

# Scrutiny & Overview Committee Agenda



To: Councillor Sean Fitzsimons (Chair), Councillor Robert Ward (Vice-Chair),  
Leila Ben-Hassel, Shafi Khan, Oni Oviri and Joy Prince

Reserve Members: Jeet Bains, Robert Canning, Richard Chatterjee,  
Pat Clouder, Mary Croos and Clive Fraser

A meeting of the **Scrutiny & Overview Committee** which you are hereby summoned to attend, will be held on **Thursday, 27 May 2021 at 5.30 pm. This meeting will be held remotely.**

Jacqueline Harris Baker  
Council Solicitor & Monitoring Officer  
London Borough of Croydon  
Bernard Weatherill House  
8 Mint Walk, Croydon CR0 1EA

Simon Trevaskis  
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www.croydon.gov.uk/meetings  
Wednesday, 19 May 2021

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If you require any assistance, please contact Simon Trevaskis  
0208 7266000 as detailed above.

## **AGENDA – PART A**

### **1. Apologies for Absence**

To receive any apologies for absence from any members of the Committee.

### **2. 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.

### **3. 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.

### **4. CALL-IN: Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company (Pages 5 - 34)**

The Scrutiny & Overview Committee is asked to consider and respond to the Call-In in accordance with the procedure set out in the Council's constitution.

### **5. CALL-IN: Libraries Public Consultation Phase Two (Pages 35 - 256)**

The Scrutiny and Overview Committee is asked to consider and respond to the Call-In in accordance with the procedure set out in the Council's constitution

### **6. 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**

**7. CALL-IN: Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company (Pages 257 - 260)**

Appendix D: The associated confidential Part B Cabinet report to accompany Item 4: CALL-IN: Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company.

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# Agenda Item 4

<b>REPORT TO:</b>	<b>SCRUTINY AND OVERVIEW COMMITTEE</b> <b>27 May 2021</b>
<b>SUBJECT:</b>	<b>CALL IN: Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company</b>
<b>LEAD OFFICER:</b>	<b>Katherine Kerswell – Interim Chief Executive</b> <b>Chris Buss – Interim Director of Finance, Investment and Risk</b>
<b>CABINET MEMBERS:</b>	<b>Leader of the Council – Councillor Hamida Ali</b>

<b>ORIGIN OF ITEM:</b>	This item has been triggered by the call-in of the decision (1421CAB) by the Cabinet on 17 May 2021 on the Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company.
<b>BRIEF FOR THE COMMITTEE:</b>	To consider and respond to the Call-In in accordance with the procedure set out in the Council's constitution (set out in paragraph 2.3 below).

## 1. EXECUTIVE SUMMARY

- 1.1 The decision taken on the Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company by the Cabinet on 17 May 2021 has been called-in by 18 members of the Council.
- 1.2 Attached to this report are:
  - **Appendix A1 to A2** is the Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company - Cabinet Report and its associated appendices
  - **Appendix B** is the Key Decision Notice
  - **Appendix C** is the completed call in form that was received by the Monitoring Officer
  - **Appendix D** is the associated confidential part B report for this item.

## 2. CALL-IN – ONGOING REVIEW OF BRICK BY BRICK CROYDON LTD AND ASSOCIATED MATTERS RELATING TO THE COMPANY

- 2.1 The decision taken by the Cabinet that is the subject of this call-in, was as follows:

*Having carefully read and considered the Part A report, the associated confidential part B report, and the requirements of the Council's public sector duty in relation to the issues detailed in the body of the reports, the Cabinet resolved 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.*

2.2 The call-in pro-forma is attached at Appendix C. The decision form was received on 18 May 201 from Councillor Robert Ward, with the call-in supported by the following councillors – Jason Cummings, Simon Brew, Maria Gatland, Ian Parker, Sue Bennet, Richard Chatterjee, Michael Neal, Andy Stranack, Yvette Hopley, Helen Redfern, Stuart Millson, Margaret Bird, Lynne Hale, Scott Roche, Steve Hollands, Gareth Streeter and Simon Hoar

2.3 The reasons stated for the Call-In are that:

“1) To hold the decision takers to account on their decision and to the evidence that underpins their reasoning to lend Brick by Brick a further £10 million.

2) To hold the decision takers to account on their decision and to the evidence that underpins their reasoning that novating the Fairfield Halls refurbishment contracts to the Council and changing the status of the costs of the refurbishment from a capital loan to Brick by Brick to the Council's capital programme is in the best interests of Croydon residents.

3) To obtain reassurance that the purchase of the additional 104 housing units represents good value for money and that any additional purchases meet the same criterion.”

2.4 The outcomes desired from the Call-In are stated as:

'For the decision takers to give a satisfactory response to the above queries including providing the requested documentation, if necessary as a Part B.'

### **3. CALL-IN PROCEDURE**

3.1 The Council's Constitution, Part 4E Scrutiny & Overview Procedure Rule, states:

*"11.08 The referral shall be considered at the next scheduled meeting of the Scrutiny and Overview Committee unless, in the view of the Borough Solicitor, this would cause undue delay. In such cases the Borough Solicitor, will consult with the decision-taker and the Chair of Scrutiny and Overview to agree a date for an additional meeting. The Scrutiny and Overview Committee may only consider a maximum of three referrals at any one meeting.*

*11.09 At the meeting, the referral will be considered by the Committee which shall determine how much time it will give to the call-in and how the item will be dealt with including whether or not it wishes to review the decision. If having considered the decision there are still concerns about the decision then the Committee may refer it back to the Cabinet for reconsideration, setting out in writing the nature of the concerns. The Cabinet shall then reconsider the decision, amending the decision or not, before making a final decision.*

*11.10 The Scrutiny and Overview Committee may refer the decision to the Council if it considers that the decision taken by the Leader or Cabinet is outside the Budget and Policy Framework of the Council. The Council may decide to take no further action in which case the decision may be implemented. If the Council objects to Cabinet's decision it can nullify the decision if it is outside the Policy Framework and/or inconsistent with the Budget.*

*11.11 If the Scrutiny and Overview Committee decides that no further action is necessary then the decision may be implemented.*

*11.12 If the Council determines that the decision was within the Policy Framework and consistent with the Budget, it will refer any decision to which it objects, together with its views on the decision, to the Cabinet. The Cabinet shall choose whether to either, amend, withdraw or implement the original decision within 10 working days or at the next meeting of the Cabinet after the referral from the Council.*

*11.13 The responses of the decision-taker and the Council shall be notified to all Members of the Scrutiny and Overview Committee once the Cabinet or Council has considered the matter and made a determination.*

*11.14 If either the Council or the Scrutiny and Overview Committee fails to meet in accordance with the Council calendar or in accordance with paragraph 11.08 above, then the decision may be implemented on the next working day after the meeting was scheduled or arranged to take place."*

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**CONTACT OFFICER:**

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**APPENDIX A1 to A3:** Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company - Cabinet Report (and associated appendices)

**APPENDIX B:** The Key Decision notice

**APPENDIX C:** Call-In Proforma

**APPENDIX D:** Associated confidential Part B report



## For General Release

<b>REPORT TO:</b>	<b>CABINET 17 May 2021</b>
<b>SUBJECT:</b>	<b>Ongoing Review of Brick by Brick Croydon Ltd and associated matters relating to the company</b>
<b>LEAD OFFICER:</b>	<b>Katherine Kerswell – Interim Chief Executive Chris Buss – Interim Director of Finance, Investment and Risk</b>
<b>CABINET MEMBER:</b>	<b>Leader of the Council – Councillor Hamida Ali</b>
<b>CORPORATE PRIORITY/POLICY CONTEXT</b> 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 31<sup>st</sup> 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 18<sup>th</sup> 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 19<sup>th</sup>. 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 19<sup>th</sup> 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

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**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 31<sup>st</sup> 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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## LONDON BOROUGH OF CROYDON

To: All Members of Council  
Croydon Council website  
Access Croydon & Town Hall Reception

### **PUBLIC NOTICE OF KEY DECISIONS MADE AT THE CABINET MEETING ON MONDAY, 17 MAY 2021**

This statement is produced in accordance with Regulation 12 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

In accordance with the Scrutiny and Overview Procedure Rules the following decisions may be implemented from **1300 hours on 25 May 2021** unless referred to the Scrutiny and Overview Committee (ie after 13.00 hours on the 6th working day following the day on which the decision was taken). The call-in procedure is appended to this notice.

The following apply to each decision listed below

**Reasons for these decisions:** As set out in the reports  
<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=183&MId=2174>

**Other options considered and rejected:** As set out in the reports  
<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=183&MId=2174>

**Details of any consultation and representations received not included in the published report:** None

**Details of conflicts of Interest declared by any Cabinet Member:** None

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

**Agenda Item: 6            ONGOING REVIEW OF BRICK BY BRICK CROYDON LTD AND ASSOCIATED MATTERS RELATING TO THE COMPANY**

**Key Decision No.: 1421CAB**

**Details of decision:**

Having carefully read and considered the Part A report, the associated confidential part B report, and the requirements of the Council's public sector duty in relation to the issues detailed in the body of the reports, the Cabinet

**RESOLVED: To**

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 of the report), 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).
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 of the report and as further detailed in the Part B restricted report.
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.
4. To note that any recommendation to acquire further units or other assets from Brick by Brick, and that any such acquisition of units to be within existing capital budget provision and meet the affordability criteria, should return to Cabinet for decision.
5. Otherwise note the progress made with regard to the previous February 2021 Cabinet recommendations on Brick by Brick.

**Agenda Item: 7 LIBRARIES PUBLIC CONSULTATION PHASE TWO -  
OPTIONS FOR COST SAVINGS IN LIBRARIES  
PROVISION IN THE BOROUGH**

**Key Decision No.: 2221CAB**

**Details of decision:**

Having carefully read and considered the Part A report and the requirements of the Council's public sector duty in relation to the issues detailed in the body of the reports, the Cabinet

**RESOLVED:** To 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

**Signed:** Council Solicitor and Monitoring Officer

**Notice date:** 18 May 2021

**Contact Officers:** [Victoria.lower@croydon.gov.uk](mailto:Victoria.lower@croydon.gov.uk) and [Anoushka.clayton-walsh@croydon.gov.uk](mailto:Anoushka.clayton-walsh@croydon.gov.uk)

## Scrutiny Referral/Call-in Procedure

1. The decisions may be implemented **1300 hours on 25 May 2021** (the 6th working day following the day on which the decision was taken) unless referred to the Scrutiny and Overview Committee.
2. The Council Solicitor shall refer the matter to the Scrutiny and Overview Committee if so requested by:-
  - i) the Chair and Vice Chair of the Scrutiny and Overview Committee and 1 member of that Committee; or for education matters the Chair, Vice Chair and 1 member of that Committee; or
  - ii) 20% of Council Members (14)
3. The referral shall be made on the approved pro-forma (*attached*) which should be submitted electronically or on paper to Victoria Lower by the deadline stated in this notice. Verification of signatures may be by individual e-mail, fax or by post. A decision may only be subject to the referral process once.
4. The Call-In referral shall be completed giving:
  - i) The grounds for the referral
  - ii) The outcome desired
  - iii) Information required to assist the Scrutiny and Overview Committee to consider the referral
  - iv) The date and the signatures of the Councillors requesting the Call-In
5. The decision taker and the relevant Chief Officer(s) shall be notified of the referral who shall suspend implementation of the decision. The Chair of the Scrutiny & Overview Committee shall also be notified.
6. The referral shall be considered at the next scheduled meeting of the Scrutiny & Overview Committee unless, in view of the Council Solicitor, this would cause undue delay. In such cases the Council Solicitor will consult with the decision taker and the Chair of Scrutiny and Overview to agree a date for an additional meeting. The Scrutiny & Overview Committee may only decide to consider a maximum of 3 referrals at any one meeting.
7. At the Scrutiny & Overview Committee meeting the referral will be considered by the Committee which shall determine how much time the Committee will give to the call in and how the item will be dealt with including whether or not it wishes to review the decision. If having considered the decision there are still concerns about the decision then the Committee may refer it back to Cabinet for reconsideration, setting out in writing the nature of the concerns. The Cabinet shall then reconsider the decision, amending the decision or not, before making a final decision.
8. The Scrutiny and Overview Committee may refer the decision to the Council if it considers that the decision is outside of the budget and policy framework of the Council. In such circumstances, the provisions of Rule 7 of the Budget & Policy Framework Procedure Rules (Part 4C of the Constitution) apply. The Council



may decide to take no further action in which case the decision may be implemented. If the Council objects to Cabinet's decision it can nullify the decision if it is outside the Policy Framework and/or inconsistent with the Budget.

9. If the Scrutiny and Overview Committee decides that no further action is necessary then the decision may be implemented.
10. If the Council determines that the decision was within the policy framework and consistent with the budget, the Council will refer any decision to which it objects together with its views on the decision, to the Cabinet. The Cabinet shall choose whether to either amend, withdraw or implement the original decision within 10 working days or at the next meeting of the Cabinet of the referral from the Council.
11. The responses of the decision-taker and the Council shall be notified to all Members of the Scrutiny and Overview Committee once the Cabinet or Council has considered the matter and made a determination.
12. If either the Council or the Scrutiny and Overview Committee fails to meet in accordance with the Council calendar or in accordance with paragraph 6 above, then the decision may be implemented on the next working day after the meeting was scheduled or arranged to take place.
13. **URGENCY:** The referral procedure shall not apply in respect of urgent decisions. A decision will be urgent if any delay likely to be caused by the referral process would seriously prejudice the Council's or the public's interests. The record of the decision and the notice by which it is made public shall state if the decision is urgent and therefore not subject to the referral process. The Chair of the Scrutiny and Overview Committee must agree that the decision proposed cannot be reasonably deferred and that it is urgent. In the absence of the Chair, the Deputy Chair's consent shall be required. In the absence of both the Chair and Deputy Chair, the Mayor's consent shall be required. Any such urgent decisions must be reported at least annually in a report to Council from the Leader including the reasons for urgency.

**Signed:** Council Solicitor and Monitoring Officer

**Notice Date:** 18 May 2021

**Contact Officers:** [victoria.lower@croydon.gov.uk](mailto:victoria.lower@croydon.gov.uk) and [Anoushka.clayton-walshe@croydon.gov.uk](mailto:Anoushka.clayton-walshe@croydon.gov.uk)

**PROFORMA**

**REFERRAL OF A KEY DECISION TO THE  
SCRUTINY AND OVERVIEW COMMITTEE**

For the attention of: Victoria Lower and Anoushka Clayton-Walshe, Democratic Services & Scrutiny e-mail to [Victoria.lower@croydon.gov.uk](mailto:Victoria.lower@croydon.gov.uk) and [Anoushka.clayton-walshe@croydon.gov.uk](mailto:Anoushka.clayton-walshe@croydon.gov.uk)

Meeting:  
Meeting Date:  
Agenda Item No:

**Reasons for referral:**

- i) The decision is outside of the Policy Framework
- ii) The decision is inconsistent with the budget
- iii) The decision is inconsistent with another Council Policy
- iv) Other: Please specify:

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**The outcome desired:**

**Information required to assist the Scrutiny and Overview Committee to consider the referral:**

Signed:

Date:

Member of \_\_\_\_\_ Committee

# Agenda Item 5

<b>REPORT TO:</b>	<b>SCRUTINY AND OVERVIEW COMMITTEE</b> <b>27 May 2021</b>
<b>SUBJECT:</b>	<b>CALL-IN: Libraries Public Consultation Phase Two -</b> <b>Options for cost savings in libraries provision in the borough</b>
<b>LEAD OFFICER:</b>	<b>Sarah Hayward, Interim Executive Director of Place</b> <b>Robert Hunt, Interim Head of Assets &amp; Involvement, Place</b>
<b>CABINET MEMBERS:</b>	<b>Councillor Oliver Lewis, Member for Culture &amp; Regeneration</b>

<b>ORIGIN OF ITEM:</b>	This item has been triggered by the call-in of the decision (2221CAB) by the Cabinet on 17 May 2021 on the Libraries Public Consultation Phase Two.
<b>BRIEF FOR THE COMMITTEE:</b>	To consider and respond to the Call-In in accordance with the procedure set out in the Council's constitution (set out in paragraph 2.3 below).

## 1. EXECUTIVE SUMMARY

1.1 The decision taken on the Libraries Public Consultation Phase Two by the Cabinet on 17 May 2021 has been called-in by 19 members of the Council.

