

CABINET

22 October 2013

Title: Transport Projects to Deliver Growth	
Report of the Cabinet Members for Regeneration and Environment	
Open Report	For Decision
Wards Affected: All	Key Decision: Yes
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Summary: <p>This report reviews the transport projects necessary to unlock the regeneration potential of London Riverside. In Barking and Dagenham London Riverside comprises Barking Town Centre, Barking Riverside and South Dagenham including Beam Park, Chequers Corner and Dagenham Dock. The regeneration of London Riverside is crucial to delivering the vision for the borough of encouraging growth and unlocking the potential of Barking and Dagenham and its residents. To deliver this it is recommended that the following transport projects are supported by the Council. These are in no particular order:</p> <ul style="list-style-type: none">• A13 improvements• Barking to Stratford direct rail link• Gallions Reach river crossing and Silvertown Crossing• London Overground Extension to Barking Riverside• Barking Station improvements• East London Transit to the Royals <p>It is recommended that these projects are embodied in the emerging Local Plan and the Growth Strategy 2013-2023, which is the subject of a separate report to this meeting, so that the Council can be clear with those responsible for delivering new transport infrastructure what its priorities are and why. It also lists a number of actions for the Council to support the delivery of these projects. The report ends with a Vision for Transport which provides an image of what transport in Barking and Dagenham would be like in 2030 if the Council's transport priorities were delivered.</p>	
Recommendation(s) <p>The Cabinet is asked to agree:</p> <p>(i) To support and lobby for the following key transport projects to assist the regeneration of London Riverside and to improve transport conditions in the Borough:</p>	

- A13 improvements
- Barking to Stratford direct rail link
- Gallions Reach road crossing and Silvertown Crossing
- London Overground Extension
- Barking Station improvements
- East London Transit

(ii) The actions listed in paragraph 2.53 to support the delivery of these transport projects.

Reason(s)

This report reviews the transport projects necessary to unlock the regeneration potential of London Riverside. The regeneration of London Riverside is crucial to delivering the vision for the borough of encouraging growth and unlocking the potential of Barking and Dagenham and its residents.

1. Introduction and Background

1.1 Barking and Dagenham enjoys a pivotal location at the centre of an internationally significant growth zone with the Royal Docks, Stratford and Lower Lea Valley to the west, the M11 and Stansted Corridor to the north and the Thames Gateway to the east. It is home to some of London's most significant development opportunities. However investment in transport infrastructure is necessary to unlock their potential.

1.2 The existing policy framework consists of the London Plan, the Mayor's Transport Strategy, the London Riverside Opportunity Area Planning Framework, the Local Plan and the Second Local Implementation Plan. Transport priorities are also contained in the East and South East London Sub-Regional Transport Plan, the Host Boroughs Olympic Legacy Transport Action Plan and the Transport for London Olympic and Paralympic Transport Legacy Action Plan. They all recognise the importance of investing in transport infrastructure to realise the potential of London Riverside to deliver 14000 new jobs and 25000 new homes. This report will review and challenge the transport priorities they contain. They can then be embodied in the emerging Local Plan and Growth Strategy so the Council can be clear with those responsible for delivering new transport infrastructure what its priorities are and why. For some projects the business case may not be sufficiently developed and in these instances the report will recommend this work is done so the Council can lobby from a position of strength.

1.3 The next section of this report will review what officers consider are the transport projects necessary to unlock the regeneration potential of London Riverside. From this the report will crystallise precisely which interventions the Council should pursue and the actions necessary to deliver them.

2. Proposal and Issues

A13 improvements

2.1 Figure 35 of the East London Sub Regional Transport Plan Challenges and Opportunities document shows that the A13 is a congestion hotspot particularly between Lodge Avenue and Marsh Way westbound in the AM peak. Figure 36 of

the same document shows that the A13 between the A406 and the Goresbrook Junction experiences the highest flows of Heavy Good Vehicles movements of any main road in London excluding the M25.

