

Environment
Town Hall, Upper Street, N1

Report of: Executive Member for Environment, Air Quality and Transport

Meeting of: Executive

Date: 12 January 2023

Ward(s): All

Subject: People-friendly Streets Programme Update

1. Synopsis

- 1.1. This Executive paper is an update on the people-friendly streets programme, its progress against the longer-term plan to realise cleaner, greener, healthier streets for local people in Islington and a recorded decision of Executive's agreement to continue the programme in the borough.
- 1.2. Since the people-friendly streets programme started in June 2020 it has contributed to the long-term plan to transform the borough and progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening, creating safe walking and cycling networks across neighbouring boroughs and place-making as set out in the Islington Transport Strategy (2020) and Islington's Vision 2030 (Net Zero Carbon) Strategy (2020). To continue to deliver this transformation and build borough's climate resilience, the next phases of the programme will focus on the implementation of liveable neighbourhoods and supporting schemes across the borough.
- 1.3. It is the council's ambition to expand the School Streets scheme, part of the people-friendly streets programme, to include secondary schools in the borough. This means that measures to reduce road danger for children and other road users, improve air quality around schools and promote active travel to and from schools will be implemented at primary schools on local and main roads as well as at secondary schools.

- 1.4. People-friendly pavements programme will further support the council's objective to create a more equal Islington. Through the implementation of various improvements to the footways such as dropped kerbs, tactile paving and decluttering, the borough's pavements will become more accessible and inclusive for all.
- 1.5. Furthermore, the council aims to improve cycling in Islington and make it an accessible option for as many local people as possible. The continuation and expansion of the cycleways programme as part of the people-friendly streets programme, will allow the council to meet these objectives and fulfil wider programme commitments set out in the Islington Transport Strategy (2020).

2. Recommendations

- 2.1. To note the progress on the delivery of the people-friendly streets programme, as set out in this report, from 3.4 to 3.11.
- 2.2. To agree the continuation of the people-friendly streets programme as outlined in the Executive report of 18 June 2020, Executive report of 14 October 2021 and amended by this report, including a) School Streets; b) liveable neighbourhoods (including the Blue Badge exemption policy and people-friendly pavements) and c) cycleways.
- 2.3. To agree to the roll out of future phases of the School Streets programme at schools on main roads, following the delivery of two successful trial schemes, as set out in this report, from 4.11 to 4.13.
- 2.4. To agree to the initiation, consultation and delivery of School Streets at secondary schools, as set out in this report, from 4.14. to 4.15.
- 2.5. To agree to commence phase three of the people-friendly streets programme by developing and delivering liveable neighbourhoods (LNs) in the borough, subject to in-depth consultation and engagement, as set out in this report, from 5.1 to 5.9.
- 2.6. To note that the 'Individual exemption' policy for access through existing traffic filters is currently being trialled and a feedback period is open. The final policy will be subject to a future Executive decision, taking into consideration the feedback received during the trial, as set out in this report, from 5.14 to 5.18.

- 2.7. To note the council's ambitious vision with regards to the cycle network in the borough, as set in this report, from 6.1 to 6.7.
- 2.8. To agree the delegation of authority from the Corporate Director of Environment to the Director of Climate Change and Transport, in consultation with the Executive Member for Environment, Air Quality and Transport and the Corporate Director of Environment, to continue the implementation of the people-friendly streets programme through specific schemes.

3. Background

- 3.1. On 18 June 2020, the council's Executive approved a report on the people-friendly streets programme, which set out the objectives of the programme, to create a cleaner, greener and healthier borough as well as the council's response to the health emergency related to Covid-19 pandemic. The Executive report 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.
- 3.2. The Executive report published on 14 October 2021, built on the aims of the previous report, through continuation of the people-friendly streets programme, and laid out next steps for the programme during the transition period from the Covid-19 emergency into the new post-pandemic situation. This Executive report recommended: a) the continuation of the programme to achieve set objectives; b) the initiation of the School Streets programme on main roads; c) changes to the delivery of low traffic neighbourhoods including introduction of people-friendly pavements programme; d) introduction of the Blue Badge exemption policy in the low traffic neighbourhoods as a trial; and e) an approach for the delivery of cycleways in the borough.
- 3.3. Through the people-friendly streets programme, Islington's streets have become friendlier places that are easier for everyone to use, where people can enjoy being outside in cleaner air, where walking, cycling, using buggies and wheelchairs is safer and easier and where relaxing or playing outside is pleasant and safe. The measures that have been introduced through the programme are aligned with the Islington Transport Strategy (2020), the Mayor's Transport Strategy for London (2018), Department for Transport's (DfT) statutory guidance and Government policy. The programme also forms part of the council's Vision 2030 (Net Zero Carbon) Strategy 2020 to tackle the climate emergency within the borough.
- 3.4. **Monitoring.** To measure the effectiveness of the programme, all low traffic neighbourhoods (LTNs) falling under the people-friendly streets programme undergo thorough monitoring. Monitoring gathers data on traffic volumes, traffic

speeds, air quality, cycling volumes, emergency service response times and crime and anti-social behaviour (ASB). For LTN schemes that have been in place for over 12 months (six out of seven LTNs at the time of writing this report), initial programme-wide monitoring results were analysed. The monitoring is based on the data gathered prior to the implementation of each scheme (baseline data) and the data collected around 12 months after the implementation of each scheme (pre-consultation data). The programme-wide results presented below include data from six low traffic neighbourhoods: St Peter's, Canonbury East, Amwell, Clerkenwell Green, Canonbury West and Highbury (formerly Highbury West and Highbury Fields LTNs).

3.5. The findings from the monitoring show that people-friendly streets schemes achieve the desired objectives of reducing road danger, improving air quality and making it easier and safer to walk, wheel and cycle, indicating that the programme should be continued. The results are as follows:

- On internal roads, traffic volumes have fallen by 64% and speeding traffic has fallen by 79%.
- On boundary roads, traffic volumes have fallen by 3% and speeding traffic has fallen by 3%. Taken as an average across all boundary roads there has been a decrease in traffic with some boundary roads experiencing a significant decrease. However, there are a few boundary roads that experience fluctuating levels of traffic or increase in volumes of traffic. Although there are multiple factors that may have contributed to the increase in volumes of motor traffic such as gyratory works, fluctuating travel behaviours and road works or major transport projects in the surrounding areas. The council will continue to closely monitor these sites and implement mitigation measures where feasible.
- Cycling volumes on internal roads increased by 49% and on boundary roads by 10%.
- The average London Fire Brigade attendance times for first and second appliances remain within the targeted times.
- No significant effect on ASB or street based criminal offences.
- The programme-wide monitoring conducted after each scheme has been in place for around 12 months, suggests that there is a 79% decrease in volumes of motor vehicles speeding on internal roads and 3% decrease on boundary roads. A further study showed that in Canonbury East and St Peter's LTNs there has been zero 'Killed or Seriously Injured Casualties (KSI)' on internal roads in both LTNs in two years post-implementation compared to more than five KSIs in each LTN prior to their implementation. The comparison of data from 2019 and 2021 of 'Killed or Seriously Injured Casualties' in Islington shows a decrease of 13.5%,

suggesting that the people-friendly streets programme has improved the safety of local roads without putting excessive burden on boundary roads.

