


# Delegated decision report of: Corporate Director of Environment and Regeneration

Officer Delegated Decision

Date: 10 November 2020

Ward(s): Highbury West and Highbury East



Subject: Highbury West and Highbury Fields  
people-friendly streets Low Traffic  
Neighbourhoods

# 1. Summary

- 1.1. This report sets out the council's proposal for the Highbury West and Highbury Fields people-friendly streets' Low Traffic Neighbourhoods, as part of the council's people-friendly streets programme that was agreed by the council's Executive on 18 June 2020. The Highbury West Low Traffic Neighbourhood falls mainly within the Highbury West Ward, but also covers a small section of Highbury East Ward at the southern extents of the scheme. The Highbury Fields Low Traffic Neighbourhood is located in the south-west of the Highbury East ward.
- 1.2. This report outlines the proposal, consultation, monitoring approach and recommendation of the Highbury West and Highbury Fields Low Traffic Neighbourhoods.
- 1.3. The implementation of the Low Traffic Neighbourhoods at Highbury West and Highbury Fields will support the council's objective of achieving net zero carbon emissions in Islington by 2030. It will also contribute to the delivery of a Fairer Islington by: making it easier and safer for people to travel on foot, by bicycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.

## 2. Decision

- 2.1. To note that the council's Executive, at its meeting on 18 June 2020, delegated authority to the Corporate Director of Environment and Regeneration, in consultation with the Executive Member for Environment and Transport, to finalise and implement the people-friendly streets schemes, taking into account the consultation responses.
- 2.2. To approve the Low Traffic Neighbourhood proposals set out in detail at paragraph 4.1 below for the Highbury West and Highbury Fields areas, including the following measures:
  - Issuing Experimental Traffic Orders to prohibit motor vehicle access on various roads in the area.
  - Issuing of Experimental Traffic Order to remove traffic bollards at one location.
  - Issuing of Experimental Traffic Order to ban right turn movements at one location.
  - Issuing Experimental Traffic Orders to remove parking bays and replace with double yellow lines at various locations.
  - Amending kerb lines at five locations to facilitate new traffic filters.
  - Issuing Experimental Traffic Orders to designate four roads as one way.

- Temporary suspension of Traffic Management Order for the existing traffic filter, at the junction of Horsell Road and Ronalds Road.
- Temporary suspension of Traffic Management Order for the existing width restriction filter at Benwell Road, north of junction with Bryantwood Road.
- Temporary suspension of Traffic Management Order for the existing point no entry traffic filter at Gillespie Road, west of junction with St. Thomas's Road.

2.3. To note that a public consultation will be undertaken approximately 12 months after the Experimental Traffic Orders are issued, before a final decision is taken on whether or not to make these changes permanent at the end of the 18-month trial period.

## 3. Background

3.1. On 18 June 2020 the council's Executive approved the introduction of a borough-wide people-friendly streets programme as part of Islington's transport response to the Covid-19 public health emergency. The Highbury West and Highbury Fields Low Traffic Neighbourhoods are the sixth and seventh Low Traffic Neighbourhood initiatives being delivered as part of this programme.

3.2. People-friendly streets will:

- make it easier, safer and more pleasant to walk and cycle on Islington's streets as part of everyday life;
- ensure that the borough's streets are healthier and greener for all; and
- make it easier to practice social distancing now and in the future.

3.3. In May 2020, the Secretary of State for Transport published updated statutory guidance in response to Covid-19. The council is required to have regard to that guidance in carrying out its statutory network management duties. The Guidance states that:

*"Local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart".*

The Guidance also requires that measures should be implemented as swiftly as possible given the urgent need to change travel habits before the restart of everyday activities takes full effect.

3.4. Low Traffic Neighbourhoods will create more space for pedestrians and cyclists and allow people to travel safely around their local neighbourhood. The council will create Low Traffic

Neighbourhoods by installing simple and cost-effective measures such as bollards and smart cameras.

3.5. There are currently a number of restrictions on traffic accessing the area, including:

- A Heavy Goods Vehicle (HGV) Control Traffic Management Order that covers the entirety of the Highbury West LTN area, for vehicles in excess of 7.5 tonnes.
- A Heavy Goods Vehicle (HGV) Control Traffic Management Order partially covers Drayton Park, for vehicles in excess of 3.5 tonnes. The extents of the area covered by this order are between a point 6 metres south-west of the extended north-eastern building line of No 134 Holloway Road and the north-western building line of No 194 Drayton Park.
- An existing width restriction in the Highbury West area on Benwell Road, under a Traffic Management Order. Under the LTN scheme proposal, it will be adapted into a camera enforced traffic filter. It is likely that the proposed modal filters will dramatically reduce HGV volumes within the proposed LTN areas. This LTN scheme proposal will require the suspension of the existing TMO for the duration of the scheme ETO.
- An existing point-no entry in the Highbury West LTN, effective as part of a Traffic Management Order on Gillespie Road, prevents access to vehicles travelling westbound. Under the LTN scheme proposal, this filter will be adapted to restrict vehicle access from both directions of travel. This LTN scheme proposal will require the suspension of the existing TMO for the duration of the scheme ETO.

