

Equality Impact Assessment: Template

Stage 1: The proposed change that is being assessed and responsibility for the EQIA

Name of the proposed change	<p>Croydon Library Services Review : Remodelling of the library service for residents in the vicinity of Coulsdon and Old Coulsdon, including:</p> <ul style="list-style-type: none"> - Extension of opening hours and offer at Coulsdon Library - Closure of Bradmore Green Library - Introduction of an outreach service to better meet local need including on the Tollers estate <p>See Cabinet paper – 25th September 2024 for full proposal details</p>
Purpose of proposed change	Improvement of library services for people who live, work and study in Croydon
Is this a change to a policy, practice or service?	Change to Croydon’s library services
Who has senior level responsibility for the proposed change?	Nick Hibberd, Corporate Director of Sustainable Communities, Regeneration & Economic Recovery
Who is completing this assessment?	Joan Redding, Library & Archives Services Manager/Stephanie Wilson, Head of Culture, Leisure & Libraries
Indicate where your EQIA will be submitted to including date where known:	Cabinet, 25 September 2024

Stage 2: Deciding what relevance the proposed change has for equality

<p>Is the proposed change likely to impact on any of the following? <i>If there is no equality relevance for either go to Stage 7 and get sign off</i></p>	<p><input checked="" type="checkbox"/> Communities <input type="checkbox"/> Employees This form considers the impact of the proposed changes for Croydon communities.</p>
Is the impact on equality low, medium or high?	The Libraries Review has been undertaken to consider the impact of the last change to the library service model in 2022 and to consider how the service could be improved to reach more residents.

From the analysis of the data and responses to the consultation on libraries we have found that there are negative equalities impacts from the current service model which provides part time opening hours over thirteen buildings. Whilst the model retains a wider geographic spread of library buildings, the limited opening hours prevent many people being able to access services, particularly working age people and families. The limited resource for marketing, engagement and outreach also prevents the service reaching more people in the local area and only a small proportion of the population use the library service.

Consultation feedback indicates the current service with parttime hours is having a negative impact on both Coulsdon Library and Bradmore Green Library (Old Coulsdon) library users with the same protected characteristics, reflected in reduced usage at both libraries.

In assessing the impact of the proposals we have considered:

- Data on library users to assess the most direct impact
- Responses from the public consultation from library users
- Demographic data (Local Lower Super Output Area – LSOA) on the local community around Bradmore Green Library to assess the wider impact of the loss of the facility
- Demographic data on the Coulsdon area overall

The equalities impact of the proposed model is mixed:

Potential negative impact of proposal for the community local to Bradmore Green Library:

High: Age, Disability and Sex categories

Medium: Pregnancy & Maternity and Race

No Impact, Unknown: Gender reassignment, Sexual Orientation, Marriage or Civil Partnership, Religion

Potential positive impact for Coulsdon and Old Coulsdon areas: (see maps at end of document):

High: Age, Disability and Sex
Medium: Pregnancy & Maternity and Race
No Impact, Unknown: Gender reassignment, Sexual Orientation, Marriage or Civil Partnership, Religion

Proposals without mitigations in place would have a potential negative/high impact on Bradmore Green active library users*, and on the 194 Bradmore Green Library survey respondents who said “I would not be able to use another library service.”

The proposals are designed to have a potential positive/high impact for the wider area served by these libraries, for both active users and nonusers, through proposals to provide additional hours and a more regular programme of events and activities from Coulsdon Library. Staff would be able to offer a more regular programme of events and activities from a full time library. An outreach programme provided by a dedicated team from a range of local venues could have a positive impact in reaching non library users in Old Coulsdon and the nearby Tollers estate, and allow the library service more flexibility to engage nonusers, especially those from underserved and marginalised communities identified in the Equalities Impact Assessment.

***Active Library Users**

The EQIA reports have used Active Library User data as a metric to understand the demographic characteristics of library users. Most Croydon library members are Croydon residents, and those who are not residents work or study in Croydon. Inactive users are deleted from the system after 2 years of inactivity.

Active users are library members who have used their membership cards to interact with the library system within the last 12 months, either through book loans or PC use, and this data is reviewed monthly. The library service looks for regular growth in this figure to measure the effectiveness of the service to reach different groups. In order to more comprehensively measure the demographic and equalities impacts of the proposals, this report looks at 2

	<p>years of active users from the date of the last significant changes in opening hours (April 2022 – May 2024).</p> <p>It should be noted that Active User data does not capture library usage which does not involve a card – such as study space, wifi or events attendance. However, it does give a good indication of library usage and the potential impact of changes to the service as the library service does not routinely collect demographic data for users of services which do not involve a library card. An analysis of the full set of library performance indicators has been undertaken in the Appendix C – Review of Closure Options report.</p>
<p>Summary of EQIA outcome:</p>	<p>This Equality Impact Assessment reviews the impact of the proposals for Bradmore Green and Coulsdon Libraries. The proposals would close Bradmore Green Library, which will release funds to invest in a full-time service at Coulsdon Library and additional open hours at libraries in the south of Croydon, as well as a local outreach offer for the area, including Old Coulsdon.</p> <p>This Equalities Impact Assessment focuses in more detail on the community around Bradmore Green and Coulsdon Libraries, reviewing the library active users data, local area data, and the findings and feedback from local engagement and public consultation between 8 February – 19 April 2024.</p> <p>Through the data research and consultation process, we have identified residents with the following protected characteristics who may be experiencing a negative impact due to 2022 introduction of the parttime service hours, and could experience either potential positive or negative impact of the proposals based on their location:</p> <p>Age: Young children and parents who attend regular under 5 activities Young people who require quiet study space after school and in the holidays Working adults who cannot use libraries because of current opening hours.</p>

Older residents who would benefit from additional opening hours locally in Coulsdon; but others in Old Coulsdon who could not travel and require local mitigations

Sex: Traditionally, higher proportion of women use libraries and will have more impact positive and negative; outreach will ensure the service reaches more male residents.

Disability: those with mobility disabilities who use Bradmore Green Library and cannot travel easily to alternative libraries in other areas/those with physical and hidden disabilities who have said they want their libraries open more hours

Pregnancy and Maternity:

Parents with babies and young children who attend regular library events and establish local connections in the library

Race: Disproportionate impact on white population which forms 68% of the community around Bradmore Green and 84% of Active Users at that library. Older white women in particular attend regular events and borrow books locally. The Black community are underrepresented at Bradmore Green forming 10% of the local population and only 2% of Active Users suggesting they are underserved by the current model. White residents make up 64% of the community around Coulsdon and 68% of Active Users there.

NB: Ethnicity data on library users is incomplete with 49% of Bradmore Green residents reporting.

The EQIAs produced for each area form part of a wider report and assessment of the service with recommendations for the proposed new service model and should be read as part of that document set, including the Cabinet Paper (24th September), Phase 3 Report, Consultation Findings Report and Review of Options for Closure Report.

The mitigation actions will be further updated and reviewed as opportunities emerge and develop.

The Proposals

The impact of the 2022 reduction in opening hours is very negative based on the consultation feedback and poor service performance, and there need to be improvements.

In order to make improvements to the library service overall without any spending increase on libraries, the review proposes closing some library buildings to enable building and staff costs from those sites to be reinvested in improving the rest of the service.

The new model is proposed to provide a small increase in the staffed opening hours in the service as at present but delivered from fewer buildings. This would enable the service to operate sustainably and for staff teams to deliver a more responsive local service. All sites are proposed to be open on Saturdays and the overall opening hours are proposed to increase through further use of self-service access and co-location with other services.

Criteria used to determine closure proposals were:

service performance including usage, location, building suitability and adaptability, impact of change, including population serviced, extent of deprivation, and other public facilities and existing community group use.

Following this review, four library buildings were proposed to close: Bradmore Green, Broad Green, Sanderstead and Shirley See Appendix C – Review of Closure Options for further analysis.

The proposals are designed to enable the Council to meet its statutory obligations to deliver a comprehensive and efficient library service through:

- Maintaining nine library buildings open full time across the borough with three libraries in each geographic area (North, Central, South)
- Creating the capacity for a more targeted, localised approach to

better respond to local areas of need

- Increasing the library opening hours overall and the number of days of library opening, especially Saturday openings
- Improving the service to enable residents to access more services through their local library, in line with the Universal Offers
- Developing the libraries as cultural venues to deliver the legacy of the London Borough of Culture
- Making more efficient use of library buildings

Bradmore Green library is Croydon's smallest neighbourhood library currently open 16 hours (2 days) a week. The library performs well proportionate to its size ranking at 10/13 for loans and 7/13 for visits. However, the building is small and is unsuitable to deliver the full range of the library service offer. Mapping of library user data suggests that many local residents also use Coulsdon Library (see maps at end of document). Analysis of the data also indicates that visitor figures may be unreliable due to the method of counting on entry and the relatively low usage rating across the other metrics (see Appendix C – Review of Closure Options Report).

Bradmore Green's Active library users, residents who have used their library card in the last year, make up 2% of all library users in Croydon, and 4% of the wider Old Coulsdon population of 18,306 residents within 1 mile (1.6k) radius of the library. This figure does not include people who visit the library without using their card, for example for study space or to attend an event, but the low visitor figures overall also indicate that the library service is not currently serving 96% of residents in this wider area.

The proposals to improve the library service would widen the offer geographically, and include areas whose residents are under-represented in library usage figures. This would be achieved through remodelling the offer locally, away from two days

per week service in a fixed building to provision of community book collections and outreach events in other community spaces suggested by local residents.

