

# Delegated decision report of: Corporate Director of Environment and Regeneration

Officer Delegated Decision

Date: 22 October 2020

Ward(s): Clerkenwell



Subject: Clerkenwell Green Low-Traffic  
Neighbourhood, People-Friendly Streets  
Scheme

# 1. Summary

- 1.1. A Low Traffic Neighbourhood (LTN) is to be delivered under the People-friendly streets (PFS) programme in the Clerkenwell Green area, to be initiated in early September 2020 under an Experimental Traffic Order (ETO) as part of Islington's response to the public health emergency. This report sets out the revised proposals for the area, the cost of the proposals, and details of the forthcoming ETO.
- 1.2. On 17 August 2020, the council's Corporate Director of Environment and Regeneration took the decision to proceed with the Clerkenwell Green people-friendly streets Low Traffic Neighbourhood. Subsequently, and in response to advice provided in a road safety audit, an additional restriction of 'no motor vehicles except for local buses and access' will be implemented on the southbound lane of Corporation Row between Woodbridge Street and Skinner Street. Also, the existing 'bus and cycle only' camera enforced restrictions on Corporation Row at its junctions with Clerkenwell Close and Woodbridge Street, will be replaced with 'no motor vehicles except local buses' restrictions. Access for the 812 bus will not change, but the change is being made in line with the latest legal advice. Consequently, the previous Experimental Traffic Order advertised on 28 August 2020 will be suspended, and a new revised Experimental Traffic Order has been prepared and will be advertised by 6 November 2020. These changes require a new decision as set out in this report.
- 1.3. A public space scheme was previously developed and consulted on for Clerkenwell Green, which aimed to transform Clerkenwell Green into a high-quality public space by providing more space for people to meet and gather by reducing road space and removing parking. This garnered an 82% approval rate for the measures according to the public consultation in September 2017. This scheme was not delivered due to a lack of funding, but the measures developed as part of this scheme have informed the development of measures for the Clerkenwell Green LTN.
- 1.4. The Clerkenwell Green LTN, as part of the part of PFS, incorporates one of the traffic management measures included in the Clerkenwell Green public space scheme, as well as two additional measures.
- 1.5. The implementation of the LTN at Clerkenwell Green will support the Council's objective of achieving net zero carbon emissions in Islington by 2030. It will also contribute to the delivery of a Fairer Islington by: making it easier and safer for people to travel on foot, by bicycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.

## 2. Decision

2.1. To note that the Council's Executive, at its meeting on 18 June 2020, delegated authority to the Corporate Director of Environment and Regeneration, in consultation with the Executive Member for Environment and Transport, to finalise and implement the PFS, taking into account the consultation responses.

2.2. To approve the LTN proposals for the Clerkenwell Green area by:

- Suspending the relevant provisions of the previous Experimental Traffic Order for the Clerkenwell Green Low Traffic Neighbourhood advertised on 28 August 2020.
- Continuing the suspension of the Traffic Management Orders that previously enforced existing access to motorised traffic on Clerkenwell Green outside numbers 9 to 14a, Sans Walk west of St. James' Walk, and Corporation Row.
- Making new Experimental Traffic Orders to prohibit motor vehicle access at Clerkenwell Green outside numbers 9 to 14a, Sans Walk west of St. James' Walk, and Corporation Row (except local buses), and Corporation Row, the southbound length fronting Nos. 45 to 49 Skinner Street, between its junctions with Skinner Street and Woodbridge Street (except local buses and for access).

2.3. To note that a public consultation will be undertaken approximately 12 months after the initial Experimental Traffic Orders were issued. This consultation will inform a final decision on whether or not to make these changes permanent at the end of the 18-month trial period. The council advertised the initial Experimental Traffic Orders for the Clerkenwell Green Low Traffic Neighbourhood on 28 August 2020.

## 3. Background

3.1. On 18 June 2020, the Council's Executive approved the introduction of a borough-wide PFS programme as part of Islington's transport response to the Covid-19 public health emergency. The Clerkenwell Green LTN is the fourth LTN initiative being delivered as part of this programme.

