

# Delegated decision report of: Corporate Director of Environment

Officer Delegated Decision

Date: 19 January 2022

Ward(s): Canonbury, St Peter's



Subject: New Canonbury East people-friendly streets Low Traffic Neighbourhood trial, with an exemption for Blue Badge holders

# 1. Summary

- 1.1 In 2019, the council consulted on its draft Transport Strategy, which made 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. Because of the latter, it also forms part of the council's Vision 2030 (Net Zero Carbon) Strategy, which was consulted on in early 2020. Both of these strategies included policies and programmes to introduce low traffic and liveable neighbourhoods borough-wide, and both were adopted by the council's Executive in November 2020.
- 1.2 In response to the Covid-19 public health emergency in early 2020, the council began a listening exercise in May 2020 to help inform this low traffic neighbourhood (LTN) programme. Statutory guidance from the Department for Transport issued in May 2020 stated that: "local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling".
- 1.3 On 18 June 2020 the council's Executive took the decision to accelerate the delivery of low traffic neighbourhoods, alongside School Streets, pop-up cycle lanes and a lorry control scheme, as part of its people-friendly streets (PFS) programme. With regards to LTNs, the decision was taken to introduce them as trials, to be followed by monitoring and a full public consultation once they had been in place for twelve months.
- 1.4 The second LTN was introduced was in Canonbury East in August 2020, following the St Peter's LTN in July 2020.
- 1.5 There was ongoing monitoring of the scheme with traffic counts taking place approximately six and twelve months after the scheme was operational. Both an interim and a pre-consultation monitoring report was published. This monitoring demonstrated that the scheme is delivering its objectives in terms of reducing motorised traffic within the LTN, reduced levels of speeding, more people cycling, and that it had not led to unacceptable impacts on main and boundary roads, crime and anti-social behaviour (ASB), emergency service vehicle response times and air quality.
- 1.6 In addition to the Commonplace listening exercise (mentioned in 1.2) that informed the LTN design, feedback has been received through correspondence, a trial feedback survey, formal objections and during the full public consultation which took place between 2 November and 30 November 2021. Whilst there were views for and against, overall the feedback from the consultation recognised the benefits of the scheme.
- 1.7 From the start of the trial, focused engagement was undertaken with groups representing people with mobility restrictions, as the resident impact assessments (RIAs) produced for the scheme and the programme overall had identified potential negative impacts for these groups. (These RIAs were the equality impact assessments for the programme and each scheme). On 14 October 2021, the council's Executive took a

decision to introduce an exemption policy for Blue Badge holders which would be trialled in individual LTNs subject to future decision making.

- 1.8 Soon after the implementation of the scheme it became known to the council that the original placement of traffic filters caused challenges for a business on Essex Road receiving large deliveries. In response to this, during the public consultation in November 2021, the council consulted on an option to move the traffic filters at Elmore Street and Halliford Street east of the junction with Ecclesbourne Road, and add a new filter to Ecclesbourne Road, south of the junction with Halliford Street to improve business access to the area from Essex Road. It is now proposed to progress with the changes and implement an additional filter to improve the function of the LTN.
- 1.9 The new location of the filters at Elmore Street and Halliford Street, the additional filter at Ecclesbourne Road and the proposed implementation of the Blue Badge exemption alter the nature of the experiment.
- 1.10 As the monitoring shows that the scheme is meeting its set objectives, and feedback largely recognises the benefits of the scheme, this report recommends that the LTN remains in place with a new experimental traffic order incorporating the blue badge exemptions as described below and the changes to the filters at Elmore and Halliford and one additional filter at Ecclesbourne. This new experimental scheme will be monitored before a final decision is made.

## 2 Decision

- 2.1 To note that the original Experimental Traffic Order (ETO) for the Canonbury East LTN came into force on 3 August 2020 and that the 18-month expiry date is 30 January 2022.
- 2.2 To note the results of the interim and pre-consultation monitoring reports which highlight that the scheme is meeting its objectives through its impacts on traffic volumes, traffic speeds, cycling levels, air quality, with no significant impacts on crime and ASB and emergency services response times.
- 2.3 To note the feedback received from public engagement and the public consultation (held between 2 November and 30 November 2021). More details on this can be found in the pre-consultation engagement report, found in Appendix 5, and the independently-produced consultation analysis report, found in Appendix 6.
- 2.4 To note that the council's Executive, at its meeting on 14 October 2021, delegated authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, to continue the implementation of the people-friendly streets programme through specific schemes and agreed to trial the proposed

approach to granting limited exemptions to Islington Blue Badge holders in the LTN, set out at sections 3.3.62 to 3.3.68 of the report to Executive.

- 2.5 To make a new ETO with on-going monitoring to take account of the changes outlined in 2.6 and 2.7.
- 2.6 To agree that the new LTN will re-locate the traffic filters at Elmore Street and Halliford Street east of the junction with Ecclesbourne Road and to agree the implementation of an additional traffic filter at Ecclesbourne Road, including the making of traffic orders set out in section 6 and 7.
- 2.7 To agree the adoption of proposed measures set out in section 6 of this report, which will allow Blue Badge holders living within or on the boundary of the Canonbury East LTN to drive or be driven through designated camera enforced traffic filters in Canonbury East LTN, in a vehicle registered at their home address, including the making of traffic orders set out in section 6 and 7.
- 2.8 To note that the ETO will expire on 30 January 2022 and that new ETOs will come into force on 31 January 2022, and that included in the new orders will be the changes outlined in section 6 of this report to implement the proposed modifications to the Canonbury East LTN to allow the Blue Badge exemption policy and changes to filters to be implemented.
- 2.9 To note that a final decision will be taken after the expiry of the new six-month statutory objection period for the new ETO to which this delegated decision pertains.

### 3 Background

- 3.1 The Islington Transport Strategy was consulted on between 29 July 2019 and 29 September 2019, and adopted by the council's Executive in November 2020. The top item of this strategy's strategic vision was: "Motorised through traffic will be removed from local streets and neighbourhoods." Also adopted in November 2020, after consultation earlier in 2020, was Vision 2030: Building a Net Zero Carbon Islington by 2030. This had as a key objective to "Reduce the need for cars by making active travel (i.e. walking, cycling and public transport) the safest, easiest and most enjoyable option. The implementation of the council's borough-wide programme of People Friendly Streets will significantly support this objective." The Mayor's Transport Strategy for London (2018) and central Government policy also evidence a widely recognised need to reduce motor vehicle journeys
- 3.2 Between 2013 and 2019 there was an increase in traffic of almost 10 percent on Islington roads, adding 24.3 million miles to bring the total mileage on Islington's roads in 2019 to 278 million. In the decade since 2009, there has been an increase of over 70% of motorised traffic on London's local roads, which are not designed to take such large numbers of vehicles. These local roads (defined as 'C' or 'unclassified' roads) serve

multiple purposes: as places for communities to come together, for play, for local journeys which can be walked, cycled or wheeled (through use of a wheelchair or similar mobility aids). The increase in motor traffic on these streets in the past decade has had a significant impact on the lives of both those who walk, cycle and wheel through those streets, and those who live on them.

- 3.3 Statutory guidance from the Department for Transport issued in May 2020 stated that: "local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling". This guidance has subsequently been updated to: "As we emerge from the pandemic, local authorities should continue to make significant changes to their road layouts to give more space to cyclists and pedestrians and to maintain the changes they have already made".
- 3.4 On 18 June 2020 the council's Executive took the decision to accelerate the delivery of low traffic neighbourhoods, alongside School Streets, pop-up cycle lanes and a lorry control scheme, as part of its people-friendly streets (PFS) programme. With regards to LTNs, the decision was taken to introduce them as trials, to be followed by monitoring and a full public consultation once they had been in place for around twelve months. This has effectively accelerated the implementation of the long-term plan from the Islington Transport Strategy and Net Zero Carbon Strategy, and progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.
- 3.5 Proposals for the people-friendly streets (PFS) programme were agreed by the council's Executive on 18 June 2020. On 10 July 2020, the council's then Corporate Director of Environment and Regeneration in consultation with the Executive Member for Environment and Transport took the decision to proceed with the Canonbury East PFS Low Traffic Neighbourhood (LTN).
- 3.6 Following this decision, the second LTN was introduced in Canonbury East in August 2020, and public consultation took place in November 2021. The delay to the consultation start is linked to the delayed start of the consultation in Islington's first LTN in St Peter's, due to the changes in that LTN made at Prebend Street and Coleman Fields to remove the 'leak' through the Packington Estate.
- 3.7 Shortly after the Canonbury East LTN was launched an issue at Halliford Street and Elmore Street emerged, relating to the position of the traffic filters. The ED Elson Builders Merchants is on the corner of Essex Road and Elmore Street and receives deliveries to its storeroom on Elmore Street. Deliveries are made by commercial vehicles of various sizes and many are currently 'ad hoc'; i.e, not on a fixed schedule, and from several companies. ED Elson also receives deliveries by large HGV crane grab.
- 3.8 Prior to the installation of the Canonbury East LTN the HGVs accessed ED Elson from Essex Road to Elmore Street, then egressed via a short distance on Ecclesbourne Road and Halliford Street, back to Essex Road. This is considered a positive scenario as the

time the HGVs spend and distance travelled within the LTN is minimal before returning to the main road network.

