

## CABINET

21 October 2014

<b>Title:</b> Transport Projects to Deliver Growth - Update and Review	
<b>Report of the Cabinet Members for Regeneration and Environment</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> Yes
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<b>Summary:</b>  At its meeting on 22 October 2013, Cabinet agreed the transport projects necessary to unlock the regeneration of London Riverside and the actions to deliver these (Minute 47 refers). This report provides an update on progress with these actions and provides a review of the priorities in the light of the Borough's new vision and priorities. It also takes into account the Mayor's Infrastructure Plan 2050 which is the subject of a separate report.  The Borough's new vision and priorities recognise Barking and Dagenham as London's growth opportunity comprising the five growth hubs of Barking Riverside, Beam Park/Ford Stamping Plant, Barking Town Centre, London Sustainable Industries Park and Londoneast-uk. To deliver this it is recommended that the transport projects agreed last year are updated and added to as shown below. These are in no particular order:  <ol style="list-style-type: none"><li>1. A13 as a priority transport corridor for investment to relieve congestion and facilitate movement</li><li>2. Barking to Stratford direct rail link with ultimately an eastern spur of Crossrail 2</li><li>3. New C2C stop at Dagenham East underground station</li><li>4. Moving Barking Station from zone 4 to zone 4/3 and renaming Hammersmith and City line, Hammersmith to Barking line.</li><li>5. Direct rail access from Stratford to Stansted</li><li>6. London Overground extension to Barking Riverside (zone 3/4) and to Abbey Wood Crossrail Station and continued safeguarding of the DLR from extension to Dagenham Dock</li><li>7. Barking Station Improvements</li><li>8. New road river crossing from South Hornchurch to Belvedere followed by Gallions Reach to Woolwich.</li><li>9. Barking Riverside to Gallions Reach river crossing.</li><li>10. Improved public transport links to Royal Docks, Barking Riverside, South Dagenham, Chadwell Heath and Romford</li></ol> It is recommended that these projects are embodied in the emerging Local Plan, 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 updated actions for the Council to support the delivery of these projects. The report ends with an updated 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.

### **Recommendation(s)**

The Cabinet is asked to agree:

- (i) To support and lobby for the following key transport projects to assist in delivering the five growth hubs:
  - 1. A13 as a priority transport corridor for investment to relieve congestion and facilitate movement
  - 2. Barking to Stratford direct rail link with ultimately an eastern spur of Crossrail
  - 3. New C2C stop at Dagenham East underground station
  - 4. Moving Barking Station from zone 4 to zone 4/3 and renaming Hammersmith and City line, Hammersmith to Barking line.
  - 5. Direct rail access from Stratford to Stansted
  - 6. London Overground extension to Barking Riverside (zone 3/4) and Abbey Wood Crossrail Station and continued safeguarding of the DLR extension to Dagenham Dock.
  - 7. Barking Station Improvements
  - 8. New road river crossing from South Hornchurch to Belvedere followed by Gallions Reach to Woolwich.
  - 9. Barking Riverside to Gallions Reach river crossing.
  - 10. Improved links to Royal Docks, Barking Riverside, South Dagenham, Chadwell Heath and Romford
- (ii) The actions listed in paragraph 2.41 of the report to support the delivery of these transport projects.

### **Reason(s)**

This report reviews the transport projects necessary to unlock the regeneration potential of Barking and Dagenham, London's growth opportunity and in particular the five growth hubs of Barking Riverside, Beam Park/Ford Stamping Plant, Barking Town Centre, London Sustainable Industries Park and Londoneast-uk.

## **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 Borough's new vision and priorities recognise Barking and Dagenham as London's growth opportunity comprising the five growth hubs of Barking Riverside, Beam Park/Ford Stamping Plant, Barking Town Centre, London Sustainable

Industries Park and Londoneast-uk. 22 October Cabinet 2013 agreed a list of transport projects and associated actions to unlock the regeneration potential of London Riverside (Minute 47 refers). This report provides an update on progress with these actions and provides a review of the priorities in the light of the Borough's new vision and priorities. It also takes into account the Mayor's Infrastructure Plan 2050 which is the subject of a separate report.

