

## CABINET

16 October 2018

<b>Title:</b> Draft Third Local Implementation Plan Submission	
<b>Report of the Cabinet Member for Regeneration and Social Housing</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> Yes
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<b>Accountable Strategic Leadership Director:</b> Graeme Cooke – Director of Inclusive Growth	
<b>Summary</b> <p>The draft third Local Implementation Plan (draft LIP3) outlines the Council’s proposed strategy for improvements to the transport network and services in Barking and Dagenham to 2041 and to support our Borough Manifesto ambitions for delivering inclusive, sustainable growth in the borough. It details the proposals and measures to address some of the key transport challenges facing the borough and implement the Mayor of London’s Transport Strategy (MTS) at the local level.</p> <p>Barking and Dagenham’s first and second LIPs succeeded in securing a good level of funding, delivering an extensive programme of transport and public realm improvements and meeting a range of environmental and safety targets. LIP3 aims to build on this record by implementing a range of measures and interventions which will help connect people and places; promote healthy, sustainable travel; improve safety and security; and create better streets and places – our overarching transport objectives.</p> <p>The Council expects to receive around £4.5 million of funding from TfL over the next three years and this will be directed to schemes which will lead to the development of a more joined-up, sustainable transport network in the borough. Proposed interventions include delivering improvements to Barking Station to improve accessibility and relieve overcrowding; undertaking road safety improvements on the Heathway and Valence Avenue to reduce road user conflicts and increase levels of walking and cycling; and continuing our work with the borough schools, businesses and residents to promote healthy, sustainable travel practices.</p> <p>The draft LIP also sets out the Council’s longer-term transport priorities, including the delivery of a number of significant, but currently unfunded, infrastructure projects which are vital if we are to achieve our ambitious housing and jobs targets. These include the provision of a road tunnel and railway station at Castle Green; an HS1 interchange station at Barking or Dagenham Dock; and two new crossings over the River Roding. Further work is required to determine the priority of, develop workable proposals for and make the case for funding for many of these schemes.</p>	

The Council is required to submit its draft LIP3, together with its detailed Annual Spending Submission (ASS) for 2019/20, to TfL by 2 November 2018 and consult a range of statutory and local stakeholders. The outcome of the public consultation will be reported to the Cabinet and Assembly in January 2019 as part of the approval of the final LIP3 submission to TfL in February 2019.

### **Recommendation(s)**

The Cabinet is recommended to:

- (i) Approve the draft LIP3 as set out at Appendix 1 to the report for submission to TfL and for officers to undertake a five-week period of public consultation on the draft plan;
- (ii) Approve the Annual Spending Submission (ASS) for 2019/20 as set out at Appendix 2 to the report for submission to TfL; and
- (iii) Agree that further work be undertaken to determine the priority of and establish a lobbying / funding strategy for the major transport schemes listed in the draft LIP3.

### **Reason(s)**

To help deliver the Borough Manifesto priorities and Health and Wellbeing Strategy outcomes – in particular those related to growing the borough, enhancing the local environment and improving health and wellbeing. The proposals in the LIP will also help tackle crime and anti-social behaviour on the borough's streets and improve personal safety whilst travelling - an important issue for many.

## **1. Introduction and Background**

- 1.1 Following the publication of the Mayor of London's Transport Strategy (MTS) in March 2018, the Council is required to prepare a new Local Implementation Plan (LIP3) for submission to Transport for London (TfL).
- 1.2 This report outlines the short, medium and long-term programmes and measures in the draft LIP which will facilitate the delivery of improvements to the local transport network and services to 2041 and support our Borough Manifesto ambitions for delivering inclusive, sustainable growth in the borough.
- 1.3 The draft LIP also represents the Council's proposed submission to Transport for London (TfL) for funding for a range of transport projects for the three-year period 2019/20 - 2021/22, which will address a range of local transport issues and implement the Mayor's Transport Strategy (MTS) at the local level.

