

Enfield Council Predictive Equality Impact Assessment/Analysis

Department:	Regeneration & Environment	Service:	Traffic & Transportation
Title of decision:	Cycle Enfield proposals for the A1010 South	Date completed:	27/06/2016
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Equality Act 2010 – Section 149

Public sector equality duty

- (1) A public authority must, in the exercise of its functions, have due regard to the need to -
 - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- (2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
 - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- (4) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- (5) Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
 - (a) tackle prejudice, and

(b) promote understanding.

(6) Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.

(7) The relevant protected characteristics are—

age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

(8) A reference to conduct that is prohibited by or under this Act includes a reference to—

(a) a breach of an equality clause or rule;

(b) a breach of a non-discrimination rule.

(9) Schedule 18 (exceptions) has effect.

Type of change being proposed: (please tick)

New project	<input checked="" type="checkbox"/>	Policy change or new policy	<input type="checkbox"/>	Grants and commissioning	<input type="checkbox"/>	Budget change	<input type="checkbox"/>
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1 *Describe the change, why it is needed, what is the objective of the change and what is the possible impact of the change:*

Background

With traffic levels increasing year on year, air quality will get worse and Enfield's roads will eventually grind to a halt. This will be exacerbated by the expected increase in the population by an additional 80,000 by 2040. Doing nothing is not an option. The Cycle Enfield programme is an opportunity to start addressing these problems by enabling residents to consider making journeys by bike instead of the car. Cyclists are able to make more efficient use of road space relative to all other modes of surface transport except buses and do not emit pollution. Cycle Enfield will also enable us to make significant public realm improvements at town centres along the route, thereby making them more attractive and encourage people to spend more time and money in local shops and restaurants.

Cycle Enfield is about delivering a network of safe, direct and legible cycle routes and a programme of supportive measures to encourage more people to cycle. This will deliver many economic, health and transport benefits for local residents, businesses and visitors to Enfield.

Between 20 November 2015 and 20 March 2016, Enfield Council undertook a public consultation on the A1010 South scheme. We wrote to all properties within 400 metres of the proposed route, inviting local residents and business owners/managers to attend an exhibition and participate in the consultation. We also consulted residents associations, disability groups, cycling groups, the Metropolitan Police, London Ambulance Service and London Fire Brigade, transport user groups and bus operators. Detailed information on the proposals was published at <http://cycleenfield.co.uk/have-your-say/a1010-south-scheme-consultation/>. We provided copies of the consultation documents to those people that requested them in hard copy.

The focus of the A1010 South consultation was about shaping the scheme to provide high quality, segregated facilities to encourage more people to cycle whilst meeting the needs of residents, businesses and visitors to Enfield. Enfield Council received a total of 377 responses to the online consultation. The majority of respondents supported the overall proposals with 45.1% (170) fully supporting and 5.6% (21) partially supporting the scheme. 47.2% of respondents (178) did not support the scheme and 2.1% (8) either had no opinion or were unsure.

Proposal

The A1010 South is the second of our main road cycling schemes and involves the installation of lightly segregated cycle lanes on both sides of the A1010 South between Lincoln Road and Fairfield Road. Additional traffic lights will be installed to remove conflicts and enable cyclists to pass safely through junctions. The scheme also involves significant public realm improvements at Edmonton Green. To accommodate the new cycle lanes, it will be necessary to remove all central refuges and right turn pockets. Relevant guidance, best practice and further engagement with stakeholder groups will help to develop the detailed designs and address comments and concerns raised by or on behalf of older people and those with disabilities.

Officers have carefully considered the concerns and issues raised in the consultation with respect to equalities, and have already made a number of design changes e.g. the introduction of buffer strips at bus stop boarders. Any remaining concerns will be addressed during the detailed design phase and statutory consultation.

Comments from Key Stakeholders

Below are common issues raised by respondents, with officer responses shown in italics:

Concerns about cyclists' behaviour

These will be addressed by cycle training and enforcement.

Concerns that a loss of parking will prevent carers and nurses from doing their jobs

This will be addressed during the detailed design phase and statutory consultation.

Concerns about the arrangements for pedestrians at bus stop boarders and bus stop by-passes

Bus stop boarders and bus stop bypasses have been successfully introduced in Camden, Central London and Lewes. Accident rates did not go up and people soon got used to the new arrangements. As a result of comments received, we have incorporated a 500mm wide buffer between the kerb and the cycle lane at most bus stop boarders.

Concerns about the impact on emergency services, especially ambulances

Overall, the emergency services support the proposals. Traffic lanes will be 3.25 metres wide to accommodate buses, fire engines and refuse collection vehicles etc. and ensure that emergency response times are achieved.

