

Committee: Planning and Transportation Resource Allocation Sub-Committee (for Information)	Date: 24 July 2012 26 July 2012
Subject: Allocation of Grants from Transport for London for the 2012/13 Financial Year	Public
Report of: the Director of the Built Environment	For Decision/Information

Summary

This report sets out the two grants that Transport for London has made to the City for the 2012/13 financial year, which must be fully utilised prior to April 2013. These grants, whilst not tied to specific purposes, must deliver the Mayor's transport objectives and the report recommends how they should be allocated. The recommendations about how the grants should be allocated are based, as in previous years, upon a process of prioritisation of potential projects that has been developed and agreed by the Highway and Planning Funds Group and are in accordance with the adopted *City of London Local Implementation Plan 2011*. A balanced set of proposals covering five of the seven Local Implementation Plan programmes is set out that are deliverable this financial year. These five programmes will serve to deliver safer streets for the City.

Recommendation

I RECOMMEND THAT your Committee approves the allocations of the two non-specific grants from Transport for London for the 2012/13 financial year as set out in Table 1 in this report.

Main Report

Background

1. Transport for London is empowered by section 159(1) of the Greater London Authority Act 1999 ("the Act") to give financial assistance to any body or person in respect of expenditure incurred or to be incurred by that body or person in doing anything that in the opinion of Transport for

London is conducive to the provision of safe, integrated, efficient and economic transport facilities or services to, from or within Greater London. Transport for London uses this power to make annual grants to the City and the London boroughs to assist them in delivering projects that assist the Mayor of London in implementing his transport strategy.

Current Position

2. Transport for London makes a number of grants to the City, usually on an annual basis. These include grants for major schemes, renewal of principal roads, assessment and strengthening of bridges and projects that complement certain high-profile Mayoral initiatives such as Barclays cycle hire and cycle superhighways. These grants are for specific purposes and are only able to be used on the projects for which the funds are granted. Your Committee is usually asked to approve expenditure of these grants on these projects when approving the funding arrangements for those projects (either in the normal annual resource allocation process or through ad hoc reporting). These grants for specific purposes therefore do not form part of this report.
3. For the 2012/13 financial year Transport for London has also made two non-specific grants that are available to be spent by the City on programmes and projects that serve to implement the Mayor's transport strategy.
4. The *corridors, neighbourhoods and supporting measures grant* is determined according to a formula that was developed by Transport for London in conjunction with London Councils and in consultation with the City and the London boroughs. The formula includes factors for bus reliability, bus patronage, casualties, vehicle delay, carbon dioxide emissions from transport and residential population weighted by indices of deprivation. The weighted residential population factor means that the City receives a relatively small grant compared to the London boroughs. The City has a corridors, neighbourhoods and supporting measures grant of £832,000 for the 2012/13 financial year. Transport for London must approve the use of this funding.
5. The *local transport funding grant* is a fixed sum of £100,000 for the City and each London borough in the 2012/13 financial year. This funding does not require approval from Transport for London.
6. There are two separate grants because of the separate ways in which they are calculated. Both must be used to implement the Mayor's transport strategy and both can be used largely at the discretion of the City.

7. In total therefore, the City has grants totalling £932,000 to implement the Mayor's transport strategy in the City in the 2012/13 financial year.

Proposals

8. It is proposed to expend these two grants as set out in Table 1 *below*. The proposed allocation of the grants is spread across five of the seven programmes contained within the adopted *City of London Local Implementation Plan 2011*.
9. As in previous years, it is proposed to allocate these grants in accordance with the prioritisation policy that was developed and agreed by the Highway and Planning Funds Group in July 2010. This policy is set out in Appendix 1 to this report. It establishes the principle that the use of non-specific grants from Transport for London should only be used where specific or more constrained funding resources are not available.
10. The policy also sets out three broad priority considerations:—
 - first priority:* completion of committed projects (ranked as essential, advisable or desirable)
 - second priority:* non-committed projects likely to attract match funding (to be ranked as essential, advisable or desirable)
 - third priority:* non-committed projects unlikely to attract match funding (to be ranked as essential, advisable or desirable)
11. Given the prioritisation criteria set out above the *following* spending priorities are proposed:—
 - i. Cycling Revolution Programme**

This programme continues to upgrade the provision for cyclists, as agreed by the Streets and Walkways Sub-Committee. The main focus of expenditure will deliver more streets where cyclists can ride legally in either direction, whilst other traffic travels in one direction only. Advanced stop lines will be installed at all junctions. There will also be corrections of cycling infrastructure, for example installing missing regulatory signs. This activity is a first priority and ranked as essential. The programme will continue into future financial years.
 - ii. Road Danger Reduction Programme**

