

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

Officer Delegated Decision

Date: 1 March 2022

Ward(s): Canonbury, St Mary's



Subject: New Canonbury West people-friendly streets Low Traffic Neighbourhood trial, with an exemption for Blue Badge holders

# 1. Summary

- 1.1 In 2019, the council consulted on its draft Transport Strategy, which made the case for the introduction of measures aimed at enabling a reduction in motor traffic, enabling more people to walk, cycle and wheel and lead active lifestyles, reducing road danger and reducing the impact of transport on local air pollution and climate change. Because of the latter, it also forms part of the council's Vision 2030 (Net Zero Carbon) Strategy, which was consulted on in early 2020. Both of these strategies included policies and programmes to introduce low traffic and liveable neighbourhoods borough-wide, and both were adopted by the council's Executive in November 2020.
- 1.2 In response to the Covid-19 public health emergency in early 2020, the council began a listening exercise in May 2020 to help inform this low traffic neighbourhood (LTN) programme. Statutory guidance from the Department for Transport issued in May 2020 stated that: "local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling".
- 1.3 On 18 June 2020, the council's Executive took the decision to accelerate the delivery of low traffic neighbourhoods, alongside School Streets, pop-up cycle lanes and a lorry control scheme, as part of its people-friendly streets (PFS) programme. With regards to LTNs, the decision was taken to introduce them as trials, to be followed by monitoring and a full public consultation once they had been in place for twelve months.
- 1.4 The fourth LTN was introduced in Canonbury West in November 2020, following the St Peter's, Canonbury East and Clerkenwell Green LTNs.
- 1.5 There was ongoing monitoring of the scheme with traffic counts taking place approximately six and twelve months after the scheme was operational. Both an interim and a pre-consultation monitoring report was published. This monitoring demonstrated that the scheme is delivering its objectives in terms of reducing motorised traffic within the LTN, reduced levels of speeding, more people cycling, and that it had not led to unacceptable impacts on main and boundary roads, crime and anti-social behaviour (ASB), emergency service vehicle response times and air quality.
- 1.6 In addition to the Commonplace listening exercise (mentioned in 1.2) that informed the LTN design, feedback has been received through correspondence, a trial feedback survey, formal objections and during the full public consultation which took place between 30 November 2021 and 18 January 2022. Whilst there were views for and against, overall the feedback from the consultation recognised the benefits of the scheme.
- 1.7 From the start of the trial, focused engagement was undertaken with groups representing people with mobility restrictions, as the resident impact assessments (RIAs) produced for the scheme and the programme overall had identified potential negative impacts for these groups. (These RIAs were the equality impact assessments for the

programme and each scheme). On 14 October 2021, the council's Executive took a decision to introduce an exemption policy for Blue Badge holders which would be trialled in individual LTNs subject to future decision making.

- 1.8 Whilst the monitoring shows that the scheme is meeting its set objectives and feedback largely recognises the benefits of the scheme, the issue of drivers cutting through the LTN via Canonbury Park North and Compton Road to jump queuing traffic on St Paul's Road needs to be addressed and exemptions for Blue Badge holders are to be introduced. Therefore, this report recommends that the measures introduced to create the LTN form part of a new ETO that incorporates changes to the four camera-enforced filters that will allow for Blue Badge holders to be exempted from penalties as described below and that options to address the issue of drivers cutting through the area to avoid queuing traffic on St Paul's Road continue to be explored. The new experimental scheme will be monitored before a final decision is made, no later than its making.

## 2 Decision

- 2.1 To note that the original Experimental Traffic Order (ETO) for the Canonbury West LTN came into force on 4 September 2020 and that the 18-month expiry date was 4 March 2022. However, this was suspended due to the redesign and relocation of the traffic filter on Alwyne Road. As a result, a revised ETO was made on 24 September 2020, came into force on 2 October 2020 and expires 2 March 2022.
- 2.2 To note the results of the interim and pre-consultation monitoring reports which highlight that the scheme is meeting its objectives through its impacts on traffic volumes, traffic speeds, cycling levels, air quality, with no significant impacts on crime and ASB and emergency services response times.
- 2.3 To note the feedback received from public engagement and the public consultation (held between 30 November 2021 and 18 January 2022). More details on this can be found in the pre-consultation engagement report, found in Appendix 5, and the independently produced consultation analysis report, found in Appendix 6.
- 2.4 To note that the council's Executive, at its meeting on 14 October 2021, delegated authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, to continue the implementation of the people-friendly streets programme through specific schemes and agreed to trial the proposed approach to granting limited exemptions to Islington Blue Badge holders in the LTN, set out at sections 3.3.62 to 3.3.68 of the report to Executive.
- 2.5 To make a new ETO with on-going monitoring to take account of the changes outlined in 2.6.

- 2.6 To agree the adoption of proposed measures set out in section 6 of this report, which will allow Blue Badge holders living within or on the boundary of the Canonbury West LTN to drive or be driven through designated camera enforced traffic filters in Canonbury West LTN, in a vehicle registered at their home address, including the making of traffic orders set out in sections 6 and 7.
- 2.7 To note that options to address the issue of drivers cutting through the area to avoid queuing traffic on St Paul's Road will continue to be explored in the context of the trial.
- 2.8 To note that the existing ETO will expire on 2 March 2022 and that a new ETO will be advertised on 4 March 2022 and will come into force on 11 March 2022, and that included in the new order will be the changes outlined in section 6 of this report to implement the proposed modifications to the Canonbury West LTN to allow the Blue Badge exemption policy and changes to filters to be implemented.
- 2.9 To note that a final decision will be taken after the expiry of the new six-month statutory objection period for the new ETO to which this delegated decision pertains.

### 3 Background

- 3.1 The Islington Transport Strategy was consulted on between 29 July 2019 and 29 September 2019 and adopted by the council's Executive in November 2020. The top item of this strategy's strategic vision was: "Motorised through traffic will be removed from local streets and neighbourhoods." Also adopted in November 2020, after consultation earlier in 2020, was Vision 2030: Building a Net Zero Carbon Islington by 2030. This had as a key objective to "Reduce the need for cars by making active travel (i.e., walking, cycling and public transport) the safest, easiest and most enjoyable option. The implementation of the council's borough-wide programme of People Friendly Streets will significantly support this objective." The Mayor's Transport Strategy for London (2018) and central Government policy also evidence a widely recognised need to reduce motor vehicle journeys
- 3.2 Between 2013 and 2019 there was an increase in traffic of almost 10 percent on Islington roads, adding 24.3 million miles to bring the total mileage on Islington's roads in 2019 to 278 million. In the decade since 2009, there has been an increase of over 70% of motorised traffic on London's local roads, which are not designed to take such large numbers of vehicles. These local roads (defined as 'C' or 'unclassified' roads) serve multiple purposes: as places for communities to come together, for play, for local journeys which can be walked, cycled or wheeled (through use of a wheelchair or similar mobility aids). The increase in motor traffic on these streets in the past decade has had a significant impact on the lives of both those who walk, cycle and wheel through those streets, and those who live on them.

- 3.3 Statutory guidance from the Department for Transport issued in May 2020 stated that: "local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling". This guidance has subsequently been updated to: "As we emerge from the pandemic, local authorities should continue to make significant changes to their road layouts to give more space to cyclists and pedestrians and to maintain the changes they have already made".
- 3.4 On 18 June 2020, the council's Executive took the decision to accelerate the delivery of low traffic neighbourhoods, alongside School Streets, pop-up cycle lanes and a lorry control scheme, as part of its people-friendly streets (PFS) programme. With regards to LTNs, the decision was taken to introduce them as trials, to be followed by monitoring and a full public consultation once they had been in place for around twelve months. This has effectively accelerated the implementation of the long-term plan from the Islington Transport Strategy and Net Zero Carbon Strategy, and progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.
- 3.5 Proposals for the people-friendly streets (PFS) programme were agreed by the council's Executive on 18 June 2020. On 17 August 2020, the council's Corporate Director of Environment and Regeneration in consultation with the Executive Member for Environment and Transport took the decision to proceed with the Canonbury West PFS Low Traffic Neighbourhood (LTN). A further decision was taken on the 24 September 2020 on the updated LTN scheme that was delivered in November 2020.
- 3.6 Following this decision, the fourth LTN was introduced in Canonbury West in November 2020, and public consultation took place in November 2021.
- 3.7 The 2020 Executive Paper was accompanied by a Resident Impact Assessment (RIA), which had identified a series of negative impacts for people who have a protected characteristic, in particular for disabled people. (This RIA was the equality impact assessment for the scheme). Following this RIA, the council engaged with disabled groups and people with complex mobility needs, reviewed correspondence, LTN trial feedback survey data, Commonplace comments, gathered data on car journey length and times, and reviewed research reports to better understand the nature of the constraints experienced by disabled people who travel by private car.
- 3.8 The engagement with several disability representative groups and feedback from local residents, revealed that disabled people who rely on cars for their mobility are facing increased length, time and cost for journeys, in particular for shorter, local journeys due to LTNs.
- 3.9 Originally, the LTN programme was designed so traffic filters applied to all people driving without any exemptions, beyond emergency vehicles and some council service vehicles. The council's initial rationale to not provide exemptions was based on three reasons:

- Access to all addresses is maintained within LTNs, but routes may need to change.
- To create a safer environment for people to walk, wheel and cycle by significantly reducing motorised traffic on local streets.
- To reduce congestion and air pollution on the main roads. The objective of people-friendly streets is to reduce the overall number of trips, by supporting a change of transport away from private cars.

