

## F1457 A1 Equality Impact Assessment (EqIA) form

N.B: the completed form should be emailed to the [Diversity and Inclusion team](#)

<b>Project *</b>	Lowering Speed Limits – Central London 20MPH
<b>Policy*</b>	Vision Zero

Document History	Version	Date	Summary of changes
	0.1	20/05/19	First draft
	0.2	03/06/19	Draft incorporating internal comments
	1.0	04/06/19	Finalised for consultation

Project Related Documents	Doc No.	Document title	Relevant Section(s) of this Document
	1	20mph in Central London - Transport for London Road Network (TLRN) Project Requirements v5	
	2	Vision Zero Action Plan, July 2018	Chapter 3 (and all)
	3	Speed, Emissions and Health	

## Step 1: Clarifying Aims

### Q1. Outline the aims/objectives/scope of this piece of work

Major cities around the world are taking a stand to end the toll of deaths and injury seen on their roads and transport networks by committing to Vision Zero. Vision Zero is a road traffic safety concept that aims to achieve zero fatalities or serious injuries involving road traffic within a road transport system.

This strategy was first adopted in Sweden and approved by the Swedish parliament in October 1997. Sweden has one of the world's lowest traffic-related fatality rates now. Inspired by Vision Zero success in Sweden, other countries around the world including many European countries have adopted Vision Zero for eliminating fatalities and serious injuries in the road transport system.

London is also at the forefront of this approach, and the Mayor's Transport Strategy sets out the goal that by 2041 all deaths and serious injuries will be eliminated from London's transport network. It is neither inevitable nor acceptable that anyone should be killed or seriously injured when travelling in London.

The TfL Vision Zero Action Plan pillars are:

- **Safe Speeds:** encouraging speeds appropriate to the streets of a busy and populated city through the widespread introduction of new lower speed limits
- **Safe Streets:** designing an environment that is forgiving of mistakes by transforming junctions, which see the majority of collisions, and ensuring safety is at the forefront of all design schemes
- **Safe Vehicles:** reducing risk posed by the most dangerous vehicles by introducing a world-leading Bus Safety Standard across London's entire bus fleet and a new 'Direct Vision Standard' for Heavy Goods Vehicles
- **Safe Behaviours:** reducing the likelihood of road users making mistakes or behaving in a way that is risky for themselves and other people through targeted enforcement, marketing campaigns, education programmes and safety training for cyclists, motorcycle and moped riders
- **Post-collision Response:** developing systematic information sharing and learning, along with improving justice and care for the victims of traffic incidents

Speed reduction is a key element in reducing road danger, and also in contributing to the broader Healthy Streets approach. The speed at which people are driving or riding is the most important determinant of both the likelihood of a collision occurring and of the severity of the outcome.

- On average, speed is a factor in 37 percent of collisions resulting in KSIs (Killed or Seriously Injured)
- For each 1mph reduction in speed, there is an associated six percent reduction in collision frequency in urban areas
- Lowering traffic speeds reduces the dominance of motor vehicles and makes streets less polluted, and more attractive for walking, cycling, and public transport.

