

Resident Impact Assessment

St Peter's People Friendly Streets Scheme: Changes to the Low Traffic Neighbourhood

Service Area: Climate Change & Transport

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

Nothing will ever be quite the same again after the COVID-19 health crisis. Concerted and timely action has been needed to make sure that Islington's streets remain safe and healthy as social distancing measures are revised and activity returns to the streets. In response to the pandemic the council acted swiftly to implement a Low Traffic Neighbourhood in the St Peter's area in July 2020 consisting of four traffic filters designed to stop through traffic cutting through the area.

The people-friendly streets (PFS) programme aims to:

- 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).

The St Peter's Low Traffic Neighbourhood scheme has been working well since its implementation in July 2020. However, after implementation it became apparent that there

was an unacceptable increase in traffic cutting through the Packington Estate, as evidenced by feedback from residents and the council's monitoring.

To mitigate this the council is proposing to relocate the existing bus gate on Prebend Street to just west of the junction of Coleman Fields and add a new filter at Coleman Fields. Both filters will be camera-controlled. The existing width restriction on Prebend Street will be removed so that the emergency services and commercial vehicles can pass through to access the area. The existing shared use parking bay on Basire Street will be converted into a loading bay for local businesses.

This RIA relates to the implementation of changes to the St Peter's LTN in the St Peter's Ward.

2. Islington Residents Profile

St Peter's LTN is located within the ward of St Peter's.

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

	London	Islington	St Peter's Ward Total:14,072
	Total: 8,173,941	Total: 206,125	
Gender: Female	51%	51%	49%
Gender: Male	49%	49%	51%
Age: Under 16	20%	16%	14.7%
Age: 16-24	12%	14%	13.3%
Age: 25-44	36%	42%	43.3%
Age: 45-64	21%	19%	19.6%
Age: 65+	11%	9%	9.1%
Disabled	14%	16%	16%
Ethnic group: BME	40%	32%	35%
Ethnic group: White	60%	68%	65%
Religion or belief: Christian	48.5%	40%	43.3%
Religion or belief: Muslim	12%	9%	9.5%
Religion or belief: Other	10%	4%	3.2%
Religion or belief: No religion	51%	51%	30%
Religion not stated	49%	49%	14%

Table 1 - demographics of London, Islington and ward

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

Profile analysis

There are more people who identify themselves as having a disability in Islington than the London average. 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.

The project area covers the ward of St Peter's. Socio-economic and disability data indicates that St Peter's Ward has more deprivation than the Islington average and is rated as 4th in the borough.

There is a slightly higher than average percentage of people who are BME in the St Peter's ward, with the Islington average being 32% and St Peter's 35%.

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%.)

3. Equality impacts of St Peter's People Friendly Streets

Overview

The implementation of the changes to the St Peter's LTN would support the existing Low Traffic Neighbourhood measures in delivering positive impacts overall in terms of supporting public health, improved air quality, and accommodating and enabling active travel. St Peter's 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 cycle 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 Low Traffic Neighbourhood are people walking, using wheelchairs or other mobility aids, cycling (including cycles adapted for disabilities) or using mobility scooters, by the removal of through-traffic from the scheme area and the reduction of 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. 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 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.

This RIA

This RIA identifies general positive and negative impacts for groups with protected characteristics and details the specific positive and negative impacts of the changes to the St Peter's PFS scheme.

During the first lockdown from March 2020, public transport trips fell significantly across London due a reduction in the demand for travel and the need to maintain social distancing which severely restricts public transport capacity.

Social distancing rules have undergone some changes since the first lockdown, but still remain in place at the current time. A form of social distancing may remain in place for the foreseeable future, and public confidence in using public transport may not fully return. As a result more people could be drawn to driving, resulting in increased congestion on roads, increased pollution and conflicts with people walking and cycling.

Islington has one of the lowest proportions of car ownership per household in the country, with 65% of households having no access to a car¹. TfL has analysed that two thirds of car journeys in London can be walked or cycled² - this proportion is likely to be even greater in an inner London borough like Islington. This has two implications: that a majority of people in Islington rely on walking and cycling for their daily trips rather than driving, and that many existing car journeys could be shifted to active travel modes, with public health and air quality benefits for all Islington residents.

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

a. Generally positive impacts

Successful implementation of the changes to the St Peter's LTN should support the creation of streets that welcome people from all walks of life and represent a fairer balance of different modes of travel.

The St Peter's LTN has reduced road danger and community severance caused by traffic, which should provide benefits to all residents with protected characteristics.

