

Cabinet Supplementary Agenda



4. Libraries Consultation Phase 2 Results (Pages 3 - 88)

Cabinet Member: Cabinet Member for Culture & Regeneration,
Councillor Oliver Lewis

Officer: Interim Executive Director Place, Sarah Hayward

Key decision: no

Reason for late dispatch: The second phase of the libraries consultation concluded on the 26th June. Additional time was required to allow for consultations responses to be summarised and analysis undertaken.

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For General Release

REPORT TO:	CABINET 16 AUGUST 2021
SUBJECT:	Libraries Consultation Phase 2 Results
LEAD OFFICER:	Sarah Hayward, Interim Executive Director, Place Stephen Tate, Director for Growth, Employment and Regeneration
CABINET MEMBER:	Councillor Oliver Lewis, Cabinet Member for Culture and Regeneration
WARDS:	All

COUNCIL PRIORITIES 2020-2024

Libraries services have saving targets of £504,000 in 2022/23 and as a statutory service public consultation has been conducted to consider options which might be appropriate to deliver the statutory service and how this can be managed within available resources. A first phase of public consultation on a reduction in libraries services was held 14th January to 14th March 2021. Feedback both from residents in the first phase as well as from Scrutiny & Overview Committee meetings on 30th March and 27th May 2021 have shaped a second, more detailed consultation phase, which ran from the 1st June to 26th July 2021.

The report assesses the outcome of the resident engagement across the three proposed options in the second phase, as well as considers the impact for service users. The options considered are:

- To reduce service hours by 21% across the borough
- To outsource all libraries
- Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries

This aligns with the Council’s priorities where:

- 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 £504,000 savings from the revenue budget in financial year 2022/23, whilst ensuring delivery of a

statutory service.

This report recommends that Cabinet should recommend to Full Council that it should pursue option one – to implement changes to the statutory Library service by reducing opening hours by an average of 21% across the borough. This would achieve savings of £506,980 whilst delivering a statutory service.

FORWARD PLAN KEY DECISION REFERENCE NO.: This is not a key decision

Reason for late dispatch: The second phase of the libraries consultation concluded on the 26th June. Additional time was required to allow for consultations responses to be summarised and analysis undertaken.

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

1. RECOMMENDATIONS

The Cabinet is recommended to :

- 1.1 Consider the outcome of the consultation for second phase and the considerations arising from the consultation as detailed within the report and appendices to the report including in relation to the Public Sector Equality Duty, the Equality Assessment and the recommended option following consultation;
- 1.2 Consider the assessment regarding delivery of a statutory Library Service in accordance with the requirements of Section 7 of the Libraries and Museums Act 1964 if option one is recommended to Full Council for approval;
- 1.3 Agree to recommend to Full Council that it:
 - 1.3.1 Consider the outcome of the consultation and the consultation responses as set out in Appendix 1 and the assessment of those responses.
 - 1.3.2 Consider the equalities assessment at Appendix 2 and the Public Sector Equality Duty (PSED) requirements under Section 149 of the Equalities Act 2010 as detailed in paragraph 10;
 - 1.3.3 Consider the assessment regarding the Council's ability to deliver a statutory library service in accordance with the requirements of Section 7 of the Libraries and Museums Act 1964 if the recommended option is agreed;
 - 1.3.4 Having due regard to the contents of Appendices 1 and 2 and the assessment referenced in 1.3.3, agree that it implement changes to the statutory Library service by reducing hours by an average of 21% across the borough as detailed in paragraphs 3.13 achieving £506,980 of savings.
- 1.4 Note that a delegation will be sought from Full Council regarding the implementation of the recommended option and further engagement with service users of the boroughs' 13 Libraries regarding the implementation at individual sites.

1.5 Note the intention for officers to commence further work to assess income generating opportunities and efficiencies within the Libraries service as detailed in paragraphs 5.4.

2 EXECUTIVE SUMMARY

- 2.1 The purpose of this report is to set out the activities undertaken and the conclusions from the second phase of the libraries consultation for members' consideration. The report considers the feedback received from residents and assesses, across three proposed options in the second phase with regards to the council's legal obligations and equalities duties. After careful consideration the report recommends that Cabinet should recommend to Full Council that it should pursue option one – to implement changes to the statutory Library service by reducing hours by an average of 21% across the borough, achieving £506,980 of savings.
- 2.2 The libraries consultation was undertaken in two distinct phases. The first phase ran from 14th January to 14th March 2021, feedback from which alongside the Scrutiny & Overview Committee recommendations from the 30th March and the 27th May 2021 shaped the second phase consultation. The second phase of consultation ran from 1st June to the 26th July 2021 and asked for residents preference from three 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
- 2.3 The report reviews the activities undertaken by the Council leading up to and during the second phase of consultation. It will review how the Council has actively engaged with residents during a period of national lockdown and easing of social distancing restrictions, including public consultation through digital webinars, face to face events and a survey.
- 2.4 The report and appendices provide both quantitative and qualitative analysis from the two webinars, fourteen face to face consultation events as well as from the 1,411 completed consultation survey responses.
- 2.5 This report has set out how the Council has listened to and reflected upon the needs of the communities in light of the consultation and the considerations set out above and within the body of this report, including in relation to how this addresses the statutory requirements in Section 7 of the Libraries and Museums Act 1964 ("The 1964 Act"). This report also sets out how the recommendations aim to best support the overall health and well-being of the area, and ensuring that what the Council does provide social value in light of the current circumstances.

3 BACKGROUND

3.1 Public library services are funded and either run or commissioned by local government. Library authorities such as the Council have a statutory duty under the Public Libraries and Museums Act 1964 (“the 1964 Act”) ‘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 Wi-Fi 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 Section 10 of the 1964 Act also allows the Secretary of State to investigate a complaint that a library authority has failed to carry out its duties under the 1963 Act and to issue an order requiring it to carry out those duties.

3.3 It is noted that there are no children centres within Croydon libraries, therefore there are no considerations arising or potential impacts on any Children’s centres in the borough as a result of the proposals in this report.

3.4 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.

3.5 Upper Norwood Library Hub is outside of the scope of this consultation because the building is leased to Upper Norwood Library Trust and the library service is run by Lambeth Council.

3.6 The Library Plan 2019-28 which was agreed at July 2019 Full Council, sets out the vision and outcomes for Croydon’s library service over the forthcoming years. The recommendations contained in this report do not intend to change the vision of the plan, which is to:-

- **Inform** – connecting residents to information, activities and services that will benefit them.
- **Involve** – a service that is shaped by residents and easily adapts to meet the changing needs of the communities we serve.
- **Inspire** – creative library spaces that offer residents opportunities to have fun, learn and connect with others.

This vision is delivered through four outcomes:-

- 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 work in particular
- Modern, welcoming, inclusive and accessible library facilities and buildings.

Full details of the Libraries Plan can be found here:

<https://www.croydon.gov.uk/sites/default/files/Library%20Plan%202019%20-%202028.pdf>

- 3.7 In November 2020, the Council outlined the Renewing Croydon vision to ensure that the Council lives within its means. The libraries service was asked to make savings of £504,000 in the financial year 2022/23, whilst retaining its commitment for capital investment in libraries to improve the fabric and infrastructure to enhance services for residents.
- 3.8 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, businesses, 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. The Council adopted this recommended approach.
- 3.9 The first phase of public consultation started in 14th January 2021 and concluded on 14th March 2021. At this formative stage the proposal identified five of the smallest libraries that could be closed with the least impact on the overall service. The consultation asked residents for their feedback on closure or suggestions for alternative options for those five libraries that could change the libraries offer, to achieve the required savings whilst still delivering the statutory service.
- 3.10 Following resident feedback in the first phase and recommendation from a scrutiny meeting on 30th March 2021, six options were presented to Cabinet on 17th May 2021, alongside resident feedback, option appraisals and equality impact assessments. The six options examined were:
- 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
- 3.11 Following consideration of the options and supporting information Cabinet recommended to proceed to a second phase to consult on three options. Details of the consideration and supporting documents, including the Cabinet paper can be found here:-
- <https://democracy.croydon.gov.uk/mgAi.aspx?ID=11362#mgDocuments>
- 3.12 On the 27th May the Scrutiny & Overview Committee considered a call-in request of the Cabinet decisions made as a result of the 17th May Cabinet report.

Following discussion, the members of the committee concluded that no further action was necessary, and the decision could proceed as intended. Details of the Scrutiny & Overview Committee meeting can be found here:-

<https://democracy.croydon.gov.uk/mgAi.aspx?ID=11636>

3.13 Following conclusion of the call-in request second phase of the consultation commenced on the 1st June and concluded on the 26th July. The three options consulted on were:

- **Reduce service hours by 21% across the borough**

Under this option all libraries would remain Council-run and would be open two fewer days per week, except the central library which would open five days per week.

Savings would be achieved by a 25% reduction in staff and a 21% reduction in opening hours across all thirteen libraries.

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). The reduction would be minimised in busier libraries, where possible.

- **Outsource all libraries**

This would involve an open procurement process for a £2,898,500 contract. It is likely that the service would be delivered in much the same way as it is under the Council. The operator could achieve savings through efficiencies and income generation. Likely areas of efficiency savings could be made in the book fund by utilising different contracts, through more customer self-service, reductions in maintenance, utilities costs and business rate relief (80% discount for charitable organisations). There might be adjustments to the operating hours in line with the savings, i.e. closed over lunchtimes. It is also feasible that there would be more paid events and activities to generate income back into the service.

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 six and twelve months to complete the procurement and mobilise, therefore, savings would not be achieved in this financial year.

- **Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries**

This option would involve eight libraries staying in council control and open two fewer days a week meaning a reduction of opening hours by 22% across all Croydon libraries.

The other five - Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood libraries - would be leased to community groups, with the Council providing some staff two days a week, as well as books and IT support.

Savings would be achieved by a reduction in staffing levels by 25%. In addition, further savings would be generated from a reduction in business rates and utilities through the lease, reducing the impact on staff numbers. 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.

4 CONSULTATION

- 4.1 The first phase of the libraries public consultation ran from 14th January to 14th March 2021. This was a formative process that allowed residents to provide feedback on options to close up to five libraries, consider community run opportunities, or to look at other models that would achieve the savings target. Details of this consultation are set out in paragraphs 3.9 – 3.11 above.
- 4.2 The second phase commenced on 1st June, running for eight weeks, to 26th July 2021 and consulted on the three options set out in paragraph 3.13 above. The consultation was designed to enable residents to ask questions to understand the options, ahead of completion of a survey. Supporting information, as well as answers to frequently asked questions and details of ways to respond to the consultation were provided on the Council website and can be found here: - <https://getinvolved.croydon.gov.uk/project/695>
- 4.3 Due to the Covid social distancing restrictions that were in place at the start of June the first consultation events were online webinars, taking place on 12th and 15th June 2021. The webinars provided an opportunity for residents to ask questions directly to Council staff across all three options and set out any particular concerns that they might have had. A total of seventy residents attended the webinars across two sessions. A set of 'frequently asked questions' with answers were produced from the webinars which were published on the council website alongside the publication of the transcript from the 12th June 2021 webinar (see link in 4.2 above).
- 4.4 From 2nd to 16th July 2021, library staff held fourteen face to face consultation events, scheduled during library opening hours and set up outside library buildings in compliance with COVID restrictions. The purpose of the events were to meet library customers, especially those who were not online, to make them aware of the consultation options and take questions and feedback. Ward Councillors were invited to join officers. Staff spoke to 343 residents at:
- Sanderstead Library – 02/07/2021 – 11:00-12:30
 - Purley Library – 02/07/2021 – 14:00-15:30
 - South Norwood Market – 03/07/2021 – 10:00-16:00
 - Norbury Library – 05/07/2021 – 09:30-11:00
 - Broad Green Library – 05/07/2021 – 12:30-14:00
 - Thornton Heath Library – 07/07/2021 – 11:00-12:30
 - South Norwood Library – 07/07/2021 – 13:30-15:30
 - Coulsdon Library – 09/07/2021 – 11:00-12:30
 - Bradmore Green Library – 09/07/2021 – 14:30-16:00
 - Ashburton Library – 12/07/2021 – 09:30-11:00
 - Shirley Library – 12/07/2021 – 12:30-14:00
 - Selsdon Library – 13/07/2021 – 10:30-12:00
 - New Addington Library – 13/07/2021 – 13:30-15:00
 - Central Library – 16/07/2021 – 12:00-14:00

4.5 A number of reoccurring themes emerged both from the face to face events, the webinars and completed surveys.

4.6 Some themes can and will be incorporated into our new operating model to improve services, for example:-

- *Better publicity about opening hours and activities;*
- *Call on Resident's Associations and other community networks for support*
- *Pleased with digital services but request support sessions for use of online resources*
- *Interested in volunteering to support the libraries*

We will follow up these suggestions to improve library services and continue to discuss service improvements with local residents and community groups

4.7 Some of the responses indicated the importance of ensuring that residents understood the supporting information, for example:-

- *Concern that library closures during COVID lockdown were permanent closures*
- *Concern that local libraries would close - it's important for wellbeing, a lifeline, respite, brings community together*

We addressed these issues at the time when meeting in person, when addressing questions from webinars and correspondence to the libraries consultation email inbox. We also responded by updating our online frequently asked questions to ensure residents were appropriately briefed prior to responding to the survey. This Cabinet paper also provides clarification about proposed actions, including the intentions to continue the discussions with local residents to ensure they are clear about future plans

4.8 Some themes related specifically to the option one reduction by 21% which will provide a focus for continued dialogue with residents during implementation.

- *When you reduce hours, you must be open on Saturdays and evenings or you discriminate against working people and students*
- *Could the community provide support by providing relevant activities and making the building available out of hours?*
- *We do not feel safe with the concept of Open+ and feel this will discriminate against women and young people*

4.9 In addition to the webinar and face to face events, residents could complete a survey which asked for their preferred option. The survey also provided an opportunity for residents to leave comments not in response to specific questions – these responses examined as part of this consultation. The survey could be completed online, during the face to face meetings, or in hard copy and either returned by post, by handing in to a library or council building.

4.10 In total there were 1,411 returned survey forms and the table below presents the analysis of feedback on the three presented options.

4.11 In analysing the results from the survey, taking the choices of 'strongly agree' and 'agree' together, 55.9% of respondents chose option one, making this the most preferred option. Option three, was the second choice, at 24.6%, with option two in third place registering 17.0% of respondent choices.

4.12 Conversely, when considering the options with which survey respondents 'disagreed' or 'strongly disagreed', option one remained the most favourable option, with option two remaining the least favourable.

	OPTION 1: To what extent do you agree or disagree with Option 1: Reduce library service hours by 21% across the borough? 987 respondents		OPTION 2: To what extent do you agree or disagree with Option 2: Outsource the management of all 13 libraries? 957 respondents		OPTION 3: To what extent do you agree or disagree with Option 3: Five community-run libraries and reduce opening hours for 8 libraries? 939 Respondents	
Responses	Number of Respondents	Percentage of Respondents	Number of Respondents	Percentage of Respondents	Number of Respondents	Percentage of Respondents
Strongly agree	183	18.54%	32	3.34%	42	4.47%
Agree	369	37.39%	131	13.69%	189	20.13%
Disagree	159	16.11%	191	19.96%	231	24.60%
Strongly disagree	211	21.38%	481	50.26%	312	33.23%
Not sure	65	6.59%	122	12.75%	165	17.57%

4.13 Respondents also had the opportunity to leave a comment across any subject area. In total 4,243 comments were made, providing views on the impact of each of the options as well as comments and ideas for future service delivery. Themes were similar to those received during the face to face consultation events set out in paragraphs 4.5.1 to 4.5.3.

