



Oxfordshire County Council
Equalities Impact Assessment
East Oxford Low Traffic Neighbourhoods
September 2023

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Section 1: Summary details

Directorate and Service Area	Environment and Place Transport and Infrastructure
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	East Oxford Low Traffic Neighbourhoods (LTNs)
Is this a new or existing function or policy?	Amendment to an existing project, currently implemented under an experimental TRO. The ETRO may be replaced with a permanent TRO. If the TRO is not approved, the three East Oxford LTNs will have to be removed once the ETRO expires.
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	<p>A Low Traffic Neighbourhood (LTN) is an area where general motorised traffic is restricted from taking routes through residential areas by implementing traffic restrictions. These restrictions are enforced by physical barriers such as planters and bollards, or by ANPR cameras. Essential services such as the emergency services and waste collection vehicles are permitted to pass through the restrictions either by removing the bollards or being exempt from ANPR fines.</p> <p>The removal of through traffic from residential areas creates quieter and safer streets with reduced pollution and encourages walking and cycling. Residents can feel safer and more comfortable when making local journeys on foot by cycling or using public transport.</p> <p>LTNs were proposed for Oxford in the Oxford Local Cycling and Walking Infrastructure Plan (LCWIP) as an effective way of promoting walking and cycling, in line with council objectives to improve public health, air quality congestion and tackle climate change. Divinity Road, St Clement's and St Mary's were chosen as priority areas in response to feedback from residents on traffic volumes and to improve cycle routes running through the areas.</p>
Completed By	LTN Project Manager

Authorised By	
Date of Assessment	July 2023

Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>LTNs are part of the Government’s Active Travel initiative, which comprises strategies to improve air quality, reduce carbon emissions, and boost healthier travel choices in towns and cities across the UK. LTNs have been implemented and are being trialled in cities and urban areas in the UK, but they are not a new concept. For example, an LTN was installed in De Beauvoir Square in Hackney in the 1970s, to make streets safer for children in the area.</p> <p>In 2020 the county council was successful in securing funding from the DfT to promote active travel. The Oxford Local Cycling and Walking Infrastructure Plan (LCWIP) sets out a policy to introduce LTNs in areas in Oxford where there is local support from residents in those streets and local elected members. The implementation of LTNs help support the ambitious target to increase cycling in Oxford by 50% by 2031 and remove 1 in 4 car journeys by 2030 and 1 in 3 by 2040.</p>
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>The East Oxford LTNs were introduced using an Experimental Traffic Regulation Order (ETRO) in May 2022. The ETRO expires in November 2023 after an 18-month trial period. The county council ran a formal consultation lasting 6 months from May – November 2022 on the trial and listened to feedback. It is therefore now proposing that the ETRO is replaced with a TRO with some amendments, including:</p> <ul style="list-style-type: none"> • The implementation of ANPR cameras at three sites, Divinity Road, Magdalen Road and James Street. ANPR was requested at these sites by the emergency services for operational reasons. • Jeune Street to be incorporated into the LTN. This is in response to requests from residents, after traffic volumes significantly increased on Jeune Street following the implementation of the LTNs. • Bullingdon Road restriction point to be moved to the southwest to a point east of the Hurst Road junction. This is proposed to address a problem of vehicle manoeuvres close to the restriction

point.

The council has also run a 6-week public consultation on the proposed TRO including the amendments to the current arrangements noted above.

Traffic filters are created by placing physical barriers, such as bollards and planters, in the road to stop motor vehicles from driving through. Some traffic filters are enforced by ANPR cameras. Any driver of an unauthorised vehicle passing through the filter will be sent a fine through the post

Destinations within LTNs are still accessible to motor traffic. Residents who live in LTNs, are still able to drive to their homes, welcome visitors and receive deliveries. However, they may need to take a different route to the one they took prior to the implementation of the LTNs to get to their destination.

The filters are positioned so that access for wheelchairs/mobility scooters, pedestrians, cycles and scooters is maintained.

Evidence / Intelligence

List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.

In the light of keen public interest and significant impact on residents’ journey patterns, and to understand the degree of support for the LTN trials, an informal consultation was held in 2021 prior to the introduction of the east Oxford LTNs trial. This preliminary consultation found majority support for each of the three LTNs both from local area respondents and from all respondents.

During the first six months of the east Oxford LTNs trail, a public consultation was held, from 20 May to 30 November 2022.