## **2. Proposal and Issues**

### **LIP Overview**

- 2.1 In line with TfL guidance, the Council is required to produce a LIP which sets out an analysis of local transport problems and a set of objectives to address these (chapter 2); a Delivery Plan and a three-year Programme of Investment (chapter 3)

and a series of targets and trajectories for the overarching MTS mode-share aim and nine outcome indicators set by TfL (chapter 4). The draft LIP is included at Appendix 1 to this report.

## **Challenges and Opportunities**

2.2 Chapter 2 of the draft LIP explains that despite good progress having been made in recent years, there are still considerable challenges to improve transport in Barking and Dagenham. Section 2.4 in Chapter 2 provides an overview of the key transport problems facing the borough, and the principal opportunities to overcome them. Key challenges include:

- Poor public transport connectivity to and within parts of the borough and issues surrounding quality and frequency of some services;
- The cost and accessibility of public transport services and facilities in some parts of the borough – particularly for those on low incomes, the elderly and disabled;
- The fragmented nature of the borough's cycling and walking links;
- Worsening of the performance of the road network;
- Poor air quality and traffic noise adjacent to some sections of the highway network;
- Road safety concerns;
- Crime and fear of crime on the local transport network;
- Poor-quality street scene.

## **LIP Objectives**

2.3 Section 2.5 in chapter 2 sets out the LIP objectives. There are eight objectives in total – grouped under four priority themes - connecting people and places; promoting healthy, sustainable travel; improving safety and security; and creating better streets and places. The objectives have been formulated based on the challenges and opportunities identified in section 2.4 and to ensure consistency with the MTS and the vision for Barking and Dagenham as set out in the Borough Manifesto. Wide-ranging consultation and engagement have ensured that the views of the borough's residents, businesses, community groups and other organisations, as well as a range of other stakeholders, have been taken into account in drawing up the objectives. Further details of the consultation undertaken are set out in chapter 1.

## **LIP Delivery Plan**

2.4 Chapter 3 sets out the overarching Delivery Plan and three-year Programme of Investment for the draft LIP. It also provides details of the Council's Annual Spending Submission (ASS) to TfL for 2019/20. The Delivery Plan and associated transport measures form the framework for the development of the Programme of Investment and ASS which, in turn, are designed to meet the LIP objectives and to address the transport issues identified in chapter 2.

2.5 Details of the various measures and interventions that form the Delivery Plan are set out in section 3.2 of chapter 3. The driving principles behind the Delivery Plan are regeneration, community, health and wellbeing, crime and safety and the environment. These reflect the Mayor's vision to create a future London that is home to more people and a better place for people to live in; and the overarching

aim for 80% of all journeys to be made on foot, by cycle or by public transport by 2041. They also reflect our Borough Manifesto vision to build on the borough's position as London's growth opportunity and ensure this change benefits every resident.