- 3.10 The council's Executive meeting on 14 October 2021 agreed to continue the PFS programme through the implementation of new schemes, and to trial the proposed approach to granting limited exemptions to Islington Blue Badge holders. Individual schemes would continue to be subject to monitoring and consultation before a decision was taken on whether to keep, change or remove them.
- 3.11 This policy proposal was carefully balanced, to take into consideration the reasonable adjustments that this approach will offer to Blue Badge holders who may be disproportionately impacted by longer car journeys against the dilution of the benefits of the LTN for all, including for people with protected characteristics who are disproportionately impacted by traffic. More detail on the careful assessment undertaken by the council is in the October 2021 Resident Impact Assessment, in particular pages 7-10.
- 3.12 The measures proposed in this report would provide Blue Badge holders living within the Canonbury West LTN the ability to register a single motor vehicle for their personal use which is registered to their own address within the low traffic neighbourhood in which they live ("Within the LTN" includes any properties on the LTN side of any boundary roads). A permit will be provided for this vehicle, which will allow the Blue Badge holder to drive, or be driven, through designated camera-enforced filters of the LTN in which they reside.
- 3.13 The exemption will be complemented by an exceptional circumstance dispensation which will have its own application process allowing Blue Badge holder to apply for an exemption if there are particular journeys which require access through a designated filter in the Canonbury West LTN. While the proposal makes way for this exceptional circumstance dispensation to take effect it will not be operational until a programme wide policy on this 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.
- 3.14 The geographical context of the Canonbury West LTN is that it shares its south-western boundary road with the north-eastern boundary of the St Mary's Church LTN (introduced in February 2022), part of its north boundary road with the south boundary of the Highbury LTNs (introduced in 2 months later) and its south-eastern boundary road with the Canonbury East LTN (introduced 3 months earlier). The Highbury Corner is directly located to the north-west of the Canonbury West LTN.

## 4 Monitoring

- 4.1 Comprehensive and robust monitoring forms part of the people-friendly streets programme to measure the impacts of interventions on cycle and motor traffic movement. The impacts of schemes on safety and security as well as environmental factors such as air quality have been measured. Monitoring also allows us to track how each scheme is performing against objectives derived from the policies outlined in section 3: these include the reduction of motor traffic volumes (which in part will contribute to net zero carbon objectives), a reduction in the number of speeding vehicles (to reduce road danger) and an increase in cycling (to meet public health aims and reduce obesity rates). The results of any monitoring are here considered as part of the decision-making process on the Canonbury West LTN measures.
- 4.2 The full interim and pre-consultation monitoring reports are available at Appendix 8 and 9 of this report. Both reports are also publicly available on the council's website.

### Interim monitoring report for the Canonbury West Low Traffic Neighbourhood

- 4.3 As part of the monitoring strategy baseline data was collected before implementation of the Low Traffic Neighbourhood in July 2020 and again collected in June 2021 to produce an 'interim monitoring report'. The data collection includes traffic counts and air quality monitoring within the LTN and on surrounding main roads.
- 4.4 The independently produced interim monitoring report was published in October 2021 and is included as Appendix 8 of this report. This report was superseded in November 2021 by Appendix 9, the pre-consultation monitoring report and therefore results are summarised below for consideration in this decision. The report showed that the project is having the intended impacts in the area of reducing motorised traffic across internal roads (-46%) in line with through traffic restrictions, reducing levels of speeding on internal roads (-12%) while air quality was in line with borough trends as levels of nitrogen dioxide have fallen.
- 4.5 There has been no significant impact on London Fire Brigade response times, or on anti-social behaviour and crime rates.
- 4.6 Cycling increased by 58% internal roads and overall increased at 30% of sites. The greatest cycling increase was on Canonbury Square, which saw a 241% increase in the westbound direction.
- 4.7 Overall, across boundary roads, total volumes of motorised traffic fell by 14%. Traffic on St Paul's Road rose by 15%, however, traffic fell on both Canonbury Road (-42%) and Essex Road (-9%), so there may have been other factors affecting traffic flow on these roads. Average speeds saw a negligible change.



## Pre-consultation monitoring report for the Canonbury West Low Traffic Neighbourhood

- 4.8 As part of the monitoring strategy baseline data was collected before implementation of the Low Traffic Neighbourhood in July 2020 and again in October 2021 to produce the 'pre-consultation monitoring report'. The data collection includes traffic counts and air quality monitoring within the LTN and on surrounding main roads. As this report includes new metrics and data over a longer period of time, the data in the pre-consultation report should be considered more relevant when making a decision on the scheme.
- 4.9 The pre-consultation monitoring report was published in November 2021, when the public consultation started, and is included as Appendix 9 of this report. The report showed that the project is having the intended impacts in the area of reducing motorised traffic across internal roads (-74%) in line with through traffic restrictions, reducing the number of vehicles speeding on internal roads (-86%) and increasing levels of cycling on internal roads (+77%). Overall changes in levels of NO<sub>2</sub> in Canonbury West reflect those in the borough more widely.
- 4.10 There has been no significant impact on London Fire Brigade response times, or on anti-social behaviour and crime rates.
- 4.11 Across the boundary roads, there has been a moderate decrease in motorised traffic volumes. On average, such volumes have changed on: Canonbury Road (North) (-53%), Essex Road (-10%), Canonbury Road (South) (-8%), St. Paul's Road (West) (-3%) and St. Paul's Road (East) (-3%).

## 5 Pre-consultation Engagement and Consultation

### Pre-consultation Engagement activities

- 5.1 The council has been actively engaging with residents, businesses and other stakeholders to gather feedback on the people-friendly street schemes that have been introduced. The methods used to engage have included the Commonplace interactive tool; emails sent directly or forwarded on to the PFS mailbox and responded to; trial feedback surveys for each scheme; and through formal objections which can be submitted during the six-month period after a scheme has been introduced. All this pre-consultation feedback has been analysed and summarised in Appendix 5.
- 5.2 The **Commonplace interactive tool** was used to carry out a borough wide engagement exercise between 29 May 2020 and 2 March 2021. The exercise asked residents, businesses and local organisations to suggest how local streets can be improved for pedestrians and cyclists. 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. Comments have also been isolated to individual areas to gather more information on areas significant to specific schemes.

- 5.3 At the close of the Commonplace engagement on 2 March 2021, there were 367 comments submitted related to the Canonbury West LTN area (including the boundary roads). 341 comments were received before the scheme was implemented on 30 November 2020, and 26 comments were received between 30 November 2020 and 2 March 2021.
- 5.4 The total amount of individuals who sent **correspondence** regarding Canonbury West LTN over the period of advertisement, implementation and pre-consultation amounts to 491. 87% of the correspondence received was categorised as negative, 4% as positive, 4% as mixed and 0.4% as unclear, and 4% as other topic. Key themes of the correspondence can be found in Appendix 5 Section 3D.
- 5.5 The Canonbury West LTN **trial feedback survey** was open between 8 March 2021 and 30 November 2021. 575 people submitted a survey response. The trial feedback survey period closed with the start of the public consultation on 30 November 2021. The trial feedback survey results have been analysed and reported on in Appendix 5 Section 3E.
- 5.6 In the Canonbury West trial feedback survey, in answer to the question “What do you like about the trial?” the most common answers were:
- Reduction of through traffic (17%)
  - Making the area more pleasant (12%)
  - Reduction of air pollution (11%)
- 5.7 In answer to “What do you dislike about the trial”, the most common answers were:
- Increase of traffic on the main roads (67%)
  - Increase of air pollution (46%)
  - The trial makes car trips more inconvenient for me or my visitors (39%)
- 5.8 Participants in the survey could select up to four answers for each question (including “I like nothing / I dislike nothing”), so percentages will not sum to 100%.
- 5.9 The trial feedback survey had four open questions to which ‘free text’ answers could be given. These questions were:
- Question 5: Are there urgent issues you would like to tell us about? (For example, about road danger or safety - please be as specific as possible).
  - Question 6: Do you have other suggestions for what can be done to reduce air pollution and motor vehicle trips in Islington?
  - Question 7: Do you have any additional comments?
  - Question 9: Which of the following would encourage you to walk, use pavements, wheel or cycle more? (Select all that apply) [The final option to this question was ‘Other’, with a free text box provided].

