

Thurrock - An ambitious and collaborative community which is proud of its heritage and excited by its diverse opportunities and future

Planning, Transport, Regeneration Overview and Scrutiny Committee

The meeting will be held at **7.00 pm** on **5 July 2022**

Committee Room 2, Civic Offices 3, New Road, Grays, Essex, RM17 6SL.

Membership:

Councillors Alex Anderson (Chair), John Allen (Vice-Chair), Tom Kelly, Kairen Raper, Graham Snell and Lee Watson

Substitutes:

Councillors Adam Carter, Colin Churchman, John Kent, Martin Kerin and James Thandi

Agenda

Open to Public and Press

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To approve as a correct record the minutes of the Planning, Transport, Regeneration Overview and Scrutiny Committee meeting held on 1 February 2022.	
3. Items of Urgent Business	
To receive additional items that the Chair is of the opinion should be considered as a matter of urgency, in accordance with Section 100B (4) (b) of the Local Government Act 1972. To agree any relevant briefing notes submitted to the Committee.	
4. Declaration of Interests	

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Queries regarding this Agenda or notification of apologies:

Please contact Kenna-Victoria Healey, Senior Democratic Services Officer by sending an email to Direct.Democracy@thurrock.gov.uk

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DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF

Breaching those parts identified as a pecuniary interest is potentially a criminal offence

Helpful Reminders for Members

- *Is your register of interests up to date?*
- *In particular have you declared to the Monitoring Officer all disclosable pecuniary interests?*
- *Have you checked the register to ensure that they have been recorded correctly?*

When should you declare an interest *at a meeting*?

- **What matters are being discussed at the meeting?** (including Council, Cabinet, Committees, Subs, Joint Committees and Joint Subs); or
- If you are a Cabinet Member making decisions other than in Cabinet **what matter is before you for single member decision?**



Does the business to be transacted at the meeting

- relate to; or
- likely to affect

any of your registered interests and in particular any of your Disclosable Pecuniary Interests?

Disclosable Pecuniary Interests shall include your interests or those of:

- your spouse or civil partner's
- a person you are living with as husband/ wife
- a person you are living with as if you were civil partners

where you are aware that this other person has the interest.

A detailed description of a disclosable pecuniary interest is included in the Members Code of Conduct at Chapter 7 of the Constitution. **Please seek advice from the Monitoring Officer about disclosable pecuniary interests.**

What is a Non-Pecuniary interest? – this is an interest which is not pecuniary (as defined) but is nonetheless so significant that a member of the public with knowledge of the relevant facts, would reasonably regard to be so significant that it would materially impact upon your judgement of the public interest.

Pecuniary

If the interest is not already in the register you must (unless the interest has been agreed by the Monitoring Officer to be sensitive) disclose the existence and nature of the interest to the meeting

If the Interest is not entered in the register and is not the subject of a pending notification you must within 28 days notify the Monitoring Officer of the interest for inclusion in the register

Unless you have received dispensation upon previous application from the Monitoring Officer, you must:

- Not participate or participate further in any discussion of the matter at a meeting;
- Not participate in any vote or further vote taken at the meeting; and
- leave the room while the item is being considered/voted upon

If you are a Cabinet Member you may make arrangements for the matter to be dealt with by a third person but take no further steps

Non- pecuniary

Declare the nature and extent of your interest including enough detail to allow a member of the public to understand its nature



You may participate and vote in the usual way but you should seek advice on Predetermination and Bias from the Monitoring Officer.

Our Vision and Priorities for Thurrock

An ambitious and collaborative community which is proud of its heritage and excited by its diverse opportunities and future.

1. **People** – a borough where people of all ages are proud to work and play, live and stay
 - High quality, consistent and accessible public services which are right first time
 - Build on our partnerships with statutory, community, voluntary and faith groups to work together to improve health and wellbeing
 - Communities are empowered to make choices and be safer and stronger together

2. **Place** – a heritage-rich borough which is ambitious for its future
 - Roads, houses and public spaces that connect people and places
 - Clean environments that everyone has reason to take pride in
 - Fewer public buildings with better services

3. **Prosperity** – a borough which enables everyone to achieve their aspirations
 - Attractive opportunities for businesses and investors to enhance the local economy
 - Vocational and academic education, skills and job opportunities for all
 - Commercial, entrepreneurial and connected public services

Minutes of the Meeting of the Planning, Transport, Regeneration Overview and Scrutiny Committee held on 1 February 2022 at 7.00 pm

Present: Councillors Tom Kelly, Martin Kerin, Graham Snell (nominated Chair), Lee Watson and Adam Carter (Substitute) (substitute for David Van Day)

Apologies: Councillors Alex Anderson (Chair) and David Van Day (Vice-Chair)

In attendance: Jahur Ali, Recreation and Leisure Services Manager
Phil Carver, Strategic Lead Enforcement and Community Protection
Anthony Fletcher, Development Services Manager
Matthew Ford, Chief Engineer
Mat Kiely, Transportation Services Strategic Lead
Kevin Munnely, Interim Strategic Lead Regeneration
Leigh Nicholson, Assistant Director of Planning, Transport and Public Protection
Lisa Preston, Enforcement Operations Manager
Julie Rogers, Director of Public Realm
Keith Rumsey, Interim Assistant Director, Regeneration and Place Delivery
Henry Skipton, Interim Strategic Lead Regeneration
Stephen Taylor, Strategic Lead of Economic Development
Navtej Tung, Strategic Transport Manager
Peter Wright, Strategic Lead of Highways and Infrastructure
Grace Le, Senior Democratic Services Officer

Before the start of the Meeting, all present were advised that the meeting may be filmed and was being recorded, with the audio recording to be made available on the Council's website.

As the Chair and Vice-Chair were not present to preside over the meeting, Democratic Services opened the meeting and asked for nominations of a Chair. Councillor Snell was nominated and voted by the Committee to act as Chair for this meeting.

The Chair stated that as this meeting was being held in South Essex College instead of the Council Chamber, there was a time limit for the use of this venue which was until 9.30pm. If the items on the agenda were not concluded by 9.30pm, the items would be deferred to the next meeting.

30. Minutes

The minutes of the Planning, Transport, Regeneration O&S Committee meeting held on 7 December 2021 were approved as a true and correct record.

31. Items of Urgent Business

There were no items of urgent business.

The Chair stated that the Thurrock Transport Strategy and Vision, Tram, Active Travel and River Connectivity briefing note had been circulated on 21 January 2021 to the Committee. Members confirmed that they had received and read this.

32. Declaration of Interests

The Chair declared a non-pecuniary interest in that he owned a car in Thurrock and that he lived in a PPA parking area.

33. Fees and Charges Pricing Strategy 2022-23 (deferred from 7 December 2021 meeting)

The report was introduced by Leigh Nicholson.

Councillor Kerin raised concerns over the number of charges that had risen above inflation particularly in Darnley Road and Argent Street car parks and in car parks where there were sports recreation facilities. He said that the charges would impact on businesses and users of the sports facilities and questioned why the charges were above inflation. Referring to page 15, he pointed out that the charges on Argent Street would increase by 42% which he felt was not justifiable even if the charges had not increased over the past 3 years. He was also concerned over the increases in the car parks for Coalhouse Fort and Belhus Cricket Club.

Phil Carver explained that the service aimed to maintain a consistent approach in charges and had benchmarked their charges against other local authorities. He said that the methodology used for charges were outlined in the report. In regards to the increase in car park charges for Coalhouse Fort and Belhus Cricket Club, he explained that the car parks were well used and that although it was currently free, it cost the service to maintain the car parks. The increase in the car park charges was to offset this cost. Maintenance of the car parks included resurfacing and filling potholes which caused accidents to users. The charges would be ring fenced back to these car parks. Adding on to this, Julie Rogers referred Members to paragraph 3.3 and said that the service looked at their neighbouring authorities' charging schemes to try to keep a consistent approach in charges.

Councillor Kerin said that he could not agree with the principles for increasing the car park charges as the borough's recreational spaces were much needed

and well used. He pointed out that people had to drive to these places to access these and felt it was not right to have charges there.

Referring to 5.3, Councillor Kelly questioned whether this had influenced the decision to increase car park charges. Julie Rogers replied that Covid had played some part but the pandemic had an overall impact across the Council. She explained that the car parks cost the service to maintain and pointed out that the charges had not increased over the years but this needed to be balanced to ensure they were maintained.

Councillor Carter pointed out that the 42% increase was in line with inflation and that if the charges did not increase, the service would not be able to maintain the car parks well. Councillor Watson questioned whether the charges would be over a 7 day period or during Monday – Friday. Lisa Preston answered that the car park charges would be during Monday – Friday except for the car park in Grays Beach. For Canterbury Parade, the charges would be in place during Monday – Saturday, but would remain free for the first hour.

The Chair commented that an increase in charges was not well liked by people but pointed out that car parks required maintenance which came at a cost. He mentioned that he was aware of claims for injuries in car parks and questioned the cost of these. Phil Carver answered that the last figure had been in the region of £24,000 and some of these injuries had been due to the potholes in the car parks.

Councillor Watson asked what the forecasted costs of maintaining the car parks was and what the revenue would be from the car park charges for the year. Phil Carver advised the detail was in the report.

