

APPENDIX D

Equality Impact Assessment

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Department/service area

D.1 The Department of Highways Transportation and Waste Management –Transport Policy and Programmes

Equality areas assessed

D.2 Race; disability; gender; age

Policy assessed

D.3 The policy assessed is the Provisional Leicestershire Local Transport Plan 2006 - 2011 (LTP), produced in July 2005. We assessed the processes by which the strategies for the Provisional LTP were developed during the time the final LTP was being developed, and therefore this EIA has contributed to the development of the final LTP, which will be produced in March 2006. This is distinct from the delivery of the services within the LTP.

D.4 The LTP is a statutory document in which the County Council sets out the strategies, targets and spending programmes for transport in Leicestershire for a five-year period. The LTP is the principal means by which capital funding for transport is allocated to the Council.

D.5 The majority of services within the Department contribute to the delivery of the objectives and targets within the LTP.

D.6 These objectives are

- **Tackling congestion**, by increasing the use of public transport, walking and cycling, with less growth in car mileage, and more effective use of congested roadspace
- **Improving access** to facilities including employment, education, health care, and food shopping, particularly where analysis shows the greatest levels of social deprivation
- **Reducing road casualties** through local safety schemes and speed management activities as well as continuing road safety education, training and publicity campaigns
- **Improving air quality** in the traffic-related air quality management areas through action plans and robust monitoring of nitrogen dioxide levels against national target levels
- **Reducing the impact of traffic** through local communities, near schools and within town centres, by reducing vehicle speeds, and in exceptional cases re-routing the traffic
- **Managing transport assets** in the most cost-effective way through robust condition monitoring, timeliness of intervention and economies of scale in repairs and renewal.

D.7 The County Council has made a range of commitments to promote equality and diversity and reduce disadvantages and inequalities of opportunity in many policy and strategy areas. The LTP likewise has in its development been able to balance equality issues against a range of potentially competing influences such as road safety and environmental concerns.

Existing equality work

D.8 In developing different areas of work we have kept in mind the various equality groups. Some of the more directly relevant areas are outlined below:

Provisional LTP 2006-2011

D.9 Much of the Department's equality work is drawn together and developed in the Provisional LTP:

Framework accessibility strategy

D.10 The accessibility strategy specifically focuses on access to education, employment, healthcare, and food shopping. The Provisional LTP includes a framework accessibility strategy, and this includes several issues relevant to equality groups.

- The overall aim of improving access to employment, education, healthcare and food shopping, whilst benefiting all travellers, will be of special interest to the equality groups
- Identification of the areas of deprivation, on which we intend to focus our efforts in improving accessibility, takes into account amongst other things income, employment, health and education/skills/training deprivation, which clearly impact between them the concerns of all of our equality groups
- One of the wards on which we intend to focus our accessibility efforts - the Hastings ward in Loughborough - contains the area with the highest index of multiple deprivation in Leicestershire, and is also the ward with one of the highest percentages outside Central Leicestershire of Asian and Asian/British residents
- One of the elements of the Accessibility Strategy deals with tackling travel problems to and from schools and colleges, which can reduce the uptake of post-16 education opportunities and after class activities, and in some cases contribute to truancy
- Our commitment to improvement of complementary public transport and taxi/private hire services in rural areas, in the evenings, and targeting health access and disabled people, will be of particular benefit to young and older people, women and disabled people.

Bus strategy

D.11 The bus strategy covers all aspects of bus travel, and covers many of the travel concerns of the equality groups. Some of the major equality elements are:

- A separate section is devoted to transport for disabled people, and includes proposals for disabled-friendly bus access, disability awareness driver training, clear travel information and support for learning-disabled people to use normal bus services rather than concessionary travel
- Investment in bus stop upgrades assists not only those with mobility impairments, but also parents with children in buggies
- School travel is an important part of the Bus Strategy: we fund and manage both travel for pupils with statutory entitlements and separate local bus service contracts for 'schools special' services for fare-paying pupils not entitled to free travel. We also work with the 16 Plus partnership to improve access to 16-19 education. All of these initiatives are of course of benefit to young people

- We support many evening and Sunday bus services on routes on the hourly services network. These have an important role in providing access for part-time and shift workers (a concern for many women) and for young people's leisure activities.

