


Delegated decision report of: Corporate Director of Environment

Officer Delegated Decision

Date: 22 December 2021

Ward(s): Holloway, Caledonian



York Way: Changes to parking, waiting and loading restrictions to enable the implementation of a permanent cycleway

1. Summary

- 1.1. The aim of this project is to deliver a cycle route on York Way providing a cleaner, greener and healthier environment for all.
- 1.2. York Way is a boundary road with the London Borough of Camden, and Camden Council is the lead authority for the scheme. The York Way trial was implemented in three phases under two experimental traffic orders (ETOs) on the Islington side:
 - 1.2.1. The first ETO came into force on 10 July 2020 for phase 1 of the trial and will expire on 10 January 2022.
 - 1.2.2. The second ETO covered the implementation of phase 2 of the trial and came into force on 25 September 2020, and will expire on 25 March 2022
 - 1.2.3. Phase 3 did not require any traffic orders for its implementation.
- 1.3. A public consultation carried out between 18 August and 20 September 2021 received a majority of responses in favour with 89% of consultees agreeing with the overall scheme proposals including a number of permanent design features.
- 1.4. This report sets out the background to the scheme, details of monitoring and consultation carried out by Camden Council during the trial, and proposes the permanent retention of the cycleway including the introduction of additional measures to enhance the environment and public realm.
- 1.5. The additional measures that this report seeks approval for include the installation of “stepped” cycle tracks, improvements to the North Road and Market Road junctions, a segregated cycle lane running from Hungerford Road to just south of the junction of North Road, protection for people cycling near bus stop C near Regents Canal, more trees, benches and blended crossings. These additional measures are all subject to securing funding and meeting any statutory or council governance requirements at the time of implementation.
- 1.6. The scheme is located in both Holloway and Caledonian Wards.
- 1.7. The implementation of the York Way cycleway will support the council’s objective of achieving net zero carbon emissions in Islington by 2030 (Vision 2030). It will also contribute to the delivery of a More Equal Islington by: making it easier and safer for people to travel by active means of transport (cycling); supporting people to live healthier lives; and making Islington a welcoming and attractive borough and creating a healthier environment for all. The cycle route will contribute to the Islington Transport Strategy (2020) targets for 90% of trips by Islington residents to be made by walking, cycling and use of public transport by 2041 and the elimination of all transport-related deaths and serious injuries in Islington by 2041.

- 1.8. Implementation of the York Way cycleway helps build towards our target objective that by 2041, 93% of residents will live within 400 metres of the strategic cycle network in Islington.
- 1.9. The scheme supports and complements the principles of the people-friendly streets programme that was first agreed by the council's Executive on 18 June 2020. On 14 October 2021 the council's Executive agreed to continue the implementation of the people friendly streets programme including cycleways, and noted the consultation arrangements for the pop-up cycleways including on York Way.

2. Decision

- 2.1. 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 including cycleways, and noted the consultation arrangements for the pop-up cycleways including on York Way.
- 2.2. To note the findings of the scheme monitoring carried out by Camden Council since implementation.
- 2.3. To note the results of the public consultation, carried out between 18 August and 20 September 2021.
- 2.4. To approve the proposal to make permanent the arrangements that have been in place since 10 July (an ETO covering waiting and loading and parking places within Zone S) and 25 September 2020 (an ETO covering waiting and loading and parking places within Zone D) on York Way between Hungerford Road and Wharfdale Road, including the making of traffic orders that make permanent the provisions of the experimental orders.
- 2.5. To approve the proposal to make the improvements consulted upon between 18 August and 20 September 2021. These changes do not require any changes to the traffic orders referred to in this report.

3. Background

- 3.1. The council declared a climate emergency in June 2019 and set out a Vision 2030 strategy to achieve the ambition of Net Zero carbon emissions by 2030, including the reduction in use of private vehicles within the borough. In its Transport Strategy 2020-2041, the council set out its policy to reduce barriers to walking and cycling. The cycle route measures on York Way positively contribute to achieving this ambitious commitment by encouraging

increased cycling. The project demonstrates the council's commitment to working towards a zero carbon future and responding to the council's Climate Emergency declaration. The delivery of the Islington Transport Strategy is central to delivering transport emissions reductions as part of the Vision 2030: Net Zero Carbon strategy.

