

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	Decision to make St Peter's people-friendly streets Low Traffic Neighbourhood trial a permanent scheme
Reference number (if applicable)	
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

The St Peter's Low Traffic Neighbourhood (LTN) is part of the council's people-friendly streets (PFS) programme that was agreed by the council's Executive on 18 June 2020. The decision to introduce the St Peter's LTN as an 18-month trial was taken by then Corporate Director of Environment and Regeneration in consultation with the Executive Member for Environment and Transport on 25 June 2020. The scheme was implemented through an Experimental Traffic Order (ETO) that was made on 26 June 2020 and came into force on 3 July 2020. Two further ETOs were made on 9 June 2021 (coming into force on 25 June 2021) and 4 January 2022 to enable changes to the LTN. After positive final monitoring results, the council is now planning on making the St Peter's LTN trial permanent under a Traffic Management Order.

The St Peter's LTN uses five traffic filters, which are point closures of streets in the area.

- 4 traffic filters with exemptions for STP permit holders: Colebrooke Row, St Peter's Street (junction with Wharf Road), Prebend Street, and Coleman Fields.
- 1 traffic filter without exemption for STP permit holders at Danbury Street (cyclists access only).

Originally, the St Peter's LTN was designed so traffic filters applied to all people driving without any exemptions, beyond emergency vehicles and some council service vehicles. The council's initial rationale to not provide exemptions was based on three reasons:

- Access to all addresses is maintained within LTNs, but routes may need to change.
- To create a safer environment for people to walk, wheel and cycle by significantly reducing motorised traffic on local streets.
- To reduce congestion and air pollution on the main roads. The objective of people-friendly streets is to reduce the overall number of trips, by supporting a change of transport away from private cars.

As outlined in the 22 December 2021 delegated decision report for St Peter's, a new ETO was introduced in this LTN to support a policy change adopted in the PFS Executive Report of 14 October 2021. This new policy introduced exemptions for vehicles registered to the address of any Blue Badge holder who lives in the St Peter's LTN. Traffic filter changes were made to accommodate the exemptions. These proposals were the removal of width restriction and installation of additional planter at Colebrooke Row and St Peter's Street filters; at Prebend Street and Coleman Fields filter, planters have been re-aligned to allow 5m gaps for bi-directional vehicular movement; and to revoke the ETO 2021/085 for the Loading Bay at Basire Street.

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Baseline data was collected before implementation of the LTN in June 2020 and again collected in November 2020 to produce an [‘interim monitoring report’](#). Pre-consultation monitoring data was collected in June 2021 to produce a [‘pre-consultation monitoring report’](#); and final monitoring data for a **‘health check’** was collected in July and September 2022. The highlight results can be seen in Table 3.

% change	Interim	Pre-consultation	Final Check
	November 2020	June 2021	Jul-22
Internal road traffic volumes (normalised)	-57%	-56%	-59%
Boundary roads traffic volumes (normalised)	-2%	-1%	+6% *
Difference in average speeds in % on internal roads	-8.0%	-9.0%	-9.9%
Internal cycling volumes	+43%	+72%	+112%
Notes			
* City Road has been excluded as normalisation baseline was taken in a different month. (Average including City Road will be -4%)			

Table 1: Comparison of monitoring data with baseline 2020.

Additionally, the monitoring reports assessed the impact of the LTN on air quality, and the response times of the London Fire Brigade and on anti-social behaviour and crime rates.

The interim and pre-consultation reports found that there had been no significant impact on London Fire Brigade response times, or on anti-social behaviour and crime rates. The final monitoring report did not assess the impact of the LTN on LFB response times or on anti-social behaviour and crime rates.

Final monitoring data collected in July and September 2022 confirmed that the scheme continues to operate effectively against its goals, with no major impact from the exemptions granted to Blue Badge holders and the changes to filters when comparing with the pre-

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consultation data collected in June 2021. The key monitoring headlines when comparing June 2021 and July 2022 are:

Internal roads:

Reduced motorised traffic by -22%
Increased levels of cycling by +10%
Negligible reduction on the average speed by -2%

Boundary roads:

Negligible reduction of motorised traffic by -6%
Negligible reduction on the average speed by -1%.

