

Transport Policy Position

East London, north and south of the river, is one of the fastest growing parts of the country. It incorporates the fifth busiest train station in the country. However, it also contains significant areas of deprivation with poor public transport links and a high reliance upon cars. Improving key transport links and public transport, connecting residents to key employment and learning sites, is vital for people's lives, as well as generating sustainable growth.

Key Messages / Overview

- Significant demographic change and higher population growth in Local London boroughs than London and national averages.
- Has seen significant jobs growth over the past decade.
- Has seen significant levels of in- and out- commuting.
- Car use is higher than average in 8 of Local London 9 boroughs, particularly high in the outer boroughs where public transport options are fewer.
- Parts of South London have seen house building rates less than half that of the rest of London due to poor transport connections.

Background

Local London is the fastest growing part of London with average growth over 10% between 2011-2021. Six boroughs have population growth above the London average (7.7%) with the populations of Barking and Dagenham, Greenwich, Havering, Newham, and Redbridge all with growth of over 10%. Of all London boroughs, Barking and Dagenham had the third highest increase with 17.6%.

The Local London area has experienced jobs growth of +173,000 in the decade to 2021 – achieving the same annual growth rate as London of 2.1%. When comparing the number of residents in work with the number of jobs in each borough, census data would suggest that individual boroughs experience significant levels of in-/out- commuting and that all Local London boroughs rely on in-commuters to fill jobs and have more residents in work than local jobs based in their own boroughs.

Transport links within the sub-region are significantly below levels seen in other parts of London, for example, Bexley and Bromley are two of only five London boroughs without tube infrastructure. In addition, where routes into and out of London can be well serviced in parts, orbital links across and between boroughs are often not, contributing to an over-reliance upon overground trains and on cars.

Car use for commuters is higher than the London average in six of nine Local London boroughs. Usage is particularly high in the outer boroughs, with 40.1% of Havering and 39.1% of Bexley residents travelling to work by car, van, or taxi compared to a London-wide figure of 22.6% (see [Annex.](#))

Over the next few years, ports in the South East will experience considerable expansion in capacity, with Felixstowe expected to double in capacity by 2030, the Port of Dover and the DP World London Gateway expected to expand, and Tilbury to quadruple in size. Much of the additional freight will be travelling along A13, A12 and A2.

Most boroughs are considering and implementing a wide range of sustainable transport measures, albeit in the face of challenging public finances. Public transport and active travel investments are key to addressing climate change and making demonstrable progress towards London's zero carbon targets.

They are also working on bringing forward key strategic transport investments. These measures are vital to unlocking housing and employment opportunities for residents. These include:

Buses

- [Superloop](#)

Rail

- [Bakerloo Line Extension](#)
- [Beam Park](#)
- [Elizabeth line to Ebbsfleet](#)
- [Enfield to Liverpool Street Overground](#)
- [Stratford International](#)
- [Stratford Station](#)
- [Thamesmead & Beckton Riverside Public Transport Programme](#) (including DLR extension to Belvedere.)
- [Transport Devolution](#)
- [Walthamstow Central](#)

Roads

- [A13 and South Barking Improvements](#)
- [Lower Thames Crossing](#)

River

- [River Roding Crossing](#)
- [Thames ferry crossings](#)
- [Thames piers and wharves development](#) (including river bus options.)



The Local London position

Whilst individual boroughs will have their own transport priorities and issues, our collective voice has considerably more power. Our sub-regional asks include:

- Accelerated delivery of key transport infrastructure investments to support the growth of this sub-region.
- Advocating for levelling up and sustainability criteria to be at the heart of transport appraisal decisions.
- Devolution of rail planning and delivery for London by London.

Priority investments for the Local London sub-region

Buses

Superloop

The Superloop is a proposed network of 10 express bus routes aimed at improving connections and journey times between outer London town centres and key transport hubs within the city. The first stages of the Superloop went live mid-July 2023. Consultations are currently being rolled out across the Capital in advance of proposed routes going live.

