

Appendix 8 – Assessment of Benefits and Disadvantages

Table 1: Assessment of Benefits

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
<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>Reduce motorised traffic and vehicle emissions across internal roads, aimed to improve air quality.</p>	<p>Overall, motorised traffic volumes on internal roads have decreased by an average of 41%. The greatest percentage decrease has been on Braes Street where there was a 91% decrease.</p> <p>Air quality data from within the St Mary's Church LTN area shows that changes in nitrogen dioxide levels reflect those in the borough more widely.</p>	<p>In the St Mary's Church trial feedback surveys, in answer to the question "What do you like about the trial?" the most common 'liked' aspects were:</p> <ul style="list-style-type: none"> • Reduces through traffic (15%) • Reduces air pollution (12%) • Makes the area more pleasant (10%) and makes it safer to cross the road (10%) <p>In the consultation:</p> <p>41% of respondents stated there is less noise from traffic since the introduction of the St Mary's Church LTN trial. 30% said there was more motor traffic.</p> <p>38% of respondents said the air was cleaner. 23% disagreed with that statement.</p>

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
<p>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking, cycling and public transportation.</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>Across the boundary roads of the St Mary's Church LTN total volumes of motorised traffic show a decrease (-12%) while on internal roads, traffic has decreased by 41% overall.</p> <p>The greatest decreases were on Upper Street at two different count locations, 27% (near Canonbury Lane) and 25% (near Barnsbury Street). Canonbury Road (northern site) saw a decrease of 10%, Essex</p>	<p>In the St Mary's Church consultation:</p> <p>'Concern that the LTN increases vehicle traffic on main/boundary roads' was the single most frequently occurring code which came out of the open question in the consultation survey.</p> <p>This concern was monitored through data collection in November 2021 and January 2023 and is not borne out according to the data collected.</p> <p>64% of respondents to the consultation survey who live in the LTN and on the boundary roads said that there is less motor traffic on their street since the trial began (23% say more traffic, and 12% say no change). Of those who live</p>

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
		<p>Road (east site) decreased by 13% while Canonbury Road (southern site) increased negligibly (5%), and Essex Road (western site) decreased by 4%.</p>	<p>outside of the LTN, 23% noted a decrease in traffic and 36% said there had been more traffic since the trial began. 26% noted no change – this feedback complements the monitoring data to show that many people have noticed an observable decrease in traffic in the LTN.</p>
<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>Increase levels of walking and cycling across internal roads.</p>	<p>Individual monitoring sites all showed decreases in cycle volumes with the exception of Cross Street (East) where cycle volumes increased by 21%. It is notable that the most recent monitoring data was collected in January 2023, so seasonal impacts of colder temperatures and shorter daylight hours may be a factor.</p>	<p>In the St Mary's Church consultation:</p> <p>35% of respondents stated that they are walking and cycling more to local shops and businesses. 15% disagreed with that statement.</p> <p>44% of respondents felt that it was easier to cross the street since the introduction of the scheme. 19% disagreed with that statement.</p> <p>27% of respondents say they are more likely to walk or cycle for short trips instead of driving. 14% are less likely.</p>

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
<p>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking, cycling and public transportation.</p>		<p>It is worth noting that the change in cycle volumes on boundary roads (where cycle data was collected) amounted to less than 100 cyclists per day.</p>	<p>37% of respondents said it is easier to get in and out of the St Mary's Church area by walking and cycling. 18% said it is less easy.</p> <p>39% of respondents said it is easier for them to make the trips they need to make by walking and cycling. 21% said it is less easy.</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 decreased by 7%.</p> <p>Across internal roads, the number of vehicles speeding has decreased by 8%.</p>	<p>In the St Mary's Church consultation:</p> <p>41% of respondents felt there was less speeding from traffic. 21% disagreed with that statement</p> <p>39% of respondents felt safer using the street during the day. 26% felt less safe using the street during the day.</p> <p>However, 33% of respondents felt safer using the street at night, whereas 37% felt less safe using the street at night. This is discussed further in Table 5 below.</p>

