Equality Impact Assessment

An Equality Impact Assessment (EIA) is a document that summarises how the council has had due regard to the public sector equality duty (Equality Act 2010) in decision-making.

When to assess

An EIA should be carried out when you are changing, removing or introducing a new service, policy or function. The assessment should be proportionate; a major financial decision will need to be assessed more closely than a minor policy change.

Public sector equality duty

The Equality Act 2010 places a duty on the council, when exercising public functions, to have due regard to the need to:

- 1) Eliminate discrimination, harassment and victimisation;
- 2) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- 3) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

These are known as the three aims of the general equality duty.

Protected characteristics

The Equality Act 2010 sets out nine protected characteristics that apply to the equality duty:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership*
- Pregnancy and maternity
- Ethnicity
- · Religion or belief
- Gender
- Sexual orientation

*For marriage and civil partnership, only the first aim of the duty applies in relation to employment.

We also ask you to consider other socially excluded groups, which could include people who are geographically isolated from services, with low literacy skills or living in poverty or low incomes; this may impact on aspirations, health or other areas of their life which are not protected by the Equality Act, but should be considered when delivering services.

Due regard

To 'have due regard' means that in making decisions and in its other day-to-day activities the council must consciously consider the need to do the things set out in the general equality duty: eliminate discrimination, advance equality of opportunity and foster good relations.

How much regard is 'due' will depend on the circumstances and in particular on the relevance of the aims in the general equality duty to the decision or function in question. The greater the relevance and potential impact, the higher the regard required by the duty. The three aims of the duty may be more relevant to some functions than others; or they may be more relevant to some protected characteristics than others.

Collecting and using equality information

<u>The Equalities and Human Rights Commission</u> (EHRC) states that 'Having due regard to the aims of the general equality duty requires public authorities to have an adequate evidence base for their decision making'. We need to make sure that we understand the potential impact of decisions on people with different protected characteristics. This will help us to reduce or remove unhelpful impacts. We need to consider this information before and as decisions are being made.

There are a number of publications and websites that may be useful in understanding the profile of users of a service, or those who may be affected.

- The Office for National Statistics Neighbourhoods website https://www.ons.gov.uk/
- Swale in 2016 https://archive.swale.gov.uk/assets/About-us/Summary-of-Key-Data-for-Swale.pdf
- Kent County Council Facts and Figures about Kent http://www.kent.gov.uk/about-the-council/information-and-data/Facts-and-figures-about-Kent
- Health and Social Care data <u>http://www.kpho.org.uk/search?mode=results&queries exclude query=no&queries excludefromse</u> arch query=yes&queries keyword query=Swale

At this stage you may find that you need further information and will need to undertake engagement or consultation. Identify the gaps in your knowledge and take steps to fill these.

Case law principles

A number of principles have been established by the courts in relation to the equality duty and due regard:

- Decision-makers in public authorities must be aware of their duty to have 'due regard' to the equality duty
- Due regard is fulfilled before and at the time a particular policy is under consideration as well as at the time a decision is taken. Due regard involves a conscious approach and state of mind.
- A public authority cannot satisfy the duty by justifying a decision after it has been taken.
- The duty must be exercised in substance, with rigour and with an open mind in such a way that it influences the final decision.
- The duty is a non-delegable one. The duty will always remain the responsibility of the public authority.
- The duty is a continuing one.
- It is good practice for those exercising public functions to keep an accurate record showing that they have
 actually considered the general duty and pondered relevant questions. Proper record keeping
 encourages transparency and will discipline those carrying out the relevant function to undertake the duty
 conscientiously.
- The general equality duty is not a duty to achieve a result, it is a duty to have due regard to the need achieve the aims of the duty.
- A public authority will need to consider whether it has sufficient information to assess the effects of the policy, or the way a function is being carried out, on the aims set out in the general equality duty.
- A public authority cannot avoid complying with the duty by claiming that it does not have enough resources to do so.