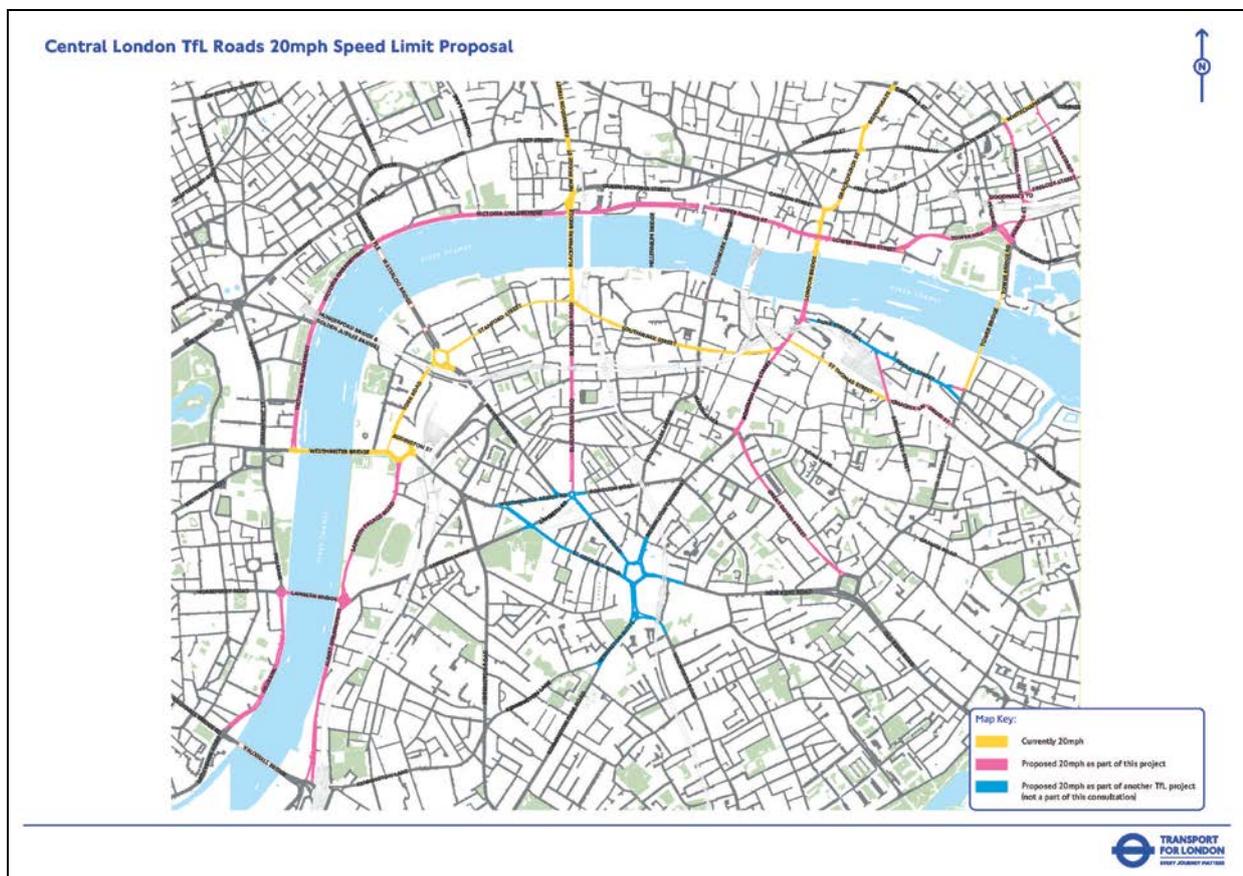




■ Results in a fatality    ■ Person survives the collision

- The 2017 'TfL Attitudes to Walking' survey shows that 17 percent of Londoners felt that too much traffic and traffic travelling too fast were major barriers to walking
- Recent research by NICE suggests that over a whole traffic calming scheme, speed bumps have no net negative effect on air quality if they lead to people driving at a more constant speed<sup>1</sup>.

Therefore, a key part of the Mayor's 'Vision Zero' approach is speed reduction to eliminating all deaths and serious injuries on the transport network by 2041. The Mayor has asked TfL to establish a programme to make 20 mph the default speed limit for the Transport for London Road Network (TLRN) in Central London by May 2020 (within the inner ring road). A plan showing these roads is as follows:-



<sup>1</sup> 1 - NICE Guidance on Air pollution: outdoor air quality and health (2017)



This is referred to as Phase 1 of the programme, to which this EqIA document relates.

There are many different ways to encourage people to drive lower speeds. Department for Transport (DfT) guidance suggests that streets that are self-enforcing are the most successful way to achieve compliance with lower speed limits. We are eager to achieve self-enforcing speed limits in central London because when speeds are complied with by drivers, our policing partners do not have to direct additional resources to enforce the speed limit and there. In addition, the look and feel of roads that are designed to be self-enforcing often mean they're more welcoming places for people to walk and cycle.

However, the roads we manage are London's most strategic routes, carrying 30 per cent of all London's traffic and providing important links for freight and servicing vehicles, as well as buses. They're also often relied upon by emergency services as the most direct roads to use when responding to an emergency. For these reasons, we're taking a phased approach to delivering self-enforcing speed limits, so we can evaluate the effectiveness of the measures first and understand whether additional changes are needed to achieve lower speeds.

