



**CABINET
AGENDA**
for the meeting
on
17 May 2021 at
6.30 pm

To: Croydon Cabinet Members:

Councillor Hamida Ali, Leader of the Council
Councillor Stuart King, Deputy Leader (Statutory) and Cabinet Member for Croydon Renewal
Councillor Muhammad Ali, Cabinet Member for Sustainable Croydon
Councillor Janet Campbell, Cabinet Member for Families, Health & Social Care
Councillor Alisa Flemming, Cabinet Member for Children, Young People & Learning
Councillor Patricia Hay-Justice, Cabinet Member for Homes
Councillor Oliver Lewis, Cabinet Member for Culture & Regeneration
Councillor Manju Shahul-Hameed, Cabinet Member for Communities, Safety and Business Recovery
Councillor Callton Young OBE, Cabinet Member for Resources & Financial Governance

Invited participants:
All other Members of the Council

A meeting of the **CABINET** which you are hereby summoned to attend, will be held on **Monday, 17 May 2021** at **6.30 pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

JACQUELINE HARRIS BAKER
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7 May 2021

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AGENDA – PART A

1. Apologies for Absence

2. Minutes of previous meetings (Pages 7 - 78)

To approve the minutes of the meetings held on 1 March 2021, 8 March 2021, 22 March 2021 and 12 April 2021 as accurate records.

3. Disclosure of Interests

In accordance with the Council's Code of Conduct and the statutory provisions of the Localism Act, Members and co-opted Members of the Council are reminded that it is a requirement to register disclosable pecuniary interests (DPIs) and gifts and hospitality to the value of which exceeds £50 or multiple gifts and/or instances of hospitality with a cumulative value of £50 or more when received from a single donor within a rolling twelve month period. In addition, Members and co-opted Members are reminded that unless their disclosable pecuniary interest is registered on the register of interests or is the subject of a pending notification to the Monitoring Officer, they are required to disclose those disclosable pecuniary interests at the meeting. This should be done by completing the Disclosure of Interest form and handing it to the Democratic Services representative at the start of the meeting. The Chair will then invite Members to make their disclosure orally at the commencement of Agenda item 3. Completed disclosure forms will be provided to the Monitoring Officer for inclusion on the Register of Members' Interests.

4. Urgent Business (If any)

To receive notice of any business not on the agenda which in the opinion of the Chair, by reason of special circumstances, be considered as a matter of urgency.

5. Investigation into conditions at 1-87 Regina Road, South Norwood and the Housing Service Improvement Plan (Pages 79 - 146)

Cabinet Member: Cabinet Member for Homes, Councillor Patricia Hay-Justice

Officer: Interim Executive Director Place, Sarah Hayward

Key decision: no

6. Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company (Pages 147 - 166)

Cabinet Member: Leader of the Council, Councillor Hamida Ali

Officer: Interim Chief Executive, Katherine Kerswell & Interim Director of Finance, Investment & Risk, Chris Buss

Key Decision: yes

- 7. Libraries Public Consultation Phase Two - Options for cost savings in libraries provision in the borough** (Pages 167 - 376)
Cabinet Member: Cabinet Member for Culture & Regeneration, Councillor Oliver Lewis
Officer: Interim Executive Director Place, Sarah Hayward
Key decision: yes
- 8. Financial Performance Report - Period 11** (Pages 377 - 386)
Cabinet Member: Cabinet Member for Croydon Renewal, Councillor Stuart King and Cabinet Member for Resources & Financial Governance, Councillor Callton Young
Officer: Interim Director of Finance, Investment & Risk, Chris Buss
Key Decision: no
- 9. Fees & Charges 2021/22** (Pages 387 - 450)
Cabinet Member: Cabinet Member for Croydon Renewal, Councillor Stuart King
Officer: Interim Director of Finance, Investment & Risk, Chris Buss
Key decision: no
- 10. Croydon Renewal Community Engagement** (Pages 451 - 460)
Cabinet Member: Leader of the Council, Councillor Hamida Ali
Officer: Interim Chief Executive, Katherine Kerswell
Key Decision: no
- 11. Stage 1: Recommendations arising from Scrutiny** (Pages 461 - 468)
Lead Member: Chair of Scrutiny & Overview Committee, Councillor Sean Fitzsimons
Officers: Interim Executive Director Resources, Asmat Hussain
Key decision: no
- 12. Stage 2: Response to Recommendations arising from Scrutiny & Overview Committee held on 16 February 2021** (Pages 469 - 476)
Cabinet Member: All Cabinet Members
Officers: Interim Executive Director Resources, Asmat Hussain
Key decision: no
- 13. Investing in our Borough** (Pages 477 - 482)
Cabinet Member: Cabinet Member for Resources & Financial Governance, Councillor Callton Young
Officer: Interim Executive Director Resources, Asmat Hussain
Key decision: no

14. Exclusion of the Press and Public

The following motion is to be moved and seconded where it is proposed to exclude the press and public from the remainder of a meeting:

“That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information falling within those paragraphs indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended.”

PART B

15. Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company (Pages 483 - 486)

Cabinet Member: Leader of the Council, Councillor Hamida Ali
Officer: Interim Chief Executive, Katherine Kerswell & Interim Director of Finance, Investment & Risk, Chris Buss
Key Decision: yes

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Cabinet

Meeting held on Monday, 1 March 2021 at 6.30 pm. This meeting was held remotely

MINUTES

Present: Councillor Hamida Ali, Stuart King, Muhammad Ali, Jane Avis, Janet Campbell, Alisa Flemming, Oliver Lewis, Manju Shahul-Hameed, David Wood and Callton Young

Also Present: Councillor Jason Cummings, Lynne Hale, Maria Gatland, Simon Hoar, Yvette Hopley, Vidhi Mohan, Helen Redfern, Scott Roche, Andy Stranack, Gareth Streeter, Louisa Woodley, Sean Fitzsimons, Robert Ward, Clive Fraser and Mario Creatura

Apologies: Councillor Jason Perry

Officers: Doutimi Aseh (Interim Director of Law & Governance)
Chris Buss (Interim Director of Finance, Investment & Risk and Section 151 Officer)
Nigel Cook (Head of Pensions & Treasury)
Matthew Davis (Deputy Section 151 Officer)
Asmat Hussain (Interim Executive Director Resources)
Elaine Jackson (Interim Assistant Chief Executive)
Debbie Jones (Interim Executive Director Children, Families & Education)
Katherine Kerswell (Interim Chief Executive)
Sue Moorman (Director of Human Resources)
Yvonne Murray (Director of Housing Assessment & Solutions)
Nish Popat (Interim Head of Corporate Finance)
Rachel Soni (Director of Commissioning and Procurement)

PART A

29/21 **Minutes of previous meetings**

The part A minutes of the Cabinet meetings held on 25 November 2020 and 14 December 2020 were agreed.

30/21 **Disclosure of Interests**

There were none.

31/21 **Urgent Business (If any)**

There were no items of urgent business.

32/21 **Budget and Council Tax 2021/22**

33/21 **Croydon's General Fund & HRA Budget 2021/22 to 2023/24**

The Leader of the Council (Councillor Hamida Ali) informed Members that this item had been deferred and an updated report would be considered at an additional meeting of Cabinet on Monday 8 March 2021.

34/21 **Financial Performance Report - Quarter 3**

The Cabinet Member for Croydon Renewal (Councillor Stuart King) noted that the paper reported that there was a £64.7 million overspend by quarter 3 which was a concerning, but accurate, reflection despite the considerable efforts which had been made to improve management of the council's finances. In addition to the forecast overspend, the Cabinet Member highlighted that £31.8 million of risks had been identified which could cause the total overspend to increase to £96.5 million.

It was noted that the report detailed movement between the quarter 2 and quarter 3 reports which had caused a worsening in position by £38 million as a result of corporate items and £14 million in departmental changes. The Cabinet Member, however, highlighted that £15 million of corporate items did include £15 million contribution to general reserves and that both children's and adults departmental positions remained effectively unchanged between the two reporting periods.

The Cabinet Member stated that the changes within the Place department had arisen principally from over £4 million reduction in parking income associated with the lockdown and £2.7 million from the delay in receiving a decision from the Secretary of State on the council's Selective Licensing Scheme. The proposed closure of Virgo Fidelis and St Andrews schools, it was highlighted, had also had a combined impact of £5 million on the council.

It was noted by the Cabinet Member that considerable work was underway to actively manage the in-year situation; including £27.9 million of savings which were being delivered. Furthermore, the impact of the Spend Control Panel, as a result of the Section 114 Notice, was also highlighted by the Cabinet Member. In addition, it was noted that significant amendments to the capital programme of £86 million had been made which would help reduce in-year costs.

The Cabinet Member concluded that there remained a great deal of uncertainty in terms of the in-year position and the following year's position and the council continued to await the outcome of the Ministry of Housing, Communities & Local Government (MHCLG) decision on the council's request for a capitalisation direction.

The Cabinet Member for Homes & Gateway Services (Councillor Jane Avis) noted that the council had applied for the Selective Licensing

Scheme in summer 2020 as the council had felt it was important to ensure privately rent accommodation in Croydon met the required standard, but that a decision had not yet been received. In response, the Cabinet Member for Croydon Renewal reflected that the Scheme was an important tool for the council to protect renters across the borough but that the government had not yet granted permission for the new scheme. It was felt that the government had been focussed on responding to the Covid-19 pandemic and that MHCLG had not been able to direct resources to consider applications. However, due to this delay it was sensible to reflect the financial impact within the report.

The Cabinet Member for Sustainable Croydon (Councillor Muhammad Ali) noted that council tax collection had dropped by 2% and business rates by 7% and queried what projections had been put in place in terms of proposals for savings or growth. The Interim Director of Finance, Investment & Risk (Chris Buss) advised that in terms of future council tax collection rates the council had taken a prudent assessment for the following year which would form part of the budget report due to be considered by Cabinet the following week. In terms of business rates collections, the Interim Director advised that officers had guarded against optimism bias due to the risk of not achieving those levels; as such the council had taken a prudent approach to future collections.

The Cabinet Member for Culture & Regeneration (Councillor Oliver Lewis) noted that many residents would be surprised that the council was required to absorb the deficits of schools which were closed which had accumulated in £5 million in costs to the council. In terms of this, the Cabinet Member requested assurance that there were no further risks of schools closing and deficits being passed to the local authority. The Cabinet Member for Children, Young People & Learning (Councillor Alisa Flemming) confirmed that the council was working closely with Virgo Fidelis to proactively manage the school's deficit in order to minimise the final amount. In terms of the wider context, the Cabinet Member stated the council was monitoring and working more closely with schools to ensure the systems in place to do the monitoring were robust. Discussions were taking place with some schools to ensure deficits did not increase any further.

The Cabinet Member for Children, Young People & Learning noted that there had been an increase in support from government in relation to schools managing their budgets. In terms of the Dedicated Schools Grant funding, the Cabinet Member highlighted that this had increased by £4.8 billion in 2021/22 and £7.1 billion in 2022/23 which would support schools to adequately deliver services within budget.

Clarity was also sought by the Cabinet Member for Culture & Regeneration as to the net cost of the pandemic to the council after taking into account the money provided by the government. In response, the Cabinet Member for Croydon Renewal confirmed that the financial impact of Covid-19 on the council at quarter 3 was in the region of £40 million.

The Cabinet Member for Business Recovery (Councillor Manju Shahul-Hameed) welcomed the support from the Chancellor of Exchequer with the business grants which had been available, but noted the business rates collection had fallen by 7.28% due to the impact of Covid-19. The Cabinet Member queried what the impact of the government announcement of its intention to allow local authorities to spread the 2020/21 collection funds deficit over three years should there be a business rates holiday also. In response, the Interim Director advised that the council would have to wait for an announcement from government as to whether support to businesses would be directly to businesses or via local authorities. It was noted that businesses with a value below £50,000 were receiving full relief and the council were being recompensed. Members were advised that the issue arose when businesses were taking advantage of the opportunity to defer future payments of business rates which was one of the reasons why the council had seen a fall in collections. The balance would arise when the council sought to recover those rates and protect income whilst not forcing a company to go out of business.

The Leader of the Council (Councillor Hamida Ali) noted that within the report there was a contribution to reserves and whilst the overall position was concerning, she noted that it was positive that children's social care spending remained steady whilst still requiring improvement and reductions. It was noted that the work was still to be completed on 2019/20 accounts, but the Leader queried what work remained outstanding and when the accounts may be finalised.

The Interim Director advised that there were a number of issues which remained outstanding which were matters of fact which officers hoped would be resolved shortly, whilst others were matters of accounting opinion. In terms of the latter, the Interim Director noted that these sometimes took longer to resolve. Members were informed that officers would work on resolving the matters of fact quickly and would seek to provide information to the external auditors as to why they felt their view of accounting opinion was correct so as to finalise the accounts as soon as possible. In terms of when the 2019/20 accounts may be finalised, the Interim Director advised that he hoped they would be concluded before summer 2021.

The Cabinet Member for Resources & Financial Governance (Councillor Callton Young) queried whether the Interim Director felt that the Spend Control Panel was effective; especially in relation to the costs for external placements in adult social care and looked after children. In response the Interim Director advised that there would be a lag between implementing control measures and seeing the effect of those measures, but that it was felt that the control were becoming effective and should remain in place even without a Section 114 Notice. To that end, the Interim Director advised that he would recommend as part of the budget report that spend

control measures remained and extra controls be put in place in relation to social care spending.

In terms of children placements, the Interim Director noted that care packages were reviewed by professionals within children's and adult's social care to ensure the care package met the needs of the client and there was a review that the cost of the package was within the overall financial envelope for that services budget. The Executive Director Children, Families & Education (Debbie Jones) provided assurance to Members that there was a series of systems in place to ensure placements were monitored on a weekly basis and that any requests were reviewed by a panel and authorised by a Director. In addition to the systems, Members were advised that a lot of work was ongoing to ensure that costs were monitored and reduced. Members were informed by the Cabinet Member for Families, Health & Social Care (Councillor Janet Campbell) that a similar process was taking place within adult social care and that all expenditure was being monitored and scrutinised closely.

In the context of the discussion relating to the Spend Control Panel, the Leader stated that the Administration would want such measures to be maintained into the following year as it was recognised that such controls were necessary and needed to be embedded into the organisation.

The Shadow Cabinet Member for Finance & Resources (Councillor Jason Cummings) stated that for a number year's quarterly finance reports had shown significant overspends, and whilst it was recognised that the previous year had been challenging for a number of reasons the figures contained within the report were alarming. The Shadow Cabinet Member welcomed the intended significant contribution to reserves and the recognition of Cabinet Members that without the impact of Covid-19 the council would still have been a position of requiring government support in order to balance the budget. He stated that he had queried for a number years at the quarter 3 position what the situation of the departmental overspends would be on quarter 1 of 2021/22. In previous years, he stated, he had received assurances that overspends would not be seen in quarter 1 but that these had appeared. With this in mind, he queried whether the budgets set would be met in 2021/22.

In response, the Leader stressed that an important principle would be not just setting the budget but ensuring there were strong financial controls in place and monitoring throughout the organisation would take place to ensure the council remained on track. It was stated that whilst in future year's assurances had been provided, it was felt that the resolve was very clear and that the Administration was focussed on living within its means. The Cabinet Member for Croydon Renewal stated that he was confident that the council had the right people in place to deliver the required change in addition to the political determination to deliver the budgets.

It was highlighted by the Cabinet Member that there would be different circumstances in place at quarter 1 of 2021/22 including; the end of the

eviction ban and the end of the furlough scheme which would increase demand of council services. It was felt that those risks were inherent given the situation in terms of the pandemic but that the council were seeking to mitigate the risks within budget plans. Whilst plans were in place, the Cabinet Member stressed that it would not be possible to provide absolute confidence that the budget exactly as forecasted but assurances were provided that everyone was working to deliver the budget and to ensure the council lived within its means.

Concerns were raised by the Shadow Cabinet Member for Culture, Leisure & Sport that £32 million of risks could still materialise and should those risks materialise the Shadow Cabinet Member queried how confident the council was in balancing the budget and what measures had been put in place to mitigate against those risks. The Leader noted that the council had been transparent as the risks had been consistently reported. It was further stated by the Cabinet Member for Croydon Renewal that should the council be successful in securing a capitalisation direction then the council would be able to balance the in-year budget. In terms of risks related to Brick by Brick the Cabinet Member noted that a report had been agreed by Cabinet the previous month which set out a clear plan to address the problems faced by the council.

Councillor Jeet Bains stated that there had been large variances at each quarter and queried how confident the Cabinet were that further variances would not occur. The Cabinet Member noted that some of the variances had been discussed earlier in the meeting, such as the reduction in parking income due to the lockdowns and that there were understandable reasons that variances existed. Assurances were provided that due diligence was taking place with Members and officers and it was felt that there was more confidence, following the work which had been undertaken, that the report reflected the likely outcome for the year.

The Shadow Cabinet Member for Families, Health & Social Care (Councillor Yvette Hopley) noted that at table 8 of the report that there were a number of variance in relation to residential care, domiciliary care, nursing care, care costs and direct payments and stated that it was disappointing that the Spend Control Panel had not yet made an impact on overspends. Concerns were raised in relation to care packages as there were around 7,000 residents in receipt of packages with around 2,500 in receipt of specialist complex care, as it was the Shadow Cabinet Member's understanding that complex care packages would be reduced.

It was stated by the Leader that it was felt that the suggestion that the Spend Control Panel had not been effective in stopping spending was inaccurate. Furthermore, she highlighted that in previous years quarterly reports had shown greater variances in social care spending. In response the Cabinet Member for Croydon Renewal also noted that the table referenced by the Shadow Cabinet Member was in relation to variances over £500,000 and those cited were within 25-65 Disability which had shown improvement between quarter 2 and quarter 3.

The Cabinet Member for Families, Health & Social Care highlighted that the council was working to correct its financial position and was awaiting a decision on its request for a capitalisation direction. Concerns were raised that the Shadow Cabinet Member was suggesting that vulnerable residents would be at harm as the council was not putting residents at harm. It was stressed that every placement was being reviewed as it was recognised that the council spent in excess of the London average on placements.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Note the current general fund revenue outturn forecast at the end of the quarter 3 of 2020/21 of £64.7m overspend, after the inclusion of both anticipated and received Covid19 funding from the MHCLG of £41.9m;
2. Note that there are a number of risks totaling £31.8m that could materialise which would see the variance increase further. These are within services due to the current pandemic, potential impact from finalisation of the 2019/20 accounts and in relation to groups structures particularly around interest income from Brick by Brick. Should all of these risks crystallise the total forecast overspend would increase to £96.5m by the year end.
3. Note the details of the monthly Covid19 impact submissions being made to the MHCLG and the details of the financial support that is available to the council in light of Covid19 as outlined in section 6 of the report.
4. Note the work being undertaken by the Spending Control Panel and Finance Review Panel to reduce the overspend this financial year.
5. Note the HRA revenue position of a £0.5m forecast overspend against budget.
6. Note the revised capital outturn projection of £187m for the general fund and HRA is forecast to be an underspend of £117m against the revised budget.

35/21

Treasury Management Strategy Statement, Capital Strategy, Minimum Revenue Provision Policy Statement and Annual Investment Strategy 2021/2022

The Cabinet Member for Croydon Renewal (Councillor Stuart King) noted that the report set out the council's treasury management objectives for

the forthcoming year and highlighted that the indicative net borrowing requirement of £95.78 million was considerably lower than the equivalent figure considered the previous year. This, it was noted, was as a result of significant changes to the capital programme which would be considered at the following Cabinet meeting as part of the budget report. It was felt by the Cabinet Member that the reduction in borrowing reflected the Administration's determination to put affordability at the centre of its approach to borrowing.

It was noted by the Cabinet Member that the report reflected the actions which had been taken in response to the recommendations contained within the Report in the Public Interest in relation to the treasury management strategy and the minimum revenue provision statements.

The Shadow Cabinet Member for Finances & Resources (Councillor Jason Cummings) stated that this report was consistent with reports from previous years with continuous increases in council borrowing. The Shadow Cabinet Member stated that there was once again increases in authorised borrowing limit and queried how much longer the council could continue to carry more debt when its ability to finance the debt was decreasing. In response, the Cabinet Member for Resources & Financial Governance (Councillor Callton Young) stated that when the Labour Administration came into power in 2014 the council's debt levels were at £720 million and the increase in debt levels were due to the council's social values. It was stressed that it was understood how the levels had increased, but that what was important was that the Cabinet was committed to control the council's debt and finances overall.

The Cabinet Member for Croydon Renewal further highlighted that the authorised borrowing limit was a limit and not a target. Further reviews of the capital programme was prudent in managing the council's finances. It was noted that the report did not include potential capital receipts which had not yet been received; including from the asset disposal programme, repayment of Brick by Brick loans and the sale of Brick by Brick sites.

It was stressed by the Cabinet Member that the Administration recognised the need to ensure borrowing was affordable and that there was a desire to ensure it was central to the council's financial management going forward.

The Interim Director of Finance, Investment & Risk (Chris Buss) advised Members that cash flow and future borrowing did include the full cost of borrowing in terms of the capitalisation direction, but that the strategy did not include any provision for capital receipts. Members were advised that should anticipated capital receipts be taken into consideration then the value should meet the costs of the capitalisation direction.

Consideration of the overall affordability of any future capital spend would need to be taken into consideration by the council. The Interim Director advised that the budget report due to be considered by Cabinet at the

following meeting would include an additional recommendation in relation to capital spend and ensuring it was affordable in terms of revenue. Every scheme on the capital programme, Members were advised, would be reviewed to ensure it was affordable.

Councillor Millson queried the provisions which had been made within the budget for potential risks that had been identified such as the end of furlough and the eviction ban as it was suggested that should savings not be met then additional borrowing may be required which may impact the Treasury Management Strategy.

In response, the Interim Director of Finance, Investment & Risk advised Members that the risks raised were one of the reason why there was a proposed increase to the council's reserves to meet those risks. It was hoped the reserve levels would be close to £30 million by the start of 2021/22 which would go some way to meet the impact of such risks, should they arise. Furthermore, the Interim Director advised Members that most cash flow impacts were in relation to capital expenditure.

The Shadow Cabinet Member for Clean Green Croydon (Councillor Helen Redfern) stated that despite many expenses being predictable or avoidable with better financial management. However, she noted that the government's finances had also been impacted by the challenging economic environment and queried what provisions were in place to mitigate against potential variations to Public Works Loan Board interest rates. In response, the Interim Director stated the council were not yet aware of any conditions the government may place on the organisation should the capitalisation direction be approved. Should interest rates increase, the Interim Director advised that the council may need to consider whether there was an alternative option on the market but that it was hoped that the council would not undertake a lot more borrowing should it receive all of the anticipated capital receipts which should fund the capitalisation direction.

Councillor Robert Ward queried how the profile of the minimum revenue provision (MRP) was being allowed for. The Head of Pensions & Treasury (Nigel Cook) advised Members that the minimum revenue provision was charged. It was stated that there were two forms of expenditure, that attracted MRP and that did not. For expenditure which attracted MRP, the MRP was charged in the year following the completion of the asset. As such, the Head of Pensions & Treasury stated that for 2019/20 accounts, the MRP charge was a reflection of 2018/19 assets. Members were advised that the figures at table three of the report were officer's best estimate of the previous year and reflected the phasing of completion of capital sales.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To recommend to Full Council

1. The Treasury Management Strategy Statement 2021/2022 as set out in this report including the recommendations:

1.1. That the Council takes up borrowing requirements as set out in paragraph 4.12 of the report.

1.2. That for the reasons detailed in paragraph 4.17 of the report, opportunities for debt rescheduling are reviewed throughout the year by the Director of Finance, Investment and Risk (S151 Officer) and that they be given delegated authority, in consultation with the Cabinet Member for Resources & Financial Governance and Deputy Leader (Statutory) and Cabinet Member for Croydon Renewal in conjunction with the Council's independent treasury advisers, to undertake such rescheduling only if revenue savings or additional cost avoidance can be achieved at minimal risk in line with organisational considerations and with regard to the Housing Revenue Account (HRA) as set out in the Council's Medium Term Financial Strategy 2020/2024.

1.3. That delegated authority be given to the Director of Finance, Investment and Risk (S151 Officer), in consultation with the Cabinet Member for Finance and Resources, to make any necessary decisions to protect the Council's financial position in light of market changes or investment risk exposure.

2. That the Council adopts the Annual Investment Strategy as set out in paragraphs 4.19 and 4.20 of the report.

3. That the Authorised Limit (required by Section 3 of the Local Government Act 2003) as set out in paragraph 4.13 of the report and as detailed in Appendix C of the report be as follows:

2021/2022	2022/2023	2023/2024
£2,037.804m	£2,090.958m	£2,134.928m

4. That the Council approve the Prudential Indicators as set out in **Appendix C** of the report.

5. That the Annual Minimum Revenue Provision Policy Statement (required by the Local Authorities (Capital Financing and Accounting) (England) (Amendment) Regulations 2008SI 2008/414) as set out in **Appendix D** of the report be approved.

6. That the Council's authorised counterparty lending list as at 31st December 2020 as set out in **Appendix E** of the report and the rating criteria set for inclusion onto this list be approved.

7. That the Council adopts the Capital Strategy Statement set out

below in section 3 of the report.

8. That in the event of the Council receiving a Capitalisation direction that requires amendments to any part of the statements, strategies or policies contained in this report that the statutory Chief finance officer (Section 151 officer) be authorised to implement those changes and to report them to the next meeting of the Cabinet and council.

36/21

Investing in our Borough

The Cabinet Member for Resources & Financial Governance (Councillor Callton Young) informed Members that the contract listed at 5.2.1 of the report related to young people semi-independent accommodation, which was an area subject to spending pressures. The contract framework had been newly agreed and allowed for the establishment of a pool of safe providers which met the standards of service delivery required and allowed for competition amongst providers which would support reducing the cost of placements.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve the Corporate Cleaning and Security procurement strategy which will result in contract awards for a maximum term of 6 years as set out at agenda item 6a, and section 5.1.1 of the report.

RESOLVED: To note

1. The delegated award decisions for contracts over £5,000,000 in value made by the nominated Cabinet Member in consultation with the Cabinet Member for Resources & Financial Governance or, where the nominated Cabinet Member is the Cabinet Member for Resources & Financial Governance in consultation with the Leader since the last meeting of Cabinet, as set out in section 5.2.1 of the report.
2. The contracts between £500,000 and £5,000,000 anticipated to be awarded under delegated authority from the Leader by the nominated Cabinet Member, in consultation with the Cabinet Member for Resources and Financial Governance and with the Leader in certain circumstances, before the next meeting of Cabinet, as set out in section 5.2.2 of the report.
3. The list of delegated award decisions made by the Director of Commissioning and Procurement, between 18/12/2020 – 25/01/2021, as set out in section 5.2.3 of the report.

Corporate Cleaning and Security Contracts

The Cabinet Member for Resources & Financial Governance (Councillor Callton Young) informed Members that Cabinet were being asked to approve a procurement strategy in order to appoint a single provider in respect to corporate cleaning and security services. It was noted that the current contract expired in July 2021.

The Cabinet Member highlighted that the council was under a legal obligation to provide clean safe places for employees and to meet their security needs. The cleaning and security contracts related to a variety of premises including corporate buildings, housing, temporary accommodation and social care related properties.

It was noted that a comprehensive commissioning review, pre-market engagement and spend analysis had been carried out by officers to inform the proposed procurement strategy. Whilst engaging with key stakeholders lessons had been learnt and captured to inform the procurement strategy to include flexibility to future proof the contract. The pricing schedule, it was reported, would allow for appropriate demand led management arrangements to be applied and would enable service to be increased and decreased in accordance with the council's requirements. The Cabinet Member further stated the implementation of a strategic relationship and performance management, in accordance with the council's contract management framework would be strengthened within the proposed contract.

Following the outcome of pre-market engagement it was noted that there was an apparent preference for a lead provider approach to be applied for each lot who would be responsible for the delivery of all respective cleaning and security services as part of the contract for that lot. It was also determined from the findings of the commissioning options review that the adoption of the open procedure of Procurement & Commissioning Regulations would enable small and medium sized enterprises to tender alongside existing providers.

To ensure the council achieved competitive pricing submissions with quality standards applied, the Cabinet Member noted that the report proposed to deviate from the council standards of 60% quality and 40% price ratings. Rather, it was proposed to apply a weighting of 50% quality and 50% price in accordance with regulation 19.

The Shadow Cabinet Member of Culture, Leisure & Sport (Job Share) (Councillor Vidhi Mohan) queried the figure at paragraph 2 of the report in respect of the value of the cleaning contract. It was noted that estimated annual value was reported to be £1 million, however the maximum value was £12 million. Further queries were raised in relation to the security contract which listed to be £1.1 million at a total cost of £7 million over 6 years. Concerns were raised that over the previous years the contacts had cost £7.8 million and £4 million for the cleaning and security contracts

respectively. As such, the Shadow Cabinet Member queried why the value of the contracts had increased and whether this was due to a change in scope.

In response, the Cabinet Member had confirmed that there had been significant changes in scope of the contracts. More properties had been acquired by the contract since 2017 and more recently, there had been an increase in the legal obligation around cleaning of properties. The Director of Commissioning & Procurement (Rachel Soni) advised that the contract figures were due to aggregate values and took into account inflation and London Living Wage increases. It was confirmed that further details on the values would be shared with the Shadow Cabinet Member.

The Cabinet Member for Sustainable Croydon (Councillor Muhammad Ali) stated that it was encouraging that there was a clear intention to use social value as one of the key indicators. Furthermore, he highlighted the need to work with the council's partners and contractors to achieve the goal of being sustainable and carbon neutral by 2030 and welcomed that inclusion within the contract.

The Shadow Cabinet Member for Homes & Gateway Services (Councillor Lynne Hale) queried what specific checks would be made to ensure value for money was achieved and how the council would ensure the contract was flexible to take into account asset disposals. In response, the Cabinet Member confirmed that checks would be taken out to ensure value for money was achieved under the contract and procurement framework. In terms of flexibility of the contract, the Cabinet Member confirmed that the contract would allow for any increased or decreased in the size of council's estate, and thus would be flexible.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve the procurement strategy detailed in the report for an open procurement process to be undertaken in order to appoint a single provider in respect of:

Lot 1 cleaning services to a maximum budgeted value of £12,040,817.25
Lot 2 security services to a maximum budgeted value of £7,043,804.40

For a proposed contract term of 4 years with options to extend for two 1 year extension periods (1+1).

38/21

Exclusion of the Press and Public

This item was not required.

39/21

Minutes of previous meetings

The part B minutes of the Cabinet meeting held on 25 November 2020 were agreed.

The meeting ended at 7.57 pm

Cabinet

Meeting held on Monday, 8 March 2021 at 2.00 pm. This meeting was being held remotely

MINUTES

Present: Councillor Hamida Ali, Stuart King, Muhammad Ali, Jane Avis, Janet Campbell, Alisa Flemming, Oliver Lewis, Manju Shahul-Hameed, David Wood and Callton Young

Also Present: Councillor Jason Cummings, Lynne Hale, Maria Gatland, Yvette Hopley, Vidhi Mohan, Helen Redfern, Andy Stranack, Gareth Streeter, Louisa Woodley, Sean Fitzsimons, Robert Ward, Pat Clouder, Clive Fraser, Simon Brew, Patsy Cummings, Nina Degrads, Felicity Flynn, Bernadette Khan, Shafi Khan and Andrew Pelling

Apologies: Councillor Jason Perry

Officers: Katherine Kerswell (Interim Chief Executive)
Ozay Ali (Interim Director of Homes & Social Investment)
Doutimi Aseh (Interim Director of Law & Governance)
Chris Buss (Interim Director of Finance, Investment & Risk)
Heather Cheesbrough (Director of Planning and Strategic Transport)
Kerry Crichlow (Programme Director – Children’s Improvement)
Shelley Davies (Director of Education)
Matthew Davis (Deputy Section 151 Officer)
Rachel Flowers (Director of Public Health)
Gavin Handford (Director of Policy & Partnership)
Sarah Hayward (Director of Violence Reduction Unit)
Asmat Hussain (Interim Executive Director Resources)
Steve Iles (Director of Public Realm)
Elaine Jackson (Assistant Chief Executive)
Debbie Jones (Executive Director Children, Families & Education)
Annette McPartland (Director of Operations)
Yvonne Murray (Director of Housing Assessment and Solutions)
Sue Moorman (Director of Human Resources)
Ian O’Donnell (Finance Consultant)
Julia Pitt (Director of Gateway Services)
Rachel Soni (Director of Commissioning and Procurement)
Stephen Tate (Director of Growth Employment and Regeneration)
Neil Williams (Chief Digital Officer)

PART A

40/21

Disclosure of Interests

There were none.

41/21 **Urgent Business (If any)**

There were no items of urgent business.

42/21 **Croydon's General Fund & HRA Budget 2021/22 to 2023/24**

The Leader of the Council (Councillor Hamida Ali) noted that a huge moment in the council's financial recovery took place on Friday 5 March 2021 when a letter was received from the Minister for Regional Growth & Local Government, Luke Hall which set out the Secretary of State for Housing, Communities & Local Government offer for a capitalisation direction. The offer included up to £70 million for 2020/21 and up to £50 million for 2021/22 which had reflected the council's request. The council's further request for 2022/23 had not been awarded as the Government had been clear that it was not awarding applications for funding beyond 2021/22.

It was stated that the letter from the Minister was included as an appendix to the report and that the council had responded to confirm that it accepted the offer and the attached conditions. The conditions, the Leader confirmed were principally that the funding for 2021/22 would be performance related following consultation with the Improvement & Assurance Panel and good progress against the Croydon Renewal Plan. An additional condition on the agreement was that any additional borrowing that the council may seek to obtain from the Public Works Loan Board would be charged at the premium rate of an additional 1%.

The Leader stated that the offer from Government was a positive decision for the council and reflected the government's confidence that the council not only understood its situation but that it had the resolve to address the situation with a clear plan in place. The Leader thanked officers from across the council who had been involved in developing the submission and the Interim Chief Executive who had led on it. That work, the Leader noted had enabled Cabinet to recommend a balanced budget to Council later that day and would enable the council to lift the Section 114 Notice. However, the council would retain some of the controls associated with the Section 114 Notice to support the delivery of the budget.

It was recognised that significant discipline would be required to deliver the budget and the required savings and that work would be necessary across the council. Whilst there were areas of growth within the budget to support vital services, £80 million of savings were required by the Medium Term Financial Strategy (MTFS).

The Interim Chief Executive (Katherine Kerswell) thanked the Leader for her kind words and recognition of the work of officers across the council since September 2020. A submission to government had been made in December 2020 and a further submission had been made in January 2021 to provide additional requested information. The Interim Chief

Executive advised Members that officers had been working incredibly hard, but confirmed that it was the view of the council's management team that receiving the letter was only the first step in delivering the budget for 2021/22. Officers were committed to ensuring that the council lived within its means and delivered the Croydon Renewal Improvement Plan.

The Interim Director of Finance, Investment & Risk and Section 151 Officer (Chris Buss) informed Members that the Quarter 3 forecast for 2020/21 included an overspend of £65 million with some further risks which needed to be contained. It was his view that £70 million would be enough as most of the risks within the Quarter 3 forecast related to interest payments from Brick by Brick and he expressed the restructured loans would mitigate those risks. Members were further advised that the figure within the forecast also included a £20 million contribution to reserves which could be used if absolutely necessary, however, it was hoped it would not be.

In terms of 2021/22, Members were advised that within table 7 of the report it was reported that £50 million was required to balance the budget which had been granted, but that the figure was predicated on making the savings set out in Appendix A of the report.

Members were directed to Section 21 of the report, where the Interim Section 151 Officer had provided his view on the budget. It was stressed that financial discipline was required to balance the budget and meet the demands of the Improvement & Assurance Panel which had not been present in recent years.

The Cabinet Member for Croydon Renewal (Councillor King) thanked all those involved in developing the submission to the Ministry of Housing, Communities & Local Government (MHCLG) and the budget. Whilst it was recognised to be a positive moment in the council's recovery, the Cabinet Member stated that the Administration and management of the council were aware of the extent and seriousness of the financial challenges facing the council and welcomed the clear comments made by the Interim Director of Finance, Investment & Risk as contained within the report and introduction and stated full acceptance of the problems and challenges faced by the council had been entirely acknowledged.

It was stressed that the new Administration had been singularly focussed on getting things right since November 2020 and it was felt that this new focus had been recognised by the Minister in his letter. Furthermore, the Cabinet Member noted that the Non-Statutory Rapid Review had also recognised that Members were working towards an effective recovery.

The Cabinet Member stated that a balanced budget was being presented due to the successful application for a capitalisation direction and through other means including; the considerable savings programme attached as Appendix A of the report, appropriate budget of services, contributions

from the asset disposal programme and limiting commercial liabilities. The Cabinet Member highlighted that a particular challenge was to deliver social care within the borough in line with the London and national averages.

The Cabinet Member welcomed the planned increase in reserves to potentially £37 million by 2021/22 and that the MTFs planned for the reserves to exceed £50 million. It was noted that this would be achieved due to an extensive review of the capital programme and ensuring that the borrowing was affordable and that any new additions to the programme acquired specific approval.

The Cabinet Member recognised the work of officers and thanked those who had provided external support to the council; Ian O'Donnell, the members of the Finance Review Panel, the Local Government Association and the Improvement & Assurance Panel; for their support, challenge and advice in the proceeding months. Furthermore, it was stressed that the work of the external auditor, Grant Thornton, in writing the Report in the Public Interest has been integral in the improvement journey to-date.

It was noted by the Cabinet Member that a consultation had been undertaken, as outlined within the report, and that almost 2,000 responses had been received as part of that consultation. A number of those responses had included suggestions such as winding down Brick by Brick, reducing Members' Allowances and selling Croydon Park Hotel; all of which formed part of the budget proposals within the report. It was further reported that the consultation responses were being analysed further and would be shared with relevant services to inform the delivery of savings plans.

Whilst there were plans in place to deliver the savings and budget, the Cabinet Member highlighted that risks remained including the continuing impact of the Covid-19 pandemic on the community, the council and local businesses. With the end of the government support of the furlough scheme and ban on evictions there would be additional pressures and demands on council services which must be managed to ensure the delivery of the savings proposal.

The Cabinet Member concluded that each Member would need to determine the robustness of the savings plan, the adequacy of the growth, that appropriate mitigations were in place for the risks, the adequacy of the reserves and whether income opportunities had been maximised when voting on the budget at the Council meeting. Whilst there was a refreshed MTFs and balanced budget proposed, the Cabinet Member stressed that this did not equate to the council living within its means and so there would be a focus on financial discipline across the council to ensure it was delivered for the residents of the borough.

The Cabinet Member for Homes & Gateway Services (Councillor Avis) added her congratulations and thanks to the Leader for leading the Administration to be able to recommend a balanced budget to Council and to officers for their work to develop the budget. She further pledged her commitment to balancing the budget and for ensuring the hard decisions were made to ensure the financial stability of the council going forward.

It was raised that within housing there were a number of risks which needed to be monitored and, where possible, options to mitigate those risks would be utilised. It was noted that temporary and emergency accommodation was a risk faced across London and that the temporary hold on evictions was due to end on 31 March 2021 which may put further pressure on the council. The Cabinet Member further stated that the council was waiting for a response from the Government in relation to its application for a Selective Licensing Scheme.

In relation to the Housing Revenue Account (HRA), the Cabinet Member stated the borrowing cap had been lifted in 2019 following lobbying by the two previous Cabinet Members which had held the portfolio to enable the council to provide affordable housing. Members were advised that the HRA was negotiating with Brick by Brick to acquire 190 affordable rented homes which would be added to the HRA to provide affordable homes for Croydon residents. It was noted that the purchase of the homes was supported by the Mayor of London's programme which provided £100,000 per new property added to the council's housing stock.

The Cabinet Member for Homes & Gateway Services highlighted the ambitious work programme to install ground source heat pumps at council properties which not only helped the environment but also supported residents. Furthermore, fire safety improvements were being put in place across the HRA to ensure tenants were safe in their homes.

It was concluded by the Cabinet Member for Homes & Gateway Services that it was proposed that the rents were set Consumer Prices Index (CPI) plus one, which equated to 1.5% rise in rents. It was noted that this would be the second year of rent increases which was welcomed following four years of rent reductions which had impacted the overall HRA. The Cabinet Member stressed that this increase would ensure the council was able to implement required improvements.

Thanks to staff were provided by Councillor Young, the Cabinet Member for Resources & Financial Governance, for their work in preparing a submission to MHCLG and for restructuring the council to enable the required changes to be implemented. It was particularly welcomed by the Cabinet Member that in addition to the capitalisation direction, the Minister of State had noted the council's cooperation and openness as they were felt to be important signs of change following the new leadership, both politically and corporately.

The Cabinet Member for Resources & Financial Governance reiterated that the work had only just begun to ensure that the budget remained balanced and the council did not issue another Section 114 Notice. Whilst it was welcomed that the Section 114 Notice would be lifted, the Cabinet Member confirmed his support for maintaining the controls which had been put in place to drive forward the change required and to enable the council to deliver the Croydon Renewal Plan.

The Chair of the Scrutiny & Overview Committee (SOC) (Councillor Fitzsimons) stated the budget had been considered by the Committee on 16 February 2021 and provided an overview of the summary and recommendations following that consideration. It was noted that at the time the budget was scrutinised, the council had not received the capitalisation direction, however, the Committee was hopeful that the budget could be delivered following the reassurances in terms of the robustness of the budget development process and deliverability of the budget. Even with this, Members also noted that similar assurances had been provided in previous years and, as such the Chair of SOC suggested that the Committee were optimistic but cautious and so would continue to monitor progress.

The Section 25 Statement of the Interim Section 151 Officer was noted by the Committee, and in particular the statement that the budget was sound as long as there remained the political will to deliver it. In response, the Chair stressed that the will to deliver the budget was a reality and SOC would ensure that this was delivered.

The Chair of SOC noted that the Committee had, in previous years, been concerned that the growth items had been underestimated but reported that Members were more confident in the figures presented for 2021/22 as the figures had been based on the worst case scenarios.

It was noted by the Chair of SOC that in previous years the adult and children's social care budgets had consistently overspent and that a risk remained to ensure they delivered within the budget set for them. To support this, it was stated the scrutiny committees would continue to monitor the target to reduce the number of adults and children in the care system and would ensure there was not an adverse impact due to the reduction and that the council continued to meet its statutory duties.

The importance of culture, and in particular in relation to financial control, was highlighted by the Chair of SOC and it was stated that scrutiny would look at how the cultural changes were being embedded within the organisation as those changes were integral to the delivery of the budget.

It was noted that there were many risks within the savings programme and it was suggested that strong Member oversight was required. The Chair of SOC suggested that as the risk fell within the remit of the General Purposes & Audit Committee (GPAC) that it was appropriate for GPAC to receive regular risk updates going forward to ensure any risks were

mitigated to enable the continued delivery of the budget. Furthermore, it was stressed that corporate monitoring would be required to understand and mitigate any unforeseen consequences of the savings programme.

The Chair of SOC expressed concern that the additional pressures in not only developing the budget but also delivering and monitoring progress, would have on council staff. It was noted that staff were key to the successful delivery of the budget and so it was stressed that the impact of the pressures were monitored. Additionally, it was reported that SOC had agreed that there was an onus on all councillors to ensure the budget was delivered and that the right level of challenge was provided in order to support the delivery of the budget and savings programme.

The Chair of SOC noted that the Committee were pleased that the council's budget outcome for 2020/21 was now relatively certain but should there be any further alterations, it was requested that it be reported to SOC as soon as possible.

In terms of recommendations from scrutiny, the Chair of SOC reported that regular budget monitoring reports would form part of SOC and the Sub-Committee work programmes to ensure that oversight of the delivery was being provided and considered. In line with this, it was reported that Members were keen to ensure that dashboards were developed to support performance monitoring both in the delivery of the budget and savings and also cultural changes. It was stressed that it was important that GPAC monitored and managed the risks, but that SOC also supervised the budget delivery through timely updates.

The Cabinet Member for Children, Young People & Learning (Councillor Flemming) noted that children's and adult social care equated to over 60% of the budget and supported the important work to protect and safeguard the most vulnerable in the borough. Whilst work was underway to reduce the number of children in care, the Cabinet Member stressed that this work had begun before the savings exercises and would result in the right young people being placed in care. It was highlighted to Members that young people were only able to return to their homes or wider family setting where it was right and proper to do so.

The Cabinet Member thanked the Interim Director for Finance, Investment & Risk (Chris Buss) and the Deputy Section 151 Officer (Matthew Davis) for their work to support colleagues in benchmarking social care which would support Croydon to be in line with its statistical neighbours in terms of costs of care packages and placements.

The importance of the work of GPAC was reiterated by the Cabinet Member in supporting social care on its journey to both improvement but also living within its means. Whilst there would be a focus on financial discipline and affordability, it was stressed that by working together the council would continue to provide a good service for the borough's children and young people.

The Cabinet Member for Economic Recovery & Skills (Councillor Shahul-Hameed) congratulated the Leader and the executive team for securing a capitalisation direction which enabled the council to set a balanced budget. Furthermore, she was pleased that the government had confidence in the Administration and the Croydon Renewal Plan. The Cabinet Member reflected on the Chancellor of Exchequer's (Rt. Hon. Rishi Sunak MP) Spring Budget and the Business Rate relief. It was reported that the council had received over 50 enquiries within one day of the announcement from businesses and so it was stressed that there would be a continuation of increased demand on the council but that the council's approach would be ensuring it delivered the best service it could afford.

The Cabinet Member stressed that in addition to other council priorities, the council needed to prioritise getting people back into work following the pandemic and support the green economic recovery, as it was recognised that work poverty impacted demand for council services.

In light of the concerns relating to the financial pressures facing the council and the lack of funding, the Cabinet Member queried how the council could effectively manage the expectations of businesses and vulnerable residents.

In response, the Interim Chief Executive noted that there was a lot of support available within Croydon, and not just from the council. Within the borough there was a huge amount of voluntary, community and faith based support in addition to friends and family and Members were advised that the council would continue to provide services to signpost residents to help and support. Additionally, the Interim Chief Executive advised Members that while the council would continue to provide services to support residents and businesses, these may need to be scaled back. It was further highlighted, that the council would need to remain alert and apply for any appropriate additional funding or initiatives to support the work of the council to help vulnerable communities.

The Leader further agreed that the council should be utilising its partnerships from across the borough to work collectively to meet the challenge of economic recovery following the pandemic. In addition, the Leader confirmed that the council would be looking to secure additional funding, including the Levelling Up Fund. Despite the potential opportunities, the Leader recognised that residents across the borough will be facing challenges due to the economic situation of the country and confirmed that the council would support where possible and would look to leverage support from partnerships also.

The Cabinet Member for Sustainable Croydon (Councillor Muhammad Ali) acknowledged the hard work, commitment and determination of officers, Cabinet Members and colleagues for securing the capitalisation direction and presenting a balanced budget for approval. It was stated that the real

test for the council in terms of the budget and MTFS would be the performance at Quarter 1 in 2021/22 as this would provide an indication of the council's delivery of the budget and savings programme. In light of this, the Cabinet Member queried what needed to be done to support the council to deliver the savings programme and achieve the MTFS targets.

In response, the Cabinet Member for Croydon Renewal stated that whilst the Section 114 Notice would be lifted, the council would continue the spend control mechanisms as they had been effective in managing spend and encouraging those within the council to take responsibility for expenditure. Those processes and the mind set which had developed would be expected to continue as the council rebalanced. The Cabinet Member further highlighted that £1m had been identified within the budget to strengthen financial governance and resilience within the organisation; this would include training, appointing the right people and putting new systems in place to support the implementation of recommendations from the review of the council's financial governance.

The Cabinet Member for Culture & Regeneration (Councillor Lewis) joined colleagues in welcoming the capitalisation direction and thanked colleagues and officers for developing the proposed budget given the difficult circumstances. The Cabinet Member welcomed the lifting of the Section 114 Notice but confirmed that the Administration would pursue achieving financial discipline as it was recognised that the council needed to get the basics right first. The Cabinet Member queried whether the council would seek to deliver further savings and efficiencies, beyond those listed in the report, where possible and whether it would continue to seek fair funding for the borough.

In response, the Leader noted that in addition to the £45 million of savings identified within the report that there was a recommendation to Council that further savings to be identified so more work would be done to make further efficiencies. In terms of the funding allocation, the Leader noted that this had been an issue which had united councillors across the Council Chamber as the borough had not historically received funding per capita which reflected the experiences of residents in the borough. As such, the Leader stated that she felt all councillors would welcome the Fair Funding Review. The Cabinet Member for Croydon Renewal added that Croydon was a Gateway authority which provided additional and unique challenges to the council. In terms of further savings, the Cabinet Member suggested that, following the pandemic, there may be a shift in working patterns with more staff wanting a mix of home and office based working. In turn, this may provide the council with the opportunity to let out more floors of Bernard Weatherill House which would reduce costs and increase revenue opportunities.

The Cabinet Member for Communities, Safety & Resilience (Councillor Wood) stated that the scale of the work undertaken to achieve a capitalisation direction and balanced budget should not be underestimated, especially as many of those who had worked on the

submission had not met in person and the work had taken place while the council was responding to a pandemic. It was further recognised by the Cabinet Member that achieving a balanced budget was only the beginning of the council's journey and that the following months and years ahead would be challenging.

The Cabinet Member confirmed that the council was aware that it would need to continue to work with partners in the voluntary and community sector to deliver work going forward and thanked partners for their contributions and constructive approach to supporting the council to deliver savings, whilst supporting residents. It was stated by the Cabinet Member that the council had listened to the voluntary and community sector, including delaying cuts to give the sector time to mitigate the impact and secure alternative funding.

It was welcomed by the Cabinet Member that a scaled back Community Ward Budget would be reintroduced following discussions with councillors and an understanding of the importance of the budget to support communities. He further welcomed the commitment to increase the council's reserves which would enable the organisation to better respond to any potential future issues and avoid financial difficulties going forward.

The Cabinet Member for Families, Health & Social Care (Councillor Campbell) thanked the adult social care staff who had swiftly transformed delivery within the council in the face of the financial challenges. In terms of integration with health partners, the Cabinet Member queried whether this would continue to take place to deliver further savings.

In response, the Leader stated that the relationship with health partners in Croydon, including Croydon University Hospital, were really important; particularly in light of the response to the pandemic. It was noted that progress had been made towards integration in Croydon over recent years which had provided positive outcomes and experiences for residents in the borough. Furthermore, it was stated by the Leader that there was interest from health partners to further progress integration but that it was important for the council to be confident of its financial position before further integration took place. The Interim Chief Executive added that she felt that there was a huge amount of benefit of integrating health and adult social care but advised that an issue remained on how to achieve integration. Concerns were raised in terms of local government and the NHS having different operating models and budget management approaches and the challenge was to blend the two models effectively. Members were advised that there was a Shadow Health & Social Care Board which was due to go live in April 2021 which would further the work towards integration.

Health partners were thanked by the Interim Chief Executive for their support in terms of the budget and ensuring, where possible, schemes were jointly funded. Members were advised that it was integral for the council to reduce the cost base for adult social care and that focus had

been enshrined within the proposed budget. It was suggested that where integration took place that it clearly reduced costs and savings could be tracked and that there was not a situation of unintended cost shunting.

Concerns were further raised in terms of integration by the Interim Chief Executive in relation to risk. It was recognised that the council had its own risks and that it was not in position to share another organisation's risks. To the same end, Members were advised that it was unlikely that health partners would want to share the council's risks.

The Cabinet Member for Homes & Gateway Services noted that there remained a budget pressure of up to £6.7 million in relation to Unaccompanied Asylum Seeking Children (UASC) and queried whether any progress had been made in conversations with the government in terms of a National Transfer Scheme.

In response, the Interim Executive Director Children, Families & Education (Debbie Jones) advised Members that the council remained in constant conversation with the Department for Education and the Home Office in relation to a National Transfer Scheme. The issue with the Scheme, it was reported, was that it was a voluntary scheme and there was little appetite to make it compulsory. However, Members were advised that there was a voluntary arrangement within London which had worked well for a number of years.

The council did continue to carry additional pressures in terms of UASC and the Executive Director advised that conversations continued to have this recognised and that the expertise developed by the council should be financially supported by others.

Members were advised that to bring the borough in line with the national average of 0.07% would mean the council would support around 66 UASC whereas there were around 215 in the care system and they made up over 56% of the care leaver population. As such, the Executive Director advised Members that negotiations continued to have it recognised that Croydon was carrying additional pressures and that support was required.

The Leader reflected that support with the UASC pressures and fair funding for the borough were shared positions within the Council Chamber. It was queried by the Leader that following an agreement on the budget and agreeing the capitalisation direction what the position would be in terms of the Section 114 Notice.

In response, the Interim Director of Finance, Investment & Risk advised Members that the Section 114 Notice would be formally lifted once the Secretary of State had issued the capital direction.

The Cabinet Member for Resources & Financial Governance noted that the low level of reserves had been one of the issues which had caused

the financial challenges faced by the council and that going forward it was important that there was a strategy in place to manage reserves. In light of the statement by the Interim Director of Finance, Investment & Risk that reserves may be used in the coming year; the Cabinet Member requested clarification on the reserves position. Queries were further raised in terms of the strong corporate processes which would be put in place to review and monitor spend throughout the year.

The Interim Director of Finance, Investment & Risk confirmed that the council had started the 2020/21 financial year with £7 million of reserves and that during the financial year a further £20 million would be added to the reserves. Within the proposed 2021/22 budget a further £10 million would be added to the reserves which would bring the total to £37 million. The Interim Director advised Members that the MTFs planned for further contributions over the following two years which would bring the total of reserves to an excess of £50 million; subject to the reserves not being spent, if required sooner.

The Interim Chief Executive confirmed that the successful delivery of the budget would be through strong corporate processes, management activity and accountability. Members were advised that a number of processes were being developed to strengthen systems which were not performing, including an improvement finance management system which would require up-to-date information to be input into the system, thereby enabling staff to accurately forecast their expenditure.

Furthermore, the Interim Chief Executive advised Members that reporting to Cabinet, SOC and GPAC would be improved as it was hoped that in time it would be possible to have a financial system which provided real-time data as opposed to the current three month time lag between each quarter. Tracking of in-year savings, income and growth would also take place throughout the year to ensure the desired outcomes were being delivered.

To that end, it was suggested by the Interim Chief Executive that on one level, discussions would become boring over the following 12 months as they would be focussed on managing money properly and delivering the Croydon Renewal Plan and budget. It was stated that it was important that expectations were managed and that all staff took responsibility for the budget and to that end it was planned that there would be a launch of this new focus with an all staff event at the end of March 2021.

In response, the Leader and Cabinet Member for Resources & Financial Governance reflected that it was important to do “boring” well before looking to expand further.

The Shadow Cabinet Member for Finance & Resources (Councillor Jason Cummings) noted that all involved would have hoped that a capitalisation direction had not been necessary and that the council had not been faced by such a significant financial challenge. It was recognised that the

following years would define whether the council was capable of change and recovery and the Shadow Cabinet Member stated that he hoped that this would be achieved.

It was queried by the Shadow Cabinet Member whether the 1% surcharge on Public Works Loans Board which had been included the letter from the Minister had been built into the budget projection and that there were no changes to the figures previously published. It was further noted by the Shadow Cabinet Member that the figures for cash limit movement table seven of the report had changed by c. £27 million since the initial Cabinet report and he requested an explanation for this change.

In response, the Interim Director of Finance, Investment & Risk advised Members that when officers were reconciling the figures it was noted that there was a line for depreciation which was both above and below the line; which was £27 million. This had been added at the top of the table and again at the bottom as corporate income as depreciation was not treated the same within local government accounts as it would be within commercial accounts. In terms of the increased interest rate, the Interim Director advised that should the council need to borrow then the charge had been built into the budget.

The Shadow Cabinet Member for Families, Health & Social Care (Councillor Hopley) noted there was a pension contribution listed on page 68 of the report of Appendix A and queried whether the contribution related to the asset transfer to the Pension Fund. It was stated that there had been uncertainty in terms of the figures related to the valuation of the asset transfer and the Shadow Cabinet Member requested clarity in terms of this matter.

In response, the Interim Director of Finance, Investment & Risk confirmed that the figures related to the transfer of properties to the Pension Fund which had been agreed by Council in 2018/19, but had yet to be formally completed. Members were advised that there had been an issue with a couple of properties, which had been due to be transferred, being within the HRA and that this issue was being worked through.

Councillor Brew noted that the council's accounts for the previous three years had been approved within a few months of year end, but that the 2019/20 were still to be approved. Clarification was sought as to what was causing the delay in the accounts being approved and what the legal deadline was in terms of approval.

In response, the Interim Director of Finance, Investment & Risk informed Members that there was no formal legal deadline for accounts to be approved, unlike for companies. Whilst it was noted that there was a local authority in the South East which had only just had their 2016/17 accounts signed off, the Interim Director hoped that the accounts would be approved relatively quickly. Members were advised that the council was in

discussion with the external auditor (Grant Thornton) on matters of fact and accounting opinion which were hoped to be resolved fairly quickly.

The Shadow Cabinet Member for Safer Croydon & Communities (Councillor Stranack) noted that in the Capital Programme £2.1 million had been set aside for libraries, leisure and open spaces and queried how that money would be spent and whether that money could be used to save some libraries which were under threat.

In response, the Interim Director advised the Member that he did not have a breakdown of the money available at the meeting, but would ensure the breakdown was shared with the councillor. However, Members were advised that the money was capital funds and it was unlikely it could be used to cover the running costs of libraries which would be revenue.

The Shadow Cabinet Member for Culture, Leisure & Sport (Job Share) (Councillor Mohan) noted that a public consultation had taken place prior to Christmas and requested details of when the results of the consultation would be published. The Cabinet Member for Croydon Renewal confirmed that the headlines from the consultation were included within the report and suggested that the more statistical data from the consultation could be shared with councillors.

The Opposition Scrutiny Lead Member (Councillor Ward) queried whether the Grant Thornton report on the review of the Fairfield Halls refurbishment had been submitted to the council for fact checking and requested that the fact checking be a high priority for the council. Additionally, he requested confirmation of when the final report would be published. The Interim Chief Executive confirmed that she had contacted the external auditor for clarification of the timeline as the council was keen to complete the fact checking process to enable the report to be available.

Concerns were raised by the Shadow Cabinet Member for Homes & Gateway Services in terms of the impact of the budget on staffing and potential job losses. The Leader confirmed that the staffing review had recently taken place and a consultation on the top three tiers of management was ongoing which would bring savings, however, it was recognised that further savings were required within the MTFs. The Director of Human Resources (Sue Moorman) advised Members that the proposals within the report had been subject to consultation with trade unions and staff and needed to follow due process. Should there be any new or alternative proposals in the future, Members were advised that the same process of consultation and conversations with trade unions and staff would be followed.

Following discussions of the property transfer to the Pension Fund, Councillor Pelling queried whether the Fund would benefit from any uplift in property prices from the point of agreeing the transfer as it was recognised that there had been a delay in formally completing the transfer.

In response, the Interim Director of Finance, Investment & Risk advised Members that the transaction would take place in 38 years' time and the assessment of value would likely take place when the council has an actuarial valuation. When the actuaries assessed the Pension Fund's assets, or future gifted assets, on a periodic basis the value would be assessed which would impact the contribution received by the council from the Pension Fund.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To recommend to Full Council to approve the following recommendations at its meeting on 8th March 2021:

The Revenue Budget for 2021/22 and notes the 3 Year Medium Term Financial Plan as detailed within Section 11 which is based upon the:

1. Council's request for a Capitalisation Direction of £150m covering financial years 2020/21 to 2023/24, of which a direction of up to £120m has been granted in respect of 2020/21 and 2021/22.
2. A 1.99% general increase in the Council Tax for Croydon Services (a level of increase Central Government has assumed in all Councils' spending power calculation).
3. A 3.00% increase in the Adult Social Care precept (a charge Central Government has assumed all councils' will levy in its spending power calculations).
4. To note the draft GLA increase of 9.5% on the Council Tax precept for 2021/22.
5. With reference to the principles for 2021/22 determined by the Secretary of State under s.52ZC (1) of the Local Government Finance Act 1992 (as amended) confirm that in accordance with s.52ZB (1) the Council Tax and GLA precept referred to above are not excessive in terms of the most recently issued principles and as such to note that no referendum is required. This is detailed further in section 3.8 of the report.
6. The calculation of budget requirement and council tax as set out in Appendix C and D of the report including the GLA increase. This will result in a total increase of 5.83% in the overall council tax bill for Croydon.
7. The revenue budget assumptions as detailed in this report and the associated appendices.

8. The programme of revenue savings, income and growth by department for Financial Years 2021/22 to 2023/24 (as set out in Appendix A of the report).
9. The Capital Programme as set out in Section 18, table 17 and 18 of the report, except where noted for specific programmes, are subject to separate Cabinet reports.
10. To agree that in light of the impact on the Council's revenue budget no capital contractual commitment should be entered into until a review of revenue affordability has been concluded.
11. To approve that any receipts that come from the Council's company Brick by Brick will first be applied to the accrued interest and any subsequent receipts will be used to pay down the principle loan balance.
12. To note there are no proposed amendments to the Council's existing Council Tax Support Scheme for the financial year 2021/22.
13. The adoption of the Pay Policy statement at Appendix G of the report.

RESOLVED: To agree

14. The Housing Revenue Account's 2021/22 Budget as detailed within section 19 of the report.
15. A rent increase for all Council tenants for 2020/21, in line with the Government's social rent policy which has legislated to increase social rents by CPI + 1%, which is equal to 1.5%.
16. 2% increase to the service charges for caretaking, grounds maintenance and bulk refuse collection as detailed in section 12 of the report.

RESOLVED: To note

17. That in respect of the Council's public sector equalities duties where the setting of the capital, revenue and HRA budget result in new policies or policy change, the relevant service department will carry out an equality impact assessment to secure delivery of that duty including such consultation as may be required.
18. The progress being made towards balancing the Council's financial position for 2020/21 as at Quarter 3 and the current projected outturn forecast of £64.7m as set out in the Budget Monitoring report attached at Appendix H of the report.

19. The response to the provisional local government settlement which is attached at Appendix E of the report.
20. That pre-decision scrutiny of the proposed budget 2021/22 took place at the Scrutiny and Overview Committee on the 16th February 2021.
21. The statement on reserves and balances and robustness of estimates from the statutory Section 151 Officer.
22. The letter from the Minister of State to the Leader of the Council with regard to the capitalisation direction as set out in Appendix I of the report.

43/21

Exclusion of the Press and Public

This item was not required.

The meeting ended at 3.40 pm

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Cabinet

Meeting held on Monday, 22 March 2021 at 6.30 pm. This meeting was held remotely

MINUTES

- Present:** Councillor Hamida Ali, Stuart King, Muhammad Ali, Janet Campbell, Alisa Flemming, Oliver Lewis, Manju Shahul-Hameed, Callton Young and Patricia Hay-Justice
- Also Present:** Councillor Jason Cummings, Lynne Hale, Maria Gatland, Simon Hoar, Yvette Hopley, Helen Redfern, Scott Roche, Andy Stranack, Gareth Streeter, Louisa Woodley, Sean Fitzsimons, Robert Ward, Clive Fraser, Mario Creatura, Sherwan Chowdhury, Luke Clancy, Patsy Cummings, Nina Degrad, Felicity Flynn, Bernadette Khan and Shafi Khan
- Apologies:** Councillor Jason Perry
- Officers:** Doutimi Aseh (Interim Director of Law & Governance)
Chris Buss (Interim Director of Finance, Investment & Risk and Section 151 Officer)
Heather Cheesbrough (Director of Planning and Strategic Transport)
Rachel Flowers (Director of Public Health)
Sarah Hayward (Interim Executive Director Place)
Asmat Hussain (Interim Executive Director Resources)
Elaine Jackson (Interim Assistant Chief Executive)
Debbie Jones (Interim Executive Director Children, Families & Education)
Katherine Kerswell (Interim Chief Executive)
Annette McPartland (Director of Operations)
Rachel Soni (Director of Commissioning and Procurement)
Stephen Tate (Director of Growth Employment and Regeneration)

PART A

- 44/21 **Minutes of previous meetings**
- The Part A minutes of the Cabinet meetings held on 18 January 2021 and 18 February 2021 were agreed.
- 45/21 **Disclosure of Interests**
- There were none.

Urgent Business (If any)

There were two items of urgent business; the Revocation of Section 114 Notice (minute no. 47/21) and Regina Road, South Norwood (minutes below).

The Shadow Cabinet Member for Homes & Gateway Services (Councillor Lynne Hale) requested that an item of urgent business be considered by Cabinet in relation to the ITV News report being broadcast that evening regarding the council flats on Regina Road, South Norwood. The Shadow Cabinet Member stated the news report included shocking evidence of awful living conditions residents, including young children, have lived in during the national lockdown. It was highlighted that residents had made regular calls since 2019 and reported the damage from the leak to the council and that the situation had deteriorated significantly since December 2020.

The Shadow Cabinet Member stated that the pictures evidenced the most appalling conditions; including rooms being unusable due to the risk of electrocution. In addition, floors and furnishing had been ruined due to being saturated with excess water in the property. It was stressed that it was wholly unacceptable that families should be left to live in such conditions in the borough and concerns were raised that the damage caused by the long term ingress of water suggested negligence on part of the landlord.

Concerns were further raised that the former Cabinet Member for Homes & Gateway Services had also been a ward councillor for South Norwood until the previous week. To this end, the Shadow Cabinet Member called for a meaningful apology to the residents and a commitment to remedy the situation as a matter of urgency.

In response, the Leader of the Council (Councillor Hamida Ali) stated that when the situation was first brought to her attention she was equally shocked at the conditions residents were living in and called for an immediate investigation to be undertaken to understand how the situation had arisen. Members were informed that the council had responded to approaches from the media, had moved residents from the flats and that immediate repairs were being undertaken with damaged furniture also being replaced. The Leader stressed that everyone was appalled by the conditions experienced and the council was doing everything it could to address and fix the situation and was seeking assurance that no other residents were living in similarly appalling conditions.

The Cabinet Member for Homes (Councillor Patricia Hay-Justice) added that the living conditions of the residents was totally unacceptable and apologised that the situation had occurred. It was confirmed that the residents had been relocated, that the damage was being addressed and that a full investigation was warranted to understand what had gone wrong and to ensure it did not reoccur. However, it was highlighted by the

Cabinet Member that the experiences were not typical of the responses received from thousands of council tenants over a number of years.

Assurances were provided by the Cabinet Member for Children, Young People & Learning (Councillor Alisa Flemming) that contact had been made to ensure the affected young people had the support they required, particularly in relation to schooling.

47/21

Revocation of Section 114 Notice

The Leader of the Council (Councillor Hamida Ali) noted that the report did not contain any recommendations for Cabinet to approve but requested that Cabinet recommend to Council to note the report. The report contained the Interim Section 151 Officer's (Chris Buss) opinion that following the agreement for two capitalisation directions that the Section 114 Notice be lifted.

It was stressed that the budget earlier in March 2021 had been based on retaining some of the controls the council had put in place as part of the Section 114 Notice; in particular the Spending Control Panel; which would support the council in meeting its budget. There were notable exceptions to the controls which had been outlined within the paper.

The Leader highlighted that the report reminded Members that the capitalisation directions, and the opinion that the Section 114 Notice could be lifted, were both conditional on meeting the terms of the capitalisation direction; which was to achieve the identified savings and deliver the budget. Should those conditions not be met, the Interim Section 151 Officer stated within his report that a new Section 114 Notice would likely be required.

The Cabinet Member for Croydon Renewal (Councillor Stuart King) highlighted that it was essential that the Spending Control Panel conditions remained in place and that this was a position which both Members and officers agreed was integral to delivering the budget. Paragraph 3.6 of the report was brought to Members attention which stated that the Interim Section 151 Officer was clear that it was of the utmost importance that the council met the conditions of the capitalisation direction, including greater financial rigour and discipline.

The Cabinet Member for Culture & Regeneration (Councillor Oliver Lewis) welcomed the lifting of the Section 114 Notice and the continued financial discipline with which the Administration sought to enable the council to conduct its business.

It was noted by the Cabinet Member for Resources & Financial Governance (Councillor Callton Young) that the council had come a long way since the initial days of the Section 114 Notice but that it was integral that spending controls remained in place to support delivery for Croydon.

It was stressed by the Cabinet Member that the Administration was committed to keeping those controls in place.

The Cabinet Member for Sustainable Croydon (Councillor Muhammad Ali) reiterated that the lifting of the Section 114 Notice was an important milestone in the recovery of the council but that the milestone should not take away from the importance of rigour and financial resilience which was required in the coming year. Concerns were raised that the council would need to continue to manage the economic uncertainty in response to Covid-19; as such, it was stressed that financial resilience was integral to ensure the council continued on the road to recovery.

It was highlighted by the Cabinet Member for Children, Young & Learning that the majority of spend within local government, and Croydon, was around social care. Work was continuing within the council in terms of commissioning intentions to ensure that the right amount was being paid and the right level of service was being provided. Benchmarking with neighbouring boroughs was being undertaken to understand the right levels of service and cost of packages whilst ensuring the most vulnerable in the borough continued to be protected.

The Shadow Cabinet Member for Homes & Gateway Services (Councillor Lynne Hale) noted that while the report was an important and welcome step in the right direction in the recovery of the council; the letter from the Improvement & Assurance Panel to the Secretary of State in February 2021 stated that there was more to do for the council to become a properly functioning local authority. The Shadow Cabinet Member queried what the realistic timeframe was for the council to be a properly functioning local authority once more.

In response, the Leader of the Council noted that the previous five months had been spent reflecting on the issues originally raised within the Report in the Public Interest as well as other reviews and in preparing the Croydon Renewal Improvement Plan which would enable the council to set a budget. Alongside the budget, the Leader highlighted that the Medium Term Financial Strategy (MTFS) had been agreed which ran until March 2024. The Administration, it was stated, was working to fully stabilise the council's finances and to live within its means, but that it was understood by all that it would take more than a year to achieve that goal. Whilst much of the work had been done to identify savings within the MTFS, it was recognised that more work was required and further savings needed to be identified, along with an overall cultural change.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To recommend to Full Council that it note that the Statutory Chief Finance officer is of the view that following the receipt of the Capitalisation Directions for 2020/21 and 2021/22 that the previously issued letter under section 114 of the Local Government Finance Act

1988, no longer applies as the Council has sufficient resources to meet likely revenue costs in 2020/1 and has a balanced budget for 2021/22.

48/21

Delivering the Croydon Growth Zone

The Cabinet Member for Croydon Renewal (Councillor Stuart King) drew Members attention to the budget which had been agreed by Council on 8 March and which had included the capital programme. The agreed capital programme had included a number of changes to the Growth Zone funding for the forthcoming year and the report, included within the Cabinet agenda, set out the preliminary headline proposals for the re-profiled scheme.

It was stated that the report reflected the Report in the Public Interest and the work by PwC; and addressed the relevant recommendations. The report, the Cabinet Member stated, also reflected the financial challenges faced by the council and a number of partners, including Transport for London (TfL). It was noted that the Growth Zone delivery was dependent on the town centre economy which had been dramatically impacted during the preceding 12 months due to the pandemic. With that in mind, the Cabinet Member stated that it felt it was timely and prudent to further review the programme to ensure it responded to the current circumstances.

The Cabinet Member highlighted to Members that the report set out that a number of additional reports would be considered by Cabinet at future meetings to consider the proposals in more detail.

It was noted that the town centre economy, and its ability to recover following the pandemic, was critical to the council and the Cabinet Member welcomed the presentation from the Director of Planning & Strategic Transport (Heather Cheesbrough) which set out the council's emerging vision for the town centre. A copy of the presentation can be viewed [online](#).

It was noted by the Director that the historic Growth Zone vision had focussed on two key sites in the town centre; the Whitgift Centre and Ruskin Square; which were important in terms of how the Growth Zone would work in generating business rates going forward. It was noted that the Ruskin Square site was proceeding well with a new public sector building in development and ongoing positive conversations with the developers. The Whitgift site had, however, been more challenging. It was stated that the Planning Policy Framework had reflected the predicted housing targets, jobs and construction activity from the two schemes.

The changing model of retail had been taking place over a number of years, however, it was noted that the pandemic had accelerated the changes. It was suggested that the changes in retail had led Croydon Limited Partnership (CLP) to review its proposals in 2019/20 alongside the drive for sustainable development.

The Director of Planning & Strategic Transport highlighted the impact of the pandemic on the Growth Zone assumptions and whilst the impact of Covid-19 continued there remained uncertainty as to the long term impact on the town centre. Members were advised that the number of major planning applications submitted to the council had greatly reduced in the last year, particularly applications pertaining to the town centre. This reduction impacted the business rate forecast which underpinned the predicted growth.

Discussions were taking place as to where people may wish to live going forward, with some people wishing to move to the country. However, Members were informed that this migration may provide opportunities for young people who had previously been priced out of town centres.

It was highlighted that the decline in retail had been substantial with a number of businesses closing in recent years and likely, it was suggested, many more would close following the easing of lockdown restrictions. This impact, Members were advised, would also be felt within the hospitality sector as many operators would no longer have a viable business model.

In terms of office space, it was noted that discussions were ongoing as to the amount of physical office space businesses would require in the future but, at the time of the meeting, there was no certainty as to what the office environment would look like in the coming years.

In terms of the night-time economy, it was noted that this had been disrupted by the lockdown restrictions of the pandemic and whilst there were a number of people who were keen to enjoy the evening economy again, uncertainties remained as how it will work and the long term impact restrictions would have on this sector of the economy.

Despite the challenges highlighted by the Director, it was recognised that during the previous year there had been increased recognition of local traders, community networks and the value of open spaces. A number of walking and cycling projects had been implemented in the last year. It was recognised that some of those projects had been controversial, but the schemes had shown there were different ways to use the town centres.

Furthermore, the Director highlighted the location of Croydon, being between the Kent and Sussex hinterlands and central London gave rise to the opportunity for those who wanted to work from home a few days a week and go into an office a couple of days a week, but did not want to travel into central London. It was suggested that the location of Croydon was an opportunity which needed to be exploited as the town centre was accessible and had good transport links.

In the short term, Members were advised that the Director of Growth, Employment & Regeneration (Stephen Tate) and his team were working to facilitate and support town centre partners to distribute the

Discretionary Business Grants. Furthermore, officers were undertaking work to ensure eating and drinking facilities had the correct licences in place ahead of reopening and a large amount of communications work was underway to advertise that the town centre was open but with a focus on safety.

In terms of the vision for Croydon Town Centre, it was reported that officers had been looking at greater flexibility in conjunction with incremental change. The Local Plan had a whole chapter of the town centre which had to be rewritten to include a focus on flexibility as the previous vision for the town centre had been predicated on evidence which had dated back to the noughties, when retail was a lot stronger. The new chapter, Members were advised, would focus on incremental change and phased approached to redevelopment with increased level of piloting different uses with meanwhile and pop up schemes.

Discussions were continuing to take place with key stakeholders; developers, landowners, the Business Improvement District, London South Bank University and the council to create stakeholder panel to facilitate further discussions and offer support to enable stakeholders to maximise their combined leverage and funding. It was felt by the Director of Planning & Strategic Transport that there was an important role for community leadership as the town had a number of good businesses which needed to be part of the town centre going forward and were involved in shaping the future of the town centre to create an area which was uniquely Croydon.

It was noted that London South Bank was due to open a campus in Croydon from September 2021 which would provide a higher education provision within the borough and would hopefully attract inward investment to Croydon with a new range of high quality jobs.

The Director concluded that the new vision for the town centre reflected the changing economic environment and would take time to progress and develop, however, within the short to medium term there would be a focus on activation programming and meanwhile uses and Members were advised that the council was in discussion with partners to facilitate this going forward.

The Cabinet Member for Communities, Safety & Business Recovery (Councillor Manju Shahul-Hameed) noted that one of the services previously supported by the Growth Zone had been Croydon Works, however, due to the council's financial position this had been paused. Funding from the Department for Work & Pensions had been received and Croydon Works would continue to provide support.

It was highlighted that the Economic Development team had been working closely with the business community during the pandemic and were continuing to distribute lockdown business grants and additional restriction grants. The night-time economy grant had also been introduced

following concerns raised in relation to the hospitality and night-time economy; for which there had been almost 500 applications submitted. Members were informed that the council continued to work closely with partners and the Cabinet Member stated that she had met with Amy Lamé (Night Czar) to discuss the Night-time Economy Strategy, the London Night-time Data Observatory and the findings from the Night-time Enterprise pilot.

Members were informed that the High Street for All Challenge had been launched by the GLA during the preceding week which invited local partnerships to co-design innovative high street recovery strategies. The Cabinet Member felt that this fund was an opportunity to deliver enhanced public spaces and to utilise underused buildings, and so would look to develop a grant proposal with partners. It was stressed that partnership working would be really important going forward to leverage funds into the borough and to provide new opportunities within the town centre.

The Cabinet Member for Culture & Regeneration (Councillor Oliver Lewis) thanked the Director of Planning & Strategic Transport for her presentation and stated that he felt it was right that the Growth Zone was reassessed to respond to the huge economic challenges facing town centres nationally. It was noted that Britain had been hardest hit in terms of the health impact of Covid-19 and would be hardest hit economically; and, with that context, it was right that the council reassessed and re-profiled the Growth Zone. Going forward, the Cabinet Member stated that it was important that the council continued to support growth and development and it would continue to work with partners to achieve the redevelopment of the town centre.

The Cabinet Member for Sustainable Croydon (Councillor Muhammad Ali) also stressed that it was important that the council reacted to changes in the environment; whether financial challenges or the pandemic. It was noted that a recent report by the Centre for Cities highlighted that whilst Covid-19 had many downsides, there were opportunities for towns and cities to reimagine their futures and integrate sustainability and climate change resilience into future growth.

The draft recommendations from the Climate Change Commission were noted by the Cabinet Member for Sustainable Croydon; particularly the need for local independent businesses and for larger businesses to be supported to create more green jobs in the local area. It was suggested that when the draft recommendations were to be considered at a future meeting of Cabinet, there would be cross Cabinet Member portfolio awareness regarding the need to enact the recommendations, as sustainable development was not only an environmental concern, but also an economic and social one, and required the support and joint working of partners to ensure a sustainable town centre for all.

The Cabinet Member for Homes (Councillor Patricia Hay-Justice) stated that the report and presentation had been encouraging and had given an

indication of what the town centre will look like going forward. Whilst it was recognised that the current retail offer was not at the desired level, it was planned that there would be a retail offer and the council was looking at alternative options to open the town centre, including aspects of the night-time economy. Safety was highlighted, particularly around women walking alone at night, and the Cabinet Member welcomed a more vibrant night-time economy with more venues open later and more people walking around the town centre. A move to more engineering and technological ideas was further welcomed along with the partnership with the London South Bank University.

The Cabinet Member for Croydon Renewal stated that he felt everyone would recognise that the local economy had suffered significantly over the preceding 12 months due to the pandemic. Whilst he was confident that the council would successfully support businesses as restrictions were lifted, he felt it was timely and important that the council looked at how it could influence the resilience and recovery of the town centre over the following 24 months.

The opening of the London South Bank University campus in September 2021 was particularly welcomed by the Cabinet Member as it would introduce a new dynamic to the town centre which would positively impact the daytime and night-time economies. It was noted that the night-time economy was particularly an area of value as during the restrictions people had missed going out; whether planned celebrations with friends and family or informal after-work drinks. The Cabinet Member felt that supporting the economy was an area of focus for the council and the local community whether that be shopping or eating and drinking when the regulations allowed.

It was highlighted by the Cabinet Member for Children, Young People & Learning (Councillor Alisa Flemming) that it was important that the town centre was developed to meet the needs of whole families; throughout the day, evening and night. By incorporating the needs of all the town centre would be a vibrant place which all could enjoy and feel safe in.

It was reported by the Leader of the Council (Councillor Hamida Ali) that she regularly met with the representative the CLP and that they had stressed their continued commitment to Croydon and the ongoing to work to consider their future proposals for the redevelopment of the town centre. That commitment, it was stated, was really important and valuable in light of the shifts in the economy and the impact on the retail industry.

It was noted by the Leader that all local partners wanted and expected meaningful and sustainable redevelopment of the town centre. It was further recognised that there was understandable and growing impatience for that sustainable development to take place and in direct response, the Leader stressed that the council had done everything it could do to discharge its responsibilities as a planning authority, and would continue

to do so. The Leader stated the conversations would remain ongoing with the CLP to support the bringing forward of the proposal.

The proposals to redevelop the town centre were important but the Leader further noted that in the short and medium term it was imperative that Croydon took advantage of the opportunities that would arise alongside the easing of lockdown restrictions, to support the local economy to respond to the impact of the previous year. It was felt that the stakeholder panel, mentioned within the presentation, would be important in order to support that work.

It was stressed that it was important that the council supported the whole business community to respond to the shifting nature of the local economy as the borough recovers from the pandemic; including the Restaurant and Knowledge Quarters.

The Cabinet Member for Resources & Financial Governance (Councillor Callton Young) noted that the presentation had mentioned utilising meanwhile schemes as the borough came out the restrictions but queried whether there were examples of other boroughs which had done similar schemes on a large scale and what could be learnt from their experiences.

In response, the Director of Planning & Strategic Transport advised that officers were working on ensuring meanwhile uses were brought forward as there were a number of vacant units within the Whitgift Centre and it was felt that this strategy would support piloting usages which could become permanent additions to the town centre long term. The meanwhile strategy was being developed by the CLP and the council was working alongside them to ensure there was confidence in the strategy.

In terms of examples of large scale meanwhile schemes, the Director highlighted Gabriel's Wharf on the South Bank which had been in place for over 30 years and was a popular destination for retail and food and drink. Further examples, such as the railway arches in Peckham and 1960s shopping centres in the Netherlands were also highlighted as examples of successful meanwhile uses. However, it was noted by the Director that creativity and innovation were key elements and so the council were working closely with the CLP to ensure it was the right scheme for Croydon which celebrated both the creative and entrepreneurial spirit of the borough.

The Shadow Cabinet Member for Resources & Financial Governance (Councillor Simon Hoar) stated that it seemed that the council was solely blaming Covid-19 for the state of the town centre, whereas he felt that the town centre had been struggling for a number of years and that this had been a failure of the administration. He stated that he felt that there was a lack of responsibility and awareness for the position faced by the town centre. Concerns were raised that the Growth Zone had been reduced to £4 million and did not include any investment in economy and skills,

furthermore it was stated that the jobs and economic development teams had been made redundant. The Shadow Cabinet Member queried what message was being sent to residents and businesses as it he felt that it appeared that the Administration did not value jobs, skills and economic development.

In response, the Leader stated that she did not feel that anyone would recognise the suggestion made by the Shadow Cabinet Member. It was stated that there had been discussions held nationally in relation to the catastrophic impact of the pandemic on high streets. The situation faced by Croydon town centre, it was stated, was similar to that faced by high streets across the country. Furthermore, the Leader noted that there had been a well-documented shift in consumer habits with online and out of town shopping which was impacting high streets nationwide. However, despite the challenges faced the Leader stressed that the council was doing all it could to support the businesses of the borough.

The Cabinet Member for Croydon Renewal confirmed that the scale and pace of the Growth Zone delivery had always been predicated on the economic circumstance of the town centre. It was noted that development within the town centre had been restricted due to the impact of the pandemic. In terms of concerns in relation to the reduction in the Growth, the Cabinet Member quoted the report by PwC which stated "Given the current economic uncertainty, the steps the Council have taken to review and revise down the investment plan for the Growth Zone are sensible". With that in mind, the Cabinet Member said that it was in his view that the recommendations contained within the report should be supported.

In response to the concerns raised by the Shadow Cabinet Member in relation to the reduced capacity of council officers, the Cabinet Member for Communities, Safety & Business Recovery stated that she had attended a conference earlier that day organised by London Councils. At the conference, lead members for business and skills across London had discussed the impact of Covid-19 on local economies and how the council could provide support without external funding from organisations such as the Greater London Authority (GLA). It was stated that boroughs were looking to align economic recovery plans.

The Cabinet Member expressed surprise in relation to the Shadow Cabinet Members comments as she reported the council had distributed over £60 million of grants to businesses; work of which, had been led on by the Economic Development team. The team, it was stated, was working tirelessly to ensure businesses were supported and the Cabinet Member thanked officers for their work in ensuring businesses felt supported and would have the best chance of financially recovering from the pandemic.

It was stated by the Shadow Cabinet Member for Culture & Regeneration (Councillor Gareth Streeter) that it was hard to not feel deflated when considering the report when only a decade before there had been

optimism in terms of Croydon town centre. It was suggested by the Shadow Cabinet Member that the council had mismanaged the relationship with the CLP following the administration change in 2014, and had that not happened, the Cabinet would have been considering a very different report as a new shopping centre would have been constructed in preparation for the Bank of England's predicted consumer boom.

Concerns were raised that due to the financial situation of the council that it would no longer be able to fund the employment and skills programme. In relation to those concerns, that Shadow Cabinet Member queried what the council's plans were in relation to funding over the coming years. Further queries were raised in terms of how the council would work with the CLP to not only bring forward the development, but to ensure jobs were created for the young people of the borough.

In response, the Leader stressed that the Shadow Cabinet Member's statement was a mischaracterisation of the situation as the council had continued to work constructively with the CLP to facilitate bringing important proposals forward. Despite this, the Leader stressed that it was for the Partnership to bring forward development proposals and for the planning authority to be ready to consider and facilitate the development.

The Cabinet Member for Children, Young People & Learning stressed that it was important that residents were not misled. It was felt that the new proposals were important and that skills and training would continue as part of the local education offer. The council worked closely with both Croydon College and John Ruskin College, particularly in terms of construction skills. It was further highlighted that work continued to ensure the young people of Croydon were job ready and it was noted that the council had won an award for its Choose Your Future scheme. The Cabinet Member stressed there were opportunities for all young people being supported by the council and the colleges in the borough.

It was stated by the Cabinet Member for Communities, Safety and Business Recovery that there had been a very successful apprenticeship programme; 100 apprentices in 100 days, which had brought together a number of partners and provided numerous opportunities for 124 apprentices. Despite the financial pressures faced by the council, the Cabinet Member stated that work was being continued by partnering with training providers and colleges to continue to support those looking for job opportunities.

In addition, it was noted that work continued with Croydon University Hospital and its training providers to support bridging the skills gap in health and social care; a key aspect being London South Bank University starting a nursing course from September 2021 with over 400 students already signed up. It was felt by the Cabinet Member that this work was providing opportunities for Croydon residents and young people. It was reported that the council was also working with the University to develop a digital lab which supported the provision of engineering and tech skills

within the borough. Furthermore, Members were informed that the council was looking at shared workspaces for employees in South London, which it also hoped could provide opportunities to develop skills provision in the borough.

The Shadow Cabinet Member for Children, Young People & Learning (Councillor Helen Redfern) expressed concern that the vision for the town centre had been to reduce car usage but concerns had also been highlighted in relation to the safety of women walking home at night. The Shadow Cabinet Member raised concerns that by reducing transport choices, it would reduce access to the town centre for many vulnerable residents as it was often suggested that the safest way to go home after an evening out was to drive home.

In response, the Leader stated that she did not feel that the only safe option for members of the community, and in particular women, was to not use public transport. She felt that the borough should be a safe space for everyone, including women who faced significant levels of violence from men. The Leader stressed that the Administration had prioritised to tackle violence against women.

The Cabinet Member for Sustainable Croydon felt that the concerns raised by the Shadow Cabinet Member were valid but were misplaced, as he stated that there was no evidence that the delivery of healthy neighbourhoods and streets impacted the safety of residents. The implementation of the schemes, it was suggested, would make the capital more accessible with the combination of public transport, walking and cycling opportunities. The Cabinet Member continued to state that it was important to assess the evidence as to the impact of the implemented schemes on safety.

Further concerns were raised by the Shadow Cabinet Member that the lived experiences of women were not being taken into consideration.

In response to these concerns, the Cabinet Member for Croydon Renewal stated that it appeared that the Shadow Cabinet Member felt that choice, such as driving home, had been removed whereas it was noted that a large proportion of Croydon residents did not actually have access to a private vehicle. It was the Cabinet Member's opinion that it was an important responsibility to make the streets safer for everyone; including those without access to a car and it was necessary to tackle the cause of individuals who had unfortunately passed away at a rate of over 200 people per year as a result of air pollution and associated conditions.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Approve the amended funding profile for Growth Zone projects as detailed in section 6 of this report; and
2. Subject to the requirement to comply with the provisions of Part 4G of the Constitution in taking delegated decisions, and the parameters previously approved in the February 2020 Cabinet report 'Delivering the Growth Zone' delegate to the Executive Director of Place in consultation with the Chief Finance Officer (Section 151), the Cabinet Member for Resources & Financial Governance, the Cabinet Member for Croydon Renewal, the Cabinet Member for Economic Recovery & Skills and the Cabinet Member for Culture and Regeneration authority to make necessary changes to the funding and phasing of the approved Growth Zone projects list. Any such changes will be reported to Cabinet.

49/21

Stage 1: Recommendation arising from Scrutiny

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To receive the recommendations arising from meeting of the Scrutiny & Overview Committee held on 16 February 2021, and to provide a substantive response within two months (i.e. at the next available Cabinet meeting on 4 May 2021).

