

Report of: Executive Member for Environment and Transport

Meeting of:	Date	Ward(s)
Executive	19 October 17	All

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SUBJECT: Interim Local Implementation Plan (LIP) Delivery Plan 2018/19, TfL funding for Islington’s Cycle Improvement Programme 2018/19 and Bus Priority Programme 2018/19.

1. Synopsis

- 1.1 The Local Implementation Plan (LIP) sets out how the Council will deliver local transport improvements in the borough. The LIP is the mechanism by which boroughs deliver locally the Mayor’s Transport Strategy objectives, and by which TfL provides funding support to the boroughs to this end. All London local authorities are required to prepare a new interim LIP delivery plan for 2018/19 by October 2017 for submission to Transport for London (TfL). The Council’s proposed interim LIP Delivery Plan 2018/19 is attached at Appendix 1.
- 1.2 The Council also receives funding from TfL’s Central London Cycle Grid and Quietway Cycle programmes. These make up Islington’s Cycle Improvement Programme that aims to deliver improved cycle facilities in Islington, and contribute towards the delivery of the Mayor’s Vision for Cycling. The Council’s Cycle Improvement Programme was approved by Executive on 16 July 2014. The next phase of route development and delivery is scheduled to continue to 2022/23, and alongside this the Council will continue to develop the cycle networks outlined in the 2014 report to Executive. Appendix 2 sets out the Council’s proposed Cycle Improvement Programme for 2018/19.
- 1.3 TfL has made funding available for a Bus Priority Programme to deliver bus reliability improvements across London. The Council’s proposed Bus Priority Programme is developed by TfL, in consultation with the Council within-year, rather than in advance. Delegated authority will be sought from the Corporate Director of Environment and Regeneration, in consultation with the Executive

member for Environment and Transport for the 2018/19 bus programme.

- 1.4 The LIP Delivery Plan, Cycle Improvement Programme and Bus Priority Programme bids have been prepared in consultation with the Executive Member for Environment and Transport. If approved, the implementation of these programmes will contribute towards the Council's fairness agenda, ensuring that transport investment is targeted to areas experiencing:
- high levels of deprivation;
 - high levels of road traffic casualties;
 - high levels of localised air pollution;
 - low car ownership; and
 - a need for transport investment to support local businesses and shops.

2. Recommendations

- 2.1 To agree the proposed programmes and bids for the interim Local Implementation Plan Delivery Plan 2018/19, and the Cycle Improvement Programme 2018/19.
- 2.2 To delegate authority to the Corporate Director of Environment and Regeneration, in consultation with the Executive Member for Environment and Transport, to prepare the Islington Bus Priority Programme for 2018/19 for agreement with Transport for London.
- 2.3 To authorise the Corporate Director of Environment and Regeneration, in consultation with the Executive Member for Environment and Transport, to make any necessary changes to these programmes.

3. Background

- 3.1 The Mayor's Transport Strategy (MTS) is the principal policy tool through which the Mayor of London exercises his responsibilities for the planning, management and development of transport in London. The MTS supports the London Plan (the Mayor's Spatial Plan for London) and provides the policy context for the detailed transport plans of TfL and the borough's Local Implementation Plan (LIP).
- 3.2 Islington's LIP, also known as Islington's Transport Strategy, was first adopted by the Council in 2006. A revised and updated LIP was produced and adopted by the Council in March 2012. The LIP provides the context for the LIP Delivery Plan, which sets out a three-year programme of projects that help deliver the objectives of the LIP. On 17 October 2013, Executive approved the Council's last three-year LIP Delivery Plan for 2014/15 to 2016/17, and on 20 October 2016, Executive agreed the Council's one-year LIP Delivery Plan 2017/18 and Bus Reliability Programme 2017/18 while the Mayor of London develops a new transport strategy for London.
- 3.3 The Mayor of London has directed TfL to prepare a new MTS. A new draft MTS was released in June 2017, and is being consulted on until 2 October 2017. The Mayor requires councils in London to respond to the draft strategy, and to begin work preparing local borough transport strategies. In the meantime, the Council has been asked to submit an interim LIP Delivery Plan for 2018/19 (rather than the usual three-year programme), while the new MTS is being consulted on. The timetable for the preparation of the new strategy is set out in the table below. The table also includes dates by which the Council will be required to respond to new guidance to prepare a new transport strategy for Islington (a new third LIP), which will be the Council's response to the new Mayor's Transport Strategy. The Council is also required to submit to TfL for approval Annual Spending Submissions (for 2018/19 and 2019/20) which provide more detail on the individual schemes the Council plans to take forward under its LIP programme in the year ahead. This additional information includes financial profiles for each project, detailed location and project constraints.

