



CABINET

30 July 2014

Subject Heading:

**LOCAL IMPLEMENTATION PLAN
ANNUAL SPENDING SUBMISSION
2015/16**

Cabinet Member:

**COUNCILLOR Robert Benham
Lead Member for Environment**

CMT Lead:

**CYNTHIA GRIFFIN – GROUP DIRECTOR
CULTURE, COMMUNITY AND
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Policy context:

London Plan (2011)
Draft Further Alterations to the London Plan (2014)
London Mayor's Transport Strategy (2010)
Havering Corporate Plan 2011-2014 (includes 'Living Ambitions' agenda)
Havering Local Development Framework (2008)
Havering Local Implementation Plan (2011/12 -2014 /15),
Havering Local Implementation Plan 2014/15 – 2016/17 Three Year Delivery Plan (2013)
Council Regeneration Strategies (including Romford, Hornchurch, Harold Hill and Rainham)

Financial summary:

This report seeks Members' approval to the principles of Havering's LIP Submission to Transport for London for 2015/16 Financial Year, which has an indicative allocation of £2.842m.

Is this a Key Decision?

THIS IS A NON KEY DECISION

Is this a Strategic Decision?

THIS IS A STRATEGIC DECISION

When should this matter be reviewed?

January 2015

Reviewing OSC:

Environment

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

Ensuring a clean, safe and green borough	<input checked="" type="checkbox"/>
Championing education and learning for all	<input type="checkbox"/>
Providing economic, social and cultural activity in thriving towns and villages	<input checked="" type="checkbox"/>
Valuing and enhancing the lives of our residents	<input checked="" type="checkbox"/>
Delivering high customer satisfaction and a stable council tax	<input type="checkbox"/>

SUMMARY

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 for the Council.

The Submission has to be consistent with the Mayor of London's Transport Strategy, the Council's own adopted Local Implementation Plan strategy document and its approved 2014/15 to 2016/17 Three Year Delivery Plan (submitted to TfL with the Annual Submission for 2014/15). The Delivery Plan forms an important context for the submission for 2015/16 and includes the 'core' elements of the submission.

Havering's indicative LIP funding for 2015/16 is **£2.842m** and later this year it must tell TfL in detail how it plans to spend this.

This report recommends that Cabinet endorses the proposed content of the 2015/16 programme (as set out in Appendix A of this report) and that approval of the detailed and full LIP Submission (including its Principal Road Maintenance and Bridge Strengthening bids) is delegated to the Lead Member for Environment prior to it being submitted to TfL in October 2014.

TfL are expected to confirm the funding for the proposed programme in the 2015/16 submission in late 2014 and, as in previous years, Members will be advised about the outcome.

The report confirms that the Council will continue to explore additional opportunities for funding transport programmes/policies to supplement those from the LIP allocation such as other TfL funding streams (e.g TfL Major Schemes funding, Bus Stop Accessibly Programme), other external funding sources and Section 106/CIL contributions from development proposals.

Additionally, and separate to the main TfL LIP funding stream, the Council will continue to develop public realm proposals for the areas around the stations at Romford, Gidea Park and Harold Wood where there is an opportunity to secure funding through the Crossrail / TfL Complementary Measures funding package (as identified in the Cabinet report March 2014).

RECOMMENDATIONS

1. That Cabinet notes the context provided by Havering's LIP 2014/15 – 2016/17 Three Year Delivery Plan for the preparation of the Havering funding submission for 2015/16 (as set out in paragraph 2).
2. That Cabinet endorse the content of Havering's proposed 2015/16 LIP Programme (as outlined in Appendix A) as the basis of the Council's 2015/16 Spending Submission.
3. That approval of Havering's full final LIP Funding Submission for 2015/16 to TfL be delegated to the Cabinet Member for the Environment.
4. That Cabinet notes that other opportunities for investment in transportation initiatives will continue to be sought from TfL outside the LIP Annual Spending Submission process and from other stakeholders and funding sources.