## 2. Proposals and Issues

### **Priority 1 - A13 as a priority transport corridor for investment to relieve congestion and facilitate movement (reworded so consistent with Barking and Dagenham new vision and priorities)**

- 2.1 Agreed action of 22 October Cabinet 2013 – 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.
- 2.2 Priority review and action update – The latest data from Transport for London shows that by 2021 due to population and business growth, delays on the A13 are forecast to grow by over 30% in Barking and Dagenham in the morning and evening peaks with the Lodge Avenue and Renwick Road junctions particularly affected. 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. This reinforces the need for improvements in these locations.
- 2.3 The original grade separated Renwick Road Junction 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 compulsorily purchase affected land. 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. Transport for London's 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. However there is currently doubt about this commitment as this funding may be may be used as part of TfL's contribution to the London Overground extension to Barking Riverside.
- 2.4 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 as well as unlocking additional housing land. 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.

- 2.5 The Council wrote to Isabel Deding on 4 December on these matters. Isabel confirmed that this will be informed by the study that TfL are currently undertaking on the A13 which will assess opportunities for improvements along the A13 corridor in the short, medium and long term in the context of growth. An interim report is due October 2014 and is due to be complete by end of 2014. This is also tied into the river crossing options. The Council has consistently argued that both these improvements should be complete before the Silvertown Tunnel opens in 2021.

New Action – Council to review A13 report and in agreement with Lead Member for Regeneration agree an appropriate response.

**Priority 2 - Barking to Stratford direct rail link with ultimately an eastern spur of Crossrail (reworded so consistent with Barking and Dagenham new vision and priorities)**

- 2.6 Agreed action of 22 October Cabinet 2013 - 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
- 2.7 Priority review and action update – C2C have recently been awarded the new fifteen year Essex Thameside franchise. This commences in 9 November 2014 and runs until 2029. As part of this they have committed to running 25% of weekend services to Stratford and onto Liverpool Street from 2015.
- 2.8 Ultimately the best way to achieve a direct rail link from Barking to Stratford is via an extension of Crossrail 2. Having previously been discounted by the Mayor of London this option has recently resurfaced. The Council met members of the Transport for London Crossrail 2 team on 24 April 2014 and this was followed by a visit to Barking on 18 July 2014. The Council also wrote to the Mayor of London on 23 June 2014 confirming its support for the scheme and also restating the business case. Transport for London has done some preliminary work on the feasibility of the link which has highlighted that most recent demand models include potential uplift.
- 2.10 Transport for London have confirmed that a decision on whether to proceed with a more detailed feasibility study into a spur to Barking via Stratford will be made after they have reviewed the responses to the recent consultation on the Crossrail 2 alignment. During June and July TfL consulted on a number of detailed Crossrail 2 issues including two route alignments north of Angel. The Council responded to this consultation making the case for the Barking link, supporting the Hackney northern alignment and that land for the Hackney junction box should be safeguarded which is necessary to allow the spur to be created. If this does proceed and there is a sufficiently strong business case, consultation would take place next summer. However Crossrail 2 would not come to Barking before 2030.
- 2.11 In parallel with this the Council has recently tendered for a study into the feasibility and cost of improving the "Forest Gate Cut" junction to allow direct trains to run between Barking and Stratford as agreed by Cabinet. The cost is £110,000, which

is more than originally envisaged and greater than the funding the Council has available through its Local Implementation Plan Local Transport Fund. If the funding is confirmed a consultant can be appointed to undertake this commission. This would investigate a number of options using existing infrastructure including Barking to Stratford and onto Liverpool Street and Barking to Stratford and then onto Fenchurch Street via West Ham gas curve. The report could be delivered in February 2015 and then fed into Network Rail's Greater Anglia Rail Study which will influence the priorities for Control Period 5 (2019-2024). This would enable the Council to make the case for more immediate improvements to Barking to Stratford rail services.

New Action – Subject to funding officers to report back to Cabinet on Barking to Stratford report recommendations and next steps in May 2015.