- 3.2. The stated aim of the project was to deliver improved cycle facilities on York Way with the implementation of temporary cycle lane infrastructure between Hungerford Road and Wharfdale Road, improving safety for an anticipated increased number of people cycling as a result of the COVID-19 pandemic.
- 3.3. On 18 June 2020, the council's Executive approved the introduction of a borough-wide people-friendly streets programme as part of Islington's transport response to the COVID-19 public health emergency. The York Way cycle route forms part of people-friendly streets programme, and the Executive confirmed its approach to delivering cycleways as part of the people-friendly streets programme on 14 October 2021.
- 3.4. A Delegated Decision report was approved by the Director of Environment & Commercial Operations on 29 June 2020 to introduce measures via Experimental Traffic Orders (ETO). These orders introduced changes to parking, waiting and loading along York Way which enabled the introduction of mandatory cycle lanes with 'light segregation' protection along the majority of the route within the scheme extents.
- 3.5. The trial implementation of the scheme was introduced in three phases:
 - 3.5.1. Phase 1 of the project comprised the installation of protected cycle lanes between Wharfdale Road and Freight Lane, requiring an ETO to prohibit waiting and loading in the bay adjacent to 146 York Way and prohibit waiting on York Way between Wharfdale Road and Crinan Street.
 - 3.5.2. Phase 2 consisted of the installation of protected cycle lanes along York Way using light segregation between Hungerford Road and Freight Lane, requiring a further ETO to enforce waiting and loading restrictions and remove and amend parking bays on the Islington side of York Way, and the revocation of the Traffic Management Orders that previously controlled waiting and loading.
 - 3.5.3. Phase 3 consisted of changes to the signalised junction at Freight Lane, removing a motorised traffic lane on the southbound approach and providing a signal bypass for cycles proceeding southbound, and the introduction of a bus stop bypass at Bus Stop M. Phase 3 did not require an ETO as there were no changes to parking or waiting and loading.
- 3.6. The first ETO was made on 3 July 2020 and came into force on the 10 July 2020. This ETO expires on the 10 January 2022.

- 3.7. The second ETO was made on 17 September 2020 and came into force on 25 September 2020. This ETO expires on 25 March 2022.
- 3.8. As part of phase 3, a bus stop bypass (floating bus stop) has been trialled on York Way at bus stop M on the northern section of the route. Bus stop bypasses have been deployed elsewhere in the UK and in London, but had not previously featured as part of cycleways in Islington. The bypass was installed in June 2021 following close engagement with vulnerable user groups prior to implementation and subsequent monitoring in November 2021.
- 3.9. Whilst the scheme was introduced under separate traffic orders as described above and by Camden Council within their borough, the York Way cycleway operates as a single scheme. Accordingly, both councils agreed that the consultation regarding the trial should cover the entire scheme.
- 3.10. Camden Council received capital funding from TfL to deliver the scheme, and acted as the lead authority working in close collaboration with Islington Council officers during its planning and implementation. The council also agreed that Camden should lead the public consultation which was carried out between 18 August and 20 September 2021 on the future of the scheme.
- 3.11. Islington supplemented Camden's consultation with engagement with specific vulnerable user groups primarily in relation to the implementation of the bus stop bypass at Bus Stop M, as detailed in section 4 of this report.
- 3.12. The Cabinet Member for a Sustainable Camden approved their decision report on the 6 December 2021 recommending an option to make the scheme permanent, including making changes to the design to improve the scheme.
- 3.13. We note that during the design, engagement and implementation process of the experimental scheme, some of the original ambitions for the scheme were not fully realised, including implementation of a segregated cycle lane running from Hungerford Road to just south of the junction of North Road, North Road junction improvements, further improvements to prioritise cycle movements through the junction at Brewery Road/Agar Gove, and to provide continuous protection for people cycling southbound between Market Road and Brewery Road. Both Islington and Camden councils have aspirations to add further road danger reduction measures to the Brewery Road / Agar Grove junction and southbound between Market Road and Brewery Road. Further engagement with local stakeholders will be required to inform future designs, which have yet to be developed. A relevant funding stream will also need to be identified, and as such these aspirations will be brought forward as separate proposals, subject to further design and modelling analysis, as well as any relevant consultation and approvals process.

