

Delegated decision report of: Director of Climate Change and Transport

Date: 30 January 2023

Ward: Laycock

Subject: Furlong Road and Digswell Street
banned turns scheme made permanent

1. Summary

- 1.1 The council's Transport Strategy and Vision 2030 Strategy were consulted on and adopted by the council's Executive in November 2020. Both strategies make the case for the introduction of measures aimed at enabling a reduction in motor traffic, enabling more people to walk, cycle and wheel and lead active lifestyles, reducing road danger and reducing the impact of transport on local air pollution and climate change.
- 1.2 This report outlines the scheme background and rationale, proposals, consultation, monitoring approach and recommendation for the Furlong Road and Digswell Street Banned Turns Scheme. The Furlong Road and Digswell Street Banned Turns Scheme was implemented by an Experimental Traffic Order (ETO) on 6 August 2021 and went live on 13 August as part of the council's PFS programme in response to the Covid-19 pandemic, in line with the Transport Strategy and Vision 2030 Strategy.
- 1.3 The people-friendly streets programme generally aims to deliver improvements and interventions on an area-wide basis to mitigate against traffic displacement from some local streets to other local streets. However, this scheme was implemented on a single cluster of streets within an area in advance of a wider scheme due to the exceptional circumstance and evidence of near misses, long queues, and unsafe driver behaviour.
- 1.4 This report proposes to make the Furlong Road and Digswell Street banned turn traffic order permanent following detailed monitoring demonstrating that it continues to meet its objective.
- 1.5 Monitoring has taken place at regular intervals since implementation in August 2021 and the results of the monitoring have been set out in Section 5 of this report.

2. Decision

- 2.1 To agree to make the Furlong Road and Digswell Street banned turn scheme, as implemented by an ETO, permanent in its current iteration:
 - 2.1.1 Camera-enforced no-right-turn restriction from Furlong Road to Holloway Road, allowing cycles and exempted vehicles, which includes emergency service vehicles, to turn right.
 - 2.1.2 Camera-enforced no-right-turn restriction from Digswell Street to Holloway Road, allowing cycles and exempted vehicles, which includes emergency service vehicles, to turn right.
- 2.2 To proceed with a new Section 101 Agreement (Local Government Act 1972) to enable the council to make and promote a Traffic Management Order (TMO) relating to areas of highway that are under Transport for London's jurisdiction.

3. Background

- 3.1 The Furlong Road and Digswell Street Banned Turn Scheme was introduced under an ETO which came into force on 6 August 2021 with a six-month period for formal objections. The ETO is valid for 18 months and is set to expire on 6 February 2023.
- 3.2 Furlong Road, Orleston Road, Crane Grove and Digswell Street (referred to as “the Furlong Road cluster”) are narrow residential streets between Liverpool Road and Holloway Road. In 2021 following introduction of PFS schemes in the surrounding area, an increase in traffic volumes, likely exacerbated by sat-nav technology directing traffic to use the Furlong Road cluster, gave rise to safety issues in the area. This led to severe congestion and queueing, largely from vehicles waiting to turn right from Furlong Road and Digswell Street on to Holloway Road; noise; pollution; aggression and dangerous driving. Data evidencing these traffic increases and safety issues was provided in the [Delegated Decision Report](#) signed on 22 July 2021 for the Furlong Road and Digswell Street banned turns experimental trial scheme.
- 3.3 The Furlong Road cluster was impacted by a number of exceptional factors prior to the banned turns schemes implementation in August 2021. These factors include: the presence of historic filters and width restrictions on other east-west streets between Liverpool Road and the A1 (Holloway Road/Upper Street); the TfL Highbury Corner junction transformation scheme (2019) and related permanent closure of Highbury Station Road which is likely to have contributed to an increase in west-east traffic on Furlong Road as evidenced in the July 2021 [Delegated Decision Report](#) for the banned turns experimental trial scheme; and resident concerns that HGVs were breaching an existing lorry ban order, resulting in the council introducing camera enforcement of the lorry ban in April 2021. A number of low traffic neighbourhoods (LTNs) were implemented in the vicinity of the Furlong Road cluster between July 2020 and February 2021.
- 3.4 The restrictions to ban the right turn movements from Furlong Road and Digswell Street to Holloway Road were introduced in August 2021 to address the safety concerns outlined in paragraph 3.2. The restrictions sought to prevent the dominant flow of eastbound traffic along the Furlong Road cluster with the aim to remove the problem of congestion and related safety issues, in accordance with the council’s ‘vision zero’ policy. The restrictions were introduced in the Furlong Road cluster in August 2021, following the [Delegated Decision report](#) which was signed on 22 July 2021.

