



Delegated decision report of: Martijn Cooijmans, Director of Climate Change and Transport

Officer Delegated Decision

Date: 20 February 2023

Ward(s): Canonbury, Laycock, St Mary's and St James'

**Subject: Making Canonbury West Low Traffic
Neighbourhood permanent**

1. Summary

- 1.1 The Canonbury West low traffic neighbourhood (LTN) was implemented by an Experimental Traffic Order (ETO) on 2 October 2020 as part of the council's people-friendly streets (PFS) programme in response to the Covid-19 pandemic, in line with the Transport Strategy and Vision 2030 Strategy. It is important to note that the original Experimental Traffic Order (ETO) for the Canonbury West LTN came into force on 4 September, however, this was suspended due to the redesign and relocation of the traffic filter on Alwyne Road.
- 1.2 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. The background of the Canonbury West LTN is set out at Section 3.
- 1.3 Monitoring has taken place at regular intervals since implementation in November 2020 and the results of the monitoring are set out at Section 4 of this report.
- 1.4 A public consultation was held between 30 November 2021 and 18 January 2022. During the Canonbury West consultation period a number of engagement events were undertaken. These included: targeted residential and businesses door knocking to boost survey participation; on-street drop-in sessions; two online town hall Q&A events open to all residents (one of which was intended to be an in-person event but moved to online due to guidance on the Covid-19 Omicron variant) and a drop-in session for members of the Help On Your Doorstep charity held at the Walter Sickert Community. Statutory consultees have been also consulted throughout the scheme and notified about changes; a summary of this consultation can be found at Section 5 of this report.
- 1.5 This report sets out the decision and reasons to make the Canonbury West LTN traffic order permanent following detailed monitoring and consultation, demonstrating that the scheme continues to meet its objective. The specific decision is detailed at Section 2.
- 1.6 On 12 January 2023, the council's Executive decided to continue its commitment to the people-friendly streets programme and introduce Liveable Neighbourhoods and people-friendly pavements programme across the borough.
- 1.7 To enhance the LTN and make it a Liveable Neighbourhood as well as in response to the consultation, the council will continue to deliver more public realm improvements such as improvements to pavements as part of the people-friendly pavements programme and greening in collaboration with residents. More details on the future of the LTN can be found in Section 6 of this report.

2. Decision & Proposal

- 2.1 To agree to make the Canonbury West LTN, as implemented by an ETO, permanent in its current iteration:

- Four traffic filters with exemptions for CBW permit holders at Canonbury Place, Alwyne Road, Clephane Road and Ramsey Walk.

3. Background

- 3.1 The council's Transport Strategy and Vision 2030 Strategy were consulted on and adopted by the council's Executive in November 2020. Both strategies make 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.
- 3.2 The Canonbury West LTN was introduced by an ETO in September 2020 with a 6-month period for formal objections and a public consultation planned for November 2021 - January 2022. A new trial through an ETO has been in place since 11 March 2022, when changes to traffic filters to introduce the Blue Badge exemptions were introduced. Table 1 shows the key dates and activities relating to the Canonbury West LTN including the traffic order changes and monitoring, as well as engagement and consultations dates.

Date	Activity
29 July to 29 September 2019	Consultation on Transport Strategy.
May 2020	Listening exercise to help inform people-friendly streets programme started on Commonplace.
July 2020	Introduction of first LTN in St Peter's by an ETO. Baseline traffic counts for Canonbury West LTN taken.
August 2020	Introduction of Canonbury East LTN by an ETO.
17 August 2020	Introduction of Canonbury West LTN by an ETO.
September 2020	Suspension of the Canonbury West ETO due to the redesign and relocation of the traffic filter on Alwyne Road. Introduction of Clerkenwell Green LTN by an ETO.
24 September 2020	Introduction of the new Canonbury West LTN by an ETO.
November 2020	Council's Executive adopts both the Transport Strategy and Vision 2030 (NetZero Carbon) Strategy.
June 2021	Interim monitoring traffic counts taken.
October 2021	Interim monitoring report published. Canonbury West LTN pre-consultation counts taken.
14 October 2021	The council's Executive 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.

