

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

A. Summary Sheet on Accountability and Actions

Name of proposed service change
Request for a Review of the Hackney Carriage Fare Card (Table of Fares) in Shropshire

Name of lead officer carrying out the screening
Frances Darling, Head of Business and Consumer Protection

Decision, review, and monitoring

Decision	Yes	No
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.

Actions to mitigate negative impact or enhance positive impact of the service change in terms of equality, social inclusion, and health considerations
<p>The Council needs to support, as much as is reasonably practicable, the hackney carriage trade and given the rising cost of living, in particular, the cost of fuel (petrol, diesel and electricity), it is not unreasonable for the Council to allow fares to be increased. A failure to do this reduces the ability of hackney carriage proprietors to effectively run their business in a competitive marketplace, which may then result in a reduction in the overall number of hackney carriages. As all hackney carriages are required to be wheelchair accessible, this risk will impact on individuals with disabilities or other health needs who use wheelchairs and rely on hackney carriages as a means of transport. This will further reduce the Council's licensing fee income and adversely impact the Council's ability to adequately administer and enforce not only the hackney carriage regime but also the wider licensing regime.</p> <p>An initial assessment of the changes proposed to the hackney carriage Table of Fares indicates that for the protected characteristic groupings of 'age', 'disability', 'sex' and 'pregnancy and maternity', the impact is anticipated to be low positive due to continued financial viability for proprietors and thus a continued service, despite the negative impact for households and individuals of an increase in fare</p>

costs. This will also be the case in relation to the tenth category, social inclusion, that we think about in Shropshire, in addition to the nine protected characteristics set out in the Equality Act 2010. The social inclusion category includes people in rural areas and people or households that we may describe as vulnerable. This overall low positive impact is likely to extend to the health, mental health and wellbeing of individuals and with respect to the community insofar as it relates to transport. In all other respects, the impact is likely to be neutral – neither positive nor negative – with no anticipated need to take actions to mitigate or enhance the impact.

An informal engagement period enabled the Council to seek comments specifically from the hackney carriage trade and the public consultation period, which required compliance with a formal legal process, provided an opportunity for all to comment on the proposals, including the public who have previously or may use hackney carriages in the future and also other stakeholders who may be less directly impacted by the fares charged.

It is acknowledged that the feedback from both the informal engagement and the formal consultation has come solely from hackney carriage proprietors; however, the number who have responded, if those who signed the petition are included, equates to 36 and this is 43% of those who currently hold a hackney carriage licence with the Council. This is a positive response in terms of the trade; nevertheless, it is clear that we do not have any other stakeholder views on the proposals, particularly notable is the absence of a customer/passenger perspective.

In order to mitigate against this, potential passengers, along with applicants, existing hackney carriage licence holders, and other stakeholders, including any who may not already be aware of the revision of the Table of Fares as a result of the engagement/consultation undertaken in the summer of 2022, will be made aware of the implementation of the fare changes through the requirement for the fares to be displayed in all hackney carriages and the fact that the information will be published on the Council's website. This will ensure that passengers, along with the hackney carriage trade and other relevant stakeholders, will have ongoing access to the fares that can be charged by hackney carriage proprietors.

Any complaints/information that indicate licensed hackney carriage proprietors are overcharging passengers/failing to comply with the Table of Fares or are discriminating against disabled or other passengers in any way, e.g., in respect of carrying luggage/other items, will be fully investigated by the Business and Consumer Protection Service, and, where sufficient evidence exists and it is in line with the Council's Better Regulation and Enforcement Policy, legal proceedings will be pursued. Furthermore, the full range of licensing sanctions, including licence revocation, where this is proportionate, will be utilised.

Any adverse impacts of the increase in fares on hackney carriage proprietors who may themselves have protected characteristics is mitigated against by virtue of the fact that the Council's Hackney Carriage and Private Hire Licensing Policy makes it clear that the trade can seek a review of the fares at any time and the Council can initiate such a review independently.

Consideration has been given to the impact that the increase in hackney carriage fares may have on the travelling public as they too are also impacted by the rising cost of living. As a result, fare increases may mean the public are unable to afford to travel by hackney carriage, which then may adversely affect their ability to access services, e.g., health and social care, education provision, shops for supplies; this is potentially compounded by the rural nature of the county and brings added risks to social inclusion.