Final average speed at New North Road and City Road was 20.3mph with a negligible reduction of average speed of 0.6mph. Essex Road was 17.5mph, with a negligible increase of 0.7mph. When comparing September 2022 with June 2021 data, City Road has seen a reduction of traffic volumes (-23%).

It should be noted that there were some increases in traffic on three internal roads: Rector Street (+611), Canon Street (+393) and Prebend Street (south) (+1,130). However, this is in contrast with traffic volumes reductions at Basire Street (-2,154) and Prebend Street North (-2142). This relocation of local traffic probably indicates that the number of vehicles accessing the area via New North Road has decreased during the period between June 2021 and July 2022, whilst local access via Essex Road and Upper Street probably increased. This could be as a result of the changes to the traffic filters made in June 2021 impacting how local people access the area by car, as well as the impact of exempt vehicles entering via Packington Street and passing the Prebend Street filters direct to their destinations which should be considered as well

In order to address previous recorded traffic increase on Charlton Place and Greenman Street, the council has been working on sub-schemes within the St Peter's LTN area to address traffic volume, accessibility and road danger, such as: Charlton Place, Greenman Street and Popham Road.

As a result of the positive monitoring results and the consultation in September 2021, we are now planning on replacing the Experimental Traffic order with a Permanent Traffic Order for the St Peter's LTN, which will mean that the LTN is no longer a trial, but a permanent scheme.

Nevertheless, while the intention of this report is to make the St Peter's LTN permanent, this by no means suggests that there will be no further investment in the area.

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The council will continue to address the issue of mopeds mounting the pavements to avoid camera enforcement through additional monitoring, enforcement and further education and engagement with offenders. Moreover, invest in main road improvements will continue, particularly focusing on junctions to reduce road danger and improve conditions for walking and cycling, as well as exploring any further speed reduction measures. This will be of particular benefit to pedestrians, especially those that are more vulnerable when using the pavement.

To enhance the LTN and make it a Liveable Neighbourhood as well as in response to the consultation, the council will continue to explore more public realm improvements such as improvements to pavements and greening in collaboration with residents. One such example that is currently underway is the Islington Greener Together programme where residents were able to submit a proposal and bid for funding for a space in their area that they would like to see transformed.

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?

Throughout the life of the LTN, the impacts on different protected characteristic groups have been considered. These impacts were first considered in the resident impact assessment dated [23 June 2020](#) and [8 June 2021](#), and an updated record can be found in below in Table 3B.

Note that in July 2020 all equalities impact assessments in Islington were referred to as resident impact assessments. As of November 2021, the council now refers to them as Equalities Impact Assessments (EQIAs).

A further EQIA was submitted to assess the impact of the changes introduced in the [22 December 2021](#) delegated decision report which granted exemptions to Blue Badge holders in the St Peter's LTN.

Eligible Blue Badge holders were granted a permit for their vehicle to be able to pass through designated camera-enforced traffic filters in the St Peter's LTN without receiving a penalty charge. The aim of this change was to help disabled people who rely on their vehicles for short local journeys, allowing them to enter and exit the LTN from any of the boundary roads, and take the shortest journey to and from the boundary road to their home (or any other location inside the LTN). In September 2022, there are 181 Blue Badge holders estimated to live in the St Peter's LTN, although not all will have a vehicle registered with an exemption. The Blue Badge Exemption policy was amended in May 2022 to allow Blue Badge holders to register a car which might not be DLVA registered at their home address, such as the car of a carer or family member.

The council is also developing an 'individual exemption' (previously referred to as 'Exceptional circumstance dispensation') policy which will provide people who do not live within an LTN the opportunity to apply for an exemption. This is intended to shorten journeys through LTNs for people who have no other option than using a car and who are severely affected by longer journeys. Details on this policy will be provided before the end of 2022 and via a separate decision, and that policy will apply across all PFS schemes including the St Peter's LTN.

