

# Delegated decision report of:

**Martijn Cooijmans**

Director of Climate Change and Transport

Date: 24 July 2023

Ward: St Peter's and Canalside

**Subject: Changes to Charlton Place and  
Camden Passage traffic and environmental  
improvements (Experimental Traffic Order)**

## 1. Summary

- 1.1 This report presents the suspension and proposal for a new Experimental Traffic Order (ETO) for Charlton Place traffic improvements which came into force on 23 January 2023, and which was modified on 10 February 2023. This proposal supports the implemented substantial public space improvements at Charlton Place and Camden Passage which provide an environment to support local businesses and residents through traffic reduction. The scheme is located at Charlton Place and Camden Passage within the St Peter's low traffic neighbourhood (LTN) and is part of the people-friendly streets (PFS) programme.
- 1.2 The scheme was constructed between February and April 2023. As a result of the engagement and feedback received, the council now intends to replace the existing timed restriction in the ETO with a 'Local Access Only' zone as the provisions of the existing ETO are too limited in scope to enable delivery drivers, taxi pick-up and drop-off, visitors, and others to access land (including parking) or property on the full length of Charlton Place. This report sets out the council's proposals to make changes by suspending the existing ETO, create a new one which amends the provisions of the existing ETO to permit vehicular access for the range of Charlton Place, Camden Passage, Shalford Court or Noble Yard residents, businesses, and other people to the section of Charlton Place who require it.
- 1.3 This report outlines the proposal, engagement and monitoring approach associated with the recommendation to proceed with the new ETO. The current ETO would be suspended and replaced with a new ETO proposed to be made on 28 July 2023 and coming into force on 4 August 2023.
- 1.4 The weight restriction for a lorry ban for vehicles above 3.5 tonnes will remain to reduce damage risk to property but with exemptions in place for businesses, who need to receive or make deliveries; and residents, for instance for large removals or scaffoldings.
- 1.5 Delivering this change would reduce traffic impacts to residents, businesses, and visitors to the area, reduce road danger on both Charlton Place and Camden Passage and support the local economy, as through traffic would be removed whilst local access would still be permitted. The scheme fits with the aims and objectives of both the Islington Transport Strategy and the council's Vision 2030 (Net Zero Carbon) Strategy. Furthermore, the proposals outlined here demonstrate how the council has listened and responded to the concerns of residents and businesses after the implementation of the Charlton Place and Camden Passage improvements.

## 2 Decision

- 2.1 To note that a public consultation was carried out during July and August 2022 and further engagement took place in April and May 2023, as set out in Section 7 (Engagement). The results of the further engagement and monitoring have influenced the original proposals and details of the new scheme are described in this report.

- 2.2 To approve the proposals set out in Section 5 (Proposals) of this report to introduce a new ETO in line with the changes set out in Section 9 (Change of traffic order), with the view to make the 'Local Access Only' zone fully operational, with ongoing monitoring.
- 2.3 To note that the ETO which was made on 21 December 2022, came into force on 23 January 2023 and was modified on 10 February 2023, will be suspended and replaced with a new ETO advertised on 28 July 2023, which will come into force on 4 August 2023.
- 2.4 To note that the provision in the current ETO for a pedestrian and cycle zone on Charlton Place in force between 8.15am and 9.15am and between 3pm and 3.45pm every day of the week, will not form part of the new ETO.
- 2.5 To note that the new ETO entails a 'Local Access Only' zone at Charlton Place.
- 2.6 To note that the contra-flow eastbound cycle movement and a weight restriction for a lorry ban for vehicles above 3.5 tonnes will remain part of the new ETO.
- 2.7 To note that a final decision will need to be taken before 18 months from the date the new ETO came into force and that this must be no later than 4 February 2025; and that this must be after the expiry of the six-month statutory objection period for the ETO to which this delegated decision pertains. If at the end of the ETO data shows that the negative effects outweigh the benefits, the restrictions can be reconsidered, adapted or removed.