3.6. Several schools are located within the Highbury West LTN area, featuring in the School Streets programme. The following school streets are in operation within the Highbury West LTN area:

- Ambler primary school – Romilly Road, between Ambler Road and Monsell Road.
- Drayton Park school - Arvon Road, between Drayton Park and Witherington Road
- Gillespie Primary School - Gillespie Road, between Plimsoll Road and Blackstock Road
- St John's Highbury Vale C of E Primary School - Legard Road and Conewood Street

These LTN proposals are designed to complement the existing school street network.

There are currently no further school street proposals in either LTN area.

3.7. An existing ETO is in place at Highbury Crescent, preventing vehicles from travelling through the road that bisects Highbury Fields. This ETO was brought into effect on 08 December 2019 and expires on 08 June 2021. The traffic filter forms an essential part of the proposals for this LTN because it prevents traffic short-cutting through the area, from St

Paul's Road to Holloway Road and vice-versa. A decision on whether or not to retain the Highbury Crescent closure will be taken before the ETO for this closure expires in June 2021.

## 4. Proposals

4.1. The measures that will deliver the Highbury Fields LTN area, shown in the map in Appendix 1 will involve:

- A new camera enforced traffic filter at Highbury Place, south of the junction with Calabria Road, allowing emergency vehicle access only.
- A new camera enforced traffic filter at Highbury Place, north of the junction with Highbury Corner, allowing emergency vehicle access only.
- Removal of the traffic filter at the junction of Horsell Road and Ronalds Road, to allow suitable access for resident vehicles into the Fieldway Crescent.
- New one-way circuit on sections of Horsell Road, Ronalds Road and Arvon Road; and the entirety of Witherington Road; to provide safety assurance for road users travelling through the Horsell Road and Ronalds Road junction.

This will require the installation of the following signage:

### Highbury Place filter, south of junction with Calabria Road

- 'Motor vehicles prohibited' (TSRGD 2016 , Diagram 619) and camera enforcement sign (Diagram 878) on east and west sides of Highbury Place, south of junction with Calabria Road.
- 'No left turn for vehicular traffic' (Diagram 613) with plate 'Except cycles' on Calabria Road, east of the junction with Highbury Place.
- 'No through road for vehicular traffic' (Diagram 816) with plate 'Except cycles' on Baalbec Road (south side), west of junction with Calabria Road.
- Temporary advance warning 'No Through route' signage, for southbound vehicles on Highbury Grove, north of junction with Baalbec Road.
- Temporary advance warning 'No Through route' signage, for northbound vehicles on Highbury Grove, south of junction with Baalbec Road.
- Temporary advance warning 'No Through route' signage, for eastbound vehicles on Baalbec Road, east of junction with Highbury Grove.

## Highbury Place filter, north of junction with Highbury Corner

- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on east and west sides of Highbury Place, at point of intersection with Highbury Crescent.
- 'No through road for vehicular traffic' (Diagram 816) with plate 'Except cycles' on Highbury Crescent (north side), east of junction with Highbury Place.
- 'No through road for vehicular traffic' (Diagram 816) with plate 'Except cycles' on Baalbec Road (north and south sides) east of junction with Highbury Place.

## Ronalds Road filter removal and one-way circuit – allowing southbound access to motor vehicles toward Fieldway Crescent.

- 'No entry for vehicular traffic' (Diagram 616) on Arvon Road south of the junction with Witherington Road.
- 'Right Turn' (Diagram 609) with plate 'Except cycles' on Arvon Road, north of junction with Witherington Road
- 'No right turn for vehicular traffic' (Diagram 612) with plate 'Except cycles' on east and west sides of Horsell road, at junction with Ronalds Road.
- 'Motor vehicles prohibited' (Diagram 619) on east and west sides of Ronalds Road, at the junction with Horsell Road.
- 'No entry for vehicular traffic' (Diagram 616) with plate 'Except cycles' on Witherington Road, east of junction with Horsell Road.
- 'One way road with contraflow pedal cycle' (Diagram 960.2) on south side of Witherington Road at junction with Arvon Road.
- Temporary advance warning 'No Through route' signage on Holloway Road, between junctions with Ronalds Road and Fieldway Crescent.

4.2. The measures that will deliver the Highbury West LTN area, shown in the map in Appendix 2 will involve:

- A new camera enforced traffic filter on Aubert Park with kerb build outs on the north and south sides of the road, east of the junction with Highbury Hill, allowing emergency vehicle access only.
- A new bollard enforced traffic filter with fixed and removable bollards on Avenell Road, south of the junction with Monsell Road, maintaining access for fire service vehicles.
- Changes to the existing width restriction filter on Benwell Road with offset fixed bollards installed on the east and west slip roads, allowing emergency vehicle access only. This will require the suspension of the existing TMO.
- A new camera enforced traffic filter on Gillespie Road at the site of the existing point no entry filter, east of the junction with St. Thomas's Road, allowing emergency vehicle access only. This will change the existing filter from a point no entry (restricting westbound travel), to restrict all vehicle access from both directions of travel, requiring a suspension of the existing TMO.
- A new camera enforced traffic filter on Highbury Hill with a kerb build out on the east side of the road, south of the junction with Martineau Road, allowing emergency vehicle access only.
- An increase to the radius of the kerb at the southeast junction of Highbury Hill and Gillespie Road, to allow turning movements into and out of Highbury Hill.
- A new camera enforced traffic filter on Monsell Road with kerb build outs on the north and south sides of the road, east of the junction with Romilly Road, allowing emergency vehicle access only.
- A new bollard enforced traffic filter with fixed and removable bollards on Plimsoll Road, south of the junction with Monsell Road, maintaining access for fire service vehicles.
- A new camera enforced traffic filter on St. Thomas's Road, south of the junction with Monsell Road, allowing emergency vehicle access only.