Lead officer:	Joanne Johnson – Head of Regeneration, Economic Development and Property
Decision maker:	Emma Wiggins – Director of Neighbourhoods and Regeneration (Executive Management Team)
People involved:	Jonathan East and Olivia Reed (Project Centre Limited) on behalf of Swale Borough Council
Decision: Policy, project, service, contract Review, change, new, stop	Faversham Town Centre Pedestrian and Cycle Zone A proposal to make existing temporary road closures in Faversham Town Centre permanent
Date of decision: The date when the final decision is made. The EIA must be complete before this point and inform the final decision.	Joint Transport Board: December 2022
Summary of the	<u>Introduction</u>
decision: Aims and objectives Key actions Expected outcomes Who will be affected and how? How many people will be affected?	Town Centre Road Closures were introduced in Faversham in June 2020 on a temporary traffic regulation order (ETRO) by the highway authority, Kent County Council (KCC) in order to facilitate safe social distancing during the Covid-19 pandemic. Broadly this involved closing roads in the town centre to motorised vehicles between the hours of 10:00-16:00, Monday-Saturday. Following this, SBC has undertaken informal consultation with the community and stakeholders to gather feedback on the trial scheme and this EqIA has been drafted to support permanent proposals to be taken forward for timed closures to motorised vehicles in the town centre. The permanent proposal seeks to retain the restricted hours to motorised vehicles from 10:00-16:00 and extend the restriction to cover 7 days a week. The closures will encompass the following streets: • Court Street (from the junction with Market Place to the junction with
	 Crescent Road) Market Place (in its entirety) Middle Row (in its entirety) West Street (from the junction with Market Place to the boundary of 121 and 122 West Street) East Street (from the junction with Newton Road to the junction with Preston Street) Preston Street (from the junction with East Street to the junction with Stone Street) Moving traffic restrictions will be enforced with automatic number plate recognition cameras and signage at the junctions of: Court Street with Crescent Road (where permit holders and blue badge holders will be exempt); and East Street with Crescent Road (where permit holders and blue badge holders will be exempt). What are the aims and objectives?
	The aims of the project include:

- To ensure the town centre is a vibrant and attractive place to visit and work
- To increase footfall and encourage events
- To improve conditions for walking and cycling within the town centre
- To improve the public realm in the town centre

What are the key actions?

To restrict motorised vehicle traffic 7 days a week between the hours of 10:00 and 16:00 in Faversham town centre, permitting access for permit holders only at the junction of Court Street with Crescent Road and for permit holders and blue badge holders at the junction of East Street with Crescent Road.

What are the expected outcomes?

These interventions will help SBC in its goals for meeting a target of carbon neutrality by 2030 by improving facilities to make walking and cycling in the town centre safer and easier. It will also promote higher footfall around the shops and market, benefitting the local economy and further reinforce the reputation of Faversham town centre as a destination for shopping and leisure.

Who will be affected?

Key groups that could be affected by the proposals include:

- Shop owners/traders within the immediate vicinity
- Residents in the immediate vicinity
- Visitors to the area
- Elderly people
- People with a disability
- People delivering goods within the vicinity

How many people will be affected?

Population of Swale (2020 estimate): 151,000⁴.

No. of addresses within the closure zone and therefore directly affected: 80

Information and research:

- Outline the information and research that has informed the decision.
- Include sources and key findings.
- Include information on how the decision will affect people with different

What research have you undertaken during the process of writing the policy/service/project?

During the lifetime of the project information has been obtained to support the proposal to introduce the road closures as permanent measures.

Air Quality Monitoring

Air pollution is a public health concern in the United Kingdom. Road traffic is the biggest threat to air quality levels – as well as releasing NO2 (a toxic gas), it also contributes to particulate matter from exhaust fumes and brakes and tyre wear which makes its way into the air we breathe. Poor air quality is a huge environmental risk to public health in the UK, as long-term exposure to air pollution is linked to chronic conditions such as cardiovascular and respiratory diseases as well as lung cancer, and reduced life expectancy¹. Children, the

¹ https://www.gov.uk/government/publications/health-matters-air-pollution/health-matters-air-pollution

protected characteristics.

elderly, and people of colour are at higher risk of health inequalities as a result of poor air quality².