3.2. People-friendly streets will:

- make it easier, safer and more pleasant to walk and cycle on Islington's streets as part of everyday life;
- ensure that the borough's streets are healthier and greener for all; and
- make it easier to practice social distancing now and in the future.

3.3. In May 2020, the Secretary of State for Transport published updated statutory guidance in response to Covid-19. The Council is required to have regard to that guidance in carrying out its statutory network management duties. The Guidance states that:

*“Local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart”.*

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

3.5. Clerkenwell Green is an historic neighbourhood contained within the Clerkenwell ward of Islington. It is a residential area, but is also home to numerous businesses, including pubs, cafés and restaurants. Just to the north of the Green is St. James’ Church and Garden, and slightly further north is Spa Fields.

3.6. The PFS measures in this report will enable social distancing to take place as activity returns to Islington’s streets, shops, markets, businesses and schools. The measures will also encourage local people to walk and cycle in their neighbourhoods, and to and from school. The environmental impacts of traffic will be reduced, particularly in local residential neighbourhoods, and in and around schools. This will result in a safer, cleaner and healthier environment for local people particularly older people, children, younger people, people with impaired mobility and other vulnerable groups. The proposals are supportive of the Council’s net zero carbon and Fairer Islington priorities.

3.7. The initial Clerkenwell Green PFS scheme was delivered in the week commencing 7 September 2020, under an ETO. Although a scheme was consulted on in 2017, including one of the measures proposed here, there are additional road closures included in this scheme that were not included in the original public consultation.

3.8. The Council is working with Transport for London (TfL) to seek to relocate the two existing bus stands from the west of Clerkenwell Green on the approach to Farringdon Lane. Currently the routes 40, 55, 63, and 243 use these stands before beginning new journeys, and either enter or exit through Clerkenwell Green. Removing the stands from Clerkenwell Green would remove bus movements from the Green. The removal of stands would also allow a further traffic filter to be implemented at the junction of Clerkenwell Road and Clerkenwell Green, thus providing a more substantial pedestrian space in the southern section of Clerkenwell Green. While this cannot be delivered as part of this proposal, the Council will continue to seek the relocation of the bus stands.

3.9. A public space scheme was previously developed and consulted on for Clerkenwell Green, which aimed to transform Clerkenwell Green into a high-quality public space by providing more space for people to meet and gather by reducing road space and removing parking. This garnered an 82% approval rate for the measures according to the public consultation in September 2017. This scheme was not delivered due to a lack of funding, but the

measures developed as part of this scheme have informed the development of measures for the Clerkenwell Green LTN.

- 3.10. The PFS scheme will reduce through traffic in historic Clerkenwell Green, providing the traffic management (restrictions to traffic movement) required as part of the public space improvements to be delivered at a later stage.

## 4. Proposals

- 4.1. The Council has developed designs for the Clerkenwell Green area to create an LTN and adhere to the Healthy Streets principles. Thus, the current proposals look to remove through traffic, improve walking and cycling conditions, and create a more pleasant environment for people to utilise local businesses.
- 4.2. It is proposed to introduce traffic filters on three roads in the Clerkenwell Green area. The design maintains access for the emergency services (see point 6.5), and access for the 812 Plus Bus route, although direct motor vehicle access will not be permitted on Clerkenwell Green between numbers 9 and 17a, and at Sans Walk between St. James' Walk and Scotswood Street. The proposals are listed below (proposals 1 and 2 have already been installed and will not change under the new ETO) (also see Figure 1):
- 1) Bollard enforced traffic filter at Clerkenwell Green where it connects to Aylesbury Street; relocation of approximately five shared-use parking spaces (between no. 8 and no. 14a Clerkenwell Green) to Clerkenwell Close (between no.8 and no.19-21). The section of road between these property numbers 9 and 14a Clerkenwell Green will not be open to general traffic.
  - 2) Bollard enforced traffic filter at Sans Walk, west of St. James' Walk. This section of Sans Walk will not be open to general traffic.
  - 3) Camera enforced 'no motor vehicles except local buses' filter at Corporation Row at the junction with Clerkenwell Close, maintaining access for the 812 bus route.
  - 4) Camera enforced 'no motor vehicles except local buses' filter at Corporation Row, at the junction with Woodbridge Street, maintaining access for the 812 bus route; a sign-only 'no motor vehicles restriction, except for local buses and for access' on Corporation Row, the southbound length fronting Nos. 45 to 49 Skinner Street, between its junctions with Skinner Street and Woodbridge Street.

