

**Shropshire Council**  
**Equality, Social Inclusion and Health Impact Assessment (ESHIA)**  
**Initial Screening Record 2021-2022**

**A. Summary Sheet on Accountability and Actions**

<b>Name of proposed service change</b>
Shropshire Council (Shrewsbury Flaxmill Maltings – Redevelopment) (No. 2) Compulsory Purchase Order 2022.

<b>Name of lead officer carrying out the screening</b>
Andy Wigley, Interim Policy & Environment Manager

<b>Decision, review, and monitoring</b>
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<b>Decision</b>	<b>Yes</b>	<b>No</b>
Initial (part one) ESHIA Only?	✓	
Proceed to Full ESHIA or HIA (part two) Report?		✓

*If completion of an initial or Part One assessment is an appropriate and proportionate action at this stage, please use the boxes above. If a Full or Part Two report is required, please move on to full report stage once you have completed this initial screening assessment as a record of the considerations which you have given to this matter.*

<b>Actions to mitigate negative impact or enhance positive impact of the service change in terms of equality, social inclusion, and health considerations</b>
<p>Historic England have requested the Council to use its compulsory purchase powers under 226 (1) (a) of the Town and Country Planning Act 1990 (as amended by section 99 of the Planning and Compulsory Purchase Act 2004) and the Acquisition of Land Act 1981 to acquire thirteen parcels of land comprising land, outbuildings and construction site, part of the Flaxmill and site of former premises known as Rexel Senate building, Midlands Social Club and former Arriva bus depot, situated between Spring Gardens (A5191), Marshalls Court and the Shrewsbury to Crewe railway line. It includes two unlisted 19th century buildings - Nos 1 and 15 Haughmond Square and the associated land - situated along the St Michaels Street road frontage that are currently being used as hot food takeaway premises (Chilli Spice and Spring Garden) with residential flats above.</p> <p>1 and 15 Haughmond Square are located on the edge of an area rated in 2019 as being in the 4th most deprived National Decile in Index of Multiple Deprivation, whilst the area immediately to the north was rated as being in the 2nd most deprived National Decile.</p> <p>Historic England is currently making every effort to acquire the Order Land by private</p>

agreement. However, in the event that these negotiations fail, Historic England has requested that the Council uses its CPO powers. The Government's Guidance on compulsory purchase process and the Crichel Down Rules (July 2019) (hereafter referred to as the CPO Guidance) makes it clear that it is the Secretary of State's policy to only use this power in exceptional circumstances. However, Officers consider that, in order to deliver the substantial public benefits that the approved redevelopment of the Shrewsbury Flaxmill Maltings site will bring, a CPO would be justified under the terms set out in the Guidance.

The acquisition and subsequent redevelopment of 1 and 15 Haughmond Square will result in the loss of two hot food takeaways. These are an Indian takeaway and a Chinese Takeaway respectively. Whilst provision will remain for the local community through a number of other existing hot food takeaways within walking distance, c400m to the north-east, c500m to the south-west, and c800m to the south-west, it will need to be recognised that there will be a potential negative impact with regard to the grouping of Race, for the proprietors and their families and workers affected, notwithstanding the mitigation action of financial compensation.

The redevelopment of the Main Mill at the Flaxmill will include the provision of a publicly accessible café and visitor facility on the ground floor which will be operated by the Friends of the Flaxmill group (which includes many local residents), provide employment opportunities for local residents and encourage social inclusion. It will also create further employment opportunities will by providing commercial space (offices and creative light industry) for a maximum of c.330 people. The upper floors will be accessed from the Kiln, which will provide circulation space for commercial tenants and will house two 13-person internal lifts and level access to all floors. If this redevelopment is achieved, the equality impacts may be anticipated as positive for the groupings of Age and Disability, as well as our tenth grouping in Shropshire, of Social Inclusion. This is an additional grouping that we use in order to ensure that we are thinking about individuals and households that we may describe as vulnerable due to circumstances, eg those living in low income households, young people leaving care, etc.