4. Monitoring and engagement

Monitoring

- 4.1. Camden Council produced a pre-consultation monitoring report in September 2021 (see Appendix 1), to provide information pertinent to understanding the impacts of the scheme as residents and other stakeholders responded to the consultation, as detailed in section 5. The monitoring data collected in order to assess the impacts of the scheme included: motor vehicle traffic flows, bus reliability/speeds, cycle volumes, cycle hire rates, and air quality.
- 4.2. During the trial, cycling volumes along the route increased by 127% from March 2019 (362 daily two-way flow) to March 2021 (822 daily two-way flow) on York Way North.
- 4.3. Motor vehicle volumes were 15% lower in March 2021 relative to 2019, decreasing from 14,274 (2019) to 13,218 (2021). However, these before and after figures are comparing a pre-COVID baseline with motorised traffic figures that are likely to have been affected by changed travel patterns as a result of the pandemic and ongoing restrictions at the time.
- 4.4. Average bus speeds for Route 390 were unaffected by the York Way cycleway. Bus service 390 routes along York Way between Hungerford Road and Wharfdale Road.
- 4.5. Whilst York Way has had a poor road safety record for cyclists with 11 collisions resulting in injury to a cyclist over the latest 3-year period (01/07/17-30/06/20), only one collision involving casualties was recorded between 1 October 2020 and 31 December 2020, the latest period available post-implementation. This is in comparison to four casualties in the same time period in 2018 and two casualties in 2019. This suggests that despite the increase in cycling numbers, the scheme has significantly reduced road danger for people cycling.
- 4.6. Following the introduction of monitoring in October 2020, measured NO₂ levels on York Way were compliant in 2020 when compared to the legal limit for Nitrogen Dioxide (NO₂ - 40µg/m³). At the time of compiling the monitoring report, NO₂ monitoring data was available up to February 2021. The raw, unadjusted data suggests that average monthly NO₂ levels were lower in the first months of 2021 compared to 2020. Air pollution is caused by multiple factors, and whilst traffic is an important factor it is difficult to single out the impact of an individual factor, particularly over this time period. Camden Council has therefore committed to continuing to monitor air quality on York Way over the coming year to further assess the impact of the project on air quality.
- 4.7. Camden Council appraised the benefits of the trial scheme against the cost of the scheme using the DfT's Active Mode Appraisal Toolkit (AMAT). This analysis estimated that for every £1 invested in the trial scheme the estimated benefit return is £8.53 (at 2010 prices) over an appraisal period of 20 years, which is an exceptionally strong benefit/cost ratio.

Consultation

- 4.8. To support the decision whether or not to make the ETO permanent it was agreed by both councils to progress a public consultation to explore residents' and other stakeholders' views on the York Way cycleway scheme.
- 4.9. As York Way operates as a single scheme, Camden and Islington councils agreed that the consultation regarding the trial should run as a single consultation and cover the entire scheme, rather than multiple consultations run separately by each council.
- 4.10. Camden led on the joint public consultation which ran between 18 August and 20 September 2021 seeking views on the future of the scheme.
- 4.11. 2,900 leaflets setting out details of the scheme and inviting responses as part of the public consultation were delivered to local residents and businesses residing or located along the route and within 500 metres of York Way.
- 4.12. This was carried out in parallel with consulting ward members, statutory consultees, local groups and groups representing particular protected characteristics. The leaflet provided a link and QR code to access further information on the proposals and an online questionnaire. Paper copies of the consultation material were also available on request. The public consultation was also promoted via on-street posters and social media.
- 4.13. The consultation materials and questionnaire proposed making the trial changes permanent, and proposing the following new measures in the area to improve conditions for walking as well as cycling:
- Replacing the temporary 'kerb and wand' segregation with a new raised stepped cycle track
 - Adding new 'parallel' zebra crossings that permit pedestrians and cyclists to cross
 - Adding new sections of wider pavement to accommodate new trees
 - Adding new benches and trees along the route to make walking more pleasant
 - Adding blue surfacing across side roads and junctions to highlight the cycle route
 - Adding blended crossings (where pedestrians get priority) on side roads
 - Adding a new bus stop bypass near the Star of Kings pub (Stop C).
- 4.14. One part of the online questionnaire with optional questions regarding the respondents' personal protected characteristics was not accessible during the consultation period due to a technical problem. To mitigate against the negative impact this may have had on the 200+ respondents who had indicated their willingness to provide this detail, a link to a second questionnaire was sent out to these respondents to allow them to fully participate in the survey and an additional two weeks was provided to complete this part of the consultation. 75 people responded by filling in this second questionnaire.