Concerns about the needs of the visually impaired
We will follow the relevant guidance during the detailed design phase.

Concerns about special needs pupils, who need to be collected by school bus
This will be reviewed during the detailed design phase and statutory consultation

Concerns about Dial-a-Ride services
Dial-a-Ride vehicles will be able to stop briefly in lightly segregated cycle lanes to pick up and set down passengers

Concerns about the lack of regard for easy access parking needs of disabled people/ blue badge holders/ elderly and infirm
This will be reviewed during the detailed design phase and statutory consultation

Concerns about loss of parking outside cafes and shops
This will be reviewed during the detailed design phase and statutory consultation

Concerns that disabled patients will find it more difficult to park close to the surgery
This will be reviewed during the detailed design phase and statutory consultation

Allocation of funding
The Mini Holland funding can only be spent on the Mayor's Cycle Vision for London

Below are the comments of disabilities groups and access consultants consulted relevant to the EQIA.

Centre for Accessible Environments (CAE)

Concern about pedestrians and cyclists having to share the same space alongside the carriageway
Flush demarcation strips and different colour/tone surfacing will be used to reduce the risk of cyclists straying in the footway and vice versa.

Concern that tactile clues, seating and resting points could be removed in the decluttering exercise
During the detailed design phase, we will review existing signage and street furniture to determine those items that are to be removed and those that are to be retained.

Concern about people alighting from vehicles, particularly those with mobility or sight impairments and young children, with traffic on one side and cyclists on the other.

A buffer strip will be provided between the parking bay and the cycle lane to reduce the risk of conflicts – this will be developed further as part of the detailed design.

Concern about cycle lanes at footway level

There are sections, particularly on the eastern side of the A1010, where cycle lanes are at the same level as footways. These will be developed further as part of the detailed design but different materials and a separation strip will be used to reduce the risk of cyclists straying in the footway and vice versa.

Concern about shared space

The use of pedestrian/cycle shared space has been kept to a minimum. These areas will be developed further as part of the detailed design process to incorporate features (such as tactile paving) to reduce the risk of conflict between pedestrians and cyclists.

Concerns about the bus stop bypass layout for those people with mobility or sensory impairments and parents with young children having to cross the cycle lane to reach the bus.

Contrasting materials and signage will also be developed as part of the detailed design to minimise the risk of conflict between cyclists and people with impaired mobility or sensory impairments as much as possible.

Concerns regarding the bus stop boarder layout for those people with mobility or sensory impairments and parents with young children having to cross the cycle lane to reach the bus

All bus stop boarders will include a 0.5 m buffer strip to assist people stepping off buses. Contrasting materials and signage will also be developed as part of the detailed design to minimise the risk of conflict between cyclists and people with impaired mobility or sensory impairments as much as possible.

Provision of facilities for disabled people at raised tables and junction treatments

Facilities e.g. dropped kerbs and tactile paving will be installed at raised tables and junction treatments in accordance with relevant guidance and standards.

Additional cycle parking should include an adequate element of parking suitable for accessible bicycles and tricycles.

Parking for accessible bicycles and tricycles can be considered as part of the detailed design.

Seating should accommodate a range of users, some should have high backs and arms for support (seating should be provided at least every 50 metres to allow people to rest on longer routes)

Seating can be considered as part of the detailed design.

Planting and other street furniture can be useful in assisting wayfinding but it should be carefully placed so as not to create obstacles.

Public realm enhancements will take account of good practice in relation to inclusive design and inclusive environments.

Corduroy tactile paving should be placed on pedestrian only paths where they meet the cycle track, to indicate to blind and partially sighted people that the route is shared with cyclists

Corduroy tactile paving will be installed on pedestrian only paths in accordance with relevant guidance and standards.

Shared use tracks alongside the carriageway should be lit to provide adequate safety and personal security for use at all times of day or night.

We will review lighting levels during the detailed design phase

Royal National Institute for the Blind (RNIB)

No comments or suggestions were received from the RNIB

Guide Dogs

No comments or suggestions were received from Guide Dogs

Age UK

No comments or suggestions were received from Age UK

Over 50s Forum

No comments or suggestions were received from the Over 50s Forum, although several respondents endorsed the statement that the Over 50s Forum submitted in connection with the A105 consultation.

