

Delegated decision report of: Keith Townsend, Corporate Director of Environment

Officer Delegated Decision

Date: 9 November 2022

Ward(s): Canonbury, St Mary's and St James's

Subject: Making Canonbury East Low Traffic Neighbourhood permanent

1. Summary

- 1.1 The council's Transport Strategy and Vision 2030 Strategy were consulted on and adopted by the council's Executive in November 2020. Both strategies make the case for the introduction of measures aimed at enabling a reduction in motor traffic, enabling more people to walk, cycle and wheel and lead active lifestyles, reducing road danger and reducing the impact of transport on local air pollution and climate change.
- 1.2 The Canonbury East low traffic neighbourhood (LTN) was implemented by an Experimental Traffic Order (ETO) on 3 August 2020 as part of the council's people-friendly streets (PFS) programme in response to the covid-19 pandemic, in line with the Transport Strategy and Vision 2030 Strategy.
- 1.3 This report sets out the decision and reasons to make the Canonbury East LTN traffic order permanent following detailed monitoring and consultation demonstrating continues to meet its objective. The specific decision is detailed in Section 2.
- 1.4 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. The background of the Canonbury East LTN is set up in Section 3.
- 1.5 Monitoring has taken place at regular intervals since implementation in August 2020 and the results of the monitoring have been set out in Section 4 of this report.
- 1.6 A public consultation was held from 2 – 30 November 2021. During the Canonbury East consultation period, a number of engagement events were undertaken by consultants Steer in conjunction with council officers. These included: targeted residential and businesses door knocking to boost survey participation; on-street drop in sessions; an in-person town hall Q&A event open to all residents; an online town hall Q&A event open to all residents and a drop-in held at Anchor QE Retirement Home. Statutory consultees have been also consulted throughout the scheme and notified about changes; feedback can be found in Section 5 of this report.
- 1.7 To enhance the LTN and make it a Liveable Neighbourhood as well as in response to the consultation, the council will continue to deliver more public realm improvements such as improvements to pavements as part of the people-friendly pavements programme and greening in collaboration with residents. More details on the future of the LTN can be found in Section 6 of this report.

2. Decision & Proposal

- 2.1 To agree to make the Canonbury East LTN, as implemented by an ETO, permanent in its current iteration:

- 6 traffic filters with exemptions for CBE permit holders at Dove Road, Ockendon Road, Englefield Road, Downham Road, Ecclesbourne Road and Halliford Road;
- 5 traffic filters at Northchurch Road, Elmore Street, Shepperton Road, Henshall Street, Cleveland Road.

2.2 The proposals and the different types of filters is discussed in more detail in Section 3.

3. Background

3.1 The Canonbury East LTN was introduced by an ETO in August 2020 with a 6-month period for formal objections and a public consultation in November 2021. A new trial was started on 31 January 2022 with changes to traffic filters and the introduction of the Blue Badge exemption. Table 1 shows the key dates and activities relating to the Canonbury East LTN including the traffic order changes and monitoring, as well as engagement and consultations dates.

Date	Activity
29 July to 29 September 2019	Consultation on Transport Strategy
May 2020	Listening exercise to help inform people-friendly streets programme started on Commonplace
July 2020	Introduction of first LTN in St Peter's by an ETO. Baseline traffic counts for Canonbury East LTN taken
3 August 2020	Introduction of Canonbury East LTN by an ETO
November 2020	Council's Executive adopts both the Transport Strategy and Vision 2030 (NetZero Carbon) Strategy
February 2021	Interim monitoring traffic counts taken
May 2021	Interim monitoring report published
July 2021	Canonbury East LTN pre-consultation counts taken
14 October 2021	The council's Executive 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
November 2021	Pre-consultation monitoring report published
2 November 2021	Public consultation & consultation report published
19 January 2022	Decision to begin a new ETO with changes made to the traffic filters at Elmore Street and Halliford Street east of the junction with Ecclesbourne Road, and a new filter to Ecclesbourne Road and the implementation of the Blue Badge exemption
Mid-February 2022	Construction of LTN changes concludes
July 2022	Final monitoring traffic counts taken
November 2022	Final monitoring report published