To mitigate this, hackney carriage proprietors are not mandated to charge the full fares set out in the Table of Fares; they can charge less. This allows proprietors to negotiate a reasonable price with any customer, but in particular with any regular customers in order to retain their custom. The 'taxi meter' can also be set at a level lower than the Council's agreed Table of Fares providing the proprietor displays two separate fare cards in their vehicle, i.e., one showing the Council's agreed Table of Fares and one showing the lower fares to which the meter has been set. These mitigations enable proprietors to remain in control of the margin of profit they obtain from each journey, and still allows them to enhance this margin if they decide to charge the full fares as set out in the Council's agreed Table of Fares.

The revised Hackney Carriage Table of Fares is considered fair and reasonable when balanced against the rise in fuel prices and the cost of living, and in the light of the evidence available at this time. Hackney carriage proprietors will be able to increase their income to offset some of their increased costs, whilst at the same time not pricing themselves out of the market. Passengers will be able to avail themselves of a continued service, across our rural county, despite the increases, rather than a reduced provision as could occur if fares were to stay the same.

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

The Table of Fares can be reviewed at any time by the Council and the hackney carriage trade can request such a review at any time in line with the Council's Hackney Carriage and Private Hire Licensing Policy. This Policy is available on the Council's website and all licence applicants and existing licence holders are made aware of the Policy and where to locate it. The Licensing Team will explore further with the trade whether the potential benefits of adopting a proactive approach to an annual review of the Table of Fares outweighs any identified disadvantages.

There will be ongoing dialogue with the hackney carriage trade through direct contact and 'Taxi Forums' or similar meetings and with local disability groups in order to provide the trade and disabled passengers with the opportunity to provide feedback directly to the Licensing Team.

A dedicated telephone number and email address is and will continue to be generally publicised on the Council's website for other stakeholders, including members of the public (both those with and without disabilities), to provide

feedback on the impact of the fare increases. In addition, these contacts, together with social media contacts, will be publicised in hackney carriages to encourage passengers to provide feedback to the Council. All feedback will be recorded either on the Idox/Uniform system used to administer the licensing regime or in appropriate electronic files maintained by the Licensing Team Manager.

Elected Member involvement will continue through the Strategic Licensing Committee and the Licensing & Safety Sub-Committee, with issues brought before these Committees as appropriate.

If complaints are received from the public about the increase in fares, the Licensing Team will consider whether a benchmarking exercise in relation to the Table of Fares being used in other neighbouring and rural authorities may assist in determining whether the Council's fares are reasonable and/or if a further review is required.

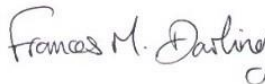




Associated ESHIAs

- Hackney Carriage and Private Hire Licensing Policy 2015 – 2019 (ESIIA undertaken in 2014/15)
- Amendment to the Hackney Carriage and Private Hire Licensing Policy 2015 – 2019 (ESIIA undertaken in February/March 2018)
- Equality Act 2010 – Shropshire Council List of Designated Wheelchair Accessible Vehicles (ESIIA undertaken in May/June 2018)
- Removal of the existing five hackney carriage ('taxi') zones ('the zones') in Shropshire and application of a single taxi licensing regime throughout the administrative area of Shropshire Council (ESIIA undertaken in June to December 2018)
- Hackney Carriage and Private Hire Licensing Policy 2019 – 2023 (ESIIA undertaken in 2018/19)

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

In addition to the Council's corporate approach towards prioritising and measuring the overall outcomes that are set out The Shropshire Plan (<https://www.shropshire.gov.uk/shropshire-council/corporate-plan/>), the Licensing Team will continue to utilise the expertise within Public Health, Climate Change and Economic Growth Teams to assess the impact (if any) of the fare increases on the way hackney carriages are used and the number that continue to be licensed and how this then impacts on health, the environment and the economy.