4. Proposals

- 4.1 Following the implementation of the ETO scheme in August 2021, and in light of the results of monitoring during the ETO trial period (detailed in Section 5 below) and the outcome of consultation activity (detailed in Section 6 below), the council proposes to make the scheme permanent.
- 4.2 No changes are required to the scheme on the ground: the existing signage indicating banned right turns from Furlong Road and Digswell Street to Holloway Road, and the existing traffic camera equipment to enforce these restrictions, are proposed to remain in place. The scheme design, shown in Appendix 1, was subject to an independent road safety

audit prior to implementation. The road safety audit highlighted no major concerns regarding the scheme proposals.

4.3 The area of public highway space in which the scheme is proposed falls under TfL jurisdiction as part of the Transport for London Road Network (TLRN). As part of introducing the experimental trial banned turns scheme in August 2021, the council entered into a Section 101 Agreement (Local Government Act 1972) with TfL, through which TfL delegated the appropriate functions to the council to make and promote the required Traffic Management Order (TMO) for the scheme. An exchange of letters was also required between TfL and the council in order for TfL to permit the council to enforce the TMO on TfL highway. As the Section 101 agreement covered the experimental trial period only, the council and TfL will need to enter into a new Section 101 agreement to enable the council to legally enforce the banned turns under the proposed permanent scheme.

5. Monitoring

5.1 Comprehensive and robust monitoring forms part of the PFS programme to measure the impacts of interventions. This includes monitoring to ensure the Furlong Road cluster scheme is achieving its desired outcomes and understand any wider impacts on the surrounding streets and areas.

5.2 Baseline traffic counts were taken between 19-25 April 2021, at 18 locations on and in the area surrounding the Furlong Road cluster, measuring motor traffic volumes. Post implementation monitoring (repeat traffic counts) was carried out during the following weeks: for the first three weeks immediately after implementation (August-early September 2021); after six weeks (late September 2021); after 12 weeks (November 2021); and after six months (February 2022).

5.3 Traffic counts included a combination of Automatic Traffic Counts (ATCs), Classified Turning Counts (TCs) and Radar Surveys at locations in the Furlong Road area.

5.4 The traffic monitoring results are set out in Appendix 2. The data shows that traffic volumes on the Furlong Road cluster streets significantly decreased following the introduction of the scheme, successfully meeting the scheme's main objective of improving safety on the cluster streets by addressing the cause of the traffic congestion and dangerous traffic movements that had emerged in 2021 prior to the scheme's introduction.

5.5 The other main purpose of the traffic monitoring was to assess the impacts of the scheme on nearby alternative routes. At one key site, Liverpool Road right turn to Holloway Road, traffic volumes significantly increased. The scheme is likely to have been a contributing factor leading to this increase as the junction provides an alternative route southbound on to Holloway Road with the right movements at Furlong Road and Digswell Street removed. It is acknowledged that this right turn movement is more challenging for vehicles due to the layout of this junction and may therefore pose safety issues. It is expected that this issue will be resolved through the changes due to be introduced under TfL's Holloway Safer Junctions programme, expected to commence in 2023, as the junction will be signalised with the right turn banned, and right turns to Holloway Road will be permitted at the signalised junction with Palmer Place.

5.6 At another site, Barnsbury Street eastbound towards Upper Street, traffic volumes are shown to have increased after six months into the scheme (although they had decreased after 12 weeks). The scheme may have been a contributing factor leading to this increase. However, more recent data in 2022 shows that this movement has since significantly decreased following the introduction of the St Mary's Church people-friendly streets scheme which removed relevant east-west through routes between Upper Street and Essex Road.

5.7 At all other sites monitored, traffic volumes are shown to have either decreased, or experienced only negligible percentage increases or of a small numerical magnitude. Therefore, it is concluded that any impacts on traffic volumes at these locations following the scheme have been insignificant.

5.8 Table 1 highlights where there is evidence from the final monitoring results that the trial has achieved its objectives.

