

Equalities Impact Assessment:

Full Assessment

Summary of proposal

Name of proposal	Decision to make Highbury Low Traffic Neighbourhood trial a permanent scheme
Reference number (if applicable)	N/A
Service Area	Climate Change and Transport
Date assessment completed	October 2023

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 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 Highbury West and Highbury Fields Low Traffic Neighbourhoods (LTNs) are 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 Highbury West and Highbury Fields LTNs 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 17 November 2020. The scheme was implemented through an Experimental Traffic Order (ETO) that came into force on 11 December 2020. An updated ETO came into force on 10 December 2021 to enable changes to the LTN, introducing exemptions for Blue Badge holders that enabled them to register a single vehicle to pass through designated filters in the Highbury West or Highbury Fields LTN in which they live.

The Highbury West and Highbury Fields Low Traffic Neighbourhoods LTNs were implemented with eight camera-enforced traffic filters (Located at: Aubert Park, Benwell Road, Gillespie Road, Highbury Hill, Highbury Place [south of junction with Calabria Road], Highbury Place [North of junction with Highbury Corner], Monsell Road, Plimsoll Road and St Thomas's Road) and two bollard traffic filters (located at: Avenell Road and Plimsoll Road).

As outlined in the 31 May 2022 delegated decision report for Highbury West and Highbury Fields, a new ETO was introduced to expand upon a policy change adopted in the people-friendly streets Executive Report of 14 October 2021. The new ETO combined the Highbury West and Highbury Fields LTNs to create a single Highbury LTN and introduced the XM7 Blue Badge exemption that allows holders to travel across the area by motor vehicle.

In January 2023, the council introduced the Individual Exemption policy to complement the existing Blue Badge LTN policy. This permit provides the opportunity for either residents of Islington or people who reside in a neighbouring borough but regularly travel to or through Islington to apply for an exemption to designated filters in LTNs borough wide, including Highbury. The Individual Exemption permit is intended to make a reasonable adjustment for people who have no other option than using a car and who are severely affected by longer journeys or re-routing of trips. Applications for an Individual Exemption are considered on a case-by-case basis and must be supported by relevant evidence. Details on the Individual Exemption policy can be found on the council's website at:

<https://www.islington.gov.uk/roads/people-friendly-streets/individual-exemption-faqs>

Except for emergency vehicles and some council service vehicles, there are no exemptions for residents who do not meet the eligibility criteria for the Home LTN or Individual Exemption dispensations. The council's rationale to not provide exemptions is based on three principles:

- Access to all addresses is maintained within LTNs, but some 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 aim of the people-friendly streets programme is to reduce the overall number of trips by supporting a change of transport away from private cars.

At the time of writing, 294 Blue Badge holder permits have been issued for use within the Highbury LTN. The council’s Home LTN Blue Badge exemption policy was amended in May 2022 to allow Blue Badge holders to register a car which might not be Driver and Vehicle Licensing Agency (DLVA) registered at their home address, such as the car of a carer or family member.

Table 1 below shows some overall results from the monitoring of the Highbury LTN based on a comparison of baseline traffic volume data (7-day daily average of all motorised vehicles) from November 2020 with interim data collected in May 2021, pre-consultation data from December 2021 and final data collected in January and March 2023. Full scheme monitoring results and an explanation of the traffic count methodology, including the normalisation methodology, are available in the respective reports on the council's website at: <https://www.islington.gov.uk/roads/people-friendly-streets/highbury>. The latest monitoring report is appended to the decision report that this EqlA accompanies.

% change compared to November 2020 pre-LTN baseline	Interim May 2021	Pre-consultation December 2021	Final January 23
Internal road traffic volumes (normalised)	-67%	-72%	-76%
Boundary roads traffic volumes (normalised)	+10%	-1%	-4%
Difference in the proportion of vehicles speeding %	-6%	-7%	-10%
Internal cycling volumes	+50%	+1%	+52%

Table 1: Comparison of data from May 2021, December 2021 and January/March 2023 when compared to the baseline from November 2020.

The final monitoring report compared data collected in November 2020 (baseline) and December 2021 (pre-consultation) to data collected in January and March 2023 (final check) and showed that the scheme continues to operate effectively against its objectives when compared to the baseline scenario as shown in Table 1.

