

Decision of:	Corporate Director of Community Wealth Building
Date of Decision:	1 October 2024
Publication:	Open
Council Priority:	Greener, healthier Islington
Wards:	Mildmay
Responsible Officer:	Martijn Cooijmans, Director of Climate Change & Transport
Report No.	1029140

---

## Subject: Mildmay Liveable Neighbourhood

### 1. Recommendations

- 1.1. To agree to the implementation of the Mildmay Liveable Neighbourhood (LN) as described in this report and shown in Appendix 1.
- 1.2. To note the local engagement and public consultation on the Mildmay LN project between 2021 and 2024 that has informed development of the final project proposals.
- 1.3. To note that the Director of Climate Change and Transport, or another officer with the appropriate level of authority, will take future decisions under delegated powers on the implementation of each component scheme of the Mildmay LN following statutory consultation processes relating to making traffic management orders (TMOs) as required for delivery.
- 1.4. To note that the Mildmay LN will be implemented through both permanent TMOs and Experimental Traffic Orders (ETO), as specified in paragraph 3.4.
- 1.5. To note that the phased construction of the Mildmay LN is expected to start in Autumn 2024 and take 12 to 18 months, with the traffic filtering elements expected to be delivered in 2025.

- 1.6. To note that proposals for improvements to the space around Conrad House (referred to in paragraph 3.8) will be developed separately and approval will be sought for them through separate decisions.

## 2. Report summary

- 2.1. The purpose of this report is to:
  - Agree to the implementation of the Mildmay Liveable Neighbourhood – liveable neighbourhoods are schemes which combine environmental improvements and walking and cycling measures (including traffic reduction measures) to create greener, healthier streets and public spaces.
  - Note that the proposals have been developed through a thorough process of local engagement and consultation.

## 3. Details of the proposal

- 3.1. To help achieve a greener, healthier and more equal Islington, the council is committed to creating a borough-wide network of liveable neighbourhoods (LNs). LNs are a central element of the council's plans to deliver on several of its strategic goals, including its mission to create a greener, healthier Islington as described in section 6. LNs will help bring people together by creating more welcoming community spaces that all can enjoy using.
- 3.2. Key aims of LNs are to help reduce the health risks associated with air pollution; to support local people to walk, cycle, wheel and use public transport more, as part of a shift away from car use and ownership; to create a greener borough that is more biodiverse and resilient to the impacts of climate change; to support local people's health and wellbeing; and to help boost local businesses.
- 3.3. In February 2020, the council publicly announced £1 million of council funding for a liveable neighbourhood in Mildmay after residents and schools requested improvements in the area. The Mildmay LN will be the first of the council's planned liveable neighbourhoods (LNs).
- 3.4. As shown in Appendix 1, the Mildmay Liveable Neighbourhood will be bounded by Matthias Road, Boleyn Road, Balls Pond Road, Mildmay Park and Newington Green. It will comprise the following set of ten proposed measures (set out in more detail in Appendix 1), which are to be implemented permanently unless specified:
  - Public space improvements on King Henry's Walk including pavement widening, street planting and trees, new public seating, a new public space on Queen Margaret's Grove, and a designated loading bay. These measures aim to enhance King Henry's Walk as the heart of the community and support local

businesses on the shopping parade by creating spaces that are attractive to customers.

- Improvements to create a safer and greener environment outside Newington Green Primary School on Mildmay Road to complement the planned relocation of the school's main entrance from Matthias Road to Auriga Mews. Improvements include pavement widening, new greenery, and a School Street. The School Street will be implemented as a trial. Its zone will cover Mildmay Road between Newington Green and Woodville Road, Wolsey Road between Mildmay Road and Queen Margaret's Grove, and Auriga Mews. Improvements will be made to Auriga Mews to enhance the access route to the planned relocated school entrance, including raising the road to pavement level to increase space for people walking and wheeling and create an attractive streetscape.
- Safer, more child-friendly spaces on St Jude Street near St Jude and St Paul's Primary and The Children's House schools with pavement widening and new low-level planting alongside St Jude Street Garden, and with a School Street on St Jude Street to be implemented as a trial.
- Installation of traffic filters, implemented as a trial, at five locations (Mildmay Road between King Henry's Walk and Boleyn Road; King Henry's Walk by the Adventure Playground; St Jude Street by the junction with Boleyn Road; Queen Margaret's Grove by the junction of King Henry's Walk and on Boleyn Road south of Pellerin Road) to reduce traffic in the scheme area while maintaining appropriate access for emergency vehicles.
- Reversing the direction of the existing one-way restriction to motor traffic on the section of Boleyn Road between the A10 and Kingsland Green so that traffic is only permitted eastbound, to be implemented as a trial. This will deter traffic from using the narrow southern part of Boleyn Road as a cut-through route towards Newington Green.
- Walking, wheeling and cycling improvements around Newington Green, including safety improvements to nine existing zebra crossings, a traffic-free cycleway through Newington Green between Mildmay Road and Ferntower Road, public space improvements at Ferntower Road and Mildmay Road, and two new loading bays. These measures will help people to walk, wheel and cycle to access local businesses at this busy high street location.
- Walking, wheeling and cycling improvements on Boleyn Road, including a northbound traffic-free cycle lane with a bus stop bypass on Cycleway 1, a new zebra crossing near Shellgrove Road, and improvements to the existing zebra crossing at Wordsworth Road.

