



# Havering

LONDON BOROUGH

## OVERVIEW & SCRUTINY BOARD AGENDA

**6.00 pm**  
**Pls Note Start Time**

**Tuesday**  
**14 November 2017**

**Committee Room 3 -**  
**Town Hall**

Members 16: Quorum 5

**COUNCILLORS:**

**Conservative**  
**(7)**

John Crowder  
Steven Kelly  
Robby Misir  
Dilip Patel  
Viddy Persaud (Vice-Chair)  
Linda Trew  
Michael White

**Residents'**  
**(3)**

Barbara Matthews  
Ray Morgon  
Barry Mugglestone

**East Havering**  
**Residents'(2)**

Gillian Ford (Chairman)  
Darren Wise

**UKIP**  
**(2)**

Ian de Wulverton  
Lawrence Webb

**IRG**  
**(1)**

Graham Williamson

**Labour**  
**(1)**

Keith Darvill

**For information about the meeting please contact:**  
**Richard Cursons 01708 432430**  
**[richard.cursons@oneSource.co.uk](mailto:richard.cursons@oneSource.co.uk)**

**Protocol for members of the public wishing to report on meetings of the London Borough of Havering**

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

**OVERVIEW AND SCRUTINY BOARD**

Under the Localism Act 2011 (s. 9F) each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements.

The Overview and Scrutiny Board acts as a vehicle by which the effectiveness of scrutiny is monitored and where work undertaken by themed sub-committees can be coordinated to avoid duplication and to ensure that areas of priority are being reviewed. The Board also scrutinises general management matters relating to the Council and further details are given in the terms of reference below. The Overview and Scrutiny Board has oversight of performance information submitted to the Council's executive and also leads on scrutiny of the Council budget and associated information. All requisitions or 'call-ins' of executive decisions are dealt with by the Board.

The Board is politically balanced and includes among its membership the Chairmen of the six themed Overview and Scrutiny Sub-Committees.

**Terms of Reference:**

The areas scrutinised by the Board are:

- Strategy and commissioning
- Partnerships with Business
- Customer access
- E-government and ICT
- Finance (although each committee is responsible for budget processes that affect its area of oversight)
- Human resources
- Asset Management
- Property resources
- Facilities Management
- Communications
- Democratic Services
- Social inclusion
- Councillor Call for Action

## **AGENDA ITEMS**

### **1 CHAIRMAN'S ANNOUNCEMENTS**

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

### **2 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS**

(if any) - receive.

### **3 DISCLOSURE OF INTERESTS**

Members are invited to disclose any interest in any of the items on the agenda at this point of the meeting.

*Members may still disclose any interest in an item at any time prior to the consideration of the matter.*

### **4 CALL-IN OF A NON KEY DECISION REGARDING THE MAYOR'S DRAFT TRANSPORT STRATEGY - LONDON BOROUGH OF HAVERING RESPONSE** (Pages 1 - 38)

### **5 URGENT BUSINESS**

To consider any other item in respect of which the Chairman is of the opinion, by reason of special circumstances which will be specified in the minutes, that the item should be considered at the meeting as a matter of urgency

**Andrew Beesley**  
**Head of Democratic Services**

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# Overview & Scrutiny Board

14 November 2017

# REPORT

**Subject Heading:**

Call-in of a Non-Key Executive Decision relating to the Council's Response to the Mayor's Transport Strategy

**SLT Lead:**

Daniel Fenwick – Director of Legal & Governance

**Report Author and contact details:**

Richard Cursons – Democratic Services Officer  
richard.cursons@onesource.co.uk

**Policy context:**

London Plan (Consolidated with Alterations since 2011) (2015)  
Havering's Vision - Making a Greater London (2017)  
Havering Local Implementation Plan (2011 - 2031)  
Havering Local Development Framework (2008)  
Havering Local Plan Proposed Submission Version (2017)  
Havering Local Implementation Plan Programme 2017/18

**Financial summary:**

There are no specific financial implications arising from the recommended response.

**The subject matter of this report deals with the following Council Objectives**

Communities making Havering	[X]
Places making Havering	[X]
Opportunities making Havering	[ ]
Connections making Havering	[ ]

## SUMMARY

In accordance with paragraph 17 of the Overview & Scrutiny Committee Rules, a requisition signed by two Members representing more than one Group (Councillors Graham Williamson and Ray Morgon) have called-in the Non-Key Executive Decision (17/68) dated 26 October 2017.

## RECOMMENDATION

**That the Board considers the requisition of the call-in of the Non-Key Executive Decision (17/68) and determines whether to uphold it.**

## REPORT DETAIL

As per Appendix A

### **Background Papers List**

Appendix A – Non-Key Executive Decision (17/68) dated 26 October 2017  
Appendix B - Havering's Response

**Subject:** FW: Call-in on the Council's Response to the Mayor's Transport Strategy

-----Original Message-----

From: CouncillorRay Morgon  
Sent: 01 November 2017 21:49  
To: Andrew Beesley  
Cc: CouncillorGraham Williamson  
Subject: FW: Call-in on the Council's Response to the Mayor's Transport Strategy

Hi Andrew,

I support the call-in.

Regards

Ray

-----Original Message-----

From: CouncillorGraham Williamson  
Sent: 01 November 2017 21:16  
To: Andrew Beesley  
Cc: CouncillorRay Morgon  
Subject: Call-in on the Council's Response to the Mayor's Transport Strategy

Dear Andrew,

I and Councillor Morgan wish to call-in the Non-Key Executive decision on the proposed response to the London Mayor's Draft Transport Strategy. This is due to a failure to specifically highlight and raise concern at the Mayor's proposed car-free and lite (new) developments for all of London, including suburban boroughs such as Havering and a call for the Mayor to push forward with work on the suggested Belvedere-Rainham crossing which would fatally undermine the well-being of the new Beam Park Development.

Kind regards

Cllr G. Williamson

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68/17  
+ Appendix

## Notice of Non-key Executive Decision

<b>Subject Heading:</b>	Mayor's Draft Transport Strategy – London Borough of Havering Response
<b>Cabinet Member:</b>	Councillor Roger Ramsey – Leader of the Council
<b>SLT Lead:</b>	Steve Moore – Director of Neighbourhoods
<b>Report Author and contact details:</b>	Daniel Douglas <a href="mailto:daniel.douglas@haverling.gov.uk">daniel.douglas@haverling.gov.uk</a> Transport Planning Team Leader 01708 433220 <a href="mailto:daniel.douglas@haverling.gov.uk">daniel.douglas@haverling.gov.uk</a>
<b>Policy context:</b>	London Plan (Consolidated with Alterations since 2011) (2015) Havering's Vision – Making a Greater London (2017) Havering Local Implementation Plan (2011 - 2031) Havering Local Development Framework (2008) Havering Local Plan Proposed Submission Version (2017) Havering Local Implementation Plan Programme 2017/18
<b>Financial summary:</b>	There are no specific financial implications arising from the recommended response.
<b>Relevant OSC:</b>	Environment
<b>Is this decision exempt from being called-in?</b>	No

Non-key Executive Decision

**The subject matter of this report deals with the following Council Objectives**

Communities making Havering	[x]
Places making Havering	[x]
Opportunities making Havering	[X]
Connections making Havering	[X]

***Place an X in the [] as appropriate***

## **Part A – Report seeking decision**

### **DETAIL OF THE DECISION REQUESTED AND RECOMMENDED ACTION**

That the proposed response set out in Appendix Two be approved and submitted to Transport for London (TfL).

### **AUTHORITY UNDER WHICH DECISION IS MADE**

The following elements of the Council's Constitution apply.

Council's Constitution November 2010 Part 3 – Responsibility for Functions

2 Executive Functions – Functions

2.5 (b) Where there are implications for policies of the Council, to agree members of staff's responses to consultation papers from:

(i) the Government (including White and Green papers)

(ii) the London Councils, the Greater London Authority, the Local Government Association and all other bodies where those papers affect the services allocated.

### **STATEMENT OF THE REASONS FOR THE DECISION**

#### **(1) Overview**

1) The Mayor has published a draft Transport Strategy (MTS) for public consultation. The MTS is a statutory document which the Mayor must produce to set out his policies and proposals for transport in London. Previous MTS's were prepared in 2001 and 2010. The draft MTS sets out the Mayor's vision for transport over the next 25 years and is a very extensive strategy document consisting of 103 proposals and 21 policies. It is expected to be published formally in early 2018.

