

Shropshire Equality and Social Inclusion Impact Assessment (ESIIA)

Contextual Notes 2014

The What and the Why:

The Equality and Social Inclusion Impact Assessment (ESIIA) tool replaces the Equality Impact Needs Assessment (EINA) tool previously in use by Shropshire Council. It is a tool to help us to identify whether or not any new or significant changes to services, including policies, procedures, functions or projects, may have an adverse impact on a particular group of people, and whether the human rights of individuals may be affected.

What we are now doing is broadening out such assessments to consider social inclusion. This is so that we are thinking as carefully and completely as possible about all groups and communities in Shropshire, including people in rural areas and people we may describe as vulnerable, as well as people in what are described as the nine 'protected characteristics' of groups of people in our population, eg Age, eg Gender Reassignment. We demonstrate equal treatment to people who are in these groups and to people who are not, through having what is termed 'due regard' to their needs and views when developing and implementing policy and strategy and when commissioning, procuring, arranging or delivering services.

It is a legal requirement for local authorities to assess the equality and human rights impact of changes proposed or made to services, such as through a new policy or a change in procedure. Carrying out ESIIAs helps us as a public authority to ensure that, as far as possible, we are taking actions to meet the general equality duty placed on us by the Equality Act 2010 to have what is called *due regard* to the three equality aims in our decision making processes. These are: eliminating discrimination, harassment and victimisation; advancing equality of opportunity; and fostering good relations.

The How:

The assessment comprises two parts: a screening part, and a full report part.

Screening (Part One) enables energies to be focussed on the service changes for which there are potentially important equalities and human rights implications. If screening indicates that the impact is likely to be positive overall, or is likely to have a medium or low negative or positive impact on certain groups of people, a full report is not required. Energies should instead focus on review and monitoring and ongoing evidence collection, enabling incremental improvements and adjustments that will lead to overall positive impacts for all groups in Shropshire.

A **full report (Part Two)** needs to be carried out where screening indicates that there are considered to be or likely to be significant negative impacts for certain groups of people, and/or where there are human rights implications. If you are not sure, a full report is recommended, as it enables more evidence to be collected that will help you to reach an informed opinion.

Shropshire Council Part 1 ESIIA: initial screening and assessment

Please note: prompt questions and guidance within boxes are in italics. You are welcome to type over them when completing this form. Please extend the boxes if you need more space for your commentary.

Name of service change

Shropshire Library Service, Pontesbury Library, Bogey Lane, Shrewsbury SY5 0TD

Aims of the service change and description

Background

Shropshire Council's budget is reducing and the way in which it delivers services is changing. We are coming to the end of the first year of a 3 year financial plan through which £80 - £90m will be saved. Shropshire's current and future population demographics means that vital services such as looking after elderly people and vulnerable children must be prioritised. Changes to all local and strategic services are unavoidable. The Cabinet approved budget reduction for the library service means there will be a funding gap up to £1.5m, this in turn means that the budget available for Pontesbury library will not be sufficient to deliver the service in the current way. This applies to all our libraries across the county and the back-office function of the service, not just in Pontesbury. We are seeking local solutions to these challenges that will result in a sustainable, if altered library service that meet our statutory duties.

Shropshire Council aims to deliver library services in partnership with communities so that they can be tailored to support the individual needs of people in their communities and help to ensure those who have specific needs can access services appropriately.

The library network includes –

- Static library provision within six Tier 1 locations (seven libraries) – Library Hubs – and seven Tier 2 locations (seven libraries) – Community Libraries.
- 281 Mobile Library stops, principally responding to challenges of an ageing population and access to services in a rural context.
- Digital library services including 24-hour access to a range of lending and Information resources

The redesigned library service could potentially result in a range of different delivery activities including face to face provision, digital and virtual provision. Alongside this change the network of library buildings will be reconfigured.

Pontesbury library has been awarded a Tier 2 status and since early 2015 Shropshire Council have been working in partnership with key organisations in Pontesbury ,Minsterley, Worthen & the surrounding area (the Community) to develop a solution for the future of the library that is high quality, affordable and sustainable.

