

<b>Name of proposal/policy</b>	Northamptonshire Libraries and Information Service Review 2017: Kettering Library	<b>Budget number (if applicable)</b>	
<b>Service area responsible</b>	Northamptonshire Libraries and Information Service	<b>Cabinet meeting date</b>	19 <sup>th</sup> October 2017
<b>Name of completing officer</b>	Dawn Howsam / Ben Dawson	<b>Date EqIA created</b>	12 <sup>th</sup> December 2017
<b>Approved by Director / Assistant Director</b>	Esther Bushell	<b>Date of approval</b>	27 <sup>th</sup> 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 (EqIAs) to help us understand the implications of policies and decisions on people with protected characteristics – EqIAs are our way of evidencing this.

All assessments must be published on the NCC equalities web pages. All Cabinet papers where an EqIA is relevant **MUST** include a link to the web page where this assessment will be published. If you require assistance in getting your EqIA published, please contact [equalities@northamptonshire.gov.uk](mailto: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. Kettering is one of the 15 libraries. Withdraw mobile library provision.

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

Option 3 – Retain 8 libraries. Close 28 libraries. Withdraw mobile library provision. Kettering 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	Kettering Library
Gender	Female	All Mship: 54% Adult Only Mship: 56% APLUS: 62%	All Mship: 52% Adult Only Mship: 53% APLUS: 59%
	Male	All Mship: 45%	All Mship: 46%
	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 Kettering the above data is based on 6,420 membership records of which 3,856 are from adults aged 18 and over.</p> <p>2) In 2016, 322 adults in Kettering 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%	29%
		Young adults 11-17		9%	11%
		Adults 18+		60%	60%
		(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: 22% Adult Only Mship: 34% APLUS: 23%
	Disability	Disabled		All Mship: 3.8% Adult Only Mship: 5.2% APLUS: 24.9%	All Mship: 5.5% Adult Only Mship: 7.2% APLUS: 28%
		Not disabled/blank/ prefer not to state		All Mship: 96.2% Adult Only Mship: 94.8% APLUS: 75.1%	All Mship: 94.5% Adult Only Mship: 92.8% APLUS: 72%
	Race & Ethnicity	Asian or Asian British		All Mship: 2.4% Adult Only Mship: 1.7% APLUS: 2.7%	All Mship: 4.5% Adult Only Mship: 2.8% APLUS: 2.2%
		Black or Black British		All Mship: 2.3% Adult Only Mship: 1.3% APLUS: 2%	All Mship: 2.3% Adult Only Mship: 1.4% APLUS: 1.6%
		Mixed		All Mship: 1.5% Adult Only Mship: 0.6% APLUS: 1.6%	All Mship: 1.7% Adult Only Mship: 1% APLUS: 1.6%
		White		All Mship: 56.1% Adult Only Mship: 53.8%	All Mship: 63.1% Adult Only Mship: 59.9%

			APLUS: 79%	APLUS: 83.5%	
		Blank/ prefer not to say/ other	All Mship: 37.7% Adult Only Mship: 42.7% APLUS: 14.7%	All Mship: 28.5% Adult Only Mship: 34.8% APLUS: 11.2%	
	Sexual Orientation: From APLUS only	Heterosexual/ Straight	82.2%	91.8%	
		Gay / Lesbian / Bisexual / Other	2.1%	1.3%	
		No response	15.7%	7.0%	
	Religion Or Belief	Blank/ Prefer not to state/ no religion	All Mship: 84.4% Adult Only Mship: 86.7% APLUS: 46.1%	All Mship: 77.5% Adult Only Mship: 80.3% APLUS: 49.1%	
		Christian	All Mship: 13.4% Adult Only Mship: 11.7% APLUS: 48.8 %	All Mship: 19.6% Adult Only Mship: 17.4% APLUS: 45.3%	
		Other religion	All Mship: 2.1% Adult Only Mship: 1.6% APLUS: 5.1%	All Mship: 2.9% Adult Only Mship: 2.3% APLUS: 5.6%	
	Pregnancy And Maternity		No data collected	No data collected	
	<b>Proposed Closure – Options 1 and 2</b>			<b>Distance to nearest NCC statutory library</b>	
	This library is not proposed for closure.				
	It is the nearest remaining NCC library for Desborough and Rothwell libraries which are proposed for community model / closure in these options.				