The proposals would increase opening hours at Coulsdon and Purley Libraries*, two larger libraries in district centres.

Coulsdon Library is well located in a busy shopping district. The library performs well ranking at 6/13 for loans and 5/13 for visits. Coulsdon Library is currently staffed for 3 days a week, including Saturdays, the proposals would increase opening hours to 5 days, with the potential for further extending open hours with open+ technology in future. There is a community garden developed in partnership with The Hive behind the library, offering possibilities of joint activities.

Survey respondents who primarily use Coulsdon said it would make “much easier” (50.5%) and “a bit easier” (34.5%) to use their local library:

- *I think it's great, I'd love to use my local library more but it's not open when I can go*
- *extending library opening hours would extend access to more people.*

If a decision is taken to close Bradmore Green Library in September, the increase in open hours at Coulsdon is expected to take place from January 2025.

Whilst the decision to close libraries is a difficult one, the findings of the review indicate that Croydon residents can be better served overall by a full-time service and a wider offer delivered from fewer buildings with a balance of universal and targeted services to reach those with greatest need. Ongoing engagement with the community will shape and develop the mitigation actions.

Mitigations:

Proposals for closure of Bradmore Green library without mitigation actions in place could have a potential high/negative impact on local active library users, particularly on the young people, young families, disabled and older residents who

visit frequently and take part in regular activities at the library. After scoping the extent of the impact on each of the protected characteristics, we have designed the following range of mitigation actions which would be mobilised in phases from the date of the decision:

Access to alternative library nearby:

Access to Coulsdon Library (1.2 miles), Purley Library (2.5m), Central Library (5.6m). Bradmore Green Library users also visit nearby Surrey libraries near the border which they can use with their Croydon membership as part of The Libraries Consortium. There is a significant overlap of library users for Bradmore Green and Coulsdon Libraries. (please see maps at end of document). There are activities for all ages, including weekly rhymetimes:

- Coulsdon is open 3 days a week inc Saturdays and would be open 5 days a week from January 2025
- Purley is open 2 days a week but would be open 3 days a week from January 2025 and 5 days including Saturdays from April 2025
- Central Library is open 5 days a week but would be open 6 days from April 2025 under these proposals.

Additional rhyme times and events will be programmed at Coulsdon and Purley to accommodate additional demand.

Consultation survey responses indicate the viability of this mitigation in response to: "If four libraries were to close, which other libraries would you visit": Bradmore Green Library users (443) responded: Coulsdon (46%), Purley (6.6%), Central (4.1%), out of Croydon (10.9%). We have focussed additional mitigation actions on the 44.2% (194 respondents) who said "I would not be able to use another library service," and the EQIA focuses on this group in particular.

Local outreach

The proposed new model will create capacity for outreach, including a dedicated team, so that the library service can have a presence and engage communities at other well used local centres. An outreach offer includes community book

collections, regular events and digital support sessions, aligned to existing community activities. Local residents suggested investigating opportunities at Tollers Community Centre and other local venues.

The service would move existing hosted and library activities at Bradmore Green Library to a nearby local venues which have been suggested through the consultation, and researched to confirm the library offer would align with existing programmes and local partners. Once there is a continuity of regular activities established, library staff would begin setting up a community collection based on local requirements. This collection will be maintained by the outreach team, once it is in place (expected April 2025), and the library will have an increased presence at events, health settings, school and education settings to promote the library offer and support with digital access. There will be further engagement with local schools and nurseries, sheltered accommodation, care homes and community groups as the service develops.

Children and families who attend Coulsdon CofE school next door to the library were particularly concerned about the impact and the library service will work with the school to provide access to books.

The Home Library Service will continue to be available for housebound residents, and those in care homes and sheltered accommodation and who cannot visit a library, and this service has already been offered to Bradmore Green residents as part of the consultation.

The digital library is available 24/7 including e-books, e-audio, free online magazines and newspapers, and online learning activities. We will seek to deliver digital support sessions to access these services, and partner with local charities to support residents to access devices.

Bus Transport

There would be provision of a weekly accessible bus shuttle service for residents with access needs to visit their nearest library

Alternative use of the building

If the decision is taken to close the Bradmore Green Library building, the Council will seek alternative operators within the Voluntary & Community Frontline Sector (VCFS) to take on the building for alternative community benefit using a Community Asset Transfer process. Should viable options be forthcoming, the library service will seek to work with any new operators to offer outreach activities from the site.

**Purley Library EQIA is included in Sanderstead, Selsdon and Purley document*

Stage 3: Describe how the proposed change might impact on the council’s ability to undertake the Public Sector Equality Duty and commitment to anti-racism (N.B. this can be both positive or negative):

Eliminating discrimination, harassment, victimisation

Libraries are universal community spaces where users report feeling welcomed without any need to purchase anything or hold any particular faith or other characteristic. The library service seeks to provide local safe spaces and deliver a service offer which supports all users people to develop confidence, social connections and live healthier, independent lives.

The parttime library service hours have limited the capacity of the service to provide the cultural programmes that highlight diverse cultures and information campaigns that work to eliminate discrimination and victimisation.

The closure of the Bradmore Green library building would allow additional staffed days at Coulsdon Library, allowing a full time service to deliver a more extensive programme in a larger centre, and open hours more accessible to residents. An outreach programme would be provided across the area, including locally in Old Coulsdon.

Closure of the Bradmore Green library building will potentially remove this local facility from use, and this report has reviewed the impact on those within each protected characteristic in order to develop local mitigation actions, to ensure the Old Coulsdon residents have an alternative safe space and continuity of activities to make those social connections and feel safe from discrimination, harassment or victimisation.

<p>Advancing equality of opportunity</p>	<p>Public libraries originated from movements to advance equality of opportunity and this remains at the core of their mission including provision of free access to books and information, events and programmes to encourage reading, literacy and learning and support for health and wellbeing.</p> <p>The proposals would reinvest funds from the Bradmore Green library closure to improve the offer across the region, especially at Coulsdon Library, and improve marketing and engagement to reach more residents with the wider library offer.</p> <p>The closure of the Bradmore Green library building would reduce the range of services available in this local area, and this report has reviewed the impact on those within each protected characteristic to ensure opportunities available through library services continue to be available through local mitigations such as outreach.</p> <p>The library service will develop a local library outreach offer from local community venues, especially in Old Coulsdon, in response to local need, including activities for adults, children and families, with particular focus on engaging local families, schools, and older residents at risk of isolation, including engaging with local sheltered accommodation and care homes.</p>
<p>Fostering good relations</p>	<p>Library buildings are important focal points for their communities, as places where people of different ages and backgrounds share the same space, where people can find local information and connect with others and where everyone is welcome. Local residents tell us that library activities such as Rhymetimes bring young children and their parents into a social community setting, sometimes for the first time, and knitting groups value the social and wellbeing benefits of meeting others in their communities.</p> <p>Across Croydon, local residents have urged the Council to increase opening hours to offer a full time library service, because working people and their families cannot access their local library. These proposals would improve the offer for these areas and foster good relations locally with nonusers of the library.</p> <p>We heard during the consultation that local library users value Bradmore Green library as a community resource, connecting the community in Old Coulsdon, and closure of the library building could remove this function and facility. If there is a decision to close the library building, the intention is to offer the building first to the community under the Community Asset Transfer process, and depending on a viable option being forthcoming, it may be possible to host library outreach services in future. The library service will continue to engage with the local Old Coulsdon community to develop other outreach opportunities, especially to provide access to books and regular activities at local venues suggested by residents to ensure there is continuity of service locally.</p>

<p>Embedding anti-racism</p>	<p>Maintaining a local library building ensures that there is a local Council building, operated on principles of anti-racism. Closure of this facility could limit the awareness and scope for proactive anti-racism in the locality.</p> <p>Current opening hours of two days a week for Bradmore Green Library and three days a week at Coulsdon Library already limits the scope and scale of service development. Reducing the number of library buildings by four across the borough, including the closure of Bradmore Green library building, will allow the service to deliver a more effective and impactful service from fewer buildings, as well as a localised programme of outreach and engagement. The proposed outreach programme can better embed the Council’s anti-racism principles across the borough by delivering cultural programmes and a range of books and materials which promote learning and embed anti-racism.</p>

Stage 4: What evidence has been considered and what consultation has been carried out?

<p>Data collection</p>	<p>The following sources of data have been collected and reviewed to consider the impact of the proposals:</p> <ul style="list-style-type: none"> Ordnance Survey (HMSO 2023) – see maps at end of template LSOA data 2021- local and 1-mile radius CIPFA data for 2022-23 – included in Cabinet paper Croydon Observatory data using ONS Census 2021 Croydon Borough Profile June 2024 DPH Research 2022 Library usage and membership data - The Libraries Consortium (TLC) library management system (23 boroughs): Active Users demographics data x 2 years to May 2024. Library Performance data for visits, event attendance, issues, use of PCs, new members, active users (1 year) reported monthly by branch Health and Wellbeing Strategy and Adult Social Care and Health Strategy Mayor’s Business Plan 2022-2026 Chief Executives London Committee’s (CELC) Tackling Racial Inequality Standard <p>The service also engaged consultants Activist to undertake additional research and needs analysis in developing the proposals, as detailed in the following papers from Croydon’s Cabinet on 31st Jan 24:</p>
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<https://democracy.croydon.gov.uk/documents/s53446/Final%20Cabinet%20paper%20-%20Libraries%20Service%20Review.pdf>

This included:

- Primary research: Staff engagement and workshop sessions, external partner meetings held with active groups from the last libraries consultation, internal Council colleague meetings including education, health, communities, adults and assets
- Secondary research – Analysis of libraries usage and membership data, demographic data and need, health inequalities, educational attainment, deprivation, case studies from other library services, insight from previous staff engagement, formal consultation responses and equality impact assessments from the last change process in 2021

The data has been used to understand the current reach and impact of the library service locally in Coulsdon and Old Coulsdon, the needs and demographics of the local population, the impact of the proposed closure and the opportunity through a remodelled service to better respond to local need.