The design of the scheme has been developed with the aim to improve Highbury in alignment with the healthy streets indicators:

¹ TfL London Travel Demand Survey 2013/14

² https://www.london.gov.uk/sites/default/files/health_impact_of_cars_in_london-sept_2015_final.pdf

- Pedestrians from all walks of life: As a result of this scheme all people walking, using wheelchairs or other mobility aids will benefit from a reduction in road danger as a result of the reduction in vehicles traveling through St Peter's.
- Easy to cross: as a result of this scheme there will be considerably less traffic on many roads in St Peter's. This will mean that there are more opportunities to cross informally and formal crossings will be safer for people who are walking.
- Not too noisy: the reduction in traffic on main roads will also lead to a reduction in noise pollution
- People choose to walk and cycle: it is anticipated that as a result of the reduction in vehicle traffic on the roads of Islington it will empower people with protected characteristics to cycle as a big obstacle to cycling for many people is fear of traffic.
- Clean air: cars and other motor vehicles are a major source of air pollution. The reduction of traffic in the St Peter's LTN is anticipated to lower the air pollution in St Peter's which is a largely residential area.
- People feel safe: motor vehicles are a source of danger to people walking and cycling on the roads. The reduction in motor vehicles is expected to make people feel safer when walking and cycling thereby empowering more people to do so.

Below these generally positive impacts are made specific in how they could materialise for people with protected characteristic.

b. Specific positive impacts

Protected Characteristic: Age

St Peter's LTN area is a densely populated and built-up area with 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 changes to the St Peter's LTN will maintain the 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 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 higher proportion of people in St Peter's identify themselves as being disabled.

Pedestrian enhancements could be of particular benefit to people with a disability in terms of 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.

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 St Peter's 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 St Peter's, including the new ones as part of this scheme, 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.

Protected Characteristic: Gender reassignment

No specific impacts identified.

Protected Characteristic: Pregnancy and maternity

Reduced volumes of traffic and speeds - particularly in the Packington Estate 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 Packington Estate and in the vicinity of schools.

Parents who use cycles 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 empower parents to use cargo bikes who don't currently.

The modal filters may create informal play space for children specifically around closure locations where there will be very low traffic following implementation. Reduced traffic and speeds in the Packington Estate will create safer conditions for children.

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 as 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 for people wishing to avoid public transport as the country emerges from the health emergency.

The St Peter's measures have decreased traffic on roads within St Peter's 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. The proposed changes will maintain or enhance these opportunities.

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. The proposals will particularly benefit women in the Packington Estate.

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 across the LTN and in the Packington Estate will 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 St Peter's PFS Scheme aims to benefit non car owners and the proposed changes will re-enforce this.

The Packington Estate contains social housing and people on low incomes and low car ownership. These residents will benefit from the proposals since less traffic will be passing through the estate.

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

c. Potentially general negative impacts

As has been outlined above the proposed changes will have many positive benefits for St Peter's residents and businesses and specifically for those with protected characteristics. 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 St Peter's scheme have been identified and considered below:

C1: Impact on those who rely on car usage

The purpose of the St Peter's 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 St Peter's LTN scheme the whole area is fully accessible to all vehicles traveling into the area. Whether driven by residents, businesses, visitors or deliveries from any direction none of the measures introduced stopped people from driving to and from the area. However, some routes had to be changed by driving to and from the nearest main road rather than across local streets.

Vehicle access is maintained to every street and address as part of this scheme, therefore the changes do not limit the ability of those who rely on cars to travel.

However, residents living in the extension of the green sub-area (see appendix 1) and residents of Packington Estate would now access and egress the LTN via Essex Road rather than New North Road which may result in longer journey times for residents living in these

areas who rely on private motor vehicles or taxis and could increase the cost of these journeys.

It should also 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 down 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 the replacement of the shared use parking bay on Basire Street with a loading bay

A potential negative impact of the scheme is that some people who rely on the shared use parking bay on Basire Street may have to park further away, as the scheme requires the removal of shared use bay to install a new loading bay for the New North Road businesses to use. Older people and people with disabilities who rely on this parking may be inconvenienced by these changes. There are pay by phone bays close by across the road on Elizabeth Avenue and on St Paul Street.

To address the above:

- drop-off and pick-up of passengers using taxis or private cars will be possible from the new loading bay and side roads
- passengers requiring the deployment of wheelchair ramps will be able to use the new loading bay or use side roads to access the footway
- Islington will investigate whether a new pay by phone and business permit bay can be introduced on Shepperton Road which would be approximately 173m away when accessed on level surfaces via a zebra crossing across New North Road
- The loading bay will be installed as an Experimental Traffic Order
- The council will hold a public consultation on the trial proposals in September 2021

d. Specific negative impacts

Some specific impacts have been identified for protected characteristic groups

Protected Characteristic: Age

C1: Although access to all addresses is maintained as part of the scheme, 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.