Other areas of the LTP

D.12 To measure progress towards our Access to Facilities objective we have performance indicators specifically identified as relevant to disabled people and others who can find it difficult to use buses; these relate to the usage of disabled people's complementary transport, bus stop standards and low floor buses.

D.13 The proposed walking improvements, in terms of both improvements to infrastructure design and access to the rights of way network, will be beneficial to disabled people.

D.14 We have worked with Sustrans on their links to school programme, and they have contributed over £500,000 to our transport programme in addition to the County Council's own funds as part of this. This has enabled us to deliver more than would otherwise have been the case.

D.15 As referred to above, we work at a corporate level with the Valuing People team and a major bus company to deliver driver training, including the skills and actions required to encourage bus travel by people with learning disabilities.

D.16 The Valuing People initiative will also benefit from the free travel entitlement for disabled people from April 2006, particularly with regard to handling money.

D.17 We work with the Social Services department on provision of marked-out advisory on-street residential parking spaces for disabled people who are holders of blue badges, and who need to be able to park as near as possible to their home.

D.18 We work with the County Council's Education Department and the four NHS Primary Care Trusts in Leicestershire on many aspects of transport related to schools and children: school travel plans, planning applications for schools, advice in connection with school crossing patrols, 16-19 education, advice on using yellow bus provision to help deal with poor behaviour, provision of the schools special buses referred to above, and helping to co-ordinate activities to promote the health and well-being of school-age children.

D.19 People with disabilities, children and older people are three of the main groups of vulnerable road users to whose needs we pay special attention as part of our objective to reduce road casualties. Reducing child casualties is a particular focus of our efforts, and a wide range of education-led initiatives are in place, often in partnership with the police, educational establishments and other groups. We are placing a particular emphasis on relatively deprived parts of urban areas, where pedestrian and cycle casualty rates are a cause of concern.

D.20 Reducing the fear of crime will address one of the principal transport-related concerns for women.

D.21 We identify older and disabled people as particularly disadvantaged by heavy traffic in our objective to reduce the impact of traffic through local communities by reducing traffic speeds and, exceptionally, removing traffic altogether.

D.22 The 'Safer Driving with Age' (SAGE) scheme runs in conjunction with local health centres, optometrists and driving instructors to provide a service for drivers aged 60 and over. This includes medication review, eyesight check and driving assessment. Currently 100 older drivers benefit from this each year.

D.23 A significant part of our school travel work involves working with schools in developing their travel plans and, where appropriate, implementing a prioritised programme of 20 mph school safety zones or routes to school measures to encourage more cycling and walking.

Training

D.24 Almost all Highways, Transportation and Waste Management staff at Team Leader grade or above have attended the Race Equality and Diversity training course, and it is intended to extend this training to all staff with supervisory responsibility or where there is a service need. All staff will eventually benefit from the training, either directly from managers and supervisors who have attended the course or via a toolkit on the County Council's Intranet.

D.25 Understanding of equality issues is a part of all departmental recruitment and selection training.

Data collection and consultation and key findings

D.26 The Provisional LTP strategies have been developed over a number of years, building on LTP1, government guidance, and a number of local and national consultations. This ongoing process of consultation means that at each stage we are able to build on previous knowledge, without needing to start afresh each time. We therefore have a wide range of data available to draw on, which influence the way we work on a day to day basis, and hence the overall policy in the LTP when it is reviewed.

