



Notice of Non-key Executive Decision

Subject Heading:	Response to the Transport for London River Crossings consultation
Cabinet Member:	Councillor Roger Ramsey (Leader of the Council)
CMT Lead:	Andrew Blake - Herbert Group Director Strategy and Resources
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Policy context:	Mayor's London Plan (2011) Mayor's Transport Strategy (2010) Mayor's Draft London Infrastructure Plan 2050 (2014) Havering Corporate Plan 2011-2014 (including the Living Ambitions agenda) Havering 'Living Ambitions' Agenda Havering Regeneration Strategy Havering Local Implementation Plan Havering Local Development Framework (2008) Havering Network Management Plan Executive Decisions 2012 and 2013
Financial summary:	There may be financial implications for the Council (for example, in regard to the levels of housing and business development brought forward in the future in the areas of Havering close to the proposal for a Belvedere –

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	Rainham bridge) but these cannot be quantified at this stage because it is not certain whether TfL will progress the bridge option or not.
Relevant OSC:	Environment
Is this decision exempt from being called-in?	No

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

- | | |
|--|-------------------------------------|
| Ensuring a clean, safe and green borough | <input checked="" type="checkbox"/> |
| Championing education and learning for all | <input type="checkbox"/> |
| Providing economic, social and cultural activity
in thriving towns and villages | <input checked="" type="checkbox"/> |
| Valuing and enhancing the lives of our residents | <input checked="" type="checkbox"/> |
| Delivering high customer satisfaction and a stable council tax | <input type="checkbox"/> |

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Part A – Report seeking decision

DETAIL OF THE DECISION REQUESTED AND RECOMMENDED ACTION

That the recommended response to the Transport for London consultation on the options for new river crossings in east and south east London (as set out in Appendix 3) be approved.

AUTHORITY UNDER WHICH DECISION IS MADE

The following elements of the Council's Constitution apply.

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

2 Executive Functions – Functions

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

- (i) the Government (including White and Green papers)
- (ii) the London Councils, the Greater London Authority, the Local Government Association and all other bodies where those papers affect the services allocated

STATEMENT OF THE REASONS FOR THE DECISION

1. Background

There are currently no 'fixed' vehicle crossings across the river Thames between the Blackwall Tunnel and the Dartford River Crossing and this forms a barrier to road journeys from north to south (and visa versa) in east London.

In 2012-2013, and in line with the Mayor's Transport Strategy (2010) which identifies a need for further river crossings, TfL consulted on proposals for additional river crossings in east London comprising a new tunnel at Silvertown to connect Greenwich Peninsula with the Royal Docks as well as options further to the east. (TfL states that the Silvertown tunnel proposal is to be the subject of further specific consultation shortly).

The Council formally responded to these consultations.

Havering supported 'in principle' the need for additional river crossings in east London, recognising the need for additional capacity to be provided across the River Thames to reduce congestion at the existing crossings. It supported a tunnel being built at

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Silvertown and a fixed link between Thamesmead and Beckton.

The London Mayor has recently published his draft Infrastructure Plan for London 2050 and this document identifies interventions in the form of a series of new river crossings in east London (over and above the proposed and committed Silvertown Tunnel) to overcome the 'barrier effect' which constrains travel between Thamesmead, Belvedere, Barking Riverside and Rainham.

TfL are now undertaking further public consultation on options for east London river crossings and has identified four potential options at three locations :

- *a new ferry at Woolwich
- *a ferry at Gallions Reach
- *a new bridge at Gallions Reach
- *a new Bridge between Belvedere (in London Borough of Bexley) and Rainham

A copy of the consultation leaflet has been deposited in the Members' Resource Room.

The consultation leaflet summarises very broadly out the benefits, costs, timescales, traffic implications and environmental impacts of each of these options.

TfL say the proposals are intended to address:

- *Regular long delays at the Blackwall Tunnel, particularly during the peak time
- *Frequent closures of the Blackwall Tunnel and the impact of the closures on the surrounding road network
- *The need to replace the Woolwich Ferry infrastructure as it nears the end of its operating life
- *The need for additional road connections to support London's growth and assist businesses

Underlying TfL's proposals is the identification that the river forms a barrier between north and south London and that people and businesses need to cross it each day to make London 'work'.

TfL says that whilst it has invested considerably in public transport improvements across the river, it recognises that there will always be a need for some journeys to be made by road.

TfL points out that much of the growth expected in London over the period to 2031 will be accommodated in east London and from surveys with businesses it identifies strong business support for further road crossings being provided in east London.

