

Addressing Inequalities

Equalities Impact Assessment Interim Template – Nov 2010

Surrey County Council Equality Impact Assessment Template

Stage one – initial screening

What is being assessed?	Town Centre Access as part of Cycle Woking Project
Service	Environment and Infrastructure
Name of assessor/s	Paul Fishwick (Cycle Woking Programme Manager), Alan Fordham County Cycling Officer Sarah Akerman Senior Community Travel Advisor John Masson Principal Engineer (Surrey Highways) Lara Curran Climate Change Policy (Woking Borough Council) Kate Mair Cycle Woking Business Support Officer
Head of service	Iain Reeve
Date	23 March 2011
Is this a new or existing function or policy?	Existing

Write a brief description of your service, policy or function. It is important to focus on the service or policy the project aims to review or improve.

Allowing cycling in certain streets within Woking town centre under what is known as shared space was implemented on 3 April 2009, under an experimental order with a permanent order being made on the 2 October 2010. This document is therefore review as an existing scheme.

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.

Equality Group	Positive	Negative	No impact	Reason
Age	X	X		Positive will provide mobility to people of all ages who would not be able to access the town centre. Negative, the project will increase the number of town centre cyclists and their interaction with other town centre users including all age groups.
Gender Reassignment			X	
Disability	X	X		Positive will provide mobility to people of certain disabilities who would not be able to access the town centre. Negative, the project will increase the number of town centre cyclists and their interaction with other town centre users including disabled groups.
Sex			X	
Religion and belief			X	

Pregnancy and maternity			X	
Race			X	
Sexual orientation			X	
Carers			X	
Other equality issues – please state			X	
HR and workforce issues			N/A	Please indicate if a separate EIA needs to be carried out
Human Rights implications if relevant			N/A	

If you find a negative impact on any equality group you will need to complete stage one and move on to stage two and carry out a full EIA.

A full EIA will also need to be carried out if this is a high profile or major policy that will either effect many people or have a severe effect on some people.

Is a full EIA required?	Yes (go to stage two)	No
If no briefly summarise reasons why you have reached this conclusion, the evidence for this and the nature of any stakeholder verification of your conclusion.		
<p>Briefly describe any positive impacts identified that have resulted in improved access or services. Positive on age and disability as this will provide mobility to people of all ages or certain disabilities/health reasons who would not be able to access the town centre. There has been improved access for all ages as well as certain disabled people that can ride a bike into the town centre / railway station.</p>		

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For screenings only:

Review date	
Person responsible for review	
Head of Service signed off	
Date completed	

- Signed off electronic version to be kept in your team for review
- Electronic copy to be forwarded to Equality and Diversity Manager for publishing

Stage 2 – Full Equality Impact Assessment - please refer to [equality impact assessment](#) guidance available on Snet

Introduction and background

<p>Using the information from your screening please describe your service or function. This should include:</p> <ul style="list-style-type: none">• The aims and scope of the EIA• The main beneficiaries or users• The main equality, accessibility, social exclusion issues and barriers, and the equality groups they relate to (not all assessments will encounter issues relating to every strand)
<p>The Cycle Woking Project (a partnership between Surrey County Council and Woking Borough Council) had a two and half year contract with Cycling England/DfT ending on the 31 March 2011.</p> <p>The project identifies a number of schemes within the Cycling Town of Woking related to increasing and improving cycle facilities. Allowing Cycling within the Town Centre of Woking is one of the key schemes within this project.</p> <p>The main beneficiaries are people who wish to access Woking town centre.</p> <p>An experimental order allowing cycling in certain streets was created on 3 April 2009. A series of consultation events took place from that date and the results were reported to the Local Committee for Woking on 2 September 2010.</p>

A permanent order was made at the end of the experimental order on the 2 October 2010. The Local Committee for Woking requested an additional consultation which commenced on 25 October 2010 and is planned to finish on 27 February 2011 (a period of 18 weeks). The results of which will be presented to the next available Local Committee for Woking meeting (28 March 2011).