D.27 The main sources of relevant data and significant findings are outlined below:

Consultations during the development of LTP2

Stage 1 consultation, autumn 2004

D.28 This was a consultation held to determine opinion on the draft LTP strategy and objectives, based on government guidance, on experience in implementing the first LTP, and on previous consultations.

D.29 As well as being made widely available to the general public, consultation material was sent to the following equality groups:

- The Leicestershire Disability Action Group
- The Learning Disability Partnership Board
- The Leicestershire Councils for Voluntary Service and Voluntary Bureaux
- The Leicestershire Children and Young Persons Strategic Partnership
- Age Concern
- Leicestershire and Rutland Ethnic Minority Partnership.

D.30 For the consultation as a whole, as no equality information was asked for, only respondents who included such information in their reply could be identified as belonging to equality groups. In Stage 2 of the consultation (see below) we asked for equality information as part of the feedback questionnaire.

D.31 Some equality-specific feedback was received, and concerned old and disabled people, with comments on shared use of footways with cyclists, access by bus to facilities, and opposition to speed humps.

Stage 2 consultation, winter 2005

D.32 This stage of the consultation followed the publication of the Provisional LTP in summer 2005, and production of an Environmental Report of the document as part of the Strategic Environmental Assessment (SEA) process. This analysed the LTP and made recommendations for modifications on environmental grounds. The aim of this consultation was to gauge public opinion on the proposed 5-year LTP programme and the SEA.

D.33 Consultation information was made available on the same basis and to the same equality groups as in the Stage 1 consultation, and this time a section on the end of the questionnaire asked for information on ethnic origin, disability, gender and age. There were statements on the back page of the consultation booklet about the availability of the document in formats accessible to visually impaired and ethnic groups, although there has been no take-up on this, and a separate meeting was held with the Learning Disabilities Partnership Board (see below).

D.34 Responses were disappointingly low, and a significant number of respondents were not prepared to give us equality information, with comments on some of the consultation returns indicating an unwillingness to provide it. Nevertheless, although there was little equality-specific feedback, a point was made by one of the respondents that disabled people should be able to use conventional public transport, rather than being effectively segregated from the travelling mainstream by being forced to use community and special transport arrangements.

D.35 An equality analysis of the returns yielded the following trends:

- There was a bias towards the older age groups and males in the questionnaire returns, and no response at all from any ethnic groups in the questionnaire survey
- The representation from disabled people was much closer to the County mean than in any of the other surveys considered here.

Leicestershire learning disabilities ‘valuing people’ partnership board meeting, 1st September 2005, and feedback

D.36 As an enhancement to the Stage 1 LTP consultation, we produced a special version of the Stage 2 LTP consultation leaflet for the meeting and gave a presentation on the LTP. This was followed by a question and answer session.

Consultations during the implementation of LTP1

LeicestersHERday International Women's Day, March 2005

D.37 The LTP team was represented at the LeicesterHERday 2005 event held in Leicester on International Women's Day in March 2005. Two workshops were held jointly with Leicester City Council for people interested in discussing transport issues, and the following issues were raised (in no particular order of importance):

- More local services (assume buses)
- Safer transport for women
- Personal safety
- More bus routes to travel to work
- Free bus travel for pensioners
- More cycle tracks

- Efficiency and safety (assume of buses)
- Public transport into Leicester, especially at night.

Citizens' Panel (Wave 2, spring 2003, and Wave 6, autumn 2004)

D.38 The Leicestershire's Voice Citizens' Panel is consulted by postal questionnaire two or three times a year with questions related to all aspects of the County Council's services. In spring 2003 and autumn 2004 we included specifically LTP-related questions, and the outcomes are summarised below:

D.39 Composition of the Panel: Comparison of the current demographic breakdown by ethnicity, gender, disability and age, with that from the 2001 Census, shows:

- The Panel is slightly male-biased
- Young adult age sector under-represented, older people over-represented
- Significant under-representation of non-white population
- Significant under-representation of disabled people.