	<table border="1"> <tr> <th>Proposed Closure – Option 3</th> <th>Distance to nearest NCC statutory library</th> </tr> <tr> <td>This library is not proposed for closure.</td> <td></td> </tr> <tr> <td>It is the nearest remaining NCC library for Burton Latimer, Desborough and Rothwell, libraries which are proposed for closure in this option.</td> <td></td> </tr> </table>	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 Burton Latimer, Desborough and Rothwell, libraries which are proposed for closure in this option.	
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 Burton Latimer, Desborough and Rothwell, 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
<b>Sex:</b> <ul style="list-style-type: none"> <li>Total membership data: 52% are female, 2 percentage points lower than the service overall.</li> <li>Adults only membership data: 53% of adult members are female, 3 percentage points lower than the service overall.</li> <li>APLUS: 52% of visitors are female, 10 percentage points lower than the service overall.</li> </ul>	<p>The proposals are undergoing consultation and this EqIA will be updated to reflect the findings and fill in gaps in information.</p>

<p><b>Gender Reassignment:</b></p> <ul style="list-style-type: none"> <li>No data.</li> </ul>	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p><b>Age:</b></p> <ul style="list-style-type: none"> <li>Total membership data: 51% of members are in the 0 to 10's or 60 and over range, 4 percentage points lower than the service overall. Overall 29% are 0 to 10's, which is 2 percentage points lower than the service overall and 22% are 60 and over which is 1 percentage point lower than the service overall.</li> <li>Adults only membership data: 34% of adult members are aged 65 and over, 2 percentage points lower than the service overall.</li> <li>APLUS: 23% of adult visitors are aged 65 and over, 11 percentage points lower than the service overall.</li> </ul>	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p><b>Disability:</b></p> <ul style="list-style-type: none"> <li>Total membership data: 5.5% of members are disabled, 1.7 percentage points higher than the service overall.</li> <li>Adults only membership data: 7.2% of adult members are disabled, 2 percentage points higher than the service overall.</li> <li>APLUS: 28% of adult visitors are disabled, 3.1 percentage points higher than the service overall.</li> </ul>	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p><b>Race &amp; Ethnicity:</b></p> <ul style="list-style-type: none"> <li>Total membership data: 8.4% are members of ethnic groups, 2.2 percentage points higher than the service overall.</li> <li>Adults only membership data: 5.3% are members of ethnic groups, 1.7 percentage points higher than the service overall.</li> <li>APLUS: 5.3% are members of ethnic groups, 1.1 percentage points lower than the service overall.</li> </ul>	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p><b>Sexual Orientation:</b></p> <ul style="list-style-type: none"> <li>No membership data.</li> <li>APLUS: 1.3% for Gay / Lesbian / Bisexual / Other, 1 percentage point lower than the service overall. The no response was 7%, 9 percentage points lower than the service overall.</li> </ul>	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>
<p><b>Religion or Belief (or no Belief):</b></p> <ul style="list-style-type: none"> <li>Total membership data: has 2.9% Other, 0.8 percentage points higher than the service overall and 19.6% Christian, 6.2 percentage points higher than the service overall.</li> </ul>	<p>The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.</p>

- Adults only membership data: has 2.3% Other, 0.7 percentage points higher than the service overall and 19.6% Christian, 6.2 percentage points higher than the service overall
- APLUS has 5.6% Other, 0.5 percentage points higher than the service overall and 45.3% Christian, 3.5 percentage points lower than the service overall.