Policy	Scheme Objective as set out in July 2021 decision report	Evidence from scheme monitoring data
<p>Islington Transport Strategy</p> <p>Objective Three: Cleaner and greener. To contribute to the council's commitment to Islington becoming net zero carbon by 2030, to improve air quality, and protect and improve the environment by reducing all forms of transport pollution</p>	<p>By restricting east-bound through-traffic from turning right onto Holloway Road, this scheme will lower the volume of traffic and reduce congestion on the cluster streets. The measures should reduce negative impacts of traffic improving air quality within the residential area, reducing noise and community severance.</p> <p>Reducing traffic on these streets will enable pedestrians from all walks of life, make it easier to cross the street and empowering people to cycle and walk more safely.</p>	<p>Traffic data shows a significant decrease in traffic volumes using the Furlong Road cluster streets. This is considered to have resolved the issues of congestion and dangerous traffic movements on these narrow local streets. It is reasonable to infer that this has led to improved conditions for people to safely walk and cycle and a cleaner and healthier environment for residents of these streets.</p>

<p>Vision 2030: Creating a Net Zero Carbon Islington by 2030 Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking, cycling and public transportation.</p>		
<p>Islington Transport Strategy Objective One: Healthy. To encourage and enable residents to walk and cycle as a first choice for local travel.</p>	<p>The measures will encourage local people to walk and cycle in the Furlong Road cluster, including to and from school as the environmental impacts of traffic will be reduced.</p>	<p>The significantly lower volumes of traffic and resulting safer environment on the Furlong Road cluster streets create conditions which it is expected will encourage more people to walk and cycle.</p>
<p>Islington Transport Strategy Objective Two: Safe. To work with the Mayor of London achieve "Vision Zero" by 2041, by eliminating all deaths and serious injuries on 's streets and reducing the number minor traffic collisions on our streets.</p>	<p>This scheme will reduce road danger by lowering the volume of traffic and reducing instances of dangerous road movements in the Furlong Road cluster, lowering the risk of injury from road traffic collisions.</p>	<p>By significantly reducing traffic volumes on the Furlong Road cluster streets and removing the cause of the congestion that led to dangerous traffic movements there, the streets are safer for people walking and cycling, reducing risk of injury from traffic collisions.</p>

Table 1: Assessment of scheme benefits

5.9 Data of the number of Penalty Charge Notices (PCNs) issued for non-compliance with the banned turn restrictions on Furlong Road and Digswell Street shows that since the introduction of the scheme in August 2021:

- The number of PCNs peaked in September 2021 (560 in total: 555 on Furlong Road, 5 on Digswell Street).
- PCN data showed a steady downward trend (and upward trend in compliance) up to and including May 2022 (135 in total: 72 on Furlong Road, 63 on Digswell Street)
- Since May 2022, numbers have fluctuated slightly but remained low for the Digswell Street banned turn.

- Data shows there were no PCN contraventions for Furlong Road for June and July 2022.
- PCN numbers increased slightly from August to September 2022 (83 PCNs) and October (84 PCNs) 2022, they reduced in November 2022 (57 PCNs).
- PCNS remain low compared to when the scheme was introduced, indicating a high level of compliance with the scheme when the numbers are considered against the baseline traffic counts of vehicles turning right from the streets on to Holloway Road.

6 Engagement and Consultation

6.1 The council has been engaging with residents, businesses, local organisations and other stakeholders to gather feedback on the people-friendly streets (PFS) programme since it was launched in May 2020. Methods used to engage publicly about the PFS programme have included: the Commonplace interactive tool, email contacts via the council's generic PFS or scheme-specific mailboxes, scheme-specific trial feedback surveys and formal objections. Residents of the Furlong Road cluster therefore had the opportunity to become familiar with the people-friendly streets programme and to understand its aims and purpose prior to the introduction of the Furlong Road and Digswell Street banned turns scheme as an ETO trial in August 2021.

6.2 The Furlong Road and Digswell Street banned turns ETO trial scheme which was introduced in August 2021 as an emergency measure to address the road danger issues described above in Section 3, was subject to prior statutory consultation as part of making the traffic order. As outlined in the [Delegated Decision Report](#) for the trial scheme which was signed on 22 July 2021, there were no significant objections or concerns raised about the scheme. The council agreed to undertake traffic monitoring to understand the impacts of the scheme in response to comments from the London Ambulance Service and TfL. The council's traffic monitoring and results are detailed in Section 5 above. No concerns have been raised by any statutory stakeholders about the scheme since it was launched.