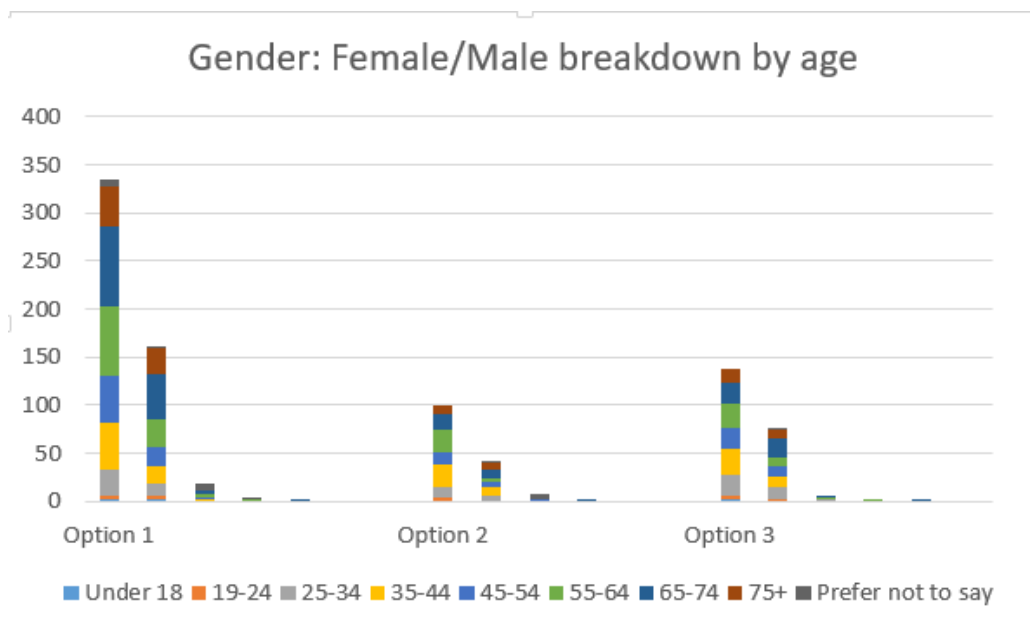
4.14 The detailed feedback can be found attached in appendix one – Croydon Libraries Consultation Phase 2 Summary July 2021. The full Equalities Assessment is attached at appendix two, with summary information provided below. Additionally, full Equalities Impact Assessments were undertaken and published alongside the 17th May Cabinet report (details in paragraph 3.11 above).

4.15 The survey respondents came from all areas of Croydon, as illustrated below: When asked 'which area/ward of Croydon do you live in?', 913 respondents said:

Response	Number of Respondents	Percentage of Respondents
Addiscombe East	44	4.82%
Addiscombe West	28	3.07%
Bensham Manor	4	0.44%
Broad Green	21	2.30%
Coulsdon Town	39	4.27%
Crystal Palace and Upper Norwood	15	1.64%
Fairfield	16	1.75%
Kenley	19	2.08%
New Addington North	14	1.53%
New Addington South	11	1.20%
Norbury and Pollards Hill	44	4.82%
Norbury Park	8	0.88%
Old Coulsdon	75	8.21%
Park Hill and Whitgift	18	1.97%
Purley and Woodcote	60	6.57%
Purley Oaks and Riddlesdown	20	2.19%
Sanderstead	75	8.21%
Selhurst	16	1.75%
Selsdon and Addington Village	28	3.07%
Selsdon Vale and Forestdale	29	3.18%
Shirley North	27	2.96%
Shirley South	43	4.71%
South Croydon	48	5.26%
South Norwood	54	5.91%
Thornton Heath	41	4.49%
Waddon	23	2.52%
West Thornton	8	0.88%
Woodside	25	2.74%
Prefer not to say	33	3.61%
Other	27	2.96%

4.16 The EIA noted that proposals were considered likely to have an impact on certain age groups, including the youngest and oldest adults, mothers, school children, adults seeking jobs. Of all respondents, 907 provided information on age groups and 911 provided information on gender (Female, Male, Prefer to Self-describe, Transgender, Prefer not to say) in the table below:

4.17 The breakdown for each option broken down by gender and age presented in the chart below:



4.18 The illustration shows the greatest number of individuals, and the largest percentage of all age groups expressed a preference for option one. Of the 552 respondents who said they ‘agreed’ or ‘strongly agreed’ with the option one Reduce Service hours by 21% across the borough, 497 provided information on gender, 335 (67%) were women and 162 (33%) were men, which is in proportion to all respondents. These respondents, both male and female, acknowledge an impact on reduction in hours, but most expressed a preference for reduced hours over the other options, as illustrated above, and preferred to keep all library buildings open for services and activities under Council control.

4.19 Regarding Maternity and Pregnancy, there was feedback from the survey and from face to face meetings highlighting the potential for a significant negative impact to reducing service hours if the opening hours were not accessible. Accessible hours would include Saturdays and evenings for working mothers, and local mothers wanted to be involved in decisions about opening hours and the scheduling of activities, because this group could not easily travel to a nearby open library when their local library was closed. To mitigate this impact, the Council will continue to engage with communities in implementing the reduction of hours at specific libraries.

4.20 When asked ‘Your ethnic origin?’, 911 respondents said:

Response from respondents who “Agree” and “Strongly Agree” with options 1-3 Respondents can Agree with all options	Option 1: Reduction by 21% (521 responses)	Option 2: Outsource to partner (150 responses)	Option 3: 5 Community run libraries; 8 reduced hours (223 responses)
White	379	97	157
Asian	42	21	30
Black	39	9	10
Mixed	24	6	12
Other	6	5	3
Prefer not to say	31	12	11

- 4.21 Reviewing the data available, there is a significant preference across all ethnic groups for option one: Reduce opening hours by 21% across all libraries, with some agreeing that either outsourcing or community managed options are viable alternatives. In the free text responses to options one and two, respondents urged the Council to seek support from the community, and to ensure there was more community involvement and resident engagement with libraries in future, and a co-production approach to libraries service development. The Council will continue to work with community groups with the aim of addressing this aspiration.
- 4.22 The overall feedback regarding the impact of the options for disabled library users was that option one would be the only acceptable option of the three, but a reduction in services and opening hours would have a significant impact on the wellbeing of residents with a disability. It was noted that residents with mobility issues could not easily travel to other libraries, especially not to those without parking nearby. Opening hours needed to allow for quiet times which were more disabled friendly, activities and volunteering opportunities. To mitigate the impact, the Council will continue to engage with residents with a disability during our planning to implementing reduce hours across the specific library sites.
- 4.23 Although the offer of the Home Library Service and digital services were a mitigation for some residents, they did not replace an open local library, accessible to those with disability, providing library staff, books and activities. There will be future engagement with this group during implementation.
- 4.24 The overall feedback was that option one - reduce service hours by 21% across the borough - would be the only acceptable option of the three, but a reduction in services and opening hours would have a potential significant impact on residents with certain protected characteristics, including age (older adults, babies, children and mothers), maternity/pregnancy, disability and ethnicity. There will be future engagement with this groups about opening hours and activities during implementation to ensure equalities concerns are monitored and mitigated. For full details see appendix two.
- 4.25 The Council remains statutorily responsible for overseeing and ensuring the delivery of a 'comprehensive and efficient' library service under Section 7 of the Libraries and Museums Act 1964. What comprises a comprehensive and efficient library service will differ from authority to authority depending on the needs of the community and in light of the Council's transformational needs and the outcome of the consultation with and involvement from the community.
- 4.26 The 1964 Act requires that in fulfilling this duty under S7(1) the Council shall in particular have regard to the desirability—
- (a) of securing, by the keeping of adequate stocks, by arrangements with other library authorities, and by any other appropriate means, that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children; and
- (b) of encouraging both adults and children to make full use of the library service,

and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it; and

(c) of securing, in relation to any matter concerning the functions both of the library authority as such and any other authority whose functions are exercisable within the library area, that there is full co-operation between the persons engaged in carrying out those functions.

- 4.27 Having due regard to the outcome of the consultation – both the first and second phase; the Libraries Plan 2019-2028 and the data it was based on (7th May 2019 Cabinet report - <https://democracy.croydon.gov.uk/ieDecisionDetails.aspx?AllId=5058> and 15th July 2019 Council report - <https://democracy.croydon.gov.uk/mgAi.aspx?ID=5796> ; the assessment in the 17th May 2021 Cabinet report <https://democracy.croydon.gov.uk/mgAi.aspx?ID=11362>) including in relation to the usage of libraries; the Public Sector Equalities Duty, the equalities impact assessment and equalities considerations detailed in this report and Appendix 2 and the details set out elsewhere in this report it is considered that the recommendations within this report would best ensure the delivery of a comprehensive and efficient library service in accordance with Section 7 of the 1964 Act. This report and its recommendations has set out how the Council has discussed its approach with DCMS, listened to and reflected upon the needs of the community in light of the consultation and the considerations set out above and within the body of this report. This report also sets out how the recommendations aim to support the overall health and well-being of the area, and ensuring that what the Council does provides social value in the current circumstances.

5 IMPLEMENTATION

- 5.1 If the recommendations are agreed by Cabinet and then Full Council to progress with option one, there are a number of activities that need to be undertaken to deliver the service change.
- 5.2 The first activity will be to start a staff restructure process that will redesign the service hierarchy to reflect the reduction in hours by an average of 21%. At this stage it is anticipated that the staffing complement will need to be reduced by an estimated 15.99 FTE posts. There are currently 5.01 FTE vacancies within the existing establishment that will minimise the impact of the changes on staff. It is expected that the restructure will need to be undertaken towards the end of the financial year 2021/22. The restructure will follow a full consultation process with staff and unions.
- 5.3 It is proposed that the new timetable would be introduced from 1st January 2022. This would reduce the statutory libraries service hours from 566.5 hours per week to 446 hours per week. The Council will continue to engage with residents, targeting certain specific groups in order to respond to particular concerns around accessibility to the libraries service, building upon the findings of the Equalities Impact Assessment that accompanied the 17th May 2021 cabinet paper and the updated equalities impact assessment at Appendix 2. Staffed hours would be

reduced to 356 hours per week, and would be anticipated to be supplemented with 90 hours per week of Open+ hours. This technology is currently installed in Selsdon and Norbury libraries, with plans for installation in Coulsdon, Purley and Thornton Heath libraries in the coming months. Customers would be registered for Open+ and briefed on accessing services outside staffed hours.

- 5.4 Engagement work in each library community, which started during the consultation periods with residents, community organisations and other Council services, will continue, with the aim that the use of the library buildings continues during the closed days. This will help to provide services to local communities, while also providing unstaffed access to self-service book issues and returns, computer access and printing.
- 5.5 Following feedback from residents, the service will look to generate additional income from renting the spaces either on a long term arrangement or for ad hoc events and activities. More work will take place over the next few months with other services, charity and voluntary sector organisations, and community groups to maximise and diversify the use of the library buildings. In particular, working with community groups and residents, we want to maximise opportunities for greater use. Our priority remains delivering our core civic and community offer as a library service embedded within localities.

6 PRE-DECISION SCRUTINY

- 6.1 The libraries consultation was discussed at Scrutiny and Overview Committee on the 30th March 2021, the feedback from which helped shape the proposals in the cabinet paper of 17th May 2021.
- 6.2 Scrutiny and Overview Committee agreed to make the following recommendations to the Cabinet Member for Culture and Regeneration for further consideration:-
 1. The Committee recommends that any future consultation documents on the libraries service clearly outlines the Council's vision for libraries and how it had informed the process.
 2. The Committee recommends that further work is undertaken to prepare a detailed appraisal of any options put forward for the next stage of the consultation, to ensure that those responding could make an informed decision. This should include consideration of:-
 - hybrid options
 - a co-design approach for the redevelopment of the future library service
 3. The assessment criteria for the options appraisal also needed to be clearly defined at the start of the process and published with the second phase consultation
- 6.3 Full details of the meeting and recommendations can be found here:-
<https://democracy.croydon.gov.uk/mgAi.aspx?ID=11192>
- 6.4 On the 27th May the Scrutiny & Overview Committee considered a call-in request of the Cabinet decisions made as a result of the 17th May Cabinet report.

Following discussion, the members of the committee concluded that no further action was necessary, and the decision could proceed as intended to phase two consultation. Details of the meeting can be found here:
<https://democracy.croydon.gov.uk/mgAi.aspx?ID=11636>

7 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

7.1 Revenue and Capital consequences of report recommendations

	Current Year	Medium Term Financial Strategy – 3 year forecast		
	2021/22 £'000	2022/23 £'000	2023/24 £'000	2024/25 £'000
Revenue Budget Available	£3,320,000	£3,320,000	£2,813,020	£2,813,020
Expenditure Income	£0 £0	£0	£0	£0
Effect of decision from report	£0	-£506,980	£0	£0
Expenditure Income	£0 £0	£0	£0	£0
Remaining Budget		£2,813,020		
Capital Budget available				
Expenditure Income				
Effect of decision from report				
Expenditure Income				
Remaining Budget				

7.2 The effect of the decision

Implementing the recommended changes will achieve £506,980 of savings from the libraries revenue budget. These savings are generated through the reduction of 15.99 FTE, which will be in place from 1st April 2022.

Additional income is likely through the rental of space in the library buildings. Details of this additional income will be calculated over the coming months

through work with other services, charity and voluntary sector organisations, and community groups.

7.3 Risks

In the event of a judicial review being brought against the Council then savings would likely be deferred until the conclusion of the investigation. If the challenge was successful then any changes to the service and, therefore, the savings would not be able to be implemented.

7.4 Options

The options considered are set out in section 13, below.

7.5 Future savings/efficiencies

Any future savings would be subject to further meaningful consultation with residents.

Income generating opportunities are being explored by the libraries service. These will include rental and hire of space in the library building. Other opportunities being explored are ticketed skills based summer camps for children in library buildings.

Approved by: Matthew Davies, Deputy S.151 Officer

8 LEGAL CONSIDERATIONS

8.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the legal requirements for a proper consultation exercise are known as the Sedley requirements that were adopted in R v Brent London Borough Council, ex parte Gunning (1985) 84 LGR 168.

8.2 The Sedley requirements are that:

- a. Consultation must be made at a time when proposals are at a formative stage.
- b. Sufficient reasons for the proposal must be given to allow intelligent consideration and response.
- c. Adequate time must be given for a response.
- d. The product of the consultation must be conscientiously taken into account in finalising proposals.

8.3 Section 7 of the Public Libraries and Museums Act 1964 (PLMA 1964) places library authorities, such as the Council, under a duty to provide a "comprehensive and efficient library service for all persons desiring to make use thereof".

8.4 In fulfilling its duty under Section 7(1) , a library authority shall in particular have regard to the desirability—

(a) of securing, by the keeping of adequate stocks, by arrangements with other library authorities, and by any other appropriate means, that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in

number, range and quality to meet the general requirements and any special requirements both of adults and children; and

(b) of encouraging both adults and children to make full use of the library service, and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it; and

(c) of securing, in relation to any matter concerning the functions both of the library authority as such and any other authority whose functions are exercisable within the library area, that there is full co-operation between the persons engaged in carrying out those functions.

8.5 Section 10 also allows the Secretary of State to investigate a complaint that a library authority has failed to carry out its duties under the PLMA 1964 and to issue an order requiring it to carry out those duties.

8.6 Public Sector Equality Duty (PSED) (section 149 of the Equality Act 2010) Section 149 of the Equality Act 2010 sets out a general duty requiring those subject to the duty to have "due regard" to the need to:

- Eliminate unlawful discrimination, harassment and victimisation.
- Advance equality of opportunity between different groups and foster good relations between different groups.

8.7 Children Act 2004 (section 11): Section 11 of the Children Act 2004 (CA 2004) requires councils to make arrangements to ensure that their functions are discharged having regard to the need to safeguard and promote the welfare of children.

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

9 HUMAN RESOURCES IMPACT

9.1 A restructure of the libraries service is required to achieve savings of £508,980. This will be delivered by reducing the number of posts by 15.99 FTE.

9.2 A full restructure will be undertaken after the agreement of the changes to the libraries service, with the aim of the new structure being in place for 1st April 2022. The process will be undertaken in accordance with the councils HR policies and recognised trade unions will be fully consulted.

9.3 The risk of redundancy will be mitigated through the holding of existing vacancies. The service currently has 5.01 FTE vacancies. In addition, employees will also be able to apply for voluntary severance, if a scheme is available at this time.

Approved by: Sue Moorman, Director of Human Resources

10 EQUALITY IMPACT

- 10.1 The Equality Act (2010) introduced the public sector duty which extends the protected characteristics covered by the public sector equality duty to include age, sexual orientation, pregnancy and maternity, and religion or belief. Under the public sector equality duty the Council has a duty to consider or think about how their policies or decisions affect people who are protected under the Equality Act.
- 10.2 Section 149 of the Equality Act requires public bodies to have due regard to the need to:
- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
 - advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
 - foster good relations between people who share a protected characteristic and people who do not share it.
- 10.3 Having due regard means consciously thinking about the three aims of the Equality Duty as part of the process of decision-making. This means that decision makers must be able to evidence that they have taken into account any impact of the proposals under consideration on people who share the protected characteristics before decisions are taken.
- 10.4 As set out in the report to cabinet in May, and Equalities Impact Assessment was undertaken on all options being considered prior to public consultation. This considered the potential positive and negative impacts on protected characteristics. This assessment has been updated following the public consultation and can be found in the appendices. The views of different protected characteristic groups are set out and have informed amendments to the proposal to mitigate any impact.
- 10.5 The libraries service will continue to engage with groups to understand the impact of the final recommended option and implementation, and consider any further mitigating actions that may be required.

Approved by: Gavin Handford, Director of Policy & Partnership

11 ENVIRONMENTAL IMPACT

- 11.1 There are no environmental impact as a result of this report.