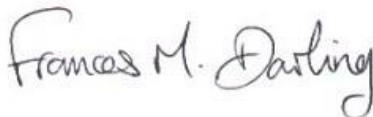
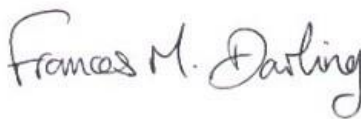
Scrutiny at Part One screening stage

People involved	Signatures	Date
<i>Lead officer carrying out the screening</i> Frances Darling, Head of Business and Consumer Protection		29 August 2022
<i>Any internal service area support*</i> Mandy Beever, Transactional Management and Licensing Team Manager Kate Roberts, Public Protection Officer (Professional)	 	22 September 2022 22 September 2022
<i>Any external support**</i> Lois Dale, Rurality and Equalities Specialist Amanda Cheeseman, Public Health Development Officer Adrian Cooper, Climate Change Team Manager	 	14 th September 2022 15 th September 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

Name	Signatures	Date
<i>Lead officer's name</i> Frances Darling, Head of Business and Consumer Protection		22 September 2022
<i>Accountable officer's name</i> Frances Darling, Head of Business and Consumer Protection		22 September 2022

**This may either be the Head of Service or the lead officer*

B. Detailed Screening Assessment

Aims of the service change and description

In accordance with the Local Government (Miscellaneous) Provisions Act 1976 ('the Act'), Shropshire Council may fix rates or fares ('Table of Fares') to be paid for the hire of hackney carriages that operate within the administrative area of the Council. These rates can relate to time, distance and all other charges in connection with the hire of a vehicle or with the arrangements for the hire of a vehicle. The current table of fares came into effect on 1 April 2021 and is set out below.

HACKNEY CARRIAGE TABLE OF FARES

Applicable to the whole administrative area of Shropshire Council

Tariff 1

(From 07.00 hrs to 23.00 hrs Mon - Sat)

Flag & First Mile (1,760 yards (1,609 metres))	£4.90
For each 176 yards or uncompleted part thereof (equivalent to £1.50 per mile)	£0.15
Waiting time (equivalent to £18 per hour)	£0.15 per 30 sec

Tariff 2

(23.00 to 07.00 hrs including all day Sunday and Bank Holidays with the exception of those listed below)

Flag & First Mile (1,760 yards (1,609 metres))	£6.00
For each 176 yards or uncompleted part thereof (equivalent to £2.50 per mile)	£0.25
Waiting time (equivalent to £30 per hour)	£0.25 per 30 sec

Tariff 3

(From 00.01 hrs to 24.00 hrs on Easter Sunday, Christmas Eve, Christmas Day, New Year's Eve and New Year's Day)

Flag & First Mile (1,760 yards (1,609 metres))	£6.60
For each 176 yards or uncompleted part thereof (equivalent to £3.00 per mile)	£0.30
Waiting time (equivalent to £36 per hour)	£0.30 per 30 sec

Tariff 4

Optional tariff for minibus or larger vehicles where 5 or more passengers are carried.

Flag & First Mile (1,760 yards (1,609 metres))	£7.50
For each 176 yards or uncompleted part thereof (equivalent to £3.00 per mile)	£0.30
Waiting time (equivalent to £36 per hour)	£0.30 per 30 sec

Extra Charges

Soiling charge	£100.00
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All of the above fees are inclusive of VAT where applicable. Shropshire Council, Shirehall, Abbey Foregate, Shrewsbury, Shropshire, SY2 6ND. Tel: 0345 678 9026 Email: Taxis@shropshire.gov.uk

Responsible Officer: Mrs A Beever

Date: 1st April 2021

In line with the provisions set out in Section 3b.90 of the Council's Hackney Carriage and Private Hire Licensing Policy 2019 – 2023 (see text in italics below), the Licensing Service received a request from a Hackney Carriage proprietor to review the current Hackney Carriage Table of Fares.

“3b.90 The hackney carriage trade will be expected to apply for any change to the hackney carriage fares. The Council will consult with hackney carriage licence holders when a proposed change to the hackney carriage fares has been received. Proposals will be considered by the Strategic Licensing Committee and advertised in the local press before they are adopted. This does not preclude the Council from putting forward changes to the fares or taking a decision not to accept the application from the trade.”

The Council, through its Strategic Licensing Committee, is required to undertake a specific legal process in order to change (vary) the Hackney Carriage Table of Fares. This is set out in detail in Section 65 of the Act and is summarised below.

