

## Enfield Equality Impact Assessment (EqIA)

### Section 1 – Equality analysis details

<b>Title of service activity / policy/ strategy/ budget change/ decision that you are assessing</b>	<b>Draft Library Strategy</b>
<b>Team/ Department</b>	<b>Policy and Performance, Environment and Communities</b>
<b>Executive Director</b>	<b>Perry Scott</b>
<b>Cabinet Member</b>	<b>Cllr Ergin Erbil</b>
<b>Author(s) name(s) and contact details</b>	<b>Lucy Nasby</b>  <b>Policy and Performance Manager</b> <b>libraries.engagement@enfield.gov.uk</b>
<b>Committee name and date of decision</b>	<b>Full Council 27/02/2025</b>
<b>Date of EqIA completion</b>	<b>14.02.25</b>

<b>Name of Head of Service responsible for implementing the EqIA actions (if any)</b>	<b>Lee Shelsher</b>
<b>Name of Director who has approved the EqIA</b>	<b>Perry Scott</b>

<b>Is the service/policy/procedure/project etc new or old?</b>	<input checked="" type="checkbox"/> New <input type="checkbox"/> Old <input type="checkbox"/> Predictive <input type="checkbox"/> Retrospective
<b>Have the three limbs of section 149(1) of the Equality Act 2010 been specifically addressed?</b>	
<b>a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act.</b>	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
<b>b) Advance equality of opportunity between persons who share a relevant protected</b>	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

<p><b>characteristic and persons who do not share it.</b></p> <p><b>c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.</b></p>	<p><input checked="" type="checkbox"/> Yes      <input type="checkbox"/> No</p>
<p><b>Is there likely to be a particular disadvantage for each protected characteristic below?</b></p> <p><b>Age</b> This can refer to people of a specific age e.g. 18-year-olds, or age range e.g. 0–18-year-olds.</p> <p><b>Disability</b> A person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on the person’s ability to carry out normal day-day activities.</p> <p><b>Gender Reassignment</b> This refers to people who are proposing to undergo, are undergoing, or have undergone a process (or part of a process) to reassign their sex by changing physiological or other attributes of sex.</p> <p><b>Marriage and Civil Partnership</b> Marriage and civil partnerships are different ways of legally recognising relationships. The formation of a civil partnership must remain secular, where-as a marriage can be conducted through either religious or civil ceremonies. In the U.K both marriages and civil partnerships can be same sex or mixed sex. Civil partners must be treated the same as married couples on a wide range of legal matters.</p> <p><b>Pregnancy and maternity</b> Pregnancy refers to the condition of being pregnant or expecting a baby. Maternity refers to the period after the</p>	<p><input checked="" type="checkbox"/> Yes      <input type="checkbox"/> No</p> <p><input checked="" type="checkbox"/> Yes      <input type="checkbox"/> No</p> <p><input type="checkbox"/> Yes      <input checked="" type="checkbox"/> No</p> <p><input type="checkbox"/> Yes      <input checked="" type="checkbox"/> No</p> <p><input checked="" type="checkbox"/> Yes      <input type="checkbox"/> No</p>

birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

**Race**

Ethnicity, nationality or national origin e.g. people of different ethnic backgrounds including Gypsies and Travellers and Refugees/ Asylum Seekers

Yes

No

**Religion and belief**

Religion refers to a person's faith (e.g. Buddhism, Islam, Christianity, Judaism, Sikhism, Hinduism). Belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live.

Yes

No

**Sex**

Sex refers to whether you are a female or male.

Yes

No

**Sexual Orientation**

This refers to whether a person is sexually attracted to people of the same sex or a different sex to themselves. Please consider the impact on people who identify as heterosexual, bisexual, gay, lesbian, non-binary or asexual.

Yes

No

**Care Experience**

This refers to a person has spent 13 weeks or more in local authority care.

Yes

No

**Socio-economic deprivation**

This refers to people who are disadvantaged due to socio-economic factors e.g. unemployment, low income, low academic qualifications or living in a

Yes

No

deprived area, social housing or unstable housing.	
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The completed EqIA should be included as an appendix to relevant EMT/ Delegated Authority/ Cabinet/ Council reports regarding the service activity/ policy/ strategy/ budget change/ decision. Decision-makers should be confident that a robust EqIA has taken place, that any necessary mitigating action has been taken and that there are robust arrangements in place to ensure any necessary ongoing actions are delivered.

## Section 2 – Summary of proposal

Please give a brief summary of the proposed service change / policy/ strategy/ budget change/project plan/ key decision

**Please summarise briefly:**

What is the proposed decision or change?

What are the reasons for the decision or change?

What outcomes are you hoping to achieve from this change?

Who will be impacted by the project or change - staff, service users, or the wider community?

**What is the proposed decision or change?**

The library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff and volunteers to make a positive impact on people's lives in Enfield.

The library strategy is informed by analysis on the use of libraries; the varying needs of communities in different parts of the borough (population and deprivation data); the accessibility of our library buildings by different travel modes; feedback from the first phase engagement and second phase consultation with stakeholders; and the operating and maintenance costs of library buildings.

Under the Public Libraries and Museums Act 1964 local councils have a statutory duty to provide a 'comprehensive and efficient' library service for all people working, living or studying full-time in the area who want to make use of it. Enfield Council's current statutory library provision consists of 16 public libraries, together with the digital library service and a home library service. In addition to these 16 libraries, Angel Raynham library is also classified as a public library. However, it is located inside Raynham Primary School and is not accessible to the general public. It is not staffed by the Council's library service, has its own stock of books and the operating costs of this library are funded by Raynham Primary School.

To meet the Council's principles to deliver accessible and responsive services and be financially resilient, we have considered how our library service can be delivered

in a more efficient way, while ensuring that it continues to meet people's needs and is comprehensive. Therefore, the draft strategy recommends to:

- Retain the library service at Ordnance Unity Centre, Edmonton Green, Ponders End, Fore Street, Millfield House, Palmers Green, Enfield Town, Oakwood and Ridge Avenue.
- Retain the home library service and digital library service.
- Close Bullsmoor, Enfield Highway, Enfield Island Village, Bowes Road, Southgate, Winchmore Hill and John Jackson libraries.
- Formally declassify Angel Raynham located within the Primary School as a public library.

Whilst it is acknowledged that the majority of respondents to the consultation and engagement did not support the proposed closures of libraries. Officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget.

### **What are the reasons for the decision or change?**

The way people use and access our libraries has changed over the past 10 years. There is an increased digitalisation of services and new digital opportunities; there is an increasing need for warm public spaces in winter and cool public spaces in summer; and our libraries have become community hubs, offering a breadth of services and support. We have also maintained one of the highest number of libraries of any London borough, and far higher than the average across the capital.

The Council has also changed over the past 10 years. The way people interact with us and the way we deliver services has changed. We also face budget challenges – we are having to do more with less following over a decade of government underfunding, the impact of the Covid-19 pandemic, historic inflation and interest rate rises, and the ongoing cost of living crisis resulting in more residents needing our support.

There is an urgent need to do things differently so that we can continue to deliver accessible and responsive services for our diverse communities, whilst remaining financially resilient. To design a sustainable future library service that enables us to deliver on our 5 priorities, we have three underlying principles which have informed recommended changes to our library estate:

- Focusing resources in areas of greatest need
- Ensuring an accessible library service for everyone
- Delivering a financially resilient library service

#### *1) Focusing resources in areas of greatest need*

As part of the development of the library strategy we have looked at a series of indicators of need at ward level for each library, to determine the different levels of need in the populations living closest to each library. The combined indicators have been used to rank the 25 wards by level of need.

The ranking includes:

- Population demographics - This includes the number of younger people, older people, the percentage of households where English is no-one's first language and population density. <sup>1</sup>
  - Community safety - This includes the number of recorded criminal offences between April 2023 and March 2024. <sup>2</sup>
  - Health and disability - This includes the percentage of residents in good health and the percentage of residents with a disability. <sup>3</sup>
  - Deprivation - This includes percentage of children in low-income families, the percentage of children eligible for free school meals, the percentage of adults on unemployment benefits and universal credit, the percentage of households in fuel poverty and indices of deprivation. <sup>4</sup>
  - Educational attainment - This includes the percentage of children achieving expected literacy and reading standards, the percentage of children achieving grade 9-5 in GCSE English and Maths, and the percentage of adults with no qualifications. <sup>5</sup>
- Broadband coverage - The percentage of premises with broadband coverage above 30Mb/s. <sup>6</sup>

The combined indicators have been used to rank the 25 wards by level of local need. The highest level of local need on the criteria used is in wards that are in the east of the borough.

## *2) Ensuring an accessible library service for everyone*

As well as focusing on areas of greatest need, we must ensure that our library service is accessible to everyone.

We will retain 9 library hubs in the borough, this will mean that:

- 86% of residents live within a 25-minute walk from their nearest library
- 94% of residents live within a 20-minute public transport journey from their nearest library

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<sup>1</sup> The higher the number, the higher the number of younger people and older people, the higher the percentage of households where English is no-one's first language and the higher the population density.

<sup>2</sup> The higher the number, the higher the number of recorded criminal offences.

<sup>3</sup> The higher the number, the greater the level of ill health and disability. Refer to those in good health?

<sup>4</sup> The higher the number, the greater the level of deprivation.

<sup>5</sup> The higher the number, the lower the percentage of children achieving expected literacy and reading standards, the lower the percentage of children achieving grade 9-5 in GCSE English and Maths, and the higher the percentage of adults with no qualifications.

<sup>6</sup> The higher the number, the lower the number of premises with broadband coverage above 30Mb/s (so greatest level of 'digital need').?

- 95% of residents live within a 10-minute cycle ride from their nearest library
- 97% of residents live within a 10-minute car journey from their nearest library

We will retain libraries in areas with good transport connections across the borough and have focused resources in key shopping and leisure areas, as people are likely to travel to these areas for other reasons as well as to visit the library. All these libraries are within 137 metres of a bus stop and 5 of the libraries have car parking spaces (57 spaces overall).

We will update the library website with bus and train information, as well as local car parking arrangements, for each library.

For those who would prefer to access the library service online, we have a digital library service, which enables library users to access free e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their digital devices at their convenience.

If a resident has a mobility, disability or caring responsibility that would make it difficult to visit a library or access our library service, the Royal Volunteer Service can deliver services on our behalf to their home. There is no charge for this service and the Royal Volunteer Service visit our home library users once every two weeks.

### *3) Delivering a financially resilient library service*

The Council is under a duty to set a balanced budget but faces significant budget challenges after 10 years of government funding cuts and growing pressures. We know we face a budget gap over the next 5 years, so it is inevitable that savings will need to be made now and in years to come to set a balanced budget. In this context, we need to ensure our libraries are delivering accessible and responsive services in the best possible way to meet local need.

We have undertaken a review of our current library offer and developed an approach that intends to deliver a comprehensive library service for all those who live, work and study in the area, with reduced costs, by closing some of our libraries and matching the comparable offer by other London boroughs.

#### **What outcomes are you hoping to achieve from this decision or change?**

It is estimated that the closure of the 7 buildings will achieve an annual revenue saving in the range of £0.5 million to £0.56 million once fully implemented. These estimated savings are the operating costs and staffing posts for the buildings that will close. Additionally, the buildings also require maintenance work and by delivering the library service from fewer buildings, the Council will also be saving an estimated £4.8 million in future upkeep and maintenance costs over 10 years. It is estimated that the buildings could generate a capital receipt of between £3 million and £3.85 million.

The closure of the 7 library buildings will enable us to invest in our remaining libraries to ensure that they are attractive, comfortable and inspire a love of learning

and discovery. To ensure our buildings are modern, accessible and climate resilient, we need to invest over £3.5 million in our libraries over the next 10 years.

## Section 3 – Equality analysis

### Age

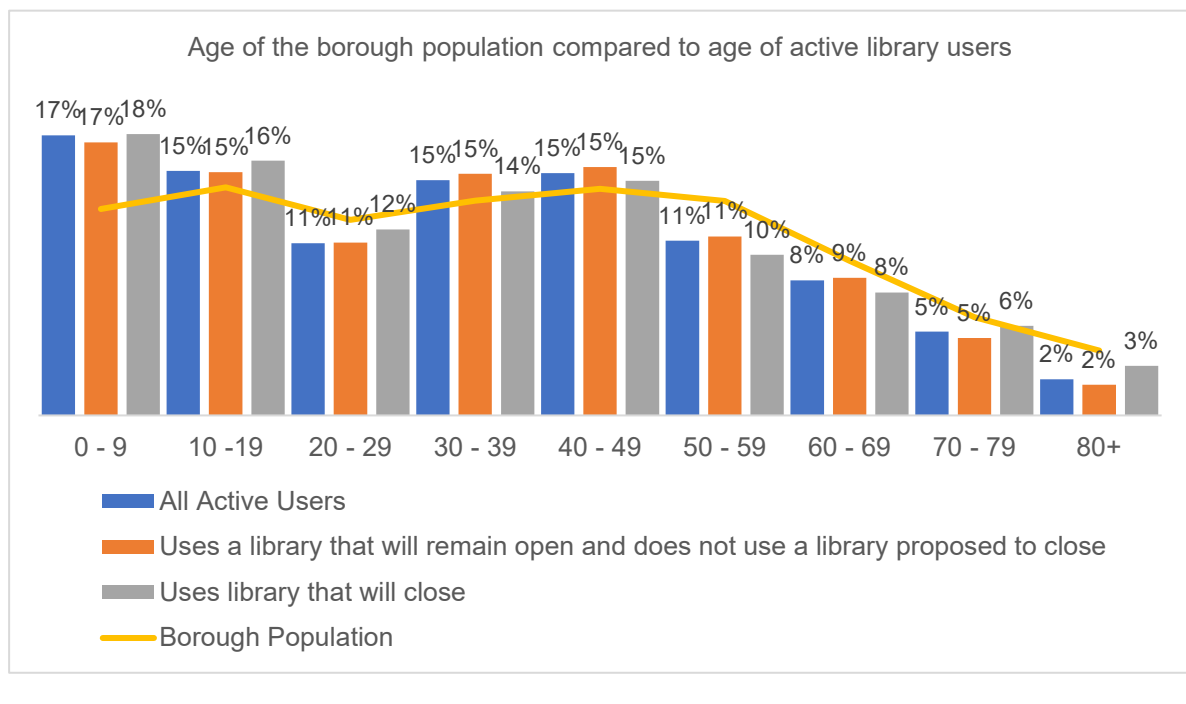
This can refer to people of a specific age e.g. 18-year-olds, or age range e.g. 0–18-year-olds.

#### Data analysis:

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people’s lives in Enfield.

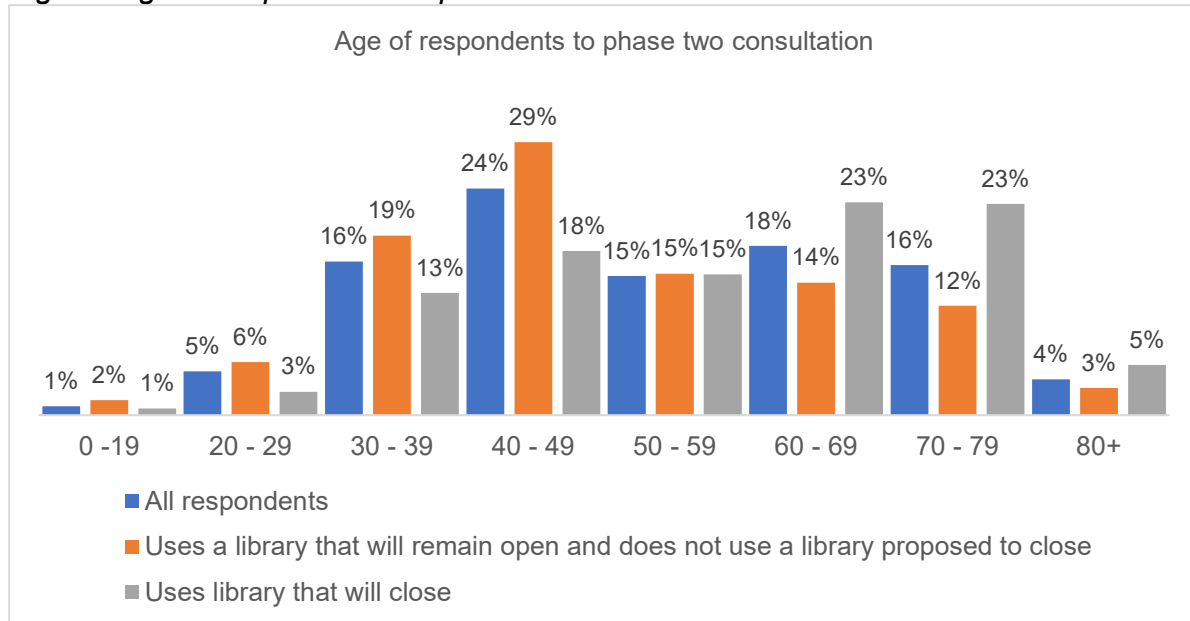
Overall, the age of the library users who used the libraries which will close and the age of the library users who used the libraries which will remain open are broadly in line. They are also broadly representative of the age of the borough’s population.





In the phase two consultation, the highest proportion of respondents who declared their age were aged 40-49 (24%) and 60-69 (18%). The highest proportion of respondents who declared their age and used the libraries that will close were aged 60-69 and 70-79 (23% respectively). The highest proportion of respondents who declared their age and used the libraries that will remain open were aged 40-49 (29%) and 30-39 (19%).

*Figure: Age of respondents to phase two consultation<sup>7</sup>*



The phase two consultation was under representative of respondents aged under 19, however we know that of 41% of respondents declared they were parents or carers of children and young people aged under 14.<sup>8</sup> In total, 50% of respondents who used a library which will close and 29% of respondents who used a library which will remain open were parents or carers of a child under 14.

**Bowes Road**

The highest proportion of active users are aged 0-19 years old (29%), which is higher than the proportion of the ward population in this age group (23%).

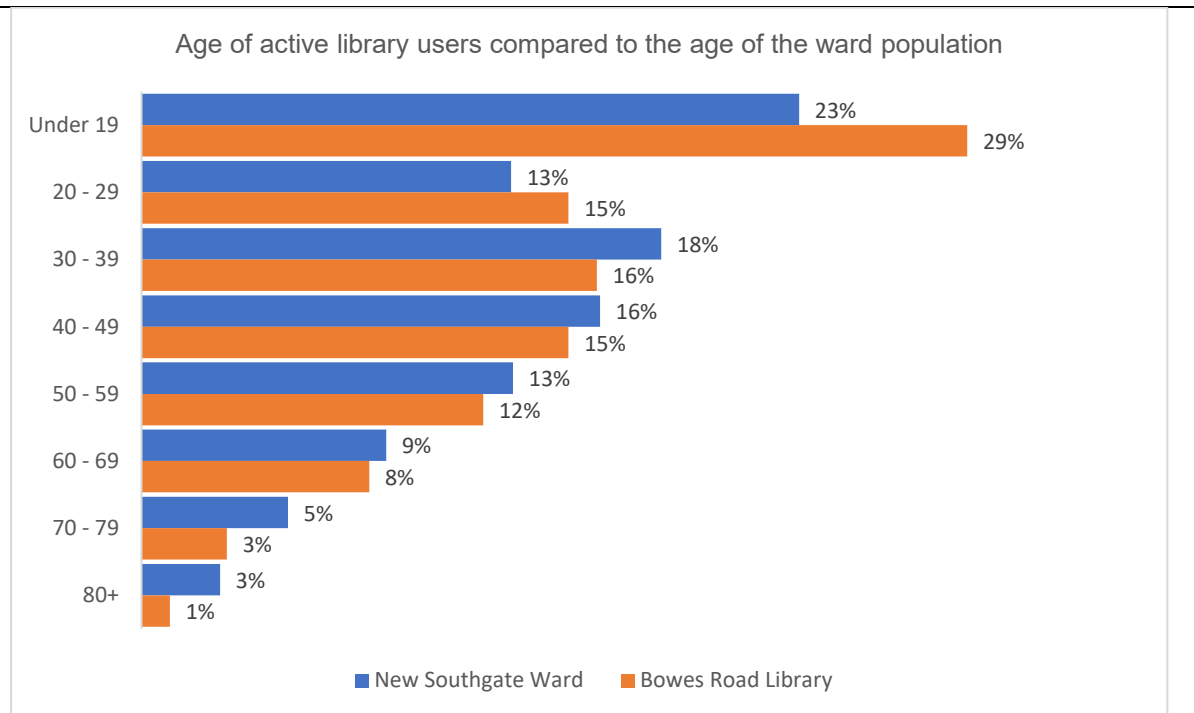
In the phase two consultation, 89 respondents who used Bowes Road Library declared their age. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Age of active library users compared to the age of the ward population<sup>9</sup>*

<sup>7</sup> Base: 1,558 responses

<sup>8</sup> Base: 1500 responses

<sup>9</sup> Base: 587 active users, 11,846 census



We also asked respondents whether they were parents or carers of children and young people aged under 14. Only 37 respondents who used Bowes Road declared they were parents or carers. This is also a small sample.<sup>10</sup>

There is one regular activity held at Bowes Road Library which is a Lego club for children aged 5-11, we will ensure this activity is transferred to Palmers Green Library.

### **Bullsmoor**

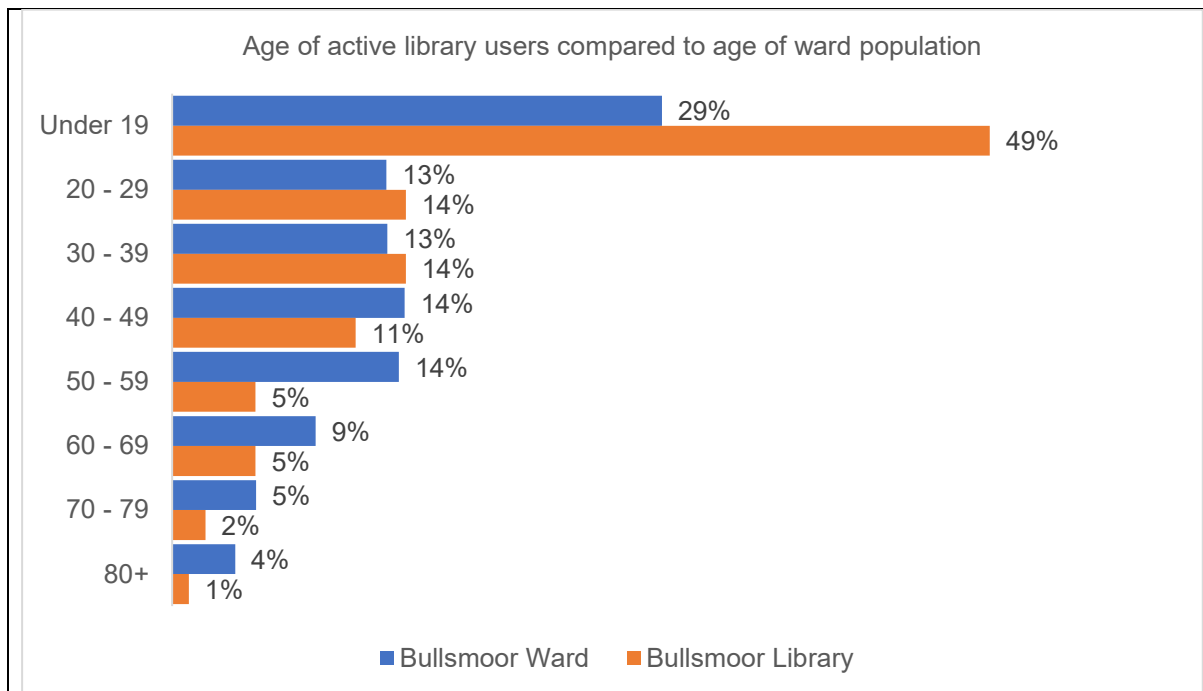
The highest percentage of active library users are aged 0-19 years old (49%), which is significantly higher than the proportion of 0-19-year-olds in the ward population (29%).

In the phase two consultation, 49 respondents who used Bullsmoor Library declared their age. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

Figure: *Age of active library users compared to age of ward population*<sup>11</sup>

<sup>10</sup> Base: 89 responses

<sup>11</sup> Base: 222 active users, 11,414 census



We also asked respondents whether they were parents or carers of children and young people aged under 14. Only 19 respondents who used Bullsmoor library declared they were parents or carers.

In 2023/24, the library was used by Honilands Primary School. Pupils at this school. The nearest alternative library is Ordnance Unity Centre, which is a 23-minute walk or 21-minute bus journey. This may not be considered a reasonable distance for the school to travel.

### **Edmonton Green**

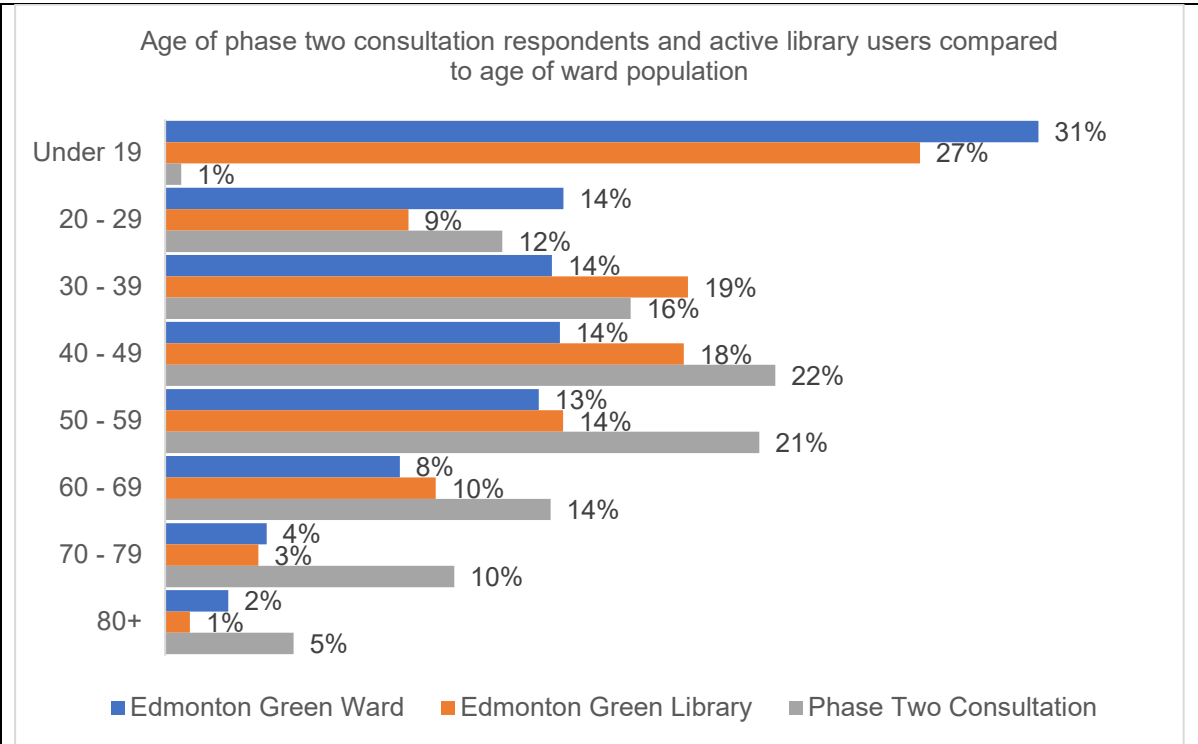
The ward has a higher population of children and young adults when compared to the borough population. However, children aged 0-19 are underrepresented as active library users at Edmonton Green when compared to the ward population (31% compared to 27%). The highest percentage of active library users are aged between 30–39 (19%), this is higher than the ward population in this age range (14%).

Of the respondents to the phase two consultation who used Edmonton Green Library and declared their age,<sup>12</sup> the highest proportion (22%) were aged 40-49 which is significantly higher than the proportion of ward population or active library users in this age group (14% and 18% respectively).

*Figure: Age of phase two consultation respondents and active library users compared to age of ward population<sup>13</sup>*

<sup>12</sup> Base: 176 respondents

<sup>13</sup> Base: 176 respondents, 8,068 active users, 16,728 census



The phase two consultation was under representative of respondents aged under 19, however we know that 33% (56) of respondents who used Edmonton Green library declared they were parents or carers of children and young people aged under 14<sup>14</sup>.

In 2023/24, Edmonton Green Library was visited by 12 primary schools. The library has capacity to support a further increase in usage by nearby schools and early years provision, and as part of the strategy we will increase our partnership working and outreach with schools and early years providers to support literacy development.

There are 6 regular events run at Edmonton Green Library. There are events aimed at children aged 0-11, young adults aged 16-17 and adults aged 18+. We look to further maximise activities and events held at Edmonton Green to respond to local need and demand.

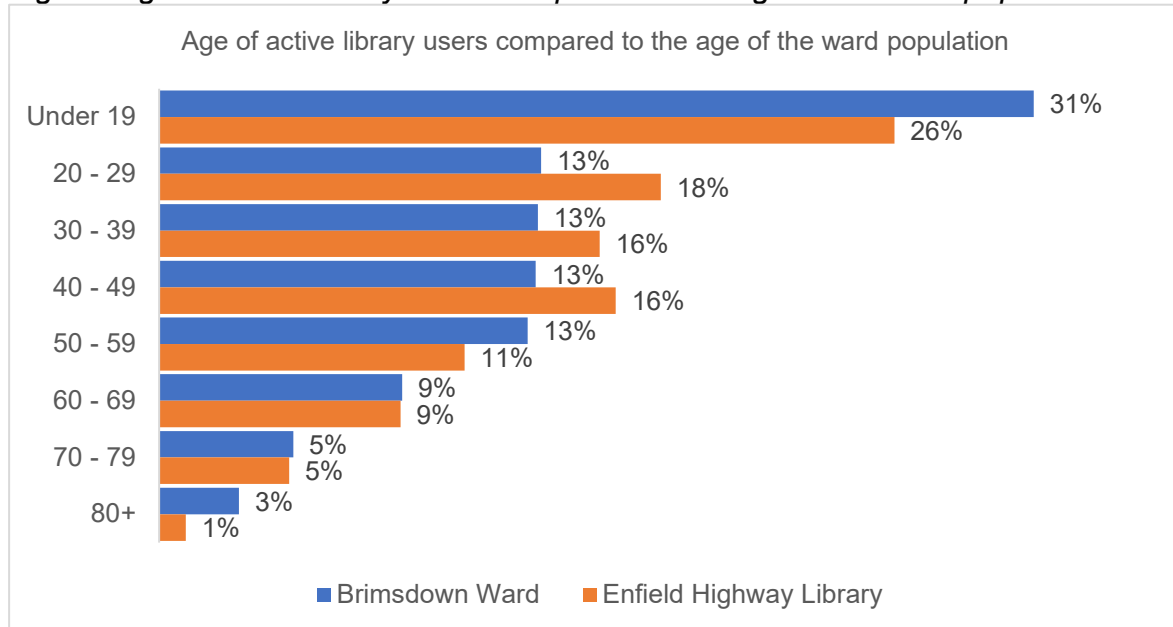
**Enfield Highway**

The highest percentage of active library users are aged 0-19-years-old (26%), which is lower than the percentage of 0-19-year-olds in the ward population (31%). The second highest percentage of active library users are aged 20-29-years-old (18%), which is higher than the percentage of 20-29-year-olds living in the ward (13%).

<sup>14</sup> Base: 168 responses

In the phase two consultation, 86 respondents who used Enfield Highway Library declared their age. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Age of active library users compared to the age of the ward population <sup>15</sup>*



We also asked respondents whether they were parents or carers of children and young people aged under 14. Only 34 respondents who used Enfield Highway declared they were parents or carers. This is a small sample.

In 2023/24, the library was used by St James Primary School. St James Primary school also used Ordnance Unity Centre Library which is a mitigating impact against the closure of Enfield Highway Library on this school.

**Enfield Island Village**

At Enfield Island Village Library, 38% of its active users are aged between 0-19 years old, which is higher than the ward population (32%).

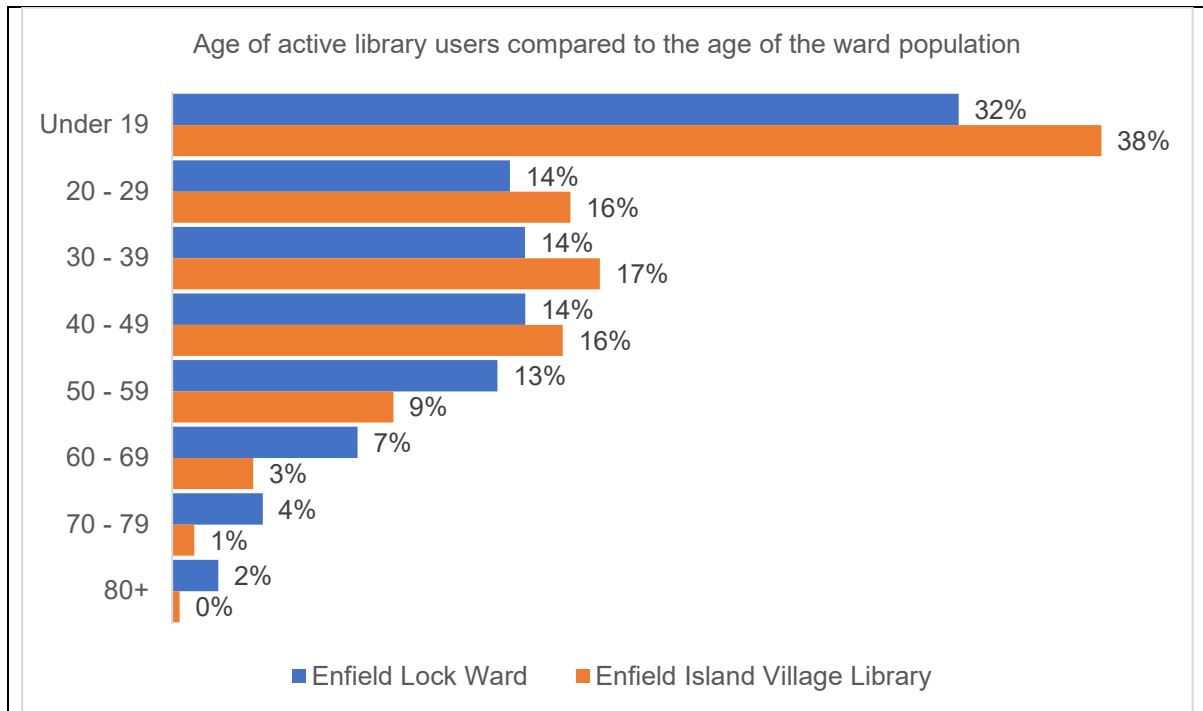
The library has a lower proportion of active users aged 70+ when compared to the ward population (1% compared to 6%).

In the phase two consultation, 63 respondents who used Enfield Island Village Library declared their age. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Age of active library users compared to the age of the ward population <sup>16</sup>*

<sup>15</sup> Base: 1,069 active users, 16,397 census

<sup>16</sup> Base: 362 active users, 17,709 census



We also asked respondents whether they were parents or carers of children and young people aged under 14. Only 21 respondents who used Enfield Island Village declared they were parents or carers.

In 2023/24, the library was visited by Fresh Steps Independent and SEMH school. The nearest alternative library is Ordnance Unity Centre, which is a 24-minute walk or 15-minute bus journey. This may not be considered a reasonable distance for the school to travel.

### **Enfield Town**

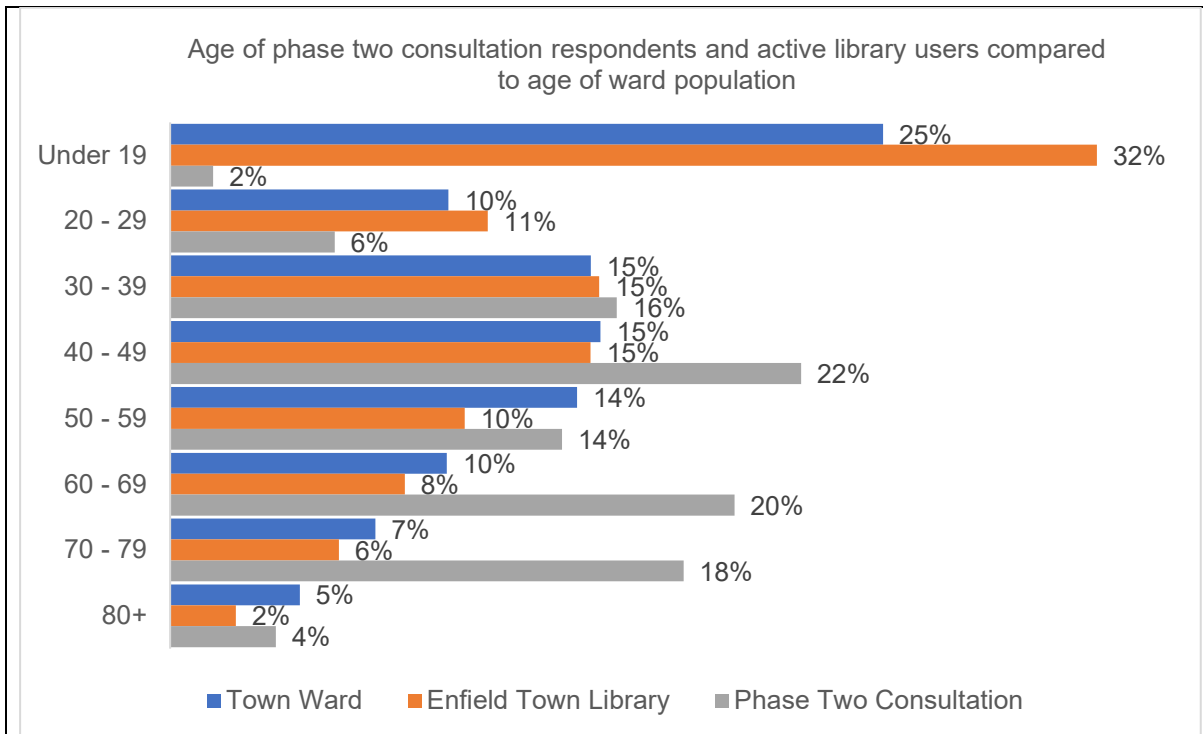
There is a low level of library usage among users aged 60+ (16%) compared to the proportion of the ward population aged 60+ (22%). There is a high level of library usage among 0-19-year-olds (32%) compared to the ward population (25%).

In the phase two consultation, 22% of respondents who declared their age were 40-49 and 20% were aged 60-69,<sup>17</sup> this is higher when compared to ward population and active library users in these age groups (15% and 15% and 10% and 8% respectively).

*Figure: Age of phase two consultation respondents and active library users compared to age of ward population<sup>18</sup>*

<sup>17</sup> Base: 730 responses

<sup>18</sup> Base: 730 respondents, 10,401 active users, 13,461 census



The phase two consultation was under representative of respondents aged under 19, however we know that 38% (272) of respondents declared they were parents or carers of children and young people aged under 14.<sup>19</sup>

In 2023/24, Enfield Town Library was visited by 10 primary schools. The library has capacity to support a further increase in usage by nearby schools and early years provision, and as part of the strategy we will increase our partnership working and outreach with schools and early years providers to support literacy development.

There are 17 regular events run at Enfield Town Library, which are aimed at all age groups. We look to further maximise activities and events held at Enfield Town to respond to local need and demand.

**Fore Street**

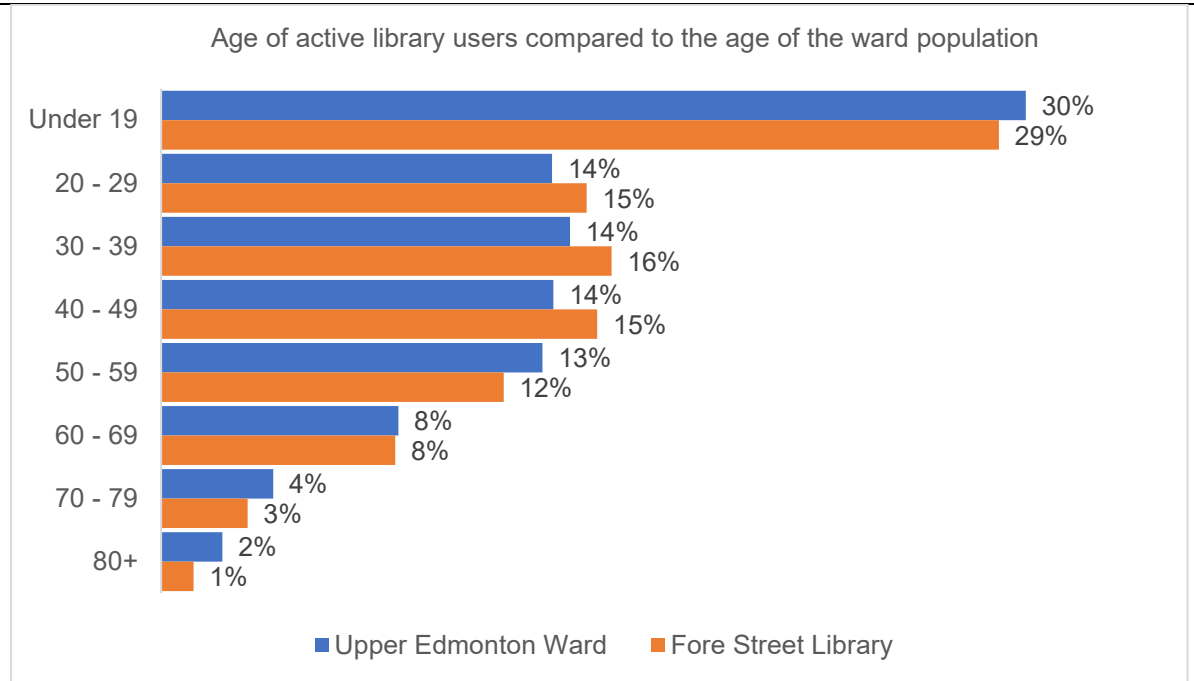
The highest percentage of users at Fore Street Library are aged 0-19-year-olds (30%), which is broadly representative of the ward population in this age group (29%).

In the phase two consultation, 66 respondents who used Fore Street Library declared their age. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Age of active library users compared to the age of the ward population<sup>20</sup>*

<sup>19</sup> Base: 707 responses

<sup>20</sup> Base: 1,581 active users, 16,306 census



We also asked respondents whether they were parents or carers of children and young people aged under 14. Only 16 respondents who used Fore Street library declared they were parents or carers. This is a small sample.

In 2023/24, Fore Street Library was visited by two primary schools and one nursery. The library has capacity to support a further increase in usage by nearby schools and early years provision, and as part of the strategy we will increase our partnership working and outreach with schools and early years providers to support literacy development.

There are 6 regular events run at Fore Street Library. There are the following events aimed at children aged 0-4, adults aged 18+, and all age groups. We look to further maximise activities and events held at Fore Street to respond to local need and demand.

**John Jackson**

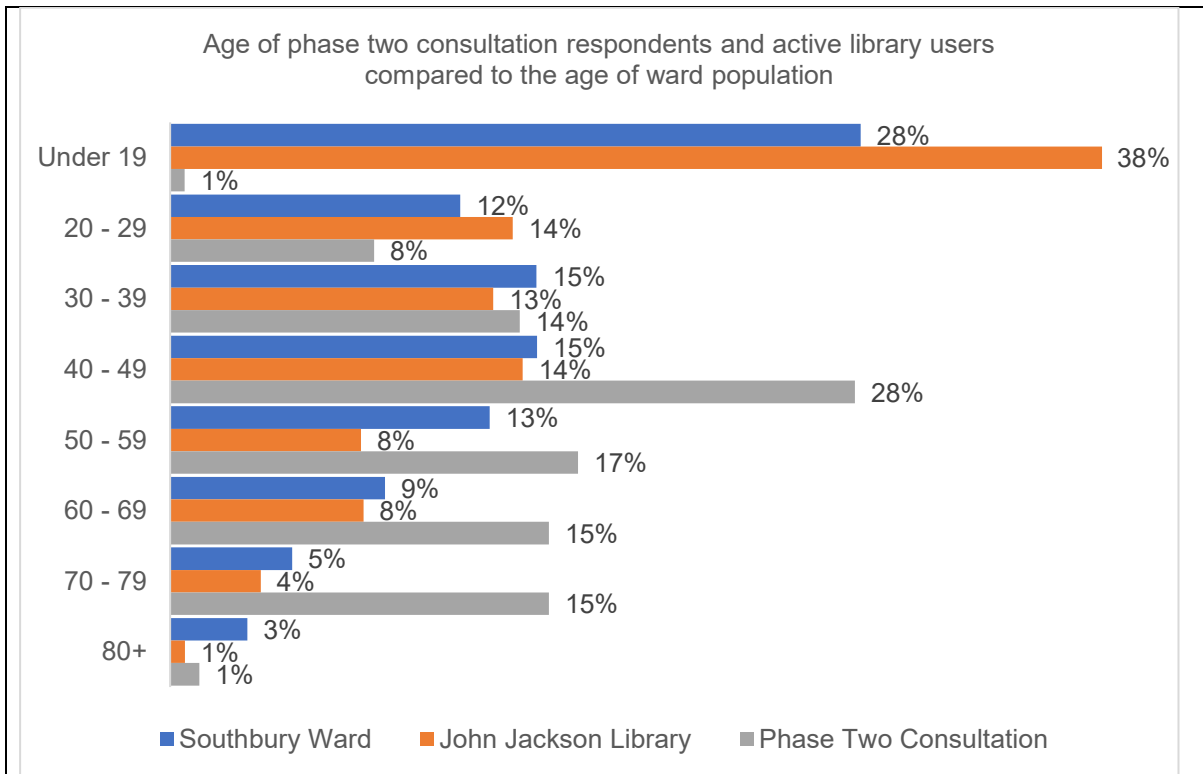
Library usage is highest among users aged 0-19 (38%), which is higher than the ward population aged 0-19 (28%).

Of the respondents to the phase two consultation, who used John Jackson library and declared their age, the highest proportion were aged 40-49 (28%) which is significantly higher when compared to ward population and active library users in this age group (15% and 14% respectively).

*Figure: Age of phase two consultation respondents and active library users compared to the age of ward population <sup>21</sup>*

<sup>21</sup> Base: 168 respondents, 809 active users, 15,645 census





We also asked respondents whether they were parents or carers of children and young people aged under 14. Only 69 respondents who used John Jackson declared they were parents or carers. This is a small sample.

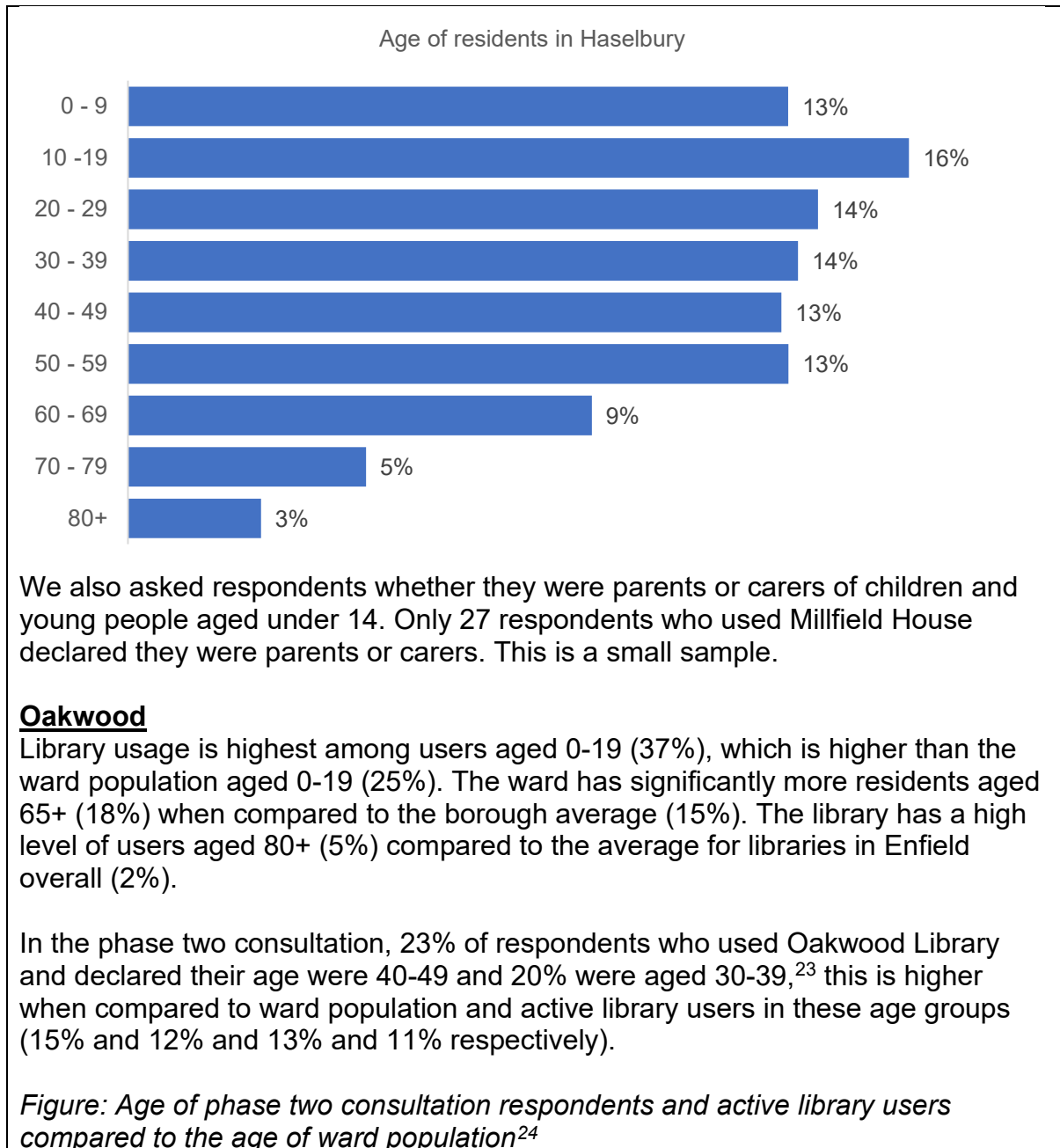
**Millfield**

The ward has relatively high levels of children and young people aged 0-19 (29%) compared to the borough population overall (27%). Furthermore, 17% of the ward are aged over 60, which is relatively lower than the borough population overall (19%)

Overall, 36 active library users and 56 respondents to the phase two consultation who used Millfield House Library declared their age. These are small samples and would not be proportionate to compare to the ward population.

