

Bus Franchising in Greater Manchester Assessment September 2019

**Equality Impact
Analysis**

Equality Impact Analysis

Section one: Initial Screening

Analysis Reference	
Department	Policy & Research
Team or Service Area	Bus Reform Team
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Type of activity	Project
Title of activity	Bus Reform

Under current equality legislation, TfGM is required in the exercise of our functions to have due regard for the need to:

*eliminate unlawful discrimination, harassment and victimisation;
advance equality of opportunity between persons who share a relevant characteristic, and persons who do not share it; and
foster good relations between those who have a protected characteristic and those who don't.*

Equality Analysis (formally referred to as Equality Impact Analysis (EQIA)) is a tool that will help you to consider equalities issues when drawing up or reviewing a strategy, project, policy, process or procedure which affects the delivery of services and the employment practice of Transport for Greater Manchester (TfGM). Equality Analysis will improve the work of TfGM by making sure it does not unlawfully discriminate against people and that it fulfils its duties under current equality legislation and where possible, it promotes equality.

You will need to demonstrate where appropriate that there has been engagement with beneficiary groups and at the end of this analysis you will need to provide documentary evidence of all the information you have taken into account during this process.

Question 1

Is this a new or existing activity?

New

Question 2

What is the main aim and purpose of the activity?

On 30 June 2017, the GMCA decided to use the powers available in the Transport Act 2000 (as amended by the Bus Services Act 2017) ("the Act") to prepare an assessment of a proposed franchising scheme, which included a comparison against other options for bus reform in Greater Manchester. TfGM has since been preparing that assessment on behalf of the GMCA.

In carrying out the assessment, TfGM were required to identify a number of options that have the potential to achieve the objectives for bus reform, before then considering a shortlist of three realistic options. These options were:

1. a 'do nothing' option;
2. a partnership (such as what was being proposed by operators and/or a stronger partnership which included the introduction of an enhanced partnership scheme); and
3. a franchising scheme.

TfGM has now completed its assessment and will recommend that the proposed franchising scheme be considered further by the GMCA. If this recommendation is approved, the Act sets out that the next step would be for the GMCA to obtain a report from an independent auditor on the assessment.

Bus services are currently provided in the Greater Manchester area including under contract with the TfGM (on behalf of the GMCA). Bus services would continue to be provided in the Greater Manchester area under any bus franchising proposals

albeit under different arrangements. The introduction of a bus franchising scheme would, for the purposes of this assessment, amount to a new activity.

Question 3

List the main elements of the activity. (for strategies list the main policy areas):

In preparing its assessment, TfGM was required to comply with various legal requirements as set out in the Act. This included but was not limited to setting out the effects the proposed scheme is likely to produce and also included comparing making the proposed scheme to one or more other courses of action.

The Act (through the relevant statutory guidance) also required the assessment to take the form of a five-case business case model which includes Strategic, Financial, Commercial, Management and Economic Cases.

As well as requiring an assessment to be prepared, the Act sets out the other procedures that are required before a decision can be made to make a proposed scheme. This includes but is not limited to having to obtain an independent audit on its assessment, undertaking a public consultation on the assessment and publishing a report setting out the authority's response to the consultation.

Question 4

If this is a new/proposed activity or a change to an existing activity please explain why the proposal being made for what reason?

As set out above in response to questions 1 and 2, this is a new activity which the GMCA have instructed TfGM to undertake on its behalf.

Question 5

What outcomes does the activity aim to achieve?

A franchising scheme would involve the authority specifying the routes, frequencies, fares and standards for the bus services which operators would then bid to run on the authority's behalf. This is a change to the current deregulated market where operators are able to run services at their own discretion, subject to obtaining sufficient operating licences from the traffic commissioner.

As set out in the assessment, it is presently anticipated that the franchising scheme would, if introduced, allow for the development of a more effective bus network. This would, for example, allow for a simplified ticket offer for passengers, a single and consistent brand for buses and a single point of contact for passengers. It would also allow, over time, the bus network to be integrated more closely with other modes of transport, such as rail and tram.

Question 6

Who are, or will be, the main beneficiaries of the activity?

Please tick one or more of the following

Travelling public	Yes
TfGM staff	No
Partners including Operators	Yes
Suppliers	Yes
Others - please specify	Yes
	<p>It is presently anticipated that the above groups would benefit for the following reasons.</p> <p>More convenient and affordable buses would open up a wider range of employment opportunities to job seekers and, by the same token, give businesses a better choice of employees; they would also make it easier for people to get to schools, colleges, hospitals, doctors' surgeries, shops and leisure activities. By making a contribution to the overall attractiveness of Greater Manchester as a place to live and do business, franchising would make it more likely that businesses would choose to locate in Greater Manchester, which</p>

would bring economic benefits to Greater Manchester and its residents.