This will require the installation of the following signage:

### Aubert Park filter, east of junction with Highbury Hill

- 'No through road for vehicular traffic' (Diagram 816) on north side of Aubert Park, west of junction with Highbury Hill.

- 'No left turn for vehicular traffic' (Diagram 613) with plate 'Except cycles' on Highbury Hill, north of the junction with Aubert Park.
- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on north side of Aubert Park, east of junction with Highbury Hill.
- 'Motor vehicles prohibited' (Diagram 619) on south side of Aubert Park, east of junction with Highbury Hill.
- 'No right turn for vehicular traffic' (Diagram 612) with plate 'Except cycles' on Highbury Hill, south of junction with Aubert Park.

### Avenell Road filter, south of junction with Monsell Road

- 'No right turn for vehicular traffic' (Diagram 612) with plate 'Except cycles' on north side of Monsell Road, west of junction with Ambler Road.
- 'Motor vehicles prohibited' (Diagram 619) on east and west sides of Avenell Road, south of junction with Monsell Road.
- 'No through road for vehicular traffic' (Diagram 816) on east side of Avenell Road, south of junction with Monsell Road.
- 'No left turn for vehicular traffic' (Diagram 613) with plate 'Except cycles' on north side of Monsell Road, east of the junction with Avenell and Ambler Road.
- 'No through road for vehicular traffic' (Diagram 816) on east side of Ambler Road, north of junction with Monsell Road.

### Benwell Road filter, north of junction with Bryantwood Road

- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on north facing side of existing southbound width restriction filter.
- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on south facing side of existing northbound width restriction filter.
- Temporary advance warning signage at Drayton Park o/s 30, approaching Benwell Road.
- Temporary advance warning signage at Drayton Park on the lamp column on central reservation island, before right turn junction onto Benwell Road.



- Temporary advance warning 'No through road' signage on the junction of Benwell Road and Drayton Park.
- Temporary advance warning signage on Drayton Park, opposite junction of Horsell Road for cars turning left into Benwell Road.
- Temporary advance warning 'No through road' signage on the junction of Queensland Road and Benwell Road.
- Temporary advance warning 'No through road' signage opposite 117 Benwell Road.
- Temporary advance warning signage on Hornsey Road o/s 35 to 43, on existing sign post.
- Temporary advance warning signage on Hornsey Road, south of junction with Lowman Road for traffic approaching Benwell Road.

## Gillespie Road filter, west of junction with St. Thomas's Road

- 'No through road for vehicular traffic' (Diagram 816) on south side of Gillespie Road, east of junction with St. Thomas's Road.
- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on north and south side of Gillespie Road, west of junction with St. Thomas's Road; facing east and west.
- 'No through road for vehicular traffic' (Diagram 816) on west side of Gillespie Road, west of junction with St. Thomas's Road.
- Temporary advance warning 'No through road' signage on Gillespie Road, adjacent to junction with Avenell Road.
- Temporary advance warning 'No through road' signage on Gillespie Road, adjacent to junction of Plimsoll Road
- Temporary advance warning signage on Blackstock Road adjacent to junction of Gillespie Road – one facing in each direction of travel.
- Temporary advance warning 'No through road' signage on Gillespie Road, opposite junction with Highbury Hill.
- Advance warning sign on Drayton Park opposite 192.

## Highbury Hill filter, south of junction with Martineau Road

- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on east side of Highbury Hill, south of junction with Martineau Road; facing north and south.
- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign on west side of Highbury Hill, south of junction with Martineau Road; facing north and south.
- 'No through road for vehicular traffic' (Diagram 816) on east side of Highbury Hill, north of junction with Martineau Road.
- 'No right turn for vehicular traffic' (Diagram 612) with plate 'Except cycles' on north side of Martineau Road, west of junction with Highbury Hill.
- Temporary advance warning signage on Drayton Park, adjacent to the junction of Aubert Park – one facing in each direction of travel.
- Temporary advance warning 'No through road' signage on Aubert Park adjacent to the junction of Stavordale Road.
- Temporary advance warning 'No through road' signage on Highbury Hill outside 57a.
- Temporary advance warning 'No through road' signage on Highbury Hill outside 79.
- Temporary advance warning 'No through road' signage on Highbury Hill outside 8.
- Temporary advance warning 'No through road' signage on Highbury Hill outside no 36.
- Temporary advance warning signage on Highbury Grove, adjacent to the junction of Highbury Hill – one facing each direction of travel.

