

Name of proposal/policy	Northamptonshire Libraries and Information Service Review 2017: Northamptonshire Central Library & Children's Centre	Budget number (if applicable)	
Service area responsible	Northamptonshire Libraries and Information Service	Cabinet meeting date	19 th October 2017
Name of completing officer	Dawn Howsam / Ben Dawson	Date EqlA created	6 th December 2017
Approved by Director / Assistant Director	Esther Bushell	Date of approval	27 th February 2018

The Equality Act 2010 places a 'General Duty' on all public bodies to have 'Due regard' to:

- Eliminating discrimination, harassment and victimisation
- Advancing equality of opportunity
- Fostering good relations

We do this by undertaking equality impact assessments (EqlAs) to help us understand the implications of policies and decisions on people with protected characteristics – EqlAs are our way of evidencing this.

All assessments must be published on the NCC equalities web pages. All Cabinet papers where an EqlA is relevant **MUST** include a link to the web page where this assessment will be published. If you require assistance in getting your EqlA published, please contact equalities@northamptonshire.gov.uk

PART 1

Description of current provision/policy and main beneficiaries/stakeholders

Northamptonshire Libraries and Information Service, “LibraryPlus”, provides a comprehensive range of services through 36 community hub libraries and a mobile library, enabling face to face access to a range of public services. Local authorities have a statutory duty under the Public Libraries and Museums Act 1964 ‘to provide a comprehensive and efficient library service for all persons’ in the area that want to make use of it. In considering how best to deliver the statutory duty each library authority is responsible for determining, through consultation, the local needs and to deliver a modern and efficient library service that meets the requirements of their communities within available resources.

A full description of the breadth of the service is contained within the Library Service Review 2017 document and its appendix, and this EqlA should be read in conjunction with those documents.

Description of proposal under consideration/development

Three proposed future options for the library service are set out in the appendix to the October Cabinet paper on the Medium Term Financial Plan.

Option 1 – Retain 15 libraries. Develop a community model to run 21 libraries, where viable options for community managed libraries are put forward by alternative organisations. Northamptonshire Central is one of the 15 libraries. Withdraw mobile library provision.

Option 2 – Retain 15 libraries. Close 21 libraries. Withdraw mobile library provision. Northamptonshire Central is one of the 15 libraries.

Option 3 – Retain 8 libraries. Close 28 libraries. Withdraw mobile library provision. Northamptonshire Central is one of the 8 libraries.

Data used in this Equality Impact Assessment (general population data where appropriate but each EqlA should contain information on people who use the service under consideration – if this is not applicable to your proposal then you probably do not need to do an EqlA)

Data Source (include link where published)	Please summarise what the data tells us – for example “X number of people use this service, X are male, Y are female etc.”			
1) Demographic data collected by the library service from library membership records. The membership data is based on the records of members registered with the library and captures cards which were used in 2016/17. A membership card is only required for a few library services, for e.g. borrowing something, checking your account, renewing and requesting items. Many library services do not require membership and facilitate anonymous use as a community hub, for e.g.	Protected characteristics – Options 1 and 2 and 3		All libraries	Northamptonshire Central Library
	Gender	Female	All Mship: 54% Adult Only Mship: 56% APLUS: 62%	All Mship: 50% Adult Only Mship: 49% APLUS: 48%
		Male	All Mship: 45%	All Mship: 49%
		Unknown	All Mship: 1%	All Mship: 2%

