

Climate Change and Transport
1 Cottage Road, N7

Delegated Decision report of: Director of Climate Change and Transport

Date: 3 October 2023

Ward(s): Clerkenwell

Making the Amwell Low Traffic Neighbourhood permanent

1. Synopsis

- 1.1. The Amwell Low Traffic Neighbourhood (LTN) bounded by Amwell Street / Claremont Square to the east, Rosebery Avenue to the south, Farringdon Road / King's Cross Road to the west, and Pentonville Road to the north was implemented under an Experimental Traffic Order (ETO) that came into force on 2 October 2020. This LTN is part of the council's people-friendly streets (PFS) programme, developed in response to the Covid-19 pandemic, in line with the Islington Transport Strategy (2020-2041) and Vision 2030: Building a Net Zero Carbon Islington by 2030 Strategy. A key impetus for implementing a low traffic neighbourhood in the Amwell area was that Cycleway 27 (formerly Quietway 2) runs through the area via the top of Amwell Street and Margery Street and onwards into Bloomsbury.
- 1.2. 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 LTNs subject to future decision making, which led to the current Amwell ETO coming into force on 8 April 2022. The full background of the Amwell LTN is set out at Section 4.
- 1.3. Monitoring has taken place periodically since September 2020, prior to implementation, and results of the monitoring are summarised at Section 5 of this report. A full final monitoring report has also been provided as Appendix 4A and 4B of this report.
- 1.4. A public consultation was held between 16 December 2021 and 31 January 2022. The results of the consultation were considered in the decision report dated March 2022 which approved the continuation of the Amwell LTN trial under the current ETO.

Statutory consultees were also consulted throughout the scheme and notified about changes; a summary of this consultation can be found at Section 6 of this report.

- 1.5. The statutory six-month objection period for the current ETO ended on 8 October 2022. No objections were received during this period.
- 1.6. This report sets out the decision and reasons to make the Amwell LTN traffic order permanent following detailed monitoring and consultation, demonstrating that the scheme continues to largely meet the objectives of the LTN. The specific decision is set out in Section 2.
- 1.7. The introduction of low traffic neighbourhoods, alongside other measures under the PFS programme, contributes to improvements towards the council's wider ambitions related to health, active and sustainable travel, clean air, climate change and fairness, encapsulated in the council's strategic plans including the Islington Transport Strategy, the Vision 30 (Net Zero Carbon) Strategy and Islington Together (for a more equal future).

2. Decision

- 2.1. To note that the ETO for the Amwell LTN came into force on 8 April 2022 and is due to expire on 7 October 2023, and will be replaced by a permanent traffic management order (TMO).
- 2.2. To note the monitoring results for the Amwell LTN summarised in Section 5, and set out in full in the final monitoring report attached at Appendix 4A and 4B of this report.
- 2.3. To note that there have been no statutory objections received to the current ETO.
- 2.4. To agree to make the Amwell LTN, as implemented by an ETO, permanent in its current iteration with four traffic filters with exemptions for AMW permit holders at Great Percy Street, Lloyd Square (north and south sides) and Margery Street.

3. Date the decision is to be taken

- 3.1. The decision date is 3 October 2023.

4. Background

- 4.1. 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. The Islington Transport Strategy (2020-2041) also recognises the importance of delivering a transport environment that is fair, accessible and secure with the aim of ensuring that all residents have equal opportunities to travel safely through the borough. This supports the Islington Together (For a more equal future) strategic plan 2021.

- 4.2. The Amwell LTN was introduced by an ETO on 2 October 2020 with a six-month period for formal objections, and a public consultation planned for approximately 12 months after the implementation of the trial scheme.
- 4.3. The boundary roads of the Amwell LTN are Amwell Street / Claremont Square to the east, Rosebery Avenue to the south, Farringdon Road / King's Cross Road to the west, and Pentonville Road to the north. Three traffic filters at Great Percy Street (camera-enforced), the south side of Lloyd Square (camera enforced) and the north side of Lloyd Square (physical filter) became operational in November 2020. This ETO was superseded by a new ETO on 24 September 2021 for the purpose of bringing the fourth traffic filter on Margery Street, which was delayed due to constraints, into operation.
- 4.4. During the public consultation on the Amwell LTN held from 15 December 2021 to 31 January 2022, a number of engagement events were undertaken. These included: targeted business door knocking to boost survey participation; on-street intercepts; an online town hall Q&A event; and a drop-in online Q&A event (intended to be held in person but moved online due to public health guidance on the Covid-19 Omicron variant). The results of the consultation were considered in the decision report dated 30 March 2022 which approved the continuation of the Amwell LTN trial under the current ETO.
- 4.5. The new trial under the current ETO has been in place since 8 April 2022, with a new six-month objection period, when changes to designated traffic filters to introduce Blue Badge exemptions were introduced. The ETO has been in place to allow for the council to monitor how scheme is bedding in with the implementation of the exemption policy for local Blue Badge holders and the changes made at traffic filters, and how likely it is to affect long term transportation trends in the area.
- 4.6. Table 1 shows the key dates and activities relating to the Amwell LTN in context of the wider PFS programme, including the traffic orders and monitoring, as well as engagement and consultation 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