Likewise, the master plan development of the wider Flaxmill site as a whole will revitalise the area with new commercial activity which will provide employment opportunities and economic growth. Outline planning permission has been granted for up to 120 residential dwellings and two commercial units, plus the retained, but newly refurbished, 1 and 15 Haughmond Square Properties) which the application site is capable of accommodating, and in doing so sets the site's capacity. Further, the change of use of the Apprentice House (Grade 2\* listed) to residential use is authorised, as well as the change of use of the ground floor of the Haughmond Square Properties to a mixed commercial use.

Overall, there will therefore be positive equality impacts anticipated for local people in the groupings of Age, Disability, and Sex, for whom employment opportunities will be closer to where they live. There will also be likely to be positive impacts with regard to promoting Social Inclusion, through the provision of physical access to the listed buildings and the intellectual access and educational opportunities provided by the visitor facility.

**Actions to review and monitor the impact of the service change in terms of equality, social inclusion, and health considerations**

The CPO Guidance directs acquiring authorities to give particular consideration to the rights protected under the European Convention on Human Rights (hereafter the Convention) in order that they can be sure that the purposes for which a compulsory purchase order is made justify interfering with the human rights of those with an interest in the land affected.

There are two dwellings included within the Order Land, namely the first floor residential accommodation located above the takeaway premises which operate from the Haughmond Square Properties. Therefore, Article 8 of the Convention, which protects private and family life, home and correspondence, is engaged. Both of the first residential flats above the takeaways at both properties are let to tenants. The re-housing options available to the affected parties are being actively explored and the Council is prepared to lend support in this regard via its Housing Team.

The statutory procedures relating to the making of the Order, which include a right to object, for any objection to be considered by an independent and impartial inspector and, where necessary, to be heard through the public inquiry process, together with the right to pursue a legal challenge to a confirmed compulsory purchase order, made under the Acquisition of Land Act 1981 and on the relevant statutory grounds.

The Council and Historic England are aware that English is not spoken as a first language one of the leaseholder/owner one of the takeaway businesses. Accessible formats and translations have been offered for all communications with them and, in the main, have been conducted via a relative who is a fluent English speaker. Further, Historic England has sought to identify a solicitor who speaks their first language to act on their behalf. These actions present as positive ongoing efforts in terms of mitigating negative impacts on grounds of Race.

The redevelopment of the Flaxmill is part of the Council's ongoing plan for Shrewsbury as a historical and cultural destination for tourists. The proposed learning centre and interactive exhibition will facilitate opportunities for interaction between local, national and international visitors, local residents and employees of the Flaxmill. This will create an environment that will encourage good relations between those who share a Protected Characteristic as defined by the Equality Act 2010, and those who do not. In promoting a local heritage site, participation from across groupings, including our tenth category of Social Inclusion, will be encouraged.

The Council has actively consulted with the community and other interested parties over the successive applications for planning permission and listed building consent to redevelop and regenerate the site. Historic England has opened the site periodically and actively engaged with the local community through a formally constituted Friends of the Flaxmill group. Comments received from the community have been taken into account when regulatory decisions have been taken through the planning process.

The compulsory purchase process will be authorised by Shropshire Council's

Cabinet and will include opportunities for residents and members of the public to make representations to the Council.

The elected member for the local ward is actively involved with the Shrewsbury Flax Mill Maltings master plan redevelopment and chairs the Friends of the Flaxmill group.

### **Associated ESHIAs**

Shropshire Local Plan Review ESIIAs

Shropshire Economic Growth Strategy ESIIA

Vibrant Shropshire - Independent by Nature (Cultural Strategy) ESIIA

### **Actions to mitigate negative impact, enhance positive impact, and review and monitor overall impacts in terms of any other considerations. This includes climate change considerations**

#### ***Climate change***

Whilst the acquisition of additional properties as part of the land assembly process itself has limited implications for climate change, detailed project planning for the redevelopment of the Flaxmill site, which through the conservation and conversion of the nationally important historic buildings will retain embodied energy they contain, will be expected to take into account opportunities to incorporate:

- i. Measures to improve the energy efficiency of the buildings and reduce the need for travel;
- ii. The generation of renewable energy on site;
- iii. Measures to capture and store carbon emissions, including through tree planting and landscaping on site;
- iv. Design measures or features which will improve the resilience of the site to the impact of more extreme temperatures or rainfall events

#### ***Health and well being***

Alongside the encouragement given through the design proposal for use of public transport, there are anticipated benefits in terms of encouraging local people to walk or cycle to the site. This can be maximised through efforts to ensure that there are accessible routes to and around the site which will be perceived as safe by pedestrians, eg use of lighting, as well as clear signage. There are additional positive impacts in terms of the accessibility of the building itself and its café and visitor facility, with the recognised positive mental well being impacts that may be accrued from employment opportunities and from leisure and cultural opportunities.

