

London Borough of Enfield

Cabinet

Meeting Date 16 September 2020

Subject: Outline Programme for Transport for London Local Implementation Plan funding in 2021/22

Cabinet Member: Cllr Guney Dogan, Cabinet Member for Environment and Sustainability

Executive Director: Sarah Cary, Place

Key Decision: 5172

Purpose of Report

1. This report sets out the outline programme for utilising funding from Transport for London (TfL) to deliver the Mayor's Transport Strategy outcomes within Enfield. It seeks Cabinet approval for this programme and delegation of authority for approval of a more detailed programme prior to implementation.
2. Following discussions with TfL it has been assumed that the funding allocation will be the same as originally provided for 2020/21. However, the level of funding could be different due to the impact of the Covid-19 crisis on TfL's finances. If necessary, the programme will be altered to reflect the level of TfL funding available as confirmed in December 2020.

Proposal(s)

3. Cabinet agrees the outline programme for utilising funding from Transport for London to deliver the Mayor's Transport Strategy outcomes within Enfield and for these this programme to be implemented, subject to the completion of all necessary statutory procedures.
4. Cabinet agrees to delegate authority to the Cabinet Member for Environment and Sustainability to agree details of the programme in consultation with the Director of Environment and Operational Services.

Reason for Proposal(s)

5. The proposals are seeking the necessary approvals that will enable Enfield's Local Implementation Plan (LIP) funding proposals for 2021/22 to be submitted to Transport for London (TfL):

Proposal	Reason
Cabinet agrees the outline programme for utilising funding from Transport for London to	The submission of these proposals to TfL is essential in order to obtain release of any allocated funds ready

<p>deliver the Mayor's Transport Strategy outcomes within Enfield and for these this programme to be implemented, subject to the completion of all necessary statutory procedures.</p>	<p>for expenditure in the Financial Year 2021/22.</p>
<p>Cabinet agrees to delegate authority to the Cabinet Member for Environment and Sustainability to agree details of the programme in consultation with the Director of Environment and Operational Services.</p>	<p>The detailed programme for 2021/22 is subject to final funding confirmation (due December 2020) and delivery of 2020/21 schemes. In addition, the delivery of the 2021/22 programme will be subject to variations, mainly due to operational issues, so this maintains political oversight and facilitates ongoing delivery.</p>

Relevance to the Council's Plan

6. Good homes in well-connected neighbourhoods

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 Council's Core Strategy and new Local Plan, which is under development. LIP schemes and activities will contribute positively towards the delivery of good homes, improving the connectivity of existing neighbourhoods.

7. Safe, healthy and confident communities

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 areas of work 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.

The schemes and initiatives contained within the LIP programme 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. An economy that works for everyone

Several of the schemes and initiatives contained in the LIP programme 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. Those on lower incomes are less likely to own a private car so the programmes and schemes in the LIP will support them to travel for work and leisure.

Background

9. 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.
10. The related borough LIP funding is split into four main programme areas with annual allocations where applicable. The figures in the table below refer to the allocations which were confirmed for 2020/21 but subsequently not provided due to the impacts of Covid-19.
11. TfL have indicated that for 2021/22 they want to reinstate LIP funding to previous levels (subject to agreeing a settlement with the Department for Transport) so it has been assumed that a similar level of funding as would have been provided in 2020/21 will be available.

Programme Area with Description	Allocation (£000's)
<p><i>Corridors, Neighbourhoods and Supporting Measures</i></p> <p>This is annual funding which must be spent on projects which deliver the Mayor's Transport Strategy (MTS). 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 (£1.6m) supports delivery of the Healthy Streets / Cycle Enfield programme.</p>	2,584
<p><i>Liveable Neighbourhoods</i></p> <p>The Council has previously received funding to develop the Enfield Town scheme. The submission of detailed designs and costs will determine the level of funding in 2021/22.</p>	1,000
<p><i>Local Transport Fund</i></p> <p>This funding can be used for local transport schemes which are local priorities broadly meet the Mayor's Transport Strategy outcomes.</p>	100

12. In addition, there are other TfL funding allocations which the Council has previously received but for which there is no confirmation of approach for 2021/22:
 - Bus priority – Funding for interventions which is based on priorities identified by TfL.
 - Maintenance Programmes – A London wide pot which is allocated based on surveys of the condition of strategic roads and structures.
 - Mini-Holland – Primary source of funding for the Healthy Streets / Cycle Enfield programme.

