

Cardiff Council

Cardiff Recovery Strategy

Equality Impact Assessment
Addendum B: Pop Up Cycleways,
City Centre North Cross

Draft PO2 | 14 July 2020

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Contents

	Page	
1	Introduction	2
	1.1 The proposals	2
2	Local baseline	3
	2.1 Protected characteristics	3
	2.2 Other relevant considerations	5
3	Assessment and action plan	9
4	Conclusion	14

1 Introduction

The Cardiff Recovery Strategy established a rolling programme of temporary measures to aid with the recovery of the city post-lockdown, while supporting public health in line with current social distancing guidelines. An overarching Equality Impact Assessment (EqIA) has been undertaken for the Strategy, and further EqIAs are now being undertaken for specific schemes set out in the Strategy as they are brought forward.

This EqIA Addendum considers the potential differential and disproportionate equality effects that could arise from the implementation of a temporary, ‘pop-up’ cycleway, running from close to Ninian Park railway station in the Leckwith area to the west of the city centre, through the city to the junction of the A4161 Newport Road and B4487 Broadway in the Adamsdown area, to the east of the city centre. The report also identifies a set of recommendations to reduce or remove potential adverse effects and to strengthen or enhance potential positive effects. As all pop-up cycleways across the city are likely to follow the same principles, the EqIA would also apply to other areas.

The design of the cycleway is subject to minor amendments and, due to the nature of the proposed changes, can be readily adapted to take account of the experience of users, including feedback from disability groups. EqIA is an ongoing process, and if the measures assessed in this addendum were to be made permanent, the assessment would be revisited to consider the potential for further equality effects.

This addendum should be read alongside the overarching EqIA report, which provides baseline data and further information about the EqIA methodology.

1.1 The proposals

Cardiff Council have designed a ‘pop-up’ cycleway for the western side of the city centre. A plan showing the route of the cycleway is included in Appendix A. The cycleway begins at Leckwith City Stadium in the west. The route then travels via the City Centre and out to the east via Newport Road (A4161).

The existing road junction of Cowbridge Road East (A4161) and Lower Cathedral Road would be altered to accommodate the cycleway. The northern side of Cowbridge Road East would accommodate an additional cycle way (i.e. both east and west cycle movement would be along the northern side of the road).

The cycle way would continue in this manner along the A4161 east bound until the end of the cycleway, just west of Clifton Street. At this eastern end of the cycleway, the existing northern pavement is to be shared use and the existing crossing to be upgraded to a Toucan crossing to enable cyclists to carry on journey east bound.

Where there are existing pedestrian crossings, these will remain in place and cyclist will adhere to existing signalling equipment.

In several locations along the route of the proposed cycleway, it is proposed to install zebra crossing facilities to allow safe access across the cycleway from existing bus stops to buses. Affected bus stops are located at:

- A4161 North Road; and
- A4161 Dumfries Place.

At the eastern end of the proposed cycleway, there are some proposed changes to road layouts on the A4161 Newport Road that will affect access for vehicles. It is proposed that the following turns from Newport Road will be banned:

- Left turn to Fitzalan Road;
- Left turn to East Grove;
- Left turn to Howard Place;
- Right and left turn to Wordsworth Avenue; and
- Left turn to Orbit Street.

2 Local baseline

The overarching EqIA for the Recovery Strategy provides baseline data for protected characteristic groups and other relevant socio-economic characteristics in Cardiff, in comparison with Wales. This section sets out local baseline information at ward level for the areas directly affected by the implantation of the cycleway. Data is provided for the wards of Canton, Riverside, Cathays, Adamsdown, and Plasnewydd.

2.1 Protected characteristics

Age profile

The overarching EqIA uses data from the ONS mid-year population estimate for 2019. This data is not available at ward level, and so 2011 Census data has been used to give an indication of the age profile of the five wards on the route of the proposed cycleway.

The age profile of the population varies across the five wards, with Canton and Riverside recording the highest proportion of children, and Canton also recording a higher proportion of residents aged over 65 than other wards. The proportion of older residents is particularly low in Cathays, Adamsdown and Plasnewydd. These wards, and Cathays in particular, have a large proportion of residents aged between 15 and 24, reflecting the large student population in the area associated with the University of Cardiff.