- 3.9 A temporary arrangement was put in place to ensure that there would be no disruption to the operation of ED Elson however the situation is not considered viable mid and long term for the low traffic neighbourhood to operate successfully.
- 3.10 Alternative filters location were consulted on as part of the public consultation in November 2021. These proposals were to move the Elmore Street and Halliford Street filters and add a new filter at Ecclesbourne Road, to provide access to ED Elson and ensure the integrity of the LTN by preventing through-traffic driving from Essex Road and New North Road. The consultation asked participants whether they had any comments on the proposals.
- 3.11 The 2020 Executive Paper was accompanied by a Resident Impact Assessment (RIA), which had identified a series of negative impacts for people who have a protected characteristic, in particular for disabled people. (This RIA was the equality impact assessment for the scheme). Following this RIA, the council engaged with disabled groups and people with complex mobility needs, reviewed correspondence, LTN trial feedback survey data, Commonplace comments, gathered data on car journey length and times, and reviewed research reports to better understand the nature of the constraints experienced by disabled people who travel by private car.
- 3.12 The engagement with several disability representative groups and feedback from local residents, revealed that disabled people who rely on cars for their mobility are facing increased length, time and cost for journeys, in particular for shorter, local journeys due to LTNs.
- 3.13 Originally, the LTN programme was designed so traffic filters applied to all people driving without any exemptions, beyond emergency vehicles and some council service vehicles. The council's initial rationale to not provide exemptions was based on three reasons:
- Access to all addresses is maintained within LTNs, but routes may need to change.
  - To create a safer environment for people to walk, wheel and cycle by significantly reducing motorised traffic on local streets.
  - To reduce congestion and air pollution on the main roads. The objective of people-friendly streets is to reduce the overall number of trips, by supporting a change of transport away from private cars.
- 3.14 The council's Executive meeting on 14 October 2021 agreed to continue the PFS programme through the implementation of new schemes, and to trial the proposed approach to granting limited exemptions to Islington Blue Badge holders. Individual schemes would continue to be subject to monitoring and consultation before a decision was taken on whether to keep, change or remove them.

- 3.15 This policy proposal was carefully balanced, to take into consideration the reasonable adjustments that this approach will offer to Blue Badge holders who may be disproportionately impacted by longer car journeys against the dilution of the benefits of the LTN for all, including for people with protected characteristics who are disproportionately impacted by traffic. More detail on the careful assessment undertaken by the council is in the October 2021 Resident Impact Assessment, in particular pages 7-10.
- 3.16 The measures proposed in this report would provide Blue Badge holders living within the Canonbury East LTN the ability to register a single motor vehicle for their personal use which is registered to their own address within the low traffic neighbourhood in which they live ("Within the LTN" includes any properties on the LTN side of any boundary roads). A permit will be provided for this vehicle, which will allow the Blue Badge holder to drive, or be driven, through designated camera-enforced filters of the LTN in which they reside.
- 3.17 The exemption will be complemented by an exceptional circumstance dispensation which will have its own application process allowing Blue Badge holder to apply for an exemption if there are particular journeys which require access through a designated filter in the Canonbury East LTN. While the proposal makes way for this exceptional circumstance dispensation to take effect it will not be operational until a programme wide policy on this has been agreed. It should be noted this exemption is expected to generate a very low number of additional trips, at such a level that the operation of the scheme should not be significantly impacted.
- 3.18 The geographical context of the Canonbury East LTN is that it shares its south-western boundary road with the north-eastern boundary of the St Peter's LTN (introduced a month earlier), its north-western boundary road with the south-eastern boundary of the Canonbury West LTN (introduced three months later) and part of its eastern boundary road with the boundary of the historic De Beauvoir LTN in Hackney. The new Hoxton West LTN (in Hackney) is directly due south, and the Old Street junction (which was being converted from a gyratory during 2020 and 2021) is just over a kilometre south of the Canonbury East LTN.

## 4 Monitoring

- 4.1 Comprehensive and robust monitoring forms part of the people-friendly streets programme to measure the impacts of interventions on cycle and motor traffic movement. The impacts of schemes on safety and security as well as environmental factors such as air quality have been measured. Monitoring also allows us to track how each scheme is performing against objectives derived from the policies outlined in section 3: these include the reduction of motor traffic volumes (which in part will contribute to net zero carbon objectives), a reduction in the number of speeding vehicles

(to reduce road danger) and an increase in cycling (to meet public health aims and reduce obesity rates). The results of any monitoring are here considered as part of the decision-making process on the Canonbury East LTN measures.

- 4.2 The full interim and pre-consultation monitoring reports are available at Appendix 8 and 9 of this report. Both reports are also publicly available on the council's website.

## Interim monitoring report for the Canonbury East Low Traffic Neighbourhood

- 4.3 As part of the monitoring strategy baseline data was collected before implementation of the Low Traffic Neighbourhood in July 2020 and again collected in February 2021 to produce an 'interim monitoring report'. The data collection includes traffic counts and air quality monitoring within the LTN and on surrounding main roads.
- 4.4 The interim monitoring report was published in May 2021 and is included as Appendix 8 of this report. The report showed that the project is having the intended impacts in the area of reducing motorised traffic across internal roads (-78%) in line with through traffic restrictions, reducing levels of speeding on internal roads (-88%) while air quality has improved in line with borough trends as levels of nitrogen dioxide have fallen.
- 4.5 There has been no significant impact on London Fire Brigade response times, or on anti-social behaviour and crime rates.
- 4.6 Cycling had however decreased by 28% on the internal roads, which was likely to be due to lockdown and seasonal differences between the baseline (July 2020) and the interim counts (February 2021). The pre-consultation counts detailed in the section below provide a more comparable picture of cycling levels, as they are taken a year later, in the same month of the year as the baseline.
- 4.7 Overall, across boundary roads, there has been a negligible change in motorised traffic of -10% (traffic levels fluctuate by up to 10% daily, so any change of 10% or less is considered to be negligible). On average, motorised traffic volumes have changed on New North Road (+ 7%), Balls Pond Road (+7%), Essex Road, (+5% and -3% at two different locations), Southgate Road (-13% and -49% at two different locations) and Baring Street (-8%). Average speeds have seen a negligible change.

## Pre-consultation monitoring report for the Canonbury East Low Traffic Neighbourhood

- 4.8 As part of the monitoring strategy baseline data was collected before implementation of the Low Traffic Neighbourhood in July 2020 and again collected in July 2021 to produce an the 'pre-consultation monitoring report'. The data collection includes traffic counts and air quality monitoring within the LTN and on surrounding main roads.



- 4.9 The pre-consultation monitoring report was published in November 2021, when the public consultation started, and is included as Appendix 9 of this report. The report showed that the project is having the intended impacts in the area of reducing motorised traffic across internal roads (-80%) in line with through traffic restrictions, reducing levels of speeding on internal roads (-89%), increasing levels of cycling on internal roads (+48%). Overall changes in levels of NO<sub>2</sub> in Canonbury East reflect those in the borough more widely.
- 4.10 There has been no significant impact on London Fire Brigade response times, or on anti-social behaviour and crime rates.
- 4.11 Across the boundary roads, total volumes of motorised traffic show a negligible change of 0% (traffic levels fluctuate by up to 10% daily, so any change of 10% or less is considered to be negligible). On average, motorised traffic volumes have changed on Essex Road East by -11%, on Southgate Road North by -9%, Canonbury Road by -6%, Southgate Road South by +2%, Essex Road West by +5%, Baring Street by +8%, New North Road by +11% and Balls Pond Road by +15%. The council will continue monitoring traffic and implement mitigating measures if required.

## 5 Pre-consultation Engagement and Consultation

### Pre-consultation Engagement activities

- 5.1 The council has been actively engaging with residents, businesses and other stakeholders to gather feedback on the people-friendly street schemes that have been introduced. The methods used to engage have included the Commonplace interactive tool; emails sent directly or forwarded on to the PFS mailbox and responded to; trial feedback surveys for each scheme; and through formal objections which can be submitted during the six-month period after a scheme has been introduced. All this pre-consultation feedback has been analysed and summarised in Appendix 5.
- 5.2 The **Commonplace interactive tool** was used to carry out a borough wide engagement exercise between 29 May 2020 and 2 March 2021. The exercise asked residents, businesses and local organisations to suggest how local streets can be improved for pedestrians and cyclists. The tool enabled 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. Comments have also been isolated to individual areas to gather more information on areas significant to specific schemes.
- 5.3 At the close of the Commonplace engagement on 2 March 2021, there were 412 comments submitted related to the Canonbury East LTN area (including the boundary roads). 139 comments were received before the first scheme leaflet detailing the

proposals of the scheme was advertised in 27 July 2020, and 273 comments were received between 27 July 2020 and 2 March 2021.