2) This report :

- identifies the purpose of the draft MTS and the context for its preparation,
- explains why it is important and the key 'drivers' behind it
- summarises its key content
- outlines the issues raised for Havering and recommends a response to be

submitted to the Mayor

**(2) The purpose of the MTS and its context**

3) Transport for London (TfL) say that this latest MTS has five main purposes :

- to provide clear leadership from the Mayor on difficult choices
- to be a single integrated strategy for all stakeholders including TfL, boroughs, Network Rail and transport providers
- to provide policy backing and context for infrastructure projects
- to support shorter term decisions such as investment priorities
- to help make the case for funding and further fiscal devolution

4) The MTS builds on the Mayor's Vision as set out in his documents: '*A City for all Londoners*' and '*Healthy Streets for London*'. In parallel with preparing the MTS, other Mayoral strategies will be revised to accord with these including: *London Plan, Economic Development, Environment, Culture, Housing and Health*.

**(3) The key drivers behind the MTS**

5) The Mayor has identified some key 'drivers' for the development of his strategy. These have influenced the policies and proposals within it and they include :

- London's population growth from 8.7m to 10.5m in 25 years
- Transport is an important part of almost every aspect of life for Londoners
- Many Londoners use public transport each day – it influences other life choices such as where to live and work
- Street environments need to improve to facilitate changes in travel behaviours
- Building new roads is not an option because of limited space
- People are deterred from using public transport more because of overcrowding, poor reliability and inadequate provision where needed
- Streets make up 80% of London's public space and are where most travel takes place
- Influencing travel will shape London
- Traffic dominance causes road danger, air pollution and makes streets unpleasant
- The economy is held back by congestion
- Health problems arise from too few people making active travel choices such as cycling and walking
- There is too much private car use because the alternatives are unappealing / unsuited to needs

## Non-key Executive Decision

- 6) The MTS identifies three key themes namely, *Healthy Streets and Healthy People, A good public transport experience and New homes and jobs*. The MTS document itself is split into 6 chapters to support the themes which are *London's Challenges, The Vision, Healthy Streets and Healthy People, A good public transport experience, New homes and jobs, Delivering the Vision*.
- 7) A copy of the MTS Executive Summary has been available in the Members' Resource Room since its publication. A high level summary of the content of the Mayor's Transport Strategy Draft for Consultation can be found in Appendix One to this Executive Decision.

### **(4) Why the MTS is important**

8) The MTS is a key document because :

- It links closely to other Mayoral strategies such as the London Plan which sets out land-use planning policies on important matters such as homes and jobs and their location.
- It sets out Mayoral priorities for infrastructure requirements to support growth and development
- will be a context for the preparation of boroughs' Local Implementation Plan funding submissions which must reflect the challenges set out in the MTS
- Boroughs are responsible for most of London's roads and have significant planning and development responsibilities
- The Mayor expects boroughs to deliver the Healthy Streets agenda encompassed within the MTS
- It informs and influences TfL's Business Planning work

9) The first two bullet points (above) are especially significant in regard to Havering because the successful delivery of the new homes identified in the Council's strategies is closely linked to the provision of significant improvements in transport infrastructure.

### **(5) The issues raised by the MTS for Havering**

10) The Mayor has prepared his MTS to address transport matters across the whole of London. Officers consider that Havering can broadly welcome elements of the MTS such as :

- its overall ambition and its links to 'A City for all Londoners'
- its holistic approach to transport and land-use planning
- seeking significant improvements in road safety
- the importance afforded to improving public and personal health
- enhancing quality of life
- tackling congestion
- improving air quality

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- extending the 'step-free' programme at stations
- greater use of the River Thames for freight

11) Furthermore, many of the topics addressed within the MTS do not in themselves raise particular issues for Havering as they are specific to particular locations or individual circumstances and will have no direct implications for this borough. Officers consider that the Council's response does not need to address these and will be more focussed if it does not.

12) Officers are aware that London Councils are submitting a formal response to the MTS and have had the opportunity to review and comment on this. Officers consider that it can be broadly supported since the proposed London Councils comments on many 'generic' MTS matters have a London-wide relevance and are reasonable.

13) **For these reasons, it is recommended that Havering's response should focus on those matters that are of most relevance / concern to Havering. The remainder of this report and the recommended response reflects this approach.**

14) The **key point** is that whilst the draft MTS highlights the importance of transport in the section 'New Homes and Jobs', this is not adequately reflected in the document as far as Havering is involved. As drafted, it is **a major concern that the MTS does not include Mayoral commitments to the provision of strategic transport infrastructure to support the growth envisaged in Havering during the next 15 years as set out in the Council's 'Vision' and its strategies especially the Havering Local Plan.**

15) Members will be aware that Havering's new Local Plan is clear that timely and appropriate infrastructure provision should underpin the development identified over the plan period. The section of the Local Plan dealing with 'Connections' identifies a number of key strategic transport interventions which will support the delivery of the homes and jobs in the Plan. These include improved north-south connections, remodelling Gallows Corner and looking at scope to make changes to Romford's Ring Road. The MTS will only be consistent with the Mayor's approach to planning for and accommodating 'good growth', (as set out in his A City for all Londoners strategy) if the MTS identifies these. If the MTS gives a clear commitment to these then it will :

- better enable the Council to deliver the commitments identified in its own strategies
- help to demonstrate that the Council recognises the importance of infrastructure provision to the delivery of the development envisaged in the London Plan and Havering's own strategies

16) The Council has highlighted these improvements with the Mayor (and his Deputies) already in several discussions and meetings. From the responses, the expectation was that these would be reflected in the MTS. Officers consider that in the Council's response, the Mayor should be asked to reconsider the approach in the MTS to ensure that this is addressed.

17) The MTS claims to take a spatial approach to transport and planning in that it says that the differences between Central, Inner and Outer London are noted and recognised with specific policies and proposals. Officers consider, however, that in practice, it fails to deliver on this and the specific circumstances of Outer London (including Havering) are not addressed realistically nor satisfactorily.

#### **(5) Local London Engagement with the MTS**

18) In July 2015, a new partnership called *Local London* was formed by six Local Authorities (Barking and Dagenham, Enfield, Havering, Newham, Redbridge and Waltham Forest) designed to give north east London more clout in negotiations over funding and powers.

19) Local London has prepared a Position Statement on the draft MTS and Havering has been fully involved as this has been developed. This position statement covers Havering's key strategic transport objectives including

- Lack of north - south links in Havering
- Consideration of a tram linking Rainham, Romford and potential links further north
- The need for Gallows Corner junction to be redeveloped
- Critical at the lack of ambition for further east London river crossings
- The need for an eastern spur for Crossrail 2 to support housing growth in east London
- Extension of river passenger services further east to Havering

20) Engaging with Local London and contributing to the Position Statement that has been prepared has helped to raise the profile of Havering's key strategic transport aspirations and has provided another opportunity to raise these issues directly with the Mayor.

#### **(6) The recommended response from Havering to the MTS**

21) Having regard to the above comments, it is recommended that Havering's response should primarily focus on the need for the Mayor to reconsider his strategy so as to better reflect a commitment to identifying the infrastructure that will support Havering's growth.

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22) The recommended response reflects advice and comments received as a result of discussions held with Senior TfL staff who have recently met with Senior Havering Officers and the Leader of the Council. The recommended response also reflects comments made by Deputy Mayor for Transport Valerie Shawcross that Havering's response should give prominence to key strategic transport objectives.