### 3 Date the decision is taken

- 3.1 The decision date is 24 July 2023, which means the order would be advertised on 28 July 2023 and come into force on 4 August 2023.

### 4 Background

- 4.1 In 2019, the council consulted on its draft Transport Strategy, which made the case for the introduction of measures aimed at enabling a reduction in motor traffic, enabling more people to walk, cycle and wheel, and lead active lifestyles, reducing road danger and reducing the impact of transport on local air pollution and climate change. Because of the latter, it also forms part of the council's Vision 2030 (Net Zero Carbon) Strategy, which was consulted on in early 2020. Both strategies included policies and programmes to introduce low traffic and liveable neighbourhoods' borough-wide, and both were adopted by the council's Executive in November 2020.
- 4.2 The first LTN trial was introduced in St Peter's in July 2020 and since then it has been evolving by addressing issues with regards to accessibility and road danger. Monitoring of the scheme with traffic counts took place before implementation and approximately six and twelve months after the scheme was operational. Final monitoring took place in July 2022 and the LTN was made permanent with a Blue Badge exemption on 10 November 2022.

- 4.3 Although the six-month, twelve-month and final monitoring reports show that the scheme is meeting its set objectives in terms of traffic reduction and promotion of active travel, traffic counts undertaken on Charlton Place have shown an increase in traffic after the introduction of the LTN in July 2020. To address that increase in traffic, a further Traffic and Safety Assessment and optioneering work to reduce traffic at Charlton Place was carried out in early 2022. A scheme including a traffic filter was progressed to public consultation, which was modified after feedback to include a weight restriction, a timed restriction, contraflow cycle movement and public realm improvements.
- 4.4 The consultation was carried out in July and August 2022 for four weeks, which proposed a full traffic filter and parking changes. The scheme evolved after the public consultation to propose parking changes and replace the traffic filter with a full-time weight restriction (above 3.5 tonnes) and a timed restriction for all traffic to mirror the nearby School Street at Duncan Street. The timed restriction would be in effect 7 days a week, from 8.15am until 9.15am and from 3pm until 3.45pm, tackling the observed traffic peak flows.
- 4.5 Implementation for the Charlton Place and Camden Passage scheme started on 20 February 2023 and included greenery, a new pedestrian space, new kerbs and parking changes, as well as a proposed timed and weight restriction to reduce traffic volumes, speeding and road danger. The objective of the proposal was to improve the public realm, support Angel Town Centre and Camden Passage, create a more pedestrian focussed space, and introduce a contraflow eastbound cycle movement, making the Camden Passage junction with Charlton Place safer for people walking and cycling. Construction was completed after eight weeks, in April 2023.
- 4.6 The parking changes reduced short stay parking bay and created a loading bay, and were implemented under a permanent Traffic Management Order (TMO). The weight and timed restrictions were proposed to be implemented under an ETO. Construction of the public realm and parking changes started on 20 February 2023 and lasted 8 weeks. However, the timed and weight restrictions were never implemented due to additional operational issues raised through further engagement with businesses and residents during and after the construction of the new public realm. The engagement included a Town Hall meeting on 20 April 2023, businesses engagement visits from 11 May to 19 May 2023, and correspondence such as letters and emails.

## 5 Proposals

- 5.1 The proposals include the installation of a 'Local Access Only' zone, seven days a week, 24 hours a day, with signage at the junction with Colebrooke Row. This will be achieved by the introduction of a new traffic order, as outlined in section 9.
- 5.2 This will require the installation of the following signage:
- 'Motor vehicles prohibited' signs (TSRGD 2016, Diagram 619 – 3.2.12) with plate 'Except for access', visible from the southeastern side of Charlton Place, at the junction with Colebrooke Row.

- 'Goods vehicles exceeding the maximum gross weight of 3.5 tonnes prohibited' sign (TSRGD 2016, Diagram 12.20.24), including for loading, but with an exemption for access for local businesses and residents, for instance for large removals or scaffolding.