Date	Activity
July 2020	Introduction of first LTN in St Peter's by an ETO
August 2020	Introduction of the Canonbury East and Canonbury West LTNs by ETOs
September 2020	Baseline counts taken for the Amwell LTN Introduction of the Clerkenwell Green LTN by an ETO
2 October 2020	Introduction of the Amwell LTN by an ETO
November 2020	Council's Executive adopts both the Transport Strategy and Vision 2030 (Net Zero Carbon) Strategy.
21 November 2020	Amwell scheme becomes operational with three of four planned traffic filters activated, enforcement begins
May 2021	Amwell interim monitoring counts taken
12 August 2021	Amwell interim monitoring report published
24 September 2021	New ETO comes into force for the Amwell LTN
27 September 2021	Amwell fourth traffic filter (Margery Street) activated
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
15 December 2021	Amwell pre-consultation monitoring report published Public consultation on the Amwell scheme begins
31 January 2022	Public consultation on the Amwell scheme ends
30 March 2022	Decision to continue the Amwell LTN trial under a new ETO with Blue Badge exemptions in place

Date	Activity
31 March 2022	Amwell consultation report published
8 April 2022	Current ETO for the Amwell LTN comes into force, allowing Blue Badge holders with exemptions to pass through camera-enforced filters
12 January 2023	The council's Executive delegated authority to the Director of Climate Change and Transport in consultation with the Executive Member for Environment, Air Quality and Transport, to continue the implementation of the PFS programme through School Streets, liveable neighbourhoods and cycleways.
May – June 2023	Final Amwell monitoring counts taken
3 October 2023	This Delegated Decision Report (DDR) agreed
9 October 2023	Final Amwell monitoring report published

Table 1: Key dates and activities in respect of Amwell LTN

- 4.7. 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 LTN trial scheme. The consultation on the Amwell LTN took place between 15 December 2021 and 31 January 2022. The consultation included an online questionnaire to which 440 responses were received. Analysis of the results was published on the council's website at [Amwell | Islington Council](#).
- 4.8. A decision report setting out the results of scheme monitoring and consultation was signed by the Corporate Director of Environment on 30 March 2022, which agreed to introduce changes to the camera-enforced traffic filters to allow for the Blue Badge exemptions to be introduced under a new ETO. It was also agreed to change the filter at Lloyd Square (north side) from featuring a lockable bollard to being camera enforced to address the repeated unauthorised removal of the lockable bollard at this location. However, once on-site it transpired that the camera post could not be installed at potential identified locations due to physical constraints in the locale. The filter has since remained active with a Blue Badge exemption but not enforced by camera.
- 4.9. New signposting with an 'exemption' plate was installed at traffic filters displaying 'Except permit holders AMW', where 'AMW' is a particular reference code to a local permit for the Amwell LTN issued to eligible vehicles. The new signs were installed at all traffic filters: Great Percy Street, Lloyd Square (south side), Lloyd Square (north side) and Margery Street. This allows eligible Blue Badge holders to travel more directly in and through the LTN in which they reside.

- 4.10. The Blue Badge Exemption policy, introduced as part of the new ETO in April 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, with the Blue Badge holder 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 amended 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.
- 4.11. In January 2023, a trial of an 'Individual Exemption' policy was introduced to complement the existing Blue Badge exemption, which grants eligible permit holders access through all traffic filters with 'No Motor Vehicles' signage in the PFS LTNs (this exemption does not apply to School Streets).

5. Monitoring

Overall monitoring

- 5.1. 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 LTNs on safety and security, as well as environmental factors such as air quality have also been measured. Monitoring also allows the council to track how each scheme is performing against objectives: 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 the monitoring are considered here as part of the decision-making process on the Amwell LTN measures.

% change compared to September 2020 pre-LTN baseline	Interim (May 2021)	Pre-consultation (October 2021)	Final check (May 2023)
Traffic volumes (normalised) on internal roads	- 44%	- 48%	- 39%
Average speeds on internal roads	- 3%	- 7%	- 14%
Cycling volumes on internal roads	- 31%	+ 65%	+ 76%

% change compared to September 2020 pre-LTN baseline	Interim (May 2021)	Pre-consultation (October 2021)	Final check (May 2023)
Traffic volumes (normalised) on boundary roads*	+ 6%	+ 5%	+ 37%

Table 2: Monitoring data from 2021-23 compared against September 2020 baseline.

*Note that due to the impact of unplanned utilities works on Amwell Street during the October 2021 counts, Amwell Street and Claremont Square are excluded from the overall boundary road results in the figures from the pre-consultation and final monitoring reports, as the works resulted in reduced traffic at these count sites, which reflects the pre-consultation survey having an artificial impact on increases seen in the final counts (as well as decreases seen between the baseline and pre-consultation counts). Increases on Farringdon Road are likely partially attributable to a significant decrease in traffic on parallel north/south route Gray's Inn Road, where traffic flows were impacted by the implementation of cycle track improvements.

