

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

Officer Delegated Decision

Date: 14 September 2021

Ward(s): Clerkenwell



Subject: Changes to Amwell Low Traffic Neighbourhood (Experimental Traffic Orders)

1. Summary

- 1.1. The Amwell phase 1 Low Traffic Neighbourhood (LTN) is part of the council's people-friendly streets programme that was agreed by the council's Executive on 18 June 2020. The scheme was implemented through Experimental Traffic Orders (ETOs) first made on 24 September 2020 and which came into force on 2 October 2020. The original traffic order was suspended and replaced with a revised ETO made on 17 December 2020, which came into force on 2 January 2021.
- 1.2. Three camera-enforced traffic filters and one traffic filter with collapsible bollards were installed in the Amwell LTN area as part of the measures. The scheme became operational on 23 November 2020, with the exception of the traffic filter on Margery Street which was not made operational. This was due to practical issues around ensuring continued access to the full length of this narrow one-way street for all vehicles that need it.
- 1.3. The council now intends to activate an amended traffic filter on Margery Street, which forms part of Cycleway 27 (previously known as Quietway 2). However, the provisions of the existing ETO are too limited in scope to enable delivery drivers, taxi pick-up and drop-off, visitors and others to access land (including parking) or property on the full length of Margery Street which is one-way westbound. This report sets out the council's proposals to make changes to the Amwell LTN by amending the provisions of the ETO to permit vehicular access for the range of Margery Street residents, businesses and other people to the section of Margery Street west of the filter who require it.
- 1.4. This report outlines the proposals, engagement and monitoring approach associated with the recommendation to proceed with the changes to the ETOs. The current ETOs would be suspended and replaced with new Experimental Orders proposed to be made on 16 September 2021 and coming into force on 24 September 2021.
- 1.5. The Islington Transport Strategy 2020-2041, adopted in November 2020, sets out the Council's vision of a fairer, healthier and greener transport environment. The ongoing implementation of the people-friendly streets programme will support the council's objective of achieving net zero carbon emissions in Islington by 2030 and the Vision Zero objective that no one should be killed or seriously injured through a road collision. It will also contribute to the delivery of a fairer Islington by: making it easier and safer for people to travel on foot, by cycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.

2. Decision

- 2.1. To note that the council's Executive, at its meeting on 18 June 2020, delegated authority to the then Corporate Director of Environment and Regeneration (now the

Corporate Director of Environment), in consultation with the Executive Member for Environment and Transport, to finalise and implement the people-friendly streets schemes, taking into account statutory consultation responses.

- 2.2. To approve the proposals set out in Section 4 of this report to amend the access provisions related to the Margery Street traffic filter under an Experimental Traffic Order (ETO), including the making and revoking of traffic orders set out in Section 6, with the view to making the traffic filter fully operational.
- 2.3. To note that the ETOs that were made on 17 December 2020 and came into force on 2 January 2021, as an amendment to the original ETOs as noted in 1.1, will be suspended and replaced with new ETOs on 24 September 2021 and that included in the new orders will be the changes outlined in Section 6 of this report to implement the modifications to the Low Traffic Neighbourhood.
- 2.4. To note that following the making of the new ETOs, a traffic filter will be implemented on Margery Street, anticipated on week commencing 27 September 2021.
- 2.5. To note that a public consultation on the Amwell LTN will be held approximately 12 months after the original ETOs were made and that this is expected to be held in late autumn 2021.
- 2.6. To note that a final decision will need to be taken before 18 months from the date the original ETOs came into force and that this must be no later than 2 April 2022; and that this must be after the expiry of the six-month statutory objection period for the ETOs to which this delegated decision pertains.

3. Background

- 3.1. Proposals for the people-friendly streets programme were agreed by the council's Executive on 18 June 2020. On 23 September 2020, the council's Corporate Director of Environment and Regeneration took the decision to proceed with the Amwell people-friendly streets Low Traffic Neighbourhood. Subsequently, in response to an issue raised by a disabled resident in relation to the position of the traffic filter on Lloyd Square (north side), a new dedicated disabled parking bay was introduced outside 4 Lloyd Square. To enable this bay to be implemented, the previous Experimental Traffic Order that came into force on 2 October 2020 was suspended, and a new revised Experimental Traffic Order was made which came into force on 2 January 2021.
- 3.2. The ETOs provide for a traffic filter on Margery Street slightly west of Wilmington Street with a 'motor vehicle prohibition zone except for permit holders' (residents and businesses at specific addresses) to cover the remainder of the street. The layout of Margery Street, which runs one-way westbound between Amwell Street and Farringdon Road, has space constraints that make it infeasible to permit two-way traffic. This was

due to practical issues around ensuring continued access to the section of Margery Street west of the filter for all vehicles that need it.