- Improvements to create smoother, more accessible pavements and paths in the Mayville Estate and at other locations around the area.
- New greenery and seating on Arundel Grove in the Mayville Estate.
- A new designated loading bay on Mildmay Grove North outside a shop by the junction with Mildmay Park.

3.5. The proposals have been developed through a thorough process of engagement and consultation outlined in section 7. In addition, the designs have been subject to the council's design review procedures including internal reviews and an independent review panel of external practitioners, through which they are scrutinised by professionals from a range of industry disciplines, and feedback taken into account in refining the designs where appropriate. This includes appropriate use of materials, the layout of pavement build-outs and street furniture, and the street context. The proposals for King Henry's Walk and Mildmay Road outside Newington Green Primary School have also been developed through design work from consultant landscape architects. Appendix 1 includes details of where this feedback (as well as feedback from public consultation) has influenced the development of proposals.

3.6. Some of the above schemes require removal of parking spaces. In total, 79 parking spaces are required to be removed across the project, comprising 50 resident permit holder only spaces, and 29 shared use or pay-by-phone spaces. The number of car parking spaces to be removed within each scheme element is included in the description of each element in Appendix 1.

3.7. Where these measures require TMO changes, following each statutory TMO consultation a further delegated decision will be required to approve the implementation of each scheme, noting any scheme amendments arising from the consultation. These decisions will be taken by the Director of Climate Change and Transport, or another officer with the appropriate level of authority.

3.8. To complement the Mildmay LN measures described above, the council will consider introducing improvements outside Conrad House on the Mayville Estate, subject to additional engagement / consultation, and subject to a separate decision. Following consultation in Autumn 2023 on proposals to make it easier to travel by walking, wheeling and cycling and to improve the amenity of this space as outlined in section 7, the council is currently in the process of carrying out further local engagement before deciding on how to proceed.

#### 4. Other options considered and the reasons for recommending this proposal

- 4.1. The proposals are designed to provide a significant contribution to delivering towards some of the council's key strategy aims. The council's [Transport Strategy \(2020-2041\)](#) and [Vision 2030: Building a Net Zero Carbon Islington by 2030](#) were consulted on and adopted by the council Executive in November 2020. Both strategies outline the council's intention to introduce measures to reduce motor traffic volumes, 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.
- 4.2. In January 2023, the council Executive endorsed a [report recommending the continuation of the council's people-friendly streets \(PFS\) programme](#) of measures to increase greenery, reduce traffic dominance, enable active and sustainable travel and improve health and wellbeing. These measures include delivery of liveable neighbourhoods, School Streets and other projects. This is a key programme through which the council will deliver its climate and transport strategies described in paragraph 4.1.
- 4.3. The council undertook multiple rounds of public engagement on the Mildmay LN project between 2021 and 2024, with a formal public consultation held in September-October 2023 on the final concept design proposals. The results of this public consultation were in favour of the proposals on balance, with suggestions for further improvements, and some specific concerns, raised by some respondents.
- 4.4. Noting this consultation outcome, the options in Table 1 have been considered:

Option	Detail
Option 1	Do not implement the project
Option 2	Implement the project in line with the concept designs consulted on in September-October 2023, with no revisions
Option 3	Implement the project with amendments made in response to feedback received in the September-October 2023 consultation

Table 1 - Options

- 4.5. Following the consultation, officers developed a series of revisions to improve the project designs in response to concerns raised and suggestions received, as

outlined in section 7 and Appendix 1. These revisions aim to address the main concerns raised in the public consultation and maximise the positive benefits of the project.

- 4.6. It is therefore recommended to proceed with Option 3: implement the project with amendments made in response to feedback received in the consultation on the final draft proposals. The key impacts and risks of this option are detailed in section 5, and details of the final proposals are outlined in section 7 and Appendix 1.

## 5. Key impacts and risks of the proposal

### ***Key impacts***

- 5.1. The Mildmay LN is expected to have the following positive impacts on people living in and around, travelling to and through, and working / studying in the project area:
- Reduced traffic volumes and speeds on local streets, creating a safer environment with reduced risk of physical injury and encouraging people to travel by walking, wheeling and cycling, and leading to further health benefits from more active lifestyles.
  - Increased local biodiversity, flood resilience, mitigation of climate change impacts and air pollution, and improved visual amenity of the public realm, as a result of new trees, planting and rain gardens.
  - A safer and more pleasant environment for people travelling to and from three primary schools in the project area, enabling children to experience the health and wellbeing benefits of increased exercise through active travel.
  - Improved safety for people crossing roads (including to access buses) through new crossings and improved existing crossings at Newington Green and Boleyn Road, and local streets with lower traffic volumes and speeds.
  - Generally making conditions more accessible for people to walk and wheel around their neighbourhood, including people with impaired mobility, as a result of smoother, more accessible paths and pavements in the Mayville Estate and streets in the area.
  - Encouraging people to spend time and socialise in their streets and public spaces, increasing community cohesion, mental and physical wellbeing,

improving the physical environment around local commercial premises, and potentially increasing footfall to local businesses.

- Improved loading and servicing facilities for local businesses through the introduction of several new designated loading bays.
- Safer cycling conditions on main roads and local streets, including on strategic cycle routes, encouraging more people to cycle, leading to the associated environmental and health benefits.