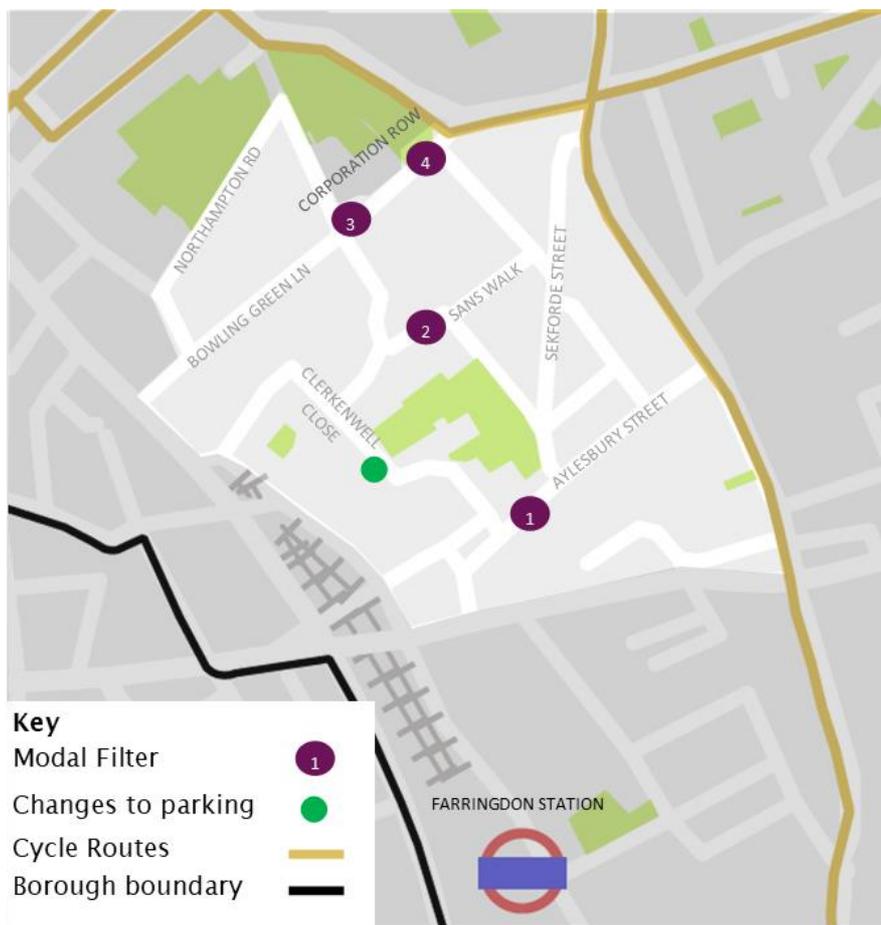


Figure 1: Map of PFS interventions in Clerkenwell Green

4.3. As such, the provisional signage for the proposals is as follows:

### Closure of Clerkenwell Green where it connects to Aylesbury Street (west of no. 8 Clerkenwell Green)

- 'No Entry except cycles' at both sides of closure to general traffic, between numbers 9 and 14a Clerkenwell Road
- 'No Through Route Ahead except cycles' westbound on Aylesbury Street at junction with Sekforde Street

### Closure of Sans Walk, west of St. James' Walk

- 'No Left Turn except cycles' on St. James' Walk northbound approach to junction with Sans Walk
- 'No Entry except cycles' at entry to Sans Walk from St. James' Walk

