

Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

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

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

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

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

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

2. Proposed change

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

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

Option 3: Proposal for community managed buildings at Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood libraries. Community organisations would lease the building from the Council to offer a community space, and take responsibility for building running costs. Croydon Libraries will continue to provide books and IT services, with up to 0.5 FTE staff presence at each site.

Savings would be achieved by a reduction in staffing levels by 8.49 FTE (13%), from 63.65 FTE to 55.16 FTE. This would achieve savings of £287,224/annum. In addition, further savings of £72,483 would be generated from a reduction in business rates and utilities. In total, it is estimated that savings of £359,707 would be achieved.

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

These libraries have been in the local community for decades and are very much established and valued in their local communities, especially by young families, older residents, and those without access to computers and broadband.

The Libraries Consultation is in two parts, Phase 1 and Phase 2. Phase 1 sought feedback from residents when proposals were at the formative stage. A survey asked residents for feedback on what they valued about the library service, what impact closing or an alternative operating model, such as community managed provision at 5 local libraries, would have on them and their community, and to suggest alternative options. When the survey closed on 14 March 2021 there were 2,510 respondents from the following Croydon libraries (some used more than one). Highlighted below are the libraries proposed for community management rather than closure:

Response	Number of Respondents	Percentage of Respondents
Ashburton Library	332	15.43%
Bradmore Green Library	309	14.37%
Broad Green Library	152	7.07%
Central Library	1015	47.19%
Coulsdon Library	328	15.25%
New Addington Library	64	2.98%
Norbury Library	138	6.42%
Purley Library	310	14.41%
Shirley Library	377	17.53%
Sanderstead Library	467	21.71%

Selsdon Library	335	15.57%
South Norwood Library	414	19.25%
Thornton Heath Library	257	11.95%
Prefer not to say	9	0.42%
None of them	37	1.72%

From the feedback, we identified four options and two hybrid options:

- Option 1: Close five libraries
- Option 2: Reduce service hours by 21% across the borough
- Option 3: Five community run libraries
- Option 4: Outsource all libraries to a social enterprise or charitable organisation
- Option 5: Hybrid – reduction in service hours (one day per week) to eight libraries and five community run libraries
- Option 6: Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

These options are being analysed and will be considered by Cabinet who will decide which options go back out to public consultation in Phase 2. We are completing an Equalities Impact Assessment for each option. We will consider evidence from a range of sources, namely: Croydon Observatory data, Library Management System Data, Libraries Consultation feedback, Library events data and Library staff feedback on events participation.

This is an Equalities Impact Assessment on Option 3: Five community run libraries

3. Impact of the proposed change

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

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

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact on proposal for community managed buildings: Bradmore Green, Broad Green, Shirley, Sanderstead, and South Norwood Libraries

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

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence																																																							
Age	<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>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 22.2% (85,672) aged 0-15 • 64.1% (247,841) aged 16-64 • 13.8% (53,197) 65 and over <p>According to ONS mid-year estimates, Croydon has the 4th largest number of young people aged 0-17 years old in London. One in four of Croydon’s population is aged 0-17 years based on ONS MYE 2019. The number of looked after children in Croydon is the highest in London.</p> <p>Croydon Library membership: Croydon Libraries have 104,249 registered library members, which is 26.96% of the Croydon population. The majority of library members are Croydon residents, and those who are not residents all work or study in Croydon. Below is a summary broken down by age ranges.</p> <table border="1" data-bbox="562 879 1458 1447"> <thead> <tr> <th>Age Range</th> <th>Library Members+</th> <th>% of library members by age group</th> <th>Croydon Population*</th> <th>% of Croydon Population by age</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>15,140</td> <td>14.52%</td> <td>54,952</td> <td>14.21%</td> </tr> <tr> <td>10-19</td> <td>21,153</td> <td>20.29%</td> <td>47,985</td> <td>12.41%</td> </tr> <tr> <td>20-29</td> <td>14,216</td> <td>13.63%</td> <td>44,820</td> <td>11.59%</td> </tr> <tr> <td>30-39</td> <td>16,030</td> <td>15.37%</td> <td>59,423</td> <td>15.37%</td> </tr> <tr> <td>40-49</td> <td>13,752</td> <td>13.19%</td> <td>53,552</td> <td>13.85%</td> </tr> <tr> <td>50-60</td> <td>9,885</td> <td>9.48%</td> <td>53,052</td> <td>13.72%</td> </tr> <tr> <td>60-69</td> <td>6,815</td> <td>6.54%</td> <td>35,305</td> <td>9.13%</td> </tr> <tr> <td>70-79</td> <td>4,789</td> <td>4.59%</td> <td>22,819</td> <td>5.90%</td> </tr> <tr> <td>80+</td> <td>2,485</td> <td>2.38%</td> <td>14,802</td> <td>3.83%</td> </tr> <tr> <td>Total</td> <td>104,265</td> <td></td> <td>386,710</td> <td></td> </tr> </tbody> </table>	Age Range	Library Members+	% of library members by age group	Croydon Population*	% of Croydon Population by age	0-09	15,140	14.52%	54,952	14.21%	10-19	21,153	20.29%	47,985	12.41%	20-29	14,216	13.63%	44,820	11.59%	30-39	16,030	15.37%	59,423	15.37%	40-49	13,752	13.19%	53,552	13.85%	50-60	9,885	9.48%	53,052	13.72%	60-69	6,815	6.54%	35,305	9.13%	70-79	4,789	4.59%	22,819	5.90%	80+	2,485	2.38%	14,802	3.83%	Total	104,265		386,710		<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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*Croydon Population by age Source: ONS, Mid-Year Population Estimates, 2019, released June 2020.

<https://www.croydonobservatory.org/1-age/>

+Although it is more usual to provide an "Active borrowers" figure for library membership, representing users who have borrowed a book or used a computer in the last year, this is not possible after a year of COVID lockdown closures.