Data, information and intelligence

We will gather, analyse and understand statistical data relating to Pontesbury to complete this ESIA and inform the final decision making. This will include, but not be limited to the data listed below.

Key Facts: Pontesbury Library. Summary of key measures 2017/18 full-year:

1.

Pontesbury Library 2017/18	
Visits	8,192
Active users	549
Computer time used (mins)	14,229
Wi-fi users	242
Total loans	15,058
Event attendance	535
Volunteers	5

Volunteer hours	87
Requests received	1,789
Enquiries	3,177

Performance Summary:

2. Summary of 5-year trends 2013/14 to 2017/18:

Pontesbury Library	2013/14	2014/15	2015/16	2016/17	2017/18
VISITS	9,895	8,868	8,876	8,246	8,192
ACTIVE BORROWERS	522	516	554	591	549
COMPUTER TIME USED (MINS)	24,915	20,932	16,349	12,433	14,229
TOTAL LOANS	22,622	19,793	17,612	16,347	15,058
REQUESTS	1,393	1,122	1,365	1,545	1,789

Premises budget breakdown & Sources of income:

3.

Premises expenditure		Income	
Maintenance grounds	£40	Library Books &	£140

		Periodic' s	
Repair & maintenance of building	£50	Other sales	£300
Maintenance of fire points	£20	Computer charges	£160
Electricity	£1,580	DVD income - loans	£400
Contract cleaning	£2,300	Talking books - loans	£80
Window Cleaning	£180	Fines – books	£310
Refuse collection	£160	Request Fees	£220
Testing portable electric equipment	£170	Compact disc (CD's) income	£50
Photocopier charges	£110	Rents received	£10
Telephone Calls	£10		
Telephone rentals	£120		
Total Premises expenditure	£4,740	Total income	£1,670

4. Age profile of Pontesbury Library active users:

Age range	% of active users
Under 16	29.6%
16-25	4.9%
26-59	29.8%
60-75	25.8%

Over 75	9.9%
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5. Gender profile of Pontesbury Library active users:

Gender	% of active users
Female	65.6%
Male	30.4%
Unknown	4%

5. Concessionary users:

(Concessionary users have a disability, are housebound or have caring responsibilities).

Membership category	% of active users
Concessionary	13.8%
Other	86.2%

Consultation period

The Parish Council had an informal drop in session with the community, in the Public Hall in November 2017, the purpose of this meeting was to show details of the building and development plans of the Hall Bank proposal, also to engage with people and promote discussions regarding possible activities in the proposed Community Hub, people were encouraged to share their initial views and opinions. The consensus from the parish council after the meeting was, that although approximately 75 people attended, the age range of participants was fairly limited, this proved there was a need to further consult with the wider community, particularly children, younger people and families.

In February 2018 the Pontesbury Library Steering Committee organised a public consultation, which ran for 4 weeks, this comprised of leaflet style paper documents, that were delivered throughout the community, via the Parish newsletter, hard copies were available in a variety of public venues, including the current library building and shops. There was an online version of the document via the Parish Council website and on the Friends Of Pontesbury Library website, members of the public were asked for their aspirations and opinions about moving the library into the Hall Bank Community Hub, what activities they would like to see and what objections they may have if any.

Intended audiences and target groups for the service change

This box relates to stakeholders, people concerned, interested parties, etc. For example, if the change will affect people receiving adult social care services and their families and carers, please say so here. If the change will affect the whole population, please say so here. If the change will affect cross-border working, for example by the Marches Local Enterprise Partnership (LEP), please mention such partnerships as well.