Air quality modelling was undertaken on behalf of SBC to assess the potential impact of the road closures in Faversham town centre, by predicting the change in pollutant concentrations before and after the scheme's implementation. Whilst air quality concentrations were predicted to change both within and around the town centre closures, findings of the air quality assessment found that effects of any traffic displacement on air quality to surrounding roads are likely to be negligible and therefore acceptable in air quality terms. Within the pedestrian and cycle only zone the removal of motorised traffic during the hours of 10:00-16:00 daily is likely to improve air quality in the town centre where there is high pedestrian footfall, which is likely to increase further as a result of the reduction in vehicle dominance.

Road Safety

Collision data has been obtained from Crashmap.com, which is an online tool that maps road traffic accident data obtained by the police, approved by the National Statistics Authority, and reported on by the Department for Transport (DfT) annually. Figure 1 shows the locations and severity of accidents occurring on the local road network for the latest 5 years available (2017-2021 inclusive). During the study period, 5 slight accidents occurred on Preston Street where the town centre road closure is proposed to be operational between 10:00-16:00, 7 days a week.

² https://friendsoftheearth.uk/sustainable-living/people-colour-far-likelier-live-very-high-air-pollution-areas

Figure 1: Personal Injury Accidents in Faversham Town Centre (2017-2021) Church St **Tesco Superstore** Tesco Petrol Stat ersham Pools East St The Market In eading Light e Hospital Wetherspoon Newton Place William St The Limes Co-op Food -Forbes Road Incident Severity Faversham = Station Car Park Slight Serious Fatal

A stage 1 and 2 Road Safety Audit (RSA) was undertaken in September 2022. The outcome of an RSA is to assess any road safety implications of the proposed scheme. The audit concluded that there were no issues identified by the road safety auditors.

Demographics

Demographic information has been obtained via a desk study for the Swale authority and the Abbey ward (in which the pedestrian and cycle only zone sits).

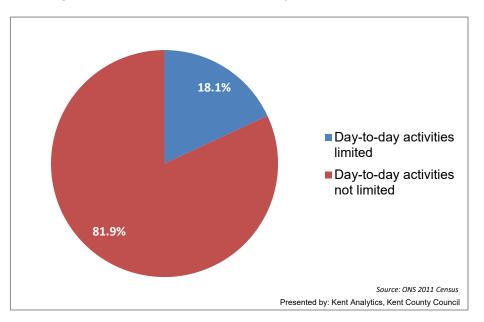
Swale's population is overwhelmingly white. White people account for 96.6% of the population. The borough has the second lowest proportion of residents from a non-white background in Kent, with black and minority ethnic people making up 3.4% of the total population³.

63% of people in the borough of Swale consider themselves to be Christian, and 28.8% of residents consider themselves to be Atheist/have no religion³.

Gender is broadly equal in Abbey Ward, Swale and KCC as is expected⁴.

18.1% of residents in Swale have a limiting long-term illness, as shown in Figure 2- this is above the Kent average of 17.6%. At the 2011 census (which is the last census data available at the time of writing), Swale had the fourth highest number of people with a long-term health problem or disability out of all districts in Kent⁴.

Figure 2: Long Term Health Problem or Disability, Swale 2011

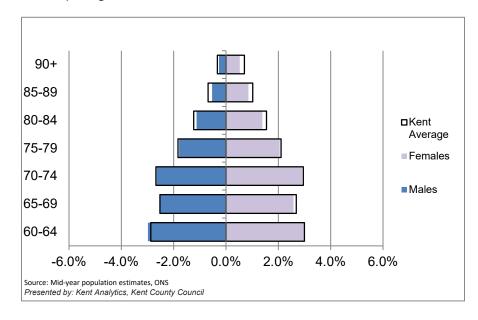


Locally, in Faversham, data shows that 36% of the Abbey ward population who are over 50 years of age have a long-term health problem or disability⁵.

Swale's population is aging. Population forecasts suggest that in the next twenty years, the number of people aged over 65 living in the borough of Swale will have risen by around 30%, from 29,700 in 2021 to 41,600 in 2041⁵. The proportion of people aged over 60 in Swale is presented in

Figure 3. As shown, these figures are broadly comparable with the rest of Kent.

