

Equality Analysis Report

Title of activity / Budget Proposal title and number ESC(E) Reduce number of Automatic Public Conveniences – Savings Proposals Budget 2016	Committee meeting (decision maker) and date 20 January 2016 – Executive Committee
Service area Environmental Services	Lead officer Alison Ivatt – Environmental Services Manager
Approved by Paul Pace, Head of Environmental Services	Date of approval 6 January 2016
Description of activity: <p>The council currently has 4 remaining Automatic Public Conveniences (APC) and 2 Universal Superloo's (USL) located throughout the borough. JCDecaux agreements – the 4 APC are on a rolling 12-month contract with a 6-month termination notice period, the remaining two USL – agreements run until 31st August 2023.</p> <p>This proposal relates to the closure of the remaining 4 JCDecaux Automatic Public Conveniences (APC) at The Broadway, St Peters, Russell Park and Melbourne Street at the natural end of 6 month notification period being proposed for – 08 April 2016.</p> <p>This will leave :</p> <p>Two Universal Superloo's (USL) located at Bedford Park East and Addison Howard Park.</p> <p>In the Town Centre the council has also 3 attended Public Convenience Facilities at Allhallows, St Paul's Square (with Mayes Yard semi-automatic) and Lurke Street. There are also 2 unattended facilities at Russell Park Toilet kiosk and Mowsbury Park (East - Wentworth Drive).</p> <p>9 Business signed up to the Community Toilet Scheme which supports the network of Toilets within the Town Centre</p> <p>The provision of public conveniences is a Discretionary Service.</p>	

Relevance Test

1. The outcomes of the activity directly and significantly impact on people, e.g. service users, employees, voluntary and community sector groups.	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
2. The activity could / does affect one or more protected equality groups.	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
3. The activity could / does affect protected equality groups differently.	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
4. One or more protected equality groups could be disadvantaged, adversely affected or are at risk of discrimination as a result of the activity.	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
5. The activity relates to an area where there are known inequalities.	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
6. The activity sets out proposals for changes to services, policies etc. and / or affects how services are delivered.	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
7. The activity relates to one or more of the three aims of the Council's equality duty.	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
8. The activity relates to the Council's Corporate Plan objectives, is a significant activity and / or presents a high risk to the Council's public reputation.	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
9. An equality analysis of this activity is required.	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
This activity has no relevance to Bedford Borough Council's duty to eliminate unlawful discrimination, harassment and victimisation; to advance equality of opportunity; and to foster good relations. An equality analysis is not needed.				<input type="checkbox"/>
Explanation why equality analysis is not needed : Not applicable				

Scope of equality analysis

Who is / will be impacted by the activity's aims and outcomes?	<ul style="list-style-type: none"> • All rights Public Convenience users • Visitors to Bedford Borough
Which particular protected equality groups are likely / will be affected?	<p>The Public Convenience service could be relevant to all protected equality groups</p> <ul style="list-style-type: none"> • Age: mobility impaired – elderly/ young children; it is recognised that the very young and old are likely to need toilet facilities more than other groups. • Disability: mobility impaired, however the current APC's proposed for closures are not suitable for wheelchair access users under current regulations. • Gender reassignment : reduction in facilities available for a unisex option for transgender users • Pregnancy & Maternity: not relevant, the current APC's proposed for closures have no baby changing facilities. • Race : not relevant • Religion and belief : not relevant • Sex : not relevant • Sexual orientation : not relevant