A franchising scheme could benefit two groups of operators. Some operators currently running bus services in Greater Manchester could increase their market share and/or improve their profit margin (this includes operators who current act as suppliers to TfGM by providing contracted services). Additionally, operators not currently running services in the area could gain access to the Greater Manchester bus market.

Question 7

Do you need to consult with people who might be affected by it directly or indirectly? Please justify your response

Plan to consult <i>- Who do you plan to consult and when?</i>

Section 123E of the Act states that if after obtaining an audit report as required by section 123D the GMCA wish to proceed with the proposed franchising scheme, it is required to undertake a consultation. This means that the GMCA would be required to:

- publish a consultation document (which amongst other things must describe the proposed scheme);
- publish the assessment of the proposed scheme;
- publish the auditor's report as required by section 123D; and
- give notice of the proposed scheme as appropriate for bringing it to the attention of persons in the relevant area.

In addition to the above, the Act also sets out who must be consulted and how an authority is also required prepare a report setting out its response to the consultation. In terms of who must be consulted, this includes bus operators who operate local services in the area to which the proposed scheme relates.

Question 8

Having due regard for equality duty involves:

Removing or minimising disadvantages suffered by people due to their protected characteristics; Taking steps to meet the needs of people with certain protected characteristics where these are different from the needs of other people; Encourage people with certain protected characteristics to participate in public life or in other activities where their participation is disproportionately low. Please complete the table below and give reasons, evidence and comment, where appropriate, to support your judgement(s).

Use the table below to record where you think that the activity could have a positive impact on any of the target groups or contribute to promoting equality, equal opportunities or improving relations within equality target groups. Use the table below to record where you think that the activity could have an adverse impact on any of the equality target groups i.e. it could disadvantage them and impact is high. Use the last column in the table below to give reason/comments/evidence where appropriate to support your judgement

Age			
Target Group	Positive	Adverse	Comment/Evidence
Children and Young People (aged 19 and under)	High	---	<p>This group has a more limited ability to travel independently without public transport than most other demographic groups.</p> <p>Children and young people will therefore benefit to a greater degree than average from the transport benefits of franchising, including better access to education.</p>
Older People (aged 60 and over)	High	---	<p>A retired person with no access to a car is over twice as likely than average to regularly use bus (GM Segmentation - Insights into bus use, Steer Davies Gleave, 2018).</p> <p>Older people will therefore benefit to a greater degree than average from the transport benefits of franchising (apart those related to fares, where the impact is largely neutral since most of this group already travel free after 0930 on weekdays and all day at the weekends).</p> <p>Of particular relevance is better access hospitals, doctors' surgeries, retail, leisure and cultural/educational activities - and in some cases employment.</p>

Disability			
Target Group	Positive	Adverse	Comment/Evidence
People with physical impairments (Includes mobility, co-ordination, lifting and carrying, manual dexterity, wheelchair user)	High	---	<p>(1) TfGM, as the single body responsible for the specification, quality assurance and promotion of bus services in GM would be in a better position than at present to address the needs of this group and to ensure they are aware of travel opportunities provided by bus services (e.g. by direct marketing).</p>
People with communication or sensory impairments (Includes blind/partially sighted, deaf/hard or hearing, difficulty speaking)	High	---	<p>The above comments (1) also apply to this group.</p> <p>(2)The Bus Services Act gives the Secretary of State for Transport the power to create," for the purpose of facilitating travel by disabled persons", regulations governing the standards of information provided by bus operators, including audio-visual announcements. Following a public consultation on this by the Department of Transport in the summer of 2018, and also on open data, it is expected that these regulations will be published in 2019 and will thereafter require bus operators to provide information on-board buses in compliance with those regulations.</p>

People with a learning disability or cognitive impairment (Includes conditions which affect ability to learn, understand, read, remember, and concentrate eg. Downs Syndrome, autism, ADA)	High	---	Comments (1) and (2) above also apply to this group. (3) A more stable bus network specified by TfGM and a single livery for buses would make it easier to communicate travel opportunities to people with a learning disability or cognitive impairment.
People with mental health problems (Includes depression, schizophrenia)	Medium	---	Comments (1), (2) and (3) above potentially also apply to this group.
People with long standing illness/health condition (Includes cancer, HIV, MS, diabetes, heart disease, epilepsy, continence)	Low	---	Comments (1) above apply, although many members of this group may not have needs specifically relevant to bus travel.
Other disability/impairment not covered by any of the above	Low	---	No groups identified so far.

Gender			
Target Group	Positive	Adverse	Comment/Evidence
Men	---	---	No obvious additional impacts.
Women	Medium	---	(4) Women are more concerned than men about personal security when travelling by bus. Better evening services would reduce waiting time at bus stops after dark, when women often feel vulnerable. Also, to the extent that as a result of franchising the number of bus users would be higher than it otherwise would be, women would be less likely to feel isolated when waiting, interchanging or on the bus.
Transgender People	Medium	---	Similar considerations as outlined in (4) above are also likely to apply to this group.