6.3 As part of the ETO process, there was a statutory six-month objection period from the date the ETO came into force on 6 August 2021. During this objection period members of the public and other stakeholders could write to the council to register formal objections to the scheme. The council has received zero formal objections to the ETO which began on 6 August 2021. The objection period closed on 6 February 2022.

6.4 A non-statutory trial feedback survey was launched at the same time as the scheme was launched so that residents and other stakeholders could submit their views on the scheme to the council. 84 individuals responded to the scheme trial feedback survey.

6.5 Analysis of the trial feedback survey presented the following results:

- 53% of respondents 'Agreed' or 'Strongly Agreed' that "before the trial there was too much traffic on the Furlong Road cluster streets."
- 59% of respondents 'Disagreed' or 'Strongly Disagreed' with the statement "Now that the trial is in place I am concerned about the danger from traffic on the Furlong Road cluster streets."

- 48% of respondents 'Agreed' or 'Strongly Agreed' that "Before the trial I was concerned about air pollution from traffic on the Furlong Road cluster streets" while only 29% 'Agreed' or 'Strongly Agreed' that "Now that the trial is in place I am concerned about air pollution from traffic on the Furlong Road cluster streets."
- The top three responses on what people liked about the trial (excluding 'other' free text responses) were: "there is nothing I like about the trial" (38%) "reduces air pollution" (36%), "reduces through traffic" (33%).
- The top three responses on what people disliked about the trial (excluding 'other' free text responses) were: "there is nothing I dislike about the trial" (40%), "increases traffic on main roads" (31%) and "makes car trips more inconvenient for me or my visitors" (19%).
- 37% of respondents lived within the Furlong Road cluster while an additional 40% lived near the Furlong Road cluster. 19% of respondents lived in another part of Islington or outside the borough.
- 70% of respondents owned at least one car/van in their household. The average rate of car ownership is 33% of households in Islington, indicating that car owners are over-represented among trial feedback respondents.
- 84% of respondents who said "there is nothing I like about the trial" owned at least one car or van in their household.

6.6 On balance, these are positive results that suggest that in the public perception, the scheme is achieving the intended aim of reducing danger from traffic and improving air quality in the Furlong Road cluster, and that there is a significant level of public support for the scheme.

6.7 Statutory consultation was undertaken on the proposal for the decision presented in this report for the Furlong Road and Digswell Street banned turns scheme to be made permanent. Consultation was undertaken with the following statutory stakeholders: London Ambulance Service (LAS), London Fire Brigade (LFB), the Metropolitan Police Service (MPS), the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Network Management and TfL Buses. The council contacted each stakeholder on 9 January 2023, notifying them that the council proposes to make the scheme permanent, and asking for any feedback.

6.8 In addition to the standard statutory consultation related making the provisions of the ETO permanent, the council contacted TfL Network Performance and TfL Buses separately on 6 December 2022 to inform them of the council's proposed decision to make the Furlong Road and Digswell Street banned turns trial scheme permanent. Having subsequently reviewed the council's traffic monitoring data relating to the scheme, TfL did not object to the scheme being made permanent.

7 Developing a Liveable Neighbourhood

7.1 This report proposes to make the Furlong Road and Digswell Street banned turn scheme permanent. The scheme was initially introduced as a trial to address the impacts of traffic

congestion on narrow residential streets and immediate safety concerns in the area. As a permanent measure, the banned turns will become part of a package of traffic reduction measures within a liveable neighbourhood (LN) which will cover the wider area to the west of the A1, including the Furlong Road cluster. The council's commitment to rolling out liveable neighbourhoods under the PFS programme, including the upcoming liveable neighbourhood that will include the Furlong Road cluster, was outlined in the October 2021 Executive report and this commitment was reaffirmed in the [January 2023 Executive report](#) (pg. 15-16). These reports are consistent with the Islington Transport Strategy 2020-2041 and the Vision 2030 (Net Zero Carbon) strategy (November 2020).

7.2 The Liveable Neighbourhood that will include the Furlong Road cluster is currently at an early stage of development. Proposals for the area are expected to include traffic calming measures, and wider public realm enhancements including improvements to the pavements as part of the people-friendly pavements programme, alongside greening measures. The council intends to develop proposals for this area in collaboration with local residents, including early engagement, engagement and co-design on proposals and consultation on draft final proposals activities.