<p>visiting the library for any purpose, using the computer, attending activities, reading newspapers etc. There are no administration systems in place able to capture this use on an individual basis, though numbers of visits, attendances and use of some services are available.</p> <p>For Northamptonshire Central the above data is based on 8,829 membership records of which 5,919 are from adults aged 18 and over.</p> <p>2) In 2016, 390 adults in Northamptonshire Central Library took part in a week long visitor survey (the Adult Public library User Survey, or APLUS), where paper questionnaires are offered to all adult library visitors during the survey period.</p> <p>3) Analysis of distance to nearest NCC statutory library.</p>	Gender Reassignment		No data collected	No data collected	
	Age	Children 0-10		31%	26%
		Young adults 11-17		9%	7%
		Adults 18+		60%	67%
		(of which aged 60+ for Mship and 65 and over for Adult Only Mship and APLUS)		All Mship: 23% Adult Only Mship: 36% APLUS: 34%	All Mship: 20% Adult Only Mship: 29% APLUS: 39%
	Disability	Disabled		All Mship: 3.8% Adult Only Mship: 5.2% APLUS: 24.9%	All Mship: 3.9% Adult Only Mship: 4.7% APLUS: 29.7%
		Not disabled/blank/ prefer not to state		All Mship: 96.2% Adult Only Mship: 94.8% APLUS: 75.1%	All Mship: 96.1% Adult Only Mship: 95.3% APLUS: 70.3%
	Race & Ethnicity	Asian or Asian British		All Mship: 2.4% Adult Only Mship: 1.7% APLUS: 2.7%	All Mship: 5.9% Adult Only Mship: 4.3% APLUS: 7.9%
		Black or Black British		All Mship: 2.3% Adult Only Mship: 1.3% APLUS: 2%	All Mship: 5.5% Adult Only Mship: 3.2% APLUS: 7.7%
		Mixed		All Mship: 1.5% Adult Only Mship: 0.6% APLUS: 1.6%	All Mship: 2.4% Adult Only Mship: 1.1% APLUS: 2.1%
		White		All Mship: 56.1% Adult Only Mship: 53.8%	All Mship: 46.1% Adult Only Mship: 42.5%

			APLUS: 79%	APLUS: 65.6%
		Blank/ prefer not to say/ other	All Mship: 37.7% Adult Only Mship: 42.7% APLUS: 14.7%	All Mship: 40.1% Adult Only Mship: 48.9% APLUS: 16.7%
	Sexual Orientation: From APLUS only	Heterosexual/ Straight	82.2%	85.7%
		Gay / Lesbian / Bisexual / Other	2.1%	0.0%
		No response	15.7%	14.3%
	Religion Or Belief	Blank/ Prefer not to state/ no religion	All Mship: 84.4% Adult Only Mship: 86.7% APLUS: 46.1%	All Mship: 79.5% Adult Only Mship: 85.8% APLUS: 47.7%
		Christian	All Mship: 13.4% Adult Only Mship: 11.7% APLUS: 48.8 %	All Mship: 15% Adult Only Mship: 10.1% APLUS: 40%
		Other religion	All Mship: 2.1% Adult Only Mship: 1.6% APLUS: 5.1%	All Mship: 5.5% Adult Only Mship: 4% APLUS: 12.3%
	Pregnancy And Maternity		No data collected	No data collected
	Proposed Closure – Option 1and 2		Distance to nearest NCC statutory library	
	This library is not proposed for closure.			
	It is the nearest remaining NCC library for Kingsthorpe, St James and Wootton libraries			

	which are proposed for community model / closure in these options.	
	Proposed Closure – Option 3	Distance to nearest NCC statutory library
	This library is not proposed for closure.	
	It is the nearest remaining NCC library for Duston, Far Cotton, Hunsbury, Kingsthorpe, St James and Wootton libraries which are proposed for closure in this option.	

Tick the relevant box for each line by using a capital 'P' to make a <input type="checkbox"/>	Based on the above information, what impact will this proposal have on the following groups?			
	Positive	Negative	Neutral	Unsure
Sex			✓	
Gender Reassignment			✓	
Age		✓		
Disability			✓	
Race & Ethnicity			✓	
Sexual Orientation			✓	
Religion or Belief (or No Belief)			✓	
Pregnancy & Maternity		✓		
Human Rights			✓	
Rural isolation			✓	
Socio-economic exclusion			✓	

Initial impact	
Explain your findings above	Actions identified to mitigate, advance equality or fill gaps in information
Sex: <ul style="list-style-type: none"> Total membership data: 50% are female, 4 percentage points higher than the service overall. Adults only membership data: 49% of adult members are female, 7 percentage points lower than the service overall. APLUS: 50% of visitors are female, 12 percentage points lower than the service overall. 	The proposals are undergoing consultation and this EqIA will be updated to reflect the findings and fill in gaps in information.

