

Name of proposal/policy	Northamptonshire Libraries and Information Service Review 2017: Mobile Library	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 EqIA 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 (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

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. Withdraw mobile library provision. The Mobile Library ceases in this option.

Option 2 – Retain 15 libraries. Close 21 libraries. Withdraw mobile library provision. The Mobile Library ceases in this option.

Option 3 – Retain 8 libraries. Close 28 libraries. Withdraw mobile library provision. The Mobile Library ceases in this option.

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	Mobile Library
	Gender	Female	All Mship: 54% Adult Only Mship: 56% APLUS: 62%	All Mship: 63% Adult Only Mship: 66% APLUS: 80%
		Male	All Mship: 45%	All Mship: 36%
		Unknown	All Mship: 1%	All Mship: 1%

<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 the Mobile Library the above data is based on 1,342 membership records of which 1,052 are from adults aged 18 and over.</p> <p>2) In 2016, 292 adults using the Mobile 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%	17%
		Young adults 11-17		9%	5%
		Adults 18+		60%	78%
		(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: 57% Adult Only Mship: 67% APLUS: 76%
	Disability	Disabled		All Mship: 3.8% Adult Only Mship: 5.2% APLUS: 24.9%	All Mship: 4.2% Adult Only Mship: 5.1% APLUS: 38.4%
		Not disabled/blank/ prefer not to state		All Mship: 96.2% Adult Only Mship: 94.8% APLUS: 75.1%	All Mship: 95.8% Adult Only Mship: 94.9% APLUS: 61.6%
	Race & Ethnicity	Asian or Asian British		All Mship: 2.4% Adult Only Mship: 1.7% APLUS: 2.7%	All Mship: 0.1% Adult Only Mship: 0% APLUS: 0%
		Black or Black British		All Mship: 2.3% Adult Only Mship: 1.3% APLUS: 2%	All Mship: 0.3% Adult Only Mship: 1% APLUS: 0%
		Mixed		All Mship: 1.5% Adult Only Mship: 0.6% APLUS: 1.6%	All Mship: 0% Adult Only Mship: 0.1% APLUS: 0%
		White		All Mship: 56.1% Adult Only Mship: 53.8%	All Mship: 34.9% Adult Only Mship: 29.7%

			APLUS: 79%	APLUS: 0%
		Blank/ prefer not to say/ other	All Mship: 37.7% Adult Only Mship: 42.7% APLUS: 14.7%	All Mship: 64.6% Adult Only Mship: 70.2% APLUS: 100%
	Sexual Orientation: From APLUS only	Heterosexual/ Straight	82.2%	82.5%
		Gay / Lesbian / Bisexual / Other	2.1%	0.3%
		No response	15.7%	40.3%
	Religion Or Belief	Blank/ Prefer not to state/ no religion	All Mship: 84.4% Adult Only Mship: 86.7% APLUS: 46.1%	All Mship: 90.2% Adult Only Mship: 91% APLUS: 26%
		Christian	All Mship: 13.4% Adult Only Mship: 11.7% APLUS: 48.8 %	All Mship: 9.3% Adult Only Mship: 8.5% APLUS: 72.9%
		Other religion	All Mship: 2.1% Adult Only Mship: 1.6% APLUS: 5.1%	All Mship: 0.5% Adult Only Mship: 0.4% APLUS: 1%
	Pregnancy And Maternity		No data collected	No data collected
	Proposed Closure – Option 1			Distance to nearest NCC statutory library
<ul style="list-style-type: none"> The Mobile Library currently serves 98 Villages/Towns across the County. It has 123 stops and received 5,851 visits in 2016/17. 			<ul style="list-style-type: none"> 6 out of 98 villages/towns currently served by the Mobile Library will have a library, leaving 92 villages/towns without a library. 	