13. Boroughs make Annual Spending Submissions (ASS) which set out how they intend to utilise LIP funding to support the delivery of the MTS. The ASS for 2021/22 needs to be submitted to TfL in October 2020, with funding usually confirmed in December 2020 and delivery starting in April 2021.
14. Given the notes on the various allocations in 10., the table below focuses on Enfield's proposals for 2021/22 in relation to the Corridors, Neighbourhoods and Supporting Measures programme area. It should be noted that, due to the impact of Covid-19 on transport funding and priorities, the programme areas and schemes are mainly carried forward from 2020/21.

Programme Area Schemes	Related MTS Outcomes	Allocation (£,000s)
<p>Accessibility</p> <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. • Station and hidden interchange audits and development of an access action plan. 	Safe Accessible Quality	125
<p>Cycle Training</p> <p>Provision of Bikeability nationally accredited cycle training to adults and children with capacity for 5,000 school children to be trained.</p>	Active Safe Efficient Green	250
<p>Delivering and Monitoring Air Quality Improvements</p> <ul style="list-style-type: none"> • Supporting delivery of the statutory Air Quality Action Plan and Mayor's Air Quality Fund projects including anti idling and Non-Road Mobile Machinery monitoring. • Provision of 3 static air quality monitoring stations and mobile monitoring. • Electric vehicle charging points in line with Climate Action Plan target. 	Active Green	140
<p>Encouraging Active and Sustainable Travel while Reducing Impact of Private Vehicles</p> <ul style="list-style-type: none"> • Bid preparation including for next Liveable Neighbourhood. 	Active Safe Efficient Green Connected Accessible	239

Programme Area Schemes	Related MTS Outcomes	Allocation (£,000s)
<ul style="list-style-type: none"> • Design and implementation of parking controls to make most efficient use of limited kerbside space. • Increasing car club provision. • Enabling behaviour change and delivering Healthy Streets at a local level. • Monitoring and management of schemes and programmes. 	Unlocking	
<p>Healthy Routes and Neighbourhoods</p> <ul style="list-style-type: none"> • Walking & cycling improvement projects which extend the active travel network. • Enfield Town Liveable Neighbourhood. • Low Traffic Neighbourhood delivery. • Angel Edmonton traffic and transport interventions. • Cycle Parking delivery. • School Streets with at least 2 per year. • Access to bikes including second hand bike markets, progression of a Borough bike share project, Dr Bike sessions and cycle maintenance classes. • Wayfinding & monitoring. • Community Engagement & Events including active travel promotions, annual summer bike ride, annual inter faith bike rides and support to community walking & cycling groups. • Developing Cycle Enfield legacy programme. 	Active Safe Efficient Green	1,600
<p>Local Transport Fund</p> <p>Schemes which address local priorities and the broad outcomes of the MTS.</p>	Active Safe	100
<p>Safe, Sustainable and Active School Travel</p> <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	80

Programme Area Schemes	Related MTS Outcomes	Allocation (£,000s)
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
Total	-	2,684

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

15. 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 and carbon neutral borough by 2040.
16. Given that the details of the schemes to be delivered under each programme are dependent on what has or has not (taking into account Covid-19 impacts) been delivered in 2020/21, in some instances, for example the Cycle Enfield main programme, the final schemes will not be confirmed until early 2021. This approach is consistent with previous years.

Main Considerations for the Council

17. Below are set out implications in respect of:
- Safeguarding – None identified.
 - Public Health – Positive.
 - Equalities – Mainly positive with one potential negative impact which can be assessed and mitigated if necessary.

- Environment and climate change – Overall positive with negative implications offset by carbon reduction benefits.
- Financial – Positive.
- Legal – Neutral as they confirm the proposals are within the Council's powers and duties.