This programme consists of the *Road Danger Reduction Plan* and associated implementation. This funding will be used to support the development and design of the programme and to procure and distribute leaflets and other campaign material. This activity is deemed essential as it is the primary strategic document driving

casualty reduction across the City. It will continue into future financial years.

iii. Streets as Places Programme

This programme includes Green Corridors (year 2); *Riverside Walk Enhancement Strategy*: Connecting Spaces (year 2); *Riverside Walk Enhancement Strategy*: Globe View walkway; *Fleet Street Area Strategy* and *Saint Paul's and Carter Lane Area Strategy*: Fleet Street–Ludgate Hill corridor; and pre- and post-implementation surveys. It will continue into future financial years. All elements of this programme are first priority in that they continue existing projects. The Green Spaces project is seen as desirable and the other two are seen as essential. One to complete the Riverside Walk and the other to build a business case to deal with the road danger and poor street environment.

iv. Traffic Management Programme

This programme includes tactile paving corrections and traffic signs and road markings. This activity is deemed to be essential to meet the needs of people with disabilities. It will continue into future financial years.

v. Travel Behaviour Programme

This programme includes cyclists taking the lane and setting the pace and Bike Week, European Mobility Week, London Underline, Use Your Energy Wisely and other campaigns and events. This activity is deemed to be essential. It deals with general issues of travel behaviour but has a strong emphasis on cycling; which supports the road danger reduction programme. It will continue into future financial years.

12. This proposed programme seeks to balance the allocation of resources in accordance with the agreed prioritisation policy. It spreads the grant expenditure across five of the seven *Local Implementation Plan* programmes. The two programmes not allocated any grant are the highway maintenance programme and the transport planning programme. The highway maintenance programme benefits from specific grants from Transport for London for renewal of principal roads and assessment and strengthening of bridges. The planned works in the transport planning programme will be entirely delivered this financial year using staff funded through local risk budgets. They will be contributing to the City's development management (land use planning) processes (including "back end" planning processes such as assessing and approving travel plans and delivery and servicing plans).

13. A brief summary of the current (2012/13) year of the Local Implementation Plan is set out at Appendix 2 to this report. Table 1 *below* sets out the proposed 2012/13 allocation of the non-specific Transport for London grants. Further basic details about the projects are set out in Appendix 3 to this report.

Table 1: Proposed Allocation of the Non-Specific Grants from Transport for London for the 2012/13 Financial Year	
Cycling Revolution Programme	
• near universal two-way cycling	£40,000
• near universal advanced stop lines at junctions	£40,000
• corrections of cycling infrastructure	£20,000
Road Danger Reduction Programme	
• <i>Road Danger Reduction Plan</i> and associated implementation*	£100,000
Streets as Places Programme	
• green corridors (year 2)	£175,000
• <i>Riverside Walk Enhancement Strategy: Connecting Spaces</i> (year 2)	£150,000
• <i>Riverside Walk Enhancement Strategy: Globe View walkway</i>	£50,000
• <i>Fleet Street Area Strategy</i> and <i>Saint Paul's and Carter Lane Area Strategy: Fleet Street–Ludgate Hill corridor</i>	£110,000
• pre- and post-implementation surveys	£34,000
Traffic Management Programme	
• tactile paving corrections	£45,000
• traffic signs and road markings	£44,000
Travel Behaviour Programme	
• cyclists taking the lane and setting the pace	£30,000
• Bike Week, European Mobility Week, London Underline, Use Your Energy Wisely and other campaigns and events	£94,000
<i>total</i>	<i>£932,000</i>

* The road danger reduction programme will be funded from the local transport funding grant. The other programmes will be funded from the corridors, neighbourhoods and supporting measures grant.

14. As well as the £100,000 allocated to education, training and publicity measures through the proposed new Road Danger Reduction Plan the physical changes to the highway infrastructure contained within the other

four programmes funded from the Transport for London grants will also deliver safer streets.

15. The proposed allocations are all in accordance with the adopted City of London Local Implementation Plan 2011.

Financial Implications

16. Although there is considerable flexibility in the allocation of the two non-specific grants from Transport for London, the principal stipulation being that the expenditure involved serves to implement the Mayor's transport strategy, all expenditure funded from the 2012/13 grants must be completed within that financial year. Officers will monitor expenditure and adjust the elements, as necessary, to maximise the use of the funding.

