



CABINET

13th November 2018

Subject Heading:

Local Implementation Plan Submission to Transport for London

Cabinet Member:

Councillor Damian White – Leader of the Council

SLT Lead:

Steve Moore- Director of Neighbourhoods

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Policy context:

Draft London Plan (2017)
Mayor's Transport Strategy (2018),
Havering Local Plan Proposed Submission (2018)

Financial summary:

The report indicates that due to the reduction in Central Government revenue grant funding to the Mayor of London for Transport for London (TfL), it is not certain at this stage what level of funding Havering will receive from TfL. The report outlines an indicative funding allocation expected to be received from Transport for London should the plan be implemented (c£1.9m per annum over a three period).

Is this a Key Decision?

Yes

When should this matter be reviewed?

January 2020

Reviewing OSC

Environment

The subject matter of this report deals with the following Council Objectives

Communities making Havering	[x]
Places making Havering	[x]
Opportunities making Havering	[x]
Connections making Havering	[x]

SUMMARY

A Local Implementation Plan (LIP) is a statutory document prepared under Section 145 of the GLA Act. The Purpose of the LIP is to set out to Transport for London how the London Borough of Havering intends to deliver the Mayor of London's Transport Strategy (MTS). As such, it represents a borough's own transport strategy reviewed on an annual basis.

This is the third LIP prepared by Havering and it aligns with the MTS published in March 2018 for the period up to 2041. The draft LIP takes account of the transport elements of the draft London Plan and other relevant Mayoral strategies and applies these to reflect the strategy set out in Havering's own plans and strategies particularly the Havering Local Plan submitted in March 2018. A copy of the recommended draft Havering Local Implementation Plan ('LIP3') is attached as Appendix 1.

The over-arching aim of the Mayor's transport strategy is for more trips in London to be made by walking, cycling or public transport. Specifically, the Mayor of London wants 80% of all trips to be made by these modes by 2041.

Additionally, the MTS sets out three themes for action by Transport for London (TfL), and other partners including London Boroughs. These are:

- Healthy streets and healthy people;
- A good public transport experience; and
- New homes and jobs.

The recommended draft Havering LIP3 outlines how the Council will work with TfL to deliver the overarching aim, outcomes, policies and proposals of the MTS with a programme of projects and initiatives that are well suited to Havering and reflect Havering priorities.

The draft LIP3 includes:

- Borough Transport Objectives for Havering;
- A Delivery Plan to show how Havering will deliver its objectives over both the short and long term; and
- Targets to support the delivery of the Mayor's outcomes indicators.

The report highlights the continued dependency of the Council on funding from Transport for London to deliver the projects and programmes in the draft LIP3.

The Council is required to explore other alternative funding sources to assist in the LIP delivery and the report makes clear that in challenging economic times these are unlikely to be secured.

In the event that funding from Transport for London is further reduced, and no alternatives are available, then the delivery of the LIP programme will need to be reviewed.

Subject to Cabinet approval, Havering's draft LIP3 must be submitted for consultation with TfL and other stakeholders.

Havering must submit its final LIP3 for Mayoral approval in February 2019 and the Mayor intends for all LIP3s to be in place by April 2019.

RECOMMENDATIONS

1. To approve the draft Havering Local Implementation Plan for public consultation following its submission to Transport for London
2. To delegate to the Assistant Director of Planning approval to make amendments to the Havering Local Implementation Plan that arise as a result of the submission to Transport for London and public consultation
3. To delegate the final approval of the Havering Local Implementation Plan to the Leader as lead member for strategic planning matters.
4. To agree to the adoption of the Havering Local Implementation Plan by the Lead Member for strategic planning matters.

REPORT DETAIL

Background

- 1 In March 2018, the Mayor published a new Mayor's Transport Strategy (MTS) to replace the 2010 strategy. It complements the Mayor's other key strategies such as the draft London Plan and his Environment and Economic Development Strategies and sets out how the Mayor of London wants transport issues addressed across London.
- 2 Members will be aware that the Council submitted extensive comments on the draft MTS in autumn 2017, in the light of concerns that many elements of it did not properly recognise that it was inappropriate for the Mayor to seek uniform approaches to transport across the whole of London. This is because the travel and transport characteristics of Outer London are very different to those in Central and Inner London.

