Equalities Analysis in Lambeth	
Proposal Title	**C-19 Response: Railton Low Traffic Neighbourhood**
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Document History		
Version	Date	Comments
1	04.08.20	Version 1 published
2	30.11.20	Amendments in line with ETO proposal

What is changing?

Physical changes will be introduced to streets across the Railton neighbourhood to reduce motor traffic volumes in order to create space for people to safely walk and cycle. Bus, walking and cycling only points will be introduced to these streets specified below. Vehicles will be able to drive to these points from one end of the road or the other but will not be able to drive through. Low cost adaptable features will be used to introduce this change, whilst allowing the Council to amend and improve these changes through working with the local community to understand improvement opportunities.

This change will apply to the following locations;

- Railton Road, between no. 239 and 243
- Railton Road, by Marcus Garvey Way

- Atlantic Road, between Vining Street and Coldharbour Lane
- Shakespeare Road North of the junction with Mayall Road
- St Matthews Road immediately outside the Tenants and residents hall
- Rattray Road, immediately south of junction with Jelf Road
- Dalberg Road, immediately south of junction with Jelf Road
- Trelawn Road, immediately east of junction with Effra Road

These changes will mean that general vehicle traffic will be able to access all properties from one side or the other.
Vehicles will not be allowed to drive through these closure points in either or both directions. Space that is currently dominated by motor vehicles, will support safer and easier social distancing and safe walking and cycling routes, helping to enable journeys that may no longer be suitable for public transport. Around local businesses this will create space for local businesses to spill out.

As a result of these changes, vehicle journeys in and around the area will change in a range of ways. Depending on how traffic movements change there are different potential equality impacts and benefits to be considered.

The changes described above will significantly change the way that streets are used, physical changes to the way spaces are laid out should accompany this change in use and be developed over the longer term. This will help to enable the use of this new space by people and business to reinforce messaging around social distancing and support active travel.

This EQIA will be reviewed and updated at key milestones as the project is improved and expanded on.

What do we know about the people who will be impacted by this change?

Borough wide demographic analysis of protected characteristics and how these may be impacted by transport changes to reduce private vehicle dependence can be found on the wider Transport Strategy EqIA available here: :
Lambeth Transport Strategy EqIA

The project is located in the south-western side of the Coldharbour and Herne Hill wards. Whilst not directly within the area, Tulse Hill Ward should be considered. Within and around these wards there are specific demographic factors to consider, described below. Whilst these cover much larger geographic areas than the project and the wider affect area they provide the best available data to understand local demographic trends across the local area.

Coldharbour has a large population compared to other wards (16,600). It has a young age profile, with a high proportion of children aged 0-15. It is the poorest ward in the borough. There are higher rates of child obesity in the ward than other areas of Lambeth. It has the highest proportion of people from ethnic minorities, and a high proportion of people not born in UK. 4.8% of Coldharbour residents speak an African language as their first language, and 4% speak Portuguese. Coldharbour

has the highest proportion of Black Caribbean residents, and the highest proportion of Black African residents. Less than a quarter of residents are White British. Much of the ward is in the 10% most deprived in England.
It has the highest proportion of social rented households (60%, compared to 22% private rented and 16% owner occupation). There is a high percentage of dwellings in council tax bands A or B. Only the southern part near Brockwell Park has household income above the Lambeth average. It has the lowest employment rate in the borough. Coldharbour has a high rate of working age benefit claimants (Nov 2014), a high rate of out of work claimants, and a high rate of claimants aged under 25. It has the highest proportion of dependent children in out-of-work households and the highest proportion of households with no adults in employment with dependent children. There is a high proportion of lone parents not in employment, and of residents with no qualifications. The crime rate is high for Lambeth (2015).