3.6. Public consultations. After each low traffic neighbourhood scheme has been in place for around 12 months, local communities were asked for their feedback on the measures. Results from six public consultations allow the council to better understand how residents and businesses perceive the schemes and include this feedback as part of the decision-making process. Thus far, results from consultations on low traffic neighbourhoods (except St Mary's Church LTN, which is yet to take place) show that overall the schemes are meeting their objectives.

The programme-wide results are as follows:

- 32% of respondents stated that they walk or cycle to local shops and businesses more since the trial started, compared to 12% of respondents who stated that they are doing this less.
 - 26% of respondents stated that they walk or cycle more for shorter journeys instead of driving since the trial has started, compared to 11% of respondents who stated that they are doing this less.
 - 22% of respondents stated that they walk, use a wheelchair or another mobility aid on pavements more, compared to 8% of respondents who stated that they are doing this less.
 - 33% of respondents stated that it is easier to get to local shops and services by walking and cycling, compared to 22% of respondents who stated that it is harder.
 - 37% of respondents stated that it is easier for them to make trips that they need to make by walking and cycling, compared to 23% of respondents who stated that it is harder.
 - 43% of respondents reported less noise from motor traffic, compared to 29% of respondents who reported more noise from motor traffic.
 - 46% of respondents reported less traffic on their streets, compared to 29% of respondents who reported more traffic on their streets.
 - 21% of respondents reported using their car less for shorter journeys, compared to 10% of respondents who stated that they are using their car more for shorter journeys.
 - 38% of respondents stated that the streets look nicer, compared to 26% of respondents who disagreed.
 - 37% of respondents reported that the air is cleaner, compared to 24% of respondents who reported that the air is less clean.
 - 35% of respondents stated that they felt safer using the streets during the day, compared to 28% of respondents who stated that they feel less safe.
 - 26% of respondents stated that they felt safer using the streets at night, compared to 40% of respondents who stated that they feel less safe.
- Initial programme-wide monitoring data does not suggest the LTNs have

had a negative impact on anti-social behaviour (ASB) and crime, however perception of safety and insecurity can deter people from using active travel modes. The council will investigate improving the public realm in ways which could deter the potential for crime, and to make areas feel subjectively safer. These public realm improvements could include improving sightlines for people walking and introducing new or improved public lighting. In addition, the council is committed to working with its Community Safety Team and the Metropolitan Police to make Islington's streets safer.

- 3.7. To further confirm the positive impact of the people-friendly streets programme on the borough's streets, in 2022 Islington was scored the highest out of all London boroughs in the Healthy Streets Scorecard¹ with a score of 7.12 out of 10 for the second year in a row. Furthermore, the borough also scored the highest in the 'traffic free School Streets' category, with 50% of Islington's streets being part of the School Streets scheme. This assessment covers LTNs, protected cycleways, CPZs, 20mph limits and School Streets (Islington came top of the 32 boroughs, excluding the City of London).
- 3.8. Wider research into benefits of School Streets programme suggests that, with about 40% of London's children being overweight or obese² achieving greater levels of active travel to school is integral to sustainable transport as well as public health. The World Health Organisation (WHO) recommends at least 150 minutes of moderate-intensity physical activity per week for adults, and that children should be active on average for at least one hour per day³. Research has also shown that walking to school has been associated with positive cognitive development in school children⁴. However, it is evidenced that an increase of traffic is one of the key factors why children and young people change the way they interact with the environment, which has been linked to decreased autonomy and freedom to expand social networks⁵. Furthermore, 81% of London parents say it is essential for local authorities to take steps to make it easier for families to walk and cycle to school⁶.

¹ [Healthy Streets Scorecard](#)

² [The London Health Inequalities Strategy](#)

³ [WHO guidelines on physical activity and sedentary behaviour](#)

⁴ [Active Commuting to and from School, Cognitive Performance, and Academic Achievement in Children and Adolescents: A Systematic Review and Meta-Analysis of Observational Studies](#)

⁵ [Decreasing experiences of home range, outdoor spaces, activities and companions: changes across three generations in Sheffield in north England](#)

⁶ [Sustrans and YouGov research on cycling to school.](#)

- 3.9. The Islington Air Quality Annual Status Report 2021 includes air quality data from six LTNs (St Mary's Church LTN was implemented in 2022). The report states: "while there is variation between low traffic neighbourhoods, these results show a decrease in NO₂ from 2018 to 2020, with similar pollution levels in 2020 and 2021, with 2021 pollution levels below pre-2020 levels. This is in line with the trends also observed in the wider borough sites. 2020 showed particularly low levels of NO₂, reflecting longer term trends, but also the impacts of Covid-19 on pollution. (...) The LTNs were implemented, in many cases, at the end of or just after this period of low pollution in 2020⁷". These findings suggest that people-friendly streets programme fulfils the set objective of improving air quality in the borough.
- 3.10. In September 2022, the council published its 2021 monitoring report for the Islington Transport Strategy 2020-2041, which presents the progress towards the delivery of the Islington Transport Strategy policies⁸. The people-friendly streets programme is one of the key pillars of delivering the ambitious objectives set out by the strategy. The 2021 monitoring report includes the following key findings:
- Additional 31% of the borough's population within 400m of the strategic cycle network.
 - 2.7% increase in bus speeds.
 - 4.6% reduction in private car ownership.
 - 33% reduction in the number of Killed and Seriously Injured (KSIs).
 - 2-minute reduction in average journey times between the full and step free network.
- 3.11. Programme-wide analysis of the results from monitoring and public consultations in addition to borough-wide monitoring reports on key objectives show that the people-friendly streets programme is meeting the core objectives of reducing road danger, improving air quality and making it easier and safer to walk and cycle on Islington's streets. As societal impacts of climate change are starting to be visible, the council needs to ensure that active forms of travel, with low carbon footprint, are available and accessible to Islington's residents and visitors. To enable this and further improve the borough's streets, it is the council's ambition to continue the people-friendly streets programme through the further roll out of liveable neighbourhoods, school streets, cycleways and supporting improvements across all areas of the borough.

4. School Streets

⁷ [Annual Status Report 2021 \(islington.gov.uk\)](https://www.islington.gov.uk/annual-status-report-2021)

⁸ [2021 Monitoring report - Islington Transport Strategy 2020 – 2041](#)

4.1. **School Streets programme.** Our School Streets programme is helping to create a cleaner, greener and healthier borough by temporarily closing the roads to motor traffic which host a school to become a pedestrian and cycle zone during schools' opening and closing times. The objectives of Schools Streets scheme are as follows:

- 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.

