

1. Topic of assessment

EIA title:	Surrey Cycling Strategy
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EIA author:	Helen Treasure
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2. Approval

	Name	Date approved
Approved by¹		

3. Quality control

Version number	1.0	EIA completed	
Date saved	02/12/13	EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Helen Treasure	Senior Projects Coordinator	Surrey County Council	Project coordinator for the Surrey Cycling Strategy
Lesley Harding	Sustainability Group Manager	Surrey County Council	Project director for the Surrey Cycling Strategy

¹ Refer to earlier guidance for details on getting approval for your EIA.

EQUALITY IMPACT ASSESSMENT

5. Explaining the matter being assessed

<p>What policy, function or service is being introduced or reviewed?</p>	<p>This assessment is of the Surrey Cycling Strategy, which aims to get more people cycling more often and more safely. The Surrey Cycling Strategy forms part of the Surrey Transport Plan for 2011 – 2026, however it is broader than transport and has objectives relating to sport, leisure, tourism, health and major events.</p>
<p>What proposals are you assessing?</p>	<p>This assessment looks at the equalities issues in relation to the overall aim ('more people cycling, more safely'), and in relation to the implementation plan, structured under the strategy's 12 objectives. The objectives are as follows:</p> <p>Overarching approach</p> <p>O1 Surrey County Council and the Surrey boroughs and districts will work together to deliver improvements for cycling</p> <p>O2 Surrey County Council and the Surrey boroughs and districts will work together to develop local cycling plans that reflect local priorities and issues</p> <p>O3 We will develop a comprehensive training offer and ensure that cost is not a barrier to learning to ride a bike</p> <p>O4 We will work with partners to ensure that Surrey's economy benefits from more people cycling for every day journeys and from Surrey's role as a centre for cycling.</p> <p>Cycling for transport</p> <p>O5 We will seek funding to improve infrastructure to make cycling a safe, attractive and convenient mode of transport for people of all ages and levels of confidence</p> <p>O6 We will encourage cycling as an inclusive, healthy and affordable means of travel through the provision of information, promotional activities and practical support</p> <p>O7 We will work with Surrey police and other partners to improve cycling safety and encourage respect between different road users through targeted campaigns and initiatives</p> <p>Cycle sport, events, health, leisure and tourism</p> <p>O8 We will promote and encourage cycling for health and leisure</p> <p>O9 We will encourage the provision of off road cycle routes and activities while managing the impacts on Surrey's countryside</p> <p>O10 We will take action to minimise the impacts of high levels of sport cycling on some roads and communities in Surrey</p> <p>O11 We will lobby central government to ensure that the regulations governing events on the highway are fit for purpose</p> <p>O12 We will support major cycle sport events which inspire participation and bring economic benefit, while minimising impact on affected communities</p>

6a

EQUALITY IMPACT ASSESSMENT

	<p>The implementation plan can be found in section 9 of the strategy.</p> <p>The impacts relating to major events are dealt with in more detail in the Equalities Impact Assessment relating to the Framework for Coordinating and Approving Events on Surrey's Highway.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>The proposals could potentially affect anyone living or travelling in Surrey. This includes:</p> <ul style="list-style-type: none"> • Anyone who currently cycles for transport, leisure or sport • Anyone who would potentially choose to cycle • Other road users including motorists, pedestrians, equestrians • Other users of the countryside and off road paths e.g. walkers • Participants in major cycling events • Cycling event organisers • Residents living on or near to popular road cycling routes, for examples those around Box Hill that have high levels of sports cycling <p>The above includes all of the groups with protected characteristics.</p>

