

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

Officer Delegated Decision

Date: 31 May 2022

Ward(s): Highbury, Arsenal and Finsbury Park



Subject: Amended scheme for the Highbury West and Highbury Fields Low Traffic Neighbourhoods

1 Summary

- 1.1 The Highbury West and Highbury Fields Low Traffic Neighbourhoods (LTNs) are part of the council's people-friendly streets (PFS) programme that was agreed by the council's Executive on 18 June 2020. The council's executive restated this commitment on 14 October 2021. As part of this decision it was proposed that exemptions were granted for Blue Badge holders living within, or on the boundary roads of LTNs. The decision to introduce the Highbury West and Highbury Fields LTNs as an 18-month trial was taken by the then Corporate Director for Environment and Regeneration in consultation with the Executive Member for Environment and Transport on 17 November 2020. The schemes were implemented through an Experimental Traffic Order (ETO) that was made on 3 December 2020 and came into force on 11 December 2020.
- 1.2 Eight camera-enforced traffic filters and two bollard traffic filters were introduced in the Highbury West and Highbury Fields areas as a part of the measures, with the scheme going live on 11 January 2021.
- 1.3 These orders were withdrawn and replaced with a new set of orders in December 2021 that allowed Blue Badge holders to register a single motor vehicle for their personal use which is registered to their own address within (or on the boundary of) the low traffic neighbourhood in which they live. A permit is provided for registered vehicles, allowing the Blue Badge holder to drive, or be driven, through designated camera-enforced filters in the LTN in which they reside. The new orders were made on 3 December 2021 and came into force on 10 December 2021.
- 1.4 This report sets out the council's proposals to make changes to the Highbury West and Highbury Fields LTNs in response to monitoring data and feedback. These changes include the following:
 - Combining the Highbury West and Highbury Fields areas to create one Highbury low traffic neighbourhood. This will allow Blue Badge holders within the current Highbury West and Highbury Fields trial areas to travel through all camera-enforced traffic filters within the boundaries of the Highbury West and Highbury Fields LTNs. A map showing this single area is provided at Appendix 1 and designs for new signage relating to the Blue Badge exemptions is provided at Appendix 3.
 - Developing a protocol specific to the Highbury LTN, for an emergency diversion route that would be activated only under very exceptional circumstances and triggers set out in the protocol are met.
 - Removing three resident parking spaces on Highbury Crescent, south of its junction with Fieldway Crescent, to facilitate safer turning movements for longer vehicles and to improve sight lines for pedestrians and motorists at the junction of these two roads. The designs for these changes are provided at Appendix 2.

- Introducing advisory signage (shown at Appendix 2) to discourage longer vehicles from entering Fieldway Crescent and Highbury Crescent within the Highbury Fields LTN.
- 1.5 This report outlines proposals, findings of public engagement and consultations and recommendations to proceed with the implementation of the changes listed under paragraph 1.4. The current ETOs will run until their expiry of 10 June 2022 and be replaced with new ETOs, proposed to be advertised on 1 June 2022 and to come into force on 11 June 2022.

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 people-friendly streets schemes, taking into account the consultation responses.
- 2.2 To note that the council's Executive, at its meeting on 14 October 2021, delegated authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, to continue the implementation of the people-friendly streets programme through specific schemes and agreed to trial the proposed approach to granting limited exemptions to Islington Blue Badge holders in the LTN, set out at sections 3.3.62 to 3.3.68 of the report to Executive.
- 2.3 To agree the adoption of proposed measures set out in detail under section 6 of this report, including the following measures:
- Issuing a new Experimental Traffic Order to come into force once the existing Orders expire on 10 June 2022.
 - Creating a single LTN area and single permit code that allows eligible Blue Badge holders to drive, or be driven, through designated camera-enforced filters.
 - Developing a protocol for an emergency diversion route that would operate only when defined conditions are met.
 - Removing three resident parking spaces on Highbury Crescent to ensure that longer vehicles are able to manoeuvre more safely and improve sight lines for pedestrians and motorists.
 - Introducing advisory signage to discourage longer vehicles from attempting to enter this area.

- 2.4 To note that the existing ETOs for the Highbury West and Highbury Fields LTNs are due to expire and a new ETO, with a formal 6-month statutory objection period is proposed as detailed under section 1 of this report. The changes included in this new order are detailed under section 6 of this report.
- 2.5 To note the results of the pre-consultation monitoring reports that highlight that the schemes are generally meeting their objectives, as detailed under section 4 of this report.
- 2.6 To note that the while the council acknowledges an increase in traffic on the northernmost extent of Blackstock Road, monitoring of the scheme has not been able to attribute this increase solely to the presence of the Highbury LTNs. Other extraneous factors, which may be contributing to increased traffic flow in this area have been identified and are detailed under section 6 of this report, along with measures that have been developed to mitigate the issue. The council will continue to monitor the area and take further action where necessary.
- 2.7 To note the feedback received from pre-scheme public engagement, the public consultation and business engagement. More details on the pre-scheme public engagement and consultation can be found in the independently produced pre-consultation engagement report and consultation report for Highbury West and Highbury Fields found at Appendices 7, 8, 9 and 10. Details regarding the engagement carried out with Highbury's business community can be found in Appendix 4.
- 2.8 To note that a final decision will be taken after the expiry of the new six-month statutory objection period and before the end of the new 18 month trial period, for the new ETO to which this delegated decision pertains.

3 Background

- 3.1 Proposals for the PFS programme were agreed by the council's Executive on 18 June 2020. On 17 November 2020, the council's then Corporate Director of Environment and Regeneration in consultation with the Executive Member for Environment and Transport, took the decision to proceed with the Highbury West and Highbury Fields LTNs, which were advertised on 3 December 2020 and came into force on 11 December 2021.
- 3.2 On 29 November 2021 the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, took the decision to suspend the Highbury West and Highbury Fields ETOs and replace them with new ETOs that granted exemptions to Blue Badge holders living within or on the boundary of the Highbury West and Highbury Fields LTNs, to drive or be driven through designated camera-enforced traffic filters. These new ETOs were advertised on 3 December 2021 and came into force on 10 December 2021. The council committed to these ETOs remaining in force no longer than 11 June 2022, mirroring the 18-month expiry date of the original ETOs.

- 3.3 It should be noted that the council began construction of the Cycleway 38 North scheme in September 2020, which introduced a safe high quality cycleway between Blackstock Road and Holloway Road, travelling directly through the Highbury West LTN. The scheme includes protected cycle lanes on Drayton Park and a 'continental style' roundabout featuring improved pedestrian crossings, at the junction of Drayton Park and Benwell Road. Cycleway 38 North was fully consulted on in 2019, however works were postponed in March 2020 due to the pandemic. These works were completed in May 2021, during the period that the Highbury LTN trials began. The route forms a key part of the larger Cycleway 38 network, providing a safer route for cyclists travelling through Islington.

4 Monitoring

- 4.1 Comprehensive and robust monitoring forms part of the people-friendly streets programme to measure the impacts of interventions on cycle and motor traffic movement. The impacts of schemes on safety and security as well as environmental factors such as air quality have also been measured. The results of any monitoring are here considered as part of the decision-making process on the Highbury West and Highbury Fields LTN measures.
- 4.2 The full interim and pre-consultation monitoring reports are available in Appendix 12 and Appendix 13 of this report. Both reports are also available on the council's website.

Interim monitoring report for the Highbury West and Highbury Fields Low Traffic Neighbourhoods

- 4.3 As part of the monitoring strategy baseline data was collected before implementation of the LTNs in November 2020 and again collected in May 2021 to produce an 'interim monitoring report'. The data collection includes traffic counts and air quality monitoring within the LTNs and on surrounding main roads.
- 4.4 During the May 2021 traffic counts some count sites were extended into early July due to vandalism or damage caused to monitoring equipment.
- 4.5 The interim monitoring report for the Highbury West and Highbury Fields LTNs was independently produced by Project Centre on behalf of the council and published on 15 October 2021. Soon after publication, it was noted that there were several discrepancies and miscalculations contained in the report. In response the council released a public statement addressing the matter and appointed Systra, an independent consultant, to conduct a full audit of the report.
- 4.6 The original interim report was republished on 28 February 2022, with the addition of an audit statement detailing Systra's findings. The audit found that while there were several instances of incorrect data handling and inaccurate text descriptions, the report's key findings still demonstrated that both Highbury trial schemes have made a positive impact on the area overall and align with the conclusions made in the pre-consultation report.

- 4.7 The audited and corrected interim monitoring report shows that the trial schemes have:
- Reduced motorised traffic across roads within the LTNs by 67%.
 - Had no significant impact on air quality across both LTNs, which remains consistent with borough-wide trends.
 - Had no significant impact on London Fire Brigade response times, or on anti-social behaviour and crime rates.
 - Increased cycling on roads within the LTNs by 66%.
 - Had a negligible impact on traffic volumes on boundary roads of the LTNs overall. However, it should be noted that there has been a significant increase of traffic volume on the northernmost extent of Blackstock Road (65%), which is addressed later in this report.
- 4.8 The interim monitoring report, with audit statement, is provided at Appendix 12 of this report.

Pre-consultation monitoring report for the Highbury West and Highbury Fields Low Traffic Neighbourhoods

- 4.9 As part of the monitoring strategy, baseline data was collected before implementation of the LTNs in November 2020 and again collected in December 2021 to produce the 'pre-consultation monitoring report'.
- 4.10 The December 2021 traffic counts took place over two weeks instead of the usual one week duration due to data loss at one site and disrupted traffic patterns due to events at the Emirates Stadium and two sets of emergency utility works.
- 4.11 The independently produced pre-consultation monitoring report was published on 7 February 2022, when the public consultation started, and is included as Appendix 13 of this report.

The report showed that the project is generally having the intended impacts in the area of:

- Reducing motorised traffic across internal roads (-72%)
- Reducing the volume of vehicles speeding on internal roads (-83%)
- Overall, cycling volumes on internal roads showed a negligible increase, however it is probable that this figure has been impacted by other factors such as seasonality and post-pandemic national cycling levels. Cycle counts were not taken on the new segregated cycleway on Drayton Park, so it is likely that a relocation of cycle journeys to this new route were not captured and cycling levels were actually higher than recorded.
- Overall changes in levels of nitrogen dioxide (NO₂) in Highbury West and Highbury Fields reflect those recorded in the borough more widely.