4.2. So far the council has introduced 35 School Streets covering 36 primary schools in the borough, which accounts for 88% of all eligible primary schools. 30 of these School Streets are now permanent following successful public consultations and monitoring. The remaining five School Streets are currently implemented as trials: three School Streets were changed following public consultation and monitoring to address concerns raised, and two new schemes introduced as part of Phase 3 of the programme. The decisions on these School Streets are due in 2023/24. All existing School Streets can be seen on [this map](#). The remaining School Streets with proposed traffic restriction measures (i.e. camera enforcement) are planned to be implemented by Spring 2025. In the next few years, the School Streets programme will focus on the delivery of environmental improvements outside the primary schools on the main roads as well as the roll out of School Streets trials for secondary schools.

4.3. **Public consultations.** In 2021 and 2022 the council carried out public consultations for 17 of the School Street trials that were introduced as part of the people-friendly streets Covid-19 emergency response, in addition to 13 School Streets that were introduced pre-covid. The public consultation enabled officers to collect feedback from local residents, businesses and school communities and to better understand concerns at each of the locations, as well as to gauge a level of support and/or objection for these measures to continue on a permanent basis. The results allowed officers to make informed recommendations on which trials should be made permanent, or changed as needed, following a thorough analysis. The results for the Phase 1 Acceleration⁹ and Phase 2 Acceleration¹⁰ show that overall the public supported the key objectives of the programme and would like for the schemes to continue following successful trial periods.

4.4. The key findings of Phase 1 Acceleration public consultation are as follows:

- 61% of respondents described School Streets as a positive change in their open text boxes replies (11% did not).

⁹ [Phase 1 School Streets Consultation Results \(islington.gov.uk\)](#)

¹⁰ [Phase 2 School Streets Consultation Results \(islington.gov.uk\)](#)

- 60% of respondents noticed changes in how children and parents/carers travel to school (40% did not).
- 18% have changed the way they travel to school/work/their homes to sustainable transport modes.
- 38% noticed improvements in air quality (versus 5% who said air quality worsened).
- 61% feel safer during the School Street operating hours (27% said it did not feel safer).
- 45% find that social distancing has been easier (versus 26% who said it was not).
- 64% said that they had noticed an increase in activities such as walking cycling, scooting, socialising around schools, with 24% also mentioning an increased sense of community and social interaction.
- Children were generally more supportive of the School Streets than their adult peers. 81% of respondents voiced support of School Streets (compared to 61% of adult respondents), with safety stated as the main reason.

4.5. The key findings of Phase 2 Acceleration public consultations are as follows:

- Across all locations, 63% of adult respondents described School Streets as a positive change in their open text box replies (20% did not).
- 57% of respondents noticed changes in how children and parents/carers travel to school (34% did not).
- 19% stated that they have changed the way they travel (69% did not).
- 46% noticed improvements in air quality (versus 22% who said air quality worsened).
- 62% feel safer during the School Street operating hours (25% said it did not feel safer).
- 45% find that social distancing has been easier (versus 26% who said it was not).
- 57% said that they had noticed an increase in activities such as walking cycling, scooting, socialising around schools (34% did not), with 20% also mentioning an increased sense of community and social interaction
- 40% of children stated that air quality had improved.
- 70% of children agreed that more people are walking, scooting, cycling to school.
- 57% of children say that they feel safer.

4.6. **Monitoring.** As part of the School Street trials the council has been monitoring traffic and air quality within the School Street zones and on the surrounding roads for a period

of 11 months. The results of the Phase 1 Acceleration monitoring report¹¹ and Phase 2 Acceleration monitoring report¹² were published prior to each phase of public consultation to inform the public of the impacts the schemes had in their area. On average, the monitoring exercises at the schools found that the impacts of the schemes were significantly positive: the volumes of the motorised traffic volumes substantially decreased during the hours that School Streets operated. Monitoring suggested that traffic speeds have also reduced and cycling activity has increased in some locations. Monitoring also showed that air quality had improved, with recorded nitrogen dioxide (NO₂) levels below the council's annual objective and in line with borough-wide trends as part of Islington's wider efforts. These findings also formed part of evidence for decision making on whether to make the School Streets measures permanent.

4.7. The September 2021 monitoring report for Phase 1 Acceleration includes the following key findings:

- Streets within the School Street zones are healthier and safer, with the traffic falling overall by 50% during morning restrictions, and by 39% during afternoon restrictions.
- Within the School Street zones, traffic speed rates fell by 8%.
- Across the surrounding roads, total volumes of motorised traffic show a negligible change (8% increase¹³).

4.8. The February 2022 monitoring report for Phase 2 Acceleration includes the following key findings:

- Streets within the School Street zones are healthier and safer, with the traffic falling overall by 64% during morning restrictions, and by 63% during afternoon restrictions.
- Overall, the average speed across all sites remained the same across Phase 2 School Streets during their operational times.
- Across the surrounding roads, all these roads experienced decreases in traffic volumes. The total volumes of motorised traffic show a decrease of 16%.

4.9. Both monitoring reports concluded that there were no major impacts on traffic on the nearby roads. In addition, there is further evidence emerging on positive impacts of the School Streets in the wider area. A recent piece of research, conducted in Birmingham, found that traffic reduces on nearby roads and suggested that vehicle traffic evaporates

¹¹ [School Streets Phase 2 Monitoring \(islington.gov.uk\)](https://www.islington.gov.uk/press-releases/2021/09/school-streets-phase-2-monitoring-report)

¹² [School Streets Phase 2 Monitoring \(islington.gov.uk\)](https://www.islington.gov.uk/press-releases/2022/02/school-streets-phase-2-monitoring-report)

¹³ Please note that traffic flows fluctuate on a daily basis (generally up to 10%). As such, changes within -10% to 10% are considered insignificant (i.e., no or negligible change)

and redistributes throughout the day¹⁴. Timed road closures were carefully planned to minimise dispersal of traffic and pollution elsewhere.

4.10. **Phase 3 of the School Streets programme.** The remaining traffic-restricted School Streets are planned to be implemented by 2025, where feasible. The first two School Streets in the last phase of the programme have already been implemented in November 2021 and September 2022.

4.11. **School Streets on main roads.** In Islington there are a number of primary schools located on main roads where it is not possible to introduce traffic-restricted School Street interventions. At these schools, interventions focus on transforming the public realm with environmental improvements outside the school gates including greening, footway widening and new cycling infrastructure where possible, reducing traffic impacts and creating people-focused spaces. The implementation of these measures will create green barrier and will increase space between the road and school entrance, creating a safer and healthier environment. The map of the primary schools on main roads where School Streets schemes are planned is attached in Appendix 2 of this report.

