

Equality Impact Assessment (EqIA): Oxford Traffic Filters



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Executive summary

This Equality Impact Assessment (EqIA), developed by Steer, has been informed through direct engagement with Oxfordshire City Council's Inclusive Transport and Movement focus group. The group is comprised of people with experience of living, working and travelling around Oxford with a disability. It includes organisations such as KEEN Oxford, Wheels for Wellbeing, the Free Thinking Network, the University of Oxford, Ruskin College Oxford, a secondary school, and the Sensory Impairment Team at Oxfordshire County Council.

The proposed Traffic Filters are intended to make bus journeys quicker and more reliable, enable the introduction of brand-new electric buses, make cycling and walking safer and more attractive, and reduce local air pollution to improve the health and wellbeing of Oxford's communities. They are likely to have a net positive impact on the city's residents, including Protected Characteristic Groups.

It is acknowledged that the Traffic Filters may inconvenience drivers and those who rely on cars; e.g., older and/or disabled people and people from certain ethnic groups. Several additional disproportionately negative impacts have also been identified in this assessment, with varying implications.

Where the Traffic Filters increase journey times, this may have a disproportionately negative impact on non-professional carers for disabled and/or older residents who are more likely to be making regular trips by car. However, it is important to recognise that motor vehicle access to all locations has been maintained, and exemptions for Blue Badge holders, disabled tax class vehicles, taxis and private hire vehicles, and both professional and non-professional health and care workers will mitigate the worst of these potential impacts. The ability for residents to obtain day passes will also help mitigate impacts on people making fewer regular journeys for caring purposes.

The Traffic Filters are also likely to reduce traffic volumes and create improved conditions for buses, leading to reduced journey times by public transport. This will disproportionately benefit those who currently use buses, including some disabled people, women (who are more likely to use public transport than men), and 'Black/African/Caribbean/Black British' residents who have the highest public transport mode share by ethnic group in Oxford.

There are also likely to be benefits for those who cycle (predominantly those aged 16-24 and those aged 25-44) due to the removal of through-traffic within the Traffic Filters. This will create a safer and more accessible environment for people cycling and has the potential to encourage people from all backgrounds to cycle.

A series of potential mitigation measures have been outlined within this EqIA which are intended to eliminate or limit the potential disproportionately negative impacts identified. These range from implementing bus priority and service improvements to maximise the benefits of the filters, to accelerating Local Cycling and Walking Infrastructure Plan (LCWIP) schemes to enable more people to switch from driving to cycling or walking.

Proposed amendments to traffic filter proposals – implications for EqIA

In response to feedback and issues raised through the Public Consultation and wider engagement undertaken in September / October 2022, officers are recommending several amendments to the proposals. Overall, the amendments do not affect the fundamental rationale for the proposals, and the location and design of the filters is unaffected. The

amendments focus on the operation of the filters (timing), and the definition of permits and exemptions and terms of their geography and eligibility criteria.

The following amendments are likely to have an impact on those with protected characteristics, notably Age and Disability:

- The amendment to the timings of the Traffic Filters
- Expanding the exemptions policy to allow anyone with informal caring responsibilities, patients receiving frequent hospital treatment and people with short-term mobility problems through the traffic filters.

1 Introduction

- 1.1 An Equality Impact Assessment (EqIA) is a process designed to ensure that a policy, project or scheme does not unlawfully discriminate against any protected characteristic. This EqIA relates to Oxfordshire County Council’s proposal to implement Traffic Filters in Oxford.
- 1.2 The location of the proposed Traffic Filters is shown in Figure 1.1.

Figure 1.1: Study area context



Source: OCC, Steer

- 1.3 To circumvent the Traffic Filters and travel across the city by private car without a valid exemption, it is likely that drivers will have to use Oxford's ring road.

Scheme definition as assessed by this EqIA

- 1.4 Work on this EqIA started in Spring 2022, at which point the scheme and its exemptions were initially defined.

Original scheme definition

- 1.5 Traffic Filters are points on roads through which only certain types of vehicles (e.g. buses and taxis) may pass, similar to the existing bus gate on Oxford High Street. They are intended to help reduce the number of vehicles travelling to and around a specific area, resulting in reduced congestion. This can lead to a range of positive knock-on effects, such as reduced bus journey times, safer streets, more cycling and walking and improved local air quality.
- 1.6 The scheme would be enforced using Automatic Number Plate Recognition (ANPR) cameras. Traffic signs serve to identify the location of each filter, including operational hours and vehicles that are permitted to travel through. The exact locations of the Traffic Filters will be finalised after stakeholder engagement, public consultation, and further detailed design work.
- 1.7 The Traffic Filters will be operational between the hours of 7am to 7pm, seven days a week. The impacts outlined within this document are only likely to apply during these operational hours. Anyone driving through the Traffic Filters without a valid exemption will be subject to a fixed penalty notice.
- 1.8 The following core exemptions are proposed:
- Blue Badge holders & disabled tax class vehicles
 - All buses (not just registered local buses)
 - Taxis and private hire vehicles
 - Community transport vehicles
 - Emergency services
 - Health and care workers

Further development – September 2022 public consultation

- 1.9 The Traffic Filters scheme has been further developed since Spring 2022, including by incorporating mitigations suggested in this EqIA. Those additional mitigations are set out in Chapter 12 of this document ('Addendum: post-mitigation assessment') and form part of the scheme definition for the September 2022 public consultation.

EqIA as a live document

- 1.10 This EqIA represents an assessment of the scheme as of August 2022. It is a live document and ongoing assessment will inform further scheme development and refinement following the September 2022 consultation and/or before implementation (subject to an OCC Cabinet decision to proceed with the ETRO).

2 Scoping

- 2.1 A scoping assessment has been undertaken to identify whether the Traffic Filters could have a disproportionate impact on Protected Characteristic Groups (PCGs). This exercise considers both potential positive and negative impacts, and, where possible, provides evidence to explain how and why a group might be particularly affected. Table 2.1 provides a summary of the scoping assessment.
- 2.2 “Disproportionate impact” means that groups of people who share a protected characteristic may be significantly more affected by a change than other people. Protected characteristics are specific aspects of a person's identity as defined by the Equality Act 2010. The 'protection' refers to protection from discrimination.
- 2.3 On this basis, people are grouped into nine PCGs by the Act:
- Age
 - Disability
 - Gender reassignment
 - Marriage and civil partnership
 - Pregnancy and maternity
 - Race
 - Religion or belief
 - Sex
 - Sexual orientation
- 2.4 In addition to these nine groups, this assessment also considers:
- Social inclusion
- 2.5 ‘Social inclusion’ focuses on people who are at substantial socio-economic disadvantage. Assessing impacts based on social inclusion is not obligatory, as it is not a legally enshrined PCG; however, it is considered best practice to do so.
- 2.6 Oxfordshire County Council also considers the following groups as part of its own Equality Impact Assessment process:
- Rural communities
 - Armed forces
 - Carers
 - Areas of deprivation
- 2.7 The ‘Carers’ group has been considered and mitigated in this EqIA as part of the Age and Disability PCGs. The ‘Areas of deprivation’ group is captured within ‘Social inclusion’ (described above). The remaining two groups have been scoped out in Table 2.1.
- 2.8 As the Traffic Filters are aimed at making roads safer, improving air pollution, and enabling more cycling and walking, it is considered that they are likely to impact people’s movement

and experience of streets and spaces. Groups that have a significant intersection with movement and space, i.e. those that travel in distinguishably different ways, are most likely to be affected.

- 2.9 It is not considered that the 'Gender reassignment', 'Sexual orientation' or 'Marriage and civil partnership' PCGs have a significant intersection with movement and space. They have not been included in the baseline data or the detailed analysis of equality impacts that follows.
- 2.10 Please note that this EqIA will form part of the public consultation. Any evidence provided by respondents that challenges its conclusions will be reviewed and amendments to this document will be considered where appropriate.

Table 2.1: Protected Characteristic Group scoping

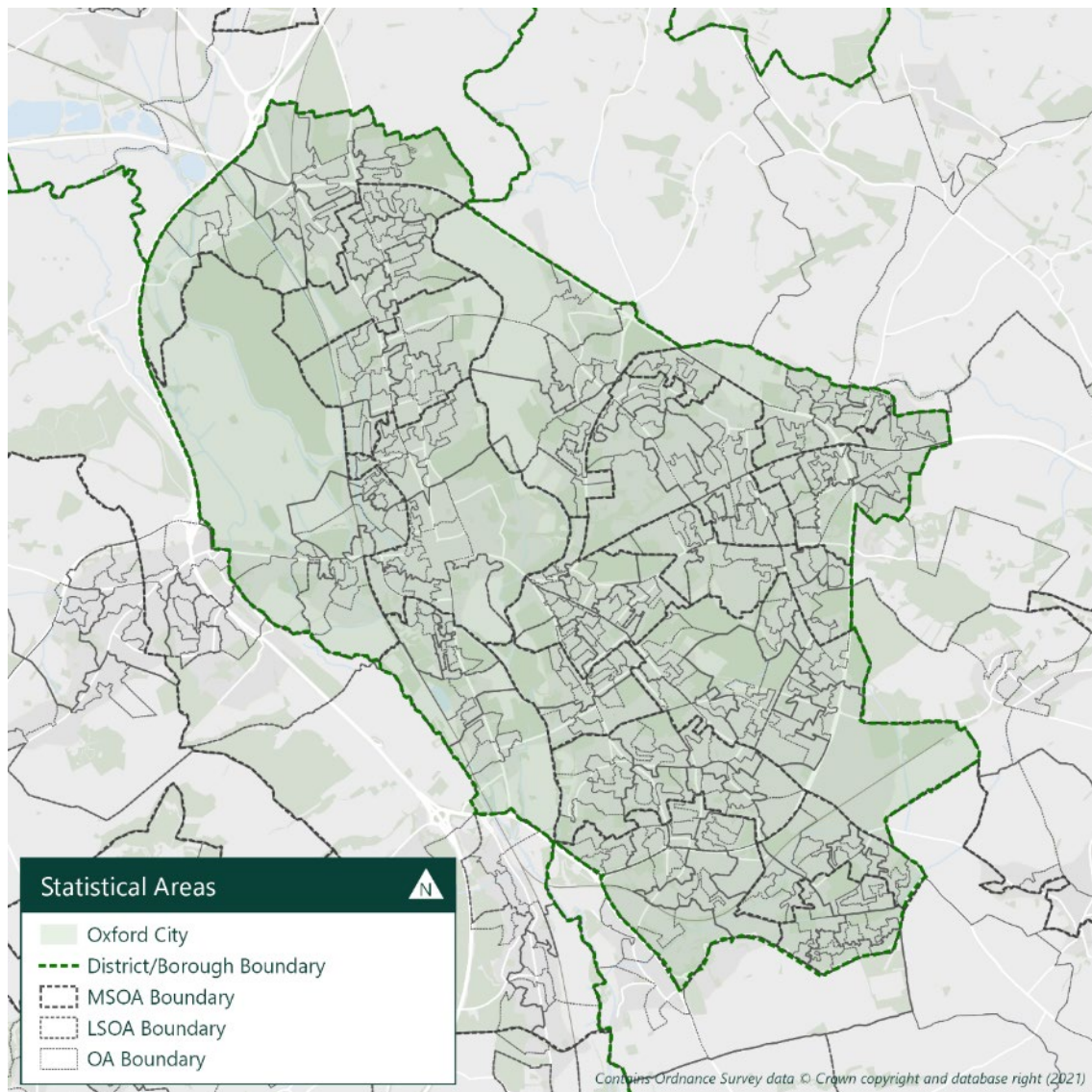
Protected characteristic group	Disproportionate impact unlikely	Disproportionate impact likely	Commentary
Age – people in particular age groups (particularly over 65s and under 16s)		✓	There is likely to be a disproportionate impact which this EqIA will investigate. A person’s ability to use the transport network can be reduced as a result of age and age-related health conditions.
Armed forces – people who are acting in their official military capacity	✓		There is no armed force component to the area as there are no military bases or ranges. Regardless, special vehicles such as military vehicles will be exempt from the filters.
Disability – people with disabilities (including different types of physical, learning or mental disabilities)		✓	There is likely to be a disproportionate impact which this EqIA will investigate. A person’s use of the transport network can be shaped by certain disabilities.
Gender reassignment – people who are intending to undergo, are undergoing, or have undergone a process or part of a process of gender reassignment	✓		People undergoing gender reassignment are unlikely to be disproportionately impacted by the scheme on this basis.
Marriage and civil partnership – people who are married or in a civil partnership	✓		People who are married or in a civil partnership are unlikely to be disproportionately impacted by the scheme on this basis.
Pregnancy and maternity – people who are pregnant or caring for new-borns		✓	There is likely to be a disproportionate impact which this EqIA will investigate. A person’s use of the transport network can be shaped by pregnancy and parental care.
Race – people of a particular race or ethnicity (including refugees, asylum seekers, migrants, gypsies and travellers)		✓	There is likely to be a disproportionate impact which this EqIA will investigate. Use of the transport network and/or occupation may differ depending on ethnic group.
Religion or belief – people of particular faiths and beliefs		✓	There is likely to be a disproportionate impact which this EqIA will investigate. Use of the transport network by those practising different religions may vary across different days (e.g., Sunday worship, when public transport services are reduced).

Rural communities – people living in rural areas	✓		People who live in rural areas are unlikely to be disproportionately impacted by the scheme on this basis.
Sex – whether people are male or female		✓	There is likely to be a disproportionate impact which this EqIA will investigate. Use of the transport network and/or occupation may differ depending on sex.
Sexual orientation – people’s particular sexual orientation (e.g. towards people of the same sex, opposite sex or either sex)	✓		People are unlikely to be disproportionately impacted by the scheme based on their sexual orientation.
Social inclusion – whether people are socio-economically disadvantaged		✓	There is likely to be a disproportionate impact which this EqIA will investigate.

3 Baseline methodology

- 3.1 Demographic information has been gathered on PCGs across Census Output Areas (OAs) within Oxford (see Figure 3.1), as well as for Oxfordshire as a whole. This includes the groups defined in the Equality Act 2010 as well as 'Social inclusion'.
- 3.2 Oxfordshire has been included in the assessment as it acknowledged that people from the districts surrounding the city of Oxford will drive on the routes with Traffic Filters, meaning they may be impacted. Therefore, it is necessary to review data for residents across a wider area, not just residents living inside the ring road.
- 3.3 Figure 3.1 presents the OAs used in this assessment.

Figure 3.1: OAs used in assessment



Source: ONS (2021)

Data sources

Quantitative data

- 3.4 The primary data source used to inform the quantitative analysis in this EqIA is the 2011 Census. Though this data is now more than a decade old, it remains the most comprehensive dataset available. The 2011 Census benefits from being an official and rigorous dataset and having standardised geographies that match other Office of National Statistics (ONS) datasets to enable cross-tabulation.
- 3.5 The census takes place across England and Wales every ten years. It is designed to provide a detailed snapshot of the population and its characteristics and underpins funding allocations for public services. Supplementary data sources have also been used where possible and are referenced throughout.
- 3.6 Where data allows, this EqIA is informed by Lower Super Output Area (LSOA) analysis, using the output areas which most closely reflect the boundaries of Oxford, Oxfordshire and England

and Wales. LSOAs are a granular geographic hierarchy designed to improve the reporting of small area statistics in England and Wales.

- 3.7 For each protected characteristic, data has been collated and analysed, with comparisons made at borough, regional and national level (where relevant). Due to limitations of the 2011 Census dataset, certain data was not accessible at a district or county level – in these cases, national data for England has been used.
- 3.8 Method of travel data has been taken from the 2011 Census; however, it is important to recognise that this captures travel to work journeys only. Travel to work is only one aspect of people’s lives and other journeys, such as for leisure, take place. In the context of an EqIA, this has particular relevance for some PCGs who may be less likely to be in formal employment¹. As there are no robust datasets which capture all trip journeys and their mode split, travel to work has been used as a proxy.
- 3.9 Where OA or LSOA-level data is not available, either Medium Super Output Area (MSOA) or borough-level data has been used. While census data is a useful tool to understand and compare the travel characteristics of one area with another, it does have limitations. It is accepted that the 2011 dataset is dated, particularly given the changes brought upon by the Covid-19 pandemic.
- 3.10 Though 2021 Census data was collected prior to the publication of this report, its results are not expected to be published in full before the public consultation. While the initial population data released in summer 2022 has been included in this report², the 2011 Census remains the key data source for this document. The Office for National Statistics (ONS) expects to publish all other main 2021 Census data and analysis within two years of the census³.