Further extensive technical information on the proposals is available on the TfL website. The supporting information includes a traffic impact study (2014) which looks at each of the options in terms of their potential impact on the surrounding road network based on strategic level traffic modelling.

Members will be aware that the Government has (through the Department for

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Transport) undertaken extensive consultation on proposals linked to the Lower Thames crossing at Dartford including proposals for a new crossing and adjustments to the tolling and charging arrangements (including 'free-flow' operation from later this year).

Currently the Highways Agency is also consulting on proposals for adjustments (widening and junction works) to the A13 close to its junction with the M25 and the introduction of lower (50mph) speed limits on the A13. These proposals do not directly impact on the A13 in Havering.

TfL's proposals for new crossings are separate to the initiatives from the Department for Transport and the Highways Agency.

The consultation leaflet does say though that TfL's proposals are in addition to the new Lower Thames Crossing proposals being explored by the Department for Transport which will provide additional capacity at the Dartford Crossings.

At the time of this report being prepared, it is understood from TfL that some 7,000 on-line responses had been submitted to the consultation.

2. Summary of the current river crossing options from TfL

The consultation invites respondents to identify their preferences for the proposals. However, in discussions with the Council, TfL has clarified that it is looking to implement each of the four options as an overall package to address the issues above.

All the proposed river crossing options would be tolled. TfL envisages that the toll charges would be comparable to peak period charges at the Dartford Crossing but has not finalised this yet. It sees the toll charging as keeping demand for the crossings within manageable limits and helping to encourage some users to use public transport.

TfL's proposals are :

a) Replacement Woolwich Ferry

TfL is required by statute to operate a ferry at Woolwich. A replacement ferry (new vessels and terminal), will enable TfL to continue to operate a crossing here. The existing ferries are 50 years old and, would be replaced with new, larger and more environmentally friendly vessels. In addition, the land-slide infrastructure would be simplified and improved.

A new ferry and associated infrastructure would cost between £100-200m to build, with an operating cost of approximately 3.5m per a year. TfL owns the land that the replacement ferry infrastructure would use and says a new ferry service could be operational here by the early 2020s including a period of construction of around two and a half years.

TfL do not expect a new ferry service at Woolwich to significantly alter traffic patterns

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in east London since the ferry is already an established crossing point. It does not expect a new ferry to have a significant economic impact and it would not result in changes in traffic noise or emissions.

b) Ferry service at Gallions Reach

This would provide a link between Thamesmead on the south of the Thames and Beckton on the north side. Land required to build the new ferry infrastructure is already safeguarded which means a new ferry service could be operational here by the early 2020s including a period of about three years for construction. It would cost from £150m-£250m to build the new ferry and around £3.5m each year to operate and maintain it.

TfL says it would close the Woolwich Ferry if it proceeded with this option (and the bridge option at Gallions Reach).

TfL say that a new ferry service would reduce journey times between Thamesmead and Beckton (Newham) and result in localised changes in traffic patterns. It would expect the ferry to be used mainly by local traffic particularly if the proposed new Silvertown Tunnel is constructed. The consultation leaflet shows that TfL expect some decrease in traffic on the A1306 in Havering and that most traffic increase would be in Newham and Bexley on the approaches to the new ferry.

TfL expect the changes in traffic patterns linked to the ferry to lead to changes in traffic noise and emissions. It sees a new ferry as improving access and opportunities for businesses and residents in outer east London and identifies 20,000 businesses and 300,000 jobs being within an average 37 minute commute from Thamesmead.

c) Bridge at Gallions Reach

This would provide a new road link across the river, connecting roads in Thamesmead with Beckton.

The land required to build a new bridge at Gallions Reach is safeguarded which means it could be built and operational by 2022-2025 including a period of around four years for construction. It would cost from £350m-£600m to build the new bridge and around £0.5m each year to operate and maintain the crossing.

TfL expects the bridge to provide a more direct route for those who currently use the Blackwall or Dartford Crossings but it does not expect a significant amount of traffic to divert away from the existing Dartford Crossings or the proposed Lower Thames Crossing to take advantage of the new bridge. TfL say that a new bridge would significantly reduce journey times and would result in changes in traffic volumes and origins and destinations across large parts of east and south east London. It expects local traffic to make up a large element of the users. It envisages traffic increases in Bexley and Beckton and some decrease possible on the A13 in Havering.

