

# A428 Black Cat to Caxton Gibbet improvements

TR010044

Volume 7

7.5 Equality Impact Assessment

Planning Act 2008

Regulation 5(2)(q)

Infrastructure Planning (Applications: Prescribed Forms and  
Procedure) Regulations 2009

26 February 2021

Infrastructure Planning

Planning Act 2008

**The Infrastructure Planning  
(Applications: Prescribed Forms and  
Procedure) Regulations 2009**

**A428 Black Cat to Caxton Gibbet  
improvements**  
Development Consent Order 202[ ]

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**Equality Impact Assessment**

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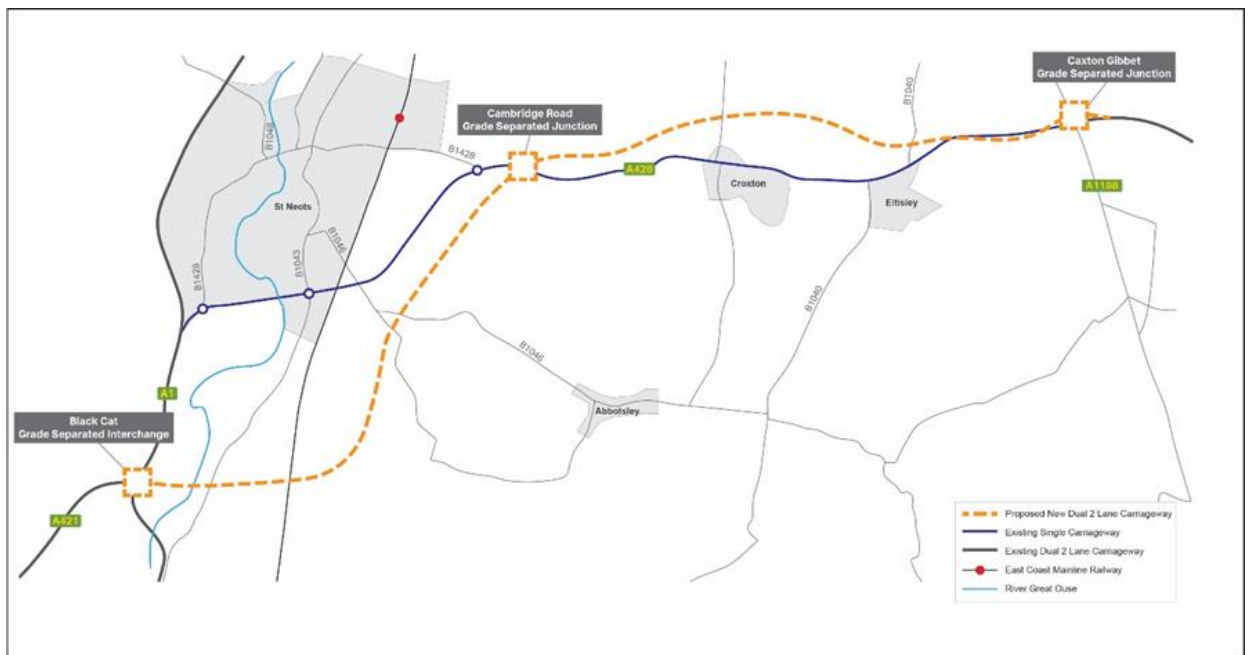
# 1 Introduction

## 1.1 Purpose

- 1.1.1 This report sets out the Equality Impact Assessment (EqIA) for the A428 Black Cat to Caxton Gibbet improvements Scheme (the Scheme). An EqIA is a predictive assessment tool which contributes to enabling Highway England's compliance with current national legislation set out under the Public Sector Equality Duty (PSED) which forms Section 149 of the Equality Act 2010 (Ref 1). As a public sector organisation, Highways England, in the design and delivery of its projects has a legal duty to give due regard to the need to:
- a. Advance equality of opportunity between people who share a protected characteristic and those who do not. This includes:
    - i. Removing or minimising disadvantages suffered by people due to protected characteristics.
    - ii. Taking steps to meet the needs of people with protected characteristics where these are different from the needs of other people.
  - b. Encouraging people with protected characteristics to participate in public life or in other activities where their participation is disproportionately low.
  - c. Foster good relations between people who share a protected characteristic and those who do not. This includes:
    - i. Tackling prejudice.
    - ii. Promoting understanding.
    - iii. Eliminating unlawful discrimination, harassment and victimisation.
- 1.1.2 This EqIA considers the potential effects of the Scheme on 'equality groups' defined as having protected characteristics under the Equality Act 2010. These protected characteristics relate to age, sex, race, religion or faith, disability, gender reassignment, marriage and civil partnerships, pregnancy and maternity, and sexual orientation. In addition to the statutory equality groups, this EqIA also includes an assessment of non-motorised users of the strategic road network, including walkers, cyclists and horse riders as well as more vulnerable motorists.
- 1.1.3 In addition to identifying potential equality effects, the assessment also provides information on embedded mitigation for the Scheme that will help to minimise or eliminate potential adverse equality effects. Further actions required to reduce adverse impacts and enhance equality of opportunity for equality groups are also set out. In by doing so, this EqIA demonstrates Highways England due regard to the Equality Act 2010 and the associated PSED.

## 1.2 Scheme description

- 1.2.1 The purpose of the Scheme is to address the problems of congestion, poor journey time reliability and poor resilience against incidents between the Black Cat and Caxton Gibbet roundabouts. The Scheme seeks to address these problems through construction of a new 10 mile (16km) dual 2-lane carriageway from the Black Cat roundabout to Caxton Gibbet roundabout, to be known as the A421 (hereafter referred to as the 'new dual carriageway') and in addition approximately 1.8 miles (3km) of tie-in works, shown in schematic form in Figure 1-1 below.
- 1.2.2 The project's geographical area is in the counties of Bedfordshire and Cambridgeshire in the East of England running from the existing Black Cat roundabout on the outskirts of Bedford to the A1198 junction at Caxton Gibbet, west of Cambridge. The section of the A428 between St Neots and the Caxton Gibbet junction is the only remaining single carriageway section of the route between Felixstowe and the M1 at Milton Keynes. Works on the Scheme are expected to start in 2022. Following the completion of all construction works, the Scheme is expected to open to traffic in 2025/26.

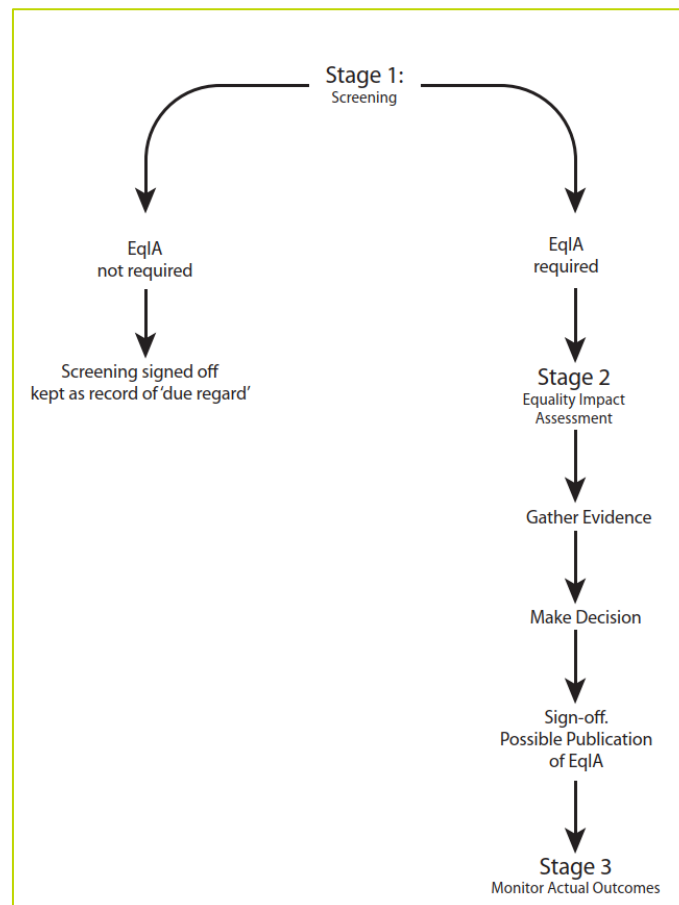


**Figure 1-1 Scheme Map**

## 1.3 Approach to the EqIA

- 1.3.1 Highways England's guidance on EqIA (Ref 2) has been used in preparation of the EqIA report. The EqIA is considered to be a live document for the project and is updated throughout the development of the Scheme from conception to operation stages.

- 1.3.2 Figure 1-2 shows the process followed for the EqlA starting with the screening of equality impacts. An EqlA screening was initially completed at the options stage of the project development and identified that equality impacts were likely to be a consideration in the development of the Scheme. As such, the decision to carry out a full Equality Impact Assessment was made.
- 1.3.3 Highways England's EqlA screening, analysis and monitoring template has been completed and is included as chapter 2 of this document. This includes evidence gathered to inform the screening and overall assessment. Sources of evidence used to assess potential equality impacts for the EqlA include relevant information within the Environmental Statement [TR010044/APP/6.1], Transport Assessment Report [TR010044/APP/7.2], the Consultation Report [TR010044/APP/5.1] and the First Iteration Environmental Management Plan [TR010044/APP/6.8] for the Scheme.



**Figure 1-2 Highways England approach to Equality Impact Assessment**

## 1.4 Project management assurance – compliance with the PSED

- 1.4.1 Due regard has been paid to the PSED in relation to the management of the workforce, the design of the Scheme and the development consent order process. Evidence of this includes:
- a. Use of Design Manual for Roads and Bridges (DMRB) guidance, with reference to Vol. 0 (Introduction) which contains advice on Equality, Diversity and Inclusion (Ref 3).
  - b. The design of the project follows the ten principles set out in Highways England's The Road to Good Design (Ref 4). This centres on the themes of connecting people, places and processes, encouraging better design and providing a basis for road schemes to be objectively reviewed at key stages of development.
  - c. Regular meetings, communication and reviews with Highways England's Equality, Diversity and Inclusion (EDI) advocate for major projects.
  - d. Continued interaction between the stakeholder engagement team, the lands engagement team and the EqIA authors.
  - e. Development of an Inclusion Action Plan for the project. This is reviewed and updated on a quarterly basis providing evidence to support Highways England's reporting requirements with regards to equalities.

## 2 Equality impact assessment

### 2.1 Overview

- 2.1.1 This section incorporates the assessment of equality effects of the Scheme using Highway England's standard EqlA, Screening Analysis and Monitoring template. The assessment considers how the Scheme could directly impact and contribute to equality effects for Equality groups.

### 2.2 EqlA screening analysis and monitoring form

#### Equality Impact Assessment (EqlA) Screening Analysis and Monitoring Template

- 2.2.1 Before carrying out an Equality Impact Screening or Assessment familiarise yourself with Highways England's guidance on the subject. The Equality Impact Screening and Assessment procedure applies in terms of employment and the delivery of services.
- 2.2.2 The term 'Policy/Practice' is used throughout the document. This applies to all policy/practice/project/schemes/building considerations/initiatives/guidance and functions across all areas of our business.

EQUALITY IMPACT SCREENING AND ASSESSMENT			
<b>Name of Practice/Policy</b>	<b>A428 Black Cat to Caxton Gibbet Improvements</b>	<b>Proposed or Current</b>	<b>Proposed</b>
<b>Person Completing the Assessment</b>	<b>Sakhi Sumaria (AECOM)/ Laura Walker (AECOM)</b>		
<b>Directorate</b>	<b>Major Projects - Complex Infrastructure Programme</b>		
<b>Date 16/02/2021</b>	<b>Eql Register Ref No: (Obtained from the EDI Advocate)</b>	<b>MPS80</b>	

**A: In this section, outline the aims, purpose, desired benefits and expected outcomes of the practice/policy, identifying the customers, staff or stakeholders involved or affected.**

The Felixstowe to Midlands and London to Leeds (East) Route Strategy Evidence Reports published in April 2014, identified the requirement for significant improvement along this strategic route. The Autumn Statement 2014 (AS14) followed by the Roads Investment Strategy (RIS1) (Ref 5) published by the Government in March 2015 made a commitment to create an Expressway standard link between Black Cat and Caxton Gibbet with significant improvements



to the existing Black Cat roundabout. The RIS also noted that this would complement the development of a new high quality link road between Milton Keynes and Oxford, transforming connections and supporting growth across the wider region.

