

Section 4

# Equality Analysis Toolkit

**County Library Service v4**  
**For Decision Making Items**

August 2016

## **What is the Purpose of the Equality Decision-Making Analysis?**

The Analysis is designed to be used where a decision is being made at Cabinet Member or Overview and Scrutiny level or if a decision is being made primarily for budget reasons. The Analysis should be referred to on the decision making template (e.g. E6 form).

When fully followed this process will assist in ensuring that the decision-makers meet the requirement of section 149 of the Equality Act 2010 to have due regard to the need: to eliminate discrimination, harassment, victimisation or other unlawful conduct under the Act; to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard means analysing, at each step of formulating, deciding upon and implementing policy, what the effect of that policy is or may be upon groups who share these protected characteristics defined by the Equality Act. The protected characteristics are: age, disability, gender reassignment, race, sex, religion or belief, sexual orientation or pregnancy and maternity – and in some circumstances marriage and civil partnership status.

It is important to bear in mind that "due regard" means the level of scrutiny and evaluation that is reasonable and proportionate in the particular context. That means that different proposals, and different stages of policy development, may require more or less intense analysis. Discretion and common sense are required in the use of this tool.

It is also important to remember that what the law requires is that the duty is fulfilled in substance – not that a particular form is completed in a particular way. It is important to use common sense and to pay attention to the context in using and adapting these tools.

This process should be completed with reference to the most recent, updated version of the Equality Analysis Step by Step Guidance (to be distributed) or EHRC guidance at:

<http://www.equalityhumanrights.com/private-and-public-sector-guidance/public-sector-providers/public-sector-equality-duty>

This toolkit is designed to ensure that the section 149 analysis is properly carried out, and that there is a clear record to this effect. The Analysis should be completed in a timely, thorough way and should inform the whole of the decision-making process. It must be considered by the person making the final decision and must be made available with other documents relating to the decision.

The documents should also be retained following any decision as they may be requested as part of enquiries from the Equality and Human Rights Commission or Freedom of Information requests.

Support and training on the Equality Duty and its implications is available from the County Equality and Cohesion Team by contacting:

[AskEquality@lancashire.gov.uk](mailto:AskEquality@lancashire.gov.uk)

Specific advice on completing the Equality Analysis is available from your Service contact in the Equality and Cohesion Team or from Jeanette Binns

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

## Name/Nature of the Decision

The provision of a future County Library Service.

## What in summary is the proposal being considered?

The proposal is on the future composition of the Library Service in Lancashire. Currently the County Council has 74 Libraries which is felt not to be financially sustainable. It has been estimated that to provide a Service meeting statutory requirements having one Library in each of 12 Districts could be seen as sufficient whilst under the arrangements set out in the draft Corporate Strategy options for potentially 37 static libraries may be appropriate supported by 7 satellite/self service locations, 6 mobile library units operating 68 routes and 792 stops and across the county. It is also proposed to extend the virtual library which is becoming an increasing popular way to borrow books.

Transitional funding arrangements are to be made to ensure that no changes are made to the Library Service until the consultation has been completed, results analysed and the correct consultations procedures for staff and recognised Trade Unions have been completed.

This updated version of the Equality Analysis reflects the views/outcome of the initial Stakeholder Consultation from 10 December 2015 to 18 January 2016 and the final report of Stage 1 of the Library Consultation which took place from 4 – 31 January 2016. It also reflects the outcome of the Staff Consultation held between 13 May and 10 June 2016 and the Property Strategy public consultation held between 18 May and 14 August 2016.

Is the decision likely to affect people across the county in a similar way or are specific areas likely to be affected – e.g. are a set number of branches/sites to be affected? If so you will need to consider whether there are equality related issues associated with the locations selected – e.g. greater percentage of BME residents in a particular area where a closure is proposed as opposed to an area where a facility is remaining open.

The decision will affect people across Lancashire but may have greater impact in some areas. Where libraries are closed, locations change, additional services are located in a library or where libraries become satellites the communities will be affected more than those whose Library is unchanged.

Satellite libraries are proposed to be in Coppull, Eccleston, Copper House Childrens Centre Rishton, Morecambe, Family Tree Childrens Centre Brierfield, The Maden Centre Bacup and The Gove Burscough. It is envisaged that these

libraries would be "self-service" and would not have a Library Service employee on site which would result in a very different model of service delivery.

The proposed re-configuration of the Library Service would mean that:

- At least 95% of people living in densely populated areas would live within 2 miles of a proposed Neighbourhood Centre, Library or satellite service;
- At least 90% of people living in medium density populated areas would live within 2.5 miles of a proposed Neighbourhood Centre, Library or satellite service or 0.25 miles of a mobile library stop;
- At least 70% of people living in sparsely populated areas would live within 3 miles of a proposed Neighbourhood Centre, library or satellite service, or within 0.25 miles of a mobile library stop.

Data from Lancashire Insights

**Could the decision have a particular impact on any group of individuals sharing protected characteristics under the Equality Act 2010, namely:**

- Age
- Disability including Deaf people
- Gender reassignment
- Pregnancy and maternity
- Race/ethnicity/nationality
- Religion or belief
- Sex/gender
- Sexual orientation
- Marriage or Civil Partnership Status

In considering this question you should identify and record any particular impact on people in a sub-group of any of the above – e.g. people with a particular disability or from a particular religious or ethnic group.

It is particularly important to consider whether any decision is likely to impact adversely on any group of people sharing protected characteristics to a disproportionate extent. Any such disproportionate impact will need to be objectively justified.

*Some information is available on the age profile of active library users 2014/15, numbers in categories of library users which includes age and disability amongst active borrowers categories; and the gender, disability status and ethnicity or nationality of 80% of registered public users of Lancashire's libraries (397,922 of 495,418 people registered).*

*The registered public user's information also provides a useful indication of the types of disability or particular nationalities of library users which gives some indication as to the possible impact of any changes to the Service.*

If you have answered "Yes" to this question in relation to any of the above characteristics, – please go to Question 1.

Yes

If you have answered "No" in relation to all the protected characteristics, please briefly document your reasons below and attach this to the decision-making papers. (It goes without saying that if the lack of impact is obvious, it need only be very briefly noted).

## Question 1 – Background Evidence

What information do you have about the different groups of people who may be affected by this decision – e.g. employees or service users (you could use monitoring data, survey data, etc to compile this). As indicated above, the relevant protected characteristics are:

- Age
- Disability including Deaf people
- Gender reassignment/gender identity
- Pregnancy and maternity
- Race/Ethnicity/Nationality
- Religion or belief
- Sex/gender
- Sexual orientation
- Marriage or Civil Partnership status (in respect of which the s. 149 requires only that due regard be paid to the need to eliminate discrimination, harassment or victimisation or other conduct which is prohibited by the Act).

In considering this question you should again consider whether the decision under consideration could impact upon specific sub-groups e.g. people of a specific religion or people with a particular disability. You should also consider how the decision is likely to affect those who share two or more of the protected characteristics – for example, older women, disabled, elderly people, and so on.

Service information has been identified relating to the protected characteristics of age, disability, gender and ethnicity of library users.

The Age data comes from information on active library users (i.e. those who had visited or obtained material from a library) for the 2014/15 period) It is as follows:

0-4 years old	8981 people
5-9 years old	25665 people
10-15 years old	21741 people
16-24 years old	8886 people
25-34 years old	10640 people
35-44 years old	13254 people
45-54 years old	13983 people

55-64 years old	16062 people
65-74 years old	21858 people
75-84 years old	13736 people
85-94 years old	4674 people
Over 95	358 people
Unknown	4446 people
Total	164248 people

A separate active borrowers data which uses fewer categories and may indicate transactions as it relates mainly to exemptions for loans and other charges provides an age profile of:

Junior under 12	406,429
Junior 12-14	74,106
Junior 15	12,660
Adult 16-17	18,607
Adults 18 and over	474,058
Adults 65 and over	327,264

The indications (particularly from the first set of data) are that Libraries are particularly visited by children and older people. There is a tapering off in users between the ages of 16 to 34 before the numbers gradually increase again towards an "adult high point" in the 65-74 age range. The Service also had almost 5000 active users who are over the age of 85. Although Libraries are used across the range of ages, children and early teenagers and older people may be disproportionately affected by any changes/reductions to the Service.

The figures for gender, disability and ethnicity are based on 397,992 registered public users of the library service – there are 495,418 people registered but information is not given by almost 20% of those registered.

#### Gender

222,689 registered users are female and 175,303 are male. This indicates that women are more likely to be registered library users than men so women may be disproportionately adversely affected by any reductions to the Service.



## Disability

There is data available for both active borrowers and registered public users of the library service. In this area, people may appear both in terms of having a disability and again in particular impairment categories which are used – i.e. a visually impaired person may be counted as both being visually impaired and as being a disabled person but it is unclear in how many instances this happens, if at all. The information does give an indication of usage by the disability protected characteristic which is of use.

