



## Report of the Director of Place

External Funding Panel – 6 March 2019

### Active Travel Fund, Local Transport Fund & Local Transport Network Fund Bid 2019/20

<b>Purpose:</b>	To approve the funding application for the Active Travel Fund, Local Transport Fund and Local Transport Network Fund 2019/20
<b>Policy Framework:</b>	Joint Transport Plan for South West Wales (2015 – 2020)
<b>Consultation:</b>	Access to Services, Finance, Legal.
<b>Recommendation(s):</b>	It is recommended that the External Funding Panel approve the Active Travel Fund, Local Transport Fund and Local Transport Network Fund 2019/20 application.
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<b>Finance Officer:</b>	Ben Smith
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<b>Access to Services Officer:</b>	Catherine Window

#### 1. Introduction

- 1.1 A funding bid for the Active Travel Fund, Local Transport Fund and Local Transport Network Fund (ATF, LTF & LTNF) was submitted to the Welsh Government on 18<sup>th</sup> January 2019 in accordance with guidance from the Welsh Government.
- 1.2 The guidance stated that there was a total funding pot of £20 million for the Active Travel Fund, £27 million for the Local Transport Fund and £4 million for the Local Transport Network Fund in 2019/20. This funding is available to all Welsh Local Authorities. The Welsh Government elected not to set a maximum value for the each scheme, but rather suggested that bids in excess of £1.5million would be considered only in exceptional circumstances. Whilst match funding is not a requirement of the funding

bids, it was made clear that those schemes that benefited from match funding would be more likely to receive an LTF allocation.

- 1.3 This report seeks the retrospective approval of the External Funding Panel.
- 1.4 It was not possible to seek approval from the External Funding Panel prior to the submission of the bid because of the limited time granted by the Welsh Government between the invitation and the actual submission date. Approval from the Cabinet Member for Environment & Infrastructure Management was however sought and granted prior to the completion of the bids.

## 2. Submitted Bids

- 2.1. The City & County of Swansea submitted eleven bids totalling £16.859million and is now awaiting a formal announcement from the Welsh Government as to which of the schemes will be awarded funding in whole or part. The schemes and their bid amounts are shown in the table below:

**Table One – Summary of ATF, LTF and LTNF Bids 2019/20**

<b>Scheme</b>	<b>Total ATF/LTF/LTNF(£k)</b>	<b>Match Funding (£k)</b>	<b>Total Project Costs (£k)</b>
ATF – 01 Strategic – Swansea Northern Strategic Route	1714	0	1714
ATF – 02 Strategic – Clyne Valley Links	3011	1209	4220
ATF – 03 Local Routes – City Centre	3984	0	3984
ATF – 04 Local Routes – Loughor Estuary Links	1186	0	1186
LTF – 01 – South West Wales Metro	727	0	727
LTF – 02 – Baldwins Bridge	3000	100	3100
LTF – 03 – Broadway Interchange	750	100	850
LTF – 04 – EV Charging Infrastructure (Phase 1)	494	0	494
LTF – 05 – Dyfatty Junction	812	0	812
LTNF – 01 – Strategic Bus Corridors - Existing	461	0	461
LTNF – 02 – Strategic Bus Corridors - New	721	0	721
<b>Total</b>	<b>16860</b>	<b>1409</b>	<b>18269</b>