Consultation results

- 4.15. The consultation received 647 responses from individuals. Two of these responses were found to be duplicates and were removed from the results, leaving 645 validated responses from individuals. 89% of consultees agreed or strongly agreed with the overall scheme proposals. Camden Council prepared a consultation report setting out the details of the approach and findings from the responses, available as Appendix 2.
- 4.16. Of the 645 respondents, 187 (29.1%) live in Islington. Of those Islington respondents, 92.5% either agreed or strongly agreed with the overall scheme proposals, 1.1% were neutral and 6.4% either disagreed or strongly disagreed.
- 4.17. Camden Council, as the lead organisation, consulted with the following statutory stakeholders: London Ambulance Service, NHS Blood Transport, London Fire Brigade, Metropolitan Police, British Transport Police, Road Haulage Association, Freight Transport Association, TfL Buses, TfL Modelling and Infrastructure.
- 4.18. A summary of the feedback received from statutory consultees is provided in Appendix 2.
- 4.19. No complaints regarding the scheme have been received by the emergency services. Furthermore, it should be noted that the proposed conversion of the cycle lanes to stepped tracks will allow vehicles to pull over on to the cycle route in an emergency to allow response vehicles to pass, where the current light segregated layout with wands limits this.
- 4.20. Transport for London provided a combined response from several divisions. Despite the scheme monitoring showing that on average bus speeds for Route 390 have been unaffected overall, the response noted delays to buses in the PM peak, and the existence of some pinch points on the route. As part of implementing the proposed improvements, Camden intends to make adjustments to the designs to mitigate pinch points and delays for buses.
- 4.21. Throughout the public consultation period a number of reminders were sent out to properties within the 500m notification area, encouraging them to share their views on the scheme through Camden Council's Commonplace engagement site: <https://safetravelcamden.commonplace.is/>. Analysis of this feedback was reviewed and is summarised in Appendix 2.
- 4.22. In the Commonplace feedback, 46% of responses were classed as positive towards the changes, whilst 51% were negative towards the changes. Among respondents who had used the cycle facility, 80% said they felt positive towards the changes, whilst 87% of those who had not used the cycle facility felt negatively towards the changes.

4.23. Many responses emphasised that the reduction in road space for motor vehicles has increased congestion as bottlenecks are created at junctions, and/or behind buses and HGVS. Some respondents also raised concerns for emergency vehicles being held up in traffic. Pedestrians feeling less safe at bus stops with Shared Use Bus Boarders (SUBBs) and at zebra crossings, due to cyclist movements was also mentioned.

Detailed Camden Council officer responses to issues raised during the engagement and consultation period are set out in Appendix 2.

Islington business engagement

- 4.24. Islington Council transport and inclusive economy officers carried out business engagement during the consultation period (18 August – 20 September 2021). All businesses on the Islington side of York Way were visited or contacted by phone to make sure they were aware of the consultation, and for officers to answer any questions related to the consultation and monitoring findings.
- 4.25. The Star of Kings public house was the only Islington business to provide a response in the consultation. It should be noted that they have requested a new loading bay alongside their premises to assist with receiving deliveries. Loading can currently take place from existing shared use provision adjacent to the pub on the north side, so this request has not been prioritised for investigation at this time.

Bus stop bypass trial

- 4.26. A bus stop bypass was trialled as part of the York Way scheme. A bus stop bypass allows a cycle lane to continue behind the waiting area for bus passengers on the footway side and are a new feature to borough roads in Islington, but have been implemented elsewhere in London - particularly on the Transport for London Road Network (TLRN) - and the rest of the UK. Bus stop bypasses have implications for inclusion and accessibility especially for blind and partially sighted users.
- 4.27. The bus stop bypass was proposed at this location along the cycleway to protect people cycling. Prior to the introduction of the bypass people cycling would have to move out into the carriageway from behind floated parking bays on the approach to the bus stop in order to continue along the cycleway, placing them at risk of conflict as they were not in drivers' field of attention before emerging abruptly from behind any parked vehicles. As people cycling approached the bus stop they would be required to merge into general traffic to avoid the existing bus stop build-out, or overtake a bus if one was at the bus stop. An added risk was one of buses pulling into the path of people cycling on the approach to the bus stop.

4.28. A bus stop bypass can reduce road danger for people cycling and it was therefore decided to trial a bus stop bypass, taking into consideration the accessibility requirements of bus passengers, particularly people with a visual impairment.