12 CRIME AND DISORDER REDUCTION IMPACT

- 12.1 There are no implications on existing crime from this report.
- 12.2 Libraries are seen as safe spaces for residents, particularly children and young people, to attend. Reduced staffed hours will limit access to these safe spaces. By working with other services, charity and voluntary sector organisations, and community groups it is hoped that access to library buildings can be maximised.

13 REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 13.1 The libraries service was asked to make savings of £504,000 in the financial year 2022/23, whilst retaining its commitment for capital investment in libraries to improve the fabric and infrastructure to enhance services for residents.
- 13.2 As a statutory service public consultation must be undertaken and after advice from DCMS colleagues this was undertaken in a two phased approach.
- 13.3 As detailed above the libraries consultation was undertaken in two distinct phases. The first phase ran from 14th January to 14th March 2021, which alongside the Scrutiny & Overview Committee recommendation from the 30th March and the 27th May 2021 shaped the second phase consultation. The second phase of consultation ran from 1st June to the 26th July 2021 and asked for residents preference from three options:
- a) Reduce service hours by 21% across the borough
 - b) Outsource all libraries
 - c) Hybrid – reduction in service hours (two days per week) to eight libraries and five community run libraries
- 13.4 Results from the second phase of consultation as detailed in section four above and supported by appendix one and two identifies option one as the preferred option by residents. Therefore this paper recommends that Cabinet should recommend to Full Council that it should pursue option one – to implement changes to the statutory Library service by reducing hours by an average of 21% across the borough, achieving £506,980 of savings.

14 OPTIONS CONSIDERED AND REJECTED

- 14.1 Two further options were considered as part of the second phase consultation. This paper recommends that these options are discounted. This is because the consultation identified that option one was the preferred option by consultation respondents and could deliver a statutory service.
- 14.2 During both consultation phases respondents did however express interest in aspects of option three, particularly around volunteering, community involvement and opportunities around better use of library buildings as identified in appendix one. The Council will continue to engage with residents to identify the potential of developing these options further.

15 DATA PROTECTION IMPLICATIONS

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

NO

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

NO

No Data Protection Impact Assessment has been completed for this report as the recommendations do not result in the processing of personal data.

Approved by: Stephen Tate, Director of Growth, Employment and Regeneration

CONTACT OFFICER: Robert Hunt, Interim Head of Assets & Involvement, tel: 0208 726 6000 ext. 63309

APPENDICES TO THIS REPORT

Appendix one – Croydon Libraries Consultation Phase 2 Summary July 2021

Appendix two – Equality Impact Assessment

BACKGROUND PAPERS: None

Croydon Libraries consultation – Phase 2 (1st June – 26th July 2021): Summary of feedback

Options for our future library service

This is a summary of the feedback received from residents following the Phase 2 public consultation on three options proposed for changes to the library service which would also achieve a target of £500,000 savings target outlined in detail in the cabinet paper.

<https://democracy.croydon.gov.uk/documents/s29167/Libraries%20Public%20Consultation%20Phase%20Two.pdf>

Option one: reduce library service hours by 21% across the borough

Under this option all libraries remain council-run and open two fewer days per week, except the central library that would open five days per week. Savings would be achieved by a 25% reduction in staff and a 21% reduction in opening hours across all 13 libraries. 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).

Option two: the council would work in partnership with an organisation to outsource the management of all 13 libraries

Under this option a partner organisation would be sought through an open procurement process for a £2,898,500 contract. It is likely that the service would be delivered in much the same way as it is under the council. The operator could achieve savings through efficiencies and income generation. 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.

Option three: includes five community-run libraries and reducing opening hours for eight libraries

Under this option eight libraries would stay in council control and open two fewer days a week, and the other five - Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood libraries - would be leased to community groups, with the council providing some staff two days a week, as well as books and IT support. This would mean a reduction of opening hours by 22% across all Croydon Libraries. Savings would be achieved by a reduction in staffing levels by 25%. In addition, further savings would be generated from a reduction in business rates and utilities through the lease, reducing the impact on staff numbers. The staffing savings would be expected to be delivered in-year, however it is likely to take longer to achieve the buildings savings due to the need to effectively procure these community run services.

The information is presented in sections below and should be read together with Appendix 2 Equalities Impact Assessment.

1. **Summary of Publicity and Social Media (page 2)**
2. [Survey approach and messaging \(page 6\)](#)
3. [Summary of Feedback \(page 11\)](#)
4. [Profile of Respondents \(page 22\)](#)
5. [Further impact analysis \(page 28\)](#)
6. [Summary Conclusion \(page 30\)](#)

1. Summary of Publicity and Social Media:

1.1. Publicity for Consultation Survey, 2 webinars, 14 in person drop-in sessions

- Survey Posters and leaflets available in all libraries and posted in 'Select & Collect' book reservation bags
- All Phase 1 respondents who provided and consented to contact were sent an email by from libraries consultation email address
- All library members received an automated email message about the library consultation via Symphony library catalogue (approximately 100,000 members on library membership database)
- Publicity in YourCroydon, Council Facebook, Twitter and Instagram
- Posts on Croydon library service social media: Website, Facebook, Twitter, Instagram

Library Social Media	Posts	Impressions/Reach	Engagements/Likes
Facebook	5	3163	152
Instagram	2	494	22
Instagram Stories	3	181	n/a
Twitter	6	2952	67

1.2. 2 webinars on Saturday 12th June and Tuesday 15th June 2021 at start of consultation: details advertising the events and slides, transcripts and recordings posted here: <https://getinvolved.croydon.gov.uk/project/695>

1.3. 14 Face to face meetings from 2nd – 16th July: advertised on posters and leaflets in every library, leaflets, emails to community groups and emails from Ward Councillors and community groups to their networks. Council officers spoke to over 340 residents, discussing the options, answering questions, and collecting feedback.

1.4. Print Publicity:

Image (see details adjacent) featured twice on back page of Croydon Guardian,

Local Groups including local Residents' Associations provided paper copies to residents who were not available to access the online survey and engaged with officers at the face to face meetings. These contacts are greatly valued and will be continued and developed following this consultation.

1.5. Online Newsletters:

Croydon Libraries Newsletter and the Croydon Culture Newsletters, featured news of the survey, webinars and drop in events in both June and July newsletters

Have your say on our future library service

Join our drop-in sessions to speak to council staff about the consultation or to get a paper copy survey

Friday 2 July	11:00 - 12:30 14:00 - 15:30	Sanderstead Library Purley Library
Saturday 3 July	10:00 - 16:00	South Norwood Market
Monday 5 July	09:30 - 11:00 12:30 - 14:00	Norbury Library Broad Green Library
Wednesday 7 July	11:00 - 12:30 13:30 - 15:30	Thornton Heath Library South Norwood Library
Friday 9 July	11:00 - 12:30 14:30 - 16:00	Coulsdon Library Bradmore Green Library
Monday 12 July	09:30 - 11:00 12:30 - 14:00	Ashburton Library Shirley Library
Tuesday 13 July	10:30 - 12:00 13:30 - 15:00	Selsdon Library New Addington Library
Friday 16 July	12:00 - 14:00	Clocktower Atrium, Central Library

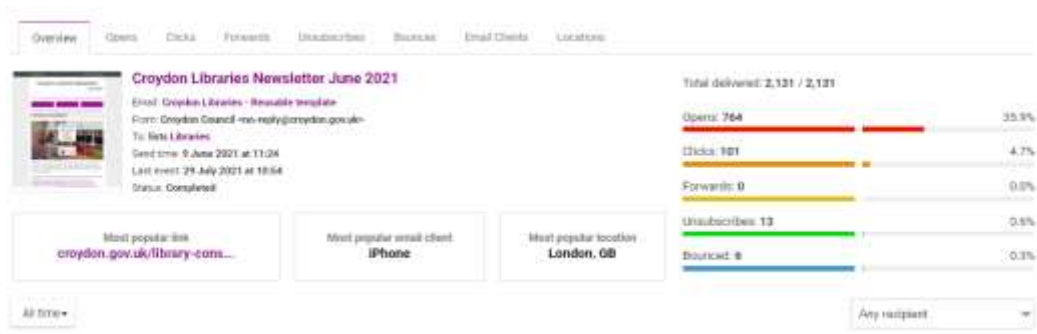
Complete the survey online at:
croydon.gov.uk/library-consultation

Closes 26 July

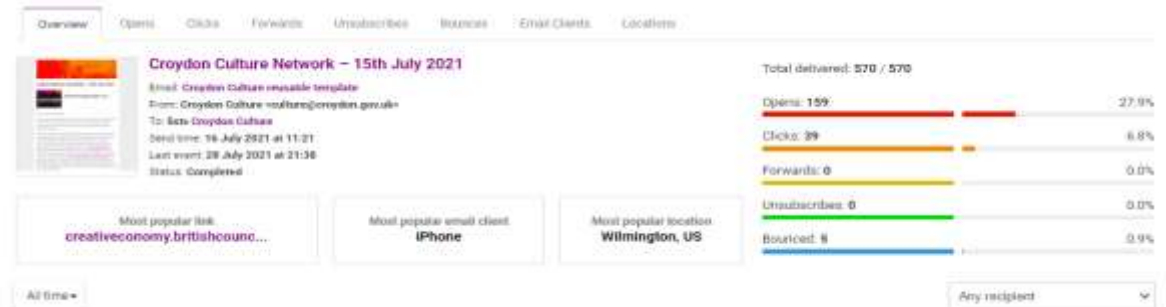
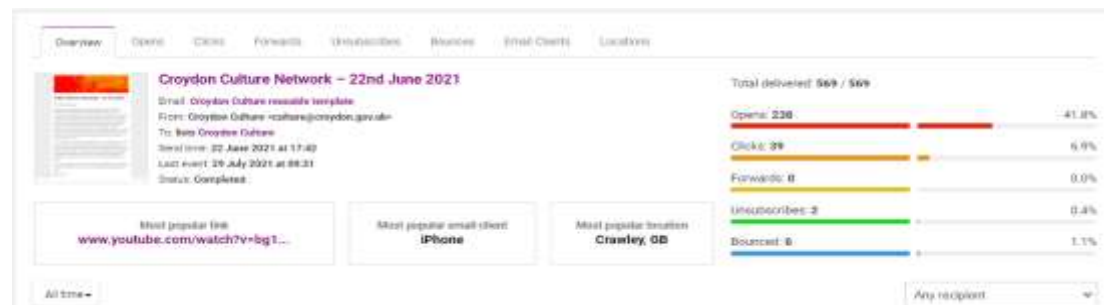


CROYDON
www.croydon.gov.uk

Croydon Libraries Newsletter (monthly): Sent to 2121 registered recipients by email on 9th June and 12th July, promoting the survey, webinars, and in person drop in sessions. In both months 35% opened the newsletter and 4.7% clicked through to the website.



Cultural Network Newsletter (monthly): Sent to 570 registered recipients by email on 22nd June and 19th July, promoting the survey, webinars, and in person drop in sessions. 41% opened the June newsletter and 27% opened the July newsletter, and in both months 6.9% clicked through to the website.



2. Approach to Consultation Survey and Messaging

A Libraries Consultation webpage was created with links to all the background information required. Residents were invited to provide feedback by completing the online survey, or by returning a paper survey form to their local library, or by telephone consultation with a member of library staff.

- Online survey: <https://getinvolved.croydon.gov.uk/project/695>
- Paper copy on request from any Croydon library or email librariesconsultation@croydon.gov.uk
- Request the survey and consultation information in a different format or language by emailing librariesconsultation@croydon.gov.uk
- Alternatively, phone 020 7884 5159 and leave a message including your contact details, or email librariesconsultation@croydon.gov.uk and we will get back to you as soon as possible. The survey could be completed over the telephone.

2.1. Consultation messaging and background information published 1st June 2021 on the Library Consultation website to provide background information, including feedback on Phase 1 consultation when ideas were in a formative stage, and how that was developed into the Phase 2 options. The following background information document was available both online and in print, posted out to residents who requested a paper copy of the survey, and made available during the 14 drop in sessions.

The original document is included here (below) because it is the specific detailed information shared with residents to which they referred when providing their survey feedback:

Croydon Libraries consultation – Phase 2

Our library service in Croydon means so much to our residents across the whole borough, something made very clear to us in the 2,510 responses received in the first phase of consultation about the future of our library service:

https://getinvolved.croydon.gov.uk/kms/dmart.aspx?strTab=ConsultationTimeline&PageType=item&filter_SurveyId=678

Thank you to everyone who took the time to share their views and ideas for the service. This feedback has helped us work through all of the options available to achieve the savings needed for 2022/23, while maintaining a statutory library service; see how in the table below:

You said, we're doing

You told us	What we're doing
Library buildings play an important role in our community, and closing them will impact deprived areas and children, young people and the elderly will be the most impacted.	Closing library buildings is not an option in any of our three new options. Our early proposals were based around closing the libraries with the highest future repair and maintenance costs and lowest visitor numbers – Bradmore Green, Shirley, Sanderstead, South Norwood and Broad Green. Since our phase one consultation, we've identified funding to meet the repair costs. This money, from the ring-fenced Community Infrastructure Levy (CIL) which councils can charge to limit the impact of new developments, would also cover the fit-out costs of the new South Norwood library.
Others want longer hours/more convenient times to meet their needs	CIL funding also provides the opportunity for the roll-out of Open+ technology to more libraries across the borough, allowing those registered to use their library cards to access buildings out-of-hours. https://www.youtube.com/watch?v=I3eq7xFXums
Many suggested reducing hours to reduce costs	Reducing building opening hours reduces staffing costs. This is reflected in options 1 and 3 to help make the savings needed.
Many respondents recommended we look into sharing/hiring/leasing space to raise money.	With each of the options we will continue to explore income generating options, with any income made invested back into the service.
Look into the option of community and volunteer run libraries/buildings.	During the first phase of consultation a number of community groups and individuals approached us expressing an interest in partnering with the service. Following these discussions, our new option three includes leasing buildings to community groups.

Concern about losing library staff.	Staffing costs are the biggest part of the library service budget, so a reduction in staff to achieve the savings might be unavoidable.
Consider sharing the buildings with the local community.	Since the phase one consultation we have been talking with community groups, schools, businesses and individuals about their ideas for how the buildings could be used out of library hours. This is an ongoing conversation and will be possible with any option that we progress.

Options for our future library service

Following a meeting of our council's cabinet where it was agreed to start the second phase of public consultation on proposed changes to the service, we now want to hear people's views on the following options developed to make the £500,000 savings target outlined in detail in the cabinet paper.

<https://democracy.croydon.gov.uk/documents/s29167/Libraries%20Public%20Consultation%20Phase%20Two.pdf>

Option one: reduce library service hours by 21% across the borough

Under this option all libraries remain council-run and will be open two fewer days per week, except the central library that would open five days per week.

Savings would be achieved by a 25% reduction in staff and a 21% reduction in opening hours across all 13 libraries.

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). The reduction would be minimised in busier libraries, where possible.

Opening hours	Under this option all libraries (except central library) will be open with library staff two fewer days per week. For example Ashburton Library that is currently open 44.5 hours a week would reduce to 24 hours a week. For Croydon Central Library a one day reduction is proposed meaning it would be open five days per week. See more detail: https://democracy.croydon.gov.uk/documents/s29175/Appendix%208%20Options%20Opening%20Hours.pdf
Accessibility	Open+ technology will be used in six libraries: currently installed in Selsdon & Norbury Libraries to be activated once COVID restrictions allow. To be installed in South Norwood (new library), Coulsdon, Purley, and Thornton Heath Libraries, providing 150 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 21%.
Service managed by	Croydon Council

Books and digital	Croydon Library Service will continue to provide, access to over 6 million books as part of The Libraries Consortium, plus 24/7 digital library and the Home Library Service. Croydon Libraries will continue to provide full fibre broadband; the network and equipment at all 13 libraries was updated January 2020.
When would this be implemented?	Spring 2022
Equality impact	The Equalities Impact Assessment for this option identifies that there would be a moderate impact upon the following protected characteristics: <ul style="list-style-type: none"> • Age • Disability • Gender • Race • Pregnancy & maternity https://democracy.croydon.gov.uk/documents/s29169/Appendix%202%20Equalities%20Impact%20Assessment%20Reduce%20service%20hours%20by%2021%20across%20the%20borough.pdf

This option will include the opportunity for shared use to meet a local community need e.g. homework clubs, knitting clubs, and paid-for use of the building e.g. training sessions, when it's not in use.

Option two: the council would work in partnership with an organisation to outsource the management of all 13 libraries

This would involve an open procurement process for a £2,898,500 contract. It is likely that the service would be delivered in much the same way as it is under the council. The operator could achieve savings through efficiencies and income generation. Likely areas of efficiency savings could be made in the book fund by utilising different contracts, through more customer self-service, reductions in maintenance and utilities costs, business rate relief (if charitable organisation 80% discount). There may be adjustments to the operating hours in line with the savings, 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.

