

Environment
Town Hall, Upper Street, N1

Delegated decision report of: Keith Townsend, Corporate Director of Environment

Date: 9 January 2023

Ward(s): Bunhill

**Subject: Bath Street and Peerless Street traffic
and environmental improvements**

1. Synopsis

- 1.1. This report sets out the proposal, consultation, monitoring approach and recommendation for traffic and environmental improvements on Bath Street and Peerless Street.
- 1.2. The implementation of the Bath Street and Peerless Street traffic and environmental improvements scheme will support the council's objective of creating a cleaner, greener, healthier borough. It will also contribute to the delivery of a Fairer Islington by: making it easier and safer for people to travel on foot, by bicycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.

2. Decision made

- 2.1. To note that the council's Executive, at its meeting on 18 June 2020, delegated authority to the Corporate Director of Environment and Regeneration, in consultation with the Executive Member for Environment, Air Quality and Transport, to finalise and implement the people-friendly streets schemes.
- 2.2. To approve the proposals for environmental improvements, as described in Section 5, including; changes to vehicular access at the junction of Bath Street and Old Street, amended kerb lines, changes to parking, new trees and planting.
- 2.3. To note the feedback from the public consultation for the proposal.

3. Date the decision is to be taken

- 3.1. The decision is to be taken no later than 9 January 2023. This is to allow the Traffic Regulation Order to be advertised on 12 January 2023 to enable works to commence on 13 February 2023.

4. Background

- 4.1. Islington Council is committed to making walking, cycling and wheeling more attractive to residents and visitors. Rebalancing our roads in favour of people who walk and cycle and wheel will help to make Islington a cleaner, greener and healthier place to live.
- 4.2. In October 2019, Transport for London (TfL), in conjunction with Islington and Hackney Councils commenced work on the Old Street Roundabout transformation project to

make the area around Old Street station a safer and more pleasant place for everyone.

- 4.3. The works at Old Street Roundabout have been significantly delayed because of several unexpected engineering challenges and the Covid-19 health emergency. The project was due to be completed by the end of 2020, but following significant delays is now due to be completed in 2023. The ongoing works have presented a series of local issues and challenges, including concerns raised by residents, St Luke's Primary School and ward councillors of delays and congestion on local roads especially in Bath Street, Peerless Street and Lever Street, as well as on City Road (the Inner Ring Road section). Regular monitoring confirms there is congestion in the area.
- 4.4. The final traffic circulation layout with a number of traffic restrictions at Old Street Roundabout was implemented in January 2021. The north-eastern arm of the roundabout reopened, and the north-western arm was permanently closed to traffic. The associated banned right turn from Old Street (west) into City Road (south) has created new problems for Bath Street and Peerless Street, as vehicles travel via both streets in order to join City Road (north) and then travel southbound towards City Road (south). Additionally, sat-nav providers direct vehicles to use Bath Street and Peerless Street as a quicker route from Old Street (west) to Old Street (east) rather than going via Old Street roundabout, transferring more through traffic to this local route.
- 4.5. The transformation works at Old Street Roundabout are expected to continue to spring 2023 and during this period capacity constraints are expected to continue to contribute to congestion in the area, leading to traffic seeking alternative routes on local roads, including Bath Street and Peerless Street.
- 4.6. In response to the traffic displacement from Old Street roundabout to Bath Street and Peerless Street and the banned right turn from Old Street (west) into City Road (south), the council proposes to restrict access to Bath Street from Old Street by introducing a camera enforced traffic restriction. Access to Bath Street will be via City Road, Baldwin Street and Peerless Street. To ensure access to homes and businesses is maintained, the southern section of Bath Street, between Old Street and Peerless Street, will be changed to a two-way traffic operation, as shown in Appendix 1.
- 4.7. The aim of this project is to significantly reduce/eliminate through traffic from Bath Street and Peerless Street, make the area safer and more pleasant for people who walk and cycle and wheel and local residents in the Bunhill ward, improve air quality, and reduce noise pollution. As well as local residents, the project aims to improve conditions for teachers, students and their carers of St Luke's Primary School. A reduction in traffic will also improve the quality of the journey on cycleway (Q11) by ensuring traffic levels fall within Transport for London's Cycling Level of Service

(CLOs). CLOs is an audit tool developed by TfL to assess the quality of cycling provision in existing (and proposed) schemes. Q11 is a significant route that runs along Bath Street and connects Bunhill Row to Shepherdess Walk, providing a protected link across the inner ring road (A501).

