

## **Shropshire Council Equality and Social Inclusion Impact Assessment (ESIIA)**

### **Name of service change:**

### **Draft Indoor Leisure Facilities Strategy for Shropshire, 2017 to 2022**

### **Contextual Notes 2016**

#### ***The What and the Why:***

The Shropshire Council Equality and Social Inclusion Impact Assessment (ESIIA) approach helps to identify whether or not any new or significant changes to services, including policies, procedures, functions or projects, may have an adverse impact on a particular group of people, and whether the human rights of individuals may be affected.

This assessment encompasses consideration of social inclusion. This is so that we are thinking as carefully and completely as possible about all Shropshire groups and communities, including people in rural areas and people we may describe as vulnerable, for example due to low income or to safeguarding concerns, as well as people in what are described as the nine 'protected characteristics' of groups of people in our population, e.g. Age. 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. 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, 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.

#### ***The How:***

The guidance and the evidence template are combined into one document for ease of access and usage, including questions that set out to act as useful prompts to service areas at each stage. 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. Where there is some uncertainty as to what decision

to reach based on the evidence available, a full report is recommended, as it enables more evidence to be collected that will help the service area 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

#### Shropshire Council Indoor Leisure Facilities Strategy, 2017 – 2022

Version 1, March 2017

### Aims of the service change and description

Shropshire Council completed its first Indoor Leisure Facilities Strategy in 2009, principally to guide future investment in its leisure facilities.

Since this Strategy was originally written, the pressure to support a sustainable, affordable and future proofed leisure facility “offer” has increased, in the context of severe pressures on the public finances.

The provision of indoor leisure facilities forms part of a range of opportunities to the public that set out to increase sustained participation in physical activity. Participation in physical activity and sport raise aspirations, support health improvements, tackle inequality, grow the economy, create more jobs and underpin the continued social, physical and economic regeneration of neighbourhoods.

The Strategy seeks to clarify the role of the Council as a commissioner, partner and/or enabler of leisure facility provision. Shropshire Council’s role will be to create the context that enables leisure facilities to impact positively on the lives of the people of Shropshire. The Council will have a facilitating and enabling role working in partnership with a range of potential providers. Above all, local communities and people will make leisure facilities sustainable and successful.

The Strategy’s vision is that the provision of indoor leisure facilities will support a wider vision in which “Shropshire will be a county where healthier, active lifestyles are encouraged, supported and facilitated for everyone”.

The key objectives of the Strategy review are to:

- Analyse the supply and demand of facilities and to identify gaps in provision and opportunities for improved facility provision.
- Ensure that the delivery of indoor leisure provision is undertaken with full reference to relevant strategic and local influences including well-being considerations and financial constraints.
- Clarify the role of the Council as commissioner, partner and/or enabler of indoor leisure facility provision.
- Confirm an approach for Council support for the future provision of indoor leisure facilities.
- Maximise engagement with key stakeholders.

The Strategy does not make recommendations for the many leisure facilities that are run independently of Shropshire Council, although it is recognised that they will continue to make a significant contribution to providing opportunities for residents to take part in leisure and sporting pursuits.

In delivering the Strategy, we recognise two important considerations:

- It will take time to develop and nurture. Time will be needed to develop collaborative community working, to up-skill the local community workforce and to widen the market of leisure providers.
- Each community / town is different and whilst there are some common issues, a one-size fits

all approach is unlikely to work.

In summary the Strategy sets out minimum leisure facility provision to meet the needs of Shropshire residents. It comprises Leisure Hubs within six locations and Community Leisure Centres in a further four locations. 89% of Shropshire residents will be able to access leisure centres within one of these ten locations within a 20-minute drive time. In setting this out we recognise that the way that people access leisure provision is much more complicated than this simple analysis suggests, for example, not everyone has access to a car, and public transport options are more limited in rural areas. We also recognise that residents have access to leisure facilities in neighbouring authority areas that there are many other options available to residents including private discount gyms, health spas, community halls, school community facilities, etc.

We describe proposals for minimum leisure facility in more detail below.