Timescales for the preparation of third LIPs	
Milestone	Date
TfL public consultation on the draft MTS and third LIP Guidance 2019/20 – 2021/22	June to October 2017
Boroughs submit 2018/19 Annual Spending Submissions	October 2017
Mayor publishes the MTS and third LIP Guidance	February 2018
Boroughs start third LIP preparation in detail for 2019/20 – 2021/22	March 2018
Boroughs submit 2019/20 Annual Spending Submissions, informed by the published MTS and third LIP Guidance (2019/20 – 2021/22)	October 2018
TfL respond to boroughs, advising on adequacy or otherwise of their LIPs	November / December 2018
Boroughs amend LIPs and submit final version to TfL	January / February 2019
Mayoral Approval of final borough LIPs	March 2019

Borough transport objectives

- 3.5 To ensure that Islington's transport challenges are addressed, the objectives of Islington's current Transport Strategy are to make Islington's transport environment:
- **Fair** – Everyone in the borough will be able to access opportunities and services
 - **Efficient** – Islington's limited road space and public transport capacity will be managed to reduce crowding, congestion and unreliability
 - **Safe** – Road dangers will be minimised ensuring that fewer people are injured or killed on Islington's streets
 - **Secure** – Crime and the fear of crime will be reduced on Islington's streets, housing estates and public transport network
 - **Vibrant** – Streetscape and public realm improvements will contribute towards regeneration and local economic recovery and growth
 - **Healthy** – More active forms of travel will be encouraged, and the negative impacts of travel, especially on Islington's poorer communities, will be reduced
- 3.6 The Council will keep these objectives under review as the Mayor's transport objectives emerge. The Council will also contribute to the debate with the Mayor to help shape the emerging transport priorities for London. As outlined in 3.3 above, the Council's new Transport Strategy will be developed once the final Mayor's Transport Strategy and third LIP Guidance is published in February 2018.

Interim LIP Delivery Plan 2018/19

- 3.7 In May 2017, TfL provided guidance to all local authorities in Greater London to inform the production of a new interim 2018/19 LIP delivery plan. This guidance sets out what this document should include. Mandatory components of all LIPs are: the borough transport objectives, a one-year delivery plan for 2018/19 and mandatory performance indicators and targets.
- 3.8 TfL is expected to confirm its funding allocations in December 2017. In the meantime, the Council has been advised to assume an indicative funding allocation of £2.2m for 2018/19 across three

programme areas:

- Corridors, Neighbourhoods and Supporting Measures;
- Maintenance; and
- Liveable Neighbourhoods (formerly Major Schemes)

3.9 The Council's interim LIP Delivery Plan is attached at Appendix 1 and addresses the Corridors, Neighbourhoods and Supporting Measures programme area. The programme comprises projects that meet the objectives of the Council's fairness agenda and the criteria set out in paragraph 1.4. The projects will also deliver the Borough's transport objectives, as set out in paragraph 3.5. The Maintenance programmes include principal road renewal and bridge strengthening and assessment works for which TfL allocates funding to the Council. The Liveable Neighbourhoods programme is for schemes over £1 million that deliver transformational public realm improvement projects. The Council will prepare bids for this funding programme separately.