4.8. While it will still be possible to drive through the area between City Road and Old Street via Baldwin Street, Peerless Street and Bath Street, traffic flows are expected to be significantly lower than current levels. Vehicle movements are expected to be made up of predominantly local traffic accessing the immediate area. There is not a southbound desire line for through traffic for the following reasons:

- Traffic from the North West is restricted by Low Traffic Neighbourhoods and can only access the A501 via the A1200, which only allows a left turn towards Old Street. Additionally, traffic wanting to access Old Street (west) is more likely to take a more direct route e.g. via Goswell Road or Central Street.
- Traffic from the North East wishing to approach Old Street west of the roundabout is more likely to travel directly via Old Street.

4.9. On 1 November 2021, School Street traffic restrictions were introduced at Radnor Street, Lizard Street, Bartholomew Square and Mitchell Street. These restrictions have been introduced using an Experimental Traffic Order and are subject to a separate consultation process. The proposed traffic and environmental improvements scheme project will provide an opportunity to review the School Street scheme and could facilitate the expansion of the School Street restrictions to Bath Street.

5. Proposals

5.1. The measures that will deliver the Bath Street and Peerless Street traffic and environmental improvements scheme, shown in Appendix 1 will involve:

- A new camera-enforced traffic filter at Bath Street, at the junction with Old Street, allowing 812 bus and emergency vehicle access only.
- New signals at the junction of Old Street, Bath Street and Bunhill Row, necessary to accommodate the removal of access to Bath Street.
- Removing the banned left turn from Peerless Street into Bath Street.
- Kerb works at the Peerless Street/Bath Street junction to facilitate the left turn.
- Relocation of existing bike hangar on Peerless Street.
- Two new trees planted on Radnor Street.

- Two planters installed on Bath Street.
- One low-level planting bed installed on Peerless Street at the junction with Bath Street to improve sight lines, in place of existing residential parking.

5.2. The proposals will require the installation of the following signage:

- 'Motor Vehicles Prohibited' (Diagram 619) and camera enforcement sign (Diagram 878) on east and west sides of Bath Street at the junction with Old Street.
- Advance warning 'No left turn except local buses' and 'no right turn except cycles' signage for westbound vehicles on Old Street, west of the junction with Bath Street.
- Advance warning 'No right turn except local buses' and 'no left turn except cycles' signage for eastbound vehicles on Old Street, east of the junction with Bath Street.
- Advance warning 'No entry except cycles' signage for southbound vehicles on Bath Street, north of the junction with Old Street.
- Advance warning 'No entry except local buses' signage for northbound vehicles on Bunhill Row, north of the junction with Banner Street and Featherstone Street.
- Advance warning 'Entry to Bath Street restricted' signage for eastbound vehicles on Banner Street, west of the junction with Bunhill Row.
- 'Ahead only' (Diagram 606) with 'Except cycles' on signal heads for eastbound vehicles on Old Street, west of the junction with Bath Street.
- 'Ahead only' (Diagram 606) with 'Except cycles' on signal heads for westbound vehicles on Old Street, east of the junction with Bath Street.

5.3. In addition to signage and signals, two planters will be installed on Bath Street and two trees planted on Radnor Street.

5.4. To improve visibility and allow space for vehicles to turn left from Peerless Street into Bath Street, 7.8 metres of residents parking bays, approximately two spaces, will be removed on Peerless Street. The two spaces will be converted to a low-level planting bed.

5.5. The existing bike hangar at the junction of Peerless Street and Bath Street will be relocated 17.3 metres east of its current location.

5.6. To reduce road danger, the kerb line will be cut back on Bath Street south of the junction with Peerless Street.

6. Consultation

6.1. Throughout scheme development, the council has been actively engaging with residents, businesses, and other stakeholders to gather feedback on the proposal. Public consultation took place over four weeks between Monday 24 October 2022 and Sunday 20 November 2022. The full Consultation Report is appended in Appendix 2. The main findings are summarised below.

6.2. A total of 116 responses were received by the council; these comprised of 110 online survey responses, and six email responses, including four from walking and cycling organisations.

6.3. Of the 110 individuals that responded via the survey:

- 53% indicated there has been an increase in motor traffic on Bath Street and Peerless Street;
- 52% indicated there has been an increase in noise on Bath Street and Peerless Street; and
- 64% indicated action should be taken to improve people's health by making it easier for people to walk, wheel, scoot and cycle more.

6.4. Respondents were also invited to make additional comments about the proposals. The top most common themes (in order of popularity) that emerged from the comment responses, and the council's response to these issues are set out below:

1. Congestion/traffic

56 instances, appearing in 22% of responses

- 52% positive
- 46% negative
- 2% mixed

Discussion

This theme appeared evenly across both positive and negative responses. The positive responses expressed the proposed measures would have a positive impact by reducing traffic volumes on Bath Street and Peerless Street. The negative responses expressed

dissatisfaction with the increases in traffic flow and congestion on Old Street and in nearby local streets, or that the proposals would further exacerbate the problem.

