

# Equality Analysis (EA)

## Section 1 – General Information (Aims and Objectives)

Name of the proposal including aims, objectives and purpose:

*(Please note – for the purpose of this doc, 'proposal' refers to a policy, function, strategy or project)*

A planning application has been submitted which seeks to extend the existing Mosque and Madrassa Secondary School located at 18 – 22 Damien Street. The planning application is currently under assessment.

Who is expected to benefit from the proposal?

The proposed extension would result in the creation of additional teaching space for the school which would create more school spaces.

The proposed extension would create a women's prayer hall which will provide access for local Muslim women to pray at a Mosque.

The proposed extension would create additional prayer space for local Muslim males to pray.

Service area:

Planning and Building Control

Team name:

Applications

Service manager:

Owen Whalley

Name and role of the officer completing the EA:

Mary O'Shaughnessy – Principal Planning Officer

## Section 2 – Evidence (Consideration of Data and Information)

What initial evidence do we have which may help us think about the impacts or likely impacts on service users or staff?

### Application Documents

#### Planning Policy Documents:

London Plan (2011), Early Revised Amendments to the London Plan (2013), Core Strategy (2012) and Managing Development Document (2013). Policy SP03: Creating health and liveable neighbourhoods and DM8: Community infrastructure provide specific planning guidance relating to the location of community facilities including Mosques within the borough.

#### Statutory and non-statutory consultation responses:

Responses have been received from Transport for London, London Fire and Emergency Planning, London Overground, LBTH Biodiversity, LBTH Corporate Access Officer, LBTH Crime Prevention Officer, LBTH Energy and Sustainability Officer, LBTH Environmental Health –

Noise and Vibration and LBTH Transportation and Highways. None of the responses received raised specific issues concerning the nine target groups listed.

#### **Public Consultation Responses:**

A total of 171 representations were received. 108 in favour and 63 against.

A total of 3 petitions were received.

2 in favour: A petition dated 27 August 2012 contained 728 signatures. A petition dated 19 August 2013 contained 938 signatures.

1 against containing 20 signatures.

#### **Census Data 2011:**

##### **Sex:**

- 254,096 persons within **Tower Hamlets** of which:
  - 130,906 (51.5%) are male, and;
  - 123,190 (48.5%) are female.
- 53,012,456 persons within **England** of which:
  - 26,069,148 (49.2%) are male, and;
  - 26,943,308 (50.8%) are female.

##### **Marital and Civil Partnership status:**

- **Within Tower Hamlets:**
  - 112,740 (55.3%) persons are single,
  - 65,514 (31.6%) are married, and;
  - 1,163 (.6%) are in a registered same sex civil partnership.
- **Within England:**
  - 14,889,928 (34.6%) persons are single,
  - 20,029,369 (46.6%) are married, and;
  - 100,288 (.2%) are in a registered same sex civil partnership.

##### **Ethnic Group:**

- 254,096 persons within **Tower Hamlets** of which:
  - 114,644 (45.1%) are white,
  - 175 (.1%) are Gypsy/Traveller/Irish Traveller,
  - 10,360 (4.1%) are Mixed / Multiple Ethnic Groups,
  - 6,787 (2.7%) are Asian – British Indian,
  - 2,442 (1%) are Asian – British Pakistani,
  - 81,377 (32%) are Asian – British Bangladeshi,
  - 8,109 (3.2%) are Asian – British Chinese,
  - 5,786 (2.3%) are Asian – British Other,
  - 18,629 (7.3%) are Black, African, Caribbean, Black British, and;
  - 5,787 (2.3%) are Other Ethnic Group.
- 53,012,456 persons within **England** of which:
  - 45,226,247 (85.3%) are white,
  - 54,895 (0.1%) are Gypsy/Traveller/Irish Traveller,
  - 1,192,879 (2.3%) are Mixed / Multiple Ethnic Groups,
  - 1,395,702 (2.6%) are Asian – British Indian,
  - 1,112,282 (2.1%) are Asian – British Pakistani,
  - 436,514 (0.8%) are Asian – British Bangladeshi,
  - 379,503 (0.7%) are Asian – British Chinese,

- 819,402 (1.5%) are Asian – British Other,
- 1,846,614 (3.5%) are Black, African, Caribbean, Black British, and;
- 548,418 (1.0%) are Other Ethnic Group.

