

Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Clean Air Plan
Directorate and Service Area	Growth and Regeneration
Name of Lead Officer	Abigail Smith

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

1.1 What is the proposal?

The City Council has been placed under a Statutory Direction of the Secretary of State to develop a Plan to achieve compliance with the EU legal limits for nitrogen dioxide in the shortest possible time.

The decision being considered by Cabinet in June seeks a steer on draft Clean Air Plan programme, including agreement to hold a public consultation on the Roadside Compliance Plan in accordance with the project plan submitted to Government.

It is proposed the consultation will run from the 1st of July for a period of 6 weeks. The consultation will start from the 1st July 2019 on 2 options for achieving NO2 compliance; Option 1 (a medium CAZ C charging scheme with additional non - charging measures and mitigations) and a Small Area Diesel Car Ban (Option 2) with mitigations as set out in more detail in the Cabinet report.

If Cabinet agrees to hold a public consultation on the Roadside Compliance Plan, a report will be brought back to cabinet in September, to include the outcome of consultation, to seek approval to submit an Outline Business Case, based on the preferred option, to Government. Progress on the overall draft Clean Air Plan will also be reported to Cabinet in September.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

2.1 What data or evidence is there which tells us who is, or could be affected?

There are broadly two main types of impacts arising from this decision:

1. Impacts on public health from reducing air pollution
2. Impacts on public health of charging clean air zones arising from expenditure of individuals and businesses paying a charge

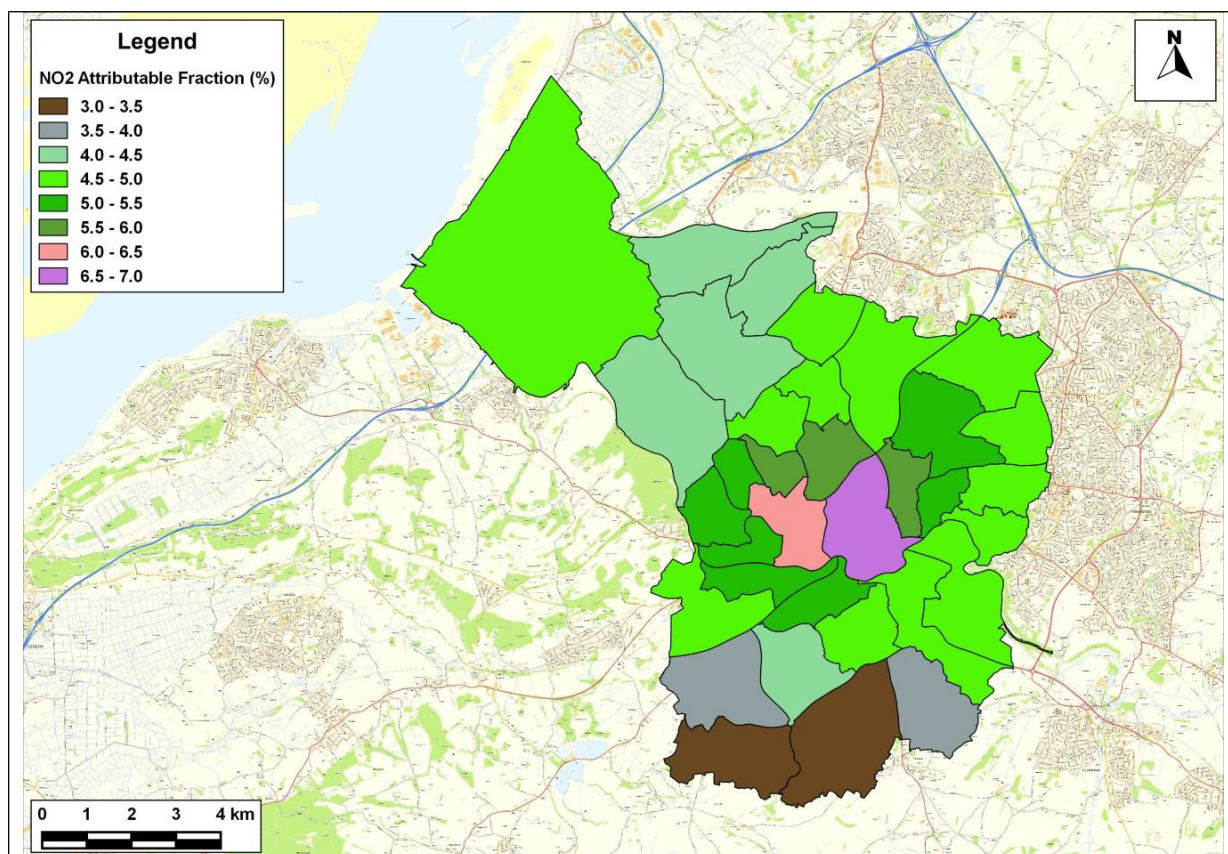
1. Impacts of Reducing Air Pollution

As set out in the report to Cabinet in March 2018, we manage air pollution in order to protect public health. Reductions in pollution lead to a reduction in both morbidity and mortality. The most recent analysis commissioned by Bristol City Council, based on evidence from the Committee on the Medical Effects of Air Pollutants (COMEAP), calculated that around 300 deaths each year in the City of Bristol can be attributed to exposure to both nitrogen dioxide and fine particulate matter.