Evidence, data, information and consultation

What evidence have you used to analyse the effects on equality?	<ul style="list-style-type: none"> • Utilities bills • Database information on Repair/ Vandalism Reports / Costs • Complaints & Compliments received • Usage Information. • Income amounts per annum. • Monitoring of cleansing information • RADAR key List • Website information • Statistical Data
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What consultation did you carry out with protected equality groups to identify your activity’s effect on equality?	<p><u>Budget Proposal Consultation 2016</u></p> <p>The council carried out public consultation on the proposal. The table below summarises the extent to which people agreed or disagreed with the proposal based on those that completed consultation response forms.</p> <p>To what extent do you agree or disagree with this proposal?</p> <table><tr><td>Strongly agree</td><td>Agree</td><td>Neither agree nor disagree</td><td>Disagree</td><td>Strongly disagree</td><td>Don't know / no opinion</td></tr><tr><td>22</td><td>16</td><td>4</td><td>3</td><td>10</td><td>0</td></tr></table> <p>A small number of respondents commented on the potential impact for elderly people, parents with young children and disabled people.</p>	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know / no opinion	22	16	4	3	10	0
Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know / no opinion								
22	16	4	3	10	0								
What does this evidence tell you about the different protected groups?	<p>As result of this activity the following groups may be affected, mobility impaired, disabled, gender reassignment.</p> <ul style="list-style-type: none">Utilities bills which provide the costs of providing this service per facility, this shows which facilities are used most as in regards to water and electric costs. It identifies if a proposed facility to be closed is used more than another one or not - <i>It would not directly show anything in relation to a protected group.</i>Database information on Damage / Repair/ Vandalism Reports / Costs - Not broken down by equality group. This breaks down information on costs relating to either repair, vandalism or damages. A large amount of Vandalism occurs at unattended Public Conveniences. In the period of time (<i>1ST April 2012 – to 06 January 2016</i>) since the data has been recorded on APP database there have been 232 records regarding APC’s – 140 for Damage/ repair; 58 cases of vandalism. This is likely to escalate due to having no attendants monitoring routinely which provides a natural surveillance resource and deterrent. The up keep of the facilities is covered under a maintenance agreement with the Contractor. If higher levels of vandalism occur fewer												

people will be able to use the service. - *It would not directly show anything in relation to a protected group.*

- Complaints & Compliments – No complaints or compliments received. *This information found on the department's database known as APP provides information regarding which toilet facility has received praise or complaints from users. (1ST April 2012 – to 06 January 2016), 2 complaints received for Town Centre Public Conveniences.*
- Usage Information – shows amount of Users - Not broken down by equality group other than RADAR key user amounts. Statistics highlight that none of APC's have shown a constant increase since 2009 (2015 -16 figures area for 7 months / and estimated 12 month)

COIN Usage yr to yr	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	
							7 months	Approx. 12 months
BROADWAY	2467	2484	1808	1736	2467	3006	1444	2475
MELBOURNE STREET CAR PARK	1440	1159	190(*)	1052	1440	1329	935	1603
ST PETERS CAR PARK	1640	1092	1111	1746	1640	2056	920	1577
RUSSELL PARK	1201	1339	1286	1469	1201	975	660	1131
BEDFORD PARK EAST	2958	2752	3622	3043	2958	2616	1694	2904
ADDISON HOWARD PARK	2300	2667	2460	2365	2300	2548	1659	2844
	12006	11493	10477	11411	12006	12530	7312	12535

RADAR KEY: Usage yr to yr	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	
							7 months	Approx. 12 months
BROADWAY	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
MELBOURNE STREET CAR PARK	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
ST PETERS CAR PARK	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
RUSSELL PARK	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

BEDFORD PARK EAST	442	214	287	462	442	551	373	640
ADDISON HOWARD PARK	176	292	180	163	176	201	279	479
	618	506	467	625	618	752	652	1179

- It would only show information regarding use of RADAR key access in relation to 'Disability' protected group. (* Melbourne Street was out of order due to pipe works for 9 months.)

Income amounts per annum. Information highlights a reduced income in 2015-16 from that in 2014. (this means that the cost per visit to the Council is £4.96 per flush.)

Costs from Usage figures		7 months	12 months
	2014-15	2015-16	
BROADWAY	£840.00	£120.00	£206.00
MELBOURNE STREET CAR PARK	£445.00	£110.00	£189.00
ST PETERS CAR PARK	£375.00	£45.00	£77.00
RUSSELL PARK	£290.00	£95.00	£163.00
BEDFORD PARK EAST	£765.00	£270.00	£463.00
ADDISON HOWARD PARK	£740.00	£200.00	£343.00
Total	£3,455.00	£840.00	£1440.00

-It would not directly show anything in relation to a protected group.