### **3. Details of Proposed Schemes – ATF**

- 3.1. The Active Travel (Wales) Act (2013) seeks to improve the uptake of walking and cycling for utility journeys across Wales. The Welsh Government has therefore allocated £20 million across Wales in 2019/20 to support the development of schemes.
- 3.2. The projects included in the bids for Active Travel Funding 2019/20 are summarised below.
- 3.3. Swansea Northern Strategic Route: The proposals for this route will provide a new northern strategic link for Swansea, ultimately delivering 16.5km of new off-road shared use paths. This scheme has four projects which are summarised below:
- 3.4. *A48 Shared Use Link* – This improvement would deliver a shared use path adjacent to the A48 from the DVLA Headquarters in the east, to M4 Junction 47 (Penllergaer) in the west. This 3.9km route would provide a substantive section of the Swansea Northern Strategic Route.
- 3.5. *Kingsbridge Link* – The delivery of this 1.4 km route will provide an off-road connection between Gowerton and Kingsbridge for the communities of Kingsbridge, Gorseinon and Grovesend which will link to the National Cycle Network Route 4.
- 3.6. *DVLA to Morriston Hospital Link (For Development Only)* – Morriston Hospital and DVLA represent two of the largest employers and trip attractors within the City and County of Swansea. The Swansea Northern Strategic Route will pass between these two points of interest as part of its 16.5km route between the east and west of the County.
- 3.7. *Penllergaer to Gorseinon Link (For Development Only)* – A shared use link between Junction 47 (Penllergaer) and Gorseinon. This provision will link the A48 Link (identified above) with existing provision in Gorseinon.
- 3.8. Clyne Valley Links: The scheme elements which make up this strategic route, will bring much needed route enhancements for the Clyne Valley Shared Use Path which forms an important part of the National Cycle Network Route 4 (NCN4). The improvements will ultimately deliver 6.5km of widened and improved off-road shared use path. The projects within this bid are summarised below:
- 3.9. *Swansea Central Bridge* – This element will provide a contribution to a prominent infrastructure investment will span Oystermouth Road, linking the Swansea Central retail development in the city centre with the new City Centre Arena. The bridge will accommodate both pedestrians and cyclists, providing off-road access for sustainable travel to and from these prestigious developments and linking users with the existing shared use

provisions adjacent to Oystermouth Road, to National Cycle Network Routes 4 and 43.

- 3.10. *Blackpill to Killay* – The first phase of improvements to the Clyne Valley Path. This 3.1km route has experienced significant growth in recent years; and will therefore be widened to ensure that the path has sufficient capacity to cater for further growth in coming years.
- 3.11. *Killay to Dunvant* – The second phase of improvement will widen a further 1.7km section of path.
- 3.12. *Dunvant to Gowerton* – This third phase will complete the improvements to widen the route to meet current design standards on the route between Dunvant and Gowerton amounting to 1.8km of widened route.
- 3.13. *Ridgeway Access Link* – This will create a new link to Woodcote and Ridgeway, providing a new link for the adjacent community onto the Clyne Valley Route.
- 3.14. *Pontarddulais Link (For Development Only)* – A preferred route has previously been identified to provide Pontarddulais with a link to the National Cycle Network. The funding seeks to secure land and detailed design of the 1.8km route.
- 3.15. *Blackpill Bridge (For Development Only)* – NCN4 crosses the busy Mumbles Road at Blackpill. Whilst the Council has improved the at-grade road crossing in recent years, to minimise delay, the Council will investigate designs to introduce a grade-separated crossing to eliminate the delays for both Active Travel and road traffic.
- 3.16. City Centre: The schemes contained within this bid for local routes have been packaged to provide links into and around Swansea City Centre. This will seek to greatly improve the poor to non-existent connectivity between the well-established network in Swansea and the residential area that surround the City Centre.
- 3.17. The improvements will deliver a combined 14.77km of improved provision for walking and cycling. The details of each scheme have been summarised below.
- 3.18. *Gors Avenue Shared Use Path* – This 3.16km shared use path will provide a spine route for an access tributary linking with the Cwm Road Shared Use Path, which was completed in 2017/18. The route will provide safe, off-road connectivity for pedestrians and cyclists in an area which does not currently benefit from this type of dedicated infrastructure. Local residents will also benefit from the improvements which will stretch through the main corridor of the community, serving the adjacent primary school (Gors Community School) and local amenities.