- 3.3. Therefore, while the infrastructure for the traffic filter on Margery Street was installed in October 2020 along with the rest of the scheme, it was not able to be activated meaning that only three of the four planned filters have been active since the launch of the Amwell scheme in November 2020.
- 3.4. Following the publication of an interim monitoring report on the Amwell LTN in August 2021 and prior to a non-statutory consultation scheduled in late autumn 2021, the council intends to activate an amended traffic filter on Margery Street, which forms part of Cycleway 27. This will enable Margery Street to receive the benefits of being part of a low traffic neighbourhood (quieter, safer, cleaner and healthier streets) and to prevent traffic using Margery Street as a through route.
- 3.5. Data from traffic monitoring undertaken for the Amwell LTN scheme in May 2021 has shown that a daily average of 1,118 vehicles travels westbound along Margery Street. This figure has been normalised¹ to factor in the impacts of Covid-19 on traffic patterns. Relevant data can be found in the Monitoring section of this report below. This traffic is likely to be contributing to road danger, and air and noise pollution for the residents of Margery Street. At the same time, cycling on Margery Street in the westbound direction which shares the road with traffic has increased by 149% since the Amwell scheme was introduced. Further details of the traffic monitoring that has been carried out can be found in the Monitoring section of this report.
- 3.6. The existing ETO which provides access for motor vehicle prohibition zone permit holders (residents and businesses at specific addresses) to Margery Street west of the traffic filter, is too restrictive in scope to enable the range of vehicles that require access to land or property on that section of Margery Street to legally pass through the filter. This report recommends that an amendment be made to the Amwell LTN scheme, to permit all vehicles requiring access to land (including parking) or property on Margery Street west of the filter (such as delivery vehicles, visitors' vehicles and taxis) to legally pass through the traffic filter.
- 3.7. Any changes made to the Amwell LTN scheme require a mandatory six-month period in which objections can be made. This six-month period must expire prior to the end of the overall 18-month trial period for the scheme which comes to an end on 2 April 2022. This means any changes made must come into force prior to 2 October 2021.
- 3.8. As the infrastructure for the traffic filter in Margery Street is already in place, only minimal additional signage, to make clear that access is permitted for vehicles requiring access to land or property on Margery Street, is required to introduce this scheme amendment.

¹ The normalisation methodology used and the full analysis of traffic data cited is shown in '[Amwell people-friendly streets: Results from the six month monitoring report](#),' August 2021

3.9. A non-statutory public consultation for the Amwell LTN is scheduled for late autumn 2021. It is recommended that the change be introduced now to enable it to be experienced in operation ahead of the consultation rather than proposed during the public consultation as an option for the final decision of the scheme.

4. Proposals

4.1. The measures to deliver the amended Amwell Low Traffic Neighbourhood, shown on the plan in Appendix 1, will include:

- Introducing a traffic filter on Margery Street at the existing pedestrian zebra crossing, with motor vehicles prohibited west of the traffic filter except for access, allowing vehicular access by Margery Street residents and businesses; other vehicles that require access to land or property on Margery Street; emergency services and cycles.

This will require the installation of the following signage:

- 'Motor vehicles prohibited' signs (TSRGD 2016, Diagram 619) with plate 'Except for access' at the closure point, visible from the westbound side, on both the northern and southern side of Margery Street.
- 'No through road' sign (TSRGD 2016, Diagram 817) for westbound vehicles on Margery Street at the junction with Amwell Street, indicating the closure ahead.
- 'Mandatory right direction' sign (TSRGD 2016, Diagram 606) with plate 'Except cycles', for southbound vehicles on Fernsbury Street at the junction with Margery Street, located on the south side of Margery Street, indicating the direction that traffic must proceed.
- Temporary advance warning signage displaying the text 'No through route for motor vehicles via Margery Street to King's Cross Road except for access' at five locations within and on the approaches to the Amwell LTN area as shown on the plan in Appendix 1.