### ***Economic and societal/wider community***

The acquisition and subsequent regeneration of the land in question will give rise to a number of very significant public benefits, both in its own right, and as an integral part of the wider redevelopment proposals for the Flaxmill. Given these benefits and the imperative to secure their delivery, the Council considers that the making and subsequent confirmation of the Order would be legitimate, proportionate and justified, such that the Order would not constitute an unlawful interference with the property rights of those affected.

The compulsory purchase process will provide financial compensation to the owners of 1 and 15 Haughmond Square, including the owners of the two hot food takeaway businesses.

The provision of high quality employment opportunities through the redevelopment of the Shrewsbury Flaxmill Maltings buildings supports all three key objectives of the Economic Growth Strategy for Shropshire 2017–2021.

### **Scrutiny at Part One screening stage**

<b>People involved</b>	<b>Signatures</b>	<b>Date</b>
<i>Lead officer carrying out the screening</i> <b>Dr Andy Wigley, Interim Policy &amp; Environment Manager</b>		16 <sup>th</sup> March 2022
<i>Any internal service area support*</i>		16 <sup>th</sup> March 2022
<i>Any external support**</i> <b>Mrs Lois Dale, Rurality and Equalities Specialist</b>		16 <sup>th</sup> March 2022

*\*This refers to other officers within the service area*

*\*\*This refers to support external to the service but within the Council, e.g., the Rurality and Equalities Specialist, the Feedback and Insight Team, performance data specialists, Climate Change specialists, and Public Health colleagues*

### **Sign off at Part One screening stage**

<b>Name</b>	<b>Signatures</b>	<b>Date</b>
<i>Lead officer's name</i> <b>Dr Andy Wigley, Interim Policy &amp; Environment Manager</b>		16 <sup>th</sup> March 2022

Accountable officer's name		
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*\*This may either be the Head of Service or the lead officer*

## **B. Detailed Screening Assessment**

### **Aims of the service change and description**

Shrewsbury Flaxmill Maltings (the Flaxmill) is an internationally important site that reflects a time when Shropshire led the way in engineering innovation. It comprises 8 listed buildings, including the Main Mill (listed at Grade I), which was built in 1797 and, as the world's first iron framed building, is the forerunner of the modern skyscraper. The site operated as a flaxmill from 1797 – 1897, and then as a maltings until its closure in 1987. The whole of the site was of great local significance as the economic and social driver for the northward expansion of Shrewsbury, facilitated by the Shrewsbury and Newport Canal.

From 1987 – 2004 there were various failed attempts to regenerate the Flaxmill but continued vandalism and neglect resulted in it being placed on the Heritage at Risk Register. Historic England (then English Heritage) acquired the freehold of the Flaxmill site in 2005 in order to halt its further decline. Planning permission and listed building consent was obtained by Historic England in November 2016 for a programme of works to repair and restore the Main Mill and Kiln. This will provide a ground floor interpretation, learning space and cafe (to be managed by the The Friends of the Flaxmill Maltings – a community based organisation) and the restoration of the four upper floors of the Flaxmill to create a commercial workspace. These works are now at an advanced stage and are on track to be completed by the end of May 2022.