8 Section 122, Road Traffic Regulation Act 1984

8.1 In the exercise of its powers under the Road Traffic Regulation Act 1984, the council is required, under s.122 of the Act, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off street, whilst at the same time have regard to the following considerations:

- The desirability of securing and maintaining reasonable access to premises;
- The effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles to preserve or improve the amenities of the areas through which the roads run;
- The impact on air quality both locally and in the surrounding areas;
- The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- Any other matters appearing to the council to be relevant.

8.2 In balancing the considerations above, officers consider that converting the existing ETOs into permanent traffic orders, making the Furlong Road and Digswell Street banned turns scheme permanent, should proceed for the following reasons:

- The trial intervention has reduced the road danger evidenced by near misses, long queues and illegal movements on the Furlong Road cluster to a more acceptable level for local roads and resolve the identified safety issues. The changes should be made permanent to continue these benefits, ahead of the future introduction of a more comprehensive people-friendly streets liveable neighbourhood scheme in the area.
- Access, including for motorised traffic, is maintained to all residential and other properties, albeit access routes for motorised traffic (except for emergency services vehicles) may have needed to change, which may cause inconvenience to some residents. The scheme has been designed to allow access and egress to

and from the Furlong Road cluster (Furlong Road, Orlestone Road, Crane Grove and Digswell Street) via Liverpool Road and Holloway Road, albeit that it prevents egress southbound onto Holloway Road. This inconvenience is considered to be outweighed by the benefits of reduced traffic on the Furlong Road cluster that have resulted from the trial scheme.

- All local amenities remain accessible, albeit routes for motorised traffic (except for emergency services vehicles) to access these amenities may have needed to change. The scheme area continues to benefit from the reduction of through movements of motorised traffic (except for emergency services vehicles), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.
- The reduction of eastbound through-traffic turning right onto Holloway Road from the Furlong Road cluster is expected to improve air quality on the local streets within the area. Other measures, such as the council's introduction of Electric Vehicle Charging Points, the introduction of the Ultra-Low Emission Zone (which covers the whole of Islington following its extension in October 2021), are likely to contribute to improving air quality.
- There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. The scheme will maintain emergency service vehicles the ability to respond to an emergency without restriction or delay.

9 Implications

9.1 Financial Implications

Costs

- 9.1.1 The cost to make the Furlong Road and Digswell Street banned turn scheme permanent will be £1,500.
- 9.1.2 The scheme is funded through the PFS Capital programme budget. In February 2021 the council approved the capital budget of £3.840m for low traffic neighbourhood schemes for 2021/22-2023-24.

Revenue

- 9.1.3 There is no loss of revenue anticipated with making the Furlong Road and Digswell Street banned turn scheme permanent.
- 9.1.4 The parking account is a ring-fenced account with any surplus generated from its activities invested in highways and transport related activities. Income received will be allocated to the ring-fenced parking account, with the level of income dependent upon the level of compliance. The impact of this will be modelled as part of the medium-term financial planning process

9.1.5 The camera enforced banned right turns used in the Furlong Road and Digswell Street scheme are anticipated to continue generating some enforcement income with the parking account.

9.2 Legal Implications

9.2.1 By Section 16 of the Traffic Management Act 2004, local traffic authorities must:

manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and the following objectives:

- (a) securing the expeditious movement of traffic on the authority's road network; and
- (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing:

- (c) the more efficient use of their road network; or
- (d) the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority; and may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in the road network ...”

“Traffic” includes pedestrians.

9.2.2 The Road Traffic Regulation Act 1984 (the “1984 Act”) Section 9 enables the council to make an Experimental Traffic Order (“ETO”). An ETO shall not continue in force for longer than 18 months. At the end of the trial period the ETO will lapse unless it is made permanent.

9.2.3 In making an ETO the council must follow the procedures set out in Regulations 23 and 24 of the Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996.

9.2.4 There is a 6 month’ period after the ETO comes into effect for making objections to the ETO. The council must take any objections into account before deciding whether to make the ETO permanent.

9.2.5 The council, as Highway Authority, has a general power to improve the highway under Part V of the Highways Act 1980. Section 96 of the Highways Act 1980 gives the council the power to plant shrubs in the highway and erect guards etc to protect the shrubs. In addition, section 115B of the Highways Act 1980 empowers a highway authority to place objects or structures on the highway to enhance the amenity of the highway or its immediate surroundings (which includes providing shrubs or flowers). Section 63 of the Road Traffic Regulation Act 1984 gives the council power to provide stands and racks for bicycles in the road.

