



HILLINGDON
LONDON

Equality and Human Rights Impact Assessment

STEP A) Description of what is to be assessed and its relevance to equality

What is being assessed? Please tick ✓

Review of a service Staff restructure Decommissioning a service ✓

Changing a policy Tendering for a new service A strategy or plan

Proposed Closure of Harlington library

Who is accountable? E.g. Head of Service or Corporate Director

Perry Scott, Corporate Director of Place

Date assessment completed and approved by accountable person

Names and job titles of people carrying out the assessment

Darren Deeks – Head of Libraries and Cultural Services
Vicky Trott – Equality, Diversity and Inclusion Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The intended benefits of closing the library are to make efficiency savings.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

This link provides the equality profile of the borough within which the library is situated; Pinkwell Ward https://www.hillingdon.gov.uk/media/8542/Pinkwell-ward-profile/pdf/Pinkwell_Ward_Profile.pdf?m=1646207979503

The table below shows the equality profile of new and active library users. Please note that the Equality data only includes age, disability and sex, where available.

Harlington Library User Profiles 2022/23	New Members	New Members as % of total	Active Users	Active Users as % of total
Childminder / Playgroups		0.0%		0.0%
Children aged 12-14 (Secondary)	65	17.7%	284	23.2%
Children aged 4-7 (Primary)	53	14.4%	169	13.8%
Children aged 8-11 (Primary)	71	19.3%	260	21.2%
Day Centre card	0	0.0%		0.0%
Hillingdon Leisure Card	2	0.5%	2	0.2%
Library Staff	0	0.0%	8	0.7%
Non Residents aged 18-59	3	0.8%	6	0.5%
Non Residents aged 60+		0.0%	2	0.2%
Other		0.0%	10	0.8%
Preschool aged children	30	8.2%	26	2.1%
PWD Users	0	0.0%	6	0.5%
Reading Groups		0.0%	2	0.2%
Refugees and Homeless	17	4.6%	14	1.1%
Residents aged 18-59	100	27.2%	258	21.0%
Residents aged 60+	9	2.5%	61	5.0%
Young Adults (Secondary)	17	4.6%	118	9.6%
Total	367	100%	1,226	100%

A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
Pinkwell and Hillingdon Residents	<ul style="list-style-type: none"> To ensure there is continued access to library services in a way that is convenient to them. To ensure that no groups who share equality characteristics are disproportionately negatively affected by the proposals.
Harlington School Students	<ul style="list-style-type: none"> To ensure there is continued access to library services in a way that is convenient to them. To ensure that no groups who share equality characteristics are disproportionately negatively affected by the proposals.

Harlington School administration	<ul style="list-style-type: none"> • To ensure there is continued access to library services in a way that is convenient to students. • To ensure that no groups who share equality characteristics are disproportionately negatively affected by the proposals.
Harlington Library Branch staff	<ul style="list-style-type: none"> • That staff are supported in any redeployment and relocation requirements. • To ensure that no groups who share equality characteristics are disproportionately negatively affected by the proposals.
Head of Library Service	<ul style="list-style-type: none"> • To ensure the sufficiency of library services in line with Public Libraries and Museums Act 1964. • To ensure the library service is cost effective and efficiently run. • To ensure that users of this library are supported to find alternative provision. • To ensure that no groups who share equality characteristics are disproportionately negatively affected by the proposals.
Corporate Director of Place	<ul style="list-style-type: none"> • To ensure the sufficiency of library services in line with Public Libraries and Museums Act 1964. • To ensure the library service is cost effective and efficiently run. • To ensure that users of this library are supported to find alternative provision. • To ensure that no groups who share equality characteristics are disproportionately negatively affected by the proposals.
Leader of the Council and Council Cabinet	<ul style="list-style-type: none"> • To ensure the sufficiency of library services in line with Public Libraries and Museums Act 1964. • To ensure the library service is cost effective and efficiently run.

