

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

Officer Delegated Decision

Date: 31 January 2023

Ward: Clerkenwell

Subject: Clerkenwell Green public realm and
making Clerkenwell Green Low Traffic
Neighbourhood Blue Badge holder exemptions
trial permanent

1. Summary

- 1.1 This report sets out two separate decisions and reasons to make the Blue Badge exemptions element of the Clerkenwell Green Low Traffic Neighbourhood (LTN) permanent and to implement the Clerkenwell Green public realm scheme.
- 1.2 The Clerkenwell Green LTN and Clerkenwell Green public realm scheme are both located in Clerkenwell Ward. The benefits of the LTN will be built upon with the delivery of improvements to the historic public space of Clerkenwell Green. The changes will result in 51% of existing road space being turned into new public space, which alongside new trees, low-level planting as part of a sustainable drainage system and additional seating will create a cleaner, greener and healthier space for the local community, businesses and visitors to enjoy. In a neighbourhood where 90% of local people live in flats, many with no access to communal gardens or courtyards, the provision of 68% more public open space will provide a valuable local asset for many local people and support them to engage with their local community and its cultural heritage and enjoy the benefits to health and wellbeing of enjoying shared public spaces.

Clerkenwell Green LTN

- 1.3 The council's Transport Strategy and Vision 2030: Building a Net Zero Carbon Islington by 2030 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 more active lifestyles, reducing road danger and reducing the impact of transport on local air pollution and climate change.
- 1.4 The Clerkenwell Green LTN was implemented by an Experimental Traffic Order (ETO) on 4 September 2020 as part of the council's people-friendly streets (PFS) programme.
- 1.5 On 14 October 2021, the council's Executive took a decision to introduce an exemption policy for Blue Badge holders that would be trialled in Islington's low traffic neighbourhoods (LTNs).
- 1.6 On 4 March 2022 the Clerkenwell Green LTN was made permanent, with a new ETO then made to allow changes to the scheme that enabled Blue Badge holding local people within and on the boundary of the LTN to travel through designated traffic filters within the LTN. The background of the Clerkenwell Green LTN is set out in Section 3.
- 1.7 The statutory six-month objection period for the existing ETO ended on 18 September 2022. One objection was received during this period and is available in Appendix 1.
- 1.8 This report sets out the decision and reasons to make the Blue Badge exemptions element of the Clerkenwell Green LTN permanent under a new TMO, which will include the public realm proposal outlined under paragraph 2.3 of this report. The specific decision is set out in Section 2.

Clerkenwell Green public realm

- 1.9 A concept design for public realm improvements at Clerkenwell Green was consulted on between 18 September and 30 October 2017, receiving support from 82% of 425 respondents. However, the scheme was not delivered as funding was not available at that time. A report on the 2017 consultation is available at Appendix 3 and details of the feedback received during the consultation is set out at section 5 of the consultation report.
- 1.10 Developer contributions from various developments in the Clerkenwell ward were allocated to the scheme in December 2018. However, these allocations do not cover the cost of delivering the consulted scheme design in full.
- 1.11 The council has now produced a design that can be delivered using the allocated funding mentioned above. This design is attached as Appendix 4.
- 1.12 This report sets out a recommendation to deliver the public realm scheme to a revised scope, with the intention to carry out further phases of improvements at a later date subject to further funding being allocated to the scheme. The recommendation outlined in this report constitutes phase 1 of the public realm scheme and the specific decision is set out in Section 2.

2. Decision & Proposal

Clerkenwell Green LTN

- 2.1 To agree to make the Blue Badge exemptions element of the Clerkenwell Green LTN, as implemented by an ETO, permanent in its current iteration through the making of a new TMO through the process described below at 2.2. This will:
 - 2.1.1 Allow Blue Badge holders living within or on the (LTN-side) boundary of the Clerkenwell Green LTN to drive or be driven through designated traffic filters, in a vehicle registered at their home address.
- 2.2 To note that the current TMO and ETO linked to the LTN will be revoked and, following an objection period took place between 6 January and 27 January 2023 and consideration of thirteen objections received, replaced with a Traffic Management Order on 3 February 2023. The themes of the objections received and responses to each are available in Appendix 2. This TMO will include the changes outlined below in this report to permanently implement the Blue Badge exemptions element of the Clerkenwell Green LTN and public realm scheme.

Clerkenwell Green public realm scheme

- 2.3 To agree to proceed with the delivery of the Clerkenwell Green public realm scheme, including the following measures:

- 2.3.1 Removing vehicle access from the area adjacent to 15 Clerkenwell Green to the junction with Clerkenwell Road and up to the northern extent of the footway adjacent to the Old Sessions House to all motor vehicles.
- 2.3.2 Creating four new loading bays located as follows: adjacent to 30-31 Clerkenwell Green; adjacent to 55 Clerkenwell Close; adjacent to 1 Aylesbury Street; Clerkenwell Green at junction with Clerkenwell Road.
- 2.3.3 To agree that the council monitors parking pressure by gathering occupancy data prior to implementation of the scheme and afterwards to accurately gauge demand for all parking spaces in the area and provide a robust assessment of any spare capacity to facilitate the proposed mitigation plan.
- 2.3.4 Should it become apparent that the available supply of pay-by-phone parking bays is insufficient to meet demand and that there is sufficient spare capacity in existing resident parking bays, then the council should consider redesignating additional parking bays to shared use as outlined in the mitigation plan referred to above.
- 2.3.5 Designating the eastern extent of Clerkenwell Green from the junction of Clerkenwell Close to Aylesbury Street as one-way through a camera-controlled traffic filter to exempt eastbound traffic only. Two-way travel will be permitted for cycles on this road and clearly demarcated.
- 2.3.6 Introducing a camera-controlled traffic filter on Clerkenwell Green, west of the junction with Aylesbury Street, and replacing the existing bollard filter in this location.
- 2.3.7 Introducing a sustainable urban drainage system (SuDS) that will include planters and the planting of seven new trees on Clerkenwell Green
- 2.3.8 Making provision to accommodate the installation of a statue of Sylvia Pankhurst on Clerkenwell Green, adjacent to number 11 Clerkenwell Green, subject to a planning application.
- 2.3.9 To agree to relocate the two bus stands currently located on Clerkenwell Green, adjacent to the northern extent of the Old Sessions House, to Farringdon Lane adjacent to number 34.