The following signs will be removed:

- 'No through road' sign (TSRGD 2016, Diagram 817) with plate 'Except cycles' for northbound vehicles on Amwell Street, at the junction with Merlin Street, indicating the closure of Margery Street on the left-hand side.
- 'No through road' sign (TSRGD 2016, Diagram 817) with plate 'Except cycles' for southbound vehicles on Amwell Street, outside the pumping station, indicating the closure of Margery Street on the right-hand side.

- 'Mandatory right turn' sign (TSRGD 2016, Diagram 609) with plate 'Except cycles' for southbound vehicles on Fernsbury Street at the junction with Margery Street, located on the east side of Fernsbury Street, indicating that vehicles must turn right onto Margery Street.
- 'Mandatory left turn' sign (TSRGD 2016, Diagram 609) with plate 'Except cycles and authorised vehicles' for westbound vehicles on Margery Street at the junction with Wilmington Street, indicating the need for non-authorised vehicles to turn left due to the new camera enforced closure ahead

5. Summary of changes to parking

5.1. The proposals will not require any changes to parking arrangements.

6. Changes to traffic orders

6.1. The general effect of the Orders will be to suspend the existing experimental scheme and introduce a new similar experimental scheme that will continue the operation of the Amwell Low Traffic Neighbourhood with the changes outlined in this report. By suspending the existing scheme, a Margery Street traffic filter with amended vehicle access restrictions will be operated with no other changes to the operation of the existing scheme, under a new ETO which will expire no later than the expiry date of the original ETO, that is 2 April 2022. At the end of the 18-month trial period the Order may be replaced by a permanent Traffic Order or be revoked/lapse.

6.2. The changes will:

- Prohibit vehicles from travelling through the filter along Margery Street west of Wilmington Street except for: residents, businesses, other vehicles required to access land or property on that section of Margery Street; emergency services vehicles and cycles.

7. Engagement and Consultation

7.1. 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 to the people-friendly streets mailbox; trial feedback surveys for each scheme; and through formal objections which can be submitted during the six-month period after a scheme has been introduced under ETO.

- 7.2. 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 can be improved for walking and cycling. The tool enabled local people to map their comments at specific locations across the borough. The feedback provided during this engagement exercise has guided the development and design of the borough-wide programme of people-friendly streets.
- 7.3. At the close of the Commonplace engagement on 2 March 2021, there were 123 comments submitted related to the Amwell Low Traffic Neighbourhood area (including the boundary roads). 65 comments were received before the first scheme leaflet detailing the proposals of the scheme was delivered on 17 September 2020, and 58 comments were received between (and including) 17 September 2020 and 2 March 2021.
- 7.4. Residents, businesses and local organisations will be provided with opportunities to have their say on the changes to the Amwell LTN. Feedback can be provided through the council's trial feedback survey for the Amwell LTN which went live on 5 March 2021, while comments can also be sent direct to the council's people-friendly streets team mailbox.
- 7.5. The council has received 20 formal objections to the Experimental Traffic Order for the Amwell LTN scheme, up to the end of the second six-month objection period which ended on 2 July 2021. These objections will be considered as a part of the final decision for the scheme at the end of the 18-month trial period.
- 7.6. A new six-month period for which formal objections can be made to the changes being proposed in this report as well as the measures previously introduced, will commence when the new Experimental Traffic Order comes into force on 24 September 2021, and end on 24 March 2022.
- 7.7. There will also be an opportunity for representations to be made at the public consultation stage for the scheme, expected to take place in late autumn 2021, where all the measures introduced as a part of the LTN can be considered.
- 7.8. The council does not intend to undertake further statutory or non-statutory consultation on the scheme after the planned public consultation in late autumn 2021 and the end of the new six-month formal objection period on 24 March 2022.
- 7.9. The Commonplace engagement feedback, correspondence, trial feedback surveys, objections received and responses to the formal consultation, together with monitoring data that has been collected, will feed into the council's decision on whether or not to make the Amwell LTN people-friendly streets measures permanent at the end of the 18-month trial period.

