

Name of proposal/policy	Library Provision in St James	Budget number (if applicable)	
Service area responsible	Public Health	Cabinet meeting date	11 th December 2018 and 14 th May 2019
Name of completing officer	Emma Gadsby/Dawn Howsam/Ben Dawson/Carl Dorney	Date EqIA created	17 th January 2019 Updated 10 th April 2019
Approved by Director / Assistant Director	Lucy Wightman – Director Public Health	Date of approval	17 th January 2019 and 1 st 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

PART 1 – 17th JANUARY 2019

Description of current provision/policy and main beneficiaries/stakeholders

Northamptonshire County Council currently provides a standard public library service from St James 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 a shop sized building in area of high social deprivation, set amongst high rise flats, next door to a gun shop. It has become a real community hub and focus for the local community. Small courtyard area has been developed by volunteers into an award winning space. The Dodderidge Community Centre is a few hundred yards away.

Some of the activities on offer in 2018:

- 0 to 4s: Rhymetime, Health Visitor Development checks
- Other: Adult Craft sessions, Community Coffee Morning, Knit and Natter, Health Walk, Monthly Book club, Northants 50plus Network Coffee Morning, children's craft activities , Summer Reading Challenge.

Current opening hours:

Wednesday 10 – 2

Thursday 2 – 6

Friday 2 - 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 St James 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 2 miles of a library remaining within NCC statutory provision (Northamptonshire Central) and has a relatively low number of physical visits.

We are currently in discussions with a community group about the feasibility of this proposal. This would 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)

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”			
<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 https://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/budgets-and-spending/Pages/review-of-library-services-in-northamptonshire.aspx</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 353 membership records of which 194 are from adults aged 18 and over.</p>	Protected characteristics		All libraries	St James Library
	Gender	Female	All Mship: 55%	All Mship: 59%
			Adult Only Mship: 56%	Adult Only Mship: 53%
			APLUS: 58%	APLUS: 60%
		Male	All Mship: 43%	All Mship: 39%
	Unknown	All Mship: 2%	All Mship: 2%	
	Gender Reassignment		No data collected	No data collected
	Age	Children 0-10	33%	33%
		Young adults 11-17	9%	12%
		Adults 18+	57%	55%
		All Mship: 23%	All Mship: 16%	

2) In 2016, 44 adults in St James 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.

	(of which aged 60+ for Mship and 65 and over for APLUS)	Adult Only Mship: 32%	Adult Only Mship: 21%	
		APLUS: 34%	APLUS: 15%	
Disability	Disabled	All Mship: 3.7%	All Mship: 5.9%	
		Adult Only Mship: 5.3%	Adult Only Mship: 9.3%	
		APLUS: 24.9%	APLUS: 29.5%	
	Not disabled/blank/ prefer not to state	All Mship: 96.3%	All Mship: 94.1%	
		Adult Only Mship: 94.7%	Adult Only Mship: 90.7 %	
		APLUS: 75.1%	APLUS: 70.5%	
Race & Ethnicity	Asian or Asian British	All Mship: 2.5%	All Mship: 8.5%	
		Adult Only Mship: 2.1%	Adult Only Mship: 5.7%	
		APLUS: 2.7%	APLUS: 6.8%	
	Black or Black British	All Mship: 2.5%	All Mship: 7.4%	
		Adult Only Mship: 2.0%	Adult Only Mship: 6.2%	
		APLUS: 2.0%	APLUS: 2.3%	
	Mixed	All Mship: 1.6%	All Mship: 3.4%	

			Adult Only Mship: 0.8%	Adult Only Mship: 2.6%	
			APLUS: 1.6%	APLUS: 9.1%	
		White	All Mship: 56.6%	All Mship: 53%	
			Adult Only Mship: 56.1%	Adult Only Mship: 57.7%	
			APLUS: 79.0%	APLUS: 72.7%	
		Blank/ prefer not to say/ other	All Mship: 36.8%	All Mship: 27.8%	
	Adult Only Mship: 39%		Adult Only Mship: 27.8 %		
	APLUS: 14.7%		APLUS: 9.1%		
	Sexual Orientation: From APLUS only	Heterosexual/ Straight	82.2%	59.7%	
		Gay / Lesbian / Bisexual / Other	2.1%	0.0%	
		No response	15.7%	40.3%	
	Religion Or Belief	Blank/ Prefer not to state/ no religion	All Mship: 82.8%	All Mship: 64%	
			Adult Only Mship: 83.1%	Adult Only Mship: 64.4%	
			APLUS: 46.1%	APLUS: 56.8%	
		Christian	All Mship: 14.9%	All Mship: 26.1%	

