

SSA EQUALITY IMPACT AND NEEDS ANALYSIS

Directorate	Chief Execs
Service Area	Community Safety Service
Service/policy/function being assessed	PSPO extension
Which borough(s) does the service/policy apply to	Richmond (wards-Twickenham Riverside and St Margarets and North Twickenham Ward
Staff involved	Lee Spear, Aline Park, David Noakes, George Parnavelas
Date approved by Policy and Review Manager	19th July 2024 Jamie Fisher

SUMMARY

This EINA aims to examine and assess any differential impacts that the extension of our current Public Spaces Protection Order (PSPO) may have on any people with protected characteristics who reside, work in or visit the area or any people with protected characteristics who may visit the area in the future.

The current PSPO addresses issues of anti-social behaviour in a public place, specifically a designated area surrounding the British Pregnancy Advisory Service (BPAS) clinic on Rosslyn Road, including using aggressive, abusive, offensive threatening and intimidating language or behaving in an aggressive or intimidating manner.

The outcome sought with the extension is that the law-abiding majority can use and enjoy public spaces without fear of anti-social behaviour. Those who are currently impacted the most from the PSPO are visitors to the centre, residents of the area, including young children and BPAS Clinic staff who would be able to go about their business free from harassment, alarm or distress.

Impact of Proposal:

The current PSPO places restrictions on behaviours within the area defined by the PSPO, additionally the PSPO requires people in the area to provide their name and address if asked by a Police Officer or designated person. It also requires people to disperse or leave the area if asked to do so by a Police Officer or designated person should they be in breach of the restricted behaviours.

Since the PSPO has been in place (April 2019) there has been a positive impact for visitors to the Clinic, staff working at the Clinic, people supporting and accompanying people visiting the Clinic and for persons visiting or residing in the vicinity of the Clinic:

Visitors attending the Clinic to access services, or those accompanying them, have been less impacted by the activities of the campaign groups who have been identified as part of

the PSPO process. The PSPO has safeguarded and facilitated their access to sexual health and reproductive health services and reduced harassment to them.

- Staff and others working at the Clinic have been less impacted by potential harassment while going about their jobs. The overwhelming majority of those working at the Clinic are women.
- Residents and those who pass by the area have been less impacted by harassment, a majority of whom will be aware of the presence of represented groups outside the Clinic and the associated behaviours of those groups.

The PSPO has had a partly negative impact on Pro-Life campaigners who would visit and congregate around the Clinic as the Order has restricted their behaviour in the designated area, in particular:

- harassing/intimidating people
- making people feel upset/uncomfortable
- shouting or calling at people
- handing out leaflets
- approaching people and attempting to talk to them
- displaying posters, placards or models of fetuses
- standing outside or close to the entrance of the Clinic, including protestors praying and kneeling
- holding/handing out rosary beads or necklaces with crosses

Represented groups have also been affected by the Order. Those groups are those representing Pro Life Choice views and are predominantly from the Good Counsel Network.

1. BACKGROUND

London Borough of Richmond-upon-Thames (LBR) successfully introduced a PSPO on the 1st April 2019 to last 3 years, expiring on the 31st March 2022, subsequently renewed until 2025. The PSPO addresses the reported detrimental behaviour(s) by pro-life protesters/vigil holders outside of the BPAS clinic in Rosslyn Road, Twickenham. We are now preparing to extend this order for a further 3 years from 1st April 2025.

The original (full) report that was prepared in 2019 considered the following:

- The legislation and requirements to introduce a PSPO.
- The evidence base that has been gathered and presented to the Council.
- The evidence provided within and the outcomes of the formal consultation that was held between 29th October 2018 and 9th December 2018
- The alternative options that were considered in the Options Appraisal report.

The Clinic has been open in its current location since the 1970s and has been subject to protests in the past. Since September 2013 the protest/vigil activity increased in frequency. These protests/vigils resulted in two petitions being presented to Richmond Council in 2014 and 2018 and several impact and witness statements being gathered by BPAS and Richmond Police between 2003 and 2018 asking the Council to address the issue of the anti-social behaviour caused by the Good Counsel Network protest group who campaign daily outside the Clinic.