The Scheme is defined as a Nationally Significant Infrastructure Project and from 1 February 2019 the project moved to the Complex Infrastructure Project (CIP) Directorate as a Tier 1 scheme. The reasoning behind this decision was not only based around the value of the Scheme but also to benefit from the lessons learnt by Highways England's neighbouring A14 Cambridge to Huntingdon scheme. The Scheme has experienced a period of transition from Tier 2 to Tier 1, then from a Regional Investment Programme to a CIP scheme, which now includes a new accountability structure with the project team answering regularly to a Project Delivery Director and DfT. The objectives of the Scheme are:

- **Connectivity:** Cut congestion and increase capacity and journey time reliability between Milton Keynes and Cambridge.
- **Safety:** Improve safety at junctions, side roads and private accesses by reducing traffic flows on the existing A428. Improve safety on the A1 by removing existing substandard side road junctions and private accesses onto the carriageway.
- **Economic growth:** Enable growth by improving connections between people and jobs and supporting new development projects.
- **Environmental improvements:** Maintain existing levels of biodiversity and have a beneficial impact on air quality and noise levels in the surrounding area.
- **Accessibility:** Ensure the safety of walkers, cyclists and horse riders and those who use public transport by improving the routes and connections between communities.
- **Resilience:** Improve the reliability of the road network so that it can cope better when accidents occur, without local roads being used as diversion routes.
- **Customer Satisfaction:** Listen to what is important to our customers to deliver a better road for everyone and improve customer satisfaction

The Scheme comprises the construction of a new 10 mile (16km) dual 2-lane carriageway from the Black Cat roundabout to Caxton Gibbet roundabout, to be known as the A421 (hereafter referred to as the 'new dual carriageway') and in addition approximately 1.8 miles (3km) of tie-in works. The Scheme includes the following main components:

- A new three-level grade separated junction at the existing Black Cat roundabout, with the A1 at the lower level, the new dual carriageway on the upper level and a roundabout between the two at approximately existing ground level. In addition to slip roads a new free flowing link between the A421 eastbound carriageway and the A1 northbound carriageway will also be provided.
- A new grade separated all movements junction would be constructed to the east of the existing Cambridge Road roundabout to provide access to the new dual carriageway and maintain access to the existing A428.
- At the Caxton Gibbet roundabout, a new grade separated all movements junction would be constructed, incorporating the existing roundabout on the south side of the new dual carriageway and a new roundabout on the north side. The new dual

carriageway would then tie-in to the existing A428 dual carriageway to the east of the new Caxton Gibbet junction.

- In the vicinity of the new Black Cat junction, direct access onto the A1 from some local side roads and private premises would be closed for safety reasons. A new local road will provide an alternative route. The existing Roxton Road bridge would be demolished and replaced with a new structure to the west to accommodate the realigned A421.
- New crossings would be constructed to enable the new dual carriageway to cross the River Great Ouse, ECML Railway, Barford Road, the B1046/Potton Road, Toseland Road and the existing A428 at Eltisley.
- The existing A428 between St Neots and Caxton Gibbet will be de-trunked and retained for local traffic and public transport with maintenance responsibility transferred to the local highway authorities.
- An alternative access would be provided to side roads at Chawston, Wyboston and Eltisley.
- The implementation of safer routes for walkers, cyclists and horse riders.

The construction of the Scheme will entail a number of temporary and permanent diversions for drivers on the road network. Walkers, cyclists and horse riders will also be subject to temporary and permanent diversions of the PROW network as well as new crossing facilities and changes to some existing crossing points. Some bus stops will be temporarily or permanently relocated and some bus services will be affected by diversions or changes in journey times.

Land-take and demolition of property is also required potentially resulting in compulsory acquisition. This includes the Grade II listed residential property at the existing Black Cat Roundabout known as Brook Cottages as well as the Travelodge hotel and Shell Garage and service area— located north west of the existing Black Cat roundabout. Commercial properties will also be demolished to the north east of the existing Black Cat roundabout and to the west of the Caxton Gibbet roundabout.

A detailed description of the Scheme is set out in **Chapter 2, The Scheme** of the Environmental Statement [TR010044/APP/6.1].

<b>B: <u>SCREENING (Stage 1)</u></b>  <b>Questions considered to establish impacts from the outset for new or changing policies/practices</b>	Sex	Religion or Belief	Age	Disability	Race	Sexual Orientation	Gender Re-assignment (include transsexual and transgender)	Pregnancy & Maternity	Marriage & Civil Partnership
1: Is there any indication or evidence that different groups have different needs, experiences, issues or priorities in relation to the practice/policy?	✓	✗	✓	✓	✗	✗	✗	✓	✗

2: Is there evidence or an indication of higher or lower uptake by different groups?	✓	×	✓	✓	×	×	×	×	×
3: Do people have different levels of access? Are there social or physical barriers to participation (e.g. language, format, physical access)?	✓	×	✓	✓	✓	×	×	✓	×
4: Is there an opportunity to advance equality or foster good relations by altering the policy/practice?	✓	✓	✓	✓	✓	✓	✓	✓	×
5: Is there an opportunity to advance equality or foster good relations by working or engaging with other organisations or the wider community?	✓	×	✓	✓	✓	×	×	✓	×
6: Is there stakeholder (staff, Trade Unions or public) concern about the policy/practice in terms of actual, perceived or potential discrimination against a particular group?	Not known	Not known	Not known	Not known	Not known	Not known	Not known	Not known	×
7: Is there potential for, or evidence that any part of this policy/practice may adversely affect equality of opportunity for all or may harm good relations between different groups?	Not known	Not known	Not known	Not known	Not known	Not known	Not known	Not known	×
8: Is there any potential for, or evidence that any part of the policy/practice could discriminate indirectly or directly? (Consider those who implement it on a daily basis).	✓	×	✓	✓	×	×	×	✓	×

**C: The rationale behind the rating (at Section B) and details of the evidence utilised to inform the screening decision.**

If all answers are 'No' an EqlA is not required, the reasons and monitoring requirements should be summarised.

If the answers are 'Yes' or 'Unknown', the judgement on the need to gather further evidence to reach an informed decision via an EqlA should be explained.

If there is confidence that the effect of the policy/practice will not be different for different groups then this is summarised below.

- The *screening* decisions provided in Section B are based on evidence drawn from the following sources:
- Highway England's EDIT (Equality, Diversity Inclusion Tool);
- A socio-demographic baseline of people living in the area potentially affected by the Scheme;
- Research regarding the effects of potential impacts of major road schemes on Equality groups including local residents and users of the strategic highway network;

- Findings from the Preliminary Environmental Information (PEI) report for the Scheme (which was the most advanced environmental impact assessment work undertaken at the point of screening); and
- Consultation activities and feedback from statutory consultees, non-statutory bodies and the local community.

## **EDIT (Equality, Diversity and Inclusion Tool)**

A screening assessment was carried out using Highways England's Equality, Diversity and Inclusion Tool (EDIT). The EDIT tool uses hot spot mapping, scheme type and design information to identify whether it is likely that equality, diversity and inclusion issues are likely to be a factor in the effective delivery of a highways scheme. An overall score is calculated based on the information provided, with a score of over 60% recommending consideration for the need to undertake an EqlA. An overall EDIT score of 78% was generated for the Scheme at the screening stage. This meant that equality, diversity and inclusion issues were likely to be a factor in the effective delivery of the Scheme and that an EqlA should be considered.

The continued use of EDIT throughout the Scheme development is part of Highways England's standard approach in accordance with its ongoing PSED and will continue following the DCO process. This will help to ensure that the project considers equality, diversity and inclusion issues during the detailed design and delivery of the Scheme.

## **Equalities socio-demographic baseline**

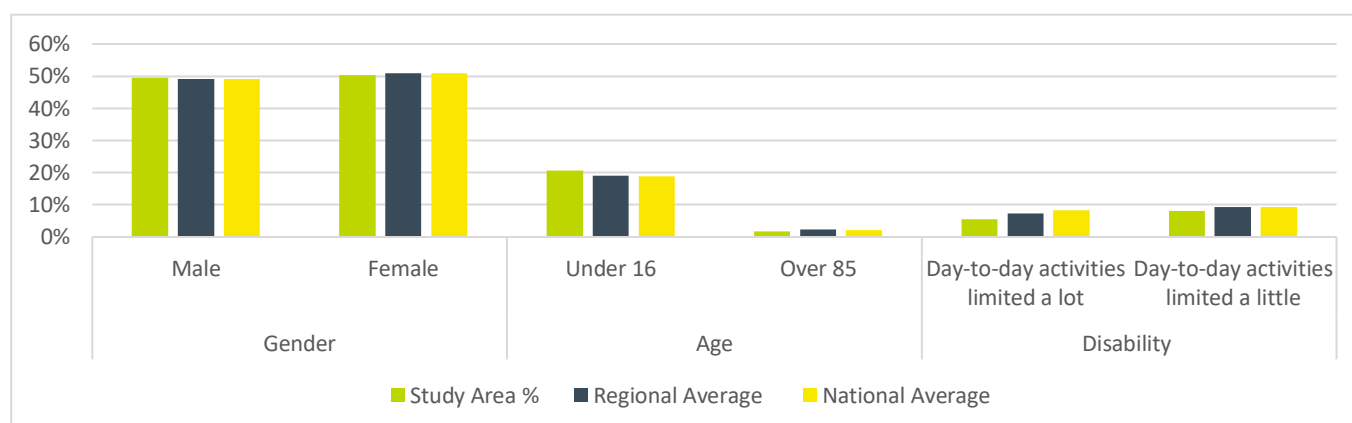
The equalities socio-demographic baseline provides a profile of residents living in the area surrounding the Scheme. It draws upon the Census 2011 and other datasets from the Office for National Statistics (ONS) to identify, in particular, the level and distribution of people with protected characteristics currently living within the area. This assists in making a judgement as to whether or not any particular equality groups are likely to be disproportionately affected by the Scheme.

The baseline presents data on equality groups within a study area formed of the wards that intersect with the Scheme<sup>1</sup>. Data from the East of England and England has been analysed for comparison purposes. This baseline is valid from November 2020 and has been reviewed and updated in line with the DCO application submission as part of the full EqlA. The detailed baseline analysis can be found in Appendix A with a summary of findings presented in **Figures 2-1 and 2-2**. Analysis from the baseline for the study area shows:

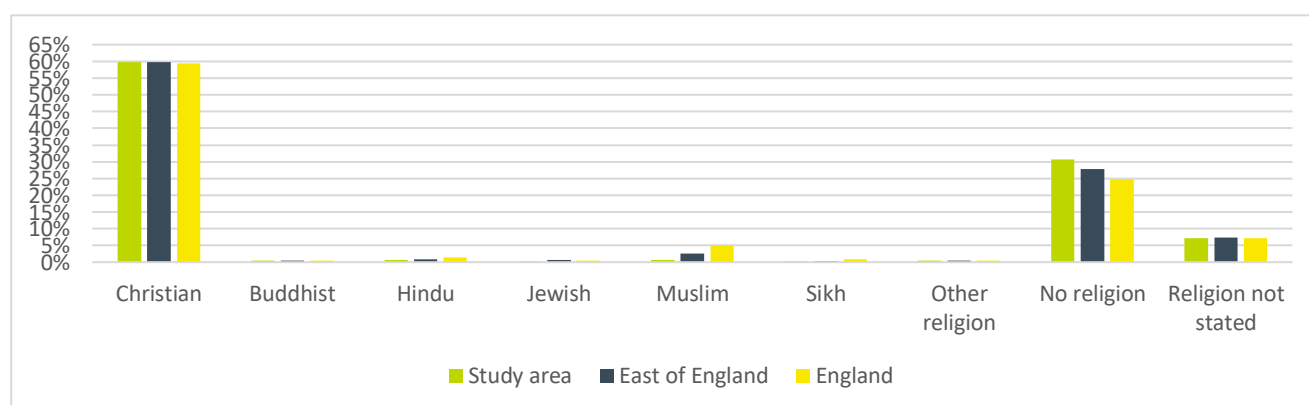
- A higher proportion of people under the age of 16 compared to national and regional averages.
- The proportion of the population whose day-to-day activities are limited a lot due to health is much lower than both the regional and national average.
- On average, those who identify as Christian make up most of the population, however the proportion is lower than regional and national rates.

<sup>1</sup> These wards include Wyboston, Potton, Gransden and The Offords, Bourn, Papworth and Elsworth, St Neots Eaton Socon, St Neots Eynesbury, St Neots Priory Park, Great Barford and Kimbolton and Staughton

- The proportion of people who identify as having no religion is significantly higher compared to national and regional averages.
- There is a slightly higher rate of the ethnic group White 'Gypsy or Irish Traveller' in the study area (0.2%) compared to the East of England and England, which are both 0.1%. In 1994 the duty on local authorities was removed and since then under-provision has resulted in Gypsies and Travellers camping on land that they do not own, known as 'unauthorised encampments'. As a result, in recent years Bedford has seen an increase in the number of Gypsy and Traveller families that have entered the Borough, which may explain the slightly higher proportion of this group in the study area.
- The rates of those who are economically active are higher compared to the regional and national averages, including those who are aged 16-24.
- Overall, 2019 deprivation statistics show that the level of deprivation is low. Comparatively, South Cambridgeshire is shown to be the least deprived local authority within the study area, while Bedford is shown to be the most deprived.
- As of October 2020, 10% of people aged 18-24 in Bedford were claiming out of work benefits. This is compared to 8.7% for the East region and 9.2% for England. The claimant rate for all people in Bedford is 6.6%.



