# Bunnyfoot

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### REVISITING LEGISLATION.GOV.UK -

### **UPDATED PERSONAS & INSIGHTS FROM RESEARCH**

Rebecca Gill Sharan Gandhi

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## ABOUT THIS RESEARCH

- Objectives
- Research activities carried out

## OBJECTIVES

Establish a current understanding of legislation.gov.uk users, in order to refresh and enrich the personas

- The original personas were developed back in 2008, at a time before legislation.gov.uk existed.
- Over the last 6-7 years there are likely to have been changes in users' technology use, expectations of the service and behaviours and needs that you need to know about to move forward in further developing legislation.gov.uk in a user-centred way.

#### Identify and articulate the ambitions stakeholders have for legislation.gov.uk

#### Generate and explore ideas for the future of legislation.gov.uk

Using the current website and "legislation v2" wireframes as stimuli

#### Note: Summary of the original personas

• Mark Green (primary persona): Non-Law professional working in Local Government "I need to quote legislation as part of my job and so it is essential that the legislation I access is up-to-date"

#### Jane Booker: Super user / Legal Librarian

"I need to respond the solicitors' requests for information in a timely manner and it is absolutely essential that what I provide is up to date"

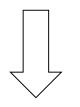
# Heather Cole: Member of the public seeking to defend their rights "I want to prove to my local council that they are not providing the services they are obligated to provide for my disabled son"

#### Brian Hedges (anti-persona): Lost looking for advice "I want to know what I should do about my neighbour's new fence – I think it is higher than it should be and it is blocking my light!"

### OVERVIEW OF RESEARCH ACTIVITIES CARRIED OUT

- Stakeholder workshop to clarify your objectives and understand your vision for the future and the opportunities for the legislation.gov.uk website.
- Background review of materials and protocols produced from work in 2008, data you have gathered in your regular online surveys, and data from any other relevant sources.
- Online survey on your current site to gather quantitative data from existing and potential users.
- User research comprising of:
  - 15 in-depth telephone interviews

5 face to face observed browsing sessions of the current site in a lab-based environment.



- Production of a set of updated / new personas, tools to assist cross-communication of user needs for diverse audiences – they will help promote and cement a user centric approach to development of the website and also assist with long term maintenance.
- Current website and wireframes insights to take forward for the future legislation.gov.uk website.

# SUMMARY OF INSIGHTS FROM SURVEY

### ACCESSING THE SITE

The online survey went live on 11<sup>th</sup> January 2017, and gathered **393 completed responses** (and 283 partial responses).

Getting to the website:

- Law professionals are likely to have saved links / bookmarks, more so than other audiences.
- Others use Google, or type in the address.
- With members of public there is more variation in accessing the site searches, typing address and linking from gov.uk being the most popular amongst survey participants.

How often do you use the site?

- Professionals (law and non-law) have the highest frequency of use.
- Members of public have the lowest frequency use.
- Academics and non-law students have low frequency use.

How are you accessing the site?

- Mainly laptop / desktop.
- Majority never use mobile or tablet to access legislation.gov.uk there was concern about reading legislation on a small screen (mobile).

How long have you been using legislation.gov.uk?

- Most likely to be first visit for members of public and non-law students (37%)
- Professionals (law and non-law) likely to have used since 2010 or longer than a year.
- Academics are a real mix when it comes to duration of use.

## CONTEXT OF USE

Which of the following best describes you?

- Biggest group answering the survey are the non-law professionals (Mark Greens).
- Law professionals and members of public are the next largest groups. Remember that we might expect a higher proportion of law professionals compared with public to engage with the survey.

What is the main purpose of your visit to the site today?

- Members of public research for personal interest, seeking advice (27.6%)
- Professionals research as part of job.

Are you accessing the site in the context of work for any of the following?

- Almost half of the law professional answering are working in the context of central government. Private sector is next biggest group of law professionals.
- Largest chunk of non-law professionals are from local gov 29.1% (though central government and private sector are not far behind). (Like Mark Green).

### SATISFACTION

Did you achieve the purpose of your visit today?

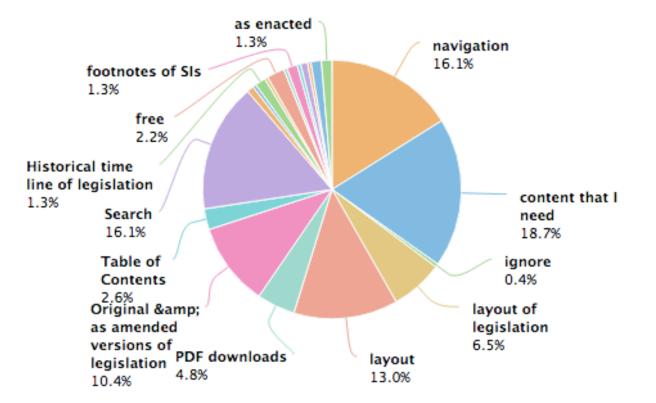
- Law professionals, other professionals and students are the groups most likely to get everything they need.
- Whilst the majority of academics and members of public still find all or some of what they were looking for, they
  are the groups where the highest proportion don't get everything they need.
- Out of date legislation popping up as a source of dissatisfaction.

How satisfied are you overall with your visit today?

- Unsurprisingly given the number that did not get what they were looking for, the members of public had the highest levels of dissatisfaction (over 25%). Academics follow with 15%.
- The other groups are largely positive about their experience (over 80% in either very satisfied or satisfied).
- Those using the site least often reported the lowest satisfaction. There does appear to be a weak link between frequency of use and satisfaction. Those on their first visit are most likely to be dissatisfied.
- Those using the site for longest duration reported the highest levels of satisfaction.

### WHAT DO PEOPLE LIKE ABOUT THE SITE

- Layout and navigation
- Search facilities
- Relevant content
- Original and amended versions of legislation available
- Layout of the legislation itself



### MOST FREQUENTLY USED FEATURES

- "Changes to Legislation" red "Alert Boxes" detailing amendments yet to be applied for the Act being viewed
- "Changes to Legislation" search giving access to all amendments recorded by the editorial team
- Explanatory Notes

	Every time I use the site	Most of the time I use the site	Occasionally	Never	Never (I was not aware of it)	Response Tota
"New Legislation" pages listing newly published legislation	6.9% (25)	5.8% (21)	31.3% (113)	23.8% (86)	32.1% (116)	361
Browse legislation by geographical area	5.1% (18)	5.6% (20)	24.2% (86)	37.5% (133)	27.6% (98)	355
Explanatory Notes	5.3% (19)	22.5% (81)	46.9% (169)	11.7% (42)	13.6% (49)	360
"More Resources" tab providing related information e.g. impact assessment	3.7% (13)	9.1% (32)	35.7% (126)	23.2% (82)	28.3% (100)	353
'Changes to Legislation" red "Alert Boxes" detailing amendments yet to be applied for the Act being viewed	13.2% (47)	25.4% (90)	33.8% (120)	11.3% (40)	16.3% (58)	355
'Changes to Legislation" search giving access to all amendments recorded by the editorial team	10.1% (36)	20.5% (73)	30.1% (107)	17.4% (62)	21.9% (78)	356
Timeline of Changes" giving you the ability to view historical versions of legislation	5.0% (18)	11.2% (40)	36.9% (132)	20.9% (75)	26.0% (93)	358
Advanced Feature to show geographical extent	3.1% (11)	6.0% (21)	20.8% (73)	30.5% (107)	39.6% (139)	351
Amendment Annotations giving further information about the amendment applied (e.g. amending legislation)	8.9% (31)	16.9% (59)	35.0% (122)	18.9% (66)	20.3% (71)	349
Footnotes in Statutory Instruments	6.2% (22)	17.3% (61)	38.0% (134)	21.8% (77)	16.7% (59)	353
					answered	366
					skipped	27