Evidence used for screening of the service change

Feedback from Pontesbury Drop in Consultation November 2017
Pontesbury Consultation Document March 2018. *This box relates to use made of evidence in developing the change to the service. This could be Census 2011 analyses, community demographic profiles, results of surveys, or previously collected evidence material. For example, if the change relates to a stage of county-wide Site Allocation and Management of Development consultation process, the evidence used would include data collected at previous stages and in development and adoption of the Local Plan. If the evidence is on the Council website, hyperlinks could usefully be inserted here. Please comment on the use of evidence, and whether as a consequence there were any adjustments to what was originally proposed.*

Specific consultation and engagement with intended audiences and target groups for the service change

Shropshire Council have arranged to do a formal public consultation in October 2018 this will last for 6 weeks. In keeping with Shropshire Councils' policy the survey will be available online and in any other format as required. *This box relates to use made of any specific consultation*

with the audiences for the service. This could be online surveys, use of social media, one off focus groups, events, drop in sessions, etc. Please comment on the headline results, and whether as a consequence there were any adjustments to what was originally proposed.

Potential impact on Protected Characteristic groups and on social inclusion

Guidance notes on how to carry out the initial assessment

Using the results of evidence gathering and specific consultation and engagement, please consider how the service change as proposed may affect people within the nine Protected Characteristic groups and people at risk of social exclusion.

1. Have the intended audiences and target groups been consulted about:
 - their current needs and aspirations and what is important to them;
 - the potential impact of this service change on them, whether positive or negative, intended or unintended;
 - the potential barriers they may face.
2. If the intended audience and target groups have not been consulted directly, have representatives been consulted, or people with specialist knowledge, or research explored?
3. Have other stakeholder groups and secondary groups, for example carers of service users, been explored in terms of potential unintended impacts?
4. Are there systems set up to:
 - monitor the impact, positive or negative, intended or intended, for all the different groups;
 - enable open feedback and suggestions from a variety of audiences through a variety of methods.
5. Are there any Human Rights implications? For example, is there a breach of one or more of the human rights of an individual or group?
6. Will the service change as proposed have a positive or negative impact on fostering good relations?

7. Will the service change as proposed have a positive or negative impact on social inclusion?

Guidance on what a negative impact might look like

High Negative	Significant potential impact, risk of exposure, history of complaints, no mitigating measures in place or no evidence available: urgent need for consultation with customers, general public, workforce
Medium Negative	Some potential impact, some mitigating measures in place but no evidence available how effective they are: would be beneficial to consult with customers, general public, workforce
Low Negative	Almost bordering on non-relevance to the ESIIA process (heavily legislation led, very little discretion can be exercised, limited public facing aspect, national policy affecting degree of local impact possible)

Initial assessment for each group

Please rate the impact that you perceive the service change is likely to have on a group, through inserting a tick in the relevant column.

Protected Characteristic groups and other groups in Shropshire	High negative impact <i>Part Two ESIIA required</i>	High positive impact <i>Part One ESIIA required</i>	Medium positive or negative impact <i>Part One ESIIA required</i>	Low positive or negative impact <i>Part One ESIIA required</i>
Age (please include children, young people, people of working age, older people. Some people may belong to more than one group eg young person with disability)		There will be planned proposals to have cross generational activities and facilities as this facility will be next door to the nursery building it may have appositve impact on increased the use by families and children.		

		Examining other usage by community groups including Dementia groups etc will impact on older residents too.		
Disability (please include: mental health conditions and syndromes including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)		The planning system aims to successfully and consistently deliver inclusive environments as an integral part of the development process. As a community Hub this will be a major consideration. The accessibility and internal layout will reflect this, this project will have the community at the heart of its' development, an inclusive environment is one that can be used by everyone, regardless of age, gender or disability.		
Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				✓

Marriage and Civil Partnership (please include associated aspects: caring responsibility, potential for bullying and harassment)				✓
Pregnancy & Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)		The Hub will be located next door to the medical centre and nursery building – We will be exploring avenues to evidence the positive impact this will have on expectant families		
Race (please include: ethnicity, nationality, culture, language, gypsy, traveller)				✓
Religion and belief (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)				✓
Sex (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				✓
Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				✓
Other: Social Inclusion (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people you consider to be vulnerable)		Positive potential impact to increase engagement with the community by developing volunteering opportunities and providing a wider		

		range of functions.		
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Decision, review and monitoring

Decision	Yes	No
Part One ESIIA Only?	✓	
Proceed to Part Two Full Report?		✓

If Part One, please now use the boxes below and sign off at the foot of the page. If Part Two, please move on to the full report stage.