1.2 Attached to this report are:

- **Appendix A1 to A10** is the Libraries Public Consultation Phase Two - Cabinet Report and its associated appendices
- **Appendix B** is the Key Decision Notice
- **Appendix C** is the completed call in form that was received by the Monitoring Officer

## 2. CALL-IN – LIBRARIES PUBLIC CONSULTATION PHASE TWO

2.1 The decision taken by the Cabinet that is the subject of this call-in, was as follows:

*Having carefully read and considered the Part A report and the requirements of the Council's public sector duty in relation to the issues detailed in the body of the reports, the Cabinet*

**RESOLVED:** *To 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.*

2.2 The call-in pro-forma is attached at Appendix C. The decision form was received on

18 May 201 from Councillor Gareth Streeter, with the call-in supported by the following councillors – Jason Perry, Jason Cummings, Lynne Hale, Yvette Hopley, Mario Creatura, Robert Ward, Scott Roche, Sue Bennett, Richard Chatterjee, Simon Brew, Ian Parker, Simon Hoar, Helen Redfern, Stuart Millson, Andy Stranack, Jeet Bains, Michael Neal, Badsha Quadir and Oni Oviri.

2.3 The reasons stated for the Call-In are that:

***The decision is outside of the policy framework***

*“Our children and young people thrive and reach their full potential”* is a stated priority of the council. During the consultation, residents will have to give their view on which – if any – of the three options presented ensure this is achieved. At the moment, the current proposal does not give residents sufficient information to do so:

- They cannot be sure what library opening hours will be and whether that suits the needs of children, young people and parents.
- They can give no measure of confidence that two of the three options are meaningful. The council is vague on what efficiencies would have to be found by a contractor under 6.5.
- Residents and community groups want to understand the human cost of each options. The current options are vague around job losses.

**The decision is inconsistent with the budget**

Option 6.7 factors in a saving to the council because they will no longer have to pay business rates on the buildings. However, it is not clear:

- 1) Whether the community group would have to pay the business rate; or
- 2) The business rate is not paid. If so, the council will make a loss elsewhere and the option will not achieve the saving outlined.”

2.4 The outcomes desired from the Call-In are stated as:

1. To give scrutiny confidence that residents can meaningfully assess what the impact of these options will be to the community
2. To give scrutiny confidence that the community groups will be able to meaningfully scope whether or not they could partner with the council to deliver library services
3. To give scrutiny confidence that residents have enough information to judge whether option 6.5 will deliver the necessary savings.
4. To give scrutiny confidence that delivering option 6.7 does not create shortfall elsewhere in the council’s finances.

**3. CALL-IN PROCEDURE**

3.1 The Council’s Constitution, Part 4E Scrutiny & Overview Procedure Rule, states:

*“11.08 The referral shall be considered at the next scheduled meeting of the Scrutiny and Overview Committee unless, in the view of the Borough Solicitor, this would cause undue delay. In such cases the Borough Solicitor, will consult with the decision-taker and the Chair of Scrutiny and Overview to agree a date for an additional meeting. The Scrutiny and Overview Committee may only consider a maximum of three referrals at any one meeting.*

- 11.09 *At the meeting, the referral will be considered by the Committee which shall determine how much time it will give to the call-in and how the item will be dealt with including whether or not it wishes to review the decision. If having considered the decision there are still concerns about the decision then the Committee may refer it back to the Cabinet for reconsideration, setting out in writing the nature of the concerns. The Cabinet shall then reconsider the decision, amending the decision or not, before making a final decision.*
- 11.10 *The Scrutiny and Overview Committee may refer the decision to the Council if it considers that the decision taken by the Leader or Cabinet is outside the Budget and Policy Framework of the Council. The Council may decide to take no further action in which case the decision may be implemented. If the Council objects to Cabinet's decision it can nullify the decision if it is outside the Policy Framework and/or inconsistent with the Budget.*
- 11.11 *If the Scrutiny and Overview Committee decides that no further action is necessary then the decision may be implemented.*
- 11.12 *If the Council determines that the decision was within the Policy Framework and consistent with the Budget, it will refer any decision to which it objects, together with its views on the decision, to the Cabinet. The Cabinet shall choose whether to either, amend, withdraw or implement the original decision within 10 working days or at the next meeting of the Cabinet after the referral from the Council.*
- 11.13 *The responses of the decision-taker and the Council shall be notified to all Members of the Scrutiny and Overview Committee once the Cabinet or Council has considered the matter and made a determination.*
- 11.14 *If either the Council or the Scrutiny and Overview Committee fails to meet in accordance with the Council calendar or in accordance with paragraph 11.08 above, then the decision may be implemented on the next working day after the meeting was scheduled or arranged to take place."*

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**CONTACT OFFICER:**

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Officer)

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**Appendix A1 to A10** is the Libraries Public Consultation Phase Two - Cabinet Report and its associated appendices

**Appendix B** is the Key Decision Notice

**Appendix C** is the completed call in form that was received by the Monitoring Officer

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

#### **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 14<sup>th</sup> January to 14<sup>th</sup> March 2021. Feedback from residents and 30<sup>th</sup> 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 25<sup>th</sup> 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 14<sup>th</sup> January and 14<sup>th</sup> 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 14<sup>th</sup> January 2021, to run until 7<sup>th</sup> 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 20<sup>th</sup> 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 22<sup>nd</sup>-24<sup>th</sup> 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
<b>Revenue Budget Available</b>	£3,410,000	£2,898,500	£2,898,500	£2,898,500
Expenditure Income	£0 £0	£0	£0	£0
<b>Effect of decision from report</b>	<b>-£511,500</b>	£0	£0	£0
Expenditure Income	£0 £0	£0	£0	£0
<b>Remaining Budget</b>	£2,898,500	£0	£0	£0
<b>Capital Budget available</b>	£1,875,000	£0	£0	£0
Expenditure Income	£0 £0	£0	£0	£0
<b>Effect of decision from report</b>	£0	£0	£0	£0
Expenditure Income	£1,875,000	£0	£0	£0
<b>Remaining Budget</b>	£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

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**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

<b>Directorate</b>	<b>PLACE</b>
<b>Title of proposed change</b>	<b>PLA Sav 03 Closure of Libraries Buildings and PLA Sav 20 Closure of South Norwood Library</b>
<b>Name of Officer carrying out Equality Analysis</b>	<b>Robert Hunt/Joan Redding</b>

## 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%
<b>Bradmore Green Library</b>	<b>309</b>	<b>14.37%</b>
<b>Broad Green Library</b>	<b>152</b>	<b>7.07%</b>
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%
<b>Shirley Library</b>	<b>377</b>	<b>17.53%</b>
<b>Sanderstead Library</b>	<b>467</b>	<b>21.71%</b>
Selsdon Library	335	15.57%
<b>South Norwood Library</b>	<b>414</b>	<b>19.25%</b>
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><b>All Croydon:</b> According to ONS Estimates 2019, Croydon residents comprise 386,710 residents:</p> <ul style="list-style-type: none"> <li>• 22.2% (85,672) aged 0-15</li> <li>• 64.1% (247,841) aged 16-64</li> <li>• 13.8% (53,197) 65 and over</li> </ul> <p>According to ONS mid-year estimates, Croydon has the 4<sup>th</sup> 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%
<b>Total</b>	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

61-70	15
71-80	10
81+	7
Prefer not to say	12
(blank)	70
<b>Grand Total</b>	<b>213</b>

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.

To summarise, it is concluded that there would be a disproportionate impact on the following age groups if the proposed closure took place:

- 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)

Disability

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.

The Home Library Service

**Information about Disability in Croydon (Croydon Observatory):**

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%

Source: ONS, Census 2011, Table QS303UK.

**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%):

DEXTERITY	2	0.2%
HEARING	97	8.7%

Library Management System  
Libraries Consultation  
Croydon Observatory

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%
<b>Grand Total</b>	<b>1116</b>	

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.

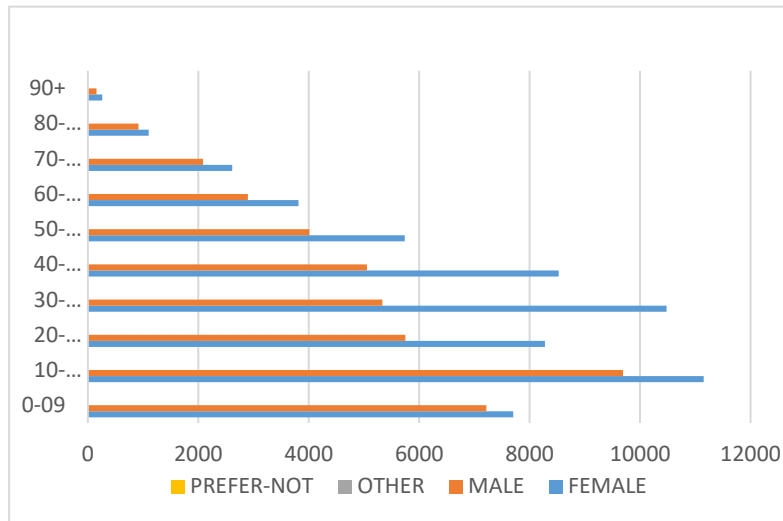
Row Labels	No	Prefer not to say	Yes, limited a little	Yes, limited a lot	Grand Total
Under 18	11		1		12
18-30	50	3	11	4	68
31-40	294	23	21	4	342
41-50	224	15	25	6	270
51-60	176	10	21	7	214
61-70	192	16	29	13	250
71-80	95	1	31	6	133
81+	8	2	8	5	23
Prefer not to say	17	42	4	2	65
(blank)	2				2
<b>Grand Total</b>	<b>1069</b>	<b>112</b>	<b>151</b>	<b>47</b>	<b>1379</b>

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><b>Croydon Ward populations by gender:</b></p> <table border="1" data-bbox="577 405 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><b>Library Database:</b> 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="577 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
<b>Grand Total</b>	<b>59666</b>	<b>43112</b>	<b>3</b>	<b>12</b>	<b>102793</b>



**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.

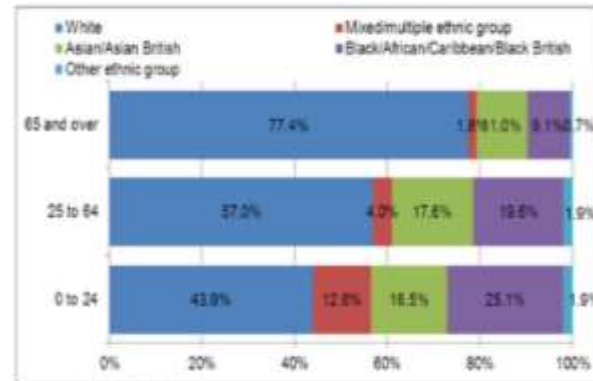
Savings made on closures will be part of wider Croydon savings and will not have a positive impact on service users or wider library services

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

Source: ONS 2011 Census

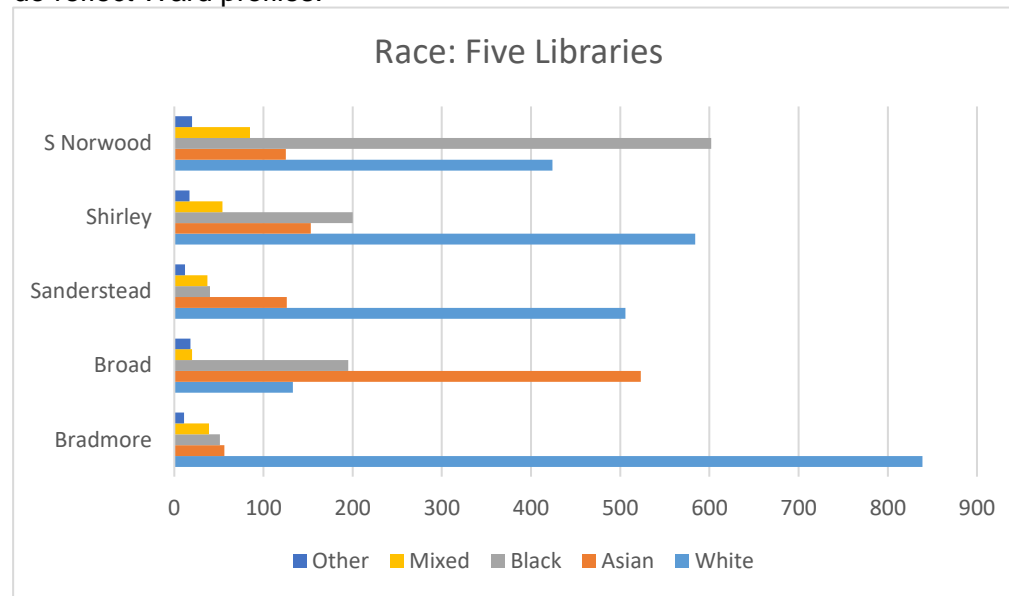
### Library Management System

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.



**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)

**Libraries Consultation:** just over 50% provided ethnicity details, and 9.59% of those did not prefer to say. Of those, over 60% were white:

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%

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 1422 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><b>Libraries Consultation</b> 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 &amp;</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%	<p>Libraries regular reports Libraries consultation Croydon Observatory</p>
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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
<b>Grand Total</b>	<b>213</b>

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:		
<b>Additional information needed and or Consultation Findings</b>	<b>Information source</b>	<b>Date for completion</b>
<p><b>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</b></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><b>Libraries Consultation Phase 1 finished 14 March 2021</b></p>	<p><b>April 2021 Phase 2 consultation May to July 2021</b></p>
<p><b>To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities</b></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><b>Libraries Consultation Phase 1 finished 14 March 2021</b></p>	<p><b>April 2021</b></p>
<p><b>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</b></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><b>Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation</b></p>	<p><b>Ongoing</b></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**

<b>Severity of Impact</b>	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	<b>Likelihood of Impact</b>			

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

# 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.

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## 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><b>Follow up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a</b></p>	<p>Investigating individuals affected for each of the 5 libraries</p> <p><b>Consider not closing those libraries.</b></p> <p><b>Home Library Service (books delivered to homes) is an option for residents with a disability who</b></p>	Joan Redding,	<p>April 2021</p> <p><b>May 2021</b></p>

# Equality Analysis

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	<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

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	<b>library, 94 were women (most aged 31 – 40) and 41 were men.</b>			
Gender reassignment	<b>N/A</b> <b>Follow up after survey: not asked as part of survey; no feedback</b>	<b>Review as part of Libraries Consultation</b> <b>For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</b>	<b>Joan Redding, Lucy Lawrence</b>	<b>April 2021 May 2021</b>
Sexual orientation	<b>N/A</b> <b>Follow up after survey: not asked as part of survey; no feedback</b>	<b>Will review as part of libraries Consultation</b> <b>For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</b>	<b>Joan Redding</b>	<b>April 2021 May 2021</b>
Age	<b>Disproportionate impact on Mothers with babies and young children, school age children, jobless adults without digital access and seniors</b> <b>Follow up after survey: disproportionate impact on the following age groups if the proposed closure took place:</b> <ul style="list-style-type: none"> <li>• Families with young children (time, logistics, cost)</li> <li>• Adults without digital access; jobless (cost, time)</li> </ul>	<b>Libraries consultation – currently investigating access to transport to visit nearest larger library offering same services (1.2-1.3 miles away)</b> <b>Review impact of closure with Children’s Centres and other local providers</b> <b>Consider not closing those libraries</b>	<b>Joan Redding</b>	<b>April 2021 May 2021</b>

# Equality Analysis

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	<ul style="list-style-type: none"> <li>Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury)</li> <li>School children after school and school visits (not reflected in data but in free text)</li> </ul>			
Religion or belief	<b>Possible impact</b> <b>Follow up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff</b>	As part of libraries consultation, contacted all temples, mosques, and churches. <b>Phase 2 consultation – will contact same organisations again for feedback</b>	Joan Redding	<b>April 2021</b> <b>May 2021</b>
Pregnancy or maternity	<b>Disproportionate impact on mothers and babies/toddlers</b> <b>Follow up after survey: If closure took place, disproportionate impact on Families with young children (time, logistics, cost)</b>	Currently investigating possible travel to nearest larger library with same activities and resources as part of Libraries Consultation <b>Review impact of closure with Children’s Centres and other local providers</b> <b>Consider not closing those libraries</b>	Joan Redding	<b>April 2021</b> <b>May 2021</b>
Marriage/civil partnership	<b>N/A</b> <b>Follow up after survey: not asked as part of survey; no feedback</b>	Will review as part of Libraries Cons <b>Phase 2 consultation – will ask for feedback</b>	Joan Redding,	<b>April 2021</b> <b>May 2021</b>

