

THAMES GATEWAY BRIDGE
PUBLIC INQUIRY

STATEMENT OF CASE

LONDON BOROUGH OF NEWHAM

Town and Country Planning Act 1990

London Borough of Newham

Statement of Case

THAMES GATEWAY BRIDGE

Newham Council reference:
P/04/1170

Planning Inspectorate reference:
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Town and Country Planning (Inquiries Procedure) (England) Rules 2000

RULE 6 STATEMENT on behalf of the London Borough of Newham

Land adjoining A406, A13, A1020 Royal Docks Road & Armada Way, Part of River Thames at Gallions reach, London, E6

Proposed Thames Gateway Bridge linking the A13/A406 in Beckton to the A2016 Eastern Way, Thamesmead including associated road and landscaping works and three buildings (to provide offices maintenance garage and salt barn) within operation and maintenance compound off Armada Way.

1. INTRODUCTION

1.1 This Rule 6 Statement on behalf of the London Borough of Newham concerns the decision by the Government Office for London to call in for determination at a public inquiry the application by Transport for London (TfL) proposing the Thames Gateway Bridge (TGB) linking the A13/A406 in Beckton to the A2016 Eastern Way, Thamesmead and associated highway works and buildings.

2. SITE DESCRIPTION

2.1 The proposed TGB and associated highway works would run between the A13/A406 junction at Beckton in Newham and the A2016 in Thamesmead, Greenwich. The proposed bridge structure would cross the river Thames at Gallions Reach at a point located approximately 1 mile and three-quarters eastwards of the Thames Flood barrier and approximately 1 mile eastwards of the Woolwich Ferry. The River Thames itself is some 635 metres wide at mean high water spring tides at this location.

2.2 The proposed TGB and associated carriageway within Newham runs along a safeguarding route within the Council's adopted UDP. This route runs from the A13/A406 roundabout, south adjacent to Royal Docks Road, to the west of the former Beckton Gas Works and over Armada Way to the river Thames.

- 2.3 The proposed TGB and associated highway would adjoin three separate Unitary Development Plan (UDP) designated 'Major Opportunity Zones' comprising MOZ.13 'Albert Dock Basin', MOZ.14 'Beckton Gas Works' and MOZ.15 'Beckton Gateway'.
- 2.4 The Thames Gateway area itself is subject to significant levels of investment, regeneration and new development on both sides of the river.

3. RELEVANT HISTORY

- 3.1 A route for a bridge over the Thames in this area has been safeguarded in successive UDP's with earlier proposals for the 'East London River Crossing'.
- 3.2 The Council resolved to grant permission for the TGB application on the 7th of December 2004, subject to referral to the Greater London Authority (GLA) and the completion of appropriate legal agreements.
- 3.3 The Council will refer to relevant aspects of the planning history of the site. In particular reference will be made to the Council's decision on the 7th of December 2004, and the associated Committee report, to grant planning permission for the TGB and the reasons for this decision.

4. THE APPLICATION (P/04/1170)

- 4.1 The Council will refer to all documents and plans submitted by TfL with the application.
- 4.2 The application is for full planning permission and is in hybrid form, with certain details to be made the subject of conditions requiring the submission of details for the approval of the Local Planning Authorities. The application is accompanied by an Environmental Statement (ES).
- 4.3 Details to be the subject of conditions are to be in accordance with the parameters set out in the Design Statement submitted with the application. The elements are:
- Bridge structures (including the location of piers);
 - Maintenance compound and revenue collection office; and

- Pumping stations.
- 4.4 The proposal would provide a four-lane dual carriageway (two lanes in each direction) road for general highway traffic between the A13/A406 junction at Beckton and the A2016 in Thamesmead. The principal element of the Scheme is a bridge across the River Thames that would fit within constraints of both shipping on the River Thames and aircraft movements to and from London City Airport. There would also be a number of other smaller land bridges together with the approach viaducts to Thames Gateway Bridge.
- 4.5 In addition to the four lanes for general traffic there would be two segregated lanes for public transport across the TGB and on sections of the approach roads to the north and south. These would allow for connections to existing and proposed public transport networks (particularly the Greenwich Waterfront Transit (GWT) and the East London Transit (ELT) schemes). A 40mph speed limit is proposed for the scheme.
- 4.6 At the northern end of the scheme the new road would pass over the existing A406/A13/A1020 junction and connect to the A406 just to the north. Slip roads would connect to the existing junction. A junction would be provided adjoining Armada Way in Beckton to provide direct access to the Royal Docks. At the southern end of the Scheme the new road would pass over the A2016 and A2041 Thamesmead Junction and connect to the A2016 Eastern Way just to the east. The existing roundabout would be remodelled and slip roads would be provided from the roundabout to join the new road.
- 4.7 Pedestrian and cycle paths are to be provided along the length of the Scheme to connect the north and south sides of the River Thames. A permanent maintenance compound is provided for the Scheme on the north side of the River Thames. Other structures necessary for the maintenance and operation of the Scheme are provided over the length of the Scheme.
- 4.8 The TGB would be tolled (by electronic means, without toll booths) to manage traffic demand and to help fund its construction and maintenance. In order to support and encourage movement conducive to local regeneration, a discount would be offered for local residents. Public transport, cyclists and pedestrians would not be tolled, and there would be exemptions available to disabled people.
- 4.9 The actual design of the bridge and approaches both in elevational terms and materials are not

