

Delegated decision report of: Corporate Director of Environment

Officer Delegated Decision

Date: 22 July 2021

Ward(s): St Mary's



Subject: Furlong Road and Digswell Street
Banned Turns Scheme

1. Summary

- 1.1. This report sets out the council's proposals for the Furlong Road and Digswell Street Banned Turns Scheme. The scheme falls within St Mary's Ward. The scheme is being implemented as part of the council's people-friendly streets programme that was agreed by the council's Executive on 18 June 2020. The scheme will be implemented on a trial basis in advance of a decision on an area-wide scheme.
- 1.2. This report outlines the scheme background and rationale, proposals, consultation, monitoring approach and recommendation for the Furlong Road and Digswell Street Banned Turns Scheme.
- 1.3. The implementation of the Furlong Road and Digswell Street Banned Turns Scheme will contribute to the achievement of the council's objectives related to public health, road danger reduction, clean air, climate change, social justice, greening and place-shaping. It will support the Vision Zero objective that no one should be killed or seriously injured through a road collision. The scheme will contribute to the delivery of a Fairer Islington by: making it easier and safer for people to travel on foot, by cycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.
- 1.4. The people-friendly streets programme aims to deliver improvements and interventions on an area-wide basis to mitigate against traffic displacement from some local streets to other local streets. However, this scheme is being implemented on a single cluster of streets within an area in advance of the wider scheme due to the exceptional circumstance and evidence of near misses, long queues, and unsafe driver behaviour.

2. Decision

- 2.1. To note that the council's Executive, at its meeting on 18 June 2020, delegated authority to the then Corporate Director of Environment and Regeneration (now Environment), in consultation with the Executive Member for Environment and Transport, to finalise and implement the people-friendly streets schemes, taking into account statutory consultation responses.
- 2.2. To approve the proposals set out in detail at paragraph 4.1 below to ban vehicular right turn movements from Furlong Road and Digswell Street onto Holloway Road under an Experimental Traffic Order.
- 2.3. To proceed with a Section 101 Agreement (Local Government Act 1972) to enable the council to make and promote a Traffic Management Order (TMO) relating to areas of highway that are under Transport for London's jurisdiction.

3. Background

- 3.1. Furlong Road, Orlestone Road, Crane Grove and Digswell Street (referred to as “the Furlong Road cluster”) are narrow residential streets between Liverpool Road and Holloway Road.
- 3.2. Traffic using the Furlong Road cluster has increased incrementally over a number of years in the context of various schemes which are shown on the map in Appendix 1. Historic traffic filters and width restrictions on other east-west streets between Liverpool Road and the A1 (Holloway Road/Upper Street) result in the Furlong Road cluster forming the sole remaining east-west route without any physical restriction measures to deter through-traffic (see paragraph 3.6 below regarding recent lorry ban enforcement).
- 3.3. The closure of Highbury Station Road, initially to enable bridge reconstruction works at Highbury Corner (2015), and then permanently as part of the TfL Highbury Corner roundabout transformation scheme (2019), likely led to west-east traffic being displaced to Furlong Road. This is borne out by the results of traffic counts in Appendix 2 showing traffic levels on Furlong Road at different intervals between 2014 (before the closure of Highbury Station Road) and April 2021.
- 3.4. The intention pre-pandemic was to monitor the impacts of the Highbury Corner scheme on local roads and to consider mitigation measures to deal with any problematic traffic displacement. To this end, post-scheme traffic counts were programmed to be undertaken in June 2020. These were postponed due to the Covid-19 pandemic lockdown as they would not have been comparable with counts taken prior to Covid-19 and therefore would not have been a robust indicator of traffic levels; there was considerably less traffic on the roads than normal at the time.
- 3.5. Subsequently, the council’s people-friendly streets programme in response to Covid-19 resulted in the creation of multiple low traffic neighbourhoods (LTNs) in the vicinity leading to further changes in traffic movement in the area. The closest schemes to the Furlong Road cluster are Canonbury West, launched in November 2020, and Highbury Fields/Highbury West in January 2021.
- 3.6. Prior to the advent of the people-friendly streets programme, in response to the concerns of some residents about HGVs breaching the pre-existing lorry ban covering the area by travelling through their streets (which came into force on 25 April 2007), the council had intended to install a lorry ban camera on Furlong Road to enforce the 7.5 tonne weight restriction. The camera installation on Furlong Road was completed on 30 April 2021 and is now enforcing the weight restriction.
- 3.7. Between October 2019 and April 2021, there has been a further increase in traffic volumes on Furlong Road (48% increase in the morning peak and 80% increase in the evening peak at Furlong Road near Liverpool Road count site; 60% increase in the morning peak and 10% increase in the evening peak at Furlong Road near Holloway Road count site). See Appendix 2. This increase in through-traffic may have been exacerbated by satellite