## 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

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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. <b>If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.</b>	
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. <b>If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form</b>	<b>X</b>
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. <b>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.</b>	
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

<b>Officers that must approve this decision</b>	
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# Equality Analysis

<b>Equalities Lead</b>	<b>Name:</b> Yvonne Okiyo <b>Position:</b> Equalities Manager	<b>Date:</b> 06.05.2021
<b>Director</b>	<b>Name:</b> Stephen Tate <b>Position:</b> Director for Growth, Employment and Regeneration	<b>Date:</b> 07.05.2021

**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
<b>Grand Total</b>	<b>38</b>	<b>32</b>	<b>11</b>	<b>55</b>	<b>503</b>	<b>66</b>	<b>56</b>	<b>51</b>	<b>22</b>	<b>17</b>	<b>129</b>	<b>38</b>	<b>42</b>	<b>56</b>	<b>1116</b>

# 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

<b>Directorate</b>	<b>PLACE</b>
<b>Title of proposed change</b>	<b>PLA Sav Option 2 Reduce Service Hours by 21% across the borough</b>
<b>Name of Officer carrying out Equality Analysis</b>	<b>Robert Hunt/Joan Redding</b>



## 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%
<b>Bradmore Green Library</b>	<b>309</b>	<b>14.37%</b>
<b>Broad Green Library</b>	<b>152</b>	<b>7.07%</b>
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%
<b>Shirley Library</b>	<b>377</b>	<b>17.53%</b>
<b>Sanderstead Library</b>	<b>467</b>	<b>21.71%</b>
Selsdon Library	335	15.57%
<b>South Norwood Library</b>	<b>414</b>	<b>19.25%</b>
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

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**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><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 22.2% (85,672) aged 0-15</li> </ul>	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%
<b>Total</b>	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%
<b>Total</b>	<b>2038</b>	<b>3060</b>	<b>2444</b>	<b>3429</b>	<b>5137</b>	<b>16108</b>	<b>104249</b>	
<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%

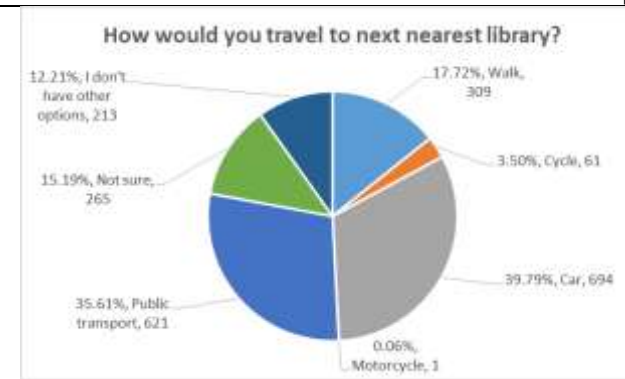
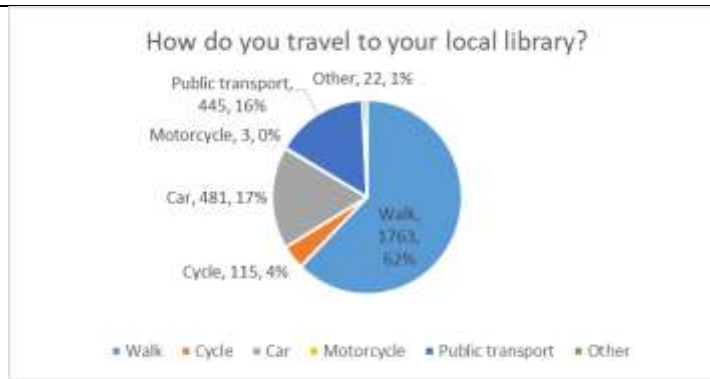
*From Library Events monthly: Please note these figures are lower than usual given COVID lockdown by Quarter 4*

**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 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.

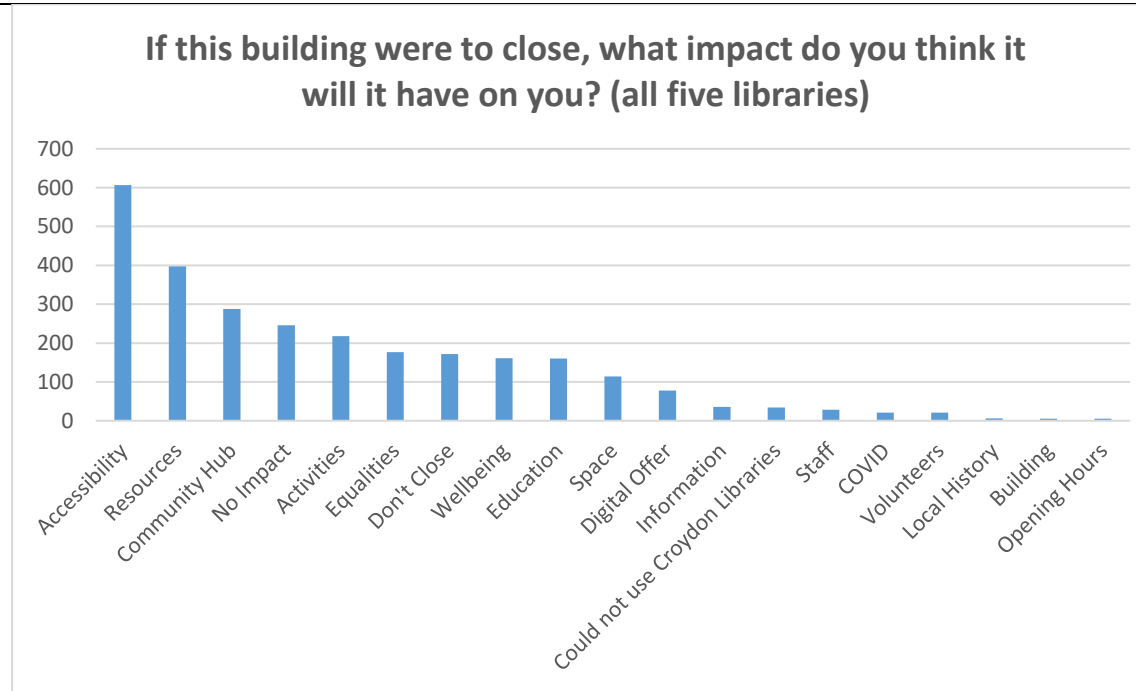
The feedback from the libraries consultation and webinars, as well as staff feedback on events participation, have identified that many users would not be able to travel to another location, illustrated below.



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:



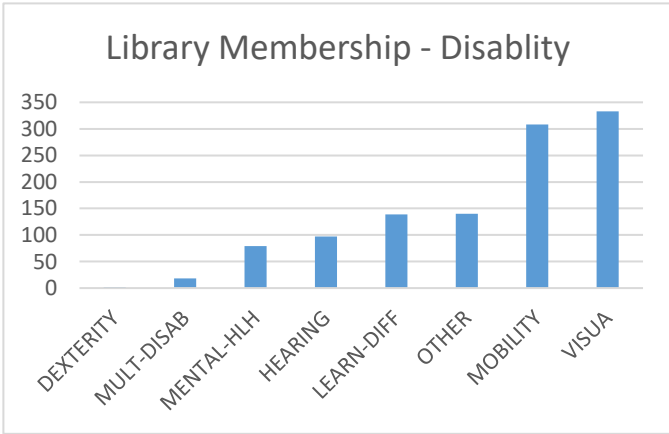
If it was decided to reduce service hours by 21% across 13 libraries, all library buildings would remain open, providing access to books and digital services, with regular activities. Library opening hours would be co-ordinated to ensure there was always an open library in each area of North, Central 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"> <li>• Families with young children (time, logistics, cost)</li> <li>• Adults without digital access; jobless (especially in Broad Green and South Norwood)</li> <li>• Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury)</li> <li>• School children after school and school visits (not reflected in data; in free text)</li> </ul>																															
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><b>Information about Disability in Croydon (Croydon Observatory):</b></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><b>Library Database:</b></p> <p>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><b>Grand Total</b></td> <td><b>1116</b></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%	<b>Grand Total</b>	<b>1116</b>		<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:**

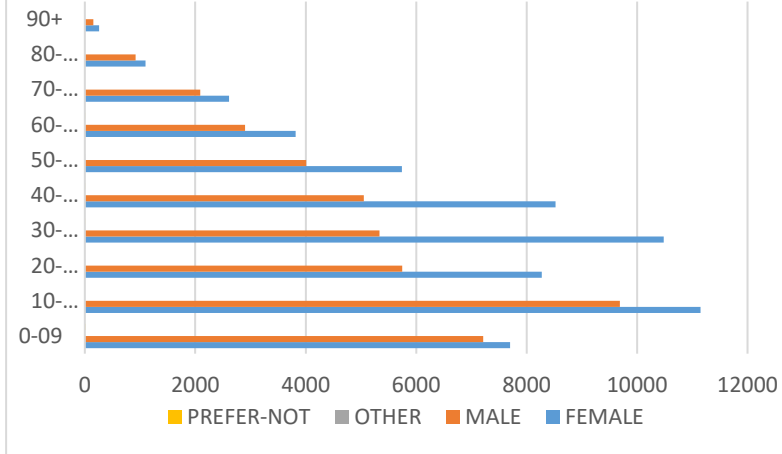
Of 1397 respondents who completed the disability information, 14.68% said their disability limited them in some way, with 50 (3.58%) respondents limited a lot. Details below with ages.

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
<b>Grand Total</b>	<b>1080</b>	<b>112</b>	<b>155</b>	<b>50</b>	<b>1397</b>
	<b>77.31%</b>	<b>8.02%</b>	<b>11.10%</b>	<b>3.58%</b>	

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><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 187,875 (48.6%) are Male</li> <li>• 198,835 (51.4%) are Female</li> </ul> <p><b>Library Database:</b> 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><b>Total</b></td> <td><b>59666</b></td> <td><b>43112</b></td> <td><b>3</b></td> <td><b>12</b></td> <td><b>102793</b></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	<b>Total</b>	<b>59666</b>	<b>43112</b>	<b>3</b>	<b>12</b>	<b>102793</b>	<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.

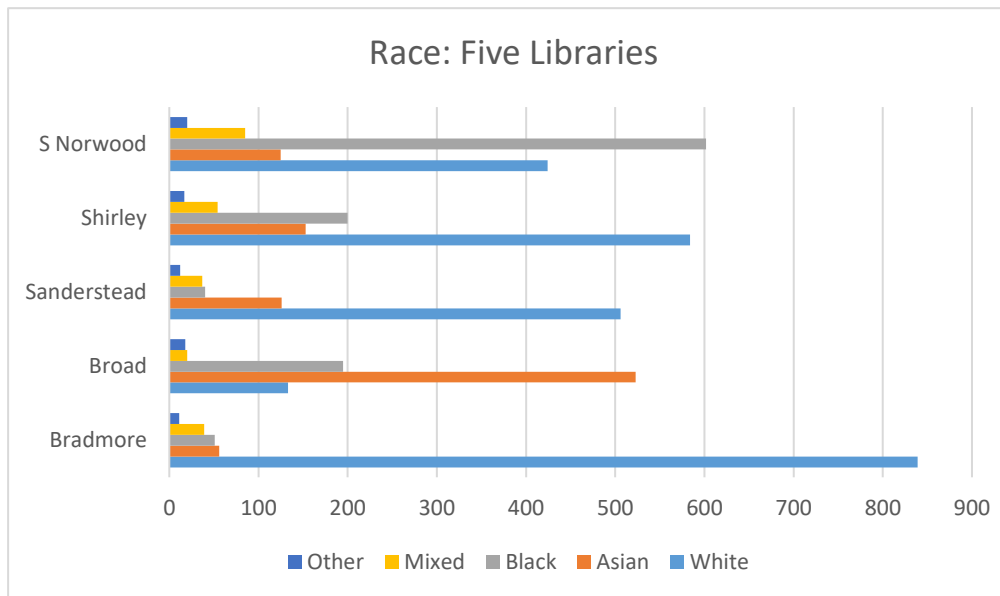
Gender Comparison	Female	Male
Library Survey (Library members)	987 (70.65%)	365 (25.48%)
Library Membership	59,666 (58%)	43,112 (42%)

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 <b>Croydon Borough Profile</b> "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><b>Library Management System</b> 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 – <a href="#">Feedback on options</a>	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

<b>Severity of Impact</b>	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	<b>Likelihood of Impact</b>			

#### 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 <b>PROTECTED GROUP</b>	Column 2 <b>LIKELIHOOD OF IMPACT SCORE</b>	Column 3 <b>SEVERITY OF IMPACT SCORE</b>	Column 4 <b>EQUALITY IMPACT SCORE</b>
	Use the key below to <b>score</b> the <b>likelihood</b> of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Use the key below to <b>score</b> the <b>severity</b> of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Calculate the <b>equality impact score</b> for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group.  <b>Equality impact score = likelihood of impact score x severity of impact score.</b>
Age	<b>2</b>	<b>3</b>	<b>6</b>
Disability	<b>2</b>	<b>3</b>	<b>6</b>
Gender	<b>2</b>	<b>2</b>	<b>4</b>
Gender reassignment	<b>1</b>	<b>1</b>	<b>1</b>
Marriage / Civil Partnership	<b>1</b>	<b>1</b>	<b>1</b>
Race	<b>2</b>	<b>3</b>	<b>6</b>
Religion or belief	<b>1</b>	<b>1</b>	<b>1</b>
Sexual Orientation	<b>1</b>	<b>1</b>	<b>1</b>
Pregnancy or Maternity	<b>2</b>	<b>3</b>	<b>6</b>

### 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

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	<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><b>Joan Redding, Liz Hollowood</b></p>	<p><b>April 2021</b> <b>May 2021</b></p>
Sex (gender)	<p><b>Possible disproportionate impact on women who are larger group of active users</b>  <b>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.</b></p>	<p><b>Libraries consultation and webinars</b>  <b>Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day excluding Sunday.</b>  <b>Regular activities would be concentrated on open days.</b></p>	<p><b>Joan Redding,</b></p>	<p><b>April 2021</b> <b>May 2021</b></p>

# Equality Analysis

		<p><b>Open+ technology would allow extending unstaffed open hours in selected libraries</b></p> <p>See impact under Age and Maternity</p> <p><b>Phase 2 consultation – engage more men</b></p>		
Gender reassignment	<p><b>Follow up after survey: not asked as part of survey; no feedback</b></p>	<p><b>Review as part of Libraries Consultation</b></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><b>Joan Redding, Lucy Lawrence</b></p>	<p><b>April 2021</b> <b>May 2021</b></p>
Sexual orientation	<p><b>Follow up after survey: not asked as part of survey; no feedback</b></p>	<p><b>Will review as part of libraries Consultation</b></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><b>Joan Redding</b></p>	<p><b>April 2021</b> <b>May 2021</b></p>
Age	<p><b>Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors</b></p> <p><b>Follow up after survey:</b> If services were closed or reduced, there could be a disproportionate impact on the</p>	<p><b>Libraries consultation and webinars</b></p> <p><b>Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day excluding Sunday.</b></p> <p><b>Regular activities would be concentrated on open days.</b></p>	<p><b>Joan Redding</b></p>	<p><b>April 2021</b> <b>May 2021</b></p>

# Equality Analysis

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	<p>following age groups if the proposed closure took place:</p> <ul style="list-style-type: none"> <li>• Families with young children (time, logistics, cost)</li> <li>• Adults without digital access; jobless (cost, time)</li> <li>• Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury)</li> <li>• School children after school and school visits (not reflected in data; in free text)</li> </ul>	<p><b>Open+ technology would allow extending unstaffed open hours in selected libraries</b></p>		
Religion or belief	<p><b>Possible impact</b>          Follow up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff</p>	<p><b>As part of libraries consultation, contacted all temples, mosques, and churches.</b>          Phase 2 consultation – will contact same organisations again for feedback</p>	Joan Redding	<p><b>April 2021</b>  <b>May 2021</b></p>
Pregnancy or maternity	<p><b>Disproportionate impact on mothers and babies/toddlers</b>  <b>Follow up after survey:</b>          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><b>As part of libraries consultation contacted nurseries and children’s centres.</b>  <b>Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day excluding Sunday.</b>  <b>Regular activities would be concentrated on open days.</b></p>	Joan Redding	<p><b>April 2021</b>  <b>May 2021</b></p>

