

Delegated decision report of: Corporate Director of Environment and Regeneration

Officer Delegated Decision

Date: 10 July 2020

Ward(s): Canonbury, St Peter's



Subject: Canonbury East people-friendly streets
Low Traffic Neighbourhood

1. Summary

- 1.1. This report sets out the council's proposal for the borough's second people-friendly streets Low Traffic Neighbourhood as part of the council's people-friendly streets programme that was agreed by the council's Executive on 18 June 2020. This Low Traffic Neighbourhood falls within the Canonbury Ward and the northeast boundary of the St Peter's Ward and is referred to as the Canonbury East Low Traffic Neighbourhood.
- 1.2. This report outlines the proposal, consultation, monitoring approach and recommendation of the Canonbury East Low Traffic Neighbourhood.
- 1.3. The implementation of the Low Traffic Neighbourhood at Canonbury East will support the council's objective of achieving net zero carbon emissions in Islington by 2030. It will also contribute to the delivery of a Fairer Islington by: making it easier and safer for people to travel on foot, by bicycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.

2. Decision

- 2.1. To note that the council's Executive, at its meeting on 18 June 2020, delegated authority to the Corporate Director of Environment and Regeneration, in consultation with the Executive Member for Environment and Transport, to finalise and implement the people-friendly streets schemes, taking into account the consultation responses.
- 2.2. To note the initial feedback from the council's Commonplace consultation for the Canonbury East Low Traffic Neighbourhood area.
- 2.3. To approve the Low Traffic Neighbourhood proposals for the Canonbury East area by:
 - Revocation of the Traffic Management Orders that currently enforce existing width restrictions at Ockendon Road, Northchurch Road, Englefield Road.
 - Issuing of Experimental Traffic Orders to prohibit motor vehicle access at Henshall Street, Dove Road (except buses), Ockendon Road, Englefield Road, Northchurch Road, Elmore Street, Cleveland Road, Halliford Street, Downham Road (except buses) and Shepperton Road.
 - Issuing of Experimental Traffic Orders to remove parking bays and replace with double yellow lines on Ockendon Road, Elmore Street, Cleveland Road, Halliford Street, Downham Road and Shepperton Road

2.4. To note that a public consultation will be undertaken approximately 12 months after the Experimental Traffic Orders are issued before a final decision is taken on whether or not to make these changes permanent at the end of the 18-month trial period.

3. Background

3.1. On 18 June 2020 the council's Executive approved the introduction of a borough-wide people-friendly streets programme as part of Islington's transport response to the Covid-19 public health emergency. The Canonbury East Low Traffic Neighbourhood is the second Low Traffic Neighbourhood initiative being delivered as part of this programme.

3.2. People-friendly streets will:

- make it easier, safer and more pleasant to walk and cycle on Islington's streets as part of everyday life;
- ensure that the borough's streets are healthier and greener for all; and
- make it easier to practice social distancing now and in the future.

3.3. In May 2020 the Secretary of State for Transport published updated statutory guidance in response to Covid-19. The council is required to have regard to that guidance in carrying out its statutory network management duties. The Guidance states that:

"Local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart".

3.4. Low Traffic Neighbourhoods will create more space for pedestrians and cyclists and allow people to travel safely around their local neighbourhood. The council will create Low Traffic Neighbourhoods by installing simple and cost-effective measures such as bollards and smart cameras.

3.5. The Canonbury East area is covered by an existing 7.5 Tonne Heavy Goods Vehicle (HGV) Control Traffic Management Order. The existing Lorry Control TMO covers all streets within the proposed LTN area; there are existing width restrictions on some of the streets that are not currently enforced. In this way, it is likely that the proposed modal filters will dramatically reduce HGV volumes within the proposed LTN area.

4. Proposals

4.1. The measures that will deliver the Canonbury East Low Traffic Neighbourhood will involve:

- New camera enforced closures at Dove Road, Elmore Street and Downham Road to prohibit motor vehicle access. In the case of Dove Road and Downham Road buses will be exempt.
- The conversion of the existing width restrictions at Ockendon Road, Englefield Road and Northchurch Road to prohibit motor vehicle access.
- New physical closures at Henshall Street, Cleveland Road, Halliford Street and Shepperton Road to prohibit motor vehicle access.