Date	Activity
November 2022	This delegated decision report agreed

Table 1: Key dates and activities in Canonbury East LTN

- 3.1 The Canonbury East LTN was introduced by an ETO in August 2020 with a 6-month period for formal objections and a public consultation in November 2021. A new trial was started on 31 January 2022 with changes to traffic filters and the introduction of the Blue Badge exemption.
- 3.2 The results of the interim, pre-consultation and final monitoring reports show that the scheme is working well and meeting its objectives through its impacts on traffic volumes, traffic speeds, cycling levels and air quality, with no significant impacts on crime and anti-social behaviour (ASB) or emergency services response times.
- 3.3 As part of the Executive decision on the PFS programme, in June 2020 the council committed to undertaking a formal consultation around 12 months after the implementation of each trial scheme. The consultation took place between Tuesday 2 November 2021 and Tuesday 30 November 2021. The consultation included an online questionnaire to which 1225 responses were received. There were 6 public consultation events. Analysis of the results was published and is publicly available on the council's website.
- 3.4 A Decision report was signed off by the Corporate Director of Environment on 19 January 2022, which introduced filter changes and the Blue Badge exemption policy under permit 'CBE'. As of September 2022, 179 Blue Badge holders are exempt from the restrictions. The proposal also included moving the Elmore Street and Halliford Street filters and adding a new filter at Ecclesbourne Road to address the issues set out at paragraph 3.5 below.
- 3.5 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 which complicated business access for ED Elson Builders Merchants on the corner of Essex Road and Elmore Street. 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. A temporary arrangement was put in place to ensure that there would be no disruption to the operation of ED Elson however the situation was not considered viable mid and long term for the low traffic neighbourhood to operate successfully. As a result, two filters at Elmore Street and Halliford Street east of the junction with Ecclesbourne Road were relocated.
- 3.6 A new (camera enforced) filter was introduced at Ecclesbourne Road, south of the junction with Halliford Street.
- 3.7 No changes were made at the Shepperton Road, Henshall Street, Cleveland Road, Elmore Street, and 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.

- 3.8 Additionally, 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 was installed at the relevant camera-enforced traffic filters: Dove Road, Ockendon Road, Englefield Road, Downham Road, Ecclesbourne Road and Halliford Road. This allows eligible Blue Badge holders to access the LTN more easily.
- 3.9 The Blue Badge Exemption policy, introduced as part of the new ETO in January 2022, offers an exemption to Blue Badge holders who live inside a low traffic neighbourhood (LTN) in Islington (including properties on the LTN side of the boundary roads). The exemption only applies for the designated traffic filters within a single LTN. Blue Badge holders who have access to a single vehicle that is used for their transportation will be eligible. The vehicle could belong to the Blue Badge holder, or to a carer (who could be a friend or family member). The vehicle will be able to pass through the designated traffic filters, when the Blue Badge holder is in the vehicle, without receiving a penalty charge. This will help disabled people who rely on their vehicles for short local journeys.

4. Monitoring

- 4.1 Comprehensive and robust monitoring forms part of the PFS 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 the council to track how each scheme is performing: 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 considered here as part of the decision-making process on the Canonbury East LTN measures.

% change compared to July 2020 pre-LTN baseline	Interim (February 2021)	Pre-consultation (July 2021)	Final Check (July 2022)
	Feb-21	Jul-21	Jul-22
Traffic volumes (normalised) on internal roads	-78%	-80%	-85%
Average speeds on internal roads	-8.0%	-10.0%	-15.0%
Cycling volumes on internal roads	-28%	+48%	+79%
Traffic volumes (normalised) on boundary roads	-10%	0%	-3%