The survey received both positive and negative feedback. Overall, these responses gave the following results:

Location	Object	Neutral	Support
Divinity Road	59%	7%	34%
St Clement’s	61%	7%	32%
St Mary’s	59%	8%	33%

The majority of the respondents in the first, six-month consultation the majority were opposed to the proposals to introduce the LTNs. However, most of the responses came from people living outside the LTNs.

Those living within the LTNs showed more support. The snapshot monitoring report prepared in June 2023 to support the publication of the TRO and help people to respond to the survey reported on the first findings of the impacts of the proposals and showed a mixed picture of impacts. This report was updated in a full Monitoring and Evaluation Report which accompanies the Cabinet decision paper for October 2023.

Monitoring has been undertaken within the LTNs and on surrounding roads to assess the impact on a range of indicators, including traffic volumes, journey times, modal shifts, bus journey times, air quality and emergency services response times.

The 2022 consultation received 3,938 survey responses and 269 emails and letters. Feedback included that the LTNs had led to improved access and safety for pedestrians and cyclists; reductions in noise and pollution from traffic; and a stronger community feeling and being more likely to use local shops. However, other feedback stressed concerns about timely access to essential locations like schools, work, and hospitals, critical access for emergency vehicles; and an increase in displaced traffic and air pollution affecting other areas of east Oxford (particularly boundary roads); and increased travel times and fuel costs when making car journeys.

In response to frequent vandalism of the trial and analysis of a year's worth of feedback, the council launched a six-week consultation in summer 2023. The consultation ran from 5 June to 20 July 2021 and was designed to gather additional feedback following new bollards being installed and gather views on some proposed changes to the LTNs, to be introduced only if the council decided to continue with them.

The Monitoring and Evaluation Report and the Consultation Reports for the six-month and six-week consultations are given as Annexes to the Cabinet Paper.

The full monitoring and evaluation report (2023) showed that car use has reduced within the east Oxford LTNs, congestion has increased elsewhere in the surrounding area. Cycling has seen mixed changes, with movements across St Mary's LTN between Iffley and Cowley Roads experiencing large percentage increases, particularly on Magdalen Road. Movements through St Mary's LTN in- or out-bound from The Plain have decreased, suggesting that cyclists are not using the LTNs as a route to and from the city. Pedestrian movement within the LTNs is also a mixed picture, with some streets showing decreases and others increases. In general, the impact has not been consistent across all modes of transport, with some roads measured seeing greater increases or reductions respectively than others for each mode of transport.

Air quality has worsened in the surrounding area but improved within east Oxford LTN streets and all areas measured showed an improvement from 2019 data. The east Oxford LTNs are beginning to meet their objectives but need focused changes and other local traffic flow improvement measures implemented if they are to be made permanent.

	<p>Engagement with stakeholder groups is ongoing. This has included engagement with the emergency services, waste services, bus companies, healthcare providers including carers and district nurses, local schools, residents' groups, businesses, local cycle groups, local religious organisations, and local members.</p> <p>The Cabinet decision on whether to implement the permanent TRO or remove the LTNs when the ETRO expires in November 2023 is due in October 2023.</p>
<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>Alternatives such as traffic calming measures, for example, speed humps and road narrowing have been considered. Whilst they may reduce traffic speeds, they are unlikely to significantly reduce the volume of traffic or discourage drivers from using the streets as short cuts. Indeed, there are many streets within East Oxford that currently have traffic calming but this has not had the effect of reducing traffic levels. Whilst it can have an impact on speed, as studies have shown, this can impact on air quality. They are also less likely to encourage people to consider alternative forms of transport as the volume of traffic is one of the main reasons why people do not choose active travel modes for local journeys.</p>

Section 3: Impact Assessment - Protected Characteristics

Section 3: Impact Assessment - Protected Characteristics Protected Characteristic	Description of Impact			Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
	No Impact	Positive	Negative			