The library membership is in proportion with the age groups of overall population of Croydon. The highest percentage of registered members are primary school aged children and young people. They represent 20% of library membership, with 44% of all Croydon young people aged 10-19 having a library membership.

The objective of Option 3 to establish five community managed buildings, is to retain the library building and its services in the local community, with a minimal level of paid staffing to make the required savings. By targeting those libraries with lowest usage, the assumption is this would impact the least number of Croydon residents, as demonstrated in the table below.

Although this can be demonstrated to impact 15% of library members, it has a disproportionate impact on some age groups of library members, which would need to be mitigated with the community partner:

Age ranges	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total	All Library Members
0-09	459	610	579	418	923	2989	15140
10-19	367	974	488	837	1169	3835	21152
20-29	117	378	155	393	581	1624	14213
30-39	197	440	274	330	857	2098	16029
40-49	208	356	299	313	692	1868	13748
50-59	182	188	181	301	499	1351	9881
60-69	176	75	161	329	234	975	6815
70-79	201	26	197	311	126	861	4786
80-89	100	9	93	162	46	410	2056
90+	31	4	17	35	10	97	429
Total	2038	3060	2444	3429	5137	16108	104249
% All Members	1.95%	2.94%	2.34%	3.29%	4.93%	15.45%	

Data from Library Management System February 2021

As a percentage of all library members, these libraries serve over 20% of older adults who are library members, especially in Bradmore Green and Shirley, and almost 20% of children and young people, especially in Broad Green and South Norwood. The potential negative impact of a reduction in services to these age groups was reflected in the libraries consultation survey feedback. This number could be higher because not all library visitors will be included in these figures, because it is not a requirement to join the library to take part in activities, read the newspaper or browse the books.

Libraries Consultation Survey 14 January – 14 March 2021: Initial Libraries Consultation was undertaken 14 January – 14 March to reach all users, and also non users of Croydon Library services, particularly those directly affected by these proposals. There is also feedback from seven webinars. Only 1,418 (56%) respondents provided information about their age group:

Survey Response (1,418)	Number of Respondents	Percentage of Respondents
Under 18	15	1.06%
18-30	72	5.08%
31-40	346	24.40%
41-50	276	19.46%
51-60	215	15.16%
61-70	257	18.12%
71-80	139	9.80%
81+	27	1.90%
Prefer not to say	71	5.01%

Library Activities:

The Library service collects participation figures by age group for regular activities. From April 2019 – March 2020, there were 6,261 activities across all 13 Croydon libraries, with 73,965 participants of all ages, generating 3,839 new members over the year.

In that year, the five local libraries proposed for community management ran 30% of all Croydon's regular events and activities with approximately 15,000 attendees over the year. Below is a breakdown from the events data for libraries, broken down by age groups. (See Table 1 below for more details)

Events & Activities 2019/20	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	South Norwood	Total 5 libraries	% of all libraries
Children and Young People (0 to 17)	3,103	171	351	112	109	252	995	32.07%
Adults (18 to 49)	1,881	20	111	28	169	102	430	22.86%
Older People (50+)	1,094	51	64	37	30	164	346	31.63%
Family	183	3	30	9	15	55	112	61.20%
Annual Total Events	6,261	245	556	186	323	573	1,883	30.08%

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

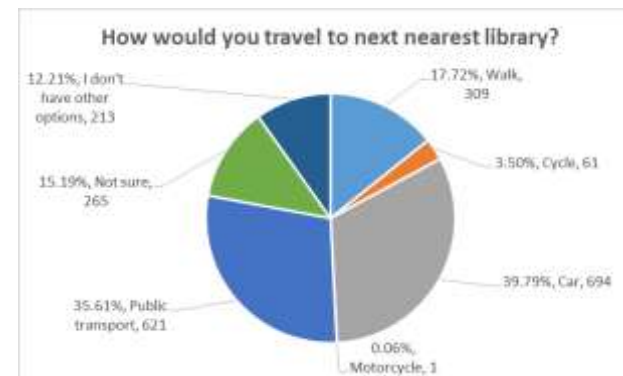
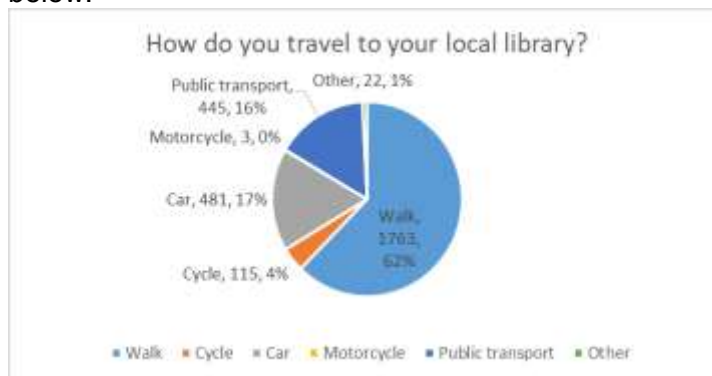
Activities by age group include:

- Babies/toddlers: weekly Rhymetimes (singing & playing, social for parents); Bookstart – earliest literacy support
- Toddlers/pre-school: weekly Storytimes, Bookstart, sessions with King's College Hospital promoting dental health
- Pre-school/Primary: Craft activities, Summer Reading Challenge, homework sessions, Lego Club, Code Club, Homework club, Chatterbooks reading groups, National Storytelling Week, World Book Day, Class visits, special author events
- Secondary: Study space, Work experience, Volunteering (Duke of Edinburgh, Summer Reading Challenge), Poetry (Instapoetry),
- Adults: free internet access & free WiFi, space for work and study, CV/employment support, business support, job clubs, volunteering
- Adults with learning difficulties/autism: Books Beyond Words reading group, Volunteering
- Adults/Older Adults: Reading Groups, Digital IT skill support, Craft clubs, Knit & Knatter, Coffee mornings, Talks, Volunteering, language (ESOL) classes, Ancestry, Information Sessions (Housing, Warmer Homes, Health topics)