## 5.2. Potential negative impacts of the Mildmay LN scheme may include:

- Traffic filtering and School Streets may lead to longer motor vehicle journeys for some people to drive around the restrictions, although all addresses will remain accessible by motor vehicle. These measures are designed to encourage those who do not need to drive to choose a different way to travel, especially for short trips. The council's policies on [Blue Badge exemptions](#) and [Individual exemptions](#) to camera enforced traffic filters mitigate the impacts of traffic filters on those who rely most on driving for their mobility.
- The proposed delineated cycle path through the pedestrian and seating area at Ferntower Road may negatively impact on some people walking and wheeling. The council has amended the design to mitigate concerns raised about this in the consultation, as described in paragraph 7.13.
- The bus stop bypass proposed on Boleyn Road may negatively impact people walking and wheeling as they will need to cross a cycle path to access the bus stop. Section 8 of Appendix 1 outlines the ways the design mitigates these impacts.
- The removal of resident permit car parking spaces in locations around the area to implement wider pavements, traffic filters and cycle infrastructure, may inconvenience people looking to park near their homes. The removal of shared use / pay-by-phone parking spaces may impact on trade to businesses. However, parking use surveys undertaken by the council indicate there is ample parking capacity in the project area, such that this removal of parking is not expected to significantly impact parking stress in the area and therefore is not expected to present a significant issue for residents and businesses in the area.
- Construction works during the implementation period may cause disruption to businesses and residents, including noise, and temporary traffic management restrictions which may impact on some vehicle movements and/or cause

temporary changes to services such as waste collections and deliveries. The council and its contractor will endeavour to minimise any such disruption.

- 5.3. An Equality Impact Assessment (EqIA), summarised in paragraph 9.4 and appended in full in Appendix 5, details where the above impacts will potentially affect different groups of people with protected characteristics. The EqIA also includes proposals for enhancing positive impacts and mitigating negative impacts identified for people with protected characteristics.
- 5.4. On balance, the positive impacts of the scheme are considered to outweigh its negative impacts, which have been mitigated as far as possible in design and through the council's traffic filter exemption policies as described in paragraph 5.2.

### ***Key risks***

- 5.5. There is a risk that traffic filtering of local streets in the project area and the introduction of School Streets could lead to significant increases in traffic volumes on other roads, with associated negative impacts on people living, working and travelling on those roads.
- 5.6. Monitoring of Islington's traffic filtering schemes, including low traffic neighbourhoods (LTNs) previously introduced has found that changes in traffic volumes on boundary roads are on average negligible (between normal daily fluctuation of -10% and +10%) as noted in the [January 2023 Executive report on People-friendly streets](#)). [Independent London-wide research](#) has also found that *"such schemes are only marginally associated with change in traffic volume on boundary roads"*.
- 5.7. As changes in traffic volumes on individual boundary roads can vary, the council will introduce the traffic filtering and School Street schemes within the Mildmay LN as trials under Experimental Traffic Orders (ETOs). This will enable monitoring of the impacts of these schemes to be undertaken, including analysing traffic volumes and speeds on roads within and around the project area. This monitoring will be considered in future decisions about whether these schemes should be changed, made permanent, or removed, by the end of their trial period, which can be up to 18 months from implementation.
- 5.8. Some of the proposals are located on roads partially or fully controlled by Hackney Council or Transport for London (TfL). These proposals include removal of Hackney-controlled parking spaces mostly on Boleyn Road, and installation of measures to facilitate traffic restrictions including kerb changes, signage, and enforcement equipment, that require authorisation from Hackney or TfL. There is a risk that without adequate coordination, delivery of these measures is delayed or

cannot proceed, or the scheme fails to function in a way that delivers the intended benefits. To mitigate this risk, the council has engaged closely with Hackney and TfL throughout the project (as described in paragraph 7.19 and 7.20), including in the review and approval of designs. Officers have briefed relevant officers and elected members ahead of engagement and consultation activities, and will continue to coordinate with them where relevant throughout the implementation of the project.

## 6. Contribution to the Islington Together 2030 Plan

6.1. The [Islington Together 2030](#) plan sets out the vision to create a more equal future for Islington where everyone is able to thrive. The vision is underpinned by five missions:

- 1 – Child-friendly Islington
- 2 – Empowering people
- 3 – A safe place to call home
- 4 – Community Wealth Building
- 5 – Greener, healthier Islington

6.2. Creating liveable neighbourhoods that deliver transport and greening improvements is identified as contributing particularly to Mission 5 and the related objective to “ensure that by 2030...people in Islington can live healthy and independent lives and enjoy London’s greenest, cleanest and healthiest neighbourhoods”. The Mildmay LN will achieve this by delivering the range of benefits set out in paragraph 5.1.

6.3. The project will also contribute to the other four missions in the following ways:

- Mission 1 – by creating School Streets and child-friendly spaces with play features.
- Mission 2 – by making it easier to use more affordable ways to travel.
- Mission 3 – by making estates more accessible and reducing danger from traffic.
- Mission 4 – through improvements to King Henry’s Walk and improved loading facilities at several locations which aim to support local businesses to thrive.

## 7. Consultation and community engagement

### ***Public engagement and consultation***

7.1. The council’s [Executive report on People-friendly streets \(PFS\) \(January 2023\)](#) outlined that the council would develop plans for LN schemes, including the Mildmay LN, by undertaking a three-phase programme of early engagement, co-design and consultation.