Monitoring data from July and September 2022 shows that while there have been some small increases in traffic volumes on specific roads, these tend to represent rebounds after large drops from the baseline – in general the Blue Badge exemptions policy implemented between the pre-consultation and final counts has not materially impacted the scheme's success.

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

The St Peter’s LTN is located in the St Peter’s and Canalside Ward. Table 2 provides a demographic breakdown of St Peter’s, compared to Islington and London as a whole. St Peter’s ward data has been used as there is no census data for the new wards St Peter’s and Canalside, and St Mary’s and St James’.

There are more people who identify themselves as having a disability in St Peter’s and Canalside and Ward (and in Islington) than the London average. The larger percentage of Islington people who have a disability is particularly significant for this EQIA and is referred to in the assessment of equalities impacts.

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

There is a slightly higher than average percentage of people who are Black, Asian and Minority Ethnic 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 (81%), bus (58%), car as passenger (42%) and car as driver (24%). (Source: Travel in London: [Understanding our diverse communities 2019, \(TfL, 2019\)](#)). Table 3 below shows the percentages of different trips by mode by different users, showing that disabled people in Islington are more likely to be car passengers (16.7% of trips) than non-disabled people (6.2% of trips).

Categories	London	Islington	St Peter’s (old ward – pre May 2022)
	Total: 8,173,941	Total: 206,125 in 2011 (244,372 in 2021)	Total: 14,072

Please provide:

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Gender	Female	51%	51%	49%
	Male	49%	49%	51%
Age	Under 16	20%	16%	15%
	16-24	12%	14%	13%
	25-44	36%	42%	43%
	45-64	21%	19%	20%
	65+	11%	9%	9%
Disability	Disabled	14%	16%	16%
Ethnic group	BME	40%	32%	35%
	White	60%	68%	65%
Religion or belief	Christian	49%	40%	43%
	Muslim	12%	9%	10%
	Other	10%	4%	3%
	No religion	21%	30%	30%
	Religion not stated	8%	17%	14%

Table 2 - demographics of London, Islington, St Peter's and Canalside ward

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

Mode	All users in London	Disabled people 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%

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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 3 - Percentages of different trips by mode by different users

Source: Analysis of the London Travel Demand Survey (LTDS) during the period 2016-19 (London Travel Demand Survey: <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/consultations-and-surveys#on-this-page-1>)

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. (Source: [Streetspace funding guidance - Appendix 7 2021](#)). Transport for London (TfL) has analysed that two thirds of car journeys in London can be walked or cycled - 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.

24.3 million more miles were driven through Islington in 2019 than 2013 – an almost 10% increase. (Source: Department for Transport (DfT) <https://roadtraffic.dft.gov.uk/local-authorities/96>). Traffic on London's local ('C' or unclassified) streets has risen by 72% between 2009 and 2019, whereas traffic on A and B roads has seen a slight fall over the same timeframe. (Source: DfT <https://roadtraffic.dft.gov.uk/regions/6>). A and B roads were designed with signalised and multi-lane junctions, wider pavements, formal pedestrian crossings and bus lanes, all of which mean they are able to more safely manage higher volumes of motor traffic than local streets.

There is a disparity in the road danger present on minor and main roads. In the UK, the most common non-natural cause of death amongst children aged 5 – 14 is being hit by a vehicle ([Fairness in a Car Dependent Society - Sustainable Development Commission](#)), with a mile driven on a minor road, compared to a mile driven on a main road, twice as likely to kill or seriously injure a child pedestrian, and three times more likely to kill a child cyclist. ([Motor traffic on urban minor and major roads: impacts on pedestrian and cyclist injuries](#))

Disabled people are five times more likely to be injured as a pedestrian than non-disabled people. (<https://roadsafetyqb.org.uk/news/disabled-and-low-income-pedestrians-at-higher-risk-of-road-injury/>)

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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 (<https://findingspress.org/article/25633-impacts-of-2020-low-traffic-neighbourhoods-in-london-on-road-traffic-injuries>). The people-friendly streets programme has therefore improved the safety of local roads without putting excessive burden on boundary roads.

