

Resident Impact Assessment

Clerkenwell Green People Friendly Streets Scheme: Low Traffic Neighbourhood

Service Area: Planning and Development

1. What are the intended outcomes of this policy, function etc.?

Nothing will ever be quite the same again after the current COVID-19 health crisis. Without timely and concerted action, Islington's streets will become unsafe and unhealthy as social distancing measures are revised and activity returns to the streets. The Council must therefore act now to ensure that the borough's streets are healthy and people-friendly.

The Council's response is that all people would feel better walking or cycling down their street if it is a pleasant, people-friendly place. People Friendly Streets (PFS) will therefore:

- make it easier, safer and more pleasant to walk and cycle on Islington's streets as part of everyday life
- ensure that the borough's streets are healthier and greener for all
- make it easier to practice social distancing now and in the future

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 in poor health. The Council is therefore committed to developing a borough-wide programme of people-friendly streets, which includes the delivery of Low Traffic Neighbourhoods (LTN). An LTN will be introduced in the Clerkenwell Green area in September 2020.

The Clerkenwell Green area experiences significant levels of 'rat-running' traffic for a residential neighbourhood with narrow streets and narrower footways. Vehicles use the

area to cut between Farringdon Road in the west, and several areas to the east including Goswell Road, City Road, Old Street, and Shoreditch. The Clerkenwell Green LTN will be delivered as part of Islington’s PFS Programme and will provide a more pleasant environment for walking and cycling at a safe distance. It will be introduced under an Experimental Traffic Order (ETO) which will be implemented in early September 2020.

Local people know their own neighbourhoods best. The first stage of public early engagement with the council’s PFS programme began on 29 May 2020 using the Commonplace online platform to gather local insight into road issues across the borough. The LTN schemes, including at Clerkenwell Green, will be implemented on a trial basis (under the above mentioned ETO), and will be reviewed in light of monitoring and feedback from local people, including a full public consultation approximately a year after the implementation of the trial.

The implementation of a borough-wide programme of PFS will support the council’s objective of achieving net zero carbon emissions in Islington by 2030. It will also contribute to the delivery of a Fairer Islington by: making it easier and safer for people to travel on foot, by bicycle 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.

This RIA relates to the implementation of the Clerkenwell Green LTN in the Clerkenwell Ward.

2. Islington Residents Profile

The Clerkenwell Green LTN is located in Clerkenwell ward.

	London Total: 8,173,941	Islington Total: 206,125	Clerkenwell Ward Total: 11,490
Gender: Female	51%	51%	49%
Gender: Male	49%	49%	51%
Age: Under 16	20%	16%	12%
Age: 16-24	12%	14%	20%
Age: 25-44	36%	42%	40%

Age: 45-64	21%	19%	20%
Age: 65+	11%	9%	8%
Disabled	14%	16%	15%
Ethnic group: BME	40%	32%	27%
Ethnic group: White	60%	68%	71%
Religion or belief: Christian	48.5%	40%	41%
Religion or belief: Muslim	12%	9%	7%
Religion or belief: Other	10%	4%	1%
Religion or belief: No religion	21%	30%	31%
Religion not stated	8.5%	17%	17%

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%. The larger percentage of Islington people who have a disability is particularly significant for this RIA and is referred to in the assessment of equalities impacts.

Socio-economic and disability data indicates that Clerkenwell Ward has slightly more deprivation than London overall, but less deprivation than Islington as a whole. 13% of Clerkenwell ward residents are listed as 'out of work' compared to 17% in Islington, and Clerkenwell has an Index of Multiple Deprivation (IMD) score of 27, 13 points lower than the Islington average of 36. For reference, London's average IMD score is 24.

Clerkenwell has a slightly lower percentage of disabled residents, at 15% compared to Islington's 16%.

There is a lower percentage of BMEs in the Clerkenwell ward, with the Islington average being 32% and Clerkenwell 27%.