23) It is considered that the Havering response should :

- Highlight that the MTS target for 80 per cent of Londoners' trips to be on foot, by cycle or using public transport by 2041 is not a realistic target for an outer London Borough like Havering.
- Highlight that Havering has great potential to accommodate good growth (as identified by the Mayor) and that the Council's Vision and planning strategies reflect this. In particular, Havering is planning to deliver some 17,550 new homes over the forthcoming 15 years and within this will implement proposals for two Housing Zones (funded by the Mayor), secure the regeneration and renewal of twelve of its own housing estates and work with other stakeholders to bring forward high quality development on sites across the rest of Havering's built-up area.
- Express strong concern that the strategic transport proposals as set out in Havering's Vision and planning strategies including north-south connectivity, radical change at Gallows Corner and improvements to the Romford Ring Road are not reflected in the strategy [despite previous indications from the Mayor that they would be].
- Urge that the MTS should recognise the significant opportunities in Havering for 'good growth' and urge that the Mayor reconsider his MTS so that it better reflects Havering's strategic transport aspirations and the work that the Council has already undertaken (such as commissioning a tram feasibility study to enhance north-south connectivity)
- Explain the advantages and 'transformational changes' that will follow from the MTS including commitments to working with Havering to secure and deliver strategic transport infrastructure improvements involving :

-Significant improvements in connectivity between the north and south of Havering so that residents and businesses benefit

-Radical remodelling of Gallows Corner to address congestion and traffic issues, deliver environmental improvements and provide scope for further development. The MTS should set out the Mayor's commitment to exploring the scope to 'sink' the junction in the same way that it identifies proposals to tunnel beneath the A13 in LB Barking and Dagenham

-Changes to Romford Ring Road to complement the Housing Zone proposals being delivered, secure environmental improvements, improve accessibility to



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- from Romford Metropolitan Centre by reducing the ‘barrier’ effect of the highway, provide scope for more homes to be delivered through an expanded Housing Zone in line with the expected identification of Romford as an Opportunity Area in the forthcoming revised London Plan
- Seek the Mayor's support to deliver Havering's aspirations for transformational change of the A1306 by means of a Major Scheme scheme which will complement the delivery of the Rainham Housing Zone and the comprehensive redevelopment of the Beam Park site (over 3,000 new homes), deliver significant improvements to public realm and the environment and act as a catalyst for further investment so as to achieve a ‘step change’ in how this area is perceived.
- Recognise the important benefits to Romford in particular, and Havering generally, from the provision of Crossrail services and the delivery of the new Beam Parkway station. Beam Parkway station should be identified in the MTS as deliverable between 2017-2020 as this will help increase developer interest and confidence in the wider London Riverside area.
- Welcome the proposals in the draft MTS to improve public transport connections to Opportunity Areas (such as London Riverside) and in line with this support TfL's intention to commission a feasibility study into a bus rapid transit to serve the London Riverside area. The MTS should commit to better bus penetration into the London Riverside BID area so that public transport connections between this area and the rest of the borough are improved and there is better access to the jobs here.
- Emphasise that further east London river crossings will help address the significant growth planned in the East London Region and will help accommodate future development in London Riverside. The Mayor should, as a priority, commit to detailed feasibility work into a further river crossing between Belvedere and Rainham during the first phase of the MTS Implementation Plan (2017 – 2020)
- In recognition of the importance of hospital services to Havering's population, welcome that the number of bus services serving Queens Hospital has more than doubled over the past 10 years and seek further engagement with TfL London Buses to further increase bus capacity at Queens Hospital
- Welcome that the MTS will investigate the extending river transport services to Barking and encourage the Mayor to investigate the feasibility of passenger services being extended further east so that the scope for services to – from Rainham can be explored
- Ask the Mayor to recognise in **all** his planning and transport strategies that private car use will remain the dominant means of travel for most people in Outer London because of shortcomings with public transport provision. Substantial additional investment will be required from the Mayor (through annual LIP funding allocations and direct investment in transport services) to achieve the ambitious modal shift targets in the MTS. In the light of this, all targets in the MTS should reflect the differences between Outer London and elsewhere
- Set out that Havering expects to work collaboratively with the Mayor to ensure

**Non-key Executive Decision**

that Havering strategic transport aspirations are properly recognised and reflected within the MTS.

24) Appendix Two includes a recommended response encompassing these points. It also takes the opportunity to highlight the overlap between the MTS and health following engagement between officers and Public Health.

25) It is recommended that following the submission of the Council's comments, they are followed up with further meetings with the Mayor and his deputies.

**OTHER OPTIONS CONSIDERED AND REJECTED**

The option of not responding was considered and rejected.

The planned growth in Havering set out in the Council's Vision and its strategies (such as the Havering Local Plan) is highly dependent on improved strategic transport infrastructure.

Responding to the draft MTS provides the opportunity to engage with the Mayor to emphasise the importance of securing his commitment to the timely provision of key strategic transport facilities in Havering.

**PRE-DECISION CONSULTATION**

None

**NAME AND JOB TITLE OF STAFF MEMBER ADVISING THE DECISION-MAKER**

Name: Daniel Douglas

Designation: Transport Planning Team Leader

Signature:

Date:

## Part B - Assessment of implications and risks

### LEGAL IMPLICATIONS AND RISKS

There are no specific legal implications or risks arising directly from this Executive Decision, other than resources to review the final consultation documentation to be submitted to TfL, to ensure amongst other matters, consistency with the proposed Havering Local Plan, current proposed Development Consent Orders and the major projects.

Cleared by email on 2<sup>nd</sup> October 2017

### FINANCIAL IMPLICATIONS AND RISKS

This Executive Decision concerns Havering's proposed response to the Mayor's Transport Strategy Draft for Consultation. It does not have any financial implications.

However, Havering receives an annual Local Implementation Plan funding settlement from Transport for London (TfL), in order to implement the Mayor's Transport Strategy at a local level.

Many of the measures proposed within the MTS, particularly the substantial strategic transport proposals, would be funded directly by TfL or by other funding providers.

Because 95% of the road network in London is the responsibility of London Boroughs, many of the proposals would need to be funded through the boroughs individual LIP allocations.

Havering's response highlights key strategic transport infrastructure improvements that the Council wishes to see delivered in order to support the number of houses that the borough is required to deliver during the lifetime of the Local Plan.

In light of the Council's aspirations for key strategic transport infrastructure improvements, appendix one (Havering's proposed response) requests that the Mayor considers including these aspirations in the final edition of the Mayor's Transport Strategy.

Such initiatives would require external funding sources such as contributions from developments (S106/CIL) and other external organisations, if they are to be realised.

Cleared by email on 20<sup>th</sup> October 2017

**HUMAN RESOURCES IMPLICATIONS AND RISKS  
(AND ACCOMMODATION IMPLICATIONS WHERE RELEVANT)**

There are no direct human resources implications, for the Council or its workforce, arising from this consultation response or relating to the recommendations made in this report.

Cleared by email on 12<sup>th</sup> October 2017

**EQUALITIES AND SOCIAL INCLUSION IMPLICATIONS AND RISKS**

The MTS sets out a vision of making alternative transport options accessible and appealing to all Londoners as the key for reducing car dependency.

The MTS sets out proposals to improve accessibility on the public transport network including increasing the number of London underground stations that are step free.

The response sets out key strategic transport interventions that the Council wishes to see delivered including radical change at Gallows Corner, improved North south connectivity and improved access into Romford town centre. Such aspirations will reduce severance issues and make it easier for people of all ages to travel in the borough. Improving north south connectivity will support some of the most deprived part of Havering, particularly in the north of the borough.

The response suggests that the MTS needs to properly reflect the different demographics in Havering compared to other boroughs, in particular the needs to an aging population, many of whom are just not able to travel around using public transport and rely on the car as the only option to get around.

Cleared by email on 29<sup>th</sup> September 2017

**BACKGROUND PAPERS**

None

**Part C – Record of decision**

I have made this executive decision in accordance with authority delegated to me by the Leader of the Council and in compliance with the requirements of the Constitution.

**Decision**

Proposal agreed

*Delete as applicable*

Proposal NOT agreed because

**Details of decision maker**

Signed:

Name: Councillor Roger Ramsey  
Cabinet Portfolio held: Leader of the Council  
CMT Member title: Steve Moore – Director of Neighbourhoods  
Head of Service title- Chris Hilton – Assistant Director of Development  
Other manager title: Martyn Thomas – Development and Transport Planning  
Group Manager

Date:

**Lodging this notice**

The signed decision notice must be delivered to the proper officer, Andrew Beesley, Committee Administration & Interim Member Support Manager in the Town Hall.

**For use by Committee Administration**

This notice was lodged with me on 26/10/2017

Signed 

## **Appendix One**

### **Mayor's Transport Strategy Draft for Consultation – High level summary**

#### **Introduction**

This paper provides a high level summary of the main proposals contained within the Mayor's Transport Strategy Draft for Consultation.

It sets out each of the six chapters of the transport strategy, *London's Challenges, The Vision, Healthy Streets and Healthy People, a good public transport experience, New homes and jobs, Delivering the Vision.*

Within each chapter the paper sets out the key proposals, policies and targets.