	<ul style="list-style-type: none"> • 1 stop is in Moulton which has a library that is in the 21 in Option 1 (proposed for community management). • 18 stops are in Daventry, Duston, Northampton, Oundle and Wellingborough which have libraries that are part of the 15 (not proposed for closure). 	<ul style="list-style-type: none"> • This also leaves 104 stops in places with no remaining library. • The 104 stops accounted for 5,163 or 88% of the visits to the Mobile Library last year.
	<p>Proposed Closure – Option 2</p> <ul style="list-style-type: none"> • The Mobile Library currently serves 98 Villages/Towns across the County. It has 123 stops and received 5,851 visits in 2016/17. • 1 stop is in Moulton which has a library that is in the 21 in Option 2 (proposed for closure). • 18 stops are in Daventry, Duston, Northampton, Oundle and Wellingborough which have libraries that are part of the 15 (not proposed for closure). 	<p>Distance to nearest NCC statutory library</p> <ul style="list-style-type: none"> • 5 out of 98 villages/towns currently served by the Mobile Library will have a library, leaving 93 villages/towns without a library. • This also leaves 105 stops in places with no remaining library. • The 105 stops accounted for 5,222 or 89% of the visits to the Mobile Library last year.
	<p>Proposed Closure – Option 3</p> <ul style="list-style-type: none"> • The Mobile Library currently serves 98 Villages/Towns across the County. It has 123 stops and received 5,851 visits in 2016/17. • 16 stops are in Daventry, Northampton, and Wellingborough 	<p>Distance to nearest NCC statutory library</p> <ul style="list-style-type: none"> • 3 out of 98 villages/towns currently served by the Mobile Library will have a library, leaving 95 villages/towns without a library. • This also leaves 107 stops in places with no remaining library.

	which have libraries that are part of the 8 (not proposed for closure).	<ul style="list-style-type: none"> The 107 stops accounted for 5,289 or 90% of the visits to the Mobile Library last year.
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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: 63% are female, 9 percentage points higher than the service overall. Adults only membership data: 66% of adult members are female, 10 percentage points higher than the service overall. APLUS: 54% of visitors are female, 8 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.
Gender Reassignment: <ul style="list-style-type: none"> No data. 	The proposals are undergoing consultation and this EqIA will be updated to reflect the findings and fill in gaps in information.
Age: <ul style="list-style-type: none"> Total membership data: 74% of members are in the 0 to 10's or 60 and over range, 19 percentage points higher than the service overall. Overall 17% are 0 to 10's, which is 14 	The proposals are undergoing consultation and this EqIA will be updated to reflect the findings and fill in gaps in information.

<p>percentage points lower than the service overall and 57% are 60 and over which is 34 percentage points higher than the service overall.</p> <ul style="list-style-type: none"> • Adults only membership data: 67% of adult members are aged 65 and over, 34 percentage points higher than the service overall. • APLUS: 76% of adult visitors are aged 65 and over, 42 percentage points higher than the service overall. 	
<p>Disability:</p> <ul style="list-style-type: none"> • Total membership data: 4.2% of members are disabled, 0.4 percentage points higher than the service overall. • Adults only membership data: 5.1% of adult members are disabled, 0.1 percentage points lower than the service overall. • APLUS: 38.4% of adult visitors are disabled, 13.5 percentage points higher than the service overall. 	<p>The proposals are undergoing consultation and this EqIA 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: 0.5% are members of ethnic groups, 5.6 percentage points lower than the service overall. • Adults only membership data: 0.1% are members of ethnic groups, 3.4 percentage points lower than the service overall. • APLUS: 0% are members of ethnic groups, 6.4 percentage points lower than the service overall. 	<p>The proposals are undergoing consultation and this EqIA 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: 0.3% for Gay / Lesbian / Bisexual / Other, 2 percentage points lower than the service overall. The no response was 17.1%, 1 percentage point higher than the service overall. 	<p>The proposals are undergoing consultation and this EqIA 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 0.5% Other, 1.6 percentage points lower than the service overall and 9.3% Christian, 4.1 percentage points lower than the service overall. • Adults only membership data: has 0.4% Other, 1.2 percentage points lower than the service overall and 8.5% Christian, 3.2 percentage points lower than the service overall. • APLUS has 1% Other, 4.1 percentage points lower than the service overall and 72.9% Christian, 24.1 percentage points higher than the service overall. 	<p>The proposals are undergoing consultation and this EqIA will be updated to reflect the findings and fill in gaps in information.</p>

