

Equalities Impact Assessment: Full Assessment

Before completing this form you should have completed an Equalities Screening Tool and had sign off from your Head of Service and the Fairness and Equality Team.

This Equality Impact Assessment should be completed where the Screening Tool identifies a potentially negative impact on one or more specific groups but it can also be used to highlight positive impacts.

Summary of proposal

Name of proposal	People-friendly Streets Programme Update
Reference number (if applicable)	N/A
Service Area	Climate Change and Transport
Date assessment completed	31 October 2022

Before completing the EQIA please read the guidance and FAQs. For further help and advice please contact equalities@islington.gov.uk.

1. Please provide a summary of the proposal.

Please provide:

- Context on how the service currently operates (if relevant) and the scope of suggested changes
- The intended beneficiaries and outcomes of the proposal
- Reference to any savings or income generation

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 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 2023 people-friendly streets Executive Paper.

The people-friendly streets programme was 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 the programme is appropriate for moving forward to embed and continue the transformation it set out to achieve in the new, post-pandemic, reality.

The 2020 Resident Impact Assessment (RIA) and 2021 RIA identified the potential negative impacts that the trials could have on people who have protected characteristics (note that in June 2020 and October 2021 all Equalities Impact Assessments in Islington were referred to as Resident Impact Assessments (RIAs). As of November 2021, the council has reverted back to calling them Equalities Impact Assessments (EqIA). The RIAs set out an initial plan to monitor the trials and mitigate any negative impacts which were observed. The council undertook to implement the recommendations of RIAs 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, consultation responses, formal objections and Commonplace comments, reviewed existing literature on LTNs, gathered data on car journeys and commissioned a consultant, with other London boroughs, to develop the case-by-case approach to Blue Badge holder exemptions in low traffic neighbourhoods (LTNs) and liveable neighbourhoods (LNs). This resulted in a change in approach to case-by-case exemptions, which is set out in the 2023 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 transition to the post-pandemic reality and its progress against the longer-term plan. It also sets out the Executive's decision on the areas

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that the programme will focus on and next phases of development for all sub-schemes of people-friendly streets programme.

The 2023 Executive paper covers the following points:

- The continuation of the people-friendly streets programme as outlined in the Executive report of 18 June 2020, Executive report of 14 October 2021 and amended by this report, including: a) School Streets; b) liveable neighbourhoods (including the Blue Badge exemption policy and people-friendly pavements) and c) cycleways.
- The progress on the delivery of the people-friendly streets programme, taking account of monitoring and public consultation results from low traffic neighbourhood schemes.
- The initiation and delivery of School Streets at secondary schools and schools on main roads.
- The implementation of phase three of liveable neighbourhoods (LNs) in the borough.
- The next phase of granting limited exemptions to Islington Blue Badge holders under the Blue Badge exemptions policies in the existing low traffic neighbourhoods and future liveable neighbourhoods.

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 liveable neighbourhoods (LNs), School Streets and cycleways.

Please provide:

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This Equalities Impact Assessment relates to the implementation of the people-friendly streets programme as set out in the 2023 Executive Paper.

2. What impact will this change have on different groups of people?

Please consider:

- Whether the impact will predominantly be external or internal, or both?
- Who will be impacted – residents, service users, local communities, staff, or others?
- Broadly what will the impact be – reduced access to facilities or disruptions to journeys for example?

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 Section 3 under the heading of 'Service user demographics'. 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.

Who will be impacted?

The programme is borough wide.

	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%

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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/> (Data gathered as part of 2021 Census was not available at the time of writing this Equalities Impact Assessment)

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.

The people-friendly streets programme 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

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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; and
- 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; and
- 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.

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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 that 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. For the schemes implemented between July 2020 and January 2021, exemptions to camera-enforced traffic filters 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 for 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 Equality Impact Assessment 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 has 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:

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

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

- the 'Home LTN' exemption policy for Blue Badge holders and;
- the people-friendly pavements project

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The 2023 Executive Paper includes two outcomes to improve access and mitigate the negative impacts identified in trial schemes and in the 'Home LTN' exemption policy for Blue Badge holders:

- the 'Individual Exemption' policy and;
- the continuation of the people-friendly pavements project

Blue Badge exemption policy for existing low traffic neighbourhoods and liveable neighbourhoods

The 'Home LTN' exemption policy

The 'Home LTN' exemption policy offers an exemption to Blue Badge holders who live inside, or on the boundary road of, a low traffic neighbourhood (LTN) or liveable neighbourhood. The exemption only applies for a single LTN and allows Blue Badge holders to register a single car for their personal use. Depending on the information the council already holds, proof of address, identity document, vehicle 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 or LN in which they reside. 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 or LNs. There are 7,788 Blue Badge holders in Islington, 924 of whom have exemption permits for LTNs. There may be additional applicants via the 'Individual exemption' policy, and these numbers will be recorded.