9.2.6 The proposal outlined in this report should have regard to the Department for Transport’s (DfT) statutory guidance ‘Traffic Management Act 2004: Network Management to support recovery from COVID19’ updated on 30 July 2021.

- 9.2.7 When deciding whether to make a traffic order the council must have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality. Regard should also be had to the Islington Transport Strategy (adopted in November 2020).
- 9.2.8 These functions are functions within section 149(1) of the Equality Act 2010 attracting the duty to have "due regard" to the need to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 9.2.9 This is dealt with in the Equalities Impact Assessment in section 9.4.
- 9.2.10 Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property, Article 2, right to education and Article 8, right to respect for private and family life.
- 9.2.11 In relation to Article 1, residents will remain able to park in proximity of their homes. However, parking is widely available in the area. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report.
- 9.2.12 In relation to Article 2, access to educational institutes will not be affected by the proposals.
- 9.2.13 In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. It is not considered that the implementation of the changes proposed in this report will impede on the right of individuals to respect for private and family life either in public or on private land.
- 9.2.14 Section 101 of the Local Government Act (1972) enables a local authority to discharge any of their functions to another local authority. The changes being made permanent in the Furlong Road and Digswell Street banned turns scheme are on public highway that falls under the jurisdiction of Transport for London (TfL). The council will enter into a section 101 Agreement with TfL to enable the council to make and promote the permanent Traffic Management Order relating to TfL's highway and an agreement to enable the council to enforce the permanent order.

9.3 Environmental Implications and contribution to achieving a net zero carbon Islington by 2030

- 9.3.1 Continuing the Furlong Road and Digswell Street banned turns as a permanent scheme and making active travel (including cycling) the easiest option are identified actions in the council's Vision 2030: Creating a Net Zero Carbon Islington by 2030. The intention

behind the scheme is to reduce vehicular movements through the Furlong Road cluster during all hours, improving air quality by reducing harmful emissions like NOx and PM10s and to encourage residents and commuters to walk and cycle more. In some cases – such as where residents are encouraged not to use their cars for short trips, or traffic “evaporates” due to the new restrictions – this will reduce traffic, emissions and congestion.

- 9.3.2 However, there may also be cases where motorists take longer routes, leading to additional emissions and congestion elsewhere. On balance, it is expected that the overall emissions (including carbon emissions) and congestion will reduce on the roads within the schemes and surrounding areas as more residents and others are encouraged to travel by sustainable means of transport, including by other measures such as ULEZ.
- 9.3.3 The proposal makes the Furlong Road and Digswell Street banned turns scheme permanent. The scheme is part of the council's commitment to working towards a zero carbon future and responding to the Climate Emergency. The delivery of the Islington Transport Strategy, Liveable Neighbourhoods, School Streets and Lorry Control Scheme were all specifically mentioned in the transport section of the Vision 2030: Creating a Net Zero Carbon Islington by 2030.
- 9.3.4 Making the scheme permanent will have some direct environmental impacts as letters will need to be printed and distributed to residents to make them aware of the scheme becoming permanent. It is expected that this impact will be negligible compared to the environmental benefits of retaining the scheme permanently. As no changes are planned to the scheme, there will not be any environmental impact from road works.

9.4 Equalities Impact Assessment

- 9.4.1 The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.
- 9.4.2 A [Resident Impact Assessment](#) (RIA) was completed and attached as an appendix to the original Furlong Road and Digswell Street scheme delegated decision report which was published on 2 August 2021. The council replaced RIAS with EqIAS from November 2021.
- 9.4.3 An Equalities Impact Assessment (EqIA) has been completed for this report and is attached in full in Appendix 3

Positive impacts of the scheme

- 9.4.4 By making permanent a restriction on eastbound through-traffic from turning right onto Holloway Road, this scheme will continue to reduce road danger by lowering the volume of traffic and reducing instances of dangerous traffic movements in the Furlong Road cluster, lowering the risk of injury from road traffic collisions. By reducing congestion on

the cluster streets, the scheme will continue to improve access to properties and provide greater accessibility for people who are reliant on cars for mobility. Journey times for some trips may be expected to improve as a result of the reduced traffic queueing.