The Council was asked by the community and agreed to do “all in its power” to protect residents from the Anti-Social Behaviour (ASB) that happens because of the campaigners in their protests regarding abortion. The Community Safety Division worked closely with the Police and residents to seek an appropriate response to this issue.

Anti-social behaviour legislation allows the Council to implement a Public Space Protection Order to tackle the anti-social behaviour in specific areas that may be having a detrimental effect on the community.

Section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 allows the Council to create a PSPO and establish a zone within which prohibitions or requirements can be imposed to control certain behaviours. This can be pursued provided certain conditions are met. A PSPO establishes a defined geographical area within which certain powers can be conferred and exercised to deal with behaviours which impact upon the quality of life of those who live, work or visit there. The Council believes that an extension to the current PSPO is the most appropriate power that could be used alongside other actions to address the wide-ranging issues that had been reported by residents, staff and visitors to the Clinic.

The order was extended on 1st April 2022 and ends on the 31st March 2025.

The purpose for the extension to the current PSPO would be to:

- Provide relief to residents, staff and visitors of the Clinic whose quality of life has been severely impacted upon.
- Respond to the burden placed on front line services such as Police who respond to complaints and incidents involving ASB issues
- To respond to repeated complaints made by the local community, about the detrimental effect the “event” has on the quality of life of residents.

2. ANALYSIS OF NEED AND IMPACT

Protected Group	Findings
Age	<p>Abortion statistics, England and Wales: 2022, Government Office for Health Improvement & Disparities. Source: https://www.gov.uk/government/statistics/abortion-statistics-for-england-and-wales-2022/abortion-statistics-england-and-wales-2022#key-points-in-2022</p> <p>Key figures to note:</p> <ul style="list-style-type: none"> • The age-standardised abortion rate for residents is 20.6 per 1,000 women - the highest rate since the Abortion Act was introduced. • The crude abortion rate for those aged under 18 has decreased in previous years (from 12.8 in 2012 to 6.4 per 1,000 women in 2021) but has risen to 7.7 per 1,000 women in 2022. The trend for those aged under 18 over the last 10 years is still downwards. The rate has also increased for those aged 35 or over (from 10.5 to 11.3 per 1,000 women between 2021 and 2022). • The crude abortion rate in 2022 was highest for those aged 22 (at 37.6 per 1,000 women). The same was the case in 2021

(31.0 per 1,000 women aged 22). In 2012 it was highest for those aged 21 (at 31.0 abortions per 1,000 women). (See Table 3b and Table 4ab.)

Figure 7: crude abortion rate per 1,000 women by single year of age, England and Wales, 2012, 2021 and 2022:



Data provided by BPAS shows that in 2023, users of the clinic in Rosslyn Road can be broken down as follows:

- 15yrs & under – 1.7%
- 16-19yrs – 12.4%
- 20-24yrs – 23.9%
- 25-34yrs – 40.3%
- 35-44yrs – 21%
- 45yrs & over – 0.7%

As can be seen, service users at the clinic are skewed towards the younger end of the spectrum, with particular attention needing to be paid to the 12.4% aged 16-19 and the 1.7% aged 15 years and younger, who could experience harassment, distress and intimidation as a result of the activities of representative groups in the area.

No specific data exists regarding the age range of those who campaign outside the Clinic. However, previous observations by Council Officers suggested that most of protests/vigils are carried out by those over the age of 40.