Issues

- Entirely misses Havering.
- Fragmented, especially around the Royal Docks.
- Originally intended to include other key sites, such as hospitals and linkages to key transport nodes such as Tottenham Hale.
- Needs better links to DLR (at present includes only North Woolwich within the Local London sub-region.)
- SL3 service between Bromley and Bexley does not serve Bexley Village or many of the growth areas in north Bexley.
- The route alignment for the Superloop could better serve areas of low PTAL (Public Transport Accessibility Levels), which have recently been impacted by ULEZ expansion, such as Chingford in the north of Waltham Forest.

Rail

Bakerloo Line Extension

The Bakerloo Line faces significant challenges, relying upon 50-year-old rolling stock and tracks in need of upgrade. In comparison to the other major London underground lines, the Bakerloo line significantly under-performs against its potential capacity.

Current plans for an upgrade propose replacing the full fleet of existing rolling stock (Stage 1), which exceeded its nominal design lifespan in 2008, with new rolling stock, as well as improvements and modernisation of signalling equipment (Stage 2). TfL is currently seeking assurances about long-term capital funding which would enable this upgrade.

Whilst the upgrade is separate from any proposed extension to the line, extending the line would provide a great opportunity which could see an additional 150,000 journeys as well as connecting some of London's lease served areas to the tube network.

At present, the Bakerloo Line terminates at Elephant and Castle.

An extension to the line could support 150,000 additional public transport trips and 20,800 fewer car trips each day, 20,400 additional homes and almost 189,500 sqm of additional commercial floorspace, catalysing new transit-orientated communities in South East London,

whilst supporting 86,000 homes across London's Opportunity Areas. It is estimated that an extension could generate up to £1.5 billion in GVA per annum as a result of new jobs at unlocked sites and across the supply-chain.

TfL are currently considering plans to extend the Bakerloo Line. The current plans involve extending the line as far as Lewisham.

Issues

The estimated cost of an extension would be between £4.7bn to £7.9bn (in 2017 prices) with an estimated 7 years to construct. Whilst funding is not in place, the Secretary of State for Transport has issued directions to safeguard the land needed to build the proposed extension.

Beam Park

Beam Park is a new neighbourhood in the south of the [London Boroughs of Barking and Dagenham](#) and Havering. Beam Park railway station is planned to serve the new community and would also become the terminus for bus routes 165 and 365.

The construction costs for the station were met by developers in the area and the GLA. The station received planning permission in February 2019 but, as of August 2023, has not been given the green light to introduce a passenger service, with an unwillingness to do so before 2024. The inability to connect workers with potential new jobs vital to this part of the sub-region is having an economic impact.

Issue

DfT expect GLA to underwrite any operational cost overruns for at least 3 years. Havering Council is unable to cover anything further than the GLA indemnity due to financial constraints. It is unclear if GLA will be able to meet any increase in costs.

C2C have started a regional consultation looking at the timetable to understand what changes may be necessary to adjust to post-Covid commuting and travel patterns. It would be helpful if the timetable review allowed the analysis to be broadened to consider the benefits to the wider region.

Elizabeth line to Ebbsfleet

The C2E Partnership was formed in 2016 as an informal group of authorities to promote the completion of the Elizabeth line beyond its current terminus at Abbey Wood towards Ebbsfleet. The partnership includes the London Borough of Bexley and the GLA.

[The Abbey Wood to Ebbsfleet Connectivity Study](#) has now been completed and the results are being considered by the C2E Partnership.

The Mayor of London set out support for a "Government-led extension" to the Elizabeth line and has included the extension to Ebbsfleet in his Transport Strategy.

A business case is now with government and the partnership is awaiting feedback although the partnership continues to make the case particularly in the light of the success of the Elizabeth line to Abbey Wood.

Enfield to Liverpool Street Overground

London Overground runs services into and out of Liverpool Street, splitting to the north of Edmonton Green, with one branch continuing to Enfield Town and the other to Cheshunt. The service pattern in peaks is 4 trains per hour (tph) on the Enfield Town branch and 2 tph on the Cheshunt branch.

Issues

The Enfield Town branch drops to just 2 tph off-peak and fails to meet the 'turn-up and go', metro-style service that the Council and other stakeholders have been lobbying for.

In the short-term, TfL's priority is to even out the services between trains during peak periods. In the medium term, TfL are looking into the feasibility of operating a 3 tph service off-peak on both the Enfield Town and Cheshunt branch. However, the implementation of this change is dependent on the outcome of the feasibility study and funding being available.