Table 1 Age profile (Source: ONS, Census 2011)

Age	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
0-14	17.1%	16.4%	4.4%	14.7%	9.6%
15-24	10.8%	13.5%	65.5%	27.4%	36.2%
25-44	34.7%	40.2%	20.3%	36.8%	34.4%
45-64	23.9%	19.5%	5.7%	14.8%	12.9%
65-84	11.2%	8.6%	3.2%	5.6%	5.8%
85 and over	2.2%	1.8%	1.0%	0.7%	1.1%

Disability

The proportion of residents with a long-term health problem or disability that limits their day-to-day activities also varies across the five wards. In Canton, Riverside and Adamsdown, the figures are broadly in line with the average for Cardiff (see the overarching EqIA for more detail). In Plasnewydd and Cathays in particular, the proportion of residents with a long-term health problem or disability is considerably lower than average, reflecting the comparatively young age profile of these areas.

Table 2 Proportion of residents with a long-term health problem or disability (Source: ONS, Census 2011)

Level of disability limitations	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
Day-to-day activities limited a little	9.6%	8.5%	4.1%	8.0%	6.5%
Day-to-day activities limited a lot	9.1%	9.2%	3.5%	9.8%	6.5%
Day-to-day activities not limited	81.3%	82.3%	92.5%	82.2%	87.0%

Race

The proportion of residents from White ethnic backgrounds is lower than the Cardiff average in all of the wards, with the exception of Canton. There is a considerably higher than average proportion of residents from Asian or Asian British backgrounds in Riverside, Cathays, Adamsdown and Plasnewydd, with 21.5% of residents of Riverside from Asian or Asian British ethnic groups. Riverside and Adamsdown also record higher than average proportions of residents from Black or Black British ethnic backgrounds, and Riverside, Cathays and Adamsdown also have higher than average proportions of residents from other ethnic groups.

Table 3 Ethnic group (Source: ONS, Census 2011)

Ethnicity	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
White	85.7%	68.1%	78.6%	72.7%	77.9%

Ethnicity	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
Mixed/multiple ethnic groups	2.7%	3.1%	2.5%	4.6%	2.8%
Asian/Asian British	8.5%	21.5%	12.9%	12.3%	15.3%
Black/ African/ Caribbean/ Black British	1.7%	4.1%	1.6%	6.2%	2.0%
Other ethnic group	1.4%	3.2%	4.4%	4.2%	2.1%

Religion

The proportion of the population who describe their religion as Christian is in line with the Cardiff average in Canton, and considerably lower in the other affected wards. In Cathays, 44.2% stated that they have no religion. There are higher than average proportions of residents who describe their religion as Muslim in Cathays, Plasnewydd, Adamsdown and Riverside, where 19.2% of residents described their religious identity as Muslim. Riverside also has higher than average proportions of residents who describe their religion as Hindu and Sikh.

Table 4 Religion (Source: ONS, Census 2011)

