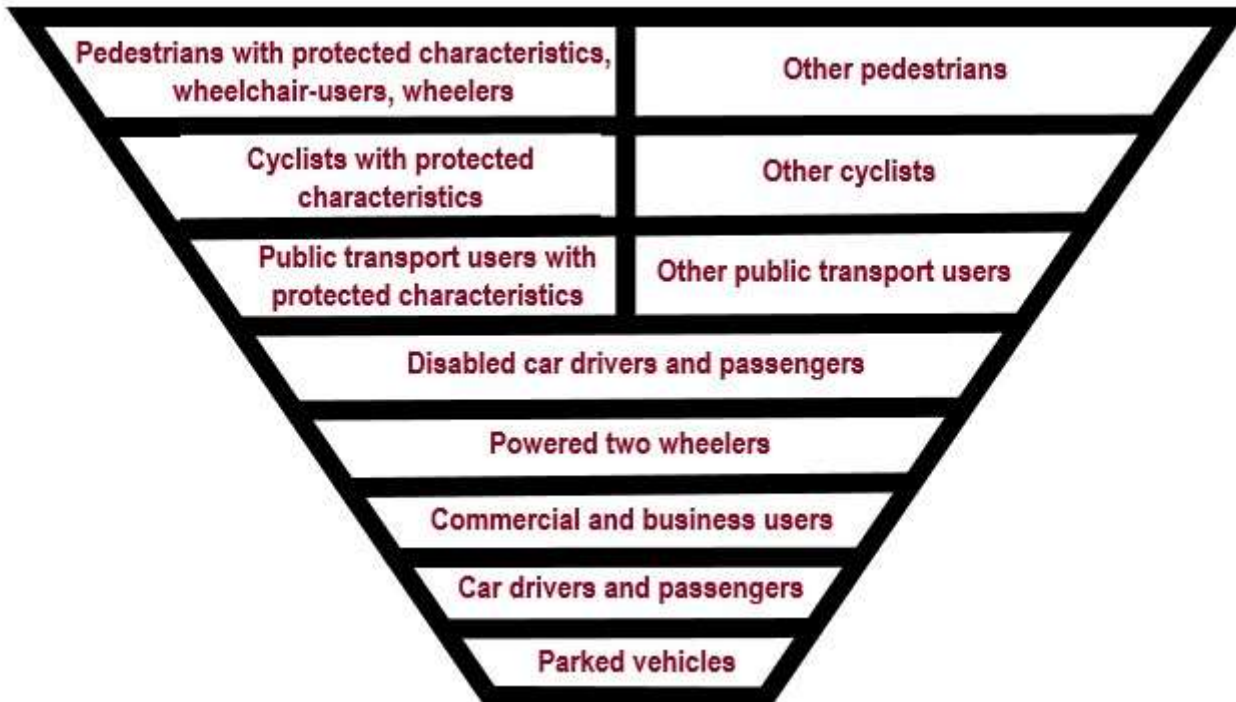


City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:		Place	
Service Area:		Transport	
Name of the proposal :		Active Travel Crossing Request Assessment & Prioritisation Methodology	
Lead officer:		Andy Vose	
Date assessment completed:		May 2025	
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Tom Horner	Head of Sustainable Transport	City of York Council	Transport Policy
Andy Vose	Transport Policy Manager	City of York Council	Transport policy
Greg Morgan	Transport	City of York Council	Active travel
Dave Smith	Access Officer	Housing & Communities	Equalities / Accessibility