Some of the design and engineering measures used to lower speeds are:

- Signs
- Road markings
- Speed cushions
- Speed bumps
- Raising pedestrian crossings
- Raised tables
- Widening footways for people walking
- Giving more space to people cycling
- Removing the white line in the centre of a road
- Changing the surface of the road
- Creating curves along the road that require vehicles travelling in different directions to slow down or give way
- Introducing more traffic islands in the centre of the road
- Placing trees, planters and green spaces along the roadside or in the centre of the road

There is no 'one size fits all' approach to reducing vehicle speeds and we also need to consider the type and function of the road, the space available and different road users, when we design a low speed environment. Our proposals include:

- Installing 20mph signs and road markings on all routes
- Installing raised pedestrian crossings in seven locations where clusters of collisions, that led to someone being killed or seriously injured, have occurred and where there are high volumes of people walking
- Recalibrating all existing speed cameras in central London to enforce 20mph speed limits instead of 30mph



Once we have made these changes, we'll be monitoring the effectiveness of them in lowering speeds to 20mph across central London. We will evaluate changes to vehicle speeds and collision patterns, and complete surveys on street to assess the change in the street environment for people walking and cycling.

This evaluation will allow us to understand if further changes are needed along these routes to ensure drivers are complying with the 20mph speed limit. We will also be carrying out research into the impact of different gradients and designs of raised crossings to assess the impact on passengers in vehicles including buses and ambulances.

The results of this research will be used to inform the detailed designs and in particular, the gradients of any raised measures which are implemented on the Transport for London road network as part of this programme and future programmes.

The table below shows the location and the number of the proposed physical features.

Road Name	Raising existing signalised crossing	Installing raised non-signalised crossing	Total
Aldgate gyratory	1	1	2
Blackfriars Road			
Borough High Street			
Great Dover Street	1		1
Milbank		1	1
Upper Thanmes Street, Lower Thames Street, Tower Hill	2		2
Victoria Embankment			2
<b>Total number proposed</b>	<b>5</b>	<b>2</b>	<b>7</b>



## Q2. Does this work impact on staff or customers? Please provide details of how.

The aim of this project is to reduce speeds in order to improve safety and benefit all road users. This proposal impacts customers in central London.

**Pedestrians:** Pedestrians will benefit from reduced speeds, a more pleasant walking environment, and safer areas to walk and cross the highway. This is because a person walking who is hit by a vehicle travelling at 30mph is up to five times more likely to be killed than if they were hit at 20mph.

**Cyclists:** Cyclists will benefit from reduced speeds and a calmer traffic environment. This will enhance cyclist safety, and may encourage a more diverse community to cycle as well.

**Bus Passengers:** Bus routes may be diverted during the construction works. This will affect bus passengers on those routes, and also residents, businesses, and tourists within the area. Following implementation of the project, bus journey times may increase slightly on these routes at off-peak times, where speeds are currently higher.

**Motorists:** Private vehicle drivers and passengers will be impacted during construction in the short-term. This is because of the construction activities and therefore the need of closing part or full of the carriageway during construction. Following implementation of the project there will potentially be a slight increase in off-peak journey times, where speeds are currently higher.

**Motorcyclists:** Motorcyclists will be impacted in a similar way to car users during construction. This is because of the construction activities and therefore the need of closing part or full of the carriageway during construction. Following implementation of the project there will potentially be a slight increase in off-peak journey times, where speeds are currently higher.

**Taxi/Private Hire Vehicles:** Taxi and private hire drivers and passengers will be impacted during construction in the short-term. Following implementation of the project there will potentially be a slight increase in off-peak journey times, where speeds are currently higher.

In general, the reduction of speed will improve road safety and provide benefits for all road users. Implementation of the project will help to reduce the likelihood of collisions occurring, and reduce the severity of collisions that do occur.

