

Tyne and Wear  
Passenger Transport  
Authority

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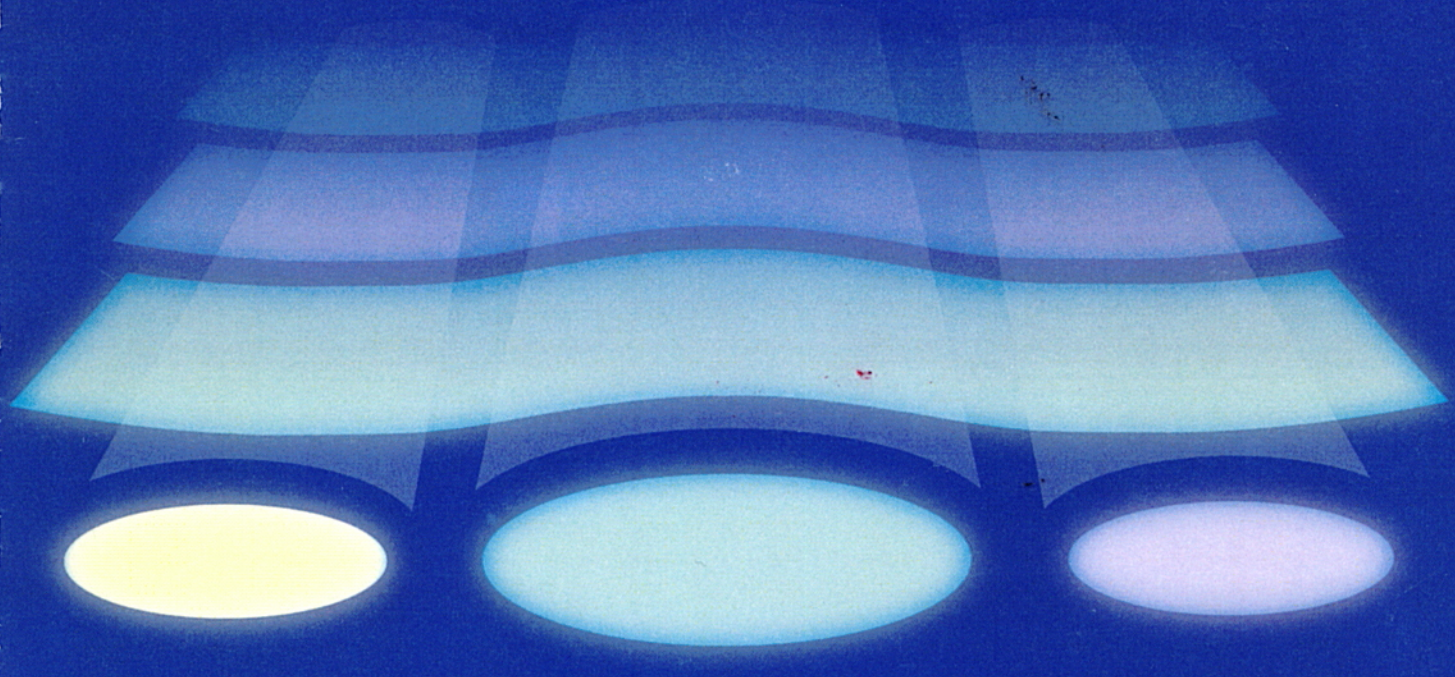
**New Tyne Crossing**

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Proof of Evidence on the  
Rationale for the New Tyne  
Crossing

**APPENDICES**

February 2003



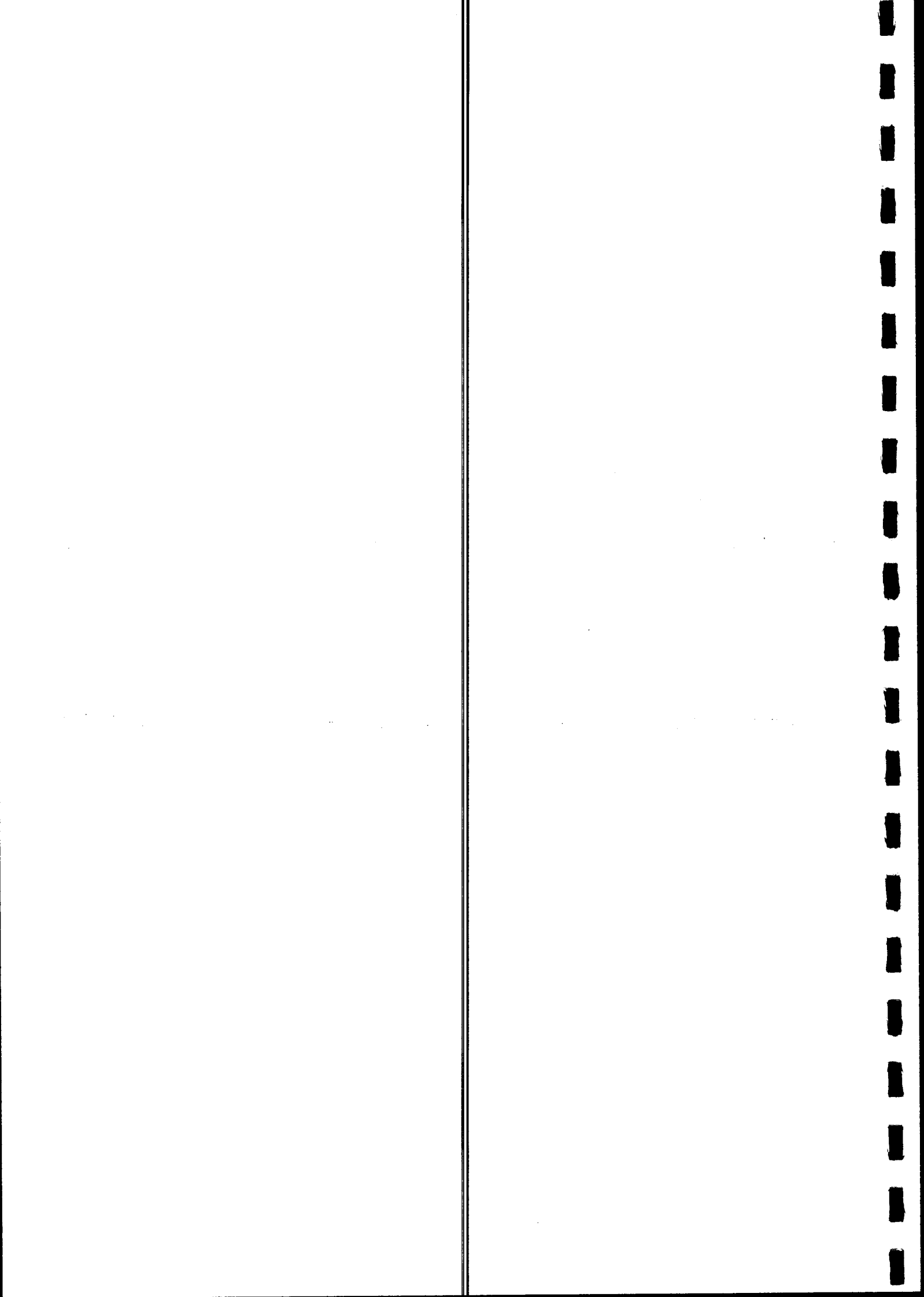
**CONTENTS**

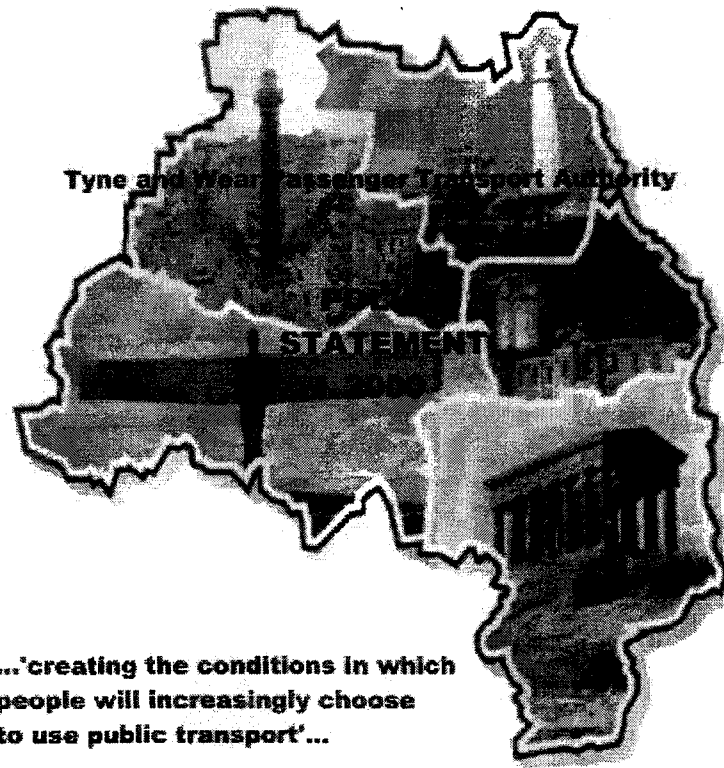
<b>APPENDIX A</b>	<b>TWPTA Policy Statement 2000</b>
<b>APPENDIX B</b>	<b>Extract from TWPTA Best Value Performance Plan 2001 – 2002</b>
<b>APPENDIX C</b>	<b>TWLTP Approval Process</b>
<b>APPENDIX D</b>	<b>Extracts from Towards 2010</b>
<b>APPENDIX E</b>	<b>Extracts from Towards 2016</b>
<b>APPENDIX F</b>	<b>Extract from Crossing the Tyne</b>
<b>APPENDIX G</b>	<b>Site Location Plan</b>
<b>APPENDIX H</b>	<b>Extract from 1979 Tyne &amp; Wear Structure Plan</b>
<b>APPENDIX I</b>	<b>Tyne &amp; Wear County Council Highways Committee Report and Minute (3 January 1984)</b>
<b>APPENDIX J</b>	<b>Location of Alternative Crossings Plan</b>
<b>APPENDIX K</b>	<b>TWCC Committee Minute (1 March 1990)</b>
<b>APPENDIX L</b>	<b>Membership of the Technical Steering Group</b>
<b>APPENDIX M</b>	<b>Decision Tree</b>
<b>APPENDIX N</b>	<b>TWCC Committee Minute (24 September 1992)</b>
<b>APPENDIX O</b>	<b>TWCC Committee Report and Minute (20 May 1993)</b>
<b>APPENDIX P</b>	<b>TWCC Committee Minute (12 November 1993)</b>
<b>APPENDIX Q</b>	<b>TWCC Committee Report and Minute (16 May 1996)</b>
<b>APPENDIX R</b>	<b>GONE letter dated 3 September 1996</b>
<b>APPENDIX S</b>	<b>TWCC Report and Minute (3 July 1997)</b>
<b>APPENDIX T</b>	<b>Note of Meeting with Dr Gavin Strang (21 July 1997)</b>
<b>APPENDIX U</b>	<b>TWPTA Report and Minute (23 October 1997)</b>
<b>APPENDIX V</b>	<b>TWPTA Report and Minute (25 June 1998)</b>
<b>APPENDIX W</b>	<b>TWPTA Report and Minute (22 July 1999)</b>
<b>APPENDIX X</b>	<b>TWPTA Report and Minute (21 March 2001)</b>

- APPENDIX Y TWPTA Report and Minute (31 May 2001)**
- APPENDIX Z STMBC Committee Report and Minute (7 November 2001)**
- APPENDIX AA TWPTA Committee Report and Minute (17 October 2001)**
- APPENDIX BB TWPTA Report and Minute (28 February 2002)**
- APPENDIX CC Responses to Objectors**

# APPENDIX A

1 TWPTA Policy Statement 2000





## INTRODUCTION

The Passenger Transport Authority consists of fifteen councillors appointed by the five districts that comprise Tyne and Wear. Four members represent Newcastle, four Sunderland, three Gateshead, two North Tyneside and two South Tyneside.

The PTA obtains the majority of its funds through a levy on the five district councils (i.e. through the Council Tax process).

It is responsible for setting the policy and financial frameworks within which its executive arm, Nexus, operates.

## BACKGROUND

The previous PTA policy document was published in 1988 shortly after the deregulation of local bus services outside London and at a time when once publicly-owned bus companies were being privatised.

The environment for public transport was hostile with the Government at the time

pursuing a pro-roads policy and seemingly diametrically opposed to the principles of public transport integration.

Within this hostile environment the Passenger Transport Authorities in the country were to the fore in proposing and developing improvements to the public transport systems.

In Tyne and Wear recent years have seen a number of major improvements to the transport infrastructure and facilities - wholly or partly funded by the PTA - the rebuilding of Haymarket and Sunderland bus stations, the extension of the Metro to the Airport, a new Ferry and Landing for the service between North and South Shields, the development of Care Services for the disabled across Tyne and Wear, the establishment of single journey Transfares linking all travel modes, and a substantial upgrade of Metro stations and rolling stock.

This process was accompanied by the development of a public transport strategy for Tyne and Wear - Towards 2010 - which was published in 1996 and, more recently, the development of the first bus quality partnerships between local authorities, bus operators, the PTA and Nexus. Last December saw Government give public support for the extension of the Metro to Sunderland and South Hylton.

However, despite improvements to public transport, the period since 1987 has shown a continual decline in public transport use of some 2-3% a year. This has been partly due to the changing nature of the local economy with more businesses locating in areas less accessible to public transport, the fluctuating national economy and the continuing growth in car ownership - not just among households that previously had no car or access to one but car owning households obtaining two and sometimes three cars. Real fare increases for all public transport users have also played a part in driving down patronage.

However, recent years have shown a major change in the national consensus in favour of improving public transport and reducing congestion. This strategy is now strongly endorsed by the government. Their 1998 White Paper recognises the importance of good public transport in the achievement of other Government objectives such as healthier communities, the regeneration of inner cities and a more sustainable economy. There is now a major emphasis on the partnership approach - that no one agency can achieve policy change by itself. Also the introduction by the Government of 'best value' for local authorities requires the PTA to review its processes and ensure it is accountable and its actions are transparent.

The Authority intends a process of continual policy review that will be focused through the production of a policy statement such as this every three years.

[Back to top](#)

## **OBJECTIVES AND PRIORITIES**

The PTA sees transport policy as a key element in reducing social exclusion, regenerating the economy, particularly that of inner city areas, improving the environment and lessening the ill effects of traffic congestion on health and the local economy. The PTA will provide the policy framework that will - to quote the Nexus Mission Statement - 'Create the conditions in which people will increasingly choose to use public transport'. The PTA's principal strategic objective under this framework is:

- o *to promote and encourage safe, integrated, efficient and economic transport facilities and services for Tyne and Wear and its surrounding area through*

*the development of partnerships between other local authorities, transport operators, public service providers, Nexus and local communities.*

To achieve this objective, the Authority's main priorities are:

- o *to halt the decline in public transport use in the area*
- o *to increase public transport use in Tyne and Wear*
- o *to market public transport as a key ingredient in the reduction of social exclusion, the regeneration of the economy, the improvement of the environment and the reduction of the ill effects of traffic congestion on health and the economy*
- o *to support mobility for all regardless of levels of income and car ownership*

This document spells out the policy backcloth against which the PTA will develop measures that will enable those who are solely dependent on public transport to get around - to go to work, shop, see friends and relatives, access leisure activities - and encourage car owners to use public transport for more of their journeys.

## **THE PASSENGER TRANSPORT AUTHORITY AND NEXUS**

Nexus, the Passenger Transport Executive, is the executive arm of the Passenger Transport Authority. Although it is a separate legal entity, it advises the PTA on policy and implements the policies established by the PTA. Nexus works to a revenue and capital budget set annually by the Passenger Transport Authority which obtains its funds primarily from a levy on the five local authorities which make up Tyne and Wear.

Nexus, under the policy guidance of the PTA, has a number of roles - it provides, procures, plans and promotes public transport in Tyne and Wear.

Many of these roles can only be done effectively in partnership or through collaboration with operators, local authorities and other bodies.

The PTA requires Nexus to support its efforts to facilitate greater accountability for the Authority's policies and actions and to assist in its efforts to consult widely both within the sub-region of Tyne and Wear and more widely in the North East, particularly with Northumberland and Durham County Councils regarding transport provision on all the major corridors into the Tyne and Wear conurbation.

[Back to top](#)

### **1. Provide**

#### **(a) Metro**

The first section opened in 1980, the most recent, the extension to the Airport, in 1991. In 1998 some 34 million passenger journeys were made on the 46-station 59km system.

***The Authority requires Nexus to:***

- operate a safe and secure system that meets passenger demand cost effectively;
- continuously improve the quality of the service and facilities provided for the passenger including those with mobility and other handicaps;
- break even on day to day cost of operating the system;
- keep fares levels to or less than the level of retail inflation;
- constantly strive for measures to increase potential for passenger growth;
- regularly consult with passengers/stakeholders; and
- provide it with regular reports on operational and financial performance and passenger attitudes to the service provided.

***The Authority will:***

- determine fares strategy and approve fares changes;
- decide any specific schemes to enhance or expand the system through the capital budget process; and
- set financial targets for Metro through its annual revenue budget process.

**(b) Shields Ferry**

A half hourly service operating between North and South Shields on which 600,000 journeys were made in 1998.

***The Authority requires Nexus to:***

- operate a safe, regular service between North and South Shields meeting passenger demand cost effectively;
- continuously improve the quality of the service provided to the passenger;
- keep the subsidy to the Ferry cash limited to 1997 levels (£193,000); regularly review demand patterns; and
- provide it with six monthly reports on operational performance, passenger attitudes and levels of use.

Back to top

***The Authority will:***

- determine fares levels annually.

**a. Tyne Tunnels**

The Tyne Tunnels between Howdon and Jarrow are the easternmost

crossing points of the River Tyne. The twin pedestrian/cyclist tunnels, handling 119,000 pedestrians and 192,000 cyclists annually, are now a listed structure providing an important local and strategic link in the coast-to-coast and national cycle networks. The two-lane vehicle tunnel handles over 10 million vehicles a year but now operates at well over its theoretical design capacity. The Authority is therefore developing a detailed case for a second tunnel to reduce local congestion, aid public transport movements and stimulate economic regeneration in the area.

***The Authority requires:***

- the vehicle and pedestrian/cyclist tunnels to be managed and operated in a safe, efficient and cost effective manner both for the benefit of local users and longer distance traffic so as to support the social and economic well-being of the region, provide a vital link in the regional and national road networks and reduce the adverse impact of traffic on the Tyne and Wear conurbation;
- the promotion of good relations with adjacent communities through the thoughtful maintenance of the Tunnel's assets and through the development of educational and business partnerships wherever possible;
- maintenance work in the Tunnel that could restrict usage to be fully co-ordinated with work on the wider road network through liaison with highway authorities and agencies in the region;
- delays at toll booths and the number of Tunnel closures each year to be minimised; and
- the quality of facilities and services to customers to be continuously improved.

***The Authority will:***

- set annual financial and operational targets for the Tunnel;
- receive six-monthly reports on performance;
- determine the tolls to be charged for the use of the vehicle tunnel;
- receive quarterly reports on financial performance; and
- develop proposals for a second tunnel with the view to this being built and operated by a concessionaire along with the existing tunnels.

[Back to top](#)

## **2. Procure**

### **(a) Rail Services**

Under the 1995 Railways Act Nexus in partnership with OPRAF has entered into a

seven-year franchise agreement with rail operator Northern Spirit (Arriva) to provide a frequent rail service between Sunderland and Newcastle on behalf of the PTA. In 1998 2.1 million journeys were made by rail on the Sunderland- Newcastle line.

***The Authority requires Nexus to:***

- ensure Arriva meets all its obligations and standards for service performance/facility provision/customer satisfaction levels/low level of fraud - in providing a good, safe and secure passenger train service between Sunderland and Newcastle;
- negotiate future franchises in conjunction with the Franchising Director to maximise passenger benefit; and
- provide it with three monthly reports on operational performance, passenger attitudes and level of use.

***The Authority will:***

- determine fares on the Sunderland-Newcastle line keeping them broadly comparable with fares on the Metro.

**(b) Care Services**

Nexus administers a service for the mobility handicapped residents throughout Tyne and Wear on specially adapted minibuses that it owns but which are operated by a private company. 320,000 journeys were made on the Care Services in 1998.

***The Authority requires Nexus to:***

- establish eligibility criteria for the service in collaboration with social services departments that take account of the accessibility offered by the conventional public transport network;
- work with operators to ensure that the comprehensive public transport network in Tyne and Wear meets the requirements of all residents and, where the conventional network is inaccessible to some users, to plan and procure a supporting network as cost effectively as possible;
- to increase awareness and appropriate membership of the service;
- to provide more journey opportunities for those unable to use public transport within a financial regime which allows expenditure to increase by inflation;
- to ensure that vehicle resources procured for Care Services are used to maximum effectiveness, giving priority to people who have no alternatives available; and
- provide it with six monthly reports on operational performance, passenger attitudes and levels of use.

***The Authority will:***

- encourage bus operators to increase year on year their use of low floor

buses to enable individuals previously dependent on Care Services to access local bus services; and

- o set annual financial targets for Care Services.

[Back to top](#)

### **3. Partnership**

#### **(a) Bus Services**

All buses in Tyne and Wear are privately operated. 160 million journeys were made by bus in 1998 of which 8 million were made on services Nexus had specified and funded on behalf of the PTA. Nexus also manages all major bus stations and maintains/provides bus stops and some bus shelters.

#### ***The Authority requires Nexus to:***

- o work with operators and local authorities to increase the level of bus use every year;
- o promote a permanent core network of regular, frequent and high quality services on major corridors into and linking main town and city centres;
- o work with bus operators to provide comprehensive information in a range of formats suitable for home/place of work and at the stop/shelter;
- o provide a network of bus waiting areas (shelters/stations/ interchanges) with a high standard of shelter from the weather/a safe, well lit, clean and well maintained environment with schedule route/where to board information;
- o work with bus operators and local authorities to establish a significant network of bus priorities (bus lanes at signals and junctions) and park and ride sites so that on the main commuter corridors bus passengers are seen by car users as travelling quicker to town and city centres;
- o to procure and provide services and facilities which obtain the best return on investment in terms of generating increased bus use;
- o to ensure that the public transport network is accessible to at least 95% of the population and to take steps to secure services to ensure this target is met using a prioritisation system to ensure value for money; and
- o to provide it with quarterly reports on the performance of secured and commercial bus services.

#### ***The Authority will:***

- o determine fares for secured services that are broadly in line with commercial bus operators' fare levels.

### **4. Promotion and Information**

Nexus actively markets public transport throughout Tyne and Wear, operates a telephone information service - Travel-Line - and produces maps and timetables for distribution and display. 300,000 calls were answered by Nexus Travel-Line in 1998.

***The Authority requires Nexus to:***

- o take the lead role in the marketing and promotion of public transport across Tyne and Wear;
- o work with the bus and rail operators to promote and extend integrated ticketing;
- o promote a one stop shop telephone information service covering all local and regional public transport services;
- o provide comprehensive information available in printed and electronic form (or over the telephone) at home, place of work and at the stop/shelter;
- o ensure the comprehensive provision and availability of maps and timetables;
- o work with the local authorities to ensure key public transport facilities are properly signed to both the pedestrian and car driver;
- o actively participate in awareness raising/behaviour changing campaigns such as Don't Choke Britain;
- o assist all major employers in the area to adopt Green Commuter Plans; and
- o provide it with reports every six months on the number of calls received, the nature of calls received, the number of maps/timetables produced and the number of bus stops with up to date timetable information.

***The Authority will:***

- o endeavour to increase awareness of the importance of public transport locally, regionally and nationally to achieving key policy objectives of economic regeneration, sustainability, social inclusion and health improvements through working with the North East Chamber, the Joint Lead Members' (Transportation) Group and the Local Government Association.

[Back to top](#)

## **5. Planning**

The PTA supports the integrated approach adopted by the government through the requirement for sub regions such as Tyne and Wear to produce a Local Transport Plan.

***The Authority requires Nexus to:***

- o work with the local authorities to maximise the role and contribution of public transport within the Tyne and Wear Local Transport Plan;

- develop achievable implementation programmes to secure the delivery of those projects in the Local Transport Plan that are the responsibility of the PTA;
- review opportunities for the development of rail franchise services into and within the sub-region;
- advise local authorities on the appropriateness of public transport provision in major new developments;
- work with the local authorities in the development of Regional Planning Guidance;
- develop partnerships to implement the public transport strategy 'Towards 2010';
- work with One North East, the Regional Development Agency, to ensure public transport contributes to the economic regeneration and sustainable development of the region and that public transport issues are fully incorporated into land use planning, regional development and economic regeneration programmes;
- investigate up to date methods of rapid transit between town and city centres not presently served by Metro; and
- work closely with appropriate agencies in ensuring public transport considerations are prioritised in local health and education action plans.

## **6. Capital Programme**

The capital programme is funded through government grants and loans, PTA/Nexus reserves and other capital grants (Single Regeneration Budget/European Regional Development Fund, etc.).

### ***The Authority requires Nexus to:***

- review the capital expenditure process so that the upgrading/repairs and renewals of the Metro and Ferry are catered for within its business plan and current PTA revenue targets;
- prioritise the remaining capital programme according to the return on investment in terms of achieving the PTA's key objectives (and be directed towards the implementation of the public transport strategy 'Towards 2010');
- allocate 1% of each year's capital expenditure to making the travelling environment more attractive (e.g. landscaping, public art);
- pursue partnerships that provide external funding opportunities to enhance the capital programme; and
- provide it with six-monthly reports on the overall implementation of the Programme.

***The Authority will:***

- approve the Capital Programme annually.

[Back to top](#)

## **7. Priority Groups**

The PTA has always given considerable priority to reducing the impact of high fares on vulnerable groups. It has recognised the enormous importance cheap and accessible public transport plays in increasing social inclusion amongst the elderly, the disabled, children and students.

***The Authority requires Nexus to:***

- administer a concessionary fare scheme that provides discounted travel on all public transport serving Tyne and Wear for:
  - the elderly
  - the disabled
  - children going to and from school
  - students aged 16-18 in full time education
- carry out regular research on the impact and benefits of the scheme and advise whether any improvements need to be made to meet 'Best Value' requirements.

***The Authority will:***

- regularly review the level of fares and the availability of facilities provided under the scheme.

## **8. Taxis**

Taxis and Private Hire Vehicles have an important role to play in an integrated transport system. They provide a flexible means of travel at times, especially at nighttimes, weekends and public holidays, and perform a valuable service for people who are unable to use conventional public transport.

***The Authority will:***

- support opportunities to achieve a greater consistency of approach to taxi and private hire issues in Tyne and Wear and enhance the contribution they make to the public transport network.

***The Authority requires Nexus to:***

- liaise with the five district councils of Tyne and Wear in their capacities as licensing and traffic authorities and Northumbria Police with the view to developing an area-wide policy on the use of bus and no-car lanes.
- explore possibilities for enhancing taxi and private hire access to interchanges and other locations served by public transport and improving the provision of information, booking facilities and designated pick up and waiting areas.
- where funding is available, to implement projects developed from the above in partnership with other agencies.

## **9. Consultation and Accountability**

The role of the PTA in the development of public transport policy and the levying of funds via the Council Tax is not particularly widely known and hence knowledge of the accountability of PTA Members is limited.

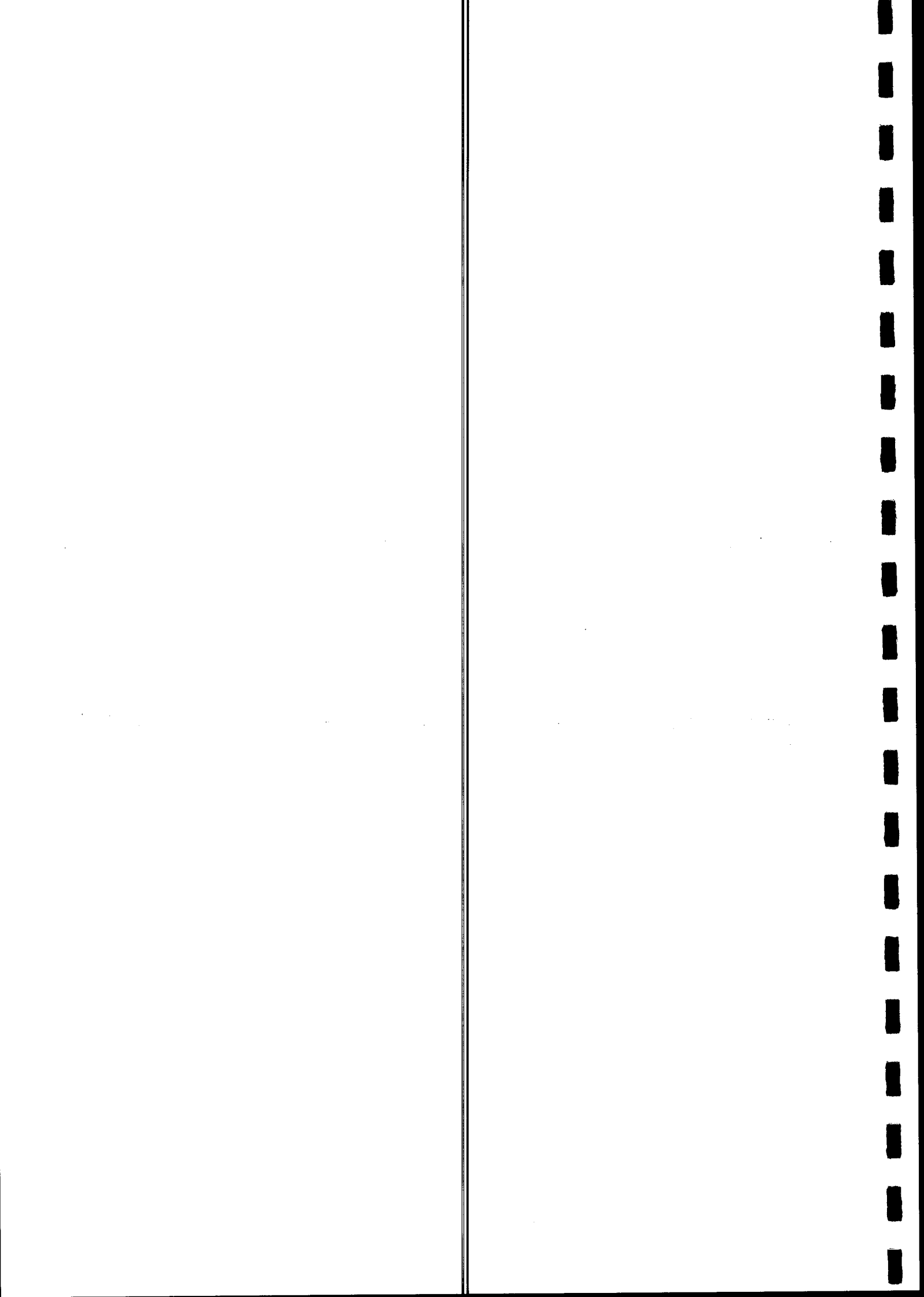
### ***The Authority requires Nexus to:***

- promote the PTA's role more widely among opinion formers and the public;
- service a network of Transport Advisory Committees where local transport users/residents can be consulted on policy issues;
- provide support and input to area-based 'surgeries' dealing with the service performance of public transport operators; and
- consult widely on the implementation of the public transport elements of the Tyne and Wear Local Transport Plan.

[Back to top](#)

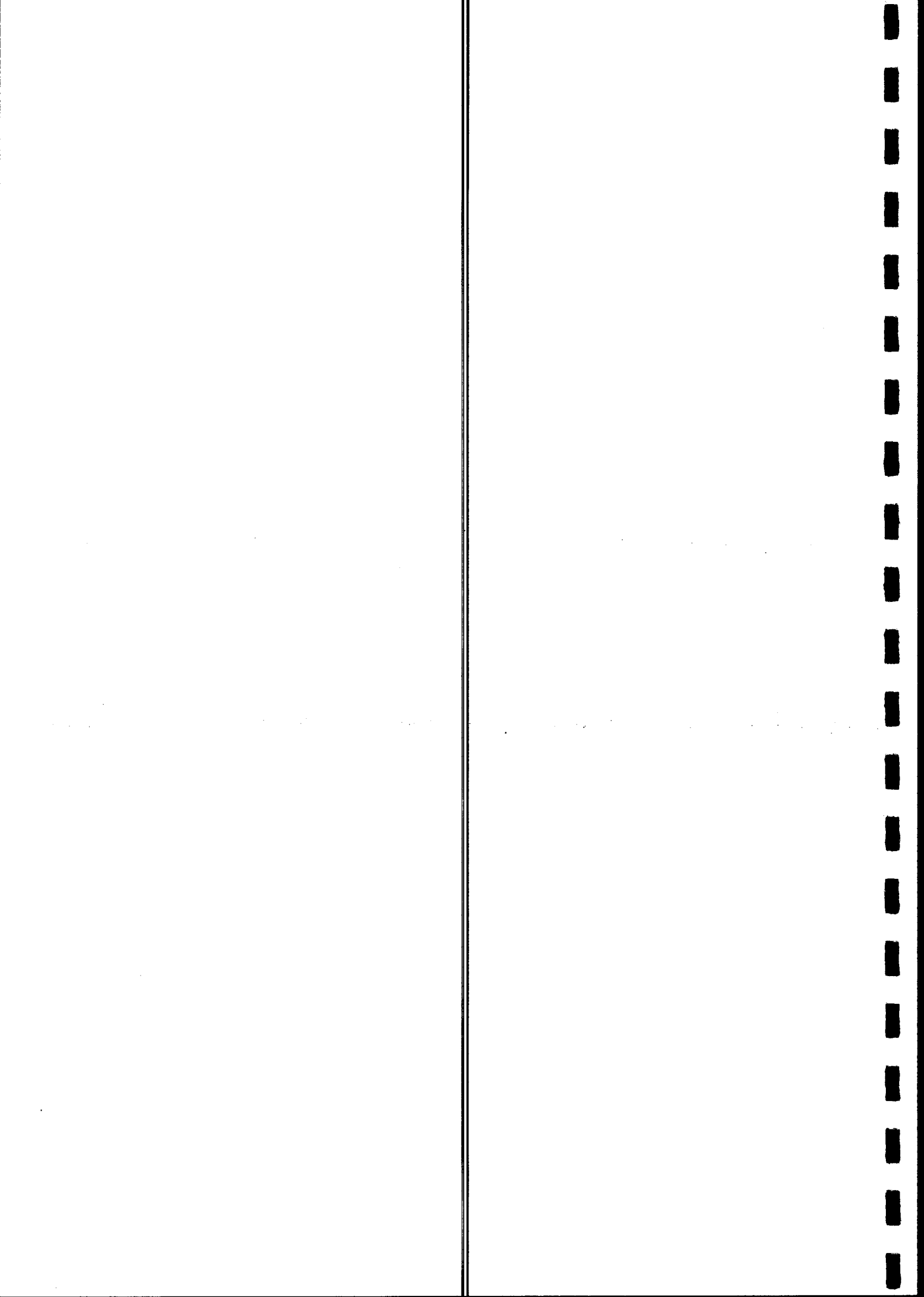
## **10. Consultation**

If members of the public or organisations have any comments or suggestions on the above policies please write to: Stuart Wilson, Tyne and Wear PTA, Nexus House, St. James Boulevard, Newcastle upon Tyne. NE1 4AX e-mail – [stuart.wilson@twpta.gov.uk](mailto:stuart.wilson@twpta.gov.uk)  
[mjp/sw/ptapolicystatement/000928](http://mjp/sw/ptapolicystatement/000928)



# APPENDIX B

2 TWPTA Best Value Performance Plan 2002 – 2003



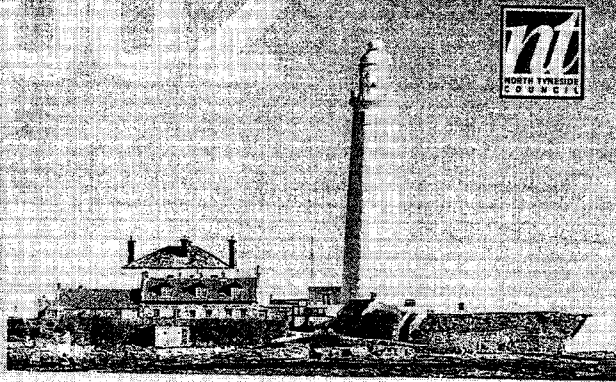
Gateshead  
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Newcastle  
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North  
Tyne  
Council



City of  
SUNDERLAND



TYNE AND WEAR  
PASSENGER TRANSPORT AUTHORITY



## The PTA and the Tyne And Wear Local Transport Plan

The Government's Transport White Paper, "A New Deal for Transport: Better for Everyone" outlined the need for a new approach to transport planning. It requires local authorities to develop integrated local transport strategies, set out and implemented through a Local Transport Plan (LTP) for each county area. The Tyne and Wear LTP we prepared in partnership with the five Tyne and Wear districts was given retrospective approval by the Transport Act 2000. It was submitted to the Department of Environment, Transport and the Regions in July 2000 as a bid for capital expenditure on transport between 2001/02 to 2005/06. The bid was set out in the context of a long term vision for Tyne and Wear, looking to how best to see transport systems working up to the year 2016.

Our vision and strategic objectives are consistent with those in the LTP.

On 14 December 2000 Government announced the LTP capital expenditure settlement for Tyne and Wear. The total allocation of funding for Tyne and Wear in 2001/02 is £27.348 million.

Our LTP settlement will help enable us to implement the following passenger transport schemes:

- **Sunderland Direct** - the extension of the Metro to Sunderland;
- **Centrelink (Gateshead/Newcastle) Integrated Transport Scheme** - a dedicated busway, featuring state of the art buses, connecting a new public transport interchange at the Metro Centre with Gateshead;
- **Stephenson Corridor (North Tyneside) Jobs link Integrated Transport Scheme** the provision of high quality public transport services to regeneration areas in North and South Tyneside, providing interchange with the Metro, railway and ferry; and
- **Metro Track Dualling from Pelaw to Simonside** - doubling the track capacity of a section of the Metro network in South Tyneside providing more operational flexibility and timetable improvements with two new stations.

Full details of the LTP settlement can be obtained from the contact address in the foreword.



## Our Vision, Objectives and Our Approach to Performance Management

### Our vision

We share a vision with our regional partners in local government for Tyne and Wear as an area where all residents have access to a more prosperous, safer, healthier and more sustainable lifestyle in a more attractive environment. We believe that central to this vision is a fully integrated, efficient transport network.

### Our strategic objectives

Our objectives that will translate the vision into action are:

**Accessibility** to improve access and enhance opportunities to reach a full range of facilities and activities, especially for those without access to a car and people with particular mobility problems.

We aim to achieve this by providing and promoting public transport services that:

- Are physically accessible;
- Are subsidised where appropriate;
- Cater for those most in need;
- Are well publicised; and
- Have easily available up to date information.

Key indicators and targets to measure performance against the objectives are:

#### Bus Services

- Influence an increase of 10% per annum (minimum) of buses in Tyne and Wear equipped with Easy Access facilities. From 27% in 2000 to at least 44% by 2005;
- All 6,000 recognised bus stops in Tyne and Wear to be fitted with timetable information by March 2002;



- Develop and install up to 50 Transpods (quality bus shelters incorporating an information terminal and passenger enquiry line) by March 2005;
- Develop and install Real-Time information units at up to 50 bus stops in Tyne and Wear by 2005;
- Complete a Best Value review of the 'Secured Bus' services operation by March 2002.

### **Tyne Tunnels**

- To build and open a new Tyne crossing by 2006.

### **Other Services**

- Set and monitor service performance levels for:
  - North East Travel Information Service call centre;
  - Concessionary Travel scheme;
  - Care Services; and
  - Secured Bus services.
- Complete phase two of our Accessibility Best Value review by March 2002.

**Integration** to improve the links between public transport networks, closer integration of land-use and transportation planning and better liaison with neighbouring authorities.

### **We aim to achieve this by:**

- Promoting through ticketing;
- Making interchange convenient;
- Increasing the number of Park & Ride spaces;
- Improving interchange facilities; and
- Providing co-ordinated timetable information.

**Key indicators and targets to measure performance against the objectives are:**

### **All Services**

- Develop and implement Multi-Purpose tickets (Smartcards) by 2009;
- All designated interchanges to score at least 75% against our quality criterion by 2005;
- Carry out an accessibility audit of buildings, services and facilities by August 2001; and



- Establish a Tyne and Wear wide Park and Ride strategy by March 2002 that will include targets for increasing the number of parking spaces at secure Park and Ride facilities.

**Economy** to support economic growth, promoting regeneration and improving prosperity.

**We aim to achieve this by:**

- Providing public transport services to new developments and regeneration areas;
- Reducing the effects of road traffic congestion through the provision of quality public transport services;
- Improving access to employment, retail and leisure facilities; and
- Working with local authorities to give greater priority in traffic management to public transport on radial routes to town and city centres.

**Key indicators and targets to measure performance against the objectives are:**

#### **All Services**

- Provide and procure public transport services that are reliable and punctual;
- We will stabilise the decline in public transport use and, by 2005, increase total public transport patronage by 2%;
- Increase public transport market share of commuting journeys within Tyne and Wear from 20% (in 1999) to 25% by 2005;
- Complete the following major public transport projects:
  - Stephenson Corridor jobs link by 2004;
  - Centrelink by 2003;

#### **Metro**

- Open the extension of Metro to Sunderland and South Hylton, commencing the passenger operation by January 2002; and
- Dual the existing single track section of the Metro system in South Tyneside, introducing new stations and increasing operational capacity, by March 2004.

#### **Buses**

- Reverse the decline in bus patronage in Tyne and Wear in line with the national target to increase bus journeys by 10% by 2010; and



- Implement Quality Partnership schemes on a number of key corridors with the aim of reducing peak hour bus journey times on each corridor by at least 10% by 2005.

### Ferry

- Open a new ferry landing at Royal Quays, enabling new travel opportunities, by January 2003.

### Rail

- Renegotiate the rail franchise for the supported heavy rail services between Newcastle and Sunderland by February 2003.

**Safety** to help improve passenger transport safety and security.

### We aim to achieve this by:

- Working with our Local Transport Plan partners to ensure public transport contributes to an overall reduction of road traffic casualties within Tyne and Wear;
- Arrange and provide for 'home to school' transport for children and students within Tyne and Wear promoting the implementation of School Travel Plans; and
- Improve transport infrastructure, facilities and services to help reduce the fear of crime when using public transport.

### Key indicators and targets to measure performance against the objectives are:

#### All Services

- Reduce the number of reported personal security incidents related to public transport. Base line figures and targets to be established by March 2002;
- Reduce the number of travel to school journeys by car by at least 10% in areas where School Travel Plans have been introduced; and
- Carry out a Best Value Review of personal security and safety related to public transport by March 2003.

#### Metro

- Conductors on trains are to be introduced on a trial basis in order to improve passenger security and reduce ticket fraud; and
- Customer satisfaction regarding perceptions of personal security on trains and at stations to be improved by 10% by 2005;



**Environment** to reduce transport related atmospheric pollution and other adverse environmental impacts of traffic to enhance sustainability of transport.

**We aim to achieve this by:**

- Working in partnership with the district councils, relevant agencies and local operators within Tyne and Wear to influence improvements in environmental quality, particularly by reducing transport related atmospheric pollution.

**Key indicators and targets to measure performance against the objectives are:**

**Buses**

- Increase in the percentage of buses within Tyne and Wear fitted with Euro II (low emission) specification engines by 10% per annum.

**Metro**

- At least ten of the eleven key locations across the Metro system to comply with or better the benchmarking noise levels of 68 Decibels by 2005.

**How we are performing overall**

Of the six former metropolitan areas, Tyne and Wear has the highest proportion of its workforce travelling to work by public transport. However, both bus and rail based (Metro and rail) passenger journeys have decreased at a faster rate than the national average over the last ten years. Car usage continues to increase among car owners, particularly for commuting, shopping and school runs. Car commuting and particularly the length of car commuting has increased in part because of the ongoing business development adjacent to the A19 strategic corridor and because of the increase in out of town retail and business parks. Increased car usage has led to problems of congestion and environmental pollution.

Although traditional town and city centres remain well served by public transport, declining public transport usage has made some networks less viable with increasingly competing priorities for maintaining and developing transport infrastructure.

In order to increase public transport journeys we need to raise awareness of services and the overall benefits of public transport. We need to continue to improve our services in order to encourage increased usage, providing safe, reliable and accessible modes of public transport as an alternative to the private car.

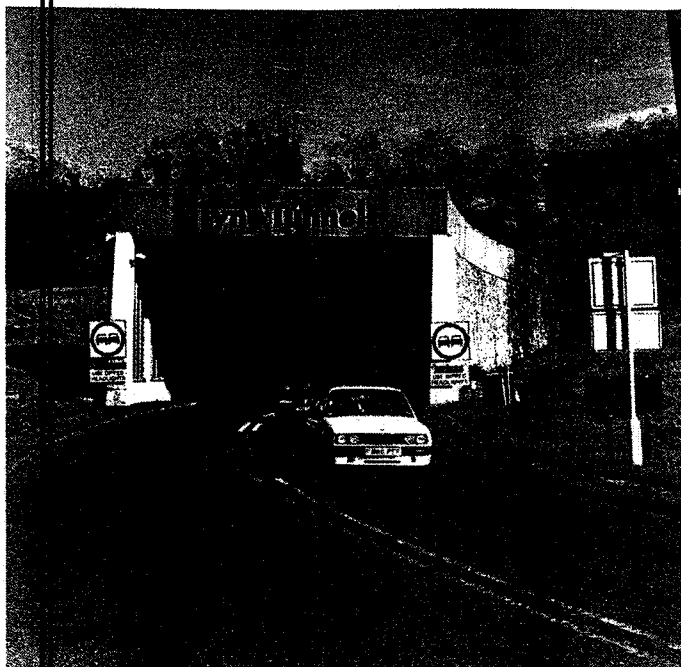
We achieved or bettered seventeen of the twenty three service performance targets we set ourselves in last year's Plan. This year we have established a number of additional indicators and targets in order to better measure the performance of each of our



## Tyne Tunnels

### About the Tyne Tunnels service

The vehicular tunnel provides a Tyne crossing on the A19 strategic corridor, directly serving Tyneside, Wearside and the Tees Valley. On average, approximately 34,000 vehicle journeys are made each day. Efficient maintenance operations last year resulted in the vehicle tunnel not having to be closed for repairs. A pedestrian and cyclist tunnel also operates with up to 500 journeys being made on a daily basis.



A second tunnel is in the process of being developed. It will be built and operated through a concession agreement with the private sector and will be financed through tolls. The appointed concessionaire will take control of the existing tunnels for a period of up to thirty years. The new tunnel will enhance accessibility by providing increased lane availability across the Tyne.

### What we have achieved

- we have been able to maintain the vehicular tunnel without the need for it to be closed for repairs;
- we have reduced user complaints;
- we have responded to all user complaints within five days; and
- we have maintained environmental conditions in the tunnel within targets.

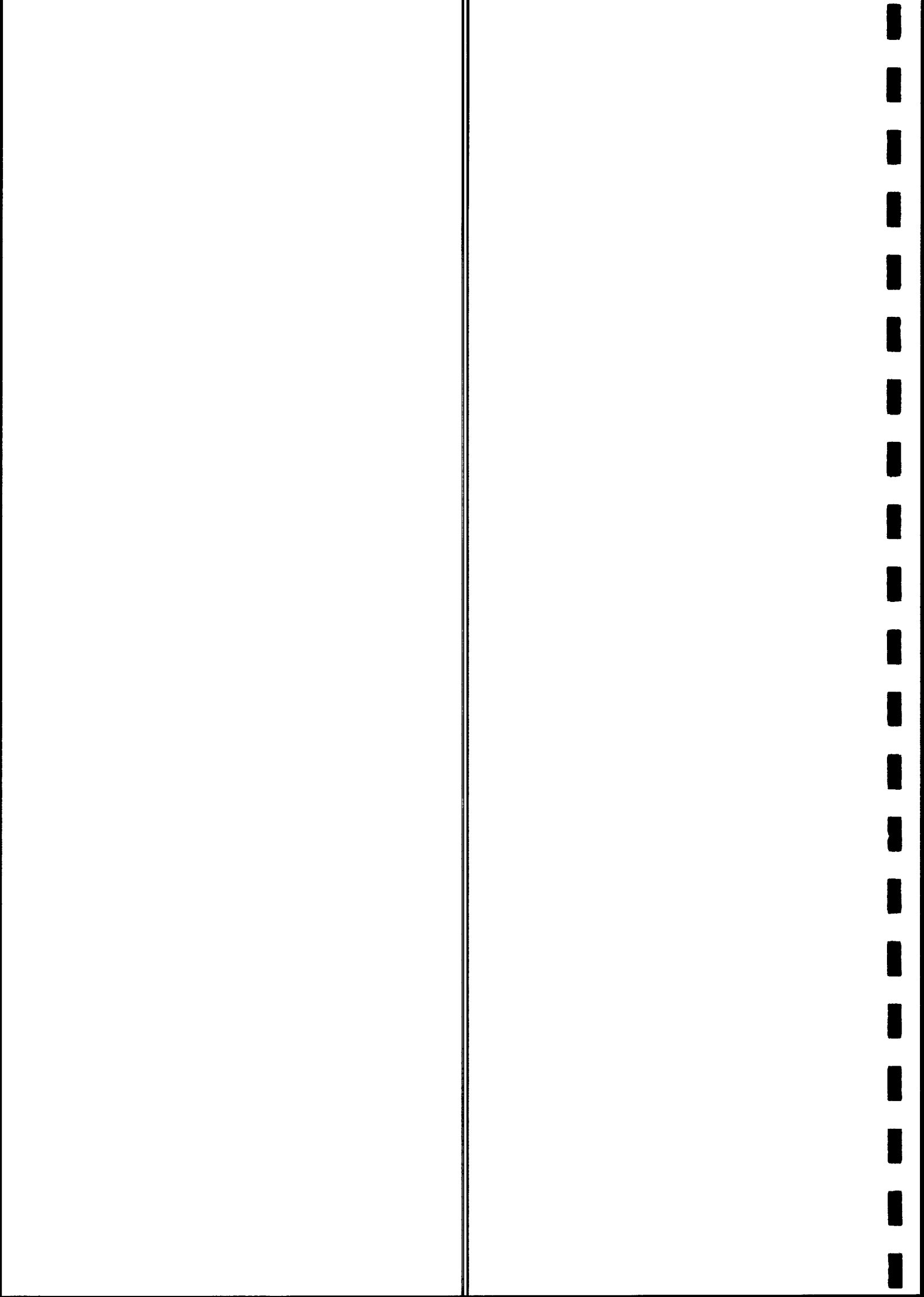
### What we plan to achieve

By building a new Tyne crossing we aim to:

- improve cross Tyne movement for all vehicles;
- dual the last stretch of single carriageway along the entire length of the A19; and
- remove the congestion on approach roads and through the tunnel itself aiding inward investment.