Table 2: Monitoring data from 2020-2022

- 4.2 Baseline data was collected before implementation of the LTN in July 2020 and again collected in February 2021 to produce an 'interim monitoring report'. Pre-consultation monitoring data was collected in July 2021 and final monitoring data for a 'final check' was collected in July 2022 to monitor the impact of filter changes and the Blue Badge Exemption. The highlight results can be seen in Table 2.
- 4.3 Additionally, the monitoring reports assessed the impact of the LTN on the response times of the London Fire Brigade and on anti-social behaviour and crime rates. The interim and pre-consultation reports found that there had been no significant impact on London Fire Brigade response times, or on anti-social behaviour and crime rates. The final monitoring report did not assess these impacts although no adverse reports were received.
- 4.4 Throughout the scheme, all monitoring reports assessed the impact of the LTN on the air quality, where data showed that overall changes in levels of NO₂ in Canonbury East were lower than the previous years at all sites where comparable data was available from 2019. This also reflected that average annual NO₂ levels in Canonbury East were within the annual objective level of 40µg/m³ at all sites.
- 4.5 The final monitoring or 'final check' report compares the July 2021 pre-consultation data with final data collected in July 2022. It showed that, in addition to the impacts already seen between pre-implementation and pre-consultation, the scheme is continuing to have the intended impacts. When comparing July 2021 pre-consultation data with final data collected in July 2022, the final monitoring shows that there has been a reduction of motorised traffic across internal roads (-12%) in line with through traffic restrictions, reducing levels of speeding on internal roads and increasing levels of cycling on internal roads (+28%). Overall changes in levels of NO₂ in Canonbury East reflect those in the borough more widely. The volume of vehicles on boundary roads saw a negligible change (-3%). On boundary roads, there was a negligible change in the proportion of vehicles speeding (-6%). Cycling has increased by 40% on boundary roads since July 2021.
- 4.6 There has been an increase on two internal roads: Downham Road (34%) and Rotherfield Street (a small 10%). This could be as a result of the Blue Badge exemption which further supports the council's approach of being limited in the number of exemptions granted so that the integrity of the scheme is preserved as a more wider approach to exemptions would lead to an even greater increase in traffic within the LTN.
- 4.7 The final monitoring report is available in Appendix 4 of this report.
- 4.8 In January 2022 and in order to accommodate the new Blue Badge exemption, changes were made at certain filters. To date, there are 179 Blue Badge holders who are in possession of the CBE permit.
- 4.9 Compliance data shows the difference in Penalty Charge Notices (PCNs) issued at each filter each month in 2022, compared to the annual 2021 average. The data shows that since the introduction of the Blue Badge exemption, at all but one traffic filter (Englefield

Road) there was an initial decrease in compliance in February 2022 after the Blue Badge exemption was introduced. This was due to the changes in the road layout after which the number of PCNs rose sharply as people adjusted to the changes, before evening out. The number and pattern of PCNs issued at filters suggests that removing the width restriction and changes at the filters has not led to an ongoing significant increase in vehicles passing through the filter.

4.10 The council has also worked with TfL to analyse bus journey times data. In general, most of the roads have not seen a significant disruption in bus journey times during traffic peaks. An exception to this is Essex Road which has shown increased journey times since the start of the LTN. It is not possible to separate the impact of this scheme from other traffic and transport changes in the wider area. Nonetheless, the council's transport strategy committed to working with TfL to improve bus reliability and achieve an increase in bus speeds. Therefore, the council will prioritise this road for bus priority schemes as set out in paragraph 6.7.

4.11 Table 3 highlights where there is evidence from the final monitoring results that the trial has achieved the objectives.

Policy	Scheme Objective	Evidence from monitoring data (comparing July 2020 to July 2022)
<p>Islington Transport Strategy</p> <p>Objective Three: Cleaner and greener. To contribute to the council's commitment to Islington becoming net zero carbon by 2030, to improve air quality, and protect and improve the environment by reducing all forms of transport pollution.</p> <p>Vision 2030: Creating a Net Zero Carbon Islington by 2030</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>Reduce motorised traffic and vehicle emissions across internal roads, aimed to improve air quality.</p>	<p>When comparing data from July 2020 with data from July 2022, motorised traffic volumes on internal roads have decreased by an average of -85%. The greatest decrease has been on Downham Road where there was a 96% decrease when comparing data from July 2020 and July 2022.</p> <p>Air quality data from within the Canonbury East area, shows that nitrogen dioxide levels reflect those in the borough more widely.</p> <p>NO2 levels are lower in 2021 at the two sites where data is available for 2019. Those sites are Balls Pond Road and Rotherfield School at Elizabeth Avenue.</p>
<p>Islington Transport Strategy</p> <p>Objective Three: Cleaner and greener. To contribute to the council's commitment to Islington becoming net zero carbon by 2030, to improve air quality, and protect and improve the environment by reducing all forms of transport pollution.</p>	<p>Reduce motorised traffic overall across internal and boundary roads.</p>	<p>When comparing data from July 2020 with data from July 2022, across the boundary roads, total volumes of motorised traffic show a negligible change (-3%).</p> <p>On average, motorised traffic volumes have changed on Essex Road East by -19%, on Southgate Road North by -19%, Canonbury Road by 6%, Southgate Road</p>