Option 3 Five community run libraries can be seen as a mitigation for Option 1: closure of five libraries. If the local libraries closed as in Option 1, there would be additional activities arranged at nearest larger library, however not all activities would transfer, and survey feedback was that events such as rhymetimes are already busy in hub libraries and would be oversubscribed or further limited by COVID social distancing. Also, respondents said there would be logistical difficulties continuing class visits from nearby schools; it would be more difficult to offer volunteering and work experience opportunities to local young people (Duke of Edinburgh & work experience). Existing volunteers who are older or disabled told us they

would not be able to travel to the next nearest library. Established reading groups, craft groups, Knit & Knatter groups would have to find another local venue.

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

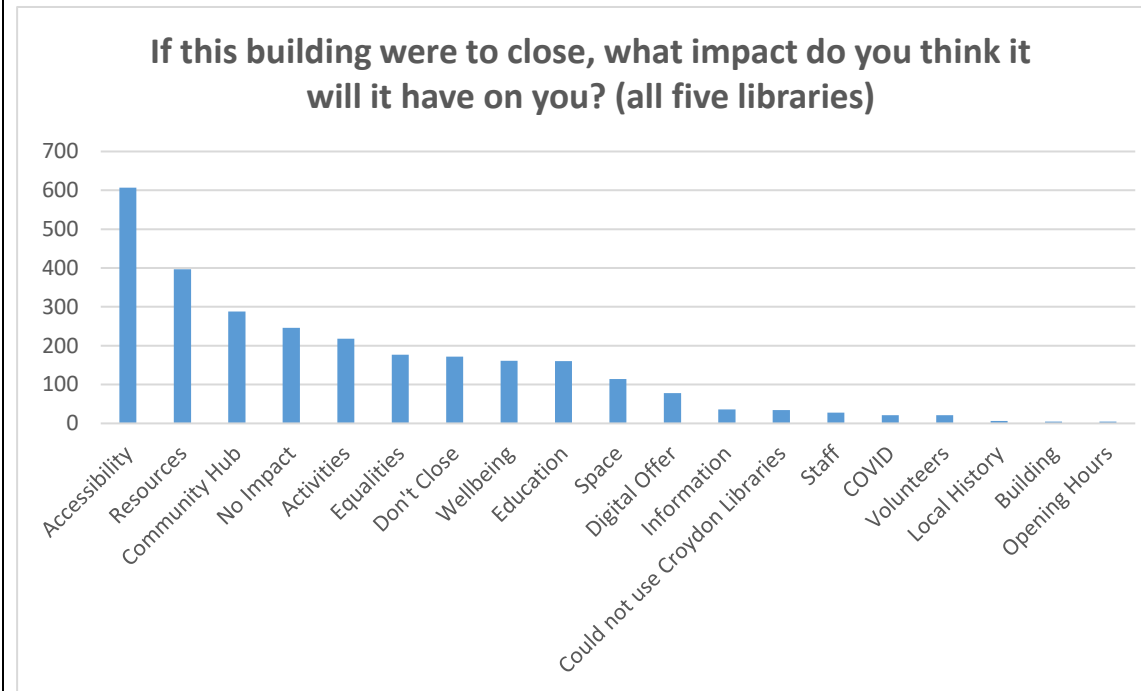


Breakdown of the 213 who replied “I don’t have other options”

Age Range	Female	Male	Other	Prefer not to say	(blank)	Total
Under 18		3				3
18-30	3	2				5
31-40	40	8				48
41-50	19	7				26
51-60	10	7				17
61-70	9	5			1	15
71-80	6	4				10
81+	5	2				7
Prefer not to say	2	3	1	6		12
(blank)					70	70
Total	94	41	1	6	71	213

Of the 213 respondents who told us they had no other options, the largest single group were women between 31 and 40 years of age, and based on the subsequent comments, it is likely most are mothers

with children who participate in rhymetimes. Feedback from users of all the libraries regarding reasons they could not travel to another library, included additional cost, inadequate public transport (2 buses), insufficient or costly parking, no time for additional journey especially time constraints around the school run, logistics of travel with young children on public transport, fear of travel because of personal mobility, fear of crime on transport and in alternative communities. Other objections were pollution from additional car journeys, preference for local library, did not like noisy or busy alternative library. "Accessibility" of libraries as a negative impact of the proposals was mentioned more than any other as illustrated below:



If the five library buildings were leased to a community partner and run as a community hub with self-service access to library books and free internet and WiFi, these services could remain in situ, providing access to books and digital services, with regular activities still on offer from the partner organization, and some attendance from library staff to manage stock and provide some activities. There are local community partners who have come forward with the aim of sustaining both the community and library activities in these areas.

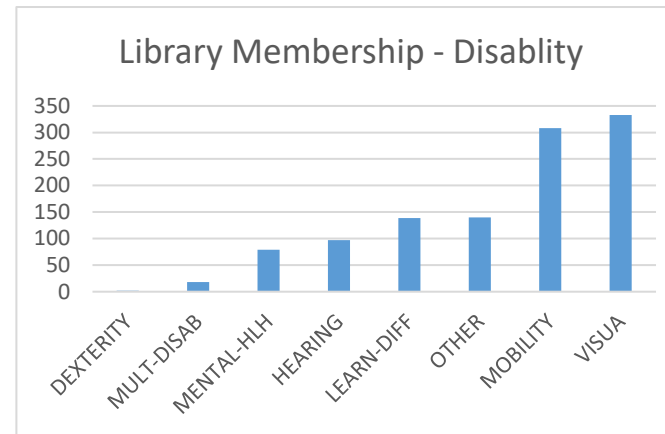
To summarise:

		<p>Changes to Croydon library services have a potential impact on at least one in four of all Croydon residents of all ages (26%). For option 3: Five Community Run Libraries, there is a potential impact on the at least 74,122 residents of the five wards where the libraries are proposed to become community managed, and the 16,108 (22%) of ward residents who are library members are very likely to be affected. It is likely that more local residents visit the library to attend activities without membership. It is noted that the local libraries provided 30% of all regular activities for all ages pre-COVID. More importantly, these five libraries serve 20% of all the older adults who are library members (70+), especially in Old Coulsdon and Shirley, and almost 20% of children and young people who are library members, especially in Broad Green and South Norwood.</p> <p>This option seeks to minimise the impact of service reduction across all Croydon by moving the five smallest libraries to community management and self-service access, rather than close them. These five libraries represent 15% of the overall use, and for all five libraries there is a larger library delivering the same activities nearby (1.2 – 1.5 miles).</p> <p>Respondents to survey, participants at the webinars, and local staff have expressed concern that the Option 1 proposed closures would have a disproportionate impact on those who could not travel to the alternative libraries. Option 3 keeps those library buildings open and is proposed to provide access to services and activities, still working with library staff on service delivery, so unlike option 1, as long as this community model can be put in place, this does not have a disproportionate impact on any age group.</p> <ul style="list-style-type: none"> • 	
Disability	If the five library buildings are managed by community partners, estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the impact of overall	<p>Information about Disability in Croydon (Croydon Observatory):</p> <p>Statistics on Croydon residents with disability is from 2011 (Census 2011) which says that day-to-day activities are limited a little for 7.9% of residents, and limited a lot for 6.7% of residents.</p> <p>Library Database:</p>	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries

service reduction. Positive impact on those with disability who could only access their local library.

Out of 104,249 library members, only 30% completed information about disability and 29% declared no disability. Of the 1% (1116) who said they had a disability, breakdown is below with largest group Visual impairment 30% and mobility (27.6%):

Disability	Responde nts	Perce ntage
Dexterity	2	0.2%
Hearing	97	8.7%
Learning Difficulty	139	12.5%
Mental Health	79	7.1%
Mobility	308	27.6%
Multi-disability	18	1.6%
Visual	333	29.8%
OTHER	140	12.5%
Grand Total	1116	



from library staff

Proposal:

12.5% (140) of library members known to have a disability are members of the libraries proposed to transfer to a community managed model (see Table below).

Volunteering: there are local disabled volunteers at most of the five libraries, supporting Summer Reading Challenge, coffee mornings, reading groups. They have said they could not travel elsewhere and a Community managed library is likely to enable them to continue volunteering.

Books Beyond Words: reading group for adults with learning disability or autism who attend in small groups with their carers and read specialized picture books. Sessions include drawing or colouring and sometimes drama in response to the stories. There are storybooks as well as books with topics such as visiting the doctor. Travel to sessions requires parking and easy access which means the group meeting at Bradmore Green could not move to Coulsdon or Purley. Again this group could continue with the Community managed model.

Libraries Consultation Survey:

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

Age Range	No	Prefer not to say	Yes, limited a little	Yes, limited a lot	Grand Total
Under 18	11		1		12
18-30	50	3	11	4	68
31-40	294	23	21	4	342
41-50	224	15	25	6	270
51-60	176	10	21	7	214
61-70	192	16	29	13	250
71-80	95	1	31	6	133
81+	8	2	8	5	23
Prefer not to say	17	42	4	2	65
(blank)	13		4	3	20
Grand Total	1080	112	155	50	1397
	77.31%	8.02%	11.10%	3.58%	

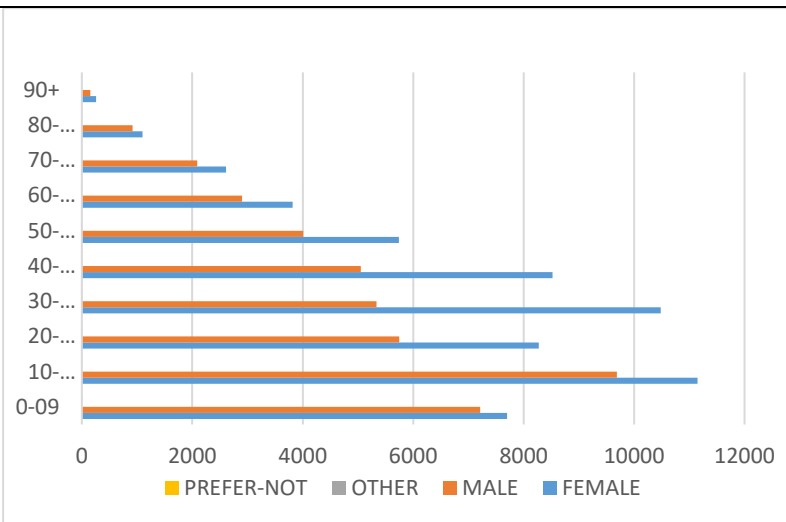
There were 213 (12.21% respondents who told us they had no other options for travel to their next nearest library, and of those the numbers who told us about a disability is in the table below:

Yes, limited a little	26	12%
Yes, limited a lot	19	1%

For residents with a disability who cannot travel to a library, but still want to borrow books, there is a Home Library Service which delivers books to their homes, which would be an effective mitigation.

Option 1: Closure of five libraries would have a disproportionate impact on local residents with a disability, who have taken part in activities and volunteered in the five local libraries. Residents from Bradmore Green Library pointed out the library closure would decrease the number of disabled toilets available in the area. Option 3: Five Community Managed libraries would keep those libraries and opportunities accessible and mitigate the impact on those residents with disability, possibly adding new activities and opportunities.