6a

6. Sources of information

<p>Engagement carried out</p>
<p>Engagement carried out includes:</p> <ul style="list-style-type: none"> • Questionnaire surveys carried out in Walton on Thames and Leatherhead town centres in October 2012, as part of a bid to the DfT Cycle Safety Fund, to assess public demand for segregated cycle infrastructure • Research carried out for the Bikeability scheme • Surrey Access Forum Chairs Meeting on 10 April 2013 • Disability Alliance Network South West Surrey, 11 September 2013 • Disability Alliance Network East Surrey, 16 September 2013 • Disability Alliance Network North Surrey, 17 September 2013 • Public consultation, 9 September – 1 November 2013
<p>Data used</p>
<p>Analysis relating to cycling casualties is mainly based on police STATS 19 data.</p> <p>Analysis relating to cycling behaviours and attitudes has largely been based on:</p> <ul style="list-style-type: none"> • National and international benchmarking carried out as part of the cycling strategy development • Sport England Active People Survey • Information from previous projects such as the Local Sustainable Transport Fund bid. <p>Data relating to the health benefits of cycling is based on information from the National Institute for Health and Care Excellence (NICE)</p>

EQUALITY IMPACT ASSESSMENT

7. Impact of the new/amended policy, service or function

6a

EQUALITY IMPACT ASSESSMENT

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 131</p> <p style="text-align: center;">Age</p>	<p>Aim: More people cycling, more safely</p> <p>The strategy has potential for the following positive impacts:</p> <ul style="list-style-type: none"> • Improved safety for young people, who historically make up a high proportion of cycling casualties • Increased independence for young people who aren't able to drive • Improved safety for older people, who are more likely to be deterred from cycling by safety concerns • Increased independence for older people that can no longer drive <p>O2: Local plans</p> <p>The specific impacts will depend on the detail of the local plans and will need further review as proposals develop.</p> <p>O3: Training</p> <p>Young people from low income families will benefit from an allocated fund to subsidise training</p> <p>O5: Infrastructure</p> <p>The principles for cycling infrastructure design and delivery explicitly include considering the needs of</p>	<p>O2: Local plans</p> <p>The impacts will depend on the detail of the local plans and will need further review as proposals develop.</p> <p>O5: Infrastructure</p> <p>The specific impacts of current and new schemes and highways / rights of way improvements will vary for each scheme.</p> <p>Some older people have expressed opposition to shared use pavements, due to concerns about being passed too close and fear of collisions.</p> <p>O6: Information, promotion and practical support</p> <p>Older people who may not have Internet access may be excluded from the benefits of online information.</p> <p>O9: Off road cycling</p> <p>Older people in particular may</p>	<p>Analysis is based on Police STATS 19 data, desk research into the demographics of cycling, and previous experience / officer knowledge.</p> <p>Police STATS 19 casualty data shows that casualties occur across nearly all age groups. They tend to be highest among people between the ages of 10 and 49.</p> <p>The physical nature of cycling and fear of accidents among older people are believed to be major barriers to cycling among this group, and a study is currently being led by Oxford Brookes University to explore how technology and the built environment can address these concerns³. Many studies show the potential health benefits of cycling for older people far outweigh the risks⁴, and high levels of cycling</p>

² More information on the definitions of these groups can be found [here](#).

³ <http://gow.epsrc.ac.uk/NGBOViewGrant.aspx?GrantRef=EP/K037242/1>

⁴ <http://www.ecf.com/wp-content/uploads/2011/10/Cycling-and-health-Whats-the-evidence.pdf>