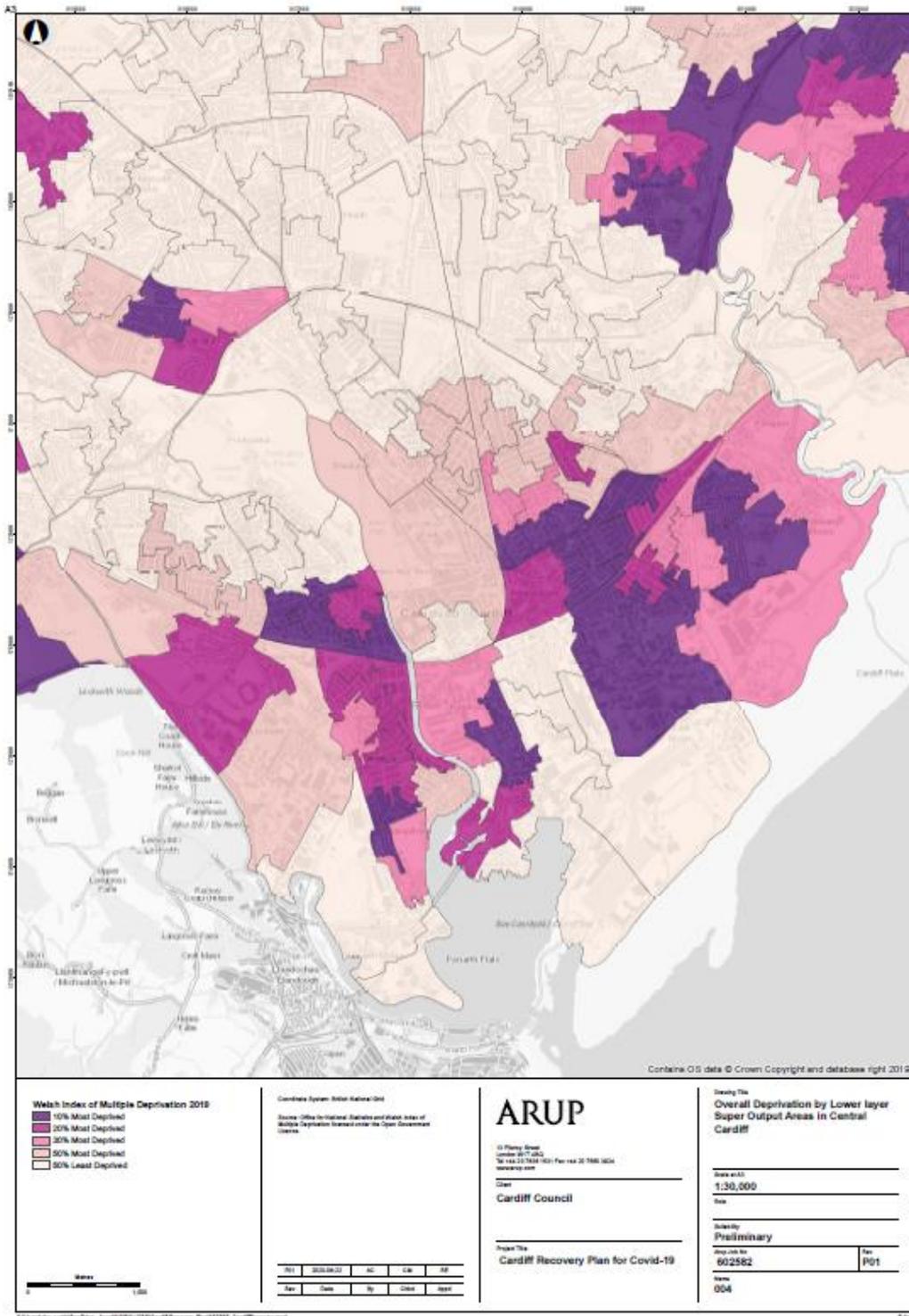
Religion	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
Christian	50.8%	36.8%	36.6%	39.8%	37.2%
Buddhist	0.6%	0.9%	1.0%	1.2%	0.8%
Hindu	1.5%	3.0%	2.3%	1.2%	2.6%
Jewish	0.2%	0.2%	0.3%	0.1%	0.2%
Muslim	6.6%	19.2%	8.5%	13.1%	10.5%
Sikh	0.6%	1.6%	0.5%	0.9%	0.5%
Other religion	0.5%	0.5%	0.6%	0.9%	0.7%
No religion	31.4%	30.5%	44.2%	35.9%	40.0%
Religion not stated	7.9%	7.2%	6.1%	6.9%	7.5%

2.2 Other relevant considerations

Deprivation

Figure 1 shows multiple deprivation in central Cardiff, including the areas affected by the proposed cycleway. The route of the cycleway will pass through some areas of high deprivation, particularly in the Riverside, Adamsdown and Plasnewydd areas. Some LSOAs in these areas fall within the 10% most deprived in Wales.

Figure 1 Index of multiple deprivation



Employment and economic activity

The overarching EqIA uses data from the ONS annual population survey estimate for 2019. This data is not available at ward level, and so 2011 Census data has been used. These figures are likely to have changed since 2011, and it is expected that Covid-19 will impact significantly on levels of employment across the UK;

however, they provide an indication of the level of economic activity in the five wards on the route of the proposed cycleway.