Council position

Islington Council is committed to making public spaces more pleasant for walking, cycling, scooting, wheeling and recreation.

The Islington Transport Strategy 2020-2041 includes Policy 1A: The council will reduce barriers to walking, cycling and outdoor play and relaxation by creating People Friendly Streets in local neighbourhoods. Through traffic will be reduced to ensure that local neighbourhoods are more enjoyable places to live, and walk or cycle through.

The objective of people friendly streets is to reduce the overall number of trips, not to displace all traffic from local streets onto main roads. This will only happen if some car trips are replaced by walking, wheeling, scooting or cycling. For some journeys the filters will make driving more inconvenient and are in this way designed to encourage those who don't need to drive to choose a different way to travel, especially for short trips. Every journey switched from driving to active travel removes a car from the road and leaves the roads clearer for people who have no other choice but to drive.

The Strategy also includes Policy 1B: The council will reduce the volume and proportion of trips made by motor vehicles in Islington.

The council's declaration of a climate emergency in 2019 strengthens the impetus to reduce the number of trips made by private vehicle.

The proposal supports these aims as we believe that it will reduce traffic levels on Bath Street and Peerless Street and make it safer and more pleasant for people to walk, wheel, scoot and cycle more.

Proposed action

The council will continue to monitor traffic flows and the impact of the proposal on the area.

2. Road Danger/Safety/Speed

35 instances, appearing in 14% of responses

- 60% positive
- 14% negative
- 26% mixed

Discussion

This theme appeared mainly in positive responses with most respondents expressing that the proposals would address safety concerns by reducing through traffic. A few respondents expressed that road danger, particularly for children was not an issue in this area.

Council position

Islington Council is committed to delivering measures to reduce road danger.

The Islington Transport Strategy 2020-2041 contains Policy 2A: The council will achieve Vision Zero by 2041 by eliminating all transport related deaths and serious injuries in Islington. The council will also work to reduce the incidence of minor traffic collisions and other incidents. The reduction in traffic will reduce the risk of injury or death to pedestrians and cyclists.

The proposal will reduce traffic levels on Bath Street and Peerless Street and reduce the risk of injury to people who walk, wheel, scoot and cycle, particularly pupils of St Luke's Primary School.

Proposed action

The council will continue to monitor collision data in the area.

3. Pollution

26 instances, appearing in 10% of responses.

- 62% positive
- 32% negative
- 0% mixed

Discussion

This theme appeared mainly in positive responses expressing that the proposals would have a positive impact on pollution and emissions by reducing through traffic. The negative responses expressed that the proposals would cause pollution/emissions elsewhere.

Council position

The council will pursue proposals that are consistent with the Islington Transport Strategy and that will help achieve commitments made in the Vision 2030: Net Zero Carbon Strategy in relation to the declaration of a climate emergency.

The Islington Transport Strategy 2020-2041 contains Policy 3B: The council will reduce carbon emissions by encouraging walking and cycling and transforming the borough's streets.

The Strategy includes a target of 90% of all trips by Islington residents to be made by walking, cycling, or public transport by 2041.

The Strategy also includes Policy 3H: The council will reduce transport-related pollution including noise, light and vibration, thereby reducing the associated negative health and environmental impacts particularly in sensitive locations.

The council also set out its ambitions to reduce transport emissions in its Vision 2030: Building a Net Zero Carbon Strategy.

The proposal to reduce traffic will reduce transport-related pollution in the area. The proposals may make driving more inconvenient for some and are designed to encourage those who don't need to drive to choose a different way to travel, especially for short trips. Every journey switched from driving to active travel removes a car from the road and leaves the roads clearer for people who have no other choice but to drive.

The proposed traffic and environmental improvements scheme supports a key priority to improve the environment outside the school gate at St Luke's Primary School and will provide an opportunity to review the School Street scheme and could facilitate the expansion of the School Street restrictions to Bath Street.

Proposed action

We will continue to monitor air quality in the area.

4. Old Street Roundabout

24 instances, appearing in 9% of responses

- 4% positive
- 92% negative
- 4% mixed

Discussion

This theme appeared mainly in negative responses expressing dissatisfaction with the disruption caused by ongoing works on the Old Street Roundabout transformation project. Many referred to the new Old Street roundabout layout resulting in traffic cutting through the area and the increases in congestion this causes on Peerless Street.

Council response

In relation to Policy 1A, the Islington Transport Strategy 2020-2041 includes the commitment: We will work with Transport for London to prioritise the movement of pedestrians, cyclists and bus users on Islington's main roads. Wherever possible, the living and travelling environment on the borough's main roads will be further improved by greening, planting, and the creation of new public spaces and places to relax. Schemes will be developed and delivered in line with the Mayor of London's Healthy Streets principles.