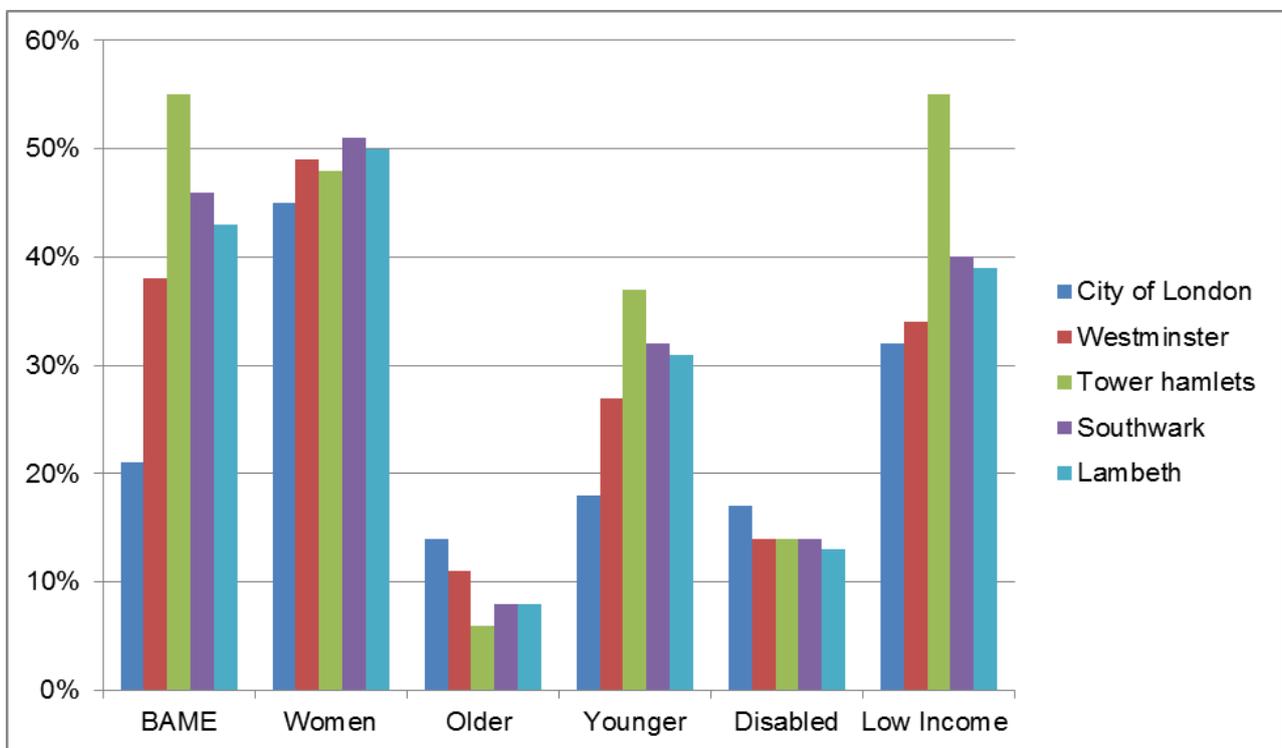
## Step 2: The Evidence Base

**Q3. Record here the data you have gathered about the diversity of the people potentially impacted by this work. You should also include any research on the issues affecting inclusion in relation to your work**

Consider evidence in relation to all relevant protected characteristics;

- Age
- Disability including carers<sup>2</sup>
- Gender
- Gender reassignment
- Marriage/civil partnership
- Other – refugees, low income, homeless people
- Pregnancy/maternity
- Race
- Religion or belief
- Sexual orientation

The column chart below give the proportion of some groups with protected characteristics in London borough. The proposed works will be carried out within these boroughs<sup>3</sup>.



### **BAME (Black, Asian and minority ethnic) Londoners:**

BAME Londoners account for 40 percent of the London population and walking is the most commonly used form of transport by BAME Londoners (97%). Although a large percentage of BAME Londoners do not feel safe from road accidents when walking around either during the day or night, 31 percent of BAME Londoners feel very safe during the day and 20 percent of BAME Londoners feel very safe when walking at night<sup>3</sup>.

<sup>2</sup> Including those with physical, mental and hidden impairments as well as **carers** who provide unpaid care for a friend or family member who due to illness, disability, or a mental health issue cannot cope without their support

<sup>3</sup> (Office for National Statistics (2011) Census



Among the BAME group: 77 percent of black, 72 percent of other ethnic groups, 70 percent of the mixed ethnic group and 61 percent of Asian Londoners use the bus at least once a week. 18 percent of BAME Londoners cycle in London at least sometimes<sup>4</sup>.

For BAME customers who use public transport, barriers faced which may be affected by the scheme proposals include cost (53%), slow journey times (50%) and unreliable services (43%)<sup>5</sup>.

In London, the total number of BAME taxi and private hire vehicles drivers is 2,220 and 54,152 respectively<sup>6</sup>.

### **Women:**

According to the 2011 Census data, 51 percent of Londoners are women. Women tend to complete more weekday trips on average than men (2.8 for women compared to 2.6 for men)<sup>4</sup>.

