

Appendix 2

Resident Impact Assessment

Highbury Crescent: Partial road closure to motor vehicles to connect the north and south sections of Highbury Fields

Service Area: Environment

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

The aim of this project is to reconnect the north and south sections of Highbury Fields by closing part of Highbury Crescent to motorised traffic between Highbury Terrace and Highbury Place. This will help improve air quality and the park experience for users by reducing the dominance of motorised traffic.

Islington Council is committed to making walking and cycling more attractive to residents and visitors. Rebalancing our roads in favour of pedestrians and cyclists will help to make Islington greener, healthier and a more attractive place to live.

This part of Highbury Crescent has been closed since 2014 and was used by Transport for London until November 2019 as a construction compound for the Highbury Corner transformation works.

The Council has introduced an Experimental Traffic Order to keep this section of road closed to motorised traffic with planter boxes that only allow pedestrians and cyclists to pass through.

Our aspiration is to close this section of Highbury Crescent permanently to motor vehicle traffic and to transform it into a green space which will join the north and south sections of Highbury Fields. The proposals to deliver this aspiration will be subject to the findings of this Resident Impact Assessment and the considerations outlined within a Delegated Decision Report.

A public consultation on the proposal to make the closure permanent was carried out between 16 December 2019 and 7 February 2020.

The implementation of measures to encourage walking and cycling will support the council's objective of achieving net zero carbon emissions in Islington by 2030. It will also contribute to the delivery of a Fairer Islington by: making it easier and safer for people to travel on foot and by bicycle; supporting people to live healthier lives; and enabling residents to remain socially active and connected to their community.

This RIA relates to the permanent closure to motor vehicles of the section of Highbury Crescent between Highbury Terrace and Highbury Place, in Highbury East ward.

2. Islington Residents Profile

Highbury Crescent is located within the ward of Highbury East.

Source: 2011 Census data available at: https://www.nomisweb.co.uk/	London Total: 8,173,941	Islington Total: 206,125	Highbury East Ward Total: 11,634
Gender: Female	51%	51%	51%
Gender: Male	49%	49%	49%
Age: Under 16	20%	16%	17%
Age: 16-24	12%	14%	11%
Age: 25-44	36%	42%	43%
Age: 45-64	21%	19%	19%
Age: 65+	11%	9%	10%
Disability: Disabled	14%	16%	14%
Ethnic group: BME	40%	32%	23.5%
Ethnic group: White	60%	68%	76.5%
Religion or belief: Christian	48.5%	40%	40%
Religion or belief: Muslim	12%	9%	7%
Religion or belief: Other	10%	4%	4%
Religion or belief: No religion	51%	51%	34%
Religion or belief: Not stated	49%	49%	15%

Profile analysis

16% of people living in Islington identify themselves as having a disability compared to the London average of 14%. The percentage of Islington residents who have declared they have a disability in Highbury East is lower than the Borough average and reflects the London average.

Socio-economic data indicates that Highbury East ward has slightly more deprivation than London overall, but less deprivation than Islington as a whole. Highbury East is ranked as the 16th most deprived ward in Islington of the 16 wards¹.

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%)².

5.8% of Highbury East ward residents are listed as claiming out of work benefits compared to 7.2% in Islington³. Highbury East has an Index of Multiple Deprivation (IMD) score of 20.7, 15.3 points lower than the Islington average of 36. For reference, London's average IMD score is 24.

Highbury East has a slightly lower percentage of disabled residents, at 14% compared to Islington's 16%.

There is a lower percentage of BME residents in the Highbury East ward at 23.5%, compared to the Islington average of 32%.

3. Equality impacts of Highbury Crescent closure to motor vehicles

Overview

The implementation of the closure of Highbury Crescent to motor vehicles between Highbury Terrace and Highbury Place will deliver positive impacts overall in terms of supporting public health, air quality, and accommodating and enabling active travel. The closure contributes to creating a Fairer Islington by: making it easier and safer for people to travel on foot and by bicycle; supporting people to live healthier lives; and enabling residents to remain socially active and connected to their community.

The main beneficiaries of the proposed continued closure will be people who walk, cycle or use mobility scooters or cycles adapted for people with disabilities. Removing motorised traffic from the area between the north and south sections of Highbury Fields will reduce road danger by removing potential conflict with motor vehicles, provide an improved walking environment with reduced noise and provide an improved cycling environment free from motor vehicles.

The Council has a responsibility to its residents to ensure that the Equalities Act is upheld in all its work and projects. This assessment considers both positive and negative impacts of the proposals whereby in some instances a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within an equalities group. For example, while some disabled people may rely on cars for mobility there are also many disabled people who use

¹ MHCLG: [Indices of Deprivation 2019](#)

² Travel in London: [Understanding our diverse communities 2019, \(TfL, 2019\)](#)

³ Nomis: [2011 Ward Labour Market Profile E36007402 : Highbury West \(benefit claimant figures for August 2020\)](#)

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. Council officers carry out a Resident Impact Assessment before considering whether any changes should be made to the proposals.