Policy	Scheme Objective	Evidence from monitoring data (comparing July 2020 to July 2022)
		South by 1%, Essex Road West by -2%, Baring Street by +5%, New North Road by 12% and Balls Pond Road by -4%.
<p>Islington Transport Strategy</p> <p>Objective One: Healthy. To encourage and enable residents to walk and cycle as a first choice for local travel.</p> <p>Vision 2030: Creating a Net Zero Carbon Islington by 2030</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>When comparing data from July 2020 with data from July 2022, cycling has increased by 79% on internal roads and by 44% on boundary roads.</p> <p>The greatest increase has been on Shepperton Road, from 221 to 573 cycling trips a day.</p>
<p>Islington Transport Strategy</p> <p>Objective Two: Safe. To work with the Mayor of London to 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.</p>	<p>Reduce road danger and the levels of speeding on internal roads</p>	<p>Across internal roads, average speeds have reduced by –15%.</p>

Table 3: Assessment of benefits

5. Consultation and Statutory Consultees

- 5.1 Throughout the scheme, 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. Ahead of the public consultation, 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.
- 5.2 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 14 October 2022, provided with designs of the LTN, 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.

5.3 Statutory consultees were notified about the council’s intention to make the traffic order permanent.

- The MPS stated that they have objections to the proposal.
- The LFB stated that they have no objections to the proposal.
- The London Ambulance Service expressed a preference for camera enforced closures and will provide any feedback if there are ambulance delays in relation to the Canonbury East LTN closure.
- A meeting was held with the TfL network performance officer group on 7 November 2022 to share monitoring results and to discuss the scheme being made permanent. Further to this meeting, the council will be exploring bus priority schemes on Essex Road see paragraph 6.7.
- No response was received from the NHS Blood and Transplant Service, the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Buses, Royal Mail, Emily Thornberry MP (Islington South), Sem Moema AM (GLA).

5.4 The council has received 3 objections to the ETO which began on 31 January 2022. The objection period closed on 31 July 2022. Appendix 5 presents a table with the objections’ themes and an officer response for each theme.

5.5 The table 4 below presents an assessment of the changes implemented since January 2022 by comparing it with the monitoring report and summary of findings.

Changes made in January 2022	Monitoring report and summary of findings	Commentary
Blue Badge Exemption	Unlike previous reports, which were aimed at determining the impact of the LTN scheme compared to the pre-implementation baseline, the purpose of the Final Report for the Canonbury East’s LTN scheme is to serve as a “ final check ” on the scheme roughly one-year on from the pre-consultation stage of data collection. The report looks to understand how the scheme is bedding in now with the implementation of the exemption policy for local Blue Badge holders and the changes made at filters, and how it is likely to affect long term transportation trends in the area.	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 a result, the council introduced a new exemption policy for Blue Badge holders which helps to mitigate against longer journey times or distances for eligible residents in January 2022. The Blue Badge exemption policy was amended, so that Blue Badge holders could

	<p>To date, there are 179 Blue Badge holders who are in possession of the CBE permit.</p>	<p>nominate a vehicle not registered at their address to receive their CBE permit; this meant that the CBE permit could be registered with a carer or friend who supports the disabled person.</p> <p>Monitoring data from the most recent traffic counts in July 2022 shows that whilst there have been some small increases in traffic volumes on specific roads, these tend to represent rebounds after large drops from the baseline – and that in general, the Blue Badge exemptions policy implemented between the pre-consultation and final counts has not materially impacted the scheme’s success.</p> <p>Overall, when comparing data from 2020 to the most recent data, the Canonbury East LTN is meeting its objectives</p>
<p>Changes at Ockendon and Englefield filters</p>	<p>At Ockendon Road and Englefield Road filters, the filter layouts were changed, and width restrictions were removed.</p> <p>Compliance data shows that since the introduction of the Blue Badge exemption, at Englefield Road there was an initial decrease in compliance in February 2022 after the Blue Badge exemption (due to the works going on to change the filter) after which the number of PCNs rose sharply as people adjusted to the changes before evening out. There has been a similar pattern at Ockendon Road.</p>	<p>The Compliance data collected at Ockendon Road and Englefield Road filters suggests that the Blue Badge exemption has not impacted the scheme’s success.</p>
<p>Changes at Halliford, Elmore and Ecclesbourne Road filters</p>	<p>On Elmore Street, there has been a 39% decrease in traffic volumes between the interim traffic counts in February 2021 and the counts taken in July 2022 as the council does not have pre-consultation data for this site.</p>	<p>The monitoring data suggests that the changes at those filters has not materially impacted the scheme’s success.</p>

	Monitoring data from Ecclesbourne Road shows that there has been a 60% decrease in traffic volumes since the pre-consultation counts were taken in June 2021.	
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Table 4: Assessment of changes

