

Shropshire Equality and Social Inclusion Impact Assessment (ESIIA)

Contextual Notes 2014

The What and the Why:

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

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

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

The How:

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

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

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

Shropshire Council Part 1 ESIIA: initial screening and assessment

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

Name of service change

Please use this box for the full formal name of the service change, whether policy, procedure, function, project, etc. The term “service change” is used in this form as shorthand for whatever form the changes may take.

The Redesign of Bishop’s Castle Library Service

Aims of the service change and description

Please use this box to describe the aims and purpose of the service change. Include any background that you think is helpful for someone reading this ESIIA, eg if there is a new policy, why is it being introduced? If there is a change to an existing service, what are the reasons for this? For example, a redesign and rationalisation of Customer Service Points may seek to concentrate provision strategically on areas where there is a mix of population density and customer need. Further details giving context could also be helpful here.

The Library redesign proposes to provide a library service that embraces different delivery models; through face to face, digital and virtually, through an outreach programme targeted to meet council outcomes for specific groups, and through a reconfigured network of libraries. Shropshire Council will aim to deliver library services by working in partnership with communities so that tailored services can be developed to support the needs of people in their communities and also those who may have specific needs that may affect their access to library services.

In Bishop’s Castle the proposal is to for the service to remain at the present location at Enterprise House, Station Street and transfer the service to an appropriate community organisation (Enterprise South West Shropshire) with on-going professional support from Shropshire Libraries. Opening hours for the library will remain unchanged, with the potential for some services – to be available outside standard opening hours.

This is part of a Shropshire wide strategy for Libraries that will be strategically placed in towns in the different areas of the county. 6 strategic hubs in major libraries to improve accessibility and cater for larger populations in towns. A further 10 local hubs/libraries offering core community service provision and a varied range of opening hours but with participation from town or parish councils, voluntary and community groups the aim will be to increase these opening hours.

These 22 libraries, 4 mobile services and the virtual library and library outreach service is the means by which the council aims to meet its duties under the Public Libraries & Museums Act and its equality duty. A ‘community offer’ will be made in 6 communities so that with a package of council support these communities will be able to operate a community library facility that can be developed and tailored to the local needs in these areas. There is the possibility of closing 4 underperforming libraries and consult about alternative provision at the heart of these communities. The council will also consult about interest in the mobile library services at a later date with the proviso of making vehicle usage more efficient and cost effective this could include reductions or additional services

Intended audiences and target groups for the service change

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

The proposals will have an impact on all people who want to use Bishop's Castle library. However as the library is proposed to remain in the same physical location, and provide the same services as its current operating model any impact on users will be minimal.

Based on the evidence we have to date, we think that the particular groups most likely to be affected by the proposed draft business plan for library service provision are:-

Older people with mobility difficulties, people with physical disabilities, and to some degree those with learning disabilities and mental health related issues. These factors become significant when accessibility factors are added to this.

This may apply for those living in isolated rural areas or those without access to a car or unable to travel easily on public transport and also to those living in urban areas not living within the immediate locality of a library without access to a car or unable to travel easily on public transport. It should be noted that according to the 2011 census the percentage of households in some rural areas with at least one car is higher than the average for the county and in the large towns this figure was lower than average. Access to library services has been a key element in the considerations in shaping the draft library business plan proposals and what is suggested has had regard to demographics of the county.

Children may also be affected in families without access to a car or nearby public transport or if they do not live within walking distance of a library. This may be the case for families with lone parents. There may be issues relating to costs of getting to libraries and the fact that libraries may be an important source of reading for children in low income families. For women in late pregnancy access to a library may be more difficult, especially if they are single parents or affected by deprivation.

Potential for positive differential effect of the change proposals include the following:

We currently provide services to people who share the protected characteristics and this will be unaffected:

These services have been developed to ensure inclusion and access to library services for those who may in some way may find access difficult. They are intended to help people participate fully and aid in equality of opportunity.