- Retain existing 'No Entry' signs at west end of Sans Walk

## Camera enforced closure of both ends of Corporation Row, maintaining access for the 812 bus route

- 'No Right Turn except local buses and cycles' northbound on Clerkenwell Close in advance of junction with Corporation Row.
- 'No Left Turn except local buses and cycles' southbound on Clerkenwell Close in advance of junction with Corporation Row.
- 'No motor vehicles except local buses' at entrance to Corporation Row at Woodbridge Street and Clerkenwell Close ends.
- 'No motor vehicles except local buses and for access' at Skinner Street junction with Skinner Street (outside property no. 45 Skinner Street).
- 'Camera enforcement' signs in advance of entrance to Corporation row at Skinner Street and Clerkenwell Close ends.
- 'No Left Turn except cycles' northwest-bound on Woodbridge Street in advance of junction with Corporation Row.
- 'No Through Route via Corporation Row' signs on Skinner Street eastbound and westbound on approach to junction with Corporation Row

4.4. As part of the scheme delivered in the week commencing 7 September 2020, the following changes were made to parking at the closure where Clerkenwell Road meets Aylesbury Street. The changes to parking are set out below:

Road name	Location	Total P&D suspension	Total Residents' Permit suspension
Clerkenwell Green connection to Aylesbury Road	Between point closures	27 metres/5 bays (shared-use)	27 metres/5 bays (shared-use)

4.5. In order to re-provide pay and display parking to off-set the loss at Clerkenwell Green, the existing permit holder bays at Clerkenwell Close, outside numbers 15 to 19-21, have been converted to shared-use, as set out in the previous decision report seen by ERLT on 17 August 2020.

## 5. Bus Stand Relocation and TfL Involvement

- 5.1. Previously, an additional traffic filter was proposed to be included at the junction of Clerkenwell Green and Clerkenwell Road. This filter would have required buses to take a different route to access and exit bus stands currently located in the west section of Clerkenwell Green, including turning around on the Green itself.
- 5.2. The proposal to allow buses to turn in Clerkenwell Green raised concerns, and it has been decided to postpone the implementation of the abovementioned closure for this phase of work.
- 5.3. Work had been carried out in 2017 as part of the development of the public space designs for the Green to determine the best arrangement for relocating the bus stands, without losing parking bays. This work has been shared with TfL to progress and deliver the scheme. Once this has been implemented the junction of Clerkenwell Green and Clerkenwell Road can be closed as planned, creating a pedestrian space to the south of the Green.
- 5.4. It is being investigated whether the bus stand relocation will require a separate consultation, or whether it can be carried out under an ETO. In either case, it will be subject to a separate decision.

## 6. Engagement and Consultation

- 6.1. A public consultation for the previous Clerkenwell Green public space scheme was carried out in autumn 2017. This consultation received 433 responses, comprising 425 responses from individuals and eight from stakeholder groups. Overall, 82% of respondents were in favour of the proposals, and all eight of the stakeholder groups approved.
- 6.2. A borough-wide engagement exercise began on 29 May 2020. This exercise asks residents, businesses and local organisations to suggest how local streets can be improved for pedestrians and cyclists. This engagement is being conducted via the Commonplace online interactive tool. This tool enables local people to map their comments at specific locations across the borough. The feedback provided during this engagement exercise has guided the development and design of the borough-wide PFS programme.
- 6.3. As of 22 September 2020, there were 22,601 unique visitors to the website; 5,543 people submitted 5,369 comments on the Commonplace platform. Of the comments received, 24 comments relate to the Clerkenwell Green Low Traffic Neighbourhood area. 15 comments were received before the leaflet was delivered on 26 August 2020 and nine comments were received between (and including) 26 August and 25 September 2020.
- 6.4. Of the 15 comments received prior to the leaflet being issued on 26 August 2020, a number of insights have emerged.

Problems raised included:

- five specific mentions of the lack of adequate pedestrian facilities and space;
- two specific mentions of dangerous cycling or cyclists going the wrong way along; one-way streets
- three specific mentions of unsafe traffic conditions (fast traffic) in the area; and
- two specific mentions of 'rat-running' or using the area to skip past traffic lights.