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 (78%), bus (55%), car as passenger (44%) and car as driver (24%)¹.

3. Equality impacts of Clerkenwell Green People Friendly Streets

Overview

The implementation of the Clerkenwell Green LTN would deliver positive impacts overall in terms of supporting public health, improved air quality, and accommodating and enabling active travel. Clerkenwell Green LTN has the potential to contribute to creating a Fairer Islington by: supporting local shops and businesses; making it easier and safer for people to travel on foot, by bicycle and public transport; supporting people to live healthier lives; and enabling residents to remain socially active and connected to their community.

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

On balance the council has a responsibility to its residents to ensure that the Equalities Act is upheld in all its work and projects.

This assessment considers both positive and negative impacts of the proposals whereby 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 an equalities group. For example, while some disabled people may rely on cars 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.

¹ Travel in London: Understanding our diverse communities 2019, (TfL, 2019)

This RIA

This RIA identifies general positive and negative impacts for equalities groups and details the specific positive and negative impacts of the Clerkenwell Green PFS scheme.

a. Specific positive impacts

Protected Characteristic: Age

The Clerkenwell Green LTN area is a densely populated and built-up area with historic character and a scarcity of open spaces.

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. Reduced road danger should facilitate independent travel for children and young people, which is crucial to healthy child development.

Older people, who have higher instance 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 area. In addition, older people are also more likely to live with dementia and will benefit from reduced noise pollution.

The Clerkenwell Green LTN 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.

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

Protected Characteristic: Disability

Compared to the London average, a slightly higher proportion of people in Clerkenwell ward identify themselves as being disabled (London 14%, Clerkenwell 15%); however, Clerkenwell also has a lower proportion than the Islington percentage of 16%.

Pedestrian enhancements could be of particular benefit to people with a disability in terms navigating an urban environment, including but not limited to those using walking aids, wheelchair or mobility scooter.

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, people with a disability may feel more comfortable accessing the businesses in Clerkenwell Green, 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. The proposals in Clerkenwell Green will greatly improve conditions for disabled cyclists by reducing road danger without the need for further traffic calming measures.

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 modal filters in Clerkenwell Green have been designed in a way that is inclusive and accessible to larger cycles such as tricycles and cargo cycles.

Protected Characteristic: Gender reassignment

No specific impacts identified.

Protected Characteristic: Pregnancy and maternity

Reduced volumes of traffic and speeds 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.

Parents who use bicycles or cargo cycles for family mobility will benefit from traffic filtering. The road closures will be designed in a way that is permeable and accessible to larger cycles. It is also anticipated that increased safety for cyclists will empowering parents to use cargo bikes who don't currently.

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

Protected Characteristic: Race

Developing research has concluded that Black, Asian and Ethnic Minority people are twice as likely to die of coronavirus in the UK than white British 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 Clerkenwell Green proposals will create opportunity for safe physical distancing.

The measures will also decrease the traffic on roads around Clerkenwell Green, which will reduce road danger and thereby empower more cycling 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 baby prams, and expectant mothers and mothers with young children - may also particularly benefit from improved walking and cycling conditions and reduced traffic levels.

In London, women are less represented than men in cycling, and lack of cycle infrastructure disproportionately impacts women, attributable in part to a more risk averse attitude to mixing with traffic. Reduced traffic and new cycle infrastructure will therefore benefit and empower more women to cycle.

Protected Characteristic: Sexual orientation

No specific impacts identified.

Protected Characteristic: Socio-economic status

Busier roads often 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.

Car ownership is generally correlated 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 Clerkenwell Green PFS Scheme aims to benefit non car owners.

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

b. Potentially general negative impacts

As has been outlined above the Clerkenwell Green LTN measures will have many positive benefits for residents and businesses, and specifically for those with protected characteristics as discussed above. It is the purpose of this resident impact assessment to also 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.

