

Briefing Paper to Environment Overview and Scrutiny Committee on November 5 2014

Local Implementation Plan Annual Spending Submission

1. Why this report has been prepared

The report is in response to a Member requesting clarification on the Council's Local Implementation Plan Funding Submission for 2015/16 particularly in regard to the key areas within the London Plan and the Mayor's Transport Strategy which the Submission must address and how additional funding set out under paragraph 6 page 44 of the Cabinet report dated 30th July 2014 will be allocated.

2. Executive Summary

Each year the Council bids to Transport for London (TfL) for funding for its transport projects and programmes. In recent years, the allocation from TfL has been in the region of £3m per year. It represents the bulk of the money that the Council can put towards a wide range of transport activities and responsibilities.

The Council has to spend this money in line with criteria set out by TfL and against a background set out in the Mayor's strategies (mainly his planning and transport documents).

How the Council spends the money is also determined by Havering's own transport policy documents which are approved by TfL.

The Council has some scope to adjust how it uses its funding but this has to be agreed with TfL.

These circumstances mean that in practice the content of the Council's submission is 'shaped' before it is agreed by Members. There is relatively little scope for new items to be introduced or for changes to be made outside of the constraints set by TfL (although officers have effective links to their counterparts at TfL so that best outcomes for Havering can be secured wherever possible).

The Council always looks for further funding throughout the year from other sources to increase its spending power.

Last year it received additional money from the Government and TfL for road repairs because of the bad weather through winter.

3. Background

The Council makes an annual Local Implementation Plan (LIP) Spending Submission to Transport for London (TfL) for funding transportation initiatives.

This is the major source of funding for transport projects and programmes for the Council.

Every opportunity for further funding from other sources is, of course, pursued as necessary and appropriate.

In early spring of each year the Council receives an indicative funding allocation from Transport for London. This forms the basis of the subsequent Submission to TfL.

Havering's funding from TfL has three elements :

- **“Corridors, Neighbourhoods and Supporting Measures”** programme. These are comprehensive ('holistic') schemes and local area improvements. They include schemes to tackle congestion by smoothing traffic flows, measures to assist freight, contribute to regeneration, deliver environmental improvements, improve safety as well as projects involving spaces used by several users, Controlled Parking Zones, 20 mph zones, cycling, walking, bus priority and bus stop accessibility. It also covers 'Smarter Travel' schemes such as school and workplace travel plans, travel awareness initiatives, road safety education, training and publicity schemes.
- **“Principal Road Maintenance”**. This focuses on highway surface improvements to Havering's Principal Road Network (PRN). This is based on condition surveys to determine how much of the Principal Road Network across London requires structural maintenance. Havering's 2015/16 allocation for Principal Road Maintenance reflects the good condition of Havering's PRN following regular maintenance.
- **“Local Transport Funding”** (£100K for spending on projects of the Council's choice that support the delivery of the Mayor's Transport Strategy).

It is welcomed that boroughs have some limited flexibility with how the funding within these broad categories can be spent (subject to approval from TfL).

4. What Havering's formal Submission has to take account of

Havering's LIP submission must comply with :

- the Mayor of London's London Plan and his Transport Strategy
- the Council's approved Local Implementation Plan (LIP) strategy document
- the Council's approved 2014/15 to 2016/17 Three Year Delivery Plan
- the latest TfL Guidance on preparing Local Implementation Plans

This note sets out each of these areas in further detail.

a) London Mayor's London Plan and Transport Strategy

The London Plan (2011) sets out the Mayor's overarching strategic land use planning priorities and policies for London. It sets the overall context for most, if not all, of the Council's own strategies.

The Mayor's vision as set out within the London Plan is that :

"London should excel among world cities – expanding opportunities for all its peoples and enterprises, achieving the highest environmental standards and quality of life and leading the world in its approach to tackling, the urban challenges of the 21st century"

The London Plan has six overarching objectives including one with a transport focus to deliver this vision :

'A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities, with an efficient and effective transport system which places more emphasis on walking and cycling and making better use of the Thames, and supports delivery of all the objectives of this plan"

The Mayor's Transport Strategy (MTS) interprets the Mayor's London Plan transport vision and details how he and his partners will deliver the plan over the next 20 years.

The MTS is a key part of the Mayor's strategic policy framework to support and shape London's social and economic development. It sits alongside his other key documents such as his economic development strategy and his housing strategy.