5.10 A coding exercise was undertaken to analyse answers to these questions. Of the 575 submissions, 575 contained at least one free text answer to one of these four questions. More information about this analysis can be found in the Canonbury West LTN pre-consultation and engagement report (Appendix 5). The most common issues raised in response to these questions (excluding answers coded as 'other') were:

- Increases traffic and pollution on main roads (39%)
- Need for ANPR exemption for residents and blue badge (15%)
- Car trips inconvenient for vehicles (15%)
- Scheme increases concerns regarding crime and safety (13%)
- Access for disabled/elderly/vulnerable more difficult (13%)
- I was not asked about my views before the trial started (9%)

5.11 The council has received 92 **objections** in total specific to the Canonbury West LTN traffic orders, of which 33 were submitted during the six-month statutory objection period which expired on 2 April 2021, and 59 objections that arrived outside of this period. There were an additional 332 objections which have been considered, although they did not refer directly to the Canonbury West LTN traffic orders. Officers have coded each objection noting which themes were addressed in each specific objection. The main five topics in the objections were the increase in traffic on boundary roads (62% of objections), negative impacts from traffic increase affecting quality of life (43%), scheme not thought through/justifiable (37%), the impacts on St Paul's Road and its residents (37%), LTNs are not delivering the benefits envisaged (36%). The themes raised in the objections have been duly considered and responded to in Appendix 5 section 3F and in Appendix 7.

## Public consultation

5.12 As part of the Executive decision on people-friendly streets in June 2020, the council committed to undertake a formal consultation around 12 months after the implementation of each trial scheme. This allows enough time for residents to experience and adjust to the changes and for traffic patterns to settle down. Shorter trials would not take account of seasonal variations in traffic patterns, including school terms and holidays. The Canonbury West LTN was introduced in November 2020.

5.13 The consultation took place between Tuesday 30 November 2021 and Tuesday 18 January 2022. Results from the consultation questionnaire have been analysed independently by transport and economic development consultants Steer, and can be read in Appendix 6.

5.14 The consultation included an online questionnaire available via the Islington Council website. Paper copies of the questionnaire were also made available at events, Islington Town Hall and could be requested by post.

- 5.15 751 questionnaires were submitted, and of this total 635 were completed. A questionnaire is classified as complete when respondents have responded to all the questions, however the consultation analysis takes into account all the questionnaires submitted. The questionnaires submitted indicate that 42% of respondents live within the Canonbury West LTN area, with a further 13% living on boundary roads. 6% of respondents live in another borough, with the greatest proportion of these living in Hackney (43%).
- 5.16 The council used different methods to promote the consultation. Approximately 10,000 leaflets were distributed, with 8,500 of these distributed to residential and business properties and 1,500 distributed at the various events, set out paragraph 5.17 below.
- 5.17 The council also promoted the consultation and encouraged people to fill in the questionnaires at various events. During the consultation, officers and councillors attended events organised at the following locations and dates:
- On-street leafleting and engagement on Canonbury Place, Thursday 2 December 2021.
  - On-street event opposite New River Green Children's Centre, Sunday 5 December 2021.
  - Focus group with a charity Help On Your Doorstep, Tuesday 7 December 2021.
  - On-street engagement with Dr Bike at Islington Town Hall, 10 December 2021.
  - Q&A session at Islington Town Hall (event moved online due to Covid-19 pandemic), Tuesday 14 December 2021.
  - Business door knocking on Friday 7 January 2022, targeting businesses within the Canonbury West area.
  - Online Q&A session on Zoom, Monday 10 January 2022.
  - Residents' door knocking on Wednesday 12 January 2022, targeting streets with low consultation response rates.
- 5.18 Leaflets and questionnaires were available at all in-person events.
- 5.19 The consultation information was shared on social media platforms including Next door, Twitter, Facebook and a press release was issued. An email informing people of the consultation was sent to 2,752 Commonplace subscribers and also to the 223 people who had subscribed to email updates via the trial feedback survey.
- 5.20 The key findings from the consultation events are:
- Attendees at the in-person town hall event were concerned about the monitoring that had taken place and that it does not reflect residents' concerns about pollution and traffic congestion
  - Attendees at the in-person town hall event were concerned that their views were not being listened to
  - Attendees at the online Q&A event were concerned about the rise of anti-social behaviour since the introduction of the Canonbury West LTN

- Attendees at the online Q&A event were concerned that there was a lack of focus on elderly people
- Attendees at both the in-person town hall event and online event raised concerns about the combined effects of the Canonbury West LTN and Highbury Corner scheme

5.21 The consultation questionnaire was filled in by 751 respondents, and the detailed findings are included in Steer's report at Appendix 6. Highlights from the consultation questionnaire include:

- 42% of respondents live in the Canonbury West's LTN area, and 13% live on a boundary road to the scheme.
- 6% of respondents who live within the Canonbury West LTN area classified themselves as disability whilst 10% who live on the boundary roads of the Canonbury West LTN area classified themselves as disabled.
- Across all respondents, 59% had access to a car/van and 32% had no access to a car/van.
- Access to a car/van was higher amongst disabled respondents, with 74% having access to one or more car/van compared to 62% among non-disabled respondents.

5.22 Analysis of the feedback shows that:

- 34% felt that the streets look nicer since the introduction of the Canonbury West LTN trial scheme. 28% disagreed with that statement, and 33% noted no change.
- 25% felt safer using the street at night since the introduction of the trial. 44% disagreed with that statement and 25% noted no change.
- 47% felt that cost of taxis and private hire vehicles had increased since the introduction of the trial. 2% felt they had decreased and 23% noted no change.
- 31% felt that they walk or cycle more to local shops and businesses more since the introduction of the trial. 12% disagreed with that and 45% noted no change.
- 37% of respondents felt that it was easier to cross the street since the introduction of the trial. 25% disagreed with that and 32% noted no change.
- 34% of respondents felt that it was easier to make necessary trips by walking and cycling since the introduction of the trial. 22% felt it was harder and 37% noted no change.
- 23% of respondents felt that there was more speeding motor traffic since the introduction of the trial. 32% notes less and 34% noted no change.
- 32% of respondents felt that there was more noise from motor traffic since the introduction of the trial. 32% notes less and 26% noted no change.
- 32% of respondents felt that there was more motor traffic on their street since the introduction of the trial. 30% notes less and 24% noted no change.
- The two most frequent comments in the open text responses were 'Concern that the LTN increases vehicle traffic on unsuitable nearby roads/ boundary roads' and 'Concern that the LTN reduces air quality/ does not improve air quality'. Those concerns were monitored through data collection in the October 2021 interim monitoring report and November 2021 pre-consultation monitoring report and are discussed in section 10 of this report.

- 5.23 The consultation report (Appendix 6) provides details on the overall responses and a breakdown highlighting differences between respondents with access to a car/van compared to respondents who do not. Respondents with access to a car/van were overrepresented in the consultation as only 32% of the respondents were from households who do not own cars whereas the average across Islington is 71% of households not owning cars. Perceptions about the trial scheme were more negative among respondents who had access to a car/van than among respondents without access to a car/van. For example, 30% of people who own a car said the streets look nicer since the trial while 64% of people who do not own a car said the streets look nicer. 29% of people who own a car said they feel safer using the street in the day while 62% of people who do not own a car said they feel safer using the street in the day. 31% of people who own a car said the air is cleaner since the trial while 62% of people who do not own a car said the air is cleaner. This trend should be considered when reviewing the consultation report.
- 5.24 The consultation report also looks at differences in responses from those who live within the area or on the boundary road compared to those who live outside the area or nearby. 42% of respondents said they live within the area and 13% said they live on a boundary road.
- 5.25 The responses from those living outside the area tended to be more positive about the impact of the trial than from those living within the area or on the boundary roads for example 39% of people who live within the area or on the boundary roads said the air is cleaner compared to 54% of people who live outside of the area. 39% of people from within the area said the streets look nicer compared to 55% of people from outside the area.
- 5.26 There were four open questions in the consultation, to which respondents could provide 'free text' answers. These were:
- Q7: Is there anything else you would like to tell us about your experience of the Canonbury West people-friendly streets trial?
  - Q8: The council recently announced a policy to allow Blue Badge holders living in a PFS neighbourhood to receive an exemption for designated traffic filters. This policy is not yet operational, and we will be contacting Blue Badge holders directly with more details. If you have any comments on this policy, please add them below:
  - Q9: We are aware that some motorists travelling westbound on St Paul's Road towards Highbury Corner are using Canonbury Park North and then Compton Road as a cut-through to avoid the traffic lights at the St Paul's Road/ Highbury Grove junction. Are you aware of this? If yes, do you have any comments?
  - Q11: Are there issues in the Canonbury West area with road danger or safety that you would like to tell us about?
- 5.27 A coding exercise was undertaken to analyse answers to these questions. Three code frames were used to analyse the answers. The free text responses were analysed within

a code frame. A code frame enables individually expressed sentiments to be standardised and then for the content of individual responses to be recorded (or coded) within the standardised set of sentiments. This means it is possible to see how many respondents mentioned each sentiment. Questions 7 and 9 were analysed together and questions 8 and 11 were analysed individually. Further details on the approach to free text analysis are provided in the Canonbury West consultation report (Appendix 6). The most common issues raised in answers to questions 7 and 9 were:

- Concern that the LTN increases vehicle traffic on unsuitable nearby roads / boundary roads (26%)
- Concern about Compton Road cut-through (16%)
- Concern about congestion on St Paul's Road (13%)
- Concern about congestion related to Highbury Corner (13%)
- Concern that the LTN reduces air quality / does not improve air quality (9%)

5.28 22% of respondents did not provide a response to questions 7 and 9.

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

- Suggest that the exemption for Blue Badge Holders should apply more widely to other groups (30%)
- Support for the Blue Badge Exemption policy in its current form (30%)
- Concern that the Blue Badge Exemption was not part of the trial scheme from the outset (9%)
- Concern about fraudulent use of Blue Badges (9%)
- Suggest that Blue Badge holders have exemptions to all LTNs within the borough (8%)

5.30 61% of respondents did not provide a response to question 8.

5.31 The most common issues raised in answers to question 11 (issues about road danger or safety) were:

- Concern that the LTN has increased anti-social behaviour / crime / fear of crime due to quieter streets (especially during dark hours / on dimly lit streets) (20%)
- Concerns over road safety at St Paul's Road (16%)
- Concern about speeding/dangerous driving among moped/e-bike/users (13%)
- Concern that people cycle dangerously/speed (10%)
- Concern about road safety effects of Highbury Corner roundabout changes (10%)

5.32 43% of respondents did not respond to question 11.

5.33 The most common issues raised from the trial feedback survey and the consultation survey present a set of the most common positive and negative themes which represent



overall feedback on the scheme. Negative themes appeared more commonly than positive ones.

5.34 The positive themes were:

- Other positive comments (14%)
- Makes area more pleasant (3%)
- Reduction of through traffic/ air pollution (1.9%)

5.35 The negative themes were:

- Increase of traffic and pollution (39.9%)
- Other negative comments (29.8%)
- Need for ANPR exemption for residents (15.3%)

5.36 The council has also received feedback on the trial from a local amenity group, The Canonbury Society. Officers' responses to the comments provided to the council can be found in Appendix 10.

## Focussed engagement with disability groups

5.37 At the start of the PFS programme and in the Resident Impact Assessment attached to the original Canonbury West LTN experimental traffic orders (the RIA was signed on 23 September 2020) 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 include: 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. Local engagement took the form of engagement with members of the Help On Your Doorstep group at the Walter Sickert Community Centre, which is within the Canonbury West LTN area.

5.38 Since this original engagement and the announcement of the blue badge exemption policy the council has continued to engage with groups representing people with disabilities through a number of meetings, emails, and drop-in sessions. A more comprehensive summary of the engagement which has taken place with groups representing disabled people can be found in Appendix 6. The requests to extend the Blue Badge exemptions made by these groups has been carefully considered in the Equalities Impact Assessment (EqIA) found in Appendix 4 (since December 2021, the council now produces EqIAs rather than RIAs, but both documents fulfil our Public Sector Equality Duty under the Equality Act 2010). 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 order for the Canonbury West LTN.

## Local road network

- 5.39 The redevelopment of Highbury Corner was completed by Transport for London (TfL) in 2019 as part of a London-wide Safer Junctions programme to reduce road danger at a number of intersections including roundabouts, which the council supports. There has been concerns that this project has increased congestion on the surrounding roads. As this scheme is particularly close to Canonbury West, this congestion directly impacts St Paul's Road, which lies east of Highbury Corner and north of the scheme area.
- 5.40 The council has been working with TfL to raise our concerns and those raised by our residents regarding congestion on the surrounding roads. TfL have carried out a comprehensive review of the traffic signal arrangements at Highbury Corner. This has included site visits and the analysis of data on their systems, with the intention of introducing signal strategies to ease congestion in the area and allow traffic to flow more efficiently. TfL began to test these strategies on 9 August 2021 and initial data indicates that movement within the junction and exit blocking has been reduced. We will continue to work with TfL to address concerns relating to the changes made at Highbury Corner.
- 5.41 It is likely that the Highbury Corner redevelopment has impacted vehicle speeds on St. Paul's Road. Pre-consultation monitoring reports for the Canonbury West and Highbury LTNs both include data and analysis for St Paul's Road and indicate that traffic volumes have fluctuated between the survey periods and indicated that vehicle speeds (particularly westbound) have continued to become slower, indicating that congestion and queueing traffic is likely forming on the approach to Highbury Corner. The council will continue to monitor traffic in this location.

## Compton Road

- 5.42 The placement of traffic filters introduced as a part of the scheme focused on eliminating routes that cut across the area between main roads, while maintaining as many access points to the area where possible. During the trial we have become aware of a route that is being used to jump queues on St Paul's Road via Canonbury Park North through to Grove Road or Compton Road.
- 5.43 Vehicles travelling westbound on St Paul's Road enter the area via Canonbury Park North, then continue onto Grange Grove or Compton Road, to re-join St Paul's Road on approach to Highbury Corner. Residents have reported a perceived increase in traffic along this route since the introduction the LTN, most notably during peak morning periods.

- 5.44 Feedback from residents and site visits undertaken by the council at peak morning hours indicates that the main issue created by this route is intermittent queuing on Compton Road where vehicles wait to be let out of the junction to join St Paul's Road.
- 5.45 During public consultation, a dedicated question related to this route has been asked: 'We are aware that some motorists travelling westbound on St Paul's Road towards Highbury Corner are using Canonbury Park North and then Compton Road as a cut-through to avoid the traffic lights at the St Paul's Road/ Highbury Grove junction. Are you aware of this?'. This was followed by a 'Yes' and 'No' options and a 'free' text box asking for further comments.
- 5.46 The independently written consultation report, found in Appendix 6, includes results of the question set out in point 5.44. Out of the 751 respondents, 428 (57%) responses stated 'Yes' they were aware, 232 (31%) stated 'No' they were not aware and '91' (12%) did not respond. 443 respondents filled out the 'free' text box with further comments, 63 respondents (14% of the respondents to this question) mentioned that the Compton Road cut-through is a concern, however 47 respondents (11% of the respondents to this question) mentioned their support for the cut-through.

## 6 Proposals

- 6.1 The measures that will allow exemptions for Blue Badge holders to be introduced within the Canonbury West LTN are shown in the map in Appendix 1 and designs in Appendix 2, are set out in this section.
- 6.2 New signposting with an 'exemption' plate at traffic filters which uses the phrase 'Except permit holders CBW', where 'CBW' is a particular reference number to a local permit for the Canonbury West LTN issued to eligible vehicles. The new signposting will be installed at the relevant camera-enforced traffic filters: Canonbury Place, Clephane Road, Alwyne Road and Ramsey Walk.
- 6.3 No further changes to the scheme are proposed.
- 6.4 The changes will require the installation of the following signage:
- Diagram 619 'motor vehicles prohibited' sign and plate - New 'Except Permit Holders CBW'
  - 'Except cycles and authorised vehicles' sub plate underneath diag. 612 (No right turn sign)
  - 'Except cycles and authorised vehicles' sub plate underneath diag. 613 (No left turn sign)
  - Diagram 878 camera sign
  - 'Except cycles and authorised vehicles' sub plate underneath diag. 609 (Vehicles right turn)

6.5 These measures will also require the following civil works:

6.6 At Canonbury Place:

- Removal of existing bollards.
- Installation of planters with 5m gap.
- Installation of new sub-plate 'except permit holders CBW'.
- Installation of diagram 612 'Except cycles and authorised vehicles' sub plate underneath (No right turn sign)

6.7 At Clephane Road:

- Removal of existing bollards.
- Installation of new sub-plate 'except permit holders CBW'.
- Installation of diagram 613 'Except cycles and authorised vehicles' sub plate underneath (No left turn sign)

6.8 At Alwyne Road:

- Removal of existing bollards.
- Installation of new sub-plate 'except permit holders CBW'.
- Removal of 10m parking space on the western side of the Alwyne Road
- Removal of two 5m parking spaces on the eastern side of Alwyne Road
- New road markings.