Figure 3: People aged 60+, Swale



More locally in the Abbey Ward of Faversham, the percentage of residents aged

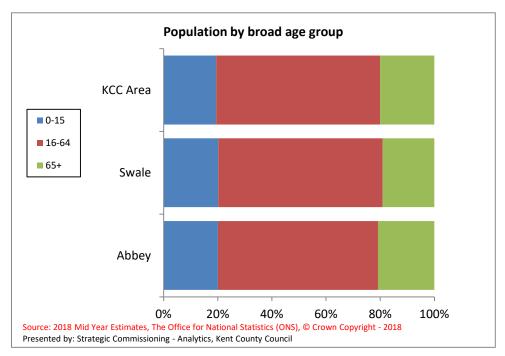
³ https://services.swale.gov.uk/assets/Consultations/Corporate-Equality-Scheme-2016.pdf

⁴ https://www.ons.gov.uk/census/2011census

⁵ https://www.kent.gov.uk/about-the-council/information-and-data/facts-and-figures-about-Kent/area-profiles

65 and over is also broadly comparable with Swale and the rest of Kent as shown in Figure 4.

Figure 4: Population by broad age group - Abbey Ward, Swale and KCC



Research by Age UK suggests that older people may find it harder to reach amenities and services than younger people with a significant minority not finding it easy to make essential trips⁶. They note that travel for this group is likely to be made easier by car use. The research paper also found that increased mobility for older populations is linked to better health outcomes, including physical health and mental wellbeing. Furthermore older people more likely to walk slowly⁵ meaning and less likely to be able to run, and are classified as vulnerable road users⁷.

Outcomes

The above information has been considered in the design of the Faversham Town centre timed closures. It has been deemed that generally, the town centre closures offer a broad range of positives for residents and visitors to Faversham, through creating a timed traffic free route in the town centre, making it easier for pedestrians to navigate the public highway in the commercial centre of town. The closures will also contribute to three key outcomes for transport within the Council's Local Transport Plan 4 (LTP4)⁸, namely:

- Safer travel: Provide a safer road, footway and cycleway network to reduce the likelihood of casualties, and encourage other transport providers to improve safety on their networks;
- Enhanced environment: Deliver schemes to reduce the environmental footprint of transport, and enhance the historic and natural environment; and

⁶ https://www.ageuk.org.uk/globalassets/age-uk/documents/reports-and-publications/reports-and-briefings/active-communities/rb june15 the future of transport in an ageing society.pdf

https://www.gov.uk/guidance/the-highway-code/road-users-requiring-extra-care-204-to-225

⁸ https://www.kent.gov.uk/ data/assets/pdf file/0011/72668/Local-transport-plan-4.pdf

 Better health and wellbeing: Provide and promote active travel choices for all members of the community to encourage good health and wellbeing and implement measures to improve local air quality.

People with the following protected characteristics could be affected by the implementation of the scheme:

Age | Positive

Elderly people and children are both considered by the Highway Code as vulnerable road users⁶. The scheme is likely to have a positive impact on road safety as traffic dominance is reduced within the pedestrian and cycle zone, during the restricted times. This is likely to improve road safety outcomes for the vulnerable users on foot within the zone.

Negative

Elderly people may be more dependent on their car than younger people, as they are more likely to encounter mobility issues. Restricting vehicular access to the main section of the town centre may affect older people disproportionately. Older people using the town centre will therefore be required to travel by foot within the zone during the restricted times, however, those who need to drive are able to use Partridge Lane and Central car parks to access the town centre. Both of these are approximately 2-minutes walking distance from the junction of Market Street with Market Place which, for this exercise, has been used as the centre point of the closures.

Disability

Disabled people are categorised as vulnerable road users⁶. This specifically includes blind or partially sighted people who may not see vehicles approaching, people with hearing impairments who may not hear vehicles approaching. people with mobility issues or walking difficulties, who may need more time. The traffic restriction in the town centre will improve road safety for the above vulnerable road users who experience difficulty with their mobility amongst vehicle dominance. The removal of through-traffic will enable disabled pedestrians or those using a mobility aid to do so without the fear of vehicle speeds or bad driver behaviour. This will improve the pedestrian experience of disabled road users.