for consideration at this inquiry and are matters to be reserved by planning conditions. However it should be noted that heights would not vary significantly from the indicative plans, given the need to safeguard the safe movement of aircraft and ships.

4.10 Full details of the proposal are included in section 5 of the Council's Committee report.

5. PLANNING POLICY AND LEGISLATION

5.1 The Council will refer to relevant national, regional and local policies and guidance.

5.2 With regard to national policy, the Council will refer to the following:

- Transport White Paper 1998;
- Transport: The Ten Year Plan 2000;
- Planning Policy Guidance Note series;
- Sustainable Communities Initiative; and
- Social Exclusion Unit: Report on Transport and Social Exclusion 2003

5.3 The Council will refer to the following Planning Policy Guidance Notes (PPG's)

- PPG 1: General Policies and Principles
- PPG 9: Nature Conservation
- PPG12: Development Plans
- PPG13: Transport
- PPG 15: Planning and the Historic Environment
- PPG 16: Archaeology and Planning
- PPG 23: Planning and Pollution Control
- PPG 24: Planning and Noise
- PPG 25: Development and Flood Risk

5.4 The Council will refer to the following Regional Planning Guidance (RPG)

- RPG Note 9: Regional Planning Guidance for the South East (2001)
- RPG Note 9a: The Thames Gateway Planning Framework (1995)

5.5 The Council will refer to the following policies from The London Plan: Spatial Development Strategy for Greater London (Adopted February 2004)

- 1.1: The Mayors Objectives
- 2A.1: Sustainability Criteria
- 2A.2: Opportunity Areas
- 2A.4: Areas for Regeneration
- 3A.20: Health Impacts
- 3B.1: Developing London's Economy
- 3C.1: Integrating Transport and Development
- 3C.3: Sustainable Transport in London
- 3C.14: New Thames River Crossings
- 3C.15: Road Scheme Proposals
- 3C.16: Tackling Congestion and Reducing Traffic
- 3D.12: Biodiversity and Nature Conservation
- 4A.6: Improving Air Quality
- 4B.1: Design Principles for a Compact City
- 4B.2: Promoting World Class Architecture and Design
- 4B.6: Sustainable Design and Construction
- 4C.1: The Strategic Importance of the Blue Ribbon Network
- 4C.3: The Natural Value of the Blue Ribbon Network
- 4C.22: Structures Over and Into the Blue Ribbon Network
- 5C.1: The Strategic Priorities for East London

5.6 The Council will refer to the following Mayoral Strategies

- Mayor's Transport Strategy
- Mayor's Air Quality Strategy
- Mayor's Ambient Noise Strategy
- Mayor's Biodiversity Strategy
- Mayor's Economic Development Strategy

5.7 The Council will refer to the following policies from the London Borough of Newham Unitary Development Plan (Adopted June 2001)

Strategic Policies

- S1: Community Safety and Crime Reduction
- S2: Community Benefits/Planning Obligations
- S3: Quality of Development
- S4: Sustainable Development
- S7: Urban regeneration: Promotion of Development
- S9 – S16: Environmental Quality
- S24 – S29: Employment
- S33 –S38: Transport
- S39 – S41: Leisure
- S42 – S44: Tourism

Urban Regeneration

- UR1: Major Opportunities Zones: Designation
- UR2: Albert Dock Basin (north Side): Land Use Proposals
- UR3: Beckton Gas Works: Land Use Proposals
- UR26: Beckton Gateway: Land Use Proposals

Environmental Quality

- EQ1: Waterway Improvements
- EQ2: Waterside Access
- EQ4: Quality of Waterside Development
- EQ8: The Royal Docks: Preservation of Views
- EQ9: Protection of Sites of Nature Conservation Importance
- EQ10-11: Species Protection
- EQ12: Creation of Sites of Nature Conservation Importance
- EQ14: Tree Loss and Retention
- EQ15: Inclusion of Tree Planting in New Development
- EQ18: Promoting Urban Quality
- EQ19: Urban Design Considerations
- EQ21: New Development: Landscaping