- 5.4 The total amount of individuals who sent **correspondence** regarding Canonbury East LTN over the period of advertisement, implementation and pre-consultation amounts to 330. 74% of the correspondence received was categorised as negative, 10% as positive, 6% as mixed and 4% as unclear, and 6% as other topic. Key themes of the correspondence can be found in Appendix 5 Section 3E.
- 5.5 The Canonbury East LTN **trial feedback survey** was open between 8 March 2021 and 2 November 2021. 457 people submitted a survey response. The trial feedback survey period closed with the start of the public consultation on 2 November September 2021. The trial feedback survey results have been analysed and reported on in Appendix 5 Section 3F.
- 5.6 In the Canonbury East trial feedback survey, in answer to the question "What do you like about the trial?" the most common answers were:
- Reduction of through traffic (19%)
  - Making the area more pleasant (16%)
  - Reduction of air pollution (15%)
- 5.7 In answer to "What do you dislike about the trial", the most common answers were:
- Increase of traffic on the main roads (65%)
  - The lack of early consultation (37%)
  - Increases air pollution (37%)
- 5.8 Participants in the survey could select up to four answers for each question (including "I like nothing / I dislike nothing"), so percentages will not sum to 100%.
- 5.9 The trial feedback survey had four open questions to which 'free text' answers could be given. These questions were:
- Question 5: Are there urgent issues you would like to tell us about? (For example, about road danger or safety - please be as specific as possible).
  - Question 6: Do you have other suggestions for what can be done to reduce air pollution and motor vehicle trips in Islington?
  - Question 7: Do you have any additional comments?
  - Question 9: Which of the following would encourage you to walk, use pavements, wheel or cycle more? (Select all that apply) [The final option to this question was 'Other', with a free text box provided].
- 5.10 A coding exercise was undertaken to analyse answers to these questions. Of the 457 submissions, 410 contained at least one free text answer to one of these four questions. More information about this analysis can be found in the Canonbury East LTN pre-consultation engagement report. The most common issues raised in response to these questions (excluding answers coded as 'other') were:
- Increases traffic and pollution on main roads (51%)

- Car trips inconvenient for vehicles (40%)
  - Need for ANPR exemption for residents and blue badge (18%)
  - Reduces through traffic/air pollution (17%)
  - Makes the area more pleasant (16%)
  - Access for disabled/elderly/vulnerable more difficult (16%)
- 5.11 The council has received 25 **objections** in total specific to the Canonbury East LTN traffic orders, of which 18 were written during the six-month statutory objection period which expired on 31 January 2021, and 7 objections that arrived outside of this period. There were an additional 332 objections which have been considered, although they did not refer directly to the Canonbury East LTN traffic orders. Officers have coded each objection noting which themes were addressed in each specific objection. The main four topics in the objections were the increase in traffic on boundary roads (84% of objections), negative impacts from traffic increase affecting quality of life (52%), scheme not thought through/justifiable (44%), LTNs are not delivering the benefits envisaged (42%). The themes raised in the objections have been duly considered and responded to in Appendix 5 section 3F and in Appendix 7.

## Public consultation

- 5.12 As part of the Executive decision on people-friendly streets, in June 2020 the council committed to undertake a formal consultation around 12 months after the implementation of each trial schemes. This allows enough time for residents to experience and adjust to the changes and for traffic patterns to settle down. Shorter trials would not take account of seasonal variations in traffic patterns, including school terms and holidays. The Canonbury East LTN was introduced in August 2020.
- 5.13 The consultation took place between Tuesday 2 November 2021 and Tuesday 30 November 2021. Results from the consultation questionnaire have been analysed independently by transport and economic development consultants Steer, and can be read in Appendix 6.
- 5.14 The consultation included an online questionnaire available via the Islington website. Paper copies of the questionnaire were also made available at events, the Town Hall and could be requested by post.
- 5.15 1,225 questionnaires were filled in, 1,083 were completed. A questionnaire is classified as complete when respondents have responded to all the questions, however the consultation analysis takes into account all the questionnaires submitted. The questionnaires submitted indicate that 37% of respondents live within Canonbury East's LTN area, with a further 12% on boundary roads. 11% of respondents live in another borough, with the greatest proportion of these living in Hackney (51%).

- 5.16 The council used different ways to promote the consultation. Approximately 6,000 leaflets have been distributed. 4,500 of these were distributed to residential and business properties and 1,500 were distributed at the various events, set out paragraph 5.17 below.
- 5.17 The council also promoted the consultation and encouraged people to fill in the questionnaires at various events. During the consultation, officers and councillors attended events organised at the following locations and dates:
- On-street public event outside the Rosemary Branch pub, Friday 5 November 2021.
  - In-person town hall event at Islington Town Hall, Monday 8 November 2021.
  - Business door knocking on Monday 8 November 2021, targeting businesses within the Canonbury East area.
  - Residents' door knocking on Tuesday 16 November 2021, targeting streets with low response rates to the online survey and the street where changes were proposed to the filter arrangement.
  - Drop-in event at Anchor QE Retirement Home, Wednesday 17 November 2021.
  - Online session on Zoom, Monday 22 November 2021.
- 5.18 Leaflets and questionnaires were available at all in person events.
- 5.19 The consultation information was shared on social media platforms including Next door, Twitter, Facebook, and by press release. An email informing people of the consultation was sent to 2,752 Commonplace subscribers and also to the 195 people who had subscribed to email updates via the trial feedback survey.
- 5.20 The key findings from the consultation events are:
- Attendees at the in-person town hall event were concerned about the monitoring that had taken place prior to and during the implementation of the scheme and felt the monitoring data did not match their perception of traffic changes on the main roads
  - Attendees at the in-person town hall event were concerned about the lack of access for emergency vehicles and disabled persons
  - Attendees at the online Q&A event were concerned about speeding vehicles and the increase in vehicle numbers along nearby roads
  - Attendees at the online Q&A event asked if there would be a disability focus group
  - Attendees at both the in-person town hall event and online Q&A event raised concern that the consultation was undemocratic (e.g. lack of consultation, leading questions)
- 5.21 The consultation questionnaire was filled in by 1,225 respondents, the detailed findings are included in Steer's report in Appendix 6. Highlights from the analysis include:
- 37% of respondents live in the Canonbury East's LTN area, and 12% live on a boundary road to the scheme.
  - 45% have felt that the air is cleaner since the introduction of the Canonbury East LTN trial scheme.

- 9% of respondents who live within the Canonbury East LTN area classified themselves with having a disability compared to 11% who live on the boundary roads of the Canonbury East LTN area.

#### 5.22 Analysis of the feedback shows that:

- 40% of respondents stated that they are walking and cycling more to local shops and businesses. 12% disagreed with that statement.
- 45% of respondents stating that it is easier for them to make trips by walking or cycling since the introduction of the Canonbury East LTN trial scheme. 24% disagreed with that statement.
- 47% of respondents felt that it was easier to cross the street since the introduction of the Canonbury East LTN scheme. 24% disagreed with that statement.
- 41% of respondents have felt like there is less noise from traffic since the introduction of the Canonbury East LTN trial. 27% disagreed with that statement.
- 44% of respondents reported feeling safer using the streets during the day. 30% disagreed with that statement. At night, the response was more negative as 39% reported feeling less safe whilst 36% reported feeling safer. This is discussed further in Section 10 of this report.
- The two highest codes which came out of the open question analysis in the survey were 'Concern that the LTN increases vehicle traffic on unsuitable nearby roads/ boundary roads' and 'Concern that the LTN reduces air quality / does not improve air quality'. Those concerns were monitored through data collection in February 2021 and July 2021 and are discussed in Section 10 of this report.

#### 5.23 There were two open questions in the consultation, to which respondents could provide 'free text' answers. These were:

- Question 7: If you have any comments about the proposed changes, please add them below:
- Question 9: Is there anything else you would like to tell us about your experience of the Canonbury East people-friendly streets trial?

#### 5.24 Another coding exercise was undertaken to analyse answers to these questions. An explanation of how these answers were coded and analysed is given in the independently-produced Canonbury East's Consultation Analysis Report (Appendix 6). The most common issues raised in answers to these questions were:

- Concern that the LTN increases vehicle traffic on unsuitable nearby roads / boundary roads (23%)
- Concern that the LTN reduces air quality / does not improve air quality (18%)
- Request that the scheme is removed (9%)
- Concern that the LTN has caused increased anti-social behaviour / crime / fear of crime due to quieter streets (especially during dark hours / on dimly lit streets) (9%)

- Concern that the LTN causes longer journeys due to congestion (7%)
- Concern that modifications for traffic at Ecclesbourne Road/Elmore Street/Halliford have not improved the situation (7%)

- 5.25 The consultation questionnaire presented the council's intention to implement the Blue Badge exemption in Canonbury East and asked people whether they had any comments. If people responded 'yes' an open text box would open. This question received 509 responses. The responses were coded – and the top three themes in the responses were support for the introduction of the policy (39%), suggested amendment that the exemption should apply to all local residents and tradespersons or local businesses (19%) and opposition to the introduction of the policy (13%).
- 5.26 The consultation report provides details on the overall responses but also provides a breakdown highlighting differences between respondents who own cars compared to respondents who do not own cars. Car owners were over represented in the consultation 55% of respondents declared they own a car, while only 35% of the respondents were from households who do not own cars. For comparison, the average across Islington is 71% of households not owning cars. There is clear evidence across the answers provided that those who own cars tend to respond more negatively on their perceptions of the trial. For example 30% of people who own a car said the streets look nicer since the trial compared to 64% of those who do not own cars. 23% of people who own a car said they feel safer using the street at night compared to 50% of people who do not own a car. This trend is repeated across almost all questions in the consultation and therefore this should be taken into account when considering consultation responses. This is not an unexpected finding considering that the scheme does inconvenience driving trips while making it easier and safer to walk and cycle - therefore it is to be expected that people who own cars might have a more negative experience of the trial.
- 5.27 The consultation report also provides analysis broken down between those who live within the area or on the boundary road compared to those who live outside the area or nearby. 37% of respondents said they live within the area and 12% said they live on a boundary road. The responses from those living outside the area tended to be more positive about the impact of the trial than from those living within the area or on the boundary roads. For example, 36% of people who live within the area or on boundary roads said it was now easier to make the trips they need to by walking and cycling compared to 58% of people who live outside of the area. 42% of people from within the area or on boundary roads said it was easier to cross the street compared to 55% of people from outside the area.
- 5.28 Looking at the most common issues raised from the trial feedback survey direct questions, and categorised from the trial feedback survey and consultation 'free text' answers, these can be combined to present a set of the most common positive and negative themes which represent overall feedback on the scheme. Negative themes appeared more commonly than positive ones.
- 5.29 The positive themes were:

- Encouragement of / increased number of cycling journeys;
- General support of the scheme with no further details;
- Improved cyclist safety; and
- Reduced noise pollution.