The current 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.¹

¹ [Disabled and low-income pedestrians at 'higher risk of road injury' \(roadsafetygb.org.uk\)](https://roadsafetygb.org.uk)

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The council is monitoring 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. This monitoring will be presented on a scheme by scheme basis and will be taken into consideration at the relevant decision points for each scheme.

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

It is recommended that the designated traffic filters allowing people with exemptions through must be adequately signposted with an 'exemption' plate. This plate uses 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 current exemption policy means that Blue Badge holders who do not live within an LTN or emerging LN are not eligible for the exemption, as journeys by car across their home neighbourhood are not affected by LTN restrictions (these Blue Badge holders could apply via the new 'Individual exemption' route). The decision not to exempt all Blue Badge holders in Islington from all the filters is informed by journey time and length data collected and analysed by Steer consultants (appended to the 2021 Executive Report), which showed that shorter car trips are most impacted by the LTNs while medium or longer journey lengths are not significantly impacted. As disabled people may be less likely to be able to replace these short car trips to and from their home LTN or LN by other travel modes, they could be disproportionately affected by being unable to pass through the filters in their home LTN or LN, which they would meet on every short local journey. Disabled people who do not live in an LTN or LN do not have these short trips restricted in the same way, and impacts on medium and longer journeys are less significant.

The 'Individual Exemption' policy

The 'Individual Exemption' policy will grant exemptions to people in the following categories where evidence is provided that the council agrees demonstrates the need for an exemption due to the negative impact of increased journey times or re-routing of trips:

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1. Person who has a chronic health condition that makes sitting in a car difficult.
2. Person with a condition that means sitting in a car causes overwhelming psychological distress.

The exemption will apply to all camera-enforced filters with 'no motor vehicle' restriction signage in existing and future low traffic neighbourhood (LTNs) or liveable neighbourhoods (LNs) in Islington.

Applicants do not need to live in an Islington LTN or LN to be considered for an exemption.

The exemption will be for a single vehicle which may be the applicant's own or belong to another person. The exemption holder must be in the nominated vehicle, either as a driver or a passenger, when it passes through a traffic filter.

Applicants may appeal an unsuccessful exemption decision and provide additional evidence for consideration.

People-friendly pavements policy

The people-friendly pavements programme is complementary to the reasonable adjustments mentioned in the section above ('Blue Badge exemption policy for existing low traffic neighbourhoods and liveable neighbourhoods') so that all groups can benefit from LTNs and LNs, and to enable equal access to active travel by delivering:

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

As a first step, locations for improvements are identified by carrying out an audit of streets in each ward, liveable neighbourhood or existing low traffic neighbourhood. After the audit is completed, the interventions are being prioritised to inform the order of delivering improvements. To maximise accessibility of the pavements, the council will prioritise changes identified at footways and pavements, these improvements will be delivered as part of the regular maintenance programme. It is council's ambition to implement a series of people-friendly pavements improvements in all existing LTNs as well as future liveable neighbourhoods.

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So far, 44% of the borough has been audited or commissioned to be audited.

The main beneficiaries of the schemes are 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, reducing road danger and improving pavements to enable accessibility of the footways

3. What impact will this change have on people with protected characteristics and/or from disadvantaged groups?

This section of the assessment looks in detail at the likely impacts of the proposed changes on different sections of our diverse community.

3A. What data have you used to assess impacts?

Please provide:

- Details of the evidence used to assess impacts on people with protected characteristics and from disadvantaged groups (see guidance for help)
- A breakdown of service user demographics where possible
- Brief interpretation of findings

This Equalities Impact Assessment 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.

Service user demographics

A breakdown of Islington's demographics compared to London wide data is provided in Section 2 in 'Who will be impacted?' sub-section.

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

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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%).²

Analysis of the London Travel Demand Survey (LTDS)³ during the period 2016-19 shows the breakdown of all trips by mode shown in Table 2:

Mode	All users in London	People with disabilities in Islington
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 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 that 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.

² [Travel in London: Understanding our diverse communities 2019 \(tfl.gov.uk\)](https://tfl.gov.uk)

³ London Travel Demand Survey: <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/consultations-and-surveys#on-this-page->

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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.⁴ Transport for London (TfL) has analysed that two thirds of car journeys in London can be walked or cycled⁵ - 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.

There is also a disparity in the road danger present on minor and main roads, - 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.⁶ 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.⁷ The comparison of data from 2019 and 2021 of 'Killed or Seriously Injured Casualties' in Islington shows a decrease of 13.5%, suggesting that the people-friendly streets programme has 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 and LNs 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.

