



Executive Member for Environment and Transport

Meeting of:	Date:	Ward(s):
Executive	14 October 2021	All

Delete as appropriate:	Exempt	Non-exempt

SUBJECT: PEOPLE-FRIENDLY STREETS PROGRAMME UPDATE

1. Synopsis

- 1.1 This Executive paper is an update on the ways in which the people-friendly streets programme has contributed to the council's Covid-19 response and its progress against the longer-term plan to realise cleaner, greener, healthier streets for local people, and a recorded decision of Executive's agreement to the areas it will focus on and changes to practice going forward.
- 1.2 The people-friendly streets programme was at the forefront of both responding to the Covid-19 public health emergency and preparing to move into the recovery phase. Guidance from the Department for Transport issued in May 2020 stated that: "local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling". This guidance has subsequently been updated to: "As we emerge from the pandemic, local authorities should continue to make significant changes to their road layouts to give more space to cyclists and pedestrians and to maintain the changes they have already made" ([view source](#)). This has effectively accelerated the implementation of the long-term plan and progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.
- 1.3 Having realised some of its earlier ambitions for people-friendly streets it is now right for the council to reflect to ensure that its plan is appropriate for moving forward to embed and continue the transformation it set out to achieve across the borough.

- 1.4 The ongoing implementation of the people-friendly streets programme 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 more equal Islington by: making it easier and safer for people to travel on foot, using a wheelchair or other mobility aid, by cycle 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. Recommendations

- 2.1 To agree the continuation of the people-friendly streets programme as outlined in the Executive report of 18 June 2020 and amended by this report, including: a) School Streets; b) low traffic neighbourhoods (including the new area of people-friendly pavements); c) cycleways and d) the borough-wide lorry control scheme.
- 2.2 To confirm the delegation of authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, to continue the implementation of the people-friendly streets programme through specific schemes.
- 2.3 To agree the initiation and approach to delivery of School Streets at schools on main roads as set out in this report in 3.2.4.
- 2.4 To note the changes in delivery of low traffic neighbourhoods (LTNs) in the people-friendly streets programme, as set out in this report, from 3.3.47 to 3.3.68.
- 2.5 To agree to trial the proposed approach to granting limited exemptions to Islington Blue Badge holders in the low traffic neighbourhoods as set out in this report, from 3.3.62 to 3.3.68.
- 2.6 To note the updated timescales for the future delivery of the people-friendly streets programme set out in this report, in 3.2.3 (School Streets), 3.3.21 (low traffic neighbourhoods) and 3.4.3 (cycleways).
- 2.7 To agree the approach to the delivery of cycleways in Islington, and to note the public consultation arrangements for those cycleways as set out in this report in 3.4.

3. Background

- 3.1.1. On 18 June 2020, Islington Council's Executive considered and approved a report on people-friendly streets, which recommended the introduction of a programme that included a) the acceleration of the School Streets Programme; b) low traffic neighbourhoods; and c) the introduction of a borough wide lorry control scheme for local streets.
- 3.1.2. The June 2020 Executive Report set out the council's transport response to the Covid-19 public health emergency. The proposed approach and measures were consistent with policies and objectives outlined in the council's then draft Islington Transport Strategy, which had been consulted on in 2019, and which was subsequently adopted in November 2020. This had made the case for the introduction of measures aimed at enabling a reduction in motor traffic, enabling more people to walk, cycle and wheel and lead active lifestyles, reducing road danger and reducing the impact of transport on local air pollution

and climate change. Because of the latter, it also forms part of the council's Vision 2030 (Net Zero Carbon) Strategy 2020. The Covid-19 transport response followed the updated statutory guidance in response to Covid-19 published by the Secretary of State for Transport in May 2020.

- 3.1.3. Prior to the Covid-19 pandemic, there was already a widely recognised need to reduce motor vehicle journeys as reflected in the draft Islington Transport Strategy (2019), the Mayor's Transport Strategy for London (2018) and Government policy. Between 2013 and 2019 there was an increase in traffic of almost 10 percent on Islington roads, adding 24.3 million miles to bring the total mileage on Islington's roads in 2019 to 278 million ([view source](#)).
- 3.1.4. In the decade since 2009, there has been an increase of over 70% of motorised traffic on London's local roads, which are not designed to take such large numbers of vehicles ([view source](#)). These local roads (defined as 'C' or 'unclassified' roads) serve multiple purposes: as places for communities to come together, for play, for local journeys which can be walked, cycled or wheeled (through use of a wheelchair or similar mobility aids). The 70% increase in motor traffic on these streets in the past decade has had a significant impact on the lives of both those who walk, cycle and wheel through those streets, and those who live on them. Transport for London (TfL) modelling predicted that if all car-owning households switched their usual public transport journeys to car, some boroughs would see a near doubling in the number of private transport journeys, causing massive congestion issues ([view source](#)).
- 3.1.5. The people-friendly streets (PFS) programme has facilitated the delivery of the changes envisioned by the Islington Transport Strategy (2020) and Vision 2030 (Net Zero Carbon) Strategy (2020) at an accelerated pace, to both respond to and influence the changing patterns of travel seen during the public health emergency caused by Covid-19. Research indicates that Islington's seven LTNs delivered as part of the PFS programme are likely to be bringing widespread benefits to Islington's most vulnerable residents, including helping to tackle childhood obesity.
- 3.1.6. There is now the opportunity to embed and evolve the PFS programme to make further progress towards the council's longer-term transport ambitions as we collectively look forward to stabilisation and recovery. The PFS programme has an important role in the wider public health agenda to encourage more active lifestyles (including walking and cycling), to help tackle the rise of obesity, to reduce the impact of air pollution on people's health, and to reduce road danger. After eleven years of austerity where Islington has experienced cuts to funding and impacts on staff and resources, implementing future schemes will be more challenging.
- 3.1.7. The Islington Vision 2030 (Net Zero Carbon) Strategy is a response to the Climate Change Emergency that the council declared in June 2019, and it identifies the PFS programme as a significant contributor to delivering the transport priority of reducing vehicular emissions in the borough by encouraging walking, cycling and public transportation. According to the Department for Business, Energy and Industrial Strategy (BEIS) data for 2017, transport in Islington accounted for 116,514 tonnes of carbon emissions annually, or 16% of the borough's total. Of this, 73,122 tonnes were from petrol and diesel vehicles on "A" roads (63%) and 42,327 tonnes from petrol and diesel vehicles on minor roads (36%) ([view source](#)). A transition to electric vehicles would reduce these emissions, although not to zero: "The lifecycle CO2 emissions of medium segment battery electric cars produced in

2020 and used for 250,000 km would be between 18% and 87% lower than those of equivalent internal combustion engine vehicles” ([view source](#)).

- 3.1.8. As testament to this, the people-friendly streets programme was recently recognised for its efforts to create cleaner, healthier and greener streets for everyone by winning the ‘Trailblazing public sector organisation of the year’ award at this year’s Global Action Plan Sustainable Cities Awards. Islington has also been named as the London borough highest on the Healthy Streets Scorecard ([view source](#)), having increased the borough score out of 10 to 7.2 from 7.03 (and third position) in 2020. This assessment covers LTNs, protected cycleways, CPZs, 20mph limits and School Streets. (Islington came top of the 32 boroughs, excluding the City).
- 3.1.9. The PFS programme in Islington is part of a nationwide effort to make walking, cycling and public transport the natural choice in towns and cities and to reduce the number of car journeys that people make, which aligns with central Government policy. This is manifesting as a range of initiatives around the country including: Greater Manchester Mayor Andy Burnham’s campaign for cheaper and better bus and tram services; clean air zones being introduced in Manchester, Nottingham and other places; the introduction of LTNs across the UK, especially London; and the deployment of segregated cycle lanes across the country, not least Islington’s new cycleways.

3.2 School Streets

- 3.2.1. **Objectives.** School Streets are a key component of the people-friendly streets programme. The objectives of Schools Streets are to:
- Improve air quality around the schools to improve the health and well-being of children and young people and their learning environment.
 - Reduce road danger for children and other road users.
 - Promote active travel to and from schools.

In the sections below, a brief update is provided for each of the School Streets programme elements: the acceleration of camera-enforced School Streets delivery and the initiation of School Streets on main roads.