Two key negative impacts of the Clerkenwell Green PFS scheme have been identified and considered below:

C1: Impact on those who rely on car usage

The purpose of the Clerkenwell Green 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 Clerkenwell Green LTN scheme, vehicles travelling to the area will be able to access or drive very close to access points of all properties. The greatest distance that someone will have to travel from door to vehicle is 16 metres. Whether driven by residents, businesses, visitors or deliveries from any direction none of the measures being introduced will stop people from driving to and from the area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets.

Although the proposals maintain vehicle access to the area and to or close to all properties, the changes may result in increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

It should be acknowledged that longer routes are more likely to inconvenience some older or disabled residents more than others and these specific impacts on those groups is broken 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.

C2: The impact of residents who may reside on the main roads surrounding the Clerkenwell Green area (Farringdon Road, Roseberry Avenue, St. John Street, Skinner Street, Clerkenwell Road)

By design the Clerkenwell Green LTN scheme will restrict through routes in Clerkenwell Green which will encourage non-local journeys to take place on main road network surrounding the LTN area. In this case those roads are Farringdon Road, Clerkenwell Road, Roseberry Avenue, St. John Street and Skinner Street. Over two thirds of car journeys in Islington could be walked or cycled – a shift which can become a reality when walking and cycling conditions are much improved. Although it is expected with the proposed measures that many local trips will be made by walking, cycling and scooting, rather by car, 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.

Increases in congestion, community severance and worse air quality would impact 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. 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, then this will trigger some of the reactive mitigation measures outlined in section 4.

In the below section these two impacts are broken down into how it may impact different groups with protect characteristics along with other potential impacts.

c. Specific negative impacts

Some specific impacts have been identified for protected characteristic groups.

Protected Characteristic: Age

C1: Although it will be possible to access or get very close (within 16 metres) to all addresses once the scheme has been implemented, older people 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.

Other: Older and young people could be disproportionately disadvantaged by the increase in cycling and increased risk of conflict between pedestrians and cyclists if cycle infrastructure is not designed properly.

Protected Characteristic: Disability

C1: Although it will be possible to access or get very close (within 16 metres) to all addresses once the scheme has been implemented, disabled residents or visitors 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. As referenced in the resident profile section data indicates that private cars are just one means of travel for disabled residents and therefore should be considered on balance with the benefits.

The design of this scheme has considered that because access close to every address is maintained, exempting blue badges, taxi's or cars for hire holders from the camera enforced closures and the resulting increase in convenience does not outweigh the many benefits to all people from a decrease in through traffic in the area. Therefore, for the purposes of the Experimental Traffic Order, parking control notice tickets will apply

to any vehicle going through the exemptions, though as outlined below in actions this can be reviewed following statutory consultation in September 2021.

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 Clerkenwell Green scheme.

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

Other: Disabled people could be disproportionately disadvantaged by the increase in cycling and increased risk of conflict between pedestrians and cyclists if cycle infrastructure is not designed properly.

Disabled people could also be disproportionately disadvantaged by the introduction of new street furniture and infrastructure (such as signage) which may affect their accessibility if infrastructure is not suitably positioned.

Protected Characteristic: Gender re-assignment

No specific impacts identified.

Protected Characteristic: Pregnancy and maternity

Other: 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 if new cycle infrastructure is not designed properly.

C1: Although access to or very close (within 16 metres) to all addresses is maintained as part of the scheme, 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.

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.

Protected Characteristic: Socio-economic status

Other: Purchasing and maintaining a bicycle can be prohibitively expensive, meaning people with less disposable income may be less able to own a bike than those with more disposable income. This in turn would mean they wouldn't have equal access to the new cycle infrastructure or not benefit so much from the improved cycling environment.

C2: Lower income households are more likely to use buses, which could be impacted by the displacement of traffic to main roads. Should any traffic displacement occur, it could have a disproportionately negative impact on more deprived communities, with consequences in terms of congestion, severance and air quality.