- 5.2. Baseline data was collected before implementation of the LTN in October 2020, and collected again approximately six months (in May 2021) and 12 months (in October 2021) after implementation, and data for a 'final check' was collected in May 2023 to monitor any changes since the introduction of the Blue Badge exemptions. The highlight results can be seen in Table 2.
- 5.3. At various points during the trial, the lockable bollard at the Lloyd Square (north side) filter was taken without the council's permission. This is likely to have compromised the trial's effectiveness and impacted some pre-consultation counts. Following the decision to convert it from a physical filter to a camera-enforced filter and the subsequent issues with this as set out in paragraph 4.8, the absence of a camera at the Lloyd Square (north side) filter may have contributed to an increase in traffic on some internal roads during the May 2023 final check counts. It is therefore recommended to explore changing it back to a physical filter once the scheme is made permanent, subject to engagement with emergency services. This will be subject of a separate decision and a new TMO if implemented.
- 5.4. Additionally, the monitoring reports assessed the impact of the LTN on the response times of the London Fire Brigade and on anti-social behaviour (ASB) 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 ASB and crime rates. The final monitoring report did not assess these impacts; however, no adverse reports were received.
- 5.5. 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 Amwell have been broadly in line with borough trends where comparable data was available. It should also be noted that average NO₂ levels in Amwell have all been well within the annual objective of 40µg/m³.

Final monitoring

- 5.6. The final monitoring report or 'final check' report (Appendix 4A and 4B) mainly focusses on comparing the October 2021 pre-consultation data (normalised to take account of the impact of Covid-19) with final data collected in May 2023 (normalised) following the continuation of the trial with Blue Badge exemptions under a new ETO. September 2020 pre-implementation baseline data and comparisons are also included in the final monitoring report.
- 5.7. The final monitoring report also compares observed final counts with normalised pre-consultation and baseline counts. This is because normalisation was originally intended to show a picture of what traffic flows would look like without the impacts of Covid-19. By the time the final monitoring counts were taken in late May 2023, the effects of the pandemic had worked through resulting in a "new network normal". This is exemplified by Transport for London (TfL) having resumed its normal practice of re-benchmarking the road network each year from April 2023 after using the 2019-2020 baseline for the three years following the start of the Covid-19 pandemic. Against this backdrop, the normalised vs. observed comparisons in the Amwell LTN final monitoring report attempt to remove the impact of Covid-19 restrictions whilst reflecting other impacts such as working from home, the cost-of-living crisis, and lower background traffic from the ultra-low emissions zone (ULEZ) or other LTNs.
- 5.8. The report concludes that in general, the Blue Badge exemption policy, which was implemented between the pre-consultation and final counts, has not materially impacted the scheme's success. Although some metrics show motorised vehicle numbers on comparable internal streets as moderately higher than at pre-consultation levels, all comparison metrics still support the fact that total vehicle numbers on these streets are at least 39% lower than they were during the pre-implementation baseline. The report also notes that results represent a continuation of trends seen in the pre-consultation monitoring report and concludes that overall, the scheme has seen largely positive results against its objectives.
- 5.9. On internal roads, increases in traffic flows on Prideaux Place, Wharton Street (since both the baseline and pre-consultation surveys) and Lloyd Street (when comparing final results to pre-consultation results), are likely partially attributable to the lack of camera enforcement at the Lloyd Square (north side) filter; vehicles may be passing through the filter on an unauthorised basis, in contravention of the signage. This is supported by the continuation of a pattern of increased flows at some internal sites where traffic volumes had also shown increases during the pre-consultation counts, when the lockable bollard had been removed without the council's permission. It is therefore recommended to explore changing it back to a physical filter at the Lloyd Square (north side) filter subject to engagement with emergency services. This will be subject of a separate decision and a new TMO if implemented.
- 5.10. The monitoring report notes increases on boundary roads (using all comparison metrics for Farringdon Road, and under some comparisons for Pentonville Road and Rosebery Avenue). These appear to be due to impacts unrelated to the LTN; the total volume of traffic that has decreased within the neighbourhood is significantly less than the increases on the main boundary roads. It should also be noted that both Farringdon Road and Pentonville Road form part of the TfL Road Network (TLRN) arterial road network that draws traffic from across the whole of London. Due to the nature and use of this network, it is considered unlikely that the increases identified in

the monitoring report on Farringdon Road and Pentonville Road can be attributed to the Amwell LTN.