REPORT DETAIL

Background

1. Funding from Transport for London (TfL) under the 'umbrella' of the Local Implementation Plan is the major source of capital monies for transport schemes and projects in Havering. Each year the Council submits a funding submission (bid) to TfL for funding for the following financial year. In recent years, the Council has also allocated significant funds from its own resources towards highway improvement works for footways, road resurfacing, street lighting and environmental improvements.
2. In 2013, the Council's LIP 2014/15 – 2016/17 Three Year Delivery Plan set out the programme content of the Council's annual spending submissions for this period and was approved by TfL. (A copy of the approved document is in the Members' Resource Room). The Delivery Plan shows how Havering's forthcoming annual submission(s) will support the Mayor's Transport Strategy Goals (as set out in Appendix B of this report). It also addressed Mayoral targets for mandatory indicators including mode share, bus service reliability, asset condition, road traffic casualties and CO2 emissions. It was approved by Members and was submitted to TfL and approved at the end of 2013.
3. Importantly, it sets out in detail (in Appendix 2 of the Plan) the schemes that the Council has committed to progress in each of the three years of the Plan.
4. In previous years, Havering has had to develop its annual spending submissions against TfL / Mayoral requirements and against indicative

funding allocations previously advised by TfL. 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 new 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. The scope for modest flexibility (i.e. making changes to the approved list of schemes) is potentially helpful if Member priorities change or other circumstances arise which warrant the programme being reviewed.

5. The Council works closely with Transport for London (TfL) to ensure that a high level of spend is achieved with all its LIP funding. In recent years, the level of spend achieved across the Havering LIP programme has been higher than the Council's Corporate target.
6. The positive relationship that the Council has with TfL is reflected in a significant level of ad-hoc additional "in year" funding from TfL. Havering has received £402K over 2013/14 and 2014/15 from TfL following their successful lobbying with the Department for Transport for additional funding for principal road maintenance because of the bad winter weather and the effects of that on the roads .Havering has also recently received £403k (the fourth highest for all London Boroughs) from the Department for Transport (DfT) for pot hole repairs and pot hole preventive maintenance work.

The Way Forward for 2015/16

7. TfL has confirmed that Havering's LIP Annual Spending Submission for 2015/16 must :
 - reflect the Mayor's Transport Strategy (MTS),
 - reflect the Council's own priorities and strategies and our Local Implementation Plan (LIP) documents including the approved Delivery Plan for 2014/15 - 2016/17.
 - adhere to the latest TfL Guidance on Annual Spending Submissions
8. Notwithstanding that the broad content of the submission for 2015/16 has been established by Member (and TfL) approval of our Three Year Delivery Plan (see above), officers consider that the Council will continue to have a reasonable degree of flexibility in the delivery of the projects and the scope for transferring funding between projects. This is helpful in the event that there are difficulties in progressing individual schemes or in the event that priorities are reviewed.

What is Havering's LIP allocation for 2015/16?

9. TfL has confirmed that Havering's indicative LIP funding allocation for 2015/16 is **£2.842m**. This is broken down into :

- **£2.173m** for projects in the “**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.
 - **£569K** for “**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.
 - **£100K** for “**Local Transport Funding**” (for spending on projects of the Council’s choice that support the delivery of the Mayor’s Transport Strategy).
10. Against a backdrop of continuing pressure on Mayoral funds, the Mayor has sought to maintain LIP funding at, or close to 2013 levels. Notwithstanding this, the proposed allocation for Corridors, Neighbourhoods and Supporting Measures for 2015/16 is some £16K less than was anticipated and this will impact on the overall package of schemes albeit not significantly.
11. In line with the approved Delivery Plan, Havering will also be able to consider the preparation of a bid(s) for funding available for TfL “Major Schemes” monies (see paragraph 19 below).

What should the Council’s Funding Submission for 2015/16 contain?