Table 1: Assessment of Disadvantages

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
<p>Increase of traffic on main / boundary roads/concern that the LTN has displaced traffic elsewhere</p>	<p>Across the boundary roads of the St Mary's Church LTN, total volumes of motorised traffic show an overall decrease (-12%).</p> <p>Daily average, motorised traffic volumes have changed on Upper Street (near Barnsbury Street): -25%, Upper Street (near Canonbury Lane): -27%, Essex Road (eastern site): -13%, Essex Road (western site): -4%, Canonbury Road (northern site): 10%, and Canonbury Road (southern site): 5%.</p>	<p>An increase in boundary road traffic was the most prominent negative feedback about the St Mary's Church scheme in the consultation questionnaire.</p> <p>However, the pre-consultation monitoring data suggests that overall, when considering all boundary roads, there was an overall change (-12%) in traffic volumes across all boundary roads. In addition, no boundary road count sites saw significant increases in traffic volumes. The overall figures consider traffic throughout the day, and where there is variation in traffic volumes at different times. A significant change is defined as an increase of more than 10% as traffic flows fluctuate by up to 10% on a daily basis.</p> <p>67% of Islington households do not have access to their own motor vehicle (Census 2021). Lower-income households are less likely to have access to private cars and tend to be more represented amongst bus passengers. This means that any displacement of traffic onto main roads which affects bus journey times could disproportionately impact people on lower incomes.</p> <p>Bus journey times</p> <p>Bus journey times on Upper Street saw sharp increases following the Covid-19 pandemic and particularly in the spring of 2021. Following the introduction of the St Mary's Church scheme, bus journey times have remained</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>higher than pre-covid averages but there is no clear change in speeds before and after scheme introduction. The council is working with TfL to monitor a recent increase in bus journey times seen in January 2023.</p> <p>Bus journey times on Essex Road were typically around 4.5 minutes/km prior to Covid-19, speeding up during the height of the pandemic then slowing down for much of 2021. As with Upper Street, bus journey times following the implementation of the scheme have remained higher than pre-COVID but there is no clear direct impact from the scheme itself. As outlined in the council's transport strategy, the council is committed to working with Transport for London to improve bus reliability and achieve an increase in bus speeds. The council is looking to improve bus journey times on Essex Road by exploring bus prioritisation measures.</p> <p>Bus journey times on Canonbury Road, from the last quarter of 2021 to present, have remained largely at (or most recently, below) pre-COVID 2019 levels with the exception of one anomalous week in July 2022.</p> <p>Despite feedback received during the trial and the consultation that congestion had increased on main roads as a result of the scheme, this is not borne out by the results of the monitoring.</p> <p>It is acknowledged that the St Mary's Church LTN includes two west—east through routes (Canonbury Lane/ Canonbury Square) and Gaskin Street (one-way). There has been a</p>

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		<p>significant increase in volume traffic on Canonbury Lane (35%, normalised) and Canonbury Square (57% normalised) although it should be noted that this amounts to an increase of 1,907 and 1,266 vehicles a day (daily averages).</p> <p>The council will continue to monitor the traffic volumes at these locations. Neighbouring areas to the west of the St Mary's Church area currently permit east-west through movements which may contribute to the flows on Canonbury Lane/Square. Future PFS measures in neighbouring areas to the west of Upper Street, if implemented, may reduce the flow of east-west traffic which may benefit these streets by reducing cut through traffic.</p> <p>Traffic volumes on Gaskin Street experienced only a negligible increase in traffic flows by 6% (observed) and 5% (normalised) between November 2021 and January 2023. As traffic flows fluctuate daily, changes within -10% to +10% are considered insignificant.</p>
Inconvenience to car drivers / longer journeys	No evidence collected for monitoring report	<p>Although no specific data was collected measuring journey times in the area, analysis shows that the longer the journey, the smaller the proportional increase in time or distance for the whole journey. This means that the greatest inconvenience is caused to people choosing to make the shortest trips.</p> <p>As one of the aims of the PFS programme is to encourage and enable people to switch short</p>

