



## Report of Executive Member for Environment and Transport

Meeting of:	Date:	Ward(s):
Executive Committee	13 January 2022	All

Delete as appropriate:	Exempt	Non-exempt

## **SUBJECT: Islington's Local Implementation Plan delivery programme for Transport for London funding (2022/23 – 2024/25)**

### **1. Synopsis**

- 1.1 In March 2018, the Mayor of London published the Mayor's Transport Strategy (MTS), which sets the vision for London's transport environment from now until 2041. All London local authorities are required to produce what Transport for London (TfL) refers to as a Local Implementation Plan (LIP) in response to the MTS, and this statement of local transport vision must include a delivery programme setting out the local authority's plans for how they will spend the funding they are likely to receive from TfL over the next three years. The development of the council's LIP has been shaped by the priorities set out in the Islington Transport Strategy (ITS) 2020 – 2041 and supports the delivery of the council's Vision 2030: Building a Net Zero Carbon Islington by 2030, both of which were adopted by the council on 20 November 2020.
- 1.2 The council receives an annual funding grant from TfL to implement the council's Transport Strategy and LIP, annual funding from TfL to implement the council's Cycle Improvement Programme for the delivery of improved cycling facilities in Islington and annual funding from TfL to deliver a Bus Priority programme.
- 1.3 The council is operating in a period of unprecedented financial uncertainty in relation to its normal annual transport funding grants from TfL. The Covid-19 pandemic has had a major negative impact on the amount of funding available for TfL to provide to the boroughs, and there remains considerable funding uncertainty in 2022/23 and future years. TfL is reliant for approximately half its income on fare box revenue from public transport. The pandemic

emergency has had a significant impact on this revenue with drastically reduced public transport usage for a sustained period, and has resulted in a far greater reliance by TfL on grant support from Central Government. Grant funding from Central Government to TfL is subject to detailed negotiation between the parties, has been very constrained, and is highly uncertain. In this context, TfL has taken the unusual step of requesting boroughs provide a firm LIP programme for 2022/23 and an indicative programme for 2023/24 to 2024/25, and to provide our list of projects in priority order should the amount of available funding be lower than expected.

1.4 The LIP Delivery Plan 2022/23 to 2024/25, the Cycle Improvement Programme 2022/23 to 2024/25 and the Bus Priority Programme 2022/23 to 2024/25 meet the council's commitment to deliver a more equal Islington by contributing towards the following council priorities:

- Children and young people have the best start – Improving the local environment and reducing pollution and congestion to help make Islington the best place for all young people to grow up.
- Local jobs and businesses in a thriving local economy - Improving places in the borough to support the success of local businesses and their role in delivering an inclusive economy and providing jobs.
- Everyone has a place to call home - Improving residential areas helps to create an environment for decent and safe homes.
- Cleaner, greener, healthier borough - Encouraging our residents to lead healthy and independent lives by improving accessibility, air quality, and providing attractive opportunities for active travel.
- Communities feel safe, connected and inclusive - Making the borough a safer environment for our residents to travel in, and in particular to tackle road danger reduction.

## **2. Recommendations**

2.1 To agree the proposed programmes for the Local Implementation Plan Delivery Plan 2022/23 to 2024/25 (Appendix 1), the Cycle Improvement Programme 2022/23 to 2024/25 (Appendix 2) and the Bus Priority Programme 2022/23 to 2024/25 (Appendix 3).

2.2 To confirm the delegation of authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, to make any necessary changes to the Local Implementation Plan Delivery Plan 2022/23 to 2024/25 (Appendix 1), the Cycle Improvement Programme 2022/23 to 2024/25 (Appendix 2), and the Bus Priority Programme 2022/23 to 2024/25 (Appendix 3).

## **3. Background**

3.1 The 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 provide the policy context for the detailed transport plans of TfL, and the borough's Local Implementation Plan, or Transport Strategy.

3.2 A Local Implementation Plan (Islington Transport Strategy 2020 - 2041) is a statutory document prepared under Section 145 of the GLA Act and sets out how the borough

proposes to deliver the MTS in its area, as well as contributing to other local and sub-regional goals. The ITS provides the context for the LIP Delivery Plan which sets out a three-year programme of projects that help deliver the objectives of the ITS. It is the mechanism by which boroughs deliver locally the new MTS objectives, and by which TfL provides funding support to the boroughs to this end.