- London Fire Brigade response times remain within targets, and no significant impact on anti-social behaviour and crime rates was recorded.

4.12 Across the boundary roads there is a mixed picture with regards to the changes in traffic volumes. Some roads have remained at quite similar levels (Holloway Road: <-1%, Blackstock Road [South]: +3%), while some have seen a significant decrease (Hornsey Road: -28%, Seven Sisters road: -18%, Highbury Grove: -18%) while others have seen a significant increase (St. Paul's Road: +15%, Blackstock Road [North] +58%). The council acknowledges that the increase in traffic volume on Blackstock Road is significant and is actively taking steps to mitigate the issue, while closely monitoring it. In addition to the measures outlined in this report, the council has engaged the services of an independent consultant to develop options to improve traffic management on Blackstock Road. Further detail on measures proposed to mitigate this issue can be found under section 6 of this report.

Ambler Road monitoring

- 4.13 Ambler Road was previously identified as a potential short-cut route, but it was considered that under normal circumstances it would offer a negligible time saving advantage to drivers and thus it was not filtered as part of the trial.
- 4.14 Shortly after the Highbury West trial scheme went live in January 2021, several reports were received from residents stating that an increasing number of vehicles were using Ambler Road as a short-cut to avoid congestion on Blackstock Road. In response, the council commissioned a series of ad-hoc automatic traffic counts (ATC) which took place over a three-week period between 1 – 21 March 2021, at Blackstock Road (North), Ambler Road, Prah Road and St Thomas's Road. These were designed to understand the extent of the issue and identify whether it was persistent or largely due to motorists attempting to avoid congestion caused by Thames Water works that were being carried out on Seven Sisters Road at the time. These works comprised the relining of a water main, which is a significant and complex task that is rarely carried out.
- 4.15 The Ambler Road ad-hoc counts were compared against interim counts that were carried out in May 2021 and pre-consultation counts carried out in December 2021. Normalised motor volumes on Ambler Road were largely unchanged between March 2021 and December 2021, with the other three monitored sites seeing decrease in traffic flow over the same period. This suggests that the short-cut route being used was primarily a result of the water main replacement works that were carried out in early 2021 and further disruptive works that took place in March 2022. The council will continue to monitor the site and may consult on mitigation measures near Ambler Road in the future.

5 Pre-consultation engagement and consultation

Pre-consultation engagement activities

- 5.1 The council has been actively engaging with residents, businesses and other stakeholders to gather feedback on the people-friendly street schemes that have been introduced. The methods used to engage have included the Commonplace interactive tool; emails sent directly or forwarded on to the PFS mailbox and responded to; trial feedback surveys for each scheme; and through formal objections which can be submitted during the six-month period after an Experimental Traffic Order has been introduced. This pre-consultation feedback has been analysed and is summarised in Appendix 7 and Appendix 8.
- 5.2 The **Commonplace interactive tool** was used to carry out a borough-wide engagement exercise between 29 May 2020 and 2 March 2021. The exercise asked residents, businesses and local organisations to suggest how local streets could be improved for people walking or cycling. The tool enabled local people to map their comments at specific locations across the borough.
- 5.3 At the close of the Commonplace engagement on 2 March 2021, 760 comments relating to the Highbury West LTN area and 233 comments relating to the Highbury Fields LTN area (including the boundary roads of both areas) had been submitted.
- 5.4 The total number of individual pieces of **correspondence** regarding the Highbury West LTN over the period of advertisement, implementation and pre-consultation totals 1276. It should be noted that this figure includes individuals who have sent multiple pieces of correspondence. Key themes of the correspondence can be found in Appendix 7 Section 3.25.
- 5.5 For the Highbury Fields LTN, the total number of individual pieces of **correspondence** over the period of advertisement, implementation and pre-consultation totals 209. It should be noted that this figure includes individuals who have sent multiple pieces of correspondence. Key themes of the correspondence can be found in Appendix 8 Section 3.25.
- 5.6 The Highbury West and Highbury Fields LTN **trial feedback surveys** were open from 19 November 2020 and closed on 7 February 2022, when the public consultation began. 2771 people submitted a survey response for Highbury West and 1936 people submitted a survey response for Highbury Fields. The trial feedback survey results have been analysed and reported on in Appendix 7 Section 3F for Highbury West and Appendix 8 Section 3F for Highbury Fields.
- 5.7 In the Highbury West LTN trial feedback survey, in answer to the question “What do you like about the trial?” the most common answers were:
 - Reduces through traffic (25%)
 - Reduces air pollution (22%)

- Makes it easier and safer to cross the road (18%)
- 5.8 In answer to “What do you dislike about the trial”, the most common answers were:
- Increases traffic on the main roads (57%)
 - Makes car trips more inconvenient for me or my visitors (40%)
 - I wasn't asked for my views before the trial started (33%)
- 5.9 In the Highbury Fields LTN trial feedback survey, in answer to the question “What do you like about the trial?” the most common answers were:
- Reduces air pollution (22%)
 - Reduces through traffic (21%)
 - Makes the area more pleasant (19%)
- 5.10 In answer to “What do you dislike about the trial”, the most common answers were:
- Increases traffic on the main roads (58%)
 - Increases air pollution (36%)
 - Makes car trips more inconvenient for me or my visitors (33%)
- 5.11 Participants in the survey could select up to four answers for each question (including “I like nothing / I dislike nothing”), so percentages will not sum to 100%.
- 5.12 The council is legally required to open a six month **objection period** for experimental traffic orders following their implementation and consider all objections received during this period. Objections to experimental traffic orders must be sent in writing and the objection period is in place to gather any views on why the experimental scheme should not be made permanent after this six month period.
- 5.13 The objection period on the current ETOs runs until 10 June 2022. This report recommends that the existing ETOs run to their expiry on 10 June 2022. This means that the existing objection period will lapse alongside it. This decision report recommends that a new ETO is brought into force on 11 June 2022, with a new objection period which will run until 10 December 2022. This report will consider objections received up until the signing date of 31 May 2022. See Appendix 11.
- 5.14 There were objection periods for the original and existing ETOs of both Highbury trial schemes. The number of objections received for each period are reported in tables 1 and 2.
- 5.15 The themes raised in the objections have been duly considered and responded to in Appendix 11.
- 5.16 Tables 1 and 2 set out the objections received during the objection periods for the original ETO and the current ETO, and also objections received outside of these two objection periods. All objections received since the first ETO came into force have been considered. Objections which stated they were against “the Highbury LTN” have been counted in both tables, as they were recorded against both Highbury West and Highbury Fields.

Highbury West

Objection Period	Number of Objections Received
Original ETO: 11 Dec 2020 – 11 June 2021	974 (including 287 objections from businesses)
Outside of objection period: 12 June 2021 – 9 December 2021	24
Existing ETO: 10 December 2021 – 10 June 2022 (objections received up to 31 May)	20

Table 1: Highbury West objections received by objection period

Highbury Fields

Objection Period	Number of Objections Received
Original ETO: 11 Dec 2020 – 11 June 2021	907 (including 287 objections from businesses)
Outside of objection period: 12 June 2021 – 9 December 2021	21
Existing ETO: 10 December 2021 – 10 June 2022 (objections received up to 31 May)	13

Table 2: Highbury Fields objections received by objection period

Public consultation

- 5.17 As part of the Executive decision on people-friendly streets in June 2020, the council committed to undertaking a formal consultation around 12 months after the implementation of each trial scheme.
- 5.18 The consultation for the Highbury West and Highbury Fields LTNs took place between 7 February 2022 and 14 March 2022. Responses to the consultation have been analysed independently by external consultants Steer and are set out at Appendix 9 and Appendix 10.
- 5.19 The consultation included an online questionnaire available via the Islington Council website. Paper copies of the questionnaire were also made available at events, at Islington Town Hall and could be requested by post. Approximately 25,000 leaflets were delivered by post to premises within and surrounding both trial scheme areas and approximately 1,000 leaflets were distributed at in-person events.
- 5.20 For Highbury West, 1,973 questionnaires were submitted and analysed. For Highbury Fields, 1,938 questionnaires were submitted and analysed.
- 5.21 Analysis of respondents' IP addresses, a unique address that identifies a device on the internet, showed that there were 616 unique IP addresses used to access both surveys, as

this is lower than the number of completed surveys it is clear that in some cases the same device was used to complete multiple surveys. This could be possible the result of individuals attempting to interfere with the consultation results, however it is also possible that different members of the same household completed the consultation questionnaire using the same device. Therefore the council has taken into account all consultation responses assuming they were completed by members of the same household.

5.22 Findings from the analysis of responses to the Highbury West consultation questionnaire include:

- Car owners and cyclists were overrepresented in the survey responses compared to ward and borough wide data. Across all respondents, 61% had access to a car/van and 29% had no access to a car/van. This compares to borough-wide data which shows that 71% of households do not own a car/van.
- Those who do not own a car generally felt much more positively about the scheme than those who own cars.
- 55% of respondents live in the Highbury West LTN area, and 14% live on a boundary road to the scheme.
- 3% of respondents who live within the Highbury West LTN area classified themselves as disabled, whilst 9% who live on the boundary roads of the Highbury West LTN area classified themselves as disabled.
- Access to a car/van was slightly higher amongst disabled respondents, with 69% having access to one or more car/van compared to 65% among non-disabled respondents.

Analysis of the feedback shows that:

- 38% felt that the streets look nicer since the introduction of the Highbury West LTN trial scheme. 23% disagreed with that statement, and 34% noted no change.
- 27% felt safer using the street at night since the introduction of the trial. 38% disagreed with that statement and 30% noted no change.
- 44% felt that cost of taxis and private hire vehicles had increased since the introduction of the trial. 2% felt they had decreased and 26% noted no change.
- 34% felt that they walk or cycle more to local shops and businesses more since the introduction of the trial. 10% disagreed with that and 50% noted no change.
- 42% of respondents felt that it was easier to cross the street since the introduction of the trial. 23% disagreed with that and 31% noted no change.
- 34% of respondents felt that it was easier to make necessary trips by walking and cycling since the introduction of the trial. 22% felt it was harder and 37% noted no change.
- 38% of respondents felt that there was less speeding motor traffic since the introduction of the trial. 23% noted more and 32% noted no change.
- 42% of respondents felt that there was less noise from motor traffic since the introduction of the trial. 29% noted more and 23% noted no change.
- 42% of respondents felt that there was less motor traffic on their street since the introduction of the trial. 25% noted more and 24% noted no change.