Following a Stage one assessment, the two equality groups that maybe affected are Age: The project will increase the number of town centre cyclists and their interaction with other town centre users including all age groups.

and Disability: The project will increase the number of town centre cyclists and their interaction with other town centre users including disabled groups.

Now describe how this fits into 'the bigger picture' including other council or local plans and priorities.

The work carried out under the Cycle Woking Project is aligned with the County Council's Local Transport Plan (Accessibility), whereby people are encouraged to use more sustainable modes of travel, such as walking, cycling and public transport, connecting people to places. The improvements created through the Cycle Woking work are aligned to cycling but also benefit walking and connect to public transport facilities, especially railway stations and in this scheme the busy Woking railway station with approximately 7.5m passenger journeys per annum.

This scheme also concurs with the Borough Council's Climate Change Policy, whereby short journeys are made by more sustainable modes of travel.

Developing 'Shared-Use' within town centre environments is encouraged through national policy as follows:

Local Transport Note 2/04, Manual for Streets 2 (September 2010) (see further details below).

Evidence gathering and fact-finding

What evidence is available to support your views above? Please include a summary of the available evidence including identifying where there are gaps to be included in the action plan.

Remember to consider accessibility alongside the equality groups

Woking key demographics:

Population: 92,200 in 2008

19.2% aged 14 or under, 66.1% aged between 15 and 64, 14.7% aged 65 or over (2001 Census)

48.8% male, 51.2% female (2001 Census)

8.7% ethnic minority population - largest BME group live in Maybury and Sheerwater (34% BME) (2001 Census)

Business information:

Total number of employees in Woking borough was 45,822 in 2007 (Nomis, 2009)

4,618 businesses in Woking in 2007 (Nomis, 2009). The banking, finance and insurance sector has the highest proportion of firms.

Woking town centre and similar national schemes

Allowing cycling within the town centre creates an improved direct access for cyclists wishing to visit the town centre shopping areas, businesses and railway station, or using the town centre as a direct cross-town route.

Many towns and cities across the UK and Europe have allowed similar shared space access, such as Brighton, Exeter, Cambridge, and Darlington.

During the 17-month consultation period (April 2009 to August 2010), Cycle Woking did not receive any reports relating to incidents between pedestrians and cyclists within the shared-space areas, and 'incidents' during the 18-week consultation are detailed below (see page 11).

Over the last 2 years, no reported incidents have been received between pedestrians and cyclists in Darlington, Brighton or Exeter's similar shared space areas within their respected town/city centres.

National Policy – Shared Use Spaces

Government guidance on shared use spaces has evolved in recent years. The advice used to be that cyclists and pedestrians should be segregated, but this has subsequently been changed to encourage a sharing of space. For example, Transport Policy note 2/04 states that:

The reasons that cycling in the town centre at all times was proposed were as follows:

'Studies (by Transport Research Laboratory) have shown that there are no real factors to justify excluding cyclists from pedestrianised areas – accidents between pedestrians and cyclists in these circumstances are very rare. At low flows they mingle readily. When pedestrian density increases cyclists behave accordingly by slowing down, dismounting, or taking avoiding action as required.

'Pedestrianised areas are typically located in the core area of a town or city, and as such, can form a barrier to direct through-routes for

cyclists. Cyclists often need access to pedestrianised areas to reach their workplace, shops or other destinations.'

This view is also corroborated by the Government's **Manual for Streets** which says that:

'Cycle access should always be considered on links between street networks which are not available to motor traffic. If an existing street is closed off, it should generally remain open to pedestrians and cyclists'.

Manual for Streets also states:

"Where there are proposals to introduce vehicle restricted or pedestrianised areas, the starting position should be that cyclists are allowed to continue to use the streets concerned. If there are concerns about conflict between cyclists and pedestrians, the preferred approach is to allow cycling from the outset on the basis of an experimental traffic regulation order and only restrict access when and if the need has been demonstrated. If restrictions on cycling are shown to be necessary, they may only be required at certain times of the day. The restriction periods can always be extended later if the need arises".