Significant parts of the city are affected by air pollution in excess of the UK and EU standards for nitrogen dioxide – this is called the Air Quality Management Area (AQMA). This covers the city centre, central residential areas and main roads. Approximately 100,000 people live in this area and many more study, work and travel through this area.

Air pollution affects the whole of the city and health impacts from poor air quality will be experienced outside the AQMA.

The figure below shows the fraction of deaths (%) attributable to nitrogen dioxide in Bristol wards in 2013.



2. Impacts of Charging Zones

The Government undertook an assessment of the impacts of implementing Clean Air Zones in 5 cities it instructed to do so in 2016.

https://consult.defra.gov.uk/airquality/implementation-of-cazs/supporting_documents/161012%20%20CAZ%20Impact%20Assessment%20%20FINAL%20consultation.pdf

2.2 Who is missing? Are there any gaps in the data?

We know that there are gaps in our diversity data for some protected characteristics citywide, especially where this has not historically been included in census and statutory reporting e.g. for sexual orientation.

There is a high level of uncertainty about the impacts at this stage, but the key areas of likely impact have been identified.

2.3 How have we involved, or will we involve, communities and groups that could be affected?

A full consultation programme has been designed and planned to take place over 6 weeks from 1 July (subject to Cabinet approval) with our framework consultants to ensure that people in Bristol understand the air quality problem

and the potential options to solve this.

We are using our existing relationships with local universities, NHS, WECA, community groups and the Green Capital Partnership to plan activities and communications that reach all relevant communities.

We will engage with particular equalities groups including BME, age and disability to understand the likely impacts on people with protected characteristics.

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

Analysis shows that both options within the cabinet paper would have a disproportionate impact on low income households. Low income households reflect people with protected characteristics including age (very young people and older people), race (BAME) and disability. This technical work continues to be utilised in new iterations of the project being developed.

Over the time the project has been developing there has been a lot of work taking place in the council to address poor air quality in support of a potential CAZ. This has included policy changes to the taxi fleet to ensure there is a move to becoming totally compliant in line with the Government direction.

The impact of the identified options on lower income households led to the need to try and find options which would meet the obligations of the Council on air quality but avoiding or reducing if possible these impacts. Other options were therefore considered for further analysis, in liaison with JAQU.

This led to the development of a new phase of the project. This phase, following some initial analysis, which suggested compliance could be achieved by 2025, considered a range of measures which whilst still based on the previously rejected preferred options, formed part of a 'new' variation option; to be referred to in the consultation as 'Option 1'. This includes a local scrappage scheme (offered to people scrapping the most polluted vehicles in

exchange for a grant towards a new car or a switch to another mode i.e. Bus tickets), improvements to buses and taxis to the compliant Euro standard, plus bus and local traffic interventions in the most polluting areas; including a bus lane on the M32, a targeted diesel ban on the highway past the BRI and Children's Hospital and finally a CAZ C; a charging scheme for non-compliant buses, taxis, HGVs and LGVs.

Option 2 proposes a small area diesel ban and Option 1 includes a targeted diesel ban on the highway past the BRI and Children's Hospital. Measures banning diesel cars, which are more likely to be owned by people on lower incomes, may correlate with some equalities groups such as older people, and may also disproportionately affect those people who need to use a car more, such as disabled people.