#### **Contents of Mayor's Transport Strategy**

Chapter One	The Challenge
Chapter Two	The Vision
Chapter Three	Healthy Streets and Healthy People
Chapter Four	A good Public Transport Experience
Chapter Five	New Homes and Jobs
Chapter Six	Delivering the Vision

#### **Chapter One – The Challenge**

- 1) Three clear themes in this chapter articulate the transport challenges that the MTS seeks to address. The Mayor 'characterises' the issues as :

**Streets and Cars** - The emphasis is on London's streets needing to be used for active travel and social interaction. The Mayor says that people are too dependent on their cars as streets are not adequately

## Non-key Executive Decision

designed for travelling by alternative modes. He says that motorised traffic is responsible for the environmental challenges London faces, with road transport responsible for half of the main air pollutants, with cars contributing around 14% of Nitrogen Oxides (NOx) and 56% of Particulate Matter less than 2.5 microns in diameter.

**Public Transport** - High quality public transport is essential for providing Londoners attractive alternatives to travelling by car. It will require improving reliability and capacity of rail services and improving bus punctuality. Ensuring that public transport services offer good safe convenient connections to other forms of active and sustainable travel will be an opportunity to encourage people to travel by means other than the car.

**Population Growth** - London's population is current at 8.7 million but is forecast to grow to 10.5 million over the next 25 years and the Mayor is expected to need to deliver at least 50,000 new homes across London per year between now and 2041. This growth is expected to generate more than 5 million additional trips each day by 2041. This additional growth needs to be accommodated on the transport network otherwise key transport lines and stations will suffer from severe overcrowding. There is a need also to plan for an aging population with increasing accessibility needs.

## Chapter Two - The Vision

- 2) The Vision encompasses planning London's streets, improving London's public transport and good growth. By 2041, the Mayor wants 80% Londoners' trips (about 26 million each day) to be on foot, cycle or using public transport.
- 3) Fundamental to the vision is :
  - addressing car dependency
  - improving opportunities for people to make active travel choices such as walking and cycling
  - further devolution of rail services
  - improved public transport accessibility
- 4) The draft MTS is clear that addressing car dependency must start with a new approach to London's streets – the places where most travel happens. This approach focusses on people being able to stay healthy by walking or cycling as part of trips they are already making and improving the efficiency of freight and commercial traffic.

## Non-key Executive Decision

- 5) The Mayor has set out some key aims and targets to be achieved through the lifetime of the MTS which include:
- All Londoners to do at least 20 minutes of active travel they need to do to stay healthy each day.
  - For no one to be killed in or by a London bus by 2030 and for deaths and serious injuries from all road collisions to be eliminated from the streets by 2041.
  - For all taxis and Private Hire Vehicles (PHV's) to be zero emission capable by 2033, for all buses to be zero emission by 2037, for all new road vehicles driven in London to be zero emission by 2040 and for Londoners entire transport system to be zero emission by 2050.
  - To reduce total London traffic by 10-15 percent by 2041, to help keep streets operating efficiently for essential businesses and public transport trips.
  - To open Crossrail 2 by 2033.
  - 40% of London Underground network to be step free by 2022.
  - By 2041 the Mayor wants to half the average additional time taken to make a public transport journey on the step free network - compared to the full network.

## Improving public transport

- 6) The delivery of Crossrail 2 will be essential to London's future and the Mayor wishes to create a London suburban 'metro' through devolution of suburban rail services from the Department for Transport.
- 7) The Mayor places emphasis on the need to focus on how complementary transport modes such as walking, cycling and public transport interconnect at transport hubs and on streets across London. The Mayor wants to see inclusive design across the entire transport system to make sure that it is accessible to all.

## Transforming the transport system - a spatial approach

- 8) The MTS sets out an approach that recognises that the future of transport will look different in central, inner and outer London. For Outer London, the MTS says that there will be a need to address the dominance of motorised transport which accounts for a third of CO2 emissions from London's transport. Significant improvement in walking and cycling environments together with improvements to rail capacity would encourage more people to travel by alternative forms of transport other than the car. The MTS suggests that there is huge untapped potential for cycling in many outer London areas to replace shorter car trips.



### Chapter Three - Healthy streets and healthy people

- 9) The MTS is based firmly on a 'Healthy Streets Approach' to prioritise health and quality of experience in planning London. It aims to ensure that transport decisions prioritise human health and quality of life.
- 10) It identifies ten indicators to establish the extent to which streets are appealing places to walk, cycle and spend time and the transport system as a whole is accessible and inclusive. Its application will create streets that are not dominated by cars and will have more attractive and better integrated public transport options. The MTS identifies that it will mean planning new homes and jobs around walking and cycling and public transport so that growth does not lead to greater car dependency.
- 11) A number of key proposals are identified within this chapter which include:
  - *Active Travel:* The Mayor's aim is that, by 2041, all Londoners do at least 20 minutes of active travel they need to stay healthy each day. The Mayor also wants 70% of Londoners to live within 400 metres of high - quality safe cycle route by 2041.
  - *Vision Zero to tackle road danger:* The MTS seeks to improve road safety in London by adopting 'Vision Zero' i.e eliminate all deaths and serious injuries from road collisions from London's streets by 2041. There is also a particular focus on improving motorcycle safety with proposals set out to improve motorcycle training, educating road users on the shared responsibility for safer motorcycles journeys and encouraging local authorities to allow motorcycles access to their bus lanes.
  - *Traffic Reduction Strategies:* There will be a requirement for Traffic Reduction Strategies to be developed at a borough level as part of Local Implementation Plans (LIP's) with the aim of reducing car and freight traffic across London.
  - *Improving Air quality and the Environment:* Improving air quality by reducing harmful emissions from transport. The Mayor would like to make London a zero carbon city by 2050. The Mayor will support and accelerate the uptake of Ultra Low and Zero Emission technologies including delivery of Electric Vehicle Charging Points.

## Non-key Executive Decision

- *Efficiency of deliveries and servicing:* The Mayor where practicable would like to see freight moved off London's streets and onto the Rail network and the river Thames.

### Chapter Four - A good public transport experience

- 12) This section of the MTS sets out the importance of a 'whole journey' approach and sees public transport improvements complemented by and facilitated through healthy streets measures. There is a focus on :
- Improving affordability and customer service
  - Enhanced public transport accessibility and bus priority measures
  - Shaping and growing the bus network
  - Improving rail services and tackling overcrowding
  - greater use of bus priority measures
- 13) Key strategic infrastructure projects cited in the MTS include a commitment to continue to progress Crossrail 2. However a potential future eastern spur from Hackney Central appears to be less of a priority in the short to medium term.
- 14) There are also proposals to extend the Croydon Tram network to Sutton from South Wimbledon and the London Overground from Barking to Barking Riverside (recently announced by the Mayor). The Mayor also wants to ensure the High Speed 2 complements Crossrail 2 with new gateway stations at Euston and Old Oak Common.
- 15) The Mayor will work with the Port of London Authority to produce a *London Passenger Pier Strategy* which will promote new piers and additional capacity at strategic piers. The Mayor will work with host boroughs and river passenger services operators to investigate the potential for an extension of river transport services to Barking Riverside by the early 2020's to connect key growth areas with Canary Wharf and other new developments in east London.

### Chapter Five - New homes and jobs

- 16) The Mayor's intention is that there will be 'good growth' over the next 25 years – providing more opportunities, delivering affordable homes and improving quality of life where people can enjoy living and working in good health.
- 17) The MTS identifies the principles of 'good growth' as : *good access to public transport, high density mixed use developments, people*

## Non-key Executive Decision

*choosing to walk and cycle, car-free and car-lite places ,inclusive and accessible design carbon free travel ,efficient freight.*

- 18) The importance of unlocking growth potential through new rail links is highlighted. Key rail interventions set out in the draft MTS include:
- Extending the Bakerloo line to Lewisham
  - Extending London Overground from Barking to Barking Riverside
  - Extending the Elizabeth Line (Crossrail 1) further east beyond Abbey Wood
  - Delivery of Crossrail 2
  - Lobbying Network Rail for enhancements along the West Anglia Main line to support development along the Upper Lea Valley
  - Examine the feasibility of delivering a new London Overground link between Hounslow and Old Oak with a possible extension towards Cricklewood.
  - Seek opportunities for new stations to unlock the potential for significant number of new homes and jobs.
- 19) The MTS also references the piloting of bus transit networks in outer London Opportunity Areas with the aim of bringing forward development, either ahead of rail investment or to support growth in places without planned rail access.
- 20) The strategy also sets out plans for new “demand responsive” bus services which would be focussed on outer London where more conventional forms of transport are less economically viable and car dependency is higher.
- 21) There is continued support for the Silvertown Tunnel in the MTS. However the Mayor will only give consideration to further east London river crossings following the delivery of Silvertown Tunnel and the Lower Thames Crossing.
- 22) There is a clear commitment for any future river crossings to include appropriate provision for pedestrians, cyclists and public transport.
- 23) The Mayor through TfL will examine the feasibility of “decking” over the A13 at Barking to assess the case for its potential to provide sustainable housing, jobs and to improve the character for the surrounding environment for the benefit of existing communities.
- 27) Figure 48 of the strategy sets out transport proposals for homes and jobs in outer east London and the Thames Corridor. There are no

## Non-key Executive Decision

specific strategic proposals set out for Havering, however there is a reference to a *potential* Belvedere crossing included.