<p>Age</p> <p>Children</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Children: Active travel presents an opportunity to promote health and wellbeing amongst children by creating a comfortable safe environment to walk and cycle. This is particularly important for Black, Asian and Minority Ethnic children, or those from deprived environments, who are more likely to be obese.</p> <p>The effects of air pollution are particularly significant for the health of children. Lower traffic within the LTNs reduces the levels of air pollution for those walking and cycling through the LTNs, thereby improving physical, mental and social wellbeing.</p> <p>Road Safety LTNs target through motor traffic on minor roads, this design approach particularly benefits children and younger people as they walk often and are more vulnerable to the danger posed by motor vehicles on minor roads. In addition, perceptions of road danger have a significant impact on parental decision-making about how children travel, and their freedom to roam in general. Perceived levels of road danger are based on the observations of individuals and their own experiences such as near misses whilst crossing the road and volumes of motor traffic on streets without crossings and with poor sightlines. LTNs will reduce the perceived danger as a result of less traffic.</p> <p>Removal of the LTNs would increase air pollution in LTN areas, make streets less</p>		<p>OCC Project Manager and iHub Team</p>	<p>Public consultation and perception surveys, alongside traffic and air quality monitoring.</p>
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				safe for children to walk and cycle and less likely that healthy travel choices will be chosen.			
Age Young People	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Identified as a group at risk of transport poverty.</p> <p>From the age of 16 onwards, walking, cycling and other transport modes become important tools in enabling young people to access employment and training.</p> <p>Vehicle ownership tends to be low amongst younger age groups partly due to the costs of:</p> <ul style="list-style-type: none"> • learning to drive • maintaining a vehicle • the associated insurance costs, <p>making this group increasingly reliant on public transport and active travel options.</p> <p>Walking and cycling are often the primary options for young people. Increasing the number of minor roads with less traffic in an area can help to protect a group who are already travelling actively regularly.</p> <p>Young people use minor roads to connect to and between major roads where many destinations lie. It is recognised that some routes may remain busy as changes cannot be made to all roads at the same time (however, traffic levels should generally reduce once the traffic filter trial is introduced) and that other measures that encourage walking and cycling are needed</p>		OCC Project Manager and iHub Team	Ongoing monitoring and engagement should the scheme be made permanent

			<p>for main routes. These may include controlled crossings, footway widening, and kerb protected cycleways, all of which would benefit those protected by the age characteristic.</p> <p>When an LTN is introduced, evidence shows that overall traffic volumes fall within the LTN. However, in the short term, there may be some increase in driver queues at some main road junctions at certain times of the day. This may initially lead to intermittent delays to bus services, which could impact on young people travelling. Current monitoring indicates that bus journeys have been negatively affected, however it is hoped that in the longer term with the introduction of wider strategic schemes this will improve bus journey times.</p>			
<p>Age</p> <p>Older People</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/> <p>Older people are more likely to have a disability or long-term health problem that can affect their ability to walk and cycle potentially making them more reliant on a car – No point within the LTN is unreachable by car, but it is acknowledged in the short-term journey times will be negatively impacted until the scheme beds in and new travel habits are formed.</p> <p>Older people may be more likely to require home carers and medical assistance who may be negatively impacted by increased journey times.</p> <p>Ageing is linked with a reduction in car</p>	<p>Over time it is anticipated that a reduction in car use through LTNs and other transport strategies in OCC will improve journey times.</p> <p>Investigating enforcement and exemption opportunities</p>	<p>OCC Project Manager and iHub team</p>	<p>Public consultation and perception surveys, alongside traffic and air quality monitoring.</p>

			<p>usage and driving, often caused by the worsening of physical conditions, increased stress associated with driving, car maintenance costs and less need to drive for full time work, as well as forced cessation of driving due to old age. It is possible that there could be an associated risk of isolation worsening among those relying on their car (or their car driver) to help them socialise.</p> <p>Some older people do walk and cycle, those that do will benefit from the lower traffic volumes within the LTNs.</p>			
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>The term 'Disability' is very broad and includes people with physical, sensory and cognitive impairments. Overall, it is anticipated that LTNs will benefit many disabled people as they tend to be regular footway users and the project will create many more low road danger streets, quieter and easier to cross. However, we recognise that will not be the case for all.</p> <p>Those with mobility impairments including wheelchair users may benefit from being able to utilise road space as well as footways if traffic flows are sufficiently reduced. This will provide increase width and in some cases flatter surfaces.</p> <p>Sufficient width has been provided at filter locations to allow wheelchairs and mobility scooters to pass through. This may encourage more opportunities for people to benefit from additional exercise and</p>	The Council will review the potential for LTN (ANPR) exemptions for disabled people including or Special Educational Needs and Disabilities transport.	OCC Project Manager and iHub team	After Cabinet decision in October if scheme is made permanent, engage with the Council's Sensory Impairment Team to see if there are any further mitigations we can make for blind or partially sighted users.