Legal Implications

17. The financial assistance that Transport for London may give to the City includes in particular assistance in respect of any expenditure incurred or to be incurred by the City in discharging any function as a highway authority or a traffic authority (section 159(3) of the Act). In deciding whether to give financial assistance to the City, and if so the amount or nature of any such assistance, Transport for London may have regard to any financial assistance or financial authorisation previously given to the City and the use made by the City of such assistance or authorisation (section 159(4) of the Act).
18. Financial assistance may be given subject to such conditions as Transport for London considers appropriate, including conditions for repayment in whole or in part in specified conditions (section 159(6) of the Act). Transport for London has published general conditions for expenditure of the financial assistance that it provides that the City must follow. These general conditions relate to reasonable factors such as the expenditure serving to implement the Mayor's transport strategy and the removal of infrastructure previously funded (in whole or in part) by Transport for London being undertaken only with Transport for London's agreement.
19. In carrying out its highway and traffic functions the City Corporation must have regard, inter alia, to its duty to secure the expeditious, convenient and safe movement of traffic having regard to any effect on amenities (section 122 of the Road Traffic Regulation Act 1984); its duty to secure the efficient use of the road network avoiding congestion and disruption (section 16 of the Traffic Management Act 2004); and its duty to assert

and protect the rights of the public to the use and enjoyment of the City's highways (section 130 of the Highways Act 1980).

Strategic Implications

20. Expenditure of the grants provided by Transport for London on the projects set out in this report will allow them to be implemented, which will assist in delivering five of the seven programmes within the *City of London Local Implementation Plan 2011* and in delivering *The City Together Strategy: The Heart of a World Class City 2008–2014* (the City's sustainable community strategy). Within *The City Together Strategy* the projects will particularly deliver on the themes of protecting, promoting and enhancing our environment and creating a safer and stronger City.

Conclusion

21. This report sets out the two grants that Transport for London has made to the City for the 2012/13 financial year that are not tied to specific purposes and recommends how these grants should be allocated.

Appendices:

1. Prioritisation Policy
2. *Local Implementation Plan 2012/13*
3. Project Summaries

Background Papers:

- Greater London Authority Act 1999
- The Mayor of London's transport strategy
- *City of London Local Implementation Plan 2011*
- *The City Together Strategy: The Heart of a World Class City 2008–2014*

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Appendix 1: Prioritisation Policy

- i. The Highway and Planning Funds Group agreed a principle that projects should only be funded from the non-specific grants from Transport for London if they could not be funded (or at least not fully funded) from more constrained sources of funding such as major schemes grants from Transport for London, maintenance grants from Transport for London, the Bridge House Estates, voluntary contributions for enhancements from City firms and contributions from City firms for enhancements as a quid pro quo for on-street security measures. This is to ensure that flexible sources of funding, such as these non-specific grants, are not fully committed on projects that may have alternative sources of funding available.
- ii. For example, the effect of this principle is that maintenance of principal roads should only be funded from these non-specific grants if there is no relevant principal road maintenance grant from Transport for London or if there is but it is fully committed. Similarly, the non-specific grants should not be used for strengthening highway structures if Transport for London has made a maintenance grant for that purpose and that grant is not fully committed.
- iii. The Highway and Planning Funds Group also recognised that this principle, though important, would be insufficient for prioritising the projects to recommend to your Committee as being funded (in whole or in part) from the two non-specific grants from Transport for London and, as a result, it also adopted a further three-stage process of prioritising projects.
- iv. This process is that, firstly, all **projects that are committed** be prioritised over those that are uncommitted. This recognises that projects that your Committee has approved (either directly or via a delegation) should proceed unless there are very good specific reasons for them not to, and that they should be prioritised over those projects that your Committee has not yet considered.
- v. Secondly, projects within both of these two broad groups of committed and uncommitted projects should be ranked as **essential, advisable and desirable**. For committed projects, this ranking will have been approved by your Committee through the bid approval process. For uncommitted projects the ranking will be that set out or to be set out in the bid report to be submitted to your Committee. It will therefore be agreed between the Town Clerk, the Chamberlain and the Director of the Built Environment.
- vi. Thirdly, projects within these six groups of committed and uncommitted essential, advisable and desirable projects should be further ranked

according to whether or not the commitment of funding from the grants from Transport for London would serve to **bring in match funding** from a third party, with projects with scope for match funding being ranked above those with little or no potential for this.

