

Equality Analysis

Birmingham City Council Analysis Report

EA Name	Birmingham Cycle Revolution Green Routes
Directorate	Economy
Service Area	Transportation Services Access & Development
Type	New/Proposed Function
EA Summary	To support the Full Business Case and Cabinet Report to develop and improve the green route cycle network as part of the Birmingham Cycle Revolution project.
Reference Number	EA001093
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Introduction

The report records the information that has been submitted for this equality analysis in the following format.

Overall Purpose

This section identifies the purpose of the Policy and which types of individual it affects. It also identifies which equality strands are affected by either a positive or negative differential impact.

Relevant Protected Characteristics

For each of the identified relevant protected characteristics there are three sections which will have been completed.

- Impact
- Consultation
- Additional Work

If the assessment has raised any issues to be addressed there will also be an action planning section.

The following pages record the answers to the assessment questions with optional comments included by the assessor to clarify or explain any of the answers given or relevant issues.

1 Activity Type

The activity has been identified as a New/Proposed Function.

2 Overall Purpose

2.1 What the Activity is for

What is the purpose of this Function and expected outcomes?	<p>The Birmingham Cycle Revolution (BCR) is a project which seeks to increase cycling levels across Birmingham over a 20 year period. The purpose of this Equality Analysis (EA) is to assess the Green Route path improvements along and through public open spaces which will form part of the BCR network.</p> <p>The Green Routes Programme consist of refurbishing/improving existing paths or building new paths in public open spaces and country parks (e.g. Sheldon Country Park and Woodgate Country). All of the path works form part of the BCR network of cycling (and walking) routes. These paths are usually built to a width of 2.5metres (although this width can vary depending on local conditions) and constructed on a bitmac base with a swept tar, spray and chip surface dressing. The outcome from this is to open up more of Birmingham's public open spaces to all residents and visitors to the city no matter if they have a disability or not. This will in turn help meet a target outcome of linking up more people to employment opportunities (as part of the wider route development to those without access to a private car) and to help improve access to the natural environment within local neighbourhoods.</p> <p>This Equality Analysis (EA) complements previous EAs which have been undertaken as part of the BCR programme of works assessing previous Green Routes and canal towpath routes (i.e. off road paths) and development of other phases of the BCR project. (See EA references: EA000033, EA000034, EA000583 & EA000859).</p> <p>The BCR programme includes targets to increase cycling by 27% (an increase of approximately 2,000 cyclists per day) as a contribution towards achieving targets of 5% of all journeys being made by cycle by 2023 and 10% of all journeys by 2033. The proposals will support the City Councils policy objectives outlined in the Council Business Plan and Budget 2015+, the Leaders Policy Statement 2015, and Birmingham 2026 Our Vision for the Future, in particular for a prosperous city that is better connected, smart and sustainable and a fair city tackling inequality and deprivation by improving transport links to employment, training opportunities and local services.</p> <p>The BCR project and the Green Route improvement measures will support the aspirations of the emerging Birmingham Development Plan (BDP) and the Birmingham Connected White Paper. The works support the recommendations of the Transport, Connectivity & Sustainability Overview and Scrutiny Committee (TCS O&S) report, Changing Gear, Transforming Urban Movement Through Walking & Cycling in Birmingham. The proposals will also support priorities from the Birmingham Climate Change Action Plan 2010+ particularly reducing the environmental impact of the city's mobility needs through Low Carbon Transport.</p>
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For each strategy, please decide whether it is going to be significantly aided by the Function.

Succeed Economically	Yes
Stay Safe	Yes
Be Healthy	Yes
High Quality Of Life	Yes
Make A Contribution	No
Public Service Excellence	No
A Fair City	Yes
A Prosperous City	Yes
A Democratic City	No

2.2 Individuals affected by the policy

Will the policy have an impact on service users/stakeholders?	Yes
<u>Comment</u> Positive benefits for cycling stakeholders and for other stakeholders using the Green Routes. No negative impacts.	
Will the policy have an impact on employees?	No
Will the policy have an impact on wider community?	Yes
<u>Comment</u> Positive benefits for the wider community who will now be able to access the green open spaces using the new and upgraded paths being provided as part of the project. No negative impacts.	