- 2.2 Transport for London considers that this congestion is invariably affected by the available river crossings in the area which heavily influence routing choices. Whilst this is an important factor it is the case that average traffic speeds are significantly higher and delays significant lower in Havering and in Newham than in Barking and Dagenham during the AM peak.
- 2.3 The Mayor's Transport Strategy predicts that there will be a 60% growth in container traffic at the London Gateway Port in Thurrock which will further increase lorry movements on what is already one of the busiest freight corridors in London. Therefore the Challenges and Opportunities document predicts that congestion levels will worsen across London especially in those areas where it is worst now. The whole of the A13 corridor is also one of the most polluted roads in London with particularly poor air quality at the Lodge Avenue flyover and Goresbrook Junctions.
- 2.4 For these reasons the Council considers that a grade separated junction at Renwick Road remains a priority. Whilst other parts of the A13 have been significantly improved in recent years the stretch between Movers Lane and the Goresbrook Junction remains untouched. Currently eastbound traffic turning into Renwick Road is controlled by an at grade traffic signalled junction. This means that when eastbound traffic is given the green light to enter Renwick Road westbound traffic must be stopped. This causes delays during the morning peak hour for westbound traffic. The existence of this junction undermines the significant investment that has been made on the remainder of the A13 in the last fifteen years. This includes realignment of the A13 east of the Goresbrook Junction to the M25, and the upgrade of a number of junctions west of Goresbrook Road up to and including the Limehouse Link road. The result is that this junction is the only at grade junction on the A13 between Limehouse and Benfleet. (There are over 20 grade separate junctions along this stretch of the A13).
- 2.5 An "at grade" junction at Renwick Road is not only necessary to sustain and enhance the competitiveness of the employment areas south of the A13 it is also necessary to support the successful development of Barking Riverside. Without the junction improvement, the housing occupation level at Barking Riverside will be capped at 3,999 homes. To achieve the full 10,800 homes, the Section 106 Agreement acknowledges the requirement for a grade separated junction to replace the short-term improvements.
- 2.6 Whilst the Mayor of London in his London Plan supports improvements to the Renwick Road Junction this is subject to funding. Following submissions from the Council the recently published Transport for London response to the Road Task Force highlights that Renwick Road Junction Improvements will be funded from the £4bn set aside in the TfL Business Plan 2016-2021/22 for investment in the TfL road network.
- 2.7 The original grade separated scheme commissioned by Transport for London is estimated to cost £75 million. A less expensive alternative is for a bus bridge across the A13, a slip road off the A13 into Renwick Road and a road linking Renwick Road to the Lodge Avenue Roundabout. A Council study has confirmed the bus

bridge is feasible at a cost of between £10-£12 million and the link to lodge Avenue roundabout would cost around £20m. This link would be complicated by the need to compulsory purchase affected land.

- 2.8 In addition under the Design Building Finance Operate contract for the A13 Transport for London are obliged to replace the Lodge Avenue flyover before 2025. Clearly, in the interests of minimising disruption and economies of scale it would make sense to undertake these two projects at the same time, which would mean bringing forward the Lodge Avenue flyover replacement.
- 2.9 To complicate matters Transport for London's response to the Road Task Force report also states that Transport for London will assess by mid 2014 possible locations for roofing over or tunnelling major roads to minimise traffic impact, enable development and reduce community severance, especially to reduce community impacts in growth areas. Officers consider that the A13 between Lodge Avenue and Gale Street is a prime candidate in this regard. This would remove the severance caused by the A13 and enable free movement from Renwick Road across to Castle Green and the Becontree Estate. This is a radical solution, with a number of challenges to overcome, but one that officer's recommend is worth investigating since Transport for London is looking for possible locations. It is also the right time to consider this before work begins in earnest on the Lodge Avenue Flyover replacement and Renwick Road Junction Improvements.
- 2.10 Therefore officers recommend that the Council asks TfL to assess the feasibility of undergrounding the A13 between Lodge Avenue and Gale Street. Irrespective of this officers will also continue to engage with TfL to get more clarity on the status of the Renwick Road Junction Improvements and the timing of the Lodge Avenue Flyover replacement and make the case for them to be delivered in unison.

Barking to Stratford direct link

- 2.11 A direct rail link from Stratford to Barking would connect Stratford which is East London's largest growth centre and the Thames Gateway which is the region's largest growth corridor. The Mayor of London's proposals for new airports in the inner and outer Thames Estuary recognise the criticality of this link hence the proposed location of a Rail Hub at London Riverside. However in officers' opinion this link is necessary irrespective of future airport plans.
- 2.12 Therefore leaving aside the any future rail links for Thames Estuary airports there are three ways a direct link from Barking to Stratford could be achieved:
- C2C services to Liverpool Street
 - Crossrail 1
 - Crossrail 2
- 2.13 A small number of services are currently timetabled to run into Liverpool Street via Stratford and services are diverted into Liverpool Street at weekends during engineering work on the approach to Fenchurch Street. The Invitation to Tender for the Essex Thameside franchise, published September 2013, invites bidders to review the opportunities to use Liverpool Street station. The new franchise is due to be awarded in April 2014 and commence September 2014. The Council has

emphasised to the bidders its support for more services being run into Liverpool Street via Stratford.

