

# Resident Impact Assessment

2021 Executive Paper – Islington’s Local Implementation Plan delivery programme for Transport for London funding (2022/23 – 2024/25)

Service Area: Climate Change & Transport

## 1. What are the intended outcomes of this policy?

This Resident Impact Assessment (RIA) relates to the impacts on the characteristic groups of Islington’s Local Implementation Plan (LIP) Delivery Plan 2022/23 - 2024/25 that includes three funding programmes: LIP Delivery programme 2022/23 - 2024/25, the Cycle Improvement Programme 2022/23 - 2024/25 and the Bus Priority Programme 2022/23 - 2024/25.

The three funding programmes have been developed according to Transport for London (TfL) guidance published in October 2021. They show how the council will spend the funding they are likely to receive from TfL over the next three years to deliver against the Mayor’s Transport Strategy (MTS) priorities for Healthy Streets needed for London’s recovery and to address the acute and urgent challenge of inequality exposed by the pandemic. The Mayor’s three key themes to deliver his vision going forward are healthy streets and healthy people, a good public transport experience and new homes and jobs.

The development of the council’s LIP Delivery Plan 2022/23 - 2024/25 has been shaped by the priorities set out in the Islington Transport Strategy 2020 – 2041 (ITS) and supports the delivery of the council’s Vision 2030: Building a Net Zero Carbon Islington by 2030, both of which were adopted by the council on 20 November 2020. Details of the three programmes are set out in the 2021 Executive Paper - Islington’s LIP Delivery Plan for Transport for London Funding 2021 (2022/23 – 2024/25).

The three funding programmes will deliver of the council’s priority transport projects focusing on the People Friendly Streets (PFS) programme of Low Traffic Neighbourhood

(LTNs), Liveable Neighbourhoods, School Streets and cycleways that are at the forefront of responding to and preparing to move into the recovery phase of the Covid-19 public health emergency. The council's active travel and road safety programmes will be reinstated to encourage and support safe, active, and secure travel and we will continue to progress projects that will realise the council's environmental commitments to reduce carbon and improve air quality. The implementation of these funding programmes will allow us to make progress against the council's wider ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place making.

The January 2022 Executive Paper covers the following programmes:

### **LIP Delivery Programme 2022/23 - 2024/25**

The Islington Transport Strategy (ITS) provides the context for the LIP Delivery programme, which sets out a three-year spending programme for LIP funding, to implement projects that will deliver the objectives of the ITS. TfL allocates funding to local authorities to assist them in delivering the Mayor's vision for London's transport environment to prioritise human health and experiences of the environment in how the city is shaped, and to prioritise improvements that deliver the Mayor's Healthy Streets approach so the borough works better for everyone.

The LIP delivery programme projects focus on improving health by reducing traffic (People Friendly Streets programme schemes – Low Traffic Neighbourhoods, Liveable Neighbourhoods and School Streets), promoting active travel (walking and cycling); improving safety and security; making Islington's streets cleaner and greener; contributing towards making public spaces and transport more accessible for all, and unlocking the delivery of new homes and jobs. Details of the programme are set out in Appendix 1 of the 2021 Executive report.

### **Cycle Improvement Programme 2022/23 - 2024/25**

The main purpose of the Cycle Improvement programme is to remove barriers to cycling and improve conditions for residents and visitors who cycle. Improvements are designed, consulted on and delivered through this programme.

Cycle Improvement measures include behaviour change initiatives, such as cycle training for children and adults, proposals to develop new cycle routes (C50, Regents Canal to Highgate and Bunhill Row) on quieter streets and main roads (segregated and non-segregated cycle lanes) to cater for different abilities, and improved signage and road markings, and delivery of junction improvements that prioritise cyclists. The programme includes proposals to make temporary cycleways at C38 South (Pentonville Road to Holloway Road) and at York Way permanent. Islington, together with TfL and other boroughs, is working to create an integrated cycle network for London.

Details of the Cycle Improvement Programme are set out in Appendix 2 of the Executive report.

## **Bus Priority Programme 2022/23 – 2024/25**

The main purpose of the Bus Priority Programme is to improve bus service reliability for bus users and to design, consult on and deliver new schemes.

The Bus Priority programme identifies proposals for improvements to bus routes in Islington that improve journey times and reliability, making this mode of public transport more attractive and convenient to residents and visitors. Measures include changes to parking around bus stops to improve bus operation and efficiency (Route 271 improvements), widening narrow traffic lanes to improve traffic flows, particularly at junctions, installing signalised crossings to reduce delays to buses (New North Road), updating signage and road markings, undertaking maintenance and resurfacing of bus stops and bus lanes, extending bus lanes (Rosebery Avenue) and changing bus lane operating times where appropriate.

The Bus Priority Programme will improve journey times and mitigate the impacts of construction works and illegal loading or parking in bus lanes, both of which increase the risk to reliable bus journey times. Details of the Bus Priority Programme are set out in Appendix 3 of the Executive report.

The implementation of the LIP Delivery programme (including PFS programme), Cycle Improvement and Bus Priority programmes 2022/23 - 2024/25 will contribute to the delivery of a more equal Islington by: making it easier and safer for people to travel on foot, using a wheelchair or other mobility aid, by cycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community. The programmes also support the council's objectives of achieving net zero carbon emissions in Islington by 2030.

## 2. Islington Residents Profile

The LIP Delivery, Cycle Improvement and Bus priority programmes 2022/23 – 2024/25 are borough-wide and will impact multiple wards across Islington.

	London	Islington
	Total: 8,173,941	Total: 206,125
Gender: Female	51%	51%
Gender: Male	49%	49%
Age: Under 16	20%	16%
Age: 16-24	12%	14%
Age: 25-44	36%	42%
Age: 45-64	21%	19%
Age: 65+	11%	9%
Disabled	14%	16%
Ethnic group: BME	40%	32%
Ethnic group: White	60%	68%
Religion or belief: Christian	48.5%	40%
Religion or belief: Muslim	12%	9%
Religion or belief: Other	10%	4%
Religion or belief: No religion	51%	51%
Religion not stated	49%	49%

Table 1 - demographics of London and Islington

Source: 2011 Census data available at: <https://www.nomisweb.co.uk/>

## Profile analysis

16% of people living in Islington identify themselves as having a disability compared to the London average of 14%.

Islington has a lower proportion of Black, Asian and minority ethnic people (32%) than the London average (40%).

Socio-economic data indicates that the Islington deprivation index varies considerably between and within each ward. Some areas are within the top 15% most deprived areas in the country, whilst others feature in the top 50% least deprived areas of England.

13% of residents in Islington are listed as claiming out of work benefits, compared to 12.2% in London. The Islington average for the Index of Multiple Deprivation is 36 (the higher, the greater the deprivation). For reference, London's average IMD score is 24.

Analysis of the London Travel Demand Survey (LTDS)<sup>1</sup> during the period 2016-19 shows the breakdown of all trips by mode shown in Table 2:

<b>Mode</b>	<b>All users in London</b>	<b>People with disabilities in Islington</b>
Walk	42.0%	41.2%
Pedal cycle	4.9%	1.2%
Car driver	7.4%	8.9%
Car passenger	6.2%	16.7%
Motorcycle	0.1%	0.0%
Van	0.3%	0.2%
Bus (public)	14.3%	14.4%
Underground	15.0%	11.4%
National Rail train	4.9%	1.7%
Taxi - London black cab	0.8%	1.7%
Taxi - other/minicab	1.6%	1.5%
London Overground	2.2%	1.1%

Table 2 - Percentages of different trips by mode by different users

The LTDS analyses a sample of over 18 million trips every year, and as such, it provides a comprehensive picture of travel patterns. It is worth noting that when focusing on trips undertaken by Islington residents with disabilities, the size of the sample is only a small proportion of the overall sample. However, this is considered the best data source available, which links travel patterns such as journey lengths and trip purpose to demographic characteristics.

<sup>1</sup> London Travel Demand Survey: <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/consultations-and-surveys#on-this-page-1>

Whilst private cars, taxis, and private hire vehicles can be an important means of transport for disabled people, the main means of transport used by disabled Londoners at least once a week are walking (81%), bus (58%), car as passenger (42%) and car as driver (24%).<sup>2</sup>

## 3. Equality impacts

### Overview

The council has a responsibility to its residents to ensure that the Equality Act (2010) is upheld in all its work and projects.

This assessment considers both positive and negative impacts of the proposals in the LIP Delivery Programme 2022/23- 2024/25, the Cycle Improvement Programme 2022/23 - 2024/25 and the Bus Priority Programme 2022/23 - 2024/25. In some instances, a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within such a group. For example, while some disabled people may predominantly travel by private car for mobility there are also many disabled people who use other modes, and therefore for most groups the impacts will be a mix of positive and negative depending on the particular mode of travel generally used. This split between different modes of travel is shown in 'Islington Residents Profile' under the heading of 'Profile analysis'. It shows, for example, that the proportion of trips walked by people with disabilities in Islington is roughly the same as the proportion of trips walked by Londoners as a whole (41.2% compared to 42%, respectively). The proportion of trips taken by car, as a driver or passenger, is 25.6% for people with disabilities in Islington and 13.6% for Londoners as a whole.

### This RIA

This RIA identifies general positive and negative impacts for groups with protected characteristics and details the specific positive and negative impacts of the LIP Delivery, Cycle Improvement and Bus Priority programmes 2022/23 - 2024/25. These programmes would deliver positive impacts overall in terms of promoting sustainable, active forms of transport, which will contribute to reducing health problems resulting from a lack of physical activity, air pollution and road danger. Improving the accessibility and inclusivity of sustainable modes of transport, and maintaining other modes where necessary for accessibility, are a key part of delivering these programmes. The main beneficiaries of the LIP Delivery, Cycle Improvement and Bus Priority Programmes will be pedestrians, cyclists, public transport users and residents living near congested, busy roads.

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<sup>2</sup> Travel in London: [Understanding our diverse communities 2019, \(TfL, 2019\)](#)

The RIA of the 2021 Executive Report - People Friendly Streets programme details the positive and negative impacts of the Low Traffic Neighbourhoods (LTN), Liveable Neighbourhoods, School Streets and Cycleway schemes that are included in the LIP Delivery programme 2022/23 - 2024/25 and the Cycle Improvement Programme 2022/23 - 2024/25. The impacts of the PFS programme schemes are summarised in this RIA and full details are included in Appendix 1 of this RIA report. Monitoring of the PFS and Cycleway impacts and any mitigating actions will be carried out by the Transport Projects and People Friendly Streets Team. Any 'other' impacts not relating to the PFS programme will be monitored as part of this RIA.

Islington has one of the lowest proportions of car ownership per household in the country, with 71% of households having no access to a car.<sup>3</sup> TfL analysis has found that two thirds of car journeys in London can be walked or cycled<sup>4</sup> and this proportion is likely to be even greater in an inner London borough like Islington. The implication of these figures is that there is great potential for a large number of trips in Islington to be made by modes other than private car, and that many existing car journeys could be shifted to active travel modes, with public health and air quality benefits for all Islington residents.

Traffic on London's local ('C' or unclassified) streets increased by 72% between 2009 and 2019, whereas traffic on A and B roads has seen a slight fall over the same timeframe. A and B roads were designed with signalised and multi-lane junctions, wider pavements, formal pedestrian crossings and bus lanes, all of which mean they are able to more safely manage higher volumes of motor traffic than local streets.

There is also a disparity in the road danger present on minor and main roads. In the UK, the most common non-natural cause of death amongst children aged 5 – 14 is being hit by a vehicle<sup>5</sup> with a mile driven on a minor road, compared to a mile driven on a main road, twice as likely to kill or seriously injure a child pedestrian, and three times more likely to kill a child cyclist.<sup>6</sup> However, LTNs installed in London in 2020 have been shown to reduce the number of injuries from road traffic collisions by half, relative to the rest of London, with no evidence of increased injury numbers or risk on LTN boundary roads.<sup>7</sup> The people-friendly streets programme schemes (LTNs, liveable neighbourhoods and school streets) has therefore improved the safety of local roads without putting excessive burden on boundary roads. Other LIP programme schemes including Borough Wide Road Safety Programme and Safer Routes to Estates programme and cycle training will also contribute towards improved roads safety outcomes for Islington residents.

As the Islington Transport Strategy notes, "Children from black and minority ethnic backgrounds are one and a half times more likely to be killed or seriously injured in a road

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<sup>3</sup> LBI: [Streetspace funding guidance - Appendix 7 2021](#)

<sup>4</sup> GLA: [Health Impact of Cars in London 2015](#)

<sup>5</sup> [http://www.sd-commission.org.uk/data/files/publications/fairness\\_car\\_dependant.pdf](http://www.sd-commission.org.uk/data/files/publications/fairness_car_dependant.pdf)

<sup>6</sup> <https://www.icevirtuallibrary.com/doi/pdf/10.1680/jmuen.16.00068>

<sup>7</sup> <https://findingspress.org/article/25633-impacts-of-2020-low-traffic-neighbourhoods-in-london-on-road-traffic-injuries>

collision than children from other backgrounds”, so reducing road danger through implementing LTNs seeks to address this inequality directly.

Given the reasons above, more space needs to be allocated to active travel modes. These modes make a significant contribution to reducing road traffic congestion and improving health. They are also an affordable way of getting around.

## Delivery of LIP Delivery, Cycle Improvement and Bus Priority schemes 2022/23 – 2024/25

It is understood that the delivery of certain measures may result in temporary disruption during construction, for example junction improvement works or roadworks, which could have particularly adverse impacts for certain equalities groups. Individual schemes will all be subject to their own RIA to ensure that the intended outcomes and temporary impacts of implementation are identified for equalities groups and, where possible, avoided or mitigated.

### a. Generally positive impacts

Successful implementation of the LIP Delivery Plan 2022/23 – 2024/25 that includes proposals from the People Friendly Streets programme (LTNs, Liveable Neighbourhoods, School Streets and Cycleways) should support the continued delivery of streets that welcome people from all walks of life and represent a fairer balance of different modes of travel.

The outputs of the PFS programme schemes included in the LIP Delivery and Cycle Improvement programmes are aimed at improving accessibility (balancing this with road danger reduction), which should provide benefits to some residents with protected characteristics. The programme overall should also reduce the negative impacts of traffic, improve air quality, reduce noise pollution, reduce injuries from road traffic collisions and reduce community severance. The LTNs and School Streets have the potential to make journeys more pleasant and easier, with benefits on mental and physical health.

The PFS schemes included in the LIP Delivery Plan 2022/23 – 2024/25 along with the other environmental improvement and traffic management schemes (St John Street, Chapel Market and Clerkenwell Green) aim to improve local areas in alignment with TfL’s Healthy Streets indicators and the council’s Transport Strategy. The list below shows how the programme meets each of the Healthy Streets indicators, with reference to the Islington Transport Strategy where relevant:

- Pedestrians from all walks of life: All people walking, using wheelchairs or other mobility aids will benefit from a reduction in road danger as a result of the lower



volume of vehicles traveling through the People Friendly Streets programme's LTNs. Pedestrian priority measures included in the St John Street, Chapel Market and Clerkenwell Green public realm improvement schemes will also reduce road danger and increase the attractiveness of these spaces to walk cycle and use public transport.