Actions to mitigate negative impact or enhance positive impact of the service change

In developing its proposals the council has had regard to the public sector equality duty and in confirming final proposals will consider local need, library and customer service point usage data and the outcomes of existing consultation and feedback from service users

The creation and development of community hubs and the provision of advice, information and signposting at an early and preventative stage supports the health and well-being of both individuals and communities. The creation of a Community Hub will underpin the changing way in which services will be delivered in the future. Co-locating services, activities and the people who deliver these fosters greater local community activity and brings residents, the local business community and smaller organisations together with the aim of improving the quality of life in their areas.

Actions to review and monitor the impact of the service change

Check: what arrangements will you have in place to continue to collect evidence and data and to continue to engage with all groups who may be affected by the service change, including the intended audiences? For example, customer feedback and wider community engagement opportunities, including involvement of elected Shropshire Council councillors for a locality.

Scrutiny at Part One screening stage

People involved	Signatures	Date
Lead officer carrying out the screening		

<i>Any internal support</i>		
<i>Any external support</i>		
<i>Head of service</i>		

Sign off at Part One screening stage

Name	Signatures	Date
<i>Lead officer's name</i>		
<i>Head of service's name</i>		

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Shropshire Council Part 2 ESIIA: full report

Guidance notes on how to carry out the full report

The decision that you are seeking to make, as a result of carrying out this full report, will take one of four routes:

1. To make changes to satisfy any concerns raised through the specific consultation and engagement process and through your further analysis of the evidence to hand;
2. To make changes that will remove or reduce the potential of the service change to adversely affect any of the Protected Characteristic groups and those who may be at risk of social exclusion;
3. To adopt the service change as it stands, with evidence to justify your decision even though it could adversely affect some groups;
4. To find alternative means to achieve the aims of the service change.

The Part Two Full Report therefore starts with a forensic scrutiny of the evidence and consultation results considered during Part One Screening, and identification of gaps in data for people in any of the nine Protected Characteristic groups and people who may be at risk of social exclusion, eg rural communities. There may also be gaps identified to you independently of this process, from sources including the intended audiences and target groups themselves.

The forensic scrutiny stage enables you to assess:

- **Which gaps need to be filled right now, to help you to make a decision about the likely impact of the proposed service change?**

This could involve methods such as: one off service area focus groups; use of customer records; examination of data held elsewhere in the organisation, such as corporate customer complaints; and reference to data held by similar authorities or at national level from which reliable comparisons might be drawn, including via the Rural Services Network. Quantitative evidence could include data from NHS Foundation Trusts, community and voluntary sector bodies, and partnerships including the Local Enterprise Partnership and the Health and Well Being Board. Qualitative evidence could include commentary from stakeholders.

- **Which gaps could be filled within a timeframe that will enable you to monitor potential barriers and any positive or negative impacts on groups and individuals further along into the process?**

This could potentially be as part of wider corporate and partnership efforts to strengthen the evidence base on equalities. Examples would be: joint information sharing protocols about victims of hate crime incidents; the collection of data that will fill gaps across a number of service areas, eg needs of young people with learning disabilities as they progress through into independent living; and publicity awareness campaigns that encourage open feedback and suggestions from a variety of audiences.

Once you have identified your evidence gaps, and decided on the actions you will take right now and further into the process, please record your activity in the following boxes. Please extend the boxes as needed.

Evidence used for assessment of the service change: activity record

How did you carry out further research into the nine Protected Characteristic groups and those who may be at risk of social exclusion, about their current needs and aspirations and about the likely impacts and barriers that they face in day to day living?

And what did it tell you?

Specific consultation and engagement with intended audiences and target groups for the service change: activity record

How did you carry out further specific consultation and engagement activity with the intended audiences and with other stakeholders who may be affected by the service change?

And what did it tell you?

Further and ongoing research and consultation with intended audiences and target groups for the service change: activity record

What further research, consultation and engagement activity do you think is required to help fill gaps in our understanding about the potential or known affect that this proposed service change may have on any of the ten groupings and on the intended audiences and target groups? This could be by your service area and/or at corporate and partnership level.