- 2.14 However a major impediment to this is the fact that the current link runs across rather than over the Greater Anglia lines into Liverpool Street before connecting into them. Therefore peak services from Barking to Stratford are not possible. Officers recommend that a study is commissioned into the feasibility and cost of improving this junction using Local Implementation Plan funding to inform future discussions with rail operators. A key output of this study would be to determine the project's cost benefit ratio to help make the case for the project.
- 2.15 Crossrail 1 and Crossrail 2 services would encounter the same problem.
- 2.16 Crossrail 1 services commence in 2019. The nearest stations are Chadwell Heath and Custom House. There is no indication that additional routes are being considered but if the investment in the junction can be justified the ability to route some Crossrail services through the Thames Gateway is clearly an attractive one.
- 2.17 Transport for London has recently consulted on their preferred route alignment for Crossrail 2. There are two options a metro service from Wimbledon to Alexandra Palace and a regional service which would extend to Hackney, Tottenham Hale and onto Cheshunt. Crossrail 1 would interchange with Crossrail 2 at Tottenham Court Road and HS1 services at Euston St Pancras.
- 2.18 Originally Transport for London proposed an eastern route extension via Stratford which would serve key regeneration sites at Barking Town Centre, Barking Riverside and Dagenham Dock, and the wider London Riverside Opportunity Area and Thames Gateway growth corridor. However Transport for London discounted this since in their view the cost of the extension (£4 billion) is not outweighed by the benefits. The Council has responded to the consultation querying the business case for the extension and its benefits for growth, passengers and train operations. A final decision on the alignment is due by the end of 2013.

River Crossings

- 2.19 Over the last two years Transport for London have been consulting on options for new river crossings in East London to overcome the delays at the Blackwall Tunnel, the need to replace the ageing Woolwich Ferry Infrastructure and the need for additional road connections to support growth.
- 2.20 The Mayor of London's two favoured options are:
- The "Silvertown Tunnel": a road tunnel between the Greenwich Peninsula and Silvertown. The earliest this could be delivered is by 2021. The tunnel would be built to modern standards, and would be large enough to carry all sizes of vehicles, including buses.
 - The "Gallions Reach Ferry": a vehicle ferry between Thamesmead and Beckton, potentially replacing the Woolwich Ferry. The earliest this could be delivered is by 2017. A new ferry between Thamesmead and Beckton could carry up to 300 vehicles per hour in each direction. A new ferry would use modern infrastructure to ensure a quick and reliable service.

2.21 Two other options are:

- A replacement ferry at Woolwich. While this could be cheaper than implementing an entirely new ferry at Gallions Reach it would not resolve the traffic congestion problems at the terminals. Initial analysis also shows that many of the uses of the Woolwich Ferry have origins and/or destinations east of Woolwich, which means a crossing further east might be more convenient and reduce travel distances.
- A bridge or tunnel at Gallions Reach. If a new ferry is provided at Gallions Reach TfL concede that this would mean a new bridge or tunnel would be unlikely to be built for 20 years. An alternative option is to construct a bridge or tunnel instead of the Gallions Reach ferry. However this would mean significant sums of money would need to be spent on maintaining the Woolwich Ferry in the interim. Transport for London consider that this crossing would be two lanes in each direction

2.22 The consultation on these options finished in February 2013. Overall a significantly higher percentage of respondents favoured a bridge or tunnel at Gallions Reach over an improved Ferry Service. There was also strong support for a new Silvertown Tunnel. The Mayor's favoured option is the Silvertown Tunnel and a new ferry at Gallions Reach however he remains open to a bridge or tunnel at Gallions Reach too. Consequently Transport for London is now undertaking further work on the options for ferries/fixed link at Gallions Reach as follows:

- April – September 2013: Traffic modelling, engineering, economic analysis and development potential, charging strategy and wider benefits
- October – December 2013: Gallions Reach options consultation
- March – April 2014: Presentation of Gallions Reach consultation to the Mayor
- May 2014: Mayoral announcement on Gallions Reach preferred option

2.23 Transport for London considers that the most appropriate way to fund new river crossings would be to charge a toll for using the Silvertown Tunnel and any new crossing linking Thamesmead and Beckton. Tolling would provide a new revenue stream to pay for the crossings, and would ensure that those who benefit most from these new projects – by using them – help to pay for them in return. This includes tolling the existing Blackwall Tunnel. TfL would consult on the tolling regime in advance of its introduction however it has suggested that similar charges to those at the Dartford Crossings would be levied. Officers recommend that should tolling be introduced that the Council makes the case for ringfencing the proceeds not only for the cost and maintenance of the crossings but also for improvements to the Transport for London Road Network in east London. Although it is not known how much income tolling would generate it may help fund the Renwick Road Junction Improvements which are covered earlier, in this report. Previously tolling proposals for the original Thames Gateway Bridge included discounts for local traffic, this could also be explored.