For people with visual impairment: We subscribe to R.N.I.B services to provide talking books to people with a visual impairment. Large print books and audio books and CD

and MP3 discs are also available in our libraries. Access software also make it easier for people with visual impairments to use our computers. Concessionary membership for people with disabilities meaning they don't pay to request books or borrow DVDs or audio books. ✓

For people with mental health related issues: In partnership with the health service we provide 'Books on Prescription', which are self- help and awareness books prescribed by GPs for people with mental health related issues.

For older people and people with mobility difficulties: We offer 25 Library Clubs and co-ordinate community as well as a mobile library services for older or disabled people so they can borrow books and meet others socially, helping to reduce isolation for some. For people with mobility disabilities who prefer to stay at home but still want library books we have a pool of volunteers to take books to them as part of our housebound library service. Residential homes can also borrow items for their residents.

BME communities and people speaking other languages: We provide books, in languages other than English as well as European languages. In addition to these we can supply books in other languages each year through our subscription to 'Bright Books'

For the LGBT community: The Library stock policy ensures that books reflecting the experiences of the LGBT community are available.

For Young children and families: We provide rhyme time sessions, story times and facilitate the delivery of the national Bookstart programme locally. We work with family learning tutors to provide Quick Read books for classes and activities. The Library helps to support their school work whether this is for internet access or advice about information sources. The Summer Reading Challenge for 4-12 year olds helps to sustain children's reading ages.

Over 9,000 children took part in 2011 including Looked After Children and disabled children and children living in areas of deprivation. For parents and carers: The library offers books and internet access to enable them to find help and advice, apply for jobs, housing and school places. We provide books on parenting and health, some of which are selected in partnership with the local NHS and works closely to tailor family support for lone parents and others.

For job seekers Shropshire Libraries multiple job clubs with Universal Job Match session taking place in partnership with Job Centre plus. Plans are also being made for library services and venues to be made available for the delivery of. This will include advice on how to use Library service resources.

Physical access to the Enterprise House building is good with single storey access and wide doorways for wheelchairs and pushchairs, automatic doors and accessible toilets.

Staff undertake training around disability awareness

Development of the digital library services such as E Books, E Magazines and E Audio that may make it easier for some people to use library services or extend access to

some people who may not otherwise use library services, for example carers, and disabled people. National research also shows that men are more likely to use library services when they are 'digital' even if they never visit a library so this may advance equality of opportunity.

The library service will also act as a 'front door' or portal to put people in connection with other public services and information and this may have a positive effect on people who share protected characteristics providing another avenue of access to information or other services

We also believe that by offering active community volunteering opportunities this will help people to participate in public life.

In developing the draft Business Plan the council has had regard to the public sector equality duty and will undertake research based analysis of need, assessed library use data and consider existing consultation and feedback from library users and communities. This has included reference to national research and national level data where local information has not been available. The consultation on the draft Strategy will enable the council to identify and assess any significant impacts that may not yet have been discerned.

The consultation will engage especially with people in those groups with protected characteristics.

The websites of some key national level organisations representing people sharing each of the 9 protected characteristics will be looked at in order to assess if there was anything in particular raised about access to library services for the people they represent or to see what the main issues might be for people sharing those protected characteristics

Evidence used for screening of the service change

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

The Shropshire Library service holds data on all of the existing users, including their geographical location and range of library services they use. On a countywide basis this allows assessments to be made on where and how users access library services.

In Bishop's Castle the catchment area for users is mainly from within the Town of Bishop's Castle, but also has significant spread into the rural hinterland within an 8 mile radius of the town.

Work has also been under taken with staff at the library, and the Friends of Bishop's Castle library to identify the potential impact of any changes at the library to its users.

The proposed model of delivery remaining at Enterprise House, has been supported by these user groups

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

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

As part of this process a 6 week public consultation will take place outlining the proposed changes to the library and other services delivered at Enterprise House. This will be available online via the Shropshire Council website, and paper copies will also be available to complete within the library. The consultation will run from 20th July to 31st August.

Existing users of the library with an email address will be contacted directly to comment on the proposals, and press releases will also feature in the local press to make people aware of the consultation and ask them to give their views.

The Friends of Bishop's Castle library will also be invited to give their views, and a specific briefing for this group will take place on 16th July.