- The Council must publish a notice of the Table of Fares in at least one local newspaper and specify the period, which must not be less than fourteen days from the date of the first publication of the notice, within which and the manner in which objections to the variation to the Table of Fares can be made.
- A copy of the notice must for the period of fourteen days from the date of the first publication be deposited at Shirehall and must at all reasonable hours be open to public inspection without payment.
- If no objections are made, or if all objections made are subsequently withdrawn, the variations automatically come into operation on the relevant specified date; in this case it would be 1 September 2022.
- If objections are made and not withdrawn (and in this case, objections have been made and not withdrawn), the Council must set a further date, not later than two months after the first specified date, on which the Table of Fares will come into force with or without modifications as decided by the Strategic Licensing Committee after consideration of the objections.
- Any Table of Fares previously agreed by the Council cease to have effect.
- A copy of the Table of Fares, when confirmed, must remain available for public inspection, without payment, and a copy provided to anyone who requests a copy, for which a charge can be made. In practice, the information is published on the Licensing pages of the Council's website.

Intended audiences and target groups for the service change

- Hackney carriage proprietors
- Persons who wish to apply for hackney carriage and driver licences
- Persons who hold existing hackney carriage and driver licences
- The Council, in its capacity as the licensing authority, including licensing officers, members of the relevant licensing committees and the internal licensing panel (or other relevant decision-making bodies)
- Licensing consultants, solicitors and barristers advising and/or representing applicants/licence holders
- Magistrates and judges hearing appeals against Council decisions
- Members of the public, particularly those with disabilities, who use/rely on hackney carriages, irrespective whether this is because they live, visit or work in Shropshire
- Other local authorities, particularly Telford & Wrekin Council, City of Wolverhampton Council and others that border the Shropshire Council area
- Shropshire Safeguarding Children Board
- Shropshire Council Children Services
- Keeping Adults Safe in Shropshire Board
- Shropshire Council Adult Services
- Shropshire Council Highways and Transport (Passenger Transport and Environmental Maintenance Teams)
- Shropshire Council Elected Members, particularly those who are Members of the Council's Strategic Licensing Committee
- Shrewsbury Business Improvement District
- Oswestry Business Improvement District
- Shropshire Voluntary and Community Sector Assembly
- Voluntary Groups/Organisations, particularly those who represent, work with or provide services for people with disabilities
- Shropshire Tourist Board, Shropshire Tourism and other tourism bodies
- Police forces, in particular West Mercia Police
- West Mercia Police Crime Commissioner
- Shropshire located Town and Parish Councils
- Shropshire MPs
- Department for Transport
- Competitions and Markets Authority

Evidence used for screening of the service change

The rising cost of living has seen significant increases in the cost of petrol, diesel and electricity and other living costs, including food, with inflation running at over 10% and predicted to continue rising over the coming months. Wages for many people are not keeping pace with the rising prices and overall, the real value of pay has fallen by around 3% compared to 12 months ago.

The impact of the Council's Hackney Carriage and Private Hire Licensing Policies since 2015, has included significant changes made in relation to safeguarding, improvements to vehicle safety and emissions standards, the removal of what

were the pre-unitary hackney carriage zones and the requirement for hackney carriages to be wheelchair accessible with effect from 1 April 2021. Whilst there are other factors outside the Council's control, e.g., deregulation and cross-border hiring, which have impacted the hackney carriage trade, the Council's policy changes have also led to a shift from licensed hackney carriages towards licensed private hire vehicles over the previous 5 years.

Against this background, on 29 April 2022 there was a specific request from a hackney carriage proprietor to vary the Table of Fares as follows:

- No change to start price of all fares
- An increase of 30 pence per mile on the running mile of all 4 tariffs (3 pence per tenth of mile)
- This change is to take into account the increased cost of fuel and general running costs that hackney carriage proprietors now have to pay

A subsequent period of informal engagement led to 9 separate responses from 8 different hackney carriage proprietors. The majority of proprietors supported the proposed increase to the Tariff 1 rate; however, one disagreed as they did not wish to increase costs for the public. Additional requests were also made as follows:

- increasing the Flag and First Mile rate for Tariff 1
- increasing the rate for each additional mile but at a lesser rate than had been originally proposed for Tariff 1
- increasing all the Tariffs and amending the times of day applicable to each Tariff resulting in the creation of additional Tariffs
- introducing additional charges for the carriage of luggage, bicycles, prams and pets

Overall, the primary conclusion from the informal engagement was that all but one of the proprietors who responded were in favour of increasing the fares and this was largely to address the increasing costs associated with fuel and the wider concerns about the general cost of living increases. As a result, it was agreed by the Strategic Licensing Committee that the Table of Fares would go out to formal consultation with an increase across all four Tariffs equivalent to £0.30/mile for each additional mile travelled, but with no additional charges for the carriage of luggage/other items or any wider amendments to the Tariffs.