2.24 Officers recommend that the Council continues to support a bridge or tunnel at Gallions Reach, in favour of a new ferry and in addition to the Silvertown Tunnel. In addition officers consider that the Council should continue to make the case that the Lodge Avenue Flyover and Renwick Road Junction improvements should be

implemented before the Silvertown tunnel opens in 2021. The original East London Transit proposals included an ELT3 route across the original Thames Gateway Bridge to Barking Town Centre. The arrival of Crossrail services at Custom House Station and the continuing regeneration of the Royal Docks increases the importance of this link and for this reason officers consider that any new fixed link at Gallion's Reach should incorporate bus services to Barking Town Centre. In advance of this officers will continue to work with Transport for London and landowners to progress the Barking to Royal Docks Bus Corridor.

Lower Thames Crossing

- 2.25 The Department for Transport has recently consulted on four options for a lower Thames crossing.
- option A: at the site of the existing A282 Dartford-Thurrock crossing
 - option B: connecting the A2 at the Swanscombe peninsula with the A1089
 - option C: connecting the M2 east of Gravesend with the A13 east of Tilbury and the M25 between junctions 29 and 30
 - option C variant: connecting the M2 with the A13 and the M25 between junctions 29 and 30, and additionally widening the A229 between the M2 and the M20
- 2.26 The Government consultation explains that it recognises the strategic importance of the existing Dartford-Thurrock crossing and that the congestion problems currently experienced have serious implications for businesses and the national economy. The Government acknowledged the need for additional crossing capacity in the Lower Thames area in the 2010 Comprehensive Spending Review announcement and in the November 2011 update to the National Infrastructure Plan which included the Lower Thames crossing as one of the top 40 priority infrastructure projects.
- 2.27 Of particular concern to the Council is the current resilience of the A13, the main strategic road link from London Riverside to the M25.
- 2.28 The existing crossing experiences high levels of traffic, with typical daily traffic flows of 140,000 vehicles compared to the original design capacity of the crossing, which was 135,000 vehicles. The existing crossing was found to have operated above its design capacity on 257 days during 2010.
- 2.29 When delays occur on the Dartford crossings, this often results in significant knock-on effects to traffic on the A13, long traffic queues and severe journey time delays. This in turn has impacts on air quality, often exacerbating health problems experienced by those living/working adjacent to the A13.
- 2.30 The Final Review Report makes clear that which option is best depends on what weight is attached to their relative benefits and disbenefits. Whilst Option A provides the greatest congestion relief at the existing crossing it would place even greater stress on the surrounding road network due to the extra demand it would create at this point. Option B was also found to increase stress on the A13 corridor. Option C and Option C (variant) offer the greatest potential to deliver growth, reduce congestion, improve journey times and improve local air quality at the existing crossings, enhance the resilience of the strategic road network and improve connectivity, particularly between areas of South Essex and North Kent. However these options would result in the most significant impacts on environmentally

sensitive areas and would therefore need to be carefully planned and any effects satisfactorily mitigated. Option A has the best benefit cost ratio, followed by C, C variant and B. The report highlights that Option C and C variant are likely to require some public funding since they are not forecast to generate sufficient tolling to cover their cost.

- 2.31 Officers consider the value for money of these options must not be considered in isolation but must also be assessed taking into account the M25 Junction 30/31 improvement scheme and the long overdue grade separated junction at the Renwick Road/A13 junction. For the maximum benefits of a Lower Thames Crossing to be realised these projects must also be implemented. It is not clear from the Final Review Report what if any account has been taken of the Transport for London work on river crossings and officers consider it is imperative that Transport for London and the Department for Transport make sure that their preferred options are complimentary. A decision on the Department for Transport's preferred option is due this autumn. However officers consider this is premature and should be delayed until the Davies Commission has produced its final report on airport capacity. Several of the submitted projects including the Mayor of London's preferred option of the Isle of Grain depend on Option C of the Lower Thames Crossing. It would be premature to rule out Option C until the Commission has reported.

London Overground extension from Barking Station to Barking Riverside

- 2.32 The Mayor of London's Transport Strategy 2010 and 2008 London Plan both support the extension of the DLR from Gallions Reach to Dagenham Dock. The latter forecast that the DLR would be in place by 2017. A Transport and Works Act (TWA) order application was made to the Secretary of State for Transport in April 2008 to get permission to build the extension. The application was subsequently withdrawn in December 2009. Whilst funding had been set aside to progress the order none was ever committed to fund the implementation of the project and hence the TWA could not be progressed.
- 2.33 Outline planning permission for 10800 homes at Barking Riverside was granted in August 2007. The DLR extension was a key component as it allowed higher densities to be planned around the DLR stations and therefore provided the uplift in land values necessary to make the project commercially viable. This was enshrined in the S106 agreement which does not allow more than 1500 homes to be occupied until the TWA order is agreed and 4000 homes to be occupied until the DLR extension is in operation.
- 2.34 In the intervening period progress has been made in implementing the East London Transit, also a requirement of the S106, and to date 228 new homes have been completed including a new primary school, place of worship and community space. 458 homes are currently under construction and will be complete by Spring 2015. However progress beyond this point remains dependent on a fixed rail link and the funding that has been applied for to fund road infrastructure within the development. This is covered later in this report.
- 2.35 Once it became clear that the TWA was unlikely to be resurrected in the short to medium term, due to the prohibitive cost of the DLR extension, which at the time was estimated at £750 million, Council officers and Transport for London turned to consider more affordable alternatives. As well as different DLR alignments which

