

**Shropshire Council**  
**Equality, Social Inclusion and Health Impact Assessment (ESHIA)**  
**Stage One Screening Record 2024**

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

<b>Name of proposed service change</b>
<i>Tenancy agreement amendments Council report  (Council-led revision of tenancy terms, including adoption of a 52-week rent model and updated service-charge clarity)</i>

<b>Name of the officer carrying out the screening</b>
<i>Jenny Daisley — Strategic Housing &amp; Commissioning Manager</i>

**Decision, review, and monitoring**

<b>Decision</b>	<b>Yes</b>	<b>No</b>
Initial (Stage One) ESHIA Only?	x	
Proceed to Stage Two Full ESHIA or HIA (part two) Report?		x

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

<b>Actions to mitigate likely negative impact or enhance positive impact of the service change in terms of equality and social inclusion considerations</b>
<p>Shropshire Council has reviewed consultation evidence gathered by Shropshire Towns and Rural Housing (STAR Housing) and assessed the equality and social-inclusion impacts of the amendments. Key considerations include:</p> <p>Clear communication of changes through written information, FAQs and tenant engagement opportunities provided operationally by STAR but strategically overseen by the Council.</p> <p>Identification of tenants who may require reasonable adjustments (e.g., older residents or disabled residents concerned about repair responsibilities), with Council oversight ensuring STAR implements adjustments fairly.</p> <p>Confirmed positive impacts for households on low incomes due to reduced weekly rent amounts under a 52-week rent model, improving budgeting and reducing financial stress.</p>

Support processes (face-to-face, telephone, written channels) that ensure all groups — including those with vulnerabilities, refugees, rural tenants, and those with lower literacy — have equitable access to information.

This assessment concludes that there is no evidence of high negative impact across any Protected Characteristic, with several medium to low positive impacts.

#### **Actions to mitigate likely negative impact or enhance positive impact of the service change in terms of health and wellbeing considerations**

Council review of tenant feedback shows no direct negative health impacts anticipated.

Indirect positive health and wellbeing benefits identified through improved financial stability, clarity of obligations, and reduced confusion around rent-free weeks.

Council will ensure STAR offers support for tenants with anxiety about change, as identified in consultation responses.

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

Shropshire Council will:

- Oversee STAR's continued engagement and support during implementation (from April 2026 onwards).
- Require regular reporting from STAR on:
  - Tenants requiring additional support
  - Equality-related issues raised
  - Complaints/queries related to the amended tenancy terms
- Monitor impacts on groups identified as having vulnerabilities, including older adults, disabled tenants, low-income households and care-leavers.

Council oversight ensures ongoing compliance with the **Public Sector Equality Duty (PSED)** and continuous improvement of mitigations.

#### **Associated ESHIAs**

This Stage One screening follows the initial STAR Housing consultation ESHIA (2025), with Council now applying strategic oversight to the revised proposals.

No other associated ESHIAs identified.

**Actions to mitigate likely negative impact, enhance positive impact, and review and monitor the overall impacts with regard to climate change impacts and with regard to economic and societal impacts**

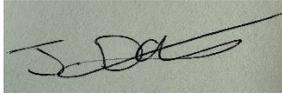
**Climate change:**

- No significant climate impacts identified.

**Economic & societal impacts:**

- Strong positive economic impact for tenants: weekly rents reduce when spread across 52 weeks, aligning with benefit payment cycles (UC, HB, PIP).
- Improved budgeting supports residents facing the cost-of-living pressures.
- Council oversight ensures consistent implementation across STAR-managed properties.

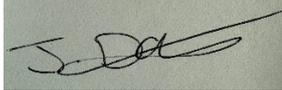
**Scrutiny at Stage One screening stage**

People involved	Signatures	Date
Lead officer for the proposed service change		11/02/2026
Officer carrying out the screening		11.02.2026
Any other internal service area support*		
Any external support**		

\*This refers to other officers within the service area

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

**Sign off at Stage One screening stage**

Name	Signatures	Date
Lead officer's name		11.02.2026

Service manager's name		11.02.2026

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

## **B. Detailed Screening Assessment**

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

Shropshire Council is amending its tenancy agreement to:

- Improve clarity of rights and responsibilities
- Align rent payments with standard 52-week benefit cycles
- Provide clearer, more transparent service-charge provisions

The amendments aim to provide a modernised tenancy framework supporting financial stability, transparency and consistency for tenants. Consultation evidence gathered by STAR Housing has been reviewed by the Council to ensure equality, social inclusion and health considerations are fully accounted for.

