

Fairness and Equalities Impact Assessment (FEIA)

This is an integrated Impact Assessment which aims to ensure Newport City Council makes decisions which are fair, take account of relevant evidence, and seek to secure the best outcomes for our communities. **An FEIA should be used to inform the first steps of decision-making, at concept stage, not when a decision is already made, or at the point when it cannot be influenced.** This impact assessment considers our legislative responsibilities under:

- The Equality Act (2010), including the Socio-economic Duty
- The Wellbeing of Future Generations (Wales) Act (2015)
- The Welsh Language (Wales) Measure (2011)

The FEIA process is not intended to prevent decisions being made, but to ensure we have considered their potential impact. An FEIA also helps us to focus on how we can reduce any negative impacts, and provides us with evidence that we have met our legal duties.

For support to complete your FEIA, please contact the [Equalities Team](#)

What do we mean by Fairness?

The Newport Fairness Commission is an independent body which advises the council on the best use of resources and powers to achieve the fairest outcomes for local people. The Fairness Commission has established four **Principles of Fairness** which should be considered as part of any decisions that the council make – the questions below are useful to reflect on before you start your FEIA.

Equity	Are people being treated in a consistent way, whilst acknowledging their differences (for example, need, barriers to accessing services)?
	Will the gap between those with more, and those with less be reduced?
	Have the interests of different groups affected (including minority or disadvantaged communities) been taken into account?
Priority	Have the needs of the most disadvantaged and vulnerable across the city been given priority?
	Have you considered possible indirect consequences for minority/disadvantaged communities when other priorities are directing decisions?
Inclusion	Will the voices of all those affected by your decision be heard?
	Are people able to participate in and shape a service, as well as receiving it?
	Have you considered the impact of your decision on the relationship between communities, and the spaces they share?
Communication	Are decisions being made transparently and consistently?
	How will decisions be communicated to people who are affected in a clear way, with the opportunity for feedback?

Part 1: Identification

Name of person completing the FEIA	Alun Prescott
Role of person completing the FEIA	Team Manager – Community Regeneration
Date of completion	25.10.22
Head of Service who has approved this FEIA	David Walton – Head of Communities and Housing

1. What is being assessed? *(Please double click on the relevant box(es) (X) and select 'checked' as appropriate)*

- New or revised policies, practices or procedures (which modify service delivery or employment practices)
- Service review or re-organisation proposals which affect the community and/or staff
- Efficiency or saving proposals
- Setting budget allocations for new financial year and strategic financial planning
- Decisions affecting service users, employees or the wider community including (de)commissioning or revising services
- New project proposals affecting staff, communities or access to the built environment
- Public events
- Local implementation of National Strategy/Plans/Legislation
- Strategic directive and intent, including those developed at Regional Partnership Boards and Public Service Boards
- Medium to long term plans (for example, corporate plans, development plans, service delivery and improvement plans)
- Setting objectives (for example, well-being objectives, equality objectives, Welsh language strategy)
- Major procurement and commissioning decisions
- Decisions that affect the ability (including external partners) to offer Welsh language opportunities and services
- Other *please explain in the box below:*

2. Please describe the overall aims, objectives and intended outcomes of your decision

Library services across the city have experienced a decrease in visitor numbers, a reduction in book loans and a rise in the demand for digital services. Digital loans now make up 20% of total issue figures.

It is proposed to reduce library opening hours, refocus the use of Pillgwenlly library, prioritise community learning, reduce the amount spent on physical books and invest in more digital resources to meet demand.

3. Who are the main stakeholders who may be impacted by your decision and what data do you hold on them? Consider communities of place (people who live in the same geographic area) and communities of interest (people who share particular characteristics but may live in different geographic areas). Stakeholders may include residents, local businesses, community groups, staff or partners.

As the Library Service is a universally accessed service the proposed measures could impact upon all residents of Newport. Given the age profile of users, there is potentially a disproportionate impact upon older people and the very young. Any reduction in library opening hours can potentially make it more difficult for residents to access the service. This could be particularly acute for library users who have reduced mobility who may struggle to access transport to visit a site if opening hours change.