Qualitative data

- 3.11 A number of additional data sources have been used to inform the qualitative analysis aspects of this document, including research from authorities such as Oxfordshire County Council, Transport for London, and inclusive transport organisations like Wheels for Wellbeing. Each of these sources has been referenced wherever referred to.

Engagement with Inclusive Transport and Movement focus group

- 3.12 Steer has directly engaged with Oxfordshire City Council’s Inclusive Transport and Movement focus group. The group meets every six weeks, facilitated by Oxford City Council, and is comprised of people with experience of living, working and travelling around Oxford with a disability. It includes organisations such as KEEN Oxford, Wheels for Wellbeing, the Free Thinking Network, the University of Oxford, Ruskin College Oxford, a secondary school, and the Sensory Impairment Team at Oxfordshire County Council.
- 3.13 Steer presented to the group twice, initially on the scope of this EqIA, then a follow up to present headline findings from the assessment. Feedback was gathered during and after both sessions and has been used to directly inform the EqIA. Dialogue will continue with the focus group to gather feedback on this document during the public consultation phase.

¹ Gender Equality Toolkit in Transport <https://www.the-get-it.com/>

² See the baseline equalities data in Chapter 4.

³ Office for National Statistics (2022) 2021 Census Analysis: [Analysis - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

- 3.14 Feedback from wider consultation on the scheme undertaken by the relevant councils, including parish councils, churches and others, was also provided to Steer to inform the assessment.

4 Age

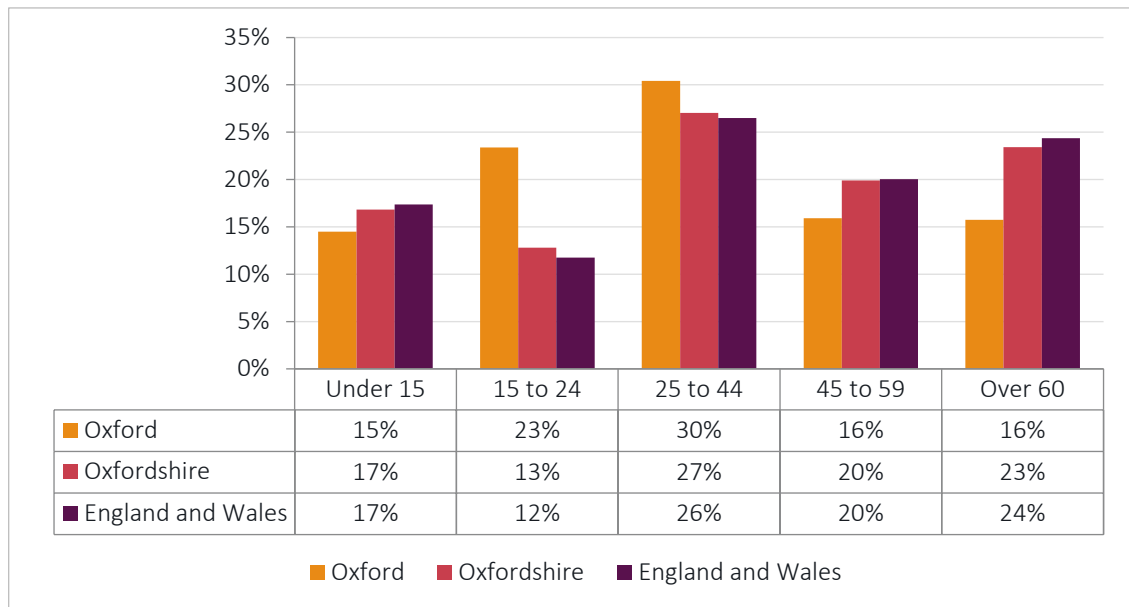
Definition according to the Equality Act 2010

1. In relation to the protected characteristic of age - a. A reference to a person of a particular age group b. A reference to persons who share a protected characteristic is a reference to persons of the same age group.
2. A reference to an age group is a reference to a group of persons defined by reference to age, whether by reference to a particular age or to a range of ages

Baseline equalities data

- 4.1 Figure 4.1: shows that a plurality of Oxford residents, 30 per cent, are aged 25-44 – a decrease of 2 per cent since the 2011 Census. Those aged under 25 comprise 38 per cent of the population (a decrease of 1 per cent), while those aged 45 and over comprise 32 per cent (an increase of 3 per cent).
- 4.2 Compared to Oxfordshire as a whole, Oxford has a much higher proportion of 15-24-year-olds⁴ (23 per cent compared to 13 per cent; previously 23 per cent compared to 14 per cent) and a lower proportion of those aged over 45 (32 per cent compared to 43 per cent; previously 29 per cent compared to 41 per cent).

Figure 4.1: Age distributions in Oxford, Oxfordshire and England and Wales

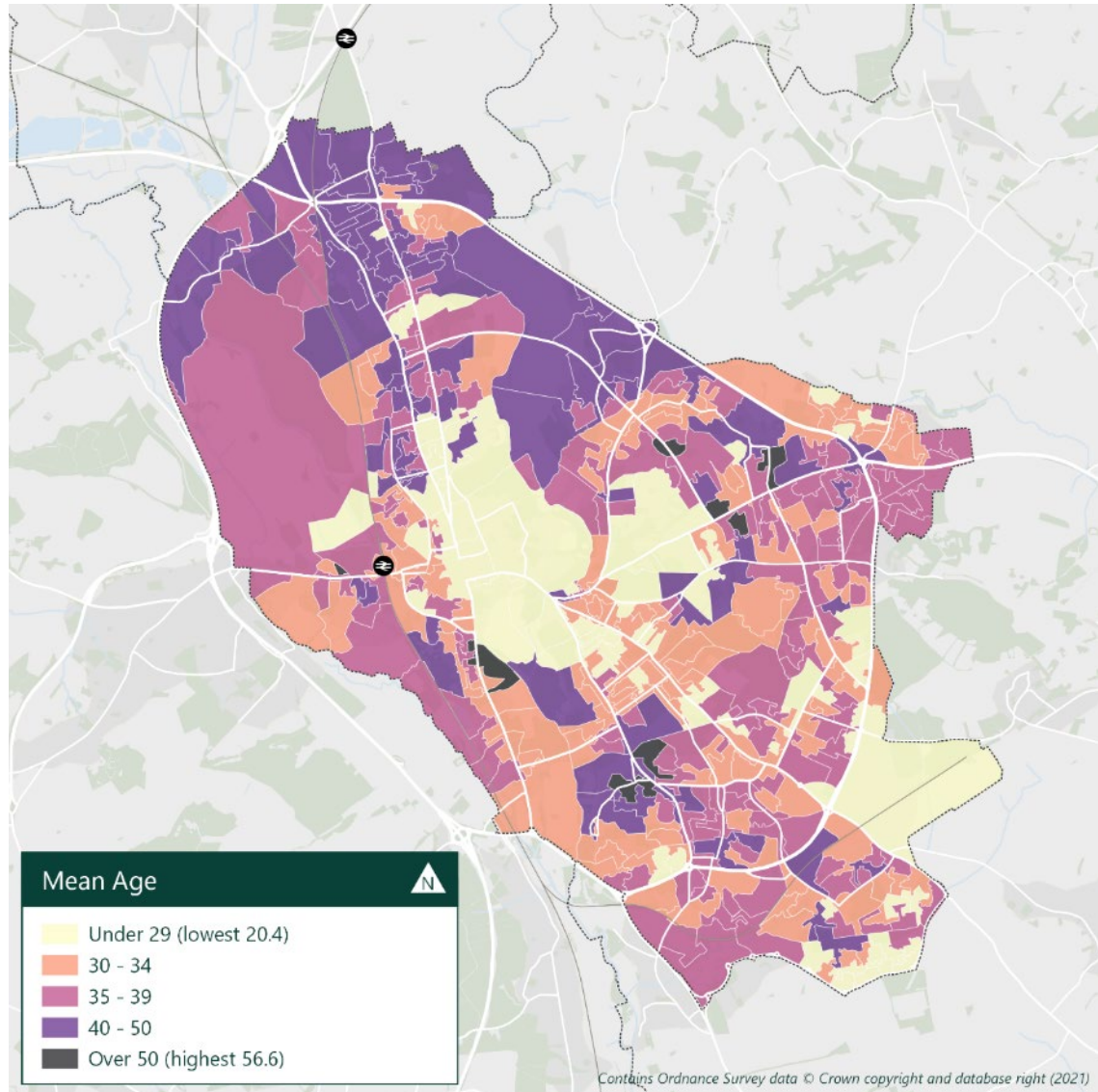


Source: 2021 Census

⁴ Age brackets changed between the 2011 and 2021 Census – the 2011 Census grouped those aged 15 and those aged 16-19; in the 2021 Census, this has been consolidated into a 15-19 age bracket.

4.3 Figure 4.2 presents the spatial distribution of the mean age across Oxford. The most notable pattern is a significantly lower mean age in the centre of Oxford. In terms of wards, Holywell has the lowest mean age at 22.8-26.7. Carfax, a 2011 ward which is now part of the larger Carfax and Jericho ward, has a mean age of 26.7-30.6. There is also a slightly less pronounced trend with output areas to the north (including Wolvercote, Summertown and Marston wards, as well as Headington to the north east) having a higher mean age.

Figure 4.2: Mean age by output area in Oxford

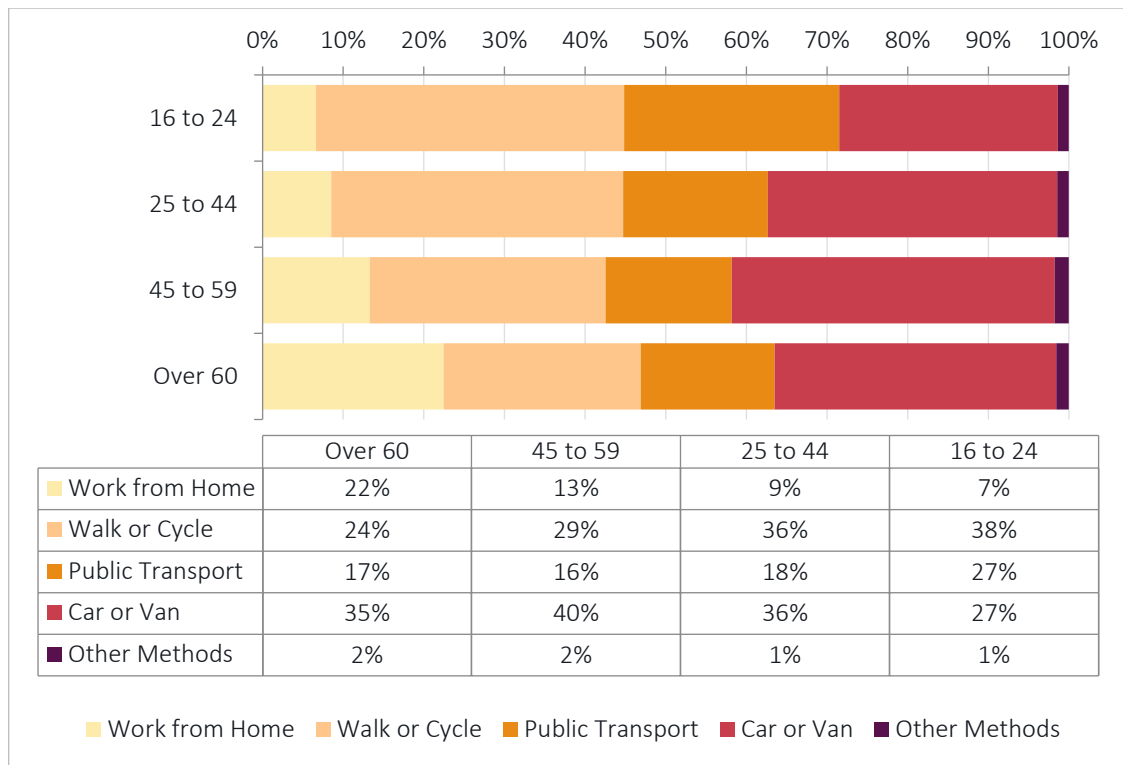


Source: 2011 Census

4.4 Figure 4.3 presents 2011 Census data on how people in Oxford travel to work per age category. The highest percentage of cycling and walking can be seen in those aged 16-24, with 38 per cent of all trips to work made on foot or by bike. Those aged over 60 have the lowest levels of cycling and walking at 24 per cent – however, it is worth noting that 22 per cent of those aged over 60 work from home.

4.5 Car usage is highest for those aged 45-59 at 40 per cent, while public transport use is highest for 16-24-year-olds at 27 per cent. This is 9 per cent higher than the next likeliest age group to use public transport to travel to work (those aged 25-44).

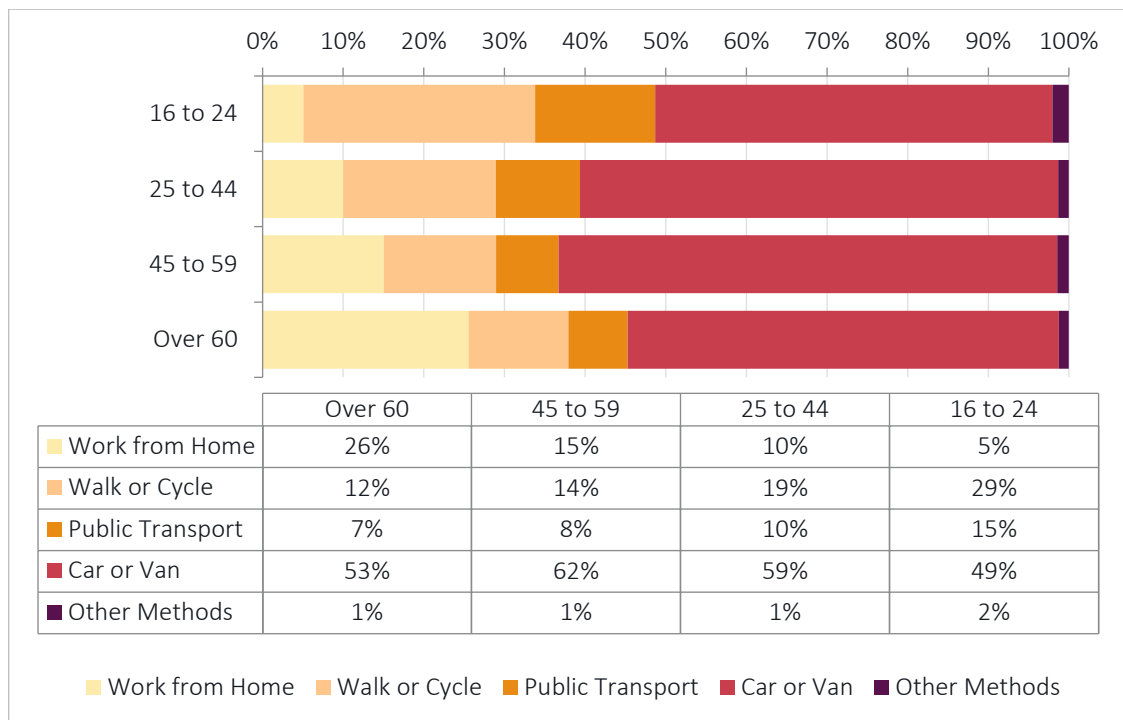
Figure 4.3: Mode share for travel to work by Age in Oxford



Source: 2011 Census

4.6 Figure 4.4 presents equivalent numbers for Oxfordshire as a whole. There is significantly more car travel than in Oxford. The biggest car users are those aged 45-59 at 62 per cent (compared to 40 per cent in Oxford), followed by 25-44-year olds at 59 per cent (36 per cent in Oxford). There are much lower levels of cycling and walking in Oxfordshire compared to Oxford.