EQUALITY IMPACT ASSESSMENT

Page 132

	<p>younger and older people, therefore these groups should benefit as a result. The extent of the positive impact will depend on the number of schemes and extent to which the principles can be accommodated within cost, space and other constraints.</p> <p>The specific impacts of current and new schemes and highways / rights of way improvements will vary for each scheme, and will need further review as proposals develop.</p> <p>O7: Road safety campaigns and initiatives</p> <p>Our monitoring of casualty data includes age, and our campaigns are targeted at groups with high levels of casualties, including young people. Campaign imagery is suited to the target population.</p> <p>O1,4,8,10,11: No further impacts anticipated</p>	<p>experience problems in areas with high levels of off roads cycling e.g. mountain biking, where there are conflicts between walking and cycle trails</p> <p>O12: Major events</p> <p>Road closures could cause problems for both older and younger people who are under our care in accessing services such as social care and day centres.</p>	<p>among older people in The Netherlands and Denmark⁵ demonstrate the potential.</p>
<p>Disability</p>	<p>Aim: More people cycling, more safely</p> <p>Cycling is the third most popular sport among disabled people, with just under 10% of cycling participants having a disability. Therefore actions to enable more and safer cycling will have positive impacts for this group.</p> <p>Increased participation in physical activity would have benefits in preventing and addressing many health problems that can result in disability.</p> <p>O2: Local plans</p> <p>The specific impacts will depend on the detail of the local plans, and will need further review as</p>	<p>O2: Local plans</p> <p>The impacts will depend on the detail of the local plans, and will need further review as proposals develop.</p> <p>O5: Infrastructure</p> <p>The specific impacts of current and new schemes and highways / rights of way improvements will vary for each scheme, and will need further review as proposals develop.</p>	<p>Figures on disabled people taking part in cycling from Active Surrey⁶.</p> <p>Information on the benefits of physical activity in relation to disability from the National Institute on Clinical Excellence⁷.</p> <p>Feedback on cycling issues for disabled people from meetings with the Surrey Coalition of the Disabled and Disability Access Networks for North, South</p>

⁵ [Making Cycling Irresistible: Lessons from The Netherlands, Denmark and Germany](#), John Pucher, Ralph Buehler, Transport Reviews, Vol. 28, Iss. 4, 2008

⁶ Active Surrey / British Cycling: Creating a legacy of cycling participation in Surrey

⁷ http://www.nice.org.uk/nicemedia/documents/act4life_disabil.pdf

EQUALITY IMPACT ASSESSMENT

	<p>proposals develop.</p> <p>O5: Infrastructure</p> <p>The principles for cycling infrastructure design and delivery explicitly include considering the needs of disabled people, therefore these groups should benefit as a result. People in wheelchairs and mobility scooters can also benefit by being able to use cycle paths. The extent of the positive impact will depend on the number of schemes and extent to which the principles can be accommodated within cost, space and other constraints.</p> <p>The specific impacts of current and new schemes and highways / rights of way improvements will vary for each scheme.</p> <p>O6: Information, promotion, practical support</p> <p>Some disabled people may be excluded from cycling because the cost of adapted bikes is prohibitive, particularly for those whose main source of income is disability living allowance. Also representatives of disabled people have raised the issue of living in social housing that may have no storage for bikes. The cycling strategy provides an opportunity to address these issues.</p>	<p>Representatives of disabled people have expressed opposition to shared use pavements, due to concerns about being passed too close and fear of collisions. Many disabled people, particularly those with visual impairments, feel intimidated by bikes coming from behind as they are silent.</p> <p>O6 Information, promotion and practical support</p> <p>Some disabled people may experience problems in accessing information therefore this needs to be provided in alternative formats.</p> <p>O9: Off road cycling</p> <p>People with disabilities may experience problems in areas with high levels of off roads cycling e.g. mountain biking, where there are conflicts between walking and cycle trails</p> <p>O12: Major events</p> <p>Road closures can be problematic for disabled people in accessing services such as home care.</p>	<p>West and East Surrey.</p> <p>Issues relating to major events based on previous experience (e.g. 2012 Olympics, Tour of Britain).</p>
<p>Gender reassignment</p>	<p>No impacts anticipated</p>	<p>No impacts anticipated</p>	