General positive impacts

Successful implementation of the people-friendly streets programme update 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. LTNs (and LNs) and

⁴ LBI: Streetspace funding guidance - Appendix 7 2021

⁵ GLA: Health Impact of Cars in London 2015

⁶ https://www.sd-commission.org.uk/data/files/publications/fairness_car_dependant.pdf

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

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School Streets have the potential to make journeys more pleasant and easier, with benefits for 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 LTNs and LNs.
- Easy to cross: There will be considerably less traffic on many roads where there people-friendly streets measures. 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 (Islington's Transport Strategy 'Healthy' objective): It is anticipated that as a result of the reduction in vehicle traffic on Islington's streets people with protected characteristics will be empowered to cycle, as an 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 (Islington's Transport Strategy 'Cleaner and Greener' objective): Cars and other motor vehicles are a major source of air pollution. The reduction of traffic on roads where there are people-friendly streets measures 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 (Islington's Transport Strategy 'Safe' objective): Motor vehicles are a source of danger to people walking and cycling on Islington's streets. 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 pavements 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.

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The 'Individual exemption' policy will complement the existing 'Home LTN' exemption policy for Blue Badge holders, allowing eligible people to travel through the camera-enforced filters in the LTNs or LNs.

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, Liveable Neighbourhoods 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 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 improvements 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.

Potential general negative impacts

As has been outlined above, the people-friendly streets programme update 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 Equalities Impact Assessment to examine any negative impacts on residents, particularly those with protected characteristics, to ensure that a robust mitigation plan is in place so that any 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:

Impact on those who travel by private car

The purpose of the LTN and LN 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

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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 and LN 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.⁸ The research 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 that the scheme will result in for those groups and the wider population, as outlined above.

The 'Home LTN' exemption policy at camera-enforced filters for Blue Badge holders within their home LTN or LN for a single vehicle partly mitigates this identified impact on shorter journeys for some disabled people. The 'Individual exemption' policy may also benefit disabled people who find it difficult to travel for long periods of time. However, the exemption does not address the needs of those who rely on taxis or other private hire vehicles.

The impact on residents who may live on main roads surrounding LTNs and Liveable Neighbourhoods

By design, LTN and LN schemes restrict through routes between main roads, which will encourage non-local journeys to take place on the main road network surrounding each LTN and LN area. Currently, 1/3 of car journeys in London are under 2km, a distance which could easily be walked or cycled by many⁹. 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.

⁸<https://democracy.islington.gov.uk/documents/s26001/Appendix%20%20-%20Steer%20Journey%20time%20analysis%20for%20PFS.pdf>

⁹ https://www.london.gov.uk/sites/default/files/health_impact_of_cars_in_london-sept_2015_final.pdf

Please provide:

- Details of the evidence used to assess impacts on people with protected characteristics and from disadvantaged groups (see guidance for help)
- A breakdown of service user demographics where possible
- Brief interpretation of findings

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.

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, initial monitoring for all LTN schemes (apart from St Mary's Church LTN), after they have been in place for around 12 months, have shown an overall negligible decrease (-3%) in change of traffic volumes on main roads¹⁰. Similarly, other boroughs' monitoring data (such as Hackney and Lambeth) have shown that traffic on main roads has not substantially increased following LTN implementation. The council continues to monitor traffic levels and will publish findings.

For future schemes, it is anticipated that immediately following the scheme there will be some displacement while people adjust to new road layouts and identify alternative routes. If displacement has been identified as an issue in the medium term, then this will trigger some of the reactive mitigation measures outlined in section 4.

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 people 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 worsened air quality would impact residents living on the main road network.

¹⁰ Monitoring reports can be found on each scheme's page at <https://www.islington.gov.uk/roads/people-friendly-streets>

Please provide:

- Details of the evidence used to assess impacts on people with protected characteristics and from disadvantaged groups (see guidance for help)
- A breakdown of service user demographics where possible
- Brief interpretation of findings

3B: Assess the impacts on people with protected characteristics and from disadvantaged groups in the table below.

Please first select whether the potential impact is positive, neutral, or negative and then provide details of the impacts and any mitigations or positive actions you will put in place.