2.3 Analysis on Initial Assessment

The wider Birmingham Cycle Revolution (BCR) project is aimed at encouraging cycling by providing on road and off road route infrastructure particularly through disadvantaged areas. (Off road route provision includes through public open spaces and linking them to the wider BCR cycle route network). These are beneficial to less experienced cyclists, including younger, older and female cyclists who currently make up a disproportionately low number of all cyclists. This is because these groups are generally less willing and able to start cycling in 'normal' traffic and so by cycling on the green routes first helps to build cycling skills and confidence without having to consider the safety concerns of cycling in 'live traffic/highway' conditions.

This initial Equality Assessment is focussed on the improvements to the Green Routes and supports the Cabinet Report. Consultation through the BeHeard City Council consultation web portal and with key stakeholders including groups like the Birmingham Access Committee have been undertaken. Issues raised from this have included understanding the needs of disabled users and addressing potential conflict between pedestrians and cyclists. The mitigation to this includes campaigns like 'share with care' (which encourages cyclists to be courteous to other users and warn of their approach. Signs reflecting this have also been installed on some routes promoting this). In addition the paths are designed to accepted standards and are in keeping with the natural environment.

No protected characteristic group would be impacted negatively from the scheme. However, the protected characteristic groups listed below have been identified as benefiting positively from this element of the scheme.

Disability:

This element of the BCR project will provide new and improved paths through public open spaces. This will benefit disabled/people with mobility difficulties including wheelchair users and people using adapted bicycles as it opens up public open spaces which previously they might have not been able to access, use and enjoy.

Where new or improved paths are proposed, wheelchair accessible provision will be accommodated for implementation. Any review of access control barriers will improve access for wheelchair users and nonstandard bikes (including those used by disabled riders). The review of barriers includes an assessment of each site to determine whether existing barriers can be removed to make it easier for people with mobility difficulties to access the network without having to negotiate barriers.

The unsegregated Green Route paths will generally be constructed to a width of 2.5m, which is an acceptable width according to national guidance where lower flows of pedestrians are expected but wide enough to accommodate the needs of disabled users.

Age:

The project will provide improved off-road/canal towpath routes which will aid less confident and/or less experienced cyclists of all abilities and ages. In addition, the project will make the public open spaces more accessible to both younger and older visitors by improving access locations.

Gender:

The project will provide improved off-road routes which will particularly benefit female cyclists who may be less confident and/or less experienced, and currently make up a disproportionately low number of all cyclists.

Race:

The Green Routes go through relatively disadvantaged areas and so the project will encourage cycling amongst communities which are ethnically mixed and/or socially deprived and which may have a low cycle usage at the moment as it will give them access to cycle infrastructure which they currently do not have access to.

3.1 Age

3.1.1 Age - Differential Impact

Age	Relevant
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3.1.2 Age - Impact

Describe how the Function meets the needs of Individuals of different ages?	The project will provide improved off-road routes which will aid less confident and/or less experienced cyclists of all abilities and ages by giving them access to infrastructure to build their cycle riding skills in a traffic free environment. The project will make the Green Route network more accessible to both younger and older visitors by improving paths and access locations.
Do you have evidence to support the assessment?	Yes
Please record the type of evidence and where it is from?	Statistical evidence from the 2011 census (and various Company and Community TravelWise surveys over the past 5 years) highlights that those that are less likely to cycle tend to be younger and older people. Comments received from previous BCR cycle consultations have highlighted that a lack of facilities can prevent younger and older people from cycling.
Have you received any other feedback about the Function in meeting the needs of Individuals of different ages?	Yes
Please record the nature of such feedback.	Consultation with Stakeholder Forums during the development of the BCR bids in 2014 and via the BeHeard consultation during September 2015.
You may have evidence from more than one source. If so, does it present a consistent view?	Not applicable
Is there anything about the Function and the way it affects Individuals of different ages which needs highlighting?	No

3.1.3 Age - Consultation

Have you obtained the views of Individuals of different ages on the impact of the Function?	No
<u>Comment</u> Although individuals of a particular age have not been targeted as part of the consultation, local residents have been consulted as part of the detailed scheme design and approval. Residents of all ages have been invited to reply/attend meetings etc. as part of this process.	
If not, why not?	There are no plans to consult relevant individuals
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals of different ages?	Yes

If so, how did you obtain these views?	The City Council has consulted local Councillors via email. Stakeholders (including cycle groups) have been consulted via email and the Be Heard consultation web portal. In addition, signs along the existing paths and locations of new paths were erected to promote the consultation to existing path users.
Is there anything about the Function and the way it affects Individuals of different ages which needs highlighting?	No
<u>Comment</u> Consultation with Friends of Parks groups, Park Managers and other groups have been undertaken for the detailed implementation of the individual routes alignments.	