- 3.3 On 18 October 2018, Executive approved the council's last three-year LIP Delivery Plan for 2019/20 to 2021/22. TfL has now directed the council to prepare a three-year plan covering the period 2022/23 to 2024/25. However, given the challenges of planning in the context of the recovery from the pandemic and unlike previous three-year plans, TfL is asking boroughs to develop this plan in two stages. The first stage is to submit a detailed plan for 2022/23 in January 2022 which will include details beyond that year for any multi-year schemes beginning in 2022/23. The second stage is to submit detailed plans for 2023/24 and 2024/25 to TfL in summer 2022.
- 3.4 In October 2021, TfL published new guidance for developing its LIP three-year delivery plan that covers the period 2022/23 to 2024/25, to help councils to deliver against the MTS priorities for Healthy Streets needed for London's recovery to address the acute and urgent challenge of inequality exposed by the pandemic. The Mayor's three key themes to deliver his vision are; healthy streets and healthy people, a good public transport experience and new homes and jobs. This report provides details of three TfL funded programmes that support these themes: the LIP Delivery Plan 2022/23 to 2024/25 (Appendix 1), the Cycle Improvement Programme 2022/23 to 2024/25 (Appendix 2) and the Bus Priority Programme 2022/23 to 2024/25 (Appendix 3).
- 3.5 As a result of the uncertainty concerning future funding levels, TfL has advised the council to plan on the basis of their 2019/20 annual funding allocation (£1.75m), but also advises that the submission of a plan and its subsequent approval by TfL does not guarantee funding. Therefore, TfL has requested that the council submits its next three-year LIP programme with a clear indication of which projects the council considers are high priority, and where possible the council is being asked to consider using alternative funding sources. TfL plans to notify boroughs of their Stage 1 LIP programme allocations in March 2022.
- 3.6 Subject to the agreement of Executive, the Local Implementation Plan Delivery Plan 2022/23 to 2024/25, the Cycle Improvement programme 2022/23 to 2024/25, and the Bus Priority Programme 2022/23 will be submitted to TfL in January 2022. TfL are expected to confirm funding allocations in March 2022.
- 3.7 The LIP Delivery Plan, Cycle Improvement Programme and Bus Priority Programme have been prepared in consultation with the Executive Member for Environment and Transport. Once approved, the implementation of these programmes will contribute towards the council's Islington Together Strategic Plan, ensuring that transport investment is targeted to areas most exposed to Islington's transport challenges, including:
- high levels of deprivation;
  - high levels of road traffic casualties;
  - high levels of localised air pollution; and
  - a need for transport investment to support local businesses and shops.

## LIP Delivery Plan

- 3.8 The council's proposed 2022/23 to 2024/25 LIP programme will focus on schemes that will provide maximum impact and progress the council's and TfL's joint priorities (aligned with that of the Mayor and Central Government) for enabling all Londoners to feel that active travel is a safe and accessible option by improving safety, accessibility and the attractiveness of streets and encouraging more people to walk and cycle and reducing car dependency.
- 3.9 As set out in Appendix 1, the council's proposed LIP Programme for 2022/23 (Stage 1) and provisional programme for 2023/24 to 2024/25 (Stage 2) will focus on progressing the schemes summarised below. Where available, detailed cost and activity profiles are provided for 2022/23 schemes and subsequent years. Provisional details are provided for the 2023/24 to 2024/25 schemes as they have greater uncertainty attached to them. Where no details are currently available, the scheme remains on the programme but has 'to be confirmed' (TBC) noted in the funding columns. The schemes are listed in priority order with the highest priority noted at the top of the list. The type of schemes included in Islington's future LIP programme include active travel themed schemes:
- Low Traffic Neighbourhoods (LTNs) or Liveable Neighbourhoods including:
    - St Mary's Church – implementation and monitoring
    - The Cally – engagement and co-design
    - Mildmay Liveable Neighbourhood – engagement and co-design
    - Highbury New Park Liveable Neighbourhood – engagement and co-design
    - Barnsbury and St Mary's LTN – engagement and co-design
  - Road safety and danger reduction schemes submitted as part of our Borough Wide Road Safety programme.
  - A range of junction improvement schemes, such as New North Road and Essex Road.
  - The reinstatement of the council's behaviour change programmes, including Cycle Training and the School Travel Programme, to encourage active, safe, and secure travel.
  - Funding to mitigate the impacts of the Old Street and Highbury Corner roundabout removal schemes.
  - A range of traffic management or environmental improvement schemes such as Clerkenwell Green, Dartmouth Park, Chapel Market, Central Street (Master Plan) and Islington Legible London Wayfinding.
  - The reinstatement of the council's accessibility and community interaction projects including Pedestrian Accessibility Programme and Play Streets.
  - The reinstatement of the Safer Routes to Estates 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.
  - Other improvements that address climate change and air quality issues such as undertaking School Air Quality Audits and air quality monitoring for the LTNs and progressing the council's commitments to delivering Electric Vehicle Charge Points across the borough.