5.3 Temporary advance warning signage displaying the text 'Weight limit 50 yds ahead on Charlton Place' signs (TSRGD 2016, Diagram 818.4) at 2 locations within and on the approaches to the area in Colebrooke Row, as shown on the plan below and in Appendix 1.

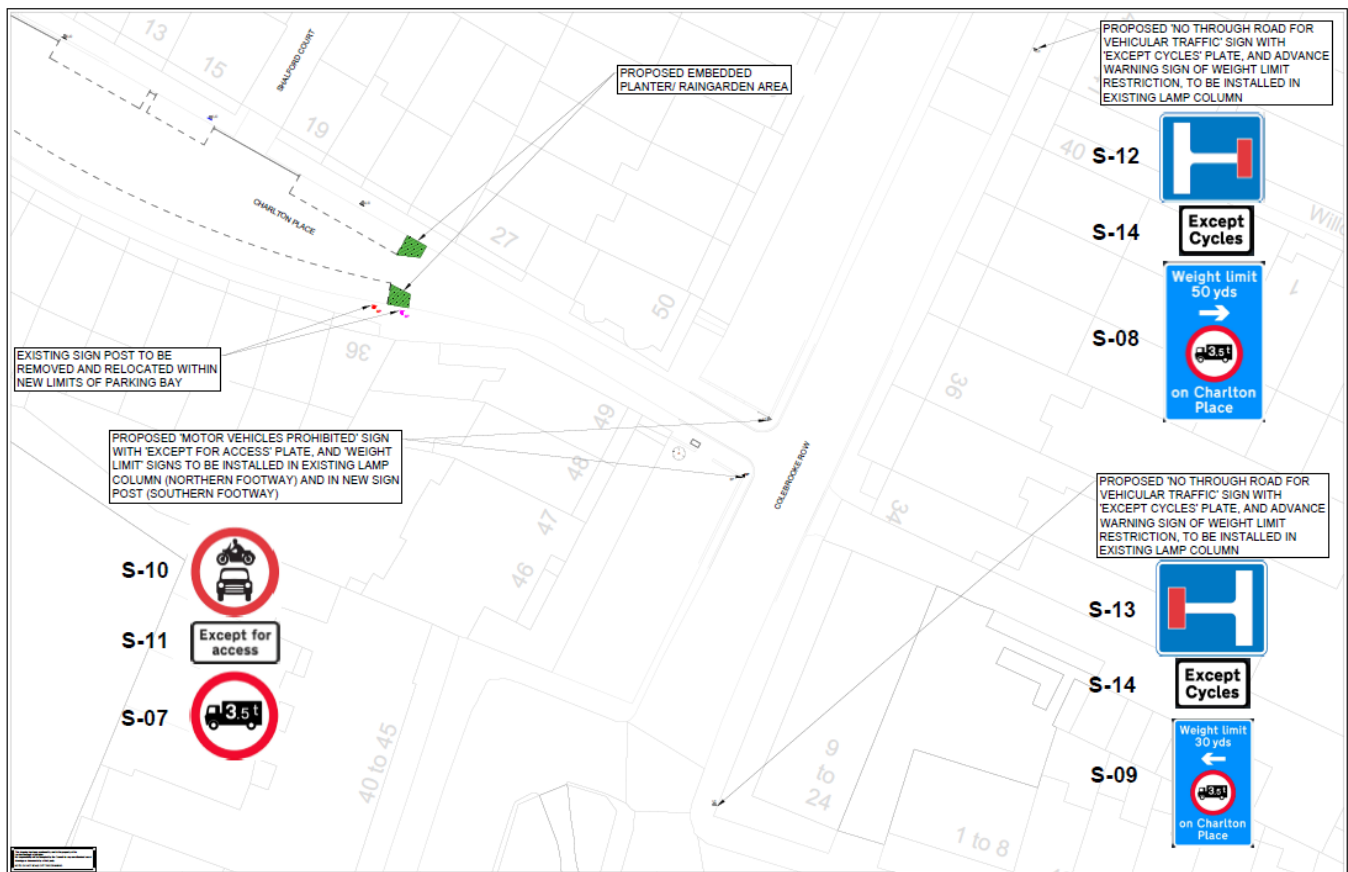


Figure 1 - Proposed design for Charlton Place

5.4 The proposed new ETO will also feature a lorry ban for vehicles above 3.5 tonnes, including for loading, but with possible exemptions for access for businesses who need to receive or make large deliveries, and residents, for instance for large removals or scaffolding. The proposals also include the contra-flow cycle movement from Upper Street into Charlton Place, which is unchanged from the existing ETO.

## 6 Monitoring and safety assessment

4.1 Several rounds of traffic counts have indicated that traffic volumes have been higher at Charlton Place after the implementation of the LTN. Traffic monitoring activities have been carried out throughout the St Peter's LTN (including at Charlton Place), where the baseline data was collected before implementation of the LTN in June 2020 and again collected in November 2020 to produce an ['interim monitoring report'](#). Pre-consultation monitoring data was collected in June 2021 to produce a ['pre-consultation](#)

[monitoring report](#). The council also collected data in February 2022 and in July 2022 for a [‘final check’](#) to monitor the impact of filter changes in the LTN and the Blue Badge Exemption.

4.2 After the construction of the public realm improvements, the council monitored traffic volumes again in May 2023. Monitoring shows that compared to June 2020, traffic has increased on average by 121 vehicles a day (+80%). This indicates a smaller increase compared to July 2022 or February 2023.