# Equality Analysis

		<b>Open+ technology would allow extending unstaffed open hours in selected libraries</b>		
Marriage/civil partnership	<b>N/A</b> Follow up after survey: not asked as part of survey; no feedback	<b>Will review as part of Libraries Consultation</b> Phase 2 consultation – will ask for feedback	<b>Joan Redding,</b>	<b>April 2021</b> <b>May 2021</b>

## 6. Decision on the proposed change

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Based on the information outlined in this Equality Analysis enter <b>X</b> in column 3 ( <b>Conclusion</b> ) 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. <b>If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.</b>	
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. <b>If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form</b>	<b>X</b>
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. <b>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.</b>	
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
<b>Grand Total</b>	<b>38</b>	<b>32</b>	<b>11</b>	<b>55</b>	<b>503</b>	<b>66</b>	<b>56</b>	<b>51</b>	<b>22</b>	<b>17</b>	<b>129</b>	<b>38</b>	<b>42</b>	<b>56</b>	<b>1,116</b>

**Table 3: Ethnicity Summary of library members for all libraries (Library Management System)**

# Equality Analysis

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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
<b>Total</b>	<b>1505</b>	<b>1028</b>	<b>953</b>	<b>2844</b>	<b>15493</b>	<b>92</b>	<b>2107</b>	<b>1765</b>	<b>1447</b>	<b>795</b>	<b>1993</b>	<b>1125</b>	<b>1858</b>	<b>3450</b>	<b>36455</b>

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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

<b>Directorate</b>	<b>PLACE</b>
<b>Title of proposed change</b>	<b>PLA Sav Option 3 Five Community Managed Libraries</b>
<b>Name of Officer carrying out Equality Analysis</b>	<b>Robert Hunt/Joan Redding</b>

## 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	<p>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>	<p><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 22.2% (85,672) aged 0-15</li> <li>• 64.1% (247,841) aged 16-64</li> <li>• 13.8% (53,197) 65 and over</li> </ul> <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><b>Croydon Library membership:</b> 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="560 877 1456 1449"> <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><b>Total</b></td> <td><b>104,265</b></td> <td></td> <td><b>386,710</b></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%	<b>Total</b>	<b>104,265</b>		<b>386,710</b>		<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>
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%																																																						
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80+	2,485	2.38%	14,802	3.83%																																																						
<b>Total</b>	<b>104,265</b>		<b>386,710</b>																																																							

\*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
<b>Total</b>	<b>2038</b>	<b>3060</b>	<b>2444</b>	<b>3429</b>	<b>5137</b>	<b>16108</b>	<b>104249</b>
% 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*

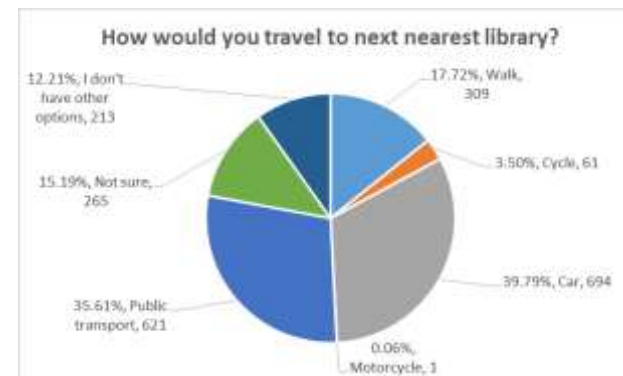
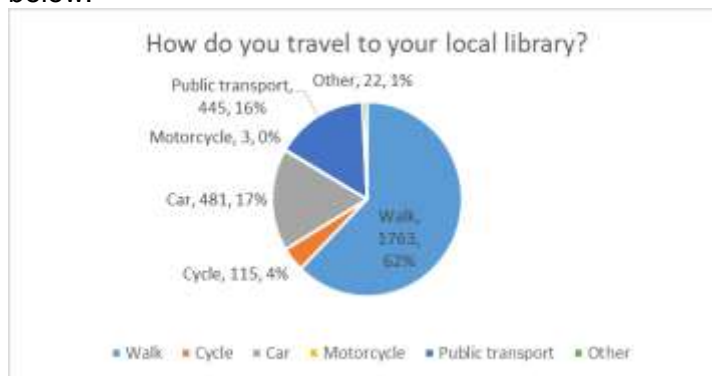
#### Activities by age group include:

- 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.

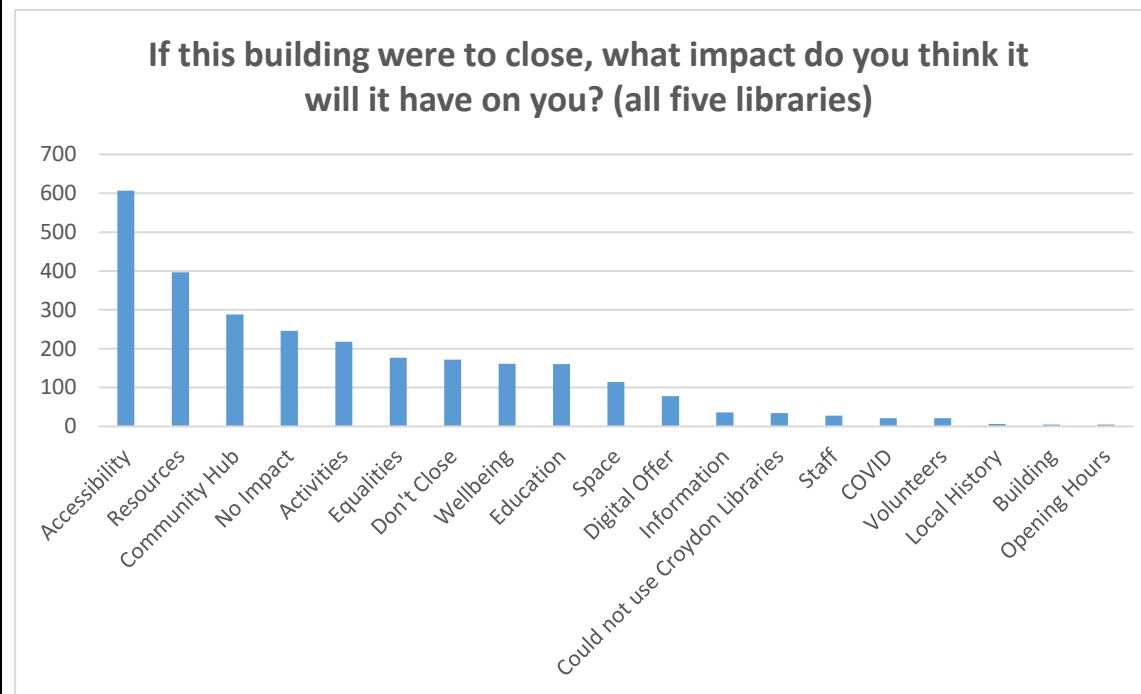


Breakdown of the 213 who replied “I don’t have other options”

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.

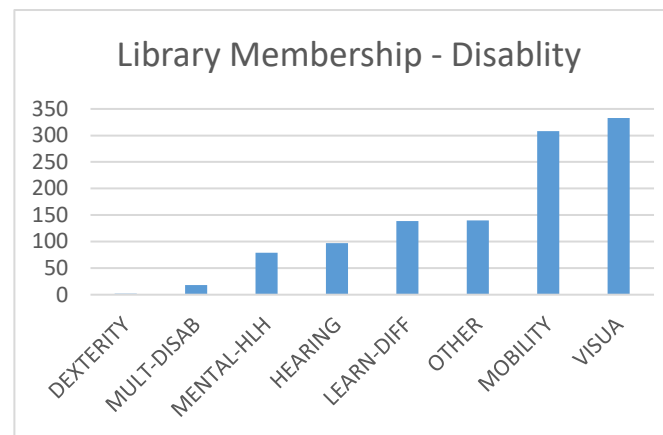
**To summarise:**

		<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"> <li>•</li> </ul>	
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><b>Information about Disability in Croydon (Croydon Observatory):</b></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><b>Library Database:</b></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%
<b>Grand Total</b>	<b>1116</b>	



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
<b>Grand Total</b>	<b>1080</b>	<b>112</b>	<b>155</b>	<b>50</b>	<b>1397</b>
	<b>77.31%</b>	<b>8.02%</b>	<b>11.10%</b>	<b>3.58%</b>	

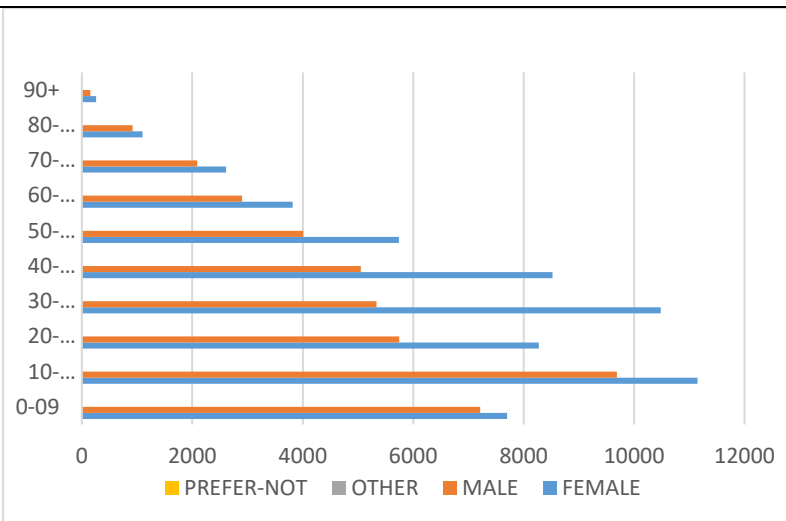
There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

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><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 187,875 (48.6%) are Male</li> <li>• 198,835 (51.4%) are Female</li> </ul> <p><b>Library Database:</b> 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><b>Total</b></td> <td><b>59666</b></td> <td><b>43112</b></td> <td><b>3</b></td> <td><b>12</b></td> <td><b>102793</b></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	<b>Total</b>	<b>59666</b>	<b>43112</b>	<b>3</b>	<b>12</b>	<b>102793</b>	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

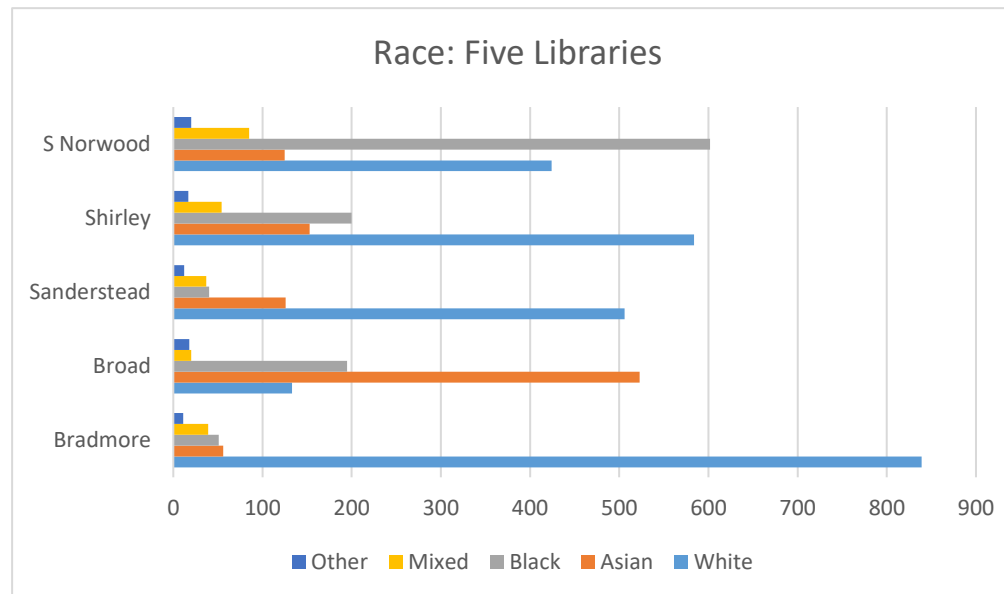
<p>Gender Reassignment</p>	<p>Savings</p>	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries’ service plan to provide activities and resources that are inclusive of gender identity. In addition to providing 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 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>	<p>Review as part of Phase 2</p>
<p>Marriage or Civil Partnership</p>	<p>Savings</p>	<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>	<p>Review as part of Phase 2</p>
<p>Religion or belief</p>	<p>Savings</p>	<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>	<p>Review as part of phase 2</p>
<p>Race</p>	<p>If the five library buildings are managed by community partners,</p>	<p>The <b>Croydon Borough Profile</b> “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><b>Library Management System</b></p>	<p>Library Membership Data February 2021;</p>

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><b>Libraries Consultation:</b>  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 &amp; 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><b>Important note:</b> 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. <b>Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact</b></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:

<b>Additional information needed and or Consultation Findings</b>	<b>Information source</b>	<b>Date for completion</b>
<b>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? – <a href="#">Feedback on options</a></b>	<b>Libraries Consultation Phase 1 finished 14 March 2021</b>	<b>Phase 1 April 2021 Phase 2 consultation May to July 2021</b>
<b>To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities</b>	<b>Libraries Consultation Phase 1 finished 14 March 2021</b>	<b>April 2021</b>
<b>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</b>	<b>Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation</b>	<b>April 2021</b>
<b>Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation</b>	<b>Libraries Consultation Phase 2</b>	<b>July 2021</b>
<b>Feedback on options from the diverse range of Croydon's religious communities</b>	<b>Libraries Consultation Phase 2</b>	<b>July 2021</b>

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**

<b>Severity of Impact</b>	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	<b>Likelihood of Impact</b>			

**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 <b>score</b> the <b>likelihood</b> of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Use the key below to <b>score</b> the <b>severity</b> of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Calculate the <b>equality impact score</b> for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group.  <b>Equality impact score = likelihood of impact score x severity of impact score.</b>
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><b>Access to their existing local library services; travel to larger library</b></p> <p>Follow up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a</p>	<p><b>Investigating individuals affected for each of the 5 libraries</b></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><b>April 2021</b></p> <p><b>May 2021</b></p>

# Equality Analysis

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	<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><b>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</b></p>	<p><b>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</b></p>	<p>Joan Redding, Liz Hollowood</p>	<p>April 2021  <b>May 2021</b></p>
Sex (gender)	<p><b>Possible disproportionate impact on women who are larger group of active users</b>  <b>Follow up after survey: 71% of respondents were women;</b>  <b>Of the respondents who said they could not travel to their nearest library if services were closed or</b></p>	<p><b>Libraries consultation and webinars</b>  <b>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</b></p>	<p>Joan Redding,</p>	<p>April 2021  <b>May 2021</b></p>

# Equality Analysis

	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	<b>Review as part of Libraries Consultation</b> 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	<b>Will review as part of libraries Consultation</b> 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.	<b>Libraries consultation and webinars</b> 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	<b>Possible impact</b> Follow up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff	<b>As part of libraries consultation, contacted all temples, mosques, and churches.</b> Phase 2 consultation – will contact same organisations again for feedback	Joan Redding	April 2021 May 2021
Pregnancy or maternity	<b>Disproportionate impact on mothers and babies/toddlers</b> <b>Follow up after survey:</b> 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)	<b>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.</b>	Joan Redding	April 2021 May 2021
Marriage/civil partnership	<b>N/A</b> Follow up after survey: not asked as part of survey; no feedback	<b>Will review as part of Libraries Consultation</b> 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 <b>X</b> in column 3 ( <b>Conclusion</b> ) 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. <b>If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.</b>	<b>X</b>

## Equality Analysis

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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. <b>If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form</b>	
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. <b>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.</b>	
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

<b>Officers that must approve this decision</b>		
<b>Equalities Lead</b>	<b>Name:</b> Yvonne Okiyo	<b>Date:</b> 06.05.2021
	<b>Position:</b> Equalities Manager	
<b>Director</b>	<b>Name:</b> Stephen Tate	<b>Date:</b> 07.05.2021
	<b>Position:</b> 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
<b>Grand Total</b>	<b>38</b>	<b>32</b>	<b>11</b>	<b>55</b>	<b>503</b>	<b>66</b>	<b>56</b>	<b>51</b>	<b>22</b>	<b>17</b>	<b>129</b>	<b>38</b>	<b>42</b>	<b>56</b>	<b>1,116</b>