The aim of the Old Street Roundabout transformation project is to make the area around Old Street station more friendly for people walking and cycling. While there has been disruption caused by measures to manage traffic while works are ongoing, the movement of traffic at Old Street is expected to improve considerably once the highway works are completed in 2023.

Proposed action

The council will continue to work with Transport for London to minimise disruption from the works to transform Old Street Roundabout.

5. Access

20 instances, appearing in 8% of responses

- 0% positive
- 95% negative
- 5% mixed

Discussion

This theme appeared mainly in negative responses with concerns raised about how residents, deliveries and taxis would access homes if northbound access from Bath Street is no longer possible.

Council response

Objective One of the Islington Transport Strategy 2020-2041 is: "To encourage and enable residents to walk and cycle as a first choice for local travel", and walking and cycling can be made a more attractive choice by making them as easy (or easier) than driving for short trips, and by reducing the threat of road danger.

Access to all addresses is maintained. The proposal has been designed so that all residents can access their homes, including visitors, deliveries and servicing. We know that it's vital that people who need to use their cars, such as Blue Badge holders, can access their home by car at all times. No roads are being closed to motor traffic and all residents are still able to drive to and from their homes, and people are still able to access shops and services in their area by car. The only thing that may change in some circumstances is the route they have to take. Access is maintained for emergency services.

Proposed action

The council will continue to monitor traffic flows in the area. The council will also ensure that all residents can still access their homes, and that adequate vehicular access is maintained for emergency services.

6. Noise

18 instances, appearing in 7% of responses

- 83% positive
- 11% negative
- 6% mixed

Discussion

This theme appeared mainly in positive responses expressing support that measures to reduce traffic levels on Bath Street and Peerless Street would subsequently reduce noise levels.

Council response

The Islington Transport Strategy 2020-2041 contains Policy 3H: The council will reduce transport-related pollution including noise, light and vibration, thereby reducing the associated negative health and environmental impacts particularly in sensitive locations.

The proposal is expected to reduce motor traffic on Bath Street and Peerless Street and subsequently reduce noise levels to make the area more pleasant for residents, teachers, carers and pupils of St Luke's Primary School and people who walk, wheel and cycle.

Proposed action

The council will continue to monitor traffic flows in the area.

7. Displacement

17 instances, appearing in 7% of responses

- 6% positive
- 82% negative
- 12% mixed

Discussion

This theme appeared mainly in negative responses expressing that measures to reduce traffic on Bath Street and Peerless Street would move traffic to surrounding streets. This theme often appeared in conjunction with concerns about increased overall traffic congestion and pollution.

Council response

Islington Council is committed to making public spaces more pleasant for walking, cycling, and recreation.

The Islington Transport Strategy 2020-2041 includes Policy 1A: The council will reduce barriers to walking, cycling and outdoor play and relaxation by creating People Friendly Streets in local neighbourhoods. Through traffic will be reduced to ensure that local neighbourhoods are more enjoyable places to live, and walk or cycle through.

Policy 1B: The council will reduce the volume and proportion of trips made by motor vehicles in Islington.

The council's declaration of a climate emergency in 2019 strengthens the impetus to reduce the number of trips made by private vehicle.

Traffic levels on Bath Street and Peerless Street have increased significantly since the Old Street Roundabout transformation project began. Sat-nav providers direct vehicles to use Bath Street and Peerless Street as a quicker route from Old Street (west) to Old Street (east) rather than going via Old Street roundabout, transferring more through traffic to this local route. The movement of traffic at Old Street is expected to improve considerably once TfL's highway works are completed in 2023, improving capacity at the junction and significantly reducing traffic displaced from Old Street. TfL's design, particularly the banned right turn from Old Street (west) into City Road (south) creates new problems for Bath Street and Peerless Street, as vehicles travel via these roads in order to travel southbound towards City Road (south). The proposal will prevent this movement and supports the aim to make the area more pleasant for people who walk, wheel, scoot or cycle.

Proposed action

The council will continue to monitor traffic flows on surrounding streets in the area.

8. Parking

13 instances, appearing in 5% of responses

- 46% positive
- 54% negative
- 0% mixed

Discussion

This theme appeared fairly evenly across both positive and negative responses. The negative comments expressed concerns about the loss of two resident parking spaces on Peerless Street and/or a lack of provision/availability on local housing estates.

Council response

To reduce road danger at the junction of Bath Street and Peerless Street, two parking bays on Peerless Street will be removed and replaced with low level planting beds to improve visibility for all road users.

Islington Council is committed to delivering measures to reduce road danger.

The Islington Transport Strategy 2020-2041 contains Policy 1B: The council will reduce the volume and proportion of trips made by motor vehicles in Islington.