For reference: comparative summary of demographic data reviewed from Libraries Consultation, Library database, Observatory (ONS 2021): For Bradmore Green Library, whose users are more likely to experience a higher negative impact:

Data Category by percentage	Consultation respondents “I would not be able to use another library service” 44.2%	Consultation respondents - Bradmore Green Library is their main library	Bradmore Green Library Active Users - 2 years	1 mile area LSOA level around Bradmore Green library (all usual residents)	Croydon Borough
Total Count: Residents	194*	443**	649***	18306	390716
0 to 19	0.6	0.3	44.4	27.8	25.1
20 to 64	76.6	68.8	29.9	63.7	61.4
65+	22.8	31	25.7	8.5	13.6
Female	73.7	75.5	62.7	52.2	51.2

Male	26.3	24.5	36.4	47.8	48.8
Other	0	0	0.9	0	
White%	83.3	84.6	84.2	68.3	48.4
Asian, Asian British or Welsh %	6.8	6.4	7.3	12.1	17.5
Black, Black British, Black Welsh, Caribbean or African	1.2	2.1	2.8	10.4	22.6
Mixed or Multiple ethnic groups	6.8	5.1	4.1	7.2	7.6
Other ethnic group	1.9	1.9	1.6	2	3.9
Disability	25.3	17.7		13.6	14
LSOAs most deprived				10	17.7

**194 (44.2%) consultation respondents, of 443 who said Bradmore Green is my primary library, said "I would not be able to use another library service." Of these, 167 (86.1%) provided age range information, 171 (88.1%) provided gender information, 162 (83.5%) provided ethnicity information, and 162 (83.5%) provided disability information.*

***443 respondents said Bradmore green was their primary library, but only 384 (86.7%) provided age range information, 387 (87.4%) provided gender information, 376 (84.9%) provided ethnicity information, and 379 (85.6%) provided disability data.*

****Active Users have borrowed a book or logged into a PC/online resource during the last 2 years. Please note Croydon usually reports Active Users over 1 year; in this case we have chosen 2 years over the period of change to opening hours and post-COVID, to be more representative of residents locally who could experience an impact as a result of the proposals to close Bradmore Green Library. Please note that this figure may not capture all visitors. Visitors can attend library events without registering for a library card and will therefore not be counted as an Active user. Only 49% active users provided ethnicity information.*

Consultation

Please refer to **Appendix B - Library Service Review Phase 3 consultation findings report** which analyses the consultation findings from Phases 1-2 as well as Phase 3 feedback in detail.

Online consultation survey 8 February – 19 April 2024 completed by 3,614 respondents, including 200 who completed paper forms. Respondents included 443 (12.3% of all respondents) who stated that Bradmore Green Library was the library they visited most often

Petitions:

Petition to save Bradmore Green 240412: 421 signatories
“Young Voices” Petition April 2024: 259 signatories

Online meetings:

07/02/2024 Webinar for all libraries

26/03/2024 Introduction to community run libraries attended by a wide range of residents

In person engagement in Old Coulsdon/Bradmore Green Library:

19/02/2024 Public Meeting at Congregational Church in Old Coulsdon: 150 attending

20/02/2024 Drop in at library AM: 60 attending

05/04/2024 Drop in at library PM (after school): 200 attending

02/04/2024 Tollers Estate outreach – Youth Bus (8 attending)

18/04/2024 Visit to Coulsdon CofE School next door to library (approximately 100)

In person engagement in Coulsdon Library:

18/03/2024 Drop In at Coulsdon Library: 10 attending

Equalities feedback received during the consultation: (see Appendix B - Library Service Review Phase 3 consultation findings report)

Negative impact of current service: There is a widely-held view among both individuals but also community partners that the reduced opening hours are preventing many people from accessing the library service, particularly working families and children and young people, as well as an awareness that the library service currently isn't reaching many vulnerable people in the community who could benefit.

Impact on Bradmore Green Library users: Among those living in the catchment area of the four libraries proposed for closure who took part in the consultation, there was almost universal opposition to closures and a number of key concerns expressed about using other libraries, including accessibility without a car, parking, safety in Central Croydon and Coulsdon, and the impact on particular groups who would not be able to travel.

The main groups cited were: older people; children and young families; disabled people; those facing mental health or physical health challenges, and global majority communities. For each library these were the groups most identified as at risk from the closure proposals. Feedback included the following comments:

- *When you are over a certain age, and Old Coulsdon is known as an area with an older demographic, and when you are a mum with 3 small children, are you really going to take a bus to Coulsdon?*
- *If I take my car down to Coulsdon with my wheelchair then I cannot get out of the car. It's either Bradmore Green or nothing*
- *I think extending the hours of Coulsdon library is good; you must be aware that parking is a big problem in Coulsdon so access is not always easy.*
- *Transport links between the different areas hinders people moving to other libraries*

Feedback on Mitigations:

Alternative libraries: If four libraries were to close, which other libraries would you visit, and those who identified Bradmore Green as their main library responded: Coulsdon (46%), Purley (7%), Central (4%), and 44% (194 respondents) said "I would not be able to use another library service."

Reviewing the survey responses of those 194 who said they could not use another library service, 44 (22.7%) are Frequent users (once a week), 116 (59.8%) are Regular users (once a month), 34 (17.5%) are occasional users. Of these the largest category 42% (80 residents) are aged 35-54 and white women.

Regarding their top 3 activities at the library, 165 (85.1%) borrow books, 108 (55.7%) take children to an activity in the library, 43 (22.2%) attend learning activities at the library, and 43 (22.2%) get information from staff.

Regarding motivation for using the library, 171 (91.8%) are motivated by convenient location, 94 (48.5%) wanted a good range of physical materials to borrow, 63 (32.5%) staff on hand to help and give advice.

Regarding outreach activities, 79 (48.8%) Children's & young people's activities, 63 (38.9%) family activities, and 40 (24.7%) Information & advice from staff.

A number of people across all libraries shared their thoughts about the possible ideas that could be put in place to mitigate the effects of the proposed closures, which have all been considered in the context of mitigating the impact on those with protected characteristics. These included

- identifying new partners to take over the building or a community managed model; more use of self-service access with support for users to become more comfortable with it; exploring alternative opening hours; the use of volunteers; providing toilet facilities elsewhere.

NB: Alternative proposals for service improvements have been analysed in section 7 of the Cabinet report 25th Sept.

- A large number of participants shared ideas about reaching more people not currently using the library service. These included transport and travel support; provide replacement services, and or opening hours, elsewhere; better service promotion and marketing; improving safety.

Consultation survey feedback from those who primarily use Bradmore Library and suggested outreach venues:
Alternative venues suggested: School/Nursery 109 (30.9%), Local Café 98 (27.8%), College 39 (11%)

Other survey comments from Bradmore Green Library users on mitigations:

- *The community could run the building with support from the library service, there is an opportunity if residents come together*
- *With outreach there would be a much smaller collection and someone else would be choosing what I would be reading and that makes me very unhappy.*
- *Could Open+ work here to keep it open?*
- *We should be increasing the use of libraries as you suggested but some of that could bring in some money.*
- *The idea of going to a nursery school or college is unrealistic as are care homes. They are not public spaces and have a duty of care to those who attend or reside in them. Safeguarding would be an issue.*

Stage 5: Identify any adverse or positive impact and mitigation steps that can be or have been taken

Use the key below to **score** the **likelihood** of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group.

1 = Unlikely to impact
2 = Likely to impact
3 = Certain to impact

Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group.	1 = Low 2 = Medium 3 = High
The score for likelihood and severity are then multiplied.	e.g. Unlikely to impact =1, Low impact =1, total score =1