The three most common transport types used by women at least once a week are walking (96%), bus (65%) and car as a passenger (55%). Women are less likely to cycle than men in London (14% compared with 21% of men cycle). 10 percent of women cycle regularly in London and a further 4 percent cycle occasionally<sup>7</sup>.

For women to using public transport, barriers faced which may be affected by the scheme proposals include the cost of tickets, journey times, unreliable service, and risk of accidents.

### **Older People:**

Walking is the most frequently used type of transport by older Londoners as 86 percent walk at least once a week. The other types of frequently used transport are buses (61%), drive a car (45%), and riding as a passenger in the car (45%)<sup>4</sup>.

### **Younger People:**

Walking is the most commonly used type of transport for younger Londoners, with 99 percent aged 24 and under walking at least once a week<sup>4</sup>. The bus is the next most commonly used transport type for younger Londoners. Among Londoners aged 11-15, 81 percent use the bus at least once a week, compared with 61 percent of all Londoners<sup>4</sup>. Travelling as a car passenger is a frequently used method of transport for younger Londoners, especially for under 16-year-olds (77% of 5 to 10-year-olds and 75% of 11 to 15-year-olds are car passengers at least once a week)<sup>4</sup>. Eighteen percent of the aged 16-24 younger Londoners sometimes cycle in London<sup>7</sup>.

Overcrowding, slow journeys, and cost are the three most common barriers to greater public transport use cited by younger Londoners.

<sup>4</sup> London Travel Demand Survey (2013/14)

<sup>5</sup> Transport for London (2014) Attitudes to Safety and Security – Annual Report

<sup>6</sup> <http://content.tfl.gov.uk/taxi-and-phv-demographic-stats.pdf>

<sup>7</sup> Transport for London (November 2014) Attitudes to cycling

### **Disabled People:**

In London, 14 percent of people consider themselves to have a disability and 90 percent of disabled Londoners report that their disability limits their ability to travel<sup>3</sup>.

People with a disability travel less than non-disabled Londoners (1.9 compared with 2.8 trips on average). The most commonly used types of transport by disabled Londoners are walking (78% disabled Londoners walk at least once a week), the bus (56%) and car as the passenger (48%)<sup>4</sup>.

According to TfL survey in 2014, The main barriers that affect the ability of disabled Londoners to make frequent public transport journeys can be summarised as:

- Accessibility related (44%)
- Cost (21%)
- Comfort (20%)

### **Low income:**

36 percent of Londoners live in a lower income household where earnings are less than £20,000 per year. Like other minority groups, the most commonly used type of transport by Londoners with a lower income household is walking (94%). The next most popular transport method is bus, used at least once by 70 percent of Londoners in low-income households. Only 13 percent of Londoners in lower income households cycle at least once a week<sup>4</sup>.

A wide range of studies and research has been undertaken in support of the proposals. These range from public realm studies, research into issues affecting those with specific impairments, and extensive data collection.

In addition, data collection has been undertaken as part of the project, including the collection and analysis of:

- Traffic counts (including cyclists)
- Speed surveys
- Collision statistics
- Bus journey times
- Topographical surveys

Accessibility and inclusiveness has been considered at the concept design stage.

## Step 3: Impact

**Q4. Given the evidence listed in step 2, consider and describe what potential short, medium and longer term negative impacts this work could have on people related to their protected characteristics?**

Protected Characteristic		Explain the potential negative impact
<b>Age</b>	Y	<p><b>Older people (60+):</b> Older people may feel some discomfort when travelling over raised tables/physical measures. Introducing 20mph speed limit may also lead to slightly longer journey times.</p> <p>The road may have to be partially closed during construction. This may cause buses to be diverted and affect journey times.</p> <hr/> <p><b>Younger People (17-25) and Children (5-16):</b> Children may also feel some discomfort when travelling over raised tables. Introducing a 20mph speed limit may lead to slightly longer off-peak journey times, affecting younger people commuting to school and college.</p> <p>Like older people, road closures/diverted buses may also affect younger people who regularly take public transport to school, college and workplace.</p>
<b>Disability including carers</b>	Y	<p>The use of raised features across the proposed roads may pose a risk to visually impaired people who may walk straight into the road as they do not know where the pavement ends and the road begins. In order to mitigate this, the use of tactile paving will be introduced to make these features informal crossings, in line with established highways design guidance.</p> <p>The road may have to be closed during construction of the proposed physical features. This may cause buses to be diverted and affect journeys, including for wheelchair users.</p>
<b>Gender</b>	Y	<p>Introducing a 20mph speed limit may slightly increase journey times for taxi and private hire drivers at night, where speeds are currently higher.</p>



