

Name of proposal/policy	Northamptonshire Libraries and Information Service Review 2017: Rushden 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	8 th December 2017
Approved by Director / Assistant Director	Esther Bushell	Date of approval	5 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 EqIA 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. Rushden is one of the 15 libraries. Withdraw mobile library provision.

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

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

Data used in this Equality Impact Assessment (general population data where appropriate but each EqIA 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 EqIA)

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	Rushden Library
	Gender	Female	All Mship: 54% Adult Only Mship: 56% APLUS: 62%	All Mship: 54% Adult Only Mship: 56% APLUS: 56%
		Male	All Mship: 45%	All Mship: 45%
		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 Rushden the above data is based on 3,512 membership records of which 2,061 are from adults aged 18 and over.</p> <p>2) In 2016, 375 adults in Rushden 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%	32%
		Young adults 11-17	9%	9%
		Adults 18+	60%	59%
		(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: 23% Adult Only Mship: 36% APLUS: 28%
	Disability	Disabled	All Mship: 3.8% Adult Only Mship: 5.2% APLUS: 24.9%	All Mship: 3.6% Adult Only Mship: 5.2% APLUS: 23.5%
		Not disabled/blank/ prefer not to state	All Mship: 96.2% Adult Only Mship: 94.8% APLUS: 75.1%	All Mship: 96.4% Adult Only Mship: 94.8% APLUS: 76.5%
	Race & Ethnicity	Asian or Asian British	All Mship: 2.4% Adult Only Mship: 1.7% APLUS: 2.7%	All Mship: 1.2% Adult Only Mship: 0.9% APLUS: 1.1%
		Black or Black British	All Mship: 2.3% Adult Only Mship: 1.3% APLUS: 2%	All Mship: 1.5% Adult Only Mship: 1.1% APLUS: 0.8%
		Mixed	All Mship: 1.5% Adult Only Mship: 0.6% APLUS: 1.6%	All Mship: 0.8% Adult Only Mship: 0.4% APLUS: 1.1%
		White	All Mship: 56.1% Adult Only Mship: 53.8%	All Mship: 59.8% Adult Only Mship: 56.7%

			APLUS: 79%	APLUS: 86.4%
		Blank/ prefer not to say/ other	All Mship: 37.7% Adult Only Mship: 42.7% APLUS: 14.7%	All Mship: 36.6% Adult Only Mship: 41% APLUS: 10.7%
	Sexual Orientation: From APLUS only	Heterosexual/ Straight	82.2%	91.0%
		Gay / Lesbian / Bisexual / Other	2.1%	0.0%
		No response	15.7%	9.0%
	Religion Or Belief	Blank/ Prefer not to state/ no religion	All Mship: 84.4% Adult Only Mship: 86.7% APLUS: 46.1%	All Mship: 88.1% Adult Only Mship: 87.2% APLUS: 55.5%
		Christian	All Mship: 13.4% Adult Only Mship: 11.7% APLUS: 48.8 %	All Mship: 10% Adult Only Mship: 10.9% APLUS: 41.3%
		Other religion	All Mship: 2.1% Adult Only Mship: 1.6% APLUS: 5.1%	All Mship: 1.9% Adult Only Mship: 1.9% APLUS: 3.2%
	Pregnancy And Maternity		No data collected	No data collected
	Proposed Closure – Option 2		Distance to nearest NCC statutory library	
This library is not proposed for closure.				
It is the nearest remaining NCC library for Higham Ferrers and Irchester 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 Higham Ferrers, Irchester, Irthlingborough, Raunds and Thrapston 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
<p>Sex:</p> <ul style="list-style-type: none"> Total membership: 54% of members are females, 1 percentage point lower than the service overall, this is 9percentage points more than are males for this library. Adults only membership: 56% of adult members are female, this is the same as the service overall. APLUS: 54% of visitors are female, 8 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>Gender Reassignment:</p> <ul style="list-style-type: none"> No membership 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>Age:</p> <ul style="list-style-type: none"> Total membership: 55% of members are in the 0 to 10's or 60 and over range, the same as the service overall. Overall 32% are 0 to 10's, which is 1percentage point higher than the service overall and 23% are 60 and over which is the same as the service overall. Adults only membership data: 36% of adult members are aged 65 and over, this is the same as the service overall. APLUS: 28% of adult visitors are aged 65 and over, 6 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>Disability:</p> <ul style="list-style-type: none"> Total membership data: 3.6% of members are disabled, 0.2 percentage points lower than the service overall. Adults only membership data: 5.2% of adult members are disabled, the same as the service overall. APLUS: 23.5 of adult visitors are disabled, 1.4 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>Race & Ethnicity:</p> <ul style="list-style-type: none"> Total membership data: 3.5% are members of ethnic groups, 2.6 percentage points lower than the service overall. Adults only membership data: 2.3% are members of ethnic groups, 1.2 percentage points lower than the service overall. APLUS: 2.9% are members of ethnic groups, 3.4 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% for Gay / Lesbian / Bisexual / Other which is 2 percentage points lower than the service overall. The no response % was 9% which is 7 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>Religion or Belief (or no Belief):</p> <ul style="list-style-type: none"> Total membership data: has 1.9% Other, 0.2 percentage points lower than the service overall and 10% Christian, 3.4 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>