Please use the following definitions as a guide:

Neutral – The proposal has no impact on people with the identified protected characteristics

Positive – The proposal has a beneficial and desirable impact on people with the identified protected characteristics

Negative – The proposal has a negative and undesirable impact on people with the identified protected characteristics

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
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Age	Positive and Negative	<p>Positive:</p> <p><u>Young People</u></p> <p>An increase in activity, including walking and cycling, benefits children in terms of reducing childhood obesity.</p> <p>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 should facilitate independent travel for children and young people, which is crucial to healthy child development.</p> <p>Air pollution from motor vehicles 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. Alternative School Streets measures, including green screens and green walls, will reduce noise pollution, improving learning environments for children.</p> <p>Children who have disabilities or mobility impairments may benefit from the 'Home LTN' Blue Badge exemption policy, if their carers live with them inside an</p>	<p>Positive:</p> <p>Permits granted as part of the 'Home LTN' Blue Badge exemption are directly granted to eligible residents (those who are Blue Badge holders, living within an LTN or LN and also holding a Free Resident Parking Permit [FRP] and/or Dedicated Disabled Bay [DDB]). Granting these permits removes the burden of applying, as their registered vehicle details are already known to the council. For Blue Badge holders without an FRP or DDB, a short application will be required to register a vehicle for the exemption. People who do not live in an Islington LTN or LN will be able to apply for an exemption through the 'Individual Exemption' route.</p>
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		<p>LTN or LN. The 'Individual Exemption' policy may also benefit children who, for example, attend a school in an LTN or LN. It is also likely that older people with limited mobility who travel by private car could have Blue Badges and could benefit from the same policy. The positive impacts of LTNs and LNs on local traffic levels, as evidenced by pre-consultation monitoring reports, means less congestion for exempt vehicles.</p> <p><u>Older people</u></p> <p>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 LNs. In addition, older people are also more likely to live with dementia and will benefit from reduced noise pollution. Those older people who are able to increase their active travel may see benefits to their mobility and health.</p> <p><u>Both age groups</u></p> <p>For people of any age who are eligible for an exemption permit, local journeys by motor vehicle will be made shorter and more convenient.</p> <p>The LTNs and LNs 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. Providing safer cycling conditions can increase the propensity of</p>	<p>The council can promote walking and cycling through its Active Travel programme.</p> <ul style="list-style-type: none"> • 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. <p>The council funds Pedal Power sessions for all-ability cycling, enabling people with a range of disabilities to experience safe cycling at the Emirates</p>
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		<p>children and older people to cycle, thereby improving their mental and physical health, independent mobility, social inclusion and improved access to opportunities.</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>Negative:</p> <p>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.</p> <p>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</p>	<p>Stadium and Finsbury Park.</p> <p>Negative:</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>The changes introduced by the limited exemptions for Blue Badge holders ('Home LTN' exemption policy) partly mitigate this identified impact on shorter journeys for some disabled people</p>
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		<p>intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the low traffic neighbourhoods and liveable neighbourhoods. However, this impact is likely to be minimal given the relatively small number of Blue Badge holders who will be exempt from the filters in each LTN and LN.</p> <p>The safety issues posed by a lack of protected cycle lanes at locations where business loading is permitted, may particularly disadvantage older and younger cyclists who may be more vulnerable to collisions and less able to react to collision risks.</p>	<p>(which may include people of all ages, including older people and children / young people).</p> <p>The exemption granted for people through the 'Individual Exemption' policy may also benefit disabled people who do not live in an LTN or LN. However, the exemption does not address the needs of those who rely on taxis or other private hire vehicles.</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</p>
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
			<p>holders who are Islington residents.</p> <p>Traffic levels will be periodically monitored after implementation of the new ETO to ensure traffic is kept at low levels. If traffic increases significantly, a review of the trial scheme's measures would take place.</p> <p>The council will ensure that appropriate signage is used at camera-enforced filters.</p> <p>Engineering solutions will be explored and brought forward to address the lack of segregated lanes where possible.</p>