Enfield Disability Action

No comments or suggestions were received from Enfield Disability Action

Enfield Vision

No comments or suggestions were received from Enfield Vision

2 Do you carry out equalities monitoring of your service? If No please state why?

The 'service' in this instance relates to users of the A1010 South corridor, including residents, businesses and community uses located along the route. However, there is limited specific information about the characteristics of the range of service users, which includes private vehicle users; taxis/minicab users; bus users; dial-a-ride users; pedestrians and cyclists. This is partly due to the range of organisations involved in providing services and partly due to the difficulty in collecting relevant equalities monitoring data.

Some context about the areas served by the A1010 South corridor is provided in the 2011 Census and the analysis included in the [ward](#)

[profiles](#) for Edmonton Green, Haselbury, Jubilee, Lower Edmonton and Ponders End wards. The table below summarises some of the relevant characteristics of the key indicators and compares these to the borough average:

	Aged 65+	Health/Disability¹
Borough	12.7%	7.3%
Edmonton Green	8.6%	7.9%
Haselbury	9.8%	7.1%
Jubilee	11.9%	8.0%
Lower Edmonton	10.0%	7.8%
Ponders End	9.4%	7.2%

1. Persons with long term health problems/disability - limiting a lot

This suggests that a lower than average proportion of people living in the five wards are 65 or over (particularly in Edmonton Green and Ponders End wards). It is also clear that a significant number of residents have a long term health problem or disability that is significantly limiting, albeit the proportions are either around or above the borough average.

The section below summarises the equalities monitoring carried out in relation to the A1010 South consultation itself. This highlights the support/partial support for the scheme peaks at age 60-64; that men are more positive about the proposals than women; and that the majority of disabled people did not support the proposal. To address these concerns there will need to be continuing engagement with all affected parties, both to help inform the detailed designs and to address identified issues and concerns post-implementation.

Protected characteristic: Age

Of the 377 people who responded to the online consultation 5.6% (21) are aged 0-24, 67.9% (256) are aged 25-64, 23.6% (89) are 65 and above and 2.9% (11) preferred not to say.

Below is a table showing how the level of support for the proposals varies with age. The table excludes the responses of 10 people who preferred not to tell us their age.

Level of support	Age Group																	
	0-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75-79	80-84	85+
Support	2	0	3	2	6	14	21	20	21	15	17	14	14	11	5	2	2	0
Don't support	3	0	0	2	2	2	7	4	14	16	21	13	28	26	14	8	7	4
Partially support	0	0	0	0	1	1	2	0	2	3	2	2	2	2	1	1	0	0
Not sure	0	0	0	0	0	0	0	0	0	0	0	0	1	1	0	0	0	0
No opinion	0	0	0	1	0	0	0	0	0	0	0	0	0	1	1	3	0	0
Total	5	0	3	5	9	17	30	24	37	34	40	29	45	41	21	14	9	4

From the above table it is apparent that:

- The level of support increases with age (full + partial) until 44 years and then tails off
- Respondents aged 60-64 submitted more responses than any other group
- The level of objections is greatest in the 60-64yrs age group

Protected characteristic: gender

Of the 377 people who responded to the online consultation 56.2% (212) are male, 39.0% (147) are female, 0.8% (3) are transgender and 3.7% (14) preferred not to say.

Below is a breakdown showing how the level of support for the proposals varies by gender.

Level of Support	Gender				Total
	Female	Male	Transgender	Prefer not to say	
Support	52	117	0	1	170
Don't support	80	87	1	10	178
Partially support	10	8	1	2	21
Not sure	1	0	1	0	2
No opinion	4	1	0	1	6
Total	147	213	3	14	377

From the above table it is apparent that:

- 42.2% of women who responded to the consultation support the proposals (full + partial)
- 58.7% of men who responded to the consultation support the proposals (full + partial)
- 33.3% of transgender people who responded to the consultation support the proposals (full + partial)

Protected characteristic: disability

Of the 377 people who responded to the online consultation 3.7% (14) are limited a lot by a health problem or disability, 7.7% (29) are limited a little by a health problem or disability, 81.7% (308) are not affected by a health problem or disability and 6.9% (26) preferred not to say.

Below is a breakdown showing the level of support for the proposals from respondents who have a health problem or disability.

Level of Support	Number of respondents with a health problem/ disability
Support	10
Don't support	26
Partially support	3
Not sure	2
No opinion	2
Total	43

From the above table it is apparent that 30.2% of respondents with a health problem or disability support the proposals (full + partial), 60.5% don't support the proposals and 9.3% are not sure or had no opinion.