3.1.4 Age - Additional Work

Do you need any more information to complete the assessment?	No
Please explain how.	It will make this protected characteristic group more visible and integrated with the local community.
Is there any more work you feel is necessary to complete the assessment?	No
Do you think that the Function has a role in preventing Individuals of different ages being treated differently, in an unfair or inappropriate way, just because of their age?	No
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Yes

3.2 Disability

3.2.1 Disability - Differential Impact

Disability	Relevant
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3.2.2 Disability - Impact

<p>Describe how the Function meets the needs of Individuals with a disability?</p>	<p>The project will provide new and improved paths/Green Routes through public open spaces. This will benefit disabled and less mobile pedestrians, including wheelchair users and specialist bicycle users as it will give better access to public green open spaces. This will provide the opportunity for people with disabilities to experience the green corridors available across the city (forming part of the BCR route development area) which currently they may not be able to use and enjoy.</p> <p>Any existing access control (motorcycle) barriers which impede access for wheelchair users and people with nonstandard bikes will be reviewed to make sure access is possible. Retractable 'K' barriers are likely to be used in some areas which experience some problems with unauthorised vehicles accessing the routes. The barriers would be set fully open initially, and modified accordingly if a problem occurs. The width can be modified and would need to reflect the requirements of all users including wheelchair users. The set width of the barriers would be monitored closely and in liaison with Friends of Parks groups and all users.</p> <p>As cyclists and pedestrians use the shared paths together, consideration to the users Code of Conduct which is branded as 'Share with care' will be encouraged through the publicity materials produced to promote the Green Routes.</p> <p>The proposed surface material (Tar, spray and chip) and layout approach of the paths have been used successfully on other Green Routes across the City (i.e. Phases 1 and 2 of the Green Route BCR programme), and that approach will be used for these elements of the project. The proposed surface material has a slightly textured finish which will discourage higher cycling speeds and generate some tyre noise to warn pedestrians of approaching cyclists, as well as giving cyclists more grip in poor weather. Any excess chippings from the tar, spray and chip surfacing will be swept off and so will not restrict the mobility of wheelchair users.</p> <p>Therefore the surface and 'share the space, drop your pace' campaign will help to mitigate against any concerns raised by pedestrians using the path who are concerned about cycle speeds.</p>
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Do you have evidence to support the assessment?	Yes
Please record the type of evidence and where it is from?	Previous schemes implemented across the City including Sheldon Country Park and National Cycle Route 5 through Cannon Hill Park.
Have you received any other feedback about the Function in meeting the needs of Individuals with a disability?	Yes
Please record the nature of such feedback.	Disability groups have been invited to respond to the consultation. In response to previous consultations on other green route proposals, a representative for the Guide Dogs for the Blind replied highlighting a general concern over conflict of their users with cyclists. Individuals with a hearing and/or visual impairment might feel that more cyclists on the green route paths will reduce their confidence in using the off road network. It should be noted that cyclists, pedestrians, people with disabilities and many different users already share many of the traffic-free green routes across the city. However, to help mitigate against this the cyclists 'Code of Conduct' will be promoted on shared paths which has a campaign to 'share with care'. In addition, signage requesting cyclists to give way to other users will be included in locations where it is felt necessary/or where concerns have been raised.
You may have evidence from more than one source. If so, does it present a consistent view?	Yes
Is there anything about the Function and the way it affects Individuals with a disability which needs highlighting?	No