TfL expects the bridge to give rise to changes in traffic noise and emissions. In economic terms it expects the bridge to significantly improve access and opportunities for businesses and residents by bringing over 100,000 businesses and 800,000 jobs

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within an average 37 minute commute of Thamesmead.

d) Bridge between Belvedere and Rainham

This would provide a new (tolled) bridge link connecting Belvedere and Rainham. In Havering, the bridge would connect to the A13 in the vicinity of the Marsh Way junction close to CEME. On the south side, a new access road would connect to the A2016 in the area of the Picardy Manorway junction. It would carry two lanes in each direction: one general traffic and one bus and heavy goods vehicles. The proposed bridge would include pedestrian facilities. The main bridge structure would be about 2,100 metres long.

The land required for the bridge is not safeguarded. TfL indicate it would take around four years to construct the bridge and envisage construction not being until 2025-2030. It would cost from £500m-£900m to build and around £0.5m each year to operate and maintain the crossing.

TfL sees the bridge reducing journey times significantly compared to existing crossing options. TfL sees the bridge as a more direct route for traffic that uses the Dartford Crossings and Blackwall tunnel in the morning. It expects to see traffic increases on the A13 and A1306 in Havering and on roads in Bexley on the bridge approaches. As with the other options, TfL expects to see changes in noise and emissions from traffic using the bridge and notes that it has not done work on impacts on more local roads.

3. Why the proposals are important to Havering

Provided that it takes place in a managed and planned manner, the significant growth that east London is expected to accommodate over the next 20/30 years has the potential to benefit Havering and other east London boroughs.

Clearly, growth will need to be supported by the provision of necessary infrastructure. The Council will work with the Mayor and other stakeholders to ensure that this is provided in a timely and efficient manner to support growth.

Investment in major transport infrastructure will be a key element of this and for this reason, officers consider that **the principle of further river crossings being provided in east London should continue to be supported.**

Nevertheless, it is considered that TfL's proposals warrant careful scrutiny so that the potential implications for Havering can be fully understood and the scope for issues which are a major concern (such as the traffic implications of the proposals and their impact on regeneration priorities for Havering), can be resolved through discussion with TfL and other stakeholders.

Officers have looked particularly at the proposals in regard to their traffic / highways and economic development implications as well as matters linked to environment and amenity.

The proposed bridge crossing between Belvedere and Rainham has been identified

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by officers as the most likely to have implications for Havering and this has been the focus of the assessment undertaken.

4. What TfL says about the Belvedere - Rainham bridge

As part of its feasibility work, TfL have undertaken traffic modelling work to assess the potential traffic implications if a bridge were to be built between Belvedere and Rainham.

The traffic modelling work that has been undertaken assumes that a Silvertown Tunnel will be in place and that the Woolwich Ferry will be operating with an additional 30% increase in capacity.

TfL's consultation leaflet suggests that the bridge would function as a *local* highway link between Bexley and Havering. It notes that it would result in changes in traffic across a wide area of east and south east London and would be used by morning peak traffic as it would be a more direct route than using the Dartford and Blackwall crossings.

TfL's modelling identifies that if no river crossings are provided, traffic levels within Havering and London are forecast to increase significantly over the period from 2012 - 2021 with increases of up to 500 vehicles per hour in the morning peak on key links such as the A13 and M25 and smaller but still significant increases of between 100-200 vehicles per hour in the morning peak on Havering's roads.

TfL claim journey times across the river would be reduced significantly compared with existing crossing options. Furthermore depending on the level of charges, a new bridge at Belvedere and Rainham could carry up to 1,500 to 1,650 vehicles per hour in one direction at the busiest times.

TfL say that in the morning peak the new bridge would provide a more direct route for traffic which currently has to travel via the Dartford Crossing, and to a lesser extent the Blackwall Tunnel. They say this would reduce traffic on the A2016, the A1306 and on local north-south routes through the Belvedere area in the London borough of Bexley.

It sees the bridge as supporting regeneration in both boroughs by bringing 120,000 businesses and 190,000 jobs within a 37 minute commute from Belvedere. TfL says it would support the provision of new homes in both boroughs.

5. Havering comments on the Belvedere - Rainham bridge

a) Traffic and highways issues

Officers consider that there is an uncertain picture from TfL's consultation material on whether the bridge would be a local facility or whether it would have a more strategic role in traffic and highways terms.

The consultation leaflet says clearly that the bridge would be a more direct route for morning peak traffic that currently has to use the Dartford and Blackwall crossings.

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This gives rise to concern about the likely impact on the highways and environment in Havering (see below).

Officers strongly doubt that the bridge would have only a 'local' function and envisage that it will inevitably become an alternative route for traffic at times when other crossings (such as the Woolwich and Dartford crossings) are very busy or unable to be used because of problems there or elsewhere on the strategic highway network. TfL's consultation material does not provide any information to satisfy officers that the bridge could or would be managed in a manner which would ensure that it was used only by local traffic.