5.30 The negative themes were:

- Increase of traffic on main / boundary roads;
- Inconvenience to car drivers / longer journeys;
- Lack of early consultation;
- Reduction of air quality;
- Increase in crime or anti-social behaviour;
- Impact on local residents and their visitors;
- Impact on disabled people;
- Lack of road access.

## Focussed engagement with disability groups

5.31 At the start of the PFS programme and in the Resident Impact Assessment attached to the original Canonbury East LTN experimental traffic orders (the RIA was signed on 10 July 2020) the council committed to engage with disabled groups to gain a greater understanding of the impacts on disabled people who rely on motor vehicle transport and are therefore more likely to be impacted by different travel routes and a possibly increase in journey time. This engagement took the form of a number of officer meetings with disability groups and groups representing people who have complex mobility needs. Groups met include: Disability Action in Islington, the Carers' Forum, Islington Parents' Forum, London Travel Watch, Transport for All, Keeping Safe sub-group, Power and Control. Officers have also had email exchanges with Horizon on cycle schemes, low traffic neighbourhoods and pavement obstructions.

5.32 Since this original engagement and the announcement of the blue badge exemption policy the council has continued to engage with groups representing people with disabilities through a number of meetings, emails, and drop-in sessions. A more comprehensive summary of the engagement which has taken place with groups representing disabled people can be found in Appendix 6 section 3G. The requests to extend the Blue Badge exemptions made by these groups has been carefully considered in the Equalities Impact Assessment (EqIA) found in Appendix 4 (since December 2021, the council now produces EqIAs rather than RIAs, but both documents fulfil our Public Sector Equality Duty under the Equality Act 2010). The council will continue to engage directly with groups representing disabled people and disabled individuals as part of the wider people-friendly streets programme. Further feedback will be taken into account in a final decision on the experimental traffic order for the Canonbury East LTN.

## 6 Proposals

- 6.1 The measures that will deliver the necessary changes within the Canonbury East LTN area to allow exemptions for Blue Badge holders, shown in the map in Appendix 1 and designs in Appendix 2, are set out in this section.
- 6.2 New signposting with an 'exemption' plate at traffic filters (where required) which uses the phrase 'Except permit holders CBE', where 'CBE' is a particular reference number to a local permit for the Canonbury East LTN issued to eligible vehicles. The new signposting will be installed at the relevant camera-enforced traffic filters: Dove Road, Ockendon Road, Englefield Road, Downham Road, Ecclesbourne Road and Halliford Road.
- 6.3 New (camera enforced) filter at Ecclesbourne Road, south of the junction with Halliford Street, with Diagram 619 motor vehicles prohibited sign and the 'Except permit holders CBE' exemption plate.
- 6.4 Relocation of the two filters at Elmore Street and Halliford Street east of the junction with Ecclesbourne Road. The Elmore Street filter will become a physical (bollard) filter. The Halliford Road filter will be camera-enforced and will feature an 'Except permit holders CBE' exemption plate.
- 6.5 No changes are proposed at the Shepperton Road, Henshall Street, Cleveland Road, Northchurch Road filters. The first three of these remain physical (bollard) filters. The Northchurch Road filter remains camera-enforced, but is not suitable for exemptions due to the restricted width of the carriageway: an alternative exempted filter is approximately 100m away on Englefield Road.
- 6.6 The changes will require the installation of the following signage:
  - Diagram 619 'motor vehicles prohibited' sign and plate - New 'Except Permit Holders CBE'
  - 'Except buses and cycles' plate
  - 'Except cycles and authorised vehicles' sub plate underneath diag. 612 (No turn signs)
  - Diagram 878 camera sign
- 6.7 These measures will also require the following civil works:
- 6.8 At Ockendon Road and Englefield Road:
  - Removal of existing width restriction.
  - New road markings.
  - Installation of planters with 5m gap.
  - New posts.
  - Installation of new sub-plate 'except permit holders CBE'.
- 6.9 At Dove Road:
  - Bollards in carriageway to be removed.



- Removal of 'bus gate' sign.
- Installation of diagram 619 'motor vehicles prohibited' sign and plate reading 'Except buses and cycles'.
- Installation of new sub-plate 'except permit holders CBE'.

#### 6.10 At Elmore Street:

- Removal of existing posts and bollards.
- Installation of carriageway bollards east of the junction with Ecclesbourne Road.
- Parking re-instated west of the junction with Ecclesbourne Road.
- Disabled parking bay moved 5m east of existing position.
- Banned right turn from Ecclesbourne Road into Elmore Street.

#### 6.11 At Halliford Street

- Removal of existing posts and bollards.
- Installation of carriageway bollards east of the junction with Ecclesbourne Road.
- Parking re-instated west of the junction with Ecclesbourne Road.
- Cycle hanger re-installed.
- Removal of 8m of parking space on both sides of Halliford Street, east of junction with Ecclesbourne Road.
- Banned left turn from Ecclesbourne Road into Halliford Street.
- Installation of new sub-plate 'except permit holders CBE'.

#### 6.12 At Ecclesbourne Road:

- Installation of camera enforcement on relocated signposts south of Halliford Street junction.
- Removal of 8m of parking space on the northern side of Ecclesbourne Road, 5.5m of the southern side
- Banned right turn from Halliford Street into Ecclesbourne Road.
- Installation of diagram 619 'motor vehicles prohibited' sign and '878' camera enforcement with a new sub-plate 'except permit holders CBE'.

#### 6.13 At Downham Road:

- Removal of some existing posts and carriageway bollards.
- Removal of 'bus gate' sign.
- Installation of diagram 619 'motor vehicles prohibited' sign and plate reading 'Except buses and cycles'.
- Installation of planters with 5m gap.
- Installation of new sub-plate 'except permit holders CBE'.

#### 6.14 Where planters are installed, they will allow 5m gaps for bi-directional vehicular movement.

- 6.15 An independent Road Safety Audit (RSA) was completed on 16 December 2021 by Project Centre consultants to assess the proposals for changes to the Canonbury East LTN. Two issues, both relating only to the filters at Englefield Road, Downham Road and Ockendon Road, were highlighted with the proposals, and full details on each can be seen in the RSA.
- 6.16 First issue: The central gap at Englefield Road, Downham Road and Ockendon Road filters is not wide enough for two vehicles to pass each other in opposite directions. Signs and carriageway markings have not been provided to highlight priority at the width restrictions. This may lead to driver confusion over priority at the restriction leading to sudden braking and shunt collisions. Recommendation: Provide suitable lines and signs to establish priority of direction.
- 6.17 Officer's response: The removal of existing hatch line markings is to be included in the filter amendments. We are extending the existing gap to 5m to provide sufficient space for vehicles to travel through the filters safely, which complies with the Manual for Streets 1 – Figure 7.1 identifies 4.8m being sufficient width for two-way vehicles (including a car and van/minibus travelling in opposite directions at the same time). Placing advanced priority give-way signage immediately in the vicinity of a motor-vehicle prohibition is likely to cause confusion amongst non-permitted drivers. We are unable to provide sub-plates for the priority give-way signs as they are not permitted variants, which means non-permitted drivers will follow the instruction on the priority give-way signage, only to find they are not permitted to go through the filters.
- 6.18 Second issue: Risk of road users striking planters during hours of darkness. The Audit Team is concerned that the planters may not be as visible when it is dark, which could lead to a road user not noticing them and striking a planter, resulting in potential injuries. Recommendation: Ensure features are provided on the planters to increase their conspicuity during hours of darkness.
- 6.19 Officer's response: the specification of the planters was not submitted as part of the RSA. However, all planters will have reflective lighting fitted onto each corner and this lighting will allow for the planters to be more visible during the night hours.

## School Street exemptions

- 6.20 Some residents, including Blue Badge holders, who live within the Canonbury East LTN and live on a designated School Street (which includes Elizabeth Avenue, between New North Road and Rotherfield Street) are eligible for exemptions during the Schools Street restriction times to allow them access to their properties.
- 6.21 Exemptions for Blue Badge holders will be managed separately from School Street exemptions. A Blue Badge holder who is granted an LTN exemption will not be exempt from the School Street restrictions in the Canonbury East LTN, unless they also live on a School Street. A Blue Badge holder who lives on a School Street will be eligible for both

exemptions: the School Street exemption for the street they live on, and the Blue Badge exemption for designated camera enforced filters in the Canonbury East LTN.