- 9.4.5 These outcomes are expected to benefit all residents with protected characteristics, in particular people who are older, disabled and pregnant or parents of young children.
- 9.4.6 In addition to reducing road danger, the measures should continue to reduce other negative impacts of traffic, improving air quality and reducing noise and community severance. The following healthy streets elements will deliver benefits to residents in the Furlong Road cluster, businesses and visitors: enabling pedestrians from all walks of life, easier to cross the street, a reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the residential area.

Negative impacts of the scheme

- 9.4.7 Following the implementation of the banned turns scheme the whole area remains fully accessible to anyone driving into the area from any direction. Residents, businesses, visitors or deliveries will be unaffected, and none of the measures being made permanent will stop people from driving to and from the Furlong Road cluster.
- 9.4.8 However, due to the banned right turns onto Holloway Road, egress routes away from the cluster streets towards Highbury Corner have needed to change by exiting via Liverpool Road rather than turning right onto Holloway Road directly from the cluster streets. The changes may have resulted in increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on, which may impact disproportionately on people who are dependent on car transport for their mobility, including people who are disabled, older or pregnant.
- 9.4.9 Due to the banned right turns towards Highbury Corner from the cluster streets, the scheme may also result in traffic being displaced to other local streets in the area as motorists seek alternative west-east routes. This may have a negative impact on residents of those streets due to potential increases in traffic congestion, noise, air pollution and road danger. Increases in air pollution could have particular health impacts on young people, older people, disabled people (including those with asthma), and pregnant people.
- 9.4.10 Traffic monitoring data (set out in Appendix 2) from the experimental trial period shows that traffic volumes for vehicles turning right from Liverpool Road to Holloway Road have increased. This impact is expected to be mitigated by the TfL's planned Safer Junctions scheme due to be implemented this year. However, traffic volumes at the other locations monitored along Liverpool Road, from Islington Park Street turning left to Upper Street, and on other local street locations in the area, have shown decreases in traffic during the trial scheme. An increase in traffic volumes on Barnsbury Street during the monitoring period has been negated by a significant decrease shown there in more recent traffic data. These results suggest that overall, traffic displacement impacts of the scheme in the area appear to have been limited.
- 9.4.11 A robust monitoring and mitigation plan is outlined in the Equalities Impact Assessment to address the negative impacts above, particularly with reference to how they impact people with protected characteristics.

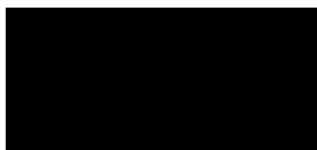
10 Conclusion and reasons for recommendations

10.1 **Conclusions:** The Furlong Road and Digswell Street banned turns scheme was introduced as a trial to address the persistent road danger issues on the Furlong Road cluster outlined in Section 3 of this report. Monitoring of the Furlong Road and Digswell Street banned turns scheme shows that the scheme is functioning as planned and has met its objectives covering road danger reduction including addressing evidenced problems of near misses, long queues and unsafe driver behaviour. The scheme has met its objectives of reducing through traffic in the Furlong Road cluster which suffered from increased traffic volumes from the use of the area as a short cut, which gave rise to some of the safety issues listed above. This has resulted in a safer, cleaner and healthier environment for local people particularly older people, children, younger people, people with impaired mobility and other vulnerable groups. These aims are supportive of the council's net zero carbon strategy and the council's ambition of creating a more equal Islington for all. An increase in traffic turning right from Liverpool Road to Holloway Road has been noted, and is expected to be addressed by TfL's forthcoming Safer Junctions scheme expected to commence in 2023.

10.2 The permanent continuation of the scheme is recommended because there is clear evidence that the scheme is meeting its overall objectives as supported by monitoring results. While responses from the trial feedback survey indicate there is a range of views on the scheme, this needs to be considered on balance with the monitoring results and lack of formal objections received when deciding whether to make the scheme permanent.

10.3 **Recommendation:** The Director of Climate Change and Transport is asked to agree to the proposals set out in this report, namely making the Furlong Road and Digswell Street banned turns measures permanent.

Signed by:



Director of Climate Change and Transport

Date:

31/01/23

Report Author: [REDACTED] and [REDACTED]

Tel: [REDACTED]

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Financial Implications Author: [REDACTED]

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Legal Implications Author: [REDACTED]

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11 Appendices

- Appendix 1: Detailed Design Plan of Furlong Road and Digswell Street banned turns scheme
- Appendix 2: Furlong Road and Digswell Street banned turns scheme scheme traffic monitoring analysis
- Appendix 3: Furlong Road Equalities Impact Assessment