In May 2021 Historic England also gained outline planning permission for a redevelopment of the wider site around the Flaxmill. This comprises residential development and commercial, business and service uses, together with planning permission for a change use of the ground floor of 1 and 15 Haughmond Square (hereafter the Haughmond Square Properties) to a mixed use, and associated alterations and change of use of the Apprentice House, on the main site itself, to residential use. This scheme is vital to ensuring the overall success of the Flaxmill site's regeneration. Moreover, it will secure the site's long-term and sustainable future in order that its legacy may be safeguarded and continue for the benefit of all, including the local and wider communities and visitors to the town of Shrewsbury. It is envisaged that it will be undertaken by a private sector development partner whom Historic England will appoint following a competitive tendering exercise. Assembly of the land on the wider Flaxmill site is therefore of critical importance and a pre-requisite to Historic England being able to 'go to market' and invite tender responses

in respect of this unique development opportunity.

In order to facilitate the full delivery of this development, Historic England is currently making every effort to acquire the Order Land by private agreement. However, in the event that these negotiations fail, Historic England has requested that the Council uses its CPO powers under section 226(1)(a) of the Town and Country Planning Act 1990 (as amended by section 99 of the Planning and Compulsory Purchase Act 2004) to acquire the Order Land and, subject to the confirmation of the Order by the Secretary of State, to transfer it to them.

The Flaxmill site and the adjoining Order Land, including 1 and 15 Haughmond Square, is allocated for mixed uses in the Site Allocations and Management of Development (SAMDev) Plan (Policy S16.1a: SHREW198), including for approximately 120 dwellings.

### **Intended audiences and target groups for the service change**

People who live and work in the locality  
People who will have more opportunity to live and work in the locality if the redevelopment of the Flaxmill is fully achieved.  
Portfolio Holder, Local Shropshire Council councillors, Shrewsbury Town Councillors.  
Local businesses  
Forthcoming commercial tenants of the Shrewsbury Flaxmill Maltings buildings  
Friends of the Flaxmill Maltings  
Historic England and Agents  
DCMS

### **Evidence used for screening of the service change**

[Index of Multiple Deprivation \(IMD\) 2019](#)  
[Shropshire Site Allocations and Management of Development \(SAMDev\) Plan Economic Growth Strategy for Shropshire 2017–2021](#)  
[Submission draft of the Shropshire Local Plan \(Local Plan Review\)](#)  
[Government Guidance on Compulsory purchase process and the Crichel Down Rules](#)

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

Engagement ongoing with elected Members  
Authorisation for the use of the Council's compulsory purchase powers through a Cabinet report and decision, currently targeted for 6 April 2022.  
All of the planning applications relating to the site have been subject to public consultation and  
Historic England have undertaken a range of public engagement activities, in

partnership with the Friends of the Flaxmill Group throughout the redevelopment of the Shrewsbury Flaxmill Maltings site.  
 Historic England's agents have engaged with the owners of the properties to seeking voluntary acquisition.  
 The compulsory purchase process itself will involve consultation with the property owners. Notice of the making of the CPO will be published in the local press and site notices will be erected. .

**Initial equality impact assessment by grouping (Initial health impact assessment is included below)**

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

*Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.*

<b>Protected Characteristic groupings and other groupings in Shropshire</b>	<b>High negative impact <i>Part Two ESIIA required</i></b>	<b>High positive impact <i>Part One ESIIA required</i></b>	<b>Medium positive or negative impact <i>Part One ESIIA required</i></b>	<b>Low positive, negative, or neutral impact (please specify) <i>Part One ESIIA required</i></b>
<u>Age</u> (please include children, young people, young people leaving care, people of working age, older people. Some people may belong to more than one group e.g., a child or young person for whom there are safeguarding concerns e.g., an older person with disability)				√ neutral to positive
<u>Disability</u> (please include mental health conditions and syndromes; hidden disabilities including autism and Crohn's disease; physical and sensory disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; and HIV)				√ neutral to positive
<u>Gender re-assignment</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				√ neutral
<u>Marriage and Civil Partnership</u> (please include associated aspects: caring responsibility, potential for bullying and harassment)				√ neutral
<u>Pregnancy and Maternity</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				√ neutral