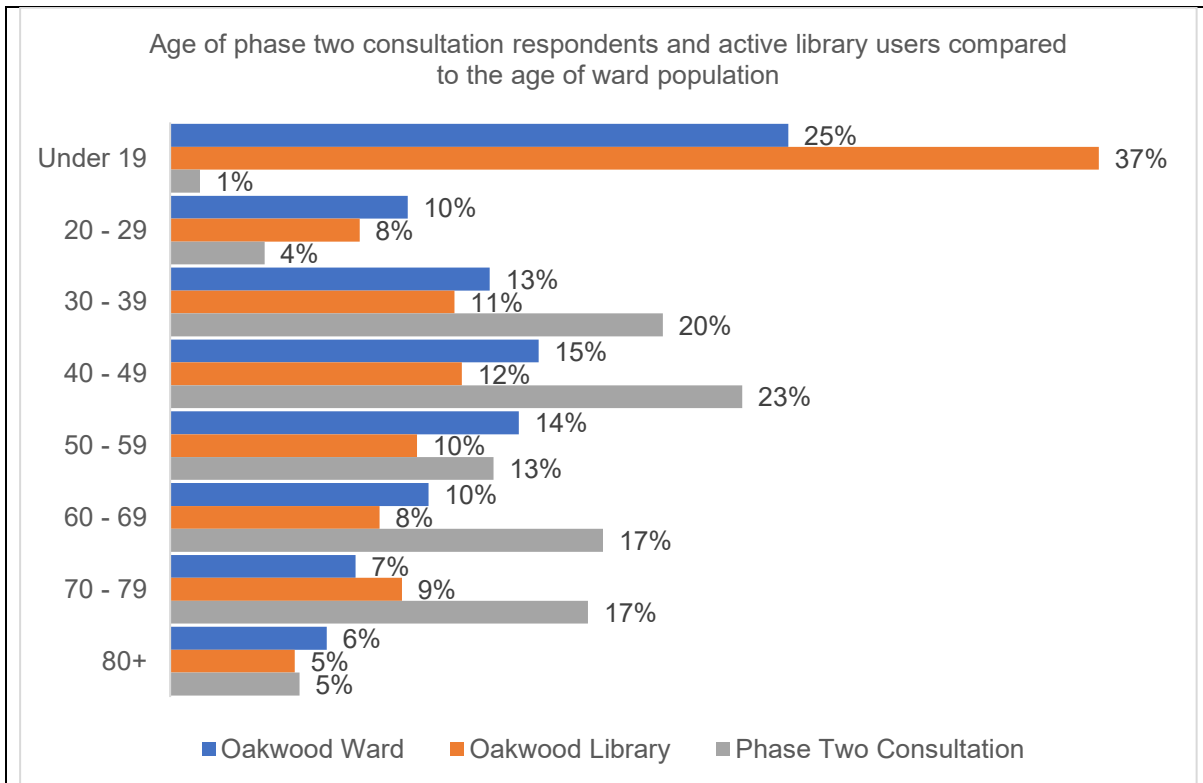
*Figure: Age of residents in Haselbury <sup>22</sup>*

<sup>22</sup> Base: 17,919 census



<sup>23</sup> Base: 501 responses

<sup>24</sup> Base: 501 respondents, 2408 active users, 8,702 census



The phase two consultation was under representative of respondents aged under 19, however we know that 47% (220) of respondents declared they were parents or carers of children and young people aged under 14.<sup>25</sup>

**Ordnance Unity Centre**

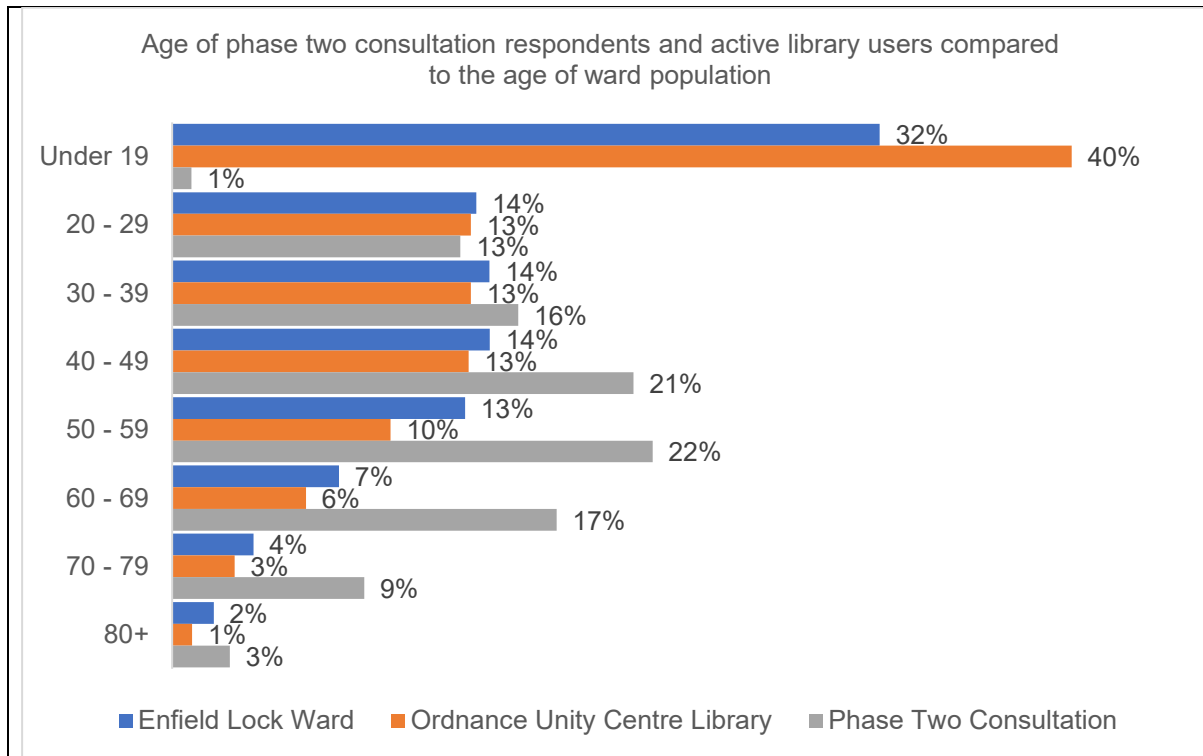
The highest percentage of active library users are aged 0-19 years old (40%), which is higher than the percentage of 0-19-year-olds living in the ward (32%). The lowest percentage of active users are aged over 70 years old (4%) which is lower than the ward’s population aged 70+ (6%). It should be further considered how the library can further engage older people in its services.

In the phase two consultation, 116 respondents who used Ordnance Unity Centre library declared their age. The highest proportion were aged 50-59 (22%) which is significantly higher when compared to ward population or active library users in this age group (13% and 10% respectively).

*Figure: Age of phase two consultation respondents and active library users compared to the age of ward population <sup>26</sup>*

<sup>25</sup> Base: 471 responses

<sup>26</sup> Base: 116 respondents, 3,817 active users, 17,709 census



The phase two consultation was under representative of respondents aged under 19, however we know that 30% (34) of respondents declared they were parents or carers of children and young people aged under 14.<sup>27</sup>

In 2023/24, Ordnance Unity Centre Library was visited by 5 primary schools. The library has capacity to support a further increase in usage by nearby schools and early years provision, and as part of the strategy we will increase our partnership working and outreach with schools and early years providers to support literacy development.

There are 9 regular events run at Ordnance Library, which are the events aimed at all age groups. We look to further maximise activities and events held at Ordnance Unity Centre to respond to local need and demand.

### **Palmers Green**

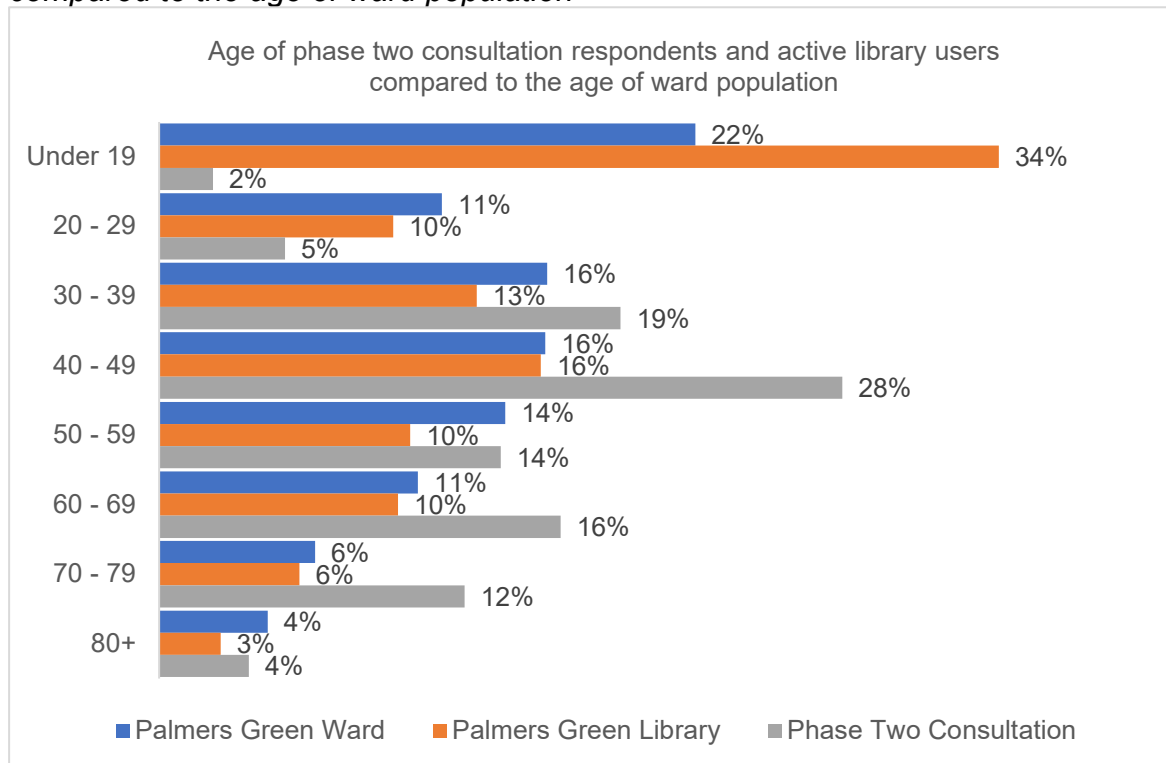
The ward has a lower proportion of residents aged 0-19 (22%) compared to the overall borough population (27%). However, there is a high level of library usage among 0-19-year-olds (34%).

Of the respondents to the phase two consultation who used Palmers Green Library and declared their age,<sup>28</sup> the highest proportion (28%) were aged 40-49. This is significantly higher when compared to ward population or active library users (16% respectively).

<sup>27</sup> Base: 112 responses

<sup>28</sup> Base: 411 respondents

**Figure: Age of phase two consultation respondents and active library users compared to the age of ward population<sup>29</sup>**



The phase two consultation was under representative of respondents aged under 19, however we know that 49% (193) of respondents declared they were parents or carers of children and young people aged under 14.<sup>30</sup>

In 2023/24, Palmers Green Library was visited by 8 primary schools. The library has capacity to support a further increase in usage by nearby schools and early years provision, and as part of the strategy we will increase our partnership working and outreach with schools and early years providers to support literacy development.

There are 8 regular events run at Palmers Green Library. There are events aimed at children aged 0-11, teens aged 12-15 and people of all ages. We look to further maximise activities and events held at Palmers Green to respond to local need and demand.

**Ponders End**

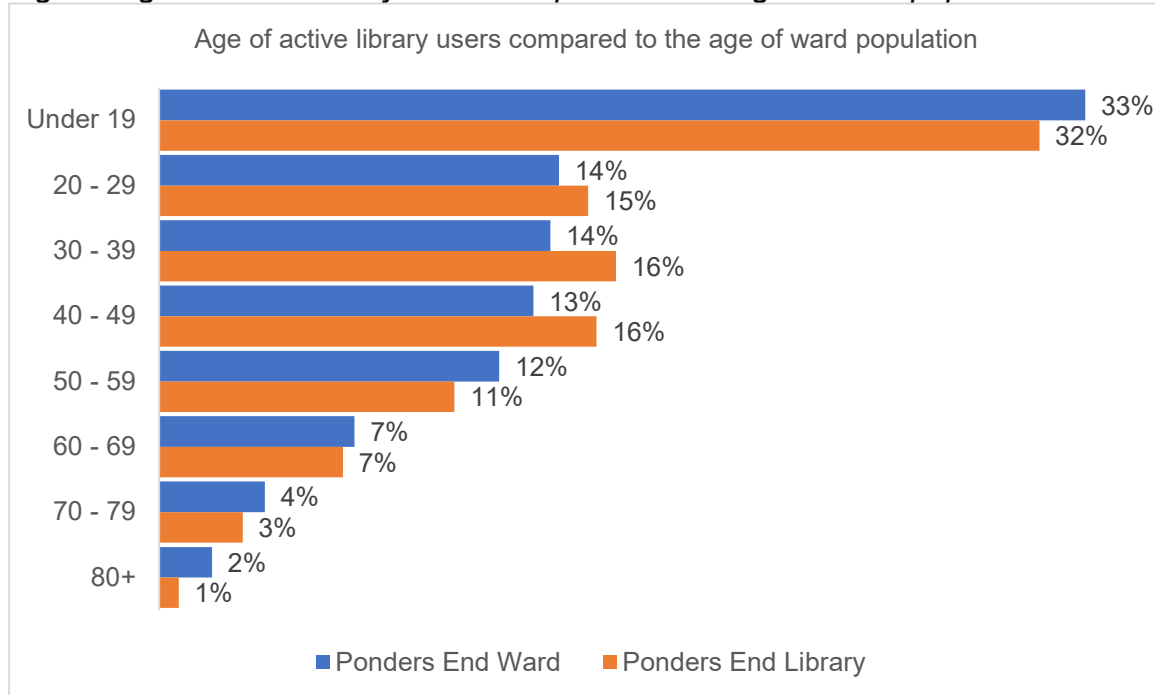
Ponders End ward has the highest percentage of children and young people aged 0-15 in the borough. The highest percentage of active users at Ponders End Library are 0-19 years old (33%) which is broadly the same as the ward population in this age group (32%). There is relatively low percentage of active users aged 60+ (11%), which is slightly lower than the ward population aged 60+ (13%).

<sup>29</sup> Base: 411 respondents, 5,052 active users, 10,727 census

<sup>30</sup> Base: 397 responses

Only 73 respondents to the phase two consultation who used Ponders End library declared their age. This is a small sample and would not be proportionate to compare to the ward population or active library users.

*Figure: Age of active library users compared to the age of ward population <sup>31</sup>*



We also asked respondents whether they were parents or carers of children and young people aged under 14. Only 29 respondents who used Ponders End library declared they were parents or carers. This is a small sample.

In 2023/24, Ponders End Library was visited by 3 primary schools. The library has capacity to support a further increase in usage by nearby schools and early years provision, and as part of the strategy we will increase our partnership working and outreach with schools and early years providers to support literacy development.

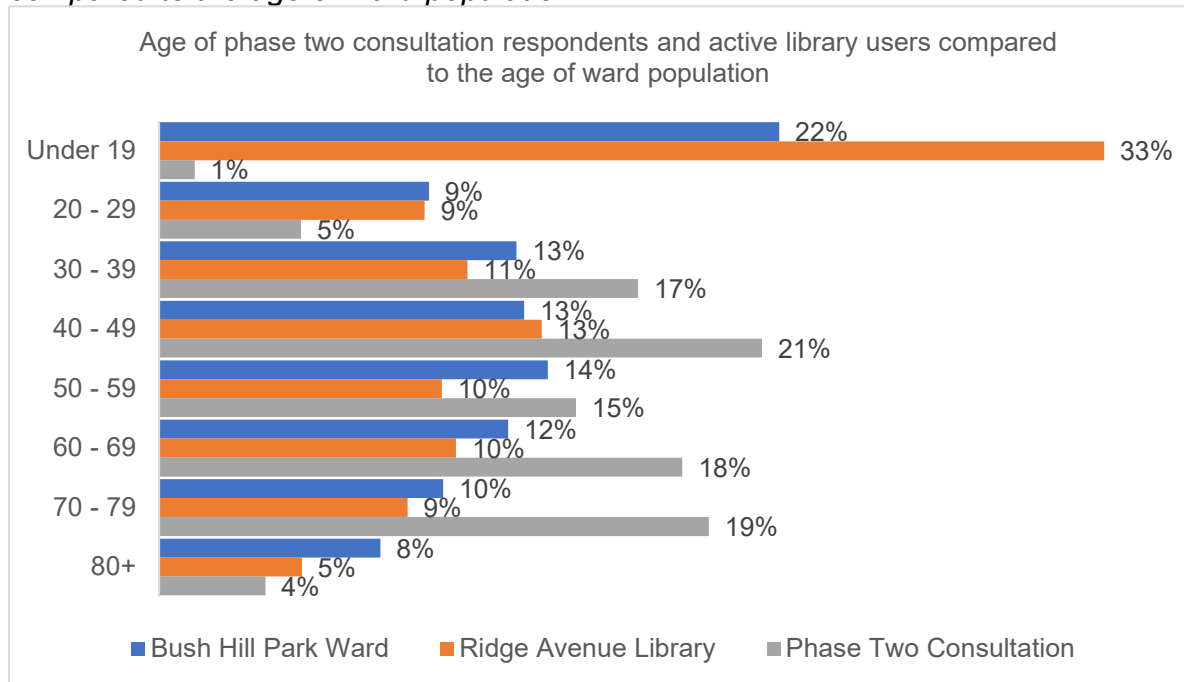
### **Ridge Avenue**

Bush Hill Park ward has a high proportion of residents aged 65+ (22%) compared to the borough averages (15%). However, there is a moderately low level of library usage among users aged 60+ (24%) compared to the ward population (30%). The ward has relatively few children and young people. However, the library has high proportions of active users aged 0-19 years old compared to the ward population (33% compared to 22%).

<sup>31</sup> Base: 1,367 active users, 13,766 census

In the phase two consultation, 21% of respondents who declared their age were 40-49 and 19% were aged 70-79,<sup>32</sup> this is higher when compared to ward population and active library users in these age groups (13% and 13% and 10% and 9% respectively).

*Figure: Age of phase two consultation respondents and active library users compared to the age of ward population<sup>33</sup>*



The phase two consultation was under representative of respondents aged under 19, however we know that 41% (129) of respondents declared they were parents or carers of children and young people aged under 14.<sup>34</sup>

**Southgate**

Library usage is highest among users aged 0-19 (29%), which is higher than the ward population aged 0-19 (24%).

In the phase two consultation, 24% of respondents who used Southgate Library and declared their age were 40-49 and 21% were aged 30-39,<sup>35</sup> this is higher when compared to ward population and active library users in these age groups (16% and 15% and 14% and 13% respectively).

*Figure: Age of phase two consultation respondents and active library users compared to the age of ward population<sup>36</sup>*

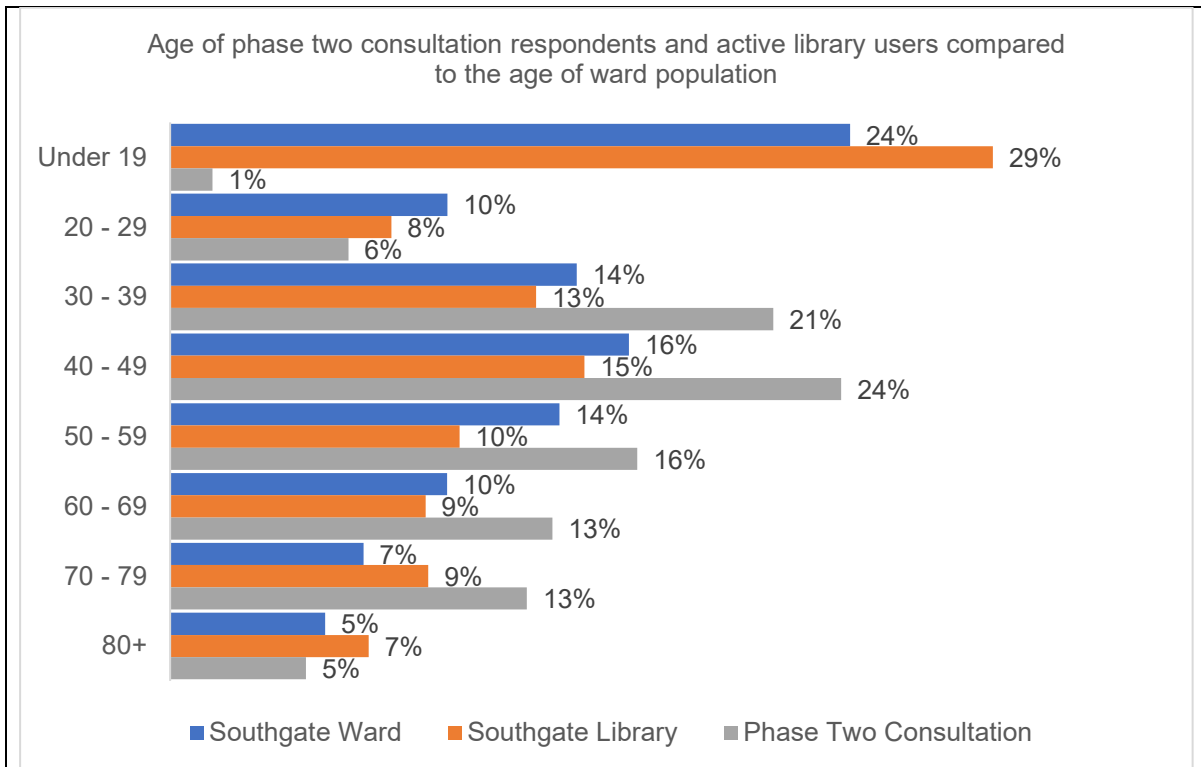
<sup>32</sup> Base: 322 responses

<sup>33</sup> Base: 322 respondents, 2,454 active users, 12,496 census

<sup>34</sup> Base: 314 responses

<sup>35</sup> Base: 334 responses

<sup>36</sup> Base: 1,965 active users, 14,391 census



The phase two consultation was under representative of respondents aged under 19, however we know that 47% (149) of respondents declared they were parents or carers of children and young people aged under 14.<sup>37</sup>

There is one event which is regularly held at Southgate Library which Art Journaling for all ages, which is ran by Age UK Enfield. We will work with this partner as part of the implementation of the library strategy to transfer, where possible, this event to alternative libraries.

### **Winchmore Hill**

Winchmore Hill ward has a significantly higher proportion of residents aged 60+ compared to the overall borough population (24% compared to 19%). However, library usage is relatively low among residents aged 60+ (15%) compared to the ward population (24%).

There are fewer children and young adults aged 0-19 in the ward compared to the borough population overall (23% compared to 27%). However, there is a high level of library usage among 0-19-year-olds (38%).

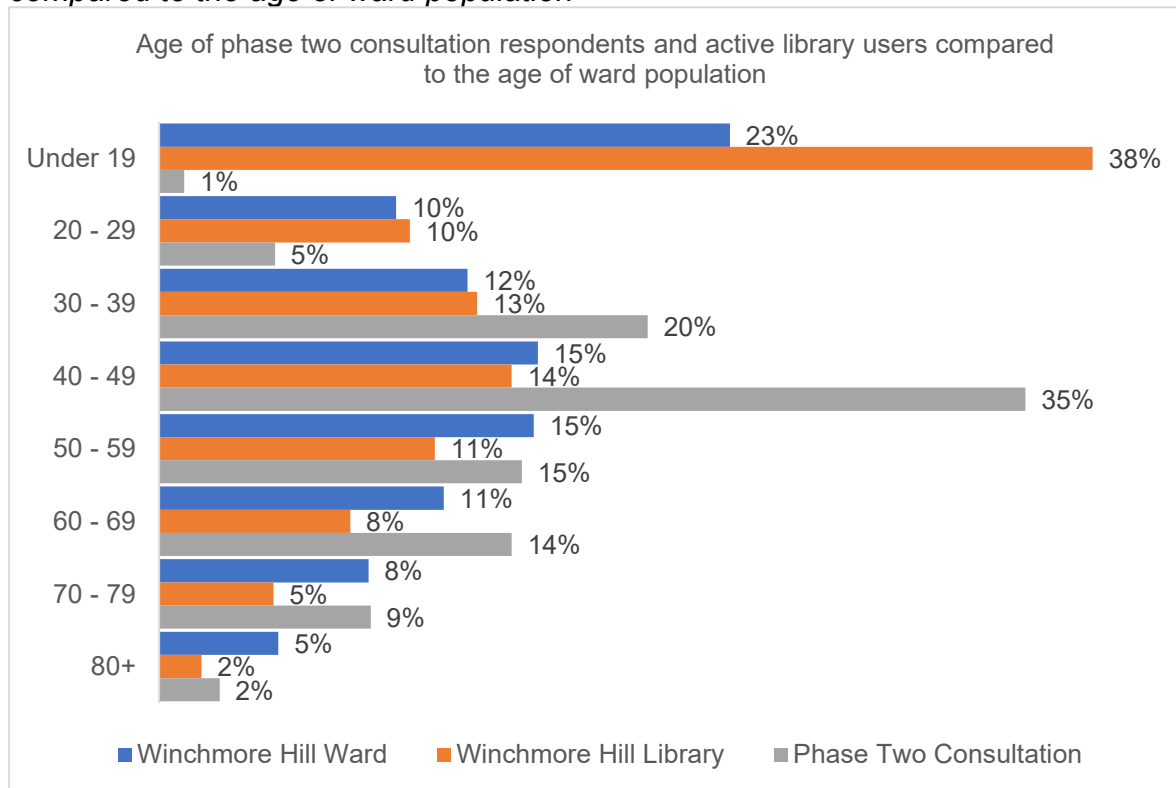
In the phase two consultation, 35% of respondents who used Winchmore Hill Library and declared their age were 40-49<sup>38</sup> this is higher when compared to ward population and active library users in these age groups (15% and 14% respectively).

<sup>37</sup> Base: 318 responses

<sup>38</sup> Base: 493 responses



**Figure: Age of phase two consultation respondents and active library users compared to the age of ward population<sup>39</sup>**



The phase two consultation was under representative of respondents aged under 19, however we know that 58% (276) of respondents who used Winchmore Hill library were parents or carers of children and young people aged under 14.<sup>40</sup>

**Digital Library**

The library does not collect equalities data on users of the digital library.

In the phase two consultation, the highest percentage of users of the digital library service were those aged 40-49 and 60-69 (25% and 18% respectively). This is considerably higher than the percentage of residents within the same age ranges in the borough (14% and 10% respectively).

The phase two consultation was under representative of respondents aged under 19, however we know that 36% (55) of respondents declared they were parents or carers of children and young people aged under 14.<sup>41</sup>

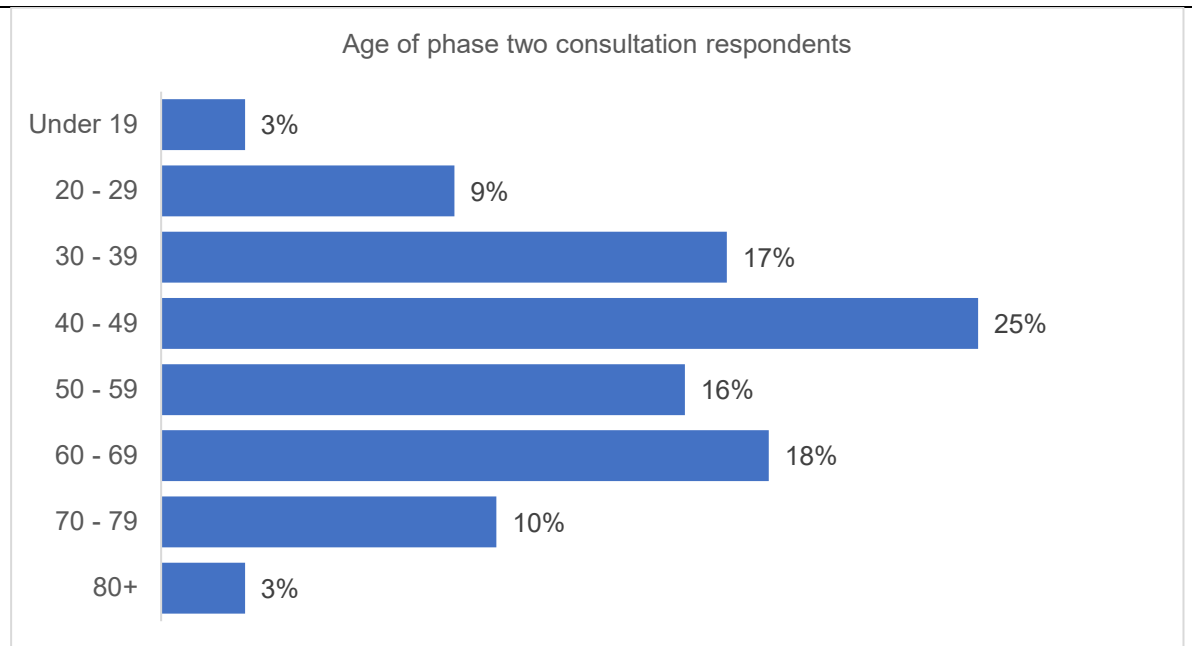
**Figure: Age of phase two consultation respondents<sup>42</sup>**

<sup>39</sup> Base: 493 respondents, 2,305 active users, 10,226 census

<sup>40</sup> Base: 477 responses

<sup>41</sup> Base: 154 responses

<sup>42</sup> Base: 158 respondents



### **Consultation**

In the consultation, respondents across all three age ranges; young adults<sup>43</sup>, middle aged<sup>44</sup> and senior<sup>45</sup> were most likely to be negatively impacted by the closure of Southgate (58%,<sup>46</sup> 54%<sup>47</sup> and 52%<sup>48</sup> respectively), Winchmore Hill (64%,<sup>49</sup> 66%<sup>50</sup> and 54%<sup>51</sup> respectively) and Oakwood (61%,<sup>52</sup> 58%<sup>53</sup> and 60%<sup>54</sup> respectively).

The impact across the three libraries on the different age groups was relatively similar, except for Winchmore Hill Library where senior respondents were less likely to say that the closure would have a negative impact on their household (54%) compared to young adults and middle-aged respondents (64% and 66% respectively).

Respondents who identified a negative impact on their household were then asked whether this could be mitigated. The most common response was that there are no mitigations to the negative impact of closures and the response rate for this question is similar across all age groups.

<sup>43</sup> Young adult respondents are classified as those aged 0-39

<sup>44</sup> Middle-aged respondents are classified as those aged 40-59

<sup>45</sup> Senior respondents are classified as those aged 60+

<sup>46</sup> Base: 274 responses

<sup>47</sup> Base: 427 responses

<sup>48</sup> Base: 366 responses

<sup>49</sup> Base: 271 responses

<sup>50</sup> Base: 458 responses

<sup>51</sup> Base: 365 responses

<sup>52</sup> Base: 278 responses

<sup>53</sup> Base: 431 responses

<sup>54</sup> Base: 399 responses

When asked if the proposed changes in opening hours worked for them, most respondents from the three age groups said that the opening hours worked well for them (46%<sup>55</sup>, 45%<sup>56</sup> and 49%<sup>57</sup>). Young adult respondents and middle-aged respondents were more likely than senior respondents to say that the proposed extensions in opening hours did not work for them (48% and 46% compared to 29%).

Respondents were then asked if the proposed extensions would make them more likely to use another library. 47% of both middle-aged and senior respondents said that the proposed extensions would make them more likely to visit another library.<sup>58</sup> This decreased to 43% for young adult respondents.<sup>59</sup> The most common library that all respondents were more likely to use was Enfield Town.

Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people of a specific age or age group (e.g. older or younger people)

Please provide evidence to explain why this group may be particularly affected.

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<sup>55</sup> Base: 349 responses

<sup>56</sup> Base: 606 responses

<sup>57</sup> Base: 583 responses

<sup>58</sup> Base: 612 (middle-age) and 592 (senior) responses

<sup>59</sup> Base: 352 responses

***Need to eliminate discrimination***

**Recommendation to retain Ordnance Unity Centre, Edmonton Green, Oakwood, Fore Street, Millfield House, Ponders End, Palmers Green, Enfield Town and Ridge Avenue libraries:**

We will retain 9 libraries maintaining the existing resources and improving the service offer. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because of their age.

We will retain 9 library hubs in the borough, this will mean that:

- 86% of residents live within a 25-minute walk from their nearest library
- 94% of residents live within a 20-minute public transport journey from their nearest library
- 95% of residents live within a 10-minute cycle ride from their nearest library
- 97% of residents live within a 10-minute car journey from their nearest library

We will retain libraries in areas with good transport connections across the borough and have focused resources in key shopping and leisure areas, as people are likely to travel to these areas for other reasons as well as to visit the library. All these libraries are within 137 metres of a bus stop and 5 of the libraries have car parking spaces.

**Recommendation to close Bullsmoor, Enfield Highway, Enfield Island Village, Bowes Road, Southgate, Winchmore Hill and John Jackson libraries:**

***Eliminate discrimination for children and young people as a result of proposed closures***

The closure of 7 libraries may place children and young people who use the libraries that are to close at a particular disadvantage, as they may not be able to use the services, to borrow books or as a safe study space. This could have a consequential impact on young people's literacy, reading and wellbeing. They can all access the libraries that are to remain open.

The closure of 7 libraries may also have a particular disadvantage on children and young people visiting these libraries with their primary school or early years' provision as a class visit. The 9 retained libraries have capacity to support a further increase in usage by nearby schools and early years provision, and as part of the strategy we will increase our partnership working and outreach with schools and early years providers to support literacy development.

Of the wards with libraries recommended for closure, there are relatively high levels of children aged 0-15 in Brimsdown (Enfield Highway Library), Bullsmoor (Bullsmoor Library) and Southbury (John Jackson Library) wards (24%, 23% and 23% of the ward populations respectively). Furthermore, in our review of local

need (Appendix 2), it was identified that Brimsdown and Bullmoor wards have lower levels of educational attainment.

*Eliminate discrimination for older people as a result of proposed closures*

The closure of 7 libraries may cause a greater risk of isolation and digital exclusion for older people living in those areas.

Nationally, we know that some groups are more likely to be digitally excluded,<sup>60</sup> this includes older people. The digital library can be an essential service for those who cannot access a physical library for any reason and gives access to a wide range of material. However, we recognise that the closure of some physical libraries may have a particular disadvantage for some older users, who may need assistance accessing the digital library service or are digitally excluded.

Older people will also be particularly disadvantaged if they must travel to other libraries. Some older people may find it difficult to travel to other libraries if they are required to walk or take a journey that requires them to change bus or train to get to a library. This may mean that older people are less likely to use the digital library service or may need assistance in doing so.

The wards with the highest proportions of residents aged 65+ are Bush Hill Park and Grange Park. Bush Hill Park ward has Ridge Avenue Library. Grange Park ward does not have a library, but borders Southgate, Winchmore Hill, Town and Bush Hill Park wards which have Southgate, Winchmore Hill, Enfield Town and Ridge Avenue libraries respectively. Of these libraries only Southgate and Winchmore Hill libraries are recommended for closure.

*Conclusion*

These proposals to close 7 libraries may place children and young people and the elderly at a particular disadvantage, as they may not be able to travel to alternative libraries. This could lead to a greater risk of social isolation and digital exclusion for older people and impact on children and young people's literacy, reading and wellbeing.

However, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures.

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60 NHS Digital Inclusion <https://digital.nhs.uk/about-nhs-digital/corporate-information-and-documents/digital-inclusion/what-digital-inclusion-is#:~:text=People%20likely%20to%20be%20digitally%20excluded,-90%25&text=Some%20sections%20of%20the%20population,people%20in%20lower%20income%20groups>

**Recommendation to retain the Home Library Service and Digital Library Service:**

We will retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

**Recommendation to formally declassify Angel Raynham as a public library:**

The declassification of Angel Raynham library as a public library is not expected to have any particular disadvantage on people of a specific age. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

***Need to advance equality of opportunity***

The library service already seeks to promote and advance equality of opportunity in its services through hosting events to encourage reading and improve literacy, particularly for our low-income families who are unable to access paid reading materials e.g. summer reading challenge and parent toddler reading groups. The library service also provides accessible spaces for older children to work in a quiet space and also with provision of access to computers for those who are socio-economically disadvantaged. The library service also caters for and encourages those who are isolated to access the community, to access warm spaces, access to large textbooks and to engage with becoming digitally enabled. The library service hosts diverse community groups to use library space to ensure that equality of opportunity is advanced. The EqIA acknowledges that children, young people and the elderly may be less likely to access the library service as a result of the closure of 7 libraries. Whilst this is likely to impact on their equality of opportunity the library service will continue to promote equality of opportunity in the remaining libraries as outlined above given their larger footprint and accessible locations across the borough to mitigate against any adverse impact. Further, mitigation through users linking into the use of the home library and digital library services enable the advancement of equality of opportunity to continue to be met.

***Need to foster good relations between different groups***

There are currently events run in our libraries for different age groups. The chart below summarises the different events and activities by age range:

	Under 5s	Children 5-11	Teens (12-15)	Young Adults (16-17)	Adults (18+)	All ages
Bowes Road		1				
Enfield Town	2	3		2	10	2
Edmonton Green	1	3		1	4	
Fore Street	1				1	3

Ordnance Unity Centre	1	3	1	2	3	3
Palmers Green	3	2	1		1	2
Southgate						1

5 of the libraries that we will retain currently run activities and events for different age groups. We will look to further maximise events and activities held and the 9 retained libraries to respond to local need and foster good relations between different age groups. There are 2 regular events held at two of the libraries proposed to close, (Southgate and Bowes Road). This may have a particular disadvantage on the age groups attending these libraries. We will work with these partners as part of the implementation of the library strategy to transfer, where possible, their services to alternative libraries.

**Mitigating actions to be taken**

**Alternative Libraries**

There will be a network of 9 libraries across the borough that are available for everyone to access. These libraries will be operating their updated opening hours from July 2025 and will be offering additional activities to serve additional demand such as rhyme times.

We will update the library website with bus and train information, as well as local car parking arrangements, for each library.

People aged over 60 and children under 10 are eligible for a free travel with an Oyster photocard, this enables them to travel for free on TFL services (for people aged 60+ this is from 09:00 weekdays and anytime on weekends or bank holidays). Children aged 11 to 16 can get an 11-15 Zip Oyster photocard which enables them to access free travel on buses and child rate pay as you go fares on the tube and overground. Similarly young people aged 16-17 and adults aged 18+ living in London and in full time education can get a 16+ Oyster zip photocard, which enables them to access free travel on buses and 50% off adult pay as you go fares on tube and overground. This will mitigate against the cost of travelling to alternative libraries for children, older people and students who are able to travel.

The library service will offer familiarisation visits to other libraries for older people and families with young children who may feel anxious about visiting new libraries. This could help them to feel welcome visiting other libraries, encourage them to attend groups and activities and to help with the adjustment to the loss of their familiar library space.

We will engage with existing groups running in libraries which will close to make alternative arrangements for their offer. We will work with these partners as part of the implementation of the library strategy to transfer, where possible, their services to alternative libraries.

**Ongoing Review of Library Service**

We will regularly review usage of our library service to ensure all ages are represented and served by our new model. This will include:

- Reviewing our programme of events and activities to ensure that there is a diverse range which caters for people of all ages.
- Consider ways to provide more flexible space in libraries, such as using meeting room spaces as study space in examination season.
- Reviewing how we are engaging with schools and early years providers and identifying how we can improve our partnership working to support literacy development.
- Reviewing how we are engaging with voluntary and community organisations and health partners and identifying how we can improve our partnership working to support residents of all ages, especially older residents and children and young people.
- Reviewing equalities data on the protected characteristics of library service users to see whether this is representative of ward / borough populations, to ensure that the library service is engaging residents of all ages.
- Reviewing opening hours to ensure they are at optimal times for communities.

### **Explore Providing Surplus Books to Schools and Early Years Settings Impacted by Library Closures**

During the second phase consultation, we received a high level of responses raising concerns about the impact of the proposed closures of schools and early years settings, and the impact on children's literacy levels. We will ask schools and early years setting who are located near libraries recommended to close if they would like surplus books to create their own school library service.

### **Digital Library**

We have a digital library service, which enable library users to access 24/7 free e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their digital devices at home.

Some individuals with this protected characteristic may need assistance to be able to access e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their own devices. This support can be provided through the libraries and through partnerships working to direct people to the provision.

This will mitigate the impact of the closure of the 7 libraries on users who are able to access the digital library service at home.

### **Library Consortium**

Enfield library users can use their library cards at 22 local authorities' libraries, including neighbouring authorities: Waltham Forest, Haringey and Essex. This means that residents will be able to access a wide variety of libraries at their convenience.

### **Home Library Service**



If a resident faces significant difficulties in visiting an alternative library, the Royal Volunteer Service can deliver services on our behalf to their home. There is no charge for this service and the Royal Volunteer Service visit our home library users once every two weeks.

### **Disability**

A person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on the person's ability to carry out normal day-day activities.

This could include physical impairment, hearing impairment, visual impairment, learning difficulties, long-standing illness or health condition, mental illness, substance abuse or other impairments.

### **Data Analysis:**

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people's lives in Enfield.

Around 83.9% of residents in Enfield report that they are in good or very good health. While this is higher compared to England overall (81.7%) it is lower than the average across London (85.6). Over two thirds of our wards have a lower percentage of adults in good or very good health compared with London overall.

Additional health data<sup>61</sup> tells us that residents in Enfield are particularly affected by the following health conditions:

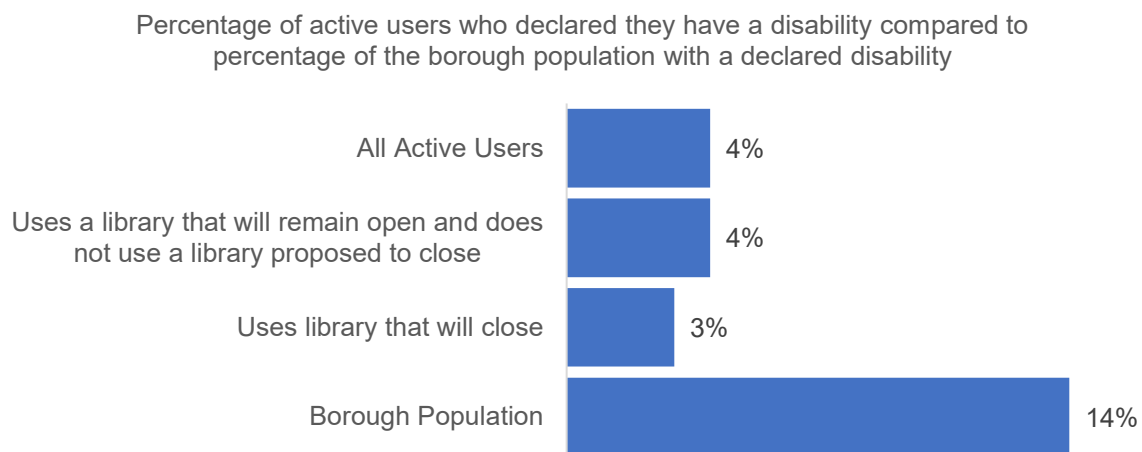
- In 2021/22, 8.4% of adults (aged 17 and over) were recorded as having diabetes in Enfield, the eighth highest in London. It is higher than both the London average of 6.7% and the England average of 7.3%.
- One of the most common long-term conditions is hypertension, which often presents no symptoms but is a major risk factor for stroke, cardiovascular disease, kidney disease and dementia. In 2021/22, 12.8% people in Enfield were recorded as having hypertension, the sixth highest in London. It is higher than the London average of 10.6%.
- As of 2020, 5% of adults over 65 have been diagnosed with dementia – the highest prevalence in London, and higher than the rate for England.

<sup>61</sup> [Enfield Borough Profile, 2023](#)

At the 2021 Census, 44,876 Enfield residents (14%) reported a long-term health problem or disability, this is significantly higher than the proportion of library users who declared they were disabled (4%).

Overall, a slightly higher proportion of users who have declared they are disabled (4%) use the libraries that will remain open, compared to the libraries which will close (3%).

*Figure: Percentage of active users who declared they have a disability compared to percentage of the borough population with a declared disability<sup>62</sup>*



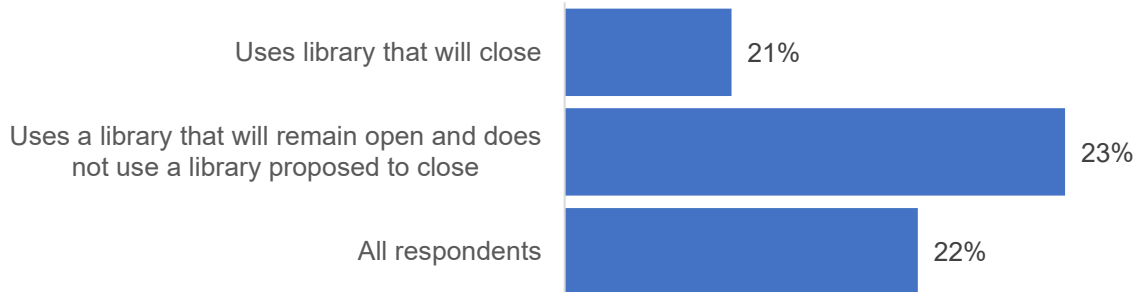
In our phase two consultation, 22% of respondents declared they have a physical or health condition lasting or expected to last for 12 months or more. Of those respondents who used the libraries that will close, 21% declared they have a physical or health condition lasting or expected to last for 12 months or more, this is lower than the proportion of respondents who declared they have a disability and used the libraries that will remain open (23%).

*Figure: Percentage of phase two consultation respondents who declared they have a disability<sup>63</sup>*

<sup>62</sup> Base: 44,876 borough population, 42,492 active users

<sup>63</sup> Base: 1,465 responses

Percentage of phase two consultation respondents who declared they have a disability



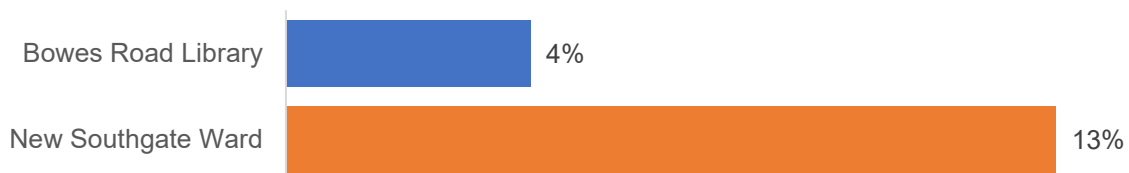
### **Bowes Road**

The ward has average levels of disability (13%), but the library has a low level of active users with a declared disability (4%), however, this is in line when compared to the active users at all the libraries in Enfield who have declared a disability (4%).

In the phase two consultation, 89 respondents who used Bowes Road Library declared whether they had a disability. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Percentage of active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>64</sup>*

Percentage of active library users with a declared disability compared to the percentage of the ward population with a declared disability



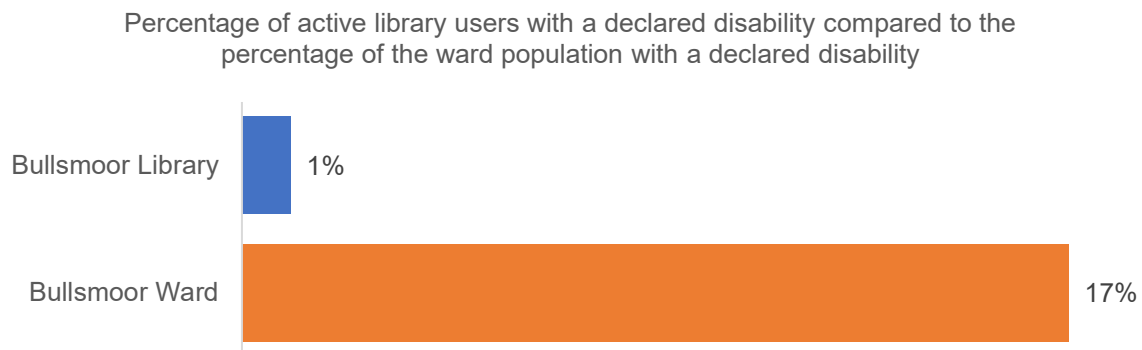
### **Bullsmoor**

Using 2021 Census data, it is estimated that 17% of residents in Bullsmoor have a disability. Bullsmoor has the highest disability rate for the borough. However, Bullsmoor library has low levels of active users with a declared disability (1%) in comparison to other libraries in Enfield.

In the phase two consultation, 43 respondents who used Bullsmoor library declared whether they had a disability. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

<sup>64</sup> Base: 587 active users, 11,846 census

*Figure: Percentage of active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>65</sup>*

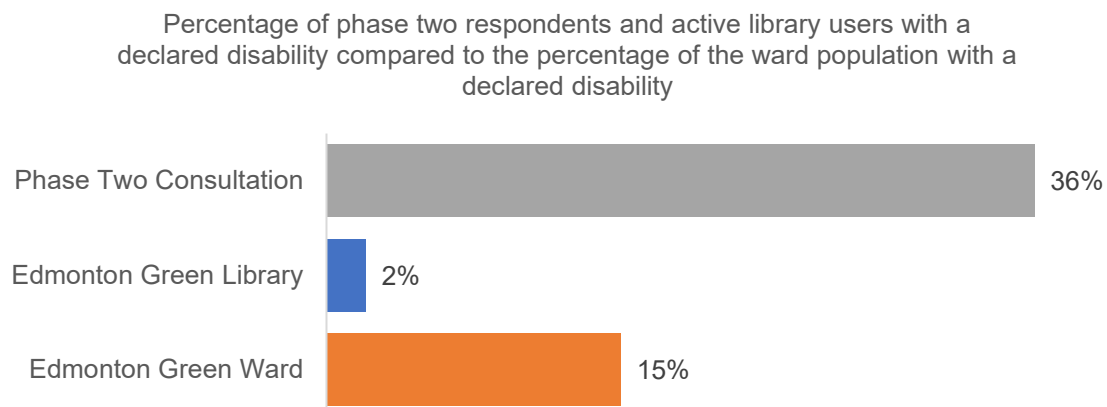


**Edmonton Green**

There is a relatively high number of disabled residents in the ward (15%), but low levels of library users with a declared disability (2%).

Of the respondents to the phase two consultation who used Edmonton Green Library and declared their protected characteristics, 36% declared they had a disability. This is significantly higher than the proportion of the ward population and active library users who have a declared disability.

*Figure: Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>66</sup>*



**Enfield Highway**

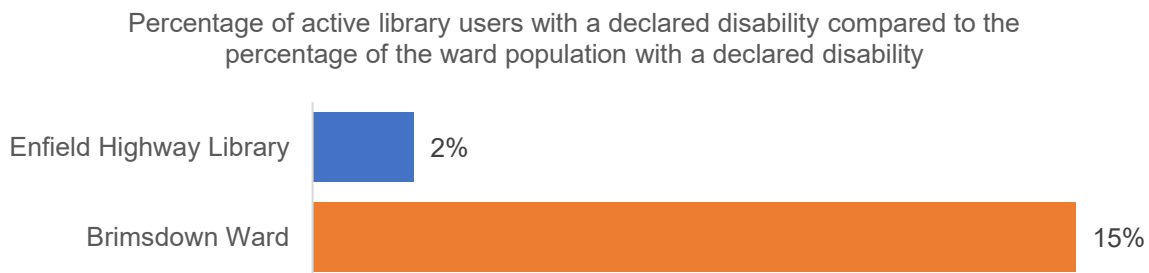
Using 2021 Census data, it is estimated that 15% of residents in Brimsdown have a disability. However, Enfield Highway has low levels of active users with a declared disability (2%).

<sup>65</sup> Base: 222 active users, 11,454 census

<sup>66</sup> Base: 169 respondents, 8068 active users, 17,126 census

In the phase two consultation, 82 respondents who used Enfield Highway Library declared whether they had a disability. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Percentage of active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>67</sup>*

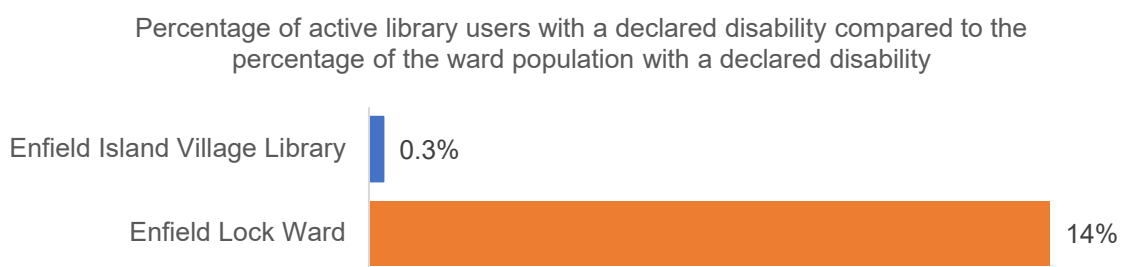


### **Enfield Island Village**

Using 2021 Census data, it is estimated that 14% of residents in Enfield Lock have a disability. However, Enfield Island Village has very low levels of active users with a declared disability (0.3%).