4.2. This will require the installation of the following signage:

- Route for buses and cycles only (Diagram 953) - signs on both sides of the filter on Dove Road and Downham Road. No through route signs at the junction with Wall Street and banned turn on Henshall Street for Dove Road. No through route signs at junction with Southgate Road and Cleveland Road for Downham Road.
- 'Motor Vehicle Prohibition' (Diagram 619) - signs on both sides of the filter on Henshall Street.
- 'Motor Vehicle Prohibition' (Diagram 619) - signs on both sides of the filter on Ockendon Road. No through route sign at junction of Ockendon Road with Southgate Road.
- 'Motor Vehicle Prohibition' (Diagram 619) - signs on both sides of the filter on Englefield Road. No through route sign at junction of Englefield Road with Essex Road and Crowland Terrace.
- 'Motor Vehicle Prohibition' (Diagram 619) - signs on both sides of the filter on Northchurch Road. No through route sign at junction of Northfield Road with Essex Road.
- 'Motor Vehicle Prohibition' (Diagram 619) - signs on both sides of the filter on Elmore Street. No through route sign at junction of Elmore Street and Essex Road. No left turn sign at junction of Elmore Street and Ecclesbourne Road.
- 'Motor Vehicle Prohibition' (Diagram 619) - signs on both sides of the filter on Cleveland Road. No through route sign at junction of Cleveland Road and Northchurch Road. No left turn sign at junction of Cleveland Road with Elmore Street.
- 'Motor Vehicle Prohibition' (Diagram 619) - signs on both sides of the filter on Halliford Street. No through route sign at junction of Halliford Street with Essex Road. Banned turn signs at junction of Halliford Street with Ecclesbourne Road.

- 'Motor Vehicle Prohibition' (Diagram 619) - signs on both sides of the filter on Shepperton Road; no through road sign at the junction of Shepperton Road with Baring Street / Southgate Road

4.3. In addition to signage, bollards will be implemented at filters at all locations.

4.4. Changes are proposed to parking bays at most filters to allow space for vehicles to turn around. To accommodate these changes in the Canonbury East area, the existing parking places traffic order will be temporarily suspended. A new Experimental Traffic Order outlining the changes to the parking will replace the existing parking places order for a duration of the 18-months. Where measures are made permanent, the new parking order will be made permanent to replace the existing parking order. Where the measures are not made, the existing parking order will be reverted to

4.5. The changes to parking are set out below:

Road name	Location	Total P&D suspension	Total Residents' Permit suspension
Ockendon Road	East of traffic filter		15-20 metres/3-4 bays
Elmore Street	North of traffic filter		10 metres/2 bays
Cleveland Road	North of traffic filter		20 metres/4 bays
Halliford Street	West of traffic filter	10 metres/2 bays (shared use)	15-20 metres/ 3-4 bays
Downham Road	South and north-west of traffic filter	15 metres/3 bays (shared use)	15 metres/3 bays (shared use)
Shepperton Road	West of traffic filter		20 metres/4 bays
Total		25 metres/5 bays (shared use)	80-105 metres/19-21 bays

4.6. The following Traffic Management Orders will be required to enforce the measures:

- Revocation of the Traffic Management Orders that currently enforce existing width restrictions at Ockendon Road, Northchurch Road, Englefield Road.
- Issuing of Experimental Traffic Orders to prohibit motor vehicle access at Dove Road (except buses), Ockendon Road, Englefield Road, Northchurch Road, Elmore Street, Cleveland Road, Halliford Street, Downham Road (except buses) and Shepperton Road.

- Issuing of Experimental Traffic Orders to remove parking bays and replace with double yellow lines on Ockendon Road, Elmore Street, Cleveland Road, Halliford Street, Downham Road and Shepperton Road.

4.7. The interventions will require changing the operation of enforcement cameras to enforce contravention of the new Traffic Management Orders at Dove Road, Ockendon Road, Englefield Road, Northchurch Road, Elmore Street and Downham Road. Camera-enforced restrictions rather than physical restrictions are required at these locations as we need to maintain access for emergency services, buses on Dove Road and the 812 accessible bus service on Downham Road.

4.8. These measures will be put in place as an 18-month trial under the terms of the Experimental Traffic Order. At the end of the 18-month trial period, the Order will be replaced by a permanent Traffic Order or be revoked.