avoided the need for tunneling an extension of London Overground to Barking Riverside was also put forward. This is estimated to cost £150 million, a fifth of the cost of the original DLR extension. The Mayor of London confirmed his support for this in his Vision 2020.

- 2.36 In the 2013 budget the Chancellor of the Exchequer confirmed £115 million funding for the electrification of the Barking to Gospel Oak line which will allow Transport for London to introduce five car trains effectively doubling the current capacity. This also includes funding for further feasibility work on the Gospel Oak line extension. Transport for London is currently producing the business case for the extension as the basis for a request to Government to commit funding to the scheme in the Autumn Spending Review.

Barking Station improvements

- 2.37 Barking Station is the only station in East London other than Stratford where London Overground, London Underground and National Rail services intersect. It is served by 50 trains an hour.
- 2.38 Rail station usage data shows that from 2007 to 2012 the number of passengers entering and exiting Barking Station doubled from 3,762,562 to 7,427,422. This growth shows no sign of abating with an increase of 15% in 2012 compared to 2011. In the process Barking has risen from 79th to 46th busiest station in the country. This growth only exacerbates the problems at the station and increases the case for improvements to be made.
- 2.39 This growth will not only be fuelled by population growth, 5000 homes are planned in Barking Town Centre alone, but also by the enhanced services which are likely to be running from the station in the future.
- 2.40 New trains are being introduced on the Hammersmith & City and District line this year. Trains will have full-length walk-through interiors and air conditioning, CCTV and improved audio and visual information system. They will also feature a number of accessibility improvements, including lower floors, dedicated wheelchair spaces, and multi-purpose areas for customer with pushchairs or luggage. An upgrade of the signalling system will be complete by 2018. This will reduce journey times and allow trains to run closer together, enabling the service to carry 17% more people.
- 2.41 In the 2013 budget the Chancellor of the Exchequer confirmed £115 million funding for the electrification of the Barking to Gospel Oak line which will allow Transport for London to introduce five car trains effectively doubling the current capacity.
- 2.42 Current problems at the station include:
- Poor internal condition of the station which is brought into relief by the Council's investment in the station forecourt
 - Lack of genuine step free access. Although it is classified as a step free station there is only one lift from one platform and this is not obvious.
 - Major internal congestion at peak times due to inadequate capacity at gatelines and ticket hall
 - No departure board regarding London Underground trains within the Station concourse

- 2.43 The Mayor's Transport Strategy identifies Barking Station as suffering from severe congestion and in need of capacity improvements. The Better Rail Stations report published by the Department for Transport in 2010 identified Barking Station as a priority for funding but this funding was axed. It is now clear that the best route to secure the necessary improvements to Barking Station is through the current refranchising process.
- 2.44 In 2009 at the outset of the refranchising consultation process the Council highlighted the urgency of improvements to Barking Station. As a consequence improvements to Barking Station were included as a priced option within the Invitation to Tender for the new franchise which was published in July 2012. The tender states that bidders should engage with the scheme promoters and other relevant stakeholders and propose their approach for taking responsibility to deliver the redevelopment of the station. The basis for the improvements is the scheme contained in the Barking Station Masterplan which was approved by the Council on 22 February 2012 (minute 62 refers). This embodies the following improvements:
- Removing the retail units from the main concourse, restoring the station to its former open structure and allowing for better movement through the station
 - Re-providing the retail on an overbridge extension to deliver an easier access retail space, within a larger floorplate.
 - Providing lifts to each platform, substantially improving accessibility.
 - A new canopy extension to the rear of the existing station envelope would allow natural daylight to flood into the concourse area creating a much improved space for people transferring between platforms.
 - Increased number of gates.
- 2.45 This scheme was estimated to cost £20m. It is now understood that these benefits can be delivered for considerably less by avoiding the over bridge extension. The discussions the Council has had with potential bidders have been encouraging. To demonstrate its support the Council has committed £900,000 of its Transport for London Local Implementation Plan allocation towards the cost of the project. This funding would be available between 14/15 and 16/17. The Council can use this funding as leverage to secure the improvements within this period.
- 2.46 The tender process was re-launched in September 2013 and is due to be awarded in April 2014 with the new franchise starting in September 2014. Following lobbying by the Council improvements to Barking Station are now an integral part of the specification rather than a priced option and a significant factor in the scoring of the bids.
- 2.47 Officers will respond to the re-launched Invitation to Tender and continue their engagement with each of the shortlisted bidders in the meantime.