4. Safeguarding and Human Rights impacts

a. Safeguarding risks and Human Rights breaches

Please describe any safeguarding risks for children or vulnerable adults AND any potential human rights breaches that may occur as a result of the proposal? Please refer to section 4.8 of the [guidance](#) for more information.

No safeguarding risks for children or vulnerable adults, or human rights breaches, have been identified as likely resulting from the Clerkenwell Green Scheme

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

- Article 1 of the First Protocol – the protection of property; and
- Article 8 of the First Protocol – 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, if the scheme is implemented, 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 council considers the proposal to be in the public interest.

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 Clerkenwell Green LTN 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 to discuss further.

5.Action

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 people with disabilities or older people</p>	<p>The project team will engage with disabled groups in the months immediately following installation in order to understand impacts and develop mitigation actions if considered required.</p>	<p>Transport Planning</p>	<p>Early discussion before December 2020</p> <p>Disability focus group as part of consultation during June 2021</p>


Negative Impact	Action	Responsible person or team	Deadline
<p>C2: Main roads impact Possible increase of bus journey times which would impact on older, disabled or lower income residents disproportionately.</p>	<p>A robust and comprehensive monitoring strategy will be put in place to gather data on the displacement impacts on main roads. This data will be considered carefully in deciding to transition to a permanent traffic order.</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 Planning Transport for London Traffic and Engineering</p>	<p>March 2022 for 18 month monitoring data. December 2022 for bus mitigation schemes.</p>
<p>C2: Main roads impact Possible increasing in air pollution on the main roads which would impact disproportionately on residents living on main roads</p>	<p>A robust and comprehensive monitoring strategy will be put in place to gather data on the displacement impacts on main roads including air quality data where possible. This data will be considered carefully in deciding to transition to a permanent traffic order.</p> <p>Air quality schemes are being rolled out in parallel, for instance the installation of Electric Vehicle Charging Points, School Streets and the Ultra-Low Emission Zone extension will take effect in October 2021.</p>	<p>Transport Planning Air quality Team Traffic and engineering</p>	<p>March 2022 for 18 month monitoring data. Air quality schemes roll out is ongoing</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>Other: Older and young people could be disproportionately disadvantaged by the increase in cycling and increased risk of conflict between pedestrians and cyclists if cycle infrastructure is not designed properly.</p>	<p>Potential conflict to be designed out, and a focus on legibility, all designs for Clerkenwell Green have been reviewed by an inclusive design officer</p> <p>The engagement with disabled groups outlined will also identify if there are outstanding issues with regards to risks of conflict between pedestrians and cyclists.</p> <p>All cycle infrastructure should be designed for residents from all walks of life, so that cycling is an accessible option regardless of age, disability or types of cycles used.</p>	<p>Transport Planning, Traffic & Parking</p>	<p>Sept 2021</p>
<p>Other: Purchasing and maintaining a cycle can be prohibitively expensive, meaning 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 wouldn't 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 and although cycle hire does provide some affordable access to cycling, the pricing mechanism favours those who can afford greater one-off payments for passes, for example. Islington's 'Try before you bike' scheme helps people purchase a new bicycle with monthly payments (£20 for adult bike, £10 for children), with the option of returning the bicycle and stopping payments if they choose to.</p>	<p>Housing, Community development and transport planning.</p>	<p>On going</p>

Negative Impact	Action	Responsible person or team	Deadline
Other: Persons with restricted mobility could be disproportionately disadvantaged by the introduction of new street furniture and infrastructure (such as signage) which may affect their accessibility if infrastructure is suitably positioned.	<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>The engagement with disabled groups outlined above will also identify if there are outstanding issues with accessibility for persons with restricted mobility.</p>	Transport Planning, Traffic and engineering	On going

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

Staff member completing this form:


Transport Planner

Signed:  Date: 15/10/2020

Head of Service or higher:

Martijn Cooijmans - Head of Strategic Projects, Transport Planning Planning & Development, Traffic and Parking


Signed: _____ Date: 15/10/2020