Residents living in the extended area (See appendix 1) and residents of Packington Estate would now access and egress the LTN via Essex Road rather than New North Road which may result in longer journey times for these residents.

C2: Some people who rely on the shared use parking bay on Basire Street may have to park further away.

Other: Older and young people could be disproportionately disadvantaged by the increase in cycling and increased risk of conflict between people walking and cycling if cycle infrastructure is not designed properly. This may be offset by the reduction in motor traffic and overall reduction in road danger

Protected Characteristic: Disability

C1: Although access to all addresses is maintained as part of the scheme, 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. Residents living in the extended area (See appendix 1) and residents of Packington Estate would now access and egress the LTN via Essex Road rather than New North Road which may result in longer journey times for these residents. 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 to every address is maintained, exempting blue badges, taxis or cars for hire holders from the camera enforced closures does not outweigh the many benefits to all people from a decrease in through traffic in the area. So for the purposes of the Experimental Traffic Order, Penalty Charge Notices will apply to any vehicle going through the traffic filters, except for local buses on the Prebend Street filter.

C2: The removal of shared use parking near to the home of a person with a physical, visual or cognitive disability may decrease their access to services, if reliant on a car for transport.

Other: Disabled people could be disproportionately disadvantaged by the increase in cycling and increased risk of conflict between people walking and cycling if cycle infrastructure is not designed properly. This may be offset by the reduction in motor traffic and overall reduction in road danger.

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 people walking and cycling if new cycle infrastructure is not designed properly.

C1: Although access 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. Residents living in the extended area (See appendix 1) and the Packington Estate would now access and egress the LTN via Essex Road rather than New North Road which may result in longer journey times for these residents. Longer journeys may also involve higher costs.

C2: Removal of shared-use car parking near to the home of a pregnant woman or a woman with very young children may decrease their access to services, if reliant on a car for transport.

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 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 would not have equal access to the new cycle infrastructure or not benefit so much from the improved cycling environment.

4. Safeguarding and Human Rights impacts

a. Safeguarding risks and Human Rights breaches

No safeguarding risks for children or vulnerable adults, or human rights breaches, have been identified as likely resulting from the St Peters 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 using vehicles may no longer be able to use the most direct access to their homes in the St Peter's Low Traffic Neighbourhood. However

alternative access will remain 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 measure 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 changes to the St Peter's Low Traffic Neighbourhood will impede the rights to individuals to respect for private and family life either in public or on private land. Further, the rationale for the measures is to 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?

C1: Impact on those who rely on car usage

Longer and more costly trips if taxis or private hire vehicles are relied on for people with disabilities or older people.

Action: As part of the public consultation taking place during September 2021 Islington will proactively engage with disabled groups and individuals within the St Peter's LTN area to ensure proportional representation and to ensure any inconvenience or experiences are accurately recorded and considered in deciding whether to transition to a permanent traffic order. This engagement will likely take the form of a disability focus group or workshop.

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. For eligible residents this could offset some of the increase in costs resulting from slightly longer routes in the St Peter's Low Traffic Neighbourhood.

Responsible person or team: Transport Planning

Deadline: Disability focus group as part of consultation during Autumn 2021

C2: Impact of the replacement of the shared use parking bay on Basire Street with a loading bay

Some people who rely on the shared use parking bay on Basire Street may have to park further away.

Action: The council will investigate the feasibility of installing a new shared use bay on Shepperton Road if required.

Responsible person or team: Transport Planning Traffic and Engineering

Deadline Public consultation in Autumn 2021

Other: Conflict between scheme users

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

Action: Potential conflict to be designed out, and a focus on legibility. All designs for St Peter's have been reviewed by an inclusive design officer.

The engagement with disabled groups outlined will also identify if there are outstanding issues with regards to risks of conflict between people walking and cycling.

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. The design of infrastructure should have appropriate dimensions to accommodate adapted cycles and cargo cycles.

Reduction in motor traffic could mitigate or 'cancel out' and potential risk from increased cycle traffic.

Responsible person or team: Transport Planning, Traffic & Parking

Deadline: Autumn 2021

Other: Cost of cycling

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.

Action: 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 cycle with monthly payments (£20 for adult cycle, £10 for children), with the option of returning the cycle and stopping payments if they choose to.

Responsible person or team: Housing, Community development and transport planning.

Deadline: On going

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

Staff member completing this form:


Project Manager Climate Change and Transport

Signed:  Date: 08/06/2021

Head of Service or higher:

Martijn Coojmans - Interim Director Climate Change and Transport


Signed: _____ Date: 02/06/2021