50/21

Stage 2: Responses to Recommendations arising from Children & Young People Scrutiny Sub Committee on 19 January 2021 and Scrutiny & Overview Committee on 4 February 2021

The Chair of the Children & Young People Scrutiny Sub-Committee (Councillor Robert Ward) thanked officers and the Cabinet Member for the constructive responses received. The Chair of Scrutiny & Overview Committee (Councillor Sean Fitzsimons) added that that he welcomed the responses to recommendations and the explanation as to why some recommendations had not been agreed due to resourcing constraints.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve the response and action plans attached to this report at Appendix A of the report and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

51/21

Investing in our Borough

The Cabinet Member for Resources & Financial Governance (Councillor Callton Young) highlighted that with the scheduling of an additional Cabinet meeting in April 2021, recommendation 1.1.2 of the report was no

longer required. Cabinet noted that this recommendation was no longer required.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Approve the Substance Misuse procurement strategy which will result in contract awards for a maximum term of 7 years as set out at agenda item 8a, and section 5.1.1 of the report.
2. Note the list of delegated award decisions made by the Director of Commissioning and Procurement, between 26/01/2021 – 25/02/2021, as set out in section 5.2.1 of the report.

52/21

Integrated Drug & Alcohol Treatment Service

The Cabinet Member for Resources & Financial Governance (Councillor Callton Young) noted that Cabinet was being asked to approve the procurement strategy for the Integrated Drug & Alcohol Treatment Service which would result in a single contract with an estimated value of £2.98 million per annum. Members were advised that the cost of the contract would be met by the Public Health grant.

Leanne Bobb (Strategic Category Manager) provided the meeting with a presentation in relation to the procurement of the drug and alcohol service. A copy of the presentation can be viewed [online](#).

The Cabinet Member for Resources & Financial Governance requested information of the savings that had arisen from investment, as outlined within paragraph 3.6 of the report.

In response, the Strategic Category Manager noted that the procurement for this service was complex and there a number of elements of care which were individually costed. At the present time, there was a core service for drug and alcohol treatment and additionally there was service provision for young people. The aim was to maintain the budgets for the provision and the additional primary care elements through subcontracting or another avenue that the lead provider would choose. This would result in a maximum contract value for the provision and it would be up to the provider to ensure delivery of care closer to home for residents across the borough. In previous experience of using direct contracting, only certain providers had come forward, however, it was hoped the new model would encourage new providers of care.

The Strategy would put an onus on improving the care which was delivered and would avoid silo delivery. The Strategy Category Manager suggested that the model would lead to a tertiary triangle of services which worked towards a collaborative delivery within the community. It

was stressed by the Cabinet Member that the council was making savings in the longer term by investing in the service.

The Cabinet Member for Families, Health & Social Care (Councillor Janet Campbell) confirmed that she was content with the Strategy and for moving locality delivery as it married up with the work of the council. It was noted that the service had continued to be delivered throughout the pandemic with group work and one to ones taking place in safe environments; and those involved were thanked for their work.

The Shadow Cabinet Member for Families, Health & Social Care (Councillor Yvette Hopley) thanked officers and the Director of Public Health, Rachel Flowers, who had worked on the contract. The additional elements of the needle exchange, share care, early help, the family unit and digital platform were welcomed. The Shadow Cabinet Member noted that she had raised concerns that during the pandemic there had been too much of a shift to digital platforms, however she had received assurances from the Director of Public Health that in addition to virtual services a number of other sessions were also made available.

The additional services were welcomed and it was felt by the Shadow Cabinet Member that it was sensible to move from 20 contracts to one overarching contract, however it was queried whether there was any risk involved regarding bringing the contracts together under one contract. In particular, it was queried what the governance arrangements would be and how it would be ensure that service delivery remained at a good level.

In response, the Strategic Category Manager advised Members that the council was working closely with the Local Medical Council and Local Pharmaceutical Committee to manage the transition of services. Expressions of interests would be sought from both organisations which already had contracts and those which may be interested in being awarded a contract. By working with GPs the service would be available locally for people and would ensure partnerships worked effectively across the drug and alcohol treatment service.

The Director of Public Health (Rachel Flowers) noted that when she first started as the Director of Public Health, the Shadow Cabinet Member had serious concerns in relation to the service and it was made prominent by her comments that evening that progress had been made to improve the service, even during the pandemic. It was highlighted that it was important that needs assessments took place with service users to ensure the support they required was provided as there were often complex needs involved.

It was reiterated by the Director of Public Health that by spending money on the treatment service, public money was being invested and saved. Progress on the delivery of service had been made to provide an integrated service and it was felt that the new commissioning strategy would support further improvements.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Approve the procurement strategy identified in this report for a single stage procurement that will result in a single contract to deliver an integrated, Adults and Young People's Community Drug and Alcohol Treatment Service, for an estimated contract value of £2,984,360 per annum (£20,890,520 for a maximum seven year term)
2. Note the proposal to bring additional elements into the scope of the tendered service, currently contracted separately. This includes pharmacy needle exchange provision; pharmacy supervised administration provision and GP Shared Care, with a phased approach to transition to the new contractual arrangements.

53/21

Exclusion of the Press and Public

This item was not required.

54/21

Minutes of a previous meeting

The Part B minutes of the Cabinet meetings held on 18 February 2021 were agreed.

The meeting ended at 8.21 pm

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Cabinet

Meeting held on Monday, 12 April 2021 at 6.30 pm. This meeting was held remotely

MINUTES

- Present:** Councillor Hamida Ali, Stuart King, Muhammad Ali, Janet Campbell, Alisa Flemming, Patricia Hay-Justice, Oliver Lewis, Manju Shahul-Hameed and Callton Young
- Also Present:** Councillor Jason Perry, Jason Cummings, Lynne Hale, Simon Hoar, Yvette Hopley, Helen Redfern, Scott Roche, Andy Stranack, Gareth Streeter, Sean Fitzsimons, Robert Ward, Pat Clouder, Jerry Fitzpatrick, Leila Ben-Hassel, Sherwan Chowdhury, Patsy Cummings, Nina Degrad, Bernadette Khan and Shafi Khan
- Officers:** Chris Buss (Interim Director of Finance, Investment & Risk and Section 151 Officer)
Sarah Hayward (Interim Executive Director Place)
Asmat Hussain (Interim Executive Director Resources)
Elaine Jackson (Interim Assistant Chief Executive)
Katherine Kerswell (Interim Chief Executive)
Annette McPartland (Director of Operations)
Sue Moorman (Director of Human Resources)
Rachel Soni (Director of Commissioning and Procurement)

PART A

55/21 **Two Minute Silence in Memory of His Royal Highness, Duke of Edinburgh**

The Leader of the Council (Councillor Hamida Ali) invited those in attendance to join a two minute silence in memory of His Royal Highness, Duke of Edinburgh.

Following the two minute silence the Leader spoke on behalf of the Administration who sent their deepest condolences to Her Majesty, The Queen at such a sad time for her and the Royal Family following the sad loss of their father, grandfather and great grandfather. It was noted that countless residents would recall the Duke of Edinburgh's visits to Croydon in 1960, 1983 and in 1996 to mark the 400th anniversary of the Whitgift Almshouses.

The Leader remarked that it was difficult to articulate a viewpoint or sentiment on the passing of His Royal Highness which had not already been observed over the previous three days, but highlighted two particular tributes; his unfailing and unstinting support for Her Majesty, The Queen as the longest serving consort in history and the contribution he had made through his lifelong public service. The Leader highlighted his passion and

early recognition of the importance of conservation; which she felt that Croydon would want to associate itself with to tackle the climate emergency facing the nation. His Royal Highness, Duke of Edinburgh's commitment to the interests of all young people through the establishment of the Duke of Edinburgh's Award almost 65 years ago was also noted by the Leader.

The Leader concluded that the council wished both Her Majesty, The Queen and the Royal Family their most sincere thoughts and prayers during such a difficult time.

The Leader of the Opposition (Councillor Jason Perry) noted that they were all saddened to hear of the passing of His Royal Highness, Duke of Edinburgh on the previous Friday and on behalf of the Opposition he also sent their sincere condolences to the Her Majesty, The Queen and the Royal Family. It was also noted by the Leader of the Opposition that Prince Philip, Duke of Edinburgh had been the longest serving consort to a British Monarch and that he had dedicated his life to the service of his Queen and country.

It was highlighted that the Duke of Edinburgh had been around for all the lives of those present at the meeting and had been a part of the fabric of the United Kingdom and the wider Commonwealth for a number of decades with his sense of duty and service being an inspiration for so many generations. However, above all it was stated by the Leader of the Opposition that he had been a husband, father, grandfather and great grandfather and those family bonds were important during such sad times.

56/21 **Disclosure of Interests**

There were none.

57/21 **Urgent Business (If any)**

There were no items of urgent business.

58/21 **Financial Performance Report - Period 10**

The Cabinet Member for Croydon Renewal stated that there had been a recognition across the council that there was a need for much greater rigour in terms of financial management which included the frequency with which Cabinet received and interrogated financial reports. To that end, the Cabinet Member informed Members that the report was the first on the monthly reports which would be taken to Cabinet meetings setting out the council's financial position. It was noted that the report before Cabinet related to month 10 of 2020/21, which set out the council's position at the end of January 2021 and followed the Quarter 3 report, which ran to month 9, which was considered in March 2021.

The Cabinet Member highlighted that there had been movement in the confirmed overspend to £69.1 million with detail behind the change being detailed within the report. It was further noted that there had been a net improvement of £1.4 million in departmental spend.

It was noted that this report set out the positive impact of the Spend Control Panel in managing spending within the council, however the Cabinet Member stated that he felt the Panel should not only ensure spend was authorised and the appropriate budget was in place, but should begin to challenge whether the spend was necessary as it was stressed that whilst a budget exists it did not mean it needed to be spent.

The Cabinet Member concluded by highlighting the current costs of Covid-19 to the council which had increased by £4.4 million to overall cost of £40.9 million. As such, the pandemic remained a significant and ongoing financial challenge.

The Cabinet Member for Resources & Financial Governance noted that the reduction in departmental spending of £1.4 million marked the council turning a corner, in a small way, but it was stressed that it was important that the Spend Control Panel continued to deliver. The report outlined over £8.1 million of expenditure had been rejected by the Panel and the Cabinet Member stated that he felt that going forward it would be beneficial if this was given context and that HRA (Housing Revenue Account) expenditure was separated.

The Interim Director of Finance, Investment & Risk (Chris Buss) confirmed that while a budget is given it did not mean it had to be spent and he felt that it was a cultural change which was required within the organisation to support it living within its means going forward. The Interim Director advised that it was taxpayer's money which was being spent and, as such, should only be spent when necessary. It was felt that the lesson was beginning to be understood and was becoming part of the culture of the council, but it was recognised that it would take some time before it was fully embedded.

The Leader stated that she felt that it was positive move that monthly financial reports had started and that there had been some movement in departmental spending.

The Cabinet Member for Families, Health & Social Care (Councillor Janet Campbell) queried whether there was a particular area of the council which was following bad practice in terms of raising purchase orders following receiving the product and whether this was due to problems within the system. In response, the Interim Director of Finance, Investment & Risk advised that the council had got itself into bad practice and that there was no department which was particularly worse than others. Members were advised that good practice was to assess whether the service needed to be ordered, consider the procurement options and have the paperwork in place before service was delivered. Raising

purchase orders appropriately was noted to be an element within good organisations.

The Cabinet Member for Culture & Regeneration (Councillor Oliver Lewis) welcomed what he felt were the green shoots of recovery within the council but queried whether any areas of the council which were causing concern and required additional attention going forward. The Interim Director of Finance & Resources advised Members that a report was being drafted which looked at the issues which may exist with regard to the delivery of required savings.

The Interim Chief Executive (Katherine Kerswell) confirmed that all directors were looking at the 2021/22 savings plans and part of the conversation with services was assessing preparedness and the risks to delivery of the savings. Additionally the expectation that services would be delivered to budget or below was being made clear and that income was generated. It was recognised that there were still a number of unknowns in terms of the impact of covid-19 which would be important to the delivery of budgets. Members were advised that savings, budgets and income were all being carefully monitored.

In terms of specific concerns, the Interim Chief Executive advised that it was in terms of the adult and children social services saving plans and ensuring the high standards of care were maintained whilst reducing spend to as close as possible to the London average.

It was noted that table four of the report included £8.1 million of rejected spend by the Spend Control Panel, and the Cabinet Member for Communities, Safety & Business Recovery (Councillor Manju Shahul-Hameed) queried whether there was a risk that those requests would return and be approved. The Interim Director of Finance, Investment & Risk advised that the majority of those items were unlikely to come back and cause issues to 2020/21 accounts. It was noted that the number of items rejected by Directors before reaching the Spend Control Panel was unknown, but it was felt that it was positive that the message that such spending would not be approved was being heard.

In response to queries from the Cabinet Member for Resources & Financial Governance the Interim Director of Finance, Investment & Risk advised Members that future reports would not include the HRA, Pension Fund and Coroner's Court as that expenditure was not subject spend controls; but it was stressed that they should be subject to the same governance principles which was to spend only when needed.

The Cabinet Member for Homes (Councillor Patricia Hay-Justice) noted that table four included the HRA and welcomed the HRA being subject to the same restrictions as the rest of the council to ensure spending was controlled. She further queried whether there was an indicative financial impact of the third lockdown as she noted that the impacts of the first and second lockdowns were reported.

In response, the Interim Director of Finance, Investment & Risk advised Members that a monthly return was submitted to MHCLG in terms of the impact of the pandemic on the council's spending and it was reported that in the couple of months prior to the meeting there had not been a significant change in impact. The Interim Director stated, however, that he was not able to give an accurate indication of the impact.

Following on from the Interim Chief Executive's concerns, the Cabinet Member for Children, Young People & Learning (Councillor Alisa Flemming) provided details of the mitigations which were in place to support driving down social care costs whilst maintaining good levels of care. It was noted that the departments were working closely with finance colleagues to undertake benchmarking. Work was also being undertaken with the Children's Improvement Board, the Children's Safeguarding Board and the Local Government Association (LGA) to understand the hidden harms faced by adults and young people during lockdown and the support which was required which could be provided within the financial envelope provided.

The Shadow Cabinet Member for Croydon Renewal (Councillor Jason Cummings) expressed surprise that Cabinet Members were suggesting that change had taken place when the council's financial position was reported to have worsened by £4.4 million. It was noted that one of the issues raised within the Report in the Public Interest was the council's position in terms of overspend and available resources. In light of this, concerns were raised that should all the identified risks materialise then the council's reserves would be used, including £20 million budgeted contribution to reserves, which would lead to the council being unable to balance a budget once more and questions were asked as to what would happen should the risks materialise.

In response, the Leader noted that part of the change in position was in anticipation that risks would crystallise and she confirmed that the council was closely monitoring and anticipating risks. The Cabinet Member for Croydon Renewal thanked the Shadow Cabinet Member for his challenge but noted that the net position of the council from month 9 to month 10 saw an improvement of £800,000. Whilst the overspend had increased, due to the Interim Director of Finance, Investment & Risk assessing the risks and moving them to overspend as they had crystallised. It was stressed that it was important that the Interim Director expressed his view on risks.

The Cabinet Member felt that it was important to recognise that it appeared that change was being made as it was felt that improvement had been made between months 9 and 10 when looking at overspend and identified risks. It was noted by the Cabinet Member that he had seen an indicative month 11 report which he suggested showed further improvements at the departmental level. Whilst it was felt that improvements were being made the Cabinet Member stressed that the

Administration was not becoming complacent, rather than an element of delivering cultural change was to recognise when progress had been made.

The Leader added that as part of the work to ensure the organisation was ready for the 2021/22 financial year that important conversations had taken place across the organisation to reflect upon it being everyone's responsibility to engage with the work being undertaken and to deliver the budget that had been set.

It was noted by the Shadow Cabinet Member for Resources & Financial Governance (Councillor Simon Hoar) that risks of £26.6 million to the council remained, principally from Brick by Brick, whereas the previous leadership of the council had suggested that it would be unlikely that Brick by Brick would financially impact the council. Concerns were raised in terms of the governance of the company and any assurance assessment. In response, the Leader stated that over the previous five months there had been a clear examination of the arrangements with Brick by Brick and other council owned bodies, including an external review of governance arrangements.

The Interim Director of Finance, Investment & Risk advised Members that it would be difficult to give audit assurance as the accounts had not been audited by the council. It was noted that the 2019/20 accounts had been recently audit by an external party and were publically available. In terms of the impact of the Brick by Brick outstanding debt, the Interim Director advised that this would be dependent on the outcome of work being undertaken by the council's external auditors in relation to Fairfield Halls. Whilst it was not possible to give any figures with any certainty, it was suggested that a substantial proportion of the interest owed to the council would be paid back.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Note the net projected general fund financial overspend of £69.1m for the full year as at the end of Month 10, January 2021 which includes all projected COVID-19 related expenditure and income of £40.9m, a net increase of £4.4m from Period 9, see section 5 of the report.
2. Note that a number of risks may materialise which would see the variance increase. These include dividends and interest receivable from Brick By Brick (both historic accrued and in-year expectations) of £20.5m, and pending external audit verification of assumptions around 2019/20 accounting treatment of MRP and Transformation funding that could impact by £6.0m. Should all these risks which total £26.6m materialise, which is unlikely, the impact on the

current forecast overspend of £69.1m is an increased overspend to £95.7m, with draft general fund reserves of just £7.4m.

3. Note, the above figures are predicated on forecasts from Month 10 to the year end and therefore could be subject to change. Forecasts are made based on the best available information at the time.
4. Note that the Spending Control Panel which was set up at the beginning of November 2020 continues to meet on a daily basis. Further details on the outputs of the SCP is provided within section 5 of the report.
5. Note that ELT are to continue to take further immediate action to mitigate spend during the remainder of the financial year, and work with their departments to ensure forecast figures are thoroughly reviewed.

59/21

Croydon Renewal and Improvement Plan - Performance Reporting Framework & Measures

The Leader of the Council (Councillor Hamida Ali) informed Cabinet that the report provided an update on the work which had taken place to develop and reform the council's management systems. This took into account the reviews which had been undertaken, including the Report in the Public Interest (RIPI). It was noted that one of the key recommendations of the RIPI had been to develop a monthly performance and risk reporting regime and the report provided an update on work to develop a suite of reporting mechanisms to strengthen internal controls within the council.

The Leader highlighted that Members were due to receive the first of the monthly reports in June 2021 as more work was required to develop full performance report which would cover not only financial data. This report, it was noted, would be underpinned by a tracker which was coordinated by the council's Programme Management Office which would manage a central source of reliable data for the council. It was highlighted that Appendices A and B of the report set out some of the source data which would form part of the suite of reporting. The Leader stated that she had noticed that there were only two housing related performance indicators at Appendix A and neither related to the quality of the housing service which she felt could be looked at as part of the ongoing work to develop the performance reporting.

The Interim Assistant Chief Executive (Elaine Jackson) advised Members that capturing all of the data from across the council was a significant piece of work but was important for Members, residents and staff to understand how the council was delivering. It would enable the council to celebrate what it was doing well and focus on areas which required improvement.

The council was moving towards providing one dataset for the whole organisation and the Interim Assistant Chief Executive advised that this would drive change and would ensure there was a consistent means of measuring performance. It was stated that Members could be assured that officers were working on creating the suite of performance indicators and that the report provided an update on that work. The Interim Assistant Chief Executive confirmed that the housing metrics would be looked at in greater detail to ensure that the right areas of housing delivery were being reported on.

Members thanked the Interim Assistant Chief Executive and officers who had been working on developing the reporting framework.

The Cabinet Member for Croydon Renewal (Councillor Stuart King) stated that he felt that the report gave an update on the reporting framework which he felt it provided the council with opportunities to improve service delivery and would take into account benchmarking which was important to ensure that the council provided good services. It was noted, however, that when benchmarking had previously been discussed it had been felt that it was difficult to find the right authority to benchmark against and the Cabinet Member stated that he hoped that this challenge could be resolved.

In terms of Appendix A, the Cabinet Member also highlighted the relatively small number of housing related measures and further stated that he felt that there were not enough environmental quality of life measures. It was suggested that such a measure could be associated with the number of school streets which had been delivered and the number of children who were benefitting from safe school entries. Whilst it recognised that measuring matters such as procurement exemptions was important for organisations corporately, it was felt that a suite of universal indicators should be developed which reflected residents' concerns such as; refuse collections, street lighting and measures in relation to safety, as an important barometer was understanding how the organisation was regarded by those who lived in the area.

The Cabinet Member queried how the performance indicators could be split in terms of the renewal programme, such as "living within our means" and those which were more customer focus and customer satisfaction. The Cabinet Member further queried whether external organisations, such as the LGA, had provided any advice on the development of the performance indicators.

In response, the Interim Assistant Chief Executive confirmed the council had worked with the LGA and London Councils in developing the performance framework. In terms of benchmarking, Members were advised that there was a suite of data available to the council and that the council could begin to benchmark against authorities with similar profiles; as had been done when the budget had been developed. It was stressed

that the organisation needed to become used to using metrics on a daily basis.

Members were advised that via the Improvement Panel the council had been able to work with Essex County Council to build the performance management systems which had been beneficial. Furthermore, London Councils were due to review the process put in place to ensure it was efficient and fit for purpose however it was recognised that with any new processes it would need to develop to respond to flaws which arose.

In response to the Cabinet Member, the Interim Assistant Chief Executive confirmed that it was anticipated that the appendix would become more resident friendly and meaningful for residents over time, however it was stressed that it was important for the organisation to report on a number of areas beyond those which residents would be readily interested in.

The Cabinet Member for Sustainable Croydon (Councillor Muhammad Ali) welcomed the tangible indicators and the proposed list within Appendix A of the report. In respect of the suggestion of a school streets indicator, the Cabinet Member suggested the indicator should be in relation to walking and cycling with a proxy indicator in relation to school streets. Furthermore it was noted that indicators in relation to street lighting and refuse collection also helped the council to hold contractors to account, which residents wanted.

The Cabinet Member for Communities, Safety & Business Recovery (Councillor Manju Shahul-Hameed) noted that Members could contribute in identifying more indicators which reflected priorities for residents and business communities. In terms of confidence, the Cabinet Member queried what level of confidence could be given to residents and businesses that the actions would be achieved by the identified timescales. In response, the Interim Assistant Chief Executive advised that she was confident of the timescales within the report as officers had been working to map it out. It was noted that a version of the performance report would be available in the coming months but would be reviewed further in November 2021 to ensure it was working effectively and provided the required information.

The Cabinet Member for Homes (Councillor Patricia Hay-Justice) noted that there were only two housing indicators but stated that customer satisfaction surveys were already undertaken by the housing team which could feed into indicators so as to avoid duplication. In terms of duplication, the Interim Assistant Chief Executive confirmed that it would be important to avoid this so as to avoid putting additional pressure on staff to report data twice.

It was noted by the Shadow Cabinet Member for Croydon Renewal (Councillor Jason Cummings) that a further report would be taken to the Cabinet meeting in June 2021 which would include the final set of performance measures; however it was queried whether this report would

include the benchmarking data and current performance levels to enable Members to analyse targets. The Shadow Cabinet Member further queried whether there was a clear indication of how over or under performance versus the targets would be interpreted.

Concerns were raised by the Shadow Cabinet Member in terms of the fly tipping indicator which had been set previously which had been consistently exceeded until a point when it had not been met, but the previous Cabinet Member had considered the drop in performance a positive matter.

In response, the Leader confirmed that the report to be taken at the June 2021 Cabinet meeting would include the performance framework and would set out what the indicator was being measured against. The Interim Assistant Chief Executive further confirmed that a clear methodology would be available.

The Shadow Cabinet Member for Families, Health & Social Care (Councillor Yvette Hopley) noted that the framework would be important for the council, but concerns were raised that a number of the indicators within adult social care were demand led and that a number of items were difficult to benchmark and measure. Further concerns were raised that those indicators related to the most vulnerable residents in the borough who required support.

It was stated by the Shadow Cabinet Member that the interpretation and evaluation of data would be important, alongside futureproofing services and the delivery of services in light of budget reduction strategies. She stated that she hoped that data and information would be provided which could be available and understandable for all.

The Leader, in response, confirmed that the reporting on the performance indicators would form part of a regular report to Cabinet which would mean it was part of the public domain. A single source of information would be created which could be used operationally but it was recognised that it would be important that it was accessible for all and included data that residents would be interested in. The Interim Assistant Chief Executive further advised that officers would work with each department to add some context to go alongside the performance data and a session going through the data could be arranged with Shadow Cabinet Members.

The Shadow Cabinet Member for Homes (Councillor Lynne Hale) noted that there appeared to be a number of duplications within Appendix A of the report and queried whether any performance indicators had been considered but not included and reason for not including them. Additionally, concerns were raised that there were only two indicators relating specifically to housing which the Shadow Cabinet stated she found both surprising and disappointing. This was especially in light of the issues experienced at Regina Road and the Shadow Cabinet Member

requested a statement on the delay in publishing the independent report until after the elections on 6 May 2021.

In response to the concerns raised in relation the delay in publishing the independent report into Regina Road, the Interim Executive Director Resources (Asmat Hussain) stated that she had advised that due to the council being in a period of heightened political sensitivity, due to the pre-election period, that the report should not be disclosed, discussed or published until after the elections. It had been felt that as there five by-elections, with one being held in the ward of Regina Road, that there was a risk that the report could be used as part of an election campaign and the council was required to abide by statutory guidance.

The Interim Assistant Chief Executive advised that work was ongoing with directors in Place and Health, Wellbeing & Adults to add further measures. It was further noted that assurance checks were required also to remove and avoid duplication and that it would be important that the measures were continually reviewed to ensure that it reflected future reports and decisions.

The Cabinet Member for Croydon Renewal reflected that he had felt the discussion had been very helpful and showed Members engagement with developing an effective framework and understanding the measures before the data was applied. It was noted that there were over 170 measures proposed and the Cabinet Member stated that it was likely this figures would grow to over 200 following consideration by the Scrutiny & Overview Committee and queried how relative importance of those measures would be determined.

The Cabinet Member reflected whether there could be best value performance indicators which covered those areas which residents would have the highest levels of interest in. In response, the Interim Assistant Chief Executive recognised that a number of the measures listed in the appendix were operational and, as such, it was suggested that it could considered whether those were reported by exception both where there was over and under performance.

In response to the reflection from the Cabinet Member for Children, Young People & Learning (Councillor Alisa Flemming) the Leader noted that there would be some reporting which would be considered more internal, such as sickness levels and third party payments, and so it would be important to ensure reporting was audience appropriate and so potentially there would be different categories of reports. The stress report, it was noted, would pick up on areas of concern and Members would be able to ask officers to focus on and provide additional information on. The Interim Assistant Chief Executive stated that it was hoped that a dialogue on the reporting would be developed which was informed by real time information.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Note the work that has taken place to date in order to address areas of performance reporting where weaknesses have been highlighted within the Croydon Renewal and Improvement Plan.
2. Review the set of performance measures in **Appendix A** of the report which will be used to measure performance against the delivery of actions within the Croydon Renewal Improvement Plan. A finalised set with targets will be presented to Cabinet on 7 June 2021
3. Note the roadmap **Appendix B** which details future work and delivery of additional reports in order to have a complete suite of reports in place by September 2021.
4. Note that the report be reviewed at Overview and Scrutiny for input and comment on the proposals contained within this report. Any recommendations received, will then be contained in the report update to Cabinet on 7 June 2021.

60/21

Report in the Public Interest Progress Update

The Leader of the Council (Councillor Hamida Ali) stated that the report provided an updated on the Report in the Public Interest (RIPI) and specifically the action plan and progress against the action plan which had been agreed by Council in November 2020. It was noted that there were 99 actions in total, some of which had been added as a result of consultation with the General Purposes & Audit Committee (GPAC) and the Scrutiny & Overview Committee (SOC); around a third of which had been completed.

The updated action plan the Leader stated included an updated timeline from that which was agreed by Council in November as that initial timeline had been indicative. Following review of the timeline it was noted that half of the actions were due to be completed by June 2021.

It was highlighted that the report contained updated on the recommendations from the external auditor which had been deemed to be high priority; seven of which had been completed and progress updates were provided on the remaining two actions. Further updates were provided on key actions which had been completed; including around the budget setting process, the strategic review of the council's companies, the interim asset disposal strategy, delivery plans for children and adult's social care, monthly reporting and learning and development for members.

The Leader highlighted that the report set out future reporting against the action plan, with the key reporting points being to Cabinet, Council, GPAC and SOC. Reporting, it was proposed, would be incorporated within the quarterly renewal improvement plan reporting.

The Cabinet Member for Families, Health & Social Care (Councillor Janet Campbell) noted that it would be beneficial if a log of Members training was recorded. In response the Interim Executive Director of Resources (Asmat Hussain) advised that as part of the Ethics Committee review a register would be developed which recorded the training Members had attended. This would provide oversight not only for Members, but for residents also.

The Leader of the Opposition (Councillor Jason Perry) raised concerns that over a third of the original actions had slipped by a number of months. It was noted that the RIPI had been issued as a result of the council's financial situation and corporate blindness and the Leader of the Opposition expressed concern that the council was reverting to form with key milestones being missed and a perceived lack of transparency with an important housing investigation report being withheld.

In response the Leader of the Council noted that the agenda signified the grip that the Administration had on addressing the situation the council faced and ensuring progress continued to be made to change that situation. It was noted that the timeline considered and agreed by Council in November 2020 included a timeline of no later than April 2021; however those timelines had been reviewed as a result of a large amount of activity to develop a detailed submission to the Ministry of Housing, Communities & Local Government (MHCLG) for a capitalisation direction and the Croydon Renewal Improvement Plan which included over 400 recommendations. The Leader felt that there could be no doubt as to the scale of work which had gone into both securing the capitalisation direction and providing assurance to residents and Government that there was a clear understanding the work which was required to secure improvement.

It was noted that the updated timeline included many of the actions being completed by June 2021 which recognised and reflected the work which had been done across the council. It was further highlighted that five months after the action plan had been published a third of actions had been completed. This, the Leader felt, set out both the clarity of grip and acknowledgement of progress made, however to ensure the council remained realistic it had been important to review and update the timelines.

The Leader raised concerns in relation to the manner the Leader of the Opposition was describing a legal observation and determination as to what could be published during a pre-election period. The Interim Executive Director of Resources advised Members had received guidance in relation to the pre-election period and that the council was acting in

compliance with statutory obligations. The Leader of the Opposition was advised that if he had concerns in relation to the publication of documents that he was welcome to speak with the Interim Executive Director of Resources. The Cabinet Member for Croydon Renewal (Councillor Stuart King) further added that matters such as appropriateness of publishing investigations during a pre-election period was a matter for officers to advise on. It was noted that the RIPI included concerns that decisions had been taken following improper interference from Members and that the council was following the advice of the Interim Executive Director of Resources showed how the council was learning from prior failings.

The Shadow Cabinet Member for Croydon Renewal (Councillor Jason Cummings) reflected that the RAG rating used within the report was one that he had not seen before and which had given rise to an item having a RAG rating of green and an action completion rating of 0/1 (R3 – Use of Transformation Funding). In terms of transformation funding, the Shadow Cabinet Member expressed concern that this issue had been outstanding for a while, especially as it was listed as a risk on financial reports, and queried when the actions on this item would be recorded as 2/2 being completed.

In response, the Interim Director of Finance, Investment & Risk (Chris Buss) advised that he had spoken to the external auditor in relation to the matter of transformation funding the previous week and it was hoped that this issue could be concluded by the end of April 2021 in terms of the appropriateness, or otherwise, use of the funding in 2019/20. It was recognised that these matters took longer than would be desired due to availability of both council and external audit staff to provide and assess evidence. The Interim Director of Finance, Investment & Risk advised that should the use of transformation funding be detrimental to 2019/20 accounts it could possibly have a positive impact on 2020/21 accounts. This was due to any capital receipts which were not used in 2019/20 for transformation purposes were then available for either transformation funding or capital expenditure in 2020/21 and future years. Members were advised that the outcome of the discussions with the external auditor would not impact the bottom line of the council's finances but would be matter of the money coming out of different parts of the budget.

In light of the pre-election period, the Shadow Cabinet Member queried whether a report on the outcome of discussion on the use of transformation funding would be available prior to the election. In response, the Interim Director advised that the use of transformation funding did not form part of a report and was a matter in relation to 2019/20 accounts. However, should the Shadow Cabinet Member or a colleague ask a question in relation to the matter at the GPAC meeting at the end of April an appropriate answer would be provided as to the current situation. The Leader added that the future reporting on the action plan would also provide opportunities to question areas of the plan.

Councillor Robert Ward stated that the Brick by Brick 2019/20 accounts had been published late and that he felt the auditors comment were particularly damning. He queried why the directors pay had not been published as part of the accounts. In response, the Interim Director of Finance, Investment & Risk advised that directors pay would only be published if they were direct employees, such as the Chief Executive, of Brick by Brick. It was his understanding that the non-executive directors were not directly paid by Brick by Brick in 2019/20.

The Shadow Cabinet Member for Children, Young People & Learning (Councillor Helen Redfern) noted that the RIPI had highlighted the overspend in children's social care required effective action to be taken to manage both demand and resulting cost pressures. It was highlighted that appendix 1 of the report showed that a number of deadlines had been missed in relation to the requirement. As such, the Shadow Cabinet Member queried what had been done to ensure the department responded to the time critical nature of the recommendations and ensured Croydon's children continued to receive the right support without incurring unintended future costs. In response, the Leader reiterated that the original timeline had only gone to April 2021 and the updated timeline went to June 2021 and would ensure the council would realistically be able to complete and track actions.

The Cabinet Member for Children, Young People & Learning (Councillor Alisa Flemming) welcomed Councillor Redfern to her new role as Shadow Cabinet Member and thanked Councillor Maria Gatland for her years of service to the borough and her commitment to the children of the borough. It was recognised that she had always been a passionate advocate for supporting the most vulnerable and the Cabinet Member wished her well in her future endeavours.

The Cabinet Member stated that benchmarking was being undertaken closely with the finance department and external auditors to ensure the council was getting best value for money in the commissioning of contracts and placements. Members were informed that this work was being undertaken in a timely manner and was being supported by the Department for Education and the Local Government Association. Whilst the council was looking to drive down costs, the Cabinet Member stressed that children's safety was at the forefront of all work.

It was noted by the Cabinet Member that discussions had been held at scrutiny committees in relation to ensuring the council had the right number of children within social care and the plans to return children home, where appropriate, in a safe manner. It was noted that that reducing costs whilst maintaining high levels of service and returning children home safely went hand in hand.

The Cabinet Member further highlighted that as the country came out of lockdown there would be hidden harm which would need to be responded

to. This was an area which the council was monitoring closely alongside responding to the actions within the RIPI.

It was stressed that the council was committed to delivering good services at value for money whilst ensuring that vulnerable residents were safeguarded.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Note and agree the progress the Council has made in regard to achieving the recommendations set out by external auditor in the Report in the Public Interest (at appendix 1 of the report) with 35 out of 99 actions complete;
2. Note that the recommendations as suggested by General Purposes and Audit Committee and the Scrutiny & Overview Committee that were agreed at Cabinet on January 18th have been added to the action plan (at appendix 2 and 3 of the report);
3. Agree the refreshed action plan for the recommendations including actions marked complete, new actions and amended deadlines;
4. Note the current proposed reporting structure, including dates, as set out in this paper that quarterly reports go to Cabinet, General Purposes and Audit Committee, Scrutiny & Overview Committee and Full Council; and
5. Agree to recommend to Full Council the approval of the refreshed action plan.

61/21

Real Letting/Resonance Property Fund Extension

The Cabinet Member for Resources & Financial Governance (Councillor Callton Young) informed Members that in 2014 the council had invested £29.4 million for the acquisition of 182 properties which were let by St Mungos on a temporary basis to homeless household. 289 secure tenancies had been provided to homeless households during the period of the investment and in addition broader support was provided to the families at no cost to the council.

On exiting the funding the Cabinet Member stated the council would benefit from a capital receipt which was anticipated to be in excess of the original capital investment and would be used to offset council borrowing costs and support the council's financial recovery. Members were informed that the original date for the council to exit the fund had been February 2022, however given the adverse economic impact of the pandemic Resonance had approached the council and other large

investors to recommend that the fund be extended to better support the planned exit.

It was noted that the report detailed that by exiting in February 2023 it was expected that the anticipated increased capital receipts would be protected and that it would be easier for residents to sell the fund onto an institutional investor, as originally planned. This would avoid disruption to existing tenants whilst providing the council with an annual investment income of just over £1 million. It was further noted that the latest possible date for the capital return would be brought forward from February 2025 to February 2024.

The Cabinet Member for Homes (Councillor Patricia Hay-Justice) stated that she was pleased with what had been achieved with the investment, as in addition to the investment 289 tenancy lettings had been secured which had benefited those homeless families. It was noted that 182 homes had been delivered as part of the scheme for the council's use for temporary accommodation. The proposed extension, it was noted would be positive for tenants as it would mean there were no disruptions to their tenancies and St Mungos would continue to assist those tenants in securing permanent tenancies. The Cabinet Member further confirmed that the council would acquire first bidding rights for those properties for use as temporary accommodation in perpetuity.

It was noted by the Shadow Cabinet Member for Resources & Financial Governance (Councillor Simon Hoar) that it was positive that 182 homes had been delivered through the Real Lettings Scheme which gave homes to families at affordable rents. However, it was noted that the scheme had been agreed in 2013 when it was suggested by the Shadow Cabinet Member the council was more interested in providing affordable housing. In light of the anticipated capital receipts from the sale of the fund being returned to the council, the Shadow Cabinet Member queried whether the Administration had lost interest in investing in affordable housing.

In response, the Cabinet Member for Resources & Financial Governance stated that the capital receipt would be used to reduce the council's borrowing and there would be a net benefit to the council. Furthermore, the Cabinet Member confirmed that the council did support the delivery of affordable housing.

The Shadow Cabinet Member for Homes (Councillor Lynne Hale) requested confirmation the long term position for the council was to reduce the availability of suitable housing for homeless people and families in the borough. In response the Cabinet Member for Resources & Financial Governance stated the council was looking to manage its finances and live within its means. To meet this priority it was important that the council took a different approach. It was important to balance the budget and to look at alternative options for affordable housing without allowing those two priorities to come into conflict. The Cabinet Member for Homes further reiterated that when the council exited the fund it would

have first bidding rights to the properties. It was stressed that the council remained committed to ensuring the delivery of homes within the borough and to drive homelessness levels down to zero; through the delivery of homes and working with organisations such as Crisis.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Agree to a one year extension of the Council's participation in the Real Lettings Property Fund 1 from February 2022 to February 2023 with a planned sale date of December 2022 for the reasons set out in this report and delegate to the Chief Executive acting in consultation with the section 151 officer and the Council's Monitoring Officer the authority to agree all necessary documentation to secure that extension; and
2. Agree to the variation of the Limited Partnership Agreement to provide for a winding up period of the fund after the end of its legal term of one year, rather than the current three years, with the effect that the latest possible date for return of capital to Croydon is therefore brought forward from the current position of February 2025 to February 2024.

62/21

Call-In Referral to Cabinet: Crystal Palace and South Norwood Low Traffic Neighbourhood (Deferred)

The Leader of the Council (Councillor Hamida Ali) informed Members that the report had been deferred due to the Pre-Election Period and would be considered at a future meeting of Cabinet following the elections on 6 May 2021.

63/21

Investing in our Borough

The Shadow Cabinet Member for Resources & Financial Governance (Councillor Simon Hoar) queried how successful the building works contract had been in light of recent lack of success in terms of maintenance of properties. In response the Cabinet Member for Resources & Financial Governance (Councillor Callton Young) noted that the extension to the contract had been agreed under permitted delegation. The extension report stated the contract had been performing well with customer satisfaction being at the expected level; however due to the concerns raised in terms of maintenance the Cabinet Member confirmed that he would look at the contract further.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve

1. The Care UK – Provision of Care Home Services Variation Extension of Contract which will result in an award for a maximum term of 21 months as set out at agenda item 9a, and section 4.1.1 of the report.

RESOLVED: To note

1. The contracts between £500,000 and £5,000,000 anticipated to be awarded under delegated authority from the Leader by the nominated Cabinet Member, in consultation with the Cabinet Member for Resources and Financial Governance and with the Leader in certain circumstances, before the next meeting of Cabinet, as set out in section 4.2.1 of the report; and
2. The list of delegated award decisions made by the Director of Commissioning and Procurement, between 26/02/2021 – 16/03/2021, as set out in section 4.2.2.

64/21

Care UK - Provision of Care Home Services extension of contract

The Cabinet Member for Resources & Financial Governance (Councillor Callton Young) informed Cabinet that it was being asked to approve the extension and variation to the existing contract for the provision of care services in accordance with Regulation 30 of the Tenders and Contracts Regulations for a period of 21 months until 31 March 2023. This contract extension would be at a value of £10.7 million.

Members were informed that the service related to the outsourcing of care services. Three schemes had been developed as part of the Homes for the Future PFI scheme; Heavers Resource Centre with 60 beds had opened in 2008, Addington Heights with 50 beds had opened in June 2010, and Langley Oaks with 40 beds had opened in July 2010. The Cabinet Member highlighted that the current contract for the provision of care services was due to end on 26 June 2021 and the three homes were rated as Good by the Care Quality Commission (CQC).

In addition to the ongoing impact of Covid-19 on the market and levels of demand for services; the report proposes an additional month variation to allow the market to return to pre-Covid-19 levels. This would allow time for analysis to be undertaken to understand future demand. It was highlighted by the Cabinet Member that this analysis was an important part of the council's cost saving strategy so as to enable evaluation of the full market. A further report would be taken to Cabinet in January 2022 which would set out the option for future delivery.

The Cabinet Member for Families, Health & Social Care noted that the commissioning team had spoken to several other providers prior to going back to Care UK and recommending an extension to the contact. It was

highlighted that there were 286 care homes in Croydon with 1396 residential beds and 1376 nursing home beds and that the market was changing. It was stated that it was important that time was taken to enable the council to fully understand the future care market and provision would be required from March 2023.

It was noted by the Shadow Cabinet Member for Families, Health & Social Care (Councillor Yvette Hopley) that the contract was an important one as it looked after the borough's vulnerable elderly residents, however concerns were raised that the previous Cabinet Member for Families, Health & Social Care had announced that the Care UK contract had not been fit for purpose and the service would be brought in house. In light of this, the Shadow Cabinet Member queried why the contract extension was now viewed as the best option.

In response, the Cabinet Member for Families, Health & Social Care stated that the council was doing good business and were ensuring the safety of elderly and vulnerable residents. Furthermore, it was noted that CQC had rated the service as Good. The Cabinet Member for Resources & Financial Governance further added that a new approach to commissioning and procurement was being introduced in Croydon as it was recognised that there was a large volume of high value contracts which needed to be reviewed. A report which set out the new approach would be taken to Cabinet in May 2021. The Cabinet Member stressed that it was important that the council reviewed the markets in light of changes to secure value and quality and the proposed extension gave the council the opportunity to do that.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Approve the extension and variation of the contract for the provision of care services with Care UK in accordance with Regulation 30 of the Tenders and Contracts Regulations for an additional period of 21 months until 31 March 2023 for an additional value of **£10,700,000**.
2. Note that the Contracts and Commissioning Board has endorsed the above recommendation.
3. Note that the total value of the extension (£10,700,000) will take the overall value of the contract to approx. £72m. This figure is £3m below the original estimated award value of £75m.

65/21

Exclusion of the Press and Public

This item was not required.

The meeting ended at 8.32 pm

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For General Release

REPORT TO:	CABINET 17 MAY 2021
SUBJECT:	Investigation into conditions at 1-87 Regina Road, South Norwood and the Housing Service Improvement Plan
LEAD OFFICER:	Katherine Kerswell, Interim Chief Executive Sarah Hayward, Interim Executive Director of Place
CABINET MEMBER:	Cllr Hamida Ali, Leader of the Council Councillor Patricia Hay-Justice, Cabinet Member for Homes
WARDS:	All
COUNCIL PRIORITIES 2020-2024	
Implementation of the council's response to the independent investigation's recommendations is essential in order to ensure that the council provides the best quality core housing management service that it can afford and provides value for money for its tenants and leaseholders.	
FINANCIAL IMPACT	
This report notes the exercise of delegated authority to appoint an Interim Executive Director of Housing, for an initial six months at a total cost of £104,250, including relevant on-costs, to be funded by the Housing Revenue Account (HRA). Other necessary expenditure to drive improvement will be identified by the new interim executive director and reported/approved/in accordance with the Council's governance processes.	
FORWARD PLAN KEY DECISION REFERENCE NO: Not a key decision	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

- 1.1 Fully accept the findings of the report of the independent investigation into the housing conditions at 1-87 Regina Road, a council-owned property in South Norwood - the investigation report is attached at Appendix 1;
- 1.2 Recognise that the housing conditions in the affected flats at Regina Road are completely unacceptable and reiterate the Leader's full apology to the tenants concerned;
- 1.3 Note the Council's response to the conditions at Regina Road: rehousing the tenants affected and responding to other urgent issues identified in the report;

- 1.4 Note the Council's steps to identify whether there are any issues at other council-owned high-rise blocks of flats, and the steps to resolve any problems identified;
- 1.5 Adopt the Council's initial action plan for the housing service;
- 1.6 Note that a wider review of the Council's housing services, including delivery of the repairs service, will be conducted and will consider how the Council fully involves its tenants and leaseholders, both in terms of responding to issues raised and in the co-design and co-delivery of services;
- 1.7 Note the exercise of delegated authority by the Council's Chief Executive under Part 4J 3.3 paragraph 2 of the council's Constitution to appoint an Interim Executive Director of Housing for an initial period of six months to bring additional capacity to provide new leadership and direction for the housing service, conduct a review of the wider housing service, and lead the development and implementation of a longer-term Housing Improvement Plan for the service. This will be reviewed after six months by the Appointments Committee in accordance with the council's Constitution.
- 1.8 Agree to the establishment of an independently-chaired Housing Improvement Board, the membership of which will include council tenants and leaseholders, and independent housing experts, to oversee the development and implementation of the Housing Improvement Plan;
- 1.9 Subject to agreeing recommendation 1.8, delegate authority to the Interim Executive Director of Place in consultation with the Leader and Cabinet Member for Homes to agree the final membership and constitution of the Housing Improvement Board together with its Terms of Reference;
- 1.10 Note that, in accordance with their delegated authority, the Chief Executive will consider, in consultation with the Director of Human Resources, what, if any, investigation is required to be undertaken in accordance with its agreed staff policies and procedures;
- 1.11 Fully welcome the recommendations of the Social Housing White Paper 'The Charter for Social Housing Residents', in particular the focus on the importance of treating residents with respect and ensuring the voices of tenants and leaseholders are heard;
- 1.12 Note that the report of the investigation and the Council's initial action plan will be shared with the Tenants and Leaseholders Panel, Housing Scrutiny Panel, Scrutiny and Overview Committee, the Ministry of Housing, Communities and Local Government (MHCLG), Croydon's Improvement and Assurance Panel, the Regulator of Social Housing and the Local Government Association; and
- 1.13 Note that a report will be made to the Scrutiny and Overview Committee to engage its members on the initial action plan, progress in implementation and developing the Housing Improvement Plan.

2. EXECUTIVE SUMMARY

- 2.1 The council commissioned ARK Consultancy (ARK) to conduct an urgent independent investigation to understand the circumstances that led to residents of three Croydon Council-owned flats at 1-87 Regina Road, South Norwood living in the conditions as publicised in the national news report on 22 March 2021. The council also referred itself to the Regulator of Social Housing and the Health and Safety Executive (HSE).
- 2.2 The investigation identified no single reason as to why the situation at Regina Road occurred. In ARK's view these issues represent *'a failure to deliver even basic 'core' housing services effectively. They are potentially symptomatic of poor performance across the council's housing service and impact on its ability to drive for self-improvement'*. A wider review of the service is therefore recommended. At the time of writing the Regulator of Social Housing continues to review the case. Evidence provided by the council is under consideration. It is expected to take a few weeks before any decision is announced. The HSE have decided not to pursue any action against the council.
- 2.3 This report presents ARK's findings and recommendations. It updates Cabinet on progress to resolve the problems at Regina Road and assist the residents affected and to identify and resolve any problems at other housing blocks of similar age. Finally, the report asks Cabinet to adopt an initial action plan in response to the recommendations made by ARK and to approve the creation of the post of an Interim Executive Director of Housing and the setting up of a Housing Improvement Board.

3. BACKGROUND

- 3.1 A water leak first reported in 2017 went undiagnosed and unrepaired in 1-87 Regina Road. This defect was allowed to grow into a major problem that presented a risk to health and safety and significantly impacted the quality of life of four households.
- 3.2 The water leaks into four flats were caused by a corroded copper rising water main in the floor slab between two flats (one above, the other below). Residents' concerns were left unresolved and opportunities to resolve the problem were missed from 2017 onwards. The block has been known to experience other water leaks caused by corrosion in the pipework, as well as a leaking roof.
- 3.3 On 19 March a media organisation informed the council of a report it was going to broadcast on 22 March on national news about the housing conditions at the council high-rise block at 1-87 Regina Road.
- The council's response***
- 3.4 Three households were moved from their flats in Regina Road into emergency accommodation, two of them on 19 March (the day the media organisation brought their report to the council's attention), and the third on 26 March. The fourth affected flat was empty. Two of the households have subsequently been rehoused in alternative council properties: one permanently; the other temporarily, in view of their stated wish to return to Regina Road. The third tenant has accepted an offer of alternative council accommodation, and

remains in emergency accommodation whilst the property is decorated. The council has also been replacing the tenants' damaged furniture and other household items.

- 3.5 The leak was repaired and the council's engineers confirmed that the building meets all building control requirements for structural safety. Steps are being taken to repair the damage to the affected flats, although the flats will take some weeks to dry out before repair work can start. The flats will be prepared for reletting as soon as is practicable.
- 3.6 The Leader of the Council and Cabinet Member for Homes both spoke to residents, including those who have been most affected, to offer apologies, answer questions and hear feedback. In addition, the Leader of the Council, Cabinet Member for Homes visited the block. At the request of residents a private meeting was held with the Leader, Cabinet Member, Ward Councillors and the Chief Executive and Interim Director of Place, to which residents of the three blocks at Regina Road were invited.
- 3.7 The Tenancy Team and Resident Involvement Team maintained a daily presence at 1-87 Regina Road and two other blocks from 23 March for two weeks. The main purpose was to try to reassure residents who had questions about the council's response that repairs were underway at the affected properties. It also gave residents living at the blocks an opportunity to raise any other issues requiring attention to officers onsite who referred them on to the appropriate teams at the end of each day in an effort to resolve issues as quickly as possible. A letter was delivered to all residents in the block with information on current actions and future plans, and details of how to contact the tenancy service.
- 3.8 Repairs staff inspected other flats in the building in order to identify any other repairs required. While the roof has had local repairs, there has been water damage to three upper floor flats, some of it severe, over a long period. One of the tenants has been placed in temporary accommodation, but has expressed the wish to return to Regina Road once this is possible. Another tenant has been identified for a move but declined an offer of emergency accommodation, preferring to remain in the flat while awaiting a permanent move because of her children's needs. The third and fourth tenants, are occupying upper floor flats that require minor works and are awaiting offers of sheltered flats. The council is maintaining close contact with tenants across Regina Road via local Ward Councillors and the Tenancy and Resident Involvement Teams to support tenants throughout this period.
- 3.9 Two other flats on lower floors have also suffered damage from leaks. One flat was affected by a leak for one year before it was resolved in December 2020. Work has been requested to make good the damage, now that this flat has dried out, and in the other flat to wash mould off the kitchen ceiling, redecorate the bathroom and refit the lighting fixture. In an unrelated issue, three flats suffered minor damage when a tenant left the taps on.
- 3.10 Contact has been made with all residents of the council's 15 other high-rise blocks of similar design. The letter drop to them resulted in 18 responses (as at

5 May), 15 of which reported leaks or damp. There were 48 additional repair issues raised in respect of other properties (as at 5 May).

- 3.11 The council updated all 1,252 households in the council's high-rise blocks by letter about the actions it has been taking, and will begin undertaking similar precautionary checks in all 25 other council high-rise blocks in May. The council has agreed to undertake further detailed surveys at an initial five blocks including three in Regina Road, which will inform future investment priorities in those homes. Further follow-on inspections and surveys across the council's housing schemes will be planned in accordance with a proactive approach to future planned stock investment programmes. The timing and sequencing of surveys will be published in due course.
- 3.12 On 23 March, the council commissioned ARK to conduct a rapid independent investigation. The consultancy began its investigation on 24 March, interviewing council staff, councillors and tenants from 1-87 Regina Road. ARK delivered a first draft of their report on 9 April. The council asked the consultancy to conduct some further investigations in order to capture more evidence from residents, staff and contractors to fully complete the investigation. ARK delivered its final report and recommendations to the council on 26 April (detailed in Appendix 1).
- 3.13 In order to strengthen the repairs and asset management functions immediately, the Interim Executive Director of Place identified a number of staff vacancies and took swift action to fill them. The council is recruiting to the following nine vacant posts, plus one cover for long term sickness absence:
- Members & Residents Services Officer
 - Engagement and Digital Inclusion Officer
 - Senior Repairs Inspector
 - Repairs Inspector
 - Gas Servicing Officer (recruitment of agency cover for long term sickness)
 - Gas Engineer and Gas Contract Supervisor
 - Compliance Manager
 - Senior Fire Safety Compliance Surveyor
 - Two Principal Asset Management Analysts.

4. ARK'S INVESTIGATION AND SUMMARY OF FINDINGS

- 4.1 The council's terms of reference for the independent investigation (detailed at Appendix 2) required ARK to:
- Conduct an immediate investigation focussed on the four flats affected to establish a detailed timeline of events; the likely cause of the damp and mould; action or inaction taken by the council, its staff and its contractors in respect of repairs, assessing issues in the block, and supporting or rehousing residents affected; any issues in contacting the council by those tenants; and any evidence that discrimination, in particular on the grounds of race, played a part in the treatment of these tenants;

- Assess whether the council's processes for the reporting and rectification of repairs and relationship with tenancy management are fit for purpose, identifying where they fall short of both standard and best practice;
 - Explore the role of staff and contractors that led to conditions in the flats deteriorating, and highlight likely failings and where possible make recommendations for the oversight of repairs work and related tenancy functions.
- 4.2 ARK's investigation was a rapid review, focussed on the disrepair in one block of flats. Gaps and inconsistencies remain, but it uncovered *'a range of underlying issues primarily across the council's operational teams (repairs, asset management and tenancy management) and to some extent with its contractor'*. In ARK's view these issues led to a failure to deliver *'even basic 'core' housing services effectively. They are potentially symptomatic of poor performance across the council's housing service and impact on its ability to drive self-improvement'*. The findings suggest the need for a wider review of the housing service.
- 4.3 The five key findings about the housing service are:
- a lack of capacity and competence;
 - a poor operating culture with a lack of care and respect for tenants;
 - systemic problems in how the council communicates and deals with tenants' concerns and complaints;
 - weak performance management, meaning senior managers do not appear to know what is going on; and
 - poor use of data and 'intelligence' by the council and its contractors.
- 4.4 In particular, the report made the following findings about the repairs, asset management and tenancy management functions:
- i. Basic 'core' housing management practices were not followed to resolve problems or to protect tenants from risk.
 - ii. Staffing was significantly under-resourced and the service was reactive.
 - iii. The fragmentation of housing roles across the council potentially makes it harder to address issues with performance, communication and working across teams.
 - iv. Council and contractor staff do not always treat tenants with care and respect. ARK found no clear evidence of discrimination on race grounds, but there were wider issues with all tenants being seen as less worthy of respect.
 - v. The council is not visible or seen as open and accessible to tenants. Tenants do not know where to go to raise issues.
 - vi. There was extremely weak performance management. Any competent housing provider or contractor would have readily identified these problems.
 - vii. There are blurred lines of responsibility and accountability between the council and its main repairs contractor.
 - viii. The council is over-reliant on contractor data to monitor repairs performance.
 - ix. The council's understanding of the condition of its housing stock and its ability to make sound investment decisions is poor.

- x. Positively, the council has successfully installed sprinklers in all but 12 of its 1,252 high-rise flats.

4.5 ARK identified the following issues as requiring an immediate response.

Actions being taken to address these issues are included in the action plan:

- i. Two unfilled posts in the Compliance function which oversees delivery of health and safety activities in the housing service.
- ii. Problems at Regina Road such as a leaking roof are still treated as 'one-off' repairs, yet disrepair claims against the council are increasing.
- iii. Tenants were often seen as demanding, difficult to deal with and less worthy of respect. Some council staff lack empathy with tenants. These attitudes appear to be going unchallenged.
- iv. Disruptive work may have compromised fire safety measures – the door to one flat does not meet the required safety standard. ARK has asked for confirmation that works identified in a Fire Risk Assessment undertaken in October 2020 have been completed in line with recommended timescales.
- v. ARK has some concerns about allocations, tenants' understanding of their tenancy status and overcrowding in the block that should be explored further.
- vi. The council lacks a simple, effective, clear and accessible route to get tenants' concerns and complaints resolved.
- vii. Tenants do not know to whom they should report failures in the day-to-day repairs service or non-repair issues and often do not know their tenancy officer.
- viii. Relations between the council and its main contractor appear to focus on monitoring performance rather than actively managing it.
- ix. Intelligence and data exist in 'silos' and do not appear to be drawn together to give a holistic view of asset performance or inform strategic decision making or budget setting.
- x. Surveys of half the flats at 1-87 Regina Road identified damp, mould and condensation. The council planned to investigate the installation of a mechanical ventilation system before Covid struck, but the roof was considered 'fit for purpose'. However, leaks into the top floor flats are now common, with patch repairs having limited effect.
- xi. The high level of responsive repairs demanded suggests the need to proactively invest in homes. The council should assure themselves that key data on stock condition and health and safety responsibilities is accurate.
- xii. The council should proactively survey other blocks of similar age to Regina Road and develop clear plans for their future.

5. SUMMARY OF ARK'S RECOMMENDATIONS

Immediate actions

5.1 ARK has identified a number of key issues (listed at 4.5 above) that require immediate action and the council is producing its own recommendations in response to these. To address them and provide building blocks for further service improvement, they recommend a realignment of resources to establish:

- a team focussed on policy and performance and control of service delivery.

- a team focussed on improving investment planning to ensure homes are sustainable over the longer-term.
- a strategic group with the power to oversee the development and implementation of a recovery plan and to direct the initial work of the investment planning and control teams. It should involve tenants in the development of plans and scrutiny of outcomes.

Recommendations for improvement

5.2 ARK have made recommendations for improvement in seven areas, on governance and strategic leadership of the housing service; workforce planning and skills development; cultural and behavioural change both of council staff and contractor operatives; tenant involvement; business intelligence; performance management; and complaints handling. These are detailed in the investigation report at Appendix 1.

6. CROYDON'S INITIAL ACTION PLAN AND PLAN FOR IMPROVEMENT

Issues requiring an immediate response

6.1 The council's actions to date are detailed in section 3. The independent investigation identified 12 issues, listed at 4.5 above, that required an immediate response. The council has already taken the following action to begin to respond to some of the issues. Further actions to address these issues are included in the initial action plan:

- ***Resourcing of compliance function:***
 - The council is recruiting a Compliance Manager (interviews due on 17 May) and a Senior Fire Safety Surveyor (closing date for applications 19 May), in order to resource the compliance function fully.
 - As at 4 May 2021, 98.68% of all council social housing homes had a valid gas safety certificate. The council is taking intervention and enforcement actions to ensure all homes have a valid safety certificate. At 4 May, 39 homes were subject to enforcement action to ensure gas appliances are serviced. The level of non-compliance has fallen from 276 homes on 9 April to 172 homes (1.32%) without a valid certificate on 4 May. The council is also introducing longer term improvement measures to achieve 100% compliance on all gas safety matters; these are detailed in the action plan.
 - The council has instructed a specialist housing and repairs consultancy to undertake from 10 May 2021 a random dip test of homes that were subject to a high priority repair item to provide assurance, or to inform the need for further compliance audits in the months ahead. These tests will also cover gas compliance.
- ***Other problems causing damp and mould treated as 'one-off' repairs:*** Repairs staff have contacted all other tenants in the block, visiting the flats to identify any other disrepair in the building and schedule appropriate action. Further action is set out in the initial action plan.
- ***Outmoded culture and attitude among a number of staff towards tenants:*** Directors, heads of service and managers have been specifically

directed to challenge all instances of outmoded attitudes, disrespect and lack of empathy for tenants. Further action is set out in the initial action plan and this will be a key component of the Interim Executive Director of Housing's work.

- ***Disruptive work may have compromised fire safety measures:***
 - The door to a flat that is vacant, pending the repair of damage caused by the leak, will be replaced as specified by the fire risk assessment, as part of those repairs.
 - The other recommendations in the fire risk assessment related to residents' items in communal areas. Most of the items to the rear of the block have been removed as well as some residents' items in communal areas. Arrangements have been made to remove two remaining items to the rear of the block and action continues for the removal of residents' items that remain in communal areas.
 - Recommendations in fire risk assessment reports are made into works orders for immediate attention in the small number of cases that are rated as high priority; otherwise they fed into the planned maintenance programme. The council has sought independent assurance by instructing a specialist housing and repairs consultancy to undertake from 10 May 2021 a random dip test of homes that were subject to a high priority repair item to provide assurance, or to inform the need for further compliance audits in the months ahead.

- ***Route for resolving concerns and complaints and Tenant lack of awareness of how to report issues:***
 - Council staff were present at Regina Road for two weeks to give residents an opportunity to identify any other issues that needed addressing.
 - A letter to all residents in the block on 29 March gave details of how to contact their tenancy officer. In addition, the council wrote to the residents of all 16 council-owned blocks of flats of similar design with details of how to contact the tenancy service.
 - The council is in the process of helping Regina Road residents to set up a residents group.
 - Further action is set out in the initial action plan.

- ***Management of contractor contract:*** Action is set out in the initial action plan.

- ***Use of data and intelligence and Accuracy of data on stock condition and health and safety:*** The council has authorised recruitment of two principal asset management analysts. Further action is set out in the initial action plan.

- ***Proactive survey of all tower blocks:*** Precautionary checks will be conducted at all 26 council-owned high-rise blocks, starting in May 2021. Further action is set out in the initial action plan.

Initial action plan

6.2 The independent investigation report and the initial action plan (detailed at Appendix 3) are the start of a much longer-term and wider-reaching review and

improvement programme for the council's housing services. Residents will be informed and involved in the process. The review will consider how the council fully involves its tenants and leaseholders, both in terms of responding to issues raised and in the co-design and co-delivery of services. The review will also consider delivery of the repairs service, in order to identify the most cost effective means of providing the service that also meets the standards expected by tenants and leaseholders.

- 6.3 The initial action plan details the council's steps to provide the building blocks for further improvement of the housing service, responding to the 'immediate actions' recommended by the independent investigation and detailed at 4.5 above. This will be achieved mainly through the realignment of existing resources.
- 6.4 The Chief Executive under delegated powers is proposing to recruit for a period of up to six months an Interim Executive Director of Housing, who will bring together the council's housing functions and improvement work into one place.
- 6.5 A new strategic body, the independently chaired Housing Improvement Board, will oversee the development and implementation of a Housing Improvement Plan and direct the initial work of the investment planning and control teams. The council will seek the advice of housing professionals and engage with its tenants and leaseholders to test its approach in establishing the board and deciding on its membership. The Board will involve tenants and leaseholders in the development of plans and scrutiny of outcomes.

Housing Improvement Plan

- 6.6 Elements of the council-wide three year Croydon Renewal Plan adopted by Cabinet in December 2020 address issues raised in the investigation and support implementation of its recommendations:
- Stronger governance, management practice and the management of demand and cost
 - A new system of internal control for finance, performance and risk
 - A programme to change culture and behaviours so that all staff live by the council's values and have the core skills and capabilities to do their jobs effectively. It also aims to strengthen management capability, improve performance management and strengthen accountability.
- 6.7 The council will develop the longer-term Housing Improvement Plan to address the seven recommendations for improvement, summarised at 5.2 above. This process will be led by the Interim Executive Director of Housing and overseen by the Housing Improvement Board. This Plan will include further work to strengthen governance and leadership; workforce planning and the skills development; cultural and behaviour change both of council staff and contractor operatives; strengthened resident involvement; the better use of accurate and up to date business intelligence; stronger performance management; and improved complaints handling.

- 6.8 The council recognises that the issues identified by ARK are potentially symptomatic of poor performance across the housing service and longer term systemic failures that have built up over a long time. The holistic plan will address other issues in the housing service not considered by the investigation, including the quality and cost of emergency and temporary accommodation the council secures for homeless households, which is the subject of an ongoing review by the council in preparation for the development of a strategy for emergency and temporary accommodation. The review will also consider the impact of living in emergency and temporary accommodation on families with children and on the number of children who come to be looked after by the council. A housing strategy is also under development to set the approach to housing for the borough.
- 6.9 The council notes ARK's view that the housing service is inward-looking and failing to keep up-to-date with good practice. In developing its Housing Improvement Plan, the council will learn from benchmarking and from other social landlords as well as housing experts across the sector.
- 6.10 The findings and recommendations of the ARK investigation contain allegations that systemic management and operational failings have contributed to the inadequate conditions at Regina Road specifically; but also more generally in relation to housing management. The council will need to properly consider, in line with its staff policies and procedures, what, if any, investigation is required to be taken.

7 EARNING TENANTS' CONFIDENCE

- 7.1 Two key findings of the independent investigation were a poor operating culture with a lack of care and respect for tenants, the lack of visibility of the council to its tenants and systemic problems in how the council communicates and deals with tenants' concerns and complaints. This has built up over a considerable period of time. ARK's report has recommendations for improving the council's handling of complaints and for strengthening its capacity, competence and commitment to resident involvement, through training and developing staff and reviewing existing participation structures to ensure tenants' and leaseholders' voices are heard.
- 7.2 The council is committed to regaining tenants' confidence and improving its service for them. A wider review of the housing service will consider in particular how the council fully involves its tenants and leaseholders, both in terms of responding to issues raised and in the co-design and co-delivery of services. Tenants and leaseholders will be included in the membership of the Housing Improvement Board that will oversee the review as well as the development and implementation of the more detailed Housing Improvement Plan. Tenants directly affected by the Regina Road situation have been invited to take part.
- 7.3 The existing structures for resident participation and scrutiny, the Tenants and Leaseholders Panel, the Housing Scrutiny Panel, housing services inspectors and mystery shoppers, all have a role for testing and holding the housing service to account. There is currently no tenants or residents association that

covers Regina Road. The council is seeking to work with Regina Road residents to set up a residents group. The council will seek the views of council tenants and leaseholders in Croydon as well as of other experts in the borough and beyond, on how the participation of tenants and leaseholders can be widened as well as deepened.

8. CONSULTATION

- 8.1 As part of its independent investigation, ARK interviewed council staff, councillors and stakeholders as well as tenants from 1-87 Regina Road.
- 8.2 As part of the membership of the Housing Improvement Board, tenants and leaseholders will be involved in overseeing the development and implementation of the Housing Improvement Plan. The council will engage with members of the Tenants and Leaseholders Panel as well as tenants and leaseholders more widely to inform the setting up of the Board. Tenants directly affected by the leaks and those living in the blocks at Regina Road will be asked if they wish to be part of this work.
- 8.3 The council will also test its approach through engaging with housing professionals in the borough and in other local authorities and across the housing sector.

9 PRE-DECISION SCRUTINY

- 9.1 An update of the council's initial response to the housing conditions at Regina Road and the terms of reference for the subsequent investigation was provided to the Scrutiny & Overview Committee on 30 March 2021.
- 9.2 The Committee broadly accepted the terms of reference for the independent investigation. It welcomed confirmation that a review of housing services had been brought forward in light of the issues experienced by tenants at Regina Road. It recommended that:
 - Prior to starting the review, the council's long term vision for its housing services needed to be defined and then used as a basis for the review.
 - The review also needed to consider how the council listens to the voice of its tenants both in terms of responding to issues raised and in designing services.
 - The process for tenants reporting issues and how they are subsequently dealt with needs to be comprehensively overhauled to ensure the needs of tenants are prioritised in any future delivery model.
 - Delivery of the repairs service should be reviewed, when possible to do so under the terms of the current contract, to establish the most cost effective means of providing the service that also met the standards expected by tenants.

- 9.3 The report of the independent investigation and the council's initial action plan will be shared with the Tenants and Leaseholder Panel and the Housing Scrutiny Panel, the Scrutiny and Overview Committee, the Ministry of Housing, Communities and Local Government (MHCLG), Croydon's Improvement and Assurance Panel, the Regulator of Social Housing and the Local Government Association.
- 9.4 A report will be made to the Scrutiny and Overview Committee to engage its members on the initial action plan, progress in implementation and developing the Housing Improvement Plan.

10 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 10.1 The immediate financial impact of implementing the recommendations included within this report is the cost of an unbudgeted executive director for 6 months at an estimated cost of £104,250. This cost will be met from HRA general reserves which, as a provisional outturn figure, will stand at £27m at 31 March 2021. This is an increase of around £12m from 1 April 2020 due to Covid related delays in Planned Maintenance work across 2020/21. There will be a need to catch up on this delayed work as well as prepare for increased stock investment and fire safety improvements in the medium to long term which will need to be found from reserves or from ongoing savings measures within HRA revenue spend.
- 10.2 The financial impact of implementing the Initial Action and Improvement plan will include an unquantified increase in responsive repairs costs; additional staffing costs to create the Policy and Performance and Investment Planning teams; an increase in training and development and other HR support costs and the cost of investment in digital systems and reporting tools (Business Intelligence). Detail of the plans for this increased spend will need to be approved via appropriate governance mechanisms.
- 10.3 The Responsive Repairs budget is £14.18m for 2021-22 and the base budget for Planned Maintenance work is £26.771m. Both of these budgets will need to be reviewed for 2021-22 and future years to ensure that assets are appropriately maintained, tenants are provided with services that are fit for purpose and that the long term financial stability of the Housing Revenue Account is secured.

The effect of the decision

- 10.4 The short-term appointment of an unbudgeted Executive Director will by itself have minimal impact on the overall financial position of the HRA; the challenge will be to ensure that robust controls and monitoring measures are in place around the implementation of improvement plans that must be set out in more detail at a later date.

Risks

- 10.5 In developing its action plan the council recognises the importance of listening to its tenants and leaseholders in identifying and reducing risk to them and for the council. There is a long term financial risk in insufficiently investing in HRA

assets that must be considered in reviewing and setting the budget.

Options

- 10.6 The options to best meet the needs of council tenants and to manage and maintain the HRA stock should be considered as plans are developed.

Future savings/efficiencies

- 10.7 No opportunities for savings or efficiencies are presented at this stage of the review process.

Approved by: Chris Buss – Interim Director of Finance , Investment and Risk

11. LEGAL CONSIDERATIONS

- 11.1 The Head of Litigation and Corporate Law comments on behalf of the interim Director of Law and Governance that the Council is generally responsible for making sure the structure of rented property is kept in good condition (which includes the walls, ceiling, roof and windows); gas and electricity appliances work safely; and shared parts of a building or housing estate are kept in good condition.
- 11.2 The Council's Tenancy or Lease Agreements set out express terms in relation to both the rights and obligations of the Landlord and the Tenant regarding repair and maintenance responsibilities.
- 11.3 Whether a housing disrepair claim can be made against the Council, principally arises out of contract and statute law.
- 11.4 The basis of a claim can arise under s.11 of the Landlord and Tenant Act 1985 (LTA 1985). In addition, repairing obligations are implied in certain circumstances pursuant to a range of other legislation such as the Defective Premises Act 1972. There are also some standard implied terms developed by the Courts that:
- 1) if a landlord carries out repairs, they must be done with reasonable skill and care using proper materials; and
 - 2) a landlord must not derogate from its grant. This means where a landlord has taken steps, or granted rights to another party, which render the premises unfit or unsuitable for the purpose for which they were let.
- 11.5 Failure to comply with these implied terms can result in a civil claim for damages and specific performance. A claim for compensation can also be made under the Housing Act 1985. Claims in common law nuisance or negligence can similarly arise. Allegations of statutory nuisance can also be pleaded in the Magistrates' Court under the Environmental Protection Act 1990 where this is evidence to support such a claim. A housing conditions claim may include a personal injury element.
- 11.6 Separately the Homes (Fit for Human Habitation) Act 2018 contains implied covenants that residential rented accommodation is provided and maintained in a state of fitness for human habitation.

- 11.7 The Housing Ombudsman (THO) established under the Housing Act 1996 (as amended by the Localism Act 2011) is responsible for investigating complaints about member landlords in accordance with a scheme approved by the Secretary of State. The role of THO is to seek to resolve disputes involving members of the Scheme, including making awards of compensation or other remedies when appropriate, and to support effective landlord-resident dispute resolution by others.
- 11.8 In addition, the Housing and Regeneration Act 2008 established the Regulator of Social Housing (RSH) an executive non-departmental public body of the MHCLG. The RSH sets regulatory standards, codes of practice and guidance for registered providers of social housing. The regulator will consider complaints and referrals to determine whether there is evidence of a breach of its regulatory standards. The Council has self-referred itself to the regulator.
- 11.9 The *Charter for Social Housing Residents – the Social Housing White Paper* published in November 2020 sets out actions the government propose to take to include a Charter for Social Housing Residents, plans for new regulation, a strengthened Housing Ombudsman to speed up complaints, and a set of tenant satisfaction measures that social landlords will have to report against.
- 11.10 The power to appoint staff under the Local Government Act 1972 section 112 is specifically designated as a non-executive function under the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 and sits with the Council's Head of Paid Service and its Appointments Committee.
- 11.11 The Local Government Act 1999 imposes a requirement on all local authorities to deliver 'best value' which requires the Council to demonstrate that it is making arrangements that are economic, efficient and effective and the Council has had regard to the need to secure continuous improvement in how it carries out its work. The investigation and the proposed review of the Council's housing function will be a significant contributor to meeting the Council's legal duty of 'best value' and therefore this report complies with that legal duty.

Approved by: Sandra Herbert, Head of Litigation and Corporate Law for and on behalf of the interim Director of Law and Governance.

12. HUMAN RESOURCES IMPACT

- 12.1 The interim appointment of the Executive Director of Housing was conducted in accordance with the council's requirements for its recruitment practice. A request was made across procure frameworks for temporary staff and a diverse and politically proportionate member panel interviewed with advice from Human Resources and the interim Chief Executive. After six months any further extension to the role will be a matter reserved for an Appointments Committee.
- 12.2 This role will provide additional capacity and focussed leadership for the staff teams and drive the improvement plan actions to develop and implement the required workforce improvements.

- 12.3 The findings and recommendations of the ARK investigation contain allegations that systemic management and operational failings have contributed to the inadequate conditions at Regina Road specifically; but also more generally in relation to housing management. The council will need to properly consider, in line with its staff policies and procedures, what, if any, investigation is required to be taken.

Approved by: Sue Moorman, Director of Human Resources

13. EQUALITIES IMPACT

- 13.1 The proposed recruitment of an Interim Executive Director of Housing and the interim action plan proposed, will achieve an improvement in the quality, visibility, accessibility and responsiveness of the housing service to the needs of all tenants and leaseholders and improve housing conditions in council homes for all tenants. There are no negative impacts for people with protected characteristics.
- 13.2 The ARK report found no clear evidence of racial discrimination, but did find that there were wider issues, with all tenants being seen as less worthy of respect. The proposed action plan includes immediate measures to improve the operating culture and attitude of staff toward tenants as well as a longer term cultural transformation programme to ensure council staff and contractor operatives consistently deliver a tenant-focussed service and have a culture of 'safety first', respect and empathy for tenants. The Council will ensure staff are aware of its Code of Conduct, Commitment to Equality and Equality in Employment Policy, and complete Equality and Diversity ELearning.
- 13.3 Given the high percentage of households from black and ethnic minority backgrounds in the Regina Road flats in particular, among homeless households and council homes generally, compared with the borough as a whole, the work to improve council homes will have a positive impact. This is also true of the planned wider ranging review of the housing service – including the quality and cost of temporary accommodation and the review of historic housing allocations (as the percentage of tenants of flats in Regina Road who are from BAME communities is disproportionately high, compared to the percentage of Croydon Council tenants generally and the population in the borough) and assessment of the housing need of those who need to move to larger accommodation, which will lay the basis for a longer term plan for further improvements to the housing service.
- 13.4 As part of its investigation, ARK interviewed council staff, councillors and tenants from 1-87 Regina Road. Residents of the three blocks at Regina Road have also met with the Leader, Cabinet Member and Ward Councillors. The wider review of the housing service will consider in particular how the council fully involves all its tenants and leaseholders, both in terms of responding to issues raised and in the co-design and co-delivery of services. Tenants and leaseholders will be included in the membership of the Housing Improvement Board that will oversee the review as well as the development and implementation of the more detailed Housing Improvement Plan. Tenants directly affected by the Regina Road situation have been invited to take part.

The council will ensure that the resident participation is representative of the council tenants and leaseholders generally and the tenants who occupy the Regina Road flats in particular.

Approved by: Yvonne Okiyo, Equalities Manager

14. ENVIRONMENTAL IMPACT

14.1 There is no environmental impact arising from this report.

15. CRIME AND DISORDER REDUCTION IMPACT

15.1 There is no crime and disorder impact arising from this report.

16. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

16.1 Acceptance and implementation of the recommendations of the independent investigation into housing conditions in the council flats at Regina Road are the essential first steps to improve the council's housing services and ensure that the council delivers the best quality core service that it can afford and provides value for money for council tenants and leaseholders.

17. OPTIONS CONSIDERED AND REJECTED

17.1 The seriousness of the report's findings leave the council with little option other than a full scale review of the housing service; and the investment of appropriate resources to drive the improvement that tenants and leaseholders should expect and deserve. The recommendations of ARK's investigation report are clear, and require action in response.

17.2 While doing nothing is not an option, in deciding the scope of the action to be taken, the council has to consider that this is restricted by its financial situation (including that of the Housing Revenue Account). Bringing the housing services together could be delayed, but this would impede the ability of the new Interim Executive Director to improve them and could impact staff morale in the interim. Whilst committing to recruit is a cost to the council, this should result in improved services and reduced overall risk.

17.3 There is the option of not recruiting the new Interim Executive Director post, but no current Executive Director has the necessary housing experience or capacity to lead the level of strategic, operational and cultural change needed to drive improvement on the scale required by the findings of the ARK investigation.

18. DATA PROTECTION IMPLICATIONS

18.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

YES

18.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

NO

The Interim Executive Director of Place comments that the housing conditions experienced by tenants of 1-87 Regina Road have been noted in order to arrange repair, and their housing needs have been recorded in order to arrange emergency accommodation and permanent rehousing where this is appropriate. Personal data held as part of housing IT systems within the council is managed carefully and shared with contractors and partners only as appropriate, in line with GDP regulations.

The management and use of personal data to inform the investigation, this report and the subsequent action plan will not vary from established systems and data management that are deemed compliant with GDP regulations.

Approved by: Sarah Hayward, Interim Executive Director of Place

CONTACT OFFICER:

Sarah Hayward, Interim Executive Director of Place, 020 8407 1325

APPENDICES TO THIS REPORT

Appendix 1A	Report of Independent Investigation by ARK Consultancy
Appendix 1B	LB Croydon timeline
Appendix 2	Regina Road Terms of Reference
Appendix 3	Council's Initial Action Plan

BACKGROUND PAPERS:

None



CROYDON COUNCIL

Independent Investigation

May 2021

CONTEXT

1. Croydon is an outer London borough located in the south of London. The borough has a rising population of around 400,000¹, the second largest population of all London boroughs, of which 53.1 per cent are from Black, Asian and Minority Ethnic communities².
2. There are 160,100 homes in Croydon³. Rates of owner occupation are lower than the England average at around 59 per cent compared to the England average of around 64 per cent (as at the last census in 2011). The private rented sector accounts for 21 per cent of the stock well above the national average of around 18 per cent⁴.
3. Social renting, including the Council's 14,360 homes and a further 11,500 housing association homes, accounts for around 18 per cent of homes – in line with the national average. The Council's housing service normally completes about 65,000 repairs a year to its housing stock – comparatively a very high number of repairs.

BACKGROUND

4. A relatively routine building component failure (a water leak) went undiagnosed and unrepaired in 1-87 Regina Road, South Norwood, for a combined period of around 4 years. In this time, left unchecked it was allowed to grow from a minor defect into a major problem that presented a risk to the health and safety and significantly impacted the quality of life of residents.
5. Residents' concerns were left unresolved and opportunities to resolve the problem were missed from 2017 onwards. Ultimately this resulted in a high-profile news report on 22nd March 2021 which led to this investigation.
6. ARK understand the cause of the water leaks into Flats A, B, C and to a lesser extent D Regina Road were caused by a corroded copper rising main in the slab between Flats C and D. This detail exists throughout the building. The block is also known to experience other water leaks caused by corrosion in the pipework, as well as a leaking roof. (The flat addresses have been changed to protect the privacy of individuals).
7. 1-87 Regina Road is an 11-storey block consisting of 44 one-bedroom flats. It was built in 1965 and was re-clad in 1999. In 2018/19 the block was fitted with a water sprinkler system which involved fitting a new water tank on the roof. It has had its kitchens and bathrooms updated, as well as some fire safety work such as the installation of fire doors. There was a limited stock condition survey of the block completed in 2017.

¹ Source: ONS population projections, Croydon Observatory

² Source: GLA 2016-based Round of Demographic Projections, November 2017

³ Source: Valuation Office Agency - Council Tax: Stock of Properties, published 24/9/20

⁴ ONS 2011 census

ARK'S FINDINGS

8. ARK's investigation identified no single reason as to why the problems at Regina Road occurred. Rather there are a range of issues primarily across the Council's operational teams (repairs, asset management and tenancy management) and to some extent with its contractor.
9. In ARK's view these issues led to a failure to deliver even basic 'core' housing services effectively. They are potentially symptomatic of poor performance across the Council's housing service and impact on its ability to drive self-improvement. These issues are:
 - a lack of capacity and competence;
 - a poor operating culture with a lack of care and respect for tenants;
 - systemic problems in how the Council communicates and deals with tenants' concerns and complaints;
 - weak performance management meaning senior managers do not appear to know what is going on; and
 - poor use of data and 'intelligence' by the Council and its contractors.

DISCLAIMER

10. The London Borough of Croydon (the Council) asked ARK Consultancy (ARK) to conduct an independent urgent fact-finding investigation. The immediate focus was on the events which led to a high-profile news report covering the housing conditions experienced by residents of the block 1-87 Regina Road in South Norwood.
11. The report sets out ARK's key findings. Because of the urgency needed ARK acknowledge that potentially not all the issues that may have contributed to the problems have yet been identified. The report also does not seek to provide a 'balanced' picture – ARK's focus has been on identifying the key areas for improvement and lessons to be learnt.
12. The report solely reflects ARK's views based on the information made available to date. ARK has highlighted some concerns to the Council about the accuracy, completeness and reliability of the information provided. ARK has not conducted a forensic investigation or an audit of the information and do not accept liability for this report's accuracy or completeness.
13. ARK do not accept a duty of care or liability to any person in respect of this report or any actions or decisions taken in relation to its key findings. No third party may rely on its contents.
14. The report has been prepared for the Council's sole use and has been published at their request.
15. ARK would like to thank all staff, councillors and stakeholders who contributed to this report. In particular our thanks are extended to the tenants from 1-87 Regina Road who readily gave of their time to help us with the investigation.

A. KEY FINDING: A LACK OF CAPACITY AND COMPETENCE.

- The Council’s housing service is experiencing significant issues with staffing resources. Resources are stretched with problems with recruitment and low morale. High vacancy rates exist across the service but are highest in the repairs teams – some are operating with only half their staffing complement. Consequently, the service is focused on ‘firefighting’ and reacting to circumstances and events, rather than getting ahead of things and being proactive.
- Resourcing of the Council’s Compliance function which oversees the delivery of the Council’s health & safety activities within the housing service, including fire safety and gas servicing, is inadequate. Currently only one of three posts is filled. *This issue requires an immediate response.*
- ARK understand each tenancy officer is responsible for a patch of more than 1,000 properties, which is double what ARK might typically see from a high-performing housing provider.
- The Council’s staff do not appear to understand their role in delivering even basic ‘core’ housing services effectively. There is little emphasis on gaining professional skills or qualifications within the housing service. Recruitment and retention issues means that an increasing proportion of staff lack the experience and skills needed. Training and development opportunities to upskill staff have been limited.
- ARK found the Council’s managers have insufficient focus on housing issues. This is driven by the fragmentation of housing roles across the Council. A form of matrix management is employed. This model is potentially making it harder for the Council to address issues with performance, communication and working across teams. ARK is also concerned about the spans of management control particularly for such complex and dynamic services in a context where staff capacity and competence is poor.
- The Council’s housing service is inward-looking and failing to keep up to date with good practice. Access to good practice notes and standardised procedures appears limited. There is little or no recent evidence of learning from benchmarking or from other social landlords.
- Basic ‘core’ housing management practices were not followed to resolve problems or to protect tenants from risk. After more than two years of failed attempts to remedy the problems, the Council agreed to decant the tenant of Flat C in early December 2019. However, the Council did not agree to decant the tenant of the flat above (Flat D), or to arrange access to their flat for investigatory work to identify and fix the leak. *This was the first of several missed opportunities by the Council’s operational staff to resolve the problems at Regina Road.*
- It took the Council 7 months to arrange to move the tenant from Flat C despite the unsatisfactory housing conditions experienced. Almost 10 months later, Flat C is still vacant. *There were further missed opportunities by the Council’s operational staff to resolve the problem during this period.*
- It is unclear why the tenant of Flat D was not decanted at the same time as Flat C, even if this was only for a short period. This would have allowed the Council to diagnose and remedy the problem much more easily. ARK understand some Council staff believed the tenant of Flat D to be ‘difficult’.
- Efforts to gain access to Flat D from December 2019 onwards were unfocussed and uncoordinated. ARK found no evidence that the Council had a clear operational procedure or an awareness of best practice in its approach. After a delay of 9

months (following repeated contractor requests and the decant of Flat C at the end of June 2020) the Council moved to use its draconian powers of entry to gain access to Flat D in March 2021.

- A co-ordinated series of actions applied on an escalating scale in line with operational procedures or best practice to encourage the tenant of Flat D to allow access or leave (if only for a few days) does not appear to have been attempted.
- The housing service failed to call on knowledge and experience from across the Council for example, social care or environmental health to support and encourage the resident to provide access.
- The Council also failed to draw on knowledge from a specialist company (between 2017 and late 2019) to diagnose and resolve the leak between Flats C and D.
- From July 2020 Council and contractor staff dealt with Flat C as a 'standard void'. This means they carried out repairs while water was still pooling on the floor and running down through the walls and ceilings into Flats A and B. This was a waste of resources.
- Repeated call-outs continued to be made with the contractor attempting to tackle leaks and remedy associated electrical faults in Flats A and B. Despite this because the Council did not gain access to Flat D the source of the ongoing leak between Flats C and D was left unresolved. Successful action in stopping the leak was not taken until the tenants of Flats A, B and D had all been moved into emergency accommodation in late March 2021 – almost 4 years after the tenant of Flat C had started reporting problems of water leaking into their flat.
- In January 2021, the contractor advised the Council by email that without access to Flat D to stop the leak, then flat B would be uninhabitable. This did not lead to effective action Council staff.
- ARK identified other problems in the block, such as a leaking roof, which is causing damp and mould problems to flats in the upper storeys. Once again these appear to be treated as 'one-off' repairs. ARK understand some of these are now being progressed as disrepair claims against the Council. The growing number of disrepair cases represents a significant further risk to the Council. *This issue requires an immediate response.*

B. KEY FINDING: A POOR OPERATING CULTURE WITH A LACK OF CARE AND RESPECT FOR TENANTS.

- ARK identified an outmoded culture and attitude among a number of Council staff towards tenants. Tenants were often seen as demanding, difficult to deal with and less worthy of respect. Some Council staff lack empathy with tenants, failing to put themselves ‘in their shoes’ when dealing with problems. These attitudes appear to be going unchallenged. *This issue requires an immediate response.*
- Council and contractor staff do not always treat all tenants with care and respect. The Regina Road tenants’ experience of contacting the service was mixed. Tenants reported to ARK that they made multiple calls including to the contractor’s call centre to report the same issue and that some calls were ended abruptly.
- Contractor call centre staff appeared not to be able to track previous contact or repairs history. Tenants of the Regina Road flats had to repeatedly explain in detail problems they had already reported on previous occasions. ARK has established that this was in part due to COVID-19 working practices which meant call centre staff were working from home and may not have had full access to the contractor’s IT systems at all times. This also means ARK was unable to review any recordings of tenants’ telephone calls to the call centre.
- Council staff repeatedly failed to provide advice and support to tenants. No-one took ownership of the problem and sought to ensure everyone pulled together to get the problems resolved effectively. Tenants were left to repeatedly try to resolve reported problems without support from staff.
- Importantly, an appointment for an operational staff member from the Council to visit the tenant of Flat D in November 2020 did not take place. No contact or follow-up appointment appears to have been made perhaps involving a tenancy officer. *This was a significant missed opportunity to help resolve the leak / no access problem.*
- Council staff failed in their duty of care to manage risks and keep tenants safe. The tenants of Flats A and C reported they were forced at times to live in one room because of the clear problems of damp and mould. Tenants also reported problems with the electricity supply to at least two flats (“a buzz or tingle” was reported by one tenant when using the light switch in their kitchen, while an operative or inspector was present).
- ARK is also concerned that at some points disruptive work may have compromised fire safety measures in the block. ARK is concerned that the door to Flat B does not meet the required safety standard. Importantly, ARK has also asked for confirmation that works identified in a Fire Risk Assessment undertaken in October 2020 have been completed in line with recommended timescales. *This issue requires an immediate response.*
- Importantly, in ARK’s view the Council’s and (to some degree) the contractor’s operational staff repeatedly failed in their duties to act as the ‘eyes & ears’ of the Council by ensuring hazards and risks are removed. ARK also heard reports of problems repeatedly being left unresolved by Council staff. These include long-standing communal repairs, such as a broken or missing manhole cover, a malfunctioning front entrance door and large amounts of rubbish accumulating in communal areas over the weekend.
- ARK did not find clear evidence of discrimination on race grounds as part of this investigation. Instead, there appears to be a wider issue, with all tenants being

stigmatised and seen as less worthy of respect. However, ARK has some concerns about allocations, tenants understanding of their tenancy status and overcrowding within the block that should be explored further. *This issue requires an immediate response.*

- Around the date of the news broadcast on 22nd March 2021, the Council responded quickly to move the tenants still living in Flats A, B and D to emergency accommodation.
- ARK is reassured that the tenants of Flats A and B have subsequently been rehoused in permanent housing but notes with concern that the tenant of Flat D and their young child are still in temporary housing. ARK was surprised the Council did not assign a dedicated 'point of contact' or caseworker to provide advice and assistance to tenants after their move. As a consequence, the process has been more stressful and confusing for tenants than it should have been.