Herne Hill's population is of average size for Lambeth (15,600), and the age profile is typical of the borough. The ward includes Brockwell Park, which means this is the ward with the largest proportion of open space. The ward mainly has a household income more than average for the borough, but with poorer areas such as the Thorlands and Lilford estates. There is a high number of jobs in the ward and employment per head of population is also high. There is a high proportion of residents with graduate level 4 qualifications. Tenure is in line with the borough (owner-occupiers 37% of households, social rented 32%, Private rented 29%). There are average rates of claimant benefits, dependent children in out-of work households, households with no adults in employment with dependent children, and lone parents not in employment. The ward crime rate is average for the borough (Sept 2015)

Tulse Hill has a large ward population (16,250), and one of the highest population densities. There is a large proportion of children aged 0-15. Over half (52%) of the population is from ethnic minorities. 3.2% of Tulse Hill residents speak an African language as their first language. There is a high proportion of Black Caribbean residents. Less than a third of residents are from a White British background. There is a low number of jobs in the ward, but resident employment rates are typical of Lambeth. Tulse Hill has a high rate of working age benefit claimants (Nov 2014), a high rate of out of work claimants, and a high rate of claimants aged under 25. Tenure is typical of Lambeth as a whole (owner occupier 29% of households, social renting 43%, and private rented 25%), and a high proportion of dwellings in council tax bands A or B. Poor areas include the St Matthews, Tulse Hill, St Martin's estates, and better off areas include Brixton Hill near Josephine Avenue, and Upper Tulse Hill. Crime rate (2015) is average for Lambeth. source:
https://www.lambeth.gov.uk/sites/default/files/State%20of%20the%20Borough%202016%20Wards.pdf

COVID Related Equality Considerations
There are several ways in which risks and outcomes as a result of COVID-19 differ relative to protected characteristics as identified by this study of June 2020 by Public Health England: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/892085/disparities_review.pdf.

This study presents interim findings and this EqIA will need to be reviewed in light of further research to be released later in the year.

Age
Diagnosis rates increased with age for both males and females. When compared to all-cause mortality in previous years, deaths from COVID-19 have a slightly older age distribution, particularly for males.

Socio-economics and deprivation
People who live in deprived areas have higher diagnosis rates and death rates than those living in less deprived areas. The mortality rates from COVID-19 in the most deprived areas were more than double the least deprived areas, for both males and females. This is greater than the inequality seen in mortality rates in previous years, indicating greater inequality in death rates from COVID-19. High diagnosis rates may be due to geographic proximity to infections or a high proportion of workers in occupations that are more likely to be exposed. Poor outcomes from COVID-19 infection in deprived areas remain after adjusting for age, sex, region and ethnicity, but the role of comorbidities requires further investigation.

Ethnicity
People from Black ethnic groups were most likely to be diagnosed. Death rates from COVID-19 were highest among people of Black and Asian ethnic groups. This is the opposite of what is seen in previous years, when the mortality rates were lower in Asian and Black ethnic groups than White ethnic groups. Therefore, the disparity in COVID-19 mortality between ethnic groups is the opposite of that seen in previous years.
An analysis of survival among confirmed COVID-19 cases and using more detailed ethnic groups, shows that after accounting for the effect of sex, age, deprivation and region, people of Bangladeshi ethnicity had around twice the risk of death than people of White British ethnicity. People of Chinese, Indian, Pakistani, Other Asian, Caribbean and Other Black ethnicity had between 10% and 50% higher risk of death when compared to White British.
These analyses did not account for the effect of occupation, comorbidities or obesity. These are important factors because they are associated with the risk of acquiringCOVID-19, the risk of dying, or both. Other evidence has shown that when comorbidities are included, the difference in risk of death among hospitalised patients is greatly reduced.

Transport Equity and Health
Particularly considering the indicative trends identified in PHE's research into risks and outcomes of COVID-19 and broader demographic data at the local and London level there are direct connections between access to transport and health risks and outcomes that should be considered. For example;

- Lower income households are significantly less likely to have access to a vehicle. Access to a vehicle increases significantly as household income bands increase
- Less than 37% of all residents in and around the project area have access to a private motor vehicle. The area is in the top 20% of London for traffic levels and air pollution.
- Car ownership is highest among white Londoners (43%) in comparison to only 30% of Black Londoners.
- Women are less likely to own a car than men, with 34% of women having access to a car vs 46% of men
- 62% of local residents rely primarily on public transport (pre-Covid) for access to work, education or training.