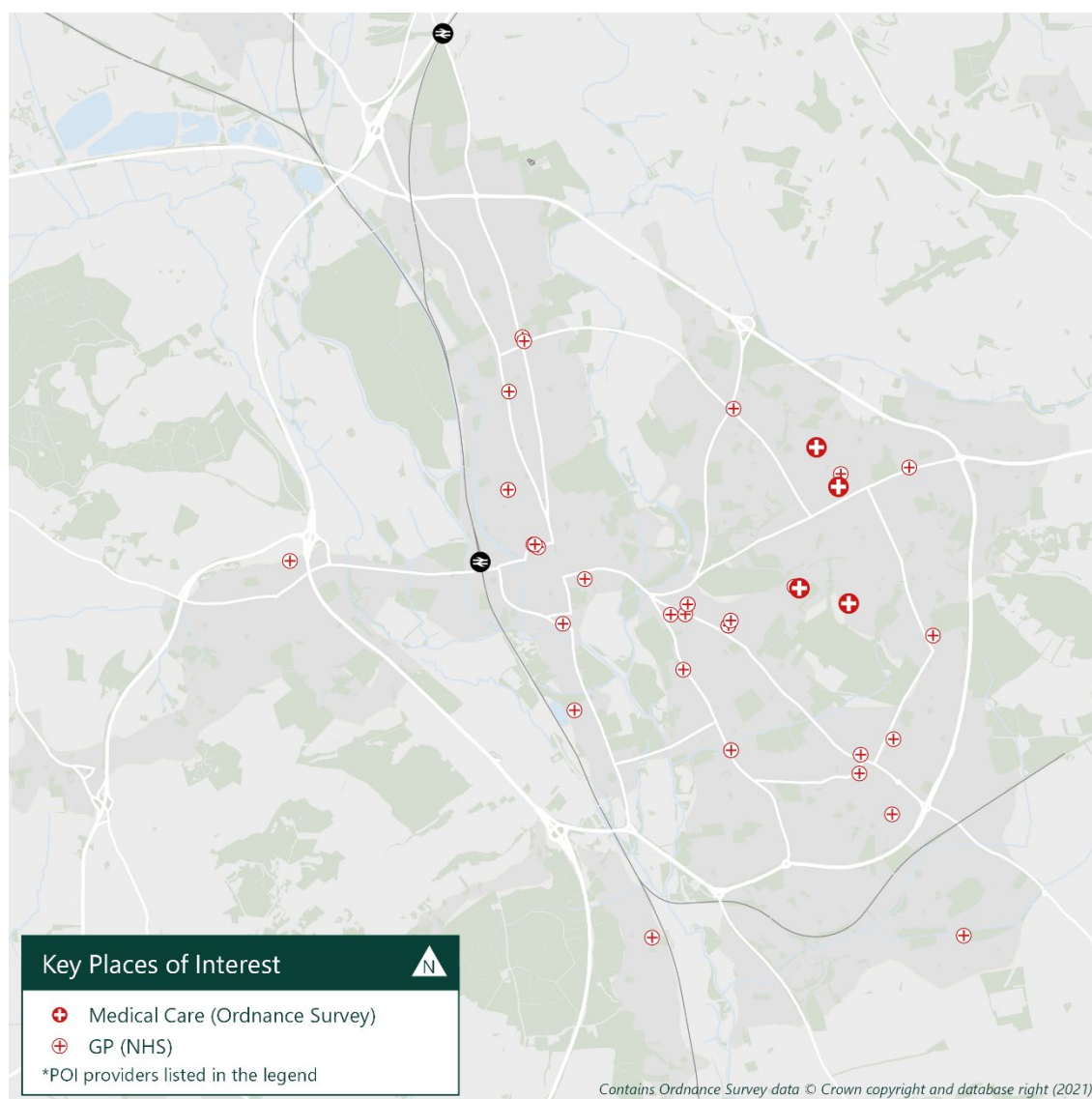
Figure 4.4: Mode share for travel to work by Age in Oxfordshire



Source: 2011 Census

- 4.7 Figure 4.5 shows the location of medical facilities within Oxford. This includes ‘medical care’ centres, as defined by Ordnance Survey, and GPs (NHS-only). There are a number of medical facilities that are likely to be impacted in some way by the Traffic Filters.
- 4.8 Medical care centres are highly concentrated in the east of the city. Oxford University Hospitals NHS Foundation Trust has several sites in the area – including John Radcliffe Hospital, the largest hospital in Oxford.
- 4.9 The west of the city does not have the same level of access to GPs as other areas. Older people are more likely to have an increased requirement for frequent visits to medical facilities; this may have a disproportionately negative impact if they rely upon private car for transport.

Figure 4.5: Medical facilities within Oxford

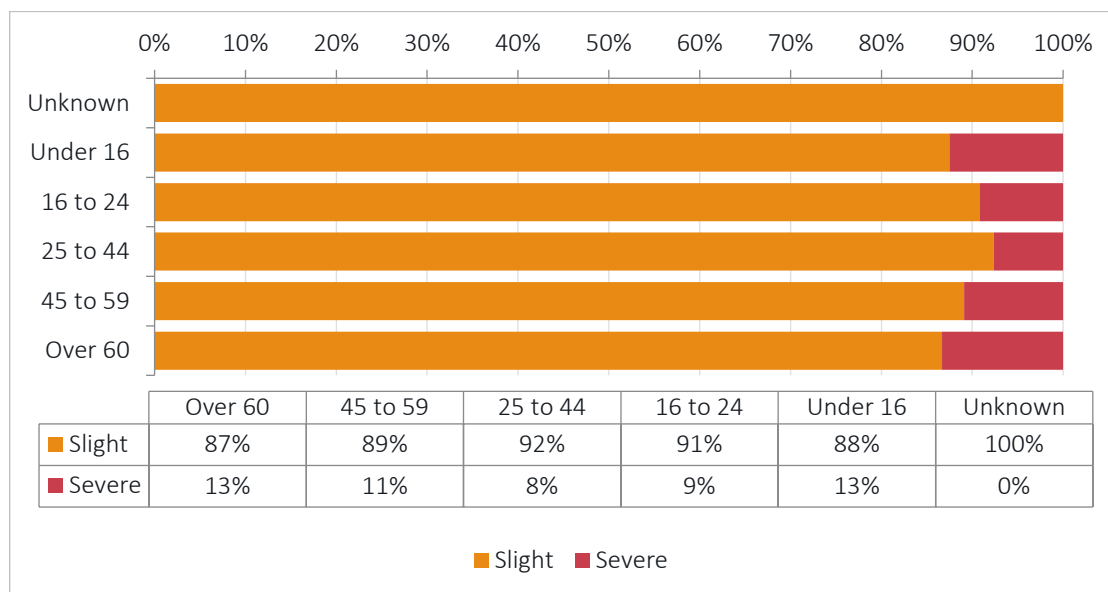


Source: ONS (2021)

- 4.10 Figure 4.6 shows the proportion of ‘Slight’ and ‘Severe’ road traffic casualties per age group. Severe casualties are most common for those aged 60 and over and those aged under 16

(both at 13 per cent). This indicates that these age groups are more likely to suffer severe consequences if they are involved in a collision.

Figure 4.6: Severity of road traffic casualties in Oxford per age group



Source: DfT Road traffic statistics, 2019/20

4.11 Across the UK, road traffic collisions make up over 50 per cent of all external causes of death involving 10-14-year-olds. 15-19-year-olds experience almost double the risk of death from collisions (82.5 deaths per million) compared to the general population (42.2 deaths per million). For males in this age group, the risk is triple at 127.3 deaths per million⁵.

Impacts of the scheme – Age

Potential disproportionately positive impacts

- Keeping physically active in mid-life helps to delay the onset and progression of many age-related health conditions and plays an important role in helping to manage the impact of health conditions, including mental health⁶. People in mid- (and later) life are less likely to walk or cycle than younger people. The Traffic Filters could support these people to live more active lives with quieter streets and improved bus journey times (bus journeys typically start and end on foot or cycle).
- The Traffic Filters are designed to reduce traffic volumes across Oxford, which is likely to improve road safety. While this would benefit all age groups, those aged under 16 or over 60 disproportionately suffer severe injuries in road traffic collisions and are likely to benefit the most from improved road safety.
- Older people are more likely to live with mobility impairments. Some age-related impairments may not fall under the Equality Act definition of the ‘Disability’ PCG. They can include slower movement and reaction times or a need to use mobility aids. A

⁵ The RAC Foundation: Mortality Statistics and Road Traffic Accidents in the UK http://www.racfoundation.org/assets/rac_foundation/content/downloadables/road%20accident%20casualty%20comparisons%20-%20box%20-%20110511.pdf

⁶ Centre for Ageing Better: Active Travel and Mid-life <https://ageing-better.org.uk/sites/default/files/2021-08/active-travel-mid-life.pdf>

reduction in traffic volumes is likely to be particularly beneficial to those who require extra time to cross the street.

- Young people aged under 16 and older people aged over 65 are more vulnerable to poor air quality⁷. The Traffic Filters aim to enable mode shift, reducing pollutants emitted by private cars and encouraging more active travel. This is likely to benefit these age groups more than others by improving their air quality and health outcomes.
- The Traffic Filters are likely to reduce congestion within the ring road. This may create improved conditions for buses. 16-24-year-olds are the age group with the highest usage of public transport and should therefore benefit the most from these improvements. Due to the low mean age across large parts of central Oxford, the number of people impacted is likely to be high.

Potential disproportionately negative impacts

- Over the short-to-medium-term, as drivers change their behaviour in response to the Traffic Filters, noise and air pollution may worsen on neighbourhood distributor roads as private cars are redirected from the restricted routes⁸. This may impact residents living on these roads; including younger and older people, whose health is more susceptible to pollutant exposure.
- While the Traffic Filters are likely to create safer, healthier streets for residents, they may lengthen journey times for people who rely upon private car. In the short-to-medium-term, there may also be delays on the ring road as many private cars become unable to cross Oxford directly. Private cars are often relied upon by older people; longer journey times could make travelling more uncomfortable for them, particularly if they suffer from one or more underlying health condition.
- Longer journeys would likely also mean increases in individual fuel consumption and its associated costs. Many older people are less likely to have the means to shoulder these increased costs. There may be a disproportionately negative impact on older people as a result of the financial burden of longer journey times.
- Older people often rely on friends and family members for daily care. The 2021 Oxfordshire Joint Strategic Needs Assessment reports there being approximately 60,000 unpaid carers in Oxfordshire, around 10 per cent of the total population, 17,400 of whom provide 20 hours of care or more⁹. The introduction of Traffic Filters in Oxford may increase journey times and/or distances for carers who travel by private car, which may lead to carers being unable to attend as regularly or cause delays to their expected arrival times. This is likely to have a disproportionately negative impact on older people reliant upon this care.
- Older people aged 65 and over are more likely to make frequent visits to medical facilities than other age groups. The introduction of the Traffic Filters may lead to some of these

⁷ Mayor of London: Air Quality: A Guide for Public Health Professionals
https://www.london.gov.uk/sites/default/files/air_quality_for_public_health_professionals_-_city_of_london.pdf

⁸ Aldred, Verlinghieri, Sharkey, Itova & Goodman, Equity in New Active Travel Infrastructure: A Spatial Analysis of London's New Low Traffic Neighbourhoods
<https://www.sciencedirect.com/science/article/pii/S0966692321002477>

⁹ Oxfordshire County Council: Joint Strategic Needs Assessment 2021
https://insight.oxfordshire.gov.uk/cms/system/files/documents/JSNA_Final_20210331.pdf

journeys being extended for those who aren't Blue Badge holders. It may also lead to increased fuel costs.

- The east of the city has a high number of medical care centres, including Oxford's largest hospital. Older people driving (or being driven) to these care centres will be required to use the ring road to circumvent Oxford, which may lead to longer journey times. There is less access to GPs in the west of the city, meaning older people are more likely to have to change their journeys to avoid the filters. However, the population of this particular area is lower than other areas, which should reduce the number of people impacted.

5 Disability

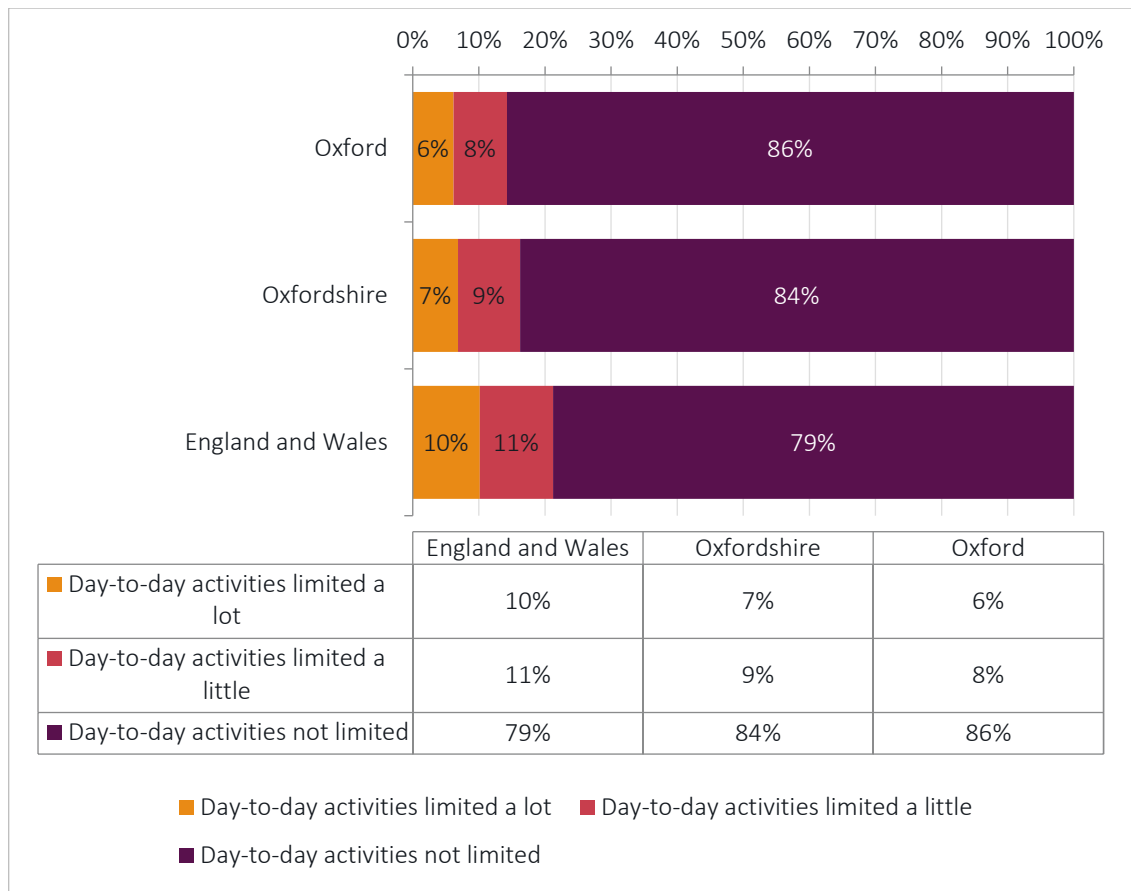
Definition according to the Equality Act 2010

1. A person (P) has a disability if—
 - a. P has a physical or mental impairment, and
 - b. the impairment has a substantial and long-term adverse effect on P’s ability to carry out normal day-to-day activities.
2. A reference to a disabled person is a reference to a person who has a disability.
3. In relation to the protected characteristic of disability—
 - a. a reference to a person who has a particular protected characteristic is a reference to a person who has a particular disability;
 - b. a reference to persons who share a protected characteristic is a reference to persons who have the same disability

Baseline equalities data

- 5.1 Figure 5.1 shows that 86 per cent of Oxford residents have no physical or mental limitations on their activities. This is higher than both Oxfordshire as a whole (84 per cent) and England and Wales (79 per cent). 14 per cent of Oxford residents stated that they are limited by a long-term health problem or disability, with 6 per cent saying they are ‘limited a lot’ compared to 10 per cent nationally.