C. KEY FINDING: SYSTEMIC PROBLEMS IN HOW THE COUNCIL COMMUNICATES AND DEALS WITH TENANTS' CONCERNS AND COMPLAINTS.

- Tenants' experience shows that the Council lacks a simple, effective, clear and accessible route for getting concerns and complaints resolved. *This issue requires an immediate response.*
- Tenants properly reported the problem on multiple occasions to Council and contractor staff from 2017 onwards. The tenant of Flat C made at least 2 formal complaints about the delays in resolving the leak and the ongoing damage to their property and the disturbance caused, as well as the time taken to arrange their decant.
- In September / October 2020 and again in the early part of 2021, the problems were escalated to councillors and the MP by tenants. Tenants were understandably frustrated that the Council's own complaints processes were not working effectively or in a timely manner.
- The MP raised a number of matters on behalf of the tenant of Flat A and received a reply in February 2021 from the Council advising him that all repairs had been completed. This was clearly incorrect.
- ARK is puzzled as to why issues being raised by councillors and the MP would not spur senior managers at the Council to take ownership of the problems. This situation continued until February 2021 when a councillor raised the circumstances of the tenant of Flat D with senior staff in the tenancy management service. *Arguably this was the final opportunity for the Council's operational staff to intervene before the conditions inside Flats A and B worsened.*
- The Council is moving many of its services online. Currently tenants reported to ARK difficulties in using the website to access services or the information they need.
- Tenancy and Repair handbooks are no longer provided to tenants to set out their mutual roles and responsibilities and the standards tenant should expect. Unlike many housing providers the Council does not provide clear and accessible service standards which would allow tenants to monitor the quality of service received and hold their landlord (the Council) to account. Tenants ARK spoke to did not know what they should expect from the Council and its repairs contractor.
- The Council is not visible or seen as open and accessible to tenants. Tenants lack awareness of who they should report failures in the day-to-day repairs service or non-repair issues to. They were often unaware of who their tenancy officer is. *This issue requires an immediate response.*
- There is no Tenants and Residents Group operating on the estate where the Regina Road block is located. Tenants are not aware of other engagement opportunities or mechanisms to have their voices heard.

D. KEY FINDING: WEAK PERFORMANCE MANAGEMENT.

- The Council’s housing service appears to lack a common understanding of the roles that teams collectively play in delivering even basic ‘core’ housing services effectively. Council staff operate in ‘silos’ resulting in a lack of a ‘joined-up’ service delivery and resources being wasted.
- There are ‘blurred lines’ of responsibility and accountability between the Council and its main repairs contractor. This undoubtedly played a part in the problems going unresolved at Regina Road.
- Some joint visits by staff from the Council and the contractor took place but these also failed to correct the problems caused by the leak. In addition, during 2020 contractor staff operatives made at least a dozen visits to Flat A to undertake repairs. Despite this no Council staff took ownership of the problems, nor do they appear to have escalated them to senior managers. *All of these visits in 2020 represent a missed opportunity by the Council’s operational staff and contractor staff to rectify the leak and associated problems.*
- This investigation identified a ‘leadership vacuum’ with an absence of active or visible leadership to front-line Council staff. ARK cannot understand why this problem was not escalated by front-line staff to their managers. Similarly, why it was not identified by managers as part of their one-to-one discussions with staff.
- Performance management processes are weak and senior managers do not appear to have known what was going on – although this is disputed by some Council staff ARK spoke to. ARK heard conflicting accounts of discussions about the issues at Regina Road among managers within the Council’s repairs team.
- Contractor staff raised the need to access Flat D with Council staff on a number of occasions from December 2019. ARK has also been advised that the status of Flat C and the need to access Flat D (to repair the leaking pipe) was regularly discussed at the weekly voids meetings between the Council and the contractor from August 2020 onwards. However, no effective action was taken.
- In ARK’s experience any competent housing provider would have readily identified these problems. The issues could have been identified from a number of different perspectives - the number of call-outs, the number of repairs, long-standing empty properties, complaints from tenants and councillors and MPs enquiries.
- The Council does not appear to have a ‘mature’ partnership relationship with its main contractor. Relationships appear to operate on a client/contractor basis with a focus on monitoring performance indicators rather than actively managing performance. ARK would expect discussions to be forward-looking, seeking to identify trends and working together to resolve operational problems and drive continuous improvement. *This issue requires an immediate response.*
- ARK understand the contractor shapes their service around available budget on a price per property basis. This model can work effectively but without the right relationships can act as a barrier to contractor working proactively and collaboratively to address larger problems.

E. KEY FINDING: POOR USE OF DATA AND ‘INTELLIGENCE’ BY THE COUNCIL AND ITS CONTRACTORS.

- The Council is not using its data and intelligence to identify and learn from problems or to underpin its decision-making. Intelligence and data exists in ‘silos’

and does not appear to be drawn together to provide a holistic view of asset performance. ARK is unclear to what extent the Council uses its intelligence to inform strategic decision making or budget-setting. *This issue requires an immediate response.*

- ARK was told that management reports can be produced to identify issues such as the high numbers of repairs at specific properties or block of flats. However, in the past year for a variety of reasons, there has been little systematic use of such reports. Using the available reporting, supervisors and operational managers in the Council (and to some extent its contractor) should have identified the obvious issues at Regina Road.
- The Council is over reliant on contractor data to monitor repairs performance. ARK cannot identify the extent to which scrutiny and validation of this key repairs data is undertaken but are concerned about its reliability to drive performance management and good decision-making. For example, data from the Council's main repairs contractor suggests that in 2019/20 around 90 per cent of tenants were satisfied with the last repair completed. However, Council-commissioned independent surveys over the same period suggest satisfaction with the repairs service was much lower at just 73 per cent. In the following year, 2020/21, satisfaction levels varied between 57 and 62 per cent. Key issues identified as part of the independent surveys include dealing with outstanding repairs and wanting the contractor to complete repairs faster and to a better standard.
- ARK was surprised to learn that the problems with the pipework in 1-87 Regina Road were well-known in some parts of the Council's repair service and by the contractor. The knowledge and experience that already exists across the Council does not appear to be harnessed effectively.
- ARK understand the Council holds information on stock condition based on around 60 per cent stock surveys, although much of it is dated. This data appears to direct future investment. However, ARK was told that investment decisions failed to reflect repairs information. The Council needs to ensure its investment decisions are based on a robust assessment of stock condition and performance and responds to the 'real-life' problems that tenants experience.
- The Council is embarking on significant changes to improve its ICT infrastructure to improve the effectiveness of the service. It is important that plans around these improvements include measures to cleanse data and improve performance reporting and do not disrupt service recovery measures.
- Over half of the homes in Regina Road have been surveyed to varying degrees. These surveys identified issues relating to damp, mould and condensation. Indeed, the Council planned to investigate the installation of a mechanical ventilation system into flats before the COVID-19 pandemic struck. ARK understands the Regina Road roof was programmed to be replaced some time ago. However, in 2018/19 as part of the Council's installation of a sprinkler system the roof was considered 'fit for purpose'. Leaks into flats on the upper floors of 1-87 are now common, with patch repairs having limited effect. *This issue requires an immediate response.*
- ARK repeatedly heard concerns that the Council is not investing sufficiently in planned improvement to ensure its homes are sustainable over the longer-term - in demand, reflecting tenants needs and providing good value for money. The high level of responsive repairs demanded suggests the need to proactively invest in

homes. Also based on what Council staff have said ARK recommend the Council assure themselves that all key data covering stock condition (Decent Homes Standard) and landlord health and safety responsibilities is accurate. *This issue requires an immediate response.*

- In previous years major investment decisions were reviewed and decided on by a body known as the Assets Board. This was attended by staff from various teams and was chaired by a Director. ARK was told by a number of staff that the Assets Board has not met in over a year and this was viewed as a retrograde step.
- In 2018/19 the Council embarked on a large-scale programme of installing sprinkler systems in all of its high-rise blocks. This was a positive response to the Grenfell Tower tragedy. Positively, the Council has successfully installed sprinklers in all but 12 of its 1,252 high-rise flats.
- Regina Road is typical of a number of other Council blocks. There are 26 blocks of a similar age and construction type and the problems experienced at Regina Road are likely to be replicated elsewhere. The Council should be proactively surveying other similar blocks and developing clear plans for their future. *This issue requires an immediate response.*

IMMEDIATE ACTIONS

16. ARK has identified a number of key issues throughout this report the Council where the Council should take immediate action. The actions below generally reflect a realignment of resources which should help provide the ‘building blocks’ for further service improvement.
- Establish a ‘team’ (or project group) focussed on policy and performance and ‘control’ of service delivery. This team should work in a co-ordinated way to oversee and report ‘independently’ on all aspects of housing performance (including a review of historic allocations), programme delivery, disrepair cases and landlord’s health and safety (currently part of the Compliance Team). The team should be able to provide ‘expert’ support to operational teams and work with them (and contractors) to develop policies and procedures, technical standards and specifications and to support improvements in complaints handling and contract management;
 - Establish a ‘team’ (or project group) focussed on improving investment planning to ensure homes are sustainable over the longer-term. This team should focus immediately on developing a robust short-term investment programme that includes work to address the issues highlighted in this report. Their function should include managing stock condition surveys, harnessing the Council’s data and ‘intelligence’ (including information from the contractor) to understand stock performance and ensuring all investment decisions represent good value for money.
 - Establish a strategic group with the ‘power’ to oversee the development and implementation of a recovery plan and to direct the initial work of the investment planning and control teams. As a minimum provide opportunities for tenants to be involved in the development of plans and scrutiny of outcomes.

RECOMMENDATIONS FOR IMPROVEMENT

17. To help the Council improve ARK has set out a number of key strategic recommendations based on our findings. These are subject to further discussion and scoping with the Council.

Recommendation 1

Establish clear governance arrangements to provide strategic leadership to the service. This strategic group should direct future strategy around a common vision for the service. Their role should include ensuring robust performance management and decision-making, agreeing policy and practice (including service standards) and ensuring there is a 'joined-up' approach across all Council services.

Recommendation 2

Undertake a forward-looking skills gap analysis. Develop a workforce plan to recruit, train and develop staff (including mentoring and involvement of good practice networks) to fill any gaps.

Recommendation 3

Implement a development programme to ensure all staff consistently demonstrate the attitudinal and behavioural competences needed to support the Council's values and help shape its culture. This should include steps to ensure the Council (and contractors) consistently deliver a tenant-focussed service and have a 'safety first' culture.

Recommendation 4

Strengthen the Council's capacity, competence and commitment to tenant involvement through training and development of staff and councillors and reviewing existing structures to ensure they are 'fit-for-purpose' and ensure tenants have their voices heard.

Recommendation 5

Develop 'business intelligence' systems that allow the Council to collect and share real-time information on asset condition and performance (including from the contractor). This should enable the Council to proactively identify and learn from problems, manage disrepair claims more effectively and drive better investment decisions.

Recommendation 6

Conduct a fundamental review of existing performance management arrangements. Develop a comprehensive performance management 'suite' with bespoke reporting relevant to the 'audience' (for example, councillors, senior managers, operational managers and, tenants scrutiny groups). All indicators should be outcome-focused and underpinned by robust assurance 'arrangements' covering data quality and outcomes delivered.

Recommendation 7

Make improvements to complaints handling in line with the Housing Ombudsman's Complaint Handling Code and publicise how the Council is using complaints to drive service improvements.

ARK Consultancy Limited**May 2021**

COMBINED TIMELINE FOR FLATS A, B, C & D REGINA ROAD FROM APRIL 2019, TO END OF MARCH 2021

Data is mostly supplied by LBC repairs log and complaints history for C. Data provided by Axis in a chronology of actions from 05/12/19 onwards and these entries marked with an asterisk.

Date reported	Flat number	Completed (* Date attended for Axis entries)	Job description
XX/07/17	C	N/A	First report of water leak made to Axis by tenant. Multiple visits in May, June and August but source of leak not identified
25/05/17	C	25/05/17	Axis say this is the first report they received of the leak. They believe leak is coming from the 6 th floor. (Flat C is on the 2 nd floor) An electrician attends to make electrics safe
20/11/17	C	27/11/17	Report made of water leak on the living room wall. Operative cannot find source of leak, checks the flat above (likely to be D) with the same result. Thinks it may be residual water from a previous leak.
28/12/17	C	08/01/18 – 19/02/18	Damp patch reported. Operative attends and thinks source may be a pin hole leak in pipework, advises tenant that investigatory work required in vicinity of the riser cupboard. Wrong trade operative attends on 29/01/18. Operative attends on 19/02 and repairs pin hole in pipework
	C	22/03/18	Dehumidifier supplied and then collected a week later on 28/03/18
	C	30/04/18	Doorframe repaired following water damage
	C	04/06/18	Walls and ceilings repaired (damaged surfaces removed and reskimmed) and cupboard doors adjusted. Flat redecorated by Axis as compensation for delays experienced by tenant. Given the ongoing nature of the leak, outside

			help from a specialist firm should have been considered.
XX/08/18	C	?	Leak is reported to have reappeared. Operative attends, advises the leak is residual water from a leak in flat X and property needs to dry out before further action is taken. (Axis have no record of this)
04/06/19	D	05/06/19	Leak from above through ceiling in bathroom, kitchen & bedroom
04/06/19	D	05/06/19	Make electrics safe after leak
05/06/19	C	Cancelled	Water running in through window cill
22/07/19	B	30/07/19	Fluorescent strip light in kitchen is faulty
25/07/19	C	31/07/19	Reports of leak made. Operative attends – while in flat C, he calls Axis office and is told there had been a flood in flat X. Tenant is asked to monitor the damp patch
25/07/19	C	01/08/19	Trace leak coming from living room walls and lobby doorway
03/09/19	C	11/09/19 & 19/09/19	Report of water affecting wet room flooring in the flat. An operative attends but cannot find the source. Later a supervisor attends with same outcome. Notes that further investigation is required. Tenancy officer reports first involvement in this case (no other details provided, except this is a long running repair issue and that surveyor attended in October)
02/10/19	C	N/A	Tenant emails Axis for situation update, contractor has no record of this. On 11/10/19 supervisor from Axis and inspector from council attend – agree to open up kitchen cupboard wall for investigatory work to be undertaken.
22/10/19	C	21/11/19	Various works at flat booked for early December. Tenant requests an earlier start date. Operative attends on 21/11/19, takes down block work

			in kitchen cupboard but finds no pipework and no leak. Return visits arranged for 04/12/19 to investigate behind two other walls in flat. Operative reports he has found leak, but further investigatory work required as pipework runs through concrete floor to the flat above (D).
23/10/19	D	28/10/19	Storage heater in bedroom not working
01/11/19	D	11/11/19	Storage heater in bedroom not working
05/11/19	D	12/11/19	Mixer tap is very noisy, and tap is leaking
25/11/19	D	04/12/19	Plumber to attend alongside inspectors to investigate ongoing leak into the flat below (C)
04/12/19	D	27/12/19	Uncontrollable leak from flat affecting flat below (C)
04/12/19	D	06/01/20	Plumber to attend to leak
05/12/19	C	06/12/19	Inspection by the council's repairs surveyor results in decision to decant the tenant to allow investigatory and repair work to be undertaken. Timescales for completion are unknown but work is to follow the tenant's move. Request for management transfer approved on 06/12/19. It is unclear why action was limited to flat C and did not extend to flat D. Tenant moves out in June 2020, approx. 7 months later with the leak ongoing
* 05/12/19	C	N/A	* Instruction to stop all remedial works in flat C issued to Axis, work to commence when property is vacant.
11/12/19	A	12/12/19	Electrical sockets in kitchen and living room not working
17/02/20	A	25/02/20	Immersion heater not working
25/02/20	A	05/03/20	Needs new Economy 7, timer and cables to be removed
16/03/20	D	Cancelled	Door entry handset not working
23/03/20	D	23/03/20	Make safe electrics are leak from flat above (Y)

17/05/20	A	18/05/20	Leak reported from above in living room
* 17/05/20	A	17/05/20	* Uncontainable leak into living room. Went to flat B above, no access obtained
18/05/20	B	Cancelled	Investigate leak affecting flat below (A)
* 18/05/20	B	20/05/20	* Ongoing work in flat C, riser cupboard pipework between C & D, the floor must be broken into to access pipework from flat D. Job cancelled on 22/10/20 Connection to leak between C & D made. This should have prompted further attempts to obtain access to flat D
16/06/20	A	17/06/20	Leaks coming up from floor in hallway from leaking from above, possibly from B
* 16/06/20	A	16/06/20	* Leak on mains in ceiling of flat C through concrete, tenant of C to be moved out at the end of the month for work to commence
17/06/20	A	18/06/20	Make safe electrics in bathroom after leak from above
* 17/07/20	A	17/06/20	* Made safe pullcord switch in the bathroom, fault in lighting circuit, investigated and replaced living room pendant. Isolated bathroom cables, leak needs to be resolved as water inside conduits
23/06/20	D	25/06/20	Water leak in lounge, carpet is saturated and affecting flat D below
* 23/06/20	D	24/06/20	* Works being carried out at C, tenant in C being moved out
* 26/06/20	C	N/A	Email received confirming tenants decant from flat C
29/06/20	C	Allocated	Voids / minor void
* 29/06/20	C	N/A	* Void works could not be completed due to the leak and leak could not be accessed from C, it had to be from D. Do not believe leak has stopped, this is believed to be a pin hole leak and due to cold weather, the pipe has burst or got worse. Urgency of need to get

			access to flat D is clear and should have driven further efforts
30/06/20	B	01/07/20	OOH make electrics safe after leak, lighting circuit has tripped
* 30/06/20	B	30/06/20	* Made safe, tenant to call when the leak is fixed and dry
18/08/20	A	20/08/20	No hot water (NB strangely a reference is made to a gas boiler not igniting and low water pressure.)
19/08/20	A	20/08/20	No hot water (immersion heater is just flashing)
19/08/20	A	09/09/20	Reinstate light in bathroom
* 19/08/20	A	09/09/20	* Installed a new pull cord switch, overhauled existing 2D fitting and reconnected, all tested and working. (No leak present on this visit)
* No date	A & B	* N/A	* Leak stopped/slowed at some point after it being a void. No evidence of leaks between August and December 2020. Reinstated lights in A & B in August 2020
* 25/08/20	A	02/09/20	* Inspection to damage following leak from C. Job cancelled as inspection already carried out and 2 jobs requested to fit 4 vents in airing cupboard doors and replace section of wall in lounge. No leak reported
* 26/08/20	A	26/08/20	* Make safe electrics after leak. OOH checked consumer unit all MBBS dry, tenant to call supplier
* 26/08/20	E & A	26/08/21	* Leak from sprinkler system on evening of 25/08/20 affecting flats E & A. TW Drains attended with tanker to remove excess water from sprinkler leak. Mullaly are responsible for sprinkler systems.
27/08/20	B	Cancelled	No cold water throughout property
27/08/20	B	21/09/20	Reinstate light in bathroom after leak from above
* 27/08/20	B	18/09/20	* Replaced pull cord switch. No leak present on this visit
02/09/20	A	Cancelled	Hack off and replace plaster in lounge following leak
* 02/09/20	A	21/09/20	* Asbestos test requested. On 05/10/20 No asbestos detected, booked plastering to be completed.

			No leak present on this visit. On 11/01/21 Job cancelled, there is a leak. Leak returned in December 2020
02/09/20	A	28/09/20	Supply and fit 4 vents in airing cupboard
* 02/09/20	A	24/09/20	* Operative installed 4 vents in cupboard doors and fixed toilet leak that was not on the job. No leaks present on this visit.
02/09/20	A	09/09/20	Kitchen window not closing properly, draughty
13/11/20	D	25/11/20	No hot water, immersion faulty
17/11/20	D	24/11/20	Renew bottom element in immersion
XX/11/20	D	N/A	Tenancy officer reports their first involvement, requesting that tenant gives access to Axis for investigatory works in flat. Tenant reportedly denies access on basis that Axis have been in on many occasions, and she had been assured her flat was not the source of the leak.
XX/11/20	D	N/A	Visit by Council surveyor arranged. Disputed reports on whether the surveyor attended or not, but meeting to resolve access issue for investigatory works does not take place. Joint action by surveyor and tenancy officer should have obtained access at this point, or initiated escalation of No Access processes.
10/12/20	A	14/12/20	Investigate leak from kitchen cupboards, living room ceiling into walls
* 10/12/20	A	10/12/20	* Access needed to flat B, card left. Leak either returned or this was a separate leak on same pipe/area
* 10/12/20	B	10/12/20	* Plumber to attend to source leak that is affecting flat A below. No access to flat B. Plumber reports leak is coming from either void flat C or flat D, email sent to voids. Job cancelled on 28/01/21 as flat C is void.

19/12/20	A	21/12/20	Leak from under bath
* 19/12/20	A	19/12/20	* Bathroom leak caused by faulty fibre washer in cold tap connector, replaced. Leaking for the past month (?) Water damage to bath frame and panel evident.
16/01/21	A	18/01/21	Make safe electrics following a leak
* 16/01/21	A	16/01/20	*Tenant refused work as she didn't want to be without light in her living room, where the leak is coming in

18/01/21	C	Cancelled	Investigate leaks into flats A & B said to be coming from the riser
21/01/21	A	22/01/21	No hot water
22/01/21	A	25/01/21	Make safe electrics following a leak
* 22/01/21	A	22/01/21	* RCD tripping and down, reset and took down pull cord switch in bathroom
29/01/21	A	06/02/21	Reinstate all electrics, no power to the property
* 29/01/21	A	29/01/21	* Made safe light and reinstated electrics
02/02/21	A	02/02/21	Investigate water getting into electrics following leak & all electrics tripping
* 02/02/21	A	02/02/21	* All electrics have tripped. Water coming through ceiling in bathroom, light has already been made safe
* 04/02/21	C / D	N/A	* Email advising access required to flat D
* 04/03/21	A	N/A	* Email advising this is not with Axis
* 09/03/21	A	N/A	* Email advising aware of ongoing issue
18/03/21	A & B	Allocated	Carry out mould wash to all affected areas, take photos before & after
19/03/21	C	Allocated	Wet Vac required to drain pool of water in void property
22/03/21	A & B	N/A	ITN news report on leaks and conditions at the block is broadcast.
23/03/21	D	N/A	Tenancy Management staff attend flat D and issue tenant with letter demanding immediate access to property (under clause 14 of tenancy conditions). Advises that failure to give access will result in a forced entry.
24/03/21	D	Allocated	Dig up hallway floor and repair leaking pipe leaking into A, F & B below

26/03/21	A, B & D	N/A	Tenants moved to emergency temporary accommodation
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Regina Road

Terms of reference

Regina Road – terms of reference

An urgent fact finding investigation has been commissioned to understand the circumstances that led to residents at Croydon Council owned flats on Regina Road living in the conditions as publicised on the national news.

The intention is to have a verbal report back on 7 April 2021 and a written report on 9 April 2021.

The investigation will seek to understand the circumstances surrounding the disrepair issues reported by residents of 1-87 Regina Road, London SE25, 4TW.

The immediate investigation will focus on these four flats and will establish

- a detailed timeline of events including, but not limited to: contact with the council or our contractors from residents of the flats; attendance at flats in the block by tenancy or repairs staff, or our repairs contractor; reporting or recording of issues by tenancy or repairs staff or our repairs contractor; any repairs work carried out; and other reporting or recording of issues by others including cllrs, MPs or other staff who visited the flats
- the likely cause of the damp and mould based on the technical assessment made by the council
- action or inaction taken by the council, its staff and its contractors in respect of repairs
- action or inaction taken by the council and its staff (and its contractors) in respect of accessing flats to get a full assessment of the issues in the block
- action or inaction taken by the council and its staff (and its contractors) to support or rehouse resident facing repair issues
- any issues in contacting the council by these tenants
- whether there is any evidence that discrimination, in particular on the grounds of race, as alleged in the news coverage played a part in the treatment of these tenants

The investigation will also seek to understand whether or not the council's processes for the reporting of and rectification of repairs and relationship with tenancy management are fit for purpose and identify where they fall short of both standard and best practice.

The investigation will explore the role of both staff and contractors that led to conditions in the flats deteriorating and highlight likely failings and where possible make recommendations for the oversight of repairs work and related tenancy functions.

The initial investigation should report within two weeks and may make recommendations for any immediate action and areas where further work is required to address performance or conduct issues.

The investigation will involve tenants from the Scrutiny Panel and be led by an external housing expert for independence.

The outcome from the investigation will be shared with Scrutiny and Overview, MHCLG, the Improvement and Assurance Panel, the LGA and the Social Housing Regulator.

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INITIAL ACTION PLAN

Key: IIR – Issue for Immediate Response (listed at 4.5 in the report); IA – Immediate Action; R - ARK recommendation

Remaining timescales and accountability to be determined once Interim Executive Director of Housing has been appointed

ARK Immediate Action A: Policy, Performance and Control of Service Delivery

“Establish a ‘team’ (or project group) focussed on policy and performance and ‘control’ of service delivery. This team should work in a co-ordinated way to oversee and report ‘independently’ on all aspects of housing performance (including a review of historic allocations), programme delivery, disrepair cases and landlord’s health and safety (currently part of the Compliance Team). The team should be able to provide ‘expert’ support to operational teams and work with them (and contractors) to develop policies and procedures, technical standards and specifications and to support improvements in complaints handling and contract management”

No.	Action	Timescale	ARK recommendation addressed (key above)	Accountability
1	<p>Establish a team focussed on policy and performance and control of service delivery:</p> <ul style="list-style-type: none"> • to provide expert support to operational teams and work with them and contractors to develop policies and procedures, technical standards and specifications. • to ensure compliance with those policies and procedures, overseeing and reporting on all aspects of housing performance (including a review of historic allocations), programme delivery, disrepair cases and landlord’s health and safety. • to support improvements in complaints handling and contract management. 	Staffing and resource plan complete by end of May 2021	IA A	New Interim Executive Director of Housing (Interim ED Housing)

No.	Action	Timescale	ARK recommendation addressed (key above)	Accountability
2	<p>Disruptive work may have compromised fire safety measures:</p> <ul style="list-style-type: none"> • Recommendations in fire risk assessment reports are made into works orders for immediate attention in the small number of cases that are rated as high priority; otherwise they fed into the planned maintenance programme. The council has sought independent assurance by instructing a specialist housing and repairs consultancy to undertake from 10 May 2021 a random dip test of homes that were subject to a high priority repair item to provide assurance, or to inform the need for further compliance audits in the months ahead. • The door to a flat that is vacant, pending the repair of damage caused by the leak, will be replaced as specified by the fire risk assessment, as part of those repairs. • Remove two remaining items to the rear of the block and continue removal of residents' items that remain in communal areas, following communication with tenants. 	From 10 May 2021	IIR – iv	Director of Homes and Social Investment (Dir H&SI)
3	<p>Resource the compliance function by completing the recruitment to the following posts:</p> <ul style="list-style-type: none"> • Compliance manager • Senior Fire Safety Compliance Surveyor 	Recruitment underway (interviews on 17 May) (closing date of 19 May for applications)	IIR – i	
	As at 4 May 2021, 98.68% of all council social housing homes had a valid gas safety certificate. 39 homes were subject to enforcement action to ensure gas appliances are serviced. The level of non-compliance has fallen from 276 homes on 9 April to 172 homes (1.32%) without a valid certificate on 4 May.		IIR – i	Dir H&SI

No.	Action	Timescale	ARK recommendation addressed (key above)	Accountability
4	Introduce longer term improvement measures to achieve 100% compliance on all gas safety matters (currently 98.68% at 4 May 2021): <ol style="list-style-type: none"> 1. Reducing the time taken to apply enforcement actions - currently, there is a 4 stage process and we wish to examine the implementation of a swifter 3 stage process 2. Independent verification of compliance testing will ensure performance data is accurate at all times - we will seek to appoint independent auditors to provide verification of performance data and overall compliance levels 3. Robust weekly reporting of compliance reporting to Director level 	From May 2021		
5	Management of contractor contract Interim ED/Director attendance at contract management meetings Complete the recruitment to the vacant post of head of repairs and maintenance.	Started & ongoing Recruitment happening now	IIR – viii IIR – viii	Interim ED Place/ Interim ED Housing Dir H&SI
6	Focus discussions between the council and its main contractor on actively managing performance through examining performance data to identify trends and working together to resolve operational problems and improve continuously;	To start May 2021	IIR – viii	Interim ED Housing
	Allocations, overcrowding within the block, and tenants' understanding of their tenancy status:		IIR – v	
7	Conduct an audit of allocations to flats in Regina Road (against the allocations policy)	Scope defined in May 2021	IIR – v	Dir Housing

No.	Action	Timescale	ARK recommendation addressed (key above)	Accountability
8	Ensure all tenants (particularly non-secure tenants) understand their tenancy status.	To start May 2021 and ongoing	IIR – v	Dir Housing
9	Identify overcrowded households and discuss options for moving to more suitable accommodation	To start May 2021 and ongoing	IIR – v	
10	Develop policy and practice (including service standards) for the housing service having regard to good practice and benchmarking with other local authorities and registered providers.	As part of improvement plan	R1	Interim ED Housing

ARK Immediate Action B: Investment Planning

“Establish a ‘team’ (or project group) focussed on improving investment planning to ensure homes are sustainable over the longer-term. This team should focus immediately on developing a robust short-term investment programme that includes work to address the issues highlighted in this report. Their function should include managing stock condition surveys, harnessing the Council’s data and ‘intelligence’ (including information from the contractor) to understand stock performance and ensuring all investment decisions represent good value for money.”

No.	Action	Timescale	ARK recommendation addressed (key above)	Accountability
11	<p>Establish a team focussed on improving investment planning for council housing stock, its functions to include:</p> <ul style="list-style-type: none"> managing stock condition surveys, harnessing data and intelligence (including information from the contractor) to understand stock performance, and ensuring all investment decisions represent value for money. 	Staffing and Resourcing plan complete by end of May 2021	IA B	Interim ED Housing

No.	Action	Timescale	ARK recommendation addressed (key above)	Accountability
12	Develop a robust short-term investment programme that includes work to address the issues highlighted in ARK's report.		IA B	Dir H&SI
	Problems causing damp and mould treated as 'one-off' repairs; Root causes of damp, mould & condensation at 1-87 Regina Rd		IIR – ii IIR – x	
13	Assess, plan and coordinate resolution of root causes of problems at 1-87 Regina Road.		IIR – ii & IIR - x	
14	Bring forward the replacement of the roof of 1-87 Regina Road and consider the installation of a mechanical ventilation system.		IIR – ii & IIR - x	
15	Proactive survey of all tower blocks Precautionary checks will be conducted at all 26 council-owned high-rise blocks	Starting in May 2021	IIR – xii	Dir H&SI
16	Proactively survey all 26 council-owned tower blocks and develop clear investment plans for their future. <ul style="list-style-type: none"> • Undertake detailed surveys at an initial five blocks including three in Regina Road, which will inform future investment priorities in those homes. • Plan further follow-on inspections and surveys across the council's housing schemes in accordance with a proactive approach to future planned stock investment programmes. 	Starting in May 2021	IIR – xii	

ARK Immediate Action C: Strategic Group

Establish a strategic group with the 'power' to oversee the development and implementation of a recovery plan and to direct the initial work of the investment planning and control teams. As a minimum provide opportunities for tenants to be involved in the development of plans and scrutiny of outcomes.

Recommendation 1: *Governance and strategic leadership:*

"Establish clear governance arrangements to provide strategic leadership to the service. This strategic group should direct future strategy around a common vision for the service. Their role should include ensuring robust performance management and decision-making, agreeing policy and practice (including service standards) and ensuring there is a 'joined-up' approach across all Council services."

No.	Action	Timescale	Recommendation addressed	Accountability
17	Create the post of Interim Executive Director of Housing, who will bring together the council's housing functions and improvement work into one place. The role will: <ul style="list-style-type: none"> • establish clear governance arrangements to provide strategic leadership to the housing service, • lead the wider review of the service and bring together housing roles, currently fragmented across the organisation, into a coherent whole, • lead in the development of a common vision and an improvement plan for the service, • ensure robust performance management and decision-making, • agree policy and practice (including service standards), and • ensure there is a 'joined-up' approach across <u>all</u> council services. 	From May 2021	IA 3 & R1	Chief Executive/ Interim ED Housing
18	Establish clear governance arrangements to provide strategic leadership to the service.		R1	

No.	Action	Timescale	Recommendation addressed	Accountability
19	Establish a Housing Improvement Board, a strategic group with the power to: <ul style="list-style-type: none"> • oversee the development and implementation of an improvement plan and • direct the initial work of the investment planning and control teams Seek the advice of housing professionals and engage with tenants and leaseholders to test the approach to establishing the Board and deciding on its membership.	From May 2021	IA C	Interim ED Place/ Interim ED Housing
20	Involve tenants in the development of plans and scrutiny of outcomes through their membership of the Housing Improvement Board. Tenants of Regina Road have been asked verbally to be involved.	Now	IA C	
21	Conduct a longer-term and wider-reaching review and improvement programme for the council's housing services: <ul style="list-style-type: none"> • Involve residents in the process and keep them informed • consider in particular how the council listens to its tenants, both in terms of responding to issues raised and in designing services • consider delivery of the repairs service, in order to identify the most cost effective means of providing the service that also meets the standards expected by tenants. 			Interim ED Housing
22	Develop a common vision and a longer-term Improvement Plan for the housing service, to: <ul style="list-style-type: none"> • address further the recommendations for improvement in the report of the independent investigation: • respond to the findings of the wider-reaching review • address other issues in the housing service, including: <ul style="list-style-type: none"> ○ the quality and cost of emergency and temporary accommodation the council secures for homeless households, ○ the impact of living in emergency and temporary accommodation on families with children and on the number of children who come to be looked after by the council. 		R 1-7	Interim ED Housing Overseen by Housing Improvement Board

Recommendation 2: Workforce plan:

“Undertake a forward-looking skills gap analysis. Develop a workforce plan to recruit, train and develop staff (including mentoring and involvement good practice networks) to fill any gaps.”

No.	Action	Timescale	Recommendation addressed	Accountability
23	Undertake a forward-looking skills gap analysis.	To start immediately	R2	Interim EDs and Directors
24	Update the council’s workforce plan to recruit, train and develop staff (including mentoring and involvement good practice networks) to fill any skills gaps		R2	

Recommendation 3: Staff development programme:

“Implement a development programme to ensure all staff consistently demonstrate the attitudinal and behavioural competences needed to support the Council’s values and help shape its culture. This should include steps to ensure the Council (and contractors) consistently deliver a tenant-focussed service and has a ‘safety first’ culture.”

No.	Action	Timescale	Recommendation addressed	Accountability
	<i>Outmoded culture and attitude among a number of staff towards tenants:</i>		IIR – iii	
25	Directors, heads of service and managers have been specifically directed to challenge all instances of outmoded attitudes, disrespect and lack of empathy for tenants.		IIR – iii	Directors
26	Incorporate action to treat tenants with respect and empathy in council’s cultural transformation programme and ensure staff are aware of the Council’s Code of Conduct, Commitment to Equality and Equality in Employment Policy and complete Equality and Diversity ELearning.		IIR – iii	Dir HR

No.	Action	Timescale	Recommendation addressed	Accountability
27	Include a module in the council's cultural transformation programme on ensuring the council consistently deliver a tenant-focussed service and has a 'safety first' culture		R3	Dir HR
28	Work in partnership with the council's contractors to ensure that contractor operatives consistently deliver a tenant-focussed service and have a culture of 'safety first', respect and empathy for tenants		R3 & IIR - iii	

Recommendation 4: *Tenant involvement*

"Strengthen the council's capacity, competence and commitment to tenant involvement through training and developing of staff (and councillors), and reviewing existing structures to ensure they are 'fit-for-purpose' and ensure tenants have their voices heard."

No.	Action	Timescale	Recommendation addressed	Accountability
29	The council is in the process of helping Regina Road residents to set up a residents group	Immediate	IIR - vii	Dir H&SI
30	Develop a training programme to strengthen the capacity and competence of staff to ensure meaningful resident involvement		R4	Interim ED Housing
31	Include a commitment to tenant and leaseholder involvement in the council's wider culture transformation programme		R4	Dir HR/ Interim ED Housing
32	Reviewing existing resident participation structures, having regard to good practice in other local authorities and registered providers and the views of Croydon council tenants, to ensure they are 'fit-for-purpose' and ensure tenants have their voices heard		R4	
33	Deliver a briefing to councillors on regulatory frameworks and housing policy how to respond to tenant queries most effectively and seek a response at higher level when appropriate.		R4	

Recommendation 5: Business intelligence

“Develop ‘business intelligence’ systems that allow the Council to collect and share real-time information on asset condition and performance (including from the contractor). This should enable the Council to proactively identify and learn from problems, manage disrepair claims more effectively and drive better investment decisions.”

No.	Action	Timescale	Recommendation addressed	Accountability
	Use of data and intelligence		IIR – ix	
34	Complete the recruitment of two principal asset management analysts, one through filling a vacant post, the other by means of a secondment		IIR – ix	
35	Draw intelligence and data together to give a holistic view of asset performance and inform strategic decision making or budget setting; Take account of high levels of responsive repairs in order to make proactive investment decisions.		IIR – ix	
36	Accuracy of data on stock condition and health and safety: Audit the accuracy of all key data on stock condition (ref. Decent Homes Standard) and landlord health and safety responsibilities (stock condition surveys will start to address this)		IIR – xi	
37	Develop ‘business intelligence’ systems that allow the council to collect and share real-time information on asset condition and performance (including from the contractor).		R 5	

Recommendation 6: Performance management:

“Conduct a fundamental review of existing performance management arrangements. Develop a comprehensive performance management ‘suite’ with bespoke reporting relevant to the ‘audience’ (for example, councillors, senior managers, operational manager and, tenants scrutiny groups). All indicators should be outcome-focussed and underpinned by robust assurance ‘arrangements’ covering data quality and outcomes delivered.”

No.	Action	Timescale	Recommendation addressed	Accountability
38	Conduct a fundamental review of existing performance management arrangements.		R 6	
39	Develop a comprehensive performance management ‘suite’ of reports as part of the council’s wider system of internal control and framework of reporting on and accountability for finance, risk, performance, workforce, health and safety and equalities		R 6	
40	Define outcome-focussed performance indicators, underpinned by robust assurance ‘arrangements’ covering data quality and outcomes delivered		R 6	

Recommendation 7: *Complaints*

“Make improvements to complaints handling in line with the Housing Ombudsman’s Complaint Handling Code and publicise how the Council is using complaints to drive service improvements.”

No.	Action	Timescale	Recommendation addressed	Accountability
41	<p>Tenant lack of awareness of how to report issues: Council staff were present at Regina Road for two weeks to give residents an opportunity to identify any other issues that needed addressing. A letter to all residents in the block on 29 March gave details of how to contact their tenancy officer. In addition, the council wrote to the tenants of all 16 council-owned blocks of flats of similar design with details of how to contact the tenancy service.</p> <p>Inform all other council tenants how to report failures in the day-to-day repairs service and non-repair issues. Inform each council tenant of identity and contact details of their tenancy officer.</p>		IIR – vii	
42	<p>Route for resolving concerns and complaints: Make improvements to the reporting of complaints from tenants, leaseholders, councillors and MPs, and the handling of those complaints in line with the Housing Ombudsman’s Complaint Handling Code so as to achieve a simple, effective, clear and accessible route for getting concerns and complaints resolved with clear timescales and accountability.</p>		IIR – vi R 7	
43	Publicise the new improved system to all tenants.			
44	Publicise how the Council is using complaints to drive service improvements		R 7	

Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	Place Department
Title of proposed change	Investigation of disrepair at 1-87 Regina Road, South Norwood, and Council Housing Improvement Plan
Name of Officer carrying out Equality Analysis	John Montes, Senior Corporate Strategy Officer

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

The council commissioned ARK Consultancy (ARK) to conduct an urgent independent investigation to understand the circumstances that led to residents of three Croydon Council owned flats at 1-87 Regina Road, South Norwood living in the conditions that presented a risk to health and safety and significantly impacted the quality of life of four tenants. In ARK's view, the issues identified by the investigation as contributing to the problems at Regina Road represent 'a failure to deliver even basic 'core' housing services effectively. They are potentially symptomatic of poor performance across the council's housing service and impact on its ability to drive self-improvement'.

ARK make a series of recommendations for improvement. In response, the cabinet report proposes an interim action plan to effect wide-ranging improvements to the housing service and provide tenants and leaseholders with value for money. It covers improvements in

- governance and strategic leadership of the housing service, including the creation of the post of Interim Executive Director of housing to bring together the council's housing functions and improvement work, and lead the development of a longer-term Housing Service Improvement Plan;
- workforce planning and skills development of staff;
- cultural and behavioural change both of council staff and contractor operatives to ensure a 'safety first', caring and empathetic approach to tenants;
- enhanced tenant involvement structures to fully involve the council's tenants and leaseholders both in terms of responding to issues raised and in the co-design and co-delivery of services;
- accurate and timely business intelligence to inform the planning of investment in council homes and address the underlying causes of repair issues in council homes;
- effective performance management; and
- more accessible and better complaints handling.

The action plan includes a wider ranging review of the housing service, to include the quality and cost of emergency and temporary accommodation for homeless households and the impact of such accommodation on families with children. An examination of historic allocations of housing is also proposed.

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic.

Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence
Age	<p>Although the flats at 1-87 Regina Road have one bedroom, eight homes are currently occupied temporary accommodation, and others may have been allocated in the past as temporary accommodation. ARK reported some families with children living there in overcrowded conditions.</p> <p>The action plan includes a review of historic allocations as well as assessment of housing need for those who need to move to larger accommodation. The quality and cost of emergency and temporary accommodation provided for homeless households and the impact on children will also be reviewed.</p>	N/A	8 out of 44 flats are currently occupied as temporary accommodation according to council housing occupancy data.

	The changes in this plan will improve the quality of housing for these tenants, and ensure that the housing service is visible, open and accessible to them and offers a caring, empathetic and effective response to their needs. Residents will have greater opportunity for involvement in responding to issues raised, in further development of the plan, in co-design and co-delivery of services and in the scrutiny of the outcomes.		
Disability	N/A	N/A	N/A
Gender	N/A	N/A	N/A
Gender Reassignment	N/A	N/A	N/A
Marriage or Civil Partnership	N/A	N/A	N/A
Religion or belief	N/A	N/A	N/A
Race	<p>The percentage of tenants of flats in Regina Road who are from BAME communities is disproportionately high, compared to the percentage of Croydon Council tenants generally and the population in the borough. There will be a review of housing allocations.</p> <p>The changes in the action plan will improve the quality of housing for these tenants, and ensure that the housing service is visible, open and accessible to them and offers a caring, empathetic and effective response to their needs. Residents will have greater opportunity for involvement in responding to issues raised, in further development of the plan, in co-design and co-delivery of services and in the scrutiny of the outcomes. In particular, as there is currently no tenancy or residents association that covers Regina Road, the council is seeking to work with</p>	N/A	<p>Analysis of ethnicity of existing tenants compared with the ethnic profile of the London Borough of Croydon: 53% of Croydon population are from BAME backgrounds (<i>GLA, 2016-based Round of Demographic Projections Local authority population projections - Housing-led ethnic group projections, November 2017.</i>)</p> <p>40.75% of Croydon council tenants are from BAME backgrounds, and 69.05% of tenants at 1-87 Regina Road are from BAME backgrounds.</p> <p>This may be explained by the fact that 8 (18%) of flats are currently let as temporary accommodation, given that 64.6% of main homeless applicants owed a prevention or relief duty by the council in 2019/20 declared their ethnic origin to be BAME</p> <p>https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness</p>

	Regina Road residents to set up a residents group. We will ensure the residents group is representative of the tenants that occupy the flats		
Sexual Orientation	N/A	N/A	N/A
Pregnancy or Maternity	<p>Although the flats at 1-87 Regina Road have one bedroom, eight homes are currently occupied temporary accommodation, and others may have been allocated in the past as temporary accommodation; they may therefore include households with pregnant women and young children.</p> <p>The action plan includes a review of historic allocations as well as assessment of housing need for those who need to move to larger accommodation. The quality and cost of emergency and temporary accommodation provided for homeless households and the impact on children will also be reviewed.</p> <p>The changes in this plan will improve the quality of housing for these tenants, and ensure that the housing service is visible, open and accessible to them and offers a caring, empathetic and effective response to their needs. Residents will have greater opportunity for involvement in responding to issues raised, in further development of the plan, in co-design and co-delivery of services and in the scrutiny of the outcomes.</p>	N/A	8 out of 44 flats are currently occupied as temporary accommodation according to council housing occupancy data.

Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts. When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. **Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact**

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion
<p align="center">Consultation with the public and stakeholders</p>	<p align="center">Consultation</p>	<p align="center">TBC – Oct/Nov</p>
<p>As part of its investigation, ARK interviewed council staff, councillors and tenants from 1-87 Regina Road. The Leader of the Council and Cabinet Member for Homes both spoke to residents, including those who have been most affected, to offer apologies, answer questions and hear feedback. In addition, the Leader of the Council, Cabinet Member for Homes and the Chief Executive of the council visited the block and spoke to residents. At the request of residents a private meeting was held with residents of the three blocks at Regina Road with the Leader, Cabinet Member and Ward Councillors.</p> <p>A wider review of the housing service will consider in particular how the council fully involves its tenants and leaseholders, both in terms of responding to issues raised and in the co-design and co-delivery of services. Tenants and leaseholders will be included in the membership of the Housing Improvement Board that will oversee the review as well as the development and implementation of the more detailed Housing Improvement Plan. Tenants directly affected by the Regina Road situation have been invited to take part.</p> <p>The existing structures for resident participation and scrutiny, the Tenants and Leaseholders Panel, the housing scrutiny panel, housing services inspectors and mystery shoppers, all have a role for testing and holding the housing service to account. There is currently no tenancy or residents association that covers Regina Road. The council is seeking to work with Regina Road residents to set up a residents group. The council will seek the views of council tenants and leaseholders in Croydon as well as of other experts in the borough and beyond, on how the participation of tenants and leaseholders can be widened as well as deepened.</p>		

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Table 3 – Impact scores

Column 1 PROTECTED GROUP	Column 2 LIKELIHOOD OF IMPACT SCORE Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Column 3 SEVERITY OF IMPACT SCORE Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Column 4 EQUALITY IMPACT SCORE Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. Equality impact score = likelihood of impact score x severity of impact score.
Age	2	2	4
Disability	N/A	N/A	N/A
Gender	N/A	N/A	N/A
Gender reassignment	N/A	N/A	N/A
Marriage / Civil Partnership	N/A	N/A	N/A
Race	3	3	9
Religion or belief	N/A	N/A	N/A
Sexual Orientation	N/A	N/A	N/A
Pregnancy or Maternity	2	2	4

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council’s ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

Advancing equality of opportunity between people who belong to protected groups

Eliminating unlawful discrimination, harassment and victimisation

Fostering good relations between people who belong to protected characteristic groups

Important note: If the proposed change adversely impacts the Council’s ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	N/A	N/A	N/A	N/A
Race	N/A	N/A	N/A	N/A
Sex (gender)	N/A	N/A	N/A	N/A
Gender reassignment	N/A	N/A	N/A	N/A
Sexual orientation	N/A	N/A	N/A	N/A
Age	N/A	N/A	N/A	N/A

Equality Analysis

Religion or belief	N/A	N/A	N/A	N/A
Pregnancy or maternity	N/A	N/A	N/A	N/A
Marriage/civil partnership	N/A	N/A	N/A	N/A

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter **X** in column 3 (**Conclusion**) alongside the relevant statement to show your conclusion.

Decision	Definition	Conclusion - Mark 'X' below
No major change	<p>Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.</p> <p>The proposed recruitment of an interim executive director for housing, the interim action plan proposed, will achieve an improvement in the quality and responsiveness of the housing service and improve housing conditions in council homes for all tenants, including those with protected characteristics. The planned wider ranging review of the housing service and the review of historic allocations will lay the basis for a longer term Housing Service Improvement Plan for further improvements to the service.</p>	X
Adjust the proposed change	<p>We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form</p>	
Continue the proposed change	<p>We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.</p>	
Stop or amend the	<p>Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.</p>	

Equality Analysis

proposed change		
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: N/A Date:

7. Sign-Off

Officers that must approve this decision		
Equalities Lead	Name: Yvonne Okiyo Date: 06.05.21	
	Position: Equalities Manager	
Director	Name: Sarah Hayward Date: 07/05/21	
	Position: Interim Executive Director, Place	

For General Release

REPORT TO:	CABINET 17 May 2021
SUBJECT:	Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company
LEAD OFFICER:	Katherine Kerswell – Interim Chief Executive Chris Buss – Interim Director of Finance, Investment and Risk
CABINET MEMBER:	Leader of the Council – Councillor Hamida Ali
CORPORATE PRIORITY/POLICY CONTEXT	
Delivery of the Croydon Recovery plan, and to resolve the future of Brick by Brick.	

FINANCIAL IMPACT

This report considers a number of issues arising from the February report on Brick by Brick. Although no final decision is recommended on the future of the company, there are two issues which have a financial impact on the Council. The first relates to the recommended purchase of 104 social housing units which will be met from existing provision within the HRA capital programme. The revenue cost to the HRA will be positive and there are deferred general fund costs of £450,000, relating to less temporary accommodation being required. The second relates to Fairfield Halls where the decision taken in February 2021 not to build out the College Green site adjacent to the Halls which was originally designed to cover the cost of the refurbishment scheme means that the works undertaken together with related interest costs will now be a charge to the capital programme.

The impact of the above is to reduce the net liability of Brick by Brick to the Council as at 31st March 2021 to £163,042,060 terms of loans and interest outstanding.

FORWARD PLAN KEY DECISION REFERENCE NO.: 1421CAB

The notice of the decision will specify that the decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

Cabinet is recommended to:

- 1.1 Agree that the Council recognises the costs of the Fairfield Halls refurbishment, being a total of £69.261 million (as identified in Appendix 1), as capital expenditure rather than as a Capital Loan and to:
 - i. Agree, in principle, that the existing Fairfield Halls refurbishment contracts with Brick by Brick be novated to the Council (subject to review of the

individual contracts, to be finalised and authorised by the Interim Executive Director of Place under their delegated authority); and

- ii. Agree, in principle, that specialist consultants or contractors, required to identify any additional remedial works to the building, be appointed (in accordance with the Council's Tenders and Contracts Regulations).

- 1.2 Approve that the Council's Housing Revenue Account (HRA) can acquire 104 residential units from Brick by Brick as set out in Appendix 2 and as further detailed in the Part B restricted report.
- 1.3 Agree that the consolidated loan agreement shall, if required, be varied to include a further loan draw down amount of up to £10 million to cover additional working capital, in the event that this is required by Brick by Brick due to possible delays with forecast sales receipts (this is in addition to the £9.99m agreed by Cabinet in February 2021) and agree that authority be given to the Interim Chief Executive in consultation with the interim Director of Finance, Insurance and Risk and Section 151 officer and in consultation with the Leader and the Cabinet Member for Croydon Renewal and Cabinet Member for Resources and Financial Governance; to agree such draw down sums (not exceeding the overall additional £10m) as appropriate to address immediate operational needs.
- 1.4 To delegate authority to Interim Executive Director of Place after consultation with the the interim Director of Finance, Insurance and Risk and Section 151 officer & the Interim Chief Executive for the Council to acquire further units or other assets from Brick by Brick as detailed within 3.14 of this report, any such acquisition of units to be within existing capital budget provision.
- 1.5 Otherwise note the progress made with regard to the previous February 2021 Cabinet recommendations on Brick by Brick.

2. EXECUTIVE SUMMARY

- 2.1 This purpose of this report is to receive and note the updated outcomes from the second stage of the strategic review with particular regard to the future activities of Brick by Brick reported to Cabinet in February. The report identifies that work is still being undertaken on the option of a sale whilst further soft market testing is still being undertaken on the two alternative build out schedules identified in the February report. It is intended to bring a firm recommendation to a June Cabinet meeting.
- 2.2 The options contained in this report specifically confirm the proposed arrangements for the purchase of 104 social housing units from Brick by Brick and also looks at the arrangements for accounting for the work on Fairfield Halls following the decision in February not to transfer the College Green site to Brick by Brick.
- 2.3 The Cabinet are also requested to authorise if required further working capital loans of up to £9.99million in the event that forecasted sales are delayed.

3. UPDATE ON THE REVIEW

Background

- 3.1 The Cabinet at its meeting on the 18th February received a report on the way forward on Brick by Brick and agreed a number of specific recommendations were made concerning Brick by Brick.

These were in summary to:

- a. Agree to proceed with the option set out as scenario 2 of that report, which is a build out of sites by Brick by Brick combined with a sale of sites under construction whilst still considering the option of a sale of the business, with a further report to Cabinet in April / May 2021.
- b. Agree that revised funding arrangements be entered into with Brick by Brick to reflect the current loan positions and proposals for the future, including, where relevant, moving to a 100% debt funding position (as opposed to 25% equity and 75% debt); extending relevant loans and repayment periods; allowing delays with repayments of existing loans; agreeing to further funding of no more than £9.99 million in relation to sites proposed for Brick by Brick to continue developing (and only where absolutely necessary within an appropriate repayment period)
- c. Agree for the necessary steps to be taken, in accordance with the Council's Tenders and Contracts Regulations, to appoint marketing agents to consider the disposal options for the College Green site (note, this is the site adjacent to Fairfield Halls which was due to transfer to Brick by Brick, but is currently held by the Council);
- d. Agree for the Council to review those sites Brick by Brick propose not to develop and to receive a future report to Cabinet on the potential use and future of each site;
- e. Approve that the Council's Housing Revenue Account (HRA) can acquire residential units from Brick by Brick as part of this review.

Update on Options

- 3.2 Following the Cabinet decision in February the Council has had a period of negotiating with a single bidder for the company, a best and final offer was received from the bidder on April 19th. The offer is subject to due diligence both on the business and the offer, this will involve advice from PwC and a further external report from specialist commercial consultants. In addition further work is being undertaken on the soft market testing with regards to the two build out scenarios agreed in February. It is intended that work on these options will be reported to Cabinet next month with a recommendation going forward on the future of the company.

Loan agreement

- 3.3 The February report detailed the fact that the existing Loan agreements with Brick by Brick needed to be revised to deal with the issue that the Council had never provided any equity. The loan agreements have been consolidated to cover all sites excluding any expenditure or loans relating to the Fairfield Halls refurbishment.
- 3.4 In line with the delegation agreed at the February Cabinet this loan agreement is expected to be agreed by the Interim Chief Executive after consultation with the interim Director Finance Risk and Insurance and Section 151 Officer and interim Executive Director and deputy Monitoring Officer and in consultation with the Leader, Deputy Leader and Cabinet Member for Resources and Financial Governance prior to this cabinet meeting.
- 3.5 The February report placed a limit on the amount of additional working capital that the Council could loan to Brick by Brick of £9.99 million. This limit was based on the assumption that Brick by Brick would be able to recycle sales income from both affordable and market priced house sales. This limit has been reached as anticipated in the February report. However anticipated sales of both private and affordable units have not been made in line with forecasted revenues, due in part to the deferral of the final decision on the purchase of affordable rent units discussed in this paper and as such it is possible that the company will need further funds for working capital. At present there is no mechanism for increasing this limit. Without working capital the company will not be able to function and the Company could be forced into insolvency destroying any value that may be in the Company. In the light of this it is recommended that further working capital funds be provided. Although this is considered an unlikely scenario; in the event it does prove necessary; it is recommended that Cabinet agree that authority be given to the Interim Chief Executive in consultation with the interim Director of Finance, Insurance and Risk and Section 151 officer and in consultation with the Leader and the Cabinet Member for Croydon Renewal and Cabinet Member for Resources and Financial Governance; to agree such draw down sums (not exceeding the overall additional £10m) as appropriate to address immediate operational needs.

Brick by Brick 19/20 Accounts and Business plan 21/22

- 3.6 The 2019/20 accounts for Brick by Brick were published in late March and were reported to the April Shareholder and Investment Board. The accounts were qualified and showed a loss of £803,451 for 2019/20. The auditor's comments concerning lack of information is not surprising in the light of the work of PwC reported to Cabinet in February.
- 3.7 The business plan for 2021/22 is being prepared by the management and board of the Company and will be presented to the June Cabinet. This is a month later than anticipated in the February report and is due to the need to address in detail the alternate scenarios in more detail. The plan will include the costs of both scenario 1 and scenario 2 as set out in the February report.

Former Brick by Brick sites inc, College Green.

- 3.8 The Cabinet agreed in February not to transfer a number of sites to Brick by Brick. The largest of those sites was the College Green site which it was agreed would be marketed with a view to disposal. Marketing agents are being procured to advise on the disposal of this site with a possible recommendation to sell for September. Work on identifying the future of the smaller sites is being undertaken over the next few months with an intention to report on the future use or disposal of those sites.
- 3.9 The fact that Brick by Brick will not be able now to build out sites for which planning consents have been granted does have a knock on effect with regard to those 29 sites left with the company. Many of the planning consents were linked with regard to the overall level of affordable housing to be delivered across those sites with planning consent. Given some of those sites will not now be delivered by Brick by Brick, this means that some of the sites under construction may require further affordable housing to be delivered to fulfil the requirements of the section 106 agreements. There is a shortfall in delivery of 61 habitable rooms of affordable housing across all sites which will require either a commuted lump sum payment or conversion of sale units to affordable housing. Discussions are ongoing between the Council as the planning authority and Brick by Brick to determine the impact this will have on individual sites.

Fairfield Halls refurbishment

- 3.10 The refurbishment of Fairfield Halls was undertaken by Brick by Brick at what was intended to be at nil cost to the Council as the arrangement was structured in such a way that the costs would be covered by the development profit from the adjacent College Green site. As explained in paragraph 3.8 this arrangement is no longer taking place, which means that Brick by Brick no longer has the capacity to fund the expenditure on Fairfield Halls. Following discussions with the External Auditor and taking advice from CIPFA, it is proposed to treat all the costs incurred by Brick by Brick on the refurbishment as Council capital expenditure rather than as a loan. The existing total expenditure is £69.261million, details of this are set out in Appendix 1. The impact of this is to reduce the level of indebtedness of Brick by Brick to the Council to £163,042,060.
- 3.11 The existing contracts between Brick by Brick and contractors and consultants involved in the original refurbishment will be novated to the Council to ensure that the Council is able to enforce any warranties or guarantees under the contracts. There are however outstanding works to complete the refurbishment. In order to ascertain what is required quickly and the likely cost the Council has directly appointed Faithorn Farrell Timms (a specialist in concert venues) to undertake a survey of the property and to review the original contract documentation. It is possible that additional specialist advice or exploratory works may be required, if this is needed any proposed appointments, including any direct appointments, will be made in accordance with the Council's Tenders and Contracts Regulations. This work will then inform the basis of a contract to complete the refurbishment of the halls.

Purchase of affordable rent units

- 3.12 The expansion of the Council's stock of social housing for rent is a key objective. In the February 2021 report the Cabinet agreed that the Housing Revenue Account (HRA) could acquire residential units from Brick By Brick, subject to a review of affordability and HRA revenue implications (please refer to the analysis in Appendix 2). The Council, therefore, bid to purchase, for the housing revenue account, up to 190 units of housing from Brick by Brick. The units in some instances were also available for shared ownership. Brick by Brick has sought bids from the Council and another registered provider and the outcome is that, subject to confirmation of grant from the GLA, the Council is the preferred bidder for 104 units of accommodation. It was the intention to complete these sales by mid-April 2021. This has not been possible, pending this report and there has been a subsequent impact on Brick by Brick's working capital, hence the recommended arrangements in paragraph 3.5.
- 3.13 As part of the Report in the Public Interest, the External Auditor has expressed the view that the Council needs to consider how these units are acquired, if at all. Following the February report the External Auditor is of the view that the Cabinet, prior to making a final decision on the matter, should fully appraise themselves of the options to determine whether this purchase is the best available option to the Council. In order for the Council to determine whether to confirm the purchase of the units, an appraisal paper has been written which is contained as Appendix 2. In the light of that paper the Cabinet are recommended to agree that the Council continue to purchase the 104 units on a cash sale basis.
- 3.14 It is possible that some of the 190 units not purchased by the Council, or other units, such as in paragraph 3.9, become available to purchase as affordable rent units. If they do become available it is proposed that, subject to there being sufficient budgeted resources within the HRA capital programme and that the units pass the affordability test agreed in February, that delegated authority be given to the Interim Executive Director of Place in consultation with the Interim Director of Finance, Risk and Insurance and Section 151 Officer & the Interim Chief Executive to make offers for those units.

4. CONSULTATION

- 4.1 No formal consultation has been made on this report, other than factual accuracy checks with external third parties. Consultation on the future use of sites will need to take place in line with the Council's normal arrangements.

5. PRE-DECISION SCRUTINY

- 5.1 The Report in the Public Interest which was discussed at the Council meeting on the 19th November 2020 raised a series of concerns in regard to BBB and the Council's relationship with its external companies and entities. The Report in the Public Interest describe the report arising from that strategic review being presented to Scrutiny and Overview before being presented at Cabinet. This

report is a consequential report from the original strategic review, however the matters within it are likely to be a matter for further scrutiny.

- 5.2 With the kind support of the Chair of Scrutiny and Overview, the report has in fact been presented to Cabinet first prior to Scrutiny. The report will be referred to a future meeting of Scrutiny and Overview committee for a full review and challenge.

6 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 6.1 The report already reflects a number of financial implications which are detailed within the report however this section will provide key financial risk areas and further areas of consideration as part of the ongoing development of Brick by Brick matters.

- 6.2 As paragraph 3.3 notes that the Council (as a lender) has now entered into a revised consolidated loan agreement. This loan agreement now provides the Council with further security, as previously not all loans were covered within a formal legal agreement. Furthermore, the revised loan agreement has been put together with agreed values from both the Council and Brick by Brick.

- 6.3 The key financial exposure for the Council in relation to Brick by Brick is the over £210m of loans that it has provided to the Company along with the accrued interest income. As of 2021/22 the Council has now started to provide for Minimum Revenue Provision (MRP) within its General Fund revenue account for the amount that the Council assess to be at risk of payback.

- 6.4 The February 2021 Brick by Brick Cabinet report highlighted 3 potential options to help the Council recoup its loans and ensure best possible outcome for Brick by Brick. There are 3 alternate options summarised below:

1. Option to continue development of all 29 schemes within Brick by Brick
2. Option for build out & then disposal of incomplete developments with completion date beyond October 2021.
3. Sale of the Company (Share Sale).

- 6.5 Work on the three options are continuing as expected and it was noted in the February 2021 report that whilst the sale option can be worked in parallel for some time, there will come a point when the Council will need to decide if it wants to continue with disposing of sites or sell the Business. This situation still exists as the Council is still evaluating the received offer and further work continues as detailed within paragraph 3.2.

- 6.6 Should the decision be made to sell Brick by Brick, the structure of the sale and the due diligence exercise will determine the financial impact on the Council. The Council will need to assess the impact it has on the loans that have been provided to Brick By Brick and how those will be paid back along with the outstanding interest.

- 6.7 However, with the added complexity from the way the planning applications that were submitted by Brick by Brick, Options 1 and 2 could become difficult for

Brick by Brick to deliver unless the situation is rectified as set out in para 3.9.

- 6.8 Furthermore, since the February 2021 Cabinet report the key issue in relation to Fairfield Halls, as explained within 3.10 and 3.11 and further detailed within Appendix 1 will have a material impact on the Council's accounts. Advice is being sought from CIPFA to ensure the accounting treatment from Fairfield Halls is done accurately. As Appendix 1 advises this will be brought back to a future Cabinet report.
- 6.9 Appendix 1 also provides a financial breakdown of the monies spent by Brick by Brick on the refurbishment of Fairfield Halls and will provide an indication of the charges that the Council will need to meet to pay Brick by Brick for the works.
- 6.10 In addition to the 3 options the disposal of College Green site by the Council and the review of remaining sites will continue as indicated within the February 2021 report, any capital receipts arising will reduce the overall loss from Brick by Brick to the Council.
- 6.11 Recommendation 1.3 is required to ensure the Council continues to provide necessary funding to support the solvency position of Brick by Brick Ltd. Further funding will be provided as a last resort solution and only to ensure the Council's position is protected. The Council will fund this working capital injections through borrowing from the Public Works Loan Board (PWLB). Whilst these will come with a cost, the Council's MTFS will be updated to reflect the impact.

Approved by: Chris Buss, Interim Director of Finance Investment and Risk.

7. LEGAL CONSIDERATIONS

- 7.1 The Interim Director of Law & Governance comments as follows.
- 7.2 Under the Council's general power pursuant to Section 1 of the Localism Act 2011, the Council may exercise its rights as sole shareholder of Brick by Brick Croydon Ltd to take the steps identified in this report. Under the Articles of the company, the matters addressed are within the scope of "reserved matters", i.e. matters for which the company needs shareholder approval and where the Council (as shareholder) may direct the company (and its directors).
- 7.3 In addition, these matters fall to the Council to decide as lender to the company, under the executed and secured loan agreements and in respect of other monies provided to the company (whether as loans or otherwise). As lender, the Council is entitled to (and should) act to protect its overall financial position and take steps to maximise the recovery of these sums. This will include the consolidation of the overall loan position (as previously authorised), by injection of further funding in support the company's ability to realise revenues to repay the loan, and by recognition of the spending on Fairfield Hall as capital expenditure (in accordance with proper accounting practice).

- 7.4 The recommendation to acquire affordable rent units into the HRA gives rise to no legal concerns on the basis that the acquisition has been fully appraised and validated in the manner described in paragraphs 3.12 to 3.14 (and in Appendix 2).
- 7.5 In relation to Fairfield Hall, the recommended course of action is a lawful means for placing the Council in the best overall position to enforce warranties and guarantees and to carry out any additional works required (in compliance with procurement law as may apply depending on the nature and value of works to be carried out).
- 7.6 As advised in February when previous decisions were made, Members will need to be mindful of the Council's financial position (including under the Section 114 notice), its fiduciary duties and the requirement to have regard to all relevant factors and to disregard irrelevant ones. The Council must act in accordance with the principles of Wednesbury reasonableness, meaning decisions that a rational person might make, having regard to all relevant considerations.
- 7.7 In taking decisions under this report, Members will need to be careful to separate what is in the interests of Brick by Brick from what is in the interests of the Council (including in its capacity under the HRA). Fundamentally, these decisions need to be made solely having regard to what is in the interests of the Council (allowing for the fact that the interests of the company are intertwined with those of the Council, as Appendix 2 highlights).
- 7.8 Equally, when making decision on the recommendations, Members should apply their minds to the overall financial considerations involved, including the degree to which the financial arrangements being recommended are somewhat circular in nature.
- 7.9 In relation to "State aid", the recommendations in this report (building as they do on the decisions previously made), external legal advice from Browne Jacobson LLP has confirmed that these further steps give rise to no breach of the new "subsidy control" regime (formerly State aid). This is on the basis that the Council is acting as a rational private-sector party would act (being sole shareholder and lender), and having taken financial advice identifying options that such a private sector party would rely on (i.e. focussed on how the Council may best recover the investment made to date alongside other relevant considerations such as the risks and timings involved).

Approved by Doutimi Aseh, the Interim Director of Law & Governance.

8. HUMAN RESOURCES IMPACT

- 8.1 There are no immediate HR impact issues in this report. If any should arise these will be managed under the Council's policies and procedures.

Approved by Jennifer Sankar, Head of HR Place, for and on behalf of Sue Moorman

9. EQUALITIES IMPACT

- 9.1 There are no equalities impacts arising from this report. However the implications of the issues raised and how they are addressed may have an effect on the medium term financial plan. Any subsequent savings plans that have a staffing impact or impact on vulnerable and/or groups that share a protected characteristic will be subject to agreed HR procedures, formal consultation and equality analysis.

Approved by: Yvonne Okiyo, Equalities Manager

10. ENVIRONMENTAL IMPACT

- 10.1 There are no environmental impacts arising from this report

11. CRIME AND DISORDER REDUCTION IMPACT

- 11.1 There are no Crime and disorder reduction impacts arising from this report

12. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 12.1 There are three separate decisions required of the Cabinet resulting from this report with respect to two of those on Fairfield Halls and the purchase of social housing units the reasoning is set out in Appendices 1 and 2 respectively. The third decision relates to the arrangements if required for extending a working capital facility to Brick by Brick. Failure to do that could result in the Company becoming insolvent and thus placing all of the Council's loans at risk.

13. OPTIONS CONSIDERED AND REJECTED

- 13.1 The options with regard to the purchase of affordable housing are set out in Appendix 2. With regard to Fairfield Halls refurbishment, there is no real alternative to the proposed general accounting treatment and the alternative to not extending a working capital facility are as set out in the report.

14. DATA PROTECTION IMPLICATIONS

- 14.1 **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

NO

- 14.2 **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

NO

CONTACT OFFICER:

Chris Buss, Interim Director of Finance,
Investment & Risk

APPENDICES TO THIS REPORT:

Appendix 1 – Note on Fairfield Halls
accounting
Appendix 2 – Note on Purchase of Social
Housing

BACKGROUND DOCUMENTS:

None

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Fairfield Halls, funding and accounting arrangements

Following the decision in February 2021, the Council decided not to continue with the arrangements for funding the refurbishment of Fairfield Halls which was undertaken on behalf of the Council by Brick by Brick. Under that arrangement the refurbishment was supposed to be undertaken at no cost to the Council by the transfer and development of the adjacent College Green site.

The whole of this process is subject to an investigation by the external auditor and any final decision taken by the Council on how this is to be treated in the accounts will be subject to the results of that investigation.

The Council has funded the refurbishment through a mixture of loans (some specific and some non-specific), together with a grant for some of the works from C2C. The loans appear on the Council's balance sheet and the accrued interest on the loan will appear as a debtor in the accounts. There has been an adjustment to the Capital values on the balance sheet. None of the Council's loans or interest have been repaid.

As at 31st March 2021, the specific loan outstanding, as reflected in the Council's accounts, relating to Fairfield Halls was £59.508m and accrued interest was £7.06m. The expenditure incurred by Brick by Brick falls into four main areas, these sums excludes accrued interest.

	£
Fairfield Halls main refurbishment works:	68.805m
Fairfield Halls car park:	0.175m
Fairfield Halls public domain works:	0.181m
College Green housing redevelopment:	4.185m
Total Cost of Scheme:	73.346m

This has been directly funded from the following sources:

	£
Direct loan:	59.508m
C2C grant:	6.500m
Loan from generic council loans:	7.338m
Total:	73.346m

In the light of the decision to not transfer the college green site and no longer building that site out. The reasoning behind the loan and funding arrangement is no longer valid. The Council, therefore, has to reconsider how this expenditure is reflected in the Council's accounts.

The Council's asset has had work undertaken on it, the costs of that should be reflected in the Council's accounts, in the absence of anything to the contrary it is proposed that the expenditure above now be treated as capital expenditure in respect of the sites excluding College green. In addition to this, the Council will consider the capitalisation of the interest borrowed as allowed for under the CIPFA Code of Practice. The associated loans and accrued interest bills will also need to be reversed.

The exact mechanics of how this transfer will take place is still to be determined, but

it may involve same day cash transfers between BBB and the Council. The mechanism will also need to ensure that it does not inadvertently generate a tax liability for either the Council or Brick by Brick.

With regard to the college green site, the associated costs may have added value to the site in that it has a deemed planning permission. However, those costs cannot be treated as capital until a decision is made on the disposal of the site and therefore any decision on the costs and funding relating to that site will need to be deferred until then and to take into account the wider accounting treatment of loan costs relating to other sites with or without planning permission that are now not being developed by Brick by Brick.

It is proposed that as part of the 2020/21 accounts closure that the above transactions be undertaken and appropriate adjustments made to the Council's accounts. No prior year adjustments are proposed at this time although it is recognised that these may be required as a result of ongoing investigations being made by Grant Thornton over the way that the arrangements were originally established.

The Council is in the process of novating the contracts held by Brick by Brick for the works to the Council. There are apparently no disputes with contractors but there may be some accounts that need to be settled (currently do not have estimates for) and some works that were either not fully specified or outside the scope of the refurbishment that need to be undertaken to make the centre operational. The Council is appointing specialist surveyors with particular expertise in venues similar to Fairfield Halls to see what additional works needs to be undertaken to make the building usable.

The Council has not to date provided any Minimum Revenue Provision (MRP) for redeeming the loans to Brick by Brick. It is the intention once the loans have been replaced with actual build costs in the Council's accounts and when the works are complete to start to provide for MRP in line with the prudential code, the Council's policy and advice received from the Council's Treasury management advisors.

The revenue costs of this are included within the Medium Term Financial Strategy.

Purchase of Social Housing units from Brick by Brick

In the February 2021 report on Brick by Brick the Cabinet agreed that the HRA could acquire residential units from Brick by Brick (subject to a review of affordability and HRA revenue implications), the decision had previously been agreed in June 2020 by Cabinet but suspended in November 2020 by Cabinet following both the report in the Public Interest and the initial strategic review of companies undertaken by PwC. The February decision was made following changes to affordability assessments within the HRA and changes in rent policy.

The External Auditor has subsequently, following an email exchange in March 2021, contacted the Director of Finance and made the following observation. *“The circular nature of purchasing properties from Brick by Brick in July 2020 was a concern in the Report in the Public Interest and that decision was paused in November 2020, the paper in February 2021 recommends continuing with the decision however this paper does not set out.*

- *Conflict of interests – the paper needs to set out what is in the interests of the Council and what is in the interests of Brick By Brick and how that conflict of interest has been addressed.*
- *Full financial impact assessment – the revenue implications have been appraised as you note in your response. The part that has not been addressed in the papers I have seen is how the financial assessment considers how much the Council has already spent (in borrowing) to build the properties that the Council is now buying back.*

Given our previous criticism of this decision under the previous leadership my reflection is that the new leadership should consider carefully the transparency of the decision to continue with the July 2020 decision particularly with regard to the legal and financial considerations to purchase properties you have already paid to build.”

In addition a further conversation was held between the External Auditor and the Interim Chief Executive recently where this issue was discussed. The External Auditor helpfully explained that the Council needs to fully demonstrate and evidence in any decision on this matter, its consideration of the circular nature of the funding and be clear about the benefits and dis-benefits of this in relation to value for money for tax-payers in the round.

The purpose of this appendix is to enable members to decide whether to continue with the decision to purchase units from Brick by Brick and, if so by what mechanism. It will also address at the outset the observations made by the External Auditor about conflicts of interest.

Financially, the interests of Brick by Brick and the Council are intertwined, as sole shareholder and sole funder.

The Council's overall financial interest is best served by Brick by Brick maximising income to enable it to repay as much of the loans made to it by the Council as is practically possible and to minimise losses to the public purse.

It is therefore in the Council's best financial interest for Brick by Brick to seek alternative purchasers where BBB is of the view that it can increase income from that alternative purchaser over and above any offer from the Council.

The Council made an offer for the 190 units on a site by site basis. BBB has received a superior offer for 86 units from a registered provider for shared ownership use. The Council's offer was accepted for 104 units. This mixed sale gave BBB the best overall return.

It is the Council's contention that acquiring those units are in both the Council's and Brick by Brick's best interests and they are not "double paying" for those units.

The units under construction by Brick by Brick are being funded from loans made by the Council. This funding has in the first instance been raised by the Council from borrowing largely from the Public Works Loan Board (PWLB). The loan is shown in the Council's balance sheet and the revenue cost of the interest is charged to the General Fund. However there is no direct line connection between loans made to Brick by Brick to a particular tranche of borrowing by the Council. When units are sold by Brick by Brick, regardless of who the purchaser is, this should, subject to the Council not agreeing to Brick by Brick retaining the proceeds for working capital, create funds to first pay to the Council the interest accrued on the loans and then repay the debt. The sales proceeds should then extinguish the loan in the Council's accounts.

The apparent double payment which has caused concern for the External Auditor arises from the fact that for the Council to acquire any of the units it needs to enter into a second loan, funded through the HRA to buy the completed units, when it is possible that the first loan funded from the General Fund may not have been fully redeemed as the sale proceeds may still be retained by Brick by Brick to fund working capital.

In that instance the optics are that the Council and the tax payer seems to be paying twice for the units as the Council would in effect have two sets of borrowing against the same properties.

There are alternative ways of dealing with this issue, rather than the Council buying the units at agreed prices.

1. The Council does not purchase any units at all and BBB sells them on the open market.
2. A debt write off or set off arrangement.

These options are explored in terms of impact on the Council and on Brick by Brick both in the narrower and wider sense. However, before this is examined two other issues need to be explored and explained. The case for acquiring social housing units, and the price paid for any units.

The purchase or acquisition of any permanent social housing unit for rent is normally accounted for within the Housing Revenue Account (HRA) by the Council. However, for households whom the Council has a statutory duty to rehouse but who are not in permanent social housing accommodation the costs of housing then fall onto the General Fund. Based on the provisional outturn (2020/21) the average cost of each household of temporary accommodation in the General Fund is £4370 p.a. There

were over 2200 Households in temporary accommodation on average in 2020/21. Therefore, an increase in supply to properties in the HRA reduces pressure on General Fund costs by over £450,000.

That pressure can also be reduced by rented accommodation being provided by registered social landlord providers as long as the Council has nomination rights to those properties. It is therefore a legitimate consideration for the Council to consider the costs foregone in the General Fund of providing and paying for temporary accommodation when buying new units of permanent social rented accommodation for the HRA for rent either from Brick by Brick or from any other source.

With regard to the price paid for those units there are two considerations, the first is whether the price paid is fundable from the HRA, the second is whether the price paid is the best available price for the units to be purchased (i.e., could the Council acquire more units of an equivalent standard for the same sum of cash) .

The February Cabinet paper established the new principle that the Council would only acquire units in the HRA where the estimated costs of debt, management and maintenance can be covered by rent. Rents would be higher than Council rents for other properties but would be within the limits set by the GLA to enable grant to be received. All of the units proposed to be acquired currently meet that test. The second test is whether any other equivalent units can be purchased by the Council within the borough at the same or similar price. The Council is currently offering to purchase the units at an average price below £300,000 a unit. Details are shown on the restricted paper. All units would be new.

In early April 2021, a search was undertaken using Rightmove to identify new build properties for sale in the borough. Below £280,000 there were 13 1-bedroom units, and no 2- or 3-bedroom units below £300,000.

The 104 units available for purchase from BBB produces 51- 1 bed units, 50-2 bed units and 3-3 bed units. Although older properties could have been purchased these would have had additional costs to modernise and even then, would have been difficult to justify the payment of higher rents which were approved back in February 2021 without which the affordability criteria would be met. The purchase of older properties is therefore discarded as an option as they would not meet the revenue funding criteria due to the lower rents chargeable.

In the light of this it is reasonable for the Council to consider purchasing the Brick by Brick units in that they are affordable within the HRA with the new rental policy set and that there was no other reasonable opportunity to purchase new build units in the borough at or below the prices to be paid to Brick By Brick for the same range of bedrooms to meet the range of housing need the Council faces. Also, the acquisition of 104 units reduces General Fund cost pressures by £450,000 p.a.

Returning to the alternative ways to deal with this situation. The Council could, as referred to above, decide not to acquire the residual 104 units, of that number 67 units could be sold as shared ownership and 37 would, due to planning permissions need to be sold as low-cost rent to either a registered provider or another local authority. The values obtained for shared ownership would be similar to that which

the Council would have purchased the units for so in terms of return to the Council from Brick by Brick the difference would be negligible. However, due to the different cash flows between a shared ownership purchase and a low cost rental purchase Brick by Brick would require an enhancement to their working capital facility, thus increasing their level of debt to the Council. This could be as much as an extra £20-£30 million (in FY 2021/22).

If the 37 units were purchased by a registered provider, the Council may be able to acquire the nomination rights. However, there is no guarantee of this. These units could be acquired by another borough who could use Ex Right to Buy receipts to fund the element which would have been funded from Grant then those units and any nomination rights would be lost to the Council as the other borough will acquire them for housing their own residents.

The downside of this option, i.e. not acquiring any of the units, is no additional social housing is provided in Croydon for local residents seeking support from their local council and no ability for Croydon Council to lessen the cost pressure on the General Fund in providing temporary accommodation, the need for additional cash flow support as a further loan to Brick by Brick, and possibly the adverse publicity of 37 units being acquired by another local authority.

The other alternative apart from outright purchase by the Council or non-purchase, would involve a debt swap or a partial debt swap. The Council is only able to offer the average price for the 104 residual units due to the availability of a GLA grant of £100,000 per unit. This is paid as a cash grant to the Council and is then paid to the seller of the units to the Council. Based on the prices being offered to Brick by Brick, the Council would either need to borrow the balance or to write off loan debt to Brick by Brick of the same amount in lieu of sale proceeds.

This would leave the Council and Brick by Brick on par but would mean that the Council would own the properties in the General Fund as this is where the loan swap borrowing is from and not in the HRA. The Council, if it is to use GLA grant, will need to hold those units in the HRA.

This issue could be resolved by immediately appropriating the properties from the General Fund to the HRA. This would not be a straight debt swap as appropriation has to be done at value, so the HRA would effectively pay the revenue cost of debt at the value of the units before grant (i.e. the revenue cost of debt to the HRA would be at the average price per property and not at the amount the Council actually borrowed of the average price less grant per property.)

This impacts the financial viability of the units in the HRA, so that the revenue viability test set in February fails albeit for only for the first 3 years of the business plan. If this was acceptable it would avoid some of the optics of the Council appearing to borrow twice for the same units. However, Brick by Brick lose the cash flow benefit of the units and they would still require further cash flow loans of up to £20 million. In the light of the failure to achieve the full revenue viability test and the likely need for further cash flow loans this option is also rejected.

The final option to consider as an alternative to the buy nothing and debt swap

options, is to continue with the existing policy of buying the residual 104 units at an agreed price.

This option has the disadvantage of apparently paying twice for the same units, which is in fact only the case if none of the loan advanced to construct the units is not repaid by Brick by Brick. It is the only option that delivers the residual 104 units to the HRA at a pricing model that is revenue positive to the HRA at day 1 and it also, if confirmed quickly, does not require a further cash flow injection to Brick by Brick for working capital purposes.

On the basis of the above the purchase option as set out in this appendix is the option recommended for adoption.

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REPORT TO:	CABINET 17 May 2021
SUBJECT:	Libraries public consultation phase two - Options for cost savings in libraries provision in the borough
LEAD OFFICER:	Sarah Hayward, Interim Executive Director of Place Robert Hunt, Interim Head of Assets & Involvement, Place
CABINET MEMBER:	Councillor Oliver Lewis, Member for Culture & Regeneration
WARDS:	All

SUMMARY OF REPORT:

Libraries services have savings targets of 15% in 2021/22. As a statutory service public consultation must be conducted if there is a reduction in service. A first phase of public consultation on a reduction in libraries services was held 14th January to 14th March 2021. Feedback from residents and 30th March 2021 Scrutiny meeting have shaped a second, more detailed, proposal on the future of Libraries provision in Croydon.

The report appraises several options based upon achieving the savings target and the impact upon the service and residents. The options considered are:

- Close five libraries
- Reduce service hours by 21% across the borough
- Five community run libraries
- Outsource all libraries
- Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries
- Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

A second phase of consultation will be held for a period of eight weeks.

A final report will be produced for Council to make a formal decision on the changes to the Libraries service. Changes to service delivery will be implemented as soon as possible to achieve the necessary savings within the Renewing Croydon MTFs timetable.

CORPORATE PRIORITY/ POLICY CONTEXT

This report arises from the proposal in the 25th November 2020 Cabinet paper to close or operate five libraries on a cost neutral basis as part of the Renewing Croydon savings targets.

This report will ensure that the proposals for Libraries services align with the Council's New Ways of Working:

- We will live within our means, balance the books and provide value for money for our residents.
- We will focus on tackling ingrained inequality and poverty in the borough. We will follow the evidence to tackle the underlying causes of inequality and hardship, like structural racism, environmental injustice and economic injustice.
- We will focus on providing the best quality core service we can afford. First and foremost, providing social care services that keep our most vulnerable residents safe and healthy. And to keep our streets clean and safe.

To ensure we get full benefit from every pound we spend, other services in these areas will only be provided where they can be shown to have a direct benefit in keeping people safe and reducing demand.

FINANCIAL IMPACT:

In the Renewing Croydon proposals Libraries were asked to make savings of 15% of the operating budget of £3,410,000, or £511,500.

This report considers the options for achieving the savings target while also maintaining a statutory libraries service.

- Close five libraries - £432,959
- Reduce service hours by 21% across the borough - £506,000
- Five community run libraries - £359,707
- Outsource all libraries - £511,500
- Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries - £352,526
- Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries - £579,463

KEY DECISION REFERENCE NO.: 2221CAB

The notice of the decision will specify that the decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out below:

1. RECOMMENDATIONS:

The Cabinet is recommended to

- 1.1 Commence the second phase of public consultation on proposed changes to the Libraries service from the following options:
- Reduce service hours by 21% across the borough
 - Outsource all libraries
 - Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

2. EXECUTIVE SUMMARY

- 2.1 The purpose of this report is to outline the activities that have taken place to date as part of the first phase of the Libraries public consultation and the feedback received. The report then covers the options available to reduce operating expenditure in Libraries while maintaining a statutory service. The report recommends options that meet the savings target to be meaningfully consulted on with the public. To conclude, the report will outline the next steps in the Libraries public consultation.
- 2.2 The findings contained in this report relate to the feedback from the Libraries public consultation that was held between 14th January and 14th March 2021. The consultation proposed the closure or cost neutral to the Council operation of five libraries at Bradmore Green, Broad Green, Sanderstead, Shirley and South Norwood.
- 2.3 The report reviews the activities undertaken by the Council leading up to and during the first phase of consultation. This includes the rationale for the decision to select the five libraries in the proposal. It will also review how the Council has actively engaged with residents during a period of national lockdown, including public consultation through digital means.
- 2.4 Analysis of the 2,510 completed consultation surveys and the feedback from the quantitative and qualitative questions.
- 2.5 Cost saving options have been considered. The report considers the strengths and weaknesses of each option. Three options have been recommended for further public consultation.
- 2.6 The report concludes with details of the next stages of the consultation process, culminating in a decision making stage at Cabinet. Following agreement at May Cabinet, phase two of the consultation run for eight weeks. A report will be presented to Council for a final decision.

3. BACKGROUND

- 3.1 Public library services are funded and either run or commissioned by local government. Library authorities (unitary, county or metropolitan borough councils) have a statutory duty under the Public Libraries and Museums Act 1964 '*to provide a comprehensive and efficient library service for all persons for all those who live, work or study in the area* (section 7). The Act allows for joint working between library authorities and councils may also offer wider library services (for example, loaning devices, running activities or providing access to wifi and computers).

In providing this service, councils must, among other things:

- encourage both adults and children to make full use of the library service (section 7(2)(b))

- lend books and other printed material free of charge for those who live, work or study in the area (in accordance with section 8(3))
- 3.2 Croydon Council solely owns thirteen libraries across the borough, and jointly owns Upper Norwood Library with Lambeth Council. These libraries are relatively evenly distributed throughout the borough. The borough is divided into north, central and south; with each area containing a large hub library, medium sized branch libraries, and smaller local libraries.
- 3.3 In January 2018 the Libraries service was in-sourced following the operator, Carillion, going into administration. The Council harmonised terms and conditions for staff, and restructured the service to achieve £300,000 of savings.
- 3.4 In 2019, the Council published the Libraries Plan 2019-28 with a vision to Involve, Inform, and Inspire through the libraries provision in the borough.