Step 1 – Aims and intended outcomes

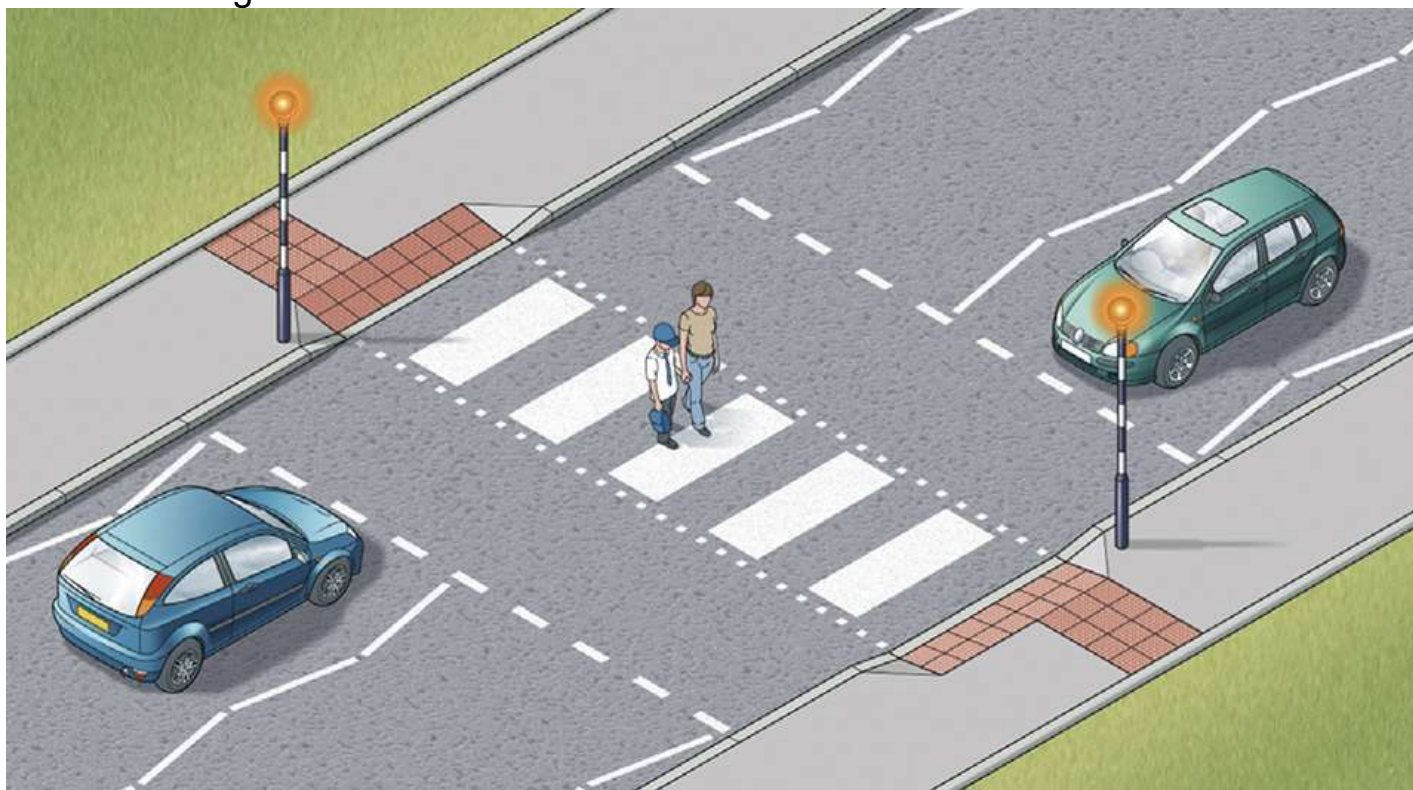
1.1	What is the purpose of the proposal?
	<p>One of the key principles adopted in the council's Local Transport Strategy is the hierarchy of transport users. This places the various modes of transport into a priority order with the most vulnerable and most environmentally-friendly modes at the top and less vulnerable and environmentally-friendly modes below them in descending order with vehicles parked on the highway at the bottom, as shown below.</p>  <p>Active Travel Active travel refers to any mode of transportation that involves physical activity, typically walking, wheeling (using a wheelchair or mobility aid), or cycling, for everyday journeys. It encompasses trips like walking to</p>

work, cycling to school, or using a wheelchair to run errands. Active travel is often viewed as a way to increase physical activity, improve public health, and reduce reliance on cars.

