



Report of Director of Public Realm

Officer Decision	Date: 22 December 2021	Ward: St. Mary's
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SUBJECT: St. Mary's Church People-friendly streets

1. Summary

- 1.1 This report outlines the proposal and recommendation for a Low Traffic Neighbourhood (LTN) in the St. Mary's Church area as part of the council's People-friendly streets (PFS) programme.
- 1.2 The proposal as outlined in this report focuses on the phased implementation of an LTN in the St. Mary's Church area, bounded by Upper Street, Essex Road/Islington Green, and Canonbury Road. The first phase of the LTN proposal comprises four traffic filters and will be implemented under an Experimental Traffic Order (ETO).
- 1.3 Canonbury Lane and Canonbury Square will remain open as a route between Upper Street and Canonbury Road. This is because if this route were to be filtered, banned turns at Highbury Corner from Upper Street to Canonbury Road, and from Canonbury Road to Upper Street, would make it very difficult for essential journeys and those who rely on motor vehicles to travel around.
- 1.4 Under the initial ETO, Gaskin Street will remain open in order to provide a route between Upper Street and the south section of Essex Road, which engagement with the local business community has highlighted is key for local businesses operating in the area. The council will look to implement a traffic filter at Gaskin Street at a later stage by way of a separate delegated decision report. This new decision, if taken, will be informed by traffic data, near-miss data, queue length analysis, further business engagement, and progress on lifting the banned right turn from Canonbury Road to Essex Road.

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 delivery of a PFS area in St. Mary's Church directly aligns with Policy 1A of the Islington Transport Strategy: "The council will reduce barriers to walking, cycling and outdoor play and relaxation by creating people-friendly streets in local neighbourhoods. Through traffic will be reduced to ensure local neighbourhoods are more enjoyable places to live, walk or cycle through."
- The implementation of the St. Mary's Church PFS area will support the council's Transport Strategy objective of achieving net zero carbon emissions in Islington by 2030, to improve air quality and protect the environment through reducing transport pollution. Policy 3B of the Transport Strategy states: "the council will reduce carbon emissions by encouraging walking and cycling and transforming the borough's streets."
- The delivery of the St. Mary's Church PFS area is aligned with actions set out in the transport section of Vision 2030: Creating a Net Zero Carbon Islington by 2030.
- It will also contribute to the delivery of a Fairer Islington by making it easier and safer for people to travel on foot, by bicycle and public transport; supporting people to live healthier lives; supporting local shops, markets, and businesses; and enabling residents to remain socially active and connected to their community.

1.6 The commitment to deliver the St Mary's Church LTN in the short term and to take a similar approach to implementation as with the previous seven LTNs was subsequently reinforced in the October 2021 PFS Executive paper, which approved the continuation of the PFS programme.

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 programme.

2.2 To note that the council's Executive, at its meeting on 14 October 2021, delegated authority to the Corporate Director of Environment and Regeneration, 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 LTNs set out at sections 3.3.62 to 3.3.68 of the report to Executive.

2.3 To approve the proposal as described in Section 4 and the issuing of Experimental Traffic Orders to prohibit vehicle access at specific points on several roads in the St. Mary's Church area:

- Camera enforced traffic filter on Halton Road, just north of the junction with Braes Street

and Richmond Grove.

- Camera enforced traffic filter at Braes Street junction with Canonbury Road.
- Camera enforced traffic filter on Hawes Street, just west of the junction with Shillingford Street.
- Camera enforced traffic filter on Cross Street, just west of the junction with Shillingford Street.

2.4 To note that there will also be pedestrian improvements where the southwest section of Canonbury Square meets Canonbury Lane. This will improve pedestrian access to the green space in the middle of the western part of Canonbury Square, which is aligned with the commitment to deliver people-friendly pavements.

2.5 To note that the council will investigate the possibility of implementing a traffic filter at Gaskin Street at a later stage under a new ETO, informed by traffic data, collisions data, queue length analysis, further business engagement, and progress on lifting the banned right turn from Canonbury Road to Essex Road. Any changes will be subject to a separate delegated decision, and if this decision is taken, made under a new ETO.

2.6 To note that a public consultation will be undertaken approximately 12 months after the Experimental Traffic Orders are issued, before a final decision is taken on whether or not to make these changes permanent at the end of the 18-month trial period.

3. Background

3.1 Proposals for the people-friendly streets programme were agreed by the council's Executive on 18 June 2020. The council renewed its commitment to the people-friendly streets programme in October 2021 by considering and ratifying the new Executive Paper, which includes the following commitment to delivering an LTN in the St. Mary's Church area: "*Before the end of 2021 one new LTN will be delivered, at St Mary's Church (east of Upper Street / south of Highbury Corner). The location of this LTN completes and complements a network of LTNs in the nearby area, including St Peter's, Canonbury East and Canonbury West, and its implementation in 2021 was a commitment in the borough's Transport Strategy*".

3.2 The proposed St. Mary's Church LTN area lies between the boundary roads Upper Street to the west, Essex Road to the south-east, and Canonbury Road to the north-west. At the northern tip of the area is Highbury Corner.

