

Delegated decision report of: Corporate Director of Environment and Regeneration

Officer Delegated Decision

Date: 22 June 2020

Ward(s): St Peter's



Subject: St Peter's people-friendly streets Low
Traffic Neighbourhood

1. Summary

- 1.1. This report sets out the council's proposal for its first Low Traffic Neighbourhood – in St Peter's ward – as part of the Council's people-friendly streets programme that was agreed by the Council's Executive on 18 June 2020.
- 1.2. This report outlines the proposal, consultation, monitoring approach and recommendation of the St Peter's Low Traffic Neighbourhood.
- 1.3. The implementation of the Low Traffic Neighbourhood at St Peter's 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 St Peter's Low Traffic Neighbourhood area.
- 2.3. To approve the Low Traffic Neighbourhood proposals for the St Peter's area by:
 - revocation of the Traffic Management Orders that currently enforce existing width restrictions at Prebend Street, Wharf Road, Danbury Street and Colebrooke Row
 - issuing of Experimental Traffic Orders to prohibit motor vehicle access at Prebend Street (except buses), Wharf Road, Danbury Street and Colebrooke Row
 - suspension of parking bays at Prebend Street and Baldwin Terrace
- 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 St Peter's Low Traffic Neighbourhood is the first 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".

The Guidance also requires that measures should be implemented as swiftly as possible given the urgent need to change travel habits before the restart of everyday activities takes full effect.

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 St Peter's area is covered by an existing Lorry Control Traffic Management Order. The existing Lorry Control TMO covers all streets within the proposed PFS area, so no changes are required as part of this proposal.

The proposed modal filters will dramatically reduce HGV volumes within the proposed LTN area.

4. Proposals

4.1. The measures that will deliver the St Peter's Low Traffic Neighbourhood will involve the conversion of the existing width restrictions at Prebend Street, Wharf Road, Danbury Street

and Colebrooke Row to prohibit motor vehicle access. In the case of Prebend Street buses will be exempt.

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 Prebend Street.
- 'No Entry (Diagram 616) - signs on both sides of the filter on Danbury Street.
- Motor Vehicles Prohibited (Diagram 619) - signs on both sides of the filter on Colebrooke Row.
- 'Motor Vehicles Prohibited (Diagram 619) - signs on both sides of the filter on Wharf Road.

4.3. In addition to signage, bollards will be implemented at Wharf Road and Danbury Street to physically restrict motor vehicle access.

4.4. To allow space for vehicles to turn around at the traffic filters, suspension of parking bays is required as follows:

- At Prebend Street at the proposed traffic filter location (27.5 metres, approx. 5 spaces/1 bay)
- At Baldwin Terrace next to the Wharf Road traffic filter (5.5 metres, approx. 1 space at the west end of the bay)

4.5. This will require the following Traffic Management Orders to enforce the measures:

- revocation of the Traffic Management Orders that currently enforce existing width restrictions at Prebend Street, Wharf Road, Danbury Street and Colebrooke Row
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- issuing of Experimental Traffic Orders to prohibit motor vehicle access at Prebend Street (except buses), Wharf Road, Danbury Street and Colebrooke Row.

4.6. It will require changing the operation of enforcement cameras to enforce contravention of the new Traffic Management Orders at Prebend Street and Colebrooke Row. Camera-enforced restrictions rather than physical restrictions are required at these locations as we need to maintain access for emergency services at both locations and the 812 Bus on Prebend Street.

4.7. 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.

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 will guide the development and design of the borough wide programme of people-friendly streets.
- 5.2. As of 18 June 2020 there were 7,720 visitors; of this 2,469 people responded on the Commonplace platform by either adding a comment or an agreement to a comment. Of these, 176 comments are within the boundary of the St Peter's Low Traffic Neighbourhood.
- 5.3. Of these 176 comments a number of insights have emerged.

In response to "what is the problem":

- 55 specific mentions of rat running (31% of comments)
- 53 specific mentions of high traffic volumes (30% of comments)
- 55 specific mentions of unsafe traffic conditions in the area (31% of comments)

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

- 34 specific mentions of adding road closures as a solution (19% of comments)
- 38 specific mentions of more space for cycling or walking as a solution (22% of comments)
- 11 specific mentions of adding crossings (6% of comments)

Furthermore, 45 respondents said they feel safer than before in traveling around the local area in recent weeks [since lockdown] (25% of comments).

- 5.4. On the Commonplace platform there was specific mention by respondents of road closures at Prebend Street, Wharf Road, Danbury Street and Colebrooke Row 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 St Peter's 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 St Peter's 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 18 June baseline data collect consists of:

- Traffic counts undertaken from 8 - 17 June 2020 at 13 locations within the St Peter's Low Traffic Neighbourhood and four locations around the cell/scheme area boundary measuring vehicular traffic volume and cycling volume
- Air quality data at four schools within the scheme area

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

- traffic counts
- displacement monitoring
- air quality monitoring (diffusion tubes and Meshpods)
- qualitative surveys

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 (diffusion tubes and Meshpods)
- Emergency service response times (as is made available)

7. Implications

7.1. Financial implications:

Costs

The estimated Scheme build costs are £52,470 which includes the costs of signage, road marking, bollards, monitoring, a camera, ETO costs 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. On the 17th of June 2020 TfL confirmed their support for the St Peter's LTN project through a part funding. TfL expects to see part-funded schemes delivered and has indicated that the approval of the scheme represents a commitment to this. It is anticipated that following confirmation of costs TfL will fund the majority of this scheme.

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 modest reduction in parking revenue is expected due to the suspension of 5.5ms of pay and display parking space (approx. x1 parking bay) on Baldwin Terrace. The total bay length is 27.5m and the annual income for the bay is £12,458. An exact loss of income cannot be disaggregated because removing a fifth of the bay does not necessarily mean

losing a fifth of the income; however, it can be assumed that the maximum annual loss of would be no more than £2,491. There are no financial implications of suspending the parking bay on Prebend Street but capacity will be reduced in the area by five parking spaces.

7.2. 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, barriers, cameras, signage and gates, 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.

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.

7.3. 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 has been completed and a summary is included below. 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 St Peter's LTN 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 St Peter's streets as aligned with the healthy streets' indicators. The following healthy streets elements will deliver benefits to St Peter's 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 St Peters LTN scheme 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 St Peters LTN scheme will restrict through routes in St Peter's which will encourage non-local journeys to take place on the main road network surrounding the LTN area. In this case those roads are Essex Road, City Road, New North Road and Upper Street. Displacement will be closely monitored throughout the programme, and will be a key consideration in making any LTN 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 first Low Traffic Neighbourhood; at St Peter's ward.
- 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, suspension of parking bays, revocation of Traffic Management Orders and issuing of Experimental Traffic Orders.
- 8.3. The St Peter's 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 St Peter's 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 St Peters people-friendly streets low traffic neighbourhood under an 18 months Experimental Traffic Order.

Signed by:

[Redacted signature]

Title: Corporate Director of Environment and Regeneration Date: 22 June 2020

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Appendix 1 Map and visualisation showing the locations of the trial 'traffic filters'.

