### Appendix B (3)



### **Equality & Human Rights Impact Assessment (EHRIA)**

This Equality and Human Rights Impact Assessment (EHRIA) will enable you to assess the **new**, **proposed or significantly changed** policy/ practice/ procedure/ function/ service\*\* for equality and human rights implications.

Undertaking this assessment will help you to identify whether or not this policy/ practice/ procedure/ function/ service\*\* may have an adverse impact on a particular community or group of people. It will ultimately ensure that as an Authority we do not discriminate and we are able to promote equality, diversity and human rights.

Before completing this form please refer to the EHRIA <u>guidance</u>, for further information about undertaking and completing the assessment. For further advice and guidance please contact your Departmental Equalities Group or <u>equality@leics.gov.uk</u>

\*\*Please note: The term 'policy' will be used throughout this assessment as shorthand for policy, practice, procedure, function or service.

Key Details					
Name of policy being assessed:	Narborough Library				
Department and Section:	Communities & Wellbeing				
Name of lead officer/ job title and others completing this assessment:	Nigel Thomas Head of Service Chris Housden Equalities Officer				
Contact telephone numbers:	0116 3056947				
Name of officer/s responsible for implementing this policy:	Nigel Thomas				
Date EIA assessment started:	June 2014				
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Date EIA assessment completed:

October 2014 Interim Revision October 2015

### **Section 1: Defining the policy**

#### **Section 1: Defining the policy**

You should begin this assessment by defining and outlining the scope of this policy. You should consider the impact or likely impact of the policy in relation to all areas of equality, diversity and human rights, as outlined in Leicestershire County Council's Equality Strategy.

#### What is new or changed in this policy? What has changed and why? 1 1. Leicestershire County Council's (LCC) Communities and Wellbeing Service incorporates the Council's Libraries, Heritage, Arts, Archives and Adult Learning Services. LCC's Policy is determined by the statutory requirements contained in the Library & Museums Act 1964 (See paragraph 8). The Service is subject to a significant reduction in funding and as a result all related services are subject to review. 2. As a result, a package of proposals has been proposed and consulted on which are designed to meet the Council's Medium Term Financial Strategy (MTFS) target of £800K from the Communities and Wellbeing Services Budget. 3. The proposals as they affect the Library Service in full are: a) 16 major market town and shopping centre libraries funded by the County Council with a 20% reduction in opening hours b) The development of an infrastructure support package which would enable local communities to run their local library in partnership with the County Council. c) An online library service available 24 hours a day, 365 days a year to those with access to the internet d) A mobile library service that will provide a regular library service to most villages without a static library. 4. This EHRIA explores the potential Equality and Human Rights impacts on b) as they specifically affect Narborough Library. The proposal outlined assumes that local communities come forward to provide the management of the library service with a support package from LCC. Should a local community not come forward LCC may have to consider a decision to close the library, or consider alternative means of service delivery if the proposed solution is insufficient to satisfy the Public Sector Equality Duty (PSED). 5. This approach changes the current method of service delivery which

		sees LCC fully funding a network of 52 libraries across the County.
	6.	Responsibility for service delivery currently lies principally with the Senior Management Team of the Communities and Wellbeing section, and then through service operational teams. This arrangement would change in that there would be a partnership formed by LCC with a local community based on the delivery of the library service.
	7.	The service areas are compliant with Leicestershire County Council's Equality Policy.
2	or wi	this relate to any other policy within your department, the Council th other partner organisations? <i>If yes, please reference the relevant</i> <i>y or EHRIA. If unknown, further investigation may be required.</i>
	8.	Any decision must bear in mind the statutory provisions of the Library & Museums Act 1964. Under the Act, public library service provision is a statutory duty for local authorities. The requirement is to provide a comprehensive and efficient public library service. To comply with the Act, local authorities must:
	•	Promote a comprehensive and efficient library service for all persons in the area that want to make use of it (Section 7) Promote the service (Section 7(2)(b)) Lend books and other printed material free of charge for those who live, work or study in the area. (section 8(3)(b))
	The G	Bovernment superintends the work of Councils, and has a duty to:
	•	Oversee and promote the public library service (Section 1(1)) Take action where a local authority fails to perform its duties (Section 10)
	9.	In addition, any decisions must bear in mind the strategic objectives outlined in the Communities and Wellbeing's own service plan, as follows:
	•	To enhance the quality of life and sense of wellbeing of Leicestershire residents by commissioning or providing a choice of community heritage, learning and cultural resources. To contribute to the provision of relevant information and cultural
	•	resources To combat worklessness by developing skills and training opportunities as an adult learning provider To enhance the tourism offer of the County
	10	D. The provision of Information and Advice under the terms of the Care Act (to be enacted in 2015) is likely to place greater responsibilities on local authorities for these services. Libraries provide a natural conduit and local resource for this work.

	11. Any changes to Library provision must therefore satisfy the requirements of the Equalities & Human Rights Acts as well as the Public Libraries and Museums Act. As the legislative requirements have a different focus, we will be addressing the Equalities and Human Rights duties in this EHRIA document, and the National libraries legislation in a separate online <i>Community Assessment</i> . Some of the information required in the two documents will overlap. For example, transport links are important in understanding how local communities inter-relate, but also help to inform the difficulties that people with disabilities ( particularly mobility related) may have in accessing alternative provisions.
3	Who are the people / groups (target groups) affected and what is the intended change or outcome for them?
	intended change or outcome for them?
	12. Potentially everyone in the locality who uses the library, or may do so in the future. Educational establishments and individuals looking for volunteering opportunities may particularly be affected.
	2012/13 data on users:
	• The total number of visitors at Narborough was 13,250, of which 627 were active borrowers, the 25 <sup>th</sup> highest figure of the 36 Community libraries. As of 31/12/2013, there were 1,033 live members, broken down in age range as follows:
	Age bandNumber0-41205-1739318-4926050-6410565+155
	<ul> <li>The two highest age groups as a percentage of total members are 5-17 (38%) and 18-49 (25%). Just over half of the total is under 18.</li> <li>There were 547 attendees at 35 events in the library, and 0 attendees at ICT learning sessions.</li> <li>Narborough has the 28<sup>th</sup> highest number of individual PC users out of the 36 Community Libraries.</li> </ul>
	13. Key protected groups (see Section 2C) for which the proposals may impact are:
	<ul> <li>Younger people</li> <li>Older people</li> <li>People with disabilities</li> <li>Pregnancy and maternity</li> <li>Race.</li> <li>Religion</li> <li>Other groups</li> <li>Community Cohesion</li> </ul>