The active borrower's information identifies 27 16-17 year old borrower/transactions with a disability and 16,386 disabled borrowers/transactions aged over 18. It separately categorises: 21 blind children under 12; 19 blind 12-14 year olds; 24 blind 16-17 year olds and 5,099 blind borrowers or transactions for those over 18.

In terms of the registered public users of the library there is more detailed information including:

Deaf/deafened borrowers	681
Hard of Hearing borrowers	5
Borrowers with Disability	0467
Borrowers with a Learning Disability	2897
Borrowers with Mental Health Difficulties	1501
Borrowers with Physical Disabilities	5829
Borrowers with a Visual Impairment	1480

This gives an indication of the range of disabled people who use the library service. Given that libraries often have materials which are of particular use to people with some disabilities (e.g. spoken word recordings, large print materials), are seen as a safe and welcoming space and host a number of exhibitions and awareness raising or community events related to disability or health conditions, any changes or reductions in Service could disproportionately impact this group and the impact may be greater than for some other groups.

## Ethnicity

The ethnicity data includes over 80 nationalities which can be summarised using the main Census categories as:

Asian or Asian British – any other Asian background      864 people

Asian or Asian British – Indian	3962 people
Asian or Asian British – Pakistani	10118 people
Asian or Asian British – Bangladeshi	802 people
Black or Black British – African	668 people
Black or Black British – any other black background	234 people
Black or Black British – Caribbean	393 people
Chinese	659 people
Mixed – any other mixed background	581 people
Mixed - White and Asian	599 people
Mixed – White and Black African	265 people
Mixed – White and Black Caribbean	624 people
Other ethnic group, e.g. Traveller, Romany	365 people
Polish	3082 people
White British, 95,250 people and additionally 7012 people described as English, 346 as Scottish, 122 as Welsh	
White Northern Irish	101 people
White Irish	1931 people

Polish has been added due to the comparatively high number of registered users who identify as Polish.

Other nationalities with over 500 registered public users are Latvian (748), Lithuanian (535), Italian (516) and Hungarian (514) whilst there are 473 American registered users and 440 who are Spanish.

The Service does not collect data on other protected characteristics groups. However, regular sessions such as Baby Bounce and Rhyme are likely to attract people who are pregnant or on maternity leave. Events to mark LGBT History Month will attract members of the LGBT community and as a universal service Libraries are visited by people from all religions and those who are married or in a civil partnership.

Information is available from October 2015 which provides an indication of the employee equality profile of employees of the Library, Museums, Cultural and Registration Service at that time. At that time there were 718 employees and

details of their protected characteristics are as follows:

Gender – 556 employees (77.44%) are female which is slightly higher than the LCC percentage of female employees in December 2015 (nearest quarter to this) of 73%.

Ethnicity – there are 35 employees identified as BME employees (4.87%) which is higher than the LCC percentage at that time of 3.34%.

Disability – 14 employees identified as having a disability or being a Deaf person (1.9%) which is slightly lower than the LCC percentage of 2.13% at that time.

Age – 21 employees (2.92%) are aged between 16-24, (for LCC 4.46%), 132 employees (18.38%) are aged 25-39 (for LCC 23.3%), 547 employees (76.18%) are aged, 40-64 (for LCC 66.6%) and 18 employees (2.51%) are aged 65 and over (for LCC 4.4%).

Male employees, those aged under 39 or 65 and over are under-represented in the Service workforce compared to the County Council as a whole whilst women, BME employees and those aged 40-64 are over-represented in the workforce and may therefore be disproportionately adversely affected by any changes in locations of Library premises.

Information on the sexual orientation and religion or belief of employees is very incomplete and not of use to this analysis.

There is also information on the protected characteristics of volunteers under two schemes which could operate within Libraries:

Cultural Services volunteers (522 volunteers) – January 2016

Gender – 326 volunteers are female and 196 are male.

Ethnicity – Asian Bangladeshi 1; Asian Indian 4; Asian Pakistani 4; Black African 1; Mixed White and Asian 1; Mixed White and Black African 1; Mixed White and Black Caribbean 1; Polish 2; White British 432; White Irish 3; White Other 9; Unknown 63 volunteers.

Disability – 81 volunteers consider themselves to have a disability or to be a Deaf person.

Age – under 16s 5 volunteers; 16-17 10 volunteers; 18-21 14 volunteers; 21-25 13 volunteers; 26-60 107 volunteers; 61-74 79 volunteers 75+ 20 volunteers and unknown 274 volunteers.

Reading Hack Lancashire Libraries Volunteers Scheme (247 volunteers) – January 2016

Gender – 209 female and 36 male.

Ethnicity – Asian Bangladeshi 3; Asian Indian 12; Asian Other 2; Asian Pakistani 30; Chinese 2; Mixed White and Asian 1; Mixed White and Black African 3; White British 188; White Irish 1 and White Other 5 volunteers.

Disability – 14 volunteers consider themselves to have a disability or to be a Deaf person.

Age – under 16s 166 volunteers; 16-17 50 volunteers; 18-21 21 volunteers; 22-25 9 volunteers and 26-60 1 volunteer.

For both schemes volunteers are predominantly female but in terms of other protected characteristics the profile is diverse.

The information is provided by the County Council's volunteer hub which collects information on volunteers' age, ethnicity, disability and gender.

## **Question 2 – Engagement/Consultation**

How have you tried to involve people/groups that are potentially affected by your decision? Please describe what engagement has taken place, with whom and when.

(Please ensure that you retain evidence of the consultation in case of any further enquiries. This includes the results of consultation or data gathering at any stage of the process)

*A Stakeholder Consultation was carried out between 10 December 2015 and 18 January 2016 where an email letter from the Leader of the County Council outlining the County Council's financial position alongside a link to a full list of budget proposals and a further link to an on-line questionnaire was circulated to 334 partners and stakeholders and was also published on the Councils 'Have Your Say' webpage so that anyone could complete it. Email responses were also accepted as an alternative to using the on-line questionnaire. The questionnaire went to partners including:*

- *Lancashire County Council Elected Members;*
- *The Office of the Police and Crime Commissioner;*
- *The Lancashire Combined Fire Authority;*
- *Recognised Trade Unions;*
- *Borough, City and Unitary Councils in Lancashire;*
- *Third Sector Lancashire;*
- *Lancashire Association of Local Councils (LALC);*
- *Lancashire Safeguarding Children and Adults Boards;*
- *Lancashire Care Association;*

- *Lancashire Parent Carer Forum;*
- *The Older People's Forum;*
- *The Chamber of Commerce;*
- *The Lancashire Enterprise Partnership;*
- *Healthwatch Lancashire;*
- *The Clinical Commissioning Groups;*
- *Young People's Engagement Forums;*
- *Members of Parliament in Lancashire;*
- *The Society of Local Council Clerks;*
- *Members of the European Parliament representing Lancashire/North West;*
- *NHS Hospital Trusts;*
- *Higher and Further Education establishments;*
- *Commissioners on the Lancashire Fairness Commission.*

*There were 357 submissions to the on-line questionnaire, with 252 providing a response. 19 more responses were received by email. 765 comments and queries were also received by other channels and 173 of these responses particularly mentioned Libraries.*

*Whilst the Stakeholder Consultation related to the proposed budget as a whole, comments relating to Libraries were included in the Consultation Summary report presented to the Executive Scrutiny Committee on 19 January and County Council Cabinet on 21 January 2016. The summary of the responses generally raised concerns about the impact of library closures on local communities and because of this did not want libraries to close. Libraries were described as a community hub, providing a range of services (e.g. Workclub), access to on-line facilities and areas for community groups to meet. Mitigations suggested by respondents included reducing opening hours or number of days open, libraries remaining in urban areas and using volunteers/community groups.*

*A public consultation on Stage 1 of the Library Consultation which focussed on service design, need and use of libraries, began on 4 January 2016 for a 4-week period to 31 January 2016. This included hosting an on-line consultation on the Have Your Say webpage and hard copy consultations being available in all 74 libraries. This analysis has used the results from 10,566 respondents.*

*The consultation was available in hard copy format and also on line. In terms of responses 5959 were received on line and 4,607 were received in paper based format.*

*There were in terms of their protected characteristics:*

*69% of questionnaire respondents were female and 31% were male. There is a*

*disproportionately high percentage of females who completed the consultation in terms of the Lancashire population and the registered public user's information.*

*14% of questionnaire respondents considered themselves to have a disability or to be a Deaf person. This may be less than in the population overall but given the possible difficulties of completing an on-line questionnaire and the low numbers of some disability groups likely to engage in traditional types of consultation, it is a significant response. The percentage of participants identifying as having a disability has risen between the analyses carried out in February immediately after the consultation closed which suggests that a greater proportion of disabled respondents submitted their responses in paper format.*