- RADAR key List - written application including record of disability self-described. *This information provides the number of people who have requested a RADAR key from the council that live within the Borough and has a Diversity Monitoring Section. RADAR keys can be purchased from the Council for £2.50.*
- Website information Facilities available, List of Opening / Closing times and facility information and location. *This information provides the opening times and locations of all types of Public Conveniences & Community Toilet Schemes and also what facilities they provide i.e. baby changing room, disabled.*

In the Community Toilet Scheme, which was formed April 2013, there are now currently the following additional extra facilities.

Name	Male	Female	Disabled	Baby changing
The Fountain	1	1	*1 (on 1st floor- No lift)	0
Café Portiolo	1	1	0	0
Beales	1	1	1	1
Number 13	1	1	1	1
McDonalds	1	1	1	1
Burger King	1	1	0	1 (only female)
Café Crema	*Unisex		0	0
Coffee with Art	*Unisex		1	1
The Executive snooker club	1	1	0	0
Total	7 *	7*	4	5

(*These are not included in the Final Total)

- Statistical Data - *This information provides some data held for Protected Groups. 5.5% of Bedford Borough Residents are Elderly aged 65 + & 15.6 % Disabled / limiting long term illness in BBC population. 7700 Adults are estimated to have a moderate physical disability and 2260 adults are estimated to have a serious physical disability (JSNA Summary March 2015)*

What further research or data do you need to fill any gaps in your understanding of the potential or known effects of the activity?

Equality and Diversity questionnaire to gather Diversity information Bedford Borough Council Proposal consultation to identify where if any concerns come from and to which group.

General Equality Duty

Which parts of the general equality duty is the activity relevant to?			
	Eliminate discrimination, harassment and victimisation	Advance equality of opportunity	Foster good relations
Age		As a result of this activity elderly/young children may be affected due to reduced options of facilities.	
Disability		As a result of this activity people with physical disabilities may be affected due to reduced options and distance to nearest facilities.	
Gender reassignment		As a result of this activity those users requiring unisex facility may be affected as the other facilities tend to be specific to Male or Female users.	
Pregnancy and maternity	Not relevant		
Race	Not relevant		
Religion or belief	Not relevant		
Sex	Not relevant		
Sexual orientation	Not relevant		
Marriage & civil partnership	Not relevant		

Impact on equality groups

Based on the evidence presented what positive and negative impact will your activity have on equality?				
	Positive impact	Negative impact	No impact	Explanation
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Potential adverse impact - facilities being reduced from 6 to 2 in number. This group may have farther to walk to the nearest facility. It is recognised that the very young and old are likely to need toilet facilities more than other groups. The community Toilet Scheme provides additional facilities in the Town Centre Area.
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Potential adverse impact – APC's to be closed do not have wheelchair disability access so no impact for these users; the current APC's are not suitable for wheelchair access users under current regulations. There will still be 2 Universal Superloo's suitable for disabled users remaining. However potential impact for other users with physical disability / mobility impairment. The community Toilet Scheme provides additional facilities in the Town Centre Area.
Gender reassignment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Reduction in facilities available for a unisex option for transgender users. This would be mitigated by the availability of Disabled unisex facilities at other facilities and unisex facilities of remaining 2 Super Loos, or unisex facilities at Mayes Yard in Town Centre and the Community Toilet Scheme facilities.
Pregnancy and maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	No adverse impact, the current APC's proposed for closures have no baby changing facilities.
Race	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable
Religion or belief	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable
Sex	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable
Sexual orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable
Marriage & civil partnership	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable
Other relevant	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable

groups				
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Commissioned services

What equality measures will be included in Contracts to help meet the three aims of the general equality duty?	Not applicable as we are not procuring goods or services
What steps will be taken throughout the commissioning cycle to meet the different needs of protected equality groups?	Not applicable as we are not procuring goods or services