The two most frequent comments in the open text responses were 'Concern that the LTN increases vehicle traffic on unsuitable nearby roads/ boundary roads' and 'Concern that the LTN reduces air quality/ does not improve air quality'. Those concerns were monitored through data collection in the interim monitoring report (15 October 2021) and the pre-consultation monitoring report (7 February 2022) and are discussed in section 9 of this report.

5.23 Findings from the analysis of responses to the Highbury Fields consultation questionnaire include:

- Car owners and cyclists were overrepresented in the survey responses compared to ward and borough wide data. Across all respondents, 61% had access to a car/van and 29% had no access to a car/van. This compares to borough-wide data which shows that 71% of households do not own a car/van.
- Those who do not own a car generally felt much more positive about the scheme than those who own cars.
- 5% of respondents who live within the Highbury Fields LTN area classified themselves as disabled whilst 10% who live on the boundary roads of the Highbury Fields LTN area classified themselves as disabled.
- Access to a car/van was higher amongst disabled respondents, with 75% having access to one or more car/van compared to 64% among non-disabled respondents.

Analysis of the feedback shows that:

- 34% felt that the streets look nicer since the introduction of the Highbury Fields LTN trial scheme. 25% disagreed with that statement, and 36% noted no change.
- 22% felt safer using the street at night since the introduction of the trial. 42% disagreed and 31% noted no change.
- 45% felt that cost of taxis and private hire vehicles had increased since the introduction of the trial. 2% felt they had decreased and 26% noted no change.
- 30% felt that they walk or cycle more to local shops and businesses more since the introduction of the trial. 14% disagreed with that and 49% noted no change.
- 37% of respondents felt that it was easier to cross the street since the introduction of the trial. 26% disagreed with that and 33% noted no change.
- 32% of respondents felt that it was easier to make necessary trips by walking and cycling since the introduction of the trial. 26% felt it was harder and 37% noted no change.
- 32% of respondents felt that there was less speeding motor traffic since the introduction of the trial. 23% noted more and 35% noted no change.
- 33% of respondents felt that there was less noise from motor traffic since the introduction of the trial. 32% noted more and 27% noted no change.
- 31% of respondents felt that there was less motor traffic on their street since the introduction of the trial. 29% noted more and 27% noted no change.

The two most frequent comments in the open text responses were 'Concern that the LTN increases vehicle traffic on unsuitable nearby roads/ boundary roads' and 'Concern that the LTN reduces air quality/ does not improve air quality'. Those concerns were monitored

through data collection in the interim monitoring report (15 October 2021) and the pre-consultation monitoring report (7 February 2022) and are discussed in section 9 of this report.

- 5.24 The Highbury West and Highbury Fields consultation reports (Appendix 9 and Appendix 10) provide details on the overall responses and a breakdown highlighting differences between respondents with access to a car/van compared to respondents who do not.
- 5.25 For Highbury West, respondents with access to a car/van were overrepresented in the consultation as only 31% of the respondents were from households who do not own cars whereas the average across Islington is 71% of households not owning cars. Perceptions about the trial scheme were more negative among respondents who had access to a car/van than among respondents without access to a car/van. For example, 26% of people who own a car said the streets look nicer since the trial while 67% of people who do not own a car said the streets look nicer. 23% of people who own a car said they feel safer using the street in the day while 66% of people who do not own a car said they feel safer using the street in the day. 26% of people who own a car said the air is cleaner since the trial while 63% of people who do not own a car said the air is cleaner. This trend should be considered when reviewing the consultation report.
- 5.26 For Highbury Fields, respondents with access to a car/van were overrepresented in the consultation as only 29% of the respondents were from households who do not own cars whereas the average across Islington is 71% of households not owning cars. Perceptions about the trial scheme were more negative among respondents who had access to a car/van than among respondents without access to a car/van. For example, 22% of people who own a car said the streets look nicer since the trial while 65% of people who do not own a car said the streets look nicer. 20% of people who own a car said they feel safer using the street in the day while 61% of people who do not own a car said they feel safer using the street in the day. 21% of people who own a car said the air is cleaner since the trial while 60% of people who do not own a car said the air is cleaner. This trend should be considered when reviewing the consultation report.
- 5.27 The consultation reports also look at differences in responses from those who live within the area or on the boundary road compared to those who live outside the area or nearby. 55% of Highbury West respondents said they live within the area and 14% said they live on a boundary road. For Highbury Fields, 31% of respondents said they live within the area and 19% said they live on a boundary road.
- 5.28 While opinion varies between specific questions in Highbury West, there is no clear pattern between responses from those living outside the area compared to those living within the area or on the boundary roads. For example, 39% of people who live within the area or on the boundary roads said the air is cleaner compared to 36% of people who live outside of the area. 34% of people from within the area said they walk and cycle to local shops and businesses more, compared to 36% of people from outside the area.

5.29 Conversely in Highbury Fields, the responses from those living outside the area tended to be marginally more positive about the impact of the trial than from those living within the area or on the boundary roads in some aspects. For example, 29% of people who live within the area or on the boundary roads said the air is cleaner compared to 39% of people who live outside of the area. 31% of people from within the area said the streets look nicer compared to 41% of people from outside the area.

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

Q7: Is there anything else you would like to tell us about your experience of the Highbury West people-friendly streets trial?

Q8: As of 13 December 2021 Blue Badge holders have been exempt from the camera-enforced filters in the Highbury West and Highbury Fields LTNs. Please provide any feedback on how this has been working for you, or any feedback on the policy in general.

Q9: Are there issues in the Highbury West/Highbury Fields area with road danger or safety that you would like to tell us about?

5.31 A coding exercise was undertaken to analyse answers to these questions. Two code frames were used to analyse the answers, which enabled individually expressed sentiments to be standardised and then for the content of individual responses to be recorded (or coded) within the standardised set of sentiments. This means it is possible to see how many respondents mentioned each sentiment. Questions 7 and 9 were analysed together and question 8 was analysed individually. Further details on the approach to free text analysis are provided in the Highbury West and Highbury Fields consultation reports (Appendix 9 and Appendix 10).

5.32 The most common issues raised in answers to questions 7 and 9 for Highbury West were:

- Concern that the LTN increases vehicle traffic on unsuitable nearby roads / boundary roads (34%).
- Concern that the LTN reduces air quality / does not improve air quality (22%).
- Concern that the LTN has caused increased anti-social behaviour/ crime/ fear of crime due to quieter streets (especially during dark hours/ on dimly lit streets) (11%).
- Concern due to longer bus journey times due to increased congestion (9%).
- Concern that the LTN causes longer journey times due to detours (8%).

23% of Highbury West respondents did not provide a response to questions 7 and 9.

The most common issues raised in answers to question 8 (comments about the Blue Badge Exemption policy) were:

- Suggest that the exemption for Blue Badge Holders should apply more widely to other groups (10%)
- Support for the Blue Badge Exemption policy in its current form (8%)

- Concern that the Blue Badge Exemption was not part of the trial scheme from the outset (3%)
- Suggest that Blue Badge holders have exemptions to all LTNs within the borough (2%)
- Concern about fraudulent use of Blue Badges (2%)

62% of Highbury West respondents did not provide a response to question 8.

5.33 The most common issues raised in answers to questions 7 and 9 for Highbury Fields were:

- Concern that the LTN increases vehicle traffic on unsuitable nearby roads / boundary roads (29%).
- Concern that the LTN reduces air quality / does not improve air quality (22%).
- Concern that the LTN has caused increased anti-social behaviour / crime/fear of crime due to quieter streets (especially during dark hours / on dimly lit streets) (13%).
- Concern that the LTN causes longer journeys due to congestion (12%).
- Concern that people cycle dangerously/speed (7%).

31% of respondents did not provide a response to questions 7 and 9.

The most common issues raised in answers to question 8 (comments about the Blue Badge Exemption policy) were:

- Suggest that an exemption wider than for Blue Badge Holders should apply to the LTN, i.e. for all local residents, taxis, delivery drivers, EVs (8%)
- Support for the Blue Badge Exemption policy as it is (7%)
- Suggest that Blue Badge holders have exemptions to all LTNs within the borough (2%)
- Support for Blue Badge Exemption but concern that it took a long time for policy to come into effect / should have been implemented earlier (2%)
- Concern about impact on those who rely on taxis / vehicles for transport due to limited mobility (2%)

65% of Highbury Fields respondents did not provide a response to question 8

5.34 The most common issues raised from the trial feedback survey and the consultation survey present a set of the most common positive and negative themes which represent overall feedback on the scheme. Negative themes appeared more commonly than positive ones.

5.35 For Highbury West, the positive themes were:

- Improves air quality (4%)
- Reduces through-traffic (5%)
- Impact on residents (1%)

And negative themes were:

- Increases traffic and pollution (29%)
- Longer/more inconvenient journey times (15%)
- Concerns regarding crime and safety (8%)

For Highbury Fields, the positive themes were:

- General support (10%)
- Reduces through-traffic (3%)
- Improves cycle safety (2%)

And the negative themes were:

- Increases traffic and pollution (48%)
- Longer/more inconvenient journey times (14%)
- Concerns regarding crime and safety (10%)

Focussed engagement with disability groups and older people

5.36 At the start of the PFS programme and in the Resident Impact Assessment (RIA) attached to the original Highbury West and Highbury Fields ETOs (the RIA was signed on 14 November 2021) the council committed to engage with disabled groups to gain a greater understanding of the impacts on disabled people who rely on motor vehicle transport and are therefore more likely to be impacted by different travel routes and a possibly increase in journey time.

5.37 Since the start of the PFS programme and the announcement of the Blue Badge Exemption policy the council has continued to engage with groups representing disabled people through a number of meetings, emails, and drop-in sessions. A more comprehensive summary of the engagement which has taken place with groups representing disabled people can be found in Appendix 7 section 3H and Appendix 8 Section 3H.

5.38 The engagement with disabled groups and feedback from disabled individuals directly led to the introduction of the blue badge exemption policy by the council's Executive, at its meeting on 14 October 2021. Highbury West and Highbury Fields LTNs were the first LTNs to benefit from this blue badge exemption policy as of December 2021.