*2% of participants also responded that there was a young person aged 20-25 in their household, and some responses may reflect the views or requirements of these young people.*

*The age groups do not exactly match the information available on registered library users or active borrowers. It is not surprising that under 19s are only 3% of respondents when they are a much greater proportion of library users – but their views and requirements may be reflected in other age groups. 9% of respondents were aged 20-34. 46% of respondents are in the 35-64 age range where library usage begins to increase again in other data and also where the on-line consultation method might be most popular whilst 27% of respondents were 65-74 and 16% were over 75. Between the February and April versions of the analysis – where the paper based responses had been incorporated – there were reductions in the percentages of respondents in the 20-34 and 35-64 age groups and a similar rise in the percentage of respondents in the 65-74 and particularly the 75+ age group.*

*To address the element of children using the library, use can be made of the questionnaire's question about the age of children in the respondents' household. 68% of respondents had no children or young people under 20 in the household (up from 62% in February), 12% had children aged under 5 and 12% had children aged 5-8, 9% had children in the 9-11 age group, 8% had children in the 12-16 age group and 5% had young people aged 17-19 in the household. 2% of respondents were pregnant and had no other children in their household at this time.*

*The ethnicity of consultation respondents was as follows:*

*White 98% (9855 people)*

*Asian or Asian British 1% (140 people)*

*Black or Black British 0% (16 people)*

*Mixed – e.g. White and Asian 0% (40 people)*

*Other 0% (37 people).*

*The questionnaire allowed respondents to disclose their religion or belief, sexual orientation, whether they were married or in a civil partnership and if they were transgender which would allow any impact or views to be assessed in terms of these protected characteristics although there is no information on registered public users or active borrowers for these protected characteristics.*

*Of those who responded to the religion question 73% identified as Christian, 24% as having no religion, 2% under "other religion" and 1% each as being Muslim or Buddhist. There were small numbers of respondents who identified as being Hindu (18 people), Jewish (20 people) or Sikh (3 people) but these were insufficient to record a percentage.*

*62% of respondents identified as married, 2% were in a civil partnership and 33% of those who responded to the question were "none of these". 4% preferred not to say.*

*89% of respondents who completed the sexual orientation question identified as Straight or Heterosexual, 1% of respondents identified in each of the Bisexual, Gay Man and Lesbian/Gay Woman categories. 9% preferred not to say and 42 people identified as "other".*

*1% of respondents identified themselves as Transgender which may be quite a significant percentage in terms of disclosure.*

*The questionnaire asked respondents about their library usage and frequency of visits, the reasons for visiting and not visiting, what they did on their last visit, their use of on-line library services, the importance of specific library services, future library service provision and usage times and any suggestions or comments about the service.*

*96% of respondents are current library users and 3% have used libraries, so any conclusions in terms of possible impact on protected characteristics groups are based on people who use the service and are familiar with it. 28% use a library more than once a week and 93% of respondents use the library at least once a month. 5% had used the mobile library in the last year and 6% had used the Home Library Service – it is likely that usage of older and disabled people will be disproportionately high for the Home Library Service.*

*The elements mentioned below are those which seem to have most relevance to the aims of the Public Sector Equality Duty and this analysis. The consultation report was able to identify some elements where the age or ethnicity responses differed significantly from the respondent profile as a whole.*

*28% of library users visit a library more than once a week, 68% visit once a week or more and 93% have visited a library within the last month. Although*

15% of library users are aged over 65 and 10% are from black and minority ethnic groups the consultation indicated that older and black and minority ethnic respondents visited the library more frequently than other respondents, 83% of Asian respondents visited the library once a week or more (53% visited more than once a week) whilst 73% of 65-74 year old respondents visited the library once a week or more and 77% of over 75 year old respondents.

More than half of respondents (56%) had last visited a library alone, 27% visited with children or young people and 24% visited with other adults. 32% of women respondents visited the library with children and 16% of male respondents. Older respondents were more likely to visit alone – 67% of those aged 65-74 and 76% of respondents over 75 visited alone.

Respondents who hadn't visited a library in the last 12 months were asked why this was, 13% identified difficulty getting to the library (31% of those aged 75 or over) or that the library is too far away. This may be an indication of difficulties for some people in the age or disability protected characteristics groups. Those aged 75 or over were also more likely to say they did not find what they were looking for on their last visit as a reason for no longer visiting, 31% of those aged over 75 against 10% of all respondents to this.

A similar question on what might make people visit the library included 12% of people saying if a library was nearer to them, 6% if a library was nearer to a bus stop and 2% if there were baby changing facilities. These may again be indicators of particular concerns for people from protected characteristics groups. 24% said a wider range of activities might encourage them to visit the library more, but amongst those with pre-school age children this rose to 44%.

15% of respondents had attended a children's event in the last week and a further 15% in the last month. 33% of women respondents had attended a children's event in the last month and 20% of male respondents. Not surprisingly, people with pre-school children are most likely to have attended a children's event in the last month (54% of these respondents). 32% of respondents identified attending a children's event or activity as one of the services that were most important, with 44% of Asian respondents rating this as most important and more females (38%) than males (19%) of all respondents rating this as most important.

19% of respondents had attended a social or group activity at the library in the previous week and 36% attending a social and group activities as one of the most important services in the library service, 39% of females rated this as important compared with 27% of males. When asked what they thought the Library Service should provide 71% of respondents strongly agreed libraries should provide spaces to enjoy culture and learning while 22% tended to agree. In the "suggestions or other comments" question 24% of respondents



*commented that libraries are a community hub/meeting place and 31% commented that libraries were vital for individual wellbeing and community cohesion – although 1% of respondents said wellbeing and community cohesion was not the role of libraries.*

*Using computers in the previous week was undertaken by 25% of library visitors and 68% and 69% of children and young people had done this whilst 40% of respondents aged 64-75 had used a computer in the library within the last month. 47% of respondents considered this an important element of the library service, 59% of children and 70% of young people considered this the most important feature contrasting with 42% of respondents aged 65-74 and 28% of respondents aged over 75. 18% also consider using the free Wi-Fi to be an important feature of the library service (again there is a difference in view in age terms with 32% of children responding and 40% of young people rating this a important compared to 16% of respondents aged 65-74 and 9% of respondents over 75. 21% of all respondents had used this in the previous week and 38% in the last month, 72% of respondents aged 16-19 used Wi-Fi contrasting with only 18% of respondents aged over 75. Similarly 19% of respondents had reserved a book on line in the previous week and 19% also considered this to be important. 28% had used an on-line library service in the previous week and 19% considered using this to be important. 64% of respondents strongly agreed that the library service should provide easy to use on-line services and help people reach their potential and live independent lives, 12% commented that access to computers and the internet is good although 1% said these facilities need improving. 74% of Asian respondents rated using a computer in a library as most important and using free Wi-Fi in a library was rated important by 37% of Asian respondents.*

*60% of respondents had borrowed a book from a library in the previous week and a further 25% in the last month. 95% of respondents identified borrowing a book as the most important library service. As the library contains materials in diverse languages, large print and wide range of subjects and genres this is perhaps not surprising. 91% of respondents also strongly agreed that the library service should encourage people to enjoy reading.*

*37% of respondents identified picking up a CD, DVD or talking book as a most important feature of the library service and 14% of respondents had done so in the previous week and 18% in the last month (combined 32%). This may indicate an issue of particular importance to some disabled or older respondents.*

*93% of respondents strongly agreed that helpful and knowledgeable staff is something the Library Service should provide. This can be of value to people with a wide range of protected characteristics but could be of particular*

*importance to those in the age and disability groups.*

*In equality terms it should be noted that a comment amongst the "do you have any other suggestions or comments about the Lancashire County Library Service" the comment "current location/physical access is good" attracted 7% respondents. Around 4% of respondents also commented that "accessing the next nearest library would be difficult" which may be a view prompted by concerns about possible impact on access or distance to travel for some protected characteristics groups.*

*A question was asked about whether respondents agreed that there should be opportunities for people to volunteer to help with library services – 48% of respondents strongly agreed, 31% tended to agree whilst 4% tended to disagree and 2% strongly disagreed whilst 15% had no view either way. There are mixed views about the use the service should make of volunteers in the comments section with 2% of respondents mentioning use of volunteers as positive whilst 1% people cautioned that the service should not use or rely on volunteers.*