Engagement with statutory consultees

- 7.10. The principle and details of implementing a traffic filter on Margery Street west of Wilmington Street were subject to statutory consultation in August-September 2020 for the original Amwell Experimental Traffic Order, with no objections raised.
- 7.11. Pre-implementation consultation on the proposals to amend the Margery Street access provisions in the ETO, presented for decision in this report, was undertaken between 10 August and 23 August 2021 with the following statutory stakeholders: London Ambulance Service (LAS), London Fire Brigade (LFB), the Metropolitan Police Service (MPS), the Road Haulage Association, Logistics UK (formerly the Freight Transport Association), TfL Network Management, TfL Buses, Go-Ahead London buses, the NHS Blood and Transplant service, Royal Mail, Emily Thornberry MP (Islington South), and Sem Moema AM (Greater London Authority). Consultation was also undertaken with the Islington Clinical Commissioning Group and Camden Council.
- 7.12. Confirmation of no objections were received from Metropolitan Police, London Ambulance Service, London Fire Brigade, Camden Council and Sem Moema AM. TfL Network Management and Buses confirmed that the change is not likely to have a significant impact, but requested that bus performance on the surrounding corridors is considered as part of the future monitoring of the Amwell LTN. No other responses were received.
- 7.13. The council will continue to monitor and review the scheme with the Emergency Services and TfL once implemented and make any changes required.
- 7.14. A letter will be delivered by 17 September 2021 to all addresses within the Amwell Low Traffic Neighbourhood area and the boundary roads surrounding the area, to inform residents and businesses of the forthcoming amendments to the scheme approximately two weeks prior to the commencement of those amendments.

8. Monitoring

- 8.1. 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 will also be measured. The results of monitoring will be considered together with any feedback from residents and other stakeholders prior to making the decision on withdrawing or amending the Amwell Low Traffic Neighbourhood measures, or making them permanent.

Interim monitoring report for Amwell Low Traffic Neighbourhood

- 8.2. As part of the monitoring strategy, baseline data was collected before implementation of the Amwell Low Traffic Neighbourhood in October 2020. The first set of after-

implementation data was collected in May 2021 and an 'interim monitoring report' published on 13 August 2021. The data collection included traffic counts and air quality monitoring within the LTN and on surrounding main roads. The interim monitoring report shows that the scheme is generally having the intended impacts in the PFS trial area of: reducing motorised traffic on internal roads (by an average of 44%); reducing levels of speeding on internal roads (by an average of 47%); and that there has been no adverse impact on air quality, with nitrogen dioxide levels falling in line with borough-wide trends. There has been no significant impact on London Fire Brigade response times or on antisocial behavior and crime.

8.3. Data from the interim monitoring report² shows that since the introduction of the Amwell LTN, traffic volumes have fallen on the majority of individual streets within the area, as expected due to the prevention of through-traffic under the scheme. Margery Street has seen a small decrease in traffic volumes (8%) despite remaining open to through-traffic (as the traffic filter has not been made operational). However, compared to other streets that experienced similar volumes of through-traffic prior to the LTN, the current traffic volumes on Margery Street remain high, as shown in Table 1. At the same time, cycling in the westbound direction which shares the road with traffic has increased by 149% since the Amwell scheme was introduced. Margery Street would be expected to benefit significantly from the changes recommended in this report to enable a traffic filter to be introduced and through-traffic prohibited.

Change in traffic volumes before and after the implementation of the Amwell LTN				
Seven-day daily average figures, except Lloyd Street five-day average due to data collection equipment malfunction. All figures normalised to account for variation due to Covid-19.				
	September 2020	2021	Difference	Difference (%)
Great Percy Street	890	-682	-77%	
Lloyd Baker Street	1,179	-816	-69%	
Lloyd Street	1,064	-803	-75%	
Margery Street	1,220	-102	-8%	

Table 1 - Change in traffic volumes in the Amwell LTN

8.4. A further round of data collection will be carried out in October 2021 following the implementation of the Margery Street filter, and a full monitoring report published in late autumn 2021 in conjunction with launching a public consultation on the full Amwell LTN scheme.

9. Section 122, Road Traffic Regulation Act 1984

9.1. 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

² [Amwell people-friendly streets: Results from the six month monitoring report](#) (Islington Council, August 2021)

movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off street, whilst at the same time have regard to the following considerations:

- The desirability of securing and maintaining reasonable access to premises;
- The effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- The impact on air quality both locally and in the surrounding areas;
- The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- Any other matters appearing to the council to be relevant.