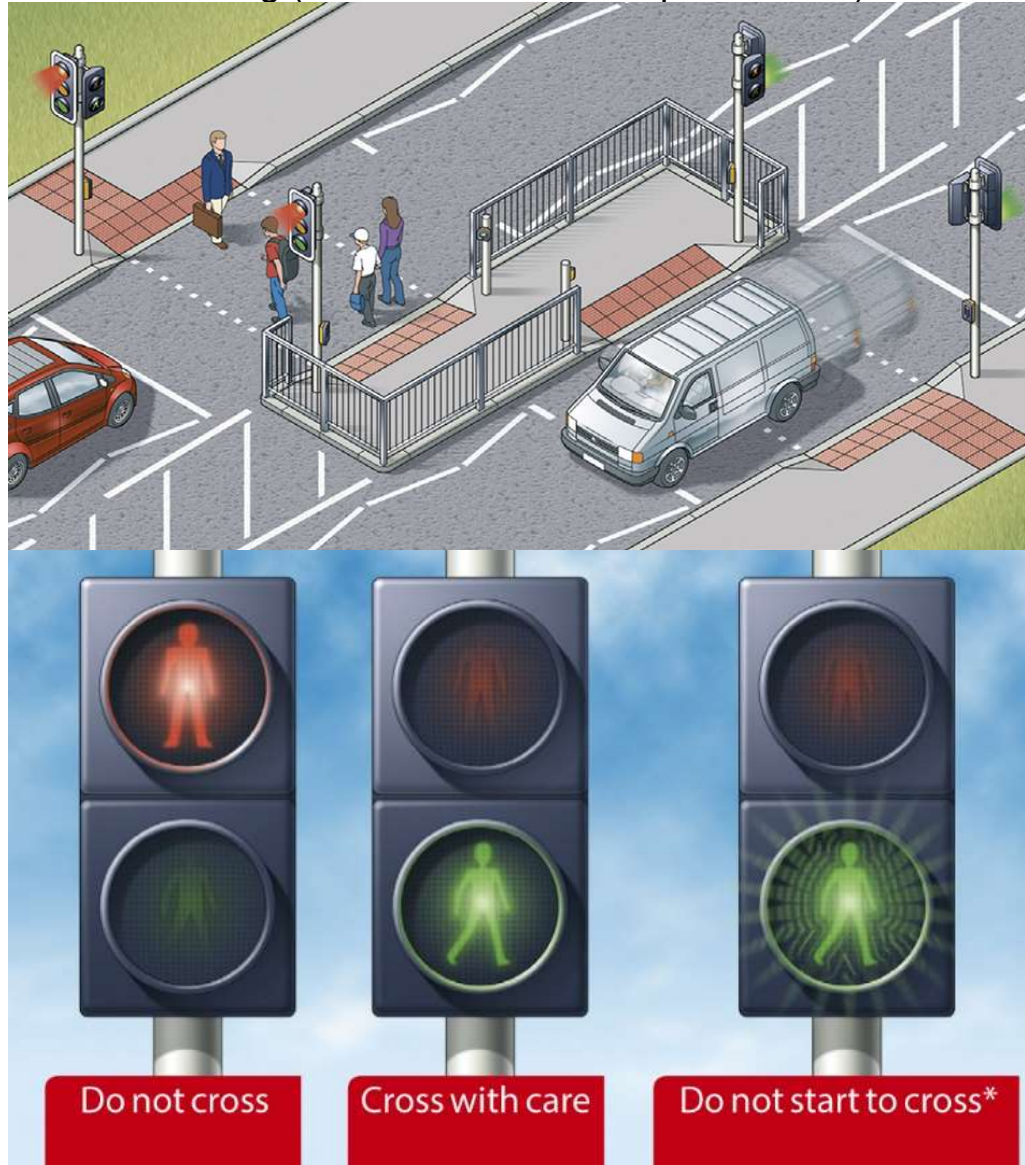
One of the main barriers to active travel is the absence of safe, accessible crossings to help active travellers get across busy roads or junctions.

In order to address this issue the council receive many requests each year for various types of crossing improvements. These generally fall into one of three categories:

1. Formal crossings –
Zebra crossing



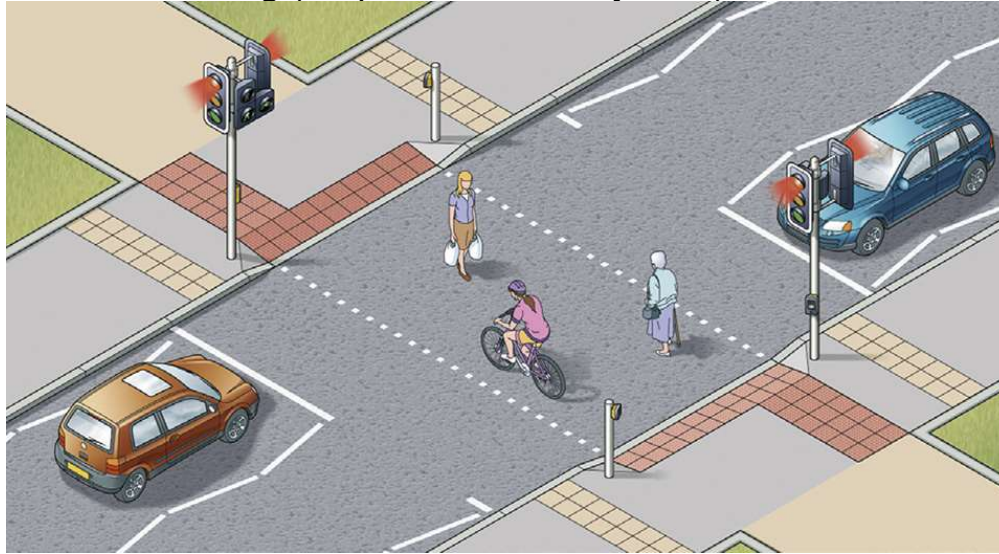
Pelican crossing (far side indicators for pedestrians)