Disability	Data provided by BPAS shows that in 2023 5.1% of users of the clinic in Rosslyn Road identified themselves as disabled.
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	There is no available data relating to disabilities affecting persons engaged in protests/vigils outside the Clinic and the data available in relation to disabilities affecting Clinic staff is limited.
Gender (sex)	<p>Visitors to the clinic are predominantly women.</p> <p>Staff employed at the Clinic are predominantly women.</p> <p>While no data is available, observations by Council officers and reports from residents and staff indicate that the majority of those engaged in protest/vigil activity are women.</p>
Gender Reassignment	No data has been provided around gender reassignment.
Marriage and Civil Partnership	<p>The Abortion Statistics, England and Wales: 2022 report shows that in England and Wales in 2022, 82% of abortions were for those whose marital status was given as 'single' - a proportion that has remained roughly constant for the last 10 years. Fifty one percent were to those whose marital status was given as 'single with a partner'. This proportion has remained similar in recent years.</p> <p>Data provided by BPAS shows that in 2023:</p> <ul style="list-style-type: none"> - 42.8% of users of the clinic in Rosslyn Road were single with a partner; - 20.1% were single and had no partner; - 5.7% were single; - 19% were married. <p>According to statistics from the ONS, in 2021 the proportion of adults who have never married or been in a civil partnership has increased every decade from 26.3% in 1991 to 37.9% in 2021, whereas the proportion of adults who are married or in a civil partnership (including separated) has fallen from 58.4% in 1991 to 46.9% in 2021.</p>
Pregnancy and Maternity	<p>Given the nature of the services provided by the BPAS clinic, the clear majority of those accessing services at the site are pregnant or are recently pregnant, while non-pregnant visitors will be attending to support those that are pregnant.</p> <p>No specific data exists regarding the pregnancy and maternity status of those engaged in protest/vigil activity age range of those who campaign outside the Clinic, however observations by Council Officers suggests that most of protests /vigils are carried out by those over the age of 40, which would put them outside the most common age range for pregnancy and maternity (16-45) and therefore would have a lower likelihood of being pregnant.</p>
Race / Ethnicity	<p>According to the 2021 Census: PowerPoint Presentation (datarich.info), race and ethnicity data for residents of the borough of Richmond are as follows:</p> <p>White: 80.5% Asian: 8.9% Mixed: 5.5% Black: 1.9%</p>

	<p>Other ethnic group: 3.3%</p> <p>The Abortion Statistics England and Wales 2022 report shows that 77% of women having abortions reported their ethnicity as White, 9% as Asian, 8% as Black, 5% as Mixed and less than 1% as Other.</p> <p>We were unable to obtain recent data from BPAS relating to race and ethnicity for their client group. However, they did inform us that people travel from far and wide to access the service.</p>
Religion and belief, including non-belief	<p>Figures from the Census 2021, show that the populations of Twickenham Riverside ward and St Margaret's and North Twickenham ward identify their religion or belief as:</p> <p>Twickenham Riverside ward</p> <ul style="list-style-type: none"> • 43% no religion • 42.5% Christian • 7.2% preferred not to answer • 3.5% Muslim • 1% Hindu • 1% Other religion • 0.8% Jewish • 0.6% Buddhist • 0.5% Sikh <p>St Margarets & North Twickenham ward</p> <ul style="list-style-type: none"> • 44% Christian • 40.9% no religion • 7.3% preferred not to answer • 3.1% Muslim • 2% Hindu • 0.9% Buddhist • 0.7% Sikh • 0.6% Jewish • 0.5% Other religion <p>Data provided by BPAS shows that in 2023 the religion or beliefs of users of the clinic in Rosslyn are as follows:</p> <ul style="list-style-type: none"> • 56.9% no religion • 22.6% Christian • 7.7% Muslim • 3.8% Hindu • 3.5% Prefer not to say • 2.5% Other • 2.3% Sikh • 0.6% Buddhist • 0.2% Jewish