## MAIN FEATURES WANTED MOVING FORWARD

- Information alongside a legislation item about whether or not it is in force
- Searching for legislation by topic or key words
- Links to related legislation of a similar topic

	Very important	Quite important	Neither unimportant nor important	Not very important	Not at all important	Don't know	Response Total
More content explaining how legislation works	22.4% (76)	33.6% (114)	15.9% (54)	13.6% (46)	9.7% (33)	4.7% (16)	339
Information alongside a legislation item about whether or not it is in force	55.5% (191)	33.1% (114)	3.8% (13)	1.7% (6) Υ	1.5% (5)	4.4% (15)	344
Links to related legislation of a similar topic	27.5% (95)	42.9% (148)	18.0% (62)	5.5% (19)	2.6% (9)	3.5% (12)	345
Background information to an Act e.g. Parliamentary history	17.6% (60)	33.2% (113)	25.9% (88)	14.7% (50)	4.7% (16)	3.8% (13)	340
Identifying legislation which creates obligations or powers e.g. offences, duties	30.4% (104)	35.1% (120)	16.4% (56)	8.5% (29)	5.0% (17)	4.7% (16)	342
Most visited sections of the Act	12.2% (42)	21.0% (72)	24.5% (84)	16.3% (56)	21.0% (72)	5.0% (17)	343
"People who viewed this Act also viewed"	9.0% (31)	20.7% (71)	23.3% (80)	16.6% (57)	25.4% (87)	5.0% (17)	343
What people are saying about the Act on social media	5.8% (20)	9.0% (31)	21.5% (74)	20.9% (72)	37.8% (130)	4.9% (17)	344
Searching for legislation by topic or key words	44.8% (154)	34.0% (117)	9.0% (31)	4.7% (16)	3.8% (13)	3.8% (13)	344
Discussion forum	8.4% (29)	17.7% (61)	25.0% (86)	16.6% (57)	26.2% (90)	6.1% (21)	344
Ability to select 'favourite' items of legislation	21.4% (73)	29.3% (100)	19.4% (66)	9.4% (32)	14.4% (49)	6.2% (21)	341
Receive alerts about favourite legislation e.g. when an amendment is applied	30.0% (103)	32.1% (110)	14.6% (50)	6.7% (23)	11.4% (39)	5.2% (18)	343
Access to European legislation	27.1% (93)	30.9% (106)	16.0% (55)	10.2% (35)	10.8% (37)	5.0% (17)	343
						answered	350
						skipped	43

### **KEY IMPROVEMENTS REQUESTED**

- Fully up to date legislation, with latest version of Acts & Sis, and for this to be maintained HIGHEST PRIORITY
- Clearer amendments to the legislation, stating clearly the amending legislation and the impact on the legislation.
- Make it clear when an Act is or will come into force.
- Improvements to the search facility are required, e.g. to work better when searching for SIs, recognise closely misspelt words, ability to search for abbreviations and acronyms e.g. LOLER, searches to be remembered, being able to search for keywords inside an Act.
- For members of public and non-law students, make the site easier to digest, e.g. use plain English, provide examples relating legislation to real situations, basic direction on how to find current legislation, case notes to show how it works in the real world, adding a comprehensive subject index for those who do not know the title of the act or regulation, example "consumer protection laws relating to the supply of electricity."
- Improvements to usability and design, e.g. remove need to click to expand/hide "Opening Options" in left margin, allow printing without annotations.

# INTRODUCING YOUR UPDATED PERSONAS

### INTRODUCING YOUR PERSONAS



#### Mark Green

Non-law professional

'I check whether businesses are complying with the law, so it's essential I have access to the up-todate relevant legislation. I often need to quote legislation or direct people to it.'

Local Authority Environment Health Officer



#### Susan Penn

#### Law professional / drafter

'I need to build up a picture. I need to look at all the legislation that affects or is affected by the legislation I am drafting. I may look at different points in time from the original through to the current version to understand the intent of changes. I use both legislation.gov.uk and paid for services – for different reasons.'

Drafter of legislation



#### Padma Mistry

Member of the public seeking to defend her rights

'Understanding legislation is hard going, but I persevered as I needed to know it to fight for my disabled son's rights. The problem is you don't know what you don't know.'

Full time mother caring for her disabled son



#### James Booker

#### Law professional / super user

'I need to respond to the solicitors' requests for information in a timely manner and it is absolutely essential that what I provide is up-to-date. We usually want law how it stands today.'

Legal Librarian



#### **Brian Hedges**

#### Member of public lost looking for advice

'I want to know what I should do about my neighbour's new fence – I think it is higher than it should be and it is blocking my light'

Semi-retired handyman



### **66** I check whether businesses are complying with the law, so it's essential I have access to the up-to-date relevant legislation. I often need to quote legislation or direct people to it.

## MARK GREEN: NON-LAW PROFESSIONAL



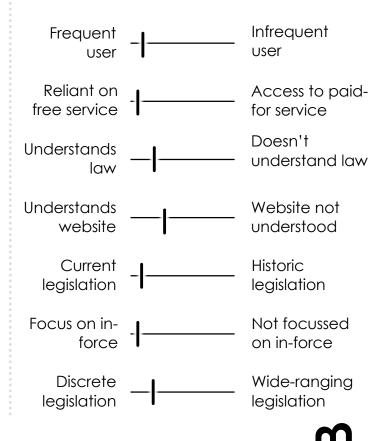
- Local Authority Environmental Health Officer at Birmingham City Council, 35 years old.
- Carries out inspections to ensure businesses comply with the legislation. Informs businesses if they are not compliant. Sometimes needs to give evidence in court / take part in court proceedings.
- Reliant on legislation.gov.uk and has been using it for a long time. However he thinks he doesn't know everything the site has to offer.

Others like this: Role where the individual is checking compliance with legislation and potentially giving advice on compliance e.g. in HR, Health and Safety or data protection.

### GOALS AND MOTIVATIONS

- To ensure businesses are adhering to the law. In particular health and safety and food hygiene legislation.
- To keep up-to-date with the legislation relevant to my role – it's important so I can do my job properly.
- I want to be able to help keep my colleagues up-to-date too and help them with queries.
- I don't want to make mistakes like quoting out of date legislation in court or to a colleague!
- I use websites that provide guidance, but I don't just want to rely on guidance, I want to read the legislation myself.

### DIMENSIONS



#### PERCEPTION OF LAW

 I have no qualifications in law, but obviously I had to cover relevant legislation when getting my qualifications. I've had to become a bit of an expert on the bits that I use regularly. I'm pretty familiar with how legislation works – I know I need to look out for amendments, and make sure something is actually in force.