- 7.2. The council has undertaken the following public engagement and consultation activities for the Mildmay LN, through which the project designs have been shaped iteratively in response to feedback and ideas in each phase:

***Early engagement***

- 7.3. An initial ward partnership (public meeting) in February 2021 to outline the intention to develop the project and hear the views of local residents on developing a liveable neighbourhood scheme in the area.
- 7.4. Two ward partnership meetings in July 2022 and December 2022, including presentations, Q&A and workshop sessions to facilitate local people to identify issues about the Mildmay area and explore solutions.
- 7.5. A workshop in December 2022 with pupils at Newington Green Primary School with activities about their experience of school travel journeys and their ideas to improve the area around the school.

***Co-design***

- 7.6. A co-design phase from February to April 2023, in which the council publicised early draft proposals online and in hard copy (including Turkish-language materials). Engagement activities included public meetings and workshops, and targeted engagement with groups including people with protected characteristics, businesses, local schools, children and community groups.
- 7.7. The council promoted this engagement phase including through the delivery of an area-wide leaflet and on-street and digital media, and invited feedback on the proposals through a survey which received 470 responses, as well as the project's email inbox. A summary report on the co-design phase is included in Appendix 2.

***Public consultation***

- 7.8. A public consultation from 11 September to 8 October 2023 in which the council publicised final draft designs (online, in hard-copy including Turkish-language materials, and displayed at Mildmay Library), developed following feedback from the previous engagement and co-design. Consultation activities to capture feedback included an online public meeting, a public workshop, drop-in sessions and visits to local businesses.
- 7.9. The council again promoted the consultation included through an area-wide leaflet and on-street and digital media; and invited feedback on the proposals through a survey which received 506 responses, as well as the project's email inbox which received 58 emails during the consultation period.

- 7.10. A full report on the public consultation is included in Appendix 3. The council's response to the main issues raised in consultation and engagement is also included in Appendix 4.
- 7.11. Feedback from the public consultation was generally supportive, while acknowledging some notable concerns raised. These are summarised below.
- 7.12. The majority of feedback was generally supportive of the proposals. A clear majority of respondents agreed or strongly agreed that the proposed project would help make the air in the area cleaner, make people more likely to walk and cycle local trips, make it safer for children to travel to school and/or play outdoors, make the streets safer for people walking, wheeling and cycling, and reduce road danger from motor traffic in the area. There was majority support for the proposed traffic filtering scheme within the project, with a significant minority of respondents opposed to these measures.
- 7.13. There was a notable response concerning the proposed changes to the existing public space at the east end of Ferntower Road, adjoining Newington Green. Respondents expressed a mix of views relating to the proposed new cycle path enabling cycle access through this public space, with concerns focused on the potential for people cycling to dominate this space at the expense of people walking, wheeling or using the public seating, and damaging the amenity of the existing space. In response to this feedback, the final scheme design has been changed to better separate people cycling and people walking and wheeling within the space, to ensure the valuable amenity of the existing public space is maintained, and to enable safe access for people cycling alongside a safe space for others. More detail of these design adaptations in response to consultation feedback is provided in Appendix 1.
- 7.14. There were a number of other specific suggestions for further improvements to the proposals, largely relating to the public space design proposals. Amendments have been made to the final designs to incorporate this feedback, where considered justified and possible. Further details on these changes are provided in Appendix 1. The changes made include:
- Increasing the length of the proposed loading bay on King Henry's Walk to ensure it adequately supports businesses' requirements.
  - Increasing the size of the proposed public space at the junction of King Henry's Walk and Queen Margaret's Grove, to maximise the benefits of new greenery and seating.
  - Amending the proposed layout of the public space to be created on Mildmay Road by the planned new entrance of Newington Green Primary School, to prioritise more space for incidental play by young children at drop-off and pick-up times.

- Amending the layout of Auriga Mews to improve the access route to the planned relocated Newington Green Primary School entrance
  - Adjusting the design of the proposed traffic filter at the east end of St Jude Street to enable emergency services' access.
  - Including an additional new loading bay in Ferntower Road to support businesses.
  - Introducing an informal crossing with a raised, continuous pavement across Mildmay Road at the junction with Mildmay Park to emphasise priority to people walking and wheeling.
  - Increasing the number of locations in the area for improvements and repairs to paths and pavements, to increase accessibility and comfort for people walking and wheeling.
- 7.15. The consultation included proposals for improved walking, wheeling and cycling facilities and amenity improvements to the space around Conrad House on the Mayville Estate. Following the consultation, and in response to design review feedback, the council is in the process of engaging further with estate residents, including through an engagement event outside Conrad House in May 2024, to further inform the proposals and enable a decision as to how to proceed with this scheme.

#### ***Engagement with statutory consultees***

- 7.16. Officers engaged with the Metropolitan Police Service (MPS), London Fire Brigade (LFB) and London Ambulance Service (LAS) regarding proposed designs for the Mildmay LN between June and August 2023, via email and a liaison meeting. The Emergency Services were also included in the September-October 2023 consultation. Following the consultation, officers engaged these services again in 2024 as part of the process of amending the proposed design for King Henry's Walk and Queen Margaret's Grove.
- 7.17. The council made changes to the draft Boleyn Road design following comments from the MPS, including adjusting signage and line marking to minimise the risk of vehicle and cycle collisions at side roads and ensure clarity on the positioning of people cycling at the proposed pedestrian and cycling crossing. Additionally, in response to feedback from the LAS the design was adjusted to ensure emergency vehicle access is provided through the proposed traffic filter on St Jude Street, which was initially proposed to be a physical traffic filter. The LAS also indicated that they would have concerns about any potential restrictions to ambulances as part of the proposed new public space on Queen Margaret's Grove, as these would require a longer journey for ambulances to reach some addresses on the street. As a result, further design and engagement will be undertaken with the LAS

outside of this decision to determine the precise access arrangements on Queen Margaret's Grove.