**Figure 2-1 Summary of findings (Gender, Age and Disability)**



**Figure 2-2 Summary of Findings (Religion)**



## Potential equality effects – literature review

The following paragraphs provide a brief summary of evidence drawn from recent national and regional research findings relating to equality groups with regards to the impacts of highway schemes and specific needs in relation to potential effects.

### Residents

The construction and operation stages of the Scheme are likely to result in changes in noise and air quality levels, both beneficial and adverse, for people living within the local area. Certain equality groups are more sensitive to changes in noise levels than for the overall population. For example, evidence shows that traffic-related noise is correlated more broadly with lower health-related quality of life in children (Ref 6) and increased health risks for older people (Ref 7). Children are also more vulnerable to the effects of poor air quality compared to the overall population and could therefore be disproportionately and adversely affected as a result of poorer air quality due to construction works and traffic along the new route (Ref 8).

Those with disabilities, including those with weak respiratory systems, or people who suffer health problems more generally associated with weaker lungs may be disproportionately impacted by air quality during construction and operation of the proposed route (Ref 9).

Gypsy and Traveller communities may also be at increased risk of harmful health effects from air quality and noise due to the location of some traveller communities situated next to busy roads and heavy industry (Ref 10). Transference of noise through trailer and caravan walls can be greater than through the walls of conventional housing (Ref 11), resulting in an additional risk of increased noise impacts for Gypsy and Traveller communities living in caravans or mobile homes. Any increases in noise levels can exacerbate poor quality living conditions in this respect.

### Motor vehicle drivers and passengers

Delays during construction of roads may increase driver anxiety, which may have a differential effect on certain equality groups. For example, pregnant drivers and disabled drivers may have more concerns about becoming trapped in traffic for long periods of time (Ref 12). Faster road layouts and fear of breaking down are potential concerns amongst these groups.

Reduced mobility may also have an impact on driving confidence. Lower levels of confidence can be attributed to slower information processing and sensory impairment typically experienced by older sections of the population and drivers with certain disabilities. The Pregnancy Mobility Index (Ref 13) provides evidence that mobility restrictions suffered by pregnant women (particularly in the later stages of pregnancy) such as chronic back/pelvic/joint pain, pelvic instability, breathlessness and rib pain, differentiate them from the general population. These restrictions can affect mobility in accessing and leaving a vehicle and may also influence their capability and willingness to drive. Such vulnerable drivers include pregnant women and women travelling with children. Shorter journey times may have a beneficial impact for these drivers. However, it is important to understand any implications in terms of design of the new dual carriageway to ensure that the needs of this group are met. Safe stopping areas

and effective information and communication on road changes and delays are important to these groups.

Young drivers, particularly younger males, are more commonly involved in road accidents (Ref 14/15) and as such any forecast changes in road accidents a result of the Scheme could have a differential impact on this group.

The Scheme includes the removal, relocation and change in access of roadside service facilities. Roadside services are important for all road users, but even more so for certain drivers and passengers with protected characteristics, such as older people, people with disabilities, pregnant women and people with young children and babies. The need for rest stops, refreshments, toilet facilities (including specialist provision) or medication breaks (Ref 16) is greater amongst these groups than for the population overall whilst travelling on long journeys.

### **Walkers, cyclists and horse-riders**

Any proposed changes to networks and facilities for walkers, cyclists and horse-riders could potentially have impacts for equality groups, especially those that are less likely to have access to a car, such as young people but also leisure travellers including ramblers and leisure cyclists.

The existing A428 is to remain accessible for walkers, cyclists and horse riders and as such has the potential to create many benefits for these groups. However, connections from new road alignments to the existing A428 will be by grade separated junctions which could necessitate underpasses or footbridges. Women, older people, people with disabilities and people with young children or pushchairs have a greater aversion to grade-separated facilities than for all pedestrians overall due to accessibility and personal security concerns (Ref 17). It is important to have regard to the needs and concerns of these vulnerable groups throughout the design process.

Disabled adults can also experience barriers to recreation, including use of public rights of way (PRoW). Well designed and managed routes, along with the provision of facilities such as disabled parking and accessible toilets, can support inclusive use of footpaths and open spaces for exercise and recreation, with benefits for health and well-being amongst this group (Ref 18).

Busy roads can result in severance for local communities and restrict walking, particularly for children and young people. The number of children that have been killed or seriously injured in traffic accidents in the UK has generally been decreasing over time, although the year from 2015 to 2016 saw a 28% increase in fatalities (from 54 to 69).

Road design, layout and maintenance all play an important role in the origin of crashes involving cyclists.

### **Public transport users**

The existing A428 and surrounding road network provides routes for a number of important local and regional bus services. Buses provide an important service for those who do not have access to a car, enabling access to education, employment, health and recreational facilities.

Permanent and temporary changes to bus stop locations and bus routes can have an impact on the accessibility, safety and journey times for users who rely on bus services.

Travel by bus is particularly high amongst women who make an average of 56 bus trips per year compared to 43 for men (Ref 19).

The percentage of young adults (aged 17-20) with a driving licence has decreased overall in the 25 years leading to 2019, from 48% to 35%, and this age group currently make twice as many trips by bus than the average person (Ref 20). Around 16% of trips are made by bus for women aged 17-20, and for men in this age group around 10% of trips are made by bus.

Those aged 60 and over make more trips by bus than those in other age groups, with the highest proportion of trips made by this group for the purpose of shopping. Other important reasons for making journeys by bus for this age group include visiting friends, healthcare, entertainment and sport and personal business (Ref 21). Therefore, bus travel is vital for enabling older people to access essential services and facilities as well as for social and wellbeing purposes.

## **Preliminary environmental impacts**

The A428 Black Cat to Caxton Gibbet Improvements Preliminary Environmental Information Report (PEI report) (Ref 22) was produced in accordance with statutory pre-application consultation obligations in June 2019. The PEI report provided emerging results of the Environmental Impact Assessment (EIA) process, identifying likely significant effects on the environment. The results of the EIA are of significance to the EqIA as many of the impacts identified may have differential or disproportionate effects on equality groups as summarised above. The PEI report identified the following potential impacts which may be relevant to groups with protected characteristics:

- Potential for some residential properties to experience temporary significant adverse noise and air quality effects during construction. These may occur during piling works and earthworks carried out to construct the Black Cat and Cambridge Road junctions, and from the movement of construction traffic.
- Potential for reduced traffic noise during the operational stage for receptors along the existing A428 as a result of traffic moving onto the new dual carriageway.
- Potentially adverse noise impacts during the operational stage due to the new dual carriageway introducing a new source of traffic-related noise into the area to the south-east of St Neots.
- Construction of the Scheme has the potential to generate temporary adverse effects on walkers, cyclists and horse riders, and vehicle users due to road closures, diversions, and the use of traffic management.
- Significant effects are likely in relation to the demolition of residential dwellings and commercial property in the locality of the existing Black Cat roundabout, and the loss of land which may affect the future viability of agricultural holdings.
- Permanent diversions to PROWs severed by the new dual carriageway are being planned to minimise adverse impacts during operation, as well as new sections of cycleway for safer journeys, and minimising the extent of land permanently required.



- Beneficial effects on driver stress are expected from the transfer of traffic onto the new dual carriageway, and from the improved standard of road. Access for vehicle users to community facilities is also expected to improve, as will the visual outlook for users travelling on the new dual carriageway. Walkers, cyclists and horse riders are expected to benefit from the new facilities included within the design of the Scheme.
- Some beneficial effects are also expected on human health from improved accessibility to community facilities, improved social cohesion and reductions in traffic congestion.

## Consultation and engagement

Equality legislation emphasises the importance of supporting positive relations between different groups. Consultation and engagement activities are essential for empowering local communities to contribute to decisions affecting their lives and areas they live in. Therefore, residents and stakeholders within the study area need to be fully engaged throughout the Scheme development process. Of importance is the need to ensure the proposed new route, will not be detrimental to the people living in the area.

Several consultation activities have been undertaken as shown below:

### March/ April 2017

Non-statutory public consultation on three [route options](#) proposed for the Scheme from the existing Black Cat roundabout to the Caxton Gibbet roundabout and three Black Cat junction options ([Option A](#), [Option B](#), [Option C](#)).

- Public events were held at various locations, including local villages

### June/July 2019

Statutory Consultation on the Scheme plans as well as the Preliminary Environmental Information Report (PEI report).

- Public information events held at eight different venues.
- Copies of the consultation booklet, response form, plans of the Scheme, the PEI report and non-technical summary, EIA Scoping Report, Statement of Community Consultation and section 48 Notices were made available at the events and at a series of deposit points.
- An augmented reality app was developed to show the proposed Black Cat junction and was available to view on electronic tablets at the events.
- A model of the scheme in Minecraft produced to involve children, young people and families in the consultation process.
- Pop up events with stands in shopping centres and using Highways England's engagement van. The engagement van travelled to villages along the Scheme where stakeholders were more difficult to reach and travelled to locations at either end of the Scheme in Cambridge and Milton Keynes, where people would gain benefits from the Scheme but were not located close by.
- Landowner consultation was organised for Category 1 landowners (those directly affected by the Scheme) on the same day as the first public consultation event (13<sup>th</sup> June 2019).

### June/July 2020

Non-statutory supplementary consultation on further amendments to the Scheme design that have resulted in changes to the Scheme's Order Limits.

In place of a traditional face-to-face information event, a virtual consultation platform was used. The key features included:

- Provision of all consultation materials in the style of a traditional public information event.
- Plans showing proposed changes to the order limits, design changes and land acquisition as well as the accompanying schedules describing the proposed changes.

- Pre-recorded presentations explaining key changes such as the addition of borrow pits – including audio and subtitles.
- Live-chat with experts as per a traditional event on:
  - Thursday 2 July 2020 from 10am to 2pm
  - Thursday 16 July 2020 from 2pm to 7pm
- Visitors comments and questions outside of 'live chat' hours with responses via email from the project team.
- Response forms.

The materials outlined above were made available on the scheme website during the consultation period as well as available by post on request.

Telephone sessions were also set up to allow those less familiar with using websites or who preferred to speak by phone to ask their question. A freephone number was provided for this purpose. These sessions ran at the following times:

- Monday 29 June 2020 from 2pm to 6pm
- Monday 13 July 2020 from 10am to 2pm

### September/October 2020

#### Newly identified land interest consultation (after the supplementary consultation period)

As a result of the ongoing diligent inquiry process and regular refreshes of land registry data, new parties with an interest in land affected by the Scheme, and who had not been contacted previously, were identified following the conclusion of the formal supplementary consultation period in summer 2020.

Each consultee received a letter containing hard copies of consultation material, as well as a USB containing the relevant information. The letters included a link to the Scheme web pages where consultees could view other Scheme information and access the virtual consultation room and a link to the Planning Inspectorate's website where more information on Development Consent Orders could be found. The virtual room remained online after the formal supplementary consultation closed so that consultees could visit and view materials if they wanted to.

Information was also included on how to request additional hard copies.

In the letters Highways England invited the consultees to contact them with any queries and suggested that if preferable, a one-to-one meeting could be arranged to discuss the specific impact of the Scheme on the respective land interest(s).

### October/November 2020

#### Land interest additional consultation

Following the supplementary consultation in summer 2020, and further engagement with affected parties, a number of changes were made to the Scheme's Order Limits. Some of these changes represented new or different impacts for the affected land interests compared to those presented during the supplementary consultation.

Each consultee received a letter containing a bespoke hard copy plan(s) showing how a specific proposed change(s) affect the land in which Highways England believed the recipient held an interest.

The letters included a link to the Scheme web pages where consultees could view other Scheme information and access the virtual consultation room and a link to the Planning Inspectorate's website where more information on Development Consent Orders could be found. The virtual room remained online after the formal supplementary consultation closed so that consultees could visit and view materials if they wanted to.

In the letters Highways England invited the consultees to contact them with any queries and suggested that if preferable, a one-to-one meeting could be arranged to discuss the specific impact of the Scheme on the respective land interest(s).