# APPENDIX C

3 TWLTP Approval Process



**TYNE AND WEAR LOCAL TRANSPORT PLAN  
AND ANNUAL PROGRESS REPORT: APPROVAL PROCESS**

Five Metropolitan Councils of Tyne and Wear And Wear Passenger Transport Authority  
Co-Co(Tyne And Wear Co-ordinating Committee)

<b>Gateshead</b>	<b>Newcastle</b>	<b>North Tyneside</b>	<b>South Tyneside</b>	<b>Sunderland</b>
Councillor N Henry	Councillor T Flynn	Mayor C Morgan	Councillor P Waggott	Councillor R Symonds

**(Leaders/Mayor/Deputy Leaders)**

**Joint Lead Members (Transportation) Group**

<b>Gateshead</b>	<b>Newcastle</b>	<b>North Tyneside</b>	<b>South Tyneside</b>	<b>Sunderland</b>	<b>Tyne &amp; Wear PTA</b>
Councillor G Spring Councillor J McElroy	Councillor D Marshall Councillor P Laing	Councillor E Hodson Councillor K Mewett	Councillor P Boyack (Chair 2001/2002)	Councillor J Lawson Councillor T Foster	Councillor M Green

**Tyne and Wear Joint Chief Executives  
(If no agreement, especially on financial matters)**

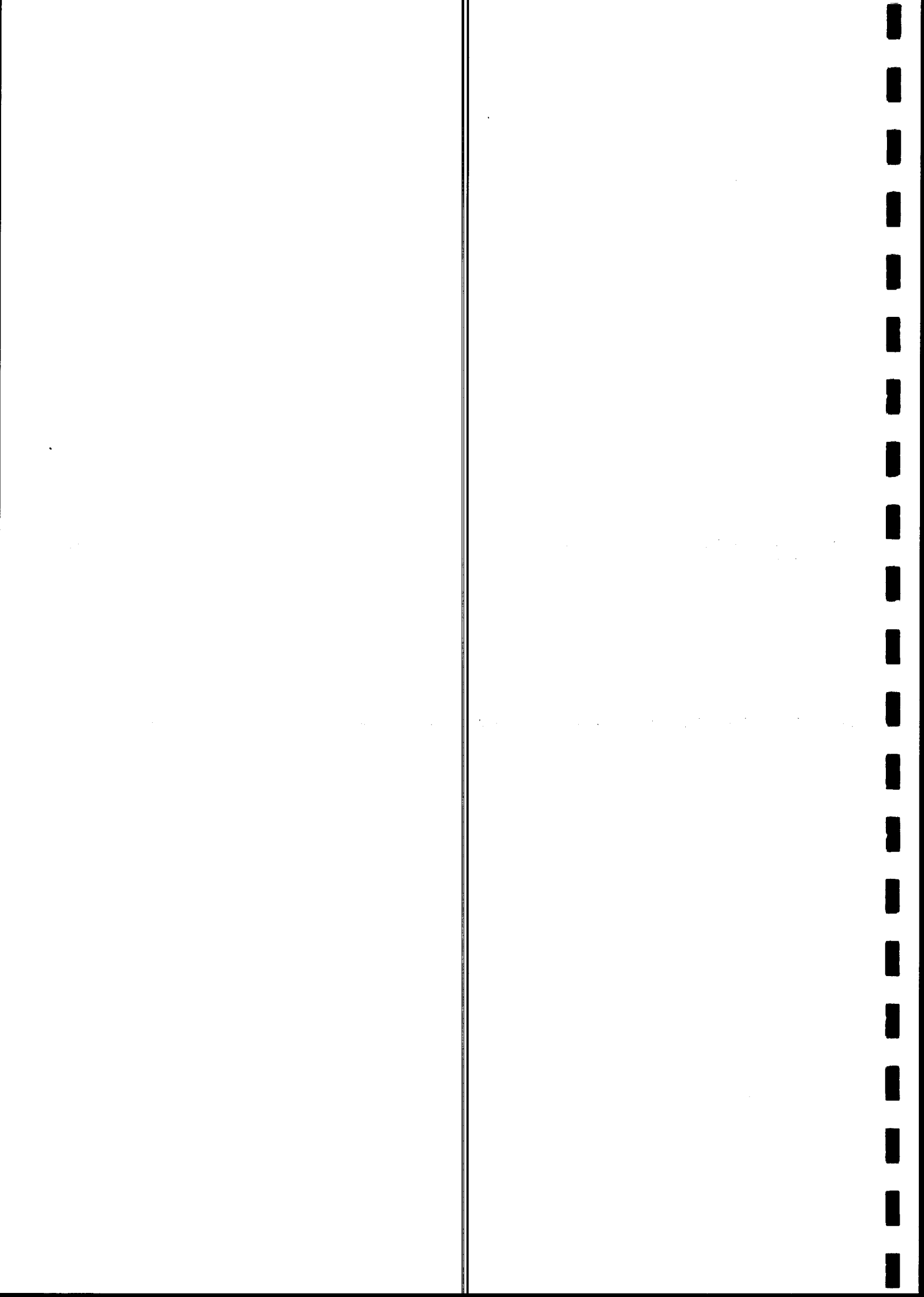
<b>Gateshead</b>	<b>Newcastle</b>	<b>North Tyneside</b>	<b>South Tyneside</b>	<b>Sunderland</b>
Les Elton	Ian Stratford	John Marsden	Irene Lucas	Colin Sinclair

**LTP Chief Officers Steering Group**

<b>Gateshead</b>	<b>Newcastle</b>	<b>North Tyneside</b>	<b>South Tyneside</b>	<b>Sunderland</b>	<b>Nexus</b>
J Bann	J Miller (Chair)	M Swales	D Pigg (K Winter New Appointment)	W Ault (P Barratt? New Appointment)	B Garner

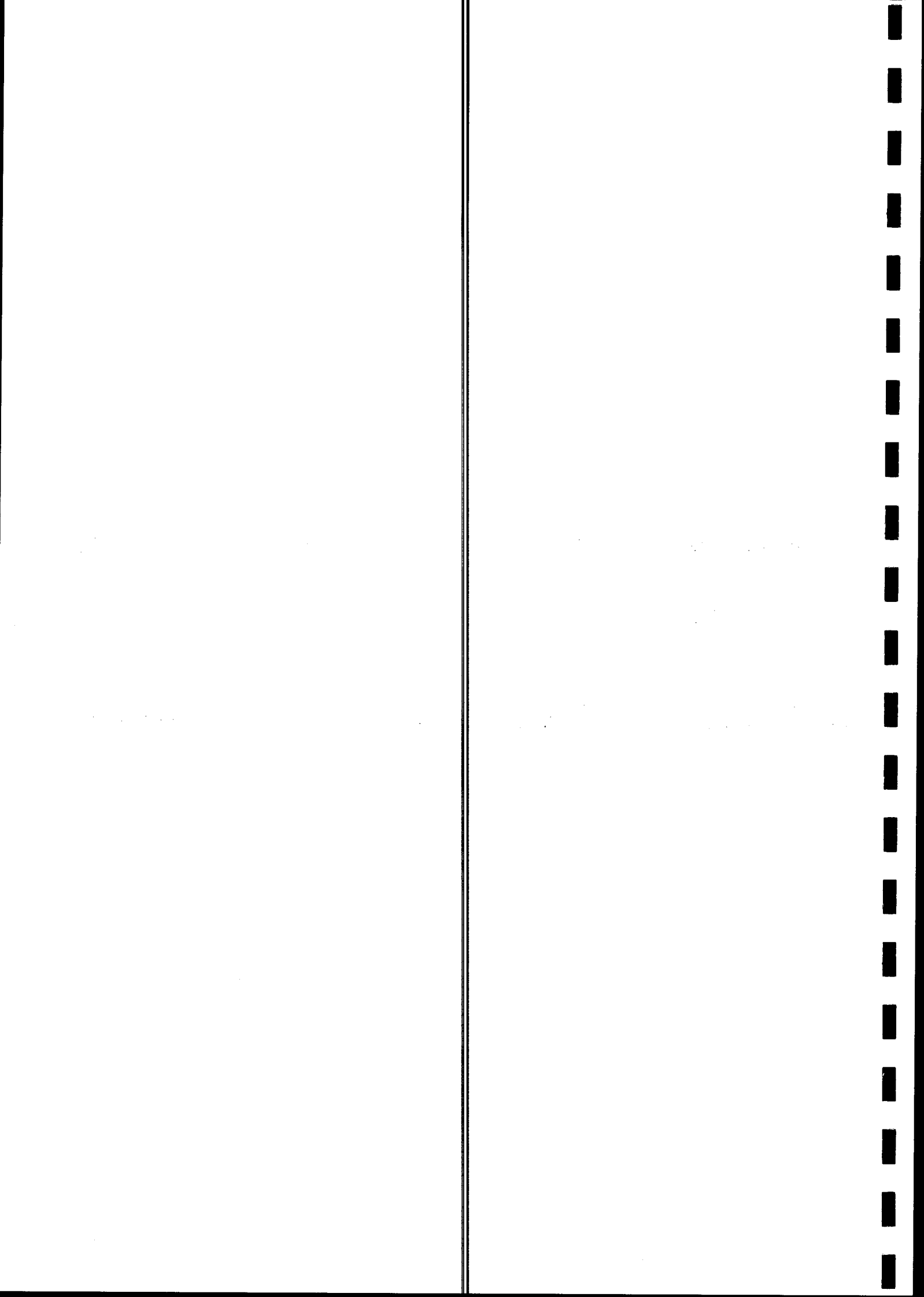
**Joint Transport (Officer) Working Group**

<b>Gateshead</b>	<b>Newcastle</b>	<b>North Tyneside</b>	<b>South Tyneside</b>	<b>Sunderland</b>	<b>Nexus</b>	<b>Tyne &amp; Wear Bus Operators Panel</b>
A Haysey	H Emms (Chair) R Hibbert	M Bisset	J Edwards	K Atkinson	K Kemp	D Elphee



# APPENDIX D

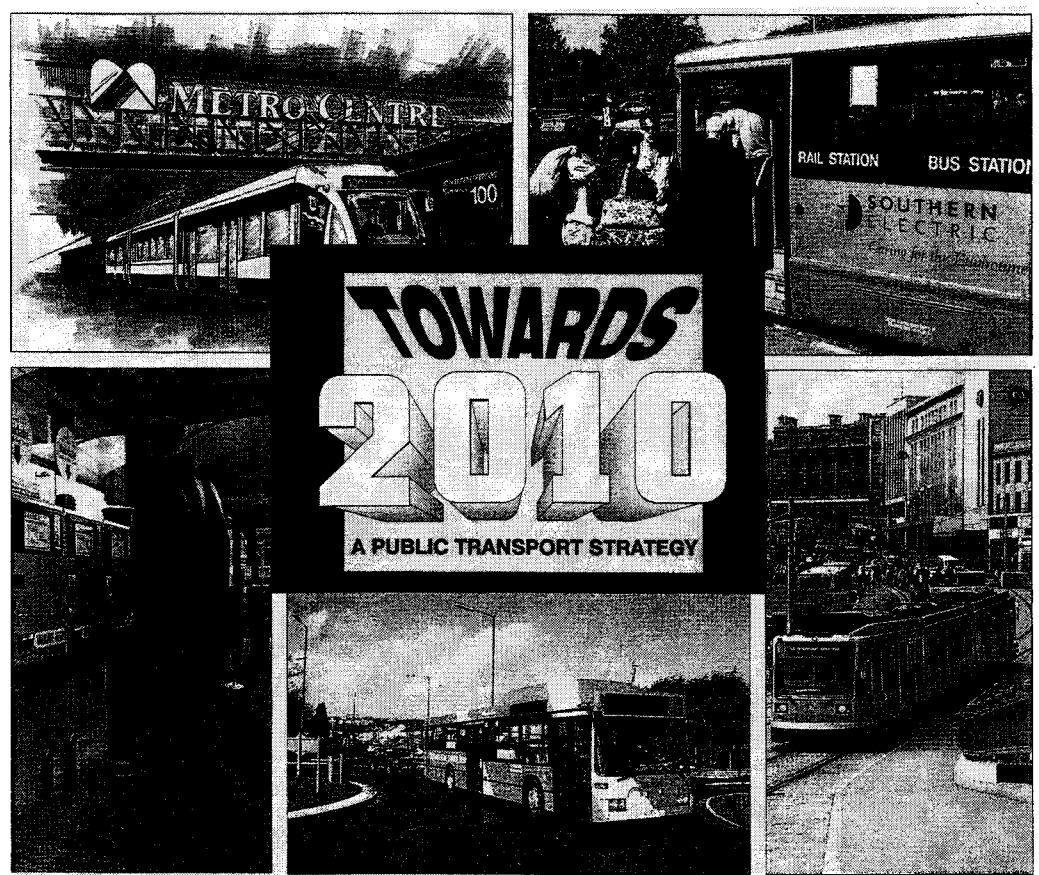
4 Extracts from Towards 2010



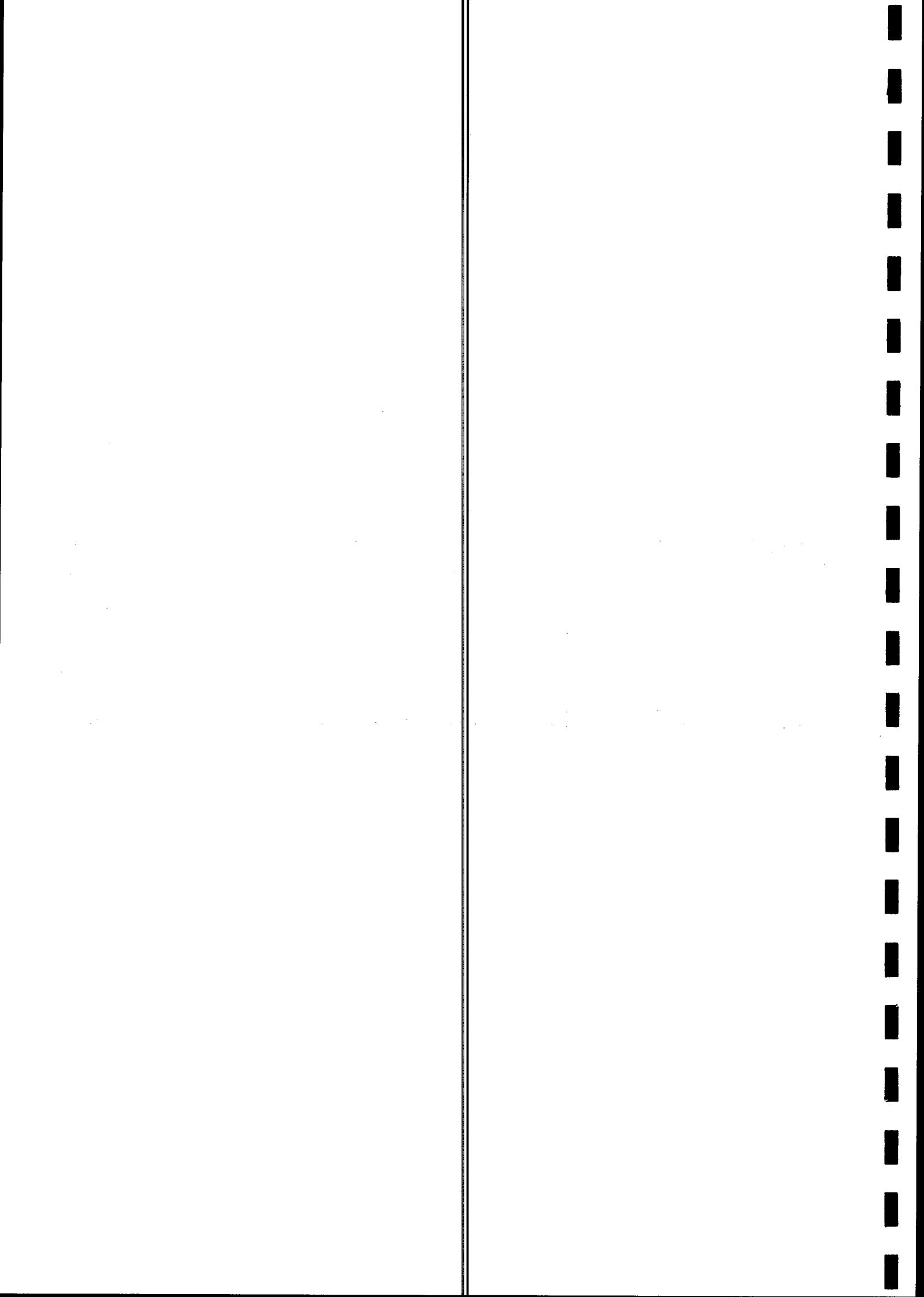
J MILLER.

# TOWARDS 2010

## A PUBLIC TRANSPORT STRATEGY



TYNE  
AND  
WEAR  
PASSENGER  
TRANSPORT  
AUTHORITY



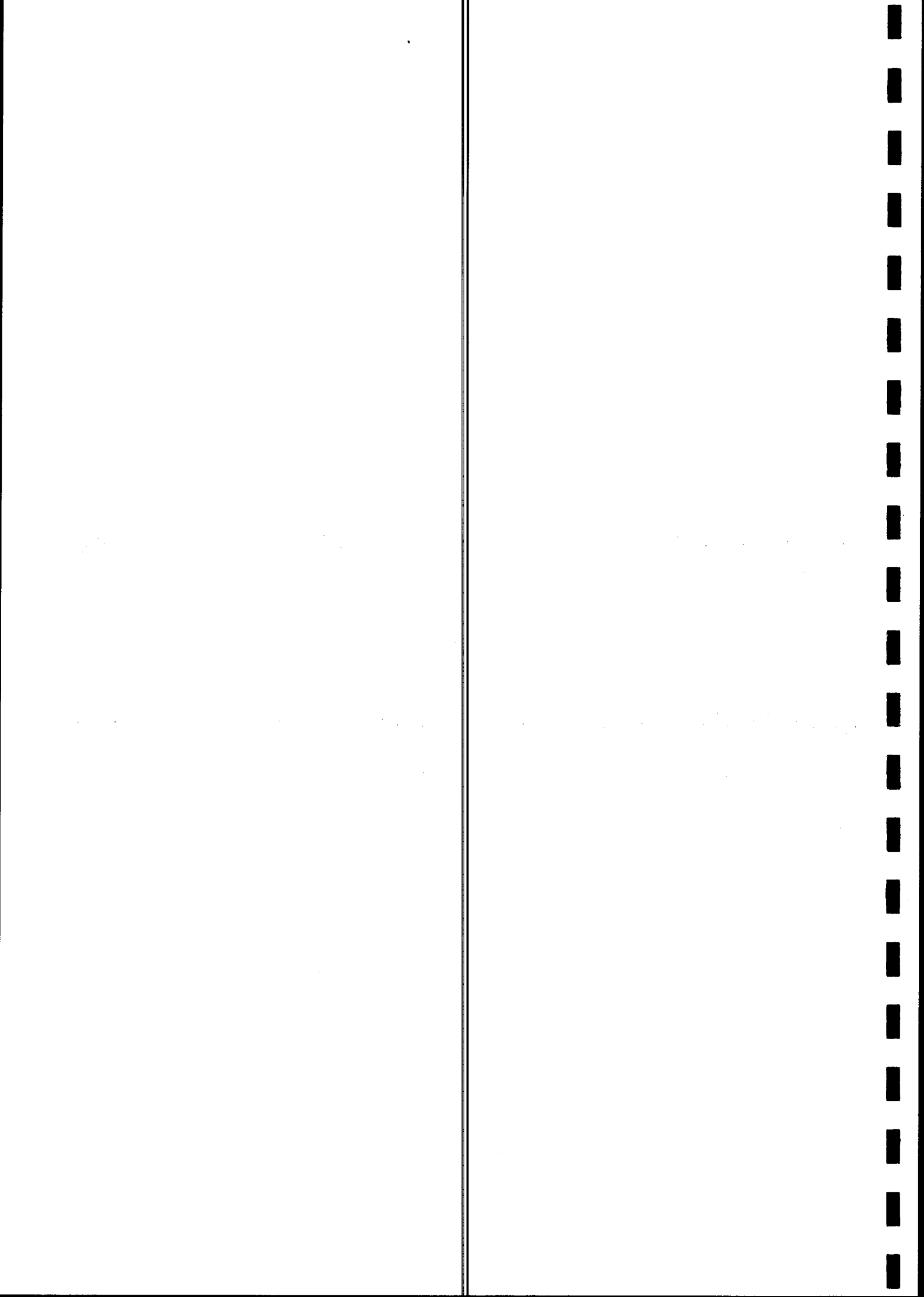
## Infrastructure

Well designed routes supported by good quality infrastructure can give passengers a network of sustainable services with a much greater choice of destinations than is possible by always trying to provide a through service where demand is low. We are planning to ensure that high quality facilities are provided as far as possible at places where passengers may wish to change or where waiting for connecting services may be likely.

**Table 6: Possible New and Improved Infrastructure**

Location	Description of Project
Newcastle Airport	Review of Metro terminal to meet expansion
Birtley	Improved passenger and bus facilities
Byker	Improved passenger access and interchange facilities
Four Lane Ends Metro Interchange	(i) Refurbishment of bus facilities (ii) Park and ride enhancement
Gateshead Metro Interchange	Refurbishment
Heworth Metro Interchange	Park and ride enhancement
Killingworth	Appropriate quality facilities in the redeveloped town centre
Kingston Park Metro Station	Park and ride enhancement
Newcastle Central Station	Improved passenger and bus facilities
Newcastle, Newgate Street	Improved passenger and bus facilities
North Shields Ferry Landing	Improvement
North Shields Metro Station	Refurbishment of station exterior with improved bus facilities
North Shields Town Centre	Improved passenger and bus facilities
Regent Centre Metro Interchange	(i) Refurbishment (ii) Park and ride enhancement
Royal Quays	(i) Bus terminal and facilities (ii) New ferry terminal
South Shields Town Centre	(i) New ferry terminal (ii) Improved passenger and bus facilities
Sunderland, Fawcett Street	Improved passenger and bus facilities
Sunderland, Park Lane Bus Station	New bus station and Metro Interchange
Washington Concord Bus Station	Improved bus station facilities
Washington Galleries Bus Station	Improved bus station facilities
Whitley Bay	Improved passenger and bus facilities
Winlaton	Refurbishment of bus station

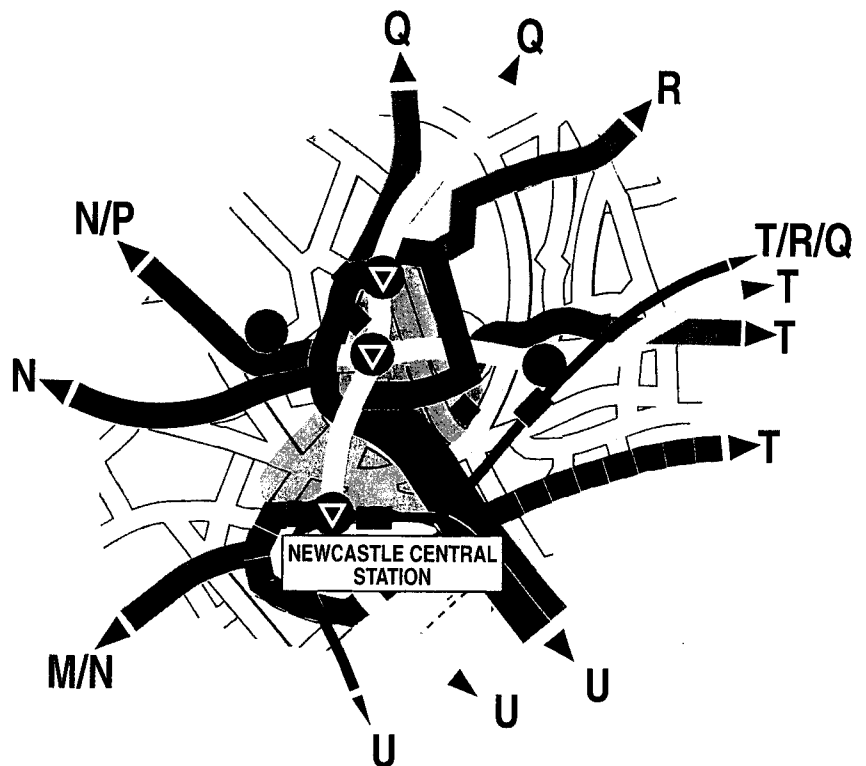
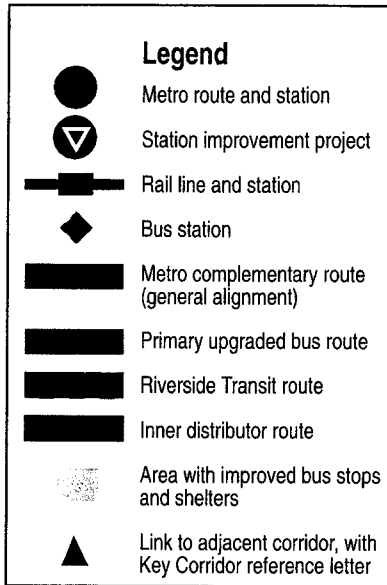
**We will develop further specific proposals during the life of this plan.**



**Key Centre: NEWCASTLE UPON TYNE**

Regional capital serving 3 million people, with approximately 250,000m<sup>2</sup> of retail floorspace and employment for over 70,000 people.

**Common terminal of corridors M, N, P, Q, R, T & U**

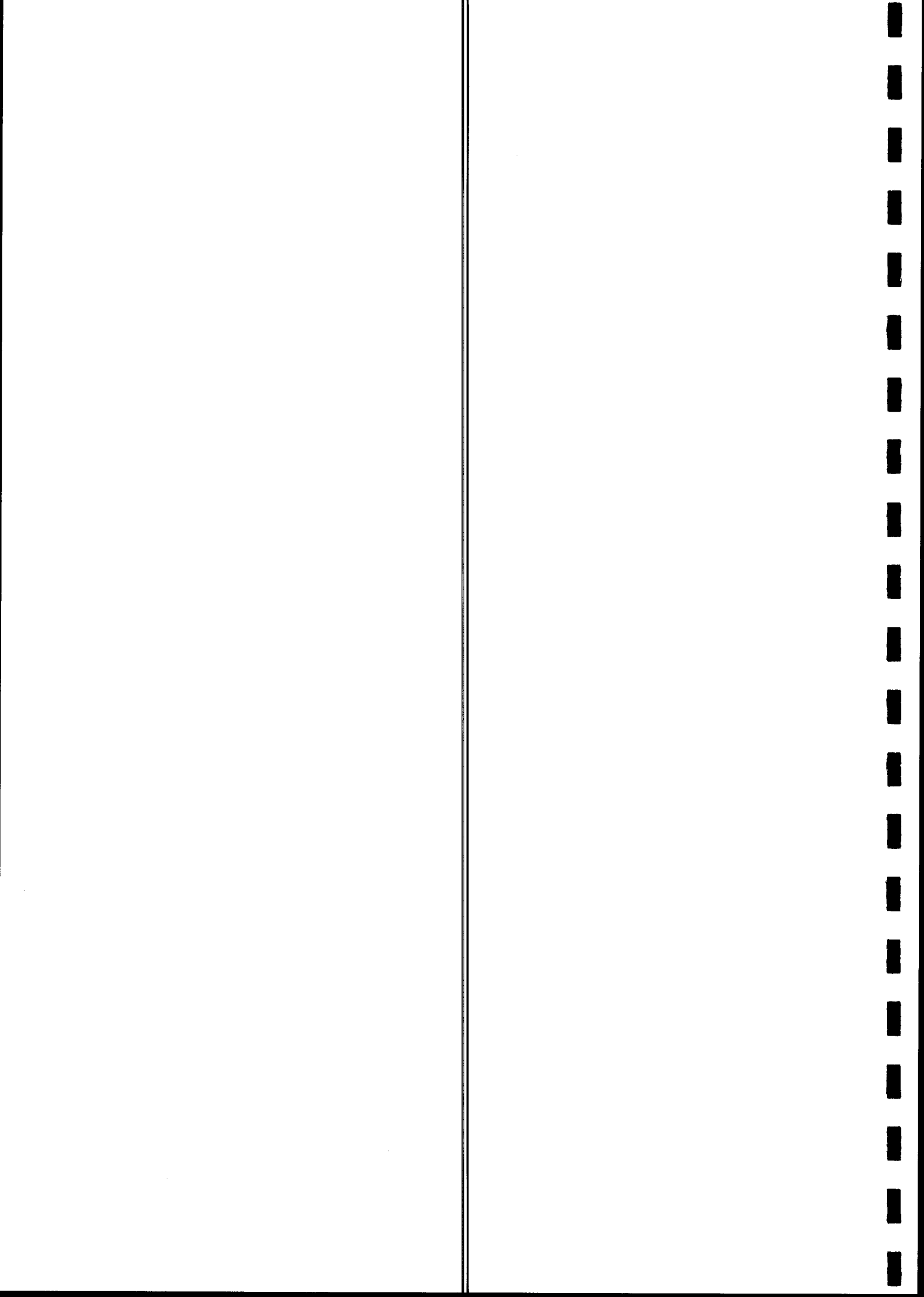


**CURRENT INITIATIVES:**

- Improved bus facilities.
- Additional bus lanes on major radial routes to north and east.
- Review of proposed Riverside Transit.
- Inner Distributor Road with priority to pedestrians, cyclists, service vehicles and public transport.
- West Central Route - new major road from Redheugh Bridge to Cowgate.
- Bus / service/ cycle priority areas: Durant Road / Gallowgate / Sandyford Road / Westgate Road.
- Accessible City Project including improved access to public transport.
- International Centre for Life and riverside redevelopment.

**POSSIBLE FUTURE PROPOSALS:**

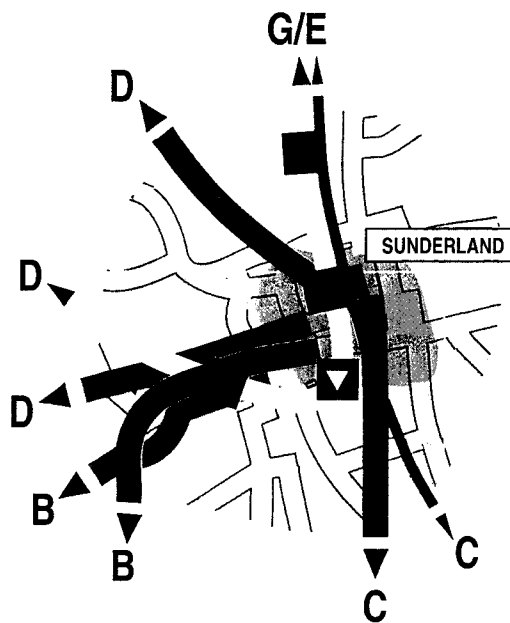
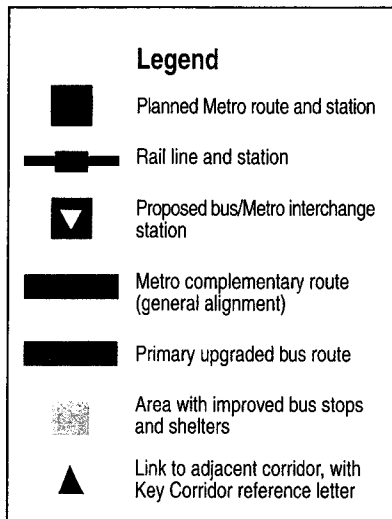
- Further regional, national, international rail service improvements.
- Terminal for Metro Complementary Routes to Springwell - Washington - Sunderland and west end of city - Throckley.
- Terminal(s) for Primary Upgraded Bus Routes to Gateshead, Kenton Bar/Westerhope, Gosforth, Coast Road, Scotswood Road and Byker.
- Develop city centre bus route and bus station strategy.



**Key Centre: SUNDERLAND**

District centre, university city and port with approximately 1,000 businesses, 94,000m<sup>2</sup> of retail floorspace and employment for 20,000 people.

*Common terminal of corridors B, C, D, E & G*

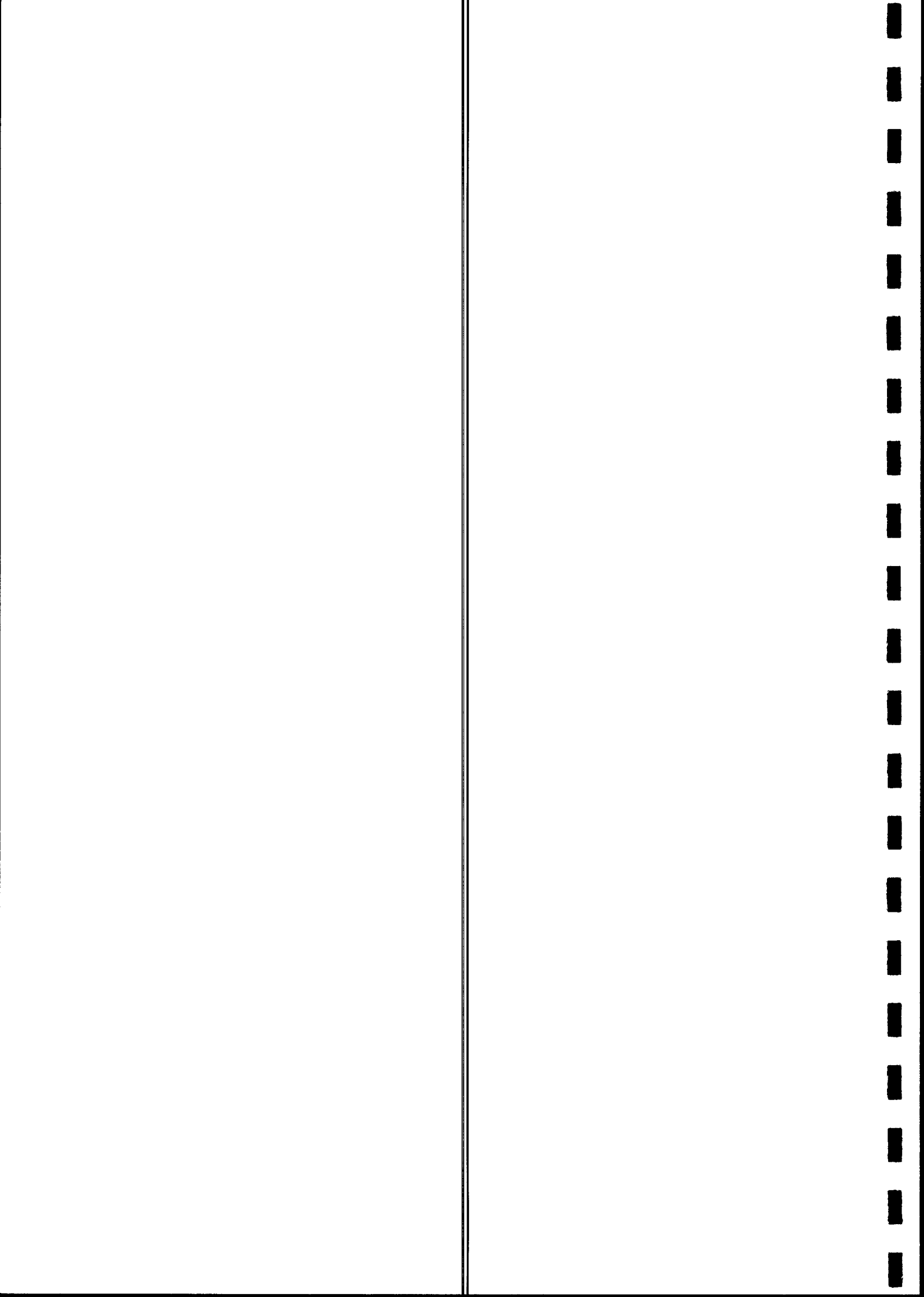


**CURRENT INITIATIVES:**

- Introduction of Trans - Pennine rail service.
- Metro extension to Sunderland and South Hylton.
- Introduction of range of bus priority measures on Durham Road.
- Expansion of "The Bridges" shopping centre.
- Greater pedestrian priority in city centre.
- Provide new or improved city centre bus station.
- Improve passenger facilities at city centre stopping points.
- Complete ring road around city centre.
- Redevelopment of riverside and port.
- New stadium for Sunderland AFC.
- National Glass Centre.

**POSSIBLE FUTURE PROPOSALS:**

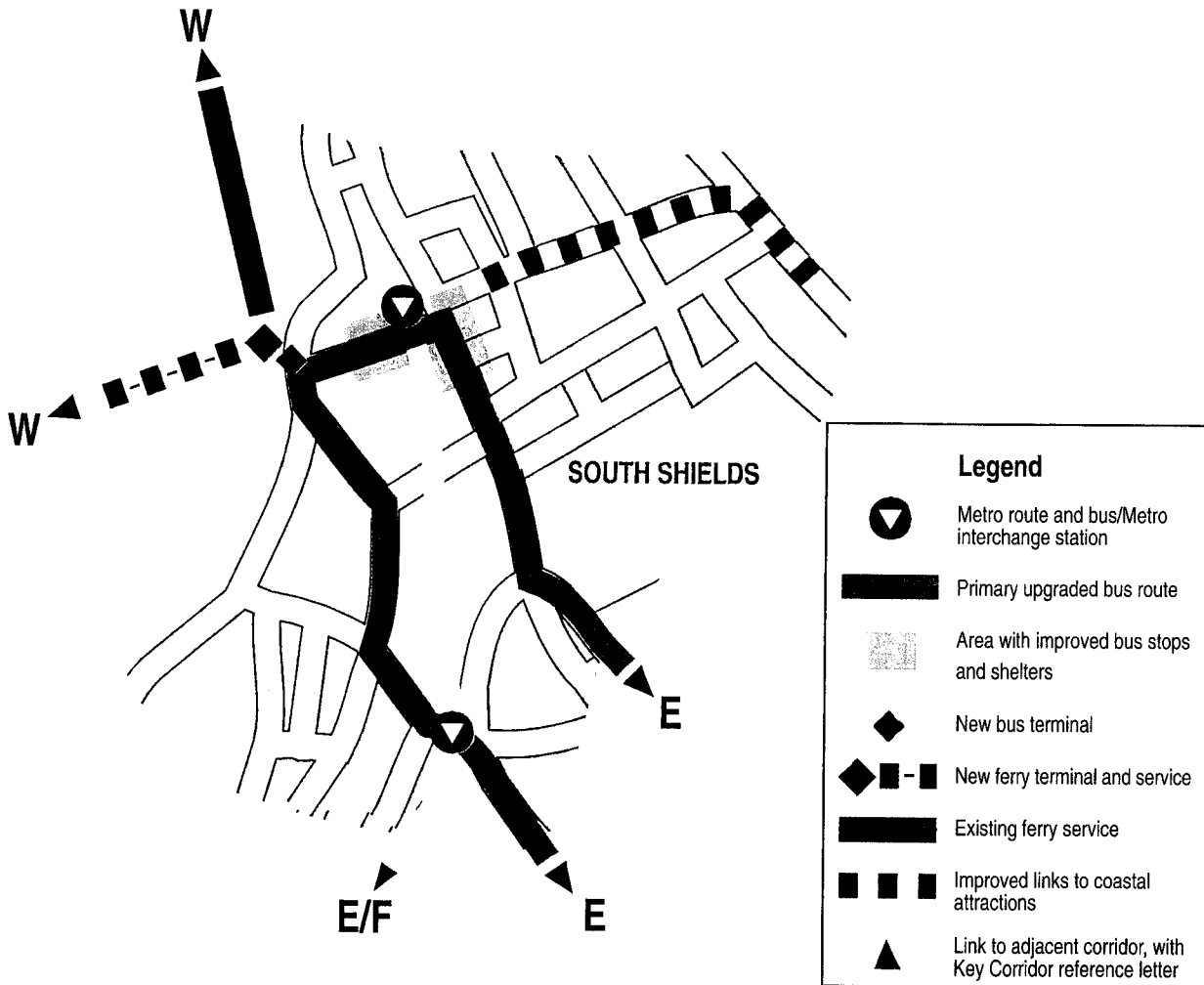
- Improved regional and national rail services.
- Metro Complementary Routes to Washington - Heworth and Gateshead / Newcastle and Doxford Park and Ryhope.
- Terminal(s) for Primary Upgraded Bus Routes via: Ryhope Road; Durham Road; and Chester Road.
- Bus priorities at junctions of radial roads with ring road.
- Develop city centre bus route strategy in conjunction with bus station proposals.



**Key Centre: SOUTH SHIELDS**

District centre with 32,000m<sup>2</sup> of retail floorspace providing employment for 2,300 people in retail and associated trades.

*Common terminal of corridors E, F & W*

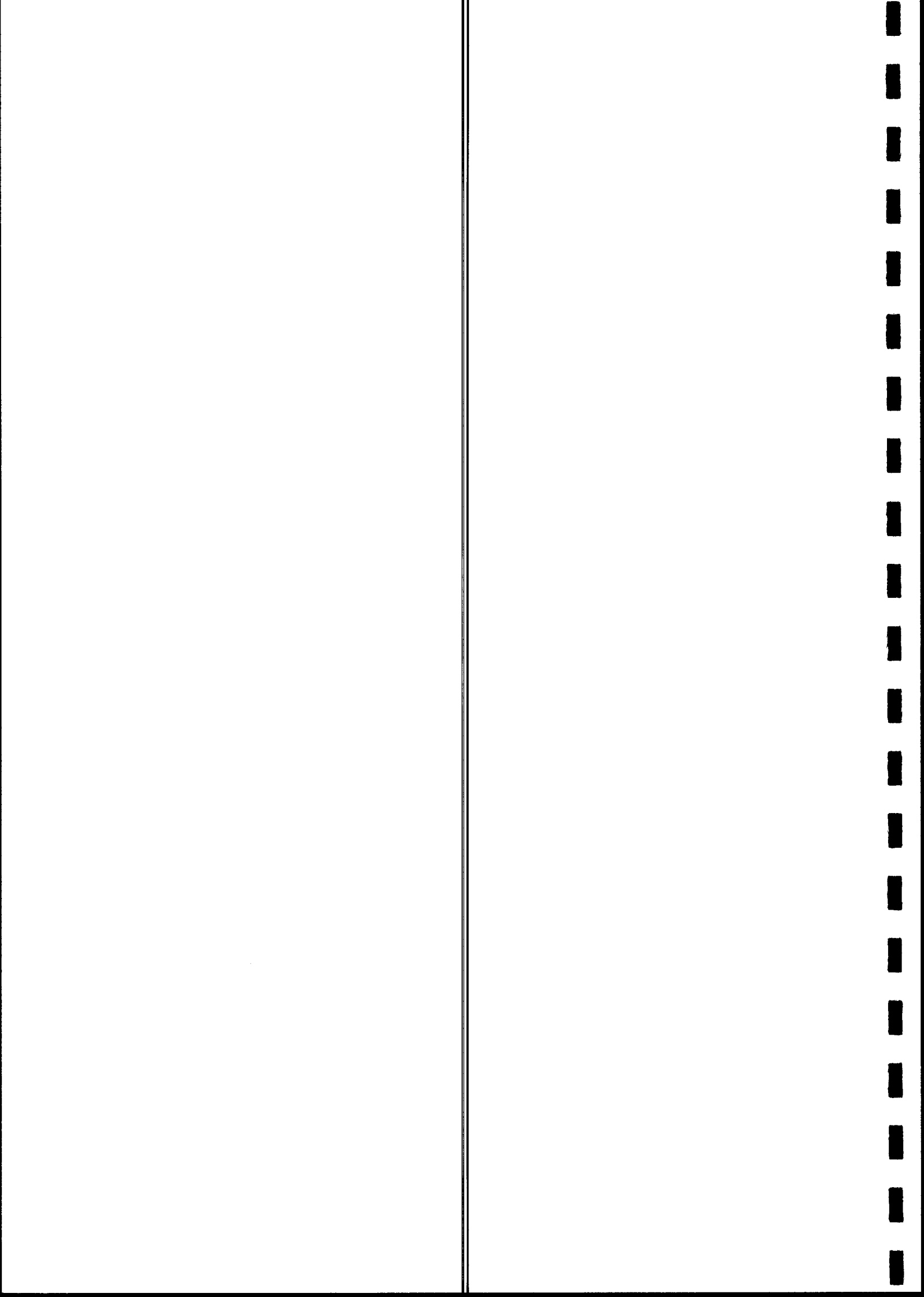


**CURRENT INITIATIVES:**

- Redevelopment of riverside and former Westoe Colliery site.
- Improvements to shopping centre.
- Additional leisure facilities.
- New town centre bus terminal.
- Improvements to Keppel Street and Fowler Street passenger waiting facilities.
- Improved access to cross Tyne ferry.

**POSSIBLE FUTURE PROPOSALS:**

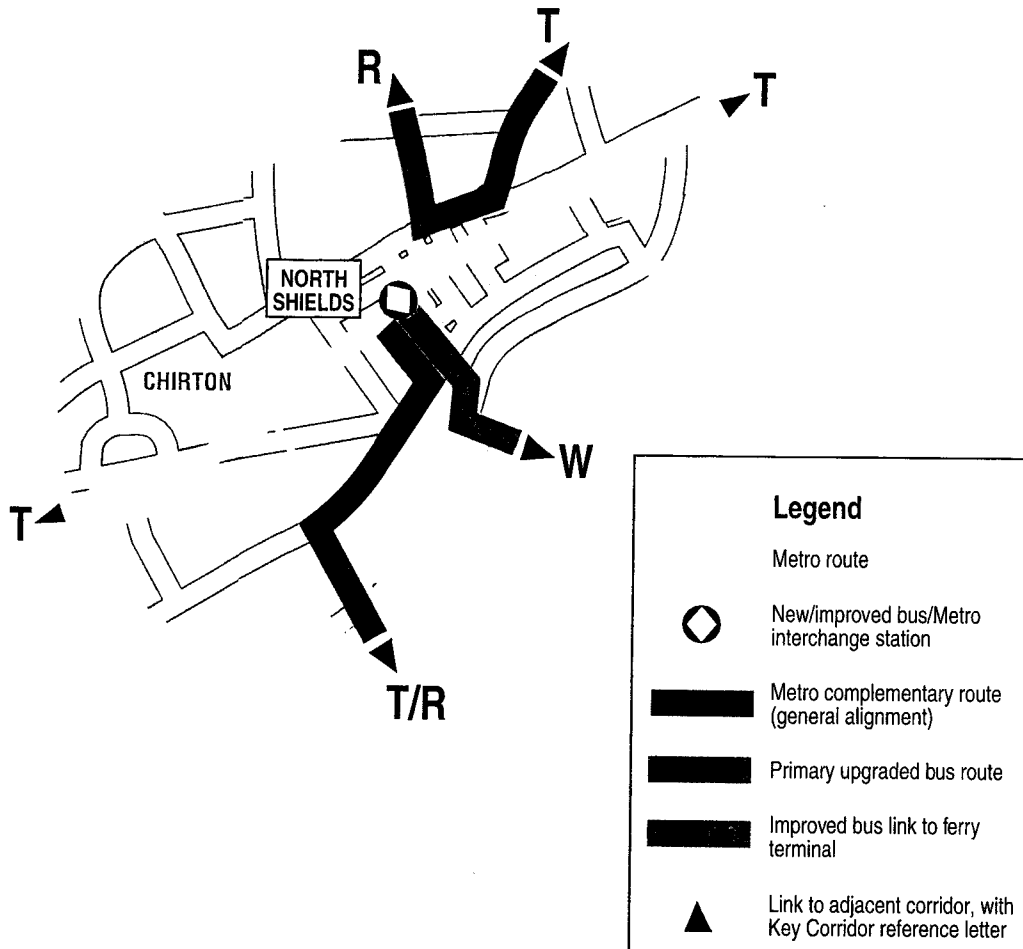
- New ferry terminal and new ferry service to Royal Quays.
- Metro Complementary Route: Tyne Dock - East Boldon - Sunderland.
- Common terminal for Primary Upgraded Bus Routes: Westoe -Marsden and Chichester - Marsden.
- Improved public transport between town centre and beach, leisure and coastal attractions.



**Key Centre: NORTH SHIELDS**

Local centre on north side of Tyne estuary with 25,000m<sup>2</sup> of retail floorspace.

*On corridors T & W*

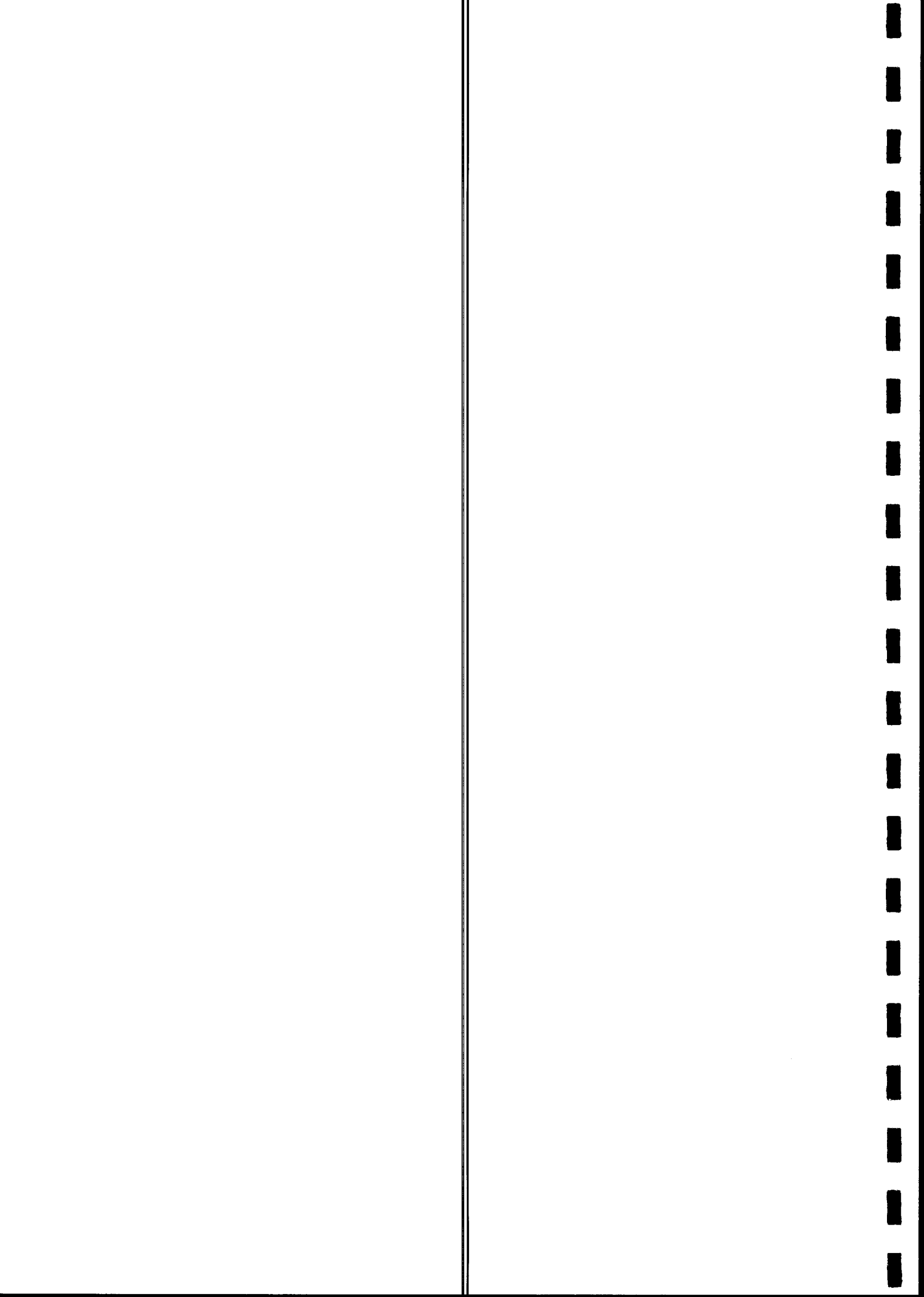


**CURRENT INITIATIVES:**

- Refurbishment of Metro station and forecourt.
- New bus terminal in Bedford Street
- Upgraded town centre public transport infrastructure (City Challenge funding).
- Measures to reduce traffic through town centre.
- Improve bus links to North Tyneside General Hospital after closure of hospitals near town centre.
- Regeneration of riverside.

**POSSIBLE FUTURE PROPOSALS:**

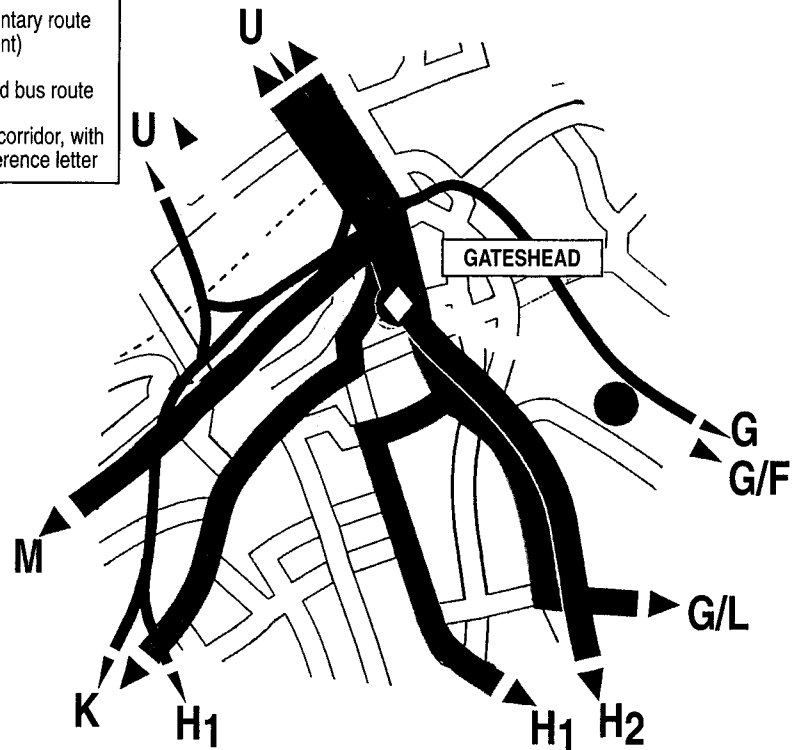
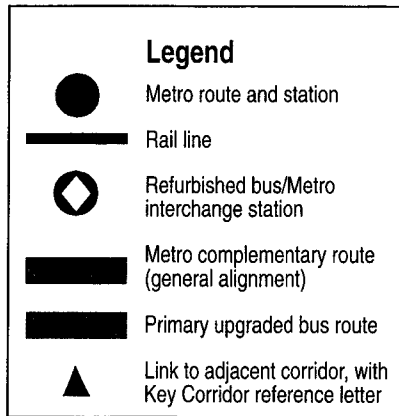
- Improved cross-Tyne ferry terminal.
- Improve link between town centre and ferry.
- Investigation of new bus station over Metro station.
- Metro Complementary Route to Royal Quays and A19 corridor.
- Primary Upgraded Bus Route: Newcastle - Coast Road - Tynemouth.



**Key Centre: GATESHEAD**

District centre on River Tyne opposite Newcastle with 23,000m<sup>2</sup> of retail floorspace.

*On corridors G, H, K, M & U*

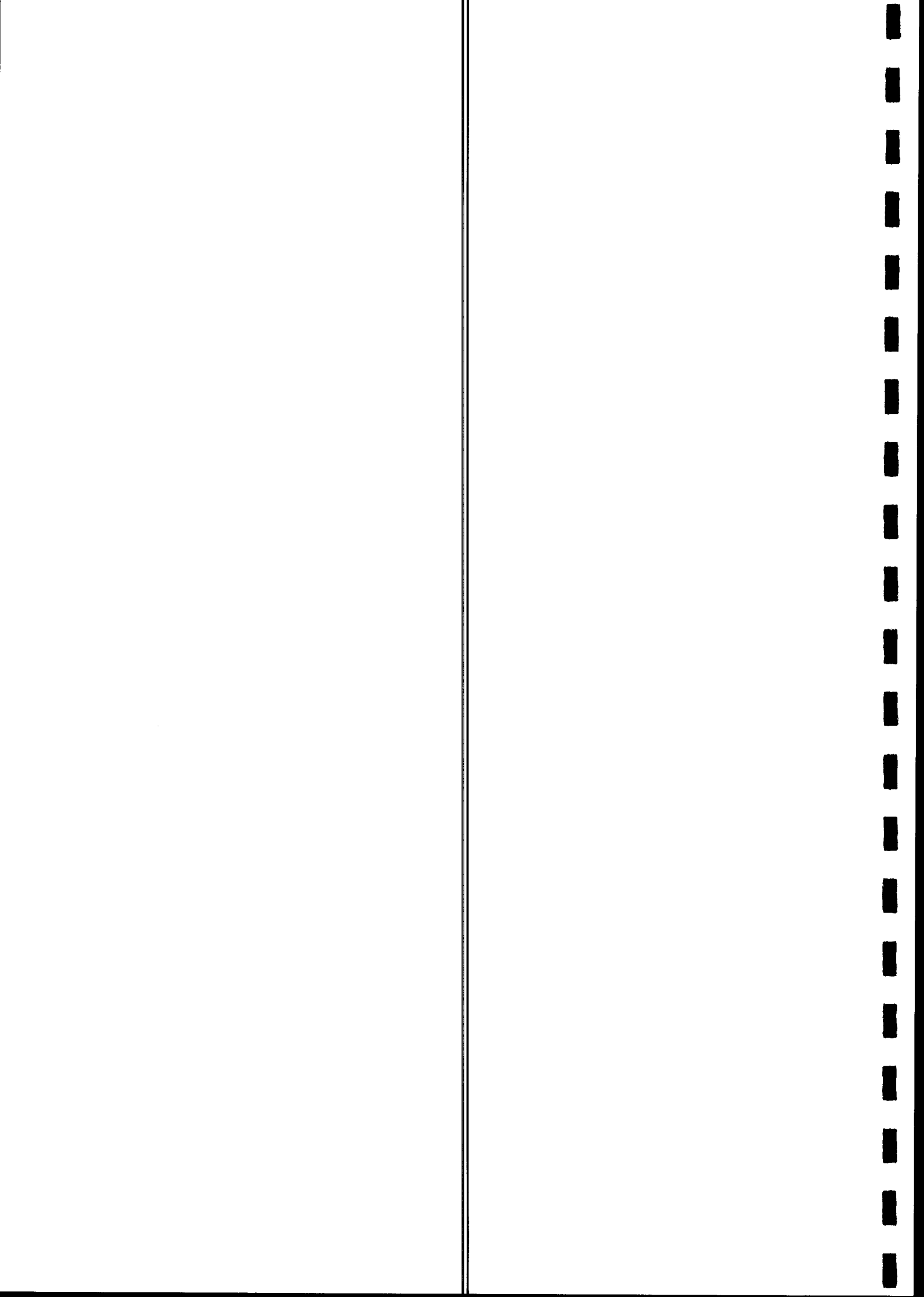


**CURRENT INITIATIVES:**

- Refurbishment of public transport interchange.
- Major regeneration of redundant land in east Gateshead with new link road.
- Development of Windmill Hills to the west of town centre.
- Riverside leisure developments.
- Environmental improvements in town centre.

**POSSIBLE FUTURE PROPOSALS:**

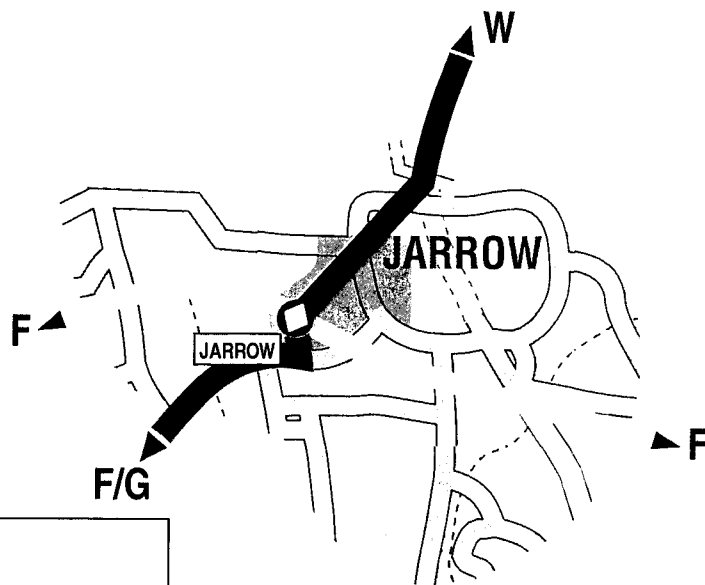
- Metro Complementary Routes to Newcastle, Springwell - Washington - Sunderland and to MetroCentre.
- Primary Upgraded Bus Routes to: Split Crow Road - Heworth - Leam Lane Estate; Low Fell, Bensham Road - Lobley Hill - Whickham/ Team Valley (south).
- Bus priorities to overcome delays in town centre and at bridge heads.
- Develop a town centre bus route strategy in conjunction with proposals to refurbish Metro interchange.
- Improve links to residential areas.
- Improve links with east Gateshead redevelopment area.








**Key Centre: JARROW**

Local centre with 8,500m<sup>2</sup> of retail floorspace providing over 700 jobs in retail and associated trades.