- 5.11. Against this backdrop, the final monitoring report (Appendix 4A) notes that at least part of the increase is likely due to an above average increase in commercial activity in the Central Activities Zone (in which Amwell is located) not captured by the normalisation, including much increased activity at King's Cross/St. Pancras (due to post-Covid Eurostar services picking back up through 2022) as well as at Farringdon (following the opening of the Elizabeth Line in May 2022). The monitoring report sets out (p. 21-23) a number of other external factors that could be influencing results including nearby major traffic works, the effects of which cannot be separated out or controlled for. This includes a directional (westbound) during the final (May 2023 traffic counts) on Clerkenwell Road further south between St John Street and Goswell Road and closure at the bottom of Farringdon Lane (between Clerkenwell Road and Clerkenwell Green) with diversions possible via Percival Street, Skinner Street and Rosebery Avenue, that is likely to have led to increased traffic at the Rosebery Avenue boundary road count site. Increases on Farringdon Road are likely partially attributable to a significant decrease in traffic on parallel north/south route Gray's Inn Road, where traffic flows were impacted by the implementation of cycle track improvements.
- 5.12. Despite these volume increases, it should be noted based on weekday (Monday to Friday – 12 hour) data provided by TfL that on both Farringdon Road and Pentonville Road, bus journey times are generally operating on a par with the mean journey time of pre-COVID averages. On Farringdon Road, journey times are slightly lower for both northbound and southbound traffic, while on Pentonville Road they are slightly higher. There has been a recent increase in south-westbound bus journey times on Rosebery Avenue (since March 2023). This increase overlaps with the above-mentioned closures on Clerkenwell Road and Farringdon Lane for gas works between April and June 2023, with diversions possible via Rosebery Avenue. The council's transport strategy included a commitment to working with TfL to improve bus reliability and achieve an improvement to bus journey times. Rosebery Avenue has been earmarked for feasibility investigation into bus priority measures, and TfL has allocated funding for this. The council will continue to work closely with TfL and to monitor bus journey times on the three main boundary roads (Farringdon Road, Pentonville Road and Rosebery Avenue).

Air quality

- 5.13. With regards to air quality, overall changes in levels of NO₂ in Amwell between the periods analysed in the final monitoring report (between January 2021-December 2021 and January 2022-December 2022) are on par with those across the wider borough. During this period, the overall NO₂ levels across the Amwell area decreased by -1%, with no sites recording NO₂ levels in exceedance of the legal limit of 40µg/m³. These results generally suggest that the scheme itself has not had a significant impact on air quality to-date.
- 5.14. For internal road monitoring sites within the Amwell LTN, there was a 3% decrease in NO₂ levels between the compared periods, whilst for the overall borough there was a 10% increase for this metric. For available boundary road sites there was a nominal

1% increase in NO₂ levels between the compared periods whilst for the overall borough there was a 3% decrease.

5.15. Table 3 highlights where there is evidence from the final monitoring results that the trial has achieved the objectives.

Policy	Scheme Objective	Evidence from final monitoring data (comparing September 2020 to May/June 2023)
<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 decreased by 39% between the baseline and final monitoring survey. Where increases have been seen, these are usually small in terms of numbers of vehicles. Some increases are likely to be connected to contraventions of the Lloyd Square (north side) filter. This report recommends exploring changing the filter back to a physical filter at this location (subject to consultation with emergency services), reducing the potential for these trips.</p> <p>The greatest decrease has been on Great Percy Street, where there was a 77% decrease when comparing September 2020 and May 2023 data.</p> <p>Air quality data from within the scheme area shows that levels of NO₂ are broadly in line with borough trends.</p>
<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.</p>	<p>Reduce motorised traffic overall across internal and boundary roads.</p>	<p>When comparing data from September 2020 with data from May 2023, across three comparable boundary road sites, total volumes of motorised traffic show an increase of 37%. On average, volumes have changed on Farringdon Road by 88%, Pentonville Road by 30% and Rosebery Avenue by 19%.</p>

		<p>Note that on Farringdon Road it is likely that traffic volumes were impacted by the Gray's Inn Road walking and cycling improvement scheme. Monitoring shows a significant decrease in traffic on Gray's Inn Road (southern site) between March 2019 and November 2021-January 2022, some of which could have shifted to parallel north/south route Farringdon Road.</p> <p>Boundary road increases generally appear to be related to factors other than the Amwell LTN as they are disproportionate to the decrease seen on internal roads.</p> <p>When the baseline normalised counts are compared to observed final counts to take into account the 'new normal' in travel patterns with no Covid-19 restrictions in place, the overall increase of motor traffic on boundary roads drops to 15% for the three boundary roads, with only Farringdon Road experiencing a significant increase (58%).</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>	<p>Increase levels of walking, cycling, and wheeling across internal roads.</p>	<p>When comparing data from September 2020 with data from May 2023 cycling has increased by 76% on internal roads. The greatest increase has been on Margery Street (with flow, part of Cycleway 27), from 261 to 902 cycling trips a day (an increase of 246%).</p> <p>When comparing data from the same survey periods, cycling has decreased by 34% at three boundary road count sites (Amwell Street, Claremont Square and Rosebery Avenue). Pedal cycle volumes on Pentonville Road and King's Cross Road are not available due</p>

		to radar counts being used on the TLRN. Results from the roads surveyed indicate that it is likely cyclists are now often using a range of new cycling routes that have been developed nearby the Amwell LTN.
<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 speeds have decreased between the baseline and final counts (-14%). The percentage of vehicles speeding decreased by 11%.