- **Easy to cross:** There will be considerably less traffic on many roads where the People Friendly Streets programme is implemented. This will mean that there are more opportunities to cross informally and formal crossings will be safer for people who are walking or using pavements.
- **Not too noisy:** The reduction in traffic volumes will also lead to a reduction in noise pollution.
- **People choose to walk and cycle (and the council's Transport Strategy 'Healthy' objective):** It is anticipated that as a result of the reduction in vehicle traffic on the roads of Islington people with protected characteristics will be empowered to cycle, as a significant obstacle to cycling for many people is fear of traffic. Moreover, the expected increase in walking and cycling will heighten natural surveillance, and thus improve the sense of safety for those passing through the area.
- **Clean air (and the council's Transport Strategy 'Cleaner and Greener' objective):** Cars and other motor vehicles are a major source of air pollution. The reduction of traffic delivered through the People Friendly Streets programme roads is anticipated to improve the air quality in local areas, which includes public spaces with seating and nearby residential streets. It also contributes towards the council's target to achieve net zero carbon by 2030. Other LIP Delivery programme schemes that aim to reduce air pollution include the Electric Vehicle Charge Point programme, Air Pollution Awareness and other traffic management and environmental projects (St John Street Public Realm).
- **People feel safe (and the council's Transport Strategy 'Safe' and 'Secure' objectives):** Motor vehicles are a source of danger to people walking and cycling on the roads. The reduction in motor vehicles is expected to make people feel safer when walking and cycling thereby empowering people to do so. The council is committed to working with the Mayor of London to achieve "Vision Zero" by 2041, by eliminating all deaths and serious injuries on Islington's streets and reducing the number of minor traffic collisions on our streets. Designs to reduce crime and fear of crime in public spaces and on public transport will be considered as part of the environmental improvement and traffic management schemes such as St John Street Public Realm and the Chapel Market scheme.

The LIP Delivery programme Pedestrian Accessibility Programme scheme will benefit people from all walks of life who are pavement users, for example by removing existing barriers, installing dropped kerbs and improving maintenance of foliage.

People who are Blue Badge holders who live within an LTN and have access to a vehicle registered in that LTN will also benefit from the proposed exemptions at camera-enforced filters in the LTNs where they reside.

Protected cycle lanes will provide considerable benefits to many people with protected characteristics by facilitating and encouraging cycling, most notably for women, older people, younger people, those with various physical and mental disabilities and people from BAME groups. Cycling is associated with associated health benefits, cycling can be cheaper and more convenient than driving and taking public transport, and quicker than walking. Safety issues have been identified as a major barrier to cycling in London so improving cycling facilities, particularly segregated cycle lanes that reduce the likelihood of interactions with motorists, could help provide particular encouragement to cyclists from typically under-represented user groups.

The LIP Delivery programme 2022/23 - 2024/25 includes three 'Liveable Neighbourhoods' in the Caledonian ward (Cally) and at Highbury New Park and Mildmay East which will include wider public realm improvements, implemented alongside traffic measures, in line with the Healthy Streets indicators and objectives of the Islington Transport Strategy. These may also include Play Streets (community-led short closures of streets to enable outside play for children), parklets (miniature green spaces), use of sustainable urban drainage systems (SUDS), improvements to footways, additional pedestrian crossings, freight and home delivery consolidation centres, better signage and wayfinding, and additional cycle parking (including secure bike hangars). These additional public realm benefits will benefit all users of the public realm, and achieve greater comfort and sustainability for all users, with positive impacts on children, older residents and disabled people

Half of all walking trips in London are to and from public transport stations and stops. Improvements that make it easier for anyone to use buses are likely to result in increased physical activity and improved health. Changes such as minor changes to kerbside restrictions to improve reliability on route 271 (on New North Road) that result in quicker and more reliable bus journeys will benefit all the protected characteristics groups.

Under the heading of 'Specific positive impacts' more details are given on how these could materialise for people with protected characteristics.

## b. Specific positive impacts

### Protected Characteristic: Age

An increase in walking and cycling benefits children in terms of reducing childhood obesity. The LIP Delivery programme will deliver traffic reduction (Liveable Neighbourhoods, LTNs and School Streets), road safety improvement (Borough Wide Road SAfety Programme), cycle and pedestrian priority and behaviour change (cycle training) schemes that make it safer, easier, healthier and more attractive for children, as well as adults to walk and cycle in Islington.

Islington's Fair Futures Commission found that some of the barriers to children and young people travelling independently revolved around concerns for personal safety, due to the threats from road danger. Reduced road danger and protected cycleways should facilitate

independent travel for children and young people, which is crucial to healthy child development.

Older people, who have higher instances of disabling conditions such as mobility impairment, deafness or blindness will benefit from reduced traffic and road danger because of the lower volumes of cars traveling through the LTNs and School Streets. Older people are also more likely to live with dementia and will benefit from reduced noise pollution.

The pedestrian accessibility programme will further improve conditions for older and younger people walking (or using mobility aids, including wheelchairs) on pavements, by removing existing barriers, reducing clutter and improving maintenance. These accessibility improvements will improve access to bus services.

The Liveable Neighbourhoods, LTNs and cycle improvement schemes, will create improved conditions for cycling, particularly benefitting those older or younger residents with less balance who may want to choose adapted cycles away from traffic. Well-designed Cycleways also provide protected conditions for people using adapted cycles.

Air pollution from cars has a significant impact on younger people who are closer to the car exhaust level and who have lungs that are still developing. A growing body of research demonstrates that this impact can result in significant health complications later in life impacting on their life expectancy and quality of life. Older adults are also known to be particularly sensitive to air pollution. The Liveable Neighbourhood, LTN, Electric Vehicle Charge Point programme and air pollution monitoring schemes in the LIP delivery programme will contribute towards reducing and understanding carbon and air pollution in Islington. Greater uptake of walking, cycling and public transport use will reduce emissions from car use and benefit all people with protected characteristics.

The LTN Boundary Road Junction scheme will benefit older and younger people by providing safer crossings because they can take longer to cross the road than the average-aged person.

People walking (including children) will be safer on School Streets because they will have less interaction with vehicles during pick-up/drop off times. This particularly applies to younger children in the community and older residents who are less able to walk. There will also be more opportunities to cross informally, and formal crossings will be safer for people walking.

Alternative School Street measures, including green screens and green walls, will reduce noise pollution, improving learning environment for children.

Children who have disabilities or mobility impairments may benefit from the People Friendly Streets Blue Badge exemption policy, if their carers live with them inside an LTN, as detailed in the RIA of the 2021 Executive Paper – People Friendly Streets Programme (Appendix 1). It is also likely that older people with limited mobility who travel by private car are likely to have Blue Badges, and could benefit from the same policy. The positive impacts of LTNs on

local traffic levels, as evidenced by interim monitoring reports, means less congestion for exempt vehicles.

## Protected Characteristic: Disability

Compared to the London average, there is a higher proportion of people in Islington who identify themselves as being disabled (16%, compared to the London average of 14%).

LTNs, School Streets, the pedestrian accessibility programme and other environmental improvement or traffic management schemes on the LIP Delivery programme (St John Street, Chapel Market, Clerkenwell Green) can enable easier or more pleasant journeys for disabled people; an increase in independence, a decrease in traffic danger and benefits to physical and mental health.

Pedestrian enhancements could be of particular benefit to people with a disability in terms of navigating the urban environment, including but not limited to those using walking aids, a wheelchair or a mobility scooter. This includes the improvements made through the pedestrian accessibility programme scheme, which will remove existing barriers, reduce clutter and improve maintenance.

In residential areas, those with cognitive disabilities could benefit from reduced levels of noise pollution, supported by the neighbourhood walking and cycling improvements and the removal of through-traffic. Moreover, some disabled people may feel more comfortable accessing the businesses in LTNs, due to the reduction in traffic as a result of the PFS measures.

Designing out crime where there is the potential or fear of crime on the street network and on and around public transport services will benefit those with protected characteristics who could be the target of hate crime, including people with physical or mental disabilities.

Accessibility improvements to the public realm will be targeted specifically at improving the equality of disabled residents and visitors to travel spontaneously and independently throughout all parts of the borough.

Research has shown that one of the main reasons that disabled people do not cycle more is due to inaccessible infrastructure, even though 75% of disabled cyclists report that they find cycling easier than walking.<sup>8</sup> The proposals in LTNs will greatly improve conditions for disabled cyclists by reducing road danger without the need for further traffic calming measures. Well-designed Cycleways with protected facilities and smooth surfaces provide safe and convenient means of travel for people using adapted cycles.

In this way, providing better conditions for cycling can empower more disabled people to cycle, particularly those with less balance who may want to choose adapted cycles away from traffic. All traffic filters in the LTNs have been designed in a way that is inclusive and

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<sup>8</sup>Wheels for Wellbeing: [Assessing the needs and experiences of disabled cyclists 2018](#)

accessible to larger cycles such as tricycles and cargo cycles in line with the London Cycling Design Standards. Cycleways with protected lanes are designed to accommodate adapted cycles.

When Cycleways are implemented, there is usually an opportunity to improve crossing facilities or widen footways, which provides benefits for disabled people.

Accessibility improvements to wider and bus-related public realm will help bus users, particularly people with disabilities such as limited mobility and blindness to access bus services.

People with disabilities are more likely to rely on cars or taxis to get around. Traffic reduction measures will take into account these needs and will accommodate them. People who are Blue Badge holders who live within an LTN and have access to a vehicle registered in that LTN will also benefit from the proposed exemptions at camera-enforced filters in the LTNs where they reside. The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.

This in combination with other traffic reduction and active travel promoting measures will result in clearer roads for those that need to use cars and private motor vehicles.

Reducing car use and enabling the transition to electric vehicles resulting in cleaner air benefits people with certain disabilities who are more vulnerable to the health impacts of pollution.

## Protected Characteristic: Gender reassignment

Designing out crime where there is the potential or fear of it occurring on the street network and on and around public transport services will benefit pedestrians and cyclists, particularly those with protected characteristics who could be the target of hate crime, including people who are trans-gender.

## Protected Characteristic: Marriage and civil partnership

No specific impacts identified.

## Protected Characteristic: Pregnancy and maternity

Reduced volumes of traffic and speeds in low traffic neighbourhoods and Liveable Neighbourhoods and the implementation of borough wide road safety programme and Safer

Routes to Estates scheme measures, plus environmental improvement schemes (St John Street and Chapel Market) that promote greater pedestrian priority, accessibility and safety will create a less stressful environment, supporting a healthy pregnancy.

Parents and carers with prams will benefit from a better walking environment and reduced traffic flows when crossing roads, especially in the vicinity of schools. This includes the improvements made through the people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.

Parents or carers who use cycles or cargo cycles for family mobility will benefit from protected Cycleways and from traffic filtering and reduced volumes of traffic. Road closures will be designed in a way that is permeable and accessible to larger cycles. It is anticipated that increased safety for people who are cycling will help to empower more parents and carers to use cargo cycles for family mobility.

When Cycleways are implemented, there is usually an opportunity to improve crossing facilities or widen footways, which benefits parents or carers with prams, and pregnant women.

Traffic filters in LTNs will create informal play space for children specifically around closure locations, where there will be very low traffic following implementation.

Accessibility improvements to the public realm will help expecting mothers and parents using buggies / pushchairs / prams to access bus services.

Pregnant women and unborn children in particular may be adversely impacted by air pollution. LTNs and School Streets are expected to reduce traffic volumes and congestion on Islington roads, which is expected to contribute to improved air quality on these streets.

Parents and carers will be safer on School Streets because they will have less contact with vehicles during pick-up/drop off times. There will also be more opportunities to cross informally, and formal crossings will be safer for people walking.

The Schools Street programme will create opportunity for safe social distancing which can have positive impacts on parents or carers with prams requiring more pavement space.

## Protected Characteristic: Race

Developing research has concluded that Black, Asian and Ethnic Minority people are twice more likely to die of coronavirus in the UK than white people making them specifically more vulnerable since the pandemic. As prescribed by Central Government guidance, creating safe cycle routes provides an alternative means of travel to public transport as the country emerges from the health emergency. The reduction of traffic volumes and road danger in each LTN should make cycling a more accessible transport mode among BAME people who are underrepresented among people who cycle for transport and for exercise.

Designing out crime where there is the potential or fear of it occurring on the street network will benefit those with protected characteristics who could be the target of hate crime, including people from different ethnic backgrounds.

### Protected Characteristic: Religion or belief

Designing out crime where there is the potential or fear of it occurring on the street network will benefit those with protected characteristics who could be the target of hate crime, including people from with a specific religion or belief.

### Protected Characteristic: Sex

Women, who are more likely than men to be moving through public space with pushchairs and prams, and expectant mothers and mothers with young children, may also particularly benefit from improved walking and cycling conditions and reduced traffic levels. This includes the improvements made through the Liveable Neighbourhoods and other public realm improvement schemes (St John Street), pedestrian accessibility programme and Safer Routes to Estates schemes, which will remove existing barriers, reduce clutter and improve maintenance.

Designing out crime where there is the potential or fear of it occurring on the street network will benefit those with protected characteristics that can be the target of hate crime and sexual assault, including women who are more likely to be the target of sexual assault.

In London, women are less represented than men in cycling, and lack of safe cycle infrastructure disproportionately impacts women, attributable in part to a more risk averse attitude to mixing with traffic. Research has shown that women particularly value protected cycle facilities and direct routes such as Cycleways. Reduced traffic and new cycle infrastructure will benefit and empower more women to cycle.

### Protected Characteristic: Sexual orientation

Designing out crime where there is the potential or fear of it occurring on the street network will benefit those with protected characteristics that can be the target of hate crime including lesbian, gay and bi-sexual people.

**Socio-economic status: To be treated as a Protected Characteristic under section 1 of The Equality Act 2010**

Busier roads can, in some areas, dominate more deprived communities. Walking and cycling improvements will benefit those living near busy roads and collision hot-spots when they are moving around their local area. Islington is an extremely diverse borough and the index of deprivation across the borough shows that deprivation does not strictly follow main roads. One of the key findings of a 2021 paper on the interaction of socio-economic status and LTNs is that "Across London as a whole, people in the most deprived quarter of OAs [output areas are administrative areas containing around 300 residents] were 2.7 times more likely to live in a new LTN, compared to Londoners in the least deprived quarter."<sup>9</sup>

In London, car ownership generally correlates to household income in London. Therefore, less affluent households are less likely to own a car and more likely to rely on walking, cycling and public transport. The low traffic neighbourhoods, environmental improvement and other traffic reduction schemes and Cycleway proposals in the LIP Delivery and Cycle Improvement programmes aim to benefit people who do not own cars by making it easier for them to travel by other modes.