## Monsell Road filter, east of junction with Romilly Road

- 'No through road for vehicular traffic' (Diagram 816) on north side of Monsell Road, west of junction with Romilly Road.
- 'Vehicular traffic must turn left' (Diagram 609) on north side of Monsell Road, west of junction with Romilly Road.
- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on north side of Monsell Road, east of junction with Romilly Road; facing east and west.

- 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on south side of Monsell Road, east of junction with Romilly Road; facing east and west.
- 'No left turn for vehicular traffic' (Diagram 613) with plate 'Except cycles', on east side of Romilly Road, north of junction with Monsell Road.
- Temporary advance warning signage at junction of Prah Road and Romilly Road.
- Temporary advance warning signage on Rock Street, at junction with Prah Road.
- Temporary advance warning 'No through road' signage on Romilly Road, at junction with Ambler Road
- Temporary advance warning 'No through road' signage on Monsell Road outside no 23.
- Temporary advance warning signage on Blackstock Road, at junction with Monsell Road

### Plimsoll Road filter, south of junction with Monsell Road

- 'No right turn for vehicular traffic' (Diagram 612) with plate 'Except cycles' on north side of Monsell Road, west of junction with Plimsoll Road.
- 'No through road for vehicular traffic' (Diagram 816) on west side of Plimsoll Road, north of junction with Monsell Road.
- 'No left turn for vehicular traffic' (Diagram 613) with plate 'Except cycles', on south side of Monsell Road, east of junction with Plimsoll Road.
- 'Motor vehicles prohibited' (Diagram 619) on east and west sides of Plimsoll Road, south of junction with Monsell Road.
- Temporary advance warning 'No through road' signage on Plimsoll Road, at junction of Gillespie Road.
- Temporary advance warning 'No through road' signage on Plimsoll Road, at junction with Monsell Road.
- Temporary advance warning 'No through road' signage on Plimsoll Road, at junction with Ambler Road.
- Temporary advance warning 'No through road' signage on Plimsoll Road, at junction with Prah Road.

## St. Thomas's Road filter, south of junction with Quill Street and Monsell Road

- 'No right turn for vehicular traffic' (Diagram 612) with plate 'Except cycles' on north side of Quill Street, west of junction with St. Thomas's Road.
  - 'No through road for vehicular traffic' (Diagram 816) on east side of St. Thomas's Road, north of junction with Monsell Road; facing north and south.
  - 'No left turn for vehicular traffic' (Diagram 613) with plate 'Except cycles', on south side of Monsell Road, east of junction with St. Thomas's Road.
  - 'Motor vehicles prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on east and west sides of St. Thomas's Road, south of junction with Quill Street and Monsell Road.
  - Temporary advance warning 'No through road' signage on St Thomas's Road, at junction with Gillespie Road.
  - Temporary advance warning 'No through road' signage on Gillespie Road adjacent to junction with Avenell Road.
  - Temporary advance warning 'No through road' signage No through road sign on Quill Street.
  - Temporary advance warning 'No through road' signage on St Thomas's Road, at junction with Monsell Road.
  - Temporary advance warning 'No through road' signage on St Thomas's Road, at junction with Plimsoll Road.
  - Temporary advance warning 'No through road' signage on Monsell Road adjacent to junction with Avenell Road.
- 4.3. Changes are proposed to parking bays at eight of the eleven interventions to allow space for vehicles to turn around, accommodate new kerb build outs or improve visibility. To accommodate these changes in the Highbury area, the existing parking places traffic order will be temporarily suspended. A new Experimental Traffic Order outlining the changes to the parking will replace the existing parking places order for a duration of the 18-months. Where measures are made permanent, the new traffic order will be made permanent to replace the existing traffic order. Where the measures are not made permanent, the existing traffic order will be reverted to.

The changes to parking are set out below:

Road name	Location	Total P&D suspension	Total Residents' Permit suspension
Horsell Road	North and south of traffic filter	0 bays	6.5 metres/ 1 bays
Aubert Park	East of traffic filter	0 bays	13.15 metres/ 2 bays
Avenell Road	South of traffic filter	0 bays	11 metres/ 2 bays
Gillespie Road	West of traffic filter	0 bays	5.5 metres/ 1 bay
Highbury Hill	South of traffic filter	0 bays	13 metres/ 2 bays
Monsell Road	Site of southern kerb build out	0 bays	12 metres/ 2 bays
Plimsoll Road	South of traffic filter	0 bays	9.25 metres/ 2 bays
St. Thomas's Road	South of traffic filter	0 bays	11 metre/ 2 bays
<b>Total</b>		<b>0 bays</b>	<b>81.4 metres/15 bays</b>

4.4. The interventions will require the introduction of enforcement cameras to enforce contraventions of the new Traffic Management Orders at Highbury Place (north filter), Highbury Place (south filter), Aubert Park, Benwell Road, Gillespie Road, Highbury Hill, Monsell Road and St. Thomas's Road. Camera-enforced restrictions are being installed eight of the ten traffic filter locations, to maintain access for emergency services.