Puffin crossing (nearside indicators for pedestrians)



Toucan crossing (for pedestrians + cyclists)



Pegasus (crossings for horse-riders)



2. Informal crossings –

Kerb build-outs to narrow the crossing distance (and hopefully slow traffic down)



Google image

Central refuge islands to enable roads to be crossed in stages



Google image

3. **Dropped kerb crossings** – to enable wheelchair or mobility scooter-users, walking aid users, people who are blind or visually impaired, pram and pushchair users, to cross using a crossing point where the footway is flush (or as close as can be) with the road surface and tactile paving is provided to indicate that this is a suitable place to cross to the sight-impaired community.



As the number of requests far exceeds the budget, which is available to provide crossings, it is necessary to put the requests through an assessment process before any detailed feasibility and design work is undertaken.

	<p>This process should enable council officers to identify sites which aren't suitable or should be addressed via a different workstream, such as:</p> <ul style="list-style-type: none">• Local Safety Schemes• Danger Reduction Schemes• Safe Routes to School• Dropped Crossing Programme <p>The remaining requests are then put through a prioritisation process to try to identify those which should be given the highest priority.</p>
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1.1 continued	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	<p>The original crossing assessment (used prior to 2016) was very rigid and based purely on vehicle and pedestrian flows at the requested location. Very few sites qualified for formal crossing facilities under this assessment.</p> <p>This assessment was refined in 2016 to take into consideration more factors including:</p> <ul style="list-style-type: none"> • the type of pedestrian, with more vulnerable groups such as children, older people and disabled people given a higher score • the type of vehicle, with larger vehicles scored higher • the width of the road • the speed of the traffic, casualty history, crossing delay • the proximity of the location to sites which would generate more active travel trips, such as: <ul style="list-style-type: none"> ○ schools ○ healthcare facilities ○ employment sites ○ leisure facilities ○ shops <p>Despite the revised assessment taking into consideration many more factors there were still many sites which didn't score highly enough to qualify for formal crossing facilities despite them seeming like they were prime candidates.</p> <p>The main purpose for this proposal is to create a more staged assessment process which all requests will be put through (including requests which have previously been rejected) and which gives more milestone points where requests can be rejected or diverted into other workstreams if they are not appropriate for the type of crossing improvements being requested.</p>

	<p>The proposal also recommends some changes to the calculation used in the assessment process in an attempt to enable more sites to be considered for formal facilities than currently.</p> <p>The main changes to the calculation are giving a higher score if there are lots of sites nearby which would create trips by active travel, such as schools, health centres, doctors, shops, leisure facilities or workplaces.</p> <p>There are also some changes to give a higher score to types of people who would find it more difficult to cross a road and changes to scores for motorcycles and pedal cycles because it can be more difficult to judge their speed as they approach a crossing location.</p>
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1.2	Are there any external considerations? (Legislation / government directive / codes of practice etc.)
	<p>Yes.</p> <ul style="list-style-type: none"> • Equalities Act 2010 (Section 20) and Public Sector Equality Duty (Section 149 of Equality Act 2010) • Inclusive Mobility 2021 (Department for Transport) Chapters 4.10 and 4.11, pages 39 to 44 • Local Transport Note 1/20 (Department for Transport) Chapter 10, pages 96 to 104 • Crossing Selector Tool – User Manual (Active Travel England) Feb 2024 • Traffic Signs Manual Chapter 6 - Traffic Control (2019) – Sections 13 and 14, pages 100 to 104 • Manual for Streets (Chapter 6 pages 64 to 65) • National Planning Policy Framework/Guidance (2023) Chapters 8 & 9, pages 28 to 33 • Highways Act (Section 62)

1.3	Who are the stakeholders and what are their interests?
	The direct stakeholders are members of the public who want (or need) to walk, wheel, use a wheelchair or cycle along a particular route which requires them to cross the road network

1.4	What results/outcomes do we want to achieve and for whom?
	The primary aim of this project is to improve access for pedestrians, wheelers, wheelchair-users and cyclists and to contribute towards the council's Public Sector Equality Duty under the Equality Act 2010. Improved crossing facilities make access by active travel easier, safer and potentially more direct. This aligns well with the council's recently updated transport hierarchy by giving active travellers more priority at locations where they most require it.