People who experience physical mobility issues or are less able to walk may be more reliant on the use of a motorised vehicle to get them around. Motorised vehicles will be restricted in the zone between 10:00-16:00 7 days a week.

At the junction of Court Street and Crescent Road, permit holders only will be exempt. This means that disabled Blue Badge holders will not be exempted from the restriction at this location and during the restricted times, will have to access Court Street. Market Place and Middle Row by other means. The approximate length inaccessible by vehicle to disabled road users is 200 metres (from the junction of Court Street/Crescent Road to the junction of East Street/Preston Street). Disabled Blue Badge holders will have to use either the Partridge Lane car park, as per all other road users, or make use of their rights to park on any single or

double yellow line for up to 3 hours outside of the town centre closure zone.

Because the town centre road closures are proposed to be enforced with automatic number plate recognition (ANPR) cameras, it is therefore possible to exempt certain road users. This includes disabled drivers whose vehicle is registered under the government's Blue Badge scheme⁹. The Council have therefore introduced the following mitigation for disabled Blue Badge holders: The southern portion of the town centre closures will be accessible to Blue Badge holding disabled drivers, as their vehicles are exempt from the ANPR restriction. This means, during the restricted times, access is retained for Blue Badge holders on East Street from the junction with Crescent Road, and Preston Street from the junction with Market Place to the junction with Stone Street, where the timed closures end. The length of street accessible to Blue Badge holders in the zone equates to approximately 277 metres.

Consultation:

- Has there been specific consultation on this decision?
- What were the results of the consultation?
- Did the consultation analysis reveal any difference in views across the protected characteristics?
- Can any conclusions be drawn from the analysis on how the decision will affect people

Informal consultation thus far has included:

- A disability focus group regarding disabled access concerns
- Feedback from businesses, stakeholders (including Age UK) and public via SBC marshals and high street ambassadors on site
- Informal consultation

The informal consultation took place as a posted, online and on-street survey, and SBC marshals also conducted on street surveys to capture those users of the town centre who either may not be able to go online, or who had not seen any publicity about the surveys. The survey was conducted between 21st May-14th June 2021. There was a total of 468 responses, of which 396 were online responses, 53 mail responses and 19 on-street responses.

Some high-level statistics from the informal consultation are included below, with a full breakdown of the methodology and analysis found in Appendix A of this document.

 51% of respondents travel into town on foot, 34% travel by car/van and 9% cycle

⁹ https://www.gov.uk/government/publications/the-blue-badge-scheme-rights-and-responsibilities-in-england/the-blue-badge-scheme-rights-and-responsibilities-in-england

with different protected characteristics?

- 70% of respondents stated they do not have a disability, 14% are disabled Blue Badge holders, 11% are disabled and not Blue Badge holders, and 8% preferred not to say
- The most common disability listed was a Physical/Mobility issue, a total of 68% of the people who chose to disclose their disability/impairment
- Respondents were asked if they wish to make comments about the temporary road closures. The top three positive themed responses were:
 - It's safer;
 - o Safer due to removal of traffic; and
 - More pleasant environment due to more space
- Top three negative themed responses were:
 - Impact on access for delivery drivers;
 - Lack of disabled access; and
 - No negative impacts
- When asked about what could be changed if the scheme was made permanent, the most popular a answers were:
 - Disabled Access (8%)
 - Change day / time / area of closures (8%)
 - Deliveries access (6%)
 - Man the gate / automatic bollards/ lockbox for key (5%)
 - Emergency access (5%)

Notably, the impact identified in the informal consultation relating to the protected characteristic groups is on disabled users. As a result, the permanent proposal has included a mitigation measure of Blue Badge access at both entry locations to the pedestrian and cycle only zone, meaning those with a blue badge can access the zone either as a driver or a passenger. Informal consultation and engagement has shaped the council's policy on this issue, and the necessary mitigations have been put in place to ensure the scheme is entirely accessible to blue badge holders.