Purchasing a bike, the ongoing maintenance costs and the lack of space to safely store of a bike can all be barriers to cycling. Cycle hire schemes provide access to cycling at a fraction of the cost of using the public transport network or owning car. The provision of secure cycle parking also helps to overcome a lack of storage space. Free training is available to students and adults to ensure residents can gain the skill necessary to ride and maintain their bicycle. The council's bike hangar programme provides storage for those that do not have any onsite storage at their homes. The council's 'Try before you Bike' scheme helps to improve the affordability of cycling.

Finally, the greater connectivity via new cycling and walking routes should support social distancing whilst providing better healthy access to employment.

### c. Potentially general negative impacts

The LIP, Cycle improvement and Bus Priority programmes will have many positive benefits for residents and businesses, and specifically for those with protected characteristics as discussed above.

It is also the purpose of this RIA to examine any negative impacts on residents, particularly those with protected characteristics, to ensure that a robust mitigation plan is in place, and so that these negative impacts can be taken into account in decision-making on the implementation of the scheme.

A separate RIA has been undertaken of the 2021 Executive Report - People Friendly Street (PFS) Programme schemes including Low Traffic Neighbourhood, Liveable Neighbourhood, Schools Streets and Cycleways schemes (that are included in the LIP Delivery and Cycle Improvement programmes). The negative impacts of the PFS schemes and subsequent

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<sup>9</sup> Equity in new active travel infrastructure: a spatial analysis of London's new Low Traffic Neighbourhoods (2021) <https://osf.io/preprints/socarxiv/q87fu/>



actions are summarised below with full details contained in Appendix 1 of This RIA. The Actions will be regularly monitored through that RIA by the Transport Projects and People Friendly Streets Team.

The 'other' negative impacts relating to the LIP Delivery, Cycle Improvement and Bus priority programmes 2022/23 - 2024/25 are detailed underneath the negative impacts of the People Friendly Streets schemes below.

## Potentially negative impacts of the People Friendly Streets Programme schemes (LTN, Liveable Neighbourhoods, School Streets and Cycleways)

Research and engagement have highlighted that for some resident journey times have increased, and/or journeys are more difficult, with negative impacts on mental and physical health.

### C1: Impact on those who travel by private car

The purpose of the LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life. However, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel.

Following the implementation of the schemes, vehicles travelling to streets in and around each LTN will still be able to access all properties that can currently be accessed. None of the measures being introduced will stop people (including residents, businesses, visitors or delivery drivers) from driving to and from each area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets.

These changes may therefore result in some increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

Research undertaken indicates that longer routes are more likely to inconvenience some older or disabled residents, and the specific impacts on those groups is set out below. These should be considered on balance with the positive impacts the scheme will result in for those groups and the wider population, as is outlined above.

The new People Friendly Streets exemption policy at camera-enforced filters for Blue Badge holders within their home LTN for a single vehicle partly mitigates this identified impact on shorter journeys for some disabled people. However, the exemption does not address the needs of those who rely on taxis or other private hire vehicles, or if they are driven by carers who are not eligible for the exemption, or if disabled people travel to other low traffic neighbourhoods in which they do not live.

## C2: The impact on residents who may reside on the main roads surrounding the LTNs and Liveable Neighbourhoods areas

By design, the LTN and Liveable Neighbourhood schemes in the PFS programme between main roads, which will encourage non-local journeys to take place on the main road network surrounding each LTN area. Currently, one third of car journeys in London are under 2km, a distance that could easily be walked or cycled by many.<sup>10</sup> This switch between different modes of travel could become a reality when walking and cycling conditions are much improved by the People Friendly Streets programme measures.

Despite the opportunities of modal shift, there is a risk that the measures could nevertheless displace traffic onto main roads, which could increase congestion, which would affect bus journey times as well as affecting air quality and community severance.

These impacts would affect residents living on the main road network or near junctions. Increased bus journey times would have a greater impact on certain groups with protected characteristics who are more likely to use bus services, and on those who would have the most difficulty dealing with the impacts of a reduced service.

A monitoring strategy has been put in place to understand whether displacement takes place onto Islington's main roads. Thus far, monitoring in St Peter's, Canonbury East, Clerkenwell Green and Amwell<sup>11</sup> have shown an overall negligible change of traffic volumes on main roads. Similarly, other boroughs' monitoring data (such as Hackney or Lambeth) have shown that traffic on main roads has not substantially increased following LTN implementation. The council continues monitoring traffic and will publish findings.

For future schemes, it is anticipated that immediately following the scheme there will be some displacement while people get used to new road layouts and identify alternative routes. If displacement has arisen as an issue in the medium term, then this will trigger some of the reactive mitigation measures outlined in section 5.

## C3: The impact on children, parents or carers who drive and public transport users in relation to School Streets or Cycleways on main roads

Several measures relating to School Streets and Cycleways can have negative impacts on children, parents or carers who drive.

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<sup>10</sup> [https://www.london.gov.uk/sites/default/files/health\\_impact\\_of\\_cars\\_in\\_london-sept\\_2015\\_final.pdf](https://www.london.gov.uk/sites/default/files/health_impact_of_cars_in_london-sept_2015_final.pdf)

<sup>11</sup> Monitoring reports can be found on each scheme's page at <https://www.islington.gov.uk/roads/people-friendly-streets>

The potential removal of parking bays outside School Streets or on Cycleways located on main roads could negatively impact disabled drivers/pregnant women who need to access the street.

Another impact is that School Streets and Cycleways reduce road space for vehicular movement – with the potential to increase congestion and travel times. This could also affect public transport service, which may have a greater impact on certain groups with protected characteristics. Increases in congestion, community severance and worse air quality would impact residents living on the main road network.

## Other potentially negative impacts of the LIP Delivery, Cycle Improvement and Bus Priority programmes 2022/23 to 2024/25

**Pedestrians:** In certain individual environmental improvement and traffic management schemes, the changes may result in longer pedestrian waiting times at crossing points. It is acknowledged that the following identified groups could be disproportionately disadvantaged by longer pedestrian waiting times at crossings: older people with a disability, and pregnant women or parents with young children.

**Cycling:** An increase in cycling will lead to an increase in the risk of conflict, in particular with pedestrians. This may have a negative impact on all pedestrians, but in particular children and older people, disabled people, pregnant women and parents with young children. It is important that cycle facilities are designed to be safe for both pedestrians and cyclists, and that training for children, teenagers, women and older people is provided. Furthermore, the LIP Delivery programme includes cycle training aimed at children, teenagers, women and older people, as well as road safety education at schools to help mitigate the risk of conflict between pedestrians and cyclists.

Cycle mode share increases in households with higher incomes, with the highest mode share for cycling of 4% in households earning £100,000 or more. Cycling potential is highest amongst women, BAME and older and younger people. The current profile of cyclists does not reflect the borough demographic split. Investment in cycling that only seeks to meet the needs of current cyclists will not contribute to the council's aspiration for an affordable, accessible and enjoyable network for all. Cycle training schemes will target groups that are under-represented in cycling figures, while schemes that improve safety will make cycling more inclusive for groups with protected characteristics.

In certain individual traffic management schemes, changes may result in longer wait / journey times for cyclists on some routes. It is acknowledged that these measures could disproportionately inconvenience people with protected characteristics for whom cycling may generally be more challenging, namely: older people, people with a disability, pregnant women or parents with young children. However, longer journey or wait times will generally be considered to be outweighed by the benefits of improvements to the safety and convenience of cycle journeys.

Bus users: There are some instances where bus services have been or may be reduced as part of wider strategic changes, which would negatively impact all those relying on those services. If this were to happen, it would have a greater impact on certain groups with protected characteristics who are more likely to use bus services, and on those who would have the most difficulty dealing with the impacts of a reduced service; for example, making additional changes.

There may be some specific schemes that prioritise pedestrians and cyclists over buses, which may have a negative impact such as reducing speeds and affecting bus reliability. However, generally the 2002/23 to 2024/25 Islington Bus Priority Programme schemes seek to improve the quality and reliability of bus services.

Car users: People Friendly Street programme measures that discourage car ownership and use have the potential to negatively affect all motorists and thus all people with protected characteristics. The impacts on car users with protected characteristics from the introduction of LTNs, Liveable Neighbourhoods, School Streets and Cycleways are detailed above (identified as C1, C2 and C3) and in the RIA of the 2021 Executive Report - People Friendly Streets programme (Appendix 1 of this RIA report).

Other traffic management schemes in the LIP Delivery Plan programme 2022/23 - 2024/25, such as specific junction improvement and highways transformation projects, will also impact motorists generally. By seeking to make walking in Islington easier, the successful implementation of the LIP Delivery, Cycle Improvement and Bus Priority programmes should also make this cheaper alternative to driving a more appealing option. It also seeks to make public transport and cycling more accessible and affordable, making them viable alternatives to the car for those with mobility impairments or financial restrictions.

The measures in the LIP to encourage people to replace their vehicles with an electric vehicle may negatively impact people on lower incomes. People on higher incomes may be able to buy an electric vehicle more easily.

Where necessary the council will conduct RIAs for each initiative within the council's control to assess potential negative impacts of the specific scheme and, where possible, seek to mitigate or avoid them.

#### d. Specific negative impacts

Some specific impacts have been identified for protected characteristic groups (corresponding to the above general impacts).

#### Protected Characteristic: Age

C1: Although it will be possible to access all addresses once each scheme has been implemented, older people may travel by private cars, private vehicles for hire, or taxis more

for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs.

Children and older people who do not drive could be impacted by the exemption policy if local traffic levels rise. This could make streets unsafe and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the low traffic neighbourhoods.

Other specific negative impacts of the LIP Delivery Plan, Cycle improvement and Bus priority programmes include:

**Pedestrians:** The impacts of other improvement schemes in the LIP Delivery, Cycle improvement and Bus priority programmes could include changes that may result in longer pedestrian waiting times at crossings or junctions affecting older people or schoolchildren. However, this will generally be considered to be outweighed by the safety and accessibility improvements that will result for these (and other) groups from the delivery of these schemes.

**Cyclists:** Older and young people, disabled people and pregnant women or parents / carers with young children could be disproportionately disadvantaged by the increase in cycling if the risk of conflict between pedestrians and cyclists is not addressed through safety assessments, good design and behaviour change training (cycle training). The LIP Delivery and Cycle Improvement programmes includes cycle training aimed at children, teenagers and older people. In addition, the LIP Delivery programme includes road safety education at schools.

**Cyclists:** Improved crossing systems that are part of new traffic management and junction improvement schemes may result in longer wait / journey times for cyclists on some routes. These measures could disproportionately inconvenience people with protected characteristics for whom cycling may generally be more challenging, namely: older people. However, longer journey or wait times will generally be considered to be outweighed by the benefits of improvements to the safety and convenience of cycle journeys.

## Protected Characteristic: Disability

C1: Although it will be possible to access all addresses once each LTN scheme has been implemented, disabled residents or visitors who travel in private cars, private hire vehicles (PHVs), or taxis may have to use new routes for their local trips and so may be inconvenienced by longer journeys (which may also involve higher costs).

However, it must be noted that private cars are just one means of travel for disabled residents and therefore should be considered on balance with the benefits. Evidence in section 2, 'Islington Residents Profile', under the heading of 'Profile analysis', shows that the proportion of trips taken by car, as a driver or passenger, is 25.6% for people with

disabilities in Islington and 13.6% for Londoners as a whole. The main means of transport, used by 81% of disabled Londoners at least once a week is walking.

The council is committed to engaging with disabled people and has undertaken pre-consultation engagement with disabled people and groups representing them, and listened to feedback submitted via Commonplace, the trial feedback surveys and general correspondence. This engagement forms part of the evidence informing the proposed exemption policy. Once each PFS scheme has been in place for 12 months, a public consultation will be held to help inform the decision-making around the future of the scheme. Additional engagement with people with disabilities is planned during the consultation focus groups for each scheme.

The council is therefore now proposing to exempt Blue Badge holders who live within (or on the boundary of) an LTN from certain local camera-enforced filters. Blue Badge holders will be able to register a single private car from their home LTN for these exemptions, which should improve journey times for local trips. However, this policy does not extend to covering trips across neighbouring LTNs, as the council has chosen to limit the exemption to shorter trips that are more impacted in terms of journey time and length compared to medium and longer trips.

Blue Badge holders who do not live within an LTN will see no change from the current position after the exemption policy is implemented. These Blue Badge holders have been given consideration, but will not be included in the exemptions, as traffic filters do not currently affect journeys from their home to nearby main roads around their local neighbourhood.

Similarly, people with disabilities who rely on taxis and PHVs, carers who are not eligible for the Blue Badge exemption and doctors will not benefit from the new exemption policy. As discussed in the 'Overview' paragraphs at the start of section 3 of this RIA, the council seeks to balance exemptions with the benefits of reducing local traffic for all residents, including those with protected characteristics who have benefitted from the LTNs as they currently exist.

At time of writing, it is not possible to implement an exemption for Blue Badge holders using taxis or PHVs, as enforcement cameras would not know whether a Blue Badge holder (who is resident in an Islington LTN) is travelling in a vehicle. To apply the exemption to these Blue Badge holders the implementable solution would be to exempt all taxis and PHVs that could use Islington's roads, which would have significant impacts in terms of traffic volumes and dilute the benefits of the LTNs. There are 114,900 licenced taxis and PHVs operating in London, as of 2020.<sup>12</sup> This alternative is not considered acceptable. Therefore, for the purposes of the experimental traffic order (ETO) and any future traffic order, which supersedes the ETO, Penalty Charge Notices (PCNs) will apply to non-exempt vehicles going through the filters.

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<sup>12</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/944680/taxi-and-private-hire-vehicle-statistics-2020.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/944680/taxi-and-private-hire-vehicle-statistics-2020.pdf)

If a technological solution can be found which allows specific and timed exemptions for only those taxi/PHV trips taken by Blue Badge holders who are resident in Islington, compatible with our current use of Automatic Number Plate Recognition (ANPR), then the council will consider exemptions for taxis/PHVs for the purpose of carrying a Blue Badge holder. This would be of benefit only to the 3.2% of trips taken by disabled people which are in taxis or PHVs (this is calculated in 'Islington Residents Profile' under the heading of 'Profile analysis').

The London Taxicard Scheme offers subsidised travel in licenced taxis and private hire vehicles to London residents with serious mobility impairments or who are severely sight impaired. This could offset some of the increase in costs resulting from slightly longer routes as a result of the LTN schemes.

C2: An increase in traffic on main roads could lead to bus delays that could disproportionately impact disabled residents who rely on bus journeys for mobility.

Other: Disabled people who do not drive could be impacted by the exemption policy if local traffic rises. This could make streets unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs. Disabled people are five times more likely to be injured as a pedestrian than non-disabled people.<sup>13</sup> Limiting the range of the exemption to Blue Badge holders within their own LTN should help to limit the increase in traffic volumes seen within LTNs, to mitigate this concern.