3.10 The key schemes in the Council's interim 2018/19 Delivery Plan (as detailed in Appendix 1) are:

- **Archway pedestrian and public realm improvements**
The Council will develop public realm and environmental improvement designs that complement the gyratory removal including improvements to St John's Grove and Whitehall Park.
- **Highbury & Islington Station Square**
Funding will be provided to help develop designs for a new station square following the planned reconstruction of the rail and road bridge on Holloway Road.
- **Central Street Master Plan**
Proposals include improved public spaces, footway widening, new trees and planting, cycle facilities, lighting, resurfacing and better access to local estates along Central Street.
- **Traffic Management, Environmental Improvement and Road Safety schemes**
A programme of projects to deliver significant improvements at a number of locations across Islington during this period. Specific project locations include Tufnell Park Road, Holloway Road, Old Street and Moreland Street. This programme also includes the investigation of traffic control measures to restrict the use of residential streets by larger vehicles, and discourage through lorry movements in residential areas. Streets included in this year's programme include Halliford Road / Elmore Street scheme (Canonbury ward) and the Carleton Road scheme (St George's ward).
- **Making the most of public spaces**
A programme that identifies small public spaces for improvement to benefit local communities and businesses, including the Wallace Road / Grosvenor Street public space (adjacent to Canonbury Station) and York Way / Copenhagen Street public space.
- **Safer Routes to Estates**
A programme of public realm measures to improve access, safety and security for residents and visitors of estates to local shops and services, and to public transport.
- **Borough wide road safety schemes**
Road safety funding will be targeted at specific locations, mainly on principal roads, where there are high numbers of road traffic casualties and where other sources of funding are not available to address the issues.
- **Road safety education**
A comprehensive range of road safety initiatives for various school and community-based organisations in the borough, aimed at reducing road traffic casualties.
- **School travel plans**
A programme of school travel plans to raise awareness of road safety and environmental

issues, and to increase the number of pupils, parents, teachers and visitors who walk, cycle, use public transport or car share to get to and from school.

- **Improving existing cycle routes across Islington**

A programme to bring existing signed cycle routes across Islington up to recently updated standards by delivering improved safety features where needed and better wayfinding. The improvements will be designed to complement the significant investment the Council has made in delivering the Quietways programme in Islington.

- **Cycle training programme**

To encourage people to cycle while also reducing road accidents. The Council will offer cycle training to residents, employees, students as well as vulnerable groups in Islington, and in particular focused in areas where new cycling routes are being introduced.

- **Secure Cycle Parking**

The roll out of secure bike parking on streets across the borough at locations where there is high demand from residents.

- **Play Streets**

This scheme will focus on delivering initiatives including Play Streets, and consider other temporary and permanent road closures put forward by the community.

- **Scootability**

The Council will continue to support a borough-wide scheme to provide mobility scooters to older and disabled residents.

- **Traffic management to improve air quality at sensitive locations**

To reduce the number of vehicle trips and vehicle speeds at sensitive locations, including schools. This programme will seek to reduce exposure to air pollution by delivering traffic management measures that encourage walking and cycling, including special safety zones at school entrances.

- **Air Pollution awareness**

This programme will focus on raising awareness of air pollution at events, through education programmes with students and businesses, and as part of air quality monitoring and freight consolidation activities.

- **Electric vehicle charging point programme**

To develop and manage a programme that will deliver electric vehicle charging points in Islington. This will help to support the transition of residents to electric vehicles after the introduction of the Ultra-Low Emission Zone in 2019.

- **The City Fringe Low Emission Zone (LEN)**

Working in partnership with Hackney Council to reduce air pollutants for those living, working and visiting the City Fringe area. The project seeks to reduce vehicle mileage in the area, encourage the uptake of low-emission vehicles, and support a shift to sustainable modes of travel such as walking and cycling.

- **Archway Zero Emissions Network (ZEN)**

This project will support and enhance the newly configured town centre by encouraging business and residents to adopt sustainable transport and energy options. The project will seek to introduce measures that reduce the number of servicing and delivery trips to reduce congestion and improve air quality.

- **Clerkenwell Green Traffic Management, Environmental Improvement and Road Safety scheme.**

Design work to develop improvements for the historic Clerkenwell Green, transforming a vehicle dominated area into a high quality public space for pedestrians and local people to come together. Proposals will improve the environment and create a space that prioritises healthier transport modes such as walking and cycling, and supports the local economy and businesses.

- **Legible London Wayfinding Signs**

To develop and manage a programme that will deliver Legible London wayfinding signs across Islington.

- **Liveable Neighbourhoods Scheme Development**

To develop detailed proposals for a liveable neighbourhood scheme bid submission in 2019/20 to transform the Angel town centre.