Policy 2A: The council will achieve Vision Zero by 2041, by eliminating all transport related deaths and serious injuries in Islington. The council will also work to reduce the incidence of minor traffic collisions and other incidents. The reduction in traffic will reduce the risk of injury or death to pedestrians and cyclists.

Policy 5D. The council will ensure that all streets and public spaces in Islington are accessible and make spontaneous, independent travel possible.

Proposed action

No action is proposed in response to this theme.

9. Exemptions

10 instances, appearing in 4% of responses

- 0% positive
- 100% negative
- 0% mixed

Discussion

This theme appeared mainly in negative responses expressing that the traffic filter should provide an exemption for local residents.

Council response

Islington Council is committed to making public spaces more pleasant for walking, cycling, and recreation.

The Islington Transport Strategy 2020-2041 includes Policy 1A: The council will reduce barriers to walking, cycling and outdoor play and relaxation by creating People Friendly Streets in local neighbourhoods. Through traffic will be reduced to ensure that local neighbourhoods are more enjoyable places to live, and walk or cycle through.

There are no exemptions for other residents for the reasons set out below.

Access to all addresses is maintained. The scheme has been designed so that all residents can access their homes without the need for an exemption. All residents are still able to drive to and from their homes, and people are still able to access shops and services in their area by car. The only thing that may change in some circumstances is the route they have to take.

Access to Bath Street is currently restricted as it is a one-way street. Access is being altered to prevent the undesirable high levels of through traffic but access to local addresses is maintained. Under the proposals local traffic will be able to exit Bath Street via City Road and Peerless Street (northbound) as well as via Old Street (southbound) which improves the current egress options.

Proposed action

The council will continue to monitor traffic flows on surrounding streets in the area.

10. Health/wellbeing

8 instances, appearing in 3% of responses

- 50% positive

- 50% negative
- 0% mixed

Discussion

This theme appeared evenly across positive and negative responses. The positive responses expressed the benefits the proposals would bring by encouraging active travel. The negative responses expressed concern that the proposals would increase stress levels for those individuals making local journeys by car.

Council response

Objective One of the Islington Transport Strategy 2020-2041 is: “To encourage and enable residents to walk and cycle as a first choice for local travel”, and walking and cycling can be made a more attractive choice by making them as easy (or easier) than driving for short trips, and by reducing the threat of road danger.

Policy 3G: The council will improve local air quality by reducing transport-related pollutants that are harmful to health and the environment (Nitrogen Oxide and Particulate Matter) in line with its air quality targets.

The proposal is designed to help residents to lead active and healthy lives, and the changes we are making should make it easier to move around the borough in ways which will also provide benefits to individual and public health.

Proposed action

The council will continue to monitor traffic flows in the area. The council will also ensure that all residents can still access their homes, and that adequate vehicular access is maintained for emergency services.

11. School/children

8 instances, appearing in 3% of responses

- 50% positive
- 25% negative
- 25% mixed

Discussion

There were mixed opinions about whether measures were needed to improve the health and safety of children attending St Luke’s Primary School in relation to traffic and air quality.

Council response

In relation to Policy 1A, the Islington Transport Strategy 2020-2041 includes a commitment to: Deliver a School Streets scheme to every primary school that is not on a main road by the end of 2020. The council will work with Transport for London to deliver School Streets

schemes or similar interventions at all primary schools in the borough including those on the main roads by 2022.

Policy 1B: The council will reduce the volume and proportion of trips made by motor vehicles in Islington.

Traffic flow data for Bath Street shows that traffic levels have increased by 25% during the AM peak compared to 2019 levels.

The proposal is expected to reduce traffic levels on Bath Street and Peerless Street. This reduction could enable the School Street to be expanded to all roads surrounding St Luke's Primary School making it safer and more pleasant to people who walk, wheel, scoot and cycle, particularly pupils and their carers, and teachers.

Proposed action

The council will pursue proposals that are consistent with the Islington Transport Strategy.

Following successful implementation of the scheme, we will assess the feasibility of expanding the School Street provisions at Bath Street.

12. Greening

8 instances, appearing in 3% of responses

- 13% positive
- 75% negative
- 13% mixed

Discussion

This appeared mainly in negative responses expressing dissatisfaction with proposals to reduce parking spaces through the introduction of greening/planters.

Council response

The council will pursue proposals that are consistent with the Islington Transport Strategy to green Islington's streets and public realm by introducing trees, planting and small-scale informal green spaces wherever possible.