Date	Activity
November 2021	Pre-consultation monitoring report published.
30 November 2021	Public consultation on the scheme starts.
18 January 2022	Public consultation on the scheme ends.
1 March 2022	Decision to begin a new ETO with the Blue Badge exemption in place.
4 March 2022	Public consultation & consultation report published.
October 2022	Final monitoring traffic counts taken
12 January 2023	The council's Executive delegated authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment, Air Quality and Transport, to continue the implementation of the people-friendly streets programme through School Streets, liveable neighbourhoods and cycleways.
February 2023	Final monitoring report published
20 February 2023	This delegated decision report agreed

Table 1: Key dates and activities in Canonbury West LTN

- 3.1 The results of the interim, pre-consultation and final monitoring reports show that the scheme is working and meeting its objectives through its impacts on traffic volumes, traffic speeds, cycling levels and air quality, with no significant impacts on crime and anti-social behaviour (ASB) or emergency services response times.
- 3.2 As part of the Executive decision on the PFS programme, in June 2020 the council committed to undertaking a formal consultation around 12 months after the implementation of each trial scheme. The consultation for the Canonbury West LTN took place between Tuesday 30 November 2021 and Tuesday 18 January 2022. The consultation included an online questionnaire to which 751 responses were received. There were five public consultation events. Analysis of the results was published and is publicly available on the council's website.
- 3.3 A decision report was signed by the Corporate Director of Environment on 1 March 2022, which agreed to introduce changes to the camera-enforced traffic filters to allow for the Blue Badge exemptions to be introduced. As of December 2022, 109 Blue Badge holders have exemptions.
- 3.4 A new sign with an 'exemption' plate at traffic filters that displays '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 signs were installed at all camera-enforced traffic filters: Canonbury Place, Alwyne Road, Clephane Road and Ramsey Walk. This allows eligible Blue Badge holders to access the LTN more easily.
- 3.3 The Blue Badge Exemption policy, introduced as part of the new ETO in March 2022, offered an exemption to Blue Badge holders who live inside a low traffic neighbourhood (LTN) in Islington (including properties on the LTN side of the boundary roads). The exemption only applied for the traffic filters within a single LTN. Blue Badge holders who have access to a single vehicle that is used for their transportation were eligible. The

vehicle could belong to the Blue Badge holder, or to a carer (who could be a friend or family member). Registered vehicles were able to pass through the traffic filters, when the Blue Badge holder is in the vehicle, without receiving a penalty charge. This helped disabled people who rely on their vehicles for short local journeys. In May 2022, the exemption policy was extended to allow Blue Badge holders to nominate a vehicle for exemption that is not registered to their address, such as the vehicle of a family member or carer. In December 2022, a trial of 'Individual Exemption' policy was introduced, which may benefit people who do not live in an LTN, by allowing access to all LTNs. To date, there are 109 Blue Badge holders in possession of the CBW permit.

4. Monitoring

- 4.1 Comprehensive and robust monitoring forms part of the PFS 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 the council to track how each scheme is performing: 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 considered here as part of the decision-making process on the Canonbury West LTN measures.

% change compared to July 2020 pre-LTN baseline	Interim (June 2021)	Pre-consultation (October 2021)	Final Check (October 2022)
	Jun-21	Oct-21	Oct-22
Traffic volumes (normalised) on internal roads	-46%	-74%	-73%
Average speeds on internal roads	-12%	-15%	-14%
Cycling volumes on internal roads	+58%	+77%	+71%
Traffic volumes (normalised) on boundary roads	-14%	-16%	-16%

Table 2: Monitoring data from 2020-2022

- 4.2 Baseline data was collected before implementation of the LTN in July 2020 and collected again in June 2021 to produce an 'interim monitoring report'. Pre-consultation monitoring data was collected in October 2021 and data for a 'final check' was collected in October 2022 to monitor any changes since the introduction of the Blue Badge exemptions. The highlight results can be seen in Table 2.
- 4.3 Additionally, the monitoring reports assessed the impact of the LTN on the response times of the London Fire Brigade and on anti-social behaviour and crime rates. The

interim and pre-consultation reports found that there had been no significant impact on London Fire Brigade response times, or on anti-social behaviour and crime rates. The final monitoring report did not assess these impacts although no adverse reports were received.

