

## Derbyshire Dales District Council Equality Impact Assessment

*Brief guidance notes shown in italics*

<b>Title of policy, practice, service or function being assessed</b>	Review of Grounds Maintenance and Street Cleansing services
<b>Officers conducting assessment</b>	Peter McEvoy
<b>Date of assessment</b>	September 2013
<b>Reason for assessment</b>	To consider the impact on service users / the public and ensure employees are treated equally and fairly by the Review of Parks and Street Cleansing
<b>Equalities Lead Officer</b>	Giles Dann

### **Purpose, aims and objectives of the policy, practice, service or function under impact assessment**

*Brief bullet point summary*

The purpose of this EIA is to assess the potential equalities impacts on a) staff affected and b) service users / general public arising from proposed changes to grounds maintenance and street cleansing services from January 2014.

The District Council faces a 22.4% grant reduction from Government over the next two years (on top of a 15.6% cut in 2012/13 and 16.2% in 2011/12). To help deal with these cuts, potential savings have been identified within the Council's street cleansing and grounds maintenance services.

Street cleansing and grounds maintenance includes grass cutting, parks and sports pitch maintenance, street cleaning, public toilets and litter picking. In 2012 the District Council commissioned an independent review of its street cleansing and grounds maintenance services. The aim of the review was to deliver service improvements whilst at the same time making on-going savings.

The Review of Parks and Street Cleaning aims to deliver similar services but more efficiently. The main recommendations from the review are to:

- merge the two services together into a single 'Clean and Green' service to create a more efficient and effective service
- establish two area-based teams to help reduce travel times, better utilise staff, use fewer vehicles and help deal with seasonal increases in workload
- improve the standards of services for the general public through more flexible working methods and scaling back the high level of service provided to some local sports clubs
- agree a new set of core standards defining what the street scene service will do and establishing consistent service standards across the district
- introduce a programme of education, community engagement and enforcement to help reduce littering, dog fouling and fly tipping

Together, these changes would help save the Council an estimated £142,000 p.a.

The biggest changes are to working practices affecting existing staff including:

- Merging streets and parks functions and multi-skilling some posts
- Longer working hours in the summer offset by shorter working hours in the winter
- Revised start and end of the working day on site, at the location at which staff will work
- Greater emphasis on scheduled (rather than reactive) work
- Switching to less time intensive horticultural practices
- Change of base with re-location assistance
- Revised policies for the personal use of vehicles requiring staff to collect vehicles from the depot rather than take home
- Agreeing Service Standards

There are also some adjustments in service that might result in spreading resources more evenly across the community as opposed for example to the current concentration of resources on fine turf which benefits a small number of bowls and cricket clubs whilst the general public may see poor standards of grass cutting in public space.

**Are there any other organisations involved in its implementation?**

*Other partners\contractors\agencies involved in delivery*

Not at present. As part of the proposals, sports and bowls clubs may be engaged to do more for themselves.

Trade Unions have been consulted as part of the negotiations with staff.

**Main customer groups (beneficiaries) / stakeholders**

<p><b>Customer Groups:</b></p> <ul style="list-style-type: none"> <li>• Residents</li> <li>• Businesses</li> <li>• Visitors</li> <li>• Parish and Town Councils</li> <li>• Park and play area users</li> <li>• Sports clubs</li> <li>• Charge-payers</li> </ul>	<p><b>Other stakeholders:</b></p> <ul style="list-style-type: none"> <li>• Employed Staff</li> <li>• Casual and Agency Staff</li> <li>• Trade Unions</li> </ul>
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**Which other District Council departments are affected by the policy, practice, service or function? Do any of the objectives directly support or hinder another activity?**

Customer Contact – receiving and referring on enquiries and complaints  
 Leisure Services – encouraging participation in sport and recreation and supporting sports development in the Dales  
 Car Parks – ensuring District Council car parks are fit for public use  
 Markets – rely on street cleansing service to clean up on market days  
 Environmental Health – rely on street cleaning service to keep streets, public toilets and public areas clean and hygienic

The Agricultural Business Centre is supported by street cleansing and the changes will alter the arrangements for provision of supplementary staff during peak season.

The objective of the review is to deliver similar services but more efficiently and to focus services more on the needs of the general public. Officers do not feel that the proposals will hinder the activity of other services. The proposals include maintaining bowling greens and cricket pitches less frequently which is a concern for some clubs. As part of the consultation on the proposals, discussions have been taking place between Leisure services and local clubs to help find local solutions.