9.2. In balancing the considerations above, officers consider that the implementation of the changes to the Amwell Low Traffic Neighbourhood scheme should proceed on the basis of the following factors:

- Access, including for motorised traffic, is maintained to all residential and other properties in Margery Street, albeit access routes for motorised traffic may change, which may cause inconvenience to some residents. The scheme has been designed to allow access and egress to and from Margery Street for residents of the street and vehicles requiring access to land or properties of the street.
- All local amenities remain accessible albeit routes for motorised traffic to access these amenities may change. The area will continue to benefit from the cessation of through movements of motorised traffic (except for emergency services vehicles), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.
- The reduction of through-traffic on Margery Street is expected to contribute to improving air quality on the street. Other measures, such as the wider Amwell LTN, the council's introduction of Electric Vehicle Charging Points, the recent introduction of the Ultra-Low Emission Zone and planned extension in October 2021 (which will cover the whole of Islington) and the introduction of School Streets, are likely to contribute to improving air quality.
- There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. Introducing a traffic filter in Margery Street as set out in this report will not interfere with this as emergency vehicles responding to an emergency will be permitted to pass through the filter.
- The ministerial statement issued on 9 May 2020 and updated on 31 July 2021, and related statutory guidance, requires councils in England to cater for significantly-increased numbers of people walking and cycling, and making it easier for them to create safer streets is a relevant consideration.

10. Implications

10.1. Financial implications:

Costs

The estimated scheme build cost related to the Amwell LTN change is £7,055 which includes the costs of signage, traffic orders, and communications to support the scheme.

Funding

Implementation of the Amwell LTN scheme was funded by Government funding of approximately £69,000 for implementation plus £4,300 for monitoring costs secured from TfL in 2020/21. The above amount for the change set out in this report, monitoring and consultation costs for 2021/22 will be 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

There is no loss of revenue anticipated with the introduction of the Amwell LTN change.

10.2. 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 objectives, 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 deciding whether or not to make the 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 'Network Management in response to COVID19' published in May 2020 and updated on 13 November 2020.

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. On 20 January 2021, the High Court upheld a judicial review brought by the London taxi trade against Transport for London's (TfL's) Streetspace Plan and Interim Guidance to Boroughs and a specific scheme on Bishopsgate. A Court of Appeal decision on 16 June 2021 overturned the earlier decision. 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 resident impact assessment (Appendix 2) and the assessment is summarised below in section 10.4.

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 Amwell LTN recommended 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.

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

Delivering Low Traffic Neighbourhoods (LTN) across the borough and making active travel (including cycling) the easiest option are identified actions in the council's Vision 2030: Creating a Net Zero Carbon Islington by 2030. The intention behind the schemes is to reduce vehicular movements through LTNs during all hours, improving air quality by reducing harmful emissions like NOx and PM10s and to encourage residents and commuters to cycle more by creating a lower traffic environment. In some cases – such as where residents are encouraged to use modes other than car travel for short trips, or traffic “evaporates” due to the new restrictions – this will reduce traffic, emissions and congestion.

However, there may also be cases where motorists take longer routes, leading to additional emissions and congestion elsewhere, including on boundary roads of LTNs. On balance, it is expected that the overall emissions (including carbon emissions) and congestion will reduce on the roads within the schemes and surrounding areas as more residents and others are encouraged to travel by sustainable means of transport.

The delivery of the above measures will also have some environmental impacts. There are no significant civils works required. The proposed measures are relatively low-impact

interventions, such as the installation of signage, which will have some resource use and a small amount of waste generated.

The proposals are aimed at enhancing the Amwell LTN, the objective of which is to encourage increased walking and cycling. The LTN is 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, Low Traffic 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.

Recent research has shown higher death rates from Covid-19 in areas where there is poorer air quality than in areas with better air quality. By encouraging walking and cycling through the measures outlined above, the council will be supporting the health resilience of those working and living in Islington.

10.4. Resident Impact Assessment

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

A Resident Impact Assessment (RIA) was completed for the amendments to the LTN featured in this report. The full RIA is attached in Appendix 2 and is summarised below.

Purpose

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

Taking this into account, the 2020 Executive Paper RIA for people-friendly streets had identified a series of negative impacts for people who have a protected characteristic, in particular for disabled people. Throughout 2020 and 2021 the council engaged disabled groups, people with complex mobility needs, gathered data and research on how LTNs can affect disabled people.