*On corridors F & W*



**Legend**

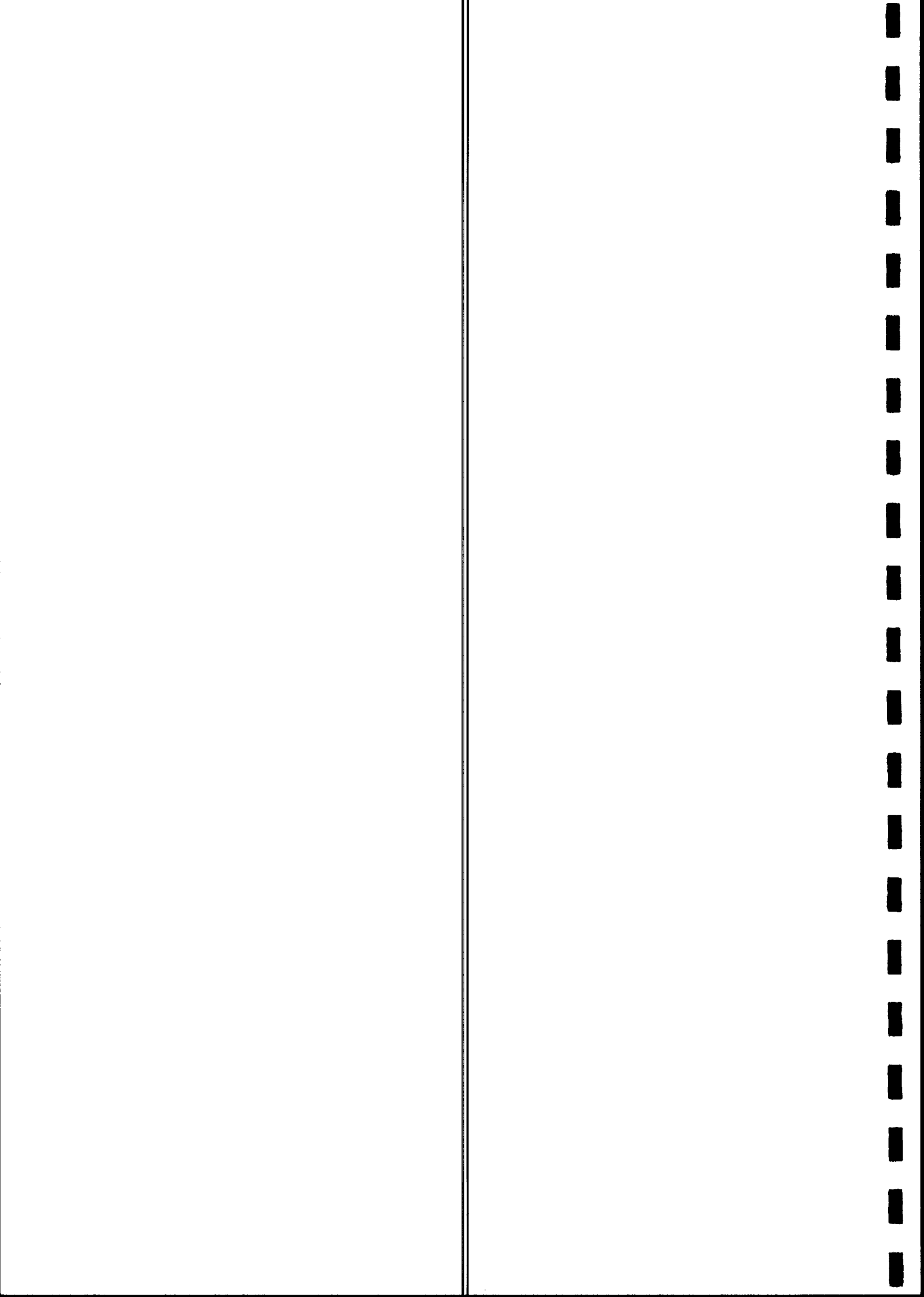
-  Metro route and new bus/Metro interchange station
-  Metro complementary route via possible new Tyne Crossing
-  Area with improved pedestrian links
-  Primary upgraded bus route
-  Link to adjacent corridor, with Key Corridor reference letter

**CURRENT INITIATIVES:**

- Completion of new bus station.
- Improvements in town centre to assist pedestrians.
- Riverside regeneration
- Expansion of Bede's World heritage site

**POSSIBLE FUTURE PROPOSALS:**

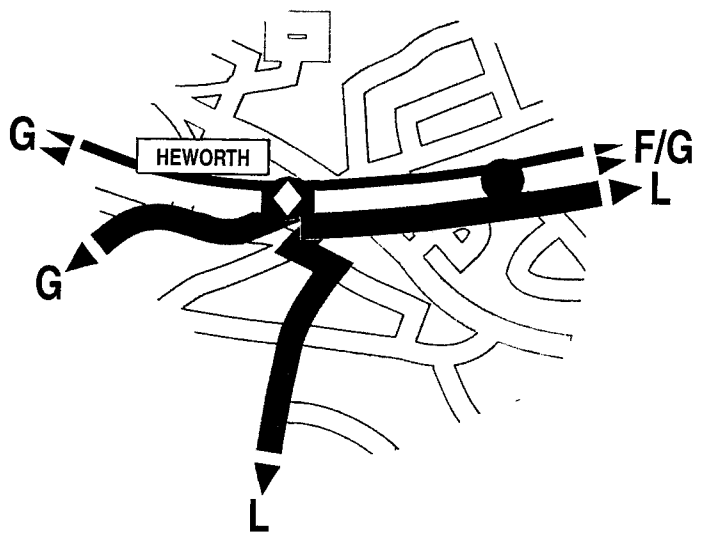
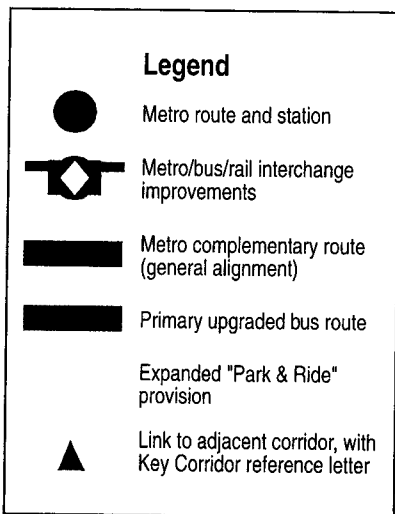
- Metro Complementary Route via possible new Tyne crossing.
- Study to guide future development including problems of serving isolated housing estates and highway and railway severance.
- Primary Upgraded Bus Route to proposed Fellgate Metro Station.



### Key Interchange: HEWORTH

Services: Metro, local and regional rail services, buses to corridors F, G, H and L, Team Valley and local area.

*On corridor G, terminal of corridors F & L*

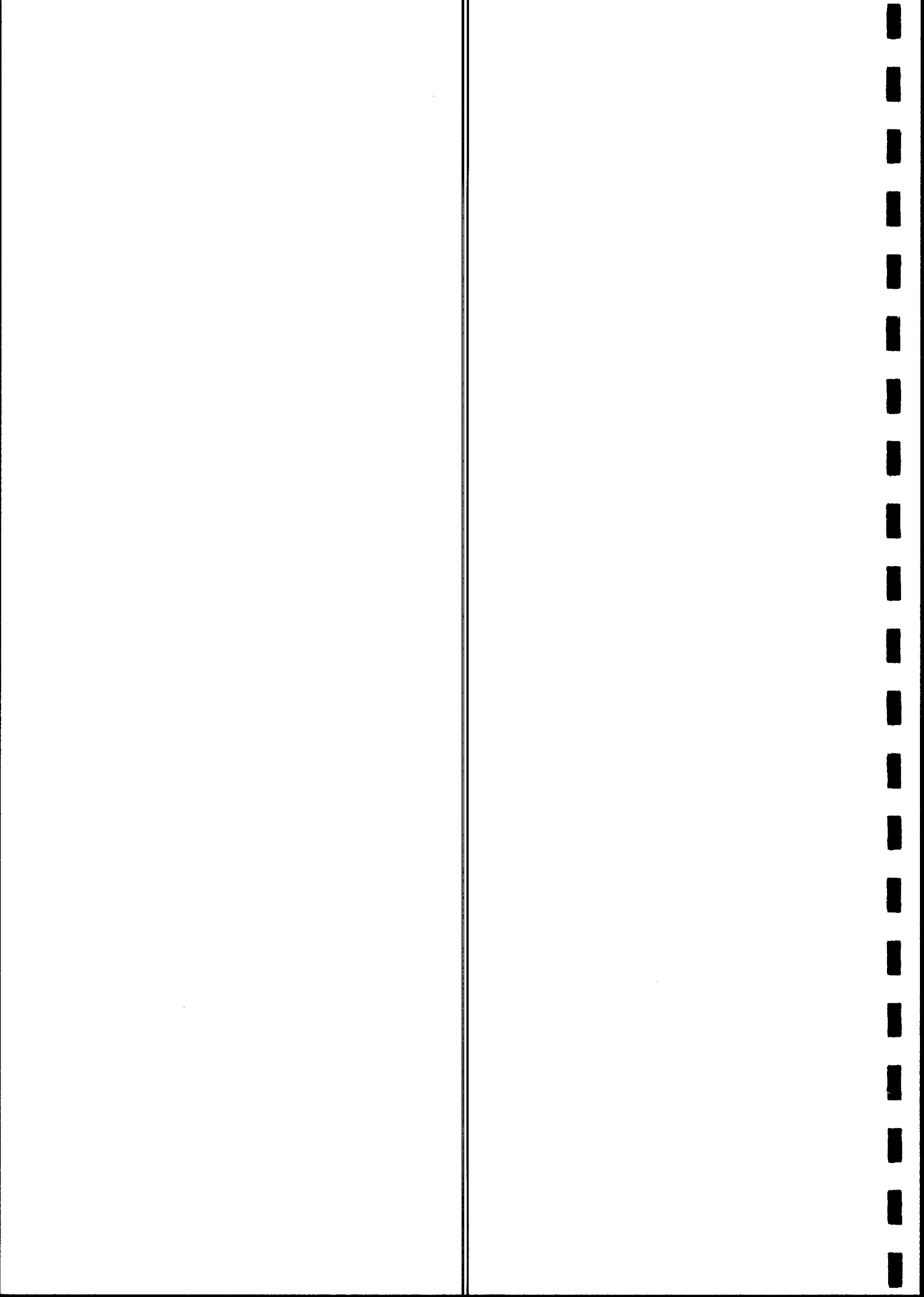


#### CURRENT INITIATIVES:

- Metro extension to Sunderland.
- Signal control of A184 roundabout to increase capacity, give bus priority and improve safety.
- Continue to develop experimental electronic passenger information system.

#### POSSIBLE FUTURE PROPOSALS:

- Further develop park and ride.
- Improved rail interchange facility.
- Metro Complementary Route to Washington and South Hylton.
- Primary Upgraded Bus Routes to Gateshead and Leam Lane.

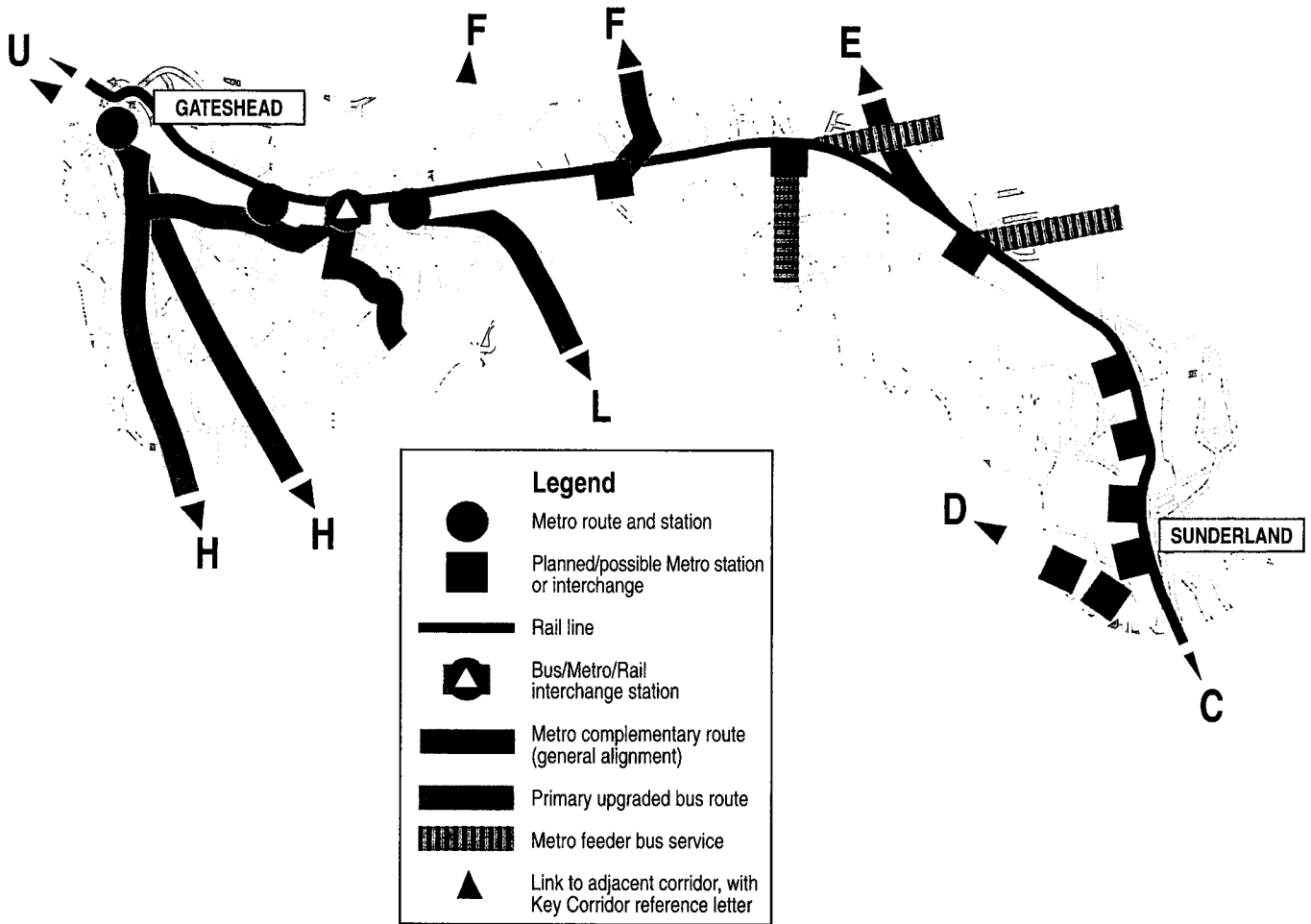


**Key Corridor G: GATESHEAD - SUNDERLAND**

**Principal Routes:** A184 Gateshead - Sunderland; Saltmeadows Road, Split Crow Road and Carr Hill Road, Gateshead; Rail Line, Newcastle - Sunderland

**Intermediate Centres:** West Boldon; East Boldon; Boldon Colliery; Wardley

**24 hour traffic flows:** Vehicles 33; Public transport passengers: 12  
(thousands)

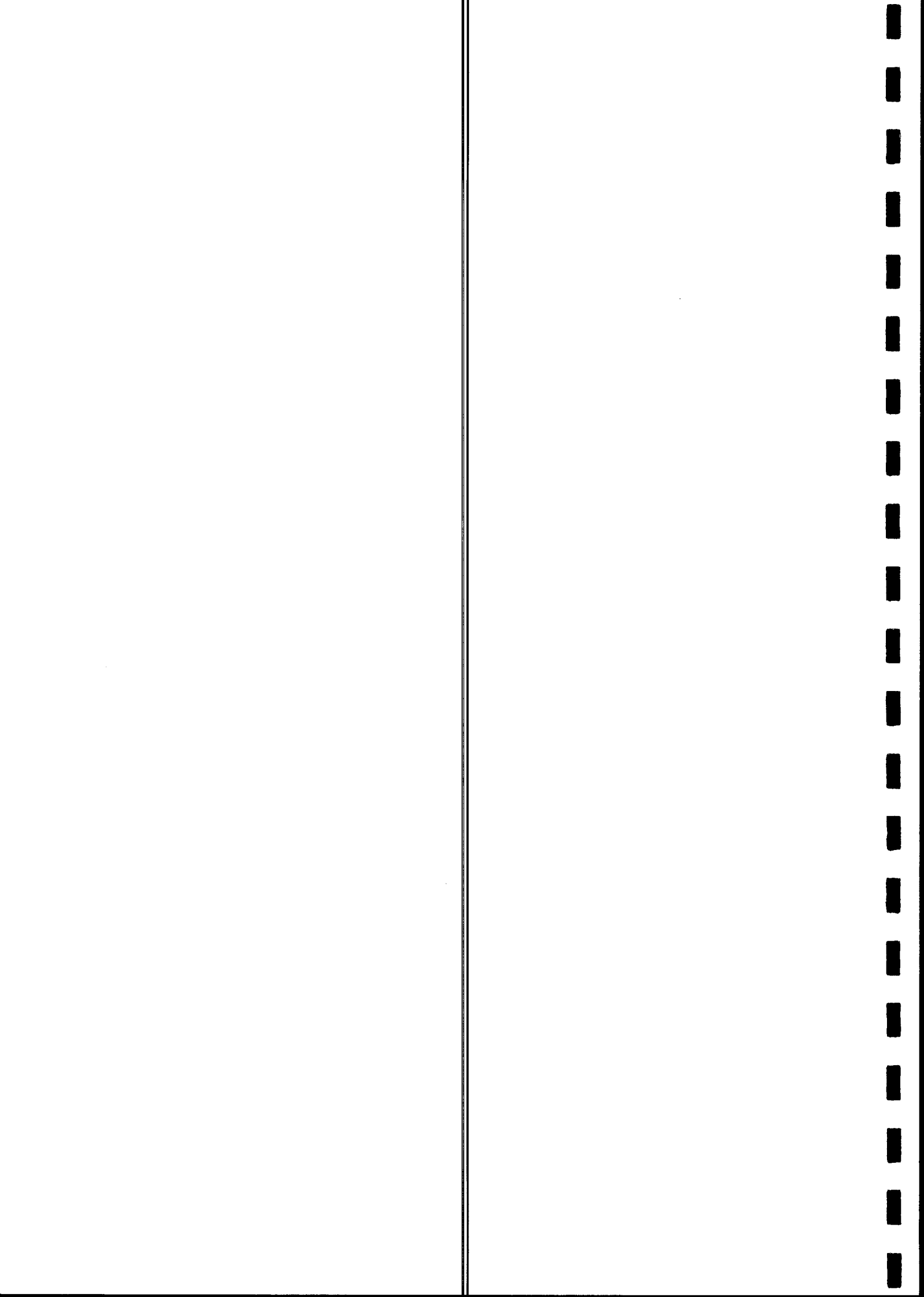


**CURRENT INITIATIVES:**

- Metro extension to Sunderland.
- East Gateshead regeneration.
- Completion of Boldon Business Park, and further residential development at Boldon Colliery.
- Alignment reserved for Boldon By-pass.
- Sunderland Football Stadium move from Roker to Monkwearmouth.

**POSSIBLE FUTURE PROPOSALS:**

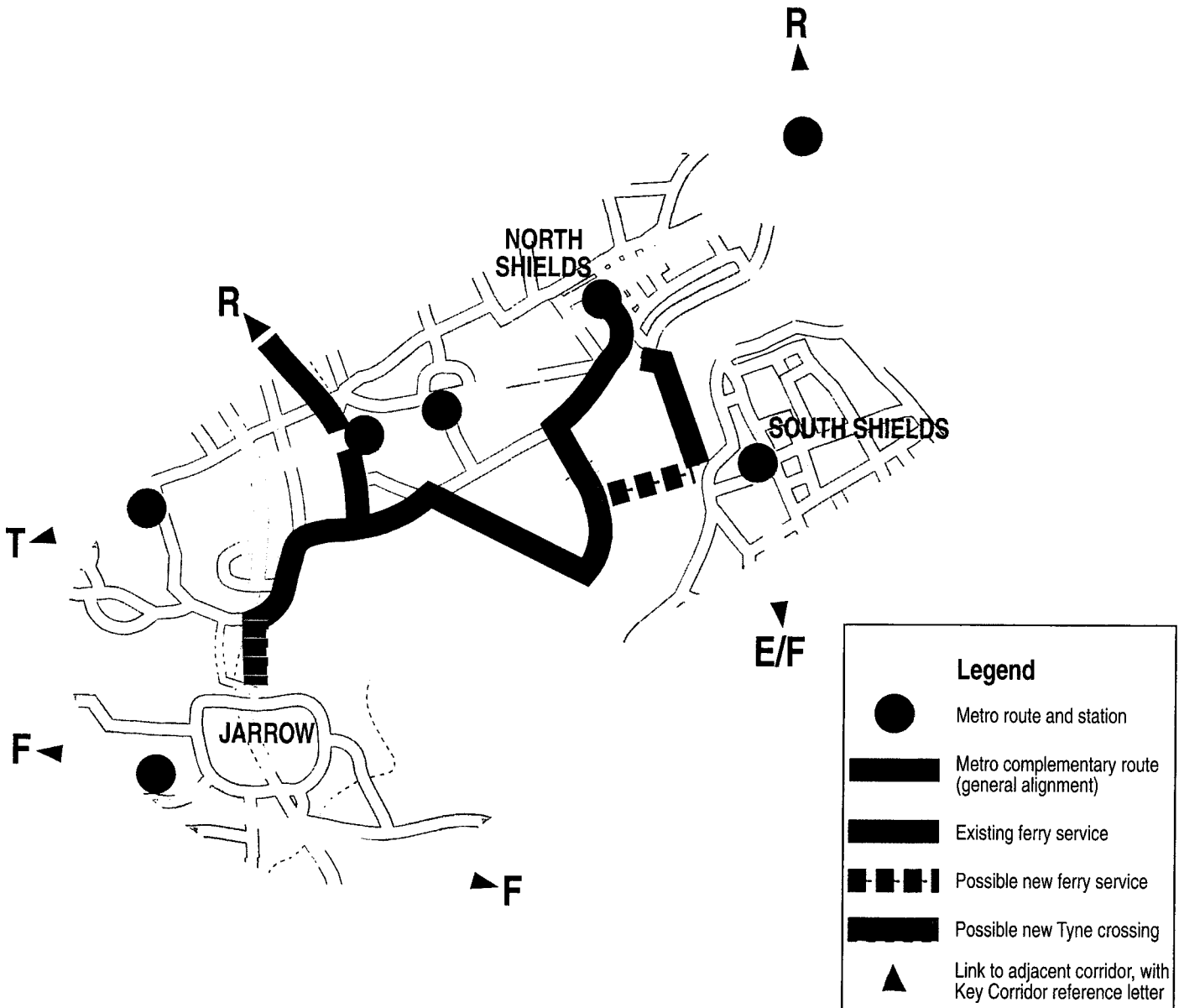
- Primary Upgraded Bus Route: Leam Lane - Felling -Gateshead.
- Metro feeder bus services to East Boldon and Brockley Whins stations.



**Key Corridor W: EASTERN TYNE CROSSINGS**

**Routes:** A19 Tyne Tunnel, Tyne Pedestrian Tunnel and Shields ferry

**24 hour traffic flows:**  
(thousands) Vehicles 30; Public transport passengers: 7



**Legend**

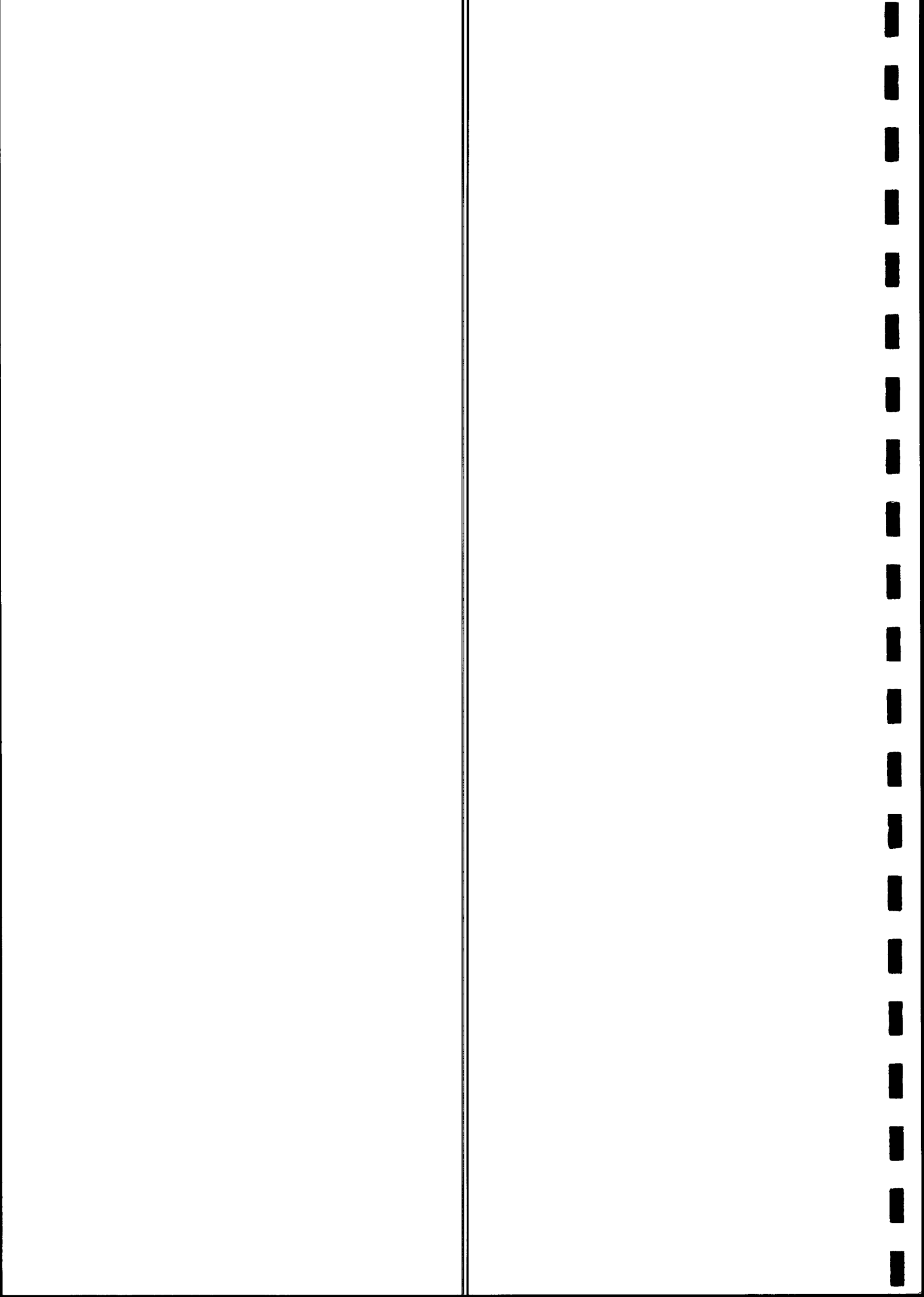
- Metro route and station
- █ Metro complementary route (general alignment)
- █ Existing ferry service
- - - Possible new ferry service
- █ Possible new Tyne crossing
- ▲ Link to adjacent corridor, with Key Corridor reference letter

**CURRENT INITIATIVES:**

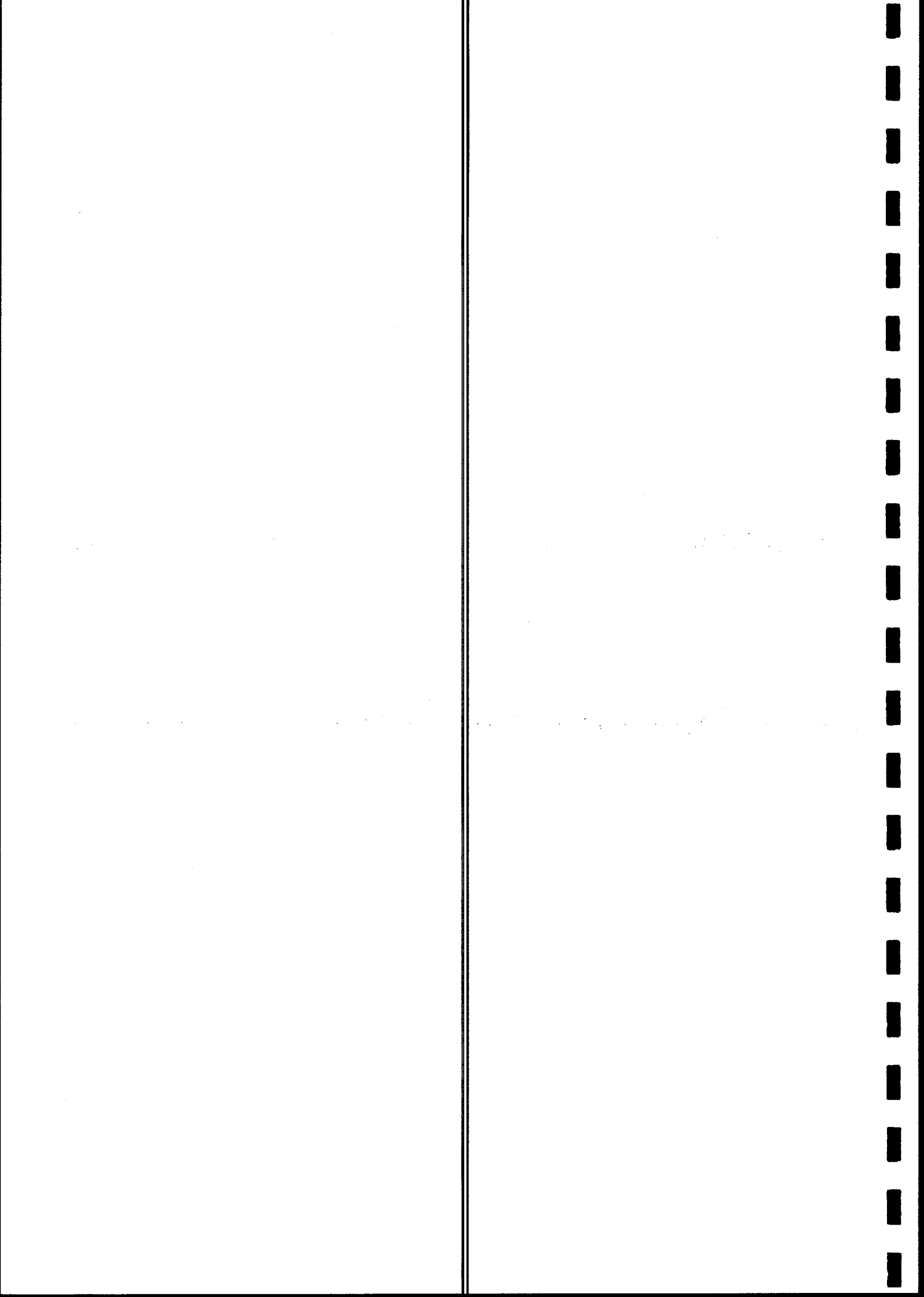
- New Tyne crossing.
- Developments at Royal Quays, North Shields, and Harton Staithes, South Shields.
- Bus terminal at Royal Quays.

**POSSIBLE FUTURE PROPOSALS:**

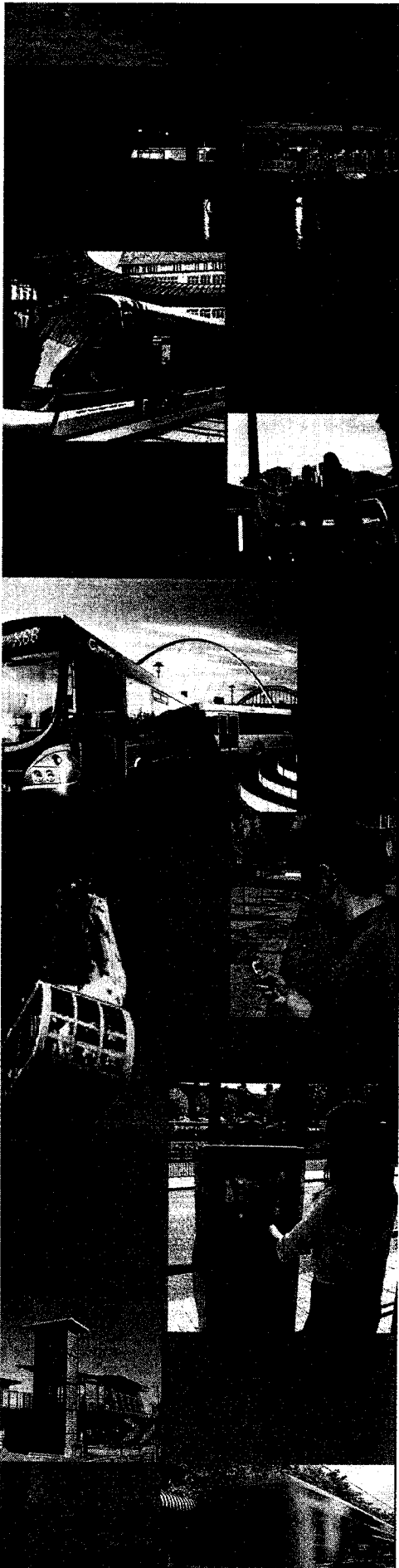
- Metro Complementary Route on possible new Tyne crossing.
- New cross-Tyne ferry terminals in South Shields and Royal Quays linked by new ferry service.



5 Extracts from Towards 2016

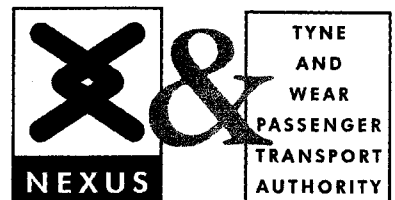


# TOWARDS 2016 THE CHALLENGE



An electronic version is available at Nexus Website

[www.nexus.org.uk](http://www.nexus.org.uk)



A high level of facilities for passengers will be provided. Information will be provided minute-by-minute on the time to arrival of the next few buses at each bus stop, and each bus stop will have a high-quality passenger shelter that is regularly cleaned and maintained. All services on the Core Network will be guaranteed to run at least two buses per hour. Core Network services will operate at times similar to Metro, from early morning to late at night.

Services on the Core Network will operate to timetables and on routes that will be fixed for a minimum of 12 months. All buses used to operate Core Network services will be wheelchair accessible, low floor vehicles meeting European emissions standards, and will be driven by drivers trained in customer care. A common, integrated ticketing system that will build and improve upon existing ticketing systems will make services easier to use.

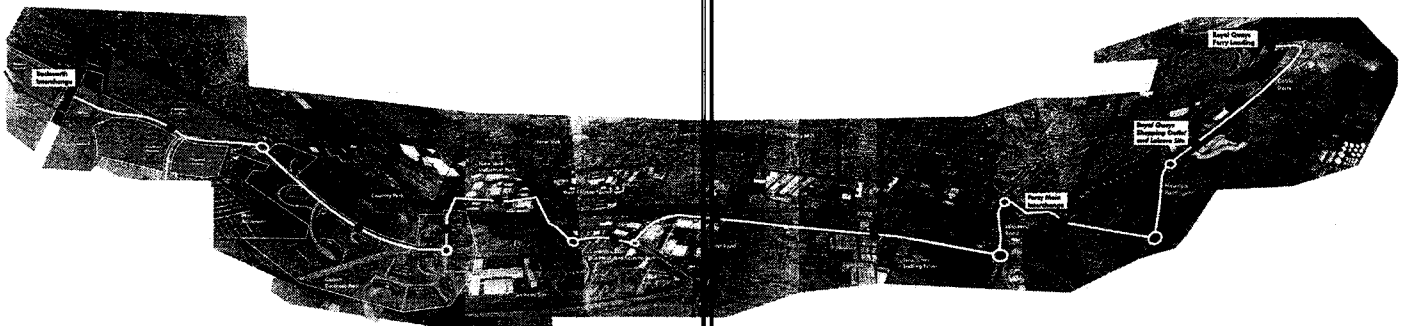


## Proposals for major new bus routes

Four major new bus corridors will be developed to serve North Tyneside, Newcastle Great Park, the Newcastle and Gateshead quaysides, and the MetroCentre in Gateshead. Three of these routes are already under construction. The routes will, where necessary be segregated from other traffic to keep journey times as low as possible. Most routes will be operated by distinctively liveried vehicles, powered by more environmentally benign methods than current buses. Guidance systems on the vehicles will enhance ride quality and make boarding and alighting as easy as possible.

### Stephenson Link

The Stephenson Link promotes access by public transport to housing, retail and employment developments near the A19 in North Tyneside. The Cobalt and Silverlink business parks will be accessible by high quality public transport. Two interchanges link the route to the Metro network. A new interchange station will be built at Backworth. The existing Metro station at Percy Main will be upgraded to become an interchange. The southern end of the route will connect to the cross-Tyne ferry service. The stops on the Stephenson Link will be equipped with raised platforms for level boarding of the modern vehicles that will be used to operate the service.



## Newcastle Great Park

Newcastle Great Park is an area to the north of Newcastle currently being developed for housing, leisure and employment. This development has been designed from the outset to be accessible by public transport. No location in the development will be more than 400 metres from a high quality public transport service. There will also be a major Park & Ride site. Newcastle City Council has secured agreements with the developers that will enable high quality public transport services to run from the opening of the development. Newcastle Great Park is an example of what can be achieved when developments are planned from the outset with public transport in mind.

## CentreLink

The CentreLink route will provide a high quality bus service between Gateshead town centre and the MetroCentre. The improvements include a major refurbishment of Gateshead Interchange. The refurbished interchange will provide a comfortable and safe environment for passengers to transfer between CentreLink and the Metro and local buses. A new bus-only bridge linking the MetroCentre bus station to the busway will enable buses to avoid the road traffic congestion that can occur around the shopping centre. The journey time to Gateshead Interchange will be approximately nine minutes, and the service will operate at a very high frequency. CentreLink is a partnership between Gateshead Council, Go North East, Nexus and Capital Shopping Centres. The operation of services on the CentreLink route will commence in 2003 with articulated buses already operated by Go North East on the X66 service.



*Redeveloped interchange  
at Gateshead*

## 5.2 Light rail services

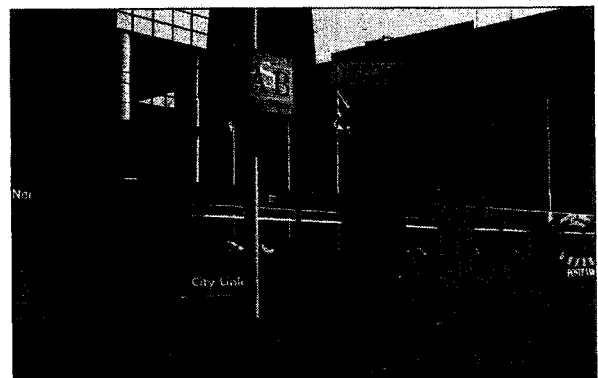
Evidence shows light rail systems like Metro are an effective way of providing transport in urban areas. Light rail can persuade people not to use cars because it offers the speed, permanence, accessibility and quality that people expect of modern public transport. The continued development of light rail is therefore a critical element in achieving our targets for increasing the number of journeys made by public transport in Tyne and Wear.



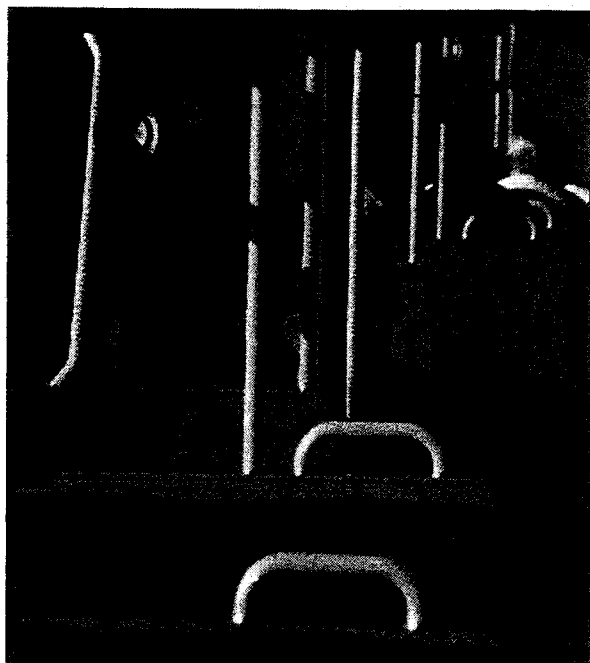
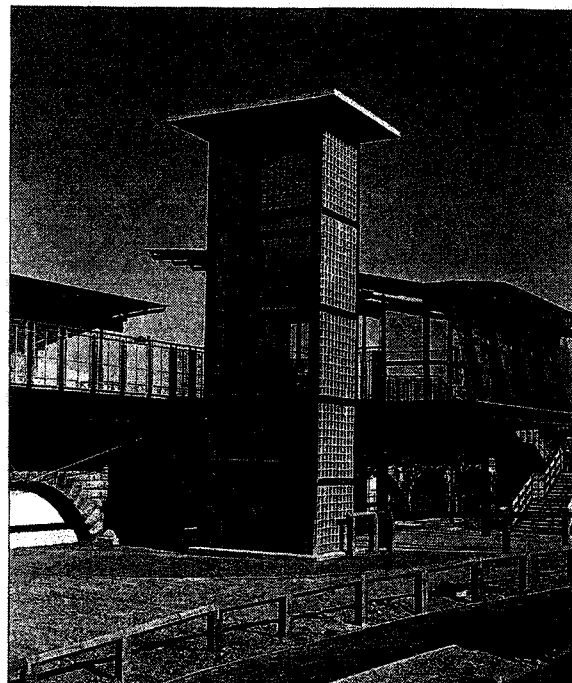
A substantial extension of the network is proposed which would bring the benefits of Metro to a greater proportion (up to 50%) of the population of Tyne and Wear. Of course this would not preclude the continued implementation of advanced bus-based systems such as those described in the previous chapter. As a result it is probable that the public transport network for the future will integrate an extended light rail network with the best of bus technology.

The existing Metro system is rail based and fully segregated from road traffic. The network was developed using former suburban railway links, linked by a network of tunnels running underneath Newcastle and Gateshead. The inclusion of these tunnels within the original scheme enabled Metro to directly serve commercial centres in Newcastle and later in Gateshead. Developments in signalling technology permitted extension of Metro to Sunderland by sharing track space with local passenger and freight rail services. Metro was one of the first light rail systems in the world to achieve this complex operational pattern.

Technological developments now permit further extensions to Metro. In particular, it is possible to return to on-street with systems like Metro. Where light rail systems share road space with other traffic they are often called trams. We intend to use trams to extend Metro along new routes. This will enable us to bring the benefits of the Metro system to a greater proportion of the citizens of Tyne and Wear. The new trams will be able to operate on existing Metro routes to make the most of the valuable legacy of the city centre tunnels. Extending Metro will make best use of our historical investment, whilst extending the number of people who can benefit from it.



The extension of the network could involve increasing the route length of the Metro system substantially. Technical appraisal has now commenced of proposals to extend the light rail network with Metro trains and trams sharing the same tracks. However it is doubtful whether any new trams will be operational before 2008 because complex statutory and approval procedures must be completed. The new Metro routes could serve several different areas, including Gateshead, South Tyneside, the business parks near the A19 in North Tyneside and Doxford Park in Sunderland, and the Newcastle Great Park mixed-use development north of Newcastle. Other routes could serve areas that are being regenerated. For example, street-running trams are central elements in Newcastle City Council's "Going for Growth" regeneration strategy for the East and West ends of the city.



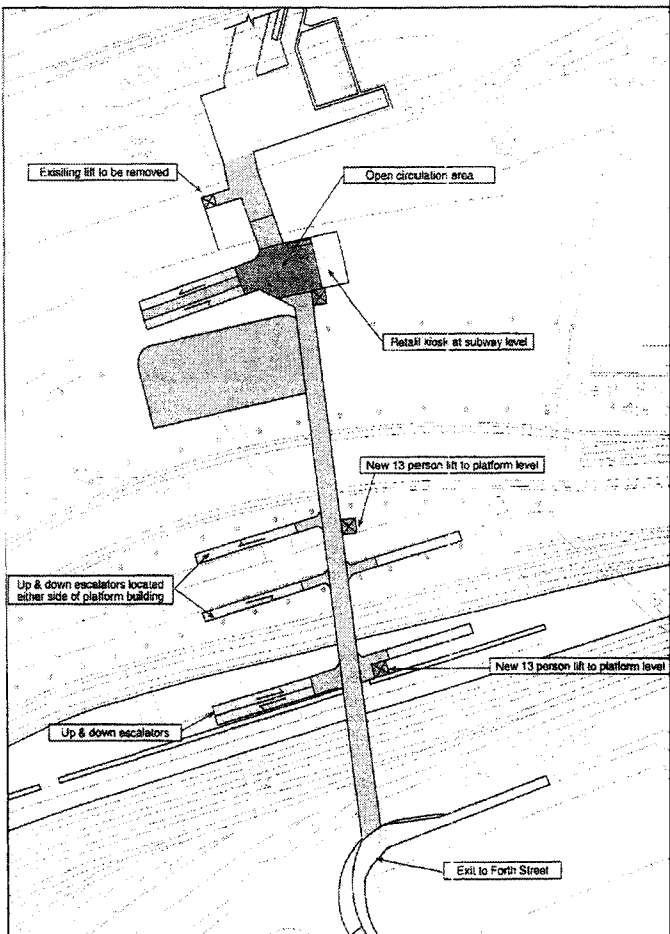
Whilst planning this major expansion of light rail, we will continue to improve the quality of the Metro system by improving operational conditions, building new stations and investing in stations and Metrocars. The existing fleet of Metrocars has just been refurbished. An extra Metro track between Pelaw and Bede and new stations will better serve the communities at High Lane Row and Simonside. An ongoing long-term programme for station refurbishment, upgrading and improved passenger facilities will also be pursued.

Development	Indicative Date
Refurbishment of Metrocars	2002
Refurbishment of Percy Main Interchange	2002
New station at Backworth	2003
Track Dualling in South Tyneside	2005
New stations at Simonside and High Lane Row	2005
First phase of Orpheus project	2008
Completion of Orpheus project	2015

## Newcastle Central Station

Newcastle Central Station is the primary point of access to the rail network for many people in Tyne and Wear. To make interchange between the rail services and Metro easier, Nexus and a number of partners from the rail industry and Newcastle City Council are investigating the construction of a sub-surface concourse. The concourse will be integrated with an extended Metro station concourse and provide easier access by escalators and lifts to the main rail platforms. Problems related to platform capacity at the station are currently under consideration. Improved interchange between trains and Metro will also improve access to Newcastle International Airport from both the Tyne and Wear conurbation and from the North East region.

Conditions for passengers changing between buses and trains at Newcastle Central station will be greatly improved. The waiting environment will become safer and cleaner as the amount of other traffic in the areas is reduced, and the quality of shelters for passengers will be greatly improved.



## Tyne Valley line

The Tyne Valley line runs from Newcastle to Carlisle via the MetroCentre and Hexham. Although sections of the line are approaching capacity, there is some scope for additional and improved services. This will result in increased train frequencies and reduced journey times for trains operating between Newcastle and Carlisle. The Tyne Valley line offers great potential for Park & Ride. Facilities for Park & Ride will be developed at Hexham and at the MetroCentre. The first of an incremental series of improvements to the Tyne Valley line will be complete by 2006. A fast and frequent commuter service along the whole of the Tyne Valley line will be introduced by 2015.

In addition, the current pattern of rail services to the MetroCentre from Newcastle Central station is also limited, as trains cannot turn back at the MetroCentre. A third platform at the MetroCentre train station will allow trains to terminate and turn round, so that a shuttle service may be operated to the MetroCentre from Newcastle and Sunderland and Middlesbrough.

## Durham Coast line

The Durham Coast line runs from Tyneside to Teesside, connecting Newcastle in the north and Middlesbrough in the south of the region. The line has recently been improved, and the frequency of trains between Hartlepool and Sunderland has been doubled. A second phase of improvement would see two trains per hour between Hartlepool and Middlesbrough, with services extending to the regional centres and calling at new stations to be built at Ryhope, Easington, Hart and Old Billingham.



## 6.2 Interchange and Park & Ride

In an integrated system of public transport, the ability to change between services is essential. Interchange permits passengers to reach destinations that are not directly served by a single public transport service. In order to compete with the door-to-door convenience of a journey by car, we must ensure public transport services connect well with each other, and that passengers are able to change between journeys in safety and in comfort. Implementing all the requirements of the Disability Discrimination Act of 1995 will result in fully accessible interchanges. As the system was designed from the outset as an accessible system, we expect that Metro will fully meet the requirements of the Act with limited modifications.

It is also important that it is easy and convenient for car drivers and passengers to transfer to Metro and bus services. Park & Ride is an increasingly popular form of transport that allows car drivers and passengers to access major centres without suffering extended journey times due to road traffic congestion. Park & Ride is an important element of our transport strategy. It will be important to manage Park & Ride sites so that they do not become destinations in their own right, and that city centre Park & Ride sites are reserved for those car drivers and passengers making onward journeys by public transport. We will strive to ensure that Park & Ride does not result in it becoming uneconomic to operate other services which operate along the same or similar routes. Park & Ride at rail stations makes a significant contribution for longer distance journeys. Many stations in the North East have large car parks.

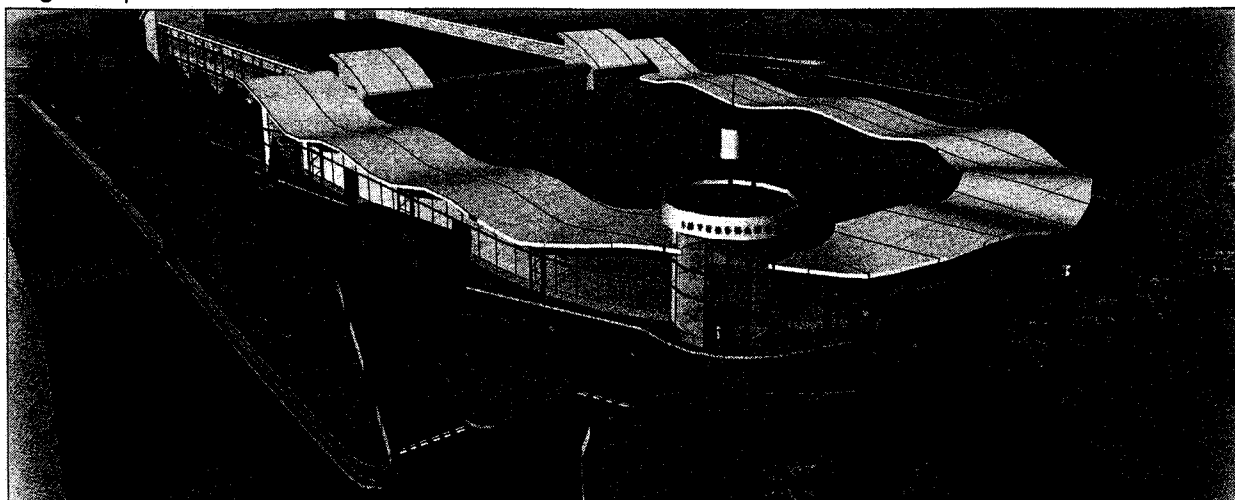
### Our proposals for improving interchange and Park & Ride

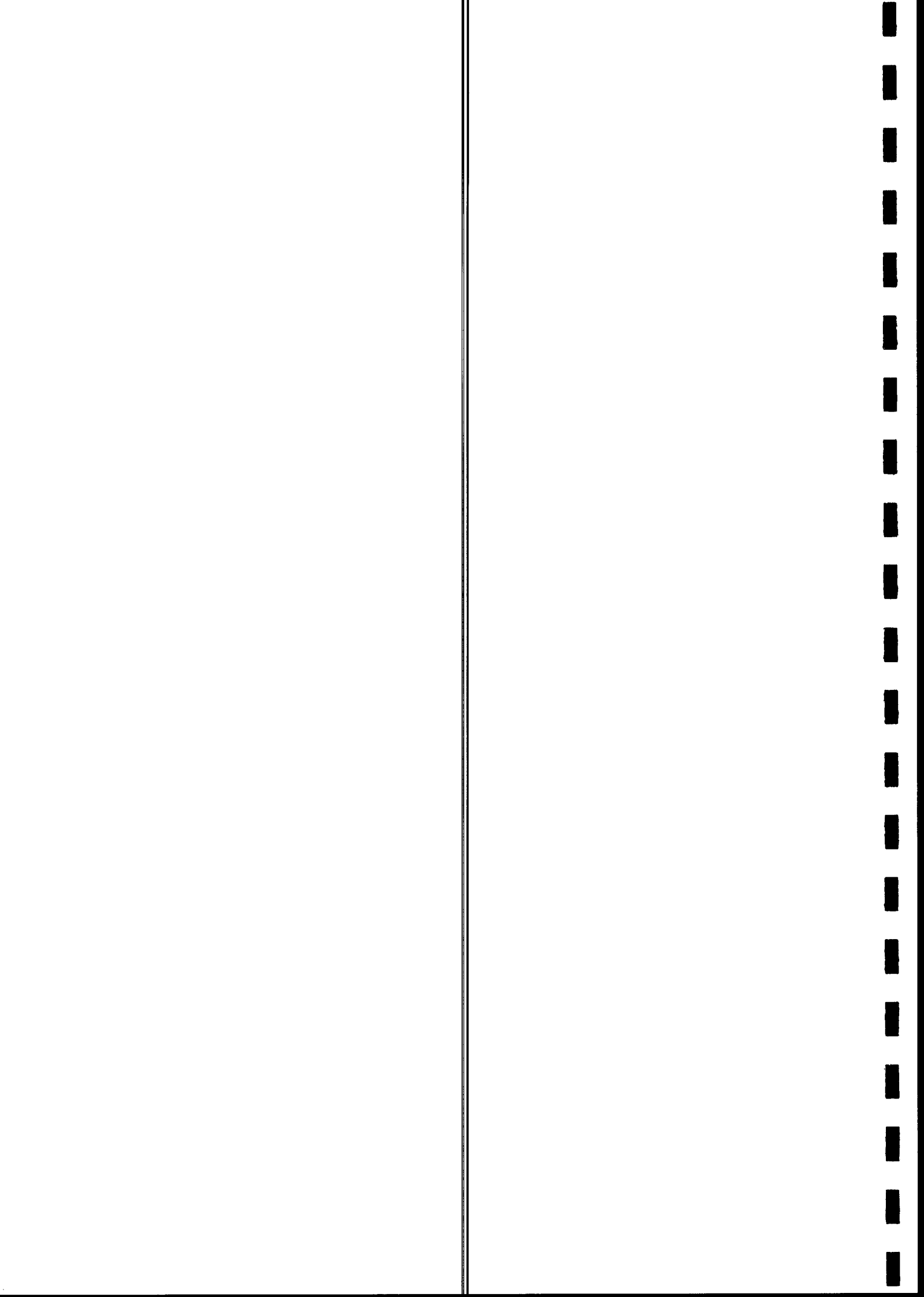
Important interchanges are not just main train and Metro stations, but also city and town centre bus stops. We intend to greatly improve the quality of these interchanges, particularly those at Eldon Square, Newcastle Central Station, Blaydon bus station and Four Lane Ends. Gateshead Metro Interchange will be upgraded as part of the CentreLink scheme. Nexus will work in partnership with sector partners to refurbish bus stations such as at the MetroCentre and the Galleries in Washington. A higher quality of passenger information will be provided. In addition to this, the quality of waiting facilities at Metro stations will be improved. Many more bus stops will be provided with passenger shelters which will be lit, have a seat and be maintained to a consistent high standard.