The council worked closely with vulnerable bus users as part of a tailored engagement strategy to allow these groups to influence the design for the floating bus stop, provide valuable feedback as part of the design process and ensure a best practice approach.

On site evaluation with Horizon – a group for visually impaired people in Islington people in Islington

4.29. As part of the bus stop M York Way floating bus stop evaluation strategy, Islington Council officers met the Head of Horizon, a group for visually impaired people in Islington on-site to evaluate the bus stop bypass.

4.30. Horizon were involved in the design of the scheme with Islington, and the council were able to incorporate some of the design elements suggested by them as visually impaired bus stop users. The post-implementation evaluation of the scheme is detailed in Appendix 3

4.31. Following the evaluation, officers propose to investigate the feasibility of making minor improvements to the bus stop bypass as part of the wider improvements consulted upon and proposed in this report:

- To contact TfL to check the positioning of the bus stop flag and to ask them to consider adding an on-board announcement making people aware of the different layout, as is done elsewhere in London.
- To explore and implement design solutions to connect blind and partially sighted passengers to and from the bus.

Feedback from The Bridge Primary School

4.32. The Bridge School Primary site is located on the corner of Hungerford Road and York Way, approximately 200m from Bus Stop M, and caters for children aged 2 to 11 with severe learning difficulties, profound and multiple learning difficulties and autistic spectrum disorders.

4.33. Some of their students are able to access travel training. The school took a small group of students to Bus Stop M and video-recorded how the students independently approached the bus stop before and after some training from the class teacher. No concerns were raised about the design and access to the bus stop, and observations confirmed that students could access the facility independently using the marked crossing point.

Video monitoring

- 4.34. As part of the post-implementation monitoring strategy drawn up in collaboration with the council's Inclusive Design Team, video monitoring of the bus stop bypass was commissioned to monitor interactions between pedestrians using the bus stop and people cycling using the bypass track. Results of the video monitoring show that over 36 hours of footage taken, and consequent analysis, there were a total of 2,182 pedestrian and cyclist movements at the bypass resulting in 10 "interactions", instances where people walking and cycling were judged to have been using the same section of the bus stop bypass facility. All of the interactions were classed as precautionary. Precautionary interactions are the lowest risk interaction whereby one or both parties sees the other and reacts in good time. The findings are detailed in Appendix 3.
- 4.35. Whilst it is anticipated that the number of people cycling and using the facility will increase in the future, the observed small number of interactions and lack of any instances of evasive action needing to be taken do not suggest any significant deficiencies in the design of the bus stop bypass in this location.

5. Section 122, Road Traffic Regulation Act 1984

- 5.1. 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, so as 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.
- 5.2. In balancing the considerations above, we consider that the proposed retention of changes to waiting and loading on York Way should proceed, on the basis of the following key factors:
- Access, including for motorised traffic, is maintained to all residential and other properties, albeit that parking arrangements may cause some inconvenience to residents due to the introduction of cycle lanes.
 - All local amenities remain accessible, and proposed improvements include measures such as tree planting and public seating designed to enhance the amenity of the area.

- By providing facilities to encourage cycling and walking, there may be some local mode shift from private vehicles, supporting a reduction in exposure to and creation of harmful emissions affecting air quality.
- Passage for public service vehicles along York Way is maintained and access for users has been considered, with all existing bus stops maintained. There is a need for public service vehicles responding to emergencies to be able to access York Way safely and expeditiously, and so the cycle lane still allows access for emergency vehicles; both to travel along York Way and to access the kerb. The wands used can be driven over and are designed to be 'passively safe' i.e. not to damage vehicles when driven over. The proposed stepped cycle tracks allow for drivers to mount the kerb should they need to pull over to make way for an emergency vehicle.
- The introduction of the cycle lanes facilitates improvements to the safe and convenient movement of cycle traffic.