- 4.4 Throughout the scheme, all monitoring reports assessed the impact of the LTN on air quality, where data showed that overall changes in levels of NO₂ in Canonbury West reflected those in the borough more widely.
- 4.5 The final monitoring or 'final check' report compares the October 2021 pre-consultation data with final data collected in October 2022. It shows that, in addition to the impacts already seen between pre-implementation and pre-consultation, the scheme is continuing to have the intended impacts. When comparing October 2021 pre-consultation data with final data collected in October 2022, the final monitoring shows that there has been a negligible increase of motorised traffic across internal roads (+5%) equating to a total of 87 additional vehicles, a negligible increase of levels of speeding on internal roads (+9%), this is likely connected to the bedding in of the exemption for Blue Badge holders. A negligible decrease of levels of cycling on internal roads (-4%) was also recorded amounting to a decrease of 62 cycles a day. The volume of vehicles on boundary roads saw a reduction (-16%), a negligible change in the proportion of vehicles speeding (-3%) was also recorded. Cycling has decreased by 25% on boundary roads since October 2021, this is likely connected to re-routing of cycling routes through the internal roads of the Canonbury West LTN, this could be because cyclists now view these roads as more attractive.
- 4.6 There has been an increase of motorised traffic volumes on two internal roads: Canonbury Square (+13%) and Clephane Road (+14%). This could be as a result of the Blue Badge exemption, which further supports the council's approach of being limited in the number of exemptions granted so that the integrity of the scheme is preserved as a wider approach to exemptions would lead to an even greater increase in traffic within the LTN.
- 4.7 Overall changes in levels of NO₂ in Canonbury West reflect those in the borough more widely, suggesting that the scheme itself has not had a significant impact on air quality to date.
- 4.8 The final monitoring report is available in Appendix 4 of this report.
- 4.9 In March 2022 and in order to introduce the new Blue Badge exemption, changes were made at all camera-enforced filters in the LTN. To date, there are 109 Blue Badge holders in possession of the CBW permit.
- 4.10 The Decision report from March 2022 recommended that options to address the issue of drivers cutting through Canonbury Park North and Compton Road to avoid queuing traffic on St Paul's Road will continue to be explored. Residents have reported a perceived increase in traffic along this route since the introduction of the LTN, most notably during peak morning periods.

- 4.11 The analysis of monitoring data was conducted to explore measures to address the drivers cutting through the Canonbury West area. The findings suggest that when comparing traffic volumes from July 2020 to October 2022, traffic volumes decreased on Canonbury Park North by 16% (-269 vehicles a day) and on Compton Road by 36% (-505 vehicles a day).
- 4.12 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. Queuing analysis of AM and PM peaks suggest that queue lengths fluctuate throughout the weekdays. However, a 7-day profile average suggests that the longest queue length on Compton Road amounts to 24 metres (around 5 cars) and in a 5-day (weekdays) profile average up to 32 metres (around 7 cars).
- 4.13 Removing the route between St Paul's Road, Canonbury Park North and Compton Road by introducing changes to the scheme would result in lengthier diversions for residents living within the scheme area. Furthermore, both Canonbury Park North and Compton Road have seen a significant decrease in traffic when compared to the baseline collected in July 2020. Based on these monitoring findings, no changes are proposed to be made to the LTN in relation to the route that includes Canonbury Park North and Compton Road. The council will continue to monitor these sites.
- 4.14 The council's transport strategy included a commitment to working with TfL to improve bus reliability and achieve an improvement to bus journey times. The council will continue to work closely with TfL and to monitor bus journey times in the area.
- 4.15 Table 3 highlights where there is evidence from the final monitoring results that the trial has achieved the objectives.

Policy	Scheme Objective	Evidence from monitoring data (comparing July 2020 to October 2022)
<p>Islington Transport Strategy</p> <p>Objective Three: Cleaner and greener. To contribute to the council's commitment to Islington becoming net zero carbon by 2030, to improve air quality, and protect and improve the environment by reducing all forms of transport pollution.</p> <p>Vision 2030: Creating a Net Zero Carbon Islington by 2030</p> <p>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging</p>	<p>Reduce motorised traffic and vehicle emissions across internal roads, aimed to improve air quality.</p>	<p>When comparing data from July 2020 with data from October 2022, motorised traffic volumes on internal roads have decreased by an average of -73%. The greatest decrease has been on Clephane Road where there was an 85% decrease when comparing data from July 2020 and October 2022.</p> <p>Air quality data from within the Canonbury West area, shows that nitrogen dioxide levels reflect those in the borough more widely.</p>