- 6.22 The School Street and Blue Badge exemptions will be signed using separate sign plates with the relevant permit codes.

## 7 New Traffic Order

- 7.1 The general effect of the Orders will be to replace the existing experimental scheme and introduce a new experimental scheme that will continue the operation of the Canonbury East LTN, with the changes outlined in this report. By replacing the existing scheme, the new Blue Badge holder exemptions will be put in place with no other changes to the operation of the existing scheme, under a new ETO.

The changes will:

- Allow Blue Badge holders to register a single motor vehicle for their personal use which is registered to their own address within (or on the boundary of) the low traffic neighbourhood in which they live. A permit will be provided for this vehicle, which will allow the Blue Badge holder to drive, or be driven, through designated camera-enforced filters of the LTN in which they reside.
  - The designated camera-enforced filters are Dove Road, Englefield Road, Ockendon Road, Halliford Street, Ecclesbourne and Downham Road.
  - Northchurch Road is not included in the exemptions due to its narrow layout and close proximity to Englefield which provides an alternative access for exempt residents to connect the Northchurch Road residents to Essex Road via Crowland Terrace.
  - Relocate the traffic filters at Elmore Street and Halliford Street east of the junction with Ecclesbourne Road. Elmore Street will be a bollard controlled filter and Halliford Street a camera enforced filter.
  - Re-instate parking bays at Elmore Street and Halliford Street, west of the junction with Ecclesbourne Road
  - Remove parking bays at Elmore Street and Halliford Street, east of the junction with Ecclesbourne Road.
  - Relocate a general disabled parking bays 5m east of its existing location on Elmore Street.
  - Remove parking bays at Ecclesbourne Road, south of the junction with Halliford Street.
  - Introduce a new camera enforced traffic filter at Ecclesbourne Road.
- 7.2 Council vehicles are not exempt from low traffic neighbourhood measures and will not be exempt to the proposed change outlined in this report. However, to ensure a small number of services can operate safely for residents, clients and staff, a limited number of council vehicles are exempt: community transport (ACT) passenger vehicles and large

vehicles for example refuse, recycling and street cleaning vehicles. When not on operational business, these vehicles will use main roads as far as practically possible and not make short-cuts across a residential area.

## Engagement with statutory consultees on new Traffic Order

- 7.3 Statutory pre-implementation consultation on the proposals presented for decision in this report has been undertaken with the following statutory stakeholders: London Ambulance Service (LAS), London Fire Brigade (LFB), the Metropolitan Police Service (MPS), the NHS Blood and Transplant Service, the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Network Management, TfL Buses, Royal Mail, Emily Thornberry MP (Islington South), Sem Moema AM (GLA). Each stakeholder was contacted on 7 January 2022, provided with designs for the proposed changes, and asked for their feedback. The council will continue to monitor and review the scheme with the Emergency Services after implementation and make any changes required.
- 7.4 Feedback from the statutory consultees is summarised here:
- LAS repeated their general preference for the camera enforced closures as their crews do not carry London Fire Brigade keys. In response to the concerns raised, had further email exchanges with LAS and agreed to make the Ecclesbourne Road filter a camera enforced filter rather than a bollard closure as was originally planned.
  - The MPS stated that that "Provided our exemptions remain the same then I have no concerns with nor objections to this proposal."
  - The LFB responded stating their preference for camera-enforced filters allowing them unimpeded access to the LTN. However they stated: 'the Ecclesbourne Road filter should not delay any appliance progress. With the alternative routes available and the option of removing bollards on Cleveland Road and Elmore Street if required, expected attendance times should still be met throughout Elmore Street'.
  - TfL Buses responded that some of the roads in the scheme are used by buses, "so therefore we would require exemptions for our response vans that get called to close bus stops, put in bus diversions and are called to incidents on buses. Without these exemptions we are unable to fulfil support to bus services in this area, and we would also not be able to close and open bus stops that contractors may require closing". It should be noted that TfL buses have exemptions from the Dove Road and Downham Road filters and that the council will continue liaising with TfL buses.
  - It is worth noting that as of January 2022 no reported issued or delays have been reported by emergency services in relation to the bollard closures in Canonbury East LTN.
- 7.5 Although schools are not statutory consultees, officers informed the Rotherfield Primary School head teacher of the proposals for the new Canonbury East ETO and received feedback on 14/01/2022. The school did not raise any issues specific to the changes at filters, however they raised that the Blue Badge exemption should also apply to local residents and school staff. This issue is addressed in Table 2, Section 10 of this report.

## 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 the implementation of the changes to the Canonbury East LTN should proceed for the following reasons:
- 8.3 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 change, which may cause inconvenience to some residents.
- 8.4 All local amenities remain accessible, albeit routes for motorised traffic (except for emergency services vehicles and eligible Blue Badge holders who live in the Canonbury East LTN) to access these amenities may change. The area will continue to benefit from the reduction of through movements of motorised traffic (except for emergency services vehicles and eligible Blue Badge holders who live in the Canonbury East LTN), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.
- 8.5 The reduction of through-traffic in the Canonbury East LTN is expected to improve air quality on the local streets within the LTN. It is expected that despite the exemptions being introduced there will still be a significant reduction in traffic volumes in the area and air quality benefits. Other measures, such as the council's introduction of Electric Vehicle Charging Points, the introduction of the Ultra-Low Emission Zone and recent extension in October 2021 (which covers the whole of Islington) and the introduction of School Streets, are likely to contribute to improving air quality.
- 8.6 There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. Emergency services have been consulted on the changes. Monitoring data from the duration that the Canonbury East LTN has been in

place indicates that there has been no significant impact on emergency service times to date.

## 9 Implications

### 9.1 Financial implications:

#### Costs

The estimated scheme build costs for the changes to enable the Blue Badge exemptions are £50k which includes the costs of signage, civil works to relocate filters, cost of the traffic orders and the road safety audits, planters and maintenance, and communications to support the change.

The scheme is funded through the people-friendly streets 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

There is no loss of revenue anticipated with the introduction of the Canonbury East LTN change. The parking bays that are proposed to be removed at Halliford Street, Elmore Street and Ecclesbourne Road are residential parking bays only, no pay and display bays are proposed to be suspended as part of the scheme.

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.

The camera-enforced closures used in the Canonbury East LTN are anticipated to generate some enforcement income within the parking account.

Financial modelling of the various options indicates 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 as compliance increases and this will need to be considered as part of future MTFS planning. Currently six enforcement cameras (at four locations) enforce the no motor vehicle restrictions in the Canonbury East LTN. There are two further enforcement cameras at Elmore Street and Halliford Street which are currently not enforcing. The revenue from these cameras will contribute to the overall parking revenue targets.

### 9.2 Legal Implications

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.

The Road Traffic Regulation Act 1984 (the “1984 Act”) Section 9 enables the council to make an experimental traffic order (“ETO”). An experimental traffic order may not last longer than 18 months. S10 of the 1984 Act gives a power to modify or suspend the ETO in certain circumstances.

In deciding whether to make an order under section 9 or modify / suspend under section 10 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.

The procedures to be followed before making a traffic regulation order are set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (“the 1996 Regulations”).



The 1996 Regulations Part IV 22 (2) provides that a local authority must give a minimum of seven days' notice of any provision of an experimental traffic order coming into force, beginning with the day on which a notice of making in relation to the order is published.

The 1996 Regulations Part II 6 provides that a local authority must, before making an order, consult any of the following who may be affected by the order: neighbouring local authorities, bus operators, Transport for London, the NHS trust/ambulance operator, and the London Fire Brigade. Moreover, in all cases, the local authority must consult the Freight Transport Association, the Road Haulage Association, and such other organisations (if any) representing persons likely to be affected by any provision in the order as the order making authority thinks it appropriate to consult.

Once an ETO is in place, any person may object to the making of the permanent Orders within a period of six months beginning with the day on which the experimental Orders come into force or, if the Orders are varied by another Order or modified pursuant to section 10 of the 1984 Act, beginning with the day on which the variation or modification or the latest variation or modification comes into force.

In due course, in deciding whether or not to make the ETOs permanent, the council will need to consider any objections received during the 6 month period, feedback from the trial feedback survey, representations received from the public consultation and its own monitoring data.

The Highways Act 1980 and the Highways (Traffic Calming) Regulations 1999 (as amended) gives the council power to install and construct any works on the public highways for which it is the highways authority. The construction of build-outs is specifically authorised by the 1999 Regulations. All signage related to the scheme should be compliant with Traffic Signs Regulations and General Directions 2016.

The proposals for people-friendly streets 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.

In addition 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).

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.

This is dealt with in the Equalities Impact Assessment (Appendix 4) and this assessment is summarised below in section 9.4.

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.

In relation to Article 1 some residents may no longer be able to use the most direct access to their homes. However, under the operation of these schemes, alternative access will be in place. 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.

In relation to Article 2, access to educational institutes will not be affected by the proposals. Access to local educational institutes will be maintained by all modes of transport.

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. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the implementation of the changes to the Canonbury East's LTN proposed in this report will impede on the right to individuals to respect for private and family life either in public or on private land. Further, the schemes are proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.