Characteristics		Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**																														
Protected Characteristics (Equality Act 2010)	Age	3	2	6	<p>Scoring is for both negative & positive impacts outlined below:</p> <p>Scoping extent of potential negative impact: Active users (2 years) by age range registered at Bradmore Green Library, reviewed below (please also refer to data table above for context)</p> <table border="1"> <thead> <tr> <th>Bradmore Green Age Ranges</th> <th>Active Users x 2 years</th> <th>%</th> </tr> </thead> <tbody> <tr> <td><5</td> <td>28</td> <td>4.3%</td> </tr> <tr> <td>5 to 9</td> <td>130</td> <td>20.0%</td> </tr> <tr> <td>10 to 14</td> <td>109</td> <td>16.8%</td> </tr> <tr> <td>15 to 19</td> <td>21</td> <td>3.2%</td> </tr> <tr> <td>20 to 24</td> <td>15</td> <td>2.3%</td> </tr> <tr> <td>25 to 29</td> <td>9</td> <td>1.4%</td> </tr> <tr> <td>30 to 34</td> <td>12</td> <td>1.8%</td> </tr> <tr> <td>35 to 39</td> <td>26</td> <td>4.0%</td> </tr> <tr> <td>40 to 44</td> <td>35</td> <td>5.4%</td> </tr> </tbody> </table>	Bradmore Green Age Ranges	Active Users x 2 years	%	<5	28	4.3%	5 to 9	130	20.0%	10 to 14	109	16.8%	15 to 19	21	3.2%	20 to 24	15	2.3%	25 to 29	9	1.4%	30 to 34	12	1.8%	35 to 39	26	4.0%	40 to 44	35	5.4%	<p>Mitigation Actions:</p> <p>1.1 Maintaining nine library buildings open full time across the borough with three libraries in each geographic area (North, Central, South), increasing opening hours in a phased approach from January and April and offering additional activities in nearest libraries to serve additional demand such as rhymetimes</p> <p>1.2. Provision of a scheduled weekly accessible bus shuttle service for residents with access needs to visit their nearest library</p>
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				<p>Active users: 44% are under 20, (41% are under 16), the largest group, higher than 26% in local area profile</p> <p>Consultation: Children’s feedback was captured in drop in sessions and a visit to the local school, but could not be used in a comparative way with the feedback from adults and older residents in the consultation survey. Children and young people participated minimally in the survey (0.3% aged 0-19) which was aimed at people aged 16+.</p> <p>20-64</p> <p>Active users: 30% are adults 20-64, much less than 56.6% local area profile. Consultation feedback from local residents suggests the 2 days per week opening hours and closure in evenings and on Saturdays limits access to all and prevents working adults from using the library.</p> <p>Consultation: this group provided 68.8% of Bradmore Green Library consultation responses, and represents 76.6% of those who said they would not be able to use another library service, with the largest group aged 35-44 (30.7%). The consultation findings suggest many are parents who bring their children to library events.</p>	<p>as an alternative. Because digital access and skills are often a barrier to accessing the digital services, a programme of promotion and training would be required, and the service is already delivering a grant funded digital skills programme in partnership with voluntary partner Clear Community Web.</p> <p>1.5 Communicate alternative routes to access library services with local residents and groups to support residents of all ages with their choices during the transition of the service, including publicity and information regarding changes, alternative venues for existing activities and groups, change of registered local library, potential use of Home Library Service, support using the digital library. Engagement to be undertaken with existing groups running in libraries proposed to close to</p>

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				<p>65+ Active Users: 26% are older adults 65+, higher than 17.4% local area profile. Consultation: this group provided 31% of consultation responses, and represent 22.8% of those who said they would not be able to use another library service, and many disclosed a disability which would prevent them travelling to an alternative library. Regular Library Activities specific to age groups: Last year there were 76 regular events & activities at Bradmore Green Library including 44 rhymetimes for under 5s, Summer Reading Challenge, and a range of activities for adults including a reading group, craft groups and IT support. Class visits: 245 school children visited over the year.</p> <p>Of the 194 survey respondents who said “I would not be able to use another library service” the most important services, after borrowing books (85.1%):</p> <ul style="list-style-type: none"> • 55.7% take children to an activity in the library • 22.2% attend learning activities at the library • 22.2% get information from staff <p>The activities most requested:</p>	<p>make alternative arrangements for their offer</p> <p>2. Library outreach</p> <p>2.1 Establish library outreach activities in local venues. This is a key element of the overall library review proposals, not just a mitigation for closure, but essential to reach a wider community with library services. For those 4 libraries proposed to close, staff would facilitate moving existing community activities to local venues to ensure continuity. From April the outreach offer will include a number of venues with community book collections and regular outreach activities that align with the offer at the local venue.</p> <p>2.2 Take into account consultation survey feedback on alternative venues suggested by local residents in Old Coulsdon:</p>

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				<ul style="list-style-type: none"> • 48.8% Children's & young people's activities • 38.9% Family activities • 24.7% Information & advice from staff <p>The impact is high for Age due to the potential negative impact on children, families and older adults, and their ability to travel to an alternative or access the digital offer.</p> <p>Negative impact of current service The consultation respondents from Bradmore Green and Coulsdon Libraries all agreed that the current level of staffed opening hours, especially the lack of late openings and Saturdays, did not meet their needs. The current part time opening hours, lack of capacity for promotion, local programmes or outreach, has had a negative impact on the success of these libraries and of their active users of all age groups illustrated here:</p> <table border="1" data-bbox="1003 1102 1541 1447"> <thead> <tr> <th>Age range</th> <th>%Active Users Bradmore Green</th> <th>% Active Users Coulsdon</th> </tr> </thead> <tbody> <tr> <td>Age Totals</td> <td>649</td> <td>1645</td> </tr> <tr> <td><5</td> <td>4.3%</td> <td>5.6%</td> </tr> <tr> <td>5 to 9</td> <td>20.0%</td> <td>19.3%</td> </tr> <tr> <td>10 to 14</td> <td>16.8%</td> <td>11.7%</td> </tr> </tbody> </table>	Age range	%Active Users Bradmore Green	% Active Users Coulsdon	Age Totals	649	1645	<5	4.3%	5.6%	5 to 9	20.0%	19.3%	10 to 14	16.8%	11.7%	<ul style="list-style-type: none"> • School/Nursery 109 (30.9%) • Local Café 98 (27.8%) • College 39 (11%) <p>2.3 The library service will pilot regular outreach activity in communities impacted by closures during the transitional phase between November and March with a full schedule launched in April.</p> <p>2.4 The Council will seek alternative operators within the voluntary, community and faith sectors for any buildings no longer managed by the library service using a Community Asset Transfer process. Should viable options be forthcoming, the library service will seek to work with any new operators to offer outreach activities from the site.</p> <p>3. Further Engagement</p>
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				<p>The proposals would have a positive impact on access for all ages by increasing open hours, especially the working parents, school children and young children who cannot easily access the library now.</p> <p>There could be a high positive impact for residents who do not use the libraries in the same age categories, who do not know about free activities, digital support and access to free books and information would benefit from additional open hours, outreach and targeted promotion, and the service needs to reach more residents in this way as outlined below: Current active users (2 years) represent approximately 10% of all Croydon residents, but it's lower for individual parttime libraries: Coulsdon Library (open 3 days/inc Saturday) serves 6.7% of residents within 1 mile of the library</p> <table border="1" data-bbox="1003 1058 1536 1406"> <thead> <tr> <th>Coulsdon Library</th> <th>Library Active Users</th> <th>Coulsdon LSOA Area</th> </tr> </thead> <tbody> <tr> <td>% by age</td> <td>1645</td> <td>24606</td> </tr> <tr> <td>Ages 0 – 19</td> <td>41</td> <td>25.1</td> </tr> <tr> <td>Ages 20 – 64</td> <td>41</td> <td>57.6</td> </tr> <tr> <td>Ages 65 +</td> <td>18</td> <td>17.2</td> </tr> </tbody> </table>	Coulsdon Library	Library Active Users	Coulsdon LSOA Area	% by age	1645	24606	Ages 0 – 19	41	25.1	Ages 20 – 64	41	57.6	Ages 65 +	18	17.2	<ul style="list-style-type: none"> Local Community Partnerships network engagement <p>The mitigation actions will be further updated and reviewed as opportunities emerge and develop.</p>
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				<p>Bradmore Green Library (open 2 days/not Saturday) serves 3.5% of residents within 1 mile of the library, and it is the intention of the service to provide continuity of service at one or more nearby outreach venues.</p> <p>Of those who said they primarily use Bradmore Green Library in the consultation survey (443), 35.4% would use Coulsdon Library and 4.4% would use Croydon Central Library. Those Old Coulsdon residents who also use other libraries would benefit from access to improved open hours and wider range of activities possible at these alternative Croydon libraries.</p> <p>Local outreach: Bradmore Green residents, especially 194 (44%) who said in the survey they cannot access other libraries, will need local outreach and other mitigations for continuity of service as stated. Capacity for outreach will also benefit the wider area, with staff visiting nurseries, schools, care homes, community centres, etc, ensuring library services are promoted and accessible to a much wider population of residents of all ages.</p> <p>Additional Activities: Additional staffed opening hours will allow more activities to take place from a fulltime</p>	

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				<p>Coulsdon Library, which will have a high positive impact for all ages and increase attendance.</p> <p>It is the intention of the library service to rehome current regular activities that take place in Bradmore Green Library, especially rhymetimes for families with under 5's, the reading group and other regular community activities, providing continuity locally (see above summary of activities). Additionally, the proposals would allow capacity to run more activities at Coulsdon Library during a fulltime week.</p> <p>Last year Coulsdon Library (open 3 staffed days inc Saturdays) provided 138 activities with 1524 attending, including 51 Rhymetimes and 8 class visits (231 children) and 441 attendances at regular adult groups including reading group, knitting group, health groups and talks.</p> <p>Full time opening at Coulsdon Library could greatly increase the offer for children, and provide capacity for more adult activities, and intergenerational activities, which would have a high positive impact on all ages, reflected in the scoring for the age characteristic.</p>	

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Disability	3	2	6	<p>Scores are for potential negative and positive impact as outlined below:</p> <p>Scoping potential negative impact for proposed closure of Bradmore Green Library: The local area data suggests 13% of Bradmore Green residents have a disability of some kind, which is slightly less than the overall Croydon average.</p> <p>Active Library Users: There is no meaningful data from the library service database, which collects information on disability only if it is volunteered. As it is not mandatory, it is not held in statistically meaningful quantities. Libraries provide Equalities Act compliant spaces in most libraries, and at Bradmore Green Library there are accessible toilet facilities and free parking.</p> <p>Consultation survey data for 443 survey respondents who use Bradmore Green Library, 379 who provided disability information indicates that 17.7% reported a disability, and local residents highlighted disability and benefits of local access to library services as an equalities issue during face to face meetings and discussions with local</p>	<p>Mitigation actions:</p> <p>Mitigation Actions:</p> <p>1.1 Maintaining nine library buildings open full time across the borough with three libraries in each geographic area (North, Central, South), increasing opening hours in a phased approach from January and April and offering additional activities in nearest libraries to serve additional demand such as rhymetimes</p> <p>1.2. Provision of a scheduled weekly accessible bus shuttle service for residents with access needs to visit their nearest library</p> <p>1.3 Home Library Service provision (free of charge) is available now, especially for older residents or those with a disability, who cannot travel to</p>