	<ul style="list-style-type: none"> • To ensure that users of this library are supported to find alternative provision. • To ensure that no groups who share equality characteristics are disproportionately negatively affected by the proposals.
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A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment		Socio-economic status	
Marriage or civil partnership		Carers	
Pregnancy or maternity	✓	Community Cohesion	✓
Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	

STEP B) Consideration of information; data, research, consultation, engagement

B.1) Consideration of information and data - what have you got and what is it telling you?

<p>Harlington library operates within the school grounds of Harlington school and is predominantly used by secondary school students during termtime, Mon-Fri.</p> <p>35.8% of active user profiles are for young people aged 12-17.</p> <p>This shows that the main library use is among school students rather than the general residential population. Footfall figures also show the busiest periods aligning to the school day, with spikes in usage around the lunch period, sometimes more than doubling use compared to the previous hour. (It is worth noting that Harlington opens during the lunch period Mon-Fri, giving it longer opening hours than the majority of libraries in the borough).</p>
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If the school continues to deliver facilities to its students in the absence of a public library there would be minimal impact on most library users.

The majority of other active user profiles for age are significantly underrepresented at Harlington, including aged 60+, pre-school, residents aged 18-59, and primary aged children 4-7 profiles.

This also shows that the library is predominantly used by school students rather than the general residential population. In Financial Year 2022/23, Harlington library recorded high visits due to use by students, rather than by the general public. This is evidenced by footfall being highest during months not affected by school holidays, with August being by far the lowest month for visits.

Postcode mapping shows that 54.3% of active members of Harlington library live in Pinkwell ward. Over a third of the total active membership in the Pinkwell ward is in the 12-14 and 15-17 age profiles, again suggesting the largest group of members attend Harlington school. (It is worth noting that active membership denotes the branch someone registered at, and not necessarily the branch they use.) The majority of active members not in Pinkwell ward live in neighbouring wards.

Usage of the library by non-school students is among the lowest in the borough, while book borrowing is the lowest of any static library. In 2022/23, every library including the Mobile library recorded higher book borrowing than Harlington. This suggests that the closure of this site would not have as large an impact on residents compared to other locations in the borough.

Available data tells us 56.6% of active members of Harlington library are female, 39.2% are male and we do not have data for the remaining 4.2%. The gender split among school students 12-14 is more even, but other age profiles show more female than male library members. This shows the gender split among active members who are students is not representative of the general membership or population, and is perhaps more representative of school intake.

Whilst we do not collect the data for ethnicity on our library management system, we know from ward profiles and anecdotally that active users are broadly representative of the ward community in that the majority of users come from the ethnic groups Asian and Asian British. This group is potentially overrepresented when compared to the borough profile and therefore the proposals may have a disproportionately negative impact on this group. This group broadly intersects with the age ranges represented among active library users.

Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓

NO

YES ✓

A full public consultation was carried out between 1st March – 16th April 2023, targeted specifically at people who live, work or study in Pinkwell ward.

There were 87 responses, but three of these were from people who never use Harlington library. Of the 84 responses from people who use the library, the vast majority were residents or responding on behalf of a resident. 3 were students at the school and 2 worked or studied in the area.

The majority were aged 35-44 (28%), followed by equal amounts of people aged 45-54 and 65+ (17% each).

People from Asian/Asian British backgrounds were the main respondents to the consultation (46 of 87 responses, 53%), followed by White group (20 responses, 23%), Black (5 responses, 5.7%) and Mixed (2 responses, 2.2%).

60 respondents stated they were female (72%) and 22 male.

12 (14%) of the 84 people who use Harlington library and responded to the consultation stated they had a disability.

Just under half of respondents said that they would use the Mobile library, or would consider using the Mobile library, if the static library in Harlington closed. Over half said they would not.

When asked *How would transferring the services from Harlington to Botwell and West Drayton libraries affect you?* The majority of respondents cited inconvenience, but some cited difficulties due to age and/or disability. The 4 comments that explicitly allude to disability/age related difficulties are:

I would stop using the library as I have limited mobility and no car

I am 86 years old so this is a bit far for me

We are an older and disabled couple who would have difficulty getting to Botwell to use their services.