On internal roads overall motorised traffic volumes have decreased by 76% or 41,277 vehicles daily from baseline to final check. Since the pre-consultation monitoring, motorised traffic volumes have continued to decrease, falling by 15%. The only internal road to experience an increase greater than 10% in vehicle volume was Benwell Road with a 26% increase between the pre-consultation and final check, although in terms of actual numbers the increase is only 153 vehicles per day which is on average 6.4 vehicles per hour. It should however be noted overall that traffic on Benwell Road has decreased by 94%, or 11,036 daily vehicles when comparing baseline (November 2020) with final check (January 2023).

On the boundary roads overall, there was a negligible decrease of motorised traffic volumes by 8% (7,877 vehicles daily) when comparing final check data with the pre-consultation data. When comparing baseline data to final check data there is a negligible decrease of 4% or 3,952 vehicles daily.

Not all boundary roads experienced a decrease in motorised traffic volumes. The long-term comparison of Seven Sisters Road from baseline (November 2020) to final check (March 2023) shows there has been a negligible increase of 10% (normalised) in motorised traffic volumes. Following the implementation of the Highbury LTN (January 2021) to pre-consultation (December 2021) motorised traffic volumes on Seven Sisters Road remained stable. From pre-consultation (December 2021) to final check (March 2023) the road experienced a 34% (normalised) increase in traffic volumes. One reason for the change between the pre-consultation and final check normalised figure is due to the significant normalisation factor calculated and applied for March 2023 (an 18.95% adjustment). The significant normalisation figure (corroborated with TfL) is likely due to cold and snowy weather early in the month and rail strikes. As the figure is a significant change from recent months, the normalised figure (18.95%) is considered a 'worst case scenario' and likely less severe than is reported, particularly as counts took place at the end of March 2023.

The northern section of Blackstock Road has also seen an increase in motorised traffic volumes since the implementation of the Highbury LTN. Data comparing the November 2020 baseline to pre-consultation data from December 2021 indicated a 58% increase in motorised traffic volumes in this location. Table 5 on page 28 of the Final Check monitoring report provides a comparison of eight datasets that have been collected for Blackstock Road North since November 2020. The data present on table 5 shows a pattern of how changes to the surrounding road network have impacted motorised traffic volumes on Blackstock Road, resulting in a "peak and settling" effect on the road described in paragraph 5.23.

Following the introduction of the Highbury LTN in January 2021, motorised traffic volumes on Blackstock Road increased for a period of time (table 5), as shown in the data collected as part of the additional traffic counts conducted in March 2021 and May 2021, before traffic volumes stabilised in September 2021. The introduction of the Stoke Newington Church Street scheme (by Hackney Council) in September 2021 shows the effect that changes to the wider road network can have on motorised traffic volumes, with daily traffic on Blackstock Road increasing from 15,668 to 19,397 (normalised). Traffic counts conducted as a part of the recent round of monitoring (January and March 2023) show how motorised traffic volumes have settled to levels seen prior to the introduction of the Stoke Newington Church Street scheme.

Although motorised traffic flows on Blackstock Road appears to have settled, the council will continue to work in partnership with Hackney Council to explore the feasibility of medium and long-term measures to further improve how traffic operates across the local network. This

partnership approach will seek to balance the wider network improvements with environmental enhancements on Blackstock Road, where feasible, for the benefit of local people, businesses, and visitors

Overall, changes in vehicle speeds have been mixed, particularly on internal roads and other roads with low flows: this is likely because of the small sample sizes in both the pre-consultation and final check counts, which can be easily skewed by a small number of extreme data points.

Since pre-consultation monitoring, cycling levels on internal roads increased by 50%, amounting to an increase in 2,799 daily cycle trips. It is noted that pre-consultation data for cycling on St. Thomas's Road may not be representative as is likely that pre-consultation counts largely undercounted cycles at this site. Additionally, when comparing baseline data to final check data, cycling has increased by 52% or 2,874 cycle trips. On boundary roads, all monitored sites saw an increase in cycling volumes (pre-consultation to final check). Overall, cycling on boundary roads increased by 32% since pre-consultation, amounting to an increase in 801 daily cycle trips.

NO₂ levels in Highbury have remained well within the annual objective level of 40µg/m³ for the post-implementation period, with the LTN overall seeing a 10-point decrease in NO₂, falling from 33µg/m³ in 2019 to 23µg/m³ in 2022 ([Islington Air Quality Annual Status Report 2021](#)). Overall changes in NO₂ levels in Highbury are on par with those across the wider borough, with most increases for Highbury being on internal roads that had relatively moderate baseline levels of pollution – notably, boundary roads saw smaller increases in NO₂.