include				Narborough these
				1
Automatic Doors		Audio	/Talking Books	Internet taster
				sessions
Books for loa	an	Refer books servio	s/Information	Local/Tourism information
Fax machine	Э	Study		Children's story tapes/CDs
Home Librar Service	У		Studies/Family	Childrens area
Bookstart			-	Photocopier
Scanner		Printe	er	Wi-Fi
Transport links				
The nearest main miles. Bus servic Leicester and ba	e during ck out ag library fa the Equa	opening gain. No cilities fo ality Act	g hours would invo known future tran or the local popula 2010 requirement	isport plans that may tion. ts to have due regar
The nearest main miles. Bus servic Leicester and ba affect access to l Will this policy meet	e during ck out ag library fa the Equa	opening gain. No cilities fo ality Act	g hours would invo known future tran or the local popula 2010 requirement	olve travelling to asport plans that may tion. ts to have due regar
The nearest main miles. Bus servic Leicester and ba affect access to l Will this policy meet	e during ck out ag library fa the Equa y of the f	opening gain. No cilities fo ality Act following	g hours would invo known future tran or the local popula 2010 requirement	olve travelling to asport plans that may tion. ts to have due regar <b>e tick and explain h</b>
The nearest main miles. Bus servic Leicester and ba affect access to l Will this policy meet the need to meet an Eliminate unlawful discrimination, harassment and	e during ck out ag library fa the Equa y of the f	opening gain. No cilities fo ality Act following <b>No</b>	g hours would invo known future tran or the local popula 2010 requirement aspects? (Pleas The Library seek and audio materi not otherwise has children from low Library services a	s to provide free rea al to groups who ma ve access, such as income families. are also made availa stricted mobility, via

## Section 2: Equality and Human Rights Impact Assessment (EHRIA) Screening

#### Section 2: Equality and Human Rights Assessment Screening

The purpose of this section of the assessment is to help you decide if a full EHRIA is required.

If you have already identified that a full EHRIA is needed for this policy/ practice/ procedure/ function/ service, either via service planning processes or other means, then please go straight to <u>Section 3</u> on Page 7 of this document.

	ion 2 esearch and Consultation				
5.	Have the target groups been consulted about the Y following?	'es	No*		
	a) their current needs and aspirations and what is important to them;		X		
	<ul> <li>b) any potential impact of this change on them (positive and negative, intended and unintended);</li> </ul>		Х		
	c) potential barriers they may face		Х		
6.	If the target groups have not been consulted directly have representatives been consulted or research explored (e.g. Equality Mapping)?		X		
7.	Have other stakeholder groups/ secondary groups (e.g. carers of service users) been explored in term of potential unintended impacts?		X		
8.	*If you answered 'no' to the questions above and feel that consu necessary, please use the space below to explain why.	Itation is	s not		
	<i>Consultation is currently under way, and is due to finish on 7<sup>th</sup> July.</i> This is an essential element of assessing local need, what the library does to meet this, and how it might be met in the future. It will take account of the needs of different groups and of access and deprivation issues. The opinions of local people are				
	essential in collecting this data. Consultation with all stakeholder when realistic proposals for the future of the library have been es context of the County-wide service.	s will ta	ke place		

B: M	onitoring Impact		
8.	Are there systems set up to:	Yes	No

Section 2

				X		
	a) monitor impact (positive and negative, intended and unintended) for different groups;					
	b) enable open feedback different communities	and sugg	estions fr	rom X		
	: If no to Question 8 you will			• •		
Secti		n the pro	tected c	haracteristics.		
C: Po 9.	otential Impact					
	Use the table below to specify if any individuals or community groups who identify with any of the 'protected characteristics' may potentially be affected by this policy and describe any positive and negative impacts, including any barriers.					
		Yes	No	Comments		
	Age	X		Data for usage by age group is reflected above. It is evident that younger people would be disadvantaged if some of the services were discontinued, such as Parent-led story time, Homework help, Bookstart, Summer Reading Challenge, the children's area and the children's audio books, and these could not be provided elsewhere.		
	Disability Gender Reassignment	X	X	If the Home Library service was discontinued, this would disadvantage people with poor mobility and unable to reach a library unaided. Travelling distances between libraries in a reduced network may reduce access for people with physical mobility difficulties or other problems with travel as a result of mental health conditions or learning difficulties. The public transport links for Narborough to the nearest main library, Blaby, are outlined in section 1 (3) above. No disadvantage identified.		
	Marriage and Civil Partnership		x	No disadvantage identified.		

				· '
	Pregnancy and Maternity	X		The library is an information point for women in pregnancy and during maternity. Similar information may be provided elsewhere. Travelling may be difficult for women in advanced pregnancy or with babies, so the comments regarding travelling (listed under disability above) may equally apply to this group.
	Race	X		In common with other libraries within the network, Narborough is committed to providing a culturally and racially appropriate range of reading and audio material. This must be retained in any revised provision.
	Religion or Belief	Х		As above
	Sex		X	Nothing identified
	Sexual Orientation	Х		See Race (above)
	Other groups e.g. rural isolation, deprivation, health inequality, carers, asylum seeker and refugee communities, looked after children, deprived or disadvantaged communities	X		The particular needs of Narborough, as determined by its demographic and socio- economic profile will need to analyse to assess the value of the provision to its locality. There are no known areas of local deprivation. Any difficulties specific to Narborough identified from local knowledge or through consultation may inform the EHRIA.
	Community Cohesion	X		Many of the services provided contribute towards the promotion of community cohesion.
10.	Are the human rights of individ there be an impact on human (Please tick)			fected by this proposal? Could e protected characteristics?
	Explain why you consider that any particular <u>article in the Human Rights Act</u> may apply to your policy/ practice/ function or procedure and how the human rights of individuals are likely to be affected below: [NB. Include positive and negative impacts as well as barriers in benefiting from the above proposal]			