#### PERCEPTION OF LEGISLATION.GOV.UK

- It provides me access to all the legislation for free.
- The site is clearly laid out and easy to navigate. It's easy to find things.
   I'd be worried about it changing too much and becoming cluttered or hard to use.
- It is an invaluable resource, but it is frustrating when things are not upto-date. I can find what the changes should be at least, but it is much more time consuming and difficult than if it were up-to-date.
- It's really good for primary legislation but not so good for secondary as it is not revised.
- I like the table of contents it's easy to navigate to a section of the Act.
   Mark Green

#### BEHAVIOUR

- I visit legislation.gov.uk 2 or 3 times a week.
- I bookmark frequently used legislation. If I do not have it bookmarked then I will use the search – I usually know the title and year.
- Sometimes I arrive via links from elsewhere e.g. the Food Standards Agency or I get here from a Google search.
- I am interested in the up-to-date and in force legislation it is rare I would need to go back to the enacted. I was not aware of the point in time feature.
- Usually using a desktop computer in the office or laptop. At meetings or out and about I usually use a tablet.
- Very occasionally I might check something on the website on my phone if I am out and about on a visit conducting an inspection or travelling and I don't have an alternative. It would be rare, and to check a specific detail.
- I regularly cut and paste extracts of legislation into correspondence sometimes the link, sometimes the actual text.
- I use the table of contents (and really like it) to navigate to specific sections of the legislation.
- I'm more likely to read online than print.
- I check the red boxes to see about amendments yet to be applied.
- Sometimes I use the explanatory notes and explanatory memorandums they can help you understand what the legislation is doing.
- I wasn't aware until the online survey I did of features like seeing geographic extent and the timeline if changes – I just use the site for what I need.



#### FRUSTRATIONS

- Amendments are not made quickly enough. It takes ages to trawl through amending legislation to try and work out what the current version should look like.
- So much effort must go into the boxes about outstanding amends – surely it would be no more effort to make the updates?
- Secondary legislation is not revised I have to point people to regulations – it is difficult for them to comply when they aren't up-to-date.
- You have to click in a couple of times to get to the amending legislation on the pink boxes.
- You can't tell instantly what is in force and when (if) it came into force.
- It annoys me that it doesn't use up all of my screen – big space wasted.
- Search doesn't work with misspellings.
- When there is only a pdf version.
- I want to search by keyword.
- I want to be able to search for keywords within a piece of legislation, for example to determine where a defined term has been used.
- When I started using the site I would have liked more help on how to use it.
- Sometimes the site is slow.
   Mark Green

#### REQUIREMENTS

- Keep everything up-to-date.
- It needs to be really clear what is in force.
- Make it clear if amendments have come into force.
- Help me find legislation on a similar topic or relating to what I am looking at.
- Revised secondary legislation as well as primary would be immensely useful, but I realise this is a huge task.
- Identify legislation which creates powers or obligations and link to legislation made under an Act.
- Favourites and alerts I am focussed on a relatively small area of legislation, this would help me keep up-to-date.
- Provide access from the TOC to outstanding amendments.
- More explanation about how legislation and the site works this would have really helped me when I was starting out. It would also be somewhere I could tell colleagues to look.
- Anything that helps me correctly interpret the legislation I am looking at would be good, e.g. links to case law.
- Keyword searches for legislation and within a piece of legislation.
- Access to EU legislation.
- Better expose / educate about some of the advanced functionality like point in time.
- Cater for misspellings in search terms and allow common references for legislation to be entered, e.g. "LOLER" (Lifting Operations and Lifting Equipment Regulations 1998).
- Some background and easy access to the parliamentary history would be good.
- Maintain a layout that feels easy to use.
- Address issues of speed and performance.



#### TRIGGERS

- Finding relevant text of legislation to copy and paste into correspondence.
- Seeking url to share a link to a piece of legislation.
- Checking definitions to ensure we are applying the legislation correctly.
- Check if I'm up-to-date.
- Helping a colleague with a query.

# OTHER INFORMATION SOURCES

- Wikipedia.
- Sites like The Food Standards Agency, HSE.
- Colleagues and counterparts in other Local Authorities.
- Chartered Institute of Environmental Health.
- Case law examples of relevant cases.

#### MARK'S STORY



I investigate offences relating to all areas of environmental & health and safety legislation. I spend a large proportion of my time inspecting a variety of businesses and facilities, sometimes having to visit unpleasant and potentially dangerous places. I receive and investigate complaints and make visits to decide whether the complaint is justified. Sometimes it is in response to a report from a technician who has made a routine inspection and referred a problem to me. Often it is in response to complaints made by local residents or employees.

We received a complaint from an employee about his working conditions at a warehouse, so I went over and examined the situation. I have to observe the offence being committed first hand rather than simply relying on somebody else's word.

It was obvious that company really need to work on their health and safety procedures, they really need to look at the law! They have already ignored a written warning. Now I am drafting a letter – a legally enforceable order – and need to quote the specific Acts they are breaching. If I'm unsure whether legislation is being breached, I'll discuss it with my colleagues. We keep each other up-to-date on legislation. The ability to quote legislation is essential, and also quite useful as most people cock their ears up when they hear someone saying "well under the Waste Management Act 1996, section 34...". You sound a lot more authoritative if you can do this.

I have no access to paid-for services, and so I am reliant on legislation.gov.uk. There's a lot of legislation I'm required to enforce and keep up-to-date with. I regularly consult a handful of acts (such as environmental protection act 1990, the environment act 1995, highways act 1980 and many more). I have these bookmarked but if I am unsure of the title or year of legislation, I will usually do a google search, which usually points me to legislation.gov.uk. My biggest frustration is that not all the legislation I use is up-to-date (though this is improving), they link to amending legislation, but there can be so many! I find the way amendments are recorded, hyperlinked, and referenced quite unintelligible. I am not a qualified solicitor, but an Environmental Health Officer!

If the company do not start complying with Health and Safety regulations, we will take them to court. In this case I'd have to prepare the evidence for the Council's legal department and may also appear as an expert witness. So I've got to make sure I'm completely up-to-date with the relevant legislation – I'd get laughed at if I started quoting out of date law in the courtroom!



**66** Understanding legislation is hard going, but I persevered as I needed to know it to fight for my disabled son's rights. The problem is you don't know what you don't know.

# PADMA MISTRY:



### MEMBER OF THE PUBLIC SEEKING TO DEFEND HER RIGHTS

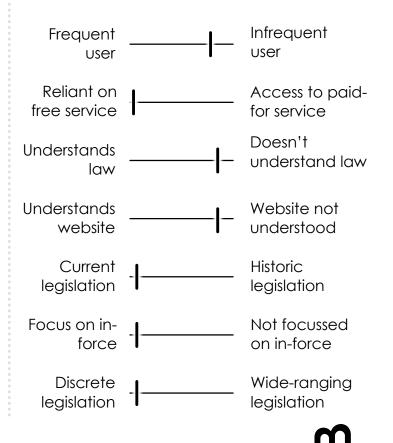
- 42 year old full time mother caring for her disabled son Josh (10 years old).
- Active volunteer involved with local charities that have provided support to her family.
- Has been using legislation.gov.uk for over a year every couple of weeks or so. Describes herself as "learning".
- Wants to look at what the legislation says for herself.

Others like this: other members of the public seeking to understand the law around a particular topic or issue that affects them. Similar to a non-expert business user.