4.12. Ten primary schools in the borough are located on main roads that cannot benefit from timed road closures, therefore environmental improvements will be proposed at these locations. In 2021/22, following public consultation, two environmental improvement pilot schemes at Canonbury Primary School and Ambler Primary School were successfully delivered.

4.13. The council plans to continue the implementation of the programme at three locations each year, in the following order:

Year of Delivery	School Name
2023	<ul style="list-style-type: none">• Robert Blair School• St Joseph's Catholic Primary School• Montem Primary School & Samuel Rhode
2024	<ul style="list-style-type: none">• St Joan of Arc RC Primary School• Pakeman Primary School

¹⁴ [School Streets and Traffic Displacement \(sustrans.org.uk\)](https://www.sustrans.org.uk)

	<ul style="list-style-type: none"> • Christ The King RC Primary School
2025	<ul style="list-style-type: none"> • Newington Green Primary School • Dallington School

4.14. **Secondary Schools School Streets.** The Islington Vision 2030 action plan includes consideration for School Streets or similar interventions where possible at primary schools across the borough and start to look at secondary schools. Following the implementation of School Streets at all primary schools where possible, the council intends to start feasibility studies to introduce traffic restricted schemes at secondary schools across Islington, starting with three sites in 2023/24. The map of the secondary schools where School Streets schemes will be implemented is attached in Appendix 2 of this report. The schools which will be included in this programme are as follows:

- Arts and Media School Islington
- City of London Academy, Highgate Hill
- City of London Academy, Islington / Richard Cloudesley School - Secondary Department
- Elizabeth Garrett Anderson School, EGA
- Highbury Fields School
- Beacon High
- Central Foundation Boys' School
- City of London Academy, Highbury Grove / Samuel Rhodes School - Secondary Department
- St Aloysius' College
- St Mary Magdalene Academy Secondary School / The Courtyard

4.15. To improve the safety of children and young adults travelling to secondary schools and promote active forms of travel, the council will work together with students and the school community to explore key cycle routes to each school and make improvements along these routes where possible to make them safer and more pleasant for students who cycle to school.

5. Liveable neighbourhoods

5.1. The Islington Transport Strategy and Islington's Vision 2030 (Net Zero Carbon) Strategy (2020) to set out the ambition to deliver borough-wide network of liveable neighbourhoods (LNs). Such schemes will facilitate the transformation of Islington's neighbourhoods, change the way people use public spaces and build the climate resilience of the borough. Liveable neighbourhoods function on principles of

decreasing traffic volumes, reducing traffic danger, improving air quality, promoting active forms of travel, enhancing public realm and greening neighbourhoods. Public realm improvements may focus on delivering: Play Streets, parklets, sustainable urban drainage systems (SUDS), improvements to footways (delivered borough-wide as part of the people-friendly pavements scheme), pedestrian crossings, freight and home delivery consolidation centres, additional cycle parking and improved signage and wayfinding.

5.2. Low traffic neighbourhoods. It has been council's aspiration to implement the liveable neighbourhoods to create cleaner, greener and healthier borough. However, unexpected Covid-19 health emergency meant that the council had to accelerate the implementation of the programme to safeguard Islington's local communities. Low traffic neighbourhoods (LTNs) were introduced as traffic management measures that would reduce danger from traffic, improve air quality, make it easier and safer for people to walk, wheel and cycle, and to enable social distancing measures in the borough. As we are now living in a new, post-pandemic environment, the council is committed to deliver liveable neighbourhood schemes in their original form.

5.3. Following the ambitions set out in the October 2021 Executive report (set out in 3.2), the first phase of delivery of liveable neighbourhood schemes began in 2022. The first stage of scheme implementation commenced with engagement activities with local communities and businesses to ensure their involvement in the delivery process of liveable neighbourhoods. Thorough engagement and public consultation will inform the emerging designs for the liveable neighbourhoods prior to their implementation. As of January 2023, five liveable neighbourhoods are in development: Mildmay East LN, The Cally LN, Barnsbury and Laycock LN and Highbury New Park LN. Details of the engagement and consultation strategy for liveable neighbourhoods are set out in this report in 5.9.

5.4. Phases of implementation. The council is committed to develop a borough-wide network of liveable neighbourhoods by 2030. The map of the schemes being implemented under phases one to three is in Appendix 2 of this report. Phases of programme implementation include:

5.5. Phase one – low traffic neighbourhoods that were delivered as Covid-19 emergency response. The following schemes were delivered:

- St Peter's LTN – implemented in July 2020 and made permanent in November 2022.
- Canonbury East LTN – implemented in August 2020 and made permanent as of November 2022.

- Clerkenwell Green LTN – implemented in September 2020 and made substantively permanent in March 2022 with Blue Badge holder exemptions made permanent in January 2023.
- Canonbury West LTN – implemented in November 2020.
- Amwell LTN – implemented in November 2020.
- Highbury LTN (formerly Highbury West LTN and Highbury Fields LTN) – implemented in January 2021.
- St Mary’s Church – implemented in February 2022.

5.5.1. In December 2021, the council introduced a new ‘Home LTN’ Blue Badge exemption policy trial in its low traffic neighbourhoods. All schemes introduced before December 2021, began a new ETO trial to implement the Blue Badge exemption policy within the schemes. The Blue Badge exemption policy in existing low traffic neighbourhoods (and liveable neighbourhoods) is covered in detail in this report, from 5.12 to 5.18. As of January 2023, St Peter’s and Canonbury East LTNs have been made permanent with the Blue Badge exemption policy in place, following the successful outcome of the monitoring of this trial.

5.5.2. Subject to a decision on whether or not to make each scheme permanent, the council will make changes to upgrade the existing LTNs into liveable neighbourhood through a programme of investment into the streets in each area. These wider improvements may include: footway improvements (and wider interventions falling under people-friendly pavements programme), greening and placemaking projects.