			Adult Only Mship: 14.9%	Adult Only Mship: 28.4%	
			APLUS: 48.8 %	APLUS: 31.8%	
	Other religion	All Mship: 2.4%	All Mship: 9.9%		
		Adult Only Mship: 2.1%	Adult Only Mship: 7.2%		
		APLUS: 5.1%	APLUS: 11.4%		
Pregnancy And Maternity		No data collected	No data collected		

Nearest alternative library provision Statutory Library - Northamptonshire Central (1.9 miles)

Public transport in the area and car ownership	<ul style="list-style-type: none"> 44% of households in the Lower Super Output Areas (LSOA) which mention St James 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
	St James	25%	9%	59%	2%	0%	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:

- 85 activities for 0 to 4s with 972 attendances, an average of 11 per activity
- 50 activities for 5-19s with 972 attendances, an average of 19 per activity
- 126 activities for adults with 1,013 attendances, an average of 8 per activity, for example:
 - o 1 activity targeting Language skills, with 8 attendances

	<ul style="list-style-type: none"> o 2 activities targeting Older people with 11 attendances o o 4 activities targeting People with housing issues, with 35 attendances
LSOA data	This Library's postcode is in Northampton O24D LSOA which is ranked 9,502 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>The nearest statutory library (Northamptonshire Central) is within 2 miles of the current St James library, with good public transport, which mitigates the negative impacts to some extent.</p> <p>There will be an eight-week consultation period to give people the opportunity to feed back their views on this proposal and the potential negative impacts associated with this proposal.</p> <p>The Library To You service is available to individuals, depending on the availability of volunteers.</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.

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>

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

The consultation on this library, along with seven others that were not ready for consultation immediately after the December Cabinet meeting, will run from 23rd January to 22 March, lasting eight weeks and two days. Consultation on 28 of the libraries began on 12th December and will end on 8th February. The findings for all 36 libraries will be presented to Cabinet in May 2019.

PART 2 – 10TH APRIL 2019

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

	What does this information tell us?																
Needs Analysis – Assessment of Impact of Proposals	Points of consideration in relation to St James Library data																
Quantitative data from consultation questionnaire	<p>17 people chose to respond to the questionnaire in relation to St James Library.</p> <table border="1"> <thead> <tr> <th colspan="2">Sex</th> </tr> </thead> <tbody> <tr> <td>Male</td> <td>5</td> </tr> <tr> <td>Female</td> <td>Less than 5</td> </tr> <tr> <td>Did not answer</td> <td>8</td> </tr> </tbody> </table> <p>No respondents said they were pregnant or had had a baby in the last six months.</p> <table border="1"> <thead> <tr> <th colspan="2">Age</th> </tr> </thead> <tbody> <tr> <td>30-49 years</td> <td>5</td> </tr> <tr> <td>50-64 years</td> <td>Less than 5</td> </tr> <tr> <td>65-74 years</td> <td>Less than 5</td> </tr> </tbody> </table>	Sex		Male	5	Female	Less than 5	Did not answer	8	Age		30-49 years	5	50-64 years	Less than 5	65-74 years	Less than 5
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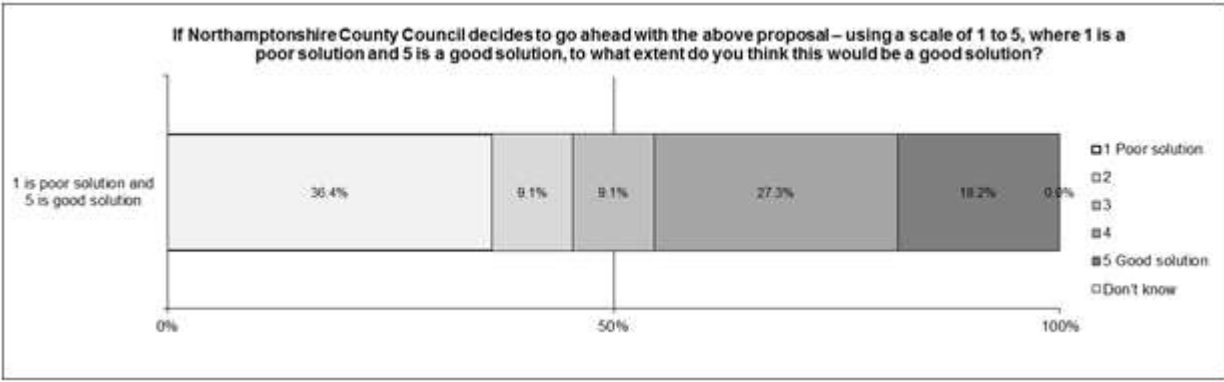
75 years +	Less than 5
Did not answer	4

Fewer than five respondents said that they had a disability.