What is a Local Implementation Plan (LIP)?

- 3 All London boroughs must prepare a Local Implementation Plan (LIP) under the Greater London Authority Act 1999. A LIP is required to show a borough will implement the Mayor's Transport Strategy (MTS) and, as such, it forms the borough's transport strategy. Havering has prepared LIP strategies in 2005/06 and 2010/11. This third LIP will set out Havering's approach to transport and it will also form the basis of the Council's future funding submissions to Transport for London.
- 4 The new LIP will set out Havering's strategy for implementing various transport initiatives in the borough from 2019/20 onwards.

The main elements of a Local Implementation Plan

- 5 The Havering LIP must include:
 - Borough transport objectives to contribute to achieving the Mayor's mode share aim and nine specified outcomes; and
 - A Delivery Plan to set out how Havering will deliver these transport objectives over the short and longer terms (through funded programmes and long term interventions, respectively) together with targets to support delivery of the Mayor's outcome indicators through the lifetime of the LIP.

The policy context for Local Implementation Plans

- 6 The Greater London Authority (GLA) Act requires each borough to prepare a LIP containing its proposals for the implementation of the Mayor's Transport Strategy in its area.

- 7 The Mayor requires LIPs to be firmly grounded in evidence and an analysis of local challenges and issues within the broader context afforded by his own strategies including the draft London Plan and his Transport Strategy.
- 8 The Mayor's Transport Strategy was published in March 2018. It interprets the Mayor's London Plan transport vision and details how the Mayor and his partners will deliver transport in London up to 2041.
- 9 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 other key Mayoral documents such as the Economic Development Strategy and Housing Strategy.
- 10 Havering's LIP objectives have been designed to align with principles in the MTS, in particular with the Mayor's Healthy Streets and Good Growth agendas. The 'Healthy streets' approach provides the framework for putting human health and experience at the heart of planning transport in London. It is an evidence based approach to improve health and reduce health inequalities designed to help Londoners use the car less, and walk, cycle and use public transport more. By applying the Healthy Streets Approach to planning transport for both, the Mayor has identified a series of Good Growth principles which are designed to help London grow in a way that works for all Londoners.
- 11 The preparation of Havering's draft LIP3 reflects and takes account of the wider strategy in Havering's Local Plan Proposed Submission. The Local Plan sets out the Council's ambitious vision and strategy for future growth and sustainable development over the next 15 years up to 2033.

The programme for preparing Local Implementation Plans

- 12 Subsequent to the submission of its draft LIP3 to TfL it must be the subject of public consultation with specified consultees. The final LIP3 will be submitted to the Mayor in February 2019. Subject to Mayoral approval, Havering's LIP 3 will be effective in 2019 / 2020 and thereafter.

The draft Havering Local Implementation Plan

- 13 A copy of the recommended draft Havering Local Implementation Plan (LIP) is attached as Appendix 1. It follows the template in TfL's 'model' LIP document and has been prepared in accordance with TfL's formal guidance as well as informal advice from TfL officers. It sets out an approach to transport policy in Havering for the period to 2041 which it is considered will have a full regard to both (1) local circumstances, priorities and resources and (2) meeting the Mayoral requirements. It will provide a robust context for the promotion of the Council's transport planning objectives particularly the need to secure significant improvements in north – south connectivity and to realise the opportunities that may follow from that.

14 A copy of the recommended draft Havering LIP3 has been placed in the Members' Resource Room.

15 The key elements of Havering's draft LIP are:

(A) Borough Transport Objectives

16 The draft LIP3 sets out an evidence-based identification of the Borough Transport Objectives and how these will contribute to achieving the Mayor's overarching modal share aim and each of the nine outcomes in the MTS along with sub-regional and local priorities. The Objectives have been shaped to cover both the three year period 2019/20 – 2021/22 but also the long term life of the MTS of up to 2041.