navigation technology directing traffic to use the Furlong Road cluster as a short-cut between Liverpool Road and Highbury Corner. An increase in traffic using the Furlong Road cluster has given rise to safety issues such that residents have complained of severe congestion and queueing, particularly from vehicles waiting to turn right from Furlong Road and Digswell Street on to Holloway Road; noise; pollution; aggression from frustrated drivers; and dangerous driving manoeuvres to attempt to avoid the queues.

3.8. Site visits and surveys were undertaken in the week commencing 19 April 2021. The surveys followed the completion of nearby roadworks/closures on Holloway Road and Islington Park Street considered to be exacerbating the Furlong Road cluster traffic problem, and the subsequent Easter holiday period.

3.9. Traffic data collected in April 2021 evidences the following:

- There are queues building up on Furlong Road (80 metres/14 vehicles from 5pm-6pm) and Orlestone Road (50 metres/9 vehicles from 5pm to 6pm – see Table 1, Appendix 3 for more details).
- Vehicles making unsafe and illegal movements by travelling on the wrong side of the road at the junction of Furlong Road, Orlestone Road and Crane Grove to bypass queues.
- On average, over Monday to Friday, 175 vehicles a day make the movement from Furlong Road to Crane Grove illegally by driving on the wrong side of the road; and 230 a day from Orlestone Road to Crane Grove (see Table 2, Appendix 3 for more details).
- This has resulted in a total of 35 'near-miss' incidents over the Monday to Friday period monitored, including vehicle-on-vehicle (26) and between vehicles and pedestrians (3), cycles (2) and motorcycles (4) (see Table 3, Appendix 3 for more details).
- The data also shows a volume of 1,781 eastbound vehicles and 1,170 westbound vehicles on Furlong Road near the junction with Holloway Road over the course of a Wednesday and Thursday 7am to 7pm period, with a dominant flow of eastbound traffic turning right (1,596 compared to 185 turning left) onto Holloway Road (see Table 4, Appendix 3 for more details).

3.10. Since January 2021 traffic congestion on these narrow residential streets has increased significantly and resulted in safety issues that officers consider need to be addressed in the short term.

3.11. Ultimately these impacts are expected to be addressed by the introduction of a LTN scheme covering the wider area to the west of the A1 which will include the Furlong Road cluster. The council has an aspiration to deliver a LTN scheme as part of the people-friendly streets programme aimed at bringing widespread benefits to Islington's residents including helping to tackle childhood obesity and increase walking and cycling opportunities for disabled people. Delivery of the wider LTN, currently at a very early stage of development, will be subject to feasibility, public engagement and consultation, and is expected to be

complex primarily due to the size of the area it covers; it cannot therefore be delivered as a short-term measure.