#### GOALS AND MOTIVATIONS

- To make sure my son has access to the right facilities – for his health and happiness.
- To support others in a similar situation to me.
- I don't want to quote the wrong thing when trying to settle this dispute / misunderstand my rights.
- Understanding the legislation and quoting it in my correspondence with the local council and my MP will make them take me more seriously.

#### DIMENSIONS



#### PERCEPTION OF LAW

- I find it complex and difficult to comprehend.
- Very frustrated that it isn't in language that the general public can understand.
- The concept that 'ignorance of the law is no excuse' is a totally stupid idea. Our laws need simplifying.
- Hard to know if you have looked at all the legislation relevant to your situation / topic

### PERCEPTION OF

#### LEGISLATION.GOV.UK

- I am grateful it is there as I cannot afford to pay for legal advice.
- When I used it for the first time I found it very difficult, there is a big learning curve, but that is related to the fact it is legislation too. I'm not sure I know all the things you can do on it.
- Gradually I have learned more about how to use the site, but there could have been more help.
- It is authoritative.
- I assumed the legislation I was looking at is in force and up to date – but I found out I was wrong.
- Not everything is up to date.
- It is easy to use and clearly laid out.
   Padma Mistry

#### BEHAVIOUR

- Often arrives via a Google search.
- Occasionally arrives via a link from social media, or another website e.g. <u>www.gov.uk</u>
- Likely to search on www.legislation.gov.uk for a topic / keyword e.g. "disability".
- Bookmarks key pieces of relevant legislation.
- Sharing on forums either copies and pastes text, or copies a link.
- Often ignores the content of red boxes as it is too overwhelming.
- Sometimes uses the Explanatory Note.
- Occasionally prints.
- Has multiple tabs open on her screen, showing different pages of legislation.
- Most of the time I use my laptop, but sometimes a tablet. I have a smart phone, but I wouldn't be likely to use legislation.gov.uk on it unless it was the only device I had – reading legislation is something where you want a big screen.



#### FRUSTRATIONS

- I don't always know the name of the legislation, so it can be hard to find.
- How do I know if I have found all the legislation relevant to me. I wish I could see all the legislation on a particular topic. I am anxious I have missed something.
- Legislation Is hard to understand.
- I mistakenly quoted some legislation on a forum as I did not realise it was out of date or not in force.
- It can be completely overwhelming if a piece of legislation is not up to date – I can't tell then if a change is relevant to me or not.
- The boxes frighten me if there are too many links in them. I don't understand the links - lots of codes and numbers.
- Sometimes I have trouble downloading or opening a pdf.

#### REQUIREMENTS

- Show her what is in force (this is what she needs even if she doesn't understand that to start with).
- Show me up-to-date legislation.
- Help me understand if something is up to date or not, and what that means I should do.
- Help me find all the legislation that might be relevant to me link to related legislation.
- Make it easy to search by topic.
- I want to know more about how legislation works.
- Information or link to other sources that might help me understand the legislation and how it works in the real world (e.g. case notes).
- Explain legal terms.
- Tell me if something changes in legislation I am interested in.
- Tell me about new legislation or changes to legislation of interest to me.
- Link to Parliamentary debates / Hansard.



#### TRIGGERS

- What are our rights?
- My local council are not providing the access to facilities that I believe they are obliged to. I want to be sure this is the case and find the ammunition I need to take this dispute forward.
- Sometimes if I am chatting to parents on forums or social media, with similar challenges to me then I will look something up to share with them so they can read the legislation for themselves.
- I need to quote the legislation in correspondence to MP or local authority.

# OTHER INFORMATION SOURCES

- Wikipedia
- Facebook
- Disability charities
- www.youreable.com
- Other relevant forums
- Friends and contacts made through the forums and organisations she is involved with.

### PADMA'S STORY



4 years ago my son had an accident in the playground which left him paralysed from the waist down. Life has changed a lot as a result and there was a lot to learn (everything from alterations to the house to liaising with school to make it easy for Josh to attend).

I gave up work so I had more time to care for Josh and have never been busier. Initially I spent lots of time doing research online to find information to support us, and as a result have become involved in a local charity and I'm involved in a few forums online. In the beginning it was all about finding out information relevant to our situation, but now I feel I am also able to help others on the forum.

2 years ago we had a problem as the Local Authority (LA) were not providing the access to facilities for Josh that I believe they were obliged to. We couldn't afford to pay for legal advice, so I decided to do this myself. I wanted to make sure I had looked at the legislation and understood our rights so we could challenge the LA. I corresponded with them and my MP, quoting the legislation. The need to do this is what took me to legislation.gov.uk. A Google search for the Disability Discrimination Act took me there.

It was hard to understand the legislation but I persevered for my son. It does make me angry that it is so difficult to understand the law that applies to us. The problem I found is I feel you can never be sure you have looked at all the legislation relevant to you as there is no way of knowing what you should be looking at. You don't want to make a mistake.

I got caught out a couple of times when I did not realise something was out of date or not in force. I have definitely got better at using the site and now I try to keep up to date with relevant legislation and sometimes help others on the forum or point them to the legislation.



**66** I need to build up a picture. I need to look at all the legislation that affects or is affected by the legislation I am drafting. I may look at different points in time from the original through to the current version to understand the intent of changes. I use both legislation.gov.uk and paid for services – for different reasons.

### SUSAN PENN: DRAFTER OF LEGISLATION



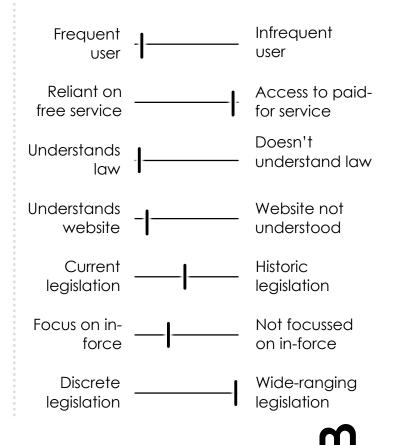
- A law professional who drafts primary legislation.
- Receives instructions from government departments saying what legislation they want and what it needs to achieve; consults wide ranging legislation.
- Extremely familiar with how legislation works.

Others like this: drafters of secondary legislation.

#### GOALS AND MOTIVATIONS

- To translate what Government is trying to achieve into draft legislation that will have the intended effect.
- To understand the impact of the legislation I am drafting on other legislation and vice versa.
- I have to be accurate and pay attention to every detail.
- I need to build up a picture of how the legislation is linked, follow the threads and also trace back changes over time. I must make sure I take everything into account that needs to be addressed.

#### DIMENSIONS



#### UNDERSTANDING OF LAW

 Extremely knowledgeable about legislation, understands how legislation works inside out.

#### PERCEPTION OF LEGISLATION.GOV.UK

- Frustratingly, it should be authoritative, but it isn't entirely because it's not up to date.
- Comprehensive, wide-ranging legislation available.
- Reliable and to a high standard if someone has made an amendment, it will be right and the annotations will be full of information telling you about the changes.
- The information given about amends in the red and green "alert boxes" is enough for me to know whether a change is relevant but the wording could be clearer.
- Better than paid for services for some things e.g. original legislation, point in time versions and extent information.