The themes were:

- A library service designed around the needs of our residents and communities
 - Croydon Libraries as the ‘front door’ of the Council enabling services to be delivered locally
 - Libraries at the heart of Croydon’s cultural offer, celebrating the written and spoken word in particular
 - Modern, welcoming, inclusive and accessible library facilities and buildings
- 3.5 Alongside the Libraries Plan 2019-28, there was a commitment to invest £5.2m over three years to refurbish and refresh libraries buildings. Over the summer of 2019 Selsdon Library was refurbished. In November 2019 works began to undertake a roof replacement and major refurbishment at Norbury Library, which was completed in December 2020. Plans were also in place to move South Norwood Library to a new development on Station Road. In addition, by January 2020 the ICT infrastructure had been upgraded at all thirteen libraries, including full fibre broadband, new PCs, and improved Wi-Fi.
- 3.6 Nationally, there have been a significant increase in the number of libraries closed or handed over to community organisations to operate following the introduction of austerity. In 2013, Croydon made the decision to outsource the Libraries service, while local authorities across the country decided to close or community operate parts of their service.
- 3.7 Over the last decade the number of users of libraries nationally has been in decline. In Croydon there has been a reduction in visits and book issues of 50% in the last 10 years, which generally follows the national trend. This decrease in usage is despite an increase in population of over 20% in the last 20 years within the borough. This decrease in usage is due to a number of factors.

- The way that people access information has changed, with the rise of the internet at home, smart phones, and cheap and quick access to books through services such as Amazon.
 - Spending per person by Libraries has reduced over the last 10 years. In 2010/11 the service had a total budget of £7,500,000, equating to £20.56 per person. In comparison, by 2019/20 this had decreased to a budget of £3,500,000, equating to £9.05 per person. This is currently the lowest per person across London boroughs.
 - Croydon's book fund remained static for 10 years, before being increased by 9% in 2019. The price of books and the demand for digital content has increased during this time, which has forced the Libraries service to find greater value for money through consortia purchasing power, by joining The Libraries Consortium.
 - In contrast, the demand for free, reliable IT services have increased from residents who do not have access to a computer or the internet at home. Access to IT in libraries helps to bridge the digital divide for many residents within the borough. The ICT equipment was upgraded in 2013 but over time became slow and unreliable, which has contributed to a downturn in visitor figures. A full upgrade to full fibre broadband, new PCs and Wi-Fi in January 2020 has considerably improved the digital service provision. Due to Covid the benefits of this service have not yet been fully realised.
 - Feedback from residents following the in-sourcing of the service from Carillion highlighted that the buildings are looking tired and in need of refreshing. The Libraries Plan 2019-28 programmed for all thirteen libraries to be refurbished to make them 'modern, welcoming, inclusive and accessible' spaces. To date, Selsdon and Norbury libraries, and Thornton Heath reception area have been refurbished.
- 3.8 Croydon's libraries are used for events and activities. These range from Rhymetime and Storytime, homework clubs and study space for younger residents, to digital access training, job clubs, reading groups, knit-and-natter for older residents. Between April 2019 and March 2020 Libraries hosted 6,261 events and activities, with 73,965 attendances. Prior to Covid, Libraries were being used as the 'front door to the Council', where other services could come alongside residents in a safe space to deliver activities and information. This involved coordinating Council or voluntary support services at times when residents were using the building for other activities to help increase access to advice and information.
- 3.9 The Libraries services was asked to make further reductions in the operating budget as part of the Renewing Croydon Plan. With an annual operating budget of £3,410,000 (2020/21) the target was set at £511,500. The service is already lean, and has on average more library buildings than our peers.
- 3.10 A review of the usage of the service identified some keys points:

- Five of our libraries (38%) produced less than 15% of the footfall and book issues across the service.
- They all had another library with 1.5 miles.
- All of the buildings had maintenance requirements in the next three years that would require capital expenditure from the Council. Some of the remedial works were significant.

3.11 The five libraries identified are:

- Bradmore Green
- Broad Green
- Sanderstead
- Shirley
- South Norwood

4 PHASE ONE CONSULTATION ACTIVITIES

- 4.1 In December 2020 a meeting with colleagues from the Department of Communities, Media and Sport (DCMS) was held to discuss the process for reducing Libraries service provision in the borough. This outlined the requirement of a two-stage process of public consultation. The first stage should include a formative proposal, and be subject to meaningful feedback from residents, business, community groups, and both members and non-members of the library. The second phase should be more specific, focusing upon a few options, and provide full details of the impact that the changes will have on the service.
- 4.2 The proposal was to close five libraries (Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood), or find an alternative that would not require any council funding.
- 4.3 The first phase of the Libraries public consultation was launched on 14th January 2021, to run until 7th March 2021, but extended mid-consultation by one week to allow for delays in the postal service brought about by Covid restrictions.
- 4.4 The consultation was primarily undertaken online due to the third national lockdown. The Council followed recently updated consultation guidance from government on holding public consultations during lockdown restrictions. An online survey was created on the Libraries consultation website, with paper copies available on request via a dedicated answerphone.
- 4.5 At the start of the consultation a fact sheet of information was shared on each of the libraries in the proposal. Additional information was provided throughout the first phase of consultation, either on request from residents or as it became pertinent from feedback received.
- 4.6 Halfway through phase one, the Council hosted seven webinars to provide further detail, respond to frequently asked questions, and answer live questions through a Q&A. The webinars were held outside of usual working

hours to allow as many residents as possible to attend. The first webinar, on Saturday 20th February 2021, covered the impact on the Libraries service as a whole. This was followed by a webinar with the Community Managed Libraries National Peer Network, and demonstrated six models of community run library from across the country. On the evenings 22nd-24th February 2021 webinars were then held for each of the five libraries included in the proposal. There were 304 live attendees at these events, and a further 477 views of the webinars afterwards.

- 4.7 Additional information was updated on the consultation website after the webinars. This included recordings of the webinars and the presentation slides, FAQs, floor plans, and more detailed library usage information.
- 4.8 During the consultation, and especially after the webinars, a number of community groups and individuals approached the Libraries service expressing an interest in partnering with the Libraries service. Expressions of interest have so far come from:
- Asian Resource Centre Croydon
 - Coulsdon Primary School
 - Friends of South Norwood Library
 - Museum of Diversity
 - Sanderstead United Reform Church
 - Shirley Children's Centre
 - West Wickham Baptist Church
- 4.9 The first phase of public consultation closed at midnight on 14th March 2021. There were 2,510 completed surveys, of which 38 were paper forms and two completed over the telephone.
- 4.10 The main feedback themes from a resident's view were:
- Services - residents value:
 - Book borrowing
 - Digital access (PCs, printing, internet)
 - Study/work space
 - Social space/community hub
 - Equalities:
 - Closures will disproportionately impact deprived areas
 - Children, young families and the elderly will be most impacted
 - Timing - communities need libraries post-lockdown
 - Financial - residents feel that they are paying the price for financial mismanagement
 - Travel – residents unable to travel to alternative locations due to cost, logistics, personal frailty, and fear of crime.
 - Social:
 - “Heart of the community”, good for mental health and wellbeing
 - Members value activities and events in libraries
 - Education – importance of literacy and attainment
 - Anti-social behaviour:

- A safe space for children and young people
- Perception that crime and ASB will increase
- Opening hours:
 - Reduce hours to make savings
 - Others want longer hours/more convenient times to meet their needs
- Publicity – needs to go wider, especially during periods of lockdown
- Books:
 - More and better collection of books
 - Could not afford to purchase own books
 - Fear of fines deters loans
 - Longer loan periods needed
- Shared space – collaborate with local schools, businesses
- Operation:
 - Community and volunteer run an option
 - Value of professional library staff
- Income generation ideas:
 - Café
 - Hireable meeting spaces
 - Chargeable desk space for small businesses
 - Ticketed cultural events

Equalities Feedback

- 4.11 Of the 1,397 respondents who answered the question on their gender: male (25%); female (71%); other (0.2%); prefer not to say (4%).
- 4.12 When asked for their age range: under 18 (1%); 18-30 (5%); 31-40 (24%); 41-50 (19%); 51-60 (15%); 61-70 (18%); 71-80 (10%); 81+ (2%); prefer not to say (5%).
- 4.13 To the question ‘Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months?’: Yes, limited a lot (4%); yes, limited a little (11%); no (77%); prefer not to say (8%).
- 4.14 When describing their ethnic origin: white British (61%); white other (7%); Indian (5%); Asian other background (2%); black African (2%); black Caribbean (3%); prefer not to say (10%); other ethnic backgrounds (10%).

5 INVESTMENT IN LIBRARIES BUILDINGS AND INFRASTRUCTURE

- 5.1 One of the criteria for considering the five libraries for closure is the future repair and maintenance costs. These varied in scale:
- Bradmore Green - £20,000
 - Broad Green - £26,000
 - Sanderstead - £127,000
 - Shirley - £92,000

- South Norwood (existing) - £420,000
- South Norwood (new) - £890,000

5.2 At the March 2021 Council meeting capital investment was allocated to the Libraries service for:

5.2.1 Replacement of obsolete self-service kiosks and install Open + in three libraries - £650,000

5.2.2 Fit out of the new South Norwood Library - £890,000

5.3 It has been agreed that the Community Infrastructure Levy (CIL) can be used to fund these works, to a value of £1.6m in 2021/22.

5.4 Additional CIL funding of £265,000 has been allocated for Bradmore Green, Broad Green, Sanderstead and Shirley repairs and maintenance.

6 OPTIONS CONSIDERED

6.1 Following the feedback from residents the Libraries service have reviewed available, feasible options to generate the 15% savings target, while maintaining a statutory libraries service. The options considered are:

- Close five libraries
- Reduce service hours by 21% across the borough
- Five community run libraries
- Outsource all libraries
- Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries, with a Libraries presence
- Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries, with a Libraries presence

6.2 CLOSE FIVE LIBRARIES

6.2.1 Proposal to permanently close Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood libraries. Residents would be expected to use alternative neighbouring libraries, Homes Libraries Service, or digital library.

6.2.2 Savings would be achieved by a reduction in staffing levels by 10.99 FTE (17%), from 63.65 FTE to 52.66 FTE. This would achieve savings of £360,476/annum. In addition, further savings of £72,483 would be generated from a reduction in business rates and utilities. In total, it is estimated that savings of £432,959 would be achieved. These savings would be expected to be delivered in-year, and would be managed by the Council providing more control over the delivery.

6.2.3 This option does not achieve the full savings target.

6.2.4 By closing these five libraries there would be an overall reduction in weekly service hours of 246.5 hours, which is a 44% reduction. This would be

mitigated by the introduction of additional unstaffed hours in neighbouring libraries, utilising Open + technology. This mitigation would introduce 70 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 31%.

- 6.2.5 The Equalities Impact Assessment for this option identifies that there would be a substantial impact upon the following protected characteristics:
- Age
 - Disability
 - Race
 - Pregnancy and maternity
- 6.2.6 There are no or limited mitigations to the complete loss of libraries provision for these groups in these local communities.
- 6.2.7 Due to the inability to achieve the savings target, and the substantial impact on the local communities, the recommendation is to not include this option in second phase of public consultation.

6.3 **REDUCE SERVICE HOURS BY 21% ACROSS THE BOROUGH**

- 6.3.1 Proposal to reduce opening hours by 21% across the whole service. The reduction would be minimised in busier libraries, where possible.
- 6.3.2 Savings would be achieved by a reduction in staffing levels by 15.99 FTE (25%), from 63.65 FTE to 47.66 FTE. This would achieve savings of £506,980/annum. These savings would be expected to be delivered in-year through a staffing restructure, and would be managed by the Council providing more control over the delivery.
- 6.3.3 This option does achieve the full savings target.
- 6.3.4 By reducing opening hours there would be an overall reduction in weekly staffed operating hours of 270.5 hours, which is a 48% reduction. This would be mitigated by the introduction of additional unstaffed hours in neighbouring libraries, utilising Open + technology. This mitigation would introduce 150 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 21%.
- 6.3.5 Additionally, library opening days would be adjusted to ensure that at least one library in each area (north, central, and south) was open and staff available each day (Monday to Saturday).
- 6.3.6 The Equalities Impact Assessment for this option identifies that there would be a moderate impact upon the following protected characteristics:
- Age
 - Disability
 - Gender
 - Race

- Pregnancy & maternity

6.3.7 There are some mitigations to the reduction of libraries provision across the borough, particularly the use of Open + technology to provide unstaffed opening hours. All library buildings would remain open, but there would be some days when the service would only be available to registered Open + users and those times would not have any staff supervision to help with enquiries. Survey feedback identified that some library users could not access the service during because of working patterns. This mitigation allows some libraries to be accessible at the beginning and end of the day, and on closed days.

6.3.8 Due to the ability to achieve the savings target, and the mitigated impact on the local communities, the recommendation is to include this option in second phase of public consultation.

6.4 **FIVE COMMUNITY RUN LIBRARIES**

6.4.1 Proposal for community managed buildings at Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood libraries. Community organisations would lease the building from the Council to offer a community space, and take responsibility for building running costs. Croydon Libraries will continue to provide books and IT services, with 0.5 FTE staff presence at each site.

6.4.2 Savings would be achieved by a reduction in staffing levels by 8.49 FTE (13%), from 63.65 FTE to 55.16 FTE. This would achieve savings of £287,224/annum. In addition, further savings of £72,483 would be generated from a reduction in business rates and utilities. In total, it is estimated that savings of £359,707 would be achieved. It is unlikely that these savings could be delivered in-year due to the need to effectively procure these community run services.

6.4.3 This option does not achieve the full savings target.

6.4.4 Community groups would agree their own opening hours, subject to their operating model. The Council would provide 0.5 FTE per site to effectively manage the books and allow the library to remain as part of The Libraries Consortium. The benefit of this is continued access to the libraries management system, books from across the consortium, and IT for library users.

6.4.5 The Equalities Impact Assessment for this option identifies that there would be a low impact upon all the protected characteristics.

6.4.6 There are mitigations to the complete loss of libraries provision for these groups in these local communities. Community groups would facilitate access to books, IT, and would run activities and events. It is hoped, but not guaranteed, that community groups would be able to operate on similar opening hours to the current libraries provision.

6.4.7 Due to the inability to achieve the savings target, the recommendation is to not include this option in second phase of public consultation.

6.5 **OUTSOURCE ALL LIBRARIES**

6.5.1 Proposal to outsource all libraries, preferably to a social enterprise or charitable organisation.

6.5.2 The contract would be openly procured with an annual operating budget of £2,898,500 to ensure the savings are achieved. To operate the same level of service provided now the partner would need to make service efficiencies or generate income generation. This model has been tested through a preliminary analysis by Greenwich Leisure Limited (GLL) and, in their opinion, the savings target/income generation can be achieved.

6.5.3 A full tendering exercise would be required to engage with any interested organisation and to satisfy procurement legislation. It is anticipated that this would take between 6 and 12 months to complete the procurement and mobilise, therefore, savings would not be achieved in this financial year. Additional in-year savings in the Libraries service would need to be achieved to meet the Renewing Croydon savings target.

6.5.4 This option does achieve the full savings target but not within this financial year.

6.5.5 Opening hours would be reviewed by the operator to ensure that the service is efficient, while still meeting the needs of the local community. The GLL review states that there would not be a need to “reduce opening hours extensively but it would be sensible to make sure that the hours offered suit the needs of local residents”.

6.5.6 The Equalities Impact Assessment for this option identifies that there would be a low impact upon all the protected characteristics.

6.5.7 It is likely that the service would be delivered in much the same way as it is under the Council. There may be adjustments to the operating hours to generate efficiencies, i.e. closed over lunchtimes. It is also feasible that there will be more paid events and activities to generate income back into the service.

6.5.8 Due to the ability to achieve the savings target, and the limited impact on the local communities, the recommendation is to include this option in second phase of public consultation.

6.6 **HYBRID – REDUCTION IN SERVICE HOURS (ONE DAY PER WEEK) TO EIGHT LIBRARIES AND FIVE COMMUNITY RUN LIBRARIES**

- 6.6.1 Proposal to reduce opening hours at eight libraries by one day per week. However at Bradmore Green, Broad Green, Sanderstead, Shirley and South Norwood this would be a reduction to two fully staffed days per week, with community organisations occupying the buildings during the remainder of the week. This option provides more staffing support from Libraries than the Community Run Libraries option.
- 6.6.2 The Council would retain responsibility for the building and community groups would hire the buildings to provide a community hub, with responsibility for covering a share of the building running costs. Croydon Libraries will continue to provide books and IT services, with two fully staffed days at each site.
- 6.6.3 Savings would be achieved by a reduction in staffing levels by 10.2 FTE (16%), from 63.65 FTE to 53.54 FTE. This would achieve savings of £316,526/annum. In addition, further savings of £36,000 would be generated from a reduction in business rates and utilities by sharing the space with community organisations. In total, it is estimated that savings of £352,526 would be achieved. These savings would be expected to be delivered in-year, and would be managed by the Council providing more control over the delivery.
- 6.6.4 This option does not achieve the full savings target.
- 6.6.5 By reducing opening hours there would be an overall reduction in weekly staffed operating hours of 222.5 hours, which is a 39% reduction. This would be mitigated by the introduction of additional unstaffed hours in neighbouring libraries, utilising Open + technology. This mitigation would introduce 94 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 23%.
- 6.6.6 The Equalities Impact Assessment for this option identifies that there would be a low impact upon all the protected characteristics.
- 6.6.7 There are mitigations to the reduction of Council staffed libraries provision for these groups in these local communities. Community groups would facilitate access to books, IT, and would run activities and events. It is hoped, but not guaranteed, that community groups would be able to operate on similar opening hours to the current libraries provision. In addition, Open + technology would allow unstaffed access to libraries services.
- 6.6.8 Due to the inability to achieve the savings target, the recommendation is to not include this option in second phase of public consultation.
- 6.7 **HYBRID – REDUCTION IN SERVICE HOURS (TWO DAYS PER WEEK) TO EIGHT LIBRARIES AND FIVE COMMUNITY RUN LIBRARIES**
- 6.7.1 Proposal to reduce opening hours at eight libraries by two days per week. However at Bradmore Green, Broad Green, Sanderstead, Shirley and South Norwood this would be a reduction to two fully staffed days per week, with

community organisations occupying the buildings during the remainder of the week.

- 6.7.2 Community groups would lease the building from the Council and be responsible for utilities, repairs and maintenance. Croydon Libraries will continue to provide books and IT services, with two fully staffed days at each site.
- 6.7.3 Savings would be achieved by a reduction in staffing levels by 15.99 FTE (25%), from 63.65 FTE to 47.66 FTE. This would achieve savings of £506,980/annum. In addition, further savings of £72,483 would be generated from a reduction in business rates and utilities through the lease. In total, it is estimated that savings of £579,463 would be achieved. The staffing savings would be expected to be delivered in-year, and would be managed by the Council providing more control over the delivery. However, it is likely to take longer to achieve the buildings savings due to the need to effectively procure these community run services.
- 6.7.4 This option does achieve the full savings target.
- 6.7.5 By reducing opening hours there would be an overall reduction in weekly staffed operating hours of 270.5 hours, which is a 48% reduction. This would be mitigated by the introduction of additional unstaffed hours in neighbouring libraries, utilising Open + technology. This mitigation would introduce 150 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 21%.
- 6.7.6 The Equalities Impact Assessment for this option identifies that there would be a low impact upon all the protected characteristics.
- 6.7.7 There are mitigations to the reduction of Council staffed libraries provision for these groups in these local communities. Community groups would facilitate access to books, IT, and would run activities and events. It is hoped, but not guaranteed, that community groups would be able to operate on similar opening hours to the current libraries provision. In addition, Open + technology would allow unstaffed access to libraries services.
- 6.7.8 Due to the ability to achieve the savings target, the recommendation is to include this option in second phase of public consultation.

7 REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 7.1 It is recommended that the Council undertake meaningful consultation with the public on the options that achieve the 15% operating budget reduction in the Libraries Service.
- 7.2 The options that meet this criteria are:
 - 7.2.1 Reduce service hours by 21% across the borough

- 7.2.2 Outsource all libraries
- 7.2.3 Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries
- 7.3 Each of these options has a varying level of impact on local communities. The impact has been assessed in the equalities impact assessments. This is summarised in the Options Assessment.
- 7.4 Where there is a proposed reduction in service hours, this has been mitigated as much as possible through the introduction of unstaffed opening hours with Open + technology. This will allow library users to be able to maintain access to books and IT sessions at times when there is no member of Libraries staff present. Feedback received during phase one of the consultation suggested that some people do not currently use libraries because they are not currently open outside of standard working hours. This mitigation would allow libraries with Open + technology to be accessible at the start and end of the day, to meet this demand.
- 7.5 All of the recommended options retain a library in the existing local communities. This reduces the impact on local communities, particularly those who provided feedback in the first phase of consultation that they would be unable to travel to a neighbouring local library. This impact on travel was particularly felt by residents with physical disabilities, elderly residents, young families, and those of low income who could not afford public transport costs.
- 7.6 All of the recommended options ensure that residents will continue to have access to books, digital access, study space, events and activities in their local community.
- 7.7 The Council will continue to fund the purchase of books and the provision of IT equipment, at existing levels, in all recommended options.
- 7.8 The first phase of consultation has started several conversations between the Libraries service and community organisations about how they can work together more collaboratively. It is hoped that this joint working approach will continue through each of the proposed options.
- 7.9 During the second phase of consultation, residents and library users will be able to provide feedback on their preference for future library provision within the borough.
- 7.10 A further paper will be presented to Council detailing the analysis of the feedback from the second phase of public consultation.
- 7.11 Council will make a decision on future Libraries provision within the borough.

8 CONSULTATION

- 8.1 A second phase of Libraries public consultation will take place for eight weeks during the summer.
- 8.2 Residents and library users will be consulted on their preference for the future of the Libraries service in the borough.
- 8.3 A survey will be available online to gather feedback. Paper copies will be available on request from all libraries, via the dedicated answer phone, or via the dedicated librariesconsultation email address.
- 8.4 It is hoped that social distancing restrictions continue to ease and that there will be an opportunity to meet residents face to face. Library buildings are beginning to re-open to the public so residents will be able to talk directly to staff. Roadshows will be planned at each library to talk to residents about the proposals and answer questions directly.
- 8.5 Further online webinars will be held in the first few weeks of the consultation period to answer questions from residents. These proved popular during the first phase of consultation.
- 8.6 A dedicated Libraries consultation website will be used to access all of the available material and link to videos, documents and the survey.
- 8.7 The consultation will be advertised in library buildings. Visitors will be able to view the consultation documentation, and collect paper copies of the survey, or complete online using library computers (subject to Covid social distancing restrictions).
- 8.8 Copies of all the information can be translated for residents upon request.
- 8.9 After the consultation period has ended, the survey results will be analysed and reported to Council. This will form the basis of the decision on the future provision of libraries in the borough.

9 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

9.1 Revenue and Capital consequences of report recommendations

	Current Year	Medium Term Financial Strategy – 3 year forecast		
	2021/22 £'000	2022/23 £'000	2023/24 £'000	2024/25 £'000
Revenue Budget Available	£3,410,000	£2,898,500	£2,898,500	£2,898,500
Expenditure Income	£0 £0	£0	£0	£0
Effect of decision from report	-£511,500	£0	£0	£0
Expenditure Income	£0 £0	£0	£0	£0
Remaining Budget	£2,898,500	£0	£0	£0
Capital Budget available	£1,875,000	£0	£0	£0
Expenditure Income	£0 £0	£0	£0	£0
Effect of decision from report	£0	£0	£0	£0
Expenditure Income	£1,875,000	£0	£0	£0
Remaining Budget	£0	£0	£0	£0

Any underachievement in savings will need to be met from within other existing Place department budgets.

9.2 The effect of the decision

The impact of these recommendations to rationalise the use of libraries (without closing any libraries) will generate savings for the Council.

9.3 Risks

There is a risk that the full extent of the savings target of £511,500 will be partially met over 2021/22 due to the timing of consultation with residents.

9.4 **Options**

The recommended options include reducing service hours by 21% across the borough, outsourcing all libraries and/or a hybrid of service reduction (to 2 days per week) of 8 libraries and 5 community run libraries. None of these options result in closure of libraries as it does not yield any significant operational cost savings in its closure.

9.5 **Future savings/efficiencies**

The options highlighted above is likely to result in annual revenue savings of £511,500 in operating costs which include staffing costs (account for 60% of running costs), business rates, utilities, ICT licences for software and digital media/ebooks as well as book purchases.

The capital budget of £1.875m for 21/22 does not include the committed expenditure carried over from 20/21 of £0.304m as this is subject to Cabinet approval.

There is further work to be carried out to explore revenue generation of libraries by bringing in community groups to host activities as fee paying events. A series of pilot events will be held over the summer period in 21/22 to test this out further.

Approved by: Geetha Blood, Interim Head of Finance Place and Resources

10 **LEGAL CONSIDERATIONS**

10.1 The Head of Litigation and Corporate Law comments on behalf of the Interim Director of Law and Governance that the report seeks to consult on the possible options set-out within the recommendations.

10.2 Following the consultation a substantive report will be provided setting out the option that will be considered and the reasons for it.

10.3 There are no further legal or propriety comments at this stage.

Approved by Sandra Herbert, Head of Litigation and Corporate Law on behalf of the Interim Director of Law and Governance & Deputy Monitoring Officer

11 **HUMAN RESOURCES IMPACT**

1.1 There will HR impact issues arising from this report which will be managed under the Council's HR Policies and Procedures, and in the first instance the Restructure and Reorganisation Policy and Procedures will apply.

Approved by: Jennifer Sankar, Head of HR Place, on behalf of Sue Moorman, Director of Human Resources

12 EQUALITIES IMPACT

- 12.1 The impact on the proposals varies for each option. An Equalities Assessment has been produced for each option to capture the impact that it will have on protected characteristic groups in local communities.
- 12.2 In option 1 – Close Five Libraries, there is a substantial impact upon age, disability, race, pregnancy and maternity with no or limited mitigations.
- 12.3 In option 2 – Reduce Hours By 21% Across All Libraries, there is moderate impact upon age, disability, gender, race, pregnancy and maternity. The impact is mitigated by keeping all library buildings open to the public, and offsetting some previously staffed hours with access to buildings, books and IT via Open + technology.
- 12.4 In option 3 – Five Community Run Libraries, there is low impact upon all protected characteristics. The impact is mitigated by community groups facilitating access to books, IT, and run activities and events.
- 12.5 In option 4 – Outsource All Libraries, there is low impact upon all protected characteristics. The impact is mitigated by the partner operating all thirteen libraries on a similar basis to the current service provision.
- 12.6 In option 5 – Hybrid Reduction in Service Hours (One Day Per Week) to Eight Libraries And Five Community Run Libraries, there is low impact upon all protected characteristics. The impact is mitigated by community groups facilitating access to books, IT, and run activities and events. In addition, Open + technology would allow unstaffed access to libraries services.
- 12.7 In option 6 – Hybrid Reduction in Service Hours (Two Days Per Week) to Eight Libraries And Five Community Run Libraries, there is low impact upon all protected characteristics. The impact is mitigated by community groups facilitating access to books, IT, and run activities and events. In addition, Open + technology would allow unstaffed access to libraries services.
- 12.8 Equalities Assessments have been undertaken for each of the options to meet the engagement provisions of the Public Sector Equality Duty as part of assessing the impact on people with protected characteristics. This will help us to better understand the impact of the proposals on the different characteristics.
- 12.9 Approved by: Yvonne Okiyo, Equalities Manager, on behalf Gavin Handford, Director of Policy & Partnership

13. ENVIRONMENTAL IMPACT

- 13.1 There is no environmental impact of this report.

14. CRIME AND DISORDER REDUCTION IMPACT

14.1 There is no impact on crime and disorder from this report.

15. DATA PROTECTION IMPLICATIONS

15.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

NO

CONTACT OFFICER: Robert Hunt, Interim Head of Assets & Involvement, ext 63309

APPENDICES TO THIS REPORT:

- Appendix 1 – Equalities Impact Assessment – Close 5 libraries
- Appendix 2 – Equalities Impact Assessment – Reduce service hours by 21% across the borough
- Appendix 3 – Equalities Impact Assessment – Five community run libraries
- Appendix 4 – Equalities Impact Assessment – Outsource all libraries
- Appendix 5 – Equalities Impact Assessment – Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries
- Appendix 6 – Equalities Impact Assessment – Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries
- Appendix 7 – Options following libraries consultation April 2021
- Appendix 8 – Options – Opening Hours
- Appendix 9 – Options Assessment Matrix

BACKGROUND DOCUMENTS – LOCAL GOVERNMENT ACT 1972

Supplementary Agenda - Review of Libraries Public Consultation - Phase One report

Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	PLACE
Title of proposed change	PLA Sav 03 Closure of Libraries Buildings and PLA Sav 20 Closure of South Norwood Library
Name of Officer carrying out Equality Analysis	Robert Hunt/Joan Redding

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

Proposal to close five (of 13) libraries: Bradmore Green, Broad Green, Shirley, and Sanderstead Libraries in order to make savings as part of the Croydon Renewal Plan. (Proposal is in tandem with PLA Sav 04 South Norwood Library closure of existing and new libraries). Anticipated outcomes are savings on operating and staff costs plus avoidance of repair, maintenance and development costs.

The libraries proposed for closure are the smaller libraries in the older buildings which require renovation investment, identified in a previous study for closure due to lower visitor numbers and high maintenance costs. In each case there are larger libraries with more facilities and activities just over a mile away. We acknowledge that these libraries have been in the local community for decades and are very much established and valued in their local communities, especially by young families, older residents, and those without access to computers and broadband.

The Consultation is in two parts. Phase 1 was completed on 14 March 2021 and sought feedback on the proposals to close 5 libraries or find alternative options, when these proposals were at the formative stage. There were over 2,500 respondents and they used the following Croydon libraries (some used more than one). Highlighted below are the libraries proposed to close:

Response	Number of Respondents	Percentage of Respondents
Ashburton Library	332	15.43%
Bradmore Green Library	309	14.37%
Broad Green Library	152	7.07%
Central Library	1015	47.19%
Coulsdon Library	328	15.25%
New Addington Library	64	2.98%
Norbury Library	138	6.42%
Purley Library	310	14.41%
Shirley Library	377	17.53%
Sanderstead Library	467	21.71%
Selsdon Library	335	15.57%
South Norwood Library	414	19.25%
Thornton Heath Library	257	11.95%
Prefer not to say	9	0.42%
None of them	37	1.72%

From the feedback, we identified four options: Closure, Reduced Opening Hours, Community Managed, and Outsource. These options are being analysed and be considered by Cabinet who will decide which options go back out to public consultation.

This is an Equalities Impact Assessment on Option 1: Closure of five libraries.

We are completing an Equalities Impact Assessment on each option. We will consider evidence from a range of sources, namely: Croydon Observatory data, Library Management System Data, Libraries Consultation feedback, Library events data and Library staff feedback on events participation.

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic.

Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact on proposal to close 5 libraries: Bradmore Green, Broad Green, Shirley, Sanderstead, South Norwood Libraries

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence
Age	If the five libraries are closed, the PCs and books will be made available in the nearest larger library, which is just over a mile	<p>All Croydon: According to ONS Estimates 2019, Croydon residents comprise 386,710 residents:</p> <ul style="list-style-type: none"> • 22.2% (85,672) aged 0-15 • 64.1% (247,841) aged 16-64 • 13.8% (53,197) 65 and over <p>According to ONS mid-year estimates, Croydon has the 4th largest number of young people aged 0-17 years old in London. One in 4 of Croydon's population is aged 0-17 years based on ONS MYE 2019. The number of looked after children in Croydon is the highest in London.</p>	Library Active Users Report June 2020 covering users 2018-2020 Observatory data Libraries Consultation Phase 1 (14/1-14/3 2021)

away in each case.

Savings made on closures will be part of wider Croydon savings and will not have a positive impact on service users or wider library services

Ward populations for libraries proposed to close (Croydon Observatory) – population figures for all Wards with libraries is Table 1 below.

Wards	Population	Male	Female
All Croydon	386,710	187,875 (48.6%)	198,835 (51.4%)
Old Coulsdon	10,856	5,655 (52.1%)	5,201 (47.9%)
Broad Green	20,592	10,517 (51.1%)	10,075 (48.9%)
Sanderstead	14,213	7,253 (51%)	6,960 (49%)
Shirley South	9,521	5,084 (53.4%)	4,437 (46.6%)
South Norwood	18,185	9,507 (52.3%)	8,678 (47.7%)

Library database: Impact on 104,249 registered library members and below is a summary by age ranges compared to Croydon population.

Age Range	Library Members	% of age	Croydon Population	%	Library Members as % Croydon Population
0-9	15140	14.52%	54952	14.3	28%
10-19	21153	20.29%	47985	12.4	44%
20-29	14216	13.63%	44820	11.6	32%
30-39	16030	15.37%	59423	15.4	27%
40-49	13752	13.19%	53552	13.9	26%
50-60	9885	9.48%	53052	13.7	19%
60-69	6815	6.54%	35305	9.1	19%
70-79	4789	4.59%	22819	6	21%
80+	2485	2.38%	14802	3.8	17%
Total	104265		386710		26.96%

7 Webinars
Activities spreadsheet and Equalities summaries from staff

Please note that not all library members are Croydon residents, and many who visit Croydon libraries for activities and services are not library members.

In **Option 1: Close five libraries**, there is an impact on just over 15% of library members in the following age groups:

Age ranges	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total	% All Members
0-9	459	610	579	418	923	2989	2.87%
10-19	367	974	488	837	1169	3835	3.68%
20-29	117	378	155	393	581	1624	1.56%
30-39	197	440	274	330	857	2098	2.01%
40-49	208	356	299	313	692	1868	1.79%
50-59	182	188	181	301	499	1351	1.30%
60-69	176	75	161	329	234	975	0.94%
70-79	201	26	197	311	126	861	0.83%
80-89	100	9	93	162	46	410	0.39%
90+	31	4	17	35	10	97	0.09%
Total	2038	3060	2444	3429	5137	16108	15.45%

Activities:

From April 2019 – March 2020 Croydon ran 6,261 activities across all 13 libraries, with 73,965 attendees, generating 3839 new members. (Please note this is lower than usual given COVID changes and data was very low for Quarter 4)

In that year, the five local libraries proposed for closure ran 30% of all Croydon's regular events and activities with approximately 15,000 attendees annually. Below is a breakdown from the events data for libraries, broken down by age groups. (See also Table 2 below)

Events & Activities 2019/20	All	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood
Children and Young People (0 to 17)	3103	171	351	12	7	13
Adults (18 to 49)	1881	20	111	28	169	102
Older People (50+)	1094	51	64	37	30	164
Family	183	3	30	9	15	55
Annual Total Events	6261	245	556	186	323	573

The service would mitigate this by increasing the number of activities at other sites, however, the libraries consultation and staff feedback on events participation have identified that many users would not be able to travel to another location, illustrated below.

Libraries Consultation Survey: Initial Libraries Consultation was undertaken 14 January – 14 March to reach all users, and also non users of Croydon Library services, particularly those directly affected by these proposals. There is also feedback from seven webinars.

Response (1418)	Number of Respondents	Percentage of Respondents
Under 18	15	1.06%
18-30	72	5.08%
31-40	346	24.40%
41-50	276	19.46%
51-60	215	15.16%
61-70	257	18.12%
71-80	139	9.80%
81+	27	1.90%
Prefer not to say	71	5.01%

83.20% of respondents told us they walked to their local library, and if they had to travel to the next nearest,

35.61% (621) – public transport

15.19% (265) – not sure

12.21% (213) – no other options, outlined by age in table below:

Of the 213 respondents who told us they had no other options because they could not travel to another library, and the reasons were additional cost, inadequate public transport (2 buses), insufficient or costly parking, no time for additional journey, logistics of travel with young children on public transport, fear of travel because of personal mobility, fear of crime on transport and in alternative communities. Below are the age breakdowns of the respondents, indicating a wide spread and significant number between 31-40, mostly women :

Under 18	3
18-30	5
31-40	48
41-50	26
51-60	17

		<table border="1"> <tr><td>61-70</td><td>15</td></tr> <tr><td>71-80</td><td>10</td></tr> <tr><td>81+</td><td>7</td></tr> <tr><td>Prefer not to say</td><td>12</td></tr> <tr><td>(blank)</td><td>70</td></tr> <tr><td>Grand Total</td><td>213</td></tr> </table>	61-70	15	71-80	10	81+	7	Prefer not to say	12	(blank)	70	Grand Total	213	<p>Respondents to survey, participants at the webinars, and staff have demonstrated that the proposals would have a disproportionate impact on the age groups listed below. Whereas there is a mitigation in the Home Library Service book service for residents with disability, there would be a reduction in a local service with space for activities for those who find it difficult to travel to larger libraries and would not have access to regular activities, social or study space.</p> <p>To summarise, it is concluded that there would be a disproportionate impact on the following age groups if the proposed closure took place:</p> <ul style="list-style-type: none"> • Families with young children (time, logistics, cost) • Adults without digital access; jobless (cost, time) • Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury) • School children after school and school visits (not reflected in data but in free text) 									
61-70	15																							
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Disability	<p>If the five libraries are closed, the PCs and books will be made available in the nearest larger library, which is just over a mile away in each case.</p> <p>The Home Library Service</p>	<p>Information about Disability in Croydon (Croydon Observatory):</p> <table border="1"> <thead> <tr> <th>Disability category</th> <th>Numbers</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Day-to-day activities limited a lot</td> <td>24,380</td> <td>6.7%</td> </tr> <tr> <td>Day-to-day activities limited a little</td> <td>28,733</td> <td>7.9%</td> </tr> <tr> <td>Day-to-day activities not limited</td> <td>310,265</td> <td>85.4%</td> </tr> <tr> <td>Total of all categories.</td> <td>363,378</td> <td>100.0%</td> </tr> </tbody> </table> <p><i>Source: ONS, Census 2011, Table QS303UK.</i></p> <p>Library Database: Out of 104,249 library members, only 30% completed information about disability and 29% declared no disability. Of the 1% (1116) who said they had a disability, breakdown is below with largest group Visual impairment 30% and mobility (27.6%):</p> <table border="1"> <tr><td>DEXTERITY</td><td>2</td><td>0.2%</td></tr> <tr><td>HEARING</td><td>97</td><td>8.7%</td></tr> </table>	Disability category	Numbers	Percentage	Day-to-day activities limited a lot	24,380	6.7%	Day-to-day activities limited a little	28,733	7.9%	Day-to-day activities not limited	310,265	85.4%	Total of all categories.	363,378	100.0%	DEXTERITY	2	0.2%	HEARING	97	8.7%	<p>Library Management System Libraries Consultation Croydon Observatory</p>
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provides a home book delivery service to those who cannot travel to a library.

Savings made on closures will be part of wider Croydon -savings and will not have a positive impact on service users or wider library services

LEARN-DIFF	139	12.5%
MENTAL-HLH	79	7.1%
MOBILITY	308	27.6%
MULT-DISAB	18	1.6%
VISUA	333	29.8%
OTHER	140	12.5%
Grand Total	1116	

12.5% (140) of library members known to have a disability are members of the libraries proposed to close.

Libraries Consultation Survey:

Out of 1379 respondents who completed the disability information, 14.4% said their disability limited them in some way, with 47 respondents limited a lot. Details below with ages.

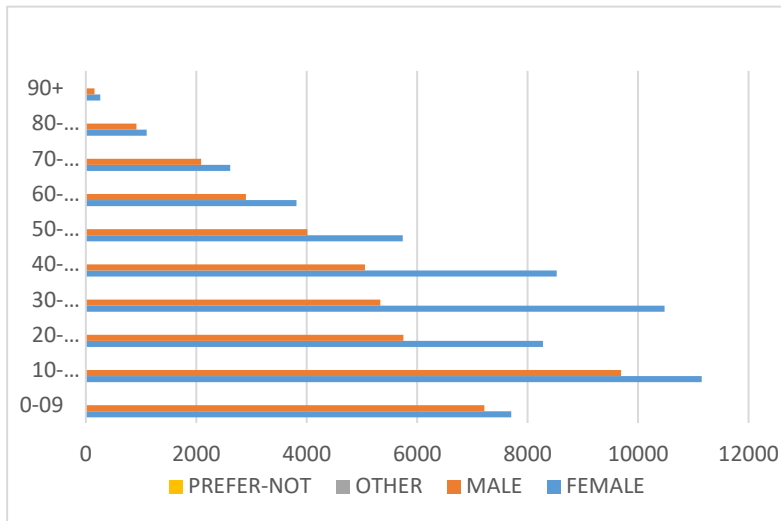
Row Labels	No	Prefer not to say	Yes, limited a little	Yes, limited a lot	Grand Total
Under 18	11		1		12
18-30	50	3	11	4	68
31-40	294	23	21	4	342
41-50	224	15	25	6	270
51-60	176	10	21	7	214
61-70	192	16	29	13	250
71-80	95	1	31	6	133
81+	8	2	8	5	23
Prefer not to say	17	42	4	2	65
(blank)	2				2
Grand Total	1069	112	151	47	1379

However, of the 12.21% (213) respondents who told us they had no other options for travel to their next nearest library, the numbers who told us about a disability is in the table below:

Yes, limited a little	26	12%
Yes, limited a lot	19	1%

		<p>For residents with a disability who cannot travel to a library, there is a Home Library Service which delivers books to their homes, so because of this mitigation, it is not considered that closure would have a disproportionate impact in terms of the books service.</p> <p>However feedback from the survey and from staff assessment of events participation suggests that the closure of libraries would have a disproportionate impact on local residents with a disability, who have taken part in activities and volunteered in the five local libraries.</p>																																																																													
Gender	<p>If the five libraries are closed, the PCs and books will be made available in the nearest larger library, which is just over a mile away in each case.</p> <p>Savings made on closures will be part of wider Croydon savings and will not have a positive impact on service users or wider library services</p>	<p>Croydon Ward populations by gender:</p> <table border="1" data-bbox="573 405 1469 975"> <thead> <tr> <th>Wards</th> <th>Population</th> <th>Male</th> <th>Female</th> </tr> </thead> <tbody> <tr> <td>All Croydon</td> <td>386,710</td> <td>187,875 (48.6%)</td> <td>198,835 (51.4%)</td> </tr> <tr> <td>Old Coulsdon</td> <td>10,856</td> <td>5,655 (52.1%)</td> <td>5,201 (47.9%)</td> </tr> <tr> <td>Broad Green</td> <td>20,592</td> <td>10,517 (51.1%)</td> <td>10,075 (48.9%)</td> </tr> <tr> <td>Sanderstead</td> <td>14,213</td> <td>7,253 (51%)</td> <td>6,960 (49%)</td> </tr> <tr> <td>Shirley South</td> <td>9,521</td> <td>5,084 (53.4%)</td> <td>4,437 (46.6%)</td> </tr> <tr> <td>South Norwood</td> <td>18,185</td> <td>9,507 (52.3%)</td> <td>8,678 (47.7%)</td> </tr> </tbody> </table> <p>Library Database: Out of 104,249 library members, 102,793 provided information on gender: 58% Female/42% Male and 3 Other</p> <table border="1" data-bbox="573 1110 1397 1461"> <thead> <tr> <th>Row Labels</th> <th>FEMALE</th> <th>MALE</th> <th>OTHER</th> <th>PREFER-NOT</th> <th>Grand Total</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>7702</td> <td>7216</td> <td></td> <td>8</td> <td>14926</td> </tr> <tr> <td>10-19</td> <td>11150</td> <td>9689</td> <td></td> <td></td> <td>20839</td> </tr> <tr> <td>20-29</td> <td>8276</td> <td>5749</td> <td>1</td> <td></td> <td>14026</td> </tr> <tr> <td>30-39</td> <td>10482</td> <td>5335</td> <td>1</td> <td>2</td> <td>15820</td> </tr> <tr> <td>40-49</td> <td>8526</td> <td>5054</td> <td></td> <td>1</td> <td>13581</td> </tr> <tr> <td>50-59</td> <td>5740</td> <td>4009</td> <td>1</td> <td></td> <td>9750</td> </tr> <tr> <td>60-69</td> <td>3816</td> <td>2901</td> <td></td> <td>1</td> <td>6718</td> </tr> </tbody> </table>	Wards	Population	Male	Female	All Croydon	386,710	187,875 (48.6%)	198,835 (51.4%)	Old Coulsdon	10,856	5,655 (52.1%)	5,201 (47.9%)	Broad Green	20,592	10,517 (51.1%)	10,075 (48.9%)	Sanderstead	14,213	7,253 (51%)	6,960 (49%)	Shirley South	9,521	5,084 (53.4%)	4,437 (46.6%)	South Norwood	18,185	9,507 (52.3%)	8,678 (47.7%)	Row Labels	FEMALE	MALE	OTHER	PREFER-NOT	Grand Total	0-09	7702	7216		8	14926	10-19	11150	9689			20839	20-29	8276	5749	1		14026	30-39	10482	5335	1	2	15820	40-49	8526	5054		1	13581	50-59	5740	4009	1		9750	60-69	3816	2901		1	6718	Active Users Report June 2020 covering users 2018-2020
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70-79	2613	2088			4701
80-89	1101	917			2018
90+	260	154			414
Grand Total	59666	43112	3	12	102793



Libraries Consultation Survey:

1397 respondents.		
Response	Number of Respondents	Percentage of Respondents
Male	356	25.48%
Female	987	70.65%
Other	3	0.21%
Prefer not to say	51	3.65%

Of the 12.21% (213) respondents who told us they had no other options for travelling to an alternative library, and provided information on gender, 94 were Female and 41 were men. Over half the women were between ages 31 and 50.

Gender Reassignment	<p>If the five libraries are closed, the PCs and books will be made available in the nearest larger library, which is just over a mile away in each case.</p> <p>Savings made on closures will be part of wider Croydon savings and will not have a positive impact on service users or wider library services</p>	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of gender identity. In addition to providing books specific to the transgender community, the annual Cultural Calendar for Croydon Libraries always includes Transgender Day of Remembrance in November, LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Action Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the transgender community who provided feedback, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If all five libraries closed, there would be a reduction in physical space for books, information displays, and inclusive space and activities to raise awareness of issues for the transgender community.</p>	Review as part of Libraries Consultation
Marriage or Civil Partnership	None known	<p>The Library service does not collect information regarding marriage and civil partnership because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>Consideration of the characteristic of marriage and civil partnerships need only be in respect of eliminating unlawful discrimination. In this regard, the proposed implementation plan would not in any way exclude individuals who are legally married or in a civil partnership. Therefore, this characteristic should not be disproportionately affected under any of the proposed proposals.</p>	Review as part of Phase 2 Libraries Consultation
Religion or belief	None known	<p>Libraries nationally are inclusive, and encourage visitors and partners who operate in libraries to welcome residents of all faiths. It is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all religious communities and to celebrate a diverse range of religious holidays throughout the year.</p> <p>If all five libraries closed, there would be a reduction in physical space for books, information displays, and inclusive space and celebrations to highlight the diverse range of faiths of Croydon.</p>	Library Staff experience Libraries Consultation Review as part of Phase 2 Libraries Consultation

Race

If the five libraries are closed, the PCs and books will be made available in the nearest larger library, which is just over a mile away in each case.

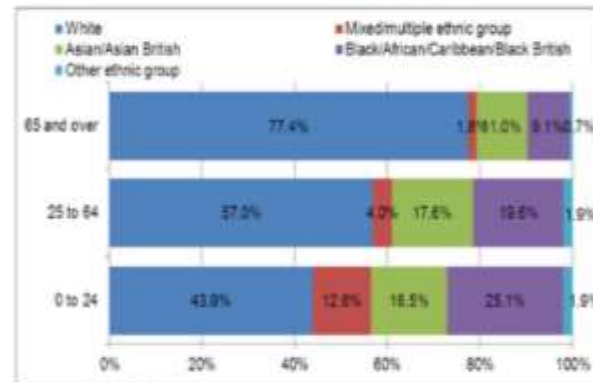
Savings made on closures will be part of wider Croydon savings and will not have a positive impact on service users or wider library services

The Croydon population continues to grow from long-term international migration and 17.1% of the population is made up of non-UK born residents according to ONS 2018 estimates. (Borough Profile)

Just like other London boroughs, Croydon has a higher proportion of residents from the BAME communities compared to the national average. There was more diversity in the younger age group population in Croydon in 2011.

Figure 7 – Ethnic group by age

Figure 7 – Ethnic group by age



Source: ONS 2011 Census

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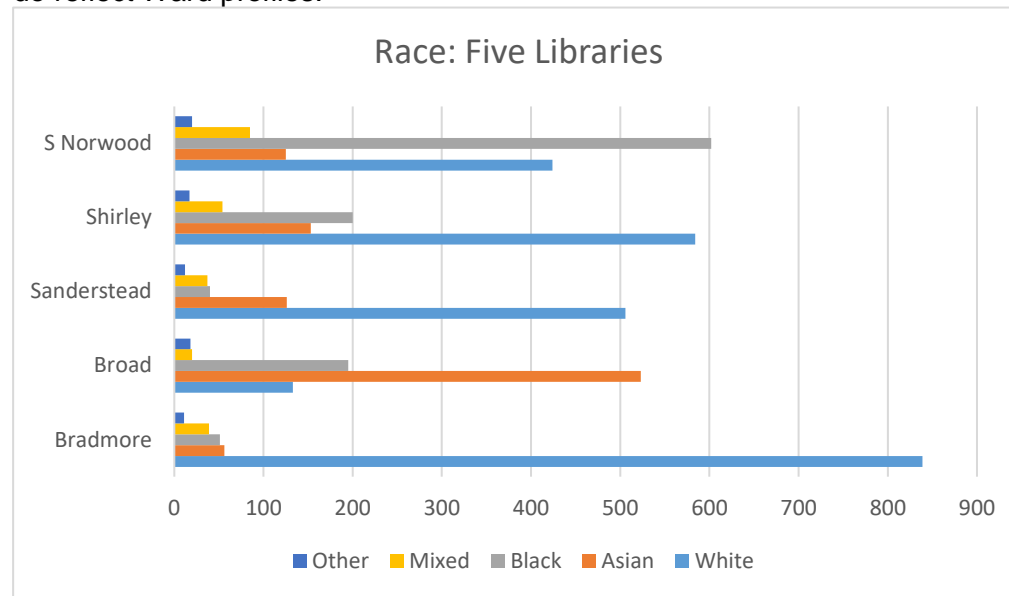
Library Management System

Out of 104,249 on the library database, only 36,455 (35%) library members provided information on ethnicity, shown in the table below:

Library Members	All	5 Libraries	% of All
White	13581	2486	18.30%
Asian	5756	983	17.08%
Black	8149	1088	13.35%
Mixed	1404	235	16.74%
Other	1065	78	7.32%
Prefer Not	6500	889	13.68%
Total	36455	5759	15.80%

Library Active Users Report June 2020 covering users 2018-2020 Observatory data Libraries Consultation after 7 March Webinars Library staff & CALAT case studies following programmes engaging TAMIL women

See below a breakdown of race by each library proposed to close, with the proviso that this database is limited to 35% of overall membership. Also, many library users are not registered. These results do reflect Ward profiles.



Race	Bradmore	Broad	Sanderstead	Shirley	S Norwood	Total
White	839	133	506	584	424	2486
Asian	56	523	126	153	125	983
Black	51	195	40	200	602	1088
Mixed	39	20	37	54	85	235
Other	11	18	12	17	20	78
Prefer Not	32	64	74	117	602	889
	1028	953	795	1125	1858	5759

Survey respondents expressed concern that the absence of a library in areas with more diverse BAME populations could worsen existing deprivation in those communities.

Broad Green: The Asian community use this local library for regular activities and books in Asian languages. For examples Homework Help Club: 126 homework sessions per annum with 534 attending over the year, 60% under the age of 9. Approximately 60% are Asian and 30% Black and many have English as a second language. Many do not have internet access or printing at home.

		<p>South Norwood: There is a large BAME population and areas of deprivation, not just identifiable through the data but also through survey and webinar feedback. There would be a disproportionate impact on young people who would not have access to computers at home or space after school. (Survey)</p> <p>Libraries Consultation: just over 50% provided ethnicity details, and 9.59% of those did not prefer to say. Of those, over 60% were white:</p> <table border="1" data-bbox="577 336 1518 1307"> <thead> <tr> <th data-bbox="577 336 1137 405">Response from 1408 respondents</th> <th data-bbox="1137 336 1330 405">Number of Respondents</th> <th data-bbox="1330 336 1518 405">Percentage of Respondents</th> </tr> </thead> <tbody> <tr> <td data-bbox="577 405 1137 474">White English / Welsh / Scottish / Northern Irish / British</td> <td data-bbox="1137 405 1330 474">858</td> <td data-bbox="1330 405 1518 474">60.94%</td> </tr> <tr> <td data-bbox="577 474 1137 517">White Irish</td> <td data-bbox="1137 474 1330 517">28</td> <td data-bbox="1330 474 1518 517">1.99%</td> </tr> <tr> <td data-bbox="577 517 1137 560">White Gypsy or Irish Traveller</td> <td data-bbox="1137 517 1330 560"></td> <td data-bbox="1330 517 1518 560"></td> </tr> <tr> <td data-bbox="577 560 1137 603">Any other White background</td> <td data-bbox="1137 560 1330 603">101</td> <td data-bbox="1330 560 1518 603">7.17%</td> </tr> <tr> <td data-bbox="577 603 1137 646">White and Black Caribbean</td> <td data-bbox="1137 603 1330 646">19</td> <td data-bbox="1330 603 1518 646">1.35%</td> </tr> <tr> <td data-bbox="577 646 1137 689">White and Black African</td> <td data-bbox="1137 646 1330 689">9</td> <td data-bbox="1330 646 1518 689">0.64%</td> </tr> <tr> <td data-bbox="577 689 1137 732">White and Asian</td> <td data-bbox="1137 689 1330 732">17</td> <td data-bbox="1330 689 1518 732">1.21%</td> </tr> <tr> <td data-bbox="577 732 1137 775">Any other Mixed / multiple ethnic background</td> <td data-bbox="1137 732 1330 775">29</td> <td data-bbox="1330 732 1518 775">2.06%</td> </tr> <tr> <td data-bbox="577 775 1137 818">Indian</td> <td data-bbox="1137 775 1330 818">67</td> <td data-bbox="1330 775 1518 818">4.76%</td> </tr> <tr> <td data-bbox="577 818 1137 861">Pakistani</td> <td data-bbox="1137 818 1330 861">13</td> <td data-bbox="1330 818 1518 861">0.92%</td> </tr> <tr> <td data-bbox="577 861 1137 904">Bangladeshi</td> <td data-bbox="1137 861 1330 904">6</td> <td data-bbox="1330 861 1518 904">0.43%</td> </tr> <tr> <td data-bbox="577 904 1137 948">Chinese</td> <td data-bbox="1137 904 1330 948">3</td> <td data-bbox="1330 904 1518 948">0.21%</td> </tr> <tr> <td data-bbox="577 948 1137 991">Any other Asian background</td> <td data-bbox="1137 948 1330 991">28</td> <td data-bbox="1330 948 1518 991">1.99%</td> </tr> <tr> <td data-bbox="577 991 1137 1034">Black African</td> <td data-bbox="1137 991 1330 1034">29</td> <td data-bbox="1330 991 1518 1034">2.06%</td> </tr> <tr> <td data-bbox="577 1034 1137 1077">Black Caribbean</td> <td data-bbox="1137 1034 1330 1077">48</td> <td data-bbox="1330 1034 1518 1077">3.41%</td> </tr> <tr> <td data-bbox="577 1077 1137 1120">Any other Black background</td> <td data-bbox="1137 1077 1330 1120">3</td> <td data-bbox="1330 1077 1518 1120">0.21%</td> </tr> <tr> <td data-bbox="577 1120 1137 1163">Arab</td> <td data-bbox="1137 1120 1330 1163">2</td> <td data-bbox="1330 1120 1518 1163">0.14%</td> </tr> <tr> <td data-bbox="577 1163 1137 1206">Other</td> <td data-bbox="1137 1163 1330 1206">13</td> <td data-bbox="1330 1163 1518 1206">0.92%</td> </tr> <tr> <td data-bbox="577 1206 1137 1249">Prefer not to say</td> <td data-bbox="1137 1206 1330 1249">135</td> <td data-bbox="1330 1206 1518 1249">9.59%</td> </tr> </tbody> </table>	Response from 1408 respondents	Number of Respondents	Percentage of Respondents	White English / Welsh / Scottish / Northern Irish / British	858	60.94%	White Irish	28	1.99%	White Gypsy or Irish Traveller			Any other White background	101	7.17%	White and Black Caribbean	19	1.35%	White and Black African	9	0.64%	White and Asian	17	1.21%	Any other Mixed / multiple ethnic background	29	2.06%	Indian	67	4.76%	Pakistani	13	0.92%	Bangladeshi	6	0.43%	Chinese	3	0.21%	Any other Asian background	28	1.99%	Black African	29	2.06%	Black Caribbean	48	3.41%	Any other Black background	3	0.21%	Arab	2	0.14%	Other	13	0.92%	Prefer not to say	135	9.59%	
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Other	13	0.92%																																																													
Prefer not to say	135	9.59%																																																													
Sexual Orientation	None known	Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all LGBTQ communities. In addition to providing books specific to the LGBTQ community, the annual Cultural Calendar for Croydon Libraries always LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For	Libraries Consultation																																																												

		<p>many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Action Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the LGBTQ community who provided feedback, so Croydon Libraries will test this assumption in the follow up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If all five libraries closed, there would be a reduction in physical space for books, information displays, and inclusive space and activities to raise awareness of issues for the LGBTQ community.</p>																																									
Pregnancy or Maternity	<p>If the five libraries are closed, additional activities and the PCs and books will be made available in the nearest larger library, which is just over a mile away in each case.</p> <p>Savings made on closures will be part of wider Croydon Savings and will not have a positive impact on service users or wider library services</p>	<p>Five local libraries affected libraries provided regular free activities such as Baby Bounce and Rhymetime activities which had a positive impact on isolation, socialization, and provision of information and resources such as health information and Bookstart baby packs. Staff deliver the rhymetime sessions.</p> <p>New mothers benefit from rhymetimes as they build social networks and get support from other mothers at what can be a tricky time adjusting to being a mum. Babies and toddlers are introduced to singing and their first books, and it's an opportunity for all to socialize</p> <p>In 2019/20 the five libraries proposed to close provided 52% of the under 5s activities, including rhymetime, and attracted 17% of the attendance. Broad Green provided 26% of activities for under 5s and 3% of overall attendance, 45% of attendees are Asian and 30% Black. South Norwood provided 12% of activities, and 8% of attendees:</p> <table border="1" data-bbox="573 906 1420 1230"> <thead> <tr> <th>Libraries</th> <th>Under 5s</th> <th>% All</th> <th>Attendees</th> <th>% All</th> </tr> </thead> <tbody> <tr> <td>All</td> <td>1786</td> <td></td> <td>36796</td> <td></td> </tr> <tr> <td>Bradmore Green</td> <td>93</td> <td>5%</td> <td>421</td> <td>1%</td> </tr> <tr> <td>Broad Green</td> <td>463</td> <td>26%</td> <td>1145</td> <td>3%</td> </tr> <tr> <td>Sanderstead</td> <td>99</td> <td>6%</td> <td>1369</td> <td>4%</td> </tr> <tr> <td>Shirley</td> <td>51</td> <td>3%</td> <td>408</td> <td>1%</td> </tr> <tr> <td>S Norwood</td> <td>222</td> <td>12%</td> <td>2915</td> <td>8%</td> </tr> <tr> <td>Total (5)</td> <td>928</td> <td>52%</td> <td>6258</td> <td>17%</td> </tr> </tbody> </table> <p>Libraries Consultation and Webinar feedback identified the importance of local libraries to the wellbeing of mothers and babies, the value of the access to early years books, and the benefits of activities on child development; also the wellbeing benefits of meeting neighbours at these events. Consultation free text comments and feedback during webinars expressed strongly that the proposals would disproportionately impact mothers and their babies &</p>	Libraries	Under 5s	% All	Attendees	% All	All	1786		36796		Bradmore Green	93	5%	421	1%	Broad Green	463	26%	1145	3%	Sanderstead	99	6%	1369	4%	Shirley	51	3%	408	1%	S Norwood	222	12%	2915	8%	Total (5)	928	52%	6258	17%	Libraries regular reports Libraries consultation Croydon Observatory
Libraries	Under 5s	% All	Attendees	% All																																							
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Total (5)	928	52%	6258	17%																																							

toddlers who would find it difficult to travel to other libraries because of cost, time, no parking, wish to stay local, choice (don't like larger libraries).

83.20% of respondents told us they walked to their local library now, and if they had to travel to the next nearest, 12.21% (213) said they would have no other options, outlined by age in table below which indicates a large number of :

Under 18	3
18-30	5
31-40	48
41-50	26
51-60	17
61-70	15
71-80	10
81+	7
Prefer not to say	12
(blank)	70
Grand Total	213

Conclusion is that the closure of the five libraries would have a disproportionate impact on the mothers and babies in those local areas.

(There is currently a consultation on potential closures of children's centres across Croydon, and this might increase the impact on mothers)

Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. **Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact**

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:		
Additional information needed and or Consultation Findings	Information source	Date for completion
<p>Feedback from individuals with protected characteristics who use affected libraries: what library services do they use; most valued services and/or activities; impact on them and on their community</p> <p>Libraries Consultation feedback when the proposals were in a formative stage have been invaluable for testing assumptions and impact. There were 2,500 respondents. Feedback was essential to completing this equalities assessment and have informed the options appraisal being prepared for 17 May 2021 Cabinet. Phase 2 consultation from 25 May will further assess equalities impact.</p>	<p>Libraries Consultation Phase 1 finished 14 March 2021</p>	<p>April 2021 Phase 2 consultation May to July 2021</p>
<p>To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities</p> <p>83.20% of respondents told us they walked to their local library, and if they had to travel to the next nearest, 35.61% (621) – public transport 5.19% (265) – not sure 12.21% (213) – no other options, and of these, half were women between 31-50, and text comments indicate many are mothers with young families; 45 were respondents with disability (13%).</p> <p>Issues given regarding all transport were cost of travel, parking issues, number of buses, fear or crime, lack of time, mobility – fear of falling, pollution.</p>	<p>Libraries Consultation Phase 1 finished 14 March 2021</p>	<p>April 2021</p>
<p>Ideas for cost neutral alternatives to closing the libraries from local residents to benefit all local residents. All viable options will be considered for inclusion in options report which will comprise an equalities review and further consultation with residents</p> <p>There were at least 10 suggestions for community partnerships which have been investigated. In addition, many residents suggested ideas for income generation, volunteering, reduction in opening hours, and outsourcing which we are investigating further.</p>	<p>Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation</p>	<p>Ongoing</p>

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 3 – Impact scores: These will be reviewed following Libraries Consultation on basis of that feedback

Column 1 PROTECTED GROUP	Column 2 LIKELIHOOD OF IMPACT SCORE	Column 3 SEVERITY OF IMPACT SCORE	Column 4 EQUALITY IMPACT SCORE
	Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. Equality impact score = likelihood of impact score x severity of impact score.
Age	3	3	9
Disability	3	3	9
Gender	2	2	4
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	3	3	9
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	3	3	9

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

- Advancing equality of opportunity between people who belong to protected groups
- Eliminating unlawful discrimination, harassment and victimisation
- Fostering good relations between people who belong to protected characteristic groups

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts. This will be reviewed following outcome of Libraries Consultation after 14 March 2021; and again after the decisions taken on options in Cabinet 17 May 2021 when planning Phase 2 consultation

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	<p>Access to their existing local library services; travel to larger library</p> <p>Follow up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a</p>	<p>Investigating individuals affected for each of the 5 libraries</p> <p>Consider not closing those libraries.</p> <p>Home Library Service (books delivered to homes) is an option for residents with a disability who</p>	Joan Redding,	<p>April 2021</p> <p>May 2021</p>

Equality Analysis

Page 208

	<p>disability which limited them to some degree, 47 limited a lot. 213 (9% overall) respondents told us they could not travel to their nearest alternative library. Of those, 13% had a disability. If we closed their local library they would not be able to access the activities and volunteering opportunities. .</p>	<p>cannot travel to a library. We can investigate other possible activities in the area if this is an option chosen by Cabinet, but otherwise this is a service reduction we cannot mitigate.</p>		
Race	<p>Possible disproportionate impact on closure of Broad Green Library under review</p> <p>Follow up after survey: There would be a disproportionate impact on BAME communities in Broad Green and South Norwood, without local alternatives.</p> <p>Respondents suggested closure of these libraries would worsen existing deprivation for these communities</p>	<p>Libraries Consultation and webinars; feedback available on the telephone with Tamil speaker</p> <p>Consider not closing South Norwood and Broad Green, or finding alternative way to keep services open in those communities</p> <p>If this is an option chosen by Cabinet, but otherwise this is a service reduction we cannot mitigate.</p>	Joan Redding, Liz Hollowood	<p>April 2021</p> <p>May 2021</p>
Sex (gender)	<p>Possible disproportionate impact on women who are larger group of active users</p> <p>Follow up after survey: 71% of respondents were women; Of the respondents who said they could not travel to their nearest</p>	<p>Libraries consultation and webinars</p> <p>Consider not closing those libraries</p> <p>Phase 2 consultation – engage more men</p>	Joan Redding,	<p>April 2021</p> <p>May 2021</p>

Equality Analysis

Page 209

	library, 94 were women (most aged 31 – 40) and 41 were men.			
Gender reassignment	N/A Follow up after survey: not asked as part of survey; no feedback	Review as part of Libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding, Lucy Lawrence	April 2021 May 2021
Sexual orientation	N/A Follow up after survey: not asked as part of survey; no feedback	Will review as part of libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding	April 2021 May 2021
Age	Disproportionate impact on Mothers with babies and young children, school age children, jobless adults without digital access and seniors Follow up after survey: disproportionate impact on the following age groups if the proposed closure took place: <ul style="list-style-type: none"> • Families with young children (time, logistics, cost) • Adults without digital access; jobless (cost, time) 	Libraries consultation – currently investigating access to transport to visit nearest larger library offering same services (1.2-1.3 miles away) Review impact of closure with Children’s Centres and other local providers Consider not closing those libraries	Joan Redding	April 2021 May 2021

Equality Analysis

	<ul style="list-style-type: none"> Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury) School children after school and school visits (not reflected in data but in free text) 			
Religion or belief	Possible impact Follow up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff	As part of libraries consultation, contacted all temples, mosques, and churches. Phase 2 consultation – will contact same organisations again for feedback	Joan Redding	April 2021 May 2021
Pregnancy or maternity	Disproportionate impact on mothers and babies/toddlers Follow up after survey: If closure took place, disproportionate impact on Families with young children (time, logistics, cost)	Currently investigating possible travel to nearest larger library with same activities and resources as part of Libraries Consultation Review impact of closure with Children’s Centres and other local providers Consider not closing those libraries	Joan Redding	April 2021 May 2021
Marriage/civil partnership	N/A Follow up after survey: not asked as part of survey; no feedback	Will review as part of Libraries Cons Phase 2 consultation – will ask for feedback	Joan Redding,	April 2021 May 2021

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter **X** in column 3 (**Conclusion**) alongside the relevant statement to show your conclusion.

Equality Analysis

Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.	
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	X
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: Cabinet Date: 17 May 2021

Page 211

7. Sign-Off

Officers that must approve this decision	
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Equality Analysis

Equalities Lead	Name: Yvonne Okiyo	Date: 06.05.2021
	Position: Equalities Manager	
Director	Name: Stephen Tate	Date: 07.05.2021
	Position: Director for Growth, Employment and Regeneration	

Table 1: Population by Wards of library communities, including details on gender and households (Croydon Observatory)

Library	Wards	Population	Male	Female	Number of Households (2011)	Average Household Size	Households Overcrowded
	All Croydon	386,710	187,875 (48.6%)	198,835 (51.4%)			
Bradmore Green	Old Coulsdon	10,856	5,655 (52.1%)	5,201 (47.9%)			
Broad Green	Broad Green	20,592	10,517 (51.1%)	10,075 (48.9%)			
Sanderstead	Sanderstead	14,213	7,253 (51%)	6,960 (49%)			
Shirley	Shirley South	9,521	5,084 (53.4%)	4,437 (46.6%)			
S Norwood	South Norwood	18,185	9,507 (52.3%)	8,678 (47.7%)			
Ashburton	Addiscombe East	11,433	5,721 (50%)	5,712 (50%)	4,627	2.5	7.50%
Coulsdon	Coulsdon Town	13,638	6,681 (49%)	6,957 (51%)	3,904	2.7	3.40%
Purley	Purley & Woodcote	15,831	7,682 (48.5%)	8,149 (51.5%)	6,246	2.5	4.50%
Norbury	Norbury & Pollards Hill	13,262	6,480 (48.9%)	6,782 (51.1%)	4,854	2.7	11.20%
Thornton Heath	Bensham Manor	16,612	8,145 (49%)	8,467 (51%)	5,952	2.7	14.40%
Croydon Central	Fairfield	13,232	6,501 (49.1%)	6,731 (50.9%)	5,126	2.1	13.80%
New Addington	New Addington North	10,984	4,968 (45.2%)	6,016 (54.8%)	3,987	2.9	13.50%

Equality Analysis

Selsdon	Selsdon & Addington Village	10,234	4,987 (48.7%)	5,247 (51.3%)	4,053	2.6	4.70%
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Table 2: Events & Activities for libraries proposed to close (Library Events report)

Annual Totals 2019-20 Events & Activities	ALL LIBRARIES			Bradmore Green			Broad Green			Sanderstead			Shirley			South Norwood		
	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners
Children and Young People (0 to 17)	3103	51611	2845	171	1010	0	351	2270	4	12	164	0	7	103	18	13	125	0
Adults (18 to 49)	1881	13183	811	20	255	0	111	656	6	28	207	0	169	1005	14	102	216	82
Older People (50+)	1094	5507	142	51	170	0	64	230	0	37	117	0	30	62	11	164	164	23
Family	183	3664	41	3	52	0	30	318	0	9	93	0	15	121	0	55	1083	18
Annual Total Events	6261	73965	3839	245	1487	0	556	3474	10	186	1941	13	323	2607	145	573	4735	240

Table 3: Disability summary for all libraries (Library Management System)

DISABILITY	Ashburton	Bradmore Green	Broad Green	Coulsdon	Croydon Central	Croydon Home Service	New Addington	Norbury	Purley	Sanderstead	Selsdon	Shirley	South Norwood	Thornton Heath	Total
DEXTERITY					1									1	2
HEARING	2	5	1	8	39		4	6		2	16	3	7	4	97
LEARN-DIFF	4	7	4	7	52		16	10	2	2	7	4	9	15	139
MENTAL-HLH	1	1	1	2	57	1	3	5			2	4	1	1	79
MOBILITY	15	5		11	174	44	8	7	3	2	19	7	4	9	308
MULT-DISAB				1	14		1				1		1		18
OTHER	4	2	1	8	52	12	8	8	3	2	15	5	11	9	140
VISUAL	12	12	4	18	114	9	16	15	14	9	69	15	9	17	333
Grand Total	38	32	11	55	503	66	56	51	22	17	129	38	42	56	1116

Equality Analysis

Table 4: Ethnicity Summary of library members for all libraries (Library Management System)

RACE	Ashburton Library	Bradmore Green Library	Broad Green Library	Coulsdon Library	Croydon Central Library	Home Library Service	New Addington Library	Norbury Library	Purley Library	Sanderstead Library	Selsdon Library	Shirley Library	South Norwood Library	Thornton Heath Library	Grand Total
White British	520	793	83	1683	3362	70	758	255	613	431	1124	497	279	274	10742
White Irish	14	12	3	34	107	4	17	11	7	10	16	11	17	13	276
White Gypsy					1										1
White - Other	73	34	47	202	1286	5	93	152	101	65	133	76	128	167	2562
Asian Bangladeshi	13	1	13	14	99		3	22	8	5	8	13	15	16	230
Asian British	1			1	58				2	2	4	3		6	77
Asian Chinese	16	2	8	38	127		6	12	22	12	27	8	12	14	304
Asian Indian	91	17	225	149	1310	2	19	137	105	63	110	61	30	163	2482
Asian Other	59	28	215	102	773		39	117	74	26	58	45	36	97	1669
Asian Pakistani	49	8	62	63	363		27	167	43	18	33	23	32	106	994
Black African	128	15	105	134	1965		493	244	76	17	103	112	315	485	4192
Black British	1	1	1	5	129		1		4		4	10	3	37	196
Black Caribbean	101	16	63	75	1098	6	119	190	44	17	65	66	212	319	2391
Black Other	55	19	26	53	879		32	39	68	6	32	12	72	77	1370
Mixed Other	35	11	6	64	240	1	10	38	18	18	21	12	22	24	520
Mixed - White & Asian	6	13	2	41	73		2	12	16	9	12	11	11	1	209
Mixed - White & Black African	16	5	8	25	114		13	17	11	6	8	12	20	16	271
Mixed - White & Black Caribbean	21	10	4	43	165		25	28	14	4	18	19	32	21	404
Other	8	11	18	31	620	1	146	33	29	12	40	17	20	43	1029
Other - Arab				1	16									5	22
OTHER-LAT				1	11									2	14
Prefer not to say	292	31	62	85	2576	3	287	289	189	72	173	114	599	1558	6330
X-NOT	6	1	2		121		17	2	3	2	4	3	3	6	170
Grand Total	1505	1028	953	2844	15493	92	2107	1765	1447	795	1993	1125	1858	3450	36455

Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	PLACE
Title of proposed change	PLA Sav Option 2 Reduce Service Hours by 21% across the borough
Name of Officer carrying out Equality Analysis	Robert Hunt/Joan Redding

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

Option 2: Reduce Service hours by 21% across the borough

Proposal to reduce opening hours across all thirteen libraries in the borough by two days per week, except at Central where a one day reduction is proposed.

Savings would be achieved by a reduction in staffing levels by 15.99 FTE (25%), from 63.65 FTE to 47.66 FTE. This would achieve savings of £506,980/annum. These savings would be expected to be delivered in-year through a staffing restructure, and would be managed by the Council providing more control over the delivery.

By reducing opening hours there would be an overall reduction in weekly staffed operating hours of 270.5 hours, which is a 48% reduction. This would be mitigated by the introduction of additional unstaffed hours in neighbouring libraries, utilising Open+ technology. This mitigation would introduce 150 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 21%.

The Libraries Consultation is in two parts, Phase 1 and Phase 2. Phase 1 sought feedback from residents when proposals were at the formative stage. A survey asked residents for feedback on what they valued about the library service, what impact closing or an alternative operating model such as community managed provision at 5 local libraries would have on them and their community, and to suggest alternative options. When the survey closed on 14 March 2021 there were 2,510 respondents from the following Croydon libraries (some used more than one). Highlighted below are the libraries proposed for closure or community management in the Phase 1 consultation:

Response	Number of Respondents	Percentage of Respondents
Ashburton Library	332	15.43%
Bradmore Green Library	309	14.37%
Broad Green Library	152	7.07%
Central Library	1015	47.19%
Coulsdon Library	328	15.25%
New Addington Library	64	2.98%
Norbury Library	138	6.42%
Purley Library	310	14.41%
Shirley Library	377	17.53%
Sanderstead Library	467	21.71%
Selsdon Library	335	15.57%
South Norwood Library	414	19.25%
Thornton Heath Library	257	11.95%
Prefer not to say	9	0.42%
None of them	37	1.72%

From the feedback, we identified four options and two hybrid options:

- Option 1: Close five libraries
- Option 2: Reduce service hours by 21% across the borough
- Option 3: Five community run libraries
- Option 4: Outsource all libraries to a social enterprise or charitable organisation
- Option 5: Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries
- Option 6: Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

These options are being analysed and will be considered by Cabinet who will decide which options go back out to public consultation in Phase 2. We are completing an Equalities Impact Assessment for each option. We will consider evidence from a range of sources, namely: Croydon Observatory data, Library Management System Data, Libraries Consultation feedback, Library events data and Library staff feedback on events participation.

This is an Equalities Impact Assessment on Option 2: Reduce Service hours by 21% across the borough.

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic.

Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact on proposal Option 2 to Reduce Service hours by 21% across the borough

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence
Age	If the service hours were reduced by 21%	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 22.2% (85,672) aged 0-15 	Library Membership Data

across all libraries, there would be no library closures, and this would save £506,980/annum

- 64.1% (247,841) aged 16-64
- 13.8% (53,197) 65 and over

According to ONS mid-year estimates, Croydon has the 4th largest number of young people aged 0-17 years old in London. One in four of Croydon's population is aged 0-17 years based on ONS MYE 2019. The number of looked after children in Croydon is the highest in London.

Croydon Library membership: Croydon Libraries have 104,249 registered library members, which is 26.96% of the Croydon population. The majority of library members are Croydon residents, and those who are not residents all work or study in Croydon. Below is a summary broken down by age ranges.

Age Range	Library Members+	% of library members by age group	Croydon Population*	% of Croydon Population by age
0-09	15,140	14.52%	54,952	14.21%
10-19	21,153	20.29%	47,985	12.41%
20-29	14,216	13.63%	44,820	11.59%
30-39	16,030	15.37%	59,423	15.37%
40-49	13,752	13.19%	53,552	13.85%
50-60	9,885	9.48%	53,052	13.72%
60-69	6,815	6.54%	35,305	9.13%
70-79	4,789	4.59%	22,819	5.90%
80+	2,485	2.38%	14,802	3.83%
Total	104,265		386,710	

*Croydon Population by age Source: ONS, Mid-Year Population Estimates, 2019, released June 2020.

<https://www.croydonobservatory.org/1-age/>

+Although it is more usual to provide an "Active borrowers" figure for library membership, representing users who have borrowed a book or used a computer in the last year, this is not possible after a year of COVID lockdown closures.

The library membership is in proportion with the age groups of overall population of Croydon. The highest percentage of registered members are primary school aged children and young people. They represent 20% of library membership, with 44% of all Croydon young people aged 10-19 having a library membership.

The objective of Option 2 Reduce Service hours by 21% across the borough is to retain the library buildings and services in the local community, with a minimal level of paid staffing to make the required savings to the operational budget.

February 2021;
Croydon Observatory data;
Libraries Consultation Phase 1 (14/1-14/3 2021);
7 Webinars;
Events spreadsheet;
participation summaries from library staff

The alternative proposals would close or set up community managed libraries for those libraries with lowest usage, with the assumption this would impact the least number of Croydon residents. Although this approach could be demonstrated to impact 15% of library members, it has a disproportionate impact on some age groups of library members, which would be mitigated in part by Option 2:

Age ranges	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total	All Library Members	5 Libraries: % All Members of each age
0-09	459	610	579	418	923	2989	15140	19.74%
10-19	367	974	488	837	1169	3835	21152	18.13%
20-29	117	378	155	393	581	1624	14213	11.43%
30-39	197	440	274	330	857	2098	16029	13.09%
40-49	208	356	299	313	692	1868	13748	13.59%
50-59	182	188	181	301	499	1351	9881	13.67%
60-69	176	75	161	329	234	975	6815	14.31%
70-79	201	26	197	311	126	861	4786	17.99%
80-89	100	9	93	162	46	410	2056	19.94%
90+	31	4	17	35	10	97	429	22.61%
Total	2038	3060	2444	3429	5137	16108	104249	
% All Members	1.95%	2.94%	2.34%	3.29%	4.93%	15.45%		

Data from Library Management System February 2021

As a percentage of all library members, these libraries serve over 20% of older adults who are library members, especially in Bradmore Green and Shirley, and almost 20% of children and young people, especially in Broad Green and South Norwood. The impact on these age groups was reflected in the libraries consultation survey feedback. This number could be higher because not all library visitors will be included in these figures, because it is not a requirement to join the library to take part in activities, read the newspaper or browse the books.

Libraries Consultation Survey 14 January – 14 March 2021: Initial Libraries Consultation was undertaken 14 January – 14 March to reach all users, and also non users of Croydon Library services, particularly those directly affected by these proposals. There is also feedback from seven webinars. Only 1,418 (56%) respondents provided information about their age group:

Survey Response (1,418)	Number of Respondents	Percentage of Respondents
Under 18	15	1.06%
18-30	72	5.08%
31-40	346	24.40%
41-50	276	19.46%
51-60	215	15.16%
61-70	257	18.12%
71-80	139	9.80%
81+	27	1.90%
Prefer not to say	71	5.01%

Library Activities:

The Library service collects participation figures by age group for regular activities. From April 2019 – March 2020, there were 6,261 activities across all 13 Croydon libraries, with 73,965 participants of all ages, generating 3,839 new members over the year.

In that year, the five local libraries proposed for closure or community management ran 30% of all Croydon’s regular events and activities with approximately 15,000 attendees over the year. Below is a breakdown from the events data for libraries, broken down by age groups. (See Table 1 below for more details)

Events & Activities 2019/20	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total 5 libraries	% of all libraries
Children and Young People (0 to 17)	3,103	171	351	112	109	252	995	32.07%
Adults (18 to 49)	1,881	20	111	28	169	102	430	22.86%
Older People (50+)	1,094	51	64	37	30	164	346	31.63%
Family	183	3	30	9	15	55	112	61.20%
Annual Total Events	6,261	245	556	186	323	573	1,883	30.08%

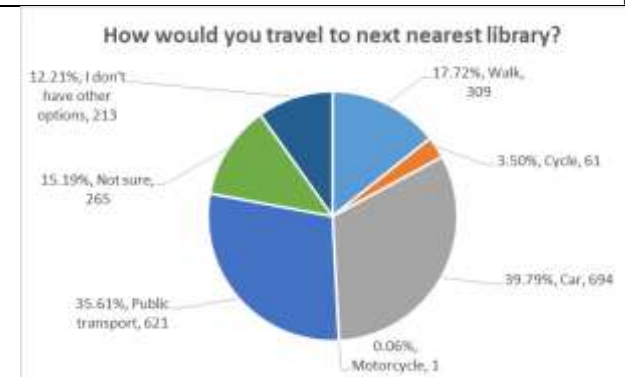
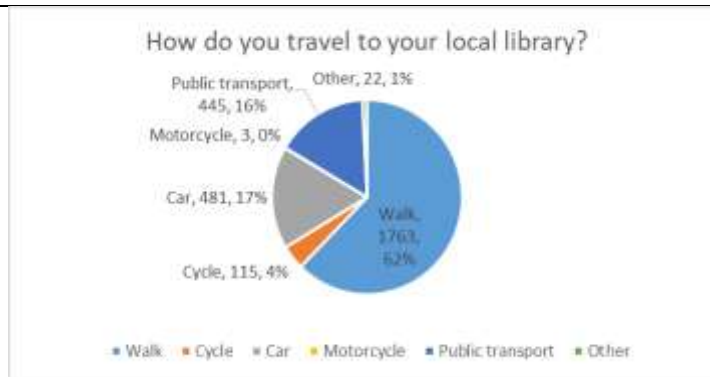
From Library Events monthly: Please note these figures are lower than usual given COVID lockdown by Quarter 4

Activities by age group include:

- Babies/toddlers: weekly Rhymetimes (singing & playing, social for parents); Bookstart – earliest literacy support
- Toddlers/pre-school: weekly Storytimes, Bookstart, sessions with King’s College Hospital promoting dental health
- Pre-school/Primary: Craft activities, Summer Reading Challenge, homework sessions, Lego Club, Code Club, Homework club, Chatterbooks reading groups, National Storytelling Week, World Book Day, Class visits, special author events
- Secondary: Study space, Work experience, Volunteering (Duke of Edinburgh, Summer Reading Challenge), Poetry (Instapoetry),
- Adults: free internet access & free WiFi, space for work and study, CV/employment support, business support, job clubs, volunteering
- Adults with learning difficulties/autism: Books Beyond Words reading group, Volunteering
- Adults/Older Adults: Reading Groups, Digital IT skill support, Craft clubs, Knit & Knatter, Coffee mornings, Talks, Volunteering, language (ESOL) classes, Ancestry, Information Sessions (Housing, Warmer Homes, Health topics)

Option 2, reduce service hours by 21% across the borough, can be seen as a mitigation for all other options, especially for Option 1: closure of five local libraries. If the local libraries closed or services reduced, there would be additional activities arranged at nearest larger library, however not all activities would transfer, and survey feedback was that events such as rhymetimes are already busy in hub libraries and would be oversubscribed or further limited by COVID social distancing. Also, respondents said there would be logistical difficulties continuing class visits from nearby schools; it would be more difficult to offer volunteering and work experience opportunities to local young people (Duke of Edinburgh & work experience). Existing volunteers who are older or disabled told us they would not be able to travel to the next nearest library. Established reading groups, craft groups, Knit & Knatter groups would have to find another local venue.

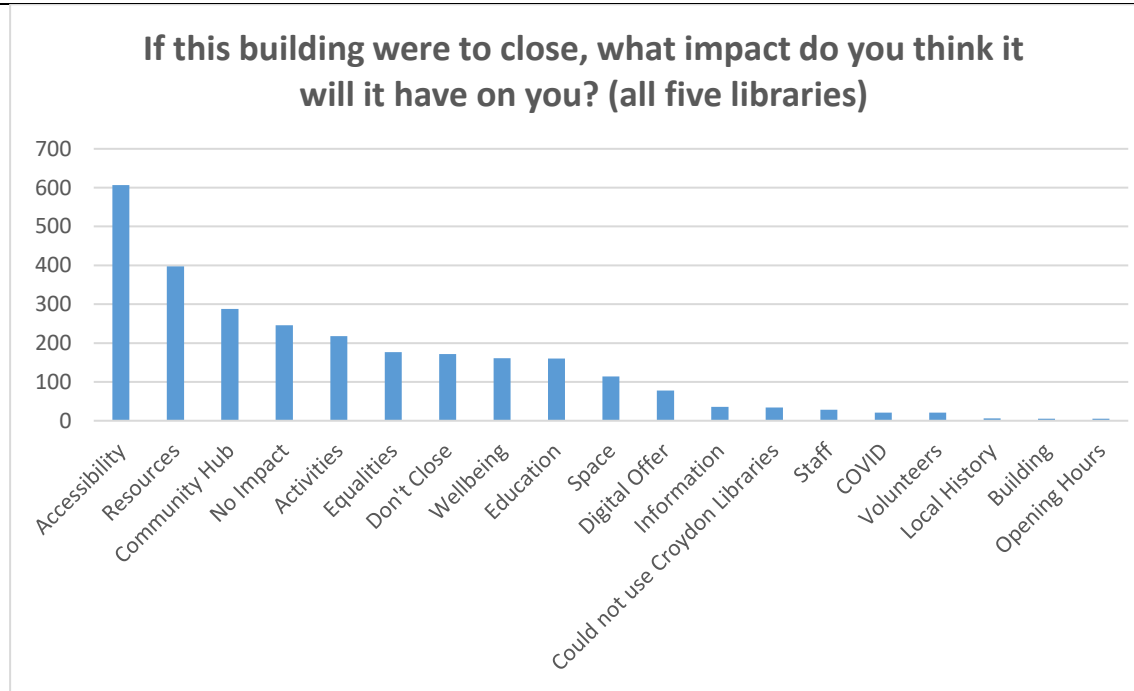
The feedback from the libraries consultation and webinars, as well as staff feedback on events participation, have identified that many users would not be able to travel to another location, illustrated below.



Breakdown of the 213 who replied “I don’t have other options”

Age Range	Female	Male	Other	Prefer not to say	(blank)	Total
Under 18		3				3
18-30	3	2				5
31-40	40	8				48
41-50	19	7				26
51-60	10	7				17
61-70	9	5			1	15
71-80	6	4				10
81+	5	2				7
Prefer not to say	2	3	1	6		12
(blank)					70	70
Total	94	41	1	6	71	213

Of the 213 respondents who told us they had no other options, the largest single group were women between 31-40, and based on the subsequent comments, it is likely most are mothers with children who participate in rhymetimes. Feedback from users of all the libraries regarding reasons they could not travel to another library, included additional cost, inadequate public transport (2 buses), insufficient or costly parking, no time for additional journey especially time constraints around the school run, logistics of travel with young children on public transport, fear of travel because of personal mobility, fear of crime on transport and in alternative communities. Other objections were pollution from additional car journeys, preference for local library, did not like noisy or busy alternative library. “Accessibility” of libraries as a negative impact of the proposals was mentioned more than any other as illustrated below:

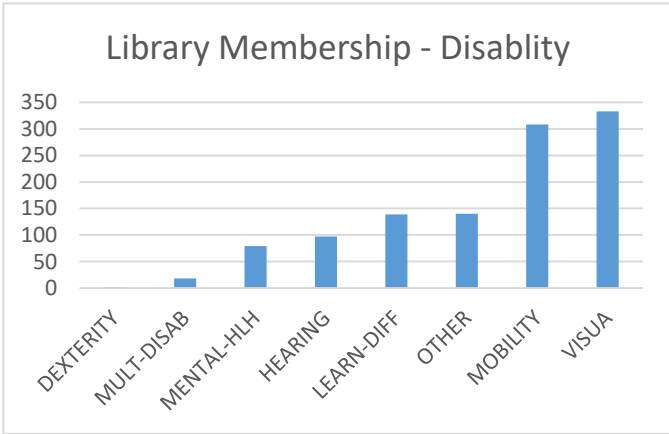


If it was decided to reduce service hours by 21% across 13 libraries, all library buildings would remain open, providing access to books and digital services, with regular activities. Library opening hours would be co-ordinated to ensure there was always an open library in each area of North, Central and South. Regular activities would be rescheduled to ensure they were continued on open days in each library. Open+ technology would allow some libraries to extend unstaffed opening hours to registered members.