This RIA

This RIA identifies general positive and negative impacts for equalities groups and details the specific positive and negative impacts of the permanent implementation of the closure to motor vehicles.

a) Generally positive impacts

Successful implementation of the project should deliver an environment that improves the park experience for users, reduces road danger and improves accessibility, which should provide benefits to all residents with protected characteristics.

The measures are in alignment with the Healthy Streets approach and impact on a number of the [healthy streets indicators](#):

- Pedestrians from all walks of life: As a result of this scheme all types of pedestrians will benefit from an increased level of road safety as a result of the vehicle use reduction.
- Easy to cross: as a result of this scheme there will be no motor vehicle traffic on Highbury Crescent between the north and south sections of Highbury Fields. This will mean that there are more opportunities to cross informally and formal crossings will be safer for pedestrians.
- People choose to walk and cycle: it is anticipated that people, including those with protected characteristics, are empowered to cycle by making use of this traffic-free environment.
- Clean air: cars and other motor vehicles are a major source of air pollution. The absence of traffic in this location is likely to reduce localised exposure to air pollution.
- People feel safe: motor vehicles are a source of danger to pedestrians and cyclists travelling on the roads. The absence of motor vehicles is expected to make people feel safer when walking and cycling thereby empowering people to do so.

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

b) Specific positive impacts

Protected Characteristic: Age

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 instances of disabling conditions such as mobility impairment, deafness or blindness will benefit from reduced traffic and road danger in the area of the closure.

The closure to motor vehicles will create improved conditions for cycling, particularly benefitting those older or younger residents with less balance who may want to choose adapted cycles away from traffic.

Air pollution from cars has a significant impact on younger people who are closer to the car exhaust level and who have lungs that are still developing. A growing body of research demonstrates that this impact can result in significant health complications later in life impacting on their life expectancy and quality of life. Further, air pollution exposure can be a contributory factor in the course of illness and death in people with acute respiratory conditions.

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

Protected Characteristic: Disability

Compared to the London average, an equal proportion of people in the Highbury East ward identify themselves as being disabled (London 14%, Highbury East 14%). For reference the average Islington percentage is 16%.

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

In this amenity area of the park environment, those with cognitive disabilities could benefit from reduced levels of noise pollution from motor vehicles.

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 measures in Highbury Crescent will improve conditions for disabled cyclists by reducing road danger.

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. The planter boxes that act as modal filters at either end of the closure have been located in a way that is accessible to larger cycles such as tricycles and cargo cycles.

Protected Characteristic: Gender reassignment

No specific impacts identified.

Protected Characteristic: Pregnancy and maternity

A low-traffic environment 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 Highbury Crescent between the north and south sections of the park.

Parents who use bicycles or cargo cycles for family mobility will benefit from traffic filtering. The road closure and use of planter boxes has been implemented 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 use them.

The modal filtering on Highbury Crescent will create an informal space where children can learn to cycle on the road in a vehicle-free environment.

Protected Characteristic: Race

The measures will reduce road danger and thereby empower more cycling among BAME people who are underrepresented among people who cycle for transport and for exercise.

Protected Characteristic: Religion or belief

No specific impacts identified.

Protected Characteristic: Sex

Women - who are more likely than men to be moving through public space with baby prams, and expectant mothers and mothers with young children - may also particularly benefit from improved walking and cycling conditions and reduced traffic levels, especially in the context of the park environment.

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. A traffic-free environment will therefore benefit and empower more women to cycle.

Protected Characteristic: Sexual orientation

No specific impacts identified.

Protected Characteristic: Socio-economic status

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 measures encourage cycling and walking and aim to improve conditions for non-car owners.

The greater connectivity provided via improved cycle and walking routes provides better healthy access to employment opportunities.

c) General potentially negative impacts

As has been outlined above the Highbury Crescent measures will have many positive benefits for residents, including specific benefits for those with protected characteristics as discussed above. It is the purpose of this resident impact assessment to also examine any negative impacts on residents, particularly those with protected characteristics to ensure that a robust mitigation plan is in place and so that these negative impacts can be taken into account in decision making on the permanent implementation of the closure.

One key negative impacts of the Highbury Crescent closure to motor vehicles has been identified and considered below:

Impact on those who rely on car usage

The purpose of the Highbury Crescent closure is to create a safer environment to enable walking and cycling for people from all walks of life and enhance the park experience. 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 closure, vehicles have not been able to pass from east to west of Highbury Fields via Highbury Crescent, instead travelling around the southern section of Highbury Fields as they have done since 2014. There are no addresses located within the area of the closure, and access to all properties in the vicinity is retained. However, some routes may need to be changed. During the period of the Experimental Traffic Order (ETO) closure, a Low Traffic Neighbourhood has been introduced, also under an ETO, which further affects the access routes, which may require driving to and from the nearest main road rather than across local streets. The LTN has been subject to a separate RIA.