If the bridge is a *local* facility then its very high cost of delivery may not represent value for money given the pressure on Transport for London resources particularly when the case for other strategic and transport infrastructure investment in London is very strong. This is particularly the case when the delivery of the bridge will take longer than the other options identified and that land needed for its delivery has not yet been safeguarded.

In order to establish the robustness of the bridge proposals in traffic and highways terms, the Council engaged specialist highways consultants to review the proposals.

A copy of their report can be found in Appendix 1.

The consultants compare each of the options and acknowledge that the Rainham to Belvedere bridge will improve cross-river journey times, improve access in areas south of the river to Newham, Redbridge and Barking and Dagenham.

As far as traffic impact on Havering is concerned, the consultants advise that :

- *the bridge would provide relief at the Lower Thames Crossing at Dartford. Officers suggest that in this eventuality, it is likely that there would be significant congestion on the roads on either side of the bridge making local journey very difficult for residents and businesses.

- *TfL's modelling indicates that most traffic north of the river using the bridge would do so via the A13 (from both the east and west), the M25 and the North Circular.

- *increases in traffic flows are also forecast for other parts of Havering's strategic road network including the A1306 in both the morning and evening rush hour period

- * increases in traffic would additionally be seen on residential roads running north-south in Havering including those such as Betterton Road and Cherry Tree Lane in South Hornchurch which provide links to the A1306 and the A13.

The consultants consider that TfL's traffic impact analysis to support the proposal has shortcomings because it is strategic and it cannot be used to gauge impacts on local roads or impacts at individual junctions.

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Additionally, they note that TfL's model does not take into account any potential mitigation measures on local roads or consider if local mitigation is achievable. They also note that at this stage, TfL's work has only allowed analysis of the morning peak for traffic flows and that day-time and evening peak information has not been available.

The consultants advise that the bridge proposal is indicated as being connected into the Havering highway network at the Marsh Way / A13 junction.

However, TfL has not yet undertaken any detailed junction design work to confirm that this is achievable nor to show that access to existing businesses or residents in the vicinity would be maintained. They note that 'limited information is presented on the nature of the connection between the bridge and the existing highway. What information that is presented appears initially to be inadequate and likely to both prejudice the operation of the existing highway and constrain existing and future employment areas south of the A13'.

The potential for this to have an adverse impact on the Council's regeneration priorities and the continued operation of CEME is addressed below.

The consultation leaflet suggests that the bridge proposal would need to be accompanied by a range of complementary traffic management measures such as reviewing traffic light timings but these are not explained.

Officers would envisage severe restrictions being imposed on access to the A13 from the A1306, and therefore the crossing may reduce accessibility in the area for many residents and businesses. It is considered that in the absence of information on these matters, the potential impact of the bridge cannot be assessed and this provides a further reason why it cannot be supported at this stage.

In regard to impact on specific employment areas, the consultants looked at key sites in the London Riverside area of Havering (such as Beam Park, Beam Reach and Rainham West) and concluded that the absence of detail on the proposal means that the potential implication of the bridge for these important regeneration areas cannot yet be assessed.

The consultants note that a bridge between Bexley and Rainham has the potential to dramatically increase the number of public transport services available to residents including the potential for north and south bus routes between Havering and Bexley. In particular it would open up access to North Kent. They caveat this by emphasising that further investment would be needed in the wider public transport network to link the surrounding areas (for example, Romford) to the bridge because existing north-south routes for public transport are currently very limited.

The consultants note that the bridge may help to improve existing cycling links and make regular journeys from north of the river into south-east London feasible.

The consultants consider the bridge would have limited scope for walking journeys due to its length.

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Finally, the consultants highlight that TfL's work to support the bridge option is based on a number of scenarios which may not arise and, in this eventuality, the potential use of the bridge may be increased and the impacts on Havering be more significant.

For example, they highlight that TfL has assumed that the Woolwich Ferry will be replaced, they note that differences in toll charges between the various river crossing facilities may make the bridge more attractive and also that the Silvertown Tunnel option is not yet certain to be delivered.

In summary, in the light of the consultant's comments, officers conclude that there are a number of significant questions relating to the robustness of the traffic information supporting the proposal and the potential impact that a bridge would have on traffic in Havering that are unanswered. It is suggested that the consultation response says that TfL should undertake further work on details of the bridge proposal so that its full highway impact on this borough can be established.

b) Economic, regeneration and business factors

TfL's proposals are underpinned by the assumption that the proposals will not only benefit east London in transport terms, they will facilitate development through improving connectivity and access to customers, labour markets and jobs.