6.9 At Ramsey Walk:

- Removal of existing bollards.
- Installation of the planter.
- Installation of new sub-plate 'except permit holders CBW'.
- New road markings.
- Installation of a new sign post.
- Installation of diagram 609 'Except cycles and authorised vehicles' sub plate underneath (Vehicles right turn)

6.10 Where planters are installed, they will allow 5 metre gaps for bi-directional vehicular movement.

6.11 An independent Road Safety Audit (RSA) was completed on 9 February 2022 by Project Centre consultants to assess the proposals for changes to the Canonbury West LTN. One issue, relating only to the planters at Canonbury Place and Ramsey Walk filters, was highlighted with the proposals, and full details can be seen in the RSA.

6.12 The issue: Features have not been provided to highlight the planters. This may lead to driver confusion. Recommendation: Provide suitable features to increase conspicuity.

- 6.13 Officer's response: The details of the planters were not submitted to the auditors. However, we can confirm that the planters will have reflectors placed on each corner, the reflectors will allow the planters to be visible during the hours of darkness.

## 7 New Traffic Order

- 7.1 The general effect of the Orders will be to replace the existing experimental and introduce a new experimental scheme that will continue the operation of the Canonbury West LTN, with the changes outlined in this report. By replacing the existing scheme, the new Blue Badge holder exemptions will be put in place with no other changes to the operation of the existing scheme, under a new ETO.

The changes will:

- Allow Blue Badge holders to register a single motor vehicle for their personal use which is registered to their own address within (or on the boundary of) the low traffic neighbourhood in which they live. A permit will be provided for this vehicle, which will allow the Blue Badge holder to drive, or be driven, through designated camera-enforced filters of the LTN in which they reside.
  - The designated camera-enforced filters are Canonbury Place, Clephane Road, Alwyne Road and Ramsey Walk.
  - Remove parking bays at Alwyne Road on both sides of the traffic filter and at Ramsey Walk, east of the traffic filter.
- 7.2 Council vehicles are not exempt from low traffic neighbourhood measures and will not be exempt to the proposed change outlined in this report. However, to ensure a small number of services can operate safely for residents, clients and staff, a limited number of council vehicles are exempt: community transport (ACT) passenger vehicles and large vehicles for example refuse, recycling and street cleaning vehicles. When not on operational business, these vehicles will use main roads as far as practically possible and not make short-cuts across a residential area.

### Engagement with statutory consultees on new Traffic Order

- 7.3 Statutory pre-implementation consultation on the proposals presented for decision in this report has been undertaken with the following statutory stakeholders: London Ambulance Service (LAS), London Fire Brigade (LFB), the Metropolitan Police Service (MPS), the NHS Blood and Transplant Service, the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Network Management, TfL Buses, Royal Mail, Emily Thornberry MP (Islington South), Jeremy Corbyn MP (Islington North), Sem Moema AM (GLA). Each stakeholder was contacted on 23 February 2022, provided with designs for the proposed changes, and asked for their feedback. The council will

continue to monitor and review the scheme with the Emergency Services after implementation and make any changes required.

7.4 Feedback from the statutory consultees is summarised here:

- The LAS expressed no objections to the changes regarding the Blue Badge exemptions. A query was raised regarding the confirmation of all traffic filters being camera-enforced, the timing of construction works and exemptions for emergency services.
- The MPS stated that they did not have concerns with or objections to the proposal.
- The LFB stated that they did not have objections to the proposals.
- Royal Mail enquired about exemptions from the traffic filters. We recommend that this is dealt with in future at a programme level as an external exemption request.
- TfL have responded stating they have no issues with the proposal.

## 8 Section 122, Road Traffic Regulation Act 1984

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

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

8.2 In balancing the considerations above, officers consider that the implementation of the changes to the Canonbury West LTN should proceed for the following reasons:

8.3 Access, including for motorised traffic, is maintained to all residential and other properties, albeit access routes for motorised traffic (except for emergency services vehicles) may change, which may cause inconvenience to some residents.

8.4 All local amenities remain accessible, albeit routes for motorised traffic (except for emergency services vehicles and eligible Blue Badge holders who live in the Canonbury West LTN) to access these amenities may change. The area will continue to benefit from the reduction of through movements of motorised traffic (except for emergency services vehicles and eligible Blue Badge holders who live in the Canonbury West LTN), including

heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.

- 8.5 The reduction of through-traffic in the Canonbury West LTN is expected to improve air quality on the local streets within the LTN. It is expected that despite the exemptions being introduced there will still be a significant reduction in traffic volumes in the area and air quality benefits. Other measures, such as the council's introduction of Electric Vehicle Charging Points, the introduction of the Ultra-Low Emission Zone and recent extension in October 2021 (which covers the whole of Islington) and the introduction of School Streets, are likely to contribute to improving air quality.
- 8.6 There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. Emergency services have been consulted on the changes. Monitoring data from the duration that the Canonbury West LTN has been in place indicates that there has been no significant impact on emergency service times to date.

## 9 Implications

### 9.1 Financial implications:

#### Costs

The estimated scheme build costs for the changes to enable the Blue Badge exemptions are £25k which includes the costs of signage, civil works to relocate filters, cost of the traffic orders and the road safety audits, planters and maintenance, and communications to support the change.

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

#### Revenue

There is minimal loss of revenue anticipated with the introduction of changes to the Canonbury West LTN. Two shared-use bays were suspended at Alwyne Road during the implementation of the filters in November 2020, resulting in an estimated annual reduction in revenue of £1,073. To facilitate changes to allow for Blue Badge exemptions, one additional shared-use bay is proposed to be suspended at Alwyne Road. The loss of revenue of the shared-use pay and display bay is expected to be £2,410 per annum, based on revenue from the 2021/22 financial year. Parking pressure has not been identified as an issue in this location which falls in controlled parking zone L, and many properties have on-site parking. There are 290 Blue Badge holders in the Canonbury West LTN. The removal of the shared-use parking bay would allow for

implementation of the Blue Badge exemption at the site. This will result in shorter journeys for Blue Badge holders registered in the Canonbury West LTN.

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 Canonbury West are anticipated to generate some enforcement income within the parking account.

Financial modelling of the various options indicates that the overall revenue streams under the LTN programme will be able to achieve the current School Streets and Lorry Control MTFS model over the 2020-23 MTFS period. There will be reductions in income in later years as compliance increases and this will need to be considered as part of future MTFS planning. Currently four enforcement cameras (at four locations) enforce the no motor vehicle restrictions in the Canonbury West LTN. The revenue from these cameras will contribute to the overall parking revenue targets.

## 9.2 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 Equalities Impact Assessment (Appendix 4) and this assessment is summarised below in section 9.4.

Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the 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 Canonbury West's LTN 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.

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

Delivering Low Traffic Neighbourhoods (LTNs), and in this case continuing the 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 proposals are aimed at enhancing the Canonbury West LTN, the objective of which is to encourage increased walking and cycling. The LTNs are part of the council's commitment to working towards a zero-carbon future and responding to the Climate Emergency. The delivery of the Islington Transport Strategy, Liveable Neighbourhoods, School Streets and Lorry Control Scheme were all specifically mentioned in the transport section of the Vision 2030: Creating a Net Zero Carbon Islington by 2030.

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 changes to the Canonbury West LTN will have some direct environmental impacts. These include resource usage for new signage and road marking, energy use and waste generation during their installation, together with possible nuisance impacts such as noise or dust, as well as impacts related to contractor journeys to site during the works. However, an additional three planters will also be installed, adding more greenery to the public realm, and the new filters will improve the function of the LTN in the long term.

The impact on local emissions depends on whether the proposals lead to an increase in the number of trips by exempted residents. If it does, this is likely to increase carbon and NOx emissions. However, if trips taken by exempted residents are unavoidable and would have been taken with or without the exemptions in place, the exemptions may reduce the distances travelled and therefore reduce emissions.