- vii. These three factors establish a matrix of twelve ranked groups of projects, which serve to establish priorities to recommend to your Committee, and this process has been followed in determining the projects recommended for funding as set out in Table 1.

Appendix 2: *Local Implementation Plan 2012/13*

- cycling revolution programme
- road danger reduction programme
- traffic management programme
- traffic management programme—on-street parking
- traffic management programme—off-street parking
- streets as places programme
- transport planning programme
- travel behaviour programme
- highway maintenance programme—highway renewal
- highway maintenance programme—drains and sewers
- highway maintenance programme—street cleansing
- highway maintenance programme—Bridge House bridges
- highway maintenance programme—other structures
- major schemes—reconnecting Saint Paul's
- major schemes—Aldgate
- major schemes—Bank area
- major schemes—Holborn Circus
- major schemes—Fleet Street area
- major schemes—Whitecross Street area
- major schemes—Liverpool Street area
- major schemes—eastern City cluster

Appendix 3: Project Summaries

i. Near Universal Two-Way Cycling

The delivery of two-way cycling on more City streets. The City still has many one-way streets that restrict the choice of routes for people who cycle. In many places this results in cyclists being constrained to using the streets that are busy with motor vehicles, which are where most cyclist casualties occur. The removal of unnecessary movement restrictions will improve access and reduce road dangers. The majority of the works just involve traffic signs and road markings but in some cases some civil engineering works are required. Individual works will usually be in the range of £2,000–£5,000 per street or junction.

ii. Near Universal Advanced Stop Lines at Junctions

Official guidance sets out that all signal junctions should incorporate an advanced stop line for cyclists. Advanced stop lines provide safety and journey-time benefits for cyclists while having negligible impact on other road users. There remain numerous signal junctions in the City that either do not have universal advanced stop lines or that have advanced stop lines of inadequate depth or that are otherwise substandard. The majority of the works just involve road markings but in some locations other works will be required. Road marking works will usually be in the range of £200–£500 and other works in the range of £2,000–£5,000 per junction.

iii. Correction of Cycling Infrastructure

Through changes in legislation, guidance and other factors there are some locations where cycling infrastructure requires updating.

iv. *Road Danger Reduction Plan* and Associated Implementation

The *Road Danger Reduction Plan* will set out the education, training and publicity programmes and interventions that the City's Road Safety Team will undertake to try to reduce road traffic collisions and casualties in the City. Activity will focus in particular on pedestrians and cyclists. The plan will highlight areas of partnership working with other City departments and external agencies including the City of London Police.

v. **Green Corridors (Year Two)**

In November 2011 the Projects Sub-Committee and Streets and the Walkways Sub-Committee approved a three-year programme of street-tree planting in the City, to be wholly funded by Transport for London.

The planting of six trees was achieved in year 1 (one more than originally planned). In year 2 the plan is for at least 26 trees to be planted.

The City's recently adopted *Tree Strategy* supplementary planning document (SPD) aims to increase the stock of trees, especially through the planting of large-canopy species, and to increase the number of City-owned trees by 5% by 2019. The green corridors programme will significantly contribute to this target.

Planting trees in the City is challenging because of the number of underground services. These services appear at varying depths which makes finding suitable locations for trees difficult. In order to ascertain suitable tree locations, surveys and trial holes always need to be undertaken and the success rate of trial holes is less than 30%. Footway build-outs are often required in order to accommodate street trees in the City. These constraints mean that the cost of planting street trees in the City is higher than in most other places.

vi. ***Riverside Walk Enhancement Strategy: Connecting Spaces (Year Two)***

In July 2011 the Streets and Walkways Sub-Committee approved year 1 of this project. Those works were fully funded by Transport for London and were completed in March 2012. Year 2 works are now proposed.

The City's Riverside Walk is a series of previously unconnected wharfs and other riverside spaces that have been linked over time. In order to give it a single identity as a walking route, the Connecting Spaces project proposes improvements to create a more consistent, comfortable and better connected Riverside Walk.

This is a phase two project from the *Riverside Walk Enhancement Strategy*, which was approved in 2005 and revised in 2008. The objectives of the project are to:—

- Create a more pleasant, safe and attractive environment for residents, visitors and local occupiers;
- Provide comfortable places for people to rest and enjoy views of the river;
- Improve legibility through better placed and better quality signage;

- Improve accessibility and enhance access points;
- Develop a readily identifiable walking route through the use of consistent paving materials;
- Encourage greater use as a walking route;
- Discourage cycling on the Riverside Walk; and
- Address rough sleeping and anti-social behaviour, particularly by improving lighting.