D.40 Emerging themes: Only the Wave 2 report disaggregated the collected data along equality lines, and only by gender and age, as follows:

Women:

- Are more reliant than men on buses as the main form of transport
- Feel less safe than men at bus stops
- Are more likely than men to favour safety cameras, speed limit enforcement and pedestrian crossings as priorities in improving road safety
- Value the environment more highly over new road building, and
- Are more likely to contact the County Council on transport issues.

People of 60 years and over:

- Are more reliant than younger age groups on buses as the main form of transport
- Feel safer than younger age groups at bus stops
- Are more likely than younger age groups to place a high priority on road safety improvement, and less likely to see improving cycling facilities as a high priority to address this
- Are less likely than younger age groups to favour the environment over road building.

Highways network management best value review documentation, 2001 to 2002

D.41 As part of the exercise to gauge public opinion on the County Council's services for the Highways Network Management Best Value Review, Stakeholder meetings were held in May 2001 and October 2002. Delegates were invited from key stakeholder groups, including disability and ethnic minority groups.

D.42 A MORI telephone poll with 700 residents spread county-wide was conducted for the Best Value Review in October 2001. The sample mirrored the census more accurately than the Citizen's Panel, although the under-45 band could not be disaggregated for comparison as the

MORI banding differed from the Census banding. The disability representation was not so close to the county mean as the questionnaires for Phase 2 of the LTP consultation. Ethnic groups were under-represented. Apart from this, however, there was no analysis by equality group of the responses given, either for the Best Value Stakeholder Meetings or the MORI poll.

Central Leicestershire LTP participation exercise, 2001/2002

D.43 This was based on a series of focus groups, two of which are of relevance to the EIA:

- Young adults aged 16-22 - This group placed traffic congestion, parking problems and public transport quality at the top of a list of eight given transport problems. The main discussion issue was buses: scheduling, network provision and flexibility, conditions and security on board and at bus stops, attitude of staff, availability of travel and operator information, ticketing cost and flexibility
- Older people and people with disabilities - The top three transport concerns for this group were traffic congestion and delays, movement of jobs/shops away from the city centre due to congestion and public transport quality. Once again the main discussion issue was buses, with broadly the same areas of concern as the Young Adults group. Other matters raised were support for park and ride and imposition of traffic restraint measures.

Consultations for the development of LTP1

2001-2006 Leicestershire LTP consultation records and report

D.44 A series of district-based seminars was held following publication of the first Provisional LTP in 1999, to which a wide range of organisations, interest groups and individuals were invited. There were no equality questions in the consultation material, however, so no equality analysis was performed to establish what the penetration was into these sectors.

Other consultation initiatives

Local Transport Plan days

D.45 LTP Day has been held over the last 8 years for the Central Leicestershire area, and extended in the last three years to cover the whole of Leicestershire as well. It is an annual event held in partnership with Leicester City Council, where we invite a range of transport stakeholders to discuss recent achievements and new proposals, in order to gauge opinion and help shape transport policy. We review the list of invitees each year as we become aware of other stakeholders.

D.46 Over the last few years attendees have included representatives of various disability groups (e.g. Vista, Headway, Centre for Deaf People), Age Concern, Indian and Hindu groups.

D.47 Relatively few equality topics have been raised, but have included:

- Access to public transport information for deaf people
- Level access onto buses
- General push to tackle travel problems for disabled people
- Access to public transport information for deaf people
- Concessionary travel to health facilities
- Wheelchair access design at bus stops, and proper use

- Awareness of Disability Discrimination Act
- Criticism of facilities for visually impaired people.

Report of Leicestershire County Council's Black and Minority Ethnic Citizens' Jury, November 2005

D.48 The principal comments relating to transport strategy concerned the availability of free and concessionary transport for older people, the need for transport links to employment, the availability of transport information in many languages and in audio format on deposit at libraries, and access to healthcare.