How will they be impacted by the change?

Public transport capacity across London is reduced by as much as 85%. Buses that previously carried up to 87% people are now able to carry a maximum of 20 people, with capacity on trains such as Victoria line and mainline rail services from the Brixton area severely affected. All non-essential public transport use is strongly discouraged.
Individuals that must continue to use public transport are subject to the higher risk of contracting covid-19 associated with the use of confined public spaces and transport. Overcrowding at and around bus stops and train stations exacerbates this risk and further reduces the ability for people to walk safely whilst observing social distancing.

The overwhelming majority of adult residents in and around the project area do not have access to a private motor vehicle.
Providing safe (both road safety and reduced likelihood of infection) and affordable travel options to people from all demographic and socio-economic backgrounds is essential to improving equity in access to transport as well as reducing infection risk in lower income groups.
Beyond the positive benefits of improving transport equity, there are impacts associated with how motor vehicle movements will change and the health and environmental impacts that may be expected.
Impacts are considered to be derived form 1) changes in traffic levels in surrounding areas and the ambient effects this can create in terms of air quality. 2) changes to individuals' ability to move through the area or access properties.

Traffic Level Changes within the area:

The most recent available traffic data (Floow, 2019) indicates that a high proportion of traffic travelling through the project area does not start or stop their journey in the area, rather that they are making longer strategic journeys across London, passing through the neighbourhood. As a result, all streets within the Railton low traffic neighbourhood area, including the full length of Shakespeare Road, can expect to see a significant reduction in traffic, especially when compared to pre-covid traffic counts.
Approximately 6100 vehicles use Railton Road and 3600 vehicles use Shakespeare Road (North side) on a given day.
Floow data indicates that 75% - 100% of these vehicles during peak times do not start, stop or end their journey in the neighbourhood, rather they are making longer strategic journeys. Whilst these figures will vary seasonally and temporally this indicates a likely reduction of at least 2700 vehicles less on Shakespeare Road (North Side) and 4575 less vehicles on Railton Road.

Traffic level changes around the area:
The following streets surround the neighbourhood and should be considered as part of the impact area;

- Coldharbour Lane
- Milkwood Road
- Dulwich Road
- Brixton Water Lane

- Effra Road
- Tulse Hill

There are a number of ways in which these streets may be affected.

Traffic Levels
As cited above, it is reasonable to anticipate approximately 4575 vehicles using travel methods, alternate routes other than Railton Road and 2700 vehicles using alternate travel methods or routes other than the north end of Shakespeare Road per day. The way in which these vehicles re-route will vary depending on the total length of the journey being made and whether or not it starts or stops in the wider local area. Satnavs and Google Maps will also re-route people based on traffic levels at any given time, dispersing traffic across a broader geographic area. Projects comparable to this typically result in a conservative estimate of 10% traffic reduction across the broader area when compared with the baseline data. This reduction in traffic is associated with traffic evaporation as people use other modes of travel or change their journey patterns. TfL Cityplanner data shows that the area surrounding Brixton has some of the highest walking and cycling potential in London for short car based trips to be swapped to walking and cycling. Furthermore, London Borough Southwark are introducing traffic changes to the Dulwich Village area that will further reduce vehicle movements to and from the Dulwich area.

Reduced turning movements
In the case of Coldharbour Lane and Dulwich Road, vehicles turn on and off these roads to pass through the Railton area. Significantly reducing traffic through the area will reduce the number of vehicles that make these turning movements. Existing turning movements into and out of the Railton neighbourhood area have a significant impact on safety and traffic flow, accounting for over 80% of collisions.
Fewer turning movements will reduce the number of vehicles waiting to turn both in and out, reducing the frequency with which straight travelling traffic must queue behind. This reflects an increase in capacity of both streets to support straight travelling flowing traffic and reduce the likelihood of collisions as a result of turning vehicles.