As a result of the monitoring from January and March 2023 and feedback from the public consultation (held February 2022 - March 2022), it is proposed that the current ETO is replaced with a Traffic Management Order (TMO) for the Highbury LTN, which will mean that the LTN is no longer a trial, but a permanent scheme. This EqIA is required to support the decision to make the scheme permanent in its current form.

As set out in the council's executive report from 12 January 2023, it is the council's ambition to return to all LTN areas that are made permanent and implement wider public realm improvements that will make the areas liveable neighbourhoods (LNs).

The people-friendly pavements programme was launched in 2021 and aims to make Islington's pavements more accessible through introducing measures such as footway repaving, dropped kerbs, improved foliage maintenance, tactile paving and street clutter removal. The council's ambition is to implement a series of people-friendly pavements improvements in all existing LTNs as well as future liveable neighbourhoods. Locations for improvements are identified by carrying out an audit of streets in each ward, liveable neighbourhood or existing low traffic neighbourhood. At present an accessibility audit has been completed for the Arsenal ward, Finsbury Park town centre and Highbury East (now Highbury) ward. The accessibility audit for Highbury East (now Highbury) informed a series of people-friendly pavement projects improvements in the Highbury LTN that were delivered in early 2023. The works included the introduction of dropped kerbs at the following locations: Lucerne Road at the junction with Avenell Road, Elphinstone Street at the junction with Avenell Road, Conewood Street at the junction with Avenell Road, Elwood Street at the junction with Avenell Road, at the northern end of Highbury Terrace (ramped access to the pavement) and Hamilton Park.

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 people-friendly streets programme the impacts on different groups of people have been considered in Resident Impact Assessments (RIA) accompanying people-friendly streets Executive papers dated 18 June 2020, 14 October 2021 and an Equalities Impact Assessment (EqIA) dated 12 January 2023. The main impacts that have been considered are upon children and young people, both of which are likely to benefit from quieter roads with less traffic and improved air quality. Some disabled people, including those who use walking aids, wheelchairs, or mobility scooters will benefit from pedestrian enhancements and reduced traffic. People with cognitive disabilities could benefit from reductions in noise pollution. Although all addresses remain accessible by vehicle, disabled people who do not have a Blue Badge exemption or Individual Exemption permit may be negatively impacted by longer journey times if they do not have access to a vehicle. The council is seeking to mitigate this impact by exploring the possibility of specific and timed exemptions for disabled people who take trips by taxi/private hire vehicles (PHVs).

These impacts were first considered in relation to the Highbury LTN in the RIA from 16 November 2020. Note that the council has since reverted to calling RIAs (EqIAs). Potential positive impacts as a result of the implementation of the LTN were identified for all residents, including those with protected characteristics, including older people and people with disabilities who have access to a car. Negative Impacts were identified for people with disabilities who rely on taxis and PHVs.

A further EqIA was completed to assess the impact on the Highbury LTN for the changes introduced in the 23 May 2022 delegated decision report. The changes involved the combining of the Highbury West and Highbury Fields LTNs to create a single Highbury LTN and introduced the XM7 Blue Badge exemptions.

This EqIA is appended to the decision report making the Highbury LTN scheme permanent. There will be no physical changes to the design of the Highbury LTN, the only change is legal with the scheme changing from being a trial to a permanent scheme.

While Section 3B identifies positive impacts specific to protected characteristics, all residents should benefit from the impacts of reduced road danger and noise reduction associated with overall reduction in traffic in the area and potential improvements in air quality.

As set out in Section 3B, people with disabilities who rely on taxis and private hire vehicles (PHVs), carers who are not eligible for the Blue Badge exemption and medical professionals will not benefit as much from the scheme being made permanent. Table 3 below shows the percentage of different trips by mode made by the 16% of Islington residents who identify as

disabled (approximately 1,862 people) – the percentage that make trips by taxi (London black cab and other/minicab) is 3.2%.

The council intends to work with other boroughs, Transport for London (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 eligible for the ‘Home LTN’ exemption, or Individual Exemption permit holders. The council has participated in preliminary meetings with other North London boroughs and will provide an update when further information is available. However, at present the council does not have the logistical resource and capability to implement such exemptions.

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

General

The Highbury LTN is located across Arsenal, Highbury and Finsbury Park Wards. Table 2 provides a demographic breakdown of Arsenal, Finsbury Park and Highbury wards, compared to Islington and London as a whole.