Stratford International

The original intended purpose of Stratford International station was to act as the London stop for regional Eurostar trains bypassing St Pancras and continuing to other destinations in Britain. The £210 million station was completed as part of the upgrade of the Channel Tunnel line between St Pancras and Folkestone.

Issues

However, these services did not come into being, leaving only the domestic Southeastern trains serving the station. There is considerable untapped potential for this station for both international passengers, as well as high value light freight, which could have a significant positive economic impact for the sub-region, London and the UK.

Stratford Station

Stratford Station is the fifth busiest station in Britain and has been identified by TfL as one of only four 'Strategic Interchanges.'

Issues

London Legacy Development Corporation recently published a Key Facts briefing making the case for redevelopment of Stratford Station, stating that "Stratford station is in urgent need of redevelopment. From overcrowding and poor capacity to being the only station in the top ten busiest in the UK not to have a central concourse, making it difficult to navigate".

- Stratford's population has grown by 69% in just a decade. Government projections estimate that the population of east London is expected to increase by 500,000 people over the next 20 years, meaning east London will continue to be single largest growth area in the UK.
- TfL predicting passenger movements, estimated at 128 million in 2019, to increase by 60% by 2041.
- A business case was to be submitted to the Government in early 2023, requesting funding for the regeneration of Stratford Station.

Thamesmead and Beckton Riverside Public Transport Programme

The DLR was inaugurated in 1987, originally intended to serve the area of operation of the London Docklands Development Corporation in East London. TfL has submitted a full strategic outline case to the Government for support for the next stage of work. This would extend the DLR from Gallions Reach to Thamesmead via Beckton Riverside and to Belvedere, this is part of a wider public transport programme to support Thamesmead and Beckton Riverside. There are additionally aspirations for Bus Rapid Transit from North Greenwich to Slade Green, which would provide a link to Dartford Fasttrack.

Under the plans, a new DLR station would be built at Beckton Riverside, with a tunnel under the Thames linked to another new DLR station at Thamesmead. TfL anticipates that this extension would support low-carbon developments in Thamesmead and Beckton Riverside, enabling the delivery of around 25,000-30,000 new homes to be built on both sides of the river, as well as improving connectivity across the river and providing alternatives to private car use in the area.

Issues

Newham, Greenwich and Bexley have been campaigning for an extension of the DLR to Belvedere. TfL has said that the scale of the project means that some degree of government support will be required.

A further £6m is being raised by TfL and the Greater London Authority (GLA) as well as other partners.

TfL aims to agree an affordable solution by 2025. This could enable construction to begin as early as 2028, with the DLR extension open to the public by early 2030s.

Transport Devolution

Southeastern Metro has experienced cuts of £5m in funding, leading to cuts to services that have resulted in severe overcrowding on trains in South East London boroughs, which are poorly served by the London Underground network. This has caused bottlenecks at Lewisham, overcrowding at stations including London Bridge, and trains diverted to Cannon Street instead of Charing Cross. This has also resulted in the scrapping of a direct link to the Elizabeth Line. Comparatively, the TfL-run overground routes have experienced no such cuts. Parts of our sub-region reliant on the Overground have very poor frequency on key routes, e.g. Enfield.

City Hall is campaigning for Southeastern Metro and other rail services to be transferred to TfL. DfT now runs most of London's local train services, Southeastern has been Government run since September 2021.

Issues

In March 2023, the London Assembly passed a motion to reiterate its longstanding support for the devolution of local train services so as to "provide a truly integrated, reliable and affordable rail network for Londoners", a call supported by the Mayor. However, DfT have advised that this is not under consideration, instead focusing on a new partnership in the South East between TfL, Local Authorities and the newly created Great British Railways.

Walthamstow Central

Walthamstow Central Station is a sub-regionally significant station, one of the busiest in London outside Zones 1-2, with over 20m passengers per annum and interchange with London's second busiest bus station and overground services. The station has existing capacity and accessibility challenges which TfL's modelling demonstrates will increase in impact over the next decade, including the station's operation and restricting growth in Walthamstow and its sub-regional transport catchment.