6. Developing a Liveable Neighbourhood for Canonbury East

- 6.1 While the intention of this report is to make the Canonbury East LTN permanent, this by no means suggests that there will be no further investment in the area.
- 6.2 It is the council's ambition to return to all LTN areas that are made permanent and implement wider public realm improvements that will make the areas liveable neighbourhoods.
- 6.3 To enhance the LTN and make it a Liveable Neighbourhood as well as in response to the consultation, the council will continue to explore more public realm improvements such as improvements to pavements as part of the people-friendly pavements programme and greening in collaboration with residents.
- 6.4 The People-friendly Pavements programme was launched in 2021 and aims to make Islington's pavements more accessible through introducing measures such as footway repaving, dropped kerbs, improved foliage maintenance, tactile paving and street clutter removal. Locations for improvements are identified by carrying out an audit of streets in each ward, liveable neighbourhood or existing low traffic neighbourhood. The council's ambition is to implement a series of people-friendly pavements improvements in all existing LTNs as well as future liveable neighbourhoods. The accessibility audit for Canonbury East has been commissioned and the report is awaited.
- 6.5 Greening will take place, for instance, through the Greener Together programme the council has committed to invest in greening initiatives at Cleveland Road, Elmore Street and Wilton Villas over the next two years.
- 6.6 The council will continue to address the issue of mopeds mounting the pavements to avoid camera enforcement through additional monitoring, enforcement and further education and engagement with offenders.
- 6.7 The council is committed to continue to work with TfL and the bus operators to implement measures to prioritise bus journeys particular on the boroughs' main roads and busy bus corridors. Monitoring data from TfL has shown an increase in average journey times on Essex Road over the past two years – the council will therefore work to

improve bus journey times on Essex Road by exploring prioritisation measures such as the removal or relocation of existing parking bays, additional double yellow lines, bus lane expansion, and bus lane time review. The council will begin the feasibility study for this project in financial year 23/24.

7. Implications

7.1 Financial Implications

7.1.1 Costs

- 7.1.1.1 The total cost to make the Canonbury East LTN permanent will be £450 which is the cost for the permanent traffic order advert.
- 7.1.1.2 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 LTN schemes for 2021/22 - 2023/24

7.1.2 Revenue

- 7.1.2.1 There is no loss of revenue anticipated with the making permanent of the Canonbury East LTN.
- 7.1.2.2 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 considered as part of the medium-term financial planning process.
- 7.1.2.3 The camera-enforced closures used in the Canonbury East LTN are anticipated to continue generating some enforcement income within the parking account.
- 7.1.2.4 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.

7.2 Legal Implications

- 7.2.1 The Council implemented the East Canonbury LTN using Experimental Traffic Orders (ETO's) made under Section 9 of the Road Traffic Regulation Act 1984 (the "1984 Act"). An experimental traffic order may not last longer than 18 months.
 - 7.2.1.1 In the exercise of its powers under the Road Traffic Regulation Act 1984, the council is required, under section 122 of the 1984 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:

- (a) The desirability of securing and maintaining reasonable access to premises;

(b) 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;

(bb)The impact on air quality both locally and in the surrounding areas;

(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 council to be relevant.

7.2.2 In balancing the considerations above, officers consider that the Canonbury East LTN should be made permanent for the following reasons:

7.2.2.1 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.

7.2.2.2 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.

7.2.2.3 The reduction of through-traffic in the Canonbury East LTN is expected to improve air quality on the local streets within the LTN – this assumption is supported by the final monitoring results. 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.

7.2.2.4 There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. Interim and pre-consultation 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.

7.2.3 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.
- 7.2.4 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 ...”
- 7.2.5 “Traffic” includes pedestrians.
- 7.2.6 Once an ETO is in place, any person may object to the making of the ETO becoming permanent within a period of six months beginning with the day on which the ETO comes into force or, if the ETO is 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. Objections received must be considered before any permanent order is made.
- 7.2.7 The Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996 set out the procedures for making an ETO permanent.
- 7.2.8 These functions are functions within section 149(1) of the Equality Act 2010 attracting the duty to have “due regard” to the need to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 7.2.9 This is dealt with in the Equalities Impact Assessment (Appendix 4) and this assessment is summarised below in section 9.4.
- 7.2.10 Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property, Article 2, right to education and Article 8, right to respect for private and family life.
- 7.2.11 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.

- 7.2.12 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.
- 7.2.13 In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. 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.
- 7.2.14 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.