#### Yes No Comments Part 1: The Convention- Rights and Freedoms Х Article 2: Right to life Article 3: Right not to be Χ tortured or treated in an inhuman or degrading way Article 4: Right not to be Χ subjected to slavery/ forced labour Article 5: Right to liberty and Χ security Article 6: Right to a fair trial Х **Article 7: No punishment** Χ without law Article 8: Right to respect for Х The library makes a significant private and family life contribution to family life, particularly for children who do not have access to books in the home. Х Libraries are a vital source of Article 9: Right to freedom of thought, conscience and information, particularly for religion marginalised groups (e.g. from minority cultures) who may not have this readily available from other sources (e.g. local retail outlets). In this sense, the service promotes the rights contained in Article 9. As for Article 9. Χ Article 10: Right to freedom of expression Article 11: Right to freedom Χ of assembly and association Article 12: Right to marry Χ Article 14: Right not to be Х The shortfalls that may occur, as identified for Articles 8 & 9, are discriminated against more likely to discriminate against certain groups, e.g. BME or people from minority faiths. Part 2: The First Protocol Article 1: Protection of Х property/ peaceful enjoyment Article 2: Right to education Х The educational functions of libraries are a strong aspect of their provision, and added value

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	Article 3: Right to free elections		×	Challeng study/hou recognise the main provision enhance	e, Bookstart mework sup ed that this i stream statu , but an imp	port. It is s not part of itory education
Secti D: De	on 2 ecision	_				
11.	Is there evidence or any other resuggest that:	eason f	0	Yes	No	Unknown
	a) this policy could have a c effect or adverse impact	on any		х		
	section of the community b) any section of the community face barriers in benefiting proposal	unity m		X		
12.	Based on the answers to the quipolicy? This is to be assessed in a full E		s abc	ove, what is t	he likely imp	act of this
	No Impact Positive Impac	rt	Neu	tral Impact	Negative Impact U	Impact or X
	: If the decision is 'Negative Im quired.	pacť c	or 'In	npact Not Ki	nown' an El	HRIA Report
13.	Is an EHRIA report required?			Yes X		No

## Section 3: Equality and Human Rights Impact Assessment (EHRIA) Report

#### Section 3: Equality and Human Rights Impact Assessment Report

This part of the assessment will help you to think <u>thoroughly</u> about the impact of this policy and to critically examine whether it is <u>likely</u> to have a positive or negative impact on different groups within our diverse community. It is also to identify any barriers that may detrimentally affect under-represented communities or groups, who may be disadvantaged by the way in which we carry out our business.

Using the information gathered either within the EHRIA Screening or independently of this process, this EHRIA Report should be used to consider the impact or likely impact of the policy in relation to all areas of equality, diversity and human rights as outlined in Leicestershire County Council's Equality Strategy.

Sectio							
A: Res	A: Research and Consultation						
When o	considering the target groups it is important to think about whether new data needs						
to be c	ollected or whether there is any existing research that can be utilised.						
15.	Based on the gaps identified either in the EHRIA Screening or independently of						
	this process, how have you now explored the following and what does this						
	information/data tell you about each of the diverse groups?						
	a) current needs and aspirations and what is important to individuals and						
	community groups (including human rights);						
	b) likely impacts (positive and negative, intended and unintended) to						
	individuals and community groups (including human rights);						
	c) likely barriers that individuals and community groups may face (including						
	human rights)						
	······································						
1.	From April to July 2014 the County Council undertook a County wide public						
	consultation exercise about a range of proposals for libraries which if implemented,						
	would deliver the savings outlined in the MTFS. In total the savings for						
	<b>o o o</b>						
	Communities and Wellbeing totalled £800,000. The consultation contained the						

following elements:

- Online and hard copy survey
- Stakeholder survey
- Local public consultation meetings
- 4 focus groups were held with two key protected groups: younger and older people. The work of the groups centred around the total proposals outlined in section 1 (1) para 3
- 4 community partnership workshops to enable interested people and groups to further explore the detailed proposals with regard to partnership libraries
- 2. The full report on the outcomes of the consultation can be viewed in the cabinet report of 19<sup>th</sup> September via the following link http://politics.leics.gov.uk/ieListDocuments.aspx?Cld=135&Mld=4190&Ver=4

### <u>October 2015</u>

Subsequent relevant Cabinet reports detail the proposed infrastructure model for emerging community groups, (19<sup>th</sup> November 2014), assessment of outline business plans (11<sup>th</sup> May 2015) and the outcomes of a second period of registration of interest and assessment of outline business plans in October 2015.

The report also requested officers to commence the development of proposals for alternative library service provision should no registration of interest or outline business case be submitted or comply with the support package offered by the County Council. The impact of a number of options against the protected groups has been completed and follows the improvement plan at the end of this report.

At the beginning of formal processes Blaby DC submitted a registration of Interest that was subsequently withdrawn. A local group worked towards an outline Business plan but following a second stage of engagement did not ultimately submit a plan.

A recommendation has been made to progress with a three month period of consultation in order to seek views on potential closure of the library and to replace service delivery making use of the Mobile Library service in the area.

#### **Demographic Analysis**

- 3. The questionnaire included a range of demographic questions. As well as allowing for the profile of respondents to be understood it also makes it possible to understand the views of different groups. Each of the rating questions within the survey has been cross tabulated by a range of respondent groups. The full list can be seen on page 9 of Appendix B of the September cabinet report. Whilst the assessment has considered all 9 protected groups, the following groups have been focussed on as those where it is reasonable to suggest that they might be disproportionately affected by the proposals :
  - Gender
  - Age
  - Children aged 0-10
  - Children aged 11-17
  - Long term Illness or disability
  - Ethnicity
  - Religion.
- 4. Breaking down the survey response to each individual library does not give sufficient data to enable all considerations to be informed. However it is reasonable to assume that broad indicative responses from the survey overall can be used allied with local knowledge at each individual site and the responses noted from the individual community public meetings.
- 5. A demographic sub-group analysis was undertaken as part of the consultation. This can be found as Appendix J of the September cabinet report. This report analyses the demographic sub-groups within the context of the questions asked as part of the survey. From this analysis the following groups can be summarised as being most affected when considering the implementation of the proposals:
  - Both genders
  - People of 75 years or older
  - Retired people

- People with children
- People with a disability
- Children and young people

#### Use and Value

- 6. From the analysis overall, it is fair to conclude for all libraries that the majority of users come to the library to borrow a book or hire a CD and that this is no different for this library.
- 7. The following library services were valued a great deal from the general survey :
- Free Books for loan including e-books service (98%)
- 24/7 online renewals and reservations (75%)
- Events and activities for all ages (73%)
- Educational resources and support for children and young people (72%)
- Informal learning (71%)
- 8. The following services were thought most important from the general survey:
- Free books including the e-lending service (95%)
- Public Computers and public Wi-Fi (47%)
- Educational Resources for Children and young people (34%)
- Face to face advice (34%)
- 24/7 online renewals and reservations (27%)
- Events and activities for all ages (27%)
- 9. It is valuable to identify what is felt to be "valued a great deal " and "most important" as consideration will need to be given to governance arrangement as part of any new partnerships that might be established following these proposals. If a local group is established to manage a library, it will be important for them to understand these views.