These human rights should be considered. To the extent that it is considered that they are infringed the schemes should only go ahead if it is considered that the infringement is necessary and proportionate.

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

Delivering Low Traffic Neighbourhoods (LTNs), and in this case continuing the LTN across the borough 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 schemes is to reduce vehicular movements through LTNs

during all hours, improving air quality by reducing harmful emissions like NOx and PM10s and to encourage residents and commuters to cycle more by providing dedicated and largely segregated facilities. In some cases – such as where residents are coaxed out of their cars for short trips, or traffic “evaporates” due to the new restrictions – this will reduce traffic, emissions and congestion.

However, there may also be cases where motorists take longer routes, leading to additional emissions and congestion elsewhere, including on boundary roads of LTNs. 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.

The proposals are aimed at enhancing the Canonbury East LTN, the objective of which is to encourage increased walking and cycling. The LTNs are 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.

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.

The proposed changes to the Canonbury East LTN will have some direct environmental impacts. These include resource usage for new signage, bollards and road marking, energy use and waste generation during their installation, together with possible nuisance impacts such as noise or dust, as well as impacts related to contractor journeys to site during the works. However, an additional 6 planters will also be installed, adding more greenery to the public realm, and the new filters will improve the function of the LTN in the long term.

The impact on local emissions depends on whether the proposals lead to an increase in the number of trips by exempted residents. If it does, this is likely to increase carbon and NOx emissions. However, if trips taken by exempted residents are unavoidable and would have been taken with or without the exemptions in place, the exemptions may reduce the distances travelled and therefore reduce emissions.

## 9.4 Equalities 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.

An Equalities Impact Assessment (EqIA) was completed for the amendments to the LTN featured in this report. The full EqIA is attached in Appendix 4 and is summarised below, along with summaries of the findings of resident impact assessments (RIAs) dated [8 July 2020](#) which considered the impacts of earlier iterations of the Canonbury East LTN.

## Positive impacts of whole scheme

By implementing the proposed changes and restricting through traffic, the Canonbury East LTN will continue to reduce road danger and improve accessibility, and 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's 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.

People who are Blue Badge holders who live within the Canonbury East LTN and have access to a vehicle registered to their home address will benefit from the proposed exemptions at designated camera-enforced filters in the LTN where they reside. The exceptional circumstance dispensation for this exemption may also benefit disabled people who do not live in an LTN, by allowing access through a designated filter (for example, for medical appointments). The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.

Children who have disabilities or mobility impairments may benefit from the Blue Badge exemption policy, if their carers live with them inside an LTN. The exceptional circumstance dispensation for this exemption may also benefit children who, for example, attend a school in an LTN. It is also likely that older people with limited mobility who travel by private car are likely to have Blue Badges, and could benefit from the policy. The positive impacts of LTNs on local traffic levels, as evidenced by interim monitoring reports, means less congestion for exempt vehicles.

The people-friendly pavements project will benefit people from all walks of life who walk, use wheelchairs or other mobility aids by removing existing barriers, reducing clutter and improving maintenance.

## Negative impacts of whole scheme

It is the purpose of the EqIA 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 changes to the Canonbury East LTN scheme, the whole area will still be fully accessible to all vehicles traveling into the area. None of the measures being introduced will stop people (including residents, businesses, visitors or delivery drivers) 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 may result in increased inconvenience for some motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

Whilst the purpose of LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel. The council will also investigate public realm initiatives to increase sense of safety on the streets, particularly at night, for instance with enhanced public lighting.

People with disabilities who rely on taxis and PHVs, carers who are not eligible for the Blue Badge exemption and doctors will not benefit from the new exemption policy. As discussed in the 'Overview' paragraphs at the start of section 3 of the programme-wide RIA, the council seeks to balance exemptions with the benefits of reducing local traffic for all residents, including those with protected characteristics who have benefitted from the LTN as they currently exist. The programme-wide RIA also notes that "If a technological solution can be found which allows specific and timed exemptions for only those taxi/PHV trips taken by Blue Badge holders who are resident in Islington, compatible with our current use of Automatic Number plate Recognition (ANPR), then the council will consider exemptions for taxis/PHVs for the purpose of carrying a Blue Badge holder. This would be of benefit only to the 3.2% of trips taken by disabled people which are in taxis or PHVs" (p22).

The Canonbury East interim and pre-consultation monitoring reports outlined some displacement to main roads observed, and will be considered alongside changes in air quality as a result of initiatives such as ULEZ and the recent extension in October 2021 (which now covers the whole of Islington) and the Council's Electric Vehicle Charging programme.

A robust monitoring and mitigation plan are outlined in the Equalities Impact Assessment to address the negative impacts above, particularly with reference to how they impact people with protected characteristics. This includes continued engagement with people with protected characteristics and reviewing impacts of exemptions, specifically the volume of traffic travelling through the LTN areas.

## 10 Conclusion and reasons for recommendations

- 10.1 **Recommendation.** The Corporate Director of Environment is asked to agree the proposals set out in this report, including the continuation of the trial implementation of changes such as the installation of signage, and revocation of Traffic Management Orders and issuing of Experimental Traffic Orders. The changes will allow for Blue Badge exemptions to be implemented at all designated traffic filters, the changes at Elmore Street and Halliford Street, and the addition of a filter at Ecclesbourne Road. Details of which filters are designated for exemptions are given in Section 6, 'Proposals'.
- 10.2 In making this decision the Corporate Director of Environment needs to assess if the trial so far has largely achieved the objectives of the LTN and balance those benefits with the potential disbenefits that could be caused by the scheme. To assess this the monitoring data needs to be brought into conversation with the consultation responses and objections received for the scheme.
- 10.3 **Assessment of benefits.** The Canonbury East LTN aimed to encourage local people to walk and cycle in their neighbourhoods. The environmental impacts of traffic will be reduced particularly on local residential streets. 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. These aims are supportive of the council's net zero carbon and Fairer Islington priorities.
- 10.4 Table 1 highlights where there is clear evidence from the monitoring data and consultation results that the trial has achieved the objectives.

Policy	Scheme Objective	Evidence from pre-consultation monitoring data	Feedback from Consultation
<b>Islington Transport Strategy</b>  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	Reduce motorised traffic and vehicle emissions across internal roads, aimed to improve air quality.	Overall, motorised traffic volumes on internal roads have decreased by an average of 80%. The greatest decrease has been on Englefield Road where there was an 90% decrease.  Air quality data from within the Canonbury East	In the Canonbury East trial feedback survey, in answer to the question "What do you like about the trial?" the most common answers were: reduction of through traffic (19%), makes the area more pleasant (16%) and reduction of air pollution (15%)  In the consultation: 41% of respondents have felt like there is less noise

Policy	Scheme Objective	Evidence from pre-consultation monitoring data	Feedback from Consultation
<p>reducing all forms of transport pollution.</p> <p><b>Vision 2030: Creating a Net Zero Carbon Islington by 2030</b></p> <p>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking, cycling and public transportation.</p>		<p>area, shows that nitrogen dioxide levels reflect those in the borough more widely.</p>	<p>from traffic since the introduction of the Canonbury East LTN trial. 27% disagreed with that statement.</p> <p>45% of respondents said the air was cleaner. 22% disagreed with that statement</p>
<p><b>Islington Transport Strategy</b></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>Reduce motorised traffic overall across internal and boundary roads.</p>	<p>Across the boundary roads, total volumes of motorised traffic show a negligible change (0%).</p> <p>On average, motorised traffic volumes have changed on Essex Road East by -11%, on Southgate Road North by -9%, Canonbury Road by -6%, Southgate Road South by +2%, Essex Road West by +5%, Baring Street by +8%, New North Road by +11% and Balls Pond Road by +15%.</p>	<p>In the consultation: The two highest codes which came out of the open question analysis in the survey were 'Concern that the LTN increases vehicle traffic on unsuitable nearby roads/ boundary roads' and 'Concern that the LTN reduces air quality / does not improve air quality'.</p> <p>Those concerns were monitored through data collection in February 2021 and July 2021 and are discussed in Section 10 of this report.</p>

Policy	Scheme Objective	Evidence from pre-consultation monitoring data	Feedback from Consultation
<p><b>Islington Transport Strategy</b></p> <p>Objective One: Healthy. To encourage and enable residents to walk and cycle as a first choice for local travel.</p> <p><b>Vision 2030: Creating a Net Zero Carbon Islington by 2030</b></p> <p>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking, cycling and public transportation.</p>	<p>Increase levels of walking and cycling across internal roads.</p>	<p>Cycling has increased by 48% on the internal roads.</p> <p>The greatest increase has been on Northchurch Road, from 1,374 to 1,987 cycling trips a day.</p>	<p>In the consultation: 40% of respondents stated that they are walking and cycling more to local shops and businesses. 12% disagreed with that statement.</p> <p>47% of respondents felt that it was easier to cross the street since the introduction of the St Canonbury East LTN scheme. 24% disagreed with that statement.</p> <p>33% of respondents say they are more likely for them to walk or cycle for short trips instead of driving. 12% are less likely.</p> <p>44% of respondents said it is easier to get in and out of the Canonbury East area by walking and cycling. 24% said it is less easy.</p> <p>45% of respondents said it is easier for them to make the trips they need to make by walking and cycling. 24% said it is less easy.</p>
<p><b>Islington Transport Strategy</b></p> <p>Objective Two: Safe. To work with the Mayor of London to</p>	<p>Reduce road danger and the levels of speeding on internal roads</p>	<p>Across internal roads, average speeds have decreased by 10%.</p>	<p>In the trial feedback survey: 10% said they like the trial because it makes it safer</p>



