

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

The redesign of Broseley Library, Customer Service Point and library car park

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 and customer service point redesign proposes to provide a service that embraces different customer delivery models; through face to face contact, digital and virtually, individual interviews and conversations through activities and events and through an outreach programme targeted to meet council outcomes for specific groups. Shropshire Council is aiming to deliver library and customer service point 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.

Within our Customer Service Points we understand the importance of a face to face support to many of our customers who may not be able to use alternative means of doing business such as over the telephone or online or who need help to use these alternatives. We want to make sure that people are still able to get the direct help they need, when they need it and we therefore propose working in partnership with other providers of help and advice in localities, specifically in this case Broseley Town Council and the Library Service. By doing this, people will be able to access a much wider range of help and services than the Council currently offers.

In addition to direct face to face help, we will install a telephone and a computer both of which will be free to use so that our customers have an extended range of ways to contact us and conduct business with Shropshire Council. A separate ESIIA specific to the redesign of Customer Service Point provision has been prepared.

In Broseley the Town Council and Shropshire Council's preferred option is for the library service to remain at the present location at The Old School, Bridgnorth Road, Broseley and to transfer the day to day management of the services to Broseley Town Council with on-going professional support from Shropshire Libraries and Customer Service Point staff. Within the proposals the opening hours for the library will remain unchanged, with the potential for some increase in opening hours in the future. Opening hours for the Customer Service Point will be improved and aligned with library opening hours. Library staff currently employed by Shropshire Council will be transferred to Broseley Town Council.

This approach is part of a Shropshire wide strategy for Libraries and Customer Service Points. View the Cabinet report of the 14th October for details:

http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?Cld=130&Mld=2910&Ver=4

6 strategic community library hubs will be created in larger towns to improve accessibility. Further local hubs/libraries, including within Broseley, will offer core community service provision but with the active participation from town and parish councils, and voluntary and community groups.

All proposed changes will be subject to full formal public consultation.

The Council's libraries, mobile services and virtual library and library outreach services are the means by which the council aims to meet its duties under the Public Libraries & Museums Act and its equality duty.

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.

Details of the profile of Broseley are contained with the Place Plan (note that some users of the library will live outside the Place Plan boundary) https://www.shropshire.gov.uk/media/1823531/Broseley-2015-2016-Place-Plan-Final.pdf

The preferred approach to transfer the responsibility for managing the library and Customer Service Point from Shropshire Council to Broseley Town Council will have a potential impact on all people who use or want to use Broseley Library and Customer Service Point.

However, the library is proposed to remain in the same physical location, and to provide the same services as its current operating model so 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 approach 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.

People living in isolated rural areas or those without access to a car or unable to travel easily on public transport or living in urban areas not within the immediate locality of a library and without access to a car or unable to travel easily on public transport may be impacted. 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 the 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.

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 to assist in the provision of equality of opportunity.

For people with visual impairment: We subscribe to R.N.I.B services to provide audio books to people with a visual impairment. Large print books and audio books 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 means that 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 provide mobile library services for older or disabled people so that 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. Residents in care 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 individuals and groups. The Library helps to support children's 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: We provide job clubs with Universal Job Match sessions taking place in partnership with Job Centre plus.

Physical access to the Broseley library 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.

The development of digital library services such as E Books, E Magazines and E Audio 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.

In this respect support will be provided over extended opening hours for Customer Services (compared to the existing restricted Customer Service Point opening hours) for local residents to access Shropshire Council services via a freephone facility or to do their business on-line via dedicated public computer. Library staff will be on hand to for anyone who needs help.

By offering active community volunteering opportunities people will be helped to participate in public life.

In developing its preferred approach the council has had regard to the public sector equality duty and will undertake research based analysis of need, assessed library and customer service point use data and consider existing consultation and feedback from library users and communities.

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

In Broseley the catchment area for users is mainly from within the Town of Broseley, but the library also has a significant spread into the rural hinterland within an 8 mile radius of the town.

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 took place outlining the proposed changes to the library and other services delivered at Broseley library. The consultation run until 28th October 2015.

A door drop was made to all Broseley resident advertising the consultation and inviting them to make their comments an existing users of the library with an email address were contacted directly.

A library drop in event took place on the 19th October 2015.

The neighbouring Parish Council of Barrow was notified.

A total of 258 (5.25% of population of Broseley) people responded to the consultation. The results of the consultation are as follows and a full list of responses and comments is included as Appendix 2.

Option 1 – Transferring the management of the library, Library car park and Customer Service Point to Broseley Town Council was preferred by 225 people (87.21%).

Option 2 – Shropshire Council continuing to run the library with significantly reduced staffing hours was preferred by 14 people (5.43%)

8 people (3.10%) said they don't like either option and have an alternative that makes the same savings

11 people (4.26%) said they don't like either option and were not sure how savings could be made

Of those who chose Option 1 as their preference people were then given the opportunity to provide a reason or reasons either via the suggested reasons or by giving their own in the box provided.

I am keen that the library hours should not be reduced	177 responses (80.09%)
I like the idea of bringing services together	133 responses (60.18%)
The car park should be a local responsibility	123 responses (55.66%)
I think this will give better access to customer services	116 responses (52.49%)

There were 55 (24.89%) other reasons and these can be summarised as being in support of the library service and the car park.

As part of the consultation members of the public were also able to put forward alternative proposals for the library. Two suggestions were made:

- Close Much Wenlock library, relocate the stock to the school library at William Brookes, making it a joint use facility. Reinvest savings in the development of a larger community library in Broseley.
- Move BTC staff into the Library and train to cover existing SC Library staff (who would continue to employed by SC) short fall in hours resulting from savings.

We consider that neither suggestion provides the best chance of sustaining library provision within Broseley and Much Wenlock in a period of declining budgets.

In conclusion the formal consultation exercise has shown clear support for Option 1 – the transfer of the management of the library service, Customer Service Point, library building and library car park to Broseley Town Council. The alternative operating model in Option 2 received considerably less public support.

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	Significant potential impact, risk of exposure, history of complaints, no mitigating
Negative	measures in place or no evidence available: urgent need for consultation with
	customers, general public, workforce
Medium	Some potential impact, some mitigating measures in place but no evidence
Negative	available how effective they are: would be beneficial to consult with customers,
	general public, workforce
Low	Almost bordering on non-relevance to the ESIIA process (heavily legislation led,
Negative	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	High	High	Medium	Low positive
groups and other groups in Shropshire	negative impact Part Two ESIIA required	positive impact Part One ESIIA required	positive or negative impact Part One ESIIA required	or negative impact Part One ESIIA required
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)				V
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)				V
Race (please include: ethnicity, nationality, culture, language, gypsy, traveller)				V
Religion and belief (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)				V
Sex (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				V

Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)		V
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)		V

Decision, review and monitoring

Decision	Yes	No
Part One ESIIA Only?	$\sqrt{}$	
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

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.

New and existing borrowers will be kept up to date with library and customer service point 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.

A three year SLA will be regularly monitored to ensure that Broseley Town Council fulfil their obligations in the running of the library service.

Broseley Town Council will ensure that data is collected to feed into the Library Service and Customer Services 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 and Customer Service Point Service.

Customers will continue to be encouraged to make comments and give feedback about the service through Broseley Town Council and Shropshire Council's Comments and Complaints system.

Scrutiny at Part One screening stage

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

Sign off at Part One screening stage

Name	Signatures	Date
Lead officer's name		
Head of service's name		

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	High	High positive	Medium	Low positive
groups and other groups in Shropshire	negative impact	impact	positive or negative impact	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
Lead officer		
Any internal support		
Any external support		
Head of service		

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.