#### November/December 2020

##### High Pressure Gas pipeline diversion consultation

In November 2020, Highways England commenced non-statutory consultation on an additional Nationally Significant Infrastructure Project (NSIP) associated with the Scheme (also determined as a NSIP); the proposed diversion of a high pressure gas pipeline.

This targeted consultation sought the views of prescribed consultees, local authorities and land interests who had been identified to be affected by the diversion of a high pressure gas pipeline operated by Cadent Gas Limited.

Enclosed with their letter, each s42 consultee received a hard copy plan showing the limits of the possible extent of the Diversion. S42(1)(d) consultees also received a second plan showing the change to the land and rights required to deliver the Diversion.

The letters included a link to the Scheme web pages where consultees could view other Scheme information and access the virtual consultation room and a link to the Planning Inspectorate's website where more information on Development Consent Orders could be found. The virtual room remained online after the formal supplementary consultation closed so that consultees could visit and view materials if they wanted to.

To support the delivery of the consultation, Highways England also placed notices in the local and national print and online newspapers

As well as the statutory and non-statutory consultation activities outlined above, further engagement took place with the public and stakeholders through:

- Technical working groups with local authority contacts.
- Technical meetings with local authority contacts.
- Technical meetings with statutory environmental bodies.
- Local authority governance meetings.
- Strategic Stakeholder Board.
- Landowner one to one meetings with those directly affected by the Scheme presented at public consultation.
- Meetings with MPs and local Mayors.
- Engagement forums with specified groups including parish councils, elected members, environmental forums and road users.
- Presentations and meetings with Parish Councils (as requested).
- Public Information Exhibition for specific scheme elements (e.g. the Roxton Link Road).

All public information events were advertised to the public via a range of channels including advertisements in local newspapers, on the Highways England website and through the media and direct communications.

The virtual consultation session was publicised in letters and leaflets / flyers sent to consultees as well as via the local media, on social media and the Scheme website, in the same way as traditional consultation events. To ensure hard to reach groups were encouraged to get involved in the consultation, the materials were prepared to be accessible and clear.

Additionally:

- The contact telephone number and email address for the Scheme were prominent on all published material, enabling individuals to contact the team with questions and requests.
- The consultation booklet and feedback form were made available in alternative forms on request including large print and languages other than English.
- Information about the consultation was sent directly to addresses within the primary consultation zone.
- Representatives of 'hard to reach groups' were sent details about the consultation.

Engagement sessions were held at accessible times appreciating that a significant increase of the population is now working from home. Anyone with specific additional requirements in relation to accessing the material was directed to email: [info@a428.co.uk](mailto:info@a428.co.uk) or to call 0300 123 5000.

### Consultation feedback

Full findings from the statutory consultation can be found within the Consultation Report [TR010044/APP/5.1]. Overall, there was support for the Scheme from respondents:

- 88% of consultation respondents either support or strongly support the proposals for the alignment of the new dual carriageway.
- 86% either support or strongly support the proposals for the refined design of the Black Cat junction.
- 79% either support or strongly support proposals for the Cambridge Road junction.
- 81% either support or strongly support the proposals for the Caxton Gibbet junction.
- 73% either support or strongly support the proposed changes to the existing A428 junction at Eltisley.
- 67% either support or strongly support the proposals for routes for walkers, cyclists and horse riders.

A review of the consultation feedback highlighted several *potential* concerns that could have an effect on equality groups. These are summarised below:

## *Safety*

- A small number of respondents raised concerns regarding the potential for reduced traffic safety or increased delays in the wider area, specifically throughout the Oxford-Cambridge arc.
- Some respondents believe that the design of the new junctions is too complex with concerns around the safety, in particular that there would be a need to take tight bends at high speeds especially for larger vehicles.
- Safety concerns were also raised with regards to the new Caxton Gibbet junction, in that it may lead to reduced traffic safety and increased risk of accidents, and an increase in rat running on local roads.
- There has been a range of responses that support the proposals for the Scheme stating it would improve safety for walkers, cyclists and horse riders using segregated foot/cycleways and the implementation of appropriate crossing points. However, there were some respondents who raised safety concerns, particularly with regards to crossing the new dual carriageway.
- Cambridge Cycling Campaign expressed concern about the proposed crossing at Caxton Gibbet. CTC Cambridge, a local group of Cycling UK, are concerned that the Scheme will increase traffic on neighbouring roads (particularly the A1198) and will impact on cyclists' safety.

## *Economic*

- A small number of respondents feel that the scheme is integral to the local and national economy due to the importance of the Oxford-Cambridge arc. Cambridgeshire and Peterborough Combined Authority have raised concerns regarding the potential loss of business premises, and by extension jobs, and the loss of valuable agricultural land resulting in reduced income for affected farmers.
- Some concerns were raised around the Scheme detrimentally impacting on local businesses, including access to a hotel and service station close to the existing Black Cat roundabout which may impact on the local economy. However, other responses to proposals at the Caxton Gibbet roundabout show support for the Scheme as it may positively impact businesses in the immediate vicinity of the new junction.

## *Community*

- A large number of respondents believe that the construction and operation of the new dual carriageway and its associated junctions may lead to disruption for residents in nearby areas. With a few respondents being concerned that the increased traffic on the new dual carriageway and at the associated junction may have a negative impact on resident's health and well-being. A small number of residents raised similar concerns with regards to the Cambridge Road roundabout and have expressed the view that the new junction may cause increased disruption for local communities or may impact negatively on the health and well-being of residents.
- Some respondents have commented on the access provided by the Scheme referring to a general loss of access for nearby residential areas from the new A428.



- Responses to the Eltisley Link suggest that the new junction will provide suitable access to the new dual carriageway from the village of Eltisley and will improve connectivity between Eltisley and other communities to the north of the new dual carriageway such as St Ives and Huntingdon.

#### *Accessibility*

- The Cambridgeshire and Peterborough Combined Authority, Milton Keynes Council and Croxton Parish Council would like to see the Scheme improve public transport in the Oxford-Cambridge arc, whilst Milton Keynes also advocates for improving and expanding infrastructure for walkers, cyclists and horse riders.
- Some respondents are concerned that proposals for walkers, cyclists and horse riders will result in the diversion of some paths and make them longer, particularly in the area of Toseland Road Bridge. There were a small number of responses which identify stretches where they believe there are gaps in infrastructure provision for these users such as the approach to the Caxton Gibbet roundabout.

#### *Environmental*

- A small number of respondents have shown support for the proposals at Caxton Gibbet roundabout as they expect less congestion, which will in turn lead to improvements in air quality or a reduction in noise and vibration. However, other respondents oppose the use of a grade-separated junction at Caxton Gibbet as they believe that this could lead to a disproportionate visual impact and increased noise pollution.
- Several respondents including a number of prescribed consultees ranging from Parish Councils to Public Health England, have argued that the Scheme could cause more noise pollution in areas such as Roxton, Eltisley and Yelling. Some respondents also argued that noise pollution could be exacerbated in areas such as Caxton Gibbet due to raised sections of the road. Respondents have also raised concerns around air pollution, stating that it could be made worse by the Scheme in areas such as Sandy and Eltisley.
- Public Health England stated that preserving quiet areas can have health benefits, particularly for those affected by noise in their residential environment and welcome the inclusion of noise-reducing surfaces as part of the Scheme.
- Some respondents feel that the Scheme would have an adverse impact on the visual landscape due to the elevation of the new dual carriageway.

### **Screening conclusions**

The EDIT for the Scheme produced a score of 78%. As this was over the threshold score of 60%, an EqlA should be considered for the Scheme.

The area has a higher proportion of younger people living in the area than regional or national rates as well traveller communities living within the vicinity of the Scheme.

The PEI Report identified potential adverse and beneficial changes to air quality, noise levels, accessibility and health as a result of the construction and /or operation of the scheme. These

potential impacts may have disproportionate or differential effects on equality groups including children, older people and those with disabilities.

Consultation feedback has identified particular concerns from key groups and members of the public with regards to:

- Safety for drivers, walkers, cyclists and horse riders
- Economic impacts with regards to jobs and local businesses;
- Health impacts from noise and visual pollution; and
- Traffic impacts on local roads such as rat running.

All of the above are potential issues affecting vulnerable groups such as disabled people, older people, children and younger people in a differential or disproportionate manner.

As a result of the above screening outcome, it is concluded that further evidence is required to understand the potential effects of the Scheme on equality groups. Therefore, a full EqIA has been undertaken at the preliminary design stage and is set out in Section D of this report.

#### Confirmation – State whether a full equality impact assessment is required

(Tick box as appropriate)

Yes	<input checked="" type="checkbox"/>	<ul style="list-style-type: none"> <li>• Adjustment required to prevent potential discriminatory practice and to remove barriers to equality of opportunity.</li> <li>• Further evidence/consultation required to enable a sound equality decision.</li> </ul> <p><b>Proceed to Sections D – H</b></p>
No	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>• The policy/practice is robust in terms of equality.</li> <li>• The impact on different groups is considered to be 'neutral' with no risk of discrimination and any minor impacts can be justified.</li> </ul> <p><b>Proceed to Section E1 and Sign-off at H</b></p>

#### D: ASSESSMENT (Stage 2)

The full EqIA assesses level of impact on equality groups gauged from available information, research, and consultation. It draws upon evidence from the following sources:

- The Environmental Statement for the Scheme [TR010044/APP/6.1], including information from the Noise and Vibration, Air Quality and Population and Health assessments.
- The Transport Assessment [TR010044/APP/7.2].
- The Transport Assessment Annex [TR010044/APP/7.3]
- The First Iteration Environmental Mitigation Plan [TR010044/APP/6.8].
- The Outline Construction Traffic Management Plan [TR010044/APP/7.4].

- The Consultation Report [TR010044/APP/5.1] and Consultation Report Appendices [TR010044/APP/5.2].
- The Distributional Impacts Report, Appendix F of the Combined Modelling and Appraisal Report [TR010044/APP/7.10].

The assessment considers both disproportionate and differential effects on equality groups. A disproportionate equality effect arises when a scheme impact has a proportionately greater effect on an equality group than on the general population overall. For the purpose of this EqIA, disproportionality is defined as where:

- An impact is predicted on an equality group which has been identified in the baseline as making up a greater proportion of the affected resident population in the study area than its representation regionally or nationally; or
- An impact is predicted on a community facility predominantly used by a specific equality group (e.g. primary schools attended by children; nursing homes catering for older people or disabled people).

A differential equality effect is one which affects members of an equality group differently from the rest of the general population because of specific needs, or a recognised sensitivity or vulnerability associated with their protected characteristic. In some cases, equality groups could be subject to both disproportionate and differential equality effects. The EqIA considers potential impacts on groups of people rather than on specific individuals.

The assessment also identifies embedded mitigation for the Scheme that assists with minimising or eliminating potential adverse equality effects as well as further ways to reduce adverse impacts and enhance equality of opportunity for equality groups.

## Construction impacts

### Demolition of residential properties

The Scheme will require the demolition of residential properties located on land required for the construction of the Scheme. This includes a Grade II listed building known as Brook Cottages and a residential property located above one of the commercial premises subject to demolition.

Brook Cottages consists of two residential dwellings which are currently owned by the same family and rented to private tenants.

The demolition of residential properties could have an adverse impact on those that currently live in the properties, especially residents who may find it more difficult to move because of protected characteristics such as age or disability or where a move away from the area may adversely affect their access to local support networks or community facilities. In addition, the demolition of the properties is a consideration under the Human Rights Act First Protocol Article 1: Protection of property/ peaceful enjoyment of property.

Highways England will attempt to come to an agreement with owners of any properties required to avoid the need for compulsory acquisition. Current Highways England policy states that



freeholders, leaseholders and tenants can claim a number of types of compensation when their land or property is being compulsorily purchased as part of a road scheme.

Further actions have been undertaken to ensure that any freeholders, leaseholders and tenants affected by the demolition of properties are more widely supported. This has included working with those potentially affected and local authorities to identify alternative housing options in the area that fulfil the needs of tenants where required. Ongoing engagement will be undertaken with all relevant parties and will continue to be inclusive of any specific requirements of those involved. This includes where tenants may need specific reasonable adjustments to enable them to fully participate in engagement activities due to their protected characteristics.

### **Demolition of Black Cat Services**

The Scheme requires the demolition of commercial properties located at Black Cat services to the north west of the existing Black Cat roundabout. This includes the Shell Garage and service area as well as the Travelodge hotel. The redevelopment of the existing Black Cat roundabout will involve the demolition of all the existing businesses and infrastructure at Black Cat Services. All respite facilities located within the Black Cat services will no longer be available and could potentially impact on more vulnerable road users who may require access to facilities on longer journeys. The loss of toilet and rest facilities and food outlets could be particularly important for disabled people, older people and families with young children.