Once collated the results will be evaluated by an officer group leading on the proposed changes. Should any equality issues be identified in this consultation these can be assessed and acted on by the officer group ahead of any further work on the transfer taking place.

Potential impact on Protected Characteristic groups and on social inclusion

Guidance notes on how to carry out the initial assessment

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

1. Have the intended audiences and target groups been consulted about:
 - their current needs and aspirations and what is important to them;
 - the potential impact of this service change on them, whether positive or negative, intended or unintended;
 - the potential barriers they may face.
2. If the intended audience and target groups have not been consulted directly, have representatives been consulted, or people with specialist knowledge, or research explored?

3. Have other stakeholder groups and secondary groups, for example carers of service users, been explored in terms of potential unintended impacts?
4. Are there systems set up to:
 - monitor the impact, positive or negative, intended or intended, for all the different groups;
 - enable open feedback and suggestions from a variety of audiences through a variety of methods.
5. Are there any Human Rights implications? For example, is there a breach of one or more of the human rights of an individual or group?
6. Will the service change as proposed have a positive or negative impact on fostering good relations?
7. Will the service change as proposed have a positive or negative impact on social inclusion?

Guidance on what a negative impact might look like

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

Initial assessment for each group

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

Protected Characteristic groups and other groups in Shropshire	High negative impact <i>Part Two ESIIA required</i>	High positive impact <i>Part One ESIIA required</i>	Medium positive or negative impact <i>Part One ESIIA required</i>	Low positive or negative impact <i>Part One ESIIA required</i>
Age (please include children, young people, people of working age, older people. Some people may belong to more than one group eg young person with disability)				√
Disability (please include: mental health conditions and syndromes including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)				√

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

Decision, review and monitoring

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

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

Actions to mitigate negative impact or enhance positive impact of the service change
<i>Check: for the groups affected, what actions will you now take to mitigate or enhance impact of the service change? For example, if you are reducing a service there may be further use you could make of publicity and awareness raising through social media and other channels to reach more people who may be affected.</i>

The introduction of self service will enable Enterprise South West to extend library opening hours. New and existing borrowers will be kept up to date with library developments

Actions to review and monitor the impact of the service change

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

The SLA will be regularly monitored to ensure that Enterprise South West fulfil their obligations in the running of the library service.

Enterprise South West will ensure that data is collected to feed into the Library Service performance measures; for example about number of visits to the library, book loans, active borrowers, attendance at events and computer use.

The Library will continue to take part in any customer surveys undertaken by the Library Service.

Customers will continue to be encouraged to make comments and give feedback about the service through Enterprise South West Shropshire's (Enterprise House) and the Council's Comments and Complaints system.

Scrutiny at Part One screening stage

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

Sign off at Part One screening stage

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

Shropshire Council Part 2 ESIIA: full report

Guidance notes on how to carry out the full report

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

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

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

The forensic scrutiny stage enables you to assess:

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

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

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

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

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

Evidence used for assessment of the service change: activity record

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

And what did it tell you?

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

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

And what did it tell you?

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

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

Full report assessment for each group

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

Protected Characteristic groups and other groups in Shropshire	High negative impact	High positive impact	Medium positive or negative impact	Low positive or negative impact
Age (please include children, young people, people of working age, older people. Some people may belong to more than one group eg young person with disability)				
Disability (please include: mental health conditions and syndromes including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)				
Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
Marriage and Civil Partnership (please include associated aspects: caring responsibility, potential for bullying and harassment)				
Pregnancy & Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
Race (please include: ethnicity, nationality, culture, language, gypsy, traveller)				
Religion and belief (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)				
Sex (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				
Other: Social Inclusion (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people you consider to be vulnerable)				

ESIIA Full Report decision, review and monitoring

Summary of findings and analysis - ESIIA decision

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

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

Please add any brief overall comments to explain your choice.

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

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

Please try to ensure that:

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

Scrutiny at Part Two full report stage

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

Sign off at Part Two full report stage

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

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

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

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

Please also consider:

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

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

These are:

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

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

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