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

It should be acknowledged that longer routes are more likely to inconvenience some older or disabled residents more than others and these specific impacts on those groups is set out below. These should be considered on balance with the positive impacts the scheme will result in for those groups and the wider population as outlined above.

d) Specific negative impacts

Protected Characteristic: Age

Those who rely on car usage: Although it will be possible to access all nearby addresses once the closure has been implemented, older people may rely on private cars, private vehicles for hire, or taxis more for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs.

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

Older and young people could be disproportionately disadvantaged by the increased likelihood of conflict between pedestrians and cyclists if there are an increased number of cyclists in the space.

Protected Characteristic: Disability

Those who rely on car usage: Although it will be possible to access all nearby addresses once the closure has been implemented, disabled residents or visitors may rely on private cars, private vehicles for hire, or taxis more for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs. As referenced in the resident profile section data indicates that private cars are just one means of travel for disabled residents and therefore should be considered on balance with the benefits.

The 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 Highbury Crescent closure to motor vehicles.

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

Disabled people could be disproportionately disadvantaged by the increased likelihood of conflict with cyclists if there are an increased number of cyclists in the space.

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

Protected Characteristic: Gender re-assignment

No specific impacts identified.

Protected Characteristic: Pregnancy and maternity

Those who rely on car usage: Although access to all nearby addresses is maintained as part of the closure, pregnant women and those with young children may rely on private cars, private vehicles for hire, or taxis more for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs.

Other: Pregnant women or parents/carers with young children could be disproportionately disadvantaged by the increase in cycling if the risk of conflict between pedestrians and cyclists of new cycle infrastructure is not designed properly.

Protected Characteristic: Race

No specific impacts identified.

Protected Characteristic: Religion or belief

No specific impacts identified.

Protected Characteristic: Sex

No specific impacts identified.

Protected Characteristic: Sexual orientation

No specific impacts identified.

Protected Characteristic: Socio-economic status

Other: Purchasing and maintaining a bicycle can be prohibitively expensive, meaning people with less disposable income may be less able to own a bike than those with more disposable income. This in turn would mean they 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

No safeguarding risks for children or vulnerable adults, or human rights breaches, have been identified as likely resulting from the Highbury Crescent closure to motor vehicles.

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 via Highbury Crescent. 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 Highbury Crescent closure 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.

5. Action

How will you respond to the impacts that you have identified in sections 3 and 4, or address any gaps in data or information?

Negative Impact	Action	Responsible person or team	Deadline
<p>Those who rely on car usage: More inconvenient car trips</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>During consultation 11% of survey respondents mentioned the inconvenience of diversions, mostly as a negative impact. Considering the continued access to all addresses and long-established behaviours of using alternative routes, the council does not consider that further action is required. Further, greater uptake of the London Taxicard Scheme can act as mitigation for some individuals with protected characteristics.</p>	<p>Transport Strategy and Active Travel</p>	<p>Complete</p>
<p>Other:</p> <p>Older and young people could be disproportionately disadvantaged by the increase in cycling and increased risk of conflict between pedestrians and cyclists if cycle infrastructure is not designed properly.</p>	<p>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 planter boxes have been located so that the road is accessible to a range of non-standard cycles.</p> <p>The Council will monitor for reports of increased occurrences of conflicts between different road users, and consider whether further mitigation is required.</p>	<p>Transport Strategy and Active Travel, Traffic & Highways, Parking Operations.</p>	<p>Complete</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>Other:</p> <p>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.</p>	<p>The Council has a programme to help with the affordability of maintaining and securely storing cycles and although cycle hire does provide some affordable access to cycling, the pricing mechanism favours those who can afford greater one-off payments for passes, for example. Islington's 'Try before you bike' scheme helps people purchase a new bicycle with monthly payments (£20 for adult bike, £10 for children), with the option of returning the bicycle and stopping payments if they choose to.</p>	<p>Housing, Community development, Transport Strategy and Active Travel.</p>	<p>On going</p>
<p>Other:</p> <p>Persons with restricted mobility or visual impairments could be disproportionately disadvantaged by the introduction of new street furniture and infrastructure (such as signage) which may affect their accessibility if infrastructure is unsuitably 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>The location of the planter boxes ensures that the tactile paving and dropped kerbs at either end of the closure remain clear of obstruction.</p> <p>The Council will monitor for any reports of planter boxes or signage causing obstructions and consider whether further mitigation is required.</p>	<p>Transport Strategy and Active Travel, Traffic & Highways.</p>	<p>Complete</p>

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

Staff member completing this form:

[Redacted Name]

Transport Planner

Signed:

[Redacted Signature]

Date: 02/06/2021

Head of Service or higher:

[Redacted Name]

Interim Director Climate Change and Transport

Signed:

[Redacted Signature]

Date: 02/06/2021