Although, the service station facilities will not be re-provided at the new Black Cat junction, there are alternative service station facilities on the A1 at Wyboston, less than a mile north of the Black Cat roundabout. The Scheme design also incorporates a new service link providing access from the A1 Wyboston services to the new Black Cat junction. There are also other alternative service station facilities located 11 miles away at Brampton Hut and 12 miles away at Astwick on the A1 as well as on the A421 at Bedford 10 miles away.

The outline traffic management plan for the Scheme also identifies welfare requirements for disabled drivers in its customer log and the planning of welfare facilities along the route will take account of disabilities.

The above identified alternative facilities and measures included as part of the outline traffic management plan should help to mitigate against the impacts of the closure of the Black Cat services for equality groups.

### **Temporary diversions to existing PRow**

Construction works associated with the Scheme will result in some temporary diversions of the PRow network. Any related disruption to journey patterns made by walkers, cyclists and horse riders would potentially have a greater adverse effect on those with mobility issues who may find it difficult to walk additional distances. This includes older people, people with pushchairs and people with certain disabilities.

As the affected PRow are mostly used for recreation purposes and alternative routes are available, equality effects of the planned temporary diversions will be minimal. The PRow Construction Phase Strategy states that temporary PRow closures and diversions will involve the physical closure and notice at the closure point with maps and descriptions of alternative routes. There will also be notices at the start of the PRow or diversion point to indicate the closure and alternative route. In some cases, construction traffic may impact on some journeys

made by pedestrians, cyclists and horse riders in the local area. However, these effects would be minimised through measures set out within the Outline Construction Traffic Management Plan [TR010044/APP/7.4].

### Permanent diversions to PRow

Permanent diversions to the PRow network will be required where the new dual carriageway severs existing PRow footpaths. Several routes will be permanently diverted as a result of the Scheme. These include the following:

- **Footpath A10:** this is located to the north of the existing A421 (west of Roxton Road), a section of which would be stopped up. A new section of footpath (combined with a realigned farm access track) would be constructed running broadly parallel with the realigned Roxton Road, which would join onto Roxton Road north of the Roxton Road roundabout.
- **Footpath 7:** this is located to the north of the existing A421 (east of Roxton Road), a section of which would be stopped up. As the Roxton Road link (south) would sever this PRow, it would join a new combined cycleway and footpath running east-west along the Roxton Road link (south).
- **Footpath 8:** this is located to the north of the existing Black Cat roundabout, a section of which would be stopped up. As the Roxton Road link (south) would sever this PRow, it would join a new combined cycleway and footpath running east-west along the Roxton Road link (south).
- **Footpath 1/9 (linking to Footpath 194/55):** this is located adjacent to Hen Brook, a section of which would be stopped up. As the new dual carriageway would sever this PRow, a pedestrian underpass beneath the road would be provided alongside Hen Brook to maintain existing movements. The PRow would also merge with a new combined footpath and maintenance track, running parallel to the south of the new dual carriageway, which would service drainage features in that area.
- **Footpath 1/20 and 1/19:** these sections are located north of Hen Brook, a section of both of which would be stopped up. As the new dual carriageway would sever these PRows, the sections to the south-east of the road would join with the new combined footpath and maintenance track (described in Footpath 1/9).
- **Footpath 1/17 (linking to Footpath 194/52):** this is located adjacent to Wintringham Brook, a section of which would be stopped up. As the new dual carriageway would sever this PRow, the section to the south-east of the road would join with the new combined footpath and maintenance track (described in Footpath 1/9) and would then be diverted over the new dual carriageway via a new pedestrian footbridge, before re-joining the existing footpath on the opposite side of the carriageway.
- **Footpath 1/16:** this is located north of Wintringham Brook, a section of which would be stopped up. As the new dual carriageway would sever this PRow, the section to the south-east of the road would join with the new combined footpath and maintenance track (described in Footpath 1/9).
- **Bridleway 1/18:** this is located between Toseland and Wintringham, a section of which would be stopped up. As the new dual carriageway would sever this

PRoW south of Fox Holes, a new combined bridleway and farm access track would divert users and take them over the road. The diversion would also incorporate a dedicated gate / corral system with passing places for horse riders.

- **Footpath 59/1 to 278/7:** this is located between Yelling and Croxton, a section of which would be stopped up. As the new dual carriageway would sever this PRoW, a new footpath running parallel to the road would redirect movements over the road via the Toseland Road Bridge to the west, before re-joining the existing footpath.
- **Bridleway 74/6:** this is located adjacent to the West Brook tributary, a section of which would be stopped up south of Pillar Plantation. As the new dual carriageway would sever this PRoW, users would be diverted under the road via a new combined bridleway and watercourse underpass.

The planned diversions will help to maintain connectivity and minimise the extent of land permanently required for the construction of the Scheme. Longer diversions may have an adverse impact on those with restricted mobility including some older people, people with certain disabilities and people with pushchairs. However, as the routes are mostly used for recreation purposes and alternative routes are available, equality effects of the planned diversions will be minimal. Construction traffic may impact on some journeys made by pedestrians, cyclists and horse riders in the local area. However, these effects would be minimised through measures set out within the Outline Construction Transport Management Plan [TR010044/APP/7.4].

### New crossing locations and facilities for pedestrians and cyclists

The Scheme includes a number of new PRoW that will cross the new dual carriageway. New at grade crossings, bridges and underpasses have been designed so that walkers, cyclists and horse riders can safely cross the new dual carriageway. These include:

- An underpass on Footpath 1/9 alongside Hen Brook.
- A footbridge crossing the new dual carriageway for the realigned footpath 1/17.
- Bridleway 1/18 will cross the new dual carriageway via a bridge. The bridge will also provide access to the nearby farmland for agricultural vehicles.
- Footpath 59/1 will be diverted at Croxton and will cross the dual carriageway using the new Toseland Road bridge.
- Access to bridleway 74/6 at Pillar Plantation will be maintained via a new route. The bridleway will be diverted under the new dual carriageway via an underpass to the west of its existing route.
- A new cycleway/footway through the Cambridge Road junction with safe crossings for walkers and cyclists.
- At Eltisley, a new combined cycleway/ footway at road level will be provided over the new St Ives Road bridge.
- Dedicated, safer access and crossing points will be created for cyclists and pedestrians to cross Caxton Gibbet junction via the A1198 (Ermine Street) route.

The construction of underpasses could result in adverse safety and security effects for more vulnerable groups including older people, women and people with certain disabilities. The replacement of at-grade crossing points with footbridges could potentially result in accessibility issues for people with restricted mobility including older people, people with disabilities (including wheelchair users) and parents or carers with pushchairs.

The design for the Scheme will consider the access guidelines in DMRB CD353 Design Criteria for Footbridges (Ref 6) to ensure that design standards are met, and inclusive design principles are incorporated and therefore minimise adverse impacts on equality groups.

### **Access to Kelpie Marina**

Kelpie Marina is situated south of the existing Black Cat roundabout and is currently accessed from the A1 north carriageway. The new Black Cat junction will mean that the existing side road junctions and private means of access onto the A1 immediately to the north and south of the Black Cat junction will be fundamentally unsafe. To address this the Scheme will involve closing the direct access onto the A1 from these side roads including the access road to Kelpie Marina.

There is limited information with regards to who resides at the Marina but it is thought that residents could possibly include individuals and/or families from the traveller community. Severing access to the A1 could therefore have potential adverse impacts for residents who are potentially protected under the Equality Act 2010. This includes restricting access to education, employment, health and other important facilities. For example, it is understood that children living on the site attend school in Roxton which can be accessed via School Lane from the A1 within a 10 minute journey by foot.

In order to mitigate against this impact, the Scheme design has incorporated a combined Kelpie Marina access track and public footpath to be constructed over the A1 and alongside the northbound carriageway to provide a segregated and safe means of access to Kelpie Marina. This will replace the existing access directly off the A1 northbound carriageway. The proposed new bridge and track maintains a link for the community currently living at the Kelpie Marina site and will be usable by walkers, cyclists and horse riders. Access to Roxton for community facilities such as Roxton Primary School, the post office and bus stops (with services to Bedford and Cambridge) will be maintained. A meeting was held on the 25 November 2019 between the project team and representatives from Kelpie Marina to discuss the proposals for the access track where the design was agreed in principle.

Although walking distances will be increased, access to Roxton will remain within a reasonable walking and cycling journey time. The new access will also improve safety for walkers, cyclists and horse riders at Kelpie Marina as they will no longer have to directly cross the A1 northbound carriageway. Therefore, the equality effects on the traveller community and specifically children living in this community will be minimised.

### **Access to A1 from Chawston Lane, Nagshead Lane and The Lane**

Direct vehicle access from Chawston Lane, Nagshead Lane and The Lane onto the A1 will be closed as a result of the Scheme. This is due to safety issues associated with the close proximity of the proposed Black Cat junction. To maintain access to the A1, the Scheme will

include the construction of the Roxton Road Link which will link these local roads to Roxton Road, Chawston and The Bedford Road, from which access to the A1 will be possible.

Local residents have raised concerns about increased journey length and journey time to St Neots which is considered to be their main and closest shopping/amenity area from this area. As such there may be differential adverse impacts on those for which extended car journeys may cause issues such as people with certain disabilities, older people and people with young children.

### **Access to Eltisley Manor nursing home**

Eltisley Manor (Nouvita Healthcare) is a 37-bed psychiatric nursing home offering specialist mental health care services for the over 50s, separate care for over 18s with complex mental health issues and patients coming to the end of their rehabilitation process.

The nursing home can only be accessed by using the existing A428. During construction works occasional overnight temporary closures of the existing A248 will be required when connecting the new and existing roads, building bridges and unloading large items of equipment or materials. The proposed diversion route during the closure of this section of the existing A428 will not provide access to the facility.

Eltisley Manor is a 24-hour care facility with staff, patients, visitors and emergency services potentially requiring access to the site during the temporary closure periods. Restricted access to the existing A428 for staff could potentially have a differential and disproportionate adverse effect on people with disabilities and older people who are residents of the care home.

A meeting was held by the PM team and lands engagement with the manager of Eltisley Manor on the 5<sup>th</sup> January 2021. A follow up call was provided by a member of the EqIA team on the 14<sup>th</sup> January 2021. The meeting confirmed that staff at the home also organise regular trips into local towns for patients. Traffic delays and diversions as a consequence of construction works could have an adverse impact on patients, particularly those with complex mental health issues including autism who may find extended vehicle journeys difficult or struggle with changes to routes due to diversions. Emergency services will be consulted as the traffic management plans and provisions are developed in subsequent design stages which will help to ensure access to Eltisley Manor is maintained for emergency vehicles.

A commitment has been secured through the Outline Construction Traffic Management Plan [TR010044/APP/7.4] to ensure continued communication with the manager at Eltisley Manor during temporary closures of the existing A428. This will ensure continued access to the care home for staff during closures. It will also allow staff time to prepare patients for potential changes in journeys as a consequence of Scheme construction works. Road closures and access

It should be noted that once the scheme is completed, access to Eltisley Manor will be easier and safer due to significant reductions in traffic on the existing A428 between the Cambridge Road and Caxton Gibbet junctions. The reduction in traffic along the existing A428 is likely to result in a reduction in noise levels and improvements in air quality providing significant benefits for residents at the Manor.



## Bus route diversions

The Transport Assessment identifies ten bus routes may be directly impacted by the construction of the Scheme. A further seven bus routes have been identified which may be indirectly impacted as a result of the construction of the Scheme (e.g. subsequent temporary impacts on timetables/ bus punctuality etc). Bus route 112 is the only bus service that will require a permanent diversion as a result of the opening of the Scheme due to the stopping up of The Lane off the A1 at Wyboston.

The Transport Assessment Annex **[TR010044/APP/7.3]** (which identifies non-scheme impacts on the wider transport network) identifies a total of 13 junctions within the study area at which it is considered that the existing public transport should be monitored and managed following implementation of the Scheme.

The diversion of bus services could result in potential increased journey times and deterioration in bus reliability. This could have an adverse disproportionate impact on groups with protected characteristics who are more likely to use bus services including young people, women, older people and people from certain ethnic minority groups.

The Outline Construction Traffic Management Plan **[TR010044/APP/7.4]**, includes completion of a Customer Impact Assessment Tool to provide an indicator of the level of impact anticipated by the Scheme on specific customer groups. This is completed as traffic management plans are updated during the detailed design and construction stages of the Scheme. Bus operators are included as one of the customer groups and will be provided with advance warnings of closures and diversions to enable them to plan bus route diversions and minimise impacts accordingly.