## **Major Transport Schemes**

- 2.6 The Delivery Plan is focused principally on those small to medium sized schemes and initiatives that can be delivered by the Council and its partners in the short-medium term. However, there are a number of more significant interventions which will be required to deliver Mayoral and borough priorities in the longer-term. Further details of these largely unfunded major infrastructure schemes are set out in Table 3.4 (Long-term interventions) in section 3.2 of the LIP and include:
- The relocation of a 1.3km stretch of the A13 at Castle Green into a tunnel to improve traffic flow and air quality and reduce severance in the area; along with the provision of a station on the recently approved London Overground Extension. Both schemes would support the delivery of up to 15,000 new homes and 7,000 new jobs in the area;
  - The provision of a new HS1 interchange station at Barking Station and/or Dagenham Dock to provide improved links between east London and central London, SE England and Europe and maximise the growth potential of Barking Town Centre/London Riverside;
  - Two new bus/transit river crossings over the River Roding - one linking Barking Riverside with Beckton in Newham and to act as a catalyst for the regeneration of existing industrial areas around Creekmouth/River Road; and one linking Abbey Road and Quay Road/Freshwater Road to improve accessibility and support the development of new homes/jobs in Barking Town Centre;
  - A new C2C mainline rail stop at Dagenham East station to bolster the ambitious plans for Londoneast-uk including the planned development of film studios;
  - A north-south transit system connecting Marks Gate/Chadwell Heath to Barking Riverside/Dagenham Dock to address severance, particularly in areas north of the A12 and south of the A13 and to support modal shift to public transport.
- 2.7 TfL is currently progressing schemes such as Crossrail and the London Overground extension to Barking Riverside which will have considerable benefits for the borough once completed. Proposals for new river crossings and further extensions to both the DLR and London Overground are included in the MTS and are currently being explored by TfL; whilst the Council, in partnership with TfL/GLA, is developing a business case for funding for the part tunnelling of the A13 and an upper Roding crossing. These latter schemes will be the subject of a bid via the Government's Housing Infrastructure Fund (HIF) later this year. Further work is required to develop proposals/make the case for other schemes including an HS1 interchange at Barking/Dagenham Dock and a C2C stop at Dagenham East station.
- 2.8 Acknowledging the important role of buses in improving public transport access, the Delivery Plan highlights the need for continued investment in local bus services, especially to local health, education and employment facilities. TfL's plans to reduce and remove existing services where they are no longer required in central and inner London and use this freed-up capacity to provide new or improved services in outer London provides an excellent opportunity to achieve this. Similarly, the introduction of demand-responsive bus services provides a good opportunity to connect those

parts of the borough which are currently poorly served by public transport, but which would not support conventional bus services. The Council is working with TfL and bus operators to trial a pilot scheme in the borough.

- 2.9 A critical issue for the Council is school buses. The borough has, and continues to experience, the biggest increase in school aged children of any local authority in England. As a result, schools are being expanded and new schools built across the borough. Whilst significant investment has already been made by TfL into local bus routes - including EL1 which now serves Riverside secondary school and Route 5 and EL2 which serve All Saints and Robert Clack schools, the reality is that more capacity is needed on these. The Council will therefore continue to lobby for improvements to these and other routes serving schools, including exploring the potential for securing dedicated school buses.

### **Three-Year Programme of Investment and 2019/20 Annual Spending Submission**

- 2.10 The Council is required to produce an indicative three-year Programme of Investment covering the period 2019/20 – 2021/22, along with a detailed Annual Spending Submission (ASS) for 2019/20 which has to be submitted to TfL by 2 November alongside the draft LIP. Details of the schemes that the Council is proposing for inclusion in the Programme of Investment are set out in section 3.4 in chapter 3. Appendix 2 to this report provides details of the schemes and initiatives proposed as part of our ASS for 2019/20.
- 2.11 Over the three-year period 2015/16 – 2017/18, the Council was successful in securing funding to deliver a range of traffic management, road safety and public realm improvement schemes across the borough. Notable achievements include:
- Improvements to the A12/Whalebone Lane junction to address congestion at this busy junction, together with measures to address road safety concerns and improve pedestrian accessibility along Whalebone Lane, particularly on the approach to Warren schools;
  - Neighbourhood improvements aimed at tackling congestion and improving accessibility within Marks Gate as part of the Sustrans community lead 'DIY Streets' Initiative;
  - Improvements to Ballards Road to address long-standing road safety and congestion issues caused by rat-running HGVs and to enhance the local public realm. The scheme has resulted in the significant improvement in conditions for pedestrians and cyclists;
  - Public realm improvements in Gale Street to assist the policy objective of integrating new/existing communities and ensuring residents benefit from the wider regeneration of the area. Included measures to improve safety/accessibility and deliver enhancements to the local shopping parade;
  - Highways/environmental improvements at various locations across Barking town centre, including Cambridge Road/Linton Road, Axe Street and Abbey Road to improve conditions for pedestrians and to address issues of localised congestion, speeding and road safety concerns;
  - Road safety and other highways/public realm improvements outside and on the approach to a number of borough primary and secondary schools aimed at reducing the number of road casualties and encouraging pupils to walk and cycle more;

- A range of small-scale public realm and accessibility improvements across the borough, including pedestrian access improvements, removal of street clutter (signage/furniture) and implementation of cycle parking stands. In addition, the Council was awarded substantial funding for works to Station Road in Chadwell Heath in support of the forthcoming Crossrail services.