Policy	Scheme Objective	Evidence from monitoring data (comparing July 2020 to October 2022)
walking, cycling and public transportation.		
<p>Islington Transport Strategy</p> <p>Objective Three: Cleaner and greener. To contribute to the council's commitment to Islington becoming net zero carbon by 2030, to improve air quality, and protect and improve the environment by reducing all forms of transport pollution.</p>	Reduce motorised traffic overall across internal and boundary roads.	<p>When comparing data from July 2020 with data from October 2022, across the boundary roads, total volumes of motorised traffic show a decrease of 16%.</p> <p>On average, motorised traffic volumes have changed on Canonbury Road North by -54%, on Essex Road by -17%, on St Paul's Road East by -8%, on Canonbury Road by -6% and on St Paul's Road West by +9%.</p>
<p>Islington Transport Strategy</p> <p>Objective One: Healthy. To encourage and enable residents to walk and cycle as a first choice for local travel.</p> <p>Vision 2030: Creating a Net Zero Carbon Islington by 2030</p> <p>Priority 3: Reduce emissions in the borough from transport. We will reduce vehicular emissions by encouraging walking, cycling and public transportation.</p>	Increase levels of walking and cycling across internal roads.	<p>When comparing data from July 2020 with data from October 2022, cycling has increased by +71% on internal roads and decreased by -6% on boundary roads.</p> <p>The greatest increase has been on Canonbury Square, from 183 to 696 cycling trips a day.</p>
<p>Islington Transport Strategy</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	Across internal roads, average traffic speeds have reduced by -14%.

Table 3: Assessment of benefits

5. Consultation and Statutory Consultees

- 5.1 Throughout the scheme, the council has been actively engaging with residents, businesses and other stakeholders to gather feedback on the people-friendly streets schemes that have been introduced. Ahead of the public consultation, 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.

5.2 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 and Finsbury), Sem Moema AM (GLA). Each stakeholder was contacted on 26 January 2023, provided with designs of the LTN, 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.

5.3 Statutory consultees were notified about the council's intention to make the traffic order permanent.

- The LFB stated that they have no objections to the proposal.
- No response was received from the LAS, MPS, NHS Blood and Transplant Service, the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Buses, Royal Mail, Emily Thornberry MP (Islington South), Sem Moema AM (GLA).

5.4 The council has received 53 objections to the ETO that came into effect on 11 March 2022. The objection period closed on 11 September 2022. The main themes of objections included: increase in volumes of traffic on main roads, safety concerns, issues related the operation of Highbury Corner, concerns regarding consultation results and lack of borough wide assessment of LTNs' impacts. The themes raised in the objections have been duly considered and responded to in Appendix 5. In most cases, these objections are not supported by evidence or have been mitigated. 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 has proposed and implemented significant changes to the traffic orders and operation of the LTN to mitigate these impacts as far as possible.

5.5 The table 4 below presents an assessment of the change implemented since March 2022 by comparing it with the monitoring report and summary of findings.

Changes made in March 2022	Monitoring report and summary of findings	Commentary
Blue Badge Exemption	Unlike previous reports, which were aimed at determining the impact of the LTN scheme compared to the pre-implementation baseline, the purpose of the Final Report for the Canonbury West's LTN scheme is to serve as a "final check" on the scheme roughly one-year on from the pre-consultation stage of data collection. The report	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 a result, the council introduced a new exemption policy for Blue Badge

	<p>looks to understand how the scheme is bedding in now with the implementation of the exemption policy for local Blue Badge holders and the changes made at filters, and how it is likely to affect long term transportation trends in the area.</p> <p>To date, there are 109 Blue Badge holders who are in possession of the CBW permit.</p>	<p>holders which helps to mitigate against longer journey times or distances for eligible residents in March 2022.</p> <p>The Blue Badge exemption policy was amended, so that Blue Badge holders could nominate a vehicle not registered at their address to receive their CBW permit; this meant that the CBW permit could be registered with a carer or friend who supports the disabled person.</p> <p>Monitoring data from the most recent traffic counts in October 2022 shows that whilst there have been some small increases in traffic volumes on specific roads, these tend to represent rebounds after large drops from the baseline – and that in general, the Blue Badge exemptions policy implemented between the pre-consultation and final counts has not materially impacted the scheme’s success.</p> <p>Overall, when comparing data from 2020 to the most recent data, the Canonbury West LTN is meeting its objectives.</p>
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Table 4: Assessment of changes

6. Developing a Liveable Neighbourhood for Canonbury West

- 6.1 While the intention of this report is to make the Canonbury West LTN permanent, this by no means suggests that there will be no further investment in the area.
- 6.2 As set out in the council’s Executive report from 12 January 2023, it is the council’s ambition to return to all LTN areas that are made permanent and implement wider public realm improvements that will make the areas liveable neighbourhoods.

