

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place Directorate		
Service Area:	Transport & Housing and Safer Neighbourhoods		
Name of the proposal :	The Groves - The future of the Low Traffic Neighbourhood trial		
Lead officer:	Dave Atkinson / Michael Jones		
Date assessment completed:	16th December 2021		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Helene Vergereau	Traffic and Highway Development Manager	City of York Council	Transport
Ken Hay	Traffic Officer	City of York Council	Transport
Heidi Lehane	Senior Solicitor	City of York Council	Legal

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	<p>The Executive Member for Transport approved revised proposals for the implementation of an 18 month Experimental Traffic Regulation Order (“ETRO”) to implement a low traffic neighbourhood trial in The Groves in June 2020.</p> <p>The low traffic neighbourhood trial was designed following significant feedback from residents of The Groves as part of public engagement into the development of a new community plan. The most significant and most common concern raised by residents was that The Groves is used as a through route for a significant volume of traffic. Residents described how this brings noise, pollution, and provides physical barriers between neighbours themselves, as well as reducing access to facilities and services within the area.</p> <p>The low traffic neighbourhood trial started on 2 September 2020, with closure points set up in five locations: the junction of Lowther Street and Brownlow Street, St John's Crescent, Penley's Grove Street, Neville Terrace, and Earle Street. These closure points prevent vehicles passing through, but are open to pedestrians and cyclists. In addition, the existing closure point at Neville Terrace was removed, Brownlow Street and March Street became one-way streets, except for cyclists, and Penley's Grove Street became two-way, to allow traffic to exit onto Monkgate.</p> <p>The 18 month trial period is now coming to an end and a decision is required as to whether the low traffic neighbourhood trial is to become permanent or whether the roads are to be re-opened to through traffic.</p>

1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	<p>Road Traffic Regulation Act 1984 and associated regulations (Experimental Traffic Regulation Orders)</p> <p>Government Active Travel guidance:</p> <ul style="list-style-type: none"> • Working Together to Promote Active Travel A briefing for local authorities, Public health England (link) • Reallocating road space in response to COVID-19: statutory guidance for local authorities (link) • Active travel schemes supported by government funding (link) • Emergency Active Travel Fund allocations (link) • Traffic Management Act 2004: network management to support recovery from COVID-19 Statutory Guidance (link) <p>York Local Transport Plan (www.york.gov.uk/LocalTransportPlan)</p> <p>The Publication Draft Local Plan 2018 sets out policies intended to help create happy, healthy and resilient communities, a central aspiration of both City of York Council's One Planet Council programme and York's Joint Health and Wellbeing Strategy 2017-2022</p>
1.3	Who are the stakeholders and what are their interests?
	<p>Residents, businesses and organisations located in The Groves</p> <p>Residents, businesses and organisations located in streets and areas surrounding The Groves</p> <p>Road users (including cyclists, pedestrians, pushchair, wheelchair and mobility aid users) travelling to/from and through The Groves</p>

1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p>Key outcomes</p> <ul style="list-style-type: none"> • Address the key issues raised by residents of The Groves as part of public engagement into the development of a new community plan: area used as a through route for a significant volume of traffic, noise, pollution, physical barriers between neighbours, reduced access to facilities and services within the area. • Retain vehicular access to all properties in The Groves • Maintain and/or improve cycle links through The Groves • Maintain and/or improve pedestrian links through The Groves • Improve air quality in the area • Encourage modal shift to sustainable forms of transport for local journeys • Assess and mitigate (where required) the impact of the closures in The Groves on the wider road network <p>These outcomes are in line with the following Council Plan key outcomes:</p> <ul style="list-style-type: none"> • Good health and wellbeing • Getting around sustainably • A greener and cleaner city <p>These outcomes are in line with the following elements of York’s Local Transport Plan vision:</p> <ul style="list-style-type: none"> • To enable everyone to undertake their activities in the most sustainable way • To have a transport system that: <ul style="list-style-type: none"> ○ Has people walking, cycling and using public transport more; ○ Enables people to travel in safety, comfort and security, whatever form of transport they use; ○ Addresses the transport-related climate change and local air quality issues in York.