In the phase two consultation, 60 respondents who used Enfield Island Village library declared whether they had a disability. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Percentage of active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>68</sup>*



### **Enfield Town**

The ward has average levels of disability (13%), but the library has a low level of active users with a declared disability (5%). However, this is higher than the average for other libraries in Enfield (4%).

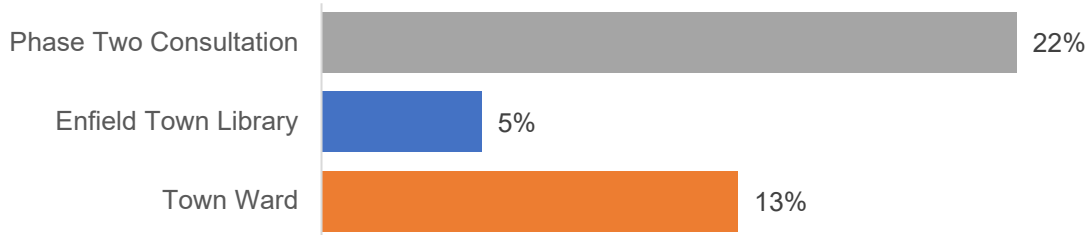
Of the respondents to the phase two consultation who used Enfield Town Library and declared their protected characteristics, 22% declared they had a disability. This is significantly higher than the proportion of the ward population and active library users who have a declared disability.

<sup>67</sup> Base: 1,069 active users, 16,429 census

<sup>68</sup> Base: 362 active users, 17,805 census

*Figure: Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability <sup>69</sup>*

Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability



**Fore Street**

Upper Edmonton has average rates of disability (13%), and the library has very low levels of active users with a declared disability (2%).

In the phase two consultation, 61 respondents who used Fore Street library declared whether they had a disability. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Percentage of active library users with a declared disability compared to percentage of the ward population with a declared disability <sup>70</sup>*

Percentage of active library users with a declared disability compared to percentage of the ward population with a declared disability



**John Jackson**

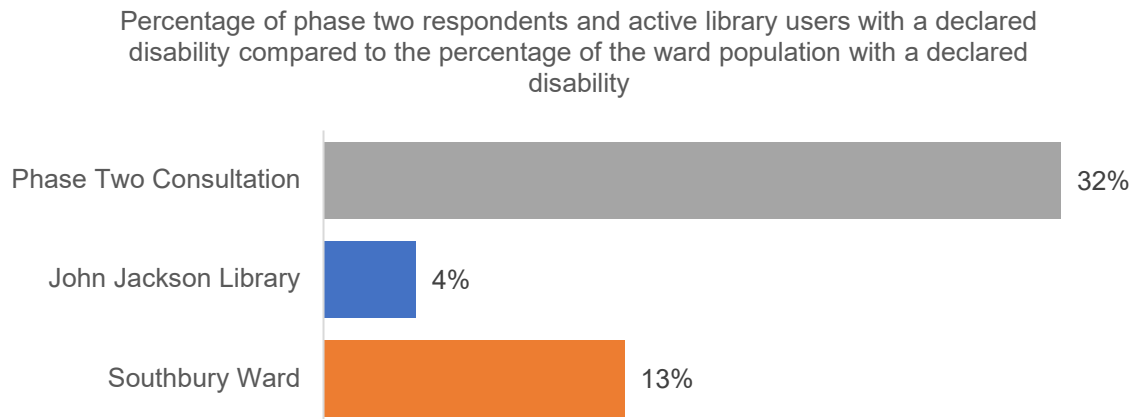
The ward has average levels of disability (13%), but the library has a low level of active users with a declared disability (4%), however this is in line with the average for the other libraries in Enfield for active users (4%).

In the phase two consultation, 32% of respondents who said they used John Jackson declared that they have a disability. This is significantly higher than the ward population and active library users.

<sup>69</sup> Base: 687 responses, 10,401 active users, 10,400 census

<sup>70</sup> Base: 1,581 active users, 16,726 census

*Figure: Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>71</sup>*



### **Millfield House**

Haselbury has average rates of disability (13%), when compared to other wards. Overall, 36 active library users and 55 respondents to the phase two consultation who used Millfield House Library declared whether they had a disability. These are small samples and would not be proportionate to compare to the ward population.

### **Oakwood**

The ward has average levels of disability (12%), but the library has a low level of active users with a declared disability (5%). However, this is higher than the average for other libraries in Enfield (4%).

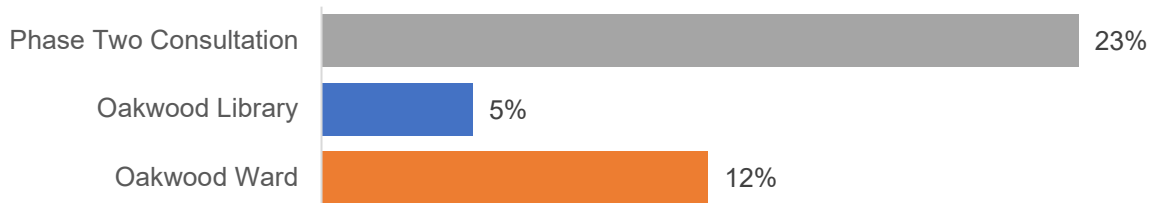
Of the respondents to the phase two consultation who used Oakwood Library and declared their protected characteristics, 23% declared they had a disability. This is significantly higher than the proportion of the ward population and active library users who have a declared disability.

*Figure: Percentage of phase two consultation respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>72</sup>*

<sup>71</sup> 157 responses, 809 active users, 15,910 census

<sup>72</sup> Base: 464 responses, 2,408 active users, 8,756 census

Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability



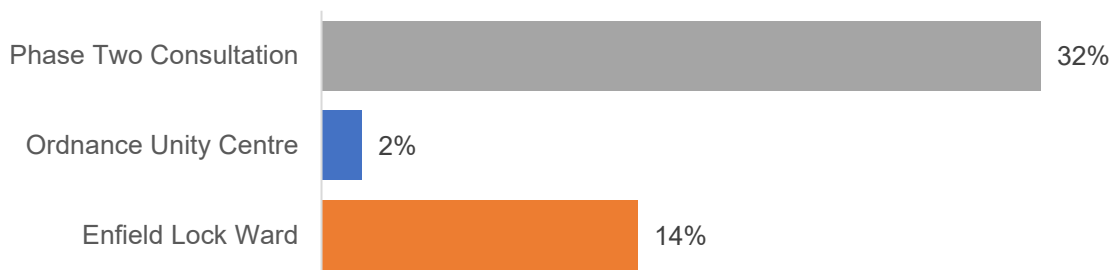
**Ordnance Unity Centre**

Using 2021 Census data, it is estimated that 14% of residents in Enfield Lock have a disability. Ordnance Unity Centre has low levels of active users with a declared disability (2%).

Of the respondents to the phase two consultation who used Ordnance Unity Centre and declared their protected characteristics, 32% declared they had a disability. This is significantly higher than the proportion of the ward population and active library users who have a declared disability.

*Figure: Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>73</sup>*

Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability



**Palmers Green**

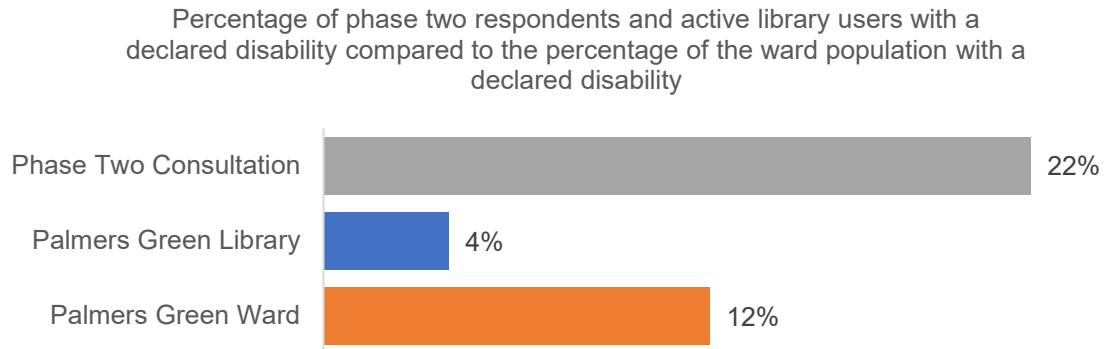
The ward has average levels of disability (12%), but the library has a low level of active users with a declared disability (4%). This is in line with the average for other libraries in Enfield (4%).

Of the respondents to the phase two consultation who used Palmers Green Library and declared their protected characteristics, 22% declared having a disability. This is significantly higher than the proportion of the ward population and active library users who have a declared disability.

<sup>73</sup> Base: 110 responses, 3,817 active users, 17,805 census



*Figure: Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability <sup>74</sup>*

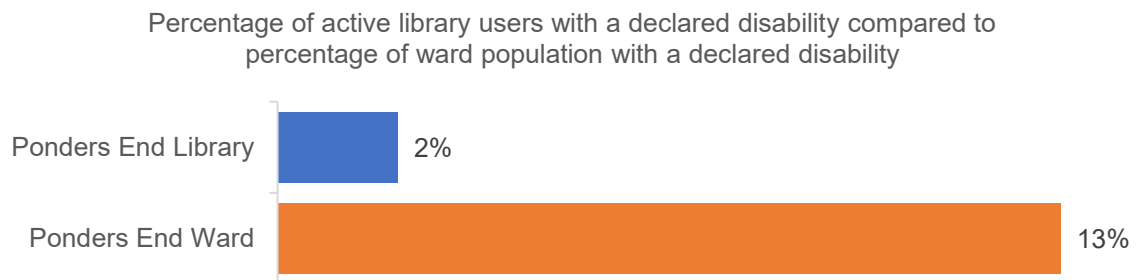


**Ponders End**

At Ponders End Library, 2% of active users declared having a disability, which is low in comparison to the ward population (13%) and other libraries in Enfield.

Only 71 respondents to the phase two consultation who use Ponders End library declared a disability. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Percentage of active library users with a declared disability compared to percentage of ward population with a declared disability <sup>75</sup>*



**Ridge Avenue**

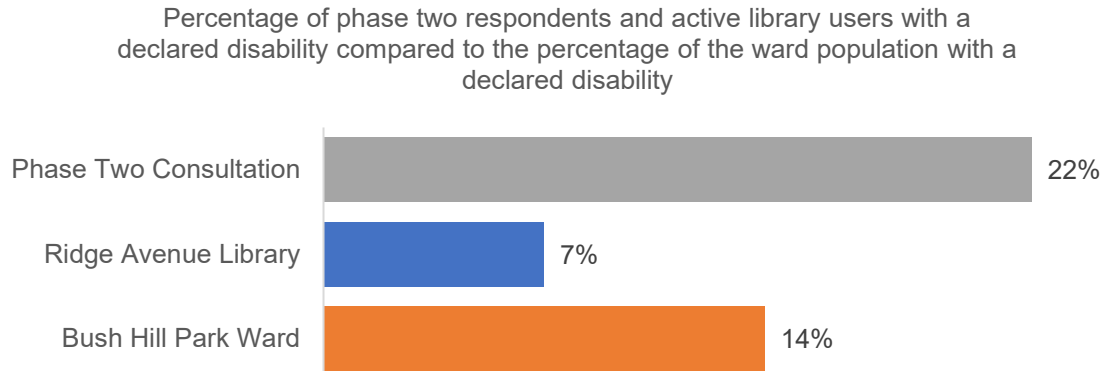
The ward has average levels of disability (14%), but the library has a low level of active users who declared their disability (7%). However, this is high compared to the average for other libraries in Enfield (4%).

Of the respondents to the phase two consultation who used Ridge Avenue Library and declared their protected characteristics, 22% declared they had a disability. This is significantly higher than the proportion of the ward population and active library users who have a declared disability.

<sup>74</sup> Base: 387 responses, 5,052 active users, 11,017 census

<sup>75</sup> Base: 1,367, active users 13,684 census

*Figure: Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability <sup>76</sup>*

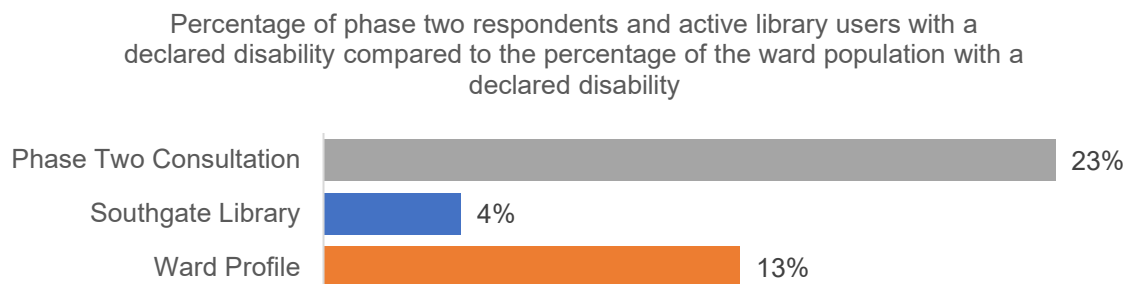


### **Southgate**

Using 2021 Census data, it is estimated that 13% of residents in Southgate ward have a disability. Southgate library has relatively high levels of disabled users with a declared disability (4%) in comparison to the other libraries in Enfield.

Of the respondents to the phase two consultation who used Southgate Library and declared their protected characteristics, 23% declared they had a disability. This is significantly higher than the proportion of the ward population and active library users who have a declared disability.

*Figure: Percentage of phase two respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability <sup>77</sup>*



### **Winchmore Hill**

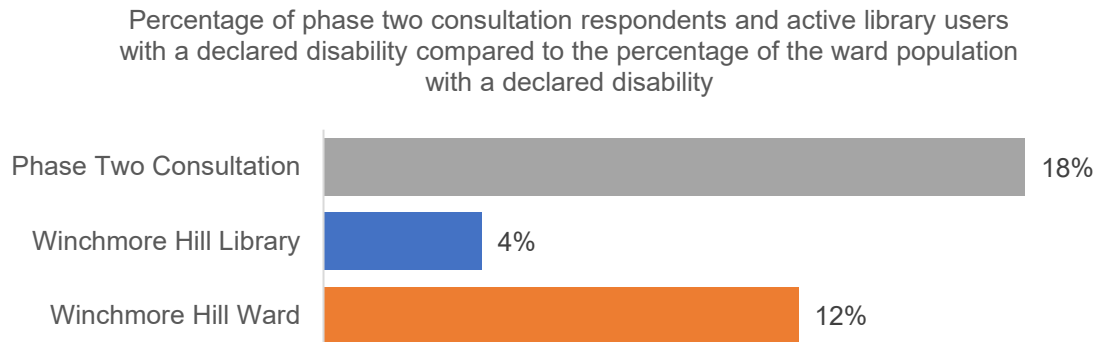
The ward has low levels of disability (11%) in comparison to the other wards. Similarly, the library has low levels of active users with a declared disability (4%), however, this is a high level of disabled users compared to the other libraries in Enfield.

<sup>76</sup> Base: 307 respondents, 2,454 active users, 12,709 census

<sup>77</sup> Base: 311 responses, 1,964 active users, 14,514 census

Of the respondents to the phase two consultation who used Winchmore Hill Library and declared their protected characteristics, 18% declared they had a disability. This is significantly higher than the proportion of the ward population and active library users who have a declared disability.

*Figure: Percentage of phase two consultation respondents and active library users with a declared disability compared to the percentage of the ward population with a declared disability<sup>78</sup>*



### **Digital Library**

The library does not collect equalities data on users of the digital library. Of the respondents to the phase two consultation who used the digital library service, 27% declared that they have a disability.<sup>79</sup>

### **Consultation:**

In the consultation, disabled respondents were more likely to say that the closure of Bullsmoor (58%)<sup>80</sup>, Enfield Island Village (56%)<sup>81</sup>, Enfield Highway (51%),<sup>82</sup> Bowes Road (52%)<sup>83</sup> and John Jackson<sup>84</sup> (45%) will have mostly a neutral impact on their households. This is broadly similar to the proportion of non-disabled respondents who said the proposed closures of Bullsmoor (61%)<sup>85</sup>, Enfield Island Village (57%)<sup>86</sup>, Enfield Highway (56%),<sup>87</sup> Bowes Road (52%)<sup>88</sup> libraries would have a neutral impact on their households. However, it is lower than the proportion of non-disabled respondents who said the proposed closure of John Jackson library would have a neutral impact on their household (52%).<sup>89</sup>

<sup>78</sup> Base: 457 respondents, 2,305 active users, 10,400 census

<sup>79</sup> Base: 150 responses

<sup>80</sup> Base: 173 responses

<sup>81</sup> Base: 178 responses

<sup>82</sup> Base: 181 responses

<sup>83</sup> Base: 187 responses

<sup>84</sup> Base: 196 responses

<sup>85</sup> Base: 568 responses

<sup>86</sup> Base: 587 responses

<sup>87</sup> Base: 587 responses

<sup>88</sup> Base: 599 responses

<sup>89</sup> Base: 603 responses

It was perceived by disabled respondents that the closure of Oakwood (58%),<sup>90</sup> Winchmore Hill (54%)<sup>91</sup> and Southgate (49%)<sup>92</sup> will mostly have a negative impact on their households. This broadly similar to the proportion of non-disabled respondents who said the proposed closure of Oakwood (60%)<sup>93</sup> library would have a negative impact on their household. However, it is lower than the proportion of non-disabled respondents who said that the proposed closures of Winchmore Hill (64%)<sup>94</sup> and Southgate (55%)<sup>95</sup> libraries would have a negative impact on their household.

Respondents who identified a negative impact on their household were then asked how this could be mitigated. The majority of disabled and non-disabled respondents said there could be no mitigations for the proposed closures. The most common mitigations identified for all respondents was visiting alternative libraries in Enfield.

When asked if the proposed changes in opening hours worked for them, 45% of disabled respondents said it did and 35% said it didn't.<sup>96</sup> This is in line with the proportion of non-disabled respondents who said the proposed changes in opening hours worked for them (48%) and didn't work for them (32%).<sup>97</sup>

Respondents were then asked if the proposed extensions would make them more likely to use another library. Overall, the proportions of disabled and non-disabled respondents who said yes were broadly similar, (39%<sup>98</sup> and 41%<sup>99</sup> respectively). However, disabled respondents were more likely to then non-disabled respondents to say that the proposed extensions in opening hours would not work for them (48% compared to 44%). The most common library that all respondents were more likely to use was Enfield Town.

Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people with disabilities?

Please provide evidence to explain why this group may be particularly affected.

***Need to eliminate discrimination***

<sup>90</sup> Base: 230 responses

<sup>91</sup> Base: 45 responses

<sup>92</sup> Base: 48 responses

<sup>93</sup> Base: 603 responses

<sup>94</sup> Base: 806 responses

<sup>95</sup> Base: 786 responses

<sup>96</sup> Base: 315 responses

<sup>97</sup> Base: 1,129 responses

<sup>98</sup> Base: 315 responses

<sup>99</sup> Base: 1,129 responses

**Recommendation to retain Ordnance Unity Centre, Edmonton Green, Oakwood, Fore Street, Millfield House, Ponders End, Palmers Green, Enfield Town and Ridge Avenue libraries:**

We will retain 9 libraries maintaining the existing resources and improving the service. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because of whether they have a disability.

We will retain 9 library hubs in the borough, this will mean that:

- 86% of residents live within a 25-minute walk from their nearest library
- 94% of residents live within a 20-minute public transport journey from their nearest library
- 95% of residents live within a 10-minute cycle ride from their nearest library
- 97% of residents live within a 10-minute car journey from their nearest library

We will retain libraries in areas with good transport connections across the borough and have focused resources in key shopping and leisure areas, as people are likely to travel to these areas for other reasons as well as to visit the library. All these libraries are within 137 metres of a bus stop and 5 of the libraries have car parking spaces.

**Recommendation to close Bullsmoor, Enfield Highway, Enfield Island Village, Bowes Road, Southgate, Winchmore Hill and John Jackson libraries:**

*Eliminate discrimination for disabled people as a result of the proposed closure*

The closure of 7 libraries can cause a greater risk of isolation and digital exclusion for disabled people and their carers living in those areas. Nationally, we know that some groups are more likely to be digitally excluded,<sup>100</sup> this includes disabled people. The digital library can be an essential service for those who cannot access a physical library for any reason and gives access to a wide range of material. However, we recognise that the closure of some physical libraries may have a particular disadvantage for some users, who are disabled and may need assistance accessing the digital library service or are digitally excluded.

Some disabled people may find it difficult to travel to alternative libraries if they are required to walk, travel longer distances or take a journey that requires them to change bus or train to get to a library. Therefore, the closure of 7 libraries may limit opportunities for disabled people who live in those areas to access the service.

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100 NHS Digital Inclusion <https://digital.nhs.uk/about-nhs-digital/corporate-information-and-documents/digital-inclusion/what-digital-inclusion-is#:~:text=People%20likely%20to%20be%20digitally%20excluded,-90%25&text=Some%20sections%20of%20the%20population,people%20in%20lower%20income%20groups>

Bullsmoor ward (Bullsmoor Library) has the highest proportion of residents with a declared disability (17%). In the phase two consultation, disabled respondents said the closures of Winchmore Hill (54%) and Southgate (49%) libraries will mostly have a negative impact on their households.

People with learning disabilities and people who are neuro-diverse or have dementia are more likely to be at a particular disadvantage as a result of the closure of 7 libraries if they rely on these libraries as a safe, familiar place in which they feel comfortable.

*Conclusion:*

These proposals to close 7 libraries may place disabled people at a particular disadvantage, as they may not be able to travel to alternative libraries. This could lead to a greater risk of social isolation and digital exclusion for disabled people, who may rely on these libraries as a safe, familiar place.

However, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures. For the same reasons, it would not be a "reasonable" step to keep additional libraries open at the additional cost set out above.

**Recommendation to retain the Home Library Service and Digital Library Service:**

We will retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

**Recommendation to formally declassify Angel Raynham as a public library:**

The declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people with disabilities. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

***Need to advance equality of opportunity***

The library service already seeks to promote and advance equality of opportunity in its services. The library service caters for and encourages those who are isolated to access the community, to access warm spaces, access to large textbooks and to engage with becoming digitally enabled. The library service hosts diverse community groups to use library space to ensure that equality of opportunity is advanced. The EqIA acknowledges that disabled may be less likely to access the library service as a result of the closure of 7 libraries. Whilst this is likely to impact on their equality of opportunity the library service will continue to promote equality of opportunity in the remaining libraries as outlined above given their larger footprint and accessible

locations across the borough to mitigate against any adverse impact. Further, mitigation through users linking into the use of the home library and digital library services enable the advancement of equality of opportunity to continue to be met.

***Need to foster good relations between different protected groups***

The library service will continue to engage with local community groups representing disabled people to ensure the service development, book collection, and calendar programming planned will be inclusive of all. The service, through regular reviews, will identify underserved groups, to ensure libraries serve everyone and increase activities and resources that are inclusive of disabled people.

**Mitigating actions to be taken**

**Alternative Libraries**

There will be a network of 9 libraries across the borough that are available for everyone to access. These libraries will be operating their updated opening hours from July 2025 and will be offering additional activities to serve additional demand.

We will update the library website with bus and train information, as well as local car parking arrangements, for each library.

People with a statutory disability listed in the Transport Act 2000<sup>101</sup> are eligible for a Freedom Pass which enable them to travel for free on TFL service and on national rail services in London (after 9.00 am on weekdays). This will mitigate against the cost of travelling to alternative libraries for disabled people who are able to travel.

The library service will offer familiarisation visits to other libraries for disabled people and their carers who may feel anxious about visiting new libraries. This could help them to feel welcome visiting other libraries, encourage them to attend groups and activities and to help with the adjustment to the loss of their familiar library space.

Should staff become aware that a disabled person is feeling vulnerable, anxious or socially isolated, they will be referred to relevant agencies and support.

We will engage with existing groups running in libraries which will close to make alternative arrangements for their offer. We will work with these partners as part of the implementation of the library strategy to transfer, where possible, their services to alternative libraries.

**Ongoing Review of Library Service**

We will regularly review usage of our library service to ensure disabled people are represented and served by our new model. This will include:

- Reviewing our programme of events and activities to ensure that there is a diverse range which caters for disabled people.

<sup>101</sup> [What you need before you apply for a disabled person's Freedom Pass | London Councils – Home](#)

- Reviewing how we are engaging with voluntary and community organisations and health partners and identifying how we can improve our partnership working to support disabled residents.
- Reviewing equalities data on the protected characteristics of library service users to see whether this is representative of ward / borough populations, to ensure that the library service is engaging disabled residents.
- Reviewing opening hours to ensure they are at optimal times for communities.

### **Digital Library**

We have a digital library service, which enable library users to access free e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their digital devices at home.

Some individuals with this protected characteristic may need assistance to be able to access e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their own devices. This support can be provided through the libraries and through partnerships working to direct people to the provision.

This will mitigate the impact of the closure of the 7 libraries on users who are able to access the digital library service at home.

### **Library Consortium**

Enfield library users can use their library cards at 22 local authorities' libraries, including neighbouring authorities: Waltham Forest, Haringey and Essex. This means that residents will be able to access a wide variety of libraries at their convenience.

### **Home Library Service**

For residents who face significant difficulties an alternative library, the Royal Volunteer Service can deliver services on our behalf to their home. There is no charge for this service and the Royal Volunteer Service can visit our home library users once every two weeks.

## **Gender Reassignment**

This refers to people who are proposing to undergo, are undergoing, or have undergone a process (or part of a process) to reassign their sex by changing physiological or other attributes of sex.

### **Data Analysis:**

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.



Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people’s lives in Enfield.

The 2021 census was the first time the population aged 16+ had been asked about their gender identity. Enfield had slightly higher proportion (1.1%) than London and England and Wales averages of residents declaring their gender as different than that registered at birth (1.0% and 0.6% respectively).<sup>102</sup> This was a voluntary question for people aged 16 and over, and which 8.6% of respondents in Enfield declined to answer. Data on gender identity is not available at a ward level.

**Table – Gender identity of users per library (excluding those who have not declared)**

**All data obtained from Library Management System on Library Users between 2022 and 2024**

	Gender identity is same as birth registration	Gender identity is different from birth registration	Not declared
Edmonton Green	7932	7	129
Enfield Town	10263	6	132
Ordnance Unity Centre	3772	4	41
Palmers Green	4992	4	56
Bowes Road	575	2	10
Bullsmoor	218	1	3
Enfield Highway	1055	6	8
Enfield Island Village	335	0	27
Fore Street	1541	4	36
John Jackson	798	0	11
Millfield House	34	0	2
Oakwood	2392	0	16
Ponders End	1359	0	8
Ridge Avenue	2414	3	27
Southgate	1944	0	20
Winchmore Hill	2291	1	13
<b>Total</b>	<b>41915</b>	<b>38</b>	<b>539</b>
(across 16 libraries)			
<b>Advantaged</b>	<b>34699</b>	<b>28</b>	
(9 libraries remaining open)			

<sup>102</sup> Enfield Council: [Enfield Borough Profile 2023](#)

Disadvantaged	7216	10	
(7 libraries closing)			
	Gender identity is same as birth registration	Gender identity is different from birth registration	
% Advantaged	83%	74%	
% Disadvantaged	17%	26%	

The proportion of active users who may be disadvantaged by the decision to close 7 libraries was higher for users whose gender identity is different from their birth registration (26%).

However, it should be noted that there is a very small number of active users who declared their gender identity is different from birth registration (38), which will impact the quality of this data analysis. Therefore, we do not believe that the decision to retain 9 libraries and close 7 libraries will have a particular disadvantage on its users because of their gender identity.

### **Bowes Road**

At Bowes Road Library, two active users have declared that their gender identity is different from birth registration.

In the phase two consultation, two respondents who used Bowes Road library declared that their gender identity is different from birth registration. This is a small sample and would not enable a meaningful comparison to the borough population.

### **Bullsmoor**

At Bullsmoor Library, one active user has declared that their gender identity is different from birth registration.<sup>103</sup>

In the phase two consultation, one respondent who used Bullsmoor Library declared that their gender identity is different from birth registration.

### **Edmonton Green**

At Edmonton Green, 7 active library users have declared their gender identity as different to their birth registration. In the phase two consultation, two respondents declared that their gender identity is different from birth registration.

### **Enfield Highway**

At Enfield Highway, 6 active users have declared that their gender identity is different than that registered at birth. In the phase two consultation, one respondent who used Enfield Highway library declared that their gender identity is different from birth registration.

<sup>103</sup> Base: 219 active users

**Enfield Island Village**

At Enfield Island Village, no active users have declared that their gender identity is different than that registered at birth. In the phase two consultation, one respondent who used Enfield Island Village library declared that their gender identity is different from birth registration.

**Enfield Town**

At Enfield Town, 6 active library users have declared that their gender identity is different to their birth registration. In the phase two consultation, two respondents who used Enfield Town library declared that their gender identity is different from birth registration.

**Fore Street**

At Fore Street, four active library users have declared their gender identity as different to their birth registration. In the phase two consultation, two respondents who used Fore Street library declared that their gender identity is different from birth registration.

**John Jackson**

At John Jackson, no active users have declared that their gender identity is different than that registered at birth. In the phase two consultation, one respondent who used John Jackson Library declared that gender identity is different from birth registration.

**Millfield House**

At Millfield House, no active users have declared that their gender identity is different than that registered at birth. One respondent to the phase two consultation who used Millfield House Library declared that their gender identity is different from birth registration.

**Oakwood**

At Oakwood, no active users have declared that their gender identity is different than that registered at birth. In the phase two consultation, two respondents who used Oakwood library declared that their gender identity is different from birth registration.

**Ordnance Unity Centre**

At Ordnance Unity Centre, four active library users have declared their gender identity as different to their birth registration. In the phase two consultation, no respondents who used Ordnance Unity Centre declared that their gender identity is different from birth registration.

**Palmers Green**

At Palmers Green, four active library users have declared that their gender identity is different to their birth registration. In the phase two consultation, two respondents who used Palmers Green library declared that their gender identity is different from birth registration.

**Ponders End**

At Ponders End, no active users have declared that their gender identity is different than that registered at birth. In the phase two consultation, two respondents who used Ponders End library declared that their gender identity is different from birth registration.

**Ridge Avenue**

At Ridge Avenue, three active library users have declared their gender identity as different to their birth registration. In the phase two consultation, two respondents who used Ridge Avenue library declared that their gender identity is different from birth registration.

**Southgate**

At Southgate, no active users have declared that their gender identity is different than that registered at birth. In the phase two consultation, one respondent who used Southgate library declared that their gender identity is different from birth registration.

**Winchmore Hill**

At Winchmore Hill, one active library user has declared that their gender identity is different than that registered at birth. In the phase two consultation, two respondents who used Winchmore library declared that their gender identity is different from birth registration.

**Digital Library**

The library does not collect equalities data on users of the digital library. In the phase two consultation, no respondents who used the digital library service declared that their gender identity is different from birth registration.

**Consultation:**

In the consultation, 6 respondents said that their gender identity was different to their birth registration. This is a small sample; however, the consultation provides no evidence that there will be a particular disadvantage for people who share this protected characteristic.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on transgender people?

Please provide evidence to explain why this group may be particularly affected.

**Need to eliminate discrimination**

We will retain 9 libraries maintaining the existing resources and improving the service. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because of their gender identity.

The proportion of active users who may be disadvantaged by the decision to close 7 libraries was higher for users whose gender identity is different from their birth

registration (26%). However, it should be noted that there is a very small number of active users who declared their gender identity is different from birth registration (38), which will impact the quality of this data analysis. Therefore, we do not believe that the decision to close 7 libraries will have a particular disadvantage on people because of their gender identity.

The declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because of their gender identity. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

We will also retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

Even if there was a particular disadvantage, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures and the pressing budgetary pressures.

**Need to advance equality of opportunity**

We do not believe that the proposals would have a greater or lesser effect on this equality strand.

**Need to foster good relations between different protected groups**

The library service will continue to engage with local community groups representing LGBTQ+ communities to ensure the service development, book collection, and calendar programming planned will be inclusive of all regardless of their gender identity. The service, through regular reviews, will identify underserved groups, to ensure libraries serve everyone and increase activities and resources that are inclusive of trans communities.

**Mitigating actions to be taken**

N/A

**Marriage and Civil Partnership**

Marriage and civil partnerships are different ways of legally recognising relationships. The formation of a civil partnership must remain secular, where-as a marriage can be conducted through either religious or civil ceremonies. In the U.K both marriages and civil partnerships can be same sex or mixed sex. Civil partners must be treated the same as married couples on a wide range of legal matters.

**Data Analysis:**

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people’s lives in Enfield.

In Enfield, 43% of residents are married or in a civil partnership.<sup>104</sup> Data on marital and civil partnership status is not available at a ward level.

The library service does not collect data on marital and civil partnership status when signing up for a library card and, therefore, there is no active library user data to compare with the borough population.

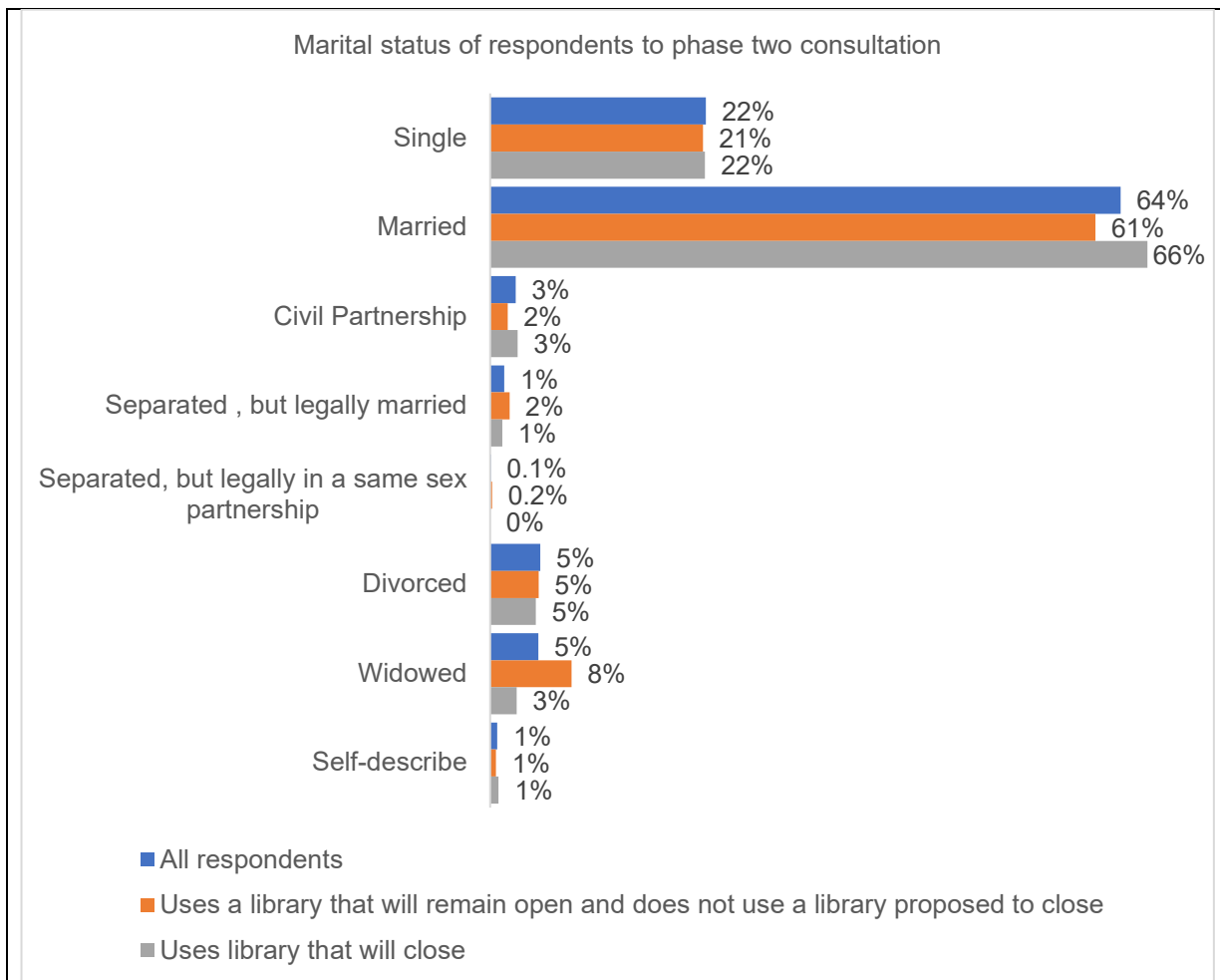
In the phase two consultation, 64% of respondents who declared their marital status were married and 22% were single. In the consultation, no respondents declared that they are formerly in a same-sex civil partnership which is now legally dissolved or a surviving partner from a same-sex civil partnership.

*Figure: Marital status of respondents to phase two consultation<sup>105</sup>*

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<sup>104</sup> Base: 257,182 census

<sup>105</sup> Base: All respondents - 1402 responses, Open respondents - 513, close respondents - 827



### **Bowes Road**

In the phase two consultation, 54 respondents who used Bowes Road library declared their marital status. This is a small sample and would not enable a meaningful comparison to the borough population.

### **Bullsmoor**

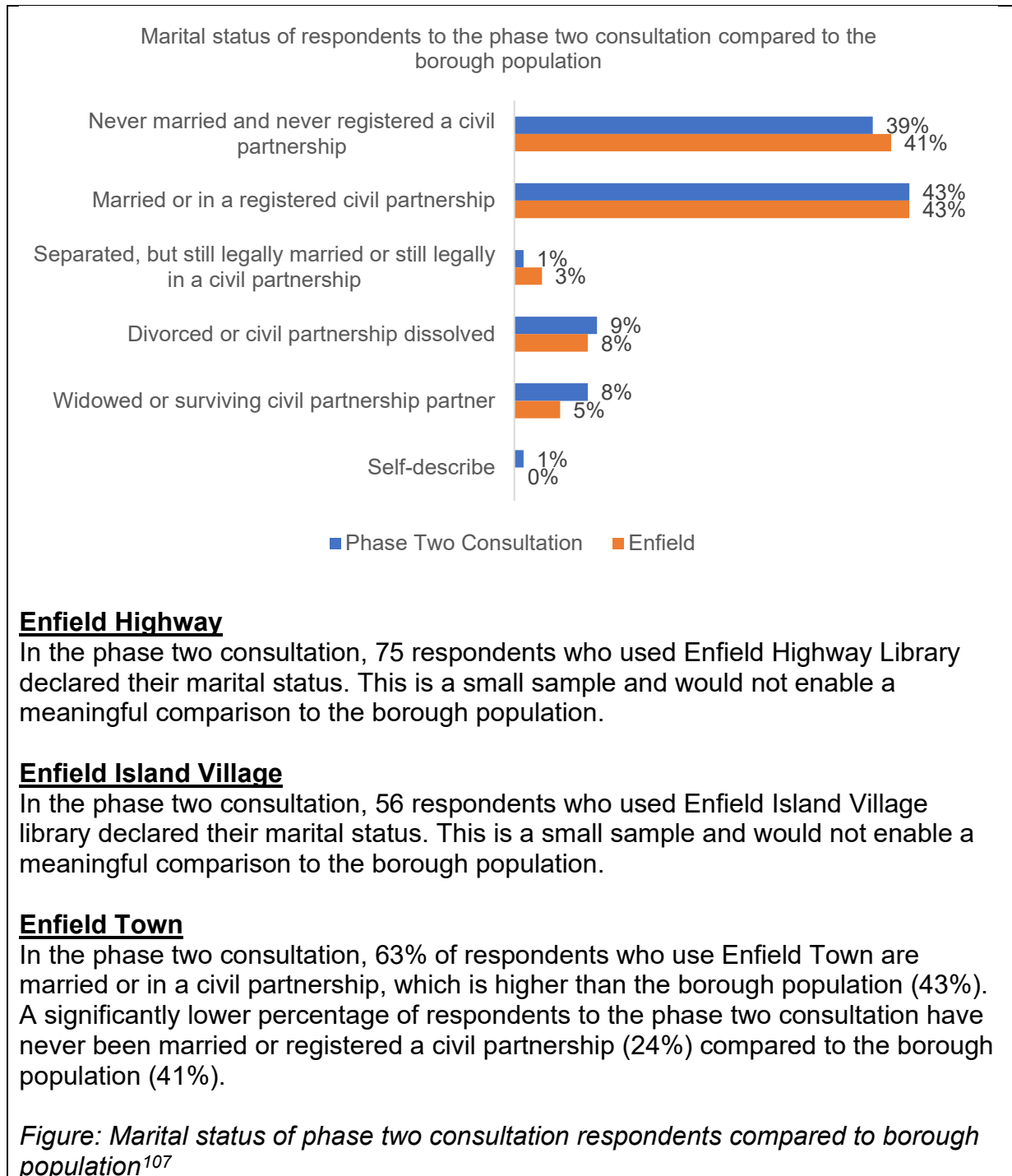
In the phase two consultation, 36 respondents who used Bullsmoor library declared their marital status. This is a small sample and would not enable a meaningful comparison to the borough population.

### **Edmonton Green**

Of the respondents to the phase two consultation who used Edmonton Green, 39% declared themselves as never being married or registered a civil partnership and 43% declared that they are married or in a civil partnership, this is in line with the borough population (41% and 43% respectively).

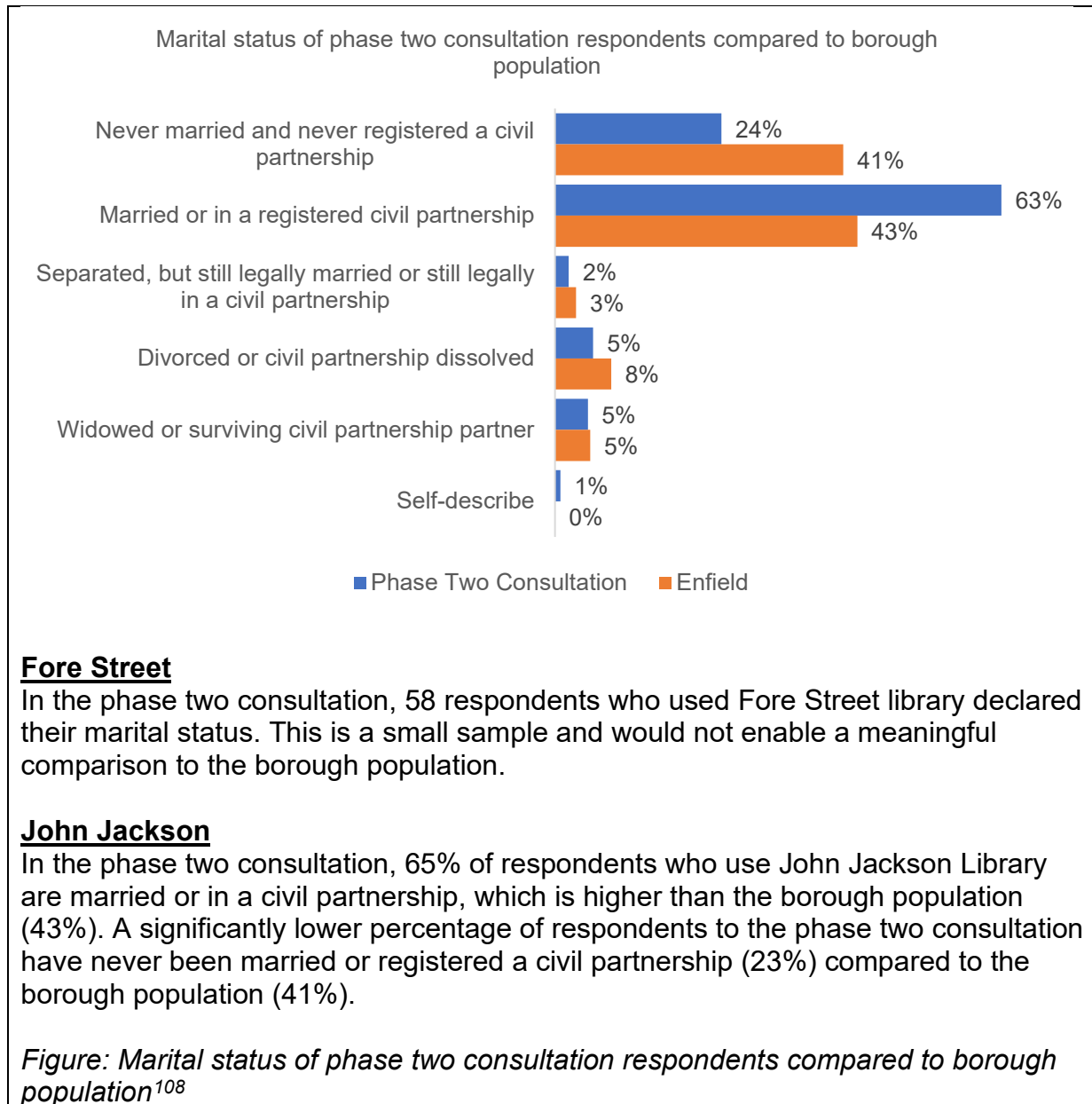
*Figure: Marital status of respondents to the phase two consultation who used Edmonton Green Library compared to the borough population<sup>106</sup>*

<sup>106</sup> Base: 160 respondents, census 257,182

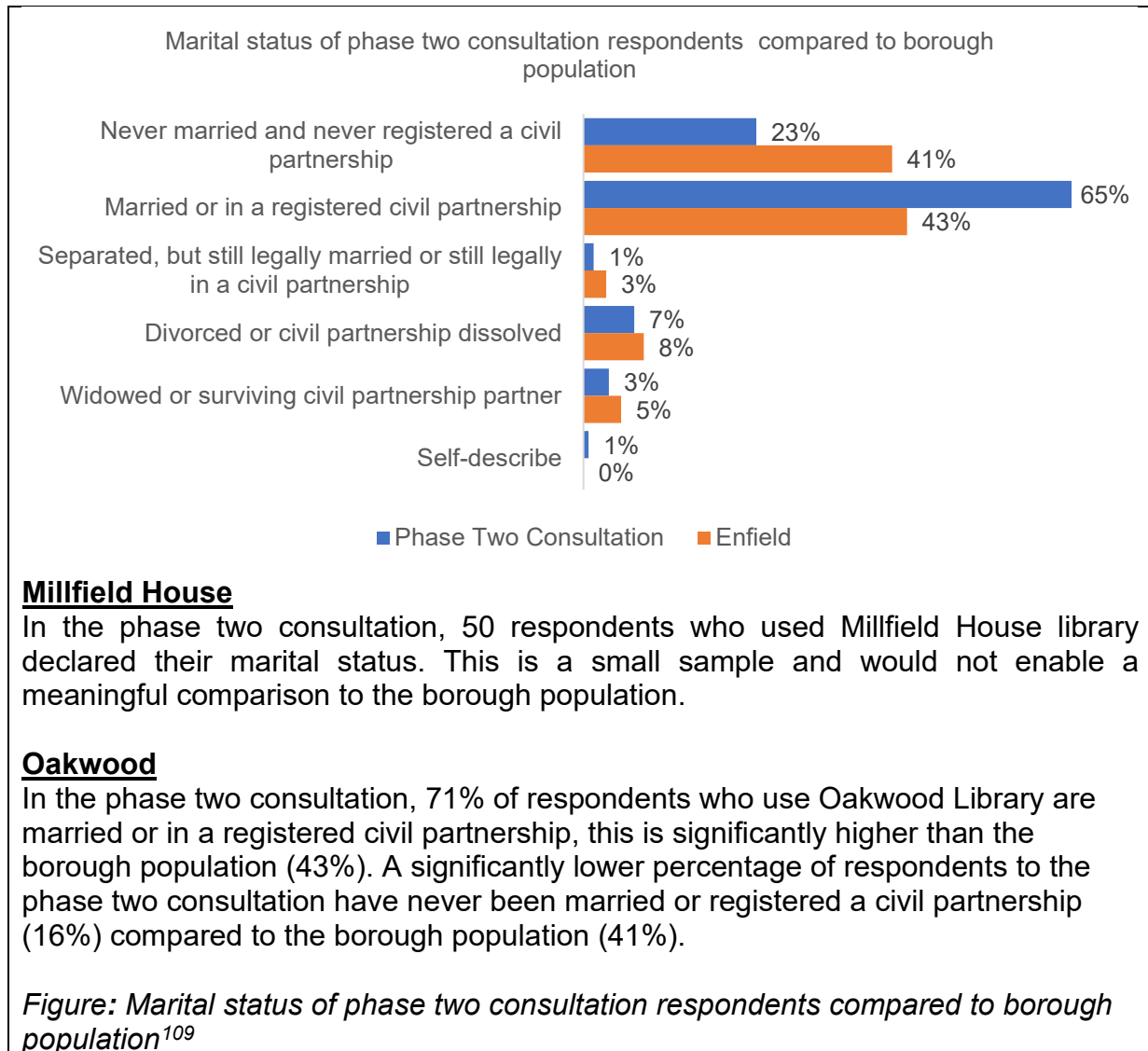


<sup>107</sup> Base: 663 respondents, census 257,182

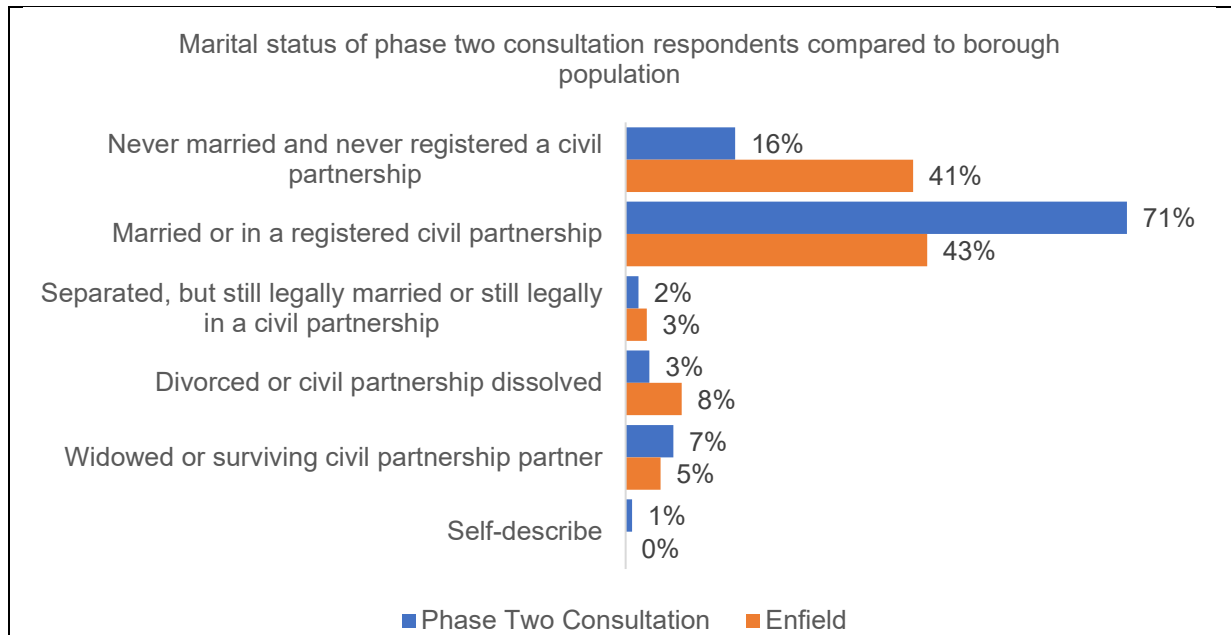




<sup>108</sup> Base: 148 respondents, census 257,182



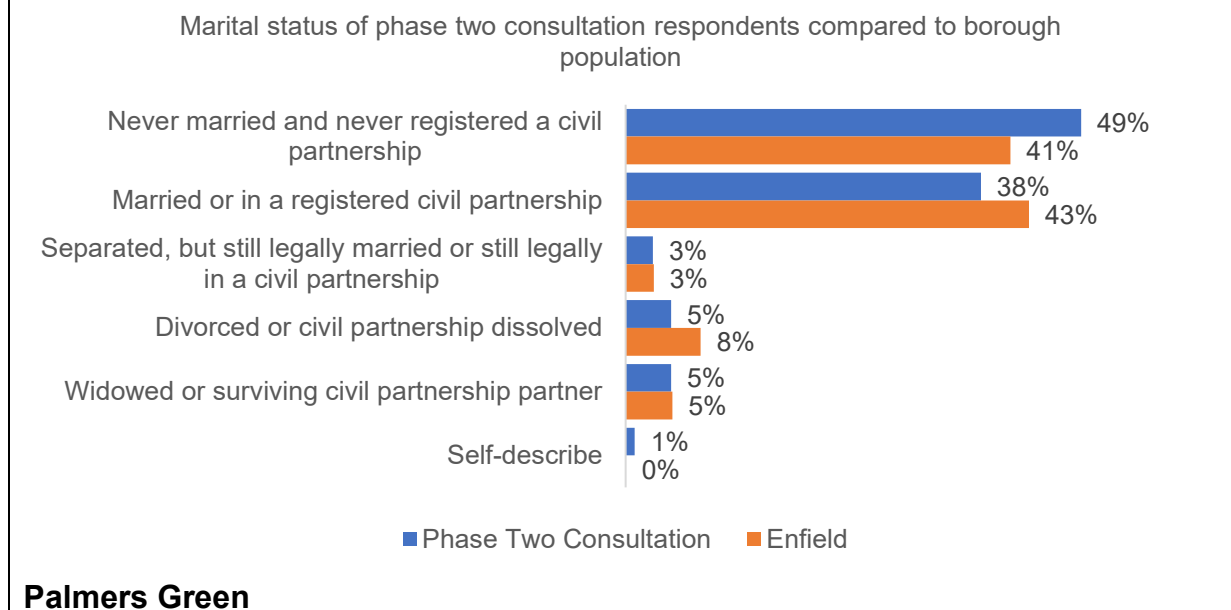
<sup>109</sup> Base: 442 respondents, 257,182 census



**Ordnance Unity Centre**

In the phase two consultation, 38% of respondents who use Ordnance Unity Centre are married or in a registered civil partnership, this is slightly lower than the borough population (43%). The percentage of respondents to the phase two consultation who have never been married or registered a civil partnership (49%) is slightly higher compared to the borough population (41%).