## Relocation of bus stops

The Scheme will result in the permanent or temporary relocation of up to 19 bus stops. This includes the permanent relocation of the existing bus stops located on the northbound and southbound carriageways of the A1 at Wyboston footbridge. The relocations are required for safety reasons including proximity to the new Black Cat junction and inadequate visibility. The northbound stop will be moved approximately 180m to the north of the footbridge. The existing footway between the footbridge and The Lane on the northbound carriageway will be reconstructed to 2m wide and a verge will be provided to offer segregation from the A1 carriageway. The relocated bus stop will therefore add an additional 180m walking distance to passengers using the stop in conjunction with the footbridge to access the western side of the A1. The southbound bus stop will be moved 400m north. Department for Transport Inclusive mobility guidance (Ref 7) states that in residential areas bus stops should be located ideally so that nobody in the neighbourhood is required to walk more than 400 metres from their home. The spacing of bus stops should, where possible, take account of gradients on the footpaths within the vicinity of the stop. A suggested standard is to reduce the maximum walk distance (400 metres) to a bus stop by 10 metres for every 1 metre rise or fall. This figure accords with research that shows that for disabled people, bus use falls off sharply if the distance is more than 200 metres (250 metres for able-bodied people).

The relocation of the A1 Wyboston bus stops could have a differential adverse effect on bus users from equality groups with mobility issues due to longer walking distances. As identified in the Road Safety Audit report for the Scheme (Ref 8), the new southbound bus stop location may also result in attempts to cross the A1 using the existing at-grade crossing at the new bus

stop location rather than using the Wyboston footbridge. The Road Safety Audit Response Report for the Scheme rejects that there will be a problem with pedestrians using the at-grade crossing stating that 'Any pedestrian attempting to use the existing at-grade crossing will most likely have to wait for significant periods of time for sufficient gaps in traffic to cross each carriageway, making this a far less attractive option than it appears. Furthermore, a review of road traffic accident data provided by Highways England local partner Kier (dated 2013 – 2017) has revealed that no accidents have occurred within this period that can be attributed to the crossing'. At the detailed design stage, there will be scope to add signs (in the form of Diagram 814.3 or similar), at both the southbound and northbound bus stops, indicating the presence of a footbridge. Safety measures with regards to bus stop access should also be considered further at detailed design stage.

Further actions are required to minimise adverse effects for bus users including those from equality groups. Local transport authorities will need to undertake specific EqlAs on all relocated bus stops (temporary and permanent) which should include consultation with the local community and bus users along the route. The location of new bus stops should be clearly publicised by the bus operator and the local transport authority. The Outline Construction Traffic Management Plan [TR010044/APP/7.4], includes completion of a Customer Impact Assessment Tool to provide an indicator of the level of impact anticipated by the Scheme on specific customer groups as traffic management plans are updated during the detailed design and construction stages of the Scheme. Bus operators and local authorities are included as customer groups and will be provided with advance warnings of closures and diversions to enable them to plan bus stop relocations accordingly.

The temporary or permanent relocation of bus stops may also result in pedestrian routes to at least some of these bus stops being temporarily impacted as a result of the Scheme construction works. The contractor for the Scheme will be responsible for maintaining bus stops and access routes to bus stops which are acceptable to the local authority and bus operators. Care will be taken throughout the construction of the Scheme to ensure that any temporary impacts on pedestrians and bus stop users will be minimised where possible and that suitable routes to active bus stops will be developed with consideration of accessibility issues. Appropriate engagement and details of any changes will need to be disseminated to users of the affected services.

### **Noise from construction activities**

During construction, the Scheme would result in some temporary noise and vibration impacts from construction works.

The assessment in respect of construction noise and vibration concludes that the effects of construction works in the vicinity of the A1 between 9 and 25 Great North Road; The Lane, Nagshead Lane and Chawston Lane; Roxton Road and Roxton Garden Centre Road; Green Acres; Kelpie Marina, Bedford Road; School Lane in the proximity of the southern A1 works; Rectory Farm; Potton Road in proximity of the new scheme alignment; Cambridge Road and Wintringham Road in proximity of the Cambridge Road Junction northern and southern alignment works; St Neots Road and Cambridge Road in proximity of the southern Eltisley Junction works; Pembroke Farm; Ermine Street in proximity to the northern Caxton Gibbet dumbbell; and St Neots Road in proximity to the tie-in point between the Scheme and the A428 at Caxton Gibbet east will result in significant adverse construction noise effects.

There is clear evidence of that some protected characteristic groups such as children, older people and people with certain disabilities are more sensitive to the health impacts of environmental noise. Therefore, local residents from these groups could experience more adverse effects of construction noise. Adverse construction noise impacts are also predicted for Kelpie Marina where members of the community, potentially including those from the traveller community, reside in caravan/mobile home accommodation. Noise levels from construction works could be exacerbated due to the thin walls in this type of accommodation.

A range of mitigation measures are set out in the First Iteration Environmental Management Plan [TR010044/APP/6.8] to minimise construction noise impacts. This includes the use of quiet and low vibration equipment; review of construction programme and methodologies to consider low noise and low vibration methods; optimal location of equipment on site to minimise noise disturbance; the provision of acoustic enclosures around static plant and site hoardings around specific locations/activities, where necessary; use of less intrusive alarms, such as broadband vehicle reversing warnings; no start-up or shut down of large vibratory rollers within 50 m of receptors; implementation of a construction noise insulation and temporary re-housing policy, and compliance with core working hours.

### **Air quality impacts from construction activities**

During construction, emissions from construction dust, HGVs and traffic effects would occur, although they would be temporary in nature. Additional vehicle movements have the potential to increase concentrations of pollutants including nitrogen dioxide and PM<sub>10</sub> at receptors near the Scheme. An increase in pollutants could have a differential impact on children, older people and people with certain disabilities or health conditions who may be more susceptible to the adverse health effects of pollutants.

All receptors within the study area are predicted to experience concentrations of nitrogen dioxide levels under the relevant Air Quality Objectives in all the modelled construction scenarios. Therefore, in respect of the air quality assessment conclusion, there would be no significant effects during the construction phase. Any potential impacts on air quality, would be managed through the use of best practice mitigation measures outlined within the First Iteration Environmental Management Plan [TR010044/APP/6.8]. As a result, the effect of the Scheme on air quality on groups with protected characteristics during construction would be minimal.

### **Potential loss of jobs related to demolition of commercial properties**

The construction of the Scheme will result in the demolition of commercial properties including:

- Keen Screens and associated businesses, which are located to the north east of the existing Black Cat Roundabout.
- The Travelodge and Shell Services located at the Black Cat Services.
- The car wash business located to the west of the Caxton Gibbet roundabout.

The demolition of these commercial properties will result in a number of jobs being lost. This could have an adverse impact on employees from equality groups who may find it more difficult to find similar employment opportunities locally. Some equality groups, such as young people, may be disproportionately represented in the types of jobs that are lost and therefore more at risk from adverse impacts of job losses. However, the construction of the Scheme will result in



newly created employment opportunities which will be available to those living in the local area including those from protected characteristic groups including younger people.

### **Acquisition of agricultural land**

There will be agricultural land take as a result of the Scheme with a range of landowners expected to be affected. Highways England will endeavour to acquire land by agreement, however, powers to compulsorily acquire land to deliver the Scheme are being sought in the DCO application. Any land take required for the Scheme may potentially affect leaseholders and tenants with protected characteristics that influence their ability to relocate. These include ethnic minority groups, people with disabilities, older people and families who may have formed formal and informal social and community ties and support.

The Scheme has been designed to minimise land take, using land temporarily for the construction stage where appropriate.

Ongoing engagement will be undertaken with all relevant parties and will continue to be inclusive of any specific needs of those involved. This includes where those affected may need specific reasonable adjustments to enable them to fully participate in engagement activities due to their protected characteristics.

### **Opportunities for construction employment**

The construction of the Scheme is estimated to take between 3 and 4 years and will create construction-based employment opportunities in the area. Local jobseekers should be able to share in direct and indirect newly created jobs and be supported to ensure that they are aware of opportunities. Bedford has a higher than national rate of out-of-work benefits claimants aged 18-24. As such, new job opportunities could contribute to reducing unemployment in the area.

### **Inclusive community engagement and participation**

The results of the non-statutory consultation (Ref 9) helped identify specific equality groups, allowing a more targeted response to the different needs of those living in the area as well as improving consultation going forward. Contact was made with equality and diversity leads from the local authorities affected to establish key contacts for any specific protected characteristic groups (i.e. organisations representing groups with disabilities, older people, minority ethnic groups etc.) as part of engagement with 'hard to reach groups'. This engagement has included developing an understanding of their needs with regards to both the consultation process and the Scheme.

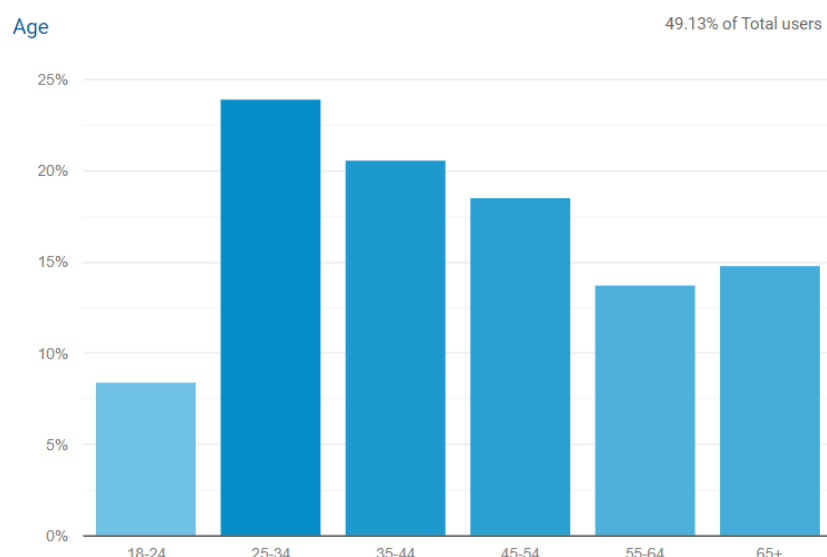
All engagement activities have endeavoured to be inclusive so as to ensure that these groups are able to participate and contribute to the development of the Scheme. Stakeholders including equality groups have been engaged through a range of methods. Children, young people and families have been engaged through the use of Minecraft modelling. Those living further away from the scheme have been able to take part in consultation activities through the use of the Highways England consultation van.

Buildings Accessibility Checklists have been completed for each venue selected for public information and consultation events and activities to ensure all venues chosen are accessible and inclusive for all. The checklists are kept on Highway's England internal systems for future use and updated where and when appropriate. Any future events taking place in the same

venues will entail a review of the Building Accessibility Checklist to ensure the venue(s) remain fully accessible. During the Covid-19 pandemic, a virtual consultation room was set up for supplementary consultation. To ensure those with access to the internet were included, leaflets and flyers were also distributed to consultees. The contact telephone number and email address for the Scheme were prominent on all published material, enabling individuals to contact the team with questions and requests. The consultation booklet and feedback form were made available in alternative forms on request including large print and languages other than English.

Google analytics data<sup>2</sup> was used to provide an age and gender profile of those using the virtual consultation room as part of the supplementary consultation undertaken in June and July 2020. This was done in order to identify if virtual consultation methods could exclude certain groups, such as older people, who may not feel confident in using computers or the internet. Although, those in the 25-34 age group form the highest proportion of users **Figure 2-3** shows that all age groups were well represented in line with population demographics as set out in **Table 2-4**.

**Figure 2-4** shows the breakdown of users by gender<sup>3</sup>.



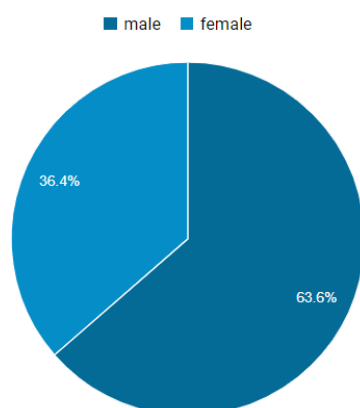
**Figure 2-3 Age profile of users of the A428 Virtual Consultation Room**

<sup>2</sup> Discrepancies are found frequently in Google analytics data, such as reported users day on day may not add up to the total figure provided separately by Google.

<sup>3</sup> Gender data supplied by Google Analytics does not take into account Transgender or other gender categories.

Gender

49.78% of Total users



**Figure 2-4 Gender profile of users the A428 Virtual Consultation Room**

Consultation and engagement with affected stakeholders and the local community will continue going forward. A Communications Plan for the Scheme is being prepared.

### Impacts of Covid-19 on gathering evidence

The COVID-19 pandemic in 2020 has had a number of impacts with regards to the gathering of evidence required for various assessment work and for consultation and engagement associated with the Scheme.