<b>Assessing relevance to the public sector Equality Duty</b>	
<p>The general Equality Duty has three aims which require the District Council to have due regard to the need to:</p> <ul style="list-style-type: none"> <li>• eliminate unlawful discrimination (both direct or indirect), harassment and victimisation;</li> <li>• advance equality of opportunity between all persons i.e. removing or minimising disadvantages suffered by protected groups; taking steps to meet the needs of people from protected groups where these are different from the needs of other people and encouraging people from protected groups to participate in public life or other activities where participation is disproportionately low;</li> <li>• foster good relations between all persons i.e. tackling prejudice and promoting understanding between people from different groups.</li> </ul> <p>Which aims of the Equality Duty is the policy, practice, service or function relevant to?</p>	<p><i>Please state</i></p> <p>Eliminating unlawful discrimination and advancing equality of opportunity are particularly relevant</p> <p>The main changes and potential equality impacts are in relation to the proposed terms and conditions of staff as opposed to the customers' experience.</p>

**What evidence is already available or needed to help establish the impact of the policy, practice, service or function on protected groups? (Include consideration of relevant data and research available locally and nationally; monitoring information; performance information; previous consultation and engagement e.g. residents' surveys, satisfaction surveys, focus groups; access to services data; complements and complaints; previous equality assessments. When considering gaps, think about any additional monitoring arrangements needed and the need for further consultation).**

<b>Information / Data</b>	<b>When and how collected</b>	<b>Source</b>	<b>What it tells you</b>	<b>Gaps</b>
Public consultation results on proposed services changes to help assess impact of proposals	Between 28 May and 24 July 2013 via survey, Area Community Forums, Citizens' Panel and letters to key stakeholders inc. Parish Councils and sports clubs.	DDDC	General support from the wider public for the proposals. A number of local issues were raised including some concern from rural communities that services will focus more on town centres in the future e.g. verge cutting (highway safety issues) although no specific equalities issues raised.	Gender and Race profiles of respondents similar to that of district. Low response from younger people to the consultation and those with a disability despite wide publicity.
Consultation with workforce and Trade Unions	Between April and August 2013 based on framework agreed with Joint Consultative Group in April 2013 in line with ACAS guidelines. Consultation comprised series of meetings with Director of Community Services and Operations Manager (with support from Personnel section) and	DDDC staff	<p>Concerns with equalities implications raised included:</p> <ul style="list-style-type: none"> <li>• Part time staff, including one with a disability, did not wish to work the full seasonal hours scheme.</li> <li>• A later finish time could interfere with collection of children from school for those with caring responsibilities</li> </ul>	

	collective bargaining meetings with local and regional Trade Union representatives		<ul style="list-style-type: none"> <li>Leaving home earlier, extra travelling time and costs if relocated to Ashbourne and, for relevant staff, if works vehicles can no longer be taken home</li> </ul> <p>At the time of writing regional Trade Union representatives have given a verbal undertaking that they will support the proposals and are willing to sign a collective agreement to bring the changes into effect, pending a ballot of members on the proposed start time of either 6.30am or 7.00am</p>	
Representation of workforce	July 2012 - Held by Human Resources Section	Employee Declarations	Equalities monitoring information on the workforce. Those affected are predominantly male, with a higher representation within the 55-64 age group and are White British. A proportion of affected staff (8%) have declared disabilities.	No Gaps. The information offers a baseline to allow monitoring and discussion with staff regarding reasonable adjustments if required
Derbyshire Dales Equalities profile (available National and local data)	2011 Census data on age and gender	ONS	<p>Proportion of 65+ well above national average (22.3% versus 16.3% England) and is forecast to increase further. Lower proportion of younger people aged 16-24 (8.7%) compared to national position (11.9%).</p> <p>There remains a slightly higher proportion of resident females than males (similar regionally and nationally).</p> <p>Higher proportion of people who's day to day activities are limited (18.5% compared to 17.6% nationally) and a higher proportion providing unpaid care (12.7% versus 10.2% nationally)</p> <p>Proportion of White British residents well</p>	

	2010	Annual Population Survey, ONS	<p>above national averages (96.8% versus 79.8%). A further 1.8% are from other white backgrounds.</p> <p>Higher proportion of residents with Christian beliefs (68.7% versus 64.1% nationally).</p> <p>24.4% of the working age population were disabled or had a work limiting disability which is above the national average (20.1%)</p> <p>The Dales equalities profile indicates that older people and people with disabilities remain priority groups.</p>	
Customer Complaints	2012/13	DDDC records	None related to equalities issues.	