Possible solutions proposed included:

- two specific mentions of implementing the scheme consulted on in 2017 (closing the area to vehicles);
- four specific mentions of closing the area or certain roads to all vehicles (except buses) as a solution;
- two specific mentions of allowing contra-flow cycling on one-way streets;
- five specific mentions of creating more space for pedestrians and/or socialising; and two specific mentions of adding crossings.

6.5. Of the nine comments received after the leaflet and the press release being issued on 26 August 2020, a number of insights have emerged:

- Six are opposed to the closures (51% of comments)
- Four of these comments concerned inconvenience of accessing properties
- One comment identified the poor quality of paving and roads in the area
- Two comments supported the closures
- Of these comments, one questioned why the scheme consulted on in 2017 had not been implemented fully

6.6. Since the leaflet was delivered on 26 August 2020 up until 20 September 2020, 17 pieces of correspondence from 12 individuals have been received and logged by the council, of whom ten expressed objections to the scheme and two expressed support of the scheme.

6.7. The London Fire Service, London Ambulance Service, and the Metropolitan Police were approached to comment on initial designs for the Clerkenwell Green PFS scheme on 20/07/2020. Comments were received from all three emergency services and designs were revised to accommodate their requests regarding the provision of collapsible bollards at physical closure points. All three emergency services responded on 29/07/2020 acknowledging that their comments had been taken into account and confirming that they foresee not major issues with the scheme. The emergency services were sent revised designs on 25 September 2020 and have responded stating they have no objections to the proposals.

6.8. Consultation on the Clerkenwell Green LTN proposals presented for decision in this report was undertaken with the following statutory stakeholders: London Ambulance Service, London Fire Brigade, Metropolitan Police Service, TfL Network Management and TfL Buses (who consult with bus operating companies in Islington), the Freight Transport Association,

the Road Haulage Association, and NHS Blood Transport (awaiting responses). The Police, the London Fire Brigade and the London Ambulance Services have all responded to the revised proposals and have not raised any objections. The council has agreed to monitor and review the scheme with the Emergency Services once implemented if required. None of the remaining statutory stakeholders has raised any objections.

6.9. The proposed measures will be implemented as an 18-month trial under an Experimental Traffic Order (ETO), which allows changes to be made to the measures should they be found to not work as expected. The Clerkenwell Green LTN will be implemented under an ETO, even though local residents may be aware that a previous consultation was carried out in 2017. The reasoning for progressing with an ETO rather than a permanent TMO is the additional measures included as part of this new scheme; these additional measures are essential to deliver a true LTN in the sense that general traffic cannot use any roads within the area as through routes. Moreover, the scheme differs in that this delivers only the traffic management aspects rather than the full public realm transformation.

6.10. To ensure that local people are able to comment on the measures the ETO process allows for comments to be made in the first six months and Commonplace will be utilised to collect comments.

6.11. A public consultation will be held after 12 months from the coming into force of the original ETO, on 4 September 2020, to decide on whether to make the changes permanent. The decision will be aided by our monitoring and commonplace feedback from the ETO process. If measures are made permanent, there may be an opportunity to improve the area with permanent that move toward delivering a more comprehensive public space transformation.

## 7. Monitoring

7.1. Comprehensive and robust monitoring will be carried out to determine the impacts, both positive and negative, of the Clerkenwell Green LTN. Monitoring will measure the impacts of the scheme on pedestrians, cyclists, public transport users and traffic movements. The impacts of the scheme on safety and security, as well as environmental factors such as air quality, noise and vibration will also be measured. Results of the monitoring will be considered together with feedback from local people prior to making the decision about making the proposals permanent, amending them or removing them.

7.2. To ascertain the degree and impact of any displacement from the Clerkenwell Green LTN, a monitoring strategy has been put together and baseline was collected in mid-August 2020.