3. Equalities Impact Indicate Yes, No or Not Known for each group	Disability	Gender	Age	Race	Religion & Belief	Sexual Orientation	Gender reassignment	Pregnancy & Maternity	Marriage & Civil Partnerships
Does equalities monitoring of your service show people from the following groups benefit from your service? (recipients of the service, policy or budget, and the proposed change) ¹	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Does the service or policy contribute to eliminating discrimination, promote equality of opportunity, and foster good relations between different groups in the community?	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
*Could the proposal discriminate, directly or indirectly these groups?	No	No	No	No	No	No	No	No	No
Could this proposal affect access to your service by different groups in the community?	Yes	No	Yes	No	No	No	No	No	No
Could this proposal affect access <u>to information</u> about your service by different groups in the community?	No	No	No	No	No	No	No	No	No
Could the proposal have an adverse impact on relations between different groups?	No	No	No	No	No	No	No	No	No
<p>¹ Although not directly supported by primary data, it is likely that all of the protected groups are users of the A1010 South corridor</p> <p>If Yes answered above – please describe the impact of the change (including any positive impact on equalities) and what the service will be doing to reduce the negative impact it will have.</p> <p>*If you have ticked yes to discrimination, please state how this is justifiable under legislation.</p> <p>The two protected groups impacted by the A1010 South proposals are Age and Disability. The preliminary designs have been amended to take account of comments, concerns and suggestions received and thereby prevent, reduce or mitigate any negative impacts as follows. Further changes will be made during the detailed design phase following input from specialist consultants and/or representatives of</p>									

relevant organisations.

Protected characteristic: Age

Positive Impacts

- Providing segregated facilities will have a positive impact by enabling people of all ages to cycle.
- Supporting measures and cycle training for older adults may encourage more to take up cycling and remain physically active.

Negative Impacts

Impact	Mitigation
Possible conflict with cyclists at bus stop boarders	Installation of buffer strips, ramps, signage and distinctive paving to inform cyclists that they are entering an area used by pedestrians and must give priority to pedestrians. Publicity campaign to be launched prior to and following opening of route to inform pedestrians and cyclists how to use the new facilities.
Possible conflict with cyclists if pedestrians drift into parallel cycle track and vice versa	Existing footway widths have been maintained (including those in town centres) and new cycle tracks will be designed with a contrasting surface and clear markings to minimise risk.
Longer distance to walk to some bus stops	Most bus stops are kept in or close to their current locations. However, bus stop LA is amalgamated with bus stop LB near Nightingale Road, but is still within TfL's 400m standard.
Loss of pedestrian refuges and right turn pockets	The general narrowing of traffic lanes is expected to reduce vehicle speeds along the corridor, potentially making it safer to cross away from formal crossing points.
Change in road layout could result in short term uncertainty whilst all road users adapt to the new road layout	Publicity campaign to be launched prior to and following the opening of route to inform pedestrians and cyclists how to use the new facilities.
Loss of parking between Houndsfield Road and Southfield Road could make it more difficult for older people to access local facilities.	During the detailed design and statutory consultation we will review parking provision in the vicinity of NHS primary care centres, pharmacies, podiatrists, post offices, hairdressers, barber shops and local supermarkets etc. along this section of the corridor.

Protected characteristic: Disability

Positive Impacts

- Side road entry treatments at Fairfield Road, Brettenham Road and Osman Road will make it easier for wheelchair users and people with restricted mobility to cross the side roads
- Supporting measures and cycle training for older adults may encourage more to take up cycling and remain physically active.

Negative Impacts

Impact	Mitigation
Possible conflict with cyclists at bus stop boarders	Installation of buffer strips, ramps, signage and distinctive paving to inform cyclists that they are entering an area used by pedestrians and must give priority to pedestrians. Publicity campaign to be launched prior to and following opening of route to inform pedestrians and cyclists how to use the new facilities.
Possible conflict with other roads users in 'shared space' areas.	Shared surface treatments are only proposed at localised areas e.g. at the mouth of Bridge Road and Cleveland Road. The detailed designs will be developed in conjunction with local groups and or specialist advisers, but will involve the use of contrasting materials, tactile surfaces, low kerbs and other measures to help blind and partially sighted pedestrians navigate safely.
Loss of parking for blue badge holders	Blue badge holders will continue to be able to park in marked bays on-street and in off-street car parks for free. Dedicated blue badge bays could be included in the final design or post-implementation if necessary.
Reduced opportunity for dial-a-ride, taxis/minicabs to pick up and set down	The traffic orders will be drafted to enable Dial-a-Ride vehicles and taxis and minicabs transporting Taxi card holders to set down and pick in lightly segregated cycle lanes. The maximum period that such a vehicle can stop will be determined in consultation with relevant disability groups.
Change in road layout could result in short term uncertainty and confusion whilst all road users adapt to the new	Prior to completion, targeted engagement with a wide range of local disability groups to raise awareness of the scheme and its possible impacts. Post completion, provision of advice and/or

road layout	training in use of new facilities.
Loss of parking between Houndsfield Road and Southfield Road could make it more difficult for people with disabilities to access local facilities.	During the detailed design and statutory consultation we will review parking provision in the vicinity of NHS primary care centres, pharmacies, podiatrists, post offices, hairdressers, barber shops and local supermarkets etc. along this section of the corridor.