3. Background

Clerkenwell Green LTN

- 3.1 The Clerkenwell Green LTN was introduced by an ETO in September 2020 with a 6-month period for formal objections and a public consultation in November 2021. A new trial was started on 18 March 2022 that introduced Blue Badge exemptions. Table 1 shows the key dates and activities relating to the Clerkenwell Green LTN, including the traffic orders and monitoring, as well as engagement and consultation dates.

| Date | Activity |
|------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 29 July to 29 September 2019 | Consultation on Islington Transport Strategy |
| May 2020 | Listening exercise to help inform people-friendly streets programme started on Commonplace |
| June 2020 | The council's Executive delegated authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, for the people-friendly streets programme |
| July 2020 | Introduction of first LTN in St Peter's by an ETO |
| August 2020 | Baseline traffic counts taken for Clerkenwell Green LTN |
| 4 September 2020 | Introduction of Clerkenwell Green LTN by an ETO |
| November 2020 | Council's Executive adopts both the Islington Transport Strategy and Vision 2030 (Net Zero Carbon) Strategy |
| 15 January 2021 | Updated ETO for Clerkenwell Green LTN came into force with scheme changes to address an issue with the traffic filter at Corporation Row at the junction with Woodbridge Street |
| February 2021 | Interim traffic counts taken for Clerkenwell Green LTN |
| May 2021 | Interim Monitoring Report for Clerkenwell Green LTN published |
| September 2021 | Pre-consultation traffic counts for Clerkenwell Green LTN 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 |
| November 2021 | Pre-consultation monitoring report for Clerkenwell Green LTN published |
| March 2022 | Public consultation & engagement report published |
| 4 March 2022 | Clerkenwell Green LTN made permanent. |
| 18 March 2022 | Introduction of new ETO, implementing Blue Badge exemptions and complementary access changes at Skinner Street |
| 18 September 2022 | End of the six-month objection period for new ETO for Clerkenwell Green LTN. |
| October 2022 | Final traffic monitoring counts taken for Clerkenwell Green LTN. |
| 21 December 2022 | Decision to make the Blue Badge exemptions element of the Clerkenwell Green LTN permanent under a new TMO and deliver public realm improvements. |
| 4 January 2023 | Final monitoring report on Clerkenwell Green LTN published. |
| 6 January 2023 | TMO notice of making published. Statutory consultation and objection period open until 27 January 2023. |

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|-----------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|
| 31 January 2023 | Final decision on making of TMO to deliver the proposals outlined in this report, considering objections received during the three-week objection period. |
| 3 February 2023 | TMO made, LTN permanent |

Table 11: Key dates and activities for Clerkenwell Green LTN

- 3.2 The boundary roads of the Clerkenwell Green LTN are Skinner Street to the north, St John Street to the east, Clerkenwell Road to the south and Farringdon Lane to the west.
- 3.3 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 on the Clerkenwell Green LTN took place between Thursday 4 November 2021 and Thursday 2 December 2021. The consultation included an online questionnaire to which 241 responses were received. Analysis of the results was published and is publicly available on the council's website.
- 3.4 A decision report was signed by the Corporate Director of Environment on 1 March 2022 that approved making the Clerkenwell Green LTN permanent by TMO, on 4 March 2022, replacing the existing ETO at that time for the Clerkenwell Green LTN. This decision also approved the making of a new ETO on 18 March 2022 that introduced the Blue Badge exemption policy, where Blue Badge holders living in or on the boundary road of the LTN could apply for a permit (identifier 'CGR') that would provide an exemption to travel through the LTN's camera-enforced traffic filters. As of October 2022, 21 Blue Badge holders are exempt from the restrictions. The proposal also replaced the 'access only except local buses' restriction located at the section of Skinner Street adjacent to numbers 45 to 49 with a 'not suitable for long vehicles' advisory sign, which served to enable Blue Badge holders to drive through the section of Skinner Street in order to continue on to Corporation Row where they will benefit from exemptions to traffic filters, while discouraging large vehicles from entering the area.
- 3.5 New signposting with an 'exemption' plate was installed at the two traffic filters on Corporation Row, using the phrase 'Except permit holders CGR', where 'CGR' is a particular reference number to a local permit for the Clerkenwell Green LTN issued to eligible vehicles.
- 3.6 The proposal made further recommendations to include greening within the LTN as well as making accessibility improvements to Sans Walk under the people-friendly pavements programme.
- 3.7 The six-month objection period for the current ETO expired on 18 September 2022. One objection was received during the six-month statutory objection period for the existing ETO and is available in Appendix 1.
- 3.8 Traffic movements through the Clerkenwell Green LTN will alter slightly with the introduction of the public realm scheme, as set out in this report. Vehicles will be able to enter Clerkenwell Green from Farringdon Lane to access Clerkenwell Close. In order to provide an egress route for emergency vehicles and 'CGR' permit holders, the bollard-controlled traffic filters located on Clerkenwell Green will be replaced with a camera-

controlled traffic filter to facilitate this route: the eastern extent of Clerkenwell Green, from the junction of Clerkenwell Close to Aylesbury Street will permit eastbound travel to exempt vehicles only.

Clerkenwell Green public realm scheme

- 3.9 A concept design for improvements to Clerkenwell Green was subject to public consultation in October 2017 and as documented in the consultation report, which is available at Appendix 3, received significant support from 82% of respondents. The concept design was developed with the support of a local stakeholder group over a 12-month period.
- 3.10 The public realm scheme meets the council's ambition to improve Clerkenwell Green, enhancing the public space for local people and community use, as set out in the Finsbury Local Plan (adopted by the council in 2013). Policies BC5 and BC7 of the plan seek improvements to the public realm in the Clerkenwell area requiring that any changes must enhance the area's historic character and improve and promote pedestrian and cyclist movement and safety. In addition, measures to improve public appreciation of historic sites are also encouraged through these policies. The plan makes specific reference to the opportunities for transferring relatively underused road and car parking spaces to pedestrian use and removing unnecessary visual clutter.
- 3.11 The scheme requires the removal of 43 parking spaces in the local area:
- 3.11.1 Within Clerkenwell Green the following parking will be removed:
- 31 pay by phone, resident & business bays
 - 3 pay by phone & resident bays
 - 4 resident bays
 - 1 motorcycle bay (holding approximately eight motorcycles)
- 3.11.2 On Farringdon Lane the following parking will be removed and changed:
- 4 pay by phone & resident bays
 - 1 resident bay
 - One Car Club bay will be relocated approximately 3 metres south from its current position on Farringdon Lane.
- 3.12 As set out at 2.3.3 and 2.3.4 above the council will monitor parking pressure by gathering occupancy data prior to implementation of the scheme and afterwards to accurately gauge demand for all parking spaces in the area and provide a robust assessment of any spare capacity to facilitate the proposed mitigation plan.
- 3.13 The council is developing a cultural engagement programme that will ensure that local people benefit from any changes to the Green and that there are opportunities for learning, skills development, strengthening links between local people, for play and the areas' creative industries as part of the project.
- 3.14 The council is proposing improvements to Clerkenwell Green that will deliver against the Mayor's Transport Strategy, Liveable Neighbourhoods objectives, Healthy Streets