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				<p>residents, particularly the level access and parking available at Bradmore Green Library.</p> <p>Of the 194 Bradmore Green Library users who said “I would not be able to use another library service”, 162 provided disability information and 25.3% have a disability. The disabilities include: 48% mobility 13% sight, 13% hearing, others asthma, learning disability and hidden disabilities.</p> <p>Negative impact of current service The consultation respondents from Bradmore Green and Coulsdon Libraries all agreed that the current level of staffed opening hours, especially the lack of late openings and Saturdays, did not meet their needs. The current part time opening hours, lack of capacity for promotion, local programmes or outreach, has had a negative impact on all library users, including those with a disability.</p> <p>Scoping potential positive impact for additional opening hours at Coulsdon Library:</p> <p>Consultation survey:</p> <p>The local area data (ONS) suggests 12.5% of Coulsdon residents have a disability of some</p>	<p>another location and would like a regular delivery of books to their home. Residents in the areas served by the 4 libraries proposed to close already access this service, including those in sheltered accommodation and care homes, and we would extend this free service to anyone of any age who cannot visit their local library.</p> <p>1.4 Free 24/7 digital library of 60,000 ebooks/eaudiobooks, hundreds of online magazines, and thousands of newspapers. In the consultation feedback, nearly 15% said it was one of their top 3 services, and some survey respondents from the 4 libraries proposed to close said they would use this service as an alternative. Because digital access and skills are often a barrier to accessing the digital services, a programme of promotion and training would be</p>

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				<p>kind, which is less on average than the overall Croydon average of 14%.</p> <p>From the consultation feedback, Coulsdon : (193 respondents): 14% have a disability (48% mobility, 18.5% hearing, 7% sight, 15.8% autism/ADHD, 25.9% hidden disabilities).</p> <p>Those with a disability for whom Coulsdon is their regular library, were asked about increasing open hours, and 66.7% stated “it would make it much easier to visit a library at a time convenient for me,” 37% said “it will make it a bit easier,” with typical comments “This will enable me to visit more often”</p> <p>For this reason the scoring for disability is also high positive impact.</p>	<p>required, and the service is already delivering a grant funded digital skills programme in partnership with voluntary partner Clear Community Web.</p> <p>1.5 Communicate alternative routes to access library services with local residents and groups to support residents of all ages with their choices during the transition of the service, including publicity and information regarding changes, alternative venues for existing activities and groups, change of registered local library, potential use of Home Library Service, support using the digital library. Engagement to be undertaken with existing groups running in libraries proposed to close to make alternative arrangements for their offer</p> <p>2. Library outreach</p>

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					<p>2.3 The library service will pilot regular outreach activity in communities impacted by closures during the transitional phase between November and March with a full schedule launched in April.</p> <p>2.4 The Council will seek alternative operators within the voluntary, community and faith sectors for any buildings no longer managed by the library service using a Community Asset Transfer process. Should viable options be forthcoming, the library service will seek to work with any new operators to offer outreach activities from the site.</p> <p>3. Further Engagement</p> <p>3.1 Develop library forums of local residents and community partners to act as a reference group and inform future</p>

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					<p>development and improvement of the library service</p> <p>3.2 Ongoing review of library services with community groups and library users to ensure all ages are represented and served by new model:</p> <ul style="list-style-type: none"> • Children and families who attend regular library events, who might not be able to travel to another library because of a disability • Schools, nurseries, children’s centres and other local groups that support children with disabilities • Adults who attend regular library events who might have physical or hidden disabilities • Health & wellbeing organisations • Voluntary, Community & Faith groups who provide services for those with a

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					<p>disability, especially to engage with those who do not use the library service</p> <ul style="list-style-type: none"> Local Community Partnerships network engagement <p>The mitigation actions will be further updated and reviewed as opportunities emerge and develop.</p>
Gender Reassignment	1	1	1	<p>No Impact/Unknown:</p> <p>ONS Census Data from 2021 suggests Croydon's transgender population is 1% of the overall population, but the consultation and engagement did not reveal the extent to which the proposed changes to libraries would have a positive or negative impact on this group.</p> <p>The Library service does not collect information regarding gender reassignment because it is not required for the service and would exceed GDPR limits for collecting data.</p>	<p>There is no indication from the feedback that a specific mitigation is required for this protected characteristic, but the library service would continue to engage with local community groups, cultural groups, public health and mental health charities to ensure the service development and programming will continue to provide activities, information and a welcoming space for underserved or marginalised groups, including transgender residents, and those proposing to undergo, or in the process of undergoing the</p>

Characteristics	Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**
Marriage or Civil Partnership	1	1	1	<p>No Impact/Unknown</p> <p>The Library service does not collect information regarding marriage and civil partnership because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>Reviewing the survey data, the majority of respondents were married or in a civil partnership:</p> <p>Bradmore Green Library (427 responses): 59.8% Married/Civil Partnership, 3.3% Separated/Divorced, 6.1% Widowed, 10% Never married, 20.6% Prefer not to say</p> <p>Coulsdon Library (213 responses): 62% of Married/Civil partnership, 5.2% Separated/Divorced, 3.8% Widowed, 32% Never married, 14.1% Prefer not to say.</p> <p>There was no specific feedback during the consultation process that the proposals would have a negative impact on residents on the basis of marriage and civil partnership.</p>	<p>process of reassigning their gender.</p> <p>There is no indication from the feedback that a mitigation is required for this protected characteristic, but the library service would work in partnership with all groups to improve access to the library service offer and ensure the service was inclusive to all.</p>

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	Pregnancy and Maternity	2	2	4	<p>Scoping Potential negative and positive impact:</p> <p>Active Users: The Library service does not collect information regarding pregnancy and maternity because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>However all libraries host free weekly rhymetime activities, babies can have a library card, and parents can borrow books for their babies as well as books on pregnancy and parenting from all libraries. Bradmore Green Library staff provided 44 rhymetimes last year with total attendance of 312.</p> <p>Consultation: Bradmore Green Library users were asked Which library services do you use most often?: 210 (47.5%) take children to activities in a library and borrow books for their children. Many respondents referred to the health and wellbeing benefits they derived from library activities, that gave them community connection and reduced isolation, and of the socialisation benefits for their babies. Of the 194 respondents to the consultation survey who said they could not</p>	<p>Mitigation Actions:</p> <p>1.1 Maintaining nine library buildings open full time across the borough with three libraries in each geographic area (North, Central, South), increasing opening hours in a phased approach from January and April and offering additional activities in nearest libraries to serve additional demand such as rhymetimes</p> <p>1.2. Provision of a scheduled weekly accessible bus shuttle service for residents with access needs to visit their nearest library</p> <p>1.3 Home Library Service provision (free of charge) is available now, especially for older residents or those with a disability, who cannot travel to another location and would like a regular delivery of books to their home. Residents in the areas</p>

Characteristics	Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**
				<p>use any other libraries, 5.9% had a baby in last 12 months</p> <p>Without mitigations, any reduction of these current services could have a negative impact on the protected characteristic of Pregnancy and Maternity.</p> <p>Potential positive impact: Unlike libraries in other boroughs, Croydon libraries does not provide full time open hours to families of young children in Croydon, and many libraries in district centres are not open on Saturdays, traditionally the busiest days. This has had a high negative impact on working parents who cannot take their children to a library for free children’s activities and access to books on a weekday of their choice or a Saturday.</p> <p>Of the libraries used by residents in this area, only Coulsdon is open on a Saturday. Both Bradmore Green and Purley Libraries are closed on Saturdays. By closing Bradmore Green Library building, the service could staff Coulsdon Library fulltime and would additionally open Purley on Saturdays.</p> <p>Coulsdon Library staff provided 51 Rhymetimes last year with 350 attendees</p>	<p>served by the 4 libraries proposed to close already access this service, including those in sheltered accommodation and care homes, and we would extend this free service to anyone of any age who cannot visit their local library.</p> <p>1.4 Free 24/7 digital library of 60,000 ebooks/eaudiobooks, hundreds of online magazines, and thousands of newspapers. In the consultation feedback, nearly 15% said it was one of their top 3 services, and some survey respondents from the 4 libraries proposed to close said they would use this service as an alternative. Because digital access and skills are often a barrier to accessing the digital services, a programme of promotion and training would be required, and the service is already delivering a grant funded digital skills programme in</p>

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				<p>under 5 and their parents/carers last year, and being open additional days would greatly increase engagement in the area by allowing a full programme of activities and make it easier for parents to drop in without finding the library is closed.</p> <p>For Bradmore Green library users who could not travel, there will be regular outreach activities, especially rhymetimes. From those 194 who could not travel to an alternative library, the most important outreach activities were Children's & young people's activities 79 (48.8%) and Family activities 63 (38.9%).</p> <p>With Coulsdon Library operating fulltime, Saturday openings in Purley and outreach in Old Coulsdon for Bradmore Green parents, there would be a high positive impact on the protected characteristic of Pregnancy and Maternity.</p>	<p>partnership with voluntary partner Clear Community Web.</p> <p>1.5 Communicate alternative routes to access library services with local residents and groups to support residents of all ages with their choices during the transition of the service, including publicity and information regarding changes, alternative venues for existing activities and groups, change of registered local library, potential use of Home Library Service, support using the digital library. Engagement to be undertaken with existing groups running in libraries proposed to close to make alternative arrangements for their offer</p> <p>2. Library outreach</p> <p>2.1 Establish library outreach activities in local venues. This is a key element of the overall library review proposals, not just</p>