4.5. These measures will be put in place as an 18-month trial under the terms of the Experimental Traffic Order. At the end of the 18-month trial period, the Order may be replaced by a permanent Traffic Order or be revoked/lapse.

## 5. Design changes in response to engagement with Emergency Services

5.1. Preliminary designs of the proposed traffic filters at six locations in Highbury West LTN, included three camera enforced filters at Drayton Park, Benwell Road and St. Thomas's Road and three physical filters at Avenell Road, Plimsoll Road and Monsell Road. These designs were consulted upon with the London Ambulance Service (LAS), Metropolitan Police Service (MPS) and London Fire Brigade (LFB). Initial feedback from the LAS highlighted concerns around the number of physical filters being introduced in the area, and the negative impact this would have on response times. As a result, the physical filter at Monsell Road was changed to a camera enforced filter, to reinforce emergency access

resilience. The MPS had no objections and the LFB indicated that a camera enforced Monsell Road would be preferable.

- 5.2. The justification for the change of the physical filter at Monsell Road, was in response to initial feedback from the emergency services, which noted that this key access route from Highbury Grove/Blackstock Road would be physically cut off. This would create a significant detour for any emergency response vehicle needing access via this route, impacting response times.

## 6. Engagement and Consultation

- 6.1. Residents, businesses and local organisations will be provided with opportunities to have their say on the proposed Experimental Traffic Order for the Highbury West and Highbury Fields Low Traffic Neighbourhoods. Feedback can be provided through the council's Commonplace on-line engagement tool, comments can be sent direct to the council's People Friendly Streets team, specific comments or objections to the Experimental Traffic Order can be sent to the council during the first six months of the trial, and representations can be made at the formal consultation stage 12 months after the start of the trial.
- 6.2. A borough-wide engagement exercise began on 29 May 2020. This exercise asks residents, businesses and local organisations to suggest how local streets can be improved for pedestrians and cyclists. This engagement is being conducted via the Commonplace online interactive tool. This tool enables local people to map their comments at specific locations across the borough. The feedback provided during this engagement exercise has guided the development and design of the borough-wide programme of people-friendly streets. The results from the commonplace engagement to date are set out below, and the future planned consultation activities are described.
- 6.3. As of 09 November, there were 26,471 unique visitors to the website; 4,336 people submitted 5,579 comments on the Commonplace platform. Of the comments received as of the 27 October:

636 comments relate to the Highbury West Low Traffic Neighbourhood area (including the boundary roads) and;

252 comments relate to the Highbury Fields Low Traffic Neighbourhood area (including the boundary roads).

### 6.4. Highbury West LTN

In response to the "what is the problem" question, the following (multiple answers can be selected):

- 323 specific mentions of high traffic volumes (50.8% of comments).

- 313 specific mentions of short cutting traffic (49.2% of comments).
- 303 specific mentions of speeding traffic in the area (47.6% of comments).
- 245 specific mentions of bad driving (38.5% of comments).
- 236 specific mentions of unsafe environment for children (37.1% of comments).
- 217 specific mentions of noisy traffic (34.1% of comments).
- 173 specific mentions of road conditions being unsafe for cycling (27.2% of comments).

In response to "how could we make it better":

- 283 specific mentions of making roads access only (44.5% of comments).
- 256 specific mentions of slowing down traffic (40.3% of comments).
- 173 specific mentions of closing roads to vehicles - except for cycles or buses (27.2% of comments).
- 147 specific mentions of making more space for cycling (23.1% of comments).
- 132 specific mentions of making more space for walking (20.8% of comments).

## 6.5. Highbury Fields LTN

In response to "what is the problem" (multiple answers can be selected):

- 87 specific mentions of high traffic volumes (34.5% of comments).
- 85 specific mentions of short cutting traffic (33.7% of comments).
- 68 specific mentions of speeding traffic in the area (27% of comments).
- 55 specific mentions of noisy traffic (21.8% of comments).
- 49 specific mentions of unsafe environment for children (19.4% of comments).
- 45 specific mentions of road conditions being unsafe for cycling (17.9% of comments).
- 44 specific mentions of bad driving (17.5% of comments).

In response to "how could we make it better":

- 40 specific mentions of slowing down traffic (15.9% of comments).
- 73 specific mentions of making roads access only (29% of comments).
- 36 specific mentions of making more space for walking (14.3% of comments).
- 43 specific mentions of making more space for cycling (17.1% of comments).
- 38 specific mentions of closing roads to vehicles - except for cycles or buses (15.1% of comments).

6.6. Public consultation will take place as part of the Experimental Traffic Order process. This process provides for a six-month period during which residents and businesses can write to the council with an objection to the scheme being made permanent. The council will consider these objections when deciding whether or not to amend the scheme or to make it permanent at the end of the 18-month trial period.

6.7. In addition, there will be a trial feedback survey and a formal consultation period following the implementation of the Highbury West and Highbury Fields LTN schemes. The trial

feedback survey will launch immediately following the announcement of the Highbury West and Highbury Fields LTN schemes and will be in operation up until the formal consultation period begins. Residents and businesses in the area will be invited to engage with the trial by completing the online survey. The results of the survey will be analysed in order to gather real time input on the trial, used to inform any amendments and feed into the decision to make the scheme permanent.

