

Equality Analysis

Quietway – Phase 2: Wembley Park to Harrow Weald

Department	Person Responsible
Regeneration & Environment	Monica Li
Created	Next Review
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Screening Data

1. What are the objectives and expected outcomes of your proposal? Why is it needed? Make sure you highlight any proposed changes.

While cycling has seen considerable increases in ridership in recent years across all of London, much of this growth has been from male riders, particularly those from white ethnic groups, while women and those of Black, Asian and Minority Ethnic (BAME) groups have continued to be less well represented. Analysis undertaken by Transport for London (TfL) of cycling potential shows that within Outer London, 55 per cent of trips are potentially cyclable based on trips undertaken by London residents between 2012/13 and 2014/15. The research also reveals that only 27 per cent of current cycle trips are made by women, compared to 55 per cent of potentially cyclable trips. Similarly, BAME groups account for 15 per cent of current cycle trips, but 38 per cent of potentially cyclable trips.

Brent, along with other local authorities, TfL and the Greater London Authority (GLA), see increasing cycling as a key means of reducing congestion, improving lifestyles and reducing pollution. Over half of Brent's adult population do not undertake sport or physical activity and a higher percentage of Brent's school children in reception and year 6 were obese when compared to the England average highlighting the need to encourage more active lifestyles that include cycling.

The Brent Long Term Transport Strategy 2015 – 2035 (LTTS), the Brent Cycle Strategy 2016 – 2021, and the draft Mayor's Transport Strategy, all seek to increase the number of cycle trips as well as improve existing infrastructure to encourage cycling. The overarching objective of the draft Mayor's Transport Strategy is for 80 per cent of journeys by 2041 to be on foot, by bicycle or using public transport. Therefore, new cycling infrastructure is a key part of encouraging cycling in the borough to those groups who are underrepresented.

The vision for cycling in Brent from the Brent Cycle Strategy 2016 – 2021 is:

- “To make Brent a borough where everyone can cycle safely, in comfort and with confidence; and
- To enable people of all ages and abilities from every section of Brent's diverse society to see cycling as a good option for everyday travel.”

The purpose of the Quietways programme is to develop safe routes for cyclists who may be less confident, for reasons such as safety, which may be contributed to by age, gender, race, disability, or cultural difference, and encourage greater take up of cycling by these groups. Quietways are a ten year, £120m programme and part of the former Mayor's Cycling Vision to provide a network of routes on safer, lower-traffic back streets, aimed at new and less confident cyclists. They are routes where people will want to cycle, by providing direct and comfortable journeys to key destinations across London, using parks and green spaces where suitable.

The proposed Quietway from Wembley Park to Harrow Weald forms part of Phase 2 of the programme and follows on from the pilot phase which is currently being implemented. The programme is at an early stage with only an indicative route, passing through the central and northern parts of the borough and includes two spurs. The first links to Wembley Central station

and the second runs along Churchill Avenue to Kenton Road. Cycle modelling undertaken by TfL has shown there is high potential for cycling along the proposed route. Although the proposed Quietway will link Wembley Park and Harrow Weald, the portion that runs through Brent connects Wembley Park and Northwick. This Equality Analysis will concentrate solely on the section of the Quietway that is within Brent (including both spurs) although the Quietway will be referred to by its full title, Wembley Park to Harrow Weald.

As yet, there is no evidence to suggest that the implementation of a Quietway route will have an adverse impact on any of the equality groups listed. Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

Sources:

- Brent Council Joint Strategic Needs Assessment: Overview Report 2015/16
- Draft Mayor's Transport Strategy (2017)
- Transport for London (2017), Analysis of cycling potential 2016
- Transport for London (2017), Strategic Cycling Analysis: identifying future cycling demand in London

2. Who is affected by the proposal? Consider residents, staff and external stakeholders.

Implementation of a Quietway between Wembley Park and Harrow Weald will have the greatest benefit to all who already cycle or wish to cycle and will improve the environment for everyone, including for those who live and work in the borough as well as those who are visiting or passing through by bicycle.

Other identified benefits include:

- reduction in traffic congestion and improved air quality;
- removal of barriers to travel for those who already cycle or wish to cycle;
- improvement in health outcomes due to increased exercise due to active travel patterns;
- creation of a more sustainable community with an attractive environment, new and improved public spaces and improved cycling links; and
- encouraging cycling as a viable mode of transport.

3.1. Could the proposal impact on people in different ways because of their equality characteristics?

- Yes

Analysis of the London Travel Demand Survey (LTDS) by TfL has highlighted that across London as a whole, not only do men cycle more frequently than women but that the rate of growth among men has been faster. The data also shows that cycling is more popular among white Londoners than those from other ethnic groups and that cycle trip rates are highest for those age 30 to 49.