Report of Leicestershire County Council's Disabled Persons' Citizens' Jury, July 2004

D.49 This was focussed on accessing services for disabled people, and the main concerns centred around greater physical accessibility to the public transport vehicles, more accessible public transport information, staff training, extended hours for public transport, especially in the villages, wanting concessionary arrangements to be extended from buses to taxis, and the narrowness of footways.

Major scheme consultation

D.50 During the preparation of major schemes, consultation information is sent to disability awareness and action groups.

Wider studies and reports

1. Research into ethnic community travel patterns from Warwick University, 1999
2. DfT factsheets on perceptions of personal security and concerns about crime on public transport (based on 2002/2003 research)
3. Equal Opportunities Commission Working Paper No. 34: Promoting Gender Equality in Transport, Summer 2005
4. Disability Rights Commission - An Overview of the Literature on Disability and Transport, October 2003.

D.51 These documents give useful national insights, based on a larger sample than is available in Leicestershire, into the transport issues of concern to all the minority groups under consideration in this SEA, identifying areas we might otherwise not address in reviews of the relevant strategies. Particularly of value are the documents which refer to racial and gender equality, for which there is little local information.

D.52 Relevant information is summarised under the equality headings:

Disability

D.53 Numbers refer to the documents listed at the start of this section

- 4 Disabled people need to be consulted in the design, delivery and implementation of accessible transport systems, as well as development of policy, research and legislation ⁴
- 5 Transport issues are the single most prominent concern at local level ⁴
- 6 Each element of the 'transport chain' from the origin of the journey to the final destination – including information, the pedestrian environment and transport interchanges - needs to be user-friendly and accessible ⁴
- 7 Key issues for disabled public transport users are improved access, the attitude of transport staff, an appreciation by transport service providers of the differing kinds of disability (not

just wheelchair users), and the accessibility conflicts with other non-disabled users such as people with baby buggies²

- 8 A key way in which disabled people can be made to feel safer is appropriate and regular information – real-time information especially – with oral and visual public announcements. Help points, emergency alarms, security notices and information points should likewise be accessible.²

Race

D.54 Numbers refer to the documents listed at the start of this section

- 9 Minority ethnic groups are more than twice as likely as white people to depend on public transport for commuting journeys, with nearly three-fifths of Black-African workers using public transport to get to work¹
- 10 Black people are more dependent than other minority ethnic groups on public transport¹
- 11 Pakistani and Indian workers are least likely to use public transport. More than a fifth of Bangladeshis walk, cycle or use another method to reach their work¹
- 12 More Asian people (44%) feel unsafe waiting for a bus compared with black (30%) and white (35%) respondents. Both whilst waiting for and travelling by bus, Asian and BME groups favoured CCTV to make them feel safer, with white respondents favouring CCTV and a circulating member of staff respectively²
- 13 Qualitatively, particularly for those whose first language is not English, important security factors were reliable and appropriate information, and pleasant staff attitude.²

Young people

D.55 Numbers refer to the documents listed at the start of this section

- 14 Including school bus journeys, 56% of young women and 42% of young men use the bus at least 3 or 4 days/week. 49% feel unsafe at bus stops, 60% on a railway platform²
- 15 CCTV is the most popular measure that makes young people feel safer at bus stops, with a nearby phone next; on the bus, CCTV would again be the preferred choice, with next the presence of a member of staff other than the driver.²

Gender

D.56 Numbers refer to the documents listed at the start of this section

- 16 Women are more likely than men to get to work by means other than the private car, reflecting their greater likelihood of working close to home. Although this applies across all ethnic groups, this contrast is particularly marked for white women¹
- 17 More than twice as many women as men feel unsafe after dark walking from and waiting at a bus stop²
- 18 CCTV is preferred by both men and women as the measure to make them feel safest whilst waiting for a bus, followed by good lighting; on the bus, women would prefer a circulating member of staff, and men CCTV again²
- 19 There is inadequate public transport access for women to schools, shopping facilities, health care and employment and training opportunities because of (a) transport routes designed for traditional commuters (i.e. which run from suburbs to town centres) and (b) prioritisation of services at peak-time commuter periods over daytime travel. Women on low incomes are the worst affected³
- 20 Vehicle design can hinder those with children or shopping.³

Conclusions and actions

D.57 The initial analysis of the equality content of the Provisional LTP shows that a great deal of equality work already goes on in the Department, in terms of strategic direction, departmental training, inter-departmental working and service delivery.