Through the Waltham Forest Council's partnership with TfL and Capital & Regional, owner of 17&Central (The Mall), the under-construction regeneration of the shopping centre has enabled planning permission to be secured for a new fully accessible entrance within the phased development. With this in place, the Council is investing developer contributions to enable a first phase of work on the station box which will be delivered in 2024. This initial work extends the timeframe for the partnership to secure the further funding required – in the region of £20m – to deliver the full station box, which will become the new ticket hall, in parallel with the second phase of the shopping centre's regeneration which is due to commence in 2025.

Issues

TfL does not currently have any allocated capital funding, so is working with Waltham Forest Council to develop the full business case for the project in preparation for future TfL capital funding settlements and bids to other sources of funding, including GLA more widely and central Government.

Roads

A13 and South Barking Improvements

The A13 is one of the busiest arterial routes into London, connecting Essex with Central London and is one of two main roads through the East End passing through the boroughs of Havering, Barking and Dagenham, Newham and Tower Hamlets. It runs the length of the Thames Gateway, a national priority for regeneration and growth.

The route suffers from significant congestion, cuts the borough of Barking and Dagenham in half, and has led to low grade industry and poor environment along its route, restricting development.

Issues

TfL and the London Borough of Barking and Dagenham have agreed a package of measures for the A13 and the South Barking growth schemes. These include replacing the expired Lodge Avenue flyover, new green bridge(s) over the A13, improvements to Lodge Avenue and Renwick Road junctions, a new station at Castle Green, and improved north/south bus links. The flyover works are funded and will start in 2024/5 – studies to develop the supporting schemes are in progress and estimated costs are circa £250m. Together these schemes are essential to ease traffic bottlenecks and serve over 20,000 new homes in South Barking. However, the construction of the flyover will also cause significant disruption to the road networks.

Lower Thames Crossing

National Highways is proposing a scheme to deliver a new river crossing east of the existing Queen Elizabeth Bridge. The scheme known as the Lower Thames Crossing will provide a new connection between the A2/M2 in Kent via a twin-bored tunnel underneath the Thames to the A13. A new three lane northbound and two-lane southbound road will then connect through to the M25 between junctions 29 and 30 within Havering. This is considered an investment of national significance.

To obtain consent, the scheme promoter (in this case National Highways) is required to progress the scheme through the Planning Act 2008 Development Consent Order (DCO) process. The scheme is currently subject to a sixth month examination which will conclude on 20 December 2023. The Examining Authority (ExA) will then have three months in which to make a recommendation to the Secretary of State for Transport on whether to grant the scheme Development Consent. The Secretary of State will then have a further three months in which to make a determination on the scheme.

Havering Council is supportive of the scheme, in principle, on the basis that the proposed crossing represents investment into the borough and will be of benefit to local residents and businesses, who will gain access to a new connection south of the Thames. Whilst supporting the scheme in principle, the Council has consistently raised concerns about the adverse impacts the scheme will have on traffic congestion and the environment, as well as the disruption caused during its construction.

Issues

Havering Council has continued to raise concerns about the impact that the scheme will have on the wider road network both during construction phase of the project and operation, and the need for appropriate mitigation. In particular, both Havering and TfL have raised concerns about the impact the project will have on a number of junctions along the A127.

During examination, the Council has also been raising other matters of concern including improving access for pedestrians and cyclists, and the need for commuted sums to cover ongoing maintenance of future assets.

River Roding Crossing

The River Roding is a barrier to east-west movement between Newham and Barking. While substantially narrower than the Thames, it is a navigable river with similar clearance issues to the Thames on the section south of the A13.

Issues

The London Borough of Barking and Dagenham has aspirations towards a Lower Roding crossing. A feasibility study is currently in progress (and scheduled to conclude in April 2024) to examine a new public transport link across the river connecting Creekmouth to the new communities in Newham borough at Gallions Reach and the Royal Docks, helping to deliver Stage 4 of Barking Riverside. This would require wider powers for land assembly and stakeholder consent. It is anticipated that this would have a cost of £100m+.

Barking and Dagenham has also identified an Upper River Roding crossing among their transport priorities, which would run between Abbey Road and Quay Road/Freshwater Road in Barking Town Centre as a precursor to establishing a new DLR/tram linking Barking with

Gallions Reach and the Royal Docks; and to support the development of new homes/jobs in Barking Town Centre, as well as opening up the potential for new public transport routes.