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

- Traffic counts
- Traffic displacement monitoring

- Air Quality monitoring
- Noise monitoring
- Monitoring of anti-social behaviour and police incidents

## 8. Section 112, Road Traffic Regulation Act 1984

8.1. In the exercise of its powers under the Road Traffic Regulation Act 1984, the council is required, under s.122 of the Act, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off street, whilst at the same time have regard to the following considerations:

- the desirability of securing and maintaining reasonable access to premises;
- the effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, 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
- 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;

8.2. In balancing the considerations above, officers consider that the Clerkenwell Green Low Traffic Neighbourhood trial should proceed, on the basis of the following key factors:

- Access to or very close to (maximum distance from stopping point to doorway 16 metres), 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. However, the Low Traffic Neighbourhood has been designed to allow access to and from local streets within the Low Traffic Neighbourhood to the closest adjacent main road to mitigate against this inconvenience.
- All local amenities remain accessible albeit routes for motorised traffic (except for emergency services vehicles) to access these amenities may change. The area will benefit from the cessation of through movements of motorised traffic (except for emergency services vehicles), including heavy commercial vehicles, and thereby provide a significant improvement to the amenity of the area.
- The reduction of through traffic in the Clerkenwell Green Low Traffic Neighbourhood is expected to improve air quality on the local streets within the Low Traffic Neighbourhood. It is likely that in the beginning there will be an increase in traffic on the surrounding main roads while people adjust to the new measures. Evidence from similar projects in London shows that over time this increased traffic volume reduces as people make different travel choices in response to them – main road traffic spreads out across the day, bus journey times are not significantly increased and air quality on main roads does not get worse. Other measures, such as the council's

introduction of Electric Vehicle Charging Points, the recent introduction of the Ultra-Low Emission Zone and planned extension in October 2021 (which will cover the whole of Islington) and the introduction of School Streets, are likely to contribute to improving air quality.

- There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously, and so the Clerkenwell Green Low Traffic Neighbourhood has been designed to include camera enforced traffic filters at two of the four filter locations, which permit emergency services vehicles responding to an emergency to pass through without restriction or delay.
- The ministerial statement issued on 9 May 2020 and the subsequent statutory guidance referred to in section 3.3 of this report above, requires councils in England to cater for significantly-increased numbers of cyclists and pedestrians, and making it easier for them to create safer streets is a relevant consideration.

## 9. Implications

### 9.1. Financial implications:

#### Costs

The estimated scheme management, design, and build costs are £136,320.00, which includes the costs of project management, engineering signage, road marking, bollards, monitoring, enforcement cameras, costs of the traffic orders and the road safety audit.

#### Funding

As part of the 2019/20 budget setting process £4m of capital funding was allocated to parking to invest in smart CCTV for traffic enforcement measures across the borough, including the School Streets programme and lorry control. After successful pilots and implementation of initial schemes during 2019/20 an order for an additional 92 cameras has been made at a cost of £2m. The LTN programme is an extension to the current roll out of the school streets and lorry ban schemes, seeking to achieve the same outcome of reducing traffic flow through residential streets.

TfL has suspended the Local Implementation Plan programme, but is accepting bids from boroughs as part of its London Streetspace funding programme. LTNs are a key aspect of the Streetspace funding. Funding will be sought from TfL as part of the second phase of the Department for Transport funded London Streetspace Programme.

If the TfL Streetspace funding bid is unsuccessful, it is proposed that the balance is funded from the £2 million capital funding remaining from parking.

#### Parking Revenue targets

The Medium-Term Financial Strategy (MTFS) has assumed £3.05m of budget savings over the 2020-23 three-year period of which £2.45m was relating to enforcement of School Streets and Lorry Control.

The camera enforced closures used in the LTNs will be a new revenue stream within the parking account, however this will be offset by a reduction in the revenue from the Schools Streets and width restrictions. Financial modelling of the various options indicate that the overall revenue streams under the LTN programme will be able to achieve the current School Streets and Lorry Control MTFs model over the 2020-23 MTFs period. There will be reductions in income in later years and compliance increases and this will need to be considered as part of future MTFs planning.