East London Transit

- 2.48 In 2009 Transport for London received £18.5 million from Government to introduce the East London Transit. This project has been delivered in two phases. The first phase saw the introduction of EL1 from Ilford to Thames View and EL2 from Ilford to Dagenham Dock in February 2010. The second phase involves significant investment to allow future East London Transit services to serve Barking Riverside. These improvements which were recently completed include:

- widening of River Road for dedicated bus lanes to allow for fast, frequent and reliable journeys for existing and future bus services
- re-aligning of Thames Road to allow for two general traffic lanes and a bus lane in the westbound direction
- upgrading and improving traffic signals and junctions
- carriageway reconstruction and resurfacing along River, Thames, Creek and Long Reach Roads

From 7 September 2013 EL1 services were extended to the Rivergate Centre.

2.49 The S106 for the Barking Riverside development ties the extension of East London Transit services to the number of new homes built as follows:

- The ELT route shall be finished:
 - through the western quarter to the local centre prior to the occupation of 1,500 dwellings on the site;
 - through the eastern quarter prior to the occupation of 3,200 dwellings on the site;
 - through the whole site prior to the occupation of 6,000 dwellings.

2.50 In addition to the recent Transport for London investment further investment is necessary for roads within Barking Riverside to achieve these links. Whilst it is the responsibility of Barking Riverside Limited to build the road infrastructure they say they are unable to do so due to sales proceeds not being sufficient to cover future infrastructure costs. Consequently the Council has made two separate bids, one to the Transport for London Growth Fund for grant funding and a second one to the Local Enterprise Partnership (LEP) Growing Places Fund in respect of the viability of a loan. Both bids are for funding of up to £26.9 million to provide the new roads necessary to route ELT through Barking Riverside from River Road/Thames Road to Choats Road. It is understood that loan funding from the LEP is very unlikely to be successful. However the merits of the Growth Fund bid are still being debated within the GLA family. It is unlikely a decision will be made on this until the future of the London Overground link is clear. The TFL Growth Funding is a grant, not a loan, but would be conditional on the delivery of a set number of new homes.

2.51 As well the above we also need to look to improve the links to the Royal Docks, City Airport, Crossrail at Custom House and the potential new Asia Pacific 24 hour city. Previously there was an ELT proposal to provide a link from Barking to the Royals , but this has been dropped more recently by TfL . It is essential that we try and get this on the agenda again.

Summary

2.52 It is recommended that the following transport projects are prioritised by the Council to unlock the regeneration potential of London Riverside. These are in no particular order:

- A13 improvements
- Barking to Stratford direct rail link
- Gallions Reach road crossing, Silvertown Crossing
- London Overground Extension

- Barking Station improvements
- East London Transit to the Royals

2.53 It is recommended that the following actions are undertaken in support of these projects:

A13 Improvements

- The Council writes to Transport for London to ask it to include the A13 between Lodge Avenue and Gale Street on its list of schemes to assess the feasibility of undergrounding; and to get more clarity on the status of the Renwick Road Junction improvements and the timing of the Lodge Avenue Flyover replacement.

Barking to Stratford direct rail link

- The Council commissions a study into the feasibility and cost of improving the "Forest Gate Cut" junction to allow direct trains to run between Barking and Stratford

Gallions Reach road crossing, Silvertown Crossing and Lower Thames Crossing

- The Council confirms its backing for a road tunnel or bridge at Gallions Reach in favour of a new ferry and in addition to the Silvertown Tunnel during the consultation in October 2013. The Council should also use this opportunity to restate the case that the Lodge Avenue Flyover and Renwick Road Junction Improvements should be implemented before the Silvertown Tunnel opens in 2021
- The Council writes to the Department for Transport asking it to delay a decision on the Lower Thames Crossing until the Davies Commission reports on its preferred option for increasing airport capacity

London Overground Extension

- The Council writes to the Treasury in advance of the Autumn Statement restating the business case for the London Overground extension from Barking Town Centre to Barking Riverside. The Council continues to work in partnership with Transport for London, Greater London Authority and Barking Riverside Limited in establishing the business case for this scheme.

Barking Station Improvements

- The Council continues to engage with the shortlisted bidders with regard to the invitation to tender for the Essex Thameside franchise due to be issued in September 2013 and uses its funding contribution to secure the improvements by 2017.

