

Executive Member for Environment and Transport

Meeting of:	Date:	Ward(s):
Executive	24 November 2020	All

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SUBJECT: ADOPTION OF THE ISLINGTON TRANSPORT STRATEGY (2020-2041)

1. Synopsis

- 1.1 The Council wants to build a Fairer Islington by tackling disadvantage and inequality and by supporting the creation of a fairer and more resilient local economy. The Council also wants to tackle health inequality and enable all local people to live long, healthy and active lives. The Council has also committed to achieving net zero carbon emissions in the borough by 2030. The on-going pandemic has intensified these challenges and accelerated the need for the Council to take action.
- 1.2 This report asks the Executive to adopt the Islington Transport Strategy 2020 – 41 (as set out in Appendix One of this report). Implementation of this Strategy will ensure that investment in the borough’s transport environment will support the Council in addressing Islington’s overarching social, economic and environmental challenges, and in making Islington a fairer, healthier and greener place to live, work and visit.
- 1.3 The Transport Strategy 2020 - 2041 will replace the Council’s current Transport Strategy, adopted in March 2012. Publication of the Strategy will ensure that the Council complies with its statutory duty to publish a Local Implementation Plan (LIP) indicating how the Council will deliver the Mayor of London’s Transport Strategy in Islington.

- 1.4 Statutory and public consultation on a draft Transport Strategy has taken place. This consultation indicates broad support for the Strategy but seeks a more ambitious approach in certain key areas. This request for more ambition has been addressed.
- 1.5 The Transport Strategy supports the Council's commitment to delivering a Fairer Islington by contributing towards the achievement of the Council's fairness priorities as follows:
- Jobs and money – Supporting the viability and success of local business clusters and town centres and their role in delivering a fairer local economy, and ensuring that residents can access secure and well paid jobs in the transport sector.
 - Housing – Supporting housing growth in the borough, particularly the delivery of genuinely affordable housing.
 - Safety – Making the borough a safer environment for our residents by reducing road danger and transport related crime including hate crime and harassment.
 - Children and Young People – Reducing air pollution and noise particularly around local schools, encouraging active travel and outdoor play, improving accessibility for prams and buggies, and reducing road danger to help make Islington the best possible place for all children and young people to grow up.
 - Place and environment – Investing in local streets, town centres and public spaces to encourage social inclusion and community cohesion.
 - Health and Independence – Encouraging local residents to lead healthy and independent lives by reducing road danger, improving accessibility and air quality, and providing attractive opportunities for physical activity through walking, cycling and outdoor play.
 - Well-run Council – Combining funding streams wherever possible to deliver projects that tackle multiple Council priorities, and helping to attract further funding to make a difference despite reduced resources.
- 1.6 Implementation of the Transport Strategy will also support the delivery of the Council's 'Vision 2030: Creating a Net Zero Carbon Islington by 2030'.

2. Recommendations

The Executive is asked to:

- 2.1 Adopt the Islington Transport Strategy 2020 – 2041 as set out in Appendix One of this report.
- 2.2 Agree that the Corporate Director of Environment and Regeneration, in consultation with the Executive Member for Environment and Transport, may make minor changes to the Islington Transport Strategy 2020 – 2041 prior to its publication.

3. Background

- 3.1 In 2018, the Mayor of London published their Transport Strategy. This sets out their vision for London's transport environment for the period up to 2041. London local authorities are required to produce a Local Implementation Plan setting out how the Mayor's Transport Strategy will be delivered in their local areas over the same period. The Islington Transport Strategy 2020-41 forms the council's Local Implementation Plan. The Deputy Mayor of London for Transport has written to the Council to agree that the Strategy can be adopted.

- 3.2 The Strategy sets out the Council’s transport vision for 2041 and the high-level objectives that will guide how the Council delivers its transport vision. Each objective is laid out in a separate chapter of the Strategy together with any associated transport policies, commitments and targets that relate to the achievement of each objective. Whilst many of these commitments will be implemented directly by the Council, many others can only be delivered through close partnership working with a broad range of organisations particularly the Mayor of London, Transport for London, the Police and public transport operators.

Statutory and Public Consultation

- 3.3 Statutory consultation on the draft Transport Strategy took place between 4 and 23 February 2019. Public consultation took place between 29 July 2019 and 29 September 2019.
- 3.4 These two consultation exercises gave statutory bodies and local people and organisations the opportunity to provide detailed comments on the Council’s proposed vision, objectives, policies, and commitments as set out in the draft Strategy.

Statutory Consultation

- 3.5 Fourteen statutory bodies provided detailed responses to the consultation. There was broad support for the draft Strategy from thirteen stakeholders. One respondent, Natural England responded to confirm they had no comments on the draft strategy.

