



CABINET

8 July 2015

Subject Heading:

**LOCAL IMPLEMENTATION PLAN
ANNUAL SPENDING SUBMISSION
2016/17**

Cabinet Member:

Cllr Robert Benham
Lead Member for Environment

CMT Lead:

Andrew Blake Herbert - Group Director
Communities and Resources

Report Author and contact details:

Daniel Douglas
01708 433220
daniel.douglas@havering.gov.uk

Policy context:

London Plan Consolidated with Alterations since 2011 (2015)
London Mayor's Transport Strategy (2010)
Havering Corporate Plan 2014-2015
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)

Financial summary:

This report seeks Members' approval to the principles of Havering's LIP Submission to Transport for London for 2016/17 Financial Year, which has an indicative allocation of £2.822m

Is this a Key Decision?

No

When should this matter be reviewed?

January 2016

Reviewing OSC:

Environment

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

Havering will be clean and its environment will be cared for	[x]
People will be safe, in their homes and in the community	[x]
Residents will be proud to live in Havering	[x]

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. The Delivery Plan forms an important context for the submission for 2016/17 and, as in previous years, includes the 'core' elements of this year's submission.

TfL has advised that Havering's indicative LIP funding for 2016/17 is **£2.822m** and later this year it must tell TfL in detail how it plans to spend this.

This report recommends that Cabinet 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 2015.

TfL are expected to confirm the funding for the proposed programme in the 2016/17 submission in late 2015 and, as in previous years, Members will be advised about the outcome.

This 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 Accessibility Programme and the Mayor's Air Quality Fund), other external funding sources and 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 as a result of funding secured through the Crossrail Complementary Measures funding package.

The report also explains that the Council is also starting to progress a Major Scheme Step One funding application for public realm improvements to the A1306 in Rainham and preparing a funding submission for the Mayor's Air Quality Fund.

RECOMMENDATIONS

That Cabinet:

1. Note the context provided by Havering's LIP strategy and its 2014/15 – 2016/17 Three Year Delivery Plan for the preparation of the Havering funding submission for 2016/17 (as set out in paragraph 2).
2. Endorse the content of Havering's approved 2016/17 LIP Programme (as outlined in Appendix A) as the basis of the Council's 2016/17 Spending Submission.
3. Agree that the approval of Havering's full final LIP Funding Submission for 2016/17 be delegated to the Cabinet Member for Environment.
4. Approve that the Council seek other opportunities for investment in transportation initiatives from TfL including potential Major Scheme applications outside the LIP Annual Spending Submission process and these will be delegated to the Leader Member for Environment as necessary.

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. The Council's LIP 2014/15 – 2016/17 Three Year Delivery Plan sets out the programme content of the Council's annual spending submissions for this period and was approved by TfL in 2013. (A copy is in the Members' Resource Room). It shows how Havering's annual submission(s) will support the Mayor's Transport Strategy Goals (as set out in Appendix B of this report). It also addresses Mayoral targets for mandatory indicators including mode share, bus service reliability, asset condition, road traffic casualties and CO2 emissions.
3. Importantly, it sets out in detail (in its Appendix 2) the schemes that the Council has committed to progress in each of the three years of the Plan to help meet these mandatory targets.
4. TfL requires the approved borough Delivery Plans to form the basis of their yearly submissions and for the submissions to closely align with the detail set out in these. This provides much more certainty for boroughs over the expected content

Cabinet 8 July 2015

of their annual spending submissions and helps them programme work strategically.

5. Nevertheless, and subject to TfL approval, boroughs have some scope for modest flexibility (ie making changes to the approved list of schemes) and this is potentially helpful if Member priorities change or other circumstances arise which warrant the programme being reviewed. In practice, this is likely to encompass the scope for reasonable and modest adjustments to schemes in the approved Plan rather than bringing forward fresh schemes from 'outside' of the Plan.
6. Members will be aware that the Council works very 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 of 85%.
7. The positive relationship that the Council has 'grown' with TfL is reflected in a significant level of ad-hoc additional "in year" funding from TfL. Havering received £402K from TfL between 2013/14 and 2014/15 following TfL's successful lobbying of the Department for Transport for additional funding for principal road maintenance because of the effects of the bad winter weather on the roads. Furthermore, the Council received £500K in 2014/15 and a further £700K in 2015/16 to make it easier for passengers to get on / off buses at bus stops in Havering. This "in year" additional funding makes a significant contribution to ensuring that the Council works towards meeting targets set by the Mayor.