- 7.18. Officers have engaged with Hackney Council throughout the project in developing proposals which include changes on the borough boundary on Boleyn Road and Matthias Road, including through regular liaison meetings. Officers briefed Hackney Council members in wards adjacent to the project area, as well as the Hackney Cabinet Member for Climate Change, Environment and Transport, ahead of both the co-design and public consultation phases of the project. The council has noted concerns raised by Hackney officers and some residents about the potential for traffic filtering to cause displacement onto roads in Hackney. These measures will be implemented as an ETO trial, to allow these impacts to be monitored.
- 7.19. During the project design phases between October 2022 and August 2023, officers engaged with Transport for London (TfL) teams including TfL Network Performance, TfL Bus Client, and TfL Cycle Network Development (CND). Officers took account of their feedback as follows:
- TfL were supportive of the intention to introduce the traffic filter and School Street measures as trials under ETOs to enable any potential impacts on the Transport for London Road Network (TLRN) to be monitored and assessed before any final decisions are made about making these measures permanent.
  - Draft designs were amended prior to public consultation, to ensure compliance with TfL technical design requirements and accessible bus route design guidance. The Newington Green bus stand has been retained in the scheme design due to its strategic importance, which TfL requested.
  - Following a TfL design review for the cycleway designs for Boleyn Road and Newington Green, the council completed Healthy Streets and Cycle Design Quality Criteria checks and made minor design amendments, which were approved by TfL in August 2023. A further design review will be carried out on post-consultation designs, and any comments addressed prior to completion of detailed designs.
- 7.20. The council will consult the above and other statutory consultees as part of the Traffic Management Order (TMO) process where this is required for each scheme forming part of the Mildmay LN.

## 8. Timetable for implementation

- 8.1. The phased construction of the Mildmay LN schemes (which are described in paragraph 3.4, and in Appendix 1) is expected to start from Autumn 2024 with the Arundel Grove greening and Mayville Estate accessibility improvements, with Newington Green walking and cycling improvements following thereafter. The overall construction period is expected to span 12-18 months, completing in the 2025/26 financial year.
- 8.2. The Mildmay LN traffic filters and School Streets are expected to be implemented in 2025 as experimental trials. The trials will run for up to 18 months, and will include pre- and post-implementation monitoring to assist the council to make a decision on whether to amend, make permanent or remove these schemes by the end of their trial periods.
- 8.3. Throughout the implementation period, the council will communicate with residents, businesses and other stakeholders to keep them informed about the implementation of the project. A communications strategy will be developed to update local people about project progress and where relevant to notify residents and stakeholders in advance of works to construct the various component schemes that form the project. Throughout the implementation period, the council will work to minimise disruption caused by construction works on residents and businesses in the area.

## 9. Implications

### 9.1. Financial Implications

- 9.1.1. The report is to agree the implementation of the Mildmay Liveable Neighbourhood (LN).
- 9.1.2. The estimated cost of the implementation of the Mildmay LN is £2.296m and is broken down in Table 2:

Activity	Estimated Cost (£)
Design / Survey/ TMO	87,760
Consultation / Comms	14,500
Monitoring	18,000
Implementation	2,195,621
Cameras	360,000
<b>Total</b>	<b>2,675,881</b>

Table 2 - Estimated costs of Mildmay LN

9.1.3. Funding for the implementation is largely expected to come from capital, but full funding details are shown in Table 3:

Activity	PFS Capital	TfL Cycling LIP*	Highways Maintenance	Parking Capital	Thriving Neighbourhoods	UK SPF**	CIL^	Total
Design/ Survey/ TMO	57,760	30,000						<b>87,760</b>
Consultation/ Comms	14,500							<b>14,500</b>
Monitoring	18,000							<b>18,000</b>
Implementation	903,621	1,000,000	30,000		90,000	80,000	92,000	<b>2,195,621</b>
Purchase and deployment of enforcement cameras				360,000				<b>360,000</b>
<b>Total</b>	<b>993,881</b>	<b>1,030,000</b>	<b>30,000</b>	<b>360,000</b>	<b>90,000</b>	<b>80,000</b>	<b>92,000</b>	<b>2,675,881</b>

Table 3 - Funding sources for Mildmay LN

\*Transport for London's Local Implementation Plan funding. Subject to TfL approval of funding applications following completion of the design review process

\*\*UK Shared Prosperity Fund

^Community Infrastructure Levy (Mildmay Ward)

9.1.4. A total of 79 parking spaces are required to be removed as part of this implementation; 50 of which are resident permit holder only spaces and 29 shared use / pay-by-phone spaces. Any loss of resident permit holder only spaces will have no identifiable loss of revenue, however the removal of the shared use / pay-by-phone spaces will lead to an estimated reduction in parking income of £21,768 based on 2023/24 figures.

9.1.5. Camera enforcement of traffic filters and School Streets is anticipated to generate enforcement income within the parking account. 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. It is expected

that the traffic filters and School Streets will become operational in 2025, with any related enforcement income expected to be generated thereafter.