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

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

The Blue Badge exemption policy is discussed in paragraphs 3.3.62 to 3.3.68 of the [Executive decision report](#) and pages 7-10 of the RIA). This policy exempts Blue Badge holders from the designated traffic filters of their home LTN for a single vehicle registered at their address, allowing them to drive through the restrictions.

This Executive Report was published with an additional appendix, produced external transport consultancy Steer, called ‘Journey Lengths and Times Analysis’. This provides data and analysis of typical motor vehicle journeys in Islington, including journeys within and between low traffic neighbourhoods. The study shows that “the impact of the restrictions on short journeys is significantly higher than the impact on long journeys” (paragraph 5.5), which leads to the recommendation that Blue Badge exemptions should be implemented within each LTN.

As of October 2021, there were 7,788 Blue Badge holders in Islington, 1,713 of whom live within existing LTNs. As of September 2022, 181 Blue Badge holders in the St Peter’s LTN have been exempt from the filters.

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?
Age	Positive and Negative	<p>Positive:</p> <p><u>Young people:</u> An increase in activity, including walking and cycling, benefits children in terms of reducing childhood obesity.</p>	<p>Positive:</p> <p>Permits for the local LTN Blue Badge exemption have been directly granted to eligible residents (those who are Blue Badge holders, hold a Free Resident Parking Permit (FRP) and/or Dedicated Disabled Bay (DDB)) and live within the LTN.</p>

Age	Positive and Negative	<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.</p> <p>Children who have disabilities or mobility impairments may benefit from the Blue Badge exemption policy, if their carers live with them inside an LTN. The individual circumstance dispensation for this exemption may also benefit children who, for example, attend a school in an LTN. It is also likely that older people with limited mobility who travel by private car are likely to have Blue Badges, and could benefit from the same policy. The positive impacts of LTNs on local traffic levels, as evidenced by the monitoring reports, means less congestion for exempt vehicles.</p>	<p>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 is required to provide evidence of a vehicle registered to their address.</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 that were introduced to offer limited exemptions for Blue Badge holders partly mitigates this identified impact on shorter journeys for some disabled people (which may include people of all ages, including older people and children / young people). Additionally, as of May 2022, Blue Badge holders are able to exempt a vehicle that is not registered to their address, such as the vehicle of a family member or carer.</p> <p>The exemption for people with an individual circumstance dispensation may also benefit disabled</p>
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	<p><u>Old people</u> Older people, who have higher instances of mobility impairment, deafness or blindness will benefit from reduced traffic and road danger because of the lower volumes of cars traveling through the LTNs. 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 will see benefits to their mobility and health. The measures also contribute to the council's response to climate change by reducing emissions, adapting our streets to be more resilient to urban heat through greening, which can benefit older people who are more at risk.</p> <p><u>Both</u> The LTNs create improved conditions for cycling, particularly benefitting those older or younger residents with less balance who may want to choose adapted cycles away from traffic. 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>Negative: Although it is possible to access all addresses the number of older people who travel by private cars, private vehicles for hire, or taxis for their local trips may increase over time and so may be</p>	<p>people who do not live in an LTN, by allowing access to all LTNs. However, the individual circumstance dispensation 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 holders who are Islington residents.</p> <p>Monitoring traffic levels after implementation of the exemption policy has shown that the increase in traffic as a result of the Blue Badge exemption is tolerable and does not outweigh the benefits of the scheme.</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?
		inconvenienced by longer journeys. Longer journeys may also involve higher costs.	
Disability	Positive and Negative	<p>Positive:</p> <p>Compared to the London average (14%), there is a higher proportion of people in Islington who identify themselves as being disabled (16%). Compared to the London average (14%) a slightly higher proportion of people in St Peter's (16%) ward self-identify as being disabled.</p> <p>LTNs 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 emerging people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.</p>	<p>Positive:</p> <p>Permits for the local LTN Blue Badge exemption were directly granted to eligible residents (those who are Blue Badge holders, hold a Free Resident Parking Permit (FRP) and/or Dedicated Disabled Bay (DDB)) and within the LTN. 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 was required to provide evidence of a vehicle registered to their address.</p> <p>Additionally, the policy was updated in May 2022 to allow Blue Badge holders who do not have a vehicle registered to their address, to nominate another vehicle which is able to pass through the LTN filters without receiving a PCN on their behalf, such as a carer or family member.</p>