<p>Disability (include carers)</p>	<p>Positive and Negative</p>	<p>Positive:</p> <p>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%).</p> <p>LTNs, LNs 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.</p> <p>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.</p> <p>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 and LNs, due to the reduction in traffic as a result of the PFS measures.</p> <p>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</p>	<p>Positive:</p> <p>Permits granted as part of the 'Home LTN' Blue Badge exemption policy are directly granted to eligible residents (those who are Blue Badge holders, living within an LTN or LN and also holding a Free Resident Parking Permit [FRP] and/or Dedicated Disabled Bay [DDB]). Granting these permits removes the burden of applying, as registered vehicle details are already known to the council. For Blue Badge holders without an FRP or DDB, a short application will be required to register a vehicle for the exemption. People who do not live in an Islington LTN or LN will be able to apply for an exemption through the 'Individual Exemption' route.</p>
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		<p>than walking.¹¹ The proposals in LNs and existing LTNs will greatly improve conditions for disabled cyclists by reducing road danger without the need for further traffic calming measures.</p> <p>Providing cycle lanes with light segregation will increase the propensity of people with a disability to cycle (including the use of adapted cycles), thereby improving their mental and physical health, supporting independent mobility, social inclusion and improved access to opportunities. The cycle lanes have also been designed in an inclusive way, with widths that can accommodate larger adapted cycles such as tricycles or hand powered cycles.</p> <p>In this way, providing better conditions for cycling can empower more disabled people to cycle, particularly those with impaired balance who may want to choose adapted cycles away from traffic. All traffic filters in the LTNs and LNs 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.</p> <p>When cycleways are implemented, there is usually an opportunity to improve crossing facilities or widen footways, which benefit disabled people.</p> <p>People who are Blue Badge holders who live within an LTN or LN and have access to a vehicle registered in that LTN or LN will also benefit from the proposed</p>	<p>The council funds Pedal Power sessions for all-ability cycling, enabling people with a range of disabilities to experience safe cycling at the Emirates Stadium and Finsbury Park.</p> <p>Negative:</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 and LN schemes.</p> <p>The 'Home LTN' exemption policy and 'Individual exemption' policy mitigates this identified impact on</p>
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¹¹ Wheels for Wellbeing: Assessing the needs and experiences of disabled cyclists 2018

		<p>exemptions at camera-enforced filters in the LTNs or LNs where they reside. The 'Individual Exemption' policy for this exemption may also benefit disabled people who do not live in an LTN or LN). The positive impacts of LTNs and LNs on local traffic levels means less congestion for exempt vehicles.</p> <p><u>Negative:</u></p> <p>Although it will be possible to access all addresses once each LTN or LN 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).</p> <p>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 3, under the heading of 'Service user demographics, 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.</p> <p>The council is therefore exempting Blue Badge holders who live within (or on the boundary of) an LTN or LN from certain local camera-enforced filters as part of the 'Home LTN' exemption policy. Blue Badge holders can</p>	<p>shorter journeys for some disabled people. Disabled people who do not live in an Islington LTN or LN will be able to apply for an exemption through the 'Individual Exemption' route.</p> <p>The exemption granted for people through the 'Individual Exemption' policy may also benefit disabled people who do not live in an LTN or LN. However, the exemption does not address the needs of those who rely on taxis or other private hire vehicles.</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</p>
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		<p>register a single private car for these exemptions, which should improve journey times for local trips.</p> <p>Blue Badge holders who do not live within an LTN or LN 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. However, they will be able to apply for the 'Individual exemption' to travel through the LTNs and LNs.</p> <p>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 2, 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 and LNs as they currently exist.</p> <p>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 or LN) 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</p>	<p>time-limited exemptions for taxis/PHVs which are carrying Blue Badge holders who are Islington residents.</p> <p>Traffic levels will be periodically monitored after implementation of the new ETO to ensure traffic is kept at low levels. If traffic increases significantly, a review of the trial scheme's measures would take place.</p> <p>The council will ensure that appropriate signage is used at camera-enforced filters.</p> <p>Engineering solutions will be explored and brought forward to address the lack of segregated lanes where possible.</p>
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		<p>dilute the benefits of the LTNs. There are 91,000 licenced taxis and PHVs operating in London, as of 2021.¹² This alternative is not considered acceptable. Therefore, for the purposes of the experimental traffic order and any future traffic order that supersedes an ETO, Penalty Charge Notices (PCNs) will apply to non-exempt vehicles going through the filters.</p> <p>If a technological solution can be found that 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 section 3 under the heading of 'Service user demographics').</p> <p>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 and LNs. Disabled people are five times more likely to be injured as a pedestrian than non-disabled people.¹³ Limiting the range of the exemption to Blue Badge holders within their own LTN or LN should help to limit the increase in traffic volumes seen within LTNs and LNs, to mitigate this concern.</p>	
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
		<p>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 to facilitate the delivery 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.</p> <p>The safety issues posed by a lack of protected cycle lanes at locations where business loading is still permitted may particularly disadvantage disabled cyclists who may be less mobile, more vulnerable to collisions and less able to react to collision risks</p>	

¹²[Taxi and Private Hire Vehicle Statistics: England 2021 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

¹³[Disabled and low-income pedestrians at 'higher risk of road injury' \(roadsafetygb.org.uk\)](https://roadsafetygb.org.uk)

Race or ethnicity	Positive	<p>Positive:</p> <p>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”. The reduction of traffic volumes and road danger in each LTN and LN should make cycling a more accessible transport mode among BAME people who are underrepresented among people who cycle for transport and for exercise.</p>	<p>Positive:</p> <p>The council can promote walking and cycling through its Active Travel programme.</p> <ul style="list-style-type: none"> • 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.
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Religion or belief (include no faith)	Neutral	No impacts identified.	N/A
Gender and gender reassignment (male, female, or non-binary)	Neutral	No impacts identified.	N/A