5.6. Phase two – the council has begun work on the following liveable neighbourhoods:

- Mildmay East LN
- The Cally LN
- Barnsbury and Laycock LN
- Highbury New Park LN

Liveable Neighbourhood	Ward	Local Context
Mildmay East	Mildmay	This will be the first liveable neighbourhood delivered in Islington, following the allocation of £1m, announced in 2019. Mildmay East is surrounded by traffic management measures placed on Hackney and Islington streets and has a considerable volume of through traffic on many of its local streets. A key constraint for

		<p>this scheme is the banned turns at the Dalston junction located in Hackney. The council is working with Hackney and TfL to lift these banned turns to enable implementation of the scheme. Mildmay East scheme will deliver improvements to the local area in partnership with local people. The main focus areas are spaces around the three primary schools and housing estates. Public realm improvements will also be introduced immediately outside local shops to support the local economy.</p>
<p>The Cally</p>	<p>Caledonian</p>	<p>This liveable neighbourhood will be in the area bounded by Brewery Road to the north, Caledonian Road to the east, York Way to the west and Pentonville Road to the south. Its unique typology creates areas of low traffic through existing developments, this provides opportunities for inventive public realm interventions, which would enhance the character of the area. The scheme will be delivered through TfL's Green and Healthy Streets funding and S106 from the King's Cross redevelopment. The flagship projects will focus on improvements near Bingfield Park, Freeling Street, Blundell Street, Caledonian Road and Copenhagen Street. As The Cally is located near major transport hub (King's Cross), the area presents a major potential for creating borough-wide active travel links.</p>
<p>Barnsbury and Laycock (formerly known as Barnsbury and St Mary's LN)</p>	<p>Barnsbury, Laycock and St Marys, St James</p>	<p>The Barnsbury and Laycock Liveable Neighbourhood is a major area with many key locations such as estates, schools, local shops, and major parks. Feedback received from local residents suggests that the area is suffering from increasing levels of through traffic on local streets. Considering the large size of the area, the scheme is likely to be delivered in multiple phases. Where through routes remain, they will be enhanced through substantial upgrades, for instance lorry control enforcement, segregated</p>

		cycleway, greening interventions and pavement improvements. See also Calshot LN in 5.7.
Highbury New Park	Highbury and Mildmay	Highbury New Park will be bounded by Brownswood Road and St Paul's Road. As an initial intervention, a School Street scheme was introduced on a key through route, Highbury New Park, at Highbury Quadrant Primary School. The liveable neighbourhood scheme will be delivered in partnership with Hackney as Mountgrove Road is a local street, not suitable to form a boundary road. Key constraints in delivering this scheme are the banned right turns at the junction of St Paul's Road and Highbury Grove. The council is working on projects to lift these banned turns, subject to consultation and feasibility studies. If successful, the liveable neighbourhood will be delivered, following public consultation.

5.7. Phase three – As the next phase of the programme, the council will begin to work on the following liveable neighbourhoods:

- Calshot LN
- Dartmouth Park Hill – implemented as a joint scheme with London Borough of Camden
- Bunhill South and Barbican LN – implemented as a joint scheme with City of London
- St John's LN
- Tufnell Park LN
- Annette Road LN

Liveable Neighbourhood	Ward	Context
Calshot	Caledonian and Barnsbury	The Calshot area is a southern sub cell of the Barnsbury and Laycock LN. The area includes a number of cut through routes that are used to travel between Pentonville Road and Caledonian Road. The area has a distinct character, with schools and housing estates located near to the Regent's Canal. A liveable

		neighbourhood scheme would significantly improve the environment for people living and traveling through the area and increase the opportunities for active travel near a major, central London transport hub (King's Cross).
Dartmouth Park Hill	Junction	The council is working closely with Camden Council to develop and deliver traffic reduction measures and public realm improvements in the Dartmouth Park Hill area. The scheme will aim to introduce measures to improve the local streets and boundary roads through greening interventions and people-friendly pavements improvements. The council recognises that Dartmouth Park Hill is carrying significant volumes of traffic, and improvements along this road are being explored as part of feasibility for this scheme.
Bunhill South and Barbican	Bunhill	The council is working with the City of London to deliver a joint liveable neighbourhood in the south of the borough. The scheme will address key priorities in the area such as the reduction of through traffic and air pollution on Beech Street, Fortune Street and Golden Lane. The scheme will be adapted to suit the unique local context of the area, which is less residential than the rest of Islington, with a large number of local businesses and daytime visitors of local offices. The key landmarks of the area include the Barbican, Golden Lane Estate and Whitecross Street.
St John's	Clerkenwell and Bunhill	As part of an existing public realm project, the St John's liveable neighbourhood will be delivered through an introduction of a single traffic filter at the intersection of St John Street and Charterhouse Street. The scheme will bring investment of £2m into St John Street to enhance the public realm and make it more liveable. The scheme will improve the area through restricting through traffic in the busy pedestrian areas and improving access to

		Farringdon station, serving the newly opened Elizabeth line.
Tufnell Park	Tufnell Park and Junction	Tufnell Park benefits from my historic traffic management and filtering schemes. This project will aim to further enhance the local area through considering filtering the remaining through routes. Significant investment will be included for environmental improvements on Tufnell Park Road including greening and pavement improvements.
Annette Road	Finsbury Park	This scheme will look at two separate areas along Annette Road. Annette Road North and Annette Road South which are divided by Tollington Road. A small number of changes are expected to be introduced in these areas as part of the Cycleway 50 construction on Tollington Road to mitigate an increase in through traffic on local streets. The council also has longer term ambitions to deliver a liveable neighbourhood in these two areas which will incorporate interventions such as pavement improvements, removal of through traffic, greening interventions, and other suggestions from local people during the engagement and consultation. The council will start to engage with local people mid-2023.

5.8. Liveable neighbourhoods will form an important element of the Accessible Active Travel Action Plan being developed by the council. The action plan will set out measures to create accessible streets and encourage more wheeling, walking and cycling in the borough, to create a fairer, healthier, safer and greener transport environment. As part of the development of each liveable neighbourhood, an assessment of the walking and cycling links that connect the liveable neighbourhoods to other areas of the borough will be undertaken, to ensure that the routes are safe, secure and convenient for all users, with consideration given to appropriate sign posting and crossing points.

5.9. **Engagement strategy.** To gather local communities' views and aspirations for their liveable neighbourhoods, a robust engagement strategy has been developed. It focuses on three stages of engagement:

- Stage one - Early Engagement focuses on gathering insights from local communities to inform designs for interventions. A dedicated website for each scheme will be set up to provide more details on the scheme, engagement and how residents can get involved in the process.
- Stage two - Co-design, includes considering traffic filter locations and co-designing public realm schemes. The focus of these sessions will be on receiving feedback on proposed traffic filter locations, designs for cycleways, pavement and accessibility improvements as well as on other supporting developments. Public realm schemes will undergo co-design sessions to inform the designs for specific interventions.
- Stage three - Public Consultation will focus on targeted events and formal consultation feedback on the design which has emerged following stage one and stage two, which will allow the council to gather views on final designs for traffic measures and public realm schemes ahead of their implementation.

5.10. **Public space.** A key element of Liveable Neighbourhoods is transforming public spaces that are often at the centre of a community. Public spaces across Islington vary between small local spaces and larger more formal squares, and a series of new centrepiece public space improvements are planned across the borough. The delivery of improvements to Clerkenwell Green will be the first of these public space improvement projects to be delivered. The council is also committed to exploring options to transform the southern section of St John Street, and further schemes across the borough will follow.