Sexual Orientation	<p>Data provided by BPAS shows that in 2023 the sexual orientation of users of the Clinic in Rosslyn Road are as follows:</p> <ul style="list-style-type: none"> • Heterosexual/straight - 86.3% • Prefer not to say - 10.2% • Bisexual – 2.8% • Lesbian/Gay Woman – 0.1% <p>There is no available data on the sexual orientation of those engaged in protest/vigil activity outside the Clinic.</p>
Across groups i.e. older LGBT service users or BME young men	<p>No specific data has been provided on cross group users who will be specifically impacted. However, from an analysis of the data provided it is clear, young, heterosexual women who are non-Christian are the primary group affected by the activities of those engaged in protest/vigil activity outside the Clinic.</p>
<p>Socio-economic status (to be treated as a protected characteristic under Section 1 of the Equality Act 2010) Include the following groups:</p> <ul style="list-style-type: none"> • Deprivation (measured by the 2019 English Indices of Deprivation) • Low-income groups & employment • Carers • Care experienced people • Single parents • Health inequalities <p>Refugee status</p>	<p>The London Borough of Richmond was within the 10% least deprived areas in England in 2015 and 2019 and was the least deprived London Borough in 2019 (DataRich, Indices of Deprivation 2019)</p> <p>Richmond has one of the most highly educated populations in London and England. Around two in every three residents educated to degree level or above, double the level in England (JSNA, 2019)</p> <p>According to DataRich, as of December 2023, 78.5% of economically active people in Richmond were in employment, higher than local and national averages.</p> <p>Richmond has one of the lowest rates of overall reported crime in London for the period May 2023 – April 2024 (DataRich).</p> <p>The 2019 Index of Multiple Deprivation shows that Hampton North was the most deprived ward in the borough. Twickenham Riverside, where the clinic is situated, is one of the least deprived.</p> <p>Government data on the deprivation rates of possible service users, states that women living in the most deprived areas of England are more than twice as likely to have abortions than women living in the least deprived areas (Abortion statistics, England and Wales: 2021.)</p> <p>As the Rosslyn Road clinic is situated within one of least deprived areas nationally, it suggests that many service users are not from the local area, a fact that was confirmed by BPAS staff.</p> <p>Twickenham Riverside has the second highest rate of reported anti-social behaviour in Richmond. (DataRich, May 2023- April 2024).</p>

Data Gaps

Data Gaps	How will this be addressed
There are currently no data gaps identified.	N/A

3. Impact

Protected group	Positive	Negative
Age	The primary service users at the Clinic are pregnant women between the ages of 16-45, younger women are disproportionality represented among the people entering and leaving the Clinic. The proposed extension of the PSPO will have a positive impact on them as they will continue to be able to access services without feeling upset	From observations by Council officers and reports from residents and staff, prior to the introduction of the PSPO, the majority of those engaged in protest/vigil activity are within an older age group. Therefore, the PSPO would impact negatively on those engaged in protest/vigil activity. This is balanced and outweighed by the positive impact for younger women who are the primary service issuers of the Clinic.

Gender (sex)	Visitors to the Clinic are predominantly women. The proposed extension of the PSPO will continue to have a positive impact on them as they will be able to access services without feeling upset, uncomfortable, intimidated and / or harassed. Feedback from the clinic has been positive since the introduction of the PSPO with a reduction in clients being upset, anxious and stressed as a result of being approached by vigil holders/protestors.	From previous observations by Council officers and reports from residents and staff, most of the protesters were women. Therefore, the extension of the PSPO would continue to impact negatively on those who previously engaged in protest/vigil activity within the buffer zone. This is balanced by the positive impact on the women who visit the Clinic.
Race/ethnicity	None identified	None identified
Disability	None identified	None identified
Gender reassignment	None identified	None identified
Marriage and civil partnership	None identified	None identified

Pregnancy and maternity	<p>The overwhelming majority of Clinic service users are pregnant women. This is a protected characteristic under the Equality Act 2010 and the Council must consider the targeted impact upon this specific group as well as the rights of pregnant women to access services free from intimidation, harassment, and distress and with dignity and privacy.</p> <p>The proposed extension of the PSPO will have a positive impact on this protected group as they will be able to continue to access services without feeling upset, uncomfortable, intimidated and / or harassed. It will safeguard and facilitate the ability for pregnant women to access the Clinic's health services related to pregnancy and maternity. The benefits of the existing PSPO on clients and staff has been reported back by the BPAS clinic.</p>	<p>None identified</p>
Religion and belief including, non-belief	<p>Only 22.6% of clinic users identify with a Christian faith. The PSPO will have a positive impact on the 77.4% of users who have not identified as Christian which was the predominate religion of those who hold vigils / protests.</p>	<p>The protest/vigil activity that was previously carried on outside the Clinic was being carried out by groups who identify as Christian (although specific details of the faith of those engaged in protest/vigil activity is not known). The PSPO places restrictions on their behaviours in the immediate locality of the Clinic that will negatively impact on their right to express their religious views in a public place. This negative impact is balanced as the restriction is only applied to a highly specified locality and does not otherwise restrict their ability to practice their faith.</p>
Sexual Orientation	<p>None Identified.</p>	<p>None Identified</p>

Socio-economic status	None identified.	None identified
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4. Actions

Action	Lead Officer	Deadline
The PSPO will be reviewed annually for feedback if requested. The feedback so far from the Clinic, residents and other stakeholders, such as the police, has been very positive. There have been no recorded breaches of the PSPO over the 5 years and 3 months (April 2019-July 2024) it has been in place.	Lee Spear	If requested.