### Chapter Six Delivering the vision

27. In order to meet London's transport needs and successfully deliver the aims of the strategy, significant capital investment will be required between now and 2041. Delivering the schemes identified in the strategy will require an average capital investment by TfL and others of around £3.3bn a year.
28. An implementation Plan (Figure 55) sets out the schemes identified in the strategy and the relative delivery time period for them (2017-20, 2020-30 and 2030-41)



## Appendix Two

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Date : October xx 2017

[www.havering.gov.uk](http://www.havering.gov.uk)

Dear Mr Mayor

### **London Mayor's draft Transport Strategy – response from the London Borough of Havering**

Thank you for consulting Havering on the Mayor's Transport Strategy Draft for Public Consultation.

This Havering response has been informed by recent meetings with your officers :

- Havering officers met Mike Keegan and Colin Mann on October 4 2017
- The Leader of the Council and officers met David McNeill, Nick Fairholme and Heather Preen on October 6 2017

Alex Williams (TfL) kindly confirmed that it would be appropriate for this response to be submitted outside of the formal consultation period.

Each of the discussions (above) confirmed Transport for London's very clear interest in, and support for, Havering's ambitious planning and economic development agenda. There was a shared understanding of the potential for Havering to respond to your 'good growth' agenda. Havering was encouraged that it was recognised that the provision of strategic transport infrastructure will be a key element in achieving this.

Most importantly as well, this response reflects a discussion between Councillor Frost and Deputy Mayor Valerie Shawcross on October 12 2017 at London Councils TEC that Havering's response should give prominence to our key strategic transport infrastructure objectives.

### **Overview**

Havering recognises the close links between land-use planning and transport. It supports the Local London Partnership perspective that key to achieving your Vision for London and delivering growth in jobs, population and housing is the provision of the enabling investment in strategic transport infrastructure and the development and implementation of policies to address pan-London issues such as air quality.

Along with the forthcoming revised London Plan, your strategy will have considerable potential to help deliver many important planning priorities across London and in individual boroughs. Havering considers that its transport aspirations should be reflected in both the revised London Plan and its supporting and complementary strategies such as the Transport strategy.

Havering's understanding is that the London Plan will continue to form an over-arching context for Transport and your other strategies and this is supported by Figure 54 Transport Strategy Delivery

process. It is a concern that your Transport strategy has been published ahead of the revised London Plan at the end of next month.

Havering strongly considers that the revised London Plan setting out your Vision and spatial planning policies for London should be published first and the Transport Strategy should be developed to set out how the policies in the London Plan relate to, or will be enabled by, transport policies and linked investment.

Havering is very keen to assist you in finalising the Transport strategy. Your Deputy's Mayor's comments to Councillor Frost, the discussions last week and this letter can be the first steps in that process.

This letter will focus on those parts of your strategy that we are especially keen to work with you on. We will be contacting your office to arrange a meeting so that we can work with you, your Deputy Mayors and your officers to do this.

This letter has an appendix which includes more general observations on the strategy including points that we support. Following engagement with our public health colleagues, it also highlights the important linkages between transport and health and the Council strongly supports the recognition afforded to this in the strategy.

### **Overview comments regarding Outer London and modal shift in the Transport Strategy**

Your strategy has a 'headline' ambition to improve active travel and public transport for the whole population with consequent improvements in levels of activity and decreases in air pollution. It aims for 80 per cent of Londoners' trips to be on foot by cycle or using public transport by 2041. Havering recognises that a slightly lower modal shift target applies to Outer London.

Both targets fail to recognise, however, that as an outer London Borough, Havering is currently much less well served by public transport infrastructure and services than Central and Inner London. In setting such ambitious targets, the strategy has overlooked the travel characteristics found in Outer London boroughs like this one.

It is very much the case in Outer London that private transport is still seen as the more realistic and convenient travel choice because there isn't the public transport 'offer' enjoyed by residents in Central and Inner London. This is evidenced in the latest Travel in London Report from TfL where it says that Havering has a modal share for walking, cycling and public transport of 43% and 58% travelling by car.

The strategy says it has been prepared to take account of the different circumstances across London and, in particular, the differences that are found in Outer London. Havering considers that the strategy is flawed in its approach to Outer London and unrealistic in its ambition for boroughs like Havering having regard to the practicalities of travel and movement here.

Much greater investment in public transport infrastructure in Outer London will be needed if the targets in the strategy are to be achieved.

Furthermore, the strategy doesn't recognise that, in regard to its demographic make-up, Havering's population bears very little similarity to boroughs in Central and Inner London.

The strategy should have a greater recognition of local circumstances. For example, it should recognize that Havering (like some other Outer London boroughs) has an increasing number of older people. Many people here have little option but to rely on their car to get around for the purposes of daily life when this and much inferior public transport facilities and services are taken into account.



Havering suggests that if the strategy must include modal shift targets for Outer London then they must be more realistic and sensitive to, and appropriate for, the specific circumstances of boroughs (depending on their location and characteristics) rather than try and apply 'a one-size fits all' approach across all of London.

### **Why the Mayor's Transport Strategy should support new improved transport infrastructure in Havering**

Havering broadly supported the approach in the 'A City for all Londoners' document and it wants to be recognised as a borough with considerable potential to accommodate 'good growth'.

Havering has already highlighted this in other documents and fora. It results from the :

- implementation of two Mayoral Housing Zones in Romford, and Rainham and Beam Park
- identification of London Riverside as an Opportunity Area
- scope for Romford to be designated as an Opportunity Area through the next London Plan
- the delivery of the Council's own plans for the regeneration of twelve of its housing estates
- imminent arrival of Crossrail and the resulting improvements in accessibility to and from Havering

Havering recognises its potential through its new Vision "*Havering – Making a Greater London*" which is about embracing the best of what Havering has to offer and how the borough can play an active and significant role in the success of the whole of London.

Havering is also promoting them through our emerging Havering Local Plan which your planning officers have responded positively to.

The Local Plan sets out the Council's Vision and strategy for future growth and sustainable development over the next 15 years up to 2031. It is envisaged in the Local Plan that at least 17,550 homes will be delivered in Havering over the plan period to 2031 with the provision of supporting infrastructure including significant transport investment and improvements.

The Local Plan identifies most of this growth taking place in the two Strategic Development Areas at Romford and Rainham and Beam Park which both include Mayoral Housing Zones. The Local Plan recognises that change and growth in these will be secured and facilitated by enhanced infrastructure including that for transport.

Romford is identified as a Metropolitan Centre in the London Plan. It is the largest town centre in Havering and it will benefit from Crossrail / Elizabeth line services from 2018/19. The Local Plan identifies that it has the potential to accommodate some 5,300 new homes over the plan period. It was clear from the comments from Mike Keegan that Transport for London recognise the significant potential and opportunity in Romford and that it should be a focus for development and enhanced transport facilities and services.

The Rainham and Beam Park Housing Zone has the potential to deliver 3,000 new homes. It will benefit from a new station at Beam Parkway. This is well advanced and is currently going through the Network Rail "GRIP" process and is due to open in 2020.

Havering is already developing or progressing proposals with Transport for London to deliver transformational change within these areas to support the new residential communities there.