3.2.3 Disability - Consultation

Have you obtained the views of Individuals with a disability on the impact of the Function?	No
If not, why not?	There are no plans to consult relevant individuals
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals with a disability?	Yes
If so, how did you obtain these views?	Stakeholder consultation via email and the BeHeard website included groups representing people with disabilities including the Access Committee, Guide Dogs, RNIB and Focus Birmingham.
Is there anything about the Function and the way it affects Individuals with a disability which needs highlighting?	No

Comment

Individuals with a hearing and/or visual impairment might feel that more cyclists on the Green Routes will reduce their confidence in using these traffic free paths. The City Council has a Code of Conduct with a 'Share with care' campaign. This is to try and ensure that cyclists are considerate towards all other users on the traffic-free routes/Green Routes. Signs highlighting this are installed and sometimes painted on a tarmac surface. In addition, the cycling and walking map for the City has a whole section on guidance for using shared use paths considerately.

It should be noted that cyclists and other users all currently use shared paths across the city and conflict between users is very limited and is not seen as a problem. However, this will be kept under review and monitored.

3.2.4 Disability - Additional Work

Do you need any more information to complete the assessment?	No
Please explain how.	It will raise the profile and promote the protected characteristic and make it more visible in the local community, therefore helping to foster better community relations.
Is there any more work you feel is necessary to complete the assessment?	No
Do you think that the Function has a role in preventing Individuals with a disability being treated differently, in an unfair or inappropriate way, just because of their disability?	No
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Yes
Do you think that the Function will take account of disabilities even if it means treating Individuals with a disability more favourably?	Yes
Do you think that the Function could assist Individuals with a disability to participate more?	Yes
Do you think that the Function could assist in promoting positive attitudes to Individuals with a disability?	Yes

3.3 Gender

3.3.1 Gender - Differential Impact

Gender	Relevant
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3.3.2 Gender - Impact

Describe how the Function meets the needs of Men and women?	The project will provide improved off-road routes which will benefit female cyclists who maybe less confident and/or less experienced cyclists, and currently make up a disproportionately low number of all cyclists according to the 2011 Census (Travel to Work data). This is because it will provide infrastructure for less experienced female cyclists to enhance their cycling skills without having to cycle in highway conditions with live traffic. NB: The project does not seek to provide any additional lighting other than what is in place at the moment. In most cases there will be a lit on-road alternative to the Green Route under the highways part of the BCR programme (which will be developed within a separate Full Business Case).
Do you have evidence to support the assessment?	Yes
Please record the type of evidence and where it is from?	From discussions at the quarterly Cycle Forums, monthly stakeholder meetings and public consultation on specific green route schemes via the BeHeard consultation portal (where views were recorded from males and females). Policy context data (i.e. travel to work and inequality to access) referenced in the Birmingham Cycle Revolution / Cycle City Ambition Grant bid documents from April 2013 and February 2014 bid documents. (Available to view at www.birmingham.gov.uk/bcr).
Have you received any other feedback about the Function in meeting the needs of Men and women?	No
You may have evidence from more than one source. If so, does it present a consistent view?	Yes
Is there anything about the Function and the way it affects Men and women which needs highlighting?	No

3.3.3 Gender - Consultation

Have you obtained the views of Men and women on the impact of the Function?	Yes
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If so, how did you obtain these views?	Via monthly stakeholder meetings and public consultation on specific green route schemes via the BeHeard consultation portal where views were invited from males and females on the route proposals.
Have you obtained the views of relevant stakeholders on the impact of the Function on Men and women?	No
If not, why not?	No relevant stakeholders identified
Is there anything about the Function and the way it affects Men and women which needs highlighting?	No
<p><u>Comment</u></p> <p>Within the public consultation responses received to the green route schemes there were no comments related direct to gender impact. However, personal security of users in general was mentioned in a couple of responses as a potential concern. However, with all green routes providing better access to the public open spaces helps to encourage more legitimate users to enjoy their local areas that the paths go through. This in turn helps the local public open space areas to become safer (and feel safer) as more natural surveillance is introduced in the form of more people walking and cycling in those areas.</p>	

3.3.4 Gender - Additional Work

Do you need any more information to complete the assessment?	No
Is there any more work you feel is necessary to complete the assessment?	No
Do you think that the Function has a role in preventing Men and women being treated differently, in an unfair or inappropriate way, just because of their gender?	No