Public Consultation

- 3.6 246 responses were received from individuals including 204 responses to a survey questionnaire. There were seventeen responses from local organisations. Structured meetings were carried out with several local organisations to engage with under-represented groups. Again, there was broad support for the vision, objectives, policies and commitments set out in the draft Transport Strategy. However, a number of individual respondents and organisations indicated that they wanted the Transport Strategy to be more ambitious particularly in respect of: promoting walking, cycling and other forms of active travel; reducing car usage; and tackling air pollution and climate change.

Key Revisions to the draft Strategy

- 3.7 Where change is consistent with the Council’s wider priorities, the draft Transport Strategy has been amended to respond to the issues that were raised during the public consultation. Changes have also been made to ensure that implementation of the Transport Strategy will support the delivery of the Council’s key social, economic and environmental priorities and strategies. These are most notably: the draft Local Plan that seeks to promote sustainable development; the Council’s Fairness priority; Vision 2030: Creating a Net Zero Carbon Islington by 2030; and the Council’s Community Wealth Building approach in relation to the local economy.
- 3.8 The draft Strategy has also been amended to ensure that the transport challenges presented by the ongoing pandemic are addressed. In particular, the Transport Strategy highlights the critical role of the transport environment in making Islington a healthier place to live, and in addressing health inequalities in the borough. The Strategy sets out the

Council's commitment to ensuring that a return to normality does not result in a return to previous or even greater levels of through traffic in the borough. Indeed, residents have told us they have benefitted from quieter streets and have been able to enjoy their neighbourhood more. We need to act quickly to harness these benefits so we can bring life back to Islington's streets.

- 3.9 The Strategy therefore sets out a commitment to encourage active travel and reduce through traffic in local neighbourhoods. In particular, this will be achieved through the delivery of a borough wide programme of People Friendly Streets to create more space for those who want to enjoy Islington, as they walk or cycle. This way we will make Islington a fairer place for everyone. The Strategy also directly responds to concerns about the potential impacts of reducing traffic in local neighbourhoods. For example, the Strategy commits the Council to significantly reducing overall levels of car ownership, car usage and freight traffic over the lifetime of the Strategy and to working with the Mayor of London to give greater priority to people who are walking, cycling and travelling by bus on the borough's main roads.

Targets

- 3.10 It was clear from the responses to the public consultation that there was a desire for greater ambition in the transport strategy's targets, in particular the overall target for sustainable mode share. Many comments also called for more to be done to reduce carbon emissions.
- 3.11 The initial 87% mode share target for sustainable modes of travel set by the Mayor of London was based on London-wide strategic modelling. Key elements of this model include: growth in population and population density; car ownership; strategic transport investment; and the impact of future travel demand measures.
- 3.12 The updated overarching 90% mode share target for sustainable modes reflects the Council's commitment to the early delivery of People Friendly Streets schemes and other measures to promote walking and cycling. These measures will provide a step-change in the character of the borough's transport environment, and will contribute to the achievement of a more ambitious target of 90% of trips being made by active, efficient and sustainable modes by 2041 (and an interim target of 87% by 2030). The Strategy also commits the Council to producing a more detailed strategy to set out how it will promote and encourage walking and cycling within the borough.
- 3.13 In response to the Council's ambition to achieve net zero carbon emissions in the borough by 2030, the Transport Strategy now commits the Council to working with the Mayor of London to eliminate carbon emissions from the borough's transport environment by 2030.

Delivery

- 3.14 The Transport Strategy is a long-term strategy covering a period of two decades. Significant capital and revenue investment will be needed to deliver the Strategy over this period. Clearly, not all of the actions in the Strategy are funded at present. The Strategy therefore carefully distinguishes between those commitments that are funded at present and those that are currently unfunded. Potential sources of future funding are identified and include: funding from the Mayor for London; council capital and revenue funding; other

forms of Government grant; and developer contributions including the council and Mayoral CIL.

- 3.15 It must however be acknowledged that the Transport Strategy will be adopted at a time of unprecedented financial challenges and uncertainty both for the Council and the Mayor of London. These challenges originate largely from a substantial reduction in Government funding for Transport for London. These challenges have been further intensified as a result of falling Transport for London fares income due to the pandemic and significant increases in the cost of delivering Crossrail.
- 3.16 It must also be acknowledged that the Council cannot deliver the Strategy by acting alone. The Strategy is therefore clear about those actions that will need to be delivered in partnership with external partners and agencies. These include the Mayor of London, Transport for London, the bus and rail operators, the Police, local businesses and developers.

Human Rights Implications

- 3.17 In making a decision to adopt the Transport Strategy, the Executive must consider the implications of the Human Rights Act 1998. The rights that have been established under the Act have been carefully considered prior to the finalisation of the Strategy. The following rights are particularly relevant to the adoption of the Transport Strategy:
- Article 2 (right to life) – this right is impacted positively by the Strategy’s aims of improving air quality, increasing physical activity and reducing road danger.
 - Protocol 1, Article 1 (right to peaceful enjoyment of your property). The Transport Strategy aims to achieve a reduction in through traffic in local neighbourhoods and on the main streets. This will lead to reduced traffic pollution and improved air quality over the lifetime of the Strategy ensuring that local residents will benefit from improved living conditions.

