



<b>Name of proposal/policy</b>	Library Provision in Kingsthorpe	<b>Budget number (if applicable)</b>	
<b>Service area responsible</b>	Public Health	<b>Cabinet meeting date</b>	11 <sup>th</sup> December 2018 and 14 <sup>th</sup> May 2019
<b>Name of completing officer</b>	Emma Gadsby/Dawn Howsam/Ben Dawson/Carl Dorney	<b>Date EqIA created</b>	15 <sup>th</sup> November 2018 Updated 1 <sup>st</sup> April 2019
<b>Approved by Director / Assistant Director</b>	Lucy Wightman – Director Public Health	<b>Date of approval</b>	3 <sup>rd</sup> December 2018 and 1 <sup>st</sup> May 2019

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 – 15<sup>TH</sup> NOVEMBER 2018

### Description of current provision/policy and main beneficiaries/stakeholders

Northamptonshire County Council currently provides a standard public library service from Kingsthorpe Library including the provision of a range of printed and non-printed material for information and lending, access to the internet for public use and library staff to deal with enquiries. Additional services provided from the library include Universal Children's Centre provision and support for Blue Badge and Bus Pass applications.

The Library is in a building adjacent to the bank, with shops and schools nearby. Has a small pod for hire and a disabled public toilet with baby changing facilities. The Library provides 2 parking spaces for disabled people.

Some of the activities on offer in 2018:

- For 0 to 4s: 2x Rhymetime per wk, Bounce and rhyme, Play and learn U5s.
- Other: Summer Reading Challenge.

Current opening hours:

Tuesday 9 – 6

Wednesday 9 - 6

Friday 9 – 6

### Description of proposal under consideration/development

In October 2017 a public consultation was held around 3 proposals for the future of Northamptonshire Libraries. Following a Judicial Review in August 2018 the decision to retain 15 libraries under NCC control and offer the other 21 to community groups to be run as independent libraries was quashed. In September 2018, the new Chief Executive of the council conducted a new review of the library service, ensuring NCC are able to deliver their statutory duty to provide a "comprehensive and efficient" library service, whilst achieving necessary savings for the council by identifying opportunities to work with community groups to coproduce community managed libraries where possible. Following meetings with community groups, parishes and Borough and District councils, individual proposals have been identified for each library.

It is proposed that Kingsthorpe Library no longer forms part of NCC statutory library provision and that elements of the service are run by a community group. A needs assessment has identified that this library is within 3 miles of two libraries remaining within NCC statutory provision (Northamptonshire Central and Duston Library).

We are in discussions with a community group about the feasibility of this proposal and may relocate.

This will provide a facility for lending and returning books along with some other community services.

As this would be outside NCC's statutory library provision, if this arrangement becomes unviable, the service would cease.

**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)**

<b>Data Source (include link where published)</b>	<b>Please summarise what the data tells us – for example “X number of people use this service, X are male, Y are female etc”</b>			
<p>It is acknowledged that the Library Service Review, NCC's Section 114 spending controls and reduced opening hours in libraries in 2018 will all have had an effect on library usage. Previous data is available in the EQIAs from October 2017 at <a href="https://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/budgets-and-spending/Pages/review-of-library-services-in-northamptonshire.aspx">https://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/budgets-and-spending/Pages/review-of-library-services-in-northamptonshire.aspx</a></p> <p>The membership data is based on the records of members registered with the library and captures cards which were used in 2017/18. 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. 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 this library the above data is based on 2,918 membership records of which 1,686 are from adults aged 18 and over.</p>	<b>Protected characteristics</b>		<b>All libraries</b>	<b>Kingsthorpe Library</b>
	Gender	Female	All Mship: 55%	All Mship: 53%
			Adult Only Mship: 56%	Adult Only Mship: 49%
			APLUS: 58%	APLUS: 53%
		Male	All Mship: 43%	All Mship: 45%
	Unknown	All Mship: 2%	All Mship: 1%	
	Gender Reassignment		No data collected	No data collected
	Age	Children 0-10	33%	32%
		Young adults 11-17	9%	10%
		Adults 18+	57%	58%
		(of which aged 60+ for Mship and 65 and over for APLUS)	All Mship: 23%	All Mship: 24%
	Adult Only Mship: 32%	Adult Only Mship: 34%		
	APLUS: 34%	APLUS: 35%		
Disability	Disabled	All Mship: 3.7%	All Mship: 3%	
		Adult Only Mship: 5.3%	Adult Only Mship: 4%	
		APLUS: 24.9%	APLUS: 23%	
		All Mship: 96.3%	All Mship: 97%	