- The proposed LTN area comprises mostly residential properties, with several estate buildings. There are also numerous businesses located on Cross Street and Canonbury Lane, and many businesses along the boundary roads Upper Street and Essex Road. The area contains two primary schools: William Tyndale Primary School and St. Mary's Primary School in relation to which there are School Streets on Sable Street and Fowler Road, respectively. The area also contains public spaces at St. Mary's churchyard, and Islington Green at the southern tip.
- The area currently contains some east-west routes used by through traffic, including Cross Street, and various roads adjacent to Cross Street including Florence Street, Hawes Street,

Braes Street and Dagmar Terrace. Through traffic also uses Halton Road as a north-south route to avoid the traffic lights at the junction of Canonbury Road, Essex Road, and New North Road; Halton Road also allows drivers to avoid the banned-right turn from Canonbury Road to Essex Road.

- The LTN will be implemented using four camera-enforced traffic filters, with planters to emphasise the restrictions depending on specific site context and street geometry. Opportunities for greening with planters will be sought at implementation, with further public realm improvements if it is decided that the scheme is to be made permanent.
- As part of the project, the council will carry out a footways audit to seek opportunities for improving pedestrian accessibility, in line with the council's People-friendly pavements programme.
- There will be pedestrian improvements at the junction where the southwest section of Canonbury Square meets Canonbury Lane. Specifically, there will be pedestrian buildouts and dropped kerbs installed. This will improve access to the green space in Canonbury Square and also reduce vehicle speeds as they join Canonbury Lane from the southwest section of Canonbury Square.

3.3 The Executive Paper, approved in October 2021, set out changes to the PFS programme including in relation to the implementation of the St Mary's Church LTN. These include: exemptions for Blue Badge holders to traffic filters within their home LTN to apply from the outset in the case of the St Mary's Church LTN; additional engagement with businesses prior to the implementation of the St Mary's Church LTN; contributing to 'greening' of the borough making greater use of planters, build-outs and greening as part of LTNs, and; incorporating 'people-friendly pavements' into LTNs with improvements to make pavements more accessible. These have all been taken into account in the design and delivery of the St. Mary's church LTN.

3.4 Baseline traffic data was collected for a week in early November 2021.

3.5 The council carried out statutory consultation with statutory consultees including the Metropolitan Police, London Fire Brigade, and London Ambulance Service.

3.6 Pre-engagement was also carried out with local businesses and St. Mary's CoE Primary School.

3.7 No major concerns were raised by any of the statutory consultees, and as a result no changes were made to the designs following the statutory consultation period. However, the design was revised to remove a filter originally proposed in Gaskin Street following non-statutory engagement with local businesses. The intention is for the implementation of the St Mary's Church LTN to occur in two phases, with Gaskin Street to be filtered in the second phase; the second phase will be the subject of a separate delegated decision and a new ETO if it is decided to filter Gaskin Street. The first phase of this implementation approach, with Gaskin Street unfiltered initially, is presented in this report. The emergency services have been made aware of this update to the delivery of the LTN.

3.8 The decision whether to filter traffic on Gaskin Street in the future will be made by taking into account the result of close monitoring of traffic volumes and road safety on Gaskin Street, and

future engagement with local businesses and business groups to identify concerns and alternative access solutions. This decision will be the subject of a separate delegated decision report and new ETO if a decision is made to filter Gaskin Street.

3.9 Two schools are located within the proposed St. Mary's Church LTN area, featuring in the School Streets programme:

- William Tyndale Primary School Street on Sable Street
- St. Mary's Church of England Primary School Street on Fowler Road

These LTN proposals are designed to complement the existing school street network and therefore there are no conflicts arising between this proposal and the existing school streets. There are currently no further school street proposals in the LTN area.

4. Proposals

4.1 The proposal is to implement an LTN in the St. Mary's Church area. There will be four traffic filters, which aim to remove through traffic, reduce road danger, and encourage walking and cycling in the St. Mary's Church area.

4.2 The St. Mary's Church LTN will comprise four camera enforced traffic filters at the following locations, and shown in the designs in Appendix A:

1. Camera enforced traffic filter on Halton Road, just north of the junction with Braes Street and Richmond Grove. This will prevent through traffic using this route to travel between Canonbury Road and Essex Road, and Canonbury Road and Upper Street.
2. Camera enforced filter at Braes Street where it meets Canonbury Road. This prevents through traffic using this street to get between Upper Street and Canonbury Road.
3. Camera enforced filter on Hawes Street, just west of the junction with Shillingford Street. This will remove east-west through traffic between Upper Street and Canonbury Road, and Upper Street and Essex Road.
4. Camera enforced filter on Cross Street, just west of the junction with Shillingford Street. This will remove through traffic between Upper Street and Essex Road, and Upper Street and Canonbury Road, and provide an opportunity for improving the public space along this busy shopping street.