Table 2 - demographics of London, Islington, Arsenal, Finsbury Park and Highbury wards

	London Total: 8,799,723	Islington Total: 216,612	Arsenal Ward Total: 11,879	Finsbury Park Ward Total: 14,358	Highbury Ward Total: 11,634
Gender: Female	51%	52%	51%	53%	53%
Gender: Male	49%	48%	49%	48%	47%
Age: Under 16	19%	15%	17%	16%	16%
Age: 16-24	11%	13%	8%	15%	9%
Age: 25-44	34%	41%	48%	41%	42%

	London Total: 8,799,723	Islington Total: 216,612	Arsenal Ward Total: 11,879	Finsbury Park Ward Total: 14,358	Highbury Ward Total: 11,634
Age: 45-64	24%	21%	20%	20%	22%
Age: 65+	12%	9%	7%	8%	11%
Disabled	13%	16%	13%	16%	14%
Ethnic group: BAME	46%	38%	37%	50%	30%
Ethnic group: White	54%	62%	63%	50%	70%
Religion or belief: Christian	41%	35%	33%	32%	32%
Religion or belief: Muslim	15%	12%	12%	21%	10%
Religion or belief: Other	10%	5%	4%	4%	5%
Religion or belief: No religion	27%	41%	42%	35%	46%
Religion not stated	7%	8%	8%	8%	7%

Source: 2021 Census data available at:

<https://www.ons.gov.uk/census/aboutcensus/censusproducts/topicssummaries>

Disability

There are more people who identify themselves as having a disability in Finsbury Park (16%), Highbury (14%) and Islington (16%) than the London average. The higher percentage of Islington residents who have a disability is particularly significant for this EqIA and is referred to in the assessment of equalities impacts.

[Disabled people are five times more likely to be injured as a pedestrian than non-disabled people](#). Given such a significant percentage of disabled residents walk or wheel (proportionally more than those who drive, use taxis or ride as a passenger), it can be reasonably inferred that reduced traffic volumes and vehicle speeds reduces road danger for disabled residents.

The Blue Badge exemption policy set out at paragraphs 3.3.62 to 3.3.68 of the October 2021 [Executive Member for Environment and Transport](#) paper 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 policy was introduced to the Highbury LTN trial in December 2021. In May 2022 to allow Blue Badge holders to register a car which might not be Driver and Vehicle Licensing Agency (DLVA) registered at their home address, such as the car of a carer or family member. The October

2021 Executive Report was published with an [additional appendix](#), produced by 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 informed the policy that Blue Badge holders should be exempt from filters in their 'Home' LTN.

The Individual Exemption policy is discussed in paragraphs 5.14 to 5.18 of the January 2023 Executive report. This policy allows people who do not immediately meet the criteria for the Blue Badge exemption policy to benefit from access through camera-controlled filters in the borough's low traffic neighbourhoods.

As of September 2023, there are 294 Blue Badge holders with an 'XM7' exemption permit and 64 Individual Exemption permit holder's borough wide.

Ethnicity

There is a slightly lower than average percentage of people who are Black and Minority Ethnic in Arsenal Ward (37%) than the Islington average (38%). The Highbury Ward has the lowest proportion (30%), while Finsbury Park Ward (50%) has a higher proportion than both the Islington and the London Average of people who are Black and Minority Ethnic.

Travel modes

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 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).

Table 3 - 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%

Mode	All users in London	Disabled people in Islington
Taxi - other/minicab	1.6%	1.5%
London Overground	2.2%	1.1%

¹Source: 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>)

Car ownership/ travel

Islington has one of the lowest proportions of car/van ownership per household in the country, with 67% of households not having access to a car/van. (Source: www.ons.gov.uk/census/maps/choropleth/housing/number-of-cars-or-vans/number-of-cars-3a/no-cars-or-vans-in-household?geoLock=lad&lad=E09000019). 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.

Road safety/danger

There is also 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 (www.sd-commission.org.uk/data/files/publications/fairness_car_dependant.pdf), 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. (www.icevirtuallibrary.com/doi/pdf/10.1680/jmuen.16.00068)

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. In the case of the Highbury LTN, monitoring shows that there has been a negligible reduction (4%) in motorised traffic volumes on boundary roads overall.

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.

Socio-economic

The Highbury LTN is located across Arsenal, Highbury and Finsbury Park Wards. However, at the time of writing, statistics are only available for the wards that until 5 May 2022 (when

boundary changes were made) were covered by the Highbury LTNs: Highbury West, Highbury East and Finsbury Park.