- 3.19. *Townhill Northern Link* – This 1.46km route will provide an important route connecting the community of Townhill to Carmarthen Road, which serves as an arterial route into the city centre. Users of this path can also benefit from the frequent public transport which operates on this corridor. A major proportion of this route will provide access to the communities at the highest point of Townhill, providing good quality walking and cycling infrastructure to enable otherwise difficult journeys with the challenging topography that is present in this area. Switchbacks will be created through the middle section of this route to alleviate the steep incline that is only accessed through the use of steps at present to provide an accessible route for both pedestrians and cyclists.
- 3.20. *Cockett Road Link* – The 1.78km of improvements to this section of the network will provide an important route in the channelling of pedestrians and cyclists towards the city centre from Cockett, Townhill and Tycoch in what are densely populated areas that experience significant levels of traffic congestion. The route will run parallel to the A4216 and will be of great benefit to those attending the adjacent Gower College Swansea and for those continuing into the city centre.
- 3.21. *Rosehill Quarry Link* – A new 1.37km route in this area will create an essential link which will gradually navigate the steep topography enabling active travel journeys for communities in Townhill and provide further links to Carmarthen Road with the creation of the Gors Avenue Shared Use Path, Townhill Northern Link and Townhill Road schemes. This route will meander along the periphery of the local housing, utilising the steep contour lines that exist to provide an accessible route that finally descends towards the city centre. Switchbacks will be created at the Eastern edge of this route to enable ease of ascent for all users.
- 3.22. *Townhill Road* – This 1.21km route will provide an important link between the Townhill Northern Link and Rosehill Quarry Link, enabling Active Travel journeys through the centre of Townhill. This connecting link will cater for both north and south bound journeys as well as providing improving access and Active Travel choices for those travelling to the local primary school, Townhill Community School and local amenities.
- 3.23. *Penlan Crescent, Glanmor Avenue and Ffynone Link* – This 2.24km route will provide a connecting route for the routes joining from the north and will also provide an east-west route allowing for ease of access to education and employment centres. This route will be established through quiet residential streets and will improve ease of access for Active Travel journeys to the adjacent Oakleigh House School and Nursery.
- 3.24. *St. Helens Shared Use Path Extension* – At 0.59km, this small section will provide a key link from existing active travel routes to the Guildhall, a major employment centre and the Crown Court.
- 3.25. *Walter Road and Sketty Road Cycle Lanes* – The creation of cycle lanes along this 2.1km route will provide a direct link into the City Centre for the

communities of Uplands and will benefit those wishing to make connecting journeys at either end of the cycle lanes with the existing network that exists. This connectivity will introduce dedicated cycle routes in an area that often experiences high levels of congestion; with this provision it is intended to encourage Active Travel journeys to become a prominent, first-choice of travel. This project is subject to ongoing consultation.

- 3.26. *Sandfields Link* – This 0.85km link will provide improvements to the adjacent communities in accessing the existing active travel network. The north-south nature of this route will give improved access from the Uplands and St. Helen's area to National Cycle Network Route 4 which links to Swansea University Singleton Campus, Singleton Hospital and the City Centre.
- 3.27. *Mayhill Link* – This 2.03km route will provide the communities of Mayhill with good quality shared use provision. Onwards journeys towards the City Centre will be made possible by continuing onto Glanmor Avenue, Ffynone and Walter Road, included in this bid and subject to funding being awarded. Northward journeys, continuing onto Gors Avenue SUP, again contained in this bid and subject to funding being awarded, will enable onward journeys to Cwm Road SUP to the East. The creation of this path will also be of benefit to the adjacent local primary school, Seaview Primary.
- 3.28. Loughor Estuary Links: The improvements for Loughor Estuary Links will ultimately deliver 11.06km of widened and improved off-road shared use paths. The improvement will also create an outer distributor route for active travel around Gorseinon. This route enhancement will complement the Swansea Northern Strategic Route; meeting with it and providing onward connectivity into the residential communities and services.
- 3.29. *North Gower Trail (For Development Only)* – This 1.1km shared use path would link Gowerton to Penclawdd, forming the first substantive link into the Gower Peninsular. An existing section of route was constructed by Sustrans and opened in 2007. This project would fill in the missing link that remains.
- 3.30. *Loughor Bridge Improvement (For Development Only)* – It is proposed that Swansea Council will undertake an options appraisal to consider how this constraint might be overcome, whether by amendment to the existing road bridge, or through the provision of a separate structure.
- 3.31. *Penyrheol Link* – The proposed improvement will deliver a 1.2km shared use path and toucan crossing facilities between Penyrheol (Gorseinon) and the strategic shared use network. This relatively short improvement will enable safe, off-road connectivity for pedestrians and cyclists accessing Gorseinon town centre and the services, facilities and employment opportunities, as well as linking directly with Penyrheol Comprehensive School.