*Figure: Marital status of phase two consultation respondents compared to borough population<sup>110</sup>*

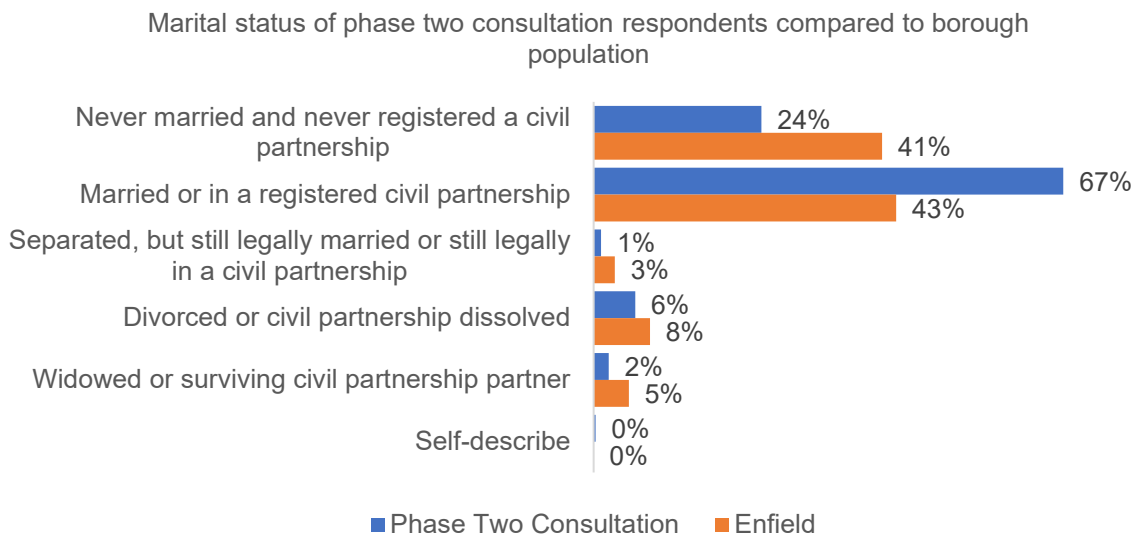


**Palmers Green**

<sup>110</sup> Base: 103 respondents, 257,182 census

In the phase two consultation, 67% of respondents who use Palmers Green Library are married or in a registered civil partnership, this is significantly higher than the borough population (43%). The percentage of respondents to the phase two consultation who have never been married or registered a civil partnership (24%) is significantly lower compared to the borough population (41%).

*Figure: Marital status of phase two consultation respondents compared to borough population<sup>111</sup>*



### **Ponders End**

In the phase two consultation, 67 of respondents who use Ponders End Library declared their marital status. This is a small sample and would not be proportionate to compare to the borough population.

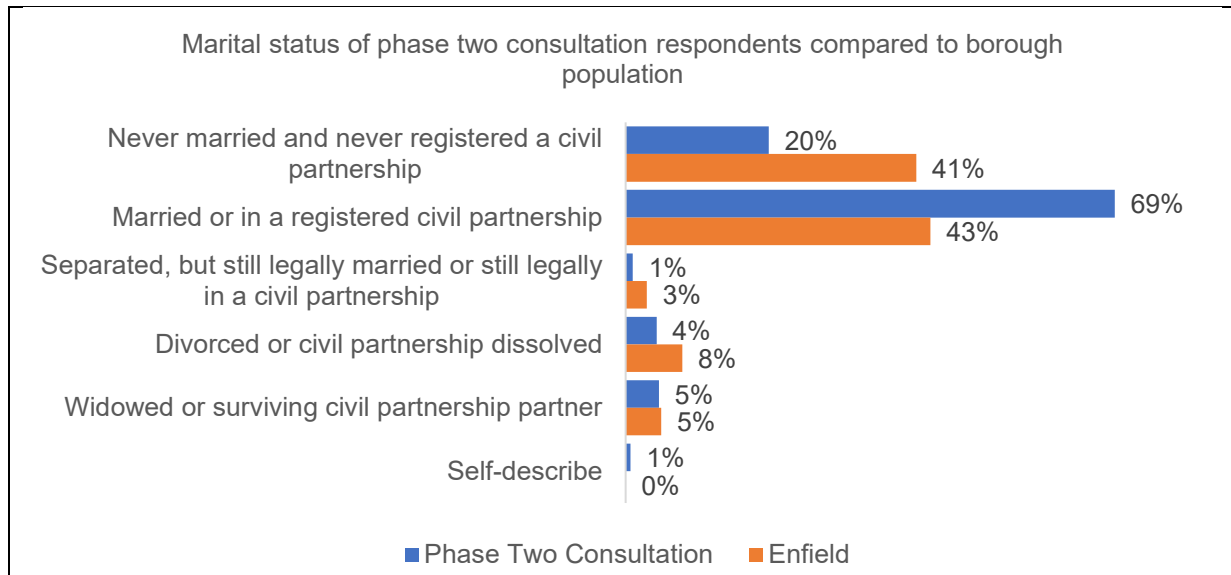
### **Ridge Avenue**

In the phase two consultation, 69% of respondents who use Ridge Avenue Library are married or in a registered civil partnership, this is significantly higher than the borough population (43%). The percentage of respondents to the phase two consultation who have never been married or registered a civil partnership (20%) is significantly lower compared to the borough population (41%).

*Figure: Marital status of phase two consultation respondents compared to borough population<sup>112</sup>*

<sup>111</sup> Base: 373 respondents, census 257,182

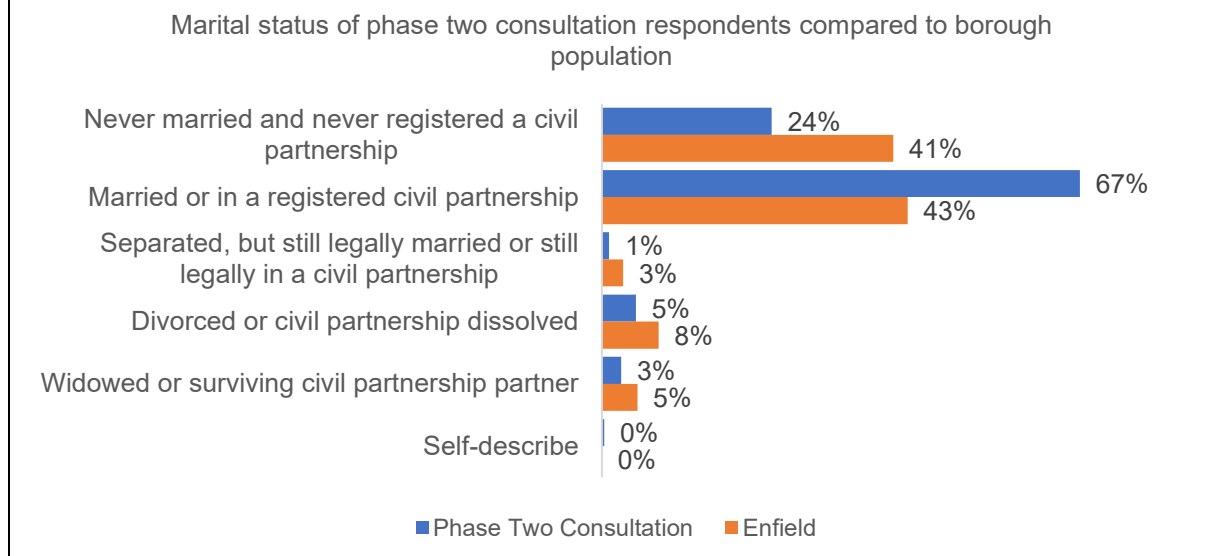
<sup>112</sup> Base: 297 respondents, census 257,182



**Southgate**

In the phase two consultation, 67% of respondents who use Southgate Library are married or in a registered civil partnership, this is significantly higher than the borough population (43%). The percentage of respondents to the phase two consultation who have never been married or registered a civil partnership (24%) is significantly lower compared to the borough population (41%).

*Figure: Marital status of phase two consultation respondents compared to borough population<sup>113</sup>*



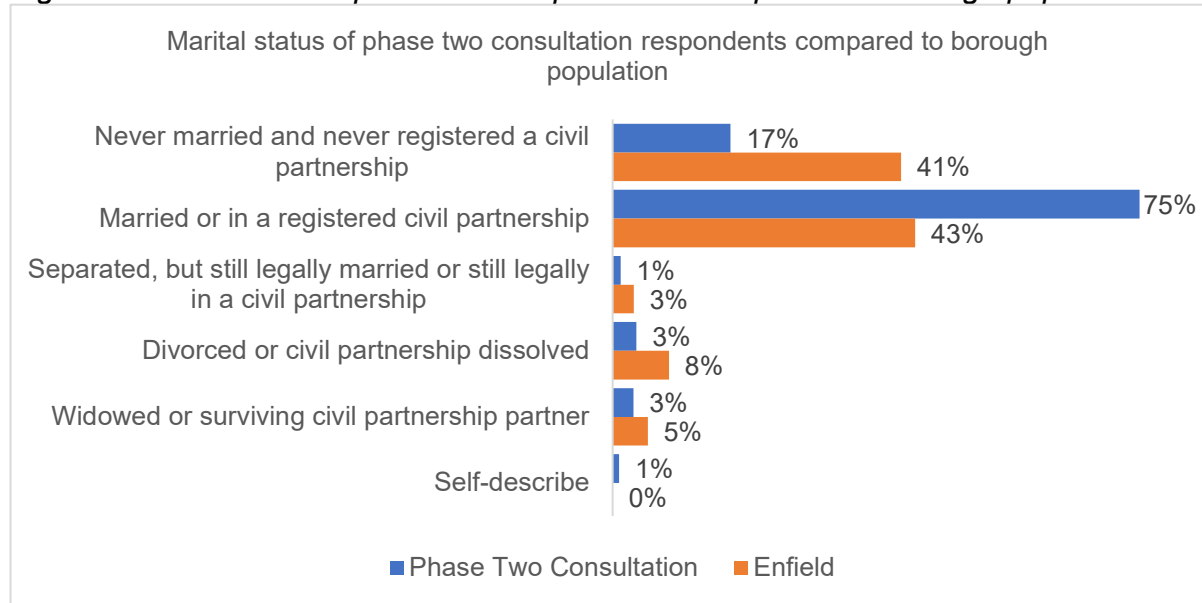
**Winchmore Hill**

In the phase two consultation, 75% of respondents who use Winchmore Hill Library are married or in a registered civil partnership, this is significantly higher than the

<sup>113</sup> Base: 293 respondents, census 257,182

borough population (43%). The percentage of respondents to the phase two consultation who have never been married or registered a civil partnership (17%) is significantly lower compared to the borough population (41%).

*Figure: Marital status of phase two respondents compared to borough population<sup>114</sup>*



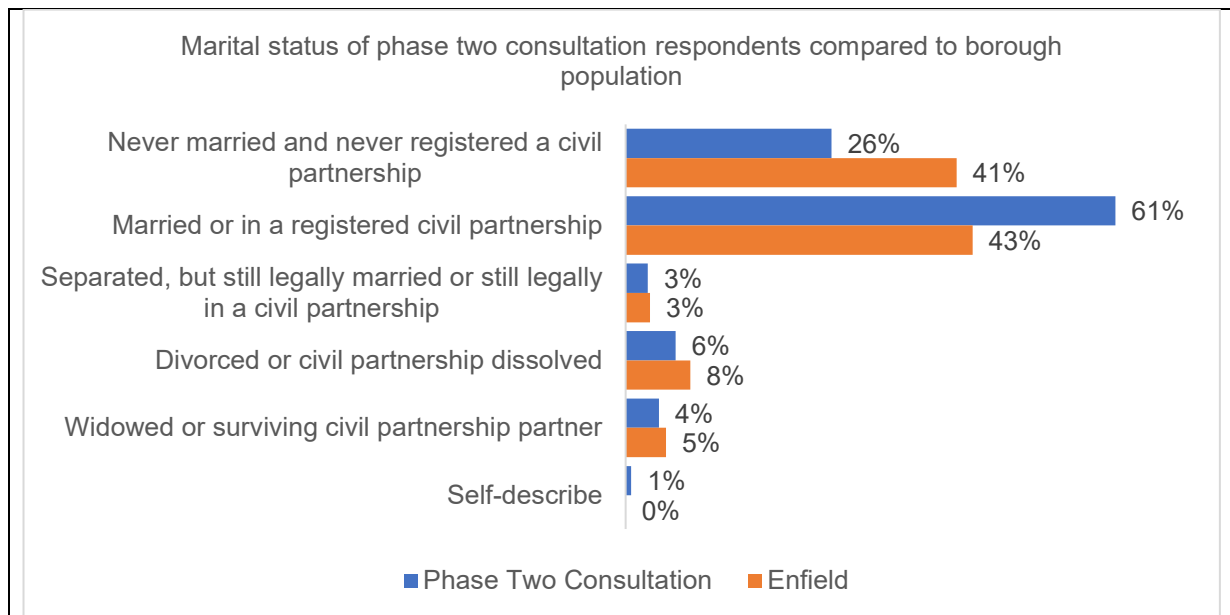
**Digital Library**

In the phase two consultation, 61% of respondents who use the Digital Library are married or in a registered civil partnership, this is significantly higher than the borough population (43%). The percentage of respondents to the phase two consultation who have never been married or registered a civil partnership (26%) is significantly lower compared to the borough population (41%).

*Figure: Marital status of phase two respondents compared to borough population<sup>115</sup>*

<sup>114</sup> Base: 442 respondents, census 257,182

<sup>115</sup> Base: 145 respondents, census 257,182



**Consultation:**

In the phase two consultation, 927 respondents declared they were married or in a civil partnership and 475 respondents declared they were not married or in a civil partnership. The consultation provides no evidence that there will be a particular disadvantage for people who share this protected characteristic.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people in a marriage or civil partnership?

Please provide evidence to explain why this group may be particularly affected.

***Need to eliminate discrimination***

We will retain 9 libraries maintaining the existing resources and improving the service. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because of their marital status.

We do not believe that the closure of 7 libraries will place users with a particular marital status at a particular disadvantage. Furthermore, the declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because of their marital status. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

We will also retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

Even if there was a particular disadvantage, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient

manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council’s budget by making savings which will contribute towards closing the funding gap in the Council’s budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures.

***Need to advance equality of opportunity***

We do not believe that the proposals would have a greater or lesser effect on this equality strand.

***Need to foster good relations between different protected groups***

We do not believe that the proposals would have a greater or lesser effect on this equality strand.

**Mitigating actions to be taken**

N/A

**Pregnancy and maternity**

Pregnancy refers to the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

**Data Analysis:**

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people’s lives in Enfield.

The ONS recorded 3,921 live births in 2022, where the mother’s usual residence was Enfield.<sup>116</sup> Data on live births is not available at a ward level.

The library service does not collect data on pregnancy and maternity when signing up for a library card and therefore there is no active user data regarding to pregnancy or maternity.

In the phase two consultation, 60 (4%) respondents declared that they were pregnant or recently had a baby.<sup>117</sup>

<sup>116</sup> ONS – Live Births by UK area of parent -

<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/livebirths>

<sup>117</sup> Base: 1,439 respondents



**Bowes Road**

In the phase two consultation, three users of Bowes Road library declared they were pregnant or recently had a baby.

This library does not currently provide any regular activities for infants and their parent / carers.

**Bullsmoor**

In the phase two consultation, three users of Bullsmoor library declared they were pregnant or recently had a baby.

This library does not currently provide any regular activities for infants and their parent / carers.

**Edmonton Green**

In the phase two consultation, three users of Edmonton Green Library declared they were pregnant or recently had a baby.

This library provides regular 'Stories, Songs and Chat' sessions on Wednesdays for under 5's during term times.

**Enfield Highway**

In the phase two consultation, two users of Enfield Highway Library declared they were pregnant or recently had a baby

This library does not currently provide any regular activities for infants and their parent / carers.

**Enfield Island Village**

In the phase two consultation, no users of Enfield Island Village library declared they were pregnant or recently had a baby.

This library does not currently provide any regular activities for infants and their parent / carers.

**Enfield Town**

In the phase two consultation, 24 users of Enfield Town library declared they were pregnant or recently had a baby.

This library provides two weekly sessions aimed at parents / carers with infants and toddlers. The library provides 'Baby Songs and Play' on Thursdays and 'Toddler Time' on Wednesdays during term times.

**Fore Street**

In the phase two consultation no users of Fore Street library declared they were pregnant or recently had a baby.

This library provides regular 'Stories times for under 5s with Ali Piper' sessions on Tuesdays for under 5's during term times.

**John Jackson**

In the phase two consultation, 7 users of John Jackson library declared they were pregnant or recently had a baby.

This library does not currently provide any regular activities for infants and their parent / carers.

**Millfield House**

In the phase two consultation, one user of Millfield House library declared they were pregnant or recently had a baby.

This library does not currently provide any regular activities for infants and their parent / carers.

**Oakwood**

In the phase two consultation, 25 users of Oakwood Library declared they were pregnant or recently had a baby.

This library does not currently provide any regular activities for infants and their parent / carers.

**Ordnance Unity Centre**

In the phase two consultation, two users of Ordnance Unity Centre Library declared they were pregnant or recently had a baby but is used for baby clinics by the NHS.

This library provides regular 'Stories, Songs and Chat' sessions on Wednesdays for under 5's during term times.

**Palmers Green**

In the phase two consultation, 17 users of Palmers Green library declared they were pregnant or recently had a baby.

This library provides three regular activities for infants and their parents / carers.

This includes 'Bounce and Rhyme' sessions on a Monday, 'Turkish Story and Play' on a Tuesday, 'Stories and Play' sessions on Fridays. These sessions are for under 5's during term times.

**Ponders End**

In the phase two consultation, one user of Ponders End Library declared they were pregnant or recently had a baby.

This library provides three regular activities for does not currently provide any regular activities for infants and their parent / carers.

**Ridge Avenue**

In the phase two consultation, 12 users of Ridge Avenue library declared they were pregnant or recently had a baby.

This library is used for healthy child clinics by the NHS.

### **Southgate**

In the phase two consultation, 19 users of Southgate library declared they were pregnant or recently had a baby.

This library does not currently provide any regular activities for infants and their parent / carers but is used for healthy child clinics by the NHS.

### **Winchmore Hill**

In the phase two consultation, 25 users of Winchmore Hill library declared they were pregnant or recently had a baby.

This library does not currently provide any regular activities for infants and their parent / carers.

### **Digital Library**

In the phase two consultation, 5 users of the digital library declared they were pregnant or recently had a baby.

### **Home Library Service**

In the phase two consultation, one users of the home library declared they were pregnant or recently had a baby.

### **Consultation:**

In the consultation, respondents who were pregnant or recently had a baby were more likely to say that the closure of Enfield Island Village (66%)<sup>118</sup>, Enfield Highway (64%),<sup>119</sup> Bullsmoor (59%)<sup>120</sup>, Bowes Road (53%)<sup>121</sup> and John Jackson<sup>122</sup> (46%) will have mostly a neutral impact on their households. While was perceived the closure of Oakwood (52%),<sup>123</sup> Southgate (58%)<sup>124</sup> and Winchmore Hill (65%)<sup>125</sup> will mostly have a negative impact on their households.

Respondents who identified a negative impact on their household were then asked whether this could be mitigated. The majority of respondents who were pregnant or recently had a baby said there could be no mitigations for the proposed closures.

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<sup>118</sup> Base: 32 responses

<sup>119</sup> Base: 33 responses

<sup>120</sup> Base: 34 responses

<sup>121</sup> Base: 37 responses

<sup>122</sup> Base: 32 responses

<sup>123</sup> Base: 46 responses

<sup>124</sup> Base: 45 responses

<sup>125</sup> Base: 48 responses

When asked if the proposed changes in opening hours worked for them, 40% of respondents who were pregnant or recently had a baby said it did and 45% said it didn't.<sup>126</sup> Respondents were then asked if the proposed extensions would make them more likely to use another library, 28% said yes and 63% said no. The most common library that they were more likely to use was Enfield Town.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on pregnancy and maternity?

Please provide evidence to explain why this group may be particularly affected.

***Need to eliminate discrimination***

**Recommendation to retain Ordnance Unity Centre, Edmonton Green, Oakwood, Fore Street, Millfield House, Ponders End, Palmers Green, Enfield Town and Ridge Avenue libraries:**

We will retain 9 libraries maintaining the existing resources and improving the service. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because they are pregnant or recently had a baby.

We will retain 9 library hubs in the borough, this will mean that:

- 86% of residents live within a 25-minute walk from their nearest library
- 94% of residents live within a 20-minute public transport journey from their nearest library
- 95% of residents live within a 10-minute cycle ride from their nearest library
- 97% of residents live within a 10-minute car journey from their nearest library

We will retain libraries in areas with good transport connections across the borough and have focused resources in key shopping and leisure areas, as people are likely to travel to these areas for other reasons as well as to visit the library. All these libraries are within 137 metres of a bus stop and 5 of the libraries have car parking spaces.

**Recommendation to retain Ordnance Unity Centre, Edmonton Green, Oakwood, Fore Street, Millfield House, Ponders End, Palmers Green, Enfield Town and Ridge Avenue libraries:**

These proposals to close 7 libraries may place some pregnant women or those who recently had a baby at a particular disadvantage, if they are required to walk certain distances, travel lengthy distances, or take a journey which requires them to change bus or train to get to a library. In the consultation, respondents who were pregnant or recently had a baby, were more likely to say that the closure of Southgate (58%)

<sup>126</sup> Base: 60 responses

and Winchmore Hill (65%) libraries will mostly have a negative impact on their households.

However, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures.

**Recommendation to retain the Home Library Service and Digital Library Service:**

We will retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

**Recommendation to formally declassify Angel Raynham as a public library:**

The declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because they are pregnant or have recently had a baby. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

***Need to advance equality of opportunity***

The library service already seeks to promote and advance equality of opportunity in its services through hosting events to support new parents and their children, such as healthy child clinics and reading / digital materials on parenthood. The EqIA acknowledges that this protected group, may be less likely to access the library service as a result of the closure of 7 libraries. Whilst this is likely to impact on their equality of opportunity the library service will continue to promote equality of opportunity in the remaining libraries as outlined above given their larger footprint and accessible locations across the borough to mitigate against any adverse impact. Further, mitigation through users linking into the use of the home library and digital library services enable the advancement of equality of opportunity to continue to be met.

***Need to foster good relations between different protected groups***

The library service holds regular activities for parents and carers of babies and toddlers in Enfield Town, Edmonton Green, Fore Street, Ordnance Unity Centre and Palmers Green. There is also a healthy baby clinic held at Ridge Avenue library. We will look to further maximise events and activities held and the 9 retained libraries to respond to local need and foster good relations between attendees.

There is a healthy baby clinic held at Southgate Library; therefore, the closure of this library may have a particular disadvantage on parents and carers who use this service. We will work with the provider to transfer this service, if possible, to an alternative library.

## **Mitigating actions to be taken**

### **Alternative Libraries**

There will be a network of 9 libraries across the borough that are available for everyone to access. These libraries will be operating their updated opening hours from July 2025 and will be offering additional activities to serve additional demand such as rhyme times.

We will update the library website with bus and train information, as well as local car parking arrangements, for each library.

The library service will offer familiarisation visits to read and rhyme time events in other libraries for pregnant women and parents of young children may feel anxious about visiting new libraries. This could help them to feel welcome visiting other libraries, encourage them to attend groups and activities and to help with the adjustment to the loss of their familiar library space.

We will engage with existing groups running in libraries which will close to make alternative arrangements for their offer. We will work with these partners as part of the implementation of the library strategy to transfer, where possible, their services to alternative libraries.

### **Ongoing Review of Library Service**

We will regularly review usage of our library service to ensure all ages are represented and served by our new model. This will include:

- Reviewing our programme of events and activities to ensure that there is a diverse range which caters for infants, toddlers and their parents / carers.
- Reviewing how we are engaging with early years providers and identifying how we can improve our partnership working to support literacy development.
- Reviewing how we are engaging with voluntary and community organisations and health partners and identifying how we can improve our partnership working to support residents who are pregnant or recently had a baby.
- Reviewing equalities data on the protected characteristics of library service users to see whether this is representative of ward / borough populations, to ensure that the library service is engaging infants and toddlers.
- Reviewing opening hours to ensure they are at optimal times for communities.

### **Digital Library Service**

We have a digital library service, which enable library users to access free e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their digital devices at home.

Some individuals with this protected characteristic may need assistance to be able to access e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their own devices. This support can be provided through the libraries and through partnerships working to direct people to the provision.

This will mitigate the impact of the closure of the 7 libraries on users who are able to access the digital library service at home.

### Library Consortium

Enfield library users can use their library cards at 22 local authorities' libraries, including neighbouring authorities: Waltham Forest, Haringey and Essex. This means that residents will be able to access a wide variety of libraries at their convenience.

### Race

This refers to a group of people defined by their race, colour, and nationality (including citizenship), ethnic or national origins.

### Data Analysis:

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people's lives in Enfield.

### Data: Table – Ethnicity of users per library (excluding those who have not declared)

### All data obtained from Library Management System on Library Users between 2022 and 2024

	White British	White Other	Asian	Black	Mixed	Other	Not declared
Edmonton Green	408	504	532	1738	170	122	4594
Enfield Town	1597	618	381	524	195	96	6990
Ordnance Unity Centre	393	329	192	696	123	56	2028
Palmers Green	739	500	387	285	157	60	2924
Bowes Road	95	53	45	35	13	1	345
Bullsmoor	34	12	13	25	3	3	132
Enfield Highway	110	115	59	251	31	13	490
Enfield Island Village	32	34	14	64	13	6	199
Fore Street	81	126	111	297	42	18	906
John Jackson	104	47	42	76	17	7	516
Millfield House	5	4	2	2	1	0	22
Oakwood	327	141	159	67	45	19	1650

Ponders End	72	78	226	273	20	18	680
Ridge Avenue	381	155	107	86	53	16	1646
Southgate	270	168	162	61	47	20	1236
Winchmore Hill	378	220	129	86	70	20	1402
Total	5026	3104	2561	4566	1000	475	25760
(across 16 libraries)							
Advantaged	4003	2455	2097	3968	806	405	
(9 libraries remaining open)							
Disadvantaged	1023	649	464	598	194	70	
(7 libraries closing)							
	White British	White Other	Asian	Black	Mixed	Other	
% Advantaged	80%	79%	82%	87%	81%	85%	
% Disadvantaged	20%	21%	18%	13%	19%	15%	

The proportion of active users who may be disadvantaged by the decision to close 7 libraries was highest for users from White Other and White British ethnic backgrounds (21% and 20% respectively). However, the disadvantage is broadly similar across all ethnic groups (ranging from 13% to 21%, with 25,760 active users not declaring their ethnicity).

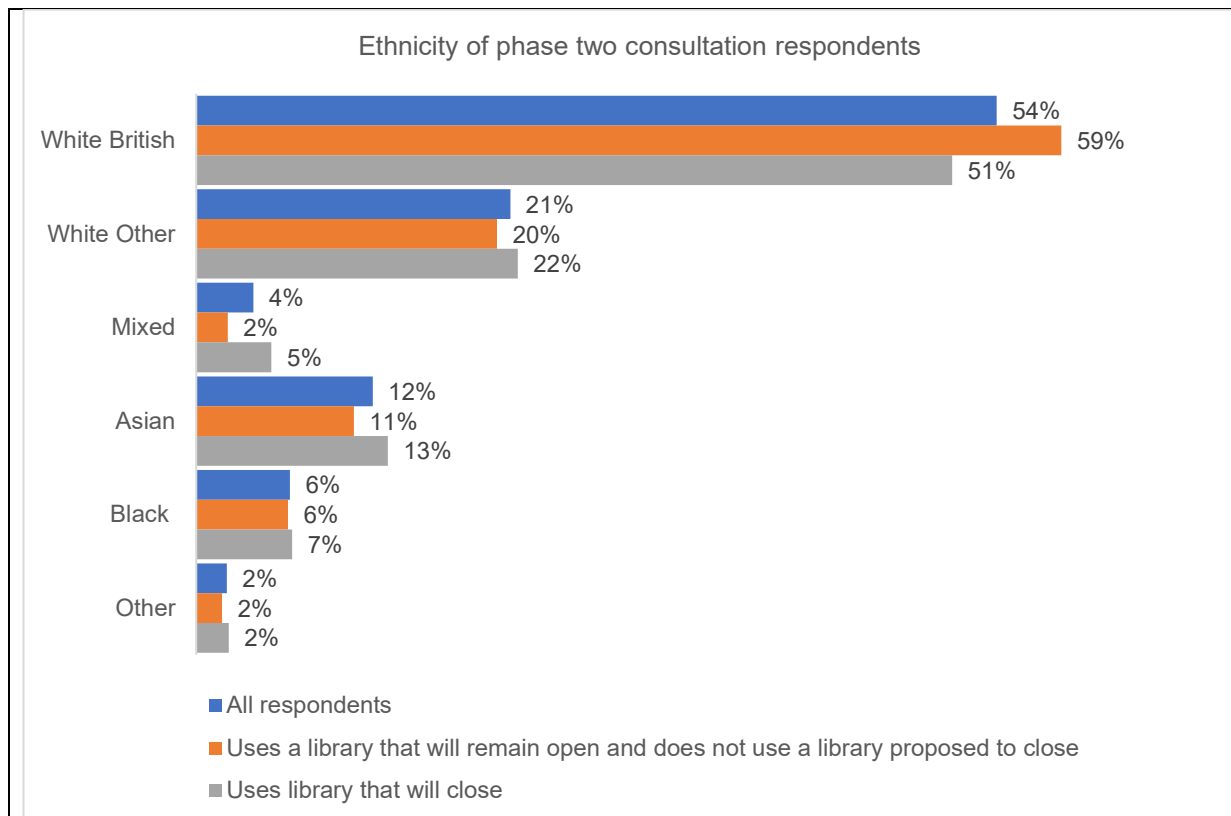
The proportion of active users who may be advantaged by the decision to retain 9 libraries was highest for users from Black ethnic backgrounds (87%).

Overall, the ethnicities of the respondents to the phase two consultation who used the libraries which will close and ethnicities of the respondents who used the library which will remain open are broadly in line.

*Figure: Ethnicity of phase two consultation respondents<sup>127</sup>*

<sup>127</sup> Base: 1,444 active users





### **Bowes Road**

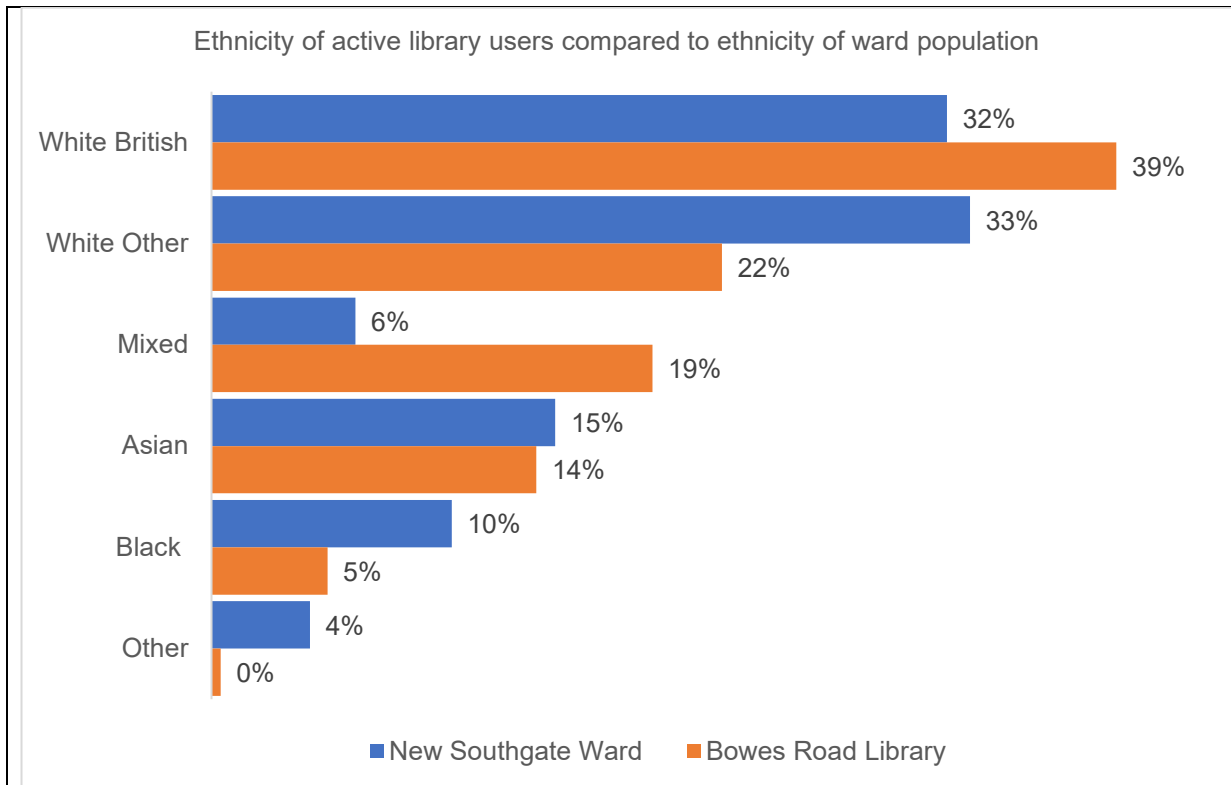
People from White British ethnic backgrounds make up the highest proportion of active library users (39%).

New Southgate ward has a high proportion of residents from White Other ethnic backgrounds (33%), which is higher than the proportion of active library users (22%). People from Other ethnic backgrounds are significantly underrepresented in the proportion of active library users (0.4%) when compared to the ward population (4%). The proportion of library users from Mixed ethnic backgrounds (19%) is higher than the proportion of the ward population (6%).

In the phase two consultation, 83 respondents who used Bowes Road Library declared their ethnicity. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Ethnicity of active library users compared to ethnicity of ward population<sup>128</sup>*

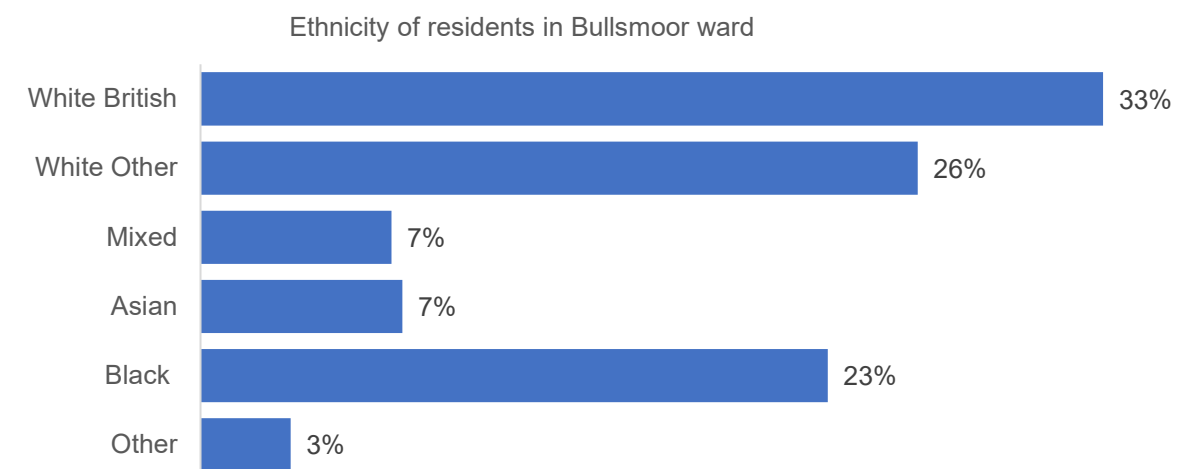
<sup>128</sup> Base: 242 active users, 11,910 census



**Bullsmoor**

Using the 2021 Census data, 33% of residents in Bullsmoor ward are White British, 26% are from White Other ethnic backgrounds and 23% are from Black ethnic backgrounds. Overall, 90 active users and 42 respondents to the phase two consultation who used Bullsmoor Library declared their ethnicity. These are small samples which would not enable a meaningful comparison to the ward population.

*Figure: Ethnicity of residents in Bullsmoor Ward*

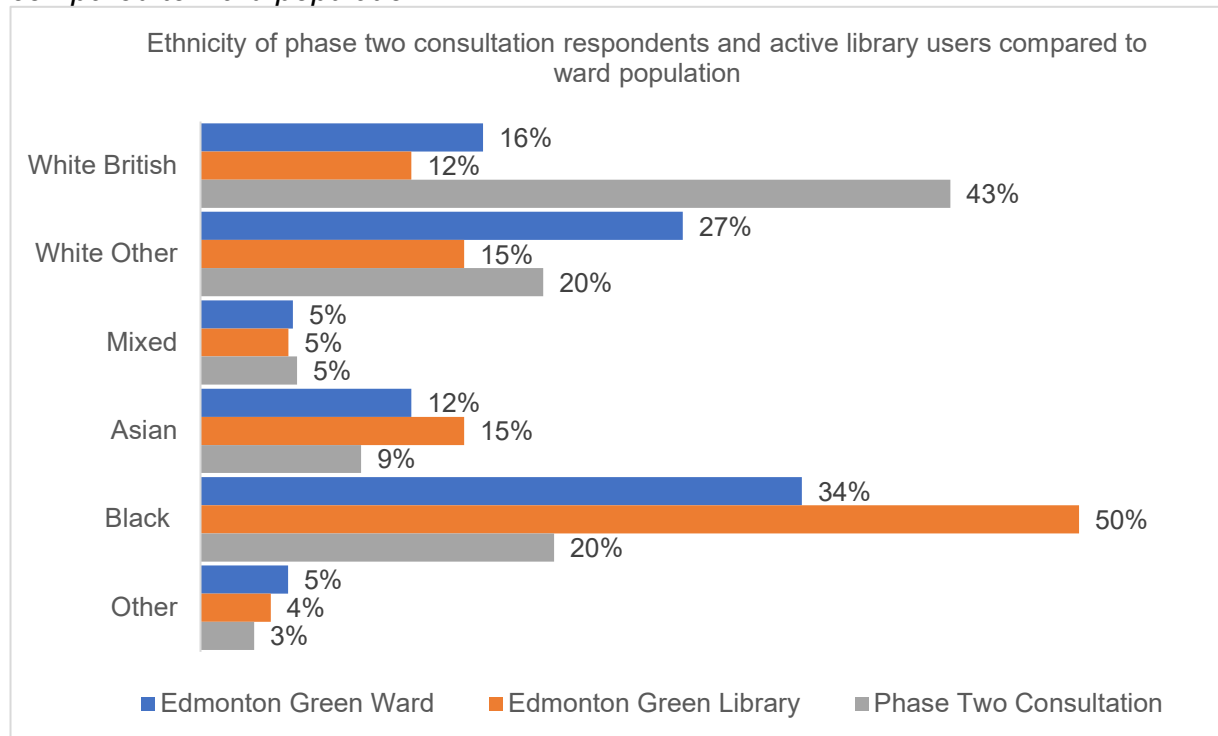


**Edmonton Green**

The highest proportion of active library users who declared their ethnicity were from Black ethnic backgrounds, (50%), this is significantly higher when compared to the proportion of the ward population (34%). Users from White British (12%) and White Other (15%) backgrounds are underrepresented as active users, when compared to the ward population (16% and 27% respectively).

Of the respondents to the phase two consultation who used Edmonton Green Library and declared their ethnicity,<sup>129</sup> the highest proportion (43%) were White British. This is significantly higher when compared to proportion of the ward population or active library users who are White British. The proportion of respondents who were from Black ethnic backgrounds (20%) is lower when compared to the proportion of the ward population and active library users.

*Figure: Ethnicity of phase two consultation respondents and active library users compared to ward population*<sup>130</sup>



**Enfield Highway**

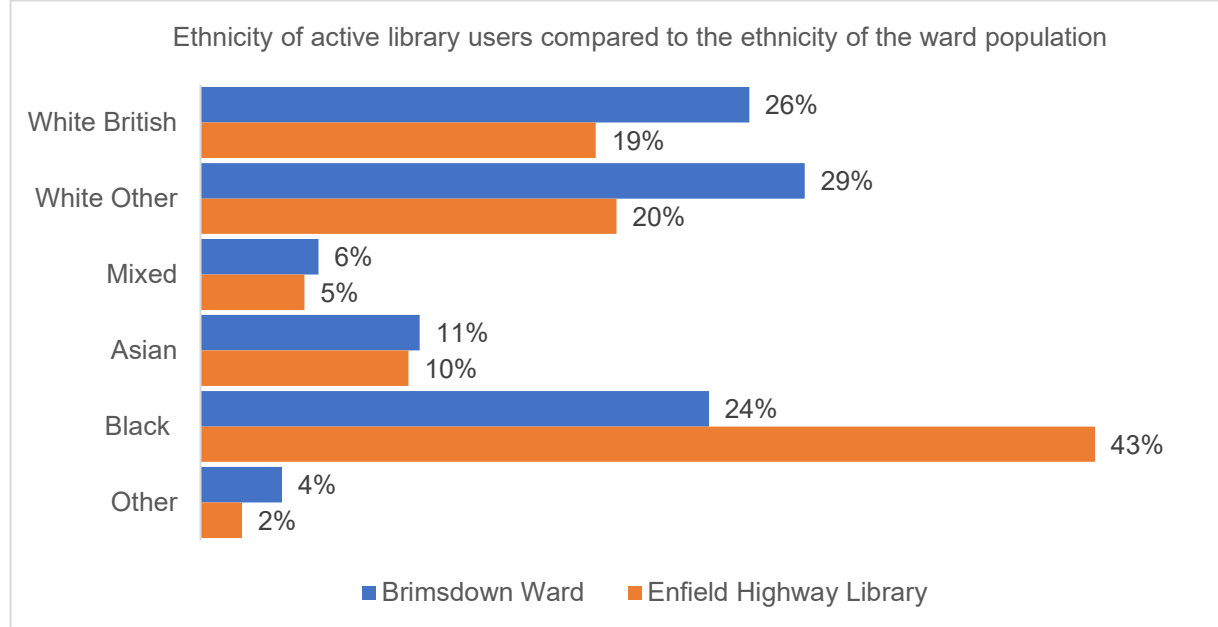
People from Black ethnic backgrounds make up the highest proportion of active library users (43%). The proportion of active users from Black ethnic backgrounds is significantly higher than the proportion of the ward population who are from Black ethnic backgrounds (24%). The proportion of users from White British (19%) and White Other (20%) ethnic backgrounds is lower when compared to the ward population (26% and 29% respectively).

<sup>129</sup> Base: 164 respondents

<sup>130</sup> Base: 164 respondents, 3,474 active users, 17,136 census

In the phase two consultation, 80 respondents who used Enfield Highway Library declared their ethnicity. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Ethnicity of active library users compared to the ethnicity of the ward population<sup>131</sup>*



### **Enfield Island Village**

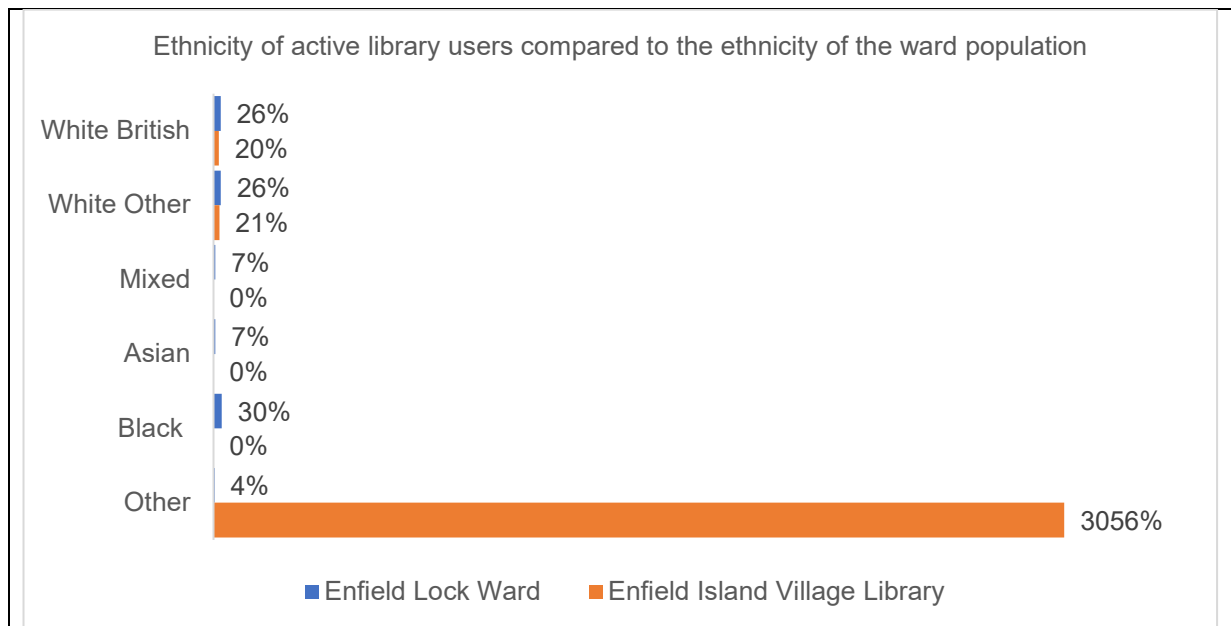
People from Black ethnic backgrounds make up the highest proportion of active library users (39%). The proportion of active users from Black ethnic backgrounds is significantly higher than the proportion of the ward population who are from Black ethnic backgrounds (30%). The proportion of active library users from White British and White Other ethnic backgrounds is lower when compared to the ward population (20% and 21% compared to 26% and 26% respectively). The proportion of active users from Asian ethnic backgrounds was slightly higher when compared to the ward population (9% compared to 7%).

In the phase two consultation, 58 respondents who used Enfield Island Village Library declared their ethnicity. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Ethnicity of active library users compared to the ethnicity of the ward population<sup>132</sup>*

<sup>131</sup> Base: 579 active users, 16,245 census

<sup>132</sup> Base: 163 active users, 17,820 census



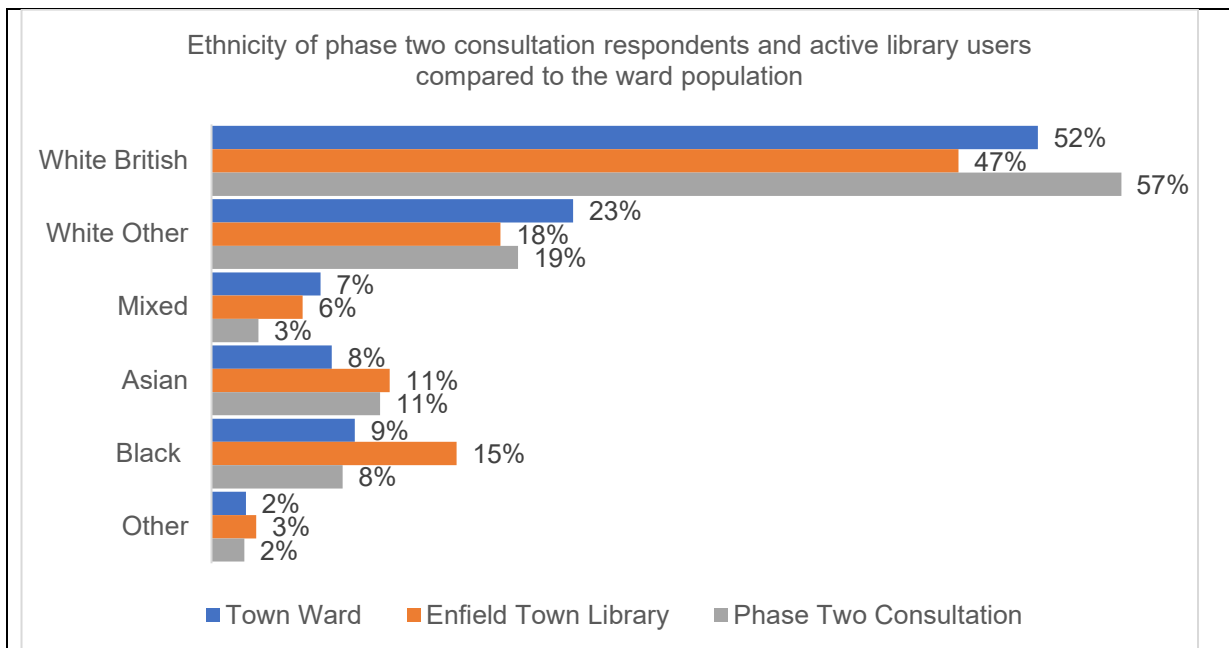
### **Enfield Town**

The highest proportion of active library users who declared their ethnicity were from White British ethnic backgrounds (47%). This is significantly lower than the proportion of the ward population who are from White British ethnic backgrounds (52%). However, the proportion of active library users from Black (15%) and Asian (11%) ethnic backgrounds is higher than the ward population (9% and 8% respectively).

In the phase two consultation, 57% of respondents who used Enfield Town Library were from a White British ethnic background, which is significantly higher than the proportion of the ward population or active library users who are White British.