The *following* spaces are being considered for year 2, although these may vary slightly as the project progresses:—

- All Hallows Lane: access improvements, recladding of steps, provision of seating
- Walbrook Wharf: improved signage including interpretation signage about the working wharf
- Southwark Bridge area: upgrade of lighting to more efficient LEDs adjacent to the river and under the covered walkway
- Paul's Walk: improvements to the area around the public toilet including lighting
- seating: in areas where there is a need for more and where old benches need replacing
- signage: additional appropriate signage to improve wayfinding for pedestrians and to discourage cycling on the Riverside Walk

vii. ***Riverside Walk Enhancement Strategy: Globe View Walkway***

The Riverside Walk currently diverts away from the River at High Timber Street. In the short to medium term enhancements have been implemented to High Timber Street. In the longer term it is planned to continue the Riverside Walk adjacent to the river, under the buildings at Globe View, Queensbridge House and Queen's Quay House. However, there is still a section of the Riverside Walk at Globe View, Queensbridge House and Queen's Quay House that is not yet complete. The walkway at Queensbridge House and Queen's Quay House is proposed to be achieved through the new hotel development, which leaves Globe View still to be completed.

The current layout of the walkway under Globe View includes numerous hidden spaces that could encourage anti-social behaviour and a ledge that could be used by rough sleepers. When it was first opened 10 years ago significant problems were experienced with rough sleeping and fire-lighting and it was gated off and has remained so ever since. Design solutions are being evaluated and the options will be presented to Members in September 2012 for approval at gateway 3. The recommended option is

likely to involve constructing a new external walkway. The allocation proposed will allow the agreed option to be developed so that a gateway 4 report can subsequently be produced.

viii. ***Fleet Street Area Strategy and Saint Paul's and Carter Lane Area Strategy: Fleet Street–Ludgate Hill Corridor***

The Fleet Street–Ludgate Hill corridor study will deliver on items in both the *Fleet Street Area Strategy* and the *Saint Paul's and Carter Lane Area Strategy*. It aims to understand and address the issues and conflicts that lead to the high numbers of casualties along these streets. The corridor has high numbers of buses and taxis and considerable on-street servicing activity. At the same time, it accommodates high pedestrian demands from tourists, workers and residents.

Recent investigations have assessed the Ludgate Hill zebra crossing and have pointed to the wider implications of changing the crossing arrangements. The next phases in the study will investigate further potential improvements along the corridor that could reduce road-user conflicts.

ix. **Pre- and Post-Implementation Surveys**

It is invaluable to carry out surveys in advance of developing projects. This means that more responsive proposals can be developed that meet the needs of the public. The Bank public consultation is a good example of such a consultation. Post-implementation surveys allow the City to assess whether projects have achieved their objectives.

x. **Tactile Paving Corrections**

Tactile paving is an important feature to assist pedestrians with visual impairments. It enables them to lead as independent a life as possible. It is important that the use of tactile paving is consistent throughout the City in accordance with local guidance.

xi. **Traffic Signs and Road Markings**

Through changes in legislation, guidance and other factors there are some locations where traffic signs and road markings require updating.

xii. Cyclists Taking the Lane and Setting the Pace

This is a campaign to educate all road users, particularly cyclists and drivers, about appropriate road positioning by cyclists in the City's narrow mediaeval streets. To reduce road dangers, cyclists should take the centre of the lane (primary position) when there is insufficient space for a following motor vehicle to pass safely without moving over into an adjacent lane; cyclists should then move back over to the left when lane widths allow safe overtaking within the lane. Lane widths are dynamic environments, affected by such things as the presence of parked cars, vans waiting to load or unload, pedestrians standing in the carriageway waiting to cross, roadworks and street works etc., and cyclists should know how to respond appropriately to keep themselves safe and drivers should know what cyclists are doing and not expect them to ride continuously hugging the kerb regardless of the road conditions. This campaign will seek to educate all road user groups within the City to improve safety and reduce conflicts, collisions and casualties.

xiii. Bike Week, European Mobility Week, London Underline, Use Your Energy Wisely and Other Campaigns and Events

This is a continuation of the travel behaviour campaigns of previous years. Participation in national Bike Week to encourage more people to take to two wheels using the Olympic Games as a particular inspiration and motivating factor. Raising awareness of transport and related environmental issues and how individuals can make a difference through the London Underline, Use Your Energy Wisely and other campaigns encouraging walking and cycling and healthier lifestyles in the City and in City workers' home areas.