

ASSEMBLY

2 October 2013

Title: Second Local Implementation Plan 2014/15 - 2016/17 Delivery and Monitoring Plan and Borough Cycling Programme 2013/14 - 2016/17	
Report of the Cabinet Members for Regeneration and Environment	
Open Report	For Decision
Wards Affected: All	Key Decision: Yes
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Accountable Divisional Director: Jeremy Grint, Divisional Director of Regeneration	
Accountable Director: Graham Farrant, Chief Executive	
Summary	
<p>The London Borough of Barking and Dagenham Second Local Implementation Plan (LIP2) was the borough's transport strategy and delivery plan for improvements to the transport network in the borough for the three-year period 2011/12 - 2013/14. It was approved by Cabinet on 23 November 2010 and the Mayor of London in July 2011 (Minute 63 refers).</p> <p>Along with every local authority in London, the Council is required to prepare a new LIP2 Delivery and Monitoring Plan in 2013 for the period 2014/15 – 2016/17, and update interim targets to cover the same period. The Council has been allocated circa £2.3 million for 2014/15 and an indicative £4.35 million for the period 2015/16 – 2016/17.</p> <p>The draft three-year Delivery Plan is provided in Appendix 1. This includes funding towards Barking Station improvements/Dagenham East Station lifts, Renwick Road/Choats Road safety improvements ahead of Riverview School opening in September 2015, Ballards Road/New Road junction improvements, Barking Town Centre public realm improvements, Gale Street/Becontree Station safety, accessibility and shopping parade improvements, A12/Whalebone Lane/Rose Lane junction improvements, DIY Streets project in Dagenham, a road safety improvement fund and a range of Smarter Travel initiatives.</p> <p>The report also outlines the Council's proposed application for funding under the Mayor's Borough Cycling Programme for the period 2013/14 – 2016/17. This is provided in Appendix 2.</p> <p>The Safer and Stronger Community Select Committee (SSCSC) received and noted the report at its meeting on 16 September 2013.</p> <p>The Cabinet considered the report at its meeting on 24 September and endorsed the recommendations below.</p>	

Recommendation(s)

The Assembly is recommend to approve:

- (i) the 2014/15 - 2016/17 LIP Delivery and Monitoring Plan submission to Transport for London, as set out at Appendix 1 to the report; and
- (ii) the 2013/14 - 2016/17 Borough Cycling Programme application to Transport for London, as set out at Appendix 2 to the report.

Reason(s)

To assist delivery of the community and council's vision 'Encourage Growth and unlock the potential of Barking and Dagenham and its residents' and its priorities, in particular:

- Ensure every child is valued so that they can succeed;
- Reduced crime and the fear of crime;
- Improve health and wellbeing through all stages of life;
- Create thriving communities by maintaining and investing in new and high quality homes;
- Maximise growth opportunities and increase the household income of Borough residents.

1. Introduction and Background

- 1.1 The Barking and Dagenham second Local Implementation Plan (LIP2) was approved by 23 November 2010 Cabinet and the Mayor of London in July 2011, (Minute 63 refers). This is the Council's strategy to achieve a safe, sustainable and accessible transport system for the benefit of all those living and working in Barking and Dagenham. A key component of the LIP is a 3-year Delivery Plan for the period 2011/12 – 2013/14 and a series of targets to measure progress towards the LIP objectives. As part of the ongoing development of the plan, the Council is required to produce a new LIP Delivery Plan for the period 2014/15 – 2016/17 and update interim targets for the same period.
- 1.2 As part of plans for around £1 billion investment in cycling in the capital, the Mayor of London has published a Vision for Cycling with the aim of establishing a tube network for the bike, safer streets for the bike, more people travelling by bike and better places for everyone. A central part to this vision is the Borough Cycling Programme, which identifies the resources available to boroughs to increase the number of people cycling whilst improving conditions for cyclists. The Council is invited to submit an application for funding under this programme for the period 2013/14 – 2016/17.