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

All tenants in properties managed by STAR Housing on behalf of Shropshire Council

Families, older people, disabled residents, care-leavers and residents with vulnerabilities

Rural communities within Shropshire

Stakeholders including local councillors and neighbouring authorities where relevant

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

Shropshire Council has reviewed:

- Tenant consultation documents and feedback
- Completed questionnaires (including equality-focused questions)

Summary reports on engagement levels and demographic impacts  
 STAR Housing's operational analysis and Equality Act due-regard narrative

This evidence has informed the Council's assessment of equality, social inclusion and health impacts.

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

While the operational delivery was carried out by STAR Housing, Shropshire Council has reviewed and adopted the findings as part of its strategic due-regard responsibilities:

- Letters, FAQs and full draft agreements sent to all tenants
- Five in-person drop-in sessions across multiple accessible locations
- Dedicated telephone and email contact channels
- Social media communications targeting wider and younger audiences
- Strong engagement, with a 14% response rate and detailed evidence on protected characteristics

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

*Please rate the impact that you perceive the service change is likely to have on a group, through stating this in the relevant column.  
 Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.*

<b>Protected Characteristic groupings and other groupings locally identified in Shropshire</b>	<b>High negative impact Stage Two ESHIA required</b>	<b>High positive impact Stage One ESHIA required</b>	<b>Medium positive or negative impact Stage One ESHIA required</b>	<b>Low positive, negative, or neutral impact (please specify) Stage One ESHIA required</b>
<u>Age</u> (please include children, young people, young people leaving care, people of working age, older people. Some people may belong to more than one group e.g., a child or young person for whom there are safeguarding concerns e.g., an older person with a disability)				Neutral impact. No adverse effects identified
<u>Disability</u> (please include cancer; HIV/AIDS; learning disabilities; mental health)			Medium positive impact due	

conditions and syndromes; multiple sclerosis; neurodiverse conditions such as autism; hidden disabilities such as Crohn's disease; physical and/or sensory disabilities or impairments)			to alignment with benefit cycles; reasonable adjustments available for repairs concerns.	
<b><u>Gender re-assignment</u></b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				Neutral impacts across all categories.
<b><u>Marriage and Civil Partnership</u></b> (please include associated aspects: caring responsibility, potential for bullying and harassment)				Neutral impacts across all categories.
<b><u>Pregnancy and Maternity</u></b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)			Medium positive (budgeting benefits).	
<b><u>Race</u></b> (please include ethnicity, nationality, culture, language, Gypsy, Roma, Traveller)			Neutral impacts across all categories.	
<b><u>Religion or Belief</u></b> (please include Buddhism, Christianity, Hinduism, Islam, Jainism, Judaism, Nonconformists; Rastafarianism; Shinto, Sikhism, Taoism, Veganism, Zoroastrianism, and any others)			Neutral impacts across all categories.	
<b><u>Sex</u></b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)			Neutral impacts across all categories.	
<b><u>Sexual Orientation</u></b> (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)			Neutral impacts across all categories.	
<b><u>Other: Social Inclusion</u></b> (please		Positive impacts for low income		

include families and friends with caring responsibilities; households in poverty or on low incomes; people for whom there are safeguarding concerns; people you consider to be vulnerable; people with health inequalities; refugees and asylum seekers; rural communities)

households and vulnerable residents (clearer rent structure).-income households and vulnerable residents .

however, consultation feedback indicates that a smaller cohort of vulnerable residents — including those who rely on rent-free weeks as an established budgeting mechanism — may experience short-term difficulty adjusting to the new model. This does not amount to a disproportionate negative equality impact, but does require tailored support. Mitigations include clear communication, personalised budgeting support, and assistance with Universal Credit/Housing Benefit adjustments to help these tenants transition confidently.”

<u>Other: Veterans and serving members of the armed forces and their families</u>				Neutral to low positive — clearer budgeting supports financial stability.
<u>Other: Young people leaving care</u>				Neutral to low positive — clearer budgeting supports financial stability.