EQUALITY IMPACT ASSESSMENT

Page 134

<p>Pregnancy and maternity</p>	<p>Aim: More people cycling, more safely Pregnant women and parents with young children on bike seats may have particular safety concerns. Therefore enabling safer cycling will be of benefit to this group.</p> <p>O2: Local plans The specific impacts will depend on the detail of the local plans.</p>	<p>O2: Local plans The impacts will depend on the detail of the local plans.</p> <p>O5: Infrastructure Schemes that result in loss of pavement space could negatively impact on parents with buggies.</p> <p>O12: Major events Road closures could cause problems for pregnant women and mothers of young children in getting to doctors or healthcare appointments.</p>	<p>Analysis based on staff knowledge and experience of previous major events (e.g. 2012 Olympics and Tour of Britain)</p>
<p>Race</p>	<p>Aim: More people cycling, more safely Some cultures, particularly women from some ethnic groups, may be less likely to cycle. Measures to promote and encourage cycling could be of benefit to this group.</p>	<p>O5: Information, promotion & practical support Language could be a barrier with information materials, including cycling promotion and notification of events</p>	<p>Not encountered as an issue during research, but should be monitored to understand potential issues.</p>
<p>Religion and belief</p>	<p>No impacts anticipated</p>	<p>O12: Major events Road closures could cause problems for accessing places of worship.</p>	<p>Impact of major events based on previous experience (e.g. 2012 Olympics and Tour of Britain)</p>
<p>Sex</p>	<p>Aim: More people cycling, more safely Fewer women than men cycle, and women tend to be less confident cycling on the road. National research shows that safety issues are of a particular concern in relation to cycling for women. Therefore enabling more and safer cycling will be of benefit.</p>	<p>No impacts anticipated</p>	<p>DfT statistics for 2007 showed that only 29% of cycle trips were made by women. However statistics from The Netherlands, Germany and Denmark demonstrate the potential for more women to cycle, with 55%, 49% and 45%</p>

EQUALITY IMPACT ASSESSMENT

			of trips respectively ⁸ . An Australian study ⁹ showed that female commuter cyclists preferred to use routes with maximum separation from motorised traffic.
Sexual orientation	No impacts anticipated	No impacts anticipated	Not encountered as an issue during research
Marriage and civil partnerships	No impacts anticipated	No impacts anticipated	Not encountered as an issue during research
Carers¹⁰	O12: Major events Improved communication and management of major events will help carers to plan ahead or make alternative arrangements.	O12: Major events Road closures could cause problems for carers in getting to the person they look after.	Impact of major events based on previous experience (e.g. 2012 Olympics and Tour of Britain)

Page 135

7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	Some proposals such as cycle audits of highways infrastructure, changes to our training offer, and maintaining an events calendar may have staff implications. The details of these are not yet known,	Some proposals such as cycle audits of highways infrastructure, changes to our training offer, and maintaining an events calendar may have staff implications. The details of these are not yet known,	Not applicable

⁸ [Making Cycling Irresistible: Lessons from The Netherlands, Denmark and Germany, John Pucher, Ralph Buehler, Transport Reviews, Vol. 28, Iss. 4, 2008](#)

⁹ <http://www.ncbi.nlm.nih.gov/pubmed/17698185>

¹⁰ Carers are not a protected characteristic under the Public Sector Equality Duty, however we need to consider the potential impact on this group to ensure that there is no associative discrimination (i.e. discrimination against them because they are associated with people with protected characteristics). The definition of carers developed by Carers UK is that 'carers look after family, partners or friends in need of help because they are ill, frail or have a disability. The care they provide is unpaid. This includes adults looking after other adults, parent carers looking after disabled children and young carers under 18 years of age.'