### BEHAVIOUR

- Uses legislation.gov on a work laptop (connected to mouse, keyboard and two monitor screens), and accesses site via bookmarks, or starts typing in the URL and the browser autocompletes.
- Advanced search lets me search for wording which might appear in footnotes, and can enable me to quickly find precedent wording – but I mostly search by title and year or SI number.
- Being able to view original and as amended versions of legislation is invaluable. If I want original I'd always go to legislation.gov.uk.
- Most of the time I use the site, I look at the "Changes to Legislation" red alert boxes in detail, but the red boxes are usually a signal frome to switch to commercial services for the revised legislation.
- I access Explanatory Notes, Explanatory Memorandums, Impact Assessments and Amendment Annotations.
- The table of contents allowing quick access to sections, chapters and parts is much better than the commercial alternatives. I always view at section level to provide me with the detail of what has happened to a particular provision over time. If I want to get an overview I would typically not use legislation.gov.uk because, historically, the website has not been up to date.
- It is useful to see which links you have already visited on the Table of Contents.
- I use the show extent feature,
- The Timeline of Changes is useful for viewing historical versions of legislation.
- Very rarely views the site on mobile devices, unless in a meeting, or travelling and needs to quickly verify something or respond to a work query.
- When drafting, typically copies, pastes and fixes text to save time.
- I tend to print a list of amends not yet made to the legislation I'm looking at it makes it easier to tick off things when they've been covered.
- I create a folder of printed documents per project, containing original legislation of all drafting work at any time.
- I'll search for legislation doing something similar to see how it was drafted.





#### FRUSTRATIONS

- Amendments don't show as quickly as they do on the commercial websites, so the law is often out of date – however, it is well mitigated by the pink alert boxes.
- Where only PDF versions of legislation are available, it is difficult to go directly to a regulation.
- Can't currently search for content ONLY in a preamble or ONLY in footnotes or ONLY in Explanatory Notes.
- Having to re-enter all search terms when moving from the ordinary search facility to Advanced Search.
- Finding the legislation made under an act takes time.
- If I do a search for legislation containing certain words or name of an Act, I have to click into each search result to see if the instance is relevant.
- (Welsh language legislation is not updated at all rendering the site useless as a tool to look at Welsh legislation other than for historical or research purposes).

#### REQUIREMENTS

- Information alongside a legislation item about whether or not it is in force, if it is up-to-date and if it is prospective.
- Details of amendments yet to be applied for the Act I'm viewing.
- All legislation (primary and secondary) to be brought up to date.
- Tell me when it was last updated.
- If an Act is not up to date, tell me about insertions for the whole Act, or associated parts, because they may have an impact on what I am looking at - I can judge that.
- Provide links to subordinate legislation.
- Want a 'legislation in this Act is applied by other Acts' feature.
- Link to related legislation, including legislation of a similar topic area.
- The ability to select 'favourite' items of legislation and to receive alerts about them, e.g. when an amendment is applied.
- Easy access to Explanatory Notes, Memorandums and annotations. It would be great to view the relevant bits alongside the provision you are reading.
- Ability to see extent information.
- Frequent searches remembered.
- Allow restriction of search to 'only in' the preamble / footnotes / explanatory notes.
- Searching for legislation by topic or key words.
- The Parliamentary history of an Act, and better linkage to extracts from Hansard that relate to a particular provision so the intent can be understood.
- Ability to print out whole Act.
- Search results to include some context, e.g. a snippet of text so that it is easy to identify if it's something of interest without having to click into it.
- A way to identify what terms are defined by this Act, and what terms are used by this Act but defined elsewhere.
- Knowing if changes yet to be applied are prospective changes is really important.



#### TRIGGERS

- Receiving instructions from a government department to draft legislation.
- I tend to use legislation.gov.uk for original legislation and Explanatory Notes, not for revised legislation.
- Legislation.gov.uk provides better extent information than commercial services.
- If I want to use the timeline of changes,
- To access full consequential amendment schedules as these are not always available through a commercial provider.
- If I want t look at an example of how something similar is drafted.

### OTHER INFO SOURCES

- Commercial services so I can be sure everything is up-to-date, however some commercial services don't carry all the legislation I need and I can't see repealed legislation on there.
- Legal encyclopaedias e.g. Halsbury's Law of England
- UKPGA bound copies
- Hansard

#### SUSAN'S STORY



When I get in I check emails and any correspondence. Typically Government departments send instructions via letter saying they want new legislation and why. Sometimes I'll have a meeting with them.

I work in an office with 5 colleagues doing the same thing as me. I use my work laptop, connected to two monitors, so that I am using 3 screens – one for emails, one with legislation.gov.uk and commercial services, one for drafting text in Framemaker. There is just about room on the desks for some hard copies too.

The majority of my day is usually spent drafting, but at the start of a project I first of all figure out the lay of the land, i.e. what current legislation is related to the legislation I need to write, and how does it link to other legislation. It is essential to understand the impact of what I am drafting on other legislation and vice versa.

Piecing everything together can be a lengthy process. For example at the moment I am doing a consolidation project – where law is being repealed and different bits of legislation brought together into new law – modernising. So I need to check what happens elsewhere in the legislation for each piece being repealed and so on.

There are some things that could speed things up for me, for example, making it easier to find legislation made under and act, or enabling keyword search within certain parts (e.g. footnotes).

Obviously it is of the utmost importance that I don't miss anything. That's why I create checklists, for example of all related legislation.

As a time saver, I'll sometimes copy relevant existing legislation text from legislation.gov.uk and paste it into a document, then make edits.

My colleagues and I also regularly review each other's work – something I'm drafting may be related to another piece of legislation that they've drafted for another department, and could have an impact on it.

Obviously I have access to commercial services, but there are some things I just prefer legislation.gov.uk for – original legislation, the timeline, the way it does extent, and of course there are some things you cannot get on commercial services. If I see a red box - that is a signal for me to go to a commercial service.

Occasionally I'll think of something I want to check at home and I'll use my tablet as it is to hand.



66 I need to respond to the solicitors' requests for information in a timely manner and it is absolutely essential that what I provide is up-to-date. We usually want law how it stands today.

## JAMES BOOKER: SUPER USER / LEGAL LIBRARIAN



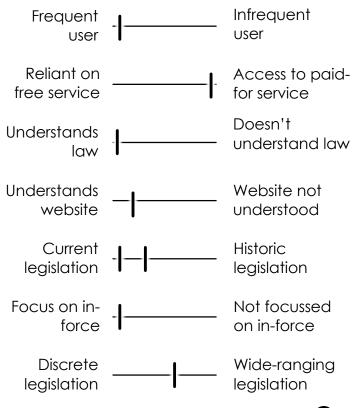
- Legal librarian, 45, manages a small team of assistants within a law firm based in Leeds.
- Carries out the necessary research to respond to solicitors' requests for legislation and case law for background to court cases.
- Trains the trainee solicitors joining the firm to do their own legal research.
- Keeping the library in good order, plans and monitors the library budget.
- Keeps up to date with current affairs pertaining to the specialisms of the firm.

Others like this: other law professionals doing their own research to give legal advice, Policy Officers, Case Workers, law students.

#### GOALS AND MOTIVATIONS

- I love my job and it is important to me to do it well. I would be mortified if any of the solicitors encountered a problem with a case because of inaccurate information I had provided, and then of course there is the potential impact for the client.
- Seeking out information is my job, it is what I get paid to do – I want to exceed the expectations of the partners.

#### DIMENSIONS



#### UNDERSTANDING LEGISLATION

 Considers himself extremely familiar with legislation.