Protected Groups	Positive effects	Negative effects	No effect	Don't know	Improvement actions
	<i>Identify effects, both service and outcome based (think about sub groups too e.g. older men, disabled women etc.)</i>	<i>Identify effects, both service and outcome based</i>	<i>If no effect identified enter 'None'</i>	<i>If so then what needs to be done (if anything)?</i>	<i>What improvements are needed (or actions should be continued) to remove or minimise negative impacts?</i>
Does the policy, practice, service or function have a positive or negative impact on people of a particular <b>age</b> such as children, young people, older people? Describe how and which	SERVICE USERS - More frequent maintenance of childrens' play areas and enforcement of dog fouling in and around play areas is proposed which will benefit children and their carers	SERVICE USERS - Less frequent weekly maintenance of bowling greens is proposed - a sport often taken up by older people - although this will not affect the ability to take part in the activity. The District Council is working with affected clubs to help secure external funds and to take more ownership of these facilities locally	STAFF - No differential impact anticipated. The proposed changes will not affect pension rules and provision.		N/A
Does the policy, practice, service or function have a positive or negative impact on <b>people with disabilities</b> including people with physical disabilities, sensory impairments, limiting long-term illnesses, learning disabilities or mental health difficulties? Describe how and which	STAFF - Longer seasonal working will mean heavier duties in the summer. People with chronic joint problems may be able to cope better with the work in good weather.	STAFF - Longer seasonal hours in the summer may impact differentially on those with physical limitations /disabilities.			The District Council has a duty to make reasonable adjustments within the workplace so that staff with disabilities / limiting long term illnesses are not disadvantaged. Consideration needs to be given to this requirement with regard to proposed changes within working patterns and any changes to roles, in consultation with the staff affected (this work is in progress e.g. placing people on 'light' and / or restricted hours which will be concluded

Protected Groups	Positive effects	Negative effects	No effect	Don't know	Improvement actions
					<p>ahead of implementing the new arrangements)</p> <p>The proposed change of base for some staff should not adversely affect those with a disability but again reasonable adjustments can be considered</p>
<p>Does the policy, practice, service or function have a positive or negative impact on any <b>racial / minority ethnic groups</b>?</p> <p>Describe how and which</p>			<p>No differential impact anticipated.</p>		<p>N/A</p>
<p>Does the policy, practice, service or function have a positive or negative impact on <b>women or men</b> including those living in particular communities?</p> <p>Describe how and which</p>		<p>STAFF - People with children of school age may need to finish by 3.30pm. Seasonal hours could involve working later. This affects both women and men although the current workforce is all men</p>			<p>The Council's flexible working policy will apply to consider flexible working applications from any who might be affected adversely.</p> <p>The proposed change of base will be offered to volunteers and assistance will be given for excess travel</p> <p>Proposals adjusted to allow an earlier start and retain the 3.30 finish. (As part of negotiations with the TU's the actual start time is to be subject to a workforce Ballot).</p>

Protected Groups	Positive effects	Negative effects	No effect	Don't know	Improvement actions
Does the policy, practice, service or function have a positive or negative impact on <b>pregnant women or people on maternity or paternity leave</b> ? Please also consider any impacts on <b>breastfeeding mothers</b> . Describe how and which	More frequent maintenance of childrens' play areas and enforcement of dog fouling in and around play areas is proposed which will benefit children and their carers				N/A
Does the policy, practice, service or function have a positive or negative impact because of a person's <b>marital status including civil partnership</b> ? Describe how and which			No differential impact anticipated		N/A
Does the policy, practice, service or function have a positive or negative impact on people with a particular <b>sexual orientation</b> ? Describe how and which			No differential impact anticipated		N/A
Does the policy, practice, service or function have a positive or negative impact on people with particular <b>religion or belief</b> ? Describe how and which			No differential impact anticipated		N/A
Does the policy, practice, service or function have a positive or negative impact on <b>trans people or people planning to or going through gender reassignment</b> ? Describe how and which			No differential impact anticipated		N/A