In this context, TfL say that a new bridge between Belvedere and Rainham provides potential to significantly improve access and opportunities for businesses and residents in east London.

For example, they say that by reducing travel time to centres of employment and businesses across the river, it could bring over 120,000 more businesses and over 190,000 more jobs within an average 37 minutes commute of the bridge.

TfL also say that a new bridge between Belvedere and Rainham could also support the creation of new homes in the North Bexley and London Riverside Opportunity Areas.

The Council has commissioned consultants to review the economic analysis undertaken by TfL and to outline any gaps in the existing evidence. The consultants engaged are supporting the Council on the preparation of its new local plan for the borough and have extensive experience in economic and employment issues in Havering.

A copy of their report can be found in Appendix 2.

The consultants note that TfL present the bridge proposal as an important catalyst for creating a step change in accessibility which will help drive residential development and employment growth.

In summary, however, they note that there is a marked contrast between the potential benefits from the bridge for Bexley and Havering and outline that Bexley stands to gain more than Havering.

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They note that TfL say that Havering's London Riverside area and the "rest of Havering" will see an increase in the average number of accessible jobs of 16% and 15% respectively.

In comparison, Erith / Belvedere and the "rest of Belvedere" in Bexley will see a much larger increase in the average number of accessible jobs of 69% and 71% respectively indicating a much larger benefit for Bexley's residents.

TfL estimate that the creation of a bridge between Rainham and Belvedere would increase the number of potential accessible jobs to London Riverside and the "rest of Havering" would increase by 47,000 and 32,000 respectively.

In comparison, within Erith and Belvedere and the "Rest of Bexley" the number of potential accessible jobs would rise by 164,000 and 236,000 respectively.

Furthermore, the average number of accessible economically active people within London Riverside and the 'Rest of Havering' is expected to increase by 13% and 12% respectively. Comparatively, with Erith and Belvedere and the 'Rest of Bexley' an increase of 69% and 17% is expected.

The consultants note that the proposal for a new crossing will enhance transport connectivity for Havering and increase the numbers of jobs accessible to its residents.

However, when account is taken of the relatively low skill levels / educational attainment levels of Havering residents it is unclear as to how much benefit they will derive from increased accessibility to jobs in the wider area and, in any event, it is not clear how many of these jobs are currently vacant. The consultants conclude that 'the extent to which these new accessible jobs provide viable new employment opportunities for Havering residents is there likely to be limited'.

The consultants note that TfL identify that the impact of the bridge on land values is also considered to be much more significant south of the river with the crossing likely to raise values and stimulate the conditions for comprehensive redevelopment of underused land and industrial sites.

In contrast, they highlight that the relative impact on development in London Riverside and the rest of Havering from changes in 'connectivity' is likely to be low.

The consultants highlight that the bridge may have direct implications for key sites in the London Riverside Opportunity Area in Havering which have already benefitted from significant investment (such as the Centre for Manufacturing and Engineering Excellence (CEME) or those that been identified in planning and regeneration strategies for development and regeneration such as Beam Park and Rainham West.

The Beam Park and Rainham West sites would be within 300m of the proposed junction of the bridge with the A13 and it is likely that significant landscape and visual, noise and traffic impacts could be felt at these locations which may have implications for their viability particularly in regard to their prospects for securing high quality homes.

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CEME, Beam Park and the Rainham West sites are key sites within the Havering part of the London Riverside Opportunity Area which is a long standing priority area for comprehensive regeneration including substantial numbers of jobs and homes.

The GLA has commenced work to identify a developer partner for its employment sites. The bridge may take part of the Beam Reach 6 site and may place significant constraints on Havering's and the GLA's ability to deliver the regeneration envisaged by reason of its impact on the wider area.

Havering is currently in the process of submitting a Housing Zone application and a significant number of the sites to be identified- within the potential bid area are located within the Beam Park and Rainham West allocations of the London Riverside area. The potential impact of the bridge crossing on the viability of residential development within these sites could be significantly detrimental to the likelihood of them being delivered reducing the likelihood of meeting the Major's housing targets.

In the immediate future, it is considered that the uncertainty arising from the unknown outcomes of the river crossings programme will be very unhelpful to businesses and investor confidence and would be likely to blight the future of sites and businesses close to the proposed bridge structure. For this reason, it is important that TfL should undertake, and resolve, further work on the bridge as a high priority.