Table 3: Assessment of benefits

6. Consultation and statutory consultees

- 6.1. The council has been actively engaging with residents, businesses and other stakeholders to gather feedback on the PFS schemes that have been introduced. The methods used for engagement 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 an ETO has been introduced. Reports of the results of engagement and consultation were published on the council’s website at [Amwell | Islington Council](#) and were considered in the decision report dated March 2022 which approved the continuation of the Amwell LTN trial under the current ETO.
- 6.2. Statutory pre-implementation consultation on the proposal presented for decision in this report was with the following 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 11 March 2022 prior to continuing the trial with a new ETO and asked for any feedback.
- 6.3. Feedback was received from LFB supporting the change of the Lloyd Square (north side) filter to camera enforcement, allowing access for emergency service vehicles. No other responses were received.

- 6.4. Statutory consultees were notified about the council's intention to make the current traffic order permanent on 8 September 2023. No responses were received to the notification.
- 6.5. The council will continue to monitor and review the scheme with the Emergency Services as appropriate after the scheme is made permanent and ahead of any further decisions taken on changes to the LTN including exploring changing the Lloyd Square (north side) filter back to a physical filter.
- 6.6. The council has not received any objections to the ETO that came into effect on 8 April 2022. The objection period closed on 8 October 2022.
- 6.7. As noted above, in order to introduce the new Blue Badge exemptions, changes were made at all four traffic filters in the Amwell neighbourhood, including the Lloyd Square (north side) filter which was originally implemented as physical filter using a lockable bollard. To date there are 82 Blue Badge holders in possession of an AMW permit. Table 4 presents an assessment of the changes implemented since April 2022 by comparing the changes with the final monitoring report and summary of findings.

Changes made in April 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 main purpose of the Final Report for the Amwell LTN scheme is to serve as a “final check” on the scheme prior to a decision on whether to make the LTN permanent. The report seeks to understand how the scheme is bedding in with the implementation of the exemption policy for local Blue Badge holders and the changes made at filters, and how likely it is to affect long term transportation trends in the area.</p> <p>As of September 2023, there are 82 Blue Badge holders</p>	<p>The council recognises that some disabled people may rely on motor vehicles for their journeys and that the LTN may result in longer journey times for these individuals, impacting their lives. As a result, the council implemented its new exemption policy for Blue Badge holders – which helps to mitigate against longer journey times or distances for eligible residents – in the Amwell LTN from April 2022.</p> <p>In May 2022, the Blue Badge exemption policy was amended, so that Blue Badge holders could nominate a vehicle for exemption that is registered to an address other than their own. This allowed the AMW permit to be registered to a formal or informal carer who supports the Blue Badge holder.</p>

Changes made in April 2022	Monitoring report and summary of findings	Commentary
	who are in possession of the AMW permit.	<p>Monitoring analysis following the most recent traffic counts from May 2023 shows that whilst there have been some increases in traffic across the surveyed roads (as outlined in Section 5), it is generally concluded that there is no discernible impact specifically from the exemptions granted to Blue Badge holders between the pre-consultation and final counts, and the policy has not materially impacted the scheme's success.</p> <p>As per Table 3, generally when comparing baseline data from 2020 to the most recent data, the Amwell LTN is largely meeting its objective.</p>

Table 4: Assessment of changes

7. Developing a Liveable Neighbourhood for Amwell

- 7.1. While the intention of this report is to make the Amwell LTN permanent, this does not suggest that there will be no further investment in the area.
- 7.2. 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 (LNs).
- 7.3. To enhance the LTN and make it a LN, the council will continue to explore more public realm improvements such as improvements to pavements as part of the PFP programme and greening in collaboration with residents.
- 7.4. The PFP 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 LTN. The council's ambition is to implement a series of pavements improvements in all existing LTNs as well as future liveable

neighbourhoods. The accessibility audit for Amwell took place in February 2022.

- 7.5. As a first step, the council is exploring making the passageway, including entrances, between St. Helena Street and Lloyd Square more accessible (easier to negotiate) for people in wheelchairs or with prams or buggies by removing fixtures including the guard rail on St Helena Street and bollards.

8. Section 122, Road Traffic Regulation Act 1984

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

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

- 8.2. In balancing the considerations above, officers consider that the Amwell LTN should be made permanent for the following reasons:

- 8.3. Access, including for motorised traffic, is maintained to all residential and other properties, albeit access routes for motorised traffic (except for emergency services vehicles and Blue Badge holders who live in the Amwell LTN) may change, which may cause inconvenience to some residents.

- 8.4. All local amenities remain accessible, albeit routes for motorised traffic (except for emergency services vehicles and Blue Badge holders who live in the Amwell 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 Blue Badge holders who live in the Amwell LTN), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.