Step 2 – Gathering the information and feedback

2.1	<p>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.</p>
Source of data/supporting evidence	Reason for using
ETRO statutory consultation (objections and other comments)	Statutory consultation
Trial consultation responses (non-statutory), including online survey and interviews with selected groups	Specific consultation on the trial
<p>LTN related research reports including:</p> <ul style="list-style-type: none"> • “Low Traffic Neighbourhoods, Car Use, and Active Travel: Evidence from the People and Places Survey of Outer London Active Travel Interventions”, 2020 • “The Impact of Introducing Low Traffic Neighbourhoods on Road Traffic Injuries”, 2021 • “The impact of Low Traffic Neighbourhoods (LTNs) on disabled people, and the future of accessible Active Travel”, 2021 • “The Impact of Introducing a Low Traffic Neighbourhood on Street Crime, in Waltham Forest, London”, 2020 • “The Impact of 2020 Low Traffic Neighbourhoods on Fire Service Emergency Response Times, in London, UK”, 2021 	Relevant research on similar trial and permanent schemes elsewhere in the UK
Census data	Demographic data for the area including income, long term health problems, religion, race, indices of deprivation

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
	Gaps in data or knowledge	Action to deal with this
	No gaps identified	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	<p>Positive Traffic levels - Significant reduction in traffic levels on Lowther Street near Park Grove primary school and Door 84 Youth & Community Centre, reducing noise, safety and severance impacts (easier to cross the road on foot or on a bike, especially for children and elderly people, and people with reduced mobility).</p> <p>Negative</p>	Positive and negative	Medium

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>Access to York Hospital - Increase in journey time to and from the Hospital for some drivers. Increased cost of taxi journeys to and from York Hospital for some passengers</p> <p>Access to Door 84 Youth & Community Centre (where several services for children & adults with disabilities are located) – Increased journey times for some drivers, increased cost of taxi journeys for some passengers</p> <p>Traffic levels - Increase in traffic levels on Monkgate near St Wilfrid’s primary school, and on Haxby Road, near Haxby Road primary school.</p> <p>Traffic speeds – some representations raised concerns with traffic speeds in The Groves as there are less queues and traffic can move faster where allowed.</p> <p>Mixed impacts Based on Census 2011 data (LC3405EW, using Output Areas), approx. 39% of Groves residents do not have access to a car (compared to 20% of York residents and 43% of residents for areas around The Groves). This increases with long term health problems. In The Groves, 70% of residents with a long term health</p>		

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>problem which limits their day to day activities a lot do not have access to a car (compared to 55% of residents for areas around The Groves). Groves residents with long term health problems are therefore more likely to rely on non-motorised modes of transport and on taxis and lifts to travel to and from their homes than those around The Groves.</p> <p>Access to emergency services – Some consultation responses raised concerns with access to emergency services, identifying issues with services accessing properties in The Groves or having to use other routes, adding to the response time. Evidence from London (The Impact of 2020 Low Traffic Neighbourhoods on Fire Service Emergency Response Times, in London, UK) found no evidence that response times inside the LTNs or on boundary roads were affected.</p>		
Disability	<p>Positive Traffic levels - Significant reduction in traffic levels in The Groves making the experience of disabled people walking or using a wheelchair or disability aid in The Groves more pleasant (e.g. easier to cross the roads).</p>	Positive and negative	Medium

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>Negative Access to York Hospital - Increase in journey time to and from the Hospital for some drivers. Increased cost of taxi journeys to and from York Hospital for some passengers Access to Door 84 Youth & Community Centre (where several services for children & adults with disabilities are located) – Increased journey times for some drivers and increases in taxi costs for some passengers Vehicular access to addresses in The Groves – all addresses are still accessible by car but some journey times are longer where drivers are accessing a destination on the other side of a closure point, although journey times are reduced within The Groves due to lower traffic levels. This applies to all drivers but some disabled groups are more likely to be reliant on cars and taxis of their journeys. Traffic levels - Increased levels of traffic on surrounding roads may make the experience less pleasant in these areas.</p>		