Cycle Programme

- 3.11 On 16 July 2014, Executive approved the Cycle Improvement Programme for schemes identified for development and delivery of cycle schemes between 2014/15 and 2015/16 that supported the delivery of the Mayor's Vision for Cycling. This was the first phase of projects and included a funding commitment from TfL to the Council of in excess of £2.1m to develop and deliver ambitious improvements to the borough cycle network. The majority of funding was dedicated to the creation of a dense network of cycle routes in Central London, resulting in a greater level of investment in Clerkenwell and Bunhill. The Central London routes funded for delivery were; Clerkenwell Road and Old Street; Finsbury Square to Lever Street; Lloyd Baker Street to New North Road. Funding was also allocated for design work for three additional routes; Vincent Terrace to Leonard Street, Lever Street to Amwell Street and the full length of St John Street. The Council also received funding to deliver part of one of the first regional Quietways between Bloomsbury and Walthamstow, including sections in St Peter's and Canonbury wards, and completed in 2017.
- 3.12 Delivery of the first phase of project continued into 2016/17. Works between Finsbury Square and Lever Street are programmed for 2017/18. Due to development constraints at the City Fringe, works at Featherstone and Leonard Streets have been delayed and the construction is due to be completed in 2018/19. The Council continues to work with TfL and City Hall to develop an acceptable concept design for Old Street and Clerkenwell Road that will provide improved cycle facilities, and deliver the kind of transformational change the Council is seeking to achieve in support of the Mayor's emerging Healthy Streets agenda.
- 3.13 The 2018/19 cycle route programme attached in Appendix 2 includes routes the Council plans to design and/or deliver in 2018/19. All the routes in Islington identified in the 2014 programme remain on the programme for delivery. Funding and delivery of each route will be subject to a feasibility study the approval by TfL. The Council will also continue to lobby TfL to fund routes outside the Central London area serving the north of Islington, and identify routes that meet future demand, including those identified in TfL's Strategic Cycling Analysis (June 2017).

Bus Priority Programme

- 3.14 In January 2016, TfL announced they would invest £200m in bus priority schemes across London to help passengers get through busy parts of London more quickly. This funding has been allocated to address a recent reduction in bus journey reliability across London as a result of an increase in congestion from construction works, population growth leading to more traffic, and illegal loading or parking in bus lanes. TfL undertook an assessment of 24 high frequency bus routes across London, to identify which would benefit from further protection from congestion impacts. Route 21, which runs through the eastern parts of Bunhill and St Peter's wards, has been prioritised by TfL for investment. The Council is working with TfL to develop a programme that seeks to improve bus journey times and reliability, and benefit from the available funding.
- 3.15 The Council's proposed Bus Priority Programme is developed by TfL, in consultation with the Council within-year (2018/19), rather than in advance. Delegated authority will be sought from the

Corporate Director of Environment and Regeneration, in consultation with the Executive member for Environment and Transport, to agree the 2018/19 bus programme.

4. Implications

Financial implications:

- 4.1 The development of the LIP, Cycle Improvement Programme and Bus Priority Programme is funded from the Environment and Regeneration (Spatial Planning and Transport) revenue budget.
- 4.2 TfL approval of the programme will provide funding to plan and implement traffic, transportation and cycling improvement projects in 2018/19.

Legal Implications:

- 4.3 The Council has a statutory duty under Section 145 of the Greater London Authority Act 1999 (1999 Act) to produce a Local Implementation Plan (for Islington Council, this has been titled 'Islington's Transport Strategy') that is consistent with the Mayor's Transport Strategy. Under section 146 of the Act, the Mayor will only approve the strategy if it is consistent with his own Transport Strategy.
- 4.4 TfL has the power to provide financial assistance for projects which improve transport (s159 of the 1999 Act). The proposed strategy funding process is the vehicle by which TfL provides annual funding to each of the 33 London boroughs. The legal implications of specific schemes will be reported as decisions are made on those individual schemes.
- 4.5 TfL may give financial assistance to the Council for projects which in its opinion are conducive to the provision of safe, integrated, efficient and economic transport facilities or services to, from or within Greater London (section 159 of the Greater London Authority Act 1999).
- 4.6 The Council has the power to implement the schemes for which TfL funding is being sought pursuant to various statutes including the Highways Act 1980, the Town and Country Planning Act 1990 and the Road Traffic Regulation Act 1984.
- 4.7 In exercising its powers under the Traffic Regulation Act 1984, section 122 of that Act imposes a duty on the Council to have regard (so far as practicable) to securing 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 Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises, and the effect on the amenities of any locality affected. Any final decision to implement any scheme needs to take account of the considerations set out above and the outcome of public consultation.
- 4.8 Where implementation of the proposed schemes requires public consultation to be carried out either on an informal or statutory basis, it must follow public law principles in that it must be carried out at a formative stage of the decision making process, last for a reasonable period, provide sufficient information for consultees to make an informed representation and all representations must be taken into account before any decision is made.