RESOLVED:

- 1.1 That Planning, Transport and Regeneration Overview and Scrutiny Committee noted the revised fees, including those no longer applicable, and comment on the proposals currently being considered within the remit of this committee.**
 - 1.2 That Planning, Transport and Regeneration Overview and Scrutiny Committee noted that director delegated authority will be sought via Cabinet to allow Fees & Charges to be varied within a financial year in response to commercial requirements.**
- 34. Introduction of additional Pay and Display sites within Thurrock (deferred from 7 December 2021 meeting)**

The Chair stated that a statement from a member of the public had been accepted and he invited Mr Cansdale to speak. Mr Cansdale read out his statement:

“Unfair Tax on Outdoor Sport and Lifestyles

I believe that our local parks and recreation grounds contribute to healthy living and residents should be encouraged to visit them and should not be deterred by car parking charges. It is my understanding that Council policy is to encourage outdoor activity as part of a healthy lifestyle.

My concern is that the car park charging will drive away organised sport from the venue as club members may choose to participate elsewhere at one of several venues where sport is played in Thurrock and where it is free to park. Or they may choose not to play at all. Teams do not pay for car parking at 'away' fixtures and it is likely Thurrock teams will be ostracised by leagues and competitions, potentially leading to expulsion and social division.

Essentially, Thurrock Council is proposing that a very small sub-set of the population of Thurrock, which uses Ockendon Recreation Ground very frequently, will be paying a very heavy price for repeated visits as Council looks to gain additional revenue to recover the reported £34.3m funding gap and we would suggest that contributions to close this gap are made across the whole Thurrock community, not via these proposed car parking charges, so that an unfair and disproportionate financial burden on our membership can be avoided.

I wish to point out that the statutory guidance for local authorities on enforcing parking restrictions from HM Government, section 2.1, states that 'Enforcement authorities should not view it in isolation or as a way of raising revenue'.

HM Government's Sports Strategy

The report appears to be contrary to HM Government's Sports Strategy, published in December 2015, with the mantra of 'a new strategy for an active nation'. The first key heading for a series of 23 performance indicators is 'More People taking part in Sport and Physical Activity'. I suggest that, in Thurrock, this objective will not be met if Council erect pay and display equipment in the car parks of local recreation grounds, such as that planned at Ockendon.

Objectives of DCMS Renewal Taskforce

On 20th May 2020, the DCMS announced the creation of this taskforce, chaired by The Right Hon. Oliver Dowden CBE MP, with the view of ensuring that sport and culture can re-open successfully in the post-covid era. I believe this is part of HM Government's pledge to 'Build Back Better'. I therefore suggest that charging to park vehicles at Ockendon Recreation Ground is contrary to the objectives of HM Government, the DCMS and its renewal taskforce.

Thurrock Council's Active Place Strategy

This strategy was adopted by Cabinet at its meeting held on 13th January 2021. A Council member in recommending the report for adoption, said:

“Sports will be at the centre of the new local plan and this report will help to increase sport uptake across the Borough”. I ask the current Cabinet members to consider that introducing car parking charges at Ockendon Recreation Ground will not meet the expectations of the Active Place Strategy and participation of outdoor sport at Ockendon will diminish as a result.

Similar Recreation Grounds in Thurrock

I am of the opinion that to introduce car parking charges at Ockendon Recreation Ground would be unfair. It is the only playing field of its type which is earmarked for charges; all other venues remain free of charge. How can this be fair? For the avoidance of doubt, I am not suggesting that charges should be inflicted across the area.

Self-Maintenance of Sports Pitches at Ockendon Recreation Ground

Thurrock Council had previously advised that, due to budgetary constraints, sports clubs would have to maintain their own sports pitches with effect from April 2021. This has been fully complied with at Ockendon Recreation Ground. It should be recognised that those actions will save hundreds of thousands of pounds over the next two decades or so, yet playing field users at Ockendon are paying a heavy price for the costs of grounds maintenance equipment to replace the equipment previously used by Council operatives. I consider it an insult for sports club members who stay at the ground to carry out this work on a daily basis to then be charged to park their vehicles.

Incorrect Nomenclature of Venue

The report initially refers to “South Ockendon Recreational Centre” and this incorrect naming was recently reported as such on a BBC News website item. I consider this to be highly misleading and indicates potential concealment of the proposal. I wish to point out that clarity of proposals to the public is referenced within section five of the statutory guidance for local authorities on enforcing car parking restrictions issued by HM Government.

Further, part 2.7 of the report encourages ‘a large turnover of vehicles’. I consider this to be wholly inappropriate for Ockendon Recreation Ground which is a small, basic public park and not in any way a ‘Recreational Centre’, which implies multiple single visits from across the region.

Reducing Anti-Social Behaviours

I reject the notion of part 2.4 from the report which states that ‘the lack of parking enforcement also means these car parks do not receive regular patrols leaving these areas more prone to abandoned vehicles, fly tip, traveller incursions, ASB and nuisance behaviour’. Insofar as Ockendon Recreation Ground is concerned, I believe that the reverse is true. I say that a car parking charge would deter proper usage of the park leading to more problems, not less. The vigilance of our members has, in the past, resulted in successful outcomes from their reporting of a wide range of occasional anti-

social behaviour at our venues, such as racist chanting and graffiti, drug use, fly-tipping, vandalism and motor bike incursion, most of which would otherwise have been unreported.

When, for example, a local sports club had to move away from another Thurrock public park due to Council spending cuts in the mid-1990's, drug dealing replaced cricket and the local crime rate went up. Hardly a coincidence, I would suggest. Please do not make this mistake at South Ockendon.

Perceived Contradiction of Funding Requirements

I note that there appears to be a contradiction with the proposal document. On page one, it is clear from the Executive Summary that Council needs to remedy the funding gap over the next two financial years as a basis for introducing additional car park charging. However, on page seven, a senior management accountant has recorded that car parking income can only be used for car parking purposes and has to be ring-fenced for that sole purpose. But I question whether the estimated annual income of £159,964 is far in excess of what the actual maintenance costs are for each of the four venues highlighted in the report.

Lack of Clarity over Issuing of Permits to Sports Clubs

I recognise that there is a reference to members being able to obtain permits, but it is unclear at this stage how this would be organised and my enquiries have not found any evidence that such a scheme is being planned. There is also visiting 'away' teams to consider, as well as match officials, caterers, coaches/managers and maintenance staff. In cricket, the match day captain certainly has enough to do, without trying to organise car parking permits. If the home team captain is also the 'adult in charge', this could lead to a safeguarding issue if he or she has to leave the field to issue a temporary permit to a visiting latecomer. In cricket, I should clarify that it is acceptable for adults and children to play in the same team, subject to minimum age and appropriate consent.

I believe that charging for car parking at Ockendon Recreation Ground will only lead to congestion and inconvenience for local residents where road parking is allowed and uncontrolled.

In scrutinising this report today, I trust you will be able to recommend that it is rejected. Thank you."

The Chair invited officers to respond.

In regards to crime and Anti-Social Behaviour (ASB), Phil Carver said that Civil Enforcement Officers were trained to identify and report ASB which they did. An option to reduce ASB was through the use of Automatic Number Plate Readers (ANPR) which was widely known to reduce crime as it was able to trace vehicles to owners.

In regards to sports recreation, Jahur Ali said that the service had consulted with the sports clubs. There would be a permit scheme for clubs with fixtures so they would not be charged. At the South Ockendon recreational ground, the service had identified a designated parking area that would be used for the sports clubs to park in without charge. There were multiple options that could be considered to ensure that clubs continued to use the facilities.

The report was presented by Phil Carver.

Referring to the designated parking space at South Ockendon recreational ground, Councillor Kelly queried the number of car parking spaces available there and how the ANPR system would work within this area. He also asked whether the service would consider not charging on one of the days in the car park. Jahur Ali replied that the area would fit around 30 cars but would need some work to be undertaken to bring it up to standard, if the proposal in the report were to be approved. He said that the area would be gated to prevent other non-club users from parking there. In regards to using an ANPR system in the area, he explained that the clubs would manage this by adding vehicle number plates into the system that were allowed to park in the area. On the car park charging, Phil Carver explained that the car park charges were proposed for 7 days a week.

Councillor Watson asked whether the works in the designated parking space in the South Ockendon recreational ground would be undertaken before the car park charges started. She pointed out that the area could be resurfaced with tarmac to allow the club users to use this before the charges began. She asked whether parents of the children who used the clubs would be charged and whether the charges could be at a lower rate on the weekends. She was concerned that people would not use the clubs if they had to pay for car parking.

Officers replied that the service had a quote for the works to be undertaken in the designated parking space of the South Ockendon recreational ground. They explained that the area already had tarmac and was being used by the clubs. The parents could also use the designated space. In regards to lower charges at weekends, officers said that this could be considered.

Councillor Kerin noted that the charges were to reduce ASB but stated that he agreed with Mr Cansdale in that the more people that used car parks was a deterrence in ASB itself. He commented that the proposed charges was to bridge the Council's £34k financial gap and the charges was a burden on people who wanted to use the sports clubs for their kids to play sports. Phil Carver explained that the proposed charges were for the maintenance of the car parks and to deter ASB.

Thanking Mr Cansdale for his statement, Julie Rogers said that this would help to inform the service of how to proceed forward. She explained that this would go through a full TRO process which lasted around 12 weeks and the service would work with the sports clubs. She stated that the charges would

not start until the designated parking space was ready. In regards to the income from the car park charges, these would be ring fenced back to maintaining the car parks only.