<p>Pregnancy and Maternity:</p> <ul style="list-style-type: none"> No data. 	<p>The proposals are undergoing consultation and this EqIA will be updated to reflect the findings and fill in gaps in information.</p>
<p>Rural Isolation:</p> <ul style="list-style-type: none"> The Mobile Library visits 98 villages/towns (mainly villages) and makes a total of 123 stops across Northamptonshire. It received 5,851 visits in 2016/17. 	<p>The proposals are undergoing consultation and this EqIA 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"> No data. 	<p>The proposals are undergoing consultation and this EqIA will be updated to reflect the findings and fill in gaps in information.</p>
<p>For Option 1:</p> <ul style="list-style-type: none"> 6 out of 98 villages/towns currently served by the Mobile Library will have a library, leaving 92 villages/towns without a library. Out of the 123 stops: 1 stop is in a place with a library that is in the 21 in Option 1 (proposed for community management). 18 stops are in places with libraries that are part of the 15 (not proposed for closure). <ul style="list-style-type: none"> This leaves 104 stops in places with no remaining library. The 104 stops accounted for 5,163 or 88% of the visits to the Mobile Library last year. <p>For Option 2:</p> <ul style="list-style-type: none"> 5 out of 98 villages/towns currently served by the Mobile Library will have a library, leaving 93 villages/towns without a library. Out of the 123 stops: 1 stop is in a place with a library that is in the 21 in Option 2 (proposed for closure). 18 stops are in places with libraries that are part of the 15 (not proposed for closure). <ul style="list-style-type: none"> This leaves 105 stops in places with no remaining library. The 105 stops accounted for 5,222 or 89% of the visits to the Mobile Library last year. <p>For Option 3:</p> <ul style="list-style-type: none"> 3 out of 98 villages/towns currently served by the Mobile Library will have a library, leaving 95 villages/towns without a library. Out of the 123 stops: 16 stops are in places with libraries that are part of the 8 in Option 3 (not proposed for closure). <ul style="list-style-type: none"> This leaves 107 stops in places with no remaining library. 	

- The 107 stops accounted for 5,289 or 90% of the visits to the Mobile Library last year.

Public transport provision in the area? Car ownership?

There are 98 villages / towns (mainly villages) served by the Mobile Library. These are mainly rural and are unlikely to have regular bus services across the county. Car ownership is unknown. According to the Adult Visitor Survey in 2016, 80% of users came on foot.

APLUS 2016:

Library	Private transport, e.g. car, motorbike	Public transport, e.g. bus, train, metro / tram	On foot	Bicycle	Other	Blank
Mobile Library	14%	0%	80%	0%	3%	3%
Service Average	43%	11%	37%	2%	1%	7%

Would the Library To You service provide any mitigating actions for users of the Mobile 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 using their own transport and resources from the nearest library. It is possible that eligible customers may be able to transfer to the Library To You service, however this will be heavily dependent on the availability of volunteers, library resources and the distance from the remaining libraries. Following previous alterations to the Mobile Library Service existing customers have already been transferred where possible to this service. It is also likely that the Mobile Library itself provides an equivalent service for some customers, because of the nearness to their home.

Alternative Universal Children’s Centre Provision

Unable to provide this information for 98 villages / towns. They are mainly villages so provision may be limited due to size and rural isolation. The Mobile Library Service does not provide activities for 0to4s, though it does provide access to book stock and information for parents and carers, for e.g. 6% of issues were to Under5 membership cards.