- 8.5. The continued restriction of through traffic in the Amwell LTN has not had significant impacts on air quality on local streets within the LTN, as supported by the final monitoring results. The council will explore changing the Lloyd Square (north side) filter back to a physical traffic filter, subject to engagement with emergency services, will aim to further mitigate the impacts of traffic on some of the internal through routes in the scheme area. Evidence from similar projects in London shows that over time this

increased traffic volume reduces as people make different travel choices in response to them – traffic spreads out across the day, and air quality does not get worse. Other measures, such as the council's introduction of Electric Vehicle Charging Points, the introduction of the ULEZ and subsequent extension in October 2021 (which covers the whole of Islington and was expanded from August 2023 across all London boroughs) and the introduction of School Streets, are likely to contribute to further improvements in air quality and a reduction in internal traffic.

9. Human Rights

- 9.1. 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.
- 9.2. 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 the scheme, 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.
- 9.3. 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.
- 9.4. 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 permanent the Amwell LTN 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.

10. Implications

10.1. Financial Implications

10.1.1. **Costs**

- 10.1.2. The total cost to make the Amwell LTN permanent will be approximately £2,100 which is the cost for the permanent traffic order advertisement, for printing decision leaflets to be sent to residents and the cost of distributing these leaflets to properties in the LTN and on its boundary.

- 10.1.3. The scheme is funded through the PFS Capital programme budget. In February 2021 the council approved the capital budget of £3.840m for LTN schemes for 2021/22 – 2023/24.
- 10.1.4. **Revenue**
- 10.1.5. There is no loss of revenue anticipated with making the Amwell LTN permanent.
- 10.1.6. 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.
- 10.1.7. The camera-enforced closures used in the Amwell LTN are anticipated to generate some enforcement income within the parking account.
- 10.1.8. 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 three enforcement cameras (at two locations) enforce the 'no motor vehicle' restrictions in the Amwell LTN. The revenue from these cameras will continue to contribute to the overall parking revenue targets.

10.2. Legal Implications

- 10.2.1. The council implemented the Amwell LTN using ETOs made under Section 9 of the Road Traffic Regulation Act 1984 (the "1984 Act"). An ETO may not last longer than 18 months.
- 10.2.2. 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 having 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 (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
 - (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);

(c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and

(d) any other matters appearing to the local authority to be relevant

- 10.2.3. 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.
- 10.2.4. The council may implement the Amwell LTN and make a permanent TMO under section 6 of the Road Traffic Regulation Act 1984.
- 10.2.5. 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
- 10.2.6. 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 ..."

10.2.7. "Traffic" includes pedestrians.

10.2.8. The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 set out the procedures for making an ETO permanent.

10.2.9. All signage related to the scheme should be compliant with Traffic Signs Regulations and General Directions 2016.

10.2.10. 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.

- 10.2.11. This is dealt with in the Equalities Impact Assessment (EqIA) which is appended to this report as Appendix 3. The EqIA is summarised in section 10.4.
- 10.2.12. 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 educate and Article 8, right to respect for private and family life.
- 10.2.13. These human rights should be considered. To the extent that it is considered that they are infringed and the schemes should only go ahead if it is considered that the infringement is necessary and proportionate.

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

- 10.3.1. Continuing the Amwell LTN as a permanent scheme and making active travel (including cycling) the easiest options 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.
- 10.3.2. However, there may also be cases where motorists take longer routes, leading to additional emissions and congestion elsewhere, including on the 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 the ULEZ.
- 10.3.3. Making the Amwell 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. No immediate changes are planned to the LTN as part of making the scheme permanent. The recommendation to reinstate a physical filter at Lloyd Square (north side) subject to engagement with emergency services will result in minimal environmental impact if implemented as there are no significant civil works required. The proposed measures are relatively low-impact interventions which will have some resource use and a small amount of waste generated.
- 10.3.4. 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 traffic volumes within or on the boundary roads of the LTN.

10.4. Equalities Impact Assessment

- 10.4.1. 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.

- 10.4.2. An EqIA was completed for making the scheme permanent. The full EqIA is attached in Appendix 3 and is summarised in this section.
- 10.4.3. In some instances, a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within such a group. For example, while some disabled people may rely on cars for mobility there are also many disabled people who use other modes and therefore for most groups the impacts will be a mix of positive and negative depending on the particular mode of travel generally used.
- 10.4.4. **Positive Impacts**
- 10.4.5. The Amwell LTN, if made permanent, will continue to reduce road danger and improve accessibility and should provide benefits to all residents with protected characteristics. The measures should also reduce the negative impacts of traffic and reduce injuries from road traffic collisions, as well as improving air quality. 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.
- 10.4.6. People who are Blue Badge holders who live within the Amwell LTN and have access to a vehicle (either their own, or a carer's who could be a family member or friend) will continue to benefit from the exemptions at the camera-enforced filters. The generally positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles, and those who need to drive.
- 10.4.7. Children who have disabilities or mobility impairments will also continue to benefit from the Blue Badge exemption and the Individual Exemption policy may also benefit some children who, for example, attend a school in a neighbouring LTN. It is also the case that older people with limited mobility who travel by private car may have Blue Badges and will continue to benefit from the policy. The positive impacts of LTNs on local traffic levels, as evidenced by monitoring of the scheme, means less congestion for exempt vehicles on internal and boundary roads overall.
- 10.4.8. **Negative Impacts**
- 10.4.9. It is the purpose of the EqIA to also examine any negative impacts on residents, particularly those with protected characteristics to ensure that a robust mitigation plan is in place and so that these negative impacts can be taken into account in