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

- 7.3.1 Continuing the Canonbury East LTN as a permanent scheme and making active travel (including cycling) the easiest option are identified actions in the council's Vision 2030: Creating a Net Zero Carbon Islington by 2030. The intention behind the 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 walk and 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.
- 7.3.2 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, including by other measures such as ULEZ.
- 7.3.3 Making the Canonbury East LTN permanent will have some direct environmental impacts as leaflets will need to be printed and distributed to residents to make them aware of the scheme becoming permanent. As no changes are planned to the LTN, there will not be any environmental impact from road works.
- 7.3.4 The impact on local emissions depended on whether the Blue Badge exemption would have led to an increase in the number of trips by exempted residents. The final

monitoring results suggested the exemption has not had a significant impact on the LTN.

7.4 Equalities Impact Assessment

7.4.1 The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.

7.4.2 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.

7.4.3 Positive impacts of whole scheme

7.4.3.1 By becoming permanent, 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 have also reduced the negative impacts of traffic, improved air quality, and reduced injuries from road traffic collisions. The measures also contribute to the council's response to climate change by reducing emissions, adapting our streets to be more resilient to urban heat through greening, which can benefit older people, as well as those living in flats.

7.4.3.2 People who are Blue Badge holders who live within the Canonbury East LTN and have access to a vehicle registered to their home address are benefitting from the proposed exemptions at designated camera-enforced filters in the LTN where they reside. The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.

7.4.3.3 Children who have disabilities or mobility impairments may benefit from the Blue Badge exemption policy, if their carers live with them inside the 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 the monitoring reports, means less congestion for exempt vehicles.

7.4.4 Negative impacts of whole scheme

7.4.4.1 It is the purpose of the EQIA (Appendix 3) 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.

- 7.4.4.2 People with disabilities who rely on taxis and PHVs, who are not eligible for the Blue Badge exemption and doctors are not benefitting from the existing exemption policy. However, the Blue Badge exemption has been expanded to allow a Blue Badge holder to nominate a vehicle to receive the exemption on their behalf; this could be a carer, neighbour or family member that supports them in their day-to-day.
- 7.4.4.3 The council is developing an individual exemption policy for those who are currently not covered by the Blue Badge exemption policy.
- 7.4.5 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.

8. Conclusion and reasons for recommendations

- 8.1 **Summary** In summary, Table 4 shows the ways in which the Canonbury East LTN scheme is working well and 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 6 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. 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 has proposed and implemented significant changes to the traffic orders and operation of the LTN to mitigate these impacts. Table 5 shows an assessment of the impact of the changes made in January 2022. The monitoring data suggests that the changes at those filters have not materially impacted the scheme's success.
- 8.2 The continuation permanently of the scheme is recommended because there is clear evidence that the scheme is meeting its overall objectives as supported by monitoring and consultation results, and that potential negative impacts emerging from the objections are either not supported by monitoring data, are unrelated to the LTN, or have been mitigated through adjustments to the scheme.
- 8.3 **Recommendation.** The Corporate Director of Environment is asked to agree the proposal set out in this report and to make the Canonbury East LTN trial permanent.
- 8.4 In making this decision, the Corporate Director of Environment needs to assess if the trial has largely achieved the objectives of the LTN and balance those benefits with the potential disadvantages that could be caused by making the scheme permanent with the Blue Badge exemptions in place. To assess this the monitoring data and objections received for the scheme are discussed below.

- 8.5 **Assessment of benefits.** The Canonbury East LTN aimed to encourage local people to walk and cycle in their neighbourhoods and to reduce motorised vehicle use. 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, people with impaired mobility and other vulnerable groups. These aims are supportive of the council's net zero carbon and the council's ambition of creating a more equal Islington for all. Table 4 highlights where there is clear evidence from the monitoring data and consultation results that the trial has achieved the objectives.
- 8.6 **Assessment of changes.** The council committed to duly consider all feedback and objections received on the schemes and also monitor potential negative impacts of the scheme. In Table 5 the main changes to the scheme since January 2022 are put into context alongside the monitoring data gathered during the trial, and the objectives of the scheme.
- 8.7 In conclusion, the Corporate Director of Environment is asked to agree to make the Canonbury East LTN trial a permanent scheme.

Signed by: Keith Townsend



Title: Corporate Director of Environment

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9. Appendices

Appendix 1 – Location map of Canonbury East LTN

Appendix 2 – Leaflet sent to residents

Appendix 3 – Equalities Impact Assessment

Appendix 4 – Final monitoring report

Appendix 5 – Objections table