Disabled people could also be disproportionately impacted by the introduction of new street furniture and infrastructure (such as signage or cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned. The removal of central islands and pedestrian refuges for the implementation of protected cycle lanes can make crossing more difficult and potentially more hazardous. Bus stop bypasses are a particular feature in Cycleways which are likely to become more common and can have a negative impact on disabled bus users.

Other specific negative impacts of the LIP Delivery Plan, Cycle improvement and Bus priority programmes include:

The impacts of other improvement schemes in the LIP Delivery, Cycle improvement and Bus priority programmes could include changes that may result in longer pedestrian waiting times at crossings or junctions affecting older people or schoolchildren. However, this will generally be considered to be outweighed by the safety and accessibility improvements that will result for these (and other) groups from the delivery of these schemes.

Older and young people, disabled people and pregnant women or parents / carers with young children could be disproportionately disadvantaged by the increase in cycling if the risk of conflict between pedestrians and cyclists is not addressed through safety assessments, good design and behaviour change training (cycle training). The LIP Delivery

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<sup>13</sup> <https://roadsafetygb.org.uk/news/disabled-and-low-income-pedestrians-at-higher-risk-of-road-injury/>

programme includes cycle training aimed at children, teenagers and older people. In addition, the LIP Delivery programme includes road safety education at schools.

Improved crossing systems that are part of new traffic management and junction improvement schemes may result in longer wait / journey times for cyclists on some routes. These measures could disproportionately inconvenience people with protected characteristics for whom cycling may generally be more challenging, namely: older people. However, longer journey or wait times will generally be considered to be outweighed by the benefits of improvements to the safety and convenience of cycle journeys.

### Protected Characteristic: Gender re-assignment

No specific impacts identified.

### Protected Characteristic: Marriage and civil partnership

No specific impacts identified.

### Protected Characteristic: Pregnancy and maternity

C1: Although access to all addresses is maintained as part of LTN schemes, pregnant women and those with young children may rely on private cars, private vehicles for hire, or taxis more for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs.

C2: Pregnant women or parents/carers with young children may have reduced mobility, take longer to cross the road, be more vulnerable to traffic collisions and/or be more reliant on car transport, therefore they may be particularly impacted if schemes result in increased traffic and congestion on streets they live on. Pregnant women and unborn children may be particularly impacted by poorer air quality that may result from increased traffic and congestion on their streets.

Other: Pregnant women or parents/carers with young children who do not drive could be impacted by the exemption policy if local traffic rises. This could make streets unsafe and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs.

Pregnant women or parents/carers with young children could also be disproportionately impacted by the introduction of new street furniture and infrastructure (such as signage or Cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned. In particular, protected Cycleways using features such as wands could make it more complicated and difficult to cross the road with a pram except at formal crossing points. The removal of central islands and pedestrian refuges for the implementation of protected Cycleways can make crossing more difficult and potentially more hazardous.

Other specific negative impacts of the LIP Delivery Plan, Cycle improvement and Bus priority programmes include:



The impacts of other improvement schemes in the LIP Delivery, Cycle improvement and Bus priority programmes could include changes that may result in longer pedestrian waiting times at crossings or junctions affecting older people or schoolchildren. However, this will generally be considered to be outweighed by the safety and accessibility improvements that will result for these (and other) groups from the delivery of these schemes.

Older and young people, disabled people and pregnant women or parents / carers with young children could be disproportionately disadvantaged by the increase in cycling if the risk of conflict between pedestrians and cyclists is not addressed through safety assessments, good design and behaviour change training (cycle training). The LIP Delivery programme includes cycle training aimed at children, teenagers and older people. In addition, the LIP delivery programme includes road safety education at schools.

Improved crossing systems that are part of new traffic management and junction improvement schemes may result in longer wait / journey times for cyclists on some routes. These measures could disproportionately inconvenience people with protected characteristics for whom cycling may generally be more challenging, namely: older people. However, longer journey or wait times will generally be considered to be outweighed by the benefits of improvements to the safety and convenience of cycle journeys.

### **Protected Characteristic: Race**

No specific impacts identified.

### **Protected Characteristic: Religion or belief**

No specific impacts identified.

### **Protected Characteristic: Sex**

No specific impacts identified.

### **Protected Characteristic: Sexual orientation**

No specific impacts identified.

### **Socio-economic status: To be treated as a Protected Characteristic under section 1 of The Equality Act 2010**

C2: Lower-income households are less likely to have access to private cars and tend to be more represented amongst bus passengers. This means that any displacement of traffic onto main roads which affects bus journey times could disproportionately impact people on

lower incomes. Should any traffic displacement occur, it could also have a disproportionately negative impact on some of Islington's more deprived communities, with consequences in terms of congestion, severance and air quality. However, as noted in the positive impacts, "people in the most deprived quarter of OAs [output areas are administrative areas containing around 300 residents] were 2.7 times more likely to live in a new LTN, compared to Londoners in the least deprived quarter."<sup>14</sup> This means that any increase of traffic volumes within LTNs as a result of the new exemption policy could disproportionately impact some of Islington's more deprived communities.

Other: Purchasing and maintaining a cycle is significantly less expensive than the comparable costs for motor vehicles, and can be cheaper than public transport fares. Nonetheless, people with less disposable income may be less able to own a cycle than those with more disposable income. This in turn would mean they would not have equal access to the new cycle infrastructure or not benefit so much from the improved cycling environment.

Other specific negative impacts of the LIP Delivery, Cycle improvement and Bus priority programmes include:

The measures in the LIP Delivery programme to encourage people to replace their vehicles with an electric vehicle may negatively impact people on lower incomes. People on higher incomes may be able to buy an electric vehicle more easily. The ITS, through the delivery of the LIP Delivery Plan, Cycle Improvement and Bus Priority programmes will aim to make affordable forms of transport, such as walking, cycling and bus use, viable and affordable alternatives to the car.

## 4. Safeguarding and Human Rights impacts

### a. Safeguarding risks and Human Rights breaches

No safeguarding risks for children or vulnerable adults, or human rights breaches, have been identified as likely resulting from the people-friendly streets programme or other schemes in the LIP Delivery, Cycle Improvement or Bus Priority Programmes.

The council has considered the provisions of the Human Rights Act for potential breaches that may occur as a result of the proposal and considers that three articles are relevant:

- Article 1 of the First Protocol – the protection of property;
- Article 2 of the First Protocol – the right to education; and
- Article 8 – the right to respect private and family life.

In relation to Article 1, for LTNs and Liveable Neighbourhood schemes, some residents may no longer be able to use the most direct access to their homes. However, under the operation of these schemes, alternative access will be in place. Further, the right under

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<sup>14</sup> Equity in new active travel infrastructure: a spatial analysis of London's new Low Traffic Neighbourhoods (2021) <https://osf.io/preprints/socarxiv/q87fu/>

Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report and the Executive Paper. Exemptions are also proposed for some filters for Blue Badge holders. The council considers the proposal to be in the public interest.

In relation to Article 2, access to educational institutions is impacted by School Streets for people who drive private cars to Primary Schools. This is to encourage more people to use active travel, however those depending on private cars for their mobility, for instance disabled people who are Blue Badge holders are exempt from the restrictions. Emergency services are also exempt. Given that children are particularly vulnerable to traffic collisions, air pollution and inactivity, it is considered that restricting traffic actually improves access for children and parents or carers around schools, and that the proposals do not restrict access to educational institutions unacceptably.

In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the implementation of the People Friendly Streets programme schemes or other schemes in the LIP Delivery, Cycle Improvement or Bus Priority Programmes will impede the rights to individuals to respect for private and family life either in public or on private land. Further, the scheme is proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.

If potential safeguarding and human rights risks are identified, then please contact [equalities@islington.gov.uk](mailto:equalities@islington.gov.uk) to discuss further.

## 5. Actions

The actions that will address the negative impact relating to the People Friendly Streets programme schemes (LTNs, Liveable Neighbourhood, Schools Streets and Cycleways) are detailed below and in Appendix 1 of this RIA report. They will be monitored by the Transport Projects and People Friendly Streets Team.

<b>Actions for the potentially negative impacts set out in the People Friendly Streets Programme</b>			
Negative Impact	Action	Responsible person or team	Deadline
<p>C1: More inconvenient car trips</p> <p>More costly trips if taxis or private hire vehicles are relied on for some people falling into protected characteristics groups such as age, disability and parental status.</p>	<p>The London Taxicard Scheme offers subsidised travel in licenced taxis and private hire vehicles to London residents with serious mobility impairments or who are severely sight impaired. This could offset some of the increase in costs resulting from slightly longer routes as a result of the LTN schemes. The council will work to promote uptake of this scheme amongst potentially affected groups.</p>	<p>Transport Projects and People Friendly Streets Team</p> <p>London Councils</p>	Ongoing
<p>C1: More inconvenient car trips</p> <p>The new exemption policy does not include taxis and private hire vehicles, doctors or carers.</p>	<p>The council will work with other boroughs, TfL and taxi/PHV providers to explore the possibility of a technological and regulatory solution, which would allow specific and time-limited exemptions for taxis/PHVs which are carrying Blue Badge holders who are Islington residents.</p> <p>The exemption policy for Blue Badge holders is complemented by an exceptional circumstance dispensation, which will benefit some people who do not meet the exemption criteria.</p>	<p>Transport Projects and People Friendly Streets Team</p> <p>Transport for London</p> <p>London Councils</p>	Ongoing

**Actions for the potentially negative impacts set out in the People Friendly Streets Programme**

Negative Impact	Action	Responsible person or team	Deadline
<p>C2: Main roads impact</p> <p>Possible increase of bus journey times which would impact on older, disabled or lower income residents disproportionately.</p>	<p>The council has a robust and comprehensive monitoring strategy to gather data on the displacement impacts on main roads. This data will be one of the factors to be considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures.</p> <p>If required and informed by monitoring data, the council will work with TfL to identify bus priority corridors to improve bus journey times. Bus priority schemes will be implemented in consultation with TfL to protect bus journey times if data demonstrates that there are increased delays in bus journeys for a sustained period.</p>	<p>Transport Projects and People Friendly Streets Team</p> <p>Transport for London</p> <p>Traffic and Highways</p>	<p>Various dates for 12 month monitoring data deadlines relevant to each scheme</p> <p>2025 for bus mitigation schemes</p>
<p>C2: Main roads impact</p> <p>Possible increase in air pollution on the main roads which would impact disproportionately on residents living on main roads</p>	<p>The council has a robust and comprehensive monitoring strategy to gather data on the displacement impacts on main roads including air quality data where possible. This data will be one of the factors to be considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures.</p> <p>Air quality schemes are being rolled out in parallel, for instance the installation of Electric Vehicle Charging Points and the Ultra-Low Emission Zone extension from October 2021.</p>	<p>Transport Projects and People Friendly Streets Team</p> <p>Air quality Team</p> <p>Traffic and Highways</p>	<p>Various dates for 12 month monitoring data deadlines relevant to each scheme</p> <p>Air quality schemes roll out is ongoing</p>

**Actions for the potentially negative impacts set out in the People Friendly Streets Programme**

Negative Impact	Action	Responsible person or team	Deadline
<p>C3: Impacts on car users</p> <p>The potential removal of parking bays outside School Streets and along Cycleways located on main roads – could negatively impact disabled drivers/pregnant women who need to access the street.</p> <p>Reduced road space for vehicular movement might impact those who travel by private cars for their mobility such as certain disabled people. Extra congestion can also impact groups who suffer from community severance and congestion.</p>	<p>Ensure that parking provision is retained for Blue Badge holders in the vicinity (70m radius) of all school sites, in accordance with the council’s inclusive design guidance. Ensure sufficient parking remains accessible for Blue Badge holders based on need.</p> <p>Traffic monitoring – The council is continuing to proceed with a monitoring strategy to ensure that the impacts on traffic are considered.</p>	<p>Parking, Traffic and Highways; Transport projects and people-friendly streets</p>	<p>Ongoing</p>

**Actions for the potentially negative impacts set out in the People Friendly Streets Programme**

Negative Impact	Action	Responsible person or team	Deadline
<p>Other:</p> <p>Purchasing and maintaining a cycle is significantly less expensive than the comparable costs for motor vehicles, and can be cheaper than public transport fares. Nonetheless, people with less disposable income may be less able to own a cycle than those with more disposable income. This in turn would mean they would not have equal access to the new cycle infrastructure.</p>	<p>The council has a programme to help with the affordability of maintaining and securely storing cycles. The council's 'Try before you bike' scheme helps people purchase a new cycle with monthly payments (£20 for an adult cycle, £10 for children), with the option of returning the cycle and stopping payments if they choose to.</p>	<p>Housing, Community development</p> <p>Transport Strategy and Active Travel.</p>	<p>Ongoing</p>

**Actions for the potentially negative impacts set out in the People Friendly Streets Programme**

Negative Impact	Action	Responsible person or team	Deadline
<p>Other:</p> <p>People with restricted mobility could be disproportionately disadvantaged by the introduction of new street furniture and infrastructure (such as signage and Cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned.</p> <p>The removal of central islands and pedestrian refuges for the implementation of protected cycle lanes can make crossing more difficult and potentially more hazardous.</p> <p>Bus stop bypasses on Cycleways can have a negative impact on disabled bus users.</p>	<p>The people-friendly pavement initiative will ensure impacts are minimised and accessibility improved in the public realm.</p> <p>Potential conflict to be minimised through the assessment of locations for proposed street furniture/ infrastructure to minimise and or eliminate negative impacts on accessibility.</p> <p>Cycleway design will be reviewed from an accessibility perspective, particularly for bus stop bypasses, island and pedestrian refuge removal. Designs will always consider the needs of parents or carers with prams or wheelchair users when designing Cycleways. Each situation for crossing desire lines and proximity of alternative crossing points will be assessed.</p> <p>Engagement with disabled groups will also identify if there are outstanding issues with accessibility for people with restricted mobility.</p>	<p>Transport Projects and People Friendly Streets Team</p> <p>Traffic and Highways</p>	<p>On going</p>



<b>Actions for the potentially negative impacts set out in the People Friendly Streets Programme</b>			
Negative Impact	Action	Responsible person or team	Deadline
<p>Other: Traffic on local LTN streets rises as a result to the exemption policy.</p> <p>Benefits of the LTN are diluted, with worsening air and noise pollution, traffic danger, which will hinder uptake to active travel and the council's ambitions to achieve net zero carbon by 2030. Exempt vehicles might take people walking by surprise, which could result in collisions.</p> <p>This would impact in particular protected groups such as age, disability and parental status.</p>	<p>Monitoring traffic levels after implementation of the exemption policy to ensure traffic is kept at low levels. If traffic increases significantly, a review of exemptions would take place.</p> <p>Ensure signage is appropriate at camera-enforced filters.</p> <p>There might be no exemptions at traffic filters where there is a road danger such as lack of visibility.</p>	<p>Transport projects and people-friendly streets</p>	<p>Annual monitoring with a review at 12 months post exemption policy implementation</p>

Actions to address the other negative impacts (not identified in the RIA of People Friendly Streets programme table above) of the LIP Delivery, Cycle Improvement and Bus Priority programmes 2022/23 - 2024/25 are detailed in the Action table below.