Socio-economic and disability data indicates that the Highbury East and Highbury West wards have less deprivation than the Islington average and are ranked respectively as the 16th and 13th most deprived wards in the borough. Conversely, Finsbury Park Ward has more deprivation than the Islington average, ranking as the 1st most deprived ward in the borough (Source: <https://www.islington.gov.uk/~media/sharepoint-lists/public-records/publichealth/qualityandperformance/reporting/20192020/20191211imd2019islingtonbriefing1.pdf>)

Research has found that across London as a whole, people in the most deprived quarter of output areas were 2.5 times more likely to live in a new LTN, compared to Londoners in the least deprived quarter. Micro-level equity is reasonably good, in that there do not seem to be large systemic differences between the demographic profile of those living in output areas entirely within LTNs and those living in nearby areas that touch boundary roads (Source: www.sciencedirect.com/science/article/pii/S0966692321002477)

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></p> <p>An increase in activity, including walking and cycling, benefits children in terms of reducing childhood obesity.</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</p>	<p>Positive:</p> <p>Permits for the local Blue Badge exemption will be directly granted to eligible residents (those who are Blue Badge holders, living within the Highbury LTN and also holding a Free Resident Parking Permit [FRP] and/or Dedicated Disabled Bay [DDB]). 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 will be required to register a vehicle for the exemption.</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?
		<p>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 expanded Blue Badge exemption policy, if their carers live with them inside an LTN. The exceptional 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 could have Blue Badges and could benefit from the same policy. The positive impacts of LTNs on local traffic levels, as evidenced by pre-consultation monitoring reports, means less congestion for exempt vehicles.</p> <p>Older people</p> <p>Older people, who have higher instances of disabling conditions such as mobility impairment, deafness or blindness will benefit from reduced traffic and road danger because of the lower volumes of cars traveling through the 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</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?
		<p>increase their active travel will see benefits to their mobility and health.</p> <p>Both age groups</p> <p>For people of any age who are eligible for an exemption permit, local journeys by motor vehicle will be made shorter and more convenient.</p> <p>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.</p> <p>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:</p> <p>Although it is possible to access all addresses within the LTN, 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 some individuals may be inconvenienced by longer journeys. Longer journeys may also involve higher financial costs.</p> <p>Children and older people who do not drive or have access to a vehicle within their household could be impacted by the expanded exemption policy and emergency diversion route if local traffic rises. This could</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>

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>make streets more unsafe and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs. However, this impact is likely to be minimal given the relatively small number of Blue Badge holders in both Highbury LTNs (estimated 294) who will be exempt from the filters.</p>	<p>The changes that will introduce 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).</p> <p>The Individual exemption policy, introduced as a trial in January 2023 may also benefit disabled people who do not live in an LTN, by allowing permit holders access through all camera enforced LTN/LN filters. The Individual Exemption does not require the permit holder live in Islington and may also benefit disabled people who do not live in an LTN, by allowing access through camera enforced filters 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 who are Islington residents.</p>
Disability	Positive and Negative	<p>Positive:</p> <p>Compared to the London average, there is a higher proportion of people in Islington who identify themselves as being disabled (16%, compared to the London</p>	<p>Positive:</p> <p>Permits Highbury LTN Blue Badge exemption will be directly granted to eligible residents (those who are Blue Badge holders, living within the LTN and</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?
		<p>average of 13%). Compared to the London average a higher proportion of people in Finsbury Park and Highbury Wards identify themselves as being disabled (16% and 14%, respectively), while Arsenal Ward has the same proportion as the London average (13%).</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 people-friendly pavements project, which will remove existing barriers, reduce street clutter and improve footway maintenance.</p> <p>Accessibility audits have now been completed for Highbury East (now Highbury) Ward, Finsbury Park town centre and the Arsenal Ward. The findings have helped inform people-friendly pavement improvements works including the introduction of dropped kerbs at the following locations: Lucerne Road at the junction with Avenell Road, Elphinstone Street at the junction with Avenell Road, Conewood Street at the junction with Avenell Road, Elwood Street at the junction with Avenell Road, at the northern end of Highbury Terrace (ramped access to the pavement) and Hamilton Park.</p>	<p>also holding a Free Resident Parking Permit (FRP) and/or Dedicated Disabled Bay (DDB)). 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 will be required to register a vehicle for the exemption.</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>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>