EQUALITY IMPACT ASSESSMENT

	and will need further review as proposals develop.	and will need further review as proposals develop.	
Disability	As above	As above	As above
Gender reassignment	As above	As above	As above
Pregnancy and maternity	As above	As above	As above
Race	As above	As above	As above
Religion and belief	As above	As above	As above
Sex	As above	As above	As above
Sexual orientation	As above	As above	As above
Marriage and civil partnerships	As above	As above	As above
Carers	As above	As above	As above

EQUALITY IMPACT ASSESSMENT

8. Amendments to the proposals

Change	Reason for change
The proposals outlined in section 5 have not changed as a result of this assessment – equalities issues were considered right from the start (for example, aiming to provide infrastructure that's accessible to all groups including vulnerable road users such as younger, older and disabled people). However issues identified will be considered on an ongoing basis during implementation of the strategy.	<ul style="list-style-type: none"> Overall, the proposals are expected to have a positive impact on the protected groups. Where there is potential for a negative impact, this usually depends on the detail of implementation, and needs to be monitored on an ongoing basis. Where there are conflicting needs between different members of the same or different protected groups, decisions may need to be taken on a case-by-case basis, in consultation with local residents and other stakeholders. An example of this might be shared pavement cycling schemes, which are helpful for vulnerable cyclists such as young children but could impact negatively on vulnerable pedestrians.

6a

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Positive: Opportunity to provide for groups of people who are currently more likely to be excluded from cycling due to safety concerns (older people, children, pregnant women, women)	Consider as part of local plans Incorporate consideration of these groups within cycle audit process	Ongoing June 2014	Surrey County Council and districts / boroughs Surrey County Council Highways Service
Unknown: The impact of local cycling plans will depend on the detail within them	Monitor implications of local cycling plans as they are developed	Ongoing to end of 2015 - review annually	Surrey county, district and borough councils
Positive: Training subsidy will benefit young people from low income families	Develop proposals for a training subsidy	June 2014	Surrey County Council Sustainability Group
Negative: Schemes involving shared use pavements are intimidating for vulnerable pedestrians, particularly older and disabled people.	Seek alternatives where possible (e.g. full segregation). Where an alternative can't be found (e.g. due to lack of space), decisions should be made on a case-by-case basis in consultation with local residents and other stakeholders. Incorporate the	Ongoing - review annually	Surrey County Council Highways Service and Sustainability Group

EQUALITY IMPACT ASSESSMENT

6a

	above approach into the highways infrastructure design processes, guidance and training.		
Negative: Schemes that result in loss of pavement space could negatively impact on parents with buggies	Consider on a case-by-case basis, taking into account local circumstances e.g. whether there is a nursery or school nearby. Provide guidance on the above for scheme designers.	Ongoing December 2014	Surrey County Council Highways Service and Sustainability Group
Positive: Opportunity to address barriers to cycling for disabled people	Explore opportunities to make adapted bikes more accessible to those on lower incomes, working with Wheels for All Include bicycle storage issues within guidance / templates for local plans	June 2014 March 2014	Surrey County Council Sustainability Group
Negative: There may be barriers to accessing information among some groups, for example older people are less likely to have Internet access and therefore may be excluded from the benefits of an online website, language may be a barrier to accessing information for those who don't have English as their first language, and disabled people may need information in alternative formats	Ensure that information is available through a variety of channels and in alternative formats and languages in accordance with our communications policy	Ongoing	Surrey County Council Sustainability Group
Negative and positive: Older and disabled people in particular may experience problems in areas with high levels of off-road cycling e.g. mountain biking, where there are conflicts between walking and cycle trails. Development of mountain biking trails may increase overall numbers of cyclists but discourage cyclists from non-designated trails	Assess impacts of mountain biking trails or off-road cycle routes on a case-by-case basis	Ongoing	Mountain biking working group Surrey County Council sustainability group

EQUALITY IMPACT ASSESSMENT

<p>Negative and positive: Road closures cause problems for various protected groups in accessing essential services (older people, young people in local authority care, disabled people, pregnant women, carers, faith groups). However, better management of and information relating to road closures will benefit these groups.</p>	<p>Consider within the equality impact assessment for the major events framework for road closures</p> <p>Consider within the equality impact assessment for any major cycling events on the highway that involve road closures</p>	<p>December 2013</p> <p>Ongoing - review annually</p>	<p>Surrey County Council Olympics legacy team</p> <p>Surrey County Council Highways Service</p>
<p>Unknown: Impact of changes on staff, such as audits of highways infrastructure, changes to our training offer and maintaining an events calendar.</p>	<p>Consider equalities impact as proposals are developed in detail</p>	<p>Ongoing - review annually</p>	<p>Surrey County Council Sustainability Group</p>