- a) **Corridors, Neighbourhoods and Supporting Measures, and Local Transport Funding**
12. Most importantly, TfL requires Havering’s submission for the Corridors, Neighbourhoods and Supporting Measures programme and Local Transport Funding to be broadly consistent with :
- The summary of the proposals set out in the 2014/15 – 2016/17 approved Delivery Plan (as set out in Appendix A to this report) ; and
 - the funding levels identified above of £2.173m and £100k (see paragraph 9)
- b) **Principal Road Maintenance and Bridge Strengthening**
13. For Principal Road Maintenance, TfL has indicated that Havering’s allocation will be some £569K (see paragraph 9 above). TfL has advised all boroughs to ‘over-bid’ for Principal Road Maintenance by approximately 25% so that possible reserve schemes may be brought forward. TfL will

then assess all these proposals to ensure that they generally conform to the Mayor of London's Transport Strategy.

14. Boroughs are required to submit funding bids for Bridge Strengthening measures. TfL will prioritise and will award funding according to pan-London requirements and available resources.

c) Major Schemes

15. Boroughs planning to bid for Major Scheme funding (which is done outside the normal LIP process) are required to include within their 2015/16 spending submission outline details of Major Schemes being considered and the relative priority attached to these. Funding for Major schemes is awarded through a competitive "three step" bidding process.

Latest Mayoral priorities

16. TfL has expanded its existing LIP guidance to boroughs for the preparation of annual LIP submissions. The latest 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. In the event that Members wished to vary the schemes included in the 2015/16 submission relative to the approved Delivery Plan, then any new proposals that are introduced will be required to take these matters into account. Copies of the latest guidance document are in the Members' Resource Room.

Funding committed to schemes started in 2014/15

17. The submission must allocate funding to enable the completion of schemes started in 2014/15 that are designed to be phased over more than one year.

Network Management Duty

18. Havering's submission must also have regard to our Network Management Duty under the Traffic Management Act 2004 to manage the borough road network to secure expeditious movement of traffic, including pedestrians, on their network and to facilitate the same on the networks of other authorities. This factor has become increasingly important as the Council has adopted an approach that is firmly geared towards growing the borough's economy and in the light of recent concerns about the importance of tackling air quality issues.

Major Schemes

19. As mentioned above, Havering will be required to provide outline details of Major Schemes being considered from 2015/16. These will be larger projects costing in excess of £1m and TfL requires them to deliver transformational changes and assist in delivering the Mayor's 'Better Streets' agenda.

20. Havering has successfully progressed several Major Schemes in recent years including in Romford where work is currently taking place in Victoria Road and The Battis, and a transformational scheme in Hornchurch.
21. Havering has included further proposals in its Three Year Delivery Plan for Major Schemes for Romford, Rainham (London Riverside) and Harold Hill. These will remain an important element in the Council's strategy for ensuring that its town centres are attractive, safe and convenient for everyone and will assist in ensuring that the Borough has a healthy and vibrant economy.
22. The Delivery Plan indicates that Major Schemes relating to Western Road in Romford Town Centre and Beam Park station at London Riverside will be progressed during 2015/16. TfL have provisionally indicated that they would want the current major scheme in Victoria Road and The Battis completed prior to considering another major scheme for Romford. However, Officers are at the early stages of preparation for a major scheme application in Western Road.
23. Officers are at the business planning stage to deliver a new station at Beam Park in London Riverside, so there will not be a direct Major Scheme submission bid for Beam Park this year. Officers will be looking to create the right conditions for the station and will explore the potential for a Major Scheme focussed on improving linkages in London Riverside.
24. At the time of preparing this report, officers are engaged in informal discussions with TfL staff on the above proposals regarding the scope for a major scheme application later this year.