- 6.8. This formal consultation period will last for a minimum of twenty-one days. It will take place approximately twelve months after the implementation of measures under an Experimental Traffic Order. This consultation will invite feedback on the measures that have been introduced.
- 6.9. The Commonplace engagement feedback, trial feedback survey, correspondence, objections received and formal consultation responses together with any monitoring data that has been collected (see below) will inform the council's decision on whether or not to make the people-friendly streets measures permanent at the end of the eighteen-month trial period.
- 6.10. Statutory pre-implementation consultation on the Highbury West and Highbury Fields LTN proposals presented for decision in this report were undertaken with the following statutory stakeholders: London Ambulance Service, London Fire Brigade, the Metropolitan Police Service, the Islington Clinical Commissioning Group, the NHS Blood and Transplant service, the Road Haulage Association, the Freight Transport Association, TfL Network Management and TfL Buses. The council has agreed to monitor and review the scheme with the Emergency Services once implemented and make any changes required.

## 7. Monitoring

- 7.1. Comprehensive and robust monitoring forms part of the people-friendly streets programme, including identifying changes in the Highbury West and Highbury Fields Low Traffic Neighbourhoods and the surrounding streets and areas. Monitoring will measure the impacts of the scheme on pedestrian, cycle and traffic movement. The impacts of schemes on safety and security as well environmental factors such as air quality, noise and vibration will also be measured. As noted above, the results of any monitoring will be considered together with any feedback from residents prior to making the decision about withdrawing or amending the Highbury West and Highbury Fields West Low Traffic Neighbourhood measures or making them permanent.
- 7.2. To establish the degree and impact of any displacement from the LTN measures, especially onto the main road network, a monitoring strategy for the LTNs has been created which sets out how the council will measure any changes against baseline data which has been collected before the proposed trial is delivered, and includes:
- Traffic counts were carried out between 09 November to 16 November 2020, at sixteen locations within the Highbury West Low Traffic Neighbourhood and eleven locations



around the Low Traffic Neighbourhood areas measuring motor traffic and cycling volumes.

- Air quality data including measurements at five school sites, and other locations around the Low Traffic Neighbourhood areas.
- Data on Anti-Social Behaviour and police incidents within the boundary of the Low Traffic neighbourhood.

Monitoring will be undertaken for the duration of the 18-month trial period and will consist of:

- Traffic counts
- Traffic displacement monitoring
- Air quality monitoring (diffusion tubes and Meshpods)
- Emergency service response times (as is made available)

7.3. The council will analyse the monitoring data collected, taking into account the impact of the coronavirus pandemic on the figures. Monitoring data will help to inform which measures need to be adapted, made permanent or removed at the end of each scheme's 18-month trial period. A monitoring report for the Highbury West and Highbury Fields LTN schemes will be published as part of the public consultation process, once there is sufficient reliable data. The full monitoring reports will be published 12 months into the scheme in November 2021, and an interim monitoring report will be published approximately six months into the scheme in May 2021.

## 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, so as 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 Highbury West and Highbury Fields Low Traffic Neighbourhood trials should proceed, on the basis of the following key factors:

- Access, including for motorised traffic, is maintained to all residential and other properties, albeit access routes for motorised traffic (except for emergency services vehicles) may change, which may cause inconvenience to some residents. However, the Low Traffic Neighbourhood has been designed to allow access to and from local streets within the Low Traffic Neighbourhood to the closest adjacent main road to mitigate against this inconvenience.
- All local amenities remain accessible albeit routes for motorised traffic (except for emergency services vehicles) to access these amenities may change. The area will benefit from the cessation of through movements of motorised traffic (except for emergency services vehicles), including heavy commercial vehicles, and thereby provide a significant improvement to the amenity of the area.
- The reduction of through traffic in the Highbury West and Highbury Fields Low Traffic Neighbourhoods is expected to improve air quality on the local streets within the Low Traffic Neighbourhood. It is likely that in the beginning there will be an increase in traffic on the surrounding main roads while people adjust to the new measures. 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 – main road traffic spreads out across the day, bus journey times are not significantly increased and air quality on main roads does not get worse. Other measures, such as the council's introduction of Electric Vehicle Charging Points, the recent introduction of the Ultra-Low Emission Zone and planned extension in October 2021 (which will cover the whole of Islington) and the introduction of School Streets, are likely to contribute to improving air quality.
- There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. Highbury West and Highbury Fields Low Traffic Neighbourhoods have been designed to include camera enforced traffic filters at eight of the ten filter locations, which permit emergency services vehicles responding to an emergency to pass through without restriction or delay.
- The ministerial statement issued on 9 May 2020 and the subsequent statutory guidance referred to in section 3.3 of this report above, requires councils in England to cater for significantly-increased numbers of cyclists and pedestrians, and making it easier for them to create safer streets is a relevant consideration.