This will require the following signage:

Halton Road

- Motor Vehicles Prohibited (Diagram 619) – to be placed on Halton Road junction with Richmond Grove / Braes Street (Northern side).
- Permit identifier sub plate to be placed underneath Diagram 619 sign.
- Camera Enforcement sign (Diagram 878 – to be placed below diagram 619 and permit identifier plate.
- Temporary yellow 'Warning: Camera Enforcement' cortex sign – one in each direction to be

placed below one of the diagram 619 signs.

- 'No Right Turn for Motor Vehicles (Diagram 612) with 'Except cycles and authorised vehicles' sub plate – to be placed on Braes Street junction with Halton Road (East Side).
- 'No Left Turn for Motor Vehicles' (Diagram 613) with 'Except cycles and authorised vehicles' sub plate– to be placed on Richmond Grove junction with Halton Road (West side).
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate – to be placed on Braes Street opposite no. 2.
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate – to be placed on Richmond Grove outside Whiston House.
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate – to be placed on Halton Road junction with Cross Street.
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate – to be placed on Halton Road opp. junction with Canonbury Villas.
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate – to be placed on Halton Road just south of the junction with Halton Cross Street.
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate x 2 – to be placed on Halton Road junction with Canonbury Road.
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate – to be placed on Halton Road near number 86.
- Map type advanced warning sign to be placed on Canonbury Road – one on each approach.
- Temporary yellow advanced warning signs in A – board frames to be placed on footway to be placed on – Richmond Grove & Braes Street junction with Halton Road, on Halton Road & Halton Road junction with Canonbury Road.

Braes Street

- Motor Vehicles Prohibited (Diagram 619) – to be placed on Braes Street junction with Canonbury Road.
- Permit identifier sub plate to be placed underneath Diagram 619 sign.
- Camera Enforcement sign (Diagram 878 – to be placed below diagram 619 and permit identifier plate.
- Temporary yellow 'Warning: Camera Enforcement' cortex sign – one in each direction to be placed below one of the diagram 619 signs.
- 'No Right Turn for Motor Vehicles (Diagram 612) with 'Except cycles and authorised vehicles' sub plate – to be placed on Canonbury Villas junction with Braes Street.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Canonbury Villas outside 121 -124.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Braes Street junction east of the junction with Halton Road.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Richmond Grove outside Whiston House.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Halton Road junction with Halton Cross Street.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Cross Street junction with Halton Road.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Halton Road opposite junction with Canonbury Villas.
- Map type advanced warning signs – to be placed on Canonbury Road near the junction with

Braes Street, one in each direction.

- Temporary yellow advanced warning signs in A – board frames to be placed on footway to be placed on – Braes Street junction with Canonbury Road, Braes Street junction with Canonbury Villas and Braes Street junction with Halton Road.

Hawes Street

- Motor Vehicles Prohibited (Diagram 619) – to be placed on Hawes Street junction with Shillingford Street.
- Permit identifier sub plate to be placed underneath Diagram 619 sign.
- Camera Enforcement sign (Diagram 878 – to be placed below diagram 619 and permit identifier plate.
- Temporary yellow 'Warning: Camera Enforcement' cortex sign – one in each direction to be placed below one of the diagram 619 signs.
- 'No Left Turn for Motor Vehicles' (Diagram 613) with 'Except cycles and authorised vehicles' sub plate – to be placed on Shillingford Street junction with Hawes Street.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Florence Street outside 21.
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate x 2 – to be placed on Hawes Street junction with Florence Street.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Florence Street opposite 33b.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Hawes Street opposite junction with Sebbon Street.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Hawes Street junction with Halton Road.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Shillingford Street near the junction of Hawes Street.

Cross Street

- Motor Vehicles Prohibited (Diagram 619) – to be placed on Hawes Street junction with Shillingford Street.
- Permit identifier sub plate to be placed underneath Diagram 619 sign.
- Camera Enforcement sign (Diagram 878 – to be placed below diagram 619 and permit identifier plate.
- Temporary yellow 'Warning: Camera Enforcement' cortex sign – one in each direction to be placed below one of the diagram 619 signs.
- 'No Right Turn for Motor Vehicles (Diagram 612) with 'Except cycles and authorised vehicles' sub plate – to be placed on Shillingford Street junction with Cross Street.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate x 2 – to be placed on Cross Street junction with Upper Street.
- 'No Through Road' (Diagram 816) with 'Except Cycles' sub plate – to be placed on Cross Street just east of the junction with Florence Street.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate x 2 – to be placed on Cross Street junction with Essex Road.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Cross Street outside no. 26.
- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Cross

Street junction with Dagmar Terrace.

- 'No Through Road' (Diagram 817) with 'Except Cycles' sub plate – to be placed on Shillingford Street near the junction of Hawes Street.
- Map type advanced warning signs – to be placed on Essex Road near the junction with Cross Street, one in each direction & on Upper Street near the junction with Cross Street one in each direction.
- Temporary yellow advanced warning signs in A – board frames to be placed on footway to be placed on – Essex Road junction Cross Street, Essex Road junction with Dagmar Terrace, Cross Street junction Florence Street.