- 3.2.2. **Implementation.** The School Streets acceleration is a key part of the council’s PFS programme. The acceleration has delivered 22 School Streets, covering 23 schools (post-Covid as 18-month trials), in addition to 13 permanent pre-Covid School Streets. The acceleration was delivered in two phases: Phase 1 (July – September 2020) and Phase 2 (December 2020 – January 2021). Consultation on these phases has now begun, as detailed in section 3.2.6. Phase 3 of the acceleration is planned to progress in autumn 2021. The acceleration of the programme was implemented under 18-month trials using experimental traffic orders (ETOs). All existing School Streets can be seen on [this map](#). 9,605 children in Islington now attend a school with a School Street, and a further 1,960 children will be included in the programme when planned School Streets are delivered.
- 3.2.3. **Programme going forward.** The Islington Transport Strategy and Vision 2030 set a timescale to deliver School Streets or similar interventions where possible at all primary schools in the borough by 2022. The programme for the next two years of School Streets delivery includes consultation and final decisions on the School Streets Acceleration phases 1 and 2, and the delivery of phase 3 as ETO 18-month trials. The delivery of phase 3 will

mean that School Streets have been delivered (where feasible) at all primary schools not on main roads by the 2022 target.

- 3.2.4. **School Streets and main roads.** To build on the success of the School Streets programme so far, the council will also start to design and deliver School Streets on main roads over the next few years, starting with two schools in 2021. There are a further 16 primary schools located on main roads, for which officers have initiated the delivery of alternative School Street measures in 2021. Proposed interventions at most of the main road schools will include measures to reduce air pollution, reduce road danger and promote active travel amongst the school community. For the most part, it is not likely to be possible for School Street interventions at schools on main roads to take the form of camera-enforced closures. For some, changing of entrances may be an option for delivering them as camera-enforced School Streets as with the main programme described above.
- 3.2.5. **Monitoring.** The council has been monitoring School Streets and will be publishing monitoring results for each School Street in advance of the public consultation. The monitoring reports will reflect a before and after assessment of the trial using the following data: motorised traffic counts and speeds, cycling counts, and air quality data. The first full monitoring report was published in September 2021 for phase 1 schools, with the second one for phase 2 to follow in winter 2021/22. Monitoring reports, together with the outcomes of public consultation, will inform the final decision-making about each scheme.
- 3.2.6. **Public engagement and consultation.** School Streets delivered in phases 1 and 2 will be consulted on during September/October 2021 and January 2022 respectively. The consultations will allow officers to gather feedback, understand concerns, and to gauge the level of support for / opposition to the scheme in each location. Alongside consulting residents and businesses, a key objective is to focus engagement with the school community: pupils, parents, and staff. School Streets measures on the main roads will be consulted on prior to implementation for each of the schools. Where funding is available, it may be possible to make public realm improvements (including additional greening) when School Streets are made permanent.

3.3 **Low Traffic Neighbourhoods**

- 3.3.1. **Introduction:** The delivery of low traffic neighbourhoods is the cornerstone of the council's people-friendly streets programme. Since June 2020, seven low traffic neighbourhoods (LTNs) have been implemented in Islington, seeking to reduce traffic volumes, improve air quality, improve access to active travel, and provide new spaces for communities to use for socialising, exercising and play.
- 3.3.2. LTNs aim to transform the way people travel by significantly reducing the amount of motor traffic on local streets and enabling more people to walk, wheel and cycle. There are many visible and less visible impacts of traffic on the health and quality of life which often harm the most vulnerable residents; motor traffic can be dangerous, noisy, polluting and can discourage community interaction and healthy activity including walking, wheeling, cycling and play. Implementing low traffic neighbourhoods can bring widespread benefits to society as a whole by making places safer, healthier and more attractive.
- 3.3.3. LTNs are recognised for helping to make London and, by inference, Islington a more equal place. Research has shown that across London, people in deprived areas were more likely to live in a new LTN than people in less deprived areas, and also that Black, Asian and

Minority Ethnic (BAME) people were slightly more likely to live in a new LTN than White people ([view source](#)). As the Islington Transport Strategy notes, “Children from black and minority ethnic backgrounds are one and a half times more likely to be killed or seriously injured in a road collision than children from other backgrounds”. As detailed in paragraph 3.3.9 below, road danger is greater on local streets than on main roads, so reducing road danger through implementing LTNs seeks to address this inequality directly.

- 3.3.4. Moreover, the same research showed that the extent of new LTNs was highly correlated at the borough level with lower car ownership, with greater ethnic diversity, and with greater district-level deprivation. Car ownership can be expected to further reduce as a London-wide network of LTNs emerges.
- 3.3.5. LTNs are realising the benefits that investment in active transport and cycling can have in terms of improving accessibility and mobility, by breaking down physical and psychological barriers to walking and cycling, enabling people from more deprived backgrounds to better access jobs and services ([view source](#)). Car ownership is highly correlated to income. The most recent UK data (from 2018) shows that in the top 40% of earners, more than 90% of households own one or more car. In the bottom 10% of earners, only 35% of households own one or more car ([view source](#)). Although the cost of motoring over the past ten years has risen at a lower rate than the cost of living (and significantly lower than rises in public transport costs) ([view source](#)) it is estimated that owning and running a car in the UK costs around £3,900 per household annually ([view source](#)). There is clearly a benefit to those who are economically disadvantaged if LTNs remove the perceived need for a motor vehicle, once less expensive options like walking and cycling become more attractive.
- 3.3.6. LTNs help improve access to walking and cycling, particularly for children and older people, and people with disabilities. Research by TfL shows modes of transport used at least once a week for disabled Londoners as:
- walking (81%)
 - bus (58%)
 - car as a passenger (42%)
 - car as a driver (24%) ([view source](#))
- 3.3.7. Furthermore:
- 52% of disabled Londoners do not have access to a car compared to 34% of non-disabled Londoners ([view source](#)).
 - 17% of disabled Londoners sometimes use a cycle to get around London, compared to 18% for non-disabled Londoners ([view source](#)).
 - 75% of disabled cyclists find cycling easier than walking ([view source](#)).
 - 81% of Londoners are able to ride a cycle, including 76% of disabled people ([view source](#)).
- 3.3.8. A survey by Wheels for Wellbeing found that inaccessible cycle infrastructure was cited as the biggest barrier to cycling ([view source](#)). (The council is committed to campaigning to improve the accessibility of public transport as set out in paragraph 3.6.4) Disabled people are five times more likely to be injured as a pedestrian than non-disabled people ([view source](#)).
- 3.3.9. LTNs installed in London in 2020 have been shown to reduce the number of injuries from road traffic collisions by half, relative to the rest of London, with no evidence of increased

injury numbers or risk on LTN boundary roads ([view source](#)). In the UK, the most common non-natural cause of death amongst children aged 5 – 14 is being hit by a vehicle ([view source](#)), with a mile driven on a minor road, compared to a mile driven on a main road, being twice as likely to kill or seriously injure a child pedestrian, and three times more likely to kill a child cyclist ([view source](#)). Moreover, research has shown that in the UK cycling is not seen as a transport option by most children. Only 1% of 5-10 year-olds and 3% of 11-15 year-olds cycle to school. Many would like to walk or cycle, but are not allowed ([view source](#)). These trends are driven by the very real danger posed by motor vehicles.

