

**Date:** 25 February 2016

**Item:** Brent Cross Cricklewood Regeneration Project

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## **This briefing paper will be considered in public**

### **1 Summary**

- 1.1 The London Borough of Barnet (LBB)'s Brent Cross Cricklewood Regeneration project, valued at £4.5bn, will provide about 7,500 new homes and 25,000 jobs. Phase 1 includes the extension of the Brent Cross Shopping Centre (Phase 1B) and the highways and other infrastructure (Phase 1A) that will enable the wider regeneration.
- 1.2 On 22 January 2015, the Finance and Policy Committee considered the status of Phase 1 and requested that the Surface Transport Panel consider the adequacy of the highway concept design and the controls in place for TfL's risks.
- 1.3 This paper sets out the status of the project, including the highway concept design, and proposes the controls to be established for TfL's risks.

### **2 Recommendation**

- 2.1 **The Panel is asked to note the status of the project.**

### **3 Highway Concept Design**

- 3.1 A summary of the background of the project is provided in Appendix 1.
- 3.2 TfL issued its Requirements for Phase 1 to Hammerson Standard Life (HSL), the developer for Phase 1, on 15 July 2015.
- 3.3 TfL approved HSL's strategic modelling for the required 2021 and 2031 scenarios in January 2015. The modelling showed that increased future demand arises from background growth rather than the regeneration scheme. The consented road layout is likely to marginally improve performance. In addition, bus speeds may increase, in line with general traffic, although longer routing to access the new bus station may offset any benefit gained.
- 3.4 TfL approved base traffic models (VISSIM, TRANSYT and LINSIG) in accordance with its Model Audit Process (MAP) stage 3 in February 2015.
- 3.5 HSL presented the current conclusions of the modelling and highway designs to TfL's Road Space Performance Group (RSPG) on 20 January 2016. RSPG concluded that TfL would have no objection in principle to the consented scheme proceeding. Concerns persist about the operation of the A41/A406 junction and parties will collaborate to optimise the proposals through modelling and detailed design. HSL plans to conclude modelling and the concept design in autumn 2016, culminating in Traffic Management Act Notification (TMAN) Scheme Approval, and the end of concept design for Phase 1, by the first quarter of 2017.

- 3.6 The parties worked particularly well to reduce the number of departures from Highways Standards from 64 to 9. Provided the agreed mitigations are confirmed in submissions, the highways design will be acceptable.
- 3.7 TfL has approved in principle the concept design for 6 of the 21 structures in which TfL has an interest. The remaining 15 concept designs are expected to be approved in principle provided that the revised submissions confirm the agreed changes.

### **Alternative Designs**

- 3.8 HSL has proposed that the two bus lanes included in the consented design for Tempelhof Bridge are omitted, saving cost and simplifying construction. Initial modelling has indicated that bus journey time performance during the Saturday peak would be a concern. Further modelling and review is planned.
- 3.9 HSL has also proposed the omission of a dedicated walking and cycling bridge over the A406 ('Bridge B6') and changes to the consented design for the A5/A406 Staple Corner junction to provide at-grade pedestrian and cycle crossings. Early indications are that the impacts on traffic and bus performance would be acceptable.

### **A41/A406 Junction and Integration with STIP2**

- 3.10 TfL was working collaboratively with HSL's designers on a combined scope for works to the A41/A406 junction, meeting both TfL's Structures and Tunnels Investment Programme (STIP2) and HSL's requirements until HSL instructed Partial Suspension. TfL has subsequently developed the STIP2 scope separately and this will be considered by TfL as part of a wider re-prioritisation in April 2016. The opportunity for integration and hence delivery efficiency is reducing.

### **Schedule**

- 3.11 The Primary Milestones for the overall regeneration scheme are shown in the time schedule in Appendix 2.
- 3.12 TfL will continue to work with other Authorities, HSL and Argent Related to enhance the integrated planning and progress controls. TfL has also suggested opportunities for the parties to collaborate on topics such as construction logistics and traffic management to ease concerns about congestion and the impacts on local communities.

## **4 TfL's Strategic Risks**

- 3.13 HSL, LBB, HE and TfL have been unable to agree the Memorandum of Understanding (MoU) as planned. In the absence of the MoU, TfL is facilitating the agreement of a letter to be signed by those parties stating their intention to establish controls for the strategic risks they each face. This includes the controls for TfL's top six strategic risks as set out in Appendix 3.