- 3.10 Notwithstanding the severe constraints on funding, it is expected that the delivery of the council's priority transport projects will continue, with a focus on the People Friendly Streets programme of LTNs, Liveable Neighbourhoods and School Streets, with reinstating the council's active travel programmes that encourage and support safe, active, and secure travel, as well as continuing to progress projects that will realise our environmental commitments to reduce carbon and improve air quality. The LIP programme has been prepared to support and enhance the council's existing capital funded programmes for the delivery of People Friendly Streets LTNs, Liveable Neighbourhoods and initiatives and measures to support Active Travel, such as the bike hangar programme.

### **Cycle Improvement Programme**

- 3.11 The Cycle Grid and Quietway Programme for 2019/20 to 2021/22 was approved by Executive on 18 October 2018. For future years this is now titled the Cycle Improvement Programme. The council's proposed Cycle Improvement Programme for 2022/23 to 2024/25 will focus on schemes that progress the council's and TfL's joint priorities for enabling all Londoners to feel that active travel is a safe and accessible option by improving Islington's cycle network, reinstating programmes that support measures such as the behaviour change programme and cycle parking. Details of the 2022/23 to 2024/25 Cycle Improvement Programme are set out in Appendix 2.
- 3.12 The Cycle Improvement programme includes behaviour change initiatives, such as Bikeability and cycle skills training. The programme also includes proposals for network development include making permanent the temporary Cycleways at C38 South (Pentonville Road to Holloway Road) and at York Way. New and existing schemes programmed for development or delivery include; Cycleway 50, Old Street Clerkenwell Road, Regent's Canal to Highgate and Bunhill Row.
- 3.13 TfL funding for the Cycle Improvement Programme is available only for the purpose of cycle improvement measures and behaviour change initiatives.

### **Bus Priority Programme**

- 3.14 The 2019/20 Bus Priority Programme was approved by Executive on 18 October 2018. As a result of funding uncertainty caused by the Covid-19 pandemic, the Bus Priority Programme was put on hold in 2020/21. The programme resumed for 2021/22. The council's bus priority programme seeks to make changes to the borough road network that enhance bus speeds and service reliability. Bus priority measures include: reviews of the operation of bus lanes, new bus lanes, changes to kerbside restrictions, enhancements at junctions and changes to pedestrian crossings. The Bus Priority Programme for 2022/23 to 2024/25 is detailed in Appendix 3.
- 3.15 The Bus Priority Programme includes the delivery of minor changes to kerbside restrictions to improve reliability on route 271. The programme also includes; the exploration of new bus lanes at Rosebery Avenue, bus priority corridors for Canonbury Road and St Paul's Road and signalised crossings to improve bus reliability on New North Road.
- 3.16 TfL funding for the bus priority programme is available only for the purpose of delivering bus priority and reliability measures.

## **4. Implications**

### **Financial implications:**

- 4.1 The development of the Local Implementation Plan Delivery Plan, Cycle Improvement programme and Bus Priority Programme is funded from the Environment (Climate Change and Transport) revenue budget.
- 4.2 TfL provides funding to plan and implement the traffic, transportation and cycling improvement projects detailed in the attached appendices. TfL approval of the LIP Delivery Plan, the Cycle Improvement Programme and the Bus Priority Programme will provide funding from 2022/23 to 2024/25 to plan and implement traffic, transportation, cycling and walking improvement projects.