5.39 As part of the consultation in February 2022, officers met with members of the Blue House Club held at Elizabeth House Community Centre, which is located within the Highbury West LTN area, to gather feedback from those over 50 years of age on how they have experienced the changes introduced as part of the low traffic neighbourhoods.

5.40 The council recognises the need to continue to engage with groups representing disabled people and disabled individuals on the rollout of people-friendly streets. Since the start of the PFS programme and the announcement of the Blue Badge Exemption policy the

council has continued to engage with groups representing disabled people through a number of meetings, emails, and drop-in sessions. A more comprehensive summary of the engagement which has taken place with groups representing disabled people can be found in Appendix 7 section 3H and Appendix 8 Section 3H. Therefore the council will continue to engage directly with groups representing disabled people and disabled individuals as part of the wider people-friendly streets programme.

5.41 In May 2022 the council established an Islington Transport Accessibility Advisory Group which gathers officers and representatives of disability and mobility groups to discuss transport-related topics. The group provides the opportunity for community groups to advise on emerging policy related to transport and people-friendly streets at an early stage and give advice on engagement approaches, spanning exemptions to people-friendly pavements. Further feedback will be taken into account in a final decision on the ETO for the Blue Badge holder exemptions at the Highbury West and Highbury Fields LTNs.

Business engagement

5.42 Since the start of the PFS programme there has been ongoing engagement with Islington's business community, with a dedicated business engagement officer leading engagement for the PFS programme since February 2022. The council recognises that a number of issues have been raised by the Highbury business community and will continue to work closely with them in the future to develop responsive solutions to the challenges that they face.

5.43 In summary, the businesses that have engaged with the council have provided generally negative feedback regarding the Highbury LTN schemes. A number of themes emerged from the 287 objections received from Highbury businesses, which are summarised below:

- Objection to lack of prior consultation or due notice
- Reported loss of custom
- Reported diminishing passing trade
- Reported difficulties in receiving deliveries/making deliveries to customer's homes
- Reported negative impact on business's long-term future

5.44 The top three negative responses that emerged from coding of the objections follow below:

- Increase in traffic/pollution on boundary roads and smaller roads (18.2%)
- Disturbance from traffic increase affecting quality of life (11.4%)
- Concern about impact on local buses (12.6%)

A full account of business engagement, detailed analysis of the feedback received and proposals to further support local businesses as part of the programme is set out in Appendix 4.

6 Proposals

6.1 Resident feedback from public engagement and the public consultation together with data gathered through monitoring of the scheme indicates that the schemes are meeting their overall objectives, however it is also clear that the projects would benefit from the trial of additional changes. Particular areas that have been noted are:

- Feedback from residents indicates that Highbury Blue Badge holders would benefit from the additional exemptions across the whole LTN area. As explored in the equalities impact assessment this needs to be carefully considered against the negative impacts that an increase of traffic would have on other people with protected characteristics.
- One occasion of severely disruptive congestion on Blackstock Road, which occurred during a period of utility works on Seven Sisters Road. Feedback received during this period indicates the need for an emergency diversion route to respond to instances where emergency or very short notice utility works cause significant traffic disruption over a prolonged period.
- Reports of occasions where large goods vehicles experienced difficulty manoeuvring through the junction of Highbury Crescent and Fieldway Crescent.

6.2 The measures proposed in this report would:

- Expand on the existing Blue Badge exemption policy for the Highbury West and Highbury Fields LTNs, creating a single LTN area and single permit code that allows holders to drive, or be driven, through designated camera-enforced filters.
- Approve the development of a protocol for an emergency diversion route that would operate only when defined conditions are met.
- Remove three resident parking spaces on Highbury Crescent to improve sight lines for pedestrians and motorists and ensure that longer vehicles entering this area are able to manoeuvre more safely and introduce advisory signage to discourage longer vehicles from attempting to enter this area.

Blue Badge exemptions – amendment to existing policy

6.3 A key theme that emerged from resident's feedback during public engagement and formal consultation was that blue badge holders living within or on the boundary of the Highbury West and Highbury Fields LTNs would benefit from exemptions across both trial scheme areas. The Highbury LTNs are unique in the respect that there is no boundary road separating both schemes. They are also the largest of Islington's LTNs in terms of the area they cover, as well as being surrounded by busy boundary roads. It is therefore reasonable to assume that disabled Highbury LTN residents are more likely to experience

delays in carrying out essential journeys by vehicle, than other disabled residents who live in LTNs.

- 6.4 Balancing the impact that this may have on disabled residents who rely on a car against the objectives of the people-friendly programme, it is proposed that both Highbury LTNs are combined into a single scheme area to create one Highbury low traffic neighbourhood with a single blue badge exemption area.
- 6.5 The provisions that allow for Blue Badge exemptions within the Highbury West and Highbury Fields LTNs will be changed: a single permit code across the entire Highbury trial scheme area will allow holders to drive, or be driven, through the designated camera-enforced filters which are shown in the map in Appendix 1 and signage to the designs provided at Appendix 3 will be displayed at the camera-enforced filters within the low traffic neighbourhood. The full changes to allow this change to exemptions is set out below.
- 6.6 Replace existing 'exemption' signposting with a plate at traffic filters that uses the phrase 'Except permit holders XM7', where 'XM7' is a particular reference number to a local permit for the Highbury West and Highbury Fields LTNs, issued to eligible vehicles. The new signposting will be installed at the following traffic filters, replacing the existing exemption signs in the Highbury West and Highbury Fields LTNs that respectively use the phrases, 'Except permit holders HBW' and 'Except permit holders HBF': Highbury Place (north of junction with Highbury Corner), Highbury Place (south of junction with Calabria Road), Aubert Park, Benwell Road, Gillespie Road, Highbury Hill, Monsell Road and St. Thomas's Road.
- 6.7 The exemption code 'XM7' has been chosen to avoid potential conflict with Controlled Parking Zone (CPZ) H, which partially covers the northern extent of the Highbury West LTN. The characters 'X' and 'M' have been chosen as they do not correspond to any other CPZ in Islington, while the number '7' has been chosen because the Highbury West and Highbury Field's LTNs were the 6th and 7th LTNs to be introduced under the people-friendly streets programme.
- 6.8 It is proposed that changes to the signage at the camera-enforced filters to allow the changes to the exemptions will take place during the week of 6 June 2022, with the mechanism for having the updated exemptions to be in place by 13 June 2022.

Fieldway Crescent - road danger reduction measures

- 6.9 It is proposed that three resident parking spaces in this location are removed to improve sight lines for cyclists and pedestrians accessing Highbury Fields to contribute to road danger reduction. In addition to this removing the parking spaces will allow for longer vehicles entering the Highbury Fields LTN for access purposes to be able to do so safely so that any longer vehicles trying to make this movement can do so safely, and that new advisory signage to discourage longer vehicles from entering the LTN area is installed.

- 6.10 It is proposed that three resident parking spaces in this location are removed so that any longer vehicles trying to make this movement can do so safely, and that new advisory signage to discourage longer vehicles from entering the LTN area is installed.
- 6.11 There have been a number of occasions where longer vehicles have entered the Highbury Fields LTN and experienced difficulty navigating the junction of Highbury Crescent and Fieldway Crescent. This is due to limited turning space at this location.
- 6.12 The measures that will improve turning movements for longer goods vehicles and discourage longer vehicles from attempting to enter the Highbury Fields LTN area are shown in Appendix 2 and set out below:
- Removal of two resident parking spaces on the east side and one on the west side of Highbury Crescent, south of the junction with Fieldway Crescent as shown in Appendix 2.
 - Installation of 'Unsuitable for long vehicles' advisory signage on the approach to Highbury Crescent from Fieldway Crescent as shown in Appendix 2.

Traffic volumes, congestion and mitigation

- 6.13 Traffic volumes have increased on Blackstock Road since baseline traffic counts were undertaken in November 2020, specifically at the traffic count monitoring site located south of the junction with Rock Street. The pre-consultation monitoring report found in Appendix 13, reported that traffic flows at this monitoring site saw an increase of 58%. This figure was derived from the percentage change between normalised average traffic flows gathered in November 2020 (12,437) and December 2021 (19,189). It is also noted that reports of increased traffic on Ambler Road correspond with periods of heavy congestion caused by temporary traffic arrangements that were implemented to facilitate utility works; more details of this can be found in Section 6.13. To better understand how traffic volumes have changed over time at this section of Blackstock Road, a profile of observed and normalised flows across seven survey periods between November 2020 and April 2022 is presented in Table 3. As well as seeing change over time as a result of introducing the LTN trial, it is considered that further increases from December 2021 onwards can be partly linked to the Stoke Newington Church Street scheme and nearby LTNs that were introduced on 20 September 2021 by Hackney Council. As some data was missing for these datasets, the comparison has been drawn using average daily flows for neutral weekdays (i.e. Mon-Thu).
- 6.14 The table below shows the recorded data from these traffic counts, which recently appear to show a stable trend after a peak in December 2021, following the implementation of Hackney's Stoke Newington Church Street scheme. This indicates that traffic volumes are settling after the introduction of trials in Islington and Hackney.

	Nov '20 (Baseline)	Mar '21 (Ad Hoc)	May '21 (Interim)	Sep '21 (Pre- Hackney Schemes)	Dec '21 (Pre- Consultati on)	Mar '22 (Ad Hoc)	Apr '22 (Ad Hoc)
Observed	9,685	15,510	16,695	15,015	18,408	15,250	16,401
Normalised	12,437	22,570	20,440	15,668	19,397	18,181	19,189

Table 3: Blackstock Road traffic flow comparison

6.15 In response to the challenges presented at Blackstock Road the council has already taken the following steps to mitigate the issue:

- Introducing green screening and environmental improvements at Ambler Primary School Street, which was completed in May 2022.
- Completed additional localised traffic monitoring counts.
- Exploring potential environmental and public realm improvements along Blackstock Road, to improve the amenity of the street for residents, visitors and business.

In addition to the mitigation measures above, the council will continue to explore the feasibility of further medium and long term measures including:

- A signal review of the junctions of Blackstock Road with Monsell Road and Ambler/Somerfield Roads.
- A feasibility study reviewing potential changes to the gyratory at the junction of Seven Sisters Road.
- Continued close monitoring of the area with additional localised counts and air quality monitoring.
- Working with Hackney Council to share data and coordinate monitoring to explore changes at Brownswood Road and Mountgrove Road, reducing the impact of east-west movements.
- Additional monitoring at the northern count site to measure queuing, perception from pedestrians, localised air quality.