#### PERCEPTION OF LEGISLATION.GOV.UK

- I've been using the site since it's launch in 2010 – it is comprehensive, all the legislation is in one place and PDF copies can be obtained.
- It's great that it exists and provides public access to the law, but we could not rely on it – it is not up-todate.
- Navigating is great. It provides easy links to individual regulations or sections – you can navigate between different provisions of the statute quickly and without constantly having to go back to the start page.
- Simple, effective layout and search.
- The 'New legislation' section is very useful for me to keep up to date.

### BEHAVIOUR



- I'd say I'm an expert when it comes to performing research on the web, both for my job and personal reasons.
- I use the work desktop for my job, and when I'm browsing I always have loads of tabs open. Resources on the web are vital for my work and I am on the computer almost all day.
- I will sign up to relevant RSS feeds and set reminders to check certain resources regularly, to keep up to date.
- I have comprehensive bookmarks, organised in folders, but for many sites I know the URL off by heart.
- If I know the name and date of Act, likely to look it up on a commercial service because I can be sure it's up to date.
- I also Google keywords, which leads me to legislation.gov.uk.
- I often open up a full Act then use CTRL-F to find words in a text to help me find the relevant parts I need.
- I copy and paste relevant bits into a document or email when responding to enquiries.
- The 'Changes to legislation' red alert boxes are useful they tell me amendments are yet to be applied for the Act being viewed, so I will check a commercial service for the up to date version.
- I regularly check the 'New legislation' section it's nice having it on the homepage.
- I occasionally look at historical versions (for old cases).
- I tend to read legislation on screen rather than printing it out I copy and paste Acts / sections or hyperlinks and will share this with colleagues via email.
- I may move on to books to find out more, depending on the enquiry.

#### FRUSTRATIONS

- A lot of legislation is not up to date / amended! If it was we would not need to rely so much on the subscription services.
- You have to check if revisions are incorporated.
- If an act is actually consolidated (up to date with green box) the site always seems to tell me that some amendments are pending. This gives me anxiety.
- I prefer the old way the explanatory notes used to be set out – a bit of a nuisance you have to click through to get to the commentary, and then you have to scroll for ages to get to the section you want.
- I want an easy, fast way to get to affecting legislation when amends have not been made (doesn't look at red boxes in detail / realise he can view more links).

#### REQUIREMENTS



- All legislation with up-to-date amends show when amends came into effect.
- Information about whether or not a legislation item is in force when it came into force (or will come into force), and what brought it into into force.
- Identifying legislation which creates obligations or powers e.g. offences, duties.
- Links to legislation of a similar topic.
- When searching for a key term, it would be helpful if it could highlight the term where it appears in a block of text.
- Annotations of when an amendment happened with link to amending legislation.
- 'Changes to legislation' search giving access to all amendments recorded by the legislation.gov.uk editorial team.
- Ability to select 'favourite' items of legislation and receive alerts on these favourite items, e.g. when an amendment is applied.
- It would be great to diversify the search tools, for instance to search on branches of law (criminal, civil etc), or to search by topic (e.g. theft).
- Make the Timeline of Changes and extent features more obvious a lot of colleagues and trainees didn't know about these, even though they've used the site for a long time.
- PDFs available.
- Relevant bits of Explanatory Notes alongside the Act, since it saves time to have all the information in one place.
- Table of legislative effects.
- Links between affecting and affected legislation.
- SI's listed with their enabling statute, e.g. list the parent statute then list all commencement orders, regulations etc. connected with that statute (and vice versa).
- Access to EU legislation, especially if an Act gives effect to a European directive.
- Links to case law.
- Content to support him training trainees.

#### TRIGGERS

- Query from a solicitor this might be around a broad concept, or a situation where even the section number within the legislation is known.
- Training sessions for trainee solicitors

   I teach them about
   legislation.gov.uk.
- Keeping aware of what new legislation has been published.

#### OTHER INFO SOURCES

- Legislation.gov.uk
- Commercial legal services, particularly for case law
- Member of BIALL
- Bailii
- Attends relevant training sessions
- Subscription to get hard copies
- Books in the library
- Journals
- Occasionally forums

### JAMES' STORY



I start the day by checking my emails. There will be quite a few requests for information that I will need to get on with. Everyone knows me now and how I like to work, so everyone is pretty good at getting any requests to me, allowing plenty of time for me to do the job properly.

When I open Outlook, a reminder pops up to check for new legislation – I like to be on the ball with anything that might affect enquiries I have received recently.

I have had a request from one partner to do some research related to secure tenancies. As there may be a number of Acts involved, I start with Google – this helps me identify relevant Acts which I'll look up later, either on legislation.gov.uk or on a commercial service.

In the meantime, I have a more straightforward query to answer – I need to look at some sections on an Act (I know the details), send them to a solicitor along with relevant case law. I go to legislation.gov.uk from my bookmarks, do a search – oh damn! The warning tells me it is not up to date (it is brilliant that it warns you so clearly), so I'll find it on a commercial service. (Doesn't realise you can get to amending legislation links from the red boxes). I put the relevant bits into an email, along with a hyperlink, and send it off as the query is pretty urgent.

I sometimes prefer using legislation.gov.uk initially because the search is nice and simple, and easy to use compared to some commercial services. I also like the way legislation is set out on legislation.gov.uk – it indents quite nicely.

After lunch I give our trainee solicitors a tour of the library and a bit of training on the resources we have available. They're familiar with legislation.gov.uk as they used it at university, and although they are pushed to use the paid-for services when students (due to those services being up-to-date), they tend to use legislation.gov.uk as their first port of call. Although the trainees seem to be savvier these days, they are often still confused about what is or isn't in force – they might think they there is a power to do something, but it isn't the case.

I check my emails again after the trainees have gone – there is a training session I am interested in so I sign up. There are lots of opportunities to attend internal training sessions on legal and practice area issues – I have found that not only is it a good way to expand my knowledge, but it's also good to raise my profile within the company.



66 I want to know what I should do about my neighbour's new fence – I think it is higher than it should be and it is blocking my light!

NOTE: Relatively few people like Brian responded to the survey – but the helpdesk queries referenced in the stakeholder workshop suggest he still exists. The theme of very specific questions about a problem / rights was evident in the survey e.g. "I am trying to find out if my ESA is going to be cut in April".

## **BRIAN HEDGES:**



### LOST LOOKING FOR ADVICE - MEMBER OF THE PUBLIC

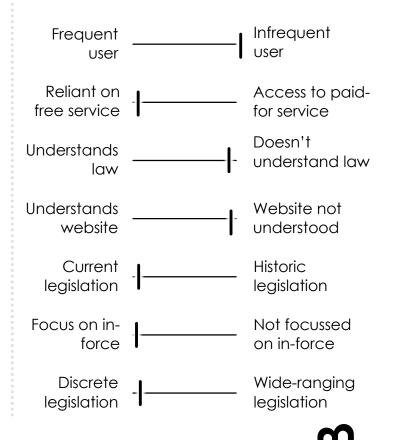
 Semi-retired, 62, work as a handyman doing bits and pieces for the village hall committee. He is quite well known in the village.

Others like this: Anyone who is coming to the site with a specific issue looking for advice. They do not realise they are in the wrong place for advice – they assume that as a source of law, the site will give them an answer.