Safety
Collision hotspots are evident at nearly all side road junctions off of Dulwich Road and Coldharbour Lane as a result of turning movements in and out of these side roads, and in particular the following junctions;

- Coldharbour Lane x Shakespeare Road
- Coldharbour Lane x Atlantic Road
- Dulwich Road x Hurst Road
- Dulwich Road x Shakespeare Road.

Significantly reducing the turning movements in and out of these side roads as this project will reduce the likelihood of collisions along these roads by removing the majority of movements that are responsible for these collisions.

Vehicle Access:
All properties within the neighbourhood will remain accessible by motor vehicle, although routes are likely to change depending on the location of a property relative to closure locations. The majority of the neighbourhood is within one controlled parking zone allowing residents to park on either side of closure locations depending on what will be most convenient for them. This may result in a longer walk. Travel times for certain vehicle trips that cannot be feasibly exchanged to alternative routes or modes could increase.. Specific data is not available on the number of people living in the area with mobility related disabilities. Further definition will be required with internal teams at the council and community engagement to understand and support disabled residents to ensure there access to essential services is not disproportionately affected.

Air Quality
Transport derived emissions are the primary source of people being exposed to poor air quality in this area. Once the project has 'bedded in' and is operating as normal it is expected that there will be an overall reduction in traffic across the area as a whole. The distribution and flow of motor traffic around the area as well as specific air quality monitoring of NO2 will help us understand positive or negative impacts of traffic changes and make improvements to address these.

Impacts by Group

Age
Older people experience a higher risk from C-19 and therefore social distancing is a particularly important factor. The proposal is expected to improve the ability to maintain social distancing by creating more street space that can be used by the whole community, including those without access to motor vehicles. Conversely, older people may be more reliant on travel by motor vehicle and in some cases journey times may increase as a result of the proposal, however all areas will remain accessible at all times and the impact is expected to be limited and outweighed by improvements to safety and air quality as well as the potential for a higher proportion of this group to walk and cycle than is currently the case.
Children are particularly impacted by poor air quality at the roadside and are also vulnerable to road danger, both of which the proposal aims to address. The proposals offer the potential for more physical activity, including play, in areas where amenities may be limited, offering the potential to address issues of obesity and well-being.

Disability

Much of current public realm / road network has the effect of excluding disabled people. The proposal seeks to address this by creating a more inclusive street environment. Reducing road danger also has the potential to enable more people to participate in active travel. For example, cycles can improve mobility and access for disabled people, many of whom do not have access to motor vehicles.

For those that do have access to a car, or rely on taxis or carers in some cases journey times may be increased for some trips and different routes might be needed. Feedback gathered since the trial scheme was launched indicates some individuals have had to change their routes to access

essential services and support. This includes parents and carers of disabled children accessing schools and disabled people and carers accessing shops, pharmacies and GP services for essential goods, prescriptions and appointments. We have received feedback from disabled people who rely on motorised transport, and from SEND providers about the impact that the LTN has had on their journeys. Further data is being collected and mitigations developed and implemented accordingly.

All areas will remain accessible, however, and reduced traffic on the local streets is expected to result in a safer, less stressful and more convenient trip making for local journeys by car for those that need to drive. Disability is a broad category and ongoing engagement and monitoring will be needed to identify impacts on different groups.

Gender reassignment
No specific impacts identified

Marriage and civil partnership
No specific impacts identified

Pregnancy and maternity
No specific impacts identified

Race and ethnicity
The proposal is expected to increase participation among under-represented groups, for example the proportion of BAME groups who choose to cycle. BAME groups are over-represented in indices of deprivation and more likely to be exposed to transport related harmful impacts, such as traffic collisions and poor air quality and health inequalities related to inactive lifestyles which the proposal seeks to address. The proposal is expected to support local businesses, many owned by BAME groups, by creating a more attractive street environment as well as more physical space in which to operate and this is likely to help reduce economic inequalities.