<p><b>Race</b> (please include ethnicity, nationality, culture, language, Gypsy, Traveller)</p>				<p>√ negative for two business owners, one property owner and one tenant but they will be entitled to financial compensation through the CPO process. Both tenants residential will be provided with support by the Council's Housing Team if required.</p>
<p><b>Religion and belief</b> (please include Buddhism, Christianity, Hinduism, Islam, Jainism, Judaism, Nonconformists; Rastafarianism; Shinto, Sikhism, Taoism, Zoroastrianism, and any others)</p>				<p>√ neutral</p>
<p><b>Sex</b> (this can also be viewed as relating to gender. Please include associated aspects: safety, caring responsibility, potential for bullying and harassment)</p>				<p>√ neutral to positive</p>
<p><b>Sexual Orientation</b> (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)</p>				<p>√ neutral</p>
<p><b>Other: Social Inclusion</b> (please include families and friends with caring responsibilities; households in poverty; people for whom there are safeguarding concerns; people you consider to be vulnerable; people with health inequalities; refugees and asylum seekers; rural communities; veterans and serving members of the armed forces and their families)</p>			<p>√ positive (Facilitation of economic regeneration through delivery of Shrewsbury Flaxmill Maltings master plan)</p>	

**Initial health and wellbeing impact assessment by category**

*Please rate the impact that you perceive the service change is likely to have with regard to health and wellbeing, through stating this in the relevant column.*

Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.

<b>Health and wellbeing: individuals and communities in Shropshire</b>	<b>High negative impact</b> <i>Part Two HIA required</i>	<b>High positive impact</b>	<b>Medium positive or negative impact</b>	<b>Low positive negative or neutral impact (please specify)</b>
<p><b>Will the proposal have a <i>direct impact</i> on an individual's health, mental health and wellbeing?</b></p> <p>For example, would it cause ill health, affecting social inclusion, independence and participation?</p> <p>.</p>				<p>√ neutral</p>
<p><b>Will the proposal <i>indirectly impact</i> an individual's ability to improve their own health and wellbeing?</b></p> <p>For example, will it affect their ability to be physically active, choose healthy food, reduce drinking and smoking?</p> <p>.</p>				<p>√ neutral</p>
<p><b>Will the policy have a <i>direct impact</i> on the community - social, economic and environmental living conditions that would impact health?</b></p> <p>For example, would it affect housing, transport, child development, education, employment opportunities, availability of green space or climate change mitigation?</p> <p>.</p>			<p>√ positive (Facilitation of economic regeneration through delivery of Shrewsbury Flaxmill Maltings master plan, which will regenerate a range of previously derelict Listed buildings, through the provision of employment opportunities, new homes,</p>	

			public open space, education and interpretation facilities and access linkages)	
<p><b>Will there be a likely change in <i>demand</i> for or access to health and social care services?</b></p> <p>For example: Primary Care, Hospital Care, Community Services, Mental Health, Local Authority services including Social Services?</p>				√ neutral

**Identification of likely impact of the service change in terms of other considerations including climate change and economic or societal impacts**

**Economic and Societal Impacts**

The redevelopment of Main Mill at the Flaxmill will include the provision of a publicly accessible café and visitor facility on the ground floor which will be operated by the Friends of the Flaxmill group (which includes many local residents), provide employment opportunities for local residents and encourage social inclusion. It will also create further employment opportunities by providing commercial space (offices and creative light industry) for a maximum of c.330 people. The upper floors will be accessed from the Kiln, which will provide circulation space for commercial tenants and will house two 13-person internal lifts and level access to all floors.

Likewise, the master plan development of the wider Flaxmill site as a whole will revitalise the area with new commercial activity which will provide employment opportunities and economic growth. Outline planning permission has been granted for up to 120 residential dwellings and two commercial units, plus the retained, but newly refurbished, 1 and 15 Haughmond Square Properties) which the application site is capable of accommodating, and in doing so sets the site's capacity. Further, the change of use of the Apprentice House (Grade 2\* listed) to residential use is authorised, as well as the change of use of the ground floor of the Haughmond Square Properties to a mixed commercial use.

***Human Rights***

The draft Statement of Reasons includes the following section to demonstrate the compelling public interest for the undertaking the CPO: -

Demonstrating a compelling case in the public interest

Paragraph 12 of the CPO Guidance states that a compulsory purchase order should only be made where there is a compelling case in the public interest. Furthermore, the CPO Guidance directs acquiring authorities to give particular consideration to the rights protected under the European Convention on Human Rights (“**the Convention**”) in order that they can be sure that the purposes for which a compulsory purchase order is made justify interfering with the human rights of those with an interest in the land affected.