In regards to the charges for Coalhouse Fort and One Tree Hill, Councillor Kelly commented that it was not unusual to see charges for these areas as this was common in Essex Country Parks. Referring to the charges proposed for Tamarisk Road, he questioned which area of this road the charges would be for. Phil Carver answered that the service had undertaken an exercise on this road which had suggested that the number of vehicles parking on this long stretch of road were from commuters. He said that it would be commuters that would be paying the charges and residents would have permits.

The Chair queried whether the service had the authority to charge in Langdon Hills Country Park. Officers advised that the land crossed council borders and there was a management agreement in place, which was to be reviewed at the request of Essex County Council (ECC). Officers explained that the car park was maintained by Thurrock Council and that two of the service's rangers managed and patrolled the entire site. Car parking charges would form part of the renegotiation of the Management Agreement and ECC would be included in the consultation process.

Referring to the South Ockendon recreational ground, the Chair stated that he was also concerned over the charges as people also used the car park for visiting the cemetery as well. He thought that ANPR would be beneficial and agreed with MR Cansdale that paper permits would not be ideal as it was harder to manage. He said that he could understand the reasons for the charges but the sports club needed to be helped first and would prefer to see those changes in place prior to any charges being implemented.

Councillor Kelly stated that he wanted to see a reduced charge on one of the days of the week or on weekends. He said that the ANPR system should be tested first if it was to be used for the designated space at South Ockendon recreational ground. He stated that he did not want to see double yellow lines to be introduced anywhere around the roads leading to the car parks as this would cause parking issues around that area.

Referring to the recommendations, Councillor Kerin stated that he had considered the proposals but he did not support the recommendation to Cabinet. Councillor Watson agreed with him and also did not support the recommendations.

The Chair, Councillor Kelly and Carter supported recommendation 1.1.

UNRESOLVED:

To consider the proposal, in view of the Medium Term Financial Plan and efficiencies required to meet a balanced budget, and support the

recommendation to Cabinet to create additional pay and display facilities and car parks in Thurrock.

35. Parking Policy and Strategy and Parking Design and Development Standards

The report was presented by Navtej Tung.

Councillor Kelly asked whether there were any substantial changes since the report was last discussed at the PTR meeting on 5 October 2021. He commented that the parking strategy needed to acknowledge the issues that the borough currently faced and highlighted issues of the lack of visitor spaces in developments. He felt that there needed to be spaces for delivery vehicles to unload as well. Referring to the multi-storey car parks in Lakeside, he said that these worked well and commuters were able to park there for free but other areas such as Grays did not have this. Navtej Tung replied that there were no substantial changes since the last report but gave Members the opportunity to look at the policies again as requested by the Chair (Councillor Alex Anderson).

Referring to parking standards in new developments, Councillor Kerin asked if this took into consideration the changing nature of families as children became adults but was still living at home. This usually resulted in the purchase of another car which meant another parking space was needed. He also asked what support was in place to help schools with car parking issues. Referring to page 142, Matthew Ford said that a range of different land use and parking standards were outlined and this was applied to ensure that there were good provisions within schools such as drop off and pick up points. He referred to a recently approved planning application for the Orsett Heath Academy and explained how extra parking had been provided due to the recreational uses within the site and also to provide for the multi-functional provision to maximise these. He explained that land use focused on the area of a development where there were opportunities to relax parking standards such as town centre locations with other modes of transport or to provide appropriate parking provisions for facilities that were further away.

Councillor Kerin questioned what was in place to support existing schools who did not have those extra car parking spaces. Matthew Ford replied that the parking standards were not designed to mitigate existing schools and that there were different procedures for these. The service encouraged schools to use travel plans but needed schools to work with the service on these.

In regards to residential developments near train stations, Councillor Kerin commented that these did not have an adequate number of parking spaces. He queried the views of the service when developments proposed less parking spaces because of the proximity to the train station. Matthew Ford explained that over the past 10 – 15 years it had been difficult to evidence the need for adequate parking spaces in residential developments without a parking policy in place. He said that government policies had shifted to require certain parking standards which was reflected in the NPPF to require an

appropriate mix of parking spaces. He went on to say that there were some developers who tried to reduce the number of spaces proposed but the policies and standards in the report would set the requirements for parking spaces in developments in Thurrock.

The Chair commented that the policy and standards set out attempted a modal shift in encouraging people to use other modes of transport. Referring to the table on page 72, he pointed out that wards with a higher percentage of no cars had a train station in their ward but the percentage of car usage was still high. He stated that the parking policy document was rejected at the last discussion because it forced people to use other modes of transport and people still wanted to use cars. Referring to page 84, he pointed out that parking permits penalised people for having a car. He went on to refer to page 93 and said that people would also be charged for using emission based vehicles.

Agreeing with the Chair, Councillor Watson said that her ward covered a large area and that most people owned a car. She said that reducing the number of parking spaces in new developments would cause cars to park on streets. She mentioned that she was a member of the Planning Committee and that there were not enough parking spaces in proposals and also no disability parking spaces. She stated that the borough could not cope with less parking spaces. Matthew Ford explained that the elements of the parking standards were evidence based on case studies that included Chafford Hundred and looked at the impact of car usage on the road network and how people moved around the borough. This gave a range of parking options which allowed for some flexibility for developers and for the Council and developers who proposed less parking spaces had to demonstrate how this would work. There was a requirement for developers to provide safe parking spaces and on plot parking as well as spaces for disabled users closer to the dwellings. On plot parking also enabled these to be used for electric charging points in future. He said that the service would not be encouraging garages as a parking space as these were not viable and could be converted into rooms. He explained that the parking standards document was not a fixed document and could change over time but the service needed a policy in place to support in appeals and applications.

In regards to the parking strategy, Navtej Tung explained that the document did not force people to use other modes of transport but only encouraged this modal shift. He said that car ownership was decreasing across the country and the document reflected this to encourage less car usage. He explained that the strategy did not aim to charge people for car use but only provided this opportunity. If there were to be charges, this would need to go through consultation. In regards to emission based vehicles, he explained that this part of the strategy looked at the opportunity to improve air quality.

The Chair pointed out that the document did not reflect the officers' comments. He said that he had lived in Thurrock a long time and had only ever seen a modal shift in an increase in the use of cars. He stated that car ownership had declined elsewhere in the country but felt that this was not the

case for Thurrock. Councillor Kerin added that there were no major changes in the documents from the last discussion and that the Committee still did not support the documents.

Referring to Orsett Heath Academy, Councillor Kelly said that the service should look to that development as a blueprint for future school developments. He stated that there needed to be an increase in the number of parking spaces in new developments and to ensure that there was a good balance. This included more visitor spaces and increasing the number of spaces per dwelling. He referred to the parking spaces proposed for Springhouse Club as an example. Councillor Carter stated that there should not be less parking spaces because a development was near a train station. He pointed out that the numbers reflected that car usage was still high in those areas. The Chair mentioned that there were no issues with the parking enforcement or design documents but he was not happy with the parking policy and standards documents. He was not happy to support the report's recommendation and said that these documents needed to be reconsidered. He said that he wanted to see clarity on the emissions based vehicle charges and parking permits along with the other issues that the Committee had raised.

RESOLVED:

To review and propose recommendations for amendment to the Parking Policy and Strategy, Parking Design & Development Standards, and Parking Enforcement Strategy.

36. Integrated Transport Block Capital Programme 2022-23. Highways Maintenance allocation and programme 2022-23

The report was presented by Mat Kiely and Peter Wright.

There were no questions or comments from Members.

RESOLVED:

1.1 Planning Transport and Regeneration Overview and Scrutiny provide comment on the report and the following Cabinet recommendations:

1.2 Endorse the ITB Capital Programme allocations, policy and prioritisation direction for the DfT ITB Block funding under the key Policy areas of Road Safety Engineering, Safer Routes to School, Area Intervention Programme and EV charging programme.

1.3 Endorse the Highways Maintenance Block Allocation Programme (as detailed in Appendix 4) for 2022/23.

1.4 Support the process which delegates authority to the Director of Public realm, in consultation with the Cabinet Member for Highways and

Transport, to review and make local changes to the ITB programme and the DfT Maintenance Block Allocation programme, as well as other funding allocations that may arise within-year.

37. A13 East Facing Access Update and Outline Business Case Proposal

The report was presented by Mat Kiely.

Referring to option 1A, the Chair questioned if this was a preliminary plan. Mat Kiely explained that this option would require a more extensive design idea.

Councillor Kerin commented that there was not much to say until it was confirmed who would be the scheme promoter. He said that the report needed to be brought back to committee once this was confirmed. He questioned why National Highways had been approached to be the scheme promoter and why Thurrock Council could not be the scheme promoter themselves. Mat Kiely replied that this was due to the ability to find more funding and National Highways had funding for road investments. National Highways were also more familiar with large scale road infrastructure delivery and the road was also a part of their strategic road network. Thurrock Council had taken the initiative to bring the scheme forward in a much needed area.

Councillor Kelly commented that the scheme should have been implemented years ago due to the Lakeside basin. He mentioned that there was a football pitch in the area and said that the service needed to ensure that the pitch was supported in their move. Navtej Tung explained that the service had been in discussions with the sports pitch providers and there were a number of options in moving the pitch. The service would work with them to ensure that there would be minimal disruption to them.

The Chair commented that the scheme was needed and would help to improve journey times and reduce the amount of traffic on the roads. He asked that the report be brought back and that it needed to highlight potential pitfalls within the project.