2. Proposal and Issues

LIP Delivery and Monitoring Plan – 2014/15 – 2016/17

- 2.1 Each year, the Council is allocated LIP funding by Transport for London (TfL) for transport projects. This funding is split into three categories:

1. Maintenance;
2. Corridors, neighbourhoods and supporting measures
3. Local transport fund of £100,000.

This report suggests how this funding should be spent (the programme of investment) for the second Local Implementation Plan period 2014/15 – 2016/17. The programme, which includes a range of transport improvement schemes (including road safety, traffic management, highways maintenance, cycling and walking and travel awareness schemes) has been developed to meet the Council's LIP objectives and address the various transport problems facing the borough. The report also details the LIP monitoring arrangements over the same period and outlines the proposed interim LIP targets for the five mandatory indicators set by TfL relating to mode share, bus service reliability, asset condition, road traffic casualties and CO2 emissions.

LIP Funding Allocation

- 2.2 The total LIP budget for London for the period 2014/15 – 2016/17 is currently £445 million¹, of which the Council has been allocated circa £2.3 million for 2014/15 and an indicative £4.35 million for the period 2015/16 – 2016/17. The breakdown of the funding allocation for Barking and Dagenham is set out below:

Funding Programme	2014/15	2015/16	2016/17
Principal Road Maintenance	£705,000*	£569,000	£569,000
Corridors, Neighbourhoods and Supporting Measures <i>(Includes schemes for Bus Priority/Bus Stop Accessibility; Cycling; Walking; Local Safety Schemes; 20mph Zones; Freight; Regeneration; Environment; Accessibility; CPZs; School/Workplace Travel Plans; Travel Awareness; Education, Training & Publicity)</i>	£1,509,000	£1,509,000	£1,509,000
Local Transport Funding <i>(Funding for small scale schemes of the Borough's choice and to undertake future scheme feasibility work)</i>	£100,000	£100,000	£100,000
Bridge Assessment/Strengthening	Subject to application £8.3m available pan London	Subject to application £8.6m available pan London	Subject to application £8.9m available pan London
Major Schemes <i>(Large schemes with value above £1m. Emphasis on delivering 'transformational' projects)</i>	Subject to application £28m available pan London	Subject to application £28m available pan London	Subject to application £28m available pan London
Traffic Signal Modernisation <i>(Boroughs to avoid new signals where possible)</i>	Subject to	Subject to	Subject to

¹ Subject to Government settlement to TfL for 2015/16 and beyond.

Funding Programme	2014/15	2015/16	2016/17
<i>– if new signals are required consideration to be given to removing poorly used signals)</i>	application £12.7m available pan London	application £13.8m available pan London	application £10.3m available pan London
TOTAL	£2,314,000	£2,178,000	£2,178,000

* LBBD has been allocated additional £136,000 in 2014/15 on top of original allocation of £569,000 as part of the £10.836m DfT allocation to London for additional highway maintenance.

Key Priorities

2.3 The focus for the 2014/15 – 2016/17 Delivery Plan is the implementation of a small number of comprehensive corridor/neighbourhood schemes, which will deliver multiple objectives and lead to economies of scale/less disruption; individual 'stand-alone' schemes, which address a particular issue/problem that has been identified; investigative studies to explore emerging issues and inform potential future schemes; maintenance schemes; and a range of supporting measures, including education and training schemes. A number of priorities/opportunities have been identified which form the basis of the three-year delivery programme. They include:

- Barking Station improvements/Dagenham East Station lifts - contribution to operator development costs (subject to franchise timings/TfL investment plan);
- Renwick Road/Choats Road safety improvements – road safety improvements ahead of Riverview School opening in September 2015;
- Ballards Road/New Road junction improvements –safety/congestion improvements to busy junction which is an identified accident hotspot;
- Barking Town Centre public realm improvements – includes highways/ environmental improvements at several key sites;
- Gale Street/Becontree Station - safety/accessibility improvements and shopping parade improvements;
- A12/Whalebone Lane/Rose Lane junction improvements – to address local safety/congestion problems;
- DIY Streets project – building on successful Sustrans project underway in Becontree, look to expand community lead area improvement scheme to a neighbourhood in Dagenham;
- Road safety improvements at accident hotspots - emphasis on improving conditions for vulnerable road users, including cyclists/pedestrians and areas around schools; and
- Range of Smarter Travel initiatives - including continuation of successful cycle training scheme, road safety education initiatives, school travel plans and travel awareness promotions.