- 3.12. It is therefore proposed to introduce restrictions to ban the right turn movements from Furlong Road and Digswell Street onto Holloway Road to address the safety concerns evidenced in this report. This will prevent the dominant flow of eastbound traffic along the Furlong Road cluster, removing the problem of congestion, and is considered necessary and justified on safety grounds in accordance with the Council's 'vision zero' policy.
- 3.13. The main possible displacement impact identified is that the banned turns may lead to the traffic currently using the Furlong Road cluster being redirected to other streets in the area and potentially creating traffic problems on these streets as a result.
- 3.14. There is a risk that increased volumes of traffic may choose to turn right from Liverpool Road onto Holloway Road as a result. The layout of this junction, including the location of zebra crossings close to the junction, may pose a safety issue if significantly increased volumes of traffic attempt to turn right.
- 3.15. The junctions of Liverpool Road/Holloway Road and Palmer Place/Holloway Road are the subject of a TfL Safer Junctions scheme which TfL consulted on in 2019. The scheme would improve road safety by signalling the junction of Liverpool Road/Holloway Road, removing the right turn from Liverpool Road to Holloway Road and permitting signalised right turns from Palmer Place to Holloway Road instead. Officers understand that TfL intends to proceed with this scheme in approximately winter 2021/22 subject to funding being secured for it. This would address the safety concerns highlighted in paragraph 3.14 in the future.
- 3.16. In the meantime, until the TfL Safer Junction scheme can be delivered, the council will regularly monitor traffic using the junction of Liverpool Road/Holloway Road (see more details below in Monitoring section) upon the introduction of the Furlong Road and Digswell Street experimental scheme.
- 3.17. Moreover, officers do not expect the Furlong Road and Digswell Street scheme to lead to a significant increase in right-turning traffic from Liverpool Road to Holloway Road, and instead traffic is likely to seek alternative routes in the area.
- 3.18. There is a risk that the scheme therefore results in more traffic using some or all of the other available east-west routes including Islington Park Street, Barnsbury Street (both of which, like Furlong Road, have also been impacted by different traffic schemes in the last decade) and to a lesser extent Theberton Street to reach Upper Street from Liverpool Road. In the case of Islington Park Street (the next alternative east-west route south of the Furlong Road cluster, as shown on the map in Appendix 1), this is expected to be somewhat mitigated by the presence of traffic signals and the almost entire absence of on-street parking. Barnsbury Street and Theberton Street both have physical width restrictions in place to prevent access by larger vehicles. Results from traffic counts taken on Islington Park Street and Barnsbury Street at different intervals since 2014 are shown in Appendix 2.

It should be noted that at the time of the April 2021 count, the volumes of traffic were likely to be inflated for Barnsbury Street and deflated for Islington Park Street due to a road closure on Canonbury Lane impeding through traffic from Islington Park Street to Canonbury Road with Barnsbury Street providing an alternative route. Offord Road between Caledonian Road and Liverpool Road may also experience an increase in traffic. There may also be an increase on the section of Liverpool Road between Furlong Road and Islington Park Street as a result of the scheme.

- 3.19. In order to monitor the possible displacement onto Islington Park Street, Barnsbury Street, Theberton Street and other local streets, officers will regularly monitor the traffic usage following the introduction of the Furlong Road and Digswell Street scheme through traffic counts taken as set out in the Monitoring section below. Officers will review this data and carry out site observations in assessing whether there is an increase in road danger on any of these streets following the introduction of the banned turns.
- 3.20. Considering the background and available data, Furlong Road presents an exceptional case and requires urgent intervention due to the combined presence of three issues:
- Near misses: The evidence on near misses (see paragraph 3.9 above, and Table 3, Appendix 3).
 - Unsafe behaviour: The volume of traffic coupled with the particular layout of the Furlong Road cluster provides an opportunity for frustrated motorists to drive on the wrong side of the road around corners with limited visibility to jump the queue (see paragraph 3.9 and Table 2, Appendix 3).
 - Long queues: The volume of right turning vehicles on to the busy section of Holloway Road coupled with the narrow carriageways of Furlong Road leads to vehicles waiting to turn right and associated queueing on Furlong Road and Orlestone Road (See paragraph 3.9 above and Table 1, Appendix 3).
- 3.21. The area of public highway space in which the scheme is proposed falls under TfL jurisdiction as part of the Transport for London Road Network (TLRN). The council will need to enter into a Section 101 Agreement (Local Government Act 1972) with TfL, through which TfL will delegate the appropriate functions to the council to make and promote the required Traffic Management Order (TMO) for the scheme. An exchange of letters will also be required between TfL and the council in order for TfL to permit the council to enforce the TMO on TfL highway.

4. Proposals

- 4.1. The measures to deliver the Furlong Road and Digswell Street scheme, shown in the plan in Appendix 4, will include:
- A new camera-enforced no-right-turn restriction from Furlong Road to Holloway Road, allowing cycles and exempted vehicles, which includes emergency service vehicles, to turn right

- A new camera-enforced no-right-turn restriction from Digswell Street to Holloway Road, allowing cycles and exempted vehicles, which includes emergency service vehicles, to turn right

4.2. The scheme will require the installation of the following signage:

- 'No right turn for vehicular traffic' (TSRGD 2016 , Diagram 612) with plate 'Except cycles' and camera enforcement sign Diagram 878), on Furlong Road west of the junction with Holloway Road.
- 'No right turn for vehicular traffic' (Diagram 612) with plate 'Except cycles' and camera enforcement sign Diagram 878), on Digswell Street west of the junction with Holloway Road.
- Temporary advance warning signs displaying the text "No through-route for motor vehicles to Highbury Corner via Furlong Road & Orlestone Road. Camera Enforcement Active". These signs will be placed at 10 locations in the surrounding area: on Furlong Road, Orlestone Road, Liverpool Road, Westbourne Road, Sheringham Road, Roman Way and Mackenzie Road, as shown on the scheme plan in Appendix 4.