17 In summary, it is recommended that Havering's Borough Transport Objectives focus on:

- Continuing to maintain infrastructure assets (for example, transport facilities) to a high standard;
- Improving north south connectivity;
- Better transport 'connectivity' to, and between, the Romford and Rainham and Beam Park Strategic development areas;
- Collaborative working with neighbouring authorities to support growth;
- Delivering the Mayor's 'Vision Zero' road safety initiative in Havering;
- Improving transport access for all users;
- Improving air quality and supporting the adopted Havering Air Quality Action Plan;
- Improvements to public realm to support Healthy Streets; and
- Making travel safer and reducing concerns about crime when people travel.

18 Borough Transport Objectives reflecting these matters are set out in Chapter 2 of Havering's draft LIP3 (in Appendix 1).

(B) A Delivery Plan

19 The recommended Delivery Plan comprises the following core elements:

- LIP3 Annual Spending Submission 2019/20 (short term funded programme);
- Three Year Programme of Investment (POI) 2019/20 - 2021/22 (broader programme);
- Long Term Interventions to 2041; and
- Borough Transport Targets.

20 The Delivery Plan provides an outline of the allocated projects and programmes, to be implemented across both the short and long term periods, put forward to contribute to the delivery of both the MTS and the LIP3 Borough Transport Objectives.

The LIP3 Annual Spending Submission 2019/20

- 21 The recommended LIP3 Annual Spending Submission for 2019/20 provides a detailed and costed programme of schemes and initiatives for the first year of the plan, with the programme to be updated in subsequent years.
- 22 The submission requirements for 2019/20 broadly reflect those of last year, although there are a number of areas that boroughs are advised to give particular consideration to including:
- Road safety (in line with the Mayor's 'Vision zero' initiative);
 - Promoting active travel choices (in line with the MTS theme *healthy streets and healthy people*);
 - Tackling air quality;
 - Public transport accessibility and reliability (in line with the MTS theme *a good public transport experience*);
 - Measures that will complement new developments and growth areas (in line with the MTS theme *providing new homes and jobs*);
 - Schemes that are being delivered across two financial years; and
 - Schemes to support the Crossrail programme.
- 23 Where boroughs are bidding for complimentary funding outside of the LIP programme, boroughs are expected to supplement this with LIP funding contributions to these transport areas.
- 24 Most importantly, projects must conform to the Mayor's overarching aim and nine outcomes contained in the MTS. These include:
- London's streets will be healthy and more Londoners will travel actively
 - London's streets will be safe and secure
 - London's streets will be used more efficiently and have less traffic on them
 - London's streets will be clean and green
 - The public transport network will meet the needs of a growing London
 - Public transport will be safe, affordable and accessible to all
 - Journeys by public transport will be pleasant, fast and reliable
 - Active, efficient and sustainable travel will be the best option in new developments
 - Transport investment will unlock the delivery of new homes and jobs
- 25 The Submission must also reflect the Council's own priorities and strategies including those of its new Havering Local Plan.
- 26 The submission provides the Council with the opportunity to continue to deliver key transport initiatives across the borough. This includes delivering phase 2 of the school Public Space Protection Order (PSPO) programme to

prevent illegal parking when dropping off and picking up children and to improve pupil safety outside Havering's schools.

- 27 Officers consider that Havering's Submission for 2019/20 has considerable potential to address existing Council priorities, help deliver established regeneration priorities and respond to the views of the community. The recommended submission has been prepared on this basis.

Havering's indicative funding allocation

28 Last year TfL published its five year Business Plan which was prepared against a backdrop of some very challenging economic circumstances. In particular, from 2018/19 onwards, TfL will be losing on average £700m a year in revenue grant from central Government. As a result, London is the only major city in the world to operate public transport and road networks without government funding.

29 As a result, Havering's indicative allocation for 2019/20 is likely to be in the region of £1.9m but this is not expected to be confirmed until early 2019 when TfL has completed its business planning for 2019/20.

30 In addition to this, Havering is expected to receive additional funding under the Major Schemes and 'Liveable Neighbourhoods' programme areas to carry out further work developing the Beam Parkway and Romford Liveable Neighbourhoods projects.

The scope for additional funding

31 To supplement and augment its TfL LIP funding, other possible funding streams such as contributions from developers, GLA, and DfT/CLG funding opportunities will also be pursued as appropriate. This is in line with TfL's requirement that boroughs should not rely exclusively for their funding on TfL and should develop alternative complementary funding sources accordingly. It is likely, however, that in difficult and uncertain economic circumstances, it may be challenging to secure significant additional funding.