4.3 There will also be pedestrian improvements where the southwest section of Canonbury Square meets Canonbury Lane. This will improve pedestrian access to the green space in the middle of the western part of Canonbury Square.

4.4 The St. Mary's Church LTN will be implemented with the reasonable adjustments as set out in the Executive report considered and ratified by the Executive on 14 October 2021. This means that Blue Badge holders within the St. Mary's Church LTN will be exempted from camera-enforced traffic filters, as set out in section 7 of this report, and that the people-friendly pavements approach will be followed, as set out in section 8 of this report.

4.5 The planters installed at the traffic filter locations will contribute to the greening the borough initiative.

4.6 No revisions were made to designs following consultation with statutory stakeholders, including emergency services. However, the design was revised following engagement with local businesses. Based on requests from Angel BID and representatives from Chapel Market, and several other businesses in the area, the design was reconsidered, and it was decided that Gaskin Street would remain unfiltered initially in order to provide access between Upper Street and the south section of Essex Road.

4.7 The final design was chosen for the following reasons:

- This design provides the optimal solution for removing through traffic from the area, as it cuts off most through-routes using only four traffic filters.
- Leaving Gaskin Street unfiltered initially provides a route for local business between Upper Street and Essex Road until further engagement can be carried out to understand alternative arrangements.
- Most of the businesses on Cross Street can still be accessed by vehicle via Upper Street, which means that they can receive deliveries from Upper Street and remain part of the Upper Street shopping area.
- The design includes several loops that allow vehicles to exit sub-areas of the LTN without the need to reverse and minimising the need to make u-turns.
- Of the options considered, the filter locations in this design require relatively few parking spaces to be removed near the filters.
- It improves pedestrian access to the park in the middle of the west section of Canonbury Square and offers opportunities for greening and footway accessibility improvements throughout the area.

4.8 Across the scheme, a total length of 13.1 metres (approximately 2.5 spaces) of parking will be

removed to allow for turning heads at some of the traffic filters. The loss of parking will be at Hawes Street (5.5 metres resident parking; 5.5 metres business permit parking), and Cross Street (2.1 metres pay-by-phone parking).

4.9 See Appendix A for final designs.

5. Consultation & Engagement

5.1 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.

5.2 At the close of the Commonplace engagement on 2 March 2021, there were 319 comments submitted related to the St. Mary's Church LTN area (including the boundary roads). The top three issues reported were volume of traffic (150 comments), traffic rat-running (107 comments), and noisy traffic (103 comments); there were also 97 comments addressing traffic speeding. The top three proposed solutions were make the road access only (90 comments), road closure except for cycles and buses (70 comments), and slow down traffic (70 comments).

5.3 The council has received a petition from residents on Dagmar Terrace, asking for measures to be implemented to reduce through traffic on this street due to safety concerns. Correspondence has also been received from residents on Florence Street and Braes Street, raising concerns regarding increased traffic volumes and perceived increases in volumes of vehicles speeding near William Tyndale Primary School and St. Mary's CoE Primary School. Both these communications from local residents are in line with the issues raised by respondents to the Commonplace site. The proposals set out in this report will help address these concerns by reducing through traffic and overall traffic speeds.

5.4 On 27 October, a letter was sent to businesses within the proposed LTN area and on both sides of boundary roads. This letter informed businesses of the intention to deliver an LTN in the area in December 2021, the principles of the LTN, how to get in touch, and the support available to businesses from the council.

5.5 Following the delivery of this letter, council officers, assisted by consultants from Steer Group, conducted visits to businesses within the area and on the boundary roads on two separate days (Friday 5 November 2021, and Tuesday 9 November 2021) to discuss the proposals and to listen to any comments business owners/representatives made. Further business engagement with traders on Chapel Market was also conducted. Over 100 businesses were visited in total. The main points raised by business representatives were:

- Concerns about accessing business parking.
- Concerns about customers who drive being able to easily access the area and park.
- The additional costs that may accrue due to delivery drivers needing to take longer routes to get around the traffic filters.

- Increased pollution and traffic on boundary roads.
- Concerns about the possibility of business suffering due to reduced levels of through traffic.
- Questions about the timing of the implementation, after business has suffered due to the impacts of Covid-19.

5.6 A meeting was held with Angel Business Improvement District representatives on Wednesday 10 November 2021. The main points arising from this meeting were:

- The additional costs in terms of money and time that may accrue due to delivery drivers needing to take longer routes to get around the traffic filters, either to deliver to businesses or to customers' properties.
- Request for the council to use ANPR (Automatic Number plate Recognition) technology to allow all resident and business vehicles through the traffic filters.
- Questions about the timing of the implementation, after business has suffered due to the impacts of Covid-19, and the possible impacts of the upcoming closure of the Northern Line (Bank branch) between Kennington and Moorgate between January and May 2022.
- The need to engage with businesses in the wider area, rather than just those in the proposed LTN area and on its boundary roads.
- Lack of consultation as part of the design process.