This indicates that those groups who are already more prone to cycling will be impacted by the implementation of a Quietway in a different way to those who do not cycle. For the former, it will provide a new official cycle route available for them to use, whereas for the latter it will be a facility that may encourage them to start cycling.

For those who are unable to cycle due to a disability or are unable to ride a bicycle, the proposal will have no impact as it will not be a facility that they will be able to use. However, it will positively impact those who are disabled and able to cycle.

If you answered 'Yes' please indicate which equality characteristic(s) are impacted

- Age
- Race
- Sex

3.2. Could the proposal have a disproportionate impact on some equality groups?

- Yes

If you answered 'Yes', please indicate which equality characteristic(s) are disproportionately impacted

- Age
- Race
- Sex

The implementation of a new Quietway route will disproportionately benefit those groups who already cycle or are more likely to cycle.

3.3. Would the proposal change or remove services used by vulnerable groups of people?

- No

Implementation of a Quietway route between Wembley Park and Harrow Weald would not change or remove services used by vulnerable groups of people. Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

3.4. Does the proposal relate to an area with known inequalities?

- Yes

There is considerable variation in equality across Brent and the borough as a whole ranks 39th out of all English local authorities in terms of deprivation. This measure includes: income deprivation; employment deprivation; education, skills and training deprivation; health deprivation and disability; crime; barriers to housing and services; and living environment.

Three of the four wards affected by the proposal (Kenton, Northwick Park, and Preston) are the least deprived in the borough but still contain pockets of deprivation. The fourth ward, Wembley Central, has higher levels of deprivation as a whole.

When individual measures of deprivation are considered, a different pattern emerges. All four wards are made up of Lower Super Output Areas (LSOAs) that are within the top 30 per cent most deprived in the country with regards to barriers to housing and services. All LSOAs in Wembley Central ward also rank in the top 40 per cent most deprived nationally for crime.

3.5. Is the proposal likely to be sensitive or important for some people because of their equality characteristics?

- Yes

If you answered 'Yes', please indicate which equality characteristic(s) are impacted

- Age
- Race
- Sex

3.6 Does the proposal relate to one of Brent's equality objectives?

- Yes

To know and understand all our communities.

To involve our communities effectively.

To ensure that local public services are responsive to different needs and treat users with dignity and respect.

Recommend this EA for Full Analysis?

Yes

Comments

A mixture of qualitative and quantitative data was used to inform this EA including:

- Brent Joint Strategic Needs Assessment Deprivation (2015) - presentation
- Greater London Authority, Update CIS2012-04, *2011 Census Snapshot: Ethnic Diversity Indices*
- Greater London Authority, Update CIS2013-02, *2011 Census Snapshot: Ethnic Diversity Indices for wards*
- Greater London Authority, (2016), *2015-round trend based ethnic group population projections (long-term trend)*.
- Greater London Authority, (2017), *2016-based trend population projections (central migration scenario)*
- Office for National Statistics (2012), *2011 Census*
- Office for National Statistics, (2016), *2016 mid-year population estimates*
- Office for National Statistics, (2017), *Birth Summary Tables 2016*
- Transport for London (2016), *Travel in London: Report 9*

Impact Assessment Data

5. What effects could your policy have on different equality groups and on cohesion and good relations?

5.1 Age (select all that

- Positive

Based on the LTDS, for London residents as a whole, the average cycle trip rate is highest for those aged 30-39 years at nearly 0.10. This falls to just over 0.09 for those aged 40-49 and is some 0.07 for both age groups; 20-29 years and 50-59 years. Due to the small sample size in Brent, it is not possible to break these figures down to borough level.

This suggests that those age groups which undertake the most cycle trips to begin with are likely to benefit from the implementation of a Quietway route.

Currently (at mid-year 2016), Brent's population split by age broadly aligns with that of London indicating that if only age is taken into consideration, Brent residents are likely to undertake on average a similar number of cycle trips by age group.

The number of Brent residents aged 30-39 is projected to fall over the next ten years by 0.44 per cent or some 260 people. However all other age groups are projected to see a rise with those aged 40-49 projected to increase by over 11 per cent or nearly five thousand residents and those aged 20-29 by 6.5 per cent or over three thousand people.

Despite the projected fall in the number of 30-39 year olds in Brent, this age group will still make up over 16 per cent of Brent's population and if the current average trip rates of cyclists based on age continues, this group will see a large benefit from the provision of a Quietway.

In addition, the projected higher numbers of Brent residents in the other age groups suggests that there will be more people of these ages to benefit from a new Quietway.

Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

Sources:

- Transport for London (2016), Travel in London: Report 9
- ONS 2016 mid-year population estimates
- GLA 2016-based trend population projections (central migration scenario)

5.2 Disability (select all that apply)

- Positive

The 2011 Census revealed that 5.3 per cent of Brent's population classify themselves as in bad or very bad health. For nearly seven per cent of residents, their day to day activities are limited a lot because of a long-term illness.