#### <u>October 2015</u>

A range of options for delivering alternative library service provision have been examined and these are attached as Appendix A to the Cabinet report of October 2015. The impact of these options on the protected groups are contained at the end of this report. It is proposed that the most viable and flexible method of providing alternative access to the service and to minimise the impact on protected groups is through the mobile library service and that this should form the focus of the recommended consultation in October 2015.

#### Responses to proposals

10. The detailed analysis of the responses to the questions associated with the

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proposals for community partnership libraries can be found in Chapter 4 of Appendix B of the September Cabinet Report, and Chapter 4 of Appendix C of the September Cabinet report.

- 11. The community libraries affected by these proposals are: Anstey, Barrow upon Soar, Barwell, Bottesford, Braunstone Town, Burbage, Castle Donington, Cosby, Countesthorpe, Desford, East Goscote, Enderby, Fleckney, Glenhills, Great Glen, Groby, Hathern, Ibstock, Kegworth, Kibworth, Kirby Muxloe, Leicester Forest East, Market Bosworth, Markfield, Measham, Mountsorrel, Narborough, Newbold Verdon, Quorn, Ratby, Rothley, Sapcote, Sileby, South Wigston, Stoney Stanton, and Thurmaston.
- 12. In broad terms, the consultation proposed that the County Council would offer a support package (including a contribution towards the infrastructure costs for an initial period of up to 5 years) if a local community organised itself to provide the staffing resource, presumed to be through volunteers.
- 13. Across all library responses, individuals who were more likely to agree with the proposals included those who had retired, those whose first choice library would be fully funded by the County Council, and those who were interested in running one of the 36 community libraries.
- 14. Individuals who were more likely to disagree with the proposals included those aged 35-54 years, those of other religion, those living in a town fringe suburb of the County, regular computer users, those who stated that they would not use an alternative library and those who were not interested in helping run one of the 36 community libraries.
- 15. Those respondents who were more likely to be interested a great deal or a fair amount in getting involved in running a community partnership library included; females, those aged under 35, those aged 55-74, those with no religion, and those using one of the 36 community libraries as their current library.

#### Impact if no community partnership came forward

#### October 2015

The Cabinet report of October 2015 notes that no Outline Business plan had been submitted for Narborough Library.

- 16. For respondents who said that the library they used most often was a community library, a question was asked to ascertain how easy or difficult it would be for them to access alternative library services
- 17. The consultation asked people which alternative libraries they would use if Narborough library was unavailable. Blaby and Enderby libraries were the most frequently cited, with other venues being Cosby, Broughton Astley, None, or non-County Council libraries. (chart 10 pg. 23 of Appendix B: main Consultation Survey

results)

- 18. Individuals who were more likely to find access to alternative library services either *very or fairly easily* included: males, those aged 55-74, those with no children, those with two or more cars, those who were retired, those living in urban areas of the County and those who were interested in helping to run a community library.
- 19. Individuals who were more likely to find access to alternative library services either *very or fairly difficult* included those aged 75 years and older, those with children, those with an illness or disability, those living in town fringe areas of the County, those who stated that they would not use an alternative library and those who were not interested in running a community library.
- 20. Common themes made in free text comments included the following which presented possible barriers faced by communities, particularly if no community partnership was able to be established and a decision to close was a possibility
- Increased distance to a nearest library, associated with cost and time, not being able to walk to the local library, and general inconvenience
- **Transport**: Specifically dealing with transport issues such as lack of access to a car, impractical or no suitable bus service

There is no direct bus service to another County Council library. The nearest library is Blaby (2.9 miles away) and access would depend on private transport.

#### October 2015

A transport data report for Narborough has been undertaken. This noted that 2 County Council funded libraries are accessible from Narborough. The closest is Broughton Astley with a journey time of 13 minutes requiring one bus and a one minute walk. The second most accessible library is Blaby. The total journey time is 30 minutes requiring 2 bus journeys.

It is reasonable to assume that this data has an impact on the protected groups associated with younger and older people and people with a disability.

- Access of services associated with disabilities/old age. Respondents were concerned with disabilities and mobility issues often associated with old age and the ability to access library services independently. In addition, this category also included those respondents who expressed concern for these groups or were worried how they would be able to access libraries in the future if they were to develop a disability or mobility issue.
- Access of services associated with Children/young people. Similar to the issues associated with disabilities/old age, particularly for children being able to access the library independently.

Comments from Narborough respondents to the survey:

"My daughters are both under 5 and adore the library. It has been vital in teaching my eldest that reading is fun, and they both look forward to their fortnightly visit. I want my children to have the same childhood I had: long afternoons spent in the library round the corner, lost in several different worlds at once. If our library is closed they won't have that as none of the other libraries are close enough." "Libraries are also enormously important for families with young children to introduce children to the joy of books and reading from a very early age" "Narborough [library is]... ideally located to attract passing parents and school children on route home from school, to aid child literacy. Often see parents & school children in library after school, when they may not make a specific trip to the library."

"Local libraries in small areas where older people are limited to travel to are essential... They are also there for young mothers or fathers with young children to get them into reading along with many other activities."

"It would be a shame to remove a library from a vulnerable area where the library is doing a lot of good in giving (as an example) the very old or young a place to go independently."

Also, SureStart in partnership with the Schools Improvement Service and libraries are working with a nursery in Narborough which has been identified as requiring improvement, to encourage reading and sharing books

- 21. Should a community partnership library be established, then it is anticipated that the core lending service would be maintained, and the impact of these issues would be mitigated. These become more critical factors should a situation arise where there is no willingness within a community to locally manage the library or a viable partnership library cannot be established, and alternative options which may include closure may have to be considered.
- 22. An Online interactive dashboard has been produced and is available through the following link:

https://public.tableausoftware.com/views/LibrariesDashboardFINAL/Page1?:embed=y&:display\_count=no:showVizHome=no#

This collates a community profile of each area and should be used as supplementary information in informing any decisions about the future of each local library should a community partnership not be established.