*Figure: Ethnicity of phase two consultation respondents and active library users compared to the ward population <sup>133</sup>*

<sup>133</sup> Base: 3,411 active users, 13,502 census, 682 responses

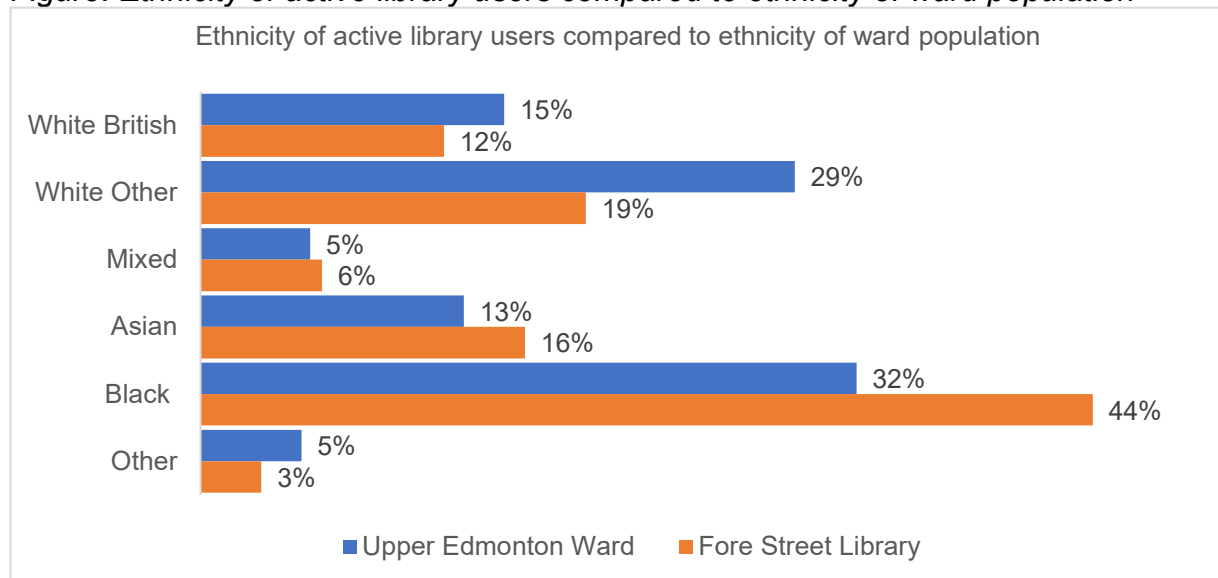


**Fore Street**

The highest proportion of active users are from Black ethnic backgrounds (44%) which is significantly higher than the proportion of the ward population (32%). Those from White Other ethnic backgrounds are considerably underrepresented (19%), when compared to the ward population (29%).

In the phase two consultation, 55 respondents who used Fore Street Library declared their ethnicity. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Ethnicity of active library users compared to ethnicity of ward population <sup>134</sup>*



<sup>134</sup> Base: 675 active users, 16,732 census

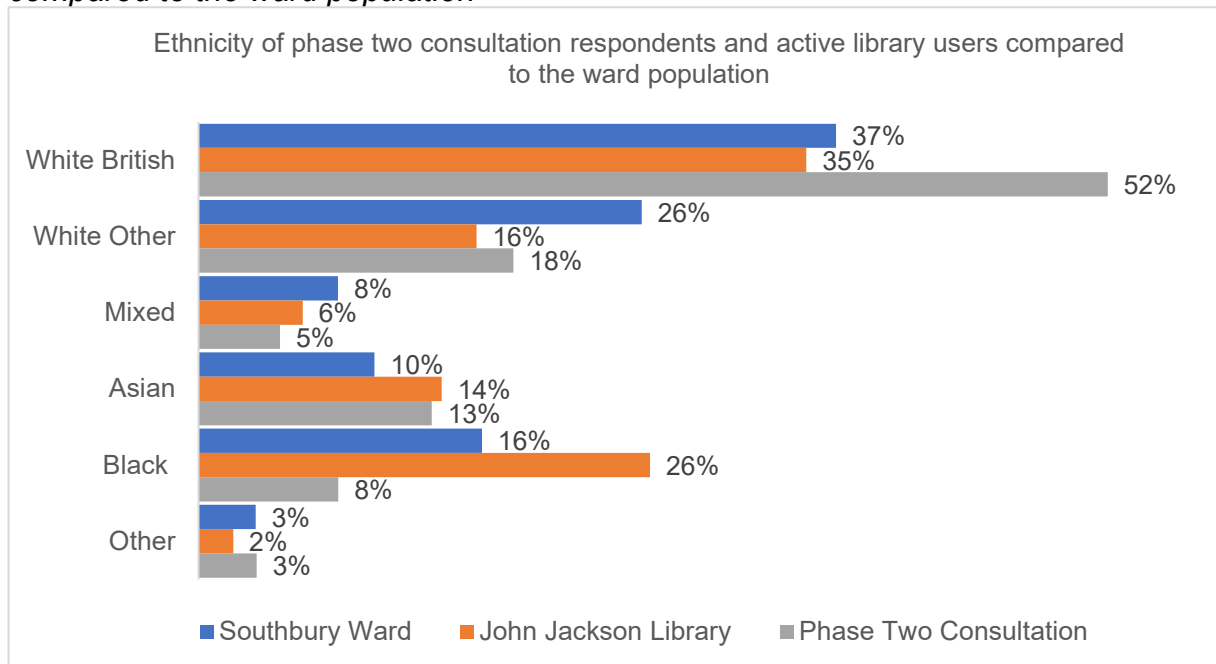
**John Jackson**

The highest proportion of active library users who declared their ethnicity were from White British ethnic backgrounds (35%), this is slightly lower than the proportion of the ward population (37%). The second highest proportion of active users were from Black ethnic backgrounds (26%), this is significantly higher than the proportion of the ward population (16%).

Active library users from White Other ethnic backgrounds and Mixed ethnic backgrounds (16% and 6% respectively) were underrepresented compared to the proportions of the ward population (26% and 8% respectively).

Of the respondents to the phase two consultation who used John Jackson Library and declared their ethnicity, 52% were White British which is significantly higher than the proportion of the ward population (37%) and active library users (35%) who are White British.

*Figure: Ethnicity of phase two consultation respondents and active library users compared to the ward population <sup>135</sup>*

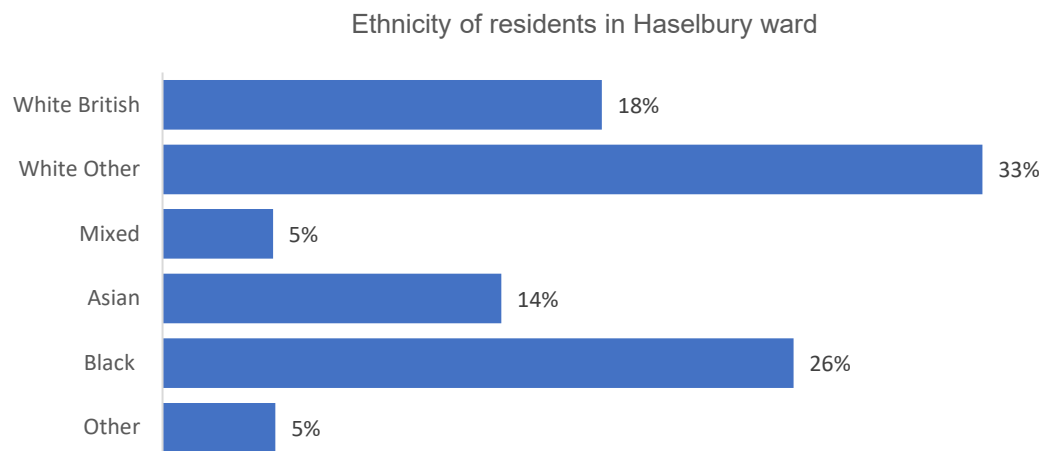


**Millfield House**

The highest proportion of residents in Haselbury are from White Other ethnic backgrounds (33%) and the second highest proportion are residents from Black ethnic backgrounds (26%). Overall, 14 active library users and 49 respondents to the phase two consultation who used Millfield House Library declared their ethnicity. These are small samples and would not be proportionate to compare to the ward population.

<sup>135</sup> Base: 293 active users, 15,908 census, 149 responses

**Figure: Ethnicity of residents in Haselbury ward<sup>136</sup>**



### **Oakwood**

The highest proportion of active library users who declared their ethnicity were from White British ethnic backgrounds (43%) which is higher than that of the ward population (37%). The proportion of active library users from Asian ethnic backgrounds (21%) is higher than the ward population (17%).

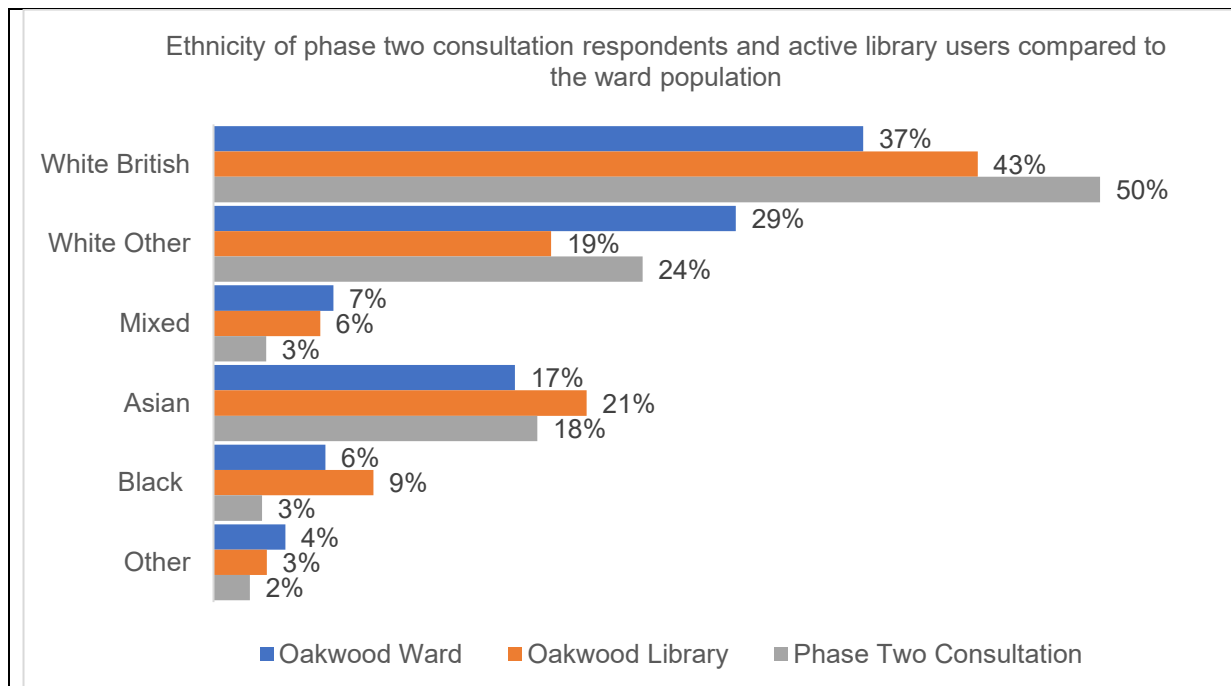
In the phase two consultation, 50% of respondents who used Oakwood Library were from a White British ethnic background, which is significantly higher than the proportion of the ward population or active library users who are White British.

**Figure: Ethnicity of phase two consultation respondents and active library users compared to the ward population<sup>137</sup>**

<sup>136</sup> Base: 18,110 census

<sup>137</sup> Base: 758 active users, 8,748 census, 439 responses





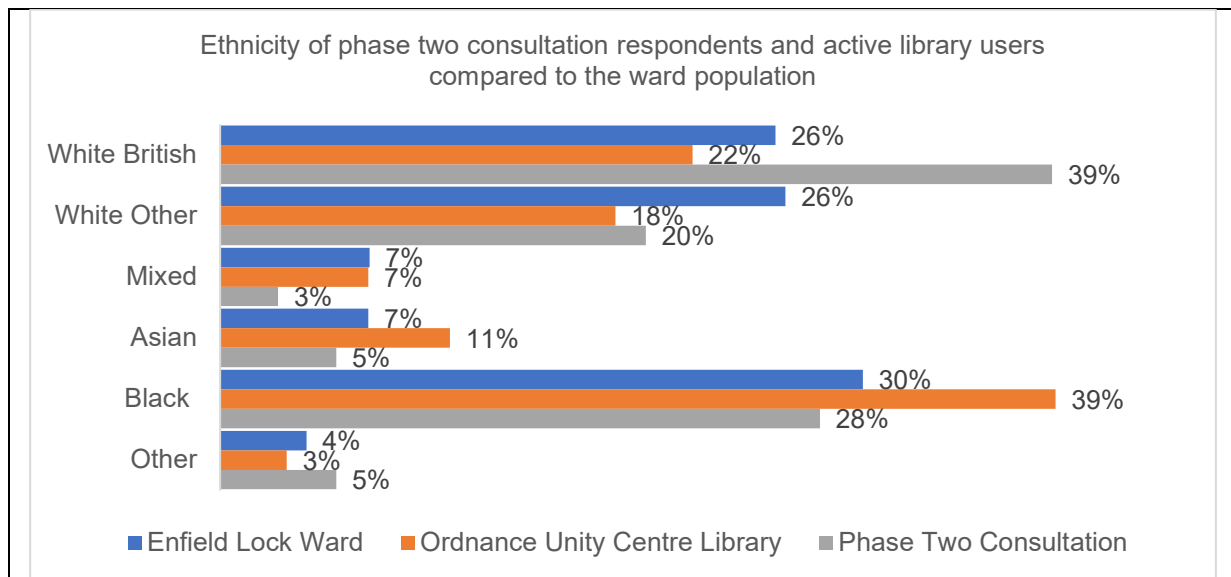
### **Ordnance Unity Centre**

The highest proportion of active library users who declared their ethnicity were from Black ethnic backgrounds (39%). This is significantly higher compared to the ward population (30%). Similarly, the proportion of active users who declared they were from an Asian ethnic background (11%) is higher compared to the ward population (7%).

Of the respondents to the phase two consultation who used Ordnance Unity Centre library and declared their ethnicity, 39% were from a White British ethnic background which is significantly higher than the proportion of the ward population and active library users (26% and 22% respectively). The percentage of respondents from a Black ethnic background is relatively in line with the ward profile (28% compared to 30%). However, it is significantly lower than the percentage of library users from a Black ethnic background (39%).

*Figure: Ethnicity of phase two consultation respondents and active library users compared to the ward population <sup>138</sup>*

<sup>138</sup> Base: 1,789 active users, 17,820 census, 111 responses



**Palmers Green**

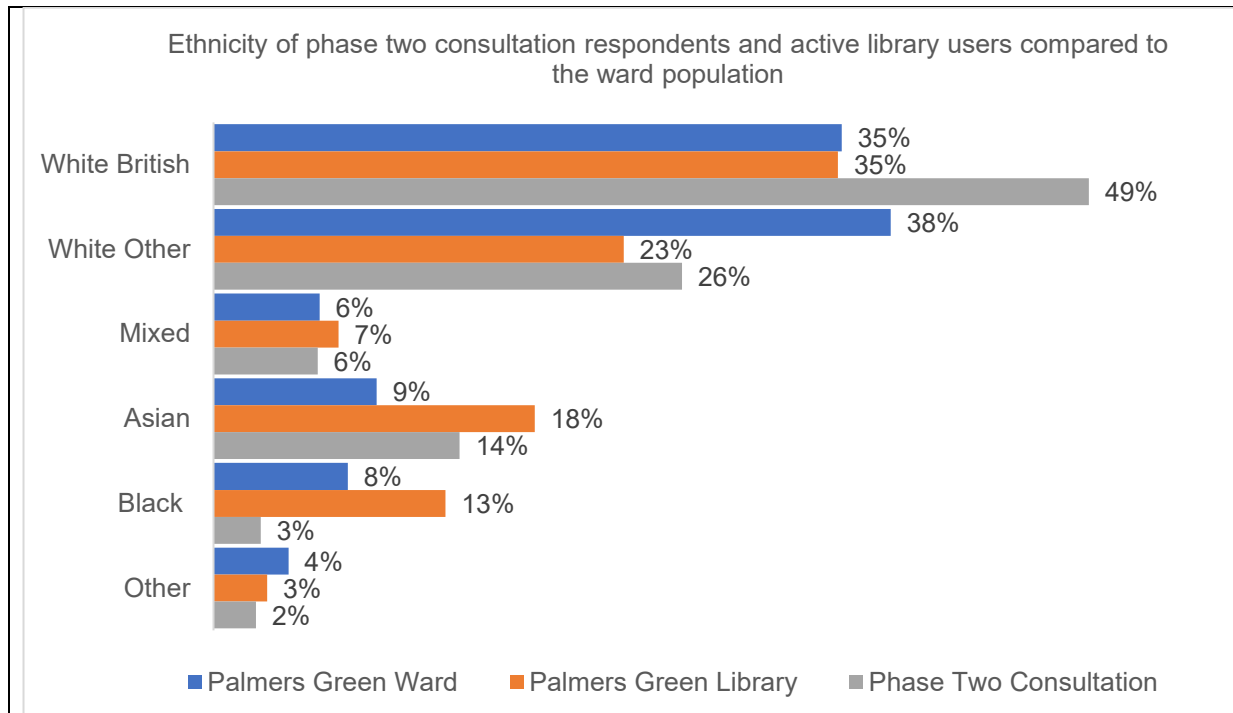
A high proportion of active library users who declared their ethnicity were from White British ethnic backgrounds (35%), which is representative of the ward population (35%).

A high proportion of active library users declared they are from a White Other ethnic background (23%); however, this is considerably lower than the proportion of the ward population (38%). The proportion of active library users from Asian (18%) and Black (13%) ethnic backgrounds is considerably higher than ward population (9% and 8% respectively).

Of the respondents to the phase two consultation who used Palmers Green Library and declared their ethnicity, 49% were White British which is significantly higher than the proportion of the ward population or active library users who are White British.

*Figure: Ethnicity of phase two consultation respondents and active library users compared to the ward population <sup>139</sup>*

<sup>139</sup> Base: 2,128 active users, 11,017 census, 377 responses



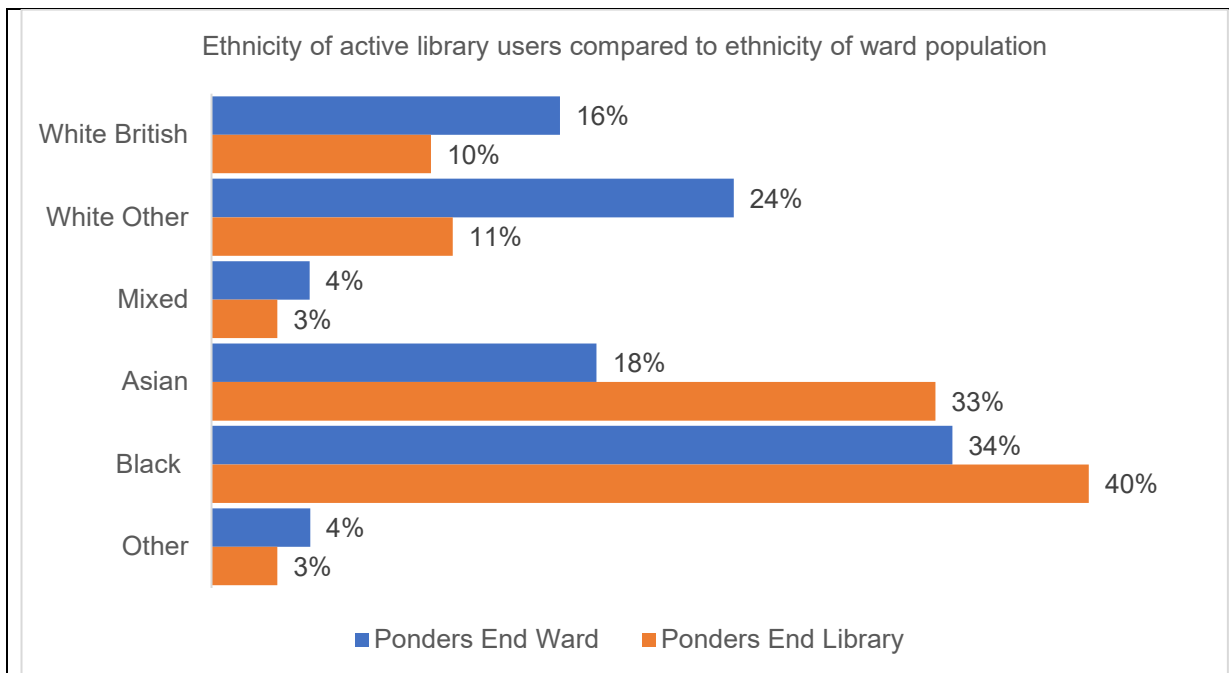
**Ponders End**

At Ponders End Library, the highest percentage of active users are from Black ethnic backgrounds (40%), which is higher when compared to the ward population (34%). Furthermore, there is a significantly higher percentage of active library users who declared they are from an Asian ethnic background (33%), compared to the ward population (18%).

Only 64 respondents to the phase two consultation who used Ponders End Library declared their ethnicity. This is a small sample and would not be proportionate to compare to the ward population or active library users.

*Figure: Ethnicity of active library users compared to ethnicity of ward population <sup>140</sup>*

<sup>140</sup> Base: 687 active users, 13,672 census



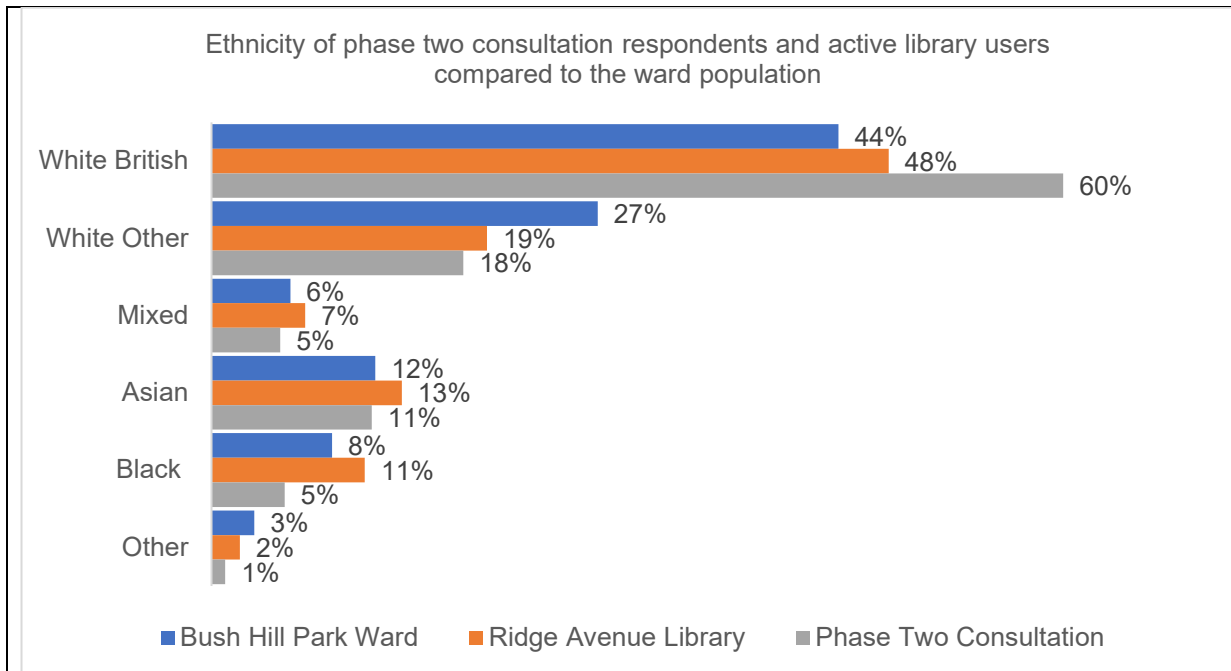
**Ridge Avenue**

The highest proportion of active library users who declared their ethnicity were from White British ethnic backgrounds (48%). This is higher than the ward population who are from White British ethnic backgrounds (44%). The percentage of active library users from White Other ethnic backgrounds (19%) is lower compared to the proportion of the ward population (27%).

In the phase two consultation, 60% of respondents who used Ridge Avenue Library were from a White British ethnic background, which is significantly higher than the proportion of the ward population or active library users who are White British.

*Figure: Ethnicity of phase two consultation respondents and active library users compared to the ward population<sup>141</sup>*

<sup>141</sup> Base: 798 active users, 12,714 census, 307 responses



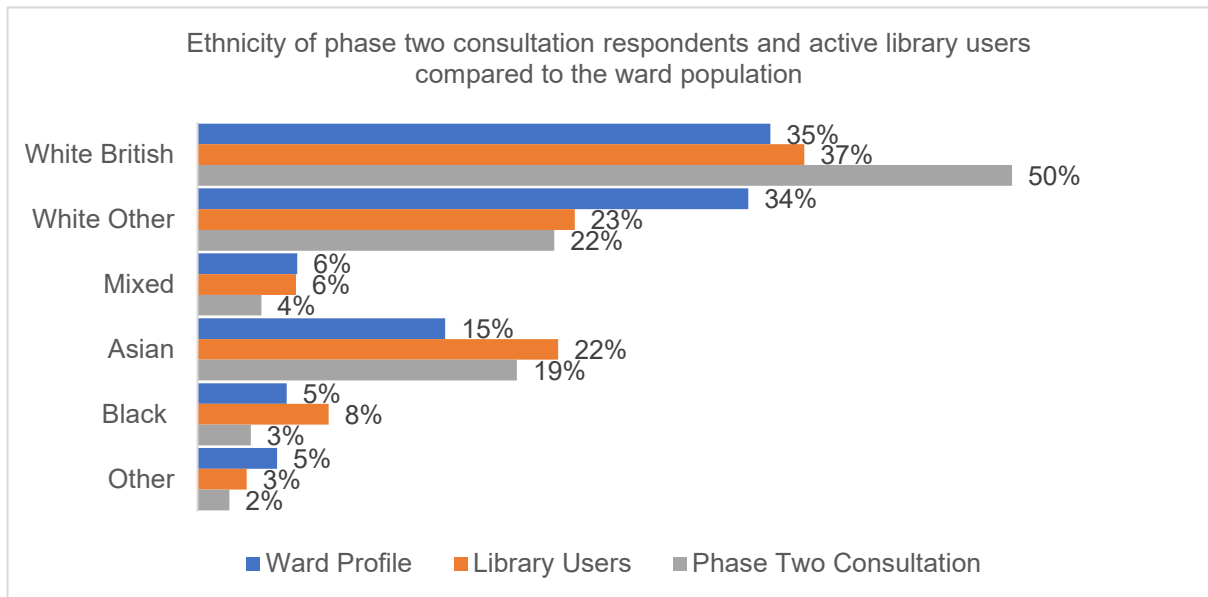
**Southgate**

People from White British ethnic backgrounds make up the highest proportion of active library users (37%). The proportion of active users from a White British ethnic background (37%), is higher than the proportion of the ward population who are White British (35%). The proportion of active library users from White Other ethnic backgrounds (23%) is lower compared to ward population (34%). Active library usage among individuals from Asian ethnic backgrounds was significantly higher than the ward population (22% compared to 15%).

In the phase two consultation, 50% of respondents who used Southgate Library were from a White British ethnic background, which is significantly higher than the proportion of the ward population or active library users who are White British.

*Figure: Ethnicity of phase two consultation respondents and active library users compared to the ward population <sup>142</sup>*

<sup>142</sup>Base: 728 active users, 14,514 census, 308 responses



**Winchmore Hill**

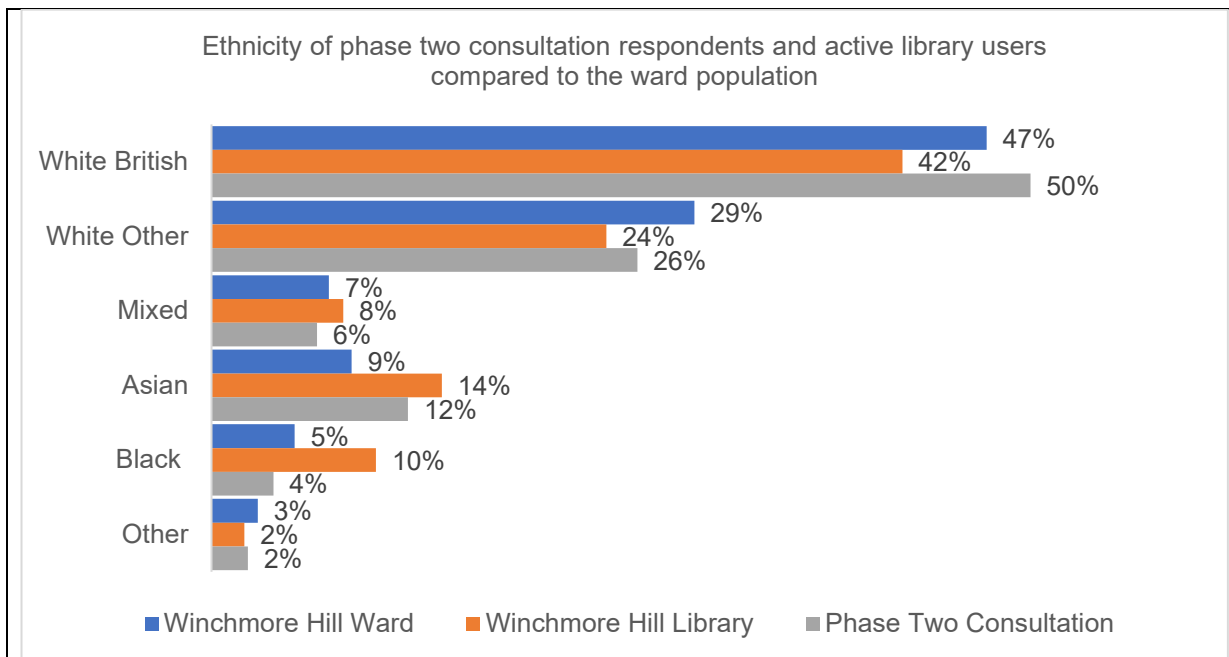
People from White British ethnic backgrounds make up the highest proportion of active library users (42%).

The proportion of active library users who declared their ethnicity was White British (42%) is lower than the percentage of the ward population who are from White British ethnic backgrounds (47%). However, the proportion of active library users from Black (10%), Asian (14%) and Mixed (8%) ethnic backgrounds is higher than the proportions of the ward population (5%, 9% and 7%).

In the phase two consultation, 50% of respondents who used Winchmore Hill Library were from a White British ethnic background, which is higher than the proportion of the ward population or active library users who are White British.

*Figure: Ethnicity of phase two consultation respondents and active library users compared to the ward population<sup>143</sup>*

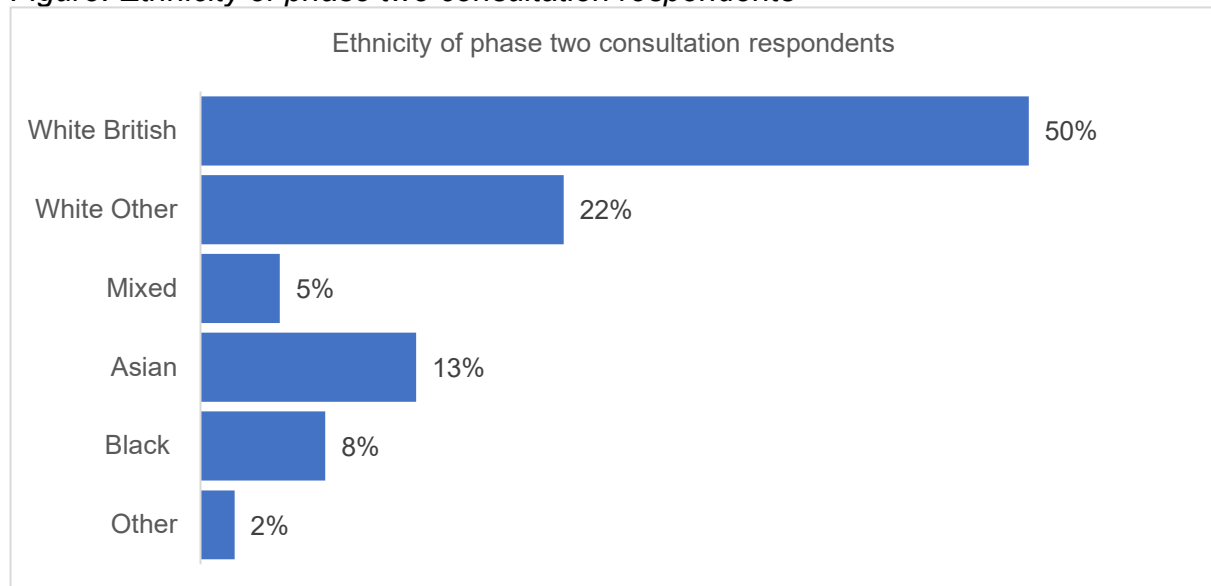
<sup>143</sup>Base: 903 active users, 10,393 census, 452 responses



**Digital Library**

The library does not collect equalities data on users of the digital library. In the phase two consultation, 50% of respondents who used the digital library service were from a White British ethnic background and 22% were from a White Other ethnic background.

Figure: Ethnicity of phase two consultation respondents<sup>144</sup>



**Consultation:**

<sup>144</sup> Base: 145 responses

In the consultation, respondents who were from a Black ethnic background were more likely to say that the proposed closure of a library would have a negative impact on their household, when compared other respondents. While, respondents from a White British or Asian ethnic background were less likely to say that the closure of a library would have a negative impact on their household.

Respondents from a White British or Mixed ethnic background were least likely to say that the proposed closures will have a positive impact on their household. Respondents from an Other ethnic backgrounds were most likely to say that the proposed closures will have a positive impact on their household when compared to respondents from different ethnic backgrounds.

*Figure: Percentage of respondents by ethnic background who said that the proposed library closure will have a negative impact on their household.*

	Negative Impact						Positive Impact					
	White British	White Other	Mixed	Black	Asian	Other	White British	White Other	Mixed	Black	Asian	Other
Bullsmoor	19%	21%	25%	40%	11%	25%	1%	4%	3%	4%	3%	13%
Enfield Highway	20%	27%	33%	68%	15%	44%	2%	5%	0%	3%	4%	13%
Enfield Island Village	19%	27%	21%	59%	18%	44%	2%	5%	0%	3%	6%	13%
Bowes Road	26%	29%	39%	40%	25%	31%	2%	5%	0%	4%	4%	13%
Winchmore Hill	60%	65%	77%	56%	61%	55%	2%	4%	0%	4%	4%	18%
Southgate	52%	56%	51%	47%	60%	57%	2%	4%	0%	5%	3%	14%
Oakwood	56%	64%	53%	49%	66%	48%	3%	3%	0%	2%	4%	13%
John Jackson	30%	31%	44%	40%	22%	33%	2%	3%	3%	8%	4%	11%
<b>Total</b>	<b>38%</b>	<b>43%</b>	<b>45%</b>	<b>50%</b>	<b>38%</b>	<b>43%</b>	<b>2%</b>	<b>4%</b>	<b>1%</b>	<b>4%</b>	<b>4%</b>	<b>14%</b>

Respondents who identified a negative impact on their household were then asked whether this could be mitigated. Respondents from White British, Mixed and Asian ethnic backgrounds were most likely to say there could be no mitigations.

Respondents from Other ethnic backgrounds were more likely to identify mitigations for the negative impact on their household. The most common mitigation identified by all respondents was visiting alternative libraries in Enfield.

*Figure: Percentage of respondents by ethnic background who did and did not identify mitigating actions for the negative impact on their households due to the proposed library closures.*

	No Mitigations Identified						Mitigations Identified					
	White British	White Other	Mixed	Black	Asian	Other	White British	White Other	Mixed	Black	Asian	Other
Bullsmoor	62%	53%	44%	50%	82%	40%	18%	38%	33%	32%	18%	40%
Enfield Highway	53%	42%	46%	27%	67%	22%	30%	49%	38%	65%	33%	67%



Enfield Island Village	61%	44%	44%	30%	47%	33%	18%	44%	44%	64%	47%	67%
Bowes Road	54%	48%	50%	54%	50%	29%	31%	45%	38%	29%	36%	57%
Winchmore Hill	51%	54%	49%	44%	55%	57%	39%	35%	37%	42%	26%	36%
Southgate	50%	44%	57%	41%	40%	47%	39%	41%	35%	46%	43%	53%
Oakwood	48%	50%	54%	42%	48%	62%	43%	39%	42%	47%	36%	31%
John Jackson	54%	46%	56%	50%	70%	10%	31%	45%	33%	38%	22%	90%
<b>Total</b>	<b>52%</b>	<b>48%</b>	<b>51%</b>	<b>40%</b>	<b>51%</b>	<b>40%</b>	<b>36%</b>	<b>40%</b>	<b>37%</b>	<b>48%</b>	<b>35%</b>	<b>54%</b>

When asked if the proposed changes in opening hours worked for them, respondents from an Asian background were more likely to say it didn't work for them. While respondents from a Black ethnic background were more likely to say the extensions would work for them.

*Figure: The percentage of respondents from each ethnic background who said that the proposed opening hours would or would not work for them.*

	White British	White Other	Mixed	Black	Asian	Other
Opening hours would <u>not</u> work	30%	33%	33%	20%	39%	30%
Opening hours would work	48%	49%	42%	67%	30%	43%

Respondents were then asked if the proposed extensions would make them more likely to use another library. Respondents from a White British background were more likely to say no, whilst respondents from a Black ethnic background were more likely to say yes. The most common library that all respondents were more likely to use was Enfield Town.

*Figure: The percentage of respondents from each ethnic background who said that they would or would not more likely to use another library due to the proposed opening hours.*

	White British	White Other	Mixed	Black	Asian	Other
More likely to use another library	38%	45%	36%	58%	38%	33%
<u>Not</u> more likely to use another library	50%	41%	45%	25%	47%	40%

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people of a certain race?

Please provide evidence to explain why this group may be particularly affected.

***Need to eliminate discrimination***

**Recommendation to retain Ordnance Unity Centre, Edmonton Green, Oakwood, Fore Street, Millfield House, Ponders End, Palmers Green, Enfield Town and Ridge Avenue libraries:**

We will retain 9 libraries maintaining the existing resources and improving the service. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because of their ethnicity.

We will retain 9 library hubs in the borough, this will mean that:

- 86% of residents live within a 25-minute walk from their nearest library
- 94% of residents live within a 20-minute public transport journey from their nearest library
- 95% of residents live within a 10-minute cycle ride from their nearest library
- 97% of residents live within a 10-minute car journey from their nearest library

We will retain libraries in areas with good transport connections across the borough and have focused resources in key shopping and leisure areas, as people are likely to travel to these areas for other reasons as well as to visit the library. All these libraries are within 137 metres of a bus stop and 5 of the libraries have car parking spaces.

**Recommendation to close Bullsmoor, Enfield Highway, Enfield Island Village, Bowes Road, Southgate, Winchmore Hill and John Jackson libraries:**

*Eliminate discrimination for users from White Other and White British ethnic backgrounds as a result of proposed closures*

The proportion of active users who may be disadvantaged by the decision to close 7 libraries was highest for users from White Other and White British ethnic backgrounds (21% and 20%). They can all access the libraries that are to remain open.

*Eliminate discrimination for users from Black ethnic backgrounds as a result of proposed closures*

From the consultation, we found that while respondents who declared a Black ethnic background were more likely to say that the closure of a library would have a negative impact on their household, however they were also more likely to identify a mitigation to this impact when compared to respondents from different ethnic backgrounds. Furthermore, based on our analysis of active library users the proportion of active users who may be advantaged by the decision to retain 9 libraries was highest for users from Black ethnic backgrounds (87%). They can all access the libraries that are to remain open.

*Eliminate discrimination for those whose first language is not English:*

Nationally, we know that some groups are more likely to be digitally excluded<sup>145</sup>, this includes people whose first language is not English.

The digital library can be an essential service for those who cannot access a physical library for any reason and gives access to a wide range of material. However, we recognise that the closure of some physical libraries may have a particular disadvantage for some users, whose first language is not English, and may need assistance accessing the digital library service or are digitally excluded.

The wards in Enfield with the highest proportion of households where English is not one's first language are Bowes (23%) and Edmonton Green (21%). Bowes ward borders Palmers Green, Upper Edmonton and New Southgate wards, which have Palmers Green, Fore Street and Bowes Road libraries respectively. Edmonton Green ward has Edmonton Green Library. Of these libraries only Bowes Road is recommended for closure.

#### *Conclusion*

These proposals to close 7 libraries may place people from White ethnic backgrounds and people who speak English as a second language at a particular disadvantage. This because the proportion of active users who may be disadvantaged by the decision to close 7 libraries was highest for users from White Other and White British ethnic backgrounds (21% and 20% respectively). While people who speak English as a second language are more likely to be digitally excluded and therefore may be at a particular disadvantage as a result of the closure of 7 libraries.

However, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures.

#### **Recommendation to retain the Home Library Service and Digital Library Service:**

We will retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

#### **Recommendation to formally declassify Angel Raynham as a public library:**

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145 NHS Digital Inclusion <https://digital.nhs.uk/about-nhs-digital/corporate-information-and-documents/digital-inclusion/what-digital-inclusion-is#:~:text=People%20likely%20to%20be%20digitally%20excluded,-90%25&text=Some%20sections%20of%20the%20population,people%20in%20lower%20income%20groups>

The declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because of their race. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

**Need to advance equality of opportunity**

The library service already seeks to promote and advance equality of opportunity in its services through hosting events to encourage reading and improve literacy. The library service also provides accessible spaces for community learning, including English as a Second Languages Course and also with provision of access to computers for those who are socio-economically disadvantaged. The library service hosts diverse community groups to use library space to ensure that equality of opportunity is advanced. The EqIA acknowledges that this protected group, may be less likely to access the library service as a result of the closure of 7 libraries. Whilst this is likely to impact on their equality of opportunity the library service will continue to promote equality of opportunity in the remaining libraries as outlined above given their larger footprint and accessible locations across the borough to mitigate against any adverse impact. Further, mitigation through users linking into the use of the home library and digital library services enable the advancement of equality of opportunity to continue to be met.

***Need to foster good relations between different protected groups***

The library service will continue to engage with local community groups representing different ethnic groups to ensure the service development, book collection, and calendar programming planned will be inclusive of all regardless of their race. The service, through regular reviews, will identify underserved groups, to ensure libraries serve everyone and increase activities and resources that are inclusive of different ethnic groups.

**Mitigating actions to be taken**

**Alternative Libraries**

There will be a network of 9 libraries across the borough that are available for everyone to access. These libraries will be operating their updated opening hours from July 2025 and will be offering additional activities to serve additional demand.

We will update the library website with bus and train information, as well as local car parking arrangements, for each library.

The library service will offer familiarisation visits for people who may feel anxious about visiting new libraries. This could help them to feel welcome visiting other libraries, encourage them to attend groups and activities and to help with the adjustment to the loss of their familiar library space.

We will engage with existing groups running in libraries which will close to make alternative arrangements for their offer. We will work with these partners as part of the implementation of the library strategy to transfer, where possible, their services to alternative libraries.

### **Ongoing Review of Library Service**

We will regularly review usage of our library service to ensure all ethnic groups are represented and served by our new model. This will include:

- Reviewing our programme of events and activities to ensure that there is a diverse range which caters for people of different ethnicities.
- Reviewing how we are engaging with voluntary and community organisations and identifying how we can improve our partnership working to support residents of different ethnicities.
- Reviewing equalities data on the protected characteristics of library service users to see whether this is representative of ward / borough populations, to ensure that the library service is engaging people of ethnicities.
- Reviewing opening hours to ensure they are at optimal times for communities.

### **Digital Library Service**

We have a digital library service, which enable library users to access free e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their digital devices at home.

Some individuals with this protected characteristic may need assistance to be able to access e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their own devices. This support can be provided through the libraries and through partnerships working to direct people to the provision.

This will mitigate the impact of the closure of the 7 libraries on users who are able to access the digital library service at home.

### **Library Consortium**

Enfield library users can use their library cards at 22 local authorities' libraries, including neighbouring authorities: Waltham Forest, Haringey and Essex. This means that residents will be able to access a wide variety of libraries at their convenience.

### **Religion and belief**

Religion refers to a person's faith (e.g. Buddhism, Islam, Christianity, Judaism, Sikhism, Hinduism). Belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live.

### **Data Analysis:**

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people's lives in Enfield.

**Data: Table – Religion and beliefs of users per library (excluding those who have not declared)**

**All data obtained from Library Management System on Library Users between 2022 and 2024**

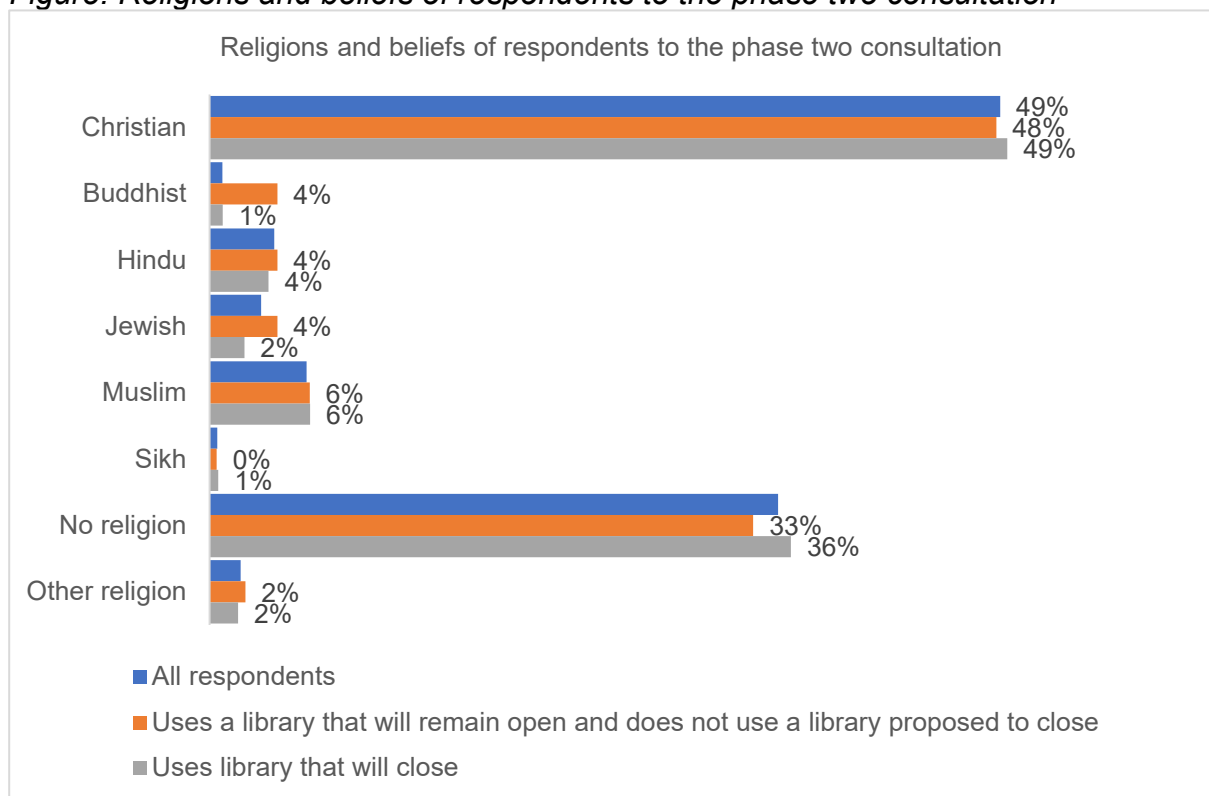
	Christian	Buddhist	Hindu	Jewish	Muslim	Sikh	No religion	Other religion	Not declared
Edmonton Green	241	12	23	5	159	2	38	14	7574
Enfield Town	56	8	1	1	9	3	21	14	10288
Ordnance Unity Centre	258	9	6	2	122	3	62	20	3335
Palmers Green	118	8	17	6	57	3	70	10	4763
Bowes Road	21	0	1	0	5	0	15	0	545
Bullsmoor	1	0	0	0	0	0	0	0	221
Enfield Highway	76	4	4	1	33	0	19	5	927
Enfield Island Village	11	1	0	0	4	0	2	0	344
Fore Street	44	8	1	0	39	0	11	4	1474
John Jackson	10	1	0	0	0	0	2	0	796
Millfield House	0	0	0	0	0	0	0	0	36
Oakwood	36	1	14	6	9	2	24	6	2372
Ponders End	47	8	3	0	81	0	11	2	1215
Ridge Avenue	11	1	1	0	3	1	8	1	2418
Southgate	32	4	4	3	5	0	15	1	1900
Winchmore Hill	45	0	7	0	12	1	23	4	2213
<b>Total</b>	<b>1007</b>	<b>65</b>	<b>82</b>	<b>24</b>	<b>538</b>	<b>15</b>	<b>321</b>	<b>81</b>	<b>40421</b>
(across 16 libraries)									
<b>Advantaged</b>	<b>811</b>	<b>55</b>	<b>66</b>	<b>20</b>	<b>479</b>	<b>14</b>	<b>245</b>	<b>71</b>	
(9 libraries remaining open)									
<b>Disadvantaged</b>	<b>196</b>	<b>10</b>	<b>16</b>	<b>4</b>	<b>59</b>	<b>1</b>	<b>76</b>	<b>10</b>	
(7 libraries closing)									
	Christian	Buddhist	Hindu	Jewish	Muslim	Sikh	No religion	Other religion	
% Advantaged	81%	85%	80%	83%	89%	93%	76%	88%	
% Disadvantaged	19%	15%	20%	17%	11%	7%	24%	12%	

It should be noted that 40,421 active library users have not declared their religion and belief, which will impact the quality of this data analysis.

The proportion of active users who may be disadvantaged by the decision to close 7 libraries was highest for users who are non-religious (24%). The proportion of active users who may be advantaged by the decision to retain 9 libraries was highest for users who are Sikh (93%). However, it should be noted that there is a very small number of active users who declared they were Sikh (15), which will impact the quality of this data analysis. The second highest proportion of active users who may be advantaged by the decision to retain 9 libraries was users who are Muslim (89%).

Overall, the religions and beliefs of the respondents to the phase two consultation who used the libraries which will close and religions and beliefs of the respondents who used the library which will remain open are broadly in line.

*Figure: Religions and beliefs of respondents to the phase two consultation<sup>146</sup>*

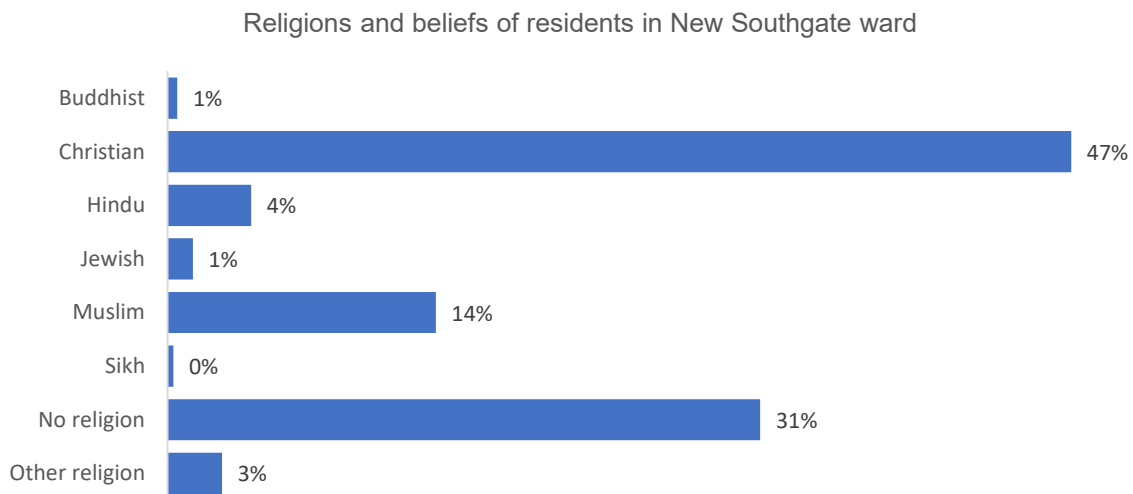


### **Bowes Road**

In New Southgate of those residents who declared their religion, 47% are Christian, 31% declared to have no religion and 14% declared they were Muslim. Overall, 42 active users and 71 respondents in the phase two consultation who used Bowes Road library declared their religion or belief. These are small samples and would not enable meaningful comparison to the ward population.

