

MUNICIPAL YEAR 2019/2020 REPORT NO. 131

MEETING TITLE AND DATE: Cabinet – 13 November 2019	Agenda – Part: 1	Item: 9
	Subject: Local Implementation Plan Annual Spending Submission 2020/21 Wards: All Key Decision No: 5001	
	Cabinet Member consulted: Cllr Guney Dogan, Cabinet Member for Environment and Sustainability	

REPORT OF:
Executive Director – Place

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1. EXECUTIVE SUMMARY

1.1 The Report outlines Enfield’s proposals for spending the anticipated £2.684 million Local Implementation Plan (LIP) grant funding to be provided by Transport for London (TfL) to help implement the Mayor’s Transport Strategy. The submission of an annual spending plan is required to access LIP funding. The proposals set out aim to address the priorities identified in the Council’s LIP 3:

- Making active travel the natural choice, particularly for those trips less than 2km in length.
- Making more school trips safe, sustainable and healthy.
- Reducing the impact of private vehicles on our streets.
- Making the public transport network more reliable, accessible and the natural choice for longer trips.
- Maintaining our assets for the benefit of the public.

1.2 The proposed LIP programme is a good example of how we are aligning the delivery of the projects and activities that meet the objectives of the Mayor’s Transport Strategy, with that of the Council’s Climate Change Task Force and our aim to be a carbon neutral local authority by 2030.

2. RECOMMENDATIONS

To approve:

2.1 Submission of the expenditure proposals for 2020/21 as set out in 3.4 to Transport for London and for these proposals to be implemented, subject to the completion of all necessary statutory procedures.

2.2 Delegation of authority to the Cabinet Member for Environment and Sustainability to make any changes necessary to the programme should there be any change to the allocation from TfL or for any other operational reason.

3. BACKGROUND

3.1 All London boroughs are required to submit Local Implementation Plans (LIP) to Transport for London (TfL) setting out how they will help deliver the Mayor's Transport Strategy (MTS). The Council's third LIP was approved by the Mayor of London in spring 2019.

3.2 Borough LIP funding is split into four main programme areas with annual allocations where applicable:

Programme Area with Description	Enfield's Allocation (£000's)
<i>Corridors, Neighbourhoods and Supporting Measures</i> This is annual funding which must be spent on projects which deliver the Mayor's Transport Strategy. The per borough allocation is based on a formula which takes into account factors such as air quality and population. A significant amount of the allocation (£1.7m) supports delivery of the Healthy Streets / Cycle Enfield programme.	2,584
<i>Liveable Neighbourhoods</i> The Council has received funding in 2019/20 to develop the Enfield Town scheme. The submission of detailed designs and costs will determine the level of funding in 2020/21.	To be confirmed.
<i>Maintenance Programmes</i> In previous years an allocation of around £1m was available for Principal Road Maintenance. This has now been removed but there is a London wide pot which is allocated based on surveys of roads and structures.	To be confirmed
<i>Local Transport Fund</i> This funding can be used for local transport schemes which do not fully meet the Mayor's Transport Strategy outcomes. Given the absence of Principal Road Maintenance funding, this has been allocated to support asset renewal on the strategic highway network.	100

3.3 Boroughs make Annual Spending Submissions (ASS) which set out how they intend to utilise LIP funding under various programme areas to support the delivery of the MTS. The ASS for 2020/21 needs to be submitted to TfL in November 2019, with funding confirmed in December 2019 and delivery starting in April 2020.

3.4 Given the notes on the various allocations in 3.2, the table below focuses on Enfield's proposals for 2020/21 in relation to the Corridors, Neighbourhoods and Supporting Measures programme area:

Programme Area Schemes	Related MTS Outcomes	Allocation (£,000s)
Accessibility <ul style="list-style-type: none"> Highway works to provide level access to bus stops. Junction protection to ensure emergency and refuse vehicle access is unobstructed. Identification and feasibility of bus interchange projects. 	Safe Accessible Quality	100
Delivering and Monitoring Air Quality Improvements <ul style="list-style-type: none"> Supporting delivery of the statutory Air Quality Action Plan and Mayor's Air Quality Fund projects. Provision of 3 static air quality monitoring stations and mobile monitoring. Electric vehicle charging points. 	Active Green	100
Healthy Routes and Neighbourhoods <ul style="list-style-type: none"> Cycleways. Quieter / Low Traffic Neighbourhoods. School Streets. 	Active Safe Efficient Green	1,560
Healthy Routes and Neighbourhoods Support <ul style="list-style-type: none"> Cycle parking mini-hubs, festivals and community events and cycling events for specific target groups, e.g. over 50s. Monitoring of uptake of cycling. Delivery of the Cycle Enfield wayfinding strategy. 	Active Safe Efficient Green	140
Cycle Training <ul style="list-style-type: none"> Provision of Bikeability nationally accredited cycle training to adults and children. 	Active Safe Efficient Green	250
Cycling Promotion and Supporting Activities	Active Safe Efficient	120