<p>2) In 2016, 391 adults in this 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>		Not disabled/blank/ prefer not to state	Adult Only Mship: 94.7%	Adult Only Mship: 96%		
			APLUS: 75.1%	APLUS: 77%		
	Race & Ethnicity	Asian or Asian British		All Mship: 2.5%	All Mship: 2.4%	
				Adult Only Mship: 2.1%	Adult Only Mship: 2%	
				APLUS: 2.7%	APLUS: 4.6%	
		Black or Black British		All Mship: 2.5%	All Mship: 2.4%	
				Adult Only Mship: 2.0%	Adult Only Mship: 1.7%	
				APLUS: 2.0%	APLUS: 3.8%	
		Mixed		All Mship: 1.6%	All Mship: 1.2%	
				Adult Only Mship: 0.8%	Adult Only Mship: 0.5%	
				APLUS: 1.6%	APLUS: 3.8%	
		White		All Mship: 56.6%	All Mship: 47.9%	
				Adult Only Mship: 56.1%	Adult Only Mship: 48.1%	
				APLUS: 79.0%	APLUS: 77.5%	
	Blank/ prefer not to say/ other		All Mship: 36.8%	All Mship: 46.1%		
			Adult Only Mship: 39%	Adult Only Mship: 47.8%		
			APLUS: 14.7%	APLUS: 10.2%		
	Sexual Orientation: From APLUS only	Heterosexual/ Straight		82.2%	87.8%	
		Gay / Lesbian / Bisexual / Other		2.1%	0.7%	
		No response		15.7%	11.5%	
	Religion Or Belief	Blank/ Prefer not to state/ no religion		All Mship: 82.8%	All Mship: 85.7%	
				Adult Only Mship: 83.1%	Adult Only Mship: 84.9%	
				APLUS: 46.1%	APLUS: 55.8%	

		Christian	All Mship: 14.9%	All Mship: 12.3%	
			Adult Only Mship: 14.9%	Adult Only Mship: 13.5%	
			APLUS: 48.8 %	APLUS: 37.6%	
		Other religion	All Mship: 2.4%	All Mship: 2%	
			Adult Only Mship: 2.1%	Adult Only Mship: 1.6%	
			APLUS: 5.1%	APLUS: 6.6%	
Pregnancy And Maternity			No data collected	No data collected	

Nearest alternative library provision

Statutory library – Northamptonshire Central 2.6 miles  
Statutory library – Duston 2.8 miles

Public transport in the area and car ownership

- 28.92% of households in the Lower Super Output Areas (LSOA) which mention Kingsthorpe have no car / van in the household. This is higher than the Northamptonshire % of 21.1%. (Source: Northamptonshire Analysis using Census and LSOA data).
- The following data was gathered from the 2016 Adult Public library User Survey (APLUS):

APLUS 2016:	Private transport, e.g. car, motorbike	Public transport, e.g. bus, train, metro / tram	On foot	Bicycle	Other	Blank
Kingsthorpe Library	42%	11%	39%	3%	1%	5%
Service Average	43%	11%	37%	2%	1%	7%

Details of groups/activities run for people with protected characteristics.

Based on the activity data recorded for 2017/18, the Library delivered:

- 181 activities for 0 to 4s with 5,054 attendances, an average of 28 per activity
- 22 activities for 5-19s with 326 attendances, an average of 15 per activity
- 27 activities for adults with 247 attendances, an average of 9 per activity, for example:

	o 1 activity targeting IT skills, with 3 attendances
LSOA data	The Library's postcode is in Northampton 003D LSOA which is ranked 8,231 out of 32,844 LSOAs. This is amongst the 30% most deprived neighbourhoods in the country.