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.

Opening hours	This would be discussed with the organisation who takes over the management of the libraries. 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 in line with the savings, i.e. closed over lunchtimes.
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	See more detail: https://democracy.croydon.gov.uk/documents/s29175/Appendix%208%20Options%20Opening%20Hours.pdf
Accessibility	Open+ technology will be used in six libraries: currently installed in Selsdon & Norbury Libraries to be activated once COVID restrictions allow. To be installed in South Norwood (new library), Coulsdon, Purley, and Thornton Heath libraries providing 150 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 21%.
Service managed by	Partner organisation
Books and digital	Initially, Croydon Library Service will continue to provide books and IT services, including 24/7 digital library and Home Library Service. The partner might provide alternative or additional services.
When would this be implemented?	Autumn 2022
Equalities impact	The Equalities Impact Assessment for this option identifies that there would be a low impact upon all the protected characteristics. https://democracy.croydon.gov.uk/documents/s29171/Appendix%204%20Equalities%20Impact%20Assessment%20Outsource%20all%20libraries.pdf

Option three: includes five community-run libraries and reducing opening hours for eight libraries

This option would involve eight libraries staying in council control and open two fewer days a week meaning a reduction of opening hours by 22% across all Croydon Libraries.

The other five - Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood libraries - would be leased to community groups, with the council providing some staff two days a week, as well as books and IT support.

Savings would be achieved by a reduction in staffing levels by 25%. In addition, further savings would be generated from a reduction in business rates and utilities through the lease, reducing the impact on staff numbers. 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.

Opening hours	Proposal to reduce opening hours at eight libraries by two days per week.
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	<p>For example Ashburton Library that is currently open 44.5 hours a week would reduce to 32 hours a week.</p> <p>Five libraries - Bradmore Green, Broad Green, Sanderstead, Shirley and South Norwood would be leased to a community organisation who would facilitate access to books, IT, and would run activities and events. Library staff would continue to manage the book collection on site and be available parttime to lead activities such as rhymetimes. It is hoped, but not guaranteed, that community groups would be able to operate on similar opening hours to the current libraries provision.</p> <p>By reducing opening hours there would be an overall reduction in weekly staffed operating hours of 270.5 hours, which is a 48% reduction.</p> <p>See more detail: https://democracy.croydon.gov.uk/documents/s29175/Appendix%208%20Options%20Opening%20Hours.pdf</p>
Accessibility	Open+ technology will be used in six libraries: currently installed in Selsdon & Norbury Libraries to be activated once COVID restrictions allow. To be installed in South Norwood (new library), Coulsdon, Purley, and Thornton Heath Libraries providing 150 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 21%.
Service managed by	Community groups would lease the building from the council and be responsible for utilities, repairs and maintenance. They would be responsible to the community as a whole, and deliver activities and support services as part of their responsibilities.
Books and digital	Croydon Library Service will continue to provide books and IT services.
When would this be implemented?	Summer 2022.
Equality impact	The Equalities Impact Assessment for this option identifies that there would be a low impact upon all the protected characteristics https://democracy.croydon.gov.uk/documents/s29173/Appendix%206%20Equalities%20Impact%20Assessment%20Hybrid%20reduction%20in%20service%20hours%20two%20days%20per%20week.pdf

You can find more details for each of these options:

<https://democracy.croydon.gov.uk/documents/s29174/Appendix%207%20Options%20following%20libraries%20consultation%20April%202021.pdf>

Have your say

We want to hear your views on the options for our future library service. We'd also like to hear any ideas you may have.

Complete the online survey before midnight on 26 July 2021

<https://getinvolved.croydon.gov.uk/project/695>

Request a paper copy from any Croydon library or email librariesconsultation@croydon.gov.uk and return it by 21 July 2021

Request the survey and consultation information in a different format or language by emailing librariesconsultation@croydon.gov.uk

Alternatively, you can phone 020 7884 5159 and leave a message including your contact details, or email librariesconsultation@croydon.gov.uk and we will get back to you as soon as possible.

Other options considered

Close five libraries

These early proposals were based around closing the smallest libraries with the highest future repair and maintenance costs and lowest usage. The libraries were Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood.

Local feedback received during phase one of the consultation highlighted the importance of the local library buildings and the impact closing them would have on the local community. Since this initial consultation, the council has identified external funding to meet these five libraries' repair costs. With this in mind and the fact that this option does not meet the full savings target now, we do not see this as a possible option.

Five community-run libraries

Bradmore Green, Broad Green, Sanderstead, Shirley, and South Norwood libraries become community managed buildings. Community organisations would lease the building from the council to offer 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.

This option does not meet the full savings target so is not a possible option.

Mix of community-run libraries and reducing opening hours at all libraries by one day a week

This option proposed to reduce opening hours at eight libraries by one day per week. The other five (Bradmore Green, Broad Green, Sanderstead, Shirley and South Norwood) would be fully staffed two days per week, with community organisations occupying the buildings during the remainder of the week.

This option does not meet the full savings target so is not a possible option.

See more detail:

<https://democracy.croydon.gov.uk/documents/s29167/Libraries%20Public%20Consultation%20Phase%20Two.pdf>

Open+ technology

Croydon Libraries will be offering Open+ technology to bring our customers extended self-service opening hours at selected libraries: Selsdon Library, Norbury Library and the new South Norwood Library when it opens. We have also received funding for three more installations in Coulsdon, Purley and Thornton Heath Libraries.

The Croydon Open+ pilot has been delayed due to Covid-19. It will be rolled out in Selsdon and Norbury Libraries once Covid-19 restrictions lift.

Open+ technology will, in most cases, extend opening hours to 8am - 8pm allowing access to libraries on days they were previously closed, including Sundays. This additional access will provide opportunities for those who would usually struggle to get to a library during standard opening hours the chance to borrow books and use the computers. Opening hours will depend on where the library is located and will be reviewed with customers once up and running, after Covid-19 restrictions have lifted.

Open+ is available to adults 18+ and young people from 16-years-old can register with parental consent. All children under 16 must be accompanied by a parent or guardian when using the library via Open+, unless they are attending with another adult for homework club or other activity agreed with library staff.

During Open+ extended opening hours visitors can access the library using a registered library card and entering a pin at the access panel located by the entrance.

During Open+ extended opening hours you can borrow, renew and return items using self-service kiosks; use a PC or WiFi to access the internet, eBooks or other online resources, and collect book reservations.

CCTV will be in operation during extended opening hours for your safety and security, and this service will be monitored by Croydon security staff. There will be an emergency phone number available.

When the library is due to close, the system will broadcast two warning messages and dim the lights. Once the last customer has left the system will turn off the lights and close down computers and WiFi.

When customers register for Open+, Library staff will provide a full briefing on how to use the technology. Customers will be asked to agree to a code of conduct which covers the safe and considerate use of the space.

<https://www.youtube.com/watch?v=l3eq7xFXums>

3. Summary of Consultation Feedback

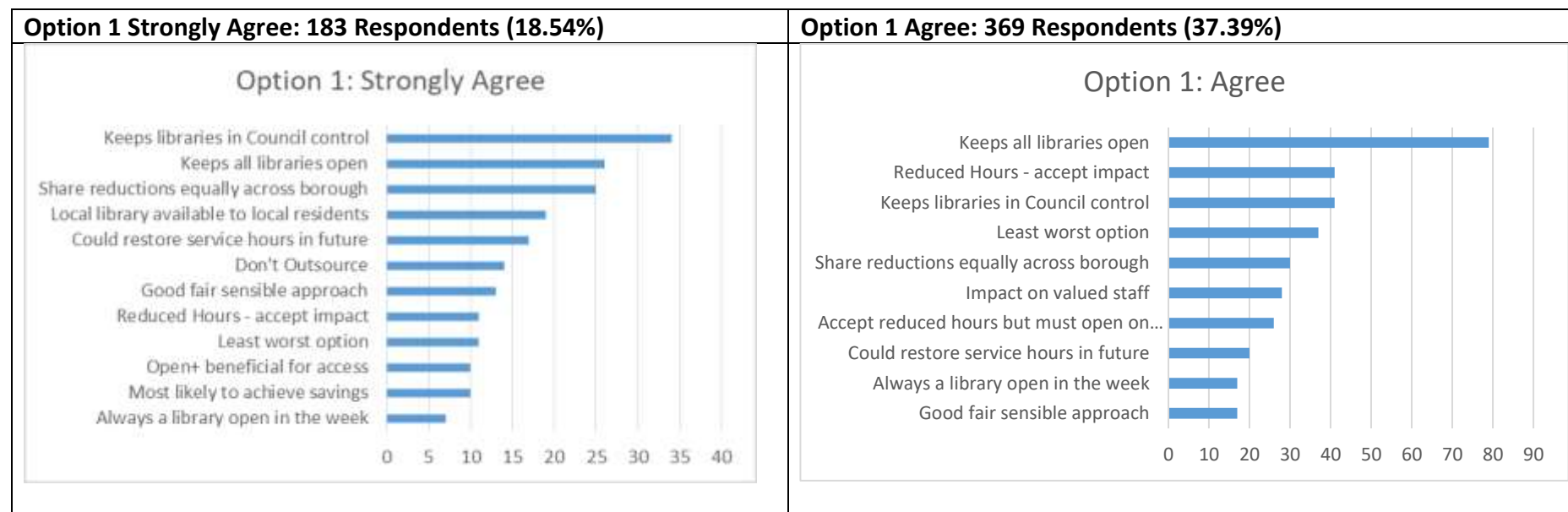
- Online/paper survey accessed by 1,411 respondents
- Webinars; Recordings and FAQs from the two sessions
- Face to face discussions with 343 residents at meetings in all libraries
- Spring Parks Residents Association (SPRA) Response to the Consultation March 2021, resubmitted for July 2021
- 3 emails and 1 letter submission

3.1. Summary of Survey Feedback returns after 26th July 2021: 1,411 accessed the survey

OPTION 1: To what extent do you agree or disagree with Option 1: Reduce library service hours by 21% across the borough? 987 respondents			OPTION 2: To what extent do you agree or disagree with Option 2: Outsource the management of all 13 libraries? 957 respondents		OPTION 3: To what extent do you agree or disagree with Option 3: Five community-run libraries and reduce opening hours for 8 libraries? 939 respondents	
Responses	Number of Respondents	Percentage of Respondents	Number of Respondents	Percentage of Respondents	Number of Respondents	Percentage of Respondents
Strongly agree	183	18.54%	32	3.34%	42	4.47%
Agree	369	37.39%	131	13.69%	189	20.13%
Disagree	159	16.11%	191	19.96%	231	24.60%
Strongly disagree	211	21.38%	481	50.26%	312	33.23%
Not sure	65	6.59%	122	12.75%	165	17.57%

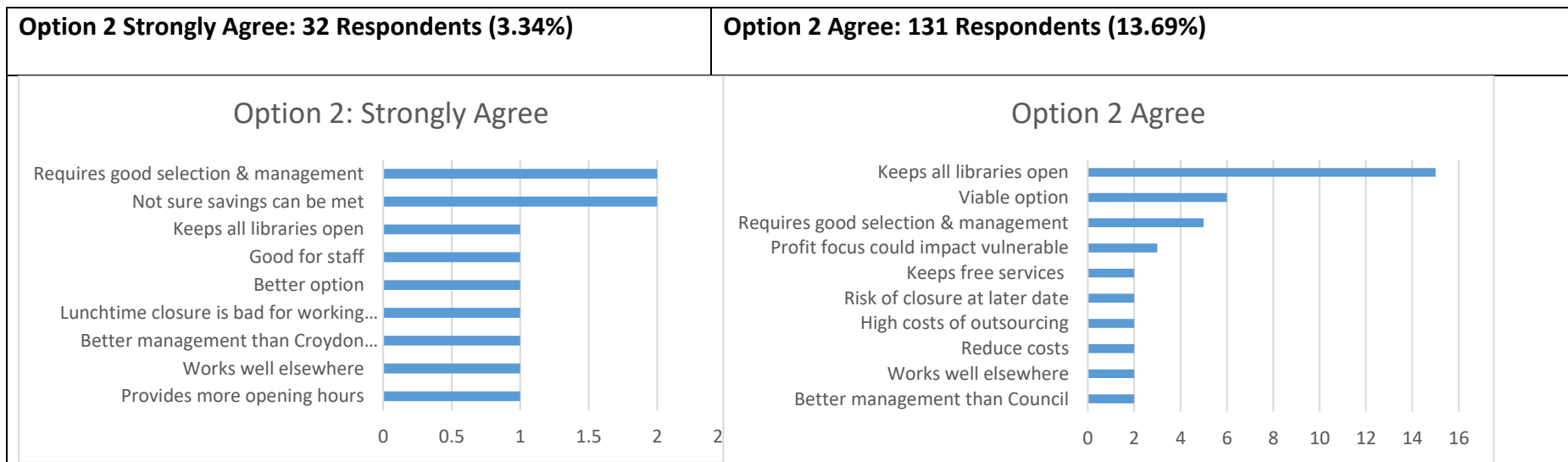
3.2. For each of the three options residents were also invited to provide their comments in a free text box. There were 4,243 free text comments which were analysed by recurring themes which are highlighted below.

OPTION 1: To what extent do you agree or disagree with Option 1: Reduce library service hours by 21% across the borough? 987 respondents: Breakdown of free text responses by main themes: Feedback from over 50% of residents responding to the Phase 2 Libraries Consultation expressed a preference for a Council managed service and felt that a distribution of reduced hours across all libraries was a fair approach.



Option 1 Disagree: 159 Respondents (16.11%)	Option 1 Strongly Disagree: 211 Respondents (21.38%)																																												
<p style="text-align: center;">Option 1: Disagree</p> <table border="1"> <caption>Option 1: Disagree</caption> <thead> <tr> <th>Reason</th> <th>Count</th> </tr> </thead> <tbody> <tr> <td>No reductions - increase hours</td> <td>65</td> </tr> <tr> <td>Negative impact on communities</td> <td>52</td> </tr> <tr> <td>Consult community on opening hours</td> <td>26</td> </tr> <tr> <td>Risk of further reductions & possible closure</td> <td>10</td> </tr> <tr> <td>Council Management - no confidence</td> <td>10</td> </tr> <tr> <td>Cannot travel to next nearest library</td> <td>10</td> </tr> <tr> <td>Post COVID need more opening hours</td> <td>10</td> </tr> <tr> <td>Open+ not secure or beneficial</td> <td>5</td> </tr> </tbody> </table>	Reason	Count	No reductions - increase hours	65	Negative impact on communities	52	Consult community on opening hours	26	Risk of further reductions & possible closure	10	Council Management - no confidence	10	Cannot travel to next nearest library	10	Post COVID need more opening hours	10	Open+ not secure or beneficial	5	<p style="text-align: center;">Option 1: Strongly Disagree</p> <table border="1"> <caption>Option 1: Strongly Disagree</caption> <thead> <tr> <th>Reason</th> <th>Count</th> </tr> </thead> <tbody> <tr> <td>No reductions - increase hours</td> <td>130</td> </tr> <tr> <td>Negative impact on communities</td> <td>115</td> </tr> <tr> <td>Consult community on opening hours</td> <td>35</td> </tr> <tr> <td>Council Management - no confidence</td> <td>20</td> </tr> <tr> <td>Risk of further reductions & possible closure</td> <td>15</td> </tr> <tr> <td>Impact on valued staff</td> <td>15</td> </tr> <tr> <td>Open+ not secure or beneficial</td> <td>10</td> </tr> <tr> <td>Income generation</td> <td>10</td> </tr> <tr> <td>Cannot travel to next nearest library</td> <td>10</td> </tr> <tr> <td>Volunteers - not dependable resource</td> <td>5</td> </tr> <tr> <td>Post COVID need more opening hours</td> <td>5</td> </tr> <tr> <td>Open+ beneficial for access</td> <td>5</td> </tr> </tbody> </table>	Reason	Count	No reductions - increase hours	130	Negative impact on communities	115	Consult community on opening hours	35	Council Management - no confidence	20	Risk of further reductions & possible closure	15	Impact on valued staff	15	Open+ not secure or beneficial	10	Income generation	10	Cannot travel to next nearest library	10	Volunteers - not dependable resource	5	Post COVID need more opening hours	5	Open+ beneficial for access	5
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<p>Option 1 Not Sure: 65 Respondents (6.59%)</p>	<p style="text-align: center;">Option 1: Not Sure</p> <table border="1"> <caption>Option 1: Not Sure</caption> <thead> <tr> <th>Reason</th> <th>Count</th> </tr> </thead> <tbody> <tr> <td>Consult community on opening hours</td> <td>19</td> </tr> <tr> <td>Negative impact on communities</td> <td>10</td> </tr> <tr> <td>No reductions - increase hours</td> <td>8</td> </tr> <tr> <td>Not enough information</td> <td>6</td> </tr> </tbody> </table>	Reason	Count	Consult community on opening hours	19	Negative impact on communities	10	No reductions - increase hours	8	Not enough information	6																																		
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OPTION 2: To what extent do you agree or disagree with Option 2: Outsource the management of all 13 libraries? 957 respondents. Breakdown of free text responses by main themes. Reasons for Option 2: it works well for other boroughs, it keeps all libraries open as before and maintains staff levels.