#### **Minimum leisure facility provision - recommended hierarchy**

<b>Leisure Facility Provision</b>	
	<p>Currently supported by Shropshire Council:</p> <ul style="list-style-type: none"><li>• Shrewsbury - Quarry Swimming &amp; Fitness Centre and Shrewsbury Sports Village</li><li>• Oswestry - Oswestry Leisure Centre</li><li>• Ludlow - South Shropshire Leisure Centre</li><li>• Bridgnorth - Bridgnorth Leisure Centre</li><li>• Market Drayton - Market Drayton Swimming Centre</li><li>• Bishops Castle - SpArC</li></ul>
	<p>Other significant community facilities, not supported by Shropshire Council, also contribute significantly to local provision including:</p> <ul style="list-style-type: none"><li>• Shrewsbury – London Road and Roman Road</li><li>• Bridgnorth – Oldbury Wells School</li><li>• Market Drayton – The Grove School and The Maurice Chandler Centre</li></ul>
<b>Leisure Hubs</b>	<ul style="list-style-type: none"><li>• “Multi facility leisure hubs” within main population areas (existing and planned growth), serving significant urban and rural catchments</li><li>• Provide access to 93% of the Shropshire population within a 25-minute drive time</li><li>• Provides a wide range of activities (either at the same venue or via a network of linked venues). Minimum of strategic sized [ie.3 badminton courts +] sports halls, swimming facilities, fitness provision and other complementary activities, e.g. outdoor facilities, arts and entertainment, etc.</li><li>• Recreational, school, competition and club use</li><li>• Conveniently located multifunctional spaces, gateways to a range of services, co-location of partner services</li><li>• Proactive approach to supporting outreach community activity within the surrounding catchment</li><li>• Focuses for support for local community leisure centres</li></ul>

	<ul style="list-style-type: none"> <li>• Fully staffed</li> <li>• Managed by third parties</li> <li>• Ongoing revenue funding support with the aim to be profitable with no public subsidy required over an agreed timeframe</li> <li>• Opportunity for Community Asset Transfers to suitable local groups in support of social, economic or environmental benefit, dependent on local circumstances</li> </ul>	
	<p>Currently supported by Shropshire Council:</p> <ul style="list-style-type: none"> <li>• Church Stretton – Church Stretton Leisure Centre</li> <li>• Whitchurch – Whitchurch Swimming Centre and Whitchurch Leisure Centre</li> <li>• Cleobury Mortimer – Cleobury Mortimer Sports &amp; Fitness Centre</li> <li>• Ellesmere - Lakelands Sports Centre</li> </ul>	
	<p>Other community facilities, not supported by Shropshire Council, also contribute to local provision including:</p> <ul style="list-style-type: none"> <li>• Ellesmere – Ellesmere Swimming Centre and Ellesmere College Sports Facilities</li> </ul>	
<b>Community Leisure Centres</b>	<ul style="list-style-type: none"> <li>• Flexible provision that responds to local circumstances</li> <li>• Provide access (including the Leisure Hubs) to 89% of the population within a 20-minute drive time</li> <li>• Minimum of sports halls and fitness provision and other complementary activities, including swimming, where appropriate</li> <li>• Recreational, school and club use</li> </ul>	
	<ul style="list-style-type: none"> <li>• Flexible staffing, volunteer staffing where appropriate</li> <li>• Flexible opening hours and activity programmes responding to local community circumstances and site location.</li> <li>• Managed by local community organisations, for example schools, independent operators, community organisations, etc. within community access agreements where appropriate</li> <li>• Maximum of five year time-limited tapered revenue support</li> <li>• Opportunity for Community Asset Transfers to suitable local groups in support of social, economic or environmental benefit, dependent on local circumstances</li> <li>• Potential closure as last resort in the event of no sustainable alternative management options. Would be subject to separate consultations and Cabinet decision.</li> </ul>	

In developing different levels of provision we have worked on the basis that, as far as possible, all Shropshire residents should have reasonable access, as a minimum, to:

- Sports Halls - badminton, indoor football, basketball, cricket, netball, volleyball, etc.
- Swimming Pools – recreational, learn to swim, clubs, etc.
- Health and Fitness - Work outs and activities