4.9. It is worth noting that Henshall Street already has a motor vehicle prohibition order in place.

5. Consultation

5.1. A borough-wide engagement exercise began on 29 May 2020. This exercise asks residents, businesses and local organisations to suggest how local streets can be improved for pedestrians and cyclists. This consultation is being conducted via the Commonplace online interactive tool. This tool enables local people to map their comments at specific locations across the borough. The feedback provided during this engagement exercise has guided the development and design of the borough-wide programme of people-friendly streets.

5.2. As of 1 July 2020, there were 10,000 unique visitors to the website; 3,100 people submitted 18,500 comments on the Commonplace platform by either adding a comment or an agreement to a comment. Of these, 64 comments are within the boundary of the Canonbury East Low Traffic Neighbourhood.

5.3. Of these 64 comments a number of insights have emerged:

In response to "what is the problem" (multiple choice answer can be selected):

- 29 specific mentions of rat running (45% of comments)
- 32 specific mentions of high traffic volumes (50% of comments)
- 38 specific mentions of unsafe traffic conditions in the area (59% of comments)

In response to "how could we make it better":

- 18 specific mentions of adding road closures or making the road access only as a solution (28% of comments)
- 25 specific mentions of more space for cycling or walking as a solution (39% of comments)
- 12 specific mentions of adding crossings (19% of comments)

Furthermore, 22 respondents said they feel safer than before in traveling around the local area in recent weeks [since lockdown] (34% of comments).

- 5.4. On the Commonplace platform there was specific mention by respondents of road closures at Dove Road, Northchurch Road, Englefield Road and Ockendon Road as solutions to traffic issues in the area.
- 5.5. Public consultation will take place as part of the Experimental Traffic Order process. This process provides for a six-month period during which residents and businesses can write to the council with an objection to the scheme. The council will consider these objections when deciding whether or not to amend the scheme or to make it permanent at the end of the 18-month trial period.
- 5.6. In addition, there will be a formal consultation period following the implementation of each scheme. This consultation period will last for a minimum of twenty-one days. It will take place approximately twelve months after the implementation of measures under an Experimental Traffic Order. This consultation will invite feedback on the measures that have been introduced. This feedback, together with any monitoring data that has been collected (see below) will inform the council's decision on whether or not to make the people-friendly streets measures permanent at the end of the eighteen-month period.

6. Monitoring

- 6.1. Comprehensive and robust monitoring forms part of the people-friendly streets programme, including to identify changes in the Canonbury East Low Traffic Neighbourhood and the surrounding streets and areas. Monitoring will measure the impacts of the scheme on pedestrian, cycle and traffic movement. The impacts of schemes on safety and security as well environmental factors such as air quality, noise and vibration will also be measured. As noted above, the results of any monitoring will be considered together with any feedback from residents prior to making the decision about withdrawing or amending the Canonbury East Low Traffic Neighbourhood measures, or making them permanent.
- 6.2. To ascertain the degree and impact of any displacement from the LTN measures, especially onto the main road network a monitoring strategy has been put together and baseline data has been collected.

As of 1 July baseline data collected consists of:

- Traffic counts undertaken from 6 to 13 July 2020 at 7 locations within the Canonbury East Low Traffic Neighbourhood and 6 locations around the Low Traffic Neighbourhood area measuring motor traffic volume and cycling volume.
- Air quality data at eight locations. Three are within the area, including one at Rotherfield Primary school, and five locations around the Low Traffic Neighbourhood area.

- Data on Anti-Social Behaviour and police incidents within the boundary of the Low Traffic neighbourhood

Monitoring will be undertaken for the duration of the 18-month trial period and will consist of:

- Traffic counts
- Traffic displacement monitoring
- Air Quality monitoring
- Qualitative surveys

7. Implications

7.1. Financial implications:

Costs

The estimated scheme build costs are £244,277.00, which includes the costs of signage, road marking, bollards, monitoring, enforcement cameras, costs of the traffic orders and the road safety audit.

Funding

As part of the 2019/20 budget setting process £4m of capital funding was allocated to parking to invest in smart CCTV for traffic enforcement measures across the borough, including the School Streets programme and lorry control. After successful pilots and implementation of initial schemes during 2019/20 an order for an additional 92 cameras has been made at a cost of £2m. The Low Traffic Neighbourhood (LTN) programme is an extension to the current roll out of the school streets and lorry ban schemes, seeking to achieve the same outcome of reducing traffic flow through residential streets.

TfL has suspended its LIP programme but are currently accepting bids from boroughs as part of its London Streetspace funding programme. LTNs are a key aspect of the Streetspace funding. Canonbury East LTN has been included in Islington funding bid, and as of 2 July 2020 no decision has been made regarding funding.