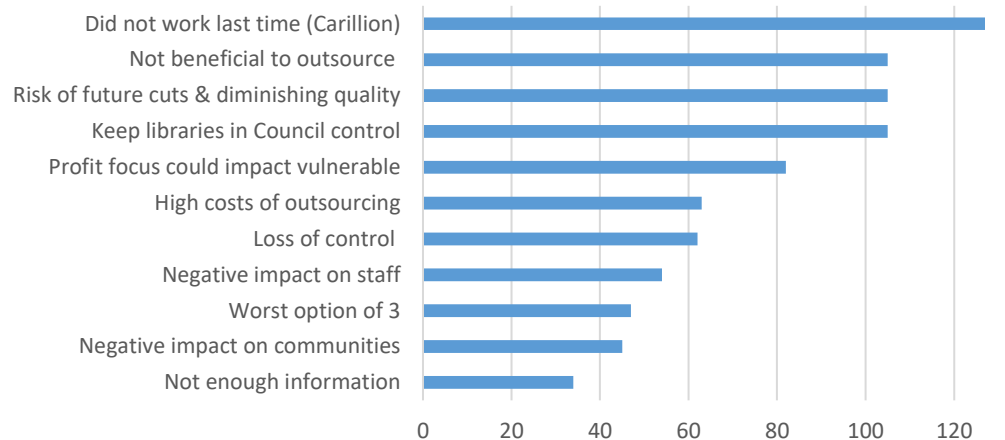
Option 2 Disagree: 191 Respondents (19.96%)

Option 2 Strongly Disagree: 481 Respondents (50.26%)

Option 2: Disagree

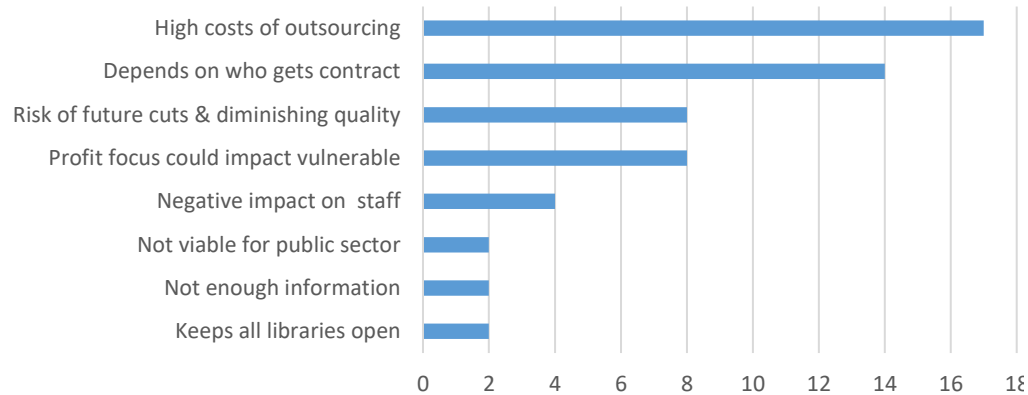


Option 2: Strongly Disagree

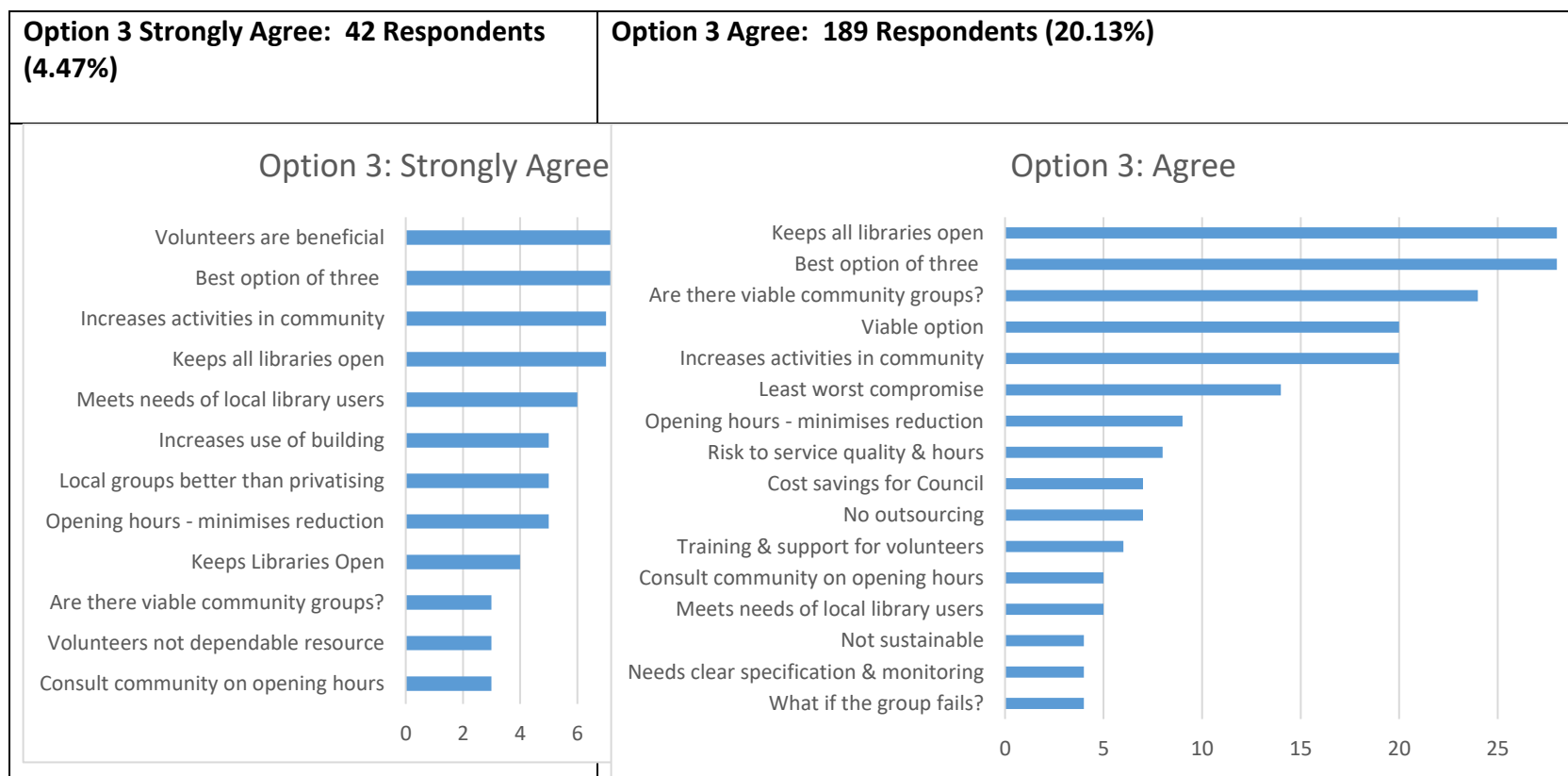


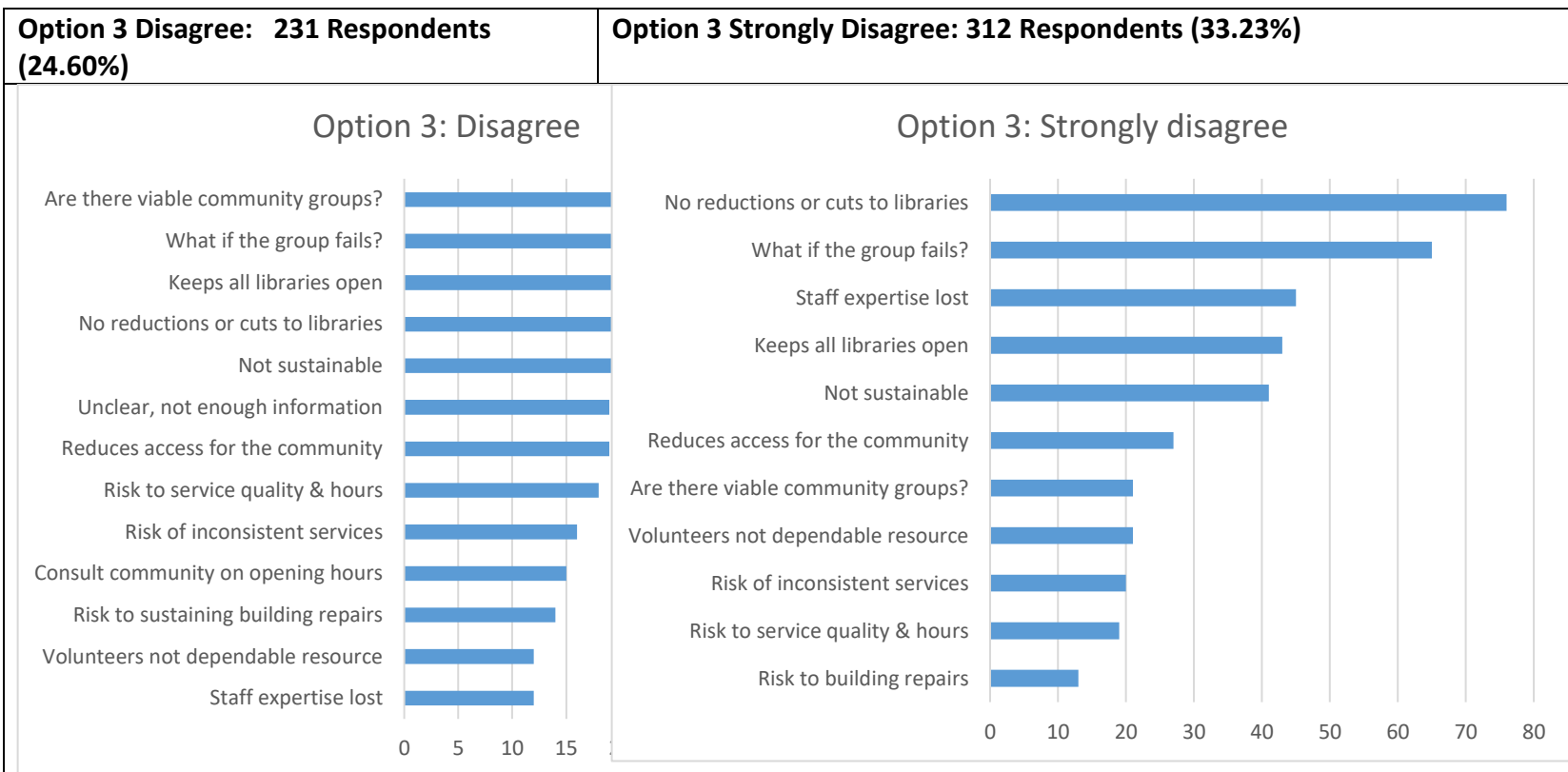
Option 2 Not Sure: 122 Respondents (12.75%)

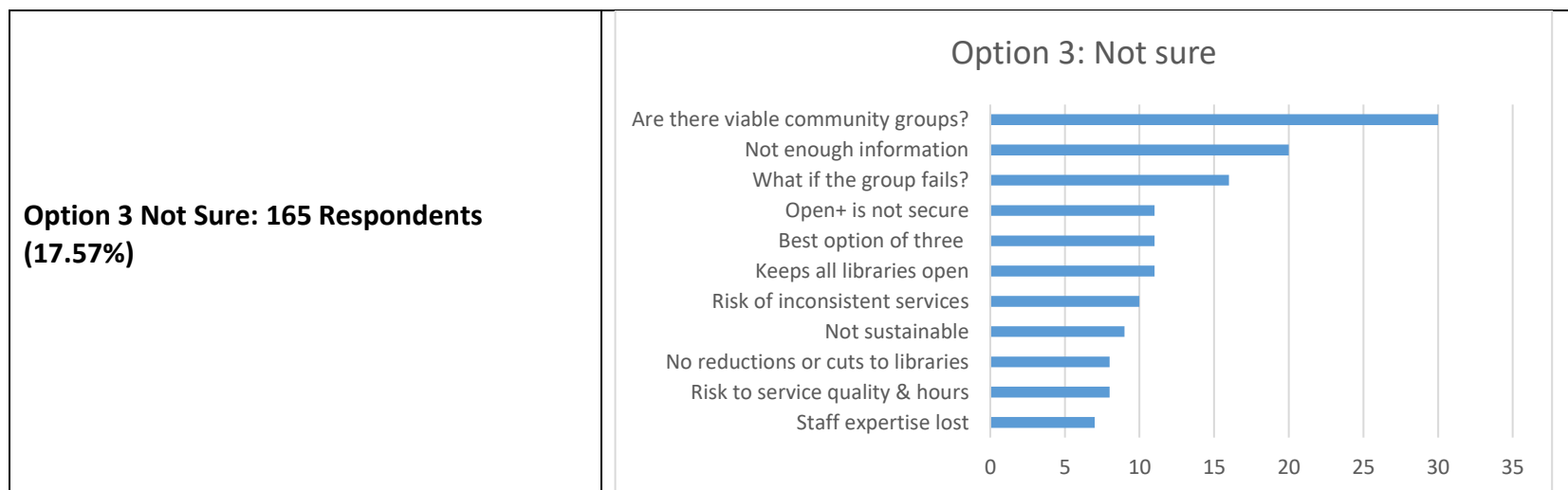
Option 2: Not Sure



OPTION 3: To what extent do you agree or disagree with Option 3: Five community-run libraries and reduce opening hours for 8 libraries? 939 Respondents. Breakdown of free text responses by main themes. Reasons for Option 3: benefits of working closely with the community







3.3 A comparison of the comments by common themes linked to “Agree” and “Strongly Agree” for each options were compared to get a better overview of impact:

Themes emerging from respondents who said they Strongly Agree or Agree with:	Option 1: Reduce library service hours by 21% across the borough? 987 respondents in total 552 respondents:		2: Outsource the management of all 13 libraries? 957 respondents in total 163 respondents:		Option 3: Five community-run libraries and reduce opening hours for 8 libraries? 939 Respondents in total 231 respondents:	
	Strongly Agree (183)	Agree (369)	Strongly Agree (32)	Agree (131)	Strongly Agree (42)	Agree (189)
<i>Number of mentions of major themes from feedback</i>						
Benefits						
Keeps All Libraries Open	26	79	1	15	4	19
Share reductions equally across borough	25	30				

Local library available to visit for local people - meets needs of local library users	19	14			6	5
Flexible: Council could restore service in future to current hours of opening	17	20			1	2
Good option Sensible fair decision/Opt 2 Better wider choice/Opt 3 Best is community run	13	17	1	6	13	48
"Least Worst Option"	11	37				14
Achievable or most secure option						
Achieves Savings "greatest chance"	10	11		2	1	7
Safeguards investment in IT/TLC	6	4				
Most "secure"	5	3				
Option 1 Keeps activities free Option 3 increases activities in community	2	2			7	20
Least disruptive	2	4				1
Quickest to implement	1	6				
Option 2: Concern over high cost of outsourcing and not sure savings can be met			2	2		
Hours of Opening						
Option 1: Reduced Hours have an impact but it is acceptable reduction as best option	11	41				1
Option 1: There should always be a library open in the borough/ Vary open days varied	8	18				
Reduction accepted but must open on Saturdays	5	26				
Reduction accepted but must open evenings	3	12				
Reduction accepted but must provide marketing	4	11				
Reductions accepted now but not in future		2				
Central Library - must be open 6 days	1	1				
Central Library - 5 days ok	3	6				
Consult Community on Opening Hours		2			3	5
Option 2 and Option 3: Minimise reduction or increase opening hours			1		5	9

Predict Downward spiral - further reduction in opening hours lead to future closures		4				4
Open+ Technology: unstaffed access to libraries						
Open+ beneficial for access	10	16	2			
Open+ not beneficial. Unsafe; will lead to decrease in usage	3	3				1
Future of Staff						
Risk of losing paid staff Option 1: valued; mitigate reduction Option 2: good for staff Option 3: paid staff work with volunteers	5	28	1	1	1	1
Volunteers						
Volunteers - good for service	2	3			13	
Volunteers - can be liability	1	1			3	
Will there be support & training for volunteer groups?						6
Management: Council, Outsource Partner, Community Group						
Maintain Council Control - services/assets Option 1: Don't Outsource Option 3: "Local groups better than privatising"	34	41		1	3	7
Council Management - no confidence/ poor especially re contracts or community management	2	0	1	2		2
Outsourcing and Community managed libraries work well in other boroughs			1	2	1	2
Risk: What if community group fails? Unsustainable						8
Risk of finding viable & fair partner Option 2: consider Non-profit organisation, avoid companies that are "money greedy" Option 3: Is there a group that can take on a lease?			3	8	3	27

Option 3 - risk of different levels of service quality and H&S measure; needs clear specification & monitoring; difficult to implement						12
Option 3: Community management should be a temporary measure					2	3
Option 2 - innovation possible				1		
Unclear about options 2 & 3 - Option 1 is more certain/Opt 2 too many unknowns	3	5		1		
Use of Library Buildings						
Option 2: Buildings could be rejuvenated and benefit community				1		
Option 3: Community groups could increase use of buildings for community activities					5	2
Income Generation						
Income Generation/Room Hire & Paid for events	1	6		1		2
Other themes						
Why reduce library services? Choose reductions elsewhere		16				2
Use of digital resources instead of libraries, especially after COVID	3	5				

4. Profile of Survey Respondents:

4.1. Respondents by Ward and Age

913 Respondents provided Ward information: See below breakdown of Ward details by age of respondents where given

907 Respondents provided age information: Respondents to Phase 2 Libraries Consultation were primarily adults, but much feedback came from parents, teachers and others on behalf of children. Feedback suggested many were parents with small children who favoured reduced hours in principle as long as opening hours included Saturdays. Other adults agreed with reduced hours as long as open days were properly publicised and included some evening hours for working adults.