### **New Priority 3 - New C2C stop at Dagenham East underground station**

- 2.12 This links to priority 2. When the first consultation on the tender for the Essex Thameside franchise was launched in 2012 the Council responded amongst other things that a metro style service should be introduced to provide enhanced services in Outer London. It was suggested that these services could start at Upminster and run into Stratford and Liverpool Street to relieve pressure on services into Fenchurch Street. This does not feature in the final specification for the recently awarded franchise. However a C2C stop at Dagenham East station would significantly bolster the ambitious plans for london-east-uk. Network Rail is currently developing its Anglia Route Study. Although this has a planning horizon of 2043 it is also being used to identify the requirements for Control Period 6 (2019-2024). The draft Study is due to be published at the end of October 2014 with the final version published June 2015. It is recommended that the Council respond to the draft study that funding should be identified for a stop at Dagenham East in Control Period 6. It is also recommended that the Council explore the potential for this with National Express the current franchise holder.

New Action – Officers to submit to the consultation on the draft Anglia Route Study that funding be earmarked in Control Period 6 for a C2C stop at Dagenham East stations.

### **New Priority 4 - Moving Barking Station from zone 4 to zone 4/3 and renaming Hammersmith and City line, Hammersmith to Barking line.**

- 2.13 The Mayor of London has recently announced that Stratford will move from zone 3 to 3/2. The implementation of the rezoning of Stratford station has been scheduled for January 2016, as TfL will need to agree the necessary changes to the Travelcard Agreement with the Association of Train Operating Companies and the Department for Transport. In response the Council wrote to the Mayor of London on 23 July 2014 welcoming the Mayor's decision as it recognises the reality that London's centre of gravity is marching inexorably east and that the travel zones need updating to reflect this not only in Stratford but also Barking. Barking exhibits the characteristics of inner London and is London's next opportunity but rezoning Stratford in isolation increases the perceptual gap between it, Stratford and Central London. The main reason for rezoning Stratford is to make it a more attractive place to invest and there is a fear that this will have the opposite impact on Barking if it is

left unchanged. It also undermines Convergence which is focused on ensuring that the host boroughs have the same social and economic chances as their neighbours across London.

- 2.14 After Stratford, Barking is East London's best connected town centre offering London Overground, Underground and C2C mainline train connections and the Council hopes to establish a direct rail link to Stratford. This has led to a dramatic rise in passenger use over the last five years at the station and Barking has risen from 79<sup>th</sup> to 40<sup>th</sup> busiest station in the country. However whilst someone travelling from Stratford to Canary Wharf will from 2016 be able to do so entirely within zone 2, the same journey from Barking involves zones 2, 3 and 4 and the extra cost this entails. It would also be hugely beneficial for residents to be able to travel to Stratford within the same zone. Currently residents of East Ham are in zone 4/3 and can travel to Stratford and Barking without changing zones. Rezoning Barking Station to zone 4/3 would reduce the costs for local residents to travel to the employment centres of Central London, Stratford and Canary Wharf and increase the attractiveness of Barking as a place to invest for house builders and employers and accelerate the area's ambitious growth plans. This in turn would further increase the number of passengers travelling through Barking Station which may offset any loss of revenue to Transport for London and the Train Operating Companies. Transport for London have responded however that the rezoning of Stratford is a unique position which cannot be replicated elsewhere in London. Therefore officers recommend that a business case is developed to confirm the benefits and cost of this change.
- 2.15 Recently significant improvements have been made to the Hammersmith and City line. However anyone relying on the line's name for directions would have no clue as to the fact that it starts or ends in Barking. It would clearly be beneficial to raising the profile of Barking Town Centre for the name of the line to more accurately reflect its route. Therefore in line with the recently approved Barking Town Centre Strategy it is proposed to ask Transport for London to rename the Hammersmith and City line the Hammersmith to Barking line.

New Action – Subject to funding being available a detailed business case is prepared to evidence the benefits of moving Barking Station from zone 4 to zone 4/3.

