

Enfield Council Predictive Equality Impact Assessment/Analysis

Department:	Regeneration & Environment	Service:	Traffic & Transportation
Title of decision:	Cycle Enfield proposals for Enfield Town	Date completed:	02/11/2016
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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 is likely to deteriorate and Enfield's roads will suffer from significant congestion. 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 short 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 in the town centre, thereby making it 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 25 September 2015 and 18 December 2015, Enfield Council undertook a public consultation on the Enfield Town scheme. We wrote to all properties within a 1Km radius of the centre of the town centre, 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, the London Ambulance Service and the London Fire Brigade, transport user groups and bus operators. Detailed information on the proposals was published at <http://cycleenfield.co.uk/have-your-say/enfield-town-consultation/>. We provided copies of the consultation documents to those people that requested them in hard copy.

The focus of the Enfield Town 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.

Proposal

Enfield Town is the fourth of our main road cycling schemes to be delivered and involves the installation of lightly segregated cycle lanes on both sides of Cecil Road and public realm improvements along Church Street. Additional traffic lights will be installed to remove conflicts and enable cyclists to pass safely through junctions. The scheme also involves two widened pedestrian crossings in Church Street, public realm improvements at Fountain Island and at the plaza in front of Enfield Town station, and a new link connecting the Town Park with the library. 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.

Centre for Accessible Environments

We commissioned Centre for Accessible Environments (CAE) to undertake a design appraisal of the amended proposal for Enfield Town from an accessibility perspective. Officer responses are shown in italics.

Officers have carefully considered the concerns and issues raised by the Centre for Accessible Environments 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.

Concern about cyclist/pedestrian conflict at bus stop boarders

Bus stop boarders 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 consultation on the A105 and A1010 South schemes, we have incorporated a 500mm wide buffer strip between the kerb and the cycle lane at most bus stop boarders. Any remaining concerns will be addressed during the detailed design phase and statutory consultation. Site visits will be arranged with disability groups to enable their members to familiarise themselves with bus stop boarders. Travel ambassadors will be deployed at bus stop boarders to explain how they work and to monitor usage.

Concern about the safety of pedestrians crossing the cycle lane at bus stop by-passes

Monitor results of zebra crossing trials and address any outstanding concerns during the detailed design phase and statutory consultation.

Good colour contrast will be provided between the cycle lane and pedestrian areas and delineation between the two routes.

Concern about controlled crossings with cycle lane at footway level (raised table)

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

Concern about a lack of facilities to assist pedestrians when crossing the service road and cycle lane in order to reach a bus stop

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

Concern about the number of designated blue badge parking bays provided on-street

The proposal represents an increase of three disabled parking spaces. However, in addition to dedicated bays, blue badge holders are also able to park at present on both single and double yellow lines at times when there are no loading restrictions. This amounts to some 6-8 spaces in Church Street/The Town and 9-10 spaces on the eastern side of London Road. As part of the detailed design, additional provision for blue badge holders will be investigated and implemented where feasible.

Concern about a lack of brown-badge parking spaces

Brown-badge bays for older drivers are provided within off-street car parks and these are unaffected by the proposals.

Concern about loading bays between the cycle lane and the carriageway

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

Concern about delineation between different uses

Relevant guidance will be followed to ensure adequate delineation between different uses

Concern that raised tables are misread or misunderstood by users, particularly children and those with visual impairment

The size and design of raised tables will be addressed during the detailed design phase and statutory consultation

Concern that waiting passengers may not be seen by the bus driver

Bus shelter locations and specifications will be agreed with TfL Buses

Other design considerations:

Where street furniture is being removed e.g. railings you should ensure they are not being used by pedestrians as rest points.

Items to be removed as part of the site clearance will be determined during the detailed design phase and statutory consultation

Any public realm enhancements should take into account good practice in relation to inclusive design and inclusive environments.

We will follow relevant guidance in relation to falls, gradients and kerb upstands

Appropriate tactile paving should be used in line with current best practice guidance.

We will follow relevant guidance when designing crossing points and shared surface areas.

Visual contrast between the different uses i.e. carriageway/cycle lane/pavement provide an important visual clue to all users of their usage

We will follow the relevant guidance when specifying paving materials

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

We will specify appropriate types and quantities of seating during the detailed design phase

Planting and other street furniture can be useful in assisting wayfinding

We will follow good practice principles during the detailed design phase to avoid creating obstacles

Bus stop shelter design needs to be carefully considered to ensure that they provide adequate transparency for bus users and cyclists to see each other.

We will agree the design and location of any bus stops with TfL Buses

Parking and drop off points are also essential for many non-disabled drivers who may be dropping off or picking up disabled people, carers or accessible bus schemes (dial-a-ride etc). It is particularly important that these facilities are available close to shops, churches, public buildings, day centres and any residential schemes.

We will review the provision of parking and drop-off points during the detailed design phase and statutory consultation.

Sufficient loading bays should be provided as required and these should ensure that their locations does not impact on the availability of accessible parking bays or cause other obstructions to pedestrians or sightlines.

We will review the provision of loading bays during the detailed design phase and statutory consultation

Cycle parking should also include an adequate element of parking suitable for accessible bicycles and tricycles.

We will determine the locations of on-street cycle parking during the detailed design phase and statutory consultation.