decision making on the implementation of the scheme. This includes continued engagement with people with protected characteristics and reviewing impacts of exemptions, i.e., the volume of traffic travelling through the LTN areas.

- 10.4.10. The recommendation in this report to explore changing the Lloyd Square (north side) filter back to a physical traffic filter which, if implemented, would reduce the number of Blue Badge exempt filters in the Amwell LTN from four to three. However, the diversion for permit holders from the north side of Lloyd Square to the Lloyd Square (south side) filter which will remain camera-enforced is insignificant in terms of both distance and time travelled.
- 10.4.11. People with disabilities who rely on taxis and private hire vehicles (PHVs) will not benefit from the Blue Badge exemption. 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 regardless of where the vehicle is registered; this could be a carer, neighbour or family member that supports them in their day-to-day life.
- 10.4.12. In January 2023, the council introduced an 'Individual Exemption' policy trial for those who are currently not covered by the Blue Badge exemption policy. As of September 2023, 57 Individual Exemption permits had been issued.
- 10.4.13. Robust monitoring and mitigation plans are outlined in the EqIA 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.
- 10.4.14. As discussed in the 'Overview' paragraphs at the start of section 3 of the programme-wide resident impact assessment (RIA) published in October 2021, the council seeks to balance exemptions with the benefits of reducing local traffic for all residents, including those with protected characteristics who have benefitted from the LTN as they currently exist.

11. Conclusion and reasons for the decision

- 11.1. **Summary:** Tables 2 and 3 show the ways in which the Amwell LTN scheme is meeting most of its objectives covering traffic reduction on internal roads, the public health benefits of switching motor vehicle trips to active travel, and no negative impact on air quality in the area. There were no objections to the current ETO to be considered as part of this decision. Table 4 shows an assessment of the impact of the Blue Badge changes introduced in April 2022. The monitoring data when considered alongside the limited number of AMW Blue Badge exemptions suggests that the changes made have not materially impacted the scheme. Monitoring data also indicates a significant increase in cyclists on Margery Street (with flow) which forms part of Cycleway 27, a key reason for implementing the LTN in this area.
- 11.2. The permanent continuation of the scheme is recommended. While some increases have been noted in traffic volumes across some roads in and on the

boundary of the LTN, as outlined in this report, these increases are considered to be largely due to factors other than the introduction of Blue Badge exemptions (given the low number of permits) and the Amwell LTN scheme itself (given the dissonance between the volume of overall traffic reduction from within the LTN and the boundary road increases). Internal increases on Prideaux Place, Wharton Street and Lloyd Street are likely to be partially attributable to contravention of the Lloyd Square (north side) filter in the absence of enforcement, and it is therefore recommended to explore changing the filter back to a physical traffic filter at this location, subject to engagement with emergency services. This will be subject of a separate decision and a new TMO if implemented. Monitoring data indicates that on internal roads the percentage increases represent a relatively low number of observed vehicles, an average of 364 vehicles per day across six internal roads with comparable baseline data. The overall volume of vehicles by which traffic on boundary roads has increased is significantly higher than the volume of traffic previously recorded within the LTN, suggesting that the LTN is not causing an increase in boundary road traffic (paragraph 5.12 of this report). Comparisons between the pre-implementation baseline data and the final monitoring demonstrate that the scheme is meeting most of its objectives. This is further supported by the consultation results from December 2021 - January 2022, and that there have been no objections received to the ETO implemented from April 2022.

- 11.3. **Recommendation.** The Director of Climate Change and Transport is asked to agree the proposal set out in this report, namely, to make the Amwell LTN trial permanent in its current iteration.
- 11.4. 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. To assess this the monitoring data received for the scheme are discussed below. There have been no objections to the ETO to consider.
- 11.5. **Assessment of benefits.** The Amwell LTN aims to encourage local people to walk and cycle in their neighbourhood and reduce unnecessary journeys by motor vehicle, particularly shorter journeys that could be carried out by means of active travel. A reduction in vehicle usage also supports safer cycling routes throughout the LTNs. The environmental impacts of traffic will be reduced particularly on local residential streets. This will result in a safer, cleaner and healthier environment for local people particularly older people, children, younger people with impaired mobility and other vulnerable groups. These aims are supportive of the council's net zero carbon and Fairer Islington priorities. Air quality remains within the annual objective level of $40\mu\text{g}/\text{m}^3$ at all sites and overall changes in levels of NO_2 are on par with those across the wider borough, suggesting the scheme itself has not had a significant impact on air quality to date.
- 11.6. Table 3 highlights evidence from the monitoring data demonstrating that the trial has achieved most of its objectives.