LIP Programme of Investment

2.4 A summary of the schemes that the Council is proposing under the Corridor, Neighbourhood and Supporting Measures programmes for 2014/15 – 2016/17 is set out below. A more detailed programme is included in Appendix 1. For each scheme an indication of costs and the measures proposed are given. It is considered that the measures proposed will help deliver the Council's LIP objectives whilst also being

consistent with the Mayor's Transport Strategy (MTS) and a range of other national, regional, sub-regional and local plans and policies.

	2014/15	2015/16	2016/17
Barking Station/Dagenham East Station Improvements	-	-	£900,000
Renwick Road/Choats Road Safety Improvements	£750,000	-	-
Ballards Road/New Road Junction	£100,000	£400,000	-
Barking Town Centre Improvements	£250,000	£250,000	-
Gale Street Safety/Accessibility Measures	-	£50,000	£300,000
A12/Whalebone Junction Improvements	£50,000	£250,000	-
DIY Streets Project – Dagenham	£50,000	£250,000	-
Road Safety Improvements Fund	£200,000	£200,000	£200,000
Safer/Smarter Travel Programme	£109,000	£109,000	£109,000
TOTAL:	£1,509,000	£1,509,000	£1,509,000

- 2.5 The three-year LIP programme is sufficiently flexible to allow for schemes to be brought forward/put back, or for projects to be changed altogether, to cater for changing priorities, reduced funding levels or where identified schemes cannot physically be implemented.

Maintenance Programme

- 2.6 Borough funding for principal road maintenance is based on an assessment of need taken from road condition surveys. On that basis, Barking and Dagenham has been allocated £705,000 in 2014/15 for such schemes, and an indicative £569,000 in both 2015/16 and 2016/17. The Borough has been allocated an additional £136,000 in 2014/15 on top of original allocation of £569,000 as part of the £10.836m Department for Transport (DfT) allocation to London for additional highway maintenance.
- 2.7 The Council is required to identify proposals for principal road maintenance, including details of the priorities and criteria that will be used to identify proposed areas of spend, within the LIP Delivery Plan. The exact schemes to be taken forward are still to be confirmed, but the key priorities include:
- A1306 New Road
 - Abbey Road
 - Longbridge Road (UEL)
- 2.8 Funding for bridge assessment and strengthening schemes is allocated to boroughs on a priority basis based on the relative condition of bridges/structures. £8.3 million is available across London in 2014/15, rising to an indicative £8.6m in 2015/16 and £8.9m in 2016/17. Work to identify those structures in the borough most in need of repair is currently underway as part of the work to produce the Council's Highways Asset Management Plan (HAMP).

LIP Monitoring/Targets

- 2.9 The Council is required to update the interim LIP targets for the five mandatory indicators relating to mode share, bus service reliability, asset condition, road traffic casualties and CO2 emissions, to cover the period to 2016/17. The new interim targets need to be ambitious, but realistic, given the indicative funding levels available and based on a scenario which assumes no other TfL funding beyond that already committed. Details of these targets are set out in Appendix 3 of this report.

Borough Cycling Programme 2013/14 – 2016/17

- 2.11 The Borough Cycling Programme is a £60 million 10 year programme focusing on encouraging more people across the capital to cycle by improving cycle facilities and making roads safer for cyclists. It forms a key component of the Mayor of London's Vision for cycling in London. This report outlines the Council's proposed application for funding under this programme for the period 2013/14 – 2016/17.
- 2.12 Around £60m has been earmarked for the Borough Cycle Programme over the current 10 year TfL Business Plan period, with £23m available to boroughs for the 4-year period to 2016/17 (each borough can bid for up to £1.03m of funding during this period). Funding is available for a number of programmes, including 'safer streets for the bike'; 'more people travelling by bike'; and 'support for cycling'. Details of what the Council can bid for are set out in the table below. Details of the Council's proposed submission to TfL are set out in Appendix 2.