My mobility would make it difficult for me to use

B.3) Provide any other information to consider as part of the assessment

Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to

respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

A new five year Library Service Strategy recently went out for consultation as part of the Council’s transformation programme, with 5 ambitions:

1. Reading, Literacy and Culture
2. Health and Wellbeing
3. Improving digital services and inclusion
4. Information and learning
5. Sustainable service delivery

The fifth of these five ambitions link directly to the need for sound financial management as explained above. Ambitions 1-4 aim to support residents with access and provision of services, initiatives and promotions that enrich, empower and inform those who live, work or study in the borough.

C) Assessment

C.1) Describe any **NEGATIVE** impacts (actual or potential):

Equality Group	Impact on this group and actions you need to take
People with disabilities	<p>The closure of Harlington library will mean that people will have to travel further to their nearest library. This may disproportionately negatively impact on people with disabilities, specifically those with conditions affecting their mobility or those with learning difficulties or autism.</p> <p>The qualitative responses in the consultation affirm this for some residents.</p> <p>Having considered this potential negative impact and to mitigate against this, the following actions will be or have been taken:</p> <p>West Drayton library would be moved from a proposed Tier 4 library into a Tier 3, allowing for a late evening (7pm) closure and longer Saturday opening.</p> <p>The Mobile library currently makes 3 roadside stops in</p>

	<p>the Harlington area on a timetabled basis. These stops are within less than a mile of the current static library site, with a weekly stop in St Peters Way 0.6 miles from the library site. A further 3 stops are made in the UB3 postcode area within 1-2 miles of the current static library site.</p> <p>The Mobile library timetable will be reviewed if closure of the static library is confirmed and weekly stops will be increased to two per week, with the current Friday fortnightly stop reviewed in consultation with local residents to determine if a better roadside location can be found.</p> <p>Hillingdon library service provides a raft of online resources including downloadable eBooks and reference materials. Physical stock items can be browsed and reserved on the online catalogue or via the libraries app, and sent to the Mobile library or nearby static library for collection.</p> <p>Signposting information for other travel options for people with disabilities, such as Dial-a-Ride and the other local library options will be posted on the outside of the library once it is closed.</p> <p>There are also a number of libraries that are within a reasonably short distance from Harlington.</p> <p>The nearest alternative library (Botwell Green) is open 7 days per week and can be reached on a single step-free U4 bus from Pinkwell Lane in Harlington to Botwell Lane, very close to Botwell Green library. The journey takes approx 20 minutes (information from Google Maps).</p> <p>Yeading library is proposed to be open 6 days per week and can be reached on the 90 bus route from Pinkwell Lane.</p> <p>Other options to branches including Uxbridge, West Drayton and Yiewsley libraries can be accessed from bus stops close to the existing Harlington library site.</p>
<p>Older people</p>	<p>The closure of Harlington library will mean that people will have to travel further to their nearest library. This may disproportionately negatively impact on people with disabilities, specifically those with conditions affecting their mobility or those with learning difficulties or autism.</p> <p>The qualitative responses in the consultation affirm this for some residents.</p>

Having considered this potential negative impact and to mitigate against this, the following actions will be or have been taken:

West Drayton library would be moved from a proposed Tier 4 library into a Tier 3, allowing for a late evening (7pm) closure and longer Saturday opening.

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The Mobile library timetable will be reviewed if closure of the static library is confirmed and weekly stops will be increased to two per week, with the current Friday fortnightly stop reviewed in consultation with local residents to determine if a better roadside location can be found.

Hillingdon library service provides a raft of online resources including downloadable eBooks and reference materials. Physical stock items can be browsed and reserved on the online catalogue or via the libraries app, and sent to the Mobile library or nearby static library for collection.

Signposting information for other travel options for people with disabilities, such as Dial-a-Ride and the other local library options will be posted on the outside of the library once it is closed.

There are also a number of libraries that are within a reasonably short distance from Harlington.