Tick the relevant box for each line ✓	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 (Please see articles in toolkit)			✓	
Other Groups (rural isolation, socio-economic exclusion etc)		✓		

Initial impact	
Explain your findings above	Actions identified to mitigate, advance equality or fill gaps in information
<p>We have assessed the impact for sex, age, disability, pregnancy and maternity and other groups as negative at this time.</p> <p>We acknowledge that a move to a non-statutory community managed library may result in the loss of some services such as blue badge applications. The previous consultation on libraries indicated that this was a particular concern for women, older people, children and young people, disabled people, pregnant women, new mothers and people on low incomes.</p> <p>There is nothing to suggest anything other than a neutral impact, as a result of their protected characteristics, on the other groups listed above.</p>	<p>The proposed community managed library service is within 3 miles of Northamptonshire Central Library (NCC statutory) and Duston Library (NCC statutory) with good public transport, which mitigates the negative impacts to some extent.</p> <p>Training and support will be offered by NCC to enable the group to deliver additional services, such as blue badge applications, if they choose to offer these.</p>

The EQIAs undertaken in the 2017/18 review are available to view here:  
<https://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/budgets-and-spending/Pages/review-of-library-services-in-northamptonshire.aspx>

There will be an eight-week consultation period to give people the opportunity to feed back their views on this proposal and indicate if they can identify any negative impacts associated with this proposal.

The Library To You service is available to individuals, depending on the availability of volunteers.

**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**

**UPDATED**

The consultation on this library and the 27 others that were ready for consultation after the December Cabinet meeting runs from 12th December to 8th February, Consultation on the remaining 8 libraries runs from 23rd January to 22nd March. Each consultation lasts eight weeks and two days. The findings for all 36 libraries will be presented to Cabinet in May 2019.

**PART 2 – 1<sup>ST</sup> APRIL 2019**

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

	<b>What does this information tell us?</b>																
<a href="#">Needs Analysis – Assessment of Impact of Proposals</a>	Points of consideration in relation to Kingsthorpe Library data																
Quantitative data from consultation questionnaire	<p>99 people chose to respond to the questionnaire in relation to Kingsthorpe Library.</p> <table border="1"> <thead> <tr> <th colspan="2"><b>Sex</b></th> </tr> </thead> <tbody> <tr> <td>Male</td> <td>14</td> </tr> <tr> <td>Female</td> <td>54</td> </tr> <tr> <td>Prefer not to say</td> <td>2</td> </tr> <tr> <td>Did not answer</td> <td>29</td> </tr> </tbody> </table> <p>Fewer than five respondents said they were pregnant or had had a baby in the last six months.</p> <table border="1"> <thead> <tr> <th colspan="2"><b>Age</b></th> </tr> </thead> <tbody> <tr> <td>10-19 years</td> <td>0</td> </tr> <tr> <td>20-29 years</td> <td>Less than 5</td> </tr> </tbody> </table>	<b>Sex</b>		Male	14	Female	54	Prefer not to say	2	Did not answer	29	<b>Age</b>		10-19 years	0	20-29 years	Less than 5
<b>Sex</b>																	
Male	14																
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<b>Age</b>																	
10-19 years	0																
20-29 years	Less than 5																

30-49 years	33
50-64 years	15
65-74 years	14
75 years +	Less than 5
Prefer not to say	2
Did not answer	29

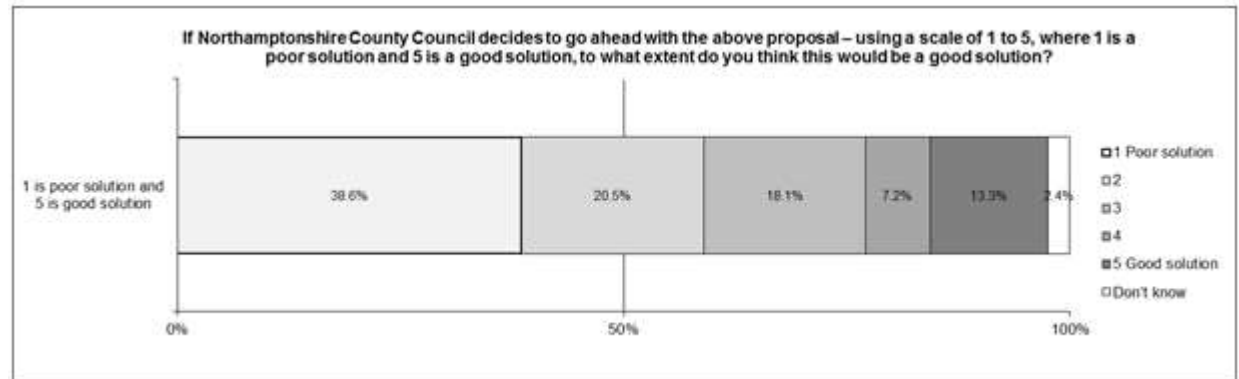
Twelve respondents said that they had a disability – where they gave details, these disabilities related to mental health, physical disability, hearing impairment, sight impairment and ‘other’.