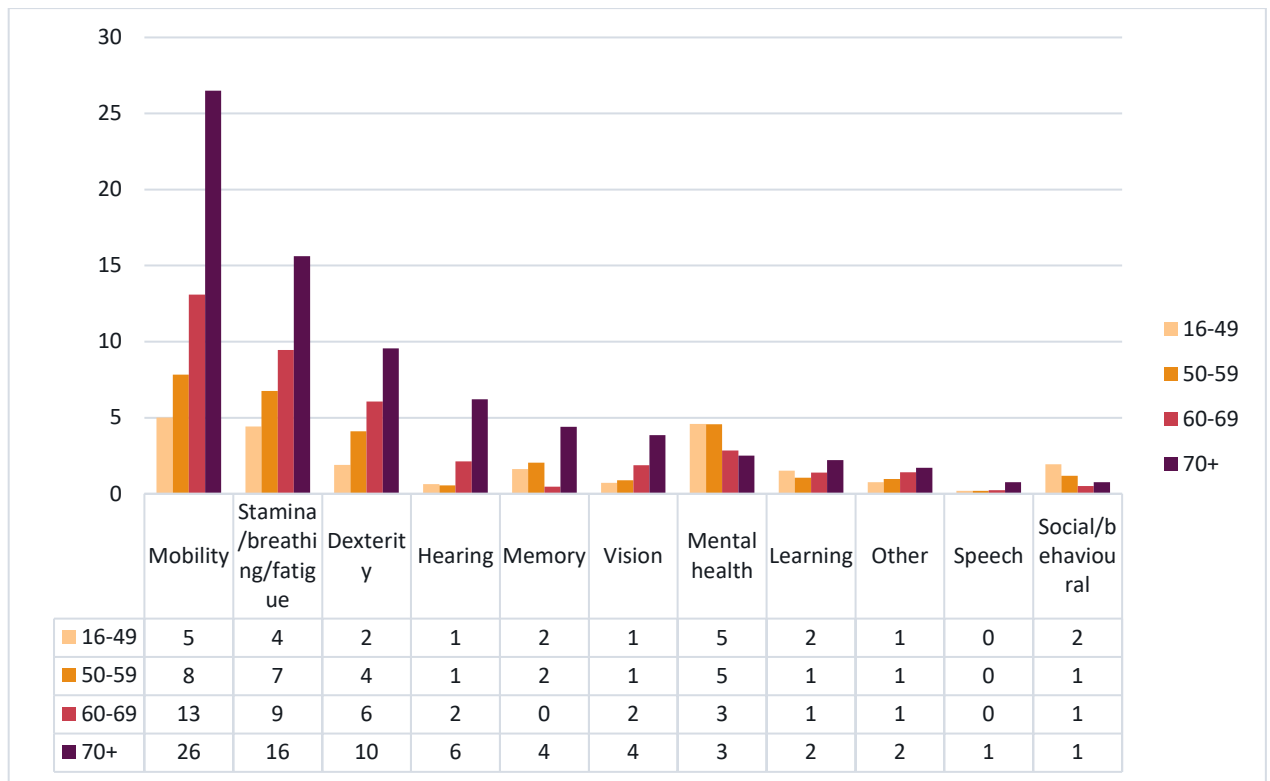
Figure 5.1: Percentage limited by a long-term health problem or disability



Source: 2011 Census

5.2 Figure 5.2 shows impairment types by age for people who live in England. 26 per cent of those aged over 70 have a mobility impairment, followed by 16 per cent with a stamina/breathing/fatigue impairment. There are lower percentages of people with impairments in all other age groups, with the exceptions of mental health and social/behavioural impairment. Of those aged over 70, 37 per cent have some form of impairment; for 16-49-year-olds, this falls to 12 per cent.

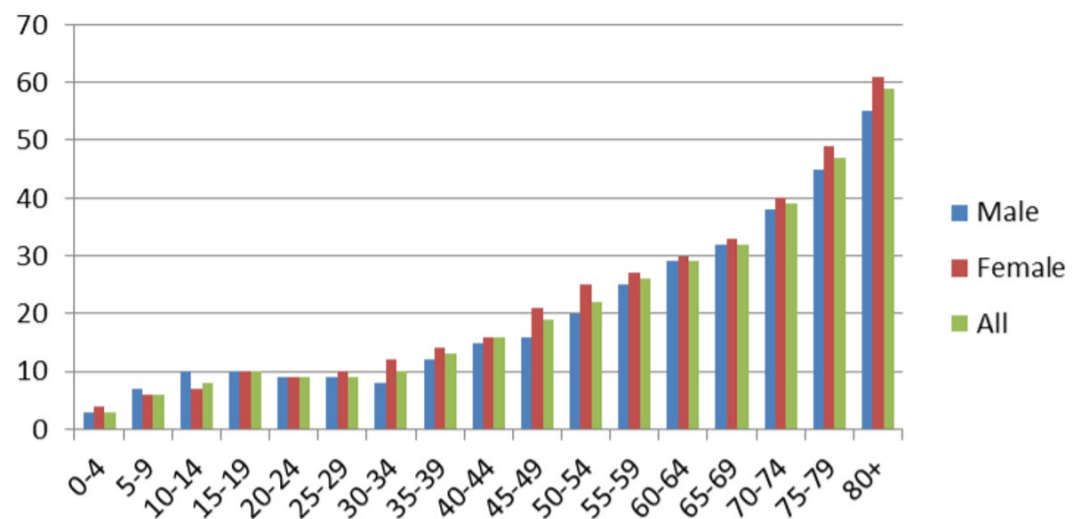
Figure 5.2: Impairment types by age in England



Source: National Travel Survey, 2020

- 5.3 Please note that this data is only available for England as a whole and is not specific to Oxford or Oxfordshire. Many respondents have more than one type of impairment.
- 5.4 Figure 5.3 presents the percentage of individuals with a disability by age across Great Britain. This can be used as a further proxy for Oxford.

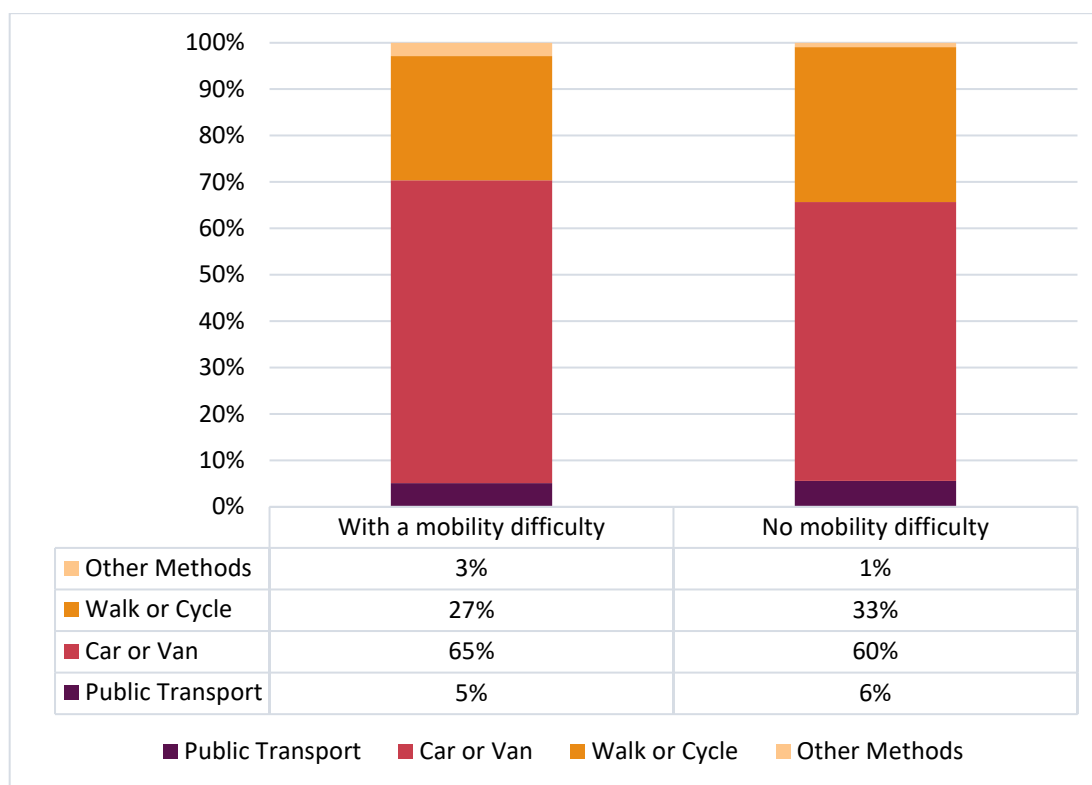
Figure 5.3: Percentage of individuals with a disability by age in Great Britain



Source: Centre for Policy on Ageing, 2016¹⁰

5.5 Figure 5.4 shows the mode splits for people with and without a mobility difficulty. Car or van use for people with a mobility difficulty is higher (65 per cent compared to 60 per cent), public transport use is similar (5 per cent compared to 6 per cent) and cycling and walking uptake is lower (27 per cent compared to 33 per cent).

Figure 5.4: Mode split by those with a physical or mental impairment affecting daily travel in England



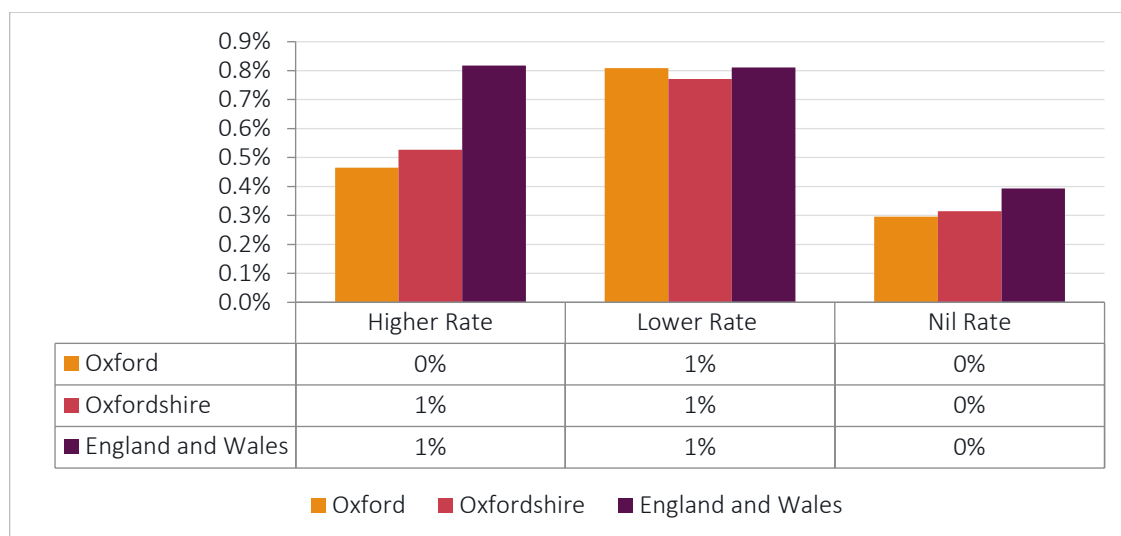
Source: National Travel Survey, 2020

5.6 Blue Badge data from the Department for Transport (2021) shows that as percentage of the population, 3 per cent of Oxfordshire residents have a valid Blue Badge. In England as a whole, this is 4 percent. Just over 3,000 residents within Oxfordshire are Motability customers, according to data received from Motability Operations Ltd as of July 2022. Motability enables disabled people, their families and their carers to lease a new car, scooter or powered wheelchair, using their disability benefit.

5.7 Disability Living Allowance data is presented within Figure 5.5. The Disability Living Allowance (DLA) is a tax-free benefit for disabled people who need help with mobility or care costs. In Oxford, 0.5 per cent of population claim the higher rate, 0.8 per cent the lower rate, and 0.3 per cent the 'nil' rate.

¹⁰ Centre for Policy on Ageing (2016) https://www.ageuk.org.uk/globalassets/age-uk/documents/reports-and-publications/reports-and-briefings/equality-and-human-rights/rb_may16_cpa_rapid_review_diversity_in-older_age_disability.pdf

Figure 5.5: Disability Living Allowance (as a percentage of the population)



Source: Department for Work and Pensions (2021)

5.8 The Wheels for Wellbeing annual survey¹¹ shows that 72 per cent of disabled cyclists use their cycle as a mobility aid and 75 per cent find cycling easier than walking. Survey results also show that 24 per cent of disabled cyclists cycle to work or on the commute to work and that many find cycling improves their mental and physical health. Inaccessible cycle infrastructure was the most frequently cited barrier to cycling.

Impacts of the scheme – Disability

Potential disproportionately positive impacts

- Reduced traffic volumes within the ring road during operational hours should improve conditions for cyclists and pedestrians. This would disproportionately benefit disabled cyclists, many of whom rely on upon cycling as their primary means of travel or as a mobility aid. It should be noted that some disabled cyclists may be unable to dismount and remount their bike at difficult or dangerous parts of their routes – comprehensive and safe cycle infrastructure is therefore particularly important to disabled cyclists.
- Less busy roads would benefit disabled people whose impairments necessitate extra time to cross the road, or whose mobility aids require travelling along the road. They would allow for use of the carriageway to avoid temporary blockages or hazardous pavements. Conditions would likely be safer and more comfortable for those with visual or hearing impairments, which add complications to navigating streets as a pedestrian.
- There are three Special Educational Needs (SEN) schools within the area covered by the Traffic Filters: an Oxfordshire Hospital School site, the Iffley Academy and the Northern House Academy, as well as other schools with SEN facilities. These schools will receive the benefits outlined above, including improved air quality, reduced noise pollution, and quieter, safer streets.
- The Traffic Filters are likely to reduce congestion within the ring road. This may create improved conditions for buses. Some disabled people may be reliant on public transport and would therefore benefit from these improvements.

¹¹ Wheels for Wellbeing Annual Survey 2018: <https://wheelsforwellbeing.org.uk/wp-content/uploads/2019/04/Survey-report-final.pdf>

Potential disproportionately negative impacts

- The Traffic Filters may lengthen journey times for those with impairments who rely upon private cars or taxis. Increased journey times may lead to further discomfort and anxiety for some disabled people and have a detrimental impact on their mental and/or physical health.
- Some disabled people may find the changes confusing and stressful due to a need to change routes when travelling by private car. For some, this may limit their ability to undergo their daily routines in the short-term.
- Disabled people are more likely to rely upon family members or friends for daily care, as some impairments may require assistance which is not provided by paid carers. The 2021 Oxfordshire Joint Strategic Needs Assessment reports there being approximately 60,000 unpaid carers in Oxfordshire, around 10 per cent of the total population, 17,400 of whom provide 20 hours of care or more. The introduction of Traffic Filters in Oxford may increase journey times and/or distances for carers who travel by private car, which may lead to carers being unable to attend as regularly or cause delays to their expected arrival times. This is likely to have a disproportionately negative impact on disabled people reliant upon this care.
- There are a number of SEN schools within the area impacted by the Traffic Filters, both within the ring road and immediately outside of it. Mabel Prichard School, Endeavour Academy, and Orion Academy are just outside of the ring road. Students at these schools may be impacted by the redirection of traffic to the ring road by the Traffic Filters and may experience longer journey times if travelling via the ring road.
- Oxfordshire Hospital School caters for children who are unable to attend school for medical reasons and have a site which is very close to the proposed Marston Ferry Road filter, north of the Swan School Access Road. The Iffley Academy in the south of the city caters for children with complex moderate learning difficulties and emotional and behavioural difficulties. Northern House Academy in the north of the city caters for children with emotional and behavioural difficulties aged 5-11. Students attending these schools will likely experience many of the impacts outlined above, both positive and negative.
- Disabled people are more likely to make frequent visits to medical facilities. The introduction of the Traffic Filters may lead to some of these journeys being extended for those who aren't Blue Badge holders. This can present additional problems and discomfort for disabled people who are not able to sit for long times. It may also lead to increased fuel costs. As explained in Chapter 4 ('Age'), the spatial distribution of medical facilities in Oxford may influence this impact.

6 Pregnancy and maternity

Definition according to the Equality Act 2010

- 6.1 Pregnancy and maternity discrimination apply to people who are pregnant or expecting a baby or caring for their infant child.

Baseline equalities data

- 6.2 The live birth rate in Oxford was 10.1 births per 1000 people in 2019, slightly lower than the live birth rate in Oxfordshire as a whole at 10.5 per 1000 people and England at 10.8 per 1000 people.