Residents within the Pillgwenlly Ward of the City who use the library service will be most clearly affected by this proposal. The Library is located within the LSOA Pillgwenlly 1, which is ranked 21 in the Welsh Index of Multiple Deprivation. The library also serves the LSOAs Pillgwenlly 3, ranked 88 and 4, ranked 10. This is an area of significant and long-standing socio-economic deprivation.

The Pillgwenlly Ward is a highly diverse and multi-cultural area of the City, with an ethnic minority population of 44%

Information about the population of Newport can be found here:

<https://www.newport.gov.uk/documents/One-Newport/Profiles/Community-Wellbeing-Profile-2019-Newport-Population.pdf>

Part 2: Engagement

When completing this section, you need to consider whether you have sufficient information about the views and experiences of people who your decision will impact upon. If you don't, you may need to undertake a period of engagement/consultation before continuing. An FEIA is a live document, so can be updated with consultation findings, and amended as needed during the decision-making process.

The council has a duty to consult and engage with people who may experience inequalities as a result of your decision. This includes people **who share Protected Characteristics** (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and people who **have lived experience of socio-economic disadvantage**. The council's Youth Promise also requires us to ensure **all young people in Newport are listened to and included in decisions affecting them**.

The council also has a duty to ensure that any consultation is available bilingually (in Welsh as well as English), and you may like to consider any other community languages that are spoken by people who may be impacted by your decision. Below are some questions that should be included in any public consultation relating to a decision which may impact on the use of Welsh language in Newport:

1. Do you believe that the proposed decision/policy will have a positive or negative effect on opportunities to use the Welsh language?
2. If you think it will have a negative effect, what steps could we take to lessen or remove this and improve positive effects?
3. Do you believe that the proposed decision/policy will treat the Welsh language less favourably than the English language?

1. How have you engaged with people who may be affected by your decision (the stakeholders you have identified)?

Public engagement will be undertaken following the Council's Cabinet agreement of budget proposals as a basis for consultation. The opportunities to participate in the consultation will be advertised across various social media platforms (in both Welsh and English) and promoted on the landing page of the council website for ease of access. The main aim of this consultation is to capture the views and opinions of Newport residents on the draft budget and medium-term financial plan, particularly on the proposed savings and changes to service delivery. Cabinet will consider feedback at the end of the consultation period and agree on final budget proposals.

2. What do you know about the views or experiences of people who may be affected by your decision?

Public engagement will be undertaken following the Council's Cabinet agreement of budget proposals as a basis for consultation. Feedback from public engagement will be considered once consultation period ends this FEIA updated to reflect any feedback received

Part 3: Assessment

This section requires you to assess the potential impact of your decision on a range of groups who may experience specific disadvantages. Your assessment should be supported by evidence – either from your own engagement/consultation, similar or previous engagement, what you already know about the people who access your service, or from local and national sources of information.

Useful documents which set out information about how communities are impacted by inequalities include [EHRC – Is Wales Fairer?](#) and the council’s [COVID-19 Community Impact Assessment](#). Your decision may have both positive and negative impacts – if this is the case, please place a cross in both boxes.

1. Impact on people that share Protected Characteristics

[Protected Characteristics](#) are defined under the Equality Act 2010, and describe groups of people who are protected from discrimination, either in the workplace, or through the provision of goods and services. The council must consider how decisions may impact on people differently because of a protected characteristic, and how any negative impact could be reduced. National guidance on assessing equality impacts and the Public Sector Equality Duty can be found [here](#). You can also access further advice and examples of positive and negative impacts [here](#).