- 3.3.10. In the four full years 2017-2020, 461 people were killed or seriously injured (KSI) on Islington's roads:
- 55% of these were people cycling (170 people) or walking (128 people),
 - 21% of the total were aged 24 or under
 - 11% were aged 60 or over.
- 3.3.11. The KSI figures for 2020 in Islington were 33% lower than the average of the previous three years (84 in 2020, compared to an average of 126 across 2017-2019) ([view source](#) – select Islington on dashboard). National government data for 2020 was released provisionally on 24 June 2021, with an update and validation due in September 2021 ([view source](#)). This shows that nationally there were an estimated 23,486 KSIs in 2020, a decrease of 20% compared to the average of the previous three years (29,477 across 2017-19) ([view source](#)). This same source shows that motor traffic miles decreased by 21% in 2020 compared to 2019, and this strong correlation between lower vehicle mileage and lower KSI rates is indicative that reducing motor vehicles use directly reduces road danger. It should be noted that the KSI reduction in Islington of 33% in 2020 is significantly greater than the national reduction of 20% over the same timeframe. The Islington Transport Strategy has as its second objective to achieve "Vision Zero" by 2041 – the elimination of all deaths and serious injuries on Islington's streets. The PFS programme is intended to play a major role in achieving this objective.
- 3.3.12. By reducing motor traffic volumes on minor roads, which have increased over recent years, the introduction of LTNs helps reduce road danger and open up active transport and play to children. The importance of taking action to create active travel opportunities for children is recognised as essential to tackling rising childhood obesity rates, with obesity in year 6 children increasing from 17.5% to 21% since 2006/07 ([view source](#)), and 22% of Reception-age children in Islington's schools being overweight and obese, rising to 38% in Year 6 ([view source](#)). Moreover, child obesity rates are highest in the most deprived 10% of the population ([view source](#)), so LTNs covering areas of deprivation is helping to tackle this inequality, as even modest amounts of walking and cycling can be an effective tool in tackling obesity ([view source](#)).
- 3.3.13. The situation is similar for older people. Cycling is virtually absent among over-65s, with only 8% of men and 3% of women in this age group doing any cycling in a month, compared to 20% and 10% for all ages. Some studies suggest mixing with motor traffic is particularly off-putting for older adults ([view source](#)). A study of 'near misses' (where people cycling reported on dangerous close passes by motor vehicles) showed that people who maintained an average speed of under 8mph reported three times as many near misses per mile as did those maintaining an average speed of 12mph or more ([view](#)

[source](#)). Thus, the reduction in motor traffic and motor traffic speeds as a result of LTNs, evidenced by the interim monitoring reports for Islington's LTNs published to date, improves the cycling environment and promotes independence for both younger and older people as well as disabled people. Those older people who are able to increase their active travel will see benefits to their mobility and health.

- 3.3.14. There will be benefits to many businesses within LTNs if the local area becomes a more attractive place to move around and spend time in. Evidence shows that walking and cycling improvements can increase retail spend by up to 30%, as people who walk and cycle to local shops tend to make more visits and spend more than people who drive ([view source](#)). Islington Council's Inclusive Economy team works with local businesses to help them adapt to new situations and is supporting some businesses that have been adversely affected in the past 18 months of the pandemic. Residents are encouraged to use local independent business for the following reasons: money spent locally stays in the community, with every pound spent at an independent business contributing three times more money into the local economy compared to money spent at a chain; local business owners have roots in the community, and tend to make decisions with their community in mind; local businesses also create more jobs in the community since they often use other local business such as printers, accountants, lawyers and others; shopping locally is generally better for the environment, helping to cut transportation, air pollution and packaging waste. There are a number of pilot initiatives running and planned to encourage a switch to cargo bike deliveries, which can remove larger vehicles from the road, cut costs for business, and improve local delivery times.
- 3.3.15. In summary, the benefits of LTNs in terms of reduced motor traffic and associated road danger, reduced air and noise pollution, and improved opportunities for active transport, are generally making the borough cleaner, greener, and healthier for all.
- 3.3.16. **Objectives.** The primary objectives of each low traffic neighbourhood (LTN) are to:
- Reduce motorised traffic and vehicle emissions across internal roads, aimed to improve air quality.
 - Reduce motorised traffic overall across internal and boundary roads.
 - Increase levels of walking and cycling across internal roads.
 - Reduce road danger and the levels of speeding on internal roads.
- 3.3.17. These are measured through interim and pre-consultation monitoring reports. As of October 2021, interim monitoring reports have been published for five of the LTNs (St. Peter's, Canonbury East, Clerkenwell Green, Amwell and Canonbury West), and these show that the schemes are largely having the desired effects up to this point (as set out in paragraphs 3.3.26-31). The pre-consultation monitoring report has been published for St Peter's. Other reports will follow as the programme progresses.
- 3.3.18. **Implementation.** As of October 2021, the council has implemented seven LTNs as 18-month trials in Islington: St Peter's (July 2020), Canonbury East (August 2020), Clerkenwell Green (September 2020), Amwell (November 2020), Canonbury West (November 2020), Highbury West (January 2021) and Highbury Fields (January 2021), plus similar measures in the Mayton Street area in the Nag's Head. The Highbury West and Highbury Fields LTNs operate in effect as one large LTN, as there is no boundary road between them open to motor traffic. These LTNs can be seen on [this map](#).

- 3.3.19. The LTNs contain a mixture of physical (bollard) filters and camera-enforced filters which together have been designed to prevent motor traffic from cutting across areas between boundary roads whilst maintaining vehicular access to homes. Each filter location is clearly marked with a standard traffic sign ('No Entry', 'No Motor Vehicles', or a 'bus gate'). Emergency vehicles and some council service vehicles are exempt (for safety or legal reasons).
- 3.3.20. New LTNs now cover 3.3m square metres of the borough, or 23% of its 14.9m square metre area. The number of households which are inside the boundaries of an LTN implemented in 2020 are shown in Table 1.

Low traffic neighbourhood (LTN)	Households inside LTN
St Peter's	5,882
Canonbury East	4,146
Canonbury West	2,553
Amwell	1,332
Clerkenwell Green	439
Highbury West & Highbury Fields	8,555
Total	22,907

Table 1 - Number of households within Islington LTNs

(Data taken from the Local Land and Property Gazetteer for Islington).

A further 8% (1.25m square metres) of Islington's area is in 'historic' LTN areas, meaning that 31% of the borough is inside an LTN ([view source](#)).

- 3.3.21. **Programme going forward.** Before the end of 2021 one new LTN will be delivered, at St Mary's Church (east of Upper Street / south of Highbury Corner). The location of this LTN completes and complements a network of LTNs in the nearby area, including St Peter's, Canonbury East and Canonbury West, and its implementation in 2021 was a commitment in the borough's Transport Strategy. In addition, the engagement and design process for neighbourhoods in the Cally (west of Caledonian Road), Barnsbury & St Mary's, Highbury New Park and Mildmay East will begin in autumn 2021. Other schemes related to people-friendly streets projects are being developed for implementation – these may include new cycleways, changes to traffic flows, public realm improvements and other improvements to make local neighbourhoods work better for people walking and cycling.
- 3.3.22. The council is committed to rolling out low traffic neighbourhoods wherever feasible across the borough. In areas not currently included in the PFS programme (which may already have historic traffic calming measures) there may be complexities and difficulties which will require cross-borough working and working alongside TfL where the strategic road network may be impacted, particularly where banned turns on main roads need to be reconsidered. The council is also exploring what improvements can be made in other areas in the meantime to contribute to a pleasant, safe and sustainable environment. This includes the people-friendly pavements programme (see 3.3.56 onwards) and the greening programme across the borough.
- 3.3.23. **Liveable Neighbourhoods.** Highbury New Park, Mildmay East, the Cally and Barnsbury & St Mary's areas are proposed to be the first designed as 'Liveable Neighbourhoods'. These operate with the same objectives as LTNs, by removing motor traffic taking short cuts through the area, but also include wider public realm improvements which are implemented

alongside traffic measures. These improvements will include additional greening, as part of the council's ambitions in this area in line with the 'Vision 2030' (Net Zero Carbon) Strategy on the natural environment. Liveable Neighbourhoods may also include Play Streets (community-led short closures of streets to enable outside play for children), parklets (miniature green spaces), use of sustainable urban drainage systems (SUDS), improvements to footways, additional pedestrian crossings, freight and home delivery consolidation centres, better signage and wayfinding, and additional cycle parking (including secure bike hangars). It is the intention of the PFS programme to uplift all of the permanent LTNs to Liveable Neighbourhoods in due course, and subject to funding.

