



Oxfordshire County Council

Equalities Impact Assessment

Cowley Low Traffic Neighbourhoods Scheme

June 2022

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Section 1: Summary details

Directorate and Service Area	Environment and Place
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	Cowley Low Traffic Neighbourhoods (LTNs)
Is this a new or existing function or policy?	Amendment to a new scheme.
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	<p>A Low Traffic Neighbourhood (LTN) is an area where motorised traffic is prevented from taking through routes into residential areas by installing traffic filters using planters and/lockable bollard) which can be accessed by Emergency Services and Waste Services. By removing through traffic, it creates quieter and safer streets with reduced pollution, where residents can feel safer and more comfortable when making local journeys by bus, by cycle or on foot.</p> <p>Low Traffic Neighbourhoods (LTN's) were proposed for Oxford in the Oxford Local Cycling and Walking Infrastructure Plan (LCWIP) as an effective way of promoting walking and cycling, in line with Council objectives to improve public health, air quality congestion and tackle climate change. Temple Cowley, Church Cowley and Florence Park (Cowley) were chosen as priority areas in response to residents' complaints about traffic and to improve the cycle routes running through the neighbourhoods.</p>
Completed By	Emma Walters, Senior Transport Planner and Naomi Barnes Project Manager
Authorised By	
Date of Assessment	

Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>LTNs are a part of the UK government Active Travel initiative – which comprises a number of plans to improve air quality, reduce carbon emissions and boost healthier travel choices for cities and towns across the UK. The schemes are inspired by models in the Netherlands including LTNs in Groningen, Utrecht and Amsterdam.</p> <p>LTNs are being trialled in several cities and urban areas across the UK but are not a new concept. For example, an LTN was installed in De Beauvoir Square in Hackney in the 1970s to make the streets safer for children in the area.</p> <p>In 2020, the Council was successful in winning a £3 million bid to promote active travel.</p> <p>As a part of this, Oxford Local Cycling and Walking Infrastructure Plan (LCWIP) sets out a policy to introduce LTNs in areas in Oxford where there is local support from residents and members.</p> <p>LTNs support ambitious targets to increase cycling in Oxford by 50% by 2031.</p>
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>An LTN is an area where motorised traffic is prevented from taking through routes into residential areas by installing traffic filters. This creates quieter and safer streets where residents may feel safer and more comfortable when making local journeys by bus, by cycle or on foot.</p> <p>Residents in the filter streets are still able to drive to their homes, as are people visiting them or delivering to them. What ‘can’t be done’ is that cars, vans, lorries etc. cannot drive through the road to get to another road.</p> <p>The traffic filters are physically created by placing barriers in the road to discourage motor vehicles from driving through. The ‘barriers’ are planters and/or lockable bollards which are positioned to still allow access through for wheelchairs/other non-car mobility aids, pedestrians, cycles, scooters, and push-chairs/prams. Two filters in the Cowley LTNs fall on bus routes and therefore must remain open. These are currently enforced using Automatic Number Plate recognition cameras.</p> <p>They are also being introduced to improve the comfort, safety and convenience of Oxford Cycle Route 16, in support of wider policies to promote active travel and improve personal safety.</p>

Evidence / Intelligence

List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.

In November 2020, OCC sent out letters to over 4,000 residents in the Cowley area inviting them to fill in an online survey asking their opinion of the proposals for low traffic neighbourhoods (LTNs) in three areas including Temple Cowley, Church Cowley, and Florence Park collectively known as the Cowley LTNs. During Covid times it was not possible to meet in person and people were also invited to respond via post.

The consultation closed on 18 December 2020 with over 1,000 residents responding to the survey. Residents in all three areas expressed majority support for their local LTN proposal. On 21 January 2021 implementation of the proposals were approved by the Cabinet member for the environment.

The LTNs were implemented in March 2021 under an Experimental Traffic Regulation Order (ETRO). The consultation closed in November 2021, and a decision is to be made on whether the LTNs are to be removed or made permanent is due in July 2022.

Engagement with other key stakeholder groups has been undertaken throughout the consultation period, primarily on line due to pandemic conditions, but some face to face meetings were possible with key groups. The stakeholder list has included Emergency Services, Healthcare providers including carers and district nurses, local schools, disability groups, local cycle groups, resident groups, bus companies, local religious organisations and local members.

Monitoring has been undertaken within the LTNs and on surrounding roads to assess impact on traffic volumes, journey times, modal shift to more active modes such as walking and cycling, speed, bus journey times, Air quality recordings against pre-LTN (lockdown and non-lockdown) figures, and impact on emergency services response.