<p>Maternity or pregnancy</p>	<p>Positive and Negative</p>	<p>Positive:</p> <p>Reduced volumes of traffic and speeds in LTNs and LNs will create a less stressful environment, supporting a healthy pregnancy.</p> <p>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.</p> <p>Parents or carers who use cycles or cargo cycles for family mobility will benefit 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.</p> <p>Providing protected cycle lanes can increase the propensity of pregnant people or people with very young children to cycle, thereby improving their mental and physical health. Wider cycle lanes can also more easily be used by parents who use cargo cycles. The lanes have been designed to accommodate larger cycles such as cargo cycles.</p> <p>Pregnant people and unborn children in particular may be adversely impacted by air pollution. LTNs and LNs</p>	<p>Positive:</p> <p>The council can promote walking and cycling through its Active Travel programme.</p> <ul style="list-style-type: none"> • 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. <p>Negative:</p> <p>Traffic levels will be periodically monitored after implementation of the new ETO to ensure traffic is kept</p>
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		<p>are expected to reduce traffic volumes and congestion on Islington roads, which is expected to contribute to improved air quality on these streets.</p> <p>Negative:</p> <p>Although access to all addresses is maintained as part of LTN and LN schemes, pregnant people 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.</p> <p>Removal of residential car parking near to the home of a pregnant person or a person with very young children may decrease their access to services, if reliant on a car for transport.</p> <p>Pregnant people 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 people and unborn children may be particularly impacted by poorer air quality which may result from increased traffic and congestion on their streets.</p> <p>Pregnant people 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</p>	<p>at low levels. If traffic increases significantly, a review of the trial scheme's measures would take place.</p> <p>The council will ensure that appropriate signage is used at camera-enforced filters.</p>
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
		<p>unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs and LNs.</p> <p>Pregnant people 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.</p>	

<p>Sex and sexual orientation</p>	<p>Neutral</p>	<p>Positive:</p> <p>Women - who are more most 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.</p> <p>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.</p> <p>Negative:</p> <p>Some women might feel less safe at night walking than driving if there are lower volumes of traffic traveling through the area, and the LTN and LN restrictions might make local routes longer for vehicles.</p>	<p>Negative:</p> <p>Initial programme-wide monitoring data does not suggest the LTNs have had a negative impact on anti-social behaviour (ASB) and crime, however perception of safety and insecurity can deter people from using active travel modes. The council will investigate improving the public realm in ways which could deter the potential for crime, and to make areas feel subjectively safer. These public realm improvements could include improving sightlines for people walking and introducing new or improved public lighting. In addition, the council is committed to working with its Community Safety Team and the Metropolitan Police to make Islington's streets safer.</p>
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Marriage or civil partnership	Neutral	No specific impacts identified.	N/A

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Other Age (e.g. elderly) (e.g. people living in poverty, looked after children, people who are homeless or refugees)	Neutral	No specific impacts identified.	N/A

<p>Socio-economic status (To be treated as a Protected Characteristic under section 1 of The Equality Act 2010)</p>	<p>Positive and Negative</p>	<p>Positive:</p> <p>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.”¹⁴</p> <p>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.</p> <p>Although the cost of motoring over the past ten years has risen at a lower rate than the cost of living (and significantly lower than rises in public transport costs)¹⁵ it is estimated that owning and running a car in the UK costs around £3,900 per household annually.¹⁶ There is clearly a benefit to those who are economically</p>	<p>Positive:</p> <p>The council can promote walking and cycling through its Active Travel programme.</p> <ul style="list-style-type: none"> • 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. <p>Negative:</p> <p>Steer’s journey time analysis study shows that shorter car</p>
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¹⁴ Equity in new active travel infrastructure: a spatial analysis of London's new Low Traffic Neighbourhoods (2021) <https://osf.io/preprints/socarxiv/q87fu/>

¹⁵ <https://osf.io/preprints/socarxiv/q87fu/>

¹⁶ <https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/expenditure/articles/familyspendingexplorer/2020-03-26>

		<p>disadvantaged if LTNs and LNs reduce this cost burden, by removing the perceived need for a motor vehicle once other options become more attractive.</p> <p>Finally, the greater connectivity via new cycling and walking routes should support social distancing whilst providing better healthy access to employment.</p> <p>Negative:</p> <p>There might be lower income residents who use a private car, for instance for work, and that might be impacted by longer journeys and higher fuel costs.</p> <p>However, evidence shows that 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."¹⁷ This means that any increase of traffic volumes within LTNs or LNs as a result of the</p>	<p>journeys are the most affected by LTNs, and whilst delays might occur, LTNs make cheaper transport options such as cycling more attractive by improving active travel conditions.</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 since October 2021.</p> <p>The council has a programme to help with the</p>
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
		<p>exemption policy could disproportionately impact some of Islington's more deprived communities.</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 or not benefit so much from the improved cycling environment.</p>	<p>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>

¹⁷ Equity in new active travel infrastructure: a spatial analysis of London's new Low Traffic Neighbourhoods (2021) <https://osf.io/preprints/socarxiv/q87fu/>

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?