East London Transit link to the Royals and Custom House

- The Council writes to the Mayor/Transport for London to ask for the previous ELT 3 scheme from Barking Town Centre to the Royals be put in the Transport Strategy and included within their next business plan

- 2.54 In light of the above a draft transport vision has been prepared to provide an image of what transport in Barking and Dagenham would be like in 2030 if the Council's transport priorities were delivered.

Barking and Dagenham Transport Vision 2030

- 2.55 Over the next 20 years unprecedented investment in transport infrastructure will have transformed the connections Barking and Dagenham enjoys with the Thames Gateway, the Royal Docks, Stratford and the Lower Lea Valley and the M11 and Stansted Corridor.
- 2.56 By 2017 Barking Station will provide a fitting gateway to the town centre, providing genuinely step free access, an unobstructed entrance hall, and expanded gateline inside a listed building restored to its original grandeur. By 2018 London Underground improvements will be complete increasing capacity by 17%. In the same year the station will be served by an enhanced electrified London Overground service, with four five car trains an hour including an extension to Barking Riverside. This, along with extended East London Transit services, will unlock further phases of Barking Riverside including a new district centre adjacent to the Barking Riverview School.
- 2.57 By 2015 Transport for London will have agreed plans to tunnel the A13 between Lodge Avenue and Gale Street allowing the Council to proceed with a transformational masterplan for the area south of Castle Green including the Scrattons Farm Estate, banishing the severance caused by the A13 whilst at the same time improving the flow of traffic along the A13 by removing the Lodge Avenue Flyover and Renwick Road signals.
- 2.58 By 2021 the first of three new road crossings across the Thames will have been built helping to tackle the delays caused by the lack of resilience at the Blackwall Tunnel and Dartford Crossing. This will be followed by the Lower Thames Crossing in 2025 and the Gallions Reach Fixed Link in 2029 opening up new markets to the borough's businesses.

3. Options Appraisal

- 3.1 This report reviews and recommends the transport projects necessary to unlock the regeneration potential of London Riverside. It is necessary for the Council to be clear on what its transport priorities are so that it can embody these in its Local Plan and Economic Growth Strategy and lobby for transport improvements from a position of strength. For each transport issue the report covers the alternatives and explains what is the preferred option and why.

4. Consultation

- 4.1 This report asks members to agree the transport projects regarded as necessary to unlock the regeneration potential of London Riverside. Once agreed they would be embodied in the emerging Local Plan which is subject to an extensive process of consultation during its preparation. In addition transport projects such as river crossings must go through statutory consultation processes in order to get consent.

5. Financial Implications

Implications completed by: Philip Horner, Principal Accountant

- 5.1 The report recommends the transport projects that the Authority should prioritise as these are felt to be of importance in maximising the development potential of London Riverside. The economic regeneration and further development of this area will have positive financial implications for the Authority in terms of Business Rates, Council Tax, Section 106 payments, Community Infrastructure Levies and New Homes Bonuses. Obviously, at this early stage, without knowing which of the proposed projects will be supported by Central Government and the Mayor for London, the longer term financial implications of this report are not possible to quantify.
- 5.2 Paragraph 2.53 indicates the more immediate actions which are felt to be necessary in order to support the transport projects that should be prioritised. The costs associated with these actions can be met from existing Regeneration and Economic Development budgets.
- 5.3 The costs of a study into the feasibility and cost of the Barking to Stratford direct rail link mentioned in paragraph 2.14 can be covered by the £100,000 received annually from TfL for local transport funding. This sum forms part of the Council's annual Local Implementation Plan allocation.
- 5.4 The report mentions in paragraph 2.45 that the Council will commit £900,000 of its local transport funding towards the cost of the proposed Barking Station improvements. This sum was included in the Authority's Local Implementation Plan for 2014/15 to 2016/17, the details of which were approved by the Cabinet on 24th September 2013
- 5.5 Paragraph 2.50 mentions the Council has made two separate bids, one to the Transport for London Growth Fund for grant funding and the other to the Local Enterprise Partnership (LEP) Growing Places Fund in respect of viability for loan finance. Both concern funding on behalf of Barking Riverside Ltd (BRL) of up to £26.9 million.
- 5.6 The TfL Growth Fund bid, if successful, would be received by way of a grant and, therefore, there are not likely to be any significant financial implications with regard to this.
- 5.7 It is understood that the LEP loan is unlikely to be successful. However, it is not known at this preliminary stage whether such a loan would come to BRL or the Council although it would be BRL's responsibility to repay the loan. Barking Riverside Limited has made it clear that they can only afford to pay back the loan if the London Overground rail link is agreed.
- 5.8 At this stage, financial consideration of the appropriateness of such a loan arrangement has not been conducted. An assessment of whether this is a viable way forward needs to be undertaken. This issue will need to be clarified and addressed in order to ensure the Authority is not exposed to a substantial financial risk. Any future consideration would be brought to Cabinet.