The Human Rights Act 1998 incorporates the rights set out in the Convention into domestic British law – section 6 prohibits public authorities from acting in a way which is incompatible with the Convention and the rights it protects.

The following articles of the Convention are of particular relevance and are engaged in the process of making a compulsory purchase order:

Article 1 of the First Protocol provides as follows: *“Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one should be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law. The preceding provisions shall not, however, in any way impair the right of a state to enforce such laws as it deems necessary to control the use of property in accordance with the general interest or to secure the payment of taxes or other contributions or penalties”.*

Article 6 provides that in determining their civil rights and obligations everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law.

Article 8 protects private and family life, home and correspondence. No public authority can interfere with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.

Article 14 requires that all of the rights and freedoms set out in the Convention must be protected and applied without discrimination. In particular, the enjoyment of the said rights and freedoms shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.

Each of the rights set out within the above-mentioned articles are qualified such that they may be interfered with provided such interference is prescribed by law, is pursuant to a legitimate aim, is necessary in a democratic society and is proportionate. Furthermore, within the context of Article 1 of the First Protocol, the European Court of Human Rights has recognised that regard must be had to the fair balance which is required to be struck between the competing interests of the individual and the community as a whole.

There are two dwellings included within the Order Land, namely the first floor residential accommodation located above the takeaway premises which operate from the Haughton Square Properties. Therefore, Article 8 of the Convention is engaged.

## **Guidance Notes**

### **1. Legal Context**

It is a legal requirement for local authorities to assess the equality and human rights impact of changes proposed or made to services. It is up to us as an authority to decide what form our equality impact assessment may take. By way of illustration, some local authorities focus more overtly upon human rights; some include safeguarding. It is about what is considered to be needed in a local authority's area, in line with local factors such as demography and strategic objectives as well as with the national legislative imperatives.

Carrying out these impact assessments 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, and to thus demonstrate that the three equality aims are integral to our decision making processes.

These are: eliminating discrimination, harassment and victimisation; advancing equality of opportunity; and fostering good relations.

These screening assessments for any proposed service change go to Cabinet as part of the committee report, or occasionally direct to Full Council, unless they are ones to do with Licensing, in which case they go to Strategic Licensing Committee.

Service areas would ordinarily carry out a screening assessment, or Part One equality impact assessment. This enables energies to be focussed on review and monitoring and ongoing evidence collection about the positive or negative impacts of a service change upon groupings in the community, and for any adjustments to be considered and made accordingly.

These screening assessments are recommended to be undertaken at timely points in the development and implementation of the proposed service change.

For example, an ESHIA would be a recommended course of action before a consultation. This would draw upon the evidence available at that time, and identify the target audiences, and assess at that initial stage what the likely impact of the service change could be across the Protected Characteristic groupings and our tenth category of Social Inclusion. This ESHIA would set out intended actions to engage with the groupings, particularly those who are historically less likely to engage in

public consultation eg young people, as otherwise we would not know their specific needs.

A second ESHIA would then be carried out after the consultation, to say what the feedback was, to set out changes proposed as a result of the feedback, and to say where responses were low and what the plans are to engage with groupings who did not really respond. This ESHIA would also draw more upon actions to review impacts in order to mitigate the negative and accentuate the positive. Examples of this approach include the Great Outdoors Strategy, and the Economic Growth Strategy 2017-2021

Meeting our Public Sector Equality Duty through carrying out these ESHIAs is very much about using them as an opportunity to demonstrate ongoing engagement across groupings and to thus visibly show we are taking what is called due regard of the needs of people in protected characteristic groupings

If the screening indicates that there are likely to be significant negative impacts for groupings within the community, the service area would need to carry out a full report, or Part Two assessment. This will enable more evidence to be collected that will help the service area to reach an informed opinion.

In practice, Part Two or Full Screening Assessments have only been recommended twice since 2014, as the ongoing mitigation of negative equality impacts should serve to keep them below the threshold for triggering a Full Screening Assessment. The expectation is that Full Screening Assessments in regard to Health Impacts may occasionally need to be undertaken, but this would be very much the exception rather than the rule.