<b>Protected Groups</b>	<b>Positive effects</b>	<b>Negative effects</b>	<b>No effect</b>	<b>Don't know</b>	<b>Improvement actions</b>
Does the policy, practice, service or function have a positive or negative impact on <b>access for people in rural areas</b> ? Describe how and which	STAFF – Travel to work distances may decrease for some staff	STAFF – Travel to work distances may increase for some staff requiring them to leave home earlier	SERVICE USERS - The consultation identified concerns from some rural communities that services may suffer in rural areas given the proposed increased focus of resources on town centres. However, no specific equalities issues identified		N/A  Within the proposals, 8 staff will have a change of base to Ashbourne, to be done wherever possible on a voluntary basis (this may be advantageous to some dependent on where they live). Appropriate assistance with excess cost and time will be provided in line with existing DDDC policies  Relevant staff will continue to be allowed to take work vehicles home
Does the policy, practice, service or function have a positive or negative impact on <b>other groups e.g. those experiencing deprivation or health inequalities</b> ?	The pay structure aligned with the proposed changes will result in some of the Council's lowest paid staff being paid more than the national Minimum Wage and higher than the current 'Living Wage'				N/A

<b><i>Outsourced services</i></b>	
If your policy, practice, service or function is partly or wholly provided by external organisations/agencies, please list any arrangements to ensure that they promote equality and diversity (Include this in your improvement plan)	<i>Are council policies built into contractual or service agreements?</i>  Not applicable
<b><i>Relations between different protected groups</i></b>	
Does your assessment show that a policy, practice, service or function may amount to potential adverse impact between different protected groups? If yes please explain how the	<i>Any adverse differential impacts should be addressed</i>

improvement plan is going to tackle this issue	No
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***If an existing policy, practice, service or function, has it achieved its intended outcomes for the customer groups / stakeholders identified? If not, are there any equalities issues for protected groups?***

*N.B. If nothing additional to answers to key questions move on.*

See below

***If a new policy, practice, service or function, what factors could effect its intended outcomes from being achieved and are there any equalities issues for protected groups?***

*N.B. If nothing additional to answers to key questions move on.*

Nothing additional identified

***Can you think of any intentional or unintentional factors that could contribute to negative or differential impact?***

*N.B. If nothing additional to answers to key questions move on.*

No

**Summarise the key issues resulting from this equality impact assessment and any measures identified to minimise or remove any adverse impact and promote equality of opportunity?**

<p>Key Issues:</p> <ul style="list-style-type: none"> <li>• Longer seasonal hours in the summer may impact differentially on those with physical limitations / disabilities</li>   <li>• People with children of school age may need to finish by 3.30pm. Seasonal hours could involve working later</li>   <li>• Travel to work distances may increase for some staff</li> </ul>	<p>Actions:</p> <ul style="list-style-type: none"> <li>• The District Council has a duty to make reasonable adjustments within the workplace so that staff with disabilities / limiting long term illnesses are not disadvantaged. Consideration needs to be given to this requirement with regard to proposed changes within working patterns and any changes to roles in consultation with the staff affected (this work is in progress e.g. placing people on 'light' and / or restricted hours which will be concluded ahead of implementing the new arrangements)</li>   <li>• The Council's flexible working policy will apply to consider flexible working applications from any who might be affected adversely</li> <li>• The proposed change of base will be offered to volunteers and assistance will be given for excess travel</li> <li>• Proposals adjusted to allow an earlier start and retain the 3.30 finish. (As part of negotiations with the TU's the actual start time is to be subject to a workforce Ballot)</li>   <li>• Appropriate assistance with excess cost and time will be provided in line with existing DDDC policies</li> <li>• Relevant staff will continue to be allowed to take work vehicles home</li> </ul>
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**From the information gathered above, does the policy, practice, service or function discriminate (either directly or indirectly) against any protected groups? Explain why?**

On the basis of the consultations that have taken place and adjustments proposed, the proposals are not considered discriminatory.

**Do you think this policy, practice, service or function should proceed to full EIA? Explain why**

*The full EIA process includes a stakeholder day to gain views on any key issues and the preparation of an action plan to address them.*

No. Staff likely to be affected have been regularly engaged in discussions regarding the proposals, as have relevant Trade Union representatives. Service users have been engaged via the public consultation exercise, including Area Community Forums. It is not considered that a further stakeholder day will add to the information already available and appropriate mitigating actions have been identified subject to Members' decision. The EIA will be reviewed should any future changes be proposed (beyond those currently identified).

**PLEASE FORWARD THE COMPLETED FORM TO THE DISTRICT COUNCIL'S LEAD EQUALITIES OFFICER**

Signed Peter McEvoy (Completing Officer) Signed Giles Dann (Equalities Lead Officer)