While the Council recognises that each leisure centre described above should respond to its particular local circumstances and to community needs it is expected that there will be a balance between:

- Casual bookings
- Pay and play activities
- Programmed courses and activities e.g. Learn to Swim, Exercise Referrals, etc.
- Club use - It is important to highlight the role that local clubs play in each activity programme and their contribution to supporting active communities. Programmes should include appropriate provision of coached sessions, and co-ordination and links with sports development programmes elsewhere in the area.
- Activities for young children – Both formal day time school, use and holiday, weekend and evening activities for young people
- Events and competitions

With respect to pricing the Council expects that the operators of Community Leisure Centres will provide a comprehensive concessionary pricing regime to support participation amongst the vulnerable and disadvantaged.

The minimum leisure facility provision described above provides a framework for future Council investment and support, rather than a list of all community accessible indoor leisure facilities. Fundamentally leisure facility provision in Shropshire, notwithstanding the rurality of the county, will continue to be defined going forward by local mixed and varied provision including village halls, high street gym fitness providers, schools, community and civic centres, etc.

The Strategy will be supported by a detailed five year action plan to cover the period 2017/18 to 2021/22. The Council's ability to support leisure facilities beyond 2018/19 will be determined in due course as the Council's medium term financial position becomes more clearly defined. Any proposals for the decommissioning of leisure facilities will be brought back to Cabinet for determination

Any proposals for significant investment and / or decommissioning will be brought back to Cabinet with further individual Equality and Social Inclusion Impact Assessments. These assessments will consider the potential impact for people in, for example, the groupings of Disability, Gender Reassignment, Race, Gender, and Religion and Belief. Points to consider will include considerations about programming, changing room provision, physical layout, etc.

**Note:** The Quarry Swimming and Fitness Centre (QS&FC)

The QS&FC in Shrewsbury is a well-used pool that has been in operation for over 100 years. Since 2014 the Council has been developing options for sustaining future swimming provision in Shrewsbury, and as part of this process has gathered a large amount of evidence, intelligence and customer insights.

The Council's preferred location for improved swimming provision in Shrewsbury is at the Shrewsbury Sports Village. However, potentially interested organisations have been given until the 27<sup>th</sup> October 2017 to submit business cases to retain swimming provision at the existing QS&FC or other town centre location. Following a thorough evaluation of the different options a decision will be taken by Cabinet on the final location. Cabinet report, 28<sup>th</sup> September 2016

For further information visit: <http://www.shropshire.gov.uk/swimming-provision-in-shrewsbury/>

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

The intended audience for the Indoor Leisure Facilities Strategy is everyone who lives in, works in or visits Shropshire and therefore all groupings within the community, as well as those who serve them. By this we mean the Council, town and parish councils, the wider business sector, the voluntary and community sector, the health and social care sector, and organisations and bodies involved in leisure service provision.

Indoor leisure facilities will continue to provide a “universal” offer from which no one is excluded. However, we also anticipate that the activities provided within our leisure centres will support (1) the needs of both ends of the age spectrum, young and older people, and (2) people who live within disadvantaged communities.

The Strategy will be underpinned by three core principles:

- The creation of a high quality and sustainable indoor sports facility mix, which provides **accessible and inclusive activities** for all Shropshire residents leading to increased participation and active lifestyles, thereby meeting community need.
- The importance of leisure facilities as **relevant community spaces**, accessible to all and offering opportunities for the delivery of a wide range of activities, services, support and entertainment to local communities and people.
- A commitment to work with a wide range of **partner organisations and individuals as co-creators and co-deliverers\*** of leisure facilities so that they best reflect the differing needs of local communities.

\* including existing leisure operators (independent trusts, schools), Town / Parish Councils, voluntary sector, etc.

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

The Council commissioned a detailed and comprehensive Needs Assessment from independent expert leisure consultants, Strategic Leisure Ltd., in 2016. This provides a wide range of evidence in support of making conclusions on the future shape of leisure facility provision and on where Council support is best directed.