To summarise:

Changes to Croydon library services have a potential impact on at least one in four of all Croydon residents of all ages (26%). For option 2: Reduce Service hours by 21% across the borough, savings on the operational budget could be achieved without closing library buildings.

Respondents to the survey, participants at the webinars, and local staff have expressed concern that the original proposed closures would have a disproportionate impact on those who could not travel to the alternative libraries. Whereas there is a mitigation in the Home Library Service book service for residents with mobility issues or other disability, there would be a reduction in a local service with space for activities for those who find it difficult to travel to larger libraries and would not have access to regular activities, social or study space. It is noted that the local libraries provided 30% of all regular activities for all ages pre-COVID. More importantly, these five libraries serve 20% of all the older adults who are library

		<p>members (70+), especially in Old Coulsdon and Shirley, and almost 20% of children and young people who are library members, especially in Broad Green and South Norwood.</p> <p>Reducing service hours by 21% across the borough would ensure the reduction was spread across the borough, and reduce the impact on all age groups.</p> <p>Based on the evidence above, the reduced opening hours is likely to have a disproportionate impact on the age groups listed below, although less severe than closure of libraries:</p> <ul style="list-style-type: none"> • Families with young children (time, logistics, cost) • Adults without digital access; jobless (especially in Broad Green and South Norwood) • Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury) • School children after school and school visits (not reflected in data; in free text) 																															
Disability	<p>If the service hours were reduced by 21% across all libraries, there would be no library closures, and this would save £506,980/annum .</p>	<p>Information about Disability in Croydon (Croydon Observatory):</p> <p>Statistics on Croydon residents with disability is from 2011 (Census 2011) which says that day-to-day activities are limited a little for 7.9% of residents, and limited a lot for 6.7% of residents.</p> <p>Library Database: Out of 104,249 library members, only 30% completed information about disability and 29% declared no disability. Of the 1% (1116) who said they had a disability, breakdown is below with largest group Visual impairment 30% and mobility (27.6%):</p> <table border="1" data-bbox="562 858 969 1313"> <thead> <tr> <th>Disability</th> <th>Respondents</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Dexterity</td> <td>2</td> <td>0.2%</td> </tr> <tr> <td>Hearing</td> <td>97</td> <td>8.7%</td> </tr> <tr> <td>Learning Difficulty</td> <td>139</td> <td>12.5%</td> </tr> <tr> <td>Mental Health</td> <td>79</td> <td>7.1%</td> </tr> <tr> <td>Mobility</td> <td>308</td> <td>27.6%</td> </tr> <tr> <td>Multi-disability</td> <td>18</td> <td>1.6%</td> </tr> <tr> <td>Visual</td> <td>333</td> <td>29.8%</td> </tr> <tr> <td>OTHER</td> <td>140</td> <td>12.5%</td> </tr> <tr> <td>Grand Total</td> <td>1116</td> <td></td> </tr> </tbody> </table>  <p>12.5% (140) of library members known to have a disability are members of the libraries which were proposed to close or transfer to a community model (see Table below).</p>	Disability	Respondents	Percentage	Dexterity	2	0.2%	Hearing	97	8.7%	Learning Difficulty	139	12.5%	Mental Health	79	7.1%	Mobility	308	27.6%	Multi-disability	18	1.6%	Visual	333	29.8%	OTHER	140	12.5%	Grand Total	1116		<p>Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff</p>
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Volunteering: there are local disabled volunteers at most of the five libraries, supporting Summer Reading Challenge, coffee mornings, reading groups. They have said they could not travel elsewhere and a reduction in hours that kept all the libraries open would enable them to continue volunteering.

Books Beyond Words: reading group for adults with learning disability or autism who attend in small groups with their carers and read specialized picture books. Sessions include drawing or colouring and sometimes drama in response to the stories. There are storybooks as well as books with topics such as visiting the doctor. Travel to sessions requires parking and easy access which means the group meeting at Bradmore Green could not move to Coulsdon or Purley. By reducing opening hours and keeping all libraries open, the library would remain open for this activity.

Libraries Consultation Survey:

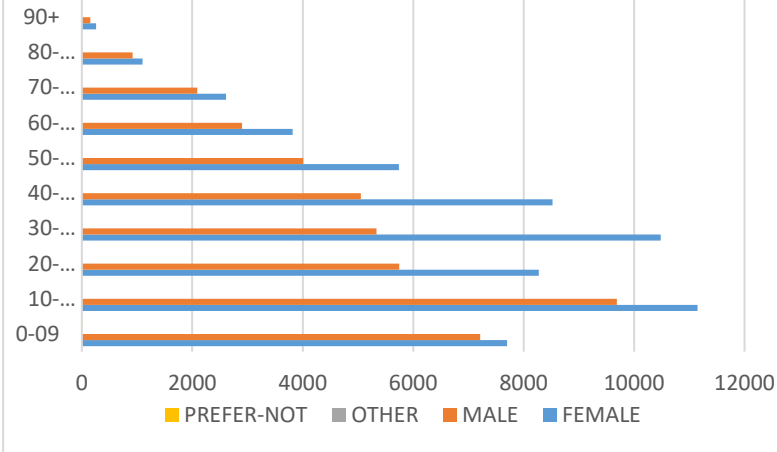
Of 1397 respondents who completed the disability information, 14.68% said their disability limited them in some way, with 50 (3.58%) respondents limited a lot. Details below with ages.

Age Range	No	Prefer not to say	Yes, limited a little	Yes, limited a lot	Grand Total
Under 18	11		1		12
18-30	50	3	11	4	68
31-40	294	23	21	4	342
41-50	224	15	25	6	270
51-60	176	10	21	7	214
61-70	192	16	29	13	250
71-80	95	1	31	6	133
81+	8	2	8	5	23
Prefer not to say	17	42	4	2	65
(blank)	13		4	3	20
Grand Total	1080	112	155	50	1397
	77.31%	8.02%	11.10%	3.58%	

There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

Yes, limited a little	26	12%
Yes, limited a lot	19	1%

		<p>For residents with a disability who cannot travel to a library, but still want to borrow books, there is a Home Library Service which delivers books to their homes, which would be an effective mitigation.</p> <p>Option 1: closure of five libraries would have a disproportionate impact on local residents with a disability, who have taken part in activities and volunteered in the five local libraries. Residents from Bradmore Green Library pointed out the library closure would decrease the number of disabled toilets available in the area. Option 2: Reduce Service hours by 21% across the borough would keep the libraries and opportunities accessible on open days, and provide a mitigation for those residents with disability.</p>																																																																									
Gender	<p>If the service hours were reduced by 21% across all libraries, there would be no library closures, and this would save £506,980/annum</p>	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 187,875 (48.6%) are Male • 198,835 (51.4%) are Female <p>Library Database: Out of 104,249 library members, there is information about gender for 102,793 illustrated below: 59,666 (58%) Female and 43,112 (42%) Male and 3 Other:</p> <table border="1" data-bbox="562 683 1384 1201"> <thead> <tr> <th>Age Range</th> <th>FEMALE</th> <th>MALE</th> <th>OTHER</th> <th>PREFER-NOT</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>7702</td> <td>7216</td> <td></td> <td>8</td> <td>14926</td> </tr> <tr> <td>10-19</td> <td>11150</td> <td>9689</td> <td></td> <td></td> <td>20839</td> </tr> <tr> <td>20-29</td> <td>8276</td> <td>5749</td> <td>1</td> <td></td> <td>14026</td> </tr> <tr> <td>30-39</td> <td>10482</td> <td>5335</td> <td>1</td> <td>2</td> <td>15820</td> </tr> <tr> <td>40-49</td> <td>8526</td> <td>5054</td> <td></td> <td>1</td> <td>13581</td> </tr> <tr> <td>50-59</td> <td>5740</td> <td>4009</td> <td>1</td> <td></td> <td>9750</td> </tr> <tr> <td>60-69</td> <td>3816</td> <td>2901</td> <td></td> <td>1</td> <td>6718</td> </tr> <tr> <td>70-79</td> <td>2613</td> <td>2088</td> <td></td> <td></td> <td>4701</td> </tr> <tr> <td>80-89</td> <td>1101</td> <td>917</td> <td></td> <td></td> <td>2018</td> </tr> <tr> <td>90+</td> <td>260</td> <td>154</td> <td></td> <td></td> <td>414</td> </tr> <tr> <td>Total</td> <td>59666</td> <td>43112</td> <td>3</td> <td>12</td> <td>102793</td> </tr> </tbody> </table>	Age Range	FEMALE	MALE	OTHER	PREFER-NOT	Total	0-09	7702	7216		8	14926	10-19	11150	9689			20839	20-29	8276	5749	1		14026	30-39	10482	5335	1	2	15820	40-49	8526	5054		1	13581	50-59	5740	4009	1		9750	60-69	3816	2901		1	6718	70-79	2613	2088			4701	80-89	1101	917			2018	90+	260	154			414	Total	59666	43112	3	12	102793	<p>Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff</p>
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Libraries Consultation Survey:

Of 2,510 respondents, 1,397 (56%) provided information on gender, and there were a disproportionate number of women respondents as against library members for all age groups; and 51 (3.65%) did not indicate a gender.

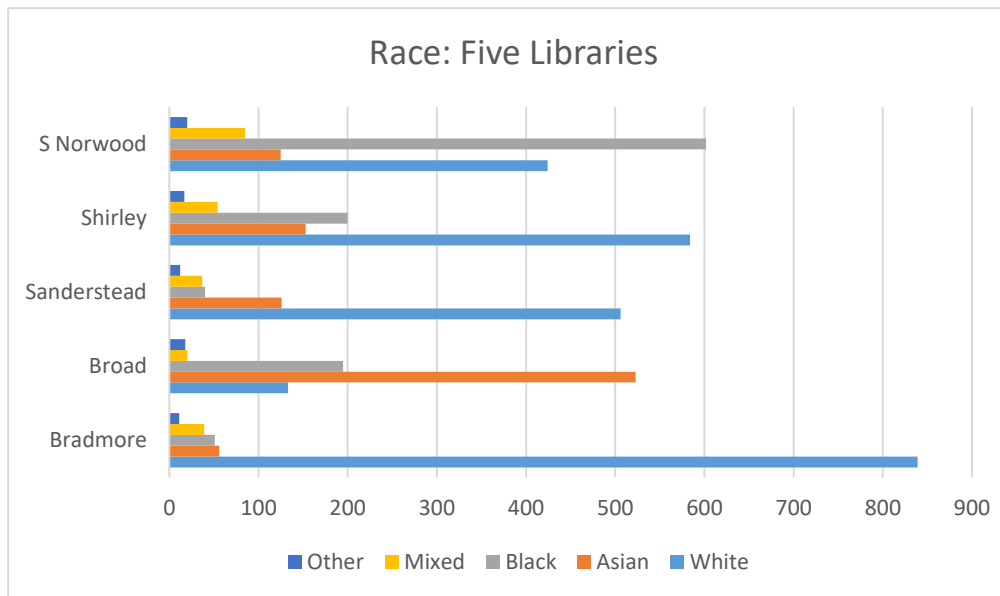
Gender Comparison	Female	Male
Library Survey (Library members)	987 (70.65%)	365 (25.48%)
Library Membership	59,666 (58%)	43,112 (42%)

Reviewing the survey responses, many of the female respondents said they looked after children, took them to rhymetimes and other activities, and fit library activities in around the school run. Older women tended to take part in reading groups, craft activities, coffee mornings and knit & knatter. However, although more women attend library activities, and more responded to the survey, a significant number of male respondents visit the library and take part in these activities as well.

Of the 213 (12.21%) respondents who told us they had no other options for travelling to an alternative library, and provided information on gender, 94 were female and 41 were men. Over half the women were between ages 31 and 50. Survey responses suggest that Option 1: Close five libraries would have a disproportionate impact on older women and women with children, outlined in detail under “Age” and “Maternity” characteristics, but option 2: Reduce Service hours by 21% across the borough, although it would reduce access, would be a mitigation by keeping all library buildings open for services and activities, and this would not be likely to have an impact on one particular gender

Gender Reassignment	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of gender identity. In addition to providing books specific to the transgender community, the annual Cultural Calendar for Croydon Libraries always includes Transgender Day of Remembrance in November, LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the transgender community who provided feedback, because no respondent indicated gender reassignment, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If libraries hours were reduced, there would not be a reduction in books, information displays, and inclusive space and activities to raise awareness of issues for the transgender community.</p>	Review as part of Phase 2
Marriage or Civil Partnership	Savings	<p>The Library service does not collect information regarding marriage and civil partnership because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>Consideration of the characteristic of marriage and civil partnerships need only be in respect of eliminating unlawful discrimination. In this regard, the proposed implementation plan would not in any way exclude individuals who are legally married or in a civil partnership. Therefore, this characteristic should not be disproportionately affected under any of the proposals.</p>	Review as part of Phase 2
Religion or belief	Savings.	<p>Libraries nationally are inclusive, and encourage visitors and partners who operate in libraries to welcome residents of all faiths. It is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all religious communities and to celebrate a diverse range of religious holidays throughout the year.</p> <p>If library hours were reduced, there would not be a reduction in books, information displays, and inclusive space and celebrations to highlight the diverse range of faiths in Croydon.</p>	Review as part of phase 2
Race	If the service hours were reduced by 21% across all libraries, there would be no library closures, and this would save £506,980/annum .	<p>The Croydon Borough Profile "population continues to grow from long-term international migration and 17.1% of the population is made up of non-UK born residents according to ONS 2018 estimates".</p> <p>Library Management System Of the 104,249 library members, only 36,455 (35%) library members provided information on ethnicity. See below a breakdown of library membership by ethnicity for each of the libraries proposed to close. Please note that many library users who visit and take part in activities are not registered on the system.</p>	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1

Race	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	S Norwood	Total 5 Libraries	% of All Libraries
White	13581	839	133	506	584	424	2486	18.30%
Asian	5756	56	523	126	153	125	983	17.08%
Black	8149	51	195	40	200	602	1088	13.35%
Mixed	1404	39	20	37	54	85	235	16.74%
Other	1065	11	18	12	17	20	78	7.32%
Prefer Not	6500	32	64	74	117	602	889	13.68%
Total	36455	1028	953	795	1125	1858	5759	15.80%



Libraries Consultation:

During the Libraries Consultation there were multiple invitations sent out to all the major organisations representing ethnic groups, once at the beginning, again at the midterm, and as a follow up reminder. Of the 2,510 respondents, just over 50% provided ethnicity details, and 9.59% of those did not prefer to say. See the table below which compares the percentage of respondents:

(14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff

Response from 1408 respondents	Number of Respondents	Percentage of Respondents
White	987	70.10%
Asian	117	8.31%
Black	80	5.68%
Mixed	74	5.26%
Other	15	1.06%
Prefer not to say	135	9.59%

Survey respondents expressed concern that the absence of a library or a change to library services in areas with more diverse ethnic groups could worsen existing deprivation in those communities. Staff in all libraries provided feedback on residents who attended activities in libraries, and reported an increasingly diverse group attending rhymetimes, who benefitted from the opportunity to meet, socialize and feel more part of the local community, especially those new to the UK for whom English was a second language.

Broad Green: The Asian community use this local library for regular language classes, IT support and social or health activities, and to access books in other languages. The rhymetime sessions are diverse with 45% Asian, 20% Black and 35% white local families. Some activities could not be replicated, such as Homework club after school: 126 homework sessions per annum with 534 attending over the year, 60% under the age of 9, several with disabilities. Approximately 60% are Asian and 30% Black and many have English as a second language. Many do not have internet access or printing at home and could not travel to Thornton Heath or Central library.

South Norwood: There is a large ethnic population and areas of deprivation, and there was much feedback regarding this through survey and webinar feedback, who said that closing the libraries or reducing services would have a disproportionate impact particularly on young people from the black community who would not have access to computers at home or study space after school. Rhymetimes are attended by a diverse range of nationalities and ethnicities, including black, Asian and white families and include African, Caribbean, Polish, Spanish, Greek, Chinese and Italian parents.

		Option 2: Reduce Service hours by 21% across the borough would mitigate this negative impact by keeping all the libraries open for services and activities, although there could still be a disproportionate impact on BAME in deprived areas.																																									
Sexual Orientation	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all LGBTQ communities. In addition to providing books specific to the LGBTQ community, the annual Cultural Calendar for Croydon Libraries always LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the LGBTQ community who provided feedback, so Croydon Libraries will test this assumption in the follow up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If library hours were reduced there would not be a reduction in books, information displays, and inclusive space and activities to raise awareness of issues for the LGBTQ community.</p>	Review as part of Phase 2																																								
Pregnancy or Maternity	If the service hours were reduced by 21% across all libraries, there would be no library closures, and this would save £506,980/annum .	<p>All Croydon Libraries provide books and information on pregnancy health and child development and nutrition, to support residents in this category. There are also regular free activities led by library staff for mothers and fathers with babies and toddlers, such as Baby Bounce and Rhymetime, activities which have a positive impact: new parents benefit from as they build social networks and get support from other parents; babies and toddlers are introduced to singing, their first books, and parents say it's an opportunity for all to bond and socialize.</p> <p>In 2019/20 the five libraries proposed to close provided 32% of the under 5s regular activities and events, and there were 6,258 attendees, or 17% of all library attendance. South Norwood provided the most, with 222 events, 12% of all Under 5s activities with 2,915 participants, which was 8% of overall attendees across Croydon Libraries:</p> <table border="1"> <thead> <tr> <th>Croydon Libraries: Events</th> <th>Under 5s Events</th> <th>% All Events</th> <th>Attendees at Events</th> <th>% All Attendees</th> </tr> </thead> <tbody> <tr> <td>ALL LIBRARIES</td> <td>1786</td> <td></td> <td>36,796</td> <td></td> </tr> <tr> <td>Bradmore Green</td> <td>93</td> <td>5%</td> <td>421</td> <td>1%</td> </tr> <tr> <td>Broad Green</td> <td>108</td> <td>6%</td> <td>1,145</td> <td>3%</td> </tr> <tr> <td>Sanderstead</td> <td>99</td> <td>6%</td> <td>1,369</td> <td>4%</td> </tr> <tr> <td>Shirley</td> <td>51</td> <td>3%</td> <td>408</td> <td>1%</td> </tr> <tr> <td>S Norwood</td> <td>222</td> <td>12%</td> <td>2,915</td> <td>8%</td> </tr> <tr> <td>Total (5)</td> <td>573</td> <td>32%</td> <td>6258</td> <td>17%</td> </tr> </tbody> </table>	Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees	ALL LIBRARIES	1786		36,796		Bradmore Green	93	5%	421	1%	Broad Green	108	6%	1,145	3%	Sanderstead	99	6%	1,369	4%	Shirley	51	3%	408	1%	S Norwood	222	12%	2,915	8%	Total (5)	573	32%	6258	17%	Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
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Libraries Consultation:

Survey and Webinar feedback identified the importance of local libraries to the wellbeing of mothers and babies, the value of the access to early years books, and the benefits of activities on child development and the wellbeing of parents. Above under Age and Gender, 83.20% of respondents told us they walked to their local library now, and if they had to travel to the next nearest, 12.21% (213), the majority women aged 31-50, said they would have no other options. In addition to the activities and resources on offer, there would also be a decrease in the number of local baby changing facilities in the area. Respondents expressed strongly that the proposals would disproportionately impact mothers and their babies & toddlers who would find it difficult to travel to other libraries because of cost, time, no parking, wish to stay local, choice (don't like larger libraries).

Reducing service hours by 21% across the borough would mitigate against library closures by keeping the libraries open for services and activities, but the reduction in service hours would likely have a disproportionate impact on mothers and babies.

Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. **Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact**

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion
Feedback from individuals with protected characteristics who use affected libraries: what library services do they use; most valued services and/or activities; impact on them and on their community – Feedback on options	Libraries Consultation Phase 1 finished 14 March 2021	Phase 1 April 2021 Phase 2 consultation May to July 2021
To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities	Libraries Consultation Phase 1 finished 14 March 2021	April 2021

Ideas for cost neutral alternatives to closing the libraries from local residents to benefit all local residents. All viable options will be considered for inclusion in options report which will comprise an equalities review and further consultation with residents	Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation	April 2021
Feedback on options from LGBTQ+ communities on impact, positive or negative, on gender identity or sexual orientation	Libraries Consultation Phase 2	July 2021
Feedback on options from the diverse range of Croydon's religious communities	Libraries Consultation Phase 2	July 2021

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 3 – Impact scores: These will be reviewed following Libraries Consultation on basis of that feedback

Column 1 PROTECTED GROUP	Column 2 LIKELIHOOD OF IMPACT SCORE	Column 3 SEVERITY OF IMPACT SCORE	Column 4 EQUALITY IMPACT SCORE
	Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. Equality impact score = likelihood of impact score x severity of impact score.
Age	2	3	6
Disability	2	3	6
Gender	2	2	4
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	2	3	6
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	2	3	6

4. Statutory duties

Equality Analysis

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

Advancing equality of opportunity between people who belong to protected groups

Eliminating unlawful discrimination, harassment and victimisation

Fostering good relations between people who belong to protected characteristic groups

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts. This will be reviewed following outcome of Libraries Consultation after 14 March 2021; and again after the decisions taken on options in Cabinet 17 May 2021 when planning Phase 2 consultation

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	Access to their existing local library services; travel to larger library Follow up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a disability which limited them to some degree, 47 limited a lot. 213 (9% overall) respondents told us they could not travel to their nearest	Investigating individuals affected for each of the 5 libraries Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day excluding Sunday. Regular activities would be concentrated on open days.	Joan Redding,	April 2021 May 2021

Equality Analysis

Page 237

	<p>alternative library. Of those, 13% had a disability. If they could not use their local library they would not be able to access the activities and volunteering opportunities. .</p>	<p>Open+ technology would allow extending unstaffed open hours in selected libraries Home Library Service (books delivered to homes) is an option for residents with a disability who cannot travel to a library.</p>		
Race	<p>Possible disproportionate impact on closure of Broad Green Library under review Follow up after survey: There would be a disproportionate impact on ethnic groups/ communities in Broad Green and South Norwood, without local alternatives. Respondents suggested closure of these libraries would worsen existing deprivation for these communities</p>	<p>Libraries Consultation and webinars; Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day excluding Sunday. Regular activities would be concentrated on open days. Open+ technology would allow extending unstaffed open hours in selected libraries</p>	<p>Joan Redding, Liz Hollowood</p>	<p>April 2021 May 2021</p>
Sex (gender)	<p>Possible disproportionate impact on women who are larger group of active users Follow up after survey: 71% of respondents were women; Of the respondents who said they could not travel to their nearest library, 94 were women (most aged 31 – 40) and 41 were men.</p>	<p>Libraries consultation and webinars Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day excluding Sunday. Regular activities would be concentrated on open days.</p>	<p>Joan Redding,</p>	<p>April 2021 May 2021</p>

Equality Analysis

Page 238

		<p>Open+ technology would allow extending unstaffed open hours in selected libraries</p> <p>See impact under Age and Maternity</p> <p>Phase 2 consultation – engage more men</p>		
Gender reassignment	<p>Follow up after survey: not asked as part of survey; no feedback</p>	<p>Review as part of Libraries Consultation</p> <p>For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p>	<p>Joan Redding, Lucy Lawrence</p>	<p>April 2021</p> <p>May 2021</p>
Sexual orientation	<p>Follow up after survey: not asked as part of survey; no feedback</p>	<p>Will review as part of libraries Consultation</p> <p>For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p>	<p>Joan Redding</p>	<p>April 2021</p> <p>May 2021</p>
Age	<p>Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors</p> <p>Follow up after survey: If services were closed or reduced, there could be a disproportionate impact on the</p>	<p>Libraries consultation and webinars</p> <p>Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day excluding Sunday.</p> <p>Regular activities would be concentrated on open days.</p>	<p>Joan Redding</p>	<p>April 2021</p> <p>May 2021</p>

Equality Analysis

Page 239

	<p>following age groups if the proposed closure took place:</p> <ul style="list-style-type: none"> • Families with young children (time, logistics, cost) • Adults without digital access; jobless (cost, time) • Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury) • School children after school and school visits (not reflected in data; in free text) 	<p>Open+ technology would allow extending unstaffed open hours in selected libraries</p>		
Religion or belief	<p>Possible impact Follow up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff</p>	<p>As part of libraries consultation, contacted all temples, mosques, and churches. Phase 2 consultation – will contact same organisations again for feedback</p>	Joan Redding	<p>April 2021 May 2021</p>
Pregnancy or maternity	<p>Disproportionate impact on mothers and babies/toddlers Follow up after survey: If services were closed or reduced, there could be disproportionate impact on families with young children because they would find it difficult to travel to alternative library (logistics, cost, time – school run)</p>	<p>As part of libraries consultation contacted nurseries and children’s centres. Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day excluding Sunday. Regular activities would be concentrated on open days.</p>	Joan Redding	<p>April 2021 May 2021</p>

Equality Analysis

		Open+ technology would allow extending unstaffed open hours in selected libraries		
Marriage/civil partnership	N/A Follow up after survey: not asked as part of survey; no feedback	Will review as part of Libraries Consultation Phase 2 consultation – will ask for feedback	Joan Redding,	April 2021 May 2021

6. Decision on the proposed change

Page 240

Based on the information outlined in this Equality Analysis enter X in column 3 (Conclusion) alongside the relevant statement to show your conclusion.		
Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.	
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	X
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	

Equality Analysis

Children and Young People (0 to 17)	3103	51611	2845	171	1010	0	351	2270	4	12	164	0	7	103	18	13	125	0
Adults (18 to 49)	1881	13183	811	20	255	0	111	656	6	28	207	0	169	1005	14	102	216	82
Older People (50+)	1094	5507	142	51	170	0	64	230	0	37	117	0	30	62	11	164	164	23
Family	183	3664	41	3	52	0	30	318	0	9	93	0	15	121	0	55	1083	18
Annual Total Events	6261	73965	3839	245	1487	0	556	3474	10	186	1941	13	323	2607	145	573	4735	240

Table 2: Disability summary for all libraries from Library Management System – represents 1% of all members

DISABILITY	Ashburton	Bradmore Green	Broad Green	Coulsdon	Croydon Central	Croydon Home Service	New Addington	Norbury	Purley	Sanderstead	Selsdon	Shirley	South Norwood	Thornton Heath	Total
Dexterity					1									1	2
Hearing	2	5	1	8	39		4	6		2	16	3	7	4	97
Learning Difficulty	4	7	4	7	52		16	10	2	2	7	4	9	15	139
Mental Health	1	1	1	2	57	1	3	5			2	4	1	1	79
Mobility	15	5		11	174	44	8	7	3	2	19	7	4	9	308
Multiple Disability				1	14		1				1		1		18
Visual	12	12	4	18	114	9	16	15	14	9	69	15	9	17	333
Other	4	2	1	8	52	12	8	8	3	2	15	5	11	9	140
Grand Total	38	32	11	55	503	66	56	51	22	17	129	38	42	56	1,116

Table 3: Ethnicity Summary of library members for all libraries (Library Management System)

Equality Analysis

RACE	Ashburton Library	Bradmore Green Library	Broad Green Library	Coulsdon Library	Croydon Central Library	Home Library Service	New Addington Library	Norbury Library	Purley Library	Sanderstead Library	Selsdon Library	Shirley Library	South Norwood Library	Thornton Heath Library	Grand Total
White British	520	793	83	1683	3362	70	758	255	613	431	1124	497	279	274	10742
White Irish	14	12	3	34	107	4	17	11	7	10	16	11	17	13	276
White Gypsy					1										1
White - Other	73	34	47	202	1286	5	93	152	101	65	133	76	128	167	2562
Asian Bangladeshi	13	1	13	14	99		3	22	8	5	8	13	15	16	230
Asian British	1			1	58				2	2	4	3		6	77
Asian Chinese	16	2	8	38	127		6	12	22	12	27	8	12	14	304
Asian Indian	91	17	225	149	1310	2	19	137	105	63	110	61	30	163	2482
Asian Other	59	28	215	102	773		39	117	74	26	58	45	36	97	1669
Asian Pakistani	49	8	62	63	363		27	167	43	18	33	23	32	106	994
Black African	128	15	105	134	1965		493	244	76	17	103	112	315	485	4192
Black British	1	1	1	5	129		1		4		4	10	3	37	196
Black Caribbean	101	16	63	75	1098	6	119	190	44	17	65	66	212	319	2391
Black Other	55	19	26	53	879		32	39	68	6	32	12	72	77	1370
Mixed Other	35	11	6	64	240	1	10	38	18	18	21	12	22	24	520
Mixed - White & Asian	6	13	2	41	73		2	12	16	9	12	11	11	1	209
Mixed - White & Black African	16	5	8	25	114		13	17	11	6	8	12	20	16	271
Mixed - White & Black Caribbean	21	10	4	43	165		25	28	14	4	18	19	32	21	404
Other - Arab				1	16									5	22
Other	8	11	18	32	631	1	146	33	29	12	40	17	20	45	1043
Prefer not to say	298	32	64	85	2697	3	304	291	192	74	177	117	602	1564	6500
Total	1505	1028	953	2844	15493	92	2107	1765	1447	795	1993	1125	1858	3450	36455

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Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	PLACE
Title of proposed change	PLA Sav Option 3 Five Community Managed Libraries
Name of Officer carrying out Equality Analysis	Robert Hunt/Joan Redding

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

Option 3: Proposal for community managed buildings at Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood libraries. Community organisations would lease the building from the Council to offer a community space, and take responsibility for building running costs. Croydon Libraries will continue to provide books and IT services, with up to 0.5 FTE staff presence at each site.

Savings would be achieved by a reduction in staffing levels by 8.49 FTE (13%), from 63.65 FTE to 55.16 FTE. This would achieve savings of £287,224/annum. In addition, further savings of £72,483 would be generated from a reduction in business rates and utilities. In total, it is estimated that savings of £359,707 would be achieved.

Community groups would agree their own opening hours, subject to their operating model. The Council would provide 0.5 FTE per site to effectively manage the books and allow the library to remain as part of The Libraries Consortium. The benefit of this is continued access to the libraries management system, books from across the consortium, and IT for library users.

These libraries have been in the local community for decades and are very much established and valued in their local communities, especially by young families, older residents, and those without access to computers and broadband.

The Libraries Consultation is in two parts, Phase 1 and Phase 2. Phase 1 sought feedback from residents when proposals were at the formative stage. A survey asked residents for feedback on what they valued about the library service, what impact closing or an alternative operating model, such as community managed provision at 5 local libraries, would have on them and their community, and to suggest alternative options. When the survey closed on 14 March 2021 there were 2,510 respondents from the following Croydon libraries (some used more than one). Highlighted below are the libraries proposed for community management rather than closure:

Response	Number of Respondents	Percentage of Respondents
Ashburton Library	332	15.43%
Bradmore Green Library	309	14.37%
Broad Green Library	152	7.07%
Central Library	1015	47.19%
Coulsdon Library	328	15.25%
New Addington Library	64	2.98%
Norbury Library	138	6.42%
Purley Library	310	14.41%
Shirley Library	377	17.53%
Sanderstead Library	467	21.71%

Selsdon Library	335	15.57%
South Norwood Library	414	19.25%
Thornton Heath Library	257	11.95%
Prefer not to say	9	0.42%
None of them	37	1.72%

From the feedback, we identified four options and two hybrid options:

- Option 1: Close five libraries
- Option 2: Reduce service hours by 21% across the borough
- Option 3: Five community run libraries
- Option 4: Outsource all libraries to a social enterprise or charitable organisation
- Option 5: Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries
- Option 6: Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

These options are being analysed and will be considered by Cabinet who will decide which options go back out to public consultation in Phase 2. We are completing an Equalities Impact Assessment for each option. We will consider evidence from a range of sources, namely: Croydon Observatory data, Library Management System Data, Libraries Consultation feedback, Library events data and Library staff feedback on events participation.

This is an Equalities Impact Assessment on Option 3: Five community run libraries

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic.

Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact on proposal for community managed buildings: Bradmore Green, Broad Green, Shirley, Sanderstead, and South Norwood Libraries

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence																																																							
Age	If the five library buildings are managed by community partners, estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the impact of overall service reduction.	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 22.2% (85,672) aged 0-15 • 64.1% (247,841) aged 16-64 • 13.8% (53,197) 65 and over <p>According to ONS mid-year estimates, Croydon has the 4th largest number of young people aged 0-17 years old in London. One in four of Croydon's population is aged 0-17 years based on ONS MYE 2019. The number of looked after children in Croydon is the highest in London.</p> <p>Croydon Library membership: Croydon Libraries have 104,249 registered library members, which is 26.96% of the Croydon population. The majority of library members are Croydon residents, and those who are not residents all work or study in Croydon. Below is a summary broken down by age ranges.</p> <table border="1" data-bbox="562 879 1458 1444"> <thead> <tr> <th>Age Range</th> <th>Library Members+</th> <th>% of library members by age group</th> <th>Croydon Population*</th> <th>% of Croydon Population by age</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>15,140</td> <td>14.52%</td> <td>54,952</td> <td>14.21%</td> </tr> <tr> <td>10-19</td> <td>21,153</td> <td>20.29%</td> <td>47,985</td> <td>12.41%</td> </tr> <tr> <td>20-29</td> <td>14,216</td> <td>13.63%</td> <td>44,820</td> <td>11.59%</td> </tr> <tr> <td>30-39</td> <td>16,030</td> <td>15.37%</td> <td>59,423</td> <td>15.37%</td> </tr> <tr> <td>40-49</td> <td>13,752</td> <td>13.19%</td> <td>53,552</td> <td>13.85%</td> </tr> <tr> <td>50-60</td> <td>9,885</td> <td>9.48%</td> <td>53,052</td> <td>13.72%</td> </tr> <tr> <td>60-69</td> <td>6,815</td> <td>6.54%</td> <td>35,305</td> <td>9.13%</td> </tr> <tr> <td>70-79</td> <td>4,789</td> <td>4.59%</td> <td>22,819</td> <td>5.90%</td> </tr> <tr> <td>80+</td> <td>2,485</td> <td>2.38%</td> <td>14,802</td> <td>3.83%</td> </tr> <tr> <td>Total</td> <td>104,265</td> <td></td> <td>386,710</td> <td></td> </tr> </tbody> </table>	Age Range	Library Members+	% of library members by age group	Croydon Population*	% of Croydon Population by age	0-09	15,140	14.52%	54,952	14.21%	10-19	21,153	20.29%	47,985	12.41%	20-29	14,216	13.63%	44,820	11.59%	30-39	16,030	15.37%	59,423	15.37%	40-49	13,752	13.19%	53,552	13.85%	50-60	9,885	9.48%	53,052	13.72%	60-69	6,815	6.54%	35,305	9.13%	70-79	4,789	4.59%	22,819	5.90%	80+	2,485	2.38%	14,802	3.83%	Total	104,265		386,710		Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
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*Croydon Population by age Source: ONS, Mid-Year Population Estimates, 2019, released June 2020.

<https://www.croydonobservatory.org/1-age/>

+Although it is more usual to provide an "Active borrowers" figure for library membership, representing users who have borrowed a book or used a computer in the last year, this is not possible after a year of COVID lockdown closures.

The library membership is in proportion with the age groups of overall population of Croydon. The highest percentage of registered members are primary school aged children and young people. They represent 20% of library membership, with 44% of all Croydon young people aged 10-19 having a library membership.

The objective of Option 3 to establish five community managed buildings, is to retain the library building and its services in the local community, with a minimal level of paid staffing to make the required savings. By targeting those libraries with lowest usage, the assumption is this would impact the least number of Croydon residents, as demonstrated in the table below.

Although this can be demonstrated to impact 15% of library members, it has a disproportionate impact on some age groups of library members, which would need to be mitigated with the community partner:

Age ranges	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total	All Library Members
0-09	459	610	579	418	923	2989	15140
10-19	367	974	488	837	1169	3835	21152
20-29	117	378	155	393	581	1624	14213
30-39	197	440	274	330	857	2098	16029
40-49	208	356	299	313	692	1868	13748
50-59	182	188	181	301	499	1351	9881
60-69	176	75	161	329	234	975	6815
70-79	201	26	197	311	126	861	4786
80-89	100	9	93	162	46	410	2056
90+	31	4	17	35	10	97	429
Total	2038	3060	2444	3429	5137	16108	104249
% All Members	1.95%	2.94%	2.34%	3.29%	4.93%	15.45%	

Data from Library Management System February 2021

As a percentage of all library members, these libraries serve over 20% of older adults who are library members, especially in Bradmore Green and Shirley, and almost 20% of children and young people, especially in Broad Green and South Norwood. The potential negative impact of a reduction in services to these age groups was reflected in the libraries consultation survey feedback. This number could be higher because not all library visitors will be included in these figures, because it is not a requirement to join the library to take part in activities, read the newspaper or browse the books.

Libraries Consultation Survey 14 January – 14 March 2021: Initial Libraries Consultation was undertaken 14 January – 14 March to reach all users, and also non users of Croydon Library services, particularly those directly affected by these proposals. There is also feedback from seven webinars. Only 1,418 (56%) respondents provided information about their age group:

Survey Response (1,418)	Number of Respondents	Percentage of Respondents
Under 18	15	1.06%
18-30	72	5.08%
31-40	346	24.40%
41-50	276	19.46%
51-60	215	15.16%
61-70	257	18.12%
71-80	139	9.80%
81+	27	1.90%
Prefer not to say	71	5.01%

Library Activities:

The Library service collects participation figures by age group for regular activities. From April 2019 – March 2020, there were 6,261 activities across all 13 Croydon libraries, with 73,965 participants of all ages, generating 3,839 new members over the year.

In that year, the five local libraries proposed for community management ran 30% of all Croydon's regular events and activities with approximately 15,000 attendees over the year. Below is a breakdown from the events data for libraries, broken down by age groups. (See Table 1 below for more details)

Events & Activities 2019/20	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total 5 libraries	% of all libraries
Children and Young People (0 to 17)	3,103	171	351	112	109	252	995	32.07%
Adults (18 to 49)	1,881	20	111	28	169	102	430	22.86%
Older People (50+)	1,094	51	64	37	30	164	346	31.63%
Family	183	3	30	9	15	55	112	61.20%
Annual Total Events	6,261	245	556	186	323	573	1,883	30.08%

From Library Events monthly: Please note these figures are lower than usual given COVID lockdown by Quarter 4

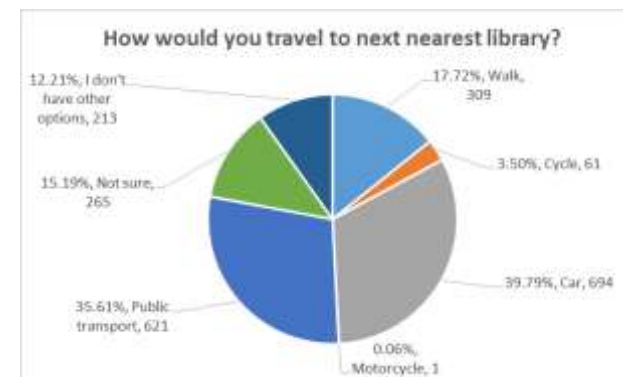
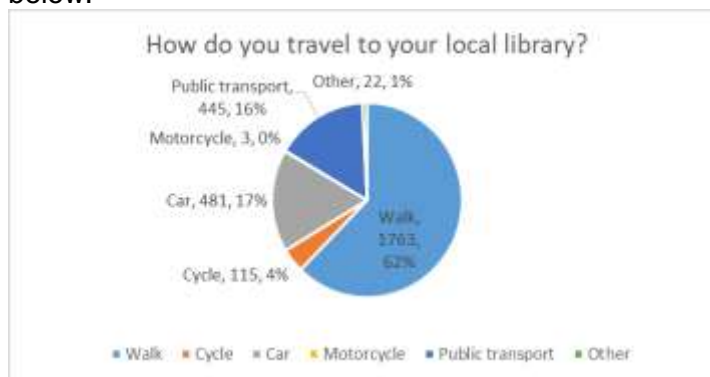
Activities by age group include:

- Babies/toddlers: weekly Rhymetimes (singing & playing, social for parents); Bookstart – earliest literacy support
- Toddlers/pre-school: weekly Storytimes, Bookstart, sessions with King's College Hospital promoting dental health
- Pre-school/Primary: Craft activities, Summer Reading Challenge, homework sessions, Lego Club, Code Club, Homework club, Chatterbooks reading groups, National Storytelling Week, World Book Day, Class visits, special author events
- Secondary: Study space, Work experience, Volunteering (Duke of Edinburgh, Summer Reading Challenge), Poetry (Instapoetry),
- Adults: free internet access & free WiFi, space for work and study, CV/employment support, business support, job clubs, volunteering
- Adults with learning difficulties/autism: Books Beyond Words reading group, Volunteering
- Adults/Older Adults: Reading Groups, Digital IT skill support, Craft clubs, Knit & Knatter, Coffee mornings, Talks, Volunteering, language (ESOL) classes, Ancestry, Information Sessions (Housing, Warmer Homes, Health topics)

Option 3 Five community run libraries can be seen as a mitigation for Option 1: closure of five libraries. If the local libraries closed as in Option 1, there would be additional activities arranged at nearest larger library, however not all activities would transfer, and survey feedback was that events such as rhymetimes are already busy in hub libraries and would be oversubscribed or further limited by COVID social distancing. Also, respondents said there would be logistical difficulties continuing class visits from nearby schools; it would be more difficult to offer volunteering and work experience opportunities to local young people (Duke of Edinburgh & work experience). Existing volunteers who are older or disabled told us they

would not be able to travel to the next nearest library. Established reading groups, craft groups, Knit & Knatter groups would have to find another local venue.

The feedback from the libraries consultation and webinars, as well as staff feedback on events participation, have identified that many users would not be able to travel to another location, illustrated below.

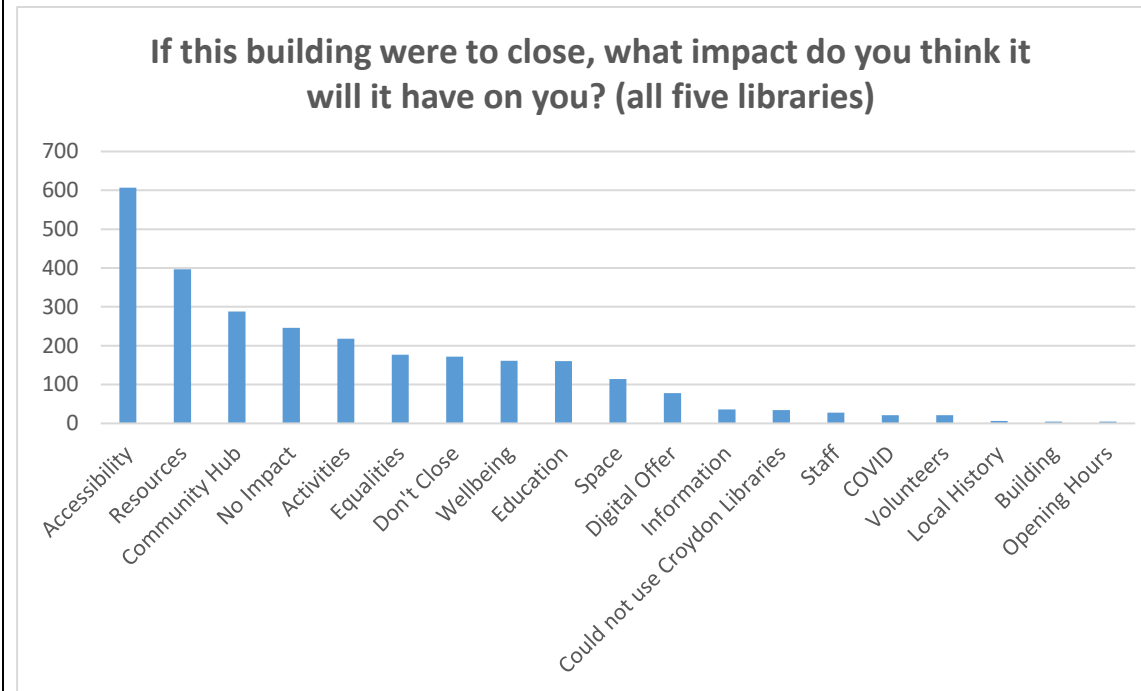


Breakdown of the 213 who replied "I don't have other options"

Age Range	Female	Male	Other	Prefer not to say	(blank)	Total
Under 18		3				3
18-30	3	2				5
31-40	40	8				48
41-50	19	7				26
51-60	10	7				17
61-70	9	5			1	15
71-80	6	4				10
81+	5	2				7
Prefer not to say	2	3	1	6		12
(blank)					70	70
Total	94	41	1	6	71	213

Of the 213 respondents who told us they had no other options, the largest single group were women between 31 and 40 years of age, and based on the subsequent comments, it is likely most are mothers

with children who participate in rhymetimes. Feedback from users of all the libraries regarding reasons they could not travel to another library, included additional cost, inadequate public transport (2 buses), insufficient or costly parking, no time for additional journey especially time constraints around the school run, logistics of travel with young children on public transport, fear of travel because of personal mobility, fear of crime on transport and in alternative communities. Other objections were pollution from additional car journeys, preference for local library, did not like noisy or busy alternative library. "Accessibility" of libraries as a negative impact of the proposals was mentioned more than any other as illustrated below:



If the five library buildings were leased to a community partner and run as a community hub with self-service access to library books and free internet and WiFi, these services could remain in situ, providing access to books and digital services, with regular activities still on offer from the partner organization, and some attendance from library staff to manage stock and provide some activities. There are local community partners who have come forward with the aim of sustaining both the community and library activities in these areas.

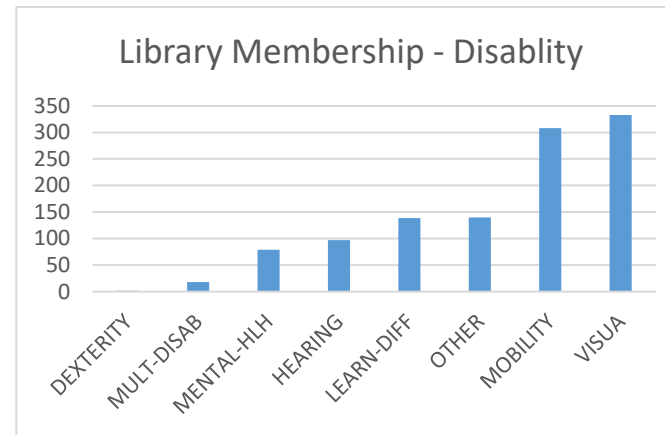
To summarise:

		<p>Changes to Croydon library services have a potential impact on at least one in four of all Croydon residents of all ages (26%). For option 3: Five Community Run Libraries, there is a potential impact on the at least 74,122 residents of the five wards where the libraries are proposed to become community managed, and the 16,108 (22%) of ward residents who are library members are very likely to be affected. It is likely that more local residents visit the library to attend activities without membership. It is noted that the local libraries provided 30% of all regular activities for all ages pre-COVID. More importantly, these five libraries serve 20% of all the older adults who are library members (70+), especially in Old Coulsdon and Shirley, and almost 20% of children and young people who are library members, especially in Broad Green and South Norwood.</p> <p>This option seeks to minimise the impact of service reduction across all Croydon by moving the five smallest libraries to community management and self-service access, rather than close them, These five libraries represent 15% of the overall use, and for all five libraries there is a larger library delivering the same activities nearby (1.2 – 1.5 miles).</p> <p>Respondents to survey, participants at the webinars, and local staff have expressed concern that the Option 1 proposed closures would have a disproportionate impact on those who could not travel to the alternative libraries. Option 3 keeps those library buildings open and is proposed to provide access to services and activities, still working with library staff on service delivery, so unlike option 1, as long as this community model can be put in place, this does not have a disproportionate impact on any age group.</p> <ul style="list-style-type: none"> • 	
Disability	If the five library buildings are managed by community partners, estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the impact of overall	<p>Information about Disability in Croydon (Croydon Observatory):</p> <p>Statistics on Croydon residents with disability is from 2011 (Census 2011) which says that day-to-day activities are limited a little for 7.9% of residents, and limited a lot for 6.7% of residents.</p> <p>Library Database:</p>	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries

service reduction. Positive impact on those with disability who could only access their local library.

Out of 104,249 library members, only 30% completed information about disability and 29% declared no disability. Of the 1% (1116) who said they had a disability, breakdown is below with largest group Visual impairment 30% and mobility (27.6%):

Disability	Responde nts	Perce ntage
Dexterity	2	0.2%
Hearing	97	8.7%
Learning Difficulty	139	12.5%
Mental Health	79	7.1%
Mobility	308	27.6%
Multi-disability	18	1.6%
Visual	333	29.8%
OTHER	140	12.5%
Grand Total	1116	



from library staff

Proposal:

12.5% (140) of library members known to have a disability are members of the libraries proposed to transfer to a community managed model (see Table below).

Volunteering: there are local disabled volunteers at most of the five libraries, supporting Summer Reading Challenge, coffee mornings, reading groups. They have said they could not travel elsewhere and a Community managed library is likely to enable them to continue volunteering.

Books Beyond Words: reading group for adults with learning disability or autism who attend in small groups with their carers and read specialized picture books. Sessions include drawing or colouring and sometimes drama in response to the stories. There are storybooks as well as books with topics such as visiting the doctor. Travel to sessions requires parking and easy access which means the group meeting at Bradmore Green could not move to Coulsdon or Purley. Again this group could continue with the Community managed model.

Libraries Consultation Survey:

Of 1397 respondents who completed the disability information, 14.68% said their disability limited them in some way, with 50 (3.58%) respondents limited a lot. Details below with ages.

Age Range	No	Prefer not to say	Yes, limited a little	Yes, limited a lot	Grand Total
Under 18	11		1		12
18-30	50	3	11	4	68
31-40	294	23	21	4	342
41-50	224	15	25	6	270
51-60	176	10	21	7	214
61-70	192	16	29	13	250
71-80	95	1	31	6	133
81+	8	2	8	5	23
Prefer not to say	17	42	4	2	65
(blank)	13		4	3	20
Grand Total	1080	112	155	50	1397
	77.31%	8.02%	11.10%	3.58%	

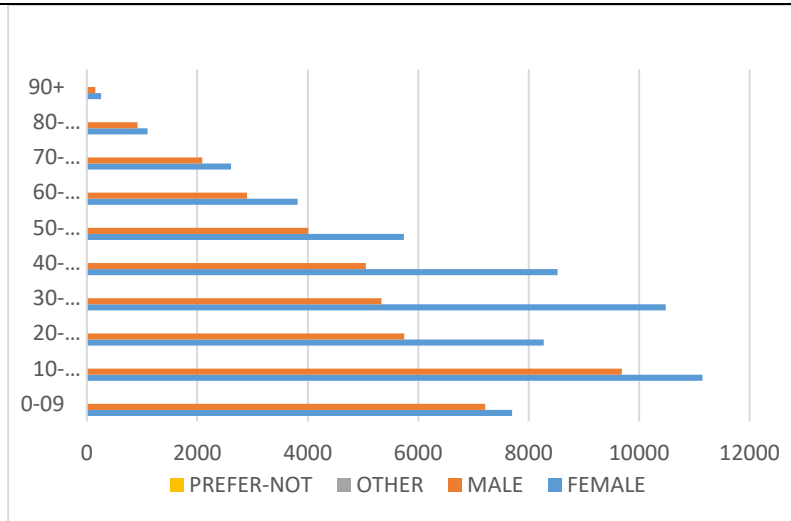
There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

Yes, limited a little	26	12%
Yes, limited a lot	19	1%

For residents with a disability who cannot travel to a library, but still want to borrow books, there is a Home Library Service which delivers books to their homes, which would be an effective mitigation.

Option 1: Closure of five libraries would have a disproportionate impact on local residents with a disability, who have taken part in activities and volunteered in the five local libraries. Residents from Bradmore Green Library pointed out the library closure would decrease the number of disabled toilets available in the area. Option 3: Five Community Managed libraries would keep those libraries and opportunities accessible and mitigate the impact on those residents with disability, possibly adding new activities and opportunities.

Gender	If the five library buildings are managed by community partners, estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the impact of overall service reduction.	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 187,875 (48.6%) are Male • 198,835 (51.4%) are Female <p>Library Database: Out of 104,249 library members, there is information about gender for 102,793 illustrated below: 59,666 (58%) Female and 43,112 (42%) Male and 3 Other:</p> <table border="1" data-bbox="562 381 1382 898"> <thead> <tr> <th>Age Range</th> <th>FEMALE</th> <th>MALE</th> <th>OTHER</th> <th>PREFER-NOT</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>7702</td> <td>7216</td> <td></td> <td>8</td> <td>14926</td> </tr> <tr> <td>10-19</td> <td>11150</td> <td>9689</td> <td></td> <td></td> <td>20839</td> </tr> <tr> <td>20-29</td> <td>8276</td> <td>5749</td> <td>1</td> <td></td> <td>14026</td> </tr> <tr> <td>30-39</td> <td>10482</td> <td>5335</td> <td>1</td> <td>2</td> <td>15820</td> </tr> <tr> <td>40-49</td> <td>8526</td> <td>5054</td> <td></td> <td>1</td> <td>13581</td> </tr> <tr> <td>50-59</td> <td>5740</td> <td>4009</td> <td>1</td> <td></td> <td>9750</td> </tr> <tr> <td>60-69</td> <td>3816</td> <td>2901</td> <td></td> <td>1</td> <td>6718</td> </tr> <tr> <td>70-79</td> <td>2613</td> <td>2088</td> <td></td> <td></td> <td>4701</td> </tr> <tr> <td>80-89</td> <td>1101</td> <td>917</td> <td></td> <td></td> <td>2018</td> </tr> <tr> <td>90+</td> <td>260</td> <td>154</td> <td></td> <td></td> <td>414</td> </tr> <tr> <td>Total</td> <td>59666</td> <td>43112</td> <td>3</td> <td>12</td> <td>102793</td> </tr> </tbody> </table>	Age Range	FEMALE	MALE	OTHER	PREFER-NOT	Total	0-09	7702	7216		8	14926	10-19	11150	9689			20839	20-29	8276	5749	1		14026	30-39	10482	5335	1	2	15820	40-49	8526	5054		1	13581	50-59	5740	4009	1		9750	60-69	3816	2901		1	6718	70-79	2613	2088			4701	80-89	1101	917			2018	90+	260	154			414	Total	59666	43112	3	12	102793	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
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Libraries Consultation Survey:

Of 2,510 respondents, 1,397 (56%) provided information on gender, and there were a disproportionate number of women respondents as against library members for all age groups; and 51 (3.65%) did not indicate a gender.

Gender Comparison	Female	Male
Library Survey (Library members)	987 (70.65%)	365 (25.48%)
Library Membership	59,666 (58%)	43,112 (42%)

Reviewing the survey responses, many of the female respondents said they looked after children, took them to rhymetimes and other activities, and fit library activities in around the school run. Older women tended to take part in reading groups, craft activities, coffee mornings and knit & knatter. However, although more women attend library activities, and more responded to the survey, a significant number of male respondents visit the library and take part in these activities as well.

Of the 213 (12.21%) respondents who told us they had no other options for travelling to an alternative library, and provided information on gender, 94 were female and 41 were men. Over half the women were between ages 31 and 50. Survey responses suggest that Option 1: Close five libraries had a disproportionate impact on older women and women with children, outlined in detail under “Age” and “Maternity” characteristics, but Option 3: Five Community Managed Library Buildings would mitigate this by keeping the libraries open for service and activities, with support from the library service

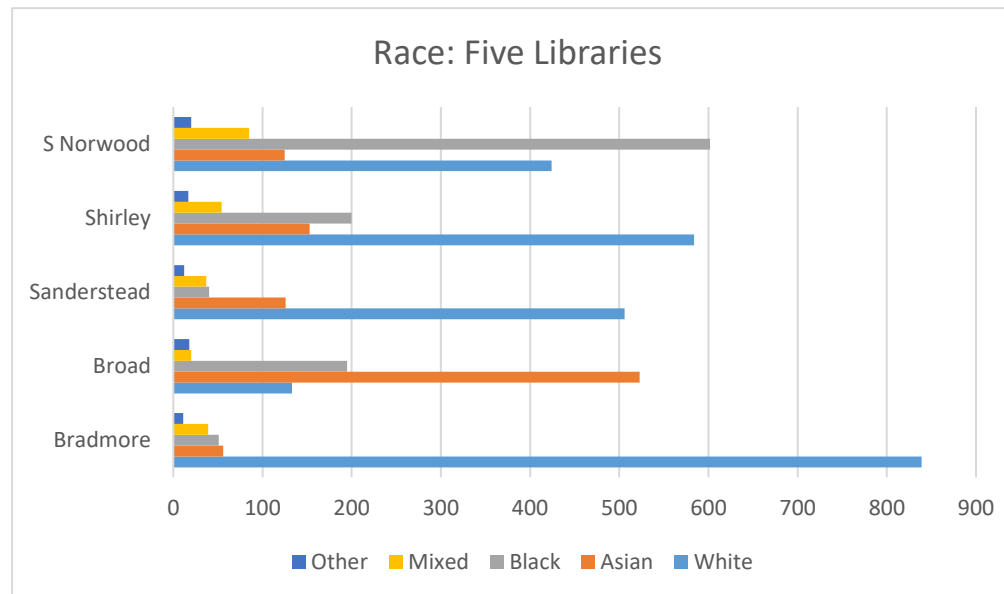
Gender Reassignment	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of gender identity. In addition to providing books specific to the transgender community, the annual Cultural Calendar for Croydon Libraries always includes Transgender Day of Remembrance in November, LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the transgender community who provided feedback, because no respondent indicated gender reassignment, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If five libraries became community managed libraries, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and activities to raise awareness of issues for the transgender community.</p>	Review as part of Phase 2
Marriage or Civil Partnership	Savings	<p>The Library service does not collect information regarding marriage and civil partnership because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>Consideration of the characteristic of marriage and civil partnerships need only be in respect of eliminating unlawful discrimination. In this regard, the proposed implementation plan would not in any way exclude individuals who are legally married or in a civil partnership. Therefore, this characteristic should not be disproportionately affected under any of the proposals.</p>	Review as part of Phase 2
Religion or belief	Savings	<p>Libraries nationally are inclusive, and encourage visitors and partners who operate in libraries to welcome residents of all faiths. It is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all religious communities and to celebrate a diverse range of religious holidays throughout the year.</p> <p>If all five libraries become community managed, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and celebrations to highlight the diverse range of faiths in Croydon.</p>	Review as part of phase 2
Race	If the five library buildings are managed by community partners,	<p>The Croydon Borough Profile "population continues to grow from long-term international migration and 17.1% of the population is made up of non-UK born residents according to ONS 2018 estimates".</p> <p>Library Management System</p>	Library Membership Data February 2021;

estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the impact of overall service reduction.

Of the 104,249 library members, only 36,455 (35%) library members provided information on ethnicity. See below a breakdown of library membership by ethnicity for each of the libraries proposed to close. Please note that many library users who visit and take part in activities are not registered on the system.

Race	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	S Norwood	Total 5 Libraries	% of All Libraries
White	13581	839	133	506	584	424	2486	18.30%
Asian	5756	56	523	126	153	125	983	17.08%
Black	8149	51	195	40	200	602	1088	13.35%
Mixed	1404	39	20	37	54	85	235	16.74%
Other	1065	11	18	12	17	20	78	7.32%
Prefer Not	6500	32	64	74	117	602	889	13.68%
Total	36455	1028	953	795	1125	1858	5759	15.80%

Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff



Libraries Consultation:

During the Libraries Consultation there were multiple invitations sent out to all the major organisations representing ethnic groups, once at the beginning, again at the midterm, and as a follow up reminder. Of

the 2,510 respondents, just over 50% provided ethnicity details, and 9.59% of those did not prefer to say. See the table below which compares the percentage of respondents:

Response from 1408 respondents	Number of Respondents	Percentage of Respondents
White	987	70.10%
Asian	117	8.31%
Black	80	5.68%
Mixed	74	5.26%
Other	15	1.06%
Prefer not to say	135	9.59%

Survey respondents expressed concern that the absence of a library or a change to the library services in areas with more diverse ethnic populations could worsen existing deprivation in those communities. Staff in all libraries provided feedback on residents who attended activities in libraries, and reported an increasingly diverse group attending rhymetimes, who benefitted from the opportunity to meet, socialize and feel more part of the local community, especially those new to the UK for whom English was a second language.

Broad Green: The Asian community use this local library for regular language classes, IT support and social or health activities, and to access books in other languages. The rhymetime sessions are diverse with 45% Asian, 20% Black and 35% white local families. Some activities could not be replicated, such as Homework club after school: 126 homework sessions per annum with 534 attending over the year, 60% under the age of 9, several with disabilities. Approximately 60% are Asian and 30% Black and many have English as a second language. Many do not have internet access or printing at home and could not travel to Thornton Heath or Central library.

South Norwood: There is a large ethnic population and areas of deprivation, and there was much feedback regarding this through survey and webinar feedback, who said that closing the libraries or reducing services would have a disproportionate impact particularly on young people from the black

		<p>community who would not have access to computers at home or study space after school. Rhymetimes are attended by a diverse range of nationalities and ethnicities, including Black, Asian and White families and include African, Caribbean, Polish, Spanish, Greek, Chinese and Italian parents.</p> <p>Option 3: Five Community managed Library Buildings would mitigate this negative impact by keeping the libraries open for service and activities, with support from the library service, and potentially adding additional value with tailored local activities based on the needs of the community.</p>											
Sexual Orientation	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all LGBTQ communities. In addition to providing books specific to the LGBTQ community, the annual Cultural Calendar for Croydon Libraries always LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est.1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the LGBTQ community who provided feedback, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If all five libraries become community managed, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and activities to raise awareness of issues for the LGBTQ community.</p>	Review as part of Phase 2										
Pregnancy or Maternity	If the five library buildings are managed by community partners, estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the	<p>All Croydon Libraries provide books and information on pregnancy health and child development and nutrition, to support residents in this category. There are also regular free activities led by library staff for mothers and fathers with babies and toddlers, such as Baby Bounce and Rhymetime, activities which have a positive impact: new parents benefit from as they build social networks and get support from other parents; babies and toddlers are introduced to singing, their first books, and parents say it's an opportunity for all to bond and socialize.</p> <p>In 2019/20 the five libraries proposed to close provided 32% of the under 5s regular activities and events, and there were 6,258 attendees, or 17% of all library attendance. South Norwood provided the most, with 222 events, 12% of all Under 5s activities with 2,915 participants, which was 8% of overall attendees across Croydon Libraries:</p> <table border="1"> <thead> <tr> <th>Croydon Libraries: Events</th> <th>Under 5s Events</th> <th>% All Events</th> <th>Attendees at Events</th> <th>% All Attendees</th> </tr> </thead> <tbody> <tr> <td>ALL LIBRARIES</td> <td>1786</td> <td></td> <td>36,796</td> <td></td> </tr> </tbody> </table>	Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees	ALL LIBRARIES	1786		36,796		Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees									
ALL LIBRARIES	1786		36,796										

impact of overall service reduction.	Bradmore Green	93	5%	421	1%
	Broad Green	108	6%	1,145	3%
	Sanderstead	99	6%	1,369	4%
	Shirley	51	3%	408	1%
	S Norwood	222	12%	2,915	8%
	Total (5)	573	32%	6258	17%
	<p>Libraries Consultation:</p> <p>Survey and Webinar feedback identified the importance of local libraries to the wellbeing of mothers and babies, the value of the access to early years books, and the benefits of activities on child development and the wellbeing of parents. Above under Age and Gender, 83.20% of respondents told us they walked to their local library now, and if they had to travel to the next nearest, 12.21% (213), the majority women aged 31-50, said they would have no other options. In addition to the activities and resources on offer, there would also be a decrease in the number of local baby changing facilities in the area. Respondents expressed strongly that the proposals would disproportionately impact mothers and their babies & toddlers who would find it difficult to travel to other libraries because of cost, time, no parking, wish to stay local, choice (don't like larger libraries).</p> <p>Whereas option 1 closure of five libraries would have a disproportionate impact on the mothers and babies in those local areas. Option 3: Five Community managed Library Buildings would mitigate this negative impact by keeping the libraries open for service and activities, with support from the library service, and potentially adding additional value with tailored local activities based on the needs of the community.</p>				
<p>Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.</p> <p>When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact</p>					

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion
Feedback from individuals with protected characteristics who use affected libraries: what library services do they use; most valued services and/or activities; impact on them and on their community, what else would they like to see/what's missing? – Feedback on options	Libraries Consultation Phase 1 finished 14 March 2021	Phase 1 April 2021 Phase 2 consultation May to July 2021
To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities	Libraries Consultation Phase 1 finished 14 March 2021	April 2021
Ideas for cost neutral alternatives to closing the libraries from local residents to benefit all local residents. All viable options will be considered for inclusion in options report which will comprise an equalities review and further consultation with residents	Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation	April 2021
Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation	Libraries Consultation Phase 2	July 2021
Feedback on options from the diverse range of Croydon's religious communities	Libraries Consultation Phase 2	July 2021

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 3 – Impact scores: These will be reviewed following Libraries Consultation on basis of that feedback

Column 1	Column 2	Column 3	Column 4
PROTECTED GROUP	LIKELIHOOD OF IMPACT SCORE	SEVERITY OF IMPACT SCORE	EQUALITY IMPACT SCORE
	Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. Equality impact score = likelihood of impact score x severity of impact score.
Age	1	3	3
Disability	1	3	3
Gender	1	2	2
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	1	3	3
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	1	3	3

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

Advancing equality of opportunity between people who belong to protected groups

Eliminating unlawful discrimination, harassment and victimisation

Fostering good relations between people who belong to protected characteristic groups

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts. This will be reviewed following outcome of Libraries Consultation after 14 March 2021; and again after the decisions taken on options in Cabinet 17 May 2021 when planning Phase 2 consultation

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	<p>Access to their existing local library services; travel to larger library</p> <p>Follow up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a</p>	<p>Investigating individuals affected for each of the 5 libraries</p> <p>Implement a community managed option with local partner to ensure residents with a disability could continue to use library service and access volunteering and activities,</p>	Joan Redding,	<p>April 2021</p> <p>May 2021</p>

Equality Analysis

Page 269

	<p>disability which limited them to some degree, 47 limited a lot. 213 (9% overall) respondents told us they could not travel to their nearest alternative library. Of those, 13% had a disability. If they could not use their local library they would not be able to access the activities and volunteering opportunities.</p>	<p>looking to enhance the offer to disabled residents. Home Library Service (books delivered to homes) is an option for residents with a disability who cannot travel to a library.</p>		
Race	<p>Possible disproportionate impact on BAME communities in Broad Green and South Norwood, without local alternatives. Respondents say a reduction in library services would worsen existing deprivation for these communities</p>	<p>Libraries Consultation and webinars; Implement a community managed option with local partner to ensure residents of all ethnicities continue to use library service and access volunteering and activities, looking to enhance the offer to residents living in deprived areas and on low incomes</p>	<p>Joan Redding, Liz Hollowood</p>	<p>April 2021 May 2021</p>
Sex (gender)	<p>Possible disproportionate impact on women who are larger group of active users Follow up after survey: 71% of respondents were women; Of the respondents who said they could not travel to their nearest library if services were closed or</p>	<p>Libraries consultation and webinars Implement a community managed option with local partner to ensure residents of all genders continue to use library services and access volunteering and activities, looking to enhance the offer to deprived</p>	<p>Joan Redding,</p>	<p>April 2021 May 2021</p>

Equality Analysis

Page 270

	reduced, 94 were women (most aged 31 – 40) and 41 were men.	residents. See impact under Age and Maternity Phase 2 consultation – engage more men		
Gender reassignment	Follow up after survey: not asked as part of survey; no feedback	Review as part of Libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding, Lucy Lawrence	April 2021 May 2021
Sexual orientation	Follow up after survey: not asked as part of survey; no feedback	Will review as part of libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding	April 2021 May 2021
Age	Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors if they could not access their local library and activities.	Libraries consultation and webinars Implement a community managed option with local partner to ensure residents of all ages continue to use library service and access study space, volunteering and activities, looking to enhance the offer especially to young families, school children, older residents and all those without digital access.	Joan Redding	April 2021 May 2021

Equality Analysis

Religion or belief	Possible impact Follow up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff	As part of libraries consultation, contacted all temples, mosques, and churches. Phase 2 consultation – will contact same organisations again for feedback	Joan Redding	April 2021 May 2021
Pregnancy or maternity	Disproportionate impact on mothers and babies/toddlers Follow up after survey: If services were closed or reduced, there could be a disproportionate impact on families with young children because they would find it difficult to travel to alternative library (logistics, cost, time – school run)	Implement a community managed option with local partner to ensure families with young children could access under 5s activities and continue to use library service for books, information and community hub, potentially enhancing the offer.	Joan Redding	April 2021 May 2021
Marriage/civil partnership	N/A Follow up after survey: not asked as part of survey; no feedback	Will review as part of Libraries Consultation Phase 2 consultation – will ask for feedback	Joan Redding,	April 2021 May 2021

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter X in column 3 (Conclusion) alongside the relevant statement to show your conclusion.		
Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.	X

Equality Analysis

Page 272

Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: Cabinet Date: 17 May 2021

7. Sign-Off

Officers that must approve this decision		
Equalities Lead	Name: Yvonne Okiyo	Date: 06.05.2021
	Position: Equalities Manager	
Director	Name: Stephen Tate	Date: 07.05.2021
	Position: Director for Growth, Employment and Regeneration	

Table 1: Events & Activities (for five libraries proposed to close)

Equality Analysis

Events & Activities 2019-20	All Libraries			Bradmore Green			Broad Green			Sanderstead			Shirley			South Norwood		
	Events	Attendees	New joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners
Children and Young People (0 to 17)	3103	51611	2845	171	1010	0	351	2270	4	12	164	0	7	103	18	13	125	0
Adults (18 to 49)	1881	13183	811	20	255	0	111	656	6	28	207	0	169	1005	14	102	216	82
Older People (50+)	1094	5507	142	51	170	0	64	230	0	37	117	0	30	62	11	164	164	23
Family	183	3664	41	3	52	0	30	318	0	9	93	0	15	121	0	55	1083	18
Annual Total Events	6261	73965	3839	245	1487	0	556	3474	10	186	1941	13	323	2607	145	573	4735	240

Table 2: Disability summary for all libraries from Library Management System – represents 1% of all members

DISABILITY	Ashburton	Bradmore Green	Broad Green	Coulsdon	Croydon Central	Croydon Home Service	New Addington	Norbury	Purley	Sanderstead	Selsdon	Shirley	South Norwood	Thornton Heath	Total
Dexterity					1									1	2
Hearing	2	5	1	8	39		4	6		2	16	3	7	4	97
Learning Difficulty	4	7	4	7	52		16	10	2	2	7	4	9	15	139
Mental Health	1	1	1	2	57	1	3	5			2	4	1	1	79
Mobility	15	5		11	174	44	8	7	3	2	19	7	4	9	308
Multiple Disability				1	14		1				1		1		18
Visual	12	12	4	18	114	9	16	15	14	9	69	15	9	17	333
Other	4	2	1	8	52	12	8	8	3	2	15	5	11	9	140
Grand Total	38	32	11	55	503	66	56	51	22	17	129	38	42	56	1,116

Table 3: Ethnicity Summary of library members for all libraries (Library Management System)

Equality Analysis

RACE	Ashburton Library	Bradmore Green Library	Broad Green Library	Coulsdon Library	Croydon Central Library	Home Library Service	New Addington Library	Norbury Library	Purley Library	Sanderstead Library	Selsdon Library	Shirley Library	South Norwood Library	Thornton Heath Library	Grand Total
White British	520	793	83	1683	3362	70	758	255	613	431	1124	497	279	274	10742
White Irish	14	12	3	34	107	4	17	11	7	10	16	11	17	13	276
White Gypsy					1										1
White - Other	73	34	47	202	1286	5	93	152	101	65	133	76	128	167	2562
Asian Bangladeshi	13	1	13	14	99		3	22	8	5	8	13	15	16	230
Asian British	1			1	58				2	2	4	3		6	77
Asian Chinese	16	2	8	38	127		6	12	22	12	27	8	12	14	304
Asian Indian	91	17	225	149	1310	2	19	137	105	63	110	61	30	163	2482
Asian Other	59	28	215	102	773		39	117	74	26	58	45	36	97	1669
Asian Pakistani	49	8	62	63	363		27	167	43	18	33	23	32	106	994
Black African	128	15	105	134	1965		493	244	76	17	103	112	315	485	4192
Black British	1	1	1	5	129		1		4		4	10	3	37	196
Black Caribbean	101	16	63	75	1098	6	119	190	44	17	65	66	212	319	2391
Black Other	55	19	26	53	879		32	39	68	6	32	12	72	77	1370
Mixed Other	35	11	6	64	240	1	10	38	18	18	21	12	22	24	520
Mixed - White & Asian	6	13	2	41	73		2	12	16	9	12	11	11	1	209
Mixed - White & Black African	16	5	8	25	114		13	17	11	6	8	12	20	16	271
Mixed - White & Black Caribbean	21	10	4	43	165		25	28	14	4	18	19	32	21	404
Other - Arab				1	16									5	22
Other	8	11	18	32	631	1	146	33	29	12	40	17	20	45	1043
Prefer not to say	298	32	64	85	2697	3	304	291	192	74	177	117	602	1564	6500
Total	1505	1028	953	2844	15493	92	2107	1765	1447	795	1993	1125	1858	3450	36455

Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	PLACE
Title of proposed change	PLA Sav Option 4 Outsource Libraries to a social enterprise
Name of Officer carrying out Equality Analysis	Robert Hunt/Joan Redding

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

Option 4: Outsource Libraries to a social enterprise: Proposal for a social enterprise or charitable organisation to operate all thirteen libraries in the borough.

The contract would be openly procured with an annual operating budget of £2,898,500. Service efficiencies or income generation would be required to operate the same level of service. This model has been tested through a preliminary analysis by Greenwich Leisure Limited (GLL) and their report identifies that the savings target/income generation can be achieved.

Opening hours would be reviewed by the operator to ensure that the service is efficient, while still meeting the needs of the local community. The GLL review states that there would not be a need to “reduce opening hours extensively but it would be sensible to make sure that the hours offered suit the needs of local residents”.

The Libraries Consultation is in two parts, Phase 1 and Phase 2. Phase 1 sought feedback from residents when proposals were at the formative stage. A survey asked residents for feedback on what they valued about the library service, what impact closing or an alternative operating model such as community managed provision at 5 local libraries would have on them and their community, and to suggest alternative options. When the survey closed on 14 March 2021 there were 2,510 respondents from the following Croydon libraries (some used more than one). Highlighted below are the libraries proposed for closure or community management in the Phase 1 consultation:

Response	Number of Respondents	Percentage of Respondents
Ashburton Library	332	15.43%
Bradmore Green Library	309	14.37%
Broad Green Library	152	7.07%
Central Library	1015	47.19%
Coulsdon Library	328	15.25%
New Addington Library	64	2.98%
Norbury Library	138	6.42%
Purley Library	310	14.41%
Shirley Library	377	17.53%
Sanderstead Library	467	21.71%
Selsdon Library	335	15.57%
South Norwood Library	414	19.25%
Thornton Heath Library	257	11.95%
Prefer not to say	9	0.42%
None of them	37	1.72%

From the feedback, we identified four options and two hybrid options:

- Option 1: Close five libraries
- Option 2: Reduce service hours by 21% across the borough
- Option 3: Five community run libraries
- Option 4: Outsource all libraries to a social enterprise or charitable organisation
- Option 5: Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries
- Option 6: Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

These options are being analysed and will be considered by Cabinet who will decide which options go back out to public consultation in Phase 2. We are completing an Equalities Impact Assessment for each option. We will consider evidence from a range of sources, namely: Croydon Observatory data, Library Management System Data, Libraries Consultation feedback, Library events data and Library staff feedback on events participation.

This is an Equalities Impact Assessment on Option 4: Outsource Libraries to a social enterprise.

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic.

Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact on proposal to outsource libraries to a social enterprise

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence
Age	If the libraries were outsourced to a social enterprise, the	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 22.2% (85,672) aged 0-15 • 64.1% (247,841) aged 16-64 	Library Membership Data

savings would be made, there would be no library closures, no staff reductions, and minimal changes to services.

- 13.8% (53,197) 65 and over

According to ONS mid-year estimates, Croydon has the 4th largest number of young people aged 0-17 years old in London. One in four of Croydon's population is aged 0-17 years based on ONS MYE 2019. The number of looked after children in Croydon is the highest in London.

Croydon Library membership: Croydon Libraries have 104,249 registered library members, which is 26.96% of the Croydon population. The majority of library members are Croydon residents, and those who are not residents all work or study in Croydon. Below is a summary broken down by age ranges.

Age Range	Library Members+	% of library members by age group	Croydon Population*	% of Croydon Population by age
0-09	15,140	14.52%	54,952	14.21%
10-19	21,153	20.29%	47,985	12.41%
20-29	14,216	13.63%	44,820	11.59%
30-39	16,030	15.37%	59,423	15.37%
40-49	13,752	13.19%	53,552	13.85%
50-60	9,885	9.48%	53,052	13.72%
60-69	6,815	6.54%	35,305	9.13%
70-79	4,789	4.59%	22,819	5.90%
80+	2,485	2.38%	14,802	3.83%
Total	104,265		386,710	

*Croydon Population by age Source: ONS, Mid Year Population Estimates, 2019, released June 2020.

<https://www.croydonobservatory.org/1-age/>

+Although it is more usual to provide an "Active borrowers" figure for library membership, representing users who have borrowed a book or used a computer in the last year, this is not possible after a year of COVID lockdown closures.

The library membership is in proportion with the age groups of overall population of Croydon. The highest percentage of registered members are primary school aged children and young people. They represent 20% of library membership, with 44% of all Croydon young people aged 10-19 having a library membership.

The objective of Option 4 Outsource to a social enterprise, is to retain the library buildings and services in the local community, with a minimal impact which achieving the required savings to the operational budget. The alternative proposals would close or set up community managed libraries for those libraries with lowest usage, with the assumption this would impact the least number of Croydon residents. Although this

February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff

approach could be demonstrated to impact 15% of library members, it has a disproportionate impact on some age groups of library members:

Age ranges	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total	All Library Members	5 Libraries: % All Members of each age
0-09	459	610	579	418	923	2989	15140	19.74%
10-19	367	974	488	837	1169	3835	21152	18.13%
20-29	117	378	155	393	581	1624	14213	11.43%
30-39	197	440	274	330	857	2098	16029	13.09%
40-49	208	356	299	313	692	1868	13748	13.59%
50-59	182	188	181	301	499	1351	9881	13.67%
60-69	176	75	161	329	234	975	6815	14.31%
70-79	201	26	197	311	126	861	4786	17.99%
80-89	100	9	93	162	46	410	2056	19.94%
90+	31	4	17	35	10	97	429	22.61%
Total	2038	3060	2444	3429	5137	16108	104249	
<i>% All Members</i>	1.95%	2.94%	2.34%	3.29%	4.93%	15.45%		

Data from Library Management System February 2021

As a percentage of all library members, these libraries serve over 20% of older adults who are library members, especially in Bradmore Green and Shirley, and almost 20% of children and young people, especially in Broad Green and South Norwood. The impact on these age groups was reflected in the libraries consultation survey feedback. This number could be higher because not all library visitors will be included in these figures, because it is not a requirement to join the library to take part in activities, read the newspaper or browse the books.

Libraries Consultation Survey 14 January – 14 March 2021: Initial Libraries Consultation was undertaken 14 January – 14 March to reach all users, and also non users of Croydon Library services, particularly those directly affected by these proposals. There is also feedback from seven webinars. Only 1,418 (56%) respondents provided information about their age group:

Survey Response (1,418)	Number of Respondents	Percentage of Respondents
Under 18	15	1.06%
18-30	72	5.08%
31-40	346	24.40%

41-50	276	19.46%
51-60	215	15.16%
61-70	257	18.12%
71-80	139	9.80%
81+	27	1.90%
Prefer not to say	71	5.01%

Library Activities:

The Library service collects participation figures by age group for regular activities. From April 2019 – March 2020, there were 6,261 activities across all 13 Croydon libraries, with 73,965 participants of all ages, generating 3,839 new members over the year.

In that year, the five local libraries proposed for closure or community management ran 30% of all Croydon’s regular events and activities with approximately 15,000 attendees over the year. Below is a breakdown from the events data for libraries, broken down by age groups. (See Table 1 below for more details)

Events & Activities 2019/20	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total 5 libraries	% of all libraries
Children and Young People (0 to 17)	3,103	171	351	112	109	252	995	32.07%
Adults (18 to 49)	1,881	20	111	28	169	102	430	22.86%
Older People (50+)	1,094	51	64	37	30	164	346	31.63%
Family	183	3	30	9	15	55	112	61.20%
Annual Total Events	6,261	245	556	186	323	573	1,883	30.08%

From Library Events monthly: Please note these figures are lower than usual given COVID lockdown by Quarter 4

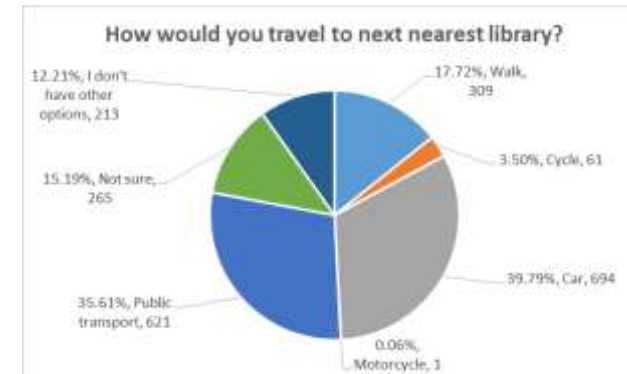
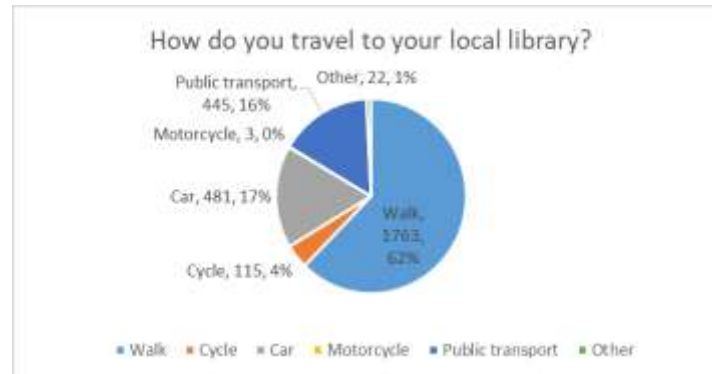
Activities by age group include:

- Babies/toddlers: weekly Rhymetimes (singing & playing, social for parents); Bookstart – earliest literacy support
- Toddlers/pre-school: weekly Storytimes, Bookstart, sessions with King’s College Hospital promoting dental health
- Pre-school/Primary: Craft activities, Summer Reading Challenge, homework sessions, Lego Club, Code Club, Homework club, Chatterbooks reading groups, National Storytelling Week, World Book Day, Class visits, special author events

- Secondary: Study space, Work experience, Volunteering (Duke of Edinburgh, Summer Reading Challenge), Poetry (Instapoetry),
- Adults: free internet access & free WiFi, space for work and study, CV/employment support, business support, job clubs, volunteering
- Adults with learning difficulties/autism: Books Beyond Words reading group, Volunteering
- Adults/Older Adults: Reading Groups, Digital IT skill support, Craft clubs, Knit & Knatter, Coffee mornings, Talks, Volunteering, language (ESOL) classes, Ancestry, Information Sessions (Housing, Warmer Homes, Health topics)

Option 4, outsource to a social enterprise, can be seen as a mitigation for all other options, especially for Option 1: closure of five local libraries. If the local libraries closed or services reduced, there would be additional activities arranged at nearest larger library, however not all activities would transfer, and survey feedback was that events such as rhymetimes are already busy in hub libraries and would be oversubscribed or further limited by COVID social distancing. Also, respondents said there would be logistical difficulties continuing class visits from nearby schools; it would be more difficult to offer volunteering and work experience opportunities to local young people (Duke of Edinburgh & work experience). Existing volunteers who are older or disabled told us they would not be able to travel to the next nearest library. Established reading groups, craft groups, Knit & Knatter groups would have to find another local venue.

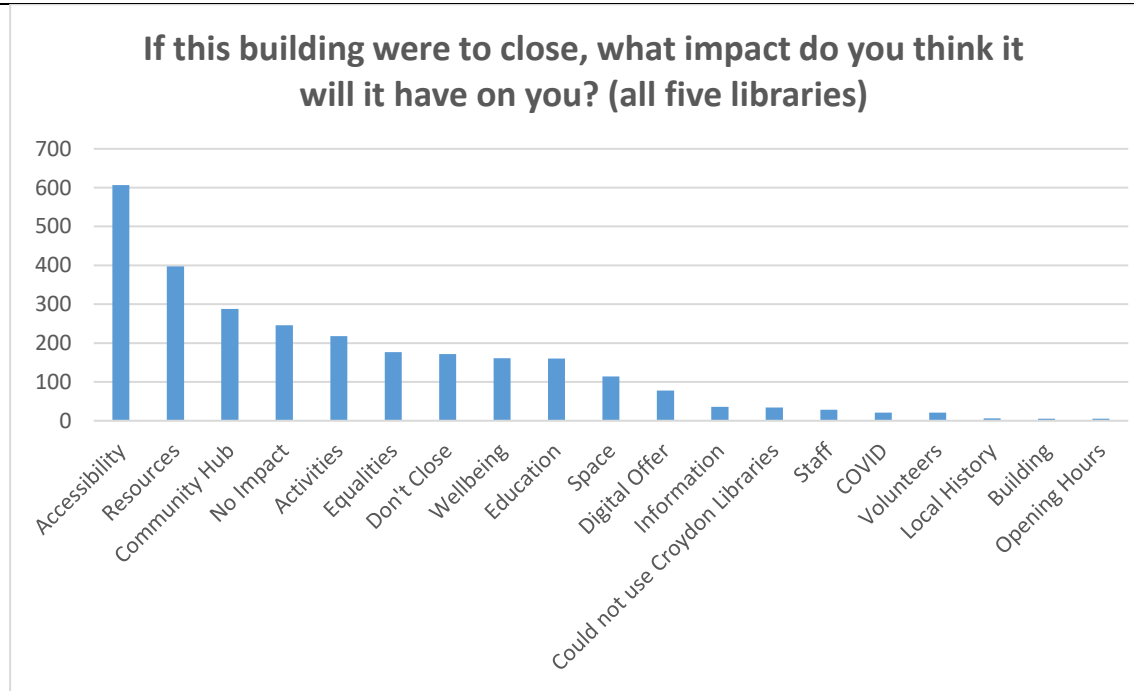
The feedback from the libraries consultation and webinars, as well as staff feedback on events participation, have identified that many users would not be able to travel to another location, illustrated below.



Breakdown of the 213 who replied "I don't have other options"

Age Range	Female	Male	Other	Prefer not to say	(blank)	Total
Under 18		3				3
18-30	3	2				5
31-40	40	8				48
41-50	19	7				26
51-60	10	7				17
61-70	9	5			1	15
71-80	6	4				10
81+	5	2				7
Prefer not to say	2	3	1	6		12
(blank)					70	70
Total	94	41	1	6	71	213

Of the 213 respondents who told us they had no other options, the largest single group were women between 31 and 40 years of age, and based on the subsequent comments, it is likely most are mothers with children who participate in rhymetimes. Feedback from users of all the libraries regarding reasons they could not travel to another library, included additional cost, inadequate public transport (2 buses), insufficient or costly parking, no time for additional journey especially time constraints around the school run, logistics of travel with young children on public transport, fear of travel because of personal mobility, fear of crime on transport and in alternative communities. Other objections were pollution from additional car journeys, preference for local library, did not like noisy or busy alternative library. "Accessibility" of libraries as a negative impact of the proposals was mentioned more than any other as illustrated below:



If 13 libraries were outsourced to a social enterprise, all services could remain in situ, providing access to books and digital services, with regular activities still on offer.

To summarise:

Changes to Croydon library services have a potential impact on at least one in four of all Croydon residents of all ages (26%). For option 4: Outsource to a social enterprise, savings on the operational budget could be achieved without closing library buildings or reduced staff numbers. Respondents to survey, participants at the webinars, and local staff have expressed concern that the original proposed closures would have a disproportionate impact on those who could not travel to the alternative libraries. Whereas there is a mitigation in the Home Library Service book service for residents with mobility issues or other disability, there would be a reduction in a local service with space for activities for those who find it difficult to travel to larger libraries and would not have access to regular activities, social or study space. It is noted that the local libraries provided 30% of all regular activities for all ages pre-COVID. More importantly, these five libraries serve 20% of all the older adults who are library members (70+), especially in Old Coulsdon and Shirley, and almost 20% of children and young people who are library members, especially in Broad Green and South Norwood.

Outsourcing libraries would ensure there was no disproportionate impact on age groups.

Disability

If the libraries were outsourced to a social enterprise, the savings would be made, there would be no library closures, no staff reductions, and minimal changes to services. Positive impact on those with disability who could only access their local library.