<b>Religion</b>	
Christian	36
Other	2
None	21
Prefer not to say	11
Did not answer	31

<b>Ethnicity</b>	
Black/Black British - Caribbean	Less than 5
Mixed / Multiple ethnic Background: Other mixed / multiple background	Less than 5
White British	58
Prefer not to say	5
Did not answer	33

<b>Sexuality</b>	
Bisexual	Less than 5
Gay woman/lesbian	Less than 5
Heterosexual	50
Prefer not to say	17
Did not answer	30





Comments/feedback from questionnaire, letters, emails, and events

In relation to Kingsthorpe and people with protected characteristics, respondents to the questionnaire who commented as to why they felt it would provide a poor solution most frequently mentioned reason was that the library should remain in its current location, or that the Beehive was too far away from the heart of Kingsthorpe to be convenient for current users to access. There was concern that accessibility would be a particular issue for elderly people and families with young children and that a bus journey was not a feasible option.

Some also felt that the library in its current location serves a deprived community, which would be less likely to access its services if it moved to the Beehive, and as a result, they would be excluded from accessing the library. There were concerns this would have a negative impact, particularly on children and their families, and people on low incomes. Other comments included the view that the move would have a negative impact on local schools that accessed the library in its current location.

Respondents who commented as to why they felt this would provide neither a good or poor solution gave a mixture of reasons, including that the Beehive is too small to also accommodate a library, with one respondent said that universal children's services need to be available there.

Respondents were then asked that if they feel this option would have a negative impact, to tell us what they think that impact would be along with any suggestions on how any potential negative impacts could be mitigated. There were concerns that the proposed move would lead

to reduced use of the library as people would not use the new venue. Some respondents felt this would lead to social isolation, especially for older people. Some respondents felt that this proposal will lead to poorer outcomes for young people and would impact upon the educational attainment of local children, while others were concerned about the potential impact upon people on low incomes.

Other potential negative impacts identified included:

- reduced accessibility to library services because there is now no mobile library
- negative impacts upon children and families if there are no universal children's services at the new venue
- The most common issue respondents mentioned when considering if anything would prevent them from accessing Kingsthorpe Library if it moved to the Beehive was the new location itself, for a number of reasons:
- Accessibility for people with mobility difficulties e.g. the elderly, young, vulnerable people
- Too far to walk
- Lack of own transport
- Lack of public transport to proposed venue
- Lack of safe walking routes

There was a general concern about the impact of the proposal on vulnerable people.

There were no responses received relating to Kingsthorpe Library from respondents using the Children and Young People's questionnaire.

A drop-in event was held at Kingsthorpe Library on 11 January 2019, attended by 40 people. Attendees expressed the view that the library was particularly important to the area for a variety of reasons – social wellbeing, support for people with mental health issues, for advice using computers, for people on low incomes without internet/computer access and other vulnerable groups. Most people felt that the Beehive is difficult to access for current Kingsthorpe Library users, especially for older people, parents with young children and those with no transport.

