

## EQUALITY ANALYSIS (EA)

<b>POLICY/PROPOSAL:</b>	Revoking the Byelaw to enable cycling in parks
<b>DEPARTMENT:</b>	Regeneration and Environment
<b>TEAM:</b>	Highways and Infrastructure
<b>LEAD OFFICER:</b>	Debbie Huckle
<b>DATE:</b>	24/10/2019

*NB: Please ensure you have read the accompanying EA guidance and instructions in full.*

### SECTION A – INITIAL SCREENING

1. Please provide a description of the policy, proposal, change or initiative, and a summary its objectives and the intended results.

To revoke the Byelaw 7ii in order to enable cycling in Brent's parks and open spaces. The current byelaws for pleasure grounds, public walks and open spaces were made in 1977 and it does not generally allow cycling except in Gladstone Park between the hours of 7:00am – 8:30am.

The Council already has some dedicated cycle routes / shared use paths in some parks and, although prohibited, cycling does take place in other parks for a number of different reasons. Transport for London (TfL) support the use of cycle routes through parks to help develop a coherent network of direct, comfortable and attractive cycle routes. There are therefore some inconsistencies in byelaw regulation and transport policies that need to be addressed. The health benefits of cycling, to both physical as well as mental health, are now well documented. In addition to delivering our Cycling Strategy, enabling residents to cycle in parks is fully aligned with the Council's policies on promoting physical activity, and support the climate emergency activities to help improve air quality.

2. Who may be affected by this policy or proposal?

Brent has approximately 90 parks and open spaces of which 55 are covered by the byelaw which prohibits cycling. Allowing cycling is not envisaged to have any detrimental impact upon other park users in the majority of our parks and open spaces.

Our parks are used by people from all different back grounds and ages for a variety of reasons. Most park related activities are free and the Council encourages local people to make use of them.

Young people use them to play and have fun whilst others use them for exercise purposes. The elderly can often be seen in parks together with people walking their dogs. Cyclists already use some of our parks, even where there are no defined cycle tracks, and we receive very few complaints.

3. Is there relevance to equality and the council's public sector equality duty? Please explain why. If your answer is no, you must still provide an explanation.

Whilst people are generally not aware of the byelaw prohibiting cycling in some of our parks and this activity already happens the proposal to remove the byelaw will impact all park users. This will impact people in different ways and to a different extent because of their equality characteristics.

4. Please indicate with an "X" the potential impact of the policy or proposal on groups with each protected characteristic. Carefully consider if the proposal will impact on people in different ways as a result of their characteristics.

Characteristic	IMPACT		
	Positive	Neutral/None	Negative
Age	X		X
Sex	X		
Race	X		
Disability	X		X
Sexual orientation		X	
Gender reassignment		X	
Religion or belief		X	
Pregnancy or maternity	X		X
Marriage		X	

5. Please complete **each row** of the checklist with an "X".

SCREENING CHECKLIST		
	YES	NO
Have you established that the policy or proposal <i>is</i> relevant to the council's public sector equality duty?	✓	
Does the policy or proposal relate to an area with known inequalities?		✓
Would the policy or proposal change or remove services used by vulnerable groups of people?		✓
Has the potential for negative or positive equality impacts been identified with this policy or proposal?	✓	

**If you have answered YES to ANY of the above, then proceed to section B.  
If you have answered NO to ALL of the above, then proceed straight to section D.**

## **SECTION B – IMPACTS ANALYSIS**

1. Outline what information and evidence have you gathered and considered for this analysis. If there is little, then explain your judgements in detail and your plans to validate them with evidence. If you have monitoring information available, include it here.

A 6 week consultation was carried out which was available to all park users (not restricted to Brent residents) to gather peoples views on the proposal to remove the byelaw. In addition to asking if they support the proposal it also included a section for comments/concerns.

Of the 190 people that responded 65% supported the proposal. Full details are attached in Appendix 1

Comments received included the following, only a few related to individual parks or open spaces:

Those in favour of the proposal said:

- It's a great place for children and adults to learn to ride and have lessons
- Compensate for poor cycling infrastructure, lack of cycle lanes and potholes, avoid congested roads as they are too dangerous
- Good to promote sustainable modes of travel to improve air quality and reduce congestion. Promote climate change
- Cycling helps with obesity levels and aids physical and mental health
- Shared paths are a good idea and cycling in paths is a good way to keep fit

Those against the proposal said:

- Parks are areas where children should be able to feel safe and run free
- People visit parks to enjoy a car free environment, they are for all ages including the elderly and those in wheelchairs
- Lots of dog walkers use the parks and cyclists could run into the dogs and also disturb the wildlife
- Cyclists can be very aggressive, they do not give way to pedestrians and the paths are too narrow
- Who will enforce this? People currently cycle in Brent's parks and nothing is done to stop this
- How will the Council deal with speeding cyclists if you are proposing a 5mph speed limit

Prior to the consultation surveys were conducted at all parks and open spaces covered by the byelaw to identify any areas of potential conflict between cyclists and other park users such as near entrances, play areas, cafes and picnic areas.