<p>Disability</p>	<p>Positive and Negative</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, 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 than walking (Assessing the needs and experiences of disabled cyclists 2018). The proposals in LTNs will greatly improve conditions for disabled cyclists by reducing road danger without the need for further traffic calming measures.</p> <p>In this way, providing better conditions for cycling can empower more disabled people to cycle, particularly those with less balance who may want to choose adapted cycles away from traffic. All traffic filters in the LTNs have been designed in a way that is inclusive and accessible to larger cycles such as tricycles and cargo cycles in line with the London Cycling Design Standards.</p> <p>The potential negative impacts on people who are Blue Badge holders who live within an LTN and</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 and Finsbury Park.</p> <p>Negative: 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.</p> <p>The changes introducing limited exemptions for Blue Badge holders partly mitigates this identified impact on shorter journeys for some disabled people.</p> <p>The exemption for people with an individual circumstance dispensation may also benefit disabled people who do not live in an LTN, by allowing access through all LTNs. 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 holders.</p>
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Disability	<p>have access to a vehicle registered at their address are mitigated by the Blue Badge exemptions at designated camera-enforced filters in the LTNs where they reside. The individual circumstance dispensation that is currently being developed will also benefit some disabled people who do not live in an LTN, by allowing access through all LTNs. The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.</p> <p>Negative: Although it is possible to access all addresses, there may be an increase of 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 of this EQIA 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>	
Disability		

Disability	<p>The council is committed to engaging with disabled people and has undertaken pre-consultation engagement with disabled people and groups representing them, and listened to feedback submitted via Commonplace, the trial feedback surveys and general correspondence. This engagement forms part of the evidence which informed the Blue Badge exemption policy.</p> <p>Similarly, people with disabilities who rely on taxis and PHVs, will not benefit from the new exemption policy. However, they may be eligible under the individual circumstance policy.</p> <p>As discussed in the ‘Overview’ paragraphs at the start of section 3 of the programme-wide RIA, the council seeks to balance exemptions with the benefits of reducing local traffic for all residents, including those with protected characteristics who have benefitted from the LTNs as they currently exist.</p> <p>At the time of writing, it is not possible to implement an exemption for Blue Badge holders using taxis or PHVs, as enforcement cameras would not know whether a Blue Badge holder (who is resident in an Islington LTN) is travelling in a vehicle. To apply the exemption to these Blue Badge holders, the implementable solution would be to exempt all taxis and PHVs that could use Islington’s roads, which</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>would have significant impacts in terms of traffic volumes and dilute the benefits of the LTNs. There are 114,900 licenced taxis and PHVs operating in London, as of 2020 (source). This alternative is not considered acceptable. Therefore, Penalty Charge Notices (PCNs) will apply to non-exempt vehicles going through the filters.</p> <p>If a technological solution can be found which allows specific and timed exemptions for only those taxi/PHV trips taken by Blue Badge holders who are resident in Islington, compatible with our current use of Automatic Numberplate Recognition (ANPR), then the council will consider exemptions for taxis/PHVs for the purpose of carrying a Blue Badge holder. This would be of benefit only to the 3.2% of trips taken by disabled people which are in taxis or PHVs (this data is shown in Section 3).</p>	