4. How do you plan to mitigate negative impacts?

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

Negative Impact	Action	Expected outcome	Governance and funding
<p><u>More inconvenient car trips</u></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 combined LTNs, LNs and Blue Badge exemption policies, do not include taxis and private hire vehicles, doctors or carers.</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 and LN schemes. The council will work to promote uptake of this scheme amongst potentially affected groups.</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</p>	<p>Increased use of the Taxicard scheme amongst target participants.</p> <p>An extension of the exemption policy to include more trips by disabled people.</p>	<p>Transport Projects and people-friendly streets team to oversee.</p> <p>Transport for London and London Councils to help explore options and provide funding.</p>

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

	<p>carrying Blue Badge holders who are Islington residents.</p> <p>The 'Home LTN' exemption policy for Blue Badge holders will be complemented by the 'Individual Exemption' policy. This will benefit some people who do not meet the 'Home LTN' policy exemption criteria.</p>		
<p><u>Boundary roads impact</u></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</p>	<p>If mitigations are required, they should lead to improving and more predictable bus journey times.</p>	<p>Transport Projects and people-friendly streets team to oversee.</p> <p>Traffic and Engineering team to liaise with Transport for London if mitigations are required.</p> <p>Funding to be sourced from TfL in the first instance and from council capital as a second resort.</p>

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

	<p>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><u>Boundary roads impact</u></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 (EVCP) and the Ultra-Low Emission Zone (ULEZ) extension since October 2021.</p>	<p>If mitigations are required, they should be designed to improve air quality on main roads.</p>	<p>Transport Projects and people-friendly streets team to oversee, working with the Air Quality team and the Traffic and Engineering team.</p>

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

<p><u>Impacts on car users</u></p> <p>The potential removal of parking bays outside School Streets and cycleways located on main roads as well as related to the Clerkenwell Green public realm scheme – could negatively impact disabled drivers/pregnant people 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.</p> <p>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>The council will monitor the parking usage and parking pressures in the area. Historic parking data will be used to understand the current parking usage before large amounts of parking will be removed. The council will also consult local businesses to understand and determine where loading may be required.</p>	<p>Sufficient number parking spaces to cater for Blue Badge holders needs.</p> <p>‘Individual exemption’ policy should allow for increased number of trips made by Blue Badge holders.</p> <p>If mitigations are required, they should be designed to improve air quality on main roads.</p>	<p>Transport Projects and people-friendly streets team to oversee, working with the Air Quality team, Parking team and the Traffic and Engineering team.</p>	
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Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

<p><u>Cost of a cycle</u></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>These actions should lead to a wider uptake of the use of cycles encouraging wider use of active travel among residents in the LTN or LN or who travel through it</p>	<p>Housing, Community development oversee elements of the cycle storage programme. Transport Strategy and Active Travel oversee public bike hangars and the 'Try before you bike' (TBYB) scheme. Cycle storage and TBYB are council-funded.</p>
<p><u>Street furniture</u></p> <p>People with restricted mobility could be disproportionately disadvantaged by the introduction of new street furniture and infrastructure (such as signage, planters, new trees and cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned.</p> <p>The removal of central islands and pedestrian</p>	<p>The people-friendly pavements 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>Long-term outcomes are for a better public realm, with more people able to access and use footways and other spaces.</p>	<p>Transport Projects and people-friendly streets team will oversee, with works carried out by Traffic and Engineering.</p> <p>Section 106 and CIL can be used at ward level to improve accessibility on pavements and roads.</p> <p>Highways maintenance programme can also contribute to</p>

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

<p>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>Cycleway design will be reviewed from an accessibility perspective, particularly for bus stop bypasses, island and pedestrian refuge removal. The council will always consider the needs of parents or carers with prams or wheelchair users when designing cycleways as well as 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>improving accessibility.</p>
<p><u>Traffic levels</u></p> <p>Traffic on local LTN and LN streets rises as a result of the exemption policy.</p> <p>Benefits of the LTN and LN are diluted, with worsening air and noise pollution, traffic danger, which will hinder uptake to active</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>The council will ensure that appropriate</p>	<p>If mitigations are required, they should be designed to reduce traffic volumes within the LTN or LN.</p>	<p>Transport projects and people-friendly streets to oversee. Monitoring will be funded from the PFS budget.</p>

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

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.