## 9.2. **Legal Implications**

9.2.1. Section 16 of the Traffic Management Act (2004) required that 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 and policies, the following objectives:

- Securing the expeditious movement of traffic on the authority's road network;
- Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

9.2.2. The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing:

- The more efficient use of their road network; or
- 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 regular or co-ordinate the uses made of any road (or part of a road) in the road network.

9.2.3. "Traffic" includes pedestrians.

9.2.4. The council also has various power under the Road Traffic Regulation Act 1984 (the "1984 Act") and the Highways Act 1980 (the "1980 Act") the implement the proposals set out in this report.

9.2.5. In the exercise of its power under the 1984 Act, the council is also 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 or off street, whilst at the same time having 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 (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;
- The strategy prepared under Section 80 of the Environment Act 1995 (national air quality strategy);
- 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 local authority to be relevant.

9.2.6. In balancing the considerations above, officers consider that the Mildmay LN should be implemented for the following reasons:

- Access, including for motorised traffic, will be maintained to all residential and other properties, albeit access routes for motorised traffic (except for emergency service vehicles and Blue Badge holders who will live in the project area) may change, which may cause inconvenience to some residents.
- All local amenities will remain accessible, albeit routes for motorised traffic (except for emergency services vehicles and Blue Badge holders who live in the project area) 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 project area), including heavy commercial vehicles, and thereby a significant improvement to the amenity of the area.
- Evidence from similar projects in London shows that over time people make different travel choices in response to traffic filtering schemes, leading to lower traffic volumes, particularly at peak hours. The most recent [Islington Air Quality Annual Status Report \(2022\)](#) shows that air quality has generally improved borough-wide since pre-Covid-19 levels. This is reflected in air pollution monitoring in and around areas where LTNs have been implemented, which have seen general reductions in air pollution over the longer term, in line with the borough average. It is difficult to determine the extent to which changes in air pollution are attributable to LTNs and to wider factors. However, a [study conducted by Imperial College London](#), using Islington data, suggested LTNs are having a beneficial impact on internal and boundary roads. Other measures, such as the council's introduction of electric vehicle charging points, the extensions of the Mayor's Ultra Low Emission Zone (ULEZ) in October 2021 (to cover the whole of Islington) and in August 2023 (to cover 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.
- There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. Evidence from prior traffic filtering schemes in the borough has shown that there has been no significant impact on emergency service times to date. The Mildmay LN is similarly expected to have no significant detrimental impact on emergency vehicle response times. Where a physical traffic filter is being considered on Queen Margaret's Grove outside of this decision, officers will continue to engage with the emergency services to agree the final design.

9.2.7. Sections 6, 9, 32, and 45 of the 1984 Act enable the council to make the required experimental and permanent traffic management orders (TMOs) referred to in this report. TMOs may be introduced to provide for a new loading bay, to prescribe the

direction of traffic, and provide for the removal of parking places, following an objection which runs for at least 21 days after the TMO is advertised in the local press. All comments and objections must be duly considered before a TMO can be made operational and implemented on site.

- 9.2.8. When an experimental TMO is in place, any person may object to the making of the TMO becoming permanent within a period of six months, beginning with the day on which the experimental TMO comes into force or if the experimental TMO 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 and representations received must be considered before any permanent TMO is made.
- 9.2.9. When deciding whether to make a TMO, the local traffic authority must also have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality. Regard should also be had to the Islington Transport Strategy (adopted in November 2020).
- 9.2.10. The procedures to be followed when making TMOs are set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended). Any supporting lines, markings and signs must comply with the Traffic Signs and Regulations And General Directions 2016 (as amended).
- 9.2.11. The council also has various other powers under the 1984 Act and 1980 Act to implement the highways alterations and improvements set out in this report, including the following:
- Section 62 of the Highways Act 1980 (general power of improvement).
  - Section 96 of the Highways Act 1980 (power to plant trees and shrubs).
  - Section 65 of the Highways Act 1980 (cycle tracks), which empowers a local highways authority, in or by the side of the public highways, to construct a cycle track as part of the highway, and to alter or remove a cycle track constructed by them under this section.
  - Section 4 of the Cycle Tracks Act 1984 (provision of barriers in cycle tracks, etc.) empowers a highways authority to provide and maintain, in any cycle track constituting or comprised in a public highway, such barriers as they think necessary for the purpose of separating, in the interests of safety, persons using the cycle track from those using the footpath or footway. The highway authority may alter or remove any works provided by them under section 4 of the 1984 Act.
  - Section 75 of the Highways Act 1980 which provides for the variation of widths of carriageways and footways.

- Section 23 of the Road Traffic Regulation Act 1984 empowers a traffic authority to establish crossings for pedestrians on roads for which they are the traffic authority, and to alter or remove any such crossings. Before establishing a crossing, the council must consult with the chief officer of police about their proposal and give public notice of the proposal. The crossing must comply with the Zebra, Pelican and Puffin Pedestrian Crossings Regulations and General Directions 1997.
- Section 14 of the Public Health Act 1925 (the power to provide and maintain seats for public use).

9.2.12. When introducing the proposed measures, 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.

9.2.13. These human rights should be considered. To the extent that it is considered that they are infringed the schemes should only go ahead if it is considered that the infringement is necessary and proportionate.

9.2.14. In relation to Article 1 some residents may no longer be able to use the most direct vehicular 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.