Programme Area Schemes	Related MTS Outcomes	Allocation (£,000s)
<ul style="list-style-type: none"> Promotion and marketing activities to highlight ongoing cycling support activities such as Dr Bike sessions, cycle maintenance classes and guided rides. Installation of cycle hangars and Sheffield stands or equivalent. 	Green	
Vision Zero <ul style="list-style-type: none"> Design and delivery of road safety schemes at priority locations. Safer Freight initiatives including promotion of the Freight Operator Recognition Scheme, Exchanging Places events, CPC Safe Urban Driver Training. 	Active Safe Efficient	150
Programme, Project and Scheme Development <ul style="list-style-type: none"> Bid preparation including for next Liveable Neighbourhood. Design and implementation of parking controls to make most efficient use of limited kerbside space. Increasing car club provision. 	Active Safe Efficient Green Connected Accessible Unlocking	74
Safe, Sustainable and Active School Travel <ul style="list-style-type: none"> School travel planning and in school road safety activities. Design and delivery of physical measures around schools to encourage walking and cycling. 	Active Safe Efficient	90

Note - The full Mayoral Outcomes are:

Mayoral Priority	no.	Mayoral Outcomes
Healthy Streets and healthy people	1	Active - London's streets will be healthy and more Londoners will travel actively
	2	Safe - London's streets will be safe and secure
	3	Efficient - London's streets will be used more efficiently and have less traffic on them
	4	Green - London's streets will be clean and green
A good public transport experience	5	Connected - The public transport network will meet the needs of a growing London
	6	Accessible - Public transport will be safe, affordable and accessible to all
	7	Quality - Journeys by public transport will be pleasant, fast and reliable
New homes and jobs	8	Good Growth - Active, efficient and sustainable travel will be the best option in new developments
	9	Unlocking - Transport investment will unlock the delivery of new homes and jobs

- 3.5 It should be noted that the vast majority of the proposed programmes and schemes support the uptake of active and sustainable travel modes so, as well as addressing the outcomes in the Mayor's Transport Strategy, they contribute to the Council's commitment in relation to addressing the effects of climate change; transport generates a significant amount of greenhouse gas emissions (33% of UK CO² emissions in 2018). This is a good example of how we are aligning the delivery of the LIP programmes, projects and activities with that of the Council's Climate Change Task Force and our aim to be a carbon neutral local authority by 2030.
- 3.6 Given that the details of the schemes to be delivered under each programme are dependent on the programme for 2019/20, in some instances, for example the Cycle Enfield main programme, the final schemes will not be confirmed until early 2020. This approach is consistent with previous years.

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1 The Council is required to submit a programme of work with supporting schemes in order to utilise £2.684m of Local Implementation Plan Funding which has been allocated to Enfield for 2020/21. Therefore, a compliant submission is being proposed.
- 4.2 When considering the proposals, it should be noted that the Local Implementation Plan (LIP) is a statutory document arising from the GLA Act 1999. Each borough's LIP covers proposals to implement the Transport Strategy of the Mayor of London (MTS), locally within the area of each borough. Therefore, the proposals in this report are essentially constrained within two determinants:

- Firstly, the submission is constrained by TfL's Local Implementation Plan (LIP) Annual Spending Submission Guidance.
- Secondly, to meet the adequacy test required for Mayoral approval (GLA Act section 146(3.b)), each LIP sets out the proposals for implementing the Mayor's Transport Strategy. The adequacy of Enfield's proposals, from the perspective of the Mayor's Transport Strategy (MTS 3), is secured by virtue of the fact that Enfield's LIP has now been approved by the Mayor of London.

5. REASONS FOR RECOMMENDATIONS

- 5.1 The recommendations are seeking the necessary approvals that will enable Enfield's Local Implementation Plan (LIP) funding proposals for 2020/21 to be submitted to Transport for London.

