

# 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	Clerkenwell Green public realm
Reference number (if applicable)	
Service Area	Climate Change and Transport
Date assessment completed	11 August 2023

Before completing the EqIA please read the guidance and FAQs. For further help and advice please contact [equalities@islington.gov.uk](mailto: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

## **Clerkenwell Green public realm – first phase**

A concept design for an improved Clerkenwell was consulted on in 2017, receiving support from 83% of respondents.

The council produced a value-engineered design deliverable within the available budget and preserving the core aims of the scheme, which are to:

- provide more space for people to meet and gather (1,700 additional square metres of public space, representing a 68% increase in public space and a 51% reduction in road space);
- create a less car-dominated 'green' public space that is safer and more attractive to pedestrians and cyclists, improving the environment for residents, businesses and visitors; and
- improve the setting of the area's historic buildings, local landmarks and highlight its rich cultural heritage and role in the social and political history of Islington.

The improvements meet the scheme objectives of reducing road danger, improving conditions for walking and cycling and bringing the community together.

## **Proposal summary – second phase of public realm works**

As a result of further funding being allocated, the council plans to implement a second phase of the public realm works, which reverses some of the changes made in the value-engineering required to meet the previously constrained budget (described above), and reinstates some of the features of the consulted-upon concept design which were not present in the design for the first phase. The three scheme objectives are addressed directly by the features of the second phase works, which includes widened footways, a narrowed carriageway and planting and greening around the Marx Memorial Library, respectively.

## 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?

### **Clerkenwell Green public realm**

The changes delivered in the 31 January 2023 DDR relating to the Clerkenwell Green public realm transformation scheme proposal affect council services as well as residents, businesses and anyone living within or visiting Clerkenwell Green.

The first phase of the public realm improvements has increased the public space at Clerkenwell Green by 68%, and reduced road space by 51%. The scheme also included four additional benches, six new trees and one replacement tree, 261m<sup>2</sup> of porous sustainable urban drainage systems (SuDS) including three low-level planters, an underground SuDS retention tank offering approximately 50m<sup>3</sup> of water retention for surface water runoff and a location for a proposed statue of Sylvia Pankhurst that featured in the 2017 consultation.

In addition to the benefits of the first phase, the second phase will add approximately 50m<sup>2</sup> of low-level planting, 100m<sup>2</sup> of porous surfaces, as well as further seven new trees. The footway on the northern side of the Green will be widened to accommodate the new planting and greening measures, which will increase pedestrian comfort and safety by providing further separation from the carriageway. Wider and less cluttered pavements will be created by reducing road space, which in turn is likely to reduce the speed of vehicles. In addition, shorter crossing distances (created by tightening junction radii) and more informal crossing points will make it easier to move across the area for all.

These features will offer benefits for residents, businesses and visitors alike, improving the local environment and creating a less car-dominated, 'green' public space that is safer and more attractive to pedestrians and cyclists while encouraging greater dwell time and offering opportunities for greater use of the space.

## 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

Clerkenwell Green is located in the Clerkenwell ward. Table 1 provides a demographic breakdown of Clerkenwell ward, compared to Islington and London as a whole.

There are slightly fewer people who identify themselves as having a disability in Clerkenwell (15%) than the Islington average (16%), but slightly more than the London average (14%). 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.

The project area covers a portion of the ward of Clerkenwell. Socio-economic and disability data indicates that Clerkenwell ward has slightly less deprivation than the Islington average and is rated as 11<sup>th</sup> least deprived in the borough of 17 wards.

There is a lower than average percentage of people who are Black and Minority Ethnic in 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%). (Source: Travel in London: Understanding our diverse communities 2019, (TfL, 2019).