Wards – Age Ranges	Under 18	19-24	25-34	35-44	45-54	55-64	65-74	75+	Prefer not to say	Grand Total	Percentage of Respondents
Addiscombe East		1	6	5	6	11	11	3	1	44	4.82%
Addiscombe West			5	7	2	3	9	1	1	28	3.07%
Bensham Manor					2	1	1			4	0.44%
Broad Green			4	6	1	5	3	1	1	21	2.30%
Coulsdon Town			2	9	5	7	10	5	1	39	4.27%
Crystal Palace and Upper Norwood				7	1	1	4	2		15	1.64%
Fairfield				2	7	2	3	2		16	1.75%
Kenley			2	2	4	3	5	2	1	19	2.08%
New Addington North		1	2	2	4	2	2		1	14	1.53%
New Addington South	1		2	1	2	2	1	1		10	1.20%
Norbury and Pollards Hill	2	2	5	8	7	5	11	2	2	44	4.82%
Norbury Park			3		3	1		1		8	0.88%
Old Coulsdon			2	5	10	10	19	26	2	74	8.21%
Other			4	2	5	7	6	2	1	27	1.97%

Park Hill and Whitgift				3	3	3	6	3		18	6.57%
Prefer not to say	1	3	9	2	2	4	1	1	10	33	2.19%
Purley and Woodcote			4	13	8	12	13	9	1	60	8.21%
Purley Oaks and Riddlesdown				3	4	6	7			20	1.75%
Sanderstead	1	2	3	7	6	15	28	9	4	75	3.07%
Selhurst		1	1	5	3	1	2	1	1	15	3.18%
Selsdon and Addington Village			2	4	4	6	5	4	3	28	2.96%
Selsdon Vale and Forestdale			1	1	6	6	7	6	1	28	4.71%
Shirley North		1	1	3	3	3	8	4	4	27	5.26%
Shirley South		1	1	1	5	8	16	8	3	43	5.91%
South Croydon	2	1	8	8	10	9	5		4	47	4.49%
South Norwood	1		7	21	5	12	5	2	1	54	2.52%
Thornton Heath			6	9	5	11	6	2	1	40	0.88%
Waddon	1		1	3	3	9	5	1		23	2.74%
West Thornton		1	3	1		1	2			8	3.61%
Woodside			2	9	3	4	3	1	3	25	2.96%
Grand Total	9	14	86	149	129	170	204	99	47	907	
Percentage of Respondents	0.99%	1.54%	9.48%	16.43%	14.22%	18.74%	22.49%	10.92%	5.18%		

4.2. 911 respondents provided information on Gender

Response	Number of Respondents	Percentage of Respondents
Male	293	32.16%
Female	559	61.36%
Transgender male	1	0.11%
Transgender female		
Gender variant / non-conforming		
Prefer not to say	52	5.71%
Prefer to self describe	6	0.66%

4.3. See below the breakdown by age, gender by each Consultation Option:

	OPTION 1: To what extent do you agree or disagree with Option 1: Reduce library service hours by 21% across the borough						OPTION 2: Outsource the management of all 13 libraries?					OPTION 3: Five community-run libraries and reduce opening hours for 8					
Age Group	Female	Male	Prefer not to say	Prefer to self describe	Transgender male	Grand Total	Female	Male	Prefer not to say	Transgender male	Grand Total	Female	Male	Prefer not to say	Prefer to self describe	Transgender male	Grand Total
Under 18	2	3				5	1	1	1		3	2	1				3
19-24	4	2				6	3				3	4	1				5
25-34	26	14				40	11	5			16	21	12	2			35
35-44	49	17	3	1		70	24	8			32	27	11	1	1		40
45-54	50	20	1			71	12	7	1		20	22	12				34
55-64	71	29	3	2		105	23	2	1		26	25	8	1	1		35

65-74	83	47	4		1	135	16	10		1	27		23	20	2		1	46
75+	42	27				69	9	7			16		14	10				24
Prefer not to say	8	2	8	1		19		2	5		7			1				1
Grand Total	335	161	19	4	1	520	99	42	8	1	150	138	76	6	2	1	223	

4.4. Ethnicity

911 Respondents provided ethnicity information and detailed information is below, followed by a summary comparison with Croydon population project for 2021:

Response	Number of Respondents	Percentage of Respondents
White English / Welsh / Scottish / Northern Irish / British	576	63.23%
White Irish	14	1.54%
White Gypsy or Irish Traveller	1	0.11%
Any other White background	57	6.26%
White and Black Caribbean	7	0.77%
White and Black African	3	0.33%
White and Asian	12	1.32%
Any other Mixed / multiple ethnic background	20	2.20%
Indian	37	4.06%
Pakistani	9	0.99%
Bangladeshi	4	0.44%

Chinese	6	0.66%
Any other Asian background	23	2.52%
Black African	20	2.20%
Black Caribbean	28	3.07%
Any other Black background	8	0.88%
Arab		
Other	16	1.76%
Prefer not to say	70	7.68%

The library service contacted local community groups representing different ethnic groups as part of the communication plan for the consultation, but the ethnicity profile does not reflect Croydon's overall profile. The library service needs to engage further with local groups of all races during implementation. A comparison with the comparative percentages of race compared to Croydon overall percentage below demonstrates the need to engage further.

All Respondents (911)	Number	Percentage	Croydon Overall Percentage
White	648	71%	46.1%
Asian	79	9%	19.9%
Black	56	6%	23.9%
Mixed	42	5%	7.8%
Other	16	2%	2.3%

Prefer not to say	70	8%	0%
	911	100%	100%

Comparing responses for “Agree” and “Strongly Agree” for each option by ethnicity:

All respondents (911)	Number	Percentage	Option 1 (521 Responses)	Percentage of 911	Option 2 (150 responses)	Percentage of 911	Option 3	Percentage of 911
White	648	71%	379	42%	97	11%	157	17%
Asian	79	9%	42	5%	21	2%	30	3%
Black	56	6%	39	4%	9	1%	10	1%
Mixed	42	5%	24	3%	6	1%	12	1%
Other	16	2%	6	1%	5	1%	3	0%
Prefer not	70	8%	31	3%	12	1%	11	1%

4.5. 891 Respondents provided information on their religious beliefs

Response	Number of Respondents	Percentage of Respondents
None	266	29.85%
Christian	443	49.72%
Hindu	21	2.36%
Sikh	4	0.45%
Muslim	20	2.24%
Jewish	1	0.11%
Buddhist	10	1.12%
Any other religion	18	2.02%
Prefer not to say	108	12.12%

5. Further Analysis on Impact: Age, Maternity/Pregnancy and Disability

The Equalities Impact Assessment identified that for specific residents with protected characteristics there might be a more significant impact, and so it was important to analyse responses in detail to plan mitigations.

5.1. Age Groups

Options 1 and 2: Reduction in opening hours is likely to have a disproportionate impact on some age groups:

- Families with young children (time, logistics, cost)
- Adults without digital access; jobless (especially in Broad Green and South Norwood)
- Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury)
- School children after school and school organized visits (not reflected in data; in free text)

Feedback from over 50% of residents responding to the Phase 2 Libraries Consultation expressed a preference for Option 1 because it would mean a Council managed service and felt that a distribution of reduced hours across all libraries was a fair approach. However, the actual opening hours needed to be convenient for the community and further engagement with residents is essential for implementation.

5.2. Maternity & Pregnancy:

Option 1 Reduce library service hours by 21%: Respondents from this group chose “disagree” and “strongly disagree” because they did not want any reduction in hours; if this option went ahead, they wanted regular rhymetimes and opening hours that were mother & child friendly, and offered Saturdays and evenings for working mothers. Please see comments below which will be taken into account when implementing the new opening hours, and the library service will seek further discussion with this group.

- *Keep rhyme time at all libraries [Strongly agree option 2] The times need to be friendly so family's and older people can attend*
- *Negative impact as our childcare providers rely on the library to entertain and educated the kids in their care*

- *As a working mum in full time employment, this option will narrow my chances of finding a suitable time to go and browse in my local library. [Strongly disagree Option 2]*
- *As a mum, I had the benefit of mum and baby classes and sessions at both the local and central library. With reduced working hours, it would be difficult to access such services that were beneficial in facilitating contact and connection with others at a similar life stage. [Disagree with Option 2, Not Sure Option 3]*
- *The libraries are an essential resource for many- certainly myself whilst pregnant and post pregnancy. Without being able to meet other mums or access resources at the library, my post partum anxiety would have been worse. I also know of children who rely on library resources to help them with their education- their parents cannot afford to buy them books or access to the internet. [Strongly disagree with option 2, Agree with option 3]*

Option 2 Outsource libraries: Some respondents preferred this option because it kept all libraries open and some pointed out that it worked in other boroughs. Other respondents were concerned that an organisation dependent on profit would not be focussed on the community and would start charging for baby and toddler activities.

Option 3 Five community-run libraries and reduce opening hours for 8 libraries: Many respondents preferred this option because they felt a community run library would provide more activities for mothers and toddlers, but were not pleased about reduced hours in the other libraries. Some respondents expressed concern that community run libraries, with a dependency on local volunteers, would not be sustainable and that the libraries would eventually close.

5.3. Disability

The Phase 2 Libraries Consultation sought feedback from disabled residents through the options survey, two webinars and 14 face to face events.

Option 1 Reduce Service hours by 21%: this option was preferred over the other options, but many saying reduced access to the library set out in this option will have a negative impact on vulnerable and disabled residents. They disagreed or strongly disagreed with all three options on the basis that any reduction in service would have a negative impact on them. The comments below will be taken into account when implementing the new opening hours, and the library service will seek further discussion with this group.:

- *I am disabled and live very close to the library and any change of location or cut in Services will detrimentally impact me, who are so dependant upon this site.*
- *My daughter has a disability and reading helps her a lot. That it is known there will be a moderate impact on those with disabilities and other characteristics says to me the library must not reduce their hours*
- *as a disable resident the library is an important hub for my services and sanity*
- *closed days might be the quieter days which are more disabled friendly”*

It was noted that residents with mobility issues could not easily travel to other libraries, especially not to those without parking nearby. Although Home Library Service and digital services were a mitigation for some residents, they did not replace an open local library, accessible to those with disability, providing library staff, books and activities.

There are over 1,000 registered library members who have stated they have a disability (see Table 1 in Appendix), and they are registered in all library branches, so the impact is across the entire service. If reduced, the service will work with disabled residents in each branch to ensure the opening hours are suitable for people with disability

6. Summary Conclusion

In conclusion this document has presented the consultation responses from second phase of the consultation. This document, as well as the results of first phase of the consultation, alongside the Equalities Impact Assessment and the Library Plan, plus the Library Plan 2019-2028, will be used to help inform the cabinet decision on 18th August 2021.

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 Libraries Phase 2 Option 1 Reduce Service Hours by 21% across the borough
Name of Officer carrying out Equality Analysis	Robert Hunt/Joan Redding

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

Libraries Consultation Phase 2, Option 1: Reduce Service hours by 21% across the borough.

Under this option all libraries remain Council-run and will be open two fewer days per week, except the central library which would reduce by one day and remain open five days per week.

Savings will 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 will be delivered by 1st April 2022 through a staffing restructure, and will be managed by the Council providing more control over the delivery.

By reducing opening hours there will be an overall reduction in weekly staffed operating hours of 270.5 hours, which is a 48% reduction. This will be mitigated by the introduction of additional unstaffed hours in neighbouring libraries, utilising Open+ technology in six libraries. This mitigation will introduce 150 hours of unstaffed operating hours, limiting the reduction in weekly operating hours to 21%. Library opening days would be adjusted to ensure that at least one library in each area (north, central, south) was open and staff available each day (Monday to Saturday).

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, four options and two hybrid options were identified:

- 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

The feedback for each of these options was analysed and an Equalities Impact Assessment was completed for each option. Evidence was considered from a range of sources: Croydon Observatory data, Library Management System Data, Libraries Consultation feedback, Library events data and Library staff feedback on events participation. This information was compiled into the cabinet paper:

<https://democracy.croydon.gov.uk/documents/s29167/Libraries%Public%20Consultation%20Consultation%20Phase%20Two.pdf>

This feedback was considered by Cabinet on 17 May, and reviewed by Scrutiny, and the following options went forward for Phase 2 public consultation:

Option 1: Reduce library service hours by 21% across the borough

Option 2: The Council will work in partnership with an organisation to outsource the management of all 13 libraries

Option 3: Five community-run libraries and reducing opening hours for eight libraries

Phase 2 Consultation took place from 1 June – 26 July and received 1,411 responses. All three of the proposals have a potential impact on all Croydon libraries across the borough, and so residents were asked to indicate their ward. The following wards were represented in the feedback:

Which area/ward of Croydon do you live in?		
This single response question was answered by 913 respondents.		
Response	Number of Respondents	Percentage of Respondents
Addiscombe East	44	4.82%
Addiscombe West	28	3.07%
Bensham Manor	4	0.44%
Broad Green	21	2.30%
Coulsdon Town	39	4.27%
Crystal Palace and Upper Norwood	15	1.64%
Fairfield	16	1.75%
Kenley	19	2.08%
New Addington North	14	1.53%
New Addington South	11	1.20%
Norbury and Pollards Hill	44	4.82%
Norbury Park	8	0.88%
Old Coulsdon	75	8.21%
Park Hill and Whitgift	18	1.97%
Purley and Woodcote	60	6.57%
Purley Oaks and Riddlesdown	20	2.19%
Sanderstead	75	8.21%
Selhurst	16	1.75%
Selsdon and Addington Village	28	3.07%
Selsdon Vale and Forestdale	29	3.18%
Shirley North	27	2.96%
Shirley South	43	4.71%
South Croydon	48	5.26%
South Norwood	54	5.91%
Thornton Heath	41	4.49%
Waddon	23	2.52%
West Thornton	8	0.88%
Woodside	25	2.74%
Prefer not to say	33	3.61%

Other	27	2.96%
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Feedback from residents was against any service reduction, but if a reduction had to be made, most indicated a preference for Option 1, with 55.93% saying they “agree” and “strongly agree” they want Council managed libraries with reduced hours in preference to outsourcing (17%) or a community managed libraries (24.6%).

This is an updated Equalities Impact Assessment on Phase 1 option 2/Phase 2 Option 1: Reduce Service hours by 21% across the borough.

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative and neutral impacts within each characteristic. Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact on proposal Option 2 to Reduce Service hours by 21% across the borough

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.			
Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence
Age	If the service hours	<p>All Croydon: Croydon has 386,710 residents (ONS Estimates 2019):</p> <ul style="list-style-type: none"> 22.2% (85,672) aged 0-15 	Library Membership Data

were reduced by 21% across all libraries, there would be no library closures, and this would save £506,980/annum. The libraries would stay under Council management.

- 64.1% (247,841) aged 16-64
- 13.8% (53,197) 65 and over

According to ONS Mid year estimates, Croydon has the 4th largest number of young people aged 0-17 years old in London. One in four of Croydon's population is aged 0-17 years based on ONS MYE 2019. The number of looked after children in Croydon is the highest in London.

Croydon Library membership: Croydon Libraries have 104,249 registered library members, which is 26.96% of the Croydon population. The majority of library members are Croydon residents, and those who are not residents all work or study in Croydon. Below is a summary broken down by age ranges.