## 9.4 Equalities Impact Assessment

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

An Equalities Impact Assessment (EqIA) was completed for the amendments to the LTN featured in this report. The full EqIA is attached in Appendix 4 and is summarised below, along with summaries of the findings of resident impact assessments (RIAs) dated 23 September 2020, which considered the impacts of earlier iterations of the Canonbury West LTN.

### Positive impacts of whole scheme

By implementing the proposed changes and restricting through traffic, the Canonbury West LTN will continue to reduce road danger and improve accessibility and should provide benefits to all residents with protected characteristics. The measures should also reduce the negative impacts of traffic, improving air quality, and reducing injuries from road traffic collisions. The design of the scheme has been developed with the aim to improve Canonbury West's streets as aligned with the healthy streets' indicators. The following healthy streets elements will deliver benefits to Canonbury West 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.

People who are Blue Badge holders who live within the Canonbury West 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 LTN 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.

## Negative impacts of whole scheme

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

Following the implementation of the changes to the Canonbury West LTN scheme, the whole area will still be fully accessible to all vehicles traveling into the area. None of the measures being introduced will stop people (including residents, businesses, visitors or delivery drivers) from driving to and from the area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets. The changes may result in increased inconvenience for some motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

Whilst the purpose of LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel. The council will also investigate public realm initiatives to increase sense of safety on the streets, particularly at night, for instance with enhanced public lighting.

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 LTN as they currently exist. The programme-wide RIA also notes that "If a technological solution can be found which allows specific and timed exemptions for only those taxi/PHV trips taken by Blue Badge holders who are resident in Islington, compatible with our current use of Automatic Number plate Recognition (ANPR), then the council will consider exemptions for taxis/PHVs for the purpose of carrying a Blue Badge holder. This would be of benefit only to the 3.2% of trips taken by disabled people which are in taxis or PHVs" (p22).

The Canonbury West interim and pre-consultation monitoring reports outlined some displacement to main roads observed and will be considered alongside changes in air quality as a result of initiatives such as ULEZ and the recent extension in October 2021 (which now covers the whole of Islington) and the Council's Electric Vehicle Charging programme.

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

## 10 Conclusion and reasons for recommendations

- 10.1 **Recommendation.** The Corporate Director of Environment is asked to agree the proposals set out in this report, including the continuation of the trial implementation of changes such as the installation of signage, and issuing of new Experimental Traffic Orders. The changes will allow for Blue Badge exemptions to be implemented at all designated camera-enforced traffic filters. Details of which filters are designated for exemptions are given in Section 6, 'Proposals'.
- 10.2 In making this decision the Corporate Director of Environment needs to assess if the trial so far has largely achieved the objectives of the LTN and balance those benefits with the potential disbenefits that could be caused by the scheme. To assess this the monitoring data needs to be brought together with the consultation responses and objections received for the scheme.
- 10.3 **Assessment of benefits.** The Canonbury West LTN aimed to encourage local people to walk and cycle in their neighbourhoods. The environmental impacts of traffic will be reduced particularly on local residential streets. This will result in a safer, cleaner and



healthier environment for local people particularly older people, children, younger people with impaired mobility and other vulnerable groups. These aims are supportive of the council's net zero carbon and Fairer Islington priorities.

10.4 Table 1 highlights where there is clear evidence from the monitoring data and consultation results that the trial has achieved the objectives.

| Policy  | Scheme Objective  | Evidence from pre-consultation monitoring data  | Feedback from Consultation   |
|---|---|---|--|
| <p><b>Islington Transport Strategy</b></p> <p>Objective Three: Cleaner and greener. To contribute to the council's commitment to Islington becoming net zero carbon by 2030, to improve air quality, and protect and improve the environment by reducing all forms of transport pollution.</p> <p><b>Vision 2030: Creating a Net Zero Carbon Islington by 2030</b></p> <p>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking, cycling and public transportation.</p> | Reduce motorised traffic and vehicle emissions across internal roads, aimed to improve air quality. | <p>Overall, motorised traffic volumes on internal roads have decreased by an average of 74%. The greatest decrease has been on Clephane Road where there was an 87% decrease.</p> <p>Air quality data from within the Canonbury West area, shows that nitrogen dioxide levels reflect those in the borough more widely.</p> | <p>In the Canonbury West trial feedback survey, in answer to the question "What do you like about the trial?" the most common answers were: reduction of through traffic (17%), makes the area more pleasant (12%) and reduction of air pollution (11%)</p> <p>In the consultation: 32% of respondents have felt like there is less noise from traffic since the introduction of the Canonbury West LTN trial. 32% disagreed with that statement.</p> <p>33% of respondents said the air was cleaner. 28% disagreed with that statement.</p> |
| <p><b>Islington Transport Strategy</b></p> <p>Objective Three: Cleaner and greener.</p>   | Reduce motorised traffic overall across internal and boundary roads.                                | Across the boundary roads, total volumes of motorised traffic   | <p>In the consultation: The two highest codes which came out of the open question analysis in the survey were 'Concern that</p>  |



| Policy   | Scheme Objective   | Evidence from pre-consultation monitoring data  | Feedback from Consultation   |
|--|--|---|--|
| <p>To contribute to the council's commitment to Islington becoming net zero carbon by 2030, to improve air quality, and protect and improve the environment by reducing all forms of transport pollution.</p>  |  | <p>show a moderate decrease (-15%).</p> <p>On average, such volumes have changed on:<br/>           Canonbury Road (North) (-53%),<br/>           Essex Road (-10%),<br/>           Canonbury Road (South) (-8%),<br/>           St. Paul's Road (West) (-3%) and St. Paul's Road (East) (-3%).</p> | <p>the LTN increases vehicle traffic on unsuitable nearby roads/ boundary roads' and 'Concern that the LTN reduces air quality / does not improve air quality'.</p> <p>Those concerns were monitored through data collection in July 2021 and October 2021 and are discussed in Section 10 of this report.</p>   |
| <p><b>Islington Transport Strategy</b></p> <p>Objective One:<br/>           Healthy. To encourage and enable residents to walk and cycle as a first choice for local travel.</p> <p><b>Vision 2030:<br/>           Creating a Net Zero Carbon Islington by 2030</b></p> <p>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking, cycling and public transportation.</p> | <p>Increase levels of walking and cycling across internal roads.</p> | <p>Cycling has increased by 77% on the internal roads.</p> <p>The greatest increase has been at Canonbury Square, from 182 to 697 cycling trips a day.</p>  | <p>In the consultation: 31% of respondents stated that they are walking and cycling more to local shops and businesses. 12% disagreed with that statement.</p> <p>37% of respondents felt that it was easier to cross the street since the introduction of the Canonbury West LTN scheme. 25% disagreed with that statement.</p> <p>25% of respondents say they are more likely for them to walk or cycle for short trips instead of driving. 12% are less likely.</p> <p>32% of respondents said it is easier to get in and out of the Canonbury West</p> |

| Policy  | Scheme Objective  | Evidence from pre-consultation monitoring data   | Feedback from Consultation  |
|---|---|--|---|
|   |   |  | <p>area by walking and cycling. 21% said it is less easy.</p> <p>34% of respondents said it is easier for them to make the trips they need to make by walking and cycling. 22% said it is less easy.</p>  |
| <p><b>Islington Transport Strategy</b></p> <p>Objective Two: Safe. To work with the Mayor of London to achieve "Vision Zero" by 2041, by eliminating all deaths and serious injuries on Islington's streets and reducing the number of minor traffic collisions on our streets.</p> | Reduce road danger and the levels of speeding on internal roads | <p>Across internal roads, average speeds have decreased by 15%.</p> <p>The number of vehicles speeding has decreased by 86%.</p> | <p>In the trial feedback survey:<br/>8% said they like the trial because it makes it safer and easier to cross the road.<br/>4% said they like the trial because it reduces speeding.</p> <p>In the consultation:<br/>32% of respondents felt there was less speeding from Traffic. 23% disagree with that statement.</p> <p>However, 25% of respondents felt more safe using the street at night, whereas 44% felt less safe using the street at night. Whereas 31% of respondents felt more safe using the street during the day. 32% felt less safe using the street during the day. This is discussed further in Table 2 below.</p> |

Table 1: Assessment of benefits

- 10.5 **Assessment of disadvantages.** The council always committed to duly consider all feedback and objections received on the schemes and also monitor potential negative impacts of the scheme. In table 2 the main criticisms of the scheme emerging from consultation, engagement and objections are put into context alongside the monitoring data gathered during the trial, and the objectives of the scheme.