**Table 1 - Demographics of London, Islington, Clerkenwell ward**

Source: 2021 Census data available at: <https://www.nomisweb.co.uk/>

	London Total population: 8,799,723	Islington Total population: 216,612
Gender: Female	51%	52%
Gender: Male	49%	48%
Age: Under 16	19%	15%
Age: 16-24	11%	13%
Age: 25-44	34%	41%
Age: 45-64	24%	21%
Age: 65+	12%	9%
Disabled	13%	16%
Ethnic group: Black, Asian and Minority Ethnic	46%	38%
Ethnic group: White	54%	62%

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

Religion or belief: Christian	41%	35%
Religion or belief: Muslim	15%	12%
Religion or belief: Other	10%	5%
Religion or belief: No religion	27%	41%
Religion not stated	7%	8%

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

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%
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%

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>)

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

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. Data from 2011 indicates that Clerkenwell residents owned 0.37 cars per household, one of the lowest rates in Islington and indicating that demand in the area for parking and car trips is falling. Furthermore, 8.4% of Clerkenwell's population travelled to work by bicycle, slightly lower than the borough average of 9%.

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

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 creating more public space in the borough 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, addressing the current cost of living challenges.

Previously, only 9% of Clerkenwell Green was open space, one of the lowest proportions in Islington, and there are very limited prospects of new public spaces being created in the area. Clerkenwell also has a high population density, within 90% of residents living in flats, many with no access to communal gardens or courtyards. Islington is the UK's second most densely populated local authority, with further growth expected in future years: by 2027 it is anticipated that the borough will be home to 256,500 people, with Clerkenwell expected to be home to 14,400 by the same year, representing a 9.9% population increase rate against 8.9% for Islington and 9.4% for inner London. This faster rate of growth than the averages for both Islington and London, is likely to increase pressure on transport facilities and public spaces.

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

These statistics indicate that there is a clear need for more open space, in a less vehicle dominated setting in Clerkenwell for the local community to enjoy.

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	See overleaf	See overleaf



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	<p><b>Positive:</b></p> <p><u>Young people:</u></p> <p>The Fair Futures Commission found that some of the barriers to children and young people travelling independently revolved around concerns for personal safety, due to the threats from road danger. Reduced road danger should facilitate independent travel for children and young people, which is crucial to healthy child development.</p> <p><u>Older people</u></p> <p>Older people, who have higher instances of mobility impairment, deafness or blindness will benefit from reduced traffic speeds we expect by narrowing roads as part of the second phase,. 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.</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?
Age	Positive	<p><u>Both</u></p> <p>Places with slower traffic P provide improved conditions for cycling, particularly benefitting those older or younger residents with less balance who may want to choose adapted cycles away from traffic.</p> <p>Older and younger people will benefit from shorter crossing distances and more informal crossing points, because they can take longer to cross the road than the average-aged person.</p> <p>The second phase of public realm improvement proposals will build on the benefits of the existing local LTN by providing more space for people by widening pavements that will include seating and greening, making Clerkenwell Green a more inviting place for people to meet, gather and dwell. This is particularly beneficial to vulnerable older people and children, offering a larger, safer public space.</p>	n/a

Characteristic or group	Positive / Neutral / Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced, or negative impacts be eliminated or reduced?
Disability	Positive	<p><b>Positive:</b></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 Clerkenwell (15%) ward self-identify as being disabled.</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. The second phase of the public realm improvements will result in wider and less cluttered pavements by reducing road space, which in turn is likely to reduce the speed of vehicles. In addition, shorter crossing distances and more informal crossing points will be created, making it easier to move across the area for those with mobility issues or relying on the use of a wheelchair.</p> <p>Some disabled people may feel more comfortable accessing the businesses in the area, due to larger paved areas and informal crossing points created by the Clerkenwell Green public realm improvements.</p>	<p><b>Positive:</b></p> <p>The council funds <a href="#">Pedal Power</a> sessions for all-ability cycling, enabling people with a range of disabilities to experience safe cycling at the Emirates and Finsbury Park.</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?
Race or ethnicity	Positive	<p><b>Positive:</b></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 measures proposed as part of phase two of the public realm scheme such as the widening of footways, and corresponding narrowing of the carriageway in Clerkenwell Green, as well as kerb build-outs which make the distance required to cross Farringdon Lane and Clerkenwell Close could reduce that risk.</p>	n/a
Religion or belief (include no faith)	Neutral	No specific impacts identified.	n/a
Gender and gender reassignment	Neutral	No specific impacts identified.	n/a