Age Range	Library Members+	% of library members by age group	Croydon Population*	% of Croydon Population by age
0-09	15,140	14.52%	54,952	14.21%
10-19	21,153	20.29%	47,985	12.41%
20-29	14,216	13.63%	44,820	11.59%
30-39	16,030	15.37%	59,423	15.37%
40-49	13,752	13.19%	53,552	13.85%
50-60	9,885	9.48%	53,052	13.72%
60-69	6,815	6.54%	35,305	9.13%
70-79	4,789	4.59%	22,819	5.90%
80+	2,485	2.38%	14,802	3.83%
Total	104,265		386,710	

*Croydon Population by age Source : ONS, Mid Year Population Estimates, 2019, released June 2020. <https://www.croydonobservatory.org/1-age/>
+Although it is more usual to provide an "Active borrowers" figure for library membership, representing users who have borrowed a book or used a computer in the last year, this is not possible after a year of COVID lockdown closures.

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.

Below is Library membership by library:

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 Phase 2 (1 June – 26 July 2021);
15 face to face events

Age	Central	Ashburton	Bradmore Green	Broad Green	Coulsdon	New Addington	Norbury	Purley	Sanderstead	Selsdon	Shirley	South Norwood	Thornton Heath	Total
0-09	4662	932	459	610	1039	788	953	850	579	1190	418	923	1737	15140
10-19	7006	1484	367	974	833	1281	1701	977	488	1339	837	1169	2692	21153
20-29	7078	582	117	378	444	897	907	482	155	694	393	581	1507	14216
30-39	7679	610	197	440	742	896	946	637	274	849	330	857	1573	16030
40-49	6218	592	208	356	685	683	806	646	299	934	313	692	1318	13752
50-59	4477	436	182	188	423	544	539	436	181	731	301	501	940	9885
60-69	2918	303	176	75	382	269	374	324	161	751	329	234	505	6815
70-79	1666	226	202	26	382	146	241	254	197	788	311	126	195	4789
80-89	596	77	100	9	170	57	85	131	93	412	162	46	65	2056
90+	95	16	31	4	22	11	10	27	17	93	35	10	11	429
	42395	5258	2039	3060	5122	5572	6562	4764	2444	7781	3429	5139	10543	104265

Activities for all age groups:

Events & Activities 2019-20	All Libraries		
	Events	Attendees	New joiners
Children and Young People (0 to 17)	3103	51611	2845
Adults (18 to 49)	1881	13183	811
Older People (50+)	1094	5507	142
Family	183	3664	41
Annual Total Events	6261	73965	3839

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)

Phase 2 Libraries Consultation:

The Option 1 proposal for 21% reduction in service hours does have a significant potential impact on all ages across the borough. Although it means all library buildings would remain open, it also means all libraries would operate on reduced hours. Library opening hours would be co-ordinated across the borough 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 provided on the open days in each library. Open+ technology would allow some libraries to extend unstaffed opening hours to registered members. There is potential for a partner (other Council service, charity and voluntary sector, or community group) to share the building and make a self-service library available during unstaffed hours. The service would continue to offer a Home Library service offering book deliveries to residents who could not travel to a library.

Respondents to Phase 2 Libraries Consultation survey were primarily adults, but much feedback came from parents, teachers and others on behalf of children.

Response	Number of Respondents	Percentage of Respondents
Under 18	9	0.99%
19-24	14	1.54%
25-34	86	9.48%
35-44	149	16.43%
45-54	129	14.22%
55-64	170	18.74%
65-74	204	22.49%
75+	99	10.92%
Prefer not to say	47	5.18%

See below the breakdown by age, gender by each Consultation Option:

	OPTION 1: To what extent do you agree or disagree with Option 1: Reduce library service hours by 21% across the borough						OPTION 2: Outsource the management of all 13 libraries?					OPTION 3: Five community-run libraries and reduce opening hours for 8					
Age Group	Female	Male	Prefer not to say	Prefer to self describe	Transgender male	Grand Total	Female	Male	Prefer not to say	Transgender male	Grand Total	Female	Male	Prefer not to say	Prefer to self	Transgender male	Grand Total
Under 18	2	3				5	1	1	1		3	2	1				3
19-24	4	2				6	3				3	4	1				5
25-34	26	14				40	11	5			16	21	12	2			35
35-44	49	17	3	1		70	24	8			32	27	11	1	1		40
45-54	50	20	1			71	12	7	1		20	22	12				34
55-64	71	29	3	2		105	23	2	1		26	25	8	1	1		35
65-74	83	47	4		1	135	16	10		1	27	23	20	2		1	46
75+	42	27				69	9	7			16	14	10				24
Prefer not to say	8	2	8	1		19		2	5		7		1				1
Grand Total	335	161	19	4	1	520	99	42	8	1	150	138	76	6	2	1	223

From free text feedback, although few agreed with any service reduction, the majority of respondents who agreed or strongly agreed preferred Option 1 because it retained Council control, provided more certainty for savings, and provided an opportunity for community support for extending the existing service. Feedback suggested parents with small children favoured reduced hours in principle as long as opening hours included Saturdays. Other adults agreed with reduced hours as long as open days were properly publicised and included some evening hours for working adults. Other respondents said this option meant valued activities were maintained in the local area, such as local volunteering and work experience opportunities to local young people (Duke of Edinburgh & work experience), and meant the established reading groups, craft groups, Knit & Knatter groups could remain in their local venue.

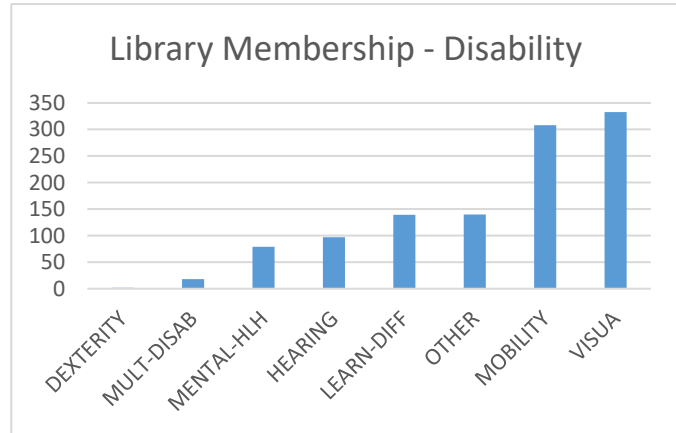
Residents told us the new reduced opening hours would have a significant impact on their access to their local libraries because they could not travel to another library, and needed convenient opening hours, including Saturdays and evenings. Open+ as a mitigation received a mixed response, with some concerned over security.

At the face to face meetings, residents emphasised the importance of staffed opening hours that allowed for mother and baby activities, quiet times for vulnerable adults, enough open time for regular activities such as book groups, more access for IT for

		<p>those not online, and especially Saturday and evening opening hours. Open+ was discussed as a mitigation, with some expressing concern over security.</p> <p>Summary: A reduction of 21% of service hours for Croydon library services will have a potential impact on at least one in four of all Croydon residents of all ages (26%).</p> <p>Based on the evidence above, and recent feedback, any reduction in opening hours is likely to have a disproportionate impact on some age groups:</p> <ul style="list-style-type: none"> • Families with young children (time, logistics, cost) • Adults without digital access; jobless (especially in Broad Green and South Norwood) • Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury) • School children after school and school organized visits (not reflected in data; in free text) <p>Feedback from over 50% of residents responding to the Phase 2 Libraries Consultation expressed a preference for a Council managed service and felt that a distribution of reduced hours across all libraries was a fair approach. However, the actual opening hours needed to be convenient for the community and further engagement with residents is essential for implementation.</p>	
<p>Disability</p>	<p>If the service hours were reduced by 21% across all libraries, there would be no library closures, and this would save £506,9</p>	<p>Information about Disability in Croydon (Croydon Observatory):</p> <p>Statistics on Croydon residents with disability is from 2011 (Census 2011) which says that day-to-day activities are limited a little for 7.9% of residents, and limited a lot for 6.7% of residents.</p> <p>Library Database: Out of 104,249 library members, 30% completed information about disability and 29% declared no disability. Of the 1% (1116) who said they had a disability, there is a breakdown below showing the largest group Visual impairment 30% and Mobility (27.6%):</p> <p>12.5% (140) of library members known to have a disability are members of the libraries which were originally proposed to close or transfer to a community model (see Table below).</p>	<p>Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars; Events spreadsheet; participation</p>

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<u>Disability</u>	Respondents	Percentage
Dexterity	2	0.2%
Hearing	97	8.7%
Learning Difficulty	139	12.5%
Mental Health	79	7.1%
Mobility	308	27.6%
Multi-disability	18	1.6%
Visual	333	29.8%
OTHER	140	12.5%
Grand Total	1116	



Volunteering: there are local disabled volunteers across all 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. Many of these volunteers visited the Phase 2 tour of face to face events to reinforce the importance of their local libraries and the benefits of 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.

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Libraries Consultation Survey:

Of 1,397 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 Disability	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	9%

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 considered an effective mitigation. For those who are online, libraries also offer a digital library service with over 40,000 eBooks and eAudiobooks, thousands of eNewspapers and hundreds of eMagazines.

The Phase 2 Libraries Consultation sought feedback from disabled residents through the options survey, two webinars and 14 face to face events. See below Survey Respondents who commented on disability in relation to the three options:

OPTION 1	Fem ale	Ma le	Prefer not to say	Grand Total	OPTION 2	Fem ale	Ma le	Prefer not to say	Grand Total	OPTION 3	Fem ale	Ma le	Prefer not to say	Grand Total
Strongly agree	6			6	Strongly agree				0	Strongly agree	1			1
Agree	8		2	10	Agree	4			4	Agree	4			4
Disagree	7			7	Disagree	6			6	Disagree	5	1	1	7
Strongly disagree	5	2		7	Strongly disagree	9	2	1	12	Strongly disagree	8			8
Not sure	2			2	Not sure	2		1	3	Not sure	3	1	1	5
Grand Total	28	2	2	32	Grand Total	21	2	2	25	Grand Total	21	2	2	25

The number of respondents is significantly smaller than Phase 1, but the survey results indicate a preference for Option 1 Reduce Service hours by 21% over the other options, many saying this option will have a negative impact on vulnerable and disabled residents. From this group there are also a significant number of respondents who disagree or strongly disagree with all the options, and they do not agree with any reduction in service, want the savings to come from elsewhere, and some think their local library might still close. In the survey free text feedback, 5 residents commented specifically on their own disability and the impact of the options on them: four white women aged 25-64 and one black Caribbean man aged 55-64. They were from across Croydon: New Addington South, Selsdon and Addington Village, Addiscombe West, Norbury and Pollards Hill and Thornton Heath.

They disagreed or strongly disagreed with all three options on the basis that any reduction in service would have a negative impact on them:

- *I am disabled and live very close to the library and any change of location or cut in Services will detrimentally impact me, who are so dependant upon this site.*
- *I am disabled. Huge impact on me. Council fails to consider: Disabled) Elderly) all given Council has a Statutory Duty For. Homeless) Domestic Violence (now Act)). Overall I do not want libraries to have reduced hours at all.*
- *My daughter has a disability and reading helps her a lot. That it is known there will be a moderate impact on those with disabilities and other characteristics says to me the library must not reduce their hours*
- *as a disable resident the library is an important hub for my services and sanity*
- *closed days might be the quieter days which are more disabled friendly”*

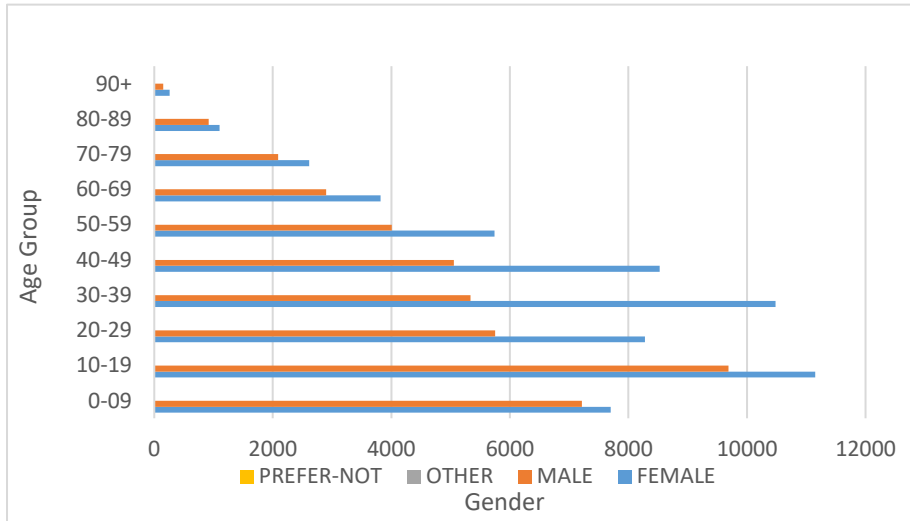
During the face to face visits there were 9 residents in total (7 women/2 men) with mobility disability, who attended the drop ins at Ashburton, Norbury, Thornton Heath, Coulsdon, Bradmore Green, Shirley , New Addington and Purley Libraries. Some disabled visitors made us aware that the timings of our visits was difficult for them. All came with strong messages of concern, summarized below:

- All nine disagreed with any reduction in library services – some thought libraries might still be closing and reassurance was given and options clarified at the event

		<ul style="list-style-type: none"> • Importance of local accessible library to mental and physical wellbeing of residents with a disability – much missed during COVID closure • Need opening hours that allow for quiet times, activities and volunteering opportunities for disabled adults • Difficult to attend a morning drop in session for someone with disability • Digital library and Home Library Service make books accessible, but do not replace the value of physical access to activities and books <p>The overall feedback was that Option 1 Reduce Service hours by 21% across the borough would be the only acceptable option of the three, but a reduction in services and opening hours would have a significant impact on residents with a disability. It was noted that residents with mobility issues could not easily travel to other libraries, especially not to those without parking nearby. Although Home Library Service and digital services were a mitigation for some residents, they did not replace an open local library, accessible to those with disability, providing library staff, books and activities.</p> <p>There are over 1,000 registered library members who have stated they have a disability (see Table 1 in Appendix), and they are registered in all library branches, so the impact is across the entire service. If reduced, the service will work with disabled residents in each branch to ensure the opening hours are suitable for people with disability.</p>																																																																									
Gender	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: 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: Of 104,249 library members, there is information about gender for 102,793, illustrated below: 59,666 (58%) Female and 43,112 (42%) Male:</p> <table border="1" data-bbox="342 965 1164 1473"> <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
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The libraries would stay under Council management.

library staff Libraries Consultation Phase 2 (1 June – 26 July 2021); 15 face to face events



Phase 2 Consultation: Gender summary:

There significant majority of respondents identify as women.

This single response question was answered by 911 respondents.		
Response	Number of Respondents	Percentage of Respondents
Male	293	32.16%
Female	559	61.36%
Transgender male	1	0.11%
Transgender female		
Gender variant / non-conforming		
Prefer not to say	52	5.71%
Prefer to self describe	6	0.66%

Visitors to the 15 face to face drop in visits included 38% men and 62% women.