5. Consultation

<p>The Council is carrying out a six-week consultation on the proposal to extend the existing Public Spaces Protection Order (PSPO) from 22nd July to 2nd September 2024.</p> <p>The consultation will seek the views of residents, interested individuals, groups and other stakeholders about the proposal to extend the existing PSPO for a further three years, related to the concerns about the vigils/protests that were taking place outside the Clinic prior to the PSPO being put in place. Those responding will be asked to confirm their address and postcode to understand how they are impacted by the proposal to extend the PSPO.</p> <p>The survey will be an online survey and will be hosted on the Council’s consultation portal, although paper copies can also be requested. Consultation documents are being sent to residents in and around the boundary of the buffer zone. Other statutory and interested stakeholders are also being informed of the consultation via e-mail.</p> <p>The Council carried out the previous consultation on a Public Spaces Protection Order (PSPO) for the Rosslyn Road area from 20th July to 30th August 2021:</p> <p><u>Consultation on extending the Rosslyn Road Public Spaces Protection Order (PSPO) - Have your say - Citizen Space</u></p> <p>The purpose was to consult residents, interested individuals, groups and other stakeholders on a proposal to introduce a Public Spaces Protection Order (PSPO) to address the concerns about the protests/vigils outside the British Pregnancy Advisory Service (BPAS) Clinic in Rosslyn Road, Twickenham. Data was gathered using an online survey hosted on the Richmond Council website. Paper copies of the survey were available at the BPAS Clinic, ETNA Community Centre, Civic Centre</p>

Twickenham, and by post on request. The consultation was open to all and respondents were asked for their full postcode and the capacity in which they were responding, to help the Council understand any impact on people in the local area.

In total, the Council received 1,347 responses to the consultation with 14% of these living in the buffer zone area.

Consultation Results

The key findings from the consultation results were as follows:

- 94% of households agreed with the proposal to extend the Rosslyn Road PSPO.
- 89% of households agreed that the current PSPO has been effective.
- 93% of households agreed that if the current PSPO is not extended, the activities will have a detrimental effect on the quality of life of those in the locality.

The Good Counsel Network did not submit a formal response to the previous extension of the Rosslyn Road PSPO.

Other responses

BPAS Head of Public Affairs & Policy

The consultation received a formal response from the BPAS Clinic which strongly support the extension of the Public Spaces Protection Order (PSPO) as they have seen a significant positive impact on their ability to provide abortion care without harassment, alarm, or distress to clients and staff. The BPAS Clinic believes the PSPO has been effective in stopping harmful behaviour and it is likely recurrence of anti-social behaviour would be detrimental to the local area if the PSPO were to lapse (Appendix A3).

Twickenham Park Residents Association

The consultation received a formal email from the chair of the Twickenham Park Residents Association in strong favour of the extension of the Rosslyn Road PSPO. The Association speak about the significant benefits to both their members and to the staff and women visiting the clinic and how there would be a detrimental impact if the PSPO is not extended.

Statutory Consultees

MOPAC

MOPAC were approached by the Community Safety Service on the 20 July 2021 for a formal response to the consultation. They have responded that the response will be made from the Deputy Mayor no earlier than the 7 October 2021. If received in time, we will share this response in the final report to the Finance and Corporate Resource Committee.

Metropolitan Police

On the 7 September 2021, a formal response was received from the Metropolitan Police Service (Appendix A5):

“I am the Superintendent in charge of the Safer Neighbourhood Teams in Richmond and as such write this letter in support of the extension of the Rosslyn Road Protection Order (PSPO).

We are committed on the South-West to maintaining the safety of the residents of Richmond in particular Women and Girls. This PSPO prohibits activity that would cause harassment, alarm and distress to others as well as protecting the staff. It provides my officers and dedicated persons with the powers to stop activities before they become offences.

There have been no protests or breaches of the PSPO restrictions within the buffer zone, since the PSPO was introduced on the 1st April 2019 and we would support the continuation of this preventative measure.”