Access to children's services at the library was valued by a number of attendees who stressed how important they felt it was that they could currently access these, and that they were concerned that this might not be the case if the library moved location. They were concerned

	<p>that children, and mums in particular, would be disadvantaged by this and said that people were worried locally.</p> <p>Attendees who mentioned other local libraries said they would find it difficult or expensive to get into town to use Northampton Central Library, and that children’s events there are too busy.</p> <p>We received one email from a representative from Green Oaks Primary Academy in Kingsthorpe, who supported keeping Kingsthorpe Library open in its current venue as it is used regularly by the school, and it was considered important to be able to walk the children there. It was noted that children then go on to use the library with their families.</p> <p>We also received an email from a representative from All Saints CEVA Primary School. They stressed the importance they placed on the library for people of all ages – for young children to develop a love of reading, for older people for companionship and support for people applying for benefits and jobs. They felt that the proposed new location was too far away and would restrict access to many current users. They felt that as the library serves a deprived community, it should remain under NCC statutory provision.</p>
Recommended proposal	<p>It is now proposed that Kingsthorpe Library will become a Community Managed Library run by volunteers in its current location and supported by Northgate School Arts Academy. This is a change to the original proposal which suggested relocating the library to the Beehive Centre about half a mile away, as a result of feedback from the consultation and positive discussions with the Friends of the Library group and the School. It is proposed that Kingsthorpe Library no longer forms part of NCC statutory library provision as a needs assessment has identified that it is within three miles of two libraries remaining within NCC statutory provision (Northamptonshire Central and Duston Library). Feedback from the consultation was largely against the relocation as it was felt that the additional distance, location, reduction in available space, parking and accessibility would all make it difficult for children, elderly people and those with mobility issues to visit. During the consultation, discussions were held between NCC, local councillors and Northgate School Arts Academy and the proposal was amended so that the library would be able to remain in its current location but supported by the Academy. The cost of the lease and running costs are a concern to the groups involved and discussions are ongoing with NCC to find a viable solution. As this would be outside NCC’s statutory provision, if this arrangement becomes unviable, the service would cease.</p>

**IMPACT ASSESSMENT IF COMMUNITY MANAGED LIBRARY IS IMPLEMENTED AS PROPOSED**

Tick the relevant box for each line ✓	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 (Please see articles in toolkit)			✓	
Other Groups (rural isolation, socio-economic exclusion etc)			✓	

**Final impact analysis (taking the findings from Part 2 into account) – including review date if required**

We have re-assessed the impact for sex, age, disability, pregnancy and maternity and other groups as neutral at this time. The exact opening times and range of services, beyond the statutory minimum to be provided by the community group is currently still under discussion but has the potential to improve on the current offer. The group will be able to tailor the opening hours around the needs of the community. Feedback from the consultation suggested that many people from the above protected groups would find it difficult to access the library if it moved to the Beehive Centre but the new proposal would see the library remain its current location.

There is nothing to suggest anything other than a neutral impact as a result of their protected characteristics, on the other groups listed above.

**IMPACT ASSESSMENT IF COMMUNITY MANAGED LIBRARY IS NOT IMPLEMENTED OR IS NOT SUSTAINABLE**

Tick the relevant box for each line ✓	Based on the possibility of the library closing			
	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 (Please see articles in toolkit)</b>			✓	
<b>Other Groups (rural isolation, socio-economic exclusion etc)</b>		✓		

### Impact analysis if Library Closes

If no viable community managed proposal for Kingsthorpe Library is progressed or if it becomes unviable after establishment then the library will close, and therefore the impact would be negative for some groups with protected characteristics. We know that women (particularly new mothers), children and young people and the elderly, people with disabilities, people on low incomes, people without internet access, those in rural areas and those without access to their own transport would be particularly negatively affected by a library closure. Feedback from the consultation highlighted that if the library were to close, the cost of travel to use the Central Library would prevent access to those in areas of deprivation, particularly the elderly, people with mobility issues, children and young families.

A number of alternative services would provide some mitigation against potential negative impacts. We will continue to provide and seek to improve online library services including e-books and e-audiobooks. The volunteer-led Library to You service can provide customised book delivery to those unable to access alternative libraries. We are also working on variations to the Library to You service which could provide transport to nearest libraries for those unable to access their local library, as well as bringing a selection of books to a central point in locations where there is no longer a library. Based on the needs assessment, the vast majority of users will be within five miles of a statutory library. We do, however, acknowledge that these cannot fully mitigate the negative impacts of a library closure.