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		<p>local trips from driving to active means, some measure of inconvenience for short motor trips can be seen as a necessary part of the scheme to allow that modal shift to happen and reduce the overall number of car trips. Objective One of the Islington Transport Strategy is “To encourage and enable residents to walk and cycle as a first choice for local travel” and walking and cycling can be made a more attractive choice by making them as easy (or easier) than driving for short trips, and by reducing the threat of road danger.</p> <p>In the St Mary’s Church consultation, 21% of respondents from car-owning households said they were now driving less for shorter or local journeys. Overall, 27% of respondents say they walk or cycle more to local shops and businesses since the introduction of the LTN. It is worth noting that 43% of the respondents to the consultation reported that the cost of taxis and private hire vehicles had increased.</p> <p>The council implemented ‘Home’ LTN exemptions for Blue Badge holders from the outset of the St Mary’s Church LTN to address the inconvenience of longer car journeys for disabled people as a result of the LTN. This is addressed later in this section.</p>
<p>Concern that the LTN has increased air pollution levels and impacted the health of residents</p>	<p>Inconclusive.</p>	<p>23% of consultation respondents felt that the scheme reduced or did not improve air quality, in comparison to 38% who felt the opposite way.</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>However, there are notable differences of opinion when comparing responses from those who own a vehicle and those who do not, on whether the air felt cleaner since the trial schemes were introduced.</p> <p>66% of respondents who do not own a motor vehicle said that the air was cleaner, compared to 33% of respondents who own a car or van.</p> <p>Neither conclusion regarding changes in air quality can be confirmed based on the monitoring data gathered so far. NO₂ levels in St Mary's Church have been lower than the annual objective level of 40µg/m³ at almost all monitoring sites post implementation, (two monitoring count sites out of 16 showed average levels of 41µg/m³ (Canonbury Road) and 42µg/m³ (Essex Road).</p> <p>Changes in levels of NO₂ in and around the St Mary's Church LTN is consistent with those more widely in the borough where data is available for 2019. The council will continue to monitor NO₂ levels at locations that exceed the annual objective levels.</p> <p>Annual average levels of NO₂ across the St Mary's Church scheme since people-friendly streets started are, on average, higher than the previous year at internal and boundary road sites where data is available from 2021. However, these changes reflect those in the borough more widely (across boundary and internal road sites), meaning that annual average increases in levels of NO₂ across the St Marys Church trial are since the scheme became operational in February 2022 are</p>

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		<p>consistent with increases for borough-wide averages.</p> <p>These results are based on a limited number of data points and over a relatively short time period, and so will need longer term analysis and comparison to wider borough trends. There are only eight months of 'after' data since the scheme was introduced and in the case of new monitoring sites, there is limited baseline data available to compare this to. It should be noted that results for 2022 are provisional, and for part of the year only.</p> <p>The results generally suggest that the scheme has not had a significant impact on air quality to date, and that air quality across both the borough and the St Mary's Church PFS area.</p>
Emergency services response times	No significant impact.	<p>Given the extent of variables that affect response times, the differences between the 2019 baseline and following periods are considered limited by the LFB and the council. As such, it is the view of the LFB and the council that the St Mary's Church LTN has not significantly impacted this emergency service's attendance times. The council will continue to monitor this indicator.</p> <p>There have also been no reported delays to the London Ambulance Service.</p>
Increase in crime or anti-social behaviour	No significant impact.	Potential negative impacts identified in feedback for the LTN included: 5% of