**Consultation:** In line with Government restrictions and requirements around social distancing, traditional consultation activities were unable to be carried out from March 2020. This included physical events or face-to-face meetings. Furthermore, deposit points (usually public buildings such as libraries) were closed and inaccessible to the public. Therefore, supplementary consultation planned for June /July 2020 was held virtually, utilising digital platforms. This had potential to exclude some hard to reach groups who may not have access to the internet including those from equality groups.

In order to increase inclusivity amongst hard to reach groups, enhanced means of consultation with people via non-digital means were developed. This included distributing hard copies of project documents and setting up dedicated phone lines. Stakeholders who fall into the hard to reach group category that were contacted during statutory consultation and any that have been identified since, were contacted by post and also sent emails with an electronic copy of the letter and link to the website. A telephone call was also made to confirm receipt of the email or letter, with an offer made to send printed materials if required.

**Surveys for assessment work:** The findings of surveys involving traffic or walkers, cyclists and horse riders undertaken during the pandemic is subject to some variation from normal activity. For example, more people took part in recreational walking and cycling activities or those that were shielding or on the Government's vulnerable list may have refrained from taking journeys that would normally take place. School closures meant that educational journeys may also have been omitted. It is therefore important to take into account that surveys may have a lower representation of children, older people and disabled people than would be normally the

case. As such the EqIA has made assumptions based on general use of PRow rather than specific user group data.

## **Operational Impacts**

### **Traffic-related noise levels**

There is clear evidence of links between environmental noise and negative health outcomes, particularly for children and older people. The Distributional Impacts Report, Appendix F of the Combined Modelling and Appraisal Report **[TR010044/APP/7.10]** analyses information from the operational noise model to identify how noise impacts are experienced across these vulnerable groups living in the area.

The overall impact on children is forecast to be beneficial with decreases in traffic noise levels for residential areas with high concentrations of children.

However, the Cambourne West development has a population with a high proportion of children. The existing properties on the Cambourne West development site are forecast to have increased operational noise levels which will also be experienced by the new development. If the new development is similarly attractive to families, a high proportion of children would be expected in the population and would experience operational noise from the Scheme.

The overall operational noise levels for older people is forecast to be slight beneficial during daytime and night-time with decreases in traffic noise in residential areas with higher concentrations of people aged 70 and over.

### **Changes in air quality levels**

As a result of the Scheme, regional emissions of PM2.5 are predicted to increase by 4.3 tonnes/year in the proposed opening year. Regional emissions of NOx are also predicted to increase by 62.2 tonnes/year in the opening year as a result of increases in vehicle miles travelled in the study area.

The Distributional Impacts Report, Appendix F of the Combined Modelling and Appraisal Report **[TR010044/APP/7.10]** assesses how PM2.5 and NOx air quality impacts are distributed across areas with high concentrations of children (aged under 16) as this group is the most susceptible of the health impacts of poor air quality. A slightly adverse impact is identified for this group, with Lower Camborne and the location of the Cambourne West development particular areas identified as having higher concentrations of children resident and predicted increases of PM2.5 and NOx.

### **Reduction in road accidents and casualties**

Highway improvements resulting from the Scheme will improve the safety of vehicular road users across the study area. Specifically, improvements and redesigns of the A421, Bedford Road, A1, Black Cat Roundabout, A428 and Caxton Gibbet Roundabout are expected to reduce congestion and traffic incidents, and therefore also reduce the number of traffic accidents resulting in serious injuries and fatalities.

A distributional impact appraisal of road traffic accidents has been undertaken for the Scheme following WebTAG appraisal (Unit 4.2) (Ref 10). This assesses the effect of changes in traffic

accident and casualty rates for vulnerable groups including children, older people, young male drivers, motorcyclists, pedestrians and cyclists.

STATS19 accident data<sup>4</sup> was mapped for the study area including accidents involving vulnerable group casualties. COBALT modelling was used to estimate the change in casualties for the study area as a result of the Scheme and identified that forecast accident casualty rates will be reduced for all vulnerable groups.

However, there are a total of 13 junctions within the study area at which it is considered non-motorised user collision record should be monitored and managed following implementation of the Scheme. The Scheme is anticipated to have an impact on these junctions in terms of congestion and/ or traffic flows which may have a subsequent impact on these users in terms of creating fewer 'gaps' or opportunities for crossing which could result in safety implications. This will be incorporated as part of the project evaluation.

### **New facilities for walkers, cyclists and horse riders**

As a result of the Scheme, several new footpaths, cycleways and bridleways will be introduced within the local area. Introduction of new WCHR routes can bring many benefits to the local population, including increased accessibility and connectivity to community facilities, improved safety whilst travelling, and increased health benefits of active travel. These are benefits that can be shared by equality groups including children, young people, older people and people with disabilities.

GG142 Walking, Cycling and Horse-Riding Assessment and Review (WCHAR) is the current Highways England process for the consideration of walking, cycling & horse-riding facilities within highway schemes. The purpose of the WCHAR process is to facilitate the inclusion of all walking, cycling and horse-riding modes in the scheme development process from the earliest stage, enabling opportunities for new/ improved facilities and their integration with the local and national network(s). As the WCHAR process continues, the needs of walkers, cyclists and horse-riders will continue to be reviewed and incorporated into each stage of the design as required.

### **Improved accessibility to community facilities for local residents**

During the operational phase, the new dual carriageway and associated improved road infrastructure will provide additional road capacity and improve vehicular accessibility for residents living in proximity to the Scheme when travelling to nearby health, community, recreational and educational facilities, as well as open space, green space and play space. This is particularly the case for residents within the villages of Tempsford, Roxton, Chawston and Wyboston, as residents often travel between villages and into the more urban area of St Neots to access such facilities and social infrastructure.

Improved access to healthcare and social infrastructure is an essential component of creating sustainable, health communities. This is a benefit of the Scheme that can be shared by equality groups including older people, children, young people, women and people with disabilities.

<sup>4</sup> <https://data.gov.uk/dataset/cb7ae6f0-4be6-4935-9277-47e5ce24a11f/road-safety-data>



## Conclusions

The Scheme is likely to provide a range of benefits that can be shared by equality groups. This includes direct benefits such as improved walking, cycling, and horse riding provision as well as safer and more efficient conditions for drivers.

The Scheme has been developed based on inclusive community participation and has been refined taking into account issues that could be experienced by equality groups including the community at Kelpie Marina and the needs of WCHR.

Construction of the Scheme will provide direct employment opportunities which can be shared by local people with protected characteristics. Access to community facilities will be improved for drivers, walkers and cyclists.

Traffic on local roads is likely to reduce resulting in safer, more cohesive communities. This will especially benefit equality groups such as children, older people and disabled people who are more adversely differentially affected by such impacts.

Road traffic accident rates are likely to decrease in the area with particular benefits for older people, children and more vulnerable road users.

However, the EqlA has also identified a number of impacts where groups with protected characteristics may experience disproportionate or differential adverse effects. These include:

- Increases in noise levels during construction and operation for some residential properties in the area. This may disproportionately and/or differentially affect children, older people, people with disabilities and traveller communities living in close proximity to the Scheme. Mitigation measures have been developed as part of the First Iteration Environmental Mitigation Plan [TR010044/APP/6.8] to reduce this impact.
- Temporary diversions and closures to PRowS and footpaths as well as permanent changes to routes and crossings of the Scheme. This may have a differential impact on people with mobility issues and give rise to increased personal security concerns. Adherence to DMRB CD353 Design Criteria for Footbridges and other inclusive design guidance followed should ensure that inclusive design principles are followed. Measures to minimise impacts on WCHR are outlined in the Outline Construction Traffic Management Plan [TR010044/APP/7.4].
- Temporary closures of local roads and the existing A428 may have an adverse effect on staff and patients at Eltisley Manor Care Home. Access and communication requirements with the care home during temporary overnight road closures has been set out in the Outline Construction Traffic Management Plan [TR010044/APP/7.4] Eltisley Manor Care Home has also been specifically identified as customer in the Customer Impact Assessment Tool.
- Demolition of commercial properties potentially resulting in loss of business and employment for equality groups who may find it difficult to find alternative opportunities in the area. However, the Scheme will also create local construction based employment opportunities.
- Demolition of residential property which could potentially have adverse differential effects on residents who may find it more difficult to move such as older people or

people with disabilities. Ongoing engagement will continue to take place with those affected taking into account specific requirements and to provide appropriate support.

- Permanent and temporary relocation of bus stops and diversions to routes resulting in increased journey distances to bus stops, reduced accessibility to bus stops and longer or delayed bus journeys. This could have an adverse effect on those more likely to be bus users including young people, older people and women. Bus operators and local transport authorities are included as customers in the Customer Impact Assessment Tool and will be consulted with regards to diversions and closures as part of the Outline Construction Traffic Management Plan [TR010044/APP/7.4].

The effects of the above identified impacts have been summarised in the table below for each of the equality groups. A set of action points to help minimise potential adverse effects and enhance beneficial impacts have been set out in section F.

Equality Group (Protected Characteristics)	Positive Impact	Negative Impact	Neutral Impact	Summary of reasons and evidence sources (data research and consultation) supporting this analysis
Sex	x	x		Women are likely to have personal security concerns with regards to footbridges and underpasses. They are also more likely to be bus passengers and as such any impacts on bus routes and stops may have a disproportionate effect.
Religion or Belief			x	There are no identified impacts of the Scheme that would differentially or disproportionately affect people based on their religion or belief.
Age	x	x		Older people are more likely to have mobility and personal security concerns associated with diversions to PRoW and the implementation of new footbridges and underpasses.  Both younger people and older people are disproportionately represented amongst bus users and are more likely to rely on services to access employment, education, health and recreational facilities. Changes to bus routes and bus stop locations could have a disproportionate and/or differential effect on these groups.  Older people affected by demolition of residential properties may have more difficulties moving and require more tailored support with regards to engagement activities and moving.
Disability	x	x		Disabled people are more likely to have mobility and personal security concerns associated with diversions of PRoW and implementation of footbridges and underpasses.  Disabled drivers and passengers have different needs to drivers overall. They may have more concerns about becoming trapped in traffic for long periods of time or of stopping in case of emergency.

				Disabled people affected by demolition of residential properties may have more difficulties moving and require more tailored support with regards to engagement activities and moving.
Race	x	x		The traveller community at Kelpie Marina may experience increased noise levels from construction works and traffic due to the location of the site and nature of the walls of caravan/trailer homes. Accessibility to the site will be changed for motor vehicles, walkers, cyclists and horse riders. Although this might potentially increase some journeys, the new crossing over the A1 will be safer than the existing direct slip road access to the A1.
Sexual Orientation			x	There are no identified impacts of the Scheme that would differentially or disproportionately affect people based on their sexual orientation.
Gender Reassignment (Incl. Transsexual and Transgender)			x	There are no identified impacts of the Scheme that would differentially or disproportionately affect people who are going through/have gone through gender reassignment.
Pregnancy & Maternity	x	x		Pregnant women are more likely to have mobility issues associated with PRoW and footbridges and underpasses. Pregnant drivers may have more concerns about becoming trapped in traffic for long periods of time or of stopping in case of emergency.
Marriage & Civil Partnership			x	There are no identified impacts of the Scheme that would differentially or disproportionately affect people based on marriage or civil partnership status.