## **2. Council Wide and Service Area Policy and Practice on Equality, Social Inclusion and Health**

This involves taking an equality and social inclusion approach in planning changes to services, policies, or procedures, including those that may be required by Government.

The decisions that you make when you are planning a service change need to be recorded, to demonstrate that you have thought about the possible equality impacts on communities and to show openness and transparency in your decision-making processes.

This is where Equality, Social Inclusion and Health Impact Assessments (ESHIA) come in. Where you carry out an ESHIA in your service area, this provides an opportunity to show:

- What evidence you have drawn upon to help you to recommend a strategy or policy or a course of action to Cabinet.
- What target groups and audiences you have worked with to date.

- What actions you will take in order to mitigate any likely negative impact upon a group or groupings, and enhance any positive effects for a group or groupings; and
- What actions you are planning to review the impact of your planned service change.

The formal template is there not only to help the service area but also to act as a stand-alone for a member of the public to read. The approach helps 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.

This assessment encompasses consideration of social inclusion. This is so that we are thinking as carefully and completely as possible about all Shropshire groups and communities, including people in rural areas and people or households that we may describe as vulnerable.

Examples could be households on low incomes or people for whom there are safeguarding concerns, as well as people in what are described as the nine 'protected characteristics' of groups of people in our population, e.g., Age. Another specific vulnerable grouping is veterans and serving members of the Armed Forces, who face particular challenges with regard to access to Health, to Education, and to Housing.

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.

When you are not carrying out an ESHIA, you still need to demonstrate and record that you have considered equality in your decision-making processes. It is up to you what format you choose.-You could use a checklist, an explanatory note, or a document setting out our expectations of standards of behaviour, for contractors to read and sign. It may well not be something that is in the public domain like an ESHIA, but you should still be ready for it to be made available.

**Both the approaches sit with a manager, and the manager has to make the call, and record the decision made on behalf of the Council. Help and guidance is also available via the Commissioning Support Team, either for data, or for policy advice from the Rurality and Equalities Specialist. Here are some examples to get you thinking.**

*Carry out an ESHIA:*

- If you are building or reconfiguring a building.
- If you are planning to reduce or remove a service.
- If you are consulting on a policy or a strategy.
- If you are bringing in a change to a process or procedure that involves other stakeholders and the wider community as well as particular groupings

For example, there may be a planned change to a leisure facility. This gives you the chance to look at things like flexible changing room provision, which will maximise positive impacts for everyone. A specific grouping that would benefit would be people undergoing gender reassignment

*Carry out an equality and social inclusion approach:*

- If you are setting out how you expect a contractor to behave with regard to equality, where you are commissioning a service or product from them.
- If you are setting out the standards of behaviour that we expect from people who work with vulnerable groupings, such as taxi drivers that we license.
- If you are planning consultation and engagement activity, where we need to collect equality data in ways that will be proportionate and non-intrusive as well as meaningful for the purposes of the consultation itself.
- If you are looking at services provided by others that help the community, where we need to demonstrate a community leadership approach

For example, you may be involved in commissioning a production to tour schools or appear at a local venue, whether a community hall or somewhere like Theatre Severn. The production company should be made aware of our equality policies and our expectation that they will seek to avoid promotion of potentially negative stereotypes. Specific groupings that could be affected include: Disability, Race, Religion and Belief, and Sexual Orientation. There is positive impact to be gained from positive portrayals and use of appropriate and respectful language in regard to these groupings in particular.

### **3. Council wide and service area policy and practice on health and wellbeing**

This is a relatively new area to record within our overall assessments of impacts, for individual and for communities, and as such we are asking service area leads to consider health and wellbeing impacts, much as they have been doing during 2020-2021, and to look at these in the context of direct and indirect impacts for individuals and for communities. A better understanding across the Council of these impacts will also better enable the Public Health colleagues to prioritise activities to reduce health inequalities in ways that are evidence based and that link effectively with equality impact considerations and climate change mitigation.