<ul style="list-style-type: none"> Adults only membership data: has 1.9% Other, 0.3percentage points lower than the service overall and 10.9% Christian, 0.8 percentage points lower than the service overall. APLUS: has 3.2% Other, 1.9 percentage points lower than the service overall and 41.3% Christian, 7.5 percentage points lower than the service overall. 																						
<p>Pregnancy and Maternity:</p> <ul style="list-style-type: none"> Delivered 225 activities for 0to4s and their parents and carers last year with 1,950 attendances by children aged 0to4 and overall a total of 3,725 attendances, an average of 17 per session (Source: Library data). If Higham Ferrers and Irchester libraries are closed (option 1/2) then attendances could potentially increase by 123%, an additional 20, to 37 per session. If option 3 is selected then as a knock on effect of Irthlingborough and Burton Latimer libraries' closure, Rushden library is also the nearest remaining library for Irthlingborough, Raunds and Thrapston libraries as well as Higham Ferrers and Irchester and overall attendances could increase by 275%, an additional 46, to 62 per session. 	<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"> East Northamptonshire 009E LSOA which is ranked 10,661 out of 32,844 LSOAs. This is amongst the 40% most deprived neighbourhoods in the country, (IMD 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>Public transport provision in the area? Car ownership?</p> <ul style="list-style-type: none"> Bus journeys not applicable as the library remains open in all options. 16.72% of households in the Lower Super Output Areas (LSOA) which mention Rushden have no car / van in the household (Source: Northamptonshire Analysis using Census and LSOA data). <p>APLUS 2016:</p> <table border="1" data-bbox="114 1018 1375 1372"> <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>Rushden</td> <td>39%</td> <td>5%</td> <td>47%</td> <td>2%</td> <td>1%</td> <td>6%</td> </tr> <tr> <td>Service Average</td> <td>43%</td> <td>11%</td> <td>37%</td> <td>2%</td> <td>1%</td> <td>7%</td> </tr> </tbody> </table>	Library	Private transport, e.g. car, motorbike	Public transport, e.g. bus, train, metro / tram	On foot	Bicycle	Other	Blank	Rushden	39%	5%	47%	2%	1%	6%	Service Average	43%	11%	37%	2%	1%	7%	
Library	Private transport, e.g. car, motorbike	Public transport, e.g. bus, train, metro / tram	On foot	Bicycle	Other	Blank																
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Would the Library To You service provide any mitigating actions for users of Towcester 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. Rushden currently has 0 volunteers for this service.

- For Option 1 (if no community management found) and Option 2 it is the nearest remaining library for Higham Ferrers and Irchester Libraries. Higham Ferrers has 3 HLS Vols and Irchester has 1, who may transfer to Rushden (source: Library data).
- For Option 3 it is the nearest remaining library for Higham Ferrers, Irchester, Irthlingborough, Raunds and Thrapston Libraries. Higham Ferrers has 3 HLS Vols, Irchester has 1, Irthlingborough has 0, Raunds has 8 and Thrapston has 3 who may transfer to Rushden Library (source: Library data).