RESOLVED:

1.1 Planning Transport and Regeneration Overview and Scrutiny provide comment on the report and the following Cabinet recommendations:

1.2 Members are asked to note the work undertaken to produce the EFA Outline Business Case to date, to endorse the approach that has been taken and to provide comment on the OBC.

1.3 Members are asked to note and comment on the proposed approach to work with National Highways to identify how the OBC submission and responsibility for the scheme can be progressed.

1.4 Members are asked to note and comment on the proposed cost and risk implications identified within the report.

38. Stanford-le-Hope Interchange Report

Members discussed whether the item should be discussed in an exempt session. Councillor Kerin and Watson wished to discuss the exempt appendix in an open session as they felt that this needed to be discussed in an open public meeting. The Chair, Councillors Kelly and Carter voted to discuss the item in an exempt session and Councillor Kerin and Watson voted against. Councillor Kerin and Watson chose not to participate in the item in an exempt session.

This item was discussed in an exempt session.

39. A13 Widening Project

Due to the time limit of the venue, this item was deferred to the next meeting.

40. Tilbury and Grays Town Fund Updates

Due to the time limit of the venue, this item was deferred to the next meeting.

41. Regeneration Programme Update

Due to the time limit of the venue, this item was deferred to the next meeting.

42. Work Programme

Members requested that Stanford Le Hope Interchange Update and A13 Widening Update remain as standing items on the work programme in the next municipal year.

The meeting finished at 9.27 pm

Approved as a true and correct record

CHAIR

DATE

Any queries regarding these Minutes, please contact
Democratic Services at Direct.Democracy@thurrock.gov.uk

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05 July 2022	ITEM: 5
Planning, Transport and Regeneration Overview and Scrutiny	
Thurrock Supported Bus Services	
Wards and communities affected: All Wards	Key Decision: Key Decision
Report of: Navtej Tung, Strategic Transport Manager	
Accountable Assistant Director: Leigh Nicholson, Assistant Director, Planning, Transportation and Public Protection	
Accountable Director: Julie Rogers, Director of Public Realm	
This report is Public	

Executive Summary

Thurrock Council supports through financial contribution three local bus services within the borough. These services, tendered by the council in 2019 are funded through a corporate budget. The services are operated by the bus operator NIBS on a three-year contract, which concluded in March 2022, with an option to extend by up to a further two years. Due to uncertainty in the market, and the impacts of the pandemic, a twelve-month extension has been implemented. The tendered cost of these services was approximately £452,000 per annum, but due to cost pressures, has risen significantly this year. With the receipt of a grant from the Department for Transport, the additional liability for this year is up to £50,000, which will form a corporate budgetary pressure on the council.

This report sets out a recommendation to review the provision of these supported services, through consultation with communities which are served by the three bus routes.

- 1. Recommendation:**
 - 1.1 Committee to endorse the commencement of consultation within the community for a period no less than 12 weeks on the need and impact of the three bus services supported by Thurrock Council.**
 - 1.2 Committee to note that during the consultation period any necessary profiling of user groups is to be undertaken together with a Community Equalities Impact Assessment.**

1.3 A further report scheduled for December 2022 will be presented to Committee to be made aware of the outcome of the consultation, the Community Equalities Impact Assessment and recommended options for future service provision into 2023 and beyond.

2. Introduction and Background

- 2.1 Thurrock Council subsidises the operation of three local bus services within the borough. These services provide access to and from locations and for communities which would not be otherwise supported by commercially sustainable bus services. These three services, the 11, 265 and 374, are further detailed below, with a route map appended to this report.
- 2.2 Service 11 serves Purfleet-on-Thames, Aveley, South Ockendon, North Stifford, Thurrock Hospital/proposed IMC, Grays, Chadwell St Mary, Orsett, Horndon-on-the-Hill, Stanford-le-Hope, Corringham, Fobbing, Basildon Hospital and terminating at Basildon bus station. This bus departs every two hours from approximately 7am until 7pm Monday to Friday only, with one bus in each direction.
- 2.3 The 265 operates twice a day with a solitary bus on Mondays, Wednesdays and Fridays only, connecting Grays, Socketts Heath, Orsett, Bulphan and West Horndon, with departures in each direction between 10am and 2pm.
- 2.4 Lastly the 374 serves Grays, Socketts Heath via Hathaway Road, Chadwell St Mary, West Tilbury, Coalhouse Fort, East Tilbury, Linford, Stanford-le-Hope, Corringham, Fobbing, Basildon Hospital and terminates at Basildon bus station. These buses run Monday to Friday, departing approximately every 90 minutes between 7am and 6pm, with one bus in each direction, and every three hours on Saturdays.
- 2.5 The communities of East Tilbury Village, Fobbing and Horndon-on-the-Hill have no alternative public transport provision and Bulphan has no other provision linking it with any other part of Thurrock. East Tilbury and Linford have no other bus provision, but do have access to rail services, although it should be noted that some parts of East Tilbury are a significant distance from the railway station. In addition, these services provide direct links between communities which are not offered by commercial services. For example, there are no alternative direct links between Purfleet and Aveley, or Aveley and South Ockendon.
- 2.6 Prior to a formal tender in 2019, papers were submitted to Overview and Scrutiny Committee and Cabinet to agree the continuation of the services. A three-year contract with a two-year extension option was awarded to NIBS.
- 2.7 The contract was tendered on a “revenue risk” basis, where the council does not pay for the full cost of delivering these services but provides a guaranteed sum to the operator. All fares and revenues collected remain with the operator, providing an incentive to the operator to increase patronage, helping

to reduce cost to the council, and placing a risk with the operator if revenues do not meet their projections.

- 2.8 In 2019, the three services carried 89,040 passengers. The subsidy provided by Thurrock Council for these three services for that year totalled £454,318.20. This equated to a subsidy of £5.10 per passenger. Of those 89,040 passengers, approximately a third are fare paying passengers, with the overwhelming majority of the remaining riders being older person or disabled concessionary pass holders. Respective figures for 2020 and 2021 are significantly skewed due to the impacts of the pandemic, coupled with government guidance and changes in travel behaviours. In 2020/21 patronage was 30,758, and in 2021/22 patronage was 65,008. This trend in patronage can be seen on all bus services across the country. In 2019/20 only a third of journeys were by fare paying passengers (40% in 2021/22).
- 2.9 These services provide a key community, social, and health and wellbeing benefit to many residents. For example, in 2019, 54% of all passengers on the 11 service are concessionary pass holders, and these are most likely to be older persons. For the 374, this was 64%, and 89% for the 265. This totalled 53,789 passengers in 2019, or 60% of all passengers on these three services. Concessionary pass holders do not pay to use the bus anywhere in England from 9.30am onwards, and this is a statutory provision. In Thurrock, this provision is allowed from 9am. Thurrock Council has a duty to fairly compensate bus operators for concessionary travel, and this is provided from a separate grant and budget.
- 2.10 All other bus routes in Thurrock, except those franchised by Transport for London, and an Essex County Council service which serves Bulphan from Brentwood, are commercially operated services delivered by Ensign Bus and First Buses Essex.

3. Issues, Options and Analysis of Options

- 3.1 The initial three-year term of the contract came to an end in March 2022. As such, the council has extended the provision of the service through the available contract extension by a further twelve months. This will see the price rise by up to a maximum of £100,000, but based on likely revenue income and other grants, this is likely to be minimised to £80,000. A £50,000 grant has been received by the council from the Department for Transport as a final Covid-support payment, limiting the council's additional liability to a maximum of £50,000 for this year only. This increase has been caused by rises in cost to fuel, drivers wages, cost of parts, as well as other increased costs. Over the contracted three-year period, the price had remained the same to the council.
- 3.2 These circumstances provide an opportunity to review the need for these services, and to ensure they present value for money. With increase in costs, and patronage not yet recovered, there is the chance to identify if these services should be maintained in their present form, or if there are opportunities to revise the prevision. As part of this process, in consultation

with the Communities Team and Legal Services, there is legitimate expectation by our communities to consult with them on considerations of this nature. It is an expectation of communities to be consulted where services are considered for significant alteration or potential for withdrawal, in particular where budgetary pressures are a key underlying factor.

- 3.3 Therefore it is advised that the council should undertake a consultation with all communities which are supported by these services. A minimum 12-week consultation would be in line and consistent with the Governments Code of Practice on consultation. Consideration would have to be made of the communities and service users and the process would have to be fair and appropriate. It would be insufficient and inappropriate to hold an online only consultation, and the council would likely need to actively engage within these communities, given the rural locations of those affected.
- 3.4 Alongside a consultation, the council is also recommended to undertake a Community Equalities Impact Assessment, given the nature of the proposals, and the corporate and community risk arising from failure to meet due regard requirements set out in the Public Sector Equality Duty. The council does not have a high level of profiling of users, but this community impact assessment work has already commenced, as some details are required prior to any consultation, to help the council identify the most appropriate consultation process and methodology.

4. Reasons for Recommendation

- 4.1 In light of the detail identified within the report, it is recommended that the council consult with the community and residents of the ongoing need and the impact and implications of potential alterations or possibly withdrawal of the three bus services supported by Thurrock Council. This consultation is undertaken for a minimum period of twelve weeks as recommended by the advice from the Communities and Legal teams within the council. Concurrently with the consultation, officers complete the necessary profiling of users and undertake a Community Equalities Impact Assessment. In addition, options for revising service provision are also developed, which may also need to consider withdrawal. Upon completing these actions, and reviewing consultation responses, an informed recommendation can be returned through the council's democratic processes and to Cabinet to determine the most appropriate action. By following this recommendation, a report would need to be reviewed by Overview and Scrutiny Committee, and Cabinet by December 2022, with any subsequent actions implemented following that meeting.