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>respondents expressed concerns that the LTNs have reduced safety in the area.</p> <p>Analysis shows anti-social behaviour and crime patterns in the area are in line with patterns across the borough overall, suggesting the St Mary's Church trial scheme has not had an impact on anti-social behaviour and crime patterns. Crime is very much dependent on the local area.</p> <p>The St Mary's Church scheme area shows a cumulative reduction of internal motor traffic volumes (down by 41%). People driving in vehicles would be moving faster through the area and would be less observant of people walking, so could be less likely to stop. Walking levels were not monitored, but if these have increased as indicated by responses showing that residents walk or cycle more for local/shorter journeys, then there would be an increased presence of people on the streets, increasing passive surveillance. The council has not been able to find evidence that a higher presence of motor vehicles in an area reduces crime rates (discounting the crimes which can be attributed to the drivers themselves, such as speeding and dangerous driving). A study by Anna Goodman and Rachel Aldred (2021) examined the relationship between LTNs and street crime over a 7-year period after the implementation of LTNs in Waltham Forest, based on police data. The report found that the introduction of an LTN was associated with a 10% decrease in street crime, and this effect increased with a longer duration since implementation (18% decrease after 3 years). An even larger reduction was observed for violence and sexual offences, the most serious subcategory of crime. The only subcategory of crime that</p>

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		<p>increased significantly was bicycle removal, plausibly largely reflecting increased cycling levels. There was no indication of displacement of any crime subcategory into adjacent areas.</p> <p>The St Mary's Church consultations asked a specific set of questions on how subjective safety (how safe people feel when using the streets) has changed since the implementation of the LTN.</p> <p>33% said they feel safer using the street at night (compared to 37% who feel less safe and 25% who noticed no change). 39% said they feel safer using the street during the day (compared to 26% who feel less safe and 32% who noticed no change).</p> <p>However, a notable difference in opinion emerges when separating responses by those who own a motor-vehicle and those who do not.</p> <p>Respondents who own a motor vehicle felt less safe using the streets at night (50% compared to 12% of those who do not own a car or van) and during the day (33% compared to 13% of those who do not own a car or van).</p> <p>This data suggests that differing modes of transport influence individual perceptions of safety.</p>

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		<p>Nonetheless, while monitoring statistics shows that the implementation of the St Mary's Church LTN has not increased crime rates, individual feelings of safety and security when travelling through Islington are subjective, and personal to each person's experiences and situation – the council recognises that women in particular might experience feelings of insecurity. The council has taken note of these comments and is investigating actions it can take to improve the public realm in ways which could deter the potential for crime, and to make areas feel safer. These public realm improvements could include improving sightlines for people walking and introducing new or improved public lighting. In regard to increased lighting, it is worth noting that 30% of respondents to the consultation questionnaire, selected 'lighting' as high priority for improvements to the LTN.</p> <p>In addition, the council is committed to working with its Community Safety Team and the Metropolitan Police to make Islington's streets safer.</p>
Dislike for the scheme/LTN is unnecessary/inconvenient	Not able to be monitored.	<p>One common objection to the St Mary's Church trial was a that the scheme is unnecessary or inconvenient.</p> <p>The delivery of a PFS area in St. Mary's Church directly aligns with Policy 1A of the Islington Transport Strategy: "The council will reduce barriers to walking, cycling and outdoor play and relaxation by creating people-friendly streets in local neighbourhoods. Through traffic will be reduced to ensure local neighbourhoods</p>

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		<p>are more enjoyable places to live, walk or cycle through.” It also contributes to the delivery of a Fairer Islington by making it easier and safer for people to travel on foot, by bicycle and public transport; supporting people to live healthier lives; supporting local shops, markets, and businesses; and enabling residents to remain socially active and connected to their community</p> <p>The commitment to deliver the St Mary’s Church LTN and to take a similar approach to implementation as with the previous six LTNs was subsequently reinforced in the October 2021 PFS Executive paper, which approved the continuation of the PFS programme.</p> <p>The PFS programme contributes to Islington’s long-term plan to transform the borough and progress against wider council ambitions related to public health, road danger reduction, clean air and addressing climate change.</p>
Impact on elderly/disabled people	Mitigated through Blue Badge exemption, Individual exemption policy, and people-friendly pavements. Considered in the EqIA (programme-wide and	<p>LTNs aim to help improve access to walking and cycling for all, including older people and people with disabilities. The EqIA identifies potential benefits for people who use walking aids, wheelchairs or mobility scooters of quieter, safer and more enjoyable streets with lower amounts of traffic, and fewer drivers using local roads for quick short-cuts.</p> <p>The council recognises some disabled people may rely on motor vehicles for their journeys and that the LTN could be resulting in longer journey times for them, having an impact on</p>