- Pregnancy and Maternity:**
- Delivered 259 activities for 0to4s and their parents and carers last year with 2,212 attendances by 0to4s and overall a total of 4,015, an average of 16 per activity (Source: Library data).
  - If Desborough and Rothwell libraries are closed (option 2) then attendances could potentially increase by 129%, an additional 20, to 35 per session.
  - If option 3 is selected then Kettering Library is the nearest library for customers from Burton Latimer Library as well as Desborough and Rothwell Libraries and overall attendances could increase by 193%, an additional 29, to 45 per session.

The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.

- Socio-economic exclusion:**
- Kettering 006C LSOA which is ranked 8,010 out of 32,844 LSOAs. This is amongst the 30% most deprived neighbourhoods in the country, (IMD data).

The proposals are undergoing consultation and this EqlA will be updated to reflect the findings and fill in gaps in information.

- Public transport provision in the area? Car ownership?**
- Bus journeys are not applicable as this library remains open in all options.
  - 26.21% of households in the Lower Super Output Areas (LSOA) which mention Kettering have no car / van in the household (Source: Northamptonshire Analysis using Census and LSOA data).

**APLUS 2016:**

Library	Private transport, e.g. car, motorbike	Public transport, e.g. bus, train, metro / tram	On foot	Bicycle	Other	Blank
Kettering	36%	13%	42%	2%	1%	6%
Service Average	43%	11%	37%	2%	1%	7%

**Would the Library To You service provide any mitigating actions for users of Kettering Library?**  
 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. Kettering currently has 5 volunteers for this service.

- For Option 1 (if no community management found) and Option 2 it is the nearest remaining library for Desborough and Rothwell Libraries. Desborough has 0 HLS Vols and Rothwell has 2, who may transfer to Kettering (source: Library Data).
- For Option 3 it is the nearest remaining library for Burton Latimer, Desborough and Rothwell Libraries. Burton Latimer has 4 HLS Vols, Desborough has 0 and Rothwell has 2 who may transfer to Kettering Library (source: Library Data).

**Alternative Universal Children’s Centre Provision**  
 Kettering Library is not proposed for closure.

- Kettering Library delivered 259 activities for 0to4s and their parents and carers last year with 2,212 attendances by 0to4s and overall a total of 4,015, an average of 16 per activity (Source: Library data).
- If Desborough and Rothwell libraries are closed (option 2) then attendances could potentially increase by 129%, an additional 20, to 35 per session.
- If option 3 is selected then Kettering Library is the nearest library for customers from Burton Latimer Library as well as Desborough and Rothwell Libraries and overall attendances could increase by 193%, an additional 29, to 45 per session.

**Groups/sessions/activities run for groups with protected characteristics**

- Delivered 28 activities for 5-10’s last year with 818 attendances, an average of 29.21 per activity (Source: Library data).
- Delivered 53 activities targeted at adults last year with 1,446 attendances, an average of 27.28 per activity (Source: Library data).

Activities By Target Audience	Adult Target Audiences	Total Activities targeted at Adults	Total Attendance at Activities targeted at Adults
Kettering	Adult Learners	52	626
	Families All Ages	1	820
Kettering Total		53	1446

**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 13<sup>th</sup> 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**

<p>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.</p>	Protected characteristics – Census and LSOA		Kettering Library
	Gender	Female	50.66%
		Male	49.34%
	Gender Reassignment	Not available	Not available
	Age	0 to 4	6.89%
		5 to 19	17.65%
		20 to 64	59.64%
		65 and over	15.82%
	Disability	Disabled	17.91%
		Not disabled / blank / prefer not to state	82.09%
	Race & Ethnicity	Asian or Asian British	4.68%
		Black or Black British	1.42%
		Mixed	1.58%
		White	91.71%
		Blank / prefer not to say/ other	0.61%
Sexual Orientation	Not available	Not available	
Religion Or Belief	Blank / Prefer not to state/ no religion	38.71%	
	Christian	56.61%	
	Other religion	4.17%	
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 Kettering Library also stated that they