indicators and Vision 2030 (Net Zero Carbon) by increasing space for active travel (reducing road space by 51% to create 68% more public space at the Green) and providing high quality public space for the benefit of the wider neighbourhood. This will be achieved by rebalancing the space away from mainly serving motor vehicles to focus on people, reflecting the local residential and business communities in an area with a growing residential population that has limited private outdoor space.

- 3.15 Clerkenwell Green is likely to see increased visitors in the coming years due to the recent opening of the Elizabeth Line at nearby Farringdon Station in May 2022, which is likely to increase footfall in the area and the need for quality open space.
- 3.16 These proposed improvements serve to complement the Clerkenwell Green LTN, enhancing and building upon its benefits as well as supporting the council's Vision 2030 (Net Zero Carbon) Strategy. Building on the benefits of increased cycling volumes the changes will further reduce motor vehicle dominance, providing a more suitable balance that is likely to encourage more people to cycle and walk through the area and use the area to meet family and friends, exercise or spend time in a unique historic environment. It is also expected that the removal of the link between the Green and Clerkenwell Road will result in an overall reduction of traffic levels in the Green and as well as contribute to improving safety and could contribute to improved air quality.
- 3.17 A combination of Section 106 and CIL Funding was allocated in December 2018, however the funding allocation does not cover the costs required to deliver the consulted scheme design in full.
- 3.18 The council has produced a revised design proposal (see Appendix 4) that preserves the core features and benefits outlined in the consulted concept design but with a reduced scope that responds to the available funding allocation. High quality materials including Yorkstone will be used in the central pedestrianised area, with some surrounding pavements and carriageway being surfaced in granite, artificial stone paving and asphalt. Additional seating to complement the existing heritage furniture features in the design to provide opportunities for local people and visitors to spend time in the space if they wish to, rather than simply pass through. The updated design features a variety of greening measures in response to requests at public consultation for more greening and as climate adaptation, reflecting the council's priority to create a greener borough and tackle the climate emergency. These measures include planting seven new trees (comprising acer betula utilis jacquemontii, betula albosinensis fascination, freemanii 'Autumn Blaze' and griseum) and installing a SUDS system that includes several low-level planters.
- 3.19 A decision report by the Corporate Director of Environment was signed on 21 December 2022, approving the publication of a Notice of Making for the TMO that would enable the delivery of the proposals outlined in this report. Statutory consultation and an objection period on the proposed TMO took place between 6 January and 27 January 2023. Appendix 2 presents a table with the objection themes and an officer response for each theme. The works to complete the public realm scheme will start in February 2023. The scheme will be broken down into phases, which will be completed sequentially. The works are expected to be completed in full by Summer 2023.

- 3.20 The disused underground toilet block in the centre of Clerkenwell Green was opened in 1900 and was closed in 1981, and the space been disused for over forty years. The condition of the property means that for safety reasons it has been surrounded by hoarding since 2019. The public realm scheme for Clerkenwell Green has a direct interface with the toilet block, and the proposal is to pave the area surrounding the toilets as part of the public realm scheme. Structural works will be undertaken to the toilet block and external repairs will be completed, which will allow the public realm scheme to be completed around the site. The council is currently exploring options for its development, which will follow in due course.
- 3.21 The council will explore options to source further funding to deliver the additional features of this project from the 2017 concept design that cannot be delivered within the current available budget as a secondary phase.
- 3.22 Section 2 of this report sets out proposals to make the Blue Badge exemption elements of the Clerkenwell Green LTN permanent under a new TMO and to commence with the delivery of phase 1 of the previously consulted Clerkenwell Green public realm scheme. The reduced scope meets the original objectives of the scheme, which are to:
- Reveal and explain the area's rich role in the social and political history of Islington and London
 - Create an improved public space that can be enjoyed by the local community, workers in the area and visitors
 - Create a safer environment that prioritises pedestrians, reduces car dominance and accommodates cyclists
 - Improve the setting of the area's historic buildings and other important local landmarks
 - Create a suitable setting for the planned statue of Sylvia Pankhurst
 - Improve the environment for local people and businesses
 - Make the space feel 'greener' and less concrete dominated
- 3.23 It should be noted that the relocation of bus stands from Clerkenwell Green to Farringdon Lane may result in more buses running northbound on Farringdon Lane. Two bus stands currently located in Clerkenwell Green must be relocated in order to facilitate the public realm improvement scheme. The council have explored options for the relocation of these bus stands and Farringdon Lane, which already features a single bus stand south of the junction with Vine Street Bridge, has been found to be the most suitable location. This proposal was featured in the 2017 consultation.
- 3.24 Relocating the bus stands is unlikely to cause significant impacts. The 55, 63 and 243 bus routes are infrequently curtailed and use the bus stands at Clerkenwell Green and Farringdon Lane. Route 40 is a high frequency route running every 8-15 minutes that

uses these stands at the end of its route and will continue to use Farringdon Lane as it currently does. When the 55 and 243 routes (that run east and westbound along Clerkenwell Road) are curtailed they currently turn into Clerkenwell Green from Clerkenwell Road, use the bus stands then return to their route in the opposite direction. Under the proposals outlined in this report, these turning movements will no longer be possible due to the closure of the section of the road linking Clerkenwell Road to Clerkenwell Green.

The council has explored alternative curtailment options with Transport for London (TfL) and has recommended options for consideration. The council has been working with TfL to agree that the changes required to bus standing can proceed, contacting them by email on 22 September 2022 with details of the proposed relocation and a timescale for delivery and from there agreeing details of moving the stands and providing the relevant signage and notice to bus operators. Council officers met with TfL representative on 11 January 2023 to agree the location of the new bus stands and agree on the necessary arrangements to do so.