*Questions were asked about when they would be more likely to visit a library. On weekdays the period from 10a.m.-11:59 a.m. was most popular (around three quarters of respondents aged 65-74 and over 75 indicated this option) followed by 2 p.m. to 3:59 p.m., lunchtimes and early evening were quite popular, the 4p.m. to 6 p.m. option was popular with 76% of children responding, 54% of young people and 41% of adults aged 20-64 but less so amongst 65-74 year olds (26%) and over 75s (16%). The 6p.m. to 8 p.m. was of interest to 25% of respondents but more so amongst young people (40%) and adults aged 20-34 (37%) but those aged 65-74 only 13% favoured this reducing to 7% of respondents aged over 75. 8 a.m. to 9:59 a.m. was less attractive which could be influenced by travel concessions not being available until 9:30 a.m. on buses and general travel congestion.*

*At weekends Saturday morning between 10 a.m. to 11:59 a.m. was favoured by over half of respondents. Lunchtime and early afternoon were popular with about a third of respondents whilst the early morning and late afternoon/evening slots attracted less than one fifth of respondents each. Generally Saturday opening options were more popular amongst children, young people and working age adults with lower responses from those aged over 65. The best time slot (again 10a.m. until 11:59 a.m.) on Sundays appealed to 21% of respondents and interest was highest amongst children and adults aged 20-34 and lowest amongst those 65 and over – views on Sunday opening may be affected by reductions in bus services in Lancashire which will impact younger, older and disabled people reliant on public transport disproportionately.*

*There have also been 29 e-petitions registered on the County council's website*

*along with other 11 other hard copy written petitions and/or collective letters about libraries, 254 comments/correspondence have been received via the Council's VIP mail system, enquiries have been made by contacting County Councillors, over 100 emails were received by the "Have Your Say mailbox and there were other contacts on social media or other general petition or LCC webpages. Other events were held to "save" libraries or highlight concerns about the proposal.*

*Public consultation on the proposed Property Strategy, which includes library premises, took place between 18 May and 14 August 2016. During this time consultation materials were available on the "Have Your Say" area of the County Council's website and responses could be submitted on line. Printed copies were also available at County Council service premises throughout the county including all libraries and completed responses could be returned to any of these locations. During the consultation a number of social media and other communications were issued to encourage people to take part in the consultation and there was considerable local media coverage about some of the library proposals which referenced the Property Strategy consultation.*

*The findings of the public consultation were on similar themes to those already included within this analysis. 6968 responses had been received of which 91% of respondents had visited a library within the last three years.*

*The largest number of respondents for libraries proposed to continue of deliver services were for Morecambe Library (600), Lancaster Central Library (524), Rawtenstall (348). St Anne's Library (339) and Heysham Library and Clitheroe Library (327 each).*

*For those libraries proposed to no longer deliver services the top five in terms of responses were Ansdell Library (436), Whalley Library and Spring Wood Childrens Centre (395), Lytham Library and Registration Office (370), Bacup Library (363) and Thornton Library (281).*

*A Library Service staff consultation began in the Libraries, Museums, Cultural and Registration Service on 13 May 2016 ending on 10 June 2016.*

*Respondents raised issues around the staffing/Service proposals such as:*

- The minimum hours per week of posts available being proposed to be 14 hours per week;*
- Posts being clustered into areas and the proposed ring fences being based on this;*
- The selection of posts which have been allocated to be ring fenced and those allocated to be "direct appointments";*
- The nature of the ring fences being drawn as a 7,6,5 and 4,3 ring fences rather than using the "2 up 1 down" method of the LCC Phase 1*

*restructure;*

- *The future of Saturday only posts in the new Service;*
- *The future delivery and staffing of the Home Library Service;*
- *Concerns about the level of Apprenticeships proposed in the future and how they will be supervised;*
- *The practicalities of unstaffed satellite libraries for customers;*
- *The future of the Fiction Reserves which are currently useful to respond to requests for books from older people, for whom Amazon or e-books are less accessible;*
- *The original timescales for filling posts are too rushed;*
- *Inclusion of a requirement to lift 13kg for all posts is unnecessary and unreasonable;*
- *Concern that at some grades staffing is proposed to be part-time only;*
- *There may not be Grade 6 staff available at all times on Saturdays in a Level 1 Library leading to concerns about how emergency evacuations or discovery of suspicious packages in toilets, etc would be dealt with/who would be expected to take lead responsibility?*

*They also raised concerns about issues more closely linked to the Property Strategy such as:*

- *Job Centres signpost people to the Library because there are free computers to use for job search. How will the Service meet this demand in the future with fewer libraries?*
- *Morecambe Library should not become a satellite, it is being unfairly demoted and should remain staffed. It is used by jobseekers who would be unable to afford to get to Lancaster or Heysham to use PNETs instead. Morecambe Library is used by a number of ex-offenders, older people and non-English speakers who would struggle to use self-service, etc and need staff assistance. Morecambe is one of the busiest libraries in the county used by families with young children, disabled people, visually impaired people, older people many of whom already find it difficult to use the self-service machines without staff help. It is also used for learning disability groups, LGBT groups and adults with mental health issues, bounce and rhyme sessions, knit and natter groups, etc. Families use the library – it gets children excited about books. Without staff it will be difficult to continue groups and events which are of paramount importance to the lonely and vulnerable. Morecambe Library has always been a welcoming and non-threatening open space for everyone. Morecambe Library's location is ideal near a car park, bus stops, train station and shopping centre. It was suggested that Morecambe, Heysham and Bolton-le-Sands should all remain open and share staff as Bolton-le-Sands had been boosted by its recent refurbishment.*

- *The selection of Libraries to close as a budget saving is flawed as libraries are the heart of the community , combat social isolation and help both young and older people with ICT, reading, etc.*
- *Lostock Hall and Bamber Bridge libraries selection for closure is wrong as transport links to the alternative libraries is difficult, particularly for those who are mobility impaired, it is not an affluent area and there are not many community buildings nearby. It is a "safe haven" for older people, disabled people and children. Lostock Hall would be a good choice as a Neighbourhood Centre as it has parking space, etc;*
- *The selection of Fulwood Library was questioned as it is busier than many of those proposed to remain, has more activities including children's and teenage adults reading groups/events, awareness talks, is a place where the community comes together. It was said that people will not go to Sharoe Green particularly if they are older or have a disability as the route involves a hill and is a 40 minute walk. It is used by a lot of people who don't have anyone else to talk to and they feel part of the library's community but may not find that elsewhere. The library is heavily used by job seekers, "the mentally ill", people with dementia, older customers, and disabled customers. It also has Rhyme Time which is regularly attended by 40 people and computer groups;*
- *Concerns were raised about the proposal to relocate Kirkham Library to the Milbanke Centre – it was said the Centre would be too small and won't be used. There is no room for events or school visits, the security needed for Centre users would deter people and it is not suitable for young children. It was stated that Freckleton Library more suitable to be retained as it has space for school visits/community events, has parking close by and a bus stop and has two schools close by.*
- *Haslingden Library – concerns were raised about the Youth Service provision being re-located to other premises nearby and the difficulties this may present for the Library/its staff;*
- *It was commented that locating libraries with children's centre and youth centres seems to discriminate against older people;*
- *Similarly it was said that closing libraries and cutting bus routes just worsens social isolation in what is a rural county. It also increases digital isolation/exclusion which is a major problem;*
- *A respondent stated that some of the closures a long overdue but poor planning over a long period of time may now lead to changes being rushed with unfortunate results;*
- *Lytham and Ansdell Libraries being proposed for closure and St Anne's Library being retained generated comments. Their closures will affect older people and "mums with prams" who will be unable to walk to alternative libraries. There will be isolation and loneliness – new parents will miss peer support as it is difficult to take a pram on a bus, it was said.*

*St Anne's Library was said to be "out on a limb" with limited public transport, limited parking and no community resources nearby and the size of the library is limited. This was contrasted with Ansdell Library which has a regular mother and baby group, lots of group use, is a modern accessible library. Its closure will isolate people who will lose a safe, non-judgmental space where services include mother and toddler, ICT, Blue Badge applications and signposting for carers and those with dementia;*

- *There was a general concern that a reduced number of libraries will struggle to meet the demand for computer use;*
- *A question was posed "If satellites are unstaffed and in children's centres, who would protect the children from "undesirable" people?"*
- *There were comments about the stress, anxiety and depression staff have felt/experienced throughout this process.*

*Whilst comments were made on a small number of specific libraries, they will be relevant to other locations across the county.*

### **Question 3 – Analysing Impact**

Could your proposal potentially disadvantage particular groups sharing any of the protected characteristics and if so which groups and in what way?

It is particularly important in considering this question to get to grips with the actual practical impact on those affected. The decision-makers need to know in clear and specific terms what the impact may be and how serious, or perhaps minor, it may be – will people need to walk a few metres further to catch a bus, or to attend school? Will they be cut off altogether from vital services? The answers to such questions must be fully and frankly documented, for better or for worse, so that they can be properly evaluated when the decision is made.