This would impact in particular protected groups such as age, disability and parental status.

However, the impact is likely to be minimal given the relatively small number of Blue Badge holders in the Islington (924 as of September 2022) who will be exempt from the filters.

signage is used at camera-enforced filters.

There might be no exemptions at traffic filters where there is a road danger such as lack of visibility.

5. Please provide details of your consultation and/or engagement plans.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

After each low traffic neighbourhood scheme has been in place for around 12 months, a public consultation has been planned to take place. Six out of seven low traffic neighbourhoods (apart from the St Mary's Church LTN, implemented in February 2022) underwent public consultation. Full consultation reports for each LTN are appended to the delegated decision reports (DDR) and the DDRs themselves summarise elements of the consultations.

A robust engagement strategy has been prepared for all liveable neighbourhood schemes. All LN schemes will be a subject to pre-engagement activities and public consultation prior to implementation. Details of the engagement strategy for liveable neighbourhoods can be found in the 2023 Executive report that this Equalities Impact Assessment is appended to.

The introduction of the Blue Badge exemption policy was set out in the council's [Executive Report](#) of 14 October 2021. This document, and the 2021 Executive report [resident impact assessment](#), contain more details on the engagement carried out to develop the policy.

In response to engagement since the publication of the 2021 Executive Report, the council has simplified the application process by automating the granting of an exemption where possible for Blue Badge holders living within LTNs and future LNs in Islington.

In response to recent and historic engagement with disability amenity groups and individuals, the council developed an 'Individual exemption' policy, which involves a case-by-case consideration for individuals requesting an exemption beyond the standard 'Home LTN' approach. Applicants do not need to live in an Islington LTN or LN to be considered for an exemption.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

It is not proposed to hold a formal public consultation on the 'Individual Exemption' policy as public feedback will be gathered from the residents during the policy's trial implementation period. Holding a public consultation in advance of implementing the policy would mean that the individual exemption would not be implemented until a later date, delaying its benefits for eligible individuals.

The 'Individual Exemption' policy will instead be implemented on a trial basis from January 2023 to the end of March 2023. The policy will be trialled as it is set out in section 3 of the Joint Board decision report on the 'Individual Exemption' policy. During this time, residents and/or road users will be invited to submit feedback via an online form.

Following the trial of the 'Individual Exemption' policy, an Executive decision will be made on whether to adopt the policy in its current form or with amendments in response to submitted feedback during the trial and/or experience of its operation. The results of the feedback will be published as part of the Executive report.

In response to recent and historic engagement with disabled groups with regards to the need for exemptions for disabled taxi users and disabled people who may not have Blue Badges, the council acknowledges that the implementation of this policy will not benefit those users and is limited. The justification and rationale for the exclusion of taxis is explained in more detail in section 3B of this Equality Impact Assessment.

The council will continue to engage directly with groups representing disabled people and disabled individuals as part of the wider people-friendly streets programme. In May 2022 the council established the Islington Transport Accessibility Advisory Group, which gathers officers and representatives of disability and mobility groups to discuss transport-related topics. The group provides the opportunity for community groups to advise on emerging policy relating to transport and people-friendly streets at an early stage and give advice on engagement approaches, from exemptions to people-friendly pavements.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

Further feedback will be taken into account in final decisions on the experimental traffic orders for all low traffic neighbourhood and LN schemes.

6. Once the proposal has been implemented, how will impacts be monitored and reviewed?

Please provide details in the table below.

Action	Responsible team or officer	Deadline
Traffic volumes in LTNs and LNs will be monitored.	Transport projects and people-friendly streets team.	Ongoing
The number of exemption permits issued will be monitored.	Transport projects and people-friendly streets team. Blue Badge team.	Monthly reports
Feedback from Blue Badge holders will be monitored.	Transport projects and people-friendly streets team. Blue Badge team.	Ongoing

Please send the completed EQIA to equalities@islington.gov.uk for quality checking by the Fairness and Equality Team. All Equality Impact Assessments must be attached with any report to a decision-making board and should be made publicly available on request.

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

Member	Name	Signed	Date
Staff member completing this form	Dominika Piotrowska	Dominika Piotrowska	16 November 2022
Fairness and Equality Team	Hayley Sims	Hayley Sims	16 November 2022
Director or Head of Service	Martijn Cooijmans Director Climate Change & Transport		16 November 2022