**Religion:**

- **Within Tower Hamlets:**
  - 68,808 (27.1%) persons are Christian,
  - 2,726 (1.1%) persons are Buddhist,
  - 4,200 (1.7%) persons are Hindu,
  - 1,283 (0.5%) persons are Jewish,
  - 87,696 (34.5%) persons are Muslim,
  - 821 (0.3%) persons are Sikh,
  - 825 (0.3%) persons are Other Religion,
  - 48,648 (19.1%) are No Religion, and;
  - 39,089 (15.4%) are Religion not stated.
  
- **Within England of which:**
  - 31,479,876 (59.4%) persons are Christian,
  - 238,626 (0.5%) persons are Buddhist,
  - 806,199 (1.5%) persons are Hindu,
  - 261,282 (0.5%) persons are Jewish,
  - 2,660,116 (5%) persons are Muslim,
  - 420,129 (0.8%) persons are Sikh,
  - 227,825 (0.4%) persons are Other Religion,
  - 13,114,232 (24.7%) persons are No Religion, and;
  - 3,804,104(7.2%) persons are Religion not stated.

**Section 3 – Assessing the Impacts on the 9 Groups**

**How will what you're proposal impact upon the nine Protected Characteristics?**

For the nine protected characteristics detailed in the table below please consider:-

- **What is the equality profile of service users or beneficiaries that will or are likely to be affected?**

-Use the Council's approved diversity monitoring categories and provide data by target group of users or beneficiaries to determine whether the service user profile reflects the local population or relevant target group or if there is over or under representation of these groups

- **What qualitative or quantitative data do we have?**

-List all examples of quantitative and qualitative data available

*(include information where appropriate from other directorates, Census 2001 etc)*

-Data trends – how does current practice ensure equality

- **Equalities profile of staff?**

-Indicate profile by target groups and assess relevance to policy aims and objectives e.g. Workforce to Reflect the Community. Identify staff responsible for delivering the service including where they are not directly employed by the council.

- **Barriers?**

-What are the potential or known barriers to participation for the different equality target groups?  
Eg, communication, access, locality etc

- **Recent consultation exercises carried out?**

-Detail consultation with relevant interest groups, other public bodies, voluntary organisations, community groups, trade unions, focus groups and other groups, surveys and questionnaires undertaken etc. Focus in particular on the findings of views expressed by the equality target groups. Such consultation exercises should be appropriate and proportionate and may range from assembling focus groups to a one to one meeting.

- **Additional factors which may influence disproportionate or adverse impact?**

-Management Arrangements - How is the Service managed, are there any management arrangements which may have a disproportionate impact on the equality target groups

- **The Process of Service Delivery?**

-In particular look at the arrangements for the service being provided including opening times, custom and practice, awareness of the service to local people, communication

Please also consider how the proposal will impact upon the 3 One Tower Hamlets objectives:-

- Reduce inequalities
- Ensure strong community cohesion
- Strengthen community leadership.