- 3.3.24. The ambition to deliver a borough-wide network of Liveable Neighbourhoods to contribute to the broader place-making agenda is set out in the Islington Transport Strategy (2020). The delivery of low traffic neighbourhoods so far has accelerated the delivery of Liveable Neighbourhoods by providing the traffic reduction aspect of these schemes. This acts as a first step towards the further public realm improvements, greening, and place-making activities to follow in due course, which will deliver the full benefits of a Liveable Neighbourhood. The council is also working with other boroughs to look at the practicalities of introducing cross-borough LTNs where necessary. The council is working with TfL to examine the feasibility of lifting historic banned turns at junctions on boundary roads, which will help traffic flow around LTNs and take pressure off a small number of local roads near these junctions.
- 3.3.25. **Monitoring.** For each PFS scheme an interim monitoring report will be published, based on data collected after five to six months of operation (these are timed to avoid utility and other works where possible). Below is a summary of the monitoring reports published to date. These reports show that LTNs are meeting most of the overall objectives – traffic volumes across internal roads are significantly lower and on most boundary roads there is an insignificant change, rates of speeding have reduced and air quality improvements are in line with borough trends. Cycling rates in most of the interim reports compare summer cycling rates (before implementation) with winter rates (at the six-month monitoring point) so a firm conclusion cannot be drawn. The St Peter's 12-month report, comparing summer with summer, shows a 72% increase in cycling. The robust monitoring strategy also provides for monitoring reports to be prepared and published prior to consultations scheduled for 12 months into each 18-month trial scheme.
- 3.3.26. Highlights from St Peter's interim report (published March 2021) ([view report](#))
- Local streets within the neighbourhood are healthier, with traffic falling overall by 57%. In volumes, this amounts to an overall reduction of 20,746 vehicles on average per day.
 - Traffic on Prebend Street (Western site) has decreased by 87%, the greatest decrease of any street.
 - On local streets within the neighbourhood, rates of speeding fell by 65%.
 - Cycling has increased on 43% of the internal roads.
 - The greatest cycling increase has been on Wharf Road, which has seen a 51% increase in cycling.
 - No significant impact on London Fire Brigade response times.
 - No significant impact on anti-social behaviour and crime rates.
 - Air quality data from within the St Peter's area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.

- 3.3.27. Highlights from St Peter's 12-month report (published September 2021) ([view report](#))
- The fall in traffic volumes has been sustained in the second six-month period. There has been an overall reduction of 20,221 vehicles per day (on average) between June 2020 and June 2021 on streets within the neighbourhood (this is a 56% reduction).
 - Traffic on Prebend Street (Western site) has decreased by 84%, the greatest decrease of any street.
 - On local streets within the neighbourhood, the number of speeding vehicles fell by 78%.
 - On average across internal roads, cycling has increased by 72% - this is an average daily increase of around 5,200 cyclists between June 2020 and June 2021.
 - No significant impact on London Fire Brigade response times, and no reports of delays from the Metropolitan Police Service or London Ambulance Service.
 - No significant impact on anti-social behaviour and crime rates.
 - Air quality data from within the St Peter's area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.
- 3.3.28. Highlights from Canonbury East interim report (published May 2021) ([view report](#))
- Local streets within the neighbourhood are healthier, with traffic falling overall by 78%. In volumes, this amounts to an overall reduction of 12,120 vehicles on average per day.
 - Traffic on Downham Road has decreased by 98% and on Englefield Road by 87%, the two greatest decreases of all streets.
 - On boundary roads traffic has decreased by 10%, which equates to an overall reduction of 10,162 vehicles per day. Across all traffic monitoring sites, the reduction amounts to 21,972 vehicles per day.
 - On local streets within the neighbourhood, rates of speeding fell by 88%.
 - London Fire Brigade response times are within the service's targets in the Canonbury ward overall.
 - No significant impact on anti-social behaviour and crime rates.
 - Air quality data from within the Canonbury East area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.
- 3.3.29. Highlights from Clerkenwell Green interim report (published May 2021) ([view report](#))
- Local streets within the neighbourhood are healthier, with traffic falling overall by 34%. In volumes, this amounts to an overall reduction of 1,041 vehicles on average per day.
 - Traffic on Bowling Green Lane has decreased by 59%, the greatest decrease of any street.
 - On local streets within the neighbourhood, rates of speeding fell by 73%.
 - No significant impact on London Fire Brigade response times.
 - No significant impact on anti-social behaviour and crime rates.
 - Air quality data from within the Clerkenwell Green area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.
- 3.3.30. Highlights from Amwell interim report (published August 2021) ([view report](#))
- Local streets within the neighbourhood are healthier, with traffic falling overall by 44%. In volumes, this amounts to an overall reduction of 1,329 vehicles on average per day.
 - Traffic on Great Percy Street has decreased by 77%, the greatest decrease of any street.

- On local streets within the neighbourhood, rates of speeding fell by 47%.
- No significant impact on London Fire Brigade response times.
- No significant impact on anti-social behaviour and crime rates.
- Air quality data from within the Amwell area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.

3.3.31. Highlights from Canonbury West interim report (published October 2021) ([view report](#))

- Local streets within the neighbourhood are healthier, with traffic falling overall by 67%. In volumes, this amounts to an overall reduction of 4,973 vehicles on average per day.
- Traffic on Clephane Road (northern site) has decreased by 83%, the greatest decrease of any street.
- On local streets within the neighbourhood, 85th percentile speeds have fallen by 12% on average.
- On average across internal roads, cycling has increased by 48% - this is an average daily increase of around 460 cyclists between July 2020 and June 2021.
- No significant impact on London Fire Brigade response times.
- No significant impact on anti-social behaviour and crime rates.
- Air quality data from within the Canonbury West area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.

3.3.32. **Public engagement and consultation.** The council invited feedback on the PFS programme through a number of channels: a Commonplace portal was open between May 2020 and March 2021; ETOs were advertised with the details of how to raise objections (in line with current regulations, they were advertised on <https://www.thegazette.co.uk/>); engagement took place with local groups representing people with disabilities and mobility needs; a dedicated email address was set up to receive correspondence, along with trial feedback surveys for each LTN. Each trial will be subject to a scheme specific consultation approximately 12 months after implementation. All consultation responses and other feedback will be considered along with the monitoring results in the future decision making on each scheme.

3.3.33. Commonplace. Since the early stages of the first Covid-19 lockdown, residents from Islington's local communities and other stakeholders had the opportunity to suggest ways the council could help them to walk and cycle more safely and easily using the online engagement tool, Commonplace. This was set up on 29 May 2020 to enable residents and others to indicate locations and measures for the people-friendly streets programme to respond to the challenges that the Covid-19 pandemic posed.

3.3.34. The Commonplace tool closed for comments in March 2021 but the comments made are taken into consideration as part of the development of PFS schemes and can still be viewed on the website at: <https://islingtonpeoplefriendlystreets.commonplace.is/>

3.3.35. A total of 6,447 respondents left comments on the Commonplace site. For each point placed on the map, users were prompted to select pre-populated problems or barriers which prevented them using active travel methods more frequently and to select pre-populated solutions. Many respondents made multiple sections with the most common options being:

- 'volume of traffic' (selected by 36% of respondents)
- 'traffic rat-running' (32%)
- 'fast traffic' (29%)

Commonly selected solutions were:

- 'make the road access only' (27%)
- 'slow down traffic' (23%)
- 'more space for cycling' (20%)
- 'road closure except for cycles and buses' (19%)

- 3.3.36. There was also a 'free text' option (listed as 'Other') where residents could outline problems and solutions not available on the pre-populated lists. 27% of respondents used this to list more specific local issues, such as uneven paving/trip hazards, local crime issues, and parking provision.
- 3.3.37. The vast majority (77%) of respondents self-reported as living in the area they were commenting on, with 15% working in the area, 11% shopping in the area, and 9% commuting through the area (multiple options could be selected, so percentages do not sum to 100%).
- 3.3.38. The most common mode of travel for respondents was walking (69%), followed by cycling (49%), bus (37%), 'car as driver' (33%), and tube (28%).
- 3.3.39. Objections to Experimental Traffic Orders. There is an initial six-month statutory objection period as part of the ETO process; the feedback must be taken into account when deciding whether to make a trial scheme permanent. As of 22 September 2021, 1,870 objections have been received across all of the ETOs implemented. All schemes are now beyond the six-month period (with the exceptions of a new ETO in St Peter's connected to the repositioning of the Prebend Street filter, and a new ETO in Amwell to allow for the operation of the Margery Street filter). If changes are made to an ETO then the objection period is restarted, but this does not apply to any extant ETOs in Islington.
- 3.3.40. All objections will be reported on and considered in detail in scheme specific decision making on the future of all the individual low traffic neighbourhoods. This decision will be made prior to the end of the 18-month trial period.
- 3.3.41. Correspondence. The PFS programme has attracted a large amount of correspondence (4,010 as of 22 September 2021) though the numbers have varied greatly between the different schemes; the volume of correspondence is generally representative of the size of the LTN. The majority of correspondence has contained negative feedback though there has also been expression of strong support, reflecting that low traffic neighbourhoods can polarise opinion.
- 3.3.42. Much of the negative feedback has been quite specific, relating to the experiences of individuals whose travel by motor vehicle has been affected rather than the collective impacts of the schemes which provide the rationale for LTNs. While concerns about inconvenience to individual drivers should not be ignored, they do need to be balanced against the collective benefits of the scheme in terms of reducing traffic and associated road danger, encouraging walking and cycling and improving air quality.
- 3.3.43. Trial feedback survey. Each LTN has a trial feedback survey in which residents can report on their experience and perception of the scheme. As of 20 September 2021 there were 5,473 completed surveys.