Funding Programme	2013/14	2014/15	2015/16	2016/17
Safer streets for the bike – improving the perception and reality of cycle safety.				
Cycle training for adults and children <i>(Bikeability cycle training)</i>				
Safer lorries and vans <i>(Promotion of Freight Operator Recognition Scheme and application of Construction Logistic Plans)</i>	-	£59,000	£59,000	£68,000
CPC Safer Urban Driver Training <i>(Courses for internal/contractor fleet drivers)</i>				
More people travelling by bike – enabling a wider range of people to shift to cycling or cycle more.				
Cycle to school partnerships <i>(Partnership pilots to deliver infrastructure improvements; 'Bike It Plus' community cycling projects; cycle grants for schools)</i>	-	£190,000	£225,000	£225,000
Cycle parking <i>(Including on-street, residential and station cycle parking facilities)</i>				

Funding Programme	2013/14	2014/15	2015/16	2016/17
Support for cycling – helping boroughs deliver the Cycling Vision.				
Monitoring <i>(Measuring impacts of cycling, including cycle counts, impact/outcome monitoring)</i>				
Staffing <i>(Funding for 1 full-time officer)</i>	£13,000	£66,000	£66,000	£66,000
Borough cycling strategies <i>(Development of comprehensive/ integrated local strategy)</i>				
TOTAL FUNDING AVAILABLE:	£13,000	£315,000	£350,000	£359,000

- 2.13 To enable boroughs to kick-start the Borough Cycling Programme, TfL has made additional funding available for a number of projects in 2013/14, including £600,000 for cycle training; £1.5m for cycle parking; £1.7m for school cycle partnerships/’Bike It Plus’ and cycle grants for schools; and £330,000 towards a community cycling fund. To date, the Council has successfully bid for £50,000 towards providing cycle training and new cycle parking facilities.

3. Options Appraisal

- 3.1 The Council is required by TfL to develop a LIP Delivery and Monitoring Plan, incorporating a three-year programme of investment, and an update of the interim LIP targets to cover the period to 2016/17. The programme and targets have been developed following careful analysis of the key transport issues and opportunities facing the borough.

Policy Context

- 3.2 Whilst the focus of the three-year delivery programme is to address local transport objectives as set out in the Local Implementation Plan, the programme is also designed to help deliver the objectives of the Mayor of London’s Transport Strategy (MTS). Similarly, the Borough Cycling Programme is designed to meet the aspirations of the Mayor’s Vision for cycling in London, as well as increasing levels of cycling and improving conditions for cyclists in Barking and Dagenham.
- 3.3 The LIP Delivery and Monitoring Plan and the Borough Cycling Programme are also required to be broadly consistent with a range of other national, regional and local plans and strategies. They include the work of the Mayor’s Roads Taskforce and the Mayor’s Road Safety Action Plan at the pan-London level; the updated East London Sub Regional Transport Plan at the sub-regional level; and the Community Strategy, Economic Regeneration Strategy, Children and Young People’s Plan, Community Safety Partnership Plan and Health and Wellbeing Strategy at the local level.

4. Consultation

- 4.1 Ongoing engagement with a diverse range of stakeholders continues to inform the planning and implementation of our transport schemes and programmes. A wide-range of consultation, participation and partnership working has been central to the development of the 2014/15 – 2016/17 LIP Delivery Programme and the Borough Cycling Programme, including London Buses, London Underground, Department for Transport, Rail Operators, and colleagues across the Council.
- 4.2 This report was presented for information to the Safer and Stronger Community Select Committee at its meeting on 16 September 2013.
- 4.3 The Cabinet received the report at its meeting on 24 September 2013 and has recommended that the Assembly approve the documents at Appendix 1 and 2 for submission to Transport for London.