The three Year Programme of Investment 2019/20 – 2021/22

32 This element of the Delivery Plan provides a costed and funded high-level indicative Programme of Investment (POI) that covers, by year, the three-year period 2019/20 to 2021/22. It identifies the proposed spend allocated to the packages of measures, based on the MTS priority areas, overarching aim and nine outcomes, while demonstrating how it will comply with the Borough Transport Objectives.

33 The Programme of Investment has been devised to meet Havering's local priorities as well as Mayoral requirements. It seeks to reflect the aspirations of the Council's 'Vision' and Local Plan Proposed Submission. Similarly, it

seeks to complement, and help deliver existing, and future, regeneration initiatives, particularly supporting the emerging Housing Zones of Romford and Rainham and Beam Park.

- 34 At the end of this three-year period, the boroughs will need to prepare a new Delivery Plan in 2021 for the next three-year period, 2022/23 to 2024/25.
- 35 Whilst TfL have not yet announced indicative levels of funding for 2020/21 and 2021/22, Havering's Programme of Investment allocations have been based on the indicative allocation Havering has been advised of for 2019/20. Clarification on allocations for the three year programme is expected in early 2019.

Long Term Interventions up to 2041

- 36 Boroughs are required to set out high level ambitions for investment up until 2041, together with a short explanation of the reasons for their inclusion in the Delivery Plan.
- 37 The schemes reflect the borough's high-level ambitions for investment and improvements in its transport network. It draws from the most significant and ambitious schemes outlined in Policy 23 of Havering's Local Plan Proposed Submission and Havering's Infrastructure Delivery Plan, highlighting both short term schemes (expected to be delivered by 2021) as well as long term schemes (projected up to 2041).

Borough Transport Targets

- 38 Boroughs are required to monitor progress against the Mayor's Transport Strategy outcomes. TfL have derived a series of MTS Outcome Indicators that boroughs have to work towards achieving through the lifetime of LIP3. These outcomes relate to the Mayor's MTS priorities including, walking, cycling and public transport modal share, car ownership, traffic reduction, improvements in air quality, public transport journey times, and casualty rates.
- 39 Borough specific targets have been set, to monitor progress in achieving these outcomes across the lifetime of the MTS. Monitoring of local targets along the trajectory of planned change will contribute to understanding progress in delivering the MTS, and will indicate the speed and success of progress in contributing to the achievement of the aims and outcomes of the MTS.

Additional Requirements

- 40 In addition to the above items, boroughs must prepare a Strategic Environment Assessment (SEA) for their LIP and are recommended to consider undertaking an Equalities Impact Assessment (EQIA).

41 A copy of the SEA Report will be made available on the Local Implementation Plan consultation page of the Havering website once the formal consultation period is launched. The initial stages of an EQIA have been drafted, however it has been agreed with the Corporate Diversity Advisor that the full EQIA will only be completed following a review of all consultation comments received.

42 In total there are 24 mandatory requirements that a boroughs LIP has to take into account. If it does not, there is a risk that the Mayor could fail a boroughs LIP, and have one imposed upon it.

Next Steps

43 Subject to Member approval, and after its submission to TfL, the Council must undertake public consultation on the draft LIP with specified stakeholders. These will include the Police, Transport for London, organisations representing disabled people, other authorities and other parties as directed by the Mayor. Additionally, TfL's Guidance says that boroughs may wish to consult with local interests, other public sector representatives, transport operators, the business community and crime and safety partnerships.

44 The Mayor of London will determine whether to approve the Havering LIP3 following advice from TfL as the strategic transport authority in Greater London and as a statutory consultee under s145 (2).

REASONS AND OPTIONS

Reasons for the decision:

45 The requirement that Havering prepares and submits a Local Implementation Plan is a statutory obligation.

46 TfL considers the LIP process to be a vital tool for supporting jobs and growth, whilst delivering a better quality of life for those living and working in the Capital.

47 A Local Implementation Plan is required if the Council is to receive funding from TfL. This financial support will allow the borough to implement schemes to improve the transport networks in line with MTS objectives. The Three Year POI (2019/20 – 2021/22) is a statutory requirement for the borough.