- 11.7. **Assessment of disadvantages.** The council committed to duly consider all feedback and objections received on the schemes and also monitor potential negative impacts of the scheme. As shown in Table 2, traffic volumes on three comparable boundary roads are 37% higher in May 2023 than September 2020 (normalised vs. normalised comparisons). Comparing final observed counts to normalised baseline counts, traffic volumes increased by 15% between the two survey periods. These increases considered to be due to factors other than the scheme itself given that they are disproportionate to the decrease in traffic on internal roads. On Amwell Street and Claremont Square traffic volumes increased by 13% overall between September 2020 and May 2023 (normalised vs. normalised comparisons). When final observed counts are compared to normalised baseline counts at these boundary road sites, traffic volumes fell by –6% overall. In Table 4, the main change to the scheme since April 2022 is put into context alongside the monitoring data gathered during the trial, and the objectives of the scheme.
- 11.8. In conclusion, the Director for Climate Change and Transport is asked to agree to the proposal set out in this report, namely making the Amwell LTN trial permanent.
- 11.9. **Reason for recommendation.** Making the scheme permanent is recommended because there is clear evidence that the scheme is generally meeting its overall objectives covering road danger reduction, traffic reduction, the public health benefits of encouraging people to switch motor vehicle trips to active travel, reduction in average speeds and number of vehicles speeding on internal roads, increase in cycling on internal roads, no negative impact on air quality and no significant impact on crime and anti-social behaviour (ASB) or emergency services response times as supported by monitoring. A key reason for implementing an LTN in the Amwell area was the presence of Cycleway 27 running along Margery Street where final monitoring shows a 276% increase in with-flow cycle volumes since September 2020. Potential negative impacts related to traffic increases between the pre-consultation and final monitoring periods are not considered to be attributable to the introduction of Blue Badge exemptions and some may be partially mitigated by the council with future measures. Changes in traffic volumes from prior to scheme implementation (September 2020) and the final check counts in May 2023 show a 39% decrease on internal roads overall (normalised vs normalised), showing that the LTN continues to perform according to its design in terms of keeping motorised traffic levels on local streets relatively low.

12. Record of the decision

- 12.1. I have today decided to take the decision set out in Section 2 of this report for the reasons set out above.

Signed by:

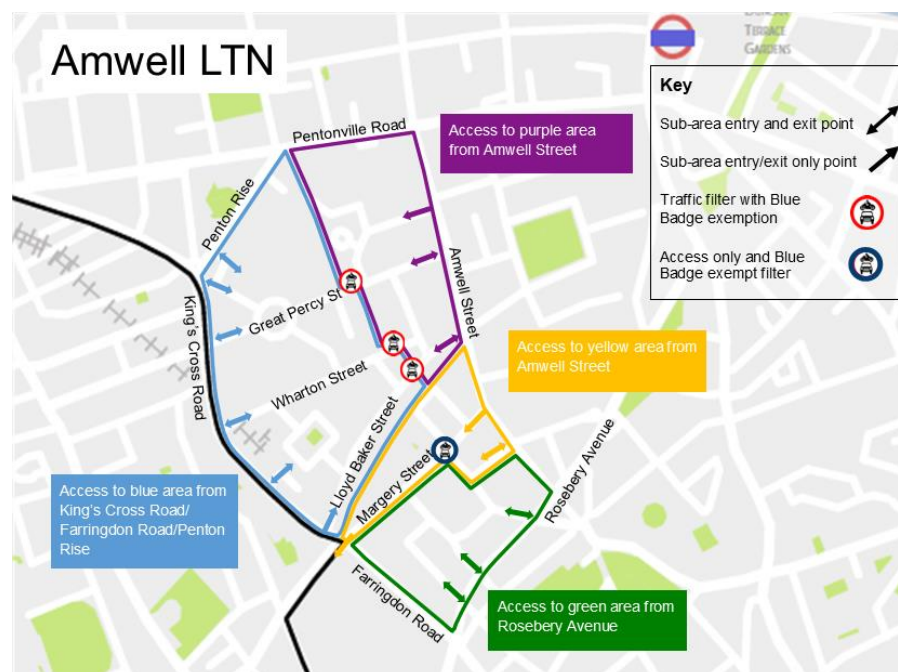
A handwritten signature in black ink, appearing to read 'M. Cooijmans', with a long horizontal stroke extending to the right.

Martijn Cooijmans

Director of Climate Change and Transport

Date: 3 October 2023

Appendix 1 – Scheme Map



Appendices:

- Appendix 1 – Scheme Map
- Appendix 2 – Resident Next Steps Leaflet
- Appendix 3 – Equalities Impact Assessment
- Appendix 4a – Final Monitoring Report
- Appendix 4b – Final Monitoring Report Appendix

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