**Please Note -**

Reports/stats/data can be added as Appendix

Target Groups	Impact – Positive or Adverse What impact will the proposal have on specific groups of service users or staff?	Reason(s) • Please add a narrative to justify your claims around impacts and, • Please describe the analysis and interpretation of evidence to support your conclusion as this will inform decision making  Please also how the proposal with promote the three One Tower Hamlets objectives?  -Reducing inequalities -Ensuring strong community cohesion -Strengthening community leadership
Race	Positive	<p>Within, the borough 87,696 (34.5%) persons are Muslim and they represent the dominant faith group. This compares to 2,660,116 (5%) persons who are Muslim within England. As such, it is evident that the Muslim faith is the dominant faith group within the Borough and this is reflected by the need to expand the existing Mosque facilities.</p> <p>It is considered that there would be a Positive Impact for the local Muslim community through the provision of improved school and prayer facilities.</p> <p>The local non-Muslim community will not benefit from improved facilities at the Mosque and moreover there is a perception that they will be more marginalised by the expansion which is evident in the representations received. As such, it is considered that this sector of the community would experience an Adverse Impact.</p> <p>However, when consideration is given to the faith makeup of the borough, the ethnicity of the borough and the level of support from the local community it is evident that there is a need for the Muslim Community to have improved facilities where they can pray. It is noted that this is an existing Mosque within the community and this proposal is for its expansion, thus whilst there would be an Adverse Impact to the non-Muslim community it is considered that overall the impact on Race would be Positive because of the benefits the proposals bring to the members of the Muslim faith within the local area.</p>
Disability	Positive	<p>The proposal would result in better access arrangements for those with disabilities and as such it is considered that there would be a Positive Impact for those with a disability.</p>
Gender	Positive	<p>Within Tower Hamlets there are 30,906 (51.5%) males and 123,190 (48.5%) females. For England the figures show that there are 26,069,148 (49.2%) males and 26,943,308 (50.8%) females. The figures illustrate that the borough split between males and females is broadly in line with the national split.</p>

		<p>The Mosque currently provides prayer facilities for men and educational facilities for men. The proposals would result in the creation of a women's prayer hall thus providing new prayer facilities for women at the Mosque which would be a Positive Impact for the local female Muslim Community. It is noted that female non-Muslim members of the community would not directly benefit from the proposals through using them. However, it is noted that local female non-Muslim members of the community have raised concerns about the dominance of men within the local area. As such, by the introduction of a women's prayer hall which would allow Muslim women to also use this Mosque there would be a Positive Impact for the wider community.</p> <p>Within, the borough there is a choice of single sex and co-educational schools and the continuation an existing single sex school in this location would have a Neutral Impact.</p>
Gender Reassignment	Adverse	See Sexual Orientation.
Sexual Orientation	Adverse	From the representations received from members of the Lesbian, Bisexual, Gay and Transgender (LBGT) community there is a perception that there is a lack of tolerance by people of the Muslim faith of their community. From the Census Data 2011 it is evident that this is a minority group and it is considered that they would experience an Adverse Effect.
Religion or Belief	Neutral	The proposal is not expected to have any Adverse effects on any other faith based communities based in the local area. Furthermore, the Census Data reflects within the borough 87,696 (34.5%) persons are Muslim and they represent the highest number of persons when considered against the number of persons who belong to other faiths.
Age	Neutral	The proposal is not expected to have any Adverse effects with regard to age.
Marriage and Civil Partnerships.	Adverse	See Sexual Orientation.
Pregnancy and Maternity	Neutral	The proposal is not expected to have any Adverse effects with regard to pregnancy and maternity.
Other	Adverse	From a review of the Census Data it is evident that the borough has a diverse ethnic mix. Of the

Socio-economic  
Carers

population 2.7% are British Indian, 1% are British Pakistani, 32% are British Bangladeshi, 3.2% are British Chinese and 2.3% are Asian other. As such, 41% of persons within the borough consider themselves to be of Asian heritage. Other groups include White – 45.1%, Gypsy/Traveller/Irish Traveller – 0.1%, Mixed / Multiple Ethnic Groups – 4.1%, Black, African, Caribbean, Black British – 7.3% and Other Ethnic Groups 2.3%.

It is evident from an analysis of the local representations that the proposal has raised tension within the local community which evidences that there is an impact on social cohesion. A numerical analysis of the letters of support and objection suggest that more people support the proposal. A total of 171 representations were received. 108 in favour and 63 against. Furthermore, 3 petitions were received, with 1,666 signatories in support and 20 against.