However, **Manual for Streets** notes that care is needed in the design of shared spaces to address the concerns of disabled people:

"The fear of being struck by cyclists is a significant concern for many disabled people. Access officers and consultation groups should be involved in the decision-making process."

In this case the Cycle Woking Partnership have consulted with the public including key stakeholders such as the local disabled group and the Older People's Forum and they have put forward their views. However, over 30% of disabled people supported shared space within the town centre.

Local Transport Note 2/04

section 8.2.2 states that:

'For any new pedestrianisation scheme, there should be a presumption that cycling will be allowed unless an assessment of the overall risks dictates otherwise. In conducting this assessment, the risk to cyclists using alternative on-road routes should be taken into account. In this case it would be the busy A320 Victoria Way. This is clearly not a suitable alternative route. This is particularly important if the alternative routes are not safe or direct and cannot be made so.

2) In addition to this, connecting the Cycle Woking radial routes entering the town centre to provide a continuous safe cycle route network.

The Council must balance the potential risk to pedestrians from cyclists with its sustainable transport objectives to encourage cycling and with the risk posed to cyclists by forcing them to use other routes, in this case A320 Victoria Way. Over the last 3 years 6 cyclists have been injured on the A320

between Chobham Road toucan crossing and Victoria Arch. There have been no casualties within the shared-use area of the town centre.

3) The routes through the town centre provide continuity for cross-town cycle journeys utilising the cycle network and enable cyclists to reach their intended destination, for shopping, business, the railway station etc.

Allowing cycling within the town centre needs to look at the possible risks to pedestrians and to be weighed against those faced by cyclists if they are forced onto unsuitable routes, as well as the importance of the route to cyclists'.

It is likely that anyone using a cycle in an anti-social way is likely to cause problems in the town centre even if cycling were not allowed. This would penalise legitimate use, as a result of the actions of a few.

The Local Committee for Woking report is attached for further background information including the 18-week consultation.

Sources of evidence may include:

- Service monitoring reports including equality monitoring data
- User feedback
- Population data – census, Mosaic
- Complaints data
- Published research, local or national.
- Feedback from consultations and focus groups
- Feedback from individuals or organisations representing the interests of key target groups
- Evidence from partner organisations, other council departments, district or borough councils and other local authorities

How have stakeholders been involved in this assessment? Who are they, and what is their view?

See attached Local Committee Report dated 28 March 2011.

The consultation was initially set for a period of 6 weeks. This was subsequently extended to 18 weeks, ending on 27 February 2011.

Extensive marketing was carried out on the consultation with press releases published before and during the consultation period. In addition to this there were five events held in Woking town centre before Christmas on Fridays and three at the end of January to remind people to complete a consultation form. Over 200 people attended these events.

Forms could be completed in online, by post or by telephone. Copies of the forms were also available in Braille.

Summary of Consultation Responses:

The consultation period began on 25 October and ended on 27 February 2011, a period of 18 weeks. During that time 730 responses were received, 560 were made by the electronic on-line system 170 by hard copies and 0 copies were made in Braille.

The Corporate Strategy team within Woking Borough Council has collated the results independently. This team highlighted three weeks before the end of the consultation period that the number of people who had responded within the younger age group (under 25) was low and Surrey County Council's Transportation Studies group employed independent outside staff to carry out a specific survey within the town centre on 16 and 18 February targeting only that age group.

Of the 730 people who responded 60 (8%) stated that they had a disability.

Area A Shared Space

For Area A (Yellow area on shaded map – see Annex A) 483 respondents (66%) **supported** the shared space including 33% of disabled people.

Area A Segregated

The responses to this option were more even, with 344 (47%) **not supporting** this option including 58% of disabled people.

Area B – Shared Space

For Area B (Blue area on shaded map – see Annex A) 480 respondents (66%) **supported** the shared space including 32% of disabled people.

Area B Segregated

The responses to this option were almost equal with 328 (45%) **not supporting** this option including 58% of disabled people.