2.12 Schemes/initiatives proposed for delivery over the next three-year period include:

- £900,000 contribution towards the redevelopment costs of Barking Station to improve accessibility and passenger safety and relieve overcrowding;
- £1.2 million towards the development and delivery of a range of 'Healthy Streets' measures with the aim of addressing a range of safety issues and road user conflicts and increasing levels of walking and cycling in the Heathway and Valence Avenue;
- A £300,000 public realm enhancement scheme aimed at improving visitor access to and reflecting the Grade 1 listed status of Eastbury Manor House;
- £600,000 to enable the continuation of our station access improvements programme aimed at providing high quality, attractive approaches to our key transport interchanges. The focus will be on Upney and Dagenham East stations;
- £650,000 for the implementation of a range of small-medium scale, site specific road safety and access improvements in support of our LIP objectives of reducing the number of casualties on our roads, improving access for all and promoting healthy/sustainable travel;
- £100,000 towards the introduction of a dedicated cycle route linking the Marks Gate Estate to the Elizabeth Line (Crossrail) station at Chadwell Heath, as a means of encouraging healthy, sustainable travel in the area;
- Circa £500,000 towards the continuation of work with borough schools, businesses and residents to promote healthy, sustainable travel practices as part of the Council's borough-wide active travel programme.

2.13 The three-year Programme of Investment has been determined using a simple prioritisation process which requires schemes to deliver value for money; reflect the MTS and Borough Manifesto vision/priorities; be consistent with the LIP objectives and Delivery Plan; address local problems and priorities; and, above all, be deliverable. Experience gained implementing schemes in recent years, including the need for close partnership working with a range of stakeholders and exploring opportunities to adopt new, innovative approaches to scheme delivery; as well as learning from the best practice of others, has also resulted in the development of a Programme of Investment with a more effective range of measures.

### **Funding Sources**

2.14 The principal source of funding to implement the Delivery Plan and Programme of Investment will be TfL's Healthy Streets funding programme, which comprises a range of formula, discretionary and strategic funding sources. The allocation for Barking and Dagenham currently comprises £1.477 million in 2019/20 through the formula-based Corridors, Neighbourhoods and Supporting Measures Programme and Local Transport Fund and an indicative £2.954 million for the period 2020/21 – 2021/22. Further details are provided in section 3.3 in chapter 3.

- 2.15 To support the implementation of the Delivery Plan and Programme of Investment, there is a range of other transport and related funding sources available to the Council from the GLA, Developers and other third parties, including:
- Circa £2.9 million in 2019/20 towards footway reconstruction and carriageway resurfacing works as part of the Council's Borough-wide Highways Improvement Programme;
  - Around £400,000 through the GLA's 'Green Capital' initiative to implement a new cycling and walking greenway and linear park in Thames View in the south of the borough;
  - Up to £120,000 public health grant towards the cost of running the Council's highly successful cycle training and active travel programmes;
  - Over £1.1 million through the Heritage Lottery Fund towards streetscape and conservation area improvements in Barking Town Centre;
  - Over £800,000 of S106 funding for a range of transport, highways and public realm improvements across the borough, including locations in and around Barking Town Centre and Dagenham Dock.
- 2.16 The Council is currently working with TfL to develop a number of strategic cycling and bus priority schemes to be implemented in Barking and Dagenham over the course of the Delivery Plan. However, no funding has yet been confirmed for these schemes. We also plan to submit a bid for funding to TfL through the Liveable Neighbourhoods programme by December 2019 and will look to make additional funding bids in subsequent years. Further details are provided in section 3.4 in chapter 3 of the draft LIP.
- 2.17 Funding support for the upkeep of borough assets, such as the principal road network and bridge structures, has been reduced across London while TfL identifies a new, long-term funding stream for this work. Consequently, there is no funding available for the borough in 2019/20 and funding for subsequent years is still to be confirmed.