<p>used other Northamptonshire libraries. The top 5 other libraries for respondents who said they used Kettering Library are shown here:</p>	<table border="1"> <thead> <tr> <th data-bbox="779 154 1745 233"><b>Top five other Libraries used by Respondents who stated that they use Kettering Library</b></th> <th data-bbox="1745 154 2009 233"><b>% of respondents</b></th> </tr> </thead> <tbody> <tr> <td data-bbox="779 233 1745 272">Burton Latimer</td> <td data-bbox="1745 233 2009 272">33.74%</td> </tr> <tr> <td data-bbox="779 272 1745 311">Rothwell</td> <td data-bbox="1745 272 2009 311">23.05%</td> </tr> <tr> <td data-bbox="779 311 1745 350">Desborough</td> <td data-bbox="1745 311 2009 350">18.93%</td> </tr> <tr> <td data-bbox="779 350 1745 389">Wellingborough</td> <td data-bbox="1745 350 2009 389">15.64%</td> </tr> <tr> <td data-bbox="779 389 1745 423">Northampton Central</td> <td data-bbox="1745 389 2009 423">15.23%</td> </tr> </tbody> </table>	<b>Top five other Libraries used by Respondents who stated that they use Kettering Library</b>	<b>% of respondents</b>	Burton Latimer	33.74%	Rothwell	23.05%	Desborough	18.93%	Wellingborough	15.64%	Northampton Central	15.23%
<b>Top five other Libraries used by Respondents who stated that they use Kettering Library</b>	<b>% of respondents</b>												
Burton Latimer	33.74%												
Rothwell	23.05%												
Desborough	18.93%												
Wellingborough	15.64%												
Northampton Central	15.23%												
<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"> <li>• Sex – Kettering is not proposed for closure and respondents mostly commented about the impact of the options for other libraries having 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 as they would be unlikely to be able to travel to the library.</li> <li>• Age – Kettering is not proposed for closure and respondents mostly commented about the impact of the options for other libraries having a negative impact in terms of age, for both older and younger service users as they would be as they would be unlikely to be able to travel to the library. <ul style="list-style-type: none"> <li>○ For older people, there were concerns that if libraries were to close or were to be open for fewer hours if run as community libraries 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. In addition, this group was identified as being less likely/less able to access alternative library provision because they would be less likely to drive and more reliant upon public transport.</li> <li>○ For children and young people, there were concerns about the loss of access to groups specifically for babies and toddlers, and for older children, there were concerns about the loss of the library as 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 the impact this would have on literacy.</li> </ul> </li> <li>• Disability – concerns were raised that the proposal would have a negative impact upon people with disabilities who would find it difficult to use another library as well as the difficulties in accessing an alternative library. 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.</li> </ul>												

- Race and ethnicity – whilst libraries are in their nature inclusive to all, nothing specific was mentioned, beyond the general support and safe environment the library provides 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 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 provided an average of 6 activities per week for under 5s from April to Dec 2017.

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 local libraries would make it harder for people to access alternative library services at this library, 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.
- 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, 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, newspapers etc. for free and just sit quietly without having to pay (which was also noted as being important for homeless people).

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			✓	

<b>Sexual Orientation</b>			✓	
<b>Religion or Belief (or No Belief)</b>			✓	
<b>Pregnancy &amp; Maternity</b>			✓	
<b>Human Rights</b>			✓	
<b>Rural isolation</b>			✓	
<b>Socio-economic exclusion</b>			✓	

**Final impact**

The initial recommendation in the budget proposal that was presented to Cabinet on February 13<sup>th</sup> 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 impact of this is therefore neutral.

**PART 3 – Budget Proposal Update (27<sup>th</sup> February 2018)**

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

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