In addition to TfL funding, a bid was submitted to DfT for the costs of the Canonbury East scheme and an allocation of £100,000.00 has been confirmed. This represents the maximum allocation available and will be put forward to part-fund the Canonbury East Low Traffic Neighbourhood.

Following DfT allocation the funding gap is £144,257.00. If the TfL Streetscape funding bid is unsuccessful, it is proposed that the balance is funded from the £2 million capital funding remaining from parking. S106 planning obligations funding is available in other wards, however not in Canonbury.

Parking Revenue targets

The Medium-Term Financial Strategy (MTFS) has assumed £3.05m of budget savings over the 2020-23 three-year period of which £2.45m was relating to enforcement of School Streets and Lorry Control.

The camera enforced closures used in the LTNs will be a new revenue stream within the parking account, however this will be offset by a reduction in the revenue from the Schools Streets and width restrictions. Financial modelling of the various options indicate that the overall revenue streams under the LTN programme will be able to achieve the current School Streets and Lorry Control MTFS model over the 2020-23 MTFS period. There will be reductions in income in later years and compliance increases and this will need to be considered as part of future MTFS planning.

A reduction in parking revenue is expected due to the suspension/removal of 5 (25 metres) pay and display parking spaces. See table in section 4.4. above. It is not possible to disaggregate exactly, but this will amount to a maximum of £2,150 (Halliford Street) and £2,048.92 (Downham Road) annually.

An additional three enforcement cameras will be installed to enforce the no motor vehicle restrictions and the revenue from these cameras will contribute to the overall parking revenue targets.

7.2. Legal Implications

TfL has paused implementation of the Mayor of London's Transport Strategy through local implementation plans (in Islington, the Islington Transport Strategy (ITS)). In its place, TfL has developed a Streetspace Plan for London aimed at creating more space on streets so people can walk or cycle while social distancing and easing pressure on public transport as the COVID 19 pandemic lockdown is lifted.

On 15 May 2020, the Mayor of London and TfL issued interim guidance to London boroughs on the London Streetspace plan. The council's proposals for People Friendly Streets outlined in the report are consistent with that guidance and DfT's statutory guidance 'Network Management in response to COVID19' published recently under section 18 of the Traffic Management Act 2004. The council is required to have regard to that guidance in carrying out its network management duties under sections 16 and 17 of the 2014 Act.

The guidance states that 'Local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart', and that measures should be taken as swiftly as possible, and in any event within weeks, given the urgent need to change travel habits before the restart takes full effect.

Section 9 of the Road Traffic Regulation Act 1984 enables the council to make an experimental traffic order for the purposes set out in section 4 of the report. In deciding

whether or not to make an order under section 9, the council has to comply with the provisions of section 122 of the 1984 Act which requires the council to exercise that function (so far as practicable having regard to the matters specified below) 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 the highway. The specified matters are:

- (a) the desirability of securing and maintaining reasonable access to premises;
- (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
- (c) 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
- (d) any other matters appearing to the local authority to be relevant.

Further, 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.

The council must also have full and proper regard to the on-line consultation responses particularly those from residents of the Canonbury East Low Traffic Neighbourhood.

In making the experimental traffic order, the council must follow the procedure set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended by the Traffic Orders Procedure (Coronavirus) (Amendment) (England) Regulations 2020).

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

The delivery of the above measures in construction terms will have minimal environmental impacts. The measures will require low-impact interventions such as the installation of planters, bollards, cameras, and signage, with little or no waste, emissions or potential nuisance to neighbouring properties.

In June 2019 the council declared a Climate Emergency and pledged to work towards making Islington zero carbon by 2030. The measures proposed as part of this programme will positively contribute to achieving this ambitious commitment by encouraging increased walking and cycling. It will demonstrate the council's commitment to working towards a zero carbon future and respond to the Climate Emergency declaration. 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 Draft Zero Carbon Strategy.

The alterations may result in some vehicular journeys being increased in length, which could in turn increase their specific impact in terms of emissions and congestion, although the cumulative effect is expected to be positive due to more traffic being removed from the roads. The monitoring section (6) provides more details on this.

Recent research has shown higher death rates from COVID-19 in areas where there is poorer air quality than in areas with better air quality. By encouraging walking and cycling through the measures outlined above, the council will be supporting the health resilience of those working and living in Islington.