Observations of all parks and open spaces were also conducted to establish current park user activity including pedestrian and cyclist volumes and movements. Where potential conflicts and risks have been identified mitigation measures have been recommended which includes signs, surface markings and cycle free areas.

- For each “protected characteristic” provide details of all the potential or known impacts identified, both positive and negative, and explain how you have reached these conclusions based on the information and evidence listed above. Where appropriate state “not applicable”.

<b>AGE</b>	
<b>Details of impacts identified</b>	<p>Allowing people to cycle in parks will assist the less confident cyclists who tend to younger and older people and it will also benefit families with younger children that wish to cycle together. The cycle free areas will benefit the younger and older park users as they will be able to walk and play without the risk of coming into conflict with a cyclist.</p> <p>Consultation reponses highest group 45-54 years 25% 14% 65+ years 0% 0-15 years</p>
<b>DISABILITY</b>	
<b>Details of impacts identified</b>	<p>By allowing cycling in parks this will provide opportunities for disabled people to participate in cycling activities as it will provide a safer environment for cycling rather than on the roads. Our cycle training provider will be able to arrange sessions for disabled people using adapted bikes to encourage participation amongst this group. It has been identified that cycling can help to improve physical and mental wellbeing.</p> <p>The proposal could also have a negative impact on people with a disability, wheel chairs users could come into conflict with cyclists on narrower paths, the blind/partially sighted or those with a hearing impairment maybe discouraged from using the parks as they feel uncomfortable sharing the space with cyclists.</p> <p>Consultation responses 8% have a disability</p>

<b>RACE</b>	
<b>Details of impacts identified</b>	<p>The proposal could have a positive impact on racial groups where there isn't currently a strong culture of cycling, particularly for women as parks provide a potential safe environment in which to learn.</p> <p>Consultation responses highest groups 42% British/English, 6% Asian/Indian</p>
<b>SEX</b>	
<b>Details of impacts identified</b>	<p>The proposal could have a positive impact on women as studies show that women tend to prefer to cycle on traffic free routes or on quieter side streets.</p> <p>Allowing cycling in parks will benefit men and women who are less willing and confident to ride on the roads.</p> <p>In Brent more women attend our cycle training sessions as opposed to men.</p> <p>Consultation responses 48% female, 37% male</p>
<b>SEXUAL ORIENTATION</b>	
<b>Details of impacts identified</b>	<p>It is envisaged that there will not be any impact however if any issues are identified during the review stage they will be addressed.</p> <p>Consultation results 63% heterosexual 1.58% Gay man, 1.58% Gay woman / Lesbian</p>
<b>PREGANCY AND MATERNITY</b>	
<b>Details of impacts identified</b>	<p>Pregnant women may experience both positive and negative impacts as cycling in parks provides an opportunity for physical activity away from roads however pregnant women may be unable to respond as quickly if they come into conflict with a cyclist.</p> <p>Families with young children could benefit from this as it provides the ideal environment for children to learn to cycle although they can be unpredictable in their movements which could increase the possibility of conflict with other park users.</p>
<b>RELIGION OR BELIEF</b>	
<b>Details of impacts identified</b>	<p>It is envisaged that there will not be any impact however if any issues are identified during the review stage they will be addressed</p> <p>Consultation results highest groups no religious belief 34%, Christian 18%</p>

<b>GENDER REASSIGNMENT</b>	
<b>Details of impacts identified</b>	It is envisaged that there will not be any impact however if any issues are identified during the review stage they will be addressed
<b>MARRIAGE &amp; CIVIL PARTNERSHIP</b>	
<b>Details of impacts identified</b>	It is envisaged that there will not be any impact however if any issues are identified during the review stage they will be addressed

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

No

4. Were the participants in any engagement initiatives representative of the people who will be affected by your proposal and is further engagement required?