- 3.32. *Northern Estuary Link* – This link provides the most substantive section of the package at 4.3km, linking the north of Gorseinon to the western periphery and ultimately linking with NCN4 at Loughor Bridge. The route will provide off-road traffic free access and enable further connections into the residential areas over the coming years.
- 3.33. *Grovesend Link* – This scheme would deliver a new shared use path between High Street, Grovesend and the existing strategic network linking to Gorseinon. The route would improve connectivity for pedestrians and cyclists and provides a particular improvement in function for the nearby Pengelli Primary School and pupils attending Penyrheol Comprehensive School. The scheme would create 0.5km of new route.

#### **4. Details of Proposed Schemes – LTF**

- 4.1. The projects included in the bids for Local Transport Funding 2019/20 are summarised below.
- 4.2. South West Wales Metro: The Welsh Government has charged the City & County of Swansea to develop a concept and business case for a Metro-type system for South West Wales. It is expected that this concept will draw together a multimodal transportation system to cater for the evolving transport needs for Swansea Bay and South West Wales.
- 4.3. This project received £700,000 from LTF in 2018/19 which enabled initial concepts and strategies to be defined. The bid for funding for 2019/20 will build on the work of the previous year to add further detail and vision in the development of a South West Wales Metro for Swansea and its neighbouring Local Authorities.
- 4.4. A total of £727,000 has been bid for, which is expected to deliver the following elements:
- Project Coordination
  - Metro Hubs
  - Rail Business Cases
  - Bus Business Cases
  - Walking and Cycling Strategy
  - Regional Travel Pattern Survey
  - Transport Modelling
  - Branding
- 4.5. Baldwins Bridge: The wider Fabian Way Corridor was subject to a Strategic Outline Business Case in 2016/17. The business case appraised the infrastructure needs of the Corridor for the next twenty years and Baldwins Bridge was identified as the most significant infrastructure investment needed for the Corridor. A bid of £3,000,000 has been submitted to support the ongoing development of a new junction to replace the Baldwins Bridge junction, and to contribute towards the expansion of Fabian Way Park & Ride.

- 4.6. The existing Baldwins Bridge junction is considered to be in need of extensive works to extend the life of the bridge for the coming decades. Aside from its deteriorating condition, the current structure is preventing the development of adjacent plots of land, as its short and tight slip roads are such that access is constrained. The improvement of this junction would have a particular bearing upon the further development and expansion of the Swansea University Bay Campus, as well as the proposed Tidal Lagoon development.
- 4.7. This scheme received funding allocations from the Local Transport Fund in 2016/17, 2017/18 and 2018/19 which has enabled the delivery of an options appraisal, business case, detailed design and land purchase.
- 4.8. The recommended option for this scheme is estimated to cost approximately £27 million. It is readily recognised that this is beyond the financial means of the Council at present, and Council Officers have therefore been working in close partnership with Neath Port Talbot CBC and the Welsh Government in order to secure a combined funding solution for this important infrastructure improvement. The bridge has been the subject of considerable design work over the past two financial years and a detailed business case was completed in 2017/18.
- 4.9. The bid for 2019/20 will enable the first phase of construction to begin.
- 4.10. Broadway Interchange: This interchange has been identified as a key route in the west of Swansea which experiences high levels of congestion successively throughout the day. It is proposed that the junction be redesigned to ease congestion, introduce active travel accessibility, increase capacity and improve public transport journey time reliability and efficiency.
- 4.11. This section of the network provides a strategic link between highly populated communities to both the north and south of Swansea, serving key educational establishments such as Gower College Swansea and Swansea University (Singleton Campus), additionally serving Singleton Hospital and a key route for tourism to South Gower. The position of this interchange is also of significance in the East-West movement of local traffic through the junction towards retail, leisure and employment centres in and around the city centre of Swansea.
- 4.12. The scheme has previously been awarded funding from the Local Transport Fund and Local Transport Network Fund to complete a feasibility study and detailed design.
- 4.13. The bid proposes that this project progresses to delivery, for completion in 2019/20.
- 4.14. EV Charging Infrastructure (Phase 1): The provision of publicly available charge points within the City and County of Swansea is vital in ensuring



that Electric Vehicle (EV) charging provision is available and reliable to enable those who live, work, visit and travel through the area to have the confidence to purchase and use an EV knowing that a supporting network is in place to facilitate everyday journeys.