Race			
Target Group	Positive	Adverse	Comment/Evidence
Asian or Asian British Backgrounds (This includes Pakistani, Indians and Bangladeshi, Chinese or any other Asian background)	Low	---	Anecdotal evidence suggests that adults in this group are less likely to use buses than those of other ethnic groups. Nevertheless, comment (1) above could be relevant to this group. (5) Because this group is more likely than average to experience deprivation and areas of deprivation tend to be in areas of poor air quality, this group will benefit more than average from the improvements in air quality associated with franchising.

Black or Black British Backgrounds (This includes Caribbean, African or any other black background)	Medium	---	(6) Since members of this group are more likely than average to experience deprivation, they are more likely to depend on bus services than average. To that degree, they will experience a greater level of transport benefits of the franchising than average. Comment (5) above also applies to this group.
Mixed /Multiple Ethnic Groups (This includes White and Black Caribbean, White and Black African, White and Asian or any other mixed background)	Medium	---	Comments (5) and (6) above also apply to this group.
White British Background (This includes English, Scottish & Welsh, Irish and Gypsy or Irish Travellers)	---	---	No obvious additional impacts.
Non-British White Backgrounds (This includes Irish, Polish, Spanish, Romanians and other White backgrounds)	Medium	---	Comments (5) and (6) above are likely to apply to this group.
Arabs	---	---	No obvious additional impacts.
Any other background not covered by any of the above	---	---	None identified so far.

Religion/Belief			
Target Group	Positive	Adverse	Comment/Evidence
Buddhists	---	---	No obvious additional impacts.
Christians	---	---	No obvious additional impacts.
Hindus	---	---	No obvious additional impacts.
Jews	---	---	No obvious additional impacts.
Muslims	---	---	No obvious additional impacts.
Sikhs	---	---	No obvious additional impacts.
Others	---	---	None other relevant groups identified so far.

Sexual orientation			
Target Group	Positive	Adverse	Comment/Evidence
Gay men	Medium	---	Comment (4) above is likely to be relevant.
Lesbians	Medium	---	Comment (4) above is likely to be relevant.
Bisexual	Medium	---	Comment (4) above is likely to be relevant.

Other			
Target Group	Positive	Adverse	Comment/Evidence
Other	---	---	No groups identified.

Question 9

If this activity involves new build or alteration to existing building, has any consideration been given to provision of a multi-faith room?

Not applicable

Question 10

Have you identified two or more high adverse impacts in the table above?

No

Question 11

If you have identified one high adverse impact or any medium/low adverse impacts, what improvements to the activity would/could you make to mitigate high/medium/ low adverse impact? Please give details of the improvements you plan to make.

Not applicable.

Question 12

Have you set up equality monitoring systems to carry out regular checks on the effects your activity has on:

Equality Group		Details
Age	No	
Disability	No	
Gender	No	
Race	No	
Religion/Belief	No	
Sexual orientation	No	
Other	No	

Question 13

How will you measure the success of this activity? (Including any corporate performance measures)

Details of this are set out in TfGM's assessment of a proposed bus franchising scheme. Further details can also be found within the franchising scheme itself which sets out the authority's plans for consulting representatives of users of local services on how well the scheme is working, which is a requirement in the Act.

Question 14

In question 10 above you may have outlined improvements to the activity which will mitigate a high, medium and/or low adverse impact/s. How will you ensure that everyone involved in the activity knows and understands what improvements you intend make and is able to put the activity into practice with those improvements?

Not applicable.

Question 15

Are there any elements within this activity that require a separate Equality Impact Analysis?

No

Question 16

Please confirm that during the implementation of this activity, where appropriate, TfGM's corporate strategies and procedures will be followed. If your answer to any of these questions is "no", explain why you will not be following the strategy or procedure.

Strategy/Policy		Details
Communication with members of the public - TfGM's Corporate Communications Strategy will be followed	Yes	
Procurement - TfGM's Procurement Strategy will be followed	Yes	
Consultation and Engagement - TfGM's Consultation and Engagement Strategy will be followed	Yes	
Projects - Project Management Procedures will be followed	Yes	

Question 17

Is a Full Impact Analysis needed? If in question 8 you identified two or more adverse impacts then you should either abort the activity, or carry out a full analysis

No (not required)

Question 18

List all of the information that you have taken into account in carrying out this Equality Analysis

Steer Davies Gleave (2018). TfGM Segmentation - Insights into bus use.

Question 19

Additional comments

This document will be reviewed and, if necessary, updated before the Mayor finalises or implements any bus franchising proposals.

Supporting documents

None