### **Performance Management and Monitoring**

- 2.18 Chapter 4 of the draft LIP sets out the performance management and monitoring arrangements for the LIP. This is an essential element of the LIP process and will contribute to understanding progress in delivering the LIP objectives and, ultimately, the MTS and Borough Manifesto outcomes.
- 2.19 The chapter provides information on the LIP outcome indicators for which targets have been set by TfL. It includes details of the target value and date by which each target is to be reached, along with a summary of the actions needed and risks to achieve the targets. Details of the various targets the borough is required to work towards are set out in section 4.2 and include specific targets to:
- Increase walking, cycling and public transport mode share from 55% to 72% by 2041;
  - Increase the percentage of people doing at least 20 minutes of active travel a day from 18% to 70% by 2041;
  - Ensure zero killed and seriously injured (KSI) casualties from road collisions by 2041;
  - Achieve a 5-10% reduction in the volume of traffic on our roads by 2041;

- Reduce CO<sub>2</sub>, NO<sub>x</sub>, and particulate emissions significantly by 2041;
- Increase average bus speeds by between 5% and 15% by 2041;
- Double the number of daily trips made by public transport by 2041.

2.20 The Council has the option to set and monitor its own local targets for a number of MTS delivery indicators if required. Owing to pressures on resources, the decision has been taken not to set any at this stage. However, this will be kept under review and we will consider setting locally specific targets for a number of indicators during the course of this LIP. Details of potential local targets are set out in section 4.2 of chapter 4.

### **Other Requirements**

2.21 There are a number of statutory duties and processes which the Council is required to consider as part of the LIP development process. This includes the need to undertake a Strategic Environmental Assessment (SEA) and an Equality Impact Assessment (EIA) of the draft LIP in order to identify and assess the impact of the plan on the environment and different equalities groups respectively, and to propose appropriate mitigation measures where necessary. Chapter 1 of the draft LIP provides further information on how these requirements have been addressed.

## **3. Options Appraisal**

3.1 The Council is required under the terms of the GLA Act to develop a LIP, incorporating a set of objectives, a Delivery Plan and three-year Programme of Investment and details of performance and monitoring arrangements, and submit a detailed spending submission to TfL each year. The draft LIP objectives and Delivery Plan and Programme of Investment have been developed following careful analysis of the key transport issues and opportunities facing the borough; wide-ranging consultation; and learning from our own experience and the best practice of others. Furthermore, by undertaking an SEA and EIA, the draft LIP will be screened to ensure that its policies and programmes do not impact adversely on the environment or different equalities groups. Where specific issues are identified, appropriate mitigation measures will be put in place.

## **4. Consultation**

4.1 Wide-ranging consultation, participation and partnership working have been central to the development of the draft LIP and ongoing engagement will continue to inform the planning and implementation of our transport schemes and programmes, with a strong emphasis on ensuring that decisions and delivery more closely reflect the needs of local people and that, ultimately, 'nobody is left behind'. The outcomes of recent engagement exercises are summarised in section 1.3 in chapter 1 of the draft LIP.

4.2 A formal five-week consultation exercise with a range of statutory and local stakeholders and the wider public is planned for November 2018. Consultees will be asked to give their views on the various aspects of the Plan. The outcome of the public consultation exercise will inform the development of the final LIP which will be considered by the Council's Cabinet and Assembly in January 2019.