Characteristics	Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**
					<p>a mitigation for closure, but essential to reach a wider community with library services. For those 4 libraries proposed to close, staff would facilitate moving existing community activities to local venues to ensure continuity. From April the outreach offer will include a number of venues with community book collections and regular outreach activities that align with the offer at the local venue.</p> <p>2.2 Take into account consultation survey feedback on alternative venues suggested by local Old Coulsdon residents:</p> <ul style="list-style-type: none"> • School/Nursery 109 (30.9%) • Local Café 98 (27.8%) • College 39 (11%) <p>2.3 The library service will pilot regular outreach activity in communities impacted by closures during the transitional</p>

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					<p>phase between November and March with a full schedule launched in April.</p> <p>2.4 The Council will seek alternative operators within the voluntary, community and faith sectors for any buildings no longer managed by the library service using a Community Asset Transfer process. Should viable options be forthcoming, the library service will seek to work with any new operators to offer outreach activities from the site.</p> <p>3. Further Engagement</p> <p>3.1 Develop library forums of local residents and community partners to act as a reference group and inform future development and improvement of the library service</p> <p>3.2 Ongoing review of library services with community groups</p>

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					<p>and library users to ensure all ages are represented and served by new model:</p> <ul style="list-style-type: none"> • Children and families who attend regular library events, who might not be able to travel to another library • Schools, nurseries, children’s centres and other local groups that support families • Adults who attend regular library events • Health & wellbeing organisations • Voluntary, Community & Faith groups who provide services, especially to engage with those who do not use the library service • Local Community Partnerships network engagement <p>The mitigation actions will be further updated and reviewed as</p>

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						opportunities emerge and develop.
	Race	2	2	4	<p>The potential impact is unknown from the feedback, but could have a positive or negative impact based on the data:</p> <p>Croydon is an ethnically diverse borough with 51.6% of the population from a global majority background with the largest groups being people of Black ethnicities (22.6%) and people of Asian ethnicities (17.5%). Croydon overall has seen a shift in ethnic profile over the last 10 years with an increase in global majority populations and decrease in white population.</p> <p>Potential negative impact:</p> <p>Old Coulsdon Lower Layer Super Output Areas have a higher proportion of white residents than the borough population, reflected in the library active users ethnicity breakdown and consultation engagement.</p> <p>Active Users by Ethnicity:</p>	<p>Mitigation Actions:</p> <p>1.1 Maintaining nine library buildings open full time across the borough with three libraries in each geographic area (North, Central, South), increasing opening hours in a phased approach from January and April and offering additional activities in nearest libraries to serve additional demand such as rhymetimes</p> <p>1.2. Provision of a scheduled weekly accessible bus shuttle service for residents with access needs to visit their nearest library</p> <p>1.3 Home Library Service provision (free of charge) is available now, especially for older residents or those with a disability, who cannot travel to</p>

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				<p>the proposed outreach to community groups is needed and could have a high positive impact in the Old Coulsdon area, especially near the Tollers estate where local residents expressed enthusiasm for library services outreach in the Tollers community centre during the consultation.</p> <p>Increasing opening hours at Coulsdon Library, to create a fulltime service in a larger district centre, would greatly increase services to all local ethnicities. Coulsdon library, open on a Saturday, currently serves a more representative profile by ethnicity, based on the data available.</p> <table border="1" data-bbox="1003 911 1659 1219"> <thead> <tr> <th data-bbox="1003 911 1160 1011">Ethnicity</th> <th data-bbox="1160 911 1328 1011">Coulsdon Library*</th> <th data-bbox="1328 911 1507 1011">Coulsdon Area</th> <th data-bbox="1507 911 1659 1011">Croydon</th> </tr> </thead> <tbody> <tr> <td data-bbox="1003 1011 1160 1054">White</td> <td data-bbox="1160 1011 1328 1054">68.2</td> <td data-bbox="1328 1011 1507 1054">64.7</td> <td data-bbox="1507 1011 1659 1054">48.4</td> </tr> <tr> <td data-bbox="1003 1054 1160 1098">Asian</td> <td data-bbox="1160 1054 1328 1098">17.1</td> <td data-bbox="1328 1054 1507 1098">15.8</td> <td data-bbox="1507 1054 1659 1098">14.6</td> </tr> <tr> <td data-bbox="1003 1098 1160 1141">Black</td> <td data-bbox="1160 1098 1328 1141">7.5</td> <td data-bbox="1328 1098 1507 1141">10</td> <td data-bbox="1507 1098 1659 1141">17.5</td> </tr> <tr> <td data-bbox="1003 1141 1160 1184">Mixed</td> <td data-bbox="1160 1141 1328 1184">6.5</td> <td data-bbox="1328 1141 1507 1184">6.9</td> <td data-bbox="1507 1141 1659 1184">6.5</td> </tr> <tr> <td data-bbox="1003 1184 1160 1219">Other</td> <td data-bbox="1160 1184 1328 1219">0.6</td> <td data-bbox="1328 1184 1507 1219">2.5</td> <td data-bbox="1507 1184 1659 1219">3.2</td> </tr> </tbody> </table> <p><i>*only 40% provided ethnicity data</i></p>	Ethnicity	Coulsdon Library*	Coulsdon Area	Croydon	White	68.2	64.7	48.4	Asian	17.1	15.8	14.6	Black	7.5	10	17.5	Mixed	6.5	6.9	6.5	Other	0.6	2.5	3.2	<p>required, and the service is already delivering a grant funded digital skills programme in partnership with voluntary partner Clear Community Web.</p> <p>1.5 Communicate alternative routes to access library services with local residents and groups to support residents of all ages with their choices during the transition of the service, including publicity and information regarding changes, alternative venues for existing activities and groups, change of registered local library, potential use of Home Library Service, support using the digital library. Engagement to be undertaken with existing groups running in libraries proposed to close to make alternative arrangements for their offer</p> <p>2. Library outreach</p>
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				<p>This could have a potential high positive impact on the wider area in respect to the protected characteristic of race.</p>	<p>2.1 Establish library outreach activities in local venues. This is a key element of the overall library review proposals, not just a mitigation for closure, but essential to reach a wider community with library services. For those 4 libraries proposed to close, staff would facilitate moving existing community activities to local venues to ensure continuity. From April the outreach offer will include a number of venues with community book collections and regular outreach activities that align with the offer at the local venue.</p> <p>2.2 Take into account consultation survey feedback on alternative venues suggested by local Old Coulsdon residents:</p> <ul style="list-style-type: none"> • School/Nursery 109 (30.9%) • Local Café 98 (27.8%) • College 39 (11%)

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					<p>development and improvement of the library service</p> <p>3.2 Ongoing review of library services with community groups and library users to ensure all ages are represented and served by new model:</p> <ul style="list-style-type: none"> • Focussed engagement with partners representing impacted ethnic communities • Children & families who attend regular library events • Schools, nurseries, children’s centres and other local groups • Health & wellbeing organisations • Voluntary, Community & Faith groups attended by diverse communities, especially to engage with those who do not use the library service

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					<ul style="list-style-type: none"> Local Community Partnerships network engagement <p>The mitigation actions will be further updated and reviewed as opportunities emerge and develop.</p>
Religion or Belief	1	1	1	<p>Low/Unknown impact:</p> <p>Croydon Borough Profile 2023: Just under half (48.9%) of Croydon respondents for the Census 2021 stated they were “Christian” compared to 56.4% for the Census 2011. About 1 in 4 (25.9%) stated that they had no religion compared to 1 in 5 (20.0%) for Census 2011. Croydon people following the Muslim religion are the second biggest religious group, after Christians, increasing from 8.1% to 10.4% over the 10 years to March 2021.</p> <p>Active Users: The Library service does not collect information regarding Religion & Belief because it is not required for the service and would exceed GDPR limits for collecting data. Libraries do provide books on world religions and space for information displays.</p>	<p>Mitigation Actions:</p> <p>Engagement to continue with local community groups from point of decision, including faith groups, to ensure the service development and programming will engage with underserved or marginalised groups, seeking to ensure the library services are welcoming to all.</p> <p>In developing an outreach plan, there have been opportunities identified with faith organisations, as well as other community groups, to identify a local venue to establish library outreach activities for all ages. The outreach proposals are key</p>