Behaviour of the use of the various elements should be monitored post implementation, in particular the behaviour of pedestrians and cyclists with focus on the elements of concern above as well as crossing areas.

We will carry out year on year monitoring to assess how many people are using the new facilities and determine whether the scheme objectives have been met

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

The 'service' in this instance relates to users of Enfield Town Centre, 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 Enfield Town centre is provided in the 2011 Census and the analysis included in the [ward profiles](#) for Grange, Highlands, Southbury and Town wards. The table below summarises some of the relevant characteristics of the key indicators and compares these to the borough average:

	Aged 65+	Health/Disability ¹
Borough	12.8%	7.3%
Grange	19.8%	6.2%
Highlands	19.7%	7.5%
Southbury	10.0%	6.9%
Town	15.8%	6.3%

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

This suggests that a higher than average proportion of people living in Grange, Highlands and Town wards are 65 or over and that a lower than average proportion of people living in Grange, Southbury and Town wards have a long term health problem or disability that is significantly limiting.

3. Equalities Impact

Indicate Yes, No or Not Known for each group

[illegible]

discrimination, promote equality of opportunity, and foster good relations between different groups in the community?									
*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

¹ Although not directly supported by primary data, it is likely that all of the protected groups are users of Enfield Town

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.

*If you have ticked yes to discrimination, please state how this is justifiable under legislation.

The two protected groups impacted by the Enfield Town proposals are Age and Disability. The preliminary design takes account of comments, concerns and suggestions received on the A105 and A1010 South schemes and thereby prevent, reduce or mitigate any negative impacts or potential discrimination as follows. Further changes will be made during the detailed design phase following input from specialist consultants and/or representatives of relevant organisations.

Protected characteristic: Age

Positive Impacts

- Providing segregated facilities will have a positive impact by enabling people of all ages to cycle.
- Reviewing speed limits in Enfield Town centre will improve safety for people of all ages
- Widening the pedestrian crossing between Hatton Walk and the Market Square to 6.0 metres will make it safer and easier for adults

and children to cross Church Street

- Widening the pedestrian crossing near the entrance to Palace Gardens shopping centre to 6.0metres will make it safer and easier for adults and children to cross Church Street
- Providing a wide signalised crossing at the south west corner of Cecil Road will reconnect the park with the town centre
- Installing side road entry treatments at Little Park Gardens, Raleigh Road and Sydney 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, remain physically active and enable them to maintain their independence.

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	The bus stops in Church Street will remain in their current locations. On Cecil Road, bus stop S, east of Raleigh Road, will be merged with bus stops W and X to the east. The bus stand located west of Raleigh Road will be relocated to the Little Park Gardens bus station. The northbound stop on London Road (stop V) will be relocated south and the Genotin Road stop remains in its current location.
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 on-street parking at Church	During the detailed design and statutory consultation we will review parking provision in the

Street and London Road could make it more difficult for older people to access local facilities.	vicinity of banks, barber shops, hairdressers NHS primary care centres, pharmacies, podiatrists, post offices and grocery shops etc. in the town centre.
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Protected characteristic: Disability

Positive Impacts

- Reviewing speed limits in Enfield Town centre will improve safety for able bodied people and people with disabilities
- Providing two additional disabled parking spaces on Church Street will enable people with disabilities to park closer to local facilities
- Widening the pedestrian crossing between Hatton Walk and the Market Square to 6.0metres will make it safer and easier for adults and children to cross Church Street
- Widening the pedestrian crossing near the entrance to Palace Gardens shopping centre to 6.0metres will make it safer and easier for adults and children to cross Church Street
- Providing a wide signalised crossing at the south west corner of Cecil Road will reconnect the park with the town centre
- Installing side road entry treatments at little Park Gardens, Raleigh Road and Sydney Road will make it easier for wheelchair users and people with restricted mobility to cross side roads.
- Supporting measures and cycle training for people with disabilities may encourage more to take up cycling, remain physically active and maintain their independence.

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 in the vicinity of the proposed cycle hub at Genotin Roads and at bus stop boarders. 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 designated bays on-street and in off-street car parks for free. The preliminary design identifies dedicated bays in Church Street (2 bays); Little Park Gardens (2 bays) and The Town (1 bay). In addition, the feasibility of allowing blue badge holders to park in loading bays (at certain times) will be investigated as part of the detailed design. In London Road, the preliminary design has been reviewed in the light of feedback and 1 dedicated bay and sections of single yellow line can be provided to enable blue badge parking for up to 5 vehicles. In addition, the feasibility of allowing access to the loading bay on the western side of London Road will be investigated. These measures should ensure that a reasonable level of on-street parking for blue badge holders can be retained.
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 road layout	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 training in use of new facilities.

Indicate Yes, No or Not Known for each group

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- Indicate Yes, No or Not Known for each group**

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 Enfield Town centre, 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 Enfield Town

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 Review parking provision for blue badge holders as	Traffic & Transportation	Ongoing	Fully funded by Transport for London	

	part of the detailed design.				
Scheme publicity	Develop campaign aimed at relevant protected groups to highlight the changes to the road layout	Traffic & Transportation	During construction and after opening of relevant sections of Enfield Town route	Fully funded by Transport for London	
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	05/08/2019	Fully funded by Transport for London	

Date to be Reviewed: ...14 May 2018

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.