5.7 The council responded to these points by agreeing to conduct further business visits at Chapel Market, including to market traders. It was also agreed that enforcement would be delayed until after the Christmas period, beginning on Monday 10 January 2022, in order to lessen any impact it may have on business over Christmas. Following this, the programme was delayed further to allow more time after Christmas and the New Year, and enforcement is now anticipated to begin on Tuesday 1 February 2022.

5.8 Officers met with representatives from St. Mary's Church of England primary school on 2 December 2021. The representatives raised concerns regarding access to the school for servicing, deliveries and staff, and regarding traffic on Essex Road and Upper Street.

5.9 Residents and businesses were sent a leaflet (see Appendix B) detailing the locations of the filters on Wednesday 8 December 2021 and Thursday 9 December 2021, over a month in advance of implementation works scheduled to begin in mid-January 2022. This leaflet announced an online meeting to take place on the evening of Thursday 16 December 2021, giving local people a chance to air their views and ask questions about the scheme in advance of the implementation.

5.10 The London Fire Service, London Ambulance Service, and the Metropolitan Police were approached to comment on designs for the St. Mary's Church LTN on 8 October 2021. Confirmation was received from all three emergency services that they had no objection to the proposals and that the camera enforced traffic filters would not impact their access or routes. Final designs were sent to the emergency services on 16 December 2021.

5.11 In addition to the emergency services, the following statutory consultees were contacted with the designs and details of the scheme on 8 October 2021, and given two weeks to respond with any comments or issues:

- NHS Blood & Transplant Service

- Road Haulage Association
- Logistics UK (formerly Freight Transport Association)
- Royal Mail
- Jeremy Corbyn MP
- Emily Thornberry MP
- Sem Moema
- TfL (Transport for London) Buses
- HCT buses
- Operators of the 812 community bus

No responses were received from any of these consultees.

5.12 Residents, businesses, and local organisations will be provided with opportunities to have their say on the St. Mary's Church LTN through a variety of channels including the statutory six-month objection period of the ETO once it comes into force. In addition, the council's trial feedback survey for the St. Mary's Church LTN will go live once the scheme has been implemented. Comments can also be sent direct to the council's St. Mary's Church LTN email address included on the business letters, resident leaflet, and website.

5.13 Residents, businesses, and local organisations will have further opportunities to have their say during a public consultation, which will be held approximately 12 months after the trial becomes active.

5.14 The Commonplace engagement feedback, correspondence, trial feedback surveys, objections received and responses to the formal consultation, together with monitoring data that will have been collected, will feed into the council's decision on whether to make the St. Mary's Church LTN people-friendly streets measures permanent at the end of the 18-month trial period.

5.15 Ward councillors and the Lead Member for Transport and Environment have been engaged at all stages of design development.

Engagement with disability groups

5.16 In addition to the above statutory consultees, Department for Transport guidelines recommend that when implementing schemes by ETO, authorities engage with specific groups who are likely to be directly impacted by the proposals. In this case, disability groups have been identified as those most likely to be directly affected by the Blue Badge exemption policy.

5.17 At the start of the people-friendly streets programme 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. This engagement took the form of a number of officer meetings with disability groups and groups representing people who have complex mobility needs. Groups met included: Disability Action in Islington, the Carers' Forum, Islington Parents' Forum, London Travel Watch, Transport for All, Keeping Safe sub-group, Power and Control. Officers have also had email exchanges with Horizon on cycle schemes, low traffic neighbourhoods and pavement obstructions.