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>Traffic speeds – some representations raised concerns with traffic speeds in The Groves as there are less queues and traffic can move faster where allowed.</p> <p>Mixed impacts Disabled people’s views on LTNs (from The impact of Low Traffic Neighbourhoods on disabled people, and the future of accessible Active Travel, 2021):</p> <ul style="list-style-type: none"> • Positive views: Easier or more pleasant journeys; an increase in independence; a decrease in traffic danger and benefits to physical and mental health • Negative views: longer journey times for residents, as well as their visitors who provide care and support (travel becoming more exhausting, expensive, complicated or difficult), negative impact on mental health, issues with taxis and a perceived rise in traffic danger. <p>Access to emergency services – Some consultation responses raised concerns with access to emergency services, identifying issues with services accessing properties in The Groves or having to use other routes, adding to the response time. Evidence from</p>		

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>London (The Impact of 2020 Low Traffic Neighbourhoods on Fire Service Emergency Response Times, in London, UK) found no evidence that response times inside the LTNs or on boundary roads were affected.</p>		
Gender	<p>Mixed impacts Some safety concerns were identified in the consultation responses due to the lower level of traffic in The Groves providing less surveillance during the day and at night, although this was not supported by any evidence from the Police. This was identified as more likely to affect women. However, research undertaken in London (The Impact of Introducing a Low Traffic Neighbourhood on Street Crime, in Waltham Forest, London, 2021) shows that <i>“the introduction of a low traffic neighbourhood was associated with a 10% decrease in total street crime, and this effect increased with a longer duration since implementation (18% decrease after 3 years). An even larger reduction was observed for violence and sexual offences, the most serious subcategory of crime. The only subcategory of</i></p>	Positive and negative	Medium

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p><i>crime that increased significantly was bicycle theft, plausibly largely reflecting increased cycling levels”.</i></p>		
Gender Reassignment	No differential impact identified		
Marriage and civil partnership	No differential impact identified		
Pregnancy and maternity	<p>Positive Traffic levels - Significant reduction in traffic levels in The Groves making the experience of people walking or cycling in The Groves (including with pushchairs) more pleasant (e.g. easier to cross the roads).</p> <p>Negative Access to York Hospital - Increase in journey time to and from the Hospital for some drivers. Increased cost of taxi journeys to and from York Hospital for some users.</p>	Positive and negative	Medium

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>Traffic levels - Increased levels of traffic on surrounding roads may make the experience less pleasant in these areas. Traffic speeds – some representations raised concerns with traffic speeds in The Groves as there are less queues and traffic can move faster where allowed.</p> <p>Mixed impacts Access to emergency services – Some consultation responses raised concerns with access to emergency services, identifying issues with services accessing properties in The Groves or having to use other routes, adding to the response time. Evidence from London (The Impact of 2020 Low Traffic Neighbourhoods on Fire Service Emergency Response Times, in London, UK) found no evidence that response times inside the LTNs or on boundary roads were affected.</p>		
Race	<p>Mixed impacts Guildhall ward which includes The Groves area has a higher proportion of residents from a black and minority ethnic community group (10.2% compared to 5.7% for York as a whole).</p>	Positive and negative	Medium

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>The impacts noted in the report for residents of The Groves (both positive and negative) are therefore likely to affect a higher proportion of residents from black and minority ethnic community groups.</p>		
Religion and belief	<p>No differential impact identified</p>		
Sexual orientation	<p>No differential impact identified</p>		
Other Socio-economic groups including :	<p>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</p>		
Carer	<p>Positive Traffic levels - Significant reduction in traffic levels on Lowther Street near Park Grove primary school and Door 84 Youth & Community Centre, reducing noise, safety and severance impacts,</p>		

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>making it easier for carers to accompany their customers in The Groves (when not using a car). Negative Access to York Hospital - Increase in journey time to and from the Hospital for some drivers. Increased cost of taxi journeys to and from York Hospital for some passengers Access to Door 84 Youth & Community Centre (where several services for children & adults with disabilities are located) – Increased journey times for some drivers and increased cost of taxi journeys for some passengers Access to addresses in The Groves – all addresses are still accessible by car but some journey times are longer where drivers are accessing a destination on the other side of a closure point. This applies to all drivers but many carers are reliant on cars to travel to their customers.</p>		
Low income groups	<p>Mixed impacts Guildhall ward which includes The Groves area has a lower Average Net Weekly Household Income (£614.90 compared to £691.80 for York as a whole in 2017/18). Less people own their</p>	Positive and negative	Medium