Sex
No specific impacts identified

Sexual orientation
No specific impacts identified

Socio-economic status
Providing safe (both road safety and reduced likelihood of infection) and affordable travel options to people from all socio-economic backgrounds is essential to improving equity in access to transport as well as reducing infection risk in lower income groups.

Enabling safe travel is critical to allowing lower income people back to work. Lower income groups are less likely to be working from home, less likely to have access to a private vehicle, so more likely to have a particular need to walk/cycle in a safe environment without increased exposure to c-19. The proposal is expected to result in a more equitable allocation of space that will benefit lower income groups.

How do you plan to promote and deliver any positive impacts of the proposal?

There are a range of support services that will be introduced in areas to increase uptake of walking and cycling, such as the try before you bike programme and the creation of pavement widening to support social distancing and walking comfort more generally on streets.

We will work with local community organisations to deliver community design programmes that allow local people to redesign existing spaces. Specific focus will be on engaging younger people under 25y/o, people from BAME backgrounds, and older people who are typically under-represented in these activities.

Our monitoring activity from a movement and air quality perspective will also help to quantify the benefit that are being delivered and communicate this with local people.

How do you plan to address and mitigate any negative impacts of the proposal?

How we will monitor

This LTN scheme was implemented in response to the impact that the Covid-19 pandemic has had on our transport network. Traffic volumes and patterns have been affected by the pandemic since March 2020. This being the case, we did not commission baseline traffic counts immediately prior to the creation of the LTN and instead will rely on data collected pre-COVID and its impact on traffic flows.

As a guide, scheme operation will be monitored in up to 3 stages.

- **Stage 1: Initial Adjustment** (first few weeks) - Assessment will focus on identifying community issues and traffic problems to make specific design improvements where needed
- **Stage 2: Settling down**: Up to 6 months after implementation
- **Stage 3: Regular Use** Up to 18 months after implementation

This approach will need to be flexible to allow for unforeseen changes in trip rates resulting from COVID and/or other unforeseen scheme impacts.

We will also be collecting qualitative data before and during the implementation of the scheme. Council staff will be regularly contacting residents and business owners to gather information on the impact of the scheme, and the council will use the online engagement site, Commonplace, to gather feedback directly from residents online. Equalities data will be gathered an analysed as part of this process. This information will be used to assess the impact of the interventions against the policy aims and put in place improvements where necessary.

Travel times for those reliant on vehicles for certain trips

Travel times and journey routes could change or increase for those who are reliant on motor vehicles, including those with protected characteristics in the Equalities Act. An exemption for SEND transport providers will be put in place for all LTNs.

Further measures to address any unforeseen negative impacts that may arise during the experimental period include:

a) the measures being formally trialled, and impacts monitored. The council can subsequently make rapid changes to the scheme where there is undue risk or severe negative impacts,

b) no complete physical barricades to vehicles access have been added, just legal restrictions which can be suspended without delay as needed (e.g. if roadworks cause the closure of an alternative route), and

c) an extended grace period for enforcement of these restrictions has been allowed so that people have time to adjust to new routes if possible, or not, without penalty.

How will you review/evaluate your proposal, mitigating actions and/or benefits? Who will be responsible for this?
Monitoring, analysis and scheme improvements will take place at 3 stages as described above. This EIA will be updated with information gathered through the monitoring and engagement process and used to inform any decisions on changes to the scheme. The Lambeth Council Traffic Manager will be responsible for the review of benefits, impacts and improvements required over the lifecycle of the project.

Section to be completed by Sponsor/Director/Head of Service	
Outcome of equality impact assessment	The analysis above does not identify any significant equalities impacts for the proposed changes. It will be important to monitor the impact of the scheme once the experimental order is in place, and develop mitigations accordingly.