4. Tackling Socio-economic inequality Indicate Yes, No or Not Known for each group	Communities living in deprived wards/areas	People not in employment, education or training	People with low academic qualifications	People living in social housing	Lone parents	People on low incomes	People in poor health	Any other socio-economic factor Please state;
Will the proposal specifically impact on communities disadvantaged through the following socio-economic factors?	Yes	Yes	Yes	No	No	Yes	Yes	
Does the service or policy contribute to eliminating discrimination, promote equality of opportunity, and foster good relations between different groups in the community?	Yes	Yes	Yes	No	No	Yes	Yes	
Could this proposal affect access to your service by different groups in the community?	Yes	Yes	Yes	No	No	Yes	Yes	
<p>If Yes answered above – please describe the impact (including any positive impact on social economic inequality) and any mitigation if applicable.</p> <ul style="list-style-type: none"> The A1010 South scheme will have a positive impact on people living in deprived wards/areas by improving air quality and personal health and fitness. Any shift from public transport or car use to cycling has the potential to increase financial resilience by reducing spend on travel costs. The A1010 South scheme will have a positive impact on people who are currently unemployed by making it easier for them to attend 								

training courses and job interviews.

- The A1010 South scheme will have a positive impact on people with low incomes as travelling by bike is a cheaper alternative than travelling by car or public transport.
- The A1010 South scheme will have a positive impact on people in poor health by improving air quality, increasing physical activity and helping to tackle obesity. Physical activity has been shown to reduce long-term conditions (heart disease, diabetes, musculo-skeletal problems, and mental illness by 20 – 40% depending on the condition.

5. Review

How and when will you monitor and review the effects of this proposal?

Monitoring and evaluation will take place throughout the life of the scheme.

Due to the difficulty in obtaining primary data about the characteristics of users of the A1010 South corridor, monitoring will take the form of continued engagement with key stakeholders representing the interests of older people and disabled people. One option would be the setting up of an equalities advisory group(s) to initially advise on the detailed design of the scheme, to provide feedback on its impact once implemented and to help identify further practical mitigation measures.

Enfield Council Predictive Equality Impact Assessment/Analysis

Action plan template for proposed changes to service, policy or budget

Title of decision: Cycle Enfield proposals for the A1010 South

Team: Traffic & Transportation

Department: Regeneration & Environment

Service manager: David B Taylor

Identified Issue	Action Required	Lead Officer	Timescale/ By When	Costs	Review Date/ Comments
Stakeholder engagement	Hold Partnership Board meetings at key points Improve dialogue with disability groups and others to help inform detailed designs and throughout construction period	Traffic & Transportation	Ongoing	Fully funded by Transport for London	
Continue to minimise equalities barriers throughout detailed design, statutory consultation and implementation	Review/benchmark with models of good practice and attend training and workshops if appropriate Establish specialist advisory group or seek specialist consultancy support to assist with the detailed design of the scheme	Traffic & Transportation	Ongoing	Fully funded by Transport for London	
Scheme publicity	Develop campaign aimed at relevant protected groups to highlight the changes to the road	Traffic & Transportation	During construction and after opening of relevant sections of A1010 South route	Fully funded by Transport for London	

	layout				
Monitoring	Establish local stakeholder group(s) to provide feedback on the impact of scheme on relevant protected groups	Traffic & Transportation	Ongoing	Fully funded by Transport for London	
Access to service for all	Continue to promote cycling to relevant protected groups to increase take up of cycling	Traffic & Transportation	Ongoing	Fully funded by Transport for London	
Retrospective EQIA	Arrange for a retrospective EQIA to be carried in conjunction with relevant stakeholders/special advisors.	Traffic & Transportation	30/06/2018	Fully funded by Transport for London	

Date to be Reviewed: ...1st July 2017.....

APPROVAL BY THE RELEVANT ASSISTANT DIRECTOR - NAME: Bob Griffiths **SIGNATURE:**...



This form should be emailed to joanne.stacey@enfield.gov.uk and be appended to any decision report that follows.