- 6.3 To enhance the LTN and make it a Liveable Neighbourhood as well as in response to the consultation, the council will continue to explore more public realm improvements such as improvements to pavements as part of the people-friendly pavements programme and greening in collaboration with residents.
- 6.4 The council is committed to working closely with local businesses in the Canonbury West area. Since November 2020, when the scheme was put in place, the council has been continuously engaging with local businesses to provide support during the Covid-19 pandemic and cost of living crisis. The council is aware that local businesses located on Canonbury Place have an ambition to create a parklet on existing parking bays to create a new destination within the Canonbury West area. The council will continue to work with local businesses to develop this proposal.
- 6.5 The People-friendly Pavements programme was launched in 2021 and aims to make Islington's pavements more accessible through introducing measures such as footway repaving, dropped kerbs, improved foliage maintenance, tactile paving and street clutter removal. Locations for improvements are identified by carrying out an audit of streets in each ward, liveable neighbourhood or existing low traffic neighbourhood. The council's ambition is to implement a series of people-friendly pavements improvements in all existing LTNs as well as future liveable neighbourhoods. The accessibility audit for Canonbury West will take place in early 2023
- 6.6 Greening will take place, for instance, through the Greener Together programme. It is council's ambition to invest in greening initiatives in Canonbury West in the near future.
- 6.7 The council will continue to address the issue of mopeds mounting the pavements to avoid camera enforcement through additional monitoring, enforcement and further education and engagement with offenders.

7. Implications

7.1 Financial Implications

7.1.1 Costs

- 7.1.1.1 The total cost to make the Canonbury West LTN permanent will be £900 which is the cost for the permanent traffic order advert.
- 7.1.1.2 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 LTN schemes for 2021/22 - 2023/24.

7.1.2 Revenue

- 7.1.2.1 There is no loss of revenue anticipated with the making permanent of the Canonbury West LTN.
- 7.1.2.2 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 considered as part of the medium-term financial planning process.
- 7.1.2.3 The camera-enforced closures used in the Canonbury West LTN are anticipated to continue generating some enforcement income within the parking account.
- 7.1.2.4 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.

7.2 Legal Implications

- 7.2.1 The council implemented the Canonbury West LTN using Experimental Traffic Orders (ETO's) made under Section 9 of the Road Traffic Regulation Act 1984 (the "1984 Act"). An experimental traffic order may not last longer than 18 months.
 - 7.2.1.1 In the exercise of its powers under the Road Traffic Regulation Act 1984, the council is required, under section 122 of the 1984 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:

- (a) The desirability of securing and maintaining reasonable access to premises;

(b) 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;

(bb)The impact on air quality both locally and in the surrounding areas;

(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 council to be relevant.

7.2.2 In balancing the considerations above, officers consider that the Canonbury West LTN should be made permanent for the following reasons:

7.2.2.1 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.

7.2.2.2 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 permit holders), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.

7.2.2.3 The reduction of through-traffic in the Canonbury West LTN had not have significant impacts on air quality on the local streets within the LTN – this assumption is supported by the final monitoring results. 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.

7.2.2.4 There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. Interim and pre-consultation 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.

7.2.3 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.

- 7.2.4 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 ...”
- 7.2.5 “Traffic” includes pedestrians.
- 7.2.6 Once an ETO is in place, any person may object to the making of the ETO becoming permanent within a period of six months beginning with the day on which the ETO comes into force or, if the ETO is 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. Objections received must be considered before any permanent order is made.
- 7.2.7 The Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996 set out the procedures for making an ETO permanent.
- 7.2.8 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.
- 7.2.9 This is dealt with in the Equalities Impact Assessment (Appendix 4) and this assessment is summarised below in section 9.4.
- 7.2.10 Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property, Article 2, right to education and Article 8, right to respect for private and family life.
- 7.2.11 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.
- 7.2.12 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.

- 7.2.13 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.
- 7.2.14 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.

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

- 7.3.1 Continuing the Canonbury West LTN as a permanent scheme 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 walk and 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.
- 7.3.2 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, including by other measures such as ULEZ.
- 7.3.3 Making the Canonbury West LTN permanent will have some direct environmental impacts as leaflets will need to be printed and distributed to residents to make them aware of the scheme becoming permanent. As no changes are planned to the LTN, there will not be any environmental impact from road works.
- 7.3.4 The impact on local emissions depended on whether the Blue Badge exemption would have led to an increase in the number of trips by exempted residents. The final monitoring results suggested the exemption has not had a significant impact on the LTN.