<p>Gender Reassignment:</p> <ul style="list-style-type: none"> No data. 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p>Age:</p> <ul style="list-style-type: none"> Total membership data: 47% of members are in the 0 to 10's or 60 and over range, 8 percentage points lower than the service overall. Overall 26% are 0 to 10's, which is 5 percentage points lower than the service overall and 20% are 60 and over which is 3 percentage points lower than the service overall. Adults only membership data: 29% of adult members are aged 65 and over, 7 percentage points lower than the service overall. APLUS: 39% of adult visitors are aged 65 and over, 5 percentage points higher than the service overall. 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p>Disability:</p> <ul style="list-style-type: none"> Total membership data: 3.9% of members are disabled, 0.1 percentage points higher than the service overall. Adults only membership data: 4.7% of adult members are disabled, 0.5 percentage points higher than the service overall. APLUS: 29.7% of adult visitors are disabled, 4.8 percentage points higher than the service overall. 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p>Race & Ethnicity:</p> <ul style="list-style-type: none"> Total membership data: 13.8% are members of ethnic groups, 7.6 percentage points higher than the service overall. Adults only membership data: 8.6% are members of ethnic groups, 5.1 percentage points higher than the service overall. APLUS: 17.7% are members of ethnic groups, 11.3 percentage points higher than the service overall. 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p>Sexual Orientation:</p> <ul style="list-style-type: none"> No membership data. APLUS: 0% for Gay / Lesbian / Bisexual / Other, 2 percentage points lower than the service overall. The no response was 14.3%, 1 percentage point lower than the service overall. 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p>Religion or Belief (or no Belief):</p> <ul style="list-style-type: none"> Total membership data: has 5.5% Other, 3.4 percentage points higher than the service overall and 15% Christian, 1.6 percentage points higher than the service overall. 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>

<ul style="list-style-type: none"> Adults only membership data: has 4% Other, 2.4 percentage points higher than the service overall and 10.1% Christian, 1.6 percentage points lower than the service overall. APLUS has 12.3% Other, 7.2 percentage points higher than the service overall and 40% Christian, 8.8 percentage points lower than the service overall. 															
<p>Pregnancy and Maternity:</p> <ul style="list-style-type: none"> Delivered 237 activities for 0to4s and their parents and carers last year with 2,647 attendances by children aged 0to4 and overall a total of 4,936 attendances, an average of 21 per activity (Source: Library data). Included Breastfeeding Support and Health visitor sessions. If Kingsthorpe, St James and Wootton libraries are closed (option 2) then attendances could potentially increase by 59%, an additional 12, to 33 per session. If option 3 is selected then Northamptonshire Central library is also the nearest remaining library for customers of Duston, Hunsbury and Far Cotton as well as Kingsthorpe, St James and Wootton overall attendances could increase by 290%, an additional 60, to 81 per session. 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>														
<p>Rural isolation:</p> <ul style="list-style-type: none"> Northamptonshire Central Library is located in Northampton, the County Town. It is not rurally isolated. 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>														
<p>Socio-economic exclusion:</p> <ul style="list-style-type: none"> Northampton 025A LSOA which is ranked 6,101 out of 32,844 LSOAs. This is amongst the 20% most deprived neighbourhoods in the country, (IMD data). 	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>														
<p>Public transport provision in the area? Car ownership?</p> <ul style="list-style-type: none"> Bus journeys are not applicable as this library remains open in all options. 25.50% of households in the Lower Super Output Areas (LSOA) which mention Northamptonshire Central have no car / van in the household (Source: Northamptonshire Analysis using Census and LSOA data). <p>APLUS 2016:</p> <table border="1" data-bbox="107 1092 1289 1422"> <thead> <tr> <th>Library</th> <th>Private transport, e.g. car, motorbike</th> <th>Public transport, e.g. bus, train, metro / tram</th> <th>On foot</th> <th>Bicycle</th> <th>Other</th> <th>Blank</th> </tr> </thead> <tbody> <tr> <td>Northamptonshire Central</td> <td>20%</td> <td>29%</td> <td>40%</td> <td>3%</td> <td>1%</td> <td>8%</td> </tr> </tbody> </table>	Library	Private transport, e.g. car, motorbike	Public transport, e.g. bus, train, metro / tram	On foot	Bicycle	Other	Blank	Northamptonshire Central	20%	29%	40%	3%	1%	8%	
Library	Private transport, e.g. car, motorbike	Public transport, e.g. bus, train, metro / tram	On foot	Bicycle	Other	Blank									
Northamptonshire Central	20%	29%	40%	3%	1%	8%									