5. Consultation (including Overview and Scrutiny, if applicable)

- 5.1 Consultation for this report has been undertaken internally with key teams within the council. Namely these have been with the Communities team to understand more about the impact and procedures for potential changes to these services, and with the Legal team to understand more about the

contract and legal matters relating to service provision. Specialist legal support has also been sought on matters relating to bus service provision, in consultation with the council's legal services. Ultimately, this report sets the framework for potential to consult with the community on all of these matters.

6. Impact on corporate policies, priorities, performance and community impact

- 6.1 This report has made aware the provision the three supported bus services provide to communities, particularly those without alternative transport services. Any changes in the availability of transport services to residents and communities could potentially have a negative impact on them, making access to facilities, workplaces, and education more difficult or expensive.
- 6.2 There are a number of corporate policies and strategies which directly and indirectly support the provision of bus services allowing access to key urban areas of destinations from rural and smaller communities. This can be seen in the Corporate Vision and Priorities for Thurrock, where accessibility interlinks with all three priorities of People, Place and Prosperity. The Economic Growth Strategy – 'Backing Thurrock' identifies within its "Recovery: Our immediate actions" section and "Building Resilience and a Return to Growth" – the medium to long-term goals – both speak about enabling access to employment, and supporting the economy, which are enabled by these services. The Health and Wellbeing strategy through its Objectives and Goals matrix links to the need for communities to have accessibility to key facilities and services.
- 6.3 Within the existing Thurrock Transport Strategy, bus service provision links directly with its Accessibility priorities, specifically Objective ACC1: to improve accessibility to services, especially education, employment and hospitals, with policies TTS2: Improving access to sustainable transport to key services and facilities; and TTS8: Mobility and Access for all being key. Additionally, the adopted Bus Service Improvement Plan sought to increase bus service provision for these services, in particular the 374 and the 265, enabling them to become more reliable for users.
- 6.4 The community impacts of these services are being assessed, with identification of users, origins and destinations, and demand to help better understand how these services support communities and residents. When combined with engagement of affected communities, this community impact assessment will help to identify and show any ongoing need for provision of supported services within Thurrock.

7. Implications

7.1 Financial

Implications verified by: **Laura Last**
Senior Management Accountant

The Thurrock Supported Bus Services contract has been extended by a further 12 months. The initial three year contract had a budget of £452,000 per annum, funded through a dedicated corporate budget. The budget for 2022/23 remains £452,000 and therefore any price increase in the extension is currently unfunded and will cause a budgetary constraint. This is currently £50,000 for the year 2022/23. If the services were to be, withdrawn, this will create an annual budgetary saving of £452,000 per annum, commencing April 2023.

7.2 Finance

Implications verified by: **Gina Clarke**
Corporate Governance Lawyer and Deputy Monitoring Officer

It is not a statutory requirement for the Council to fund any public local bus services. However, the Council does have powers under the Transport Acts 1985 and 2000 and Local Transport Act 2008 to enter into agreements with public transport operators to provide subsidies for services which are not available commercially.

Any withdrawal of subsidies for bus services will need to be justified and such a decision would need to be based on robust evidence and analysis. The decision-making process would need to be supported with consideration by Cabinet of the outcome of the consultation and consultation response, an Equality Impact Assessment, the Public Sector Equality Duty (PSED) requirements under Section 149 of the Equalities Act 2010 as detailed in paragraph 7.3 of the of report, together with any other relevant factors such as budget constraints.

7.3 Diversity and Equality

Implications verified by: **Roxanne Scanlon**
Community Engagement and Project Monitoring Officer

There is a need for an Equality Impact Assessment to be undertaken to support any decision made on these services, to ensure compliance with Public Sector Equality Duty. These should also be supported by formal consultation with residents and affected communities, taking into consideration existing users and their locations of residence, ensuring the consultation process is fair and accessible.

7.4 **Other implications** (where significant) – i.e. Staff, Health Inequalities, Sustainability, Crime and Disorder, and Impact on Looked After Children

Changes to these services will likely have an impact on residents who are reliant on these supported bus routes and do not have access to alternative modes of travel. This may then result in costs transferred to other parts of the council or health services, providing access to services and facilities, including hospitals and education, as well as access to food and other retail services.

8. **Background papers used in preparing the report** (including their location on the Council's website or identification whether any are exempt or protected by copyright):

- Cabinet, 10 October 2018, Item 11 – Procurement of Local Bus Services

9. **Appendices to the report**

- Appendix 1 - Supported Services Route Map

Report Author:

Navtej Tung, Strategic Transport Manager

Transport Development

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Legend

Service 11

Operates Mondays - Fridays.
2 hourly frequency



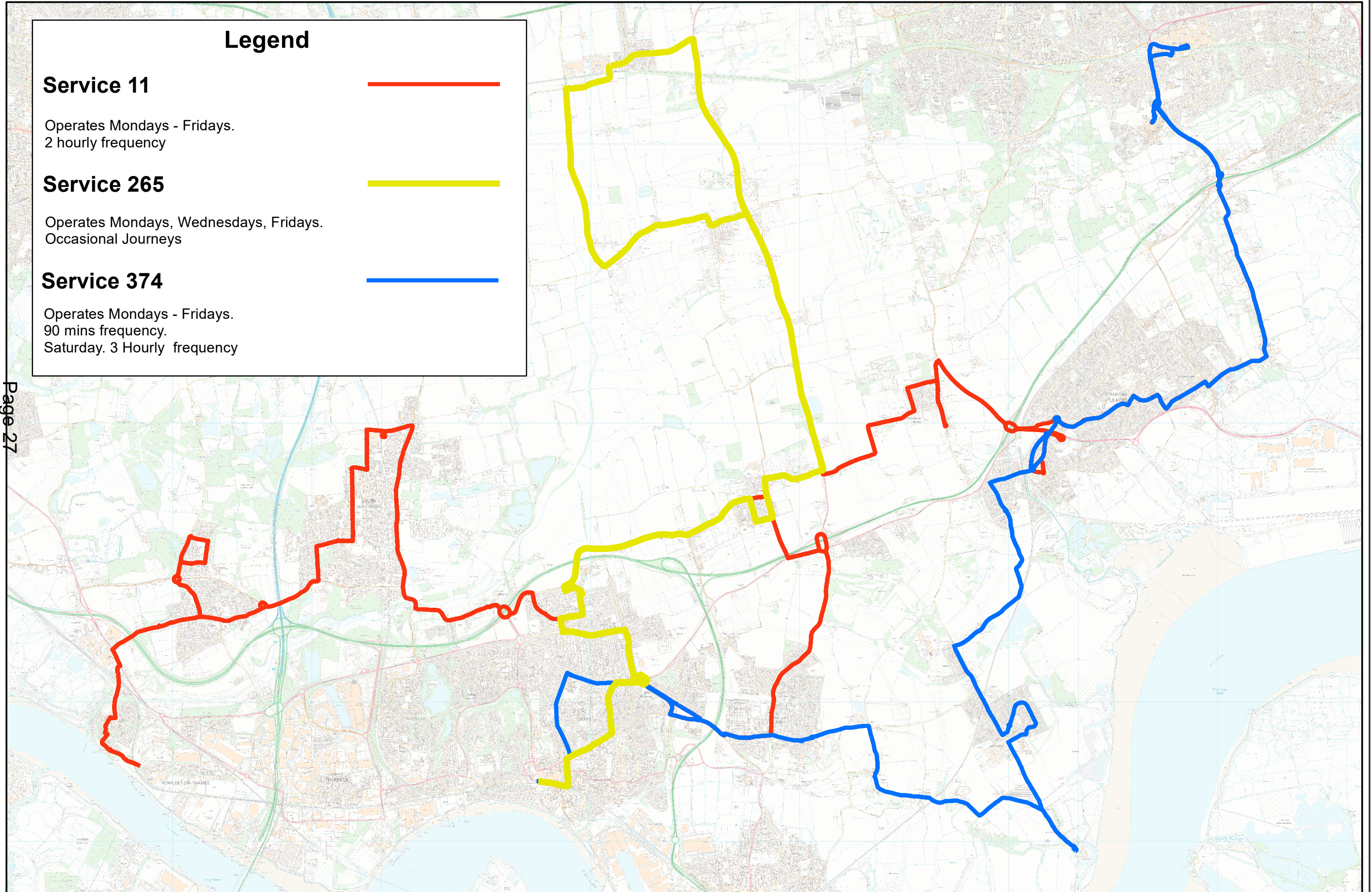
Service 265

Operates Mondays, Wednesdays, Fridays.
Occasional Journeys



Service 374

Operates Mondays - Fridays.
90 mins frequency.
Saturday, 3 Hourly frequency



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5 July 2022	ITEM: 6
Planning, Transport, Regeneration Overview and Scrutiny Committee	
Stanford-le-Hope Interchange Report	
Wards and communities affected: All	Key Decision: N/A
Report of: Keith Rumsey, Interim Assistant Director, Regeneration and Place Delivery	
Accountable Assistant Director: Keith Rumsey, Interim Assistant Director, Regeneration and Place Delivery	
Accountable Director: Sean Clark, Corporate Director of Resources and Place Delivery	
This report is Public	

Executive Summary

This report is provided at the Chair’s request to inform Members of progress on the Stanford-Le-Hope Railway Station and Transport Hub project.