9.2.15. In relation to Article 2, access will be maintained to local educational institutions. The School Street proposals outlined in this report will introduce restrictions preventing vehicle access (except by residents of the School Streets zones and other exempt vehicles) to designated parts of some streets near to three primary schools in the project area during morning and afternoon school travel peak times. Access to these educational institutes by walking, wheeling and cycling will be maintained within the zones at all times. People who, due to reasons of health and mobility, required vehicle access within the zones to access these schools during operational hours, will be able to apply for an exemption to the restrictions subject to the council's School Streets exemption policy.

9.2.16. In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the Mildmay LN project will impede on the right to individuals to respect for private and family life either in

public or on private land. Further, the project is expected to reduce road danger and improve air quality, which will enhance public safety and health.

- 9.2.17. Finally, regard should also be had to Section 149(1) of the Equality Act 2010, which is addressed within the Equalities Impact Assessment (EqIA) accompanying this report in Appendix 5.

### **9.3. Climate Change and Environmental Implications**

- 9.3.1. The Mildmay LN project is expected to contribute over time towards a reduction in air pollution from vehicle exhaust emissions and brake and tyre wear, as a result of mode shift away from private motor vehicles and reduced traffic volumes on local streets in the area. The two School Streets proposed in the project are expected to contribute to improved air quality around three primary schools in the project area.
- 9.3.2. The project is expected to reduce noise pollution through an expected reduction in motor vehicle speeds and volumes on streets within the project area.
- 9.3.3. The project will deliver new areas of planting and trees which are expected to have positive environmental impacts and help mitigate climate change by helping to clean the air, increase shade and canopy cover to reduce surface temperatures, increase the permeability of the public realm to mitigate flood risk, and increase biodiversity.
- 9.3.4. The project is expected to generate some carbon emissions during its construction phase. The main source of carbon emissions generated is expected to be from the manufacture of new paving materials, to be laid as part of the public space schemes within the project. The council's contractor Marlborough Highways will carry out a project environmental risk assessment to identify the significant project environmental impacts. Marlborough Highways will produce a bespoke construction phase plan for the scheme to manage and reduce the environmental impacts of the scheme including the transport, materials and waste elements. As part of this plan the contractor will aim to reuse excavated materials where possible.
- 9.3.5. The project will also have some negative environmental impacts through printing of paper letters and leaflets, to be distributed to residents to make them aware of upcoming construction works. The project includes the planting of multiple areas of new greenery and street trees which mitigate the footprint of paper use.
- 9.3.6. As a result of proposed traffic filtering and School Street measures, there may be cases where motorists take longer routes, leading to additional emissions and congestion elsewhere, including on the boundary roads of this and other traffic

filtering schemes. On balance, the project is expected to contribute towards reductions over time in overall emissions (including carbon emissions) and congestion on roads within the scheme and surrounding areas, by enabling transport mode shift away from motor vehicles to walking, cycling, and public transport, in addition to wider measures such as ULEZ. The council is also investigating other ways to reduce motor traffic volumes, such as freight consolidation and the use of alternative modes of transport such as cargo cycles for deliveries.

#### 9.4. **Equalities Impact Assessment**

- 9.4.1. 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.
- 9.4.2. An Equalities Impact Assessment (EqIA) was completed on 5 June 2024. The full Equalities Impact Assessment is appended in Appendix 5.
- 9.4.3. 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 a variation between the requirements of different individuals within such a group. For example, while some disabled people may rely on cars for mobility, [58% of disabled people in London use public transport, and 81% walk or wheel](#). This means that for most groups the impacts will be a mix of positive and negative depending on the particular mode of travel generally used.

#### ***Positive impacts***

- 9.4.4. All residents will benefit from the impacts of reduced road danger, reduced air and noise pollution, smoother, more accessible pavements, safer cycling routes, new and improved pedestrian crossings, improved access to public transport, new public spaces, and new green spaces that will be delivered by the project.
- 9.4.5. The main positive impacts of the project for protected groups will be on children and young people, older people, woman, and people from ethnic minorities. Additionally, less affluent people are also expected to benefit. These groups are less likely than average to drive a motor vehicle for their regular journeys, and are

more likely to walk most of their journeys and rely on public transport. These groups are also disproportionately injured in motor traffic collisions as noted in the [Islington Transport Strategy](#). Additionally, [TfL research on barriers to cycling for ethnic minority and disadvantaged groups](#) has shown that these groups are disproportionately deterred from cycling due to a perception that cycling amongst motor traffic is unsafe. People from ethnic minorities and less affluent people are also disproportionately impacted by air pollution, have less access to green space, and are more likely to be isolated from employment, education and social opportunities due to inadequate transport options available to them. Older people are also more likely to be socially isolated and experience higher barriers to travel due to poor transport options.

9.4.6. The Mildmay LN is expected to broadly improve the outcomes for these groups. In summary, the main positive impacts are:

- Children and young people (and parents) will benefit from quieter roads with less vehicular traffic, slower traffic speeds, and improved air quality, as well as wider pavements, new public space, and new greening.
- Disabled people and older people, including those who use walking aids, wheelchairs, or mobility scooters, will benefit from improved road crossings, wider pavements, and improved pavement surfaces, as well as slower traffic and reduced traffic volumes reducing the risk of collisions. People with cognitive disabilities could also benefit from reductions in noise pollution.
- Children and young people, women, older people, people from ethnic minorities, and disabled people who rely on a cycle for mobility, will benefit from safer cycling infrastructure, enabling them to make more of their local journeys by cycling.
- People from ethnic minorities, who are disproportionately less likely to drive a motor vehicle, and likely to be more reliant on walking and using public transport, more impacted by noise and air pollution, and have less access to green space, will benefit from the project improving the environment for walking and public transport, reducing noise and air pollution, deterring motor traffic from using the project area as a shortcut, and constructing new public spaces and green spaces.
- Less affluent people will benefit from a safer environment to walk and cycle, which are more affordable modes of transport, for more of their local journeys, and will benefit from improved access to public transport to reach employment, education and social opportunities, through improved pedestrian crossings

and bus priority measures. They will also benefit from new public space, new greening, and improved air quality and reduced noise.