Protected characteristic	Impact:			<p>Provide further details about the nature of the impact in the sections below, considering the Public Sector Equality Duty that the council has to:</p> <ol style="list-style-type: none"> 1. Promote equal opportunity across different groups 2. Promote community cohesion 3. Help eliminate unlawful discrimination/ harassment/ victimisation
	Positive	Negative	Neither	
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>The reduction in opening hours will potentially have a disproportionate impact upon older people within the City as they make up a larger percentage of library members. This impact will be mitigated by public consultation on the pattern of opening hours.</p> <p>The reduction in bookfund could also impact upon children and young people as a specific and generous allocation of funding is currently made to purchase appropriate bookstock for this age bracket. This will be mitigated by ensuring that the percentage spend remains aligned with the percentage of children and young people in the population, and careful monitoring of loan statistics and requests.</p>

Protected characteristic	Impact:			<p>Provide further details about the nature of the impact in the sections below, considering the Public Sector Equality Duty that the council has to:</p> <ol style="list-style-type: none"> 1. Promote equal opportunity across different groups 2. Promote community cohesion 3. Help eliminate unlawful discrimination/ harassment/ victimisation
	Positive	Negative	Neither	
				<p>The refocusing of services at Pillgwenlly could potentially limit the ability of older people to access the service. Reduced opening hours and a focus on a primarily 'click and collect' service may negatively impact on those with lower levels of digital skills. To mitigate this we will consult on the opening hours. We will run drop-in digital advice sessions on how to use the library catalogue and app to easily order books for collection from the library.</p> <p>A member of staff will be available to order books for library users during opening hours and there will also be a selection of new and popular stock available for browsing.</p>
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>The reduction in opening hours will potentially have a disproportionate impact upon residents with poor mobility, limiting the flexibility of opportunity available to access library services. This impact will be mitigated by public consultation on the pattern of opening hours.</p> <p>We will also widely publicise the existing Home Delivery to eligible library members</p>
Gender Reassignment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>There is no evidence to suggest that the proposed budget proposal will positively or negatively impact people who share this protected characteristic.</p>
Marriage or civil partnership	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>There is no evidence to suggest that the proposed budget proposal will positively or negatively impact people who share this protected characteristic.</p>
Pregnancy or maternity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>The reduction in library opening hours will limit the opportunities for families with very young children to access the service. This will be considered when opening hour options are put forward for public consultation.</p>

Protected characteristic	Impact:			<p>Provide further details about the nature of the impact in the sections below, considering the Public Sector Equality Duty that the council has to:</p> <ol style="list-style-type: none"> 1. Promote equal opportunity across different groups 2. Promote community cohesion 3. Help eliminate unlawful discrimination/ harassment/ victimisation
	Positive	Negative	Neither	
				A selection of appropriate stock for young children will be available to browse and this will be rotated and changed frequently.
Race	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The Pillgwenlly Ward is a highly diverse and multi-cultural area of the City, with an ethnic minority population of 44%. Therefore, any reduction in service could potentially impact disproportionately upon residents from an ethnic minority background.
Religion or Belief or non-belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	There is no evidence to suggest that the proposed budget proposal will positively or negatively impact people who share this protected characteristic.
Sex	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	There is no evidence to suggest that the proposed budget proposal will positively or negatively impact people who share this protected characteristic.
Sexual Orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	There is no evidence to suggest that the proposed budget proposal will positively or negatively impact people who share this protected characteristic.

2. Impact on Welsh Language

The Welsh Language (Wales) Measure specifies that for all policy decisions, the council must consider the effects (both positive and negative) on the Welsh language. For further guidance on Welsh language considerations see [here](#).

	Impact:			
	Positive	Negative	Neither	
Welsh Language	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>There is no evidence to suggest that the proposed budget savings will positively or negatively impact the Welsh Language or compliance to Welsh Language Standards</p> <p>We will retain our commitment to spend a minimum of 4% of the book fund on Welsh Language materials to meet the Welsh Public Library Standards. This reduction of £1200 will not significantly impact the range of stock purchased.</p> <p>At Pillgwenlly, accessing all the Library Service Welsh Language book stock will still be possible through the access point service. We will also include a selection of Welsh Language material within the reduced open access offer.</p>

1. Please describe how you have ensured your engagement has considered the view of Welsh speakers in Newport and the impact of your decision on the Welsh language.