**List of appendices to this report:**

Appendix 1: Project Background and scope

Appendix 2: Time Schedule

Appendix 3: TfL's Strategic Risks

**List of Background Papers:**

None

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## **Appendix 1 – Project Background and Scope**

### **The Regeneration Scheme**

1. The Brent Cross Cricklewood Regeneration scheme will create a new town centre, 7500 new homes and 25,000 additional jobs. The scheme enjoys a consistently high level of political support from the Mayor and Government, especially for the new homes. LBB leads the overall regeneration scheme and is establishing a Programme Management Office (PMO) to oversee progress, coordinate activity and manage interfaces.

### **Phase 1A Highways**

2. Hammerson Standard Life (HSL) is the developer of Phase 1 of the regeneration scheme. HSL is committed through the 2014 Section 106 Agreement, attached to the 2014 'Section73 planning permission' to provide key transport and other infrastructure that will unlock the first phase of development and in turn support the entire regeneration scheme. The consented design approved by London Borough of Barnet (LBB), with TfL's support, includes the works in Phase 1 illustrated in Appendix 2. These include:
  - (a) M1/A5/A406 – Staples Corner roundabout to be amended with an enlarged signalised junction, which will join major improvements through to the M1 junction;
  - (b) Ingress/egress to Brent Cross Shopping Centre off the A406 to be amended and a new slip-road to the A406 formed; enlargement of the internal roads and roundabouts;
  - (c) A41/A406 – roundabout improvement works with capacity enhancements and major structures;
  - (d) Replacement of the existing Tempelhof Avenue Bridge with a wider one and construction of a new pedestrian and cycling "Living" bridge over the A406 to link Brent Cross north and south; and
  - (e) A replacement bus station in the extended Brent Cross Shopping Centre.
3. On 22 January 2015, the Finance and Policy Committee endorsed the proposal that TfL would allow HSL to deliver the works to TfL's network. Highways England (HE) is also content for HSL to undertake the works to the M1. LBB intends to undertake the works to its own network, except those highly integrated with the shopping centre, which LBB will allow HSL to deliver.
4. TfL issued the TfL Requirements to HSL on 7 July 2015. These set out TfL's required outcomes, acceptance criteria and management processes.

### **Phase 1B Brent Cross Shopping Centre, Including the Bus Station**

5. The shopping centre extension includes a replacement bus station and facilities for coaches, taxis, private hire, park and ride, and cyclists.
6. HSL proposes facilities such as more restaurants and a cinema to extend the hours of operation of the shopping centre. The ramifications for public transport will be considered by TfL through consideration of the required Phase Transport Reports.

### **The Southern Development**

7. The Southern Development includes the vast majority of additional housing and jobs expected to be created through the scheme. In March 2015, LBB selected Argent

Related as its preferred joint venture partner for the Southern Development. LBB and Argent Related are currently reviewing the approved outline Master Plan with the expectation that it can accommodate their concept design. The relevant TfL Requirements are to apply to the Southern Development.

### **New Thameslink Station**

8. In March 2015 the Chancellor announced £97m grant funding towards the new station on the Midland Main Line which is to be served by Thameslink services. The rest of the funding is expected to come from ring fencing business rate growth. A high level of connectivity will be obtained for bus users including an interchange at the new station. The new station is currently expected to be brought forward from previous scheduled dates; construction will be in parallel with Phase 1 for completion in 2021.