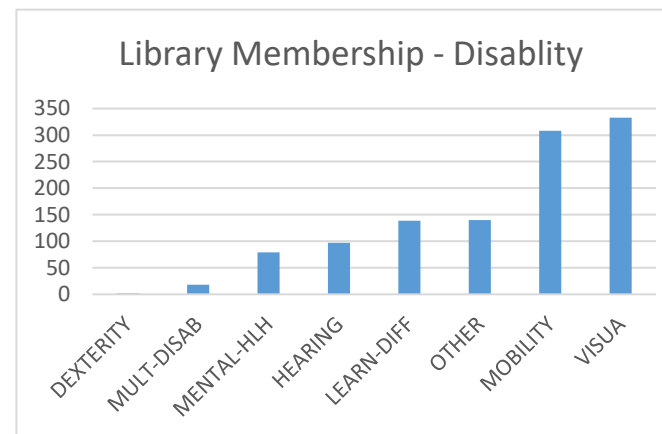
Information about Disability in Croydon (Croydon Observatory):

Statistics on Croydon residents with disability is from 2011 (Census 2011) which says that day-to-day activities are limited a little for 7.9% of residents, and limited a lot for 6.7% of residents.

Library Database:

Out of 104,249 library members, only 30% completed information about disability and 29% declared no disability. Of the 1% (1116) who said they had a disability, breakdown is below with largest group Visual impairment 30% and mobility (27.6%):

Disability	Responde nts	Perce ntage
Dexterity	2	0.2%
Hearing	97	8.7%
Learning Difficulty	139	12.5%
Mental Health	79	7.1%
Mobility	308	27.6%
Multi-disability	18	1.6%
Visual	333	29.8%
OTHER	140	12.5%
Grand Total	1116	



12.5% (140) of library members known to have a disability are members of the libraries which were proposed to close or transfer to a community model (see Table below).

Volunteering: there are local disabled volunteers at most of the five libraries, supporting Summer Reading Challenge, coffee mornings, reading groups. They have said they could not travel elsewhere and an outsource model is likely to enable them to continue volunteering.

Books Beyond Words: reading group for adults with learning disability or autism who attend in small groups with their carers and read specialized picture books. Sessions include drawing or colouring and sometimes drama in response to the stories. There are storybooks as well as books with topics such as visiting the doctor. Travel to sessions requires parking and easy access which means the group meeting at Bradmore Green could not move to Coulsdon or Purley. With an outsource model the library would remain open for this activity.

Libraries Consultation Survey:

Of 1397 respondents who completed the disability information, 14.68% said their disability limited them in some way, with 50 (3.58%) respondents limited a lot. Details below with ages.

Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff

Age Range	No	Prefer not to say	Yes, limited a little	Yes, limited a lot	Grand Total
Under 18	11		1		12
18-30	50	3	11	4	68
31-40	294	23	21	4	342
41-50	224	15	25	6	270
51-60	176	10	21	7	214
61-70	192	16	29	13	250
71-80	95	1	31	6	133
81+	8	2	8	5	23
Prefer not to say	17	42	4	2	65
(blank)	13		4	3	20
Grand Total	1080	112	155	50	1397
	77.31%	8.02%	11.10%	3.58%	

There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

Yes, limited a little	26	12%
Yes, limited a lot	19	1%

For residents with a disability who cannot travel to a library, but still want to borrow books, there is a Home Library Service which delivers books to their homes, which would be an effective mitigation.

Option 1: closure of give library would have a disproportionate impact on local residents with a disability, who have taken part in activities and volunteered in the five local libraries. Residents from Bradmore Green Library pointed out the library closure would decrease the number of disabled toilets available in the area. Option 4: Outsource to a social enterprise would keep the libraries and opportunities accessible and mitigate the impact on those residents with disability.

Gender

If the libraries were outsourced to a social enterprise, the

All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):

- 187,875 (48.6%) are Male
- 198,835 (51.4%) are Female

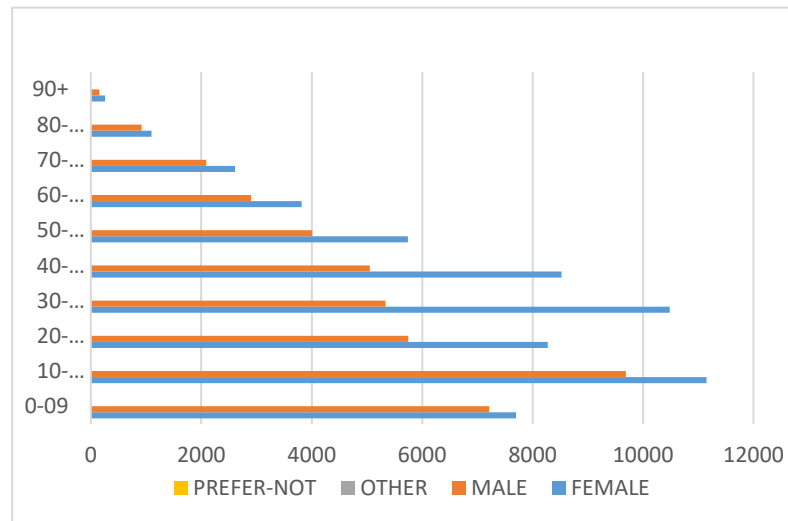
Library Membership Data

savings would be made, there would be no library closures, no staff reductions, and minimal changes to services.

Library Database:

Out of 104,249 library members, there is information about gender for 102,793 illustrated below: 59,666 (58%) Female and 43,112 (42%) Male and 3 Other:

Age Range	FEMALE	MALE	OTHER	PREFER-NOT	Total
0-09	7702	7216		8	14926
10-19	11150	9689			20839
20-29	8276	5749	1		14026
30-39	10482	5335	1	2	15820
40-49	8526	5054		1	13581
50-59	5740	4009	1		9750
60-69	3816	2901		1	6718
70-79	2613	2088			4701
80-89	1101	917			2018
90+	260	154			414
Total	59666	43112	3	12	102793

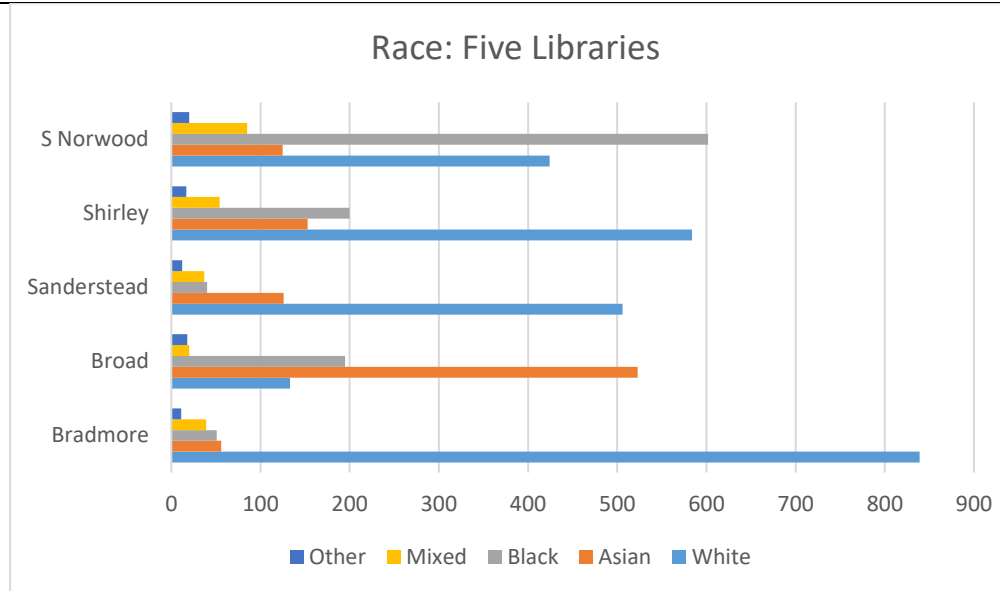


Libraries Consultation Survey:

February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff

		<p>Of 2,510 respondents, 1,397 (56%) provided information on gender, and there were a disproportionate number of women respondents as against library members for all age groups; and 51 (3.65%) did not indicate a gender.</p> <table border="1" data-bbox="562 236 1581 347"> <thead> <tr> <th>Gender Comparison</th> <th>Female</th> <th>Male</th> </tr> </thead> <tbody> <tr> <td>Library Survey (Library members)</td> <td>987 (70.65%)</td> <td>365 (25.48%)</td> </tr> <tr> <td>Library Membership</td> <td>59,666 (58%)</td> <td>43,112 (42%)</td> </tr> </tbody> </table> <p>Reviewing the survey responses, many of the female respondents said they looked after children, took them to rhymetimes and other activities, and fit library activities in around the school run. Older women tended to take part in reading groups, craft activities, coffee mornings and knit & knatter. However, although more women attend library activities, and more responded to the survey, a significant number of male respondents visit the library and take part in these activities as well.</p> <p>Of the 213 (12.21%) respondents who told us they had no other options for travelling to an alternative library, and provided information on gender, 94 were female and 41 were men. Over half the women were between ages 31 and 50. Survey responses suggest that Option 1: Close five libraries would have a disproportionate impact on older women and women with children, outlined in detail under “Age” and “Maternity” characteristics, but option 4: Outsource libraries to a social enterprise, would mitigate this by keeping all library buildings open for services and activities, and maintaining the level of staff required</p>	Gender Comparison	Female	Male	Library Survey (Library members)	987 (70.65%)	365 (25.48%)	Library Membership	59,666 (58%)	43,112 (42%)	
Gender Comparison	Female	Male										
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Gender Reassignment	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries’ service plan to provide activities and resources that are inclusive of gender identity. In addition to providing books specific to the transgender community, the annual Cultural Calendar for Croydon Libraries always includes Transgender Day of Remembrance in November, LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the transgender community who provided feedback, because no respondent indicated gender reassignment, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If libraries were outsourced to a social enterprise, there would not be a reduction in books, information displays, and inclusive space and activities to raise awareness of issues for the transgender community.</p>	Review as part of Phase 2									
Marriage or Civil Partnership	Savings	The Library service does not collect information regarding marriage and civil partnership because it is not required for the service and would exceed GDPR limits for collecting data.	Review as part of Phase 2									

		Consideration of the characteristic of marriage and civil partnerships need only be in respect of eliminating unlawful discrimination. In this regard, the proposed implementation plan would not in any way exclude individuals who are legally married or in a civil partnership. Therefore, this characteristic should not be disproportionately affected under any of the proposals.																																																																									
Religion or belief	Savings	<p>Libraries nationally are inclusive, and encourage visitors and partners who operate in libraries to welcome residents of all faiths. It is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all religious communities and to celebrate a diverse range of religious holidays throughout the year.</p> <p>If libraries were outsourced to a social enterprise, there would not be a reduction in books, information displays, and inclusive space and celebrations to highlight the diverse range of faiths in Croydon.</p>	Review as part of phase 2																																																																								
Race	If the libraries were outsourced to a social enterprise, the savings would be made, there would be no library closures, no staff reductions, and minimal changes to services.	<p>The Croydon Borough Profile "population continues to grow from long-term international migration and 17.1% of the population is made up of non-UK born residents according to ONS 2018 estimates".</p> <p>Library Management System Of the 104,249 library members, only 36,455 (35%) library members provided information on ethnicity. See below a breakdown of library membership by ethnicity for each of the libraries proposed to close. Please note that many library users who visit and take part in activities are not registered on the system.</p> <table border="1"> <thead> <tr> <th>Race</th> <th>All Libraries</th> <th>Bradmore Green</th> <th>Broad Green</th> <th>Sanderstead</th> <th>Shirley</th> <th>S Norwood</th> <th>Total 5 Libraries</th> <th>% of All Libraries</th> </tr> </thead> <tbody> <tr> <td>White</td> <td>13581</td> <td>839</td> <td>133</td> <td>506</td> <td>584</td> <td>424</td> <td>2486</td> <td>18.30%</td> </tr> <tr> <td>Asian</td> <td>5756</td> <td>56</td> <td>523</td> <td>126</td> <td>153</td> <td>125</td> <td>983</td> <td>17.08%</td> </tr> <tr> <td>Black</td> <td>8149</td> <td>51</td> <td>195</td> <td>40</td> <td>200</td> <td>602</td> <td>1088</td> <td>13.35%</td> </tr> <tr> <td>Mixed</td> <td>1404</td> <td>39</td> <td>20</td> <td>37</td> <td>54</td> <td>85</td> <td>235</td> <td>16.74%</td> </tr> <tr> <td>Other</td> <td>1065</td> <td>11</td> <td>18</td> <td>12</td> <td>17</td> <td>20</td> <td>78</td> <td>7.32%</td> </tr> <tr> <td>Prefer Not</td> <td>6500</td> <td>32</td> <td>64</td> <td>74</td> <td>117</td> <td>602</td> <td>889</td> <td>13.68%</td> </tr> <tr> <td>Total</td> <td>36455</td> <td>1028</td> <td>953</td> <td>795</td> <td>1125</td> <td>1858</td> <td>5759</td> <td>15.80%</td> </tr> </tbody> </table>	Race	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	S Norwood	Total 5 Libraries	% of All Libraries	White	13581	839	133	506	584	424	2486	18.30%	Asian	5756	56	523	126	153	125	983	17.08%	Black	8149	51	195	40	200	602	1088	13.35%	Mixed	1404	39	20	37	54	85	235	16.74%	Other	1065	11	18	12	17	20	78	7.32%	Prefer Not	6500	32	64	74	117	602	889	13.68%	Total	36455	1028	953	795	1125	1858	5759	15.80%	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
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Libraries Consultation:

During the Libraries Consultation there were multiple invitations sent out to all the major organisations representing ethnic groups, once at the beginning, again at the midterm, and as a follow up reminder. Of the 2,510 respondents, just over 50% provided ethnicity details, and 9.59% of those did not prefer to say. See the table below which compares the percentage of respondents:

Response from 1408 respondents	Number of Respondents	Percentage of Respondents
White	987	70.10%
Asian	117	8.31%
Black	80	5.68%
Mixed	74	5.26%
Other	15	1.06%
Prefer not to say	135	9.59%

		<p>Survey respondents expressed concern that the absence of a library or a change to library services in areas with more diverse ethnic populations could worsen existing deprivation in those communities. Staff in all libraries provided feedback on residents who attended activities in libraries, and reported an increasingly diverse group attending rhymetimes, who benefitted from the opportunity to meet, socialize and feel more part of the local community, especially those new to the UK for whom English was a second language.</p> <p>Broad Green: The Asian community use this local library for regular language classes, IT support and social or health activities, and to access books in other languages. The rhymetime sessions are diverse with 45% Asian, 20% Black and 35% white local families. Some activities could not be replicated, such as Homework club after school: 126 homework sessions per annum with 534 attending over the year, 60% under the age of 9, several with disabilities. Approximately 60% are Asian and 30% Black and many have English as a second language. Many do not have internet access or printing at home and could not travel to Thornton Heath or Central library.</p> <p>South Norwood: There is a large ethnic population and areas of deprivation, and there was much feedback regarding this through survey and webinar feedback, who said that closing the libraries or reducing services would have a disproportionate impact particularly on young people from the black community who would not have access to computers at home or study space after school. Rhymetimes are attended by a diverse range of nationalities and ethnicities, including Black, Asian and White families and include African, Caribbean, Polish, Spanish, Greek, Chinese and Italian parents.</p> <p>Option 4: Outsource to a social enterprise would mitigate this negative impact by keeping the libraries open and staffed for services and activities.</p>	
Sexual Orientation	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all LGBTQ communities. In addition to providing books specific to the LGBTQ community, the annual Cultural Calendar for Croydon Libraries always LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the LGBTQ community who provided feedback, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If libraries were outsourced to a social enterprise, there would not be a reduction in books, information displays, and inclusive space and activities to raise awareness of issues for the LGBTQ community.</p>	Review as part of Phase 2

Pregnancy or Maternity	If the libraries were outsourced to a social enterprise, the savings would be made, there would be no library closures, no staff reductions, and minimal changes to services.	<p>All Croydon Libraries provide books and information on pregnancy health and child development and nutrition, to support residents in this category. There are also regular free activities led by library staff for mothers and fathers with babies and toddlers, such as Baby Bounce and Rhymetime, activities which have a positive impact: new parents benefit from as they build social networks and get support from other parents; babies and toddlers are introduced to singing, their first books, and parents say it's an opportunity for all to bond and socialize.</p> <p>In 2019/20 the five libraries proposed to close provided 32% of the under 5s regular activities and events, and there were 6,258 attendees, or 17% of all library attendance. South Norwood provided the most, with 222 events, 12% of all Under 5s activities with 2,915 participants, which was 8% of overall attendees across Croydon Libraries:</p> <table border="1" data-bbox="562 472 1451 858"> <thead> <tr> <th>Croydon Libraries: Events</th> <th>Under 5s Events</th> <th>% All Events</th> <th>Attendees at Events</th> <th>% All Attendees</th> </tr> </thead> <tbody> <tr> <td>ALL LIBRARIES</td> <td>1786</td> <td></td> <td>36,796</td> <td></td> </tr> <tr> <td>Bradmore Green</td> <td>93</td> <td>5%</td> <td>421</td> <td>1%</td> </tr> <tr> <td>Broad Green</td> <td>108</td> <td>6%</td> <td>1,145</td> <td>3%</td> </tr> <tr> <td>Sanderstead</td> <td>99</td> <td>6%</td> <td>1,369</td> <td>4%</td> </tr> <tr> <td>Shirley</td> <td>51</td> <td>3%</td> <td>408</td> <td>1%</td> </tr> <tr> <td>S Norwood</td> <td>222</td> <td>12%</td> <td>2,915</td> <td>8%</td> </tr> <tr> <td>Total (5)</td> <td>573</td> <td>32%</td> <td>6258</td> <td>17%</td> </tr> </tbody> </table> <p>Libraries Consultation: Survey and Webinar feedback identified the importance of local libraries to the wellbeing of mothers and babies, the value of the access to early years books, and the benefits of activities on child development and the wellbeing of parents. Above under Age and Gender, 83.20% of respondents told us they walked to their local library now, and if they had to travel to the next nearest, 12.21% (213), the majority women aged 31-50, said they would have no other options. In addition to the activities and resources on offer, there would also be a decrease in the number of local baby changing facilities in the area. Respondents expressed strongly that the proposals would disproportionately impact mothers and their babies & toddlers who would find it difficult to travel to other libraries because of cost, time, no parking, wish to stay local, choice (don't like larger libraries).</p> <p>Whereas option 1 closure of the five libraries would have a disproportionate impact on the mothers and babies in those local areas, Option 4: outsource libraries to a social enterprise mitigate this by keeping the libraries open for staffed services and activities</p>	Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees	ALL LIBRARIES	1786		36,796		Bradmore Green	93	5%	421	1%	Broad Green	108	6%	1,145	3%	Sanderstead	99	6%	1,369	4%	Shirley	51	3%	408	1%	S Norwood	222	12%	2,915	8%	Total (5)	573	32%	6258	17%	Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees																																							
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Total (5)	573	32%	6258	17%																																							

Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. **Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact**

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion
Feedback from individuals with protected characteristics who use affected libraries: what library services do they use; most valued services and/or activities; impact on them and on their community, opening hours, what would they like to see/what's missing? – Feedback on options	Libraries Consultation Phase 1 finished 14 March 2021	Phase 1 April 2021 Phase 2 consultation May to July 2021
To what extent is it reasonable to assume residents can travel 1.2-1.3 miles to use a larger library with more facilities	Libraries Consultation Phase 1 finished 14 March 2021	April 2021
Ideas for cost neutral alternatives to closing the libraries from local residents to benefit all local residents. All viable options will be considered for inclusion in options report which will comprise an equalities review and further consultation with residents	Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation	April 2021
Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation	Libraries Consultation Phase 2	July 2021
Feedback on options from the diverse range of Croydon's religious communities	Libraries Consultation Phase 2	July 2021

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 3 – Impact scores: These will be reviewed following Libraries Consultation on basis of that feedback

Column 1	Column 2	Column 3	Column 4
PROTECTED GROUP	LIKELIHOOD OF IMPACT SCORE	SEVERITY OF IMPACT SCORE	EQUALITY IMPACT SCORE
	Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. Equality impact score = likelihood of impact score x severity of impact score.
Age	1	3	3
Disability	1	3	3
Gender	1	2	2
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	1	3	3
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	1	3	2

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

- Advancing equality of opportunity between people who belong to protected groups
- Eliminating unlawful discrimination, harassment and victimisation
- Fostering good relations between people who belong to protected characteristic groups

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts. This will be reviewed following outcome of Libraries Consultation after 14 March 2021; and again after the decisions taken on options in Cabinet 17 May 2021 when planning Phase 2 consultation

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	Access to their existing local library services; travel to larger library Follow-up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a	Investigating individuals affected for each of the 5 libraries Outsourcing the libraries to a social enterprise would be a mitigation.	Joan Redding,	April 2021 May 2021

Equality Analysis

Page 297

	<p>disability which limited them to some degree, 47 limited a lot. 213 (9% overall) respondents told us they could not travel to their nearest alternative library. Of those, 13% had a disability. If they could not use their local library they would not be able to access the activities and volunteering opportunities. .</p>	<p>Home Library Service (books delivered to homes) is an option for residents with a disability who cannot travel to a library. We can investigate other possible activities in the area if this is an option chosen by Cabinet, otherwise this is a service reduction we cannot mitigate.</p>		
Race	<p>Possible disproportionate impact on closure of Broad Green Library under review Follow-up after survey: There would be a disproportionate impact on ethnic communities in Broad Green and South Norwood, without local alternatives. Respondents suggested closure of these libraries would worsen existing deprivation for these communities</p>	<p>Libraries Consultation and webinars; Outsourcing the libraries to a social enterprise would be a mitigation</p>	<p>Joan Redding, Liz Hollowood</p>	<p>April 2021 May 2021</p>
Sex (gender)	<p>Possible disproportionate impact on women who are larger group of active users Follow-up after survey: 71% of respondents were women; Of the respondents who said they could not travel to their nearest</p>	<p>Libraries consultation and webinars Outsourcing the libraries to a social enterprise would be a mitigation. See impact under Age and Maternity</p>	<p>Joan Redding,</p>	<p>April 2021 May 2021</p>

Equality Analysis

Page 298

	library, 94 were women (most aged 31 – 40) and 41 were men.	Phase 2 consultation – engage more men		
Gender reassignment	Follow-up after survey: not asked as part of survey; no feedback	Review as part of Libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including Trans Pals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding, Lucy Lawrence	April 2021 May 2021
Sexual orientation	Follow-up after survey: not asked as part of survey; no feedback	Will review as part of libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding	April 2021 May 2021
Age	Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors Follow-up after survey: If services were closed or reduced, there could be a disproportionate impact on the following age groups if the proposed closure took place: <ul style="list-style-type: none"> • Families with young children (time, logistics, cost) • Adults without digital access; jobless (cost, time) 	Libraries consultation and webinars Outsourcing the libraries to a social enterprise would be a mitigation.	Joan Redding	April 2021 May 2021

Equality Analysis

	<ul style="list-style-type: none"> Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury) School children after school and school visits (not reflected in data; in free text) 			
Religion or belief	<p>Possible impact Follow-up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff</p>	<p>As part of libraries consultation, contacted all temples, mosques, and churches. Phase 2 consultation – will contact same organisations again for feedback</p>	Joan Redding	<p>April 2021 May 2021</p>
Pregnancy or maternity	<p>Disproportionate impact on mothers and babies/toddlers Follow-up after survey: If services were closed or reduced, there could be disproportionate impact on families with young children because they would find it difficult to travel to alternative library (logistics, cost, time – school run)</p>	<p>As part of libraries consultation contacted nurseries and children’s centres. Outsourcing the libraries to a social enterprise would be a mitigation.</p>	Joan Redding	<p>April 2021 May 2021</p>
Marriage/civil partnership	<p>N/A Follow-up after survey: not asked as part of survey; no feedback</p>	<p>Will review as part of Libraries Consultation Phase 2 consultation – will ask for feedback</p>	Joan Redding,	<p>April 2021 May 2021</p>

Page 299

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter **X** in column 3 (**Conclusion**) alongside the relevant statement to show your conclusion.

Equality Analysis

Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.	X
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: Cabinet Date: 17 May 2021

Equality Analysis

7. Sign-Off

Officers that must approve this decision																		
Equalities Lead	Name: Yvonne Okiyo						Date: 06.05.2021											
	Position: Equalities Manager																	
Director	Name: Stephen Tate						Date: 07.05.2021											
	Position: Director for Growth, Employment and Regeneration																	

Table 1: Events & Activities (for five libraries proposed to close)

Events & Activities 2019-20	All Libraries			Bradmore Green			Broad Green			Sanderstead			Shirley			South Norwood		
	Events	Attendees	New joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners
Children and Young People (0 to 17)	3103	51611	2845	171	1010	0	351	2270	4	12	164	0	7	103	18	13	125	0
Adults (18 to 49)	1881	13183	811	20	255	0	111	656	6	28	207	0	169	1005	14	102	216	82
Older People (50+)	1094	5507	142	51	170	0	64	230	0	37	117	0	30	62	11	164	164	23
Family	183	3664	41	3	52	0	30	318	0	9	93	0	15	121	0	55	1083	18
Annual Total Events	6261	73965	3839	245	1487	0	556	3474	10	186	1941	13	323	2607	145	573	4735	240

Table 2: Disability summary for all libraries from Library Management System – represents 1% of all members

DISABILITY	Ashburton	Bradmore Green	Broad Green	Coulsdon	Croydon Central	Croydon Home Service	New Addington	Norbury	Purley	Sanderstead	Selsdon	Shirley	South Norwood	Thornton Heath	Total
Dexterity					1									1	2
Hearing	2	5	1	8	39		4	6		2	16	3	7	4	97

Equality Analysis

Learning Difficulty	4	7	4	7	52		16	10	2	2	7	4	9	15	139
Mental Health	1	1	1	2	57	1	3	5			2	4	1	1	79
Mobility	15	5		11	174	44	8	7	3	2	19	7	4	9	308
Multiple Disability				1	14		1				1		1		18
Visual	12	12	4	18	114	9	16	15	14	9	69	15	9	17	333
Other	4	2	1	8	52	12	8	8	3	2	15	5	11	9	140
Grand Total	38	32	11	55	503	66	56	51	22	17	129	38	42	56	1,116

Table 3: Ethnicity Summary of library members for all libraries (Library Management System)

RACE	Ashburton Library	Bradmore Green Library	Broad Green Library	Coulsdon Library	Croydon Central Library	Home Library Service	New Addington Library	Norbury Library	Purley Library	Sanderstead Library	Selsdon Library	Shirley Library	South Norwood Library	Thornton Heath Library	Grand Total
White British	520	793	83	1683	3362	70	758	255	613	431	1124	497	279	274	10742
White Irish	14	12	3	34	107	4	17	11	7	10	16	11	17	13	276
White Gypsy					1										1
White - Other	73	34	47	202	1286	5	93	152	101	65	133	76	128	167	2562
Asian Bangladeshi	13	1	13	14	99		3	22	8	5	8	13	15	16	230
Asian British	1			1	58				2	2	4	3		6	77
Asian Chinese	16	2	8	38	127		6	12	22	12	27	8	12	14	304
Asian Indian	91	17	225	149	1310	2	19	137	105	63	110	61	30	163	2482

Equality Analysis

Asian Other	59	28	215	102	773		39	117	74	26	58	45	36	97	1669
Asian Pakistani	49	8	62	63	363		27	167	43	18	33	23	32	106	994
Black African	128	15	105	134	1965		493	244	76	17	103	112	315	485	4192
Black British	1	1	1	5	129		1		4		4	10	3	37	196
Black Caribbean	101	16	63	75	1098	6	119	190	44	17	65	66	212	319	2391
Black Other	55	19	26	53	879		32	39	68	6	32	12	72	77	1370
Mixed Other	35	11	6	64	240	1	10	38	18	18	21	12	22	24	520
Mixed - White & Asian	6	13	2	41	73		2	12	16	9	12	11	11	1	209
Mixed - White & Black African	16	5	8	25	114		13	17	11	6	8	12	20	16	271
Mixed - White & Black Caribbean	21	10	4	43	165		25	28	14	4	18	19	32	21	404
Other - Arab				1	16									5	22
Other	8	11	18	32	631	1	146	33	29	12	40	17	20	45	1043
Prefer not to say	298	32	64	85	2697	3	304	291	192	74	177	117	602	1564	6500
Total	1505	1028	953	2844	15493	92	2107	1765	1447	795	1993	1125	1858	3450	36455

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Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	PLACE
Title of proposed change	PLA Sav Option 5 Reduction in Service Hours (1 Day) for 8 libraries and five community run libraries

Name of Officer carrying out Equality Analysis

Robert Hunt/Joan Redding

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

Option 5. Hybrid – Reduction in Service Hours (one day per week) to eight libraries and five community run libraries

Proposal to reduce opening hours at eight libraries by one day per week. However at Bradmore Green, Broad Green, Sanderstead, Shirley and South Norwood this would be a reduction to two staffed days per week, with community organisations occupying or sharing the buildings during the remainder of the week. The Council would retain responsibility for the building and community groups would hire the buildings to provide a community hub, with responsibility for covering a share of the building running costs. Croydon Libraries will continue to provide books and IT services, with staff presence at each site.

Savings would be achieved by a reduction in staffing levels by 10.2 FTE (16%), from 63.65 FTE to 53.54 FTE. This would achieve savings of £316,526/annum. In addition, further savings of £36,000 would be generated from a reduction in business rates and utilities by sharing the space with community organisations. In total, it is estimated that savings of £352,526 would be achieved. These savings would be expected to be delivered in-year, and would be managed by the Council providing more control over the delivery. By reducing opening hours there would be an overall reduction in weekly staffed operating hours of 222.5 hours, which is a 39% reduction. This would be mitigated by the introduction of additional unstaffed hours in neighbouring libraries, utilising Open + technology. This mitigation would introduce 94 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 23%.

The Libraries Consultation is in two parts, Phase 1 and Phase 2. Phase 1 sought feedback from residents when proposals were at the formative stage. A survey asked residents for feedback on what they valued about the library service, what impact closing or an alternative operating model, such as community managed provision at 5 local libraries would have on them and their community, and to suggest alternative options. When the survey closed on 14 March 2021 there were 2,510 respondents from the following Croydon libraries (some used more than one). Highlighted below are the libraries proposed a reduction to two staffed days per week, with community organisations occupying or sharing the buildings during the remainder of the week:

Response	Number of Respondents	Percentage of Respondents
Ashburton Library	332	15.43%
Bradmore Green Library	309	14.37%
Broad Green Library	152	7.07%
Central Library	1015	47.19%
Coulsdon Library	328	15.25%
New Addington Library	64	2.98%
Norbury Library	138	6.42%
Purley Library	310	14.41%
Shirley Library	377	17.53%

Sanderstead Library	467	21.71%
Selsdon Library	335	15.57%
South Norwood Library	414	19.25%
Thornton Heath Library	257	11.95%
Prefer not to say	9	0.42%
None of them	37	1.72%

From the feedback, we identified four options and two hybrid options:

- Option 1: Close five libraries
- Option 2: Reduce service hours by 21% across the borough
- Option 3: Five community run libraries
- Option 4: Outsource all libraries to a social enterprise or charitable organisation
- Option 5: Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries
- Option 6: Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

These options are being analysed and will be considered by Cabinet who will decide which options go back out to public consultation in Phase 2. We are completing an Equalities Impact Assessment for each option. We will consider evidence from a range of sources, namely: Croydon Observatory data, Library Management System Data, Libraries Consultation feedback, Library events data and Library staff feedback on events participation.

This is an Equalities Impact Assessment on Option 5: Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic.

Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact on proposal for reduction in service hours (one day per week) to eight libraries and five community run libraries: Bradmore Green, Broad Green, Shirley, Sanderstead, South Norwood Libraries

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence																																													
Age	<p>With a service reduction across all libraries, and with five libraries shared with community partners, estimated savings of £352,526 could be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction.</p>	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 22.2% (85,672) aged 0-15 • 64.1% (247,841) aged 16-64 • 13.8% (53,197) 65 and over <p>According to ONS mid-year estimates, Croydon has the 4th largest number of young people aged 0-17 years old in London. One in four of Croydon’s population is aged 0-17 years based on ONS MYE 2019. The number of looked after children in Croydon is the highest in London.</p> <p>Croydon Library membership: Croydon Libraries have 104,249 registered library members, which is 26.96% of the Croydon population. The majority of library members are Croydon residents, and those who are not residents all work or study in Croydon. Below is a summary broken down by age ranges.</p> <table border="1" data-bbox="562 949 1458 1431"> <thead> <tr> <th>Age Range</th> <th>Library Members+</th> <th>% of library members by age group</th> <th>Croydon Population*</th> <th>% of Croydon Population by age</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>15,140</td> <td>14.52%</td> <td>54,952</td> <td>14.21%</td> </tr> <tr> <td>10-19</td> <td>21,153</td> <td>20.29%</td> <td>47,985</td> <td>12.41%</td> </tr> <tr> <td>20-29</td> <td>14,216</td> <td>13.63%</td> <td>44,820</td> <td>11.59%</td> </tr> <tr> <td>30-39</td> <td>16,030</td> <td>15.37%</td> <td>59,423</td> <td>15.37%</td> </tr> <tr> <td>40-49</td> <td>13,752</td> <td>13.19%</td> <td>53,552</td> <td>13.85%</td> </tr> <tr> <td>50-60</td> <td>9,885</td> <td>9.48%</td> <td>53,052</td> <td>13.72%</td> </tr> <tr> <td>60-69</td> <td>6,815</td> <td>6.54%</td> <td>35,305</td> <td>9.13%</td> </tr> <tr> <td>70-79</td> <td>4,789</td> <td>4.59%</td> <td>22,819</td> <td>5.90%</td> </tr> </tbody> </table>	Age Range	Library Members+	% of library members by age group	Croydon Population*	% of Croydon Population by age	0-09	15,140	14.52%	54,952	14.21%	10-19	21,153	20.29%	47,985	12.41%	20-29	14,216	13.63%	44,820	11.59%	30-39	16,030	15.37%	59,423	15.37%	40-49	13,752	13.19%	53,552	13.85%	50-60	9,885	9.48%	53,052	13.72%	60-69	6,815	6.54%	35,305	9.13%	70-79	4,789	4.59%	22,819	5.90%	<p>Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff</p>
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80+	2,485	2.38%	14,802	3.83%
Total	104,265		386,710	

*Croydon Population by age Source: ONS, Mid Year Population Estimates, 2019, released June 2020.

<https://www.croydonobservatory.org/1-age/>

+Although it is more usual to provide an “Active borrowers” figure for library membership, representing users who have borrowed a book or used a computer in the last year, this is not possible after a year of COVID lockdown closures.

The library membership is in proportion with the age groups of overall population of Croydon. The highest percentage of registered members are primary school aged children and young people. They represent 20% of library membership, with 44% of all Croydon young people aged 10-19 having a library membership.

The objective of Option 5 reduction in service hours (one day per week) to eight libraries and five community run libraries, is to retain the library buildings and its services in the local community, with a minimal level of paid staffing to make the required savings. By targeting those libraries with lowest usage, the assumption is this would impact the least number of Croydon residents, as demonstrated in the table below.

Although this can be demonstrated to impact 15% of library members, it has a disproportionate impact on some age groups of library members, which would need to be mitigated with the community partner:

Age ranges	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total	All Library Members
0-09	459	610	579	418	923	2989	15140
10-19	367	974	488	837	1169	3835	21152
20-29	117	378	155	393	581	1624	14213
30-39	197	440	274	330	857	2098	16029
40-49	208	356	299	313	692	1868	13748
50-59	182	188	181	301	499	1351	9881
60-69	176	75	161	329	234	975	6815
70-79	201	26	197	311	126	861	4786
80-89	100	9	93	162	46	410	2056
90+	31	4	17	35	10	97	429
Total	2038	3060	2444	3429	5137	16108	104249

% All Members	1.95%	2.94%	2.34%	3.29%	4.93%	15.45%
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Data from Library Management System February 2021

As a percentage of all library members, these libraries serve over 20% of older adults who are library members, especially in Bradmore Green and Shirley, and almost 20% of children and young people, especially in Broad Green and South Norwood. The potential negative impact of a reduction in services to these age groups was reflected in the libraries consultation survey feedback. This number could be higher because not all library visitors will be included in these figures, because it is not a requirement to join the library to take part in activities, read the newspaper or browse the books.

Libraries Consultation Survey 14 January – 14 March 2021: Initial Libraries Consultation was undertaken 14 January – 14 March to reach all users, and also non users of Croydon Library services, particularly those directly affected by these proposals. There is also feedback from seven webinars. Only 1,418 (56%) respondents provided information about their age group:

Survey Response (1,418)	Number of Respondents	Percentage of Respondents
Under 18	15	1.06%
18-30	72	5.08%
31-40	346	24.40%
41-50	276	19.46%
51-60	215	15.16%
61-70	257	18.12%
71-80	139	9.80%
81+	27	1.90%
Prefer not to say	71	5.01%

Library Activities:

The Library service collects participation figures by age group for regular activities. From April 2019 – March 2020, there were 6,261 activities across all 13 Croydon libraries, with 73,965 participants of all ages, generating 3,839 new members over the year.

In that year, the five local libraries proposed for community management ran 30% of all Croydon's regular events and activities with approximately 15,000 attendees over the year. Below is a breakdown from the events data for libraries, broken down by age groups. (See Table 1 below for more details)

Events & Activities 2019/20	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total 5 libraries	% of all libraries
Children and Young People (0 to 17)	3,103	171	351	112	109	252	995	32.07%
Adults (18 to 49)	1,881	20	111	28	169	102	430	22.86%
Older People (50+)	1,094	51	64	37	30	164	346	31.63%
Family	183	3	30	9	15	55	112	61.20%
Annual Total Events	6,261	245	556	186	323	573	1,883	30.08%

From Library Events monthly: Please note these figures are lower than usual given COVID lockdown by Quarter 4

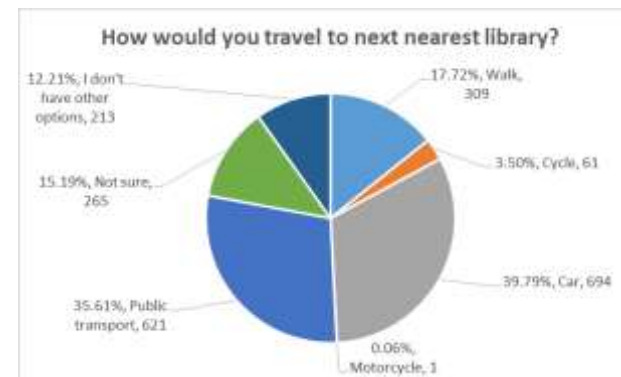
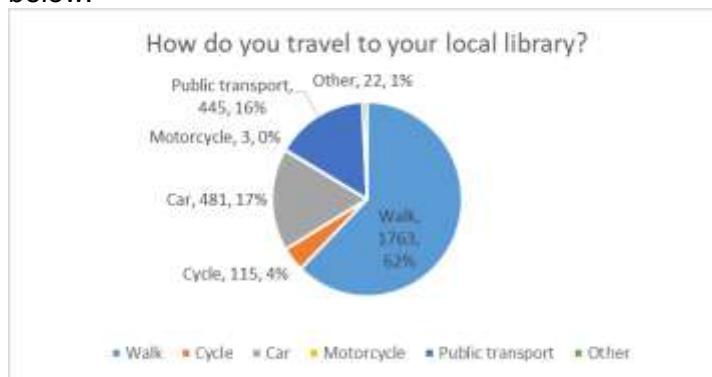
Activities by age group include:

- Babies/toddlers: weekly Rhymetimes (singing & playing, social for parents); Bookstart – earliest literacy support
- Toddlers/pre-school: weekly Storytimes, Bookstart, sessions with King's College Hospital promoting dental health
- Pre-school/Primary: Craft activities, Summer Reading Challenge, homework sessions, Lego Club, Code Club, Homework club, Chatterbooks reading groups, National Storytelling Week, World Book Day, Class visits, special author events
- Secondary: Study space, Work experience, Volunteering (Duke of Edinburgh, Summer Reading Challenge), Poetry (Instapoetry),
- Adults: free internet access & free WiFi, space for work and study, CV/employment support, business support, job clubs, volunteering
- Adults with learning difficulties/autism: Books Beyond Words reading group, Volunteering
- Adults/Older Adults: Reading Groups, Digital IT skill support, Craft clubs, Knit & Knatter, Coffee mornings, Talks, Volunteering, language (ESOL) classes, Ancestry, Information Sessions (Housing, Warmer Homes, Health topics)

Option 5 reduction in service hours (one day per week) to eight libraries and five community run libraries can be seen as a mitigation for Option 1: closure of five libraries. If the local libraries closed as in Option 1, there would be additional activities arranged at nearest larger library, however not all activities would transfer, and survey feedback was that events such as rhymetimes are already busy in hub libraries and would be oversubscribed or further limited by COVID social distancing. Also, respondents said there would be logistical difficulties continuing class visits from nearby schools; it would be more difficult to offer volunteering and work experience opportunities to local young people (Duke of Edinburgh & work

experience). Existing volunteers who are older or disabled told us they would not be able to travel to the next nearest library. Established reading groups, craft groups, Knit & Knatter groups would have to find another local venue.

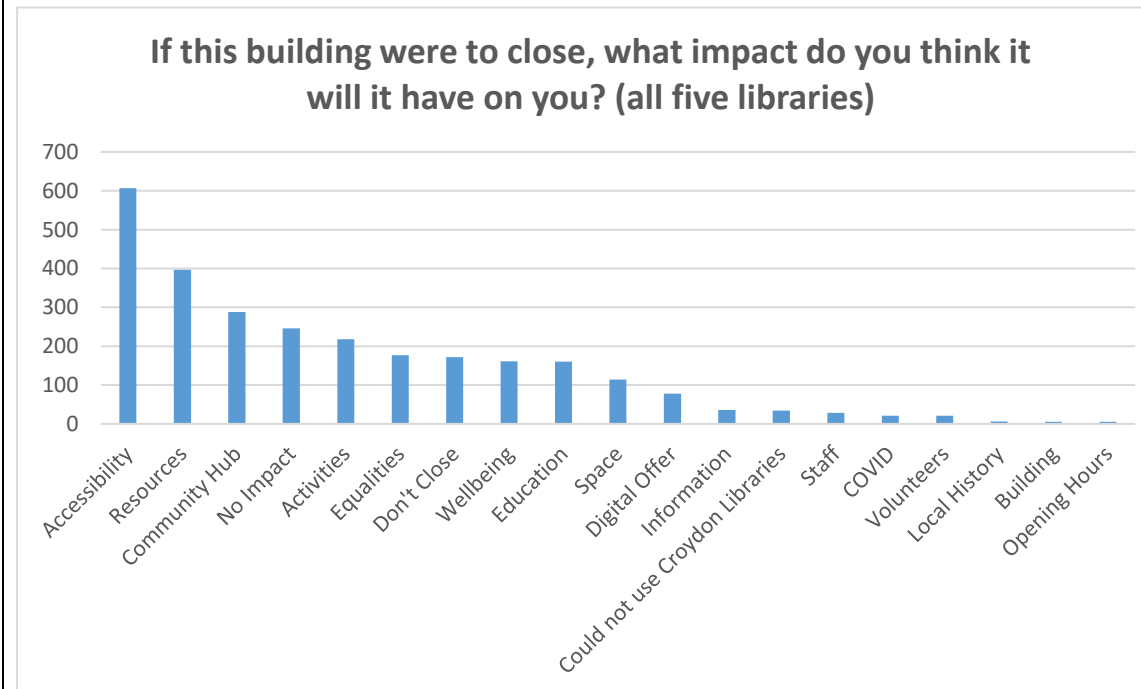
The feedback from the libraries consultation and webinars, as well as staff feedback on events participation, have identified that many users would not be able to travel to another location, illustrated below.



Breakdown of the 213 who replied "I don't have other options"

Age Range	Female	Male	Other	Prefer not to say	(blank)	Total
Under 18		3				3
18-30	3	2				5
31-40	40	8				48
41-50	19	7				26
51-60	10	7				17
61-70	9	5			1	15
71-80	6	4				10
81+	5	2				7
Prefer not to say	2	3	1	6		12
(blank)					70	70
Total	94	41	1	6	71	213

Of the 213 respondents who told us they had no other options, the largest single group were women between 31-40, and based on the subsequent comments, it is likely most are mothers with children who participate in rhymetimes. Feedback from users of all the libraries regarding reasons they could not travel to another library, included additional cost, inadequate public transport (2 buses), insufficient or costly parking, no time for additional journey especially time constraints around the school run, logistics of travel with young children on public transport, fear of travel because of personal mobility, fear of crime on transport and in alternative communities. Other objections were pollution from additional car journeys, preference for local library, did not like noisy or busy alternative library. "Accessibility" of libraries as a negative impact of the proposals was mentioned more than any other as illustrated below:



If the five local library buildings were shared with a community partner and run as a community hub with self-service access to library books when unstaffed, and free internet and Wi-Fi provided with support from the community partner, these services could remain in situ, providing access to books and digital services, with regular activities still on offer from the partner organization, and some attendance from library staff to manage stock and provide some activities. There are local community partners who have come forward with the aim of sustaining both the community and library activities in these areas.

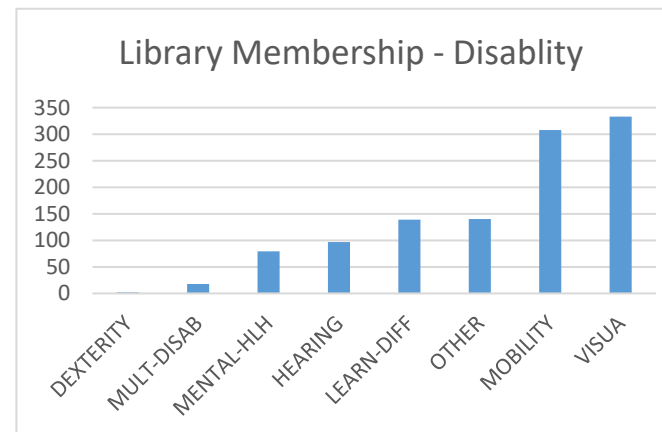
		<p>As mentioned above, the reduction in service hours at the other eight libraries would be mitigated in at least five libraries by the introduction of additional unstaffed hours, utilising Open+ technology. This mitigation would introduce 94 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 23%. The hours of opening will be arranged so that at least one library is open everyday except Sunday in North, Central and South areas. There would be a review on what was needed locally to reschedule regular activities, and to reduce the impact on local residents, particularly on young people who need study space and on adults without digital access seeking jobs.</p> <p>To summarise:</p> <p>Changes to Croydon library services have a potential impact on at least one in four of all Croydon residents of all ages (26%). For option 5 reduction in service hours (one day per week) to eight libraries and five community run libraries, there is a potential impact on the at least 74,122 residents of the five wards where the libraries are proposed to become shared or community managed, and the 16,108 (22%) of ward residents who are library members are very likely to be affected. It is likely that more local residents visit the library to attend activities without membership. It is noted that the local libraries provided 30% of all regular activities for all ages pre-COVID. More importantly, these five libraries serve 20% of all the older adults who are library members (70+), especially in Old Coulsdon and Shirley, and almost 20% of children and young people who are library members, especially in Broad Green and South Norwood.</p> <p>This option seeks to minimise the impact of service reduction by sharing the reduction across all Croydon libraries, and by reducing service hours at the five smallest libraries, sharing the building or moving to community management and self-service access, rather than close them, These five libraries represent 15% of the overall use, and for all five libraries</p> <p>Respondents to survey, participants at the webinars, and local staff have expressed concern that the Option 1 proposed closures would have a disproportionate impact on those who could not travel to the alternative libraries. Option 5 keeps those library buildings open and is proposed to provide access to services and activities, still working with library staff on service delivery, so unlike option 1, as long as this community model can be put in place, this does not have a disproportionate impact on any age group.</p>	
Disability	With a service reduction across all libraries, and with five libraries shared with	<p>Information about Disability in Croydon (Croydon Observatory):</p> <p>Statistics on Croydon residents with disability is from 2011 (Census 2011) which says that day-to-day activities are limited a little for 7.9% of residents, and limited a lot for 6.7% of residents.</p>	Library Membership Data February 2021;

community partners, estimated savings of £352,526 could be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction. Positive impact on those with disability who could only access their local library.

Library Database:

Out of 104,249 library members, only 30% completed information about disability and 29% declared no disability. Of the 1% (1116) who said they had a disability, breakdown is below with largest group Visual impairment 30% and mobility (27.6%):

Disability	Responde nts	Perce ntage
Dexterity	2	0.2%
Hearing	97	8.7%
Learning Difficulty	139	12.5%
Mental Health	79	7.1%
Mobility	308	27.6%
Multi-disability	18	1.6%
Visual	333	29.8%
OTHER	140	12.5%
Grand Total	1116	



Proposal:

12.5% (140) of library members known to have a disability are members of the libraries proposed to transfer to a shared or community managed model (see Table below).

Volunteering: there are local disabled volunteers at most of the five libraries, supporting Summer Reading Challenge, coffee mornings, reading groups. They have said they could not travel elsewhere and a shared library/community managed library is likely to enable them to continue volunteering.

Books Beyond Words: reading group for adults with learning disability or autism who attend in small groups with their carers and read specialized picture books. Sessions include drawing or colouring and sometimes drama in response to the stories. There are storybooks as well as books with topics such as visiting the doctor. Travel to sessions requires parking and easy access which means the group meeting at Bradmore Green could not move to Coulsdon or Purley. Again this group could continue with Option 5

Libraries Consultation Survey:

Of 1397 respondents who completed the disability information, 14.68% said their disability limited them in some way, with 50 (3.58%) respondents limited a lot. Details below with ages.

Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff

Age Range	No	Prefer not to say	Yes, limited a little	Yes, limited a lot	Grand Total
Under 18	11		1		12
18-30	50	3	11	4	68
31-40	294	23	21	4	342
41-50	224	15	25	6	270
51-60	176	10	21	7	214
61-70	192	16	29	13	250
71-80	95	1	31	6	133
81+	8	2	8	5	23
Prefer not to say	17	42	4	2	65
(blank)	13		4	3	20
Grand Total	1080	112	155	50	1397
	77.31%	8.02%	11.10%	3.58%	

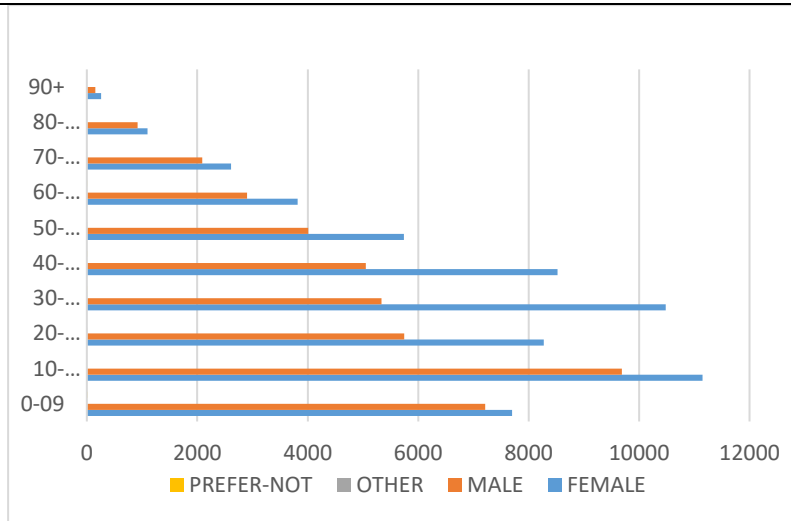
There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

Yes, limited a little	26	12%
Yes, limited a lot	19	1%

For residents with a disability who cannot travel to a library, but still want to borrow books, there is a Home Library Service which delivers books to their homes, which would be an effective mitigation.

Option 1: Closure of five libraries would have a disproportionate impact on local residents with a disability, who have taken part in activities and volunteered in the five local libraries. Residents from Bradmore Green Library pointed out the library closure would decrease the number of disabled toilets available in the area. *Option 5 reduction in service hours (one day per week) to eight libraries and five community libraries* would keep those libraries open and the opportunities accessible, and mitigate the impact on those residents with disability, possibly adding new activities and opportunities.

Gender	With a service reduction across all libraries, and with five libraries shared with community partners, estimated savings of £352,526 could be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction.	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 187,875 (48.6%) are Male • 198,835 (51.4%) are Female <p>Library Database: Out of 104,249 library members, there is information about gender for 102,793 illustrated below: 59,666 (58%) Female and 43,112 (42%) Male and 3 Other:</p> <table border="1" data-bbox="562 379 1384 898"> <thead> <tr> <th>Age Range</th> <th>FEMALE</th> <th>MALE</th> <th>OTHER</th> <th>PREFER-NOT</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>7702</td> <td>7216</td> <td></td> <td>8</td> <td>14926</td> </tr> <tr> <td>10-19</td> <td>11150</td> <td>9689</td> <td></td> <td></td> <td>20839</td> </tr> <tr> <td>20-29</td> <td>8276</td> <td>5749</td> <td>1</td> <td></td> <td>14026</td> </tr> <tr> <td>30-39</td> <td>10482</td> <td>5335</td> <td>1</td> <td>2</td> <td>15820</td> </tr> <tr> <td>40-49</td> <td>8526</td> <td>5054</td> <td></td> <td>1</td> <td>13581</td> </tr> <tr> <td>50-59</td> <td>5740</td> <td>4009</td> <td>1</td> <td></td> <td>9750</td> </tr> <tr> <td>60-69</td> <td>3816</td> <td>2901</td> <td></td> <td>1</td> <td>6718</td> </tr> <tr> <td>70-79</td> <td>2613</td> <td>2088</td> <td></td> <td></td> <td>4701</td> </tr> <tr> <td>80-89</td> <td>1101</td> <td>917</td> <td></td> <td></td> <td>2018</td> </tr> <tr> <td>90+</td> <td>260</td> <td>154</td> <td></td> <td></td> <td>414</td> </tr> <tr> <td>Total</td> <td>59666</td> <td>43112</td> <td>3</td> <td>12</td> <td>102793</td> </tr> </tbody> </table>	Age Range	FEMALE	MALE	OTHER	PREFER-NOT	Total	0-09	7702	7216		8	14926	10-19	11150	9689			20839	20-29	8276	5749	1		14026	30-39	10482	5335	1	2	15820	40-49	8526	5054		1	13581	50-59	5740	4009	1		9750	60-69	3816	2901		1	6718	70-79	2613	2088			4701	80-89	1101	917			2018	90+	260	154			414	Total	59666	43112	3	12	102793	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
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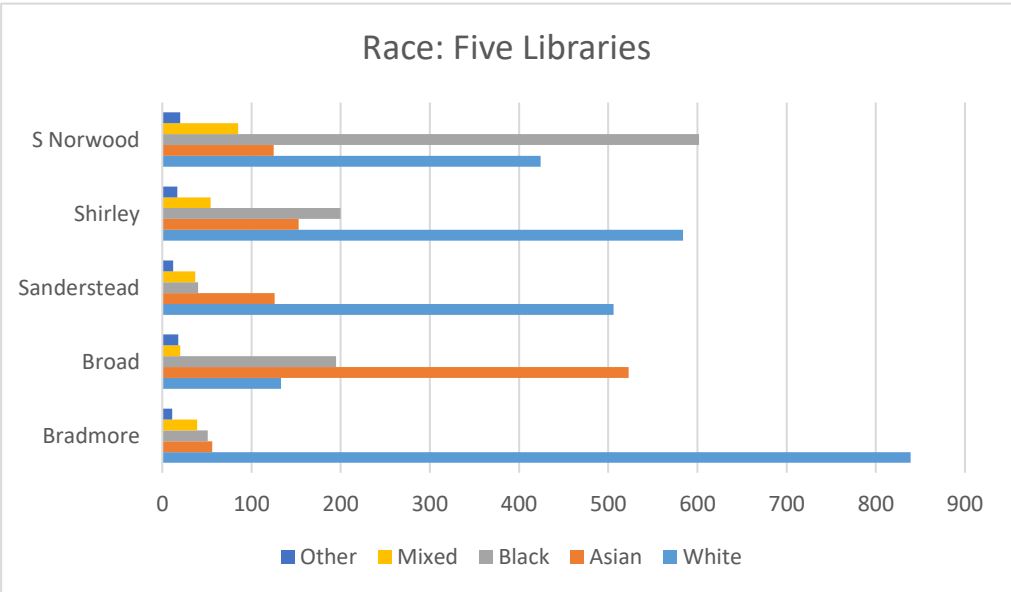
Of 2,510 respondents, 1,397 (56%) provided information on gender, and there were a disproportionate number of women respondents as against library members for all age groups; and 51 (3.65%) did not indicate a gender.

Gender Comparison	Female	Male
Library Survey (Library members)	987 (70.65%)	365 (25.48%)
Library Membership	59,666 (58%)	43,112 (42%)

Reviewing the survey responses, many of the female respondents said they looked after children, took them to rhymetimes and other activities, and fit library activities in around the school run. Older women tended to take part in reading groups, craft activities, coffee mornings and knit & knatter. However, although more women attend library activities, and more responded to the survey, a significant number of male respondents visit the library and take part in these activities as well.

Of the 213 (12.21%) respondents who told us they had no other options for travelling to an alternative library, and provided information on gender, 94 were female and 41 were men. Over half the women were between ages 31 and 50. Survey responses suggest that Option 1: Close five libraries had a disproportionate impact on older women and women with children, outlined in detail under “Age” and “Maternity” characteristics, but *Option 5 reduction in service hours (one day per week) to eight libraries*

		<i>and five community libraries</i> would mitigate this by keeping the libraries open for service and activities, with support from the library service	
Gender Reassignment	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of gender identity. In addition to providing books specific to the transgender community, the annual Cultural Calendar for Croydon Libraries always includes Transgender Day of Remembrance in November, LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the transgender community who provided feedback, because no respondent indicated gender reassignment, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If five libraries became shared or community managed libraries, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and activities to raise awareness of issues for the transgender community.</p>	Review as part of Phase 2
Marriage or Civil Partnership	Savings	<p>The Library service does not collect information regarding marriage and civil partnership because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>Consideration of the characteristic of marriage and civil partnerships need only be in respect of eliminating unlawful discrimination. In this regard, the proposed implementation plan would not in any way exclude individuals who are legally married or in a civil partnership. Therefore, this characteristic should not be disproportionately affected under any of the proposals.</p>	Review as part of Phase 2
Religion or belief	Savings	<p>Libraries nationally are inclusive, and encourage visitors and partners who operate in libraries to welcome residents of all faiths. It is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all religious communities and to celebrate a diverse range of religious holidays throughout the year.</p> <p>If all five libraries become share/community managed, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and celebrations to highlight the diverse range of faiths in Croydon.</p>	Review as part of phase 2

<p>Race</p>	<p>With a service reduction across all libraries, and with five libraries shared with community partners, estimated savings of £352,526 could be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction.</p>	<p>The Croydon Borough Profile “population continues to grow from long-term international migration and 17.1% of the population is made up of non-UK born residents according to ONS 2018 estimates”.</p> <p>Library Management System Of the 104,249 library members, only 36,455 (35%) library members provided information on ethnicity. See below a breakdown of library membership by race for each of the libraries proposed to close. Please note that many library users who visit and take part in activities are not registered on the system.</p> <table border="1" data-bbox="562 373 1850 772"> <thead> <tr> <th>Race</th> <th>All Libraries</th> <th>Bradmore Green</th> <th>Broad Green</th> <th>Sanderstead</th> <th>Shirley</th> <th>S Norwood</th> <th>Total 5 Libraries</th> <th>% of All Libraries</th> </tr> </thead> <tbody> <tr> <td>White</td> <td>13581</td> <td>839</td> <td>133</td> <td>506</td> <td>584</td> <td>424</td> <td>2486</td> <td>18.30%</td> </tr> <tr> <td>Asian</td> <td>5756</td> <td>56</td> <td>523</td> <td>126</td> <td>153</td> <td>125</td> <td>983</td> <td>17.08%</td> </tr> <tr> <td>Black</td> <td>8149</td> <td>51</td> <td>195</td> <td>40</td> <td>200</td> <td>602</td> <td>1088</td> <td>13.35%</td> </tr> <tr> <td>Mixed</td> <td>1404</td> <td>39</td> <td>20</td> <td>37</td> <td>54</td> <td>85</td> <td>235</td> <td>16.74%</td> </tr> <tr> <td>Other</td> <td>1065</td> <td>11</td> <td>18</td> <td>12</td> <td>17</td> <td>20</td> <td>78</td> <td>7.32%</td> </tr> <tr> <td>Prefer Not</td> <td>6500</td> <td>32</td> <td>64</td> <td>74</td> <td>117</td> <td>602</td> <td>889</td> <td>13.68%</td> </tr> <tr> <td>Total</td> <td>36455</td> <td>1028</td> <td>953</td> <td>795</td> <td>1125</td> <td>1858</td> <td>5759</td> <td>15.80%</td> </tr> </tbody> </table> <p style="text-align: center;">Race: Five Libraries</p> 	Race	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	S Norwood	Total 5 Libraries	% of All Libraries	White	13581	839	133	506	584	424	2486	18.30%	Asian	5756	56	523	126	153	125	983	17.08%	Black	8149	51	195	40	200	602	1088	13.35%	Mixed	1404	39	20	37	54	85	235	16.74%	Other	1065	11	18	12	17	20	78	7.32%	Prefer Not	6500	32	64	74	117	602	889	13.68%	Total	36455	1028	953	795	1125	1858	5759	15.80%	<p>Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff</p>
Race	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	S Norwood	Total 5 Libraries	% of All Libraries																																																																			
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Libraries Consultation:

During the Libraries Consultation there were multiple invitations sent out to all the major organisations representing ethnic groups, once at the beginning, again at the midterm, and as a follow up reminder. Of the 2,510 respondents, just over 50% provided ethnicity details, and 9.59% of those did not prefer to say. See the table below which compares the percentage of respondents:

Response from 1408 respondents	Number of Respondents	Percentage of Respondents
White	987	70.10%
Asian	117	8.31%
Black	80	5.68%
Mixed	74	5.26%
Other	15	1.06%
Prefer not to say	135	9.59%

Survey respondents expressed concern that the absence of a library or a change to the library services in areas with more diverse ethnic populations could worsen existing deprivation in those communities. Staff in all libraries provided feedback on residents who attended activities in libraries, and reported an increasingly diverse group attending rhymetimes, who benefitted from the opportunity to meet, socialize and feel more part of the local community, especially those new to the UK for whom English was a second language.

Broad Green: The Asian community use this local library for regular language classes, IT support and social or health activities, and to access books in other languages. The rhymetime sessions are diverse with 45% Asian, 20% Black and 35% white local families. Some activities could not be replicated, such as Homework club after school: 126 homework sessions per annum with 534 attending over the year, 60% under the age of 9, several with disabilities. Approximately 60% are Asian and 30% Black and many have English as a second language. Many do not have internet access or printing at home and could not travel to Thornton Heath or Central library.

		<p>South Norwood: There is a large ethnic population and areas of deprivation, and there was much feedback regarding this through survey and webinar feedback, who said that closing the libraries or reducing services would have a disproportionate impact particularly on young people from the black community who would not have access to computers at home or study space after school. Rhymetimes are attended by a diverse range of nationalities and ethnicities, including black, Asian and white families and include African, Caribbean, Polish, Spanish, Greek, Chinese and Italian parents.</p> <p><i>Option 5 reduction in service hours (one day per week) to eight libraries and five community libraries would mitigate this negative impact by keeping the libraries open for service and activities, with support from the library service, and potentially adding additional value with tailored local activities based on the needs of the community.</i></p>	
Sexual Orientation	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all LGBTQ communities. In addition to providing books specific to the LGBTQ community, the annual Cultural Calendar for Croydon Libraries always LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the LGBTQ community who provided feedback, so Croydon Libraries will test this assumption in the follow up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If all five libraries become shared or community managed, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and activities to raise awareness of issues for the LGBTQ community.</p>	Review as part of Phase 2
Pregnancy or Maternity	With a service reduction across all libraries, and with five libraries shared with community partners, estimated savings of	<p>All Croydon Libraries provide books and information on pregnancy health and child development and nutrition, to support residents in this category. There are also regular free activities led by library staff for mothers and fathers with babies and toddlers, such as Baby Bounce and Rhymetime, activities which have a positive impact: new parents benefit from as they build social networks and get support from other parents; babies and toddlers are introduced to singing, their first books, and parents say it's an opportunity for all to bond and socialize.</p> <p>In 2019/20 the five libraries proposed to close provided 32% of the under 5s regular activities and events, and there were 6,258 attendees, or 17% of all library attendance. South Norwood provided the most, with</p>	Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries

£352,526 could be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction.

222 events, 12% of all Under 5s activities with 2,915 participants, which was 8% of overall attendees across Croydon Libraries:

Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees
ALL LIBRARIES	1786		36,796	
Bradmore Green	93	5%	421	1%
Broad Green	108	6%	1,145	3%
Sanderstead	99	6%	1,369	4%
Shirley	51	3%	408	1%
S Norwood	222	12%	2,915	8%
Total (5)	573	32%	6258	17%

Libraries Consultation:

Survey and Webinar feedback identified the importance of local libraries to the wellbeing of mothers and babies, the value of the access to early years books, and the benefits of activities on child development and the wellbeing of parents. Above under Age and Gender, 83.20% of respondents told us they walked to their local library now, and if they had to travel to the next nearest, 12.21% (213), the majority women aged 31-50, said they would have no other options. In addition to the activities and resources on offer, there would also be a decrease in the number of local baby changing facilities in the area. Respondents expressed strongly that the proposals would disproportionately impact mothers and their babies & toddlers who would find it difficult to travel to other libraries because of cost, time, no parking, wish to stay local, choice (don't like larger libraries).

Whereas option 1 closure of five libraries would have a disproportionate impact on the mothers and babies in those local areas *Option 5 reduction in service hours (one day per week) to eight libraries and five community libraries* would mitigate this negative impact by keeping the libraries open for service and activities, with support from the library service and community partners, and potentially adding additional value with tailored local activities based on the needs of the community.

from library staff

Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. **Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact**

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion
Feedback from individuals with protected characteristics who use affected libraries: what library services do they use; most valued services and/or activities; impact on them and on their community, opening hours, what would they like to see/what's missing? – Feedback on options	Libraries Consultation Phase 1 finished 14 March 2021	Phase 1 April 2021 Phase 2 consultation May to July 2021
To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities	Libraries Consultation Phase 1 finished 14 March 2021	April 2021
Ideas for cost neutral alternatives to closing the libraries from local residents to benefit all local residents. All viable options will be considered for inclusion in options report which will comprise an equalities review and further consultation with residents	Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation	April 2021
Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation	Libraries Consultation Phase 2	July 2021
Feedback on options from the diverse range of Croydon's religious communities	Libraries Consultation Phase 2	July 2021

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)

3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example
 - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 3 – Impact scores: These will be reviewed following Libraries Consultation on basis of that feedback

Column 1	Column 2	Column 3	Column 4
PROTECTED GROUP	LIKELIHOOD OF IMPACT SCORE	SEVERITY OF IMPACT SCORE	EQUALITY IMPACT SCORE
	Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. Equality impact score = likelihood of impact score x severity of impact score.
Age	1	3	3
Disability	1	3	3
Gender	1	2	2
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	1	3	3
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	1	3	3

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

- Advancing equality of opportunity between people who belong to protected groups
- Eliminating unlawful discrimination, harassment and victimisation
- Fostering good relations between people who belong to protected characteristic groups

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts. This will be reviewed following outcome of Libraries Consultation after 14 March 2021; and again after the decisions taken on options in Cabinet 17 May 2021 when planning Phase 2 consultation

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	Access to their existing local library services; travel to larger library Follow up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a	Investigating individuals affected for each of the 5 libraries Implement a service reduction with community partner (shared building) to ensure residents with a disability could continue to use library service and access	Joan Redding,	April 2021 May 2021

Equality Analysis

Page 329

	<p>disability which limited them to some degree, 47 limited a lot. 213 (9% overall) respondents told us they could not travel to their nearest alternative library. Of those, 13% had a disability. If they could not use their local library they would not be able to access the activities and volunteering opportunities.</p>	<p>volunteering and activities, looking to enhance the offer to disabled residents. Home Library Service (books delivered to homes) is an option for residents with a disability who cannot travel to a library.</p>		
Race	<p>Possible disproportionate impact on ethnic communities in Broad Green and South Norwood, without local alternatives. Respondents say a reduction in library services would worsen existing deprivation for these communities</p>	<p>Libraries Consultation and webinars; Implement a community managed option with local partner to ensure residents of all races continue to use library service and access volunteering and activities, looking to enhance the offer to residents living in deprived areas and on lower incomes.</p>	<p>Joan Redding, Liz Hollowood</p>	<p>April 2021 May 2021</p>
Sex (gender)	<p>Possible disproportionate impact on women who are larger group of active users Follow up after survey: 71% of respondents were women; Of the respondents who said they could not travel to their nearest library if services were closed or reduced, 94 were women (most aged 31 – 40) and 41 were men.</p>	<p>Libraries consultation and webinars Implement a community managed option with local partner to ensure residents of all genders continue to use library services and access volunteering and activities, looking to enhance the offer to deprived residents. See impact under Age and Maternity</p>	<p>Joan Redding,</p>	<p>April 2021 May 2021</p>

Equality Analysis

Page 330

		Phase 2 consultation – engage more men		
Gender reassignment	N/A Follow up after survey: not asked as part of survey; no feedback	Review as part of Libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding, Lucy Lawrence	April 2021 May 2021
Sexual orientation	N/A Follow up after survey: not asked as part of survey; no feedback	Will review as part of libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding	April 2021 May 2021
Age	Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors if they could not access their local library and activities.	Libraries consultation and webinars Implement a community managed option with local partner to ensure residents of all ages continue to use library service and access study space, volunteering and activities, looking to enhance the offer especially to young families, school children, older residents and all those without digital access.	Joan Redding	April 2021 May 2021
Religion or belief	Possible impact	As part of libraries consultation, contacted all temples, mosques, and churches.	Joan Redding	April 2021 May 2021

Equality Analysis

	Follow-up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff	Phase 2 consultation – will contact same organisations again for feedback		
Pregnancy or maternity	Disproportionate impact on mothers and babies/toddlers Follow-up after survey: If services were closed or reduced, there could be a disproportionate impact on families with young children because they would find it difficult to travel to alternative library (logistics, cost, time – school run)	Implement a community managed option with local partner to ensure families with young children could access under 5s activities and continue to use library service for books, information and community hub, potentially enhancing the offer.	Joan Redding	April 2021 May 2021
Marriage/civil partnership	N/A Follow-up after survey: not asked as part of survey; no feedback	Will review as part of Libraries Consultation Phase 2 consultation – will ask for feedback	Joan Redding,	April 2021 May 2021

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter X in column 3 (Conclusion) alongside the relevant statement to show your conclusion.		
Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.	X
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	

Equality Analysis

Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: Cabinet Date: 17 May 2021

Page 332

7. Sign-Off

Officers that must approve this decision		
Equalities Lead	Name: Yvonne Okiyo	Date: 06.05.21
	Position: Equalities Manager	
Director	Name: Stephen Tate	Date: 07.05.2021
	Position: Director for Growth, Employment and Regeneration	

Table 1: Events & Activities (for five libraries proposed to close)

Events & Activities 2019-20	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood
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Equality Analysis

	Events	Attendees	New joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners
Children and Young People (0 to 17)	3103	51611	2845	171	1010	0	351	2270	4	12	164	0	7	103	18	13	125	0
Adults (18 to 49)	1881	13183	811	20	255	0	111	656	6	28	207	0	169	1005	14	102	216	82
Older People (50+)	1094	5507	142	51	170	0	64	230	0	37	117	0	30	62	11	164	164	23
Family	183	3664	41	3	52	0	30	318	0	9	93	0	15	121	0	55	1083	18
Annual Total Events	6261	73965	3839	245	1487	0	556	3474	10	186	1941	13	323	2607	145	573	4735	240

Table 2: Disability summary for all libraries from Library Management System – represents 1% of all members

DISABILITY	Ashburton	Bradmore Green	Broad Green	Coulsdon	Croydon Central	Croydon Home Service	New Addington	Norbury	Purley	Sanderstead	Selsdon	Shirley	South Norwood	Thornton Heath	Total
Dexterity					1									1	2
Hearing	2	5	1	8	39		4	6		2	16	3	7	4	97
Learning Difficulty	4	7	4	7	52		16	10	2	2	7	4	9	15	139
Mental Health	1	1	1	2	57	1	3	5			2	4	1	1	79
Mobility	15	5		11	174	44	8	7	3	2	19	7	4	9	308
Multiple Disability				1	14		1				1		1		18
Visual	12	12	4	18	114	9	16	15	14	9	69	15	9	17	333
Other	4	2	1	8	52	12	8	8	3	2	15	5	11	9	140
Grand Total	38	32	11	55	503	66	56	51	22	17	129	38	42	56	1,116

Table 3: Ethnicity Summary of library members for all libraries (Library Management System)

Equality Analysis

Page 334

RACE	Ashburton Library	Bradmore Green Library	Broad Green Library	Coulsdon Library	Croydon Central Library	Home Library Service	New Addington Library	Norbury Library	Purley Library	Sanderstead Library	Selsdon Library	Shirley Library	South Norwood Library	Thornton Heath Library	Grand Total
White British	520	793	83	1683	3362	70	758	255	613	431	1124	497	279	274	10742
White Irish	14	12	3	34	107	4	17	11	7	10	16	11	17	13	276
White Gypsy					1										1
White - Other	73	34	47	202	1286	5	93	152	101	65	133	76	128	167	2562
Asian Bangladeshi	13	1	13	14	99		3	22	8	5	8	13	15	16	230
Asian British	1			1	58				2	2	4	3		6	77
Asian Chinese	16	2	8	38	127		6	12	22	12	27	8	12	14	304
Asian Indian	91	17	225	149	1310	2	19	137	105	63	110	61	30	163	2482
Asian Other	59	28	215	102	773		39	117	74	26	58	45	36	97	1669
Asian Pakistani	49	8	62	63	363		27	167	43	18	33	23	32	106	994
Black African	128	15	105	134	1965		493	244	76	17	103	112	315	485	4192
Black British	1	1	1	5	129		1		4		4	10	3	37	196
Black Caribbean	101	16	63	75	1098	6	119	190	44	17	65	66	212	319	2391
Black Other	55	19	26	53	879		32	39	68	6	32	12	72	77	1370
Mixed Other	35	11	6	64	240	1	10	38	18	18	21	12	22	24	520
Mixed - White & Asian	6	13	2	41	73		2	12	16	9	12	11	11	1	209
Mixed - White & Black African	16	5	8	25	114		13	17	11	6	8	12	20	16	271
Mixed - White & Black Caribbean	21	10	4	43	165		25	28	14	4	18	19	32	21	404
Other - Arab				1	16									5	22
Other	8	11	18	32	631	1	146	33	29	12	40	17	20	45	1043
Prefer not to say	298	32	64	85	2697	3	304	291	192	74	177	117	602	1564	6500
Total	1505	1028	953	2844	15493	92	2107	1765	1447	795	1993	1125	1858	3450	36455

Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	PLACE
Title of proposed change	PLA Sav Option 6. Hybrid – Reduction in Service Hours (two days per week) to eight libraries and five community run libraries

Name of Officer carrying out Equality Analysis	Robert Hunt/Joan Redding
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2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

Option 6. Hybrid – Reduction in Service Hours (two days per week) to eight libraries and five community run libraries

Proposal to reduce opening hours at eight libraries by two days per week. However at Bradmore Green, Broad Green, Sanderstead, Shirley and South Norwood this would be a reduction to two staffed days per week, with community organisations occupying the buildings during the remainder of the week.

Community groups would lease the building from the Council and be responsible for utilities, repairs and maintenance. Croydon Libraries will continue to provide books and IT services, with two days of staff presence at each site.

Savings would be achieved by a reduction in staffing levels by 15.99 FTE (25%), from 63.65 FTE to 47.66 FTE. This would achieve savings of £506,980/annum. In addition, further savings of £72,483 would be generated from a reduction in business rates and utilities through the lease. In total, it is estimated that savings of £579,463 would be achieved. The staffing savings would be expected to be delivered in-year, and would be managed by the Council providing more control over the delivery. However, it is likely to take longer to achieve the buildings savings due to the need to effectively procure these community run services.

By reducing opening hours there would be an overall reduction in weekly staffed operating hours of 270.5 hours, which is a 48% reduction. This would be mitigated by the introduction of additional unstaffed hours in neighbouring libraries, utilising Open + technology. This mitigation would introduce 126 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 26%.

The Libraries Consultation is in two parts, Phase 1 and Phase 2. Phase 1 sought feedback from residents when proposals were at the formative stage. A survey asked residents for feedback on what they valued about the library service, what impact closing or an alternative operating model, such as community managed provision at 5 local libraries would have on them and their community, and to suggest alternative options. When the survey closed on 14 March 2021 there were 2,510 respondents from the following Croydon libraries (some used more than one). Highlighted below are the libraries proposed a reduction to two staffed days per week, with community organisations occupying or sharing the buildings during the remainder of the week:

Response	Number of Respondents	Percentage of Respondents
Ashburton Library	332	15.43%
Bradmore Green Library	309	14.37%
Broad Green Library	152	7.07%
Central Library	1015	47.19%
Coulsdon Library	328	15.25%
New Addington Library	64	2.98%

Norbury Library	138	6.42%
Purley Library	310	14.41%
Shirley Library	377	17.53%
Sanderstead Library	467	21.71%
Selsdon Library	335	15.57%
South Norwood Library	414	19.25%
Thornton Heath Library	257	11.95%
Prefer not to say	9	0.42%
None of them	37	1.72%

From the feedback, we identified four options and two hybrid options:

- Option 1: Close five libraries
- Option 2: Reduce service hours by 21% across the borough
- Option 3: Five community run libraries
- Option 4: Outsource all libraries to a social enterprise or charitable organisation
- Option 5: Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries
- Option 6: Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

These options are being analysed and will be considered by Cabinet who will decide which options go back out to public consultation in Phase 2. We are completing an Equalities Impact Assessment for each option. We will consider evidence from a range of sources, namely: Croydon Observatory data, Library Management System Data, Libraries Consultation feedback, Library events data and Library staff feedback on events participation.

This is an Equalities Impact Assessment on Option 6. Hybrid – Reduction in Service Hours (two days per week) to eight libraries and five community run libraries

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic.

Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact on proposal for reduction in service hours (one day per week) to eight libraries and five community run libraries: Bradmore Green, Broad Green, Shirley, Sanderstead, South Norwood Libraries

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence																																			
Age	<p>With a service reduction across all libraries of two days a week, and with five libraries shared with community partners, it is estimated that savings of £579,463 would be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction.</p>	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 22.2% (85,672) aged 0-15 • 64.1% (247,841) aged 16-64 • 13.8% (53,197) 65 and over <p>According to ONS mid-year estimates, Croydon has the 4th largest number of young people aged 0-17 years old in London. One in four of Croydon’s population is aged 0-17 years based on ONS MYE 2019. The number of looked after children in Croydon is the highest in London.</p> <p>Croydon Library membership: Croydon Libraries have 104,249 registered library members, which is 26.96% of the Croydon population. The majority of library members are Croydon residents, and those who are not residents all work or study in Croydon. Below is a summary broken down by age ranges.</p> <table border="1" data-bbox="562 1058 1458 1455"> <thead> <tr> <th>Age Range</th> <th>Library Members+</th> <th>% of library members by age group</th> <th>Croydon Population*</th> <th>% of Croydon Population by age</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>15,140</td> <td>14.52%</td> <td>54,952</td> <td>14.21%</td> </tr> <tr> <td>10-19</td> <td>21,153</td> <td>20.29%</td> <td>47,985</td> <td>12.41%</td> </tr> <tr> <td>20-29</td> <td>14,216</td> <td>13.63%</td> <td>44,820</td> <td>11.59%</td> </tr> <tr> <td>30-39</td> <td>16,030</td> <td>15.37%</td> <td>59,423</td> <td>15.37%</td> </tr> <tr> <td>40-49</td> <td>13,752</td> <td>13.19%</td> <td>53,552</td> <td>13.85%</td> </tr> <tr> <td>50-60</td> <td>9,885</td> <td>9.48%</td> <td>53,052</td> <td>13.72%</td> </tr> </tbody> </table>	Age Range	Library Members+	% of library members by age group	Croydon Population*	% of Croydon Population by age	0-09	15,140	14.52%	54,952	14.21%	10-19	21,153	20.29%	47,985	12.41%	20-29	14,216	13.63%	44,820	11.59%	30-39	16,030	15.37%	59,423	15.37%	40-49	13,752	13.19%	53,552	13.85%	50-60	9,885	9.48%	53,052	13.72%	<p>Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff</p>
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60-69	6,815	6.54%	35,305	9.13%
70-79	4,789	4.59%	22,819	5.90%
80+	2,485	2.38%	14,802	3.83%
Total	104,265		386,710	

*Croydon Population by age Source: ONS, Mid Year Population Estimates, 2019, released June 2020.

<https://www.croydonobservatory.org/1-age/>

+Although it is more usual to provide an "Active borrowers" figure for library membership, representing users who have borrowed a book or used a computer in the last year, this is not possible after a year of COVID lockdown closures.

The library membership is in proportion with the age groups of overall population of Croydon. The highest percentage of registered members are primary school aged children and young people. They represent 20% of library membership, with 44% of all Croydon young people aged 10-19 having a library membership.

The objective of Option 6 reduction in service hours (two days per week) to eight libraries and five community run libraries, is to retain the library building and its services in the local community, with a minimal level of paid staffing to make the required savings. By targeting those libraries with lowest usage, the assumption is this would impact the least number of Croydon residents, as demonstrated in the table below.

Although this can be demonstrated to impact 15% of library members, it has a disproportionate impact on some age groups of library members, which would need to be mitigated with the community partner:

Age ranges	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total	All Library Members
0-09	459	610	579	418	923	2989	15140
10-19	367	974	488	837	1169	3835	21152
20-29	117	378	155	393	581	1624	14213
30-39	197	440	274	330	857	2098	16029
40-49	208	356	299	313	692	1868	13748
50-59	182	188	181	301	499	1351	9881
60-69	176	75	161	329	234	975	6815
70-79	201	26	197	311	126	861	4786
80-89	100	9	93	162	46	410	2056
90+	31	4	17	35	10	97	429

Total	2038	3060	2444	3429	5137	16108	104249
% All Members	1.95%	2.94%	2.34%	3.29%	4.93%	15.45%	

Data from Library Management System February 2021

As a percentage of all library members, these libraries serve over 20% of older adults who are library members, especially in Bradmore Green and Shirley, and almost 20% of children and young people, especially in Broad Green and South Norwood. The potential negative impact of a reduction in services to these age groups was reflected in the libraries consultation survey feedback. This number could be higher because not all library visitors will be included in these figures, because it is not a requirement to join the library to take part in activities, read the newspaper or browse the books.

Libraries Consultation Survey 14 January – 14 March 2021: Initial Libraries Consultation was undertaken 14 January – 14 March to reach all users, and also non users of Croydon Library services, particularly those directly affected by these proposals. There is also feedback from seven webinars. Only 1,418 (56%) respondents provided information about their age group:

Survey Response (1,418)	Number of Respondents	Percentage of Respondents
Under 18	15	1.06%
18-30	72	5.08%
31-40	346	24.40%
41-50	276	19.46%
51-60	215	15.16%
61-70	257	18.12%
71-80	139	9.80%
81+	27	1.90%
Prefer not to say	71	5.01%

Library Activities:

The Library service collects participation figures by age group for regular activities. From April 2019 – March 2020, there were 6,261 activities across all 13 Croydon libraries, with 73,965 participants of all ages, generating 3,839 new members over the year.

In that year, the five local libraries proposed for shared community management ran 30% of all Croydon's regular events and activities with approximately 15,000 attendees over the year. Below is a breakdown from the events data for libraries, broken down by age groups. (See Table 1 below for more details)

Events & Activities 2019/20	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total 5 libraries	% of all libraries
Children and Young People (0 to 17)	3,103	171	351	112	109	252	995	32.07%
Adults (18 to 49)	1,881	20	111	28	169	102	430	22.86%
Older People (50+)	1,094	51	64	37	30	164	346	31.63%
Family	183	3	30	9	15	55	112	61.20%
Annual Total Events	6,261	245	556	186	323	573	1,883	30.08%

From Library Events monthly: Please note these figures are lower than usual given COVID lockdown by Quarter 4

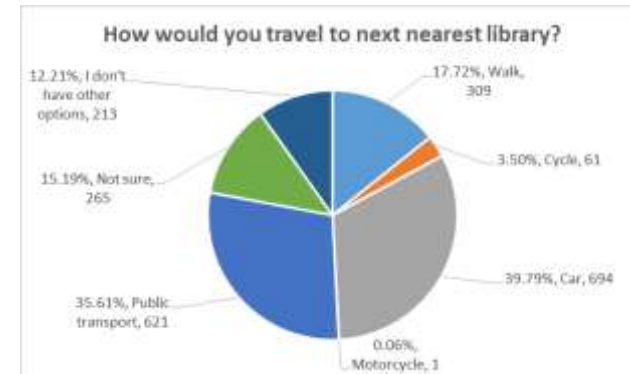
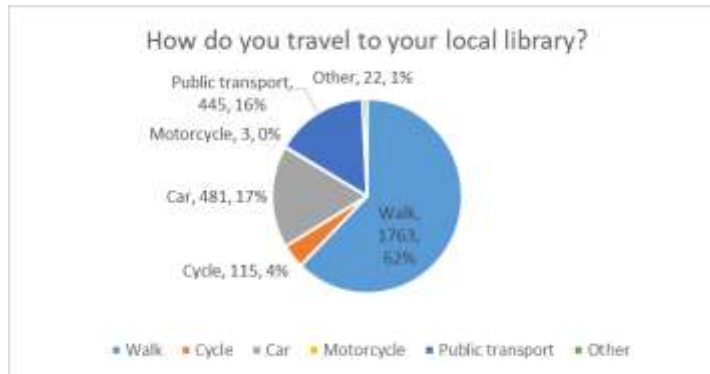
Activities by age group include:

- Babies/toddlers: weekly Rhymetimes (singing & playing, social for parents); Bookstart – earliest literacy support
- Toddlers/pre-school: weekly Storytimes, Bookstart, sessions with King's College Hospital promoting dental health
- Pre-school/Primary: Craft activities, Summer Reading Challenge, homework sessions, Lego Club, Code Club, Homework club, Chatterbooks reading groups, National Storytelling Week, World Book Day, Class visits, special author events
- Secondary: Study space, Work experience, Volunteering (Duke of Edinburgh, Summer Reading Challenge), Poetry (Instapoetry),
- Adults: free internet access & free WiFi, space for work and study, CV/employment support, business support, job clubs, volunteering
- Adults with learning difficulties/autism: Books Beyond Words reading group, Volunteering
- Adults/Older Adults: Reading Groups, Digital IT skill support, Craft clubs, Knit & Knatter, Coffee mornings, Talks, Volunteering, language (ESOL) classes, Ancestry, Information Sessions (Housing, Warmer Homes, Health topics)

Option 6 reduction in service hours (two days per week) to eight libraries and five community run libraries can be seen as a mitigation for Option 1: closure of five libraries. If the local libraries closed as in Option 1, there would be additional activities arranged at nearest larger library, however not all activities would transfer, and survey feedback was that events such as rhymetimes are already busy in hub libraries and

would be oversubscribed or further limited by COVID social distancing. Also, respondents said there would be logistical difficulties continuing class visits from nearby schools; it would be more difficult to offer volunteering and work experience opportunities to local young people (Duke of Edinburgh & work experience). Existing volunteers who are older or disabled told us they would not be able to travel to the next nearest library. Established reading groups, craft groups, Knit & Knatter groups would have to find another local venue.

The feedback from the libraries consultation and webinars, as well as staff feedback on events participation, have identified that many users would not be able to travel to another location, illustrated below.