Is the decision relevant to the aims of the equality duty? Guidance on the aims can be found in the EHRC's PSED Technical Guidance -			
https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance			
Aim	Yes/No		
Eliminate discrimination, harassment and victimisation	Yes		
2) Advance equality of opportunity between persons who share a relevant	Yes		
protected characteristic and persons who do not share it			
3) Foster good relations between persons who share a relevant protected	No		
characteristic and persons who do not share it			

Assess the relevance of the decision to people with different protected characteristics and assess the impact of the decision on people with different protected characteristics.

When assessing relevance and impact, make it clear who the assessment applies to within the protected characteristic category. For example, a decision may have high relevance for young people but low relevance for older people: it may have a positive impact on women but a neutral impact on men.

Characteristic	Relevance to decision High/Medium/Low/None	Impact of decision Positive/Negative/Neutral
Age	High	Neutral
Disability	High	Neutral –Blue Badge holder exemptions to the pedestrian

		zone has been put in place to mitigate negative impact
Gender reassignment	None	Neutral
Marriage and civil partnership	None	Neutral
Pregnancy and maternity	None	Neutral
Ethnicity	Low	Neutral
Religion or belief	None	Neutral
Gender	None	Neutral
Sexual orientation	None	Neutral
Other socially excluded groups ¹⁰	None	Neutral

Conclusion:

- Consider how due regard has been had to the equality duty, from start to finish.
- There should be no unlawful discrimination arising from the decision (see <u>PSED</u> <u>Technical Guidance</u>).

Advise on the overall equality implications that should be taken into account in the final decision, considering relevance and impact.

Summarise this conclusion in the body of your report

This scheme will overall improve the walking environment for residents and visitors of Faversham Town centre, bringing extra footfall and improving outcomes for businesses, having positive impacts on air quality levels within the zone, encouraging active lifestyles which are linked to mental and physical wellbeing, and improving road safety (particularly for vulnerable road users, which might include children, elderly people, and those with a mobility impairment). During the restricted hours, it will be easier for anyone walking, wheeling, and cycling to get around within the zone. As traffic is removed, the pedestrian environment, as well as road safety outcomes, will be improved.

Positive and negative impacts have been identified for two protected characteristic groups in particular – these are age and disability, as listed in this report. It is largely deemed that the overall benefits of the scheme listed above outweigh the negatives, and that the scheme should therefore be approved with necessary mitigations made in order to ensure that concerns raised over access for people with physical disabilities are addressed. Blue badge holders will be exempted through the restriction at:

- The junction of East Street and Crescent Road; and
- The junction of Court Street with Crescent Road.

This means people with a Blue Badge will be able to traverse the pedestrian and cycle zone in its entirety within the restricted hours . Blue Badges can be used by drivers or passengers. Those who consider themselves to have a physical disability but do not have a Blue Badge may check their eligibility, and apply here: Who can get a Blue Badge? - GOV.UK (www.gov.uk).

Timing

- Having 'due regard' is a state of mind. It should be considered at the inception of any decision.
- Due regard should be considered throughout the development of the decision. Notes should be taken
 on how due regard to the equality duty has been considered through research, meetings, project teams,
 committees and consultations.

¹⁰ Other socially excluded groups could include those with literacy issues, people living in poverty or on low incomes or people who are geographically isolated from services

• The completion of the EIA is a way of effectively summarising the due regard shown to the equality duty throughout the development of the decision. The completed EIA must inform the final decision-making process. The decision-maker must be aware of the duty and the completed EIA.

Full technical guidance on the public sector equality duty can be found at: <a href="https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance/equality-act-t

Please send the EIA in draft to Bob Pullen in the Policy and Performance Team (bobpullen@swale.gov.uk – 01795 417187) who will refer it on to the EIA Group who will peer review it and let you have any comments or suggested changes.

This Equality Impact Assessment should form an appendix to any SMT or committee (e.g. Cabinet or Council) report relating to the decision and a summary should be included in the 'Equality and Diversity' section of the standard committee report template under 'Section 6 – Implications'.