#### October 2015

Additional profiling has been undertaken to supplement the dashboard and is attached as Appendix C (3) of the October Cabinet report. (See section 16.) This details the location of protected groups in the following areas:

Ages 0-4, 5-11, 12-17, 18-29, 30-49, 50-64, 65+.

Non-White Ethnic groups

People where day to day activities are limited and therefore mobility/disability can be assumed.

This will need to be considered when making decisions on the location of any alternative

library provision following the October consultation.

The majority of the wider profiling work may not directly impact on the protected groups but is viewed to be good practice to inform future decisions.

#### Narborough Public Meeting

- 23. Appendix D of the September 2014 Cabinet report details the reports from each of the public meetings held across the County. The Narborough meeting took place at the Congregational Church on 3rd June 2014. The meeting was attended by 28 people
- 24. A summary of the most significant issues associated with this EHRIA are:
  - There was concern and uncertainty about issues such as the capacity of

Volunteers, the potential for closure, possible liabilities for volunteers etc.

- There was concern about computer access should the library close
- 25. 22 exit questionnaires were returned after the meeting. 32% of respondents tended to agree or agreed strongly that the proposals provided a reasonable way forward given the resources available. 45% tended to disagree or disagree strongly. With regard to the proposals for the community partnership libraries, 23% tended to support or strongly support the proposals with 64% tending to oppose or strongly oppose. 18% said that they would probably consider getting involved, or would like to get involved in some way in running the local library.

#### Perceptions of School age and Older Library users

- 26. As part of the consultation, the Council commissioned independent qualitative research with school age and older library users about the proposals. These two protected groups form significant demographic groups who use all libraries, and the research outcome can be used to inform decision making regarding libraries generally. The details of the report can be viewed in Appendix F of the September Cabinet Report.
- 27. A summary of the main points are :
- Participants felt that libraries had a broad social and economic role which impacted on educational opportunities for young people and adults, and benefitted the health and wellbeing of residents with implications at key stages of their lives.
- Accessibility to services was important for school age and older library users-both in terms of proximity and the ease of getting to a venue. School age children wanted to be able to get to a library under their own steam.

	The most important aspect of library services for both groups is access to books for orrowing.					
• K	Knowledgeable staff was seen as important					
	The social aspect of the library, for sharing common interests and meeting friends nd acquaintances was seen as important for older children and older library users					
	ibrary activities in terms of groups and classes were seen as important to both roups.					
m in cl	28. The impact of the proposed changes initially resulted in caution from both groups, mainly associated with the points highlighted in paragraph 28. Once more information was explored about the nature of the proposals against the financial challenges, both groups perceived some value in a library managed by a local community, dependent upon the support package that is made available.					
w fu	Following further discussion it became clear that the existence of a 'library function' vas seen as most important rather than the management arrangements for that unction. This is important to consider should no community partnership come prward to run the library and should inform future decisions.					
16.	Is any further research, data collection or evidence required to fill any gaps in your understanding of the potential or known effects of the policy on target groups?					
Octobe	r 2015					
Data on data ava	users that is outlined in Section 1 (3) has been updated as follows using the latest ailable:					
were act	al number of visitors at Narborough library in 2014-15 was 9,275, 616 of which tive borrowers in 2013-14.(nb change of library management system has meant active borrower number is the most recent available.)					
Age Bar	nd Number					
0-4 5-17 18-49 50-64 65+	103 432 331 126 186					
In 2014-	highest age groups remain unchanged -15 there were 970 attendees at 32 events at the library. -15 Narborough had 654 individual PC users					
Addition Cabinet	al profiling has been undertaken and this is attached as an Appendix C (3) to the report.					

The profiling data relates to protected groups in the following area:

- Age profiles and ethnicity groups in Narborough in relation to the library
- Numbers of people in Narborough where day to day activities are limited
- 30. The survey and consultation results together with the data already held on Library use and locality data reflecting deprivation was expected to be sufficient to enable us to understand the Equality and Human Rights impacts on Communities and protected groups. However, the Stakeholder responses have raised further issues that need to be explored, i.e.:
- a. The proposal to retain core libraries in urban sites was questioned on the grounds that towns have more alternative provisions than rural settings. An alternative would be nominating rural sites as core provision instead. Although this is a valid point, it does not present as an issue for the EHRIA as being a rural dweller is not one of the protected characteristic groups.
- b. Participants in the survey requested more information on training of volunteers.
- c. More information was requested on funding arrangements, employment status, and running costs. A number of participants felt that their commitment to involvement in the future running of services could only be made with comprehensive data available.
- 31. Work is in progress to provide more detail in these areas and for the findings to be reported back to cabinet in November 2014.
- 32. In addition, a Scrutiny Review Panel is scheduled for October 2014 to review the information outlined in c. above.

#### October 2015

Additional information on b. and c. above was circulated to local communities as part of an information pack available to community groups.

The Cabinet Report of October 2015 recommends a three month period of consultation that focuses around potential closure of the library and alternative service provision using the mobile library service.

Resource materials that have been consulted so far include:

Leicestershire County Council: Report to cabinet 19<sup>th</sup> September 2014. <u>"Outcome of consultation on proposals for changes in the delivery of library services</u>", Includes:

Appendix B: Main consultation survey reports

Appendix C: Stakeholder consultation survey results

Appendix D: Reports from consultation events

Appendix E: Community partnership workshops

Appendix F: Report on qualitative results

Appendix J: Demographic sub group analysis.

Sustaining Cultural Services (produced by Sue Charteris for Leicestershire County Council

September 2013)

<u>Optimising library location for six target groups across Leicestershire</u> (LCC Research & Insight 2013)

<u>Creating a Comprehensive Library Service – getting the Equality Duty right</u> (Sue Charteris February 2014)

Leicestershire County Council; Corporate Information Service data on services provided at all 52 library locations.

Leicestershire County Council; Research & Insight data on library usage, membership and issue numbers 2013/14.

2011 Census results for Leicestershire.

Leicestershire County Council; public transport data.