Could your proposal potentially impact on individuals sharing the protected characteristics in any of the following ways:

- Could it discriminate unlawfully against individuals sharing any of the protected characteristics, whether directly or indirectly; if so, it must be amended. Bear in mind that this may involve taking steps to meet the specific needs of disabled people arising from their disabilities
- Could it advance equality of opportunity for those who share a particular protected characteristic? If not could it be developed or modified in order to do so?
- Does it encourage persons who share a relevant protected characteristic to participate in public life or in any activity in which participation by such

persons is disproportionately low? If not could it be developed or modified in order to do so?

- Will the proposal contribute to fostering good relations between those who share a relevant protected characteristic and those who do not, for example by tackling prejudice and promoting understanding? If not could it be developed or modified in order to do so? Please identify any findings and how they might be addressed.

*An initial analysis has revealed that this proposal could impact on many people but may have a disproportionate impact on young people/children, disabled people, older people and people from ethnic minorities because of the types of facilities available at Libraries and use made of them, depending on the final outcome of considerations about the service design, need and use of a future library service.*

*Libraries are used by a wide range of people in the county who come from all protected characteristics backgrounds. Many libraries are in accessible premises in terms of physical access with access budget resources being focussed on improving the physical access features of library branches over many years, this also assists older people and those who are pregnant or have young children. The Service has also prioritised providing a welcoming environment to a wide range of customers and having materials to meet the needs of a wide range of potential users including material in minority languages, large print and spoken word recordings, sensory storytelling sessions and reminiscence events which target a wide range of requirements for people with a range of protected characteristics – e.g. users who are pregnant or on maternity leave, children and young people, older people or those with disabilities such as people with learning disabilities, mental health issues, dementia or visually impaired people, etc.*

*The Stakeholder consultation has already identified that facilities such as WorkClub are available through libraries which if they were lost or reduced, could affect people, including those with protected characteristics, in applying for and obtaining skills to gain employment. Employee consultation often identified that Jobcentres signpost claimants to their local library to use the free computers for job searching and there are concerns about how this demand might be met in the future. This could affect people with a range of protected characteristics in terms of advancing their equality of opportunity for employment or to use other services which require contact digitally.*

*The individual consultation responses also underline this element given the high usage of computers and free Wi-Fi and the value placed on these services by respondents. Employees also indicated that younger and older library users might be increasingly digitally disadvantaged by proposals for satellites as they often need staff to support their use of computers, etc. Several respondents mentioned that they assisted older library users to keep in contact with families overseas*

*through email.*

*Activities and events for children and space for social and group events are both well used and rated as important features of the service by respondents and may contribute to advancing equality of opportunity, community cohesion and reducing social isolation or improving wellbeing. A number of the employee consultation responses included references to the groups which use their libraries – e.g. LGBT groups, learning disability groups, groups to support adults with mental health conditions, reminiscence groups for those with dementia and their carers, knit and natter groups, etc.*

*The community space available at libraries and events and exhibitions which are often held there contribute significantly to fostering good relations between communities/community cohesion – e.g. for LGBT History Month, Black History Month, Disability History Month, Chinese New Year, work to improve relations between generations such as the "Mind the Gap" project which encouraged older and younger people to exchange skills and information, events which promote awareness of disabilities and how to support people with various conditions such as Dementia Friends workshops etc. This range of activities assists in fostering good relations between groups with protected characteristics and those who do not share them and assists in better understanding between groups. A number of employee consultation respondents stated that libraries provide "a safe haven" or "safe space" for people from groups which may sometimes be the victims of hate crimes or hate incidents or general anti-social behaviour elsewhere such as those with mental health conditions or learning disabilities.*

*A number of events/campaigns to retain libraries proposed for closure – e.g. Whalley, Earby, Oswaldtwistle and Adlington – have emphasised the library as being "at the heart of the community" and that it is sometimes the only community space left in an area. The importance of this for people coming together has been emphasised alongside the value of people/children gaining a love of reading and books. A representative from the Dyslexia Association was quoted as saying that for children with dyslexia libraries had a range of materials that could assist with their reading or other developments and were invaluable.*

*The frequency of visits to the library and use made of the range of facilities available assists in advancing equality of opportunity for a range of people with protected characteristics and helps combat social isolation and improve wellbeing which are also key issues for the County Council. A number of employee consultation respondents have raised concerns that some older people who are current library users may become isolated and lonely if their library closes, that these are often people who don't speak to other people but feel part of their library's community and may find it hard to establish those links at a new location.*

*There are mixed views from the consultation about the reliance or use that the*



*Service should make of volunteers but their use may assist some protected characteristics groups to participate in public life and gain skills towards employment though this may be offset by whether people from protected characteristics groups - .e.g with various disabilities – would find volunteers with the skills and knowledge to assist them as library staff currently have. It is apparent that the Service currently does make use of a number of volunteers who are from diverse backgrounds but at present these volunteers have the support of employees at libraries when needed.*

*A different model of library service in the future could reduce the opportunities available for some of this work to be carried out in some local areas which may have particular impacts on particular groups with protected characteristics depending on the final outcome of this process. Comments on reasons why people had not visited a library have already included that the library is too far away or difficulties getting to the library which may be increased if the number of libraries reduces. This concern featured in the employee consultation responses where a number of employees raised concerns about the cost of travel to alternative libraries (e.g. Morecambe to Lancaster or Heysham) for jobseekers, whether alternative premises were in walking distance (Fulwood to Sharoe Green was said to be a 40 minute walk with hills en-route) for older and disabled customers or the difficulties of "getting a pram on public transport" in relation to Ansdell/St Anne's proposed provision.*

*Similarly, it is possible that the new model of Neighbourhood Centres and/or satellite libraries may have different opening hours to reflect the times when other services based there are needed. This could disadvantage some groups such as older or disabled people if, for example, there was reduced opening in mornings when people from these groups have indicated that they prefer to use the library. Some employee consultation respondents also stated that they felt older people would be less likely to visit a library which was combined with a children's centre or young people's service – although service models like this are already in place in some parts of the county, e.g. Leyland.*

*There are also concerns amongst employees that proposals for the new staff structure may disadvantage them. Over 77% of library staff are female. Concerns have been raised about the decision that 14 hours per week will be the minimum hours for most posts, about the availability of part time and full time post opportunities and about the application of ring fences based on grade and geographical area. All of these may impact on employees who have caring responsibilities for children and young people, disabled people or older people.*

*An issue was raised about who would take responsibility in a Level 1 Library on Saturdays if a Grade 6 employee was not present and an emergency evacuation, suspicious package or similar emergency occurred. This issue may have connections to fostering good relations/community cohesion as that handling of*

*such issues in a calm, sensitive but effective way can do much to deter tensions between different groups.*

*The decisions about which premises close, remain or change may impact on tensions between elements in the community. If one group or locality is perceived to be doing "better" or "worse" as a result of the Property strategy's impact on libraries tensions between some elements in the community may be affected. Employee consultation responses have already suggested that older library users in some locations may be unwilling to use alternative premises where a children's centre or youth service location is also placed. Others have raised safeguarding concerns about "undesirables" using satellite libraries in children's centres. There is the potential that such tensions might increase once the proposed changes begin to take effect. However, one of the factors in planning to host Kirkham Library in the Millbanke Centre is the hope from managers in both services that it will foster better relations between the community and the older people who currently use the Day Services provision there, building on models which operate elsewhere in Europe.*

#### **Question 4 –Combined/Cumulative Effect**

Could the effects of your decision combine with other factors or decisions taken at local or national level to exacerbate the impact on any groups?

For example - if the proposal is to impose charges for adult social care, its impact on disabled people might be increased by other decisions within the County Council (e.g. increases in the fares charged for Community Transport and reductions in respite care) and national proposals (e.g. the availability of some benefits). Whilst LCC cannot control some of these decisions, they could increase the adverse effect of the proposal. The LCC has a legal duty to consider this aspect, and to evaluate the decision, including mitigation, accordingly.

If Yes – please identify these.

Depending on the final outcome of consultation on the service design, need and use of the library service, this may combine with other decisions around the provision of subsidised bus services to make it more difficult for some users to get to a Library. Other proposals affecting the Museums, Archives, Arts and Community Heritage Services may also increase the adverse impact of this proposal in terms of residents' and students access to cultural information and services within Lancashire, potentially more amongst the 50% of users who had used the library for reference or research in the last month or 50% who consider research and reference services to be the most important feature.

Recent budget proposals concerning the withdrawal of subsidies for bus services

may impact on the time and frequency of visits people make to their library. Had the original proposal been implemented over 100 bus routes could have ceased but the allocation of a £3 million fund to support some of these services and recommendations of a Cabinet Working Group on Bus Services resulted in 28 services continuing with County Council support and two services being supported jointly by the County Council and Chorley Borough Council. 40 other services were taken over by commercial operators. This has still resulted in over 40 services ceasing. This may affect the ease with which some people can travel to the library where a route or frequency of service has changed.