### **New Priority 5 – Direct rail access from Stratford to Stansted**

- 2.16 The Airports Commission published its interim report into UK airport capacity/connectivity on 17 Dec 2013. It recommended that in the short term better use is made of existing capacity and improving transport links to existing airports. In the medium/long term it is recommending 3 options to increase airport capacity - a 2<sup>nd</sup> runway at Gatwick, a 3<sup>rd</sup> runway at Heathrow, or an extension of one of the existing Heathrow runways to allow simultaneous take offs/landings. The Commission has rejected the Isle of Grain option.
- 2.17 Neither the Gatwick nor Heathrow options will have a significant effect on growth in Barking and Dagenham when compared to the transformational impact of an inner Thames Estuary Airport. The original submissions to the Davies Commission included separate proposals from the Mayor of London and the Manchester Airport Group (MAG) to expand Stansted with between one and four new runways. As with

the Inner Thames Estuary option the Mayor of London's Stansted option would be served by high speed rail services from Stratford and express services from Waterloo which converge at a new rail hub at London Riverside en-route to the respective airports. However this involves a rail alignment through the Dagenham Corridor. Unless this was tunnelled it would have a significant impact on an area which is Green Belt, protected open space and a site of importance for nature conservation.

- 2.18 Whilst favouring the Mayor of London's five run way Stansted proposal over the less ambitious MAG option the Davies Commission did not shortlist any of the Stansted airport options. It reasoned that volumes have fallen in recent years, and there is considerable spare capacity, unlike at Gatwick. In addition, a large hub airport would be close to the cost of the Estuary, highly disruptive to airspace and would not present the same regeneration opportunities.
- 2.19 In its analysis of the five run way option the Davies Commission recognised that it would not impact on any internationally designated sites and would be cheaper to build than the Inner Thames Estuary Option. However it would have a greater local noise impact (there would be no impact on Barking and Dagenham), involve the loss of 2,000 hectares of high quality agricultural land, six villages and potentially 150 listed buildings and four scheduled monuments. It also identified significant risks associated with the level of additional capacity provided. The commission considered for operational reasons that it would be difficult to achieve more than 1 million movements at the airport lower than the 1.25 million predicted and cancelling out therefore the extra capacity attributed to it once the closure of Heathrow had been taken into account. For this reason the Commission did not consider that a five runway hub at Stansted offered a credible option. The Commission also did not recommend the incremental option of building a single additional runway at Stansted since it is currently operating at half its additional capacity and is not forecast to reach capacity until 2040 and is not significant cheaper than Gatwick which has a wider 45-60 minute catchment area. However the Commission is committed to reviewing the airports current planning restrictions which prevent it operating to its maximum capacity and recognises that Stansted may be a plausible option for a second additional runway in the 2040s. Clearly the poor performance of Stansted is at odds with London's centre of gravity moving east and the rapid population expansion it is experiencing. Rail links from Stansted to east London are poor and a direct link from Stratford is necessary to increase accessibility to East London to enable the airport to realise its full potential and address its current underutilisation.
- 2.20 The Commission will now work to determine the most suitable location/design for new airport capacity between now and 2015. This will involve more detailed assessment work followed by consultation on the options in Autumn 2014 with a view to making a final recommendation by summer 2015.

New Action – The Council responds to the Autumn consultation highlighting that whatever option is chosen that investment in improved rail access to Stansted is necessary, especially from Stratford.

**Priority 6 - London Overground extension to Barking Riverside (zone 3/4) and Abbey Wood Crossrail Station and continued safeguarding of the DLR extension to Dagenham Dock.**

- 2.21 Agreed action of 22 October Cabinet 2013 - 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.