The recommended Havering LIP Annual Spending Submission for 2015/16

25. A summary of the content of the Councils LIP Submission for 2015/16 as set out in its approved Three Year Delivery Plan can be found in Appendix A of this report. The full detail of the approved programme for 2015/16 is in the Delivery Plan document in the Members' Resource Room. The key programme / project elements include :
 - Tackling congestion (smoothing traffic flows)
 - Measures to reduce traffic
 - Public realm improvements in Romford, London Riverside, Hornchurch and Harold Hill
 - Casualty reduction
 - Air quality improvements
 - Bus stop accessibility improvements
 - Cycling investment
 - Addressing climate change
26. Officers consider that as well as meeting TfL / Mayoral requirements, the recommended submission has considerable potential to :
 - address Council priorities and help deliver established regeneration priorities

- assist in ensuring that Havering is 'open for business' and has a strong and vibrant economy by tackling such issues as congestion, on and off-street parking and the ease and convenience with which people, goods and services can get around Havering.
 - help ensure that the borough's roads and pavements are in as good a condition as possible subject to resources and the relative priority for their maintenance.
 - maximise value for money and ensuring the best outcomes for the borough by linking schemes (where feasible) to projects involving the investment of the Council's own capital budgets.
 - support other initiatives and funding secured through complementary funding 'pots' (see below – paragraph 30).
 - respond to the views of the community
27. The detailed content of the submission including the elements for Principal Road Maintenance, Bridge Strengthening and any Major Schemes will be prepared following approval by this Cabinet Report.
28. TfL will confirm the Council's final allocations for the Corridors, Neighbourhoods and Supporting Measures, Principal Road Maintenance and Major Schemes programme areas before the end of 2014.

Additional funding opportunities for transport projects and programmes

29. Throughout the year Havering regularly bids for and receives "in year" funding from other funding "streams" that are launched by TfL and the Mayor and other agencies. For example, in 2014/15, Havering has received over £350,000 under the TfL Bus Stop Accessibility Programme and almost £200,000 for the Borough Cycling Programme. Officers are currently preparing a submission for the Mayor's Future Streets Incubator Fund. Officers continue to work closely with TfL to ensure that when such funding opportunities become available that they are maximised. TfL expects boroughs to prioritise these activities within their annual spending submissions in order to access this complementary funding and this may result in some changes being required to the programme / projects envisaged in the approved delivery plan.
30. The Council is also currently developing plans to submit to TfL bids for Crossrail Complimentary Measures funding which, if successful would see funding used to improve the public realm and environment around Romford, Gidea Park and Harold Wood Stations.
31. Other possible funding streams such as Section 106 and CIL contributions, European initiatives and DfT/CLG funding opportunities will also be pursued as appropriate by officers. 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.

Consultation with the final approval by Members

32. It is recommended that approval of the final LIP Submission to TfL be subsequently, delegated to the Lead Member for Environment.

REASONS AND OPTIONS

Reasons for the decision:

33. The LIP Funding Submission is a statutory requirement submitted annually to TfL in order to secure funding for a range of transportation-related initiatives in the Borough.

Other options considered:

34. There are no alternatives if the Council wishes TfL to confirm its LIP funding award to Havering for 2015/16.

IMPLICATIONS AND RISKS

Financial implications and risks:

The funding that the Council will obtain from TfL through the LIP Submission for 2015/16 will be the main source of capital funding for transportation projects and initiatives in the Borough. There is no indication at the time of preparing this report that there will be any significant change in the level of funding expected for 2015/16. However the indicative funding levels for subsequent years is less certain, in the light of the wider economic circumstances, and the pressures on public sector finance including Mayoral finance.

The schemes that will be recommended to be included in the Submission for 2015/16 will reflect Council priorities and, as far as is possible, their delivery will be programmed in line with these priorities should there be any reduction in the funding available. Additionally, every opportunity will continue to be taken to secure funding from other sources and programme areas, including Section 106 contributions, to supplement this in line with TfL's requirement that boroughs should reduce their dependency on TfL funding. 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, but this net effect will need to be contained within existing budgets.