The increased reliance or expectation that people will use on-line methods of application for services within the County Council and more widely could increase the impact of the loss of these services in some areas if their local libraries are closed. It is clear that a significant number of people use computers and free Wi-Fi at libraries at present and that this is an important and valued facility, particularly amongst younger people and respondents who were Asian.

### Question 5 – Identifying Initial Results of Your Analysis

As a result of your analysis have you changed/amended your original proposal?

Please identify how –

For example:

Adjusted the original proposal – briefly outline the adjustments

Continuing with the Original Proposal – briefly explain why

Stopped the Proposal and Revised it - briefly explain

Building	Consultation Proposal (Main service delivery)	Revised Proposal (Main service delivery)	Rationale
3. Burnley City Learning Centre	Proposed for future use for Conferencing	Proposed for future use for Conferencing and WPEH 12-19+ years (outreach)	Service delivery change - preference by young people not to access social care premises for support. This building provides a suitable neutral alternative for delivery of WPEH 12-19+ group learning activities and meetings.
13. Stoneyholme and Daneshouse Young	Proposed for future use by WPEH 0–19+ years	Proposed for future use by WPEH 0-19+	This will be a linked children's centre to The Chai Children's

People's Centre	(designated children's centre)	years.	Centre.
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<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
28. Chorley Library	Proposed for future use by WPEH 0-19+ years (designated children's centre), Children Missing Education and Pupil Attendance Team, Library Service, Welfare Rights, Youth Offending Team	Proposed for future use by WPEH 12-19+ years, Children Missing Education and Pupil Attendance Team, Library Service, Welfare Rights, Youth Offending Team.	Utilise Highfield Children's Centre for WPEH 0-11 years (designated children's centre) to meet access and reach requirements for the service.
45. Highfield Children's Centre (designated children's centre)	Not proposed for future use.	Proposed for future use for delivery of WPEH 0-11 years (designated children's centre) instead of at Chorley Library.	It is proposed to retain Highfield Children's Centre (designated children's centre) due to its current location best serving the access and reach requirements for the service. In addition, the complexity of the Chorley Library building would require significant investment in order to provide an appropriate children's centre facility.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
55. Ansdell Library	Not proposed for future use.	Not proposed for future use but to delay closure of the building whilst works are carried out to St Anne's Library.	To ensure the provision of a full library service is available to the community whilst works to St Anne's Library are completed.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
86. Halton Library and Children's Centre	Proposed for future use by Library Service, WPEH 0-	Proposed for future use by Library Service, WPEH 0-11 years	This is currently a satellite of Lune Park Children's Centre (designated children's centre). There are low levels of families

	11 years.	(outreach).	choosing to access support at Halton Children's Centre and so the service proposes to add capacity at Lune Park and ensure outreach support for the community in Halton.
90. Lune Park Children's Centre, Ryelands Park (designated children's centre)	Proposed for future use for WPEH 0-11 years (designated children's centre).	Proposed for future use for WPEH 0-19+ years (designated children's centre).	Service delivery change - consultation conducted by WPEH showed preference by young people to access this site for support. It is situated in the Skerton and Ryelands park area which has significant levels of deprivation. Increasing levels of service at this site will ensure support is available without having to cross the river to other buildings.
91. Morecambe Library	Proposed for future use with satellite Library, Registration Service, Welfare Rights and WPEH service 0-19+ years (designated children's centre).	Proposed for future use with full Library service, Registration Service, Welfare Rights and WPEH 12-19+ years.	A review of the requirements set out in the Library Planning and Needs Assessment identified the need to retain a full Library service in Morecambe.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
92. Carnforth Hub Children's Centre and Young People's Centre, Carnforth High School (designated children's centre)	Proposed for future use for WPEH 0-19+ years (designated children's centre) and Library service.	Proposed for future use for WPEH 0-19+ years (designated children's centre).	It is proposed to retain Carnforth Library due to its current location best serving the access requirements for the service as the complexity of the Carnforth Hub site would require significant investment in order to provide an appropriate library service.
95. White Cross Education Centre	Proposed for future use by Registration Service, WPEH 12-19+, Youth Offending Team	Proposed for future use by Registration Service, WPEH 12-19+ and support for families, Youth Offending Team	Families with children outside of the 12-19+ age range may need to be able to access support and advice. Additional use of this building will enable the service to better meet access and reach requirements.
99. Carnforth Library	Not proposed for future use.	Proposed for future use for full library service pending a detailed	It is proposed to retain Carnforth Library due to its current location best serving the access requirements for

		site review of Carnforth Hub.	the service as the complexity of the Carnforth Hub site would require significant investment in order to provide an appropriate library service.
105. Poulton Children's Centre, Morecambe (designated children's centre)	Not proposed for future use.	Proposed for future use for WPEH 0-11 years (designated children's centre).	A review of the requirements set out in the Library Planning and Needs Assessment identified the need to retain a full Library service in Morecambe. The complexity of the Morecambe Library building would require significant investment in order to provide an appropriate children's centre facility.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
132. Children's Social Care (St Luke's Centre)	Proposed for future use by children's social care.	Not proposed for future use and to re-locate the children's social care service at Sunshine Children's Centre.	Sunshine Children's Centre will provide accommodation for the children's social care service which is in better condition and within the same reach area.
148. Sunshine Children's Centre, Brockholes Wood Primary School (designated children's centre)	Proposed for future use by WPEH 0-11 years (designated children's centre).	Proposed for future use to accommodate Children's Social Care and provide contact/access facilities for families.	The community access WPEH services at Sunshine Drop-in (New Hall Lane) and Preston East Children's Centre (designated children's centre) giving the opportunity to re- locate children's social care from St Luke's Centre to the site.
151. Preston East Children's Centre (designated children's centre)	Not proposed for future use.	Proposed for future use by WPEH 0-11 years (designated children's centre) and children's services.	The community access WPEH services in higher levels at Preston East Children's Centre than Sunshine Children's Centre and so retention of this site will better meet access and reach requirements for the service.

<b>Building</b>	<b>Consultation Proposal (Main</b>	<b>Revised Proposal (Main</b>	<b>Rationale</b>
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	<b>service delivery)</b>	<b>service delivery)</b>	
154. Longridge Library	Proposed for future use by WPEH 0-19+ and Library service.	Proposed for future use by WPEH 12-19+ years and Library service.	Recognition that the refurbishment and condition costs will be less through retention of Willow's Park Children's Centre and so do not warrant the potential investment in providing the service at Longridge Library at this time. This will allow for consolidation of the WPEH 12-19+ years offer into the Library with further review at a later date.
155. Mearley Fold Day Centre	Proposed for future delivery by Older People's Daytime Support Service.	Proposed for future delivery by Older People's Daytime Support Service and Disability Day Services Drop-In.	To maintain a presence for Adult Disability Day Services in the Ribble Valley where appropriate to service user care and travel plans. The main service provision is to be consolidated at Hyndburn Adult Disability Day Services (Enfield).
165. Willows Park Children's Centre, Longridge Civic Centre (designated children's centre)	Not proposed for future use.	Proposed for future use by WPEH 0-11 years (designated children's centre).	Recognition that the refurbishment and condition costs will be less through retention of Willow's Park Children's Centre and so do not warrant the potential investment in providing the service at Longridge Library at this time. This will allow for consolidation of the WPEH 12-19+ years offer into the Library with further review at a later date.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
169. Haslingden Library	Proposed for future use by Library Service, Registration Service and Welfare Rights.	Proposed for future use by Library Service and Welfare Rights.	A further review of the Registration Service has indicated that it is preferable to provide the service at Rawtenstall Library.
170. Rawtenstall Library	Proposed for future use by Library Service.	Proposed for future use by Library Service and Registration Service.	A further review of the Registration Service has indicated that it is preferable to provide

			the service at Rawtenstall Library.
171. Maden Centre, Bacup	Proposed for future use by satellite Library, WPEH 0-19+ years (designated children's centre), Welfare Rights	Proposed for future use by, WPEH 0-19+ years (designated children's centre), Welfare Rights, full Library Service	A review of the requirements set out in the Library Strategy identified the need to retain a full Library service in the Bacup area. There are on-going discussions with Rossendale Borough Council in terms of enhancements above and beyond the comprehensive Library service for Bacup and Whitworth.
174. Bacup Library	Not proposed for future use.	Not proposed for future use but to delay closure of the building whilst works are carried out to establish a full Library service in the Maden Centre, Bacup.	A review of the requirements set out in the Library Strategy identified the need to retain a full Library service in the Bacup area. There are on-going discussions with Rossendale Borough Council in terms of enhancements above and beyond the comprehensive Library service for Bacup and Whitworth.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
197. Wellfield Children's Centre, Wellfield High School, Leyland	Not proposed for future use.	Not proposed for future use as a Neighbourhood Centre however proposed to be retained for use by Traded Services (Start Well).	The building provides a local facility for the delivery of schools training and development functions.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
200. Ormskirk Mere Brook Day Centre	Proposed for future use by Older People's	Proposed for future use by Older People's Daytime Support Service	This proposal will replicate the service model delivered at Vale