Characteristic or group	Positive / Neutral / Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced, or negative impacts be eliminated or reduced?
Maternity or pregnancy	Positive and Negative	<p><b>Positive:</b></p> <p>The second phase of the public realm improvements will result in a high-quality public space with even more space for pedestrians, improved air quality, more greening and increased public seating, offering a welcoming place for pregnant people to stop and stay in the area for respite. The reduction of vehicle dominance, widened footways, reduced crossing distances and additional informal crossing points will make crossing the roads on Clerkenwell Green safer and less stressful. These changes may also make walking and cycling locally more attractive and support active pregnancies.</p>	<p><b>Positive:</b></p> <p>The council can promote walking and cycling through its Active Travel programme.</p> <ul style="list-style-type: none"> <li>• by providing free <a href="#">cycle skills</a> sessions to adults and children;</li> <li>• through the <a href="#">STARS</a> programme which works with schools to enable healthier school travel;</li> <li>• by working with TfL and private companies to provide <a href="#">cycle hire</a>;</li> <li>• through <a href="#">Try Before You Bike</a>, 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.</li> </ul>

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	Positive	<p><b>Positive:</b></p> <p>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 wider pavements, shorter crossing distances and more places to stop and rest that the second phase of the public realm scheme will deliver.</p> <p>The further public realm improvements as part of the second phase are likely to encourage more pedestrians and cyclists to use Clerkenwell Green, increasing passive surveillance and feelings of safety for women travelling through the area.</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. Less dominant and slower is likely to benefit and empower more women to cycle.</p>	<p><b>Positive:</b> The public realm scheme has been designed to maintain adequate street lighting that is unobstructed by the proposed scheme changes. In delivering the second phase the council will ensure that tree locations and species will avoid foliage obstructing lamp columns. A well-lit public space may make women feel safer when travelling through the area at night.</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?
Marriage or civil partnership	Neutral	No specific impacts identified.	n/a
Other (e.g., elderly) (e.g., people living in poverty, looked after children, people who are homeless or refugees)	Neutral	No specific impacts identified.	n/a

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>Socio-economic status</p> <p>(To be treated as a Protected Characteristic under section 1 of The Equality Act 2010)</p>	<p>Positive</p>	<p><b>Positive:</b></p> <p>The public realm improvement proposals will create a less hostile public space, with wider pavements that include more greening and more public seating to provide an inviting urban public space for everyone who visits to stop and stay, which is beneficial to those whose homes do not have a private garden or balcony space.</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>Street furniture</u></p> <p>People with restricted mobility could be disproportionately disadvantaged by the introduction of new street furniture and infrastructure which may affect their accessibility if infrastructure is not suitably positioned.</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 be undertaken 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)

### **Clerkenwell Green Public Realm**

The Clerkenwell Green public realm transformation concept design was consulted on in 2017, between Monday 18 September 2017 and Monday 30 October 2017.

433 responses were received in total: 425 responses from individuals (residents, local workers, business owners and others, such as visitors), eight from stakeholders and one from a Ward Councillor.

Of the 425 individuals that responded:

- 82% indicated support for the proposals
- 9% indicated objection to the proposals
- 6% indicated mixed views toward the proposals
- 3% did not want any changes made to the Green

All eight stakeholders that responded expressed support for the proposals. A Clerkenwell Ward Councillor responded to express their support for the proposals.

Consultation took place in the form of three in-person consultation events, the distribution of 3,800 leaflets to residents, businesses and stakeholders and full consultation information was posted to the council's Clerkenwell Green webpage.

A full consultation report was appended to the 13 December 2022 DDR for the improvements to the public space at Clerkenwell Green, and the DDR itself summarises elements of the consultation that took place in 2017.

## 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
Feedback from residents on the public realm scheme will be monitored.	Transport projects and people-friendly streets team.	Ongoing

Please send the completed EqIA to [equalities@islington.gov.uk](mailto: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	[REDACTED]	[REDACTED]	25/08/2023
Fairness and Equality Team	[REDACTED]	[REDACTED]	21/08/23
Director or Head of Service	[REDACTED]	[REDACTED]	04/09/2023