Arts Council England; Community Libraries publications:

- Learning from Experience guiding principles for local authorities
- Learning from Experience summary briefing for local authorities
- <u>Community Libraries 10 case studies</u>

#### October 2015

Leicestershire County Council data on local transport. 2015. Leicestershire County Council Additional profiling data

When considering who is affected by this proposed policy, it is important to think about consulting with and involving a range of service users, staff or other stakeholders who may be affected as part of the proposal.

- **17.** Based on the gaps identified either in the EHRIA Screening or independently of this process, <u>how</u> have you further consulted with those affected on the likely impact and <u>what</u> does this consultation tell you about each of the diverse groups?
  - 33. The potential disadvantages to protected groups identified in Section 2 (part 9) have largely been confirmed by the consultation surveys, community meetings and focus group activity. The resulting observations are carried over into part 19 (below) and will be addressed with any necessary mitigation in the Equalities Improvement Plan.
- **18.** Is any further consultation required to fill any gaps in your understanding of the potential or known effects of the policy on target groups?
  - 34. Depending on the outcome of further work suggested by the questions arising from the survey and consultation (outlined in 16 above), further consultation may be

necessary.

#### **October 2015**

The Cabinet Report of October 2015 recommends a three month period of consultation around potential closure of the library and replacement service provision based on use of the mobile library service.

19.	Based on any evidence and findings, use the table below to specify if any individuals or community groups who identify with any 'protected characteristics' are <u>likely</u> be affected by this policy. Describe any positive and negative impacts, including what barriers these individuals or groups may face.			
		Comments		
	Age	In Narborough 35% of respondents to the survey were aged 25-54 65% of respondents were aged 55-84. The observations made in part 2 above have held through consultation. These mostly relate to services for children and young people, supporting both their educational development and their parent's efforts to ensure good educational opportunities outside of School and term times. It is also of note that a significant number of responses to the Consultation came from older age groups, reflecting a relatively high level of engagement and concern with the future of Library services from this age group.		
	Disability	In Narborough 19% of respondents to the survey identified themselves as having a long term illness or disability As above, the factors of concern with this group will need to be addressed in the revised service. The principal one being access to Library services in the event of library closure or a reduction in local provision. Consideration of transport links, the pattern of the future network, and decisions regarding the Home and Mobile library networks are all therefore material considerations for this EHRIA.		
	Gender Reassignment	In Narborough no respondent to the survey identified themselves as having a gender reassignment Nothing was identified in the Consultation		
	Marriage and Civil Partnership	Nothing was identified in the consultation		
	Pregnancy and Maternity	As an information point, Libraries may play an important role in this respect. However, this is an area where alternative sources such as doctor's surgeries would be expected to have a role. Consideration as to impact of changes to the service in respect to children would need to be borne in mind		
	Race	In Narborough 100% of respondents to the survey identified themselves as being White		

		There were no counter indicators in the responses.
	Religion or Belief	In Narborough 47.4% of respondents to the survey stated that they had no religion, 47.4%, Christian, and 5.3% Buddhist . There were no counter indicators in the
		responses. Little evidence was presented that suggested that people with different religions or beliefs were disproportionately affected by the proposals
	Sex	In Narborough, 80% of respondents to the survey
		were Female. Women were disproportionately represented in the overall consultation. Although this is reflected in Adults & Communities services as a whole, in the case of libraries this is likely to reflect the greater role that women have in the provision of child care and the engagement that Libraries offer for young children. This is particularly the case for libraries such as Narborough which are based at the heart of their communities.
	Sexual Orientation	In Narborough100% of respondents to the survey identified themselves as heterosexual Nothing of note emerged from the consultation.
	Other groups e.g. rural isolation, deprivation, health inequality, carers, asylum seeker and refugee communities,	There are no known areas of local deprivation, but the comments made for <b>age groups</b> above are pertinent across the board for rural isolation in Narborough.
	looked after children, deprived or disadvantaged communities	SureStart in partnership with the Schools Improvement Service and libraries are working with a nursery in Narborough which has been identified as requiring improvement to encourage reading and sharing books.
	Community Cohesion	Many of the services provided by the library contribute towards the promotion of community cohesion, including the following regular activities: Narborough Library holds the resource material for the Narborough and Littlethorpe Heritage Society: Society members visit, pick up information and access the files.
		Regular visits by Rob John Nursery and Busybees Nursery.
		Staff led activity: Summer Reading Challenge – number of joiners in 2014 – 61 children
20.		se the table below to specify if any Act are <u>likely</u> apply to your policy. Are the nunity groups affected by this proposal? Is
·		Comments
	Part 1: The Convention- Rights and F	reedoms
	Article 2: Right to life	N/A

Article 2: Pight pot to be	N/A
Article 3: Right not to be tortured or treated in an	IN/A
inhuman or degrading way	N//A
Article 4: Right not to be	N/A
subjected to slavery/ forced	
labour	
Article 5: Right to liberty and	N/A
security	
Article 6: Right to a fair trial	N/A
Article 7: No punishment	N/A
without law	
Article 8: Right to respect for	As referred to in part 2, the library makes a significant
private and family life	contribution to family life as an estimated 1 in 5
Article Or Dight to freedom of	children do not have access to a book at home. Libraries are a vital source of information, particularly
Article 9: Right to freedom of	for marginalised groups (e.g. from minority cultures)
thought, conscience and	who may not have this readily available from other
religion	sources (e.g. local retail outlets). In this sense, the
	service promotes the rights contained in Article 9.
Article 10: Right to freedom of	N/A
expression	
Article 11: Right to freedom of	N/A
assembly and association	
Article 12: Right to marry	N/A
Article 14: Right not to be	The shortfalls that may occur, as identified for Articles
discriminated against	8 & 9, are more likely to discriminate against certain groups, e.g. BME or people from minority faiths.
Part 2: The First Protocol	
Article 1: Protection of property/	N/A
peaceful enjoyment	
Article 2: Right to education	The educational functions of libraries are a strong aspect of their provision, and added value comes from the Summer Reading Challenge, Bookstart, and the study / homework support. It is recognised that this is not part of mainstream statutory education provision, but an important enhancement.
Article 3: Right to free elections	N/A
Section 3 C: Mitigating and Assessing the Impac	t
	onsultation and information you have reviewed
and/or carried out as part of this EHRIA, i policy.	
<ul><li>and/or carried out as part of this EHRIA, i policy.</li><li>21. If you consider there to be actual or actual</li></ul>	r potential adverse impact or discrimination, ether it is justifiable or legitimate and give

35. The intention behind the current proposal is that current services will continue, but operated by local communities with a measure of professional support. In order to satisfy the PSED in respect of potential disadvantages outlined above, it will be necessary for the related services to either continue or be realistically available and accessible to service users elsewhere, but not necessarily in the same format. It will be LCC's responsibility either to ensure that the revised provision meets this need, or to identify the alternatives.