	Daytime Support Service.	subject to confirmation of arrangements with the premise owner.	View and Fosterfield Daytime Support Centres within Mere Brook Day Centre providing a range of support for older people on a single site and within appropriate settings in response to their identified needs and so reduces the potential for movement to alternate provision should their care needs increase.
213. Ormskirk Derby Street Day Centre (Older People)	Not proposed for future use.	Not proposed for future use.	This proposal will replicate the service model delivered at Vale View and Fosterfield Daytime Support Centres within Mere Brook Day Centre providing a range of support for older people on a single site and within appropriate settings in response to their identified needs and so reduces the potential for movement to alternate provision should their care needs increase.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery) – SUBJECT TO FURTHER CONSULTATION</b>	<b>Rationale</b>
206. Upholland Children's Centre, St Thomas the Martyr CE Primary School *	Proposed for future use by WPEH 0-11 years (designated children's centre).	Not proposed for future use – SUBJECT TO FURTHER CONSULTATION	It is proposed to retain St John's Children's Centre, St John's Catholic Primary School (designated children's centre) due to its current location best serving the access and reach requirements for the service.
215. St John's Children's Centre (Skelmersdale), St John's Catholic Primary School (designated children's centre) *	Not proposed for future use.	Proposed for future use by WPEH 0-11 years (designated children's centre) – SUBJECT TO FURTHER CONSULTATION	It is proposed to retain due to its current location best serving the access and reach requirements for the service.

## Question 6 - Mitigation

Please set out any steps you will take to mitigate/reduce any potential adverse effects of your decision on those sharing any particular protected characteristic. It is important here to do a genuine and realistic evaluation of the effectiveness of the mitigation contemplated. Over-optimistic and over-generalised assessments are likely to fall short of the “due regard” requirement.

Also consider if any mitigation might adversely affect any other groups and how this might be managed.

*Mitigating actions are in place or are in the process of being further developed and will be further informed by the findings of the consultation.*

*The 6 mobile libraries will remain but the outcome of the consultation may mean that their routes need to be revised/reviewed. It is envisaged that 68 routes will be operated with 792 stops serviced by the Mobile Libraries.*

*The Library Service already has in place a Home Library Service which is well established and may be available and appropriate for some users, particularly older and disabled people. Currently there are over 1,000 customers who have deliveries through the Home Library Service.*

*The Library Service had 1,473,938 visits to its website in 2015/16. The Library Service have also been developing virtual library services such as through the BorrowBox scheme where e-books and e-audiobooks can be downloaded free via an App available on smartphone and tablets for those registered with the Library Service. E-Books can also be downloaded free on to e-readers and computers. In 2015/16 105,673 e-book issues were made, a rise of 42% since 2014/15.*

*Both the Schools and Prison Library Services will continue and direct appointments have been made for posts in these Services to ensure continuity of service delivery.*

*There will continue to be full and part time posts available for staff.*

*For those current Library employees who work below 14 hours per week and wish/need to continue to do so and those who work on Saturdays only, opportunities for posts at Level 1 libraries as 7-hours Saturday employees will be available which may assist some employees in this position.*

*The County Council has been invited to work with the Leapfrog Team from the University of Lancaster who are investigating how neighbourhood centres could be designed to work successfully when bringing different services together. Frontline employees from Libraries and Wellbeing, Prevention and Early Help Services have*

*joined with colleagues from the Estates, Assets and Facilities Management Teams to discuss how these Services might be brought together successfully in the Neighbourhood Centres and gain a better understanding of each other's service to help the overall customer experience. It is hoped much of the good practice points will be identified and can be put in place when Neighbourhood Centres open.*

*The concern raised about who would take responsibility in a Level 1 library for dealing with an emergency evacuation or suspicious package if a Grade 6 is not on site has been addressed by information being provided to all employees in the Library Services amongst activities associated with the Prevent Duty. It is, however, important to ensure that awareness of this is maintained.*

### **Question 7 – Balancing the Proposal/Countervailing Factors**

At this point you need to weigh up the reasons for the proposal – e.g. need for budget savings; damaging effects of not taking forward the proposal at this time – against the findings of your analysis. Please describe this assessment. It is important here to ensure that the assessment of any negative effects upon those sharing protected characteristics is full and frank. The full extent of actual adverse impacts must be acknowledged and taken into account, or the assessment will be inadequate. What is required is an honest evaluation, and not a marketing exercise. Conversely, while adverse effects should be frankly acknowledged, they need not be overstated or exaggerated. Where effects are not serious, this too should be made clear.

*This proposal has emerged following the need for the County Council to make unprecedented budget savings. The Medium Term Financial Strategy reported in the November 2015 forecast that the Council will have a financial shortfall of £262 million in its revenue budget in 2020/21.*

*This is a combination of reducing resources as a result of the government's extended programme of austerity at the same time as the Council is facing significant increases in both the cost (for example as a result of inflation and the national living wage) and demand for its services.*

*The revised position following the financial settlement for 2016/17 is now a budget gap of £200.507m by 2020/21. This revised gap takes into account the impact of the settlement, new financial pressures and the savings decisions taken by the Full Council in 2014/15, 2015/16 and 2016/17 regarding the future pattern of council services.*

*We acknowledge that some protected characteristic groups may be negatively affected by the finalised Property Strategy (Neighbourhood Centres) however we will strive to minimise any negative impacts by developing as many mitigating*

*actions as possible including using the agreed methods of scoring and weighting which reflect protected characteristics considerations for premises identified in the consultation documents. It is acknowledged that children and young people, disabled people, older people and some people from ethnic minority communities may be disproportionately negatively affected however we will strive to minimise any negative impacts by developing as many mitigating actions as possible, as identified in question 6, and by taking into account the views from the stages of the consultation.*

## Question 8 – Final Proposal

In summary, what is your final proposal and which groups may be affected and how?

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
3. Burnley City Learning Centre	Proposed for future use for Conferencing	Proposed for future use for Conferencing and WPEH 12-19+ years (outreach)	Service delivery change - preference by young people not to access social care premises for support. This building provides a suitable neutral alternative for delivery of WPEH 12-19+ group learning activities and meetings.
13. Stoneyholme and Daneshouse Young People's Centre	Proposed for future use by WPEH 0–19+ years (designated children's centre)	Proposed for future use by WPEH 0-19+ years.	This will be a linked children's centre to The Chai Children's Centre.
<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
28. Chorley Library	Proposed for future use by WPEH 0-19+ years (designated children's centre), Children Missing Education and Pupil Attendance Team, Library Service, Welfare Rights, Youth Offending Team	Proposed for future use by WPEH 12-19+ years, Children Missing Education and Pupil Attendance Team, Library Service, Welfare Rights, Youth Offending Team.	Utilise Highfield Children's Centre for WPEH 0-11 years (designated children's centre) to meet access and reach requirements for the service.

45. Highfield Children's Centre (designated children's centre)	Not proposed for future use.	Proposed for future use for delivery of WPEH 0-11years (designated children's centre) instead of at Chorley Library.	It is proposed to retain Highfield Children's Centre (designated children's centre) due to its current location best serving the access and reach requirements for the service. In addition, the complexity of the Chorley Library building would require significant investment in order to provide an appropriate children's centre facility.
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<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
55. Ansdell Library	Not proposed for future use.	Not proposed for future use but to delay closure of the building whilst works are carried out to St Anne's Library.	To ensure the provision of a full library service is available to the community whilst works to St Anne's Library are completed.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
86. Halton Library and Children's Centre	Proposed for future use by Library Service, WPEH 0-11 years.	Proposed for future use by Library Service, WPEH 0-11 years (outreach).	This is currently a satellite of Lune Park Children's Centre (designated children's centre). There are low levels of families choosing to access support at Halton Children's Centre and so the service proposes to add capacity at Lune Park and ensure outreach support for the community in Halton.
90. Lune Park Children's Centre, Ryelands Park (designated children's centre)	Proposed for future use for WPEH 0-11 years (designated children's centre).	Proposed for future use for WPEH 0-19+ years (designated children's centre).	Service delivery change - consultation conducted by WPEH showed preference by young people to access this site for support. It is situated in the Skerton and Ryelands park area which has significant levels of deprivation. Increasing levels of service at this site will ensure support is available without having to cross the river to other buildings.