The formal consultation led to 7 separate responses from 6 different hackney carriage proprietors. Overall, the majority supported the proposal to increase the fares across all four Tariffs equivalent to £0.30/mile for each additional mile travelled. However, one proprietor disagreed and sought a much wider change to the Table of Fares, which proposed increases across the Flag and First Mile as well as to the additional miles travelled and also amendments to the times of day applicable to Tariff 4 (optional tariff for minibuses/larger vehicles) and the creation of two new optional tariffs for minibuses/larger vehicles covering Sundays and Bank Holidays. These proposals were subsequently supported by a further submission from the same proprietor including a petition signed by 23 other hackney carriage proprietors, 22 of whom had not submitted individual responses to the consultation.

The feedback from the formal consultation has been considered by officers and it is clear that there is a depth of support for an increase to the hackney carriage fares. However, the suggestion that additional charges ought to be introduced for the carriage of luggage, bicycles, prams and pets was deemed unacceptable because this approach does not support a transparent charging regime for passengers. Nevertheless, as a result of the additional support for the wider increases across the Tariffs and the changes for minibuses/larger vehicles, as demonstrated by the number of proprietors that had signed the petition, the Table of Fares has been subject to a further revision, which can be seen below. This revised version of the Table of Fares will be presented to the Strategic Licensing Committee for consideration on 5 October 2022.

HACKNEY CARRIAGE TABLE OF FARES

Applicable to the whole administrative area of Shropshire Council

Tariff 1

(From 07.00 hrs to 23.00 hrs Mon - Sat)

Flag & First Mile (1,760 yards (1,609 metres))	£5.50
For each 176 yards or uncompleted part thereof (equivalent to £1.80 per mile)	£0.18
Waiting time (equivalent to £18 per hour)	£0.15 per 30 sec

Tariff 2

(23.00 to 07.00 hrs including all day Sunday and Bank Holidays with the exception of those listed below)

Flag & First Mile (1,760 yards (1,609 metres))	£6.50
For each 176 yards or uncompleted part thereof (equivalent to £2.80 per mile)	£0.28
Waiting time (equivalent to £30 per hour)	£0.25 per 30 sec

Tariff 3

(From 00.01 hrs to 24.00 hrs on Easter Sunday, Christmas Eve, Christmas Day, New Year's Eve and New Year's Day)

Flag & First Mile (1,760 yards (1,609 metres))	£7.00
For each 176 yards or uncompleted part thereof (equivalent to £3.30 per mile)	£0.33
Waiting time (equivalent to £36 per hour)	£0.30 per 30 sec

Tariff 4

Optional tariff for minibus or larger vehicles where 5 or more passengers are carried

(From 07.00 hrs to 23.00 hrs Mon - Sat)

Flag & First Mile (1,760 yards (1,609 metres))	£7.50
For each 176 yards or uncompleted part thereof (equivalent to £3.30 per mile)	£0.33
Waiting time (equivalent to £36 per hour)	£0.30 per 30 sec

Tariff 5

Optional tariff for minibus or larger vehicles where 5 or more passengers are carried

(23.00 to 07.00 hrs including all day Sunday and Bank Holidays, with the exception of those listed below)

Flag & First Mile (1,760 yards (1,609 metres))	£8.50
For each 176 yards or uncompleted part thereof (equivalent to £3.30 per mile)	£0.33
Waiting time (equivalent to £36 per hour)	£0.30 per sec

Tariff 6

Optional tariff for minibus or larger vehicles where 5 or more passengers are carried

(From 00.01 hrs to 24.00 hrs on Easter Sunday, Christmas Eve, Christmas Day, New Year's Eve and New Year's Day)

Flag & First Mile (1,760 yards (1,609 metres))	£9.50
For each 176 yards or uncompleted part thereof (equivalent to £3.30 per mile)	£0.33
Waiting time (equivalent to £36 per hour)	£0.30 per 30 sec

Extra Charges

Soiling charge	£100
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All of the above fees are inclusive of VAT where applicable. Shropshire Council, Shirehall, Abbey Foregate, Shrewsbury, Shropshire, SY2 6ND. Tel: 0345 678 9026 Email: Taxis@shropshire.gov.uk

Responsible Officer: Mrs A Beever

Date: xxxxxxxx

The percentage increases for each Tariff when compared with the current Table of Fares equate to:

	Tariff 1	Tariff 2	Tariff 3	Tariff 4	Tariff 5	Tariff 6
Flag and First Mile	12%	8%	6%	0%	New	New
Additional miles	20%	12%	10%	10%	New	New
Waiting time	0%	0%	0%	0%	New	New

There is no increase to the soiling charge.