**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
<b>Total</b>	<b>1505</b>	<b>1028</b>	<b>953</b>	<b>2844</b>	<b>15493</b>	<b>92</b>	<b>2107</b>	<b>1765</b>	<b>1447</b>	<b>795</b>	<b>1993</b>	<b>1125</b>	<b>1858</b>	<b>3450</b>	<b>36455</b>

# 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

<b>Directorate</b>	<b>PLACE</b>
<b>Title of proposed change</b>	<b>PLA Sav Option 4 Outsource Libraries to a social enterprise</b>
<b>Name of Officer carrying out Equality Analysis</b>	<b>Robert Hunt/Joan Redding</b>

## 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><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 22.2% (85,672) aged 0-15</li> <li>• 64.1% (247,841) aged 16-64</li> </ul>	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%
<b>Total</b>	<b>104,265</b>		<b>386,710</b>	

\*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%
<b>Total</b>	<b>2038</b>	<b>3060</b>	<b>2444</b>	<b>3429</b>	<b>5137</b>	<b>16108</b>	<b>104249</b>	
<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*

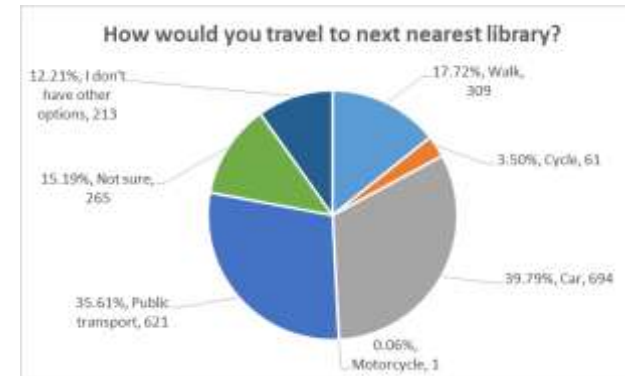
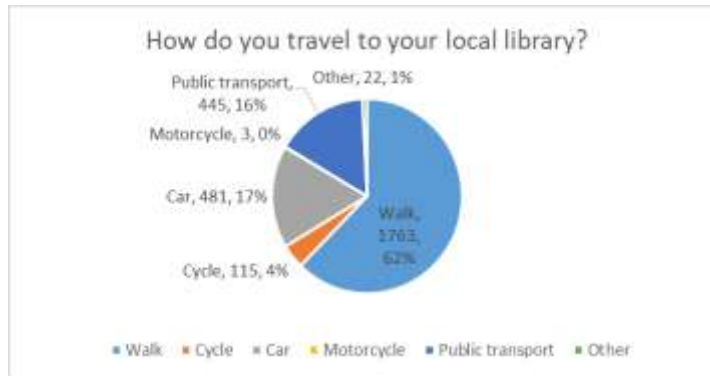
### Activities by age group include:

- 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.

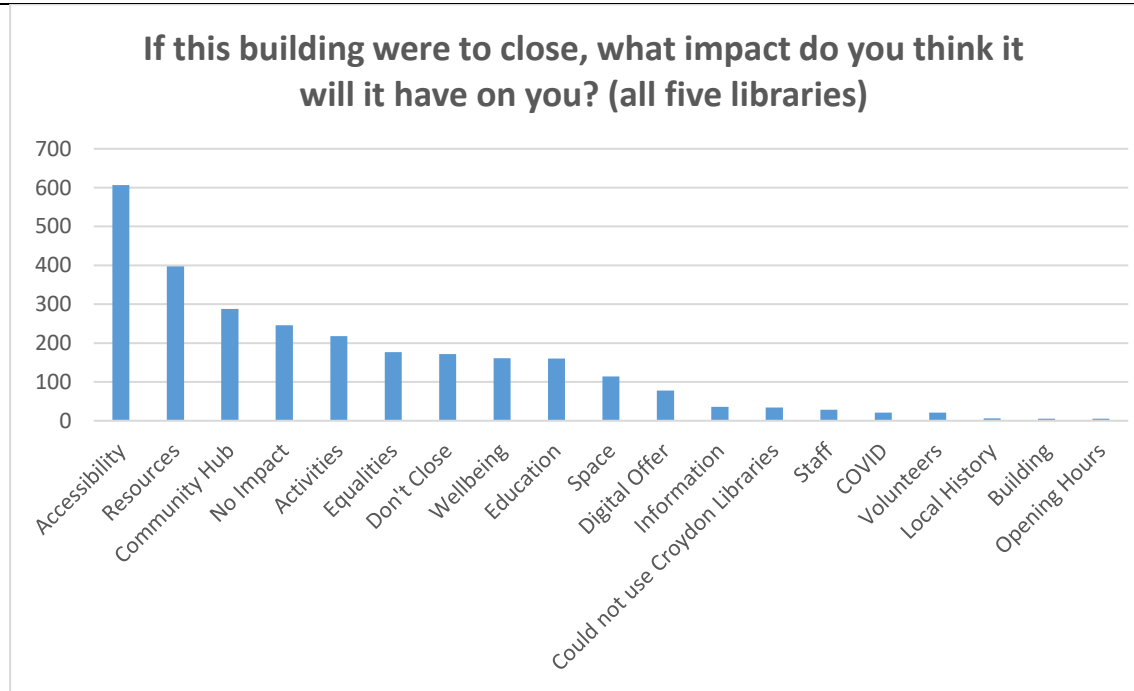
The feedback from the libraries consultation and webinars, as well as staff feedback on events participation, have identified that many users would not be able to travel to another location, illustrated below.



## 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.

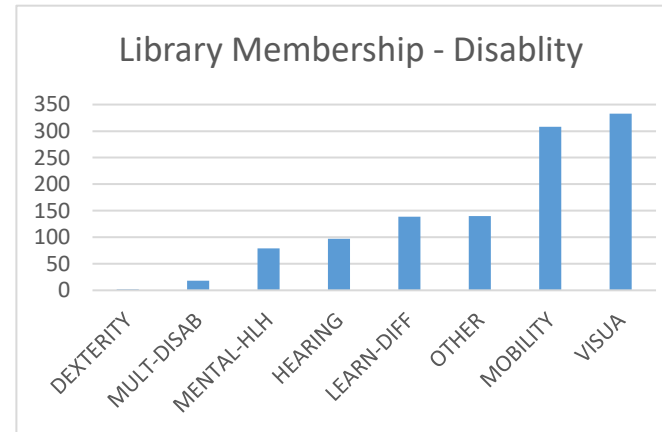
**Information about Disability in Croydon (Croydon Observatory):**

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%
<b>Grand Total</b>	<b>1116</b>	



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
<b>Grand Total</b>	<b>1080</b>	<b>112</b>	<b>155</b>	<b>50</b>	<b>1397</b>
	<b>77.31%</b>	<b>8.02%</b>	<b>11.10%</b>	<b>3.58%</b>	

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

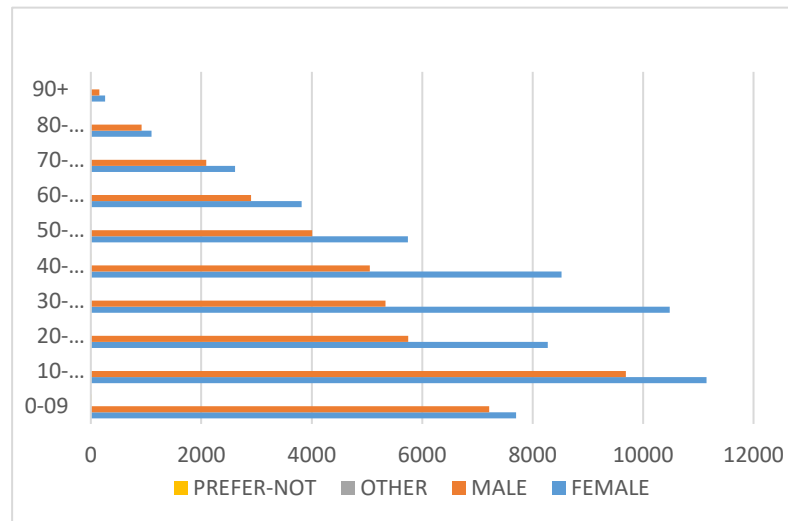
Library Membership Data

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
<b>Total</b>	<b>59666</b>	<b>43112</b>	<b>3</b>	<b>12</b>	<b>102793</b>



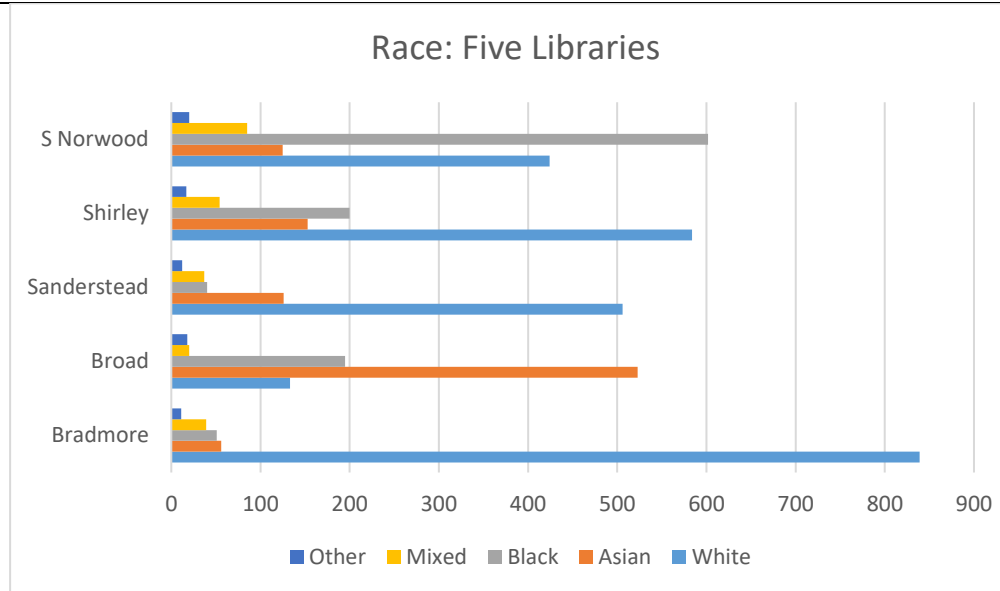
**Libraries Consultation Survey:**

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"> <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 &amp; 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	<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>	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 <b>Croydon Borough Profile</b> "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><b>Library Management System</b> 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><b>Broad Green:</b> 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><b>South Norwood:</b> 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><b>Libraries Consultation:</b> 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 &amp; 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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S Norwood	222	12%	2,915	8%																																							
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? – <a href="#">Feedback on options</a>	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

<b>Severity of Impact</b>	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	<b>Likelihood of Impact</b>			

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 <b>score</b> the <b>likelihood</b> of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Use the key below to <b>score</b> the <b>severity</b> of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Calculate the <b>equality impact score</b> for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group.  <b>Equality impact score = likelihood of impact score x severity of impact score.</b>
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

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	<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  <b>May 2021</b></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  <b>May 2021</b></p>

# Equality Analysis

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	library, 94 were women (most aged 31 – 40) and 41 were men.	<b>Phase 2 consultation – engage more men</b>		
Gender reassignment	<b>Follow-up after survey: not asked as part of survey; no feedback</b>	<b>Review as part of Libraries Consultation</b> For Phase 2 consultation will be contacting local Croydon groups, including Trans Pals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	<b>Joan Redding, Lucy Lawrence</b>	<b>April 2021 May 2021</b>
Sexual orientation	<b>Follow-up after survey: not asked as part of survey; no feedback</b>	<b>Will review as part of libraries Consultation</b> For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	<b>Joan Redding</b>	<b>April 2021 May 2021</b>
Age	<b>Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors</b> <b>Follow-up after survey:</b> 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"> <li>• Families with young children (time, logistics, cost)</li> <li>• Adults without digital access; jobless (cost, time)</li> </ul>	<b>Libraries consultation and webinars</b> <b>Outsourcing the libraries to a social enterprise would be a mitigation.</b>	<b>Joan Redding</b>	<b>April 2021 May 2021</b>

## Equality Analysis

	<ul style="list-style-type: none"> <li>Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury)</li> <li>School children after school and school visits (not reflected in data; in free text)</li> </ul>			
Religion or belief	<b>Possible impact</b> Follow-up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff	<b>As part of libraries consultation, contacted all temples, mosques, and churches.</b> Phase 2 consultation – will contact same organisations again for feedback	Joan Redding	<b>April 2021</b> <b>May 2021</b>
Pregnancy or maternity	<b>Disproportionate impact on mothers and babies/toddlers</b> <b>Follow-up after survey:</b> 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)	<b>As part of libraries consultation contacted nurseries and children’s centres. Outsourcing the libraries to a social enterprise would be a mitigation.</b>	Joan Redding	<b>April 2021</b> <b>May 2021</b>
Marriage/civil partnership	<b>N/A</b> Follow-up after survey: not asked as part of survey; no feedback	<b>Will review as part of Libraries Consultation</b> Phase 2 consultation – will ask for feedback	Joan Redding,	<b>April 2021</b> <b>May 2021</b>

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### 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. <b>If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.</b>	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. <b>If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form</b>	
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. <b>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.</b>	
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

<b>Officers that must approve this decision</b>																		
<b>Equalities Lead</b>	<b>Name: Yvonne Okiyo</b>						<b>Date: 06.05.2021</b>											
	<b>Position: Equalities Manager</b>																	
<b>Director</b>	<b>Name: Stephen Tate</b>						<b>Date: 07.05.2021</b>											
	<b>Position: Director for Growth, Employment and Regeneration</b>																	

**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
<b>Grand Total</b>	<b>38</b>	<b>32</b>	<b>11</b>	<b>55</b>	<b>503</b>	<b>66</b>	<b>56</b>	<b>51</b>	<b>22</b>	<b>17</b>	<b>129</b>	<b>38</b>	<b>42</b>	<b>56</b>	<b>1,116</b>

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
<b>White British</b>	520	793	83	1683	3362	70	758	255	613	431	1124	497	279	274	10742
<b>White Irish</b>	14	12	3	34	107	4	17	11	7	10	16	11	17	13	276
<b>White Gypsy</b>					1										1
<b>White - Other</b>	73	34	47	202	1286	5	93	152	101	65	133	76	128	167	2562
<b>Asian Bangladeshi</b>	13	1	13	14	99		3	22	8	5	8	13	15	16	230
<b>Asian British</b>	1			1	58				2	2	4	3		6	77
<b>Asian Chinese</b>	16	2	8	38	127		6	12	22	12	27	8	12	14	304
<b>Asian Indian</b>	91	17	225	149	1310	2	19	137	105	63	110	61	30	163	2482

## Equality Analysis

<b>Asian Other</b>	59	28	215	102	773		39	117	74	26	58	45	36	97	1669
<b>Asian Pakistani</b>	49	8	62	63	363		27	167	43	18	33	23	32	106	994
<b>Black African</b>	128	15	105	134	1965		493	244	76	17	103	112	315	485	4192
<b>Black British</b>	1	1	1	5	129		1		4		4	10	3	37	196
<b>Black Caribbean</b>	101	16	63	75	1098	6	119	190	44	17	65	66	212	319	2391
<b>Black Other</b>	55	19	26	53	879		32	39	68	6	32	12	72	77	1370
<b>Mixed Other</b>	35	11	6	64	240	1	10	38	18	18	21	12	22	24	520
<b>Mixed - White &amp; Asian</b>	6	13	2	41	73		2	12	16	9	12	11	11	1	209
<b>Mixed - White &amp; Black African</b>	16	5	8	25	114		13	17	11	6	8	12	20	16	271
<b>Mixed - White &amp; Black Caribbean</b>	21	10	4	43	165		25	28	14	4	18	19	32	21	404
<b>Other - Arab</b>				1	16									5	22
<b>Other</b>	8	11	18	32	631	1	146	33	29	12	40	17	20	45	1043
<b>Prefer not to say</b>	298	32	64	85	2697	3	304	291	192	74	177	117	602	1564	6500
<b>Total</b>	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

<b>Directorate</b>	<b>PLACE</b>
<b>Title of proposed change</b>	<b>PLA Sav Option 5 Reduction in Service Hours (1 Day) for 8 libraries and five community run libraries</b>

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><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 22.2% (85,672) aged 0-15</li> <li>• 64.1% (247,841) aged 16-64</li> <li>• 13.8% (53,197) 65 and over</li> </ul> <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><b>Croydon Library membership:</b> 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="562 948 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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<b>80+</b>	2,485	2.38%	14,802	3.83%
<b>Total</b>	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
<b>Total</b>	<b>2038</b>	<b>3060</b>	<b>2444</b>	<b>3429</b>	<b>5137</b>	<b>16108</b>	<b>104249</b>

% 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:

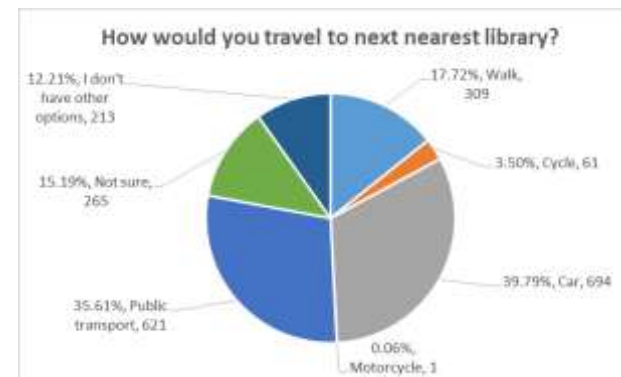
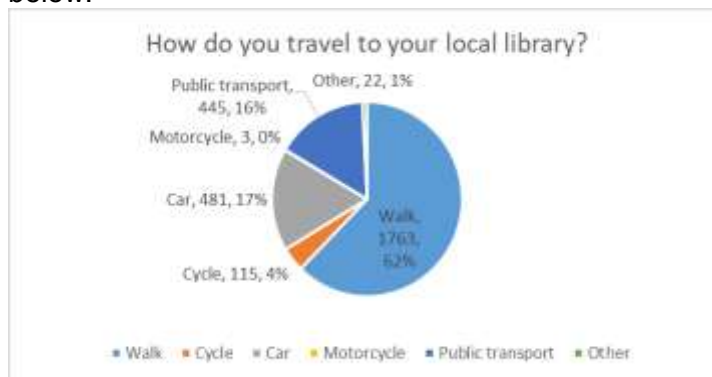
- Babies/toddlers: weekly Rhymetimes (singing & playing, social for parents); Bookstart – earliest literacy support
- Toddlers/pre-school: weekly Storytimes, Bookstart, sessions with King's College Hospital promoting dental health
- Pre-school/Primary: Craft activities, Summer Reading Challenge, homework 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.