### ***Negative impacts***

9.4.7. It is the purpose of the EqlA to also examine any negative impacts on residents, particular 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.

9.4.8. The project may have some negative impacts. In summary, the negative impacts and mitigations balanced against them, are:

- Disabled people who do not have a [Blue Badge exemption](#) or [Individual exemption](#) permit through the traffic filters may be negatively impacted by longer journey times. The council seeks to balance exemptions to traffic filters with the benefits of reducing local traffic for all residents, including those with protected characteristics. The London Taxicard Scheme offers subsidised travel in licensed taxis and private hire vehicles to London residents with serious mobility impairments or who are severely sight impaired, which could contribute towards offsetting any potential increase in costs resulting from longer routes where these may result from traffic filtering. The council will work to promote uptake of this scheme amongst potentially affected groups.
- Traffic filters could potentially lead to increased traffic volumes on some roads around the project area. This could lead to longer bus journeys, disproportionately used by older, disabled and less affluent people, and delays to car journeys for members of these groups who rely on car transport and do not have an exemption to traffic filters, as outlined above. It could also lead to increased air pollution on those roads.
- Additionally, School Streets could potentially lead to increased traffic volumes on some roads around and/or within the project area, which in addition to the potential impacts outlined above, could lead to increased air pollution, noise pollution and road danger on those roads.
- In mitigation, [research on data from pan-London traffic filtering schemes](#) shows an average negligible change in traffic volumes on boundary roads. Some boundary roads have seen substantial decreases in traffic volumes, whilst others have seen an increase. The council's most recent annual [Air Quality Status Report \(2022\)](#) shows that general improvements in air quality borough-wide since pre-Covid-19 levels are also reflected in air pollution monitoring in and around areas where LTNs have been implemented. It is difficult to determine the extent to which changes in air pollution are attributable to LTNs and to wider factors. However, a [study conducted by Imperial College London](#), using Islington data, suggested LTNs are having a beneficial impact on internal and boundary roads. Traffic filtering of the project area

will also mitigate any increased traffic volumes on local streets that may result from School Streets, by significantly reducing traffic volumes in the area. Traffic filters and School Streets will be implemented as trials and closely monitored including to assess traffic volumes and speeds on boundary roads and internal streets, as part of future decisions on whether these measures should be made permanent after the trial, amended or removed. If appropriate in relation to monitoring outcomes, the council will work with TfL to identify measures to improve bus journey times and mitigate any traffic displacement.

- Some residents' parking bays and shared-use / pay-by-phone parking bays will be removed under the project, resulting in potentially negative impacts, particularly for older people, people with young families, and disabled people who rely on a car, if they have to park slightly further away from local amenities such as shops, places of worship, employment and their homes.
- The proposed bus stop bypass on Boleyn Road could have a disproportionately negative impact on disabled people accessing the bus stop, since they will need to cross the cycle track before they can board the bus. Behaviours around the new scheme will be carefully monitored once it is implemented. Design features will mitigate this potential negative impact, following Islington's evaluation of existing bus stop bypasses and drawing on TfL's Accessible Bus Stop Design Guidance. These features include:
  - a wide bus stop island providing ample space for people waiting, boarding and alighting from the bus including people with buggies and wheelchair users;
  - a level zebra crossing over the cycle track, footway and bus stop island;
  - rumble strips, narrowing, a ramp, and give way signage, to encourage slow cycle speeds.

Report authorised by:

Director of Climate Change and Transport

Date: 23/09/2024

## 10. Record of the decision

- 10.1. I have today decided to take the decision set out in section 1 of this report for the reasons set out above. My agreement is indicated by the checkbox below.

Decision authorised by:

**Corporate Director of Community Wealth Building**



Date: 01/10/2024

**Appendices:**

- Appendix 1: Scheme map and detail of proposals
- Appendix 2: Co-design engagement phase report
- Appendix 3: Public consultation report
- Appendix 4: Response to issues raised in engagement and consultation
- Appendix 5: Equalities Impact Assessment

**Relevant decisions / reports:**

- [Islington Executive Report on People-friendly streets, January 2023](#)
- [Islington Transport Strategy 2019-2041](#)

**Background papers:**

- None

Author details:

Responsible Officer: Mark Chapman, Senior Transport Planner

Email: [mark.chapman@islington.gov.uk](mailto:mark.chapman@islington.gov.uk)

Financial Implications Author: Donna Davis, Finance Manager

Email: [donna.davis@islington.gov.uk](mailto:donna.davis@islington.gov.uk)

Legal Implications Author: Eibhlis O'Brien, Planning Lawyer

Email: [Eibhlis.O'Brien@islington.gov.uk](mailto:Eibhlis.O'Brien@islington.gov.uk)

Environmental Implications authorised by: Simon Bishop, Climate Action Strategic Lead

Email: [Simon.Bishop@islington.gov.uk](mailto:Simon.Bishop@islington.gov.uk)