Impacts of the scheme – Pregnancy and maternity

Potential disproportionately positive impacts

- Reduced traffic volumes are generally likely to reduce conflicts between road users. This will create a safer environment for pregnant people and parents with infants/young children. It should also benefit pedestrians with prams who require additional time to navigate curbs and other obstacles when crossing the road.
- Less busy roads also mean that those travelling with prams are able to use the carriageway to circumvent temporary blockages on the pavement (e.g. if a bin has been inappropriately left on the pavement or a car has been parked illegally).
- Improvements in air quality are likely to disproportionately benefit pregnant people. Polluted air is harmful for babies in the womb and can cause premature birth or low birth weight – factors associated with infant mortality¹². New-born babies and infants, who are more vulnerable to pollution due to their developing airways and rapid breathing, are also likely to disproportionately benefit.
- Expectant and recent mothers may be more likely to make frequent visits to medical facilities. Where these journeys are walked or cycled, they are likely to be subject to less pollution with reduced traffic volumes. Exposure to poor air quality while at home should reduce immediately for those within the area covered by the Traffic Filters. For those on boundary roads, assuming mode shift away from private car trips is achieved, air quality will improve over time.

Potential disproportionately negative impacts

- Pregnant people and parents with infants/young children may find cycling and walking more difficult, e.g. due to physical exertion when pregnant or the practicalities of children travelling by foot or cycle. These groups may therefore have a heightened need to use private cars. The Traffic Filters are likely to lengthen journey times as private cars are required to circumvent them via the ring road. The filters may have a disproportionately

¹² State of Global Air: Impact on New-borns <https://www.stateofglobalair.org/health/newborns>

negative impact on those pregnant people and parents with infants who are more reliant upon private car.

- For those whose journeys are extended, there may be associated increases in fuel costs or taxi fares. Pregnant people and others who are reliant upon private cars or taxis are likely to be disproportionately impacted by these costs.
- Expectant and recent mothers may be more likely to make frequent visits to medical facilities. Where these journeys are made by private car, they may take slightly longer due to the Traffic Filters. This could have negative impacts on mothers who may experience discomfort when travelling for a long time and may have an increased need to access personal amenities. Expectant and recent mothers are more likely to travel for childcare and other essentials. The Traffic Filters may negatively impact on the journey times and/or costs of these regular journeys.

7 Race

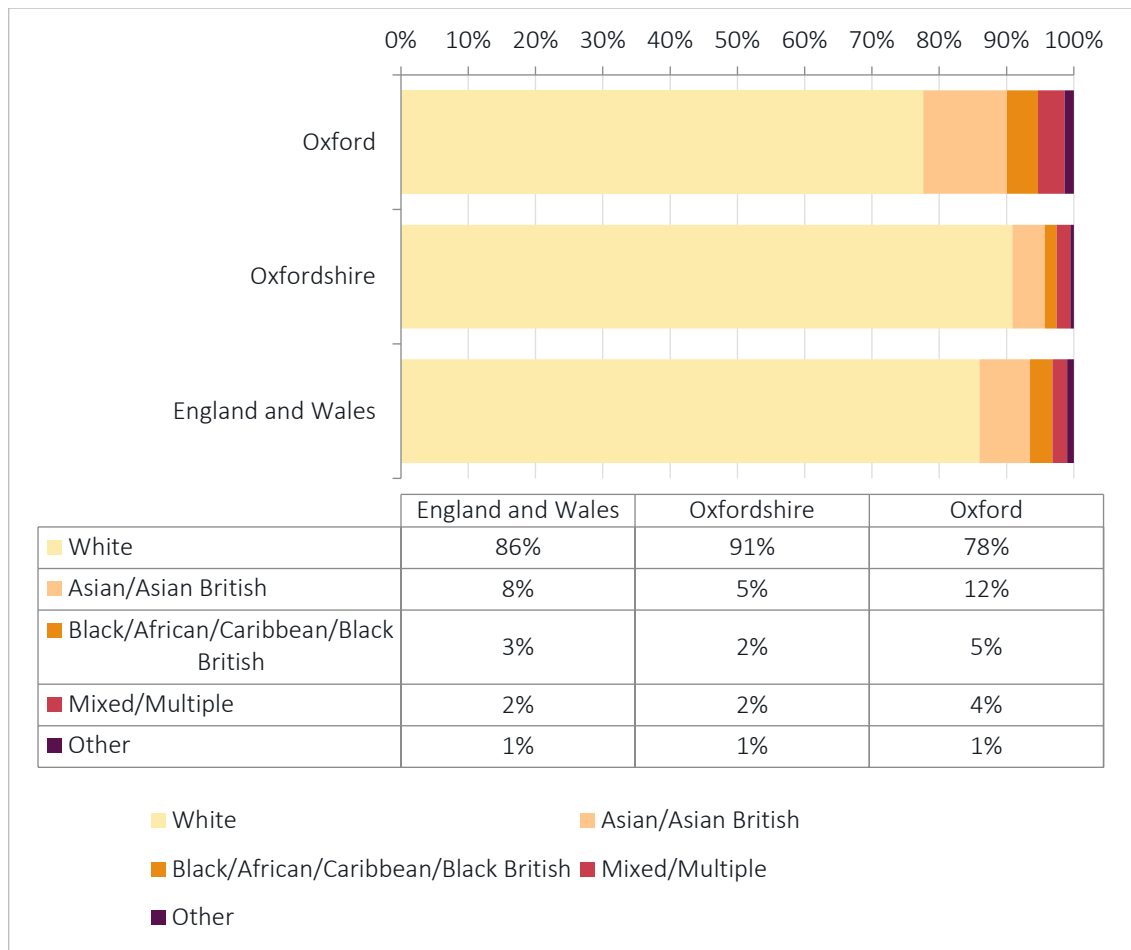
Definition according to the Equality Act 2010

1. Race includes—
 - a. colour;
 - b. nationality;
 - c. ethnic or national origins.
2. In relation to the protected characteristic of race—
 - a. a reference to a person who has a particular protected characteristic is a reference to a person of a particular racial group;
 - b. a reference to persons who share a protected characteristic is a reference to persons of the same racial group.
3. A racial group is a group of persons defined by reference to race; and a reference to a person's racial group is a reference to a racial group into which the person falls.
4. The fact that a racial group comprises two or more distinct racial groups does not prevent it from constituting a particular racial group.

Baseline equalities data

- 7.1 Figure 7.1 presents the population of Oxford by ethnicity. Based on 2011 Census data, 78 per cent of Oxford's residential population is 'White', making this the most common ethnicity in the area. This is notably lower than both Oxfordshire as a whole and England and Wales (91 per cent and 86 per cent, respectively). 12 per cent of the population in Oxford is 'Asian/Asian British' followed by 5 per cent who are 'Black/African/Caribbean/Black British'.

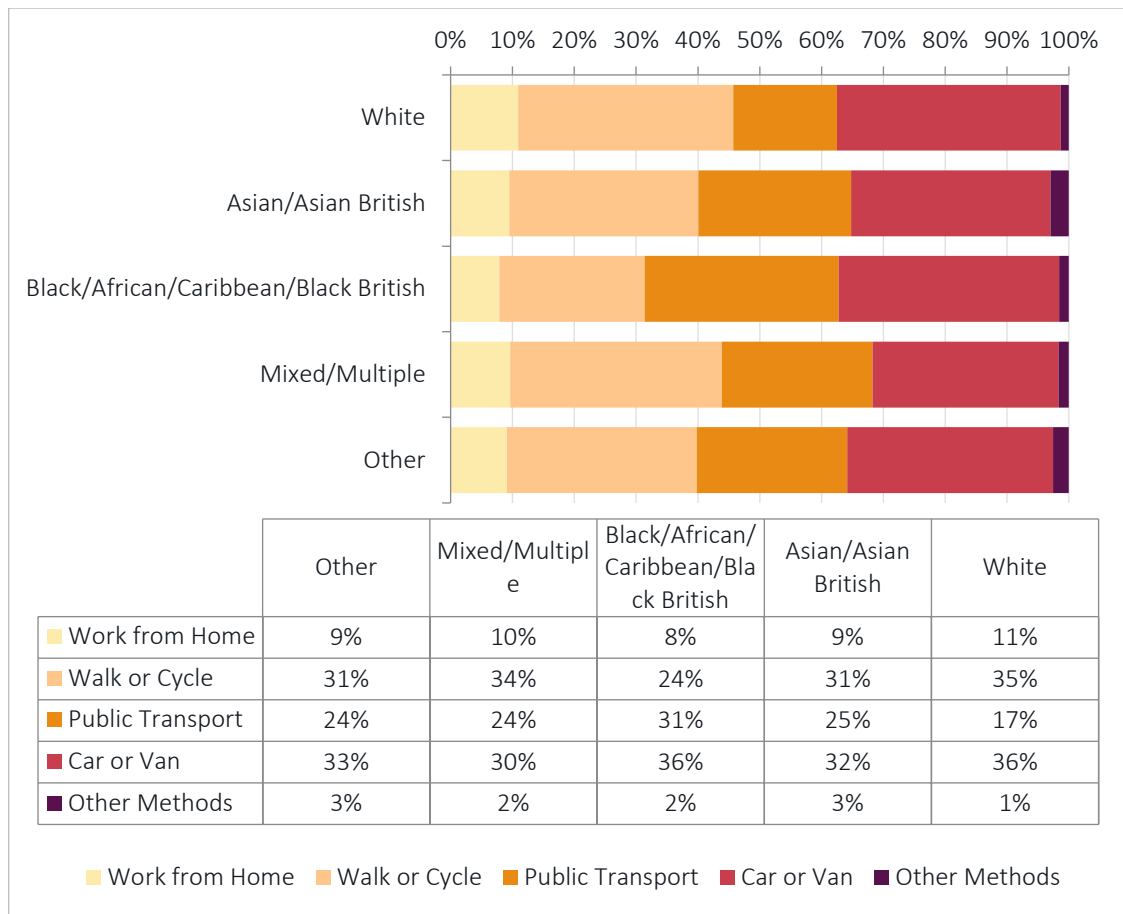
Figure 7.1: Ethnicities in Oxford, Oxfordshire and England and Wales



Source: 2011 Census

7.2 Figure 7.2 presents census travel to work mode splits in Oxford by ethnic group. ‘Asian/Asian British’, ‘Black/African/Caribbean/Black British’, ‘Other’ and ‘White’ residents are more likely to drive or be driven in a car or van than use any other mode. ‘White’ and ‘Mixed/Multiple’ ethnicity residents are most likely to walk and cycle at 35 per cent and 34 per cent mode share, respectively. ‘Black/African/Caribbean/Black British’ residents are most likely to use public transport, though this group also has the joint-highest percentage of car usage (along with ‘White’ residents) at 36 per cent.

Figure 7.2: Mode share for travel to work by ethnicity in Oxford



Source: 2011 Census

Impacts of the scheme – Race

Potential disproportionately positive impacts

- The Traffic Filters are likely to improve conditions for active travel by reducing traffic volumes, which may lead to a reduction in conflicts between road users. This will disproportionately benefit ‘White’ and ‘Mixed or Multiple’ ethnicity residents, who are more likely to walk or cycle. It should also benefit ‘Black/African/Caribbean/Black British’ residents, who are more likely to use public transport – these journeys typically start and end on foot or cycle.
- The Traffic Filters are likely to reduce congestion within the ring road. This may create improved conditions for buses. People identifying as ‘Black/African/Caribbean/Black British’ are most likely to use public transport at 31 per cent mode share.

Potential disproportionately negative impacts

- The Traffic Filters may extend journeys for certain road users, as private cars without an exemption will be required to circumvent Oxford via the ring road. Impacted journeys are also likely to incur additional costs, e.g. in the form of taxi fares or increased fuel usage. This is likely to have a disproportionately negative impact on those who drive the most, including ‘White’ and ‘Black/African/Caribbean/Black British’ people. However, a large proportion of both of these groups is not likely to be impacted as 52 per cent and 55 per cent respectively walk, cycle or use public transport.

8 Religion or belief

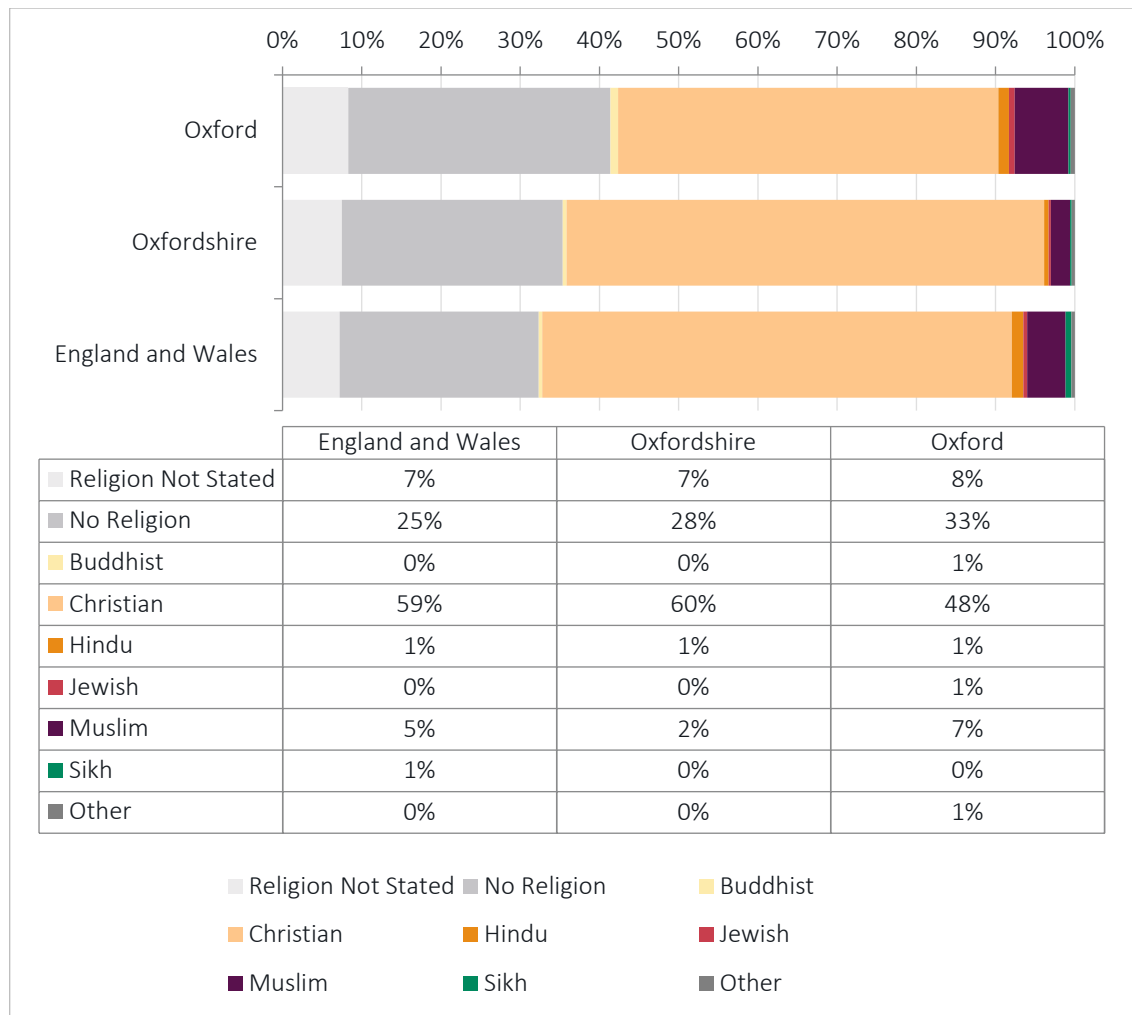
Definition according to the Equality Act 2010

1. Religion means any religion and a reference to religion includes a reference to a lack of religion.
2. Belief means any religious or philosophical belief and a reference to belief includes a reference to a lack of belief.
3. In relation to the protected characteristic of religion or belief—
 - a. a reference to a person who has a particular protected characteristic is a reference to a person of a particular religion or belief;
 - b. a reference to persons who share a protected characteristic is a reference to persons who are of the same religion or belief.

Baseline equalities data

- 8.1 Figure 8.1 presents 2011 Census data on religion and belief in Oxford, Oxfordshire and England and Wales. 48 per cent of the population of Oxford identify as Christian, lower than the percentages for Oxfordshire and England and Wales (60 per cent and 59 per cent, respectively). 33 per cent of people do not follow a religion or did not state a religion. 7 per cent of residents identify as Muslim.