Temporary works congestion & emergency diversion route

6.16 In early February 2021 Thames Water undertook major works to reline a water main that extended until early May 2021, affecting Seven Sisters Road and Holloway Road. These works ran parallel to the PFS scheme and involved the road width being reduced to a single lane, controlled by multi-way traffic signals, in phased increments. During this period Blackstock Road saw periods of congestion as traffic joining Seven Sisters Road was limited. Holloway Road also experienced significant congestion while these works were underway.

- 6.17 In addition to the planned Thames Water works that were carried out on Seven Sisters Road in 2021, Thames Water also had to undertake works in March 2022 to address a leak on Seven Sisters Road, to the east of Rock Street. To undertake these works, Thames Water and TfL implemented a traffic management (TM) plan that consisted of four-way temporary traffic signals, in addition to an eastbound and westbound lane closure on Seven Sisters Road, and a northbound lane closure on Rock Street. During the first week of the works on Seven Sisters Road, the council observed significant queuing on Blackstock Road and some streets in the north of the LTN, including Ambler Road. Following on site reviews of the TM plan, the council identified that the northbound route was being allocated less signal green time than was agreed. The green time that was implemented as part of the TM was notably less than Rock Street's usual green time on the urban traffic control fixed signals. The council took immediate steps to follow this up with TfL and Thames Water and following a further review of the signal operating times, Rock Street was provided an additional 20 second green time. The changes to the signal timings showed a clear and immediate improvement to queuing on Blackstock Road.
- 6.18 Whilst the council identified that the extent of the queuing on Blackstock Road in 2022 was predominantly a result of the incorrect signal timings implemented by Thames Water's TM company, there is recognition that further resilience may be required in the event of emergency unplanned works on boundary roads to the Highbury LTN. It is therefore proposed that a contingency plan is developed that would establish an emergency diversion route to be used in times of extreme disruption to the road network. The council will develop this proposal specifically for the Highbury LTN to ensure there is a protocol in place which will enable this emergency route to be considered at short notice. The ETO for the new trial will allow for the details of the contingency plan to be established at a later date and enacted when required.

Arsenal match day arrangements

- 6.19 To accommodate the existing match day traffic management measures in place during Arsenal match days at the Emirates Stadium, the traffic filters at Aubert Park, Benwell Road and Highbury Place (Calabria Road junction) are temporarily suspended to preserve vehicle access for residents. This process is managed by Arsenal's traffic management contractor, who currently cover the filter signage using disposable bags. The council has been listening to concerns from residents on how these suspensions are managed and have identified that the current method of covering the traffic filter signage needs improvement so that instructions for drivers and pedestrians are clear and robust at all times. As a solution, the council have procured modular signs that can be altered to show either the usual 'No Motor Vehicles' sign or when suspended appear simply as a blank grey circle sign. This will provide clearer, more reliable instructions to drivers. These new signs will be installed on 1 June 2022.

7 New Traffic Order

- 7.1 The general effect of the Order will be to replace the existing experimental scheme and introduce a new experimental scheme that will continue the operation of the Highbury West and Highbury Fields LTNs as one single LTN area, with the changes outlined in section 6 of this report.
- 7.2 Council vehicles are not exempt from low traffic neighbourhood measures and will not be exempt to the proposed change outlined in this report. However, to ensure a small number of services can operate safely for residents, clients and staff, a limited number of council vehicles are exempt: accessible community transport (ACT) passenger vehicles and large vehicles for example refuse, recycling and street cleaning vehicles. When not on operational business, these vehicles will use main roads as far as practically possible and not make short-cuts across a residential area.

Engagement with statutory consultees on new Traffic Order

- 7.3 Statutory pre-implementation consultation on the proposals presented for decision in this report has been undertaken with the following statutory stakeholders: London Ambulance Service (LAS), London Fire Brigade (LFB), the Metropolitan Police Service (MPS), the NHS Blood and Transplant Service, the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Network Management, TfL Buses, Royal Mail, Network Rail, Jeremy Corbyn MP (Islington North), Emily Thornberry MP (Islington South), Sem Moema AM (GLA). Each stakeholder was contacted on 19 May 2022, provided with designs for the proposed changes, and asked for their feedback. The council will continue to monitor and review the scheme with the Emergency Services after implementation and make any changes required.
- 7.4 Feedback from the statutory consultees is summarised here:
- The LFB stated that they have no objection to the proposals and have requested that their service is notified on occasions when the proposed emergency diversion route is activated. This will be considered when the protocol is developed.
 - The MPS stated they have no objection to the proposals.
 - No response has been received from the LAS.

8 Section 122, Road Traffic Regulation Act 1984

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

- The desirability of securing and maintaining reasonable access to premises;
 - The effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles to preserve or improve the amenities of the areas through which the roads run;
 - The impact on air quality both locally and in the surrounding areas;
 - The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
 - Any other matters appearing to the council to be relevant.
- 8.2 In balancing the considerations above, officers consider that the implementation of the changes to the Highbury West and Highbury Fields LTNs should proceed for the following reasons:
- 8.3 Access, including for motorised traffic, is maintained to all residential and other properties, albeit access routes for motorised traffic (except for emergency services vehicles) may change, which may cause inconvenience to some residents.
- 8.4 All local amenities remain accessible, albeit routes for motorised traffic (except for emergency services vehicles and Blue Badge holders who live in the Highbury West and Highbury Fields LTNs) 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 Blue Badge holders who live in the Highbury West and Highbury Fields LTNs), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.
- 8.5 The continued reduction of through traffic in the Highbury West and Highbury Fields Low Traffic Neighbourhoods is expected to improve air quality on the local streets within the Low Traffic Neighbourhood. The measures outlined in this report also aim to further mitigate the impacts of traffic on the scheme's boundary roads. 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 recent extension in October 2021 (which covers the whole of Islington) and the introduction of School Streets, are likely to contribute to improving air quality.
- 8.6 There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. The revised Highbury West and Highbury Fields LTNs will maintain emergency services vehicles' ability to respond to an emergency without restriction or delay.

Implications

8.7 Financial implications:

Costs

The estimated scheme build costs for the changes outlined in section 6 of this report are £26,300 which includes the costs of signage, civil works, the cost of the traffic orders, the road safety audits and communications to support the change.

The scheme is funded through the people-friendly streets Capital programme budget. In February 2021 the council approved the capital budget of £3.840m for Low Traffic Neighbourhood schemes for 2021/22 - 2023/24.

Revenue

The camera-enforced closures used in the Highbury West and Highbury Fields LTN are anticipated to generate some enforcement income within the parking account.

Financial modelling of the various options indicates that the overall revenue streams under the LTN programme will be able to achieve the current School Streets and Lorry Control MTFS model over the 2020-23 MTFS period. There will be reductions in income in later years as compliance increases and this will need to be considered as part of future MTFS planning. Currently eight enforcement cameras enforce the no motor vehicle restrictions in the Highbury West and Highbury Fields LTNs.

8.8 Legal implications

By Section 16 of the Traffic Management Act 2004) local traffic authorities must: manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and the following objectives–

- a) securing the expeditious movement of traffic on the authority's road network; and
- b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing–

- c) the more efficient use of their road network; or
- d) the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority; and may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in the road network ...”

“Traffic” includes pedestrians.

The Road Traffic Regulation Act 1984 (the “1984 Act”) Section 9 enables the council to make an experimental traffic order (“ETO”). An experimental traffic order may not last

longer than 18 months. S10 of the 1984 Act gives a power to modify or suspend the ETO in certain circumstances.

In deciding whether to make an order under section 9 or modify / suspend under section 10 the council has to comply with the provisions of section 122 of the 1984 Act which requires the council to exercise that function (so far as practicable having regard to the matters specified below) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway.

The specified matters are:

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

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

The 1996 Regulations Part IV 22 (2) provides that a local authority must give a minimum of seven days' notice of any provision of an experimental traffic order coming into force, beginning with the day on which a notice of making in relation to the order is published. The 1996 Regulations Part II 6 provides that a local authority must, before making an order, consult any of the following who may be affected by the order: neighbouring local authorities, bus operators, Transport for London, the NHS trust/ambulance operator, and the London Fire Brigade. Moreover, in all cases, the local authority must consult the Freight Transport Association, the Road Haulage Association, and such other organisations (if any) representing persons likely to be affected by any provision in the order as the order making authority thinks it appropriate to consult.

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

In due course, in the case of a decision to make ETOs permanent, the council will need to consider any objections received during the 6 month period, feedback from the trial

feedback survey, representations received from the public consultation and its own monitoring data.

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

The proposals for people-friendly streets outlined in this report should have regard to the Department for Transport's (DfT) statutory guidance 'Traffic Management Act 2004: Network Management to support recovery from COVID19' updated on 30 July 2021.

In addition when deciding whether to make a traffic order the council must have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality. Regard should also be had to the Islington Transport Strategy (adopted in November 2020).

These functions are functions within section 149(1) of the Equality Act 2010 attracting the duty to have "due regard" to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

This is dealt with in the Equalities Impact Assessment (Appendix 6) and this assessment is summarised below in section 8.9.

The proposals outlined under section 6 of this report, include reference to mitigation measures to manage congestion on Blackstock Road, an emergency diversion route and an exceptional circumstances dispensation exemption policy. These measures have been proposed in principle in this report and are subject to further development, with respect to the complexity of their nature and the challenges that they seek to resolve. As the council is not yet able to fully assess their impacts, these specific proposals will be subject to their own individual decision making processes and equalities impact assessments.

Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property, Article 2, right to education and Article 8, right to respect for private and family life.

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

access will be in place. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report.

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

In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the implementation of the changes to the Highbury West and Highbury Fields LTNs proposed in this report will impede on the right to individuals to respect for private and family life either in public or on private land. Further, the schemes are proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.

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

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

The proposals are aimed at enhancing the Highbury West and Highbury Fields LTN, one objective of which is to encourage increased walking and cycling. The LTNs achieve this in part, by reducing unnecessary journeys by motor vehicle, particularly shorter journeys that could be carried out by means of active travel. This reduction in traffic volumes also serves to improve safer cycling routes throughout the LTNs. The LTNs are part of the council's commitment to working towards a zero carbon future and responding to the Climate Emergency. The delivery of the Islington Transport Strategy, Liveable Neighbourhoods, School Streets and Lorry Control Scheme were all specifically mentioned in the transport section of the Vision 2030: Creating a Net Zero Carbon Islington by 2030.