<b>Gender reassignment</b>	<b>N</b>	TfL does not anticipate that the reduced speed limit proposals will have a specific impact on those with gender reassignment.
<b>Marriage/civil partnership</b>	<b>N</b>	No element of this project is predicted to have an impact on those in a marriage or civil partnership which differs from those who are not.
<b>Other – e.g. refugees, low income, homeless people</b>	<b>Y</b>	Road closures during construction may cause temporary disruption to bus services within the scheme extents. This may impact low-income people who are more likely to use buses as their primary method of travel. This may make their journey slightly longer.
<b>Pregnancy/maternity</b>	<b>Y</b>	Pregnant women may feel some discomfort when travelling over raised tables /physical measures. Introducing a 20mph speed limit may also lead to slightly longer journey times during off-peak travel times.
<b>Race</b>	<b>Y</b>	Introducing a 20mph speed limit may slightly increase journey times for taxi and private hire drivers at night, where speeds are currently higher. This may have a slight negative effect on BAME taxi and private hire drivers.
<b>Religion or belief</b>	<b>N</b>	TfL does not anticipate that the reduced speed limit proposals will have a specific impact on people with different religions and beliefs which differ from those who do not.
<b>Sexual orientation</b>	<b>N</b>	TfL does not anticipate that the reduced speed limit proposals will have a specific impact that differs across sexualities.



**Q5. Given the evidence listed in step 2, consider and describe what potential positive impacts this work could have on people related to their protected characteristics?**

Protected Characteristic		Explain the potential positive impact
Age	Y	<p><b>Older people (60+):</b></p> <p>This project aims to improve pedestrian accessibility by delivering more raised crossings with tactile paving, and a more pleasant and accessible environment, with some improvements to the urban realm. This will benefit people over 60 in particular, who generally find it harder to cross the road.</p> <p>Lower speeds will help older people to feel safer and more confident in using the footway and crossings. This will also encourage older people to walk more - which has proven health benefits.</p> <hr/> <p><b>Younger People (17-25) and Children (5-16):</b></p> <p>Implementing a 20mph speed limit will reduce the likelihood of speed-related collisions caused by young drivers. Reducing speed and improving streetscape will also encourage young people to walk instead of driving short distances. Parents may be more confident to walk with their children due to the calmer traffic environment. Several London Borough's have implemented 20mph speed limits outside schools in response to community feedback. This indicates there is a strong relationship between lower speeds and safer streets in the school community.</p>
Disability including carers	Y	<p>This project aims to improve pedestrian accessibility by delivering more raised crossings with tactile paving, and a more pleasant and accessible environment, with some improvements to the urban realm. This will benefit disabled people, who generally find it harder to cross the road.</p> <p>Lower speeds will help disabled people to feel safer and more confident when they are walking on the footway, and crossing the road. This will also encourage disabled people to walk more - which has proven health benefits.</p>



<b>Gender</b>	<b>Y</b>	<p>Introducing a 20mph speed limit would discourage motorists from excessive speeds. This will improve cyclists' safety and create a calmer cycling environment. Both male and female cyclist will benefit. There is a proportionately higher benefit for male cyclists as the number of male cyclists is far greater than the number of female cyclists.</p> <p>Implementing a 20mph speed limit will also create a calming environment for pedestrians which will benefit both male and female pedestrians. Both men and women who travel to school with their children will feel more confident and comfortable in lower speed areas.</p>
<b>Gender reassignment</b>	<b>N</b>	<p>TfL does not anticipate that the reduced speed limit proposals will have a specific impact on those with gender reassignment which differs from those who are not.</p>
<b>Marriage/civil partnership</b>	<b>N</b>	<p>TfL does not anticipate that the reduced speed limit proposals will have a specific impact on those in a marriage or civil partnership which differs from those who are not.</p>
<b>Other – e.g. refugees, low income, homeless people</b>	<b>Y</b>	<p>Introducing a 20mph speed limit will discourage motorists from excessive speeds. This will create a calming environment for pedestrians. This project also aims to improve pedestrian accessibility by delivering raised crossings with tactile paving and a more pleasant and accessible environment, with some improvements to the urban realm.</p> <p>This will encourage more walking and cycling – both low cost modes of travel - as a method of transport by Londoners from low-income households.</p>
<b>Pregnancy/maternity</b>	<b>Y</b>	<p>Introducing a 20mph speed limit will discourage motorists from excessive speeds. This will create a calming environment for pedestrians. This project also aims to improve pedestrian accessibility by delivering raised crossings with tactile paving and a more pleasant and accessible environment, with some improvements to the urban realm.</p> <p>This will benefit pregnant women, who may not be comfortable crossing high speed roads.</p>