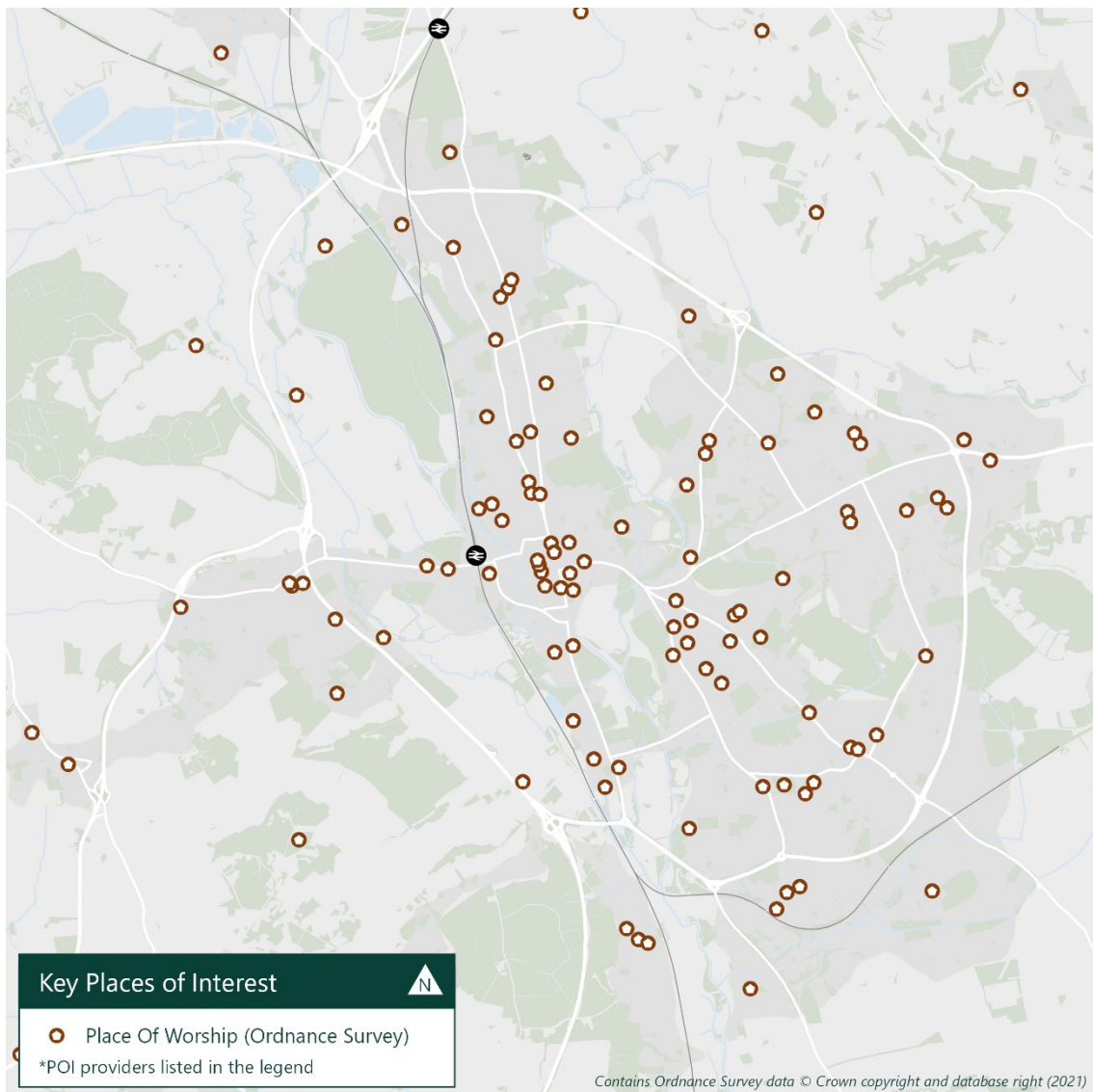
Figure 8.1: Breakdown of religion/belief



Source: 2011 Census

- 8.2 On certain dates and at certain times of the day, religious services and observances can have an impact on travel patterns. Places of worship and faith-based schools are major destinations for large populations from different groups.
- 8.3 There are many places of worship within the areas impacted the by the scheme, encompassing the following faiths: Church of England, Roman Catholic, Orthodox Christianity, Christian (other), Baha’i, Islam, Judaism, Hinduism, Sikhism, Buddhism, and Humanism.

Figure 8.2: Places of worship within the impacted area



Source: ONS (2021)

- 8.4 There is a cluster of places of worship in the centre of Oxford which will likely be impacted as they are close to Traffic Filters and will have the longest redirected routes (as they are furthest from the ring road). This area is well-served by public transport.
- 8.5 These places of worship are predominantly Christian churches of several denominations. There are a number of mosques in the south of Oxford and one to the east. The Central Oxford Mosque Society is also housed in the south east of the city.

Impacts of the scheme – Religion or belief

Potential disproportionately positive impacts

- Places of worship within the area impacted by the Traffic Filters may disproportionately benefit in terms of reduced traffic volumes, improved air and noise pollution, and safer roads compared to places of worship outside the ring road. It should be easier, safer, and more convenient to walk and cycle to these places of worship as a result. This brings with it a number of health and other benefits to visitors and may encourage more of them to

take up active travel – including people who currently feel unable to do so due to fears regarding road safety.

- The Traffic Filters are likely to reduce congestion within the ring road. This may create improved conditions for buses. People travelling by bus to places of worship in Oxford are likely to benefit and the improvements may encourage more people to use public transport instead of private car.
- Improving conditions for cycling and walking is likely to benefit those who regularly attend places of worship. These destinations are generally used locally within cycling and walking catchments.
- Religious commitments can sometimes leave little time for sporting activities. For example, as young Muslims attend mosque after school, they do not have as much leisure time as those from non- (or other) religious backgrounds¹³. Creating environments that enable and encourage people to walk and cycle can lead to exercise being built into their day instead of having to go out of their way to get it.

Potential disproportionately negative impacts

- There are many places of worship within the ring road. Accessing these locations may involve extended journey times for some visitors, who may now be required to travel via the ring road during operational hours. This is likely to have the largest impact on places of worship closest to the centre of Oxford. The Traffic Filters may therefore have a disproportionately negative impact on people visiting places of worship within Oxford's ring road.

¹³ Transport for London: What are the barriers to cycling amongst ethnic minority groups and people from deprived backgrounds? <http://content.tfl.gov.uk/barriers-to-cycling-for-ethnic-minorities-and-deprived-groups-summary.pdf>

9 Sex

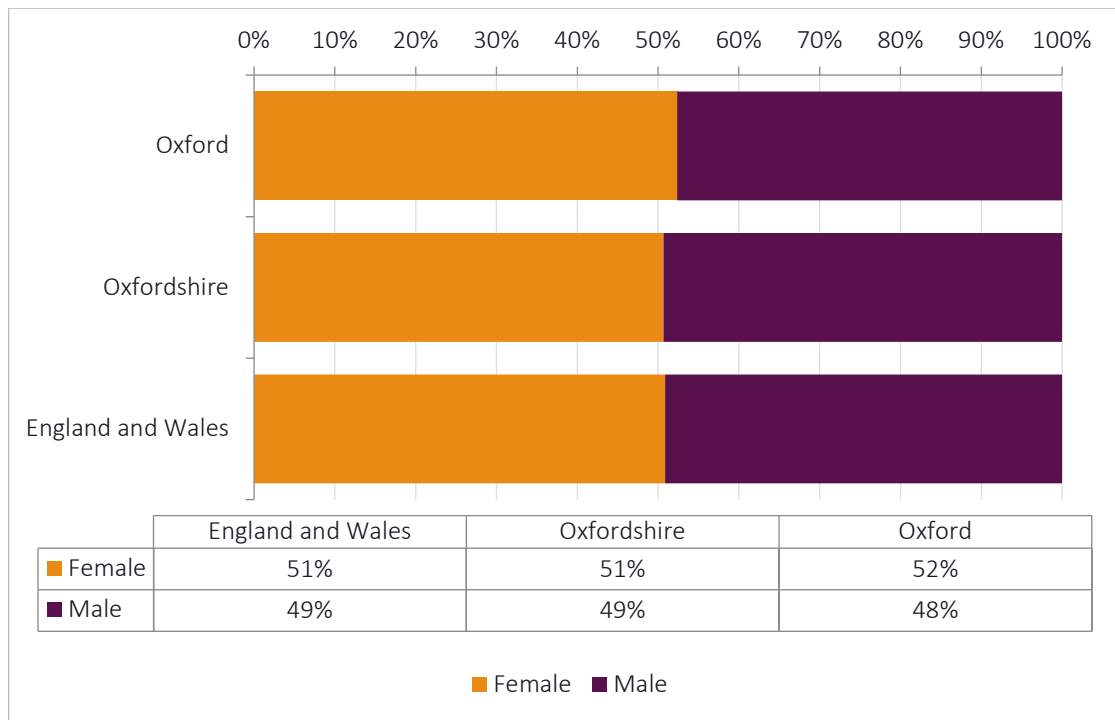
Definition according to the Equality Act 2010

1. In relation to the protected characteristic of sex—
 - a. a reference to a person who has a particular protected characteristic is a reference to a man or to a woman;
 - b. a reference to persons who share a protected characteristic is a reference to persons of the same sex.

Baseline equalities data

9.1 Figure 9.1 shows that, in Oxford, 48 per cent of the workday population identify as male and 52 per cent identify as female. This is very similar to the percentage split for Oxfordshire as a whole (49 per cent male, 51 per cent female) and England and Wales (49 per cent male, 51 per cent female).

Figure 9.1: Workday population by sex in Oxford, Oxfordshire and England and Wales

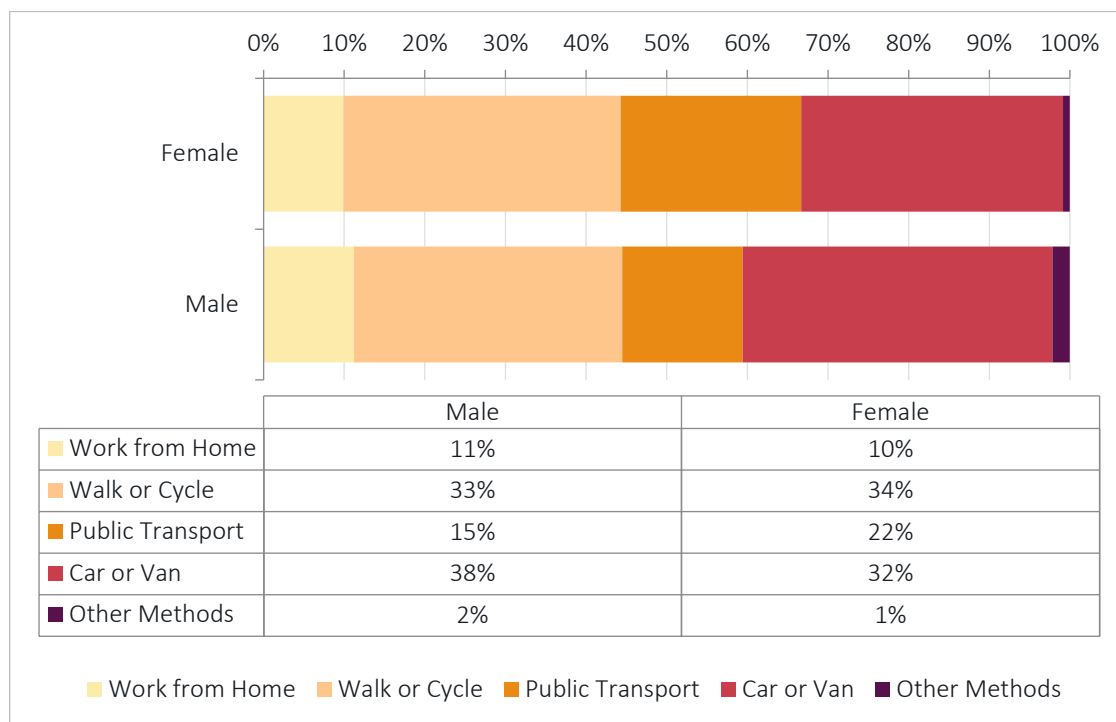


Source: 2011 Census

9.2 Figure 9.2 presents the mode share by sex in Oxford. Car or van is the most commonly used type of transport by male residents travelling to work, making up 38 per cent of all trips for males. Walk or cycle is the most common mode for female residents travelling to work at 34

per cent of all trips. On average, females use public transport more than males, at 22 per cent vs 15 per cent.

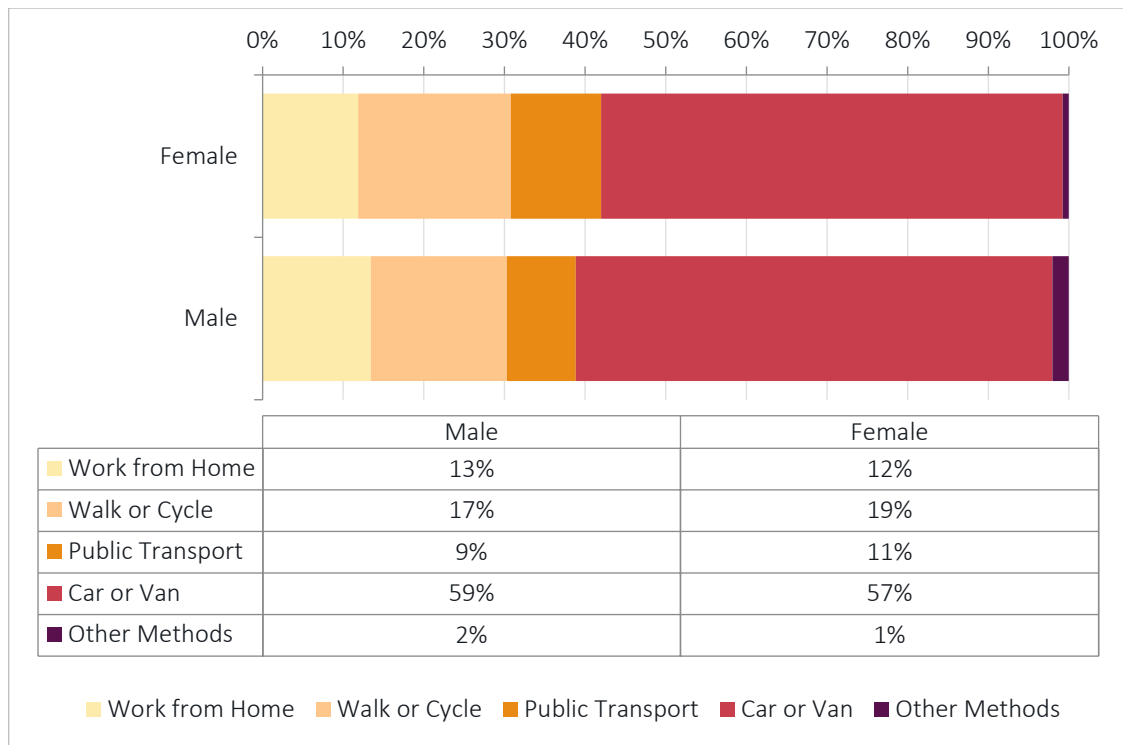
Figure 9.2: Mode share for travel to work by sex in Oxford



Source: 2011 Census

- 9.3 Across Oxfordshire, data from the Census shows that car and van is the most used mode of transport by both males and females (59 per cent and 57 per cent, respectively). Females are slightly more likely to walk or cycle than males (19 per cent compared with 17 per cent) and more likely to use public transport (11 per cent female compared with 9 per cent males).
- 9.4 Given that the majority of public transport trips are likely to involve some amount of cycling or walking, the total number of trips which would be impacted by changes to cycling and walking conditions are 30 per cent for females and 26 per cent for males.

Figure 9.3: Mode share for travel to work by sex in Oxfordshire



Source: 2011 Census

9.5 It is worth noting that trips made by females are likely to be underreported here. Data from London¹⁴ shows that women are less likely than men to be employed full or part-time, and this is reflected in the smaller proportion of journeys that are made for work purposes (25 per cent compared with 38 per cent).

9.6 Female travel needs can be more complex than males due to a range of factors; the increased likelihood of travelling with a buggy and/or shopping affects the travel choices females make, females are more likely to be carers of children, older people, sick and disabled further affecting the choices they make.