6. Implications

Financial implications:

- 6.1. Camden Council has submitted a bid for TfL funding to implement the proposed additional measures as part of making the scheme permanent and improving conditions for walking as well as cycling. Budgets are held and controlled by LB Camden. Funding for full implementation of the proposed measures has not yet been secured and the councils may wish to explore alternative funding methods for some elements of the permanent scheme should there be any shortfall.
- 6.2. There is proposed to be a net reduction of one Islington shared (residential/pay) parking space on York Way between Hungerford Road and Market Road as a result of this scheme, maintaining the situation implemented as part of the trial layout. An estimated reduction of £230 per annum in parking revenue is expected as a result of this scheme.
- 6.3. There is proposed to be a net reduction of one shared residential/pay-for parking bay (42m in length; approximately eight spaces) adjacent to 146 York Way, maintaining the situation implemented as part of the trial layout. Based upon parking data for this location, the removal of eight parking spaces from York Way will result in a reduction in revenue of £44k per annum. Consequently, a growth bid of £44k is required to offset this loss of revenue in the parking account that will need to be included in the MTFS budget planning process.
- 6.4. Under a Section 8 Agreement (Highways Act 1980), Camden were responsible for funding and undertaking maintenance of the temporary light segregation infrastructure for 12 months following implementation. Islington is the Highway Authority for the eastern side section of York Way along the route, and as such will now be responsible for funding future maintenance costs. Camden are responsible for maintenance on the western side. The

proposed stepped cycle tracks if built will require a different maintenance regime compared to the temporary infrastructure, with a reduced requirement to clean and replace dirty and damaged upright wands.

Legal Implications

- 6.5. On 13 November 2020, DfT issued updated statutory guidance 'Network Management in response to COVID19' under section 18 of the Traffic Management Act 2004, and was further updated on 30 July 2021. The council is required to have regard to that guidance in carrying out its network management duties under sections 16 and 17 of the 2004 Act.
- 6.6. The updated guidance states that local authorities should now focus on 'devising further schemes and assessing COVID-19 schemes with a view to making them permanent. The assumption should be that they will be retained unless there is substantial evidence to the contrary'.
The suggested measures for reallocating road space to people cycling include: 'Installing cycle facilities with a minimum level of physical separation from volume traffic; for example, mandatory cycle lanes, using light segregation features such as flexible plastic wands; or converting traffic lanes into cycle lanes (suspending parking bays where necessary); widening existing cycle lanes to enable cyclists to maintain distancing. Facilities should be segregated as far as possible, i.e. with physical measures separating cyclists and other traffic. Lanes indicated by road markings only are very unlikely to be sufficient to deliver the level of change needed, especially in the longer term.'
- 6.7. Section 65 of the Highways Act 1980 (cycle tracks) empowers a local highway authority, in or by the side of a public highway, to construct a cycle track as part of the highway, and to alter or remove a cycle track constructed by them under this section.
- 6.8. Section 4 of the Cycle Tracks Act 1984 (provision of barriers in cycle tracks, etc.) empowers a highway authority to provide and maintain, in any cycle track constituting or comprised in a public highway, such barriers as they think necessary for the purpose of safeguarding persons using the cycle track; and, where a cycle track is adjacent to a public footpath or footway, provide and maintain such works as they think necessary for the purpose of separating, in the interests of safety, persons using the cycle track from those using the footpath or footway. The highway authority may alter or remove any works provided by them under section 4 of the 1984 Act.
- 6.9. Section 9 of the Road Traffic Regulation Act 1984 enables the council to make experimental traffic orders for the purposes of implementing the proposals set out in paragraph 4 of the report. In deciding whether or not to make an order under section 9, the council has to comply with the provisions of section 122 of the 1984 Act which requires the council to exercise that function (so far as practicable having regard to the matters specified below) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. The specified matters are:
- (a) the desirability of securing and maintaining reasonable access to premises;

- (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
- (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- (d) any other matters appearing to the local authority to be relevant.

- 6.10. As set out above, officers have concluded, when balancing the various considerations, that it is appropriate to proceed with the recommendation to make the scheme permanent including making improvements as consulted on in paragraph 4.13.
- 6.11. Further, when deciding whether to make a traffic order the council must have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality.
- 6.12. In deciding whether to make the orders the council must also have full and proper regard to the consultation responses regarding the proposals for York Way and the responses from the statutory stakeholders and local businesses as summarised in section 4 of the report.
- 6.13. In making the experimental traffic orders, the council followed the procedure set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. Regulation 23 of these Regulations sets out the procedure for making ETOs permanent.
- 6.14. York Way is a boundary road with Islington and Camden being the highway authorities for the sections to the north and south of Market Road respectively. Section 8 of the Highways Act 1980 empowers the council to enter into an agreement with Camden in relation to the undertaking of works necessary to implement any changes to the scheme.
- 6.15. 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 and Article 8, right to respect for private and family life.
- 6.16. In relation to Article 1, the scheme does not change any access to properties, therefore there is no impact.
- 6.17. 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 York Way cycleway will impede on the right of individuals to respect for private and family life either in public or on private land.