This assessment, along with responses received on the initial draft indoor sports facilities strategy in 2016, suggest that the future design of indoor leisure facilities should be based on four key considerations:

1. Usage of the facilities
2. Population including population density and its demographic make up
3. Deprivation
4. Accessibility

### **(1) Indoor leisure facilities usage and trends**

It is difficult to interpret the past usage figures described in Table 2 beyond a general comment that usage in Shropshire remains relatively static overall.

While nationally participation in swimming has declined it remains the single largest participation activity. The continuing growth of high street discount gyms suggests the ongoing growth potential for health and fitness.

### **(2) Population**

#### **(a) Population Density**

Unsurprisingly this analysis confirms the sparsely populated nature of much of Shropshire. A strictly pragmatic approach would place all indoor leisure facility provision within the areas of main population - Shrewsbury, Oswestry, Market Drayton, Whitchurch, Bridgnorth and Ludlow – but this fails to recognise issues of accessibility and convenience to isolated and dispersed communities.

Indoor leisure facilities will continue to provide a “universal” offer from which no one is excluded. However, we also anticipate that the activities provided within our leisure centres will support (1) the needs of both ends of the age spectrum, young and older people, and (2) people who live within disadvantaged communities. This is considered further below.

(b) Population density of over 55s and 65s

We recognise that traditional activities provided within leisure facilities may not always appeal to the recreational and health motivations of older people, and that they need to be considered as part of a range of opportunities that increase physical activity levels.

According to the 2011 Census, a larger percentage of Shropshire’s population was aged 55+ (34.55%) compared to the West Midlands (28.58%) and England (27.97%). Above average numbers of over 55s lived in built-up areas such as Church Stretton (50.92%), Much Wenlock (47.26%), Bishop’s Castle (40.83%), Bayston Hill (39.67%), Ludlow (38.88%), Albrighton (38.87%), Bridgnorth (36.75%), Wem (35.66%), Ellesmere (34.89%) and Craven Arms (34.61%).

(c) Population of 0-4 and 5-14 year olds

Using physical activity to raise the aspirations and to support health improvements in young children and young adults is an important aim of this strategy. Requirements for high quality physical education are embedded within the National Curriculum including instruction in swimming and water safety. Access for schools to swimming lesson is an important consideration.

Leisure centres additionally form part of a much wider mix of outdoor and indoor facilities, many of them community based, that provide for the needs of young people.

Whilst in the 2011 Census 5.13% of Shropshire’s population was aged 0 to 4, built-up areas with a larger percentage of very young people included Market Drayton (6.71%), Whitchurch (6.22%), Oswestry (5.92%) and Shrewsbury (5.84%).

Leisure centres within the main market towns generally have the potential to meet the needs of 5 to 14 year olds (10.96% of population of Shropshire), but there are also concentrations of school age children within smaller built-up and rural areas.

(3) Deprivation

Our leisure facilities will be part of a range of opportunities that increase physical activity levels, and use physical activity and sport to raise aspirations, support health improvements, tackle inequality, grow the economy, create more jobs and underpin the continued social, physical and economic regeneration of neighbourhoods.

(a) Overall deprivation

Whilst the Local Authority is one of the least deprived in England, an analysis of small-area geographies indicates that there is a more complex picture of deprivation at the local level.

Two of the Leisure Hubs are located in areas that fall within the overall top 30% of the most deprived areas in England (Shrewsbury Sports Village and Oswestry Leisure Centre). A further two Leisure Hubs (Quarry Swimming and Fitness Centre, Shrewsbury and SpArC) are located in areas falling within the top 50% most deprived LSOAs in England.

(b) Health Deprivation and Disability

Shropshire is also one of the least deprived upper-tier authorities in England for Health Deprivation and Disability.

Leisure centres in Shrewsbury (Shrewsbury Sports Village and Quarry Swimming and Fitness Centre), Oswestry (Oswestry Leisure Centre) and Ludlow (South Shropshire Leisure Centre) are located in areas that are ranked within the top 50% of the most health deprived areas in England.

### (c) Barriers to Housing and Services

When Barriers to Housing and Services (a “proxy” for rural deprivation) is considered, Shropshire is within the more deprived half of upper-tier Local Authorities in England (62<sup>nd</sup> out of 152).