Alternative Universal Children’s Centre Provision

Rushden is not proposed for closure.

- Rushden delivered 225 activities for 0to4s and their parents and carers last year with 1,950 attendances by children aged 0to4 and overall a total of 3,725 attendances, an average of 17 per session (Source: Library data).
- If Higham Ferrers and Irchester libraries are closed (option 1/2) then attendances could potentially increase by 123%, an additional 20, to 37 per session.
- If option 3 is selected then as a knock on effect of Irthlingborough and Burton Latimer libraries’ closure, Rushden library is also the nearest remaining library for Irthlingborough, Raunds and Thrapston libraries as well as Higham Ferrers and Irchester and overall attendances could increase by 275%, an additional 46, to 62 per session.

Groups/sessions/activities run for groups with protected characteristics

- Delivered 5 activities for 5-10’s last year with 131 attendances, an average of 26.20 per activity (Source: Library data).
- Delivered 116 activities targeted at adults last year with 635 attendances, an average of 5.47 per activity (Source: Library data).

Activities By Target Audience	Adult Target Audiences	Total Activities targeted at Adults	Total Attendance at Activities targeted at Adults
Rushden	Adult Learners	3	3
	Families All Ages	50	383

	Library Visitors / Local Community	63	249	
Rushden Total		116	635	

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 EqlA will be updated with the findings of the consultation to understand the impact of the different proposals. The updated EqlA 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		Rushden Library
Gender	Female	50.40%
	Male	49.60%
Gender Reassignment	Not available	Not available
Age	0 to 4	6.58%
	5 to 19	17.67%
	20 to 64	58.88%
	65 and over	16.87%
Disability	Disabled	17.01%
	Not disabled / blank / prefer not to state	82.99%
Race & Ethnicity	Asian or Asian British	1.68%
	Black or Black British	1.01%
	Mixed	1.44%
	White	95.63%
	Blank / prefer not to say/ other	0.25%
Sexual Orientation	Not available	Not available
Religion Or Belief	Blank / Prefer not to state/ no religion	41.17%
	Christian	56.97%
	Other religion	1.41%
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 Rushden Library also stated that they

<p>used other Northamptonshire libraries. The top 5 other libraries for respondents who said they used Rushden Library are shown here:</p>	<table border="1"> <thead> <tr> <th data-bbox="831 89 1865 172">Top five other Libraries used by Respondents who stated that they use Rushden Library</th> <th data-bbox="1865 89 2132 172">% of respondents</th> </tr> </thead> <tbody> <tr> <td data-bbox="831 172 1865 217">Higham Ferrers</td> <td data-bbox="1865 172 2132 217">52.00%</td> </tr> <tr> <td data-bbox="831 217 1865 261">Raunds</td> <td data-bbox="1865 217 2132 261">34.40%</td> </tr> <tr> <td data-bbox="831 261 1865 306">Wellingborough</td> <td data-bbox="1865 261 2132 306">33.60%</td> </tr> <tr> <td data-bbox="831 306 1865 351">Irthlingborough</td> <td data-bbox="1865 306 2132 351">19.20%</td> </tr> <tr> <td data-bbox="831 351 1865 379">Kettering</td> <td data-bbox="1865 351 2132 379">18.40%</td> </tr> </tbody> </table>	Top five other Libraries used by Respondents who stated that they use Rushden Library	% of respondents	Higham Ferrers	52.00%	Raunds	34.40%	Wellingborough	33.60%	Irthlingborough	19.20%	Kettering	18.40%
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<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 – Rushden 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. • Age – Rushden 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. <ul style="list-style-type: none"> ○ For older people, there were concerns that if 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. 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. ○ 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 taking part in events such as the Summer Reading Challenge and the impact this would have on literacy. • Disability – Rushden is not proposed for closure and respondents mostly commented about the impact of the options on other libraries and 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.

- 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 provides an average of 6 activities per week for under 5s.

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 local 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 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.

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
 In the final recommendation in the budget proposal, this library remains open. The impact of this is therefore neutral.