#### **Health in All Policies – Health Impact Assessment**

Health in All Policies is an upstream approach for health and wellbeing promotion and prevention, and to reduce health inequalities. The Health Impact Assessment (HIA) is the supporting mechanism

- Health Impact Assessment (HIA) is the technical name for a common-sense idea. It is a process that considers the wider effects of local policies, strategies and initiatives and how they, in turn, may affect people's health and wellbeing.



- Health Impact Assessment is a means of assessing both the positive and negative health impacts of a policy. It is also a means of developing good evidence-based policy and strategy using a structured process to review the impact.
- A Health Impact Assessment seeks to determine how to maximise health benefits and reduce health inequalities. It identifies any unintended health consequences. These consequences may support policy and strategy or may lead to suggestions for improvements.
- An agreed framework will set out a clear pathway through which a policy or strategy can be assessed and impacts with outcomes identified. It also sets out the support mechanisms for maximising health benefits.

The embedding of a Health in All Policies approach will support Shropshire Council through evidence-based practice and a whole systems approach, in achieving our corporate and partnership strategic priorities. This will assist the Council and partners in promoting, enabling and sustaining the health and wellbeing of individuals and communities whilst reducing health inequalities.

## **Individuals**

### **Will the proposal have a *direct impact* on health, mental health and wellbeing?**

For example, would it cause ill health, affecting social inclusion, independence and participation?

Will the proposal directly affect an individual's ability to improve their own health and wellbeing?

This could include the following: their ability to be physically active e.g., being able to use a cycle route; to access food more easily; to change lifestyle in ways that are of positive impact for their health.

An example of this could be that you may be involved in proposals for the establishment of safer walking and cycling routes (e.g., green highways), and changes to public transport that could encourage people away from car usage. and increase the number of journeys that they make on public transport, by foot or on bicycle or scooter. This could improve lives.

### **Will the proposal *indirectly impact* an individual's ability to improve their own health and wellbeing?**

This could include the following: their ability to access local facilities e.g., to access food more easily, or to access a means of mobility to local services and amenities? (e.g. change to bus route)

Similarly to the above, an example of this could be that you may be involved in proposals for the establishment of safer walking and cycling routes (e.g. pedestrianisation of town centres), and changes to public transport that could encourage people away from car usage, and increase the number of journeys that they make on public transport, by foot or on bicycle or scooter. This could improve their health and well being.

### **Communities**

Will the proposal directly or indirectly affect the physical health, mental health, and wellbeing of the wider community?

A *direct impact* could include either the causing of ill health, affecting social inclusion, independence and participation, or the promotion of better health.

An example of this could be that safer walking and cycling routes could help the wider community, as more people across groupings may be encouraged to walk more, and as there will be reductions in emission leading to better air quality.

An *indirect impact* could mean that a service change could indirectly affect living and working conditions and therefore the health and well being of the wider community.

An example of this could be: an increase in the availability of warm homes would improve the quality of the housing offer in Shropshire and reduce the costs for households of having a warm home in Shropshire. Often a health promoting approach also supports our agenda to reduce the level of Carbon Dioxide emissions and to reduce the impact of climate change.

Please record whether at this stage you consider the proposed service change to have a direct or an indirect impact upon communities.

### **Demand**

**Will there be a change in demand for or access to health, local authority and social care services?**

For example: Primary Care, Hospital Care, Community Services, Mental Health and Social Services?

An example of this could be: a new housing development in an area would affect demand for primary care and local authority facilities and services in that location and surrounding areas. If the housing development does not factor in consideration of availability of green space and safety within the public realm, further down the line there could be an increased demand upon health and social care services as a result

of the lack of opportunities for physical recreation, and reluctance of some groupings to venture outside if they do not perceive it to be safe.

***For further information on the use of ESHIAs: please contact your head of service or contact Mrs Lois Dale, Rurality and Equalities Specialist and Council policy support on equality, via telephone 01743 258528, or email [lois.dale@shropshire.gov.uk](mailto:lois.dale@shropshire.gov.uk).***

***For further guidance on public health policy considerations: please contact Amanda Cheeseman Development Officer in Public Health, via telephone 01743 253164 or email [amanda.cheeseman@shropshire.gov.uk](mailto:amanda.cheeseman@shropshire.gov.uk)***