Groups/sessions/activities run for groups with protected characteristics

The Mobile Library Service does not provide activities due to the nature of the vehicle, although it does provide access to stock, information and appropriate promotions, e.g. 85 children joined the Summer Reading Challenge (for children aged 8 to 12) and 78% of these completed the Challenge with the Mobile Library.

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

<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		Mobile Library
	Gender	Female	50.21%
		Male	49.79%
	Gender Reassignment	Not available	Not available
	Age	0 to 4	5.17%
		5 to 19	17.45%
		20 to 64	58.55%
		65 and over	18.83%
	Disability	Disabled	15.12%
		Not disabled / blank / prefer not to state	84.88%
	Race & Ethnicity	Asian or Asian British	1.30%
		Black or Black British	0.54%
		Mixed	1.13%
		White	96.86%
		Blank / prefer not to say/ other	0.17%
Sexual Orientation	Not available	Not available	
Religion Or Belief	Blank / Prefer not to state/ no religion	31.13%	
	Christian	67.06%	
	Other religion	1.48%	
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 Mobile Library also stated that they

<p>used other Northamptonshire libraries. The top 5 other libraries for respondents who said they used Mobile 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 Mobile Library</th> <th data-bbox="1745 154 2009 233">% of respondents</th> </tr> </thead> <tbody> <tr> <td data-bbox="779 233 1745 272">Northampton Central</td> <td data-bbox="1745 233 2009 272">20.51%</td> </tr> <tr> <td data-bbox="779 272 1745 311">Brackley</td> <td data-bbox="1745 272 2009 311">16.24%</td> </tr> <tr> <td data-bbox="779 311 1745 350">Brixworth</td> <td data-bbox="1745 311 2009 350">16.24%</td> </tr> <tr> <td data-bbox="779 350 1745 389">Weston Favell</td> <td data-bbox="1745 350 2009 389">12.82%</td> </tr> <tr> <td data-bbox="779 389 1745 423">Middleton Cheney</td> <td data-bbox="1745 389 2009 423">11.11%</td> </tr> </tbody> </table>	Top five other Libraries used by Respondents who stated that they use Mobile Library	% of respondents	Northampton Central	20.51%	Brackley	16.24%	Brixworth	16.24%	Weston Favell	12.82%	Middleton Cheney	11.11%
Top five other Libraries used by Respondents who stated that they use Mobile Library	% of respondents												
Northampton Central	20.51%												
Brackley	16.24%												
Brixworth	16.24%												
Weston Favell	12.82%												
Middleton Cheney	11.11%												
<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 – nothing specific was raised. • Age – many respondents felt that the proposal for the Mobile Library 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 the library is proposed to close in all options and that this could lead to an increase in social isolation for this group, without 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 and concerns were raised about the capacity of the Library To You service to cope with increased demand. ○ For children and young people, there were concerns about the loss of access to free books and the possible detrimental effect on learning. • Disability – concerns were raised that the proposal would have a negative impact upon people with disabilities. Examples given included the fact that people with a disability, would struggle to physically carry their books from another 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. • 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 – nothing specific was raised. <p>There is no reason to believe that the proposal would have a disproportionate impact upon people because of gender reassignment or sexual orientation.</p>												

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 closure of this service in addition to the potential closure of libraries in rural areas would make it harder for people to access alternative library services, because they would have further to travel. If they do not have their own transport, they are reliant upon public transport (and with the proposed removal of bus subsidies, this would have a greater impact on rural areas) which can take a long time, be infrequent and costly. In addition several villages served by the Mobile library already had no bus service.
- With the majority of library services being free, concerns were raised that reduced access to library services would affect people on lower incomes, particularly in terms of accessing information and books, as well as the fact that people valued libraries as places where people can meet and concerns were raised that larger libraries would be more impersonal.

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 is to withdraw the mobile library from service. The impact of this is fully acknowledged as being negative.

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). The impact of this is fully acknowledged as being negative.