Action: The identified areas of existing good equality working practice should be maintained, and built on or reviewed where appropriate

D.58 The key findings from the data collection show many areas of concern to the equality groups, predominantly on a service delivery and individual strategy level, and these issues will be passed to the teams responsible for these individual strategies. It is clear, nevertheless, that many of the detailed concerns are already dealt with in existing strategies, particularly the Bus Strategy, and there are no identified areas of equality concern where no strategy exists to address them.

Action: To ensure that all the equalities issues related to service delivery and individual strategies identified in the course of this assessment are, and continue to be, effectively passed on to the appropriate strategy teams to be taken account of as part of strategy implementation. For example:

- 21 The concerns of the Black and Minority Ethnic community regarding safety at bus stops (from the national DfT work), and the output of the County Council's BME Citizens' Jury regarding public transport information and concessionary travel, will be passed on to the Public Transport Group to take account of in implementing the Bus Strategy
- 22 The concerns of older people on sharing footways with cyclists (from Stage 1 of the LTP2 consultation) will be passed to the Integrated Transport Schemes group for consideration in the design process.

D.59 The main area where there is potential for progress in the area of LTP development is therefore the consultation process, to ensure that strategies are developed with the fullest possible equality input:

- 23 The demographics of the Citizens' Panel should be improved to reflect the balance of the equality groups.

Action: To recommend to the Chief Executive's department that the composition of the Citizens' Panel be reviewed to more accurately reflect the balance of the equality groups in the County. (Note: this has already been done as part of the Citizens' Panel feedback)

D.60 Some equality groups have been under-represented at LTP day, for example young people and groups representing ethnic communities other than Indian and Hindu.

Action: In partnership with Leicester City Council, review LTP Day invitee lists, to reflect a fuller range of equality groups, and follow up to encourage attendance by these groups.

D.61 Although equality information was asked for in Stage 2 of the LTP2 consultation, response was low, and some of the respondents refused to give personal information.

Action: In future LTP-related consultations, ensure that we continue to ask for equality information, but seek to place consultation information via appropriate groups, both to encourage response and help provide a representative consultation profile. Encourage other transport-related consultations of which we are aware to do the same.

Action: Set the equality information in context, and clarify the reason for requesting it, to reduce the resistance as far as possible to providing it.

D.62 Even where equality groups were targeted with consultation information in Stage 2 of the consultation, few individuals and no groups responded.

Action: Where consultation information is sent to groups, ensure that a request for a reply is explicit in any covering letter, asking for a corporate response if appropriate. If input to the consultation from a particular sector is essential, consider whether a separate meeting/presentation focus group is appropriate. Where possible, engage existing or pre-arranged meetings and fora to help in delivering the consultation, e.g. the ‘LeicestersHERday’ International Women’s Day event, or the County Council’s Citizens’ Juries

D.63 To fully engage people with learning disabilities it was necessary, in partnership with the Valuing People team, to produce a separate document written in simplified terms and discuss it at a dedicated meeting. Similarly, for the youth sector to be engaged in any consultation, it was suggested to us that young people should be involved in generating the consultation.

Action: Identify and target equality groups who may have particular difficulty accessing the consultation material, and make early enquiries as to requirements.

Monitoring

The LTP contains a range of performance indicators and targets against which progress is monitored, and achievement of which is highly influential in attracting government funding. We do not therefore propose performance indicators specific to this EIA.

Authorisation

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