**Actions for other potentially negative impacts of the LIP Delivery, Cycle Improvement and Bus Priority programmes**

Negative Impact	Action	Responsible person or team	Deadline
<p>Specific Negative impacts – Cyclists: Older and young people, disabled people and pregnant women or parents / carers with young children could be disproportionately disadvantaged by the increase in cycling if the risk of conflict between pedestrians and cyclists is not addressed through safety assessments, good design and behaviour change training (cycle training). The LIP Delivery programme includes cycle training aimed at children, teenagers and older people. In addition, the LIP Delivery programme includes road safety education at schools.</p>	<p>Any projects in the LIP Delivery Plan, Cycle Improvement and Bus Priority programmes will be designed with safety in mind and the necessary road safety processes, including road safety audits where relevant, will be undertaken as part of the design process.</p> <p>This will include consideration for impacts on any groups with protected characteristics set out in this RIA.</p> <p>Where appropriate, the council will conduct RIAs for each initiative within the council’s control to assess potential negative impacts of the specific scheme and, where possible, seek to mitigate or avoid them.</p>	<p>Transport Strategy and Active Travel Team</p> <p>Traffic and Highways</p>	<p>Scheme specific and ongoing.</p>

**Actions for other potentially negative impacts of the LIP Delivery, Cycle Improvement and Bus Priority programmes**

Negative Impact	Action	Responsible person or team	Deadline
<p>In certain individual environmental improvement and traffic management schemes the changes may result in longer pedestrian waiting times at crossings or junctions that could disproportionately disadvantage children and older people, disabled people, and pregnant women or parents with young children.</p>	<p>Specific schemes in the LIP Delivery and Cycle Improvement programmes will aim to improve local areas in alignment with TfL’s Health Streets Indicators to balance the needs of different travel mode users to ensure it is easy to cross at junctions and crossing points.</p> <p>Where appropriate, the council will conduct RIAs for each initiative within the councils control to assess potential negative impacts of the specific scheme and, where possible, seek to mitigate or avoid them.</p>	<p>Transport Strategy and Active Travel</p> <p>Traffic and engineering</p>	<p>Scheme specific.</p>
<p>In certain individual environmental improvement and traffic management schemes, the changes may result in longer cyclist waiting times at crossings or junctions on cycle routes that could disproportionately disadvantage children and older people, disabled people, and pregnant women or parents with young children.</p>	<p>Specific schemes in the LIP Delivery Plan and Cycle Improvement programmes will aim to improve local areas in alignment with TfL’s Healthy Streets Indicators to balance the needs of different travel mode users to ensure it is easy to cross at junctions and crossing points.</p> <p>Where appropriate, the council will conduct RIAs for each initiative within the council’s control to assess potential negative impacts of the specific scheme and, where possible, seek to mitigate or avoid them.</p>	<p>Transport Strategy and Active Travel</p> <p>Transport Projects and People Friendly Streets Team</p> <p>Traffic and Highways</p>	<p>Scheme specific.</p>

<b>Actions for other potentially negative impacts of the LIP Delivery, Cycle Improvement and Bus Priority programmes</b>			
Negative Impact	Action	Responsible person or team	Deadline
The measures in the LIP to encourage people to replace their vehicles with an electric vehicle may negatively impact people on lower incomes. People on higher incomes may be able to buy an electric vehicle more easily.	The delivery of the LIP Delivery, Cycle Improvement and Bus Priority programmes will aim to make affordable forms of transport, such as walking, cycling and bus use, viable and affordable alternatives to the car.	Transport Strategy and Active Travel service and wider Climate Change and Transport Directorate.	Ongoing.

Summary of actions for the other potentially negative impacts of the 2022/23 - 2024/25 LIP Delivery Plan, Cycle Improvement and Bus Priority programmes:

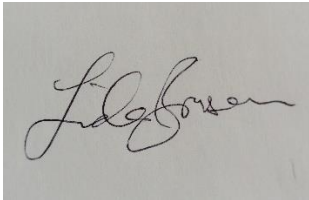
- Addressing conflict between cyclists and pedestrians:** Any projects on the LIP Delivery, Cycle Improvement and Bus Priority programmes will be designed with safety in mind and the necessary road safety processes, including road safety audits where relevant, will be undertaken as part of the design process. This will include consideration for impacts on any groups with protected characteristics set out in this RIA. Where appropriate, the council will conduct RIAs for each project within the council’s control to assess potential negative impacts of the specific scheme and, where possible, seek to mitigate or avoid them.
- Managing wait times for pedestrians and cyclists:** Specific schemes in the LIP Delivery and Cycle Improvement programmes will aim to improve local areas in alignment with TfL’s Healthy Streets Indicators to balance the needs of different travel mode users to ensure it is ‘easy to cross’ at junctions and crossing points. Where appropriate, the council will conduct RIAs for each initiative within the council’s control to assess potential negative impacts of the specific scheme and, where possible, seek to mitigate or avoid them.

- **Socio-economic impact of implementing electric vehicle charge point infrastructure on people with low incomes:** The LIP Delivery, Cycle Improvement and Bus Priority programmes will aim to make affordable forms of transport, such as walking, cycling and bus use, viable and affordable alternatives to the car.

This RIA has been completed in accordance with the councils Equality Impact Assessment guidance and using appropriate evidence.

Staff members completing this form:

Linda Brosnan  
Transport Planner



Signed:

\_\_\_\_\_ Date: 29 November 2021

Head of Service or higher:

Martijn Cooijmans

Signed:

\_\_\_\_\_TBC\_\_\_\_\_ Date: 29 November 2021

Appendix 1:

Resident Impact Assessment 2021 Executive Paper - People Friendly Streets Programme

# **Appendix 1**

## **Resident Impact Assessment 2021 Executive Paper - People Friendly Streets Programme**

# Resident Impact Assessment

## 2021 Executive Paper – People-Friendly Streets Programme

Service Area: Climate Change & Transport

### 1. What are the intended outcomes of this policy?

This report addresses Equality impacts regarding the progress and future direction of the people-friendly streets programme, a key part of the council's long-term plan for transforming the way people travel in Islington, as set out in the Islington Transport Strategy (2020) and Islington's Vision 2030 (Net Zero Carbon) Strategy (2020). The future direction of the programme is detailed in the 2021 people-friendly streets Executive Paper.

The people-friendly streets programme of low traffic neighbourhoods (LTNs), School Streets and cycleways was at the forefront of both responding to the Covid-19 public health emergency and preparing to move into the recovery phase. This has effectively accelerated the implementation of the long-term plan and progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.

The people-friendly streets programme was always intended to be implemented as a series of 18-month-long active trials, using experimental traffic orders (ETOs). The council is committed to listening to feedback on the schemes and taking decisions to make changes to improve the how the programme works for people.

Having realised some of its earlier ambitions for people-friendly streets, the council has reflected to ensure that its plan is appropriate for moving forward to embed and continue the transformation it set out to achieve.

The 2020 Resident Impact Assessment (RIA) identified the potential negative impacts that the trials could have on people who have protected characteristics. The RIA set out an initial plan to monitor the trials, and mitigate any negative impacts which were observed. The council undertook to implement the RIA recommendations by gathering evidence to

understand further the impacts that schemes might have on people with protected characteristics, in particular disabled people and those with complex mobility needs. The council engaged with various groups representing disabled people or people with complex mobility needs, analysed feedback including correspondence, trial feedback surveys and Commonplace comments, reviewed existing literature on LTNs and commissioned data on car journeys. This resulted in a change in the approach, which is set out in the Executive Paper and in this document.

The review of the programme is therefore an update on the ways in which the people-friendly streets programme has contributed to the council's Covid-19 response and its progress against the longer-term plan. It also sets out the Executive's decision on the areas it will focus on and changes to practice going forward.

The 2021 Executive Paper covers the following points:

- The continuation of the people-friendly streets programme as outlined in the Executive Paper of 18 June 2020 and amended in the 2021 Paper, including: a) School Streets; b) low traffic neighbourhoods (including the new area of people-friendly pavements); and c) the borough-wide lorry control scheme.
- Finalising and implementing the people-friendly streets programme, taking into account the consultation responses and monitoring.
- The initiation and approach to delivery of School Streets at schools on main roads.
- The initiation of at least two Liveable Neighbourhood schemes, incorporating wider physical and environmental improvements, contributing to the broader place-making agenda.
- The proposed approach to granting exemptions to camera-enforced traffic filters for Blue Badge holders living in specific LTNs.
- The people-friendly pavements project, which seeks to deliver accessibility improvements for people walking, using wheelchairs or other mobility aids. This will include additional dropped kerbs, decluttering and maintenance, amongst other measures.
- A programme of cycleways: three cycleways have already been implemented under 18-month trials, on York Way, Liverpool Road, and Green Lanes and a timetable is in place to deliver a dense network of cycleways by 2041.

The ongoing implementation of the people-friendly streets programme will support the council's objectives of achieving net zero carbon emissions in Islington by 2030. It will also contribute to the delivery of a more equal Islington by: making it easier and safer for people to travel on foot, using a wheelchair or other mobility aid, by cycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.

Improvements to the borough's streets will ensure that they are friendly to all users – especially children, young people, older people, people with impaired mobility, and people with disabilities and/or in poor health. The council is therefore committed to continuing the



roll out of a borough-wide programme of people-friendly streets, which includes the delivery of low traffic neighbourhoods (LTN), School Streets and cycleways.

This RIA relates to the implementation of the people-friendly streets programme as set out in the 2021 Executive Paper.

## 2. Islington Residents Profile

The programme is borough-wide.

Who is going to be impacted by this change i.e. residents / service users / tenants?

	London	Islington
	Total: 8,173,941	Total: 206,125
Gender: Female	51%	51%
Gender: Male	49%	49%
Age: Under 16	20%	16%
Age: 16-24	12%	14%
Age: 25-44	36%	42%
Age: 45-64	21%	19%
Age: 65+	11%	9%
Disabled	14%	16%
Ethnic group: BME	40%	32%
Ethnic group: White	60%	68%
Religion or belief: Christian	48.5%	40%
Religion or belief: Muslim	12%	9%
Religion or belief: Other	10%	4%

	London	Islington
	Total: 8,173,941	Total: 206,125
Religion or belief: No religion	51%	51%
Religion not stated	49%	49%

Table 1 - demographics of London and Islington

Source: 2011 Census data available at: <https://www.nomisweb.co.uk/>

## Profile analysis

16% of people living in Islington identify themselves as having a disability compared to the London average of 14%.

Whilst private cars, taxis, and private hire vehicles can be an important means of transport for disabled people, the main means of transport used by disabled Londoners at least once a week are walking (81%), bus (58%), car as passenger (42%) and car as driver (24%).<sup>1</sup>

Analysis of the London Travel Demand Survey (LTDS)<sup>2</sup> during the period 2016-19 shows the breakdown of all trips by mode shown in Table 2:

<b>Mode</b>	<b>All users in London</b>	<b>People with disabilities in Islington</b>
Walk	42.0%	41.2%
Pedal cycle	4.9%	1.2%
Car driver	7.4%	8.9%
Car passenger	6.2%	16.7%
Motorcycle	0.1%	0.0%
Van	0.3%	0.2%
Bus (public)	14.3%	14.4%
Underground	15.0%	11.4%
National Rail train	4.9%	1.7%
Taxi - London black cab	0.8%	1.7%
Taxi - other/minicab	1.6%	1.5%
London Overground	2.2%	1.1%

Table 2 - Percentages of different trips by mode by different users

<sup>1</sup> Travel in London: Understanding our diverse communities 2019, (TfL, 2019)

<sup>2</sup> London Travel Demand Survey: <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/consultations-and-surveys#on-this-page-1>

The LTDS analyses a sample of over 18million trips every year, and as such it provides a comprehensive picture of travel patterns. It is worth noting that when focusing on trips undertaken by Islington residents with disabilities, the size of the sample is only a small proportion of the overall sample. However, this is considered the best data source available which links travel patterns such as journey lengths and trip purpose to demographic characteristics.

Islington has a lower proportion of Black, Asian and minority ethnic people (32%) than the London average (40%).

Socio-economic data indicates that the Islington deprivation index varies considerably between and within each ward. Some areas are within the top 15% most deprived areas in the country, whilst others feature in the top 50% least deprived areas of England.

13% of residents in Islington are listed as claiming out of work benefits, compared to 12.2% in London. The Islington average for the Index of Multiple Deprivation is 36 (the higher, the greater the deprivation). For reference, London's average IMD score is 24.

## 3. Equality impacts of People-Friendly Streets

### Overview

The council has a responsibility to its residents to ensure that the Equality Act (2010) is upheld in all its work and projects.

This assessment considers both positive and negative impacts of the proposals. In some instances, a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within such a group. For example, while some disabled people may predominantly travel by private car for mobility there are also many disabled people who use other modes, and therefore for most groups the impacts will be a mix of positive and negative depending on the particular mode of travel generally used. This split between different modes of travel is shown in 'Islington Residents Profile' under the heading of 'Profile analysis'. It shows, for example, that the proportion of trips walked by people with disabilities in Islington is roughly the same as the proportion of trips walked by Londoners as a whole (41.2% compared to 42%, respectively). The proportion of trips taken by car, as a driver or passenger, is 25.6% for people with disabilities in Islington and 13.6% for Londoners as a whole.

### What Islington is doing to improve the health and well-being of residents and people in the borough

The people-friendly streets programme is one part of a range of work Islington Council is undertaking to improve the health and well-being of people in the borough. As a programme, it was both a response to the Covid-19 public health emergency and a

preparation for moving into the recovery phase, and helps progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.

People-friendly streets aims to encourage, enable and support more people into making healthier travel choices, by walking, wheeling or cycling. The council also campaigns for more accessible public transport, as this can help people with reduced mobility make more sustainable choices. People friendly-streets has an important role in the wider public health agenda to encourage more active lifestyles (including walking and cycling), to help tackle the rise of obesity, to reduce the impact of air pollution on people's health, and to reduce road danger. Using cycles for daily transport also opens up more economic opportunities for people, who can travel further for work at much less expense than using a private motor vehicle or public transport.

Islington also supports all forms of active travel:

- by providing free cycle skills sessions to adults and children;
- through the STARS programme which works with schools to enable healthier school travel;
- by working with TfL and private companies to provide cycle hire;
- through Try Before You Bike, an affordable bike purchase scheme for adult bikes, child bikes and cargo bikes, including an option for businesses to purchase e-cargo bikes at a discount;
- through funding Pedal Power sessions for all-ability cycling, enabling people with a range of disabilities to experience safe cycling at the Emirates and Finsbury Park;
- through its Safer Routes to Estates programme, ensuring physical barriers to movement through council estates are removed and that residents feel safe on walking routes at all times of the day and night;
- through the Social Prescribing Link Workers, who can prescribe activities to patients with non-clinical needs – these include guided walks;
- through developing travel plans on three estates, running surveys and setting up working groups with residents;
- through the Mayor of Islington's support for guided walks in the borough

Future involvement and activity may include:

- projects like Beat the Street, which encourage walking and cycling through the use of games;
- Cycle Sisters, who run supportive cycling groups for women, particularly from Muslim backgrounds;
- increased engagement with disability groups to understand barriers, to increase the opportunities for walking, cycling and using mobility aids, to provide comprehensive advice on what schemes are available. For example, the Motability scheme can be used to lease mobility scooters or powered wheelchairs (not just cars) and we support Transport for All's recommendation that the scheme should be extended to adapted cycles.