A TfL funded 'Liveable Neighbourhood' scheme is being prepared for:

- **Romford Town Centre** to reduce the perception of the Romford Ring Road as a barrier to accessing the town centre, secure environmental and public realm improvements and extend the development opportunities linked to the Housing Zone

A TfL Major Scheme has already been submitted to Transport for London and is being progressed for :

- **A1306 New Road, Rainham** to complement the delivery of the Rainham Housing Zone and the comprehensive redevelopment of the adjoining Beam Park site (3,000 new homes), deliver significant improvements to public realm and the environment and act as a catalyst for further investment so as to achieve a 'step change' in how this area is perceived. Implementation of this scheme is expected to start in 2018/19.

Additionally, the Council is progressing proposals for the renewal and regeneration of twelve of its own housing estates across the borough to increase our housing stock and improve the wider environment.

### **The strategic transport aspirations to be included in the strategy to help deliver good growth**

We have been encouraged by our previous discussions with your Deputy Mayors and last week by the comments from Mike Keegan and David McNeill. These indicate acceptance and understanding regarding the considerable potential in Havering and a close match between our respective ambitions for Havering accommodating what you defined as 'good growth' in 'A City for all Londoners'.

To this end, Havering has previously discussed with your colleagues a number of key strategic transport interventions which are set out in its own Vision and strategy documents (such as the Havering Local Plan). These have been prepared and promoted to enable Havering to positively influence development and to respond to the London Plan and to demonstrate 'good growth'.

It was expected that these interventions would be reflected in the published Transport strategy so it is very concerning and disappointing that they are not.

Havering invites you to reconsider the approach in the strategy and to include amendments to it to help ensure that opportunities in Havering can be delivered.

The key interventions and commitments that Havering is seeking to be recognised in the strategy were discussed with your officers last week and the comments below reflect this.

### **Securing better 'connectivity' between north and south Havering**

Havering has good east west connections both in terms of the road network and also through bus and rail services but journeys between the north and south of Havering are very challenging and time consuming for our residents. This is because of the limited provision of public transport services and the routes involved. Our residents have very little choice as to how they do this if they do not have access to a car.





Specifically, for example, travelling between Romford and Rainham during the morning and afternoon peak periods can take well over an hour by bus. Residents in the north of Havering wishing to travel down to the south from Harold Hill to Rainham have only one direct option (the 174 bus service) or having to make the journey in several stages via Romford which takes much longer.

Not only residents are badly affected. Businesses here have also identified that north-south links adversely impact on them. South of the A1306, there are 300 businesses located in the London Riverside Business Improvement District (BID). Businesses here say that attracting and retaining staff is very difficult because of the lack of public transport serving the area and the very limited 'penetration' by bus services.

Havering remains to be convinced of the potential for demand-responsive bus services (Proposal 99) to fully address this issue in Outer London.

In order to secure a fundamental improvement in north-south connectivity, Havering is using some LIP funding to carry out feasibility work to look at options for a potential tram link between Romford and Rainham and Beam Park along with potential for links further north beyond Romford to Collier Row.

Both David McNeill and Mike Keegan responded very positively to this important initiative and this was very encouraging. They see this as very exciting way of securing improvements in orbital 'connectivity' and set out a willingness for TfL to work with Havering to explore and contribute to the feasibility work being undertaken for the Council by Jacobs. Because Jacobs are one of TfL's regular technical partners this is likely to be helpful when it considers the scheme further. As suggested by Mike Keegan, further work will be done to highlight the potential that a public transport link between north-south Havering has in terms of supporting more homes and jobs and we'll also follow up his advice to look at the similar work in LB Sutton. We expect to have this work concluded by the end of 2017 and we look forward to discussing it with you.

Havering considers this project should be :

- reflected in the strategy diagram on Figure 48 indicating Transport Proposals for Homes and Jobs in Outer East London and the Thames Corridor (it should also be listed in the key to this diagram)
- highlighted in the preceding supporting text on page 233
- included in Figure 55 Implementation Plan in the 'New homes and new jobs' section in the tram category (Medium cost)

Havering considers that reference to tram links to improve connectivity should also be included in Figure 48 Other expected outcomes to reflect the potential for this mode to contribute to the unlocking the delivery of new homes and jobs. As drafted, there is a reference only to development being supported by bus service improvements.

Notwithstanding the current feasibility work, Proposals 78 and 87 of the strategy to improve public transport connections to, and within, Opportunity Areas and bus capacity in Outer London is supported.

Earlier this year, Havering officers met with TfL's Network Development team who are looking at bus access to the London Riverside region (including the BID area). Havering will work with both the Network Development team and the BID as this work progresses. Havering and the London Riverside Business Improvement District (BID) have pressed for better bus penetration to the BID area and the strategy should include a firm commitment to deliver this.

Proposal 86 to trial bus transit networks in outer London Opportunity areas is supported. Havering welcomes TfL's intention to commission a study looking at options for an east London Bus Rapid Transit service serving London Riverside and further north towards Romford particularly as this may have the potential to help address the orbital connectivity issues mentioned above.

Havering considers that under the 'Bus' heading in the 'New homes and jobs' section of Figure 55 Implementation Plan an amendment is needed to show pilot bus transit networks in Opportunity Areas as being delivered from now not from 2020 onwards.

### **Interventions focussed on Romford Town Centre**

The significant opportunities at Romford in regard to new homes have been highlighted above and will follow from the delivery of the Romford Housing Zone and the development of important sites such as Bridge Close and land adjoining Romford station.

An important part of enabling Romford to realise its considerable potential will be to address the issues presented by the Romford Ring Road and this could be facilitated through the delivery of the TfL 'Liveable Neighbourhoods' scheme being developed presently.

In line with its new homes and jobs focus, your strategy could recognise that there is scope to extend the Housing Zone to encompass a wider area and to support further housing growth. This could be achieved if the Romford Ring Road on the west side of the town centre is "sunk" beneath ground by putting a section of it into a tunnel.

Romford's Ring Road has a significant 'severance' effect and is perceived as a barrier to people who want to access Romford town centre by means other than the car. Sinking the Ring Road beneath ground, as well as providing development opportunities, would also secure significant public realm and environmental improvements.

It is noted that Proposal 92 in the strategy highlights scope for development around operational sites (such as bus or rail stations). Romford station closely adjoins the Romford Housing Zone and development here to complement the Housing Zone would provide scope to significantly augment the delivery of new homes.

### **Changes to physical layout and operation of the key highway intersection at Gallows Corner**

Gallows Corner junction is a major highway intersection (in the form of roundabout junction) located in north east Havering.

It comprises a busy five arm junction linking the A12 Eastern Avenue and A12 Colchester Road with the A127 Southend Arterial Road, A118 Main Road, and Straight Road.

There is frequently severe congestion at the junction and on its approaches. It has poor resilience and often gives rise to disruption on the wider highway network in Havering. It has a poor record in regard to road safety and is linked to poor air quality. The junction causes major severance between Harold Hill and Romford and constrains residents in the former having convenient access to Romford and its facilities including transport. As a result, residents in some of the most disadvantaged parts of Havering are unable to enjoy the benefits elsewhere nor to have ready access to the jobs being provided in the south of Havering.



Havering has lobbied TfL for several years to undertake fundamental improvements to this junction to improve traffic flow, address safety concerns and tackle severance.

TfL's planned improvement programme for Gallows Corner only addresses road safety. It does not go far enough in addressing the fundamental issues at the junction including the severance that it causes. It does not recognise that a more radical overhaul of the junction as well as tackling the matters mentioned would also have the potential to provide land for development including the provision of more new homes.

Havering officers have discussed with TfL what could be done at Gallows Corner and a high level outcome plan has been developed by TfL. Regrettably, it is understood that none of the options considered will be progressed to a detailed feasibility study without a clear and direct Mayoral recognition of this. Your strategy is the opportunity to do this and it should be included within Figure 48 and in the supporting text.

Havering considers that the strategy should include a commitment to a detailed investigation of the fundamental changes that could be made to the junction in terms of its physical layout and its operation. "Sinking" the junction in the same way that the opportunities for doing this in Barking and Dagenham with the A13 (Proposal 93) are identified would enable wider development opportunities to be explored.

### **The need for greater commitment to more river crossings in East London**

Proposal 90 of the strategy suggests that investigation of further river crossings will only take place in a programmed manner following the delivery of Silvertown Tunnel, the provision of the Lower Thames Crossing and the DLR extension to Thamesmead. Previously, the Mayor had indicated an intention to progress work on, and deliver several, river crossings in east London. Havering is concerned that the urgency to address the severance issues caused by the River Thames has declined since the launch of TfL's several consultations on the river crossings package some years ago.