Although consultation responses highlighted that many tenants rely on rent-free weeks as part of their personal budgeting routine — particularly older residents, disabled tenants and those on low incomes — these concerns relate to established habits and the emotional impact of change rather than a disproportionate negative equality impact. The proposal does not increase annual rent and reduces weekly payments, which remains beneficial for low-income households. Any transition-related anxiety will be mitigated through targeted budgeting support, clear communication, and assistance with UC/HB adjustments.

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

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

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

<b>Health and wellbeing: individuals and communities in Shropshire</b>	<b>High negative impact</b> <i>Part Two HIA required</i>	<b>High positive impact</b>	<b>Medium positive or negative impact</b>	<b>Low positive negative or neutral impact (please specify)</b>
<p><b>Will the proposal have a <i>direct impact</i> on an individual's health, mental health and wellbeing?</b></p> <p>For example, would it cause ill health, affecting social inclusion,</p>				Neutral — A small number of vulnerable tenants may experience short-term anxiety linked to

<p>independence and participation?</p> <p>.</p>				<p>the change from rent-free weeks to a continuous 52-week rent model. This relates primarily to adjustment of established budgeting habits rather than a direct long-term mental health impact. With mitigations in place — including tailored budgeting support, clear explanatory communications, and assistance with benefit realignment — this impact is expected to be temporary and proportionately managed.”</p>
<p><b>Will the proposal indirectly impact an individual’s ability to improve their own health and wellbeing?</b></p> <p>For example, will it affect their ability to be physically active, choose healthy food, reduce drinking and smoking?</p> <p>.</p>				<p>Low positive — better budgeting may support healthier choices and reduce stress</p>
<p><b>Will the policy have a direct impact on the community - social, economic and environmental living conditions that would impact health?</b></p>				<p>Neutral.</p>

For example, would it affect housing, transport, child development, education, employment opportunities, availability of green space or climate change mitigation? .				
<b>Will there be a likely change in <i>demand</i> for or access to health and social care services?</b>  For example: Primary Care, Hospital Care, Community Services, Mental Health, Local Authority services including Social Services? .				Neutral — no anticipated change. <a href="#">[ESHIA - Te...nt Changes   PDF]</a>

## **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 Stage 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, a Stage One 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 national Protected Characteristic groupings and our additional local categories. 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 Stage One 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.

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 high negative impacts for groupings within the community, the service area would need to take advice on whether or not to carry out a full report, or Stage Two assessment. This is resource intensive but will enable more evidence to be collected that will help the service area to reach an informed opinion.

In practice, Stage 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 or to Strategic Licensing Committee.
- 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 likely positive effects for a group or groupings; and
- What actions you are planning to monitor and 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.

There are nine Protected Characteristic groupings defined in the Equality Act 2010. The full list of groupings is: Age; Disability; Gender Reassignment; Marriage and Civil Partnership; Pregnancy and Maternity; Race; Religion or Belief; Sex; and Sexual Orientation.

There is also intersectionality between these. Eg a young person with a disability would be in the groupings of Age and Disability, and if they described themselves as having a faith they would then also be in the grouping of Religion or Belief. 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.

For the individuals and groupings who may be affected, ask yourself what impact do you think is likely and what actions will you currently anticipate taking, to mitigate or enhance likely impact of the service change? If you are reducing a service, for example, there may be further use you could make of awareness raising through social media and other channels to reach more people who may be affected.

Social inclusion is then a wider additional local category we use in Shropshire, in order to help us to go beyond the equality legislation in also considering impacts for individuals and households with regard to the circumstances in which they may find themselves across their life stages. This could be households on low incomes, or households facing challenges in accessing services, such as households in rural areas, and veterans and serving members of the armed forces and their families, or people that we might consider to be vulnerable, such as young people leaving care or refugee families.

Please note that the armed forces are now a grouping to whom we are required to give due regard under recent Armed Forces legislation, although in practice we have been doing so for a number of years now.

We are now also identifying care leavers as a distinct separate local grouping due to their circumstances as vulnerable individuals.

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.**

*Carry out an ESHIA:*

- If you are building or reconfiguring a building.
- If you are planning to reduce or remove or reconfigure 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

*Carry out and record your 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

### **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 which we are asking service area leads to consider health and wellbeing impacts, 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 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 advice: please contact***

***Lois Dale via email [lois.dale@shropshire.gov.uk](mailto:lois.dale@shropshire.gov.uk), or***

***Phil Northfield via email [Phillip.Northfield@shropshire.gov.uk](mailto:Phillip.Northfield@shropshire.gov.uk)***