*Ryton rural mini-hub*

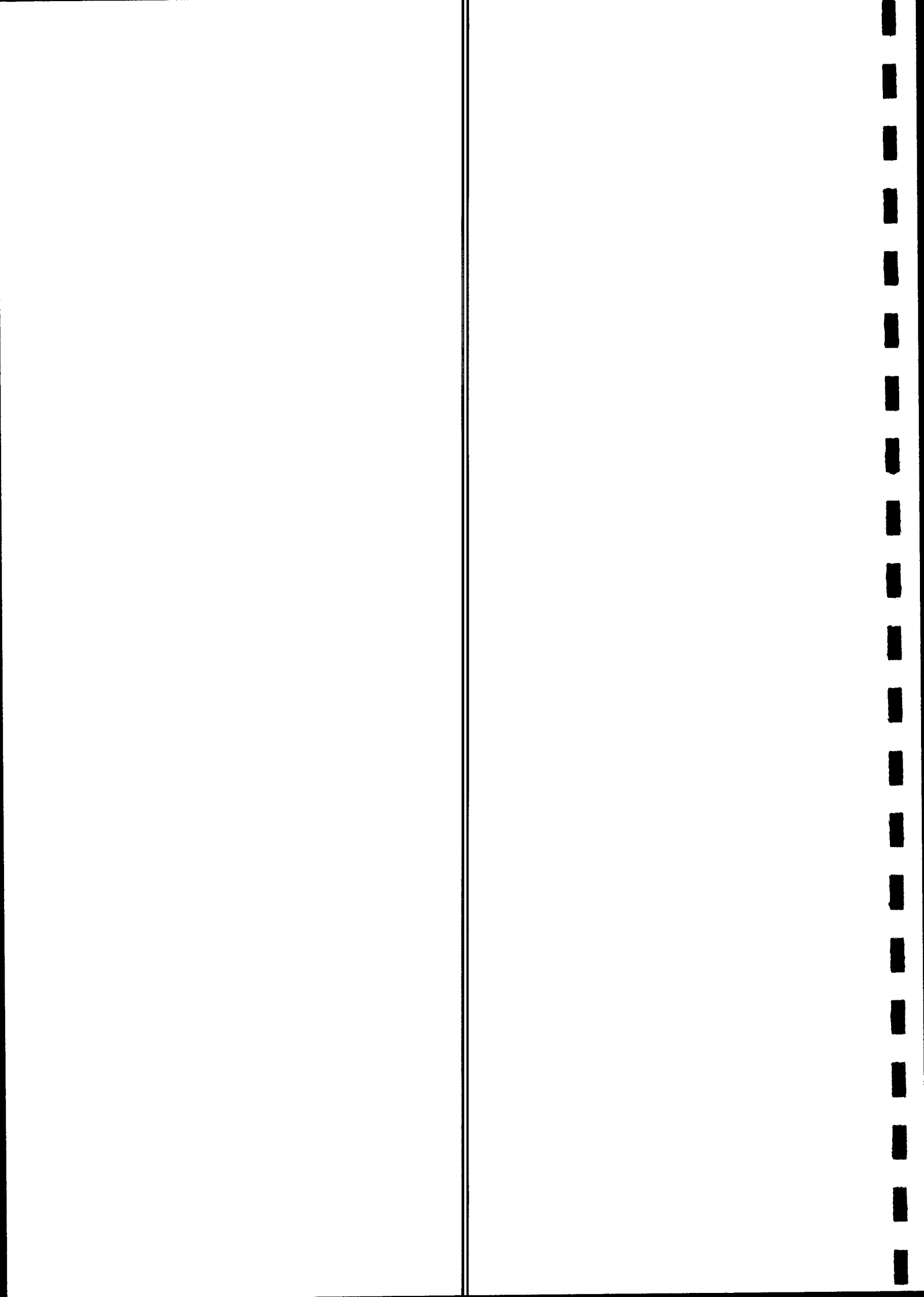
*Proposal for Four Lane Ends interchange*





# APPENDIX F

6 Extract from Crossing the Tyne

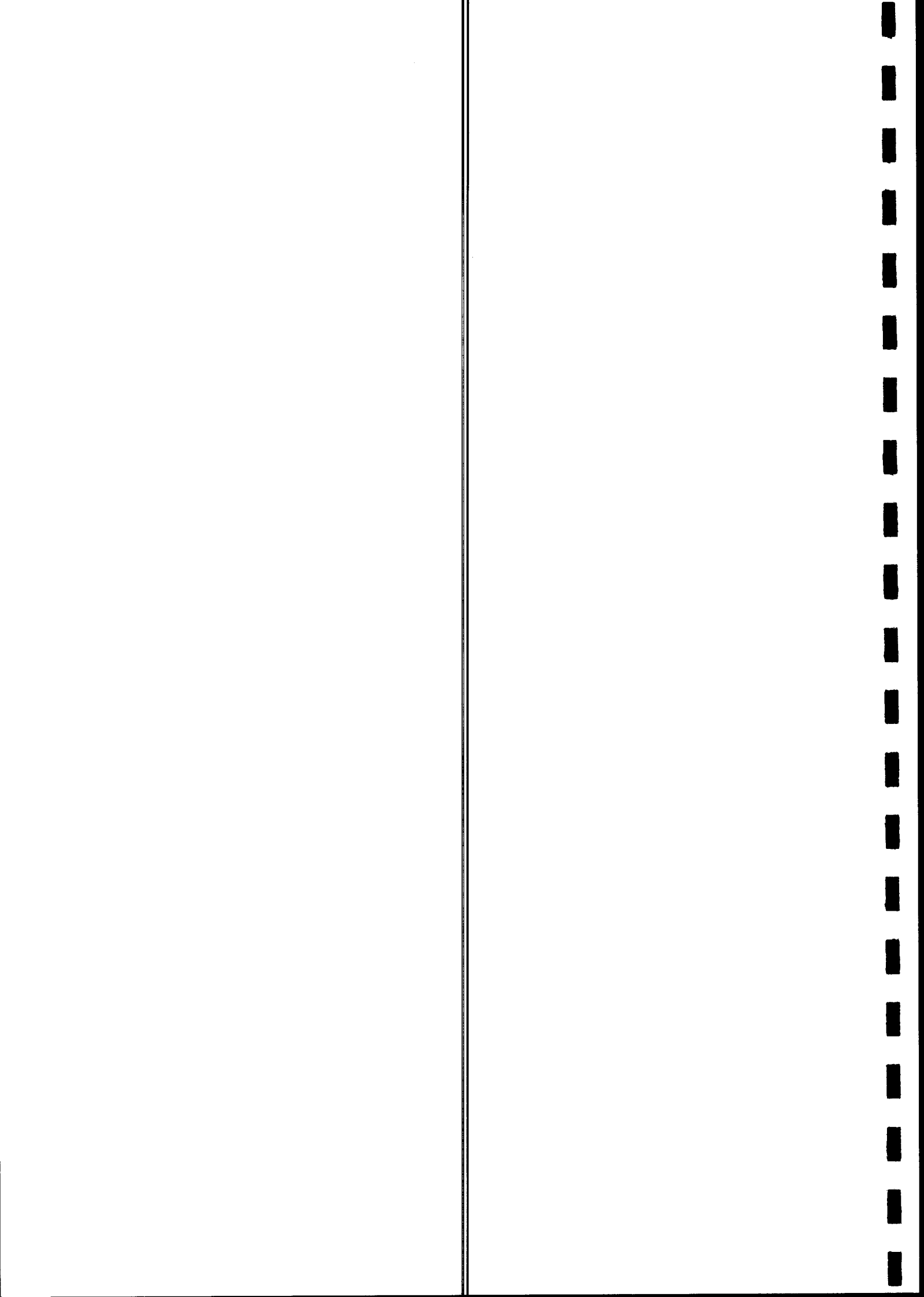


# CROSSING THE TYNE



Frank Manders and Richard Potts

John Muller  
Appendix 3



### The Tyne Tunnels

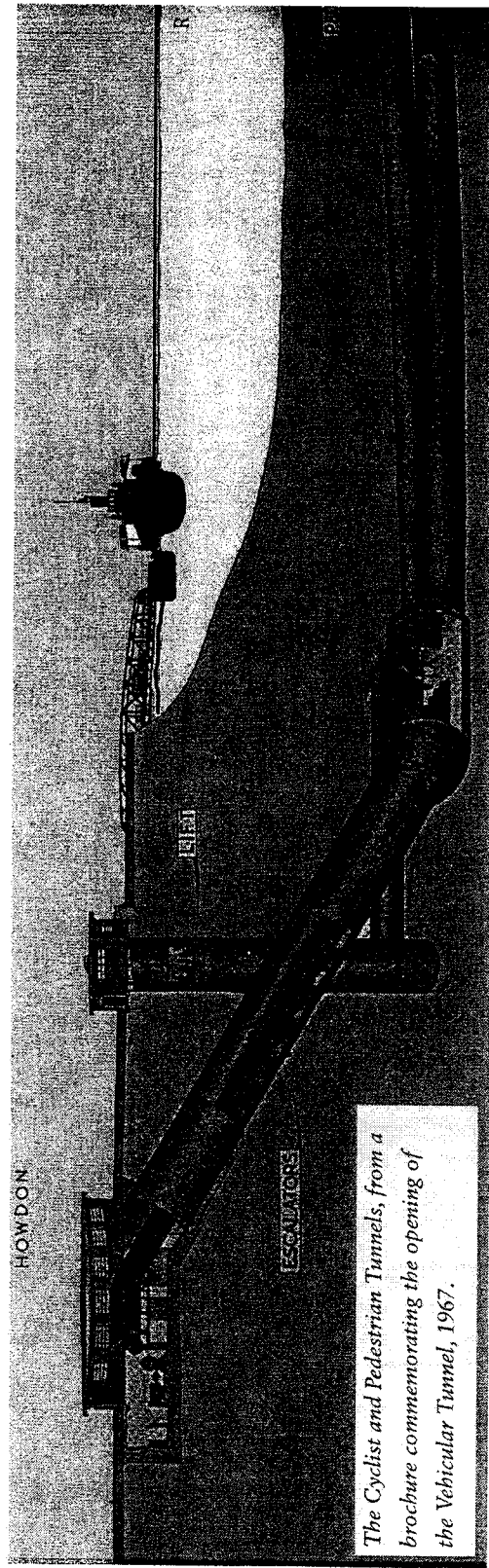
From before 1930 several road bridge and tunnel schemes had been proposed east of Newcastle, mostly to link North and South Shields. By the mid-thirties the Ministry of Transport was more enthusiastic about a western by-pass and a new Scotswood bridge. The Tyne Improvement Commission opposed the building of a bridge to the east of the city, but was not against a tunnel crossing provided its physical and economic interests were safeguarded.

In 1937, a joint committee of local authorities agreed that a tunnel was the only practicable solution, and wrote to the Minister stressing its national significance. At a further meeting (of Newcastle City, Northumberland and Durham County and Jarrow Borough Councils' representatives), held on 25 January 1938, a new crossing east of Newcastle preferably between Howdon and Jarrow, was thought urgent and necessary. At the minister's behest, on 20 May 1938, another meeting was held, representing all local authorities on the navigable Tyne. The result, a resounding victory for parochialism, was perhaps predictable: Tynemouth and South Shields considered a tunnel could only be between their two

boroughs; Gateshead, Wallsend and Jarrow Boroughs and Hebburn UDC thought a tunnel should be located mid-Tyne; Felling UDC believed a bridge to be better than a tunnel and should run from Felling; Newcastle and the authorities west of the city held no strong views or stressed the need for a new Scotswood Bridge! On 19 November 1938 the Minister visited North and South Shields, saw the ferries and examined the possibility of a tunnel linking the two towns. Despite the Second World War, a decision in favour of a tunnel crossing between Howdon and Jarrow was made in 1943. In 1946 Parliament authorised the building of Tyne Road, Passenger & Cyclist Tunnels; the Ministry gave the go-ahead for work to begin on the two smaller tunnels the following year.

### The Tyne Pedestrian and Cyclist Tunnels

The cyclist tunnel was to be west of the pedestrian tunnel, while the larger road tunnel was left until an unspecified future date. On Wednesday, 4 June 1947, the Minister of Transport, Alfred Barnes, cut the first sod. Mott, Hay, and Anderson undertook the design work, with Charles Brand & Son Ltd. as the principal contractor, and Waygood-Otis providing escalators and lifts. The consulting



Tyne Tunnel Joint Committee

*The Cyclist and Pedestrian Tunnels, from a brochure commemorating the opening of the Vehicular Tunnel, 1967.*

engineers' representative, Dr (later Sir) David Anderson, supervised the tunnelling and construction work on behalf of the sponsors, the Tyne Tunnel Joint Committee (of Durham and Northumberland County Councils).

Work took place initially from Jarrow but then from both sides, boring through a complex geological mixture of silt, coarse sand, shingle, sandstone and shale. Progress was unexpectedly slow due to the terrain, taking 597 days instead of the 215 forecast in the contract, and air pressures had to be increased. The Ministry of Transport lent two compressors formerly used at the Dartford Tunnel. The machines were in constant use, day and night, and it is not surprising that they frequently broke down. Two additional compressors were later brought on site. Initially, the two tunnels were pilot bores, later enlarged.

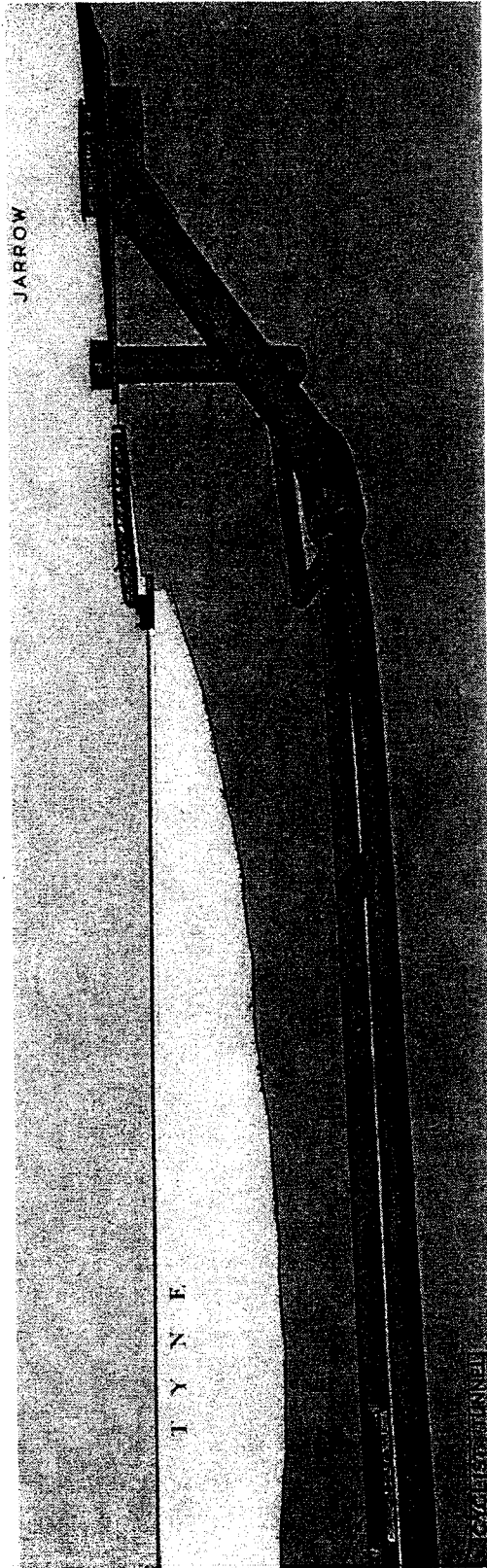
In June 1949 workers discovered fossil remains below the riverbed. They were identified by experts as an elk antler, a deer vertebra and part of a deer horn. Mott Hay and Anderson was asked to arrange suitable preservation, with a view to subsequent display; the remains were later offered to the local Natural History Society for exhibition at the Hancock Museum, Newcastle.

### **i** Pedestrian and Cycle Tunnel Facts

Both tunnels were built on a line marginally to the west of the later Road Tunnel, at a depth of 15.2m to allow the riverbed to be dredged. Both tunnels, with interconnecting passages for pumping and ventilation, were lined with concrete between the flanges of the cast iron segments above floor level and had reinforced concrete slabs with removable central covers laid along the floors, and glazed tiling provided throughout the lengths of both passages. Gas mains are installed in each of the 274.5m tunnels the longest such passages in the world when built. The Pedestrian Tunnel had a finished internal diameter of 3.5m while the Cyclist Tunnel was slightly larger at 3.7m. The Pedestrian Tunnel's wooden-step escalators had a vertical fall of 25.9m, again at that time the lengthiest continuous escalators in the world, while the escalators in the other tunnel were the first designed especially for cyclists and incorporated special safety features. In addition to the escalators, lifts were provided

~~for the elderly and infirm. Access to the new tunnels was from~~

off Church Street, Howdon and Ferry Street, Jarrow





*The junction between the Pedestrian pilot tunnel from the Howdon side and the section already driven from Jarrow, 19 May 1949.*

On Tuesday, 7 March 1950, the Joint Committee formally celebrated the completion of tunnelling, at a ceremony performed by the Lord Lieutenant of Durham. Ornamental commemorative plaques, including the arms of the two counties, were fitted to the dividing panel between the heads of each pair of escalators. The Committee had already decided to mark the then Durham and Northumberland county boundaries at the mid-point under the river.

The Joint Committee invited a member of the royal family to

open the Pedestrian and Cycle Tunnels, but the official reply stated that, as the tunnels were part of a larger scheme, complete only when the road tunnel was built, it would be inappropriate for royalty to be present! Undaunted, the Committee invited the Prime Minister, Clement Attlee, to perform the ceremony when he visited the Durham Miners' Gala in July 1951; unfortunately, his previous commitments prevented this. Shortly afterwards, the Foreign Secretary (a former Minister of Transport), Herbert Morrison, also declined, for a similar reason. On 24 July 1951, Alfred Barnes, who was still Minister of Transport and who had inaugurated the work four years before, declared the tunnels open. The Committee, the Minister and other guests, then marked the occasion with a celebration luncheon at the Royal Station Hotel, Newcastle.

The original estimate for the two tunnels had been £453,150, with a further £164,000 for escalators and lifts, and £16,000 allowed for alterations and additions. With savings achieved elsewhere, the net increase for tunnelling,

including wage awards and price increases for materials, was £100,000 and for the escalators and lifts £30,000. The tunnelling and engineering problems encountered, including extra running costs on the air compressors, amounted to another £70,000 – a total of £200,000 over the original contract price.

Once the tunnels were open, everything ran satisfactorily apart from early incidents, mainly due to public inexperience in using escalators. The number of people using the two tunnels gradually decreased from a peak of 25-30,000 per hour on the opening day to

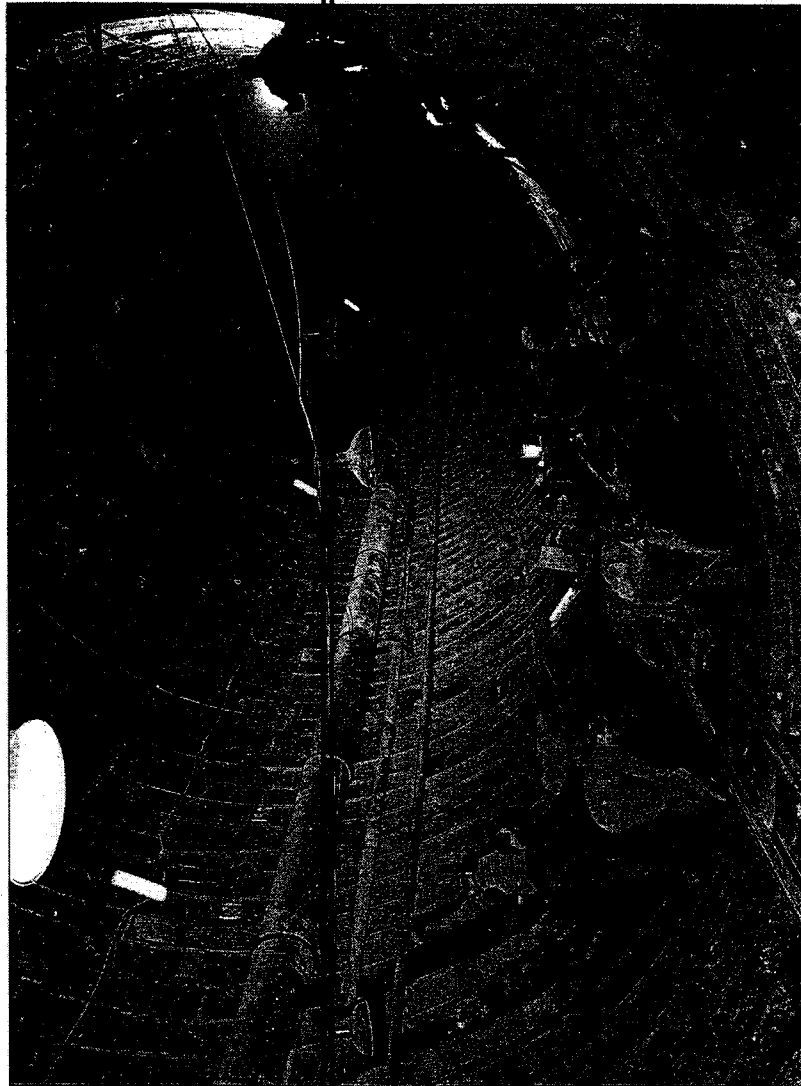
an average of 12-14,000 (many of them shipyard workers) each weekday, increasing considerably at weekends. These numbers represented roughly double the traffic previously using the Howdon-Jarrow Ferry. The tunnels quickly recorded their one-millionth user. By early 1952 the average number of users was down to around 7-8000 per day, a figure expected to stay fairly constant. The cost of operating the two tunnels in the financial year 1952-1953 was about £17,000.

A few years later at least one local author thought the whole scheme had been too small-scale: 'the post-war foot tunnel at Howdon amounts to little more than a toy, especially when you look at the steep escalators and the tiny echoing passage, then remember that this is the age of the car and the articulated lorry. So the new bridges and the new tunnel can't come too quickly'.

By 1956, about 7,000 people a week were using the two tunnels. The historic importance and architectural merit of the Tyne Pedestrian and Cyclist Tunnels ensured that they were given Grade II-listed building status in May 2000, and the Cyclist Tunnel is now part of the national cycle network.

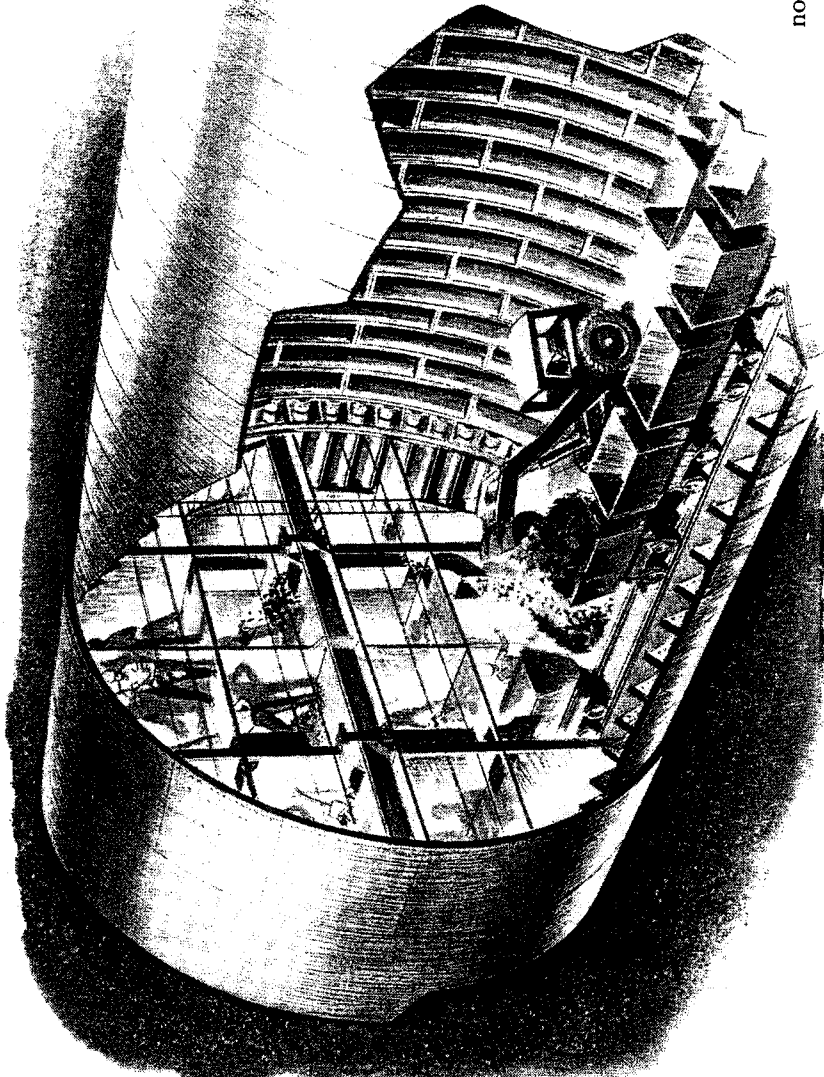
### The Tyne Road Tunnel

Durham and Northumberland County Councils' Tyne Tunnel Joint Committee was keen to start on the larger Road Tunnel while the Cyclist and Pedestrian Tunnels were under construction. As early as September 1949 the Chairman met the Minister, who was unable to say when money would become available. Protracted delay followed for nine years, while schemes elsewhere were often upgraded to the detriment of the Tyne road tunnel, despite the best efforts of the Joint Committee, local Members of Parliament,



Tyne & Wear Archives

Working on the Tyne Road Tunnel, concreting segments, 12 November 1963.



*From the brochure commemorating the opening of the Vehicular Tunnel, 1967, showing the tunnelling shield.*

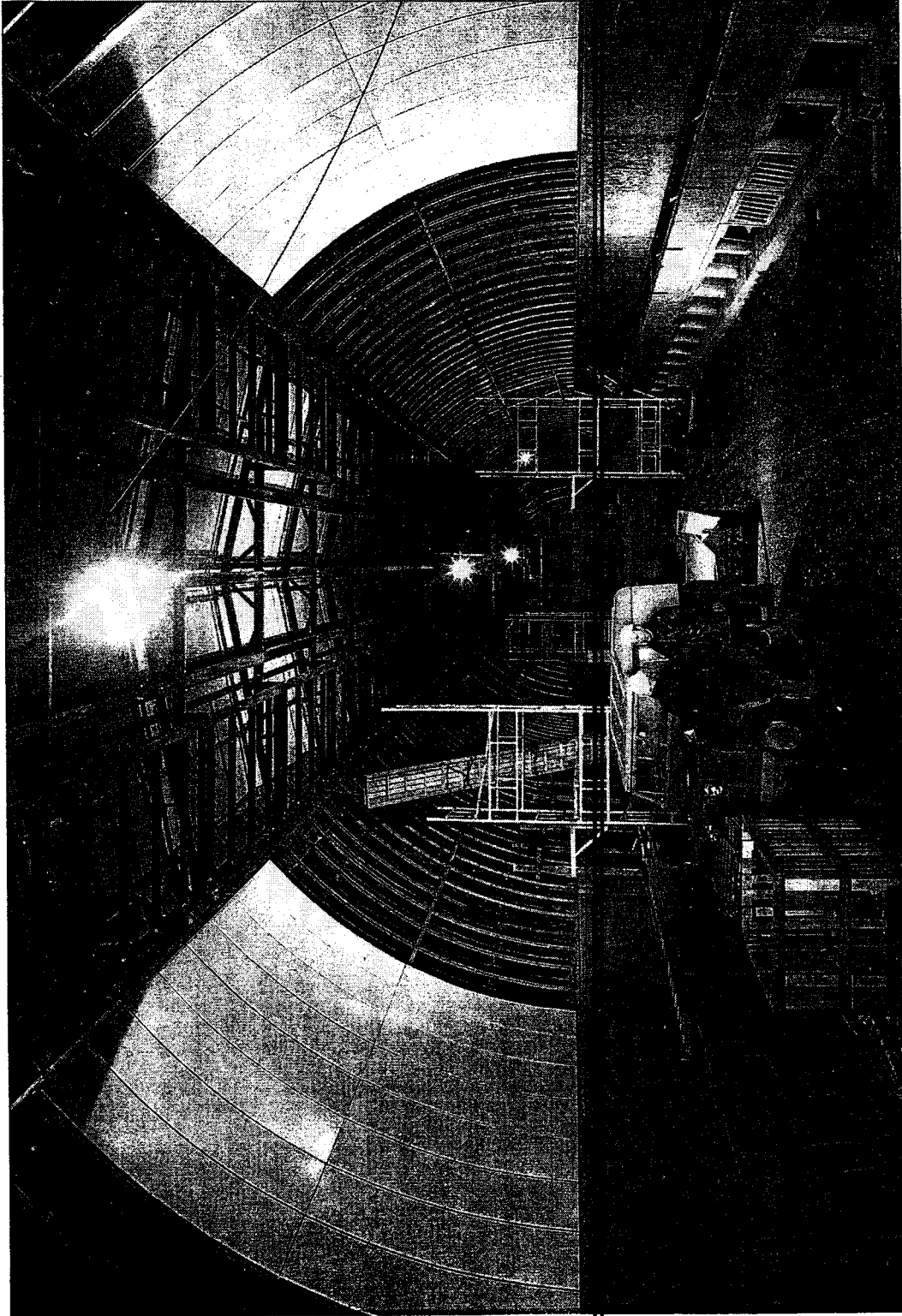
industrialists, civic leaders and others. The need was repeatedly elaborated: the existing, congested, permanent river crossings were concentrated between Newcastle and Gateshead, which for local industrial traffic meant a diversion rather than direct cross-river access; the increase in cross-river traffic exceeded the national average; Pedestrian and Cyclist tunnels were operating, but the Howdon-Jarrow ferry and Shields vehicular ferries had to continue with steamers so old they required frequent overhaul – and the cost of new vessels was excessive. Furthermore, major planning schemes and road development in the area were dependent on the road

tunnel. Land for approach roads had already been acquired; construction plans and contract documents had been

prepared by Mott, Hay, and Anderson in 1952, for boring a pilot tunnel, and avoiding sinking caissons.

The Ministry intended Dartford Tunnel shields should also be used for the Tyne and other major tunnel projects but there were long delays before they would be available. Meanwhile, costs rose inexorably, and over time this became another reason for delay. Eventually, matters had dragged on so long that the original legislation had to be extended; the new Act received the royal assent on 5 July 1956.

Despite this, the Ministry of Transport now threw in a red herring, probably on cost grounds: a bridge instead of a tunnel! Local industry reacted strongly and swiftly – if the local economy was to expand the crossing must be built, and soon. The bridge proposal sent everyone scurrying back to their drawing boards – County Surveyors, consulting engineers, the Tyne Improvement Commission and others. In the end it was defeated because of the combined opposition of the Tyne Improvement Commission and the Admiralty. In addition, the engineering problems and cost of a high-level Howdon-Jarrow bridge were daunting. The Tyne Improvement Commission knew a bridge would limit access to the shipyards (including Walker Naval Yard, with a berth capable of building a ship the size of the *Queen Mary*); inhibit the height of vessels on the river, the largest afloat needing mast clearance of



*First wall panels are fitted at the south end of the Tyne Road Tunnel, 23 December 1966.*

the bridge piers could endanger navigation, and railways on the bank would complicate the construction of approach roads. Tyne Improvement Commission stressed that a low-level open-

ing or lifting bridge was unacceptable; an alternative, high-level, bridge needed such minimum steep gradients (1 in 17) on the approaches that traffic would have difficulty reaching the 610m

road-deck! Felling UDC wrote to the Ministry asking for a bridge between Pelaw and St Anthony's, while other mid-Tyne local authorities continued to press for a Howdon-Jarrow tunnel.

Another problem was the Government's new attitude to tolls. The High Level and Redheugh bridges were made toll-free before the war, with the aid of grants from the Ministry, which also subsidised the Howdon-Jarrow ferry on condition it was free. Since the war Newburn bridge had also been free. But now there was a fundamental policy change: in future tolls would finance the construction, maintenance, operation and debt repayment on all major schemes, with limited Ministry help. The Minister's dictum made the position clear: 'No tolls, no bridge, no tunnel!' The area needed a tunnel; so the Committee reluctantly accepted toll charges.

On 12 March 1958 the Minister finally authorised the Joint Committee to start work on the Tyne Tunnel the next financial year. Since Mott, Hay, and Anderson's original plans there had been some changes: the tunnel carriageway was increased from 6.7m to 7.3m, and the under-river section was lowered to rest entirely on bedrock, with a corresponding gradient increase from 1 in 22 to 1 in 20, and some re-alignment of both tunnel and approach roads. These revisions would reduce the preliminary work from 30 months to 12, although the tunnel would be about 183m longer. There would be no overall increase in price, as the shorter length constructed in compressed air, with other economies, would more than offset the cost of the extended length. The tunnel would initially loop north from the toll collection facility at the Howdon entrance before swinging round on a route south towards Jarrow.

By the summer of 1959 the Joint Committee had approved the tunnel's line, entrances, varied approaches and other revised features. Because of the altered design, further enabling powers had to be authorised by Parliament. When the measures were debated, several motoring and haulage associations objected to the tolls

The tunnelling shield weighed around 250 tons, had 15 working positions and was propelled by 48 rams, driving an initial pilot tunnel of 3.7m in compressed air conditions, before enlargement to its final dimensions, which were formed with cast-iron segments. The Howdon and Jarrow sections met in February 1965, and by the end of 1966 the tunnel was virtually complete, 1,677.5m long, with an internal diameter of 9.7m. When finished, the two contra-flow carriageways, each 3.7m wide, accessed the tunnel down gradients of 1 in 20. The 183m section under the river bed ran on the level, with the 'crown' or roof of the tunnel 5m clear of the roadway 27.4m beneath the river. On the south side, it was necessary to demolish some housing, and divert the river Don and some sewers through new culverts and pipe work.

included in the new legislation. Nevertheless, the Bill passed, and royal assent was given on 29 July 1960. As with the Pedestrian and Cyclists' Tunnels, invitations to tender were sent out to specialist firms, and by March 1961 the Ministry had approved the contract documents. Work on the Tyne Tunnel commenced on 9 October 1961, with the Minister, Ernest Marples, cutting the first turf. Edmund Nuttall, Sons & Co. Ltd. were the principal contractors. The prior building of the two smaller tunnels provided useful information for this larger project. Work started on the Howdon section, and on the Jarrow section six months later.

The total cost was about £12.5 million, including approach roads and diversionary works. With debt charges, the final figure was well over £22 million; £9 million of this was secured through a

long-term loan repaid from toll income; £6.75 million came from central funds, and £2.25 million was raised by the two County Councils; the remaining £4 million qualified for a 75 per cent Government grant, leaving the County Councils to find the other £1 million or so.

The Queen opened the Tyne Tunnel on Thursday, 19 October 1967, and the following day it was in public use. Within a fortnight it had taken more than 50 per cent of Shields vehicular ferry traffic. Six months later there were claims the tunnel was already obsolete – at peak times slow-moving traffic queued up to half a mile on either side. The manager strenuously denied this, insisting the Tunnel was fully capable of carrying 25,000 vehicles a day, and had an average throughput then of 6,500 per day. Back in 1964, traffic density at the outset had been expected to be about 7,000 vehicles daily, rising to a maximum of 20,000 by 1984, with revenue reaching £680,000 annually by 1994. Within two years of opening there were reports of motorists speeding in the Tunnel and in one case, a car driven through at 90 mph, bouncing off the wall four times.

Like other major Tyne crossings, the Tyne tunnel has made a significant contribution to the locality's industrial efficiency.

#### The projected Second Road Tunnel

The need for another road tunnel was foreseen even before the Tyne Tunnel opened; 34 years later, it carries an excessive 35,000 vehicles a day, often creating delays. With all major Tyne crossings now running at full capacity, additional fixed and opening bridge schemes were soon rejected, for height, length, environmental and cost reasons. But firm plans now exist for a second tunnel east of the present one, to carry A19 southbound traffic (the existing tunnel carrying northbound vehicles).

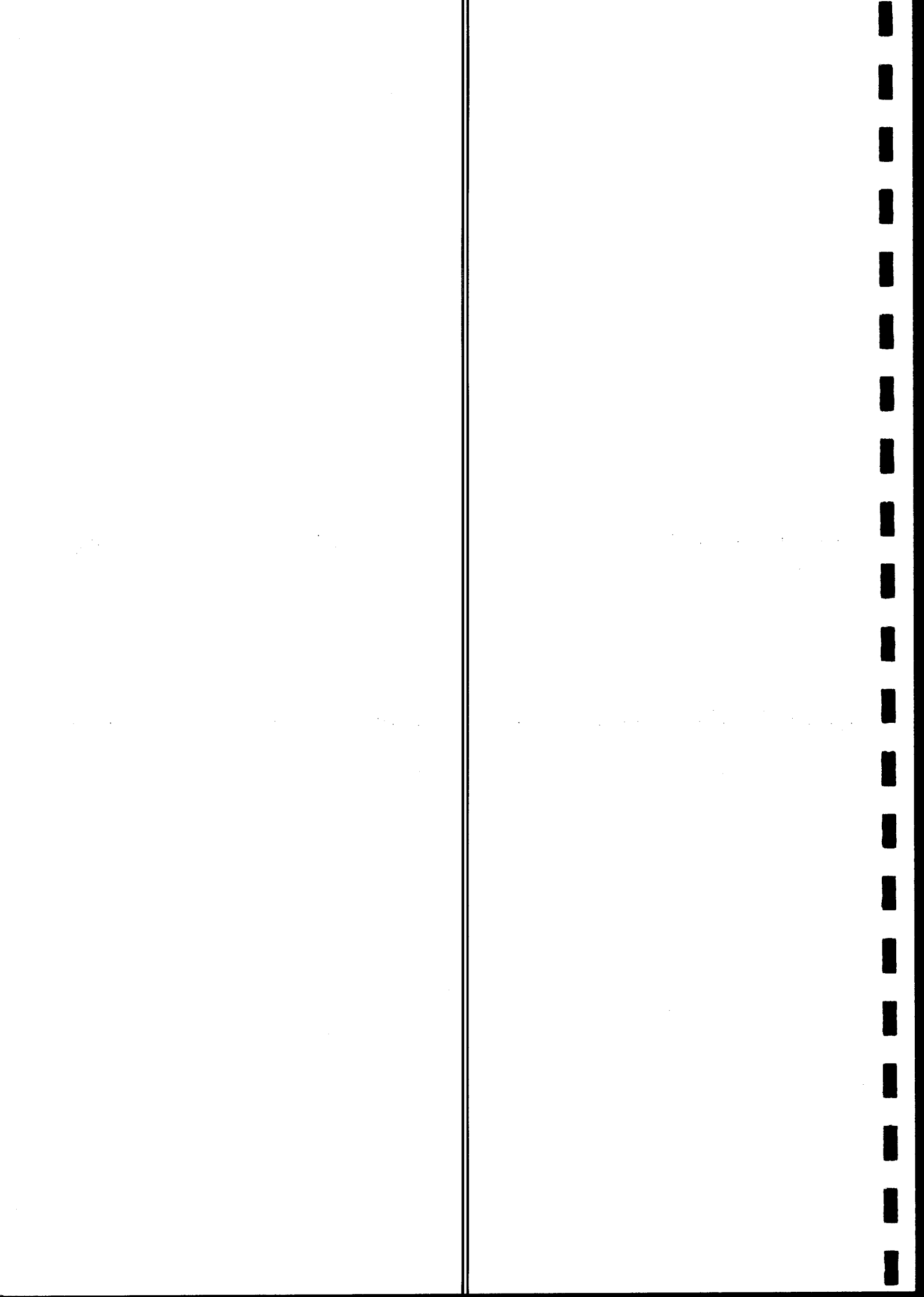
On 31 May 2001, Tyne and Wear Passenger Transport Authority decided to promote this adjacent tunnel, engaging in

widespread consultation. With an alternative four-lane proposal no longer viable, an application for a Transport and Works Act Order to construct a two-lane tunnel is to be made, to be followed by a Public Enquiry. If the project is authorised by the Secretary of State for Transport, Local Government and the Regions a consortium will be appointed in 2003, including the PTA's consulting engineers, Ove Arup and Partners (a firm with strong local connections, whose founder was born in Newcastle). The consortium will fund, design, build, maintain and operate the new tunnel, and the existing ones, for perhaps 30 years until costs are recouped. Work is expected to begin in 2004, with completion in 2007 at an estimated cost of £100 million. Tolls will help finance construction.

The new tunnel's middle section will be an immersed tube inserted into the riverbed, a technique increasingly used for safety, speed and cost advantages. Tubular sections will be prefabricated in a dry dock, floated into position, and then lowered into a prepared trench, which will later be covered to prevent possible damage from shipping. ~~The underground access roads on either end will be built~~ using a 'cut and cover' system. Because the new tunnel will not be as deep as the existing vehicle tunnel, the road will not need to spiral down. The second tunnel, if built, should relieve congestion, enabling the Tyne, Swing, High Level and Redheugh Bridges to carry local rather than through traffic.

# APPENDIX G

7 Site Location Plan



LEGEND



Site Location

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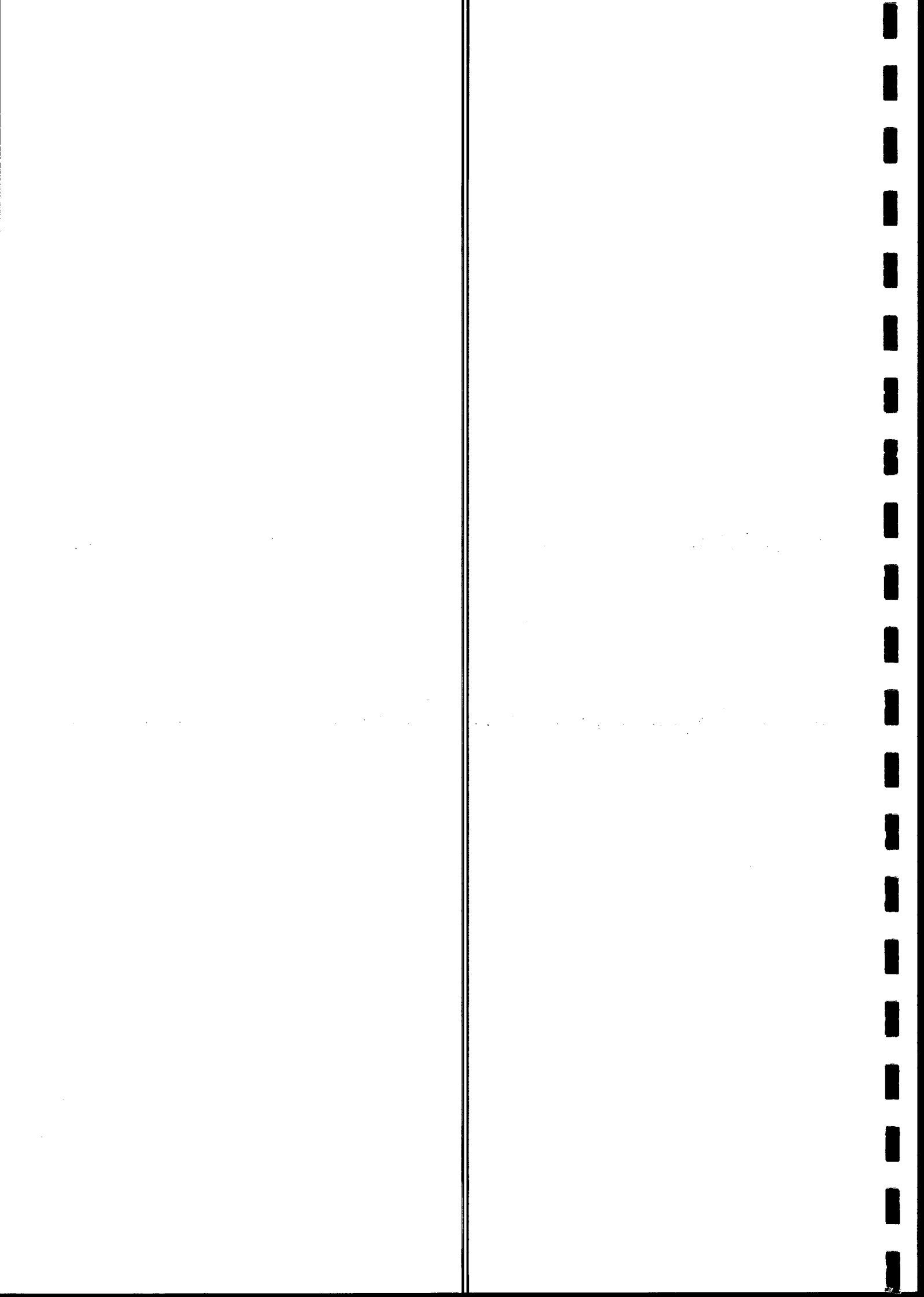
Proposed Site Location



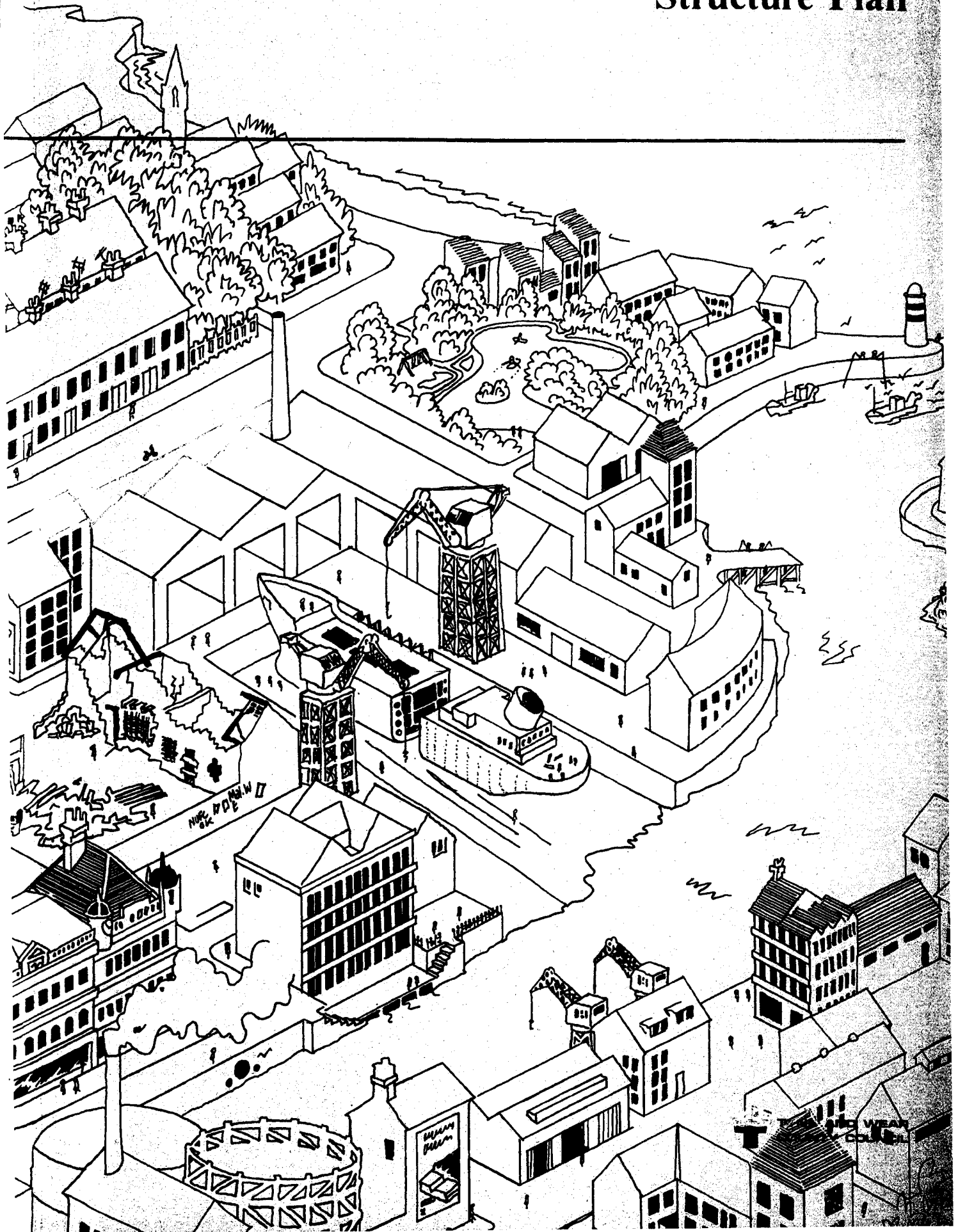
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8 *Extract from*  
1979 Tyne & Wear Structure Plan  
*1*

# APPENDIX H



# Structure Plan



**8.22** More detailed descriptions and justification of each scheme are contained in Appendix 2, Schedule 1. Finance for major highway construction will only begin to become available from about 1982 onwards, which means that the above schemes would be constructed within the 9 years from 1982-91. Within this relatively short period it is not in general considered meaningful to draw up a series of priorities, since the TPP provides a better context for questions of detailed programming, and considerations of design, legal procedures, and land acquisition will be important factors determining start dates. However, Redheugh Bridge replacement stands out as an urgent priority because of the deteriorating structural state of the existing bridge, and the absence of an alternative route with the capacity to provide a main bus crossing of the Tyne. The estimated total capital cost of these schemes is £29m (Nov. 1976 prices) – see Table T5.

9.73

7.141

**8.23** In the 'Interim Review of Road Proposals' (1975), the County Council abandoned 32 of the 80 strategic highway schemes inherited from previous authorities. The construction of the schemes indicated in T11 will still leave about 40 schemes being protected but unlikely to be built within the Structure Plan period. Protection can sterilise land from other permanent use, create derelict and rundown conditions, and blight properties. It is intended, therefore, to continue to protect only a limited number of schemes which would be in accordance with policy T9, in addition to those listed in T11. This will allow flexibility in case of programming changes or if more resources become available. They have not been given an order of priority, for similar reasons to those set out in relation to policy T11.

7.156

#### Policy T12

The routes of the following highway schemes will be protected from development for future implementation:

- (a) Beach Road, North Tyneside
- (b) Boldon Bypass, South Tyneside
- (c) Holystone-Earsdon, North Tyneside
- (d) New Wear Bridge, Sunderland
- N (e) Ponteland Road, Newcastle upon Tyne
- (f) Riverside Road, Gateshead and South Tyneside
- (g) Ryton-Crawcrook Bypass (Stage 2), Gateshead
- \* N (h) Scotswood Road, Newcastle upon Tyne
- (i) Shiney Row – Houghton-le-Spring
- (j) Southern Radial-Ryhope Bypass, Sunderland
- (k) Washington Cross Route (Junction J – I)
- (l) Tyne Tunnel Duplication
- (m) ~~Gateshead Western Bypass improvement (Low Fell traffic relief)~~

**8.24** More detailed descriptions and justifications of each scheme are contained in Appendix 2, Schedule 2. The Washington Cross Route is included in the New Town development programme, and will be constructed in the early part of the Structure Plan period if this programme is maintained. The County Council will publish reservation lines in respect of the schemes listed under T11 and T12, and Blight Notices which comply with the statutory provisions will be accepted in respect of property directly affected, even though the scheme might not take place within 10 years. Where property is purchased in advance of road schemes, the County Council will aim to retain it in use, and to maintain it in good condition, so that the effects of blight on neighbouring areas are minimised.

**8.25** The remainder of the major highway schemes at present being protected are considered to have no chance of implementation within a reasonable time, and in accordance with Government advice are to be abandoned. They include the 32 schemes abandoned in the 1975 'Interim Review of Road Proposals' which are marked by an asterisk. The reference numbers are those used in the Review. The route of schemes 117 and 118 will be protected for the time being for the reasons in para. 3.20.

9.74

- (g) *Wessington Way, Sunderland*: This scheme provides the second carriageway for the A1231 along the North Bank of the Wear. Improved industrial access and links to Washington New Town will be provided by this scheme, which affects little property.
- (h) *West Central Route, Newcastle upon Tyne*: This road will distribute traffic around the west side of Newcastle Centre and link directly to the new Redheugh Bridge. Within the centre benefits to the environment, road safety, bus operations and pedestrianisation will accrue. Access to industry around the centre will be substantially improved.
- (i) *Western Approach Road, South Shields*: The proposal is for a new main link into South Shields Centre from the A104. Redevelopment of this Inner Area is progressing based on this scheme with benefits to housing and industrial access and development. Congestion will be removed from the Slake Terrace Area and substantial environmental and road safety benefits will result for the Housing Action Areas alongside the route.
- (j) *Western Bypass — Newcastle upon Tyne*: This scheme extends the Trunk scheme from the A696 to the old A1 at Gosforth Park. The Western Route round the County will be developed fully and an outer bypass to Gosforth provided. Little property is directly affected as the line has been reserved.
- (k) *Ryton Quarries Access Road, Gateshead*: This scheme is for a new road to replace part of the A695 and the whole of the steep and inadequate Summerhill Bank. Its construction is necessary to give environmental benefits to residents of the area, and to provide an adequate route for heavy quarry and tipping traffic. The scheme also forms the first stage of the Ryton-Crawcrook Bypass.

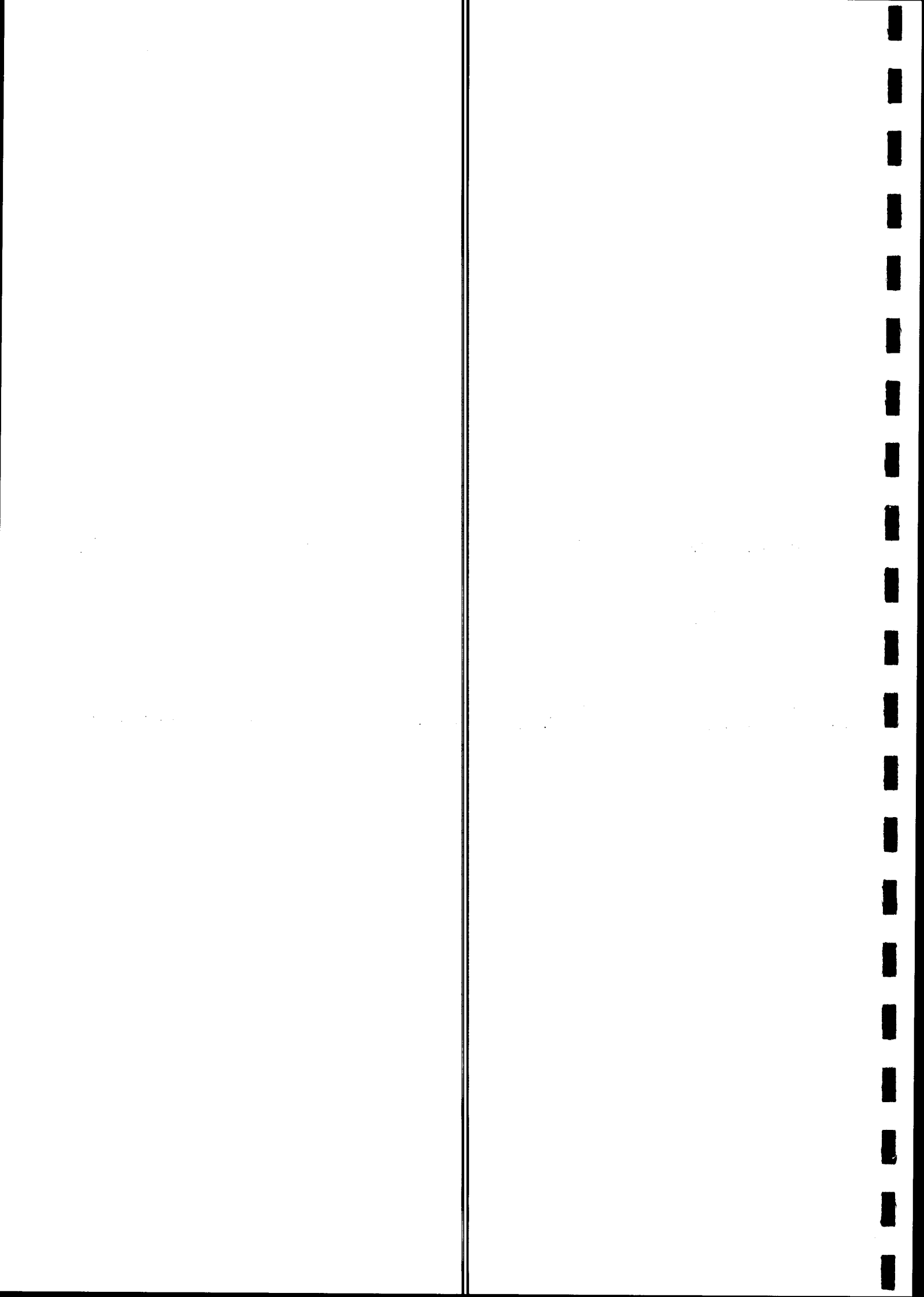
#### Schedule 2: Justification of schemes under Policy T.12

- (a) *Beach Road, North Tyneside*: The improvement is to be retained to develop the full potential of the Coast Road and in particular the roundabouts at both ends of Beach Road need improvements.
- (b) *Boldon Bypass*: Substantial environmental benefits would be obtained if this scheme were built, particularly in the conservation area. Little property is blighted by the retention of the scheme.
- (c) *Holystone to Earsdon*: Removal of through traffic from Shiremoor and Backworth would be achieved by this scheme. A reduced version may be proposed after detailed local studies.
- (d) *New Wear Bridge*: This scheme is the final link in the A1231 Washington to Sunderland route. Adequate cross-river capacity in the area is essential in the long run for access between the Inner Areas on both sides of the Wear.
- (e) *Ponteland Road, Newcastle upon Tyne*: With the completion of the Western Bypass a much greater flow will be put on this section and the Cowgate junction. In order to allow the major roads to function adequately, improvements will be needed eventually.
- (f) *Riverside Road, Gateshead and South Tyneside*: Improved industrial access to the older industrial areas of Hebburn and Jarrow and some new sites will be available through this scheme. Some benefits from traffic reduction on the A185 and few properties affected.
- (g) *Ryton—Crawcrook Bypass Stage 2*: Diversion of through traffic from the A695 would give large environmental benefits through Ryton and Crawcrook. Development of Prudhoe is likely to increase flows and access to Greenside Area quarries and tips would be improved.
- (h) *Sctoswood Road, Newcastle upon Tyne*: Dualling of this road would improve industrial access and in conjunction with the Western Bypass remove through traffic from the West Road. This, with Redheugh Bridge and West Central Route, would be a substantial improvement to the Strategic Network.
- (i) *Shiney Row — Houghton-le-Spring*: This road would replace the existing inadequate A182 by a new route with environmental and industrial access benefits.
- (j) *Southern Radial—Ryhope Bypass, Sunderland*: This scheme would replace the old A19 into Sunderland with a new route with better access to the Docks, old industrial areas, new industrial sites and environmental improvements in Ryhope.