Priority review and action update

- 2.22 Once it became clear that the Transport and Works Acts for the original DLR alignment from Beckton to Dagenham Dock was unlikely to be resurrected in the short to medium term, due its cost, 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 tunnelling an extension of London Overground to Barking Riverside was also put forward. This is estimated to cost a quarter of the original DLR extension. The Mayor of London confirmed his support for this in his Vision 2020. Following the Chancellors support for the scheme in the 2013 Budget considerable progress has been made on the business case and the funding for the scheme and the expectation is that there will be a positive announcement in the Autumn budget statement.
- 2.23 The extension will provide four car trains four times an hour on a fully electrified line now that the Government has confirmed £115m funding for the electrification of the Barking to Gospel Oak link. The link could open in 2019 at the earliest with an estimated cost of £190 million. The new station would be within 10 minutes walk of most of the development. An initial public consultation is planned in September 2014 and a further public consultation in March 2015 in advance of a Transport and Works Act application. It is not clear what zone the station will be in but clearly similar arguments apply here as they do at Barking Station for it to be in zone 3/4. A report to Cabinet on 25 September 2014 provided more details including the implications for the original DLR route and East London Transit. Cabinet agreed to strongly support in principle the proposal to extend the London Overground line to Barking Riverside, the safeguarding of the Docklands Light Railway route through Barking Riverside and to support any designs which provide for a second rail station near Thames View East.
- 2.24 Also following an idea put forward by the Council, the Mayor's Infrastructure Plan highlighted the potential for a new London Orbital Railway. The eastern link would be created by extending London Overground from Barking Riverside to Abbey Wood Crossrail Station. This was also supported by 25 September Cabinet and will be added to this priority. This would necessitate designing the new line at an appropriate gradient to allow it to be tunnelled beneath the Thames at a later date. Therefore priority five becomes: **London Overground Extension to Barking Riverside and Abbey Wood Crossrail Station and continued safeguarding of DLR extension.**



New action – Council to London Infrastructure Plan 2050 and River Crossings consultation expressing support for London Overground Extension to Abbey Wood Crossrail Station but calling for it to be brought forward to 2025.

### **Priority 7 - Barking Station Improvements**

- 2.25 Agreed action of 22 October Cabinet 2013 - 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.
- 2.26 Priority review and action update – 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. Rail station usage data shows that from 2007 to 2013 the number of passengers entering and exiting Barking Station increased from 3,762,562 to 8,072,356. In the process Barking has risen from 79<sup>th</sup> to 40<sup>th</sup> busiest station in the country.
- 2.27 The Council continued dialogue with the shortlisted bidders and wrote a letter of support to three of the four bidders securing their commitment to delivering the desired improvements to the station. National Express (C2C) was awarded the franchise on 27 June 2014 which runs from November 2014 to November 2029. This includes a commitment for a £5.2 million refurbishment of Barking Station including lifts to all platforms, increased gateline, reconfigured concourse and general updating of the fabric of the station which is Grade II listed. These improvements are expected to be completed by 2017. The Council has committed, through its Local Implementation Plan, to contribute £900,000 of funding to this. By the time Cabinet meets the Council should have had its inception meeting with C2C and Transport for London and agreed a timetable for the improvements.

### **Priority 8 – New Road River Crossing**

- 2.28 Agreed action 1 of 22 October Cabinet 2013 - 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
- 2.29 Priority review and action update – The river crossings consultation that was expected in October 2013 took place from 7 July 2014 to 12 September 2014. It included another bridge option at Belvedere. The Council's response is the subject of a separate report to this Cabinet. It recommends that the Council supports both the South Hornchurch to Belvedere and Gallions Reach to Woolwich options but that Belvedere should be prioritised; that a Gallions Reach bridge must accommodate East London Transit; that improvements to the A13 including a replacement flyover at Lodge Avenue and Renwick Road Junction improvements are completed before any river crossing opens, and finally that a new crossing is necessary across the River Roding linking Barking Riverside to Gallions Reach for local traffic and public transport. This priority is necessary to improve access to the Royal Docks. Therefore, subject to Cabinet approval, this priority changes to:

- **Priority 8 - New road river crossing from South Hornchurch to Belvedere followed by Gallions Reach to Woolwich.**
- **Priority 9 - Barking Riverside to Gallions Reach river crossing.**

2.30 Agreed action 2 of 22 October Cabinet 2013 - 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

2.31 Priority review and action update – The Council wrote to the Secretary of State for Transport on 4 December 2013 to this affect. On 15 July 2014 the Government announced it will appraise option A (an alignment close to the Dartford River Crossing and option B (connecting the A2 and M2 to the M25 via the A13) in detail before making a decision in 2015. This should coincide with the timetable of the Davies Commission on airport capacity.