The feedback from the formal consultation (from two responses) also indicated that hackney carriage proprietors may welcome the Council being proactive and undertaking an annual review of the Table of Fares in order for the fares to keep pace with inflation without the trade being expected to apply for a review each year.

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

Following receipt of the request to vary the Table of Fares, Officers revised the current Table of Fares to take into account the specific request. On the 10 May 2022, notification of the proposed changes was emailed to all hackney carriage proprietors inviting feedback on the draft proposals. This was a short period of informal engagement, which ended on 18 May 2022.

Feedback was received from hackney carriage proprietors, and this led to further amendments to the Table of Fares, which then formed the basis of the formal public consultation, which was carried out from 4 to 31 July 2022 through the Council's 'Get Involved' pages of its website and with additional direct communication, again by email, to existing hackney carriage proprietors and licence holders.

Full details of the informal engagement process and the commencement of the formal consultation period are available in the report entitled 'Request for a Review of the Hackney Carriage Fare Card', which was presented to the Council's Strategic Licensing Committee on the 22 June 2022. The report can be found on the Council's website at [Agenda for Strategic Licensing Committee on Wednesday, 22nd June, 2022, 10.00 am — Shropshire Council](#).

The formal consultation led to further feedback from hackney carriage proprietors, which the Strategic Licensing Committee will have the opportunity to consider on 5 October 2022.

A summary of the feedback from the informal and formal consultation and the adjustments made as a result of the feedback are set out in the section above headed, 'Evidence used for screening of the service change'.

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.

Protected Characteristic groupings and other groupings 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, negative, or neutral impact (please specify) <i>Part One ESIIA required</i>
<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				Low negative due to fare increase, balanced by low positive

safeguarding concerns e.g., an older person with disability)				due to retention of service
Disability (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)				Low negative due to fare increase, balanced by low positive due to retention of service
Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				Neutral
Marriage and Civil Partnership (please include associated aspects: caring responsibility, potential for bullying and harassment)				Neutral
Pregnancy and Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				Low negative due to fare increase, balanced by low positive due to retention of service
Race (please include ethnicity, nationality, culture, language, Gypsy, Traveller)				Neutral
Religion and belief (please include Buddhism, Christianity, Hinduism, Islam, Jainism, Judaism, Nonconformists; Rastafarianism; Shinto, Sikhism, Taoism, Zoroastrianism, and any others)				Neutral
Sex (this can also be viewed as relating to gender. Please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				Low negative due to fare increase, balanced by low positive due to retention of service
Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				Neutral

<p>Other: Social Inclusion (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>Low negative due to fare increase, balanced by low positive due to retention of service</p>
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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.

<p>Health and wellbeing: individuals and communities in Shropshire</p>	<p>High negative impact <i>Part Two HIA required</i></p>	<p>High positive impact</p>	<p>Medium positive or negative impact</p>	<p>Low positive negative or neutral impact (please specify)</p>
<p>Will the proposal have a <i>direct impact</i> on an individual's health, mental health and wellbeing?</p> <p>For example, would it cause ill health, affecting social inclusion, independence and participation?</p> <p>.</p>			<p>Medium negative: Potential impact on at risk and vulnerable e.g., people with disabilities accessing healthcare and shopping, children and young people travelling to school or for education, women accessing night-time economy travelling in the evening and night time, and others who consider</p>	

			<p>themselves to be vulnerable</p> <p>Medium positive:</p> <p>For Hackney Carriage drivers to be able to have job, housing, fuel and food security</p>	
<p>Will the proposal indirectly impact an individual's ability to improve their own health and wellbeing?</p> <p>For example, will it affect their ability to be physically active, choose healthy food, reduce drinking and smoking?</p>			<p>Medium negative</p> <p>Potential impact on at risk and vulnerable groups reliant on taxis for essential journeys, would need to offset cost in other areas e.g., reduce food / choose less healthy options or not attend appointments</p> <p>Medium positive:</p> <p>For Hackney Carriage drivers to be able to access healthy food, healthy lifestyles and health benefitting activities</p>	
<p>Will the policy have a direct impact on the community - social, economic and environmental living</p>			<p>Medium negative</p> <p>Potential to impact certain population</p>	