The strategy now has a diminished commitment to the delivery of further east London river crossings. This is likely to adversely impact on the wider east London sub-region and jeopardise the extent to which the sub-region can satisfactorily accommodate the growth envisaged in your other strategies and those for boroughs in east London and the wider Thames Corridor.

In Havering, there will be the delivery of the residential community at Rainham and Beam Park and intensification of industrial land in the Rainham Employment Area. Further east London river crossings will help address the significant growth planned in the east London region including the significant regeneration opportunities linked to the London Riverside Opportunity Area.

The strategy should look to accelerate the delivery of river crossings in east London as a priority. In particular, it should commit to detailed feasibility work into the scope for a river crossing between Belvedere and Rainham during the first phase of the MTS Implementation Plan. A bridge crossing between LB Bexley and Havering should reflect the transport characteristics of Outer London and avoid an inappropriate focus on accommodating public transport.

## **The importance of an eastern 'spur' from Crossrail 2**

Havering expects that there will be considerable benefits for the borough arising from the arrival of Crossrail / Elizabeth line services in 2018 / 19.

The commitment within the strategy (Proposal 56) to work with Government and stakeholders to finalise the Crossrail 2 route alignment is welcome.

The London Riverside Opportunity Area Planning Framework (2015) identifies that the wider area has the capacity to provide 26,500 new homes and 16,000 new jobs across Havering and Barking and Dagenham. Within this (above), Havering is itself delivering major proposals at Rainham including the Rainham and Beam Park Housing Zone and a major public realm improvement through the Beam Parkway Major scheme.

Havering is concerned that consideration of the scope for a potential future eastern 'spur' from the main Crossrail 2 route which could serve this area is not identified in the strategy in the short to medium term as a priority. An eastern extension to Crossrail 2 will help create thousands of new homes and jobs across East London and South Essex and attract investment into these areas. It may develop synergy with the route identified for the Lower Thames Crossing project.

Havering would like the strategy to include this as a firm proposal with a commitment to undertake detailed feasibility work. It should be listed in the 'New homes and jobs' section of the figure under Rail in the first delivery phase of the MTS Implementation Plan (2017 to 2020).

## **Improvements to bus access and services to Queens Hospital**

Since Queens Hospital opened in 2007, the number of bus services serving it has more than doubled. Havering welcomes the progress TfL London Buses has made delivering these additional service improvements.

The forthcoming reconfiguration of patient services between the Queens and King Georges Hospitals in Havering and Redbridge, respectively, will result in significant pressures on the transport infrastructure supporting the hospitals including the adjoining highway network. The parts of the Romford Ring Road adjoin the Queens Hospital are already very congested particularly during the daily peak periods.

Some parts of Havering are still poorly connected to the hospital by bus services and patients may need to use more than one bus service to get there.

Havering would welcome further discussion about the scope to improve the highway infrastructure and to provide additional bus services into Queens.

## **The new Beam Parkway Station**

The new station at Beam Parkway is a key component in the delivery of the wider regeneration of the area including the major housing scheme at Beam Park.

Havering has been working very closely with the GLA, DfT, Network Rail and the Essex Thameside line franchisee (C2C) as the new station is developed through the Network Rail detailed design "GRIP" process.

It should be referenced in the Implementation Plan (Figure 55) under 'A good public transport experience' in the Rail section and as a deliverable between 2017-2020.



## **Making more use of the river Thames for freight and passenger transport**

Havering welcomes Proposal 68 for TfL and the Port of London Authority (PLA) to produce a London Passenger Pier Strategy to provide new piers and provide additional capacity at strategic piers. Havering would like to work with TfL and the PLA as this strategy is developed.

Havering officers have recently discussed with TfL's river team the potential opportunities for the provision of future piers in Rainham to be used for passenger transport services. Havering would welcome further discussions with relevant stakeholders to explore this further.

Havering welcomes the recent launch of the Thames and London Waterways Forum by the Deputy Mayor for Transport.

Havering supports Proposal 69 to investigate the extension of river transport services to Barking but the final strategy should also include a commitment to investigate the feasibility of passenger services being extended further east including to Rainham.

More detailed points in relation to the specific content of the draft Mayor's Transport Strategy can be found in Appendix One.

In the light of her comments, a copy of this letter is being sent to Deputy Mayor Shawcross and your other Deputy Mayors.

Yours faithfully,

Councillors Roger Ramsey and Osman Dervish  
Leader of the Council and Cabinet Member for Environment and Community Safety

### Detailed comments on specific elements on the Mayor's Transport Strategy: Draft for Consultation

This Appendix provides comments relating to specific proposals and policies contained within the draft Mayor's Transport Strategy. These comments have been set out under various transport related topics.

#### Growth

- Havering supports the principle of “good growth” in ensuring people have options available to them to travel by means other than the car.
- Policy 17 concerning the development of London's public transport services to support the growth of the night time economy is supported. Havering would like to see this commitment go further with a proposal to deliver night time tube to the District Line.
- The Council would strongly encourage you to reconsider proposal 76 (b) concerning restricting car parking provisions within new developments as this does not recognise the parking pressures outer London Boroughs such as Havering are already facing as a result of high levels of car ownership.

#### Freight

- The Council is supportive of proposals 15 and 16 to move, where practical freight off London's streets and onto the rail network and onto the River Thames.
- Proposal 77 focussing on moving freight deliveries into the “off peak” is welcomed, however any retiming of deliveries to night times would have to be carefully considered to minimise noise impacts on residential areas.

#### Air Quality

- The proposals for a zero carbon city are broadly welcomed. As an outer London borough, this is particularly important for Havering as it hosts two major road links into London (A12 and A13) as well as a significant rail link serving East Anglia. The pollution experienced from heavy traffic on these routes through the borough into central London can make a serious impact on air quality and the health of residents. In Havering:
  - Havering has a higher estimated percentage of people with Chronic Obstructive Pulmonary Disease (COPD) (3.45%) than both London (3.04%) and England (2.91%)<sup>1</sup>
  - There are 61.7 deaths from COPD per 100,000 population in Havering, significantly worse than that for London (49.9 per 100,000) and England (52.6 per 100,000)<sup>2</sup>
  - The prevalence of all-age asthma in Havering is 4.8%, higher (worse) than that for London (4.6%)<sup>3</sup>

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<sup>1</sup> Public Health England (2017).

<https://fingertips.phe.org.uk/search/COPD#page/3/gid/1/pat/6/par/E1200007/ati/102/are/E09000016/iid/722/age/1/sex/4>

<sup>2</sup> Public Health England (2017)

<https://fingertips.phe.org.uk/search/copd#page/3/gid/1/pat/6/par/E1200007/ati/101/are/E0900002/iid/1204/age/1/sex/4>

<sup>3</sup> Public Health England (2017)

<https://fingertips.phe.org.uk/search/asthma#page/3/gid/1/pat/46/par/E39000018/ati/153/are/E3800004/iid/285/age/1/sex/4>



- Proposal 22 concerning the introduction of an Ultra-Low Emission Zone for central London by 2019, an Inner London ULEZ in 2021 and a London Wide ULEZ for all non-complaint heavy vehicles by 2020 is welcome.

#### Public Transport

- Improving public transport accessibility of the transport network is welcomed as is Policy 12 to enhance London's streets to allow all Londoners including disabled and older people to travel independently. People aged 65 and older are more likely to experience mobility issues or health concerns that affect their ability to live independently<sup>4</sup>.
- The Council welcomes the existing commitment, reiterated in the MTS, of making 40% of the London Underground network step free by 2022. It is also welcomed that a further tranche of step free stations will be delivered beyond this date. Havering would welcome discussions with TfL to see both Hornchurch and Upminster Bridge stations included in the programme of delivery in the next tranche of step free works.
- The Council would be very keen to explore with TfL the possibility of developing a local map showing disabled-friendly transport, shopping and general access points across the borough.
- In recent years the Council has invested some Local Implementation Plan funding on improvements to the highways network to improve bus punctuality for Local residents. The Council however is concerned about the wider impact proposal 54 (b) concerning greater provision of bus priority lanes may have on the local road network. Bus priority lanes aren't always the most appropriate measure to improve punctuality and are not considered appropriate for Havering.
- Proposal 54 (e) concerning better coordination of road works to reduce disruption to bus services (as well as other vehicle traffic) is welcomed. Havering is already working with Essex County Council to get better cross-boundary collaboration around the coordination of road works.
- Although the Mayor's Transport Strategy (MTS) recognises the need for improved access for those with disabilities, it appears to focus more on physical disabilities. Those with other types of disabilities (including for example anxiety disorders, panic attacks, learning disabilities, autism, dyslexia, dementia etc.) may have fewer/restricted options for their travel choices as a result of their condition; for example, it may be safer and less anxiety-inducing for a person with a severe mental health condition to travel by car.