## Review of the people-friendly streets programme

Originally, the low traffic neighbourhood schemes (as part of the overall people-friendly streets programme) were designed without private motor vehicle exemptions. The traffic filters which were implemented applied to all people driving (including residents). The council initially took the view that exempting any motor vehicles would have significant negative impacts in regards to road danger reduction, uptake of active travel and air pollution, as allowing the continuation of local traffic would likely dilute the benefits of the LTN and impact people with protected characteristics who are disproportionately impacted by traffic.

This approach sought to carefully balance the benefits of reducing traffic within LTNs with the inconvenience caused to people who travel by private motor vehicles. In the schemes implemented between July 2020 and January 2021, exemptions were only permitted for emergency vehicles, TfL buses, the accessible Community Transport bus 812, and a small number of council vehicles, to maximise the benefits of low traffic on all groups. There were concerns that higher volumes of traffic would create significant negative impacts for people without access to private cars, especially disabled people, older people, women and children.

Section 1 of this RIA describes the review undertaken by the council to understand the impact of LTNs on people with disabilities in Islington. Through research, data collection and engagement, the council better understood the nature of the constraints experienced by disabled people who travel by private car, and that a blanket 'no exemption' policy could disproportionately affect people in this situation. Key learnings from the engagement and research highlighted that:

- disabled people who travel by private cars were being disproportionately impacted by LTNs, especially for shorter car journeys;
- the public realm in many areas of Islington is not accessible – especially pavements.

The 2021 Executive Paper includes two main outcomes to improve access and mitigate the negative impacts previously identified in trial schemes:

- the new local exemption policy for Blue Badge holders and;
- the people-friendly pavements project.

## Blue Badge exemption policy for low traffic neighbourhoods

The exemption policy will offer an exemption to Blue Badge holders who live inside, or on the boundary road of, a low traffic neighbourhood (LTN). The exemption will only apply for a single LTN and will allow Blue Badge holders to register a single car for their personal use

which is registered to their home address within (or on the boundary of) the low traffic neighbourhood in which they live. Proof of address, car registration and Blue Badge status are likely to be the evidence required. On successful application, a permit will be provided for this car, which will allow the Blue Badge holder to drive, or be driven, through the camera-enforced filters of the LTN in which they reside.

This limited exemption shows the council's commitment to make reasonable adjustments towards people with protected characteristics (in this instance the protected characteristic of 'disability') if it can be demonstrated that such an adjustment will not increase the negative impacts on other people with protected characteristics (and all other local people) currently benefitting from the LTNs as they were originally implemented. This includes those who do not drive and/or those who have been benefitting from the reduction in traffic volumes and the decrease in road danger. Disabled people are five times more likely to be injured as a pedestrian than non-disabled people.<sup>3</sup>

Careful consideration was given to the extent of this exemption. The agreed exemption applies to Blue Badge holders who live in (or on the boundary of) an LTN, and who have access to a car registered to their home address within this same LTN. After a successful application for the exemption, the Blue Badge holder will be granted a permit for this vehicle which will allow it to pass through traffic filters installed in the LTN in which the Blue Badge holder lives. The Blue Badge holder would need to be in the vehicle (as a driver or passenger) and the Blue Badge would need to be displayed. Blue Badge holders with access to their own vehicle are likely to represent a very small minority of residents in LTNs. There are 7,788 Blue Badge holders in Islington, 1,713 of whom live within existing LTNs. The proposed exemption will be complemented by an exceptional circumstance dispensation which will have its own application process.

In order to understand if the exemption policy would allow too much traffic through the LTN and therefore reduce its benefits, officers carried out an assessment of these numbers, by combining them with current data for vehicles breaching the restrictions at each filter to construct a model for maximum vehicles per hour passing through each filter at peak time. This assessment showed that, while there were possible increases of traffic at each of the LTN filters following the exemption, the forecasted level of two-way traffic was acceptable. It must be noted that, based on feedback gathered through correspondence and surveys, many drivers with disabilities have continued to make motor vehicle trips with the existing LTN restrictions in place. This means that allowing these drivers exemptions to local filters may not increase actual total trip numbers significantly. Furthermore, the length of these essential car journeys might actually decrease as routes become more direct. For this reason, officers believe that actual traffic volumes might not increase following the introduction of the exemption policy, and that local traffic levels should be acceptable. However, the council will monitor traffic levels on local LTN streets to ensure traffic is kept at low levels, so that exemptions do not result in unacceptable local traffic impacts which could deter active travel. If there are problematic increases in traffic volumes, a review of exemptions would take place.

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<sup>3</sup> <https://roadsafetygb.org.uk/news/disabled-and-low-income-pedestrians-at-higher-risk-of-road-injury/>

As well as increases in traffic volumes, another risk of the exemption is increased road danger at filters, as people would not necessarily expect vehicles to drive through areas. This could be particularly dangerous for people crossing the road or cycling. People with mobility impairments could also be vulnerable to collision in those areas.

There could be an increase in Blue Badge applications which could encourage shorter car journeys and increase traffic in the LTNs. Officers could monitor applications to review this risk. Finally, the approach might incentivise disabled people who rely on car transport such as taxis to purchase their own cars, which would increase car ownership, pressure on parking and increase the number of car trips within LTNs.

It is recommended that identified traffic filters allowing people with exemptions through must be adequately signposted with an 'exemption' plate. This plate will use the School Street exemption plate as a model, which uses the phrase 'Except permit holders XXX', where 'XXX' is a particular reference number to a local permit, issued to eligible vehicles. As the plate does not mention Blue Badges explicitly, this removes any potential confusion for drivers from another area (if they possess a Blue Badge) thinking they are exempt from the filter.

The limited nature of the exemption policy means that Blue Badge holders who do not live within an LTN are not eligible for the exemption, as journeys by car across their home neighbourhood are not affected by LTN restrictions. The decision not to exempt all Blue Badge holders in Islington from all the filters is supported by journey time and length data collected and analysed by Steer consultants (see Appendix 2 of the Executive Paper), which showed that the small proportion of disabled people who travel by car are more likely to make shorter car trips. These shorter car trips are the most impacted by the LTNs, while medium or longer journey lengths are not significantly impacted.

Cars used by Blue Badge holders which are not registered to an address within the same LTN are also not included within the scope of this exemption – this could include cars used by carers, friends or family members, as well as taxis and private hire vehicles (PHVs). There is no way of knowing when vehicles in this category are being used for the benefit of someone with disabilities, or when they are being used by their owner for other purposes. This means there is no way to implement an exemption per vehicle which (a) maintains the integrity of the overall people-friendly streets programme and (b) applies the exemption only to journeys undertaken by residents with disabilities.

## People-friendly pavements policy

The proposed people-friendly pavements programme is an additional complementary measure towards these reasonable adjustments so that all groups can benefit from the LTNs, and to enable equal access to active travel by:

- Footway repaving

- Foliage maintenance
- Additional dropped kerbs
- Tactile paving
- Street clutter removal

The main beneficiaries of the schemes will be people walking, using wheelchairs or other mobility aids, cycling (including cycles adapted for disabilities) or using mobility scooters by removing through-traffic from the scheme area and reducing road danger.

## This RIA

This RIA identifies general positive and negative impacts for groups with protected characteristics and details the specific positive and negative impacts of the people-friendly streets programme review.

Islington has one of the lowest proportions of car ownership per household in the country, with 71% of households having no access to a car.<sup>4</sup> Transport for London (TfL) has analysed that two thirds of car journeys in London can be walked or cycled<sup>5</sup> - this proportion is likely to be even greater in an inner London borough like Islington. The implication of these figures is that there is great potential for a large number of trips in Islington to be made by modes other than private car, and even that many existing car journeys could be shifted to active travel modes, with public health and air quality benefits for all Islington residents.

Traffic on London's local ('C' or unclassified) streets has risen by 72% in the past 12 years, whereas traffic on A and B roads has seen a slight fall over the same timeframe. A and B roads were designed with signalised and multi-lane junctions, wider pavements, formal pedestrian crossings and bus lanes, all of which mean they are able to more safely manage higher volumes of motor traffic than local streets.

There is also a disparity in the road danger present on minor and main roads. In the UK, the most common non-natural cause of death amongst children aged 5 – 14 is being hit by a vehicle<sup>6</sup> with a mile driven on a minor road, compared to a mile driven on a main road, twice as likely to kill or seriously injure a child pedestrian, and three times more likely to kill a child cyclist.<sup>7</sup> However, LTNs installed in London in 2020 have been shown to reduce the number of injuries from road traffic collisions by half, relative to the rest of London, with no

<sup>4</sup> LBI: [Streetspace funding guidance - Appendix 7 2021](#)

<sup>5</sup> GLA: [Health Impact of Cars in London 2015](#)

<sup>6</sup> [http://www.sd-commission.org.uk/data/files/publications/fairness\\_car\\_dependant.pdf](http://www.sd-commission.org.uk/data/files/publications/fairness_car_dependant.pdf)

<sup>7</sup> <https://www.icevirtuallibrary.com/doi/pdf/10.1680/jmuen.16.00068>



evidence of increased injury numbers or risk on LTN boundary roads.<sup>8</sup> The people-friendly streets programme has therefore improved the safety of local roads without putting excessive burden on boundary roads.

As the Islington Transport Strategy notes, “Children from black and minority ethnic backgrounds are one and a half times more likely to be killed or seriously injured in a road collision than children from other backgrounds”, so reducing road danger through implementing LTNs seeks to address this inequality directly.

Given the reasons above, more space needs to be allocated to active travel modes. These modes make a significant contribution to reducing road traffic congestion and improving health. They are also an affordable way of getting around.

## a. Generally positive impacts

Successful implementation of the people-friendly streets programme review should support the continued delivery of streets that welcome people from all walks of life and represent a fairer balance of different modes of travel.

The actions as a result of the people-friendly streets programme review are aimed at improving accessibility (balancing this with road danger reduction), which should provide benefits to some residents with protected characteristics. The programme overall should also reduce the negative impacts of traffic, improving air quality, reduce noise pollution, reduce injuries from road traffic collisions and reduce community severance. The LTNs and School Streets have the potential to make journeys more pleasant and easier, with benefits on mental and physical health.

The programme aims to improve the local area in alignment with TfL’s Healthy Streets indicators and Islington Council’s Transport Strategy. The list below shows how the programme meets each of the Healthy Streets indicators, with reference to the Islington Transport Strategy where relevant:

- Pedestrians from all walks of life: All people walking, using wheelchairs or other mobility aids will benefit from a reduction in road danger as a result of the lower volume of vehicles traveling through the people-friendly streets programme’s LTNs.
- Easy to cross: There will be considerably less traffic on many roads in where the people-friendly streets programme is implemented. This will mean that there are more opportunities to cross informally and formal crossings will be safer for people who are walking or using pavements.
- Not too noisy: The reduction in traffic volumes will also lead to a reduction in noise pollution

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<sup>8</sup> <https://findingspress.org/article/25633-impacts-of-2020-low-traffic-neighbourhoods-in-london-on-road-traffic-injuries>

- People choose to walk and cycle (and Islington's Transport Strategy 'Healthy' objective): It is anticipated that as a result of the reduction in vehicle traffic on the roads of Islington it will empower people with protected characteristics to cycle, as a big obstacle to cycling for many people is fear of traffic. Moreover, the expected increase in walking and cycling will heighten natural surveillance, and thus improve the sense of safety for those passing through the area.
- Clean air (and Islington's Transport Strategy 'Cleaner and Greener' objective): Cars and other motor vehicles are a major source of air pollution. The reduction of traffic delivered through the people-friendly streets programme roads is anticipated to improve the air quality in local areas, which includes public spaces with seating and nearby residential streets. It also contributes towards the council's target to achieve net zero carbon by 2030.
- People feel safe (and Islington's Transport Strategy 'Safe' objective): Motor vehicles are a source of danger to people walking and cycling on the roads. The reduction in motor vehicles is expected to make people feel safer when walking and cycling thereby empowering people to do so. The council is committed to working with the Mayor of London to achieve "Vision Zero" by 2041, by eliminating all deaths and serious injuries on Islington's streets and reducing the number of minor traffic collisions on our streets.

The people-friendly pavement project will benefit people from all walks of life who are pavement users, for example by removing existing barriers, installing dropped kerbs and improving maintenance of foliage.

People who are Blue Badge holders who live within an LTN and have access to a vehicle registered in that LTN will also benefit from the proposed exemptions at camera-enforced filters in the LTNs where they reside.

Protected cycle lanes would provide considerable benefits to many people with protected characteristics by facilitating and encouraging cycling, most notably for women, older people, younger people, those with various physical and mental disabilities and people from BAME groups.

Finally, the review explores pathways to deliver two 'Liveable Neighbourhoods' at Highbury New Park and Mildmay East which will include wider public realm improvements, implemented alongside traffic measures, in line with the Healthy Streets indicators and objectives of the Islington Transport Strategy. These may also include Play Streets (community-led short closures of streets to enable outside play for children), parklets (miniature green spaces), use of sustainable urban drainage systems (SUDS), improvements to footways, additional pedestrian crossings, freight and home delivery consolidation centres, better signage and wayfinding, and additional cycle parking (including secure bike hangars). It is the intention of the PFS programme to uplift all LTNs to Liveable Neighbourhoods in due course. These additional public realm benefits will benefit all users of the public realm, and achieve greater comfort and sustainability for all users, with positive impacts on children, older residents and disabled people.

Under the heading of 'Specific positive impacts' more details are given on how these could materialise for people with protected characteristics.

## b. Specific positive impacts

### Protected Characteristic: Age

An increase in walking and cycling benefits children in terms of reducing childhood obesity.

The Fair Futures Commission found that some of the barriers to children and young people travelling independently revolved around concerns for personal safety, due to the threats from road danger. Reduced road danger and protected cycleways should facilitate independent travel for children and young people, which is crucial to healthy child development.

Older people, who have higher instances of disabling conditions such as mobility impairment, deafness or blindness will benefit from reduced traffic and road danger because of the lower volumes of cars traveling through the LTNs and School Streets. In addition, older people are also more likely to live with dementia and will benefit from reduced noise pollution.

The Liveable Neighbourhoods and LTNs create improved conditions for cycling, particularly benefitting those older or younger residents with less balance who may want to choose adapted cycles away from traffic. Well-designed cycleways also provide protected conditions for people using adapted cycles.