- 3.3.44. The trial feedback survey for each scheme will be open until the start of the consultation on each scheme. The results will be reported on and considered along with other feedback and monitoring results in future decision making on each scheme.
- 3.3.45. 12-month consultation. The council is committed to carrying out a consultation after approximately 12 months of each PFS trial. The first consultation will be for the St Peter's LTN which began on 13 September 2021 and runs for four weeks until 11 October 2021.
- 3.3.46. A consultation report will be prepared following the public consultation on each LTN scheme. This will:
- Include details of who was consulted.
 - Provide a summary of the main issues raised.
 - Explain how the responses have shaped the decision reported in the delegated decision report.
 - Provide a clear summary of responses received during the public consultation.
 - Where appropriate, include feedback to responses received during the public consultation.
 - Include a summary of feedback received outside of the set consultation including via Commonplace, correspondence, formal objections and trial feedback survey.
- 3.3.47. **Changes in delivery.** Since the introduction of the PFS programme, a process for planning and delivery of LTNs has developed. The following section outlines the key ways in which the delivery of the programme has progressed, as well as noting proposed future changes.
- 3.3.48. Change in delivery 1 – Utilities. The impact of utilities works around or near an LTN have tended to be much higher in the first few months of a scheme's operation. Based on early experience, a more rigorous protocol has been developed to ensure that LTN project managers are fully aware of all planned works, and that there are procedures in place to uphold the council's network management duty under the Traffic Management Act 2004.
- 3.3.49. Change in delivery 2 - Signage. Islington's LTNs have been implemented using standard signs from the Highway Code, which should be familiar to all drivers (these include 'No Motor Vehicle' signs and 'bus gate' signs where appropriate). At each location, advance warning signs were added prior to camera enforcement going live, and the visibility of signs was rigorously checked before enforcement began. At certain locations, there has also been physical narrowing of the road or the introduction of extra road markings to signal to road users that they are approaching an enforcement zone. During the early operation of some LTNs, particularly in Highbury, feedback from residents and councillors was that additional advanced warning signage would be of benefit in some instances. After investigation, this was installed, particularly on boundary roads to prevent drivers from entering an LTN which they cannot cut through to the next boundary road. The lessons learned from these examples have been incorporated in the signage protocol and will be applied at an earlier stage in future LTN implementations.
- 3.3.50. Change in delivery 3 - Increased engagement with residents and businesses in future areas. Due to the public health crisis from March 2020, the council decided to implement the LTNs under experimental traffic orders. There was a need to support active travel, with the risk of a car-led recovery once lockdown eased. This approach was consistent with the Department for Transport (DfT) statutory guidance from May 2020, which

recommended rapid and transformative changes in response to a public health emergency.

- 3.3.51. As the programme has progressed, the council has duly increased the level of engagement with local communities by introducing trial feedback surveys for each scheme which residents can complete on an ongoing basis until the time of the consultation. All feedback received by the council through the different engagement and consultation channels will be considered in future decision making on each scheme.
- 3.3.52. In addition, experience has highlighted that increased engagement with businesses and groups representing disabled people to inform the development of LTNs would have been beneficial. These additional elements of engagement have been incorporated in the delivery process for the St Mary's Church LTN anticipated for delivery in 2021.
- 3.3.53. Following that, as measures to control the pandemic have been eased, the PFS programme will revert to a more traditional approach of undertaking engagement and consultation before decision-making on most future LTNs or Liveable Neighbourhoods (including Highbury New Park, Mildmay East, the Cally and Barnsbury & St Mary's).
- 3.3.54. This will include three phases of engagement for each area prior to implementation: early engagement, co-design, and consultation.
- 3.3.55. Change in delivery 4 – Contributing to 'greening' of the borough. As the LTN schemes implemented under ETOs undergo the decision-making process, there will be the opportunity to make greater use of planters, buildouts and greening to establish permanent traffic filters for those schemes which are made permanent, in line with the place-making aspirations of Liveable Neighbourhoods. As traffic reduces on the roads, this will also create more opportunities to convert road space to greening with build outs for tree planting, rain gardens and pocket parks. During the Commonplace consultation on people-friendly streets, 756 comments specifically asked for more greening. School Streets have been identified as ideal candidates to target increased greening opportunities as part of the same initiative as they would support the promotion of walking and cycling, contribute further to reducing air pollution and enhance social cohesiveness around the school community creating a high quality green environment. Greening and sustainable urban drainage systems (SUDS) will also help Islington's resilience to flooding, an urgent requirement when the borough is one of the six most vulnerable to the effects of climate change ([view source](#)). The council will work closely with local residents and businesses on a number of pilot greening projects in the people-friendly streets areas. There is a clear demand from residents for more green space in the borough especially in areas with limited green space and large amounts of paving. It is important that any new opportunities for greening in the low traffic neighbourhoods are delivered in partnership with local communities and a process will be developed which will involve the communities in the design and maintenance of new spaces.
- 3.3.56. Change in delivery 5- People-friendly pavements and exemptions. In the resident impact assessment (RIA) for each scheme, the council committed to engage with groups representing people with disability and mobility restrictions about the impact of LTNs. This engagement revealed that the council should give further consideration to improving pavements and streets to make active travel accessible.

- 3.3.57. It is proposed to launch the people-friendly pavements programme and to introduce exemptions for Blue Badge holders from designated camera-enforced filters within their home LTN, for a vehicle registered to their address. The exemption for resident Blue Badge holders will apply to new LTNs (those within 12 months of beginning operation), and to existing LTNs if and when a decision is taken to make them permanent (and permanent traffic orders are introduced). The details of the exemptions will be considered on a scheme by scheme basis.
- 3.3.58. Officers have had a number of meetings with disability groups and groups representing people who have complex mobility needs. Groups met include Disability Action in Islington, the Carers' Forum, Islington Parents' Forum, London Travel Watch, Transport for All, Keeping Safe sub group, Power and Control. Officers have also had email exchanges with Horizon on cycle schemes, low traffic neighbourhoods and pavement obstructions.
- 3.3.59. Key feedback from these meetings covered issues encountered with pavement accessibility, difficulty to access active travel and open spaces in the borough. On the specific topic of car journeys, the LTNs were perceived as disruptive, sometimes creating confusion and anxiety, making door-to-door journeys complicated, creating longer trips or even social isolation as people travel less and receive fewer visits. Lack of clear signage and legibility was another key concern. It was also felt that schemes should accommodate the needs of people with complex mobility issue as well as those caring for them by providing exemptions from traffic filters – some groups expressed in that respect a clear preference for camera-enforced filters rather than bollard filters. Other key themes were a perception of increased traffic on main roads and potential impacts on air pollution.
- 3.3.60. People-friendly pavements. The council is launching the 'people-friendly pavements' programme which will become another key element of the PFS programme. This programme will make Islington's pavements more accessible through improvements such as:
- Footway repaving
 - Foliage maintenance
 - Additional dropped kerbs
 - Tactile paving
 - Street clutter removal
- 3.3.61. Residents will be able to feed into the planning of this programme through the consultations and the focus groups with disabled groups and individuals planned as part of each LTN consultation. An audit of the streets in each ward will be carried out to assess pavements and to identify areas to improve.
- 3.3.62. Exemptions approach. Originally, the LTN programme was designed so traffic filters applied to all people driving without any exemptions, beyond emergency vehicles and some council service vehicles.
- 3.3.63. The council's initial rationale to not provide exemptions was based on three reasons:
- Access to all addresses is maintained within LTNs, but routes may need to change.
 - To create a safer environment for people to walk, wheel and cycle by significantly reducing motorised traffic on local streets.

- To reduce congestion and air pollution on the main roads. The objective of people-friendly streets is to reduce the overall number of trips, by supporting a change of transport away from private cars.