Actions

	What will be done?	By who?	By when?	What will be the outcome?
Actions to lessen negative impact	<p>Signpost nearest facilities by signage, media options. New signposts in Town Centre identify locations for Public Toilets.</p> <p>In regards to closed APC's signage is already displayed in facilities and will continue to be a month prior to closure. Directional maps will be placed in these facilities to provide information to users. Liaise with relevant groups to</p>	<p>Paul Pace – Head of Environment</p> <p>Alison Ivatt – Environmental Service Manager</p>		Awareness by target groups of nearest alternative toilet facilities.

	obtain concerns, via Disability Access Officer			
Actions to increase positive impact	Remaining Facilities and Services meet specified needs of individuals using them by continued monitoring and reviews.	James Lynch – Environmental Contracts Officer Carolyn Middleton – Environmental Services Coordinator		
Actions to develop equality evidence, information and data	Equality and Diversity questionnaire to be obtained to gather Diversity information	Paul Pace – Head of Environment Alison Ivatt – Environmental Service Manager		
Actions to improve equality in procurement / commissioning	Not Applicable as we are not procuring goods or services			
Other relevant actions				

Recommendation

No major change required	<input checked="" type="checkbox"/>	The 3 Attended and 2 Unattended Facilities remaining along with the 9 Community Toilet Scheme facilities assists in mitigating the adverse impact. The findings from the Equality Assessment demonstrate the activity is robust; there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken
Adjustments required	<input type="checkbox"/>	

Justification to continue the activity	<input type="checkbox"/>	
Stop the activity	<input type="checkbox"/>	

Summary of analysis

In preparing this report, due consideration has been given to the Borough Council's statutory Equality Duty to eliminate unlawful discrimination, advance equality of opportunity and foster good relations, as set out in Section 149(1) of the Equality Act 2010.

This activity may initially affect the equality groups, Age, Gender reassignment, and disability due to the reduction of facilities across the Borough. To remedy the effects of this activity steps will be taken to ensure signposting of where relevant similar facilities are available. Bedford Borough Council has already invested in new finger point signage directing to nearest facilities in the Town Centre area. Additional targeted work in liaison with Disability Access officer.

Information on Facilities available is available on the Bedford BID website, and is already available on BBC website, National site www.findatoilet.co.uk and linked through to the disability website. Consideration to new leaflets and signs with the information will be put in place to minimise affects. Locations are also available on G.I.S database.

Community Toilet Scheme will continue to be promoted to extend the scheme further across Bedford Borough Area.

Section 106 opportunities to be reviewed under the Town and Country Planning Act 1990 which will help with additional Public Toilet provisions in agreements with land developers over these issues i.e. in retail outlets and Supermarkets.

'Age' Equality group – actions by using signs, leaflets will minimise effects on this group and upgrading remaining facilities will benefit this group.

'Disabled' Equality group – actions by using signs, leaflets will minimise effects on this group and upgrading remaining facilities /along with the new Changing Rooms facility will benefit this group

'Gender reassignment, Sex (gender) and Sexual orientation' - actions in reviewing S106 options and ensuring adequate signage

to other facilities nearby will benefit this group.

The action plan mitigates against the adverse impacts, and also the council is still providing a service (*non statutory*) albeit reduced to allow service users to use this type of facility, this is not removing the service totally only proposing to close 4 facilities (APC's) out of a total of 6 facilities. The 3 Attended and 2 Unattended Facilities remaining along with the 9 Community Toilet Scheme facilities assists in mitigating the adverse impact.

The findings from the Equality Assessment demonstrate the activity is robust; there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken.

Monitoring and review

Monitoring and review	Review date
<ul style="list-style-type: none">• Customer comments and suggestions will be monitored throughout the implementation process. Environmental Services team will be monitoring complaints received in regards to Public conveniences.• Environmental Services Officers will collecting and assessing any comments and suggestions on a quarterly basis and liaising with the Contactor for remaining /USL's and operatives who maintain the facilities.	