Improvements to Havering's town centres through the LIP

8. Over recent years, Havering's town centres have benefited considerably from TfL LIP Funding. Transformational schemes have taken place in both Hornchurch and Romford town centres in recent years improving the public realm, safety and the local environment and creating improved conditions for business investment. Key improvements have also been made to many of Havering's centres, including Elm Park, Upminster, and Rainham. Investing LIP Funding in Havering's local centres by improving their accessibility and public realm makes them an attractive environment for people to visit and shop and benefits the local economies of these centres. A summary of LIP funded schemes that have benefited Havering's centres in recent years can be found in Appendix C of this report. A separate presentation item at Cabinet 'showcases' these improvements.
9. These improvements have made substantial contributions towards meeting the Mayor's Goals, Challenges and Outcomes as set out within the Mayor's Transport Strategy (Appendix B of this report) and also Havering's own objectives as set out in its Approved Local Implementation Plan (2012).

What TfL requires from Havering's submission for 2016/17

10. TfL has confirmed that Havering's LIP Annual Spending Submission for 2016/17 must :
 - reflect the Mayor's Transport Strategy (MTS),
 - reflect Havering's own priorities and strategies

Cabinet 8 July 2015

- reflect the Council's Local Implementation Plan and the approved Delivery Plan 2014/15 - 2016/17.
- adhere to this year's TfL Guidance on Annual Spending Submissions

How much is Havering's LIP allocation for 2016/17

11. Against a backdrop of continuing pressure on Mayoral funds, the Mayor has sought to maintain the Pan-London LIP funding allocation at £147.8m. This is very welcome for boroughs given local government Capital funding constraints
12. TfL has confirmed that Havering's indicative LIP funding allocation for 2016/17 is **£2.822m**. This is broken down into :
 - **£2.247m** 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.
 - **£475K** 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 2016/17 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).
13. The proposed allocation for Corridors, Neighbourhoods and Supporting Measures for 2016/17 is £58K higher than was anticipated at the time of preparing the Three Year Delivery Plan (and the amount of funding therefore set out in Appendix A of this report) and this is very welcome. It will enable further progress to be made in meeting targets set out within the Council's Three Year Delivery Plan.
14. In line with its approved Delivery Plan, Havering will also be able to consider the preparation of a bid(s) for funding available for TfL "Major Scheme" monies (see paragraph 19 below).

What should the Council's Funding Submission for 2016/17 contain?

It is recommended that Havering's LIP Submission for 2016/17 include the following:

- a) **Corridors, Neighbourhoods and Supporting Measures, and Local Transport Funding**

Cabinet 8 July 2015

15. 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 2016/17 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 £2.247m, and £100K (see paragraph 12)

b) Principal Road Maintenance and Bridge Strengthening

16. For Principal Road Maintenance, TfL has advised all boroughs to 'over-bid' for 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.

17. 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) Funding committed to schemes started in 2015/16

18. The submission must allocate funding to enable the completion of schemes started in 2015/16 that were designed to be phased over more than one year.

d) Network Management Duty

19. 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.

e) Major Schemes

20. Boroughs planning to bid for Major Scheme funding (which is done outside the normal LIP process) are required to include outline details of Major Schemes being considered and the relative priority attached to these within their 2016/17 spending submission. Funding for Major Schemes is awarded through a competitive "three step" bidding process. An update on a proposed Major Scheme for Rainham is detailed in paras. 22-26 (below)

f) Latest Mayoral priorities

21. The 2015 LIP Guidance 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, the Mayor's Roads Task Force, and improved integration around Crossrail stations. It also draws attention to Statutory duties placed on local authorities on Crime Prevention and the promotion of school travel. In the event that Members wished to vary the schemes included in the 2016/17 submission

relative to the approved Delivery Plan, then any new proposals that are introduced will be required to take these matters into account. A copy of the latest guidance document is in the Members' Resource Room.

The proposed Major Scheme for inclusion in the LIP 2016/17 Submission

22. Major Schemes are 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. As mentioned in paragraph 20, Havering will be required to provide outline details of proposed Major Schemes being considered for 2016/17.
23. Havering has successfully progressed several Major Schemes in recent years including in Romford where last year work was completed on public realm improvements to Victoria Road and The Battis, and an award winning transformational scheme in Hornchurch town centre.
24. The approved LIP Three Year Delivery Plan identifies proposed Major Schemes for Rainham, encompassing a new station at Beam Park and access improvements in the Rainham area particularly for buses, pedestrians and cyclists. The station proposal is now being funded from alternative sources although LIP monies are contributing towards the design costs. The proposed scheme for access improvements is being taken forward as part of a wider review of the A1306.
25. At the time of preparing this report, and following positive informal discussions with TfL, officers are at the early stages in preparing a further major scheme "Step One" application for improvements focussing along the A1306 in Rainham. The proposed scheme would deliver a significant transformation of the streetscene in this highway corridor to make it more pedestrian and cyclist 'friendly' and improve the public realm. The scheme would complement the delivery of the Council's Housing Zone initiative and assist in realising the major regeneration potential of this area in line with the Mayor's and Council policies.
26. The Council will be notified of whether TfL will allocate funding to progress the Major Scheme to the detailed design stage (Step 2) in December 2015.