Full report assessment for each group

Please rate the impact as you now perceive it, by inserting a tick. Please give brief comments for each group, to give context to your decision, including what barriers these groups or individual may face.

Protected Characteristic groups and other groups in Shropshire	High negative impact	High positive impact	Medium positive or negative impact	Low positive or negative impact
Age (please include children, young people, people of working age, older people. Some people may belong to more than one group eg young person with disability)				
Disability (please include: mental health conditions and syndromes including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)				
Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				

Marriage and Civil Partnership (please include associated aspects: caring responsibility, potential for bullying and harassment)				
Pregnancy & Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
Race (please include: ethnicity, nationality, culture, language, gypsy, traveller)				
Religion and belief (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)				
Sex (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				
Other: Social Inclusion (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people you consider to be vulnerable)				

ESIIA Full Report decision, review and monitoring

Summary of findings and analysis - ESIIA decision

You should now be in a position to record your decision. Please highlight in bold the route that you have decided to take.

1. To make changes to satisfy any concerns raised through the specific consultation and

- engagement process and through your further analysis of the evidence to hand;
2. To make changes that will remove or reduce the potential of the service change to adversely affect any of the Protected Characteristic groups and those who may be at risk of social exclusion;
 3. To adopt the service change as it stands, with evidence to justify your decision even though it could adversely affect some groups;
 4. To find alternative means to achieve the aims of the service change.

Please add any brief overall comments to explain your choice.

You will then need to create an action plan and attach it to this report, to set out what further activity is taking place or is programmed that will:

- *mitigate negative impact or enhance positive impact of the service change,*
- AND**
- *review and monitor the impact of the service change*

Please try to ensure that:

- *Your decision is based on the aims of the service change, the evidence collected, consultation and engagement results, relative merits of alternative approaches and compliance with legislation, and that records are kept;*
- *The action plan shows clear links to corporate actions the Council is taking to meet the general equality duty placed on us by the Equality Act 2010, to have due regard to the three equality aims in our decision making processes.*

Scrutiny at Part Two full report stage

People involved	Signatures	Date
<i>Lead officer</i>		
<i>Any internal support</i>		
<i>Any external support</i>		
<i>Head of service</i>		

Sign off at Part Two full report stage

Signature (Lead Officer)	Signature (Head of Service)
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Date:	Date:

Appendix 1: ESIIA Part Two Full Report: Guidance Notes on Action Plan

Please base your action plan on the evidence you find to support your decisions, and the challenges and opportunities you have identified. It could include arrangements for:

- continuing engagement and involvement with intended audiences, target groups and stakeholders;
- monitoring and evaluating the service change for its impact on different groups throughout the process and as the service change is carried out;
- ensuring that any pilot projects are evaluated and take account of issues described in the assessment, and that they are assessed to make sure they are having intended impact;
- ensuring that relevant colleagues are made aware of the assessment;
- disseminating information about the assessment to all relevant stakeholders who will be implementing the service change;
- strengthening the evidence base on equalities.

Please also consider:

- resource implications for in-house and external delivery of the service;
- arrangements for ensuring that external providers of the service are monitored for compliance with the Council's commitments to equality, diversity and social inclusion, and legal requirements including duties under the Equality Act 2010.

And finally, please also ensure that the action plan shows clear links to corporate actions the Council is taking to meet the general equality duty placed on us by the Equality Act 2010, to have due regard to the three equality aims in our decision making processes.

These are:

- Eliminating discrimination, harassment and victimisation
- Advancing equality of opportunity
- Fostering good relations

Note for 2014 refresh of our corporate equality impact assessment approach: Shropshire Council has referred to good practice elsewhere in refreshing the EINA material and replacing it with this ESIIA material. The Council is grateful in particular to Leicestershire County Council, for graciously allowing use to be made of their Equality and Human Rights Impact Assessments (EHRIAs) material and associated documentation.

For further information on the use of ESIIAs: please contact your head of service or contact Mrs Lois Dale, Principal Rural Policy Officer and internal policy support on equality, via telephone 01743 255667, or email lois.dale@shropshire.gov.uk.

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