<p>conditions that would impact health?</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>groups (people with disabilities, children, young, women, older people, low income) ability to access appropriate and accessible transport to get to school, etc.</p> <p>Medium positive: For Hackney Carriage drivers to remain in sustainable employment and offer an essential public service. This includes night-time economy and the Safer Streets project safety</p>	
<p>Will there be a likely change in <i>demand</i> for or access to health and social care services?</p> <p>For example: Primary Care, Hospital Care, Community Services, Mental Health, Local Authority services including Social Services?</p> <p>.</p>				<p>Low negative potential increase in health and social care services including mental health services</p>

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

Climate change

It is anticipated that the increase in hackney carriage fares is expected to have a 'no effect' outcome on the climate change impacts listed below:

- renewable energy generation;
- carbon offsetting or mitigation; and
- climate change adaptation.

However, with respect to energy and fuel consumption (buildings and/or travel), the ability of hackney carriage businesses to charge more for journeys means there is a greater likelihood that they will remain economically viable and, as a result, in a better position to invest in vehicles that meet the highest emission standards, including moving towards the purchase of electric vehicles in the future.

Health and well being

Transport has a significant impact on health and wellbeing. It is much more than simply getting from A to B; it is an enabler to get to work, school, shops, healthcare, social events and leisure activities, all of which are important for good physical and mental health and wellbeing. A good transport system, i.e., quality, appropriateness, adequacy and affordable infrastructure and services, is essential for a healthy and equitable society.

Public transport is a vital component of an effective, healthy and equitable transport system. However, the reduction in or lack of public transport services, especially in rural areas like Shropshire can have a negative impact on the access and opportunities available to population groups. Those most vulnerable and at risk from limited transport options and services are already experiencing health inequalities and include people with disabilities, children and young people, women, older people, people without a car, and low income groups. For example, evidence shows that people with disabilities use taxis more than those without a disability for essential journeys like healthcare and shopping, despite more of them living in relative poverty.¹ This is due to a lack of available services, service times and inaccessibility of the services available.²

The proposed increase in fares will impact those who are most reliant on taxis for the reasons cited above, especially if no other viable and affordable option is available to these identified population groups. However, this has been mitigated somewhat by not making the fare increases mandatory, therefore, giving the hackney carriage proprietors control and choice over fare pricing up to the maximum set. Whilst this increase will impact the members of the public, many of whom will be struggling with the rise in fuel prices and cost of living crisis, there is a need to balance this with the health and wellbeing needs of taxi drivers. To continue to afford to work and live, i.e., a liveable wage, as fuel and living costs rise it is necessary for taxis drivers, many of whom could themselves be vulnerable or at risk individuals, to maintain their health and wellbeing under the pressures of the current cost of living crisis.³

¹ DfT. (2022). National Statistics: Taxi and private hire vehicle statistics, England: 2022.

<https://www.gov.uk/government/statistics/taxi-and-private-hire-vehicle-statistics-england-2022/taxi-and-private-hire-vehicle-statistics-england-2022>

² Cooper, E., Gates, S., Grollman, C., Mayer, M., Davis, B., Bankiewicz, U., Khambhaita, P. (2019). Transport, health, and wellbeing: An evidence review for the Department for Transport.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/847884/Transport_health_and_wellbeing.pdf

³ Living Wage Foundation (2021) Life on low pay.

https://www.livingwage.org.uk/sites/default/files/LW_LifeOnLowPayPandemic_Feb2020.pdf

Economic and societal/wider community

There are known difficulties around providing adequate transport in rural areas and Shropshire is no exception. Hackney carriages (along with private hire vehicles, drivers and operators) are part of the transport solution in Shropshire, not only for general journeys but also to support the evening and night-time economy, including ensuring the public are transported home safely after nights out in our town centres. This also supports the Safer Streets project (Home Office funded), which is currently underway in Shrewsbury (although the principles apply across the county) to mitigate perceived and actual risks of violence against women and girls, and which is hoped will also reduce the risk of individuals entering the River Severn, the majority of whom have been young men.

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.

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