This lines up with the four individual wards that the Quietway would pass through. Between 4.0 per cent (Northwick Park) and 5.3 per cent (Wembley Central) of residents classify themselves as in bad or very bad health. In Northwick Park, just over six per cent of residents stated that their day to day activities were limited a lot because of long-term illness. This rose to 7.6 per cent of Kenton residents.

Inclusive Quietway design means everyone can enjoy the benefits of cycling. The Council will ensure that disabled people of all cycling abilities can enjoy the benefits of cycling. The use of cycles can also be considered as a mobility aid. Providing a safe and inclusive cycle route will have a positive impact on disabled residents who are able to cycle. Some of the residents are unlikely to be able to cycle and therefore provision of a Quietway route should not impact on these residents in either a negative or positive way.

Regardless of this, consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

- ONS Census 2011; Table KS301EW

5.3 Gender identity and expression (select all that apply)

- Neutral

There is no evidence to suggest that those with this protected characteristic will be disproportionately affected (either positively or negatively). Notwithstanding this, consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

5.4 Marriage and civil partnership (select all that apply)

- Neutral

There is no evidence to suggest that those with this protected characteristic will be disproportionately affected (either positively or negatively). Notwithstanding this, consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

5.5 Pregnancy and maternity (select all that apply)

- Neutral

In 2016 there were some 5,150 live births in Brent equating to some four per cent of all live births in Greater London. This is below the high point of over 5,300 births in 2012 although still over 31 per cent higher than in 2001 (just over 3,900 births).

This rise in the number of births to women resident in Brent means a higher number of pregnant women and parents with dependent children resident in the borough who could see a positive impact from the provision of a Quietway cycle route.

Although pregnancy does not prevent women from cycling, for some it may be a temporary barrier. That said, provision of a Quietway itself is unlikely to have a negative impact for pregnant women.

Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

- ONS Birth Summary Tables 2016

5.6 Race (select all that apply)

- Positive

At London level, White Londoners are most likely to cycle and have an average cycle trip rate of 0.09 trips (2012/13 to 2014/15). This is considerably higher than for all other ethnic groups with Black Londoners having an average trip rate of only 0.02 trips and Asian Londoners of nearly 0.03 trips. Mixed, other and Arab Londoners are slightly more active with just under 0.04 cycle trips. Due to the small sample size in Brent, it is not possible to break these figures down to borough level.

Brent ranked as the second most diverse local authority in England & Wales in the most recent Census estimates using Simpson's Diversity Index. Of the four wards affected by the implementation of a Quietway route, Preston ward ranks in the top 50 most diverse wards in England & Wales.

In the 2011 Census, 18.6 per cent of residents classified themselves as Asian/Asian British: Indian, 18.0 per cent as White: English/Welsh/Scottish/Northern Irish/British, and a further 14.3 per cent as White: Other White. It is projected that by 2022, these three ethnic groups will remain dominant in Brent but the largest increases are projected in the White: Other White, Asian/Asian British: Other Asian, and Arab groups; up 2.0 percentage points, 1.5 percentage points and 1.2 percentage points respectively when compared to 2011. Given Brent's diversity, any measures to encourage cycling would therefore be particularly positive for all ethnic groups but may disproportionately benefit those from White backgrounds who already cycle more.

Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

Sources:

- GLA Update CIS2012-04, 2011 Census Snapshot: Ethnic Diversity Indices
- GLA Update CIS2013-02, 2011 Census Snapshot: Ethnic Diversity Indices for wards
- ONS Census 2011; Table KS201EW
- GLA 2015-round trend-based ethnic group population projections (long-term trend)

5.7 Religion or belief (select all that apply)

- Neutral

There is no evidence to suggest that those with this protected characteristic will be disproportionately affected (either positively or negatively). Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

5.8 Sex (select all that apply)

- Positive

According to data from the LTDS for Brent residents for 2013/14 to 2015/16, men make on average 0.03 cycle trips per day compared to women who only make 0.01 cycle trips. This aligns with the pattern seen for London as a whole. Analysis by TfL of London level data, indicates that cycling amongst men is growing at a faster rate.

As men make more cycle trips on average and the number of cycle trips undertaken by men is increasing faster, they are therefore also more likely to benefit from the provision of new cycling infrastructure, such as Quietway routes.

Just over half of Brent's population are male (mid-2016). This proportion is set to increase by 0.32 percentage points to over 51 per cent by 2026. This indicates that if the trend for men making on average more cycle trips than women continues, there would be both a greater number and greater proportion of men who would benefit from a Quietway route.

Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

Sources:

- Transport for London (2016), Travel in London: Report 9
- ONS 2016 mid-year population estimates
- GLA 2016-based trend population projections (central migration scenario)

5.9 Sexual orientation (select all that apply)

- Neutral

There is no evidence to suggest that those with this protected characteristic will be

disproportionately affected (either positively or negatively). Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

5.10 Other (Socio-economic characteristics)

- Neutral

There is no evidence to suggest that those with certain socio-economic characteristics will be disproportionately affected (either positively or negatively) as it will be a route available for use by all regardless of their socio-economic characteristics.

Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

6. Please provide a brief summary of any research or engagement initiatives that have been carried out to formulate your proposal.

What did you find out from consultation or data analysis?

Were the participants in any engagement initiatives representative of the people who will be affected by your proposal? How did your findings and the wider evidence base inform the proposal?

TfL asked boroughs to identify potential future routes for cycling which they then prioritised using TfL criteria. This led to the establishment of the Quietway network for the duration of the ten year programme. The proposed phase 2 route from Wembley Park to Harrow Weald forms part of the wider cycle network outlined in the Brent Cycle Strategy 2016-2021.

As part of the development of the Brent Cycle Strategy, an engagement consultation was undertaken in late 2014 in the form of a detailed questionnaire which asked residents for their views of how to turn Brent's vision for cycling into a reality. This six week consultation was advertised through a number of channels to obtain as many responses as possible to try and reflect the diverse nature of the borough. This included the Council website, social media such as Facebook and Twitter, and at key destinations such as libraries, sport centres, community centres and bike shops.

Qualitative research in the form of focus groups and in-depth interviews were undertaken with individuals from ethnic backgrounds and age groups that were underrepresented amongst cyclists to determine the reasons behind this. A small number of individuals recruited from the focus groups were followed over a number of days to obtain an insight into their thoughts about cycling and the barriers that prevented them from doing so.

Analysis of the LTDS, Mosaic household classification, the Council's own data and the findings from the quantitative and qualitative research found that:

- Women are less likely to cycle than men.
- People aged 25 to 45 are much more likely to cycle than those from younger or older groups.
- Female respondents aged between 35 and 54 appeared to be the most likely group who were open to the idea of cycling, but who do not currently do so.
- Cycling to work was the most popular reason overall for cycling, though for female respondents, the most popular reason for cycling was to go to local services such as shops and libraries.
- Individuals from BAME groups are less likely to cycle than those of any white ethnicity.
- Individuals that cycled when they were young are more likely to continue to do so or pick it up again when they are older.
- Road safety was seen as the biggest barrier to cycling by respondents.
- The majority of respondents said they preferred quieter roads, even if this meant a longer route to get to their destination.
- Separate cycle lanes on main roads and at junctions, better education for motorists, and safer cycle routes to schools were seen as most in need of improvement.

As the questionnaire relied on self-completion, Brent had no control over who completed the

survey. Those who responded were likely to be most affected by proposals within the Cycle Strategy. The final sample is not representative of Brent's overall population as it is skewed towards white, male respondents. However, the qualitative research aimed to complement the findings of the questionnaire results by building a more detailed profile of views on cycling.

A draft Cycle Strategy was subsequently developed, of which one objective was to "*improve facilities for cyclists where they are most likely to support the growth in cycling in the borough*". The proposed Quietway route between Wembley Park and Harrow Weald would help in achieving this objective.

Public consultation on the draft Strategy was undertaken in summer 2015 through the form of a questionnaire but was also supplemented with five consultation events held across the borough. The responses received indicate that those aged 35 to 64 and males were overrepresented whereas those from non-white ethnic backgrounds were underrepresented. This is similar to previous engagement undertaken.

Consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design. As part of this consultation process, Brent Council will collect data on those who complete any survey questionnaires to determine whether respondents are representative of those who will be affected by the proposals.

7. Could any of the impacts you have identified be unlawful under the Equality Act 2010?

- No

8. What actions will you take to enhance any potential positive impacts that you have identified?

The Quietway will be designed according to London Cycling Design Standards and will demonstrate the Healthy Streets for London approach. The differing requirements of people with a range of disabilities (both physical and non-physical) and long-term health conditions (e.g. dementia) will be taken into account in the design.

Brent Council will continue to publicise improvements made to reduce or remove barriers to equality and will raise awareness of any outstanding equality issues within the community. It will also ensure that any communication and consultation initiatives are accessible and inclusive of all protected groups, including people with learning disabilities, deaf and blind (as well as deaf blind) residents, people with dementia and their carers, as well as children, young people and older people.

9. What actions will you take to remove or reduce any potential negative impacts that you have identified?

There are no known negative impacts of the implementation of a Quietway between Wembley Park and Harrow Weald identified by the equality analysis at this stage. However, consultation will take place as part of the detailed design stage of the process and any mitigation required will be built into the design.

10. Please explain the justification for any remaining negative impacts.

The implementation of a Quietway does not have any outstanding identified negative impacts.