3.4 Race

3.4.1 Race - Differential Impact

Race	Relevant
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3.4.2 Race - Impact

Describe how the Function meets the needs of Individuals from different ethnic backgrounds?	Many of the Green Routes built as part of the BCR programme go through disadvantaged areas as such Sheldon and Bartley Green. Levels of deprivation can be where minority ethnic groups live as highlighted within the Census 2011. By opening up cycle routes in communities which are ethnically mixed and/or socially deprived will help provide the opportunity for individuals to access employment and/or encourage individuals to become more physically active by using the new green route paths.
Do you have evidence to support the assessment?	Yes
Please record the type of evidence and where it is from?	Referenced in the Birmingham Cycle Revolution bid document (Jan 2015) covering the Levels of Multiple Deprivation 2010 and through corporate analysis of 2011 ward census information which informed the wider project development (source data: www.birmingham.gov.uk/census)
Have you received any other feedback about the Function in meeting the needs of Individuals from different ethnic backgrounds?	No
You may have evidence from more than one source. If so, does it present a consistent view?	Not applicable
Is there anything about the Function and the way it affects Individuals from different ethnic backgrounds which needs highlighting?	No

3.4.3 Race - Consultation

Have you obtained the views of Individuals from different ethnic backgrounds on the impact of the Function?	Yes
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If so, how did you obtain these views?	As part of all the green route scheme(s) developed, consultation has been undertaken. The consultations have been promoted on the BeHeard website, at public meetings, via stakeholders and friends groups. In locations near to residential properties letter drops (with self-addressed/prepaid envelopes to return responses) have been supplied for comments. This consultation has been open for anyone of any race to respond to and provide views. The ethnic background of respondents has been recorded as part of the consultation exercises and includes responses from individuals of differing races.
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals from different ethnic backgrounds?	Yes
If so, how did you obtain these views?	At the Cycle Forum event which informed the development of the BCR bid in January 2015. The event was widely promoted to all members of the community.
Is there anything about the Function and the way it affects Individuals from different ethnic backgrounds which needs highlighting?	No

3.4.4 Race - Additional Work

Do you need any more information to complete the assessment?	No
Please explain how.	The project will help raise the profile of the protected characteristic group by encouraging more people from ethnic minority backgrounds to use the green open spaces - whether through cycling and/or walking more. This will help foster good community relations by making the protected characteristic group more visible to persons who do not share the same protected characteristic. It could also introduce individuals from protected characteristic groups to other user groups and/or friends groups.
Is there any more work you feel is necessary to complete the assessment?	No
Do you think that the Function has a role in preventing Individuals from different ethnic backgrounds being treated differently, in an unfair or inappropriate way, just because of their ethnicity?	No
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Yes

3.5 Concluding Statement on Full Assessment

The BCR programme seeks to promote sustainable travel options by increasing the attractiveness of cycling, which will contribute towards: improving health and the environment, reducing car dependency and improving connectivity for households without a car. Many of the measures will also benefit pedestrians, public transport users and road safety.

The Green Route improvement element of the programme which this EA supports highlights that overall the proposed improvements to the paths through the public open spaces do not make any negative impacts on any of the protected characteristic groups. The improvements will also benefit ambient disabled users as it provides all weather paths all year round access to public open spaces which previously were not open to disabled users. It helps the City Council in it's responsibility in relation to equality by ensuring that the needs and considerations of all users is taken into account.

The views of individuals and groups representing protected characteristic groups have been invited to comment and issues raised from this have been considered as part of the consultation analysis. This has included the requirement for any access barriers to be fully wheelchair accessible, 'share with care' campaign from the Cycle Charter to help address any shared use path concerns where vulnerable path users might feel uncomfortable sharing a path with cyclists, and ensuring the paths are designed to accepted standards where pedestrian numbers are not significantly high.

The City Council will monitor the implementation of the Green Routes and review the usage. The findings from this EA will be utilised to inform the formal approval process for the delivery of the path improvement works. If any issues affecting any protected characteristic group appears the Equality Assessment will be reviewed and new mitigation measures will be considered and acted upon if required.

4 Review Date

30/03/18

5 Action Plan

There are no relevant issues, so no action plans are currently required.