Religion	
Christian	Less than 5
Muslim	Less than 5
None	7
Did not answer	8

Ethnicity	
Asian or Asian British: Bangladeshi	Less than 5
Asian or Asian British: Pakistani	Less than 5
White British	5
White Irish	Less than 5
Did not answer	9

Sexuality	
Gay Man	Less than 5
Gay Woman/Lesbian	Lessn than 5
Heterosexual	7
Did not answer	8



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

In relation to St James and people with protected characteristics, respondents to the questionnaire who felt the proposal was a good solution said how the library serves a diverse and densely populated area with a mixture of ages and backgrounds. It was also felt by one of the respondents that some people are unable to travel to alternative libraries and access to a local library is easier for some than going into Northampton town centre.

Respondents who commented as to why they felt this would provide a poor solution felt the demographics of the local community and the financial and health disadvantages faced by some meant a library was even more important. They also felt that some would not be able to travel to an alternative library either due to financial restraints or ill health. It was commented that some people go the library seeking support in a crisis and that it would not occur to some to seek this from Northampton Central Library. One respondent added that the local library has helped people in many ways including seeking employment; supporting mental health issues; and supporting some who have experienced abusive relationships; as well as children's activities, making it a vital part of the community and without it, this support would still need to be delivered elsewhere. One respondent felt the library should be fully staffed as it is in a deprived area.

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. Respondents commented that as the community is regarded as deprived, any removal of services would increase pressure on a fragile system, as

	<p>the library is a community hub and there is no comparable service within the local area. It was also commented that the local community lacked easy access to the internet to connect with services, which the library provides. The location of alternative venues was again commented upon. One respondent said many local residents do not have cars so would struggle to access an alternative venue, and that vulnerable people would not walk to access the facilities in Northampton Central, and if they did, Central Library would not be able to cope with the increased level of demand. Other comments included that older residents use the library for social gatherings and without this, it would limit their social activities and negatively impact on their health; and that trips are organised for families at a discounted rate and without this many families would not leave the area.</p> <p>There were no responses received relating to St James Library from respondents using the Children and Young People's questionnaire.</p> <p>A drop-in event was held at St James Library on 20 February 2019, attended by 21 people. It was felt that there were lots of opportunities to improve the quality of life and wellbeing of people in the area because of the high levels of deprivation.</p>
Recommended proposal	<p>It is proposed that St James Library becomes a Community managed Library in the current location and that St James Library no longer forms part of NCC statutory library provision. A needs assessment has identified that although the library is in a deprived, densely populated area with a high 0-10 year old population, this library is within two miles of a library remaining within NCC statutory provision at Northamptonshire Central Library and has a relatively low number of visits. Discussions have taken place between the Friends of St James Library, local councillors and Goodwill Solutions Community Interest Company and it is proposed that the library co-locate with Goodwill Solutions in the current location. Goodwill Solutions will support the volunteers from the Friends of St James Library with property and running costs as well as some paid staffing. Feedback from the consultation highlighted that people felt that the library has provided far more than the statutory provision in the past and there were concerns that these additional services and support would be lost if the library became community managed or were to close. Concerns about the sustainability of volunteers, costs of running the building and accessible opening hours were raised. Feedback at the event was generally positive as they were able to consider how the above concerns might be met through the proposal which would provide sustainability and extended services and opening hours. NCC will continue to provide the library infrastructure and support to help the group operate as</p>

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

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 is likely to improve on the current offer. The group will be able to tailor the opening hours around the needs of the community and are keen to add some weekend opening. Their intention is to continue to deliver added value services such as support with bus pass and blue badge applications which were highlighted as important services. There were some concerns in the feedback around the sustainability of volunteers and the associated costs around the premises. NCC will continue to provide the library infrastructure and will provide volunteers with training and the support of a Community Library Co-ordinator. Goodwill Solutions CIC have agreed to cover the costs of the lease of the premises as well as providing some staffing to help manage the library. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

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			✓	
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)		✓		

Impact analysis if Library Closes

If no viable community managed proposal for St James 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 suggested that St James has a local population with areas of deprivation and high needs. The library is viewed as a community hub, particularly for the elderly and young families and these groups are unlikely to travel to other libraries due to the cost of public transport.

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 two miles of a statutory library. We do, however, acknowledge that these cannot fully mitigate the negative impacts of a library closure.