Comparison period	Daily traffic volumes average difference (7 days)	% difference
June 2020 – June 2021	+296 vehicles per day	+197%
June 2020 – February 2022	+364 vehicles per day	+241%
June 2020 – July 2022	+261 vehicles per day	+174%
June 2020 (normalised) – May 2023 (observed)	+121 vehicles per day	+80%

Table 1 – traffic volumes on Charlton Place

4.3 The council will continue to monitor to ensure traffic volumes and speed continue to decrease as a result of the scheme.

## 7 Engagement

7.1 The council has engaged residents, businesses, and local traders before and after the construction started. The engagement events prior to implementation are detailed in the [consultation report](#) published before the scheme was constructed, in January 2023. Engagement post implementation included a Town Hall meeting on 20 April 2023, businesses engagement visits from 11 May to 19 May 2023, and correspondence such as letters and emails.

7.2 Businesses and residents’ initial feedback on the proposals for the new ‘Local Access Only’ zone instead of the timed restriction was positive. The weight restriction will be implemented as was previously consulted on and approved, with provisions for exemptions where necessary.

7.3 The key points of concern brought up by businesses included:

- Timed traffic and weight restrictions may affect the accessibility for delivery resulting in lost trade and expensive redelivery.
- A request for exemptions for designated vehicles and third parties.

- Speeding cyclists and cyclists travelling south from Upper Street on Charlton Place.
- Burglaries and thefts.
- Erosion of footfall in Angel due to online competition.

## 8 Formal Objection

8.1 As of 20 June 2023, the council has received 8 objections to the ETO before the six-month statutory objection period expires on 23 July 2023, including one petition from residents and businesses.