- (k) *Washington Cross Route*: This scheme would make a more direct link between Sunderland and Gateshead via Washington. If built before the Development Corporation is wound up in 1983 this scheme will attract 95% grant, the remainder being met by the County Council. On this basis the scheme would be worth proceeding with. If, however, the whole cost were to fall on the County Council, it would be unlikely to be built, because of the shortage of funds for transport capital works and the calls made on these by higher priority schemes.
- (l) *Tyne Tunnel Duplication*: The Tyne tunnel as it stands is a sub-standard link in the Trunk Road route that runs north and south through the eastern side of the County linking the A1 and the A19. It is anticipated that by 1991 all the Tyne river crossings within the County will be running at capacity, particularly at peak, after allowing for the effects of a new Redheugh Bridge and the Metro, with its new bridge between Newcastle and Gateshead. The existing Tyne Tunnel is already fully loaded at peak times, with extensive delays, but it has adequate capacity on its approaches to serve a second tunnel. More capacity at this point would ease other Tyne crossings and improve access to the main strategic industrial sites proposed in the Structure Plan; between the new towns of Killingworth and Washington; and between the older inner areas and employment opportunities on both sides of the Tyne.
- (m) *Gateshead Western Bypass Improvement (Low Fell Traffic Relief)*: The abandonment of the Low Fell By-pass scheme (Policy T13) will require the development of alternative means of routing non local traffic onto the Gateshead Western By-pass and thence to the new Redheugh Bridge, the Tyne Bridge (via Gateshead East-West link - Policy T11), or Scotswood Bridge, as appropriate. This could require major works to the existing A69(T), and could therefore be considered for inclusion in the national Trunk Road programme.

# APPENDIX I

- 9 Tyne & Wear County Council Highways Committee Report and Minute (3 January 1984)



2A

HIGHWAYS COMMITTEE

3RD JANUARY 1984

PRESENT

Councillor Atkins in the Chair

Councillors Anderson Mrs., Avery, Bilclough, Briggs, Burdon-Taylor, Burns, Callanan, Clark, Cousins J.M., Davison, Dryden Mrs., Elsom, Fenwick R., Fitzsimmons, Gurd, McKinley, Mason, May, Norman, Pells, Potts, Roxby, Scrimger, Shearan Mrs., Sketheway, Spoor, Temple, Turnbull and Wynne.

Councillors Elliott and Lewis were also in attendance in respect of Item 10(32).

APOLOGIES

Councillors Armstrong, Butcher, Landau, Lincoln and O'Shea.

MINUTES

RESOLVED that the Minutes of the last ordinary meeting of the Committee held on 29th November and of the extraordinary meeting held on 10th December, 1983 (circulated) be confirmed and signed as correct records.

PETITION - PARKING IN SOUTH STREET, NEWBOTTLE

RESOLVED that the above Petition (circulated) be received and referred to the Executive Director of Engineering for consideration and subsequent report back to this Committee.

DRAFT CAPITAL AND REVENUE BUDGET 1984/85

Having considered a Report of the County Treasurer summarising the Highways Committee Draft Capital and Revenue Budgets 1984/85 together with the Draft Budgets (circulated), it was:-

RESOLVED that the Draft Capital and Revenue Budget 1984/85 be approved for submission to the Finance (Estimates) Sub-Committee.

BOROUGH OF SUNDERLAND TOWN CENTRE LOCAL PLAN - DRAFT PROPOSALS FOR CONSULTATION

Having considered a Joint Report of the Executive Directors of Engineering and Planning on the above (circulated) which had been approved by the Planning Committee at its meeting held on 25th November, 1983, it was:-

RESOLVED that the Report be approved insofar as this Committee is concerned.

NORTH - WARDLEY LOCAL PLAN - DRAFT PROPOSALS FOR CONSULTATION

Having considered a Joint Report of the Executive Directors of Engineering and Planning on the above (circulated), which had been approved by the Planning Committee on 25th November, 1983, it was:-

RESOLVED that:-

JAN 1984

- (8) Station Lane, Birtley - Proposed Embankment, Footway and Culvert Works  
Approved.
- (9) Tyne Tunnel Duplication - Central Jarrow Local Plan  
Recommendations approved.
- (10) Proposed Central Station Townscape Improvement  
Approved.
- (11) Highways Capital Budget 1983/84: Minor Highway Schemes - County Traffic Management - Proposed Widening of Mill Terrace, Shiney Row  
Approved.
- (12) Sunderland Town Centre Plan - Eastern Relief Route  
Deferred pending comments on the matter by the Borough of Sunderland.
- (13) Sunderland Inner Ring Road - Proposed Advance Works Phase 3 (Green Terrace Buildings)  
Approved.
- (14) Proposed Park and Ride Car Park, Walkergate Metro Station  
Approved.
- (15) East Street, South Shields - On Street Parking Charges  
Recommendations approved.
- (16) Foreshore Car Parks, North Tyneside  
Recommendations approved subject to the amendment of the charges at Bournemouth Gardens (South) Car Park being increased to 30p for 4 hours, 9 a.m. - 8 p.m., April - September.
- (17) Petition - Proposed Amendments to Waiting Restrictions, Woodbine Avenue and Laburnum Avenue Area, Wallsend  
Recommendations approved.
- (18) Gateshead Western Bypass (A69(T)) - Speed Limit  
Recommendation approved.
- (19) Shields Road Infrastructure Stage IV - Warkworth Street/Bus Loop Connection  
(a) the proposed scheme detailed in the Report be approved;

LGA

# 9

## TYNE TUNNEL DUPLICATION - CENTRAL JARROW LOCAL PLAN

### BACKGROUND

County Structure Plan Policy T12 lists 13 highway schemes for which "the routes will be protected from development for future implementation". The duplicate Tyne Tunnel is included and as South Tyneside Metropolitan Borough Council is currently preparing draft proposals for the Central Jarrow Local Plan, it is now necessary for the extent of the "protected area" to be defined. The proposed route has therefore been examined both north and south of the river.

It has always been accepted that the duplicate Tyne Tunnel would be located to the east i.e. downstream of, and adjacent to the existing tunnel, and, based on current technical considerations, it is proposed that a width of 50m on the line of the duplicate tunnel be protected from development, as shown on Drawings Nos. TYNETUNN/D/0047 and TYNETUNN/50/5004.

"Protection from development" normally means that no new development likely to prejudice the scheme, is allowed. However a tunnel scheme can, perhaps, be considered in a different manner, since developments on the route would not necessarily prejudice the scheme. Subject to structural precautions being taken, and providing the highway authority is absolved from liability for future settlement damage, there should be no reason why development could not be allowed on certain sections of the route.

### PROTECTED AREA

Existing properties within the "protected area", have been identified, and are scheduled below:-

#### North of River

##### (i) Privately Owned

Wm. Press Production Systems Fabrication Yard  
Enclosure around former Electricity Sub-Station  
No. 1 Meldon Street  
Nos. 1 - 73 Brinkburn Street  
No. 2 Mitford Street

##### (ii) Local Authority Owned

All open spaces and highways

#### South of River

##### (i) Privately Owned

Nos. 4 - 74 Stothard Street  
Nos. 17 and 20 Drury Lane  
N.E.E.B. Sub-Station  
Land north of Cl Street  
Land north of Tyne Street

(ii) Local Authority Owned

\*Nos. 31-41 Salem Street  
Nos. 200-217 High Street  
Nos. 280-290 High Street  
Open Spaces and highways  
Tunnel Ventilation Building

(iii) Education Buildings

\*St. Bede's Nursery School  
\*St. Bede's Infants School  
\*Jarrow St. Peters C. of E. School

\*Buildings erected on raft foundations, since construction of the Tyne Tunnel, and in the knowledge of the second tunnel proposal, and unlikely to be affected by construction of the second tunnel.

IMPLICATIONS

On the north side of the river, no properties need be acquired to enable tunnel to be built. On the south side, it may be necessary to acquire Nos. 4 - 74 Stothard Street for construction of the approach ramp.

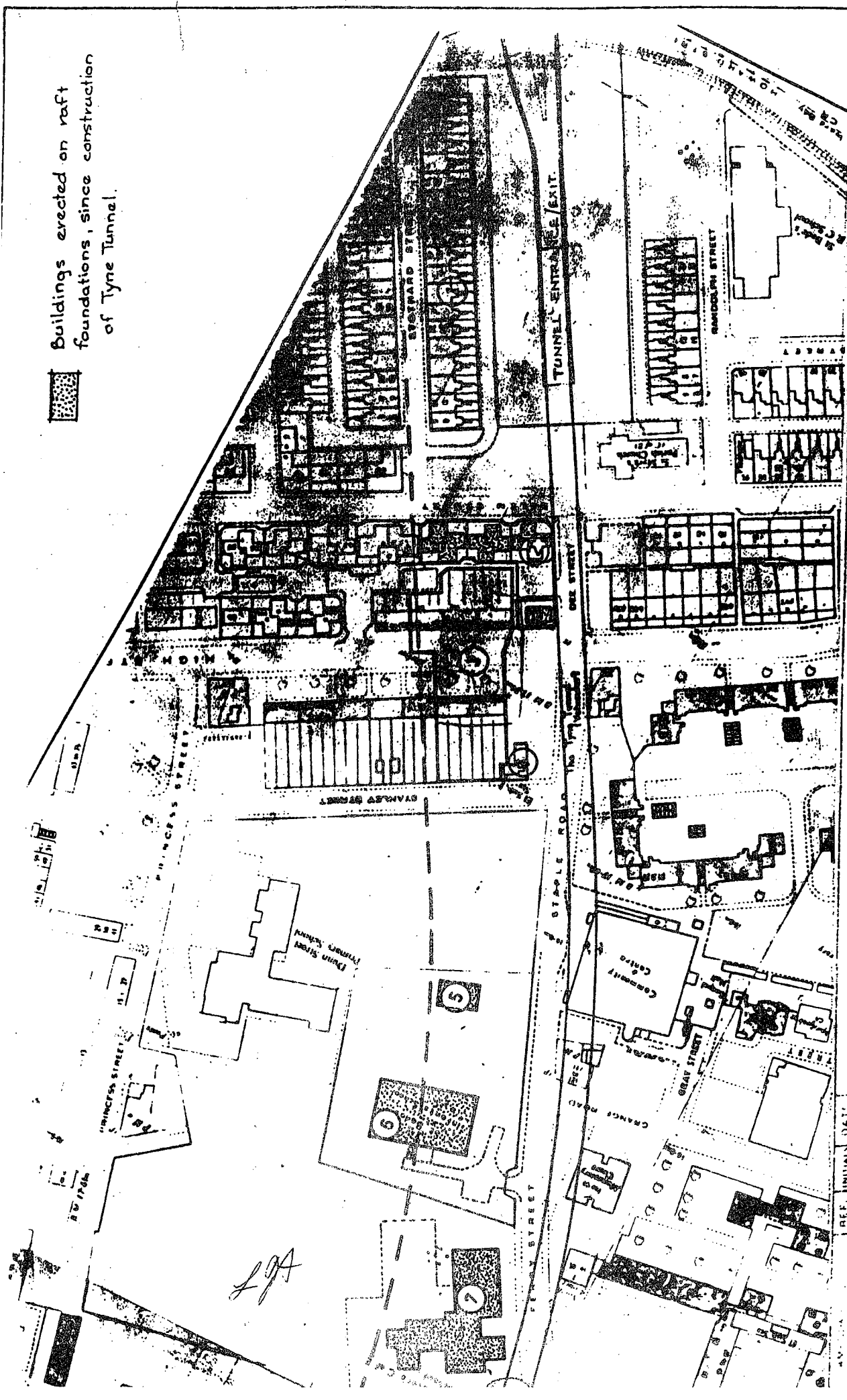
However, owners of property within the protected area may experience difficulty in selling their property and may be able to claim "planning blight", requiring the Authority to purchase. Policy T12, foreseeing such problems, states that "Blight notices which comply with the statutory provisions will be accepted in respect of property directly affected, even though the scheme might not take place within 10 years.

RECOMMENDATIONS

The Committee is RECOMMENDED to:-

- (1) approve for development control purposes, the location and extent of land to be protected from development, for future construction of the duplicate Tyne Tunnel, as shown on Drawings Nos. TYNETUNN/D/0047 and TYNETUNN/50/5004; and
- (2) inform North Tyneside and South Tyneside Metropolitan Borough Councils of the proposed alignment of the duplicate tunnel:-
  - a) in order that they may comment on the proposal.
  - b) so that the proposal can be correctly shown in any Local Plans prepared for the area.

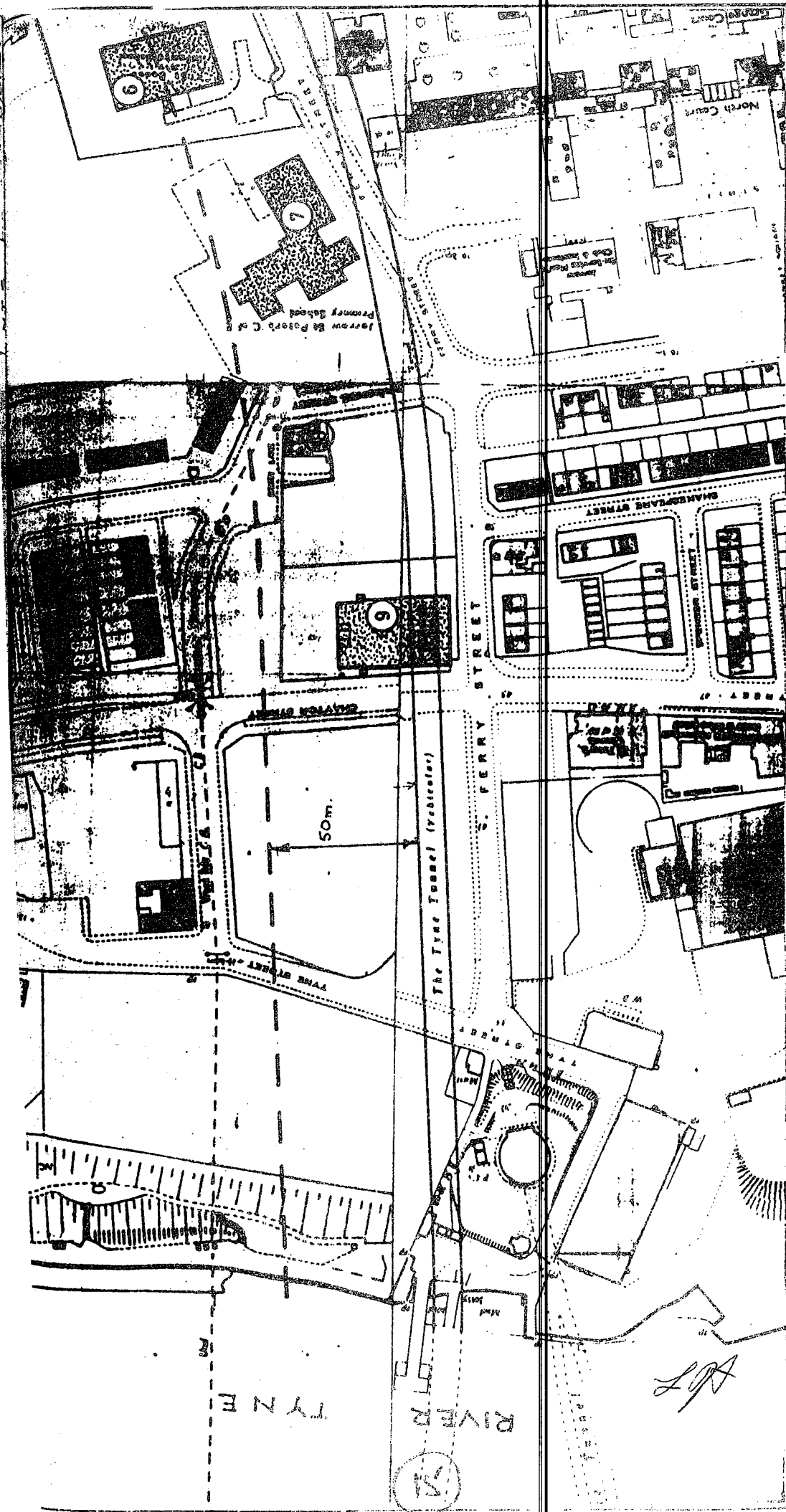
Buildings erected on raft  
foundations, since construction  
of Tyne Tunnel.



TYNE AND WEAR COUNTY COUNCIL

REF. INITIALS	DATE	FILE REF.

Prepared by: \_\_\_\_\_  
 Drawn by: \_\_\_\_\_  
 Checked by: \_\_\_\_\_  
 Date: \_\_\_\_\_



Prepared by	Traced by	File Ref.
Date	Origin of Negative	Drawing No.
Scale:	N.T.S.	TYNE/TUNN/ D 10047 (PART)
		Negative No.

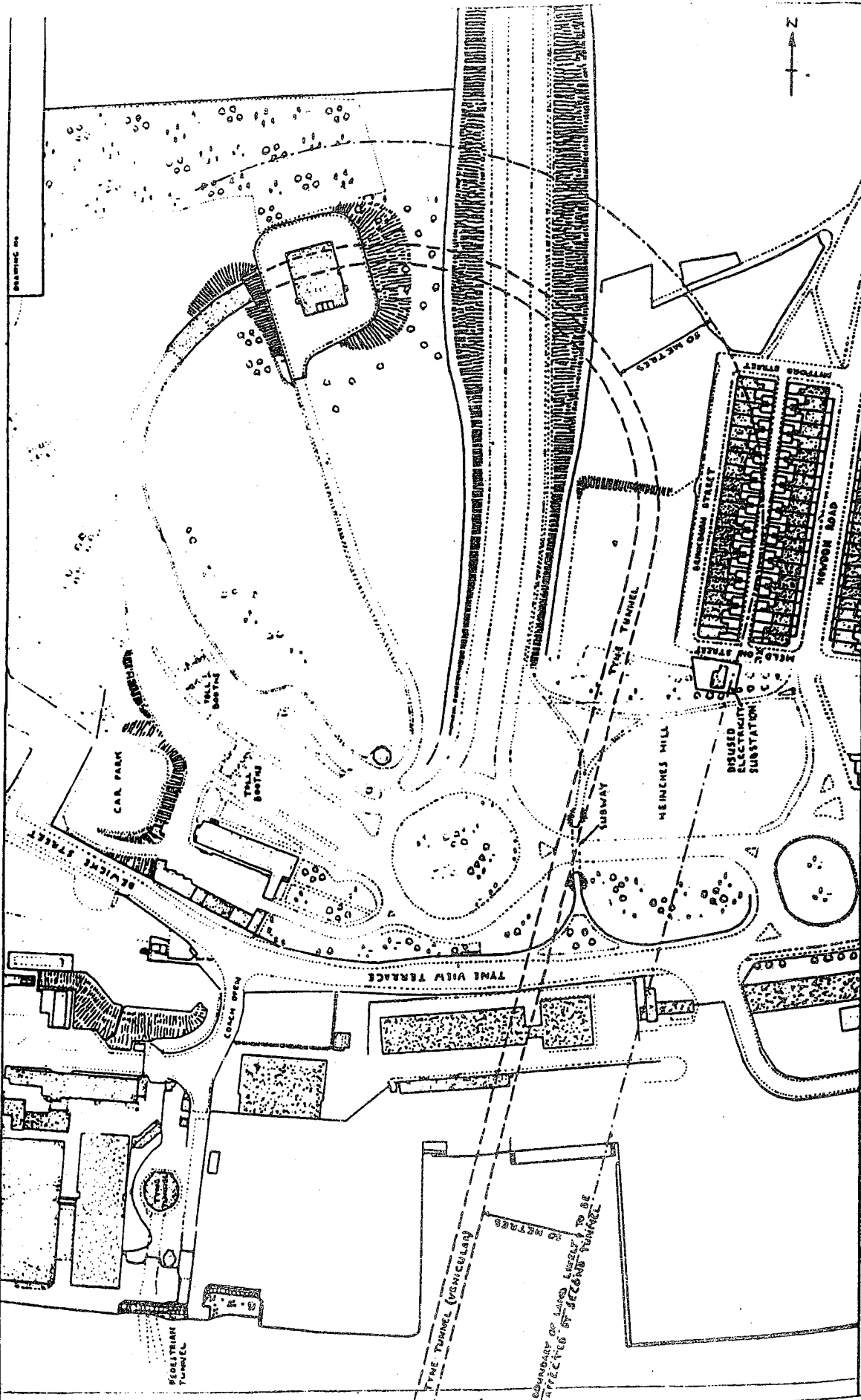
**TYNE AND WEAR COUNTY COUNCIL**  
**TYNE TUNNEL DUPLICATION**  
**PROPERTY AFFECTED SOUTH OF RIVER TYNE**

REF	INITIALS	DATE

F. MC NIS. B.Sc., C.Eng., M.I.C.E.  
 EXECUTIVE DIRECTOR OF ENGINEERING

9034L

1/20/60



Prepared by J.C.P.  
 Date DECEMBER 1933  
 Drawing No. TYNETUNN/2  
 Drawing No.

**TYNE AND WEAR COUNTY COUNCIL**  
**TYNE TUNNEL DUPLICATION**

ADDRESS	INITIALS	DATE

9

TYNE TUNNEL DUPLICATION - CENTRAL JARROW LOCAL PLAN

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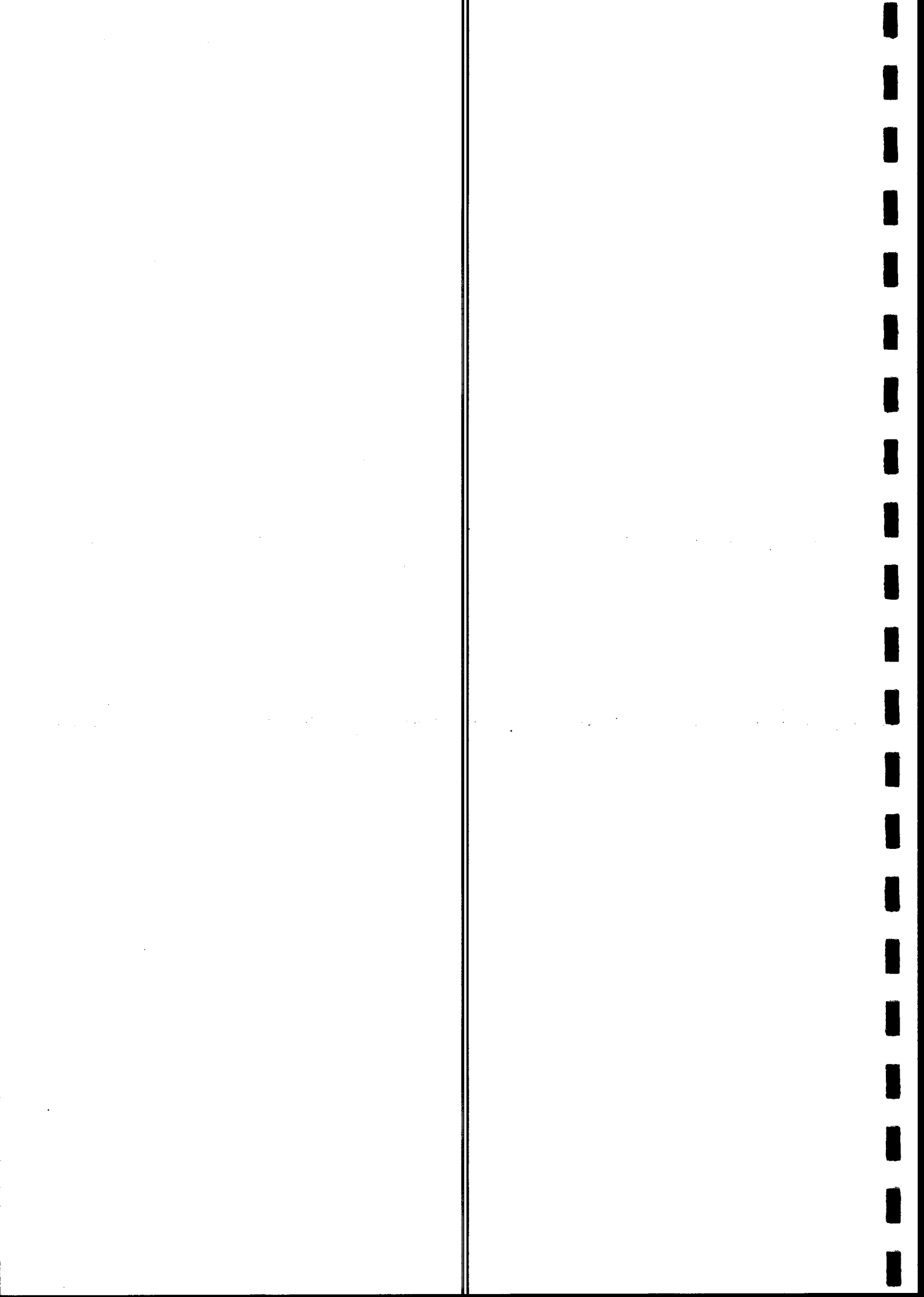
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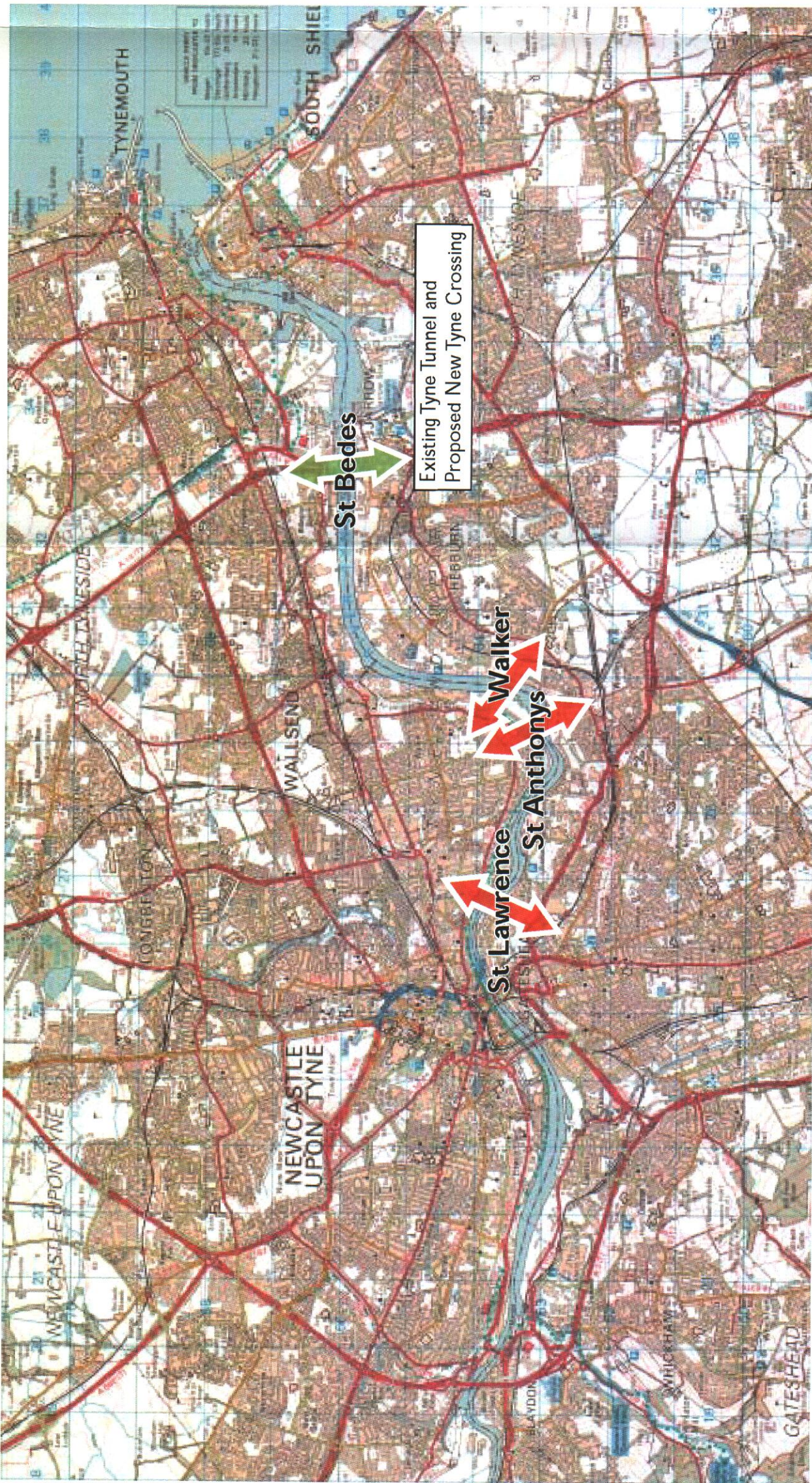
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**APPENDIX J**

10      Location of Alternative Crossings Plan



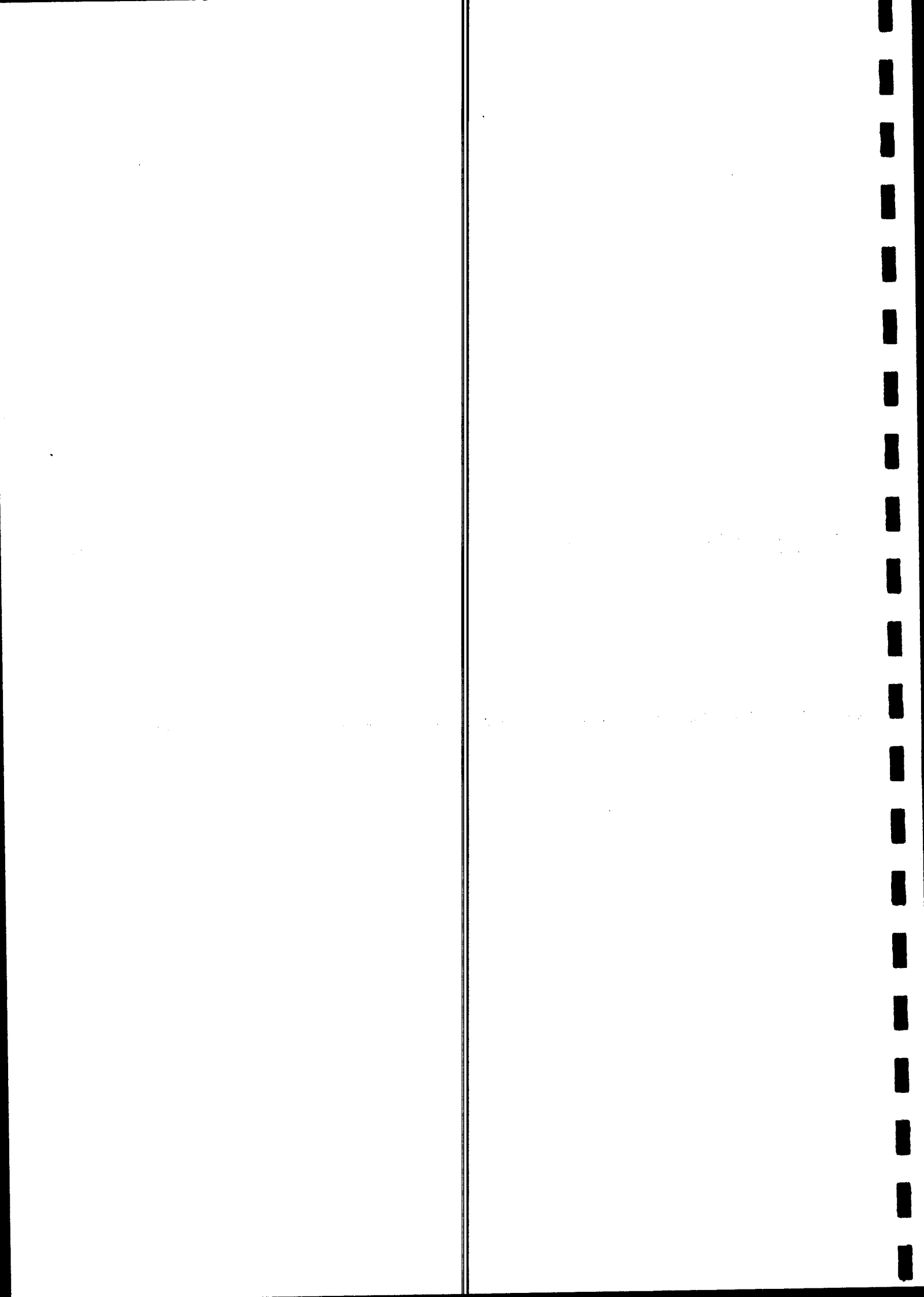


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**Cross Tyne Studies:**  
**Possible River**  
**Crossing Locations**







62. SECTION 48 GRANTS 1990/91 - RESIDUAL ITEMS

Submitted: Report of the Chief Executive, South Tyneside providing further information on MARI's request for funding of their training schemes and seeking confirmation as to District representation on the NEMTC Board.

Mr. Clark outlined the main findings of the further investigations of MARI's training schemes which had taken place since the December meeting and members endorsed his comments concerning the proposed increase in total scheme costs.

Members agreed that

- (a) a three year training programme from September 1990 be accepted and discussions take place with MARI to investigate the possibility of reducing to a two year scheme from September 1991;
- (b) a three year programme at a gross cost of £680,500 be accepted with a maximum Section 48 Grant of £370,000 for 1990/91, attempts to be made to seek the maximum 45% ESP Grant towards the scheme and to reduce the Section 48 Grant should the ESP Grant exceed £180,000 (members also recognised that should ESP Grant prove less than estimated, the Districts may need to consider picking up the shortfall);
- (c) the future funding of MARI's training schemes and the possibility of reducing to a two year programme be discussed with the Tyneside and Wearside TECs.

In relation to the NEMTC, members noted the position regarding future collaboration with Newcastle College and agreed that provision should be made for five Local Authority representatives on the Board, each District to determine its own representation and whether this should be at member or officer level.

63. CROSS TYNE TRANSPORT STUDY

Submitted: Report summarising the findings of the consultants Phase 1 Study into cross Tyne traffic movements and the capacity and effectiveness of existing river crossings together with a covering report of the Acting City Engineer, Newcastle.

Whilst agreeing that the study should proceed to Phase 2, members stressed that this implied no commitment on the part of the Districts to funding the construction of a new river crossing and that the reservation of a line for a further crossing should represent the main issue to be addressed in Phase 2. In addition, the study should assess the feasibility of introducing traffic restraint measures as well as identifying ways of accommodating the projected growth in traffic. The funding of Phase 2 would also need to be resolved, members noting that Sunderland would not provide a contribution.

64. NEWCASTLE TECHNOLOGY CENTRE

Submitted: Report of the Head of Policy Services, Newcastle and Chief Executive, Sunderland indicating that the Technology Centre would cease trading on 8th March and that discussions were taking place on the provision for any outstanding liabilities.

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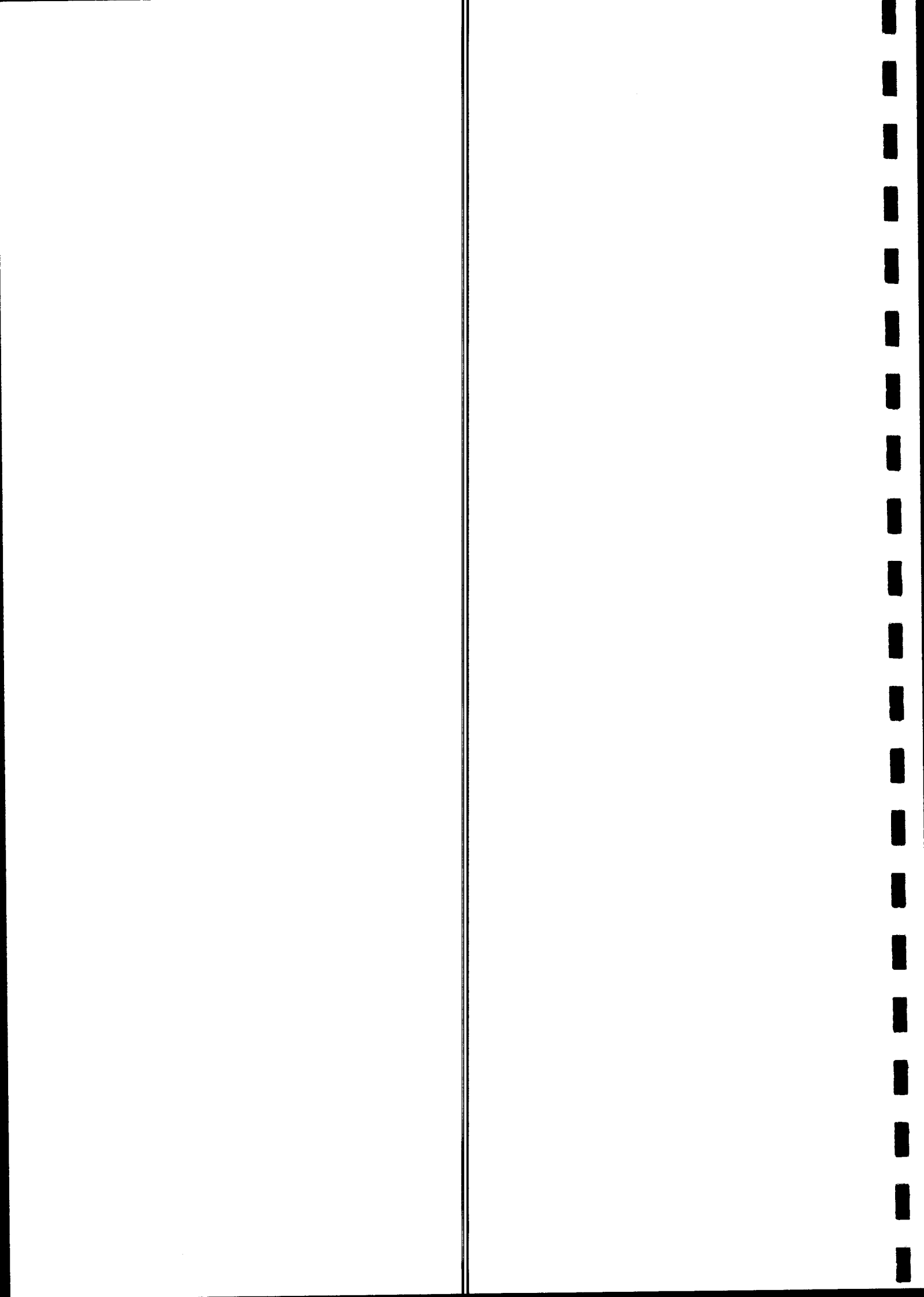
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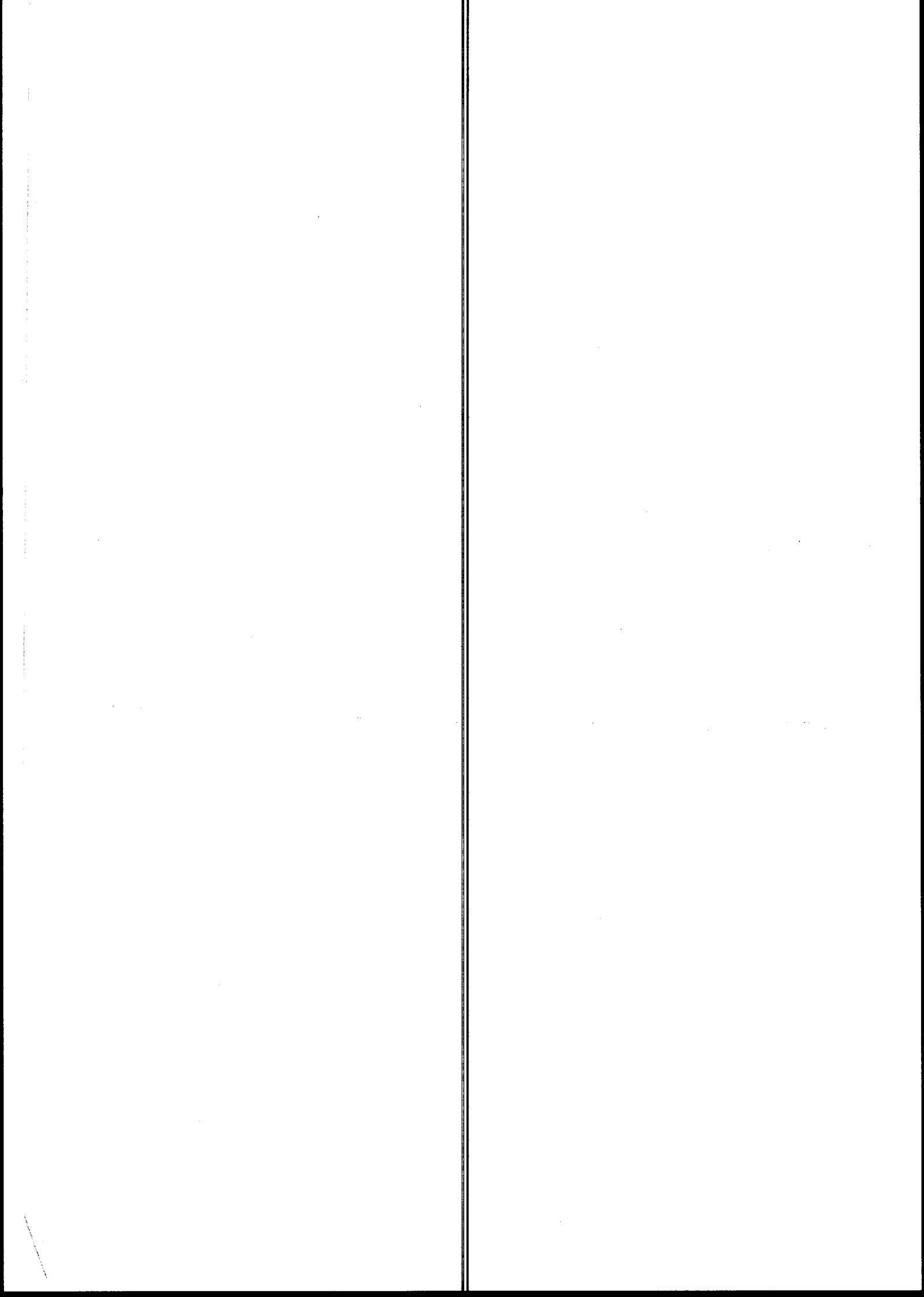
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**Membership of the Cross Tyne Study Phase 2 Steering Group**

Chairman:	Professor Peter Hills	University of Newcastle upon Tyne
Members:	Chris Oakley	Travers Morgan & Partners
	Bill Pattison	Tyne & Wear Development Corporation
	Bruce Ramsey	Automatica Ltd
	Mick Roberts	The MVA Consultancy
Secretary:	John Miller	City of Newcastle upon Tyne
	Shirley Bruce	





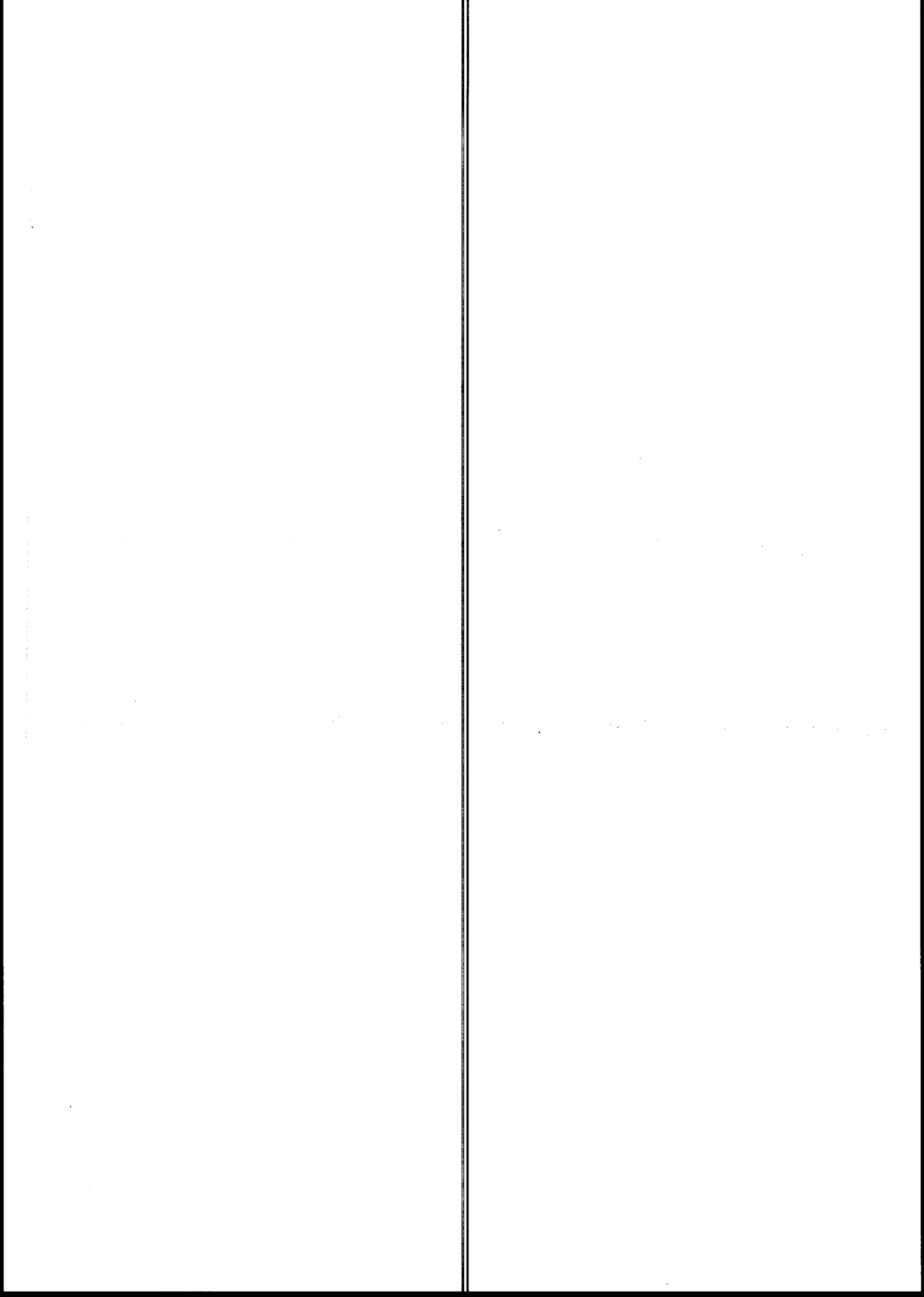
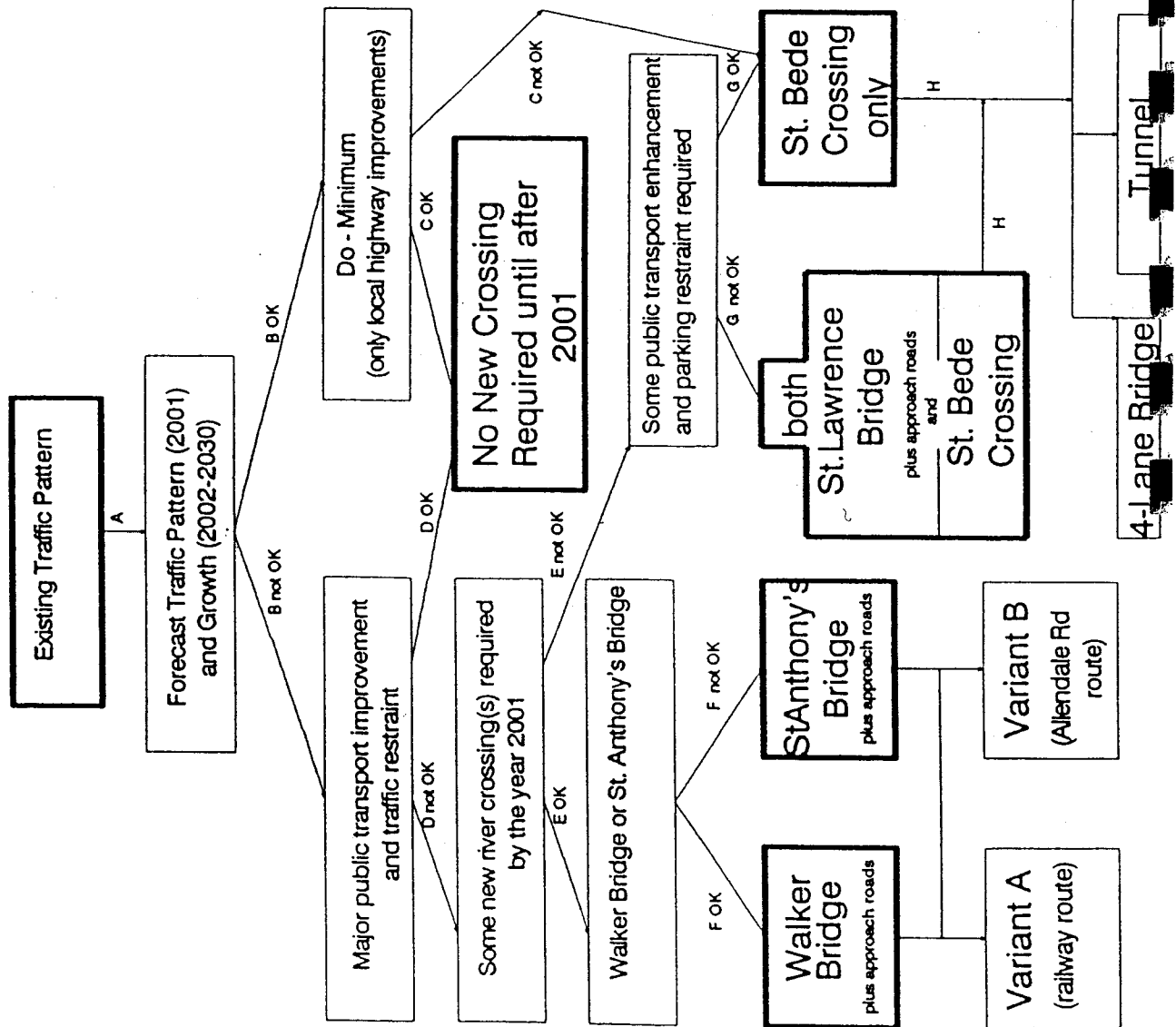
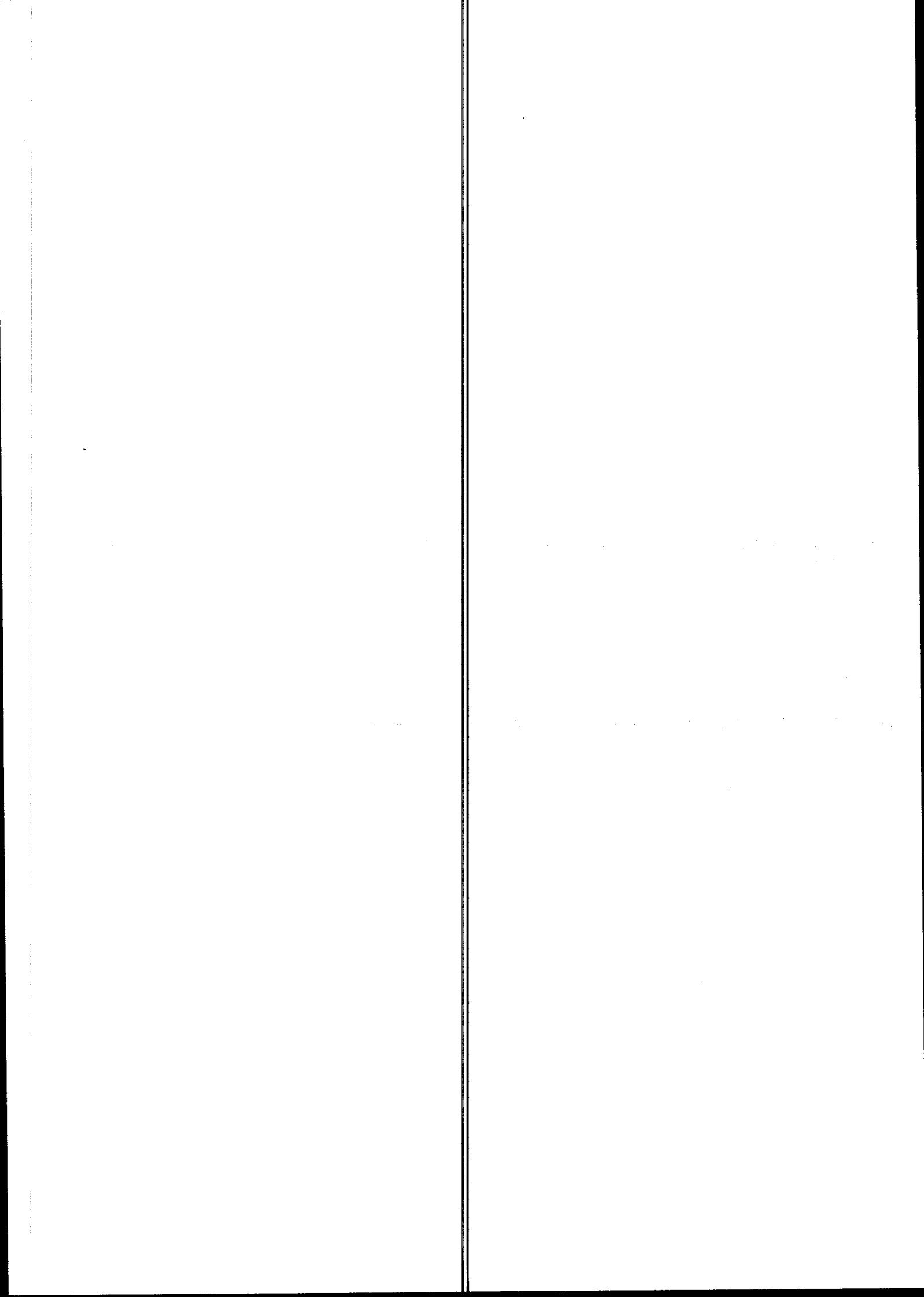


Figure 8.1 = CROSS-TYNE PHASE 2: "Decision Tree"

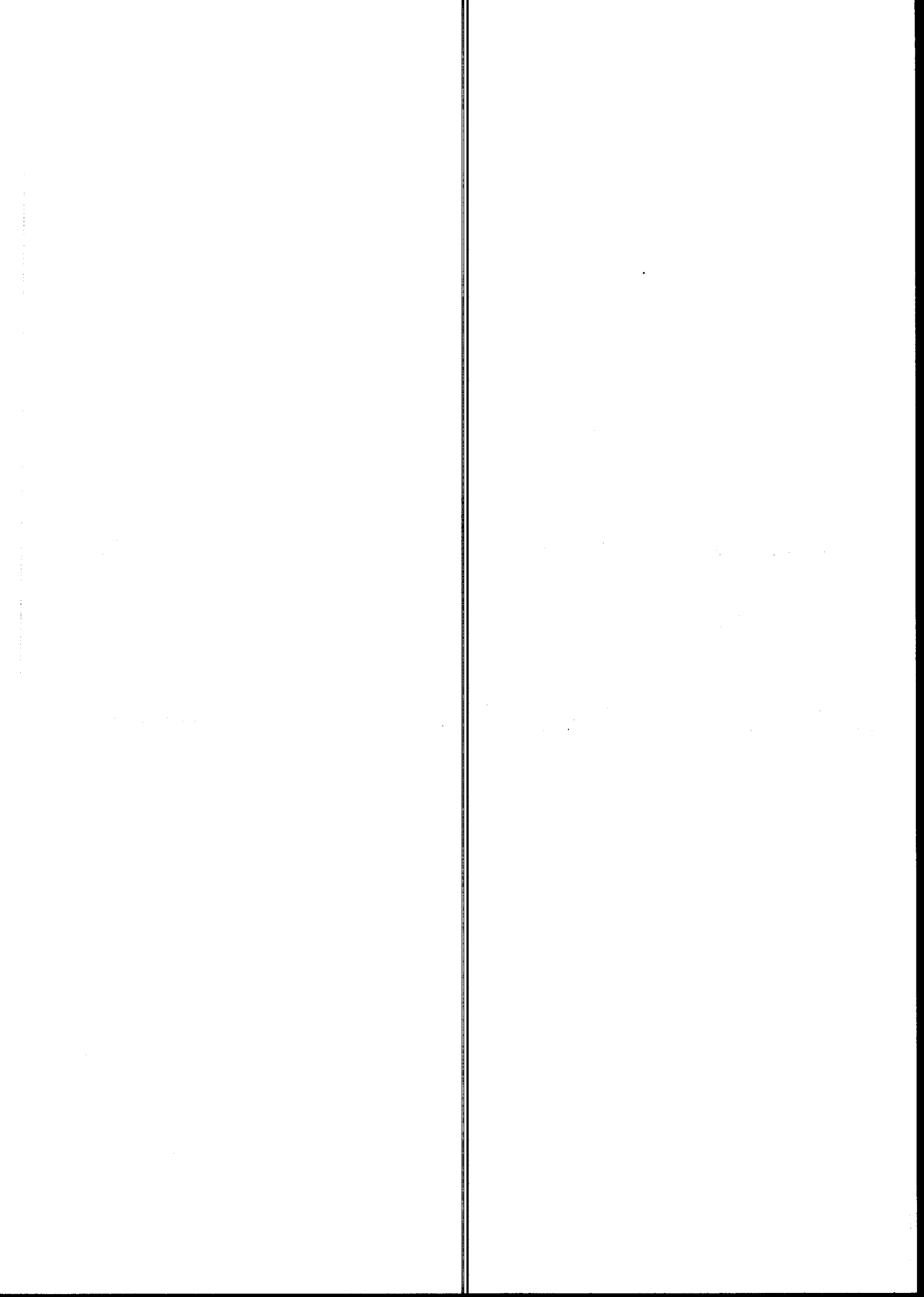
Conditions Governing Decision

- A - Given the marked increase in traffic growth observed across the Tyne in recent years and the long-awaited upturn in national economic growth that is likely during the remaining years of this century, the traffic forecasts to the year 2001 used in this study may well be exceeded by actual traffic demand
- B - Acceptance of increasing congestion; steady decline in bus patronage; gradual decentralising of land-uses; progressive decline of central areas; etc.
- C - Assuming only low growth of regional economy; abandonment of plans for peripheral development; acceptance of increasing revenue - support for public transport; increasing congestion on/near existing crossings; etc..
- D - Acceptance of increasingly severe restraint on car-trips to central areas; substantial increase in toll-levels on Tyne Tunnel; major financing of public transport improvements; Government approval and support for these policies; etc.
- E - Acceptance of environmental impacts of 'middle reach' crossings especially in areas on the north bank; plans for peripheral development scaled down; etc.
- F - Relief of Felling By-pass east of Heworth and postponement of major rebuilding at Heworth Roundabout is worth the additional cost of Walker Bridge vis-a-vis St. Anthony's
- G - Acceptance of increasingly severe restraint on car trips to central areas, financing needed for public transport improvements; plans for riverside developments scaled down; increasing congestion on central bridges; etc..
- H - Depends upon detailed evaluation & negotiations with the private sector on financing, investigation to cover needs of navigation, financing/toll systems, tunnel maintenance, Metro link across river (bridge options only), etc









- (b) that the Waste Regulation Joint Committee be requested to prepare a budget for 1993/94 on the lines indicated in the report now submitted;
- (c) that the lead Authorities be asked to prepare draft 1993/94 budgets for the remaining Joint Services on the basis of existing service provision with any growth identified being matched by illustrations of compensating savings (i.e. standstill); and
- (d) that pending receipt of detailed applications for Section 48 grant from the North East Innovation Centre and the Northern Region Information Technology Enterprise Agency, individual Districts note and take account of the potential costs of ongoing Section 48 funding in the preparation of 1993/94 budget estimates and that each District consider the question of NEIC top-up funding and advise NEIC and South Tyneside MBC of their decisions.