**Priority 10 - Improved links to Royal Docks, Barking Riverside, South Dagenham, Chadwell Heath and Romford**

2.32 Agreed action of 22 October Cabinet 2013 - 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

Priority review and action update

Barking Town Centre to the Royals

2.33 The Council wrote to Isabel Dedring on 4 December 2013 on these issues. Isabel responded that this is an important long-term link that has been identified in the East London Sub-Regional Transport Plan. There is already an existing bus connection and the potential to enhance this over time as demand increases is subject to funding being available. Clearly the Royal Docks benefit from excellent access from the west but very poor access from the east which needs to be remedied. This includes public transport links to the City Airport, Crossrail at Custom House and the potential new Asia Pacific 24 hour city.

2.34 This is linked to the river crossing options. The original Thames Gateway Bridge included the plan to link East London Transit from Barking across the bridge to the Greenwich Waterfront Transit. Officers recommend that if the Gallions Reach option is selected a similar high quality bus link is integrated into it. In advance of this officers will continue to work with Transport for London and landowners to progress the Barking to Royal Docks Bus Corridor. In this regard the Freshwharf development is particularly important. The developer is due to submit a revised planning application for this scheme and the opportunity exists to use some of the S106 to pump prime enhancements to the existing bus service although this must be balanced against the need to fund new school places.

New Action – Council to continue to lobby for inclusion of ELT3 in Mayor of London Transport Strategy and next business plan and in advance of this seek to secure enhancements to existing 366 service through revisions to Freshwharf Estate development.

## Barking Riverside

- 2.35 Progress has also been made on improving bus services to Thames View, Barking Riverside and Dagenham Dock. In 2009 Transport for London received £18.5 million from Government to introduce East London Transit. These works were completed in 2013. In September 2013 EL1 was extended to the Rivergate Centre. From August 2014 the frequency of EL1 and EL2 was increased to one bus every five minutes. Barking Riverside itself will enjoy 11 buses an hour which is the combined frequency of EL1 and 387.
- 2.36 The London Overground extension means that there is an increased emphasis on improving East London Transit to ensure that there is excellent access to the new station from Barking Riverside, Thames View and Great Fleete. The previous report expressed doubt that the Council's application to the LEP for funding for road infrastructure would be successful. However the LEP has now agreed to a loan of between £8-10 million to the Council to build Crown Street which is a key piece of road from Renwick Road, along with the commitment from the developer to build the key links from Long Reach Road to Crossness Road and from Mallards Road to River Road. This will allow buses to run through Barking Riverside and onto the Barking Riverside Secondary School and ultimately to provide a comprehensive transit network throughout the development. As the transit network is rolled out officers will work closely with Transport for London, the GLA and Bellways to ensure that Thames View and Great Fleete benefit from investment in services.

## South Dagenham

- 2.37 23 September Cabinet agreed to the principal of a residential-led mixed use scheme at South Dagenham incorporating Beam Park and the Ford Stamping Plant with a new District Centre focused at Chequers Corner. The report highlighted that this would enable the currently underutilised Dagenham Dock Station to serve the Ford Stamping Plant site and the western part of Beam Park. Improved buses will be important to maximising access to Dagenham Dock Station as well as the proposed new Beam Park station in Havering.
- 2.38 Currently New Road is served by 175 (part), 174 and 287 bus services, but only the 287 serves one of the nearby train stations (Rainham). No services currently serve Dagenham Dock Station. The Council has secured a financial contribution of £100,000 towards the implementation of the Dagenham Dock interchange, £30,000 for bus stops, a £370,000 contribution towards rerouting of buses through the site and a contribution of £100,000 towards public realm improvements from the Orion Park development. This will fund an existing bus service (to be confirmed) to Dagenham Dock station with the potential for this to be extended through the Ford Stamping Plant site to Beam Park. Transport for London is currently preparing an Action Plan of transport improvements for Beam Park in advance of procuring a development partner in 2016.
- 2.39 Finally north south bus links across the borough remain poor as bus and rail/underground lines are generally focused on east west alignments into central London. This is despite the fact that 42% of people who work in the borough live in the borough, 24% of people who work in the borough come from Havering and 10% of residents in LBBB who work, work in Havering. Therefore whilst it is important to