Leisure centres near market Drayton (The Maurice Chandler Sports Centre) and in Bishops Castle (SpArc) are both located in areas that are ranked within the 10% most deprived areas in England. The leisure centre within Bridgnorth (Oldbury Wells School Hall) is located within an area ranked within the 40% most deprived areas in England. Otherwise the remaining Leisure Hubs are located in areas that are ranked in less deprived half of areas in England.

One consequence of Shropshire’s rurality is that leisure centres within rural communities will always struggle to attract sufficient usage to support self-sustaining businesses. Potential local authority supported and facilitated provision must be a balance between providing reasonable accessibility and the size of potential catchments.

### (4) Accessibility

In designing future indoor leisure facility provision we ideally want to provide residents with:

- Access to sports halls, swimming and fitness within a 20-minute drive time<sup>1</sup> of where they live.
- Access to “destination leisure centres”, places that offer additional facilities and the potential for regional events within a 25-minute drive time of where they live

We have applied this approach to design a minimum leisure facility provision comprising provision within six main “destination” locations - Leisure Hubs - and leisure centres in a further four locations - Community Leisure Centres.

The table below summarises the percentage of the Shropshire population that live within 20 minutes and 25 minutes of the leisure centres included within the proposed “minimum leisure facility provision”.

Distance	Number	Population estimate
Within 20 minutes drive time of 10 Leisure Hubs and Community Leisure Centres	277,100	89%
Within 25 minutes drive time of 6 Leisure Hubs	287,300	93%

In applying this approach we recognise that people’s actual pattern of usage of leisure centres is much more complicated than this simple approach suggests. For example, not everyone has access to their own transport, public transport options are limited in rural areas, some people will combine leisure usage with work, some residents will access leisure facilities in neighbouring authority areas, alternative accessible facilities may exist within local communities, etc. However, the Strategy needs to adopt an approach that, as best as possible, enables the greatest amount of access to leisure centres to the population as possible, notwithstanding that because of the rural nature of the county it will be impossible to ensure full 100% coverage.

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

A public consultation was first undertaken between 29<sup>th</sup> July and 30 September 2016 on the development of a new Indoor Sports Facilities Strategy for Shropshire, 2017-2037. The consultation was based on making available a complete draft strategy linked to a web based questionnaire.

90 individual responses were received and 13 formal responses were received from various

<sup>1</sup> Sport England use a 20-minute drive time catchment in the Facilities Planning Model tool which is based on observed behaviour through benchmarking work.

organisations. 5 Shropshire Council members also responded. Respondents came from:

- Shrewsbury 8
- Whitchurch 9
- Bishops Castle (BC) 19
- Church Stretton (CS) 47
- Cleobury Mortimer 1
- General 3

The number of respondents from Church Stretton and Bishops Castle are likely to reflect local concern at the future of facilities within these towns.

Key stakeholder contributions were also provided from Energize the County Sports Partnership, Sport England and Telford & Wrekin Council.

The responses to the consultation have been summarised\* and, in the context of both the Council's on-going financial situation and an emerging agenda that places physical activity at the heart of individual and community wellbeing, have informed a redraft of the strategy.

The Council now wishes to consult further with the public and stakeholders on the Strategy before seeking to finalise it. We want to fully understand the needs and views of as many members of the community as possible to help us plan the best way to support the provision of leisure facilities in the future. We want to hear from people who don't currently use leisure facilities as well as people who do.

\* A separate detailed summary of the responses to the public consultation along with a response on how the revised draft Strategy addresses them is available. The key themes raised during the public consultation are summarised below along with a note on how the Strategy addresses them.

**Theme: ‘the strategy is based on finances’**

Council response: We have sought to embed the strategy in a wider recognition of the positive benefits of physical activity, while accepting that the pressure on public finances is inevitably a key consideration. Since the draft strategy was originally consulted on the Council has committed to supporting discretionary services, including leisure facilities, until March 2019. The revised draft strategy sets out a five year plan to support minimum leisure facility provision to meet the needs of Shropshire residents, comprising Leisure Hubs within six locations and Community Leisure Centres in a further four locations. This is an improved offer to that suggested within the first draft strategy.