| Consultation themes or potential negative impact | Monitoring report and summary of findings   | Commentary   |
|--|---|--|
| Increase of traffic on main / boundary roads     | <p>Across the boundary roads, total volumes of motorised traffic show a moderate decrease (-15% overall).</p> <p>On average, such volumes have changed on: Canonbury Road (North) (-53%), Essex Road (-10%), Canonbury Road (South) (-8%), St. Paul's Road (West) (-3%) and St. Paul's Road (East) (-3%).</p> | <p>An increase in boundary road traffic was the most common negative feedback about the scheme in the trial feedback survey and in the consultation questionnaire. The pre-consultation monitoring data suggests that overall, when considering all boundary roads, there was a moderate decrease (overall -15%) in traffic volumes across all boundary roads. The overall figures consider traffic throughout the day, and where there is variation in traffic volumes at different times this might explain perceptions of traffic increase on boundary roads, as travel directions and peak times can vary greatly and impact journeys differently.</p> <p>Overall, across boundary roads, a 15% decrease in vehicles counted has been observed, which is a positive pre-consultation outcome in line with scheme objectives. However, it is noted that this large decrease is driven by a 53% drop in flows at the northern end of Canonbury Road close to Highbury Corner – without this outlier, the remaining sites see a more muted 5% decrease in vehicles counted.</p> <p>Other than at the northern Canonbury Road site, the change in vehicle flows on boundary roads has been somewhat limited, with only Essex Road showing a non-negligible change (a decrease of 10%).</p> <p>Canonbury Road</p> <p>The October 2021 data shows that vehicle flows have decreased significantly more at the northern end of Canonbury Road (close to Highbury Corner) than at the southern end (near Essex Road Underground Station). This finding is in line with that noted in the interim report.</p> |

| Consultation themes or potential negative impact | Monitoring report and summary of findings | Commentary  |
|--|---|---|
|  |   | <p>In the baseline, vehicle flows at the northern site were moderately higher than at the southern site, but in the pre-consultation counts, northern site flows have decreased by 53% whilst they have only decreased by 8% at the southern site. However, it is unclear if this reduction in traffic represents an “evaporation” whereby vehicle trips are no longer being taken, or if there has been displacement or dispersion of trips to other routes that have not been included in monitoring to-date.</p> <p>Highbury Corner</p> <p>The Highbury Corner scheme was introduced by Transport for London (TfL) in 2019 as part of a London-wide Safer Junctions programme to reduce road danger at a number of intersections including roundabouts, which the council supports. 36 The scheme has provided safer facilities for cyclists as well as an improved and enlarged public space for pedestrians outside Highbury &amp; Islington station, including additional seating and access to greenery. The council has continued to work with TfL to raise our concerns and those raised by our residents regarding congestion on the surrounding roads. TfL have carried out a comprehensive review of the traffic signal arrangements at Highbury Corner. This has included site visits and the analysis of data on their systems, with the intention of introducing signal strategies to ease congestion in the area and allow traffic to flow more efficiently. TfL began to test these strategies on 9 August 2021 and initial data indicates that movement within the junction and exit blocking has been reduced.</p> <p>St Paul’s Road</p> <p>It is likely that the Highbury Corner redevelopment has impacted traffic volumes and speeds on St. Paul’s Road. Although there have been minimal changes in normalised traffic flows at both sites on St. Paul’s Road, and volumes have actually decreased since interim counts were taken in July 2020, vehicle speeds (particularly westbound) have continued to become slower, indicating that congestion</p> |



| <b>Consultation themes or potential negative impact</b> | <b>Monitoring report and summary of findings</b> | <b>Commentary</b>   |
|---|--|---|
|   |  | and queueing traffic is likely forming on the approach to Highbury Corner.  |
| Inconvenience to car drivers / longer journeys          | Journey time analysis carried out                | <p>Journey time analysis that was carried out independently shows that the longer the journey, the smaller the proportional increase in time or distance for the whole journey. This means that the greatest inconvenience is caused to people choosing to make the shortest trips. As one of the aims of the PFS programme is to encourage and enable people to switch short local trips from driving to active means, some measure of inconvenience for short motor trips can be seen as a necessary part of the scheme to allow that modal shift to happen, and reduce the overall number of car trips. Objective One of the Islington Transport Strategy is "To encourage and enable residents to walk and cycle as a first choice for local travel", and walking and cycling can be made a more attractive choice by making them as easy (or easier) than driving for short trips, and by reducing the threat of road danger.</p> <p>In the Canonbury West consultation, 28% of respondents from car-owning households said they were now driving less for shorter or local journeys. Overall, 31% of respondents say they walk or cycle more to local shops and businesses since the introduction of the LTN.</p> <p>Where the inconvenience of longer car journeys impacts on disabled people, the council has made changes to the scheme and this is addressed later in this section.</p> |
| Reduction of air quality                                | Inconclusive.                                    | <p>On air quality, the council received feedback from residents that they felt it had been both improved and reduced. Neither conclusion can be confirmed based on the monitoring data gathered so far.</p> <p>In the post-implementation period, average NO<sub>2</sub> levels by site type at Canonbury West sites have been within the annual objective level of 40µg/m<sup>3</sup>, except for at the southern site on Canonbury Road and along Essex Road, which are around or slightly above legal limits.</p>  |

| Consultation themes or potential negative impact | Monitoring report and summary of findings | Commentary   |
|--|---|--|
|  |   | <p>Levels of NO2 in Canonbury West since PFS started (November 2020 – September 2021) are similar to those from the previous eleven-month period, with some sites registering increases in NO2 and others registering decreases, although with most changes being negligible. This is in line with wider borough trends where NO2 levels have been similar, and likely shows the impact of seasonal variations and Covid-19.</p> <p>These results are based on a limited number of data points and over a relatively short time period, and so will need longer term analysis and comparison to wider borough trends. Air quality varies over time due to a variety of factors, including weather. It is therefore important to look at trends over a longer period of time to identify long-term changes in air quality due to this scheme. It is preferable to compare full years of data to account for seasonal variation.</p> <p>The figures presented in the data are an annual average and do not describe fluctuations within this time period that might have influenced the average results.</p> |
| Emergency services response times                | No significant impact.                    | <p>Given the extent of variables that affect response times, the differences between the 2019 baseline, the 2020 pre-implementation period and the post-implementation period are considered limited by the LFB and the council. As such, it is the view of the LFB and the council that the PFS area in Canonbury West has not significantly impacted this emergency service's attendance times. The council will continue to monitor this indicator.</p> <p>There have also been no reported delays to the London Ambulance Service or the Metropolitan Police Service, each of whom provided a statement for the Canonbury West pre-consultation monitoring report.</p>   |
| Increase in crime or anti-social behaviour       | No significant impact.                    | <p>The potential negative impacts identified in feedback were: an increase in danger from motor traffic and an increase in crime or anti-social behaviour within the LTN. There is no evidence of increased danger from motor traffic. The number of vehicles speeding on internal roads within the LTN has fallen by 86%. This is proportionately</p>   |

| Consultation themes or potential negative impact | Monitoring report and summary of findings | Commentary   |
|--|---|--|
|  |   | <p>more than the drop in traffic volumes, which suggests that the lower number of drivers who still use roads within the LTN are doing so more slowly. Average speeds have dropped by 15% (the whole of Canonbury West is within a 20mph zone). The <a href="#">World Health Organisation</a> states that: "Excess and inappropriate speed are responsible for a high proportion of the mortality and morbidity that result from road crashes. In high-income countries, speed contributes to about 30% of deaths on the road ... Controlling vehicle speed can prevent crashes happening and can reduce the impact when they do occur, lessening the severity of injuries sustained by the victims."</p> <p>Furthermore, <a href="#">a study</a> which samples LTNs across London, carried out by Rachel Aldred at the University of Westminster, has found statistically significant evidence that LTNs have decreased casualties. The London-wide study of LTNs in the October to December period of 2020 found absolute numbers of injuries inside LTNs halved relative to the rest of London (ratio 0.51, <math>p &lt; 0.001</math>), with substantial reductions in pedestrian injury risk. The study also found no evidence of changes in injury numbers or risk on LTN boundary roads.</p> <p>On crime, analysis shows anti-social behaviour and crime patterns in the area are in line with patterns across the borough overall, suggesting the PFS trial in Canonbury West has not had an impact on anti-social behaviour and crime patterns. Crime is very much dependent on the local area. The reduction of motor traffic volumes in the Canonbury West LTN area (down by 74%) has happened alongside an increase in people cycling (up by 77%). People driving in vehicles would be moving faster through the area and would be less observant of people walking, so could be less likely to stop. Walking levels were not monitored, but if these have followed cycling levels then there would be an increased presence of people on the streets, increasing passive surveillance. The council has not been able to find evidence that a higher presence of motor vehicles in an area reduces crime rates (discounting the crimes which can be attributed to the drivers</p> |