Gender	If the five library buildings are managed by community partners, estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the impact of overall service reduction.	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> • 187,875 (48.6%) are Male • 198,835 (51.4%) are Female <p>Library Database: Out of 104,249 library members, there is information about gender for 102,793 illustrated below: 59,666 (58%) Female and 43,112 (42%) Male and 3 Other:</p> <table border="1" data-bbox="562 381 1382 898"> <thead> <tr> <th>Age Range</th> <th>FEMALE</th> <th>MALE</th> <th>OTHER</th> <th>PREFER-NOT</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>0-09</td> <td>7702</td> <td>7216</td> <td></td> <td>8</td> <td>14926</td> </tr> <tr> <td>10-19</td> <td>11150</td> <td>9689</td> <td></td> <td></td> <td>20839</td> </tr> <tr> <td>20-29</td> <td>8276</td> <td>5749</td> <td>1</td> <td></td> <td>14026</td> </tr> <tr> <td>30-39</td> <td>10482</td> <td>5335</td> <td>1</td> <td>2</td> <td>15820</td> </tr> <tr> <td>40-49</td> <td>8526</td> <td>5054</td> <td></td> <td>1</td> <td>13581</td> </tr> <tr> <td>50-59</td> <td>5740</td> <td>4009</td> <td>1</td> <td></td> <td>9750</td> </tr> <tr> <td>60-69</td> <td>3816</td> <td>2901</td> <td></td> <td>1</td> <td>6718</td> </tr> <tr> <td>70-79</td> <td>2613</td> <td>2088</td> <td></td> <td></td> <td>4701</td> </tr> <tr> <td>80-89</td> <td>1101</td> <td>917</td> <td></td> <td></td> <td>2018</td> </tr> <tr> <td>90+</td> <td>260</td> <td>154</td> <td></td> <td></td> <td>414</td> </tr> <tr> <td>Total</td> <td>59666</td> <td>43112</td> <td>3</td> <td>12</td> <td>102793</td> </tr> </tbody> </table>	Age Range	FEMALE	MALE	OTHER	PREFER-NOT	Total	0-09	7702	7216		8	14926	10-19	11150	9689			20839	20-29	8276	5749	1		14026	30-39	10482	5335	1	2	15820	40-49	8526	5054		1	13581	50-59	5740	4009	1		9750	60-69	3816	2901		1	6718	70-79	2613	2088			4701	80-89	1101	917			2018	90+	260	154			414	Total	59666	43112	3	12	102793	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
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30-39	10482	5335	1	2	15820																																																																						
40-49	8526	5054		1	13581																																																																						
50-59	5740	4009	1		9750																																																																						
60-69	3816	2901		1	6718																																																																						
70-79	2613	2088			4701																																																																						
80-89	1101	917			2018																																																																						
90+	260	154			414																																																																						
Total	59666	43112	3	12	102793																																																																						



Libraries Consultation Survey:

Of 2,510 respondents, 1,397 (56%) provided information on gender, and there were a disproportionate number of women respondents as against library members for all age groups; and 51 (3.65%) did not indicate a gender.

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

Reviewing the survey responses, many of the female respondents said they looked after children, took them to rhymetimes and other activities, and fit library activities in around the school run. Older women tended to take part in reading groups, craft activities, coffee mornings and knit & knatter. However, although more women attend library activities, and more responded to the survey, a significant number of male respondents visit the library and take part in these activities as well.

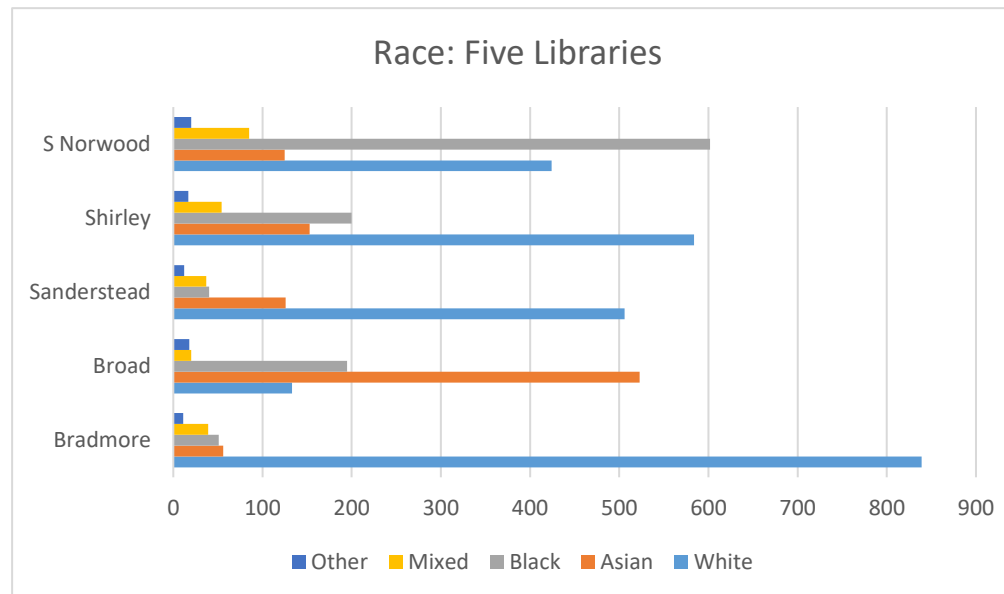
Of the 213 (12.21%) respondents who told us they had no other options for travelling to an alternative library, and provided information on gender, 94 were female and 41 were men. Over half the women were between ages 31 and 50. Survey responses suggest that Option 1: Close five libraries had a disproportionate impact on older women and women with children, outlined in detail under “Age” and “Maternity” characteristics, but Option 3: Five Community Managed Library Buildings would mitigate this by keeping the libraries open for service and activities, with support from the library service