<sup>146</sup> Base: 1,257 responses

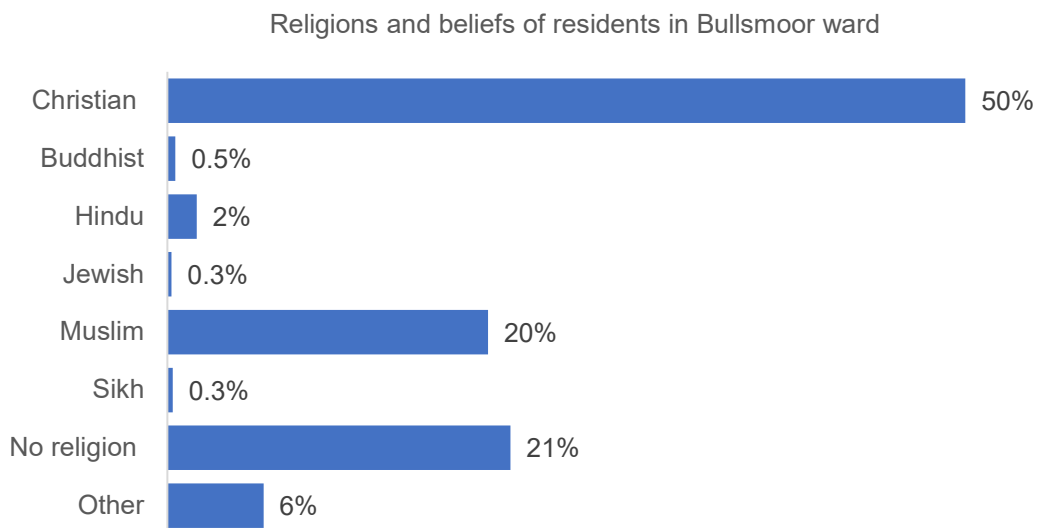
**Figure: Religions and beliefs of residents in New Southgate ward<sup>147</sup>**



**Bullsmoor**

Using the 2021 Census data, 50% of residents in Bullsmoor ward are Christian, 21% are non-religious and 20% are Muslim. Overall, one active library user and 38 respondents the phase two consultation who used Bullsmoor Library have declared their religion or belief. These are small samples and would not be proportionate to compare to the ward population.

**Figure: Religions and beliefs of residents in Bullsmoor ward<sup>148</sup>**



**Edmonton Green**

Of the active library users who declared their religion, the proportions of active library users who are Christian and Buddhist is higher (49% and 2% respectively)

<sup>147</sup> Base: 10,926 census

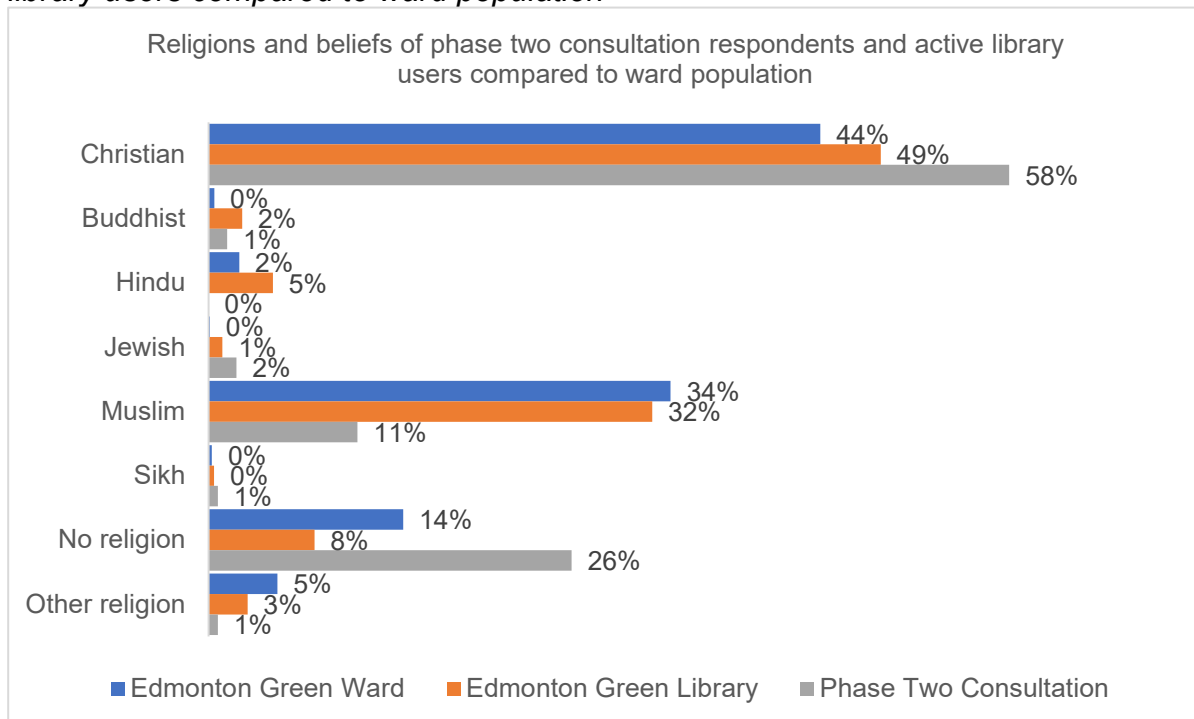
<sup>148</sup> Base: 11,454 census



when compared to the proportions of the ward population (44% and 0.4% respectively).

In the phase two consultation, 58% of respondents who used Edmonton Green Library declared their religion or belief as Christian. This is higher than both the ward population (44%) and active library users (49%). Those who declared having no religion (26%) in the phase two consultation was significantly higher than the ward and the library users (14% and 8% respectively).

*Figure: Religions and beliefs of phase two consultation respondents and active library users compared to ward population <sup>149</sup>*



**Enfield Highway**

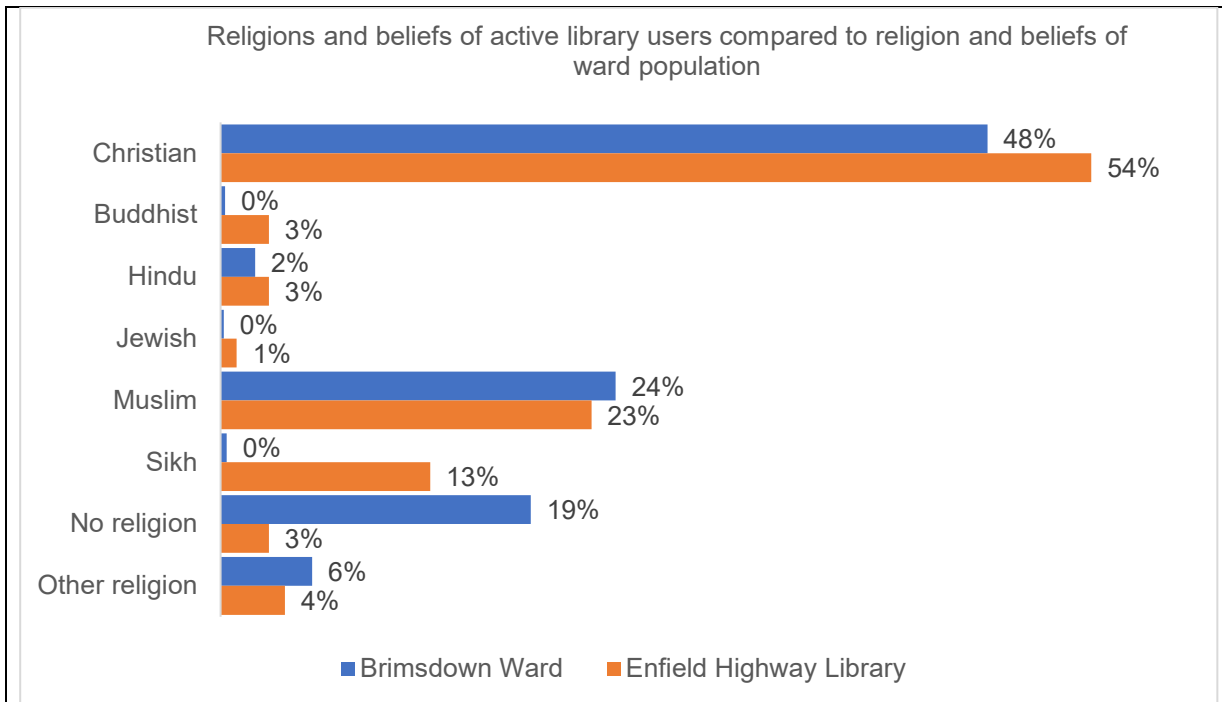
Of the active library users who declared their religion, the proportion of library users who are Christian and Buddhist (54% and 2% respectively) is higher when compared to the ward population (48% and 0.5% respectively).

In the phase two consultation, 71 respondents who used Enfield Highway Library declared their religion or belief. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Religions and beliefs of active library users compared to religion and beliefs of ward population <sup>150</sup>*

<sup>149</sup> Base: 494 active users, 16,078 census, 148 responses

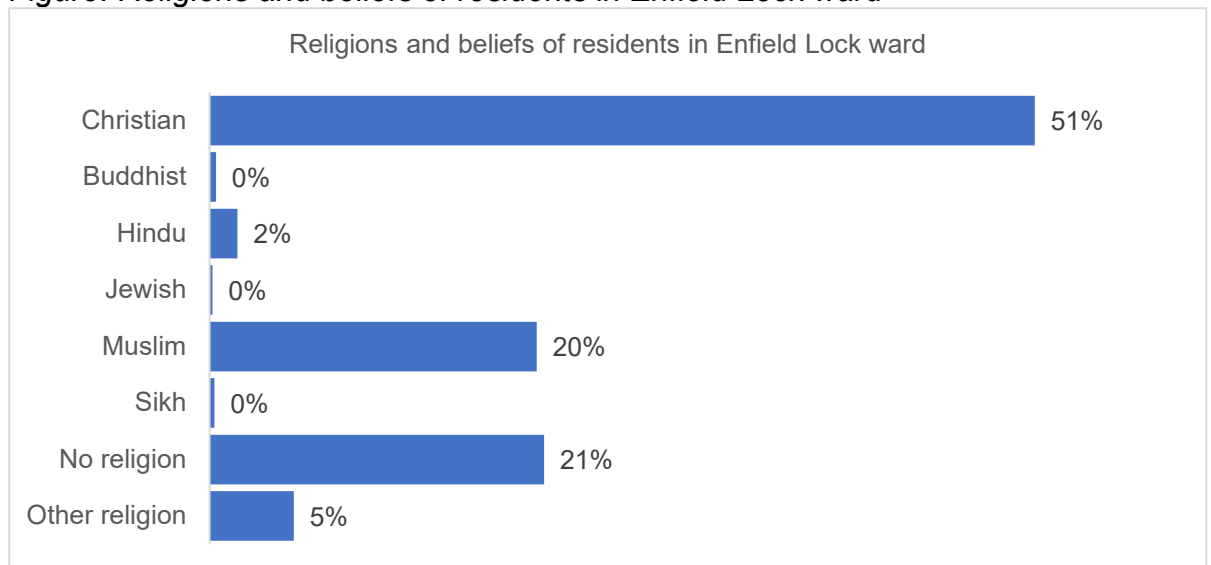
<sup>150</sup> Base: 142 active users, 15,140 census



**Enfield Island Village**

Using the 2021 Census, 51% of residents in Enfield Lock ward are Christian, 21% are non-religious and 20% are Muslim. Overall, 18 active library users and 52 respondents to the phase two consultation who used Enfield Island Village declared their religion or belief. These are small samples and would not be proportionate to compare to the ward population.

*Figure: Religions and beliefs of residents in Enfield Lock ward<sup>151</sup>*



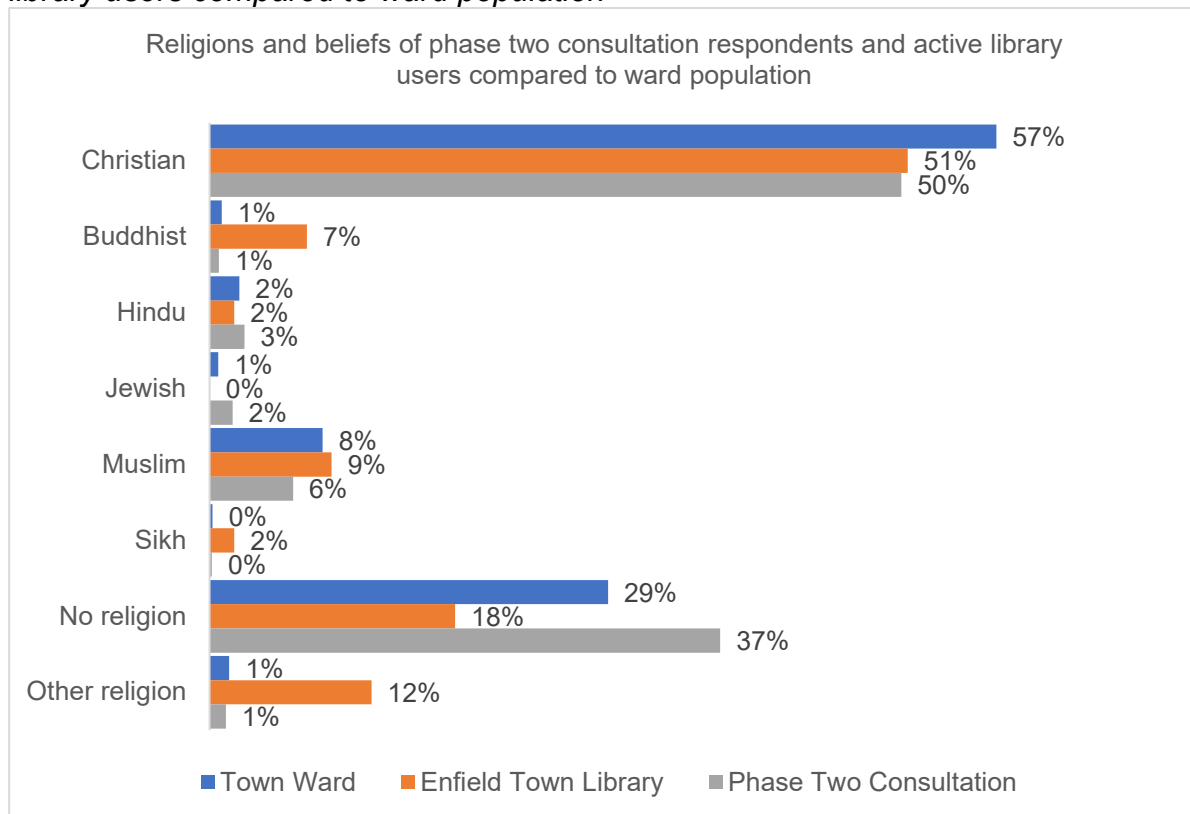
**Enfield Town**

<sup>151</sup> Base: 16,587 census

Of the active library users who declared their religion, the proportion of library users who are Buddhist, Sikh, and of other religions is higher (7%, 2% and 12% respectively) when compared to the ward population (1%, 0.2% and 1% respectively).

In the phase two consultation, 50% of respondents who used Enfield Town Library were Christian. This is lower than the proportion of ward population who are Christian but is representative of the proportion of active library users who are Christian (57% and 51% respectively). The proportion of respondents who were non-religious (37%) was disproportionate compared to the ward population and active library users (29% and 18% respectively).

*Figure: Religions and beliefs of phase two consultation respondents and active library users compared to ward population<sup>152</sup>*



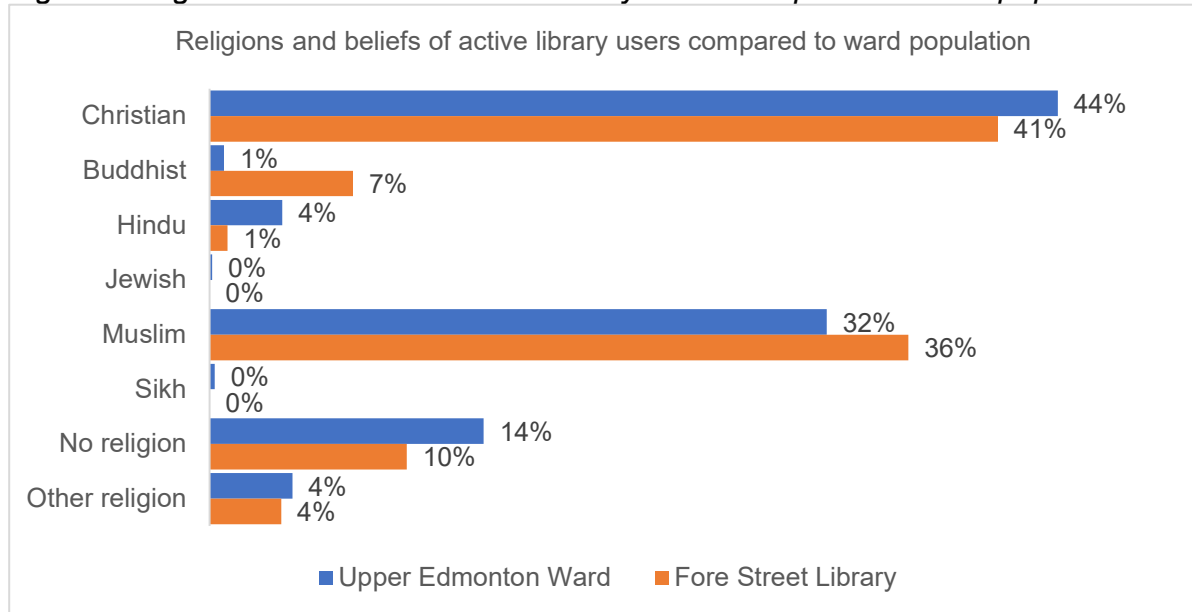
**Fore Street**

Of the active library users who declared their religion, the proportion of library users who are Christian and Muslim are broadly representative (41% and 36% respectively), when compared to the ward population, (44% and 32% respectively). The proportion of active library users who are Buddhist is significantly higher when compared to the proportion of the ward population (7% compared to 1%).

<sup>152</sup> Base: 113 active users, 12,618 census, 591 responses

In the phase two consultation, 50 respondents who used Fore Street Library declared their religion. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Religions and beliefs of active library users compared to ward population<sup>153</sup>*



**John Jackson**

In the phase two consultation, 50% of respondents who used John Jackson library were Christian which is broadly in line with the proportion of the ward population (51%).

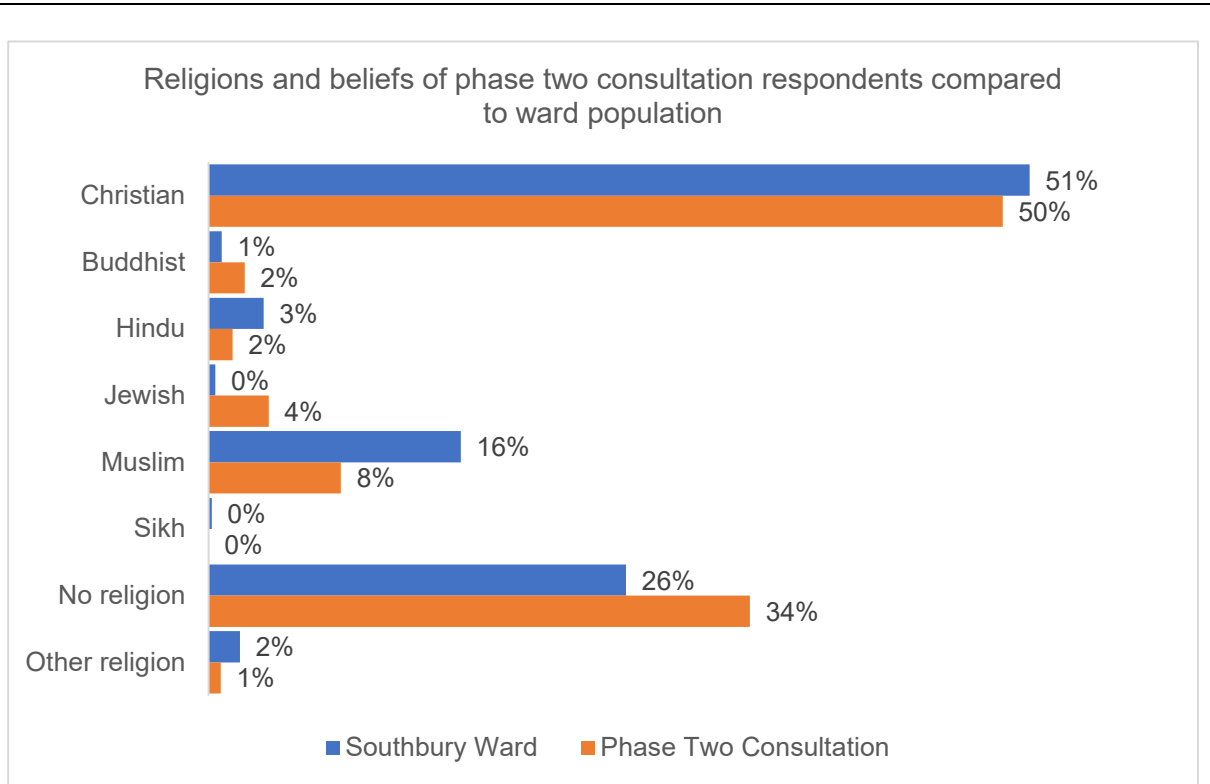
The proportion of respondents who were Jewish (4%), and non-religious (34%) was significantly higher than the proportions of the ward population who were Jewish and non-religious, (0.4% and 26% respectively). The proportion of respondents who were Muslim (8%) was significantly lower than the proportions of the ward population who were Muslim (16%).

Overall, 13 active library users who used John Jackson Library declared their religion or belief. This is a small sample and would not be proportionate to compare to the ward population or phase two consultation respondents.

*Figure: Religions and beliefs of phase two consultation respondents compared to ward population<sup>154</sup>*

<sup>153</sup> Base: 107 active users, 15,535 census

<sup>154</sup> Base: 14,824 census, 133 responses

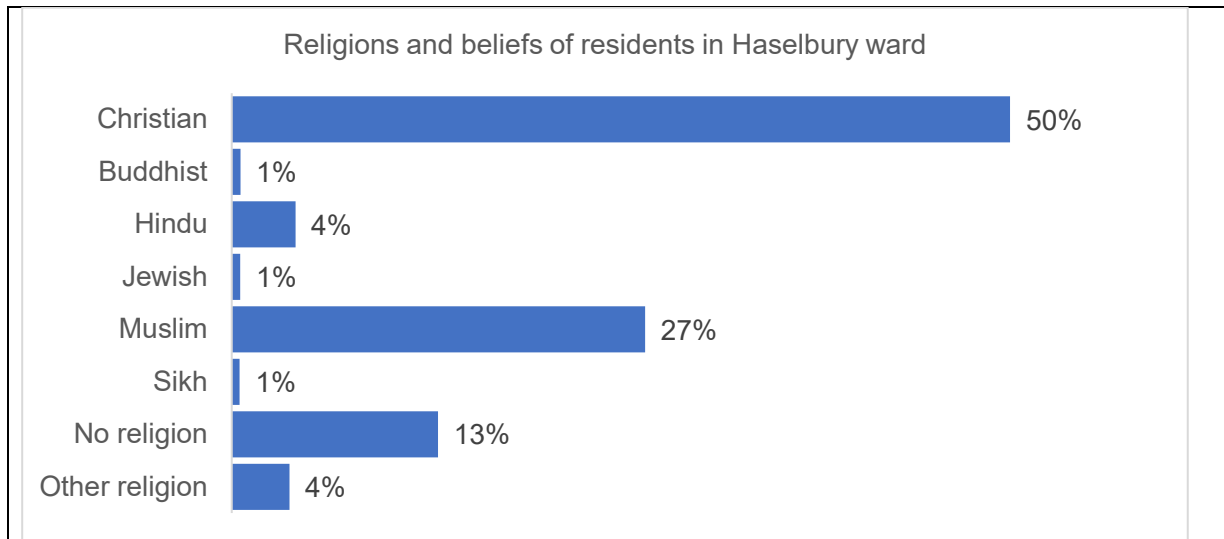


**Millfield House**

In Haselbury, 50% of residents in are Christian, 27% are Muslim and 13% are non-religious. Of the active library users, none have yet declared their religion or belief and therefore we are unable to compare this to the ward population. In the phase two consultation, 44 respondents who visited Millfield House Library declared their religion or belief. This is a small sample and would not be proportionate to compare to the ward population.

*Figure: Religions and beliefs of residents in Haselbury ward<sup>155</sup>*

<sup>155</sup> Base: 16,870 census



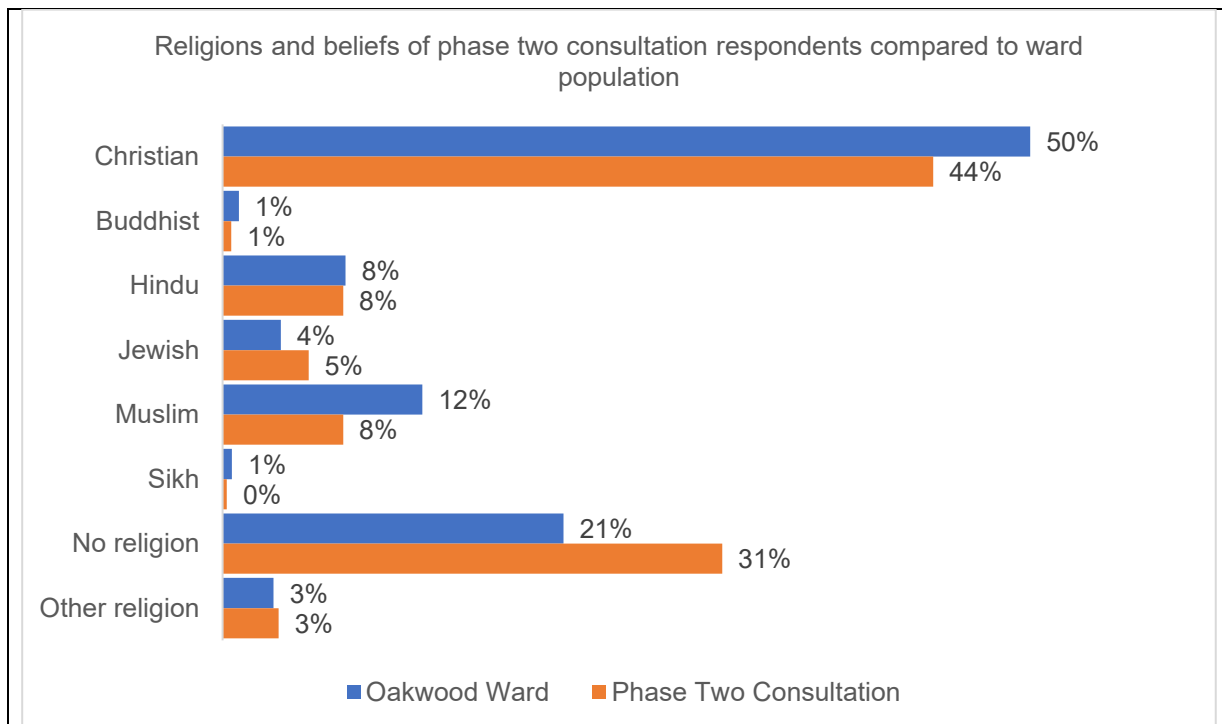
### **Oakwood**

In the phase two consultation, 44% of respondents who used Oakwood library were Christian which is lower than the proportion of the ward population who are Christian (50%). The proportion of respondents who were Muslim (8%) and non-religious (31%) was lower than the proportion of the ward population who were Muslim and non-religious, (12% and 21% respectively).

Overall, 98 active library users who used Oakwood Library have declared their religion or belief. This is a small sample and would not be proportionate to compare to the ward population or phase two consultation respondents.

*Figure: Religions and beliefs of phase two consultation respondents compared to ward population <sup>156</sup>*

<sup>156</sup> Base: 8,119 census, 373 responses



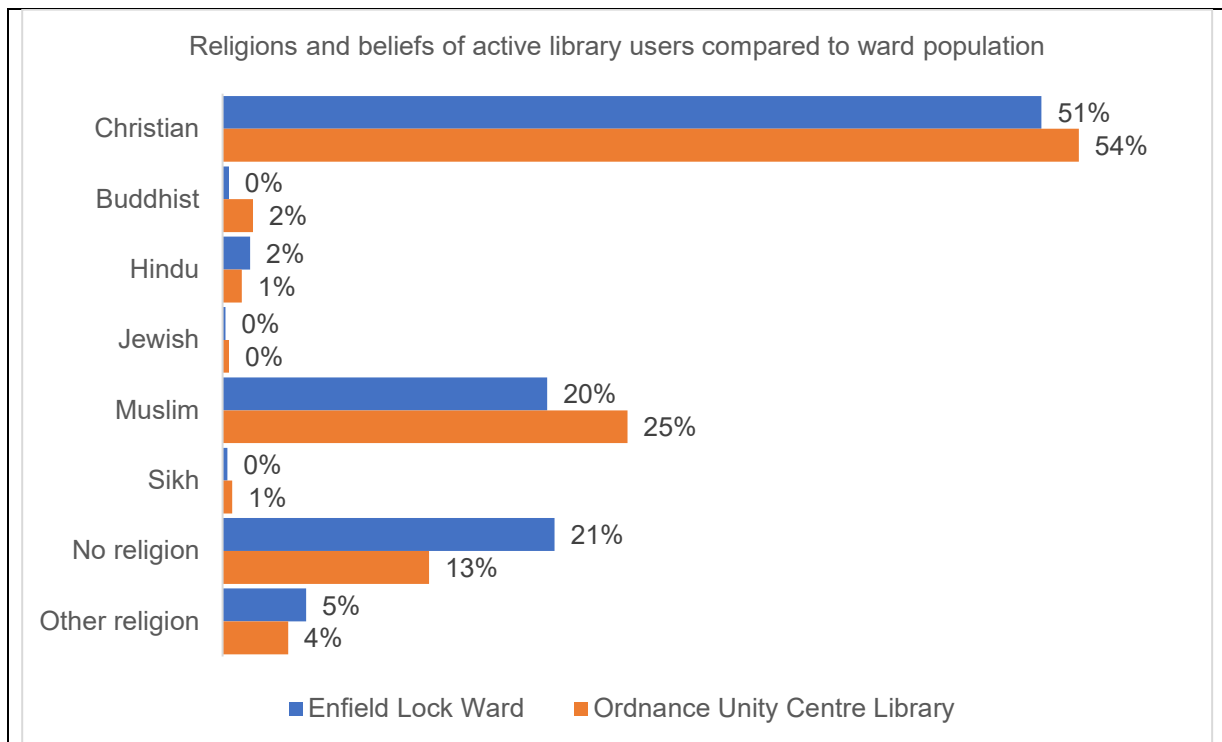
### **Ordnance Unity Centre**

Of the active library users who declared their religion, the proportions of library users who are Muslim and Buddhist are significantly higher (25% and 2% respectively) when compared to the proportions of the ward population (20% and 0.4% respectively). Active library users who declared having no religion is significantly lower at Ordnance Unity Centre when compared to the ward population (13% compared to 21%).

In the phase two consultation, 93 respondents who used Ordnance Unity Centre library declared their religion or belief. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure 4: Religions and beliefs of active library users compared to ward population<sup>157</sup>*

<sup>157</sup> Base: 482 active users, 16,587 census



### **Palmers Green**

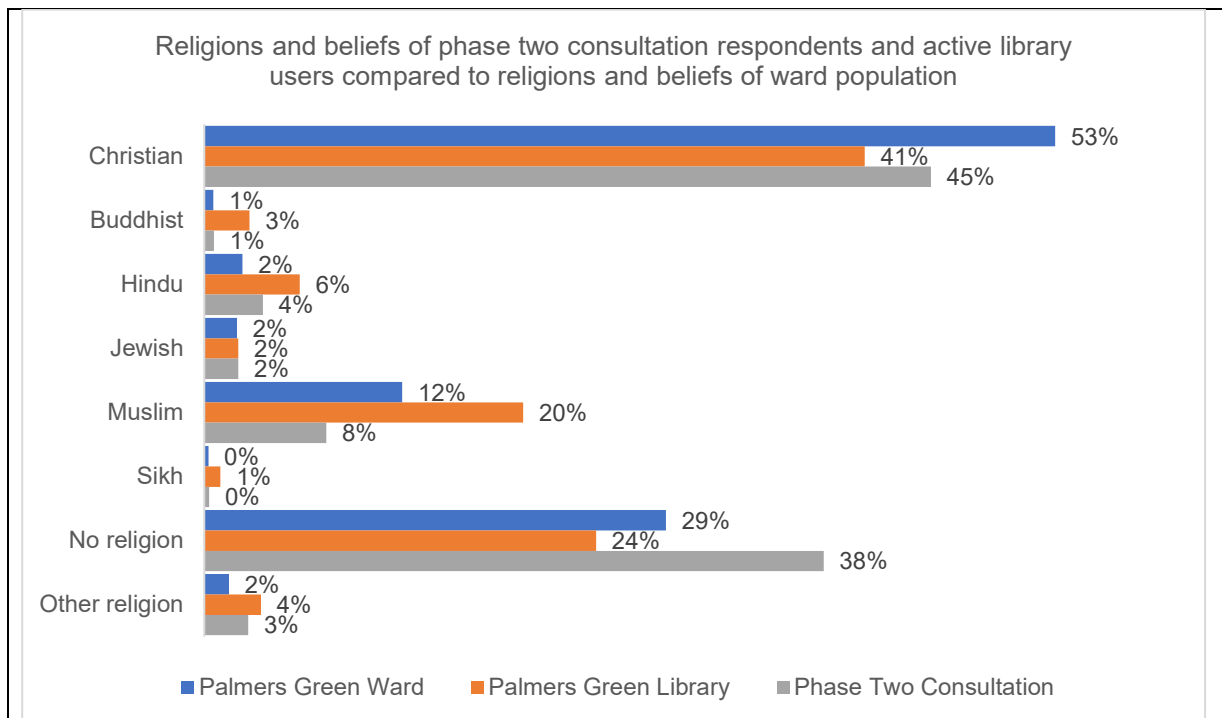
Of the active library users who declared their religion, the highest percentage were Christian (41%), however this is lower than the percentage of the ward population (53%). Furthermore, the percentage of active library users who are Muslim (20%) is significantly higher than the ward population (12%). The percentage of active library users who declared themselves as having no religion (24%) is lower than the percentage of the ward population (29%).

In the phase two consultation, 45% of respondents who used Palmers Green Library were Christian. This is lower than the proportion of ward population who are Christian but is higher than the proportion of active library users who are Christian (53% and 41% respectively). The proportion of respondents who were non-religious (38%) and Muslim (8%) was disproportionate compared to the ward population and active library users (29% and 24% and 12% and 20% respectively).

*Figure: Religions and beliefs of phase two consultation respondents and active library users compared to religions and beliefs of ward population<sup>158</sup>*

<sup>158</sup> Base: 289 active users, 10.174 census, 332 responses





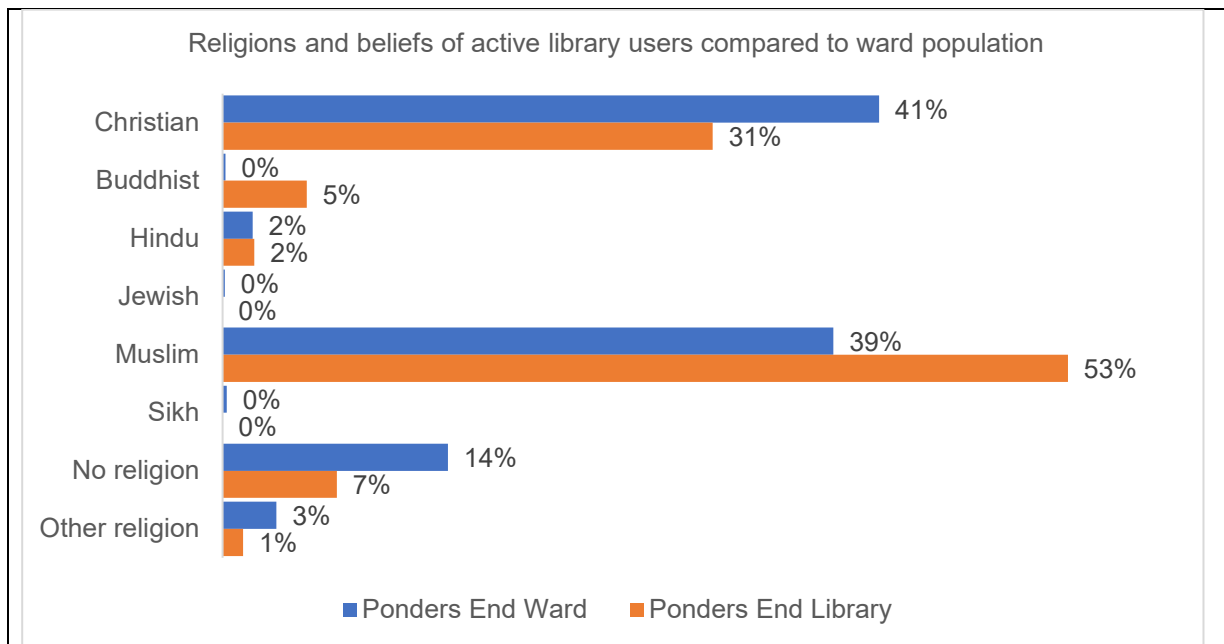
**Ponders End**

The highest proportion of active library users are Muslim (53%), this is higher than the proportion of the ward population (39%). There are also a higher proportion of active library users who are Buddhist (5%) compared to the ward population (0.2%). Furthermore, there are a lower proportion of active library users who are Christian (31%) compared to the ward population (41%).

Only 61 respondents to the phase two consultation who used Ponders End Library declared their religion or belief. This is a small sample and would not be proportionate to compare to the ward population or active library users.

*Figure: Religions and beliefs of active library users compared to ward population<sup>159</sup>*

<sup>159</sup> Base: 152 active users, 12,848 census



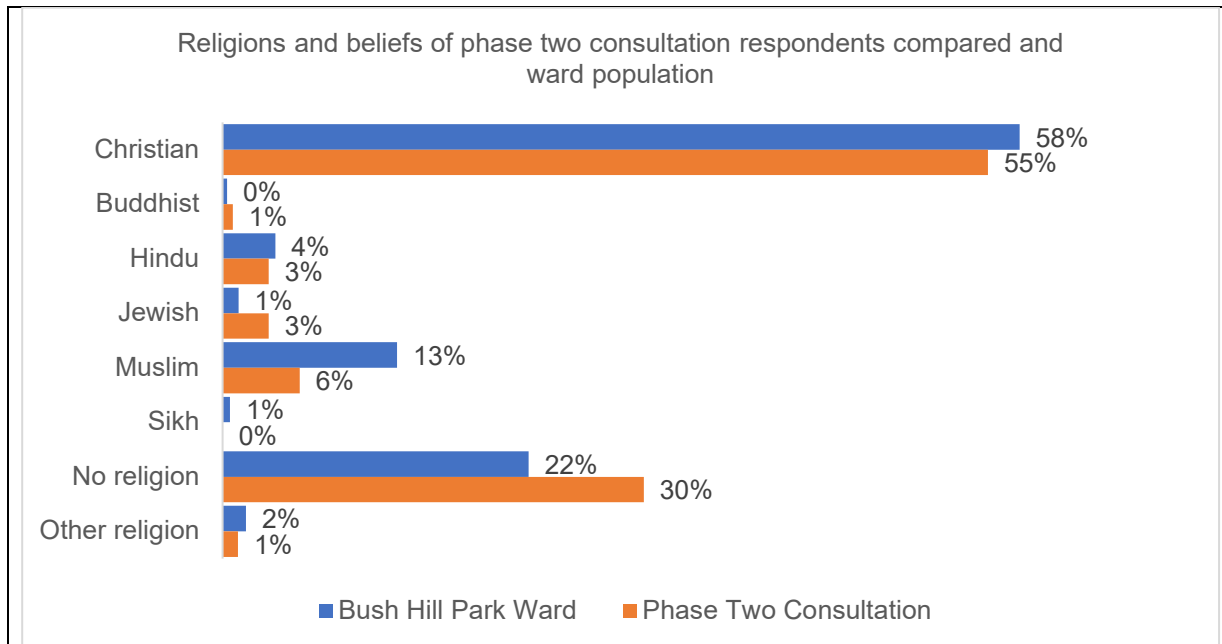
**Ridge Avenue**

In the phase two consultation, 55% of respondents who used Ridge Avenue library were Christian which is slightly lower than the proportion of the ward population who are Christian (58%). The proportion of respondents who were Muslim (6%) and non-religious (30%) was disproportionate compared to the ward population, (13% and 22% respectively).

Overall, 26 active library users who used Ridge Avenue Library declared their religion or belief. This is a small sample and would not be proportionate to compare to the ward population or phase two consultation respondents.

*Figure: Religions and beliefs of phase two consultation respondents compared and ward population<sup>160</sup>*

<sup>160</sup> Base: 11,811 census, 269 responses



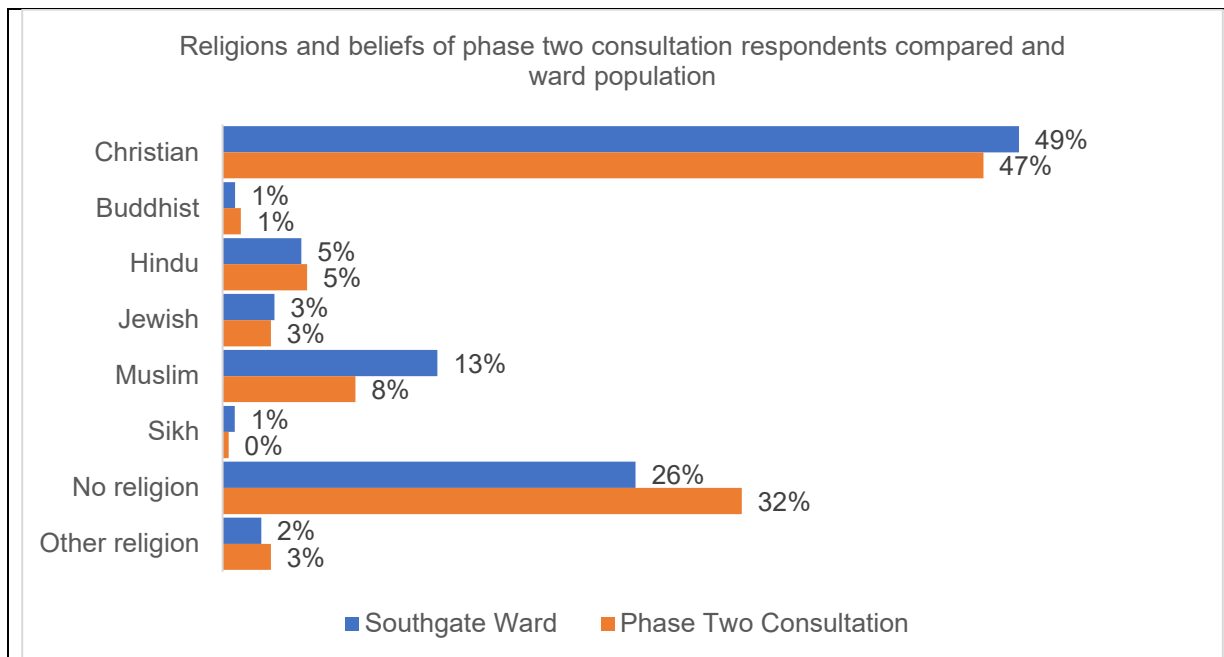
**Southgate**

In the phase two consultation, 47% of respondents who used Southgate library were Christian which is proportionate compared to the ward population (49%). The proportion of respondents who were Muslim (8%) and non-religious (32%) was disproportionate compared to the ward population, (13% and 26% respectively).

Overall, 64 active library users who used Southgate Library have declared their religion or belief. This is a small sample and would not be proportionate to compare to the ward population or phase two consultation respondents.

*Figure: Religions and beliefs of phase two consultation respondents compared and ward population <sup>161</sup>*

<sup>161</sup> Base: 13,390 census, 268 responses



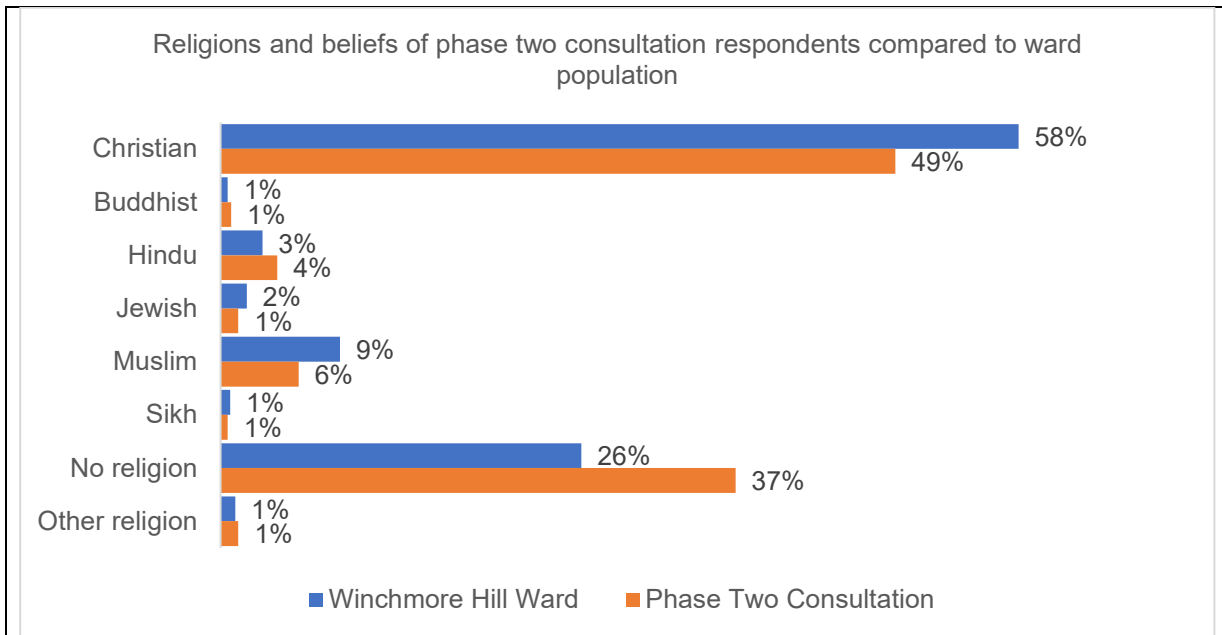
**Winchmore Hill**

In the phase two consultation, 49% of respondents who used Winchmore Hill library were Christian which is significantly lower than the proportion of the ward population (58%). The proportion of respondents who were non-religious (37%) was significantly higher than the proportion of the ward population (26%).

Overall, 92 active library users who used Winchmore Hill Library have declared their religion or belief. This is a small sample and would not be proportionate to compare to the ward population or phase two consultation respondents.

*Figure: Religions and beliefs of phase two consultation respondents compared to ward population* <sup>162</sup>

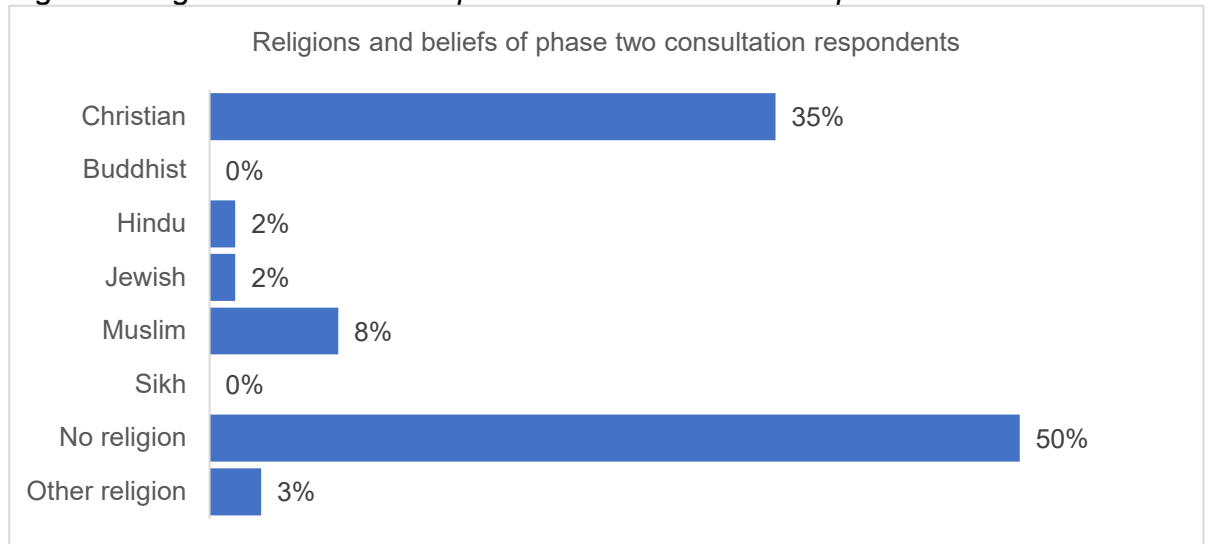
<sup>162</sup> Base: 9,967 census, 388 responses



**Digital Library**

The library does not collect equalities data on users of the digital library. In the phase two consultation, 50% of respondents who used the digital library service were non-religious and 35% were Christian.

*Figure: Religions and beliefs of phase two consultation respondents<sup>163</sup>*



**Consultation:**

In the consultation, respondents who were religious were more likely to say that the proposed library closures would have a negative impact on their household than non-religious respondents, (Bullsmoor – 22%<sup>164</sup> compared to 18%<sup>165</sup>, Enfield Island

<sup>163</sup> Base: 125 responses

<sup>164</sup> Base: 388 responses

<sup>165</sup> Base: 234 responses

Village - 27%<sup>166</sup> compared to 27%<sup>167</sup>, Enfield Highway - 30%<sup>168</sup> compared to 27%<sup>169</sup>, Bowes Road - 31%<sup>170</sup> compared to 31%<sup>171</sup>, John Jackson - 32%<sup>172</sup> compared to 29%<sup>173</sup>, Southgate - 54%<sup>174</sup> compared to 49%<sup>175</sup>, Winchmore Hill - 61%<sup>176</sup> compared to 56%<sup>177</sup>, Oakwood - 60%<sup>178</sup> compared to 52%<sup>179</sup>).

However, respondents who were religious were also more likely to say that the proposed library closures would have a positive impact on their household than non-religious respondents, (Bullsmoor – 4% compared to 1%, Enfield Island Village – 4% compared to 1%, Enfield Highway - 5% compared to 1%, Bowes Road - 4% compared to 1%, John Jackson - 5% compared to 2%, Southgate - 4% compared to 1%, Winchmore Hill – 4% compared to 2%, Oakwood - 4% compared to 1%).

Respondents who identified a negative impact on their household were then asked whether this could be mitigated. The proportion of non-religious respondents who said there could be no mitigations was higher than the proportion of non-religious respondents. The most common mitigations identified for all respondents was visiting alternative libraries in Enfield.

When asked if the proposed changes in opening hours worked for them, a higher proportion of non-religious respondents said it didn't work for them than religious respondents (38%<sup>180</sup> compared to 32%<sup>181</sup>). The proportion of respondents who said the proposed extensions did work for them was significantly higher for religious respondents than non-religious (49% compared to 35%).