Conclusions

The majority of respondents (66%) support shared space in area A and area B. There is not a majority of support for segregated spaces.

Reported Incidents

During the Experimental Order period no known incidents were reported to either Surrey County Council or Woking Borough Council within the town centre Areas A or B.

The Local Committee at their meeting on the 2 September 2010 requested that a reporting form be developed to allow people to report any incidents. Following that request Cycle Woking developed an 'Incident Reporting Form' for use from the 25 October 2010 during the consultation period and the response within the town centre is as follows:

- There were 19 incident report forms submitted.
10 of these report forms relate to the town centre (none of the 9 'non-town centre' incidents resulted in an injury).

The town centre reports were as follows:

- 4 report forms related to an area where there already was No Cycling (1 of these included a slight injury in Church Path (Commercial Way to High Street)).
- 3 report forms related to cycling on a footway adjacent to a road.
- 1 report related to a wheelchair user and a pedestrian.
- 1 report related to a cyclist hitting a pedestrian on the hand at a toucan crossing (slight injury).
- 1 report related to a cyclist just missing a pedestrian.

There are around 1,500 cycle journeys into the town centre every working day, therefore approximately, 3,000 cycle trips are made. The incidents (1 near miss) are very low and in this case the person did state that they may have veered towards the cyclist.

The toucan-crossing incident is unfortunate but this type of crossing is shared space for cyclists and pedestrians and is a national standard crossing for this purpose.

Analysis and assessment

Given the available information, what is the actual or likely impact on minority, disadvantaged, vulnerable and socially excluded groups? Is this impact positive or negative or a mixture of both? (Refer to the EIA guidance for full list of issues to consider when making your analysis)

The positive side is that it allows additional and direct access for people of all ages and some disabled people, whereby it allows them to be more mobile and independent.

The negative side is that there has been an increase in cyclists (and possibly pedestrians) into the town centre shared space areas.

The overall conclusion we would reach is that the Experimental (18-month) and Permanent (now 6-month) shared space Order has not led to significant actual problems.

What can be done to reduce the effects of any negative impacts? Where negative impact cannot be completely diminished, can this be justified, and is it lawful?

To reduce the effects of any negative impacts, shared-space signing has been installed to alert people (both pedestrians and cyclists). In addition to this an educational leaflet 'Getting About Town' was published in March 2009 that is designed for pedestrians and cyclists on sharing space.

The use of shared space within the town centre can be justified and is similar to other town and city centres around the country.

The value of the shared space is that it allows cyclists to get to the town centre by safe continuous routes. It also links the cycle paths through the town and is much safer than the surrounding roads.

However, the consultation has shown that the Order can be improved, for example by restricting cycling in Town Square to before 10.30 am and after 4 pm i.e. no cycling between 10.30am and 4pm. This is the busiest area of the town centre and a focal point for people and an area used for specialist markets etc.

This should address some of the concerns reflected by the consultation responses, still allow commuter travel at peak periods, but restrict cycling during peak pedestrian flow periods in the 'focal point' of the town square.

It has also been recommended to the Local Committee that anti social cycling should be tackled through an educational programme developed with Surrey Police (Neighbourhood Team) and other partners, including the Surrey People's Disabled Partnership and Woking Cycle Users Group.

Where there are positive impacts, what changes have been or will be made, who are the beneficiaries and how have they benefited?

It should be noted that many disabled people can regain their mobility with adapted or bespoke cycles, often a trike. This enables them to gain access to locations where they would normally have difficulty. Without allowing cycling within the town centre they would be excluded.

It is also interesting to note that it has been observed that the Age Concern GO 50's Club use the town centre from time to time for their bikes rides.

Increasing cycling and thereby physical activity levels reduces the risk of premature death, and can reduce the development of illnesses such as diabetes and high blood pressure. In surveys carried out for the Cycling Towns, including Woking, forty percent of adults could potentially gain health benefits by starting to cycle.