### **Legal Implications**

- 4.3 Islington's Transport Strategy and Local Delivery Plan has been developed to fulfil the council's statutory duty under Section 145 of the Greater London Authority Act 1999 (1999 Act) to produce a Local Implementation Plan containing its proposals for the implementation of the Mayor's Transport Strategy in Islington. The Local Implementation Plan must include a timetable for implementing the different proposals in the plan, and the date by which all the proposals contained in the plan will be implemented. The council may revise the funding allocations for the implementation of the LIP Delivery Plans, the Cycle Improvement Programme and the Bus Priority Programme (sections 148 of the 1999 Act).
- 4.4 TfL may give financial assistance to the council for projects that 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).
- 4.5 The council has the power to implement the TfL funded schemes set out in the appendices to this report pursuant to its highways, road traffic and transportation powers.
- 4.6 The Local Implementation Plan 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.

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

- 4.7 The delivery of Islington's proposed LIP programme will have some environmental impacts from construction of the low-impact interventions of the LTNs such as the installation of planters, barriers, cameras, signage, and gates, although some schemes – such as road resurfacing work or junction reconfigurations – will have more significant impacts. These include construction waste, emissions from plant and contractor vehicles, use of materials, ongoing energy use from new enforcement cameras and illuminated street furniture, and some potential nuisance to neighbouring properties such as noise and dust.
- 4.8 In June 2019, the council declared a Climate Emergency and pledged to work towards making Islington zero carbon by 2030. All existing and new on-street electric vehicle

charging points are or will be powered using renewable energy. The measures proposed as part of the LIP programme 2022/23 to 2024/25 will positively contribute to achieving this ambitious commitment by encouraging increased walking and cycling. Increasing walking and cycling is a key element of delivering Islington's Net Zero Carbon, Transport and Air Quality Strategies.

## **5. Resident Impact Assessment**

- 5.1 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.
- 5.2 A Resident Impact Assessment (RIA) was undertaken for Islington's Transport Strategy (2020 – 2041) and accompanied the 26 November 2020 Executive report that was part of the adoption process for this Strategy. A RIA has also been undertaken for the People Friendly Streets programme and accompanied the 14 October 2021 Executive report on that programme. Many of the schemes included in those RIAs are also included in the LIP and Cycling Improvement Programme, and it is anticipated that the impacts assessed in those RIAs for these schemes will be the same or similar.
- 5.3 The RIA 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, while some disabled people may rely on cars for mobility 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.

### **Impacts**

- 5.4 It is expected that the implementation of the LIP programme 2022/23 to 2024/25, Cycle Improvement 2022/23 to 2024/25 and Bus Priority programme 2022/23 to 2024/25 proposals will deliver positive impacts overall in terms of promoting sustainable, active forms of transport, which will contribute to reducing health problems resulting from a lack of physical activity, air pollution and road danger.
- 5.5 Negative impacts from delivering LTNs, liveable neighbourhoods and schools streets included in the LIP Delivery Plan 2022/23 to 2024/25 and Cycleway schemes included in the Cycle Improvement Programme 2022/23 to 2024/25 have been identified in the People Friendly Streets RIA which was published on the 14 October 2021 as part of the People Friendly Streets Programme Update report to the Executive. These are summarised below and will be monitored and mitigated as set out in the RIA for the People Friendly Streets programme.

- Whilst the purpose of LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel. The proposed exemptions policy for Blue Badge holders from their home LTN for a single vehicle partly mitigate this identified impact on shorter journeys, however the exemption does not address the needs of those who rely on taxis or other private hire vehicles due to mobility reasons, and who might be affected by longer journeys and increases in fares. On the other hand, exemptions could trigger an increase in local traffic levels and dilute the benefits of LTNs in a way that worsens active travel conditions and negatively impact on everyone. The People Friendly Streets full RIA weighs up both the positive and negative impacts that could materialise from the exemption approach on people with disabilities and identifies mitigating measures.
- By design the LTN changes will restrict through routes which will encourage non-local journeys to take place on the main road network surrounding the LTN area. Displacement might result in increases in congestion, community severance and worse air quality would affect residents living on the main road network or near junctions, which could also impact bus journey times. A monitoring strategy has been put in place to understand whether displacement takes place onto Islington's main roads. The monitoring data and the potential for mitigation measures will be a key consideration in making any LTN changes permanent. Thus far, Islington's monitoring results have mainly shown overall negligible change of traffic volumes on main roads. Other borough's monitoring data such as Hackney or Lambeth have shown that traffic on main roads has not substantially increased following LTN implementation. However, if traffic displacement arises as a medium-term issue, the council can take a series of measures detailed in the People Friendly Streets RIA.
- Several measures relating to School Streets or Cycleways can have negative impacts on children, parents or carers who drive. The potential removal of parking bays outside School Streets located on main roads could negatively impact disabled drivers who need to access the street. Another impact is that School Streets reduce road space for vehicular movement with the potential to increase congestion and increase travel times. This could also affect public transport services, which may have a greater impact on certain groups with protected characteristics. Increases in congestion, community severance and worse air quality would impact residents living on the main road network. If displacement of traffic arises as an issue in the medium term, this will trigger some of the reactive mitigation measures outlined in the People Friendly Streets RIA.