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 here considered as part of the decision-making process on the Clerkenwell Green LTN measures.

| % change | Interim (February 2021) | Pre- consultation (July 2021) | Final Check (July 2022) |
|------------------------------------------------|-------------------------------|-------------------------------------|----------------------------|
| Traffic volumes (normalised) on internal roads | -34% | -11% | +10% |
| Average speeds on internal roads | -6% | -5% | -7% |
| Cycling volumes on internal roads | -26% | +100% | +181% |
| Traffic volumes (normalised) on boundary roads | +22% | +39% | +67% |

Table 2: Monitoring data from 2021-2022 compared against August 2020 baseline

- 4.2 Baseline data was collected before implementation of the LTN in August 2020 and again collected in February 2021 to produce an 'interim monitoring report'. Pre-consultation monitoring data was collected in September 2021 and final monitoring data for a 'final check' was collected in October 2022 to monitor the impact of the Blue Badge Exemption. The highlight results can be seen in Table 2.

- 4.3 At various points during the trial, the removable bollards at Sans Walk and Clerkenwell Green were taken without the council's permission. This is likely to have compromised the trial's effectiveness and the interim and pre-consultation traffic counts. However, there were no reports of the traffic filter being tampered with during the 'final check' counts.
- 4.4 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, however no adverse reports have been received at the time this report was written.
- 4.5 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 Clerkenwell Green were lower than the previous years at all sites where comparable data was available from 2019. This also reflected that average annual NO₂ levels in Clerkenwell Green were below 32µg/m³ at all sites, well within the annual objective level of 40µg/m³. It should also be noted that some of the highest recorded pollution readings were taken at monitoring sites directly adjacent to the bus stands on Clerkenwell Green.
- 4.6 The final monitoring or 'final check' report compares the September 2021 pre-consultation data with final data collected in October 2022. It showed that, in addition to the impacts already seen between pre-implementation and pre-consultation, while the scheme continues to perform well against most of its objectives, increased traffic volumes on some internal and boundary roads have been observed.
- 4.7 It should be noted that there were increases in motorised traffic volumes on four internal roads between the normalised pre-consultation and final check counts, however the overall percentage increase should be viewed in context against the actual number of vehicles represented in the figures. The following internal roads saw an increase in daily traffic flows: Clerkenwell Green (south site) (+137 vehicles), Clerkenwell Green (west site) (+370 vehicles), Sekforde Street (+69 vehicles) and Woodbridge Street (+54 vehicles). In contrast, the other two internal roads saw negligible changes in traffic volumes: Bowling Green Lane (-19 vehicles) and Clerkenwell Close (+18 vehicles).
- 4.8 Whilst the council has not been able to identify a definitive factor to explain why traffic volumes have increased on both internal and external roads around the LTN, the increased levels of motorised traffic should be considered within the context of Clerkenwell Green's location; this Central London LTN differs from other PFS schemes, which are situated in areas more residential in character. The increases in traffic volumes in and around the LTN, for example the biggest increase internally was on the western count site within Clerkenwell Green with 370 more daily trips here in October 2022 than September 2021, may reflect increased business, visitor and commuter activity in the Central London area since Covid-19 restrictions eased, as workers return to offices and business and leisure activity increases along with deliveries and logistical movements across Central London. The increase may also include Blue Badge holders that have had an exemption permit for the Clerkenwell Green LTN, introduced in March 2022. It is also

notable that traffic volumes (including cycles) have increased both on internal and boundary roads, suggesting that these increases may be related to an overall general increase in traffic in Central London, rather than a direct result of displacement due to the LTN. It is expected that as traffic volumes return to usual levels in Central London, the measures of the LTN together with the public realm scheme will reduce the amount of traffic that can cut-through the area.

- 4.9 It should be noted that the increased traffic volumes observed on the Clerkenwell Green west (370) and south (137) monitoring count sites are expected to change if the proposed public realm scheme outlined in this report is implemented: vehicles will no longer be able to access the Green via Clerkenwell Road, which would eliminate traffic from the southern count site altogether and is likely to result in a decrease in volumes at the western site due to the removal of this cut-through (the council will continue to monitor traffic levels on Farringdon Lane to see if traffic is displaced here and will consider mitigations if necessary). As well as these specific sites it is expected that the public realm scheme will contribute to lower traffic volumes across the area through the removal of access from Clerkenwell Road.
- 4.10 Aside from recorded volumes at Farringdon Lane and Skinner Street, the change in traffic volumes across the other internal and external roads are relatively low in terms of the actual number of vehicles counted.
- 4.11 Aside from the general increase in traffic in this area of Central London, the increase on Skinner Street could be caused by factors other than the Clerkenwell Green LTN. For example, the works to remove the Old Street roundabout may have impacted traffic flows, as drivers seek alternative north-south routes to avoid the works area (works to remove the roundabout took place from spring 2019, with the switch to make the traffic flow two-way and reduce congestion made in January 2021). Traffic increases can also be observed on St John Street to the north and south, as well on St John Street between Cowcross Street and Charterhouse Street. This increase in traffic volume along the length of St John Street, rather than just the section of St John Street that bounds Clerkenwell Green PFS, suggests that the increase is linked to other factors such as the Old Street roundabout works.
- 4.12 The increased traffic volumes on Farringdon Lane may be partly attributable to the changes made to the local road network to enable the delivery of Cycleway 6, a TfL led project that was completed in September 2018. A key change to the local road network that was made to facilitate the delivery of this scheme was banning the southbound left-hand turn from Farringdon Road onto Clerkenwell Road for general traffic. It is likely that due to this change more vehicles are using Farringdon Lane to travel southbound between Farringdon Road and Clerkenwell Road, including more heavy vehicles. As mentioned above, the council will continue to monitor traffic levels on Farringdon Lane to see if traffic is displaced here and will consider mitigations if necessary.
- 4.13 The final monitoring report is available at Appendix 5.