Public engagement will be undertaken following the Council's Cabinet agreement of budget proposals as a basis for consultation. The survey and opportunity to participate in the consultation will be advertised across various social media platforms in both Welsh and English.

3. The Sustainable Development Principle

The Well-being of Future Generations Act puts in place a sustainable development principle which helps organisations consider the impact they could have on people living in Wales in the future, and ensure they are focused on tackling long-term challenges. Below, consider how your decision promotes, advances, or contradicts the [5 ways of working](#) which underpin the sustainable development principle. You can access further guidance on considering the sustainable development principle [here](#).

<p>Long term</p> 	<p><i>The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.</i></p>	<p>The priority within these suggested savings has been to maintain all existing library sites, without compromising too far on essential budgets for their future development. Should further savings be required it is highly probable that in order to safeguard future delivery of a comprehensive and efficient library service we need to consider amalgamation and co-location of services.</p>
<p>Prevention</p> 	<p><i>Putting resources into preventing problems occurring or getting worse</i></p>	<p>We have sought as far as possible to prevent a significant decline in the service level experienced by our customers. Overall, these proposals would result in a similar level of service across the City.</p>
<p>Integration</p> 	<p><i>Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.</i></p>	<p>These proposals do not impact upon either the Well-being Goals or Objectives</p>
<p>Collaboration</p> 	<p><i>Working together to deliver objectives.</i></p>	<p>Given the nature of these proposals there is little opportunity to work collaboratively. Any future saving requirements will require a collaborative approach, including the move to co-location of services.</p>
<p>Involvement</p> 	<p><i>Involving those with an interest and seeking their view - ensuring that those people reflect the diversity of the area.</i></p>	<p>We will hold a public consultation on the revised pattern of opening hours</p>

4. Socio-economic Duty

The [Socio-economic Duty](#) is set out in the Equality Act 2010, and requires the council, when making strategic decisions, to pay due regard to the need to reduce the inequalities of outcome that result from socio-economic disadvantage. Inequalities of outcome are felt most acutely in areas such as health, education, work, living standards, justice and personal security, and participation.

A 'strategic decision' is defined by Welsh Government as a decision **which affects how the council fulfils its statutory purpose over a significant period of time and does not include routine 'day to day' decisions**. Strategic decisions include:

- Corporate plans
- Setting wellbeing, equality and other strategic objectives
- Changes to, or development of public services
- Strategic financial planning
- Strategic policy development

If you do not think your decision meets this definition, and you do not plan on carrying out a Socio-economic Duty Assessment in this section, please provide your rationale below. Any decision which is presented to a Cabinet Member, at Cabinet or Council will be viewed as a strategic decision.

If your decision does meet the definition, please consider the impact of your decision on the socio-economically disadvantaged groups, and areas of inequality that may arise from socio-economic disadvantage contained in the matrix below. The groups listed are not exhaustive and you should consider any additional groups relevant to your decision who may experience socio-economic disadvantage in the following ways:

- **Low Income/Income Poverty** - cannot afford to maintain regular payments such as bills, food, clothing, transport etc.
- **Low and/or no Wealth** - enough money to meet basic living costs and pay bills but have no savings to deal with any unexpected spends and no provisions for the future
- **Material Deprivation** - unable to access basic goods and services i.e. financial products like life insurance, repair/replace broken electrical goods, warm home, hobbies etc.)
- **Area Deprivation** - where you live (rural areas), where you work (accessibility of public transport)

- Socio-economic Background – for example, parents’ education, employment and income

Indicate a positive or negative impact, or both where they apply, and the severity of this impact by coding the sections of the grid based on the below. *If there is no/neutral impact, please leave blank.*