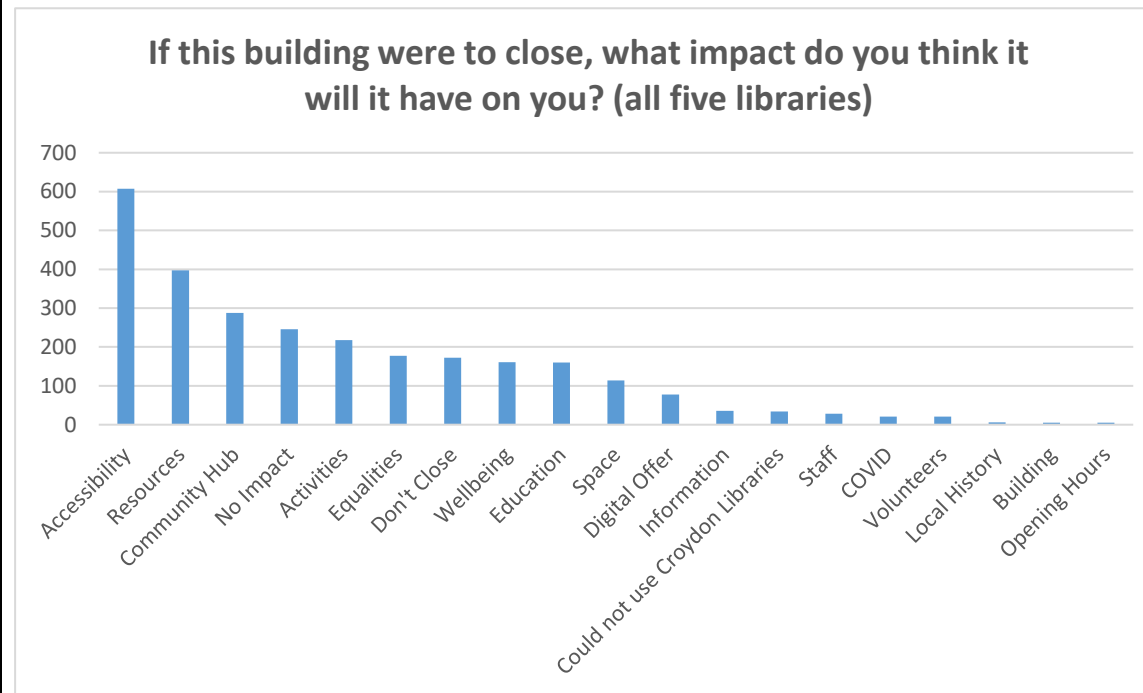


Breakdown of the 213 who replied "I don't have other options"

Age Range	Female	Male	Other	Prefer not to say	(blank)	Total
Under 18		3				3
18-30	3	2				5
31-40	40	8				48
41-50	19	7				26
51-60	10	7				17
61-70	9	5			1	15
71-80	6	4				10
81+	5	2				7
Prefer not to say	2	3	1	6		12
(blank)					70	70

Total	94	41	1	6	71	213
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Of the 213 respondents who told us they had no other options, the largest single group were women between 31 and 40 years of age, and based on the subsequent comments, it is likely most are mothers with children who participate in rhymetimes. Feedback from users of all the libraries regarding reasons they could not travel to another library, included additional cost, inadequate public transport (2 buses), insufficient or costly parking, no time for additional journey especially time constraints around the school run, logistics of travel with young children on public transport, fear of travel because of personal mobility, fear of crime on transport and in alternative communities. Other objections were pollution from additional car journeys, preference for local library, did not like noisy or busy alternative library. "Accessibility" of libraries as a negative impact of the proposals was mentioned more than any other as illustrated below:



If the five local library buildings were shared with a community partner and run as a community hub with self-service access to library books when unstaffed, and free internet and WiFi provided with support from the community partner, these services could remain in situ, providing access to books and digital services, with regular activities still on offer from the partner organization, and some attendance from library staff to

		<p>manage stock and provide some activities. There are local community partners who have come forward with the aim of sustaining both the community and library activities in these areas.</p> <p>As mentioned above, the reduction in service hours at the other eight libraries would be mitigated in at least five libraries by the introduction of additional unstaffed hours, utilising Open+ technology. This mitigation would introduce 94 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 26%. The hours of opening will be arranged so that at least one library is open every day except Sunday in North, Central and South areas. There would be a review on what was needed locally to reschedule regular activities, and to reduce the impact on local residents, particularly on young people who need study space and on adults without digital access seeking jobs.</p> <p>To summarise:</p> <p>Changes to Croydon library services have a potential impact on at least one in four of all Croydon residents of all ages (26%). For option 6 reduction in service hours (two days per week) to eight libraries and five community run libraries, there is a potential impact on the at least 74,122 residents of the five wards where the libraries are proposed to become shared or community managed, and the 16,108 (22%) of ward residents who are library members are very likely to be affected. It is likely that more local residents visit the library to attend activities without membership. It is noted that the local libraries provided 30% of all regular activities for all ages pre-COVID. More importantly, these five libraries serve 20% of all the older adults who are library members (70+), especially in Old Coulsdon and Shirley, and almost 20% of children and young people who are library members, especially in Broad Green and South Norwood.</p> <p>This option seeks to minimise the impact of service reduction by sharing the reduction across all Croydon libraries, and by reducing service hours at the five smallest libraries, sharing the building or moving to community management and self-service access, rather than close them, These five libraries represent 15% of the overall use, and for all five libraries</p> <p>Respondents to survey, participants at the webinars, and local staff have expressed concern that the Option 1 proposed closures would have a disproportionate impact on those who could not travel to the alternative libraries. Option 6 keeps those library buildings open and is proposed to provide access to services and activities, still working with library staff on service delivery, so unlike option 1, as long as this community model can be put in place, this does not have a disproportionate impact on any age group.</p>	
Disability	With a service reduction across all libraries of	Information about Disability in Croydon (Croydon Observatory):	Library Membership Data

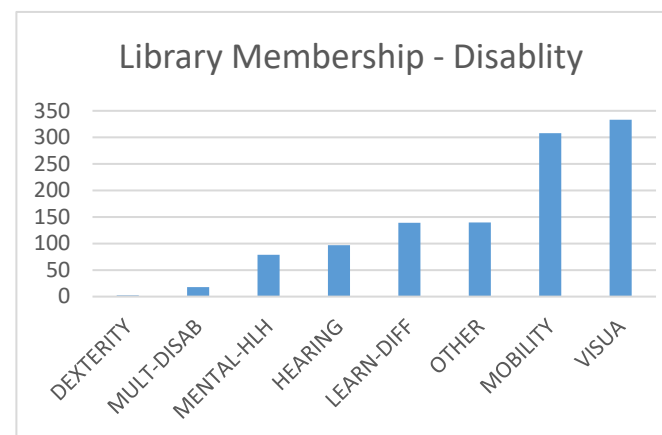
two days a week, and with five libraries shared with community partners, it is estimated that savings of £579,463 would be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction. Positive impact on those with disability who could only access their local library.

Statistics on Croydon residents with disability is from 2011 (Census 2011) which says that day-to-day activities are limited a little for 7.9% of residents, and limited a lot for 6.7% of residents.

Library Database:

Out of 104,249 library members, only 30% completed information about disability and 29% declared no disability. Of the 1% (1116) who said they had a disability, breakdown is below with largest group Visual impairment 30% and mobility (27.6%):

Disability	Respondents	Percentage
Dexterity	2	0.2%
Hearing	97	8.7%
Learning Difficulty	139	12.5%
Mental Health	79	7.1%
Mobility	308	27.6%
Multi-disability	18	1.6%
Visual	333	29.8%
OTHER	140	12.5%
Grand Total	1116	



Proposal:

12.5% (140) of library members known to have a disability are members of the libraries proposed to transfer to a shared or community managed model (see Table below).

Volunteering: there are local disabled volunteers at most of the five libraries, supporting Summer Reading Challenge, coffee mornings, reading groups. They have said they could not travel elsewhere and a shared library/community managed library is likely to enable them to continue volunteering.

Books Beyond Words: reading group for adults with learning disability or autism who attend in small groups with their carers and read specialized picture books. Sessions include drawing or colouring and sometimes drama in response to the stories. There are storybooks as well as books with topics such as visiting the doctor. Travel to sessions requires parking and easy access which means the group meeting at Bradmore Green could not move to Coulsdon or Purley. Again this group could continue with Option 6

Libraries Consultation Survey:

Of 1397 respondents who completed the disability information, 14.68% said their disability limited them in some way, with 50 (3.58%) respondents limited a lot. Details below with ages.

February 2021;
Croydon Observatory data;
Libraries Consultation Phase 1 (14/1-14/3 2021);
7 Webinars;
Events spreadsheet; participation summaries from library staff

Age Range	No	Prefer not to say	Yes, limited a little	Yes, limited a lot	Grand Total
Under 18	11		1		12
18-30	50	3	11	4	68
31-40	294	23	21	4	342
41-50	224	15	25	6	270
51-60	176	10	21	7	214
61-70	192	16	29	13	250
71-80	95	1	31	6	133
81+	8	2	8	5	23
Prefer not to say	17	42	4	2	65
(blank)	13		4	3	20
Grand Total	1080	112	155	50	1397
	77.31%	8.02%	11.10%	3.58%	

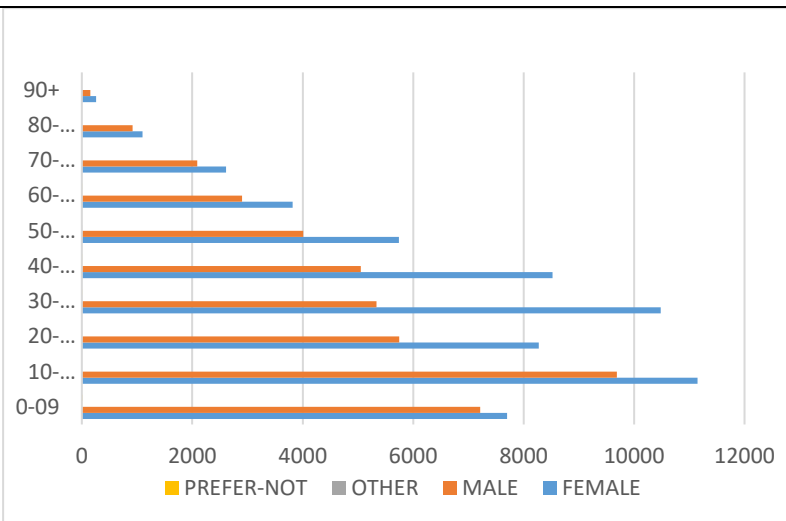
There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

Yes, limited a little	26	12%
Yes, limited a lot	19	1%

For residents with a disability who cannot travel to a library, but still want to borrow books, there is a Home Library Service which delivers books to their homes, which would be an effective mitigation.

Option 1: Closure of five libraries would have a disproportionate impact on local residents with a disability, who have taken part in activities and volunteered in the five local libraries. Residents from Bradmore Green Library pointed out the library closure would decrease the number of disabled toilets available in the area. *Option 6 reduction in service hours (two days per week) to eight libraries and five community libraries* would keep those libraries open and the opportunities accessible, and mitigate the impact on those residents with disability, possibly adding new activities and opportunities.

Gender	With a service reduction across all libraries of two days a week, and with five libraries shared with community partners, it is estimated that savings of £579,463 would be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction.	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 187,875 (48.6%) are Male • 198,835 (51.4%) are Female <p>Library Database: Out of 104,249 library members, there is information about gender for 102,793 illustrated below: 59,666 (58%) Female and 43,112 (42%) Male and 3 Other:</p> <table border="1" data-bbox="562 379 1382 898"> <thead> <tr> <th>Age Range</th> <th>FEMALE</th> <th>MALE</th> <th>OTHER</th> <th>PREFER-NOT</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>7702</td> <td>7216</td> <td></td> <td>8</td> <td>14926</td> </tr> <tr> <td>10-19</td> <td>11150</td> <td>9689</td> <td></td> <td></td> <td>20839</td> </tr> <tr> <td>20-29</td> <td>8276</td> <td>5749</td> <td>1</td> <td></td> <td>14026</td> </tr> <tr> <td>30-39</td> <td>10482</td> <td>5335</td> <td>1</td> <td>2</td> <td>15820</td> </tr> <tr> <td>40-49</td> <td>8526</td> <td>5054</td> <td></td> <td>1</td> <td>13581</td> </tr> <tr> <td>50-59</td> <td>5740</td> <td>4009</td> <td>1</td> <td></td> <td>9750</td> </tr> <tr> <td>60-69</td> <td>3816</td> <td>2901</td> <td></td> <td>1</td> <td>6718</td> </tr> <tr> <td>70-79</td> <td>2613</td> <td>2088</td> <td></td> <td></td> <td>4701</td> </tr> <tr> <td>80-89</td> <td>1101</td> <td>917</td> <td></td> <td></td> <td>2018</td> </tr> <tr> <td>90+</td> <td>260</td> <td>154</td> <td></td> <td></td> <td>414</td> </tr> <tr> <td>Total</td> <td>59666</td> <td>43112</td> <td>3</td> <td>12</td> <td>102793</td> </tr> </tbody> </table>	Age Range	FEMALE	MALE	OTHER	PREFER-NOT	Total	0-09	7702	7216		8	14926	10-19	11150	9689			20839	20-29	8276	5749	1		14026	30-39	10482	5335	1	2	15820	40-49	8526	5054		1	13581	50-59	5740	4009	1		9750	60-69	3816	2901		1	6718	70-79	2613	2088			4701	80-89	1101	917			2018	90+	260	154			414	Total	59666	43112	3	12	102793	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
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Libraries Consultation Survey:

Of 2,510 respondents, 1,397 (56%) provided information on gender, and there were a disproportionate number of women respondents as against library members for all age groups; and 51 (3.65%) did not indicate a gender.

Gender Comparison	Female	Male
Library Survey (Library members)	987 (70.65%)	365 (25.48%)
Library Membership	59,666 (58%)	43,112 (42%)

Reviewing the survey responses, many of the female respondents said they looked after children, took them to rhymetimes and other activities, and fit library activities in around the school run. Older women tended to take part in reading groups, craft activities, coffee mornings and knit & knatter. However, although more women attend library activities, and more responded to the survey, a significant number of male respondents visit the library and take part in these activities as well.

Of the 213 (12.21%) respondents who told us they had no other options for travelling to an alternative library, and provided information on gender, 94 were female and 41 were men. Over half the women were between ages 31 and 50. Survey responses suggest that Option 1: Close five libraries had a disproportionate impact on older women and women with children, outlined in detail under “Age” and “Maternity” characteristics, but *Option 6 reduction in service hours (two days per week) to eight libraries*

		<i>and five community libraries</i> would mitigate this by keeping the libraries open for service and activities, with support from the library service	
Gender Reassignment	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of gender identity. In addition to providing books specific to the transgender community, the annual Cultural Calendar for Croydon Libraries always includes Transgender Day of Remembrance in November, LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the transgender community who provided feedback, because no respondent indicated gender reassignment, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If five libraries became shared or community managed libraries, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and activities to raise awareness of issues for the transgender community.</p>	Review as part of Phase 2
Marriage or Civil Partnership	Savings	<p>The Library service does not collect information regarding marriage and civil partnership because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>Consideration of the characteristic of marriage and civil partnerships need only be in respect of eliminating unlawful discrimination. In this regard, the proposed implementation plan would not in any way exclude individuals who are legally married or in a civil partnership. Therefore, this characteristic should not be disproportionately affected under any of the proposals.</p>	Review as part of Phase 2
Religion or belief	Savings	<p>Libraries nationally are inclusive, and encourage visitors and partners who operate in libraries to welcome residents of all faiths. It is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all religious communities and to celebrate a diverse range of religious holidays throughout the year.</p> <p>If all five libraries become share/community managed, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and celebrations to highlight the diverse range of faiths in Croydon.</p>	Review as part of phase 2

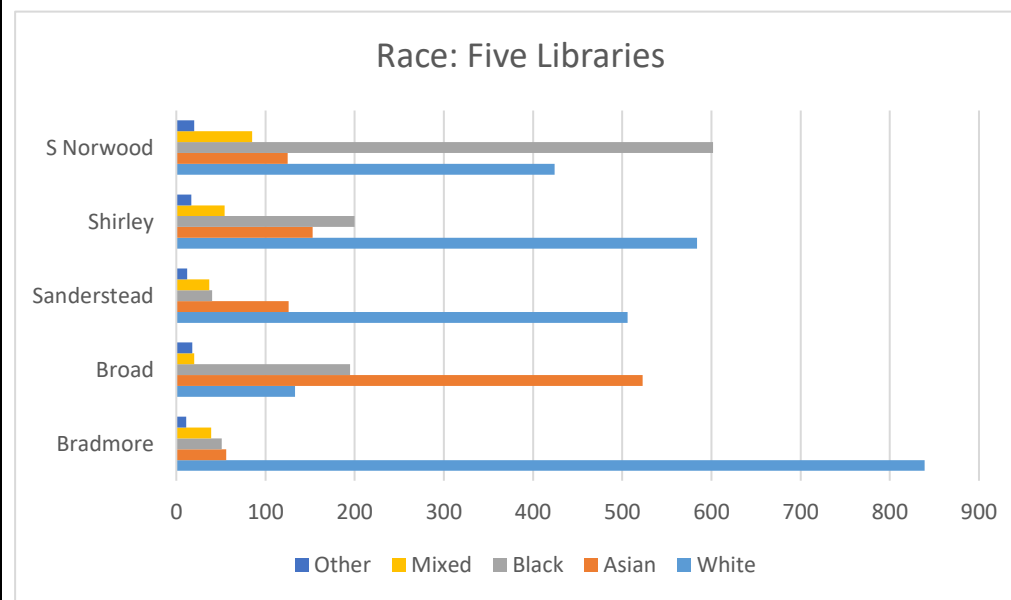
Race
 With a service reduction across all libraries of two days a week, and with five libraries shared with community partners, it is estimated that savings of £579,463 would be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction.

The **Croydon Borough Profile** “population continues to grow from long-term international migration and 17.1% of the population is made up of non-UK born residents according to ONS 2018 estimates”.

Library Management System

Of the 104,249 library members, only 36,455 (35%) library members provided information on ethnicity. See below a breakdown of library membership by race for each of the libraries proposed to close. Please note that many library users who visit and take part in activities are not registered on the system.

Race	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	S Norwood	Total 5 Libraries	% of All Libraries
White	13581	839	133	506	584	424	2486	18.30%
Asian	5756	56	523	126	153	125	983	17.08%
Black	8149	51	195	40	200	602	1088	13.35%
Mixed	1404	39	20	37	54	85	235	16.74%
Other	1065	11	18	12	17	20	78	7.32%
Prefer Not	6500	32	64	74	117	602	889	13.68%
Total	36455	1028	953	795	1125	1858	5759	15.80%



Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff

Libraries Consultation:

During the Libraries Consultation there were multiple invitations sent out to all the major organisations representing ethnic groups, once at the beginning, again at the midterm, and as a follow-up reminder. Of the 2,510 respondents, just over 50% provided ethnicity details, and 9.59% of those did not prefer to say. See the table below which compares the percentage of respondents:

Response from 1408 respondents	Number of Respondents	Percentage of Respondents
White	987	70.10%
Asian	117	8.31%
Black	80	5.68%
Mixed	74	5.26%
Other	15	1.06%
Prefer not to say	135	9.59%

Survey respondents expressed concern that the absence of a library or a change to the library services in areas with more diverse BAME populations could worsen existing deprivation in those communities. Staff in all libraries provided feedback on residents who attended activities in libraries, and reported an increasingly diverse group attending rhymetimes, who benefitted from the opportunity to meet, socialize and feel more part of the local community, especially those new to the UK for whom English was a second language.

Broad Green: The Asian community use this local library for regular language classes, IT support and social or health activities, and to access books in other languages. The rhymetime sessions are diverse with 45% Asian, 20% Black and 35% white local families. Some activities could not be replicated, such as Homework club after school: 126 homework sessions per annum with 534 attending over the year, 60% under the age of 9, several with disabilities. Approximately 60% are Asian and 30% Black and many have English as a second language. Many do not have internet access or printing at home and could not travel to Thornton Heath or Central library.

		<p>South Norwood: There is a large BAME population and areas of deprivation, and there was much feedback regarding this through survey and webinar feedback, who said that closing the libraries or reducing services would have a disproportionate impact particularly on young people from the black community who would not have access to computers at home or study space after school. Rhymetimes are attended by a diverse range of nationalities and ethnicities, including Black, Asian and White families and include African, Caribbean, Polish, Spanish, Greek, Chinese and Italian parents.</p> <p><i>Option 6 reduction in service hours (two days per week) to eight libraries and five community libraries would mitigate this negative impact by keeping the libraries open for service and activities, with support from the library service, and potentially adding additional value with tailored local activities based on the needs of the community.</i></p>	
Sexual Orientation	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all LGBTQ communities. In addition to providing books specific to the LGBTQ community, the annual Cultural Calendar for Croydon Libraries always LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the LGBTQ community who provided feedback, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If all five libraries become shared or community managed, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and activities to raise awareness of issues for the LGBTQ community.</p>	Review as part of Phase 2
Pregnancy or Maternity	With a service reduction across all libraries of two days a week, and with five libraries shared with community partners, it is	<p>All Croydon Libraries provide books and information on pregnancy health and child development and nutrition, to support residents in this category. There are also regular free activities led by library staff for mothers and fathers with babies and toddlers, such as Baby Bounce and Rhymetime, activities which have a positive impact: new parents benefit from as they build social networks and get support from other parents; babies and toddlers are introduced to singing, their first books, and parents say it's an opportunity for all to bond and socialize.</p> <p>In 2019/20 the five libraries proposed to close provided 32% of the under 5s regular activities and events, and there were 6,258 attendees, or 17% of all library attendance. South Norwood provided the most, with</p>	Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries

estimated that savings of £579,463 would be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction.

222 events, 12% of all Under 5s activities with 2,915 participants, which was 8% of overall attendees across Croydon Libraries:

Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees
ALL LIBRARIES	1786		36,796	
Bradmore Green	93	5%	421	1%
Broad Green	108	6%	1,145	3%
Sanderstead	99	6%	1,369	4%
Shirley	51	3%	408	1%
S Norwood	222	12%	2,915	8%
Total (5)	573	32%	6258	17%

Libraries Consultation:

Survey and Webinar feedback identified the importance of local libraries to the wellbeing of mothers and babies, the value of the access to early years books, and the benefits of activities on child development and the wellbeing of parents. Above under Age and Gender, 83.20% of respondents told us they walked to their local library now, and if they had to travel to the next nearest, 12.21% (213), the majority women aged 31-50, said they would have no other options. In addition to the activities and resources on offer, there would also be a decrease in the number of local baby changing facilities in the area. Respondents expressed strongly that the proposals would disproportionately impact mothers and their babies & toddlers who would find it difficult to travel to other libraries because of cost, time, no parking, wish to stay local, choice (don't like larger libraries).

Whereas option 1 closure of five libraries would have a disproportionate impact on the mothers and babies in those local areas *Option 6 reduction in service hours (two days per week) to eight libraries and five community libraries* would mitigate this negative impact by keeping the libraries open for service and activities, with support from the library service and community partners, and potentially adding additional value with tailored local activities based on the needs of the community.

from library staff

Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. **Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact**

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion
Feedback from individuals with protected characteristics who use affected libraries: what library services do they use; most valued services and/or activities; impact on them and on their community – Feedback on options	Libraries Consultation Phase 1 finished 14 March 2021	Phase 1 April 2021 Phase 2 consultation May to July 2021
To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities	Libraries Consultation Phase 1 finished 14 March 2021	April 2021
Ideas for cost neutral alternatives to closing the libraries from local residents to benefit all local residents. All viable options will be considered for inclusion in options report which will comprise an equalities review and further consultation with residents	Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation	April 2021
Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation	Libraries Consultation Phase 2	July 2021
Feedback on options from the diverse range of Croydon's religious communities	Libraries Consultation Phase 2	July 2021

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)

3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example
 - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 3 – Impact scores: These will be reviewed following Libraries Consultation on basis of that feedback

Column 1	Column 2	Column 3	Column 4
PROTECTED GROUP	LIKELIHOOD OF IMPACT SCORE	SEVERITY OF IMPACT SCORE	EQUALITY IMPACT SCORE
	Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. Equality impact score = likelihood of impact score x severity of impact score.
Age	1	3	3
Disability	1	3	3
Gender	1	2	2
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	1	3	3
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	1	3	3

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

- Advancing equality of opportunity between people who belong to protected groups
- Eliminating unlawful discrimination, harassment and victimisation
- Fostering good relations between people who belong to protected characteristic groups

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts. This will be reviewed following outcome of Libraries Consultation after 14 March 2021; and again after the decisions taken on options in Cabinet 17 May 2021 when planning Phase 2 consultation

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	Access to their existing local library services; travel to larger library Follow-up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a	Investigating individuals affected for each of the 5 libraries Implement a service reduction with community partner (shared building) to ensure residents with a disability could continue to use library service and access	Joan Redding,	April 2021 May 2021

Equality Analysis

Page 359

	<p>disability which limited them to some degree, 47 limited a lot. 213 (9% overall) respondents told us they could not travel to their nearest alternative library. Of those, 13% had a disability. If they could not use their local library they would not be able to access the activities and volunteering opportunities.</p>	<p>volunteering and activities, looking to enhance the offer to disabled residents. Home Library Service (books delivered to homes) is an option for residents with a disability who cannot travel to a library.</p>		
Race	<p>Possible disproportionate impact on BAME communities in Broad Green and South Norwood, without local alternatives. Respondents say a reduction in library services would worsen existing deprivation for these communities</p>	<p>Libraries Consultation and webinars; Implement a community managed option with local partner to ensure residents of all races continue to use library service and access volunteering and activities, looking to enhance the offer to residents living in deprived areas or on low incomes.</p>	<p>Joan Redding, Liz Hollowood</p>	<p>April 2021 May 2021</p>
Sex (gender)	<p>Possible disproportionate impact on women who are larger group of active users Follow-up after survey: 71% of respondents were women; Of the respondents who said they could not travel to their nearest library if services were closed or reduced, 94 were women (most aged 31 – 40) and 41 were men.</p>	<p>Libraries consultation and webinars Implement a community managed option with local partner to ensure residents of all genders continue to use library services and access volunteering and activities, looking to enhance the offer to deprived residents. See impact under Age and Maternity</p>	<p>Joan Redding,</p>	<p>April 2021 May 2021</p>

Equality Analysis

Page 360

		Phase 2 consultation – engage more men		
Gender reassignment	N/A Follow-up after survey: not asked as part of survey; no feedback	Review as part of Libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding, Lucy Lawrence	April 2021 May 2021
Sexual orientation	N/A Follow-up after survey: not asked as part of survey; no feedback	Will review as part of libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding	April 2021 May 2021
Age	Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors if they could not access their local library and activities.	Libraries consultation and webinars Implement a community managed option with local partner to ensure residents of all ages continue to use library service and access study space, volunteering and activities, looking to enhance the offer especially to young families, school children, older residents and all those without digital access.	Joan Redding	April 2021 May 2021
Religion or belief	Possible impact	As part of libraries consultation, contacted all temples, mosques, and churches.	Joan Redding	April 2021 May 2021

Equality Analysis

	Follow-up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff	Phase 2 consultation – will contact same organisations again for feedback		
Pregnancy or maternity	Disproportionate impact on mothers and babies/toddlers Follow-up after survey: If services were closed or reduced, there could be a disproportionate impact on families with young children because they would find it difficult to travel to alternative library (logistics, cost, time – school run)	Implement a community managed option with local partner to ensure families with young children could access under 5s activities and continue to use library service for books, information and community hub, potentially enhancing the offer.	Joan Redding	April 2021 May 2021
Marriage/civil partnership	N/A Follow-up after survey: not asked as part of survey; no feedback	Will review as part of Libraries Consultation Phase 2 consultation – will ask for feedback	Joan Redding,	April 2021 May 2021

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter X in column 3 (Conclusion) alongside the relevant statement to show your conclusion.		
Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.	X
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	

Equality Analysis

Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: Cabinet Date: 17 May 2021

Page 362

7. Sign-Off

Officers that must approve this decision		
Equalities Lead	Name: Yvonne Okiyo	Date: 05.05.21
	Position: Equalities Manager	
Director	Name: Stephen Tate	Date: 07.05.2021
	Position: Director for Growth, Employment and Regeneration	

Table 1: Events & Activities (for five libraries proposed to close)

Events & Activities 2019-20	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood
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Equality Analysis

	Events	Attendees	New joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners
Children and Young People (0 to 17)	3103	51611	2845	171	1010	0	351	2270	4	12	164	0	7	103	18	13	125	0
Adults (18 to 49)	1881	13183	811	20	255	0	111	656	6	28	207	0	169	1005	14	102	216	82
Older People (50+)	1094	5507	142	51	170	0	64	230	0	37	117	0	30	62	11	164	164	23
Family	183	3664	41	3	52	0	30	318	0	9	93	0	15	121	0	55	1083	18
Annual Total Events	6261	73965	3839	245	1487	0	556	3474	10	186	1941	13	323	2607	145	573	4735	240

Table 2: Disability summary for all libraries from Library Management System – represents 1% of all members

DISABILITY	Ashburton	Bradmore Green	Broad Green	Coulsdon	Croydon Central	Croydon Home Service	New Addington	Norbury	Purley	Sanderstead	Selsdon	Shirley	South Norwood	Thornton Heath	Total
Dexterity					1									1	2
Hearing	2	5	1	8	39		4	6		2	16	3	7	4	97
Learning Difficulty	4	7	4	7	52		16	10	2	2	7	4	9	15	139
Mental Health	1	1	1	2	57	1	3	5			2	4	1	1	79
Mobility	15	5		11	174	44	8	7	3	2	19	7	4	9	308
Multiple Disability				1	14		1				1		1		18
Visual	12	12	4	18	114	9	16	15	14	9	69	15	9	17	333
Other	4	2	1	8	52	12	8	8	3	2	15	5	11	9	140
Grand Total	38	32	11	55	503	66	56	51	22	17	129	38	42	56	1,116

Table 3: Ethnicity Summary of library members for all libraries (Library Management System)

Equality Analysis

Page 364

RACE	Ashburton Library	Bradmore Green Library	Broad Green Library	Coulsdon Library	Croydon Central Library	Home Library Service	New Addington Library	Norbury Library	Purley Library	Sanderstead Library	Selsdon Library	Shirley Library	South Norwood Library	Thornton Heath Library	Grand Total
White British	520	793	83	1683	3362	70	758	255	613	431	1124	497	279	274	10742
White Irish	14	12	3	34	107	4	17	11	7	10	16	11	17	13	276
White Gypsy					1										1
White - Other	73	34	47	202	1286	5	93	152	101	65	133	76	128	167	2562
Asian Bangladeshi	13	1	13	14	99		3	22	8	5	8	13	15	16	230
Asian British	1			1	58				2	2	4	3		6	77
Asian Chinese	16	2	8	38	127		6	12	22	12	27	8	12	14	304
Asian Indian	91	17	225	149	1310	2	19	137	105	63	110	61	30	163	2482
Asian Other	59	28	215	102	773		39	117	74	26	58	45	36	97	1669
Asian Pakistani	49	8	62	63	363		27	167	43	18	33	23	32	106	994
Black African	128	15	105	134	1965		493	244	76	17	103	112	315	485	4192
Black British	1	1	1	5	129		1		4		4	10	3	37	196
Black Caribbean	101	16	63	75	1098	6	119	190	44	17	65	66	212	319	2391
Black Other	55	19	26	53	879		32	39	68	6	32	12	72	77	1370
Mixed Other	35	11	6	64	240	1	10	38	18	18	21	12	22	24	520
Mixed - White & Asian	6	13	2	41	73		2	12	16	9	12	11	11	1	209
Mixed - White & Black African	16	5	8	25	114		13	17	11	6	8	12	20	16	271
Mixed - White & Black Caribbean	21	10	4	43	165		25	28	14	4	18	19	32	21	404
Other - Arab				1	16									5	22
Other	8	11	18	32	631	1	146	33	29	12	40	17	20	45	1043
Prefer not to say	298	32	64	85	2697	3	304	291	192	74	177	117	602	1564	6500
Total	1505	1028	953	2844	15493	92	2107	1765	1447	795	1993	1125	1858	3450	36455

Proposed Options for Phase 2 of public library consultation:

Options for Libraries	Savings	Services	Mitigation
<p>1. Close Libraries: close 5 buildings, reduce staffing; decommission services</p> <p>Overall Score:</p> <p>Staff Levels: - 10.99 FTE From 63.65 FTE to 52.66 (FTE) Savings: £360,476</p> <p>Buildings: close 5 buildings Savings: £72,483 (Rates & Utilities)</p> <p>With Open+ self service at Selsdon & Norbury, and in 3 additional libraries, only 31% reduction of overall opening hours.</p>	<p>£432,959k</p> <p>Staffing costs Building costs LESS decommission costs</p>	No services	Nearby hub libraries: Books & PCs plus additional Activities available within 1.5 miles
	Benefits	<p>No ongoing costs Council in control of solution Cost benefits to other Council departments including FM and Asset Management Asset available for sale/repurposing</p>	
	Dis benefits	<p>Decommissioning costs Equalities: disproportionate impact on some residents, especially older adults and young families No possibility of developments at future date</p>	
	Risk	<p>No income generation or development possible in future Council reputation suffers – public opinion No future use for building – remains empty in community</p>	
<p>2. Reduce Opening Hours: library openings reduced by additional days across the service (21% reduction)</p> <p>Overall Score:</p> <p>Staff Levels: -15.99 FTE From 63.65 to 47.66 FTE Savings: £506,980</p>	<p>£506,980k</p> <p>Staff costs (25% reduction)</p> <p>Building costs (approx. 5% reduction)</p>	<p>Staffed hours reduced by 47%. Impact initially mitigated with Open+ in Norbury & Selsdon, so overall opening hours only reduced by 37% across all Croydon Libraries. Commitment to 3 additional Open+ installations at Coulsdon, Purley & Thornton Heath (subject to design). Libraries suggested openings at each site (see chart)</p>	<p>Open days co-ordinated across Croydon; Self service available when unstaffed With Open+ self service in 3 additional libraries, only 21% reduction of overall opening hours.</p> <p>Partnership working on the unstaffed days allows additional activities and events in the building, possible access to library resources, an opportunity to generate income or to provide other services that benefit the community.</p>

	Benefits	Council have control of savings solution Could provide public access outside of core hours Future library service development possible	
	Dis benefits	Reduction in public access by 21% across all libraries Reduction in number of library staff available; some hours will be unstaffed	
	Risk	Customer dissatisfaction at reduced service Unexpected building or security costs in future Possible security issues	
<p>3. Community Managed: An operator and lease model with community partners with a much reduced library staff presence and increased community activities.</p> <p>Overall Score:</p> <p>Staff Levels: - 8.49 FTE (tbc) From 63.65 FTE to 55.16 (FTE) Savings: £287,224</p> <p>Buildings: 5 buildings – running costs covered Savings: £72,483</p>	£359,707	Service: Community operated building providing a community hub with responsibility for building running costs. The library service will continue to provide books and IT services, with 0.5 FTE staff presence. (agreement pending)	Mitigation: Self service facilities available
	Building costs Staffing costs Setup and management costs; staff provision 0.5 FTE per site	Library building with books and IT remains open at reduced cost to Council Service shaped by the community for the community Future service development possible	
	Benefits	Legal costs for procurement and agreements Time required for procurement Resource required for training (legislation, safeguarding, equalities, universal offers) Service retains IT, stock, some staff and management costs	
	Dis benefits	Council has less control of costs which reduces savings Community partner fails = no service in future Requires significant time for implementation and training Dependent on partner for reputation and quality of service Less flexibility of library service and activities	
	Risk	Council has less control of costs which reduces savings Community partner fails = no service in future Requires significant time for implementation and training Dependent on partner for reputation and quality of service Less flexibility of library service and activities	
4. Outsource: entire service run by a social enterprise that specialises in running library services on behalf of Councils	£500k Contract could make savings	Contract to ensure same minimum service levels	Contract management

Overall Score: Staff levels: TBC Buildings: TBC	through different ways of working		
	Benefits	Makes savings, and keeps ongoing costs within contract budget	
	Dis benefits	Less Council control Recent Libraries Transformation investment esp in buildings and IT potentially at risk Potentially leaving The Libraries Consortium No longer One Council; frontline library staff – eg would not be trained/ deployed within Council	
	Risk	Perception of outsourcing New provider cannot meet savings target and ongoing costs Lose over £2m recent investment in library service	
5. Hybrid on (2) Reduce Opening Hours (variation – less reduction) and (3) Community Managed (or other partner sharing building): 5 local libraries are staffed and open 2 days a week and the other 8 libraries reduce services by one day; Community or other partner share the building when unstaffed to provide services or income generating activity. Overall Score: Staff Levels: - 10.2 FTE From 63.65 FTE to 53.45 (FTE) Savings: 316,526 Building: approx. £36k	£352,526 Staff costs Building costs Potential for further income generation	Reduced library services with staffed hours, but building shared with either community or other partners to provide services or income generation. Opening hours reduced by 22% across all Croydon Libraries Staffed hours reduce by 39%	Self service facilities available when unstaffed so services can be offered Open+ in 3 additional libraries (see above)
	Benefits	Ensures all library buildings remain open Service shaped by the community for the community Future development of building and service possible Resilience should community partner fail	
	Dis benefits	Reduction in staffed services (22%) Impact on all Croydon residents Legal costs for procurement and agreements	

		Time required for training (legislation, safeguarding, equalities, universal offers)	
	Risk	Council has less control of community services Requires significant time for implementation and training Dependent on partner for reputation and quality of service Less flexibility of library service and activities Possible security issues	
<p>6. Hybrid of 2. Reduce Opening Hours and 3. Community Model: library openings reduced by additional days across the service (21% reduction) and community partner manages the library building</p> <p>Overall Score:</p> <p>Staff Levels: -15.99 FTE From 63.65 to 47.66 FTE Savings: £506,980 Could be offset by community contribution to building</p> <p>Building Cost Savings: up to £72,483</p>	£579,463k (approx)	Staffed hours reduced by 47%. Impact initially mitigated with Open+ in Norbury & Selsdon, so overall opening hours only reduced by 37% across all Croydon Libraries. Commitment to 3 additional Open+ installations at Coulsdon, Purley & Thornton Heath (subject to design). Libraries suggested openings at each site (see chart)	Open days co-ordinated across Croydon; Self service available when unstaffed With Open+ self service in 3 additional libraries, only 21% reduction of overall opening hours. Community Partnership working might improve customer access on the unstaffed days and provide additional activities and events in the building, possible access to library resources, an opportunity to generate income or to provide other services that benefit the community.
	Staff costs (25% reduction) but could be offset by community contribution		
	Building costs (variable up to 100% depending on community model)		
	Benefits	Council have control of savings solution Could provide public access outside of core hours (Open+ or community partner) Future library service development possible	
	Dis benefits	Legal costs for procurement and agreements Time required for procurement Resource required for training (legislation, safeguarding, equalities, universal offers) Service retains IT, stock, some staff and management costs Reduction in number of library staff available; some hours will be unstaffed	
Risk	Unexpected building or security costs in future Possible security issues		

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Staffed hours ONLY

Opening Hours					
Per Week	Current Hours	Option 1 - Close five libraries	Option 2 - Reduce service hours by 21% across	Option 5 - Hybrid – reduction in service hours (one	Option 6 - Hybrid – reduction in service hours (two
ASH	44.5	40.0	24.0	32.0	24.0
BGN	35.5		16.0	16.0	16.0
BRA	44.5		16.0	16.0	16.0
CEN	53.5	40.0	40.0	40.0	40.0
COU	44.5	40.0	24.0	32.0	24.0
NEW	52.5	40.0	32.0	32.0	32.0
NOR	44.5	40.0	24.0	32.0	24.0
PUR	44.5	40.0	24.0	32.0	24.0
SAN	34.5		16.0	16.0	16.0
SEL	44.5	40.0	24.0	32.0	24.0
SHR	44.5		16.0	16.0	16.0
SOU	34.5		16.0	16.0	16.0
THO	44.5	40.0	24.0	32.0	24.0
Total	566.5	320.0	296.0	344.0	296.0
Reduction		43.5%	47.7%	39.3%	47.7%

IT Available Hours					
Per Week	Current Hours	Option 1 - Close five libraries	Option 2 - Reduce service hours by 21% across	Option 5 - Hybrid – reduction in service hours (one	Option 6 - Hybrid – reduction in service hours
ASH	336.0	300.0	180.0	240	180.0
BGN	234.5		105.0	105	105.0
BRA	126.0		45.0	45	45.0
CEN	3535.0	2625.0	2625.0	2625	2625.0
COU	252.0	225.0	135.0	180	135.0
NEW	594.0	450.0	360.0	360	360.0
NOR	336.0	300.0	180.0	240	180.0
PUR	294.0	262.5	157.5	210	157.5
SAN	130.0		60.0	60	60.0
SEL	252.0	225.0	135.0	180	135.0
SHR	252.0		90.0	90	90.0
SOU	260.0		120.0	120	120.0
THO	546.0	487.5	292.5	390	292.5
Total	7,147.5	4,875.0	4,485.0	4,845.0	4,485.0
Reduction		31.8%	37.3%	32.2%	37.3%

Staffed Hours and existing Open+ installations

Opening Hours									
		Option 1 - Close five	Option 1 - Close five	Option 2 - Reduce	Option 2 - Reduce	Option 5 - Hybrid –	Option 5 - Hybrid –	Option 6 - Hybrid –	Option 6 - Hybrid –
	Mitigation	None	Open +	None	Open +	None	Open +	None	Open +
	Current Weekly Hours								
ASH	44.5	40.0	40.0	24.0	24.0	32.0	32.0	24.0	24.0
BGN	35.5			16.0	16.0	16.0	16.0	16.0	16.0
BRA	44.5			16.0	16.0	16.0	16.0	16.0	16.0
CEN	53.5	40.0	40.0	40.0	40.0	40.0	40.0	40.0	40.0
COU	44.5	40.0	40.0	24.0	24.0	32.0	32.0	24.0	24.0
NEW	52.5	40.0	40.0	32.0	32.0	32.0	32.0	32.0	32.0
NOR	44.5	40.0	54.0	24.0	54.0	32.0	54.0	24.0	54.0
PUR	44.5	40.0	40.0	24.0	24.0	32.0	32.0	24.0	24.0
SAN	34.5			16.0	16.0	16.0	16.0	16.0	16.0
SEL	44.5	40.0	54.0	24.0	54.0	32.0	54.0	24.0	54.0
SHR	44.5			16.0	16.0	16.0	16.0	16.0	16.0
SOU	34.5			16.0	16.0	16.0	16.0	16.0	16.0
THO	44.5	40.0	40.0	24.0	24.0	32.0	16.0	24.0	24.0
Total	566.5	320.0	348.0	296.0	356.0	344.0	372.0	296.0	356.0
Reduction		43.5%	38.6%	47.7%	37.2%	39.3%	34.3%	47.7%	37.2%

With potential additional Open+ at 3 sites									
Hours		42	42	90	90	66	66	90	90
Total	566.5	362.0	390.0	386.0	446.0	410.0	438.0	386.0	446.0
Reduction		36.1%	31.2%	31.9%	21.3%	27.6%	22.7%	31.9%	21.3%

IT Available Hours									
		Option 1 - Close five	Option 1 - Close five	Option 2 - Reduce	Option 2 - Reduce	Option 5 - Hybrid –	Option 5 - Hybrid –	Option 6 - Hybrid –	Option 6 - Hybrid –
	Mitigation	None	Open +	None	Open +	None	Open +	None	Open +
	Current Weekly Hours								
ASH	336.0	300.0	300.0	180.0	180.0	240.0	240.0	180.0	180.0
BGN	234.5			105.0	105.0	105.0	105.0	105.0	105.0
BRA	126.0			45.0	45.0	45.0	45.0	45.0	45.0
CEN	3535.0	2625.0	2625.0	2625.0	2625.0	2625.0	2625.0	2625.0	2625.0
COU	252.0	225.0	135.0	135.0	135.0	180.0	180.0	135.0	135.0
NEW	594.0	450.0	450.0	360.0	360.0	360.0	360.0	360.0	360.0
NOR	336.0	404.0	404.0	180.0	404.0	240.0	404.0	180.0	404.0
PUR	294.0	262.5	262.5	157.5	157.5	210.0	210.0	157.5	157.5
SAN	130.0			60.0	60.0	60.0	60.0	60.0	60.0
SEL	252.0	225.0	303.0	135.0	303.0	180.0	303.0	135.0	303.0
SHR	252.0			90.0	90.0	90.0	90.0	90.0	90.0
SOU	260.0			120.0	120.0	120.0	120.0	120.0	120.0
THO	546.0	487.5	487.5	292.5	292.5	390.0	390.0	292.5	292.5
Total	7,147.5	4,979.0	4,967.0	4,485.0	4,877.0	4,845.0	5,132.0	4,485.0	4,877.0
Reduction		30.3%	30.5%	37.3%	31.8%	32.2%	28.2%	37.3%	31.8%

With potential additional Open+ at 3 sites									
Hours		42	42	90	90	66	66	90	90
Total	7147.5	5,021.0	5,009.0	4,575.0	4,967.0	4,911.0	5,198.0	4,575.0	4,967.0
Reduction		29.8%	29.9%	36.0%	30.5%	31.3%	27.3%	36.0%	30.5%

Option 2 (Reduced hours) - Proposed Opening Times							
Central Hub							
Croydon Central Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Open	Closed	Open	Open	Closed
Ashburton Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Open	Closed	Open	Closed
Shirley Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Closed	Open	Closed	Closed
New Addington Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Closed	Closed	Open	Open	Closed
North Hub							
Norbury Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open +	Open	Open +	Open	Open +	Open	Open +
Broad Green Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Closed	Open	Closed	Closed
Thornton Heath Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Open	Closed	Closed	Open	Closed
South Norwood Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Closed	Open	Closed	Closed
South Hub							
Selsdon Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open +	Open	Open +	Open +	Open	Open +
Purley Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Open	Closed	Open	Closed
Sanderstead Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Closed	Open	Closed	Closed
Coulsdon Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Open	Closed	Open	Closed
Bradmore Green Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Closed	Open	Closed	Closed

Option 5 (Hybrid) - Proposed Opening Times							
Central Hub							
Croydon Central Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Open	Closed	Open	Open	Closed
Ashburton Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Closed	Closed	Open	Open	Closed
Shirley Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Closed	Open	Open	Closed	Closed	Closed
New Addington Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Closed	Closed	Open	Open	Closed
North Hub							
Norbury Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open +	Open	Open +	Open	Open +	Open	Open +
Broad Green Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Closed	Open	Closed	Closed
Thornton Heath Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Open	Closed	Open	Open	Closed
South Norwood Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Closed	Open	Closed	Closed
South Hub							
Selsdon Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open +	Open	Open +	Open +	Open	Open +
Purley Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Open	Open	Open	Closed
Sanderstead Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Closed	Open	Closed	Closed
Coulsdon Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Open	Open	Closed	Open	Closed
Bradmore Green Library	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Closed	Open	Closed	Closed

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Cost savings options – measuring savings against service impact

Financial Impact on savings against library operating costs 0 (does not achieve savings) – 5 (achieves savings)

Impact on Library Service to Local Residents 0 (no services) - 5 (current or additional services)

Options	Does it achieve the savings target?	Savings achievable in this financial year	Building running cost reductions	Staff cost reductions (estimated)	IT cost reductions	Stock spend reductions	General operational cost reductions Stationery, supplies etc	Access to Library Building based on 5 days	Access to digital (IT, free internet/WiFi)	Access to browsing physical Books	Access to Activities	Access to space as community hub	Access to staff support			
Measures	£500,000< = Yes, >£500,000 = No	0 = <£100k 1 = £100-200k 2 = £200-300k 3 = £300-400k 4 = £400-500K 5=£500k+	0=0% 1=5% 2=10% 3=15% 4=20% 5=25%	0=0% 4=5% 3=10% 2=15% 1=20% 0=25%	5=0% 4=5% 3=10% 2=15% 1=20% 0=25%	5=0% 4=5% 3=10% 2=15% 1=20% 0=25%	5=0% 4=5% 3=10% 2=15% 1=20% 0=25%	0 = No access 1 = 80%+ (-4 days) 2 = 60%+ (-3 days) 3 = 40%+ (-2 days) 4 = 20%+ (-1 day) 5 = 0% reduction	0 = No access 1 = 80%+ (-4 days) 2 = 60%+ (-3 days) 3 = 40%+ (-2 days) 4 = 20%+ (-1 day) 5 = 0% reduction	0 = No access 1 = 80%+ (-4 days) 2 = 60%+ (-3 days) 3 = 40%+ (-2 days) 4 = 20%+ (-1 day) 5 = 0% reduction	0 = No access 1 = 80%+ (-4 days) 2 = 60%+ (-3 days) 3 = 40%+ (-2 days) 4 = 20%+ (-1 day) 5 = 0% reduction	0 = No access 1 = 80%+ (-4 days) 2 = 60%+ (-3 days) 3 = 40%+ (-2 days) 4 = 20%+ (-1 day) 5 = 0% reduction	0 = No access 1 = 80%+ (-4 days) 2 = 60%+ (-3 days) 3 = 40%+ (-2 days) 4 = 20%+ (-1 day) 5 = 0% reduction	TOTAL	Grand Total	
1 - Not desirable or beneficial	No		4	3	2	2	5	2	18	0	0	0	0	0	0	18
2. Reduce Opening Hours	Yes		5	1	0	5	5	5	21	4	4	4	3	4	3	43
3. Community Managed	No		3	4	2	5	5	2	21	5	5	5	4	5	1	46
4. Outsource	Yes		3	2	4	4	5	4	22	5	5	5	5	5	5	52
5. Reduce Hours (1 day) and No																
			3	2	2	5	5	5	22	5	5	5	4	5	4	50
6. Reduce Hours (2 days) anr Yes																
			5	3	0	5	5	5	23	5	5	5	4	5	3	50

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Agenda Item 8

REPORT TO:	17 May 2021 CABINET
SUBJECT:	FINANCIAL PERFROMANCE REPORT – PERIOD 11 4th May 2021
LEAD OFFICER:	Chris Buss, Interim Director of Finance, Investment And Risk (Section 151 Officer)
CABINET MEMBER:	Councillor Stuart King – Cabinet Member for Croydon Renewal Councillor Callton Young – Cabinet Member for Resources and Financial Governance
WARDS:	ALL
CORPORATE PRIORITY/POLICY CONTEXT: The information in the report make elected members aware of the financial position of the council and give elected members information to help ensure effective management, governance and delivery of the Council’s medium term financial strategy and ensure a sound financial delivery of the 2020/21 in-year budget. This will enable the ambitions for the borough for the remainder of this financial year to be developed, programmed and achieved for the residents of our borough.	
AMBITIONS FOR CROYDON & WHY WE ARE DOING THIS: Strong financial governance and stewardship ensures that the Council’s resources are aligned to enable the priorities, as set out in the Corporate Plan, to be achieved for the residents of our borough and further enables medium to long term strategic planning considerations based on this strong financial foundation and stewardship.	
FINANCIAL IMPACT This report summaries the current draft financial position of the council’s general fund and the impact on the outturn as a result of the continuing demand for services, loss of income and unachieved savings. The report also summaries details of the funding from MHCLG in respect of the pandemic. Period 11 has seen a favourable movement of £1.9m from Period 10 and we are now projecting an overspend of £67.2m.	
The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below	
1. RECOMMENDATIONS	
1.1 Cabinet are asked to note the net projected general fund financial overspend of £67.2m for the full year as at the end of Month 11, February 2021 which includes all projected COVID-19 related expenditure and income of £40.9m , a net decrease of £1.9m from Period 10, see section 3.	

- 1.2 Note that a number of risks may materialise which have been previously reported which would see the variance increase. These include dividends and interest receivable from Brick By Brick (both historic accrued and in-year expectations) of **£20.6m**, and pending external audit verification of assumptions around 2019/20 accounting treatment of MRP and Transformation funding that could impact by **£6.0m**. Should all these risks which total **£26.6m** materialise, which is unlikely, the impact on the current forecast overspend of **£67.2m** is an increased overspend to **£93.8m**, with draft general fund reserves of just **£7.4m**.
- 1.3 Note, the above figures are predicated on forecasts from Month 10 to the year end and therefore could be subject to change. Forecasts are made based on the best available information at the time.
- 1.4 Note that the Spending Control Panel which was set up at the beginning of November 2020 continues to meet on a daily basis. Further details on the outputs of the SCP is provided within section 5.
- 1.5 Note that ELT are to continue to take further immediate action to mitigate spend during the remainder of the financial year, and work with their departments to ensure forecast figures are thoroughly reviewed.

2. EXECUTIVE SUMMARY

- 2.1 This reports sets out the council's current revenue budget projected outturn as at Month 11, February 2021.

3. BACKGROUND

- 3.1 Due to the current Covid-19 pandemic and other underlying financial pressures the council is facing severe financial pressures as a result of additional costs, lost income and unachieved savings. A S114 Notice was issued on the 11 November 2020 as the Council could not deliver a balanced budget this year and a further S114 notice was issued on the 2 December as the budget remained unbalanced. This notice is still in place, however when the Secretary of state confirms the issuing of the capitalization direction the S114 notice will no longer apply, but similar controls on spending will still apply.
- 3.2 This current financial forecast is based on the known position at the time of writing this report. It is still indicative at this time and may alter given the significant uncertainty about the pandemic including the impact of the third Covid lockdown. Along with the continued bad practice in the organisation where purchase orders continue to be raised after goods or services have been received. It is also expected that the economic recovery and continuing associated impact on residents will require significant Council response going forwards, even after the virus has been contained.
- 3.3 MHCLG have been continuing to collate data from Councils on a monthly basis since April to gain a national understanding of the financial impact of COVID-19 on the sector. In the last submission, made at the end of March 2021, the

forecast financial impact for Croydon was a net overspend of **£43.7m** for the General Fund, after receipt of £33.0m government funding which is currently held corporately and the element relating to lost Sales, Fees and Charges will be allocated to departments as part of the year-end closing process once the final submission is made. The £33.0m reflects the confirmed support the Council has received from Government, however the Council is projecting a further £8.9m of Covid Grant support monies within the Monitor.

Table 1 – MHCLG Covid19 return

	Feb 2020 (£,000's)	Mar 2021 (£,000's)	
Additional Expenditure	41,382	40,592	
Unachieved Savings	30,559	22,208	
Lost Income	10,872	13,848	(a)
Gross Total	82,813	76,648	
Grants Received	(32,998)	(32,998)	(b)
Net After Grants	49,815	43,650	

(a) Excludes £22.3m Collection Fund losses on Council Tax / NNDR

(b) Further receipt of Covid-Related Grant funding is expected and included in Table 1

- 3.4 The above MHCLG Covid19 return focuses purely on financial impacts resulting from the pandemic. It does not include other spending pressures that may be occurring which are not directly as a result of the pandemic nor reflects the impact of in-year savings measures approved to help mitigate the current financial forecasts.
- 3.5 The following table shows the latest overall financial forecast for the General Fund taking into account all currently known factors:

Table 2 – Period 11 Projection per Directorate

	Month 10 Forecast Variance (£,000's)	Month 11 Forecast Variance (£,000's)	Change in Month (£,000's)
Childrens's Families and Education	23,219	22,031	-1,188
Exceptional Item - Schools Deficit Closure	4,889	4,889	0
	28,108	26,920	-1,188
Health, Wellbeing and Adults Place	24,236	23,941	-295
Resources	16,683	15,820	-863
	4,806	5,283	477
Departmental Total	73,833	71,965	-1,868
Non-Departmental Items	38,847	38,847	0
Total General Fund	112,680	110,812	-1,868
Corporate Covid-Grants	-41,882	-41,882	0
Net GF Position after Grants	70,798	68,930	-1,868
Savings Programme	-1,700	-1,700	0
	69,098	67,230	-1,868

3.6 The Period 10 forecast had identified **£112.7m** of departmental and corporate service pressures but was offset by **£41.9m** of Covid grant funding and £1.7m of in-year savings initiatives held centrally, resulting in a forecast net General Fund projected overspend of **£69.1m**.

3.7 The latest forecast for Period 11 shows a net forecast overspend of **£67.2m**, a decrease of **£1.9m** on the prior month's forecast. Section 4 of this report sets out a more detailed analysis of the forecast variances by department.

4 DETAIL

4.1 The departmental level forecast outturn position has improved by £1.9m. The most significant of these variances relate to the following:

- Childrens department – Children with Disabilities and Transition - (£1.2m) underspend as a result of a comprehensive review of care packages and payments.
- Place department - projecting additional PCN income of £0.4m, and a further reduction in SEN spend due to the current lockdown.
- Resources – £0.2m staffing pressures, £0.2m pressures in relation to Croydon affordable housing payments.

4.2 There are no movements to report on the Non-Departmental (Corporate) Items

forecasts.

- 4.4 Further Covid grant claims have been submitted. The Council has so far received £33.0m in cash and is projecting a further **£8.9m** in new grant monies by the end of March 2021 which will result in a total Covid Grant income of **£41.9m** being received.

Additional Risks

- 4.9 The forecast General Fund position as set out above is forecasting a £69m overspend. Potential additional risks that could cause the overall position to worsen and are identified in the table below:

Table 3 - Risks

Additional Risks	£'000
BxB Accrued interest	11,380
BxB In-Year Interest	9,200
Minimum Revenue Provision	200
Possible Transformation Funding	5,800
Total	26,580

- 4.10 Should the potential risks identified in the above bullet points materialize, the forecast overspend of **£67.2m** would increase by £26.6m to **£93.8m**.
- 4.11 With unaudited General Fund reserves at £7.4m and having utilized the in-year contingency provision any in-year over-spend will need to be funded by a capitalisation direction from MHCLG. The request for the Capitalisation Direction was submitted to MHCLG on the 15 December 2020 and was received for 2020/21 and 2021/22 for £70m and £50m respectively. Such a capitalisation direction is not “*free money*” but allows the Council to charge the deficit to capital and then incur capital financing costs as part of future years’ revenue charges to finance. Based on current PWLB lending rates and statutory guidance as to the treatment of MRP costs each £10m of capitalisation would cost in the region of **£809k** per year (on a straight line MRP basis). Capital receipts from asset disposals and repayment of Brick by Brick loans will be used to minimise these borrowing costs.

5 Spend Control Panel

- 5.1 The Council set up the Spend Control Panel (SCP) in early November when the first S114 was issued. The purpose of the Spend Control Panel is to administer on behalf of the S151 officer that the spend taking place within the Council continues to meet the S114 criteria as indicated within 4.13.
- 5.2 The Spend Control Panel provides final approval on all expenditure requests including for Recruitment. The Panel has provided exception to Children Social Care and Adult Social care and the S151 officer has delegated this spend to

two the Care Panels as they have a better knowledge of the needs of service users.

- 5.3 Table 4 below provides for details of total spend that has been sent to the SCP since the panel was set up. It also breakdown the total spend that has been approved and rejected as at the end of March 2021.

Table 4 – Spend Control Panel Data

Status	PO	Manual Ad hoc	OTP	MISC	Total
Approved	95,849,604	45,082,094	-	15,402,965	156,334,663
Pending Approval	8,662,144	392,959	-	20,147,007	29,202,110
Total Cancelled	1,877,318	-	350,740	-	2,228,058
Rejected	29,954,198	655,048	32,711	1,065,568	31,707,525
	136,343,264	46,130,101	383,451	36,615,540	219,472,356

- 5.4 Whilst table 4 indicates that the SCP has rejected £31.7m of requests this does not seem to be reflected within the forecasts that are being submitted by the departments. However, there are some genuine explanations for this and these are detailed below

- The table above includes all spend within the Council including Capital and HRA
- Whilst some request may have been rejected initially these could have been re-sent with further supporting evidence and subsequently approved, or indeed rejected a second time.

- 5.5 Had the Spending Control Panel not been in place the impact of some of the rejected items would have seen the projected forecast variance being higher than it is currently forecast.

6 MHCLG Covid Funding

- 6.1 MHCLG have made a number of different funding streams available. A number of these grants are service specific which are not held corporately and accounted for within the services net forecast. These covid grants are in addition to the amounts indicated in Section 3 Table 2. Grants indicated within Table 2 are non-specific and are held corporately, and will be allocated.

- 6.2 The tables below give details of the service specific grants.

Table 5 - Service specific additional Covid support

Service Specific Covid Grants	£'000
Infection control fund for adult social care (tranche 1)	4,121,000
Infection control fund for adult social care (tranche 2)	3,954,000
Test and Trace	1,998,000
Welfare support grant	447,000
Next Steps Accommodation Programme	635,000
Test and trace support grants	338,000
LA compliance & Enforcement grant	218,000
Clinically Extremely Vulnerable Support Grant	195,000
Covid Winter Grant	1,199,000
Cold Weather Payment (housing)	50,000
Contain Outbreak Management Fund	3,094,000
COMF - December tier 2 funding	773,000
Total	17,022,000

Table 6 – Covid Relief Business Grants

Covid Relief Business Grants	£'000
Discretionary Business Grants Fund	3,029,400
Reopening High Streets Safely	341,995
Additional Restrictions Grant.	7,734,200
Local Restrictions Support Grant (Closed)	5,845,518
Total	16,951,113

7. NEXT STEPS

- 7.1 Further grant claims and statistical returns to be collated and submitted as they become due (Covid Return monthly and Sales Fees and Charges claims four-monthly).
- 7.2 Now that the Council has received its confirmation for a Capitalisation Direction Finance will continue to monitor the overall outturn to ensure the overspend does not exceed the allocated amount. The Council has been allocated £70m for capitalisation direction for 2020/21. Finance will provide a detailed year end outturn report once all 20/21 position is closed and all transactions accurately accounted for.
- 7.3 The Spending Control Panel will remain in place as part of the financial control arrangements and details of the work of the panel will be included in the next monthly monitoring report.

8. PRE-DECISION SCRUTINY

- 8.1 The budget has been an agenda item on two recent Scrutiny and Overview Committees. In July the Committee scrutinised the July Financial review and Responding to the Local Government Financial Challenge Cabinet papers and called them back in for further scrutiny in August.

9. LEGAL CONSIDERATIONS

- 9.1 The Head of Litigation and Corporate Law comments on behalf of the interim Director of Law and Governance that the Council is under a statutory duty to ensure that it maintains a balanced budget and to take any remedial action as required in year.
- 9.2 The Council is required by section 151 of the Local Government Act 1972 to make arrangements for the proper administration of its financial affairs. The Council's Chief Finance Officer has established financial procedures to ensure the Council's proper financial administration. These include procedures for budgetary control. It is consistent with these arrangements for Cabinet to receive information about the revenue and capital budgets as set out in this report
- 9.3 The monitoring of financial information is also a significant contributor to meeting the Council's Best Value legal duty and therefore this report complies with that legal duty.

Approved by, Sandra Herbert, Head of Litigation and Corporate Law on behalf of the interim Director of Law and Governance & Deputy Monitoring Officer.

10. HUMAN RESOURCES IMPACT

- 10.1 Any proposals on budget that may have any impact on the workforce would be consulted on in line with agreed formal consultation arrangements with the recognised trade unions and managed through the relevant HR policies and procedures.

Approved by: Sue Moorman, Director of HR

11. EQUALITIES IMPACT

- 11.1 There are no specific issues arising from this report. Equality analysis will need to be undertaken to ascertain the potential impact on staff, service users, vulnerable groups and wider communities groups that share protected characteristics and take actions to mitigate any negative impact as each project is developed and implemented
- 11.2 This current forecast is based on the known position at the time of writing this report. It is indicative at this time and may alter given the significant uncertainty about the pandemic e.g. the risk of a second spike and the ongoing impact on Council services over the medium term. It is expected the economic recovery and continuing associated impact on residents will require significant Council response going forwards, even after the virus has been contained.
- 11.3 The Council will ensure that as part of the process of delivering current and future savings, it will protect the most vulnerable in our communities and ensure when making difficult decisions about funding it maintains an absolute commitment to promoting equality for everyone who lives and works in the Borough

Approved by Yvonne Okiyo, Equalities Manager

12. ENVIRONMENTAL IMPACT

- 12.1 There are no specific issues arising from this report.

13. CRIME AND DISORDER REDUCTION IMPACT

- 13.1 There are no specific issues arising from this report.

14. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 14.1 These are detailed within the report.
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CONTACT OFFICER: Matthew Davis (Deputy Section 151 Officer)

BACKGROUND DOCUMENTS: None

Agenda Item 9

REPORT TO:	CABINET 17 May 2021
SUBJECT:	Fees and Charges 2021-22
LEAD OFFICER:	Chris Buss, Interim Director of Finance, Investment and Risk
CABINET MEMBER:	Councillor Stuart King, Deputy Leader (Statutory) and Cabinet Member for Croydon Renewal
WARDS:	All
SUMMARY OF REPORT:	
<p>This report requests approval by Cabinet of changes to fees and charges that are made in respect of goods and services supplied by the council to the extent that these fall within the authority of the executive to determine. Cabinet should be aware that many regulatory functions have statutory fees which are set or are required to be considered by the relevant regulatory committees as they are precluded from being executive functions. This represents the first phase of an ongoing review of fees and charges in relation to executive functions. Further reports will be brought to Cabinet as the review is concluded.</p>	
POLICY CONTEXT	
<p>Croydon Renewal Priorities</p> <ul style="list-style-type: none">• We will live within our means, balance the books and provide value for money for our residents.• We will focus on tackling ingrained inequality and poverty in the borough. We will follow the evidence to tackle the underlying causes of inequality and hardship, like structural racism, environmental injustice and economic injustice.• We will focus on providing the best quality core service we can afford. First and foremost, providing social care services that keep our most vulnerable residents safe and healthy. And to keep our streets clean and safe. To ensure we get full benefit from every pound we spend, other services in these areas will only be provided where they can be shown to have a direct benefit in keeping people safe and reducing demand. <p>Actively setting fees and charges for some goods and services enables the council to deliver its Croydon Renewal priorities by generating revenue to pay for services, adjusting levels of fees and charges to ensure equality of access, managing demand, and providing services that otherwise would not be affordable given the council's means.</p>	

FINANCIAL IMPACT:

With the cost of providing charged-for goods and services going up due to inflation and other factors, the council needs to increase its charges by an equivalent amount to ensure it still continues to recover its costs. Approval of this schedule of fees and charges will result in an estimated overall increase in the council's anticipated income of £165,515 towards an overall budget target of £1m. This represents the increase needed to ensure proportional cost recovery is maintained in relation to the fees and charges in Appendix 1. This is subject to a number of assumptions and risks set out in the report. Further reports will set out changes to the levels of other fees and charges that will bring the council's income into line with the budget.

KEY DECISION REFERENCE NO.: This is not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out below:

1. RECOMMENDATIONS:

The Cabinet is recommended to

- 1.1 To approve the fees and charges set out in Appendix 1
- 1.2 Note that the charging policy for Adult Social Care has been amended with effect from 12 April 2021 under delegated authority as set out in paragraph 3.13 below.
- 1.3 To note that a report will be brought to Full Council reviewing the process and delegations for setting fees and charges.
- 1.4 To note that work is being undertaken to reconfigure the way fees and charges are presented on the council website so that they are presented in a user-friendly way that ensures they are easy to find in relation to each area of business and that enables customers to progress transactions easily.
- 1.5 To note that further increases to fees and charges will be brought forward for decision as proposals are developed.
- 1.6 To have due regard to the equalities impact assessment at Appendix 2 in making the decisions set out in these recommendations.

2. BACKGROUND

- 2.1 The council provides a wide range of services to residents and businesses. For some of these the council is entitled to make a charge. For others it is not permitted to do so. Reasons for making a charge include:

- There is a statutory charge – for example, planning fees and licensing fees.
 - It is the council's policy to recover its costs in relation to the discretionary or incidental provision of goods or services provided so that they are not funded by the council tax payer – for example, collecting bulk waste from residential premises.
 - It may be the council's policy to partially subsidise a service to encourage take-up (e.g. sports) or to support a policy objective (e.g. bulky waste collections to reduce fly tipping).
 - There is an existing market that would be distorted if the council did not charge the market rate – for example, trade refuse collection – although charges are still subject to the cost recovery basis set out in statute.
- 2.2 Like other businesses, the council's costs are affected by demand and supply factors such as inflation. It is good practice for the council to review its charging policies and the level of charges annually to ensure that they stay relevant and reflect the council's underlying costs.
- 2.3 The council is required to ensure that, taking one year with another, the income from charges does not exceed the costs of provision as this would be contrary to the statutory basis which permits the Council to charge in relation to discretionary or incidental services.

3 METHODOLOGY

- 3.1 This review was carried out by updating the list of fees and charges from the last full review, which was carried out in 2018. The list was also compared with the lists of fees and charges from other councils to ensure it was comprehensive. The updated list in relation to the first phase of this review is attached at Appendix 1. This list does not represent the full range of fees and charges, but only those for which a proposal to increase has been received and a cabinet decision is required.
- 3.2 Cabinet will be aware that many regulatory functions have statutory fees which are set or are required to be considered by the relevant regulatory committees as they are precluded from being Executive functions. Further reports will come forward for decision to the relevant decision makers, as appropriate, as the remainder of the review is concluded.
- 3.3 The decision was taken to treat parking charges separately, and they are excluded from this review. Property rental income is also excluded. Licensing and regulatory related fees are non-executive functions and are reserved for consideration by non-executive committees of the Council. There are also officer delegations in place from the relevant regulatory committees in relation to certain highways charges (skip licences, scaffolding licences etc) and although considered as part of the review are not presented in this report for decision as they are non-executive functions.

- 3.4 The approach sought to collect full information about each fee and charge. In addition to the proposed 2021/22 level of charge, this included the name of the responsible officer, the level of the charge in each of the last two financial years, the volumes of sales, the budget, and importantly, the charging policy and credit policy. The opportunity was also taken to consider whether the charge could be paid easily online.
- 3.5 The proposals concerning the new level of charge for the 2021/22 financial year were discussed with the responsible officers to ensure that the charging policy was appropriate and the level of charge met statutory and policy requirements.

4 ISSUES

- 4.1 The Covid-19 pandemic had significantly affected many of the council's charged-for goods and services in 2020/21, with some activities being stopped completely due to lockdown restrictions. Estimating the demand for these goods and services in 2021/22 is challenging in the circumstances.
- 4.2 The review found that statutory fees and charges were up to date and effectively managed, although it was noted that in some cases the government had not reviewed the charge levels for some years and consequently the charges bore little relation to the costs of delivery, resulting in an unintended subsidy of the activity by the council that it has no power to affect.
- 4.3 There were areas of good practice in which charging policies had been well thought through and pricing calculations were up to date.
- 4.4 The council had no routine arrangements in place for a comprehensive annual review of fees and charges. The last time fees and charges had been comprehensively reviewed was in 2018.
- 4.5 Information about fees and charges on the council's website was in some cases out of date and difficult to find.
- 4.6 Some fees and charges were unnecessarily complicated, requiring manual pricing calculations or applying a sliding scale of charges for relatively small amounts.
- 4.7 Where the policy was to recover the full costs of the service, the calculation determining the price often did not include overheads as it should have, which meant that the council was unintentionally providing a subsidised service.
- 4.8 Information about the volume of sales was not readily available, making it difficult to check whether the budget was in line with [price x quantity of] sales. It was noted that the budget was frequently significantly out of line with actual income. In most cases this was attributed to top-down income target setting not resulting in changes to charging policy or prices that would deliver the

target. It was also found that in some cases budgets were not set up in a way that would enable the financial impact of levels of activity to be monitored.

- 4.9 There is no specific reference to fees and charges in the council's financial regulations and separate provisions are made in the departmental schemes of delegation for some matters but not all. In many cases officers were unclear about where the authority to change the charging policy or prices resided and what standards to apply. There are existing delegations of authority to officers from council committees to make the decisions in some areas.
- 4.10 There were some difficulties experienced in obtaining the information needed for the review internally.
- 4.11 Analysis of the coding of income suggests that in some areas income is miscoded – i.e. the actual receipts are not attributed against an income budget.
- 4.12 This report recommends a range of actions to address these issues.
- 4.13 The charging policy for Adult Social Care has been amended with effect from 12 April 2021 under delegated authority to ensure allowances used in the calculation of charges are in line with those as set out in the Department of Health Local Authority Circular 2021/22 - <https://www.gov.uk/government/publications/social-care-charging-for-local-authorities-2021-to-2022/social-care-charging-for-care-and-support-local-authority-circular-lacdhsc20211>. This ensures that those benefiting from the changes will receive them straight away. Under the Care Act, where a local authority has a full charging policy, following a Care Act assessment there is a statutory duty to undertake a financial assessment to identify the level of contribution to their care a resident must make. There are various allowance and discretions that can be applied on a case-by-case basis to ensure there is a fair and appropriate client contribution. An allowance is an amount of income that is ignored when calculating how much someone should pay towards the cost of their care. In relation to non-residential care costs there is a "Minimum Income Guarantee" (MIG) level. Under the Care Act 2014, charges must not reduce people's income below a certain amount but local authorities can allow people to keep more of their income if they wish. This amount is known as the MIG. The change made is to discount the additional premium of £19.70 per week for anyone in receipt of Enhanced Disability Premium or who would be if they were in receipt of income support. Each case is being reviewed individually and qualifying residents will be notified in writing of any change to their contributions.

5 PRINCIPLES

- 5.1 The following principles have been applied in developing charging policies and setting recommended price levels:
- Charging policy will be one of the following:

Charging Policy	Description
Statutory	The price or price formula is determined by the government
Full cost recovery	The price is set to fully recover direct costs and overheads of the services or goods provided
Subsidised	The price is set at a level below full cost recovery for policy reasons
Market price	The price is determined by the market (although the council is constrained to a maximum of full cost recovery)

- Charging policies should be reviewed and the level of income maximised in each case within the statutory and policy constraints.
- All new opportunities to charge for council goods and services should be identified and put into effect.
- At the very least there should be an annual inflation increase in prices to reflect the underlying increase in the costs of providing the goods or services. Inflation will be calculated at 2% per annum. For example, in cases in which there has been no increase since 2018, the increase will therefore be 6%.
- It is recognised that some prices are statutory and cannot be changed.
- Consideration should be given to whether the volume of sales could be influenced to increase or decrease in each case to improve the overall position.
- Full cost recovery means that the price should factor in direct costs, indirect costs such as management, training etc., and central overheads such as HR and Legal. Where this has not been the case the price will be adjusted accordingly.
- Pricing structures should be simple. Requirement for complex calculation or costing should be removed wherever possible.
- Charges should be 'price pointed' – i.e. rounded to a figure that is easy to remember for customers and to administer. This reflects private sector practice and meets customer expectations.
- There should be transparency concerning charges and the reason for any subsidy. Standard fees and charges should be published on the council's web site.
- Fees and charges should be collected in advance or at point of sale wherever possible. The council should not offer credit terms (i.e. issue a 30 day invoice after the service has been provided) unless this is required by law or there is a competitive market that operates on that basis.

6 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

6.1 Revenue and Capital consequences of report recommendations

6.1.1 The following table shows the value of fees and charges income by department excluding Parking, Education Department charges to Schools, Community Equipment Service, and Corporate Property rental income. These are excluded because the process for setting these charges is different.

6.1.2 The 2020/21 outturn is not yet available. It is expected to show very significant shortfalls in income from fees and charges in most areas due to the impact of the Covid19 pandemic. The outturn figures would not, therefore, provide a helpful comparison in relation to expectations for 2021/22 [however it should be noted that 75% of non-commercial income losses are recoverable from government Covid19 grant]. The table instead includes the 2019-20 outturn, which should offer a closer comparison.

Department	2019/20 Actual	2020/21 Budget	2021/22 Budget
	£m	£m	£m
Place (excluding parking income and corporate property rental income)	21.005	16.284	14.703
CFE (excluding income from schools)	0.183	0.226	0.226
HWA	52.864	46.353	48.859
Resources (excluding community equipment service)	7.305	3.998	5.246
Income from Fees and Charges	81.357	66.861	69.034

6.1.3 The table shows that the budgeted income for 2021-22 is set considerably below the level of income achieved for 2019-20 in most areas. While this may mean that budgets are generally set too low, it is not possible yet to draw that conclusion. At this stage of the process there is a low level of confidence in the accuracy of the budgeted figures as well as the accuracy of the outturn figures.

6.1.4 Analysis at a more detailed level shows significant variances in some areas. This may simply be due to budget alignment and miscoding, but it may also be due to genuine variances between budgets and actuals that potentially pose a risk to the council's budget position. A full review of these income budgets is required to ensure that the budget is robust and forecasting can be relied upon.

- 6.1.5 At a product line level, it is rarely the case that there is a one-to-one mapping with the income code. In the absence of data about sales volumes, which has proven very difficult to obtain, it has not been possible to conclude the review and further work is required that will be reported to Cabinet at a future date.
- 6.1.6 Further factors that will determine the level of sales are set out in the section on risk below, and these also may lead to significant changes in the levels of income received.
- 6.1.7 An overall increase of £2.173m is noted between 2020/21 and 2021/22 budgets. This represents an expected increase of 3.249% overall. However, this is principally the net result of changes to services.
- 6.1.8 Price increases shown in Appendix 1 will have a further effect on actual income as summarised in the following table, and further reports will be brought to Cabinet recommending changes to price levels in respect of other charges that will also increase income:

Summary of Appendix 1 Increases by Service and Product					
Department	Service	Income Budget (£)	Average Increase (%)	Increase in Income (£)	Notes
Resources	Legal & Democratic Services (Elections)	0	100	0	These products have to be available by statute but have low or nil demand
Resources	Address Management - street naming and numbering	161,000	4	6,440	Some charges increased by more than 4%
HWA	Adults - Telecare	Not available	2	10,000 (estimated)	Budget covers wider range of activity
HWA	Adults – Deferred Payment Agreement	Not available	2	10,000 (estimated)	Budget covers wider range of activity
HWA	Registrars	856,000	1.5	12,840	
HWA	Bereavement Services	2,733,000	1.5	40,995	
Place	Waste Management	506,000	7	35,420	
Place	Sports & Greenspaces	200,000	15	30,000	
Place	Community Safety & Protection - Auctions	Not available	1.19	0 (estimated)	Budget covers wider range of activity for which increases are subject to delegated decision arrangements
Children, Families and Education	Support to schools – non education services	Not available	2.5	20,000 (estimated)	Budget covers wider range of activity

6.2 Risks

6.2.1 The most significant risk facing the council in relation to fees and charges is the ongoing impact of Covid19. In financial year 2020/21 the council's income was significantly reduced by Covid19 due to closure of council operations such as leisure and sports facilities, libraries, and reduction in demand for council services – e.g. planning, enforcement, licensing. The council received compensation from the government for this loss of income in the form of grant income in 2020/21 at 75% of losses but whether there will be further compensation announced for 2021/22 is not known. It is not clear what the impact of Covid19 on council fees and charges will be in 2021/22 as this will be contingent upon government decisions about lockdown restrictions and the rate at which infection reduces due to the vaccination programme.

- 6.2.2 Income from fees and charges is also subject to risk in relation to other national and local demand factors (e.g. the buoyancy of the local economy) as well as supply factors such as the level of cost inflation.
- 6.2.3 Government decisions concerning the level of statutory charges also represent a threat to income levels, particularly when there is no annual uplift to ensure charges keep pace with costs.

Approved by: Matt Davis, Deputy Section 151 Officer

7 LEGAL CONSIDERATIONS

- 7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that where the relevant statute sets out a fee or charge for the service in question, the Council does not have a discretion to alter that and nothing within this report will permit such a change.
- 7.2 Where the Council is providing a statutory service which the Council is mandated to provide or which the Council has a duty to provide, this is not subject to an authority to charge unless this is set out in the relevant statute and according such matters are not covered by this report or any associated charging policy.
- 7.3 There are specific powers to charge for services detailed throughout local government legislation, for example section 19 of the Local Government (Miscellaneous Provisions) Act 1976 permits charging for the use of leisure and recreational facilities and section 38 of the 1976 Act permits entering into agreements with other persons to make full use of local authority computers and equipment. However those provisions are subject to parameters which the council is required to adhere to in charging for such matters.
- 7.4 The Local Government Act 2003 (“the 2003 Act”) introduced a general power to charge for the provision of any discretionary service. The discretionary charging powers do not apply to services which an authority is mandated or has a duty to provide. However, councils can charge for discretionary services (that is, services they have power to provide but are not obliged or have a duty to provide by law). In order to do so, the recipient of the discretionary service must have agreed in advance, to pay for the provision of such services. The 2003 Act power cannot be used where charging is prohibited or where another specific charging regime applies. Charging is limited to cost recovery and statutory guidance published in 2003 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/8310/151291.pdf outlines how costs and charges should be established and that guidance remains in force. In setting the proposed fees, the Council is required to have regard to this guidance.
- 7.5 A local authority may be able to rely on the subsidiary powers under section 111 of the LGA 1972 to authorise the provision of a service to facilitate the discharge of a specific function. If reliance were to be placed on this power, it

would be necessary to be satisfied that the function in question is incidental to the discharge of statutory functions of the Council. Where this is established, the local authority may charge under section 93 for that function-related service.

- 7.6 This power in relation to incidental services is subject to the restriction in S 93 that it cannot be used to raise income – i.e. you could not use it to generate a profit, but could rely on it to charge equivalent to the costs of provision of the “service” which is incidental to the statutory function.
- 7.7 In relation to utilisation of the general power of competence in the Localism Act 2011 (“LA 2011”), these charging provisions follow, very closely, the requirements of the 2003 Act to allow local authorities to charge up to full cost recovery for discretionary services. These provisions operate alongside rather than replace the Local Government Act 2003 powers.
- 7.8 The power to charge under the LA 2011 is subject to a duty to secure that, taking one financial year with another, the income from charges does not exceed the costs of provision. As with the 2003 Act powers, charging for things done in exercise of the General Power of Competence is not a power to make a profit from those activities.
- 7.9 In relation to fees pertaining to Allotments, the Council must ensure that the relevant statutory provisions pertaining to the Allotment Acts are complied with, in particular in relation to Section 10 of the Allotment Act 1950.
- 7.10 With regard to the Edited Electoral Register the Council must ensure that the provisions of the Representation of the People (England & Wales) Regulations (RPR) 2001 - which set out, among other matters, the fees which may be charged regarding the edited register - are complied with.
- 7.11 Finally, where the introduction of new/altered fees or charges requires consultation and/or engagement with affected users to have been undertaken prior to the proposed changes, officers will need to have satisfied themselves that the appropriate actions have been taken prior to bringing forward these proposals for members’ consideration. Where notice or publication of changes to charges is required in respect of any fees/charges under specific legislative or common law requirements, officers will ensure that the appropriate notices have been published in accordance with the relevant requirements.

Approved by Sandra Herbert, Head of Litigation and Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer

8 HUMAN RESOURCES IMPACT

- 8.1 None.

9 EQUALITIES IMPACT

- 9.1 See attached equalities impact assessment at Appendix 2.
- 9.2 The charging policy for adult social care is the subject of a separate report and equality analysis and is out of scope for this report. Parking charges are also subject to separate analysis and decision-making, and out of scope for this report.
- 9.3 The fees and charges in Appendix 1 represent approximately one third of the total range of fees and charges the council makes. Further reports will be brought forward to Cabinet or through the relevant decision-making committees to deal with the remainder.
- 9.4 Where charges increase above the underlying wage inflation this may have a negative impact where the protected characteristic is associated with low income levels. However, there are no instances of this except for where prices are increased to 'catch up' when they have not previously been increased since 2018.
- 9.5 The key point in relation to the increases in fees and charges set out in this report is that the increases relate to inflation and are therefore neutral in terms of their effects upon protected groups.

Approved by: Yvonne Okiyo, Equalities Manager

10 ENVIRONMENTAL IMPACT

- 10.1 None

11 CRIME AND DISORDER REDUCTION IMPACT

- 11.1 None

12 DATA PROTECTION IMPLICATIONS

12.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

YES – The processing of fees and charges involves the processing of customer data such as name, address, and the service required by the customer.

12.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

NO - not required as the arrangements for processing personal data in relation to fees and charges are not directly under review as a result of this report. Any process change resulting from the recommendations will be subject to a DPIA and the results will be reported as part of the decision-making process.