As part of closure 1 (see figure 1), five shared use parking bays need to be removed. These bays generated a maximum of £16,585 in 2019 (total bay generated £33,170, and those to be removed are under half the total length of 55 metres). To off-set the loss of paid visitor parking, an equal length of parking bays on Clerkenwell Close have been converted from resident and business permit only to shared-use parking. This is expected to result in a net-zero change to parking income from the Clerkenwell Green area.

The enforcement cameras to be installed to enforce the no motor vehicle restrictions except buses at both ends of Corporation Row, and the revenue from these cameras will, contribute to the overall parking revenue targets.

## 9.2. Legal Implications

Islington is the Traffic Authority for the whole of the scheme area and is therefore responsible for overseeing all the proposed changes.

TfL has paused implementation of the Mayor of London's Transport Strategy through local implementation plans (in Islington, the Islington Transport Strategy (ITS)). In its place, TfL has developed a Streetspace Plan for London aimed at creating more space on streets so people can walk or cycle while social distancing and easing pressure on public transport as the COVID 19 pandemic lockdown is lifted.

On 15 May 2020, the Mayor of London and TfL issued interim guidance to London boroughs on the LSP. The Council's proposals for PFS outlined in the report are consistent with that guidance and DfT's statutory guidance 'Network Management in response to COVID19' published recently under section 18 of the Traffic Management Act 2004. The council is required to have regard to that guidance in carrying out its network management duties under sections 16 and 17 of the 2014 Act.

The guidance states that 'Local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart', and that measures should be taken as swiftly as possible, and in any event within weeks, given the urgent need to change travel habits before the restart takes full effect.

Section 9 of the Road Traffic Regulation Act 1984 enables the Council to make experimental traffic order ('ETO') for the purposes set out in section 4 of this 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.

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.

In considering whether to make the new ETO the decision-maker should:

- firstly, have in mind the section 122 duty as set out above;
- secondly, have regard to factors which may point in favour of imposing a restriction on movement. Such factors will include the effect of such movement on the amenities of the locality and any other matters appearing to be relevant which will include all the factors mentioned in section 6 of the RTRA 1984 as being expedient in deciding whether the new ETO should be made; and
- thirdly, weigh up and balance the various considerations and come to an appropriate decision.

As set out above, officers have concluded, when balancing the various considerations, that adopting the recommendation is the appropriate decision.

Further, when deciding whether to make an ETO 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.

The Council must also have full and proper regard to the on-line consultation responses particularly those from residents of the Clerkenwell Green area.

In making the ETO, the Council must follow the procedure set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended by the Traffic Orders Procedure (Coronavirus) (Amendment) (England) Regulations 2020).

Under the ETO procedure, public consultation is required to be carried out 12 months after implementation with a final decision being made on whether or not to make the measures permanent 18 months after implementation.

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.

In relation to Article 1 some residents may no longer be able to use the most direct access to their homes. However, if the scheme is implemented, alternative access will be in place. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report

In relation to Article 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 Clerkenwell Green Traffic Order will impede on the right to individuals to respect for private and family life either in public or on private land. Further, the scheme is proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.

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

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

The delivery of the above measures in construction terms will have minimal environmental impacts. The measures will require low-impact interventions such as the installation of bollards, cameras, and signage, with little or no waste, emissions or potential nuisance to neighbouring properties. The proposals have been designed to improve pedestrian and cyclist safety and the street environment for both residents and visitors to the area. Helping people to walk and cycle more and reducing the dominance of cars would contribute to achieving the Mayor's Healthy Streets Approach. The target in the Mayor's Transport Strategy is for 80% of all journeys in London be made by foot, cycle or on public transport by 2041.

Moreover, in June 2019, the Council declared a Climate Emergency and pledged to work towards making Islington zero carbon by 2030. The measures proposed as part of this programme will positively contribute to achieving this ambitious commitment by encouraging increased walking and cycling. It will demonstrate the Council's commitment to working towards a zero-carbon future and respond to the Climate Emergency declaration. The delivery of the Islington Transport Strategy, Liveable Neighbourhoods, School Streets and Lorry Control Scheme was mentioned in the transport section of the Draft Zero Carbon Strategy.