**Potential Risks Identified – Including insufficient information to make robust decisions**  
(Yes/No ticked as appropriate)

No		
Yes (Mitigating action shown in Section F)		<b>Identified Risks:</b> <ul style="list-style-type: none"> <li>.....</li> <li>.....</li> <li>.....</li> <li>.....</li> <li>.....</li> </ul>



**E: Options: The rationale behind the decision reached.**

**E1: Proceed with the policy/practice because:**

- the decision can be justified (At screening or in Section D)
- there is no reasonable alternative
- the Senior Reporting Officer/Programme Delivery Director is content to defend any potential challenge and is willing to sign-off in Section H

**(There are no unjustified negative impacts and the policy/practice is compliant in terms of the equality duty)**

**E2: Make adjustments**

- to demonstrate how activities will lead to a fair outcome (Ensure further evidence is gathered to ensure any barriers are removed and referenced in Sections F and G)

**(Opportunities were identified to advance equality, foster good relations and prevent discrimination)**

**E3: Withdraw it because there is obvious detriment**

**(Sign Off in Section H)**

**(A negative impact has been identified that cannot be justified)**

**F: Description of additional evidence, research and consultation undertaken, required, ongoing or captured. This is to ascertain how the policy or practice will advance equality, foster good relations and/or eliminate discrimination. Reference the evidence sources.**

**(Include how internal scoping tools such as EDIT have been utilised and how this work has influenced other assessments such as the social aspects of environmental assessments)**

Activities to address any potential negative impacts or risks to deliver positive impacts	Provide activity completion dates
Noise mitigation measures for Kelpie Marina to be included in the Noise Management Plan, Annex B of the First Iteration Environmental Management Plan [TR010044/APP/6.8].	Prior to construction
Assistance for residents displaced by demolition of residential and commercial property should be ongoing and include reasonable adjustments for engagement activities and tailored support for the	Ongoing

moving process where those with relevant protected characteristics are identified.	
Specific targeted communication with Eltisley Manor to ensure 24 hours access for staff, patients and visitors during overnight closures of the existing A428 as part of the Outline Construction Traffic Management Plan [TRO10044/APP/7.4].	Prior to and during construction stage
New bus stop facilities (particularly permanently relocated bus stops on the A1 at Wyboston) should be subject to a detailed EqlA by the Local Transport Authority and Highways England.	Prior to construction
<p><b>Summary of the findings, including details of consultation with communities/ customers/ groups/ stakeholders/ staff/ professional organisations. Explain how this has shaped the development of the practice or policy:</b></p> <p>The EqlA report is a required document for Highways England's Project Control Framework Process stage gate approval. This means it must be refined at each stage of the project lifecycle and approved by the Senior Responsible Officer before progress to the next stage. As such, equality issues will be considered and monitored throughout the remaining development and construction stages of the Scheme. The refinement of the EqlA report at further key stages of the project lifecycle will help to demonstrate Highways England's continued due regard to the PSED in the design, construction and operation of the Scheme.</p>	
<p><b>Where available and appropriate – photographic evidence or link.</b></p> <p><b>E.g. successful installation of footbridges, shared footpaths, letters of appreciation, commendation received etc.</b></p> <p><b>(For Highways England internal records):</b></p>	
<p><b>Where appropriate - Link to evidence of communication/inclusion action plans, environmental assessments or EDIT exercises.</b></p> <p><b>(For Highways England internal records):</b></p> <p><b>EDIT for the project -</b>  <a href="http://share/Share/llisapi.dll?func=ll&amp;objId=90790036&amp;objAction=browse&amp;viewType=1">http://share/Share/llisapi.dll?func=ll&amp;objId=90790036&amp;objAction=browse&amp;viewType=1</a> – A428 Stakeholder Management Stage 3</p> <p><b>Buildings Accessibility Checklists -</b>  <a href="http://share/Share/llisapi.dll?func=ll&amp;objId=90790036&amp;objAction=browse&amp;viewType=1">http://share/Share/llisapi.dll?func=ll&amp;objId=90790036&amp;objAction=browse&amp;viewType=1</a> – A428 Stakeholder Management Stage 3</p> <p><b>Communications Plan -</b>  <a href="http://share/Share/llisapi.dll?func=ll&amp;objId=90790036&amp;objAction=browse&amp;viewType=1">http://share/Share/llisapi.dll?func=ll&amp;objId=90790036&amp;objAction=browse&amp;viewType=1</a> – A428 Stakeholder Management Stage 3</p>	

### G: Monitoring (Stage 3)

Detail how you will monitor the actual outcomes of the policy/practice throughout the project lifecycle and explain how/when you will review them.

Agreed actions to implement the findings of this assessment.

(For relevant schemes, this includes planned Post Opening Project Evaluations/Implementation/Investment Reviews and compliance with other internal monitoring systems such as the Project Control Framework).

Monitoring Action	By Whom	By When

H: Sign-off by Highways England Senior Responsible Owner (SRO), or for Major Project schemes, the Programme Delivery Director (PDD), (or the Programme Internal Sponsor or Project Sponsor if the PDD has delegated sign-off).

(This does not have to be a physical signature but approval is required)

Name		Date	
Job Title			

In submitting this EqlA the SRO/PDD has:

- Approved all activity including monitoring actions
- Submitted documentation to the Directorate's Equality, Diversity and Inclusion Advocate for quality assurance and registration.
- For all MP schemes please contact [MP Representative for the Highways England Diversity Group](#)
- Considered the documentation as robust and suitable for publication
- Checked that the documentation is saved in the EqlA area of the internal filing system and is retained as a record as part of good governance.

Revision date: 27 November 2017

## References

Ref 1	Equality Act (2010) <a href="https://www.legislation.gov.uk/ukpga/2010/15/contents">https://www.legislation.gov.uk/ukpga/2010/15/contents</a>
Ref 2	Highways England (2017) Equality Impact Screening and Assessment (EqIA) Overview and Guidance: Helping You to Consider the Needs of People
Ref 3	Design Manual for Roads and Bridges (2020)
Ref 4	Highways England (2018) The Road to Good Design <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/672822/Good_road_design_Jan_18.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/672822/Good_road_design_Jan_18.pdf</a>
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# Appendix A Socio-demographic review

## A.1 Sex

**Table 2-1 Population breakdown by sex and geographical area<sup>5</sup>**

Geography	Sex	
	Male	Female
Study area	49.6%	50.4%
East of England	49.2%	50.8%
England	49.2%	50.8%

**Table 2-1** shows the percentages of males and females in the study area alongside the East of England and England. This shows that there is a marginally higher population of females (50.4%) than males (49.6%) in the study area, corresponding closely to that of regional and national levels.

## A.2 Religion/Belief

**Table 2-2 Population by religion or belief and geographical area<sup>6</sup>**

Religion	Study area	East of England	England
Christian	59.7%	59.7%	59.4%
Buddhist	0.4%	0.4%	0.5%
Hindu	0.6%	0.9%	1.5%
Jewish	0.2%	0.6%	0.5%
Muslim	0.7%	2.5%	5.0%
Sikh	0.3%	0.3%	0.8%
Other religion	0.4%	0.4%	0.4%
No religion	30.7%	27.9%	24.7%
Religion not stated	7.1%	7.3%	7.2%

**Table 2-2** shows the percentages of those identifying as a certain religion in the study area alongside the East of England and England.

<sup>5</sup> ONS Census 2011

<sup>6</sup> ONS Census 2011



- The largest proportion of residents in the study area identify as Christian (59.7%). This is the same as the proportion of residents in the East of England (59.7%) and is marginally higher than the proportion of residents in England (59.4%);
- Following Christianity, the next highest percentage religion that people identify with in the study area is 'No religion' at 30.7%. This is higher than both the regional and national rates;
- At the ward level, Bourn has a higher proportion of people identifying as Hindus or Muslims than the other wards (2%), with the East of England having 0.9 % of people identifying as Hindu and 2.5% as Muslim. 1.5% of the English population identifies as Hindu and 5% as Muslim.
- The wards of Bourn and St Neots Priory Park also have the highest proportion of people identifying as Buddhist at 1%, compared to other wards which are much lower. These figures are lower than both the regional and national averages.

## A.3 Age

**Table 2-3 Age profile of residents in the study area<sup>7</sup>**

Population	Study area	East of England	England
Aged under 16 (Children)	21.0%	19.0%	18.9%
Aged 16-24 (Young People)	9.3%	10.9%	11.9%
Aged 65+ (Older People)	13.2%	15.1%	14.1%
Aged 85+ (Older People)	1.8%	2.4%	2.2%

**Table 2-3** shows the percentages of the population under the age of 16, aged 16-24, aged 65 and over and aged 85 and over in the study area, the East of England as well as England.

- Overall, the study area has a slightly higher proportion of people under the age of 16 (20.7%) compared to regional or national percentages, with the highest percentages of children living in the ward of Bourn (29%) and Papworth and Elsworth (22%);
- The percentage of young people aged 16-24 (9.3%) in the study area is lower compared to the East of England and England;
- The study area has a lower proportion of older people aged 65 and over (13.2%) which is lower than both the national and regional averages. The ward of Kimbolton and Staughton has the highest proportion of older people aged 65 and over (17.4%); and
- The study area has a lower percentage of people aged 85 and over (1.8%) compared to national levels. Great Barford and St Neots Priory Park wards show a higher proportion of people aged 85 and over at 2.7% and 2.6% respectively, compared to the other wards in the study area.

<sup>7</sup> ONS Census 2011

## A.4 Disability

**Table 2-4 Population by limiting long term illness or disability and geographical area<sup>8</sup>**

Area	Day-to-day activities limited a lot	Day-to-day activities limited a little	Day-to-day activities not limited
Study area	5.6%	8.1%	86.3%
East of England	7.4%	9.3%	83.3%
England	8.3%	9.3%	82.4%

**Table 2-4** shows the percentage of the population who are limited by day-to-day activities 'a lot', 'a little', and who are 'not limited'.

- The study area has a higher percentage of people who are 'not limited' by day-to-day activities at 86.3%, compared to the East of England (83.3%) and England (82.4%);
- The study area has a lower percentage of the population who are limited 'a lot' by day-to-day activities at 5.6% compared to the East of England (7.4%) and England (9.3%); and
- St Neots Eaton Socon has the highest proportion of those limited 'a lot' by day-to-day activities (7.2%) and of those limited 'a little' by day-to-day activities at 10.5%,

## A.5 Race

**Table 2-5 Population breakdown by ethnic group and geographical area<sup>9</sup>**

Ethnic Group	Study area	East of England	England
White	94.1%	90.8%	85.4%
White: English/Welsh/Scottish/Northern Irish/British	89.4%	85.3%	79.8%
White: Irish	0.7%	1.0%	1.0%
White: Gypsy or Irish Traveller	0.2%	0.1%	0.1%
White: Other White	3.7%	4.5%	4.6%
Mixed	1.7%	1.9%	2.3%
Mixed/multiple ethnic group: White and Black Caribbean	0.5%	0.6%	0.8%
Mixed/multiple ethnic group: White and Black African	0.2%	0.3%	0.3%
Mixed/multiple ethnic group: White and Asian	0.5%	0.6%	0.6%

<sup>8</sup> ONS Census 2011

<sup>9</sup> ONS Census 2011

Mixed/multiple ethnic group: Other Mixed	0.4%	0.5%	0.5%
Asian	3.0%	4.8%	7.8%
Asian/Asian British: Indian	1.3%	1.5%	2.6%
Asian/Asian British: Pakistani	0.2%	1.1%	2.1%
Asian/Asian British: Bangladeshi	0.1%	0.6%	0.8%
Asian/Asian British: Chinese	0.6%	0.6%	0.7%
Asian/Asian British: Other Asian	0.7%	1.0%	1.5%
Black	1.0%	2.0%	3.5%
Black/African/Caribbean/Black British: African	0.6%	1.2%	1.8%
Black/African/Caribbean/Black British: Caribbean	0.3%	0.6%	1.1%
Black/African/Caribbean/Black British: Other Black	0.1%	0.2%	0.5%
Other	0.3%	0.5%	1.0%
Other ethnic group: Arab	0.1%	0.2%	0.4%
Other ethnic group: Any other ethnic group	0.1%	0.3%	0.6%

**Table 2-5** shows the percentages of people identifying as certain ethnicities in the study compared with the East of England and England. This shows:

- There are a higher percentage of residents in the study area identifying as White British at 89.4%, than the East of England (85.3%) and England (79.8%);
- The ethnicity with the second highest percentage in the study area is 'Other White' at 3.7%;
- There is a slightly higher rate of the ethnic group White 'Gypsy or Irish Traveller' in the study area (0.2%) compared to the East of England and England, which are both 0.1%. In 1994 the duty on local authorities was removed and since then under-provision has resulted in Gypsies and Travellers camping on land that they do not own, known as 'unauthorised encampments'. As a result, in recent years Bedford has seen an increase in the number of Gypsy and Traveller families that have entered the Borough, which may explain the slightly higher proportion of this group in the study area<sup>10</sup>.
- All other ethnic groups have a lower proportion in the study area compared to both the East of England and England.

## A.6 Deprivation

Out of the 317 local authorities in England, Central Bedfordshire and Huntingdonshire rank in the least deprived 25% of all local authorities for the Index of Multiple Deprivation (IMD). South Cambridgeshire ranks 300<sup>th</sup> out of the 317 local authorities (where 1<sup>st</sup> is the most deprived) and is therefore in the 10% least deprived of all local authorities. Bedford on the other hand, is the most deprived local authority within the study area, ranking 156<sup>th</sup> out of

<sup>10</sup> Bedford Borough Council (2018) 'Gypsies and Travellers', Available at: [https://www.bedford.gov.uk/housing/gypsies\\_and\\_travellers.aspx](https://www.bedford.gov.uk/housing/gypsies_and_travellers.aspx) (Accessed on: 04/09/2018).

all local authorities in England (50% least deprived nationally). None of the Lower Super Output Areas (LSOAs) in Central Bedfordshire, Huntingdonshire or South Cambridgeshire rank in the most deprived 10% of LSOAs nationally; 3.9% of LSOAs in Bedford rank in the most deprived 10%.