- 5.18 Key feedback from these meetings covered issues encountered with pavement accessibility, difficulty in accessing active travel, and open spaces in the borough. On the specific topic of motor vehicle journeys, the LTNs were perceived as disruptive, sometimes creating confusion and anxiety, making door-to-door journeys complicated, creating longer trips or even social isolation as people travel less and receive fewer visits. Lack of clear signage and legibility was another key concern. It was also felt that schemes should accommodate the needs of people with complex mobility issue as well as those caring for them by providing exemptions from traffic filters – some groups expressed in that respect a clear preference for camera-enforced filters rather than bollard filters. Other key themes were a perception of increased traffic on main roads and potential impacts on air pollution.
- 5.19 The St. Mary's Church LTN will be introduced with exemptions for Blue Badge holders (see Section 7 below) for several reasons: a response to feedback provided from these groups; an analysis of the feedback provided by disabled residents to the trial feedback surveys for each scheme; and a journey time analysis carried out by independent consultants. This feedback and analysis are summarised in more detail in the [Resident Impact Assessment](#) (RIA) produced alongside the most recent Executive Report on people-friendly streets (see pages 7-10 of this RIA for more details).
- 5.20 Council officers, the Executive Member for Environment and Transport and Jeremy Corbyn MP attended a meeting on 13 September 2021 with Disability Action in Islington. During this meeting, Blue Badge exemptions for people-friendly streets was discussed. Representatives of Disability Action in Islington reported on the negative impact that the PFS schemes were having on disabled people who rely on cars as their primary mode of transport. There was a discussion around other groups who could require exemptions such as taxi users, carers and relatives. Representatives stated that there was an urgency to implement exemptions for Blue Badge holders.
- 5.21 On Sunday 10 October 2021, the council hosted a disability 'drop-in session' as part of the St Peter's low traffic neighbourhood consultation. Ahead of this meeting, invitations were issued to groups representing disabled people and individuals were invited to discuss the people-friendly streets programme and the impact it might be having on disabled people. During this meeting, some of the comments on the proposed Blue Badge exemption policy (which had been published on 6 October 2021 in the Executive Report) were: more than one vehicle should be included; the policy should apply to more filters than just the home LTN; the process for receiving the permits should be as simple as possible for disabled people; taxi users would not benefit from the exemption.
- 5.22 Following the publication of the Executive Report which recommended introduction of a Blue Badge exemption policy, a further meeting took place between Disability Action in Islington, councillors, officers, and Members of Parliament on 18 October 2021. At this meeting the Blue Badge exemption policy was discussed in more detail. Feedback was provided on the exemption approach and the urgency of its introduction was expressed by representatives. There was feedback that the application process should be as simple as possible. There was further feedback that for some disabled people exemptions to home LTNs would not go far enough as some people need to travel through multiple LTNs on a regular basis or may live outside the LTNs and be impacted. Some people also felt that more than a single vehicle was required.
- 5.23 Disability Action in Islington have submitted a number of written representations with questions and points raised about the Blue Badge exemption approach and other concerns relating to engaging with disabled people.

- 5.24 In response to recent engagement since the publication of the October 2021 Executive Report the council has simplified the application process by automating the granting of an exemption where possible for Blue Badge holders living within the two Highbury low traffic neighbourhoods, where the new exemption policy was first introduced.
- 5.25 In response to the recent and historic engagement with disabled groups and individuals the council will be implementing an 'exceptional circumstance dispensation' which will involve a case-by-case consideration for individuals requesting exemption beyond the standard home LTN approach. The council recognises the need for this and will continue engaging with disabled groups and representatives on further developing this engagement route. There will also be a separate route to obtain an exemption to drive through a designated filter in an LTN in which the applicant does not live, through an exceptional circumstance dispensation. Details around the application processes and exact criteria will follow in due course.
- 5.26 In response to the recent engagement with disabled groups the council will ensure that the Blue Badge exemption in the St. Mary's Church LTN is operational from the outset. The council aims to implement the exemptions in other LTNs as soon as is practically and legally possible.
- 5.27 In response to the recent and historic engagement with disabled groups with regards to the need for exemptions for disabled taxi users and disabled people who may not have Blue Badges, the council acknowledges that the implementation of this policy will not benefit those users and is limited. The justification and rationale for the exclusion of taxis is explained in more detail in the Resident Impact Assessment for this delegated decision report.
- 5.28 The council will continue to engage directly with groups representing disabled people and disabled individuals as part of the wider people-friendly streets programme. Further feedback will be taken into account in a final decision on the experimental traffic orders for the St. Mary's Church LTN.

6. Monitoring

- 6.1 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 any monitoring will be considered together with any feedback from residents prior to making the decision on withdrawing or amending the St. Mary's Church LTN measures, or making them permanent at the end of the trial period.
- 6.2 Baseline traffic counts for the St. Mary's Church LTN were taken in early November 2021. These will be followed by repeat counts five months and 11 months after implementation.
- 6.3 Baseline counts were taken on Gaskin Street, and the council will also monitor queue lengths and safety statistics to inform the separate decision on filtering Gaskin Street at a later stage.
- 6.4 A monitoring report will be published prior to the consultation in early 2023.

7. Exemption for Blue Badge holders

- 7.1 Blue Badge holder exemptions to camera enforced traffic filters will be put in place as part of the implementation of the St Mary's Church low traffic neighbourhood under an ETO.

7.2 The inclusion of the measure will allow Blue Badge holders to register a single motor vehicle for their personal use which is registered to their own address within the St Mary's Church LTN in which they live (this includes the LTN side of the boundary roads). For this purpose the boundary roads of the St Mary's Church LTN are defined as Canonbury Road, Upper Street, Essex Road/ Islington Green. A permit will be provided for this vehicle, which will allow the Blue Badge holder to drive, or be driven, through the camera enforced traffic filters in the St Mary's Church LTN in which they reside.

7.3 Council vehicles are not generally exempt from LTN measures and will not generally be exempt to the traffic filters in the St Mary's Church LTN. However, to ensure a small number of services can operate safely for residents, clients and staff, a limited number of council vehicles are exempt: community transport (ACT) passenger vehicles and large refuse, recycling and street cleaning vehicles. When not on operational business, these vehicles will use main roads as far as practicable and not make short cuts across a residential area. There are no other exemptions for council vehicles.