Of the 552 respondents who said they “agreed” or “strongly agreed” with the Option 1 Reduce Service hours by 21% across the borough, 497 provided information on gender, 335 (67%) were women and 162 (33%) were men, which is in proportion to all respondents. These respondents, both male and female, acknowledge an impact on reduction in hours, but think a reduction is preferable to the other options, and prefer to keep all library buildings open for services and activities under

		Council control. From this feedback, Option 1 does not appear to have a disproportionate impact on one particular gender group -- See Maternity and Pregnancy below	
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>In Phase 1 Libraries Consultation it was not certain from the demographic report that there were residents from the transgender community who provided feedback, so Croydon Libraries invited participation in Phase 2 public consultation from local Croydon groups, including TransPals, The Bridge, and CAGS.</p> <p>Phase 2 consultation asked for feedback and recorded one transgender male and 6 residents who preferred to self-describe. Going forward, as part of a continuation of community engagement, libraries will continue to seek opportunities to engage with residents from the transgender community.</p> <p>If libraries hours were reduced, there would be no reduction in books, information displays, and inclusive space and activities to raise awareness of issues for the transgender community.</p>	Reviewed in 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>	
Religion or belief	If the service hours were reduced by 21% across all libraries, there would	<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>Library members are not required to share information about their religion or belief, so there is no comparative data on the library database. Phase 1 Libraries Consultation did not include details of religious belief, so in order to measure the equalities impact, Phase 2 Libraries Consultation requested feedback on faith which was provided by 891 respondents listed below.</p>	Library Membership Data February 2021; Croydon Observatory data; Libraries Consultation Phase 1 (14/1-

	<p>be no library closures, and this would save £506,980/annum. The libraries would stay under Council management.</p>	<table border="1"> <thead> <tr> <th>PHASE 2 Consultation Response</th> <th>Number of Respondents</th> <th>Percentage of Respondents</th> </tr> </thead> <tbody> <tr> <td>None</td> <td>266</td> <td>29.85%</td> </tr> <tr> <td>Christian</td> <td>443</td> <td>49.72%</td> </tr> <tr> <td>Hindu</td> <td>21</td> <td>2.36%</td> </tr> <tr> <td>Sikh</td> <td>4</td> <td>0.45%</td> </tr> <tr> <td>Muslim</td> <td>20</td> <td>2.24%</td> </tr> <tr> <td>Jewish</td> <td>1</td> <td>0.11%</td> </tr> <tr> <td>Buddhist</td> <td>10</td> <td>1.12%</td> </tr> <tr> <td>Any other religion</td> <td>18</td> <td>2.02%</td> </tr> <tr> <td>Prefer not to say</td> <td>108</td> <td>12.12%</td> </tr> </tbody> </table> <p>There was no feedback from respondents to indicate that if library hours were reduced, there would be an equalities impact on the basis of religion or belief. The reduction in hours would not impact on the range of books, information displays, and inclusive space and celebrations to highlight the diverse range of faiths in Croydon. Going forward, as part of a continuation of the community engagement initiated during Phase 2 of the consultation, libraries will continue to seek opportunities to engage with residents from faith communities.</p>	PHASE 2 Consultation Response	Number of Respondents	Percentage of Respondents	None	266	29.85%	Christian	443	49.72%	Hindu	21	2.36%	Sikh	4	0.45%	Muslim	20	2.24%	Jewish	1	0.11%	Buddhist	10	1.12%	Any other religion	18	2.02%	Prefer not to say	108	12.12%		<p>14/3 2021); 7 Webinars ; Events spreadsheet; participation summaries from library staff Libraries Consultation Phase 2 (1 June – 26 July 2021); 15 face to face events</p>
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<p>Race</p>	<p>If the service hours were reduced by 21% across all libraries, there would be no library closures, and this would save £506,9</p>	<p>The Croydon Borough Profile “population continues to grow from long-term international migration and 17.1% of the population is made up of non-UK born residents according to ONS 2018 estimates”.</p> <p>Library Management System Of the 104,249 library members, only 36,455 (35%) library members provided information on ethnicity. See below a breakdown of library membership by race for each of the libraries that were originally proposed to close, and there is more information for all thirteen Croydon libraries available by clicking on the link. Please note that not all library users who visit and take part in activities are registered on the system.</p> <table border="1"> <thead> <tr> <th>Race</th> <th>All Libraries</th> <th>% of All Libraries</th> </tr> </thead> <tbody> <tr> <td>White</td> <td>13581</td> <td>18.30%</td> </tr> <tr> <td>Asian</td> <td>5756</td> <td>17.08%</td> </tr> <tr> <td>Black</td> <td>8149</td> <td>13.35%</td> </tr> <tr> <td>Mixed</td> <td>1404</td> <td>16.74%</td> </tr> <tr> <td>Other</td> <td>1065</td> <td>7.32%</td> </tr> <tr> <td>Prefer Not</td> <td>6500</td> <td>13.68%</td> </tr> <tr> <td>Total</td> <td>36455</td> <td>15.80%</td> </tr> </tbody> </table>	Race	All Libraries	% of All Libraries	White	13581	18.30%	Asian	5756	17.08%	Black	8149	13.35%	Mixed	1404	16.74%	Other	1065	7.32%	Prefer Not	6500	13.68%	Total	36455	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</p>						
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Phase 2 Libraries Consultation: breakdown of overall response

During the consultation period there was considerable promotion of the survey, the webinars and the face to face visits to BAME communities from Councillors, local community groups and local staff. During the face to face visits to all libraries, officers had an opportunity to speak to 343 individuals, 237 (69%) white, 67 (20%) Asian and 39 (11%) Black, which was slightly higher proportion than the number who completed the survey.

All respondents (911)	Number	Percentage
White	648	71%
Asian	79	9%
Black	56	6%
Mixed	42	5%
Other	16	2%
Prefer not	70	8%

A more detailed breakdown below:

Your ethnic origin (911 Respondents):		
Response	Number of Respondents	Percentage of Respondents
White English / Welsh / Scottish / Northern Irish / British	576	63.23%
White Irish	14	1.54%
White Gypsy or Irish Traveller	1	0.11%
Any other White background	57	6.26%
White and Black Caribbean	7	0.77%
White and Black African	3	0.33%
White and Asian	12	1.32%
Any other Mixed / multiple ethnic background	20	2.20%
Indian	37	4.06%
Pakistani	9	0.99%
Bangladeshi	4	0.44%
Chinese	6	0.66%
Any other Asian background	23	2.52%

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Black African	20	2.20%
Black Caribbean	28	3.07%
Any other Black background	8	0.88%
Arab		
Other	16	1.76%
Prefer not to say	70	7.68%

In terms of equalities, and because the response from the community was much less representative of the population or library membership, it was important to ensure the proposed final option reflected the preferences of all ethnic groups. See below a breakdown by ethnicity of those respondents who said they “Agree” and “Strongly Agree” with Options 1, 2 and 3:

Response from respondents who “Agree” and “Strongly Agree” with Options 1-3 Respondents can Agree with all options	Option 1: Reduction by 21% (521 responses)	Option 2: Outsource to partner (150 responses)	Option 3: 5 Community run libraries; 8 reduced hours (223 responses)
White	379	97	157
Asian	42	21	30
Black	39	9	10
Mixed	24	6	12
Other	6	5	3
Prefer not	31	12	11

Reviewing the data available, there is a significant preference across all ethnic groups for the option 1: Reduce opening hours by 21% across all libraries, with some agreeing that either outsourcing or community managed options are viable alternatives. In Options 1 & 2 free text responses, respondents urged the Council to seek support from the community, and to ensure there was more community involvement and resident engagement with libraries in future, and a co-production approach will be taken to the service development of libraries.

Sexual Orientation
If the service hours were reduced by 21% across

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)

Reviewed as part of Phase 2

	<p>all libraries, there would be no library closures, and this would save £506,980/annum The libraries would stay under Council management.</p>	<p>A reduction in library hours would not be a reduction in books, information displays, and inclusive space and activities to raise awareness of issues for the LGBTQ community.</p>	
<p>Pregnancy or Maternity</p>	<p>If the service hours were reduced by 21% across all libraries, there would be no library closures, and this would</p>	<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>Library Activities for children and families: 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, and of those, 3,103 (50% of all activities) were for children including 1,786 rhymetimes for toddlers plus 183 activities for families with young children. There were over 51,000 attendees for children's events pre-COVID in 2019-20, making up 70% of all library event attendees.</p> <p>Activities for children and families:</p> <ul style="list-style-type: none"> • 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 	<p>Libraries Consultation Phase 1 (14/1-14/3 2021); 7 Webinars ; Events spreadsheet; participation summaries from library staff</p>

save £506,980/annum
The libraries would stay under Council management.

- 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
- Marketplace events supporting parenting and healthy eating inviting Council, public health and community organisations into libraries for events and activities after rhymetimes.

Libraries Consultation:

In Phase 1, 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.

Phase 1 Survey Respondents expressed strongly that the original proposals to close the smaller libraries would disproportionately impact local 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). 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.

In Phase 2, Option 1 (formerly Phase 1 Option 2), reduce service hours by 21% across the borough would mitigate against library closures by keeping the libraries open for services and activities, but the Phase 2 consultation feedback was that reduction in service hours would likely have a disproportionate impact on mothers and babies, reflected in feedback from the survey and face to face meetings.

In Phase 2, Maternity & Pregnancy – there were specific references drawn from general concern for vulnerable residents:

Option 1	Female	Male	Prefer not to say	Grand Total	Option 2	Female	Male	Prefer not to say	Grand Total	Option 3	Female	Prefer not to say	Grand Total
Strongly Agree				0	Strongly Agree			1	1	Strongly agree	1		1
Agree		1		1	Agree	1			1	Agree			
Disagree	1		1	2	Disagree		1		1	Disagree		1	1
Strongly disagree	1		1	2	Strongly disagree	2		1	2	Strongly disagree	1		1
Not sure	2			2	Not sure				0	Not sure			
Grand Total	4	1	2	7	Grand Total	3	1	2	6	Grand Total	2	1	3

Most respondents who disagreed with the proposals did not want any library service reductions, “please cut spending elsewhere,” and expressed the importance of libraries and library staff to the local community, the importance of books to

Libraries Consultation Phase 2 (1 June – 26 July 2021); 15 face to face events

literacy and achievement at the earliest stage, and the need for universally free and accessible activities, especially rhyme times, at all libraries, for families in Croydon. Although there are not many respondents, there are clear messages about the importance of the mother and baby group activities such as rhymetimes for the wellbeing of both mothers and babies, how much these activities were missed during COVID lockdown, and the importance of accessible opening hours for working mothers.

Feedback from the survey and from face to face meetings said that there would be a negative impact to reducing hours if there was an expectation that pregnant women and mothers with young children could travel to alternative library, for the same reasons given in Phase 1: 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.

In conclusion, the reduced opening hours are likely to have a significant impact on residents within this protected characteristic, and the library service would ensure there is engagement with this group when deciding opening hours, will include regular Saturday and at least one evening opening, and will ensure rhymetimes are available at every library. The impact of Option 1 would need to be monitored to ensure the library service was accessible.

3.2 Additional information needed to determine impact of proposed change

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

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:		
Additional information needed and or Consultation Findings	Information source	Date for completion
Feedback from individuals with protected characteristics who use affected libraries: what library services do they use; most valued services and/or activities; impact on them and on their community – Feedback on options	Libraries Consultation Phase 1 finished 14 March 2021 Report to Cabinet	Phase 1 April 2021 Phase 2 consultation June 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	April 2021

	Options to Cabinet 17 May 2021 followed by Phase 2 Libraries Consultation	
Feedback on options from LGBTQ+ community on impact, positive or negative, on gender identity or sexual orientation	Libraries Consultation Phase 2: collected data as part of survey feedback	July 2021
Feedback on options from the diverse range of Croydon’s religious communities	Libraries Consultation Phase 2: collected data as part of survey feedback	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**

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Table 4 – Equality Impact Score

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

Key

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

Equality Analysis

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

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

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

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

Advancing equality of opportunity between people who belong to protected groups

Eliminating unlawful discrimination, harassment and victimisation

Fostering good relations between people who belong to protected characteristic groups

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

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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 after the decisions taken on options in Cabinet 17 May 2021; and following Phase 2 Consultation 1 June – 26 July

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.	Investigating individuals affected for each of the 5 libraries; met individuals with disabilities and discussed impact at face to face meetings in July 2021 Reducing opening hours by 21% would be preferred of three options, but would still have a significant	Joan Redding,	April 2021 July 2021 September 2021

	<p>213 (9% overall) respondents told us they could not travel to their nearest alternative library. Of those, 13% had a disability.</p> <p>If they could not use their local library they would not be able to access the activities and volunteering opportunities.</p> <p>Phase 2 consultation: Survey respondents: 32; Face to face meetings 9. Respondents said a reduction in opening hours would have a significant impact and they could not travel to an alternative library nearby if their local library was closed</p>	<p>impact on them. They could not travel easily to an alternative library open elsewhere in North/Central/South every day exc Sunday, and valued their local library for book groups, local activities and volunteering.</p> <p>Open+ technology would allow extending unstaffed open hours in selected libraries and Home Library Service (books delivered to homes) is an option for residents with a disability who cannot travel to a library.</p> <p>Community engagement to follow consultation to develop a service and opening hours accessible for residents with disability post-COVID.</p>		
Race	<p>Possible disproportionate impact on reducing hours at 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. Respondents suggested a reduction of staffed service hours at these libraries would worsen existing deprivation for these communities</p>	<p>Libraries Consultation and webinars; In reducing opening hours by 21% libraries would not be closed and there would be an open library in North/Central/South every day exc Sunday.</p> <p>Regular activities would be concentrated on open days.</p> <p>Open+ technology would allow extending unstaffed open hours in selected libraries</p> <p>Following face to face meetings at each library and meetings with</p>	<p>Joan Redding, Liz Hollowood</p>	<p>April 2021 July 2021 September 2021</p>

Equality Analysis

		community leaders, engage with local community to review the service and activate buildings when unstaffed providing access to self-service library		
Sex (gender)	Possible disproportionate impact on women who are larger group of active users and were larger could of respondents (see Maternity & Pregnancy)	Libraries consultation and webinars; Phase 2 consultation, webinars and face to face meetings. Reducing opening hours by 21% would be a mitigation; there would be an open library in North/Central/South every day exc Sunday. Regular activities would be concentrated on open days. Open+ technology would allow extending unstaffed open hours in selected libraries See impact under Age and Maternity Phase 2 consultation – engage more men Following face to face meetings at each library and meetings with community leaders, engage with local community to activate buildings when unstaffed providing access to self-service library	Joan Redding,	April 2021 July 2021 September 2021
Gender reassignment	Follow-up after survey: not asked as part of survey; no feedback	Reviewed as part of Phase 2 Libraries Consultation	Joan Redding, Lucy Lawrence	April 2021 July 2021 September 2021

		For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.		
Sexual orientation	Follow-up after survey: not asked as part of survey; no specific feedback	<p>Reviewed as part of libraries Consultation</p> <p>For Phase 2 consultation will be contacting local Croydon groups, including TransPals, The Bridge, CAGS, Aurora, the LGBTQ Croydon Council staff forum.</p> <p>Community engagement to follow consultation. Library activities continue to focus on relevant book stock, displays and activities</p>	Joan Redding	<p>April 2021</p> <p>July 2021</p> <p>September 2021</p>
Age	<p>Disproportionate impact on mothers with babies and young children, school age children, jobless adults without digital access and seniors</p> <p>Follow-up after survey: If services were closed or reduced, there could be a disproportionate impact on the following age groups if the proposed closure took place:</p> <ul style="list-style-type: none"> Families with young children (time, logistics, cost) Adults without digital access; jobless (cost, time) 	<p>Libraries consultation and webinars; Phase 2 consultation, webinars and face to face meetings</p> <p>Reducing opening hours by 21% would keep local libraries open; there would be an open library in North/Central/South every day exc Sunday, although not all could travel. Regular activities would be concentrated on open days. Open+ technology would allow extending unstaffed open hours in selected libraries</p>	Joan Redding	<p>April 2021</p> <p>July 2021</p> <p>September 2021</p>

Equality Analysis

	<ul style="list-style-type: none"> Seniors who have told us it is difficult to travel (cost, fear of crime, fear of injury) School children after school and school visits (not reflected in data; in free text) 	Community engagement to follow consultation to help build up the service for all age groups post-COVID.		
Religion or belief	<p>Possible impact considered after Phase 1</p> <p>Follow-up after survey: not asked as part of survey; no feedback from residents to survey, webinars or staff</p>	<p>As part of libraries consultation, contacted all temples, mosques, and churches.</p> <p>Phase 2 consultation – included question in survey and will contact same organisations again for feedback</p> <p>Community engagement to follow consultation to help build up the service for all faith groups post-COVID.</p>	Joan Redding	<p>April 2021</p> <p>July 2021</p> <p>September 2021</p>
Pregnancy or maternity	<p>Disproportionate impact on mothers and babies/toddlers</p> <p>Follow-up after survey:</p> <p>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). Working mothers need evenings and Saturdays</p>	<p>As part of Phase 1 libraries consultation contacted nurseries and children’s centres.</p> <p>As part of Phase 2 consultation, promoted consultation to same groups, liaised with Children’s Centres and met parents at face to face drop in groups.</p> <p>Reducing opening hours by 21% would keep local libraries open; there would be an open library in</p>	Joan Redding	<p>April 2021</p> <p>July 2021</p> <p>September 2021</p>

		<p>North/Central/South every day exc Sunday. Not all could travel. Regular activities would be concentrated on open days. Open+ technology would allow extending unstaffed open hours in selected libraries</p> <p>Community engagement to follow consultation to help build up the services for families post-COVID, especially to agree opening hours.</p>		
Marriage/civil partnership	Follow-up after survey: not asked as part of survey; no specific feedback	<p>Reviewed as part of Libraries Consultation No significant feedback in Phase 2 consultation –</p> <p>Community engagement to follow consultation to help build up the services for families post-COVID.</p>	Joan Redding,	<p>April 2021 July 2021 September 2021</p>

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.	
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	X
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet		Meeting title: Cabinet Date: 16 August 2021

7. Sign-Off

Officers that must approve this decision	
Equalities Lead	Name: _____ Date: _____ Position: _____
Director	Name: _____ Date: _____ Position: _____

Equality Analysis

Table 1: 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

Equality Analysis

Table 2: Ethnicity Summary of library members for all libraries (Library Management System) 2020

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

Equality Analysis

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