Gender Reassignment	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of gender identity. In addition to providing books specific to the transgender community, the annual Cultural Calendar for Croydon Libraries always includes Transgender Day of Remembrance in November, LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est. 1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the transgender community who provided feedback, because no respondent indicated gender reassignment, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If five libraries became community managed libraries, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and activities to raise awareness of issues for the transgender community.</p>	Review as part of Phase 2
Marriage or Civil Partnership	Savings	<p>The Library service does not collect information regarding marriage and civil partnership because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>Consideration of the characteristic of marriage and civil partnerships need only be in respect of eliminating unlawful discrimination. In this regard, the proposed implementation plan would not in any way exclude individuals who are legally married or in a civil partnership. Therefore, this characteristic should not be disproportionately affected under any of the proposals.</p>	Review as part of Phase 2
Religion or belief	Savings	<p>Libraries nationally are inclusive, and encourage visitors and partners who operate in libraries to welcome residents of all faiths. It is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all religious communities and to celebrate a diverse range of religious holidays throughout the year.</p> <p>If all five libraries become community managed, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and celebrations to highlight the diverse range of faiths in Croydon.</p>	Review as part of phase 2
Race	If the five library buildings are managed by community partners,	<p>The <i>Croydon Borough Profile</i> "population continues to grow from long-term international migration and 17.1% of the population is made up of non-UK born residents according to ONS 2018 estimates".</p> <p>Library Management System</p>	Library Membership Data February 2021;

estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the impact of overall service reduction.

Of the 104,249 library members, only 36,455 (35%) library members provided information on ethnicity. See below a breakdown of library membership by ethnicity for each of the libraries proposed to close. Please note that many library users who visit and take part in activities are not registered on the system.

Race	All Libraries	Bradmore Green	Broad Green	Sanderstead	Shirley	S Norwood	Total 5 Libraries	% of All Libraries
White	13581	839	133	506	584	424	2486	18.30%
Asian	5756	56	523	126	153	125	983	17.08%
Black	8149	51	195	40	200	602	1088	13.35%
Mixed	1404	39	20	37	54	85	235	16.74%
Other	1065	11	18	12	17	20	78	7.32%
Prefer Not	6500	32	64	74	117	602	889	13.68%
Total	36455	1028	953	795	1125	1858	5759	15.80%



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

Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff

the 2,510 respondents, just over 50% provided ethnicity details, and 9.59% of those did not prefer to say. See the table below which compares the percentage of respondents:

Response from 1408 respondents	Number of Respondents	Percentage of Respondents
White	987	70.10%
Asian	117	8.31%
Black	80	5.68%
Mixed	74	5.26%
Other	15	1.06%
Prefer not to say	135	9.59%

Survey respondents expressed concern that the absence of a library or a change to the library services in areas with more diverse ethnic populations could worsen existing deprivation in those communities. Staff in all libraries provided feedback on residents who attended activities in libraries, and reported an increasingly diverse group attending rhymetimes, who benefitted from the opportunity to meet, socialize and feel more part of the local community, especially those new to the UK for whom English was a second language.

Broad Green: The Asian community use this local library for regular language classes, IT support and social or health activities, and to access books in other languages. The rhymetime sessions are diverse with 45% Asian, 20% Black and 35% white local families. Some activities could not be replicated, such as Homework club after school: 126 homework sessions per annum with 534 attending over the year, 60% under the age of 9, several with disabilities. Approximately 60% are Asian and 30% Black and many have English as a second language. Many do not have internet access or printing at home and could not travel to Thornton Heath or Central library.

South Norwood: There is a large ethnic population and areas of deprivation, and there was much feedback regarding this through survey and webinar feedback, who said that closing the libraries or reducing services would have a disproportionate impact particularly on young people from the black

		<p>community who would not have access to computers at home or study space after school. Rhymetimes are attended by a diverse range of nationalities and ethnicities, including Black, Asian and White families and include African, Caribbean, Polish, Spanish, Greek, Chinese and Italian parents.</p> <p>Option 3: Five Community managed Library Buildings would mitigate this negative impact by keeping the libraries open for service and activities, with support from the library service, and potentially adding additional value with tailored local activities based on the needs of the community.</p>											
Sexual Orientation	Savings	<p>Due to the inclusive nature of libraries nationally, and of the partner organisations that operate within libraries, it is part of Croydon Libraries' service plan to provide activities and resources that are inclusive of all LGBTQ communities. In addition to providing books specific to the LGBTQ community, the annual Cultural Calendar for Croydon Libraries always LGBTQ History Month in February and Pride in summer, hosting speakers, poetry, talks, art and books on display in all branch libraries. For many years Croydon Central Library has hosted the Rainbow Reading Group as well as the annual LGBTQ History Month display from CAGS (Croydon Area Gay Society est.1971)</p> <p>However, in the initial Libraries Consultation it is not certain from the demographic report that there were residents from the LGBTQ community who provided feedback, so Croydon Libraries will test this assumption in the follow-up public consultation by contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>If all five libraries become community managed, there would still be involvement from library staff and an agreement with the community partner to ensure there was representation through books, information displays, and inclusive space and activities to raise awareness of issues for the LGBTQ community.</p>	Review as part of Phase 2										
Pregnancy or Maternity	If the five library buildings are managed by community partners, estimated savings of £359,707 could be achieved access to library services continued and activities provided, minimising the	<p>All Croydon Libraries provide books and information on pregnancy health and child development and nutrition, to support residents in this category. There are also regular free activities led by library staff for mothers and fathers with babies and toddlers, such as Baby Bounce and Rhymetime, activities which have a positive impact: new parents benefit from as they build social networks and get support from other parents; babies and toddlers are introduced to singing, their first books, and parents say it's an opportunity for all to bond and socialize.</p> <p>In 2019/20 the five libraries proposed to close provided 32% of the under 5s regular activities and events, and there were 6,258 attendees, or 17% of all library attendance. South Norwood provided the most, with 222 events, 12% of all Under 5s activities with 2,915 participants, which was 8% of overall attendees across Croydon Libraries:</p> <table border="1"> <thead> <tr> <th>Croydon Libraries: Events</th> <th>Under 5s Events</th> <th>% All Events</th> <th>Attendees at Events</th> <th>% All Attendees</th> </tr> </thead> <tbody> <tr> <td>ALL LIBRARIES</td> <td>1786</td> <td></td> <td>36,796</td> <td></td> </tr> </tbody> </table>	Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees	ALL LIBRARIES	1786		36,796		Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation summaries from library staff
Croydon Libraries: Events	Under 5s Events	% All Events	Attendees at Events	% All Attendees									
ALL LIBRARIES	1786		36,796										