7.4 Individual Blue Badge holders from other areas may also apply for exemptions to camera-enforced traffic filters in the St Mary's Church LTN under the 'exceptional circumstance dispensation' referred to in paragraph 5.25 above once it has been developed. Blue Badge holders who reside in St Mary's Church LTN will be able to apply for exemptions in other areas via this route. There may also be Blue Badge holders who reside outside the St. Mary's Church LTN area who want to be exempt from one of the St. Mary's Church LTN traffic filters via the exceptional circumstances dispensation. The exceptional circumstance dispensation will not be operational until a programme wide approach on this policy has been agreed. It should be noted this exemption is expected to generate a very low number of additional trips, at such a level that the operation of the scheme should not be significantly impacted.

8. People-friendly pavements

8.1 As set out in the Executive report approved at the Executive meeting of 14 October 2021, the people-friendly pavements programme is an additional complementary measure to contribute toward reasonable adjustments to enable all groups to benefit from the LTNs, and to enable equal access to active travel by:

- removing physical barriers such as a lack of dropped kerbs;
- reducing clutter, and;
- improving maintenance.

Particular measures may include:

- Footway repaving
- Foliage maintenance
- Additional dropped kerbs
- Tactile paving
- Street clutter removal

8.2 The main beneficiaries of people-friendly pavements will be people walking, using wheelchairs or other mobility aids, cycling (including cycles adapted for disabilities) or using mobility

scooters by removing through-traffic from the scheme area and reducing road danger.

8.3 At the implementation stage, an accessibility audit will be completed in the St. Mary's Church area, to determine opportunities for improvements within the St. Mary's Church LTN.

8.4 The pedestrian improvements at Canonbury Square where it meets Canonbury Lane will contribute to the People-friendly pavements objectives by widening the footway and introducing new dropped kerbs and tactile paving.

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 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 St. Mary's Church LTN measures should proceed based on the following considerations:

- Access, including for motorised traffic, will be maintained to all residential and other properties in the St. Mary's Church LTN, albeit access routes for motorised traffic may change, which may cause inconvenience to some residents.
- All local amenities remain accessible albeit routes for motorised traffic to access these amenities may change. The area will benefit from the cessation of through movements of motorised traffic (except for emergency services vehicles and exempted Blue Badge holders), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.
- The reduction of through-traffic in the St. Mary's Church LTN area, together with other measures such as neighbouring LTNs (St. Peters, Canonbury East, Canonbury West), 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 traffic filters in the St. Mary's Church LTN area 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 filters.

- 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 is £241,000, which includes the cost of signage, civil works, traffic orders, road safety audits, communications, monitoring and staff fees.

The St Mary's Church LTN is funded through the People-friendly streets programme, including TfL Local Implementation Plan (LIP) and council Capital, lorry control and PFS Section 106 funding streams.

At present, a total of £46,000 has been secured from the TfL LIP funding, to cover staff costs from April 2021 to 11 December 2021. A bid has been submitted to TfL LIP funding for £199,610, to cover implementation and fees over the 6-month period from June 2021 to December 2021; the outcome of this bid is yet to be confirmed. The full 12-month (June 2021 – June 2022) LIP funding amount to be bid for is £277,000. This will cover implementation, fees, and post-implementation activities including the interim monitoring report and associated communications activities. In February 2021 the council approved the capital budget of £3.840m for low traffic neighbourhood schemes for 2021/22 -2023/4; any shortfall will be covered by this capital budget funding.

Revenue

There is no loss of revenue anticipated with the introduction of the St. Mary's Church LTN.

Total loss of parking across the scheme is 13.1 metres (approximately three spaces). This will be at Hawes Street (5.5 metres resident permit parking; 5.5 metres business permit parking), Cross Street (2.1 metres pay-by-phone parking). As only 2.1 metres of pay-by-phone parking space (approximately half a space) is to be suspended, the fiscal impact will be minimal, as the number of resident and business permits will not change.

The parking account is a ring-fenced account with any surplus generated from its activities invested in highways and transport related activities. Income received will be allocated to the ring-fenced parking account, with the level of income dependent upon the level of compliance. The impact of this will be modelled as part of the medium-term financial planning process.

The camera-enforced closures used in the St. Mary's Church 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.

There will be four enforcement cameras to enforce the no motor vehicle restrictions in the St. Mary's Church LTN. The revenue from these cameras will contribute to the overall parking revenue targets.

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 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 '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 resident impact assessment (Appendix 4) 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 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.

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 providing dedicated and largely segregated facilities. In some cases – such as where residents are coaxed out of their cars for short trips, or traffic “evaporates” due to the new restrictions – this will reduce traffic, emissions and congestion.

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 proposal is to introduce an LTN in the St. Mary's Church area, the objective of which is to reduce through traffic, reduce road danger, and encourage increased walking and cycling. The LTN will be 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.

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.

The proposed St. Mary's Church LTN will have some direct environmental impacts. The most significant of these will be related to the works to install pedestrian buildouts and dropped kerbs and will include energy and resource usage, the generation of construction waste, possible nuisance impacts such as noise or dust, and impacts related to contractor journeys to site. The other changes require the addition and removal of signage, which will lead to resource use and generation of waste, and the installation of enforcement cameras, which will have ongoing energy use.