The nearest alternative library (Botwell Green) is open 7 days per week and can be reached on a single step-free U4 bus from Pinkwell Lane in Harlington to Botwell Lane, very close to Botwell Green library. The journey takes approx 20 minutes (information from Google Maps).

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<p>Older people with disabilities</p>	<p>The closure of Harlington library will mean that people will have to travel further to their nearest library. This may disproportionately negatively impact on people with disabilities, specifically those with conditions affecting their mobility or those with learning difficulties or autism.</p> <p>The qualitative responses in the consultation affirm this for some residents.</p> <p>Having considered this potential negative impact and to mitigate against this, the following actions will be or have been taken:</p> <p>West Drayton library would be moved from a proposed Tier 4 library into a Tier 3, allowing for a late evening (7pm) closure and longer Saturday opening.</p> <p>The Mobile library currently makes 3 roadside stops in the Harlington area on a timetabled basis. These stops are within less than a mile of the current static library site, with a weekly stop in St Peters Way 0.6 miles from the library site. A further 3 stops are made in the UB3 postcode area within 1-2 miles of the current static library site.</p> <p>The Mobile library timetable will be reviewed if closure of the static library is confirmed and weekly stops will be increased to two per week, with the current Friday fortnightly stop reviewed in consultation with local residents to determine if a better roadside location can be found.</p> <p>Hillingdon library service provides a raft of online resources including downloadable eBooks and reference materials. Physical stock items can be browsed and reserved on the online catalogue or via the libraries app, and sent to the Mobile library or nearby static library for collection.</p> <p>Signposting information for other travel options for people with disabilities, such as Dial-a-Ride and the other local library options will be posted on the outside of the library once it is closed.</p> <p>There are also a number of libraries that are within a reasonably short distance from Harlington.</p> <p>The nearest alternative library (Botwell Green) is open 7 days per week and can be reached on a single step-free U4 bus from Pinkwell Lane in Harlington to Botwell Lane,</p>

	<p>very close to Botwell Green library. The journey takes approx 20 minutes (information from Google Maps).</p> <p>Yeading library is proposed to be open 6 days per week and can be reached on the 90 bus route from Pinkwell Lane.</p> <p>Other options to branches including Uxbridge, West Drayton and Yiewsley libraries can be accessed from bus stops close to the existing Harlington library site.</p>
Young Asian people aged 12-17	<p>The closure of Harlington library will mean that young people from Harlington School, the demographic of which is predominately Asian, who regularly use the library will no longer have access. This may disproportionately negatively impact this group.</p> <p>To mitigate against this, the school will be providing a dedicated school library facility, with stock and facilities specifically for their needs.</p>

C.2) Describe any **POSITIVE** impacts

Equality Group	Impact on this group and actions you need to take
Young Asian people aged 12-17	The closure of the library will mean that young people from Harlington school, the demographic of which is predominately Asian, who regularly use the library will benefit from a dedicated school library facility, with stock and facilities specifically for their needs.

D) Conclusions

We recognise that the removal of a public library affects those who visit it and work in it. In this case, the majority of users affected are not the general public but the students of the school.


If the school provide a library as a dedicated resource to their students, there should be no negative impact to the students, who are predominantly of Asian background.

We acknowledge that some users of Harlington library are from the general community, who are predominantly of Asian background, most likely using the branch after school hours and on Saturday.

The closure of the branch will be inconvenient to these users. However, usage data shows lower footfall outside of school/term times, and it is hoped residents make use of nearby libraries including Botwell Green and West Drayton.

The Mobile library will continue to visit the area, providing access to books for those who cannot travel.

Residents in many other parts of the borough do not have a library in their ward or at a short distance from their home, and make use of their nearest branch which could be over a mile away, as well as using the Mobile library service and online services. For those residents who are housebound, a Home Library Service operates, although this situation does not apply to those who responded to the consultation about Harlington library.

Signed and dated:... 04/05/2023

Name and position:...Perry Scott, Corporate Director of Place