The consultants note that parts of London Riverside which are located further away from the proposed bridge may benefit from the improved transport connections and other more peripheral sites may benefit from being 'unlocked'. The consultants point though that 'the benefits of enhanced transport connectivity should be balanced with potential adverse impacts in terms of increased traffic congestion on the roads in the area such as the A13 and A1306.

The consultants comment on the business survey that TfL undertook to support the bridge proposal noting that 100 businesses in each borough were surveyed.

The consultants note that businesses in Bexley identified remoteness from markets as being the main weakness whilst those in Havering said that the main weakness of their location was poor parking facilities and congestion. Fewer Havering businesses identified the river as barrier to development than in Bexley and fewer Havering businesses regarded river crossings as important compared to Bexley businesses.

The consultants highlight that TfL has not provided clarity on how the bridge will be funded and note that the viability of current transport proposals in Havering may be affected.

In conclusion the consultants say that whilst the strategic case for a new river crossing is recognised:

- the bridge proposal could generate fairly limited economic benefits for Havering with regard to increases in development potential resulting from increased accessibility to jobs, access to markets and businesses and economically active populations. This is in stark contrast to Bexley which would experience

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significant beneficial effects as a result of the bridge (and also the bridge at Gallions Reach).

- the bridge proposals give very little consideration as to how the bridge may impact on the growth aspirations of Havering (and the GLA) for the London Riverside Opportunity Area through adverse environmental impacts and, in the case of Beam Reach 6, land take as a result of its alignment.
- there is little clarity on the funding options for the bridge and it is not explicitly supported by planning policy.

c) Environmental impacts

Officers consider that the bridge will give rise to potential adverse environmental implications which may militate against the wider regeneration of the London Riverside area.

TfL has not provided any information on the form and appearance of the bridge but is expected that it would be a significant feature in views of the London Riverside area and further afield in the same way that the Dartford Crossing bridge is.

The visual impact of the bridge (and the surrounding and supporting infrastructure such as toll 'plazas') may make it very difficult to secure the step change in environmental uplift needed to support regeneration. It may be expected to impact adversely on the residential amenity of existing and proposed homes and may deter business investment.

The expected changes in traffic volumes linked to the bridge would lead to changes in traffic noise. TfL's Environmental Option Study indicates that there will be a moderate increase in noise levels around the vicinity of the existing junction of Marsh Way and the A13. There are currently no residential properties within the vicinity of the junction but proposals for residential development approximately on the Beam Park and Rainham West sites (300m from this junction) are likely to be negatively affected.

All of Havering is identified as an Air Quality Management Area. The consultants suggest that given the increases in traffic that will be seen at the junction of the A13 with Marsh Way it is likely that there will be increases in nitrous oxide levels.

6. What do other boroughs say

Informal information has been obtained from some other east London Boroughs (at an officer level) on the likely responses that those boroughs will submit.

These positions (below) are not final and, in some cases, they were to be subject to further discussion between Members and officers.

In summary :

- Barking and Dagenham - are understood to support the Belvedere – Rainham bridge proposal provided that it is accompanied by the improvement of the A13

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as they have concerns about the likely traffic impacts.

- Redbridge – cautious support for the proposals depending on traffic impacts being clarified.
- Tower Hamlets – support for the Silvertown Tunnel proposal and would want to see local residents have discounted toll charges for the crossings.
- Lewisham – support proposals for a new Woolwich Ferry and a bridge at Gallions Reach.
- Greenwich – reject the Woolwich Ferry and Gallions Reach ferry options and suggest that the Silvertown Tunnel proposal should be in the wider consultation package (for clarity). It support the Gallions Reach bridge proposal with caveats such as it including a rail link across the river. It would like to see the DLR extended to Thamesmead. It is neutral on the Belvedere – Rainham bridge proposal.
- Newham – qualified support for Silvertown Tunnel as it considers it will provide some resilience for other crossings but concerned about likely traffic impact from the tunnel on the Royal Docks highway network. It is neutral about the Gallions Reach / Belvedere - Rainham bridge proposals but would not want to see the latter in place of the former.
- Bexley - supports the Belvedere – Rainham bridge proposal as it will support its emerging growth plans for the Bexley Riverside areas.

7. Officer comments and a recommended response from Havering

The provision of new major transport infrastructure will be essential to support the significant growth that east London will accommodate over the next 30 years.

In this regard, the provision of additional river crossings should, in principle, continue to be supported.

However, officers consider that the provision of bridge between Belvedere and Rainham as the first potential river crossing after the provision of the Silvertown Tunnel cannot be supported at this time.

It is recommended that Havering **very strongly objects** to this specific element of the consultation for several important reasons.