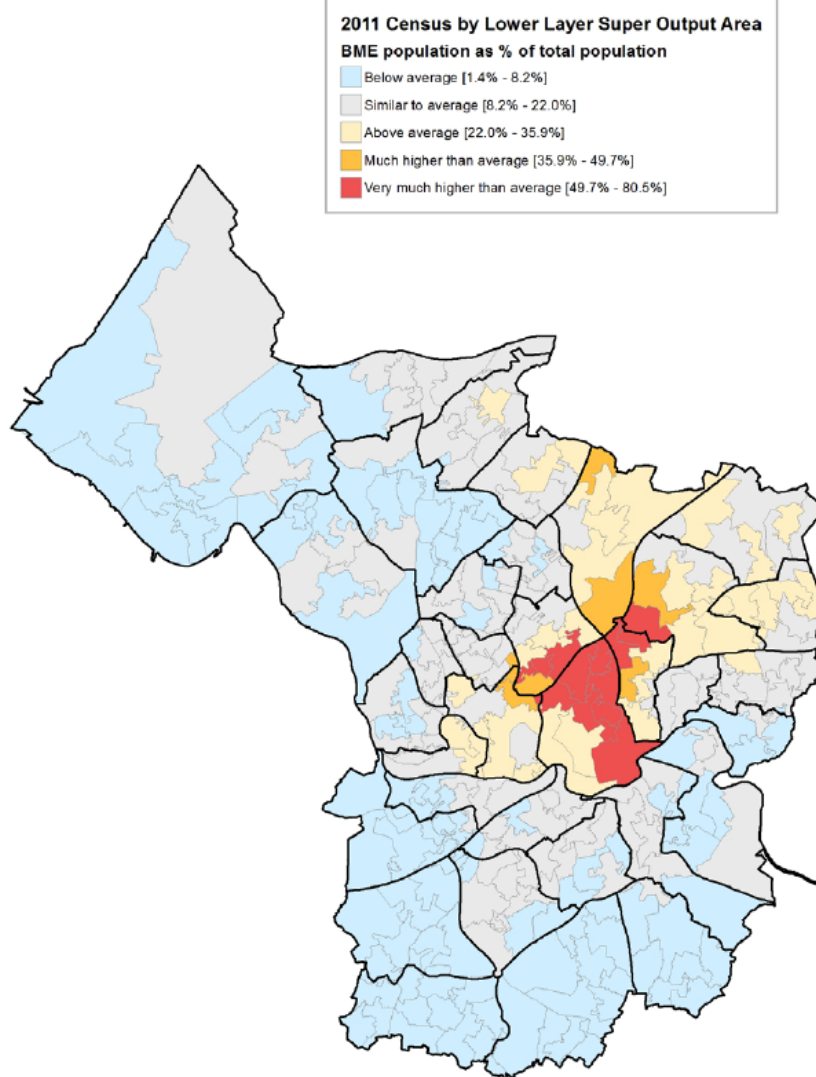
3.2 Can these impacts be mitigated or justified? If so, how?

The key mitigation measures and exemptions for both options will be set out and consulted on to ensure the disproportionate impact on low income households is effectively managed. Details of what will be included in the final option in terms of mitigations and exemptions will be confirmed following this consultation. Once the preferred option is identified following consultation, a further consultation will take place in relation to the details of the scheme to be implemented.

3.3 Does the proposal create any benefits for people with protected characteristics?

Considering air pollution in relation to protected characteristics:

- BME people make up a larger proportion of the population living in the more polluted areas – the AQMA - than the city as a whole and therefore it is reasonable to assume that the BME population experiences greater exposure to air pollution. Hence successful interventions to improve air quality will improve the citywide health of BME communities relative to non BME citizens.



- Age – some age groups of people, the very young and older people, are more likely to be vulnerable to air pollution. Their relative geographical distribution is not strongly aligned to polluted areas or potential charging zones.
- Disability – some people, for example, if they have breathing difficulties are more vulnerable to air pollution.
- Other characteristics are not considered to be differentially exposed or vulnerable to air pollution.

Our conclusion therefore is that improving air quality to meet the legal standards for nitrogen dioxide is likely to be beneficial to the whole population with more positive impacts on BME people, children, older people and people with breathing conditions.

3.4 Can they be maximised? If so, how?

The benefits as a result of improving air quality can be maximised by achieving compliance in the shortest possible time. The shortlisted options aim to do

this.

Consideration should also be given to whether, in achieving compliance in the shortest possible time, wider improvements in air quality can be delivered in areas that are already compliant but still experience health impacts from air pollution. When considering wider improvements to air quality and their potential effects on people with protected characteristics it will be important to take into account both the benefits of any potential option that achieves improvements with air quality, such as those identified in section 3.3, as well as any negative impacts of the that option on the same people, such as those identified at the end of section 3.1.

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?

- It has identified the potential need for mitigation measures and exemptions for people with protected characteristics.

4.2 What actions have been identified going forward?

The key mitigation measures and exemptions for both options will need to be developed and set out and consulted on to ensure the disproportionate impact on people with protected characteristics is effectively managed.

When the preferred option is identified following consultation, a further consultation will take place in relation to the details of the scheme to be implemented.

4.3 How will the impact of your proposal and actions be measured moving forward?

We will review the feedback received from public consultation in September.

Service Director Sign-Off:

Equalities Officer Sign Off:



Duncan Fleming

Date:

Date: 14/6/2019