Recommendation	Reason
The expenditure proposals for	The submission of these

<p>2020/21 are submitted to Transport for London and for these proposals to be implemented, subject to the completion of all necessary statutory procedures.</p>	<p>proposals to TfL is essential in order to obtain release of the allocated funds ready for expenditure in the Financial Year 2020/21.</p>
<p>Delegation of authority to the Cabinet Member for Environment and Sustainability to make any changes necessary to the programme should there be any change to the allocation from TfL or for any other operational reason.</p>	<p>The detailed programme for 2020/21 is subject to final funding confirmation (due December 2019) and delivery of 2019/20 schemes. In addition, the delivery of the 2020/21 programme will be subject to variations, mainly due to operational issues, so this maintains political oversight and facilitates ongoing delivery.</p>

6. COMMENTS FROM OTHER DEPARTMENTS

6.1 Financial Implications

6.1.1 Expenditure (once approved by Transport for London) will be fully funded by means of direct grant from TfL. The funding arrangements are governed through the TfL Borough Portal and no costs fall on the Council. The release of funds by TfL is based on a process that records the progress of works against approved spending profiles. TfL makes payments against certified claims as soon as costs are incurred, ensuring the Council benefits from prompt reimbursement.

6.1.2 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 with the Mayor's Transport Strategy Goals and Outcomes.

6.1.3 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. TfL also retains the right to carry out random or specific audits in respect of the financial assistance provided.

6.1.4 Under current arrangements, delegated authority is given to boroughs to move funds within transport areas or, subject to limits between areas, subject to approval by TfL. Underspends occurring during a financial year are normally returned to TfL and there is no presumption given that funding not required in a particular year can be carried forward.

6.2 Legal Implications

- 6.2.1 The current Mayor's Transport Strategy (MTS3) provides the framework for the development of Local Implementation Plans (LIPs) by London boroughs; it also provides the basis for the assessment of grant applications.
- 6.2.2 Section 144(2) of the GLA Act allows the Mayor to issue guidance as to the implementation of the MTS to any London borough council, all of which are required to have regard to the guidance in exercising any function. The guidance typically has as its focus the preparation of the LIPs by the boroughs.
- 6.2.3 The functions relevant to the preparation of the LIP guidance were delegated to TfL pursuant to section 38 of the GLA Act by MD2081. Approval of the final version of the LIP guidance for publication is reserved to the Mayor.
- 6.2.4 The requirements for a LIP are set out in section 145. In addition to containing the borough's proposals for the implementation of the MTS in its area, the LIP shall include a timetable for implementing the different proposals in the plan and the date by which all proposals will be implemented.
- 6.2.5 When approving a LIP, the Mayor must ensure that it is consistent with the MTS, that the proposals that it contains are adequate and that the timetable for implementation and the deadline by which the proposals are to be implemented is adequate. The LIP Guidance has been drafted so as to assist the boroughs with complying with the statutory requirements and the criteria against which the Mayor is required to assess a LIP. If LIPs are produced which do not meet the statutory requirements, the Mayor may use his powers of direction in ss 147 and 150 and may even step in and produce the LIP himself although the purpose of the LIP Guidance is to avoid such scenarios.
- 6.2.7 Under the GLA Act, the Mayor is empowered, through TfL, to provide grants to London Boroughs to assist with the implementation of the Transport Strategy. TfL are charged with responsibility of ensuring that the key rationale for allocating grants is the delivery of the MTS3.
- 6.2.8 The generic matters to which TfL will have regard in allocating financial assistance and the generic conditions that will apply to any such assistance are:
- Under Section 159 the GLA Act, financial assistance provided by TfL must be for a purpose which in TfL's opinion is conducive to the provision of safe, integrated, efficient and economic transport facilities or services to, from or within Greater London.

- In order to ensure this purpose is met, TfL may have regard to the following matters when exercising its functions under Section 159:

Any financial assistance previously given
The use made by the authority of such assistance

- Conditions - Section 159 (6) of the GLA Act also allows TfL to impose conditions on any financial assistance it provides and in specified circumstances to require repayment. Other more detailed conditions may be imposed that relate to particular projects.

6.2.9 The recommendations contained in this Report are within the Council's powers and duties.

6.3 Property Implications

6.3.1 There are no identifiable property implications arising directly from the LIP proposals, however, as individual schemes progress, there may be an opportunity for specific input in respect of the Council's land and property portfolio.