6a

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
There are no potential impacts that cannot be mitigated	Not applicable

11. Summary of key impacts and actions

<p>Information and engagement underpinning equalities analysis</p>	<p>Our analysis is underpinned by engagement and information including:</p> <ul style="list-style-type: none"> • Meetings with Surrey Access Forum, Disability Alliance Networks (East, South West and North Surrey) • Public consultation • Benchmarking research • Sport England Active People Survey • National Institute for Health and Care Excellence • Experience from previous projects
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>In general, the impact of the strategy is anticipated to be positive for the majority of Surrey residents including those in protected groups. There are specific positive impacts as follows:</p> <ul style="list-style-type: none"> • Women, older people and children will particularly benefit from safer cycle routes, as these groups are

EQUALITY IMPACT ASSESSMENT

6a

	<p>more likely to be deterred from cycling by safety concerns.</p> <ul style="list-style-type: none"> • Safer cycling opportunities will provide increased independence for children and young people, and older people that are no longer able to drive. • Disabled people will benefit from routes that are suitable for adapted bikes, mobility scooters and wheelchairs. • Our cycle infrastructure principles for design and delivery include considering the needs of older people, children and young people and disabled people. • An allocated fund will enable subsidise training for young people that otherwise could not afford it, ensuring that cost is not a barrier to learning to ride a bike. <p>Negative impacts are as follows:</p> <ul style="list-style-type: none"> • Shared pavement schemes are strongly opposed by representatives of disabled people. Some older people have expressed similar concerns. • Schemes resulting in loss of pavement space could also have negative impacts for pedestrians with disabilities and parents with buggies. • Older people are less likely to have Internet access and could therefore be excluded from online information. • Language may present a barrier to minority ethnic groups in accessing information on cycling routes, training and safety etc. • Older and disabled people may experience problems in areas with high levels of off roads cycling e.g. mountain biking, where there are conflicts between walking and cycle trails • Road closures in relation to major events will impact on groups of people reliant on access to services such as day centres, social services or personal care. This includes a vulnerable adults and children who are under our care. It may also be disruptive to people wishing to get their place of worship. <p>Unknown impacts</p> <ul style="list-style-type: none"> • Some proposals and schemes may have further positive or negative impacts, depending on the details as they are further developed. These include the local cycling plans and specific impacts of new schemes.
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>We have ensured that equalities issues are considered in every part of the strategy, including infrastructure, communications and training. For example:</p> <ul style="list-style-type: none"> • Our principles for commissioning, designing and delivering infrastructure include considering the needs of older, younger and disabled people.

EQUALITY IMPACT ASSESSMENT

	<ul style="list-style-type: none"> • Our training offer includes funding to subsidise young people that would not otherwise be able to take it up. • Imagery used on our communications materials avoid stereotyping and reflect the characteristics of the target group.
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>To mitigate the negative impacts outlined above:</p> <ul style="list-style-type: none"> • In developing new cycling infrastructure we will generally aim to separate cyclists, motor vehicles and pedestrians, within cost and space constraints. Where this cannot be safely achieved, we will carefully consider each scheme on a case-by-case basis and balance the needs of different users. • We will ensure that the development of new cycling infrastructure avoids unreasonable loss of pavement space. • We will make online information available through other channels, e.g. the contact centre and hardcopies of key communications such as consultation documents. • The impact of road closures will be managed through the relevant services' business continuity plans. <p>Proposals where the details have not been fully developed and therefore the specific impacts are unknown will be monitored on an ongoing basis. These include local cycling plans and individual scheme plans.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>There are no negative impacts that cannot be mitigated.</p>

6a

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