Negative Impact		Positive Impact	
N1	Negative impact – mild	P1	Positive impact – mild
N2	Negative impact – moderate	P2	Positive impact – moderate
N3	Negative impact – significant	P3	Positive impact – significant
N4	Potential for negative impact (but unsure)	P4	Potential for positive impact (but unsure)

Areas of inequality that may arise from socio-economic disadvantage – definitions							
Education :The capability to be knowledgeable, to understand and reason, and to have the skills and opportunity to participate in the labour market and in society							
Work : The capability to work in just and favourable conditions, to have the value of your work recognised, even if unpaid, to not be prevented from working and to be free from slavery, forced labour and other forms of exploitation							
Living Standards : The capability to enjoy a comfortable standard of living, in appropriate housing, with independence and security, and to be cared for and supported when necessary.							
Justice, Personal Security and Community Safety : The capability to avoid premature mortality, live in security, and knowing you will be protected and treated fairly by the law							
Health : The capability to be healthy, physically and mentally, being free in matters of sexual relationships and reproduction, and having autonomy over care and treatment and being cared for in the final stages of your life							
Participation : The capability to participate in decision making and in communities, access services, know your privacy will be respected, and express yourself							
Groups							
	Living Standards	Work	Health	Education	Justice and community safety	Participation	Physical Environment
Children living in poverty		P4		N4			
Low income households without dependent children		P1		P1			
Unemployed young people		P2		P2			
Long term unemployed		P2		P2			
Homeless households		P1		P1			
Refugees, migrants and asylum seekers		P3		P3			

Deprived neighbourhoods - WIMD rank in 10% most deprived LSOA		P1		P2			
People on Universal Credit / income related benefits		P1		P1			
Adults with no qualifications or low qualifications		P3		P3			
People living in low quality housing or in Houses of Multiple Occupation		P1		P1			

1. What evidence do you have about socioeconomic disadvantage and inequalities of outcome in relation to this decision?

The Library Service-specific proposals will have a negligible overall effect on the Socio-economic disadvantages and equalities within the City. The reduction in the book fund will not limit access to learning resources as the range of stock purchased can be maintained. The reduction in opening hours at individual sites, whilst potentially affecting individuals, will ensure that communities still retain access to a core library offer.

The re-purposing of Pillgwenlly to provide a stronger Community Learning offer, focusing upon ESOL and Essential Skills, has the potential to improve the socio-economic development of the local area.

The library is located within the LSOA Pillgwenlly 1, ranked 21 in the Welsh Index of Multiple Deprivation. The library also serves the LSOAs Pillgwenlly 3, ranked 88 and 4, ranked 10. This is an area of significant and long-standing socio-economic deprivation.

Two of the Three LSOA are ranked amongst the 10% most deprived for education outcomes in Wales – Pill 1 at 77 of 1909 and Pill 3 at 181 of 1909. Pillgwenlly 4 is just outside the 10% at 213 of 1909. The proposed refurbishment of the building will allow us to run a wider range of courses from the building, including a programme of Essential Skills classes. We are currently constrained by the buildings available, and this decision will make the ACL offer more robust within the local community. Being able to access courses at a variety of levels within their community will have a positive impact on the education and employment incomes of local residents.

The 2011 Census indicated that Pillgwenlly had a higher than Newport average number of people who had been resident in the UK for less than 5 years. This is reflected in the high take-up of ESOL classes which the Adult Community Learning service runs in the Pillgwenlly area. Again, by creating two classrooms on this site will improve the consistency of our programme offer, becoming a more visible and accessible service in the heart of the community.

Unfortunately, when considering this proposal we must look at the low use levels of the Pillgwenlly Library in recent years. Use of Pillgwenlly Library has been low for several years, despite hopes that relocation in 2008 would revive the offer. The COVID pandemic has exacerbated the low use, and this site

is now the least used of all the libraries in the City. The table below includes detail on visits and loans at the site from 2016 to the second quarter of 2022.