increase accessibility to growth hubs such as Stratford, Canary Wharf and the City it is equally important to increase accessibility to more local employment opportunities. For example the TfL journey planner reveals it takes 51 minutes to travel by bus from Chadwell Heath to Dagenham Dock compared to 79 minutes to walk. It takes the same time to get from Barking to Paddington as it does Barking to Romford by bus. Therefore residents wanting to access employment opportunities in Dagenham Dock or Romford are constrained by the existing public transport infrastructure. It is therefore suggested that the feasibility of a Tram along the main route followed by bus route 5 (the 7<sup>th</sup> busiest bus route in London) from Barking to Romford and a separate route connecting Dagenham Dock, Dagenham Heathway, Chadwell Heath stations and Marks Gate should be explored. This could intersect at Merry Fiddlers or Martin's Corner providing a new interchange. Transport for London are due to launch a new approach to bus priority, bus network development and stakeholder engagement and therefore this is an opportune moment to explore these ideas with them. It is currently the case that TfL is not increasing direct bus subsidy and that any new services are expected to be compensated for by savings from other bus services or pump primed via S106. However with the forecast population growth across East London this is not a sustainable strategy and the improvements suggested above are necessary to cope with the increasing demands being put on the borough's bus infrastructure. In response to ongoing issues with the route 5 the Council has recently written to Transport for London to request a fundamental review of this service and it is suggested that the opportunity is also taken to review north south bus routes also. Therefore it is proposed to change this priority to: **Improved bus links to Royal Docks, Barking Riverside and South Dagenham, Chadwell Heath and Romford.**

New Action – Council to agree with Transport for London extension of existing bus route to Dagenham Dock Station using S106 monies from Orion Park.

New Action - Council to seek a review of north – south bus links across the borough and explore the potential with TfL for a tram connecting Dagenham Dock to Marks Gate and Barking to Romford.

2.40 In light of the above officers recommend that the Council's transport priorities are as follows:

1. A13 as a priority transport corridor for investment to relieve congestion and facilitate movement
2. Barking to Stratford direct rail link with ultimately an eastern spur of Crossrail
3. New C2C stop at Dagenham East underground station
4. Moving Barking Station from zone 4 to zone 4/3 and renaming Hammersmith and City line, Hammersmith to Barking line.
5. Direct rail access from Stratford to Stansted
6. London Overground extension to Barking Riverside (zone 3/4) and Abbey Wood Crossrail Station and continued safeguarding of DLR.
7. Barking Station Improvements
8. New road river crossing from South Hornchurch to Belvedere followed by Gallions Reach to Woolwich.
9. Barking Riverside to Gallions Reach river crossing.
10. Improved links to Royal Docks, Barking Riverside, South Dagenham, Chadwell Heath and Romford

## **Updated actions**

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

- New Action – Council to review A13 report and in agreement with Lead Member for Regeneration agree an appropriate response.
- New Action – Subject to funding officers to report back to Cabinet on Barking to Stratford report recommendations and next steps in May 2015.
- New Action – Officers to submit to the consultation on the draft Anglia Route Study that funding be earmarked in Control Period 6 for a C2C stop at Dagenham East stations.
- New Action – Subject to funding being available a detailed business case is prepared to evidence the benefits of moving Barking Station from zone 4 to zone 4/3.
- New Action – The Council responds to the Autumn consultation highlighting that whatever option is chosen that investment in improved rail access to Stansted is necessary, especially from Stratford.
- New Action – Council to respond to London Infrastructure Plan 2050 and River Crossings consultation expressing support for London Overground Extension to Abbey Wood Crossrail Station but calling for it to be brought forward to 2025.
- New Action – Council to continue to lobby for inclusion of ELT3 in Mayor of London Transport Strategy and next business plan and in advance of this seek to secure enhancements to existing 366 service through revisions to Freshwharf Estate development.
- New Action – Council to agree with Transport for London extension of existing bus route to Dagenham Dock Station using S106 monies from Orion Park.
- New Action - Council to seek a review of north – south bus links across the borough and explore the potential with TfL for a tram connecting Dagenham Dock to Marks Gate and Barking to Romford.

2.42 The report to 21 October Cabinet 2014 included a draft transport vision to provide an image of what transport in Barking and Dagenham would be like in 2030 if the Council's transport priorities were delivered. Of course this is the best case scenario but in trying to secure these improvements it helps to be able to communicate a clear vision for how they will transform the borough. An updated version of the vision is provided below.