1. Recommendation(s)

1.1 That the Planning, Transport and Regeneration Overview and Scrutiny Committee notes and comments on the information provided relating to the Stanford-le-Hope Interchange project.

2. Introduction and Background

2.1 This project consists of the construction of new station buildings with footbridge and lifts, passenger information system, bus turnaround facility, passenger drop-off points and cycle parking.

2.2 There are several stakeholders involved in the project including UK Power Networks, SELEP, Train Operating Company -c2c, Network Rail and the Port of London Authority. A Development Agreement with c2c, who are the principal landowner will be in place.

2.3 Since the last update to the PTR Overview & Scrutiny Committee in January 2022, further progress has been made with the contract award and on-site delivery planned to start this Summer.

3. Issues, Options and Analysis of Options

Progress:

3.1 This Project comprises:

- **Phase 1** - the construction of new station buildings with footbridge and lifts, widened platform, passenger information system and enhanced facilities,
- **Phase 2** - bus turnaround facility, passenger drop-off points and cycle parking.

Phase 1 is now in the Detail Design & Construction/Implementation Stage
Phase 2 is in the Concept Design Stage

3.2 SLH Phase 1 (New Station) contract award for the station has been made. The appointment letter was sent to the successful contractor - Volker Fitzpatrick Limited in early March. To ensure mobilisation as quickly as possible, a letter of intent has been issued pending formal contract execution.

Plan to sign contract in June – the Contractor will then issue the formal contract programme to the council for approval. Early enabling works and site mobilisation to proceed during Summer/Autumn

3.3 Preliminary Design sign off achieved and issued to Contractor. Detail design will be undertaken by Volker Fitzpatrick LTD and AECOM as their design partner.

3.4 The monthly project steering group continues to meet - to share information and ideas and obtain feedback to ensure the planned infrastructure progresses with the agreement of stakeholders and local residents. So far, all feedback has been very positive.

3.5 An updated Business Case has been developed to take account of increased costs at the request of SELEP to demonstrate Value for Money. Draft passed to SELEP for joint review with conclusion planned to be confirmed at July Accountability Board.

3.6 The Phase 2 (Transport Hub) business case and approach is being reviewed and a new strategy is developing to take into account current and future business and regeneration needs, development and or revised requirements eg Freeports, commercial development, PLA

Opportunity exists to refine and or enhance scope and funding to account for new developments and demand in the area eg Freeports, new bus lines. The design of current scope of Phase 2 is on hold until revised client requirements and a design remit are issued. The current assumption is that the Daybreak windows site will not be released for development until the Phase 1 works are completed - currently assumed October 2023.

An occupation license is currently being sought from TBC for the contractor's access.

Budget

- 3.7 High level Phase 1 cost estimate evaluations were carried out at two "checkpoints" through the design process. The first at the end of concept design and a further check for pre-tender approval. This gave a degree of confidence of the cost in support of the tender evaluation process. A further check, using independent estimators in parallel with the tender provided a benchmark to evaluate the tender submissions.

The successful contractor for Phase 1 has confirmed a contract price which meets the budget requirements. Key Risks have been costed and allowances made in the contract budget to create a suitable risk pot/contingency. Examples of Key Risks are illustrated in 3.11.

Programme

- 3.8 Soon after signing/implementing the contract -the Contractor will submit their formal contract programme which upon acceptance by TBC will become the baseline programme for the project. Phase 1 of the works will be delivered first with the Phase 2 works following with the opportunity to award this work as a Variation Order to the current Contractor/designer.
- 3.9 Covid is a receding issue in project delivery and any residual impacts will be monitored and mitigated but as there is not a significant presence on site now, any impacts have been kept to a minimum. This will be monitored and kept under review.
- 3.10 TABLE - Key Phase 1 project milestones

Milestone	Planned Date	Actual/Forecast Date	Delays/Notes
Concept design complete	31 October 2020	31 October 2020	
GRIP 4 and planning application	15 December 2020	15 December 2020	
Planning decision Phase 1	15 June 2021	15 June 2021	
Planning Pre-application Phase 2	23 February 2021	23 February 2021	
Phase 1 Tender let	16 September 2021	16 September 2021	
Contractor site visits	14 October 2021	14 October 2021	
Tender submission deadline	7 January 2022	7 January 2022	
Contract award	18 March 2022	3 March 2022	
Contract signed/implementation*	30 March 2022	June 2022	Delay mitigated by LOI
Site setup / surveys*	Summer 2022		
Construction start*	Summer 2022		
Construction completion*	Autumn 2023		
Entry into service*	end 2023		

* The Contractor will submit their formal contract programme which upon acceptance by TBC will become the baseline programme for the project

Key Risks and Opportunities

3.11 Key Risks

Risk	Detail	Mitigation
Construction Access	Changes to access assumptions made by the contractor	Work with stakeholders/residents to facilitate planned access
Changes to Scope	2 approving bodies Network Rail (NR)/c2c increases risk of scope change	Robust change control process and clear interfaces
Construction Inflation	Impact on materials and manufacturing costs	Early purchase of materials or services
Resources within NR	Changes in team/ different perspectives - increases risk of scope change	Work with NR to achieve continuity
Structure of NR	Restructuring of NR – Responsibilities, resource or approvals process changes may impact scope and timeline of projects	Develop relationship with senior NR leaders to get early awareness of potential changes and impacts/mitigations
Contract Terms	NEC fixed price contract demands collaborative behaviours and rigour in responding to contract management with extensive record keeping (CEMAR)	Client contractor and partner teams to establish partnering principles and behaviours and create collaborative working
Changes to Code of Practice/Standards	Changes to codes of practice, standards can result in 'scope creep'	Establish a design 'freeze' at Key milestone -eg design Approved for Construction AfC
Ground Conditions	Unforeseen ground conditions, ecology and archaeology	Robust site investigations – revisit scope and undertake trial trenches
Unforeseen Utilities/Equipment	Unforeseen utilities or railway equipment requirements may impact on cost and programme	Review records, robust site investigations – revisit scope and undertake trial trenches and scanning at key points
Change to Fire Safety Standards	Fire Safety standards changes impact scope of the project	Establish early design freeze and undertaking with NR/c2c

Key Opportunities:

- Securing early possessions from NR could benefit schedule and cost.
- Approvals of design earlier than planned
- Review of SI data and construction methodology could mitigate risk and gain time – reduce cost
- Reduction in piling in platform widening potential for significant time/cost saving.
- Explore other value engineering opportunities with VFL
- Phase 2 Business Case to explore transport interchange opportunities in support of SELEP funding and more benefits to stakeholders could attract additional funding.

4. Reasons for Recommendation

- 4.1 To respond to the Chair's request for information on the Stanford-le-Hope Interchange project.

5. Consultation (including Overview and Scrutiny, if applicable)

5.1 Consultation was undertaken as part of planning process and further stakeholder engagement is continuing. This includes meetings with the residents of Chantry Crescent and local Councillors.

6. Impact on corporate policies, priorities, performance and community impact

6.1 The Stanford-le-Hope scheme supports the Place corporate priority, in particular:

- roads, houses and public spaces that connect people and places

7. Implications

7.1 Financial

Implications verified by: **Jonathan Wilson**
Assistant Director - Finance

The budget implications are set out in section 3.7
The Key Risks to the project have been identified and mitigations developed.
The risks have been costed and allowances made in the contract budget to create a suitable risk pot/contingency.

7.2 Legal

Implications verified by: **Kevin Molloy**
Principal Lawyer / Manager – Contracts and Procurement Team

There are no new legal implications arising in this report.

7.3 Diversity and Equality

Implications verified by: **Roxanne Scanlon**
Community Engagement and Project Monitoring Officer

There are no direct implications arising specifically from this update report

7.4 **Other implications** (where significant) – i.e. Staff, Health Inequalities, Sustainability, Crime and Disorder, and Impact on Looked After Children

Not applicable.

- 8. Background papers used in preparing the report** (including their location on the Council's website or identification whether any are exempt or protected by copyright):

None

- 9. Appendices to the report**

Appendix 1 – Updated Concept design images

Report Author

Keith Rumsey

Assistant Director, Regeneration and Place Delivery

Appendix 1 – Updated Concept design images



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5 July 2022		ITEM: 7
Planning, Transport and Regeneration Overview and Scrutiny Committee		
Tilbury Town Fund Programme		
Wards and communities affected: Tilbury Riverside and Thurrock Park, Tilbury and St Chads	Key Decision: N/A	
Report of: Kevin Munnely, Interim Strategic Lead, Regeneration (East)		
Accountable Assistant Director: Keith Rumsey, Assistant Director of Place Delivery		
Accountable Director: Sean Clark, Corporate Director of Resources and Place Delivery		
This report is Public		

Executive Summary

The development of the Tilbury Town Fund Programme is progressing in preparation for the submission of the Outline Business Case summaries to the Department of Levelling Up, Homes and Communities (DLUHC) by 5 August 2022. This report sets out the development of the programme to date following the consideration of the initial programme in the Cabinet Report dated 7 July 2021. It also reports the recommendations made by the Tilbury Town Board with regards to a revised programme of projects and delivery strategy in response to stakeholder project feedback and unprecedented cost inflation issues.