Positive impacts

By implementing these changes and restricting through traffic, the Amwell LTN will continue to reduce road danger and improve accessibility, particularly on Margery Street, and should provide benefits to all residents with protected characteristics. The measures should also reduce the negative impacts of traffic, improving air quality, and reducing injuries from road traffic collisions. The design of the scheme has been developed with the aim to improve streets in the Amwell LTN area as aligned with the healthy streets indicators. The following healthy streets elements will deliver benefits to local residents, businesses and visitors: enabling pedestrians from all walks of life, easier to cross the street, reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the residential area.

In particular, while enabling a traffic filter on Margery Street to be made operational, the changes outlined in this report will also permit vehicle access to be retained for all land or property on Margery Street to the west of the filter. This will ensure that people who rely on vehicular transport such as taxis and private hire cars, deliveries, carers and other visitors and services, continue to have access for these vehicles. This is expected to particularly benefit some residents with protected characteristics including older, disabled and pregnant people.

Negative impacts

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

Following the implementation of the changes to the Amwell LTN scheme the whole area will still be fully accessible to anyone driving, whether they are residents, businesses, visitors or delivery drivers. 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.

By design the changes will restrict through routes which will encourage non-local journeys to take place on the main road network and other boundary roads surrounding the LTN area. Displacement might result in increases in congestion, community

severance and worse air quality which would affect residents living on the main road network, other boundary roads or near junctions, which could also impact bus journey times. A monitoring strategy has been put in place to understand whether displacement takes place onto the main and boundary roads surrounding this LTN, and will be a key consideration in making any LTN changes permanent. Thus far, Islington's monitoring results have mainly shown overall negligible change of traffic volumes on main roads. The interim monitoring report on the Amwell LTN showed an overall negligible change of 6% in total volumes of motorised traffic across boundary roads; it should be noted that traffic flows fluctuate on a daily basis (generally up to 10%). As such, changes within -10% to 10% are considered insignificant (i.e. negligible change). Islington Council has published interim monitoring reports for three other LTNs – St. Peter's, Canonbury East, and Clerkenwell Green. As with Amwell, the St. Peter's and Canonbury East reports showed overall negligible change in traffic volumes on boundary roads, with changes of -2% and -10%, respectively. The boundary roads of the Clerkenwell Green LTN showed an overall increase in traffic volumes of 22%, but actual travel times on boundary roads decreased, suggesting that the increase is not leading to congestion. Furthermore, other boroughs' monitoring data such as Hackney or Lambeth have shown that traffic on main roads has not substantially increased following LTN implementation. However, if traffic displacement arises as a medium-term issue, the council can take a series of measures detailed in the RIA. These will be considered alongside changes in air quality as a result of initiatives such as ULEZ and the Council's Electric Vehicle Charging programme.

A robust monitoring and mitigation plan are outlined in the Resident 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.

11. Conclusion and reasons for recommendations

- 11.1. This report sets out the council's proposals to make changes to the Amwell Low Traffic Neighbourhood.
- 11.2. The Corporate Director of Environment is asked to agree the proposals set out in this report, including the installation of signage, revocation of Traffic Management Orders and issuing of Experimental Traffic Orders.
- 11.3. The remedial measures outlined in this report will be implemented on a trial basis using Experimental Traffic Orders. These measures will be included in the public consultation of the whole Amwell LTN, scheduled to take place in late autumn 2021, approximately 12 months after the introduction of the original LTN measures. This will allow residents to experience the changes prior to consultation. A comprehensive monitoring framework has been put in place.

11.4. The measures in this report will encourage local people to walk and cycle in the Amwell area, including to and from school. The environmental impacts of traffic will be reduced particularly on local residential streets, including Margery Street. This will result in a safer, cleaner and healthier environment for local people particularly older people, children, younger people with impaired mobility and other vulnerable groups. The proposals are supportive of the council's net zero carbon and Fairer Islington priorities. The Corporate Director of Environment is therefore asked to agree to the implementation of the changes to the Amwell people-friendly streets Low Traffic Neighbourhood scheme as part of the 18-month Experimental Traffic Order.

Signed by: Keith Townsend




Title: Corporate Director of Environment

Date: 14 September 2021

Report Author:  and 

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Appendices

- Appendix 1: Preliminary design plan of changes to Amwell LTN scheme
- Appendix 2: Changes to Amwell LTN scheme Resident Impact Assessment