EQ24: Energy Efficiency
EQ25: Access
EQ26: Safety
EQ43: Archaeology
EQ45: Pollution
EQ46: Air Quality Management
EQ47: Noise Impact Statement
EQ48: Noise Sensitive Developments
EQ49: Contaminated Land: Assessment, Remediation and Monitoring
EQ62: Protection of the Flood Plain and Urban Washlands
EQ63: Surface Water Disposal
EQ64: Tidal Defences

Employment

EMP1: Employment Growth
EMP4: Principal Employment Areas

Transport

T1: New Development: Environmental Impact
T2: New Development: Public Transport Accessibility
T3: New Development: Highway Capacity
T4: New Development: Areas in need of Major Highway Public Transport Investment
T5: Preferred Modes of Transport
T7: Bus Services
T8: River Transport
T10: Road Hierarchy
T11: New Roads
T12: River Thames Crossings
T13: Road Safety, Traffic Management and Calming
T14: Design to Minimise Road Accidents in New Developments
T15: River Thames Crossings
T19: Improvement of Conditions for Pedestrians
T21: Recreational Footway Network
T22: Public Access to the River Thames
T23: Cycle Network

T24: Access by Cycle and Cycle Parking

T27: Protection of River Freight Transport Facilities

T28: Safeguarding of PLA Radar Station Facilities

T30: Restrictions on Development Within The Airport Safeguarding Area

Leisure and Indoor Recreation

LR2: New and Improved Leisure and Recreation Provision

LR3: Arts Culture and Entertainment: Sites and Activities

LR4: Public Art

LR5: Visitors' Attractions

Open Space and Outdoor Recreation

OS1: Open Space Standards and Proposed New Open Space

OS6: Green Chains: Developments and Implementation

OS7: Green Space: Protection

Tourism

TM1 Tourist Attractions: Improvements of Development Focal Points for Tourism

5.8 The Council will refer to the following Development Briefs:

- Beckton Gateway Urban Framework Plan (LBN - 1993)
- Royal Albert Basin Development Framework (LBN - 2004)

6. THE COUNCIL'S CASE

6.1 The Council will make reference to all documents and plans submitted by TfL with the application.

6.2 The Council will refer to its assessment of the TGB application, its conclusions and its reasons for resolving to grant planning permission, as set out in the Council's Committee report.

6.3 The Council will demonstrate that the proposed conditions, informatives and the heads of terms of the legal agreement set out in the Council's Committee report are both reasonable and essential.

6.4 The Council will refer to the representations received as part of the consultation process.

6.5 *Policy and Principle*

6.5.1 The Council will contend that its decision to grant planning permission for the proposal was made in accordance with both the Council's Unitary Development Plan and the London Plan and that all material considerations were taken into account as part of that determination.

6.5.2 The Council will demonstrate that the proposal conforms to the Council's adopted UDP including the safeguarded route for the TGB and associated highway to the A406/A13 junction and specific policies that support the principle of the proposal, as identified in the Council's Committee report. The Council's policies place an emphasis on the requirement for the TGB scheme to accommodate a number of different modes of transport, especially public transport, cycling and walking. The Council's UDP places a strong emphasis on the need to link development with transport infrastructure.

6.5.3 The Council will demonstrate that the proposal conforms to The London Plan. The London Plan policies support the principle of a new Thames river crossing in East London. The Council will contend that the proposed TGB would achieve regeneration benefits and incorporate high environmental standards.

6.6 *Traffic and Transport*

6.6.1 The Council will demonstrate the likely impacts of the proposal in relation to traffic generation, travel patterns and traffic congestion. The Council will demonstrate the extent to which the proposal accords with PPG13 - *Transport*.

6.7 *Pollution*

6.7.1 The Council will demonstrate the likely effects of noise, pollution and air quality on the

surrounding areas arising from the proposal, in relation to PPG23 – *Planning and Pollution Control* and PPG24 – *Planning and Noise*. The Council will contend that the conditions and heads of terms of the legal agreement identified in the Council’s Committee report are essential to ensure adequate mitigation of identified pollution related impacts.

6.8 *Ecology*

6.8.1 The Council will demonstrate the extent to which the development is likely to impact on the local flora and fauna, with regard to PPG9 – *Nature Conservation*. The Council will contend that the conditions and heads of terms of the legal agreement identified in the Council’s Committee report are essential to ensure adequate mitigation of identified ecological impacts.

6.9 *Urban Design*

6.9.1 The Council will contend that the proposed hybrid application format in conjunction with the conditions and heads of terms of the legal agreement identified in the Council’s Committee report would secure a high quality of design.

6.10 *Regeneration and Economic Development*

6.10.1 The Council will demonstrate that the proposal has the potential to bring significant regeneration benefits to the London Borough of Newham, particularly sites available for redevelopment in the east Beckton corridor and the eastern end of the Royal Docks.