- 6.18. These human rights should be considered. To the extent that it is considered that they are infringed the scheme should only go ahead if it is considered that the infringement is necessary and proportionate.
- 6.19. In deciding whether to make the proposed traffic orders, due regard should also be had to the Public Sector Equality Duty, which is integral to all the council's functions, and which is set out in Section 149 of the Equality Act 2010 (see below under Resident Impact Assessment).
- 6.20. Once the experimental traffic orders came into force, any person had six months in which to object to those orders being made permanent at the end of the 18 month trial period. In deciding whether or not to make the ETOs permanent, the council will need to consider any objections received during the six month period, feedback from the trial feedback survey, representations received from the public consultation and its own monitoring data.

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

- 6.21. The delivery of the measures to improve the scheme as part of making it permanent will have some environmental impacts during their implementation. These include material and energy use and the generation of construction waste, especially in the implementation of changes to footways, crossings and the implementation of stepped cycle tracks. There is also potential for some nuisance issues such as noise to neighbouring properties during construction. There will also be some travel-related impacts by the contractor.
- 6.22. In June 2019, the council declared a Climate Emergency and pledged to work towards making Islington zero carbon by 2030. The cycle route measures proposed will positively contribute to achieving this ambitious commitment by encouraging increased cycling. This scheme seeks to contribute to a reduction in motor traffic journeys over time, in line with Islington's Transport Strategy target to achieve 62 million fewer vehicle kilometres per year travelled in the borough by 2041. The project will demonstrate the council's commitment to working towards a zero carbon future and respond to the Climate Emergency declaration. The delivery of the Islington Transport Strategy was specifically mentioned in the transport section of the Vision 2030: Net Zero Carbon Strategy. The scheme will include additional tree planting, which will contribute to the borough's biodiversity and provide shading during hot weather.
- 6.23. Recent research led by Imperial College London's Environmental Research Group¹ has confirmed a link between a person's exposure to air pollution and the severity with which they experience the effects of COVID-19. By encouraging walking and cycling through the

¹ Imperial College London, September 2021. <https://www.imperial.ac.uk/school-public-health/environmental-research-group/research/air-pollution-epidemiology/air-pollution-and-covid-19/>

measures outlined above, the council will be supporting the health resilience of those working and living in Islington.

Equalities Impact Assessment

- 6.24. 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.
- 6.25. A Resident Impact Assessment (RIA) was prepared for the trial implementation of the scheme and has been updated and is included at Appendix 4 of this report.

Purpose

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

Positive impacts

- 6.27. Successful implementation of the York Way cycleway as a permanent scheme is expected to significantly improve cycling conditions on this key north/south route, and promote the use of active travel modes on the corridor while contributing to the mitigation of impacts of the Covid-19 health crisis and improving the safety and health of people in the area. Results from the trial implementation indicate an increase in cycling following the introduction of the cycleway.
- 6.28. Protected cycle lanes would provide considerable benefits to many people with protected characteristics by facilitating and encouraging cycling, most notably for women, older people, younger people, those with various physical and mental disabilities and people from Black, Asian and Minority Ethnic groups.

Negative impacts

- 6.29. It is the purpose of this resident impact assessment to also examine any negative impacts, particularly for 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.
- 6.30. The main potential negative impact of the scheme relates to the introduction of the floating bus stop (bus stop bypass) at Bus Stop M. This impacts people using buses, particularly older or disabled people and children. Those with sensory and visual impairments might be particularly impacted.
- 6.31. It should be noted that bus passenger data indicates that Bus Stop M is a well-used bus stop on York Way. It is located near the York Way Estate as well as the Brecknock Primary School and The Bridge Primary School. The bus stop serves two routes, the 390 and 393 which connect to destinations such as King's Cross, Granary Square, and the Royal National Institute of the Blind. The location is therefore sensitive.
- 6.32. However, York Way is one way in that direction and the layout of the road as existed prior to the implementation of the bus stop bypass would likely create other risks for people cycling, should the bus stop bypass not be provided at all with the rest of the cycleway being made permanent. The risks include collisions with moving traffic, as people cycling need to avoid the the pre-existing bus stop boarder build-out by positioning themselves to the right, merging into the traffic lane. The risk of conflict between moving motorised traffic and people cycling could lead to serious injuries or casualties. This is further exacerbated by the fact that the lightly segregated cycle lane before and after the bus stop create a sense of safety for both road users in the general traffic lane and people cycling, who might not expect to be interacting by the bus stop.
- 6.33. To address the potential negative impacts of the bus stop bypass the council engaged with specific vulnerable user groups during the design phase, and committed to a post-implementation strategy including monitoring and site visits.
- 6.34. A potential negative impact of the scheme is that it will be more difficult for people who rely on car transport to pick up and drop off passengers from the roadside along York Way. Older people and people with disabilities who rely on taxi services (whether private or commercial) may be inconvenienced by this proposal, which may have an adverse impact on their ability to access certain sections of York Way. To address the above:
- Along the length of the route, drop-off and pick up of passengers using taxis or private cars will be possible from side roads. Additionally black cabs can pick up and drop off at bus stops.
 - Passengers requiring the deployment of wheelchair ramps will need to use side roads to access the footway.
 - Alternatively, taxis are permitted to put down or pick up passengers at the bus stops on York Way, if required to access the footway for the deployment of a wheelchair ramp.