impact of overall service reduction.	Bradmore Green	93	5%	421	1%
	Broad Green	108	6%	1,145	3%
	Sanderstead	99	6%	1,369	4%
	Shirley	51	3%	408	1%
	S Norwood	222	12%	2,915	8%
	Total (5)	573	32%	6258	17%
	<p>Libraries Consultation: Survey and Webinar feedback identified the importance of local libraries to the wellbeing of mothers and babies, the value of the access to early years books, and the benefits of activities on child development and the wellbeing of parents. Above under Age and Gender, 83.20% of respondents told us they walked to their local library now, and if they had to travel to the next nearest, 12.21% (213), the majority women aged 31-50, said they would have no other options. In addition to the activities and resources on offer, there would also be a decrease in the number of local baby changing facilities in the area. Respondents expressed strongly that the proposals would disproportionately impact mothers and their babies & toddlers who would find it difficult to travel to other libraries because of cost, time, no parking, wish to stay local, choice (don't like larger libraries).</p> <p>Whereas option 1 closure of five libraries would have a disproportionate impact on the mothers and babies in those local areas. Option 3: Five Community managed Library Buildings would mitigate this negative impact by keeping the libraries open for service and activities, with support from the library service, and potentially adding additional value with tailored local activities based on the needs of the community.</p>				
<p>Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.</p> <p>When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact</p>					

3.2 Additional information needed to determine impact of proposed change

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

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

Additional information needed and or Consultation Findings	Information source	Date for completion
Feedback from individuals with protected characteristics who use affected libraries: what library services do they use; most valued services and/or activities; impact on them and on their community, what else would they like to see/what's missing? – Feedback on options	Libraries Consultation Phase 1 finished 14 March 2021	Phase 1 April 2021 Phase 2 consultation May to July 2021
To what extent is it reasonable to assume residents can travel 1.2-.13 miles to use a larger library with more facilities	Libraries Consultation Phase 1 finished 14 March 2021	April 2021
Ideas for cost neutral alternatives to closing the libraries from local residents to benefit all local residents. All viable options will be considered for inclusion in options report which will comprise an equalities review and further consultation with residents	Libraries Consultation, Email, Webinars, Workshops, Other Council departments and Community groups Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation	April 2021
Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation	Libraries Consultation Phase 2	July 2021
Feedback on options from the diverse range of Croydon's religious communities	Libraries Consultation Phase 2	July 2021

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

3.3 Impact scores

Example

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

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

Table 4 – Equality Impact Score

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

Key

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

Equality Analysis

Table 3 – Impact scores: These will be reviewed following Libraries Consultation on basis of that feedback

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

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

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

- Advancing equality of opportunity between people who belong to protected groups
- Eliminating unlawful discrimination, harassment and victimisation
- Fostering good relations between people who belong to protected characteristic groups

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

5. Action Plan to mitigate negative impacts of proposed change

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

Table 4 – Action Plan to mitigate negative impacts. This will be reviewed following outcome of Libraries Consultation after 14 March 2021; and again after the decisions taken on options in Cabinet 17 May 2021 when planning Phase 2 consultation

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.				
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	<p>Access to their existing local library services; travel to larger library</p> <p>Follow up after Survey: 198 respondents (approx. 8% of all respondents) told us they had a</p>	<p>Investigating individuals affected for each of the 5 libraries</p> <p>Implement a community managed option with local partner to ensure residents with a disability could continue to use library service and access volunteering and activities,</p>	Joan Redding,	<p>April 2021</p> <p>May 2021</p>

Equality Analysis

	<p>disability which limited them to some degree, 47 limited a lot. 213 (9% overall) respondents told us they could not travel to their nearest alternative library. Of those, 13% had a disability. If they could not use their local library they would not be able to access the activities and volunteering opportunities.</p>	<p>looking to enhance the offer to disabled residents. Home Library Service (books delivered to homes) is an option for residents with a disability who cannot travel to a library.</p>		
Race	<p>Possible disproportionate impact on BAME communities in Broad Green and South Norwood, without local alternatives. Respondents say a reduction in library services would worsen existing deprivation for these communities</p>	<p>Libraries Consultation and webinars; Implement a community managed option with local partner to ensure residents of all ethnicities continue to use library service and access volunteering and activities, looking to enhance the offer to residents living in deprived areas and on low incomes</p>	<p>Joan Redding, Liz Hollowood</p>	<p>April 2021 May 2021</p>
Sex (gender)	<p>Possible disproportionate impact on women who are larger group of active users Follow up after survey: 71% of respondents were women; Of the respondents who said they could not travel to their nearest library if services were closed or</p>	<p>Libraries consultation and webinars Implement a community managed option with local partner to ensure residents of all genders continue to use library services and access volunteering and activities, looking to enhance the offer to deprived</p>	<p>Joan Redding,</p>	<p>April 2021 May 2021</p>