4.3. The scheme will require the installation of an enforcement camera on Digswell Street and modification to the existing enforcement camera on Furlong Road to enforce contraventions of the proposed new Traffic Management Order.

4.4. The measures outlined in this report will be put in place as an 18-month trial under the terms of the Experimental Traffic Order. At the end of the 18-month trial period, the Order may be replaced by a permanent Traffic Order or be revoked/lapse. The trial may come to an end before the 18-month period if significant negative displacement impacts materialise or if this trial is superseded by an area wide scheme.

4.5. The scheme design has been subject to an independent road safety audit. The road safety audit highlighted no major concerns regarding the scheme proposals. A minor issue raised was the street clutter (primarily the number of signs) on the eastbound approach to the junction of Furlong Road and Holloway Road. Council design officers are reviewing this with TfL to see if additional clutter can be removed when the banned turn signs are installed, or at a subsequent time.

5. Engagement and Consultation

5.1. Residents, businesses and local organisations will be provided with opportunities to have their say on the proposed Experimental Traffic Order for the Furlong Road and Digswell Street banned turns. Feedback will be facilitated through specific comments or objections to the Experimental Traffic Order sent to the council during the first six months of the trial; and an online feedback survey.

5.2. The council has publicised its people-friendly streets programme locally since it was launched in May 2020. The council ran a borough-wide engagement exercise from May 2020 to March 2021 using a Commonplace portal, asking residents, businesses and local organisations to suggest how local streets could be improved for walking and cycling. The council has publicised its people-friendly streets schemes in the local press and online via dedicated webpages. Residents of the Furlong Road cluster have therefore had the opportunity to become familiar with the people-friendly streets programme and to understand its aims and purpose.

5.3. Through the council's Commonplace borough-wide engagement exercise, there were 32 separate comments in relation to the Furlong Road cluster. Of these, 26 were in favour of people-friendly street measures being introduced on the cluster streets and 6 were against. The main issues residents raised were:

- Through-traffic using these streets as a short cut (22 comments, 69%)
- Volume of traffic on these streets (20 comments, 63%)
- Volumes of HGVs using these streets (19 comments, 59%)
- Fast traffic (17 comments, 53%)
- Engines idling (17 comments, 53%)

The main solutions residents were in favour of were:

- Make the road access-only (22 comments, 69%)
- Road closure except for cycles and buses (13 comments, 41%)
- Safer junctions (10 comments, 41%)
- Slow down the traffic (10 comments, 41%)

5.4. Pre-implementation consultation on the Furlong Road and Digswell Street proposals presented for decision in this report was undertaken with the following statutory stakeholders: London Ambulance Service (LAS), London Fire Brigade (LFB), the Metropolitan Police Service (MPS), the Road Haulage Association, the Freight Transport Association (Logistics UK), TfL Network Management and TfL Buses. Consultation was also undertaken with the following non-statutory stakeholders: the Islington Clinical Commissioning Group, the NHS Blood and Transplant service, Royal Mail, Emily Thornberry MP (Islington South), Sem Moema AM (Greater London Authority), Highbury Corner Magistrates Court (which is located on Digswell Street), and two local businesses located on Furlong Road and Digswell Street.

- TfL – in-principle support confirmed following TfL's technical assessment on the scheme, with concerns noted regarding the potential for an increase in right-turn movements from Liverpool Road to Holloway Road due to road danger implications. As highlighted in 3.16 above, a future TfL Safer Junctions scheme is expected to include the introduction of a banned right turn from Liverpool Road to Holloway Road. The council has agreed to monitor this location closely following the implementation of the Furlong Road and

Digswell Street scheme, to identify whether any mitigation measures may be required. If any further measures are subsequently proposed, they will be explored in close coordination with TfL. TfL have approved a Traffic Management Act Notification (TMAN) for the scheme. TfL and the council will also enter into a Section 101 agreement to enable the council to make and enforce this traffic order which pertains to TfL's highway.