In relation to Policy 1A, the Islington Transport Strategy 2020-2041 includes the commitment: We will work with Transport for London to prioritise the movement of pedestrians, cyclists and bus users on Islington's main roads. Wherever possible, the living and travelling environment on the borough's main roads will be further improved by greening, planting, and the creation of new public spaces and places to relax. Schemes will be developed and delivered in line with the Mayor of London's Healthy Streets principles.

Policy 3I: The council will ensure that Islington has a durable and resilient network of streets. It will improve and extend green infrastructure, using improvements to the transport environment to provide planting to: make the borough's public realm and streets more

enjoyable places to walk, cycle and relax; protect and increase biodiversity; and mitigate and off-set the impacts of pollution and climate change.

The introduction of more greening through this proposal will make the public realm and streets more enjoyable places for people to walk, wheel, scoot, cycle and relax.

Proposed action

No action is proposed in response to this theme.

7. Statutory Consultation

7.1. Statutory pre-implementation consultation on the proposal presented for decision in this report has been undertaken with the following statutory stakeholders: Hackney Council, Camden Council, the Corporation of London, London Ambulance Service (LAS), London Fire Brigade (LFB), the Metropolitan Police Service (MPS), the NHS Blood and Transplant Service, the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Network Management, TfL Buses, Royal Mail, Emily Thornberry MP (Islington South), Sem Moema AM (GLA).

7.2. Emergency services were contacted on 18 October 2021, 11 January 2022 and 22 April 2022 and provided with preliminary designs for the proposed changes. Initial feedback from London Ambulance Service (LAS), Metropolitan Police Service (MPS) and London Fire Brigade (LFB) highlighted concerns around signage and their ability to travel through the traffic filter and the potential negative impact on emergency response times. As a result, signage at the filter was changed from a 'no entry sign' with exemptions for local buses and cycles to a 'motor vehicles prohibited sign' with exemptions for local buses and cycles.

7.3. Emergency services and all other statutory consultees were consulted on 1 November 2022. Feedback has been summarised here:

- MPS, LFB, and NHS Blood have no objections to this proposal.
- LAS have no objections to this proposal. Traffic orders reflecting the general wording for emergency vehicle exemptions have been requested.
- No response was received from the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Buses, Royal Mail, Emily Thornberry MP (Islington South), Sem Moema AM (GLA).

7.4. The council will continue to monitor and review the scheme with the Emergency Services after implementation and make any necessary changes.

8. Section 122, Road Traffic Regulation Act 1984

8.1. In the exercise of its powers under the Road Traffic Regulation Act 1984, the council is required, under s.122 of the Act, to secure the expeditious, convenient and safe

movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off street, whilst at the same time have regard to the following considerations:

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

8.2. In balancing the considerations above, officers consider that the Bath Street and Peerless Street traffic and environmental improvements scheme should proceed on the basis of the following key factors:

- The scheme addresses the traffic displacement on Bath Street and Peerless Street as a result of the Old Street Roundabout transformation project.
- Access, including for motorised traffic, is maintained to all residential and other properties, albeit access routes for motorised traffic (except for emergency services vehicles) may change, which may cause inconvenience to some residents. However, the Bath Street and Peerless Street traffic and environmental improvements scheme has been designed to allow access to and from local streets within the scheme area to the closest adjacent main road to mitigate against this inconvenience.
- All local amenities remain accessible albeit routes for motorised traffic (except for emergency services vehicles) to access these amenities may change. The area will benefit from the cessation of through movements of motorised traffic (except for emergency services vehicles), including heavy commercial vehicles, and thereby provide a significant improvement to the amenity of the area.
- The reduction of through traffic in Bath Street and Peerless Street is expected to improve air quality on the local streets within the area. It is likely that in the beginning there will be an increase in traffic on the surrounding main roads while people adjust to the new measures. Evidence from similar projects in London shows that over time this increased traffic volume reduces as people make different travel choices in response to them – main road traffic spreads out across the day, bus journey times are not significantly increased and air quality on main roads does not get worse. Other measures, such as the

council's introduction of Electric Vehicle Charging Points, the introduction of the Ultra-Low Emission Zone and the introduction of School Streets, are likely to contribute to improving air quality.

- There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously. The scheme has been designed to include a camera enforced traffic filter, which permit emergency services vehicles responding to an emergency to pass through without restriction or delay.

9. Monitoring

9.1. Comprehensive and robust monitoring forms part of the proposal, including identifying changes in the surrounding streets and area. Monitoring will measure the impacts of the scheme on pedestrian, cycle and traffic movement. The impacts of schemes on safety and security as well as environmental factors such as air quality, will also be measured. As noted above, the results of any monitoring will be considered together with any feedback from residents should any further mitigation be required.