Environmental Implications

- 4.9 Successful implementation of Islington's Transport Strategy and TfL's funding programmes will seek to increase walking and cycling and public transport use and is aimed at reducing congestion, carbon emissions and local pollution to air, increasing bus reliability and reducing the number of people killed or injured on Islington's roads. However, the capital works required to implement objectives in the Transport Strategy will have an environmental impact in terms of energy and

material usage and possible congestion when the works take place.

- 4.10 A full Strategic Environmental Assessment (SEA) of the Strategy has been carried out, and is available on the Council's website as part of the adopted strategy.

Resident Impact Assessment

- 4.11 The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding.
- 4.12 A Resident Impact Assessment of Islington's Transport Strategy has been carried out and is included in the Transport Strategy. In general, the impacts from the Transport Strategies policies, upon which the Interim LIP Delivery Plan 2018/19 is based will be positive to all equality groups and benefit all groups, particularly in relation to the following themes such as improving transport safety and security, enhancement to the living environment through removing barriers (such as congestion), improvements to air quality and encouragement of growth, and creation of a fair and high-quality transport system. The RIA for the Transport Strategy is published on the Council's website as part of the adopted strategy and can be found at:
<https://www.islington.gov.uk/~media/sharepoint-lists/public-records/environmentalprotection/businessplanning/plans/20122013/20120530appendixequalityimpactassessmenteqia.pdf>
- 4.13 A Resident Impact Assessment of the Cycling Improvement Programme was completed in July 2014. No negative equality impacts were identified for any of the people with the protected characteristics. There is the potential to encourage more people from the protected characteristics groups to take up cycling, and benefit from the healthy and mobility related opportunities provided by the programme. Promotional material will highlight the health benefits of a more active lifestyle. No safeguarding risks were identified and no Human Rights breaches have been identified from the Cycling Programme.
- 4.14 A Resident Impact Assessment for the Bus Priority Programme was completed on 30 September 2016 and a summary is included below.
- a) No negative equality impacts from the Bus Priority Programme have been identified for any of the people with protected characteristics. Investment that improves bus reliability will benefit all passengers, including those with protected characteristics.
 - b) No safeguarding risks have been identified from the Bus Priority Programme.
 - c) No Human Rights breaches have been identified from the Bus Priority programme.
 - d) Key actions to take as a result of this RIA:

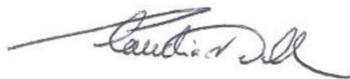
Action	Responsible person or team	Deadline
Ongoing monitoring of bus performance and reliability levels will be undertaken to ensure	Economic Development, Projects and Transport Planning Service	Ongoing

changes from investment do not disproportionately or negatively affect people with protected characteristics		
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5. Reasons for the recommendations / decision:

- 5.1 The Council is operating in a sustained period of pressure on financial resources, so it is particularly important that the Council takes advantage of funding grants available to it to deliver projects that are focused on its priorities. While the Mayor of London begins to develop a new transport strategy for London, the interim Local Implementation Plan 2018/19 Delivery Plan, Cycle Improvement Programme 2018/19 and Bus Priority Programme 2018/19 bids will ensure that investment in Islington remains directed towards those people and places that need it most, and in a way that is supportive of the Council's broader strategic priorities.
- 5.2 The interim Local Implementation Plan 2018/19 will set out the Council's transport priorities for the short term, will assist in determining future transport investment priorities, and will identify how the Council will prioritise and deliver transport, public realm and cycling improvements across the borough. The Cycle Improvement Programme 2018/19 will enable the delivery of improved cycle facilities in Islington. It will allow the Council to continue developing cycle networks such as Cycle Quietway 10 – Farringdon to Palmers Green via Finsbury Park and Cycle Grid Route - Lever Street to Amwell Street. The Bus Priority Programme 2018/19 will allow the Council to continue developing and delivering bus reliability measures on TfL identified priority routes that will reduce obstacles and delays, and improve bus journey times for passengers.

Signed by:



11 October 2017

Executive Member for Environment and Transport Date

Appendices

- Appendix 1 – Interim LIP Delivery Plan 2018/19
- Appendix 2 – Cycle Improvement Programme 2018/19

Background papers:

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