5. Financial Implications

Implications completed by: Carl Tomlinson, Finance Group Manager

- 5.1 The annual funding available for the LIP and Borough Cycling programme's three year period is circa £2.6m in 2014/15 and £2.5m in both 2015/16 and 2016/17. The exact amount of funding for 2015/16 and beyond is, however, subject to confirmation following the actual Government settlement for TfL. These figures are broadly in line with the level of funding the Authority has received from TfL in both 2012/13 and 2013/14. The funding will continue to be claimed from TfL periodically during the year in line with actual level of spending against each scheme.
- 5.2 It is anticipated that the full programme of works will be carried out within the allocated funding and there will be no impact on the Authority's internally funded capital programme or level of borrowing. Some of the proposed projects will be treated as revenue expenditure as, rather than enhancing the highways infrastructure, they relate to training, publicity or the staging of events. There will be no impact on existing revenue budgets.
- 5.3 Paragraph 7.2 refers to the fact that the London Highway Alliance framework Contracts (LoHAC) is Transport for London's preferred option for the delivery of LIP funded highway schemes. From 2014/15 onwards, the LIP financial assistance will be limited up to the amount that the scheme would have cost if it had been undertaken via LoHAC, or the full cost under the authorities chosen route where this is a lower amount.
- 5.4 For the delivery of LIP schemes in the future, the Authority would be looking to continue with the existing contractor arrangements for a further 2.5 years. A comparison between these rates and those used by LoHAC has been recently undertaken by the Capital Delivery Team and this shows the Authority's current contract rates to be the lower. There are, therefore, no significant financial implications in connection with this issue.
- 5.5 Whilst it is likely that there will be some ongoing revenue implications associated with the programme (e.g. infrastructure maintenance costs), these are difficult to quantify as it is not clear what specific measures, if any, will be necessary. The cost of ongoing

maintenance will be met through the existing highway maintenance programme budget with additional external funding sought where possible.

- 5.6 The revenue cost of monitoring the LIP targets and mandatory indicators will continue to be met from existing Regeneration and Economic Development budgets.

6. Legal Implications

Implications completed by: Paul Feild, Senior Governance Lawyer

- 6.1 The Council is required under Section 146 of the Greater London Authority Act 1999('the GLA Act') to submit its Local Implementation Plans to the Mayor of London for his approval. These plans must include a timetable for implementing its proposals and a date by which all the proposals are delivered.
- 6.2 In preparing a Local Implementation Plan the Council must have regard to the Mayor's Transport Strategy. The Mayor will take into consideration whether the Plans is consistent with the Transport Strategy and the proposals and timetable are adequate for the implementation. The Council's submission to the Mayor will consist of the version of the plans agreed by the Cabinet.

7. Other Implications

- 7.1 **Risk Management** – Failure to develop a 3-year LIP funding programme could result in the Council's funding allocation for the period 2014/15 - 2016/17 being withdrawn and the Council having to bare the full costs of any planned transport schemes. In addition, not submitting an application for funding under the Borough Cycling Programme could result in under-investment in much need cycling infrastructure/training which in turn could impact on the Council's ability to meet its LIP targets (e.g. increasing the mode share of cycling; reducing the number of cycle casualties). For both programmes, a number of the proposed schemes will require further investigation/detailed design work to be carried out before they can be progressed, to ensure all potential risks are properly mitigated.
- 7.2. **Contractual Issues** - The London Highway Alliance framework Contracts (LoHAC) commenced on 1 April 2013. This is Transport for London's preferred option for the delivery of LIP funded highway schemes – Corridor, Neighbour and Supporting measures programmes and maintenance programmes. During 2013 TfL will use the LoHAC schedule of rates to provide boroughs with comparisons of the costs of delivering works via LoHAC in comparison with their local contractors. Then from 2014/15 onwards, the LIP financial assistance will be limited up to the amount that the scheme would have cost if it had been undertaken via LoHAC, or the full cost under the authorities chosen route where this is a lower amount. Ringway Jacobs is the contractor for the North East region which includes Barking and Dagenham.

TfL will give consideration to the following matters in determining whether there is justification for undertaking a scheme at a higher cost than that achievable under LoHAC and where the higher cost may be met:

- Health and Safety (including the safety of the travelling public in respect of vehicle operations, work sites, etc.);
- Employment practices, opportunities, skills, training and pay;

- Requirements for particular capabilities that are not covered by the LoHAC contracts;
- Procurement, supplier and payment practices (including environmental and responsible procurement).

TfL doesn't expect LoHAC to be used where this would produce a material contractual breach by boroughs under their existing contracts. For example where boroughs have in their existing contracts (let prior to LoHAC start 1/4/2013) an exclusivity agreement that would preclude them from procuring works from another supplier for that particular activity. The Legal Practice will be consulted in entering into terms and conditions with suppliers in relation to such procurement.