Impacts of the scheme – Sex

Potential disproportionately positive impacts

- Women are more likely to walk, cycle and travel by public transport (journeys that typically start and end on foot or cycle) than men. They are more likely to benefit from reduced traffic volumes and subsequent improved road safety conditions.
- Increasing residents’ access to favourable cycling conditions is likely to disproportionately benefit women considering the higher number of total journeys they make compared to men. While relatively few women cycle currently, reducing traffic volumes will remove a

¹⁴ Transport for London: Travel in London, Understanding Our Diverse Communities (2019) <https://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>

significant barrier to doing so – women report safety issues as a more significant barrier to cycling than men¹⁵.

- The Traffic Filters are likely to reduce congestion within the ring road. This may create improved conditions for buses. Women are slightly more likely to use public transport than men and are therefore more likely to benefit from improved bus journey times and reliability brought on by reduced congestion.

Potential disproportionately negative impacts

- While women in Oxford are slightly less likely to travel by car or van than men (57 per cent vs 59 per cent), those who currently do so may be less able or comfortable to switch to other modes. Women may be more hesitant to walk or cycle because of an increased threat or fear of crime, especially at night. This means that women may feel they have fewer alternatives to avoid the increased journey times and associated costs of continuing to travel by private car.

¹⁵ Cycling UK: Why Don't More Women Cycle? <https://www.cyclinguk.org/article/campaigns-guide/women-cycling>

10 Social inclusion

Equality Act 2010 information

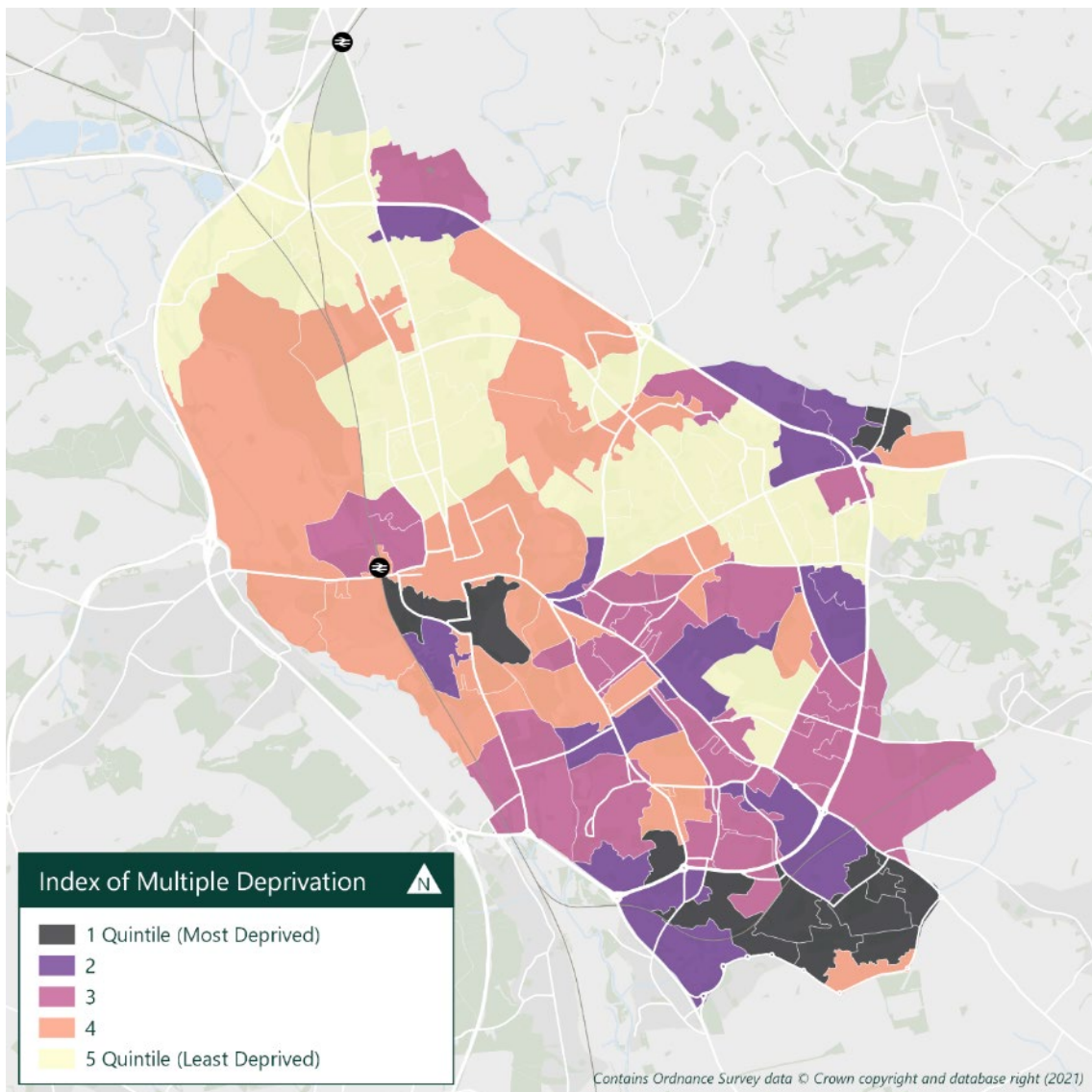
1. Public sector duty regarding socio-economic inequalities
 - a. An authority to which this section applies must, when making decisions of a strategic nature about how to exercise its functions, have due regard to the desirability of exercising them in a way that is designed to reduce the inequalities of outcome which result from socio-economic disadvantage.

Please note that this section of the Equality Act 2010 is currently not in force in England; however, consideration of the scheme's impact on socio-economic inequalities has been assessed in this EqIA.

Baseline equalities data

- 10.1 Figure 10.1 is a map of Oxford by index of multiple deprivation. There are three distinct areas falling within the most deprived quintile – the area south of the city centre, primarily the southern part of Carfax; in the south of Oxford outside of the ring road, largely within the wards of Blackbird Leys and Northfield Brook; and to the east of Oxford outside of the ring road within the ward of Barton & Sandhills.

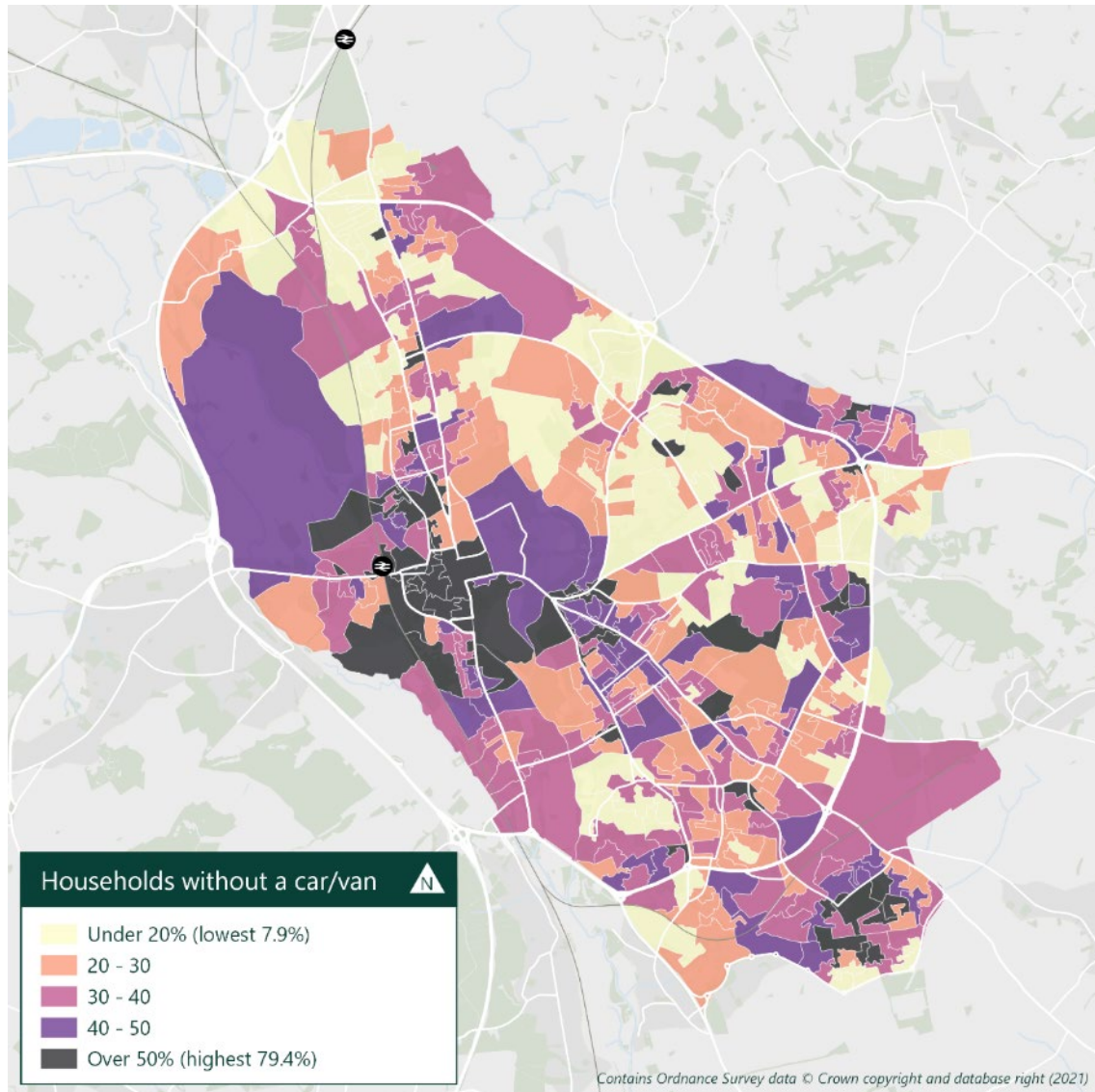
Figure 10.1: Deprivation in Oxford



Source: ONS (2021)

- 10.2 Figure 10.2 shows that these areas also have higher proportions of households without access to a car or van. There are other areas throughout Oxford that rank high in terms of households without access to a car or van; however, this in many cases is impacted by areas of greenspace creating small sample sizes within output areas. There is a broad trend showing that the North and North-east of Oxford has lower levels of deprivation and higher levels of car ownership, and the inverse is seen in south Oxford.

Figure 10.2: Household access to car/van in Oxford



Source: ONS (2021)

- 10.3 Nationally, those on lower incomes have lower levels of private car ownership, with 40 per cent of those in the lowest income households having no access to a car or van. Furthermore, people living in disadvantaged areas are more likely to live in hazardous environments due to high volumes of fast-moving traffic. Young people (11 to 15) from disadvantaged areas are more likely to be injured in traffic collisions than those living in higher income urban areas¹⁶.

Impacts of the scheme – Social inclusion

Potential disproportionately positive impacts

- The Traffic Filters are likely to reduce congestion within the ring road. This may create improved conditions for buses. Those on lower incomes are less likely to have access to a

¹⁶ Inequalities in Mobility and Access in the UK Transport System (Government Office for Science) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/784685/future_of_mobility_access.pdf

- car and (nationally) are twice as likely to use buses as those on higher incomes and are therefore likely to disproportionately benefit from these improvements¹⁷.
- Cycling and walking are normally the lowest-cost transport modes. Improvements in conditions for people using these modes may enable those on lower incomes to make more cycling and walking trips.
 - Reduced traffic volumes are likely to disproportionately benefit lower income households within the ring road, as (nationally) those on lower incomes are more likely to live in areas with hazardous road conditions as well as worse air and noise pollution¹⁸. These conditions should improve with reduced traffic volumes.

Potential disproportionately negative impacts

- Many of the most deprived areas in Oxford are outside of the ring road. These areas may be subject to increased traffic volumes along the ring road as a result of the filters, which could impact the ability of residents to walk and cycle as well as potentially increasing their journey times by private car, taxi and public transport.
- Increased traffic volumes are also likely to worsen air quality and noise pollution for residents of the most deprived areas near to the ring road. This may be detrimental to some of these residents' health and/or quality of life.

¹⁸ Inequalities in Mobility and Access in the UK Transport System (Government Office for Science) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/784685/future_of_mobility_access.pdf

11 Recommended mitigation measures

Mitigating the disproportionately negative impacts identified

- 11.1 This section sets out a series of recommended measures to mitigate the disproportionately negative impacts outlined within this assessment.
- 11.2 Certain suggested mitigations have already been included in the scheme proposals. The table below also shows the status of each proposed action correct as of Summer 2022.

Table 11.1: Traffic Filters - impacts identified and recommended mitigation measures

PCG	Impacts identified	Recommended mitigation measures	Current status
Age	Potential increase in journey times for non-professional carers travelling by private car.	Review the pros and cons of exempting non-professional care workers	Non-professional carers are exempt based on Carers Allowance receipt – see Chapter 12
Age	Short- or medium-term delays on the ring road as traffic circumvents Oxford via the ring road. Private cars, often seen as necessary for older people, may experience delays.	Explore the potential for a service which would provide discounted taxi trips. Taxis and Blue Badge holders are exempt Identify where travel patterns to local medical facilities are being affected	Monitoring and evaluation of access to healthcare, identifying the source(s) of any disruption Day passes for residents within the ring road and in Cumnor, North Hinksey and South Hinksey – see Chapter 12
Age	Older people are more likely to make frequent visits to medical facilities. These journeys may be extended for non-Blue Badge holders.	Explore the potential for a service which would provide discounted taxi trips. Taxis and Blue Badge holders are exempt Identify where travel patterns to local medical facilities are being affected Explore the potential to allow discounts or exemptions for GP and hospital appointments.	Monitoring and evaluation of access to healthcare, identifying the source(s) of any disruption Day passes for residents within the ring road and in Cumnor, North Hinksey and South Hinksey – see Chapter 12
Disability	Longer journey times for people who rely on private cars may lead to discomfort and anxiety for some disabled people and have a detrimental impact on their health.	Explore the potential for a service which would provide discounted taxi trips. Taxis and Blue Badge holders are exempt	Monitoring and evaluation of filters to capture impacts on non-Blue Badge holders who travel by taxi
Disability	For those whose journeys are extended, there may be increased fuel costs or taxi fares for certain users.	Explore the potential for a service which would provide discounted taxi trips. Taxis and Blue Badge holders are exempt	Monitoring and evaluation of filters to capture impacts on non-Blue Badge holders who travel by taxi
Disability	Some disabled people may find the changes to the environment confusing and may be distressed by the need to change route when travelling by private car.	Promote the scheme, making all content accessible, and seek to support residents through the transition period. This may require third sector outreach	OCC to publicise the scheme
Disability	Potential increase in journey times for professional carer workers travelling by private car.	Review the pros and cons of exempting professional care workers	Professional care workers are exempt – see Chapter 12

Disability	Students at nearby SEN schools may experience increased journey times via the ring road.	<p>Explore an exemption policy for parents and carers responsible for driving disabled children to/from school</p> <p>Engage with SEN schools to understand whether there are children who are non-Blue Badge holders and identify policies to reduce the burden</p>	<p>Exemptions for families with SEN children who are entitled to free travel and in receipt of mileage allowance or direct travel payments from OCC</p> <p>SEN schools to be engaged through ETRO</p>
Disability	Disabled people are more likely to make frequent visits to medical facilities. These journeys may be extended for non-Blue Badge holders.	Identify where travel patterns to local medical facilities are being affected	<p>Monitoring and evaluation of access to healthcare, identifying the source(s) of any disruption</p> <p>Day passes for residents within the ring road</p>
Pregnancy and maternity	Pregnant people and parents with infants may find cycling and walking more difficult. These groups may therefore have a heightened need to use private cars or taxis.	<p>Taxis are exempt</p> <p>Invest in bus accessibility</p> <p>Improve cycling safety and give parents more convenient cycling options</p> <p>Identify where travel patterns to local medical facilities are being affected</p>	<p>Bus service improvements (these are linked to the implementation of the filters)</p> <p>Monitoring and evaluation of the number of cyclists and collisions involving cyclists</p>
Pregnancy and maternity	For those whose journeys are extended, there may be increased fuel costs or taxi fares for certain users.	<p>Taxis are exempt</p> <p>Invest in bus accessibility</p> <p>Improve cycling safety and give parents more convenient cycling options</p> <p>Identify where travel patterns to local medical facilities are being affected</p>	<p>Bus service improvements (these are linked to the implementation of the filters)</p> <p>Monitoring and evaluation of the number of cyclists and collisions involving cyclists</p>
Pregnancy and maternity	Pregnant people are more likely to make frequent visits to medical facilities. These journeys may be extended by the filters.	<p>Taxis are exempt</p> <p>Invest in bus accessibility</p>	Bus service improvements (these are linked to the implementation of the filters)