5.6 The other negative impacts of the LIP Delivery Plan, Cycle Improvement and Bus Priority programmes (2022/23 to 2024/25) not covered in the RIA of the People Friendly Street 2021 Executive Report are detailed below and will be monitored and mitigated as set out in the RIA of this report (Appendix 4).

- The public realm, traffic management, walking and cycling, junction improvement and cycleway schemes included in the LIP Delivery Plan and Cycle Improvement programmes have the potential to increase conflict between cyclists and pedestrians that would negatively impact those with the following protected characteristics: younger and older people, people with a disability, pregnant women and parents with small children. To address this, any projects on these programmes will be designed with safety in mind and the necessary road safety processes, including road safety audits where relevant, will be undertaken as part of the design process. This will include consideration for impacts on any groups with protected characteristics set out in this RIA. Where appropriate, the council will conduct a RIA for each project within the council's control to assess potential negative impacts of the specific scheme and, where possible, seek to mitigate or avoid them.
- The public realm, traffic management, walking and cycling, junction improvement and cycleway initiatives included in the LIP Delivery Plan, Cycle Improvement programme and Bus Priority programme have the potential to increase wait times for pedestrians or cyclists that would negatively impact those with the following protected characteristics: younger and older people, people with a disability, pregnant women and parents with small children. To address this, specific schemes in the three programmes will aim to improve local areas in alignment with TfL's Health Streets Indicators, to balance the needs of different travel modes to ensure it is 'easy to cross' at junctions and crossing points. Where appropriate, the council will conduct RIA for each project within the councils control to assess potential negative impacts of the specific scheme and, where possible, seek to mitigate or avoid them.
- The LIP Delivery programme includes the electric vehicle charge point scheme which aims to encourage and enable residents to replace their polluting vehicles with an electric vehicle, which may have a socio-economic impact for people on lower incomes. To address this, the LIP, Cycle and Bus Priority programme schemes will aim to make affordable forms of transport, such as walking, cycling and bus use, viable and affordable alternatives to the car, including more expensive electric cars.

## **6. Reason for recommendations**

- 6.1 The Council is operating in a sustained period of pressure on financial resources as well as operating in a period of recovery from the recent pandemic emergency. In this context it is particularly important that the council takes advantage of funding grants available to deliver projects that are focused on its new objectives and priorities. The LIP Delivery Plan 2022/23 to 2024/25 (Appendix 1), the Cycle Improvement Programme 2022/23 to 2024/25 (Appendix 2) and the TfL Bus Priority Programme 2022/23 to 2024/25 (Appendix 3) 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 vision to make Islington more equal and create a place where everyone, whatever their background, has the same opportunity to reach their potential and enjoy a good quality of life.

6.2 The LIP Delivery Plan 2022/23 to 2024/25 (Appendix 1), the Cycle Improvement Programme 2022/23 to 2024/25 (Appendix 2) and the TfL Bus Priority Programme 2022/23 to 2024/25 (Appendix 3) will contribute towards the delivery of the Islington Transport Strategy 2020 – 2041, and will support the delivery of the council’s Vision 2030: Building a Net Zero Carbon Islington by 2030.

## Appendices

- Appendix 1: Proposed Local Implementation Plan Delivery Programme for 2022/23 (Stage 1) to 2023/24 - 2024/25 (Stage 2)
- Appendix 2: Proposed Cycle Improvement Plan for 2022/23 - 2024/25
- Appendix 3: Proposed Bus Priority Programme for 2022/23 - 2024/25
- Appendix 4: Resident Impact Assessment of Islington’s LIP Delivery Programme for Transport for London (2022/23 - 2024/25)

Final report clearance:

## Signed by:



4.1.22

Executive Member for Environment and  
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Date

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