#### GOALS AND MOTIVATIONS

- To get my neighbour to lower his fence so I can enjoy the sun in my conservatory.
- It's not just the light he is always causing problems – making noise and being inconsiderate. It's about time someone brought him down a peg or two.

#### DIMENSIONS



#### PERCEPTION OF LAW

It should be easier to understand!

#### PERCEPTION OF

#### LEGISLATION.GOV.UK

- I don't know much about it as it is my first visit. At first I thought I was in the right place as it seems to be official, but I quickly realised it is not for the layperson. All I could find was pieces of legislation with no explanation.
- Once I realised that this was just showing me pieces of legislation I gave up and emailed them – you need a law degree to understand it.
- Disappointed that there is no advice supplied.
- The helpdesk were very friendly and tried to be helpful – I need to go and speak to the CAB.

### OTHER INFO SOURCES

- Wikipedia.
- Gov.uk (potential future)
- CAB (potential future)
- Other subject specific sites/forums e.g.:
  - www.diynot.com
  - www.gardenlaw.co.uk

#### BEHAVIOUR

- Uses desktop, or tablet.
- Search for "fence height law" on Google.
- Read bits and pieces on different sites e.g. Wikipedia sees a reference to party wall Act, so searches for this > deep link to legislation.gov.uk.
- Tries to search for "fence height", hoping for advice.
- Decides to try and contact someone at legislation.gov.uk when the search results look confusing.
- Scans over the contact page for an email address and is happy to find one.
- Sends an email with his query.

#### FRUSTRATIONS

- I don't know how to understand this, or even if I am looking at the right thing.
- It's too complicated and it doesn't summarise at all.
- I could not get the advice I was looking for. I was expecting a yes/no answer and I am not getting it.
- I need to go elsewhere.
- The search results were overwhelming I had no idea what I should look at first.

#### REQUIREMENTS

- Simple language.
- Explanation of what I am seeing.
- Explanation of what help I can expect to get.
- Someone to just tell me what I need to know and do.
- Links to explanation of legal terms.
- Links to where to go for further guidance (e.g. Gov.uk, citizens advice bureau).
- There are many different regulatory bodies within and between acts of law.
   Advice on which regulatory body to go to would be of help here.



### A NOTE ABOUT ACADEMICS

We have deliberately chosen not to create a persona to represent academics. This is for a variety of reasons:

- 1. The wide range of backgrounds and areas of expertise could mean the legislation is being used in very different ways e.g. historian versus linguist
- 2. Very few responded to the survey
- 3. The majority of their needs are covered by the other personas, for example, the drafter also needs original legislation and to trace changes through time, and Mark Green would benefit from more explanatory content, just as a non-law academic.
- 4. The sketch persona created in the workshop is a useful tool if you want to focus on academics.

Some academics will have an interest in very old legislation. The LDRI research revealed the appetite for tools enabling research across the whole statute book – the exploration of patterns and changes in these over time.

When asked about improvements to the site, survey respondents suggested:

- More up to date versions of intellectual property legislation.
- Add an addition for case law and case archives.
- More explanation about legislation and various key words for those who do not have a law based background.
- A summary of the Act and of the main issues it deals with.
- All acts of Parliament of Northern Ireland and (1973-74) Assembly measures should be scanned in original format.

### A NOTE ABOUT ACADEMICS

Of the potential features suggested in the survey, those reported as important by the highest number of academics were:

- 1. Information alongside a legislation item about whether or not it is in force
- 2. Links to related legislation of a similar topic
- 3. Searching for legislation by topic or key words
- 4. Identifying legislation which creates obligations or powers e.g. offences, duties
- 5. Receive alerts about favourite legislation e.g. when an amendment is applied
- 6. Plus access to EU legislation.

## WIREFRAME FEEDBACK

### MOST VALUABLE CONTENT

	e Act 2012 C.1	-				
is Act is currently:	Contains Law for E+W+S+NI	Associated Documents 2 Document(s)	Related Legislation 💌	Background -	Who	is interested in this Act 🛛 🔻
w Options Print Op	tions	Previous	Next 🕨	Timeline of cha	nges	Update this
Table of conte	nts			Part 1 Up to date		This Part is up-to-date. There are no changes waiting to be applied to the text
		Part 1 Preliminary				Part 1 is PARTLY in force
1	_					Not everything is fully in force
(1)					1	Show on act OFF See more details
			-			Part 1 contains law for:
			-			England Wales Scotland Northern Irela
	(-)					Note: Some provisions only apply to: E+W
	(a) (b)					Show on act OFF See more detail
(2)						Part 1 Modifications (Not altering text)
2						1 Modification to the meaning, scope or application of Part 1
(1)						See more
			-			details
			_			Part 1 Does

The following areas were identified as the most important and useful to participants:

- "Part 1 is partly In force" toggle most participants identified the need to clearly know what is and isn't in force.
- "Associated documents" tab some participants mentioned they'd be more inclined to check Explanatory Notes due to their easy access in this tab
- "Contains Law for" tab and toggle both work well to show extent.
- "Related Legislation" tab pieces together the story of that legislation.
- "Background" tab particularly useful for drafters to have links to Parliamentary information / Hansard.
- "Part 1 does" panel a neat way to piece together information without losing the legislation text, or having to open multiple tabs.

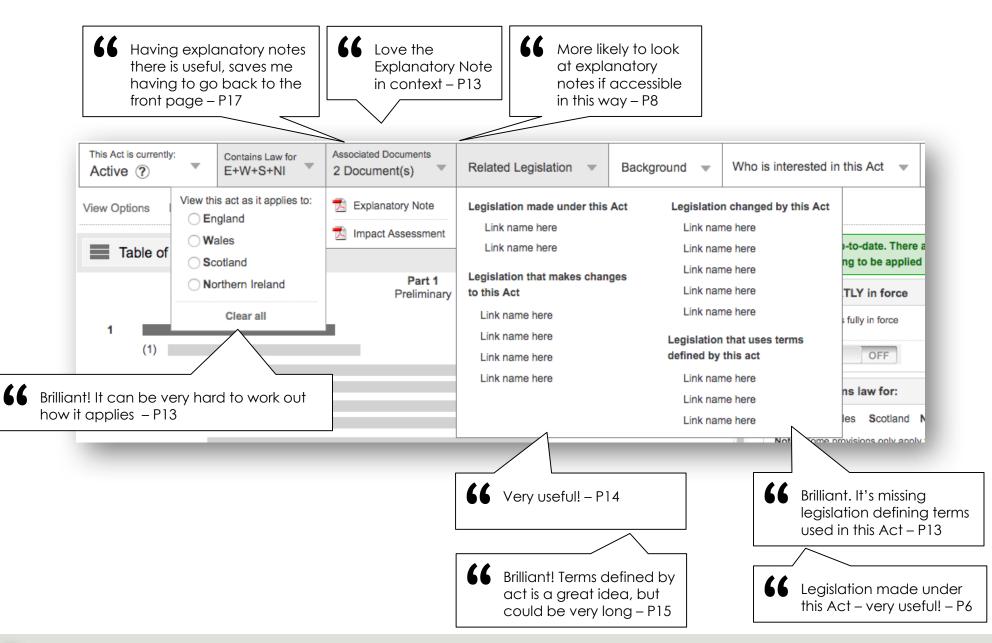
## LEAST USEFUL / CONFUSING CONTENT

legislation.gov.uk	Option1 Option2
The Name of the Act 2012 C.19	
This Act is currently:       Contains Law for       Associated Documents       Related Legislation       Background       Who is interested in this	Act 💌
View Options Print Options I Previous Next I Timeline of changes	Update this Act
Table of contents Part 1 This Part is up-to-changes waiting to	date. There are no ⑦
Part 1 Preliminary Part 1 is PARTLY	in force
1 Not everything is fully	r in force
(1) Show on act	OFF See more details
Part 1 contains la	aw for:
England Wales	Scotland Northern Ireland
	ons only apply to: E+W
(a) Show on act	OFF See more details
(2) Part 1 Modification	ons (Not altering text)
2 Modification to the (1)	e meaning, scope Part 1
	See more details
Part 1 Does	?