- 4.14 In March 2022 and in order to introduce the new Blue Badge exemption, a new ETO was introduced along with changes to access arrangements at Skinner Street. To date, 21 Blue Badge holders have a CGR permit.
- 4.15 Compliance data shows the difference in Penalty Charge Notices (PCNs) issued at each filter each month in 2022, compared to the annual 2021 average. The data shows that since the introduction of the Blue Badge exemption, the number of (PCNs) issued per month at both Corporation Row traffic filters have increased negligibly. The monthly average number of PCNs issued for the year preceding the Blue Badge exemptions is 55, compared against a monthly average figure of 62 after the exemptions were introduced. The number and pattern of PCNs issued at both filters suggests that compliance has not been impacted by the Blue Badge exemptions.
- 4.16 The council has engaged with TfL to assess impacts of the scheme on bus journey times, including routes 19, 38, 40, 55, 63, 153, 243 and 341. Data for these services has shown that journey times have been stable and are operating within one standard deviation without any concerns of a deterioration.
- 4.17 Table 3 highlights where there is evidence from the final monitoring results that the trial has achieved the objectives.

| Policy | Scheme Objective | Evidence from final monitoring data (comparing September 2021 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 walking, cycling and public transportation.</p> | <p>Reduce motorised traffic and vehicle emissions across internal roads, aimed to improve air quality.</p> | <p>Overall, motorised traffic volumes on internal roads have increased by an average of 23%. As outlined in paragraph 4.3, this increase may be attributable to the Central London location of the LTN and the associated increase in activity since Covid-19 restrictions eased, however the LTN measures and public realm scheme are likely to further reduce through traffic in the area.</p> <p>The greatest decrease has been on Bowling Green Lane where there was a 3% decrease when comparing 2021 and 2022 data.</p> |

| Policy | Scheme Objective | Evidence from final monitoring data (comparing September 2021 to October 2022) |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | | Air quality data from within the Clerkenwell Green area, shows that nitrogen dioxide levels have remained within the annual objective level of 40µg/m ³ . |
| <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>Across the boundary roads, total volumes of motorised traffic show an increase of 19%. As outlined in paragraph 4.3, this increase may be attributable to the Central London location of the LTN and the associated increase in activity since Covid-19 restrictions eased, however the LTN measures and public realm scheme are likely to further reduce through traffic in the area</p> <p>On average, motorised traffic volumes have changed on:</p> <ul style="list-style-type: none"> • St. John Street by +8% • Farringdon Lane by +27% • Skinner Street by +21% |
| <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</p> | Increase levels of walking, cycling and wheeling across internal roads. | <p>Cycling has increased by 41% on the internal roads.</p> <p>The greatest increase has been on Clerkenwell Green (south site, westbound), which has seen an increase of 224 cyclists.</p> |

| Policy | Scheme Objective | Evidence from final monitoring data (comparing September 2021 to October 2022) |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|
| emissions by encouraging walking, cycling and public transportation. | | |
| Islington Transport Strategy 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. | Reduce road danger and the levels of speeding on internal roads | Across internal roads, average speeds have decreased by 3% . The number of vehicles speeding has decreased by 1% |

Table 32: Assessment of benefits

5. Consultation and Statutory Consultees

Clerkenwell Green LTN

- 5.1 Throughout the LTN scheme, the council has been actively engaging with local people, businesses, and other stakeholders to gather feedback on the people-friendly street 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 Pre-implementation consultation on the proposal presented for decision in this report has been undertaken with the following statutory stakeholders: London Ambulance Service (LAS), London Fire Brigade (LFB) and the Metropolitan Police Service (MPS). Each stakeholder was contacted on 30 November 2022, provided with designs of the LTN and public realm scheme 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. The following feedback was received:
- The London Ambulance Service (LAS) raised concerns about the loss of vehicle access onto Clerkenwell Green from Clerkenwell Road. The council acknowledges this feedback and will maintain close contact with the LAS in monitoring the area to establish if there is any impact on their service. It should be noted that the detour route to access Clerkenwell Green from Farringdon Lane instead of Clerkenwell Road is under 100 metres.
 - No response was received from the London Fire Brigade or Metropolitan Police Service.

- 5.3 As referred to at 5.2, the emergency services have been notified ahead of the making of the TMO and were formally consulted as part of the statutory consultation process that ran between 6 January 2023 and 27 January 2023. No objections were received during this process.
- 5.4 The council has received one objection to the ETO that began on 18 March 2022. The objection period closed on 3 July 2022. Appendix 1 presents a table with the objection themes and an officer response for each theme.
- 5.5 Table 4 below presents an assessment of the changes 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 | <p>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 Clerkenwell Green 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 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>As of October 2022, there are 21 Blue Badge holders that have a CGR permit.</p> | <p>The council recognises that 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 holders which may help to mitigate against longer journey times or distances for eligible local people 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 CGR permit; this meant that the CGR permit could be registered with a carer or friend who supports a disabled person.</p> <p>Monitoring data from the most recent traffic counts in October 2022 shows that whilst there have been increases in traffic volumes on specific roads, these may represent increases in Central London activity since the baseline monitoring figures were gathered in 2020 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> |

Table 43: Assessment of changes

- 5.6 The council has received thirteen objections to the statutory consultation that took place on the proposed TMO, that took place between 6 and 27 January 2023. Appendix 2 presents a table with the objection themes and an officer response for each theme.

Clerkenwell Green public realm

- 5.7 The Clerkenwell Green public realm scheme was developed to reduce vehicle dominance and through traffic, providing more space for local people, pedestrians, cyclists and visitors to enjoy the historic public space. The scheme proposals include the closure of road access to Clerkenwell Green from Clerkenwell Road and making this current road space new high quality public space. These measures will enhance the benefits brought by the LTN scheme, further improving conditions for pedestrians and cyclists by reducing motor vehicle dominance. The section of Clerkenwell Green that runs to the south of The Crown Tavern is currently filtered as part of the Clerkenwell Green LTN: this road will become one-way eastbound only and enforced by camera, providing access for eligible Blue Badge holding local people, emergency service vehicles and some council service vehicles. Access will also be provided to the owners of two properties at 8-9 Clerkenwell Green that feature a private car lift, which would otherwise be prevented from accessing the lift by the traffic filter and no-entry westbound via Aylesbury Street.
- 5.8 The original concept design for the Clerkenwell Green public realm scheme was developed in partnership with the Clerkenwell Green Stakeholder Group, made up of representatives of groups representing heritage interests, local people, local businesses and key local facilities. The council established this group, which was chaired by then Clerkenwell ward councillor Alice Donovan, to guide the design of the scheme and ensure that the proposals best represented the view of the local community as well as the aspirations of the council.
- 5.9 Public consultation on the scheme concept design took place between Monday 18 September 2017 and Monday 30 October 2017, where consultees were invited to submit their feedback on the design proposal. 3,800 information leaflets were distributed to local people, businesses and stakeholders, and the leaflet distribution area is shown in the consultation report attached in Appendix 3. Three drop-in information sessions were also held during the consultation period and information about the consultation was provided on the council's website.
- 5.10 The public consultation received 433 responses in total, with 82% of respondents in support of the scheme. 9% of respondents objected to the proposals, 6% indicated mixed views and 3% did not want any changes made to Clerkenwell Green.
- 5.11 The following themes represent the most prevalent views that emerged from the consultation:
- Support for the scheme, changes to traffic and parking, the health and active travel benefits of the project, and the re-use of the toilets (see para 3.20 above).
 - Objection to proposed removal of four trees .
 - Requests for more greenery and to protect the historic character of the area.