		<p>Improve cycling safety and give parents more convenient cycling options</p> <p>Identify where travel patterns to local medical facilities are being affected</p>	<p>Monitoring and evaluation of the number of cyclists and collisions involving cyclists</p>
Race	Certain ethnic groups have higher levels of private car or van usage ('White'; 'Black/African/Caribbean/Black British').	Travel demand management/ information to support mode shift	Implementation to be accompanied by travel demand management
Race	For those whose journeys are extended, there may be increased fuel costs or taxi fares for certain users.	Travel demand management/ information to support mode shift	Implementation to be accompanied by travel demand management
Religion or belief	Traffic Filters may involve longer trips to places of worship as visitors circumvent Oxford via the ring road. It is likely to have the largest impact on places of worship close to the centre of Oxford.	Given the local catchments of places of worship, for most destinations it is unlikely that this will be significant. For places of worship with larger catchments, for example Oxford Jewish Synagogue, it is acknowledged that some car journeys from within the ring road may be extended. It is recommended places of worship are engaged to develop travel plans where appropriate.	To be kept under review
Sex	Women may be more hesitant to walk or cycle (especially at night) due to the threat or fear of crime. This means that they may have fewer alternatives to avoid the increased journey times and associated costs by private car or taxi.	<p>Work with Thames Valley Police to monitor crime and anti-social behaviour</p> <p>Invest in evening bus services</p> <p>Improve cycling safety, especially at night</p>	<p>Bus service improvements</p> <p>Monitoring and evaluation of patterns of crime and anti-social behaviour</p>
Social inclusion	Many of the highest deprivation areas in Oxford are outside of the ring road. Increased traffic volumes could impact the ability of residents to walk and cycle and potentially increase journey times.	<p>Consider additional LTN interventions to reduce rat running outside of the ring road</p> <p>Monitor short-term disruption on boundary roads as the scheme is implemented</p> <p>Invest in prioritised bus services</p> <p>Improve cycling infrastructure and affordability</p>	<p>Bus service improvements</p> <p>Monitoring and evaluation of the displacement of traffic and air quality around streets close to the ring road</p>
Social inclusion	Increased traffic volumes are also likely to worsen air quality and noise pollution for residents on lower incomes near the	Consider additional LTN interventions to reduce rat running outside of the ring road	Bus service improvements

	<p>ring road. This may be detrimental to some lower income residents' health.</p>	<p>Monitor short-term disruption on boundary roads as the scheme is implemented</p> <p>Invest in prioritised bus services</p> <p>Improve cycling infrastructure and affordability</p>	<p>Monitoring and evaluation of the displacement of traffic and air quality around streets close to the ring road</p>
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Actions to maximise the positive impacts identified

- 11.3 In addition to the measures outlined above to mitigate the potential disproportionately negative impacts of the Traffic Filters, the below sets out a number of additional measures that could assist with maximising the positive impacts identified:
- Engagement with Oxford City Council’s Inclusive Transport and Movement Focus Group highlighted that there are numerous areas around Oxford where footway surfacing is uneven or in a poor condition. While this may only be a minor inconvenience to some people, to others it can prevent them from making journeys on footways or in a wheelchair or can make these journeys significantly more uncomfortable. Improvements could be made throughout the city to accessibility, such as providing dropped kerbs/crossing points with tactile paving and improving bus stop accessibility. This will help to ‘lock in’ the benefits of the Traffic Filters, further enhancing the experience of cycling and walking specifically for people with physical impairments.
 - There is often low awareness of local cycling and walking schemes amongst those who rarely walk, cycle, or travel outside of their immediate area, particularly where people do not speak English at all, or it is not their first language¹⁹. As such, it is recommended that all consultation and engagement communications should continue to ensure that these groups are reached, for example by offering materials in appropriate languages and/or engaging through relevant community organisations.
 - Though the Traffic Filters are expected to improve bus journey times, people in wheelchairs (or other mobility assists) find it difficult or impossible to board some services. It is recommended that opportunities are taken to upgrade Oxford’s bus fleet to improve accessibility further.
 - It is recommended that air quality is monitored throughout the city before, during and after the implementation of the Traffic Filters. This will allow OCC to make amendments to the scheme if areas are identified where air quality is worsening or could be improved. This may include the implementation of additional measures to enable journeys to be walked and cycled, or to prevent the ease of driving non-essential local journeys.

¹⁹ Transport for London: What are the barriers to cycling amongst ethnic minority groups and people from deprived backgrounds? <http://content.tfl.gov.uk/barriers-to-cycling-for-ethnic-minorities-and-deprived-groups-summary.pdf>

12 Addendum: post-mitigation assessment

12.1 This section provides an assessment of the scheme's post-mitigation, factoring in the proposed scheme definition for the Traffic Filters Experimental Traffic Regulation Order (ETRO).

Final scheme definition

12.2 A Traffic Filter is a short section of road which can only be used by some types of vehicles at certain times.

12.3 Six Traffic Filters are proposed on main roads in Oxford (see Figure 1.1). They will be implemented under an ETRO for a minimum period of six months before deciding whether to make them permanent and finalising the exemptions, timings and locations.

12.4 The Traffic Filters will operate seven days a week from 7am to 7pm. The Traffic Filters on Marston Ferry Road and Hollow Way will not operate on Sundays. When they're operating, private cars will not be allowed through without a permit. All other vehicles will be allowed at all times. This includes buses, coaches, taxis, private hire vehicles, mopeds, motorbikes, vans, HGVs and special vehicles (such as emergency services).

12.5 In addition, permits for private cars will be available for:

- Blue Badge holders
- Professional health or care workers
- Cars used as goods vehicles by businesses based in and around Oxford city boundary

Additional exemptions and discounts

12.6 Key additional exemptions directly informed by this EqIA are as follows:

- Specific additional exemptions for those in receipt of Carers Allowance. This mitigates the impact on carers and the people they care for.
- Day passes for residents within the ring road. This reflects the EqIA's summary that the Traffic Filters would affect some 'essential' journeys for PCGs (Disability and Age in particular), but that these trips are varied, and it is challenging to define and administer specific exceptions on a case-by-case basis. Day passes are therefore a more general exemption that mitigates the impact on PCGs. Residential properties within the exemption boundary will be eligible for 100 day passes per vehicle per year, up to a max of 3 vehicles per address/household.

12.7 The exemption boundary for day passes is shown below in Figure 12.1. All residential properties within the blue and green shaded areas would be eligible. The ring road is shown in red.

Figure 12.1: Day passes exemption boundary



Source: OCC

12.8 This includes:

- Oxford district
- Parishes outside Oxford district but partly within the ring road
- Part of Cumnor parish

Table 12.1: Mitigations with post-mitigation assessment

PCG	Impacts identified (pre-mitigation)	Proposed mitigation within September 2022 Traffic Filter consultation scheme definition	Post-mitigation assessment
Age	Potential increase in journey times for non-professional carers travelling by private car.	Non-professional carers are exempt based on Carers Allowance receipt	Entirely mitigated based on Carers Allowance
Age	Short- or medium-term delays on the ring road as traffic circumvents Oxford via the ring road. Private cars, often seen as necessary for older people, may experience delays.	Monitoring and evaluation of access to healthcare, identifying the source(s) of any disruption Day passes for residents within the ring road and in Cumnor, North Hinksey and South Hinksey	Those needing more than 100 days of essential travel per year will remain affected
Age	Older people are more likely to make frequent visits to medical facilities. These journeys may be extended for non-Blue Badge holders.	Monitoring and evaluation of access to healthcare, identifying the source(s) of any disruption Day passes for residents within the ring road and in Cumnor, North Hinksey and South Hinksey	Those needing more than 100 days of essential travel per year will remain affected
Disability	Longer journey times for people who rely on private cars may lead to discomfort and anxiety for some disabled people and have a detrimental impact on their health.	Monitoring and evaluation of filters to capture impacts on non-Blue Badge holders who travel by taxi	N/A
Disability	For those whose journeys are extended, there may be increased fuel costs or taxi fares for certain users.	Monitoring and evaluation of filters to capture impacts on non-Blue Badge holders who travel by taxi	N/A
Disability	Some disabled people may find the changes to the environment confusing and may be	OCC to publicise the scheme	For some people this impact is likely to remain

PCG	Impacts identified (pre-mitigation)	Proposed mitigation within September 2022 Traffic Filter consultation scheme definition	Post-mitigation assessment
	distressed by the need to change route when travelling by private car.		
Disability	Potential increase in journey times for professional carer workers travelling by private car.	Professional care workers are exempt	Entirely mitigated
Disability	Students at nearby SEN schools may experience increased journey times via the ring road.	Exemptions for families with SEN children who are entitled to free travel and in receipt of mileage allowance or direct travel payments from OCC	Entirely mitigated
Disability	Disabled people are more likely to make frequent visits to medical facilities. These journeys may be extended for non-Blue Badge holders.	Monitoring and evaluation of access to healthcare, identifying the source(s) of any disruption Day passes for residents within the ring road	Those needing more than 100 days of essential travel per year will remain affected
Pregnancy and maternity	Pregnant people and parents with infants may find cycling and walking more difficult. These groups may therefore have a heightened need to use private cars or taxis.	Bus service improvements Monitoring and evaluation of the number of cyclists and collisions involving cyclists	Although bus service improvements would potentially benefit most people, not everyone can or will switch modes
Pregnancy and maternity	For those whose journeys are extended, there may be increased fuel costs or taxi fares for certain users.	Bus service improvements Monitoring and evaluation of the number of cyclists and collisions involving cyclists	Although bus service improvements would potentially benefit most people, not everyone can or will switch modes
Pregnancy and maternity	Pregnant people are more likely to make frequent visits to medical facilities. These journeys may be extended by the filters.	Bus service improvements Monitoring and evaluation of the number of cyclists and collisions involving cyclists	Although bus service improvements would potentially benefit most people, not everyone can or will switch modes

PCG	Impacts identified (pre-mitigation)	Proposed mitigation within September 2022 Traffic Filter consultation scheme definition	Post-mitigation assessment
Race	Certain ethnic groups have higher levels of private car or van usage ('White'; 'Black/African/Caribbean/Black British').	Implementation to be accompanied by travel demand management	Partial mitigation of impacts
Race	For those whose journeys are extended, there may be increased fuel costs or taxi fares for certain users.	Implementation to be accompanied by travel demand management	Partial mitigation of impacts
Religion or belief	Traffic Filters may involve longer trips to places of worship as visitors circumvent Oxford via the ring road. It is likely to have the largest impact on places of worship close to the centre of Oxford.	To be kept under review	N/A
Sex	Women may be more hesitant to walk or cycle (especially at night) due to the threat or fear of crime. This means that they may have fewer alternatives to avoid the increased journey times and associated costs by private car or taxi.	Monitoring and evaluation of patterns of crime and anti-social behaviour Bus service improvements	Likely to reassure some people but not all
Social inclusion	Many of the highest deprivation areas in Oxford are outside of the ring road. Increased traffic volumes could worsen segregation and the ability to walk and cycle as well as possibly increasing journey times.	Monitoring and evaluation of the displacement of traffic and air quality around streets close to the ring road Bus service improvements	Although bus service improvements would potentially benefit most people, not everyone can or will switch modes

PCG	Impacts identified (pre-mitigation)	Proposed mitigation within September 2022 Traffic Filter consultation scheme definition	Post-mitigation assessment
Social inclusion	Increased traffic volumes are also likely to worsen air quality and noise pollution for residents on lower incomes near to the ring road. This may be detrimental to some lower income residents' health.	Monitoring and evaluation of the displacement of traffic and air quality around streets close to the ring road Bus service improvements	Although bus service improvements would potentially benefit most people, not everyone can or will switch modes

13 Proposed amendments post-consultation– implications for EqIA

- 13.1 In response to feedback and issues raised through the Public Consultation and wider engagement undertaken in September / October 2022, officers are recommending several amendments to the proposals. The following amendments to the Traffic Filters scheme are proposed:
- Changing the timings for the filters as follows:
 - Hollow Way and Marston Ferry Road: Monday – Saturday only; 7am – 7pm, but with a phased introduction (7am – 9am and 3pm – 6pm initially, only moving to all-day operation if supported by monitoring). Hythe Bridge, Thames Street, St Cross Road and St Clements to remain unchanged at: 7 days a week; 7am – 7pm.
 - Amending the proposals to expand the residents’ day passes beyond the Oxford permit area by adding a yearly maximum total of 25 day passes per vehicle for residents of Oxfordshire (with a maximum of one vehicle per person and up to two vehicles per household). Residents in the Oxford permit area, who are most affected by the scheme, would still receive a yearly maximum total of 100 day passes per vehicle (with a maximum of one vehicle per person and up to three vehicles per household).
 - Amending the permit area to include properties in the Shotover Hill area and residential areas immediately adjacent to Barton.
 - Adding a new, short-term exemption for patients receiving frequent hospital treatments for ONE traffic filter of the applicant’s choosing.
 - Adding a new, short-term exemption for people with short-term mobility problems who are not eligible for a Blue Badge.
 - Adding a new exemption for car club cars.
 - Expanding the eligibility criteria for the non-professional carers’ exemption to include anyone with informal caring responsibilities, but restrict the exemption to ONE traffic filter of the applicant’s choosing.
 - Making residents of existing and future car-free developments (whether inside or outside the permit area) ineligible for residents’ day passes.
- 13.2 Overall, the amendments do not affect the fundamental rationale for the proposals, and the location and design of the filters is unaffected. The amendments focus on the operation of the filters (timing), and the definition of permits and exemptions and terms of their geography and eligibility criteria.
- 13.3 The following amendments are likely to have an impact on those with protected characteristics, notably **Age** and **Disability**:
- The amendment to the timings of the Traffic Filters

- Expanding the exemptions policy to allow anyone with informal caring responsibilities, patients receiving frequent hospital treatment and people with short-term mobility problems through the traffic filters.

13.4 The expected impact of these amendments has been assessed in the table overleaf

13.5 The impacts identified of proposed amendments are all positive compared to the scheme definition that formed the basis for this EqIA. However, the proposed amendments introduce some further complexity to the proposals, with implications for the communications that would accompany their introduction.

Table 13.1: Assessment of impacts of proposed scheme amendments

Proposed amendment	Impact of amendment(s)	Protected characteristic impacted	Impact on those with protected characteristics	Residual impact
Amendment to the timings of the Traffic Filters	Different Traffic Filters will have differing times of operation, requiring drivers to be aware of the specific times of operation at each location.	Disability - Some disabled people may find the changes to the environment confusing and may be distressed by the need to change route when travelling by private car or taxi.	Differing timings across the various Traffic Filters has the potential to further confuse some disabled people about the proposed scheme.	Some disabled people may still find the changes to the environment confusing, therefore the mitigation already proposed in the EqIA (OCC to provide clear communications on the proposals) remains valid and should be given high priority
Expanding the exemptions policy to allow anyone with informal caring responsibilities to pass through the Traffic Filters	Exempting anyone with informal caring responsibilities will ensure that anyone who provides care to disabled or older residents can drive through the Traffic Filters. This will likely reduce journey times.	Disability, Age – both protected characteristics can rely upon essential care to be provided by non-professional carers	Reduced journey times will likely reduce discomfort and anxiety for some disabled people.	n/a
Patients receiving frequent hospital treatment to be exempt from the Traffic Filters	Exempting these people will allow them to travel by car to the hospital without having to avoid Traffic Filters.	Disability, Age – both protected characteristics are more likely to need to make frequent hospital visits	Reduced journey time/distance will likely benefit people making these frequent trips.	n/a
People with short-term mobility problems to be exempt from the Traffic Filters	Exempting these people will allow them to drive to without having to avoid Traffic Filters.	Disability, Age – both protected characteristics are more likely to have mobility problems (short term or otherwise)	Reduced journey time/distance for people travelling by car.	n/a

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