Air pollution from cars has a significant impact on younger people who are closer to the car exhaust level and who have lungs that are still developing. A growing body of research demonstrates that this impact can result in significant health complications later in life impacting on their life expectancy and quality of life. Older adults are also known to be particularly sensitive to air pollution.

Older and younger people will benefit from safer crossings in particular because they can take longer to cross the road than the average-aged person.

People walking (including children) will be safer on School Streets because they will have less interaction with vehicles during pick-up/drop off times. This particularly applies to younger children in the community and older residents who are less able to walk. There will also be more opportunities to cross informally and formal crossings will be safer for people walking.

Alternative School Street measures, including green screens and green walls, will reduce noise pollution, improving learning environment for children.

Children who have disabilities or mobility impairments may benefit from the Blue Badge exemption policy, if their carers live with them inside an LTN. It is also likely that older

people with limited mobility who travel by private car are likely to have Blue Badges, and could benefit from the same policy. The positive impacts of LTNs on local traffic levels, as evidenced by interim monitoring reports, means less congestion for exempt vehicles.

The people-friendly pavements project will further improve conditions for older and younger people walking (or using mobility aids, including wheelchairs) on pavements, by removing existing barriers, reducing clutter and improving maintenance.

## Protected Characteristic: Disability

Compared to the London average, there is a higher proportion of people in Islington who identify themselves as being disabled (16%, compared to the London average of 14%).

LTNs and School Streets can enable easier or more pleasant journeys for disabled people; an increase in independence, a decrease in traffic danger and benefits to physical and mental health.

Pedestrian enhancements could be of particular benefit to people with a disability in terms of navigating the urban environment, including but not limited to those using walking aids, a wheelchair or a mobility scooter. This includes the improvements made through the people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.

In residential areas, those with cognitive disabilities could benefit from reduced levels of noise pollution, supported by the neighbourhood walking and cycling improvements and the removal of through-traffic. Moreover, some disabled people may feel more comfortable accessing the businesses in LTNs, due to the reduction in traffic as a result of the PFS measures.

Research has shown that one of the main reasons that disabled people do not cycle more is due to inaccessible infrastructure, even though 75% of disabled cyclists report that they find cycling easier than walking.<sup>9</sup> The proposals in LTNs will greatly improve conditions for disabled cyclists by reducing road danger without the need for further traffic calming measures. Well-designed cycleways with protected facilities and smooth surfaces provide safe and convenient means of travel for people using adapted cycles.

In this way, providing better conditions for cycling can empower more disabled people to cycle, particularly those with less balance who may want to choose adapted cycles away from traffic. All traffic filters in the LTNs have been designed in a way that is inclusive and accessible to larger cycles such as tricycles and cargo cycles in line with the London Cycling Design Standards. Cycleways with protected lanes are designed to accommodate adapted cycles.

When cycleways are implemented there is usually an opportunity to improve crossing facilities or widen footways which benefits disabled people.

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<sup>9</sup>Wheels for Wellbeing: [Assessing the needs and experiences of disabled cyclists 2018](#)

People who are Blue Badge holders who live within an LTN and have access to a vehicle registered in that LTN will also benefit from the proposed exemptions at camera-enforced filters in the LTNs where they reside. The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.

## Protected Characteristic: Gender reassignment

No specific impacts identified.

## Protected Characteristic: Marriage and civil partnership

No specific impacts identified.

## Protected Characteristic: Pregnancy and maternity

Reduced volumes of traffic and speeds in low traffic neighbourhoods and Liveable Neighbourhoods will create a less stressful environment, supporting a healthy pregnancy.

Parents and carers with prams will benefit from a better walking environment and reduced traffic flows when crossing roads, especially in the vicinity of schools. This includes the improvements made through the people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.

Parents or carers who use cycles or cargo cycles for family mobility will benefit from protected cycleways and from traffic filtering and reduced volumes of traffic. Road closures will be designed in a way that is permeable and accessible to larger cycles. It is anticipated that increased safety for people who are cycling will help to empower more parents and carers to use cargo cycles for family mobility.

Traffic filters will create informal play space for children specifically around closure locations, where there will be very low traffic following implementation.

Pregnant people and unborn children in particular may be adversely impacted by air pollution. LTNs and School Streets are expected to reduce traffic volumes and congestion on Islington roads, which is expected to contribute to improved air quality on these streets.

Parents and carers will be safer on School Streets because they will have less contact with vehicles during pick-up/drop off times. There will also be more opportunities to cross informally and formal crossings will be safer for people walking.

The Schools Street programme will create opportunity for safe social distancing which can have positive impacts on parents or carers with prams requiring more pavement space.

When cycleways are implemented there is usually an opportunity to improve crossing facilities or widen footways which benefits parents or carers with prams, and pregnant women.

## Protected Characteristic: Race

Developing research has concluded that Black, Asian and Ethnic Minority people are twice more likely to die of coronavirus in the UK than white people making them specifically more vulnerable since the pandemic. As prescribed by Central Government guidance creating safe cycle routes provides an alternative means of travel to public transport as the country emerges from the health emergency. The reduction of traffic volumes and road danger in each LTN should make cycling a more accessible transport mode among BAME people who are underrepresented among people who cycle for transport and for exercise.

## Protected Characteristic: Religion or belief

No specific impacts identified

## Protected Characteristic: Sex

Women - who are more likely than men to be moving through public space with pushchairs and prams, and expectant mothers and mothers with young children - may also particularly benefit from improved walking and cycling conditions and reduced traffic levels. This includes the improvements made through the people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.

In London, women are less represented than men in cycling, and lack of safe cycle infrastructure disproportionately impacts women, attributable in part to a more risk averse attitude to mixing with traffic. Research has shown that women particularly value protected cycle facilities and direct routes such as cycleways. Reduced traffic and new cycle infrastructure will benefit and empower more women to cycle.

## Protected Characteristic: Sexual orientation

No specific impacts identified

## Socio-economic status: To be treated as a Protected Characteristic under section 1 of The Equality Act 2010

Busier roads can, in some areas, dominate more deprived communities. Walking and cycling improvements will benefit those living near busy roads and collision hot-spots when they are moving around their local area. Islington is an extremely diverse borough and the index of deprivation across the borough shows that deprivation does not strictly follow main roads. One of the key findings of a 2021 paper on the interaction of socio-economic status and LTNs is that "Across London as a whole, people in the most deprived quarter of

OAs [output areas, administrative areas containing around 300 residents] were 2.7 times more likely to live in a new LTN, compared to Londoners in the least deprived quarter.”<sup>10</sup>

Generally, car ownership correlates to household income in London. Therefore, less affluent households are less likely to own a car – and be reliant on walking, cycling and public transport. The low traffic neighbourhoods and cycleways in the PFS programme aim to benefit people who do not own cars by making it easier for them to travel by other modes.

Finally, the greater connectivity via new cycling and walking routes should support social distancing whilst providing better healthy access to employment.

### c. Potentially general negative impacts

As has been outlined above, the people-friendly streets programme review measures will have many positive benefits for residents and businesses, and specifically for those with protected characteristics as discussed above. It is also the purpose of this RIA to examine any negative impacts on residents, particularly those with protected characteristics, to ensure that a robust mitigation plan is in place, and so that these negative impacts can be taken into account in decision-making on the implementation of the scheme. Research and engagement have highlighted that for some residents journey times have increased, and/or journeys are more difficult, with negative impacts on mental and physical health.

Key negative impacts of the people-friendly streets programme review have been identified and considered below:

#### C1: Impact on those who travel by private car

The purpose of the LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life. However, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel.

Following the implementation of the schemes, vehicles travelling to streets in and around each LTN will still be able to access all properties that can currently be accessed. None of the measures being introduced will stop people (including residents, businesses, visitors or delivery drivers) from driving to and from each area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets.

These changes may therefore result in some increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

The council commissioned a piece of research from the consultants Steer to examine the impacts of small, medium and large LTNs on 167 journeys in the borough.<sup>11</sup> The research

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<sup>10</sup> Equity in new active travel infrastructure: a spatial analysis of London’s new Low Traffic Neighbourhoods (2021) <https://osf.io/preprints/socarxiv/q87fu/>

<sup>11</sup> This can be found as Appendix 2 of the people-friendly streets Executive Paper (2021).

looked at how those journeys were impacted in length and time before and after LTN implementation. In conclusion, while shorter journeys are most impacted (+118% in length), medium and long journeys were much less impacted (+4% and +3% in length respectively). The research also highlighted that disabled people who travel by car are more likely to make shorter journeys.

It should therefore be acknowledged that longer routes are more likely to inconvenience some older or disabled residents, and the specific impacts on those groups is set out below. These should be considered on balance with the positive impacts the scheme will result in for those groups and the wider population, as is outlined above.

The proposed exemption policy at camera-enforced filters for Blue Badge holders within their home LTN for a single vehicle partly mitigate this identified impact on shorter journeys for some disabled people. However, the exemption does not address the needs of those who rely on taxis or other private hire vehicles, or if they are driven by carers who are not eligible for the exemption, or if disabled people travel to other low traffic neighbourhoods in which they do not live.

## C2: The impact on residents who may reside on the main roads surrounding the LTNs and Liveable Neighbourhoods areas

By design, the LTN and LN schemes in the PFS programme review will restrict through routes between main roads, which will encourage non-local journeys to take place on the main road network surrounding each LTN area. Currently, 1/3 of car journeys in London are under 2km, a distance which could easily be walked or cycled by many.<sup>12</sup> This switch between different modes of travel could become a reality when walking and cycling conditions are much improved by the people-friendly streets programme measures.

Despite the opportunities of modal shift, there is a risk that the measures could nevertheless displace traffic onto main roads, which could increase congestion, which would affect bus journey times as well as affecting air quality and community severance.

These impacts would affect residents living on the main road network or near junctions. Increased bus journey times would have a greater impact on certain groups with protected characteristics who are more likely to use bus services, and on those who would have the most difficulty dealing with the impacts of a reduced service.

A monitoring strategy has been put in place to understand whether displacement takes place onto Islington's main roads. Thus far, monitoring in St Peter's, Canonbury East, Clerkenwell Green and Amwell<sup>13</sup> have shown an overall negligible change of traffic volumes on main roads. Similarly, other boroughs' monitoring data (such as Hackney or Lambeth) have shown that traffic on main roads has not substantially increased following LTN implementation. The council continues monitoring traffic and will publish findings.

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<sup>12</sup> [https://www.london.gov.uk/sites/default/files/health\\_impact\\_of\\_cars\\_in\\_london-sept\\_2015\\_final.pdf](https://www.london.gov.uk/sites/default/files/health_impact_of_cars_in_london-sept_2015_final.pdf)

<sup>13</sup> Monitoring reports can be found on each scheme's page at <https://www.islington.gov.uk/roads/people-friendly-streets>



For future schemes, it is anticipated that immediately following the scheme there will be some displacement while people get used to new road layouts and identify alternative routes. If displacement has arisen as an issue in the medium term, then this will trigger some of the reactive mitigation measures outlined in section 5.

### **C3: The impact on children, parents or carers who drive and public transport users in relation to School Streets or cycleways on main roads**

Several measures relating to School Streets and cycleways can have negative impacts on children, parents or carers who drive.

The potential removal of parking bays outside School Streets or on cycleways located on main roads could negatively impact disabled drivers/pregnant women who need to access the street.

Another impact is that School Streets and cycleways reduce road space for vehicular movement – with the potential to increase congestion and travel times. This could also affect public transport service, which may have a greater impact on certain groups with protected characteristics. Increases in congestion, community severance and worse air quality would impact residents living on the main road network.

#### **d. Specific negative impacts**

Some specific impacts have been identified for protected characteristic groups (corresponding to the above general impacts).

#### **Protected Characteristic: Age**

C1: Although it will be possible to access all addresses once each scheme has been implemented, older people may travel by private cars, private vehicles for hire, or taxis more for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs.

Children and older people who do not drive could be impacted by the exemption policy if local traffic rises. This could make streets unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the low traffic neighbourhoods.

#### **Protected Characteristic: Disability**

C1: Although it will be possible to access all addresses once each LTN scheme has been implemented, disabled residents or visitors who travel in private cars, private hire vehicles

(PHVs), or taxis may have to use new routes for their local trips and so may be inconvenienced by longer journeys (which may also involve higher costs).

However, it must be noted that private cars are just one means of travel for disabled residents and therefore should be considered on balance with the benefits. Evidence in section 2, 'Islington Residents Profile', under the heading of 'Profile analysis', shows that the proportion of trips taken by car, as a driver or passenger, is 25.6% for people with disabilities in Islington and 13.6% for Londoners as a whole. The main means of transport, used by 81% of disabled Londoners at least once a week is walking.

The council is committed to engaging with disabled people and has undertaken pre-consultation engagement with disabled people and groups representing them, and listened to feedback submitted via Commonplace, the trial feedback surveys and general correspondence. This engagement forms part of the evidence informing the proposed exemption policy. Once each PFS scheme has been in place for 12 months, a public consultation will be held to help inform the decision-making around the future of the scheme. Additional engagement with people with disabilities is planned during the consultation focus groups for each scheme.

The council is therefore now proposing exempting Blue Badge holders who live within (or on the boundary of) an LTN from certain local camera-enforced filters. Blue Badge holders will be able to register a single private car from their home LTN for these exemptions, which should improve journey times for local trips. However, this policy does not extend to covering trips across neighbouring LTNs, as the council has chosen to limit the exemption to shorter trips that are more impacted in terms of journey time and length compared to medium and longer trips.

Blue Badge holders who do not live within an LTN will see no change from the current position after the exemption policy is implemented. These Blue Badge holders have been given consideration, but will not be included in the exemptions, as traffic filters do not currently affect journeys from their home to nearby main roads around their local neighbourhood.

Similarly, people with disabilities who rely on taxis and PHVs, carers who are not eligible for the Blue Badge exemption and doctors will not benefit from the new exemption policy. As discussed in the 'Overview' paragraphs at the start of section 3, the council seeks to balance exemptions with the benefits of reducing local traffic for all residents, including those with protected characteristics who have benefitted from the LTNs as they currently exist.

At time of writing, it is not possible to implement an exemption for Blue Badge holders using taxis or PHVs, as enforcement cameras would not know whether a Blue Badge holder (who is resident in an Islington LTN) is travelling in a vehicle. To apply the exemption to these Blue Badge holders, the implementable solution would be to exempt all taxis and PHVs that could use Islington's roads, which would have significant impacts in terms of traffic volumes and dilute the benefits of the LTNs. There are 114,900 licenced taxis and PHVs operating in London, as of 2020.<sup>14</sup> This alternative is not considered acceptable. Therefore, for the purposes of the experimental traffic order and any future traffic order which supersedes the ETO, Penalty Charge Notices (PCNs) will apply to non-exempt vehicles going through the filters.