The Mayor is seeking to achieve his vision by achieving the following overarching goals:

- Supporting economic development and population growth
- Enhancing the quality of life for all Londoners
- Improving the safety and security of all Londoners
- Improving transport opportunities for all Londoners
- Reducing transport's contribution to climate change and improving its resilience
- Supporting delivery of the London 2012 Olympic and Paralympic Games and its legacy

The rationale and details of each of these is set out within the MTS. Table 2.1 of the MTS identifies the challenges which each goal is seeking to address along with the outcomes which the Mayor has identified. Table 2.1 can be found Appendix 1 of this report.

Havering has to show within its LIP Annual Spending Submission how it will work towards achieving the MTS goals, challenges and outcomes.

The Submission must also be consistent with the Mayor's 'High Profile Outputs' which include implementation of street trees, cycle parking, better streets, , cleaner local authority fleets and electric vehicle charging points. Every year boroughs have to report back to TfL on progress made on delivering these outputs within their LIP Programmes.

b) Approved Local Implementation Plan and Three Year Delivery Plan

As part of the legislative requirements set out under section 145 of the GLA Act 1999, Havering and every other borough has to prepare a Local Implementation Plan (LIP).

Havering's LIP is effectively our transport strategy and it sets out how the Council intends to implement the Mayors Transport Strategy (MTS) within its local area.

Havering's approved Local Implementation Plan was approved by the Mayor in 2012.

The Mayor and TfL say that '*A boroughs LIP is a vital tool in supporting jobs and growth and delivering a better quality of life for those who live and work in the Capital.*

Havering's LIP has several 'Borough Transport Objectives" that the borough is committed to working towards throughout the lifetime of the LIP.

Havering's LIP is supported by its 2014/15 – 2016/17 Three Year Delivery Plan which was prepared last year. It sets out the programme content of Havering's Annual Spending Submissions (ASS) for this period and was approved by TfL.

The Delivery Plan shows how Havering's Annual Submission(s) for each financial year will support the MTS Goals. It also addressed Mayoral targets for mandatory indicators including modal share, bus service reliability, asset condition, road traffic casualties and CO2 emissions and new Interim targets were set for these.

The Three Year Delivery Plan sets out in detail the schemes that the Council has committed to progress in each of the three years of the Plan. **The Three Year Delivery Plan should form the basis for each Annual Spending Submission.**

The most recent 2015/16 Annual Spending Submission was year 2 of the Three Year Delivery Plan.

The approach that the Council now has to follow for its LIP Submission is rather different to what happened a few years ago.

In previous years, Havering had to develop its annual spending submissions against TfL / Mayoral requirements and against indicative funding allocations advised by TfL.

Under the current arrangements, TfL now expects borough submissions to more closely align with the detail set out in their individual approved delivery plans (although TfL officers have informally indicated that boroughs can introduce some new schemes if they wish to subject to TfL's guidance being adhered to).

The current approach means that there can be much more certainty for boroughs over the expected content of their forthcoming annual spending submissions than in previous years.

On balance, officers consider that this approach is helpful and should be supported as it enables a more strategic, long-term and comprehensive approach to be taken to the delivery of LIP themed work.

c) LIP Guidance Notes

Every year Transport for London (TfL) publish guidance notes that Havering has to follow when preparing its LIP Submission.

The guidance notes often include any new Mayoral priorities that may have arisen since the last LIP Submission that boroughs will need to give consideration to when preparing their LIP Programme. For example within the 2015/16 LIP Guidance it draws attention to the Mayor's commitments relating to making it easier for people to Walk and Cycle, Road Safety, Air Quality, Freight, Bus Access and the Mayor's Roads Task Force.

Havering has to allocate funding to schemes that are already being progressed over more than one Financial Year. There are several examples over recent years where the Council has taken this approach including the Ingrebourne Valley Sustrans Connect 2 scheme, the Romford Public Realm Improvement schemes, and several casualty reduction schemes. Within the 2015/16 submission, the A1306/Sandy Lane Junction casualty reduction scheme is an example of this where the scheme is beginning in Quarter 4 of the 2014/15 Financial Year and will be completed in Quarter 1 of 2015/16 so has been included as part of the 2015/16 Annual Spending Submission.

Progressing schemes over more than one financial year and thus spreading the cost over two years will allow more schemes to be progressed within each LIP Programme.

It is important to note that LIP Financial Assistance is provided by TfL under section 159 of the GLA Act 1999. The funding is provided to support local transport improvements that accord to the Mayors Transport Strategy Goals Challenges and Outcomes. **Use of the funding for purposes other than those for which it is provided may result in TfL requiring repayment of any funding already provided and/or withholding provision of further funding.**

5. Additional “In Year” funding

The July Cabinet Report setting out the 2015/16 LIP ASS requirements referred to the opportunity that the Council has for obtaining additional “in year” funding.