Yes, the consultation to revoke the byelaw was open to all park users (not restricted to Brent residents) to say if they support this and provide comments either for or against. The documents were available on the Council's website and it was published in the Brent and Kilburn Times and the London Gazette. Posters were displayed on noticeboards at the entrances to parks to encourage park users to respond with their views. In addition, residents associations, friends of parks groups and organisers of parks related activities (e.g. led walks and outdoor gym sessions) were contacted and asked to promote this. We received 190 responses from members of the public, Councillors, schools, Brent Cycling Campaign, The Girl Guide Association, NHS, residents' associations, friends of parks groups, dog walkers and Brent Council Officers. Full details of the consultation responses are attached in Appendix 1

5. Please detail any areas identified as requiring further data or detailed analysis.

None identified

6. If, following your action plan, negative impacts will or may remain, please explain how these can be justified?

Once the steps in the action plan have been completed it is not expected that any negative impacts will remain however as detailed in point 7 below we will monitor the situation on a regular basis.

Through our publicity campaign we plan to change the culture/preconception around cycling and promote considerate behaviour.

By introducing speed limit signs and publicity aimed at cyclists we can address the speeding concerns identified in the consultation. We will respond to any complaints received relating to speed by conducting observations and introducing more cycle free zones if required.

7. Outline how you will monitor the actual, ongoing impact of the policy or proposal?

The situation will be monitored on a regular basis, any complaints received will be addressed, and concerns investigated. Where required additional measures will be introduced which may include prohibitions, additional signage and other low cost measures

### SECTION C - CONCLUSIONS

Based on the analysis above, please detail your overall conclusions. State if any mitigating actions are required to alleviate negative impacts, what these are and what the desired outcomes will be. If positive equality impacts have been identified, consider what actions you can take to enhance them. If you have decided to justify and continue with the policy despite negative equality impacts, provide your justification. If you are to stop the policy, explain why.

Taking into account the steps detailed in the action plan officers are confident that allowing cycling in our parks will have a positive impact for most park users. The proposal will enable people to enjoy the benefits of cycling in a safe environment which in turn could lead to reduced car use and congestion and improved air quality.

The results of the consultation identified that the main reason for objection was the fear that cyclists would speed through the parks and have no respect for other park users.

Our publicity campaign to promote courteous behaviour should help alleviate this together with the physical measures we plan to introduce (signs, markings and cycle free areas).

By providing a mechanism to report problems/concerns this will enable us to review the situation on a regular basis and where required introduce additional safety measures.

### SECTION D – RESULT

<i>Please select one of the following options. Mark with an "X".</i>		
<b>A</b>	<b>CONTINUE WITH THE POLICY/PROPOSAL UNCHANGED</b>	<b>X</b>
<b>B</b>	<b>JUSTIFY AND CONTINUE THE POLICY/PROPOSAL</b>	
<b>C</b>	<b>CHANGE / ADJUST THE POLICY/PROPOSAL</b>	
<b>D</b>	<b>STOP OR ABANDON THE POLICY/PROPOSAL</b>	

### SECTION E - ACTION PLAN

This will help you monitor the steps you have identified to reduce the negative impacts (or increase the positive); monitor actual or ongoing impacts; plan reviews and any further engagement or analysis required.

Action	Expected outcome	Officer	Completion Date
As identified in the surveys physical measures will be introduced including signs, road markings and cycle free areas.	To make it clear to cyclists where they can and can't cycle and to remind them of the speed they must travel. Reduce the risk of conflict between park users.	Debbie Huckle	Feb 2020
Set up a reporting system for park users to provide details of areas of concern/problems	This will help us to identify hot spots, issues with infrastructure, visibility problems or behavioural issues. Additional measures can then be introduced to address these problems.	Debbie Huckle	March 2020
To help address the safety concerns officers propose to run a publicity campaign to publicise the changes and to promote courteous behaviour between park users. This will include an article in the Brent Magazine, posters on the park notice boards and information on our website;	Improved awareness of the changes to activities in our parks. All park users respect each other and the fear of being hit by a speeding cyclist is reduced.	Debbie Huckle	March 2020
In addition to the publicity campaign promotional materials will be targeted towards the young, elderly and people with a disability via: <ul style="list-style-type: none"> <li>• Schools and cycle training activities</li> <li>• Pensioners forum</li> <li>• Disability forum</li> </ul>	Increased confidence for these groups and awareness of the procedure to report any areas of concern	Debbie Huckle	March 2020

## SECTION F – SIGN OFF

Please ensure this section is signed and dated.

<b>OFFICER:</b>	Debbie Huckle 04/11/2019 
<b>REVIEWING OFFICER:</b>	Natalie Gordon 07/11/2019
<b>HEAD OF SERVICE:</b>	Tony Kennedy 07/11/2019 