The majority of respondents to the consultation i.e 2/3rds were opposed to the scheme, however, this largely came from people outside the LTNs. Those living within the LTNs showed slightly more support for the scheme. Whilst monitoring has shown a negative impact on surrounding roads, such as increased congestion, and decrease in air quality it is now starting to show signs of improving for traffic levels. Air quality levels can only be published after the end of the calendar year when variables such as seasonal anomalies can be considered and the data formally ratified. Within the LTNs themselves there has been a notable decrease in motor vehicles, a clear increase in

	walking and signs of an increase in cycling. There is currently insufficient historic data to deduce a trend in air quality within the LTN.
<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>Alternatives such as traffic-calming measures like speed bumps and road narrowing have been considered. Whilst they can reduce speeds, they won't cut traffic volume or discourage drivers from using a street as a short cut. They also are less likely to encourage people to consider alternative forms of transport.</p>

Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
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<p>Age Children</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Children: Active travel presents an opportunity to promote health and wellbeing among children by creating a comfortable safe environment to walk and cycle. This is particularly important for children who are more likely to develop childhood obesity due to other characteristics, including deprivation and Black Asian and Minority Ethnic background.</p> <p>The effects of air pollution are particularly significant for the health of children. Reduction in traffic within the LTNs will reduce the levels of air pollution for those walking and cycling through the LTNs.</p> <p>Road Safety LTNs target through motor traffic on minor roads, this design approach particularly benefits children and younger people as they walk often and leaving more vulnerable to danger posed by motor vehicles on minor roads. In addition,</p>		<p>OCC Project Manager and ihub team</p>	<p>Public consultation and perception surveys, alongside traffic and air quality monitoring March 2021 for duration of trial.</p>
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				<p>perceptions of road danger have a significant impact on parental decision-making around how children travel but also their freedom to roam in general. Whilst perceived levels of road danger are based on the observations of individuals and their own experiences such as near misses whilst crossing the road and volumes of motor traffic on streets without crossings and with poor sightlines. LTNs will reduce the actual danger as a result of less traffic.</p>			
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<p>Age Young People</p>	<p><input type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>Identified as a group at risk of transport poverty</p> <p>From the age of 16 onwards, walking, cycling and other transport modes become an important tool in enabling young people to access employment and training.</p> <p>Vehicle ownership tends to be low among younger age groups partly due to the costs of learning to drive, as well as maintaining a vehicle and the associated insurance costs, making this group increasingly reliant on public transport and active travel options.</p> <p>Walking and cycling are often primary options for young people as such increasing the number of minor roads with less traffic in an area can help to protect a group who are already travelling actively regularly</p> <p>Young people use minor roads to connect to and between major roads where many destinations lie. It is recognised that some routes</p>		<p>OCC Project Manager and ihub team</p>	<p>Ongoing monitoring and engagement should the scheme be made permanent.</p>
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				<p>may remain busy as changes cannot be made to all roads at the same time and that other measures that encourage walking and cycling are needed for main routes. These may include controlled crossings, footway widening and kerb protected cycleways, all of which would benefit those protected by the age characteristic.</p> <p>When an LTN is introduced evidence shows that overall traffic volumes fall in the longer term within the LTN. However, in the short term, there may be some increase in driver queues at some main road junctions at certain times of the day. This may initially lead to intermittent delays to bus services, which could impact on young people travelling. Current monitoring indicates that bus journeys have indeed been negatively affected, however it is hoped that in the longer term with the introduction of wider strategic schemes this will reduce to normal or improved levels.</p>			
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<p>Age Older People</p>	<p><input type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p>Older people are more likely to have a disability or long-term health problem that can affect their ability to walk and cycle potentially making them more reliant on a car – No point within the LTN is unreachable by car, but it is acknowledged in the short term journey times will be negatively impacted until the scheme beds in.</p> <p>Older people may be more likely to require home carers and medical assistance who may be negatively impacted by increased journey times.</p> <p>Ageing is linked with a reduction in car usage and driving, often caused by the worsening of physical conditions, increased stress associated with driving, car maintenance costs and less need to drive for full time work, as well as forced cessation of driving due to old age.</p>	<p>Over time it is anticipated that a reduction in car use through LTNs and other transport strategies in OCC will improve journey times.</p> <p>Investigating enforcement and exemption opportunities.</p>	<p>OCC Project Manager and ihub team</p>	<p>Public consultation and perception surveys, alongside traffic and air quality monitoring March 2021 for duration of trial.</p>
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<p>Disability</p>	<p><input type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p>The term 'Disability' is very broad and includes people with physical, sensory and cognitive impairments. Overall, it is anticipated that LTNs will benefit many disabled people as they tend to be regular footway users and the project will create many more low road danger streets, quieter and easier to cross. However, we recognise that will not be the case for all.</p> <p>Those with mobility impairments including wheelchair users may benefit from being able to utilise road space as well as footways if traffic flows are sufficiently reduced. This will provide increase width and in some cases flatter surfaces. Sufficient width has been provided at filter locations to allow wheelchairs and mobility scooters to pass through. This may encourage more opportunities for people to benefit from additional exercise and opportunities for social interaction.</p>	<p>We are currently trialling internally (OCC) the use of keys by some SEN vehicles to assess the viability of this as a solution.</p> <p>Investigating enforcement using Automatic Number Plate Recognition cameras and exemption opportunities at the existing bus gates in Bartholomew Road and Cornwallis Road, as well as further ANPR cameras in other locations at the end of the year if scheme is made permanent.</p>	<p>OCC Project manager and ihub Monitoring Team</p>	<p>After Cabinet decision in July if scheme stays engage with the Council's Sensory Impairment Team to see if there are any further mitigations we can make for blind or partially sighted users</p>
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				<p>Some with disabilities are reliant on the car and have expressed concerns regarding increased journey times, having negative impacts on stress levels and potentially pain from sitting in a vehicle too long.</p> <p>Those with mental health issues, autism and other similar disabilities can struggle to sit in vehicles for long periods of time, leading to anxiety attacks. This has been highlighted through the Councils own Special Needs transport services.</p> <p>Disabled people may be more likely to require home carers and medical assistance who may be negatively impacted by increased journey times.</p>			
Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				

Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There could potentially be an impact if midwives and healthcare providers need to access areas within the LTN.	Investigate ANPR cameras pending Cabinet decision in July.	OCC Project Team	Engagement beyond July 2022 if scheme made permanent
Race	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	There was considerably less full support for LTNs among Black Asian and Minority Ethnic respondents (48%) than white respondents (67%), but including support with reservations, there was still a majority support from both groups (White 76% and BAME 52%) when the original survey was carried out in 2020.	Consultation summary is attached as Annex 7(i).	OCC Project management	Engagement beyond July 2022 if scheme made permanent
Sex	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	There is evidence from Sustrans that some people, particularly women, do not feel safe and are hesitant to start or restart cycling. The aim of reducing vehicle movements in the area would allow safer, more attractive routes and to enable a greater take up of cycling	Initial discussions with the police have not seen an increase in criminal activities, however it is noted that LTNs have reduced the number of vehicle patrols undertaken. Ongoing engagement with the police and investigating	OCC Project Team	Meetings between OCC and Emergency Services are every 2-3 weeks

				<p>and walking irrespective of sex.</p> <p>Less than ten women have reported feeling less safe as a result of reduced traffic as they feel more vulnerable and open to potential personal attacks.</p>	<p>enforcement and exemption opportunities using ANPR.</p>		
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Religion or Belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Some people attending mosques are finding congestion difficulties when travelling to the crematorium in Botley before dusk. Continue consultation and monitor impacts, if any, such as the ability to access facilities.</p>	<p>Mosque representatives are investigating a minibus to reduce the number of cars on the network, which may be a potential solution. OCC will continue to work with mosque leaders and local councillors. Investigate exemption of funeral vehicles through ANPR cameras</p> <p>Liaise with Crematorium regarding later hours and portable lighting in the winter could allow ceremonies to be completed</p>	<p>Localities Team / City</p> <p>Localities Team / School</p>	<p>Engagement beyond July 2022</p>

				<p>St Frideswide School and St Gregory the Great School are both Catholic and have a wider catchment area than many schools. They are experiencing staff resource and retention issues as well as school drop off and pick up congestion as many have no alternative but to use a vehicle</p>	<p>Develop and implement a school travel plan. Increased use of car sharing</p> <p>Investigate use of school buses for those further afield and options surround filter locations</p>	<p>Travel Planning</p>	
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Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Carers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Across all the different home health care providers including District nursing, phlebotomy, community therapy services, end of life care, heart failure teams etc it is clear the LTNs have had a negative impact in terms of increased journeys times delaying attendance to individuals, this is particularly problematic in end of life care and where there are 2 hour windows to provide treatment. It is having the knock on effect of having to reduce the number of visits, increased stress for patients and staff. Whilst not specifically related to LTNs,</p>	<p>Monitor changes in travel behaviour and traffic flows to assess whether situation improves as people revisit how they travel.</p> <p>Regular meetings with Oxford Health and OCC Quality and Improvement to monitor situation and potential solutions (see Annex 5)</p> <p>Investigating enforcement and exemption opportunities.</p>	Localities/Delivery/monitoring	Ongoing monitoring beyond July 2022

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
				<p>they are negatively impacting the ability to hire and retain staff which was already problematic and is therefore worsening the situation.</p> <p>Cycling has been trialed, but proven difficult due to the amount of equipment required. With some medications there are also concerns about personal safety.</p>			
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>People in areas of deprivation are more reliant on bus and less on car. The LTNs improve the cycle route to Littlemore, Blackbird Leys and Greater Leys. The main purpose of the LTNs is to improve the cycle routes and accessibility to these areas.</p>			

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Staff	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	It is uncertain at this moment whether social workers have been impacted by the scheme	Engage with group and if required investigate ANPR cameras	OCC Project Team	After July 2022 Cabinet decision
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	One incident at Clive Road where Fire Officers cut bollard, which did not impact on time to incident	Regular engagement with Emergency Services	OCC Project Team	Meet every 2-3 weeks
Providers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	If journey times extend significantly this will have a negative impact on SEN school transport (see Disability section)	SENs transport providers to be provided with keys to lockable bollards on priority routes	Delivery OCC	Ongoing
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Interaction within community, feeling safer to use area through sustainable travel. The potential for more physical activity, including play, in areas where amenities		OCC Project team	Perception surveys at intervals for duration of trial and beyond. Engagement with communities for

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
				may be limited, offering the potential to address issues of obesity and well-being			planting/public realm opportunities

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

Review Date	30/6/22
Person Responsible for Review	Naomi Barnes
Authorised By	