The proposed changes to the Highbury West and Highbury Fields LTNs will have some direct environmental impacts. These include resource usage for new signage, road marking, energy use and waste generation during their installation, together with possible nuisance impacts such as noise or dust, as well as impacts related to contractor journeys to site during the works.

The impact on local emissions depends on whether the proposals lead to an increase in the number of trips by exempted residents. If it does, this is likely to increase carbon and NOx emissions. However, if trips taken by exempted residents are unavoidable and would

have been taken with or without the exemptions in place, the exemptions may reduce the distances travelled and therefore reduce emissions.

8.10 Equalities Impact Assessment

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

An Equalities Impact Assessment (EqIA) was completed for the amendments to the LTN featured in this report. The full EqIA is attached in Appendix 6 and is summarised below.

Positive impacts of whole scheme

By implementing the proposed changes, the Highbury West and Highbury Fields LTNs will continue to reduce road danger and improve accessibility and should provide benefits to all residents with protected characteristics. The measures should also reduce the negative impacts of traffic congestion, improving air quality, and reducing injuries from road traffic collisions. The design of the scheme has been developed with the aim to improve the streets in the Highbury, Arsenal and Finsbury Park wards as aligned with the healthy streets indicators.

People who are Blue Badge holders who live within the Highbury West and Highbury Fields LTNs and have access to a vehicle registered to their home address, will benefit from the expanded proposed exemptions at designated camera-enforced filters. Children who have disabilities or mobility impairments may benefit from the Blue Badge exemption policy, if their carers live with them inside an LTN. The exceptional circumstance dispensation for this exemption may also benefit children who, for example, attend a school in an LTN. It is also likely that older people with limited mobility who travel by private car are likely to have Blue Badges and could benefit from the policy. The positive impacts of LTNs on local traffic levels, as evidenced by interim monitoring reports, means less congestion for exempt vehicles.

Negative impacts of whole scheme

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

Following the implementation of the changes to the Highbury West and Highbury Fields trial schemes, the whole area will still be fully accessible to all vehicles. None of the measures being introduced will stop people (including residents, businesses, visitors or delivery drivers) from driving to and from the area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets. The changes may result in increased inconvenience for some motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on. Whilst the purpose of LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel. The council will also investigate public realm initiatives to increase sense of safety on the streets, particularly at night, for instance with enhanced public lighting.

As discussed in the 'Overview' paragraphs at the start of section 3 of the programme-wide RIA, the council seeks to balance exemptions with the benefits of reducing local traffic for all residents, including those with protected characteristics who have benefitted from the LTN as they currently exist.

The Highbury interim and pre-consultation monitoring reports outlined an increase in motorised traffic volumes on Blackstock Road and will be considered alongside changes in air quality as a result of initiatives such as ULEZ and the recent extension in October 2021 (which now covers the whole of Islington) and the Council's Electric Vehicle Charging programme.

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

9 Conclusion and reasons for recommendations

- 9.1 **Recommendation.** The Corporate Director of Environment is asked to agree the proposals set out in this report, including the continuation of the trial, and the implementation of the changes outlined in section 6 of this report, under a new ETO. It is also recommended that the business engagement activities that were carried out as part of the trial scheme and are summarised in Appendix 4, are continued throughout the duration of the proposed new ETO.
- 9.2 In making this decision the Corporate Director of Environment needs to assess if the trial so far has largely achieved the objectives of the LTN and balance those benefits with the potential disadvantages that could be caused by the scheme. To assess this the monitoring data needs to be considered and weighted against the consultation responses and objections received for the scheme.

9.3 **Assessment of benefits.** The Highbury West and Highbury Fields LTNs aimed to encourage local people to walk and cycle in their neighbourhoods and reduce unnecessary journeys by motor vehicle, particularly shorter journeys that could be carried out by means of active travel. A reduction in vehicle usage also supports safer cycling routes throughout the LTNs. The environmental impacts of traffic will be reduced particularly on local residential streets. This will result in a safer, cleaner and healthier environment for local people particularly older people, children, younger people with impaired mobility and other vulnerable groups. These aims are supportive of the council's net zero carbon and Fairer Islington priorities.

9.4 Table 4 and Appendix 14 highlights where there is some evidence from the monitoring data and consultation results that the trial has generally achieved the objectives.

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>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking,</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 72%. The greatest decrease has been on Benwell Road where there was a 95% decrease.</p> <p>Air quality data from within the Highbury LTN area shows that changes in nitrogen dioxide levels reflect those in the borough more widely.</p>	<p>In the Highbury West 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 (25.4%) • Reduces air pollution (21.9%) • Makes it safer and easier to cross the road (17.6%) <p>In the consultation:</p> <p>42% of respondents stated there is less noise from traffic since the introduction of the Highbury West LTN trial. 29% disagreed with that statement.</p> <p>37% of respondents said the air was cleaner. 24%</p>

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
cycling and public transportation.			<p>disagreed with that statement</p> <p>In the Highbury Fields 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 air pollution (21.7%) • Reduces through traffic (20.8%) • Makes the area more pleasant (18.8%) <p>In the consultation:</p> <p>33% of respondents stated there is less noise from traffic since the introduction of the Highbury Fields LTN trial. 32% disagreed with that statement.</p> <p>32% of respondents said the air was cleaner. 27% disagreed with that statement</p>
<p>Islington Transport Strategy</p> <p>Objective Three: Cleaner and greener. To contribute to the council's commitment</p>	Reduce motorised traffic overall across internal and boundary roads.	Across the boundary roads of both Highbury LTNs, total volumes of motorised traffic show a negligible decrease (-1%).	<p>In both the Highbury West and Highbury Fields consultations:</p> <p>'Concern that the LTN increases vehicle traffic on unsuitable nearby</p>

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
<p>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>On average, motorised traffic volumes have changed on Blackstock Road (northern site) by 58%, Blackstock Road (southern site) 3%, Highbury Grove (North) - 18%, Holloway Road 0%, Hornsey Road (South) -28%, Seven Sisters Road -18% and St. Paul's Road (West) 15%</p> <p>The northernmost monitoring site on Blackstock Road saw a much higher increase than the southernmost site (located immediately south of the Brownswood Road junction), with an approximate comparative difference of 7,000 vehicles per day (58%) at the north and fewer than 500 vehicles per day at the south (3%). Additional counts were undertaken on Blackstock Road at two sites (one located south of Gillespie Road and the other, south of</p>	<p>roads/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 2020 and December 2021 and is largely not borne out according to the data collected. However, an increase in traffic congestion has been observed on Blackstock Road. The proposals outlined under section 6 of this report aim to mitigate this issue.</p>

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
		<p>Sotheby Road), to confirm the findings were localised to the northernmost section of Blackstock Road. This data was normalised and compared against baseline, interim and pre-consultation monitoring data, concluding that traffic flow trends increased following Hackney Council's implementation of the Stoke Newington Church Street LTN in late September 2021. Whilst it is not possible to separate the individual impacts of the Highbury and Stoke Newington schemes, the data indicates that at least some of the increase can be attributed to the neighbouring scheme.</p> <p>St Paul's Road has likely been impacted by the Highbury Corner redevelopment. Vehicle count data shows an increase</p>	

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
		of 3,244 vehicles (15%), suggesting that congestion is likely forming on the approach to Highbury Corner.	
<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>Cycling has increased by 1% on internal roads. Individual monitoring sites present a mixed picture of cycling patterns, with some roads showing an increase. It is notable that the most recent monitoring data was collected in December 2021, so seasonal impacts may be a factor. In addition, national cycling statistics show a 20% drop in cycling flows compared to pre-covid levels.</p> <p>The greatest increase has been on Horsell Road from 548 to 819 (49%) cycle trips a day. Cycling on the segregated route at Drayton Park was not monitored, so actual figures are likely higher than</p>	<p>In the Highbury West consultation:</p> <p>34% of respondents stated that they are walking and cycling more to local shops and businesses. 10% disagreed with that statement.</p> <p>42% of respondents felt that it was easier to cross the street since the introduction of the Highbury West scheme. 23% disagreed with that statement. 27% of respondents say they are more likely to walk or cycle for short trips instead of driving. 9% are less likely.</p> <p>34% of respondents said it is easier to get in and out of the Highbury West area by walking and cycling. 21% said it is less easy.</p> <p>35% of respondents said it is easier for them to make the trips they need to make by walking and cycling. 20% said it is less easy.</p>

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
		<p>those shown by the monitoring report. However, data measuring cyclists using the road still shows an increase in volume of cyclists at this location.</p>	<p>In the Highbury Fields consultation:</p> <p>30% of respondents stated that they are walking and cycling more to local shops and businesses. 14% disagreed with that statement.</p> <p>37% of respondents felt that it was easier to cross the street since the introduction of the Highbury Fields scheme. 26% disagreed with that statement.</p> <p>25% of respondents say they are more likely to walk or cycle for short trips instead of driving. 12% are less likely.</p> <p>32% of respondents said it is easier to get in and out of the Highbury West area by walking and cycling. 24% said it is less easy.</p> <p>32% of respondents said it is easier for them to make the trips they need to make by walking and cycling. 26% 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"</p>	<p>Reduce road danger and the levels of speeding on internal roads</p>	<p>Across internal roads, average speeds have decreased by 2%.</p> <p>Across internal roads, the number</p>	<p>In the Highbury West consultation:</p> <p>38% of respondents felt there was less speeding from traffic. 23%</p>

Policy	Scheme objective	Evidence from pre-consultation monitoring data	Feedback from consultation and surveys
<p>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>of vehicles speeding has decreased by 83%.</p>	<p>disagreed with that statement</p> <p>36% of respondents felt more safe using the street during the day. 25% felt less safe using the street during the day.</p> <p>However 27% of respondents felt more safe using the street at night, whereas 38% felt less safe using the street at night. This is discussed further in Table 5 below.</p> <p>In the Highbury Fields consultation:</p> <p>32% of respondents felt there was less speeding from traffic. 23% disagreed with that statement</p> <p>31% of respondents felt more safe using the street during the day. 29% felt less safe using the street during the day.</p> <p>However 22% of respondents felt more safe using the street at night, whereas 42% felt less safe using the street at night. This is discussed further in Table 5 below.</p>

Table 4: Assessment of benefits

9.5 **Assessment of disadvantages.** 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 and Appendix 14, the main criticisms of the scheme emerging from consultation, engagement and objections are put into context alongside the monitoring data gathered during the trial, and the objectives of the scheme.