<b>Race</b>	<b>N</b>	TfL does not anticipate that the reduced speed limit proposals will have a specific impact that differs across races and ethnicities which differs from those who are not.
<b>Religion or belief</b>	<b>N</b>	TfL does not anticipate that the reduced speed limit proposals will have a specific impact on people with different religions and beliefs which differs from those who are not.
<b>Sexual orientation</b>	<b>N</b>	TfL does not anticipate that any element of the Lowering Speed Limits – Central London 20mph scheme will have a specific impact that differs across sexualities.



## Step 4: Consultation

### Q6. How has consultation with those who share a protected characteristic informed your work?

List the groups you intend to consult with or have consulted and reference any previous relevant consultation? <sup>8</sup>	
20s Plenty	TfL has engaged with a number of interested stakeholders during design development, listed here. Following the formal public consultation, the EQIA will be updated to reflect relevant consultation responses from these and other groups.
Confederation of Passenger Transport UK (CPT)	
City of London	
Confederation of British Industry (CBI)	
City of London Police	
Freight Transport Association (FTA)	
London Borough of Lambeth	
London Cycling Campaign	
Living Streets	
London Marathon Events	
London Tourist Coach Operator Association	
London Ambulance Service	
London Fire Brigade	
London Councils	
Metropolitan Police Service	
RoadPeace	

<sup>8</sup> This could include our staff networks, the Independent Disability Advisory Group, the Valuing People Group, local minority groups etc.



London Borough of Southwark Council	
Sustrans	
Taxi and private hire industry	
London Borough of Tower Hamlets	
Transport for All	
Westminster City Council	

**Q7. Where relevant, record any consultation you have had with other projects / teams who you are working with to deliver this piece of work. This is really important where the mitigations for any potential negative impacts rely on the delivery of work by other teams.**

An important lesson has been learned from previous speed reduction trials. It is observed that monitoring surveys need to be precisely repeatable for the 'after' surveys; and repeat the same survey locations, same equipment and same methodology as used for the 'before'.

## Step 5: Informed Decision-Making



**Q8. In light of the assessment now made, what do you propose to do next?**

Please select one of the options below and provide a rationale (for most EqIAs this will be box 1). Please remember to review this as and when the piece of work changes

<p><b>1. Change the work to mitigate against potential negative impacts found</b></p>	
<p><b>2. Continue the work as is because no potential negative impacts found</b></p>	
<p><b>3. Justify and continue the work despite negative impacts (please provide justification)</b></p>	<p>The construction of physical measures to introduce the 20mph speed limit may cause some short-term negative impacts. Off-peak journey times may increase slightly in some areas for some modes following implementation. However, the long-term safety benefits and the positive impacts are judged to be greater than the negative impacts. TfL and our contractors will seek to reduce the negative impacts of construction, by liaising with the interest groups representing those with protected characteristics.</p>
<p><b>4. Stop the work because discrimination is unjustifiable and no obvious ways to mitigate</b></p>	



## Step 6: Action Planning

**Q9. You must address any negative impacts identified in step 3 and 4. Please demonstrate how you will do this or record any actions already taken to do this. Please remember to add any positive actions you can take that further any positive impacts identified in step 3 and 4.**

Action	Due	Owner
Bus journey time impacts to be assessed, post-implementation.	October 2019	TfL Network Sponsorship
During construction, bus routes will be diverted for short periods. The diversion routes plan will be shared with local residents prior to construction start.	February 2020	Contractor's construction management team
Include pedestrian diversion plan within temporary traffic management plan during construction, and share this with groups representing those with visual impairments and other disabilities.	February 2020	Contractor's construction management team
Include cyclist's diversion plan within temporary traffic management plan during construction.	February 2020	Contractor's construction management team