5. PASSENGER TRANSPORT AUTHORITY BUDGET 1993/94 - The Chief Executive, Newcastle City Council, reported that preliminary consideration of the PTA budget indicated that it might be possible to maintain the 1993/94 levy at the 1992/93 level, without increasing the charge for concessionary travel. He requested the Leaders and Deputy Leaders to decide whether or not a meeting should be arranged with the Chairman and Vice-Chairman of the PTA.

It was agreed that the Chairman and Vice-Chairman of the Passenger Transport Authority be invited to attend a Leaders' and Deputy Leaders' meeting once the budget plans of the PTA have been further clarified.

6. SUNDERLAND METRO EXTENSION STUDY - The Chief Executive, South Tyneside, reported that the PTA Chairman's Group would be receiving the report on this Study in the following week.

It was agreed that the Chairman and Vice-Chairman of the Passenger Transport Authority be invited to present the Study, and recommendations, to a future meeting of the Leaders and Deputy Leaders.

7. CROSS TYNE STUDY : PHASE II - The Group considered a report of the Chief Executive, South Tyneside, on this matter.

A suggested process for consideration of the Study was presented.

It was agreed:-

- (a) that the draft press release now submitted be amended to incorporate a paragraph explaining the case for further Cross Tyne capacity;

- (b) that the press release, when finalised, be issued by each District individually on a date and at a time to be agreed by the Chief Executives;
- (c) that inter-district meetings be organised as appropriate to discuss the various proposed crossing options;
- (d) that reports be submitted to the appropriate Committees in each District during October/November; and
- (e) that further consideration be given to the study and options by the Leaders and Deputy Leaders following Committee meetings in each District.

8. REVIEW OF ASSISTED AREAS - The Group considered a report of the Chief Executive, South Tyneside, on this matter.

Following the release of the Consultation Paper by the Department of Trade and Industry, the Districts' Industrial Development Officers Group decided that a joint response to the Document might be helpful and they requested the Tyne and Wear Research and Intelligence Unit to prepare a first draft submission. That submission had been considered by the Chief Executives who had supported its comments and conclusions.

Four additional paragraphs for the section of the Document concerned with unemployment were tabled.

Reference was made to the work being led by Newcastle concerning a response to the review on behalf of the Newcastle Travel to Work Area (Newcastle, North Tyneside, Gateshead and Cossett).

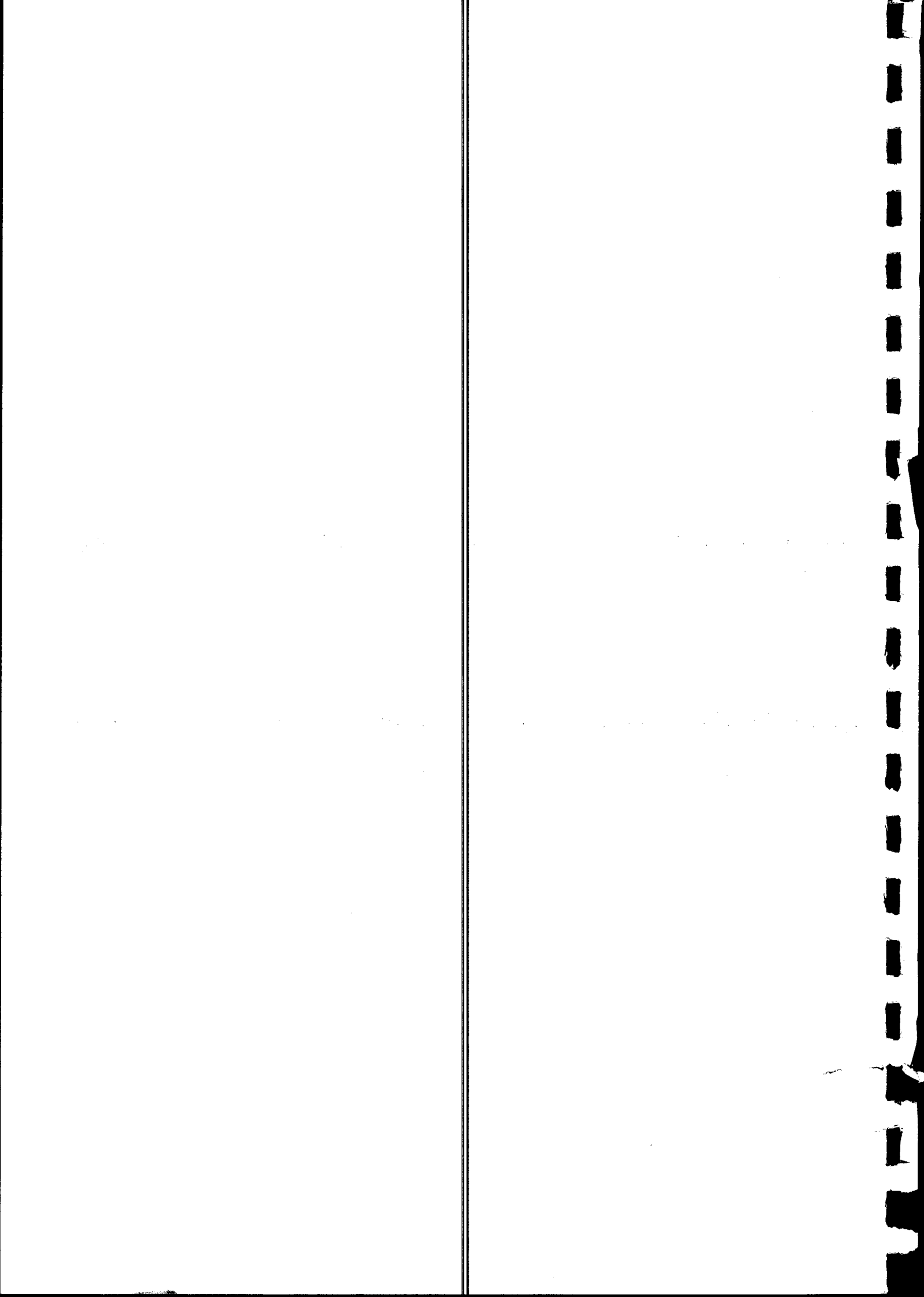
It was agreed that:-

- (a) the draft submission, and addendum, as now submitted, be approved;
- (b) that the Chief Executive, South Tyneside, submit the response to the DTI on behalf of the Tyne and Wear Districts;
- (c) that each District make use, if it wishes, of the joint response in its own response to the Consultation Document; and
- (d) that the comments prepared on behalf of the Newcastle TWA on the Consultation Document be submitted to a future meeting of the Leaders and Deputy Leaders.

9. SUNDAY TRADING - The Group considered a report of the Chief Environmental Health Officers' Group on this matter.

# APPENDIX O

15 TWCC Committee Report and Minute (20 May 1993)



# ITEM NO. 8

**SOUTH TYNESIDE METROPOLITAN BOROUGH COUNCIL**

**COMMITTEE:** TYNE AND WEAR CO-ORDINATING COMMITTEE  
LEADERS' AND DEPUTY LEADERS' MEETING

**REPORT OF:** CHIEF EXECUTIVE, SOUTH TYNESIDE

**TITLE:** CROSS TYNE STUDY

ARUP NEWCASTLE	
DATE	DATE: 18 DEC 20/5/93
JOB No.	57621
PROJ.D.	TH RT
ACTION	
RESPONSE	
ACTION	
RESPONSE	
ACTION	
RESPONSE	
ACTION	

The attached report describes the current position regarding consideration of options for new crossings of the River Tyne. It will be noted that the Technical Steering Group was unanimous about the need for new crossing capacity to be provided downstream of the Tyne Bridge; and that only the St. Bede's option has raised no fundamental objections from the four Tyneside Authorities. Newcastle, South Tyneside and North Tyneside have declared their support for the St. Bede's Crossing whilst Newcastle has determined to oppose the three other crossings. North Tyneside and South Tyneside favour a second tunnel at St. Bede's and would not support a bridge crossing at this location.

The report was considered by the Chief Executives' Group at their meeting on 8th April, 1993. The Chief Executives resolved to put the following recommendations to the Leaders and Deputy Leaders:-

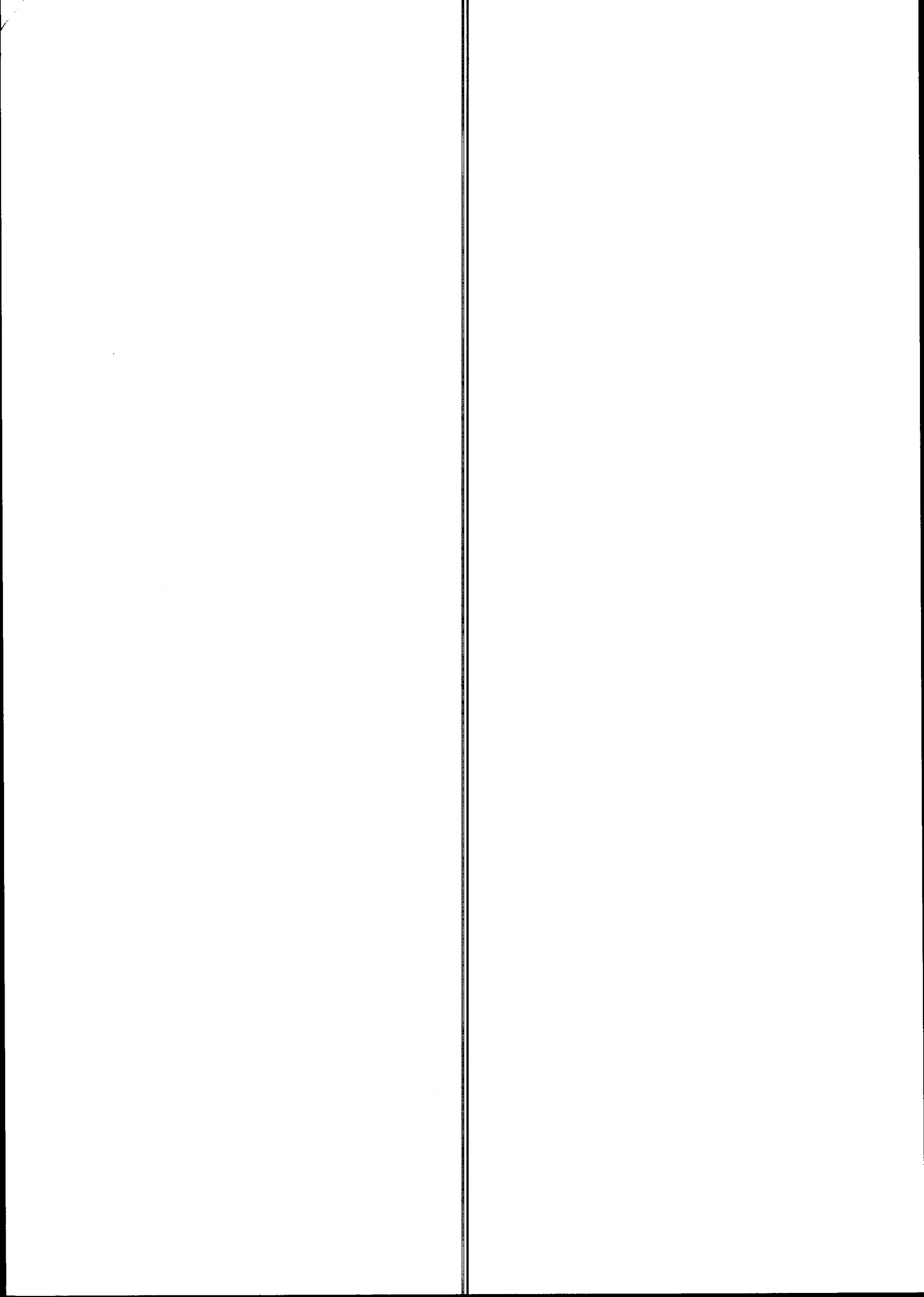
- (1) that further development work should be undertaken regarding the St. Bede's Crossing (Tunnel Option), possibly to be funded by the Department of Transport;
- (2) that arrangements be made to discuss this option between representatives of the Local Authorities, the Department of Transport, the Tyne and Wear Development Corporation and the PTA; and
- (3) that South Tyneside and North Tyneside should take the lead in discussions on this option with support from the PTA.

The Leaders and Deputy Leaders are requested to consider the above recommendations.

Addendum

The attached report refers to a meeting with City Investors held by the Minister for Local Government, John Redwood MP, and a subsequent press briefing, at which the possibility of private sector investment in major infrastructure projects, like a new Tyne Crossing, was mentioned. Councillor Conaty, Chairman of the Tyne Tunnel Operations Committee, wrote to the Minister seeking clarification of his statement. In his reply of 20th April,

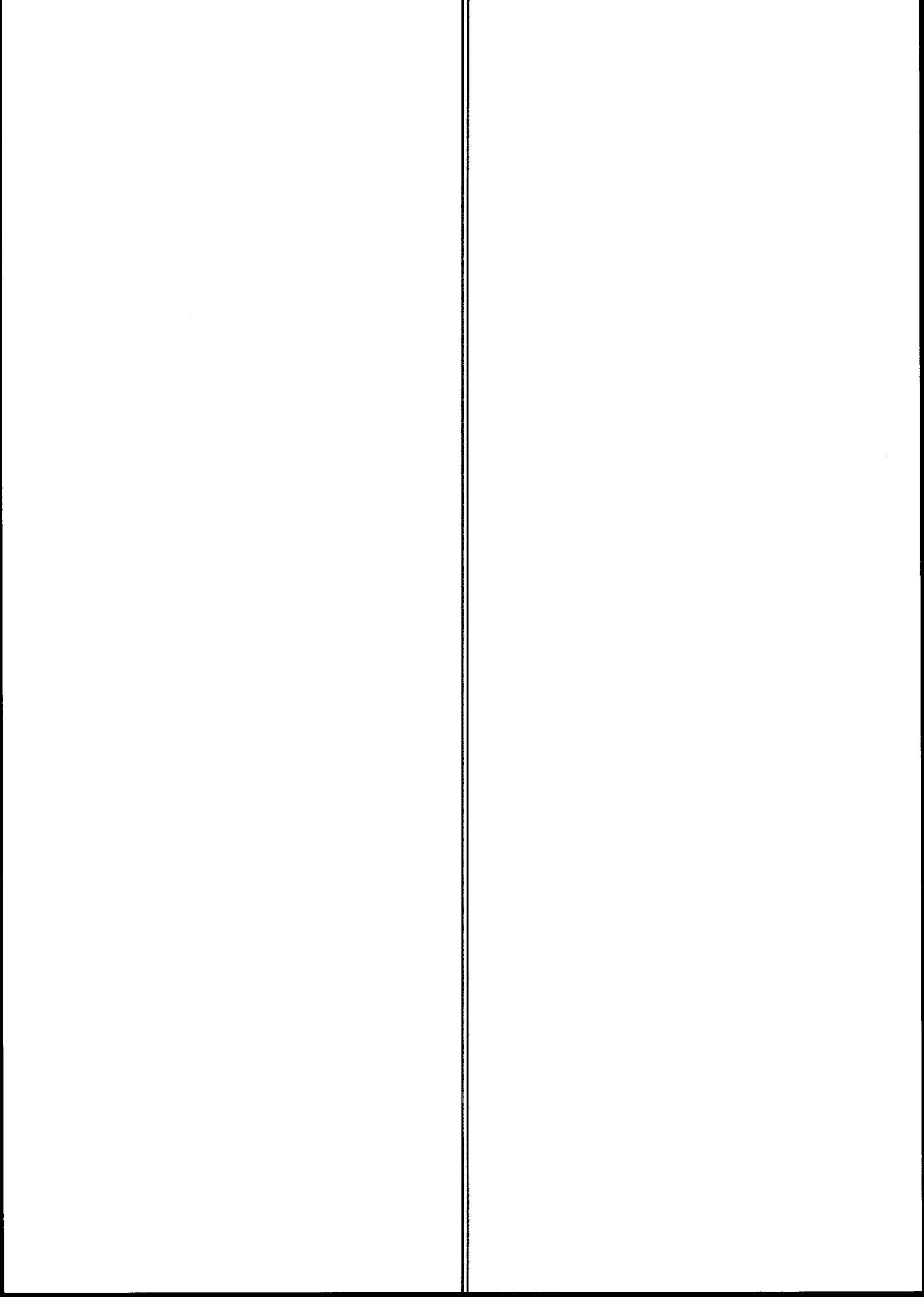
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the Minister states "and the Tyne and Wear Development Corporation has now commissioned a study by consultants to help determine the most appropriate options for a new crossing". Clarification of this statement was sought by the Chief Executive, Newcastle, from the Chief Executive of the Tyne and Wear Development Corporation.

The Development Corporation Chief Executive has indicated that the Minister had asked the Corporation to suggest any project within the UDA which might fit in the category of "encouraging the involvement of private sector funding in the provision of major infrastructure". The Corporation then suggested a new crossing close to the existing Tyne Tunnel as a possibility. Subsequently, at the Minister's request, the Corporation has taken a closer look at the idea of the crossing. When it has completed this examination, and consideration has been given to it by the Corporation Board, the Corporation will wish to discuss the study with the PTE and Local Authorities concerned to decide how it might properly be taken forward. The Corporation has not done this to date because it was aware of ongoing discussions between the Local Authorities and it was awaiting the outcome. The Corporation would, however, now welcome the views of the Tyne and Wear Leaders and Deputy Leaders.

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**DRAFT REPORT TO TYNE & WEAR  
FOR DISCUSSION****CROSS TYNE STUDY****XA/40/6/JFM/306****REPORT BY THE CHAIRMAN (CROSS TYNE STUDY MAIN STEERING GROUP)****Background**

The Cross Tyne Study was commissioned by the Tyne & Wear Co-ordinating Committee in 1987 and has been carried out in two parts. Phase I, which reported in January 1990, identified a need for a further river crossing by the late 1990s and suggested potential sites for further investigation. The four Tyneside Councils together with the Tyne and Wear Development Corporation in 1991 approved the inception report and terms of reference for Cross Tyne Phase II. This phase was undertaken by the Cross Tyne Study Technical Steering Group, a team of specialist consultants led by Professor Peter Hills of the University of Newcastle upon Tyne. It appraised a number of specific crossing options and considered the extent to which public transport/traffic restraint might alleviate pressure on the existing crossings. The Technical Steering Group reported to the Main Steering Group, chaired by the Director of Engineering of Newcastle City Council, and containing representatives of the five local authorities, the Development Corporation, the Department of Transport and the P.T.E.

The summary report is appended to this report for information, the full set of Cross Tyne Study Phase II reports comprises:-

- (i) Summary Report of the Technical Steering Group
- (ii) Report on the St. Bede's Crossing
- (iii) Report on the Walker Crossing
- (iv) Report on the St. Anthony's Crossing
- (v) Report on the St. Lawrence Crossing
- (vi) Report on the Public Transport Improvement/Private Traffic Restraint Scenario.

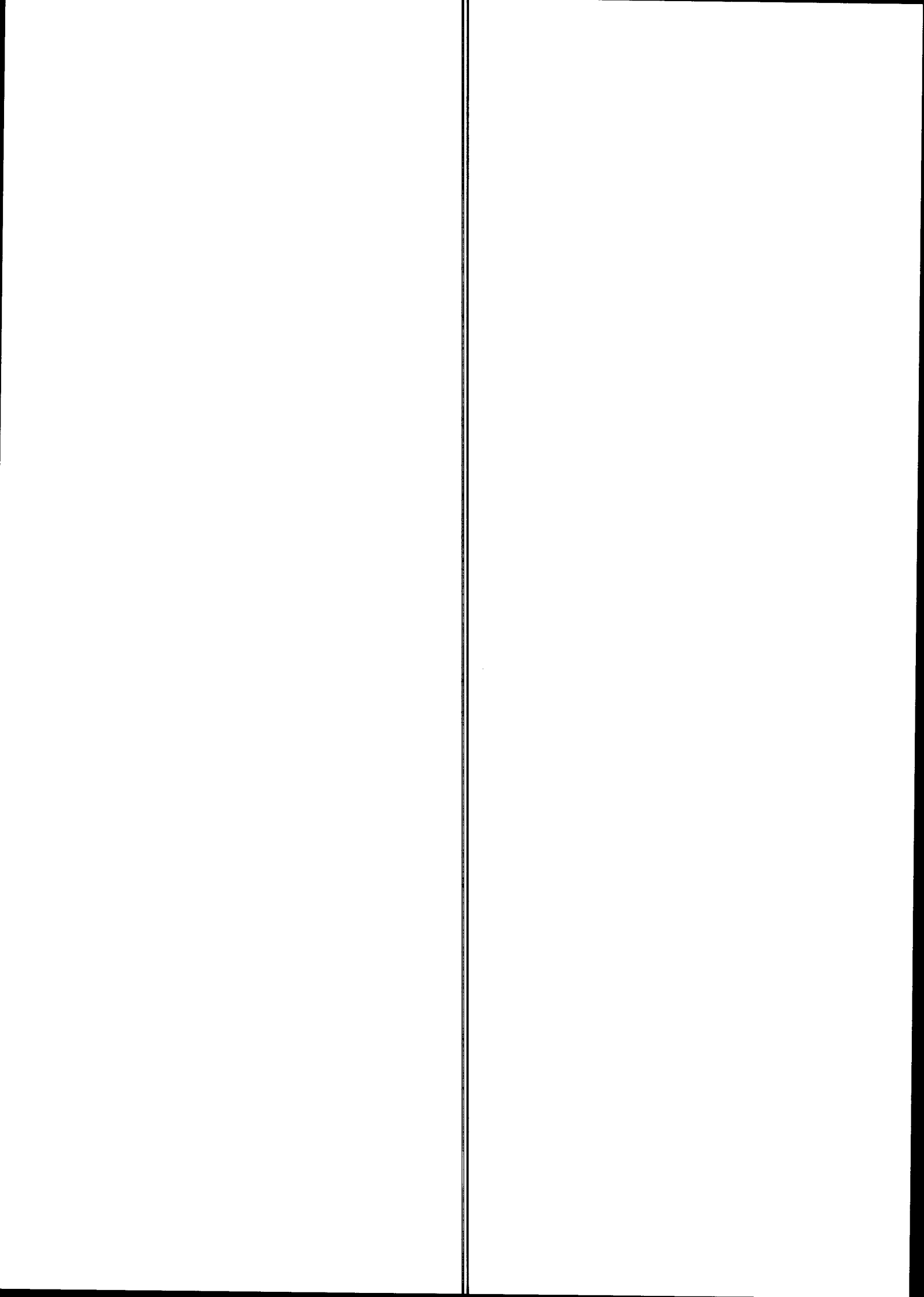
**Options for New River Crossings**

Four locations were considered, three of which had been identified by Phase I of the Study. The fourth, Walker Bridge, was the only additional location considered in Phase II which the Technical Steering Group judged worthy of full evaluation. The various options and their estimated costs (at 1990 prices) are as follows.

**St. Bede Crossing**

Located in close proximity to the existing Tyne Tunnel, this option includes the alternatives of a bridge or a duplicate tunnel.

- A 2-lane opening bridge to be used for southbound traffic (northbound continuing to use the existing tunnel). Cost £59m.



- A 4-lane opening bridge with the existing tunnel in use only when the bridge is closed to road traffic to allow river navigation. Cost £78m.
- Duplication of the Tyne Tunnel with each bore operating in 1 direction only. Cost £106m.

#### Walker Bridge

A 4-lane opening bridge crossing between Bill Quay and Walker. Two routes were considered on the northern side.

- Variant A following the railway to Shields Road. Cost £77m.
- Variant B running parallel to Allendale Road/Bothal Street to the Shields Road Bypass. Cost £84m.

#### St. Anthony's Bridge

A 4-lane opening bridge crossing between Pelaw and St. Anthony's. Two routes (as for the Walker bridge) were considered on the northern bank.

- Variant A. Cost £67m.
- Variant B. Cost £75m.

#### St. Lawrence Bridge

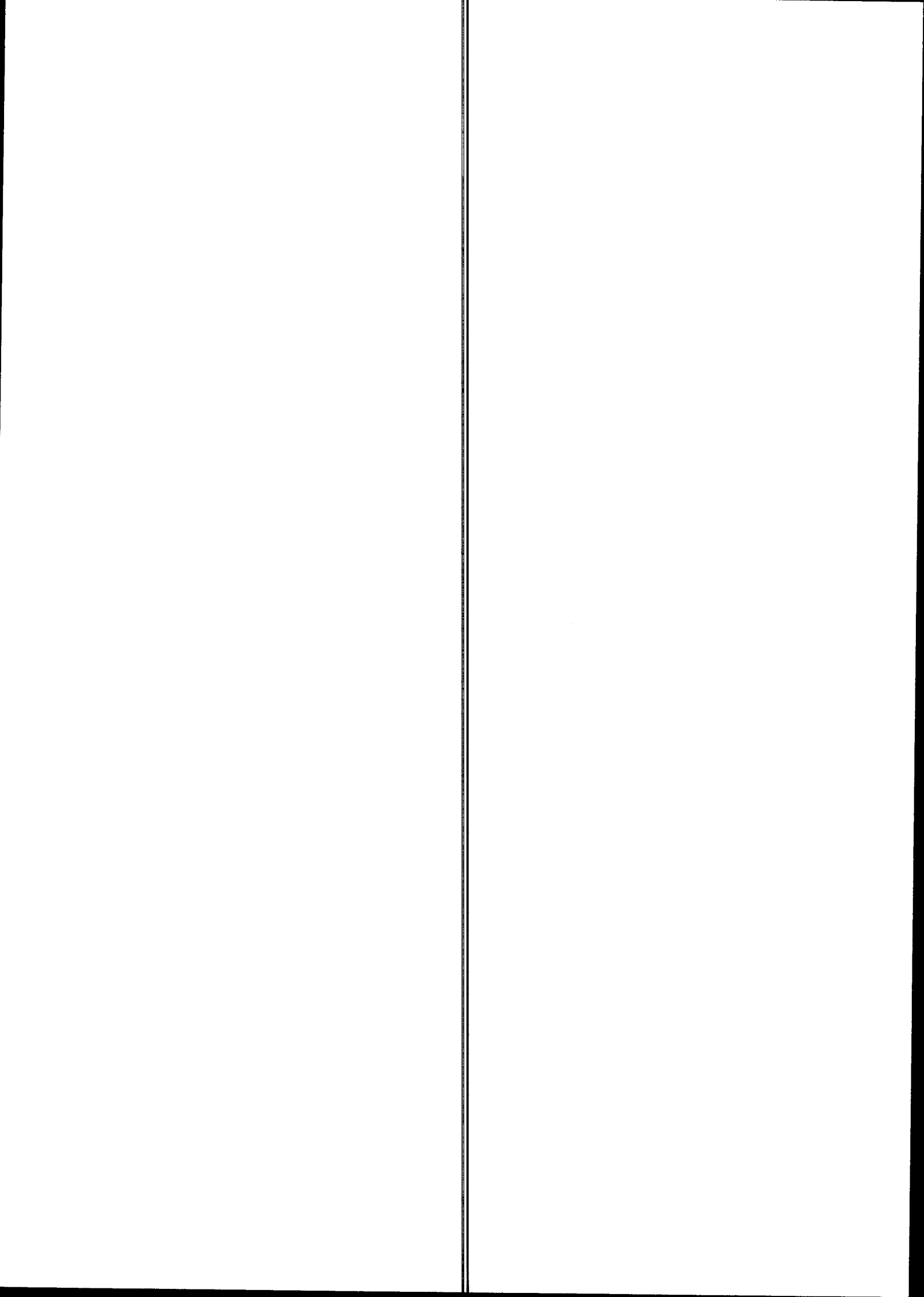
An opening bridge crossing between Saltmeadows and East Quayside.

- 3-lane. Cost £38m.
- 2-lane. Cost £35m.

#### Results

The traffic forecasts show that, without the provision of an additional crossing, all of the existing crossings will be operating at or near capacity for the whole of the extended peak periods of 7.00-9.30 a.m. and 3.30-6.00p.m. by the Year 2001. The implications of this are that delays of 30 minutes or more would be expected on the approaches to each. The public transport/traffic restraint package was seen as a necessary complement to new crossing facilities rather than as a replacement since its effect, even if the entire package could be introduced, was not to eliminate the problem but rather postpone it for at most 7 years. All of the schemes provide net benefits both with and without the effects of the public transport improvements.

The Technical Steering Group were unanimous about the need for new crossing capacity to be provided downstream of the Tyne Bridge. It was pointed out that the crossings were not discrete alternatives to each other, for example the St. Bede Crossing does not wholly address the problems of central Newcastle and Gateshead. The group did not make an unequivocal recommendation as to which of the schemes should be constructed, preferring to present the alternatives and the implications of choosing each in the form of a 'decision tree' along with a discussion of the conditions governing each decision. This can be found on pages 33 - 37 of the attached summary report.



### Response of Councils/Development Corporation

All four Tyneside Councils have reported the results of the study to their respective Committees (the minutes of the Committees are attached for information. Following the meetings, informal discussions have taken place between a number of authorities to progress the Committees' decisions. The Tyne and Wear Development Corporation's Board have not formally reported the Study to their Board at the time of preparing this report, but it is expected that the matter will be considered in the near future.

Although there is no overall support for any single option at this stage it is clear that only the St. Bede's option raises no fundamental objections from the four local authorities. In fact, to date, three of the four authorities (Newcastle, South Tyneside and North Tyneside) openly support the St. Bede's Crossing, whilst Newcastle City Council has determined to oppose the three other crossings. Although the Development Corporation have yet to consider the Study, the Corporation's Chief Executive has made his draft report to the Board available. The draft report considered that the Corporation's interests on both sides of the Tyne at this point would benefit greatly by relieving an obvious constraint to movement. It is therefore probable that the Development Corporation will be strong supporters in seeking the necessary financial backing for a further crossing at St. Bede's.

Consequently, whilst recognising that the issues are still very much the subject of debate, it is considered that the St. Bede's options should be progressed in terms of operational requirements, environmental impact and financial arrangements.

### Government's Position

Appendix II contains a recent 'News Release' from the Department of the Environment and a recent extract from the Financial Times. It appears that the St. Bede's Crossing has been identified by Central Government as a prime candidate for private investment in a public project. Although the full costs of the St. Bede's options are unlikely to attract private investment, a joint initiative where the private sector finances solely the link across the river whilst the Department of Transport funds the infrastructure both sides of the river is likely to prove attractive. The potential for a repeat of the Dartford - Thurrock Crossing arrangement is obvious; where the private sector would take control of the Tyne Tunnel for a specified maximum number of years whilst building and operating a new crossing. After the passage of an agreed term of years, the Tyne Tunnel together with the new crossing, would revert to the public sector. For the term of the agreement, tolls would be set by the operator at the appropriate level to ensure a return on the initial capital investment.

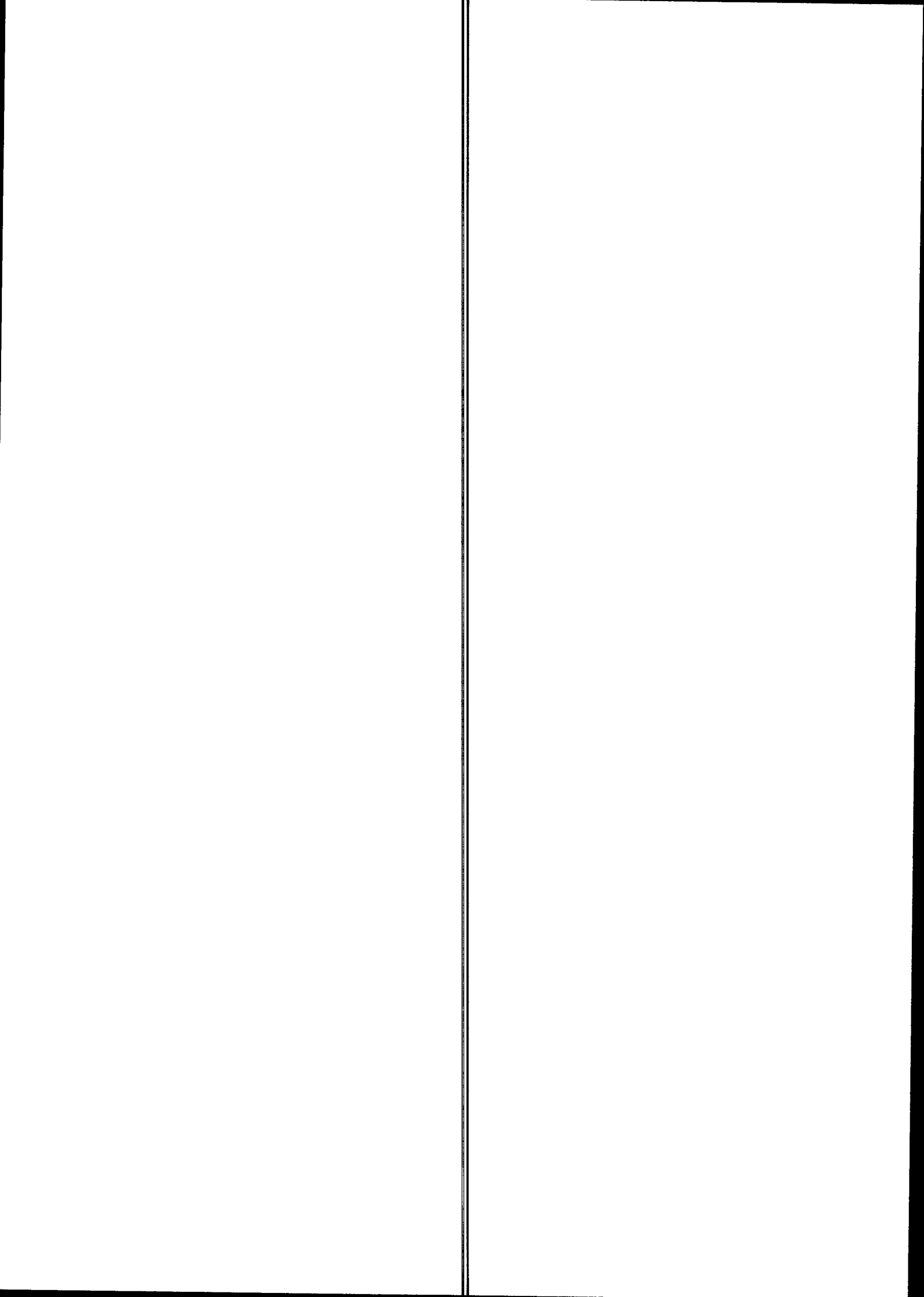
It is worth bearing in mind that the private sector will probably be unwilling to risk such a venture without some indication from Government that a "competing" crossing will not be provided during the term of the agreement.

### Summary

The Cross Tyne Study has demonstrated that all four crossings examined provide much needed relief to the problems of congestion and constraint on cross river movement. All four options also provide a positive return on investment in almost all circumstances.

However, at the present time, only the St. Bede's option has raised no objections from local councils, whilst so far receiving positive support from three of the four authorities.

The St. Bede's Option could well attract investment from a joint Government/Private Sector Venture, similar in nature to the Dartford-Thurrock Crossing.



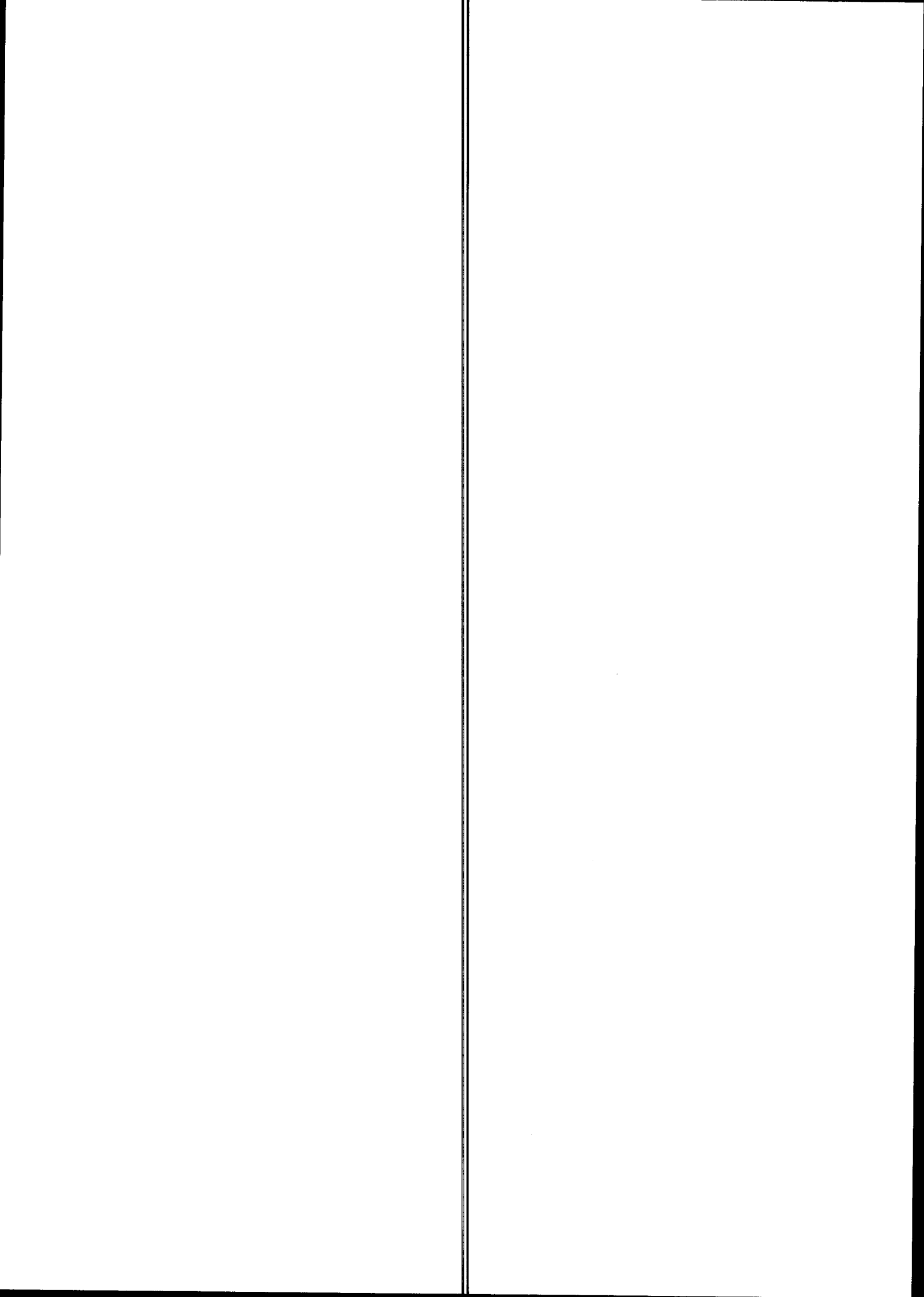
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### Recommendation

As the A19 with the exception of the Tyne Tunnel is a trunk road, responsibility for any improvement at St. Bede's must be shared between the Department of Transport and Tyne and Wear P.T.A. (on behalf of the five local authorities). At the present time, Tyne and Wear Development Corporation are the planning authority for both riverside areas containing the proposed crossing.

It is therefore recommended that the Co-ordinating Committee;-

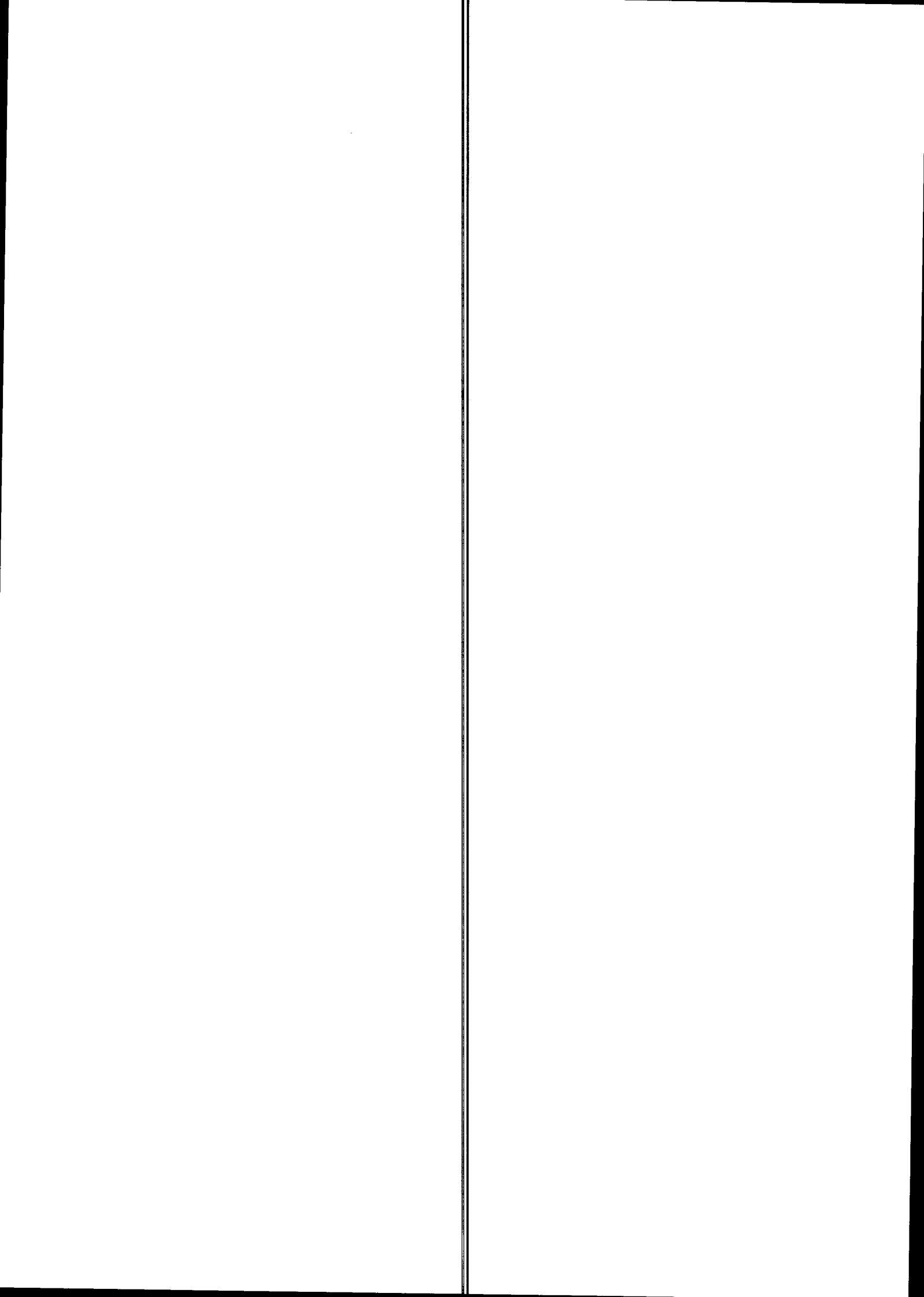
1. agrees to the further development of the St. Bede's Options - funded by D.o.T?
2. requests that arrangements are made to discuss the St. Bede's Options between representatives of the local authorities, the Department of Transport and Tyne and Wear Development Corporation.



## **Appendix 1**

### **Minutes of District Councils Committees**

- (i) South Tyneside Policy & Resources Committee 3 Nov 1992**
- (ii) Gateshead Policy & Resources Committee 23 Nov 1992**
- (iii) Newcastle Policy & Resources Committee 23 Dec 1992**
- (iv) North Tyneside Strategic Planning Committee 4 Jan 1993**



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(i) **South Tyneside Policy & Resources Committee 3 Nov 1992**

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CROSS TYNE STUDY, PHASE II - The Chief Executive, the Chief Engineer and the Chief Planner reported jointly that Phase II of the Cross Tyne Study, which had been commissioned by the Tyne and Wear District Councils in association with the Development Corporation, was now complete. The report of the Technical Steering Group evaluated four new road crossings of the River Tyne at the following locations:-

- "St. Bede's" in the vicinity of the Tyne Tunnel.
- "St. Anthony's" between Pelaw and St. Anthony's.
- "Walker" between Bill Quay and Walker.
- "St. Lawrence" between Saltmeadows and East Quayside.

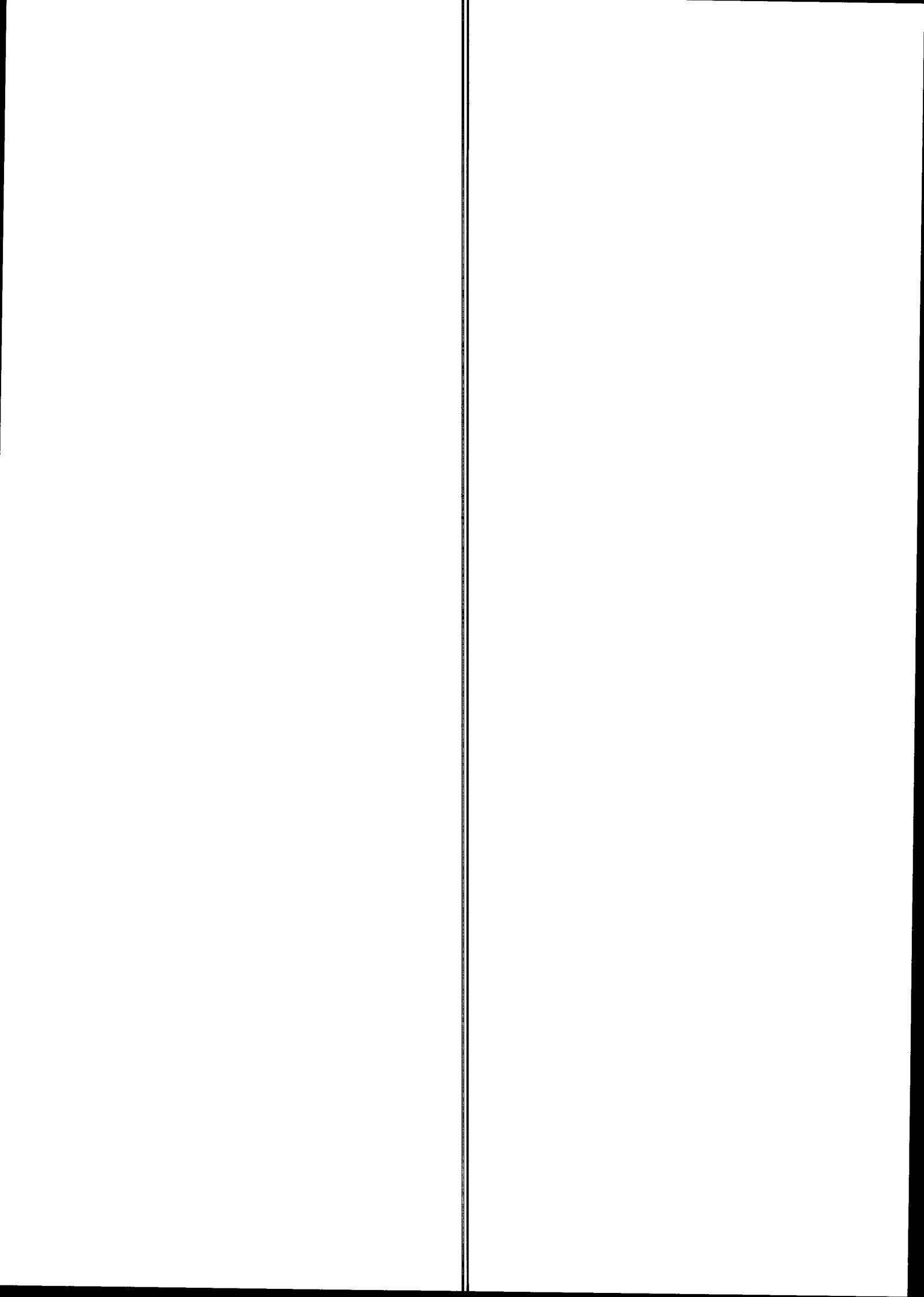
The Steering Group had also assessed the impact of a policy of traffic restraint coupled with extensive public transport improvements on the future demand for cross-Tyne vehicular movement.

Although the study had found that a new crossing of the Tyne would be necessary it did not make a recommendation as to which of the options was to be preferred.

The study required assessment by Members and Officers of the Council in conjunction with neighbouring Authorities in order to agree policies for the assessment of the relative benefits and disbenefits of each proposal and to establish a preferred option.

The Town Development Committee had agreed to note the report of the Technical Steering Group and to authorise the Chief Engineer and the Chief Planner to investigate further those options which directly affected South Tyneside and to present a detailed report to that Committee in due course.

5. **RESOLVED** - That the report, and the decisions of the Town Development Committee, be noted.



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**(ii) Gateshead Policy & Resources Committee 23 Nov 1992**

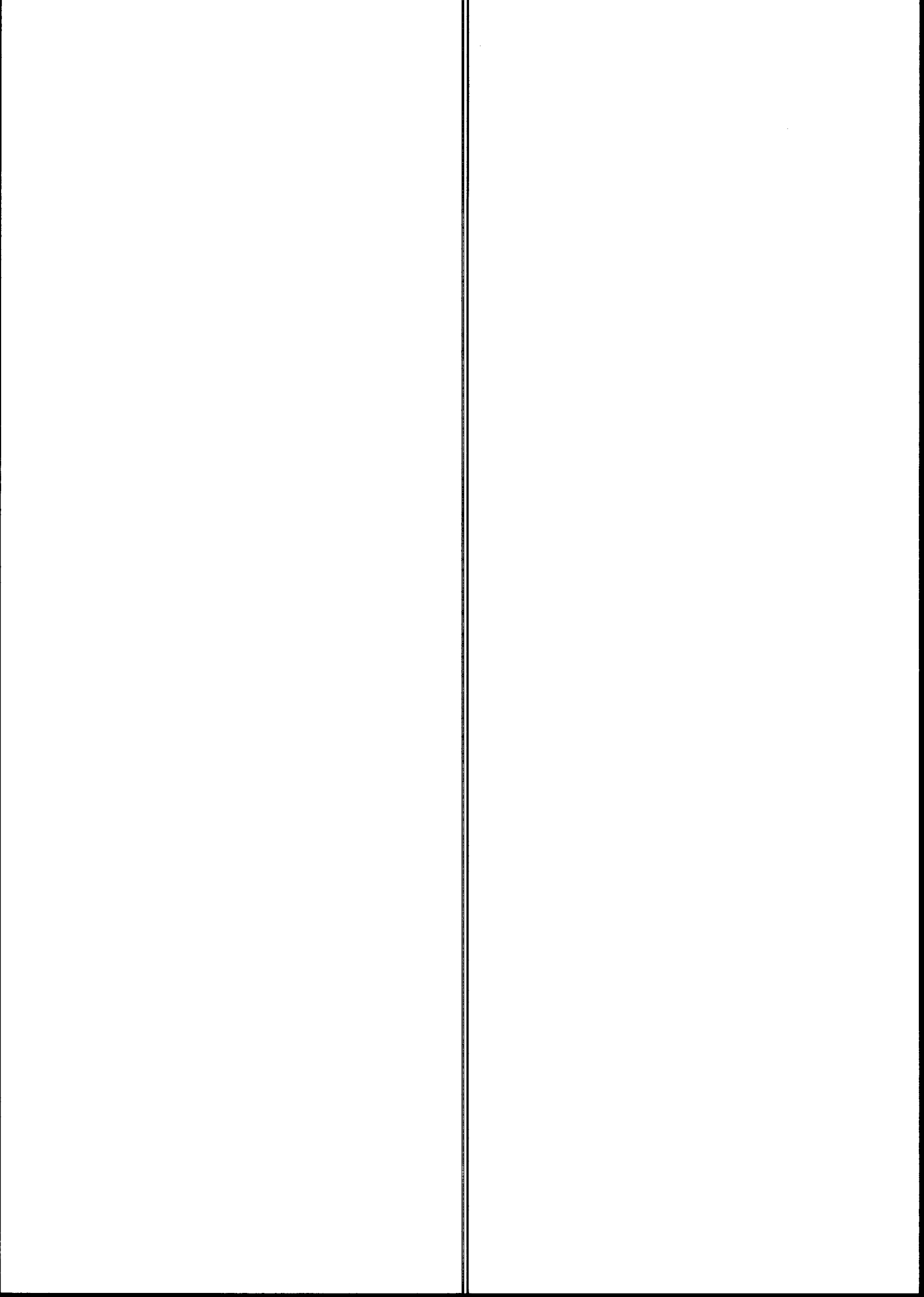
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**1320 CROSS TYNE TRANSPORTATION STUDY**

The Council is a participant in phase 2 of the Cross Tyne Transportation Study (Minute 1969 - 1990/91). The study has now evaluated four locations suitable for a road crossing of the Tyne: in the vicinity of the Tyne Tunnel; between Pelaw and the St Anthony's area of Newcastle upon Tyne; between Saltmeadows and the East Quayside area of Newcastle upon Tyne and between Bill Quay and Walker. As well as highway proposals the study has had consideration for the Sunderland Metro Extension study and giving equal weighting to public transport improvement and associated private car restraint.

The main finding of the study is to recommend a river crossing downstream of the Tyne Bridge. At this time there is no preferred option. The study has identified the need for further data collection to support any decision regarding a new crossing and support any policy based on public transport improvement and traffic restraint.

- RESOLVED -**
- i) That the report of the Cross Tyne Technical Steering Group be noted.
  - ii) That the Directors of Engineering Services and Planning be authorised to investigate those options which directly affect Gateshead.
  - iii) That a further report on this subject be submitted in due course.