91. Morecambe Library	Proposed for future use with satellite Library, Registration Service, Welfare Rights and WPEH service 0-19+ years (designated children's centre).	Proposed for future use with full Library service, Registration Service, Welfare Rights and WPEH 12-19+ years.	A review of the requirements set out in the Library Planning and Needs Assessment identified the need to retain a full Library service in Morecambe.
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<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
92. Carnforth Hub Children's Centre and Young People's Centre, Carnforth High School (designated children's centre)	Proposed for future use for WPEH 0-19+ years (designated children's centre) and Library service.	Proposed for future use for WPEH 0-19+ years (designated children's centre).	It is proposed to retain Carnforth Library due to its current location best serving the access requirements for the service as the complexity of the Carnforth Hub site would require significant investment in order to provide an appropriate library service.
95. White Cross Education Centre	Proposed for future use by Registration Service, WPEH 12-19+, Youth Offending Team	Proposed for future use by Registration Service, WPEH 12-19+ and support for families, Youth Offending Team	Families with children outside of the 12-19+ age range may need to be able to access support and advice. Additional use of this building will enable the service to better meet access and reach requirements.
99. Carnforth Library	Not proposed for future use.	Proposed for future use for full library service pending a detailed site review of Carnforth Hub.	It is proposed to retain Carnforth Library due to its current location best serving the access requirements for the service as the complexity of the Carnforth Hub site would require significant investment in order to provide an appropriate library service.
105. Poulton Children's Centre, Morecambe (designated children's centre)	Not proposed for future use.	Proposed for future use for WPEH 0-11 years (designated children's centre).	A review of the requirements set out in the Library Planning and Needs Assessment identified the need to retain a full Library service in Morecambe. The complexity of the Morecambe Library building would require significant investment in order to provide an appropriate children's centre facility.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
132. Children's Social Care (St Luke's Centre)	Proposed for future use by children's social care.	Not proposed for future use and to re-locate the children's social care service at Sunshine Children's Centre.	Sunshine Children's Centre will provide accommodation for the children's social care service which is in better condition and within the same reach area.
148. Sunshine Children's Centre, Brockholes Wood Primary School (designated children's centre)	Proposed for future use by WPEH 0-11 years (designated children's centre).	Proposed for future use to accommodate Children's Social Care and provide contact/access facilities for families.	The community access WPEH services at Sunshine Drop-in (New Hall Lane) and Preston East Children's Centre (designated children's centre) giving the opportunity to re-locate children's social care from St Luke's Centre to the site.
151. Preston East Children's Centre (designated children's centre)	Not proposed for future use.	Proposed for future use by WPEH 0-11 years (designated children's centre) and children's services.	The community access WPEH services in higher levels at Preston East Children's Centre than Sunshine Children's Centre and so retention of this site will better meet access and reach requirements for the service.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
154. Longridge Library	Proposed for future use by WPEH 0-19+ and Library service.	Proposed for future use by WPEH 12-19+ years and Library service.	Recognition that the refurbishment and condition costs will be less through retention of Willow's Park Children's Centre and so do not warrant the potential investment in providing the service at Longridge Library at this time. This will allow for consolidation of the WPEH 12-19+ years offer into the Library with further review at a later date.
155. Mearley Fold Day Centre	Proposed for future delivery by Older People's Daytime	Proposed for future delivery by Older	To maintain a presence for Adult Disability Day Services in the Ribble Valley where

	Support Service.	People's Daytime Support Service and Disability Day Services Drop-In.	appropriate to service user care and travel plans. The main service provision is to be consolidated at Hyndburn Adult Disability Day Services (Enfield).
165. Willows Park Children's Centre, Longridge Civic Centre (designated children's centre)	Not proposed for future use.	Proposed for future use by WPEH 0-11 years (designated children's centre).	Recognition that the refurbishment and condition costs will be less through retention of Willow's Park Children's Centre and so do not warrant the potential investment in providing the service at Longridge Library at this time. This will allow for consolidation of the WPEH 12-19+ years offer into the Library with further review at a later date.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
169. Haslingden Library	Proposed for future use by Library Service, Registration Service and Welfare Rights.	Proposed for future use by Library Service and Welfare Rights.	A further review of the Registration Service has indicated that it is preferable to provide the service at Rawtenstall Library.
170. Rawtenstall Library	Proposed for future use by Library Service.	Proposed for future use by Library Service and Registration Service.	A further review of the Registration Service has indicated that it is preferable to provide the service at Rawtenstall Library.
171. Maden Centre, Bacup	Proposed for future use by satellite Library, WPEH 0-19+ years (designated children's centre), Welfare Rights	Proposed for future use by, WPEH 0-19+ years (designated children's centre), Welfare Rights, full Library Service	A review of the requirements set out in the Library Strategy identified the need to retain a full Library service in the Bacup area. There are on-going discussions with Rossendale Borough Council in terms of enhancements above and beyond the comprehensive Library service for Bacup and Whitworth.
174. Bacup Library	Not proposed for future	Not proposed for future use but to delay closure	A review of the requirements set out in



	use.	of the building whilst works are carried out to establish a full Library service in the Maden Centre, Bacup.	the Library Strategy identified the need to retain a full Library service in the Bacup area. There are on-going discussions with Rossendale Borough Council in terms of enhancements above and beyond the comprehensive Library service for Bacup and Whitworth.
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<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
197. Wellfield Children's Centre, Wellfield High School, Leyland	Not proposed for future use.	Not proposed for future use as a Neighbourhood Centre however proposed to be retained for use by Traded Services (Start Well).	The building provides a local facility for the delivery of schools training and development functions.

<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery)</b>	<b>Rationale</b>
200. Ormskirk Mere Brook Day Centre	Proposed for future use by Older People's Daytime Support Service.	Proposed for future use by Older People's Daytime Support Service subject to confirmation of arrangements with the premise owner.	This proposal will replicate the service model delivered at Vale View and Fosterfield Daytime Support Centres within Mere Brook Day Centre providing a range of support for older people on a single site and within appropriate settings in response to their identified needs and so reduces the potential for movement to alternate provision should their care needs increase.
213. Ormskirk Derby Street Day Centre (Older People)	Not proposed for future use.	Not proposed for future use.	This proposal will replicate the service model delivered at Vale View and Fosterfield Daytime Support Centres within Mere Brook Day Centre providing a range

			of support for older people on a single site and within appropriate settings in response to their identified needs and so reduces the potential for movement to alternate provision should their care needs increase.
<b>Building</b>	<b>Consultation Proposal (Main service delivery)</b>	<b>Revised Proposal (Main service delivery) – SUBJECT TO FURTHER CONSULTATION</b>	<b>Rationale</b>
206. Upholland Children's Centre, St Thomas the Martyr CE Primary School *	Proposed for future use by WPEH 0-11 years (designated children's centre).	Not proposed for future use – SUBJECT TO FURTHER CONSULTATION	It is proposed to retain St John's Children's Centre, St John's Catholic Primary School (designated children's centre) due to its current location best serving the access and reach requirements for the service.
215. St John's Children's Centre (Skelmersdale), St John's Catholic Primary School (designated children's centre) *	Not proposed for future use.	Proposed for future use by WPEH 0-11 years (designated children's centre) – SUBJECT TO FURTHER CONSULTATION	It is proposed to retain due to its current location best serving the access and reach requirements for the service.

### Question 9 – Review and Monitoring Arrangements

Describe what arrangements you will put in place to review and monitor the effects of your proposal.

*Appropriate monitoring procedures will continue following the implementation of this proposal based on the relevant protected characteristics affected – e.g. review of library issues and borrower registration information.*

Equality Analysis Prepared By Jeanette Binns

Position/Role Equality & Cohesion Manager

Equality Analysis Endorsed by Julie Bell

Head of Libraries, Museums, Cultural and Registration Services

Decision Signed Off By

Cabinet Member or Director

**Please remember to ensure the Equality Decision Making Analysis is submitted with the decision-making report and a copy is retained with other papers relating to the decision.**

Where specific actions are identified as part of the Analysis please ensure that an EAP001 form is completed and forwarded to your Service contact in the Equality and Cohesion Team.

Service contacts in the Equality & Cohesion Team are:

**Karen Beaumont** – Equality & Cohesion Manager

[Karen.beaumont@lancashire.gov.uk](mailto:Karen.beaumont@lancashire.gov.uk)

Contact for Adult Services; Policy Information and Commissioning (Age Well); Health Equity, Welfare and Partnerships (PH); Patient Safety and Quality Improvement (PH).

**Jeanette Binns** – Equality & Cohesion Manager

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Contact for Community Services; Development and Corporate Services; Customer Access; Policy Commissioning and Information (Live Well); Trading Standards and Scientific Services (PH), Lancashire Pension Fund.

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Contact for Governance, Finance and Public Services; Communications; Corporate Commissioning (Level 1); Emergency Planning and Resilience (PH).

Thank you