### **Planning Consents**

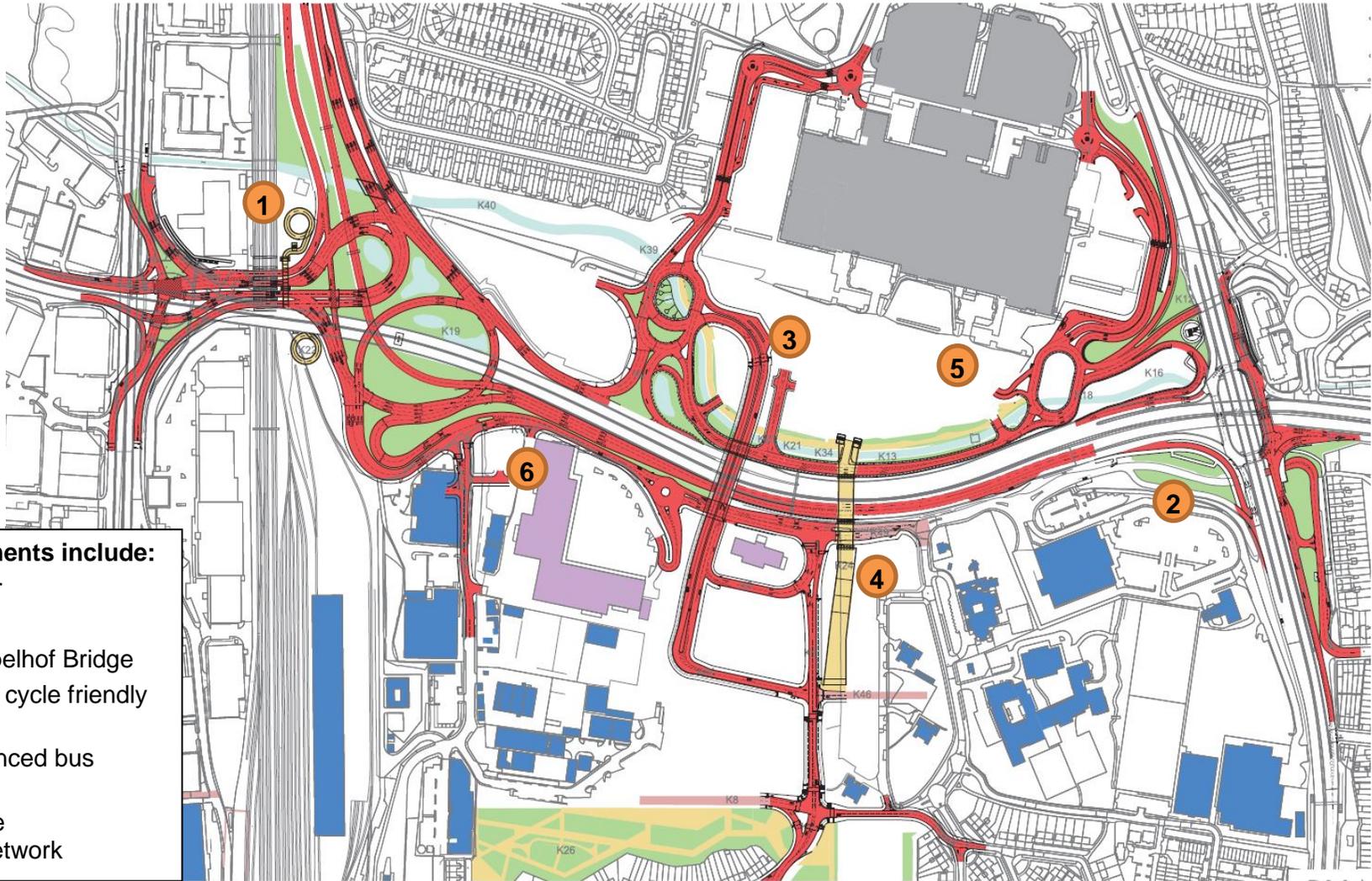
9. HSL progressed the concept design throughout 2015 and submitted Reserved Matter Applications pursuant to the Section 73 permission. LBB approved those submissions on 10 September 2015.
10. LBB also approved a Section 96A application on 26 November 2015 that enables HSL to postpone full commencement of construction of Phase 1A from 28 October 2017 to 28 October 2019, in parallel with construction of the shopping centre. To protect the Phase1A consent, HSL need to have implemented their scheme by 27 October 2017. Under the Section 96A approval HSL can simply excavate a trench for foundations of one of the bridges in their land to satisfy the condition. This increases concerns that the timescales for Authorities' assurance processes may be compressed between late start and political pressure to complete on time.

# Project Scope

## PHASE 1AN

Proposed Development  
1A (North)

- Infrastructure 1AN
- Infrastructure 1AS
- New Buildings
- River
- New/Improved Green Space
- 1AN Public Realm
  
- Existing Buildings
- Buildings Demolished In future phases
- Buildings Demolished By Southern Developer



### The capacity enhancements include:

1. M1/A5 Staples Corner
2. A406/A41 junction
3. Replacement of Tempelhof Bridge
4. A new pedestrian and cycle friendly "Living Bridge"
5. A relocated and enhanced bus station
6. LBB will undertake the enhancements to their network

Figure 1 – Scope of transport infrastructure works

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## Appendix 2 – Time Schedule

The Primary Milestones for the regeneration programme are illustrated below:

BXC Regeneration Programme		2015		2016				2017				2018				2019				2020				2021			
		Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>BXC Full Regeneration Business Case</b>	Date																										
Submission FBC to GLA & DCLG	Dec-15		◆																								
Grant Agreement DCLG & Business Rate Agreement GLA	Mar-16			◆																							
<b>Brent Cross North Phase 1A &amp; 1B</b>																											
1A Approval S96A (Implementation)	Dec-15		◆																								
1A Approval S96A & RMA's VE Options	Feb-17			◆																							
1A Finalise S278 Agreements	Apr 16 - Q4 16				■	■	■																				
CPO 1&2 Inquiry	May-16				◆																						
CPO1&2 Confirmed	Dec-16						◆																				
Procurement (1A & 1B)	Jan-17							■	■																		
1B RMA Planning Consent	Jun-17								◆																		
1A Highways Enabling Works Start on Site	Sep-17									◆																	
1A Highways Works Construction	Nov 17 - 2021										■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
1B Shopping Centre Construction	Mar 18 - 2021											■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
1A & 1B Highways and Shopping Centre Complete	Oct-21																									◆	
<b>Brent Cross South</b>																											
LBB ARG Approval AR and Establish BXC South JV Co.	Mar-16			◆																							
BXC South RMA Planning Consent	Jun-17								◆																		
Design Development (Early Phases)	2016 -2019				■	■	■	■	■	■	■	■	■	■													
Procurement (Early Phases)	Jan-19														■	■											
Construction Phase 1C & Station Square	Jun-19														■	■	■	■	■	■	■	■	■	■	■	■	■
Completion Station Square	Dec-21																									◆	
<b>BXC Thameslink Station</b>																											
Approved Station & Regeneration Full Business Case	Mar-16			◆																							
CPO 3 Inquiry	Oct-16					◆																					
Design (GRIP 4) & NR AIP	2016 - 2017				■	■	■	■	■																		
CPO 3 Confirmed	May-17								◆																		
Network Change completed	Jun-17								◆																		
Detailed Design (GRIP 5) Planning & Procurement	2017 - 2018									■	■	■	■	■													
MML Bridge Construction	2018 -2019											■	■	■	■	■											
NLWA Construction	2018 -2019											■	■	■	■	■											
Freight Facility Construction	Jul-05														■	■	■	■	■	■	■	■	■	■	■	■	■
Station Construction	2018 - 2021														■	■	■	■	■	■	■	■	■	■	■	■	■
New Station Complete & Train Services Commence	Jun-21																								◆		



## Appendix 3 – TfL’s Strategic Risks

TfL’s top six risks and the proposed control measures are set out below:

Ref	Risk Definition	Cause of Risk	Control Measures
1	Performance of highway and public transport not acceptable during construction or post-completion.	Actual performance is worse than predicted by modelling. Mode shift not realised.  Demand higher than forecast.  Parallel construction of shopping centre, highways, residential and rail station.  Traffic Management inadequate.	TfL processes followed (TMAN scheme and works) to ensure that design and construction will deliver required outcomes. Assurance that design encourages mode shift. Integrated construction logistics. Assurance of Traffic Management planning and execution.
2	HSL decide not to proceed.	Funding gap persists despite value engineering, TIF funding and transfer of liabilities to others not achieved. HSL withdraw. Economic environment changes sufficiently to alter the conclusion of the business case.	Work with LBB and HSL to explore workable opportunities to enhance HSL's investment appraisal. Reconfigure scheme to enable regeneration.
3	HSL are unable to complete works.	HSL become insolvent. HSL delivery performance unacceptable (safety, consents ignored, asset quality).	Authorities have Step In Rights. Authorities draw down bonds and complete full scope. Authorities prepare 'Step-In Plan'.

Ref	Risk Definition	Cause of Risk	Control Measures
4	Late delivery by HSL places TfL under pressure to accept proposals without due consideration.	HSL deliver later than planned. Duration of TfL activities reduced to suit fixed milestones.	HSL commitment to deliverable schedule, including time for Authorities' activities. Control of delivery as scheduled.
5	Requirements not met due to poor quality procurement.	European Regulations apply to Phase 1A. HSL inexperience of public procurement. HSL driven to minimise cost and duration, rather than compliance with requirements. Requirements not met.	HSL assign/engage people capable of OJEU procurement. HSL assure Authorities that requirements flow into contracts.
6	Insufficient land for infrastructure (construction, operation and maintenance).	Traffic modelling and concept design remain uncertain after CPO application is made	Understand level of design certainty at time of CPO. Require Developer to provide solution within CPO boundary.