The proportion of the population considered economically active was, as of 2011, considerably lower than average in the Cathays ward at 46.4%, and also below average in Adamsdown and Plasnewydd. This reflects the student population in these areas, and the high proportion of students who are considered economically inactive. The proportion of the population of the Cathays ward who were in employment was 22.8%, however unemployment was recorded at just 2.0%.

The Canton and Riverside wards recorded higher levels of economic activity, and higher levels of employment. However, these areas have a significantly smaller student population, and higher levels of unemployment. Canton also had the highest proportion of retired residents of any of the affected wards. Unemployment was highest in Adamsdown, at 6.7%, and Plasnewydd, at 4.8%.

Table 5 Economic activity (Source: ONS, Census 2011)

Economic Activity	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
Economically active	74.9%	70.7%	46.4%	62.2%	64.1%
In employment	68.3%	61.4%	22.8%	45.7%	46.4%
Unemployed	3.7%	5.2%	2.0%	6.7%	4.8%
Student	2.9%	4.0%	21.6%	9.8%	12.8%
Economically inactive	25.1%	29.3%	53.6%	37.8%	35.9%
Retired	10.2%	7.5%	2.0%	4.8%	4.7%
Student	4.3%	7.0%	48.3%	14.5%	22.8%
Looking after home or family	3.5%	5.1%	1.1%	3.9%	2.4%
Long-term sick or disabled	5.3%	6.1%	1.2%	7.5%	3.8%
Other	1.8%	3.6%	1.0%	7.1%	2.2%

Travel to work

Across all of the affected wards, the majority of those in work commute less than 10km. Cathays has the highest proportion of residents who commute less than 2km, reflecting its proximity to the city centre. However, Cathays also has the longest average commute at 15.6km, reflecting a relatively high proportion of residents commuting 60km or more. Canton has the highest proportion of residents commuting between 2km and 5km.

Table 6 Distance travelled to work (Source: ONS, Census 2011)

Distance travelled to work	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
Less than 2km	20.7%	33.4%	40.5%	35.2%	36.9%
2km to less than 5km	39.0%	26.6%	20.7%	25.4%	25.7%

Distance travelled to work	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
5km to less than 10km	8.6%	6.9%	5.2%	7.6%	7.4%
10km to less than 20km	7.1%	6.7%	6.3%	6.7%	6.8%
20km to less than 30km	3.5%	3.6%	2.9%	3.0%	2.8%
30km to less than 40km	0.9%	1.0%	1.6%	1.2%	1.6%
40km to less than 60km	2.1%	2.5%	2.4%	1.7%	2.0%
60km and over	2.3%	2.8%	5.7%	3.3%	2.7%
Work mainly at or from home	8.0%	8.7%	5.9%	7.1%	6.6%
Other	7.7%	7.7%	8.7%	8.6%	7.4%
Average distance (km)	11.2	12.5	15.6	12.6	11.0

The proportion of commuters who currently drive to work ranges from 29.7% in Cathays to 53.4% in Canton. Cathays, Adamsdown and Riverside all record high proportions of residents who walk to work, again reflecting their proximity to the city centre. Bicycle use is highest in Riverside, but lowest in Cathays.

Public transport use varies across the affected wards. Bus use is highest in Adamsdown, Plasnewydd and Canton, where it is higher than the average for Cardiff. Train use is highest in Cathays, and in line with the average for Cardiff elsewhere.

Table 7 Method of travel to work (Source: ONS, Census 2011)

Method of travel to work	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
<i>Private vehicle or taxi</i>					
Driving a car or van	53.4%	41.1%	29.7%	32.3%	35.6%
Passenger in a car or van	4.8%	3.8%	4.0%	5.0%	3.8%
Motorcycle, scooter or moped	0.3%	0.2%	0.3%	0.3%	0.2%
Taxi	0.4%	0.8%	0.7%	1.1%	0.5%
<i>Public transport</i>					
Bus, minibus or coach	11.1%	8.5%	8.4%	13.1%	11.5%
Train	2.1%	3.4%	5.1%	3.6%	3.7%
Underground, metro, light rail, tram	0.1%	0.3%	0.2%	0.2%	0.1%
<i>Active travel</i>					
On foot	16.5%	27.6%	43.3%	34.4%	34.2%

Method of travel to work	Canton	Riverside	Cathays	Adamsdown	Plasnewydd
Bicycle	6.3%	8.8%	4.5%	5.6%	6.3%
<i>Other</i>					
Work mainly at or from home	4.4%	4.6%	3.2%	3.5%	3.4%
Other method of travel to work	0.1%	0.3%	0.2%	0.2%	0.1%

Access to a car or van

All of the affected wards have a lower proportion of households without access to a car or van than the average for Wales. Over half of households in Adamsdown do not have access to a car or van, and over 40% of households in Riverside, Cathays and Plasnewydd.