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	individual scheme)	<p>their lives. The automatic exemption introduced for Blue Badge holders living in the LTN from the outset has helped to mitigate against longer journey times or distances for eligible residents.</p> <p>In January 2022 the council introduced the Individual exemption policy which assesses applications for exemption on a case-by-case basis and grants borough wide exemptions for individuals who meet the eligibility criteria (demonstrated with evidence. Currently 45 Individual exemption permits have been issued.</p> <p>It is important to note that people may have a range of disabilities, some of which affect mobility, some of which are affected by other people’s mobility choices. Not all disabled people experience the same barriers to active travel or the same transport needs. The TfL report ‘Understanding our diverse communities’, from 2019, shows that walking (which includes travelling with a mobility aid and wheelchair), is the mode of transport disabled people use the most (81% walk at least once a week). Transport for All, a disabled-led group who campaign for access to transport and Streetspace across the UK produced a report on LTNs called ‘Pave the Way’. This balanced report shows that LTNs are supported by some disabled people, and that LTNs can bring benefits to disabled people including “easier or more pleasant journeys; an increase in independence; a decrease in traffic danger and benefits to physical and mental health” (p.6 of report).</p>

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I wasn't asked for my views before the trial started	Not able to be monitored	<p>One common objection to the St Mary's Church LTN was a "lack of early consultation". The provisions of the ETO process do not require public consultation prior to the start of the trial, although the council did in fact engage with the public before implementing low traffic neighbourhoods. As the last LTN to be implemented under Phase 1 of the people-friendly streets programme, the St Mary's Church LTN incorporated 'best practices' learned from previous LTN consultation and engagement activities.</p> <p>Although there was no consultation prior to implementing the St Mary's Church trial, the council stated from the outset that the trial would be assessed by both monitoring and a full public consultation by the end of the 18-month period. The consultation has now taken place and is discussed at length in this report, and in separate reports provided as appendices.</p>
Inconvenience to car drivers / longer journeys	No evidence collected for monitoring report	<p>Although no specific data was collected measuring journey times in the area, analysis shows that the longer the journey, the smaller the proportional increase in time or distance for the whole journey. This means that the greatest inconvenience is caused to people choosing to make the shortest trips.</p> <p>As one of the aims of the PFS programme is to encourage and enable people to switch short local trips from driving to active means, some measure of inconvenience for short motor trips can be seen as a necessary part of the scheme to allow that modal shift to happen and reduce the overall number of car trips. Objective One of the Islington Transport</p>

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		<p>Strategy is “To encourage and enable residents to walk and cycle as a first choice for local travel” and walking and cycling can be made a more attractive choice by making them as easy (or easier) than driving for short trips, and by reducing the threat of road danger.</p> <p>In the St Mary’s Church consultation, 21% of respondents from car-owning households said they were now driving less for shorter or local journeys. Overall, 27% of respondents say they walk or cycle more to local shops and businesses since the introduction of the LTN. It is worth noting that 43% of the respondents to the consultation reported that the cost of taxis and private hire vehicles had increased.</p> <p>The council implemented ‘Home’ LTN exemptions for Blue Badge holders from the outset of the St Mary’s Church LTN to address the inconvenience of longer car journeys for disabled people as a result of the LTN. This is addressed later in this section.</p>