| Consultation themes or potential negative impact | Monitoring report and summary of findings | Commentary   |
|--|---|--|
|  |   | <p>themselves, such as speeding and dangerous driving). A study by <a href="#">Anna Goodman and Rachel Aldred</a> (2021) examined the relationship between LTNs and street crime over a 7-year period after the implementation of LTNs in Waltham Forest, based on police data. The report found that the introduction of an LTN was associated with a 10% decrease in street crime. and this effect increased with a longer duration since implementation (18% decrease after 3 years). An even larger reduction was observed for violence and sexual offences, the most serious subcategory of crime. The only subcategory of crime that increased significantly was bicycle theft, plausibly largely reflecting increased cycling levels. There was no indication of displacement of any crime subcategory into adjacent areas.</p> <p>The Canonbury West consultation asked a specific set of questions on how subjective safety (how safe people feel when using the streets) has changed since the implementation of the LTN. 25% of respondents said they felt safer using the street at night (compared to 44% who felt less safe). 31% felt safer using the street in the day (compared to 32% who felt less safe). These results suggest that a majority of local people feel that the implementation of the LTN has resulted in streets that are as safe as or safer than they were prior to the LTN: 50% during the night, and 63% during the day.</p> <p>Nonetheless, while monitoring statistics shows that the implementation of the Canonbury West LTN has not increased crime rates, individual feelings of safety and security when travelling through Islington are very subjective, and personal to each person's experiences and situation – the council recognises that women in particular might experience feelings of insecurity. The council has taken note of these comments and is investigating actions it can take to improve the public realm in ways which could deter the potential for crime, and to make areas feel safer. These public realm improvements could include improving sightlines for people walking and introducing new or improved public lighting. In regards to increased</p> |

| Consultation themes or potential negative impact | Monitoring report and summary of findings  | Commentary  |
|--|--|---|
|  |  | <p>lighting, it is worth noting that 33% of respondents to the consultation questionnaire selected 'lighting' as high priority for improvements to the LTN.</p> <p>In addition, the council is committed to work with its Community Safety Team and the Metropolitan Police to make Islington's streets safer.</p>  |
| Concerns over dangerous / fast cycling           | Monitoring data shows that cycling levels have increased by 77% during the first year of the scheme's operation. | <p>An increase of 77% in cycling volumes is significant and would be noticeable to anyone using the streets in the area. All road users, including people cycling, should obey the Highway Code. Islington Council offers free cycle skills training for adults and children to enable people to cycle more confidently and safely on the road. (More details can be seen <a href="#">here</a>). The council has also previously run targeted 'stop and advise' sessions alongside local police officers, at locations where cycling contraventions have been reported.</p> <p>Many surveys show that the main barrier preventing people from cycling on the roads is the perception that sharing the road with motor vehicles is too dangerous, so by reducing motor vehicle traffic on local streets more people should be encouraged to cycle on the roads and away from areas used by people walking.</p> |
| Lack of early consultation                       | Not monitored.   | <p>One common objection to the Canonbury West LTN was a "lack of early consultation". Government guidance from May 2020 stated that "Measures should be taken as swiftly as possible, and in any event within weeks, given the urgent need to change travel habits before the restart takes full effect." The provisions of the ETO process do not require public consultation prior to the start of the trial, although the council did in fact engage with the public before implementing low traffic neighbourhoods. More details on the legal status of implementing the LTNs can be found in Section 8 on the Road Traffic Regulation Act 1984, and Section 9.2 on Legal implications.</p> <p>Although there was no consultation prior to implementing the Canonbury West LTN as a trial, the council stated from</p>  |

| Consultation themes or potential negative impact | Monitoring report and summary of findings                                       | Commentary   |
|--|---|--|
|  |   | <p>the outset that the trial would be assessed by both monitoring and a full public consultation before the end of the 18-month period for the initial ETO. This consultation has now taken place and is discussed at length in this report, and in separate reports provided as appendices.</p>   |
| Impact on disabled people                        | Mitigation proposed through Blue Badge exemption and people-friendly pavements. | <p>The council recognises some disabled people may rely on motor vehicles for their journeys and that the LTN could be resulting in longer journey times for them, having an impact on their lives. As described in Section 6 of this report, the council is introducing a new exemption policy for Blue Badge holders which may help to mitigate against longer journey times or distances for eligible residents. This policy will apply in the Canonbury West LTN after the introduction of the new ETO which this report recommends, and more details will be provided to Blue Badge holders in the Canonbury West LTN once the traffic order comes into force.</p> <p>It is important to note that people may have a range of disabilities, some of which affect mobility, some of which are affected by other people's mobility choices. Not all disabled people experience the same barriers to active travel or the same transport needs. The TfL report <a href="#">'Understanding our diverse communities'</a>, from 2019, shows that walking (which includes travelling with a mobility aid and wheelchair), is the mode of transport disabled people use the most (81% walk at least once a week). Transport for All, a disabled-led group who campaign for access to transport and Streetspace across the UK produced a report on LTNs called <a href="#">'Pave the Way'</a>. This balanced report shows that LTNs are supported by some disabled people, and that LTNs can bring benefits to disabled people including "easier or more pleasant journeys; an increase in independence; a decrease in traffic danger and benefits to physical and mental health" (p.6 of report).</p> |

Table 2: Assessment of disadvantages

- 10.6 **Reason for recommendation.** In summary, table 1 shows the ways in which the Canonbury West LTN scheme has met its objectives, covering road danger reduction, traffic reduction, the public health benefits of switching motor vehicle trips to active travel, and no negative impact on air quality. Table 2 shows an assessment of the most common negative themes and objections to the scheme. In most cases, these objections are not supported by evidence or have been mitigated by these proposals. Where evidence does support the negative themes, for example, on the impact of the Canonbury West LTN on the mobility of some disabled people, the council is proposing introduction of new traffic orders to mitigate these impacts. The council will also carry out further investigation on the perception of crime and safety within the LTN, as detailed in table 2.
- 10.7 In conclusion, the Corporate Director of Environment is asked to agree to the recommendation set out in this report: to continuing the Canonbury West LTN trial with a new ETO in order to allow the exemption policy for Blue Badge holders to become operational.
- 10.8 The Corporate Director of Environment is also asked to note that options to address the issue of drivers cutting through the area to avoid queuing on St Paul's Road will continue to be explored in the context of the trial.
- 10.9 The continuation of the scheme is recommended because there is clear evidence that the scheme is meeting many of its overall objectives as supported by monitoring and consultation results, and that potential negative impacts emerging from the consultation results are either not supported by monitoring data, are unrelated to the LTN, or have been mitigated through adjustments to the scheme.
- 10.10 The implementation of the Blue Badge exemption policy in the Canonbury West LTN, including the installation of signage, and lapse of existing Traffic Management Orders and issuing of Experimental Traffic Orders, is a mitigation to the scheme after a close consideration of monitoring, research and feedback, which will provide a benefit to some members of groups with protected characteristics.
- 10.11 This report outlines the proposal, engagement and monitoring approach and recommendation to proceed with the implementation of the changes to allow Blue Badge exemptions. In order to allow these exemptions to be implemented, the current ETO would be allowed to expire and would be replaced with a new ETO, proposed to be made on 4 March 2022 and to come into force on 11 March 2022. The new ETO will be a material change to the ETO which came into force on 24 September 2020, with measures that will allow for Blue Badge exemptions to all of the camera enforced traffic filters. The new ETO would change the operation of the LTN by allowing some residents to drive through filters legally, for the first time. The exemption will also require physical changes to all four filters in the area. Therefore, the council intends to trial the change as a new experiment. This will open a new six-month objection period to this ETO, which will close on 11 September 2022.

10.12 The council's intention is for this new ETO to be in place for at least seven months, which allows time to consider any objections which are received by 11 September 2022. After this point, the council will then take a final decision on whether or not to make this new ETO (which contains the Blue Badge exemptions) permanent.

Signed by:



Title: Corporate Director of Environment

Date: 1 March 2022

Report Author: 

Tel: 

Email: 

Financial Implications Author: 

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## Appendix 1 – Location map

Appendix 2 – Designs for changes to filters at Alwyne Road, Canonbury Place, Clephane Road and Ramsey Walk

Appendix 3 – Leaflet sent to residents

Appendix 4 – Equalities Impact Assessment

Appendix 5 – Pre-consultation and engagement report

Appendix 6 – Independent consultation report

Appendix 7 – Responses to formal objections

Appendix 8 – Interim monitoring report

Appendix 9 – Pre-consultation monitoring report

Appendix 10 – Responses to Canonbury Society