- Concerns about anti-social behaviour, pedestrian and cyclist conflict, loss of parking and traffic displacement.

5.12 The responses received during the 2017 consultation were categorised into themes. Table 5 below summarises the key themes, responses received and the council's response and any updates in the context of the value engineered scheme design.

| Issue | 2017 consultation feedback | Response/changes to design |
|-------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Public space | 72% of respondents on this theme supported proposals for making the space more useable/liveable. | The current design delivers the same amount of public space. |
| Changes to traffic and access | 71% of respondents on this theme supported proposals to remove through traffic and reducing vehicle dominance. | The current design enhances the benefits brought by the LTN, further reducing vehicle dominance and removing through traffic access via Clerkenwell Road. |
| Parking | 63% of respondents on this theme supported the proposals to remove all parking from the Green. | The current design removes all parking from the Green and provides four loading bays for business use. A plan to mitigate parking pressure from the removal of pay-by-phone bays has been developed. |
| Greenery | 33% of respondents on this theme requested more greening measures and a further 18% objected to the removal of four trees. | The current design will deliver seven new trees and will not remove any existing trees. The design features several SuDS planters that will feature low-level plants. |
| Cycling | The majority of respondents on this theme requested additional cycle parking and making the one-way access-only road be made two-way for cyclists. | The current design will maintain two-way access for cyclists between Clerkenwell Green and Aylesbury Street. Road markings and signage will be implemented to demarcate this access route. |
| Businesses | Responses on this theme were mixed, with 49% of respondents in favour of the proposals and 46% against them. Concerns were raised about the impacts of removing vehicle access and parking on the Green. The council received a petition in January 2018 from a local business in relation to proposals for Clerkenwell Green. Further information on the petition | The current design features a total of four loading bays to ensure that businesses can make and receive deliveries. The council will monitor parking bay usage in the nearby area and may consider converting nearby bays to pay-by-phone, if sufficient demand is observed. |

| | | |
|--|--------------------------------------------|--|
| | is set out at section 5.12 of this report. | |
|--|--------------------------------------------|--|

Table 54: Summary of key Clerkenwell Green public realm consultation responses

- 5.13 An objection was received from the owner of Scotti's Snack Bar, located in Clerkenwell Green. In October 2017 the council was made aware of a petition that was launched in relation to the business, titled 'Keep Clerkenwell real, keep Scotti's alive'. The petition was submitted to the council on 10 January 2018 and is still live as of 27 January 2023 with 747 signatures gathered in total. The petition refers to concerns that the proposals will affect the livelihoods of the owners of Scotti's Snack Bar. Officers met with the owners of Scotti's Snack Bar on 3 September 2017 and 16 October 2017 to discuss their concerns and responded to the petition in March 2018, and also undertook further informal engagement visits on 9 November 2022 and 16 January 2023.
- 5.14 Further detailed analysis of the consultation responses received can be found in the Clerkenwell Green Consultation Report attached as Appendix 3.
- 5.15 The Clerkenwell Green public realm scheme is expected to deliver several benefits, enhancing those already delivered by the Clerkenwell Green LTN. The removal of all parking and the relocation of two bus stands from the Green is expected to deliver improvements to air quality and will further reduce traffic noise, directly benefitting the health of local people and workers and improving the ambience of this historic neighbourhood. The loss of parking will be supplemented by additional loading bays, with four located around the Green in total, to ensure that businesses are able to make and receive deliveries.
- 5.16 The removal of a key through-route from the area, between Clerkenwell Road and Farringdon Lane via the Green (currently used for short cuts by often fast-moving traffic), will create a safer and less hostile environment for pedestrians and cyclists.
- 5.17 An increase of 68% in public space will provide additional outdoor amenity areas for local people, workers and visitors, which is especially valuable as Clerkenwell ward has very little green space.
- 5.18 Seven new trees will be introduced to the Green as part of the new design and would replace one existing tree that was removed in 2021 due to its poor condition and a damaged tree that is still in place.
- 5.19 The council received thirteen objections to the statutory consultation that took place on the proposed TMO, that took place between 6 and 27 January 2023. The key themes of the objections are:
- Loss of parking negatively impacting businesses
 - Loss of footfall negatively impacting businesses
 - Concern that the location of a proposed loading bay is not feasible
 - Some proposed materials are different to those in the concept design consulted on in 2017
 - Negative effect of the LTN on disabled people

- Negative effect on disabled people from loss of parking
- Query regarding objection period, requesting clarity on if this is a consultation and any planning application for the scheme
- Concerns that areas of planting will create unnecessary clutter and will not be appropriately maintained and that new tree species are unsuitable
- Concern about relocating bus stands to Farringdon Lane
- Concern regarding inclusion of Sylvia Pankhurst Statue
- The Low Traffic Neighbourhood (LTN) has resulted in higher traffic and pollution levels

5.20 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 Clerkenwell Green public realm proposals on the proximity of parking to properties, a plan to mitigate parking pressure from the removal of pay-by-phone bays has been developed. Appendix 2 presents a table with the objection themes and an officer response for each theme.