This dataset is not included in the overarching EqIA and so comparator data for Cardiff and Wales is provided in Table 8.

Table 8 Access to a car or van (Source: ONS, Census 2011)

	Proportion of households without access to a car or van
Canton	27.3%
Riverside	40.4%
Cathays	44.4%
Adamsdown	53.1%
Plasnewydd	43.5%
Cardiff	29.0%
Wales	22.9%

3 Assessment and action plan

. Recommended actions and general measures that should be considered now to address the potential adverse equality effects identified in the assessment are also included in the table.

Table 9 sets out the findings of the assessment of the potential positive and adverse equality effects that could arise from the implementation of the cycleway scheme. Recommended actions and general measures that should be considered now to address the potential adverse equality effects identified in the assessment are also included in the table.

Table 9 Assessment of potential equality effects

Scheme element	Potential equality effects	Recommended action/s	Action owner
<p>Changes to road layouts and vehicle access</p> <p>At the eastern end of the proposed cycleway, there are some proposed changes to road layouts on the A4161 Newport Road that will affect access for vehicles. It is proposed that the following turns from Newport Road will be prohibited for motorists and cycles:</p> <ul style="list-style-type: none"> • Left turn to Fitzalan Road; • Left turn to East Grove; • Left turn to Howard Place; • Right and left turn to Wordsworth Avenue; and • Left turn to Orbit Street. <p>There may also be changes to road markings and junction configurations to accommodate the cycleway.</p>	<p>There is the potential for changes in road layouts to result in adverse differential effects for groups who may be more likely to experience difficulties navigating unfamiliar routes, including older people and disabled people (in particular visually impaired), particularly where these changes affect access routes to community facilities used by these groups.</p> <p>Community facilities that could potentially be impacted include St Peter's RC Primary School (accessed via Wordsworth Ave), Cardiff Royal Infirmary (including Community Addiction Unit, accessed via Orbit Street), and Adamsdown Day Centre (accessed via Orbit Street).</p> <p>These groups may also be more likely to experience changes in road layouts and road markings, including changes to junction layouts to accommodate cycle traffic, as a barrier to driving, which could restrict access to services in local communities along the route of the proposed cycleway, and in the city centre.</p>	<ul style="list-style-type: none"> • Ensure that vehicular access to community resources, including healthcare facilities, is maintained. If diversions are put in place, these should not be overly complicated or confusing. • Design of road markings and road signage such as diversion / closure signs should take account of the needs of all user groups. • Changes to access routes, particularly where they impact on access to community resources, to be communicated to the public in advance. Consider making this information available in alternative languages and accessible formats as required. 	<ul style="list-style-type: none"> • Design team • Cardiff Council
<p>Impacts on bus stops</p> <p>In several locations along the route of the proposed cycleway, it is proposed to install zebra crossing facilities to allow safe access across the cycleway from</p>	<p>There is the potential for these impacts on bus stops to result in adverse differential effects for groups who may find it more difficult to navigate changes in access arrangements, including children, older people and disabled people. People who are visually impaired and</p>	<ul style="list-style-type: none"> • Design of bus stops and access arrangements to take account of the needs of all user groups, including wheelchair users and people who are visually impaired. 	<ul style="list-style-type: none"> • Design team