8.2 The key themes in the formal objections are summarised in table 2:

Theme	Detailed objections	Officer comments and proposed mitigation
Timed restriction and traffic volume	<ul style="list-style-type: none"> <li>• This will cause considerable hardship to the stall holders and retailers as these are the times that they require loading and unloading facilities.</li> <li>• Concerns that the restrictions are also over the weekend.</li> <li>• Deliveries and 24-hour accessibility are a lifeline to residents in Charlton Place and all the businesses in Camden Passage.</li> <li>• Traffic is low and has reduced since implementation of new public realm.</li> </ul>	<p>The council recognises the importance of small and independent businesses as well as the unique context of Camden Passage as an Antiques market destination, as well as the fact that many businesses rely on third party delivery companies which cannot always guarantee a time slot outside of the restricted hours.</p> <p>New proposal for 'Local Access Only' area will allow residents, businesses, deliveries, visitors and services to access at any time.</p>
Weight restriction	<ul style="list-style-type: none"> <li>• Some businesses will request large vehicles above 3.5 tonnes for loading and offloading.</li> <li>• Residents in this area may require large lorries for removals.</li> </ul>	<p>This restriction will be implemented due to the narrow access from Colebrooke Row and to reduce risk to property damage. The council will consider exemptions for businesses and customers who need to receive or make deliveries.</p> <p>The ETO also includes provision for scaffolders and discretion for ad-hoc exemptions.</p>
Other issues	<ul style="list-style-type: none"> <li>• The streets aren't clean, police presence is low, despite a spate of</li> </ul>	<p>These issues have been escalated with the Community and Safety team, Local Economy</p>

Theme	Detailed objections	Officer comments and proposed mitigation
	serious robberies and we have no CCTV operating	team, and Angel BID to be addressed.

Table 2: Formal objections received into themes

- 8.3 It should be noted that there will be a statutory 6-month objection period following the implementation of the ETO for the 'Local Access Only'. The council must consider any objections before deciding whether to make the ETO permanent.

## 9 Change of Traffic Order

- 9.1 The general effect of the Orders will be to suspend the existing experimental scheme and introduce a new similar experimental scheme. By suspending the existing timed restriction, a 'Local Access Only' area at Charlton Place with amended vehicle access restrictions will be implemented with no other changes to the operation of the existing scheme, under a new ETO which will expire no later than the expiry date of the original ETO, that is 17 August 2024. At the end of the 18-month trial period the order may be replaced by a permanent Traffic Order or be revoked/lapse.
- 9.2 The changes will: Prohibit vehicles from travelling through Charlton Place from Colebrooke Row except for residents, businesses, any other vehicles with the intention to access land or property on that section of Charlton Place; emergency and services vehicles and cycles.

## 10 Section 122, Road Traffic Regulation Act 1984

- 10.1 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 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.
- 10.2 In balancing the considerations above, officers consider that the implementation of the changes to Charlton Place should proceed on the following factors:



- 'Local Access Only' zone restricting motorised access except for some residents, businesses, and other people who have legitimate access needs within this section of Charlton Place.
- The lorry ban for vehicles above 3.5 tonnes is justified in regards to the narrow layout of Charlton Place and to preserve pedestrian safety.
- The scheme should reduce air pollution by restricting through traffic with limited traffic displacement.
- Public service and emergency services vehicles such as waste and recycling collection vehicles will be exempt from the restrictions.
- Resident parking, as well as a proportion of short stay parking and a loading bay all offer access to Charlton Place.
- In line with the revised EQIA the original proposal has been amended to deliver additional benefits to all users.

## 11 Implications

### 11.1 Financial Implications

#### 11.1.1 Costs

11.1.2 The scheme costs are low and will be met by existing budgets. These include the costs of signage, traffic orders, and communications to support the scheme.

11.1.3 Around £3.3k will be spent on traffic orders, £2.1k is committed to being invested in signage, and £2.2k for single benches with armrest.

11.1.4 The scheme is fully funded by a range of sources as expressed on the DDR published in December 2022.

#### 11.1.5 Revenue

11.1.6 There is no loss of revenue anticipated with the introduction of this proposal.

### 11.2 Legal Implications

11.2.1 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 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.

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

- 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 ...”