"This Act is currently Active" – confusion between this and the "Part 1 is partly in force" toggle. The word "Active" was often questioned with participants preferring "in force".

- "Who is interested in the Act" many participants did not see value in this, and thought that what other people viewed and visited might lead them down the wrong path. This chimed with feedback from the stakeholder workshop.
- Most liked the TOC, however, it was pointed out by one participant that they would want the TOC to be a page with it's own URL that they can reference / have open on a separate tab.

### TOP MENU FEEDBACK



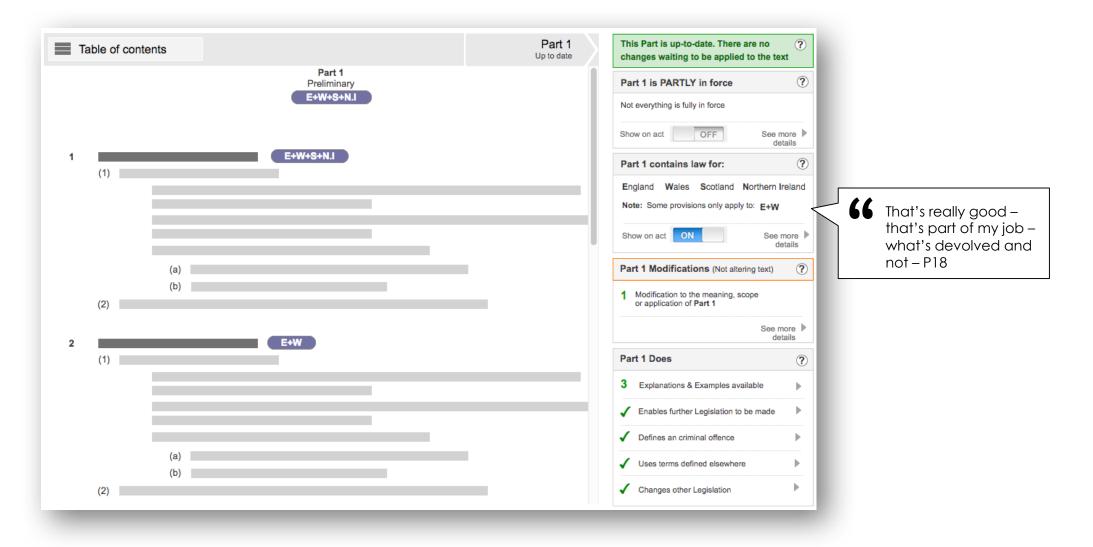
## TOP MENU FEEDBACK

This Act is currently:	Contains Law for E+W+S+NI Associated Documents 2 Document(s)	Related Legislation  Background	Who is interested in this Act
ew Options Print Op Table of conter	This act was enacted on: 01/04/2010 Responsible department for this Act: Department of administrative affairs Link to: View parliamentary history Link to: Read ministerial statement	Overview for the Act Background This Act contains measures which modernise the regulatory framework for civil <u>read more</u> Source: Offical explanatory note from UK government	nges Update this A This Part is up-to-date. There are no changes waiting to be applied to the text Part 1 is PARTLY in force Not everything is fully in force
1 (1)	This Act contains 2 offences: Name of offence: Section 26 Name of offence: Section 50 This Act defines 2 terms: "Name of term" Section 21	What are the policy objectives? The objectives are to give the Secretary of State the power to enable future read more Source: Offical Impact Assessment from UK government	Show on act OFF See more details           Part 1 contains law for:         ?           England Wales Scotland Northern Ireland           Note: Some provisions only apply to: E+W
	"Name of term" Section 33	All this contextual stuff helps you	Show on act ON See more details Part 1 Modifications (Not altering text) ? Put consultation documents here –

## 'IN FORCE' TOGGLE FEEDBACK

≡ т	able of contents	Part 1 Up to date	This Part is up-to-date. There are no changes waiting to be applied to the text		66	
1	Part 1 Preliminary Came into force on 00/00/0000		Part 1 is PARTLY in force			interactive than having it at bottom, easier for me to see – P18
	(1)		Show on act ON See more details			
L			Part 1 contains law for:	$\sim$	66	Immediately easy to
			England Wales Scotland Northern Irelar	d		understand – P12
			Note: Some provisions only apply to: E+W			
L	(a) (b)		Show on act OFF See more details	Þ		
	(2)	_	Part 1 Modifications (Not altering text) (	D		
	▲ In force only for specific purposes	Show specific purposes	1 Modification to the meaning, scope or application of Part 1			
2	(1)		See more details			
			Part 1 Does	0		
			3 Explanations & Examples available			
			Enables further Legislation to be made			
	(a)		✓ Defines an criminal offence			
	(b)	_	✓ Uses terms defined elsewhere			
	(2)		✓ Changes other Legislation			
	Repealed					

### 'EXTENT' TOGGLE FEEDBACK



### 'PART 1 DOES' FEEDBACK



Fantastic link to legislation made under this Act – lots of useful things for drafters here – P9

Doesn't interfere with the flow of the text – you don't have to go back and forth – P18

Defines a Criminal offence and Changes other Legislation were questioned as some participants said they could just see this by reading the content.

The feedback would suggest that additional supporting content and features should concentrate on what cannot be easily established by reading the text of the legislation.

### 'PART 1 DOES' FEEDBACK

This Part is up-to-date. There are no changes waiting to be applied to the text

?

Part 1 Does

#### For Section 69:

#### Explanations

The CAA's primary duty (section 1(1), which governs all of its functions under Chapter 1 of Part 1) .... read more

Source: Offical explanatory note from UK government

This would describe the explnation at the source website read more Source: www.gov.uk

Examples

This would describe the example at the source website read more Source: www.aviationlaw.com/transport-services **66** That's good so you're not relying on your own interpretation of it – P18

Very valuable seeing explanations and examples next to part – P8

Useful. I want to be able to export this into a text file – P17

# Bunnyfoot

## FOLLOW US **f b y b v**



Oxford

#### LONDON

T: 0845 643 0650

5th Floor 54 St John's Square Farringdon, London, EC1V 4JL

#### OXFORD

T: 0845 644 0650 F: 0845 644 0651

Harwell Innovation Centre 173 Curie Avenue Harwell, Oxfordshire, OX11 0QG

#### SHEFFIELD

T: 0845 456 2205 T: 0114 286 6200

The Old Chapel 8 Mortimer Street Sheffield, S1 4SF

# THANK YOU!

rebecca@bunnyfoot.com

sharan@bunnyfoot.com