7.4. Resident Impact Assessment

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.

A Resident Impact Assessment was completed on Wednesday 8 July 2020. The complete Resident Impact Assessment is provided at Appendix One.

Purpose

The resident impact assessment considers both positive and negative impacts of the proposals whereby in some instances a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within an equalities group. For example, while some disabled people may rely on cars for mobility there are also many disabled people who use other modes and therefore for most groups the impacts will be a mix of positive and negative depending on the particular mode of travel generally used.

Positive impacts

By restricting through traffic, the Canonbury East Low Traffic Neighbourhood will reduce road danger and improve accessibility, which should provide benefits to all residents with protected characteristics. The measures should also reduce the negative impacts of traffic, improving air quality, and reducing injuries from road traffic collisions. The design of the scheme has been developed with the aim to improve Canonbury East streets as aligned with the healthy streets' indicators. The following healthy streets elements will deliver

benefits to Canonbury East residents, businesses and visitors: enabling pedestrians from all walks of life, easier to cross the street, reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the residential area.

Negative impacts

It is the purpose of this resident impact assessment to also examine any negative impacts on residents, particularly those with protected characteristics to ensure that a robust mitigation plan is in place and so that these negative impacts can be taken into account in decision making on the implementation of the scheme.

Following the implementation of the Canonbury East Low Traffic Neighbourhood the whole area will be fully accessible to all vehicles traveling into the area. Whether driven by residents, businesses, visitors or deliveries from any direction nothing being introduced will stop people from driving to and from the area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets. The changes will result in increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

By design the Canonbury East Low Traffic Neighbourhood will restrict through routes in Canonbury East, which will encourage non-local journeys to take place on the main road network, surrounding the Low Traffic Neighbourhood area. In this case, those roads are Essex Road, New North Road, Baring Street, Southgate Road and Balls Pond Road. Displacement will be closely monitored throughout the programme, and will be a key consideration in making any Low Traffic Neighbourhood changes permanent. It will be considered alongside changes in air quality as a result of initiatives such as ULEZ and the council's Electric Vehicle Charging programme. It could also have a negative impact, for instance by creating longer bus journey times, impacting those on lower incomes or with mobility impairments. To mitigate this, the council will work with TfL on a programme of bus priority measures to protect bus journey times.

A robust monitoring and mitigation plan are outlined the Resident Impact Assessment to address the negative impacts above, particularly with reference to how they impact people with protected characteristics.

8. Conclusion and reasons for recommendations

- 8.1. This report sets out the council's proposal for its second Low Traffic Neighbourhood; at Canonbury East (in the Canonbury and St Peter's wards).
- 8.2. The Corporate Director of Environment and Regeneration is asked to agree the proposals set out in this report, including the installation of signage and bollards, removal of parking bays, revocation of Traffic Management Orders and issuing of Experimental Traffic Orders.

8.3. The Canonbury East Low Traffic Neighbourhood (incorporating lorry controls) will be implemented on a trial basis using Experimental Traffic Orders. A comprehensive monitoring framework has been put in place. This will measure the impacts of the changes on the Canonbury East Low Traffic Neighbourhood and the surrounding streets and areas.

8.4. The measures in this report will encourage local people to walk and cycle in their neighbourhoods, and to and from school. The environmental impacts of traffic will be reduced particularly in local residential neighbourhoods and in and around schools. This will result in a safer, cleaner and healthier environment for local people particularly older people, children, younger people with impaired mobility and other vulnerable groups. The proposals are supportive of the council's net zero carbon and Fairer Islington priorities. The Corporate Director is therefore asked to agree to the implementation of the Canonbury East people-friendly streets low traffic neighbourhood under an 18 months Experimental Traffic Order.

Signed by:

[Redacted signature]

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Appendix 1: Map and visualisation showing the locations of the trial 'traffic filters' and parking changes



1 HENSHALL STREET - BOLLARDS



2 DOVE ROAD - CAMERA



3 OCKENDON ROAD - CAMERA



4 ENGLEFIELD ROAD - CAMERA



5 NORTHCHURCH ROAD - CAMERA



6 ELMORE STREET - CAMERA



7 CLEVELAND ROAD - BOLLARDS



8 HALLFORD STREET - BOLLARDS



9 DOWNHAM ROAD - CAMERA



10 SHEPPERTON ROAD - BOLLARDS