- Metropolitan Police – supportive of the scheme.
- London Ambulance Services – concerns raised about the potential for the scheme to lead to an increase in traffic turning right out of Liverpool Road onto Holloway Road impacting on road danger at the junction; and potential increases in congestion on alternative routes including Islington Park Street impacting on ambulance journey times. The council has agreed to monitor these locations closely following the scheme implementation, share the monitoring results with the emergency services and work together to discuss any concerns arising.
- London Fire Brigade – supportive of the scheme
- TfL Buses – concerns raised about the potential for the scheme to lead to increased bus journey times if it should result in more traffic congestion on bus routes locally. The council has agreed to review any bus journey time data provided by TfL in relation to the scheme, and include changes to bus journey times as an indicator when evaluating the success of the trial scheme.
- Highbury Corner Magistrates Court – supportive of the scheme. Serco, the contractor who provides services including transportation to the Court, has been contacted by email for comments on the scheme. A council officer spoke by telephone to Serco head office who confirmed that the email had been passed on to the relevant contract manager. No comments have been received from Serco.
- Two local businesses (Bird Restaurant, located at the corner of Furlong Road and Holloway Road; and N7 Collective, on Digswell Street) have been approached for comments on the scheme. A council officer spoke to Bird Restaurant staff by telephone and an email was sent to the manager. A council officer repeatedly attempted to speak to N7 Collective by telephone and received no reply, and submitted a request via N7's online contact form for an email address to contact the manager. No comments have been received from either business.

The council has agreed to monitor and review the scheme with the Emergency Services once implemented and make any changes required.

5.5. A letter will be delivered by 30 July 2021 to all addresses on Furlong Road, Orlestone Road, Crane Grove and Digswell Street as well as nearby properties in the surrounding area that may be affected by the scheme to inform residents and businesses of the forthcoming scheme approximately two weeks prior to its commencement.

5.6. The public will be able to submit feedback as part of the Experimental Traffic Order process. This process provides for a six-month period during which residents and businesses can write to the council with an objection to the scheme being made permanent.

5.7. Any formal objections received, trial feedback responses, other forms of feedback, and monitoring data (see Monitoring section below) will inform the council's decision on whether or not to make the scheme permanent at the end of the 18-month trial period. Notwithstanding, the experiment may come to an end before the 18-month period if there are significant negative displacement impacts or if this experiment is superseded by an area-wide scheme.

6. Monitoring

6.1. Comprehensive and robust monitoring forms part of the people-friendly streets programme, including identifying changes on the Furlong Road cluster and the surrounding streets and areas. Monitoring will measure the impacts of the scheme on traffic movement. As noted above, the results of monitoring will be considered together with any feedback from residents and other stakeholders, and the emerging proposal for an area-wide scheme, prior to making the decision about withdrawing or amending the Furlong Road and Digswell Road measures or making them permanent.

6.2. To establish the degree and impact of any traffic displacement from the measures, onto the main road network or nearby local streets, a monitoring strategy for the scheme has been created. This sets out how the council will measure any changes against baseline data which has been collected before the proposed trial is delivered.

6.3. Monitoring will be undertaken at regular intervals throughout the 18-month trial period and will consist of comparison of traffic counts before and during the scheme. It will be important to commence monitoring immediately following the scheme implementation to understand any impact locally in light of the risks of traffic displacement to nearby streets and junctions and the related implications of potential congestion and road danger as identified above in Section 3.

6.4. Baseline traffic counts were carried out between 19 - 25 April 2021, at 18 locations on and in the area surrounding the Furlong Road cluster, measuring motor traffic and cycle volumes.

6.5. Post implementation monitoring (repeat traffic counts) will be undertaken to the following schedule, (subject to change due to road closures that may affect results if necessary):

- For the first three weeks immediately after implementation
- After 6 weeks
- After 12 weeks
- After 6 months

6.6. After each collection period the council will review the data collected in particular to understand if the implementation of this scheme has caused any road danger concerns at the junction of Liverpool Road and Holloway Road or elsewhere. If road danger concerns

are identified this may lead to further measures or the trial being withdrawn at any time during the 18-month period.

7. Section 122, Road Traffic Regulation Act 1984

7.1. 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.