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>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 businesses in LTNs due to the reduction in traffic as a result of the 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). LTNs aim to 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>People who are Blue Badge holders who live within an LTN and have access to a vehicle registered at their address will also benefit from the proposed exemptions at designated camera-enforced filters in the LTNs where they reside. The exemption policy for individual traffic filters, which is currently being developed, may also benefit disabled people who do not live in an LTN, by</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?
		<p>allowing access through a designated filter (for example, for medical appointments). The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.</p> <p>Negative:</p> <p>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 3A of this EqlA 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> <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 informing the proposed exemption policy.</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>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 may exempt a vehicle that is not registered to their address such as the vehicle of a family member or carer.</p> <p>The individual exemption policy trial introduced in January 2023 may also benefit disabled people who do not live in an LTN, by allowing access through all LTNs. However, the exemption does</p>

	<p>The Individual Exemption (introduced from January 2023) provides a reasonable adjustment for individuals who rely on vehicle travel and as a result of disability or a chronic health condition, are substantially disadvantaged by increased time spent in a vehicle or re-routing of trips due to LTNs.</p> <p>People with disabilities who rely on taxis and PHVs, carers who are not eligible for the Blue Badge exemption and doctors will not benefit from the new exemption policy. 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 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 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, for the purposes of the experimental traffic order and any future traffic order which supersedes the ETO, 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</p>	<p>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> <p>The 'Individual Exemption' policy trial has its own Delegated Decision Report (linked here) and the supporting EqIA (linked here). The trial provides opportunity to feedback on the policy itself and who falls under the exemption. More details on the 'Individual Exemption' policy can be found on https://www.islington.gov.uk/roads/people-friendlystreets/individual-exemption-faqs.</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>trips taken by Blue Badge holders who are resident in Islington, compatible with our current use of Automatic Number Plate 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 3A).</p> <p>Disabled people who do not drive or rely on motor vehicles could be impacted by the exemption policy if local traffic rises. This could make streets more unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the low traffic neighbourhoods. However, this impact is likely to be minimal given the relatively small number of Blue Badge holders in both Highbury LTNs (estimated 294) who will be exempt from the filters.</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>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.</p> <p>The reduction of traffic volumes and road danger in the LTN should make cycling a more accessible transport mode among ethnically diverse people who are underrepresented among people who cycle for transport and for exercise.</p> <p>In Arsenal, Finsbury Park and Highbury wards where the Highbury LTN is located, 37%, 50% and 30% respectively of the population identify as non-white, meaning that over one third of the residents who are BAME will potentially benefit from a reduction in traffic volumes and speeds that are delivered by the LTN.</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.

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)	Positive and Negative	<p>Positive:</p> <p>There are a number of places of worship in the Highbury LTN, including The Parish Church of Christ Church Highbury, Highbury Baptist Church, St Crispin's Church, Finsbury Park Mosque and The Holloway Masjid. For those accessing the places of worship by active travel modes (walking and cycling etc.) the LTN will result in a more pleasant and safer journey on a permanent basis.</p> <p>Negative:</p> <p>Those accessing the places of worship located within the Highbury LTN by motor vehicle may have to take a different and longer route on a permanent basis as a result of the LTN measures.</p> <p>The objective of the PFS programme is to reduce the overall number of car trips by encouraging their replacement by walking, using wheelchairs or cycling. It is recognised that for some journeys, the traffic filters make driving more inconvenient and are in this way designed to encourage those who don't need to drive to choose a different way to travel, especially for short trips.</p>	<p>Negative:</p> <p>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>
Maternity or pregnancy	Positive and Negative	<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>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;

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>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 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>Traffic filters will create informal play space for children specifically around closure locations, where there will be very low traffic following implementation.</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>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</p>	<ul style="list-style-type: none"> • 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>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. Monitoring traffic levels 11 months after the implementation of the trial has shown that the project has largely met its objectives in this regard (See Section 1).</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?
		<p>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) which may affect their accessibility if infrastructure is not suitably positioned.</p>	<p>An accessibility audit for Highbury East (now Highbury) Ward, Finsbury Park town centre and the Arsenal Ward were undertaken to identify existing accessibility issues related to pavements and pathways in the area (such as damaged pavement, badly positioned street furniture), which will help inform further improvements to the area. To ensure accessibility of any future greening and public realm projects, any designs will be subject to internal accessibility and design reviews.</p> <p>Negative:</p> <p>Traffic levels will be periodically monitored after the scheme is made permanent. If traffic significantly increases, measures would be investigated to reduce vehicle numbers.</p> <p>Improvements made through the people friendly pavements project, could include removing existing barriers, reduce street clutter and improve footway maintenance.</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?
Gender and gender reassignment (male, female, or non-binary)	Positive and Negative	<p>Positive:</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 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 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> <p>Negative:</p> <p>Some women might feel less safe at night walking than driving if there are lower volumes of traffic traveling through the area, and the LTN restrictions might make local routes longer.</p>	<p>Negative: Highbury pre-consultation monitoring data does not suggest the LTN has had a negative impact on anti-social behaviour (ASB) and crime, however perception of safety and insecurity can deter people from using active travel modes.</p> <p>The council will continue to explore 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 work with its Community Safety Team and the Metropolitan Police to make Islington's streets safer.</p>
Sexual orientation	Neutral	No specific impact 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?
Marriage or civil partnership	Neutral	No specific impacts identified.	n/a