9.2. To establish the degree and impact of any displacement from the scheme, especially to other local streets, a monitoring strategy has been created which sets out how the council will measure any changes against baseline data which has been collected before the scheme is delivered, and includes:

- Junction turning and traffic counts were carried out on 16 November 2022 at 20 locations within the scheme area measuring motor traffic and cycling volumes as well as direction of travel. Additional counts are due to take place on 8 January 2023.
- Air quality data including measurements at sixteen sites, including two school sites and one nursery.
- Data on Anti-Social Behaviour and police incidents within the scheme boundary.

9.3. Monitoring will be undertaken within 12 months of implementation.

9.4. The council will analyse the monitoring data collected. Monitoring data will help to inform if any measures need to be adapted.

10. Implications

10.1. Financial Implications

Costs

- 10.1.1. The estimated scheme build costs are £260,000 which includes the costs of surface materials, signage, road markings, bollards, greening, monitoring, a camera, TRO costs, traffic signals, modelling, traffic management and the road safety audit.

Funding

- 10.1.2. The scheme has been funded through council capital budgets, S106 funding (£50,000) and TfL Local Implementation Plan (LIP) funding.

Revenue

- 10.1.3. There is no loss of revenue anticipated with the implementation of the Bath Street and Peerless Street traffic and environmental improvements scheme.
- 10.1.4. The parking account is a ring-fenced account with any surplus generated from its activities invested in highways and transport related activities. Income received will be allocated to the ring-fenced parking account, with the level of income dependent upon the level of compliance. The impact of this will be modelled as part of the medium-term financial planning process.
- 10.1.5. Financial modelling of the various options indicates that the overall revenue streams under the LTN programme will be able to achieve the current School Streets and Lorry Control MTFs model over the 2020-23 MTFs period. There will be reductions in income in later years as compliance increases and this will need to be considered as part of future MTFs planning.
- 10.1.6. One enforcement camera will be installed to enforce the no motor vehicle restrictions and the revenue from this camera will contribute to the overall parking revenue.

10.2. Legal Implications

- 10.2.1. The council has the power to make the permanent traffic orders required to achieve the proposals set out in paragraph 5 above under sections 6, and 45 and part IV of Schedule 9 to the Road Traffic Regulation Act 1984.
- 10.2.2. 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.

- 10.2.3. The council also has various powers under the Highways Act 1980 to implement the proposals set out in paragraph 5 including to construct kerb buildouts that narrow the carriageway (sections 62(3) and 75(1) Highways Act 1980) and to plant trees, shrubs and other vegetation (section 64 Highways Act).
- 10.2.4. When introducing the proposals, regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property and Article 8, right to respect for private and family life.
- 10.2.5. In relation to Article 1 some residents may no longer be able to use the most direct access to their homes. However, if the scheme is implemented, alternative access will be in place. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report.
- 10.2.6. In relation to Article 8, the 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 Bath Street and Peerless Street Traffic Orders will impede on the right to individuals to respect for private and family life either in public or on private land. Further, the scheme is proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.
- 10.2.7. These human rights should be considered. To the extent that it is considered that they are infringed the scheme should only go ahead if it is considered that the infringement is necessary and proportionate.
- 10.3. **Environmental Implications and contribution to achieving a net zero carbon Islington by 2030**
- 10.3.1. Implementation of the Bath Street and Peerless Street traffic and environmental improvements scheme and making active travel (including cycling) the easiest option are identified actions in the council's Vision 2030: Creating a Net Zero Carbon Islington by 2030. The intention behind the scheme is to reduce vehicular movements through the area during all hours, improving air quality by reducing harmful emissions like NOx and PM10s and to encourage residents and commuters to walk and cycle more by providing dedicated and largely segregated facilities. In some cases – such as where residents are coaxed out of their cars for short trips, or traffic “evaporates” due to the new restrictions – this will reduce traffic, emissions and congestion.

- 10.3.2. However, there may also be cases where motorists take longer routes, leading to additional emissions and congestion elsewhere, including on main roads close to the scheme boundary. On balance, it is expected that the overall emissions (including carbon emissions) and congestion will reduce on the roads within the scheme and surrounding areas as more residents and others are encouraged to travel by sustainable means of transport, including by other measures such as ULEZ and the Congestion Charge.
- 10.3.3. People-friendly streets are part of the council's commitment to working towards a zero carbon future and responding to the Climate Emergency. The delivery of the Islington Transport Strategy, Liveable Neighbourhoods, School Streets and Lorry Control Scheme were all specifically mentioned in the transport section of the Vision 2030: Creating a Net Zero Carbon Islington by 2030.
- 10.3.4. Implementing this scheme will have some direct environmental impacts. These include resource usage for new signage, road marking, energy use and construction waste generation during installation, together with possible nuisance impacts such as noise or dust, as well as impacts related to contractor journeys to site during the works. However, the new planters and trees installed will add more greenery to the public realm. Additionally, letters will need to be printed and distributed to residents to make them aware of the scheme being implemented.