7.2. In balancing the considerations above, officers consider that the Furlong Road and Digswell Street trial banned right turns should proceed, on the basis of the following key factors:

- The intervention will reduce the road danger evidenced by near misses, long queues and illegal movements on the Furlong Road cluster to a more acceptable level for local roads and resolve the identified safety issues in the short term pending the introduction of a more comprehensive people-friendly streets low traffic neighbourhood scheme.
- Access, including for motorised traffic, is maintained to all residential and other properties, albeit access routes for motorised traffic may change, which may cause inconvenience to some residents. The scheme has been designed to allow access and egress to and from the Furlong Road cluster (Furlong Road, Orlestone Road, Crane Grove and Digswell Street) via Liverpool Road and Holloway Road, albeit that it will prevent egress southbound onto Holloway Road. This inconvenience is considered to be outweighed by the benefits of reduced traffic on the Furlong Road cluster that will result.
- All local amenities remain accessible albeit routes for motorised traffic to access these amenities may change. The Furlong Road cluster will benefit from the cessation of through-movements of a significant level of the current eastbound motorised traffic, and thereby provide a significant improvement to the amenity of the area.
- The reduction of through traffic on the Furlong Road cluster is expected to improve air quality on these local streets. Other measures, such as the council's introduction of

Electric Vehicle Charging Points, the recent introduction of the Ultra-Low Emission Zone and planned extension in October 2021 (which will cover the whole of Islington) and the introduction of School Streets, are likely to contribute to improving air quality.

- The ministerial statement issued on 9 May 2020 and the subsequent statutory guidance referred to in section 3.3 of this report above, requires councils in England to cater for significantly-increased numbers of people walking and cycling, and making it easier for them to create safer streets is a relevant consideration.

8. Implications

8.1. Financial implications:

Costs

The estimated scheme build cost are £77,750 which includes the costs of signage, road marking, enforcement cameras, traffic orders, road safety audit and monitoring.

Funding

The scheme is funded through the PFS Capital programme budget approved by Full Council in February 2021.

Revenue

The camera-enforced banned right turns used in the scheme are anticipated to generate some enforcement income within the parking account. 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.

8.2. Legal Implications

The council's proposals for people-friendly streets outlined in this report are consistent with DfT's statutory guidance 'Network Management in response to COVID19' published in May 2020 under section 18 of the Traffic Management Act 2004. The council is required to have regard to that guidance in carrying out its network management duties under sections 16 and 17 of the 2004 Act.

Section 9 of the Road Traffic Regulation Act 1984 enables the council to make an experimental traffic order for the purposes set out in section 4 of the report. In deciding whether or not to make an order under section 9, the council has to comply with the provisions of section 122 of the 1984 Act which requires the council to exercise that

function (so far as practicable having regard to the matters specified below) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. The specified matters are:

- (a) the desirability of securing and maintaining reasonable access to premises;
- (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
- (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- (d) any other matters appearing to the local authority to be relevant.

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

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

The 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. All signage related to the scheme is to be compliant with Traffic Signs Regulations and General Directions 2016 (as amended). The proposals will be implemented using an Experimental Traffic Order. The Experimental Traffic order can be in place for up to 18 months, and a decision will be made prior to this point as to whether to recommend a permanent Traffic Order or for removal of the scheme.

In deciding whether to proceed with the proposals beyond the 18-month trial, the Service Director Public Realm should take full and proper accounts of the responses received as a result of public engagement exercises and monitoring results.

Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property, and Article 8, right to respect for private and family life.

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

In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the implementation of the Furlong Road & Digswell Street banned turns 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.

Section 101 of the Local Government Act (1972) enables a local authority to discharge any of their functions to another local authority. The changes being made in the Furlong Road and Digswell Street banned turns scheme are on public highway that falls under the jurisdiction of Transport for London (TfL). The council will enter into a section 101 Agreement with TfL to enable the council to make and promote the Experimental Traffic Order relating to TfL's highway and an agreement to enable the council to enforce the order.

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

The delivery of the above measures in construction terms will have minimal environmental impacts. The proposed measures are largely low-impact interventions including the installation of one new camera and some signage, with little or no waste, emissions or potential nuisance to neighbouring properties. There will be a small amount of ongoing energy use from the new camera.