## 5. Financial Implications

Implications completed by: Rodney Simons – Principal Accountant Capital

- 5.1 The annual funding available for the LIP three-year period is circa £1.5m in 2019/20 and £1.5m in both 2020/21 and 2021/22. The exact amount of funding for 2020/21 and beyond is, however, subject to confirmation. These figures are broadly in line with the level of funding the Authority has received from TfL in 2017/18 and 2018/19. The funding will continue to be claimed from TfL periodically during the year in line with actual level of spending against each scheme.
- 5.2 It is anticipated that the full programme of works will be carried out within the allocated funding and there will be no impact on the Authority's internally funded capital programme or level of borrowing. Some of the proposed projects will be treated as revenue expenditure as, rather than enhancing the highways infrastructure, they relate to training, publicity or the staging of events. However, there will be no impact on existing revenue budgets.
- 5.3 Whilst it is unlikely that there will be any ongoing revenue implications associated with the programme (e.g. infrastructure maintenance costs), if additional ongoing maintenance costs do arise, they will be met from the existing highway maintenance programme budget with additional external funding sought where possible.

## 6. Legal Implications

Implications completed by: Dr. Paul Feild, Senior Governance Lawyer

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

## 7. Other Implications

- 7.1 **Risk Management** – Failure to develop a LIP could result in the Council's funding allocation for the period 2019/20 - 2021/22 being withdrawn and the Council having to bear the full costs of any planned transport schemes. In addition, a reduction in funding could impact on the Council's ability to meet its targets in respect of increasing the mode share of cycling/walking; reducing the number of casualties on our transport network and reducing vehicle emissions. A number of the proposed schemes will require further investigation/detailed design work to be carried out before they can be progressed, to ensure all potential risks are properly mitigated.
- 7.2 **Corporate Policy and Customer Impact** – The draft LIP is broadly in line with Council priorities. In particular, the proposed LIP objectives and Delivery Plan will contribute to enabling social responsibility through protecting the most vulnerable,

keeping adults and children healthy and safe. The LIP will also benefit all those who live in or travel through the borough. The plan also contributes to the Council's 'Growing the borough' priority through investment in enhancing our environment.

- 7.3 **Safeguarding Children** – The LIP delivery Plan and Programme of Investment include schemes to improve road safety both through highway safety measures and also through initiatives such as cycle training. More generally the LIP aims to improve safety and security for all users of the borough transport network.
- 7.4 **Health Issues** – It is widely acknowledged that cycling and walking are some of the best ways for people to achieve good health and fitness. The promotion and enabling of cycling and walking in Barking and Dagenham is a key component of the Council's Health and Wellbeing Strategy. In addition, the promotion of cycling and walking is at the heart of the borough manifesto theme of "health and wellbeing"; the target of "rate of regular physical activity higher than the East London average" and; the related indicators on percentage of people cycling 30 – 90 minutes at least once a week and proportion of active residents.
- 7.5 **Crime and Disorder Issues** – Personal safety has been highlighted as a concern by both users and non-users of the local transport network. The Council is addressing these concerns by working to ensure that roads and footways are well maintained and free from obstructions and infrastructure is safe and secure. The Crime and Disorder Act requires the Council to have regard to crime reduction and prevention in all its strategy development and service delivery. The Council will work with the scheme operators and colleagues in community safety to ensure that the trial is delivered with due regard to safety and to reducing the fear of crime.
- 7.6 **Property / Asset Issues** – The precise nature of some of the LIP schemes is still to be determined, however, in general, very little of what is proposed represents 'new' infrastructure. In many cases, schemes are, in effect, 'replacements' for existing infrastructure which would otherwise require maintaining. Where new infrastructure is required, high quality design, durable products and well-engineered schemes should ensure that short term maintenance is not required. In most circumstances, ongoing maintenance costs will be met through the existing highway maintenance programme budgets with additional external funding sought where possible.

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

**List of Appendices:**

**Appendix 1:** The London Borough of Barking and Dagenham draft third Local Implementation Plan (draft LIP3);

**Appendix 2:** LBBD LIP Annual Spending Submission (ASS) – 2019/20.