In summary, these include :

- an absence of detail from TfL on several fundamental aspects of the proposal such as its 'fit' with, and its implications for, existing traffic and highways features in Havering.
- deficiencies in the traffic analysis underpinning the proposals arising from the reliance on strategic modelling.
- contrary to TfL's comments in the consultation leaflet, and based on the information provided so far, an expectation that the bridge would become used by traffic from the wider strategic network (including the M25 and other trunk roads) rather than function as a local facility. TfL has provided no information

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to satisfy the Council that the use of the bridge could be managed so that it would be used only by local traffic. It is expected that its use by traffic from further afield would be likely to have an adverse impact on traffic movement in the south of Havering and elsewhere in the borough as well as give rise to adverse environmental implications.

- the potential for the proposal to have a significant adverse impact on wider planning and regeneration priorities in the London Riverside area in Havering. These are set out in key documents such as the Mayor's London Plan as well as Havering's own strategies and programmes and including its forthcoming Housing Zone submission to the London Mayor which is intended to secure the fast-track delivery of more than 1,000 new homes in areas close to the proposed bridge. Furthermore, it is considered that the uncertainty associated with the development and appraisal of the options package for river crossings is very undesirable. It will be likely to blight the regeneration potential of these sites as well as the on-going activities of established facilities such as CEME and existing businesses. This highlights how important it is that further appraisal work on the options is progressed as very urgently so that there is investor and developer confidence in the area.
- that the bridge would only be likely to have modest economic and business benefits for Havering and these are likely to be far out-weighed by its adverse implications in terms of its potential to prejudice wider regeneration aims, its harmful impact on movement and the existing environment and its adverse impact on the delivery of the step change that has always been recognised as necessary in the south Hornchurch and London Riverside areas of Havering

Notwithstanding the above, it is recognised that Havering should continue to work with the Mayor and other stakeholders including other boroughs (such as the London Borough of Bexley) to bring about regeneration and support London's growth in a manner which has the potential to benefit east London generally. For this reason, it is suggested that the response should set out Havering's commitment to working with the Mayor and others to tackle and resolve the issues raised in the consultation.

8. Draft recommended Havering response to TfL river crossing consultation

The key points of the recommended response are that Havering :

- welcomes the Mayor's commitment to the provision of new strategic transport infrastructure to support London's growth
- is committed to working with the Mayor, TfL and other east and south east London boroughs to ensure that whilst the outcome of the river crossings programme must be satisfactory for Havering it should also benefit east London generally
- considers that improving the resilience of the Lower Thames Crossing by the delivery of a further crossing at / close to that location by the Department for Transport should be a high priority

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- asks the Mayor to work closely with the Government / Department for Transport to ensure that proposals for a new Lower Thames crossing are taken into account in TfL's work on river crossings
- reaffirms its continued support for further river crossings in east London to the west of Havering
- wants to see the Silvertown Tunnel proposal delivered as soon as possible as part of its support for more river crossings
- **very strongly objects to a Belvedere – Rainham bridge being the first new crossing provided after the Silvertown Tunnel because :**
 - a) despite the information in the consultation material saying that the bridge will be a local facility, Havering has very significant concern that a Belvedere - Rainham bridge would function as part of the wider strategic highway network and the resulting levels of traffic using it from the motorway and trunk road network will have a detrimental impact on roads and junctions in Havering as well as the wider environment. There is no information in the consultation material to satisfy Havering that the operation and management of the bridge would be able to restrict its use to only local traffic.
 - b) the bridge has the potential to have a significantly adverse impact on the delivery of new jobs and homes in an identified London Plan growth area that would outweigh its benefits
 - c) further analysis on roads and junctions should be undertaken to enable the borough and other stakeholders to fully assess the potential impact on the highway network and wider environment
- considers that after the provision of the Silvertown Tunnel, the transport capacity and economy of east London will be best served by the next bridge being at Gallions Reach
- would support TfL undertaking further work on the Belvedere – Rainham option provided that this is done alongside looking at other options to the west of Gallions Reach.
- Strongly urges that the further work that TfL undertakes on the Belvedere – Rainham bridge proposal must be done as a very high priority to avoid very undesirable uncertainty and blight on the future of the important regeneration and development sites in the areas adjoining the bridge and its facilities as well as the on-going activities of existing facilities such as CEME and existing businesses. This urgent work should include detailed appraisal of the potential impact of the bridge on the land holdings and potential development on the north side of the Thames in the regeneration areas being promoted by the GLA and Havering. It should prioritise a review of landing and land take impacts of the bridge where it would join the A13 to the east of the Marsh Way junction and it should safeguard Beam Reach 6 and the land near CEME for important

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industrial development.