### **Updated Barking and Dagenham Transport Vision 2030**

2.43 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 and helped fulfil the unrivalled opportunities for new jobs and housing within its five growth hubs.

2.44 By 2017 Barking Station will provide a fitting gateway to the town centre, providing genuinely step free access, an unobstructed entrance hall, and expanded gate line inside a listed building restored to its original grandeur. This will coincide with its

new zone 3/4 status. 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 by 2019. This, along with extended East London Transit services and a new road link to the Royal Docks will unlock further phases of Barking Riverside including a new district centre adjacent to the Barking Riverview School. By 2025 C2C will stop at Dagenham East boosting Dagenham's position within the med-city triangle and new tram services connecting Barking to Romford and Dagenham Dock to Marks Gate will transform the ability of local residents to access local jobs. In 2030 the arrival of Crossrail 2 services and the extension of the London Overground to Abbey Wood will have elevated Barking's status, surpassing that of the previously higher order centres of Ilford and Romford and making it one of East London's most compelling places to live, work and visit.

- 2.45 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 replacing the Lodge Avenue Flyover and removing the Renwick Road signals. Enhanced bus services will reach Dagenham Dock Station and then on through the New Heart for Dagenham across the thriving community of Beam Park on route to Beam Park and Rainham Stations. A new road river crossing to Belvedere will transform the attractiveness of the borough's core industrial areas as places to invest and will boost growth across the borough's six priority growth sectors.

### **3. Options Appraisal**

- 3.1 This report reviews and recommends the transport projects necessary to unlock the regeneration potential of the five growth hubs of Barking Riverside, Beam Park/Ford Stamping Plant, Barking Town Centre, London Sustainable Industries Park and Londoneast-uk. 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.

### **4. Consultation**

- 4.1 This report asks members to agree the transport projects regarded as necessary to unlock the regeneration potential of the five growth hubs of Barking Riverside, Beam Park/Ford Stamping Plant, Barking Town Centre, London Sustainable Industries Park and Londoneast-uk. 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, railway extensions and bus service improvements must go through statutory consultation processes in order to get consent.

### **5. Financial Implications**

Implications completed by: Carl Tomlinson Group Finance Manager

- 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 the

five growth areas. 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 2.41 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 exceeds the £100,000 received annually from TfL for local transport funding and funding would also need to be found to help fund a business case into the rezoning of Barking Station.
- 5.4 The report mentions in paragraph 2.25 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 24<sup>th</sup> September 2013
- 5.5 Paragraph 2.34 mentions the Council has been successful in its application for a potential loan from the Local Enterprise Partnership (LEP) of between £8-10 million. These funds would be used to build Crown Street which is a key route in terms of providing a road network to serve the Barking Riverside Development. Although the construction of this road will be the responsibility of Barking Riverside Ltd (BRL), they will not have funds available until the development is at a more advanced stage.
- 5.6 As far as this potential loan is concerned, no further action will be taken until agreement is reached with TfL on how bus priority will be treated on the road as this has implications on the construction costs.
- 5.7 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.
- 5.8 If this loan was to be pursued as a means of funding this road, there will need to be back to back loan agreements made between the LEP and LBB&D, which would also be reflected in a loan agreement between LBB&D and Barking Riverside (BRL) so that all liability/risk for repayment falls with BRL.

## 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 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 tending 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 2.41 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 the five growth hubs of Barking Riverside, Beam Park/Ford Stamping Plant, Barking Town Centre, London Sustainable Industries Park and Londoneast-uk.
- 7.2 **Staffing Issues** - The actions listed in paragraph 2.41 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 lost a post in 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 the five growth hubs of Barking Riverside, Beam Park/Ford Stamping Plant, Barking Town Centre, London Sustainable Industries Park and Londoneast-uk. The regeneration of these growth hubs 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 the five growth hubs of Barking Riverside, Beam Park/Ford Stamping Plant, Barking Town Centre, London Sustainable Industries Park and Londoneast-uk..

**Background Papers Used in the Preparation of the Report:** None

**List of appendices:** None