36. For Narborough, the services that fall into this category are:

For children & young people (principally school age):

- Providing Homework space / Homework help
- Children's audio books
- Bookstart
- Bookstart Treasure Bags
- Summer Reading Challenge

For people with disabilities:

- Home Library Service for those who cannot leave the home
- 37. All parties involved in the running of future Library operations (whether Council run or not) will be informed of EHRIA findings and the PSED duties for each location will be clarified. For council run services the duties & responsibilities will be clear, for Community ( i.e. Voluntary) run examples the exact means of discharging responsibilities will need to be established, and may vary between different models.
- 38. Should communities not come forward to manage local libraries, then further assessment through the EHRIA process in tandem with any issues highlighted through the interactive community dashboard should be considered in order to inform future decision making.

### <u>October 2015</u>

In order to satisfy the PSED in respect of potential disadvantages outlined above, it will be necessary to consider further how to mitigate the impact of any reduction or change in service in relation to the services users.

A Community Group has not been successful in its application to manage the library. The Cabinet Report of October 2015 recommends a three month period of further consultation around alternative service provision based on the mobile library service and the potential closure of the library.

N.B.

- i. If you have identified adverse impact or discrimination that is <u>illegal</u>, you are required to take action to remedy this immediately.
- ii. If you have identified adverse impact or discrimination that is justifiable or <u>legitimate</u>, you will need to consider what actions can be taken to mitigate its effect on those groups of people.
- **22.** Where there are potential barriers, negative impacts identified and/or barriers or impacts are unknown, please outline how you propose to minimise all negative impact or discrimination.
  - a) include any relevant research and consultations findings which highlight the best way in which to minimise negative impact or discrimination
  - b) consider what barriers you can remove, whether reasonable adjustments may be necessary, and how any unmet needs that you have identified can be addressed
  - c) if you are not addressing any negative impacts (including human rights) or potential barriers identified for a particular group, please explain why
  - 39. The following comments address points raised during the survey and consultation processes.
    - If provision or support is removed, it is unlikely to be reinstated. Therefore, if community volunteers offer to run libraries, some measure of sustainability needs to be established.
    - The infrastructure support package needs to be clear in order for communities to take an informed decision as to whether a proposed local partnership arrangement is viable. This would include the training of community group volunteers and/or staffing arrangements, a clear partnership agreement established, and the level of professional support available from the County Council once community partnership libraries have been established.
    - Should communities not come forward then other local locations, venues, and the deployment of the mobile library service should be explored in order to ensure access to books for lending, the home library service and supporting children and young people with educational resources in an informal setting.
    - E- books and the internet are changing the way that people access books. These mediums may be harnessed to address some of the

	potential disadvantages identified in this EHRIA.
	<ul> <li>Libraries are increasingly being recognised as community hubs which have value for community cohesion and as a means of reducing social and rural isolation.</li> </ul>
Secti D: Ma	on 3 aking a decision
23.	Summarise your findings and give an overview as to whether the policy will meet Leicestershire County Council's responsibilities in relation to equality, diversity, community cohesion and human rights.
40	In the event of community libraries either continuing as an LCC provision, or being run voluntarily, the mitigating actions identified below in the Equalities Improvement Plan will be expected to be taken by the responsible body. If similar provision can be identified elsewhere that meets the same need this would be a valid means of meeting the PSED requirement.
Secti	
E: Mc 24.	Are there processes in place to review the findings of this EHRIA and make appropriate changes? In particular, how will you monitor potential barriers and any positive/ negative impact?
	41. In the case of a continuing provision with LCC involvement, the actions and targets outlined in the Equality Improvement Plan will be periodically reviewed for effectiveness and possible revision.
	42. If a provision is run through commissioning , the Procurement process has its own inbuilt Equality & Human Rights impact mechanism
	43. At present, it is not clear how an EHRIA relating to a community run library would be implemented and reviewed. Establishing this would be a factor to consider when arrangements are drawn up, in conjunction with Legal Services.
25.	How will the recommendations of this assessment be built into wider planning and review processes? e.g. policy reviews, annual plans and use of performance management systems
	44. The decision regarding the future of Narborough Library, together with all others in the network, will have an impact on the totality of Communities and Wellbeing's services, particularly the proposed Core provision. It will be necessary to establish clear lines of support and responsibilities, particularly what can be expected of any professional staff. The inter dependencies with other services that require clarity include the Home and Mobile Library Services.
	45. As referred to earlier, if mitigation is to be met through an alternative

provision (such as a service referred to in the preceding paragraph) then
that service will require periodic review to assess its effectiveness.

#### Section 3: F: Equality and human rights improvement plan

Please list all the equality objectives, actions and targets that result from the Equality and Human Rights Impact Assessment (EHRIA) (continue on separate sheets as necessary). These now need to be included in the relevant service plan for mainstreaming and performance management purposes.

Equality Objective	Action	Target	Officer Responsible	By when
Protect the interests of disabled people in future library provision	October 2015 Implement consultation on options for alternative library delivery based around the mobile library service and potential closure of the library Take account of accessibility and public transport provision when establishing the future pattern of the Library network. Take any geographical deficits into consideration when designing revised Mobile Library routes and Home Library provision.	Maintain and where possible improve the use of all library sites and services by people with disabilities of any kind.	Nigel Thomas	March 2016