- 11.2.3 “Traffic” includes pedestrians.
- 11.2.4 The Road Traffic Regulation Act 1984 (the “1984 Act”) Section 9 enables the council to make an Experimental Traffic Order (“ETO”). An ETO shall not continue in force for longer than 18 months. At the end of the trial period the ETO will lapse unless it is made permanent.
- 11.2.5 In making, modifying and revoking an ETO the council must follow the procedures set out in the Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 11.2.6 There is a 6 month’ period after the ETO comes into effect for making objections to the ETO. The council must take any objections into account before deciding whether to make the ETO permanent.
- 11.2.7 The proposal outlined in this report should have regard to the Department for Transport’s (DfT) statutory guidance ‘Traffic Management Act 2004: Network Management to support recovery from COVID19’ updated on 30 July 2021.
- 11.2.8 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. Regard should also be had to the Islington Transport Strategy (adopted in November 2020).
- 11.2.9 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.
- 11.2.10 This is dealt with in the Equalities Impact Assessment in section 11.4.
- 11.2.11 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.
- 11.2.12 In relation to Article 2, access to educational institutes will not be affected by the proposals.
- 11.2.13 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. It is not considered that the implementation of the

changes proposed in this report will impede on the right of individuals to respect for private and family life either in public or on private land.

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

11.3.1 The proposal is aimed at limiting Charlton Place to through traffic by making it Local Access Only, which should reduce traffic volumes and air pollution in addition to road danger. The installation of signage will have limited impacts although there will be use of materials as well as some additional transportation and noise pollution by the contractor during their installation.

### 11.4 **Equalities Impact Assessment**

11.4.1 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.

11.4.2 A formal Equalities Impact Assessment (EQIA) has been carried out to analyse the impact of the scheme on the different people with protected characteristics and from disadvantaged groups.

11.4.3 The full EQIA is attached in Appendix 2 and is summarised in this section.

11.4.4 The impact on the points a), b), c) within section 149(1) of the Equality Act 2010 is deemed minimal.

#### 11.4.5 **Positive impacts of the scheme**

11.4.5.1 The scheme would reduce volume of traffic, improve air quality, and reduce road danger, which can all have positive impacts for people with protected characteristics by limited through traffic. The scheme would also provide a more welcoming and safer environment for people from all walks of life, improving their mental health by a safer and inclusive access to their properties, businesses, events, and recreation. This will ensure that people who rely on vehicular transport such as taxis and private hire cars, deliveries, carers and other visitors and services, continue to have access for these vehicles. This is expected to particularly benefit some residents with protected characteristics including older, disabled, and pregnant people.

#### 11.4.6 **Negative impacts of the scheme**

11.4.6.1 This scheme aims at reducing traffic volumes through the removal of through traffic on Charlton Place, whilst maintaining vehicular access.

11.4.6.2 Monitoring will be conducted to ensure that traffic volumes continue to decrease as a result of the scheme, thereby mitigating any potential negative impact on the safety of

pedestrians and cyclists in the area, particularly with regards to traffic accessing Charlton Place.

## 12 Conclusion and reasons for recommendations

- 12.1 This report sets out the council's proposals to make changes to the Charlton Place and Camden Passage scheme.
- 12.2 **Recommendation.** The Director of Climate Change and Transport is asked to agree the proposals set out in this report, including changing the scheme to suspend the existing ETO which will be replaced by a new ETO to provide a 'Local Access Only' zone and weight restriction above 3.5 tonnes, the installation of the associated new signage, and a commitment to the continued monitoring of any impacts of the new ETO in collaboration with colleagues in the Inclusive Economy team.
- 12.3 **Reasons.** The changes of the scheme proposed on this report will bring further positive impacts to residents and businesses as they addressed the comments collected during an extended engagement process. This will also significantly improve the implemented brand-new public realm at Charlton Place and Camden Passage, as well as the cycling and walking environment, support the function of Angel Town Centre as well as reducing traffic volumes. Currently, there are many conflicts between people walking and cycling and those in motor vehicles and the scheme will provide a balanced approach considering the different road users of the space and their needs.

Signed by:



Martijn Cooijmans

Director for Climate Change and Transport

Date: 24/07/2023

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## Appendices

Appendix 1 – Charlton Place and Camden Passage design

Appendix 2 – Equalities Impact Assessment