## 9. Implications

### 9.1. Financial implications:

#### Costs

The estimated scheme build costs for both schemes are £604K (the individual cost for Highbury Fields is £143K and for Highbury West are £461K, which includes the costs of signage, road marking, bollards, monitoring, enforcement cameras, costs of the traffic orders and the road safety audit.

#### Funding

As part of the 2019/20 budget setting process £4m of capital funding was allocated to parking to invest in smart CCTV for traffic enforcement measures across the borough, including the School Streets programme and lorry control. After successful pilots and implementation of initial schemes during 2019/20, an order for an additional 92 cameras has been made at a cost of £2m. The Low Traffic Neighbourhood (LTN) programme is an extension to the current roll out of the school streets and lorry ban schemes, seeking to achieve the same outcome of reducing traffic flow through residential streets.

TfL temporarily suspended its LIP programme, which has now partially been reinstated. In the meantime, TfL was accepting bids from boroughs as part of its London Streetspace funding programme. LTNs are a key aspect of the Streetspace funding.

The Highbury West and Highbury Fields LTNs were included in Islington's funding bid to TfL and DFT for the DFT Emergency Active Travel Tranche 2, submitted on 24 July 2020. The decision on DFT Emergency Active Travel Tranche 2 is still outstanding.

If the above TfL Streetspace/ DFT Emergency Active Travel funding bid is unsuccessful, it is proposed that the scheme is submitted for future Streetspace and DFT Active Travel funding rounds. In the event that all of these funding bids are unsuccessful, then the scheme should be funded from the £2 million capital funding remaining from parking. S106 planning obligations funding is available in other wards, however not in Highbury.

#### Parking Revenue targets

The Medium-Term Financial Strategy (MTFS) has assumed £3.05m of budget savings over the 2020-23 three-year period of which £2.45m was relating to enforcement of School Streets and Lorry Control.

The camera enforced closures used in the LTNs will create a new revenue stream within the parking account, however this will be offset by a reduction in the revenue from the existing width restrictions noting that the width restriction on Grange Grove is not currently enforceable. 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.

Eight enforcement cameras will be installed to enforce the no motor vehicle restrictions and the revenue from these cameras will contribute to the overall parking revenue targets.

## 9.2. Legal Implications

TfL has paused implementation of the Mayor of London's Transport Strategy through local implementation plans (in Islington, the Islington Transport Strategy (ITS)). In its place, TfL has developed a Streetspace Plan for London aimed at creating more space on streets so people can walk or cycle while social distancing and easing pressure on public transport as the COVID 19 pandemic lockdown is lifted.

On 15 May 2020, the Mayor of London and TfL issued interim guidance to London boroughs on the London Streetspace plan. The council's proposals for People Friendly Streets outlined in this report are consistent with that guidance and DfT's statutory guidance 'Network Management in response to COVID19' published recently under section 18 of the Traffic Management Act 2004. The council is required to have regard to that guidance in carrying out its network management duties under sections 16 and 17 of the 2004 Act.

The guidance states that 'Local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart', and that measures should be taken as swiftly as possible, and in any event within weeks, given the urgent need to change travel habits before the restart takes full effect.

Section 9 of the Road Traffic Regulation Act 1984 enables the council to make experimental traffic orders for the purposes set out in section 4 of the report. In deciding whether or not to make an order under section 9, the council has to comply with the provisions of section 122 of the 1984 Act which requires the council to exercise that function (so far as practicable having regard to the matters specified below) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. The specified matters are:

- (a) the desirability of securing and maintaining reasonable access to premises;
- (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);

- (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- (d) any other matters appearing to the local authority to be relevant.

In considering whether to make the Experimental Traffic Orders to implement the Highbury West and Highbury Fields Low Traffic Neighbourhood Scheme the decision-maker should:

- firstly, have in mind the section 122 duty as set out above;
- secondly, have regard to factors which may point in favour of imposing a restriction on movement. Such factors will include the effect of such movement on the amenities of the locality and any other matters appearing to be relevant which will include all the factors mentioned in section 6 of the RTRA 1984 as being expedient in deciding whether the new ETO should be made; and
- thirdly, weigh up and balance the various considerations and come to an appropriate decision.

As recorded above, officers have concluded, when balancing the various considerations, that adopting the recommendation is the appropriate decision.

Furthermore, when deciding whether to make a traffic order the council must have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality.

The council must also have full and proper regard to the on-line consultation responses relating to the Highbury West and Highbury Fields Low Traffic Neighbourhoods.

In making the experimental traffic order, the council must follow the procedure set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended by the Traffic Orders Procedure (Coronavirus) (Amendment) (England) Regulations 2020).

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 and Article 8, right to respect for private and family life.

In relation to Article 1 some residents may no longer be able to use the most direct access to their homes. However, if the scheme is implemented, alternative access will be in place. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report

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

right to individuals to respect for private and family life either in public or on private land. Further, the scheme is proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.

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

The council has power to construct kerb buildouts that narrow the carriageway (sections 62(3) and 75(1) Highways Act 1980).

Once the experimental traffic orders are in force, any person has 6 months in which to object to those orders being made permanent at the end of the 18 month trial period. In due course, in deciding whether or not to make the EPOs permanent, the council will need to consider any objections received during the 6 month period, feedback from the trial feedback survey, representations received from the public consultation and its own monitoring data.