48 Preparation of the LIP3 allows Havering to take ownership of its own programmes and flexibility to reflect local borough circumstances, and will

provide better enabling transport to be integrated with wider health, economic, social and environmental objectives at a local level.

Other options considered:

- 49 There are no alternatives if the Council wishes TfL to confirm its LIP3 funding award to Havering for 2019/20 and meet the Statuary LIP requirements.

IMPLICATIONS AND RISKS

Financial implications and risks:

- 50 There are no financial implications arising from the approval of the submission of the Draft Local Implementation Plan which sets out the Council's vision for Transport links within the borough. Implementation of the plan will have significant financial implications (c£1.9m per annum over a three period). These implications will become clearer as detailed projects are developed and will be fully assessed as part of the decision making process for individual projects.
- 51 The funding that the Council obtains from TfL through the LIP process is the main source of capital funding for transportation projects and initiatives in the borough.
- 52 Due to the uncertainty around funding at Transport for London, no firm commitment with regards to Havering's allocation has been received. Havering has been advised on an indicative level of funding to base its 2019/20 and three year Programme of Investment upon.
- 53 The 2019/20 Annual Spending Submission and Three Year Programme of Investment (POI) will reflect Council priorities. Additionally, every opportunity will be taken to secure funding from other sources and programme areas, including Section 106/CIL contributions, to supplement this in line with TfL's requirement that boroughs should reduce their dependency on TfL funding.
- 54 The need to minimise as far as practicable ongoing maintenance costs will be taken into account in all schemes that are awarded funding. New schemes have the potential to reduce or increase maintenance requirements; the net effect will need to be contained within existing budgets.

Legal implications and risks:

- 55 It is a statutory requirement for London local authorities to ensure the implementation of a transport strategy that is in alignment with the Mayor of London's Transport Strategy (MTS). Section 145 of the Greater London Authority Act (1999) requires all London borough councils to develop Local Implementation Plans setting out how they intend to implement the Mayor of London's Transport Strategy. Councils are then required to implement such transport strategy proposals that are included within their Local Implementation Plan. The funding proposal included within the report is aligned to the Havering Local Implementation Plan and accordingly includes projects such as streetscape, accessibility requirements and public realm. It is intended the allocation of funding from TfL goes towards assisting the Council to meet this legal obligation.
- 56 Under sections 147 and 153 of the Greater London Authority Act 1999 the Mayor of London has the power to issue directions to any London Borough Council as to the manner in which it is to implement the Local Implementation Plan (transport strategy). If the Mayor of London considers that a Council has failed or is likely to fail to implement the proposals, the Mayor of London may exercise on behalf of the Council the powers that the Council has in connection with implementing the proposals, and recover from the Council as a civil debt any reasonable expenses which he has incurred by exercising these powers.
- 57 The Traffic Management Act 2004 was introduced by central government to tackle congestion and disruption to the road network. The Act places a duty on local authorities to ensure traffic moves freely and quickly on their roads. It is intended the allocation of funding from TfL goes towards assisting the Council to meet this legal obligation.
- 58 There are no other specific legal implications or risks that arise directly from the request within this report. Although further legal resources will need to be committed to bring into effect the measures for which funding is eventually sought.

Human Resources implications and risks:

- 59 It is anticipated that the programmes and projects in the LIP will be delivered mainly by Council officers, with occasional input and support from the Council's term contractors Project Centre and/or consultants engaged specifically to manage projects (such as Major Schemes in the priority regeneration areas).
- 60 Once schemes are selected, a subsequent review will take place to consider the impact on existing resources and/or any subsequent or associated cost. Where any direct effect on staff resources is identified following this

review, Council management will ensure that all necessary actions to be taken in such situations are carried out in accordance with the Council's relevant policies, procedures and agreed processes.

- 61 There are possible IR35 implications when recruiting extra resources and/or consultants to manage specific projects.

Equalities implications and risks:

EQUALITIES AND SOCIAL INCLUSION IMPLICATIONS AND RISKS

- 62 The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

- 63 The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants. An EqHIA is currently being developed in consultation with the Corporate Diversity Advisor.

BACKGROUND PAPERS

None