6.10.2 The Council will also demonstrate that the overall benefits of the proposal in terms of regeneration, access to employment and economic growth are essential for the continued and successful development of the Borough and the Thames Gateway as a whole.

6.10.3 Furthermore, the Council will contend that without the Bridge, in the longer term, there would be a loss of potential accessibility leading to a lower demand for commercial property and development and commensurate reduction in investment. This in turn will lead to a loss of employment opportunities and the attendant potential reduction in levels of social deprivation. It would also mean a lower level of residential development.

6.11 *Assessment*

- 6.11.1 The Council will demonstrate that the development of this site as a new multi modal river crossing is consistent with national, regional and local planning policy and guidance. The proposed route is safeguarded within the Council's adopted UDP and supported in principle by the London Plan. The Council will contend that the proposal will significantly improve accessibility by various modes of transport to a large part of the Borough where many of the Council's regeneration policies are concentrated. Architecturally it will result in a new and prominent landmark to give the area a greater sense of identity. The proposal will greatly assist in the regeneration of the Borough and the Thames Gateway area as a whole, increasing investment, employment opportunities and access.
- 6.11.2 The hybrid format of the application is considered acceptable particularly as 'strategy' documents have also been provided including design, landscaping and ecological management which create parameters for submissions of details at a later stage. The final design of the bridge and associated structures will be of prime importance and will be further considered in detail following consultation with the Thames Gateway Bridge Panel consultative committee, which is to be established. This approach has been welcomed by the Commission for Architecture and the Built Environment (CABE) and the GLA's Urbanism Unit.
- 6.11.3 An extensive Environmental Statement (ES) has been provided and assessed by the relevant Council officers as well as officers at the GLA. Identified adverse environmental impacts need to be balanced against the demonstrated benefits and improvements that the local and wider community would experience. The analysis section of the Council's Committee report considers likely benefits and adverse impacts in detail.
- 6.11.4 A comprehensive package of mitigation measures and ongoing monitoring is proposed and it is considered that such impacts will be minimised wherever possible and will not be of such a degree as to justify refusal on the basis of the relevant planning policies. Necessary and appropriate safeguards can be secured through the use of conditions attached to the planning permission and appropriate legal agreements.
- 6.11.5 The proposal will particularly assist in the regeneration of the Borough as well as benefiting the adjacent Boroughs and the Thames Gateway area as a whole, increasing investment, employment opportunities and access with an emphasis on enhanced public transport provision. Such regeneration is the primary purpose of the Bridge. Securing enhanced public

transport are matters which involve a number of Boroughs in the Thames Gateway area hence their agreement to the establishment of a Thames Gateway Bridge Panel consultative committee to deal with such matters both before and after the Bridge is constructed. The granting of planning permission on the basis of the comprehensive conditions and legal agreements as proposed will, it is considered, provide sufficient safeguards to enable this important regeneration project to be supported.

7. CONCLUSION

- 7.1 The Council will demonstrate that its reasons for resolving to grant planning permission for the TGB application are sound and reasonable and in accordance with national, regional and local policy guidance.
- 7.2 The Council respectfully invites the Inspector to uphold the Council's decision to grant planning permission having regard for its UDP policies and all other material planning considerations and grant planning permission for the TGB application subject to the conditions and legal agreements identified in the Council's Committee report.

8. LIST OF DOCUMENTS

- 8.1 The Council intends to refer to the following documents as evidence:
- Planning application and all associated documents, including the Environmental Statement.
 - Council's Committee report for the application.
 - Correspondence received as part of the consultation process.
 - Jacobs Babtie reports:
 - Traffic and Transport Report Review – November 2004
 - Review of Assessment of Public Transport Options – November 2004
 - Review of Public Transport Model Validation Report – November 2004
 - Summary Report – November 2004
 - London Borough of Newham Unitary Development Plan (Adopted June 2001)
 - The London Plan – Spatial Development Strategy for Greater London (February 2004)
 - Relevant national and regional planning policy guidance, PPGs and RPG's, including:

- PPG 1: General Policies and Principles
- PPG 9: Nature Conservation
- PPG12: Development Plans
- PPG13: Transport
- PPG 15: Planning and the Historic Environment
- PPG 16: Archaeology and Planning
- PPG 23: Planning and Pollution Control
- PPG 24: Planning and Noise
- PPG 25: Development and Flood Risk
- RPG Note 9: Regional Planning Guidance for the South East (2001)
- RPG Note 9a: The Thames Gateway Planning Framework (1995)

8.2 Copies of the above-mentioned documents can be viewed at the Development Control Section, First floor, Town Hall Annexe, 330-354 Barking Road, East Ham, London, E6 2RT