				<p>opportunities for social interaction.</p> <p>Some people with disabilities are reliant on the car and have expressed concerns regarding increased journey times, having negative impacts on stress levels and potentially pain from sitting in a vehicle too long.</p> <p>Those with mental health issues, autism and other similar disabilities can find it difficult to sit in vehicles for long periods of time, which can lead to anxiety attacks. This has been highlighted through the Council's own Special Needs transport services.</p> <p>Disabled people may be more likely to require home carers and medical assistance who may be negatively impacted by increased journey times.</p>			
Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There could potentially be an impact if midwives and healthcare providers need to access areas within the LTN.	Investigate potential exemptions through ANPR camera sites in LTNs.	OCC Project Team	Engagement beyond October 2023 if scheme made permanent
Race	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	The LTNs improve conditions for active travel by reducing traffic volumes, which may lead to a reduction in conflicts between road users. This will			

			<p>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. Although increased bus journey times will negatively impact these users.</p> <p>The LTNs extend journeys for certain road users, as private cars may need to take different routes. 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 c.50% of these groups walk, cycle or use public transport.</p>				
Sex	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<p>There is evidence from Sustrans that some people, particularly women, do not feel safe and are hesitant to start or restart cycling. The aim of reducing vehicle movements in the area would allow safer, more attractive routes and to enable a greater take up of cycling and walking irrespective of sex.</p> <p>More vibrant streets with more people walking and cycling will increase 'natural' surveillance. This should make people feel safer.</p>	<p>Initial discussions with the police indicate that there has not been an increase in criminal activities, however it is noted that LTNs have reduced the number of vehicle patrols undertaken. Ongoing engagement with the police.</p>	OCC Project Team	<p>Monthly meetings between OCC and Emergency Services.</p>

Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Religion or Belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Some people attending mosques are experiencing difficulty when travelling to the crematorium in Botley before dusk. Continue consultation and monitor impacts, if any, such as the ability to access facilities.</p> <p>St Frideswide School is Church of England and Greyfriars School is Catholic and have wider catchment areas than many schools. They are experiencing staff resource and retention issues as well as school drop off and pick up congestion as many have no alternative but to use a vehicle</p>	<p>Mosque representatives are investigating a minibus to reduce the number of cars on the network, which may be a potential solution. OCC will continue to work with mosque leaders and local councillors. Investigate exemption of funeral vehicles through ANPR cameras.</p> <p>Develop and implement a school travel plan. Increased use of car sharing.</p> <p>Investigate use of school buses for those further afield and options surround filter locations.</p>	<p>Localities Team / City</p> <p>Localities Team / School Travel Planning</p>	<p>Engagement beyond October 2023</p>

Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Carers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Across all the different home health care providers including District nursing, phlebotomy, community therapy services, end of life care, heart failure teams etc it is clear the LTNs have had a negative impact in terms of increased journeys times delaying attendance to individuals, this is particularly problematic in end-of-life care and where there are 2-hour windows to provide treatment. It is having the knock-on effect of having to reduce the number of visits, increased stress for patients and staff. Whilst not specifically related to LTNs, they are negatively impacting the ability to hire and retain staff which was already problematic and is therefore worsening the situation.</p> <p>Cycling has been trialled, but proven difficult due to the amount of equipment</p>	<p>Monitor changes in travel behaviour and traffic flows to assess whether situation improves as people revisit how they travel. Regular meetings with Oxford Health and OCC Quality and Improvement to monitor situation and potential solutions.</p> <p>Investigating enforcement and exemption opportunities.</p>	Localities/Delivery/monitoring	Ongoing monitoring beyond November 2023

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (* Job Title, Organisation)	Timescale and monitoring arrangements
				required. With some medications there are also concerns about personal safety.			
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People in areas of deprivation are more reliant on public transport, walking and cycling and less on travel by car. Around one-third of households in the bottom quintile do not have access to a car. For those in the very lowest income brackets, the running costs of keeping a car can exceed a fifth of their weekly income. The main purpose of the LTNs is to improve the cycle routes and accessibility. Thereby rebalancing the road network in favour of pedestrians, cyclists and those who use shared transport.			

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Staff	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Social Workers have been negatively impacted in making visits to vulnerable people in the community.	Engage with group and if required investigate potential ANPR camera exemptions.	OCC Project Team	After July 2022 Cabinet decision
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Fire and Waste services.	Regular engagement with Emergency Services.	OCC Project Team	Meet monthly
Providers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	If journey times extend significantly this will have a negative impact on SEND school transport (see Disability section)	SENDS transport providers to be provided with keys to lockable bollards on priority routes	Delivery OCC	Ongoing
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Interaction within community, feeling safer to use area through sustainable travel. The potential for more physical activity, including play, in areas where amenities may be limited, offering the potential to address issues of obesity and well-being.		OCC Project team	Engagement with communities for planting/public realm opportunities

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

Review Date	7 September 2023
Person Responsible for Review	
Authorised By	Aron Wisdom