The alterations may result in some vehicular journeys being increased in length, which could in turn increase their specific impact in terms of emissions and congestion, although the cumulative effect is expected to be positive due to more traffic being removed from the roads. Recent research has shown higher death rates from COVID-19 in areas where there is poorer air quality than in areas with better air quality. By encouraging walking and cycling through the measures outlined above, the Council will be supporting the health resilience of those working and living in Islington.

## 9.4. Resident Impact Assessment

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

A Resident Impact Assessment was completed on 15 October 2020. The complete Resident Impact Assessment is provided at Appendix 1.

### Purpose

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

### Positive impacts

By restricting through traffic, the Clerkenwell Green LTN will reduce road danger and improve accessibility, which should provide benefits to all residents with protected

characteristics. The measures should also reduce the negative impacts of traffic, improving air quality, and reducing injuries from road traffic collisions. The design of the scheme has been developed with the aim to improve Clerkenwell Green and the surrounding streets as aligned with the healthy streets' indicators. The following healthy streets elements will deliver benefits to Clerkenwell Green residents, businesses and visitors: enabling pedestrians from all walks of life, easier to cross the street, reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the residential area.

## Negative impacts

It is the purpose of this resident impact assessment to also examine any negative impacts on residents, particularly those with protected characteristics to ensure that a robust mitigation plan is in place and so that these negative impacts can be taken into account in decision making on the implementation of the scheme.

Following the implementation of the Clerkenwell Green LTN, any vehicle, whether driven by residents, businesses, visitors or deliveries from any direction will be able to drive to and from the area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets. The changes will result in increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

By design the Clerkenwell Green LTN will restrict through routes in Clerkenwell, which will encourage non-local journeys to take place on the main road network, surrounding the LTN area. In this case, those roads are Farringdon Road, Roseberry Avenue, St. John Street, Clerkenwell Road, and Skinner Street. Displacement will be closely monitored throughout the programme, and will be a key consideration in making any LTN changes permanent. It will be considered alongside changes in air quality as a result of initiatives such as ULEZ and the Council's Electric Vehicle Charging programme. It could also have a negative impact, for instance by creating longer bus journey times, impacting those on lower incomes or with mobility impairments. To mitigate this, the Council will work with TfL on a programme of bus priority measures to protect bus journey times.

A robust monitoring and mitigation plan are in place to address the negative impacts above, particularly with reference to how they impact people with protected characteristics.

## 10. Conclusion and reasons for recommendations

- 10.1. This report sets out the Council's proposal for its LTN at Clerkenwell Green (in Clerkenwell ward). This report supersedes the previous Clerkenwell Green Delegated Decision Report signed on 17 August 2020 as set out in the summary above.
- 10.2. The Corporate Director of Environment and Regeneration is asked to agree the proposals set out in this report, including the issuing of a new Experimental Traffic Order.

10.3. The Clerkenwell Green LTN will be implemented on a trial basis using Experimental Traffic Orders. A comprehensive monitoring framework has been put in place. This will measure the impacts of the changes on the Clerkenwell Green LTN and the surrounding streets and areas.

10.4. The measures in this report will encourage local people to walk and cycle in their neighbourhoods, and to and from school. The environmental impacts of traffic will be reduced particularly in local residential neighbourhoods and in and around schools. This will result in a safer, cleaner and healthier environment for local people particularly older people, children, younger people with impaired mobility and other vulnerable groups. The proposals are supportive of the council's net zero carbon and Fairer Islington priorities. The Corporate Director is therefore asked to agree to the implementation of the Clerkenwell Green PFS LTN under an 18 months Experimental Traffic Order.

## 11. Appendices

- Appendix 1: Residents Impact Assessment

Background papers: None.

Final report clearance:

Signed by:

[Redacted signature]

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