<b>Policy</b>	<b>Scheme Objective</b>	<b>Evidence from pre-consultation monitoring data</b>	<b>Feedback from Consultation</b>
achieve "Vision Zero" by 2041, by eliminating all deaths and serious injuries on Islington's streets and reducing the number of minor traffic collisions on our streets.		The number of vehicles speeding has decreased by 89%.	<p>and easier to cross the road. 8% said they like the trial because it reduces speeding.</p> <p>In the consultation: 40% of respondents felt there was less speeding from Traffic. 19% disagree with that statement</p> <p>44% of respondents felt more safe using the street during the day. 30% felt less safe using the street during the day.</p> <p>However 36% of respondents felt more safe using the street at night, whereas 39% felt less safe using the street at night. This is discussed further in Table 2 below.</p>

*Table 1: Assessment of benefits*

10.5 **Assessment of disadvantages.** The council always committed to duly consider all feedback and objections received on the schemes and also monitor potential negative impacts of the scheme. In table 2 the main criticisms of the scheme emerging from consultation, engagement and objections are put into context alongside the monitoring data gathered during the trial, and the objectives of the scheme.

<b>Consultation themes or potential negative impact</b>	<b>Monitoring report and summary of findings</b>	<b>Commentary</b>
Increase of traffic on main	Across the boundary	An increase in boundary road traffic was the most common negative feedback about the scheme in the trial

<b>Consultation themes or potential negative impact</b>	<b>Monitoring report and summary of findings</b>	<b>Commentary</b>
/ boundary roads	<p>roads, total volumes of motorised traffic show a negligible change (0% overall).</p> <p>On average, motorised traffic volumes have changed on Essex Road East by -11%, on Southgate Road North by -9%, Canonbury Road by -6%, Southgate Road South by +2%, Essex Road West by +5%, Baring Street by +8%, New North Road by +11% and Balls Pond Road by +15%.</p>	<p>feedback survey and in the consultation questionnaire. The pre-consultation monitoring data suggests that overall, when considering all boundary roads, there was a negligible change (overall 0%) in traffic volumes across all boundary roads. The overall figures consider traffic throughout the day, and where there is variation in traffic volumes at different times this might explain perceptions of traffic increase on boundary roads, as travel directions and peak times can vary greatly and impact journeys differently.</p> <p>The Canonbury East pre-consultation monitoring report showed an increase of 11% on New North Road, which is an improvement from the St Peter's monitoring results which compared June 2020 and June 2021 and showed a 24% increase. This comparison shows that the changes do fluctuate over time, and also that the trend may be for volumes to be reducing on this road.</p> <p>The increases of traffic on New North Road could be caused to a certain extent by factors other than the Canonbury East PFS trial. For example, during the data collection period for the baseline counts, works to remove the Old Street roundabout were having a significant impact on traffic flows on New North Road, which leads to the gyratory. It is not possible to separate out or control for the impact of these works on the boundary roads from the impact of the low traffic neighbourhood.</p> <p>In addition, New North Road borders three low traffic neighbourhood trials (St Peter's and Canonbury East in Islington, and Hoxton West in Hackney) which were implemented within months of each other, and this may have exacerbated the early traffic displacement visible in the St Peter's trial interim monitoring. In the longer term, travel behaviour is expected to adjust, resulting in lower motorised traffic levels overall, though essential trips will continue. The council will continue to monitor traffic on New North Road and is proposing to implement mitigating schemes on this road including additional greening and planting.</p>

<b>Consultation themes or potential negative impact</b>	<b>Monitoring report and summary of findings</b>	<b>Commentary</b>
		<p>Overall traffic has increased on Balls Pond Road by 15% - the data indicates that the AM peak has a greater increase in volume than the PM peak. The council will continue monitoring Balls Pond Road, including the impact on bus journey times.</p>
<p>Inconvenience to car drivers / longer journeys</p>	<p>Journey time analysis carried out</p>	<p>Journey time analysis that was carried out independently shows that the longer the journey, the smaller the proportional increase in time or distance for the whole journey. This means that the greatest inconvenience is caused to people choosing to make the shortest trips. As one of the aims of the PFS programme is to encourage and enable people to switch short local trips from driving to active means, some measure of inconvenience for short motor trips can be seen as a necessary part of the scheme to allow that modal shift to happen, and reduce the overall number of car trips. Objective One of the Islington Transport Strategy is "To encourage and enable residents to walk and cycle as a first choice for local travel", and walking and cycling can be made a more attractive choice by making them as easy (or easier) than driving for short trips, and by reducing the threat of road danger.</p> <p>In the Canonbury East consultation, 28% of respondents from car-owning households said they were now driving less for shorter or local journeys. Overall, 40% of respondents say they walk or cycle more to local shops and businesses since the introduction of the LTN.</p> <p>Where the inconvenience of longer car journeys impacts on disabled people, the council has made changes to the scheme and this is addressed later in this section.</p>
<p>Reduction of air quality</p>	<p>Inconclusive.</p>	<p>On air quality, the council received feedback from residents that they felt it had been both improved and reduced. Neither conclusion can be confirmed based on the monitoring data gathered so far. NO<sub>2</sub> levels in Canonbury East have been below the annual objective level of 40µg/m<sup>3</sup> at all but one monitoring site post-implementation (July 2020-June 2021), including on</p>

<b>Consultation themes or potential negative impact</b>	<b>Monitoring report and summary of findings</b>	<b>Commentary</b>
		<p>boundary roads. Levels of NO<sub>2</sub> in and around Canonbury East reflect those in the borough more widely where data is available for 2019.</p> <p>Annual average levels of NO<sub>2</sub> in Canonbury East since people-friendly streets started are, on average, lower than the previous year at internal and off-road sites but higher at boundary road sites, where data is available from 2019. In comparison the wider borough sites show a decrease for internal, off-road and boundary sites, although decreases are lower for internal roads compared to decreases in Canonbury East.</p> <p>These results are based on a limited number of data points and over a relatively short time period, and so will need longer term analysis and comparison to wider borough trends. This is especially the case for the Canonbury East's internal roads where there were only two monitoring sites with seven months of data before the low traffic neighbourhood was introduced and Canonbury East's boundary road sites where there is only one site with full pre-scheme data.</p> <p>The figures presented in the data are an annual average and do not describe fluctuations within this time period that might have influenced the average results. For example, there were a number of roadwork projects on the boundary roads in the post implementation period and looking at monthly data there was a peak in Canonbury East in January that is higher than larger borough trends but would have impacted average results for the year. It can be very difficult to pick out the reasons for specific spikes and this would require a much more in-depth investigation.</p>
Emergency services response times	No significant impact.	Given the extent of variables that affect response times, the differences between the 2019 baseline, the 2020 pre-implementation period and the postimplementation period are within target times set out by the LFB and the council. As such, it is the view of the LFB and the council that the PFS area in Canonbury East has not impacted this

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>emergency service's attendance times. The council will continue to monitor this indicator.</p> <p>There have also been no reported delays to the London Ambulance Service or the Metropolitan Police Service, each of whom provided a statement for the Canonbury East pre-consultation monitoring report.</p>
<p>Increase in crime or anti-social behaviour</p>	<p>No significant impact.</p>	<p>The potential negative impacts identified in feedback were: an increase in danger from motor traffic and an increase in crime or anti-social behaviour within the LTN. There is no evidence of increased danger from motor traffic. The number of vehicles speeding on internal roads within the LTN has fallen by 89%. This is proportionately more than the drop in traffic volumes, which suggests that the lower number of drivers who still use roads within the LTN are doing so more slowly. Average speeds have dropped by 10% (the whole of Canonbury East is within a 20mph zone). The <a href="#">World Health Organisation</a> states that: "Excess and inappropriate speed are responsible for a high proportion of the mortality and morbidity that result from road crashes. In high-income countries, speed contributes to about 30% of deaths on the road ... Controlling vehicle speed can prevent crashes happening and can reduce the impact when they do occur, lessening the severity of injuries sustained by the victims."</p> <p>Furthermore, <a href="#">a study</a> which samples LTNs across London, carried out by Rachel Aldred at the University of Westminster, has found statistically significant evidence that LTNs have decreased casualties. The London-wide study of LTNs in the October to December period of 2020 found absolute numbers of injuries inside LTNs halved relative to the rest of London (ratio 0.51, p&lt;0.001), with substantial reductions in pedestrian injury risk. The study also found no evidence of changes in injury numbers or risk on LTN boundary roads.</p> <p>On crime, analysis shows anti-social behaviour and crime patterns in the area are in line with patterns across the borough overall, suggesting the PFS trial in Canonbury East has not had an impact on anti-social behaviour and</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>crime patterns. Crime is very much dependent on the local area. The reduction of motor traffic volumes in the Canonbury East LTN area (down by 80%) has happened alongside an increase in people cycling (up by 48%). People driving in vehicles would be moving faster through the area and would be less observant of people walking, so could be less likely to stop. Walking levels were not monitored, but if these have followed cycling levels then there would be an increased presence of people on the streets, increasing passive surveillance. The council has not been able to find evidence that a higher presence of motor vehicles in an area reduces crime rates (discounting the crimes which can be attributed to the drivers themselves, such as speeding and dangerous driving). A study by <a href="#">Anna Goodman and Rachel Aldred</a> (2021) examined the relationship between LTNs and street crime over a 7-year period after the implementation of LTNs in Waltham Forest, based on police data. The report found that the introduction of an LTN was associated with a 10% decrease in street crime. and this effect increased with a longer duration since implementation (18% decrease after 3 years). An even larger reduction was observed for violence and sexual offences, the most serious subcategory of crime. The only subcategory of crime that increased significantly was bicycle theft, plausibly largely reflecting increased cycling levels. There was no indication of displacement of any crime subcategory into adjacent areas.</p> <p>The Canonbury East consultation asked a specific set of questions on how subjective safety (how safe people feel when using the streets) has changed since the implementation of the LTN. 36% of respondents said they felt more safe using the street at night (compared to 39% who felt less safe). 44% felt more safe using the street in the day (compared to 30% who felt less safe). These results suggest that a majority of local people feel that the implementation of the LTN has resulted in streets that are as safe or safer than they were prior to the LTN: 56% during the night, and 66% during the day.</p>