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

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

Recent research has shown higher death rates from Covid-19 in areas where there is poorer air quality than in areas with better air quality. By encouraging walking and cycling through the measures outlined above, the council will be supporting the health resilience of those working and living in Islington. The proposals are particularly aimed at improving air quality and reducing noise in the Furlong Road cluster by reducing the amount of vehicles using it

as a cut-through. Although the displaced traffic may result in reduced air quality and more noise in some other streets, the net impact is expected to be positive.

8.4. Resident Impact Assessment

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

A Resident Impact Assessment has been completed and is attached at Appendix 6.

Purpose

This 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 example, some disabled people who rely on car travel for their mobility may benefit from reduced traffic congestion while being inconvenienced by the banned right turns being introduced. 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.

Positive impacts

By restricting eastbound through-traffic from turning right onto Holloway Road, this scheme will reduce road danger by lowering the volume of traffic and reducing instances of dangerous traffic movements in the Furlong Road cluster, lowering the risk of injury from road traffic collisions. By reducing congestion on the cluster streets, the scheme will also improve access to properties and provide greater accessibility for people who are reliant on cars for mobility. Journey times for some trips may be expected to improve as a result of the reduced traffic queueing.

These outcomes are expected to provide benefits to all residents with protected characteristics, in particular people who are older, disabled and pregnant or parents of young children.

In addition to reducing road danger, the measures should reduce other negative impacts of traffic, improving air quality and reducing noise and community severance. Reducing traffic

on these streets will deliver benefits to residents, businesses and visitors, improving them in line with the Healthy Streets indicators, including: enabling pedestrians from all walks of life, easier to cross the street, a reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the residential area.

Negative impacts

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

Following the implementation of the banned turns scheme the whole area will remain fully accessible to anyone driving into the area from any direction. Residents, businesses, visitors or deliveries will be unaffected and nothing being introduced will stop people from driving to and from the Furlong Road cluster.

However, due to the banned right turns onto Holloway Road, egress routes away from the cluster streets towards Highbury Corner will need to be changed by exiting via Liverpool Road rather than turning right onto Holloway Road directly from the cluster 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, which may impact disproportionately on people who are dependent on car transport for their mobility, including people who are disabled, older or pregnant.

Due to the banned right turns towards Highbury Corner from the cluster streets, the scheme may also result in traffic being displaced to other local streets in the area as motorists seek alternative west-east routes. This may have a negative impact on residents of those streets due to potential increases in traffic congestion, noise, air pollution and road danger. Increases in air pollution could have particular health impacts on young people, older people, disabled people (including those with asthma), and pregnant people.

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

9. Conclusion and reasons for recommendations

9.1. This report sets out the council's proposal for banned right turns from Furlong Road and Digswell Street onto Holloway Road as part of the Council's PFS programme.

- 9.2. The Corporate Director of Environment is asked to agree the proposals set out in this report, including the installation of signage and enforcement cameras, revocation of Traffic Management Orders and issuing of Experimental Traffic Orders.
- 9.3. The Furlong Road and Digswell Street Banned Turns Scheme will be implemented on a trial basis using Experimental Traffic Orders. A comprehensive monitoring framework has been put in place. This will measure the impacts of the changes on Furlong Road, Orlestone Road, Crane Grove and Digswell Street and the surrounding streets and areas.
- 9.4. The measures in this report will address the persistent road danger issues on the Furlong Road cluster outlined in section 3 of this report. The measures will encourage local people to walk and cycle in the Furlong Road cluster, including to and from school as the environmental impacts of traffic will be reduced. This will result in a safer, cleaner and healthier environment for local people particularly older people, children, people with impaired mobility and other vulnerable groups. The proposals are supportive of the council's net zero carbon and Fairer Islington priorities. The Corporate Director of Environment is therefore asked to agree to the implementation of the Furlong Road and Digswell Street Banned Turns scheme under an 18-month Experimental Traffic Order.

[Redacted Signature]

Signed by:

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Appendices

- Appendix 1: Map of Furlong Road cluster and traffic restrictions in the area
- Appendix 2: Furlong Road area comparison of traffic volumes on east-west roads 2014-2021
- Appendix 3: Furlong Road traffic data summary
- Appendix 4: Preliminary Design Plan of Furlong Road and Digswell Street Banned Turns Scheme
- Appendix 5: Detailed Design Plan of Furlong Road and Digswell Street Banned Turns Scheme
- Appendix 6: Furlong Road and Digswell Street Banned Turns Scheme Resident Impact Assessment