- 3.3.64. However, the 2020 Executive Paper RIA for people-friendly streets had identified a series of negative impacts for people who have a protected characteristic, in particular for disabled people. Following this RIA, the council engaged with disabled groups and people with complex mobility needs, reviewed correspondence, LTN trial feedback survey data, Commonplace comments, gathered data on car journey length and times, and reviewed research reports to better understand the nature of the constraints experienced by disabled people who travel by private car.
- 3.3.65. On the basis of this feedback and evidence, officers are now recommending the people-friendly streets programme offers an exemption to Blue Badge holders. The exemption will only apply for a single LTN and will allow Blue Badge holders to register a single motor vehicle for their personal use which is registered to their own address within (or on the boundary of) the low traffic neighbourhood in which they live. Proof of address, car registration and Blue Badge status are likely to be the evidence required. On successful application, a permit will be provided for this vehicle, which will allow the Blue Badge holder to drive, or be driven, through designated camera-enforced filters of the LTN in which they reside.
- 3.3.66. There will also be a separate route to obtain an exemption to drive through a designated filter in an LTN in which the applicant does not live, through an exceptional circumstance dispensation. Details around the application processes and exact criteria will follow in due course.
- 3.3.67. This is a carefully balanced recommendation taking into consideration the reasonable adjustments that this approach will offer to Blue Badge holders who may be disproportionately impacted by longer car journeys against the dilution of the benefits of the LTN for all, including for people with protected characteristics who are disproportionately impacted by traffic. More detail on the careful assessment undertaken by the council is in the Resident Impact Assessment (Appendix 1.)
- 3.3.68. The new exemption policy will apply from delivery of the St Mary's Church LTN this year as part of the LTN trials and be subject to continuous monitoring. In order to make the Blue Badge exemption policy legal, new traffic orders must be introduced in existing LTNs which include the new exemption. This gives the public a new six-month window in which to object to the new ETOs, which would mean that any original ETO trial which began more than 12 months ago will go beyond its 18-month maximum length, delaying a decision on whether to make the scheme permanent (or make changes). Therefore the new policy will not be retrospectively applied to any of the trial schemes which are more than 12 months old. For LTNs already implemented more than 12 months ago, these exemptions will only apply if and when the schemes are made permanent, following public consultations. The council will include questions on the Blue Badge holder exemption policy as part of the planned public consultations and focus groups.

3.4 Cycleways

3.4.1. **Objectives:** The council's Transport Strategy commits to "deliver a borough wide network of protected cycle routes and other cycling measures to enable more journeys to be made by bicycle". The council has further committed to:

- Deliver a dense borough-wide network of protected cycle routes on Islington's main roads and side roads.
- Ensure that 93% of residents live within 400 metres of the cycle network by 2041.

The delivery of improved cycling facilities further forms part of the council's response to the Covid-19 pandemic to avoid a car-based recovery resulting in higher levels of car use and resulting congestion and pollution on borough roads, and to help facilitate residents' transition to active travel.

3.4.2. **Implementation:** The delivery of cycleways in Islington, including pop-up cycle lanes, forms a further key part of the council's PFS programme. The council has worked in partnership with Transport for London (TfL) and neighbouring boroughs to introduce three new pop-up cycle lanes at: York Way, Liverpool Road (Cycleway 38), and Green Lanes, delivered between July 2020 and April 2021. These new cycle lanes have been introduced under 18-month trials using experimental traffic orders (ETOs). To inform the final decision at the expiry of the ETOs, monitoring reports will be published, and public consultation will be held for both York Way and Liverpool Road in autumn 2021. The Green Lanes scheme was consulted on pre-Covid by Hackney and they will manage any future decision-making process required. Cycleway 38 on Liverpool Road is complemented by the permanent stretch of Cycleway 38 on Drayton Park (including the new roundabout at the junction with Benwell Road). This scheme was consulted on prior to the pandemic and has its own Executive Report (published 17/10/2019).

3.4.3. **Programme for next two years:** The Islington Transport Strategy sets a timescale to deliver a dense borough-wide network of protected cycle routes by 2041. To support the delivery of this objective the council will (subject to funding): work with TfL to support the development of a pop-up cycle lane connecting Camden and Tottenham Hale (Cycleway 50); develop and consult on proposals for Old Street / Clerkenwell Road; implement other cycle improvements; and continue to develop the borough cycle network subject to funding. The council also has an ambition to deliver a Regents Canal to Highgate cycle route.

3.4.4. **Monitoring:** The council has been monitoring the cycle lane on Liverpool Road (Cycleway 38) and will be publishing monitoring results in advance of the public consultation. The monitoring report will reflect a before and after assessment of the trial using the following data: motorised traffic counts and speeds, cycling counts, and air quality data and will be published in autumn 2021. Monitoring reports, together with the outcomes of public consultation, will inform the final decision-making about each scheme.

3.4.5. **Public engagement and consultation:** Public consultation on the pop-up measures installed on York Way was carried out by Camden Council and completed on 20 September 2021. The pop-up cycle lane on Liverpool Road (Cycleway 38) will be consulted on during autumn 2021. The consultations will ensure public participation in the process and allow officers to gather feedback, understand concerns and to inform the decision whether to amend the scheme, make it permanent or remove it at the end of the 18-month trial period. The council will also work with TfL to develop an engagement strategy for residents

and businesses as part of the development of the Camden to Tottenham Hale Cycleway 50, and is developing a timetable for public consultation as part of the design and feasibility of proposals for Old Street / Clerkenwell Road.

3.5 **Lorry Control**

- 3.5.1. As stated in the Islington Transport Policy, the council is committed to reducing the impact of HGVs in the borough by introducing a borough-wide lorry control scheme restricting lorries from driving through the borough on local streets. This will improve air quality, and reduce noise vibration and road danger. Existing localised lorry restrictions currently cover approximately 60% of local roads in the borough. Through the implementation of the low traffic neighbourhoods programme, the lorry control scheme will be extended to every neighbourhood within the borough.
- 3.5.2. Where required, individual lorry control enforcement schemes will be delivered in advance of a low traffic neighbourhood in response to local feedback and traffic data.

3.6 **Complementary measures and behaviour change**

- 3.6.1. The council's Active Travel programme includes a range of initiatives which seek to enable changes in people's travel behaviour which complement the PFS programme including:
- A commitment to install 400 on-street [bike hangars](#) over four years, with 240 installed to date.
 - Work with schools on the [TfL STARS](#) programme to develop their active travel plans. This scheme has a track record of increasing walking and cycling for both pupils and parents.
 - Community-led active travel plans pilot in three residential communities in LTNs: Bevin Court, Dover Court and Packington.
 - Cycle hire is available in Islington from [three providers](#): Lime, TfL's Santander scheme and Human Forest.
 - Access to [Try Before You Bike](#), an affordable bike purchase scheme for adult bikes, child bikes and cargo bikes, including an option for businesses to purchase e-cargo bikes at a discount.
 - Extensive [free cycle training](#) programme to support the take up of confident and responsible cycling including: Bikeability in schools; family cycle skills; adult cycle skills; school holiday Learn to Ride courses; weekend Learn to Ride courses for adults; led rides; all ability cycling sessions with Pedal Power for adults with mild Learning Difficulties; bike maintenance courses; Dr Bike sessions.
 - Working with Tower Hamlets and Hackney on a [Zero Emissions Network](#), which offers free advice and services to business and residents looking to switch to low emission energy and travel options.

Additionally, officers will explore opportunities to promote the availability of options such as disability scooters and adapted cycles through micromobility operators or other avenues.

- 3.6.2. The council installed 80 cycle stands between January 2021 and March 2021 with funding from TfL. Locations included areas near town centres such as Angel and Fonthill Road in Finsbury Park as well as within PFS schemes such as low traffic neighbourhoods and near to School Streets. The council is looking to secure additional funding to further expand cycle parking across Islington later this year. Some existing stands can accommodate on-

street stands for cargo bikes or disability scooters, and the council will look to incorporate the required space as part of installing more Sheffield cycle stands.