Redbridge and Newham are also pursuing a River Roding crossing just north of the Elizabeth Line. This is a long-standing aspiration for a walking/cycling link and is linked to a (paused) Liveable Neighbourhood scheme, Ilford Garden Junction which is at the A118 Romford Road / A406 North Circular Road junction.

River

Thames ferry crossings

Arup were commissioned by the Port of London Authority to undertake a study to understand the benefits of low cost/zero emission pedestrian and cyclist ferry river crossings with a view to advocating for low-cost ferry river crossings to be included in the plans of candidates for the 2024 London Mayoral election.

The study found that zero-emission maritime urban mobility has the potential to ease pressure on public transport, provide new routes and critical links to the city.

Issues

Initial demand forecasting and conservative costing assessments undertaken as part of the study suggest that the scheme may be challenging to deliver without a significant funding package.

Thames piers and wharves development

The London Passenger Pier Strategy sets out the Mayoral and Port of London Authority's vision for the role of piers in supporting London's growth, particularly in East London. New piers served by extended river bus services are planned with a view to making the river a prime transport mode choice in East London where they can support new developments, homes, jobs and growth. This includes the development and implementation of pier adaptation plans, where appropriate, to support the development of light freight operations.

The River Thames has enormous potential for handling largescale light freight. While there is limited activity at the moment, [research commissioned by the Thames Estuary Growth Board](#) indicates that, at the right scale, it could easily be competitive with road freight. Moving millions of parcel deliveries from the road to the river would deliver new jobs, reduce congestion and push London forward on the path to net zero.

At a small scale, river freight will not be competitive compared to the road. However, the same research suggests that handling just 3% of the 700 million parcels destined for London could make river freight competitive.

11 new piers are planned, including in Greenwich, Beckton and Barking, with services potentially extending into Kent, enabling more sustainable passenger and freight journeys, reducing congestion on the roads.

There is also the potential for additional access to the river in Bexley from Erith Pier, however, this would require investment to incorporate a replacement floating pontoon to the



existing structure to enable river access, the cost of which is estimated at upwards of £1m. Clipper franchises, such as UBER Clipper, are keen to expand their services eastward, but would require this infrastructure upgrade, as well as, use of such infrastructure at a reduced rate.

Issues

To properly exploit the potential for river traffic, additional piers, beyond the 11 promised, will be required which will necessitate additional investment.

Annex: Statistics

Method of travel to work 2021

Area	Work from home	Underground, metro, light rail, tram	Train	Bus, minibus or coach	Taxi	Motorcycle, scooter or moped	Driving a car or van	Passenger in car or van	Bicycle	On foot	Other travel to work
Bark&Dag'm	20.7	16.2	9.2	10.2	0.6	0.6	32.5	2.5	1.3	4.7	1.5
Bexley	34.5	2.4	10.3	6.6	0.6	0.7	36.0	2.5	0.8	4.5	1.2
Bromley	46.6	1.9	9.4	5.0	0.4	0.6	27.9	1.8	1.1	4.3	1.0
Enfield	31.3	8.7	5.0	10.6	0.6	0.5	32.5	2.2	1.4	5.7	1.5
Greenwich	40.5	9.5	8.7	10.7	0.4	0.6	20.0	1.5	1.9	4.9	1.2
Havering	33.4	6.7	7.0	5.6	0.6	0.5	36.8	2.7	0.7	4.9	1.2
Newham	29.2	23.5	8.6	9.1	0.5	0.7	17.3	1.5	2.3	6.0	1.4
Redbridge	34.9	14.6	6.0	5.8	0.6	0.5	28.4	2.1	1.1	4.8	1.3
W.Forest	37.6	17.9	4.9	7.2	0.5	0.6	19.6	1.4	3.5	5.5	1.2
Essex	32.3	1.1	3.2	1.7	0.5	0.4	48.2	3.5	1.4	6.6	1.0
Hertfordshire	39.4	1.2	3.4	1.7	0.5	0.4	41.4	3.0	1.2	6.9	0.9
Kent	31.1	0.2	3.5	2.1	0.4	0.5	48.4	3.9	1.2	7.8	1.0
London	42.1	9.9	5.3	8.9	0.5	0.7	20.6	1.5	3.0	6.4	1.2

Source: 2021 Census, Office for National Statistics.