Paragraph 6 of the report specifically referred to the additional funding that the Council has received for road surfacing improvements.

This is additional funding allocated from TfL and the Department for Transport (DfT). It has been received because of cold winters which have caused an increasing number of pot holes and damaged road surfaces.

The additional funding that was allocated by TfL was allocated to boroughs to spend on their Principal Road Network (PRN). These roads are effectively the “A” roads within the borough which are not part of the Transport for London Road Network (so excluding A12, A13, A127).

Since Havering has a “rolling” Principal Road programme in place, this has resulted in Officers being able to bring forward schemes that may not have been able to be implemented until 2015/16. On this particular occasion, officers were also allowed to allocate some of this funding to a section of Victoria Road which was in a particular poor state. TfL only allowed this to happen because this particular road is on a busy bus route.

The funding that was allocated to Havering directly from the DfT does not have the same restrictions attached to it and officers have been able to allocate this funding to other borough roads in need of repair.

In addition to the sums mentioned above, Havering regularly receives other in year funding from TfL including through the Borough Cycling Programme (BCP), Bus Stop Accessibility (BSA) Programme, TfL Training budget, Bus Enabling Works programme, Crossrail Complimentary Measures, Mayors Air Quality Fund and the Schools Programme.

These funding streams are designed to support key Mayoral priorities such as cycling, bus stop accessibility and Air Quality in addition to the financial assistance provided to boroughs through the LIP process. TfL emphasise that boroughs should not see these as alternative funding mechanisms and boroughs are expected to submit schemes that compliment these “Pots” of funding within their own Annual Spending Submissions.

Appendix One

High Level Mayoral Outcomes

Goals	Challenges	Outcomes
Support Economic development and population growth	Supporting population and employment growth	<ul style="list-style-type: none"> Balancing capacity and demand for travel through increasing public transport capacity and/or reducing the need to travel
	Improving transport connectivity	<ul style="list-style-type: none"> Improving employers' access to labour markets Improving access to commercial markets for freight movements and business travel
	Delivering an efficient and effective transport system for goods and people	<ul style="list-style-type: none"> Smoothing traffic flow (managing road congestion and reducing traffic journey time variability) Improving public transport reliability Reducing operating costs Bringing and maintaining all assets to a state of good repair
Enhance the quality of life for all Londoners quality of life	Improving journey experience	<ul style="list-style-type: none"> Improving public transport customer satisfaction Improving road user satisfaction Reducing public transport crowding
	Enhancing the built and natural environment	<ul style="list-style-type: none"> Enhancing streetscapes, improving the perception of urban realm and developing shared space initiatives
	Improving air quality	<ul style="list-style-type: none"> Reducing air pollutant emissions from ground-based transport, contributing to EU air quality targets
	Improving noise impacts	<ul style="list-style-type: none"> Improving perceptions and reducing impacts of noise
	Improving health impacts	<ul style="list-style-type: none"> Facilitating an increase in active travel
Improve the safety and security of all Londoners	Reducing crime, fear of crime and anti-social behaviour	<ul style="list-style-type: none"> Reducing crime rates (and improved perceptions of personal safety and security)
	Improving road safety	<ul style="list-style-type: none"> Reducing the numbers of road traffic casualties
	Improving public transport safety	<ul style="list-style-type: none"> Reducing casualties on public transport networks
Improve transport opportunities for all Londoners Transport opportunities	Improving accessibility	<ul style="list-style-type: none"> Improving the physical accessibility of the transport system Improving access to jobs and services Ensuring the affordability of public transport fares
	Supporting regeneration and tackling deprivation	<ul style="list-style-type: none"> Supporting wider regeneration outcomes
Reduce transport's contribution to climate change, and improve its resilience	Reducing CO2 emissions	<ul style="list-style-type: none"> Reducing CO₂ emissions from ground based transport, contributing to a London-wide 60% reduction by 2025
	Adapting for climate change	<ul style="list-style-type: none"> Maintaining the reliability of transport networks
Support delivery of the London 2012	Developing and implementing a viable and sustainable legacy for	<ul style="list-style-type: none"> Supporting regeneration and convergence of social and economic outcomes between the five Olympic boroughs and the rest of London

Olympic and Paralympic Games and its legacy	the 2012 Games	<ul style="list-style-type: none">• Physical transport legacy• Behavioural transport legacy
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Source : Table 2.1 Mayor's Transport Strategy (May 2010)