If a technological solution can be found which allows specific and timed exemptions for only those taxi/PHV trips taken by Blue Badge holders who are resident in Islington, compatible with our current use of Automatic Numberplate Recognition (ANPR), then the council will consider exemptions for taxis/PHVs for the purpose of carrying a Blue Badge holder. This would be of benefit only to the 3.2% of trips taken by disabled people which are in taxis or PHVs (this is calculated in 'Islington Residents Profile' under the heading of 'Profile analysis').

The London Taxicard Scheme offers subsidised travel in licenced taxis and private hire vehicles to London residents with serious mobility impairments or who are severely sight impaired. This could offset some of the increase in costs resulting from slightly longer routes as a result of the LTN schemes.

C2: An increase in traffic on main roads could lead to bus delays that could disproportionately impact disabled residents who rely on bus journeys for mobility.

Other: Disabled people who do not drive could be impacted by the exemption policy if local traffic rises. This could make streets unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs. Disabled people are five times more likely to be injured as a pedestrian than non-disabled people.<sup>15</sup> Limiting the range of the exemption to Blue Badge holders within their own LTN should help to limit the increase in traffic volumes seen within LTNs, to mitigate this concern.

Disabled people could also be disproportionately impacted by the introduction of new street furniture and infrastructure (such as signage or cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned. The removal of central islands and pedestrian refuges for the implementation of protected cycle lanes can make crossing more difficult and potentially more hazardous. Bus stop bypasses are a particular feature in

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<sup>14</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/944680/taxi-and-private-hire-vehicle-statistics-2020.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/944680/taxi-and-private-hire-vehicle-statistics-2020.pdf)

<sup>15</sup> <https://roadsafetygb.org.uk/news/disabled-and-low-income-pedestrians-at-higher-risk-of-road-injury/>

cycleways which are likely to become more common and can have a negative impact on disabled bus users.

### Protected Characteristic: Gender re-assignment

No specific impacts identified.

### Protected Characteristic: Marriage and civil partnership

No specific impacts identified.

### Protected Characteristic: Pregnancy and maternity

C1: Although access to all addresses is maintained as part of LTN schemes, pregnant women and those with young children may rely on private cars, private vehicles for hire, or taxis more for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs.

C2: Pregnant women or parents/carers with young children may have reduced mobility, take longer to cross the road, be more vulnerable to traffic collisions and/or be more reliant on car transport, therefore they may be particularly impacted if schemes result in increased traffic and congestion on streets they live on. Pregnant women and unborn children may be particularly impacted by poorer air quality which may result from increased traffic and congestion on their streets.

Other: Pregnant women or parents/carers with young children who do not drive could be impacted by the exemption policy if local traffic rises. This could make streets unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs.

Pregnant women or parents/carers with young children could also be disproportionately impacted by the introduction of new street furniture and infrastructure (such as signage or cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned. In particular, protected cycleways using features such as wands could make it more complicated and difficult to cross the road with a pram except at formal crossing points. The removal of central islands and pedestrian refuges for the implementation of protected cycleways can make crossing more difficult and potentially more hazardous.

### Protected Characteristic: Race

No specific impacts identified

### Protected Characteristic: Religion or belief

No specific impacts identified

## Protected Characteristic: Sex

No specific impacts identified

## Protected Characteristic: Sexual orientation

No specific impacts identified

## Socio-economic status: To be treated as a Protected Characteristic under section 1 of The Equality Act 2010

C2: Lower-income households are less likely to have access to private cars and tend to be more represented amongst bus passengers. This means that any displacement of traffic onto main roads which affects bus journey times could disproportionately impact people on lower incomes. Should any traffic displacement occur, it could also have a disproportionately negative impact on some of Islington's more deprived communities, with consequences in terms of congestion, severance and air quality. However, as noted in the positive impacts, "people in the most deprived quarter of OAs [output areas, administrative areas containing around 300 residents] were 2.7 times more likely to live in a new LTN, compared to Londoners in the least deprived quarter."<sup>16</sup> This means that any increase of traffic volumes within LTNs as a result of the new exemption policy could disproportionately impact some of Islington's more deprived communities.

Other: Purchasing and maintaining a cycle is significantly less expensive than the comparable costs for motor vehicles, and can be cheaper than public transport fares. Nonetheless, people with less disposable income may be less able to own a cycle than those with more disposable income. This in turn would mean they would not have equal access to the new cycle infrastructure or not benefit so much from the improved cycling environment.

## 4. Safeguarding and Human Rights impacts

### a. Safeguarding risks and Human Rights breaches

No safeguarding risks for children or vulnerable adults, or human rights breaches, have been identified as likely resulting from the people-friendly streets programme.

The council has considered the provisions of the Human Rights Act for potential breaches that may occur as a result of the proposal and considers that three articles are relevant:

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<sup>16</sup> Equity in new active travel infrastructure: a spatial analysis of London's new Low Traffic Neighbourhoods (2021)  
<https://osf.io/preprints/socarxiv/q87fu/>

- Article 1 of the First Protocol – the protection of property;
- Article 2 of the First Protocol – the right to education; and
- Article 8 – the right to respect private and family life.

In relation to Article 1, some residents may no longer be able to use the most direct access to their homes. However, under the operation of these schemes, alternative access will be in place. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report and the Executive Paper. Exemptions are also proposed for some filters for Blue Badge holders. The council considers the proposal to be in the public interest.

In relation to Article 2, access to educational institutes is impacted by School Streets for people who drive private cars to Primary School. This is to encourage more people to use active travel, however those depending on private cars for their mobility, for instance disabled people who are Blue Badge holders are exempt from the restrictions. Emergency services are also exempt. Given that children are particularly vulnerable to traffic collisions, air pollution and inactivity, it is considered that restricting traffic actually improves access for children and parents or carers around schools, and that the proposals do not restrict access to educational institutes unacceptably.

In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the implementation of the people-friendly streets programme will impede the rights to individuals to respect for private and family life either in public or on private land. Further, the scheme is proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.

If potential safeguarding and human rights risks are identified, then please contact [equalities@islington.gov.uk](mailto:equalities@islington.gov.uk) to discuss further.

## 5. Actions

How will you respond to the impacts that you have identified in sections 3 and 4, or address any gaps in data or information?

Negative Impact	Action	Responsible person or team	Deadline
<p>C1: More inconvenient car trips</p> <p>More costly trips if taxis or private hire vehicles are relied on for some people falling into protected characteristics groups such as age, disability and parental status.</p>	<p>The London Taxicard Scheme offers subsidised travel in licenced taxis and private hire vehicles to London residents with serious mobility impairments or who are severely sight impaired. This could offset some of the increase in costs resulting from slightly longer routes as a result of the LTN schemes. The council will work to promote uptake of this scheme amongst potentially affected groups.</p>	<p>Transport Projects and people-friendly streets team</p> <p>London Councils</p>	Ongoing
<p>C1: More inconvenient car trips</p> <p>The new exemption policy does not include taxis and private hire vehicles, doctors or carers.</p>	<p>The council will work with other boroughs, TfL and taxi/PHV providers to explore the possibility of a technological and regulatory solution, which would allow specific and time-limited exemptions for taxis/PHVs which are carrying Blue Badge holders who are Islington residents.</p> <p>The exemption policy for Blue Badge holders is complemented by an exceptional circumstance dispensation which will benefit some people who do not meet the exemption criteria.</p>	<p>Transport Projects and people-friendly streets team</p> <p>Transport for London</p> <p>London Councils</p>	Ongoing

Negative Impact	Action	Responsible person or team	Deadline
<p>C2: Main roads impact</p> <p>Possible increase of bus journey times which would impact on older, disabled or lower income residents disproportionately.</p>	<p>The council has a robust and comprehensive monitoring strategy to gather data on the displacement impacts on main roads. This data will be one of the factors to be considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures.</p> <p>If required and informed by monitoring data, the council will work with TfL to identify bus priority corridors to improve bus journey times. Bus priority schemes will be implemented in consultation with TfL to protect bus journey times if data demonstrates that there are increased delays in bus journeys for a sustained period.</p>	<p>Transport Projects and people-friendly streets team</p> <p>Transport for London</p> <p>Traffic and Engineering</p>	<p>Various dates for 12 month monitoring data deadlines relevant to each scheme</p> <p>2025 for bus mitigation schemes</p>



Negative Impact	Action	Responsible person or team	Deadline
<p>C2: Main roads impact</p> <p>Possible increase in air pollution on the main roads which would impact disproportionately on residents living on main roads</p>	<p>The council has a robust and comprehensive monitoring strategy to gather data on the displacement impacts on main roads including air quality data where possible. This data will be one of the factors to be considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures.</p> <p>Air quality schemes are being rolled out in parallel, for instance the installation of Electric Vehicle Charging Points and the Ultra-Low Emission Zone extension from October 2021.</p>	<p>Transport Projects and people-friendly streets team</p> <p>Air quality Team</p> <p>Traffic and engineering</p>	<p>Various dates for 12 month monitoring data deadlines relevant to each scheme</p> <p>Air quality schemes roll out is ongoing</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>C3: Impacts on car users</p> <p>The potential removal of parking bays outside School Streets and cycleways located on main roads – could negatively impact disabled drivers/pregnant women who need to access the street.</p> <p>Reduced road space for vehicular movement might impact those who travel by private cars for their mobility such as certain disabled people. Extra congestion can also impact groups who suffer from community severance and congestion.</p>	<p>Ensure that parking provision is retained for Blue Badge holders in the vicinity (70m radius) of all school sites, in accordance with the council’s inclusive design guidance. Ensure sufficient parking remains accessible for Blue Badge holders based on need.</p> <p>Traffic monitoring – The council is continuing to proceed with a monitoring strategy to ensure that the impacts on traffic are considered.</p>	<p>Parking, Traffic and engineering; Transport projects and people-friendly streets</p>	<p>Ongoing</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>Other:</p> <p>Purchasing and maintaining a cycle is significantly less expensive than the comparable costs for motor vehicles, and can be cheaper than public transport fares. Nonetheless, people with less disposable income may be less able to own a cycle than those with more disposable income. This in turn would mean they would not have equal access to the new cycle infrastructure.</p>	<p>The council has a programme to help with the affordability of maintaining and securely storing cycles. Islington's 'Try before you bike' scheme helps people purchase a new cycle with monthly payments (£20 for an adult cycle, £10 for children), with the option of returning the cycle and stopping payments if they choose to.</p>	<p>Housing, Community development</p> <p>Transport Strategy and Active Travel.</p>	<p>Ongoing</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>Other: People with restricted mobility could be disproportionately disadvantaged by the introduction of new street furniture and infrastructure (such as signage and cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned.</p> <p>The removal of central islands and pedestrian refuges for the implementation of protected cycle lanes can make crossing more difficult and potentially more hazardous.</p> <p>Bus stop bypasses on cycleways can have a negative impact on disabled bus users.</p>	<p>The people-friendly pavement initiative will ensure impacts are minimised and accessibility improved in the public realm.</p> <p>Potential conflict to be minimised through the assessment of locations for proposed street furniture/ infrastructure to minimise and or eliminate negative impacts on accessibility.</p> <p>Cycleway design will be reviewed from an accessibility perspective, particularly for bus stop bypasses, island and pedestrian refuge removal. Always consider the needs of parents or carers with prams or wheelchair users when designing cycleways. Assess each situation for crossing desire lines and proximity of alternative crossing points.</p> <p>Engagement with disabled groups will also identify if there are outstanding issues with accessibility for people with restricted mobility.</p>	<p>Transport Projects and people-friendly streets team</p> <p>Traffic and engineering</p>	<p>On going</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>Other: Traffic on local LTN streets rises as a result to the exemption policy.</p> <p>Benefits of the LTN are diluted, with worsening air and noise pollution, traffic danger, which will hinder uptake to active travel and the council's ambitions to achieve net zero carbon by 2030. Exempt vehicles might take people walking by surprise, which could result in collisions.</p> <p>This would impact in particular protected groups such as age, disability and parental status.</p>	<p>Monitoring traffic levels after implementation of the exemption policy to ensure traffic is kept at low levels. If traffic increases significantly, a review of exemptions would take place.</p> <p>Ensure signage is appropriate at camera-enforced filters.</p> <p>There might be no exemptions at traffic filters where there is a road danger such as lack of visibility.</p>	<p>Transport projects and people-friendly streets</p>	<p>Annual monitoring with a review at 12 months post exemption policy implementation</p>

### Summary of actions:

- People-friendly pavements:** Ensure impacts are minimised and accessibility improved in the public realm. The engagement with disabled groups will also identify the opportunities for people-friendly pavements to be implemented and if there are outstanding issues with accessibility for persons with restricted mobility.
- Exemption policy:** Monitor local traffic levels within LTN after implementation of the exemption policy to ensure traffic is kept at low levels. If traffic increases significantly, a review of exemptions would take place. Ensure signage is appropriate at camera-enforced filters where there are exemptions.
- Engagement:** As part of the public consultation, proactively engage with groups representing those with specific mobility needs and disabled individuals in each LTN area or proposed cycleway to ensure that the interests and concerns of these groups and

individuals is represented, understood and considered in deciding to transition to a permanent traffic order.

- **Impacts on main roads:** Continue gathering data on impacts on main road, including on traffic volumes and air quality and bus journey times. This data will be one of the factors to be considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures. If required and informed by monitoring data, the council will work with TfL to identify bus priority corridors to improve bus journey times. Bus priority schemes will be implemented in consultation with TfL to protect bus journey times if data demonstrates that there are increased delays in bus journeys for a sustained period. Air quality schemes are being rolled out in parallel, for instance the installation of Electric Vehicle Charging Points and the Ultra-Low Emission Zone extension from October 2021.
- **Cycle affordability:** The council has a programme to help with the affordability of maintaining and securely storing cycles. Islington's 'Try before you bike' scheme helps people purchase a new cycle with monthly payments (£20 for an adult cycle, £10 for children), with the option of returning the cycle and stopping payments if they choose to.
- **Technological and regulatory solution:** The council will work with other boroughs, TfL and taxi/PHV providers to explore the possibility of a technological and regulatory solution, which would allow specific and time-limited exemptions for taxis/PHVs which are carrying Blue Badge holders who are Islington residents.
- **School Streets:** Ensure the parking provision is retained for Blue Badge holders in the vicinity (70m radius) of all school sites, in accordance with the council's inclusive design guidance. The council is continuing to proceed with a monitoring strategy to ensure that the impacts on traffic are considered.
- **Cycleways.** Consider the negative impact of cycleway infrastructure on the protected characteristics of age, disability, pregnancy and maternity, particularly the impact of bus stop bypasses, wands and stepped tracks, and the removal of pedestrian islands, and engage with particular groups. Monitor the impact of changes to infrastructure and adapt or respond where necessary.

This Resident Impact Assessment has been completed in accordance with the guidance and using appropriate evidence.

Staff members completing this form:

Linda Brosnan, Will Umney  
Transport Planners

Signed: \_\_\_\_\_ Date: [DATE]

Head of Service or higher:

[NAME]

Signed: \_\_\_\_\_ Date: [DATE]