- May support a future Belvedere - Rainham bridge proposal provided that it is in addition to a Silvertown Tunnel, a bridge at Gallions Reach as well as a new Lower Thames Crossing and it is satisfied that its design, construction, integration with the highway network in Havering and the management of traffic using it, would ensure that its role was primarily for local traffic.

Additionally, Havering considers that :

- Proposals for river crossings should not result in the Mayor adjusting his infrastructure spending priorities such that other programmes and projects are adversely affected especially those linked to transport improvements in east London
- The consultation proposals should include more extensive details of the environmental impacts of the proposals such as their implications for air quality and noise
- Tolling regimes must be in place on the crossings to ensure that they do not attract additional traffic and local residents and businesses should benefit from discounted tolls
- Further work is required to demonstrate that the proposals will have adequate resilience when events or circumstances result in a river crossing being closed
- Greater clarity is needed on the funding proposals that underpins each of the options
- TfL should continue to progress the further work on the proposals in partnership with boroughs (for example, by means of a specific regular officer working party or through its Sub-Regional Transport Panel)

9. Next steps

Subject to Member approval, the recommended response will be submitted to Transport for London.

Members will be kept updated on any issues arising from this consultation and any further consultation.

OTHER OPTIONS CONSIDERED AND REJECTED

It is imperative that the Councils views are made to TfL on this consultation given the

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potential adverse implications for Havering and so the option of not responding was rejected.

PRE-DECISION CONSULTATION

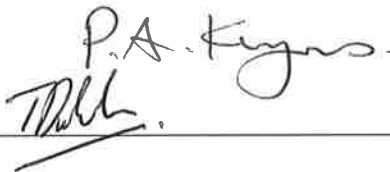
The Rainham, Wennington and South Hornchurch (Member) Working Party considered this matter at its meeting in August and strongly opposed the Belvedere – Rainham bridge proposal.

NAMES AND JOB TITLES OF STAFF MEMBER(S) ADVISING THE DECISION-MAKER

Name: Tom Dobrashian and Patrick Keyes

Designation: Head(s) of Economic Development and Regulatory Services, respectively.

Signature (s):

Handwritten signatures of Tom Dobrashian and Patrick Keyes.

Date: September 30 2014

Part B - Assessment of implications and risks

LEGAL IMPLICATIONS AND RISKS

There are no direct legal implications for the Council arising from the consultation and the response.

Cleared by Graham White, Legal Manager (Regeneration) by e-mail : September 24 2014

FINANCIAL IMPLICATIONS AND RISKS

The proposal for a Belvedere – Rainham bridge has the potential to adversely impact on the long term regeneration of extensive areas of London Riverside and this may be reflected in the numbers of homes and businesses brought forward in this area being less than has previously been envisaged in the London Plan and Havering regeneration and planning strategies.

This would be likely to have financial implications for the Council but these cannot be quantified at this stage.

Cleared by Conway Mulcahy, Strategic Finance Business Partner, by e-mail : September 29 2014.

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

There are no direct HR implications for the Council arising from the consultation and the response.

Cleared by Eve Anderson, Strategic HR Business Partner by e-mail: September 29 2014

EQUALITIES AND SOCIAL INCLUSION IMPLICATIONS AND RISKS

The London Borough of Havering recognises the need for additional capacity to be provided across the River Thames to reduce congestion at the existing crossings and supports the principle of further river crossings being provided.

The Belvedere – Rainham bridge proposal gives rise to significant concern because it has the potential to seriously jeopardise the delivery of longstanding and well

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supported regeneration initiatives which are aimed at addressing socio – economic inequalities issues in an extensive area of Havering.

In addition to this, there is a lack of detail provided in the consultation, including potential environmental impacts. This makes it more difficult to understand public health implications for vulnerable groups, as well as information for planning road safety schemes and initiatives to protect vulnerable road users.

More information needs to be provided to the Council in order to understand the likely demographic changes of the proposed schemes in order to continue to effectively plan services for different communities.

Cleared by Paul Green, Diversity Advisor by e-mail: September 24 2014

BACKGROUND PAPERS

None

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Part C – Record of decision

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

Decision

Proposal agreed

Details of decision maker

Signed :

Road Ramsey

Name:

Road Ramsey

Cabinet Portfolio held: Leader of the Council

Date:

30.9.14

Lodging this notice

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

For use by Committee Administration

This notice was lodged with me on *A.H. - CN*

Signed *V10/14*