Respondents were then asked if the proposed extensions would make them more likely to use another library. Religious respondents were more likely than non-religious respondents to say yes (43%<sup>182</sup> compared to 38%<sup>183</sup>). The most common library that all respondents were more likely to use was Enfield Town.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who follow a religion or belief, including lack of belief?

<sup>166</sup> Base: 398 responses

<sup>167</sup> Base: 270 responses

<sup>168</sup> Base: 401 responses

<sup>169</sup> Base: 258 responses

<sup>170</sup> Base: 407 responses

<sup>171</sup> Base: 262 responses

<sup>172</sup> Base: 420 responses

<sup>173</sup> Base: 253 responses

<sup>174</sup> Base: 548 responses

<sup>175</sup> Base: 282 responses

<sup>176</sup> Base: 545 responses

<sup>177</sup> Base: 288 responses

<sup>178</sup> Base: 567 responses

<sup>179</sup> Base: 299 responses

<sup>180</sup> Base: 803 responses

<sup>181</sup> Base: 338 responses

<sup>182</sup> Base: 815 responses

<sup>183</sup> Base: 439 responses

Please provide evidence to explain why this group may be particularly affected.

***Need to eliminate discrimination***

**Recommendation to retain Ordnance Unity Centre, Edmonton Green, Oakwood, Fore Street, Millfield House, Ponders End, Palmers Green, Enfield Town and Ridge Avenue libraries:**

We will retain 9 libraries maintaining the existing resources and improving the service. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because of their religion and belief.

We will retain 9 library hubs in the borough, this will mean that:

- 86% of residents live within a 25-minute walk from their nearest library
- 94% of residents live within a 20-minute public transport journey from their nearest library
- 95% of residents live within a 10-minute cycle ride from their nearest library
- 97% of residents live within a 10-minute car journey from their nearest library

We will retain libraries in areas with good transport connections across the borough and have focused resources in key shopping and leisure areas, as people are likely to travel to these areas for other reasons as well as to visit the library. All these libraries are within 137 metres of a bus stop and 5 of the libraries have car parking spaces.

**Recommendation to close Bullsmoor, Enfield Highway, Enfield Island Village, Bowes Road, Southgate, Winchmore Hill and John Jackson libraries:**

***Eliminate discrimination for users who are non-religious as a result of the proposed closures***

These proposals to close 7 libraries may place people who are non-religious at a particular disadvantage. This is because the proportion of active users who may be disadvantaged by the decision to close 7 libraries was highest for users who are non-religious (24%). Furthermore, the proportion of non-religious respondents who said there could be no mitigations was higher than the proportion of religious respondents. They can all access the libraries that are to remain open. However, the number of active users who declared a religion/non-religious belief is very small (with 40,421 active users not making a declaration), and there is likely to be a limit to any conclusions that can be drawn from these statistics.

In any event, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in

the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures.

**Recommendation to retain the Home Library Service and Digital Library Service:**

We will retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

**Recommendation to formally declassify Angel Raynham as a public library:**

The declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because of their religions or beliefs. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

***Need to advance equality of opportunity***

The library service already seeks to promote and advance equality of opportunity in its services. The library service hosts diverse community groups to use library space to ensure that equality of opportunity is advanced. The EqIA acknowledges that the protected group, may be less likely to access the library service as a result of this closure of 7 libraries. Whilst this is likely to impact on their equality of opportunity the library service will continue to promote equality of opportunity in the remaining libraries as outlined above given their larger footprint and accessible locations across the borough to mitigate against any adverse impact. Further, mitigation through users linking into the use of the home library and digital library services enable the advancement of equality of opportunity to continue to be met.

***Need to foster good relations between different protected groups***

The library service will continue to engage with local faith leaders to ensure the service development, book collection, and calendar programming planned will be inclusive of all regardless of their religion and belief. The service, through regular reviews, will identify underserved groups, to ensure libraries serve everyone and increase activities and resources that are inclusive of different faith communities and foster good relations between different religions and beliefs.

**Mitigating actions to be taken**

**Alternative Libraries**

There will be a network of 9 libraries across the borough that are available for everyone to access. These libraries will be operating their updated opening hours from July 2025 and will be offering additional activities to serve additional demand.

We will update the library website with bus and train information, as well as local car parking arrangements, for each library.

The library service will offer familiarisation visits for people who may feel anxious about visiting new libraries. This could help them to feel welcome visiting other libraries, encourage them to attend groups and activities and to help with the adjustment to the loss of their familiar library space.



We will engage with existing groups running in libraries which will close to make alternative arrangements for their offer. We will work with these partners as part of the implementation of the library strategy to transfer, where possible, their services to alternative libraries.

### **Ongoing Review of Library Service**

We will regularly review usage of our library service to ensure all religions and beliefs are represented and served by our new model. This will include:

- Reviewing our programme of events and activities to ensure that there is a diverse range which caters for people of different religions and beliefs.
- Reviewing how we are engaging with voluntary and community organisations and identifying how we can improve our partnership working to support residents of different religions and beliefs.
- Reviewing equalities data on the protected characteristics of library service users to see whether this is representative of ward / borough populations, to ensure that the library service is engaging people of different religions and beliefs.
- Reviewing opening hours to ensure they are at optimal times for communities.

### **Digital Library Service**

We have a digital library service, which enable library users to access free e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their digital devices at home.

Some individuals with this protected characteristic may need assistance to be able to access e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their own devices. This support can be provided through the libraries and through partnerships working to direct people to the provision.

This will mitigate the impact of the closure of the 7 libraries on users who are able to access the digital library service at home.

### **Library Consortium**

Enfield library users can use their library cards at 22 local authorities' libraries, including neighbouring authorities: Waltham Forest, Haringey and Essex. This means that residents will be able to access a wide variety of libraries at their convenience.

### **Engagement with religious leaders:**

The library service will continue to engage with local faith leaders to ensure the service development, book collection, and calendar programming planned will be inclusive of all regardless of their religion and belief. The service, through regular reviews, will identify underserved groups, to ensure libraries serve everyone and increase activities and resources that are inclusive of different faith communities.

## Sex

Sex refers to whether you are a female or male.

### Data Analysis:

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people's lives in Enfield.

### Table – Sex of users per library (excluding those who have not declared)

**All data obtained from Library Management System on Library Users between 2022 and 2024**

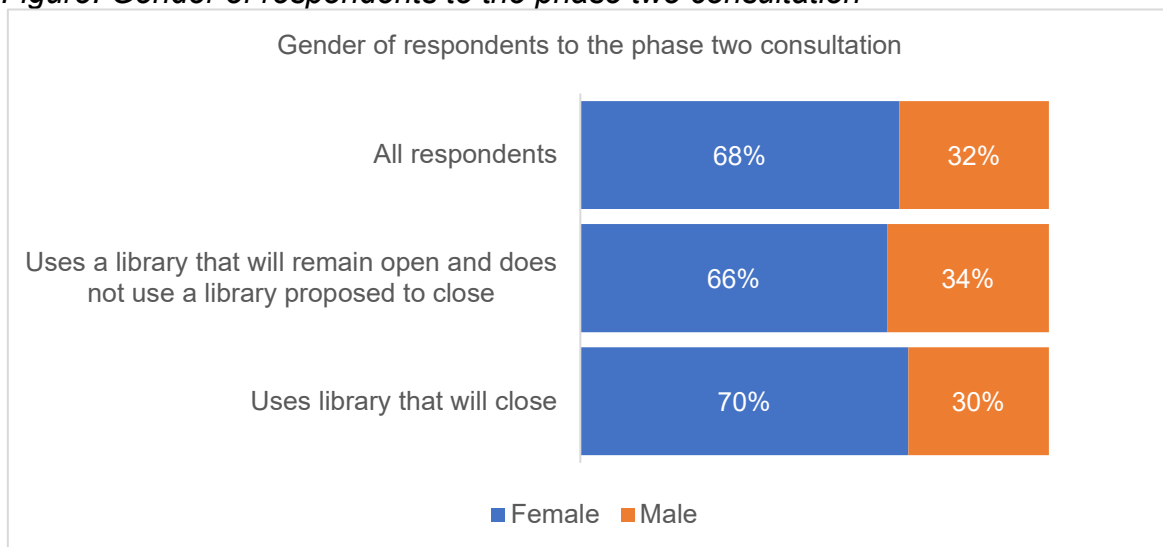
	Female	Male	Not declared
Edmonton Green	4697	3235	136
Enfield Town	6067	4196	138
Ordnance Unity Centre	2259	1513	45
Palmers Green	2975	2017	60
Bowes Road	335	240	12
Bullsmoor	125	93	4
Enfield Highway	634	421	14
Enfield Island Village	217	118	27
Fore Street	885	656	40
John Jackson	485	313	11
Millfield House	20	14	2
Oakwood	1446	946	16
Ponders End	775	584	8
Ridge Avenue	1454	960	30
Southgate	1223	721	20
Winchmore Hill	1462	829	14
Total	25059	16856	577
(across 16 libraries)			
Advantaged	20578	14121	
(9 libraries remaining open)			
Disadvantaged	4481	2735	

(7 libraries closing)			
	Female	Male	
% Advantaged	82%	84%	
% Disadvantaged	18%	16%	

The proportion of active users who may be disadvantaged by the decision to close 7 libraries was higher for females than males (18% compared to 16%).

In the phase two consultation, 68% of respondents were female and 32% were male. 70% of respondents to the phase two consultation who used libraries which will close are female which is slightly higher than the proportion of female respondents who only used libraries which will remain open (66%).

*Figure: Gender of respondents to the phase two consultation<sup>184</sup>*



**Bowes Road**

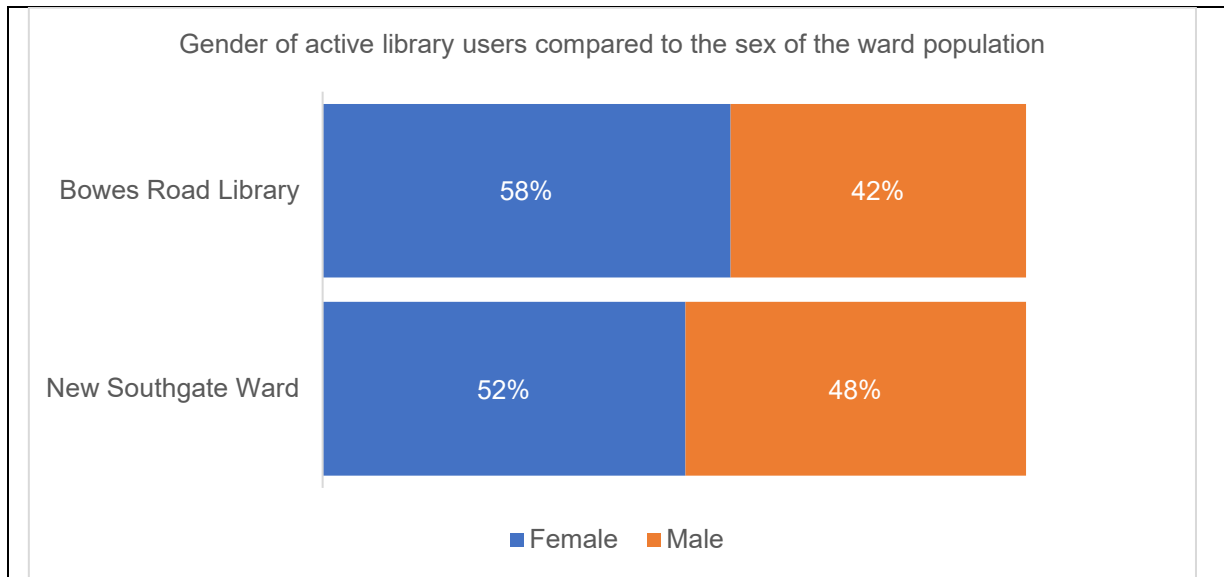
The library has a considerably higher proportion of female active library users than male active library users (58% compared to 42%). This is disproportionate when compared to the ward population (51% compared to 49%).

In the phase two consultation, 89 respondents who used Bowes Road Library declared their gender. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Gender of active library users compared to the sex of the ward population<sup>185</sup>*

<sup>184</sup> Base: 1,539 responses

<sup>185</sup> Base: 575 active users, 11,846 census

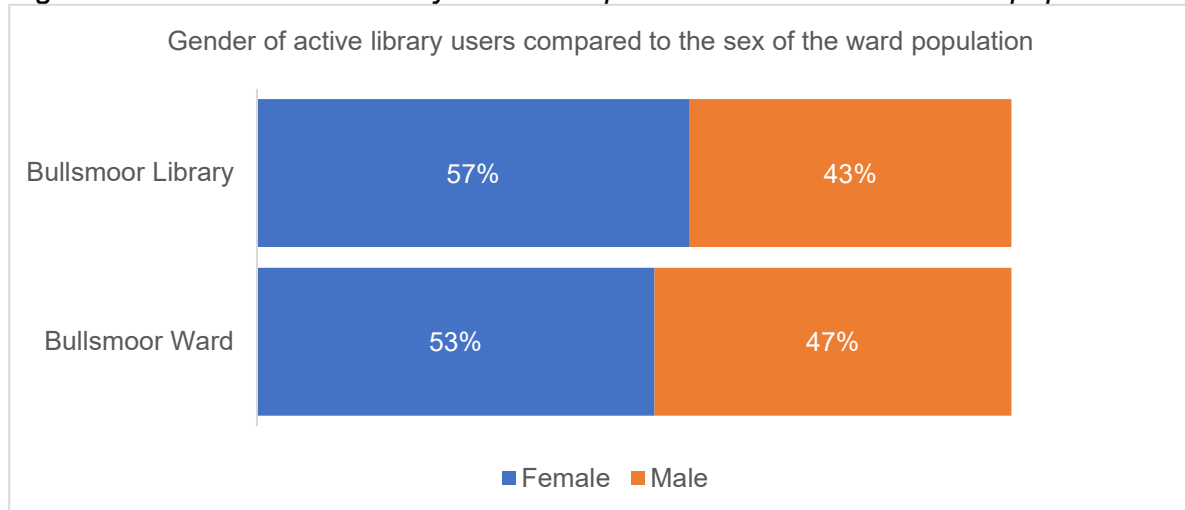


**Bullsmoor**

The library has a considerably higher proportion of female active library users than male active library users (57% compared to 43%). This is disproportionate when compared to the ward population (53% and 47% respectively).

In the phase two consultation, 44 respondents who used Bullsmoor Library declared their gender. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Gender of active library users compared to the sex of the ward population<sup>186</sup>*



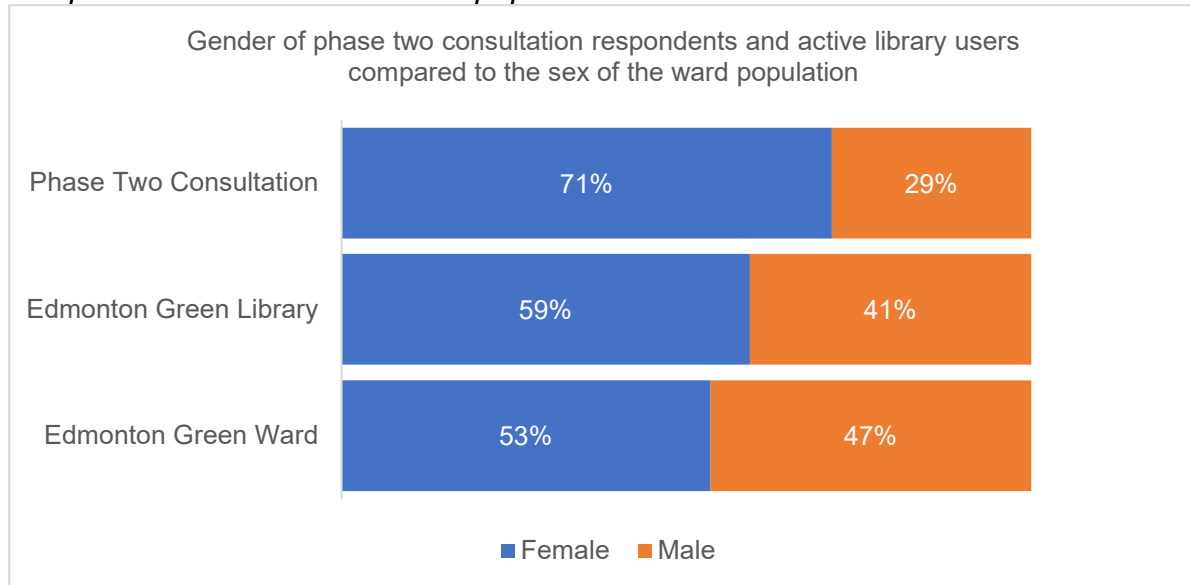
**Edmonton Green**

The library higher proportion of female active library users than male active library users (59% compared to 41%). This is disproportionate when compared to the ward population (53% and 47%).

<sup>186</sup> Base: 218 active users, 11,414 census

Of the respondents to the phase two consultation who used Edmonton Green Library and declared their gender, 71% said they were female and 29% were male. This is disproportionate when compared to the ward population and active library users.

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>187</sup>*



### **Enfield Highway**

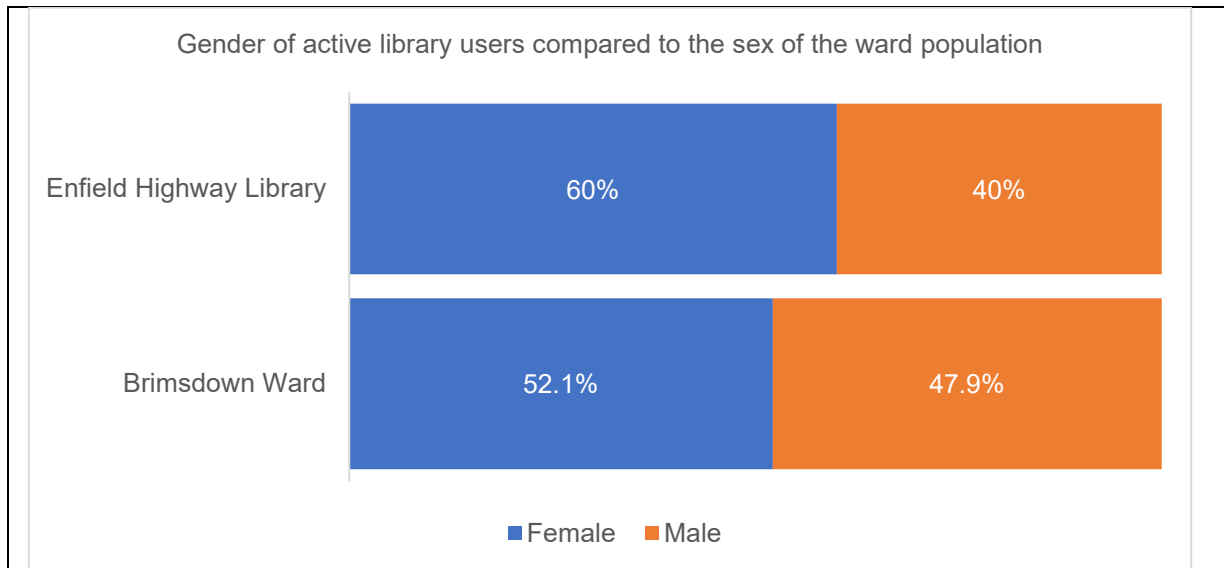
The library has a considerably higher proportion of female active library users than male active library users (60% compared to 40%). This is disproportionate when compared to the ward population (52% and 48% respectively).

In the phase two consultation, 78 respondents who used Enfield Highway library declared their gender. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Gender of active library users compared to the sex of the ward population<sup>188</sup>*

<sup>187</sup> Base: 7,932 active users, 16,728 census, 176 responses

<sup>188</sup> Base: 1,055 active users, 16,397 census

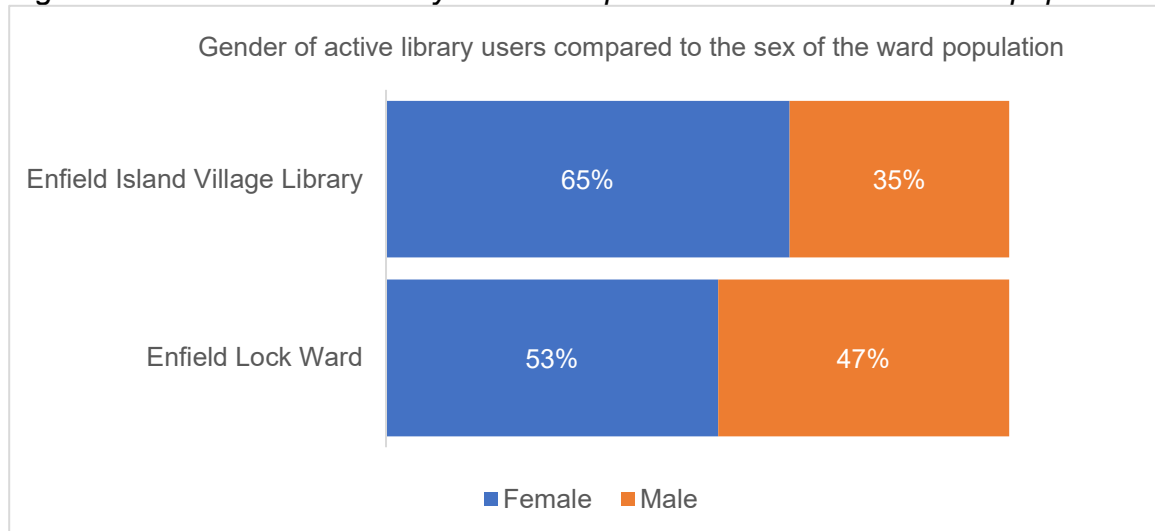


**Enfield Island Village**

The library has a considerably higher proportion of female active library users than male active library users (65% compared to 35%). This is disproportionate when compared to the ward population, (53% and 47%, respectively).

In the phase two consultation, 60 respondents who used Enfield Island Village library declared their gender. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Gender of active library users compared to the sex of the ward population<sup>189</sup>*



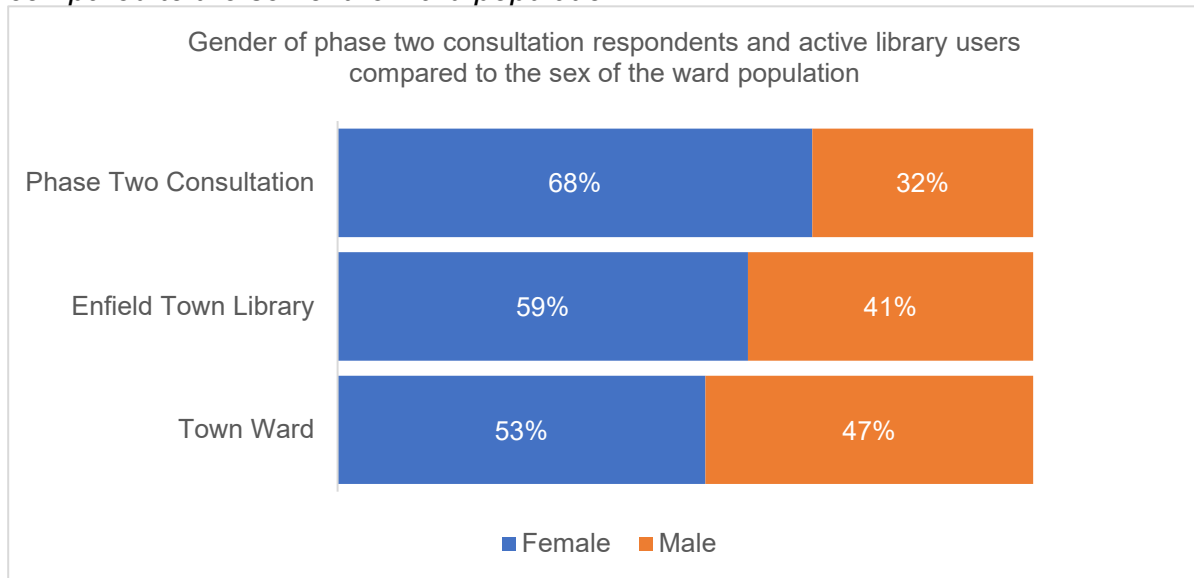
**Enfield Town**

The library has a considerably higher proportion of female active library users than male active library users (59% compared to 41%). This is disproportionate when compared to the ward population (53% and 47% respectively).

<sup>189</sup> Base: 335 active users, 17,709 census

In the phase two consultation, 68% of respondents who used Enfield Town Library were female and 32% were male. This is disproportionate when compared to the ward population and active library users.

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>190</sup>*



### **Fore Street**

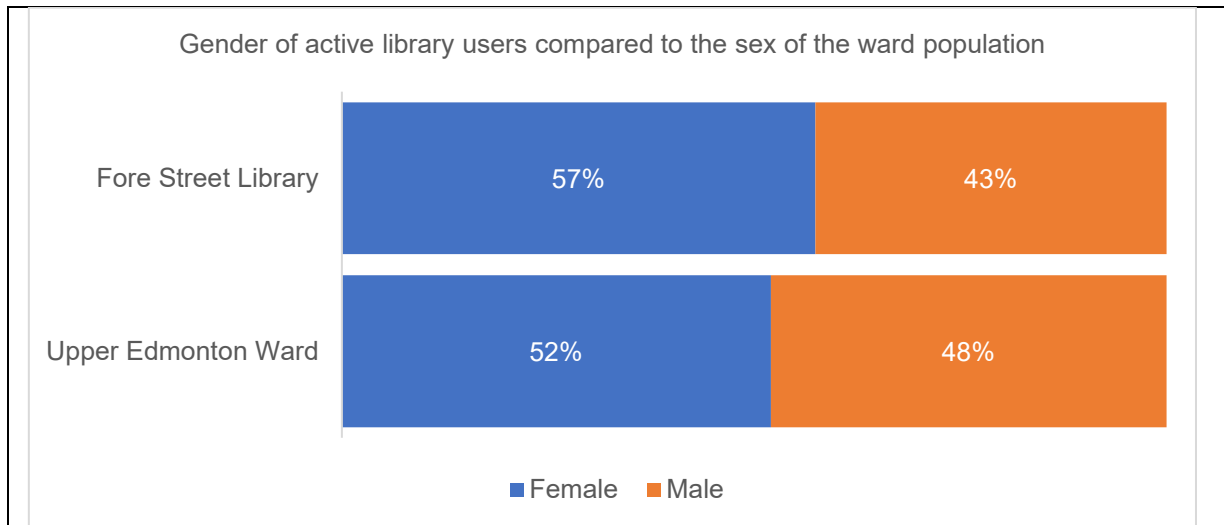
The library has a considerably higher proportion of female active library users than male active library users (57% compared to 43%). This is disproportionate when compared to the ward population (52% compared to 48%).

In the phase two consultation, 61 respondents who used Fore Street Library declared their gender. This is a small sample and would not enable a meaningful comparison to the ward population or active library users.

*Figure: Gender of active library users compared to the sex of the ward population<sup>191</sup>*

<sup>190</sup> Base: 10,263 active users, 13,461 census, 725 responses

<sup>191</sup> Base: 1,541 active users, 16,306 census

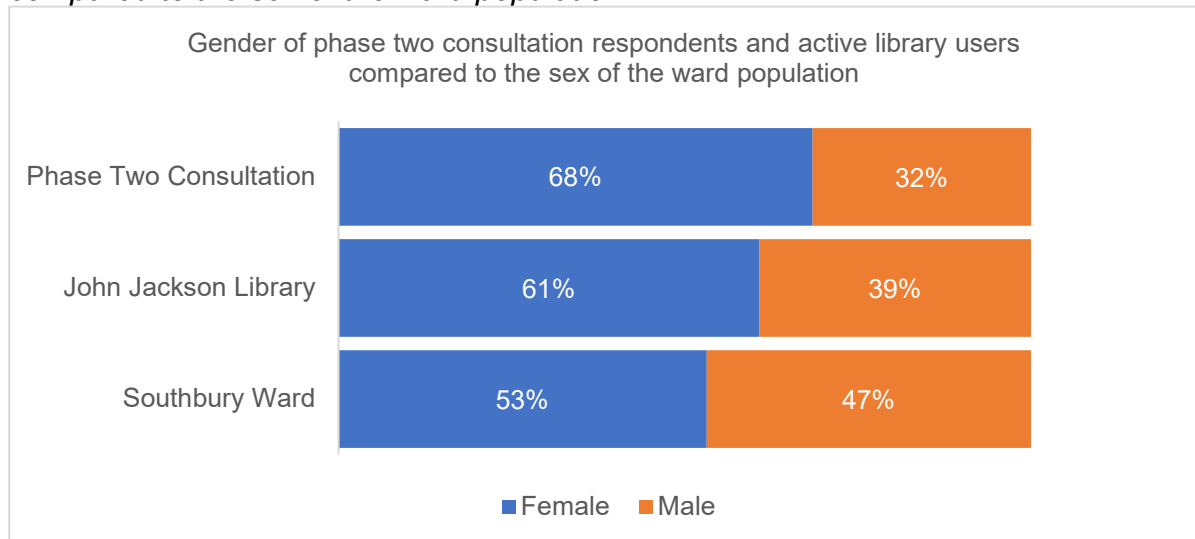


**John Jackson**

The library has a considerably higher proportion of female active library users than male active library users (61% compared to 39%). This is disproportionate when compared to the ward population, (53% and 47%, respectively).

In the phase two consultation, 68% of respondents who used John Jackson Library were female and 32% were male. This is disproportionate when compared to the ward population and active library users.

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>192</sup>*



**Millfield House**

In Haselbury, 52% of the ward population are female and 48% are male.<sup>193</sup> Overall, 34 active library users and 54 respondents to the phase two consultation who used

<sup>192</sup> Base: 798 active users, 15,645 census, 165 responses

<sup>193</sup> Base: 17,919 census



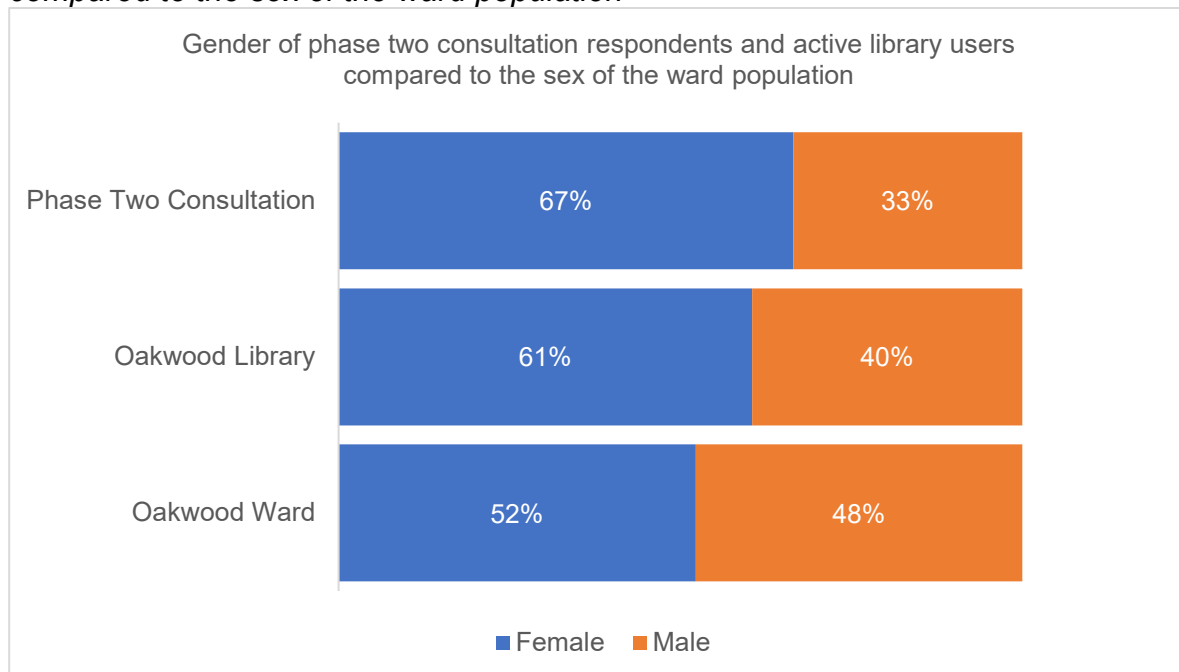
Millfield House Library declared their gender. These are small samples and would not be proportionate to compare to the ward population.

**Oakwood**

The library has a considerably higher proportion of female active library users than male active library users (60.5% compared to 39.5%). This is disproportionate when compared to the ward population, (52% and 48% respectively).

Of the respondents to the phase two consultation who used Oakwood Library and declared their gender, 67% said they were female and 34% were male. This is disproportionate when compared to the ward population.

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>194</sup>*



**Ordnance Unity Centre**

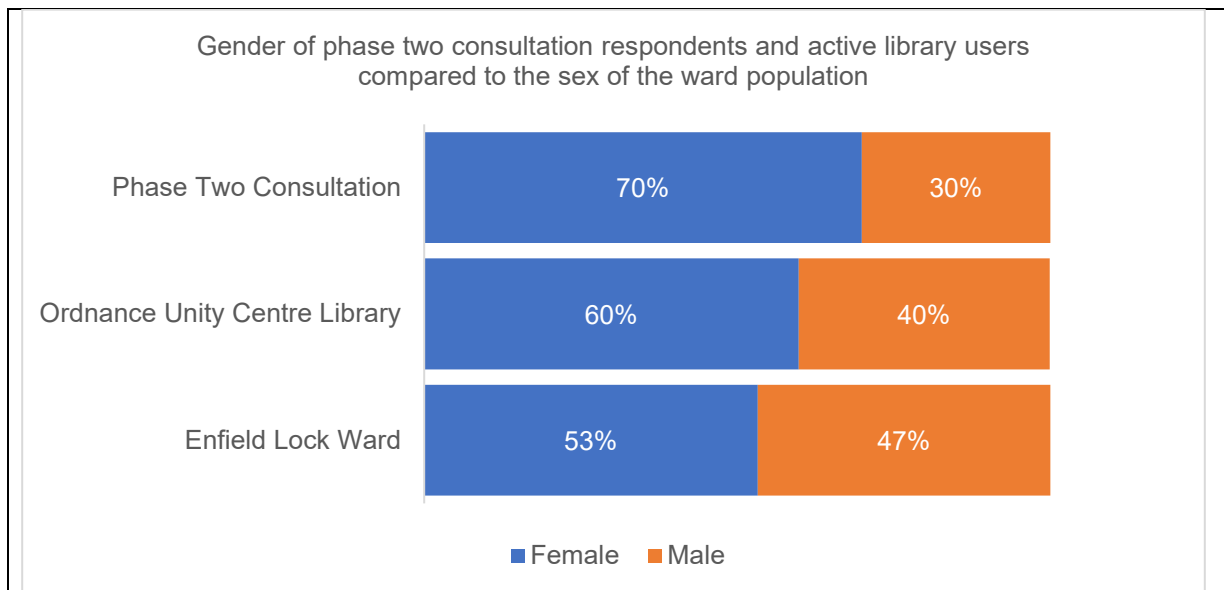
The library has a considerably higher proportion of female active library users than male active library users (60% compared to 40%). This is disproportionate when compared to the ward population (53% and 47% respectively).

In the phase two consultation, 70% of respondents who used Ordnance Unity Centre Library were female and 30% were male. The percentage of female respondents is significantly higher than the ward population and the library users (53% and 60%).

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>195</sup>*

<sup>194</sup> Base: 2,392 active users, 8,702 census, 496 responses

<sup>195</sup> Base: 3,772 active users, 17,805 census, 113 responses

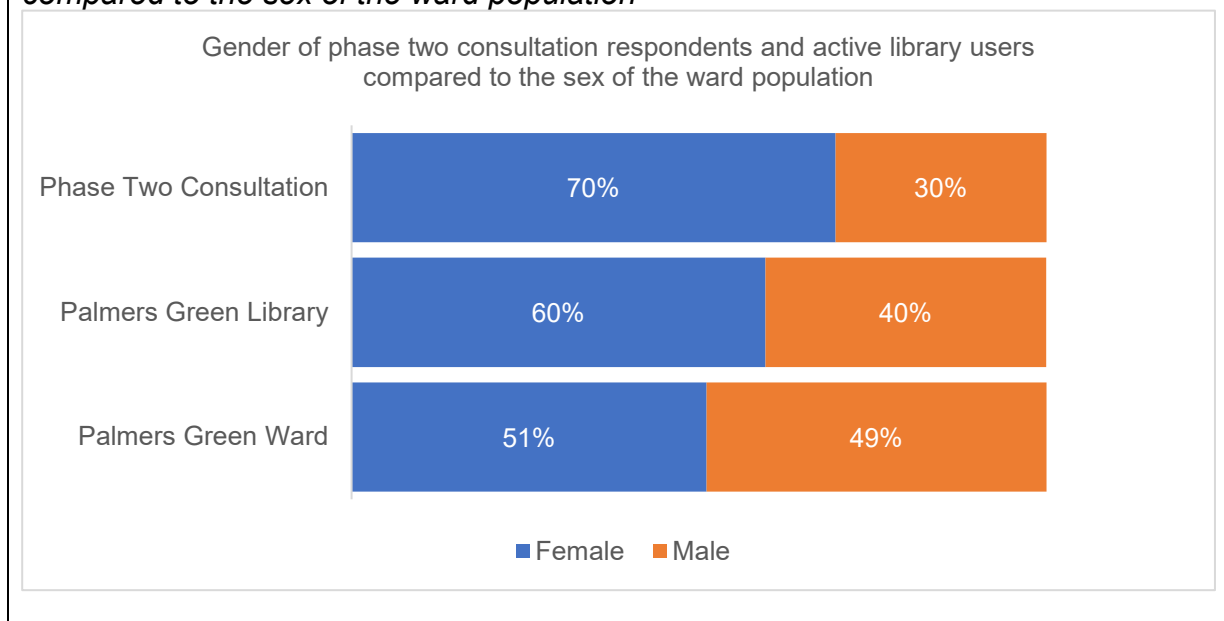


**Palmers Green**

The library has a considerably higher proportion of female active library users than male active library users (60% compared to 40%). This is disproportionate when compared to the ward population, (51% and 49% respectively).

In the phase two consultation, 70% of respondents who used Palmers Green Library were female and 31% were male. This is disproportionate when compared to the ward population and active library users.

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>196</sup>*



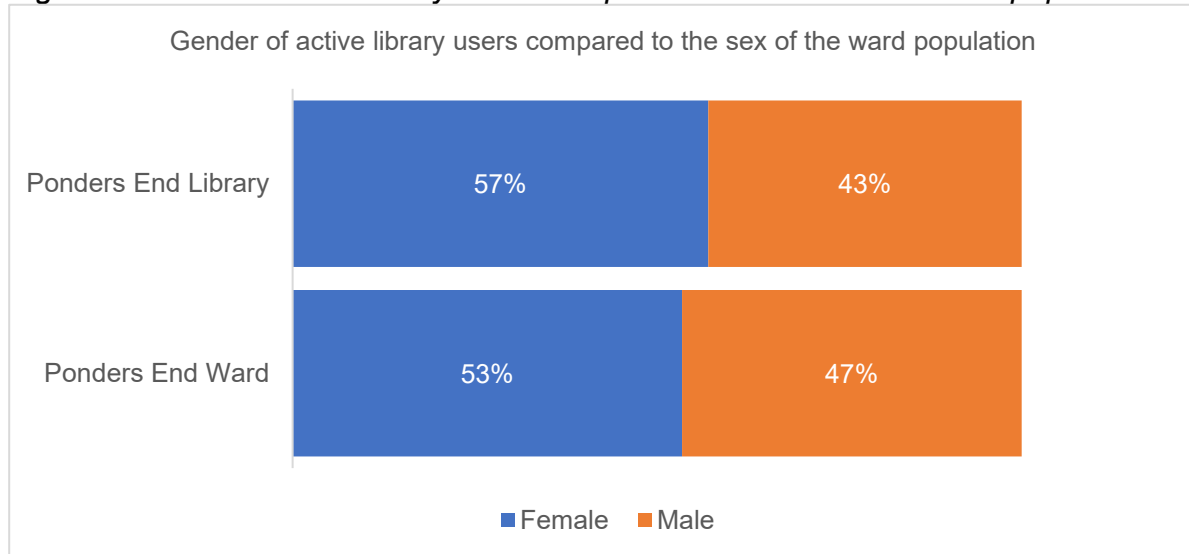
<sup>196</sup> Base: 4,992 active users, 10,727 census, 405 responses

**Ponders End**

The library has a considerably higher proportion of female active library users than male active library users (57% compared to 43%). This is disproportionate when compared to the ward population (53% and 47%, respectively).

Only 70 respondents to the phase two consultation who used Ponders End Library declared their gender. This is a small sample and would not be proportionate to compare to the ward population or active library users.

*Figure: Gender of active library users compared to the sex of the ward population<sup>197</sup>*



**Ridge Avenue**

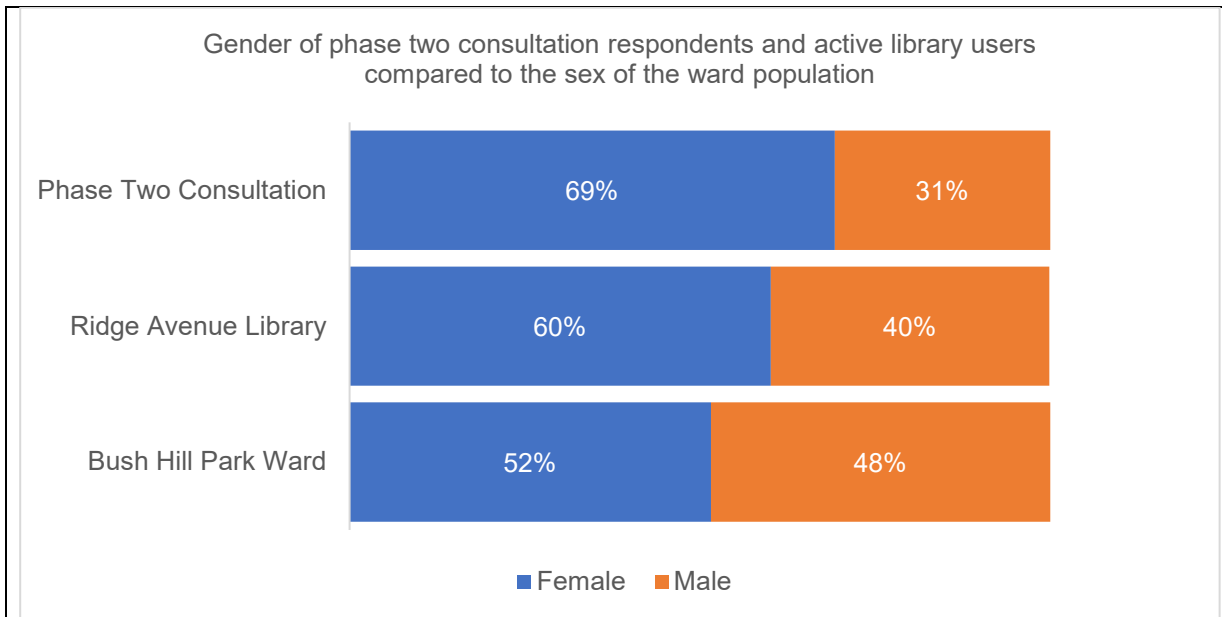
The library has a considerably higher proportion of female active library users than male active library users (60% compared to 40%). This is disproportionate when compared to the ward population (52% and 48% respectively).

In the phase two consultation, 69% of respondent who used Ridge Avenue Library were female and 31% were male. This is disproportionate when compared to the ward population and active library users.

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>198</sup>*

<sup>197</sup> Base: 1,359 active users, 13,766 census

<sup>198</sup> Base: 2,414 active users, 12,496 census, 322 responses

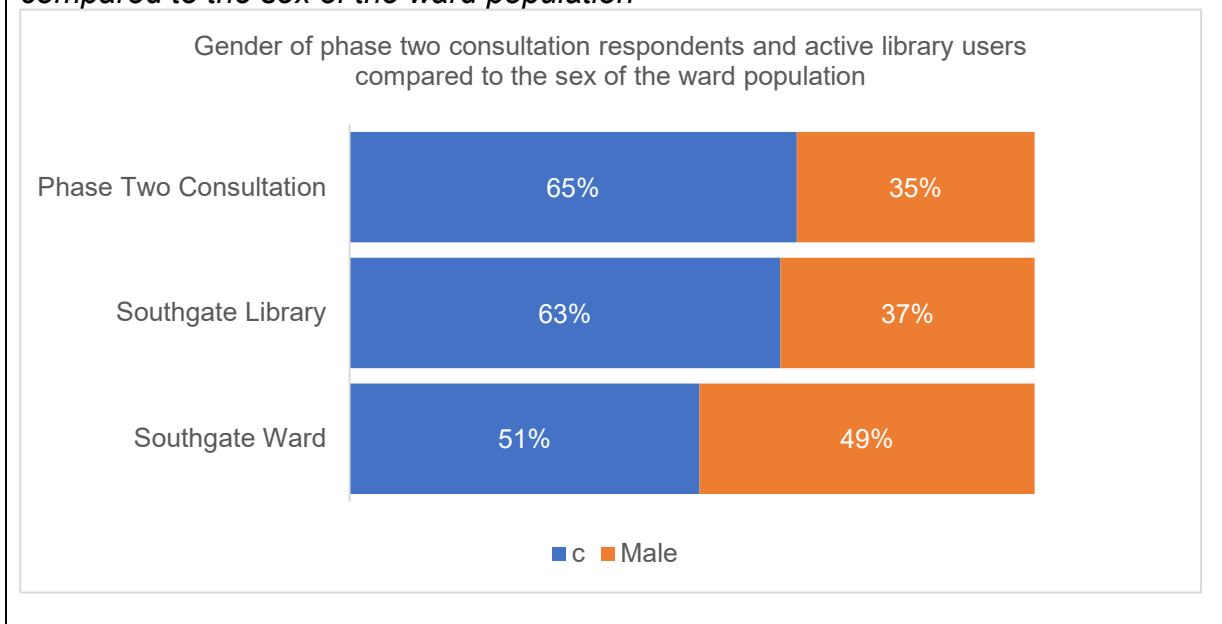


**Southgate**

The library has a considerably higher proportion of female active library users than male active library users (63% compared to 37%). This is disproportionate when compared to the ward population (51% and 49% respectively).

Of the respondents to the phase two consultation who used Southgate Library and declared their gender, 65% said they were female and 35% were male. This is disproportionate when compared to the ward population.

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>199</sup>*



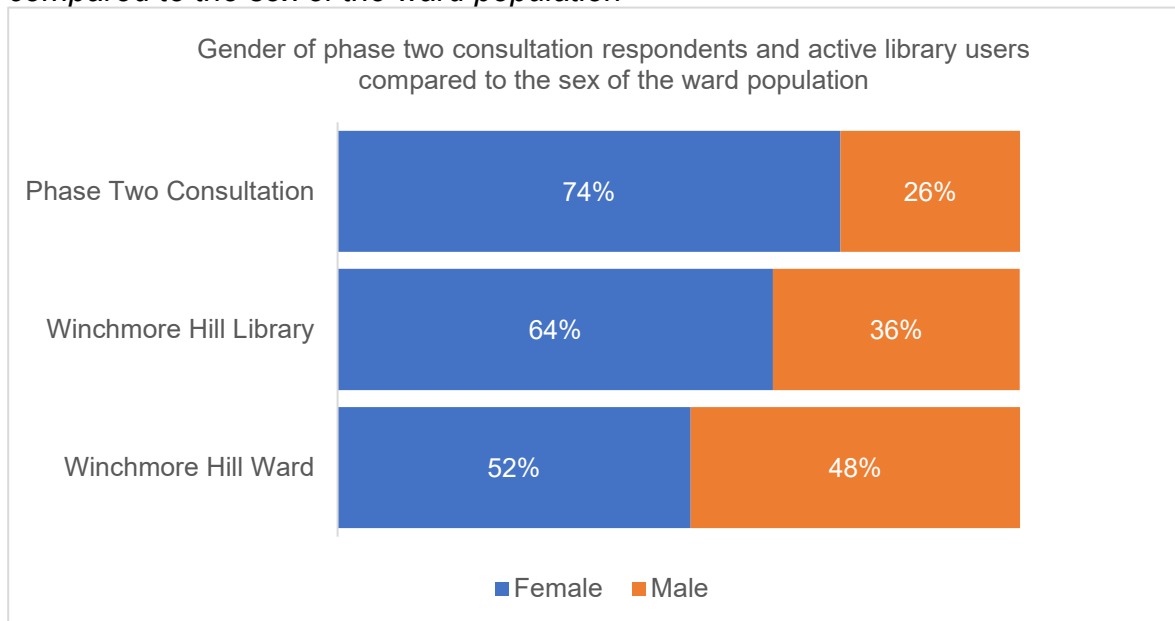
<sup>199</sup> Base: 1,944 active users, 14,391 census, 331 responses

**Winchmore Hill**

The library has a considerably higher proportion of female active library users than male active library users (64% compared to 36%). This is disproportionate when compared to the ward population (52% and 48% respectively).

In the phase two consultation, 74% of respondents who used Winchmore Hill Library were female and 26% were male. This is disproportionate when compared to the ward population and active library users.

*Figure: Gender of phase two consultation respondents and active library users compared to the sex of the ward population<sup>200</sup>*



**Digital Library**

The library does not collect equalities data on users of the digital library, and therefore cannot be compared to the phase two consultation respondents or the borough population.

In the phase two consultation, 73% of respondents who used Library were female and 27% were male. This is disproportionate when to the borough population.

**Consultation:**

In the consultation, female respondents were more likely than male respondents to say that the closure of Bullsmoor (62%<sup>201</sup> compared to 57%<sup>202</sup>), Enfield Island Village (58%<sup>203</sup> compared to 53%<sup>204</sup>), Enfield Highway (58%<sup>205</sup> compared to

<sup>200</sup> Base: 2,291 active users, 10,226 census, 483 responses

<sup>201</sup> Base: 505 responses

<sup>202</sup> Base: 265 responses

<sup>203</sup> Base: 530 responses

<sup>204</sup> Base: 266 responses

<sup>205</sup> Base: 523 responses

51%<sup>206</sup>), Bowes Road (54%<sup>207</sup> compared to 48%<sup>208</sup>) and John Jackson (53%<sup>209</sup> compared to 48%<sup>210</sup>) libraries will have mostly a neutral impact on their households.

Male respondents were more likely than female respondents to say the proposed closure of Southgate library will have a negative impact on their household, (58%<sup>211</sup> compared to 53%<sup>212</sup>). However, female respondents were more likely than male respondents to say the proposed closure of Winchmore Hill library will have a negative impact on their household, (63%<sup>213</sup> compared to 54%<sup>214</sup>). 60% of both female<sup>215</sup> and male<sup>216</sup> respondents said the proposed closures of Oakwood library would have a negative impact on their household.

Respondents who identified a negative impact on their household were then asked whether this could be mitigated. The majority of female and male respondents said there could be no mitigations for the proposed closures. The most common mitigations identified for all respondents was visiting alternative libraries in Enfield.

When asked if the proposed changes in opening hours worked for them, 46% of female respondents said it did and 34% said it didn't.<sup>217</sup> This is in line with the proportion of male respondents who said the proposed changes in opening hours worked for them (49%) and didn't work for them (32%).<sup>218</sup>

Respondents were then asked if the proposed extensions would make them more likely to use another library. Male respondents were more likely than female respondents to say yes (43%<sup>219</sup> compared to 39%<sup>220</sup>). The most common library that all respondents were more likely to use was Enfield Town.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on females or males?

Please provide evidence to explain why this group may be particularly affected.