Method of travel to work 2011

Area	Work from home	Underground, metro, light rail, tram	Train	Bus, minibus or coach	Taxi	Motorcycle, scooter or moped	Driving a car or van	Passenger in a car or van	Bicycle	On foot	Other travel to work
Bark&Dag'm	2.2	21.9	12.4	12.6	0.5	0.8	38.2	2.8	1.4	6.3	0.6
Bexley	3.6	2.6	25.1	8.9	0.9	1.3	47.3	3.1	1.2	5.6	0.6
Bromley	5.8	3.3	30.8	7.5	0.5	1.1	40.3	2.2	1.5	6.3	0.6
Enfield	4.3	15.5	11.9	13.3	0.5	0.7	42.4	2.6	1.4	6.5	0.7
Greenwich	4.0	15.3	23.5	16.2	0.5	1.1	27.7	1.9	2.3	6.5	0.9
Havering	3.6	9.5	18.0	7.7	1.1	0.9	48.2	3.2	0.9	6.3	0.6
Newham	2.4	39.8	12.5	13.2	0.3	0.6	20.4	1.5	1.7	7.1	0.6
Redbridge	4.2	29.4	9.9	7.4	0.9	0.6	37.6	2.3	1.1	5.9	0.6
W.Forest	3.4	33.2	10.3	11.1	0.6	0.9	28.4	1.9	2.8	6.7	0.6

Essex	5.4	2.3	10.6	3.3	0.6	0.7	60.5	4.7	2.1	9.2	0.6
Hertfordshire	6.2	2.4	11.5	3.2	0.5	0.7	60.0	4.1	1.7	9.3	0.5
Kent	6.0	0.3	9.2	3.8	0.4	0.9	60.9	5.1	1.7	11.2	0.6
London	5.4	4.1	5.3	7.5	0.5	0.8	57.0	5.0	3.0	10.7	0.6

Source: 2011 Census, Office for National Statistics.



Method of travel to work is driving a car or van, by **occupation** (job type), where this represents 50% or more of total employed residents – highlighted in red (2011 Census)

	All categories : Occupation	1. Managers, directors and senior officials	2. Professional occupations	3. Associate professional and technical occupations	4. Admin and secretarial occupations	5. Skilled trades occupations	6. Caring, leisure and other service occupations	7. Sales and customer service occupations	8. Process, plant and machine operatives	9. Elementary occupations
Barking and Dagenham	36.4	41.6	36.9	34.9	30.3	46.4	31.7	26.3	59.1	27.2
Bexley	44.7	47.3	47.3	38.5	35.9	57.0	48.6	40.4	56.6	38.1
Bromley	37.7	37.5	38.7	29.1	30.9	54.1	46.1	32.6	53.2	34.1
Enfield	40.0	46.0	42.6	34.3	35.4	51.0	38.5	32.9	56.5	28.3
Greenwich	26.1	27.4	26.4	19.6	20.5	40.1	26.6	21.2	50.5	19.2
Havering	45.5	48.5	48.2	38.5	36.2	58.2	49.8	38.1	56.9	41.4
Newham	19.2	25.8	19.8	16.5	15.0	26.3	15.2	12.1	48.6	11.8
Redbridge	35.3	43.4	37.4	28.2	27.6	45.3	35.6	28.8	52.4	28.0
Waltham Forest	26.8	32.1	28.9	22.2	22.6	35.8	25.9	20.4	45.9	16.2
Essex	57.0	57.8	60.9	51.1	53.8	66.2	57.9	48.9	67.4	49.3
Hertfordshire	56.6	57.2	57.7	53.6	58.4	66.0	56.8	47.4	66.0	47.0
Kent	57.4	57.5	61.7	55.5	57.1	64.8	56.8	48.6	67.0	46.4



England	53.9	57.2	58.4	52.2	54.5	60.8	51.8	42.7	64.5	40.9
London	26.3	28.7	24.6	19.8	24.1	40.2	27.4	21.8	50.6	20.1

Number of Tube Stations by borough

Bexley - 0

Bromley - 0

Greenwich - 1

Waltham Forest - 4

Havering - 4

Enfield - 4

Barking and Dagenham - 5

Newham - 7

Redbridge - 10