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				<p>Consultation: The data from Bradmore Green (443) and Coulsdon (220) are roughly consistent with the Borough Profile with higher majority Christian/No Religion and smaller percentage other religions.</p> <table border="1" data-bbox="1003 576 1617 860"> <thead> <tr> <th>Consultation Profile %</th> <th>Bradmore Green</th> <th>Coulsdon</th> </tr> </thead> <tbody> <tr> <td>Christian</td> <td>51.1</td> <td>42</td> </tr> <tr> <td>Hindu</td> <td>1.4</td> <td>2.8</td> </tr> <tr> <td>Muslim</td> <td>0</td> <td>3.3</td> </tr> <tr> <td>Other</td> <td>3.9</td> <td>3.8</td> </tr> <tr> <td>No religion</td> <td>20</td> <td>31.6</td> </tr> </tbody> </table> <p>Data from the 194 Bradmore Green Library users who said "I would not be able to use another library service," 182 (93.8%) provided information on religion,:</p> <table border="1" data-bbox="1003 1083 1323 1367"> <tbody> <tr> <td>Christian</td> <td>47.3</td> </tr> <tr> <td>Hindu</td> <td>1.6</td> </tr> <tr> <td>Muslim</td> <td>1.6</td> </tr> <tr> <td>Other</td> <td>2.8</td> </tr> <tr> <td>No religion</td> <td>20.9</td> </tr> <tr> <td>Prefer not to say</td> <td>25.8</td> </tr> </tbody> </table>	Consultation Profile %	Bradmore Green	Coulsdon	Christian	51.1	42	Hindu	1.4	2.8	Muslim	0	3.3	Other	3.9	3.8	No religion	20	31.6	Christian	47.3	Hindu	1.6	Muslim	1.6	Other	2.8	No religion	20.9	Prefer not to say	25.8	<p>to reaching a wider community, not just a mitigation for closure, and faither organisations offer universal community support and activities across Croydon. We would seek to work in partnership to deliver library services alongside an existing offer, providing a community book collection and library activities.</p>
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					There was no feedback from the consultation to suggest a negative or positive impact of the proposals on the basis of the protected characteristic of Religion and Belief.																					
	Sex	3	2	6	<p>Scoping the Potential negative and positive impact:</p> <p>Active Users: Based on the Active user data for Bradmore Green Library, the proposed closure could have a disproportionately higher negative impact on women than men:</p> <p>Sex breakdown:</p> <table border="1"> <thead> <tr> <th>Sex</th> <th>Library</th> <th>Bradmore Green</th> <th>Croydon</th> </tr> </thead> <tbody> <tr> <td>% by sex</td> <td>649</td> <td>10,110</td> <td>390727</td> </tr> <tr> <td>Female</td> <td>62.7</td> <td>52.2%</td> <td>48%</td> </tr> <tr> <td>Male</td> <td>36.4</td> <td>47.8%</td> <td>52%</td> </tr> <tr> <td>Other</td> <td>0.9</td> <td>0.0%</td> <td>0</td> </tr> </tbody> </table> <p>The higher percentage of female users is in line with traditional library use. Women are more likely to attend library events, and mothers are more likely to bring small children to library activities.</p>	Sex	Library	Bradmore Green	Croydon	% by sex	649	10,110	390727	Female	62.7	52.2%	48%	Male	36.4	47.8%	52%	Other	0.9	0.0%	0	<p>Mitigation Actions:</p> <p>1.1 Maintaining nine library buildings open full time across the borough with three libraries in each geographic area (North, Central, South), increasing opening hours in a phased approach from January and April and offering additional activities in nearest libraries to serve additional demand such as rhymetimes</p> <p>1.2. Provision of a scheduled weekly accessible bus shuttle service for residents with access needs to visit their nearest library</p> <p>1.3 Home Library Service provision (free of charge) is available now, especially for</p>
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				<p>Consultation: Of the 194 Bradmore Green library users who said “I would not be able to use another library service,” 73.7% were female and 26.3% male. (6.6% preferred not to give sex information).</p> <p>Women who are active users of Bradmore Green Library are more likely to experience a negative impact from the closure of Bradmore Green Library and mitigations will be required.</p> <p>Positive Impact:</p> <p>Active Users: Additional open hours at Coulsdon Library would have a potential positive impact on Active Users, particularly women as profiled below:</p> <table border="1" data-bbox="1003 948 1431 1259"> <thead> <tr> <th data-bbox="1003 948 1151 1059">Sex</th> <th data-bbox="1151 948 1330 1059">Coulsdon Library Users</th> <th data-bbox="1330 948 1431 1059">%</th> </tr> </thead> <tbody> <tr> <td data-bbox="1003 1059 1151 1134">% by sex</td> <td data-bbox="1151 1059 1330 1134">1645</td> <td data-bbox="1330 1059 1431 1134"></td> </tr> <tr> <td data-bbox="1003 1134 1151 1177">Female</td> <td data-bbox="1151 1134 1330 1177">1014</td> <td data-bbox="1330 1134 1431 1177">61.6</td> </tr> <tr> <td data-bbox="1003 1177 1151 1220">Male</td> <td data-bbox="1151 1177 1330 1220">625</td> <td data-bbox="1330 1177 1431 1220">38</td> </tr> <tr> <td data-bbox="1003 1220 1151 1259">Other</td> <td data-bbox="1151 1220 1330 1259">6</td> <td data-bbox="1330 1220 1431 1259">.4</td> </tr> </tbody> </table> <p>Of the 93.9% Coulsdon Library users who provided feedback on their sex, 73.5% Female and 26.5% Male, they provided feedback on the proposals to increase</p>	Sex	Coulsdon Library Users	%	% by sex	1645		Female	1014	61.6	Male	625	38	Other	6	.4	<p>older residents or those with a disability, who cannot travel to another location and would like a regular delivery of books to their home. Residents in the areas served by the 4 libraries proposed to close already access this service, including those in sheltered accommodation and care homes, and we would extend this free service to anyone of any age who cannot visit their local library.</p> <p>1.4 Free 24/7 digital library of 60,000 ebooks/eaudiobooks, hundreds of online magazines, and thousands of newspapers. In the consultation feedback, nearly 15% said it was one of their top 3 services, and some survey respondents from the 4 libraries proposed to close said they would use this service as an alternative. Because digital access and skills are often a barrier to accessing the digital</p>
Sex	Coulsdon Library Users	%																		
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				<p>opening hours, the majority said “it would make visiting a library more convenient for me” 46.5% much more, 21% a bit more, although for 15% it would not make much difference.</p> <p>An outreach programme in Old Coulsdon, and additional opening at Purley Library, especially on Saturdays, could also have a potential high positive impact for all sexes, especially women.</p>	<p>services, a programme of promotion and training would be required, and the service is already delivering a grant funded digital skills programme in partnership with voluntary partner Clear Community Web.</p> <p>1.5 Communicate alternative routes to access library services with local residents and groups to support residents of all ages with their choices during the transition of the service, including publicity and information regarding changes, alternative venues for existing activities and groups, change of registered local library, potential use of Home Library Service, support using the digital library. Engagement to be undertaken with existing groups running in libraries proposed to close to make alternative arrangements for their offer</p> <p>2. Library outreach</p>

Characteristics	Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**
					<p>2.1 Establish library outreach activities in local venues. This is a key element of the overall library review proposals, not just a mitigation for closure, but essential to reach a wider community with library services. For those 4 libraries proposed to close, staff would facilitate moving existing community activities to local venues to ensure continuity. From April the outreach offer will include a number of venues with community book collections and regular outreach activities that align with the offer at the local venue.</p> <p>2.2 Take into account consultation survey feedback on alternative venues suggested by local Old Coulsdon residents:</p> <ul style="list-style-type: none"> • School/Nursery 109 (30.9%) • Local Café 98 (27.8%) • College 39 (11%)

Characteristics	Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**
					<p>2.3 The library service will pilot regular outreach activity in communities impacted by closures during the transitional phase between November and March with a full schedule launched in April.</p> <p>2.4 The Council will seek alternative operators within the voluntary, community and faith sectors for any buildings no longer managed by the library service using a Community Asset Transfer process. Should viable options be forthcoming, the library service will seek to work with any new operators to offer outreach activities from the site.</p> <p>3. Further Engagement</p> <p>3.1 Develop library forums of local residents and community partners to act as a reference group and inform future</p>

Characteristics	Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**
					<p>development and improvement of the library service</p> <p>3.2 Ongoing review of library services with community groups and library users to ensure all ages are represented and served by new model:</p> <ul style="list-style-type: none"> • Children & families who attend regular library events, including women and mothers • Schools, nurseries, children's centres and other local groups that cater for parents and babies • Health & wellbeing organisations • Voluntary, Community & Faith groups attended by both women and men, especially to engage with those who do not use the library service

Characteristics	Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**
					<ul style="list-style-type: none"> Local Community Partnerships network engagement <p>The mitigation actions will be further updated and reviewed as opportunities emerge and develop.</p>
Sexual Orientation	1	1	1	<p>No Impact/Unknown:</p> <p>ONS Census Data from 2021 indicates Croydon's heterosexual population is 87.8% with 1.51% gay/lesbian and 1.18% bisexual overall.</p> <p>Active Users: The Library service does not collect information regarding sexual orientation because it is not required for the service and would exceed GDPR limits for collecting data.</p> <p>Consultation: Consultation survey responses by primary library, from those who provided details, suggest that the majority were heterosexual</p> <p>Bradmore Green Library: 76.4% Heterosexual, 1.2% Gay/Lesbian/Bisexual, 3.1% Other, 19.6% Prefer not to say</p>	<p>There is no indication from the statistical data and consultation feedback that a specific mitigation is required for this protected characteristic, but the library service would continue to engage with local community groups to ensure the service development and programming planned will engage with all groups regardless of their sexual orientation, The service will identify underserved or marginalised groups, to ensure libraries serve all communities and increase activities and resources that are inclusive of LGBTQ+ communities.</p>

Characteristics	Likelihood of impact	Severity of impact	Impact score	Summary of impact (positive, negative, no impact or unknown)*	If negative or unknown, what can be or has been done to mitigate this? Please provide clear actions and timelines.**
				<p>Coulsdon Library: 75.5% Heterosexual, 2.3% Gay/Lesbian/Bisexual, 1.4% Other and 20.8% Prefer not to say</p> <p>The consultation process did not suggest there would be an impact, either positive or negative, on the basis of this protected characteristic. The survey feedback, and engagement with groups such as the Queer Arts Network, did not return evidence that these proposals would have a significant impact on this community.</p>	

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Stage 6: What is the outcome of your assessment? Select one of these four options:

Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the proposed change 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, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, ensure you have completed Section 5 above.	
Continue the proposed change despite potential for adverse impact	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, there are justifiable reasons to continue as planned. If you reach this conclusion, ensure you have completed Section 4 above, clearly setting out your justifications.	X
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.	