<b>Consultation themes or potential negative impact</b>	<b>Monitoring report and summary of findings</b>	<b>Commentary</b>
		<p>Nonetheless, while monitoring statistics shows that the implementation of the Canonbury East LTN has not increased crime rates, individual feelings of safety and security when travelling through Islington are very subjective, and personal to each person's experiences and situation – the council recognises that women in particular might experience feelings of insecurity. The council has taken note of these comments and is investigating actions it can take to improve the public realm in ways which could deter the potential for crime, and to make areas feel safer. These public realm improvements could include improving sightlines for people walking and introducing new or improved public lighting. In regards to increased lighting, it is worth noting that 37% of respondents to the consultation questionnaire selected 'lighting' as high priority for improvements to the LTN.</p> <p>In addition, the council is committed to work with its Community Safety Team and the Metropolitan Police to make Islington's streets safer.</p>
Concerns over dangerous / fast cycling	Monitoring data shows that cycling levels have increased by 48% during the first year of the scheme's operation.	<p>An increase of 48% in cycling volumes is significant and would be noticeable to anyone using the streets in the area. All road users, including people cycling, should obey the Highway Code. Islington Council offers free cycle skills training for adults and children to enable people to cycle more confidently and safely on the road. (More details can be seen <a href="#">here</a>). The council has also previously run targeted 'stop and advise' sessions alongside local police officers, at locations where cycling contraventions have been reported.</p> <p>Many surveys show that the main barrier preventing people from cycling on the roads is the perception that sharing the road with motor vehicles is too dangerous, so by reducing motor vehicle traffic on local streets more people should be encouraged to cycle on the roads and away from areas used by people walking.</p>
Lack of early consultation	Not monitored.	One common objection to the Canonbury East LTN was a "lack of early consultation". Government guidance from

<b>Consultation themes or potential negative impact</b>	<b>Monitoring report and summary of findings</b>	<b>Commentary</b>
		<p>May 2020 stated 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.” The provisions of the ETO process do not require public consultation prior to the start of the trial, although the council did in fact engage with the public before implementing low traffic neighbourhoods. More details on the legal status of implementing the LTNs can be found in Section 8 on the Road Traffic Regulation Act 1984, and Section 9.2 on Legal implications.</p> <p>Although there was no consultation prior to implementing the Canonbury East LTN as a trial, the council stated from the outset that the trial would be assessed by both monitoring and a full public consultation before the end of the 18-month period for the initial ETO. This consultation has now taken place and is discussed at length in this report, and in separate reports provided as appendices.</p>
Impact on disabled people	Mitigation proposed through Blue Badge exemption and people-friendly pavements.	<p>The council recognises some disabled people may rely on motor vehicles for their journeys and that the LTN could be resulting in longer journey times for them, having an impact on their lives. As described in Section 6 of this report, the council is introducing a new exemption policy for Blue Badge holders which may help to mitigate against longer journey times or distances for eligible residents. This policy will apply in the Canonbury East LTN after the introduction of the new ETO which this report recommends, and more details will be provided to Blue Badge holders in the Canonbury East LTN once the traffic order comes into force.</p> <p>It is important to note that people may have a range of disabilities, some of which affect mobility, some of which are affected by other people’s mobility choices. Not all disabled people experience the same barriers to active travel or the same transport needs. The TfL report <a href="#">‘Understanding our diverse communities’</a>, from 2019, shows that walking (which includes travelling with a mobility aid and wheelchair), is the mode of transport</p>



Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>disabled people use the most (81% walk at least once a week). Transport for All, a disabled-led group who campaign for access to transport and Streetspace across the UK produced a report on LTNs called '<a href="#">Pave the Way</a>'. This balanced report shows that LTNs are supported by some disabled people, and that LTNs can bring benefits to disabled people including "easier or more pleasant journeys; an increase in independence; a decrease in traffic danger and benefits to physical and mental health" (p.6 of report).</p>

Table 2: Assessment of disadvantages

- 10.6 **Reason for recommendation.** In summary, table 1 shows the ways in which the Canonbury East LTN scheme has met its objectives, covering road danger reduction, traffic reduction, the public health benefits of switching motor vehicle trips to active travel, and no negative impact on air quality. Table 2 shows an assessment of the most common negative themes and objections to the scheme. In most cases, these objections are not supported by evidence or have been mitigated by these proposals. Where evidence does support the negative themes, for example, on the impact of the Canonbury East LTN on the mobility of some disabled people, the council is proposing significant changes to the traffic orders and operation of the LTN to mitigate these impacts. The council will also carry out further investigation on the perception of crime and safety within the LTN, as detailed in table 2.
- 10.7 With regards to the changes at Halliford Street, Elmore Street and Ecclesbourne Road the changes will solve the current issue presented to the operations of ED Elson by reinstating the route for deliveries used prior to the implementation of the scheme. Following statutory consultation and public consultation there were no evidenced reasons given for the changes to not be implemented beyond the general opposition to the LTN. There are only a relatively small number of addresses impacted by the changes and these will be clearly communicated to residents via a leaflet in advance of the physical changes being made. Targeted door knocking on the properties whose access is impacted was conducted during the public consultation. The changes will also be implemented under an ETO presenting an additional opportunity for residents and others to experience the changes and provide feedback before a final decision is made.
- 10.8 In conclusion, the Corporate Director of Environment is asked to agree to the three recommendations set out in this report: to continue the Canonbury East LTN trial, to introduce a new ETO in order to allow the exemption policy for Blue Badge holders to

become operational and to agree the changes at filters at Elmore Street, Halliford Street and the additional filter at Ecclesbourne Road.

- 10.9 The continuation of the scheme is recommended because there is clear evidence that the scheme is meeting many of its overall objectives as supported by monitoring and consultation results, and that potential negative impacts emerging from the consultation results are either not supported by monitoring data, are unrelated to the LTN, or have been mitigated through adjustments to the scheme.
- 10.10 The implementation of the Blue Badge exemption policy in the Canonbury East LTN, including the installation of signage, and lapse of existing Traffic Management Orders and issuing of Experimental Traffic Orders, is a mitigation to the scheme after a close consideration of monitoring, research and feedback, which will provide a benefit to some members of groups with protected characteristics.
- 10.11 This report outlines the proposal, engagement and monitoring approach and recommendation to proceed with the implementation of the changes to allow Blue Badge exemptions. In order to allow these exemptions to be implemented, the current ETO would be allowed to expire and would be replaced with a new ETO, proposed to be made on 20 January 2022 and to come into force on 31 January 2022. The new ETO will be a material change to the ETO which came into force on 31 July 2020. The new ETO introduced changes at two of the filters, Elmore Street and Halliford Street, and an additional filter at Ecclesbourne Road. It also adds a Blue Badge exemption to some of the camera enforced traffic filters, changing the operation of the LTN by allowing some residents to drive through filters legally, for the first time. The exemption will also require physical changes to two filters in the area, Ockendon Road and Englefield Road by removing the width restrictions. Therefore, the council intends to trial the change as a new experiment. This will open a new six-month objection period to this ETO, which will close on 31 July 2022.
- 10.12 The council's intention is for this new ETO to be in place for at least seven months, which allows time to consider any objections which are received by 31 July 2022. After this point, the council will then take a final decision on whether or not to make this new ETO (which contains the Blue Badge exemptions) permanent.

Signed by:

A solid black rectangular box used to redact the signature of the Corporate Director of Environment.

Title: Corporate Director of Environment

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Appendix 1 – Location map of proposed changes

Appendix 2 – Designs for changes to filters at Dove Road, Ockendon Road, Englefield Road, Elmore Street, Halliford Street, Ecclesbourne Road (new filter) and Downham Road

Appendix 3 – Leaflet sent to residents

Appendix 4 – Equalities Impact Assessment

Appendix 5 – Pre-consultation and engagement report

Appendix 6 – Independent consultation report

Appendix 7 – Responses to objections

Appendix 8 – Interim monitoring report

Appendix 9 – Pre-consultation monitoring report