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Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>own homes in Guildhall ward when compared with York as a whole and 22% of Guildhall ward residents are social tenants, compared to 14% of York residents. 16.9% of children are living in low income families in Guildhall ward (compared to 12.4% of children for York as a whole) and there are 10.4% of households in fuel poverty (8.9% for York as a whole).</p> <p>As traffic has generally been redirected onto other streets in Guildhall Ward or in Heworth Ward, data for Heworth Ward is also considered here. This shows that Heworth Ward has a slightly higher Average Net Weekly Household Income when compared to Guildhall Ward but lower than the York average (£625.27 in 2017/18). 23% of residents are social tenants, 18.6% of children are living in low income families and there are 17.5% of households in fuel poverty.</p> <p>A map showing indices of multiple deprivation for the area is included overleaf.</p> <p>The impacts noted in the report (both positive and negative) will therefore affect a higher proportion of residents in a low income group.</p>		

4.1	<p>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.</p>		
Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	<p>Increased cost of taxi journeys to and from York Hospital and other destinations where The Groves would previously have been used as a shorter route will affect lower income residents. However, lower income residents are also less likely to have access to a car and are therefore more likely to benefit from improvements in sustainable travel conditions.</p>		
Veterans, Armed Forces Community	No differential impact identified		
Other	No differential impact identified for any other groups		
Impact on human rights:			
List any human rights impacted.	No impact on human rights identified		

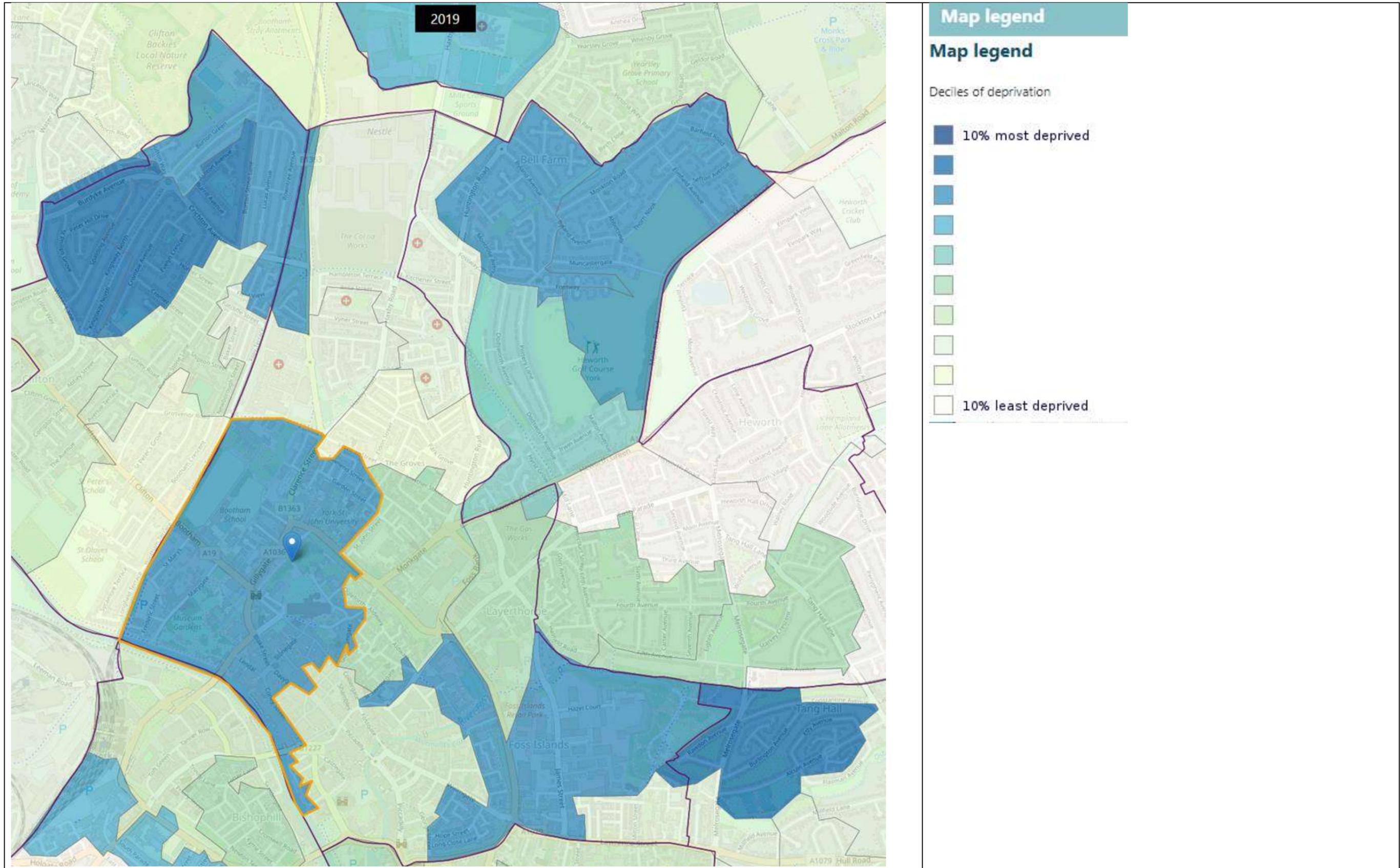
Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>



Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
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The main negative impacts identified above are linked to increased journey times and taxi costs for some drivers and passengers who would have travelled through The Groves before the trial. As noted above, this affects all car users on these routes but may particularly affect older users, disabled people, carers, and pregnant women more as they are more likely to be dependent on a car or taxi to travel and may require more frequent access to York Hospital.

Some measures to reduce journey time and improve reliability are already planned at the Huntington Road/ Haley's Terrace/ Fossway junction and at the Dodsworth Avenue/ Mill Lane/ Heworth Green pedestrian crossing. Additional measures will be considered as part of the Local Transport Plan, in line with the following objectives:

- Providing quality alternatives to the car to provide more choice and enable more trips to be undertaken by sustainable means;
- Encouraging behavioural change to maximise the use of walking, cycling and public transport and continue improving road safety;
- Tackling transport emissions to reduce the release of pollutants harmful to health and the environment; and
- Enhancing public streets and spaces to improve the quality of life, minimise the impact of motorised traffic and encourage economic, social and cultural activity.

Step 6 – Recommendations and conclusions of the assessment

6.1	<p>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</p>
<ul style="list-style-type: none"> - No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review. - Adjust the proposal – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations. - Continue with the proposal (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty - Stop and remove the proposal – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed. 	
<p>Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.</p>	
Option selected	Conclusions/justification
Continue with the proposal	<p>The Council has considered the relevance of the proposal to the provisions of the Equality Act 2010 and the Human Rights Act 1998 and concluded that equalities duties are engaged by this proposal. As described above, the Low Traffic Neighbourhood trial has demonstrated both positive and negative impacts on all highway users and users within specific equalities groups. . The main negative impacts are linked to increased journey times for people who used to drive through the Groves and for people who live in The Groves but want to drive to the other side of the closure points, and increased traffic levels on surrounding streets.</p>

	As noted above, some mitigation measures are already being implemented to address some of these issues and more will be developed through the Local Transport Plan process. Making the trial permanent aligns with the Local Transport Plan objectives listed above.
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Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
Increased traffic on surrounding streets	Mitigation actions identified above and in the report and further actions to be identified through the LTP process Continue the monitoring of traffic in the areas surrounding The Groves	Dave Atkinson	2022 and following years (linked to LTP process)
Safety (personal safety and traffic speed/driver behaviour) concerns	Monitoring the situation with the Police	Dave Atkinson	2022
Concerns for emergency services access	Monitoring the situation with the emergency services	Dave Atkinson	2022
Air quality concerns on surrounding streets	Continue to monitor the situation	Dave Atkinson	2022

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Further community consultation will be undertaken through the Housing team to progress further work on the Community Plan for The Groves Further opportunity for feedback, data gathering and analysis through the LTP process (2022)