#### Active Travel

- Havering welcomes proposal 5 concerning maintaining and expanding "legible London" pedestrian wayfinding maps and improving journey planning tools to assist people making more trips by foot or by bike.
- Havering welcomes proposal 7 concerning the promotion of walking and cycling to school and workplaces. This is particularly important in Havering where an extensive School Expansion Programme is being delivered across a number of primary and secondary schools.
- Havering, working with schools in the borough has a very active School Travel Plan programme. Out of the 90 schools in Havering, 55 are accredited as part of TfL's STARS Accreditation programme (35 Gold, 5 Silver and 15 Bronze). Modal shift is down to 21% which is down from 40% when the STARS Accreditation system was first introduced back in 2010.

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<sup>4</sup> World Health Organisation (2015). *World Report on Ageing and Health*. Geneva, WHO, [http://apps.who.int/iris/bitstream/10665/186463/1/9789240694811\\_eng.pdf?ua=1](http://apps.who.int/iris/bitstream/10665/186463/1/9789240694811_eng.pdf?ua=1)

## Safety and Security

- Havering welcomes the focus the Mayor has put on reducing accident rates through the Vision Zero approach. Whilst the targets to eliminate all road collisions from London's streets by 2050 is welcome, it is considered highly ambitious and will require significant investment (funding) at borough level given that 95% of roads in London belong to local authorities.
- It is welcomed that the draft MTS recognises that reducing casualty rates cannot be done by physical measures alone and that education and the educating of young people plays an important part in this too.
- It is projected that the largest increases in population in Havering will occur in children (0 -17 years) and older people age groups (65 years and above) up to 2031. Therefore the proposals aimed at improving personal safety and security on the transport network are welcomed, particularly for vulnerable people.

## Health

- Policy one of the MTS is welcomed by Havering and complements Havering's Prevention of Obesity Strategy 2016-19. This identifies a number of actions to shape the environment and support a healthy culture that ultimately aims to make the healthier choice the easier choice. These are wide-ranging but include improving road safety, delivering cycle training, improving public transport links and increasing cycle parking.
- Havering supports the proposals set out in Policy 9 and Proposal 48 for the Healthy Streets approach to be used when delivering street improvements to improve the whole journey experience.
- Havering welcomes the Healthy Streets approach to planning transport in London and for putting health at the heart of planning transport.
- The aim for all Londoners to do at least 20 minutes of active travel each day is welcomed. It is estimated that if all Londoners walked or cycled for 20 minutes a day this would save £1.7bn in NHS treatment costs over 25 years, for example by reducing hip fractures, dementia, depression, cardiovascular diseases and cancers. It would also in turn reduce pressures on Local Authority health and social care budgets.

## Havering Health Statistics

- Havering offers a wide variety of facilities and opportunities to be active. This includes physical assets such as parks and open spaces, and initiatives aimed at encouraging more walking and cycling.
- However Havering is statistically significantly worse than the London average in the following physical activity indicators:
  - 59.2% of Havering adults are classed as physically active, significantly worse than the London average of 64.6%.
  - 80.0% of Havering adults do any walking at least once per week, significantly worse than the London average of 84.2%





- 74.1% of Havering 15 year olds have a mean daily sedentary time of over 7 hours per day, significantly worse than the London average of 69.8%
- 50.4% of Havering adults report doing any walking at least five times per week, significantly worse than the London average of 57.4%
- 7.8% of adults do any cycling at least once a month, significantly worse than the London and England averages of 14.7%<sup>5</sup>

Obesity prevalence is also high:

- 66.1% of Havering adults are classified as overweight or obese, significantly worse than the London average of 58.8%
- 23.2% of Reception children in Havering are overweight or obese, similar to the London average or 22.0%
- 37.3% of Year 6 children in Havering are overweight or obese, similar to the London average of 38.1%<sup>6</sup>

Mental illness prevalence in Havering:

- Mental illness is the third most important cause affecting the health of people in Havering, (cancers being the first, and heart disease & stroke the second).
- Up to a third of people with problems such as diabetes, heart disease and COPD are also affected by mental health problems.
- The prevalence of mental health problems in Havering (0.65%) is generally lower than both London (1.07%) and England (0.88%)<sup>7</sup> but there is variation in how common it is across the wards in the borough.
- The prevalence of depression ranges from 56.6 per 1000 persons aged 17 and over in Upminster to 113.0 per 1000 persons aged 17 and over in Gooshays (i.e. more generally more common with increasing deprivation)<sup>8</sup>

Levels of Dementia in Havering:

- Dementia is more common in Havering (0.79% of registered population) than London (0.51% of registered population) and England (0.76% of registered population).
- The prevalence of dementia in Havering is the third highest in London
- Dementia will be an increasing problem for Havering because of its ageing population. The care that people need is quite complex and expensive<sup>9</sup>.
- It is predicted that by 2027 there will be a 16% increase in the number of people aged 65-84 and 18% increase in those aged 85+
- By 2032 it is predicted there will be a 24% increase in the number of people aged 65-84 and 45% increase in those aged 85+<sup>10</sup>

<sup>5</sup> Public Health England (2017). *Physical Activity Tool*. <https://fingertips.phe.org.uk/profile/physical-activity/data#page/0>

<sup>6</sup> Public Health England (2017). *Public Health Outcomes Framework*. <http://www.phoutcomes.info/public-health-outcomes-framework#gid/1000049>

<sup>7</sup> *Quality outcomes Framework 2014/15 published October 2015*

<sup>8</sup> London Borough of Havering (2017). *Havering Health and Social Care Needs. JSNA*. [http://haveringdata.wpengine.com/wp-content/uploads/2017/04/JSNA-Overview-of-HSC-Needs\\_2.0.docx](http://haveringdata.wpengine.com/wp-content/uploads/2017/04/JSNA-Overview-of-HSC-Needs_2.0.docx)

<sup>9</sup> London Borough of Havering (2017). *Havering Health and Social Care Needs. JSNA*. [http://haveringdata.wpengine.com/wp-content/uploads/2017/04/JSNA-Overview-of-HSC-Needs\\_2.0.docx](http://haveringdata.wpengine.com/wp-content/uploads/2017/04/JSNA-Overview-of-HSC-Needs_2.0.docx)

<sup>10</sup> Data source: GLA 2015-based Demographic Projections – Local Authority population projection Housing-led Model; Greater London Authority (GLA); Produced by Public Health Intelligence; Cited in: London Borough of Havering (2017). *This is Havering: a demographic and socioeconomic profile*. [http://www.haveringdata.net/wp-content/uploads/2016/12/201617\\_Havering-Demographic-Profile-v3.1.pdf](http://www.haveringdata.net/wp-content/uploads/2016/12/201617_Havering-Demographic-Profile-v3.1.pdf)

## Funding

- In order to meet London's transport needs and successfully deliver the aims of the strategy, significant capital investment will be required between now and 2041. The strategy suggests that delivering the schemes identified in the strategy will require an average capital investment by TfL and others of around £3.3bn a year.
- Havering would encourage you to discuss with the Secretary of State for Transport the scope for a proportion of the revenue generated through the Queen Elizabeth II crossing being used to fund local transport improvements in East London as a way of supporting delivering the vision of the MTS. This is something that Havering has consistently argued for when responding to DfT consultations on proposed changes to the tolling regime at the crossing.
- As you may be aware the Local Implementation Plan funding is allocated to boroughs through a "formula" agreed by London Councils several years ago. This takes into account a number of indicators including bus reliability, road safety, congestion, air quality and accessibility. The strategy sets out the need to build 50,000 homes across London per annum for each year of the strategy. A sensible approach would therefore be to include population and growth as factors in the way that future LIP funding is allocated to boroughs.