The report highlights key contractual and financial implications for the Council associated with progressing with the recommended project programme, budget and delivery strategy. The report then seeks approval of the Tilbury Town Fund programme and budget allocation and to a range of recommendations which will enable the Council to continue to develop and deliver the recommended programme within the programme timetable. It is proposed that, when required, further reports on individual projects will be brought back to the Cabinet for consideration and approval, as project progress is made towards Full Business Case and Contracting stages.

The Gray's Town Fund Programme is due to be considered in the September reporting cycle.

1. Recommendation(s):

1.1 That the Committee note and comment on the report, including the Cabinet recommendations as set out below:

“That Cabinet:

Approve the Tilbury Town Fund Programme and Budget allocations as set in Table 1 of this report.

Delegates authority to the Corporate Director of Resources and Place Delivery, in consultation with the Deputy Leader and Cabinet Member for Regeneration, Strategic Planning and External Relationships and the Assistant Director of Legal Services, to approve the Business Case Summaries; and agree lease, development and contractual terms (including approval to go to tender and award) to support the delivery of the programme.

Confirms agreement to underwrite the proposed financial settlement to enable the delivery of the Thurrock Youth Zone, as set out in Section 8.1 of this report, and that officers actively seek alternative revenue streams to support the long-term delivery of the Youth Zone.”

2. Introduction and Background

- 2.1 On 15 July 2021 DLUHC announced that Tilbury had been awarded £22.8million from the Town Deal fund. Heads of Terms were signed and returned to the Department on the 5 August and a revised set of projects were submitted to DLUHC on 5 October 2021.
- 2.2 Tilbury Town Board shortlisted projects for the Town Deal based on their ability to drive the Tilbury regeneration agenda and the available funding. The original programme of projects and their aims are set below:

Heart – £14.35m

- 2.3 Projects within the ‘Heart’ theme focus on new buildings and amenities in the Civic Square, including an inclusive Community Hall, Education Zone and bespoke Youth Facility. As a collection of projects there is a real opportunity to transform the Civic Square, with the new buildings acting as a benchmark for quality design and a catalyst for further transformation. These projects will complement the investment going into the Tilbury Integrated Medical Centre (TIMC) and Library. Projects within this collection can be delivered independently allowing the funding to be flexed if required. Officers are working with the youth charity Onside to carry out the design work supporting the development and delivery of a future Thurrock Onside Youth Zone.

Heritage – £5.86m

- 2.4 The ‘Heritage’ theme comprises projects on the Tilbury riverfront between Tilbury Town Centre, the Cruise Terminal and Tilbury Fort. Part of the focus of the Tilbury Town Fund programme aims to deliver projects that reconnect Tilbury to its heritage by making more of and celebrating the historic and natural heritage assets of Tilbury riverside. This will be done through a series

of enhancements to improve connectivity between the town centre and the riverside and also improve the settings and connections between key assets, such as Tilbury Fort, the Tilbury Landing Stage and the listed Station Hall and cruise terminal buildings, so they operate as a cultural cluster.

- 2.5 Partnership working will be critical to the delivery of these projects and officers are already working collaboratively with both English Heritage and the Port of Tilbury on developing plans for improving connectivity to Tilbury Fort and designs for the provision of a Pontoon extension to the existing Tilbury Landing Stage to facilitate increased passenger ferry services.

Hub – £2.59m

- 2.6 The Hub theme proposes improvements to the public realm either side of the station. There is also a focus on improving the arrival space around Tilbury Town rail station and improve access to and from the station interchange.

3. Issues, Options and Analysis of Options

- 3.1 Approval of funds to proceed with design development was received from DLUHC on 3 December 2021 and since that date design teams have been appointed to develop project proposals up to RIBA Stage (Concept Design) to allow an outline business case (OBC) to be prepared for each element of the programme. Central to this work has been a sense check on the viability of individual project elements, reviewing both the user demand, specifications and underlying costings.
- 3.2 This review has highlighted significant budgetary issues related to the costings of the original project programme. A more detailed review of individual project elements questioned the rationale for the need for new build facilities as opposed to the reuse of existing ones and also identified significant budget underestimations and omissions. This combined with significant cost price inflation issues resulted in the need for a comprehensive review of the programme to keep it within budget. The Tilbury Town Board has set the programme priorities for the Tilbury Town Programme and the Board agreed the proposed changes to the delivery programme at the Board Meeting on 26 May 2022. In as far as possible the review has sought to retain and deliver the key priority projects as set by the Board and contained within the Town Investment Plan. The Board agreed to change the status of a number of the Hub public realm projects to reserve, as the Board considered that these could better be considered as part of a wider property based regeneration of the area. The Board also requested that officers explore opportunities to link Town Fund expenditure with existing Highway programmes to maximise match funding and spend around the Station Hub.
- 3.3 Key Programme Changes are:
- The Community Hub delivered through refurbishment of vacated Civic Square buildings (once the library and associated services have been

decanted into the Tilbury Integrated Medical Centre), and refurbishment of Brennan Road facility into dedicated Adult Skill Centre.

- Reallocation of three Station Hub projects as reserves projects, to be incorporated into a property focused regeneration of the Station area at a later date and officers link town fund expenditure to the current and future Highways programme to maximise match funding opportunities.
- Reallocation of released funds to address budget shortfalls in the priority projects in the programme.

3.4 Table 1 details the revised programme and budget the Cabinet are asked to approve and the section below provides further details supporting the proposed changes to the original programme.

Table 1 Revised Programme and Budget Allocation

Project	Priority	Original Budget £'000	Revised Budget £'000
Heart - Thurrock Youth Zone	1	5,200	6,600
Heart -Parks Improvements	1	1,500	1,500
Heart - Community Hub and Adult Skills Centre	1	7,150	3,012
Heart -Town Centre Parking	1	500	560
Heritage -Tilbury Jetty	1	2,300	5,700
Heritage - Tilbury Fort Works	1	800	2,100
Heritage - Tilbury Heritage Links	1	527	594
Heritage - Tilbury Pier Approach	1	1,025	1,139
Heritage - Tilbury Foreshore	1	1,198	1,216
Station Hub – Phase 1	1	410	379
Original Budget		20,610	22,800
Project Reassigned to Reserve			
Station Hub - Network Land	2	1,090	1,447
Station Hub - Dock Road Link	2	470	388
Station Hub - Calcutta Park	2	630	520

Heart - Community Hub and Adult Skills Centre

3.5 In testing the demand/need for a new build Community Hub, a service audit of all current and future community facilities was carried out of both council and non-council assets, along with a series of stakeholder meetings. The audit found that community-based services offered to the residents of Tilbury are extensive, but there is a need to centralise services to allow the suitable sharing of facilities to deliver a focussed provision of services based in and

around the Civic Square. The audit and community engagement found that the Tilbury Community is diverse but needs to come together in a space that complements current facilities, including the future TIMC but one that is community managed and flexible enough to deal with the wider range of outreach programmes and informal activities proposed.

- 3.6 The original Town Fund bid envisaged a new community hub building being provided as part of a cluster of buildings including the TIMC. Once delivered, the Library and Tilbury Hub services will be relocated into the TIMC and this would leave a collection of vacant buildings in the Civic Square. The revised delivery strategy proposes that, once vacated, the Tilbury Hub building is retained and refurbished for use as the identified Community Hub, operating under a community lease.
- 3.7 Adult Skills provision is currently provided through the Tilbury Hub and Brennan Road facilities. These buildings provide space for wide range of services including many linked to skills and employment including adult literacy and numeracy; adult and children special needs; ESOL; skills training; benefits advice; and IT/digital skills training. The Brennan Road facility provides a limited range of employment services linked to the CLLD programme and in the evening for a programme of youth services.
- 3.8 The audit concluded that outreach is a consistent theme for the provision of adult skill services and appears restricted principally due to resources available. The Service advised that adult education services, as well as other services, would be best served by need a single volume, multi-function space to enhance provision. In the Service judgement there is a need to better co-ordinate service provision and a better utilisation of current property assets. The Service has expressed a desire to expand the Aspire concept into Tilbury, utilising the Brennan Road facility more intensively to provide a full range of services from this premise. This includes the greater use of outreach provision from partners such as DWP.
- 3.9 The revised delivery strategy proposes that the current Brennan Road facility should be subject to an extensive refurbishment to address the current service deficiencies around ventilation and layout. It is considered that the provision of the Thurrock Youth Zone as part of the wider Town Fund programme will result in the space and timetable currently used for Youth Service provision becoming available for specific adult skills provision, thus creating capacity. The current Brennan Road facility is not being utilised to its full capacity and consideration will need to be given to the longer-term management of the facility if it is to become a multi-functional and multi-service delivery space. There is also a need to examine synergies for spaces being provided within the TIMC and a refurbished Community Hub building, to avoid duplication and achieve greater space and service efficiencies.

Heart Thurrock Youth Zone

3.10 The Thurrock Youth Zone project forms a key project priority of the original Towns Fund bid and one that directly addresses the needs of young people in Tilbury and the rest of the Borough. A number of sites options have been examined and a preferred site for the Youth Zone has been identified on Anchor Fields. Site investigation work is underway and the outcomes of this will have a bearing on the exact location and will be determined following public consultation and will be the subject of a formal planning consultation proposed to take place later this year.