- 7.3 **Customer Impact** - The schemes in the LIP Programme and the Borough Cycling Programme will assist in the delivery of all the Community Strategy priorities and therefore have a positive impact on those who use transport in the borough. In addition, the LIP has been subject to an Equalities Impact Assessment (EIA), and it is considered that the measures proposed within it would not impact adversely on the various equality groups. Where LIP or Borough Cycling Programme works are planned at a similar location to planned Highways Investment Programme works, wherever possible, a coordinated approach will be taken so that local disruption can be kept to a minimum.
- 7.4 **Safeguarding Children** – The LIP Programme and the Borough Cycling Programme include schemes to improve road safety both through highway safety measures and also through initiatives such as cycle training.
- 7.5 **Health Issues** – It is widely acknowledged that cycling is one of the best ways for people to achieve good health and fitness. The promotion and enabling of cycling in the Borough is a key component of our joint health and wellbeing strategy. People who cycle regularly live longer than those who do not and lead healthier lives. This simple fact means that cyclists cannot possibly be more vulnerable than the population at large to life-threatening injuries such as head injury.

Indeed, cycling regularly to work (and, by extension, to school and on other regular journeys) has been shown to be the most effective thing an individual can do to improve health and increase longevity, and this applies even to people who are already active in sport and other physical activities. Cyclists typically have a level of fitness equivalent to being 10 years younger. A UK parliamentary health committee has noted:

“If the Government were to achieve its target of trebling cycling in the period 2000-2010 ... that might achieve more in the fight against obesity than any individual measure we recommend within this report.” ([TSO 2004](#))

The health benefits of cycling outweigh the risks by a substantial margin. Some estimates take account not only of crashes, but also of the effects of air-borne pollution. While the pollutant effects are clearly relevant to an analysis of the overall health impacts of measures which increase or decrease cycle use, they are not relevant to the consideration of the point at which helmet policies are an effective intervention to reduce the effects of head injuries. Safe though cycling is by comparison with other common activities, it has been shown that cycling becomes safer still the more people who do it.

Many of the benefits are not unique to cycling but are a consequence of moderate physical activity. In several cases, however, cycling enables that benefit to be achieved more easily, more widely or more effectively. Cycling has numerous advantages that can directly affect quality of life, as it provides benefits both physically and emotionally. Regular exercise, taken as an integral part of daily life, is needed to permanently enhance the quality of life. More cycling, especially as an alternative to motor vehicle travel, would bring substantial health benefits for society as a whole due to improved air quality, reduced noise and danger, and greater independence for children.

- 7.6 **Crime and Disorder Issues** - Personal safety has been highlighted as a concern by both users and non-users of the local transport network. The Council is addressing these concerns by working with TfL to ensure that roads and footways are well maintained and free from obstructions and infrastructure is safe and secure. The Crime and Disorder Act requires the Council to have regard to crime reduction and prevention in all its strategy development and service delivery. The Council will work with partners to ensure that the infrastructure is delivered with due regard to safety and to reducing the fear of crime.

With more people cycling in the borough, there will be a need to ensure cycling is carried out safely and there may well be a call for more CCTV to make cyclists feel safe. The Police and Council will need to continue with bike marking, engagement with the community, especially young people, regarding general travel safety. Increased cycling results in increased use of parks and open spaces, which will have a marked impact on community vigilance and feeling safe.

- 7.7 **Property/Asset Issues** – The precise nature of some of the LIP schemes is still to be determined, however, in general, very little of what is proposed represents ‘new’ infrastructure. In many cases, schemes are, in effect, ‘replacements’ for existing infrastructure which would otherwise require maintaining. Where new infrastructure is required, high quality design, durable products and well engineered schemes should ensure that short term maintenance is not required. In most circumstances, ongoing maintenance costs will be met through the existing highway maintenance programme budgets with additional external funding sought where possible.

Background Papers Used in the Preparation of the Report:

- Local Implementation Plan (LIP) 2014/15 to 2016/17 Delivery Plan, Interim Targets and Annual Spending Submission Guidance, Transport for London, 2013;
- Borough Cycling Programme – Funding Guidance 2013/14 – 2016/17, Transport for London, 2013;
- LB Barking and Dagenham Second Local Implementation Plan (2011/12 – 2013/14), LBBDD, 2011.

List of appendices:

- Appendix 1: LB Barking & Dagenham Second Local Implementation Plan 2014/15 – 2016/17 Programme of Investment
- Appendix 2: LB Barking & Dagenham Borough Cycling Programme 2013/14 – 2016/17
- Appendix 3: LIP Indicators/Targets