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

The delivery of the above measures in construction terms will have some environmental impacts. Although the proposed measures are largely low-impact interventions such as the installation of planters, bollards, cameras, and signage, with little or no waste, emissions or potential nuisance to neighbouring properties, a few involve the build-out of kerbs, which will require works that have a more significant impact in terms of materials, energy use and waste.

In June 2019 the council declared a Climate Emergency and pledged to work towards making Islington zero carbon by 2030. The measures proposed as part of this programme will positively contribute to achieving this ambitious commitment by encouraging increased walking and cycling. It will demonstrate the council's commitment to working towards a zero carbon future and respond to the Climate Emergency declaration. The delivery of the Islington Transport Strategy, Liveable Neighbourhoods, School Streets and Lorry Control Scheme were all specifically mentioned in the transport section of the Draft Zero Carbon Strategy.

The alterations may result in some vehicular journeys being increased in length, which could in turn increase their specific impact in terms of emissions and congestion, although the cumulative effect is expected to be positive due to more traffic being removed from the roads. The monitoring section (7) provides more details on this.

Recent research has shown higher death rates from COVID-19 in areas where there is poorer air quality than in areas with better air quality. By encouraging walking and cycling

through the measures outlined above, the council will be supporting the health resilience of those working and living in Islington.

## 9.4. Resident Impact Assessment

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

A Resident Impact Assessment has been completed and is attached at Appendix 3.

### Purpose

The resident impact assessment considers both positive and negative impacts of the proposals whereby 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 an equalities 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.

### Positive impacts

By restricting through traffic, the Highbury West and Highbury Fields Low Traffic Neighbourhoods will reduce road danger and improve accessibility, which should provide benefits to all residents with protected characteristics. The measures should also reduce the negative impacts of traffic, improving air quality, and reducing injuries from road traffic collisions. The design of the scheme has been developed with the aim to improve the streets in both LTN's and align with the healthy streets' indicators. The following healthy streets elements will deliver benefits to Highbury West and Highbury Fields residents, businesses and visitors: enabling pedestrians from all walks of life, easier to cross the street, a reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the residential area.

## Negative impacts

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

Following the implementation of the Highbury West and Highbury Fields Low Traffic Neighbourhoods the whole area will be fully accessible to all vehicles traveling into the area. Whether driven by residents, businesses, visitors or deliveries from any direction, and nothing being introduced will stop people from driving to and from the area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets. The changes will result in increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

The Highbury West and Highbury Fields Low Traffic Neighbourhoods will restrict through routes in Highbury, which will encourage non-local journeys to take place on the main road network surrounding the Low Traffic Neighbourhood area. In this case, those roads are St Paul's Road, Holloway Road, Highbury Grove, Highbury Park, Blackstock Road, Seven Sister Road and Tollington Road. Displacement will be closely monitored throughout the programme and will be a key consideration in making any Low Traffic Neighbourhood changes permanent. It will be considered alongside changes in air quality as a result of initiatives such as ULEZ and the council's Electric Vehicle Charging programme. It could also have a negative impact, for instance by creating longer bus journey times, impacting those on lower incomes or with mobility impairments. To mitigate this, the council will work with TfL on a programme of bus priority measures to protect bus journey times.

A robust monitoring and mitigation plan are outlined the Resident Impact Assessment to address the negative impacts above, particularly with reference to how they impact people with protected characteristics.

## 10. Conclusion and reasons for recommendations

- 10.1. This report sets out the council's proposal for its sixth and seventh Low Traffic Neighbourhoods at Highbury West and Highbury Fields (in the Highbury West and Highbury East wards).
- 10.2. The Corporate Director of Environment and Regeneration is asked to agree the proposals set out in this report, including the installation of signage and bollards, removal of parking bays, revocation of Traffic Management Orders and issuing of Experimental Traffic Orders.






10.3. The Highbury West and Highbury Fields Low Traffic Neighbourhoods will be implemented on a trial basis using Experimental Traffic Orders. A comprehensive monitoring framework has been put in place. This will measure the impacts of the changes on the Highbury West and Highbury Fields Low Traffic Neighbourhoods and the surrounding streets and areas. Formal public consultation on the measures will take place approximately 12 months after the introduction of the measures.



10.4. The measures in this report will encourage local people to walk and cycle in their neighbourhoods, and to and from school. The environmental impacts of traffic will be reduced particularly in local residential neighbourhoods and in and around schools. 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. The proposals are supportive of the council's net zero carbon and Fairer Islington priorities. The Corporate Director of Environment and Regeneration is therefore asked to agree to the implementation of the Highbury West and Highbury Fields people-friendly streets Low Traffic Neighbourhoods under an 18 months Experimental Traffic Order.



Signed by: 

Title: Corporate Director of Environment and Regeneration    Date: 17 November 2020

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Appendix 1 Map of Highbury Fields LTN, showing proposals

Appendix 2 Map of Highbury West LTN, showing proposals

Appendix 3 Highbury West and Highbury East combined Resident Impact Assessment