- 3.6.3. The council works with neighbouring authorities, the Mayor of London and TfL to deliver a number of services that provide mobility for residents with disabilities who do not have access to a private car. These initiatives include:
- The Freedom Pass – free travel after 9.30am on buses, trains, underground, trams, Docklands Light Railway in London for both older people (60 and over) and those with statutory disabilities.
 - Taxicard – subsidised travel in licensed taxis and private hire vehicles (mini cabs) to residents with serious mobility impairments or who are severely sight impaired. It enables members who have difficulty in using buses, trains and tubes to get out and about.
 - Dial-a-ride – a shared bus service provided by TfL for residents with permanent or long-term disability who are unable to use public transport.
 - Scootability – free-mobility scooter hire for residents, aged over 16, with a mobility impairment.
- 3.6.4. The Islington Transport Strategy 2020 – 2041 includes the following commitments in relation to improving the accessibility of public transport:
- Continue to campaign for full step-free access for all Network Rail, Underground and Overground services in Islington with priority being given to major interchanges such as Highbury and Islington and Old Street stations.
 - Support the delivery of step-free access throughout Finsbury Park and Farringdon Stations.
 - Continue to campaign for all stations on the Overground network in Islington to be fully accessible.
 - Work with the Mayor of London, other London boroughs and taxi and private hire companies to create a sustainable and inclusive taxi and private hire service for those who need it.
- 3.6.5. The Transport Strategy also makes a commitment to managing freight services in Islington to reduce road danger and manage their impact on the local environment (which could include freight consolidation), as well as looking into noise and pollution issues around moped and motorcycles used by delivery companies. The introduction of the people-friendly streets programme should help to enable many of these local deliveries to be made by sustainable means, which would reduce road danger, noise and air pollution.
- 3.6.6. During the COVID-19 pandemic, severe funding constraints on TfL have limited its ability to commit to any further investment in accessibility improvements at TfL stations. As the pandemic subsides and fare income returns, the council will continue to lobby for improvements. Notwithstanding the recent pandemic, accessibility (step-free) improvements are taking place at Finsbury Park Station to install two lifts to provide step free access to the remaining Network Rail platforms.

4. Implications

4.1 Financial implications:

4.1.1. In February the council approved the following capital budgets for 2021/22 - 2023/24:

Low traffic neighbourhoods (LTNs) – £3.840m

Liveable Neighbourhoods (LNs) – £4.000m

School Streets – £1.200m

The LTNs budget includes £0.986m previously approved for Lorry Control and the LNs budget includes £1.000m previously approved for Highbury New Park / Mildmay East.

The council has received £0.362m in funding from TfL's Corridors programme to support the LTN and School Streets programmes in 2021/22.

This programme is also supported by £0.456m of Section 106 funding.

4.1.2. The council has received £0.124m in funding from TfL's Cycle programme to support cycling projects in 2021/22.

4.1.3. *Revenue*

Income received will be allocated to the ring-fenced parking account, with the level of income dependent upon the level of compliance. Any surplus from this account is appropriated into the council's General Fund at the year end. Expenditure from the General Fund includes highways investment, roads and footways, highways maintenance, environmental improvements, concessionary fares, and transport for pupils with special education needs. Total expenditure in these areas has consistently been greater than any surplus generated through the ring-fenced parking account. The impact of this will be modelled as part of the medium-term financial planning process.

4.2 Legal Implications

4.2.1. By Section 16 of the Traffic Management Act 2004) local traffic authorities must: "manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives–

- a) securing the expeditious movement of traffic on the authority's road network; and
- b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

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

- c) the more efficient use of their road network; or
- d) the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority;

and may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in the road network ...”

“Traffic” includes pedestrians.

These considerations are embedded within the report including at paragraphs 3.1.3–3.1.4, 3.1.6, 3.1.9, 3.3.2, and 3.3.48.

- 4.2.2. The Road Traffic Regulation Act 1984 (the “1984 Act”) Section 9 enables the council to make an experimental traffic order (“ETO”). An experimental traffic order may not last longer than 18 months. S10 of the 1984 Act gives a power to modify or suspend the ETO in certain circumstances.
- 4.2.3. In deciding whether to make an order under section 9 or modify / suspend under section 10 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.
- 4.2.4. 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.
- These considerations are embedded in the report including in paragraphs 3.1.1–3.1.9, 3.3.1–3.3.31, 3.3.47–3.3.68, 3.5 and 3.6.5.
- 4.2.5. The procedures to be followed before making a traffic regulation order are set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (“the 1996 Regulations”).
- 4.2.6. The 1996 Regulations Part IV 22 (2) provides that a local authority must give a minimum of seven days’ notice of any provision of an experimental traffic order coming into force, beginning with the day on which a notice of making in relation to the order is published.
- 4.2.7. The 1996 Regulations Part II 6 provides that a local authority must, before making an order, consult any of the following who may be affected by the order: neighbouring local authorities, bus operators, Transport for London, the NHS trust/ambulance operator, the Metropolitan Police Service and the London Fire Brigade. Moreover, in all cases, the local authority must consult the Freight Transport Association, the Road Haulage Association, and such other organisations (if any) representing persons likely to be affected by any provision in the order as the order making authority thinks it appropriate to consult.

- 4.2.8. Once an ETO is in place, any person may object to the making of the permanent Orders within a period of six months beginning with the day on which the experimental Orders come into force or, if the Orders are 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.
- 4.2.9. In due course, in deciding whether or not to make the ETOs 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.
This is discussed at paragraphs 3.3.32–3.3.46.
- 4.2.10. The Highways Act 1980 and the Highways (Traffic Calming) Regulations 1999 (as amended) gives the council power to install and construct any works on the public highways for which it is the highways authority. The construction of build-outs is specifically authorised by the 1999 Regulations. All signage related to the scheme should be compliant with Traffic Signs Regulations and General Directions 2016.
- 4.2.11. The proposals for people-friendly streets outlined in this report should have regard to the Department for Transport’s (DfT) statutory guidance ‘Network Management in response to COVID19’ published in May 2020 and updated on 13 November 2020. This is referenced in paragraphs 1.2, 3.1.2, 3.1.9 and 3.3.50.
- 4.2.12. In addition 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. On 20 January 2021, the High Court upheld a judicial review brought by the London taxi trade against Transport for London’s (TfL’s) Streetspace Plan and Interim Guidance to Boroughs and a specific scheme on Bishopsgate. A Court of Appeal decision on 16 June 2021 overturned the earlier decision, and the Court of Appeal Judgment was issued on 30 July ([view source](#)). In due course officers will consider the further implications of the Court of Appeal decision.
- 4.2.13. Regard should also be had to the Islington Transport Strategy (adopted in November 2020). The Islington Transport Strategy is referenced throughout the report, in paragraphs 3.1.2–3.1.3, 3.1.5, 3.2.3, 3.3.3, 3.3.11, 3.3.21, 3.3.24, 3.4.1 and 3.6.4–3.6.5.
- 4.2.14. These functions are functions within section 149(1) of the Equality Act 2010 attracting the duty to have “due regard” to the need to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- This dealt with in the resident impact assessment (Appendix 1) and the assessment is summarised below in paragraphs 4.4.1 – 4.4.10.

- 4.2.15. Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property, Article 2, right to education and Article 8, right to respect for private and family life.
- 4.2.16. In relation to Article 1 some residents may no longer be able to use the most direct access to their homes. However, under the operation of these schemes, alternative access will be in place. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report.
- 4.2.17. In relation to Article 2, access to educational institutes will not be affected by the proposals. Access to local educational institutes will be maintained by all modes of transport.
- 4.2.18. 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 schemes proposed in this report will impede on the right to individuals to respect for private and family life either in public or on private land. Further, the schemes are proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.
- 4.2.19. 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.
- 4.2.20. Officers will ensure that the relevant considerations and legislation outlined above are taken into account when decisions are made on individual schemes by way of delegated decision reports. Officers are satisfied that the recommendations in this report have been arrived at after a careful weighing up of the various and sometimes competing considerations, that they strike an appropriate and proportionate balance and that, if adopted, the various legal duties set out will have been discharged.