Year	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	Apr - Sept 2022
Visits	4975	6825	5513	6675	COVID	1183	648
Loans	3707	3166	4378	4039	COVID	951	1147

In comparison to the other part-time libraries this is a far lower number of visits and loans per year –

Issues and Visits								
	Pill		St Julians		Malpas		Caerleon	
	Visits	Loans	Visits	Loans	Visits	Loans	Visits	Loans
2016-17	4975	3707	20813	17030	19923	49462	14088	41559
2017-18	6825	3166	21100	13919	20537	42811	14650	39154
2018-19	5513	4378	21730	19502	24355	42307	22045	40373
2019-20	6675	4039	32250	27623	20065	32710	16550	36378
2020-21	COVID							
2021-22	1175	951	6276	3697	7951	11203	2863	7612
2022-23 (to end September)	648	1147	5163	3221	5719	9800	5304	9660

2. Please describe how you have ensured your engagement has considered the views of people living in Newport who are affected by socio-economic disadvantage.

Public engagement will be undertaken following the Council’s Cabinet agreement of budget proposals as a basis for consultation. Feedback from public engagement will be considered once consultation period ends.

3. Does this decision contribute to a cumulative impact?

This decision does not contribute to a cumulative impact

Part 3: Actions and Outcomes

Considering any negative impacts that you have identified, indicate below how you will reduce these, increase the potential for positive impacts, and how you will monitor those impacts. Further guidance on how to complete your action plan can be found [here](#).

IMPACT ON PEOPLE THAT SHARE PROTECTED CHARACTERISTICS			
Summary of impact	Action to reduce negative impact / opportunities to increase positive impacts	How this impact will be monitored	Owner
Review of Library Opening Hours	<ul style="list-style-type: none"> • Consultation on working hours pattern • Promotion of Home Delivery Service • Marketing of Digital Offer. • Training sessions on how to access the digital resources will be held across all libraries 	<ul style="list-style-type: none"> • Bi-annual Customer Survey • Visitor figures • Book and e-resources issue statistics 	Alun Prescott
Pillgwenlly – Reduced access to library service	<ul style="list-style-type: none"> • Proposal has already been reviewed to include a base level of access to the library service, rather than a full closure • Home Delivery Service will be widely publicised for eligible residents affected by the reduced opening hours • Browsable selection of bookstock will be rotated regularly • A strong collection of bookstock for children will be retained at the site. The site will continue to support key activities including the Summer Reading Challenge and events programme. 	<ul style="list-style-type: none"> • Issue and Visit statistics • Bi-annual Library Customer Survey • New applicants for the Home Delivery Service 	Alun Prescott

Reduction in the Bookfund	<ul style="list-style-type: none"> The overall range of titles purchased will not be significantly affected. Any reduction in number of copies purchased will be based upon an assessment of demand. Spending on Childrens and Welsh Language material will be kept at the same percentage of overall spend Spending on the specialist Community Language collection will not be reduced. 	<ul style="list-style-type: none"> Issue and Visit Statistics Reservation Satisfaction rates Customer feedback 	Alun Prescott
IMPACT ON WELSH LANGUAGE			
Summary of impact	Action to reduce negative impact / opportunities to increase positive impacts	How this impact will be monitored	Owner
SOCIO-ECONOMIC IMPACTS			
Summary of impact	Action to reduce negative impact / opportunities to increase positive impacts	How this impact will be monitored	Owner
Expansion of Adult Community Learning in Pillgwenlly CLC&L	<ul style="list-style-type: none"> Opportunity to engage with local community on the courses they would like to see delivered from the site Improved visibility of the service will encourage wider participation Opportunity for promotional events and activities, including 'taster' classes to run from the site. 	<ul style="list-style-type: none"> Analysis of whether community members are signing up for courses Number of classes delivered and students engaged 	Alun Prescott
SUSTAINABLE DEVELOPMENT PRINCIPLE			
Summary of impact	Action to reduce negative impact / opportunities to increase positive impacts	How this impact will be monitored	Owner

Once your FEIA is complete, please forward to nccequality@newport.gov.uk