4. Implications

Financial implications:

- 4.1 Implementation of the Strategy will require significant capital and revenue funding. The delivery programme and funding decisions are agreed by Executive on an annual basis. The Strategy is not a bidding document but is rather a compilation of our realistic programme of works to 2041. Thus, there is no need to secure funding for implementation of the LIP before it is published.
- 4.2 The Planning and Development budget accommodates the staff time required to develop the Strategy. Unbudgeted costs of around £20k include the Strategic Environmental Assessment (SEA) and the costs associated with the public consultation. These have mainly been incurred in the 2019/20 financial year and have been managed within the overall service budget.

Legal Implications:

- 4.3 The Council is required to prepare a Local Implementation Plan containing its proposals for the implementation of the Mayor’s new transport strategy (MTS) in its area (section 145

Greater London Authority Act 1999). The Islington Transport Strategy (ITS) is the statutory local implementation plan for Islington. It sets out how the Council proposes to deliver the MTS in its area, while contributing to other local and sub-regional strategies. The Strategy must be consistent with the MTS as the Mayor will only approve the strategy if it is consistent with his own transport strategy (section 146 of the 1999 Act).

- 4.4 In preparing the Strategy, the Council is required to consult the Commissioner of Police, Transport for London, such organisations representative of disabled persons as the Council considers appropriate and other London councils whose area are likely to be affected by the Strategy and must have full and proper regard to any comments received before submitting the Strategy to the Mayor of London for approval.
- 4.5 The European Directive 2001/42/EC requires formal a strategic environmental assessment (SEA) of certain plans and programmes that are likely to have significant effects on the environment including on biodiversity, population, human health, climatic factors and other issues. SEA is transposed into UK legislation through the Environmental Assessment of Plans and Programmes Regulations 2004. A SEA has been carried out in respect to the Strategy.

Environmental Implications

- 4.6 Through the successful implementation of the Islington Transport Strategy, the Council will reduce carbon emissions and transport-related pollutants that are harmful to health (Nitrogen Oxide and Particulate Matter) and make Islington's transport network more resilient to the effects of climate change. However, the capital works required to implement the objectives of the Transport Strategy will have an environmental impact in terms of energy and material usage, as well as possible congestion when the works take place. The Strategy therefore contains policies to reuse and use sustainable materials and to minimise any harm to the natural environment.
- 4.7 The European Directive 2001/42/EC requires formal SEA of certain plans and programmes that are likely to have significant effects on the environment including on biodiversity, population, human health, climatic factors and other issues. SEA is transposed into UK legislation through the Environmental Assessment of Plans and Programmes Regulations 2004. There is a legal requirement to carry out a full Strategic Environmental Assessment (SEA) of the Strategy. This assessment was carried out by an independent body. Public consultation on the draft SEA was undertaken alongside the statutory consultation on the draft strategy. When the Strategy was amended following the public and statutory consultation, the SEA was reviewed by the independent organisation. The outcome of this review is attached as Appendix Two.

Resident Impact Assessment:

- 4.8 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.

- 4.9 A Resident Impact Assessment was finalised on 6 October 2020 and the summary is included below. The complete Resident Impact Assessment is appended (see Appendix Three).
- 4.10 As noted in the main body of the report, the key focus of the Transport Strategy is to make the transport environment and access to it fairer and to address health inequality. When adopted, the Islington Transport Strategy will be of benefit to all people living, working, visiting and doing business in Islington. In addition to accessibility and inclusivity being key notions that run throughout the strategy and feature in many policies, there are specific policies in the strategy about improving the transport environment for people with specific access needs and impaired mobility. The RIA identifies specific positive and negative impacts for the protected characteristics of gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation and age. It does the same for socio-economic status. Where potential negative impacts on equalities have been identified, changes to the Strategy have been made to mitigate these impacts.

5. Reason for recommendations

- 5.1 The Council has met its legal obligation to respond to the Mayor of London's Transport Strategy by producing a Local Implementation Plan in the form of the Islington Transport Strategy 2020-41. It has carried out statutory consultation and a comprehensive public consultation on a draft Strategy. Changes have been made to the Strategy in response to both consultations. Changes have also been made in response to the strengthening of key Council strategies. The Strategy will support the delivery of the Council's ambitions to: build a Fairer Islington; make the borough a healthier place to live; achieve net zero carbon emissions by 2030; support sustainable development and deliver a fairer local economy. The Strategy has been updated to reflect the Council's transport response to the pandemic and the acceleration and early delivery of a package of People Friendly Streets and other measures. The Executive is therefore asked to adopt the Islington Transport Strategy.

Appendices

- Appendix One: Islington Transport Strategy 2020 – 2041
- Appendix Two: Strategic Environmental Assessment – Draft Post Adoption Statement
- Appendix Three: Resident Impact Assessment

Background Papers – Islington Transport Strategy Consultation Report

Final report clearance:

Signed by:



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