- 6.35. To maintain continuity of the cycle lanes, and reliability for bus services and other essential motor vehicle journeys using this road, the scheme proposes that waiting and loading for York Way will generally need to take place from side roads. Traffic wands will be in place to protect the cycle lanes on York Way, with stepped tracks proposed as an improvement to the scheme as consulted upon during the public consultation.
- 6.36. There are potentially negative impacts for pedestrians crossing York Way away from formal crossing points, due to the presence of traffic wands, which may impede crossing progress and pose a trip hazard. This may be a particular issue for visually impaired people who may find them difficult to detect, and for less mobile people who may be especially vulnerable to trip injuries. There are also potentially negative issues for people who are encouraged to cross cycle lanes by the narrowed traffic lane width, coming into conflict with cycles. This negative impact is in part mitigated by the fact that the design avoids placing wands in the vicinity of pedestrian crossings so as not to impede the crossings, and by the reflective high-visibility design of the wands. York Way is an A-road with significant proportions of buses and HGVs, so pedestrians may be unlikely to attempt to cross the road away from formal crossing points
- 6.37. The trial implementation of the scheme allowed for the monitoring of the mitigating actions developed. No other general negative impacts have been identified as no pavements are made narrower, other than at Bus Stop M, where the width still allows for unimpeded movement along the pavement with a clear width of at least 2 metres.

7. Conclusion and reasons for recommendations

- 7.1. The York Way cycle route supports the council's objective of achieving net zero carbon emissions in Islington by 2030 (Vision 2030). It contributes to the delivery of a more equal future by: making it easier and safer for people to travel by active means of transport (cycling); supporting people to live healthier lives; making Islington a welcoming and attractive borough; and creating a cleaner, greener and healthier environment for all.
- 7.2. The cycleway also contributes to the Islington Transport Strategy (2020) targets for 90% of trips by Islington residents to be by walking, cycling and use of public transport by 2041, the elimination of all transport-related deaths and serious injuries in Islington by 2041 and for 93% of residents to live within 400m of the cycle network by 2041.
- 7.3. The scheme supports and complements the principles of the people-friendly streets programme that was agreed by the council's Executive on 18 June 2020, and follows the delivery approach to existing pop-up cycleways through the monitoring, engagement and consultation described in this report as agreed by the Executive on 14 October 2021.
- 7.4. The findings of the monitoring carried out support the stated aims of the project including supporting a rise in the number of cycle trips. The results of the public consultation carried

out between 18 August and 19 September 2021 indicate strong support for the overall scheme proposals.

7.5. We therefore recommend that noting the results of the monitoring and public consultation, the Corporate Director of Environment approves the proposal to make permanent the experimental arrangements that have been in place since 10 July and 25 September 2020 on York Way between Hungerford Road and Wharfdale Road.

7.6. We further recommend that noting the results of the public consultation, the Corporate Director of Environment approves the proposal to make the improvements consulted upon between 18 August and 20 September 2021, subject to further detailed design work, securing sufficient funding to cover the costs of implementation and meeting any statutory or council governance requirements that may be applicable at that time.

Appendices:

Appendix 1 - Camden Council Pre-Consultation Monitoring report

Appendix 2 - Camden Council Public Consultation report

Appendix 3 - Bus stop bypass evaluation and monitoring

Appendix 4 - Residents Impact Assessment

Signed by: [REDACTED]

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