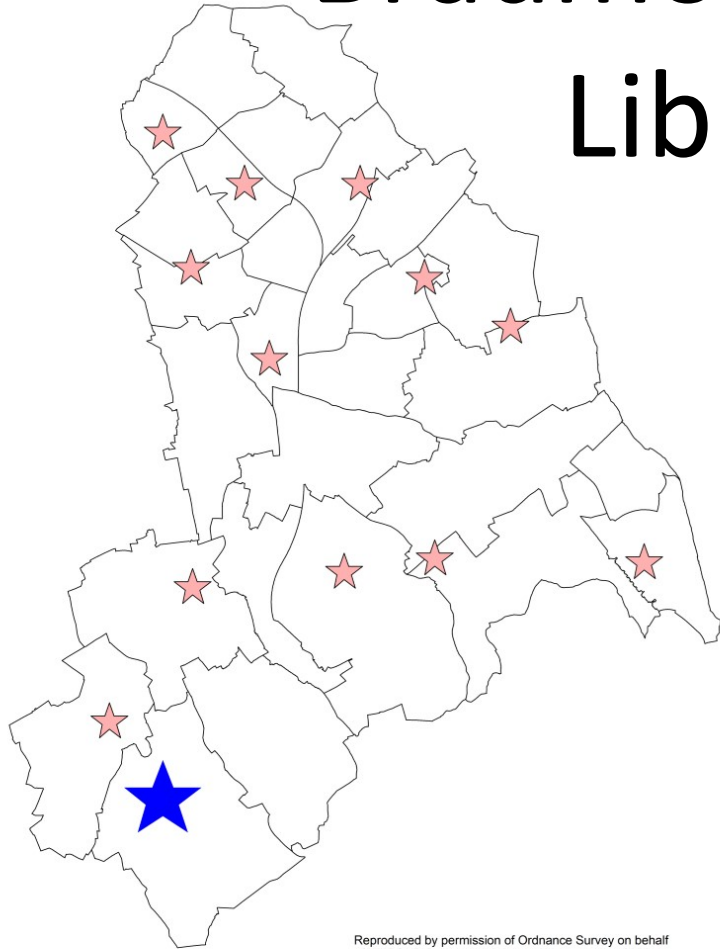
Stage 7: EQIA Monitoring and Sign Off

How will the EQIA be reviewed and monitored, including timescales?	The EQIA will be reviewed annually to assess the impact of the library service operating model and identify areas for further improvement.		
Equalities advice received from:	Ken Orlukwu; Senior Equalities Officer Helen Reeves; Head of Strategy and Policy	Date:	02/09/24
EQIA approved by:	Kristian Aspinall; Director of Culture and Community Safety	Date:	02/09/24

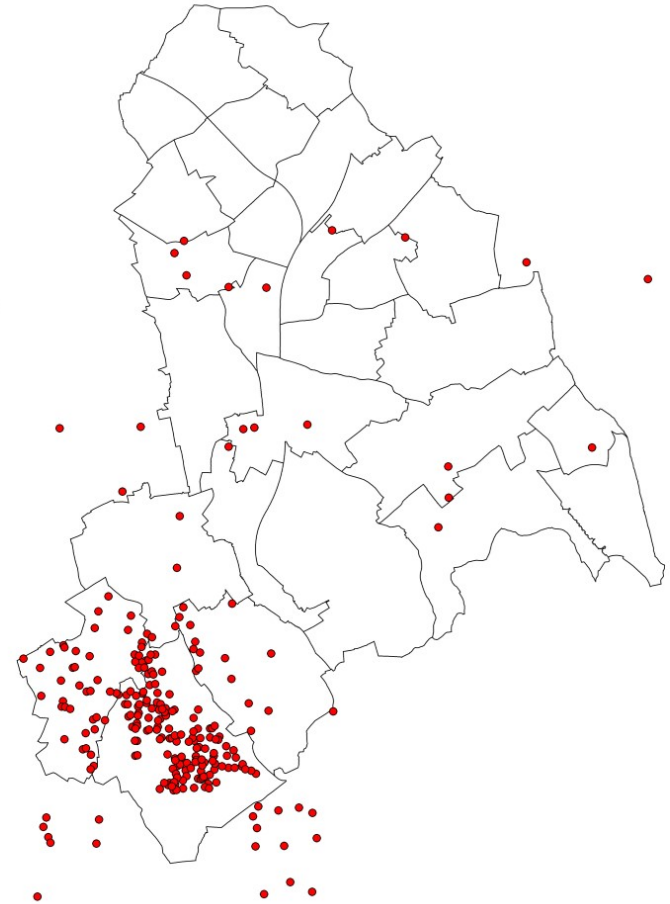
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Bradmore Green Library

Active users

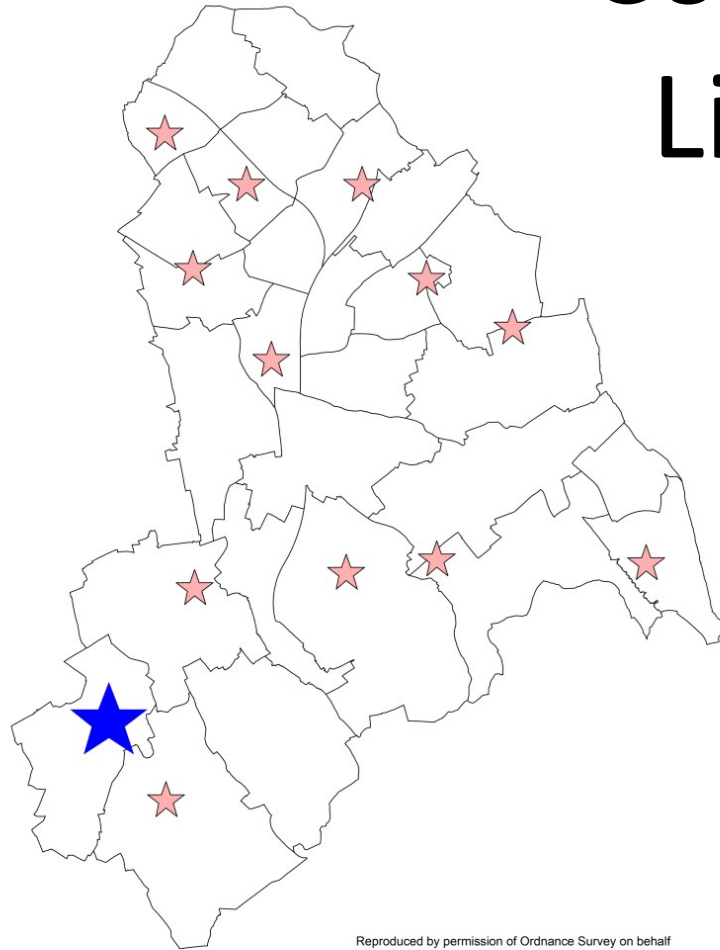


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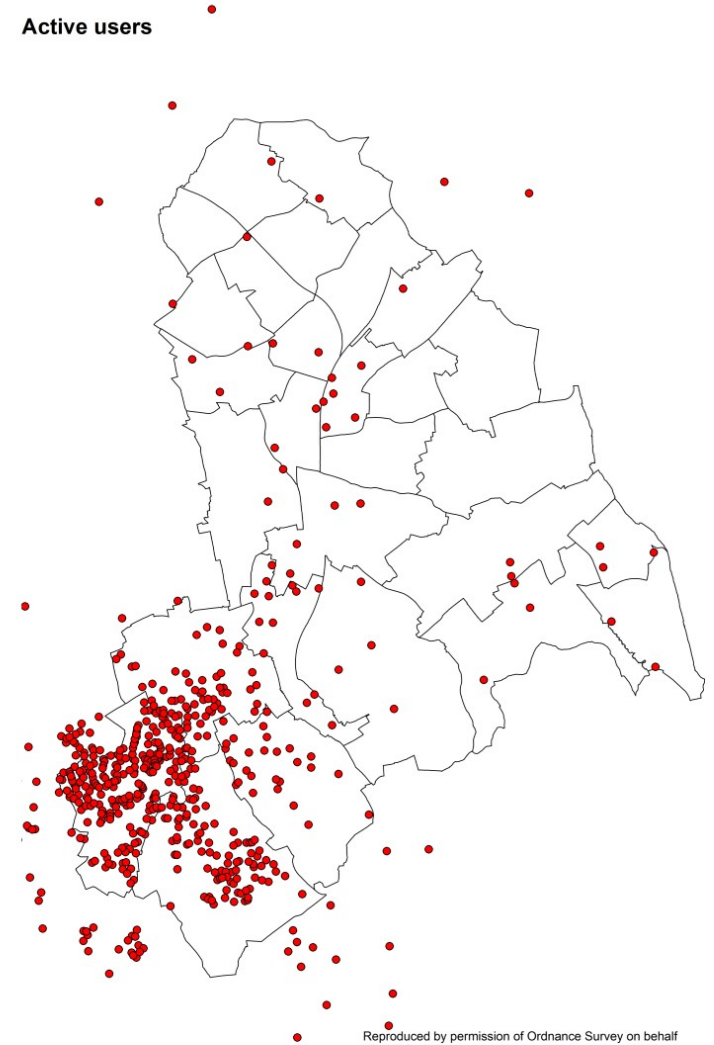


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Coulsdon Library



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