6. Legal Implications

Implications completed by: Paul Field Senior Lawyer

- 6.1 As identified in the report the Council as a Local Planning Authority is obliged to establish a Local plan for its area. It must be positively prepared, justified, effective and consistent with national policy in accordance with section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) and the National Planning Policy Framework. These potential opportunities will inform the authority's Local plan going into the future.
- 6.2 The effect of some of the proposals may not only have economic effects but environmental and sustainability impacts too. For example works to the A.13 could considerably improve people's lives in terms of noise and emissions reductions and open up sites for development. For the Council to shape these proposals it may involve procurement and tendering of expertise and such commissioning will be subject to European contract rules.
- 6.3 The Government acknowledges the need for local government to be able to speak up for communities and by Section 1 of the Localism Act 2011 ("The Act") introduced a new "general power of competence" for local authorities, defined as "the power to do anything that individuals generally may do" and which expressly includes the power to do something for the benefit of the authority, its area or persons resident or present in its area. This power enables the Council to press its case more broadly for supporting the transport projects outlined in this report than on planning interests alone should Members so decide.

7. Other Implications

- 7.1 **Risk Management** - Should any of the priorities be abandoned or delayed, or alternative schemes progressed, it will be necessary to review the implications and report back to Cabinet. However by agreeing its transport priorities and the actions listed in 2.53 the Council will be doing what it can to support their delivery and reduce the risk that schemes are chosen which are less beneficial to the regeneration of London Riverside.
- 7.2 **Staffing Issues** - The actions listed in paragraph 2.53 would be the responsibility of the Council's Regeneration Division and specifically the Transportation Planning and Policy Team. As part of agreed savings the team will lose a post by 1 April 2014 but the team should have the capacity to deliver these actions.
- 7.3 **Customer Impact** - This report reviews the transport projects necessary to unlock the regeneration potential of London Riverside. The regeneration of London Riverside is crucial to delivering the vision for the borough of encouraging growth and unlocking the potential of Barking and Dagenham and its residents.
- 7.4 **Health Issues** - This approach on the face of it makes best use of limited resources. It also ensures that new infrastructure is identified only after other approaches have been appraised and considered. It promotes and supports a more sustainable transport network by encouraging efficient use of existing road and rail resources, encouraging sustainable mode choices through targeted rail enhancements and providing better opportunities for strategic public transport and

freight movements. In respect of tackling the determinants of health the benefits are three fold subject to health impact assessment:

- improving journey times and connections – to tackle congestion and the lack of integration and connections in transport which impact on our high level objectives for economic growth, social inclusion, integration and safety
- reducing emissions – to tackle the issues of climate change, air quality and health improvement which impact on our high level objective for protecting the environment and improving health, and
- improving quality, accessibility and affordability – to give people a choice of public transport, where availability means better quality transport services and value for money or an alternative to the car.

7.5 Property / Asset Issues - These transport projects in particularly the Barking to Stratford direct link and London Overground extension are likely to have a positive impact on land and asset values and should inform the Council's management of its land and property portfolio within London Riverside.

Background Papers Used in the Preparation of the Report:

- Community Strategy 2013-16, Barking and Dagenham Partnership, 2013
- Barking and Dagenham Council's Corporate Plan 2013/14, LBBB, 2013.
- Barking Station Masterplan Assembly Report, Minute 22, 22 February 2012.
- London Plan consolidated with alterations since 2004, Mayor of London, February 2008
- London Plan, Mayor of London, July 2011
- Mayor's Transport Strategy, Mayor of London, May 2010
- Draft London Riverside Opportunity Area Planning Framework, Mayor of London, December 2011
- Local Plan Core Strategy, LBBB, July 2010
- Second Local Implementation Plan, LBBB, June 2011
- Vision 2020 – The Greatest City on Earth, Mayor of London, June 2013
- Essex Thameside franchise Invitation to Tender, Department for Transport, July 2012
- Crossrail 2, Summary of Option Development, Transport for London, May 2013
- River Crossings Consultation Report, Transport for London, April 2013
- Options for a New Lower Thames Crossing, Department for Transport, May 2013
- River of Lower Thames Crossings – Final Review Report, Department for Transport, May 2013
- 04/01230/OUT, Outline Planning Permission for Barking Riverside and S106 agreement, Barking Riverside Limited, August 2007.
- Budget 2013, HM Treasury, March 2013
- Better Rail Stations Report, Department for Transport, November 2009
- Barking Station Masterplan Supplementary Planning Document, LBBB, February 2012
- Delivering the Vision for London's Streets and Roads - Transport for London response to Road Task Force report, Transport for London, July 2013
- Joint Strategic Needs Assessment, Barking and Dagenham Partnership, October 2011

List of appendices: None