CONTACT OFFICER:	Chris Buss, Interim Director of Finance, Investment and Risk
APPENDICES TO THIS REPORT:	Appendix 1 – Croydon Council Fees and Charges 2021/22 Appendix 2 – Equality Analysis
BACKGROUND DOCUMENTS:	None

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Croydon Council Fees and Charges 2021/22

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Resources	Legal & Democratic Services	Edited Electoral Register - Street Index	Full cost recovery	15.00	15.00	No	No	Increase	30.00	100	Payment in advance
Resources	Legal & Democratic Services	Edited Electoral Register - Ward maps £25	Full cost recovery	15.00	15.00	No	No	Increase	30.00	100	Payment in advance
Resources	Address Management	Street Naming and Numbering - Basic fee including first unit of development	Full cost recovery	250.00	250.00	No	No	Increase	260.00	4	Payment in advance
Resources	Address Management	Street Naming and Numbering - Each additional unit up to 20	Full cost recovery	50.00	50.00	No	No	Inflation increase (no increase for 5 previous years) and pricepoint	55.00	10	Payment in advance
Resources	Address Management	Street Naming and Numbering - Each additional unit over 20	Full cost recovery	35.00	35.00	No	No	Inflation increase (no increase for 5 previous years) and pricepoint	40.00	14.29	Payment in advance
Resources	Address Management	Street Naming and Numbering - Building Name (as part of new development)	Full cost recovery	250.00	250.00	No	No	Inflation increase (no increase for 5 previous years) and pricepoint	260.00	4	Payment in advance
Resources	Address Management	Street Naming and Numbering - Street Name	Full cost recovery	500.00	500.00	No	No	Inflation increase (no increase for 5 previous years) and pricepoint	520.00	4	Payment in advance

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Resources	Address Management	Street Naming and Numbering - Renaming and renumbering: Building Name	Full cost recovery	250.00	250.00	No	No	Inflation increase (no increase for 5 previous years) and pricepoint	260.00	4	Payment in advance
Resources	Address Management	Street Naming and Numbering - Renaming and renumbering: Per Unit	Full cost recovery	250.00	250.00	No	No	Inflation increase (no increase for 5 previous years) and pricepoint	260.00	4	Payment in advance
HWA	Adults	ADULT SERVICES - TELECARE SERVICE - Weekly Charges - Careline Safe At Home	Subsidised	13.43	13.70	No	No	Inflation	13.97	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - TELECARE SERVICE - Weekly Charges - Telecare System - 1 Device	Subsidised	26.93	27.47	No	No	Inflation	28.02	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - TELECARE SERVICE - Weekly Charges - Telecare System - 2 Devices	Subsidised	40.41	41.22	No	No	Inflation	42.04	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - TELECARE SERVICE - Weekly Charges - Telecare System - 3 Devices	Subsidised	53.86	54.94	No	No	Inflation	56.04	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - TELECARE SERVICE - Weekly Charges - Additional Sensor	Subsidised	3.00	3.00	No	No	Inflation	3.06	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - CROYDON CARELINE ALARM SERVICE - Standard Service - weekly	Subsidised	6.91	8.05	No	No	Inflation	8.21	2.0	Payment in advance

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HWA	Adults	ADULT SERVICES - CROYDON CARELINE ALARM SERVICE - Pension Credit /Income - weekly	Subsidised	3.83	4.91	No	No	Inflation	5.00	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - CROYDON CARELINE ALARM SERVICE - Additional Pendants - weekly	Subsidised	0.91	0.93	No	No	Inflation	0.95	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - CROYDON CARELINE ALARM SERVICE - Additional Sensor - weekly	Subsidised	N/A	3.00	No	No	Inflation	3.06	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - CROYDON CARELINE ALARM SERVICE - Standard Service - quarterly	Subsidised	89.83	104.63	No	No	Inflation	106.72	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - CROYDON CARELINE ALARM SERVICE - Pension Credit /Income - quarterly	Subsidised	49.79	63.79	No	No	Inflation	65.06	2.0	Payment in advance
HWA	Adults	ADULT SERVICES - Setting up a Deferred Payment Agreement (DPA) - One off set up fee - Land registry search*	Full cost recovery	3.00	3.00		No	Inflation	3.06	2.0	Deferred Payment
HWA	Adults	ADULT SERVICES - Setting up a Deferred Payment Agreement (DPA) - One off set up fee - Legal fees: this covers the cost of placing the charge on a property and may change as this is set by the solicitor not LBC	Full cost recovery	674.40	654.00		No	Inflation	660.00	0.9	Deferred Payment

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HWA	Adults	ADULT SERVICES - Setting up a Deferred Payment Agreement (DPA) - One off set up fee - Staff costs: 15 hours work for an officer to initiate, set up and complete all the tasks required	Full cost recovery	280.00	285.60		No	Inflation	291.31	2.0	Deferred Payment
HWA	Adults	ADULT SERVICES - Setting up a Deferred Payment Agreement (DPA) - One off set up fee - Property valuation: this charge may vary as it is set by the district valuers office	Full cost recovery	570.00	570.00		No	Inflation	581.4	2.0	Deferred Payment
HWA	Adults	ADULT SERVICES - In year cost of maintaining a DPA - charged annually - Staff costs: 2 hours staff time, every quarter to monitor, re-evaluate and carry out necessary sustainability tasks	Full cost recovery	149.33	152.32		No	Inflation	155.36	2.0	Deferred Payment
HWA	Adults	ADULT SERVICES - In year cost of maintaining a DPA - charged annually - Property valuation: only when debt reaches 50% of equity or the unforeseen need for an in-depth review of the DPA's sustainability	Full cost recovery	570.00	570.00		No	Inflation	581.4	2.0	Deferred Payment
HWA	Adults	ADULT SERVICES - In year cost of maintaining a DPA - charged annually - Land registry search	Full cost recovery	3.00	3.00		No	Inflation	3.06	2.0	Deferred Payment

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
HWA	Adults	ADULT SERVICES - Closing down of a DPA - Staff costs: 2 hours work for an officer to initiate, set up and complete all the tasks required	Full cost recovery	37.33	38.08		No	Inflation	38.84	2.0	Deferred Payment
HWA	Registrars	Citizenship Ceremony Fees - Private + £80 from Home Office	Market price	100.00	120.00	TBC	No	Inflation	122.00	1.7	Payment at point of sale
HWA	Registrars	Offsite Wedding Fees - weekday	Market price	400.00	410.00	TBC	100	Inflation	416.00	1.5	Payment in advance
HWA	Registrars	Offsite Wedding Fees - Saturday	Market price	520.00	535.00	TBC	100	Inflation	543.00	1.5	Payment in advance
HWA	Registrars	Offsite Wedding Fees - Sunday & Bank Holiday	Market price	575.00	590.00	TBC	100	Inflation	599.00	1.5	Payment in advance
HWA	Registrars	Offsite Wedding Fees - Easter Sunday, New Years Day	Market price	630.00	650.00	TBC	100	Inflation	660.00	1.5	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Mon-Thurs Arnhem Room	Market price	220.00	225.00	TBC	100	Inflation	228.00	1.3	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Mon-Thurs Clocktower Room	Market price	245.00	255.00	TBC	100	Inflation	259.00	1.6	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Fri Arnhem Room	Market price	245.00	255.00	TBC	100	Inflation	299.00	17.3	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Fri - Clocktower Room	Market price	270.00	280.00	TBC	100	Inflation	284.00	1.4	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Sat - Arnhem	Market price	270.00	280.00	TBC	100	Inflation	284.00	1.4	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Sat Clocktower	Market price	325.00	335.00	TBC	100	Inflation	340.00	1.5	Payment in advance

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HWA	Registrars	Marriage Ceremony in Town Hall Sunday Arnhem	Market price	325.00	340.00	TBC	100	Inflation	345.00	1.5	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Sunday Clocktower	Market price	375.00	390.00	TBC	100	Inflation	400.00	2.6	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Easter Sunday, New Year's Day - Arnhem	Market price	425.00	440.00	TBC	100	Inflation	447.00	1.6	Payment in advance
HWA	Registrars	Marriage Ceremony in Town Hall Easter Sunday, New Year's Day - Clocktower	Market price	475.00	500.00	TBC	100	Inflation	508.00	1.6	Payment in advance
HWA	Registrars	Final Chat for marriage or civil partnership	Market price	50.00	55.00	TBC	No	Inflation	56.00	1.8	Payment in advance
HWA	Registrars	Booking fee to hold time and date for ceremony in diary for Town Hall	Market price	30.00	35.00	TBC	No	Inflation	36.00	2.9	Payment in advance
HWA	Registrars	Admin fee for change of booking, venue, date	Market price	30.00	35.00	TBC	No	Inflation	36.00	2.9	Payment in advance
HWA	Bereavement Services	PURCHASE OF EXCLUSIVE BURIAL RIGHTS - 50 YR'S - NEW GRAVES - GREENLAWNS MEMORIAL PARK - Grave – Muslim	Market price	3,520.00	3,626.00	No	No	Inflation	3,680.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF EXCLUSIVE BURIAL RIGHTS - 50 YR'S - NEW GRAVES - GREENLAWNS MEMORIAL PARK - Muslim Grave – Non Resident Supplement	Market price	3,520.00	3,626.00	No	No	Inflation	3,680.00	1.5	30 day invoice

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HWA	Bereavement Services	PURCHASE OF EXCLUSIVE BURIAL RIGHTS - 50 YR'S - NEW GRAVES - GREENLAWNS MEMORIAL PARK - Grave – General (Border or Non – border)	Market price	3,520.00	3,626.00	No	No	Inflation	3,680.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF EXCLUSIVE BURIAL RIGHTS - 50 YR'S - NEW GRAVES - GREENLAWNS MEMORIAL PARK - Non-resident supplement for General grave purchase	Market price	3,520.00	3,626.00	No	No	Inflation	3,680.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF EXCLUSIVE BURIAL RIGHTS - 50 YR'S - NEW GRAVES - GREENLAWNS MEMORIAL PARK - Cremation Plot – Rest Park	Market price	1,581.00	1,628.00	No	No	Inflation	1,652.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF RECLAIMED BURIAL RIGHTS - 50 YRS - MITCHAM ROAD CEMETERY - Grave capacity 3	Market price	1,989.00	2,049.00	No	No	Inflation	2,080.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF RECLAIMED BURIAL RIGHTS - 50 YRS - MITCHAM ROAD CEMETERY - Grave capacity 2	Market price	1,836.00	1,891.00	No	No	Inflation	1,919.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF RECLAIMED BURIAL RIGHTS - 50 YRS - MITCHAM ROAD CEMETERY - Grave capacity 1	Market price	1,683.00	1,733.00	No	No	Inflation	1,759.00	1.5	30 day invoice

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
HWA	Bereavement Services	NON - RESIDENT GRAVE SUPPLEMENT - MITCHAM ROAD CEMETERY - Grave capacity 3	Market price	1,989.00	2,049.00	No	No	Inflation	2,080.00	1.5	30 day invoice
HWA	Bereavement Services	NON - RESIDENT GRAVE SUPPLEMENT - MITCHAM ROAD CEMETERY - Grave capacity 2	Market price	1,836.00	1,891.00	No	No	Inflation	1,919.00	1.5	30 day invoice
HWA	Bereavement Services	NON - RESIDENT GRAVE SUPPLEMENT - MITCHAM ROAD CEMETERY - Grave capacity 1	Market price	1,683.00	1,733.00	No	No	Inflation	1,759.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF RECLAIMED BURIAL RIGHTS - 50 YRS - QUEENS ROAD CEMETERY - Grave capacity 3	Market price	1,989.00	2,049.00	No	No	Inflation	2,080.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF RECLAIMED BURIAL RIGHTS - 50 YRS - QUEENS ROAD CEMETERY - Grave capacity 2	Market price	1,836.00	1,891.00	No	No	Inflation	1,919.00	1.5	30 day invoice
HWA	Bereavement Services	PURCHASE OF RECLAIMED BURIAL RIGHTS - 50 YRS - QUEENS ROAD CEMETERY - Grave capacity 1	Market price	1,683.00	1,733.00	No	No	Inflation	1,759.00	1.5	30 day invoice
HWA	Bereavement Services	NON - RESIDENT GRAVE SUPPLEMENT - QUEENS ROAD CEMETERY - Grave capacity 3	Market price	1,989.00	2,049.00	No	No	Inflation	2,080.00	1.5	30 day invoice

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
HWA	Bereavement Services	NON - RESIDENT GRAVE SUPPLEMENT - QUEENS ROAD CEMETERY - Grave capacity 2	Market price	1,836.00	1,891.00	No	No	Inflation	1,919.00	1.5	30 day invoice
HWA	Bereavement Services	NON - RESIDENT GRAVE SUPPLEMENT - QUEENS ROAD CEMETERY - Grave capacity 1	Market price	1,683.00	1,733.00	No	No	Inflation	1,759.00	1.5	30 day invoice
HWA	Bereavement Services	INTERMENT – PURCHASED, UNPURCHASED, RECLAIMED GRAVES - ALL CEMETERIES - Depth for 1 or 2 burials	Market price	1,067.00	1,099.00	No	No	Inflation	1,116.00	1.5	30 day invoice
HWA	Bereavement Services	INTERMENT – PURCHASED, UNPURCHASED, RECLAIMED GRAVES - ALL CEMETERIES - Depth for 3 burials – all graves	Market price	1,418.00	1,460.00	No	No	Inflation	1,482.00	1.5	30 day invoice
HWA	Bereavement Services	INTERMENT – PURCHASED, UNPURCHASED, RECLAIMED GRAVES - ALL CEMETERIES - Additional fee for each additional depth	Market price	332.00	342.00	No	No	Inflation	347.00	1.5	30 day invoice
HWA	Bereavement Services	INTERMENT – PURCHASED, UNPURCHASED, RECLAIMED GRAVES - ALL CEMETERIES - Additional fee for each casket/Italian or last Supper coffin	Market price	469.00	483.00	No	No	Inflation	490.00	1.4	30 day invoice

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HWA	Bereavement Services	INTERMENT – PURCHASED, UNPURCHASED, RECLAIMED GRAVES - ALL CEMETERIES - Non-resident supplement (ALL GRAVES TYPES)	Market price	439.00	452.00	No	No	Inflation	459.00	1.5	30 day invoice
HWA	Bereavement Services	INTERMENT – PURCHASED, UNPURCHASED, RECLAIMED GRAVES - ALL CEMETERIES - Cremated Remains	Market price	224.00	231.00	No	No	Inflation	235.00	1.7	30 day invoice
HWA	Bereavement Services	GRAVES/PLOTS FOR CREMATED REMAINS (50 YEARS) - Mitcham Rd – Reclaimed Graves for cremated remains	Market price	1,030.00	1,061.00	No	No	Inflation	1,077.00	1.5	30 day invoice
HWA	Bereavement Services	GRAVES/PLOTS FOR CREMATED REMAINS (50 YEARS) - Queens Rd – Reclaimed Graves for cremated remains	Market price	1,030.00	1,061.00	No	No	Inflation	1,077.00	1.5	30 day invoice
HWA	Bereavement Services	GRAVES/PLOTS FOR CREMATED REMAINS (50 YEARS) - Greenlawns – Rest Park	Market price	1,581.00	1,628.00	No	No	Inflation	1,652.00	1.5	30 day invoice
HWA	Bereavement Services	GRAVES/PLOTS FOR CREMATED REMAINS (50 YEARS) - Interment of Cremated Remains in any of the above	Market price	224.00	231.00	No	No	Inflation	235.00	1.7	30 day invoice
HWA	Bereavement Services	OTHER INTERMENT CHARGES - Burial taking place at or after 3.00pm Monday to Friday	Market price	383.00	394.00	No	No	Inflation	400.00	1.5	30 day invoice

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HWA	Bereavement Services	OTHER INTERMENT CHARGES - Use of Burial/Crem Chapel for Service (includes use of Organ, Organist Fee & recorded music facilities, per ½ hour or part thereof).	Market price	306.00	320.00	No	No	Inflation	325.00	1.6	30 day invoice
HWA	Bereavement Services	OTHER INTERMENT CHARGES - Use of Crematorium Chapel for double service or overrun into next period (second ½ hour or part thereof)	Market price	306.00	320.00	No	No	Inflation	325.00	1.6	30 day invoice
HWA	Bereavement Services	OTHER INTERMENT CHARGES - Cremated remains burial after 4 p.m.	Market price	194.00	200.00	No	No	Inflation	203.00	1.5	30 day invoice
HWA	Bereavement Services	MONUMENTS - Right to place memorial for 20 y'rs – (excludes permit fee) - All grave types at Mitcham Rd and Queen's Rd Cemeteries	Market price	311.00	320.00	No	No	Inflation	325.00	1.6	30 day invoice
HWA	Bereavement Services	MONUMENTS - Right to place memorial for 20 y'rs – (excludes permit fee) - All graves at Greenlawns sold on or before 31st March 2005	Market price	311.00	320.00	No	No	Inflation	325.00	1.6	30 day invoice
HWA	Bereavement Services	Permit Fees - Mitcham Rd & Queens Rd Cemeteries - All graves	Market price	143.00	147.00	No	No	Inflation	149.00	1.4	30 day invoice
HWA	Bereavement Services	Permit Fees - All graves at Greenlawns sold on or before 31st March 2005	Market price	143.00	147.00	No	No	Inflation	149.00	1.4	30 day invoice
HWA	Bereavement Services	Permit Fees - Add inscription to existing memorial	Market price	112.00	115.00	No	No	Inflation	117.00	1.7	30 day invoice

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HWA	Bereavement Services	Permit Fees - Moulding single grave space	Market price	122.00	126.00	No	No	Inflation	128.00	1.6	30 day invoice
HWA	Bereavement Services	Permit Fees - Turfing single grave space	Market price	122.00	126.00	No	No	Inflation	128.00	1.6	30 day invoice
HWA	Bereavement Services	CREMATION FEES - Adult service at or before 10.00am OR any other time of day up to 4.00pm Mon to Fri and not requiring a ceremony or use of Organ (i.e. No Service)	Market price	663.00	683.00	No	No	Inflation	693.00	1.5	30 day invoice
HWA	Bereavement Services	CREMATION FEES - Adult service after 10.00am. up to and including 4.00pm (Mon to Fri)	Market price	857.00	883.00	No	No	Inflation	896.00	1.5	30 day invoice
HWA	Bereavement Services	CREMATION FEES - Additional Fee for service after 4pm	Market price	204.00	210.00	No	No	Inflation	213.00	1.4	30 day invoice
HWA	Bereavement Services	CREMATION FEES - Direct Cremation	Market price	383.00	275.00	No	No	Inflation	280.00	1.8	30 day invoice
HWA	Bereavement Services	CREMATION FEES - Saturday morning cremation fee	Market price	1,173.00	1,208.00	No	No	Inflation	1,226.00	1.5	30 day invoice
HWA	Bereavement Services	OTHER CREMATION FEES - Burial of Cremated Remains in Cremation Plot	Market price	224.00	231.00	No	No	Inflation	235.00	1.7	30 day invoice
HWA	Bereavement Services	OTHER CREMATION FEES - Temporary Retention of Cremated Remains: 1st Month nil, then mthly	Market price	18.50	19.00	No	No	Inflation	20.00	5.3	Payment at point of sale
HWA	Bereavement Services	OTHER CREMATION FEES - Certified Copy of Cremation Register Entry	Market price	20.50	21.00	No	No	Inflation	22.00	4.8	Payment at point of sale
HWA	Bereavement Services	OTHER CREMATION FEES - Scattering Cremated Remains from other Crematoria	Market price	92.00	95.00	No	No	Inflation	97.00	2.1	Payment at point of sale

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HWA	Bereavement Services	MISCELLANEOUS - Transfer of Grave Rights (Per transfer)	Market price	78.00	80.00	Yes	No	Inflation	81.00	1.3	Payment at point of sale
HWA	Bereavement Services	MISCELLANEOUS - Genealogy Searches, per name, if completed by Cemeteries Staff	Market price	59.00	61.00	Yes	No	Inflation	62.00	1.6	Payment at point of sale
HWA	Bereavement Services	MISCELLANEOUS - Genealogy Searches, use of room, access to books: per hr or part thereof	Market price	59.00	61.00	Yes	No	Inflation	62.00	1.6	Payment at point of sale
HWA	Bereavement Services	CREMATORIUM MEMORIALS - COLUMBARIA RECORDIA FOR 15 YEARS - New 4 line	Market price	492.00	507.00	Memorial - No. Lease - Yes	No	Inflation	515.00	1.6	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - COLUMBARIA RECORDIA FOR 15 YEARS - Renewal of 2 line for 15 years	Market price	244.00	251.00	Memorial - No. Lease - Yes	No	Inflation	255.00	1.6	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - COLUMBARIA RECORDIA FOR 15 YEARS - Renewal of 2 line for 1 year	Market price	39.00	40.00	Memorial - No. Lease - Yes	No	Inflation	41.00	2.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - COLUMBARIA RECORDIA FOR 15 YEARS - Renewal of 4 line for 15 years	Market price	362.00	373.00	Memorial - No. Lease - Yes	No	Inflation	379.00	1.6	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - COLUMBARIA RECORDIA FOR 15 YEARS - Renewal of 4 line for 1 year	Market price	43.00	44.00	Memorial - No. Lease - Yes	No	Inflation	48.50	10.2	Payment in advance

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL LEATHER PANEL - New dedication for 7 years	Market price	312.00	321.00	Memorial - No. Lease - Yes	No	Inflation	326.00	1.6	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL LEATHER PANEL - Renewal of dedication for 7 years	Market price	264.00	272.00	Memorial - No. Lease - Yes	No	Inflation	276.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL LEATHER PANEL - Renewal of dedication for 1 year	Market price	78.00	80.00	Memorial - No. Lease - Yes	No	Inflation	81.00	1.3	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL YORK PAVING STONE – for 15 years - Size 2' x 2' including an inscription of up to 50 characters	Market price	704.00	725.00	Memorial - No. Lease - Yes	No	Inflation	735.00	1.4	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL YORK PAVING STONE – for 15 years - Size 3' x 2' including an inscription of up to 50 characters	Market price	1,051.00	1,083.00	Memorial - No. Lease - Yes	No	Inflation	1,099.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL YORK PAVING STONE – for 15 years - Additional letters over the included 50 – per character	Market price	12.00	13.00	Memorial - No. Lease - Yes	No	Inflation	14.00	7.7	Payment in advance

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
HWA	Bereavement Services	CREMATORIUM MEMORIALS - Replacement Stone during current dedication period: - Size 2' x 2' including an inscription of up to 50 character	Market price	505.00	520.00	Memorial - No. Lease - Yes	No	Inflation	528.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - Replacement Stone during current dedication period: - Size 3' x 2' including an inscription of up to 50 characters	Market price	745.00	767.00	Memorial - No. Lease - Yes	No	Inflation	779.00	1.6	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - Replacement Stone during current dedication period: - Renewal of Dedication for 15 years	Market price	444.00	457.00	Memorial - No. Lease - Yes	No	Inflation	464.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - Replacement Stone during current dedication period: - Renewal of Dedication for 1 year	Market price	53.00	55.00	Memorial - No. Lease - Yes	No	Inflation	56.00	1.8	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - Replacement Stone during current dedication period: - Lift and reface stone for added inscription	Market price	117.00	121.00	Memorial - No. Lease - Yes	No	Inflation	123.00	1.7	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Placed at a Standard Rose or Rose Bush for dedication period of 7 years.	Market price	458.00	472.00	Memorial - No. Lease - Yes	No	Inflation	479.00	1.5	Payment in advance

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Second plaque for remainder of Dedication period	Market price	205.00	211.00	Memorial - No. Lease - Yes	No	Inflation	214.00	1.4	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Renewal for a further period of 7 years (inc of 1 or 2 existing plaques)	Market price	410.00	422.00	Memorial - No. Lease - Yes	No	Inflation	428.00	1.4	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Renewal for a further period of 1 year (inc of 1 or 2 existing plaques)	Market price	87.00	90.00	Memorial - No. Lease - Yes	No	Inflation	91.00	1.1	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Replacement rose plaque	Market price	107.00	110.00	Memorial - No. Lease - Yes	No	Inflation	112.00	1.8	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Heart Memorial Rose Plaque, placed at a Standard Rose or Rose Bush for initial dedication period of 7 years.	Market price	472.00	486.00	Memorial - No. Lease - Yes	No	Inflation	493.00	1.4	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Second Heart plaque for remainder of Dedication period	Market price	216.00	222.00	Memorial - No. Lease - Yes	No	Inflation	225.00	1.4	Payment in advance

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HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Replacement Heart plaque	Market price	114.00	117.00	Memorial - No. Lease - Yes	No	Inflation	119.00	1.7	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Additional Emblem – Rose Plaque	Market price	22.00	23.00	Memorial - No. Lease - Yes	No	Inflation	24.00	4.3	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL ROSE PLAQUES - Additional Lines (per line) – Rose Plaque	Market price	13.00	14.00	Memorial - No. Lease - Yes	No	Inflation	15.00	7.1	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL SEAT - 6' 0" Teak Seat, New for 15 years – including first inscribed bronze plaque	Market price	1,775.00	1,828.00	Memorial - No. Lease - Yes	No	Inflation	1,855.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL SEAT - Renewal for 15 years	Market price	1,479.00	1,523.00	Memorial - No. Lease - Yes	No	Inflation	1,546.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL SEAT - Renewal for 1 year	Market price	148.00	152.00	Memorial - No. Lease - Yes	No	Inflation	154.00	1.3	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL TREES leased for 7 years - Memorial Tree including 12"x 12" memorial tablet	Market price	1,729.00	1,781.00	Memorial - No. Lease - Yes	No	Inflation	1,808.00	1.5	Payment in advance

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HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL TREES leased for 7 years - Renewal for 7 Years	Market price	954.00	983.00	Memorial - No. Lease - Yes	No	Inflation	998.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL TREES leased for 7 years - Renewal for 1 Year	Market price	173.00	178.00	Memorial - No. Lease - Yes	No	Inflation	181.00	1.7	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL TREES leased for 7 years - Memorial Tree including 18"x 12" memorial tablet	Market price	1,902.00	1,959.00	Memorial - No. Lease - Yes	No	Inflation	1,988.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL TREES leased for 7 years - Renewal for 7 Years	Market price	954.00	983.00	Memorial - No. Lease - Yes	No	Inflation	998.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - MEMORIAL TREES leased for 7 years - Renewal for 1 Year	Market price	173.00	178.00	Memorial - No. Lease - Yes	No	Inflation	181.00	1.7	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - THE BOOK OF REMEMBRANCE - 2 line memorial inscription including access to on screen display	Market price	161.00	166.00	Memorial - No. Lease - Yes	No	Inflation	168.00	1.2	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - THE BOOK OF REMEMBRANCE - 5 line memorial inscription including access to on screen display	Market price	255.00	263.00	Memorial - No. Lease - Yes	No	Inflation	267.00	1.5	Payment in advance

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HWA	Bereavement Services	CREMATORIUM MEMORIALS - THE BOOK OF REMEMBRANCE - 8 line memorial inscription including access to on screen display	Market price	337.00	347.00	Memorial - No. Lease - Yes	No	Inflation	352.00	1.4	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - THE BOOK OF REMEMBRANCE - Badge, crest or floral emblem (Emblem available with 5 or 8 line inscriptions)	Market price	85.00	88.00	Memorial - No. Lease - Yes	No	Inflation	89.00	1.1	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - e-BOOK OF REMEMBRANCE - Digitizing existing entry	Market price	63.00	65.00	Memorial - No. Lease - Yes	No	Inflation	66.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - e-BOOK OF REMEMBRANCE - Biographical/Poem/Prose details	Market price	82.00	84.00	Memorial - No. Lease - Yes	No	Inflation	85.00	1.2	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - e-BOOK OF REMEMBRANCE - Digital Photograph	Market price	83.00	86.00	Memorial - No. Lease - Yes	No	Inflation	87.00	1.2	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - e-BOOK OF REMEMBRANCE - Inscribing poetry or prose – per line	Market price	13.00	14.00	Memorial - No. Lease - Yes	No	Inflation	15.00	7.1	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - e-BOOK OF REMEMBRANCE - Additional Access Card	Market price	21.00	22.00	Memorial - No. Lease - Yes	No	Inflation	23.00	4.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "A" – MEMORIAL CARD Containing copy of 2 line inscription	Market price	54.00	56.00	Memorial - No. Lease - Yes	No	Inflation	57.00	1.8	Payment in advance

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HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "A" – MEMORIAL CARD Containing copy of 5 line inscription	Market price	68.00	70.00	Memorial - No. Lease - Yes	No	Inflation	71.00	1.4	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "A" – MEMORIAL CARD Containing copy of 8 line inscription	Market price	85.00	88.00	Memorial - No. Lease - Yes	No	Inflation	89.00	1.1	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "B" - MINIATURE BOOK (paper covers) - Containing copy of 2 line inscription	Market price	85.00	88.00	Memorial - No. Lease - Yes	No	Inflation	89.00	1.1	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "B" - MINIATURE BOOK (paper covers) - Containing copy of 5 line inscription	Market price	114.00	117.00	Memorial - No. Lease - Yes	No	Inflation	119.00	1.7	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "B" - MINIATURE BOOK (paper covers) - Containing copy of 8 line inscription	Market price	124.00	128.00	Memorial - No. Lease - Yes	No	Inflation	130.00	1.6	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "C" – MINIATURE BOOK (hard covers) - Containing copy of 2 line inscription	Market price	130.00	134.00	Memorial - No. Lease - Yes	No	Inflation	136.00	1.5	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "C" – MINIATURE BOOK (hard covers) - Containing copy of 5 line inscription	Market price	143.00	147.00	Memorial - No. Lease - Yes	No	Inflation	149.00	1.4	Payment in advance

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HWA	Bereavement Services	CREMATORIUM MEMORIALS - REPLICA TYPE "C" – MINIATURE BOOK (hard covers) - Containing copy of 8 line inscription	Market price	163.00	168.00	Memorial - No. Lease - Yes	No	Inflation	171.00	1.8	Payment in advance
HWA	Bereavement Services	CREMATORIUM MEMORIALS - Badge, crest or floral emblem - available with replicas for additional	Market price	85.00	88.00	Memorial - No. Lease - Yes	No	Inflation	89.00	1.1	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - BRONZE MEMORIAL TABLETS - Size 12" x 12" (Maximum of 4 per grave) Inclusive of an inscription of not more than 75 characters	Market price	352.00	363.00	Memorial - No. Lease - Yes	No	Inflation	368.00	1.4	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - BRONZE MEMORIAL TABLETS - Size 18" x 12" (Cremation Plot, 1 per plot) Inclusive of an inscription of not more than 75 characters	Market price	469.00	483.00	Memorial - No. Lease - Yes	No	Inflation	490.00	1.4	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - BRONZE MEMORIAL TABLETS - Size 24" x 12" (Maximum of 2 per grave) Inclusive of an inscription of not more than 75 characters	Market price	581.00	598.00	Memorial - No. Lease - Yes	No	Inflation	607.00	1.5	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - BRONZE MEMORIAL TABLETS - Inscriptions over 75 letters - each additional character	Market price	13.00	14.00	Memorial - No. Lease - Yes	No	Inflation	15.00	7.1	Payment in advance

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HWA	Bereavement Services	GREENLAWN MEMORIALS - BRONZE MEMORIAL TABLETS - Refurbishment of an existing bronze tablet	Market price	281.00	289.00	Memorial - No. Lease - Yes	No	Inflation	293.00	1.4	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - MOTIFS, EMBLEMS, BADGES etc - A standard plain Cross or Rose (any plaque size)	Market price	38.00	39.00	Memorial - No. Lease - Yes	No	Inflation	40.00	2.6	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - MOTIFS, EMBLEMS, BADGES etc - Other motifs: Please contact the Crematorium Office staff for quote	Market price	POA	POA	Memorial - No. Lease - Yes	No	Inflation	POA	1.5	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - SANCTUM VAULTS - Sanctum Vault for 50 years (excludes bronze tablet)	Market price	993.00	1,023.00	Memorial - No. Lease - Yes	No	Inflation	1,038.00	1.5	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - SANCTUM VAULTS - Sanctum Bronze Tablet	Market price	265.00	273.00	Memorial - No. Lease - Yes	No	Inflation	277.00	1.5	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - FLOWER VASE - Regulation vase – includes installation	Market price	16.00	17.00	Memorial - No. Lease - Yes	No	Inflation	18.00	5.9	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - FLOWER VASE - Regulation trough – includes installation	Market price	21.50	23.00	Memorial - No. Lease - Yes	No	Inflation	24.00	4.3	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - GEMINI MEMORIAL NICHES - Initial 15 year lease of standard cell (2 urn capacity)	Market price	1,244.00	1,281.00	Memorial - No. Lease - Yes	No	Inflation	1,300.00	1.5	Payment in advance

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HWA	Bereavement Services	GREENLAWN MEMORIALS - GEMINI MEMORIAL NICHEs - Renewal of 15 year lease of standard cell	Market price	898.00	925.00	Memorial - No. Lease - Yes	No	Inflation	939.00	1.5	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - GEMINI MEMORIAL NICHEs - Opening of Niche for deposit of casket and resealing	Market price	61.00	63.00	Memorial - No. Lease - Yes	No	Inflation	64.00	1.6	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - GEMINI MEMORIAL NICHEs - Inscriptions engraved & gilded on Urn and/or sealing stone - per character	Market price	12.00	15.00	Memorial - No. Lease - Yes	No	Inflation	16.00	6.7	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - GEMINI MEMORIAL NICHEs - Motifs and other emblems can also be supplied. Price available on request	Market price	POA	POA	Memorial - No. Lease - Yes	No	Inflation	POA	1.5	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - GEMINI MEMORIAL NICHEs - Wooden Gemini casket and inscription	Market price	107.00	110.00	Memorial - No. Lease - Yes	No	Inflation	112.00	1.8	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - COLUMBARIUM NICHE - (refurbished - new product) - New Lease (inc. cover stone) for 10 years	Market price	2,046.00	2,107.00	Memorial - No. Lease - Yes	No	Inflation	2,139.00	1.5	Payment in advance

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HWA	Bereavement Services	GREENLAWN MEMORIALS - COLUMBARIUM NICHE - (refurbished - new product) - Renew Lease for 10 years	Market price	1,505.00	1,550.00	Memorial - No. Lease - Yes	No	Inflation	1,573.00	1.5	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - COLUMBARIUM NICHE - (refurbished - new product) - Opening of Niche for deposit of casket and resealing	Market price	87.00	90.00	Memorial - No. Lease - Yes	No	Inflation	91.00	1.1	Payment in advance
HWA	Bereavement Services	GREENLAWN MEMORIALS - COLUMBARIUM NICHE - (refurbished - new product) - additional inscription on plaque	Market price	230.00	237.00	Memorial - No. Lease - Yes	No	Inflation	241.00	1.7	Payment in advance
HWA	Bereavement Services	MISCELLANEOUS FEES - Surrender of burial rights - paid to grave owner on surrender of rights	Refund	-150.00	-155.00	No	No	Inflation	-157.00	1.3	Refund Process
HWA	Bereavement Services	MISCELLANEOUS FEES - Renew of Lease Cremation plots Garden of Remembrance - Mitcham Road 1 year	Market price	107.00	110.00	Yes	No	Inflation	112.00	1.8	Payment in advance
HWA	Bereavement Services	MISCELLANEOUS FEES - Renew of Lease Cremation plots Garden of Remembrance - Mitcham Road 5 years	Market price	469.00	483.00	Yes	No	Inflation	490.00	1.4	Payment in advance
HWA	Bereavement Services	Funerals - Administration fees for arranging funerals - Property search	Full cost recovery	149.50	154.00		No	Inflation	156.00	1.3	Other (see Notes)

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
HWA	Bereavement Services	Funerals - Administration fees for arranging funerals - Letters (Administration of estate) £ per letter	Full cost recovery	13.00	14.00		No	Inflation	15.00	7.1	Other (see Notes)
HWA	Bereavement Services	Funerals - Administration fees for arranging funerals - Treasury Solicitor Referrals	Full cost recovery	393.00	405.00		No	Inflation	411.00	1.5	Other (see Notes)
HWA	Bereavement Services	Funerals - Administration fees for arranging funerals - Registration of Death	Full cost recovery	38.50	40.00		No	Inflation	41.00	2.5	Other (see Notes)
HWA	Bereavement Services	Funerals - Administration fees for arranging funerals - Administration Charge incl general admin, travel, parking, phone calls etc - per hour or part thereof	Full cost recovery	22.00	23.00		No	Inflation	24.00	4.3	Other (see Notes)
Place	Waste Management	Bin Hire - Annual Charge 240 Euro Bin		72.00	72.00	No	n/a	RPI increase	78.93	9.6	None
Place	Waste Management	Bin Hire - Annual Charge 360 Euro Bin		77.00	77.00	No	n/a	RPI increase	84.05	9.2	None
Place	Waste Management	Bin Hire - Annual Charge Paladin		150.00	150.00	No	n/a	RPI increase	164.00	9.3	None
Place	Waste Management	Bin Hire - Annual Charge 660 Euro Bin		165.00	165.00	No	n/a	RPI increase	174.75	5.9	None
Place	Waste Management	Bin Hire - Annual Charge 1100 Euro Bin		182.00	182.00	No	n/a	RPI increase	194.75	7.0	None
Place	Waste Management	Bin Hire - Annual Charge Chamberlain		150.00	150.00	No	n/a	RPI increase	164	9.3	None
Place	Sports & Greenspaces	SPORTS CHARGES - Fishing - Per Rod - Adults (per day)	Market price	5.45	5.55		No	Increase	6.38	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Fishing - Per Rod - Juniors (under 17) / 60+ . Disabled (per day)	Market price	4.45	4.55		No	Increase	5.23	15.0	Paid up front

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Place	Sports & Greenspaces	SPORTS CHARGES - Fishing - Per Rod - Adult Season Ticket	Market price	76.75	78.30		No	Increase	90.05	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Fishing - Per Rod - Junior Season Ticket	Market price	51.10	52.10		No	Increase	59.92	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Fishing - Per Rod - 60+ Season Ticket	Market price	25.95	26.45		No	Increase	30.42	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Bowls - Casual Play per hour - Adults	Market price	4.35	4.35		No	Increase	5.00	15	
Place	Sports & Greenspaces	SPORTS CHARGES - Bowls - Casual Play per hour - Juniors (under 17) / 60+ . Disabled	Market price	3.50	3.50		No	Increase	4.03	15	
Place	Sports & Greenspaces	SPORTS CHARGES - Bowls - Whole Season Tickets - Adults	Market price	117.40	117.40		No	Increase	135.01	15	
Place	Sports & Greenspaces	SPORTS CHARGES - Bowls - Whole Season Tickets - Juniors (under 17)	Market price	39.55	39.55		No	Increase	45.48	15	
Place	Sports & Greenspaces	SPORTS CHARGES - Bowls - Whole Season Tickets - 60+	Market price	77.85	77.85		No	Increase	89.53	15	
Place	Sports & Greenspaces	SPORTS CHARGES - Bowls - Whole Season Tickets - Disabled / Blind bowlers	Market price	19.80	19.80		No	Increase	22.77	15	
Place	Sports & Greenspaces	SPORTS CHARGES - Netball - Per Hour - Without dressing accommodation	Market price	12.70	12.70		No	Increase	14.61	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Netball - Per Hour - Block booking per game (Min 10 games)	Market price	10.15	10.15		No	Increase	11.67	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Netball - Per Hour - Little League (per 3 hour period)	Market price	18.55	18.55		No	Increase	21.33	15.0	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	SPORTS CHARGES - Football Seniors - Local Clubs - Per individual match	Full cost recovery	44.15	45.05	No	No	Increase	51.81	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Seniors - Local Clubs - Block booking per game (minimum 10 games)	Full cost recovery	38.60	39.40	No	No	Increase	45.31	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Seniors - Local Clubs - Shower facilities	Full cost recovery	20.40	20.80	No	No	Increase	23.92	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Seniors - Other Clubs - Per individual match	Full cost recovery	60.30	61.50	No	No	Increase	70.73	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Seniors - Other Clubs - Block booking per game (minimum 10 games)	Full cost recovery	56.25	57.40	No	No	Increase	66.01	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Seniors - Other Clubs - Shower facilities	Full cost recovery	20.40	20.80	No	No	Increase	23.92	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Juniors (under 17) - Local Clubs - Per individual match	Full cost recovery	19.55	19.95	No	No	Increase	22.94	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Juniors (under 17) - Local Clubs - Block booking per game (minimum 10 games)	Full cost recovery	17.70	18.05	No	No	Increase	20.76	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Juniors (under 17) - Local Clubs - Shower facilities	Full cost recovery	10.05	10.25	No	No	Increase	11.79	15.0	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	SPORTS CHARGES - Football Juniors (under 17) - Local Clubs - Mini Soccer 7-a-side	Full cost recovery	11.85	12.10	No	No	Increase	13.92	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Juniors (under 17) - Other Clubs - Mini Soccer 7-a-side	Full cost recovery	17.55	17.90	No	No	Increase	20.59	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Little League Football - Per pitch (3 hours)	Full cost recovery	31.35	31.80	No	No	Increase	36.57	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Leagues (Seasonal) - Senior Football	Full cost recovery	33.10	33.75	No	No	Increase	38.81	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Leagues (Seasonal) - Shower Facilities	Full cost recovery	13.50	13.75	No	No	Increase	15.81	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Leagues (Seasonal) - Junior Football	Full cost recovery	15.10	15.40	No	No	Increase	17.71	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Football Leagues (Seasonal) - Shower Facilities	Full cost recovery	10.05	10.25	No	No	Increase	11.79	15.0	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Other Team Sports i.e. rugby, korfbal, lacross, baseball, rounders, hockey, etc are charged at the rates equivalent to Senior Football	Full cost recovery	As senior Football	As senior Football	No	No	Increase	As senior Football	15	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - American Football is charged at double the equivalent rate for other team sports	Full cost recovery	2 x Senior Football	2 x Senior Football	No	No	Increase	2 x Senior Football	15	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	SPORTS CHARGES - Cricket Seniors - Local Clubs - Per individual match	Full cost recovery	61.40	62.65		No	Increase	68.90	10	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Cricket Seniors - Local Clubs - Block booking per game (minimum 10 games)	Full cost recovery	52.20	53.25		No	Increase	58.55	10	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Cricket Seniors - Local Clubs - Shower facilities	Full cost recovery	19.10	19.50		No	Increase	21.45	10	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Cricket Seniors - Other Clubs - Per individual match	Full cost recovery	75.50	77.00		No	Increase	84.70	10	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Cricket Seniors - Other Clubs - Block booking per game (minimum 10 games)	Full cost recovery	63.60	64.90		No	Increase	71.35	10	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Cricket Seniors - Other Clubs - Shower facilities	Full cost recovery	19.10	19.50		No	Increase	21.45	10	Paid up front
Place	Sports & Greenspaces	SPORTS CHARGES - Cricket Juniors - per match	Full cost recovery	15.00	15.30		No	Increase	16.80	10	Paid up front
Place	Sports & Greenspaces	COMMERCIAL EVENTS - Hire of ground per day e.g fairground, circus, corporate events etc.. Up to 500 people	Market price	752.40	752.40		683	Increase	560.50	New categories - 8% overall increase in pricing structure	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	COMMERCIAL EVENTS - Hire of ground per day e.g fairground, circus, corporate events etc.. 501-1000 people	Market price				683	Increase	1044.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	COMMERCIAL EVENTS - Hire of ground per day e.g fairground, circus, corporate events etc.. 1001-2500 people	Market price				1377	Increase	5710.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	COMMERCIAL EVENTS - Hire of ground per day e.g fairground, circus, corporate events etc.. 2501-4000 people	Market price				2038	Increase	7111.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	COMMERCIAL EVENTS - Hire of ground per day e.g fairground, circus, corporate events etc.. 4001-6000 people	Market price				2588	Increase	Negotiable based on cost recovery	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	COMMERCIAL EVENTS - Hire of ground per day e.g fairground, circus, corporate events etc.. 6000+ people	Market price				Negotiable	Increase	Negotiable based on cost recovery	New categories - 8% overall increase in pricing structure	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	COMMERCIAL EVENTS - Site inspection	Full cost recovery					Increase	280.80	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	CHARITY EVENTS - Hire of ground per day e.g fairground, circus, events etc.. Up to 500 people	Market price				683	Increase	154.00		Paid up front
Place	Sports & Greenspaces	CHARITY EVENTS - Hire of ground per day e.g fairground, circus, events etc.. 501-1000 people	Market price				683	Increase	229.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	CHARITY EVENTS - Hire of ground per day e.g fairground, circus, events etc.. 1001-2500 people	Market price				683	Increase	566.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	CHARITY EVENTS - Hire of ground per day e.g fairground, circus, events etc.. 2501-4000 people	Market price				1377	Increase	704.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	CHARITY EVENTS - Hire of ground per day e.g fairground, circus, events etc.. 4001-6000 people	Market price				1377	Increase	870.50	New categories - 8% overall increase in pricing structure	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	CHARITY EVENTS - Hire of ground per day e.g fairground, circus, events etc.. 6000+ people	Market price				Negotiable	Increase	Negotiable	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees Up to 10 rides - Hire fee per day	Market price				683	Increase	702.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees Up to 10 rides - admin fee	Market price					Increase	57.25	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees Up to 10 rides - Application Fee	Market price					Increase	150.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees Up to 10 rides - non-operational day	Market price					Increase	351.00	New categories - 8% overall increase in pricing structure	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	Fun Fair Fees Up to 10 rides - (when part of a charity event) Hire Fee per day	Market price					Increase	319.70	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees Up to 15 rides - Hire fee per day	Market price				1350	Increase	810.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees Up to 15 rides - admin fee	Market price					Increase	57.25	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees Up to 15 rides - Application Fee	Market price					Increase	150.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees Up to 15 rides - non-operational day	Market price					Increase	405.00	New categories - 8% overall increase in pricing structure	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	Fun Fair Fees Up to 15 rides - (when part of a charity event) Hire Fee per day	Market price					Increase	319.70	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees 15+ rides - Hire fee per day	Market price				1350	Increase	918.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees 15+ rides - admin fee	Market price					Increase	57.25	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees 15+ rides - Application Fee	Market price					Increase	150.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees 15+ rides - non-operational day	Market price					Increase	486.00	New categories - 8% overall increase in pricing structure	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	Fun Fair Fees 15+ rides - (when part of a charity event) Hire Fee per day	Market price					Increase	319.70	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Fun Fair Fees - Site inspection (per occasion)	Full cost recovery					Increase	280.80	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Photography Session (per hour)	Market price					Increase	34.55	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	FRIENDS OF GROUPS EVENTS - Hire of ground per day	Subsidised				683	Increase	40.00	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	FRIENDS OF GROUPS EVENTS - Pavilion Hire	Subsidised				110.15	Increase	0	New categories - 8% overall increase in pricing structure	Paid up front

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	Toilets for events - Extra Small and small - Ground Deposit	Market price				70.5	Increase	0	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Toilets for events - Medium	Market price				204.75	Increase	0	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Toilets for events - Large	Market price				209.5	Increase	0	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Toilets for events - Extra Large	Market price				Negotiable	Increase	0	New categories - 8% overall increase in pricing structure	Paid up front
Place	Sports & Greenspaces	Allotments - No VAT - effective 1st October 2011 - Whole plot 10 rods	Market price	39.00	58.50	No	N/A	Increases as part of already implemented price increase plan.	87.75	50	NA

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Place	Sports & Greenspaces	Allotments - No VAT - effective 1st October 2011 - Half plot 5 rods	Market price	19.50	29.25	No	NA	Increases as part of already implemented price increase plan.	43.87	50	NA
Place	Community Safety & Protection	LICENCES/PERMITS Auctions – one off fee		251.00	251.00	No	No	Increase	254.00	1.19	Payment in advance
Children, Families and Education	Human Resources	annual core support contract for Schools at fixed rate per employee	Full cost recovery	Not delivered New offer 2020/21	89.00	yes	T&C cancellation fee	Inflationary	91.00	2.25	Payment in advance
Children, Families and Education	Human Resources	annual enhanced support contract for Schools at fixed rate per employee	Full cost recovery	Not delivered New offer 2020/21	111.00	yes	T&C cancellation fee	Inflationary	113.00	1.80	Payment in advance
Children, Families and Education	IT	half day ad hoc technical support for Schools	Full cost recovery	Not delivered New offer 2020/21	225.00	yes	T&C cancellation fee	Inflationary	230.00	2.22	Payment in advance
Children, Families and Education	IT	full day ad hoc technical support for Schools	Full cost recovery	Not delivered New offer 2020/21	450.00	yes	T&C cancellation fee	Inflationary	464.00	3.11	Payment in advance
Children, Families and Education	IT	per hour annual technical support contracts for Schools	Full cost recovery	Not delivered New offer 2020/21	POA	yes	T&C cancellation fee	Inflationary	POA	3	Payment in advance
Children, Families and Education	IT	annual SIMS support contracts for Schools	Full cost recovery	Not delivered New offer 2020/21	POA	yes	T&C cancellation fee	Inflationary	POA	3	Payment in advance

Department	Service	Fee or Charge Description	Charging Policy	2019/20 UNIT CHARGE (excluding VAT) (£)	2020/21 UNIT CHARGE (excluding VAT) (£)	VAT Applicable? Yes / No	Refundable deposit / bond (£)	Planned Reason for Increase / No Increase	2021-22 Proposed Charges (£)	% Increase on 2020/21	Credit Policy
Children, Families and Education	HR Recruitment	Annual recruitment package. Fee based on pupil numbers and type of school	Full cost recovery	Not delivered New offer 2020/21	0 to 250=412, to 500= 515, to 750 =618, to 1000= 721, to 1500= 824to 5000= 927	yes	T&C cancellation fee	Inflationary	0 to 250=420, to 500= 525, to 750 =630, to 1000= 735, to 1500= 840 to 5000= 945	2	Payment in advance
Children, Families and Education	HR Recruitment	ad hoc adverts for Schools	Full cost recovery	Not delivered New offer 2020/21	128.00	yes	T&C cancellation fee	Inflationary	131.00	2.34	Payment in advance
Children, Families and Education	NQT	Appropriate Body service -3 terms. Fee per NQT for Schools	Full cost recovery	Not delivered New offer 2020/21	199.00	yes	T&C cancellation fee	Inflationary	203.00	2.01	Payment in advance
Children, Families and Education	NQT	Appropriate Body service -2 terms. Fee per NQT for Schools	Full cost recovery	Not delivered New offer 2020/21	134.00	yes	T&C cancellation fee	Inflationary	137.00	2.24	Payment in advance
Children, Families and Education	NQT	Appropriate Body service -1 term. Fee per NQT for Schools	Full cost recovery	Not delivered New offer 2020/21	67.00	yes	T&C cancellation fee	Inflationary	69.00	2.99	Payment in advance
Resources	Employee Assistance Programme	EAP service for all school staff. Fee is calculated per staff member	Full cost recovery		5.95	yes	T&C cancellation fee	Inflationary	6.15	3.36	Payment in advance
Resources	Insurance for schools	Comprehensive insurance policy for Schools. Calculated at a rate per pupil	Full cost recovery			IPT	T&C cancellation fee	Inflationary	Primary and nursery- £38, PRU and Secondary- £44, Special - £65	NEW	Payment in advance

Equality Analysis

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	All
Title of proposed change	Fees and Charges 2021/22
Name of Officer carrying out Equality Analysis	Ian O'Donnell

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

The council provides a wide range of services to residents and businesses. For some of these the council is entitled to make a charge. For others it is not permitted to do so. Reasons for making a charge include:

- There is a statutory charge – for example, planning fees and licensing fees.
- It is the council’s policy to recover its costs in relation to the discretionary or incidental provision of goods or services provided so that they are not funded by the council tax payer – for example, collecting bulk waste from residential premises.
- It may be the council’s policy to partially subsidise a service to encourage take-up (e.g. sports) or to support a policy objective (e.g. bulky waste collections to reduce fly tipping).
- There is an existing market that would be distorted if the council did not charge the market rate – for example, trade refuse collection – although charges are still subject to the cost recovery basis set out in statute.

Like other businesses, the council’s costs are affected by demand and supply factors such as inflation. It is good practice for the council to review its charging policies and the level of charges annually to ensure that they stay relevant and reflect the council’s underlying costs.

The charging policy for adult social care is the subject of a separate report and equality analysis and is out of scope for this report. Parking charges are also subject to separate analysis and decision-making, and out of scope for this report.

The fees and charges in Appendix 1 represent approximately one third of the total range of fees and charges the council makes. Further reports will be brought forward to Cabinet or through the relevant decision-making committees to deal with the remainder.

The key point in relation to the increases in fees and charges set out in this report is that the increases relate to inflation and are therefore neutral in terms of their effects upon protected groups.

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic. Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.			
Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence
Age	The council offers concessionary charges to young people for some activities (e.g. football juniors) and old people (e.g. Fishing 60+) to encourage participation in line with the council's public health and leisure policies. A percentage increase in charges maintains the differential.	Increases in charges in line with inflation are assumed to have a neutral impact, as resident income is expected to increase similarly. Where charges increase above the underlying wage inflation this may have a negative impact where the protected characteristic is associated with low income levels (e.g.pensioners). However, there are no instances of this except for where prices	Appendix 1

		are increased to 'catch up' when they have not previously been increased since 2018.	
Disability	The council offers concessionary charges for some activities connected with disabled people (e.g. planning charges are waived for works to improve disabled people's access to a building) in line with its policies concerning supporting disabled people.	Increases in charges in line with inflation are assumed to have a neutral impact, as resident income is expected to increase similarly. Where charges increase above the underlying wage inflation this may have a negative impact where the protected characteristic is associated with low income levels. However, there are no instances of this except for where prices are increased to 'catch up' when they have not previously been increased since 2018.	Appendix 1
Gender	Not relevant		
Gender Reassignment	Not relevant		
Marriage or Civil Partnership	Not relevant		
Religion or belief	Not relevant		
Race	Not relevant		
Sexual Orientation	Not relevant		
Pregnancy or Maternity	Not relevant		

Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. **Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact**

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion
None		

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For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 3 – Impact scores

<p>Column 1</p> <p>PROTECTED GROUP</p>	<p>Column 2</p> <p>LIKELIHOOD OF IMPACT SCORE</p> <p>Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group.</p> <p>1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact</p>	<p>Column 3</p> <p>SEVERITY OF IMPACT SCORE</p> <p>Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group.</p> <p>1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact</p>	<p>Column 4</p> <p>EQUALITY IMPACT SCORE</p> <p>Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group.</p> <p>Equality impact score = likelihood of impact score x severity of impact score.</p>
Age	1	1	1
Disability	1	1	1
Gender	1	1	1
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	1	1	1
Religion or belief	1	1	1

Equality Analysis

Sexual Orientation	1	1	1
Pregnancy or Maternity	1	1	1

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

Advancing equality of opportunity between people who belong to protected groups

Eliminating unlawful discrimination, harassment and victimisation

Fostering good relations between people who belong to protected characteristic groups

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	N/A			
Race	N/A			
Sex (gender)	N/A			
Gender reassignment	N/A			
Sexual orientation	N/A			
Age	N/A			
Religion or belief	N/A			
Pregnancy or maternity	N/A			
Marriage/civil partnership				

Equality Analysis

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter **X** in column 3 (**Conclusion**) alongside the relevant statement to show your conclusion.

Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.	X
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: Date:

Equality Analysis

7. Sign-Off

Officers that must approve this decision		
Equalities Lead	Name: Yvonne Okiyo Position: Equalities Manager	Date: 07.05.21
Director	Name: Chris Buss Position: Interim Director of Finance, Investment & Risk	Date: 7.5.21

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For General Release

REPORT TO:	CABINET 12 APRIL 2021
SUBJECT:	Croydon Renewal Community Engagement
LEAD OFFICER:	Katherine Kerswell, Interim Chief Executive
CABINET MEMBER:	Councillor Hamida Ali, Leader of the Council
WARDS:	All

COUNCIL PRIORITY / POLICY CONTEXT

In November 2020 the Council adopted new priorities and ways of working to replace the previous Corporate Plan priorities.

The Croydon Renewal Improvement Plan seeks to deliver against all of these priorities, and in particular, move the Council to a sustainable financial position.

One of the adopted ways of working was for the Council to become a much more transparent, open and honest council. The establishment of a Community Panel is a key element of this new way of working.

FINANCIAL IMPACT

There are no direct financial implications arising from this report. However, the delivery of the Croydon Renewal Improvement Plan is critical to the Council's move to a sustainable financial position and the Medium Term Financial Strategy.

FORWARD PLAN KEY DECISION REFERENCE NO.: This is not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

- 1.1 Agree the proposals for a series of resident webinars to provide information on the Croydon Renewal improvement plan, the actions being taken by the Council, and to answer questions and receive feedback from residents;
- 1.2 Note that a review is currently underway in relation to the Council's Get Involved platform, which supports consultation and engagement with residents;
- 1.3 Establish a Citizens e-Panel as detailed in paragraphs 5.10 - 5.15 to form a representatives and retained sample of residents to inform Council decision making as part of the Croydon Renewal Plan; and

- | |
|---|
| <p>1.4 Subject to approval of recommendation 1.3, authorise the Interim Chief Executive to finalise the arrangements for a Citizens e-Panel, including terms of reference and membership, and undertake Equality Impact Assessment and complete a Data Protection Impact Assessment, prior to implementation, as necessary.</p> |
|---|

2. EXECUTIVE SUMMARY

- 2.1 This report provides an update on the proposals for community engagement within the Croydon Renewal Improvement Plan. These were submitted to the Ministry for Housing, Communities and Local Government (MHLG) in December 2020 as part of the Council's capitalisation request.
- 2.2 As reported to Cabinet in February 2021, the Council has paused establishing an External Improvement Board following the Secretary of State's decision to establish an Improvement and Assurance Board.
- 2.3 This report summarises the Council's current engagement and consultation activities and channels. It also sets out options and proposals for extending these in accordance with the Council's new priorities, which include the aim to increase openness and transparency with residents.
- 2.4 This includes proposals for a series of webinars to provide information to residents on the Croydon Renewal improvement plan, the actions being taken by the Council, and to answer questions and receive feedback from residents. The report also sets out proposals to establish a representative and retained sample of residents to operate as a Citizens e-Panel as part of the Croydon Renewal Plan (subject to the conclusion of the review of the Council's Get Involved platform).

3. BACKGROUND

- 3.1 When the Council submitted a request for a capitalisation direction to MHCLG in December 2020, this included the Croydon Renewal Improvement Plan, setting out how the Council would deliver improvements across a wide range of programmes.
- 3.2 Whilst these programmes have moved to mobilisation and implementation, it is important to note that the Croydon Renewal Improvement Plan is a 3-5 year programme.
- 3.3 On Friday 5 March, MHCLG confirmed that the Council's request for capitalisation in 2020/21 had been approved, and that the Secretary of State for Housing, Communities & Local Government was minded to approve capitalisation for 2021/22, subject to demonstrating progress against the improvement plan. As a result, the Council adopted a balanced budget for 2021/22 on Monday 8 March.
- 3.4 The Secretary of State has appointed an Improvement & Assurance Panel for

Croydon to support and advise the Council on its progress in delivering the Croydon Renewal Improvement Plan and provide quarterly reports to MHCLG.

3.5 In November 2020 the Cabinet approved draft terms of reference and membership for a Croydon External Improvement Board, as well as a community panel. Since then the MHCLG Improvement & Assurance Panel has been appointed.

3.6 However, it is important that a relationship with the communities of Croydon be established in regard to the delivery of the Croydon Renewal Improvement Plan. This report sets out proposals to support community engagement.

4. EXTERNAL IMPROVEMENT BOARD AND COMMUNITY PANEL

4.1 Whilst developing the Croydon Renewal Improvement plan, the Council fully recognised the importance of external support and challenge. In November 2020 the Cabinet and Council approved draft terms of reference for an External Improvement Board, as well as proposals for a community panel that would provide input to the External Improvement Board.

4.2 Under the draft terms of reference, meetings of the External Improvement Board were to be held in public, with a question and answer session for residents mirroring the Council's public question time at Full Council.

4.3 At the time of approving the draft terms of reference, it was intended that the External Improvement Board would be reporting to MHCLG providing updates on the delivery of the Croydon Renewal Plan on a quarterly basis. However, in February 2021 the Secretary of State appointed a separate Improvement & Assurance Panel to undertake this work. The panel is not meeting in public.

4.4 In February 2021, the Cabinet received an update on the Croydon Renewal Improvement Plan. This report included updates on the above matters and feedback from the consultation undertaken by the Council on proposals for an External Improvement Board and community panel. The Cabinet resolved to undertake further stakeholder engagement to develop a Community Panel proposal and pause implementation of any External Improvement Board, for review in July 2021. As detailed in section 5 below, it is proposed in this report that the Community Panel requirement be met by the establishment of a Citizen's e-Panel.

4.5 The Council was required to submit plans to MHCLG as part of the capitalisation request. These set out how the Council will move to a sustainable financial position, and the areas where reductions in spend will be necessary. For example, the plan included for social care spend to reduce to the London Average per head of population; Croydon is currently one of the highest spend per head of population in this area.

4.6 Therefore the community engagement will be focused on informing and consulting on implementation of the plan.

5. COMMUNITY ENGAGEMENT

- 5.1 The Council has a range of consultation, engagement and communication activities. These include:
- Email newsletters, covering a wide range of topics
 - Your Croydon digital magazine
 - Social media, including a number of accounts on Twitter, Facebook as well as Instagram and YouTube content
 - Press releases and briefings
 - Ward Councillor engagement with residents
- 5.2 There are also targeted engagement activities with particular groups of residents and communities or around particular services. For example, there are designated tenant engagement channels, which are also being strengthened as set out in a separate report on the agenda.
- 5.3 In addition, the Council publishes a range of data to support openness and transparency and meet statutory requirements. This includes spending data and senior salary level. In line with the Council's new priorities for greater transparency and openness, a wider regular performance report will also be providing regular updates on service performance, financial information, project delivery and risks.
- 5.4 The Council also undertakes a range of consultation and engagement activities in support of our service planning and decision making. The Council currently utilises a system called Get Involved to support consultation and engagement activities. This information is accessed via the Council's website: www.getinvolved.croydon.gov.uk. Each consultation or engagement activity will vary depending on the topic, but all consultations are published on get Involved. The platform allows people to search through all consultations and engagements, or to focus on a particular area within the borough.
- 5.5 The Get Involved website also provides a record of past consultations and engagements. Services are able to publish a response to consultations summarising what responses were received and how the Council has responded to these. This will include where the Council has or has not made changes to proposals in response to the consultation comments – and the reasons why.
- 5.6 However, the Council's priorities recognise that more is needed to support our engagement with our residents and communities. The Croydon Renewal Plan, and our move to a sustainable financial position, will impact on services that are delivered to residents. It is therefore critical that their voice is heard when implementing the plan and delivering the Medium term Financial Strategy.
- 5.7 In recent months the Leader of the Council and the Interim Chief Executive have undertaken a series of webinars with staff to provide key updates and answer questions about the Croydon Renewal plan and the financial challenges facing the Council. Following the decision by MHCLG to accept the improvement plan and approve the Council's capitalisation request, it is recommended that a similar webinar format is utilised to engage and communicate with residents on a regular basis.

- 5.8 The proposed format would use webinars to provide information on the improvement plan, the actions being taken by the Council, and importantly, to answer questions and receive feedback from residents.
- 5.9 In addition to webinars, the Officers have reviewed a range of engagement options, including:
- Citizen advisory groups: a small group of 10 - 30 representative residents or community leaders that form a committee type group to inform and advise on decision making over an extended time. This is not recommended as the small numbers involved make representation very difficult in a borough as diverse as Croydon.
 - 21 Century town meeting: facilitated small group discussions with between 100 and 5,000 residents, which are collated instantly using technology. This is not recommended due to the high level of resources required.
 - Citizens assembly: a random sample of residents brought together (usually offline) to examine a broad policy objective, create and assess ideas and make recommendations. This is not recommended due to the high level of resources required.
 - Citizens panel / e-panel: a representative and retained sample of residents (500+), which help to identify local priorities and to consult on specific issues. Retaining the panel membership enables responses to be tracked and compared over time. It is proposed that an e-panel option be incorporated alongside the resident webinars. This provides a balance between cost/resource and reach to a larger number of residents.
- 5.10 Whilst the Get Involved platform offers a panel function, this is currently used to support broad engagement and alert people to new consultations and engagements, rather than as a representative panel.
- 5.11 The Council's Head of Communications is leading a review of the Get Involved system as the existing contract is coming to an end. The recommendation for a representative and retained sample of residents to operate as a Citizens e-Panel is to support the Croydon Renewal Plan. It is proposed that this be implemented once the review of the Get Involved system is complete. This is expected to take 2-3 months.
- 5.12 The detail of how the e-panel will operate will be dependent on the outcome of the review and the functionality of the system. It is therefore recommended that the Interim Chief Executive be authorised to finalise these arrangements after the review is concluded, including undertaking Equality Impact and Data Protection Impact Assessments, as necessary.
- 5.13 At this stage, it is intended for the e-panel to start with 100 people in a pilot phase and then be expanded up to 500 people as the process is established.
- 5.14 Interested residents will be invited to join the panel through an open process, using the Council's full range of communications channels to raise awareness.

- 5.15 Panel membership will need to be representative of the community. At this stage, it is intended to use the borough profile data to reflect the borough population in the panel membership against the following criteria:
- Age (18+)
 - Disability
 - Gender
 - Geographic area
 - Race
- 5.16 It is important to recognise the limitations with any engagement approach. No engagement channel is perfect and some residents may find it difficult to engage in the proposals within this. However, and as set out earlier in the report, the proposals are in addition to the Council's existing communications, engagement and consultation activities – all of which need to consider how we reach the widest range of residents. Ward Councillors will also continue to have a key role in community engagement, particularly for heard to reach groups.

6. CONSULTATION

- 6.1 As part of the proposals for an External Improvement Board and community panel, the Council undertook consultation in January and February. The results of this consultation were reported as part of the report to Cabinet in February 2021.
- 6.2 The proposals within this report are in addition to any statutory or common law duties around consultation. The feedback from webinars and e-panel will need to be considered alongside all other feedback that is received.

7 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 7.1 The proposals will predominantly require staff and councillors time to support. There will likely be a small cost on relation to any engagement platform within the Council's website.
- 7.2 The proposals within this report will, however, need to be met from the existing approved 2021/22 budget.

Approved by: Matt Davis, Acting Interim Deputy Section 151 Officer

8. LEGAL CONSIDERATIONS

- 8.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that in implementing any proposals arising from the recommendations in this report, the Council will need to ensure that due regard is had to Equality Act 2010 considerations and that any Data Protection implications are appropriately addressed.

- 8.2 In addition, any proposals around an e-Panel or other engagement work in relation to the Croydon Renewal Plan will not substitute or replace any of the statutory or common law requirements around consultation which will still need to be adhered to.

Approved by Sandra Herbert, Head of Litigation and Corporate Law on behalf of the Interim Director of Law and Governance & Deputy Monitoring Officer

9. HUMAN RESOURCES IMPACT

- 9.1 There are no direct human resources impacts arising from this report for Croydon Council staff, other than those raised in the report for staff time to support the webinars and engagement activity.

Approved by: Sue Moorman, Director of Human Resources

10. EQUALITIES IMPACT

- 10.1 The Equality Act (2010) introduced the public sector duty which extends the protected characteristics covered by the public sector equality duty to include age, sexual orientation, pregnancy and maternity, and religion or belief.
- 10.2 As set out within the report, the intention is for the panel membership to reflect the borough's population against a number of protected characteristics. The council is aware that the panel will never be representative of the entire borough and individuals with the same characteristics will have different views and opinions. Therefore, it is important to remember that this proposal is in addition to all existing engagement activities and does not replace the statutory requirements to consult residents.
- 10.3 Section 149 of the Equality Act requires public bodies to have due regard to the need to:
- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
 - advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
 - foster good relations between people who share a protected characteristic and people who do not share it.
- 10.4 Having due regard means consciously thinking about the three aims of the Equality Duty as part of the process of decision-making. This means that decision makers must be able to evidence that they have taken into account any impact of the proposals under consideration on people who share the protected characteristics before decisions are taken.
- 10.5 The proposals within this report for webinars and a citizen's e-panel will strengthen the Council's engagement and consultation with residents. The more open and transparent approach will strengthen the Council's approach to considering residents in decision making, including those who share protected characteristics.

- 10.6 There are limitations that need to be recognised. An e-panel will exclude residents that may not have access through this channel. Existing engagement channels will need to have particular regard to these groups to ensure their voice is heard. We will review the range of options and flexibility available.
- 10.7 As previously reported, the programme Steering Group includes the Council's Equality & Inclusion Manager to ensure that the Equality Duty is part of our programme and project decision making.

Approved by: Yvonne Okiyo, Equalities Manager

11. ENVIRONMENTAL IMPACT

- 11.1 There are no environmental impacts arising from this report.

12. CRIME AND DISORDER REDUCTION IMPACT

- 12.1 There are no crime and disorder impacts arising from this report.

13. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 13.1 The proposals within this report for webinars and a citizen's e-panel will strengthen the Council's engagement and consultation with residents. This supports the priority to increase openness and transparency.
- 13.2 Paragraph 5.8 above set out some alternative engagement options that were considered, but are not recommended.

14. DATA PROTECTION IMPLICATIONS

- 14.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

YES

The Council will only hold data for the purposes of ensuring the e-panel is representative. It is anticipated that the engagement platform will have appropriate data protection arrangements in place, but this will be part of the review referenced in recommendation 1.2 and implemented as part of recommendation 1.4.

- 14.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

NO

The Director of Policy & Partnership states that no data issues arise at this stage. Any engagement platform used will need to meet all data protection

requirements and a DPIA will be completed at the procurement stage if required.

Approved by: Gavin Handford, Director of Policy & Partnership

CONTACT OFFICER: Gavin Handford, Director of Policy & Partnership

APPENDICES TO THIS REPORT: None

BACKGROUND PAPERS: None

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REPORT TO:	CABINET – 17 May 2021
SUBJECT:	STAGE 1: RECOMMENDATIONS ARISING FROM SCRUTINY
LEAD OFFICERS:	ASMAT HUSSAIN, INTERIM EXECUTIVE DIRECTOR - RESOURCES STEPHEN ROWAN – HEAD OF DEMOCRATIC SERVICES & SCRUTINY
LEAD MEMBER:	COUNCILLOR SEAN FITZSIMONS CHAIR, SCRUTINY AND OVERVIEW COMMITTEE
CABINET MEMBER:	ALL
WARDS:	ALL
CORPORATE PRIORITY/POLICY CONTEXT:	
The constitutional requirement that cabinet receives recommendations from scrutiny committees and to respond to the recommendations within two months of the receipt of the recommendations	
FINANCIAL IMPACT	
The recommendations in the appendix to this report may have a financial implication and as each recommendation is developed the financial implication will be explored and approved.	
FORWARD PLAN KEY DECISION REFERENCE NO: not a key decision	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations contained within this report:

1. RECOMMENDATIONS

Cabinet is asked to:

Receive the recommendations arising from meeting of the Scrutiny & Overview Committee held on 30 March 2021 and the Children & Young People Sub-Committee held on 20 April 2021, and to provide a substantive response within two months (i.e. at the next available Cabinet meeting on **5 July 2021**).

2. STAGE 1: RECOMMENDATIONS ARISING FROM SCRUTINY

- 2.1 Recommendations that have been received from the Scrutiny and Overview Committee and its Sub-Committees since the last Cabinet meeting are provided in Appendix A. The constitution requires that an interim or full response is provided within 2 months of this Cabinet meeting.
- 2.2 To provide additional context for the Cabinet, the conclusions reached by the Committee and its Sub-Committees are also included for information in Appendix A.

3. CONSULTATION

- 3.1 The recommendations were developed from the deliberations of either the Scrutiny & Overview Committee or one of its Sub-Committees.

4. PRE-DECISION SCRUTINY

- 4.1 The recommendations set out in the appendix to this report directly arise from Scrutiny.

5. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 5.1 There are no financial implications arising directly from the content of this report.

6. LEGAL CONSIDERATIONS

- 6.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the recommendations are presented to Cabinet in accordance with the Constitution.
- 6.2 This requires that the Scrutiny report is received and registered at this Cabinet Meeting and that a substantive response is provided within 2 months (i.e. **Cabinet, 5 July 2021** is the next available meeting).

Approved by Sandra Herbert, Head of Litigation & Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer

7. EQUALITIES IMPACT

- 7.1 There are no equalities implications arising directly from the content of this report

8. HUMAN RESOURCES IMPACT

8.1 There are no human resource implications arising directly from the contents of this report

9. ENVIRONMENTAL IMPACT

9.1 There are no environmental implications arising directly from the contents of this report

10. CRIME AND DISORDER REDUCTION IMPACT

10.1 There are no crime and disorder implications arising directly from the contents of this report

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

11.1 There is a statutory requirement for Cabinet to receive the recommendations made by Scrutiny.

12. OPTIONS CONSIDERED AND REJECTED

12.1 None

13. DATA PROTECTION IMPLICATIONS

13.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

There are no Data Protection implications at this stage, but that the situation will be reviewed again at Stage 2 when Cabinet provide their response to the proposed recommendations.

13.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

No.

CONTACT OFFICER:

Simon Trevaskis, Senior Democratic Services
& Governance Officer – Scrutiny
T: 020 8726 6000 X 64840
Email: simon.trevaskis@croydon.gov.uk

APPENDICES:

Appendix A – Recommendations from Scrutiny

BACKGROUND DOCUMENTS:

Background document 1:

Meeting of the Scrutiny & Overview Committee held on 30 March 2021

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=166&MIId=2158&Ver=4>

Background document 2:

Meeting of the Children & Young People Sub- Committee held on 20 April 2021

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=167&MIId=2150&Ver=4>

Scrutiny Recommendations: Stage 1

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
Scrutiny & Overview Committee	30 March 2021	Scrutiny Update on 1-87 Regina Road	The Committee broadly accepted the terms of the reference for the independent investigation into the housing disrepair found at Regina House, which was due to report its findings back to the Council by 9 April.			
Scrutiny & Overview Committee	30 March 2021	Scrutiny Update on 1-87 Regina Road	The Committee welcomed confirmation that a review of housing services had been brought forward in light of the issues experienced by tenants at Regina House and agreed that there were a number of key areas that needed to be looked at as part of this review.	<p>The Committee asks that as part of the review of the Council's housing services consideration is given to the following areas:-</p> <ul style="list-style-type: none"> - Prior to starting the review, the Council's long term vision for its housing services needed to be defined and then used as a basis for the review. - The review also needed to consider how the Council listens to the voice of its tenants both in terms of responding to issues raised and in designing services. - The process for tenants reporting issues and how they are subsequently dealt with needs to be comprehensively overhauled to ensure the needs of tenants are prioritised in any future delivery model. 	Patricia Hay-Justice	Sarah Hayward

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
Scrutiny & Overview Committee	30 March 2021	Scrutiny Update on 1-87 Regina Road	The Committee had concerns about the performance of the current contractor for the repairs service, which needed to be investigated to establish whether value for money and service standards were being achieved.	The Committee recommends that delivery of the repairs service should be reviewed, when possible to do so under the terms of the current contract, to establish the most cost effective means of providing the service that also met the standards expected by tenants.	Patricia Hay-Justice	Sarah Hayward
Scrutiny & Overview Committee	30 March 2021	Review of the Libraries Public Consultation – Phase One	The Committee concluded that any consultation on the provision of the libraries service needed to be based on an underlying vision for the service and that the vision needed to be clearly defined in the consultation process	The Committee recommends that any future consultation documents on the libraries service clearly outlines the Council's vision for libraries and how it had informed the process.	Oliver Lewis	Sarah Hayward
Scrutiny & Overview Committee	30 March 2021	Review of the Libraries Public Consultation – Phase One	The Committee concluded that the option to close five libraries needed to be a last resort and should only be pursued if it was not possible to achieve the required savings through other options for delivery of the libraries service.			
Scrutiny & Overview Committee	30 March 2021	Review of the Libraries Public Consultation – Phase One	The Committee was unable to reach a conclusions on the preferability of the other three options. Instead it concluded that a thorough options appraisal would be needed to make a judgement on which of these	The Committee recommends that further work is undertaken to prepare a detailed appraisal of any options put forward for the next stage of the consultation, to ensure that those responding could make an informed decision. This	Oliver Lewis	Sarah Hayward

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
			options was included in the next stage of the consultation.	<p>should include consideration of:-</p> <ul style="list-style-type: none"> - hybrid of options - a co-design approach for the redevelopment of the future library service <p>The assessment criteria for the options appraisal also needed to be clearly defined at the start of the process and published with the second phase consultation</p>		
Children & Young People Sub-Committee	20 April 2021	Early Help, Social Care & Education Dashboards	The Education dashboard was lacking information on SEN reviews and it was important that the dashboard be inclusive of all the children in Croydon that we serve	<ol style="list-style-type: none"> 1. That future dashboards contain information that accurately reflects the landscape for SEN children and the Chair to reach an agreement with the Interim Director of Education of the level of information to be shared. 2. Including data on 19-21 year old NEETs to enable comparison against national benchmarks 	Alisa Flemming	Shelley Davies
Children & Young People Sub-Committee	20 April 2021	Early Help, Social Care & Education Dashboards	The percentage of PRU that are rated by Ofsted as Good or Outstanding was an achievement to be celebrated. Additionally the overall high quality of both primary and secondary schools in the borough was commended.		Alisa Flemming	Shelley Davies

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
Children & Young People Sub-Committee	20 April 2021	Early Help, Social Care & Education Dashboards	The steps that were being taken to address vacancy rates in Children's Social care was encouraging.		Alisa Flemming	Roisin Madden
Children & Young People Sub-Committee	20 April 2021	Early Help, Social Care & Education Dashboards	Commended the continued use of technology where it enables more efficient and effective service provision.		Alisa Flemming	Roisin Madden
Children & Young People Sub-Committee	20 April 2021	Service Impact & Budget Update	<p>It was very concerning that the role of Scrutiny was not included in the assurance process of the draft Children Families and Education Improvement Plan 2021-24.</p> <p>It was disappointing that the Children's Improvement Board work programme had been developed without consultation with the Sub-Committee or GPAC on its own work programme in order to avoid duplication.</p>	The Draft Children, Families and Education Delivery Plan 2021-24 be reviewed to ensure appropriate acknowledgement and inclusion of Scrutiny in its governance and assurance mechanisms.	Alisa Flemming	Roisin Madden
Children & Young People Sub-Committee	20 April 2021	Service Impact & Budget Update	The Plan was well written and robust but some of the language used was ambiguous. It was important that officers be mindful of the language used which could lead to unintended interpretation.	The Plan to be circulated to all Councillors with a briefing note that explains the challenges and for all other department to follow this lead when writing the plan for their service.	Alisa Flemming	Roisin Madden

For General Release

REPORT TO:	CABINET 17 May 2021
SUBJECT:	STAGE 2: RESPONSE TO RECOMMENDATIONS ARISING FROM: SCRUTINY & OVERVIEW COMMITTEE HELD ON 16 FEBRUARY 2021
LEAD OFFICER:	Asmat Hussain, Interim Executive Director of Resources and Monitoring Officer Stephen Rowan, Head of Democratic Services and Scrutiny
CABINET MEMBER:	All
WARDS:	All
CORPORATE PRIORITY/POLICY CONTEXT Corporate Plan for Croydon 2018-2022 The constitutional requirement that Cabinet receives recommendations from scrutiny committees and to respond to the recommendations within two months of the receipt of the recommendations.	
FINANCIAL IMPACT The recommendations in the appendix to this report may have a financial implication and as each recommendation is developed the financial implication will be explored and approved.	
FORWARD PLAN KEY DECISION REFERENCE NO.: not a key decision	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

1. RECOMMENDATIONS

- 1.1 Cabinet is recommended to approve the response and action plans attached to this report at Appendix A and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

2. EXECUTIVE SUMMARY

- 2.1 This report asks the Cabinet to approve the full response reports arising from the Stage 1 reports presented to the Cabinet meeting held on 22 March 2021 including:

- Action plans for the implementation of agreed recommendations, or

- Reasons for rejecting the recommendations

and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

- 2.2 The Constitution requires that in accepting a recommendation, with or without amendment, from a Scrutiny and Overview Committee or Sub-Committee, the Cabinet shall agree an action plan for the implementation of the agreed recommendations and shall delegate responsibility to an identified officer to report back to the Scrutiny and Overview Committee or Sub-Committee, within a specified period, on progress in implementing the action plan.

3. SCRUTINY RECOMMENDATIONS

- 3.1 The Scrutiny recommendations are contained in the schedule in the appendix to this report.
- 3.2 The detailed responses including reasons for rejected recommendations and action plans for the implementation of agreed recommendations are contained in the appendices.

4. CONSULTATION

- 4.1 The recommendations were developed from the deliberations of either the Scrutiny & Overview Committee or one of its Sub-Committees.
- 4.2 The recommendations in the appendix to this report may involve further consultation and as each recommendation is developed these implications will be explored and approved.

5 PRE-DECISION SCRUTINY

- 5.1 The recommendations in the appendix to this report are the result of Pre-Decision Scrutiny.

6. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 6.1 The recommendations in this report may have a financial implication and as each recommendation is developed the financial implication will be explored and approved.

Approved by: Matthew Davis, Interim Deputy S115 Officer

7. LEGAL CONSIDERATIONS

- 7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the Constitution requires that Cabinet both receives

recommendations from Scrutiny Committees and responds to the recommendations within two months of their receipt.

Approved by: Sandra Herbert, Head of Litigation and Corporate Law and Deputy Monitoring Officer on behalf of the interim Director of Law and Governance.

8. HUMAN RESOURCES IMPACT

8.1 The recommendations in the appendix to this report may have a Human Resources impact and as each recommendation is developed these implications will be explored and approved.

9. EQUALITIES IMPACT

9.1 The recommendations in the appendix to this report may have an Equalities impact and as each recommendation is developed these implications will be explored and approved.

10. ENVIRONMENTAL IMPACT

10.1 The recommendations in the appendix to this report may have an Environmental impact and as each recommendation is developed these implications will be explored and approved.

11. CRIME AND DISORDER REDUCTION IMPACT

11.1 The recommendations in the appendix to this report may have a Crime and Disorder reduction impact and as each recommendation is developed these implications will be explored and approved.

12. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

12.1 These are contained in the appendix to this report.

13. OPTIONS CONSIDERED AND REJECTED

13.1 These are contained in the appendix to this report.

14. DATA PROTECTION IMPLICATIONS

14.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

The recommendations in the appendix to this report may involve the processing

of 'personal data' and as each recommendation is developed these implications will be explored and approved.

14.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

NO

The recommendations in the appendix to this report may require a DPIA and as each recommendation is developed these implications will be explored and a DPIA carried out where necessary.

CONTACT OFFICER:

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Services and Scrutiny
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APPENDICES:

Appendix A: Scrutiny Stage 2 Responses

BACKGROUND DOCUMENTS:

Report to Scrutiny & Overview Committee held on 16 February 2021

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=166&MId=2497&Ver=4>

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
Report: Budget 2021-22 (Considered by Scrutiny & Overview Committee on 16 February 2021)							
1. That regular monitoring reports on the budget and performance of Children and Adults Social Care is scheduled for meetings of the relevant Scrutiny Sub-Committees throughout 2021-22.	a. There was concern about the deliverability of the Adults and Social Care budgets, particularly the savings which targeted a reduction in the number adults in the care system. To ensure that there was not an adverse impact, it was agreed that the budget and performance would be regularly monitored by their respective Scrutiny Sub-Committees.	Councillor Janet Campbell Health, Wellbeing and Adults	Accept.	Annette McPartland	None.	a. Adults budget is now being monitored monthly, and there are fortnightly efficiencies updates to the corporate programme steering group, and monthly updates to the Improvement panel. Scrutiny Clerk to ensure Budget is added to the agenda for health and social care Sub Committee and request papers as recommended.	15 June 2021
	b. There was concern about the deliverability of the Children's Social Care budgets, particularly the savings which targeted a reduction in the number of children in the care system. To ensure that there was not an adverse impact, it was agreed that the budget and performance of these	Councillor Alisa Flemming Children, Families and Education	Accept.	Debbie Jones	None.	b. There is a performance scorecard that goes to Children and Young People's Sub Committee as a standing item for both Education and Children's Social Care.	

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
	services would be regularly monitored by their respective Scrutiny Sub-Committees.					Scrutiny Clerk to ensure Budget is added to the agenda for Children and Young People's Sub Committee and request papers as recommended.	
<p>Page 474</p> <p>2. That performance indicators are created which allow the Scrutiny and Overview Committee, and the wider political and corporate leadership, to monitor the effectiveness of the work to implement cultural change across the Council in regard of financial monitoring and controls.</p>	As the delivery of the budget was predicated on changing the culture with the Council toward finance control, it was questioned how it could be demonstrated to the Committee that these cultural changes were being embedded across the organisation.	<p>Councillors Hamida Ali, Stuart King & Callton Young</p> <p>Resources</p>	Accept.	Katherine Kerswell	None.	<p>The proof of change of culture is in results.</p> <p>Forecasting will be monthly publicly reported and will demonstrate the extent to which cultural change has been embraced by the organization.</p>	15 June 2021
3. That the General Purposes and Audit Committee received regular reports on the risks identified in the budget, to provide reassurance that these were being managed effectively.	It was agreed that there should be Member oversight of the potential risks arising from the savings programme, to ensure there could be confidence that these were being managed appropriately and mitigation identified as needed. Given that risk sat within the remit of the General Purposes and Audit Committee, it would be appropriate for them to receive regular updates on the risks associated with the delivery of the budget.	<p>Councillor Callton Young</p> <p>Resources</p>	Accept.	Chris Buss	None.	Regular quarterly reports to be made GPAC after the end of each quarter so first report will be in July.	<p>N/A</p> <p>As GPAC</p>

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
4. That an update be provided to the Members of the Scrutiny & Overview Committee to confirm how corporate monitoring of the budget will enable potential, unforeseen consequences arising from the savings programme to be identified at an early stage.	There remained concern that there could be potential, unforeseen consequences arising as a result of the savings programme and further reassurance was required to confirm how these would be picked up through the corporate monitoring process.	Councillors Stuart King & Callton Young Resources	Accept.	Chris Buss	None.	Commitment to publish Monthly forecast Starting with April Cabinet M 10 20/21 will enable public oversight of financial position.	15 June 2021
That timely updates are provided to the Scrutiny & Overview Committee on any major alterations to the Council's in-year budget over the life of the Medium Term Financial Strategy.	Although the Committee accepted the reassurance that the budget outcome for the remainder of 2020-21 was reasonably certain, it was agreed that should there be any major alterations to the budget going forward over the life of the Medium Term Financial Strategy, it should be reported to the Committee.	Councillors Stuart King & Callton Young Resources	Accept.	Chris Buss	None.	Any Changes in the budget will be reported in the forecast report that will be reported to cabinet on a monthly basis. The MTFS will be refreshed over the summer and reported to cabinet	15 June 2021

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REPORT TO:	CABINET 17th MAY 2021
SUBJECT:	INVESTING IN OUR BOROUGH
LEAD OFFICER:	RACHEL SONI, INTERIM DIRECTOR OF COMMISSIONING & PROCUREMENT ASMAT HUSSAIN, INTERIM EXECUTIVE DIRECTOR OF RESOURCES
CABINET MEMBER:	COUNCILLOR CALLTON YOUNG CABINET MEMBER FOR RESOURCES AND FINANCIAL GOVERNANCE
WARDS:	ALL
CORPORATE PRIORITY/POLICY CONTEXT	
<p>Effective outcome based commissioning and prudent financial transactions contribute to all corporate priorities.</p> <p>The Council's Commissioning Framework (2019 – 2023) sets out the approach to commissioning and procurement and puts delivery of outcomes at the heart of the decision making process. As the Council develops more diverse service delivery models, it is important to ensure that our contractual and partnership relationships are not only aligned to our corporate priorities but also represent value for money for citizens and taxpayers.</p>	
FINANCIAL SUMMARY: Financial implications are set out in each individual report.	
KEY DECISION REFERENCE NO.:	
There are key decisions mentioned in this report, but approval of the Recommendations would not constitute a key decision.	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1 RECOMMENDATIONS

1.1. The Cabinet is requested to note:

1.1.1. The contracts between £500,000 and £5,000,000 anticipated to be awarded under delegated authority from the Leader by the nominated Cabinet Member, in consultation with the Cabinet Member for Resources and Financial Governance and with the Leader in certain circumstances, before the next meeting of Cabinet, as set out in section 5.1.1.

1.1.2. The list of delegated award decisions made by the Director of Commissioning and Procurement, between 17/03/2021 – 06/04/2021, as set out in section 5.1.2.

2 EXECUTIVE SUMMARY

2.1 This is a standing report which is presented to the Cabinet, for information, at every scheduled Cabinet meeting to update Members on:

- Contracts between £500,000 and £5,000,000 anticipated to be awarded under delegated authority from the Leader by the nominated Cabinet Member, in consultation with the Cabinet Member for Resources and Financial Governance and with the Leader in certain circumstances, before the next meeting of Cabinet;
- Delegated contract award decisions made by the Director of Commissioning and Procurement 17/03/2021 – 06/04/2021;
- Contract awards and strategies to be agreed by the Cabinet at this meeting which are the subject of a separate agenda item;
[As at the date of this report there are none]
- Delegated contract award decisions under delegated authority from the Leader by the Cabinet Member for Children, Young People and Learning in consultation with the Cabinet Member for Resources and Financial Governance related to the Health and Social Care Services - DPS 3 Lot 3 – Young People Semi Independent Accommodation;
[As at the date of this report there are none]
- Property lettings, acquisitions and disposals agreed by the Cabinet Member for Resources and Financial Governance in consultation with the Leader since the last meeting of Cabinet;
[As at the date of this report there are none]
- Delegated contract award decisions under delegated authority from the Leader by the Cabinet Member for Families, Health & Social Care in consultation with the Cabinet Member for Resources and Financial Governance related to the Adult and Young People Social Care Dynamic Purchasing Systems (DPS);
[As at the date of this report there are none]
- Partnership arrangements to be agreed by the Cabinet at this meeting which are the subject of a separate agenda item.
[As at the date of this report there are none]

3 DETAIL

3.1 Section 5.1.1 of this report lists those contracts that are anticipated to be awarded by the nominated Cabinet Member.

3.2 Section 5.1.2 of this report lists the delegated award decisions made by the Director of Commissioning and Procurement, between 17/03/2021 – 06/04/2021.

3.3 The Council's Procurement Strategy and Tender & Contracts Regulations are accessible under the Freedom of Information Act 2000 as part of the Council's Publication Scheme. Information requested under that Act about a specific procurement exercise or contract held internally or supplied by external organisations, will be accessible subject to legal advice as to its commercial confidentiality, or other applicable exemption, and whether or not it is in the public interest to do so.

4 PRE-DECISION SCRUTINY

4.1 This report does not require pre-decision as all the reports listed below are compliant with the Council's Tender & Contracts Regulations.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 Contract Awards

5.1.1 Revenue and Capital consequences of contract award decisions to be made between £500,000 and £5,000,000 by the nominated Cabinet Member in consultation with the Cabinet Member for Resources & Financial Governance or, where the nominated Cabinet Member is the Cabinet Member for Resources & Financial Governance, in consultation with the Leader.

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept/Cabinet Member
CALAT Management Information System Contract Variation	£578,000 (An increase of £305,000) (Extension of 6 years)		Children. Young People & Learning / Cllr Flemming

5.1.2 Revenue and Capital consequences of delegated decisions made by the Director of Commissioning and Procurement for contract awards (Regs. 19, 28.4 a & b) between £100,000 and £500,000 and contract extension(s) previously approved as part of the original contract award recommendation (Reg. 28.4 d) and contract variations (Reg.30).

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept
Cycle Hangars Award Report		£290,000 (Contract length 1 year) (Decision taken on 19 th Mar 2021)	Place
CWD Family Support Award	£287,970 (Contract length 3 years) (Decision taken on 19 th Mar 2021)		Children's, Families and Education
CCTV BT Award	£270,000 (Contract length 2 years) (Decision taken on 24 th Mar 2021)		Place

CONTRACT VARIATIONS & EXTENSIONS					
Contract Title	Value of Contract to Date	Value of Extension Term	Total Revenue value including extension term	Contract Capital Budget	Dept.
CCTV Chroma Contract Variation Award	£230,604	£194,000	£424,604 (Extension of 2 years) (Decision taken on 24 th Mar 2021)		Place
Fire Risk Assessments Variation Award	£135,000	£14,000	£149,930 (Extension of 1 year) (Decision taken on 1 st April 2021)		Place

Approved by: Matthew Davis, Head of Finance – MTFs, on behalf of Chris Buss, Interim Director of Finance, Investment and Risk and Section 151 Officer

6 LEGAL CONSIDERATIONS

- 6.1 The information contained within this report is required to be reported to Members in accordance with Appendix B of the Council's Tenders

Contracts Regulations and, in relation to the acquisition or disposal of assets, Regulation 9.3 of the Council's Financial Regulations which states 'Recommendations on acquisitions or disposals valued between £500k and up to £5m must also be approved by the Cabinet Member for Finance and Resources in consultation with the Leader of the Council, subject to the intention to do so having been reported to a previous meeting of Cabinet and in accordance with the Leader's Scheme of Delegation. Recommendations on acquisitions or disposals valued over £5m will be reported for approval to Cabinet.'

Approved by: Doutimi Aseh, Interim Director of Law and Governance

7 HUMAN RESOURCES IMPACT

- 7.1 There are no immediate HR issues that arise from the strategic recommendations in this report for LBC staff. Any specific contracts that arise as a result of this report should have their HR implications independently assessed by a senior HR professional.

Approved by: Sue Moorman, Director of Human Resources

8 EQUALITY IMPACT

- 8.1 An Equality Analysis process has been used to assess the actual or likely impact of the decisions related to contracts mentioned in this report and mitigating actions have been defined where appropriate.
- 8.2 The equality analysis for the contracts mentioned in this report will enable the Council to ensure that it meets the statutory obligation in the exercise of its functions to address the Public Sector Equality Duty (PSED). This requires public bodies to ensure due regard to the need to advance equality of opportunity; foster good relations between people who share a "protected characteristic" and those who do not and take action to eliminate the potential of discrimination in the provision of services.
- 8.3 Any issues identified through the equality analysis will be given full consideration and agreed mitigating actions will be delivered through the standard contract delivery and reporting mechanisms.

Approved by: Yvonne Okiyo, Equalities Manager

9 ENVIRONMENTAL IMPACT

- 9.1 Any issues emerging in reports to the relevant Cabinet Member will require these considerations to be included as part of the standard

reporting requirements, and will not proceed without full consideration of any issues identified.

10 CRIME AND DISORDER REDUCTION IMPACT

10.1 Any issues emerging in reports to the relevant Cabinet Member will require these considerations to be included as part of the standard reporting requirements, and will not proceed without full consideration of any issues identified.

11 DATA PROTECTION IMPLICATIONS

11.1 Will the subject of the report involve the processing of 'personal data'?

NO

11.2 Has a Data Protection Impact Assessment (DPIA) been completed?

NO

Data Protection Impact Assessments have been used to assess the actual or likely impact of the decisions related to contracts mentioned in this report and mitigating actions have been defined where appropriate.

Approved by: Rachel Soni, Interim Director of Commissioning & Procurement

CONTACT OFFICER:

Name:	Bianca Byrne
Post title:	Head of Commissioning and Procurement (Corporate)
Telephone no:	63138

BACKGROUND DOCUMENTS:

The following public background reports are not printed with this agenda, but are available as background documents on the Croydon Council website agenda which can be found via this link [Cabinet agendas](#)

- *CALAT Management Information System Contract Variation*

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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