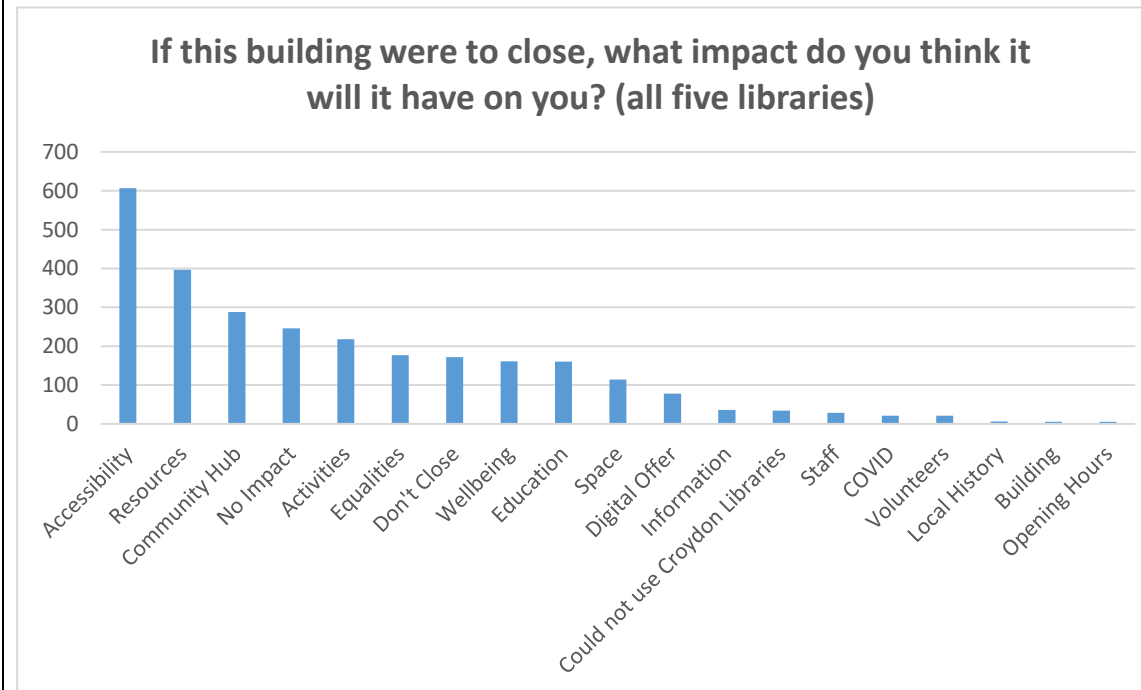
The feedback from the libraries consultation and webinars, as well as staff feedback on events participation, have identified that many users would not be able to travel to another location, illustrated below.



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.

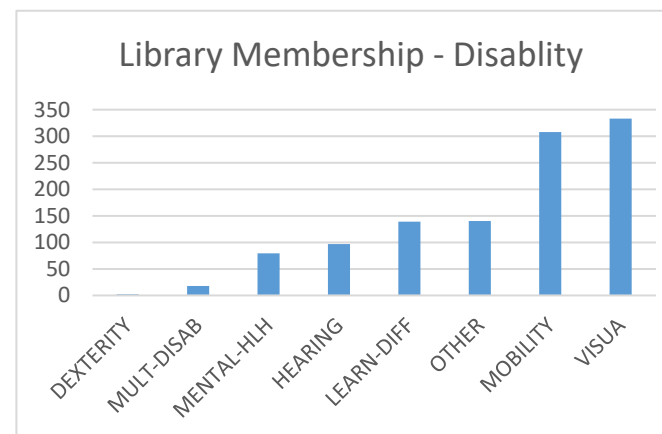
		<p>As mentioned above, the reduction in service hours at the other eight libraries would be mitigated in at least five libraries by the introduction of additional unstaffed hours, utilising Open+ technology. This mitigation would introduce 94 hours of unstaffed operating hours, limiting the reduction 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><b>To summarise:</b></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><b>Information about Disability in Croydon (Croydon Observatory):</b></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	Respon dents	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%
<b>Grand Total</b>	<b>1116</b>	



### 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
<b>Grand Total</b>	<b>1080</b>	<b>112</b>	<b>155</b>	<b>50</b>	<b>1397</b>
	<b>77.31%</b>	<b>8.02%</b>	<b>11.10%</b>	<b>3.58%</b>	

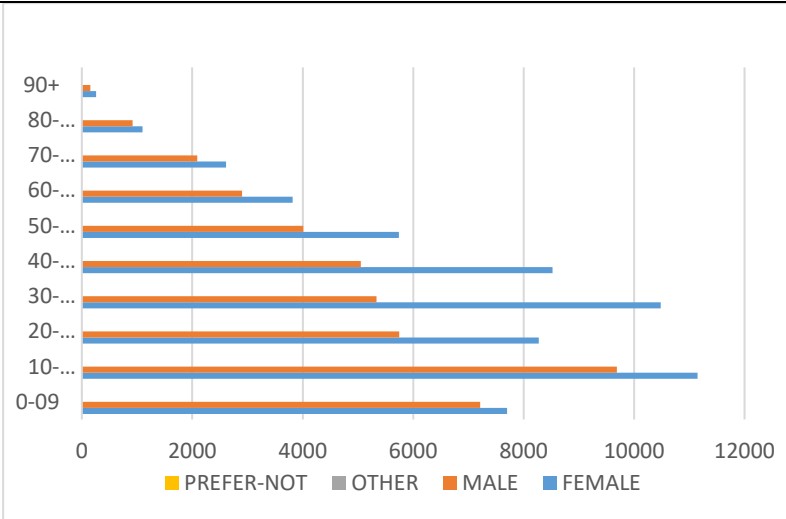
There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

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><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 187,875 (48.6%) are Male</li> <li>• 198,835 (51.4%) are Female</li> </ul> <p><b>Library Database:</b> 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><b>Total</b></td> <td><b>59666</b></td> <td><b>43112</b></td> <td><b>3</b></td> <td><b>12</b></td> <td><b>102793</b></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	<b>Total</b>	<b>59666</b>	<b>43112</b>	<b>3</b>	<b>12</b>	<b>102793</b>	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.

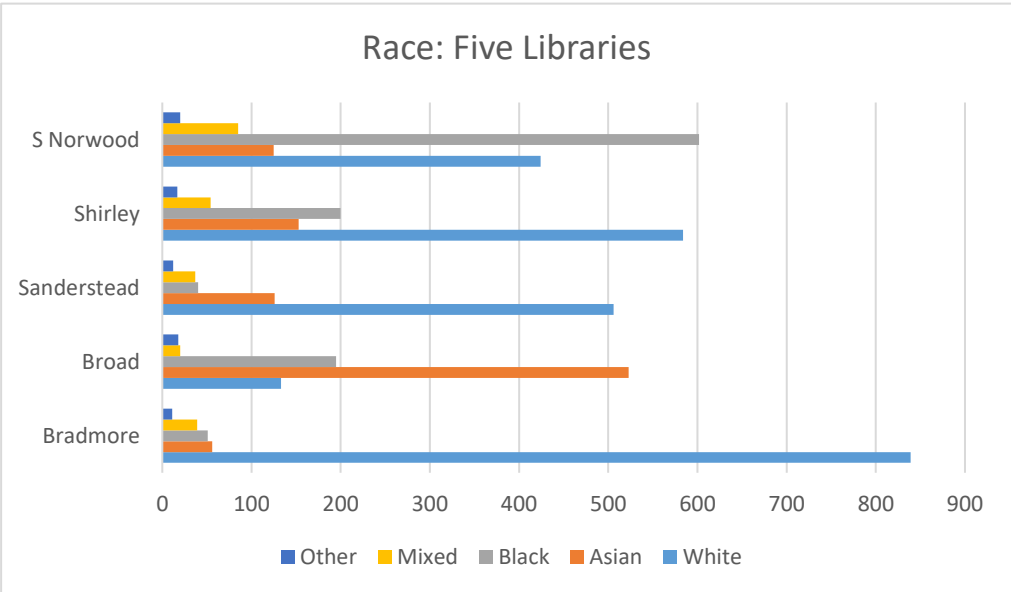
Gender Comparison	Female	Male
Library Survey (Library members)	987 (70.65%)	365 (25.48%)
Library Membership	59,666 (58%)	43,112 (42%)

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 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 <b>Croydon Borough Profile</b> “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><b>Library Management System</b> 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;"><b>Race: Five Libraries</b></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>
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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><b>South Norwood:</b> 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:

<b>Additional information needed and or Consultation Findings</b>	<b>Information source</b>	<b>Date for completion</b>
<b>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? – <a href="#">Feedback on options</a></b>	<b>Libraries Consultation Phase 1 finished 14 March 2021</b>	<b>Phase 1 April 2021 Phase 2 consultation May to July 2021</b>
<b>To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities</b>	<b>Libraries Consultation Phase 1 finished 14 March 2021</b>	<b>April 2021</b>
<b>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</b>	<b>Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation</b>	<b>April 2021</b>
<b>Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation</b>	<b>Libraries Consultation Phase 2</b>	<b>July 2021</b>
<b>Feedback on options from the diverse range of Croydon's religious communities</b>	<b>Libraries Consultation Phase 2</b>	<b>July 2021</b>

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

<b>Severity of Impact</b>	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	<b>Likelihood of Impact</b>			

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 <b>score</b> the <b>likelihood</b> of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Use the key below to <b>score</b> the <b>severity</b> of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Calculate the <b>equality impact score</b> for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group.  <b>Equality impact score = likelihood of impact score x severity of impact score.</b>
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 <b>May 2021</b>



# Equality Analysis

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	<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  <b>May 2021</b></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  <b>May 2021</b></p>

# Equality Analysis

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		<b>Phase 2 consultation – engage more men</b>		
Gender reassignment	<b>N/A</b> Follow up after survey: not asked as part of survey; no feedback	<b>Review as part of Libraries Consultation</b> For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	<b>Joan Redding, Lucy Lawrence</b>	<b>April 2021</b> <b>May 2021</b>
Sexual orientation	<b>N/A</b> Follow up after survey: not asked as part of survey; no feedback	<b>Will review as part of libraries Consultation</b> For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	<b>Joan Redding</b>	<b>April 2021</b> <b>May 2021</b>
Age	<b>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.</b>	<b>Libraries consultation and webinars</b> <b>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.</b>	<b>Joan Redding</b>	<b>April 2021</b> <b>May 2021</b>
Religion or belief	<b>Possible impact</b>	<b>As part of libraries consultation, contacted all temples, mosques, and churches.</b>	<b>Joan Redding</b>	<b>April 2021</b> <b>May 2021</b>

## Equality Analysis

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	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	<b>Disproportionate impact on mothers and babies/toddlers</b> <b>Follow-up after survey:</b> 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)	<b>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.</b>	Joan Redding	April 2021 May 2021
Marriage/civil partnership	<b>N/A</b> Follow-up after survey: not asked as part of survey; no feedback	<b>Will review as part of Libraries Consultation</b> 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 <b>X</b> in column 3 ( <b>Conclusion</b> ) 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. <b>If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.</b>	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. <b>If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form</b>	

## 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. <b>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.</b>	
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

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### 7. Sign-Off

<b>Officers that must approve this decision</b>		
<b>Equalities Lead</b>	<b>Name:</b> Yvonne Okiyo	<b>Date:</b> 06.05.21
	<b>Position:</b> Equalities Manager	
<b>Director</b>	<b>Name:</b> Stephen Tate	<b>Date:</b> 07.05.2021
	<b>Position:</b> 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
<b>Grand Total</b>	<b>38</b>	<b>32</b>	<b>11</b>	<b>55</b>	<b>503</b>	<b>66</b>	<b>56</b>	<b>51</b>	<b>22</b>	<b>17</b>	<b>129</b>	<b>38</b>	<b>42</b>	<b>56</b>	<b>1,116</b>

**Table 3: Ethnicity Summary of library members for all libraries (Library Management System)**

# Equality Analysis

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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
<b>Total</b>	<b>1505</b>	<b>1028</b>	<b>953</b>	<b>2844</b>	<b>15493</b>	<b>92</b>	<b>2107</b>	<b>1765</b>	<b>1447</b>	<b>795</b>	<b>1993</b>	<b>1125</b>	<b>1858</b>	<b>3450</b>	<b>36455</b>

# 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

<b>Directorate</b>	<b>PLACE</b>
<b>Title of proposed change</b>	<b>PLA Sav Option 6. Hybrid – Reduction in Service Hours (two days per week) to eight libraries and five community run libraries</b>



<b>Name of Officer carrying out Equality Analysis</b>	<b>Robert Hunt/Joan Redding</b>
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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><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 22.2% (85,672) aged 0-15</li> <li>• 64.1% (247,841) aged 16-64</li> <li>• 13.8% (53,197) 65 and over</li> </ul> <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><b>Croydon Library membership:</b> 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 1056 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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<b>60-69</b>	6,815	6.54%	35,305	9.13%
<b>70-79</b>	4,789	4.59%	22,819	5.90%
<b>80+</b>	2,485	2.38%	14,802	3.83%
<b>Total</b>	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

<b>Total</b>	<b>2038</b>	<b>3060</b>	<b>2444</b>	<b>3429</b>	<b>5137</b>	<b>16108</b>	<b>104249</b>
% 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*

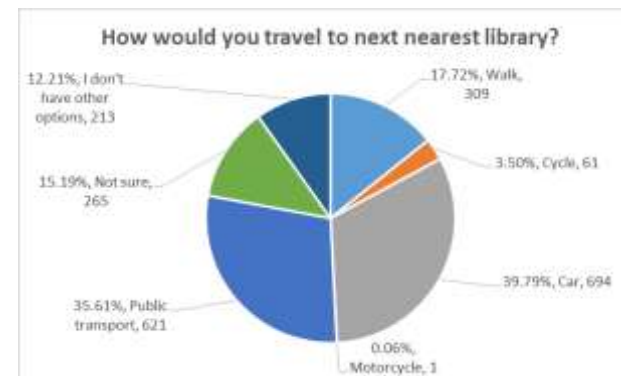
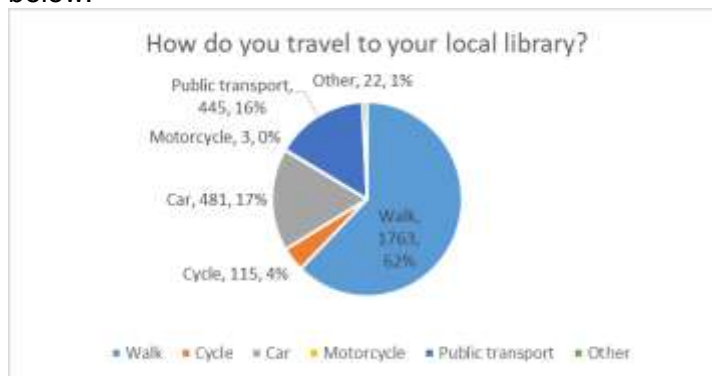
#### Activities by age group include:

- 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.