- 4.15. This bid aims to fulfil a first phase of delivery by proposing the installation of 41 charging posts, serving 82 charging bays in 23 Local Authority car parks. It is anticipated that the authority will install 7kW 'fast' EV charge points which are capable of achieving a full charge in 3-4 hours.
- 4.16. The proposed locations of the EV charge points will form an initial strategic network across the county and each location falls into one of four categories; parking interchanges, city centre, local and beachfront.
- 4.17. Dyfatty Junction: This important junction stands at the confluence of a number of arterial routes meeting on the fringe of Swansea City Centre. Carmarthen Road, Llangyfelach Road, Neath Road, New Cut Road, High Street and Dyfatty Street meet at this point and consequently 84,848 (AADT) vehicles traverse this junction on a daily basis. The busyness of the junction is further compounded by its complexity and the challenging topography, with one side of the junction lying 19 metres above the other. The characteristic of having so many arterial routes meeting on such an undulating site has led to an inefficient layout, which poses a significant capacity constraint, impacting not only the junction, but also the wider highway network.
- 4.18. A preferred solution for this junction has been investigated and developed with options appraisal being undertaken using Safe Routes in Communities Funding in 2016/17 and a further £150,000 for detailed design and land purchase from the Local Transport Network Fund in 2018/19.
- 4.19. This bid proposes that further funding would be used to further the development of the junction reconfiguration by completing its detailed design and land purchase.

## **5. Details of Proposed Schemes – LTNF**

- 5.1. The projects included in the bids for Local Transport Network Funding 2019/20 are summarised below.
- 5.2. Strategic Bus Corridors - Existing: The City & County of Swansea was successful in receiving funding from LTNF in 2018/19 and this project will continue the excellent work that begun in 2017/18 to improve journey time and journey time reliability on bus corridors in Swansea.
- 5.3. This bid will deliver a suite of bus corridor improvements. The bid is split into a number of constituent parts; these are summarised below:

- 5.4. *Bus Hub Interchanges:* These improvements are spread across three sites, and deliver a range improvements including upgraded passenger waiting facilities at bus stops, as well as passenger information facilities.
- 5.5. *Gowerton Bus Access Amendments:* This improvement will widen the slay of a junction to allow access for bus movements and enable the route of the bus services to be amended so that they can travel past Gowerton Railway Station facilitating improved interchange between bus and rail.
- 5.6. *Kings Road Bus Gate:* A bus gate will be installed to give priority to the bus public transport movements within the SA1 Waterfront site by installing an ANPR monitored bus gate.
- 5.7. *Bus Station Amendments:* The changes at the bus station would work to identify a replacement for the RNIB React system which provides wayfinding and passenger information for blind and partially sighted users. An additional change proposed is the relocation of the Information Desk onto the Concourse. This will involve physical changes to the bus station, stopping up the front of the information desk and provision of tablet PCs to the Passenger Information Officers to enable them to access the relevant information when assisting passengers.
- 5.8. Strategic Bus Corridors – New: This project will continue the excellent work that begun in 2017/18 and 2018/19 to improve journey time and journey time reliability on bus corridors in Swansea.
- 5.9. This bid will deliver a suite of bus corridor improvements. The bid is split into a number of constituent parts; these are summarised below:
- 5.10. *MESH & MOVA Upgrades:* These two systems upgrades enable intelligent and wireless operation of the traffic signals to which they are installed. This improvement greatly improves efficiency at these junctions whilst also enabling remote access to their working from the control centre in Civic Centre. These upgrades will be applied to a number of junctions to compliment the previous two phases which have been completed. Upgrades will take place along the corridor from Llansamlet into the City Centre, and the busy junction adjacent to Fabian Way P&R.
- 5.11. *Bus Hub Interchanges:* These improvements are spread across six sites, and deliver a range of improvements including upgraded passenger waiting facilities at bus stops, as well as passenger information facilities.

## **6. Deliverability**

- 6.1. Given the ambitious level of funding contained in this bid, it is appropriate and necessary for consideration to be given to the deliverability of the projects listed above.
- 6.2. The Highway Improvements Team have therefore been extensively consulted in the preparation of the bids, and have concluded that, whilst

challenging, the schemes above are able to be delivered within the prescribed programmes.