5.10.1. **Clerkenwell Green.** The council has a long-held aspiration to improve the historic public space of Clerkenwell Green. Building on the Clerkenwell Green LTN that was introduced in September 2020 and made permanent (with Blue Badge exemptions) in December 2022, the council plans to introduce changes that will result in 51% of existing road space being turned into new public space, which alongside new trees, low-level planting as part of a sustainable drainage system and additional seating will create a cleaner, greener and healthier space for the local community, businesses and visitors to enjoy. The provision of 68% more public open space will provide a valuable local asset for many local people and support them to engage with their local community and its cultural heritage and enjoy the benefits to health and wellbeing of enjoying shared public spaces.

5.10.2. The council began exploring options for improving Clerkenwell Green in 2016, with the aspiration to create an improved public space that is greener and less car-dominated, safer for pedestrians and cyclists and that improves the setting of the area's historic character so that it's rich heritage can be better enjoyed.

5.10.3. A design that proposed to remove all parking from the Green, close the road connecting the Green to Clerkenwell Road and relocate the two bus stands on the eastern part of the Green was consulted on in Autumn 2017, and received support from 82% of respondents. Since this time the council has been exploring delivery options, and now plans to deliver a first phase of the scheme starting in January 2023, funded by local planning contributions.

5.10.4. The changes will enable the creation of an additional 1,700 square metres of public space which will enhance the unique heritage of the area (a 68% increase in public space at Clerkenwell Green), whilst reducing road space (51% reduction in road space). New trees, planting and SUDS will create a greener and more climate resilient space within which local people and visitors can spend time in, and travel through, without traffic dominating the area by using the roads as a cut through, for car parking or bus standing and turning. Designated servicing bays will formalise the loading arrangements and accommodate the needs of local businesses that contribute to the character and vibrancy of the area.

5.11. As Islington is one of six London boroughs most susceptible to climate change, the role of urban greening is widely recognised for playing a significant part in creating a more liveable and sustainable borough and building our resilience to a warming world. Greening projects will be delivered as stand-alone interventions or as part of wider council programmes such as Islington Greener Together (IGT). The IGT programme is a cross-departmental and collaborative programme that creates additional greening benefits in gardening and provides community spaces for improved health and wellbeing. The council is linking the community-led greening projects into the liveable neighbourhood projects where they coincide to enable community engagement and involvement in the greening of the public realm. This programme, along with other greening initiatives delivered as part of liveable neighbourhoods, will help to deliver Islington Council's commitment of creating additional 1.5 hectares of usable green space by 2026.

5.12. **Blue Badge and Individual Exemption policy.** 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. Low-traffic neighbourhoods were initially implemented with limited exemptions to include emergency services, refuse collection and some council vehicles such as Accessible Community Transport (ACT) services. No other vehicles were offered exemptions. The council's initial rationale to not provide exemptions was based on three reasons:

- Access to all addresses for all vehicles is maintained within LTNs, though routes may need to change following implementation.

- 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 main roads. The objective of people-friendly streets is to reduce the overall number of trips, by supporting a change of behaviour to active travel over private vehicle travel

5.13. Following feedback from organisations and individual residents, the council amended its position on exemptions and a new policy was proposed in the October 2021 PFS Executive report. The Blue Badge exemption policy, now called the 'Home LTN' exemption policy, was implemented on a rolling basis from December 2021, exempting Blue Badge holders from camera-enforced filters in the LTN in which they reside (including the LTN side of boundary roads). In July 2022, the exemption policy was extended to allow a vehicle to be registered to another address including outside of the LTN or LN. As of September 2022, over 900 Blue Badge holders in the borough are benefiting from an LTN exemption. As of December 2022, the TfL's service for disabled people 'Dial-a-Ride' is now exempt from all traffic filters in Islington.

5.14. In addition to recommending the 'Home LTN' exemption for Blue Badge holders, the Executive Report also committed to developing a separate exemption route for people who do not meet the criteria for the standard (Home LTN) exemption permit (referred to as an 'exceptional circumstance dispensation'). Now referred to as the 'Individual Exemption' policy, the exemption will make reasonable adjustments for people with disabilities or chronic conditions who may be disproportionately affected as a result of travelling within low traffic neighbourhoods, regardless of Blue Badge status.

5.15. Exemptions will be granted to people in the following categories where evidence is provided that the council considers to demonstrate the need for an exemption due to the negative impact of increased journey times or re-routing of trips:

- A person who has a disability or chronic health condition that makes sitting in a car difficult.
- A person who has a disability or condition that means sitting in a car or re-routing of trips causes overwhelming psychological distress.

5.16. Individual exemptions will apply to all camera-enforced filters with a "No motor vehicle", diagram 619, restriction signage installed after 2020 in existing low traffic neighbourhoods and future liveable neighbourhoods. This policy has been carefully considered to achieve a balance in making reasonable adjustments whilst preserving the integrity of the LTNs for all, including the 52% of disabled

Londoners who do not have access to a car and the 74% of people with disabilities in London who do not travel by car as a driver or passenger¹⁵.

5.17. The exemption is offered to one vehicle per applicant, however if an individual is eligible and does not have their own vehicle, they may nominate someone else's vehicle. Neither the 'Home LTN' policy nor the 'Individual Exemption' policy exempts taxis/Private Hire Vehicles from camera-enforced filters. This is because these vehicles are not exclusively used by disabled people and it is currently not technologically feasible for the council to exempt taxis only for the purpose of trips with a disabled passenger, even if the passenger would otherwise be eligible for an exemption. The council will work towards a technical solution to address the issue both in relation to the 'Home LTN' exemption policy and the 'Individual Exemption' policy to accommodate those individuals who do not own or have access to a vehicle and are reliant on taxi travel.

5.18. The Individual Exemption will be implemented by delegated decision on a trial basis from January 2023. During the trial, residents will be invited to feedback on the policy and/or experience of its operation. A final decision on the policy will be taken by the Executive following consideration of feedback received during the trial.

5.19. **People-friendly Pavements.** The council received feedback from Islington residents and visitors about the obstacles, uneven pavements and poor-quality surfaces that make it harder for them to walk and wheel in the borough. Launched in 2021, the people-friendly pavements programme aims to make Islington's pavements more accessible through introducing measures such as repaving existing footways, dropped kerbs, improved foliage maintenance, tactile paving and street clutter removal. The council's ambition is to make every pavement in Islington people-friendly.

5.20. Meanwhile this programme is beginning with a series of people-friendly pavements improvements on main roads, in liveable neighbourhoods as well as existing low traffic neighbourhoods. Improving accessibility of the pavements, adding seating and making it easier to cross the street will be incorporated as a design principle as part of all works taking place on the public highway.

5.21. The people-friendly pavements programme encompasses ten key elements to deliver accessible and safe footways in the borough. The elements are as follows:

¹⁵ <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/consultations-and-surveys#on-this-page-1>

- On-site interventions - physical improvements, removal of temporary footway obstructions, footway decluttering, green infrastructure maintenance, provision of seating.
- Engagement - working with communities to implement the programme, working with TfL.
- Development and processes within the council - upskilling and training, regular footways maintenance process review, design review at accessibility design review panel, support for the delivery of the Islington Transport Strategy through the development of the Accessibility Action Plan.