<p>Other) (e.g., people living in poverty, looked after children, people who are homeless or refugees)</p>	<p>Positive and Negative</p>	<p>Positive:</p> <p>Busier roads can, in some areas of London, 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 2.5 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 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>Positive:</p> <p>The council can promote walking and cycling through its Active Travel programme. The courses are open to all Islington residents but are offered at no or low cost to encourage uptake from lower income residents such as those who would not be able to pay full price for a bicycle.</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?
		<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. 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." Purchasing and maintaining a cycle is significantly less expensive than the comparable costs for motor vehicles and can be cheaper than public transport fares. For Highbury, there has been no discernible impact on bus journey times as a result of the LTN.</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>	<p>Negative:</p> <p>Steer consultant'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 where possible. This data has been one of the factors carefully considered in deciding to transition Highbury to a permanent traffic order.</p> <p>Air quality schemes are being rolled out in parallel, for instance the installation of Electric Vehicle Charging Points and the Ultra-Low Emission Zone extension since October 2021 and in August 2023.</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>

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.</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>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**

More inconvenient car trips

The Blue Badge exemption policy does not include taxis and private hire vehicles or medical professionals. Since May 2022, it does, however, allow the Blue Badge holder to nominate a vehicle not registered to their address to receive the exemption. This allows a carer or family member to help drive the Blue Badge holder.

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.

The exemption policy for Blue Badge holders is now complemented by the Individual Exemption policy (introduced in January 2023). This will benefit some people who are not eligible for a Blue Badge exemption or who meet the criteria for a wider exemption under the Individual Exemption policy. The exemption will be for a single vehicle which may be the applicant's own or belong to another person. It should be the main vehicle used for the exemption holder's travel. The exemption holder must be in the nominated vehicle, either as driver or passenger, when it passes through a traffic filter.

Extension of the exemption policy to include more trips by disabled people.

Transport Projects and people-friendly streets team to oversee.

Transport for London (TfL) and London Councils (LCs) to help explore options.

TfL and LCs provide funding.

Please provide:

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

Boundary roads impact

Possible increase in bus journey times which would impact on older, disabled or lower income residents disproportionately.

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 considered carefully in deciding to transition to a permanent traffic order. The monitoring data on the impacts of the Highbury trial has shown that the scheme is largely meeting its objectives. It does not appear that the scheme has had an appreciable impact on bus journey times on any boundary roads.

If required and informed by monitoring data, the council will work with TfL to identify bus priority corridors to improve bus journey times. Bus priority schemes will be implemented in consultation with TfL to protect bus journey times if data demonstrates that there are increased delays in bus journeys for a sustained period.

If mitigations are required/ implemented, they should lead to improving and more predictable bus journey times.

Current monitoring data indicates that on the boundary roads around Highbury total motorised traffic volumes have dropped by 4% overall.

Transport Projects and people-friendly streets team to oversee.

Traffic and Engineering team to liaise with Transport for London if mitigations are required.

Funding to be sourced from TfL in the first instance and from council capital as a second resort.

Please provide:

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

Boundary roads impact

Possible increase in air pollution on the main roads which would impact disproportionately on residents living on main roads.

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 carefully considered in deciding to transition to a permanent traffic order or to introduce mitigating measures. The monitoring data shows that air pollution is below the legal limit at all sites in the Highbury LTN. Overall, changes in levels of NO₂ in the area are on par with those across the wider borough. At Highbury Crescent anomalous readings were recorded between September 2022 and January 2023; the council will continue to monitor this site as part of ongoing air quality monitoring in the borough.

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 since October 2021 and August 2023.

If mitigations are required, they should be designed to improve air quality on main roads.