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
<p>Increase of traffic on main / boundary roads</p>	<p>Across the boundary roads of both Highbury LTNs, total volumes of motorised traffic show a negligible decrease (-1%).</p> <p>On average, motorised traffic volumes have changed on Blackstock Road (northern site) by 58%, Blackstock Road (southern site) 3%, Highbury Grove (North) -18%, Holloway Road 0%, Hornsey Road (South) -28%, Seven Sisters Road -18% and St. Paul's Road (West) 15%</p> <p>The northernmost monitoring site on Blackstock Road saw a much higher increase than the southernmost site (located immediately south of the Brownswood Road</p>	<p>An increase in boundary road traffic was the most prominent negative feedback about both Highbury schemes in the consultation questionnaire.</p> <p>The pre-consultation monitoring data suggests that overall, when considering all boundary roads, there was a negligible change (overall -1%) in traffic volumes across all boundary roads. A negligible change is defined as an increase or decrease of up to 10%, as traffic flows fluctuate by up to 10% on a daily basis. The overall figures consider traffic throughout the day, and where there is variation in traffic volumes at different times.</p> <p>Individually, Blackstock Road (northern site) and St Paul's Road both showed significant increases in traffic flows, each of which bear evidence that suggests external factors may be contributing to this increase.</p> <p>The northernmost monitoring site on Blackstock Road saw an increase of 7,000 vehicles per day (58%) at the north and fewer than 500 vehicles per day at the south (3%). Further data gathering and analysis suggest that the increased traffic flow since September 2021 may be attributed in part to Hackney Council's implementation of the Stoke Newington Church Street LTN in late September 2021.</p> <p>Vehicle count data on St Paul's Road shows an increase of 3,244 vehicles (15%), suggesting that congestion is likely forming on the approach to Highbury Corner.</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
	<p>junction), with an approximate comparative difference of 7,000 vehicles per day at the north and fewer than 500 vehicles per day at the south. Additional counts were undertaken on Blackstock Road at two sites (one located south of Gillespie Road and the other, south of Sotheby Road), to confirm the findings were localised to the northernmost section of Blackstock Road. This data was normalised and compared against baseline, interim and pre-consultation monitoring data, concluding that traffic flow trends increased following Hackney Councils implementation of the Stoke Newington Church Street LTN in late September 2021. Whilst it is not possible to separate the individual impacts of the Highbury and Stoke Newington schemes, the data indicates</p>	<p>Evidence shows that 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>Average vehicle journey times</p> <p>Journey times on the six boundary roads (Highbury Grove, Highbury Park & Blackstock Road, Seven Sisters Road, Isledon Road, Holloway Road and St. Paul's Road) surrounding both trial scheme areas have generally shown an increase overall, albeit with some roads showing slight improvements.</p> <p>Looking at daily average figures, on Highbury Grove general vehicle journey times have decreased for all travel, most notably in the AM peak period, when journeys are on average 23 seconds faster (14%) than they were during November 2020. The decrease was more pronounced for northbound travel than it was in the southbound direction.</p> <p>On Highbury Park and Blackstock Road, journey times have increased in both directions. Most notably for northbound travel in the PM peak, with an increase of 50 seconds (17%). This may be related to congestion on the approach to the junction with Seven Sisters Road, given the larger number of vehicles now trying to navigate this junction or due to other maintenance activities in the area affecting the junction's capacity. However, southbound journey times also saw an increase, albeit smaller, with no clear explanation.</p> <p>On Seven Sisters Road, journey times have increased in both directions along the short link between Blackstock Road and Isledon Road. The average increase is 15 seconds (33%) in the AM</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
	<p>that at least some of the increase can be attributed to the neighbouring scheme.</p> <p>St Paul's Road has likely been impacted by the Highbury Corner redevelopment. Vehicle count data shows an increase of 3,244 vehicles (15%), suggesting that congestion is likely forming on the approach to Highbury Corner.</p>	<p>peak and 19 seconds (36%) in the PM peak. Eastbound travel saw a higher increase. It is noted that this could be a result of the construction on Seven Sisters Road due to relining of a Thames Water main that required closing one lane of traffic in each direction on Seven Sisters Road west of Finsbury Park Station.</p> <p>On Isledon Road, journey times on this one-way southbound road saw an increase of 18 seconds (39%). Like Seven Sisters Road, there were lane closures during this period due to relining of Thames Water main that began in February 2021.</p> <p>On Holloway Road, northbound journey times saw limited change, decreasing by 13 seconds (-6%) in the AM peak and increasing by 1 second (<1%) in the PM peak. However southbound journeys increased by 1 minute and 23 seconds (40%) in the PM peak, compared to a 5 second increase (2%) in the AM peak. The difference in directional impacts on Holloway Road indicates that southbound traffic was likely impacted by increased congestion at Highbury Corner.</p> <p>On St. Paul's Road journey times increased by 22 seconds (28%) in the PM peak compared to an increase of 5 seconds (6%) in the AM peak. Whilst these increased journey times are likely due to congestion approaching the gyratory, this congestion is likely due to several factors, not limited to variations in junction timings, a COVID-induced increase in traffic and the PFS schemes in the area. Journey times eastbound have stayed roughly the same as pre-implementation and may have slightly improved.</p> <p>Bus journey times</p> <p>Bus journey times on Highbury Grove stayed around 3.5 minutes per kilometre prior to March 2020,</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>falling to around 2.5 minutes between March and June 2020. This increased in January 2021 following installation of the Highbury schemes and has since varied significantly, with an average journey time of 4.4 minutes per kilometre.</p> <p>Bus journey times on Highbury Park and Blackstock Road averaged 3.5 minutes per kilometre before March 2020. Journey times increased to higher than pre-pandemic levels in September 2020, before the Highbury schemes were introduced, to 4.5 minutes per kilometre and have continued since the Highbury schemes were installed in January 2021.</p> <p>Bus journey times on Seven Sisters Road have remained relatively steady before and after the installation of the Highbury schemes, with an average range between 6 and 8 minutes per kilometre. This decreased briefly between April and May 2020. PM peak journey times averaged around 1 minute higher per kilometre than the AM peak and delays were more pronounced in the eastbound direction.</p> <p>Bus journey times on Isledon Road have remained steady before and after the pandemic and installation of the Highbury schemes, with an average journey time around 3 minutes per kilometre.</p> <p>Bus journey times on Holloway Road averaged between 4 and 5 minutes per kilometre, decreasing by around one minute between March and June 2020. Following the installation of the Highbury schemes, there was an increase in journey times between January and May 2021, followed by a return to pre-installation journey times.</p> <p>Bus journey times on St. Paul's Road remained relatively fast throughout 2020 and 2021. As traffic returned to the roads post-pandemic, journey times</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>began to increase above the pre-pandemic average to around 5 minutes per kilometre. There was a notable spike in journey times in the week ending 17 September 2021.</p> <p>Traffic on London’s roads overall has increased substantially in the years prior to Covid-19, which mirrors the results of the traffic monitoring data collected for both Highbury trial schemes, showing that on average traffic on strategic roads has increased.</p> <p>Department for Transport (DfT) data shows that there has been an increase of 3.9bn vehicles between 2009 and 2019 on all London roads, and a 4bn increase on C or unclassified roads between 2009 and 2019, the difference is accounted for by a decrease of 100 million vehicles on London ‘A’ roads, ‘B’ roads and motorways during this period.</p> <p>This increase in traffic on local roads is a major reason for the need to introduce low-traffic neighbourhood measures in London, including Islington’s people-friendly streets programme. The increase in traffic volumes on local roads since the late 2000’s has corresponded with a rise in smartphone satellite navigation apps which direct traffic along the quickest route, which regularly results in large volumes of traffic and congestion on local neighbourhood streets which were not designed to take this traffic. 24.3 million more miles were driven through Islington in 2019 than 2013 – an almost 10% increase.</p> <p>At the same time, the unchanged or decreasing traffic volumes on major roads in this period suggests that many strategic roads have capacity to take more traffic, and therefore where there are increases in traffic on main road boundary roads such as St. Paul’s Road this represents a rebalancing of through-traffic towards the main roads which were designed to take this traffic.</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
<p>Inconvenience to car drivers / longer journeys</p>	<p>Journey time analysis carried out</p>	<p>Journey time analysis that was carried out shows that the longer the journey, the smaller the proportional increase in time or distance for the whole journey. This means that the greatest inconvenience is caused to people choosing to make the shortest trips. As one of the aims of the PFS programme is to encourage and enable people to switch short local trips from driving to active means, some measure of inconvenience for short motor trips can be seen as a necessary part of the scheme to allow that modal shift to happen and reduce the overall number of car trips. Objective One of the Islington Transport Strategy is "To encourage and enable residents to walk and cycle as a first choice for local travel", and walking and cycling can be made a more attractive choice by making them as easy (or easier) than driving for short trips, and by reducing the threat of road danger.</p> <p>In the Highbury West consultation, 31% of respondents from car-owning households said they were now driving less for shorter or local journeys. Overall, 24% of respondents say they walk or cycle more to local shops and businesses since the introduction of the LTN. It is worth noting that 53% of the respondents to the consultation reported that the cost of taxis and private hire vehicles had increased.</p> <p>For the Highbury Fields consultation, 28% of respondents from car-owning households said they were now driving less for shorter or local journeys. Overall, 20% of respondents say they walk or cycle more to local shops and businesses since the introduction of the LTN. It is worth noting that 54% of the respondents to the consultation reported that the cost of taxis and private hire vehicles had increased.</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>Where the inconvenience of longer car journeys impacts on disabled people, the council has made changes to the scheme and this is addressed later in this section.</p>
Reduction of air quality	Inconclusive.	<p>On air quality, the council received more feedback from residents that they felt it had been reduced rather than improved.</p> <p>22% of Highbury West consultation respondents felt that the scheme reduced or did not improve air quality, in comparison to 4% who felt the opposite way.</p> <p>22% of Highbury Fields consultation respondents felt that the scheme reduced or did not improve air quality, in comparison to 2% who felt the opposite way.</p> <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>63% of Highbury West respondents who do not own a motor vehicle said that the air was cleaner, compared to 26% of respondents who own a car or van.</p> <p>For Highbury Fields, 60% of respondents who do not own a motor vehicle said that the air was cleaner, compared to 21% of respondents who own a car or van.</p> <p>Neither conclusion can be confirmed based on the monitoring data gathered so far. NO₂ levels in Highbury West and Highbury Fields have been lower than the annual objective level of 40µg/m³ at all monitoring sites post implementation, including on boundary roads. Changes in levels of NO₂ in and around both the Highbury LTNs are consistent with those more widely in the borough where data is available for 2019.</p> <p>Annual average levels of NO₂ across the Highbury schemes since people-friendly streets started are, on</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>average, higher than the previous year at internal and boundary road sites where data is available from 2019. However, these changes reflect those in the borough more widely, except for perhaps boundary road sites showing slightly larger increases in pollution than borough-wide trends, meaning that annual average increases in levels of NO₂ across both Highbury trial areas since the scheme started in December 2020 are consistent with increases for borough-wide averages, with potentially slightly larger increases at boundary road sites, which will need further observation.</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 nine 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.</p> <p>The borough-wide and Highbury monitoring site averages all dropped to a low in May 2020 before generally rising. This aligns to a period of national lockdown measures, which started in March 2020 and were eased by July 2020 as well as potential seasonal variations where NO₂ can often be lower in summer months. The post-implementation period of the PFS trial in Highbury (February-October 2021) was at the same time as higher levels in the borough more widely. As such, while NO₂ levels in the trial area have increased since it was implemented in January 2021 compared to the year before, this is in line with borough-wide trends and is likely to be related to the impact of lockdown measures, and seasonal variation, and suggests the impact of wider factors on pollution levels, with no distinct impact on air quality to date due to the trial.</p> <p>The figures presented in the data are an annual average and do not describe fluctuations within this</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>time period that might have influenced the average results.</p> <p>Ambler Primary School is located on the section of Blackstock Road that has seen an increase in traffic volumes since the LTN has been implemented. In the council's 2020 annual air quality report, there is evidence that the air quality at the monitoring site on Blackstock Road has improved between 2019 and 2020 and in 2020 was 28µg/m³. This reflects the trend in generally improving results across the borough and the impact of Covid-19. Readings taken to date outside the school since the introduction of the LTN indicate that the air quality at this location is still likely to be below the annual legal limit, despite increasing along with other boundary sites borough wide. Notably, Ambler Primary School was selected as one of two pilot schemes for main roads school streets and a scheme including pavement widening, green screening and tree planting was consulted on in January 2022. This scheme was implemented in May 2022.</p>
Emergency services response times	No significant impact.	<p>Given the extent of variables that affect response times, the differences between the 2019 baseline, the 2020 pre-implementation period and the post implementation period are within target times set out by the LFB and the council. The council will continue to monitor this indicator.</p> <p>There have also been no reported delays to the London Ambulance Service or the Metropolitan Police Service.</p>
Increase in crime or anti-social behaviour	No significant impact.	<p>Potential negative impacts identified in feedback for Highbury West LTNs included: 11% of respondents expressed concerns that the LTNs contributed to an increase in crime or anti-social behaviour within the LTN.</p> <p>The same concern was expressed by 13% of respondents to the Highbury Fields questionnaire.</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>Analysis shows anti-social behaviour and crime patterns in the area are in line with patterns across the borough overall, suggesting both of the Highbury trial schemes have not had an impact on anti-social behaviour and crime patterns. Crime is very much dependent on the local area.</p> <p>Both Highbury scheme areas show a cumulative reduction of internal motor traffic volumes (down by 72%). 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 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>Both of the Highbury LTN consultations asked a specific set of questions on how subjective safety</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>(how safe people feel when using the streets) has changed since the implementation of the LTN.</p> <p>For Highbury West, 27% said they feel more safe using the street at night (compared to 38% who feel less safe and 30% who noticed no change). 36% said they feel more safe using the street during the day (compared to 25% who feel less safe and 30% who noticed no change).</p> <p>For Highbury Fields, 22% said they feel more safe using the street at night (compared to 42% who feel less safe and 31% who noticed no change). 31% said they feel more safe using the street during the day (compared to 29% who feel less safe and 36% 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>For Highbury West, respondents who own a motor vehicle felt less safe using the streets at night (49% compared to 15% of those who do not own a car or van) and during the day (31% compared to 11% of those who do not own a car or van).</p> <p>For Highbury Fields, respondents who own a motor vehicle felt less safe using the streets at night (50% compared to 21% of those who do not own a car or van) and during the day (35% compared to 15% 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> <p>Nonetheless, while monitoring statistics shows that the implementation of both Highbury LTNs has not increased crime rates, individual feelings of safety and security when travelling through Islington are very subjective, and personal to each person's experiences and situation – the council recognises that women in particular might experience feelings</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>of insecurity. The council has taken note of these comments and is investigating actions it can take to improve the public realm in ways which could deter the potential for crime, and to make areas feel safer. These public realm improvements could include improving sightlines for people walking and introducing new or improved public lighting. In regards to increased lighting, it is worth noting that 36% of Highbury West respondents and 37% of Highbury Fields respondents to the consultation questionnaire, selected 'lighting' as high priority for improvements to the LTN.</p> <p>In addition, the council is committed to work with its Community Safety Team and the Metropolitan Police to make Islington's streets safer.</p>
Concerns over dangerous / fast cycling	Monitoring data shows that cycling levels have increased negligibly overall on internal roads counted during the first year of the scheme's operation. On boundary roads for which counts were available, cycling has decreased by 20%.	<p>Concerns regarding dangerous cycling were slightly more notable in Highbury Fields, where 7% of respondents expressed concerns, compared to 6% of Highbury West respondents.</p> <p>All road users, including people cycling, should obey the Highway Code. Islington Council offers free cycle skills training for adults and children to enable people to cycle more confidently and safely on the road. (More details can be seen here). The council has also previously run targeted 'stop and advise' sessions alongside local police officers, at locations where cycling contraventions have been reported.</p> <p>The council is aware of some concerns around the speed of vehicles (including cycles) on Highbury Hill and Aubert Park, both featuring well-used formal and informal crossing points. The downhill gradient on these roads reduces the effort required for people cycling and this can encourage higher speeds than average.</p> <p>Many surveys show that the main barrier preventing people from cycling on the roads is the perception that sharing the road with motor vehicles is too</p>