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 and Equality Impact Assessment (RIA (Resident Impact Assessment) was undertaken and has been provided with this report for information (see Appendix C). The RIA identifies general positive and negative impacts for equalities groups and details the specific positive and negative impacts of the Baltic Street West Public Realm Improvements. The RIA has identified both positive and negative impacts in the following protected characteristic groups; (Age, Disability, Pregnancy and Maternity, Race, Sex & Socio-economic status). Following a review of the RIA, the council has identified the potential impacts on people with disabilities as low risk. There were no identified impacts on gender reassignment or religion and belief.

Positive impacts

By implementing the St. Mary's Church LTN and restricting through traffic, people using the area to walk, cycle or wheel will experience reduced road danger and improved accessibility, particularly on Hawes Street, Braes Street, Cross Street, and Canonbury Square. The LTN 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 St. Mary's Church 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, making it 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 reducing through traffic and improving air quality and pedestrian accessibility, the measures outlined in this report will maintain vehicle access to all land or property within the St. Mary's Church LTN area. 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.

People who are Blue Badge holders who live within the St. Mary's Church LTN and have access to a vehicle registered to their home address will benefit from the proposed exemptions at designated camera-enforced filters in the LTNs where they reside. The exceptional circumstance dispensation for this exemption may also benefit disabled people who do not live in an LTN, by allowing access through a designated filter (for example, for medical appointments). The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.

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.

The people-friendly pavements project will benefit people from all walks of life who walk, use wheelchairs or other mobility aids by removing existing barriers, reducing clutter and improving maintenance.

Longer-term ambitions will focus on greening opportunities in the St. Mary's Church LTN area, as well as further pedestrian and wheelchair accessibility improvements. The reduced road space, relocation of motorcycle bays and increased planting should improve air quality within the vicinity of the scheme. The project encourages walking, cycling and the use of public transport, as the outdoor space gives people the opportunity to have a destination to eat, drink and socialise, especially on Cross Street.

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 St. Mary's Church 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. It should be noted that these possible negative impacts on Blue Badge holders living in the St. Mary's Church LTN will be limited, owing to the exemption for Blue Badge Holders discussed in Section 7.

Whilst the purpose of LTN measures is to reduce through traffic, reduce road danger, and 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.

People with disabilities who rely on taxis and PHVs, carers who are not eligible for the Blue Badge exemption and doctors will not benefit from the new exemption policy. 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 LTNs as they currently exist.

At time of writing, it is not possible to implement an exemption for Blue Badge holders using taxis or PHVs, as enforcement cameras would not know whether a Blue Badge holder (who is resident in an Islington LTN) is travelling in a vehicle. To apply the exemption to these Blue Badge holders, the implementable solution would be to exempt all taxis and PHVs that could use Islington's roads, which would have significant impacts in terms of traffic volumes and dilute the benefits of the LTNs. There are 114,900 licenced taxis and PHVs operating in London, as of 2020. This alternative is not considered acceptable. Therefore, for the purposes of the experimental traffic order and any future traffic order which supersedes the ETO, Penalty Charge Notices (PCNs) will apply to non-exempt vehicles going through the filters.

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. There are however some main roads that have shown a considerable increase in traffic volumes that the council will continue to monitor. Other borough's monitoring data such as Hackney or Lambeth have shown that traffic on main roads has not substantially increased following LTN implementation. If traffic displacement arises as a medium-term issue, the council can take a series of measures detailed in the RIA.

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 implement a Low Traffic Neighbourhood in the St. Mary's Church area under and Experimental Traffic Order in a phased manner, with four traffic filters in the first phase.
- 11.2 The Corporate Director of Environment is asked to agree the proposals set out in this report, including the installation of traffic enforcement cameras, planters, signage, road markings, and the issuing of Experimental Traffic Orders.
- 11.3 The measures outlined in this report will be implemented on a trial basis using Experimental Traffic Orders. These measures will be included in a public consultation for the St. Mary's Church

LTN, scheduled to take place approximately 12 months after the introduction of the LTN measures (late autumn 2022). This will allow residents to experience the changes prior to consultation. A comprehensive monitoring framework has been put in place.

11.4 The decision to leave Gaskin Street unfiltered in the first phase will be closely monitored, and the council will work toward solutions which will allow it to be filtered as soon as possible. The decision will be the result of close monitoring of traffic volumes and road safety on Gaskin Street, and future engagement with local businesses and business groups to identify concerns and alternative access solutions. This decision will be the subject of a separate decision report.

11.5 The measures in this report will encourage local people to walk and cycle in the St. Mary's Church area, including to and from school. 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. 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 St. Mary's Church Low Traffic Neighbourhood scheme under an 18-month Experimental Traffic Order.

Signed by: Keith Townsend

[Redacted signature]

Title: Corporate Director of Environment

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Appendix A (separate document) – Final scheme designs

Appendix B (separate document) – Resident leaflet

Appendix C (separate document) – Resident Impact Assessment