10.4. **Equalities Impact Assessment**

- 10.4.1. The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.
- 10.4.2. An Equalities Impact Assessment was completed on 7 December 2022. The full Equalities Impact Assessment is appended in Appendix 3. The main findings are summarised below.

Purpose

- 10.4.3. The equalities impact assessment considers both positive and negative impacts of the proposals whereby in some instances a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected

characteristics, especially where there is variation between the requirements of different individuals within an equalities group. For example, while some disabled people may rely on cars for mobility there are also many disabled people who use other modes and therefore for most groups the impacts will be a mix of positive and negative depending on the particular mode of travel generally used.

Positive Impacts

10.4.4. By restricting through traffic, the Bath Street and Peerless Street traffic and environmental improvements scheme will reduce road danger and improve accessibility, which should provide benefits to all residents with protected characteristics. The measures should also reduce the negative impacts of traffic, improving air quality, and reducing injuries from road traffic collisions. The design of the scheme has been developed with the aim to improve Bath Street and Peerless Street as aligned with the healthy streets' indicators. The following healthy streets elements will deliver benefits to Bath Street and Peerless Street residents, businesses and visitors: enabling pedestrians from all walks of life, easier to cross the street, reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the residential area.

Negative Impacts

10.4.5. 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.

10.4.6. Access to Bath Street is currently restricted as it is a one-way street. Following the implementation of the Bath Street and Peerless Street traffic and environmental improvements scheme the whole area will be fully accessible to all vehicles traveling into the area. Whether driven by residents, businesses, visitors or deliveries from any direction nothing being introduced will stop people from driving to and from the area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets. The changes may result in increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on. However, not all journeys will be made longer by the change, with the increase in options for egress many journeys will be made shorter.

10.4.7. By design the Bath Street and Peerless Street traffic and environmental improvements scheme will restrict through traffic on these streets which will encourage non-local journeys to take place on the main road network surrounding the scheme area. In this case those roads are Old Street and City Road. The scheme will be closely monitored post implementation and any displacement will

be identified. It could also have a negative impact, for instance by creating longer bus journey times, impacting those on lower incomes or with mobility impairments. If this negative impact is identified, the council will work with TfL to identify bus priority measures to protect bus journey times where appropriate.

- 10.4.8. A robust monitoring and mitigation plan is outlined in the Equalities Impact Assessment to address the negative impacts above, particularly with reference to how they impact people with protected characteristics.

11. Conclusion and reasons for the decision

- 11.1. This report sets out the council's proposal for the Bath Street and Peerless Street traffic and environmental improvements scheme, in Bunhill ward.
- 11.2. The Corporate Director of Environment is asked to agree the proposals set out in this report, including the installation of signage, bollards and a camera, suspension of parking bays, revocation of existing Traffic Management Orders and issuing of Traffic Management Orders.
- 11.3. The Bath Street and Peerless Street traffic and environmental improvements scheme will be implemented using permanent Traffic Management Orders. A comprehensive monitoring framework has been put in place. This will measure the impacts of the changes on Bath Street and Peerless Street and the surrounding streets and areas.
- 11.4. The measures in this report will encourage local people to walk and cycle in their neighbourhood, and to and from school. The environmental impacts of traffic will be reduced particularly in the local area and in and around St Luke's Primary School. This will result in a safer, cleaner and healthier environment for local people particularly older people, children, younger people with impaired mobility and other vulnerable groups. The proposals are supportive of the council's net zero carbon and Fairer Islington priorities. The corporate director is therefore asked to agree the implementation of the Bath Street and Peerless Street traffic and environmental improvements scheme under a permanent Traffic Management Order.

12. Details of any alternative options considered and rejected

- 12.1. Consultation on an earlier set of designs took place between 13 December 2021 and 16 January 2022. Unfortunately, the design that was presented at public consultation required amendments to ensure that traffic reduction could be achieved and enforced whilst maintaining access for emergency services. These

amendments resulted in a requirement to reconsult on the proposals and took place between 24 October and 20 November 2022.

13. Record of the decision

13.1. I have today decided to take the decision set out in section 2 of this report for the reasons set out above.

Signed by: Keith Townsend



Corporate Director of Environment

Date: 5th January 2023

Appendices:

- Appendix 1 - Current and proposed layouts
- Appendix 2 – Consultation Report
- Appendix 3 – Equalities Impact Assessment

Report Author: [REDACTED]

Email: [REDACTED]

Financial Implications Author: [REDACTED]

Email: [REDACTED]

Legal Implications Author: [REDACTED]

Tel: [REDACTED]

Email: [REDACTED]