7. KEY RISKS

Risk Category	Comments/Mitigation
Strategic	<p>Risk: There is a significant change in regional or local priorities and / or funding allocations</p> <p>Mitigation: Funding utilisation starts from 1st April 2020 so, should there be a change in funding allocation or regional priorities, there is an opportunity to make changes to the schemes and funding allocations in order to respond to unforeseen circumstances and changing priorities.</p>
Financial	<p>Risk: Not agreeing a programme and making an annual spending submission will mean the Council cannot access a significant source of funding.</p> <p>Mitigation: Agree programme and make annual spending submission to TfL.</p>
Reputational	<p>Risk: The Council does not deliver schemes and / or fully utilise time bound LIP funding</p> <p>Mitigation: There will be robust programme and project management as well as regular political engagement. In addition there is an opportunity to</p>

Risk Category	Comments/Mitigation
	make changes to the schemes and funding allocations in order to respond to unforeseen circumstances and changing priorities
Regulatory	<p>Risk: Failure to comply with statutory requirements.</p> <p>Mitigation: As outlined the LIP programme, once agreed, will meet statutory requirements</p>

8. IMPACT ON COUNCIL PRIORITIES – CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD

8.1 Good homes in well-connected neighbourhoods

8.1.1 The proposed LIP activities represent vital investment in the improvement and renewal of the transport infrastructure, particularly supporting regeneration and environmental enhancements with clear beneficial impact on climate change. The LIP is also informed by and supports the LDF Core Strategy and associated evolving Local Plan. LIP schemes and activities will contribute positively towards the delivery of good homes, improving the connectivity of existing neighbourhoods.

8.2 Sustain strong and healthy communities

8.2.1 The impact of LIP proposals are positive on disability groups, disadvantaged groups and disadvantaged areas. Particular elements of work related to the improvement and promotion of sustainable modes of travel will enhance the cohesion of communities. Several LIP projects and programmes have an emphasis on community engagement and safety. The consultation process carried out for new schemes allows the representation and input of all interest groups.

8.2.2 The programmes and initiatives contained within the Annual Spending Submission will help us improve the ease in which we travel in the borough, encourage sustainable and active travel helping us to manage environmental problems related to congestion, local air quality, reduce our impact on climate change and improve health, safety and accessibility for all in our communities.

8.3 Build our local economy to create a thriving place

8.3.1 Several of the proposals contained in the Annual Spending Submission will help enhance people's ability to reach their full potential by improving accessibility for sustainable modes of transport making it easier for people to access opportunities in Enfield and further afield.

9. EQUALITIES IMPACT IMPLICATIONS

- 9.1 The Council's Local Implementation Plan 3 (LIP) was supported by an Equality Impact Assessment (EqIA). The EqIA examined the proposed strategy, socio-demographic data gathered in relation to the LIP and the available information on the outcomes of the policies. Based on this, and using professional judgement, it identified several disproportionate impacts that may occur on Equalities Groups because of the implementation of the proposed strategy.
- 9.2 The key beneficial impacts relate to:
- 9.2.1 Measures to encourage active travel, particularly to and from schools, will benefit people in many of the protected groups. The health benefits to many older and/or disabled people with respiratory illnesses will be greater than for the general population. Similarly, children and young people are particularly vulnerable to air pollution as their respiratory systems are still developing, and therefore also will benefit disproportionately. The health benefits for children from greater participation in active travel also will be greater than for the general population.
 - 9.2.2 Actions to improve air quality are likely to benefit older and/or disabled people with respiratory illnesses more than for the general population. Similarly, children and young people also will benefit disproportionately.
 - 9.2.3 Managing growing demand for on-street parking may benefit some of the protected groups, especially where they are afforded greater priority in parking allocations.
 - 9.2.4 Older people, children and disabled people are more vulnerable road users, and will disproportionately benefit from improvements in road safety.
 - 9.2.5 Policies to improve the reliability and accessibility of public transport will benefit protected groups with a greater reliance on public transport than the public at large to a disproportionate extent.
- 9.3 The EqIA identified that there may be an adverse impact on people on lower income due to increases in parking charges as part of policies to manage on-street parking. This will need to be assessed further to understand the actual impact (including whether proposed charges are significant in terms of the overall running costs of a private car), particularly given that low income groups are less likely to own a car, with any potential mitigation balanced against the wider aims of the LIP including the intention to reduce health inequalities.
- 9.4 It should be noted that reducing inequality is at the core of the LIP with a focus on health outcomes.
- 9.5 The LIP looks extensively at Enfield's key challenges and considers what role transport can play in addressing them. What is apparent is

that there are serious health inequalities across the borough and that promoting safe, sustainable and active travel can go some way to addressing these. Therefore, the strategic priorities focus on health:

- Making active travel the natural choice, particularly for those trips less than 2km in length
- Making more school trips safe, sustainable and healthy
- Reducing the impact of private vehicles on our streets
- Making the public transport network more reliable, accessible and the natural choice for longer trips
- Maintaining our assets for the benefit of the public.