Service Average	43%	11%	37%	2%	1%	7%	
<p>Would the Library To You service provide any mitigating actions for users of Northamptonshire Central Library?</p> <p>This service is for those who through age or disability cannot get to their nearest library. This service is delivered by Home Library Service Volunteers (HLS Vols) using their own transport and resources from the nearest library. Northamptonshire Central currently has 0 volunteers for this service.</p> <ul style="list-style-type: none"> • For Option 1 (if no community management found) and Option 2 it is the nearest remaining library for Kingsthorpe, St James and Wootton Libraries. Kingsthorpe has 4 HLS Vols, St James has 0 and Wootton has 0, who may transfer to Northamptonshire Central Library (source: Library Data). • For Option 3 it is the nearest remaining library for Duston, Far Cotton, Hunsbury, Kingsthorpe, St James and Wootton Libraries. Duston has 1 HLS Vol, Far Cotton has 1, Hunsbury has 2, Kingsthorpe has 4, St James has 0 and Wootton has 0 who may transfer to Northamptonshire Central Library (source: Library Data). 							
<p>Alternative Universal Children’s Centre Provision</p> <p>Northamptonshire Central is not proposed for closure.</p> <ul style="list-style-type: none"> • Northamptonshire Central delivered 237 activities for 0to4s and their parents and carers last year with 2,647 attendances by children aged 0to4 and overall a total of 4,936 attendances, an average of 21 per activity (Source: Library data). Included Breastfeeding Support and Health visitor sessions. • If Kingsthorpe, St James and Wootton libraries are closed (option 2) then attendances could potentially increase by 59%, an additional 12, to 33 per session. • If option 3 is selected then Northamptonshire Central library is also the nearest remaining library for customers of Duston, Hunsbury and Far Cotton as well as Kingsthorpe, St James and Wootton overall attendances could increase by 290%, an additional 60, to 81 per session. 							
<p>Groups/sessions/activities run for groups with protected characteristics</p> <ul style="list-style-type: none"> • Delivered 27 activities for 5-10’s last year with 635 attendances, an average of 23.52 per activity (Source: Library data). • Delivered 60 activities targeted at adults last year with 333 attendances, an average of 5.55 per activity (Source: Library data). 							

Activities By Target Audience	Adult Target Audiences	Total Activities targeted at Adults	Total Attendance at Activities targeted at Adults
Northamptonshire Central	Adult Learners	55	229
	Families All Ages	3	81
	Library Visitors / Local Community	1	18
	Volunteers	1	5
Northamptonshire Central Total		60	333

Do you need to undertake further work (e.g. consultation, further equality analysis) based on the impact and actions identified above? If yes, set this out below and then carry out the work and complete Part 2

There is a proposed county-wide reduction in provision and a formal consultation is being undertaken which ends 13th January 2018. This EqIA will be updated with the findings of the consultation to understand the impact of the different proposals. The updated EqIA and consultation feedback will be analysed and considered to inform the final decision that will be made in February 2018 as part of the budget setting process for 2018/19.

PART 2 – if required

Consultation, follow up data and information gathered from actions identified above

To provide a broader profile in addition to the library consultation feedback below, 2011 Census data by Lower Super Output Area (LSOA) from Northamptonshire Analysis has been included. LSOAs were matched to library based on name and the data aggregated. While libraries do not have a catchment area as such, this gives a reasonable indication as to who might access each library, based on location.