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

- 4.3.1. Implementing School Streets at all primary schools (or similar interventions where a full School Street is not possible) and delivering low traffic neighbourhoods across the borough and making active travel (including cycling) the easiest option are identified actions in the council's Net Zero Carbon Action Plan (November 2020). The intention behind the schemes is to reduce traffic through School Streets during key hours, and through the LTNs during all hours. This reduction in traffic volumes (as already evidenced in the monitoring reports) will improve air quality outside schools and in LTNs by reducing harmful emissions like NOx and PM10s, and will also encourage residents and commuters to walk and cycle more by creating a lower traffic environment. The delivery of cycleways, including pop-up cycle lanes, also helps encourage and enable more people to cycle by providing dedicated and largely segregated facilities. In some cases – such as where parents stop driving their children to and from school, or residents choose not to drive for short trips, or traffic

“evaporates” due to the new restrictions – this will reduce traffic, emissions and congestion. However, there may also be cases where motorists take longer routes, leading to additional emissions and congestion elsewhere, including on boundary roads of LTNs. On balance, it is expected that the overall emissions (including carbon emissions) and congestion will reduce on the roads within the schemes, and surrounding areas, as more residents and others are encouraged to travel by sustainable means of transport. It is important to note that any reductions in traffic volumes and emissions should be compared not just to the pre-pandemic situation, but also to models which showed that in the absence of action, private motor vehicle journeys could have nearly doubled. (view source) From October 2021, the whole of Islington will be inside the expanded Ultra Low Emission Zone (ULEZ), which should reduce emissions on the borough’s roads. From October 2021, the whole of Islington will be inside the expanded Ultra Low Emission Zone (ULEZ), which should reduce emissions on the borough’s roads.

- 4.3.2. In addition, the works required to implement the schemes, such as building out kerbs and installing bollards or cameras will have implications including use of materials and energy, generation of waste, contractor vehicle use and potential nuisance issues such as noise. The new enforcement cameras and some signage will also have ongoing energy use. However, these impacts will be mitigated by the long-term reduction in emissions from traffic that the schemes are expected to deliver.

4.4 **Resident Impact Assessment**

- 4.4.1. 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.
- 4.4.2. **Purpose.** The RIA considers both positive and negative impacts of the proposals. In some instances a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within such a group. For example, while some disabled people may rely on cars for mobility there are also many disabled people who use other modes of travel and therefore, for most groups, the impacts will be a mix of positive and negative depending on the particular mode of travel generally used.
- 4.4.3. Taking this into account, the 2020 Executive Paper RIA for people-friendly streets had identified a series of negative impacts for people who have a protected characteristic, in particular for disabled people. Throughout 2020 and 2021 the council engaged disabled groups, people with complex mobility needs, gathered data and research on how LTNs can affect disabled people. The 2021 programme review includes two main outcomes to improve access and mitigate the negative impacts previously identified in trial schemes: the new local exemption policy for Blue Badge holders and the people-friendly pavement project.

- 4.4.4. **Positive impacts.** By implementing these changes and restricting through traffic, the PFS programme will continue to reduce road danger and improve accessibility. The measures should also reduce the negative impacts of traffic, improve air quality, and reduce injuries from road traffic collisions. The design of the schemes is developed with the aim to improve Islington's streets as aligned with the Healthy Streets indicators. The following Healthy Streets elements will deliver benefits to residents, businesses and visitors: enabling pedestrians from all walks of life to use the streets, easier to cross the street, reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the local area. The people-friendly pavements project will benefit all people who walk, use wheelchairs or other mobility aids by removing existing barriers, reducing clutter and improving maintenance. Another key positive impact comes from the proposed exemption policy for Blue Badge holders, outlined in 3.3.62 – 3.3.68. Cycleways provide high quality, safe infrastructure to support people to cycle more, especially children, older people and those who use adapted cycles. The review also explores pathways to deliver four 'Liveable Neighbourhoods' with significant public realm improvements which will benefit all users of the public realm, and achieve greater comfort and sustainability for all users, with positive impacts on children, older residents, and disabled people.
- 4.4.5. **Negative impacts.** It is the purpose of the RIA 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.
- 4.4.6. Whilst the purpose of LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel. The proposed exemptions policy for Blue Badge holders from their home LTN for a single vehicle partly mitigate this identified impact on shorter journeys, however the exemption does not address the needs of those who rely on taxis or other private hire vehicles due to mobility reasons, and who might be affected by longer journeys and increases in fares. On the other hand, exemptions could trigger an increase in local traffic levels and dilute the benefits of LTNs in a way that worsens active travel conditions and negatively impact on everyone. The full resident impact assessment in Appendix 1 weighs up both the positive and negative impacts that could materialise from the exemption approach on people with disabilities.
- 4.4.7. By design the changes will restrict through routes which will encourage non-local journeys to take place on the main road network surrounding the LTN area. Displacement might result in increases in congestion, community severance and worse air quality would affect residents living on the main road network or near junctions, which could also impact bus journey times. A monitoring strategy has been put in place to understand whether displacement takes place onto Islington's main roads. The monitoring data and the potential for mitigation measures will be a key consideration in making any LTN changes permanent. Thus far, Islington's monitoring results have mainly shown overall negligible change of traffic volumes on main roads. Other borough's monitoring data such as Hackney or Lambeth have shown that traffic on main roads has not substantially increased following LTN implementation. However, if traffic displacement arises as a medium-term issue, the council can take a series of measures detailed in the RIA.
- 4.4.8. Several measures relating to School Streets or cycleways can have negative impacts on children, parents or carers who drive. The potential removal of parking bays outside School

Streets located on main roads – could negatively impact disabled drivers who need to access the street. Another impact is that School Streets reduce road space for vehicular movement – with the potential to increase congestion and increase travel times. This could also affect public transport services, which may have a greater impact on certain groups with protected characteristics. Increases in congestion, community severance and worse air quality would impact residents living on the main road network.

- 4.4.9. Finally, cycleways might create accessibility issues for people who walk, wheel or use buses. The removal of certain traffic islands and pedestrian refuges and the addition of wands and stepped tracks to accommodate cycleways might make it harder to cross roads. Bus stop bypasses might also be required to deliver cycleways and can create hazards people using buses. Those negative impacts of cycleway infrastructure will be considered at design stage, through monitoring and engagement with particular groups.
- 4.4.10. A robust monitoring and mitigation plan are outlined in the RIA to address the negative impacts above, particularly with reference to how they impact people with protected characteristics. This includes continued engagement with people with protected characteristics and reviewing impacts of exemptions, specifically the volume of traffic travelling through the LTN areas.

5. Reason for recommendations

- 5.1 Islington has realised some of its earlier ambitions for people-friendly streets initially conceived in response to the Covid-19 pandemic based on Government guidance.
- 5.2 At the same time, the PFS programme has brought forward and given a name to the implementation of many parts of the council's longer-term plan laid out in the Islington Transport Strategy and the Vision 2030 (Net Zero Carbon) Strategy, with seven low traffic neighbourhoods covering 23% of the borough, three new pop-up cycleways providing key connections across the borough and 22 new School Streets (bringing the total to 35) expedited. Although consulted on before the pandemic, the implementation of the permanent cycleway 38 between Finsbury Park and Highbury Fields in May 2021 is a key cycling link, and provides a model for future infrastructure work. There is the opportunity to build on the foundations so that the PFS programme contributes to further improvements towards the council's wider ambitions related to health, active and sustainable travel, clean air, climate change and social justice.
- 5.3 It is therefore recommended that Executive renews the commitment to the PFS programme going forward as set out in the report of June 2020, and with the amendments proposed by this report, at this time when it seems probable that measures to control the pandemic will be eased. This includes: progressing with delivery of School Streets at schools on main roads and with Islington's first four Liveable Neighbourhoods to contribute to the broader place-making agenda alongside a commitment for people-friendly streets to contribute to greening of the borough.

- 5.4 Feedback and evidence from various sources showed that disabled people who rely on cars for their mobility are facing increased length, time and cost for journeys, in particular for shorter, local journeys due to LTNs. The approach to granting exemptions to Blue Badge holders in their home LTNs (complemented by an exceptional circumstance dispensation) set out in this paper to address this is considered a fair and proportionate response that will also preserve the integrity of the LTNs, . The details of the exemptions will be finalised on a scheme-by-scheme basis. This will be carefully monitored, as an LTN needs to have low traffic volumes, and if volumes increase significantly a review of these exemptions could be triggered. Moreover, the council is committed to progressing equality and its Fairness agenda.
- 5.5 It is therefore further recommended that Executive approves the approach to granting exemptions to camera enforced traffic filters set out in this report, specifically granting residents who are Blue Badge holders exemptions to camera enforced traffic filters in their home LTN.
- 5.6 Key feedback also covered issues encountered with pavement accessibility, difficulty to access active travel and open spaces in the borough. It is therefore recommended that the Executive approves the progression of the people-friendly pavements programme set out in this report.

Appendices

Appendix 1: Resident Impact Assessment

Appendix 2: Steer Journey Time Analysis (2021)

Final report clearance:

Signed by:



Executive Member for Environment and Transport

6 October 2021

Date

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