The Council Capital Programme has in recent years included £2m to support capital investment in highway maintenance and improvement schemes. Last year Members approved a 2 year Capital Programme for Streetcare so this funding is currently secure for 2015/16. As far as possible within the constraints of the TfL LIP Guidance and funding allocations, every opportunity will be taken to make use of the LIP Funding in a way which safeguards the Council's own scarce capital resources.

Legal implications and risks:

Consideration of the Network Management Duty mentioned in Paragraph 18 is a statutory requirement. There are no other specific legal implications or risks arising from 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:

Once schemes are selected a subsequent review will take place to consider the impact on existing resources and/or any subsequent or associated cost.

Equalities implications and risks:

An important factor in drawing up the funding Submission will be to improve the ease, convenience and safety of everyone in the Borough who needs to move around in the course of their day to day living and business.

The content of Havering's proposal for the 2015/16 LIP Programme (as outlined in Appendix A) includes a range of schemes, such as bus stop accessibility, cycling and road safety programmes and the taxi marshal scheme. These anticipated schemes will have a positive impact for accessibility, safety and inclusion of a number of protected groups, including disabled people, women and people from different age groups. In addition to this, it will help tackle social exclusion and health inequalities by improving access to sustainable transportation modes, including cycling, walking and public transport.

When the Council decides which schemes to include within the finalised LIP submission for 2015/16, it will need to ensure that it complies with the Public Sector Equality Duty. An Equalities Analysis of the proposed schemes and their different equalities implications for all protected characteristics will be completed on an individual scheme basis.

BACKGROUND PAPERS

None

Broad Programme approved in Havering Local Implementation Plan Three Year Delivery Plan 2014/15 – 2016/17 – detailed breakdown included in Appendix 2 of the Delivery Plan

London Borough of Havering 2015/16 LIP Programme

LIP Allocation(£000)	Schemes
90	Bus Stop Accessibility
80	Step-free bus access
10	Community Bus Service "The Harold Link"
250	Cycling investment
50	Collier Row to Romford Cycle Safety Improvements
140	All London Grid Green - Walking and Cycling links to parks and leisure areas
60	Cycle Safety Training for Pupils
225	Packages to Support Traffic Reduction and Air Quality
25	Implementation of Mayor's Air Quality Fund
40	Travel Awareness Package
55	Travel Awareness for Schools
80	Smarter Travel Staffing Costs
25	Improvements to Air Quality
519	Casualty Reduction Package
70	Road Safety Awareness for Pupils
34	Romford Taxi Marshall Scheme
200	Casualty Reduction Measures - A1306 / Sandy Lane Junction
85	Casualty Reduction Measures - Gooshays Package
85	Casualty Reduction Measures - Upminster Package
45	Casualty Reduction Measures - Mawney Package
170	Smoothing Traffic Flow Schemes
70	Freight Loading facilities
100	Main Road / Balgores Lane junction improvements
65	Climate Change and Resilience
15	Flood alleviation measures - Hornchurch Road
50	Energy Efficient Street lighting
850	Romford, London Riverside, Hornchurch and Harold Hill
300	Romford Public Realm Improvements
150	Hornchurch Town Centre Public Realm Improvements
50	Improving access to the Learning Village
150	Shopping Centre Access improvements - Harold Hill
50	Access improvements to Rainham Creekside
150	Beam Park Station - Design and Approvals
20	Other
10	Traffic Management Order (TMO) Review
10	Taxi Rank Provision Review
100	Local Transport Fund
100	Smoothing Traffic Flows - Drill roundabout feasibility study
2289	(Annual Totals)
310	Feasibility & Scheme Development Work / Studies
399	Soft Measures / Staff
1580	Infrastructure

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 CO ₂ 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 Olympic and Paralympic Games and its legacy	Developing and implementing a viable and sustainable legacy for the 2012 Games	<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 Physical transport legacy Behavioural transport legacy

Source : Table 2.1 Mayor's Transport Strategy (May 2010)