(iii) Newcastle Policy & Resources Committee 23 Dec 1992

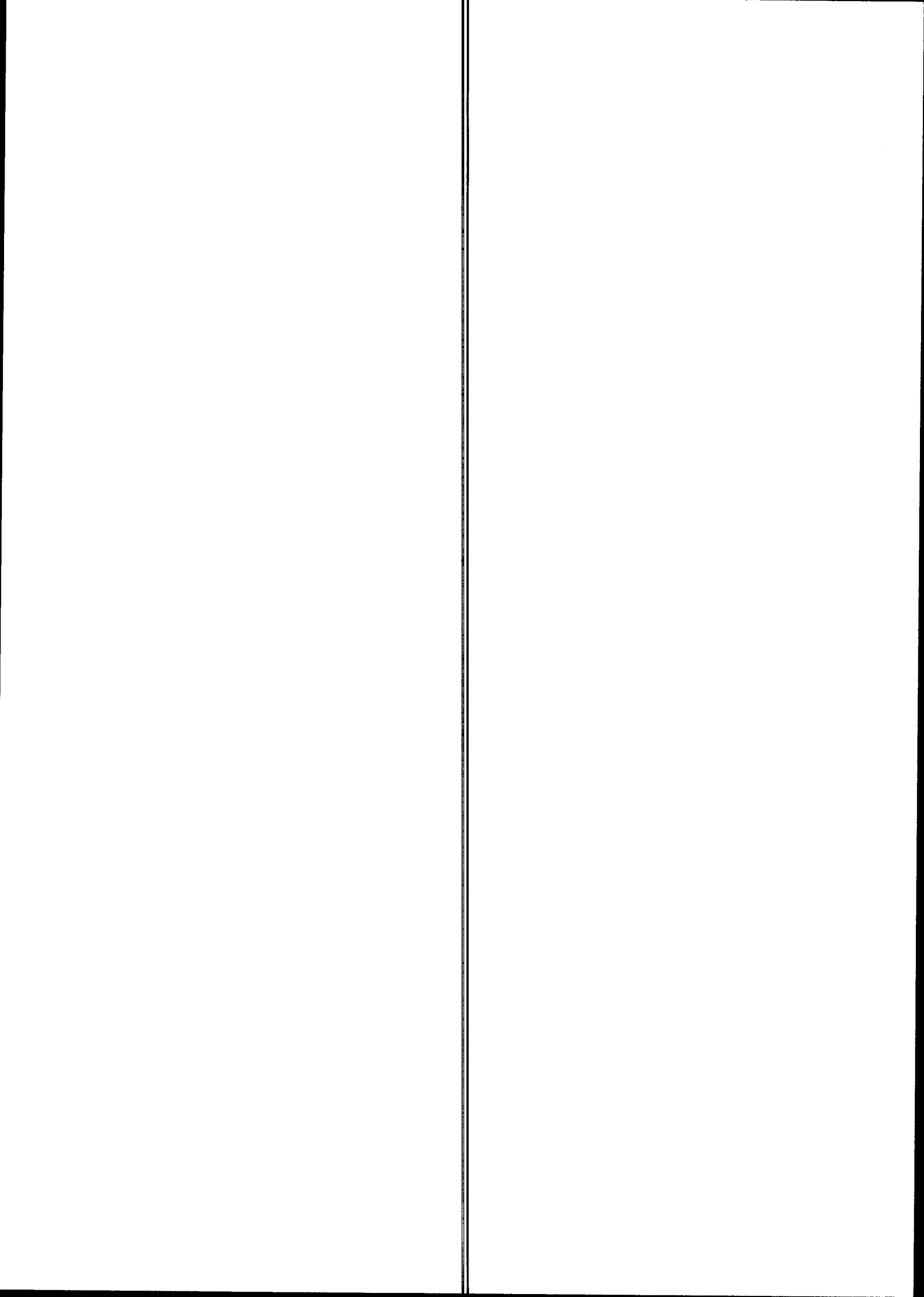
97. CROSS TYNE STUDY: PHASE II

Submitted: Report of Director of Engineering, Environment and Protection and Director of Development (copy attached to Official Minutes) commenting on the results of the Phase II Cross Tyne Study.

The Committee also had before them remits from the East Newcastle Joint Priority Areas Sub-Committee of 23rd November 1992 and Leisure Services Committee of 13th October 1992 (copies attached to Official Minutes).

RESOLVED - That

- (i) this Committee supports the option of constructing a second Tyne Tunnel but was opposed to the provision of a bridge within the City boundary east of the Tyne Bridge;
- (ii) in response to the minute of Newcastle East Joint Priority Areas Sub-Committee, Environment and Highways Committee be asked to investigate (but not for bridge purposes) the reservation of a corridor in the east end of the City; and
- (iii) the minute of Leisure Services Committee be noted on the basis that it was highly unlikely in view of other pressures on the capital programme that Leisure Services Committee would be in a position to fund a comprehensive scheme for this area.



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(iv) North Tyneside Strategic Planning Committee 4 Jan 1993

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708 CROSS TYNE STUDY (ALL WARDS)

The Head of Transport and Engineering presented a report which summarised the report of the Technical Steering Group for the Cross Tyne Study - Phase 2. Full reports on the various options considered, ie St. Lawrence, St Anthony, St Bede, Walker, Public Transport/Traffic Restraints were available in the Members library.

Discussions within the Technical Steering Group as to the interpretation of the finding of the study had led to an hierarchical 'structure' of the decision process emerging. Furthermore it became clear that certain key decisions would have to be faced before a final choice could be made as to which crossing or crossings (if any) should be implemented. This was illustrated by a 'decision tree' which was attached to the report as an appendix.

Nevertheless, a downstream crossing of the Tyne Bridge of some kind was recommended, especially since all the crossings evaluated gave good value for money in the terms required by the Department of Transport. The choice of which crossing was simplified to an extent by the fact that the 'upper' and 'lower' bridge crossings (St Lawrence and St Bede respectively) could be complementary to each other but were mutually exclusive to the 'middle' reach crossings (St Anthonys and Walker). The Technical Steering Group were unanimous that the case for an additional crossing to meet the needs for cross tyne traffic in 2001 had been demonstrated. However, they felt unable to make a precise recommendation as to which scheme(s) should actually be constructed.

In terms of development on a conurbation wide scale, the greatest pressures were currently experienced to the west of Newcastle and Gateshead with a strong focus on the A1 corridor from Team Valley to the Airport. This pressure resulted from the market perception of where the most attractive sites were located and good

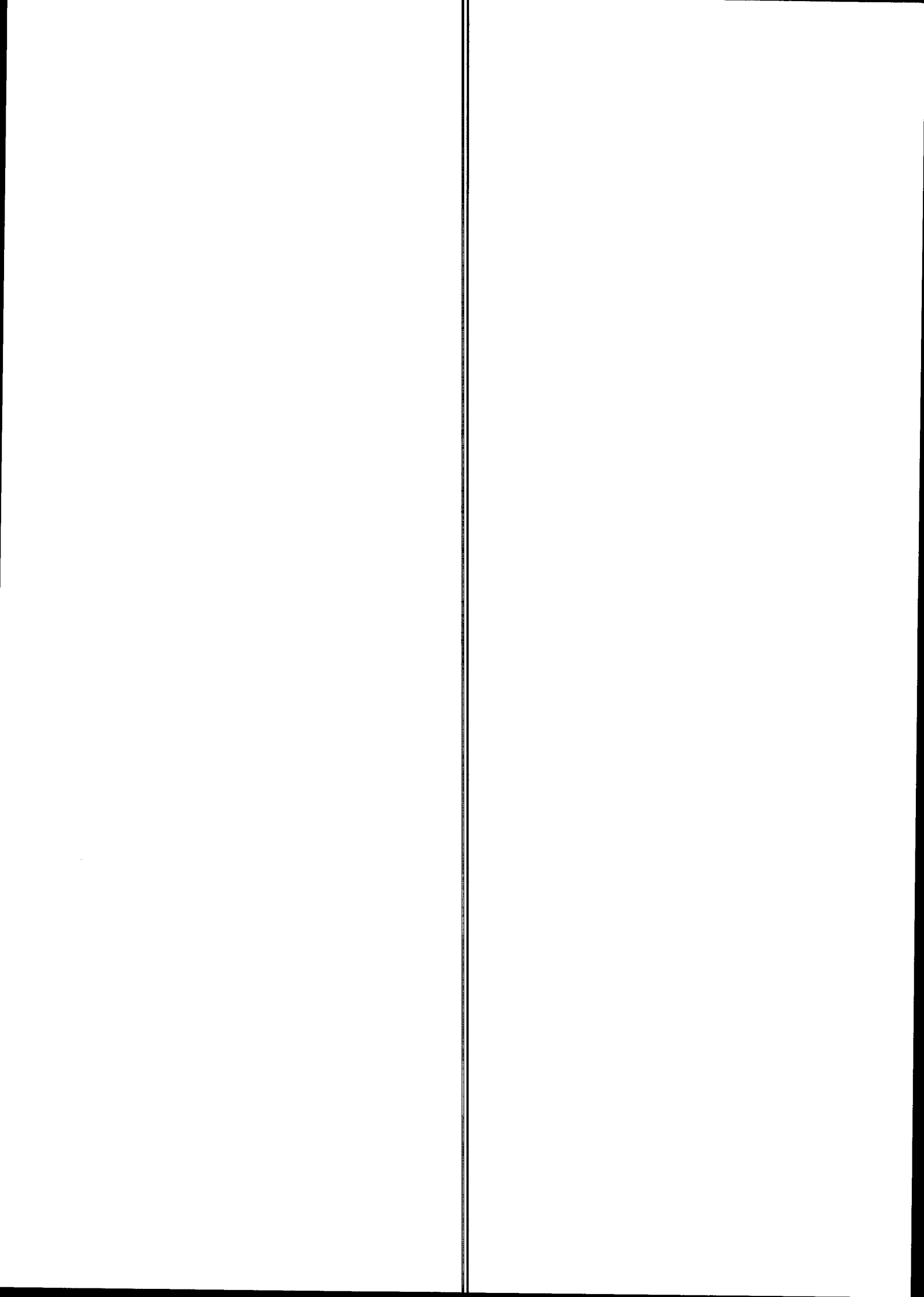
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accessibility in the west was a major contributing factor. It was believed that there could be a danger of the Tyneside conurbation developing too westward on orientation. On the options under consideration, the crossing at St Bedes would do most to counteract this tendency.

RECOMMENDED that (1) the report of the Head of Transport and Engineering be received and this Committee reaffirms its support for an additional river crossing at St Bedes; and

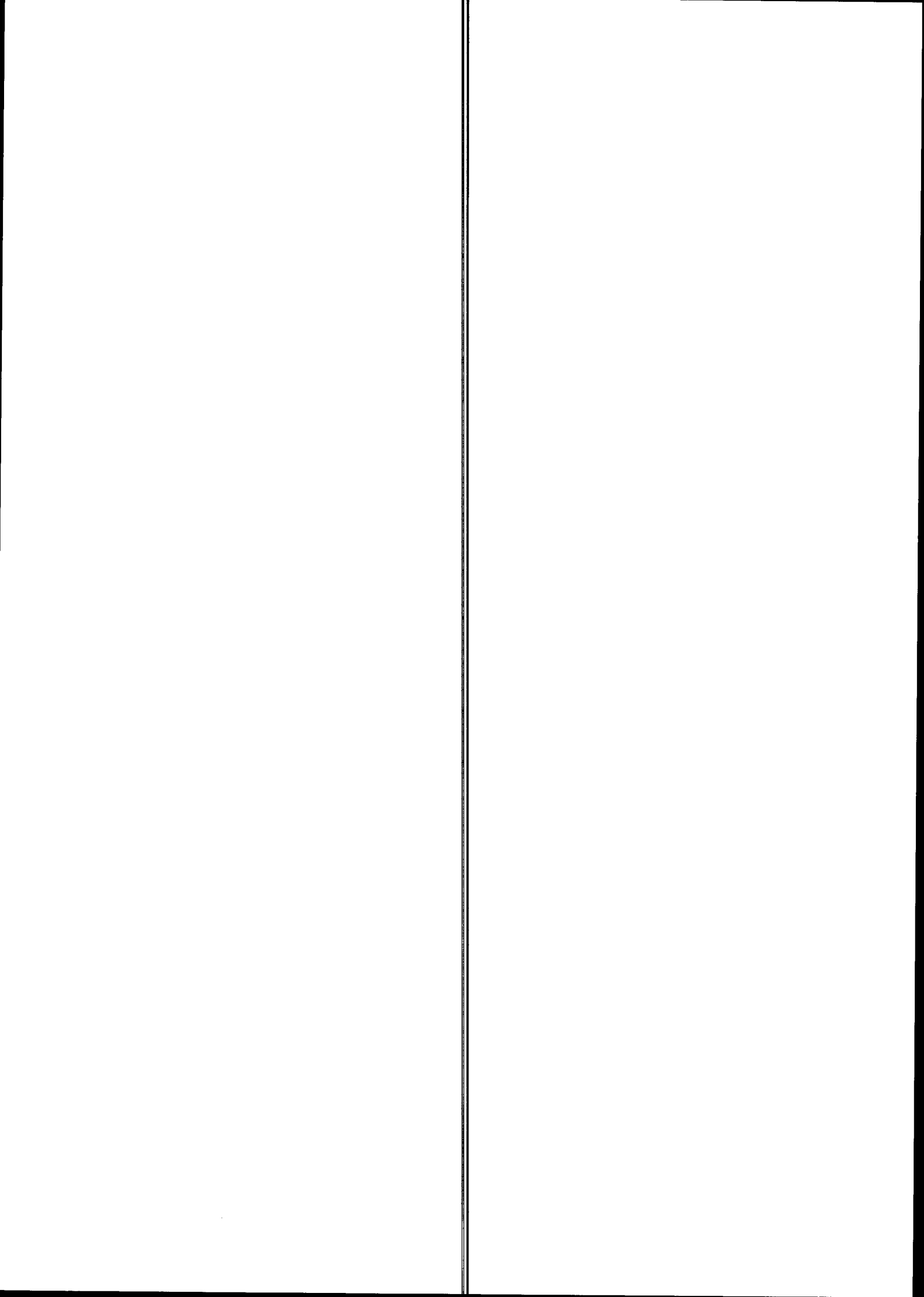
(2) a working group of members be established to meet members of South Tyneside Council and Newcastle City Council in order to discuss the various options at St Bede; and

(3) the report be referred to the Environment Committee for further detailed consideration.



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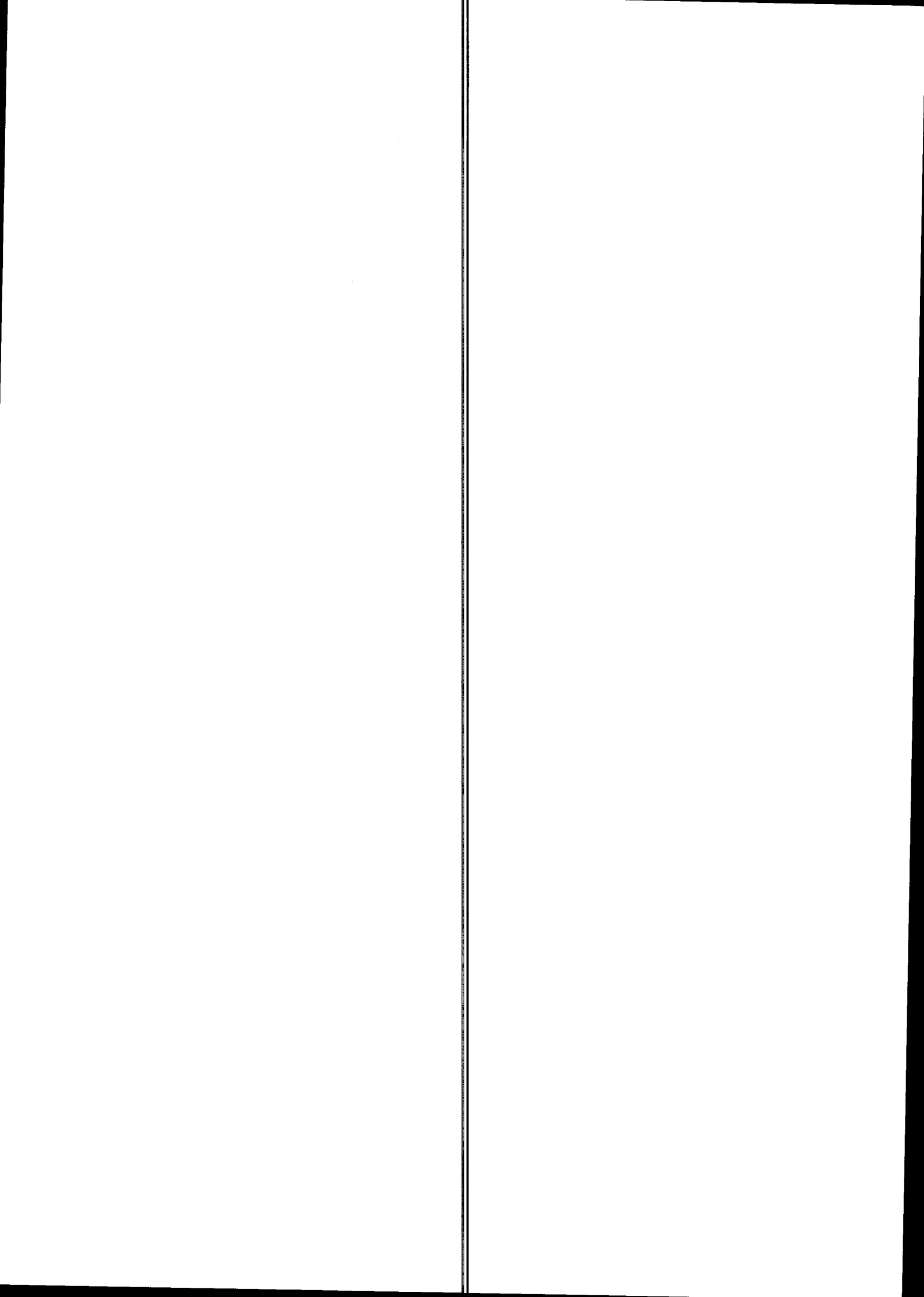


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## Appendix 2

### Press Release and Cuttings

- (i) D.o.E. Action For Cities, Press Release
- (ii) Press Cutting, Financial Times
- (iii) Press Cutting, Journal



## ACTION FOR CITIES NEWS RELEASE

146

5 March 1993

### INVEST NOW IN INFRASTRUCTURE, SAYS LOCAL GOVERNMENT MINISTER JOHN REDWOOD

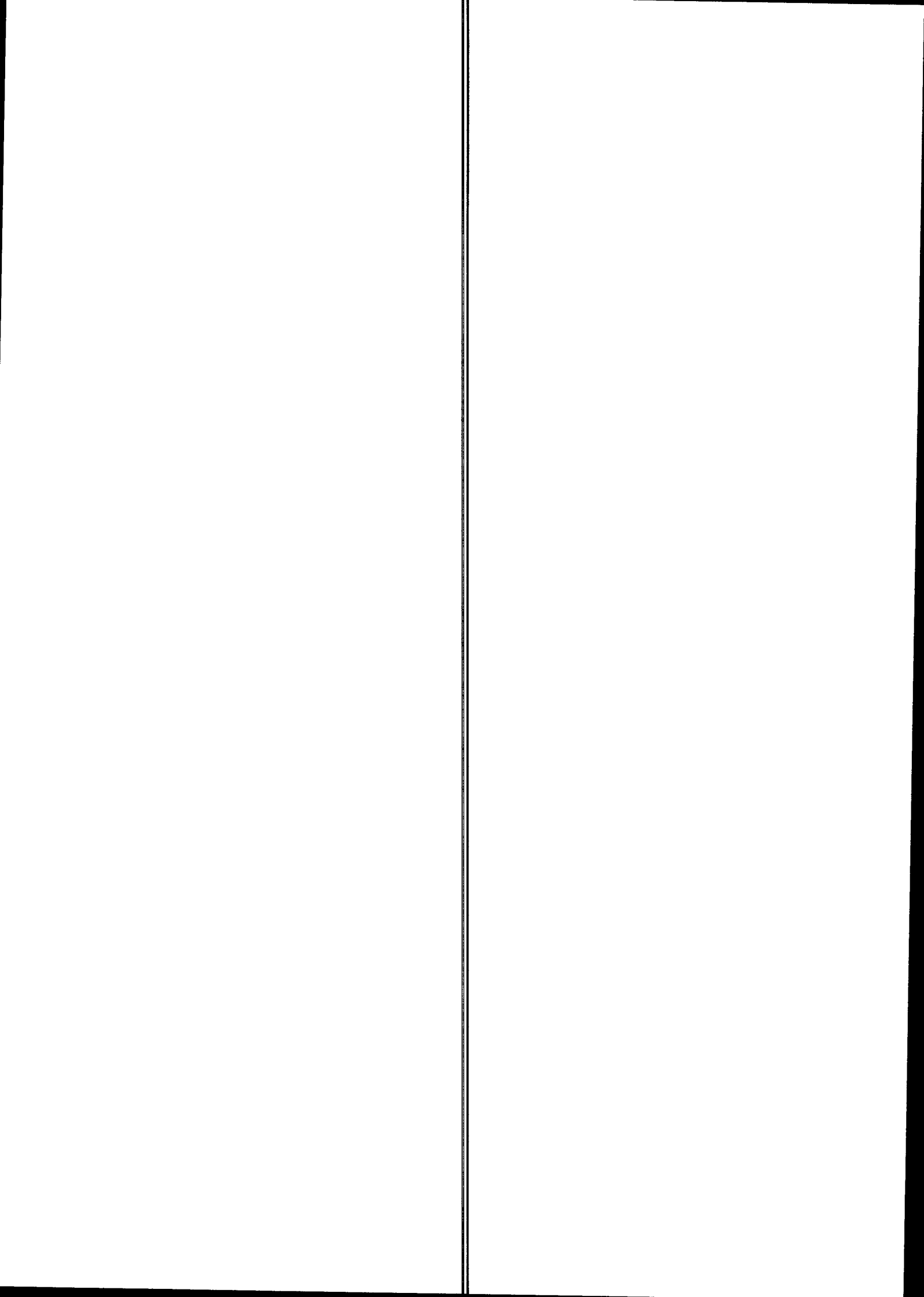
Financial institutions should consider raising money today for inner city and infrastructure projects, Local Government Minister John Redwood told institutional investors.

"Investors are looking for something other than lower interest rates from deposits and lower dividend yields on shares in the current market," he said.

"A variety of projects meeting the needs of inner cities - roads, light rail systems, railway investment, housing and commercial and industrial space - have been planned by Urban Development Corporations, City Challenge partnerships and local government. Cash is available from the public sector through these vehicles and through Capital Partnership.

"Urban Development Corporations, the Urban Partnership Fund and City Challenge will together see Government spending over £600 million next year. The success of institutions raising money under Business Expansion Schemes and for recent housing projects shows the time is ripe. Let's see the City





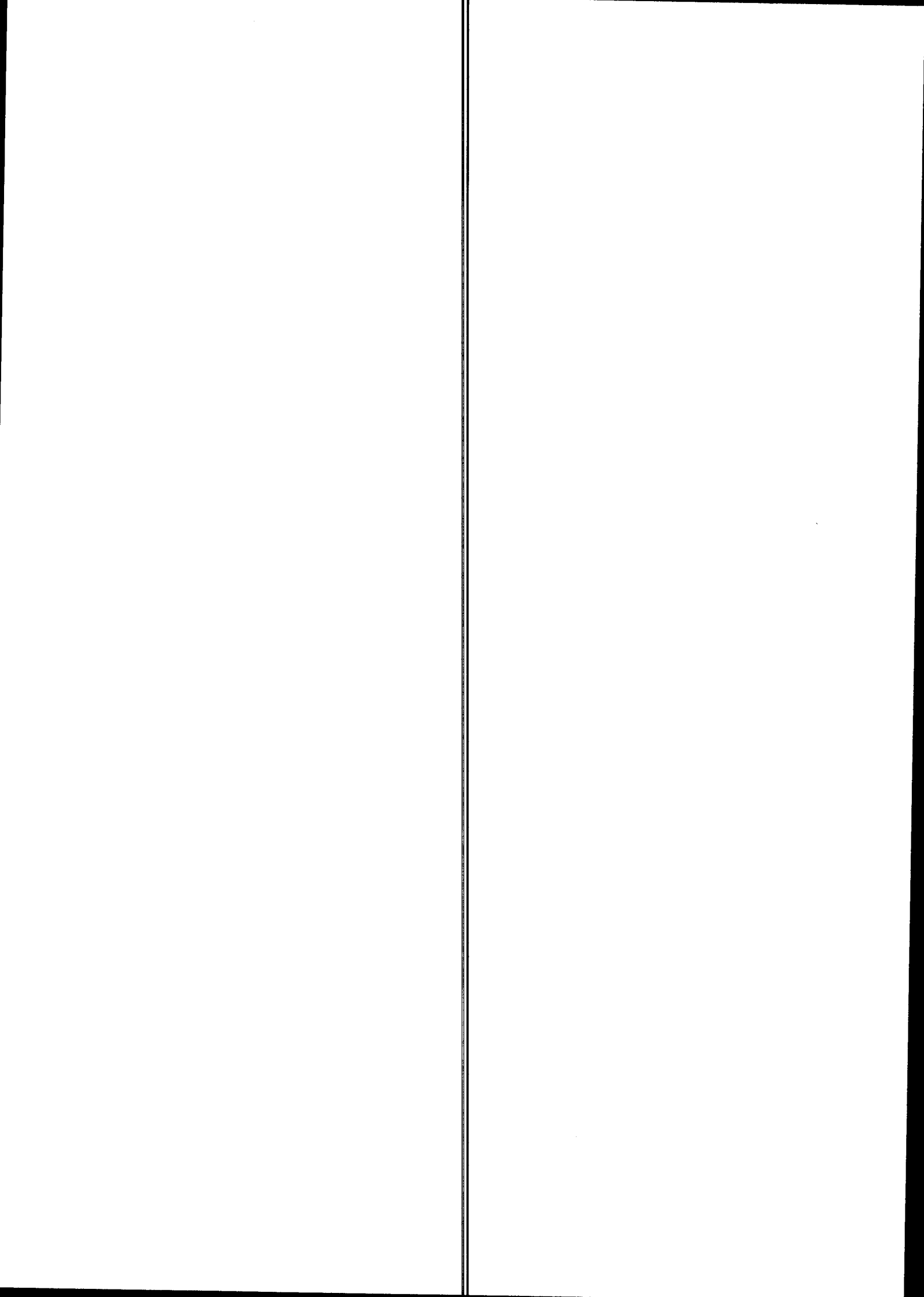
## TYNE CROSSING

A traffic study jointly funded by a number of local authorities and the Tyne and Wear Development Corporation (TWDC) examined existing and future traffic movements across the Tyne and recommended a new crossing. There are currently peak time delays and forecasts suggest that capacity will be exceeded for much of the day before 2001.

A new tunnel adjacent to the existing tolled tunnel would cost about \$100m.

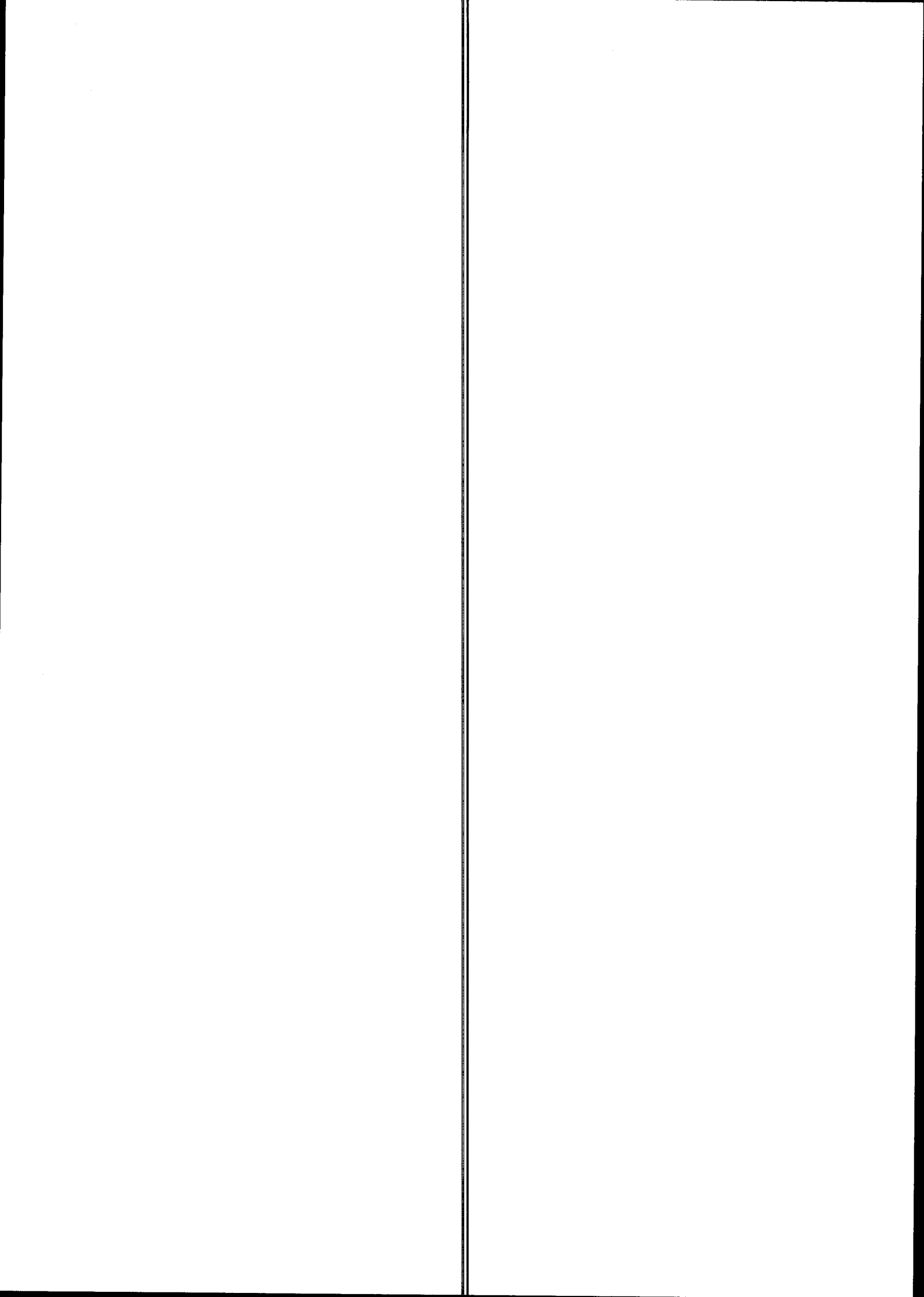
The funding arrangement might be similar to that for the new Dartford Tunnel, whereby a developer would be granted the right to operate the present tolled tunnel for a period and use the proceeds plus those from the second tunnel to fund the new crossing.

The TWDC area straddles the Tyne and has land at both ends of the crossing route in North and South Tyneside. To the North is the Royal Quays development a 250 acre mixed-use development, based on old dockyards and marshalling yards, which is to provide housing, leisure facilities and industrial space. A second crossing would accelerate the pace of development in terms of jobs and development. It would also bring benefits to the North Tyneside City Challenge programme, in particular to economic development projects along the A19 corridor north of the crossing.



raise more money, directly or in partnership with the public sector, for these projects," Mr Redwood concluded.

Press Enquiries: 071 276 0936  
(Out of Hours: 071 873 1966)  
Public Enquiries Unit: 071 276 0900



FINANCIAL TIMES THURSDAY MARCH 11 1993

NEWS: UK

# Public projects selected for private stakes

By Andrew Taylor, Construction Correspondent

NEW AIRPORT for Sheffield, a power station for London's Docklands and a bridge across the Tyne are among 21 development projects identified yesterday by the government as candidates for joint ventures between private investors and public authorities.

The projects, costing more than 100, were identified by Mr John

Redwood, environment minister, in an effort to persuade construction companies and banks to take advantage of Treasury rule changes making it easier to raise private finance for infrastructure developments.

The changes, announced in the Autumn Statement, mean that public subsidies may be used to supplement private investment in schemes which otherwise might not go ahead. Treasury guidelines, stipulating that private-sector schemes could

proceed only if they were cheaper than public-sector proposals, have also been relaxed.

Many of the schemes proposed by Mr Redwood would involve banding over publicly owned land for commercial development to private investors. Companies would be able to use profits from property development to help pay for infrastructure investments.

Mr Redwood said that in other cases private investment would be

supplemented by local authority capital receipts and the existing 100m-a-year urban development corporation, urban partnership and City Challenge budgets.

He said that at least one British financial institution was considering launching an "infrastructure investment fund" to take advantage of new opportunities.

He expected the ratio of private to public investment to be much greater than the normal four-to-one

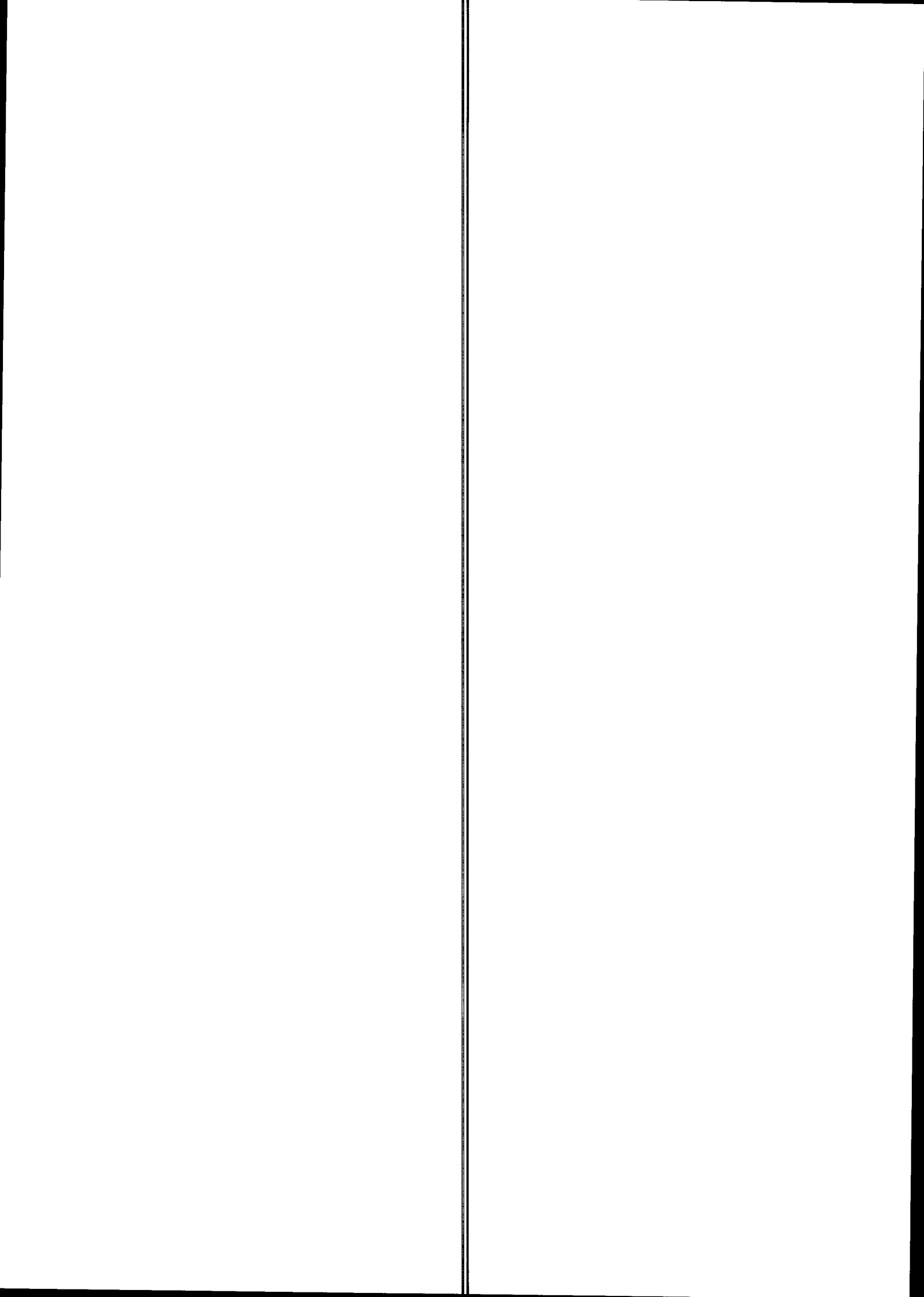
or five-to-one. In some cases schemes might be financed totally by the private sector. Mr Redwood will outline his proposals to senior construction company executives later this month.

The plans include a £50m Sheffield airport. A private investor would build and operate the airport and receive 50 acres of land for a business park from the Sheffield Development Corporation.

A private developer of a £100m

road tunnel under the Tyne would be allowed to use calls from the existing tunnel to help pay for construction. The deal would be similar to arrangements used for the Dartford Bridge across the Thames.

Mr Redwood said the developer of a £200m shopping centre at Trafford Park in Manchester, approved last week by Mr Michael Howard, environment secretary, might be prepared to help fund a £80m extension to the Manchester Metrolink



(iii) Press Cutting, Journal

REGIONAL NEWS

SEARCH FOR PRIVATE INVESTOR

# Hopes for new Tyne crossing

THE Government is stepping up the search for a private sector partner to build a new Tyne crossing to ease traffic congestion.

Treasury financial secretary Stephen Dorrell said it was one of a series of projects across England to involve the

By DAVID PERRY

Chief Political Correspondent

pointed to current peak time delays biting traffic movements across the Tyne. They forecast the capacity will be exceeded for most of the day before 2001 and could bring Newcastle to a virtual standstill.

Their proposal is for a new tunnel adjacent to the existing tolled tunnel to be built at a cost of about £100m. Funding would be similar to the Dartford Tunnel in London where the developer was granted the right to operate an existing tolled tunnel for a period and use the proceeds plus those from the second tunnel to fund construction costs.

The report suggested a new crossing would accelerate the pace of development at Royal Quays creating jobs.

Bob Tilmouth, chief executive of Tyne and Wear Chamber of Commerce welcomed the announcement but stressed the public sector would have to meet some of the costs.

But he predicted the country's leading civil engineers could be attracted to the project if they were guaranteed a cash return.

He added: "There is no question about it — there is a need for this which will certainly become more urgent, certainly by the end of the decade."

Newcastle North Labour MP Doug Henderson said: "Once we have decided on what we need across the Tyne, I have no objection to private funding for any necessary bridge or tunnel."

QUOTE

There is no question about it — there is a need for this which will certainly become more urgent by the end of the decade.

—BOB TILMOUTH  
Tyne and Wear Chamber of Commerce

private sector in infrastructure projects.

Chancellor Norman Lamont has already unveiled enormous job-creating schemes for London including a Heathrow express, a fast rail link from St Pancras to the Channel Tunnel and Crossrail — a plan for a main line railway to run beneath the capital from east to west.

Mr Dorrell said: "In each region of the country that logic can be applied.

"If there is a case for investing in a new Tyne crossing and the private sector wishes to come forward with proposals, we certainly would be prepared to consider it."

A joint study funded by local authorities and the Tyne and Wear Development Corporation has already

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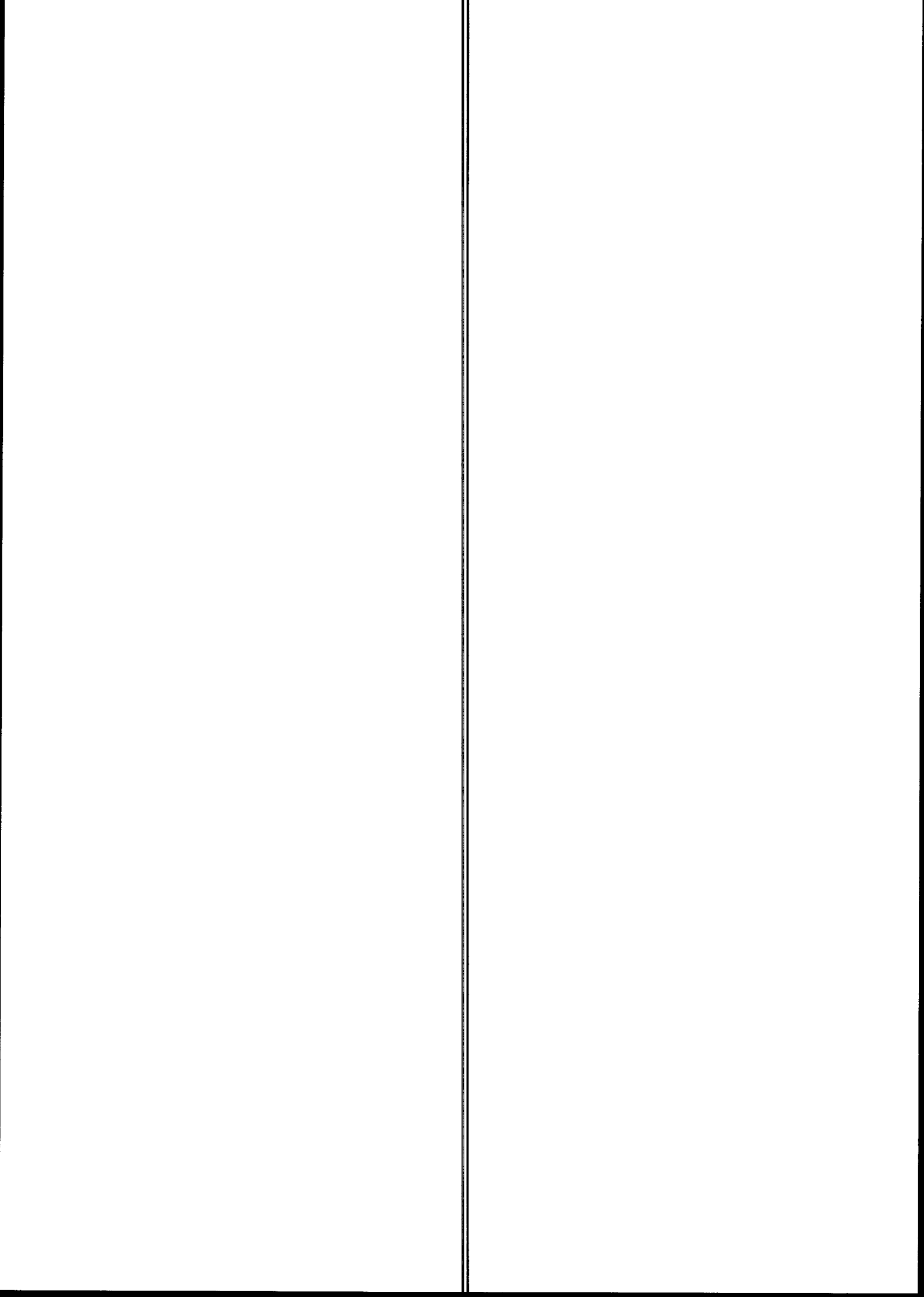
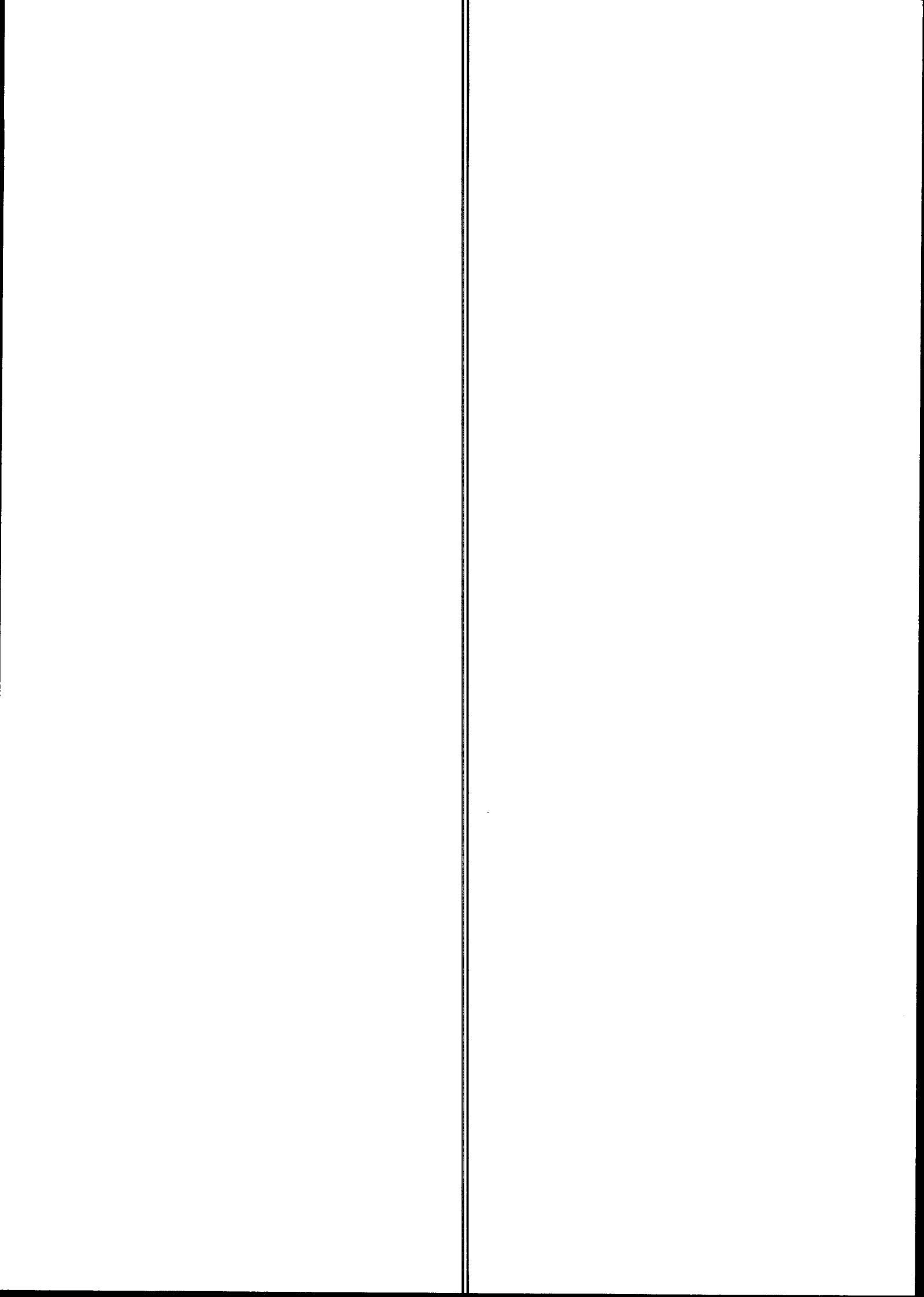
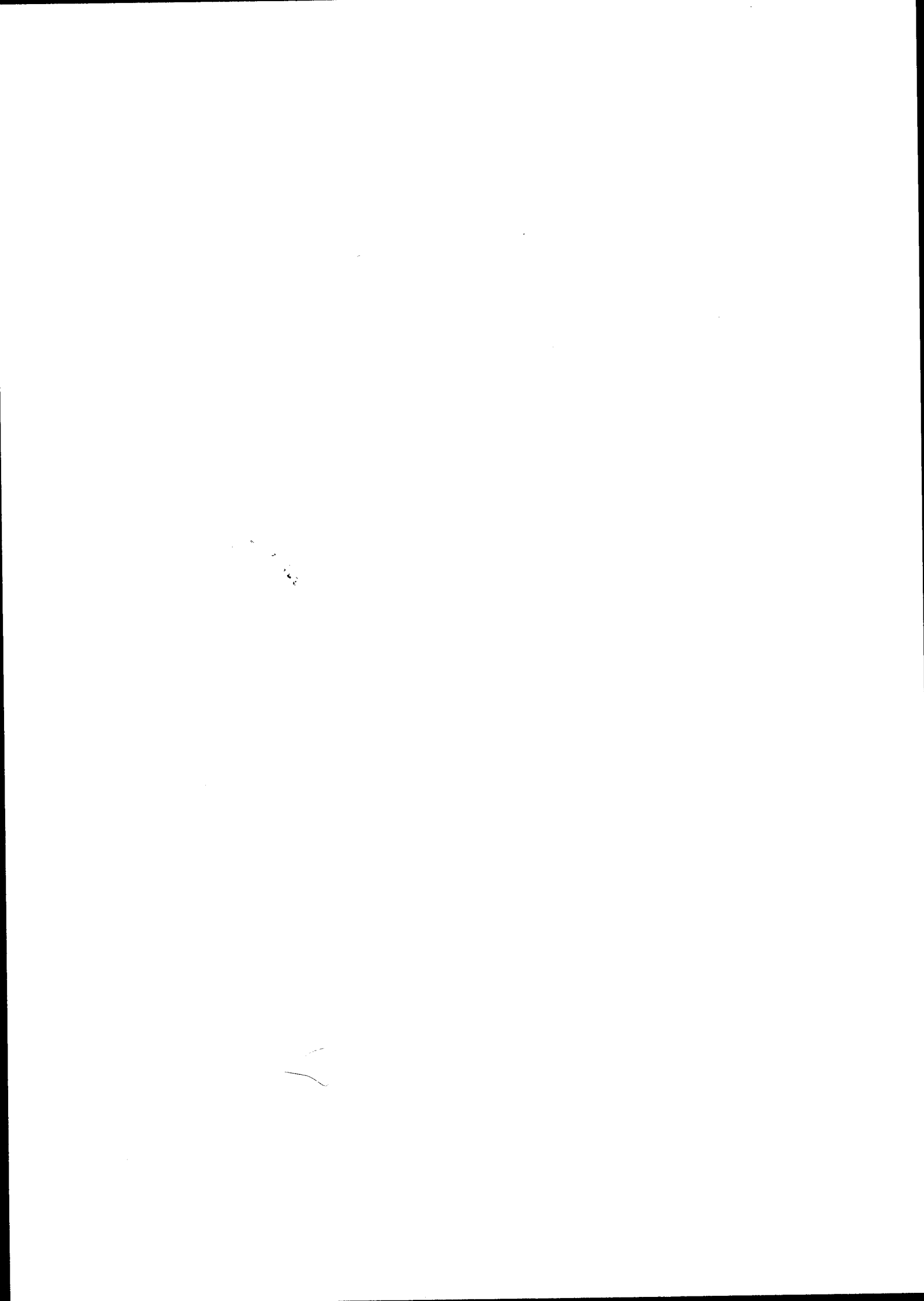


Table 7.2 Summary of Benefits and Costs  
Present Value (PV) and () Net Present Values in £M in 1988 at 1988 Prices

PV of Capital Costs	Without Public Transport/Traffic Restraint				With Public Transport/Traffic Restraint			
	St. Lawrence	St. Anthony	Walker	St. Bede	St. Lawrence	St. Anthony	Walker	St. Bede
Total scheme costs discounted to 1988 for 2001 opening	14.8	32.0 (Variant A)	36.4 (Variant A)	48.6 [2nd Tun.] 36.4 [4L-Bridge] 28.4 [2L-Bridge]	14.8	32.0 (Variant A)	36.4 (Variant A)	47.6 [2nd Tun.] 34.9 (Bridge) 28.4 [2L-Bridge]
PV of Benefits								
Low Growth Development Led Scenario	62.7 (47.9)	69.5 (37.5)	63.2 (26.8)	56.1 (7.5,19.7, 27.7)	96.7 (82.0)	128.0 (96.0)	122.0 (85.6)	106.4 (58.8,71.5 78.0)
High Growth Development Led Scenario	73.3 (58.5)	83.5 (51.5)	83.0 (46.6)	74.2 (25.6,37.8 45.8)	104.2 (89.4)	132.3 (100.3)	130.9 (94.5)	119.2 (71.6,84.3 90.8)
PV of Benefits								
Low Growth Employment Led Scenario	58.5 (43.7)	80.8 (48.8)	100.3 (63.9)	41.6 (-7.0,5.2 13.2)	61.9 (47.1)	79.4 (47.4)	87.8 (51.4)	77.4 (29.8,42.5 49.0)
High Growth Employment Led Scenario	68.6 (53.8)	86.7 (54.7)	114.3 (77.9)	58.3 (9.7,21.9 29.9)	66.8 (52.0)	80.6 (48.6)	94.7 (58.3)	89.3 (41.7,54.4 60.9)

Note The values in the two 'halves' of this table (i.e. with and without Public Transport/Traffic Restraint) cannot meaningfully be compared, whereas those within each option can. This is because the 'with' Public Transport/Traffic Restraint scenario was not analysed using a variable O-D matrix, whereas the Do-minimum (without Public Transport/Traffic restraint) was.