	Ensure that any organisation taking over the running of a Library is aware of the Equality Act and Disability Discrimination provisions.			
Protecting the interests of different age groups	October 2015 Implement consultation on options for alternative library delivery based around the mobile library service and potential closure of the library Ensure, where possible, the continued operation of current services that assist children and parents with educational	Maintenance of current support for young people and their parents, particularly those in deprived areas. Maintain engagement with services by people of all age ranges.	Nigel Thomas	March 2016
	goals. Where this is not possible, identify alternative sources of similar services or encourage their development.			
Protect the interests of minority ethnic groups	Ensure that information and materials held in libraries reflect the	Maintain engagement with services.	Nigel Thomas	March 2015

and all faiths	cultural and faith needs of the locality.			
Preserve and promote community cohesion	Continue support and provision for wider groups through the network of the proposed Council funded libraries. e.g. unemployed, job seekers.		Locality Managers and local officers	Quarterly reviews
Combat the effects of social and rural isolation.	October 2015 Implement consultation on options for alternative library delivery based around the mobile library service and potential closure of the library Take account of geographical location of services including mobile	Prevent the development of unserved areas and inconsistent provision. Consult on mobile library provision	Nigel Thomas	March 2016
	libraries when establishing the pattern of future provision. Maintain and develop E- books and Internet services.			
Ensure sustainability of	October 2015 Implement consultation	Ensure that people continue to have access	Nigel Thomas Derk van der Wardt	March 2016

services to protect all	on options for alternative	to library services who	
protected groups.	library delivery based	wish to.	
	around the mobile library		
	service and potential closure of the library		
	closure of the library		
	Thorough assessment of		
	expressions of interest.		
	Provision of training for		
	volunteers		
	Clarity of Infrastructure		
	support arrangements		
	Clarity of continued		
	professional support for		
	community run sites.	October 2015	
	Establish clear	Grant funding	
	partnership agreements	agreements agreed and	
		currently in use with	Currently in use with
	Clarify legal	emerging groups.	emerging groups
	arrangements		

### Community Libraries.

#### Appraisal of options in relation to the identified needs of Protected Groups.

Equality & Human Rights Impact Assessments have been produced for each of the 36 Leicestershire Community Libraries. As of October 2015, there are three sites for which no community group has offered a satisfactory business case. The future options must now be appraised in relation to the EHRIA findings in order to satisfy the PSED. The full EHRIAs can be viewed here:

http://www.leics.gov.uk/index/your council/equality and diversity/ehria/dept ehria/ac ehria/communitylibraries ehria.htm

The chart below assesses each option in relation to those findings, listed by Protected Group. The potential closure of the library and provision of a mobile library service is suggested as representing the most viable and flexible option to undertake further consultation on. The outcomes of consultation in Braunstone Town, Mountsorrel and Narborough will be used to decide on the mitigation requirements for the individual sites, to ensure that the option chosen is adequate and configured in such a way as to minimise any identified disadvantages to each of the protected groups. The safety net of targeted outreach work exists as a potential add on for any of the options, and has therefore not been appraised separately in this chart.

The current situation regarding Community Libraries was considered at the Adults & Communities Departmental Equalities Group (DEG) on 8<sup>th</sup> September 2015, when EHRIA updates and the template for this appraisal were presented. The DEG did not ask for any amendments.

Option	Age	Disability	Gender Reassignment	Pregnancy & Maternity	Race
1. Community Library Book Collection	Restricted range of material may not reflect needs of varied age groups.Reduced scope for assisting children and parents with their educational goals.However, this option does have the potential for making IT available via Laptops where it is not available elsewhere in the 	Accessibility in designated community venues may present a barrier. May have the scope to cover any geographical deficits caused by closure of specific community libraries.	This group not disproportionately affected by proposal.	This group not disproportionately affected by proposal.	Restricted range of material may not reflect cultural needs of ethnic minorities.
2. Trust System	A more limited version of the Book Collection which would not be staffed	Accessibility in designated community venues may present a	This group not disproportionately affected by proposal	This group not disproportionately affected by proposal	Restricted range of material may not reflect cultural needs of local ethnic

		and would have a less frequent turnover of titles. No IT offered. The combination of these factors reduces the likelihood of meeting the expectations and requirements of different age groups. This system has the potential to be available for reasonably long opening hours.	barrier. May have the scope to cover any geographical deficits caused by closure of specific community libraries. Absence of a paid library assistant reduces the provision of information and advice regarding the service. This would be a disadvantage to some disabled people, particularly those with Learning Difficulties who do not have others to assist them.			minorities. Absence of a paid library assistant reduces the provision of information and advice regarding the service. This may disadvantage people for whom English is not a first language, if the service is to rely on written signs and instructions.
3.	LendIT Self Service Lending Machine	As with the Trust System, this provision is not staffed. It therefore has similar drawbacks to those listed above. In addition, it is	Comments as for Age and the reservations listed above.	This group not disproportionately affected by proposal.	This group not disproportionately affected by proposal.	Comments as above.

	automated and the operating instructions would need to be clearly stated and easy to follow. The nature of this provision may give it the scope for longer opening hours, although this could depend on location. If so, this could provide a better fit into school times/work patterns than other options listed here.				
4. Mobile Library Service	A mobile library has the scope to offer a greater range of stock than the alternatives listed in this document, although this is unlikely to be as wide ranging as a static library. It is planned to offer access to IT services. This service will	Vehicles will need to have disabled access to meet the needs of people with certain physical disabilities, and the location of stops must take the needs of people with mobility difficulties into account. Staff presence will be of considerable	This group not disproportionately affected by proposal	This group not disproportionately affected by proposal	The mobile library stocking and request systems should be used to ensure that material reflects the cultural needs of local ethnic minorities

more lo	e considerably benefit for anyone requiring assistance	,	
Althoug this type offers a venue t identify service potentia service request These f provide to meet differen than the options reduced a static particul	features greater scope t the needs of nt age groups		

# Section 4: Sign off and scrutiny

Upon completion, the Lead Officer completing this assessment is required to sign the document in the section below.

It is required that this Equality and Human Rights Impact Assessment (EHRIA) is scrutinised by your <u>Departmental Equalities Group</u> and signed off by the Chair of the Group.

Once scrutiny and sign off has taken place, a depersonalised version of this EHRIA should be published on Leicestershire County Council's website. Please send a copy of this form to <a href="https://www.louisa.jordan@leics.gov.uk">louisa.jordan@leics.gov.uk</a>, Members Secretariat, in the Chief Executive's department for publishing.

Section 4 A: Sign Off and Scrutiny Confirm, as appropriate, which elements of the EHRIA have been completed and are required for sign off and scrutiny. Equality and Human Rights Assessment Screening Х Equality and Human Rights Assessment Report Х MAR 1<sup>st</sup> Authorised Signature (EHRIA Lead Officer): Date: ...8.09.15 Anthe. 2<sup>nd</sup> Authorised Signature (DEG Chair): .....

Date: ...8.09.15

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