6. Section 122, Road Traffic Regulation Act 1984

- 6.1 In the exercise of its powers under the Road Traffic Regulation Act 1984 (the Act), 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;
 - c) The impact on air quality both locally and in the surrounding areas;
 - d) 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
 - e) Any other matters appearing to the council to be relevant.
- 6.2 In balancing the considerations above, officers consider that revoking the existing ETO and TMO making a new TMO that will make the Blue Badge exemption element of the Clerkenwell Green LTN permanent and allow for the delivery of the public realm scheme, should proceed for the following reasons:
- 6.3 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 local people.
- 6.4 All local amenities remain accessible, albeit routes for motorised traffic (except for emergency services vehicles, eligible Blue Badge holders who live in the Clerkenwell Green LTN and some council service vehicles) 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 Clerkenwell Green LTN), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.

- 6.5 The continued restriction of through-traffic in the Clerkenwell Green LTN is expected to improve air quality on the local streets within the LTN. Maintaining the existing exemptions for Blue Badge holders is not likely to significantly increase traffic volumes in the area and nor reduce 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.
- 6.6 There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. The replacement of the bollard-controlled traffic filter on Clerkenwell Green with a camera-enforced filter, will maintain emergency service vehicles the ability to respond to an emergency without restriction or delay.

7. Human Rights Act

- 7.1 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 In relation to Article 1 some local people 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.
- 7.3 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.
- 7.4 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 making the Blue Badge exemptions element of the Clerkenwell Green LTN permanent and the public realm scheme 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.
- 7.5 These human rights should be considered. To the extent that it is considered that they are infringed the schemes should only go ahead if it is considered that the infringement is necessary and proportionate.

8. Implications

Clerkenwell Green LTN Financial Implications:

Costs

- 8.1 The cost to make the Blue Badge exemptions element of the Clerkenwell Green LTN permanent will be £3,125, which is the cost to produce the TMO and advertise the order being made permanent.
- 8.2 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 Low Traffic Neighbourhood schemes for 2021/22 - 2023/24.

Revenue

- 8.3 There is no loss of revenue anticipated with making the Blue Badge exemptions element of the Clerkenwell Green LTN permanent.
- 8.4 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.
- 8.5 The camera-enforced closures used in the Clerkenwell Green LTN are anticipated to continue generating some enforcement income within the parking account.
- 8.6 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 two enforcement cameras enforce the no motor vehicle restrictions in the Clerkenwell Green LTN. The revenue from these cameras will continue to contribute to the overall parking revenue targets.

Clerkenwell Green public realm Financial Implications:

- 8.7 The estimated Clerkenwell Green public realm scheme cost is £951,381, funded through developer contributions. These costs include contractor costs for building works and supply of materials.
- 8.8 The Central District Alliance, the Business Improvement District for Holborn, Clerkenwell, Farringdon, Bloomsbury, and St Giles areas) are contributing £92,000 towards the delivery of the Clerkenwell Green public space scheme. These funds will contribute towards the delivery of sustainable greening measures including, trees, SUDS, and planting and its maintenance.

- 8.9 The removal of 43 parking spaces and one motorcycle bay as detailed under section 2 of this report, is estimated to incur an annual loss of £98,831 to Parking revenue. However, it is anticipated that this loss will be balanced somewhat as drivers may use parking bays nearby in the area. The council will also monitor parking demand and consider redesignating more parking bays into pay-by-phone, should sufficient demand be observed.
- 8.10 The council is monitoring parking usage in the local area to assess the impacts of removing all parking at Clerkenwell Green under the public realm scheme, particularly those roads in closest proximity to the green, with the view to changing parking bay designations in the future if necessary.

Legal Implications

- 8.11 The council may implement the Clerkenwell Green LTN and public realm scheme using their highway and road traffic powers. In particular, the Council may close roads to vehicular traffic for which it is the road traffic authority by making Traffic management Orders under section 6 of the Road Traffic Regulation Act 1984. The Traffic Management Order designating parking places may be amended to de-designate the parking places in Clerkenwell Green and Farringdon Lane.
- 8.12 Planning permission will be required to erect the proposed Sylvia Pankhurst statue. The benches benefit from permitted development rights and so planning permission is not required.
- 8.13 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.
- 8.14 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 ...”
- 8.15 “Traffic” includes pedestrians.
- 8.16 Before making a TMO, the council must consult with certain bodies as prescribed by the Act. In addition, at least 21 days before making the TMO, the council must publish a notice of its intention to make the TMO (a “notice of proposals”) in a local newspaper. Anyone can object to a proposed a TMO within 21 days beginning with the date the traffic authority has complied with the notice and publicity requirements. The authority must

consider all objections made before making a TMO and, where it does not “wholly accede” to any objection, provide reasons for this in its notification of the making of an order to any person that has objected. Within 14 days of making the TMO, the Council must publish a notice that the order has been made (“notice of making”) in a local newspaper. The Council must also take appropriate steps for ensuring that adequate publicity about the TMO is given. A person can challenge the validity of a TMO in the High Court within 6 weeks of the date of the TMO.

- 8.17 The Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996 set out the procedures for making a TMO.
- 8.18 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.
- 8.19 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.
- 8.20 This is dealt with in the Equalities Impact Assessment (EqIA) (Appendix 6) and this assessment is summarised below in section 7.37.

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

- 8.21 Continuing the Clerkenwell Green LTN Blue Badge exemptions permanently as part of the wider 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 local people and commuters to cycle more by providing dedicated and largely segregated facilities. In some cases – such as where local people are coaxed out of their cars for short trips, or traffic “evaporates” due to the new restrictions – this will reduce traffic, emissions and congestion.
- 8.22 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 local people and others are encouraged to travel by sustainable means of transport.

- 8.23 The proposal makes the Clerkenwell Green LTN Blue Badge exemptions permanent, whose objective of which is to encourage increased walking, cycling and wheeling. 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.
- 8.24 Making the Clerkenwell Green LTN Blue Badge exemptions permanent and delivering the public realm scheme will have some direct environmental impacts as leaflets will need to be printed and distributed to local people to make them aware of the whole scheme becoming permanent. The building works for the public realm scheme will have some environmental impact. Likely impacts include, construction waste, noise pollution and local transport disruption. These works will be carried out by the council's appointed contractor and environmental impacts will be minimised wherever possible.
- 8.25 The impact on local emissions depends on whether the Blue Badge exemption led to an increase in the number of trips by exempted local people. The limited number of exemption permits issued suggest that these emissions would be negligible if such journeys had increased.

Equalities Impact Assessment

- 8.26 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.
- 8.27 An Equalities Impact Assessment (EqIA) was completed for the LTN and public realm proposals featured in this report. The full EqIA is attached in Appendix 6 and is summarised below, along with summaries of the findings of resident impact assessments (RIAs) dated [5 August 2020](#) and [15 October 2020](#) and [2 March 2022](#) that considered the impacts of earlier iterations of the Clerkenwell Green LTN.