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		dangerous, so by reducing motor vehicle traffic on local streets more people should be encouraged to cycle on the roads and away from areas used by people walking.
Lack of early consultation	Not able to be monitored.	<p>One common objection to both Highbury LTNs was a "lack of early consultation". Government guidance from May 2020 stated that "Measures should be taken as swiftly as possible, and in any event within weeks, given the urgent need to change travel habits before the restart takes full effect." The provisions of the ETO process do not require public consultation prior to the start of the trial, although the council did in fact engage with the public before implementing low traffic neighbourhoods. More details on the legal status of implementing the LTNs can be found in Section 8 on the Road Traffic Regulation Act 1984, and Section 9.2 on legal implications.</p> <p>Although there was no consultation prior to implementing both Highbury LTNs as a trial, the council stated from the outset that the trial would be assessed by both monitoring and a full public consultation before the end of the 18-month period for the initial ETO. This consultation has now taken place and is discussed at length in this report, and in separate reports provided as appendices.</p>
Impact on disabled people	Mitigation proposed through Blue Badge exemption and people-friendly pavements.	The council recognises some disabled people may rely on motor vehicles for their journeys and that the LTN could be resulting in longer journey times for them, having an impact on their lives. As described in Section 6 of this report, the council proposes to expand the exemption policy for Blue Badge holders, which was introduced in December 2021. This may help to further mitigate against longer journey times or distances for eligible residents. This policy will apply across the whole Highbury trial area after the introduction of the new ETO, which this report recommends and more details will be provided to

Consultation themes or potential negative impact	Monitoring report and summary of findings	Commentary
		<p>eligible Blue Badge holders ahead of the traffic order coming into effect.</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>

Table 5: Assessment of disadvantages

9.6 **Reason for recommendation.** In summary, Table 4 and Appendix 14 show the ways in which the Highbury West and Highbury Fields LTN schemes have met their 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 5 shows an assessment of the most common negative themes and objections to the scheme. In most cases, these objections are not supported by evidence or have been mitigated by these proposals. Where evidence does support the negative themes, for example, on the impact of the trials on the mobility of some disabled people, the council is proposing significant changes to the traffic orders and operation of the LTN to mitigate these impacts. The council will also carry out further investigation on the perception of crime and safety within the LTN, as detailed in Table 5.

9.7 In conclusion, the Corporate Director of Environment is asked to agree to the recommendations set out in section 6 of this report: to make a new ETO for a single, combined Highbury LTN in order to allow the expanded exemption policy for Blue Badge holders to become operational, to agree to the principle of developing a protocol for the

Highbury LTN, that will create an emergency diversion route and to make the necessary changes to discourage longer vehicles from accessing Highbury Crescent via Fieldway Crescent.

- 9.8 The continuation of the scheme is recommended because there is clear evidence that the scheme is meeting many of its overall objectives as supported by monitoring and consultation results, and that potential negative impacts emerging from the consultation results are either not supported by monitoring data, are unrelated to the LTN or have been mitigated through adjustments to the scheme.
- 9.9 The council's intention is for the new ETO to be in place for at least twelve months, which allows time to consider any objections which are received by 10 December 2022. At this point, the council will then take a final decision on the future of the Highbury trial.

Signed by: Keith Townsend

[Redacted signature]

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Appendix 1 – Location map of proposed changes

Appendix 2 – Designs for changes to Highbury LTN: removal of parking and new signage

Appendix 3– BB exemptions changes – new area and new code – plate design

Appendix 4 – Business engagement summary

Appendix 5 – Leaflet sent to residents

Appendix 6 – Equalities Impact Assessment

Appendix 7 – Pre-consultation engagement report – Highbury West

Appendix 8 – Pre-consultation engagement report – Highbury Fields

Appendix 9 – Independent consultation report – Highbury West

Appendix 10 – Independent consultation report– Highbury Fields

Appendix 11 – Responses to objections

Appendix 12 – Interim monitoring report with audit statement

Appendix 13 – Pre-consultation monitoring report

Appendix 14 – Assessment of benefits and disadvantages