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 decrease in local volumes of traffic could reduce that risk. On the other end, the reduction of traffic volumes and road danger in the LTN should make cycling a more accessible transport mode among Black, Asian and Minority Ethnic 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 specific impacts identified.	n/a
Gender and gender reassignment (male, female, or non-binary)	Neutral	No specific 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 low traffic neighbourhoods 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 emerging 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>Pregnant people and unborn children in particular may be adversely impacted by air pollution. LTNs 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>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>
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	<p>Although access to all addresses is maintained as part of LTN 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>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 unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs.</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)</p>	<p>Monitoring traffic levels after implementation of the exemption policy and throughout the life of the scheme has shown that the project has continued to meet its objectives.</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?
		which may affect their accessibility if infrastructure is not suitably positioned.	
Sex and sexual orientation	Neutral	<p>Positive: Women - who are more likely than men to be moving through public space with pushchairs and prams, and expectant mothers and mothers with young children - may also particularly benefit from improved walking and cycling conditions and reduced traffic levels. This includes the improvements made through the people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.</p> <p>In London, women are less represented than men in cycling, and a lack of safe 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 benefit and empower more women to cycle.</p>	

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?
Sex and sexual orientation	Neutral	Negative: Some women might feel less safe at night walking than driving, and the LTN restrictions might make local routes longer.	Negative: St Peter's monitoring data does not suggest that the LTN has had a negative impact on 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.
Marriage or civil partnership	Neutral	No specific impacts identified.	n/a
Other *	Neutral	No specific impacts identified.	n/a
* (e.g. elderly, people living in poverty, looked after children, people who are homeless or refugees)			

<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: 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” (source).</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 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>Additionally, with the cost of living crisis and the rise in petrol prices, there is a benefit to those who are economically disadvantaged if LTNs reduce this cost burden, by removing the perceived need for a</p>	<p>Positive: 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: Steer’s journey time analysis study shows that shorter car 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 were possible.</p> <p>Air quality schemes are being rolled out in parallel, for instance the installation of Electric Vehicle Charging Points and the Ultra-Low Emission Zone extension from October 2021.</p>
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	<p>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 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."</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>
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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>Purchasing and maintaining a cycle is significantly less expensive than the comparable costs for motor vehicles, and can be cheaper than public transport fares.</p> <p>Nonetheless, people with less disposable income may be less able to afford the upfront costs and maintenance of owning 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>	

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 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 council will work with other boroughs, TfL and taxi/PHV providers to explore the possibility of a technological and</p>	<p>Increased use of scheme amongst target participants</p>	<p>Transport Projects and people-friendly streets team to oversee</p> <p>London Councils 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>regulatory solution, which would allow specific and time-limited exemptions for taxis/PHVs which are carrying Blue Badge holders who are Islington residents.</p>		
<p><u>More inconvenient car trips</u></p> <p>The Blue Badge exemption policy does not include taxis and private hire vehicles or doctors. It does, however, allow the Blue Badge holder to nominate a vehicle not registered to their address to receive the exemption. This would allow a carer or family member to help drive the Blue Badge holder.</p>	<p>The council will work with other boroughs, TfL and taxi/PHV providers to explore the possibility of a technological and regulatory solution, which would allow specific and time-limited exemptions for taxis/PHVs which are carrying Blue Badge holders who are Islington residents.</p> <p>The exemption policy for Blue Badge holders is complemented by an individual circumstance dispensation which will benefit some people who do not meet</p>	<p>Both actions would result in 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</p> <p>TfL and London Councils provide funding</p>

Please provide:

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

	the Blue Badge exemption criteria.		
<p><u>Main 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 has been one of the factors to be considered carefully in deciding to transition to a permanent traffic order. The monitoring data throughout the life of the trial has shown that the scheme is successfully meeting its objectives.</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</p>	<p>If mitigations are required, they should lead to improving and more predictable bus journey times.</p> <p>Current monitoring data indicates that the boundary roads around St Peter's have seen a reduction of traffic volumes overall, which is expected to remain stable in when the scheme becomes permanent.</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