Safeguarding Implications

18. None identified.

Public Health Implications

19. 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.
20. 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.
21. 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.
22. 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.
23. 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.
24. 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.
25. 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 supports Public Health's efforts to embed Health in all Policies across the Council.

Equalities Impact of the Proposal

26. 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.
27. The key beneficial impacts relate to:
- 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.
 - 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.
 - Managing growing demand for on-street parking may benefit some of the protected groups, especially where they are afforded greater priority in parking allocations.
 - Older people, children and disabled people are more vulnerable road users, and will disproportionately benefit from improvements in road safety.

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.

- 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.

28. 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.

Environmental and Climate Change Considerations

29. The table below provides an overview of environmental and climate change considerations.

Consideration	Impact of Proposals
Energy consumption in delivering service	Neutral There are no changes proposed to the current service delivery arrangements.
Measures to reduce carbon emissions	Positive Transport generates a significant amount of greenhouse gas emissions (33% of UK CO2 emissions in 2018). The proposals will allow funding to be used to deliver programmes and schemes which: <ul style="list-style-type: none"> • Encourage active travel. • Reduce private vehicle trips. • Support switching to low emission vehicles.
Environmental management	Neutral The main impact will be in the construction of new projects and the resultant embedded carbon. Consideration will be given to using recycled materials and providing green and blue infrastructure features. However, the main offset will be a forecast reduction in the use of private vehicles as noted above.
Climate change mitigation	Neutral There is no expectation that long term contracts will be entered into. Where possible schemes will be delivered using approaches and materials which mitigate long term climate change impacts. This will include providing green and blue infrastructure features.

Risks that may arise if the proposed decision and related work is not taken

30. Several risks have been identified:

Risk Category	Risks
Strategic	<p>The Council cannot deliver elements of its Climate Action Plan including:</p> <ul style="list-style-type: none"> - Increasing active and sustainable travel. - Increasing electric vehicles charging provision.
Financial Reputational	<p>Not agreeing a programme and making an annual spending submission will mean the Council cannot access a significant source of funding. This will also impact on the Council's reputation as one which can successfully deliver large programmes and schemes, potentially jeopardising future funding.</p>

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

31. Several risks have been identified:

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 2021 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 make changes to the schemes and funding allocations in order to respond to unforeseen circumstances and changing priorities</p>
Regulatory	<p>Risk: Failure to comply with statutory requirements.</p>

Risk Category	Comments/Mitigation
	Mitigation: As outlined the LIP programme, once agreed, will meet statutory requirements

Financial Implications

32. 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.
33. 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.
34. 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.
35. 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.
36. It should be noted that the Covid-19 crisis has had a significant immediate and ongoing impact on TfL's finances, in particular a significant reduction in revenue. For 2020/21, TfL will be reliant on direct Government support (which was withdrawn in 2018/19) and it is uncertain whether they will return to being self-financing in the near to mid-term. This could have a material impact on the level of funding available for the LIP programme. However, a key element of TfL's Covid-19 recovery plan was enabling the boroughs to deliver local schemes, which recognises their importance as delivery agents for wider transport priorities. Therefore, the assumption is that funding for boroughs to continue delivering programmes and schemes will remain a priority for the Mayor and TfL.

Legal Implications

37. 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.
38. 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.

39. 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.
40. 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.
41. 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.
42. 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.
43. 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.
44. The proposals contained in this Report are within the Council's powers and duties.

Workforce Implications

45. None identified.

Property Implications

46. None identified.

Other Implications

47. None identified.

Options Considered

48. None.

49. The Council is required to submit a programme of work with supporting schemes in order to access any Local Implementation Plan Funding which might be allocated to Enfield for 2021/22. Therefore, a compliant submission is being proposed.

50. 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.

Conclusions

51. This report sets out the outline programme for utilising funding from Transport for London to deliver the Mayor's Transport Strategy outcomes within Enfield. It seeks Cabinet approval for this programme and delegation of authority for approval of a more detailed programme prior to implementation.

52. By agreeing these proposals the Council will be able to access third party funding, the amount of which is still to be determined, which can be used to deliver programmes and schemes which will have beneficial impacts on public health and climate change.

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Appendices

None.

Background Papers

None.