Outline of the key contents of the proposed Havering LIP Annual Spending Submission for 2016/17

27. A summary of the broad content of the Council's LIP Submission for 2016/17 as was set out in its approved Three Year Delivery Plan can be found in Appendix A of this report. The key programme / project elements include :
 - Tackling congestion (smoothing traffic flows)
 - Measures to reduce traffic
 - Public realm improvements
 - Casualty reduction
 - Air quality improvements
 - Bus stop accessibility improvements
 - Cycling investment
 - Addressing climate change

Cabinet 8 July 2015

28. Officers consider that as well as meeting TfL / Mayoral requirements, the 2016/17 LIP Programme will have considerable potential to :
- Assist the Council in the delivery of projects and programmes to deliver the safe, clean and proud agenda
 - assist in ensuring that Havering is 'open for business' and has a strong and vibrant economy by tackling such issues as congestion, 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 31).
 - respond to the views of the community
 - Promote Healthy Living across the borough by encouraging active travel
29. The detailed content of the full submission including the elements for Principal Road Maintenance, Bridge Strengthening and any Major Schemes will be prepared following approval of this Cabinet Report.
30. 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 2015.

Additional funding opportunities for transport projects and programmes

31. As set out in paragraph 7 of this report, Havering regularly bids for and receives "in year" funding from other funding "streams" that are launched by TfL and the Mayor and other agencies. This year Havering's in year funding allocations include receiving over £185,000 for the Borough Cycling Programme, £244,000 Crossrail Complimentary Measures around Romford and Harold Wood Stations, £700,000 under the TfL Bus Stop Accessibility Programme, and £80,000 from the Mayor's Air Quality Fund.
32. Officers are currently developing plans to submit to TfL bids for the next three year tranche of funding from the Mayor's Air Quality Fund. If successful this would see funding used to help reduce air pollutant concentrations in the borough.
33. 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 2016/17 annual spending submissions, in order to access this complimentary funding.
34. Other possible funding streams such as Developer 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

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

Beyond the 2014/15 – 2016/17 Three Year Delivery Plan

36. Following the third and final year of the 2016/17 Three Year Delivery Plan, Officers expect TfL to request boroughs to prepare a further Three Year Delivery Plan which will need to set out how the borough will deliver the Mayor's Transport Strategy at a local level during the 2017/18, 2018/19 and 2019/20 Financial Years. However, the election of a new Mayor of London in May 2016 may well change this position and may result in the preparation of replacement Mayoral planning and transport strategies. Members will be advised of this and any changes to the methodology in which LIP funding is allocated to boroughs and submissions are prepared.

REASONS AND OPTIONS

Reasons for the decision:

The LIP Funding Submission is a statutory requirement submitted annually to TfL in order to secure funding for a range of initiatives in the Borough with a focus on transport and also encompassing public realm, safety and the environment. Without the LIP funding, it is extremely unlikely that the Council would have the resources to take these forward.

Other options considered:

There are no alternatives if the Council wishes TfL to confirm its LIP funding award to Havering for 2016/17.

IMPLICATIONS AND RISKS

Financial implications and risks:

The funding that the Council will obtain from TfL through the LIP Submission for 2016/17 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 2016/17. TfL, however, have indicated that the financial information set out within the LIP Guidance, particularly in

Cabinet 8 July 2015

relation to specific borough allocations, is correct at the time of publication but is subject to the Central Government settlement to TfL for the period of 2016/17 and beyond. Appendix A gives the current programme for 2016/17, which totals £2,289m; the current indicative allocation is £2.822m, and thus the final submission will be in excess of the figures provided in Appendix A.

Every opportunity will continue to be taken to secure funding from other sources and programme areas, including Developer 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 on going 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 2016/17. 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:

To ensure alignment with the Mayor of London's Transport Strategy (MTS), the Greater London Authority Act (1999) requires all London borough councils to develop LIPs setting out how they intend to implement the Mayor of London's Transport Strategy. Councils are then required to implement the proposals within their LIP.

Under the Greater London Authority Act 1999 the Mayor of London has power to issue directions to any London Borough Council as to the manner in which it is to implement the LIP. 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 the implementation of the proposals and recover from the Council as a civil debt any reasonable expenses which he has incurred by exercising these powers.

Consideration of the Network Management Duty mentioned in Paragraph 19 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.

Cabinet 8 July 2015

Havering's proposal for the 2016/17 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. It is anticipated that these schemes will have a positive impact on 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 such as cycling, walking and public transport.

The proposed schemes included in the finalised LIP submission for 2016/17 will be subject to individual Equality Impact Assessments. .

BACKGROUND PAPERS

None