	consultation with TfL to protect bus journey times if data demonstrates that there are increased delays in bus journeys for a sustained period.		
<p><u>Main 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 has been considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures. The final monitoring data shows that air pollution is below the legal limit at all boundary road sites in the St Peter's LTN.</p>	<p>If mitigations are required, they should be designed to improve air quality on main roads.</p> <p>Additionally, as part of the people-friendly streets programme, the council has been improving the areas surrounding schools on main roads to improve road safety and air quality. Current monitoring data indicates that the boundary roads around St Peter's have seen a reduction of traffic volumes overall, which is expected to remain</p>	<p>Transport Projects and people-friendly streets team to oversee, working with the Air Quality team and the Traffic and Engineering team.</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>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 from October 2021.</p>	<p>stable when the scheme becomes permanent.</p>	
<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</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.</p>	<p>Housing, Community development oversee elements of the cycle storage programme.</p> <p>Transport Strategy and Active Travel oversee public bike hangars and the 'Try before you bike' (TBYB) scheme.</p> <p>Cycle storage and TBYB are council-funded.</p>

Please provide:

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

<p>have equal access to the new cycle infrastructure.</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 and cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned.</p>	<p>The people-friendly pavement initiative will ensure impacts are minimised and accessibility improved in the public realm.</p> <p>Potential conflict to be minimised through the assessment of locations for proposed street furniture/ infrastructure to minimise and or eliminate negative impacts on accessibility.</p> <p>Engagement with disabled groups will also identify if there are outstanding issues with accessibility for people with restricted mobility.</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 improving accessibility</p>

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)

Throughout the scheme, the council has been actively engaging with residents, businesses and other stakeholders to gather feedback on the people-friendly street schemes that have been introduced. The methods used to engage have included the Commonplace interactive tool; emails sent directly or forwarded on to the PFS mailbox and responded to; trial feedback surveys for each scheme; and through formal objections which can be submitted during the six-month period after a scheme has been introduced.

As part of the Executive decision on people-friendly streets, in June 2020 the council committed to undertake a formal consultation around 12 months after the implementation of each trial schemes. The consultation took place between Tuesday 2 November 2021 and Tuesday 30 November 2021. The consultation included an online questionnaire to which 1225 responses were received, 6 public consultation events and focus groups with disability groups and groups representing people who have complex mobility needs. Analysis of the results was published and is publicly available on the council's website.

A full consultation report is appended to the delegated decision report (DDR) for these changes, and the DDR itself summarises elements of the consultation.

Specific engagement has also been had with groups representing disabled people and with disabled individuals, especially around the development of the Blue Badge exemption policy. The introduction of the Blue Badge exemption policy was agreed in the council's [Executive Report](#) of 14 October 2021. This document, and its accompanying [resident impact assessment](#), contain more details on the engagement carried out to develop the policy. In response to engagement with groups representing disabled people and with disabled individuals on the Blue Badge exemption policy, the council prioritised implementing the Blue Badge exemption in the two Highbury LTNs in advance of the consultation planned for early 2022. Moreover, in response to engagement since the publication of the Executive



Report the council simplified the application process by automating the granting of an exemption where possible for Blue Badge holders living within the St Peter's LTN.

Additionally, in May 2022, the Blue Badge exemption policy was updated to allow a Blue Badge holder who does not have a vehicle registered to their address, to nominate someone else's vehicle to be registered on their behalf such as a carer, friend or family member.

In response to the recent and historic engagement with disabled groups and individuals the council will be implementing an 'individual circumstance dispensation' which will involve a case-by-case consideration for individuals requesting exemption beyond the standard home LTN approach. The council recognises the need for this and will continue engaging with disabled groups and representatives on further developing this engagement route. Details around the application processes and exact criteria will follow in due course.

In response to the 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 EQIA as well as a suggested path for granting exemptions in the future.

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
The number of exemption permits issued will be monitored.	Transport projects and people-friendly streets team. Blue Badge team.	Bi-annual reports and final monitoring report
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	██████████	██████████	19/10/2022
Fairness and Equality Team	██████████	██████████	26/10/2022
Director or Head of Service	Martijn Cooijmans	<i>Martijn Cooijmans</i>	26/10/2022