It is considered that the expansion of the Mosque would not encourage or enhance social cohesion and this could be viewed as a missed opportunity. There is already an Adverse Impact from the existing Mosque and its extension would continue to have an Adverse Impact.

## Section 4 – Mitigating Impacts and Alternative Options

From the analysis and interpretation of evidence in section 2 and 3 - Is there any evidence of or view that suggests that different equality or other protected groups (inc' staff) could have a disproportionately high/low take up of the new proposal?

Yes?  No?

If yes, please detail below how evidence influenced and formed the proposal? For example, why parts of the proposals were added/removed?

*(Please note – a key part of the EA process is to show that we have made reasonable and informed attempts to mitigate any negative impacts. AN EA is a service improvement tool and as such you may wish to consider a number of alternative options or mitigation in terms of the proposal.)*

The proposal is for the extension of the existing Mosque and Madrassa Secondary School and would only be used by members of the Muslim community would benefit from the expansion because it would address a local need for such facilities.

However, other non-Muslim groups within the community would not benefit directly from the proposals and there is a perception that they would experience an Adverse Effect.

Social Cohesion could have been improved with more open dialogue between local residents and the applicants. This was a missed opportunity.

However, through the use of conditions which limit the hours of operation and the number of people that can use the Mosque overnight local concerns about noise and disturbance can be addressed. Furthermore, there could be a condition preventing the Mosque having an amplified call for prayer.

Concerns about overlooking have also been addressed through the introduction of louvers and their retention could be secured in perpetuity via condition.

## Section 5 – Quality Assurance and Monitoring

Have monitoring systems been put in place to check the implementation of the proposal and recommendations?

Yes?  No?

How will the monitoring systems further assess the impact on the equality target groups?

Conditions have been attached to the planning permission to ensure that it is implemented as per the approved documents. The Council has a dedicated enforcement team whose role is to enforce against any breaches of the planning permission including non-compliance with the conditions.



Does the policy/function comply with equalities legislation?  
(Please consider the OTH objectives and Public Sector Equality Duty criteria)

Yes?  No?

If there are gaps in information or areas for further improvement, please list them below:

The proposal would comply in that we have given due regard to the impact of the proposals on all equalities groups with protected characteristics.

How will the results of this Equality Analysis feed into the performance planning process?

This Equalities Assessment would accompany any Committee Report.


## Section 6 - Action Plan

As a result of these conclusions and recommendations what actions (if any) will be included in your business planning and wider review processes (team plan)? Please consider any gaps or areas needing further attention in the table below the example.

Recommendation	Key activity	Progress milestones including target dates for either completion or progress	Officer responsible	Progress
<b>Example</b>				
1. Better collection of feedback, consultation and data sources	1. Create and use feedback forms. Consult other providers and experts	1. Forms ready for January 2010 Start consultations Jan 2010	1. NR & PB	
2. Non-discriminatory behaviour	2. Regular awareness at staff meetings. Train staff in specialist courses	2. Raise awareness at one staff meeting a month. At least 2 specialist courses to be run per year for staff.	2. NR	

Recommendation	Key activity	Progress milestones including target dates for either completion or progress	Officer responsible	Progress
Not applicable.	Not applicable.	Not applicable.	Not applicable.	Not applicable.

**Section 7 – Sign Off and Publication**

<p><b>Name:</b> (signed off by)</p>	
<p><b>Position:</b></p>	<p>Head of Planning Brentwood</p>
<p><b>Date signed off:</b> (approved)</p>	<p>05/11/12</p>

**Section 8 Appendix – FOR OFFICE USE ONLY**  
 This section to be completed by the One Tower Hamlets team

**Policy Hyperlink :**

Equality Strand	Evidence
Race	
Disability	
Gender	
Gender Reassignment	
Sexual Orientation	
Religion or Belief	
Age	
Marriage and Civil Partnerships.	
Pregnancy and Maternity	
Other	
Socio-economic	
Carers	

Link to original EQIA	Link to original EQIA
EQIAID (Team/Service/Year)	