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data/supporting evidence	Reason for using
	York Pedestrian Crossing Assessment Review (March 2024)	This report was produced by consultants following a review of existing guidance and legislation and consultation with a range of council officers including the Transport Policy Manager, the Transport Planner (Active Travel), Highway Development Controls officers, Road Safety Officer, Traffic Signals Manager, Principal Highway Engineer and the Access Officer.
	York Pedestrian Crossing Assessment Review (March 2024)	The consultants also checked the crossing assessment criteria currently being used by 14 other Highway Authorities across the UK and looked in

	more detail at Transport for Greater Manchester and Transport for London's methodologies

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
Gaps in data or knowledge		Action to deal with this
Numbers of walkers, wheelers, wheelchair-users or cyclists who may cross in a specific location if crossing facilities were improved		This proposal uses the number of sites which may encourage active travel near to a potential crossing as a way to demonstrate potential use
Potential increase in usage of the active travel networks as a result of crossing improvements		Counts of users / numbers of complaints

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.
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Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Roads will be easier to cross with more priority being given to active travellers over drivers. This will be particularly helpful to both children and elderly residents	+	H
Disability	<p>Traffic can be a significant barrier for many people, giving active travellers a higher priority than people in vehicles can help to overcome barriers and help build confidence for many types of journey. Providing facilities which comply with existing guidance such as Inclusive Mobility will enable disabled people to plan journeys better and encourage many to travel by active means.</p> <p>A wide range of disabled people will potentially benefit from improved crossings, including (but not exclusively):</p> <ul style="list-style-type: none"> • People who are blind or visually impaired • People with reduced mobility or ambulant disabled • Wheelchair and mobility aid-users • People with neuro-divergence, dementia or learning disabilities 	+	H
Gender	Crossing improvements will benefit all users but may help address fears about personal safety and road safety which could be more prevalent by gender.	+	L
Gender Reassignment	No impacts identified.	0	

Marriage and civil partnership	No impacts identified.	0	
Pregnancy and maternity	Improved crossings will help pregnant women and parents with young children in prams or pushchairs to cross busy roads. This may open up new travel options due to the improvements making access much easier, safer and potentially more direct.	+	M
Race	No impacts identified.	0	
Religion and belief	No impacts identified.	0	
Sexual orientation	No impacts identified.	0	
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	Carers whose duties involve pushing wheelchairs or pushchairs or who accompany people with reduced mobility or neurodiversity will be helped by the provision of improved crossings, especially if those crossing facilities are close to sites where those they are caring for need to visit because of health, social care or educational needs.	+	M
Low income groups	Travelling by active means is the cheapest form of travel therefore any improvements which encourage or enable this should benefit low income groups.	+	M
Veterans, Armed Forces Community	Older veterans and disabled veterans will benefit from improved crossings in the same ways as their equivalent in the non-Armed Forces community	+	H

Other	Encouraging more use of the walking, wheeling and cycling networks by making roads safer to cross will have a positive impact on users' physical and mental health and will make switching from vehicular travel to non-vehicular modes easier or more realistic for some.	+	M
Impact on human rights:			
List any human rights impacted.	No impacts identified	0	

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is being done to optimise opportunities to advance equality or foster good relations?
	<p>There may be a slight adverse impact to users of motorised vehicles who may experience more delays to their travel as a result of having to stop at more crossings. However, these proposals help to address the current imbalance where active travellers experience the delays as a result of the volume or speed of traffic which is not in line with the council's Transport Hierarchy which puts all active modes above vehicular modes. The changes to the assessment workflow and calculations should help better identify and then provide crossing improvements at locations where they are most needed by some of the most vulnerable travellers and to ensure that as many people as possible aren't disabled by difficulties encountered whilst travelling by active means.</p>

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
	<p>- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
No major change to the proposal	The positive benefits of the proposal to change the assessment of crossing requests far outweigh any negative impacts and also help the council discharge its' Public Sector Equality Duty.

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
Safety of users of the active travel networks	Monitor casualty statistics	Greg Morgan / Transport Safety Engineers	Annually
Proportion of crossing requests which are rejected	Monitor success rate for crossing requests	Greg Morgan	Annually

Step 8 - Monitor, review and improve

8.1 How will the impact of your proposal be monitored and improved upon going forward?	
Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?	
	<ul style="list-style-type: none"> • The size of the waiting list / backlog of requests will be monitored to ensure there is a steady throughput and that requestors are kept updated on the progress or status of their requests. • Regular updates to the Access Forum will feed back the above information.