7.4 Equalities Impact Assessment

7.4.1 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.

7.4.2 An Equalities Impact Assessment (EqIA) was completed for the amendments to the LTN featured in this report. The full EqIA is attached in Appendix 3 and is summarised below.

7.4.3 Positive impacts of whole scheme

7.4.3.1 By becoming permanent, 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 have also reduced the negative impacts of traffic, improved air quality, and reduced injuries from road traffic collisions. The measures also contribute to the council's response to climate change by reducing emissions, adapting our streets to be more resilient to urban heat through greening, which can benefit older people, as well as those living in flats.

7.4.3.2 People who are Blue Badge holders who live within the Canonbury West LTN and have access to a vehicle are benefitting from the proposed exemptions at designated camera-enforced filters in the LTN where they reside. The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.

7.4.3.3 Children who have disabilities or mobility impairments may benefit from the Blue Badge exemption policy. 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 the monitoring reports, means less congestion for exempt vehicles.

7.4.4 Negative impacts of whole scheme

7.4.4.1 It is the purpose of the EqIA (Appendix 3) 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.

7.4.4.2 People with disabilities who rely on taxis and PHVs, who are not eligible for the Blue Badge exemption and doctors are not benefitting from the existing exemption policy. However, the Blue Badge exemption has been expanded to allow a Blue Badge holder

to nominate a vehicle to receive the exemption on their behalf; this could be a carer, neighbour or family member that supports them in their day-to-day.

- 7.4.4.3 In December 2022, the council introduced an 'Individual Exemption' policy trial for those who are currently not covered by the Blue Badge exemption policy.
- 7.4.5 Robust monitoring and mitigation plans 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.

8. Conclusion and reasons for recommendations

- 8.1 **Summary.** In summary, Table 3 shows the ways in which the Canonbury West LTN scheme is working well and has met its objectives, covering traffic reduction, the public health benefits of switching motor vehicle trips to active travel, and no negative impact on air quality. Point 5.4 and Appendix 5 show 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. 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 has proposed and implemented significant changes to the traffic orders and operation of the LTN to mitigate these impacts. Table 4 shows an assessment of the impact of the change made in March 2022. The monitoring data suggests that the changes at traffic filters have not materially impacted the scheme's success.
- 8.2 The continuation permanently of the scheme is recommended because there is clear evidence that the scheme is meeting its overall objectives as supported by monitoring and consultation results, and that potential negative impacts emerging from the objections are either not supported by monitoring data, are unrelated to the LTN, or have been mitigated through adjustments to the scheme.
- 8.3 **Recommendation.** The Director of Climate Change and Transport is asked to agree the proposal set out in this report and to make the Canonbury West LTN trial permanent.
- 8.4 In making this decision, the Director of Climate Change and Transport needs to assess if the trial has largely achieved the objectives of the LTN and balance those benefits with the potential disadvantages that could be caused by making the scheme permanent with the Blue Badge exemptions in place. To assess this the monitoring data and objections received for the scheme are discussed below.
- 8.5 **Assessment of benefits.** The Canonbury West LTN aimed to encourage local people to walk and cycle in their neighbourhoods and to reduce motorised vehicle use and cut through traffic. The environmental impacts of traffic will be reduced particularly on local streets. This will result in a safer, cleaner and healthier environment for local people

particularly older people, children, younger people, people with impaired mobility and other vulnerable groups. These aims are supportive of the council's net zero carbon and the council's ambition of creating a more equal Islington for all. Table 3 highlights where there is clear evidence from the monitoring data and consultation results that the trial has achieved the objectives.

- 8.6 **Assessment of changes.** The council committed to duly consider all feedback and objections received on the schemes and also monitor potential negative impacts of the scheme. In Table 4, the main change to the scheme since March 2022 is put into context alongside the monitoring data gathered during the trial, and the objectives of the scheme.
- 8.7 In conclusion, the Director of Climate Change and Transport is asked to agree to make the Canonbury West LTN trial a permanent scheme.

Signed by: Martijn Cooijmans



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9. Appendices

Appendix 1 – Location map of Canonbury West LTN

Appendix 2 – Leaflet sent to residents

Appendix 3 – Equalities Impact Assessment

Appendix 4 – Final monitoring report

Appendix 5 – Objections table