Scheme element	Potential equality effects	Recommended action/s	Action owner
<p>existing bus stops to buses. Affected bus stops are located at:</p> <ul style="list-style-type: none"> • A4161 North Road; and • A4161 Dumfries Place. 	<p>people who are wheelchair users may be particularly likely to experience these effects. Visually impaired people may not be able to detect visual cues such as painted white lines and may not be able to access bus stops accessed via pedestrian crossings.</p>	<ul style="list-style-type: none"> • The cycleway should be colour contrasted and physically separated from pedestrians. Any crossings should be wheelchair accessible, and should be marked with tactile paving. • Consider introduction of controlled crossings to allow pedestrians to cross safely to bus stops. • Any impacts on bus stops should be publicised in advance. 	<ul style="list-style-type: none"> • Cardiff Council
<p>Improved cycle access into city centre</p> <p>The proposed cycleway will provide improved cycle connectivity for communities to the east and west of Cardiff city centre.</p> <p>As the baseline has shown, some of these areas experience high levels of multiple deprivation and relatively high unemployment. Some, particularly in the Riverside and Adamsdown wards, are more ethnically and religiously diverse than Cardiff as a whole. Communities along the route of the cycleway are less likely than average to have access to a car or van.</p>	<p>Public transport capacity is likely to reduce significantly from pre-Covid-19 levels, which could disproportionately affect some groups with protected characteristics including young people, people with disabilities, lower income groups and people from BAME backgrounds, who are more likely to be reliant on public transport as their primary means of transport.</p> <p>The baseline shows that some of these groups make up a higher than average proportion of the population in wards affected by the proposed cycleway. In particular, the BAME population is higher than average in every ward except Canton, and Cathays, Adamsdown and Plasnewydd have high proportions of young people. There are also areas of high deprivation along the route. The proportion of residents who have access to a car or van is generally low, and bus use is higher than average particularly in Adamsdown, Plasnewydd and Canton.</p>	<ul style="list-style-type: none"> • To support uptake among protected characteristic groups, ensure that the cycleway is advertised widely to communities along the route. Consider making this information available in alternative languages and accessible formats as required. • Addition of bike-sharing stations (Next bike) at either end of the cycle routes in addition to the city centre to cater for a potential increased demand for bikes. • Provision of secure cycle storage in residential areas would facilitate cycle usage for people with no outside storage space at their residence. Location of these should be carefully considered to avoid introducing barriers to access. • Shared use between pedestrians and cyclists should be avoided as these are 	<ul style="list-style-type: none"> • Cardiff Council

Scheme element	Potential equality effects	Recommended action/s	Action owner
	<p>The proposed cycleway could help to mitigate the impact on these groups from the reduction in public transport availability by providing a safe alternative route into the city centre, particularly given the relatively high proportion of the affected population without access to a car. Improved car-free access to the city centre for work, leisure and other services could also have the potential to result in positive differential effects for certain groups, including those with mental health issues and those who may be lonely or socially isolated, who may be more likely to experience negative effects from the reduction in public transport services.</p>	<p>very difficult for visually impaired people to navigate.</p> <ul style="list-style-type: none"> • Signage for the cycleway should be placed on the road or cycleway and not on pedestrian ways where they can be a hazard. 	
<p>Introduction of shared use for pedestrians and cyclists on Newport Road (A4161) adjacent to St Peters RC Primary School on northern side of road.</p>	<p>Shared use between pedestrians and cyclists would have differential effects on some groups including children, older people and disabled people (particularly visually and auditorily impaired) who find it difficult to navigate and move safely in such spaces.</p>	<ul style="list-style-type: none"> • Shared use between pedestrians and cyclists should be avoided as much as possible. 	<ul style="list-style-type: none"> • Design team

4 Conclusion

The planned pop-up cycleways for Cardiff have the potential to result in differential impacts for groups with protected characteristics; in particular older people and those with disabilities such as people who become easily confused or anxious, people with hearing loss, visual impairment and people with general mobility problems.

Recommended mitigation actions have been proposed to avoid these equality impacts and include:

- Provision of sufficient and clear communication about the changes in a timely manner (considering which languages may be required);
- Cycle routes to be coloured differently and in a contrasting colour to the road and pedestrian routes;
- New road markings to be provided in clear and contrasting colours;
- Signage for the cycle routes should be placed in the road and not in pedestrian areas;
- Introduction of controlled crossings at bus stops where these cross cycle routes to reach pedestrian routes;
- Shared use between pedestrians and cyclists should be avoided; and
- Design of bus stops and access arrangements to take account of the needs of all user groups, including wheelchair users and people who are visually impaired

Appendix A

**Cardiff Council Pop-up
Cycleways: Route plan**

A1