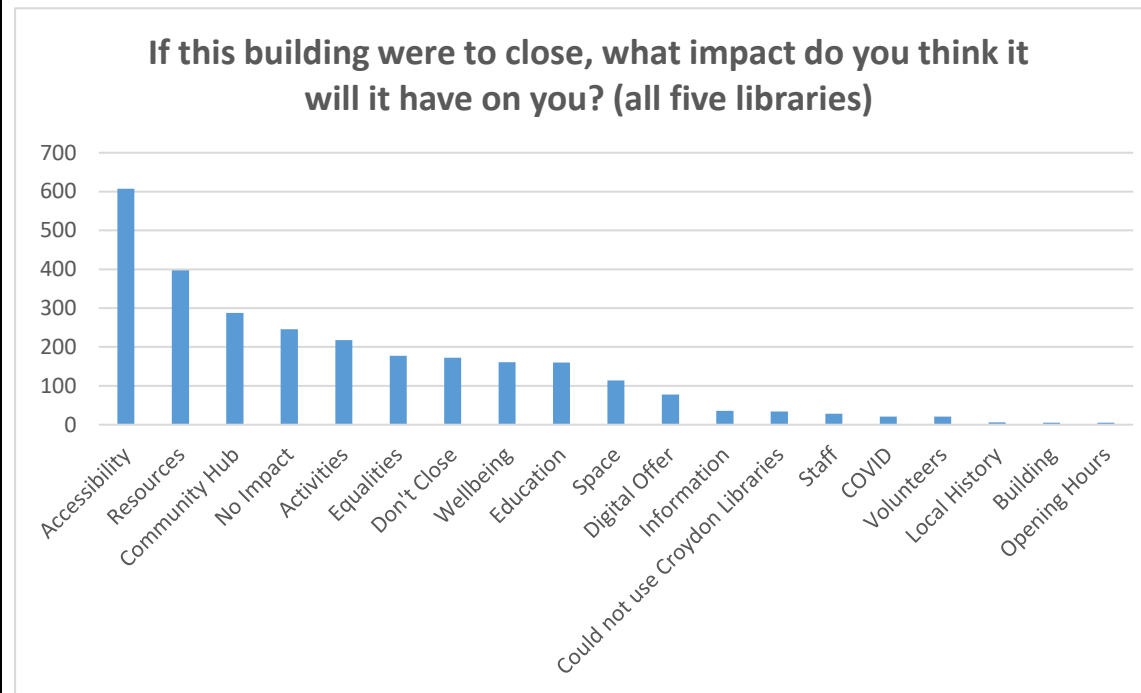


Breakdown of the 213 who replied "I don't have other options"

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><b>To summarise:</b></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	<b>Information about Disability in Croydon (Croydon Observatory):</b>	Library Membership Data

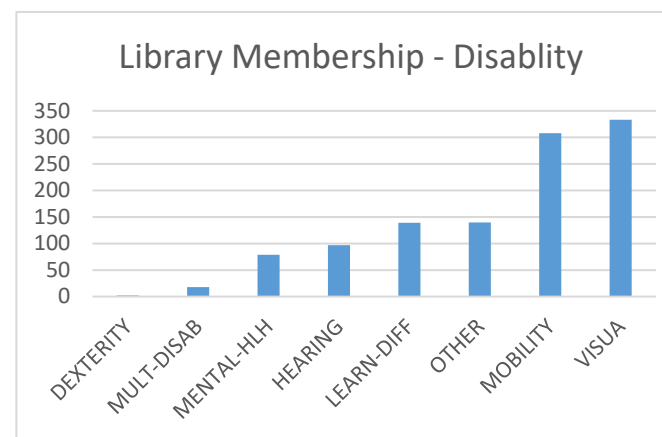
two days a week, and with five libraries shared with community partners, it is estimated that savings of £579,463 would be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service reduction. Positive impact on those with disability who 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%
<b>Grand Total</b>	<b>1116</b>	



#### 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
<b>Grand Total</b>	<b>1080</b>	<b>112</b>	<b>155</b>	<b>50</b>	<b>1397</b>
	<b>77.31%</b>	<b>8.02%</b>	<b>11.10%</b>	<b>3.58%</b>	

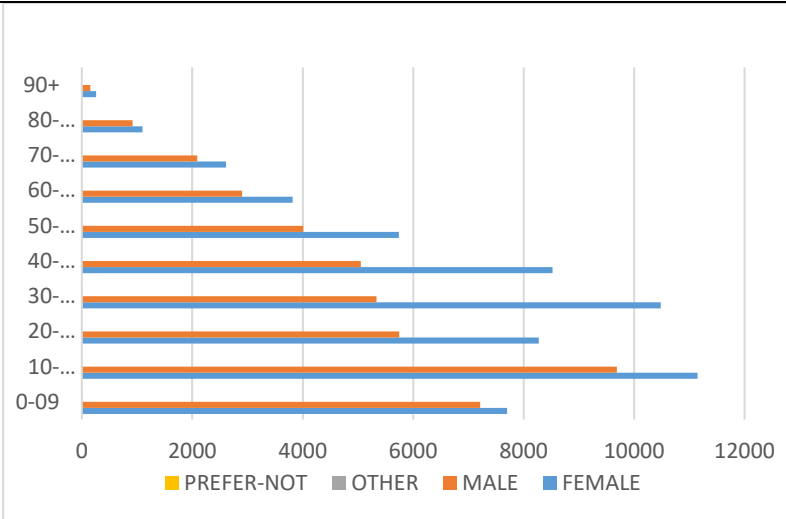
There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

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><b>All Croydon:</b> Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> <li>• 187,875 (48.6%) are Male</li> <li>• 198,835 (51.4%) are Female</li> </ul> <p><b>Library Database:</b> 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><b>Total</b></td> <td><b>59666</b></td> <td><b>43112</b></td> <td><b>3</b></td> <td><b>12</b></td> <td><b>102793</b></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	<b>Total</b>	<b>59666</b>	<b>43112</b>	<b>3</b>	<b>12</b>	<b>102793</b>	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

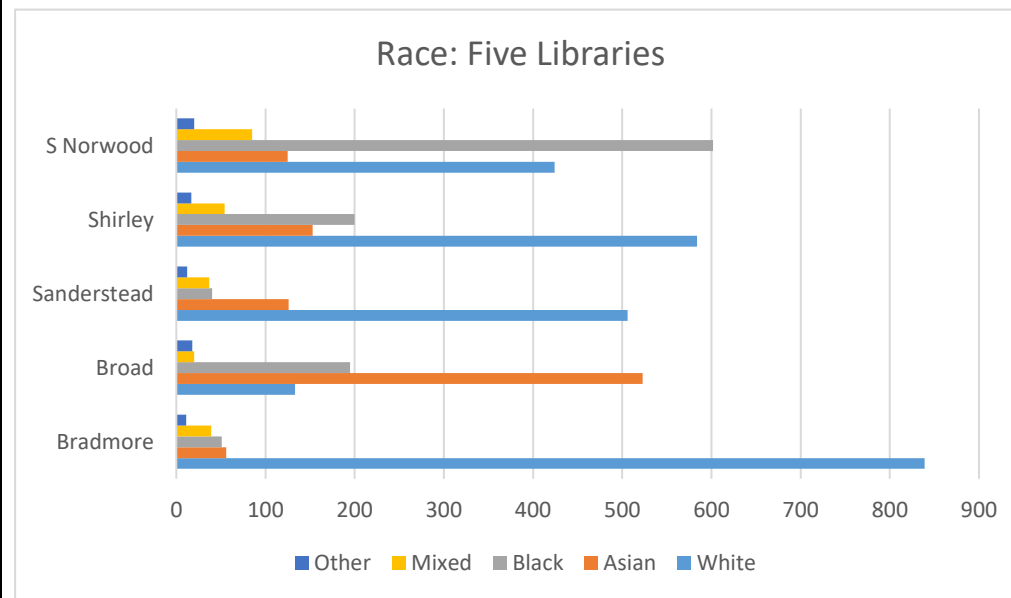
Race  
 With a service reduction across all libraries of two days a week, and with five libraries shared with community partners, it is estimated that savings of £579,463 would be achieved. Access to library services and activities continue at all 13 libraries, minimising the impact of overall service 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><b>South Norwood:</b> 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:

<b>Additional information needed and or Consultation Findings</b>	<b>Information source</b>	<b>Date for completion</b>
<b>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 – <a href="#">Feedback on options</a></b>	<b>Libraries Consultation Phase 1 finished 14 March 2021</b>	<b>Phase 1 April 2021 Phase 2 consultation May to July 2021</b>
<b>To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities</b>	<b>Libraries Consultation Phase 1 finished 14 March 2021</b>	<b>April 2021</b>
<b>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</b>	<b>Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation</b>	<b>April 2021</b>
<b>Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation</b>	<b>Libraries Consultation Phase 2</b>	<b>July 2021</b>
<b>Feedback on options from the diverse range of Croydon's religious communities</b>	<b>Libraries Consultation Phase 2</b>	<b>July 2021</b>

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

<b>Severity of Impact</b>	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	<b>Likelihood of Impact</b>			

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 <b>score</b> the <b>likelihood</b> of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Use the key below to <b>score</b> the <b>severity</b> of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group.  <b>1 = Unlikely to impact</b> <b>2 = Likely to impact</b> <b>3 = Certain to impact</b>	Calculate the <b>equality impact score</b> for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group.  <b>Equality impact score = likelihood of impact score x severity of impact score.</b>
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.

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### 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 <b>May 2021</b>

# Equality Analysis

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	<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  <b>May 2021</b></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  <b>May 2021</b></p>

# Equality Analysis

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		<b>Phase 2 consultation – engage more men</b>		
Gender reassignment	<b>N/A</b> <b>Follow-up after survey: not asked as part of survey; no feedback</b>	<b>Review as part of Libraries Consultation</b> For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	<b>Joan Redding, Lucy Lawrence</b>	<b>April 2021</b> <b>May 2021</b>
Sexual orientation	<b>N/A</b> <b>Follow-up after survey: not asked as part of survey; no feedback</b>	<b>Will review as part of libraries Consultation</b> For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	<b>Joan Redding</b>	<b>April 2021</b> <b>May 2021</b>
Age	<b>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.</b>	<b>Libraries consultation and webinars</b> <b>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.</b>	<b>Joan Redding</b>	<b>April 2021</b> <b>May 2021</b>
Religion or belief	<b>Possible impact</b>	<b>As part of libraries consultation, contacted all temples, mosques, and churches.</b>	<b>Joan Redding</b>	<b>April 2021</b> <b>May 2021</b>



## 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	<b>Disproportionate impact on mothers and babies/toddlers</b> <b>Follow-up after survey:</b> 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)	<b>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.</b>	Joan Redding	April 2021 May 2021
Marriage/civil partnership	<b>N/A</b> Follow-up after survey: not asked as part of survey; no feedback	<b>Will review as part of Libraries Consultation</b> 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 <b>X</b> in column 3 ( <b>Conclusion</b> ) 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. <b>If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.</b>	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. <b>If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form</b>	

## 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. <b>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.</b>	
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

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### 7. Sign-Off

<b>Officers that must approve this decision</b>		
<b>Equalities Lead</b>	<b>Name:</b> Yvonne Okiyo	<b>Date:</b> 05.05.21
	<b>Position:</b> Equalities Manager	
<b>Director</b>	<b>Name:</b> Stephen Tate	<b>Date:</b> 07.05.2021
	<b>Position:</b> 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
<b>Grand Total</b>	<b>38</b>	<b>32</b>	<b>11</b>	<b>55</b>	<b>503</b>	<b>66</b>	<b>56</b>	<b>51</b>	<b>22</b>	<b>17</b>	<b>129</b>	<b>38</b>	<b>42</b>	<b>56</b>	<b>1,116</b>

**Table 3: Ethnicity Summary of library members for all libraries (Library Management System)**

# Equality Analysis

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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
<b>Total</b>	<b>1505</b>	<b>1028</b>	<b>953</b>	<b>2844</b>	<b>15493</b>	<b>92</b>	<b>2107</b>	<b>1765</b>	<b>1447</b>	<b>795</b>	<b>1993</b>	<b>1125</b>	<b>1858</b>	<b>3450</b>	<b>36455</b>

## Proposed Options for Phase 2 of public library consultation:

Options for Libraries	Savings	Services	Mitigation
<p><b>1. Close Libraries:</b> close 5 buildings, reduce staffing; decommission services</p> <p><b>Overall Score:</b></p> <p><b>Staff Levels: - 10.99 FTE</b> From 63.65 FTE to 52.66 (FTE) Savings: £360,476</p> <p><b>Buildings: close 5 buildings</b> Savings: £72,483 (Rates &amp; Utilities)</p> <p>With Open+ self service at Selsdon &amp; Norbury, and in 3 additional libraries, only 31% reduction of overall opening hours.</p>	<p><b>£432,959k</b></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
	<b>Benefits</b>	<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>	
	<b>Dis benefits</b>	<p>Decommissioning costs Equalities: disproportionate impact on some residents, especially older adults and young families No possibility of developments at future date</p>	
	<b>Risk</b>	<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><b>2. Reduce Opening Hours:</b> library openings reduced by additional days across the service (21% reduction)</p> <p><b>Overall Score:</b></p> <p><b>Staff Levels: -15.99 FTE</b> From 63.65 to 47.66 FTE Savings: £506,980</p>	<p><b>£506,980k</b></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 &amp; Selsdon, so overall opening hours only reduced by 37% across all Croydon Libraries. Commitment to 3 additional Open+ installations at Coulsdon, Purley &amp; 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>

	<b>Benefits</b>	Council have control of savings solution Could provide public access outside of core hours Future library service development possible	
	<b>Dis benefits</b>	Reduction in public access by 21% across all libraries Reduction in number of library staff available; some hours will be unstaffed	
	<b>Risk</b>	Customer dissatisfaction at reduced service Unexpected building or security costs in future Possible security issues	
<p><b>3. Community Managed:</b> An operator and lease model with community partners with a much reduced library staff presence and increased community activities.</p> <p><b>Overall Score:</b></p> <p><b>Staff Levels: - 8.49 FTE (tbc)</b> From 63.65 FTE to 55.16 (FTE) Savings: £287,224</p> <p><b>Buildings:</b> 5 buildings – running costs covered <b>Savings:</b> £72,483</p>	<b>£359,707</b>	<b>Service:</b> 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)	<b>Mitigation:</b> 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	
	<b>Benefits</b>	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	
	<b>Dis benefits</b>	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	
	<b>Risk</b>	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	
<b>4. Outsource:</b> entire service run by a social enterprise that specialises in running library services on behalf of Councils	<b>£500k</b> Contract could make savings	Contract to ensure same minimum service levels	Contract management