**Theme: ‘written to justify Council decision to relocate swimming provision in Shrewsbury’**

Council response: The draft strategy confirmed the Council's preferred option to relocate swimming in Shrewsbury to a site with existing leisure facilities. However, the draft strategy also notes that until a final decision is made on the future of the Quarry Swimming and Fitness Centre it is difficult to state whether there should be one or two (tier 1 Leisure Hubs) sites in Shrewsbury. The revised draft strategy does not make any further recommendation for the location of future swimming in Shrewsbury. The revised draft strategy is also not consulting on the future location of swimming in Shrewsbury in that this is subject to a detailed process set out within Terms of Reference\*.

\*Note that, based on a detailed assessment of the options and affordability issues, the Council's preferred location for improved swimming provision in Shrewsbury is at the Shrewsbury Sports Village. However, potentially interested

	<p>organisations have been given until the 27<sup>th</sup> October 2017 to submit Full Business Cases to retain swimming provision at the existing Quarry site or other town centre location. Detailed Terms of Reference, 31 October 2016, describe the process to be followed, the evaluation criteria and the evaluation methodology. A decision will be taken by Cabinet on the final location.</p> <p>Reference: Cabinet report, 28<sup>th</sup> September 2016</p> <p>For further information visit: <a href="http://www.shropshire.gov.uk/swimming-provision-in-shrewsbury/">http://www.shropshire.gov.uk/swimming-provision-in-shrewsbury/</a></p>
<b>Theme:</b>	<b>'recommendations are discriminatory to people living in rural areas, mothers, less abled users'</b>
Council response:	<p>This point is recognised and has been reflected in our reanalysis of the accessibility of indoor leisure facilities. We have designed a minimum leisure facility provision that 89% of the population will be able to access within a 20-minute drive time. In setting this out we recognise that the way that people access leisure provision is much more complicated than this simple analysis suggests, for example, not everyone has access to a car, and public transport options are more limited in rural areas. We also recognise that residents have access to leisure facilities in neighbouring authority areas and that there are many other options available to residents including private discount gyms, health spas, community halls, school community facilities, etc.</p>
	<p>Our revised draft strategy confirms that, while we want to provide a universal offer for everyone we also want to support the needs of people at both ends of the age spectrum and people living within disadvantaged communities.</p> <p>A detailed Equality and Social Inclusion Impact Assessment has been prepared, and will be kept under review alongside the further development and ultimate delivery of the strategy.</p>
<b>Theme:</b>	<b>'conflicts with Sport England strategy'</b>
Council response:	<p>The Needs Assessment supporting the revised draft strategy has been completed using the Sport England Assessing Needs and Opportunities Guidance approach for facility planning. We have also reflected Sports England's recent 'Towards an Active Nation' strategy, 2016 and its emphasis on the benefits of physical activity. Throughout the development of both the draft and revised draft strategy, the Council has worked closely with Sport England officers, and sought the advice of Energize, the local County Sports Partnership.</p>
<b>Theme:</b>	<b>'public transport and actual distances do not allow access within a 30 minute drive time'</b>
Council response:	<p>We recognise this point and have adopted a 20-minute drive time in our design work. Sports England use a 20-minute drive time catchment in their Facilities Planning model tool, which is based on observed behaviour through benchmarking work. 89% of the population of Shropshire live within 20 minutes' drive time of the proposed minimum leisure facility provision.</p>
<b>Theme:</b>	<b>'assumptions that everybody has access to a car'</b>
Council response:	<p>The 2011 census identified that 84.2% of households own one car or more.</p>

	<p>However, we recognise that public transport options are limited in rural areas, and that not everyone who wants will be able to easily access a leisure facility local to them.</p> <p>A detailed Equality and Social Inclusion Impact Assessment has been prepared, and will be kept under review alongside the further development and ultimate delivery of the strategy</p>
<b>Theme:</b>	<b>'conflicts with Shropshire Council vision and Core Strategy'</b>
Council response:	The revised levels of provision within the minimum leisure facility provision will strongly support the Council's high-level outcomes for healthy people, resilient communities and a prosperous economy.