5.22. Locations for improvements are identified by carrying out an audit of streets in each ward, liveable neighbourhood or existing low traffic neighbourhood. So far, 44% of the borough has been audited or commissioned to be audited.

6. Cycleways

6.1. **Objectives.** The cycleways programme aims deliver council's objectives to create a cleaner, greener and healthier borough with sustainable, safe and enjoyable transport for all. The development of an accessible cycle network will: support residents in carrying out a healthy level of daily active travel, make it easier and safer to cycle and walk as a first choice for local travel, reduce road danger, eliminate all deaths and serious injuries, clean up the air we breathe and protect and improve the environment. The programme also supports the objectives of the Islington Transport Strategy (2020), which commits to: delivering a dense borough-wide network of protected cycle routes on Islington's main roads and side roads and ensuring that 93% of residents live within 400 metres of the cycle network by 2041.

6.2. The council has developed a set of cycling principles in relation to cycleways, informed by the input from local groups and the Mayor of London's Healthy Streets approach. The principles are as follows:

- Principle 1 - Reduce deaths and serious injuries to zero by taking a proactive approach to reducing motor traffic and road danger.
- Principle 2 - Create a dense, borough-wide, high-quality network of protected and low-traffic cycle routes.
- Principle 3 - Maximise accessibility by removing physical and other barriers to cycling.
- Principle 4 - Seek to deliver improved conditions for cycling as part of all highway works.
- Principle 5 - Provide National Standards cycle training to anybody who lives, works, or studies in the borough.

- Principle 6 - Continue to invest in a programme of residential, workplace, school and on-street secure cycle parking.

6.3. The council will also seek to take account of relevant national and London-wide policies, standards and guidance in relation to cycle infrastructure design. These will include:

- Local Transport Note 1/20 (Department for Transport, 2020)
- New Cycle Route Quality Criteria (TfL, 2019)
- London Cycling Design Standards (TfL, 2015)
- Manual for Streets 2 (DfT, 2010)

6.4. **Cycleways programme.** As part of the response to the Covid-19 pandemic, the council worked in partnership with Transport for London (TfL) and neighbouring boroughs to deliver three new pop-up cycle routes using Experimental Traffic Orders (ETOs):

- Green Lanes - delivered in partnership with London Borough of Hackney in January 2021 and made permanent in July 2022. Hackney Council led on the monitoring and public consultation of the scheme.
- York Way - implemented in partnership with London Borough of Camden in July 2020 and made permanent in December 2021. Camden Council led on the monitoring of this scheme.
- Cycleway 38 South - introduced in September 2020 and retained in March 2022.

6.5. **Monitoring.** Robust monitoring has been conducted to measure the effectiveness of the schemes along with public consultations, which provided valuable insights of users and local communities on the cycleways programme. The key findings from monitoring exercises are as follows:

6.5.1. **Green Lanes.** Cycling levels increased significantly, for instance, on Green Lanes just north of Greenway Close cycling levels increased by 45% northbound and 35% southbound. Along the route, motor vehicle volumes did not change significantly, however, in some locations, there was a reduction when compared to the baseline data. Motor vehicle speeds decreased in most locations.

6.5.2. **York Way.** Cycling levels on York Way North increased by 127%. Lime bicycle usage increased by 754% since the trial began, whereas motor vehicles volumes decreased by 15% in March 2021 compared to March 2019, from 14,274 to 13,218.

6.5.3. **Cycleway 38 South.** Cycling levels along the route increased by 33%. There was no significant change in overall motor traffic volumes, however,

LGV and HGV volumes increased and this trend was in line with national trends at the time. There was no significant impact on buses or emergency services.

6.6. Public consultations. Each of the schemes underwent public consultation to better understand users and local communities' views on the cycle schemes and whether the measures make walking and cycling in Islington safer, easier or more pleasant. Overall findings from all public consultations were positive. Detailed results are as follows:

6.6.1. Green Lanes. Prior to implementation Hackney Council undertook a public consultation for the proposed scheme in February 2020, which resulted in the following feedback:

- 85% of respondents was supportive of the proposals. During the lifespan of the pop-up scheme, public consultation was carried out through the online platform Commonplace.
- No formal objections to the scheme were received by Hackney Council or Islington Council.
- Feedback received via Commonplace suggested that 60% of respondents felt that the measures should be made permanent, while 38% of respondents disagreed.
- Islington Council ran a borough-wide engagement exercise from 29 May 2020 to ask residents, businesses and local organisations how local streets could be improved for walking and cycling. 15 comments were received on Commonplace, which related to the section of the route between Petherton Road and Riversdale Road. The most common themes raised related to danger and calls for improvements for people walking and cycling. All submitted comments were received before the implementation of the scheme.

6.6.2. York Way. A public consultation took place on this scheme between 18 August and 20 September 2021 and received a positive response, with the majority of feedback being in favour of retaining the scheme.

- 89% of consultees 'agreed with' the overall scheme.
- 88% of respondents agreed that walking and cycling would be made easier with the scheme in place.

6.6.3. Cycleway 38 South. Public consultation on the scheme took place between 18 November and 15 December 2021. Overall, a small majority agreed that the introduced changes were a positive improvement. In locations where issues were identified, for instance, on Liverpool Road near Theberton Street and Richmond Avenue issues with zebra crossings were raised, the community supported changes and improvements to the scheme. The council has

responded by making initial changes to some crossings, and will set out proposals for further upgrades to the cycleway as outlined above.

- 54% of consultees said the scheme was a positive change, while 43% of respondents disagreed.
- 52% of respondents said that the scheme made it easier to make trips by walking and cycling.

6.7. The council's Transport Strategy sets out an aim to deliver a dense borough-wide network of protected cycle routes. To support the delivery of this objective, the council will work on the following priorities over the next two years, subject to funding:

- To work with TfL on the development of their pop-up cycle route connecting Camden and Tottenham Hale (Cycleway 50).
- To develop and consult on proposals for Old Street / Clerkenwell Road, which seek to reduce road traffic danger for people cycling.
- To develop, consult on and begin delivery of a south-north cycle route connecting Regents Canal and Highgate.
- To develop and implement other cycleways improvements including:
 - Upgrades to Cycleway 38 South including on Tolpuddle Street, Penton Street and Liverpool Road
 - Upgrades to York Way cycleway
 - Upgrades to Cycleway 27 at Northchurch Road and Southgate Road
- To continue developing proposals for the borough-wide cycle network and council's walking and cycling action plan.