Carbon reduction benefits could also be generated by increasing the number of people cycling, across a range of trip purposes. Within the same surveys, a third of trips made by non-cyclists of less than three miles were undertaken by car, identifying potential benefits of cycling for these trips. Furthermore,

over fifty percent of commuter trips of less than three miles made by non-cyclists were undertaken by car. Decongestion benefits at peak travel times could be generated if some of these trips were undertaken by bicycle.

If cycling was prohibited from the town centre, the cycle network would not be continuous and people would be forced to use the busy A320 Victoria Way. People new to or returning to cycling are likely to be discouraged from using this road as well as people who are not confident. In addition the A320 Victoria Way does not allow them to continue their journey into the town centre / railway station.

Woking has seen some impressive increases in cycling (as well as walking) and with the above in mind, people are likely to stop cycling to destinations within the town centre or involve journeys across the town centre and therefore the benefits described above to people as well as the environment will not take place.

Recommendations

Please summarise the main recommendations arising from the assessment. If it is impossible to diminish negative impacts to an acceptable or even lawful level the recommendation should be that the proposal or the relevant part of it should not proceed.

The 'hub' to the cycling network across the Woking Borough area is located at Woking railway station / town centre therefore it is so important to enable the modal shift from cars to cycling to continue that the wide streets within the town centre are utilised as shared-space.

The town centre/railway station is where people want to get to (linking people with places) and the routes into this area are direct and continuous.

There have not been any reported incidents in 18 months of the experimental order within Woking, and 'incidents' during the 18-week consultation are listed above.

There is no technical reason to suspend the shared space order, it has proved to be safe, it is fully consistent with Government policy and it is supported by a majority of respondents.

The Local Committee will still be able to review the success or otherwise of allowing cycling within the town centre and take appropriate action on any section that has any repeated incidents.

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Action Plan – actions needed to implement the EIA recommendations

Issue	Action	Expected outcome	Who	Deadline for action
Conflict between cyclists and pedestrians	Continue to monitor 'incidents'	Investigate reported 'incidents'	Cycle Woking Programme Manager	12 months
Anti-social behaviour	Educational programme will be developed with Surrey Police and other partners, including the Surrey People's Disabled Partnership and Woking Cycle Users Group.	Improved understanding of other peoples needs	Cycle Woking Programme Manager	Summer/autumn 2011
Town Square Area.	Amend Traffic Order for Town Square Area	Reduce cyclists through main 'focal point'.	Cycle Woking Programme Manager	Summer 2011
Improve the cycling defined areas	Upgrade signing / lining	Appreciation from cyclists and pedestrians	Cycle Woking Programme Manager	Summer 2011

- Actions should have SMART Targets
- Actions should be reported to the Directorate Equality Group (DEG) and incorporated into the Equality and Diversity Action Plan, Service Plans and/or personal objectives of key staff.

Date taken to Directorate Equality Group for challenge and feedback	
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Review date	
Person responsible for review	
Head of Service signed off	
Date completed	
Date forwarded to EIA coordinator for publishing	

- **Signed off electronic version to be kept in your team for review**
- **Electronic copy to be forwarded to your service EIA coordinator to forward for publishing on the external website**

EIA publishing checklist

- Plain English – will your EIA make sense to the public?
- Acronyms – check that you have explained any specialist names or terminology
- Evidence – will your evidence stand up to scrutiny; can you justify your conclusions?
- Stakeholders and verification – have you included a range of views and perspectives to back up your analysis?
- Gaps and information – have you identified any gaps in services or information that need to be addressed in the action plan?
- Legal framework – have you identified any potential discrimination and included actions to address it?
- Success stories – have you included any positive impacts that have resulted in change for the better?
- Action plan – is your action plan SMART? Have you informed the relevant people to ensure the action plan is carried out?
- Review – have you included a review date and a named person to carry it out?
- Challenge – has your EIA been taken to your DEG for challenge
- Signing off – has your Head of Service signed off your EIA?
- Basics – have you signed and dated your EIA and named it for publishing?