## **7. Equality and Engagement Implications**

- 7.1. The Council is subject to the Public Sector Equality Duty (Wales) and must, in the exercise of their functions, have due regard to the need to:
- 7.2. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- 7.3. Advance equality of opportunity between people who share a protected characteristic and those who do not.
- 7.4. Foster good relations between people who share a protected characteristic and those who do not.
- 7.5. Our Equality Impact Assessment process ensures that we have paid due regard to the above.
- 7.6. If approved, the projects will consider their equality impacts more fully at the appropriate design stages when they will be screened in their own right. These transport infrastructure projects will all serve to improve public amenity, connectivity and access and will be the subject of consultation as appropriate. Close consultation with local disability and access groups will be undertaken to ensure accessibility for all.

## **8. Financial Implications**

- 8.1. The schemes described in this report, rely upon the Active Travel Fund, Local Transport Fund and Local Transport Network Fund to provide grant funding to secure their delivery.
- 8.2. The majority of schemes are 100% reliant upon grant to secure their delivery, but a small number also include a match fund element which will be required to achieve full grant spend. Match funding has been included where possible in order to enhance the chances of the schemes securing grant funding. The schemes which will offer match funding are set out below.
- 8.3. Swansea Central Bridge – Active Travel Fund: The Swansea Central Project has been allocated a budget of £14.6million for the development of the first phase of development (Cabinet Approval – 29<sup>th</sup> November 2019). As part of this first phase of work, the Council will be delivering a City Centre Arena and bridge, to link this new development back to the City Centre retail core. The Council has made an application to the Active Travel Fund to offset the capital cost of this infrastructure, whilst also offering a match funding contribution to the Welsh Government in exchange.

- 8.4. The bridge is to be delivered over two years. The Council will provide £1.209million, with a further £1.229million provided by the Active Travel Fund in 2019/20. A further £1.209 million is also forecast to be provided by the Active Travel Fund in 2020/21, again match funded by the Council with a further £1.209million. Summarised in the table below:

**Table Three – Swansea Central Bridge Spend Profile (Proposed)**

	2019/20 (£k)	2020/21 (£k)	Total (£k)
Swansea Council Funding	1209	1209	2418
Active Travel Fund	1229	1209	2438
		<b>Grand Total</b>	4856

- 8.5. Baldwins Bridge – Local Transport Fund: This project is listed as providing £100k match funding in 2019/20. This is expected to be delivered via S106 that has been secured by Neath Port Talbot CBC from the Swansea University Bay Campus development. Failure to attribute these funds to the Baldwins Bridge project may result in the grant being fully claimed.
- 8.6. Broadway Interchange – Local Transport Fund: £100k has been secured from the Ty Coch College development by means of S106. This funding has been transferred to Swansea Council and is available to match fund this project.
- 8.7. The Welsh Government’s Transport Capital Infrastructure grants will require that all spend is done in accordance with the Council’s Contract Procedure Rules.
- 8.8. If the funding bids are successful, the Welsh Government will require the funding to be fully spent and claimed by the end of March 2020.

## **9. Legal Implications**

- 9.1. When delivering Transport Schemes, compliance will be required with the relevant Highways and Transport Act measure and guidelines. The Active Travel (Wales) Act 2013 puts an obligation on local authorities to provide walking and cycling infrastructure.
- 9.2. It will be necessary to ensure that all terms and conditions attached to external grant funding are complied with and that the Council’s Financial Procedure Rules Regarding Grant Applications and Acceptances are followed.
- 9.3. Land agreements whether by purchase or lease will be in place prior to the commencement of scheme construction and delivery.
- 9.4. Planning Consents may be required for the following schemes:

- a. Baldwins Bridge: Planning Consent will be required to ultimately facilitate the delivery of this project.
- b. Active Travel Scheme Development: works to deliver the active travel schemes may require land purchase and planning consent where the works fall outside of the permitted development regulations and Council land ownership.
- c. Strategic Bus Corridors: The vast majority of this scheme involves changes to the highway network and as such would fall under permitted development and would not therefore require a planning application. The scheme may however require planning applications where bus shelters are installed at new sites, particularly those that will host advertising panels. Planning Permission will therefore be sought as appropriate.

9.5. Separate legal advice will need to be sought regarding any contract and procurement issues relevant to the schemes.

**Background Papers:** Active Travel Fund, Local Transport Fund and Local Transport Network Fund Bid Documents.

**Appendices:**

Appendix A – Equality Impact Assessment Screening