7. Implications

7.1. Financial Implications

7.1.1. In March 2022 the council approved the following capital budgets for 2022/23 – 2024/25:

- 7.1.1.1. Low traffic neighbourhoods (LTNs) – £2.596m
- 7.1.1.2. Liveable Neighbourhoods (LNs) – £5.000m
- 7.1.1.3. School Streets – £1.200m
- 7.1.1.4. Cycle Schemes - £1.350m

7.1.2. The council has received £0.742m in funding from TfL's Corridors programme to support the LTN and LN programmes in 2022/23.

7.1.3. This programme is also supported by £0.950m of Section 106 funding.

7.1.4. The council has received £0.208m funding from TfL Cycle Network Development (CND) in 2022/23.

7.1.5. **Revenue.** Income received will be allocated to the ring-fenced parking account, with the level of income is 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.

7.2. **Legal Implications**

- 7.2.1. 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.

- 7.2.2. 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.

- 7.2.3. 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.

7.2.4. 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.

7.2.5. 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”).

7.2.6. 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.

7.2.7. 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.

7.2.8. 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.

- 7.2.9. 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.
- 7.2.10. 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.
- 7.2.11. 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.
- 7.2.12. 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 (which related to a Temporary Traffic Order made under section 14 of the 1984 Act). A Court of Appeal decision on 30 July 2021 overturned the earlier decision and therefore the guidance and scheme was held to be lawful.
- 7.2.13. Regard should also be had to the Islington Transport Strategy (adopted in November 2020).
- 7.2.14. 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.
- 7.2.15. 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.

- 7.2.16. 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.
- 7.2.17. 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.
- 7.2.18. 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.
- 7.2.19. 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.

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

- 7.3.1. Implementing School Streets at primary schools and secondary schools (or similar interventions where a full School Street is not possible) and delivering liveable neighbourhoods (including existing 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).
- 7.3.2. The intention behind the schemes is to reduce traffic through School Streets during key hours, and through the LNs (and LTNs) during all hours. This reduction in traffic volumes (as already evidenced in the monitoring reports) will improve air quality outside schools and in LNs (and 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). Since October 2021, the whole of Islington is inside the expanded Ultra Low Emission Zone (ULEZ), which should reduce emissions on the borough's roads.

7.3.3. 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 and greening projects implemented in liveable neighbourhoods (and existing low traffic neighbourhoods).

7.4. **Equalities Impact Assessment**

7.4.1. 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.

7.4.2. An Equalities Impact Assessment was completed on 31 October 2022. The main findings are included in the sections below. The full Equalities Impact Assessment is appended.

7.4.3. **Purpose.** The Equalities Impact Assessment 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 instance, 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.

- 7.4.4. Taking this into account, the 2020 Executive Paper Resident Impact Assessment (RIA) and the 2021 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. Note that in June 2020 and October 2021 all Equalities Impact Assessments in Islington were referred to as Resident Impact Assessments (RIAs). As of November 2021, the council has reverted back to calling them Equalities Impact Assessments. Throughout 2020, 2021 and 2022 the council engaged disabled groups, people with complex mobility needs, gathered data and research on how LTNs and liveable neighbourhoods can affect disabled people. The 2022 programme review includes two main outcomes to improve access and mitigate the negative impacts previously identified in trial schemes: the new 'Individual Exemption' policy and the continuation of the people-friendly pavement project.
- 7.4.5. **Positive impacts.** By implementing these changes and restricting through traffic, the people-friendly streets programme will continue to reduce road danger, improve accessibility and make it easier to walk, wheel and cycle. The measures should also reduce the negative impacts of traffic, improve air quality, and reduce injuries from road traffic collisions. Improvements introduced as part of the liveable neighbourhood schemes will significantly improve public realm and provide greater comfort and sustainability to local users, with positive impacts on children, older residents, and disabled people. Cycleways provide high quality, safe infrastructure to support people to cycle more, especially children, older people and those who use adapted cycles. 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 'Individual Exemption' policy outlined in 5.14 – 5.18, which will support the existing 'Home LTN' policy, outlined in 5.13.
- 7.4.6. **Negative impacts.** It is the purpose of the Equalities 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.
- 7.4.7. Whilst the purpose of liveable neighbourhoods (and low traffic neighbourhoods) 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 Individual exemption policy and the existing 'Home LTN' exemption policy for Blue Badge holders 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 increases in fares. On the other hand, exemptions could trigger an increase in local traffic levels and dilute the benefits of liveable neighbourhoods (and low traffic neighbourhoods) in a way that worsens active travel conditions and negatively impact on everyone. The full Equality Impact Assessment in Appendix 1 weighs up both the positive and negative impacts that could materialise from the exemption approach on people with disabilities.

- 7.4.8. 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.
- 7.4.9. 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 the 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.
- 7.4.10. A robust monitoring and mitigation plan are outlined in the Equalities Impact Assessment to address the negative impacts above, particularly with reference to how they impact people with protected characteristics. This includes continued engagement with people with protected characteristics and reviewing impacts of exemptions, specifically the volume of traffic travelling through the liveable neighbourhood (and low traffic neighbourhood) areas.

8. Conclusion and reasons for recommendations

- 8.1. Since the introduction of the people-friendly streets in June 2020, the programme has contributed to the borough's transformation and supported the delivery of wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making. Islington Council has

fulfilled some of its earlier ambitions for people-friendly streets programme introduced in response to the Covid-19 pandemic through implementation of low traffic neighbourhoods. As the council is navigating the transition into the post-pandemic environment, people-friendly streets programme is expanding to implement many parts of the longer-term plan laid out in the Islington Transport Strategy and the Vision 2030 (Net Zero Carbon) Strategy.

- 8.2. People-friendly streets covers 35 School Streets covering 88% of eligible primary schools, seven low traffic neighbourhoods covering 24% of the borough and three existing pop-up cycleways providing key connections across Islington. With new main road primary School Streets and the introduction of secondary School Streets, three liveable neighbourhood schemes in early engagement phase, a trial of 'Individual Exemption' policy, public realm scheme in Clerkenwell Green and new cycleways under development, the programme provides great opportunity to contribute to further improvements towards the council's wider ambitions related to health, active and sustainable travel, clean air, climate change and fairness.
- 8.3. It is therefore recommended that Executive renews the commitment to the people-friendly streets programme going forward as set out in the reports of June 2020 and October 2021, and with the programme development proposed by this report. This includes: progressing with delivery of School Streets at primary schools on main roads and at secondary schools, continuing the delivery of phase two and phase three of liveable neighbourhoods scheme, continuing delivery of people-friendly pavements programme, development of public realm schemes such as Clerkenwell Green and committing to the development of cycleways across the borough to contribute to the broader place-making and greening agenda for the borough.

Appendices:

Appendix 1: Equalities Impact Assessment

Appendix 2: Map of the liveable neighbourhoods and School Streets (primary schools on main roads and secondary schools)

Final report clearance:

Signed by:

Executive Member for Environment, Air Quality and Transport

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