3.11 To enable the delivery of the Youth Zone the Council be required to enter into a lease with the Onside Charity for the selected site for a term of 125 years at a peppercorn rent with no premium and enter into a series of agreements covering development and future operations. The capital cost for the construction for the Youth Zone, except for site abnormalities, will be shared on a 50:50 basis with Onside, with the Town Fund providing the full public sector contribution.

4. Next Steps

4.1 The proposed changes to the programme and outputs will need to be subject to a project change request to DLUHC. The Department have been clear that there is no guarantee that approval will be granted and there is therefore a risk that the value of any funding attached to projects that don't proceed could be lost from the programme.

Progress and Programme

4.2 Below is an overview of the programme:



4.3 For each of the projects further design work is currently being undertaken to deliver RIBA Stage 2 Concept Designs. The Outline business cases are being prepared for each of the key project themes and business case summaries will need to be signed off by the Chair of the Town Board and the Council's S151 Officer prior to submission to the Department by 5 August 2022.

5. Reasons for Recommendation

- 5.1 The development and delivery of the proposed Tilbury Town Fund programme provides an exciting opportunity to secure much needed funding to address long standing issues and provide opportunities for Tilbury residents, supporting the successful regeneration of Tilbury. The delivery will also address a number of the Council's priorities, as outlined in Section 7 below.
- 5.2 The deadline for the submission of the business case summaries has been set by DLUCH for 5 August 2022. The final decision on funding is due from the Department by October 2022. Delegated authority to sign off the business case summaries and agree terms for progressing projects is requested to ensure that the Council is able to respond and deliver projects within the required timeframes.

6. Consultation (including Overview and Scrutiny, if applicable)

- 6.1 An update report was considered at the Planning, Transportation and Regeneration Overview (PTR) and Scrutiny Committee 1 February 2022. Feedback and comments on the update report to the PTR meeting on 5 July 2022 to be reported verbally to Cabinet.

7. Impact on corporate policies, priorities, performance and community impact

- 7.1 The Thurrock Local Plan and Economic Growth Strategy identify Tilbury as a Growth Hub where economic regeneration and housing growth are to be focussed. The Tilbury Development Framework produced in October 2017 sets out a vision for Tilbury and describes a range of proposed interventions that follow a strategic arc from the station gateway down to the riverfront. The current programme aligns with the priorities set out in this document. The Thurrock Transport Strategy supports improvements of the transport interchange at Tilbury Station including the quality of the public realm and delivering improved and safer accessibility.
- 7.2 The emerging priorities and schemes in the programme are consistent with the Council's strategies and priorities, provide a means for close community engagement, and importantly provide a vehicle for securing funds to support delivery.

8. Implications

8.1 Financial

Implications verified by: **Jonathan Wilson**
Assistant Director, Finance

The financial implications are set out in the body of the report. The Council believes it is prudent to revise the programme as recommended. The revised programme in Table 1, approved by the Tilbury Town Programme on 26 May 2022, is consistent with the Council's Asset Strategy: Reuse, Retain or Release. The estimated refurbishment costs for both the Tilbury Hub buildings and Brennan Road are significantly lower than the cost of the new build. The Board took the decision to reallocate three Station Hub projects as reserves projects, and these could be reintroduced if funding becomes available. Given the cost price inflation being experienced across all the programme projects, these changes do provide the Council and Town Board with a degree of financial flexibility to reallocate funds, whilst ensuring that the key transformational aspects of the original bid are still delivered.

Work continues to refine the individual elements of the programme and budgets have been reviewed and adjusted, with appropriate contingencies applied to ensure delivery within the funding available. Individual project contingencies have been reviewed and are now based on the stage of design, detailed cost assessments and projected procurement timelines. The cost plans for both the Thurrock Youth Zone and Pontoon extension have been adjusted to reflect Construction and Tender Price index for Q3 2023, the estimated tendering timeline. Overall the programme contingency has been set at 20% of the total programme budget. The programme will need to be continually reassessed as a whole through each stage of the detailed design and tendering process to ensure projects remain within budget and maximum efficiencies are made. Continued cost price inflation pressure has been identified as a significant and ongoing risk to programme delivery. The Board in refining and reprioritising the programme have provided the flex to respond to further cost challenges, whilst delivering key projects. It is noted the financial risk associated with the delivery of the proposed projects attaches to the Council (as the Accountable Body) and, consequently, must and will be managed by the Council as part of the capital programme.

As part of the operational agreement with the Onside Charity the Council will be required to provide £400k pa revenue for 4 years to be part funded from the Town Fund Allocation (£1m) and Onside will provide £900k pa revenue for 4 years. The required capital funding from the Council, up to a ceiling of £6.6m will be funded from the Town Fund allocation, with the balance of capital funds coming from the Onside private sector contribution. Options to cover the revenue shortfall are being examined and include a project change request to DLUHC to reallocate programme capital to revenue and the use of allocated Freeport Business Rates Retention funds.

8.2 Legal

Implications verified by: **Kevin Molloy**
Principal Lawyer / Manager - Contracts & Procurement Team

The Council by entering into the Heads of Terms with the Department has created formal obligations on the Council. The proposals whilst bringing forward the potential for significant benefits does carry risk for the Borough, and the Council. In considering this report Members must be mindful that there are several areas of developing detail within the proposals which may leave the Council exposed to material risks or continuing liabilities in the future.

All projects within the programme are being developed with a view to limiting any future contractual or financial liability falling to the Council. Specific terms of any formal agreements between Onside and the Port of Tilbury will need to be carefully reviewed to ensure that the Council is protected against risks which may arise through contract tendering and implementation (including cost increases, and third party risk). There is at this moment insufficient information to allow the Council to make a formal decision to dispose or appropriate its land assets for the purposes of delivering the proposed projects. Accordingly the Council can only make a decision in principle to agree outline heads of terms and delegate authority to negotiate the lease terms and associated development agreements and tender packages. Some parts of the proposed land which may be included in the proposals are public open space; before a decision can be made to commit the use of this land the Council must undertake statutory consultation under s123 of the Local Government Act 1972 and consider any representations received.

The Council is being asked to be the accountable body for significant public funds from government, the use of some of which may be managed by partner organisations potentially including those in the private sector. Whilst risk can be mitigated through the use of appropriate contracts the ultimate risk will remain with the Council if deliverables are not met. There is scope for the Council to have to repay funds or ensure delivery of projects with the resultant implications. This type of arrangement exists in a number of settings, and can be managed effectively. The Council has in principle the necessary statutory powers to engage in these arrangements at this point, and deliver the proposed projects. However it must be recognised that in doing so it is not making determinations under specific statutory frameworks particularly around matters such as planning where future decision making will be necessary. A number of the projects will require consents from third party bodies / regulators (such as the Port of London and Environment Agency) whilst the projects can be designed to mitigate difficulties this risk must be reflected in the consideration of the Councils overall risk as accountable body, and the terms of the grant agreement. Where projects require works to be undertaken, or the entering into of long term service contracts formal procurement rules will have to be followed by the Council, following both the statutory requirements and the Councils procurement policies. During the course of the formal business case development and the shaping of the final proposals further formal decision making will be required by the Council to exercise its statutory functions, particularly in relation to the disposal or acquisition of land and use of its other statutory powers.

Any contracts to be entered into will need to be in accordance with national procurement law and the Council's own internal procurement rules, and Legal Services will need to be consulted to ensure compliance as this project proceeds.

8.3 **Diversity and Equality**

Implications verified by: **Roxanne Scanlon**
**Community Engagement and Project
Monitoring Officer**

The Town Board and its Advisory Group include a full range of representation of stakeholders. The Advisory Group is open to others to join. Stakeholder engagement has built on existing engagement exercises carried out in Tilbury over recent years.

As part of the process of developing the TIP, the Council and the Towns Board have carried out extensive community engagement.

The Town Board has committed to ongoing engagement through the process for submission and project development. The TIP will include different projects, each of which will require a community equality impact assessment. The TIP engagement plan will seek to ensure that proposals understand and, where possible, improve equality and diversity.

8.4 **Other implications (where significant) – i.e. Staff, Health Inequalities, Sustainability, Crime and Disorder, and Impact on Looked After Children**

None

9. **Background papers used in preparing the report** (including their location on the Council's website or identification whether any are exempt or protected by copyright):

None

10. **Appendices to the report**

None

Report Author:

Kevin Munnelly
Strategic Regeneration Lead Interim (East)

Work Programme

Committee: Planning, Transport, Regeneration Overview and Scrutiny Committee

Year: 2022/2023

Dates of Meetings: 05 July 2022, 18 October 2022, 06 December 2022 and 28 February 2023

Topic	Lead Officer	Requested by Officer/Member
05 July 2022		
Stanford-le-Hope Interchange Report	Keith Rumsey	Members
Thurrock Supported Bus Services	Mat Kiely & Julie Rogers	Officers
Tilbury Town Fund Programme	Kevin Munnelly & Henry Kennedy-Skipton	Officers
Work Programme	Democratic Services	Standing item
18 October 2022		
Transport Strategy update	Mat Kiely	Officers
A13 East Facing Access update	Mat Kiely	Officers
A13 Widening Project	Keith Rumsey	Members
Work Programme	Democratic Services	Standing item

Work Programme

06 December 2022		
Fees and Charges	Julie Rogers and Sean Clark/Kelly McMillan	Officers
Work Programme	Democratic Services	Standing item
28 February 2023		
Local Plan – Consultation Feedback and Next Steps	Leigh Nicholson	Officers
Work Programme	Democratic Services	Standing item
Briefing Notes		