## Potential impact on Protected Characteristic groups and on social inclusion

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 their representatives or people with specialist knowledge been consulted, or has research been 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 unintended, for 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?
  - social inclusion?

## 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. Please add any extra notes that you think might be helpful for readers.*

Protected Characteristic groups and other groups in Shropshire	High negative impact Part Two ESIIA	High positive impact Part One ESIIA	Medium positive or negative impact Part One ESIIA required	Low positive or negative impact Part One ESIIA required

	<i>required</i>	<i>required</i>		
<b>Age</b> (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)			Some potential negative impact across all age spectrums in some parts of Shropshire, where residents are potentially further distance from accessible community facilities.	
<b>Disability</b> (please include: mental health conditions and syndromes including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)				The strategy recommends a proactive approach to investment in the creation of “fit for purpose” leisure facilities that provide accessible and inclusive spaces.
<b>Gender re-assignment</b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				It is recognised that any review of facilities, including the creation of new or improved facilities, will need to consider the configuration of changing facilities for this group, providing greater privacy. Programming flexibility could also usefully look at bespoke activity sessions
<b>Marriage and Civil Partnership</b> (please include associated aspects: caring responsibility, potential for bullying and harassment)				N/A
<b>Pregnancy and Maternity</b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				Very few leisure centres provide child care opportunities, which may prevent parents from accessing provision
<b>Race</b> (please include: ethnicity, nationality, culture, language, gypsy, traveller)				It is recognised that any review of individual facilities, including the creation of new or improved facilities, will usefully need to consider the configuration of changing facilities for this group, providing greater privacy. Programming flexibility could also usefully look at bespoke activity sessions
<b>Religion and belief</b> (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)				It is recognised that any review of individual facilities, including the creation of new or improved facilities, will usefully need to consider configuration of changing facilities for this group, providing greater privacy. Programming flexibility could also usefully look at

				bespoke activity sessions
<b>Sex</b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				It is recognised that any review of individual facilities, including the creation of new or improved facilities, will usefully need to consider configuration of changing facilities for this group, providing greater privacy. Programming flexibility could also usefully look at bespoke activity sessions
<b>Sexual Orientation</b> (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				N/A
<b>Other: Social Inclusion</b> (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)			<p>Rurality and lack of access to a car and / or public transport may prevent some residents from accessing leisure centres, as may the financial costs for residents in low income households.</p> <p>The Strategy sets out a Council supported offer based on providing access to 96% of residents within a 20 minute drive time of a facility.</p> <p>However, it is important to note that provision in Shropshire will continue to be defined going forward by local mixed and varied opportunities including village halls, high street gym fitness providers, schools, community and civic centres, etc.</p>	

## Guidance on what a negative impact might look like

<b>High Negative</b>	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
<b>Medium Negative</b>	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

<b>Low Negative</b>	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)
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## 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**

Potentially restricting direct Council financial support for leisure facilities to a limited number of locations has the potential to have a negative impact on participation with resultant negative effects on individual health and wellbeing outcomes.

However, it is not the Council's intention for any existing leisure facilities that provides community access to close. Rather the Council, through its role as an enabler and facilitator, is seeking to support the development of locally supported community focused facilities. Our approach is based on a belief that it is local communities and people that must make leisure facilities sustainable and successful. It is noteworthy that since 2009, when the Council directly managed or financially supported the management of 24 leisure facilities no facilities facility have closed to general public use, although in some cases use is restricted.

As the Council continues to move to develop sustainable local management arrangements we will seek, where appropriate and practical, opportunities for one off investment and tapered revenue support. We will continue to invest through our staff and experts, were appropriate, in supporting the development of new sustainable ways of managing local provision.

There will be ongoing efforts made to engage with people in the Protected Characteristic groupings, particularly where low levels of responses to public consultation have been received to date.

### **Actions to review and monitor the impact of the service change**

The Strategy once confirmed will be supported by a detailed five year action plan to cover the period 2017/18 to 2021/22, which will be reviewed in the context of the Council's financial position. Any proposals for the decommissioning of leisure facilities will be brought back to Cabinet for determination.