Protected characteristics – Census and LSOA		Northamptonshire Central Library
Gender	Female	51.13%
	Male	48.87%
Gender Reassignment	Not available	Not available
Age	0 to 4	7.68%
	5 to 19	18.00%
	20 to 64	61.01%
	65 and over	13.31%
Disability	Disabled	16.72%
	Not disabled / blank / prefer not to state	83.28%
Race & Ethnicity	Asian or Asian British	7.19%
	Black or Black British	5.84%
	Mixed	3.48%
	White	82.68%
	Blank / prefer not to say/ other	0.81%
Sexual Orientation	Not available	Not available
Religion Or Belief	Blank / Prefer not to state/ no religion	36.33%
	Christian	55.55%
	Other religion	7.62%
Pregnancy And Maternity	Not available	Not available

Respondents to the questionnaire were asked if they were prepared to provide equalities monitoring data. While this is useful to help us understand the range of people who responded in this way, this data relates to respondents to the questionnaire only and those who chose to answer demographic information about themselves. As such, this only provides part of the picture around impact on people with protected characteristics, and so the quantitative data is supported by the qualitative comments that respondents to the questionnaire provided along with all other feedback received (see below).

Some respondents to the questionnaire who stated that they use Northamptonshire Central Library also

<p>stated that they used other Northamptonshire libraries. The top 5 other libraries for respondents who said they used Northamptonshire Central Library are shown here:</p>	<table border="1"> <thead> <tr> <th data-bbox="779 154 1745 233">Top five other Libraries used by Respondents who stated that they use Northamptonshire Central Library</th> <th data-bbox="1745 154 2013 233">% of respondents</th> </tr> </thead> <tbody> <tr> <td data-bbox="779 233 1745 272">Weston Favell</td> <td data-bbox="1745 233 2013 272">31.96%</td> </tr> <tr> <td data-bbox="779 272 1745 311">Kingsthorpe</td> <td data-bbox="1745 272 2013 311">31.60%</td> </tr> <tr> <td data-bbox="779 311 1745 350">Abington</td> <td data-bbox="1745 311 2013 350">28.37%</td> </tr> <tr> <td data-bbox="779 350 1745 389">Hunsbury</td> <td data-bbox="1745 350 2013 389">21.72%</td> </tr> <tr> <td data-bbox="779 389 1745 423">Duston</td> <td data-bbox="1745 389 2013 423">15.80%</td> </tr> </tbody> </table>	Top five other Libraries used by Respondents who stated that they use Northamptonshire Central Library	% of respondents	Weston Favell	31.96%	Kingsthorpe	31.60%	Abington	28.37%	Hunsbury	21.72%	Duston	15.80%
Top five other Libraries used by Respondents who stated that they use Northamptonshire Central Library	% of respondents												
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Hunsbury	21.72%												
Duston	15.80%												
<p>Comments/feedback from questionnaire, letters, emails, and events feedback: In addition to quantitative data, we received a large volume of comments about how the closure or change to library service provision would affect people with protected characteristics.</p>	<p>Concerns were raised about the following groups:</p> <ul style="list-style-type: none"> • Sex – many respondents felt that the proposal for Northamptonshire Central would have a negative impact on women in particular, because of the groups held in the library which are predominantly (but not exclusively) used by female carers with young children and closures of the smaller surrounding libraries may overwhelm the capacity of this library. • Age – many respondents felt that the proposal for Northamptonshire Central would have a negative impact in terms of age, for both older and younger service users. <ul style="list-style-type: none"> ○ For older people, there were concerns that if the smaller, local libraries were to close or were to be open for fewer hours if run as a community library by volunteers, it could lead to an increase in social isolation for this group, which currently benefits from free access to library resources (including IT support), groups that are run with a particular focus on older people and the general social benefits of visiting a library and social interaction with others as this group was identified as being less likely/less able to access this library’s provision because they would be less likely to drive and more reliant upon public transport. ○ For children and young people, there were concerns that closures of surrounding libraries may overwhelm the capacity of this library, which is one of the remaining libraries, with a resultant loss of access to groups specifically for babies and toddlers, particularly as the library would be one of the few remaining designated Children’s Centres in the area. For older children, there were concerns that this large library would not be able to provide local enough access to be a source of education, a venue for doing homework and accessing further information to support their studies (particularly for children from lower income families) and taking part in events such as the Summer Reading Challenge and the impact this would have on literacy in the overall area. ○ Local, smaller libraries were identified as a safe, supportive meeting spaces for both children and older people as well as other vulnerable groups, providing a high level of personal service which it was felt would not be possible in this large library. 												