Equality Analysis

	reduced, 94 were women (most aged 31 – 40) and 41 were men.	residents. See impact under Age and Maternity Phase 2 consultation – engage more men		
Gender reassignment	Follow up after survey: not asked as part of survey; no feedback	Review as part of Libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding, Lucy Lawrence	April 2021 May 2021
Sexual orientation	Follow up after survey: not asked as part of survey; no feedback	Will review as part of libraries Consultation For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.	Joan Redding	April 2021 May 2021
Age	Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors if they could not access their local library and activities.	Libraries consultation and webinars Implement a community managed option with local partner to ensure residents of all ages continue to use library service and access study space, volunteering and activities, looking to enhance the offer especially to young families, school children, older residents and all those without digital access.	Joan Redding	April 2021 May 2021

Equality Analysis

Religion or belief	Possible impact Follow up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff	As part of libraries consultation, contacted all temples, mosques, and churches. Phase 2 consultation – will contact same organisations again for feedback	Joan Redding	April 2021 May 2021
Pregnancy or maternity	Disproportionate impact on mothers and babies/toddlers Follow up after survey: If services were closed or reduced, there could be a disproportionate impact on families with young children because they would find it difficult to travel to alternative library (logistics, cost, time – school run)	Implement a community managed option with local partner to ensure families with young children could access under 5s activities and continue to use library service for books, information and community hub, potentially enhancing the offer.	Joan Redding	April 2021 May 2021
Marriage/civil partnership	N/A Follow up after survey: not asked as part of survey; no feedback	Will review as part of Libraries Consultation Phase 2 consultation – will ask for feedback	Joan Redding,	April 2021 May 2021

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter X in column 3 (Conclusion) alongside the relevant statement to show your conclusion.		
Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.	X

Equality Analysis

Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: Cabinet Date: 17 May 2021

7. Sign-Off

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

Table 1: Events & Activities (for five libraries proposed to close)

Equality Analysis

Events & Activities 2019-20	All Libraries			Bradmore Green			Broad Green			Sanderstead			Shirley			South Norwood		
	Events	Attendees	New joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners	Events	Attendees	New Joiners
Children and Young People (0 to 17)	3103	51611	2845	171	1010	0	351	2270	4	12	164	0	7	103	18	13	125	0
Adults (18 to 49)	1881	13183	811	20	255	0	111	656	6	28	207	0	169	1005	14	102	216	82
Older People (50+)	1094	5507	142	51	170	0	64	230	0	37	117	0	30	62	11	164	164	23
Family	183	3664	41	3	52	0	30	318	0	9	93	0	15	121	0	55	1083	18
Annual Total Events	6261	73965	3839	245	1487	0	556	3474	10	186	1941	13	323	2607	145	573	4735	240

Table 2: Disability summary for all libraries from Library Management System – represents 1% of all members

DISABILITY	Ashburton	Bradmore Green	Broad Green	Coulsdon	Croydon Central	Croydon Home Service	New Addington	Norbury	Purley	Sanderstead	Selsdon	Shirley	South Norwood	Thornton Heath	Total
Dexterity					1									1	2
Hearing	2	5	1	8	39		4	6		2	16	3	7	4	97
Learning Difficulty	4	7	4	7	52		16	10	2	2	7	4	9	15	139
Mental Health	1	1	1	2	57	1	3	5			2	4	1	1	79
Mobility	15	5		11	174	44	8	7	3	2	19	7	4	9	308
Multiple Disability				1	14		1				1		1		18
Visual	12	12	4	18	114	9	16	15	14	9	69	15	9	17	333
Other	4	2	1	8	52	12	8	8	3	2	15	5	11	9	140
Grand Total	38	32	11	55	503	66	56	51	22	17	129	38	42	56	1,116

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

Equality Analysis

RACE	Ashburton Library	Bradmore Green Library	Broad Green Library	Coulsdon Library	Croydon Central Library	Home Library Service	New Addington Library	Norbury Library	Purley Library	Sanderstead Library	Selsdon Library	Shirley Library	South Norwood Library	Thornton Heath Library	Grand Total
White British	520	793	83	1683	3362	70	758	255	613	431	1124	497	279	274	10742
White Irish	14	12	3	34	107	4	17	11	7	10	16	11	17	13	276
White Gypsy					1										1
White - Other	73	34	47	202	1286	5	93	152	101	65	133	76	128	167	2562
Asian Bangladeshi	13	1	13	14	99		3	22	8	5	8	13	15	16	230
Asian British	1			1	58				2	2	4	3		6	77
Asian Chinese	16	2	8	38	127		6	12	22	12	27	8	12	14	304
Asian Indian	91	17	225	149	1310	2	19	137	105	63	110	61	30	163	2482
Asian Other	59	28	215	102	773		39	117	74	26	58	45	36	97	1669
Asian Pakistani	49	8	62	63	363		27	167	43	18	33	23	32	106	994
Black African	128	15	105	134	1965		493	244	76	17	103	112	315	485	4192
Black British	1	1	1	5	129		1		4		4	10	3	37	196
Black Caribbean	101	16	63	75	1098	6	119	190	44	17	65	66	212	319	2391
Black Other	55	19	26	53	879		32	39	68	6	32	12	72	77	1370
Mixed Other	35	11	6	64	240	1	10	38	18	18	21	12	22	24	520
Mixed - White & Asian	6	13	2	41	73		2	12	16	9	12	11	11	1	209
Mixed - White & Black African	16	5	8	25	114		13	17	11	6	8	12	20	16	271
Mixed - White & Black Caribbean	21	10	4	43	165		25	28	14	4	18	19	32	21	404
Other - Arab				1	16									5	22
Other	8	11	18	32	631	1	146	33	29	12	40	17	20	45	1043
Prefer not to say	298	32	64	85	2697	3	304	291	192	74	177	117	602	1564	6500
Total	1505	1028	953	2844	15493	92	2107	1765	1447	795	1993	1125	1858	3450	36455