<sup>206</sup> Base: 263 responses

<sup>207</sup> Base: 187 responses

<sup>208</sup> Base: 297 responses

<sup>209</sup> Base: 196 responses

<sup>210</sup> Base: 279 responses

<sup>211</sup> Base: 350 responses

<sup>212</sup> Base: 702 responses

<sup>213</sup> Base: 728 responses

<sup>214</sup> Base: 317 responses

<sup>215</sup> Base: 726 responses

<sup>216</sup> Base: 362 responses

<sup>217</sup> Base: 1,032 responses

<sup>218</sup> Base: 487 responses

<sup>219</sup> Base: 1,046 responses

<sup>220</sup> Base: 490 responses

***Need to eliminate discrimination***

**Recommendation to retain Ordnance Unity Centre, Edmonton Green, Oakwood, Fore Street, Millfield House, Ponders End, Palmers Green, Enfield Town and Ridge Avenue libraries:**

We will retain 9 libraries maintaining the existing resources and improving the service. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because of their sex.

We will retain 9 library hubs in the borough, this will mean that:

- 86% of residents live within a 25-minute walk from their nearest library
- 94% of residents live within a 20-minute public transport journey from their nearest library
- 95% of residents live within a 10-minute cycle ride from their nearest library
- 97% of residents live within a 10-minute car journey from their nearest library

We will retain libraries in areas with good transport connections across the borough and have focused resources in key shopping and leisure areas, as people are likely to travel to these areas for other reasons as well as to visit the library. All these libraries are within 137 metres of a bus stop and 5 of the libraries have car parking spaces.

**Recommendation to close Bullsmoor, Enfield Highway, Enfield Island Village, Bowes Road, Southgate, Winchmore Hill and John Jackson libraries:**

These proposals to close 7 libraries may place females at a particular disadvantage. This is because the proportion of active users who may be disadvantaged by the decision to close 7 libraries was higher for females than males (18% compared to 16%).

However, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures. For the same reasons, it would not be a "reasonable" step to keep additional libraries open at the additional cost set out above.

**Recommendation to retain the Home Library Service and Digital Library Service:**

We will retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

**Recommendation to formally declassify Angel Raynham as a public library:**

The declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because of their sex. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

***Need to advance equality of opportunity***

We acknowledge that the closure of 7 libraries will have an impact on the equality of opportunity for females, due to the reasons outlined above. This is because the closure may mean that females are less likely to be able to access the library service.

However, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures. For the same reasons, it would not be a "reasonable" step to keep additional libraries open at the additional cost set out above.

***Need to foster good relations between different protected groups***

The library service will continue to engage with local community groups to ensure the service development, book collection, and calendar programming planned will be inclusive of all regardless of their sex. The service, through regular reviews, will identify underserved groups, to ensure libraries serve everyone and increase activities and resources that are inclusive of different faith communities and foster good relations between different sexes.

**Mitigating actions to be taken**

**Alternative Libraries**

There will be a network of 9 libraries across the borough that are available for everyone to access. These libraries will be operating their updated opening hours from July 2025 and will be offering additional activities to serve additional demand.

We will update the library website with bus and train information, as well as local car parking arrangements, for each library.

We will engage with existing groups running in libraries which will close to make alternative arrangements for their offer. We will work with these partners as part of the implementation of the library strategy to transfer, where possible, their services to alternative libraries.

**Ongoing Review of Library Service**

We will regularly review usage of our library service to ensure females and males are represented and served by our new model. This will include:



- Reviewing our programme of events and activities to ensure that there is a diverse range which caters for men and women.
- Reviewing how we are engaging with voluntary and community organisations and identifying how we can improve our partnership working to support male and female residents.
- Reviewing equalities data on the protected characteristics of library service users to see whether this is representative of ward / borough populations, to ensure that the library service is engaging male and female residents.
- Reviewing opening hours to ensure they are at optimal times for communities.
- Reviewing opening hours to ensure they are at optimal times for communities.

### **Digital Library**

We have a digital library service, which enable library users to access free e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their digital devices at home.

Some individuals with this protected characteristic may need assistance to be able to access e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their own devices. This support can be provided through the libraries and through partnerships working to direct people to the provision.

This will mitigate the impact of the closure of the 7 libraries on users who are able to access the digital library service at home.

### **Library Consortium**

Enfield library users can use their library cards at 22 local authorities' libraries, including neighbouring authorities: Waltham Forest, Haringey and Essex. This means that residents will be able to access a wide variety of libraries at their convenience.

### **Home Library Service**

For residents who face significant difficulties in physically visiting an alternative library, the Royal Volunteer Service can deliver services on our behalf to their home. There is no charge for this service and the Royal Volunteer Service can visit our home library users once every two weeks.

### **Sexual Orientation**

This refers to whether a person is sexually attracted to people of the same sex or a different sex to themselves. Please consider the impact on people who identify as heterosexual, bisexual, gay, lesbian, non-binary or asexual.

### **Data Analysis**

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for

strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people’s lives in Enfield.

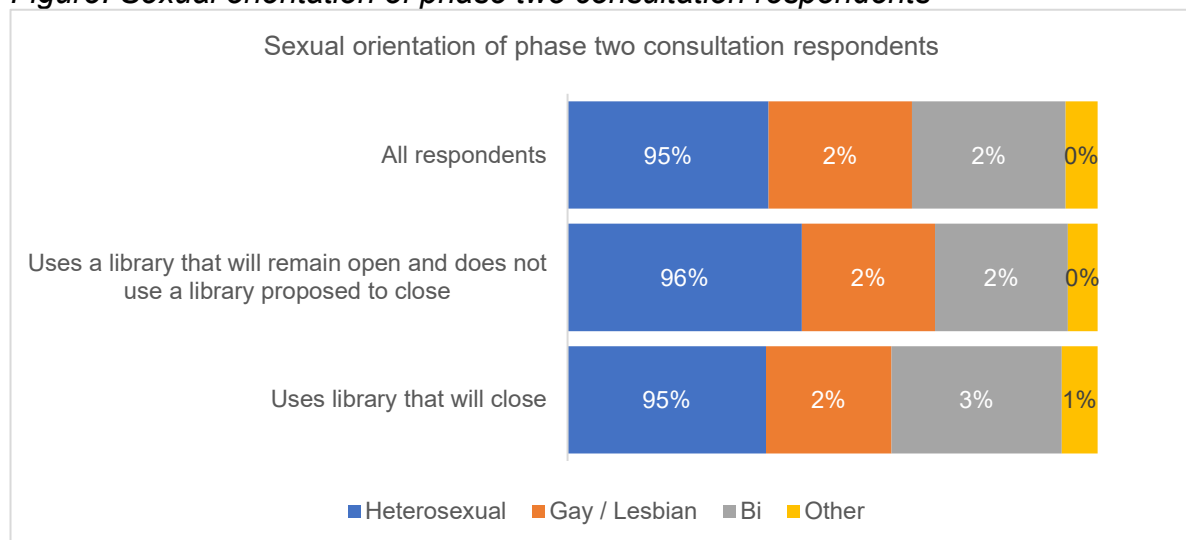
The percentage of people in Enfield who identified a sexual orientation, which was other than heterosexual/straight was 2.2%, compared to England & Wales (3.2%) and London (4.3%).<sup>221</sup> This Census question was voluntary, and 9.7% of respondents in Enfield declined to answer. Data on sexual orientation is not available at a ward level.

The library service does not collect data on sexual orientation when signing up for a library card and therefore there is no active user data regarding sexual orientation.

In the phase two consultation, 4%<sup>222</sup> of respondents declared their sexual orientation was other than heterosexual/straight, which is higher when compared to the proportion of the borough of the borough population.

Overall, the sexual orientation of consultation respondents who used libraries which will close and the sexual orientation of consultation respondents who used only libraries which will remain open are broadly in line.

*Figure: Sexual orientation of phase two consultation respondents<sup>223</sup>*



**Bowes Road**

<sup>221</sup> Enfield Council: [https://www.enfield.gov.uk/data/assets/pdf\\_file/0018/63009/Borough-profile-2024-Your-council.pdf](https://www.enfield.gov.uk/data/assets/pdf_file/0018/63009/Borough-profile-2024-Your-council.pdf)

<sup>222</sup> Base: 1,249 responses

<sup>223</sup> Base: 1,240 responses, 448 responses, 739 response

In the phase two consultation, 75 respondents who used Bowes Road library declared their sexual orientation. This is a small sample and would not enable a meaningful comparison to the borough population.

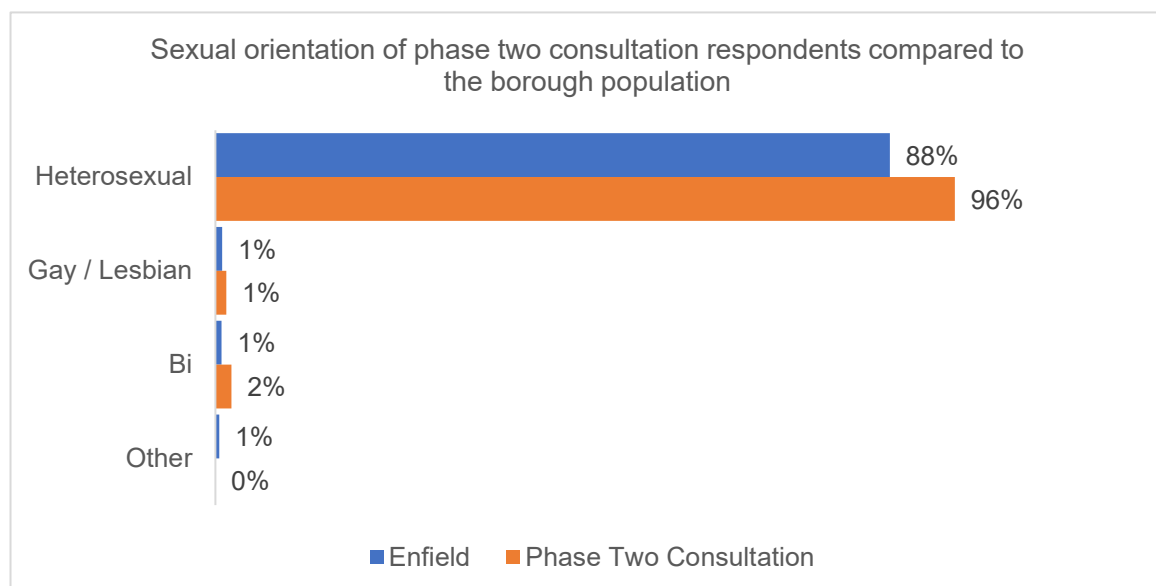
**Bullsmoor**

In the phase two consultation, 37 respondents who used Bullsmoor library declared their sexual orientation. This is a small sample and would not enable a meaningful comparison to the borough population.

**Edmonton Green**

In the phase two consultation, 96% of respondents who used Edmonton Green library identified as heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population<sup>224</sup>*



**Enfield Highway**

In the phase two consultation, 71 respondents who used Enfield Highway library declared their sexual orientation. This is a small sample and would not enable a meaningful comparison to the borough population.

**Enfield Island Village**

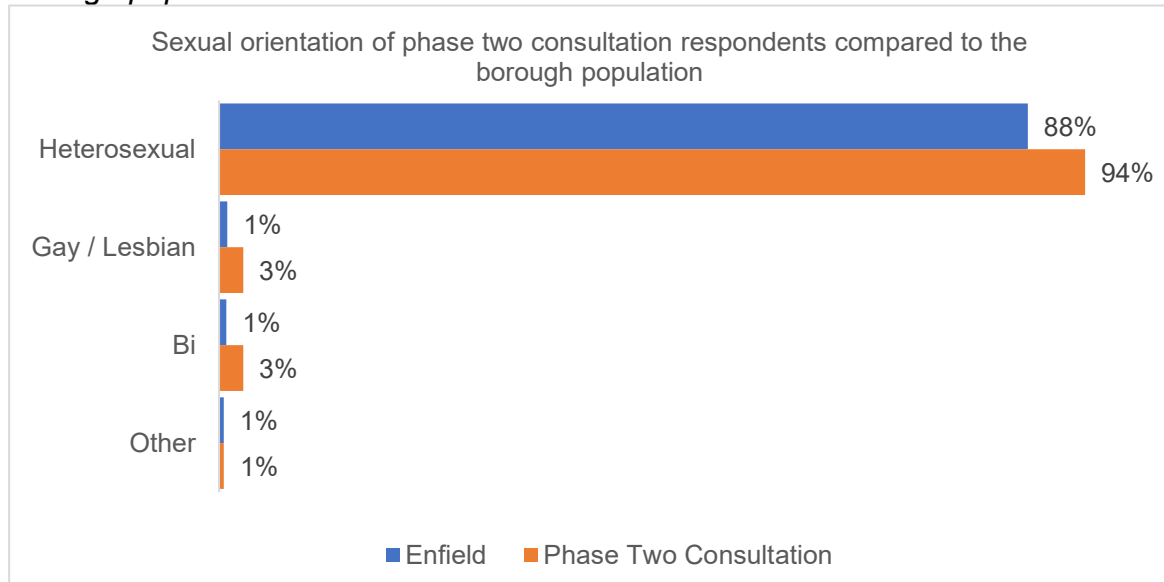
In the phase two consultation, 53 respondents who used Enfield Island Village library declared their sexual orientation. This is a small sample and would not enable a meaningful comparison to the borough population.

**Enfield Town**

<sup>224</sup> Base: 142 responses

In the phase two consultation, 7% of respondents who used Enfield Town library identified a sexual orientation which was other than heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population* <sup>225</sup>



### **Fore Street**

In the phase two consultation, 49 respondents who used Fore Street library declared their sexual orientation. This is a small sample and would not enable a meaningful comparison to the borough population.

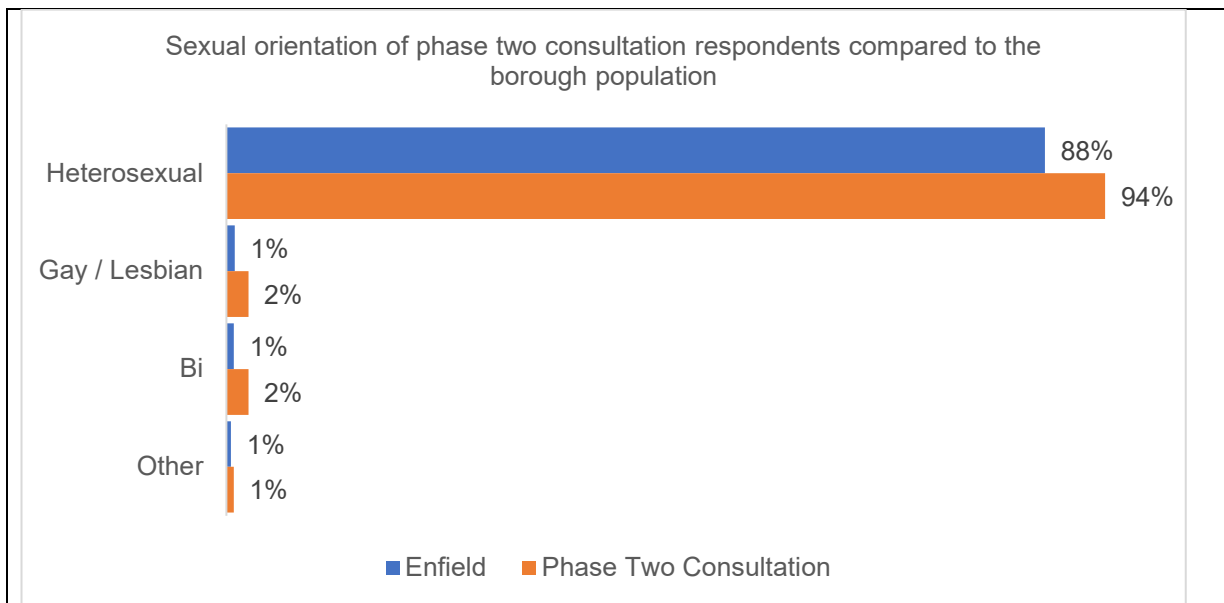
### **John Jackson**

In the phase two consultation, 94% of respondents who used John Jackson library identified as heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population* <sup>226</sup>

<sup>225</sup> Base: 572 responses

<sup>226</sup> Base: 127 responses



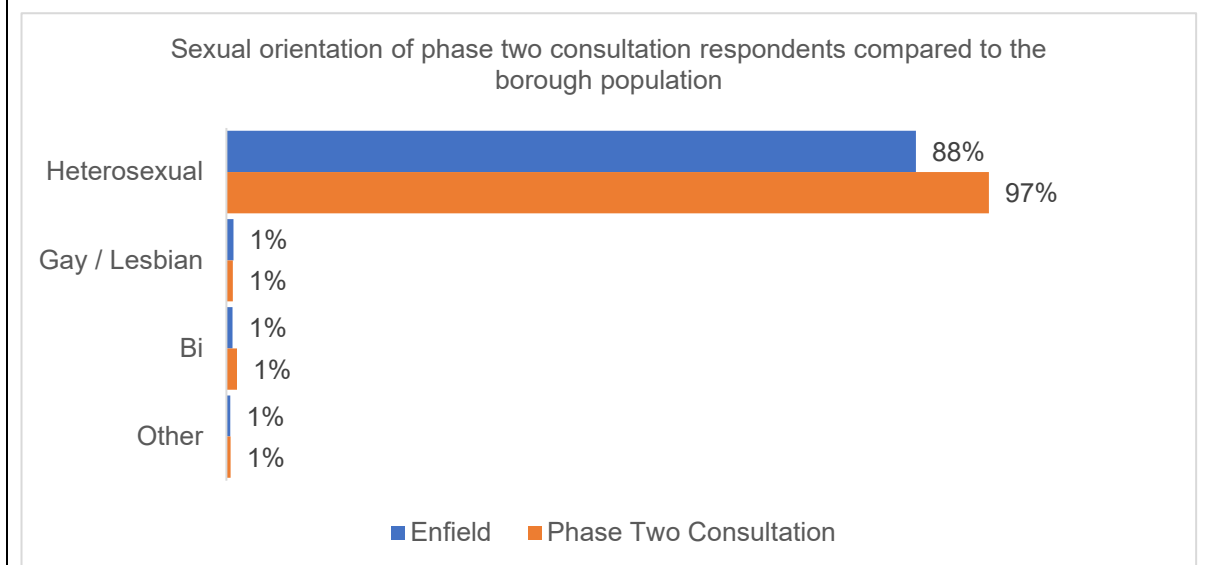
**Millfield House**

In the phase two consultation, 39 respondents who used Millfield House library declared their sexual orientation. This is a small sample and would not enable a meaningful comparison to the borough population.

**Oakwood**

In the phase two consultation, 97% of respondents who used Oakwood library identified as heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population* <sup>227</sup>



<sup>227</sup> Base: 372 responses

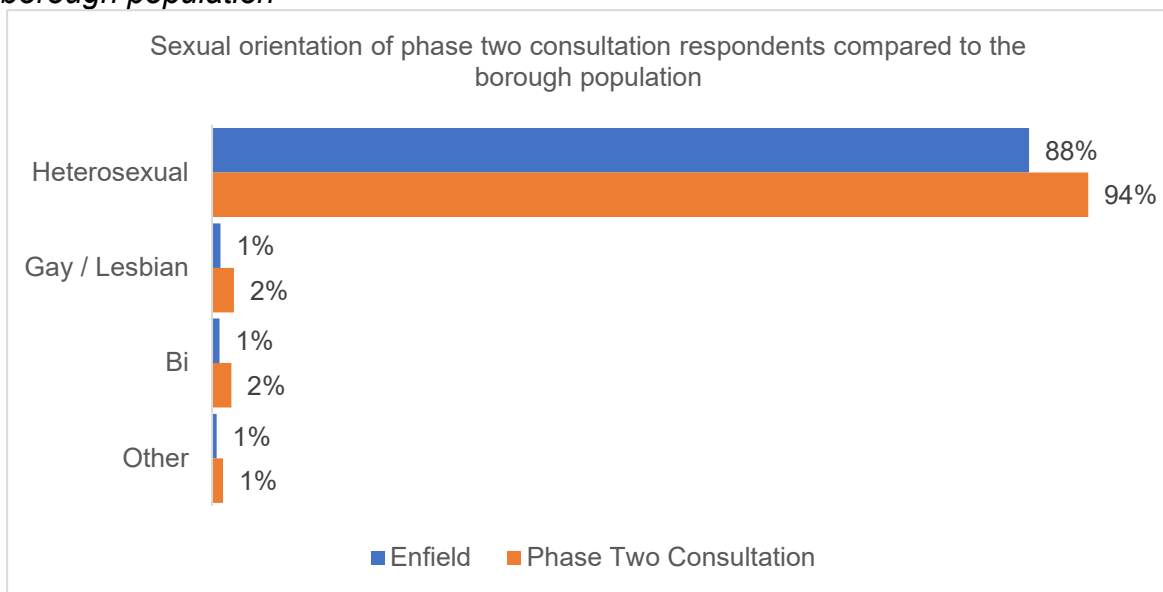
**Ordnance Unity Centre**

In the phase two consultation, 96 respondents who used Ordnance Unity Centre declared their sexual orientation. This is a small sample and would not be proportionate to compare to the borough population.

**Palmers Green**

In the phase two consultation, 94% of respondents who used Palmers Green library identified as heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population <sup>228</sup>*



**Ponders End**

In the phase two consultation, 60 respondents who used Ponders End library declared their sexual orientation. This is a small sample and would not be proportionate to compare to the borough population.

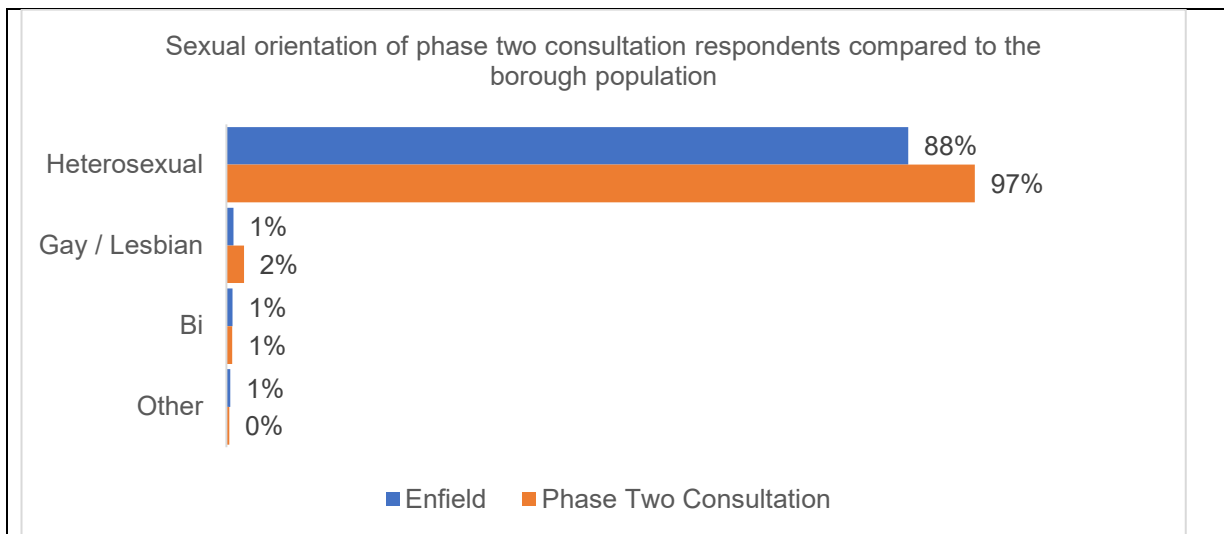
**Ridge Avenue**

In the phase two consultation, 97% of respondents who used Ridge Avenue library identified as heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population <sup>229</sup>*

<sup>228</sup> Base: 337 responses

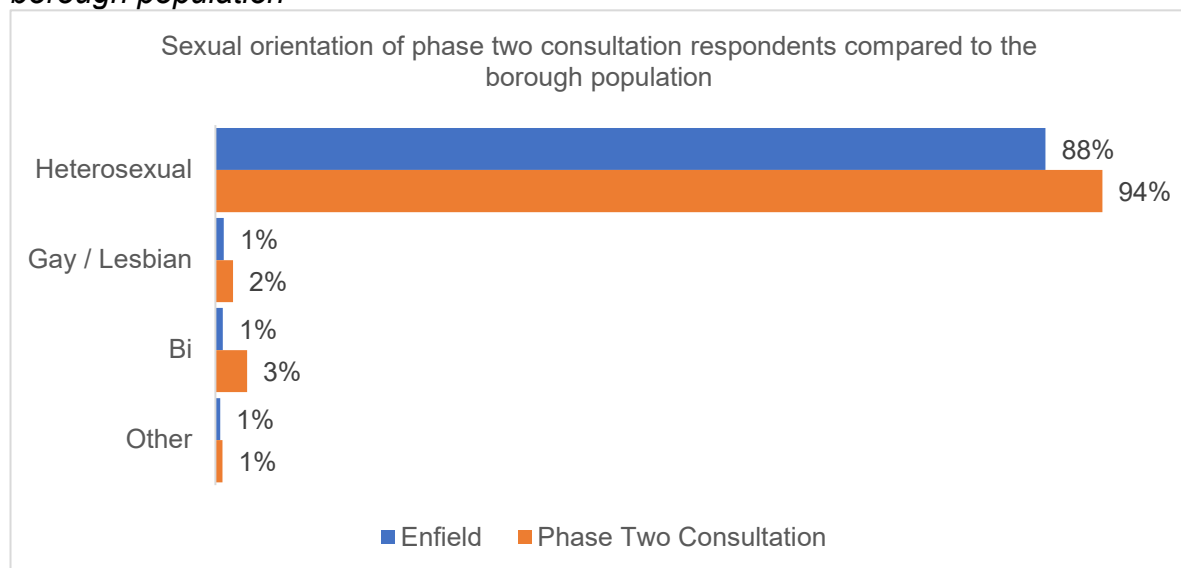
<sup>229</sup> Base: 263 responses



**Southgate**

In the phase two consultation, 6% of respondents who used Southgate library identified a sexual orientation which was other than heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population <sup>230</sup>*



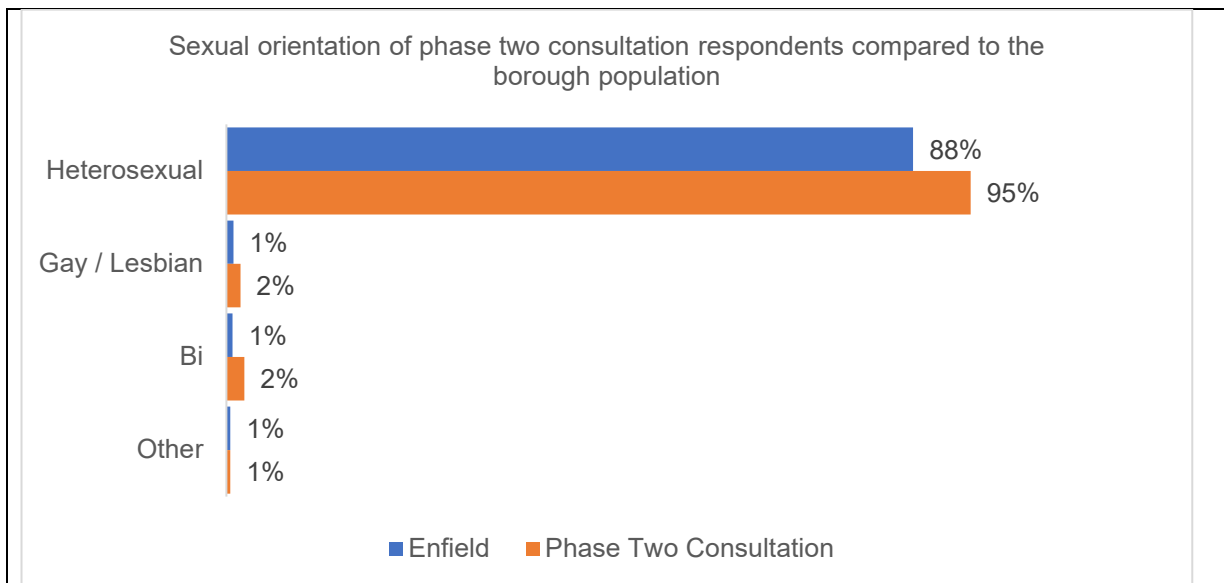
**Winchmore Hill**

In the phase two consultation, 95% of respondents who used Winchmore Hill library identified as heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population <sup>231</sup>*

<sup>230</sup> Base: 268 responses

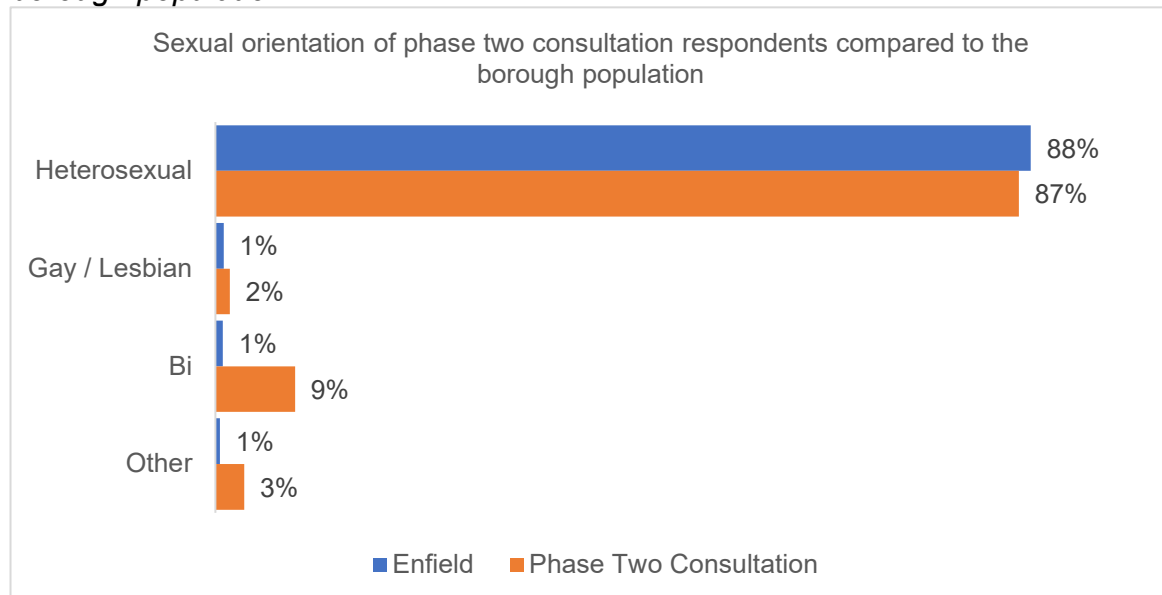
<sup>231</sup> Base: 389 responses



**Digital Library**

In the phase two consultation, 14% of respondents who used the digital library service identified a sexual orientation which was other than heterosexual/straight, which is higher than the proportion of the borough population.

*Figure: Sexual orientation of phase two consultation respondents compared to the borough population* <sup>232</sup>



**Consultation:**

In the consultation, 62 respondents declared their sexual orientation was other than heterosexual / straight. This is a small sample.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people with a particular sexual orientation?

<sup>232</sup> Base: 128 responses



Please provide evidence to explain why this group may be particularly affected.

***Need to eliminate unlawful discrimination, harassment and victimisation***

We do not believe that the decision to retain 9 libraries and close 7 libraries will have a particular disadvantage on its users because of their sexual orientation. Furthermore, the declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because of their sexual orientation. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

We will retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

Even if there was a particular disadvantage, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures.

***Need to advance equality of opportunity***

We do not believe that the proposals would have a greater or lesser effect on this equality strand.

***Need to foster good relations between different protected groups***

The library service would continue to engage with local community groups representing LGBTQ+ communities to ensure the service development, book collection, and calendar programming planned will be inclusive of all regardless of their sexual orientation. The service, through regular reviews, will identify underserved groups, to ensure libraries serve everyone and increase activities and resources that are inclusive of LGBTQ+ communities and foster good relations between people with different sexual orientations.

**Mitigating actions to be taken**

N/A

**Care Experience**

This refers to a person has spent 13 weeks or more in local authority care.

**Data Analysis:**

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people's lives in Enfield.

The library service does not collect data on whether a person has care experience when they are signing up for a library card and, therefore, there is no active library user data to compare with the ward population.

We do not believe that the proposals would have a greater or lesser effect on this equality strand.

In the phase two consultation, we did not ask respondents whether they had care experience.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people with care experience?

Please provide evidence to explain why this group may be particularly affected.

***Need to eliminate unlawful discrimination, harassment and victimisation***

We do not believe that the decision to retain 9 libraries and close 7 libraries will have a particular disadvantage on its users because of their care experience. Furthermore, the declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because of their care experience. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

We will also retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

Even if there was a particular disadvantage, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures.

***Need to advance equality of opportunity***

We do not believe that the proposals would have a greater or lesser effect on this equality strand.

***Need to foster good relations between different protected groups***

We do not believe that the proposals would have a greater or lesser effect on this equality strand.

**Mitigating actions to be taken**

N/A

**Socio-economic deprivation**

This refers to people who are disadvantaged due to socio-economic factors e.g. unemployment, low income, low academic qualifications or living in a deprived area, social housing or unstable housing.

**Data Analysis:**

Our library service has a significant role for communities across the borough – including those living, working or studying in Enfield. Libraries are essential for strong, healthy and safe communities; thriving children and young people; and an economy that works for everyone – three of our core priorities for the borough as set out in our Council Plan 2023 – 2026.

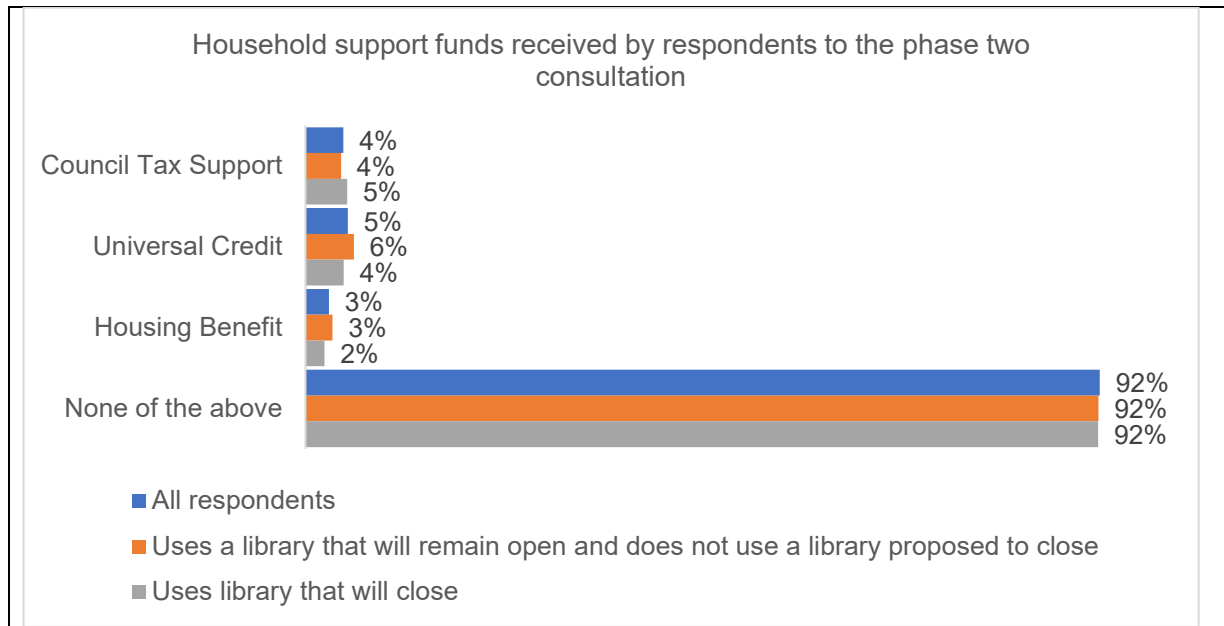
Our draft library strategy sets out how we will deliver library services, use our library buildings, and support, develop and empower our staff to make a positive impact on people’s lives in Enfield.

Enfield is among the most deprived 25% of local authority areas in England, according to the Indices of Deprivation 2019. In Enfield, 10% of households have an annual gross household income of less than £15,000 (as at 2023), and 32% have an income lower than £30,000. There are also higher levels of unemployment than the England and London averages, and 22.5% of Enfield’s adults have no formal qualifications.

The library service does not collect data on whether people are in receipt of universal credit, council tax support and/or benefits when they are signing up for a library card and, therefore, there is no active library user data to compare with the ward population. In the phase two consultation, 4% of respondents declared they receive council tax support, 5% declared they receive universal credit and 3% of respondents declared they receive housing benefit.

*Figure: Household support funds received by respondents to the phase two consultation<sup>233</sup>*

<sup>233</sup> Base: 1,367 responses



### **Bowes Road**

New Southgate ward ranks 15th out of the 25 Enfield wards for level of local need. Household incomes in the ward are higher than the borough population overall, and the percentage of households on unemployment benefits (5%) and receiving universal credit (28%) are lower than the borough averages (6% and 31%). The ward has a slightly higher percentage of children in relative and absolute (28%) low-income families compared to the borough averages (25%).

In the phase two consultation, 14 respondents who used Bowes Road library declared whether they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Bullsmoor**

Bullsmoor is ranked 8th for level of need out of the 25 wards in Enfield. The percentage of children in relative and absolute (34%) low-income families is significantly higher than the borough average (25%). In terms of educational attainment, the percentage of adults aged 16+ with no qualifications is significantly higher than the borough average (28% compared to 22%).

In the phase two consultation, 18 respondents who used Bullsmoor library declared whether they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Edmonton Green**

Edmonton Green is ranked 1<sup>st</sup> out of the 25 wards in Enfield for level of local need. It has the highest percentage of children in relative and absolute (49%) low-income families out of all the wards in Enfield. The ward also has the highest proportion of

adults on unemployment benefits (10%) and adults with no qualifications (30%). Edmonton Green also has a high percentage of households in fuel poverty (14%).

In the phase two consultation, 46 respondents who used the Edmonton Green Library declared they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Enfield Highway**

Brimmsdown is ranked 5<sup>th</sup> for level of local need out of the 25 wards in Enfield. The percentage of children in relative and absolute (32%) low-income families is significantly higher than the borough average (25%). The percentage of households receiving universal credit (44%) is significantly higher than the borough average (31%). In terms of educational attainment, the percentage of adults aged 16+ with no qualifications is significantly higher than the borough average (29% compared to 22%).

In the phase two consultation, 22 respondents who used Enfield Highway library declared whether they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Enfield Island Village**

Enfield Lock is ranked 10<sup>th</sup> for level of local need out of the 25 wards in Enfield. The percentage of those children in relative and absolute low-income families sits at 32%, which is above the borough average (25%). The percentage of households receiving universal credit (41%) is significantly higher than the average (31%). The percentage of adults aged 16+ with no qualifications (26%) is higher than the borough average (22%).

In the phase two consultation, 21 respondents who used Enfield Island Village library declared whether they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Enfield Town**

Enfield Town is ranked 17<sup>th</sup> out of the 25 wards in Enfield for level of local need. Household incomes in the ward are higher than the borough population overall, and the percentage of households on unemployment benefits (4%) and receiving universal credit (20%) are lower than the borough averages (6% and 31%). The ward has low levels of children in relative and absolute (13%) low-income families compared to the borough population overall (25%). The percentage of adults aged 16+ with no qualifications (15%) is also low compared to the borough average (22%).

In the phase two consultation, 84 respondents who used the Enfield Town Library declared they receive universal credit, council tax support and/or benefits. This is a

small sample and would not enable a meaningful comparison to the ward population.

### **Fore Street**

Upper Edmonton is ranked 3<sup>rd</sup> out of the 25 wards in Enfield for level of local need. The ward has a high percentage of children aged 0-19 in relative and absolute (43%) low-income families. There are also high percentages of adults on unemployment benefits (8%), high percentages of households receiving universal credit (44%) and high percentages of households in fuel poverty (16%). Furthermore, the ward has a high percentage of adults aged 16+ with no qualifications (29%).

In the phase two consultation, 14 respondents who used Fore Street library declared whether they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **John Jackson**

Southbury is ranked 11<sup>th</sup> out of the 25 wards in Enfield for level of local need. The percentage of adults on unemployment benefits (6%) is in line with the borough average (6%). While the percentage of households receiving universal credit (32%) is slightly higher than the borough average (31%).

In the phase two consultation, 40 respondents who used the John Jackson Library declared they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Millfield House**

Haselbury is ranked 7<sup>th</sup> out of the 25 wards for level of local need. The ward has a significantly higher percentage of children in relative and absolute (36%) low-income families compared to the borough average (25%). The ward has a high percentage of households receiving unemployment benefits (8%) and universal credit (46%). The ward also has the second highest percentage of households in fuel poverty (17%) and a high percentage of adults aged 16+ with no qualifications (28%) compared to the borough average (22%).

In the phase two consultation, 15 respondents who used Millfield House Library declared whether they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Oakwood**

Oakwood has the lowest level of local need, ranking 25<sup>th</sup> out of the 25 wards. Household incomes in the ward are higher than the borough population overall, and the percentage of households on unemployment benefits (3%) and receiving universal credit (14%) are lower than the borough averages (6% and 31%). There is also a low percentage of adults aged 16+ with no qualifications (15%).

In the phase two consultation, 54 respondents who used the Oakwood library declared they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Ordnance Unity Centre**

Enfield Lock is ranked 10<sup>th</sup> for level of local need out of the 25 wards in Enfield. The percentage of those children in relative and absolute low-income families sits at 32%, which is above the borough average (25%). The percentage of households receiving universal credit (41%) is significantly higher than the average (31%). The percentage of adults aged 16+ with no qualifications (26%) is higher than the borough average (22%).

In the phase two consultation, 35 respondents who used the Ordnance Unit Centre library declared they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Palmers Green**

Palmers Green is ranked 16<sup>th</sup> out of the 25 wards in Enfield for level of local need. It has relatively low levels of adults on unemployment benefits (5%) and households receiving universal credit (26%) compared to the borough averages (6% and 31% respectively).

In the phase two consultation, 42 respondents who used the Palmers Green library declared they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Ponders End**

Ponders End is ranked 4<sup>th</sup> out of the 25 wards in Enfield for level of local need. Ponders End has the second highest percentage of adults receiving universal credit (46%), which is significantly higher than the borough population overall of 28%. The ward also has high levels of fuel poverty (18%) and adults with no qualifications (29%).

In the phase two consultation, 25 respondents who used Ponders End library declared whether they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Ridge Avenue**

Bush Hill Park is ranked 21<sup>st</sup> out of the 25 wards in Enfield for level of local need. There is a low percentage of children in relative and absolute (15%) low-income families. Furthermore, the percentage of adults on employment benefits (3%) and households receiving universal credit (15%) is low compared to the borough averages (5% and 31% respectively).

In the phase two consultation, 40 respondents who used the Ridge Avenue library declared they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Southgate**

Southgate is ranked 14<sup>th</sup> out of the 25 wards in Enfield for level of local need. There is a low percentage of children in relative and absolute (14%) low-income families. Furthermore, the percentage of adults on employment benefits (4%) and households receiving universal credit (18%) is low compared to the borough averages (6% and 31% respectively).

In the phase two consultation, 29 respondents who used the Southgate library declared they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Winchmore Hill**

Winchmore Hill is ranked 24<sup>th</sup> out of the 25 wards in Enfield for level of local need. Winchmore Hill also has low levels of adults on unemployment benefits (3%) and households receiving universal credit (15%). Similarly, the percentage of children in relative and absolute (14%) low-income families is low in comparison to the borough averages (25%).

In the phase two consultation, 31 respondents who used the Winchmore Hill library declared they receive universal credit, council tax support and/or benefits. This is a small sample and would not enable a meaningful comparison to the ward population.

### **Digital Library**

The library does not collect equalities data on users of the digital library. In the phase two consultation, 21 respondents who used the digital library declared they receive universal credit, council tax support and/or benefits.

### **Consultation:**

In the consultation, respondents who declared they were receiving financial support were more likely to say that the closure of Bullsmoor (30%),<sup>234</sup> Enfield Island Village (40%),<sup>235</sup> Enfield Highway (43%),<sup>236</sup> and John Jackson (44%),<sup>237</sup> will have a negative impact on their households compared to those who declared they are not

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<sup>234</sup> Base: 63 responses

<sup>235</sup> Base: 67 responses

<sup>236</sup> Base: 70 responses

<sup>237</sup> Base: 71 responses



receiving financial support (Bullsmoor - 18%<sup>238</sup>, Enfield Island Village – 22%,<sup>239</sup> Enfield Highway – 22%,<sup>240</sup> and John Jackson - 28%<sup>241</sup>).

Respondents who identified a negative impact on their household were then asked whether this could be mitigated. The majority of respondents who are receiving financial support said there could be no mitigations for the proposed closures.

When asked if the proposed changes in opening hours worked for them, 52% of respondents who receiving financial support said it did and 30% said it didn't.<sup>242</sup> Respondents were then asked if the proposed extensions would make them more likely to use another library, 54% said yes and 32% said no. The most common library that they were more likely to use was Enfield Town (34 respondents).

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who are socio-economically disadvantaged?

Please provide evidence to explain why this group may be particularly affected.

***Need to eliminate discrimination***

**Recommendation to retain Ordnance Unity Centre, Edmonton Green, Oakwood, Fore Street, Millfield House, Ponders End, Palmers Green, Enfield Town and Ridge Avenue libraries:**

We will retain 9 libraries maintaining the existing resources and improving the service. The 9 libraries will be collectively open for 454.5 hours per week. This is a net increase in the weekly opening hours of 18 hours per week. We will annually review our opening hours to ensure that they are at optimal times for communities. This will have a positive impact on all users at these libraries and is not expected to have a particular disadvantage on people because of their socio-economic status.

We will retain 9 library hubs in the borough, this will mean that:

- 86% of residents live within a 25-minute walk from their nearest library
- 94% of residents live within a 20-minute public transport journey from their nearest library
- 95% of residents live within a 10-minute cycle ride from their nearest library
- 97% of residents live within a 10-minute car journey from their nearest library

We will retain libraries in areas with good transport connections across the borough and have focused resources in key shopping and leisure areas, as people are likely to travel to these areas for other reasons as well as to visit the library. All these libraries are within 137 metres of a bus stop and 5 of the libraries have car parking spaces.

<sup>238</sup> Base: 625 responses

<sup>239</sup> Base: 639 responses

<sup>240</sup> Base: 635 responses

<sup>241</sup> Base: 675 responses

<sup>242</sup> Base: 109 responses

**Recommendation to close Bullsmoor, Enfield Highway, Enfield Island Village, Bowes Road, Southgate, Winchmore Hill and John Jackson libraries:**

The closure of 7 libraries may have a particular disadvantage for people who are socio-economically disadvantaged and cannot afford to travel to an alternative library or afford access to the internet at home.

Nationally, we know that some groups are more likely to be digitally excluded<sup>243</sup>, this includes people who excluded because of socio-economic disadvantage. This may mean that people living in deprivation are less likely to use the digital library service. The wards that have the highest levels of deprivation are Edmonton Green, Upper Edmonton, Carterhatch and Ponders End. Each of the wards are in the 10% most deprived wards in the country. Only Carterhatch ward does not have a library but does border Ponders End ward. Carterhatch also borders Bullsmoor and Brimsdown wards which have Bullsmoor and Enfield Highway libraries which are recommended for closure.

In the phase two consultation, respondents who declared they were receiving financial support were more likely to say that the closure of Bullsmoor, Enfield Island Village, Enfield Highway and John Jackson libraries will have a negative impact on their households compared to those who declared they are not receiving financial support.

*Conclusion*

These proposals to close 7 libraries may place those who are socio-economically disadvantaged at a particular disadvantage. This is because people who are socio-economically disadvantaged may not be able to afford to travel to an alternative library or afford access to the internet at home.

However, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures. For the same reasons, it would not be a "reasonable" step to keep additional libraries open at the additional cost set out above.

**Recommendation to retain the Home Library Service and Digital Library Service:**

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243 NHS Digital Inclusion <https://digital.nhs.uk/about-nhs-digital/corporate-information-and-documents/digital-inclusion/what-digital-inclusion-is#:~:text=People%20likely%20to%20be%20digitally%20excluded,-90%25&text=Some%20sections%20of%20the%20population,people%20in%20lower%20income%20groups>

We will retain the home library and digital library service, with no changes in their offers to service users. These services have been identified as mitigations for those who would prefer to access the library service in their homes.

**Recommendation to formally declassify Angel Raynham as a public library:**

The declassification of Angel Raynham library as a public library is not expected to have a particular disadvantage on people because of their socio-economic background. The library will continue to be used exclusively as a school library by pupils at Raynham Primary school.

***Need to advance equality of opportunity***

We acknowledge that the closure of 7 libraries will have an impact on the equality of opportunity for people who are socio-economically disadvantaged and cannot afford to travel to an alternative library or afford access to the internet at home. This is because the closure may mean some of these groups are less likely to be able to access the library service.

However, officers consider that the draft library strategy is justified by the need to improve and enhance the library service at the retained 9 libraries, and the need to deliver the library service in a more efficient manner. The draft library strategy will also make a contribution towards the legitimate aim of balancing the Council's budget by making savings which will contribute towards closing the funding gap in the Council's budget. The proposals are proportionate in light of the mitigating measures explained above and the pressing budgetary pressures. For the same reasons, it would not be a "reasonable" step to keep additional libraries open at the additional cost set out above.

***Need to foster good relations between different protected groups***

2 of the libraries that we will retain currently run job club activities and events for people experiencing socio-economic disadvantage and looking for work. We will look to further maximise events and activities held and the 9 retained libraries to respond to local need and foster good relations between different socio-economic groups.

**Mitigating actions to be taken.**

**Alternative Libraries**

There will be a network of 9 libraries across the borough that are available for everyone to access. These libraries will be operating their updated opening hours from July 2025 and will be offering additional activities to serve additional demand.

We will update the library website with bus and train information, as well as local car parking arrangements, for each library.

We will engage with existing groups running in libraries which will close to make alternative arrangements for their offer. We will work with these partners as part of the implementation of the library strategy to transfer, where possible, their services to alternative libraries.

**Ongoing Review of Library Service**

We will regularly review usage of our library service to ensure people who are socio-economically disadvantaged are represented and served by our new model. This will include:

- Reviewing our programme of events and activities to ensure that there is a diverse range which include events which provide advice, information and support to people experiencing socio-economic disadvantage.
- Reviewing how we are engaging with voluntary and community organisations and identifying how we can improve our partnership working to support residents experiencing socio-economic disadvantage.
- Reviewing opening hours to ensure they are at optimal times for communities.

### **Digital Library**

We have a digital library service, which enable library users to access free e-learning, e-books, e-audiobooks, e-newspapers and e-magazines on their digital devices at home. This will mitigate the impact of the closure of the 7 libraries on users who are able to access the digital library service at home.

### **Library Consortium**

Enfield library users can use their library cards at 22 local authorities' libraries, including neighbouring authorities: Waltham Forest, Haringey and Essex. This means that residents will be able to access a wide variety of libraries at their convenience.

### **Home Library Service**

For residents who face significant difficulties visiting an alternative library, the Royal Volunteer Service can deliver services on our behalf to their home. There is no charge for this service and the Royal Volunteer Service visit our home library users once every two weeks.

## **Section 4 – Monitoring and review**

How do you intend to monitor and review the effects of this proposal?

Who will be responsible for assessing the effects of this proposal?

Once the new model is implemented, we will regularly review usage of our library service to ensure all communities are represented and served by our new model. This will ensure that the identified mitigations for those who use libraries proposed to close are relevant and meet the needs of residents.

As part of this, we will:

- We will regularly review our programme of events and activities to ensure that there is a diverse range which caters for different protected groups.
- We will regularly review how we are engaging with voluntary and community organisations and health partners to identify how we can improve partnership working.
- We will regularly review equalities data on the protected characteristics of library service users to see whether this is representative of ward / borough populations.