9.6 It should also be noted that existing larger scale programmes, including Cycle Enfield, have been subject to strategic equality impacts assessments, while individual schemes and interventions take account of equality impacts as part of their development and delivery lifecycles.

10. PERFORMANCE AND DATA IMPLICATIONS

10.1 Providing a programme of work to TfL is a condition of LIP transport expenditure grants which are currently in the order of £2.5+ million annually. The removal of LIP funding will very directly and detrimentally affect the delivery of transport initiatives and schemes on street. The negative impact will be substantial and fall on all sections of residents and visitors. Enfield's LIP activities will have clear and direct bearing upon other services as the programmes aid regeneration, improve public health and contribute to the wider aims and goals of other departments.

11. HEALTH AND SAFETY IMPLICATIONS

11.1 There are no direct health and safety complications from the LIP. Individual schemes implemented through LIP funding may need to be subject to Health and safety considerations through individual scheme level reports as appropriate.

12. PUBLIC HEALTH IMPLICATIONS

12.1 Transport is one of the fundamental determinants of health; it may be health-damaging or health promoting. The LIP programme and schemes as outlined here will make transport in Enfield much more health-promoting by increasing physical activity and reducing the health costs of motorised transport. It will increase physical activity by making this part of everyday life e.g. walking or cycling as a normal, everyday transport mode. Achieving a modal shift towards active travel will also reduce the health damaging effects of motorised transport e.g. road traffic injuries, air pollution, community segregation and noise. Such is the effect of physical activity upon health that it has been calculated that a modal shift to levels of active transport in The Netherlands would save the NHS £17 billion per year. This would be achieved through savings in treating Type 2 diabetes, heart disease,

stroke, some cancers, musculo-skeletal disease and dementia. Improving the walking and cycle infrastructure would also be likely to positively impact upon health inequalities as income or wealth would become a less significant factor in a person's ability to travel within the borough e.g. access to employment, healthcare, social networks etc.

- 12.2 Reducing obesity is a priority for Enfield, as outlined in the Borough's Health and Wellbeing Strategy. 61.4% of adults are classified as overweight or obese (ALS, 2016). Data for academic years 2014/15 to 2016/17 shows that the average prevalence of excess weight in year 6 pupils is 41.5%. This is higher than London (37.9%) and England (33.87%) averages. If left unchanged, this will lead to serious health complications later in life, such as diabetes, heart disease and cancers.
- 12.3 Creating an environment where people actively choose to walk and cycle as part of everyday life can have a significant impact on public health and has the potential to reduce health inequalities. It is an essential component of a strategic approach to increasing physical activity and may be more cost-effective than other initiatives that promote exercise, sport and active leisure pursuits.
- 12.4 Increased walking and cycling offers many other advantages including cleaner air, less noise, more connected neighbourhoods, less stress and fear, and fewer road traffic injuries.
- 12.5 More walking and cycling also has the potential to achieve related policy objectives:
- Supports local businesses and promotes vibrant town centres
 - Provides a high-quality, appealing public realm
 - Reduces road danger and noise
 - Increases the number of people of all ages out on the streets, making public spaces seem more welcoming and providing opportunities for social interaction and children's play
 - Provides an opportunity for everyone, including people with impairments, to exercise and enjoy the outdoor environment
- 12.6 There is an extensive evidence base for effective action on active travel. The most relevant review has been conducted by the National Institute for Health and Care Excellence, looking specifically at local measures to promote active transport¹.
- 12.7 Overall the programme and schemes proposed will help us improve the ease in which we travel in the borough, encourage sustainable and active travel helping us to manage environmental problems related to congestion, local air quality, reduce our impact on climate change and improve health, safety and accessibility for all in our communities. This

¹ National Institute for Health and Care Excellence. Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation. London 2012.

supports Public Health's efforts to embed Health in all Policies across the Council.

Background Papers

None