Positive impacts of both schemes

- 8.28 The Clerkenwell Green LTN will continue to reduce road danger and improve accessibility and should provide benefits to all local people 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 Clerkenwell Green streets as aligned with the healthy streets indicators. The following healthy streets elements will deliver benefits to Clerkenwell Green local people, 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.

- 8.29 Blue Badge holders who live within the Clerkenwell Green LTN and have access to a vehicle registered to their home address are benefitting from the exemptions at designated camera-enforced filters in the LTN where they reside. The future individual exemption may also benefit disabled people who do not live in an LTN, by allowing access through a designated filter. The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.
- 8.30 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 individual 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.
- 8.31 The public realm scheme will provide more space for people to meet and gather (1,700 additional square metres of public space, representing a 68% increase in public space and a 51% reduction in road space).
- 8.32 The measures will create a less car-dominated, 'green' public space that is safer and more attractive to pedestrians and cyclists, improving the environment for local people, businesses and visitors.
- 8.33 The public realm works will also improve the setting of the area's historic buildings, local landmarks and highlighting its rich cultural heritage and role in the social and political history of Islington.
- 8.34 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 both schemes

- 8.35 It is the purpose of the EqIA to also examine any negative impacts on local people, 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.
- 8.36 Following the implementation of the changes to the Clerkenwell Green LTN scheme in March 2022, the whole area is still fully accessible to all vehicles traveling into the area. None of the measures being introduced will stop people (including local people, 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.

- 8.37 The proposed public realm works will remove vehicle access to Clerkenwell Green via Clerkenwell Road, however access is still possible from Farringdon Lane.
- 8.38 Whilst the purpose of LTN measures is to create a safer environment to enable walking, cycling and wheeling for people from all walks of life, this must be balanced with facilitating the travel requirements for vulnerable local people 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.
- 8.39 People with disabilities who rely on taxis and PHVs, carers who are not eligible for the Blue Badge exemption and doctors are not benefitting from the existing 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 local people, including those with protected characteristics who have benefitted from the LTN as they currently exist.
- 8.40 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).
- 8.41 A robust assessment of impacts from the LTN and public realm proposals, and mitigation measures 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.

9. Conclusion and reasons for recommendations

- 9.1 **Summary.** Table 4 shows the ways in which the Clerkenwell Green LTN scheme is meeting a number of its objectives. Appendix 2 shows an assessment of objections received to the making of the TMO. 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 Clerkenwell Green public realm proposals on the proximity of parking to properties, a plan to mitigate parking pressure from the removal of pay-by-phone bays has been developed.
- 9.2 Appendix 1 show an assessment of the objections received against the scheme. Assessment of the sole objection to the scheme cannot be mitigated at this time, as a suitable technological solution has not been identified that would enable eligible Blue Badge holding local people to be driven through a traffic filter when travelling in a taxi. Table 4 shows an assessment of the impact of the changes made in March 2022. The

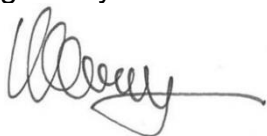
monitoring data suggests that the changes at those filters have not materially impacted the scheme's success.

- 9.3 The continuation permanently of the scheme is recommended despite the noted increase in traffic volumes across some roads in the LTN, which may be attributable to the central location of the scheme and an increase in activity compared to when baseline monitoring counts were undertaken. Cycling volumes have increased and air quality remains well within the annual objective level of $40\mu\text{g}/\text{m}^3$ across all sites (the highest recording being $32\mu\text{g}/\text{m}^3$, including boundary roads. Evidence that the scheme is meeting most of its overall objectives is further supported by the consultation results and the potential negative impacts emerging from the objection to the scheme do not have a suitable technological solution available to mitigate it at this point in time.
- 9.4 The benefits of the LTN will be built upon with the delivery of improvements to the historic public space of Clerkenwell Green. The closure of the road between Clerkenwell Road and Clerkenwell Green will remove a key cut-through from the area, reducing traffic dominance, and changing 51% of road space into public space alongside new trees, low-level planting as part of a sustainable drainage system and additional seating will create a cleaner, greener and healthier space for the local community, businesses and visitors to enjoy.
- 9.5 **Recommendation.** The Director of Climate Change & Transport is asked to agree the two proposals set out in this report, including making the Clerkenwell Green LTN Blue Badge exemptions trial permanent and proceeding with the proposed public realm scheme.
- 9.6 In making this decision, the Director of Climate Change & Transport needs to assess if the LTN trial has met objectives and balance those benefits with the potential disadvantages that could be caused by making the Blue Badge exemptions element of the scheme permanent. To assess this the monitoring data and objections received for the scheme are discussed below.
- 9.7 **Assessment of benefits.** The Clerkenwell Green LTN and public realm improvements aim to create a cleaner, greener and healthier neighbourhood in this central location. The LTN measures have been shown to encourage more people to walk and cycle in their neighbourhoods, and monitoring shows that wider increased traffic volumes in Central London have not been directly felt in the area. The further changes that will be introduced by the public realm scheme will build on these benefits to create a people-focused space by further reducing vehicle dominance (by removing a key cut-through), removing parking, introducing more greening and additional seating to create a welcoming space that local people, particularly older people, children, younger people, people with impaired mobility and other vulnerable groups, can enjoy. 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 monitoring data and consultation results that the trial has achieved the majority of its objectives.
- 9.8 **Assessment of disadvantages.** The council has 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 changes to the scheme since March 2022 are put into context alongside the monitoring data gathered during the trial, and the objectives of the scheme.

9.9 In conclusion, the Director of Climate Change and Transport is asked to agree to make the Blue Badge exemptions element of the Clerkenwell Green LTN trial permanent and agree to deliver the public realm improvement scheme.

Signed by:



Martijn Cooijmans
Director of Climate Change & Transport

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Appendix 1 - ETO objections table

Appendix 2 - TMO objection themes and responses

Appendix 3 - Clerkenwell Green public realm consultation report (2018)

Appendix 4 - Clerkenwell Green public realm design: general arrangement

Appendix 5 - Clerkenwell Green Final Monitoring Report

Appendix 6 - Clerkenwell Green Equalities Impact Assessment (EqIA)