The impact of the service change will be monitored through the collection of comprehensive usage data etc., and ongoing efforts will be made to encourage participation by people in the Protected Characteristic groupings, particularly where low levels of responses to public consultation have been received to date.

The Strategy, its delivery and review, is set in the context of Shropshire Council's three high-level outcomes and Performance Management Framework:

- Healthy people
- Resilient communities
- Prosperous economy

Our ambition is to add value to the physical activity levels, health wellbeing and sporting excellence of the people of Shropshire.

Specifically, we aim to have:

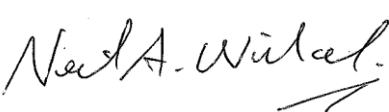
- Fit for purpose and relevant leisure centres that lie at the heart of their communities.
- A better understanding of the needs and aspirations of the people of Shropshire.
- Enabled local people, communities and partner organisations to be more involved with service creation and delivery.
- A vibrant mixed economy of leisure facilities, delivered efficiently based on the needs and aspirations of the people of Shropshire.
- Raised physical activity levels amongst all sections of the community and improved the health and wellbeing of Shropshire residents
- A skilled and qualified workforce with a strong voluntary basis
- Understood, and be able to demonstrate, the value and impact of indoor leisure facilities.

Usage of indoor leisure facility provision will be monitored and kept under review. However, the focus will change to reflect a broad range of metrics that reflect the varied usage of spaces and services and the co-creation and delivery of new management arrangements.

The potential impact of the on-going redesign of indoor leisure facilities will continue to be reviewed and monitored, including in the context of the council's statutory duties under the [Equality Act 2010](#) and [section 149: Public Sector Equality Duty](#) in shaping policy, in delivering services, and in relation to their own employees.

Alongside this the Council will continue to look at best practice elsewhere, encourage comments and ideas from local residents and actively encourage the participation of local community groups in the development of alternative approaches for delivering indoor leisure facilities.

## Scrutiny at Part One screening stage

People involved	Signatures	Date
<i>Lead officer carrying out the screening</i> <b>Neil Willcox</b> <b>Locality Commissioning Manager</b>		07 March 2017
<i>Any internal support*</i>		
<i>Any external support**</i> <b>Mrs Lois Dale</b> <b>Rurality and Equalities Specialist</b>		19 <sup>th</sup> January 2017
<i>Head of service</i>		

\*This refers to other officers within the service area

\*\*This refers either to support external to the service but within the Council, eg from the Rurality and Equalities Specialist, or support external to the Council, eg from a peer authority

## Sign off at Part One screening stage

Name	Signatures	Date
Lead officer's name		
Head of service's name <b>Peter Davis</b> Leisure Services Manager		07 March 2017

## **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 individuals 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
<b>Age</b> (please include children, young people, people of working age, older people. Some people may belong to more than one group eg child for whom there are safeguarding concerns eg older person with disability)				
<b>Disability</b> (please include: mental health conditions and syndromes including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)				
<b>Gender re-assignment</b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
<b>Marriage and Civil Partnership</b> (please include associated aspects: caring responsibility, potential for bullying and harassment)				
<b>Pregnancy &amp; Maternity</b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
<b>Race</b> (please include: ethnicity, nationality, culture, language, gypsy, traveller)				
<b>Religion and belief</b> (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)				
<b>Sex</b> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
<b>Sexual Orientation</b> (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				
<b>Other: Social Inclusion</b> (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people for whom there are safeguarding concerns; 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**

<b>People involved</b>	<b>Signatures</b>	<b>Date</b>
<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**

<b>Signature (Lead Officer)</b>	<b>Signature (Head of Service)</b>
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: Shropshire Council has referred to good practice elsewhere in refreshing previous equality impact assessment material in 2014 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 (EHRIs) material and associated documentation.***

***For further information on the use of ESIIAs: please contact your head of service or contact Mrs Lois Dale, Rurality and Equalities Specialist and Council policy support on equality, via telephone 01743 255684, or email [lois.dale@shropshire.gov.uk](mailto:lois.dale@shropshire.gov.uk).***