<b>Overall Score:</b>  <b>Staff levels: TBC</b> <b>Buildings: TBC</b>	through different ways of working		
	<b>Benefits</b>	Makes savings, and keeps ongoing costs within contract budget	
	<b>Dis benefits</b>	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	
	<b>Risk</b>	Perception of outsourcing New provider cannot meet savings target and ongoing costs Lose over £2m recent investment in library service	
<b>5. Hybrid on (2) Reduce Opening Hours (variation – less reduction) and (3) Community Managed (or other partner sharing building):</b> 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.  <b>Overall Score: Staff Levels: - 10.2 FTE</b> From 63.65 FTE to 53.45 (FTE) Savings: 316,526 Building: approx. £36k	<b>£352,526</b>  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)
	<b>Benefits</b>	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	
	<b>Dis benefits</b>	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)	
	<b>Risk</b>	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><b>6. Hybrid of 2. Reduce Opening Hours and 3. Community Model:</b> library openings reduced by additional days across the service (21% reduction) and community partner manages the library building</p> <p><b>Overall Score:</b></p> <p><b>Staff Levels: -15.99 FTE</b> From 63.65 to 47.66 FTE Savings: £506,980 Could be offset by community contribution to building</p> <p><b>Building Cost Savings:</b> up to £72,483</p>	<b>£579,463k (approx)</b>	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)		
	<b>Benefits</b>	Council have control of savings solution Could provide public access outside of core hours (Open+ or community partner) Future library service development possible	
	<b>Dis benefits</b>	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	
<b>Risk</b>	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
<b>Total</b>	<b>566.5</b>	<b>320.0</b>	<b>296.0</b>	<b>344.0</b>	<b>296.0</b>
<b>Reduction</b>		<b>43.5%</b>	<b>47.7%</b>	<b>39.3%</b>	<b>47.7%</b>

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
<b>Total</b>	<b>7,147.5</b>	<b>4,875.0</b>	<b>4,485.0</b>	<b>4,845.0</b>	<b>4,485.0</b>
<b>Reduction</b>		<b>31.8%</b>	<b>37.3%</b>	<b>32.2%</b>	<b>37.3%</b>

**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 Current Weekly Hours	None	Open +	None	Open +	None	Open +	None	Open +
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
<b>Total</b>	<b>566.5</b>	<b>320.0</b>	<b>348.0</b>	<b>296.0</b>	<b>356.0</b>	<b>344.0</b>	<b>372.0</b>	<b>296.0</b>	<b>356.0</b>
<b>Reduction</b>		<b>43.5%</b>	<b>38.6%</b>	<b>47.7%</b>	<b>37.2%</b>	<b>39.3%</b>	<b>34.3%</b>	<b>47.7%</b>	<b>37.2%</b>

With potential additional Open+ at 3 sites									
Hours		42	42	90	90	66	66	90	90
<b>Total</b>	<b>566.5</b>	<b>362.0</b>	<b>390.0</b>	<b>386.0</b>	<b>446.0</b>	<b>410.0</b>	<b>438.0</b>	<b>386.0</b>	<b>446.0</b>
<b>Reduction</b>		<b>36.1%</b>	<b>31.2%</b>	<b>31.9%</b>	<b>21.3%</b>	<b>27.6%</b>	<b>22.7%</b>	<b>31.9%</b>	<b>21.3%</b>

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 Current Weekly Hours	None	Open +	None	Open +	None	Open +	None	Open +
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
<b>Total</b>	<b>7,147.5</b>	<b>4,979.0</b>	<b>4,967.0</b>	<b>4,485.0</b>	<b>4,877.0</b>	<b>4,845.0</b>	<b>5,132.0</b>	<b>4,485.0</b>	<b>4,877.0</b>
<b>Reduction</b>		<b>30.3%</b>	<b>30.5%</b>	<b>37.3%</b>	<b>31.8%</b>	<b>32.2%</b>	<b>28.2%</b>	<b>37.3%</b>	<b>31.8%</b>

With potential additional Open+ at 3 sites									
Hours		42	42	90	90	66	66	90	90
<b>Total</b>	<b>7147.5</b>	<b>5,021.0</b>	<b>5,009.0</b>	<b>4,575.0</b>	<b>4,967.0</b>	<b>4,911.0</b>	<b>5,198.0</b>	<b>4,575.0</b>	<b>4,967.0</b>
<b>Reduction</b>		<b>29.8%</b>	<b>29.9%</b>	<b>36.0%</b>	<b>30.5%</b>	<b>31.3%</b>	<b>27.3%</b>	<b>36.0%</b>	<b>30.5%</b>

Option 2 (Reduced hours) - Proposed Opening Times							
Central Hub							
<b>Croydon Central Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Open	Closed	Open	Open	Closed
<b>Ashburton Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Open	Closed	Open	Closed
<b>Shirley Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Closed	Open	Closed	Closed
<b>New Addington Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Closed	Closed	Open	Open	Closed
North Hub							
<b>Norbury Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open +	Open	Open +	Open	Open +	Open	Open +
<b>Broad Green Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Closed	Open	Closed	Closed
<b>Thornton Heath Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Open	Closed	Closed	Open	Closed
<b>South Norwood Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Closed	Open	Closed	Closed
South Hub							
<b>Selsdon Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open +	Open	Open +	Open +	Open	Open +
<b>Purley Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Open	Closed	Open	Closed
<b>Sanderstead Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Closed	Open	Closed	Closed
<b>Coulsdon Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Open	Closed	Open	Closed
<b>Bradmore Green Library</b>	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							
<b>Croydon Central Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Open	Closed	Open	Open	Closed
<b>Ashburton Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Closed	Closed	Open	Open	Closed
<b>Shirley Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Closed	Open	Open	Closed	Closed	Closed
<b>New Addington Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open	Closed	Closed	Open	Open	Closed
North Hub							
<b>Norbury Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open +	Open	Open +	Open	Open +	Open	Open +
<b>Broad Green Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Closed	Open	Closed	Closed
<b>Thornton Heath Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Open	Closed	Open	Open	Closed
<b>South Norwood Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Closed	Open	Closed	Closed
South Hub							
<b>Selsdon Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Open +	Open	Open +	Open +	Open	Open +
<b>Purley Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Closed	Open	Closed	Open	Open	Open	Closed
<b>Sanderstead Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Closed	Closed	Open	Closed	Closed
<b>Coulsdon Library</b>	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
Opening times 10-6	Open	Closed	Open	Open	Closed	Open	Closed
<b>Bradmore Green Library</b>	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			
<b>Measures</b>	£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	<b>TOTAL</b>	<b>Grand Total</b>	
Reductions as against relevant budget line																
<b>1. Close Libraries</b>	No		4	3	2	2	5	2	18	0	0	0	0	0	0	18
<b>2. Reduce Opening Hours</b>	Yes		5	1	0	5	5	5	21	4	4	4	3	4	3	43
<b>3. Community Managed</b>	No		3	4	2	5	5	2	21	5	5	5	4	5	1	46
<b>4. Outsource</b>	Yes		3	2	4	4	5	4	22	5	5	5	5	5	5	52
<b>5. Reduce Hours (1 day) and No</b>			3	2	2	5	5	5	22	5	5	5	4	5	4	50
<b>6. Reduce Hours (2 days) and Yes</b>			5	3	0	5	5	5	23	5	5	5	4	5	3	50

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## LONDON BOROUGH OF CROYDON

To: All Members of Council  
Croydon Council website  
Access Croydon & Town Hall Reception

### **PUBLIC NOTICE OF KEY DECISIONS MADE AT THE CABINET MEETING ON MONDAY, 17 MAY 2021**

This statement is produced in accordance with Regulation 12 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

In accordance with the Scrutiny and Overview Procedure Rules the following decisions may be implemented from **1300 hours on 25 May 2021** unless referred to the Scrutiny and Overview Committee (ie after 13.00 hours on the 6th working day following the day on which the decision was taken). The call-in procedure is appended to this notice.

The following apply to each decision listed below

**Reasons for these decisions:** As set out in the reports  
<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=183&MId=2174>

**Other options considered and rejected:** As set out in the reports  
<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=183&MId=2174>

**Details of any consultation and representations received not included in the published report:** None

**Details of conflicts of Interest declared by any Cabinet Member:** None

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

**Agenda Item: 6            ONGOING REVIEW OF BRICK BY BRICK CROYDON LTD AND ASSOCIATED MATTERS RELATING TO THE COMPANY**

**Key Decision No.: 1421CAB**

**Details of decision:**

Having carefully read and considered the Part A report, the associated confidential part B report, and the requirements of the Council's public sector duty in relation to the issues detailed in the body of the reports, the Cabinet

**RESOLVED: To**

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 of the report), 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).
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 of the report and as further detailed in the Part B restricted report.
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.
4. To note that any recommendation to acquire further units or other assets from Brick by Brick, and that any such acquisition of units to be within existing capital budget provision and meet the affordability criteria, should return to Cabinet for decision.
5. Otherwise note the progress made with regard to the previous February 2021 Cabinet recommendations on Brick by Brick.

**Agenda Item: 7 LIBRARIES PUBLIC CONSULTATION PHASE TWO -  
OPTIONS FOR COST SAVINGS IN LIBRARIES  
PROVISION IN THE BOROUGH**

**Key Decision No.: 2221CAB**

**Details of decision:**

Having carefully read and considered the Part A report and the requirements of the Council's public sector duty in relation to the issues detailed in the body of the reports, the Cabinet

**RESOLVED:** To 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

**Signed:** Council Solicitor and Monitoring Officer

**Notice date:** 18 May 2021

**Contact Officers:** [Victoria.lower@croydon.gov.uk](mailto:Victoria.lower@croydon.gov.uk) and [Anoushka.clayton-walsh@croydon.gov.uk](mailto:Anoushka.clayton-walsh@croydon.gov.uk)

## Scrutiny Referral/Call-in Procedure

1. The decisions may be implemented **1300 hours on 25 May 2021** (the 6th working day following the day on which the decision was taken) unless referred to the Scrutiny and Overview Committee.
2. The Council Solicitor shall refer the matter to the Scrutiny and Overview Committee if so requested by:-
  - i) the Chair and Vice Chair of the Scrutiny and Overview Committee and 1 member of that Committee; or for education matters the Chair, Vice Chair and 1 member of that Committee; or
  - ii) 20% of Council Members (14)
3. The referral shall be made on the approved pro-forma (*attached*) which should be submitted electronically or on paper to Victoria Lower by the deadline stated in this notice. Verification of signatures may be by individual e-mail, fax or by post. A decision may only be subject to the referral process once.
4. The Call-In referral shall be completed giving:
  - i) The grounds for the referral
  - ii) The outcome desired
  - iii) Information required to assist the Scrutiny and Overview Committee to consider the referral
  - iv) The date and the signatures of the Councillors requesting the Call-In
5. The decision taker and the relevant Chief Officer(s) shall be notified of the referral who shall suspend implementation of the decision. The Chair of the Scrutiny & Overview Committee shall also be notified.
6. The referral shall be considered at the next scheduled meeting of the Scrutiny & Overview Committee unless, in view of the Council Solicitor, this would cause undue delay. In such cases the Council Solicitor will consult with the decision taker and the Chair of Scrutiny and Overview to agree a date for an additional meeting. The Scrutiny & Overview Committee may only decide to consider a maximum of 3 referrals at any one meeting.
7. At the Scrutiny & Overview Committee meeting the referral will be considered by the Committee which shall determine how much time the Committee will give to the call in and how the item will be dealt with including whether or not it wishes to review the decision. If having considered the decision there are still concerns about the decision then the Committee may refer it back to Cabinet for reconsideration, setting out in writing the nature of the concerns. The Cabinet shall then reconsider the decision, amending the decision or not, before making a final decision.
8. The Scrutiny and Overview Committee may refer the decision to the Council if it considers that the decision is outside of the budget and policy framework of the Council. In such circumstances, the provisions of Rule 7 of the Budget & Policy Framework Procedure Rules (Part 4C of the Constitution) apply. The Council

may decide to take no further action in which case the decision may be implemented. If the Council objects to Cabinet's decision it can nullify the decision if it is outside the Policy Framework and/or inconsistent with the Budget.

9. If the Scrutiny and Overview Committee decides that no further action is necessary then the decision may be implemented.
10. If the Council determines that the decision was within the policy framework and consistent with the budget, the Council will refer any decision to which it objects together with its views on the decision, to the Cabinet. The Cabinet shall choose whether to either amend, withdraw or implement the original decision within 10 working days or at the next meeting of the Cabinet of the referral from the Council.
11. The responses of the decision-taker and the Council shall be notified to all Members of the Scrutiny and Overview Committee once the Cabinet or Council has considered the matter and made a determination.
12. If either the Council or the Scrutiny and Overview Committee fails to meet in accordance with the Council calendar or in accordance with paragraph 6 above, then the decision may be implemented on the next working day after the meeting was scheduled or arranged to take place.
13. **URGENCY:** The referral procedure shall not apply in respect of urgent decisions. A decision will be urgent if any delay likely to be caused by the referral process would seriously prejudice the Council's or the public's interests. The record of the decision and the notice by which it is made public shall state if the decision is urgent and therefore not subject to the referral process. The Chair of the Scrutiny and Overview Committee must agree that the decision proposed cannot be reasonably deferred and that it is urgent. In the absence of the Chair, the Deputy Chair's consent shall be required. In the absence of both the Chair and Deputy Chair, the Mayor's consent shall be required. Any such urgent decisions must be reported at least annually in a report to Council from the Leader including the reasons for urgency.

**Signed:** Council Solicitor and Monitoring Officer

**Notice Date:** 18 May 2021

**Contact Officers:** [victoria.lower@croydon.gov.uk](mailto:victoria.lower@croydon.gov.uk) and [Anoushka.clayton-walshe@croydon.gov.uk](mailto:Anoushka.clayton-walshe@croydon.gov.uk)

**PROFORMA**

**REFERRAL OF A KEY DECISION TO THE  
SCRUTINY AND OVERVIEW COMMITTEE**

For the attention of: Victoria Lower and Anoushka Clayton-Walshe, Democratic Services & Scrutiny e-mail to [Victoria.lower@croydon.gov.uk](mailto:Victoria.lower@croydon.gov.uk) and [Anoushka.clayton-walshe@croydon.gov.uk](mailto:Anoushka.clayton-walshe@croydon.gov.uk)

Meeting:  
Meeting Date:  
Agenda Item No:

**Reasons for referral:**

- i) The decision is outside of the Policy Framework
- ii) The decision is inconsistent with the budget
- iii) The decision is inconsistent with another Council Policy
- iv) Other: Please specify:

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**The outcome desired:**

**Information required to assist the Scrutiny and Overview Committee to consider the referral:**

Signed:

Date:

Member of \_\_\_\_\_ Committee

## PROFORMA

### REFERRAL OF A KEY DECISION TO THE SCRUTINY AND OVERVIEW COMMITTEE

For the attention of: Victoria Lower, Democratic Services & Scrutiny  
e-mail to  
[Victoria.lower@croydon.gov.uk](mailto:Victoria.lower@croydon.gov.uk) and [cliona.may@croydon.gov.uk](mailto:cliona.may@croydon.gov.uk)

Meeting: Cabinet  
Meeting Date: 17<sup>th</sup> May 2021  
Agenda Item No: 7

Key decision 2221CAB

#### Reasons for referral:

- i) The decision is outside of the Policy Framework: Yes
  - ii) The decision is inconsistent with the budget: Yes
  - iii) The decision is inconsistent with another Council Policy:
  - iv) Other: Please specify:
- 
- 
- 

#### ***The decision is outside of the policy framework***

“Our children and young people thrive and reach their full potential” is a stated priority of the council. During the consultation, residents will have to give their view on which – if any – of the three options presented ensure this is achieved. At the moment, the current proposal does not give residents sufficient information to do so:

- They cannot be sure what library opening hours will be and whether that suits the needs of children, young people and parents.
- They can give no measure of confidence that two of the three options are meaningful. The council is vague on what efficiencies would have to be found by a contractor under 6.5.
- Residents and community groups want to understand the human cost of each options. The current options are vague around job losses.

#### ***The decision is inconsistent with the budget***

Option 6.7 factors in a saving to the council because they will no longer have to pay business rates on the buildings. However, it is not clear:

- 1) Whether the community group would have to pay the business rate; or
- 2) The business rate is not paid. If so, the council will make a loss elsewhere and the option will not achieve the saving outlined.

**The outcome desired:**

1. To give scrutiny confidence that residents can meaningful assess what the impact of these options will be to the community
2. To give scrutiny confidence that the community groups will be able to meaningfully scope whether or not they could partner with the council to deliver library services
3. To give scrutiny confidence that residents have enough information to judge whether option 6.5 will deliver the necessary savings.
4. To give scrutiny confidence that delivering option 6.7 does not create shortfall elsewhere in the council's finances.

**Information required to assist the Scrutiny and Overview Committee to consider the referral:**

- Details of library running costs (broken down per library)
- More information on job losses
- A copy of the analysis conducted on the efficiencies carried out by Greenwich Leisure Limited
- Information on business rates income and the impact on the council's finances
- Evidence that the council has scoped potential commercial/community partners and believes these options are meaningful.

Signed: Gareth Streeter

Date: 18/05/2021

Member of \_\_\_\_\_ Committee



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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