Monitoring data indicates that on the boundary roads around Highbury total motorised traffic volumes have dropped by 4% overall, which is expected to remain stable when the scheme becomes permanent.

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.

Transport Projects and people-friendly streets team to oversee, working with the Air Quality team and the Traffic and Engineering team.

Funding to be sourced from TfL in the first instance and from council capital as a second resort.

Please provide:

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

<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 may mean they would not benefit equally from quieter streets to cycle on.</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 encouraging wider use of active travel among residents in the LTN or who travel through it.</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>
<p><u>Street furniture</u></p> <p>When the scheme is made permanent and uplifted to a liveable neighbourhood (in the future), people with restricted mobility could be disproportionately disadvantaged by the potential 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 pavements 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>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</p>

Please provide:

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

	<p>Accessibility audits were undertaken for Highbury East (now Highbury) Ward, Finsbury Park town centre and the Arsenal Ward.</p> <p>Accessibility of future greening and public realm projects will be ensured by subjecting all designs to the internal accessibility and design reviews.</p> <p>Engagement with disabled groups will also identify if there are outstanding issues with accessibility for people with restricted mobility.</p>		<p>also contribute to improving accessibility.</p>
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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 people-friendly streets programme, the council has been actively engaging with residents, businesses and other stakeholders to gather feedback on people-friendly streets schemes that have been introduced. The methods to engage have included: the Commonplace interactive tool; emails sent directly or forwarded on the PFS mailbox and individual scheme mailboxes 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.

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)**

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 scheme. The consultation on the Highbury LTN took place from February 2022 and 14 March 2022.

The consultation included an online questionnaire which received 3,911 responses in total (Highbury West – 1,973 and Highbury Fields 1,938), five public consultation events and focus groups with disability groups and groups representing people who have complex mobility needs. Key findings from the Highbury West LTN consultation were:

- 42% of respondents said that it is easier to cross the streets since the LTN was introduced (23% disagreed),
- 38% said the streets look nicer (23% disagreed),
- 37% said the air is cleaner (24% disagreed) and
- 42% said there is less noise from traffic (29% disagreed).
- Full analysis of the results was published and is publicly available on the council's website.

Key findings from the Highbury Fields LTN consultation were:

- 37% of respondents said that it is easier to cross the streets since the LTN was introduced (26% disagreed),
- 34% said the streets look nicer (25% disagreed),
- 32% said the air is cleaner (27% disagreed) and
- 33% said there is less noise from traffic (32% disagreed).
- Full 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 to make the scheme permanent, and the DDR itself summarises elements of the consultation.

Throughout the people-friendly streets programme, specific engagement has been undertaken 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 since the publication of the Executive report the council simplified the application process by

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)**

automating the granting of an exemption where possible for Blue Badge holders living with the low traffic neighbourhoods.

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

In response to the recent and historic engagement with disabled groups and individuals, in the council implemented a trial for the 'individual exemption policy' which involves a case-by-case consideration for individuals requesting exemption beyond the standard home LTN approach. The council introduced the Individual Exemption policy on a trial basis from January 2023 for a minimum of 12 weeks to allow for eligible individuals to benefit from the exemption as soon as possible while also allowing for road users and residents to feed back on their experience of the exemption. No exemption permits issued during this trial period will be revoked. Details around the application processes and exact criteria can be found on <https://www.islington.gov.uk/roads/peoplefriendly-streets/individual-exemption-fags> with the decision report and supporting EqIA linked in the 'Useful Documents' section at the bottom of the website.

In response to 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 or qualify for the Individual Exemption permit, 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 suggested action for working towards granting exemptions in the future.

The council will continue to engage directly with groups representing disabled people and disabled individuals as part of the wider people-friendly streets programme. In May 2022 the council established the Islington Transport Accessibility Advisory Group, which gathers officers and representatives of disability and mobility groups to discuss transport-related topics. The group provides the opportunity for community groups to advise on emerging policy related to transport and people-friendly streets at an early stage including advising on engagement approaches.

The council has been listening to residents through public engagement and consultation, in addition to monitoring of the Highbury LTN trial. In response to public feedback and data gathered through these exercises the council considers that the scheme is largely achieving its objectives and therefore should be made permanent in its current form.

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.	Monthly reports
Feedback from Individual Exemption permit holders will be monitored through the feedback route provided as part of the Individual Exemption policy trial.	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	██████████	██████████	24/10/2023
Fairness and Equality Team	██████████	██████████	25/10/2023
Director or Head of Service	██████████	██████████	26/10/2023