- Disability – concerns were raised that the proposal would have a negative impact upon people with disabilities who would find it difficult to use an unfamiliar, large library as well as the difficulties in accessing an alternative library which was not local to them. The positive impact of libraries on the wellbeing of people with mental health issues was also mentioned, and it was a frequently raised concern that this would suffer if access to the current library provision changed.
- Race and ethnicity – whilst libraries are in their nature inclusive to all, nothing specific was mentioned, beyond the general support and safe environment libraries provide to all members of the community which facilitates inclusion and community cohesion.
- Religion or belief – as for Race and Ethnicity above.
- Pregnancy and maternity – The Library is a designated Children Centre and was considered as vital for new mothers, with services such as easy access to baby groups, health visitors, advice etc. and the view that many respondents shared was that using their library either stopped them from developing post-natal depression or helped them recover from it. It was noted how libraries are welcoming to mothers and babies and how they provide free access to a range of services, meaning that income is not a barrier, for e.g. this library provides an average of 6 activities per week for under 5s. There were concerns that closures of the smaller surrounding libraries could possibly overwhelm the capacity of this library.

There is no reason to believe that the proposal would have a disproportionate impact upon people because of gender reassignment or sexual orientation.

Whilst not protected characteristics under the Equality Act, the feedback also showed that there were concerns about the impact on socio-economic exclusion:

- Concerns were raised that the potential closure of libraries in surrounding areas would make it harder for people to access this library as a provider of alternate library services, because they would have further to travel. If they do not have their own transport, they are reliant upon public transport which can take a long time, be infrequent and costly even within Northampton town and surrounding area.
- With the majority of library services being free, concerns were raised that reduced access to library services would affect people on lower incomes, in terms of accessing things like books, council services, the internet and computers for job searches, benefit applications etc., as well as the fact that people valued libraries as places where people can access information,

	<p>newspapers etc. for free and just sit quietly without having to pay (which was also noted as being important for homeless people).</p> <ul style="list-style-type: none"> • This library provides weekly job skills and monthly IT skills sessions and there were concerns that if people could manage to travel to this library then closures of the smaller surrounding libraries may overwhelm the capacity of this library.
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Final impact analysis (taking the findings from Part 2 into account) – including review date if required

	Positive	Negative	Neutral	Unsure
Sex			✓	
Gender Reassignment			✓	
Age			✓	
Disability			✓	
Race & Ethnicity			✓	
Sexual Orientation			✓	
Religion or Belief (or No Belief)			✓	
Pregnancy & Maternity			✓	
Human Rights			✓	
Rural isolation			✓	
Socio-economic exclusion			✓	

Final impact

The initial recommendation in the budget proposal that was presented to Cabinet on February 13th 2018 was for Option 1 – the Community Management option plus an extension of the option to be consulted on with the medium sized libraries. In this option, this library remains open. The concern about this library being impacted by the closure of other libraries is acknowledged, although at this point in time the impact of this library remaining open is neutral on groups with protected characteristics. This EQIA will be reviewed and updated as required throughout the proposed transition to Community Management of the other libraries in the borough.

PART 3 – Budget Proposal Update (27th February 2018)

Final impact analysis (taking the findings from Part 2 into account) – including review date if required				
	Positive	Negative	Neutral	Unsure
Sex			✓	
Gender Reassignment			✓	
Age			✓	
Disability			✓	
Race & Ethnicity			✓	
Sexual Orientation			✓	
Religion or Belief (or No Belief)			✓	
Pregnancy & Maternity			✓	
Human Rights			✓	
Rural isolation			✓	
Socio-economic exclusion			✓	

Final impact
 The final recommendation following amended budget proposals is for Option 2 (Retain 15 libraries. Close 21 libraries. Withdraw mobile library provision). Northamptonshire Central is one of the 15 libraries. The impact of this is therefore neutral.