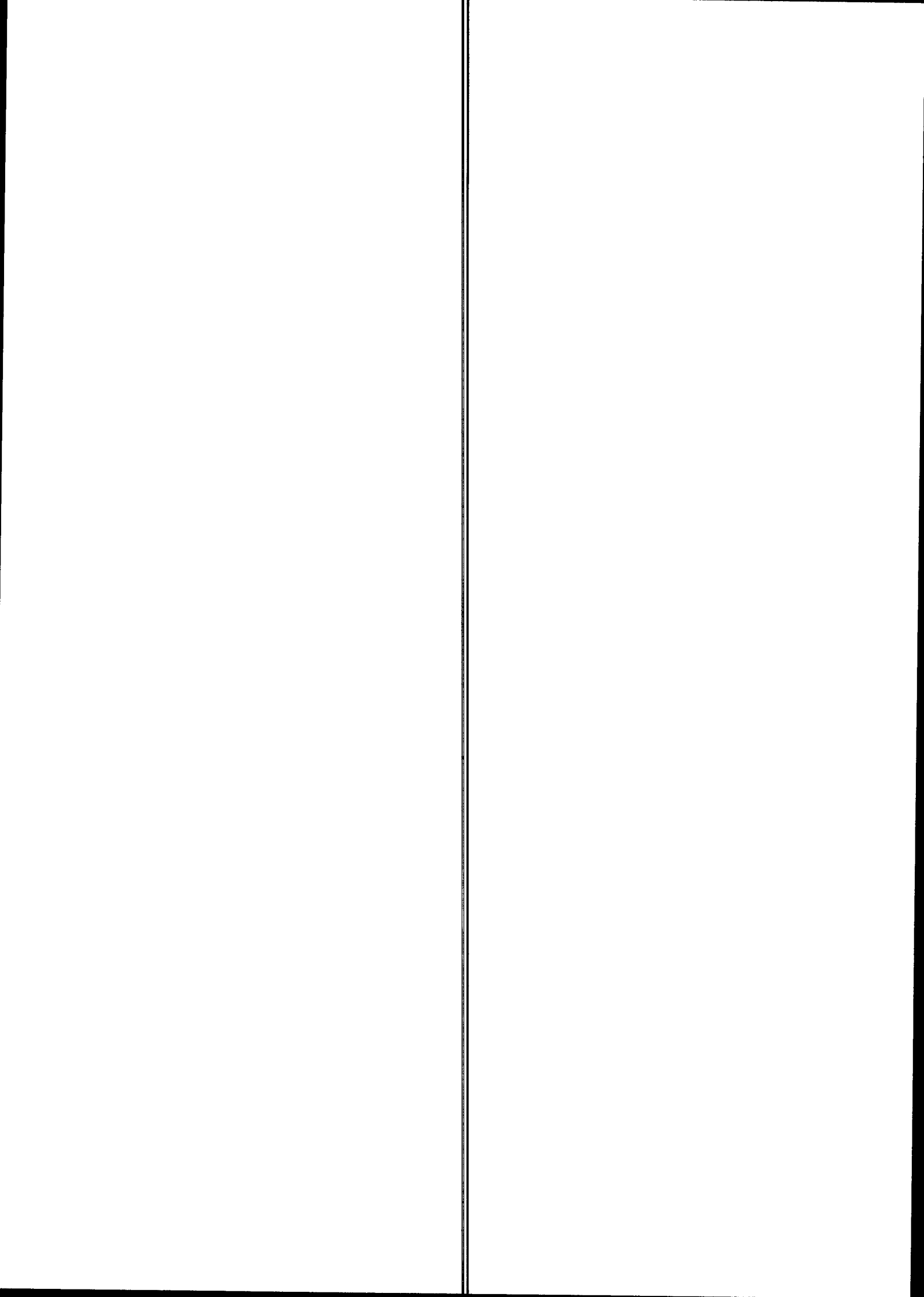
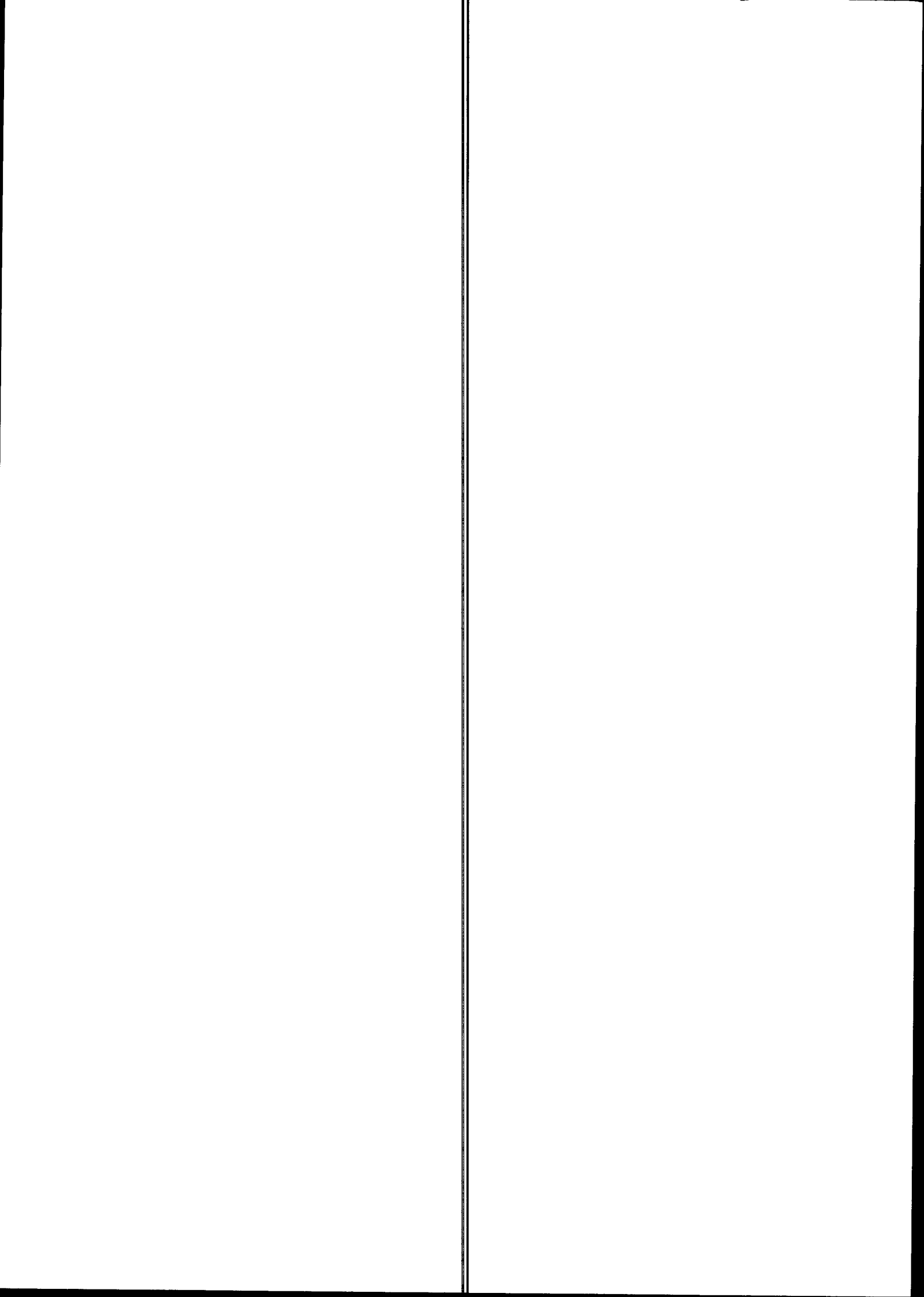


Table 7.3 Spatial Benefits in Terms of Potential for Economic Development

District	St. Lawrence	St. Anthony	Walker	St. Bede
Newcastle	High	High	High	Medium
Gateshead	Medium	Low	Low	Low
North Tyneside	Low	Medium	Medium	High
South Tyneside	Low	Medium	Medium	High
Sunderland	None	Low	Low	Medium
Durham	None	Low	Low	Low
Northumberland	None	None	None	Medium

*Wider  
economic  
benefits  
Northumberland  
Sunderland*



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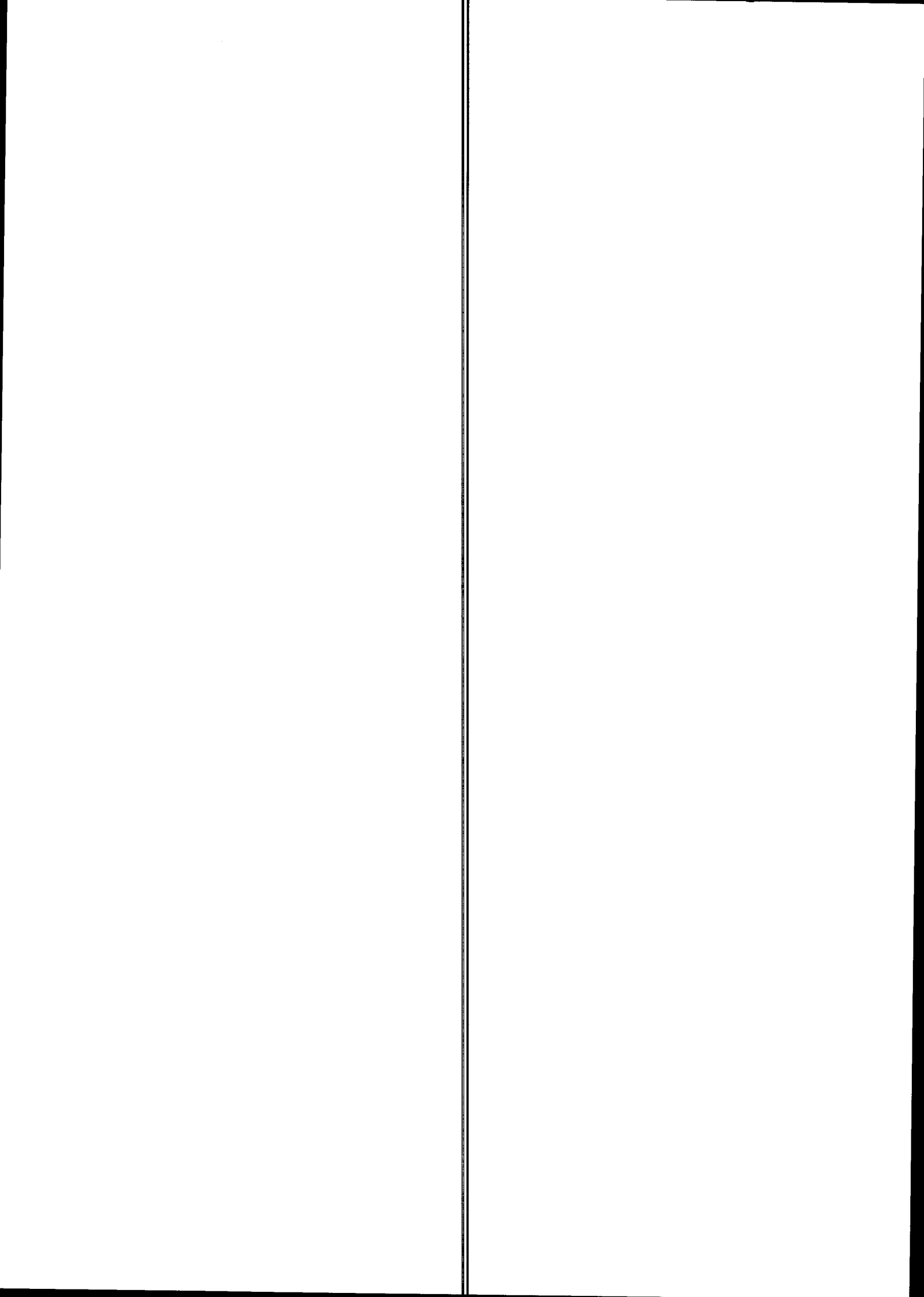
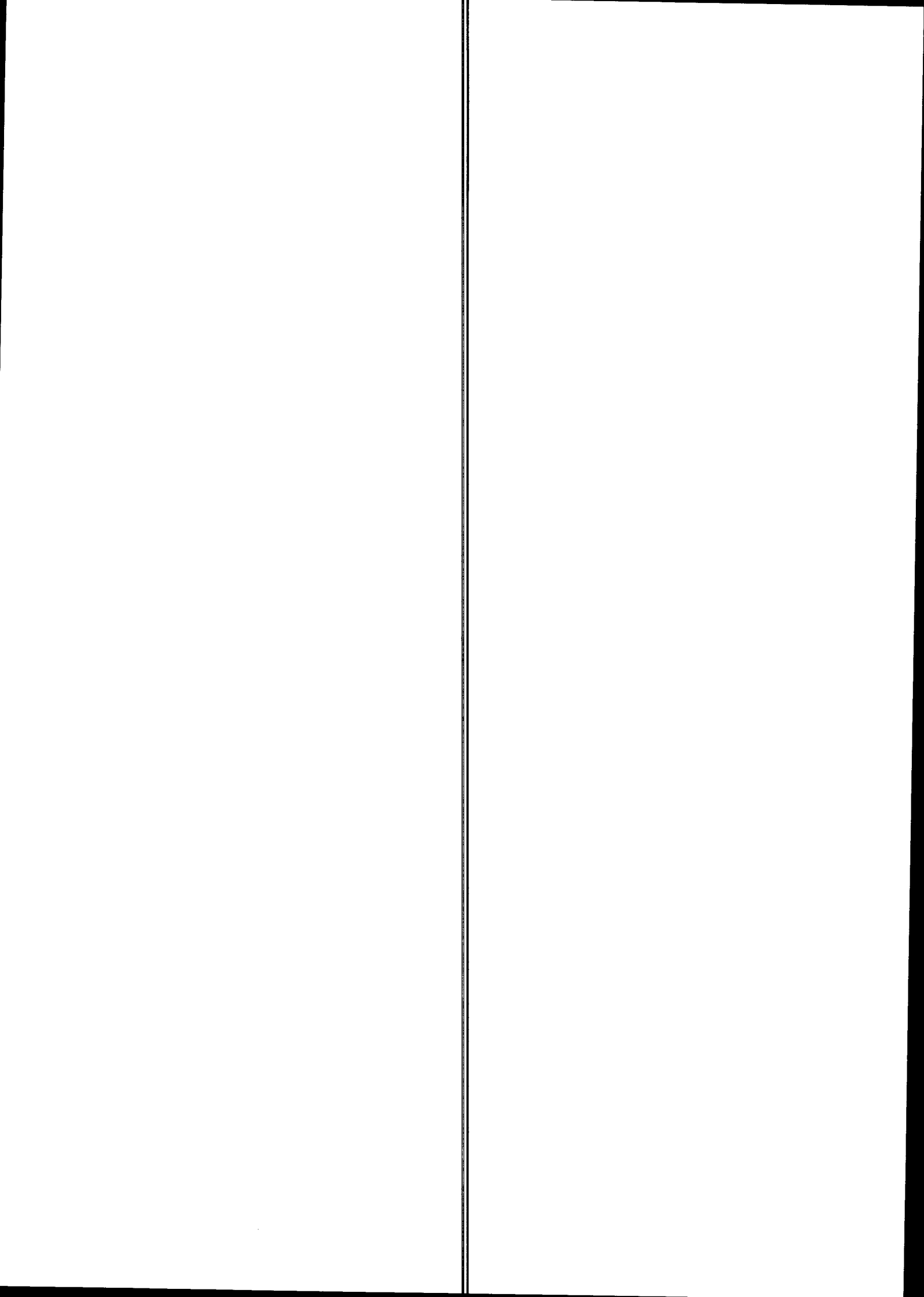
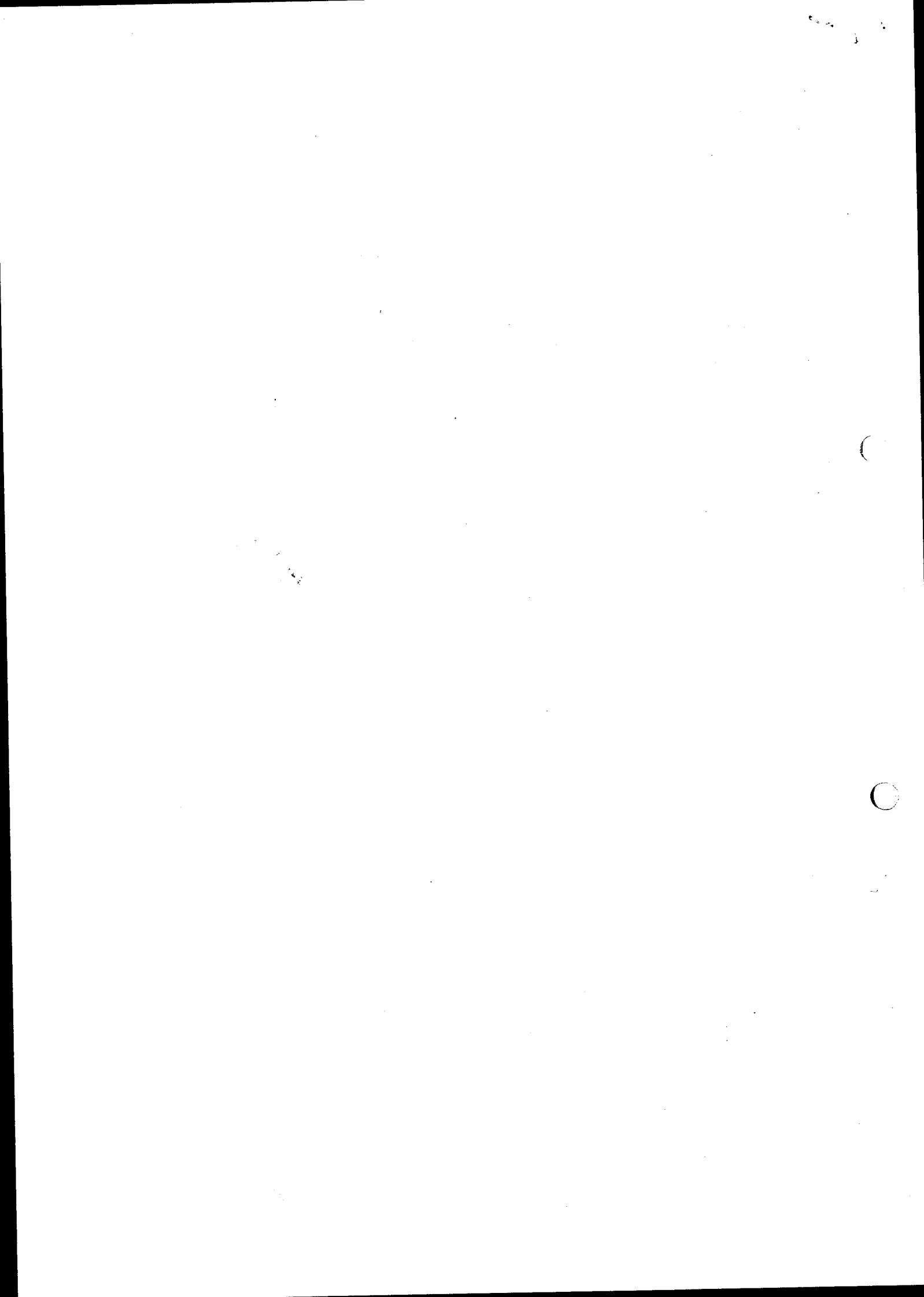


TABLE 7.10 - ENVIRONMENTAL IMPACT - WALKER CROSSING VARIANT A

	Residential Properties Demolished	Other Properties Demolished	Residential Properties within 50m	Other Properties within 50m	Visual Impact	Heritage and Conservation Impact	Open Space Affected	Severance	Construction Disturbance
South of Tyne	7	1 large Electricity Sub Station	28	3 light Ind Units 1 Retail Unit 1 Gdn Centre	Severe at Southern B/head	Southern Bridgehead on site of Nature Conservation Interest.  At Monkton Mill route passes through area with proposals for community forest.	9.8	-	Severe at Mill Crescent, Marion Drive
North of Tyne Shields Rd - Walker Rd	0	2 Light Ind Units	165	1 Public House St Silas Church Byker Police Stn 22 Retail Units 12 Ind Units	Slight	Passes adjacent to St Silas Church (Grade 2)	-	-	Severe at Shields Rd and Walker Rd/Rodney St
Walker Rd - Bridgehead	0	3 Ind Units Shephards Scrap Yard 1 Public House (derelict)	171	1 Office Unit Byker Reclamation Plant 9 Ind Units	Severe at St Peters Basin and along Walker Riverside	0	4.3 hectares	-	Severe at St Peters Basin, Rodney St and alongside the oval and Evlistones Gdn. Great alongside Merton Rd.
Bridgehead - White St	0	1 Scrap Yard	30	1 Small Office Unit 3 Ind Units	-	0	0.9 hectares	-	Great alongside Bernard St.





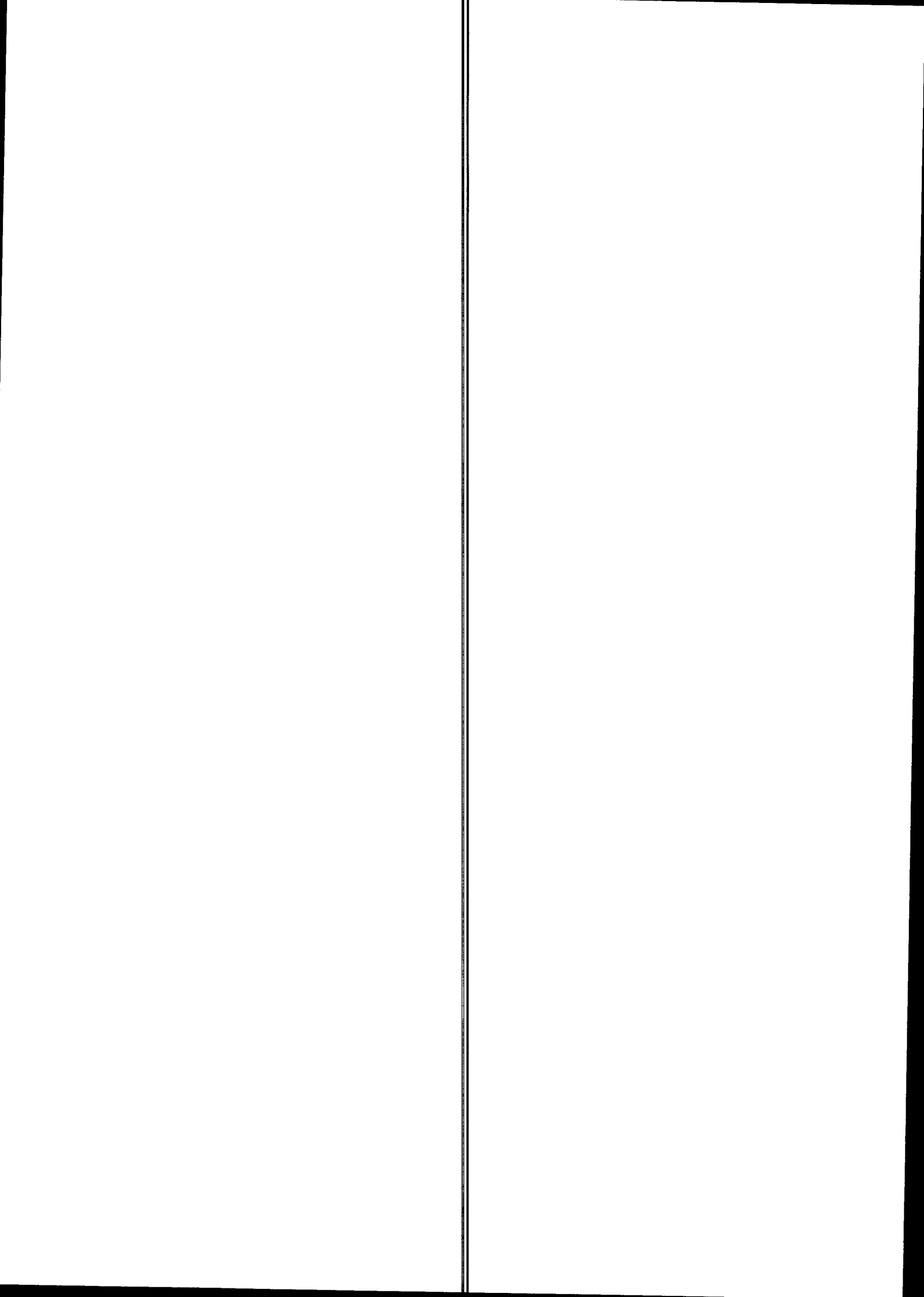
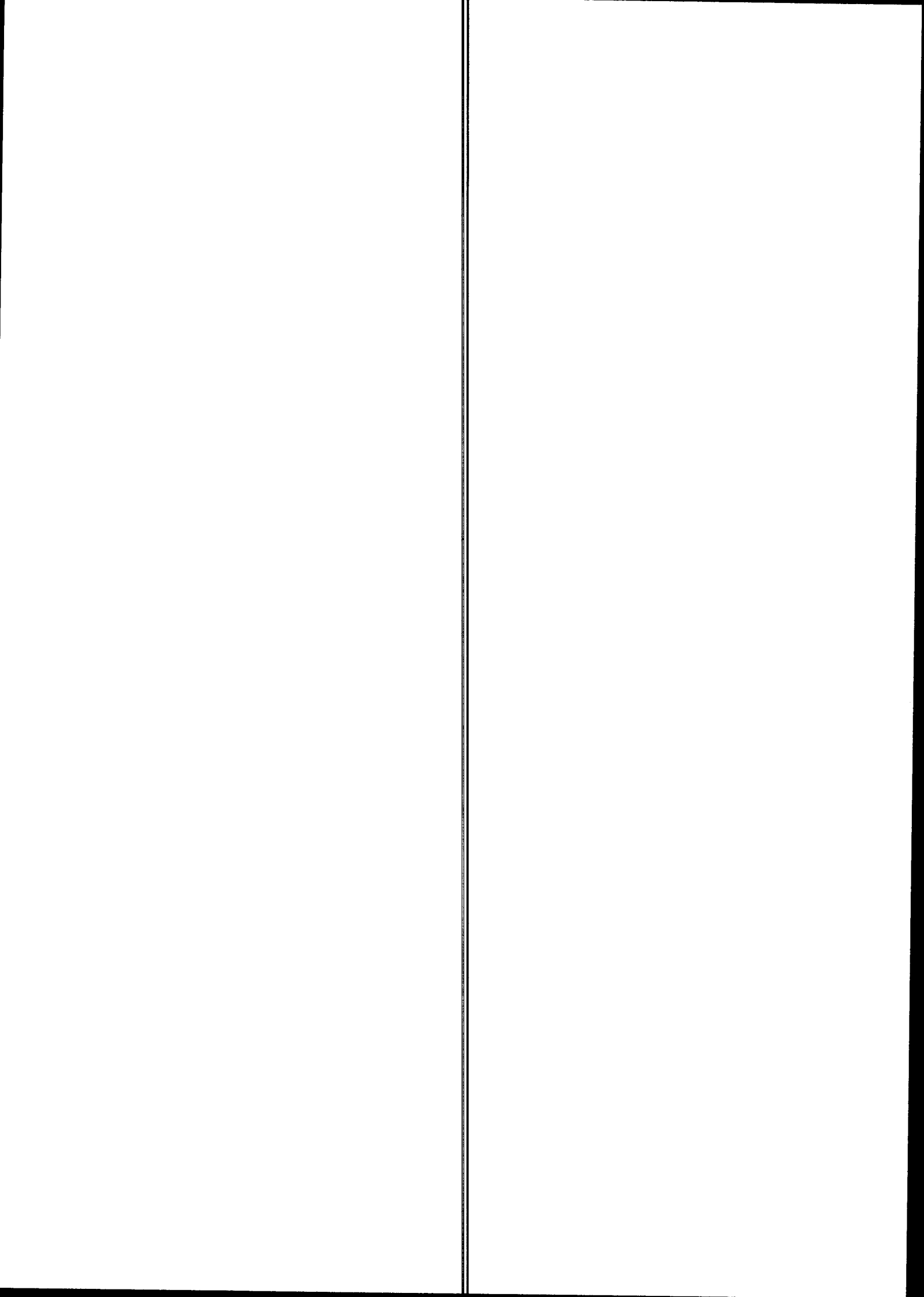
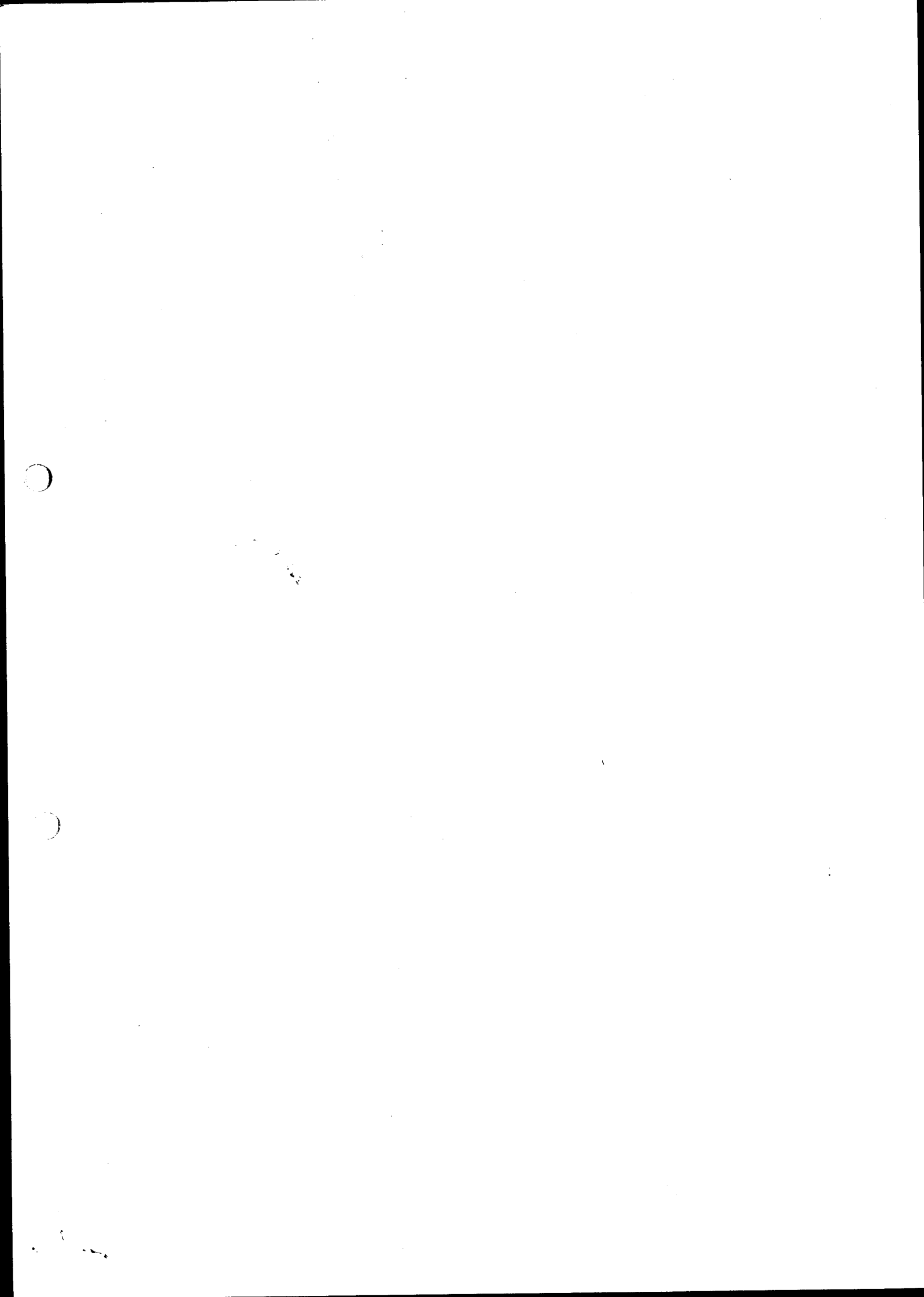


TABLE 7.11 - ENVIRONMENTAL IMPACT - WALKER CROSSING VARIANT B

	Residential Properties Demolished	Other Properties Demolished	Residential Properties within 50m	Other Properties within 50m	Visual Impact	Heritage and Conservation Impact	Open Space Affected	Severance	Construction Disturbance
South of Tyne	7	1 large Electricity Sub Station	28	3 light Ind Units 1 Retail Unit 1 Gdn Centre	Severe at Southern B/head	Southern Bridgehead on site of Nature Conservation Interest. At Monkton Mill route passes through area with proposals for community forest.	9.8	-	Severe at Mill Crescent, Marion Drive
North of Tyne									
Shields Rd - Walker Rd	15	4 Retail Units	67	3 Retail Units	Slight		1.3 hectares	Slight along Allendale Road	Severe along Allendale Road and Bethal Street
Walker Rd - Bridgehead	0	Large proportion of Walker Road allotment	117	1 Industrial Unit	Severe at Allendale Road and along Walker Riverside	0	3.7 hectares	Slight	Severe at the Oval and Eivstones gardens. Great alongside Merton Road.
Bridgehead - White St	0	1 Scrap Yard	30	1 Small Office Unit 3 Ind Units	-	0	0.9 hectares	-	Great alongside Bernard St.





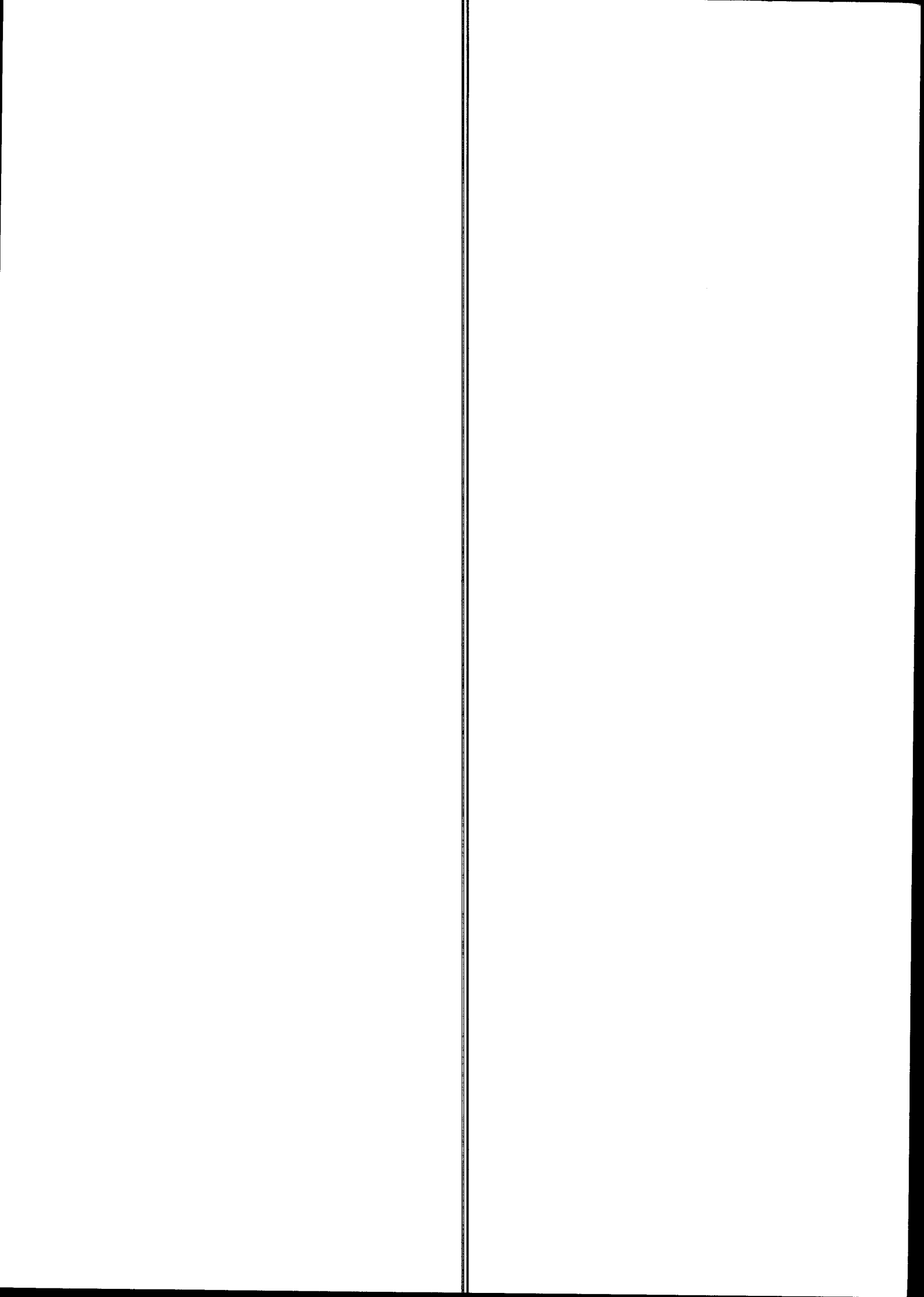
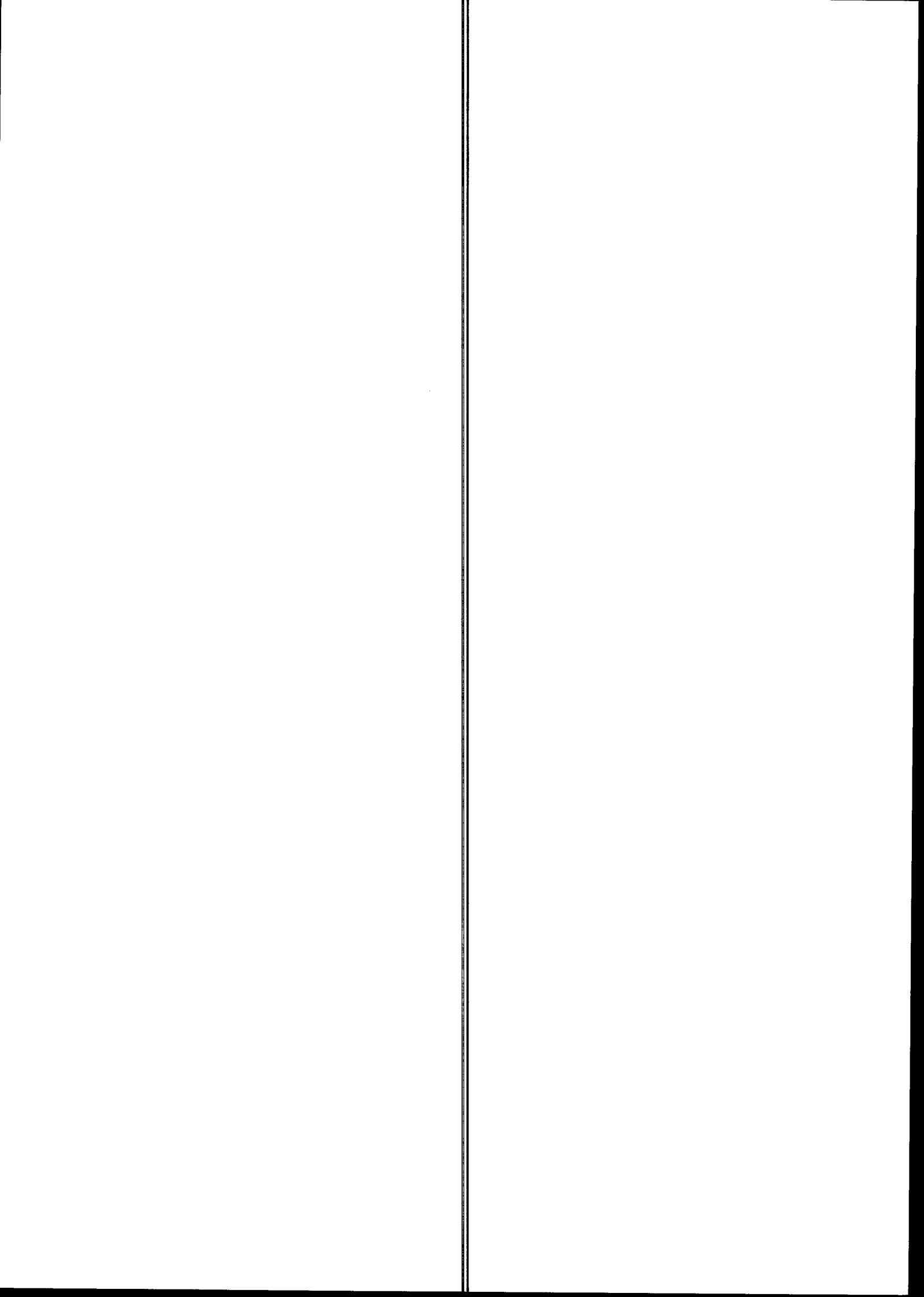
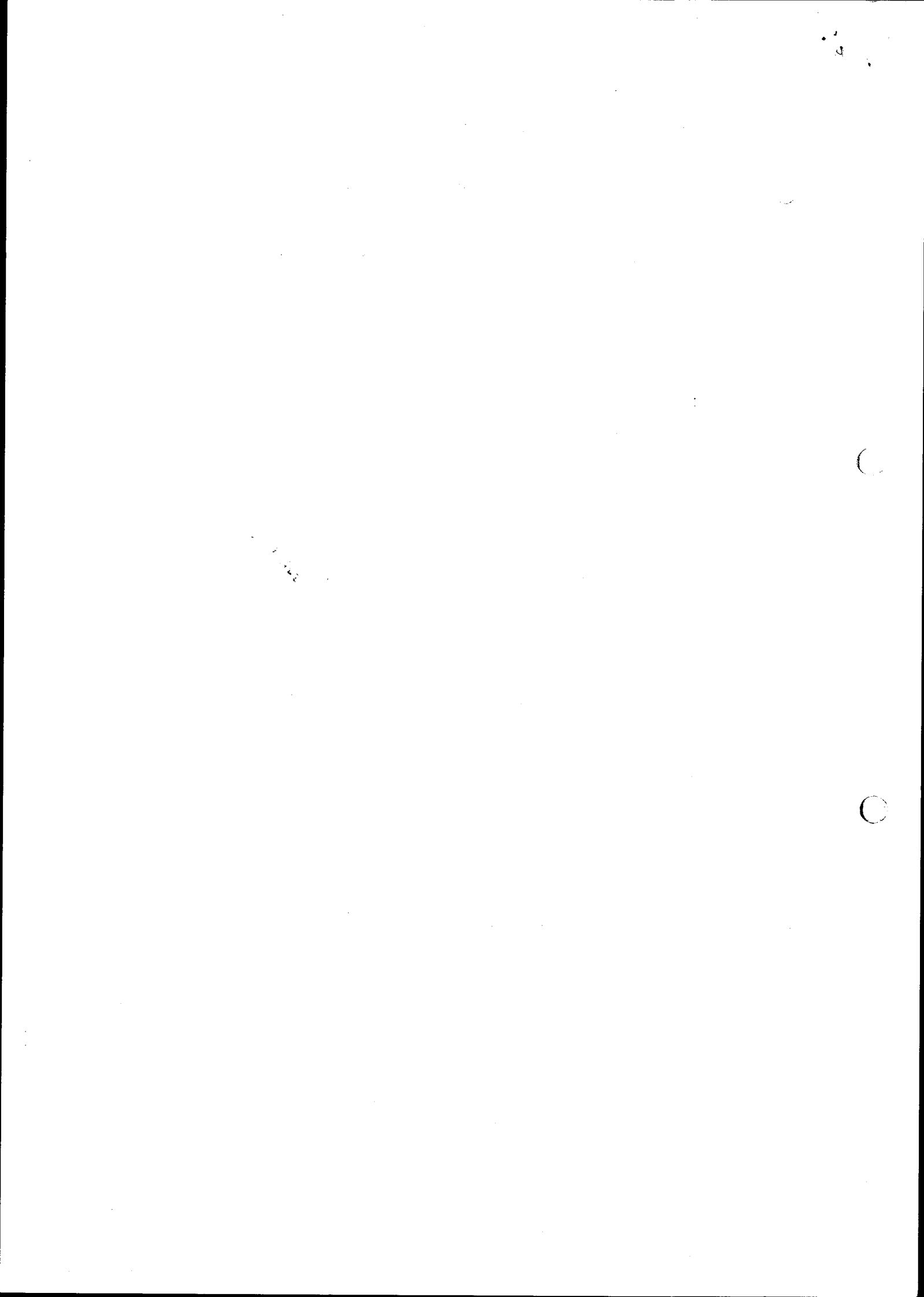


Table 7.9 Environmental Impact - St Bede's - 2-Lane Bridge

	Residential Properties Demolished	Other Properties Demolished	Residential Properties Within 50m	Other Properties Within 50m	Visual Impact	Heritage and Conservation Impact	Open space affected	Severance	Construction disturbance
South of Tyne	13	Grange Nursing Home-1 Retail Unit-St Peters Primary School-Electricity Sub Station-1 Office Unit	92	Tyne Tunnel Offices 4 Retail Units 3 Ind Units 2 Public Houses Jarrow Cemetery	Severe throughout	Viaduct passes within 20m of the Tunnel Tavern (Grade 2)  Viaduct passes close to statue of Sir Charles Mark (Grade 2)  Revised junction arrangements affect conservation area	1 hectare	Slight	Severe for section throughout Jarrow
North of Tyne	0	Office Units	0	0	0				





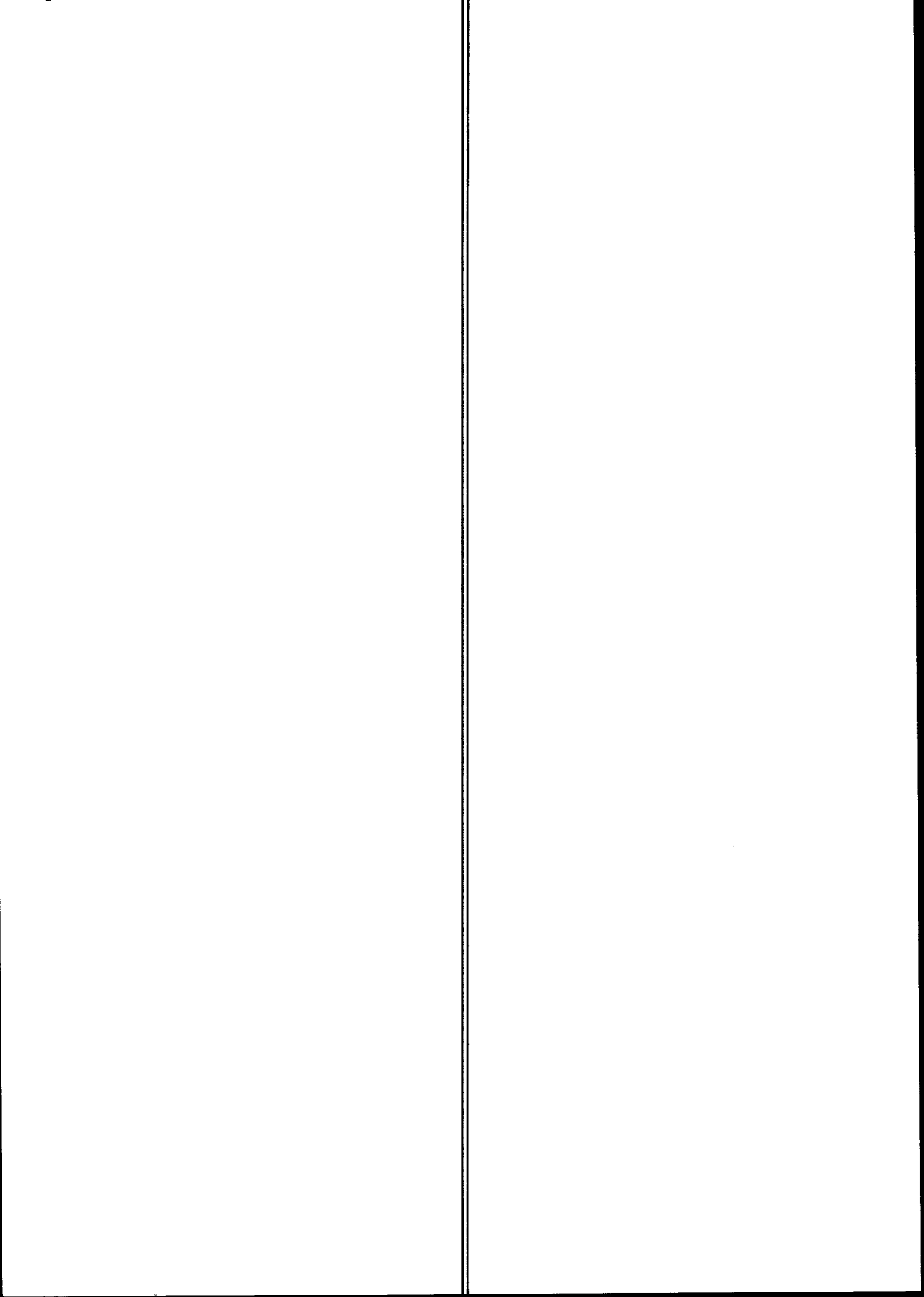
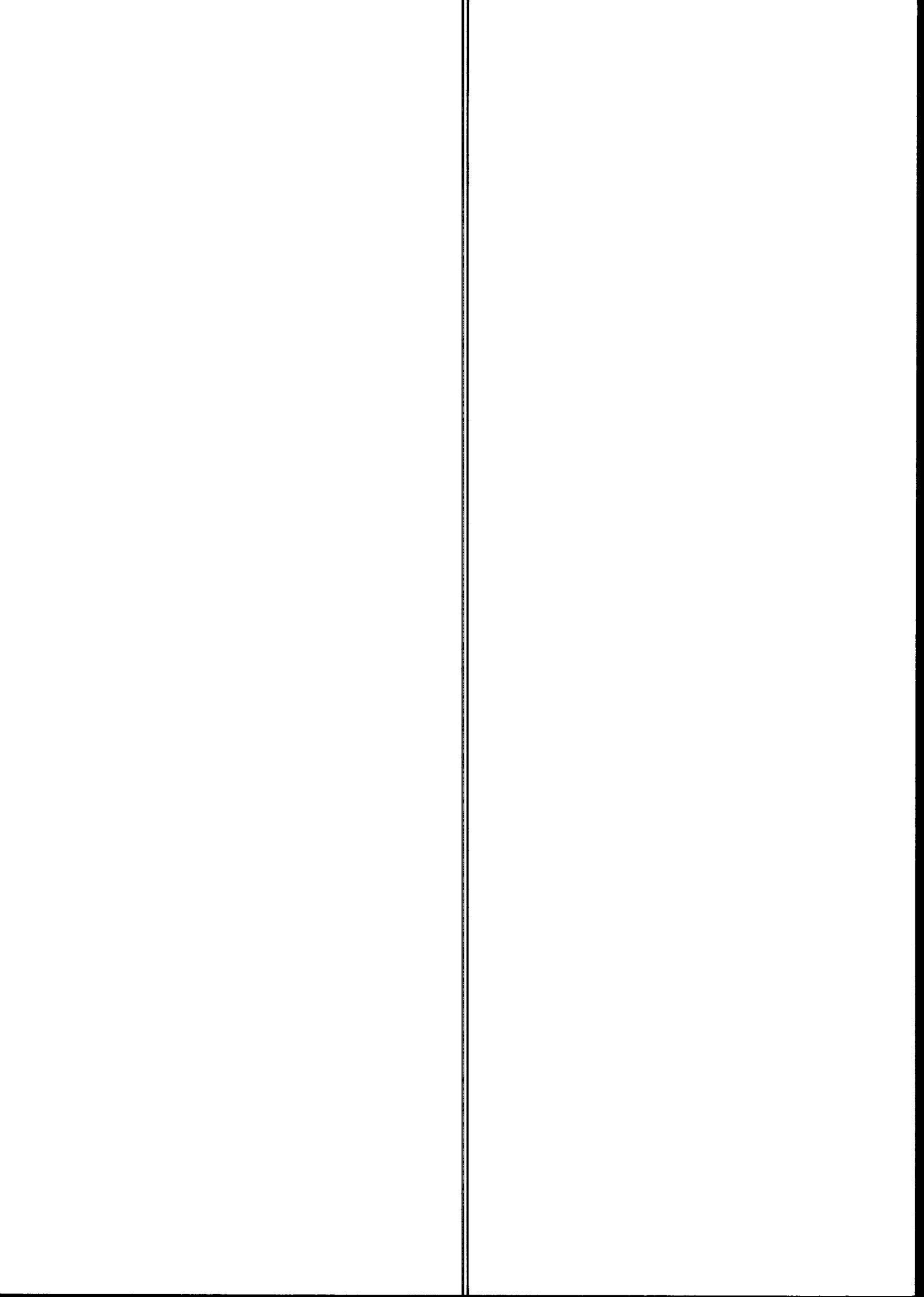
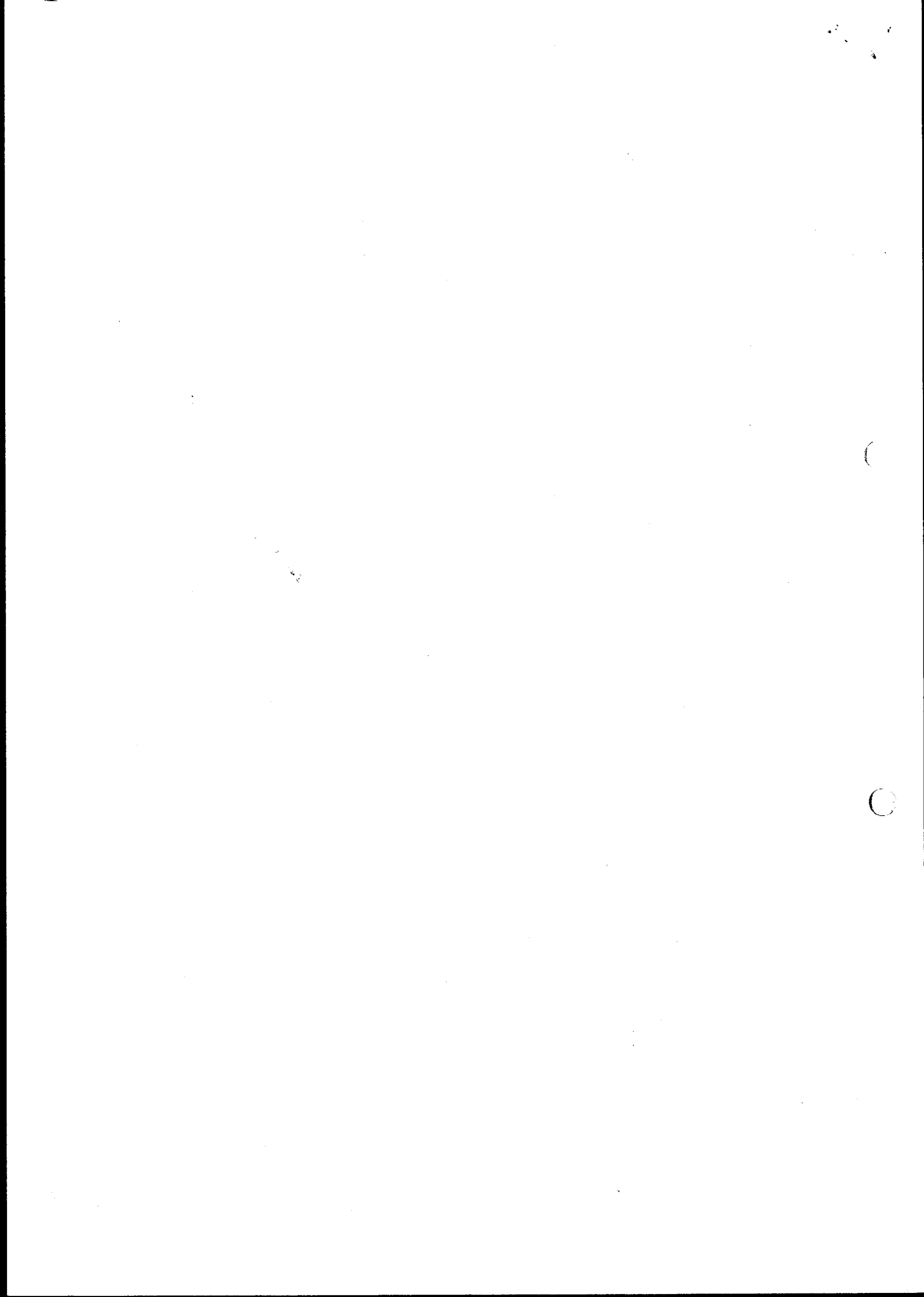


Table 7.10 Environmental Impact - St Bede's - 4-Lane Bridge

	Residential Properties Demolished	Other Properties Demolished	Residential Properties Within 50m	Other Properties Within 50m	Visual Impact	Heritage and Conservation Impact	Open space affected	Severance	Construction disturbance
South of Tyne	18	Grange Nursing Home-1 Retail Unit-St Peters Primary School-Electricity Sub Station-1 Office Unit	92	Tyne Tunnel Offices 4 Retail Units 3 Ind Units 2 Public Houses Jarraw Cemetery	Severe throughout	Viaduct passes within 20m of the Tunnel Tavern (Grade 2)  Viaduct passes close to statue of Sir Charles Mark (Grade 2)  Revised junction arrangements affect Conservation Area	1 hectare	Slight	Severe for section throughout jarraw
North of Tyne	0	1 Office Unit	0	0					





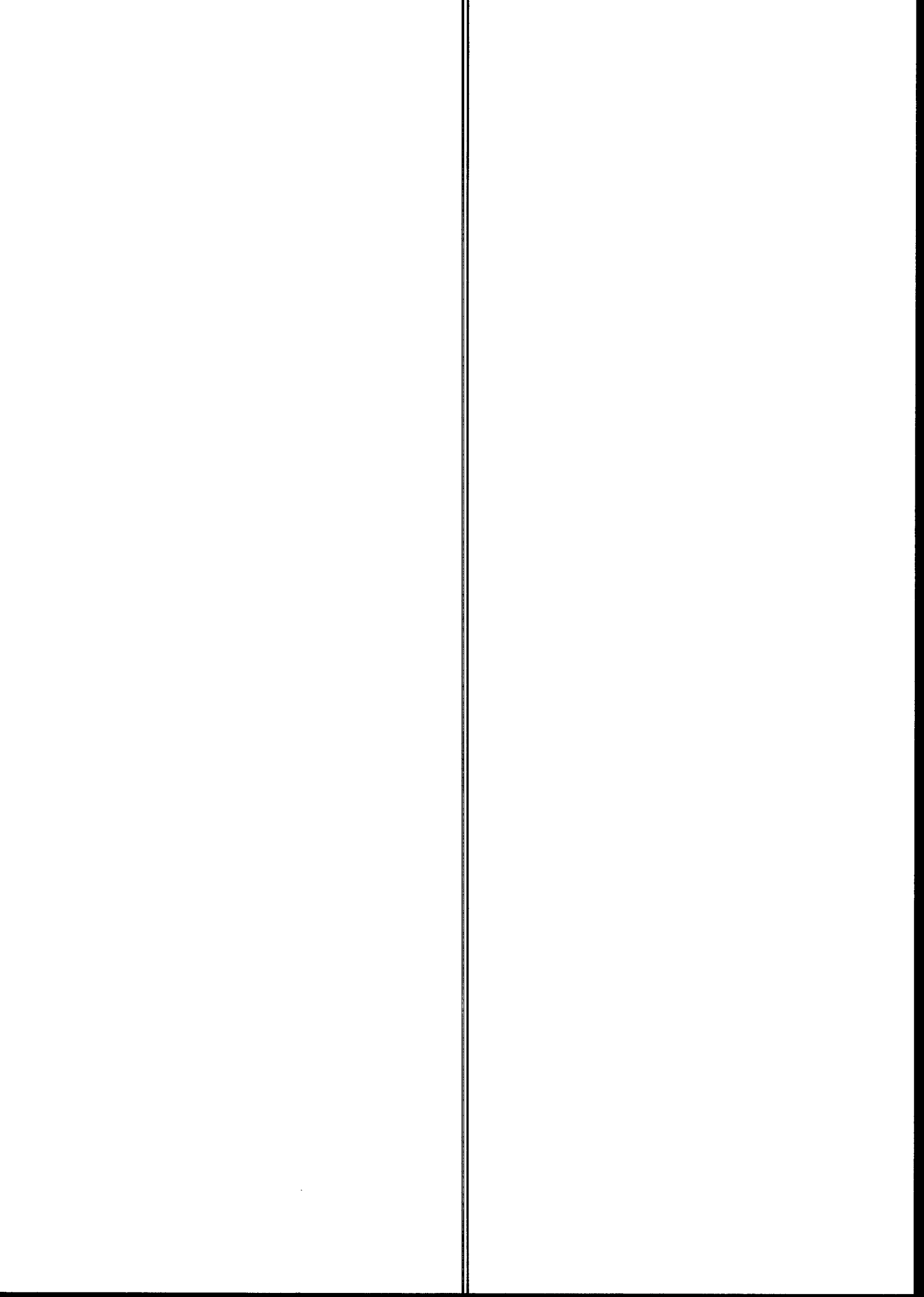


Table 7.11 Environmental Impact - St Bede's - 2nd Tunnel

	Residential Properties Demolished	Other Properties Demolished	Residential Properties Within 50m	Other Properties Within 50m	Visual Impact	Heritage and Conservation Impact	Open space affected	Severance	Construction disturbance
South of Tyne	0	0	6	Jarrow Cemetery	None	Revised junction arrangements affect conservation area	1.0 hectares	None	Severe around portal area
North of Tyne	0	1 office unit	0	0					

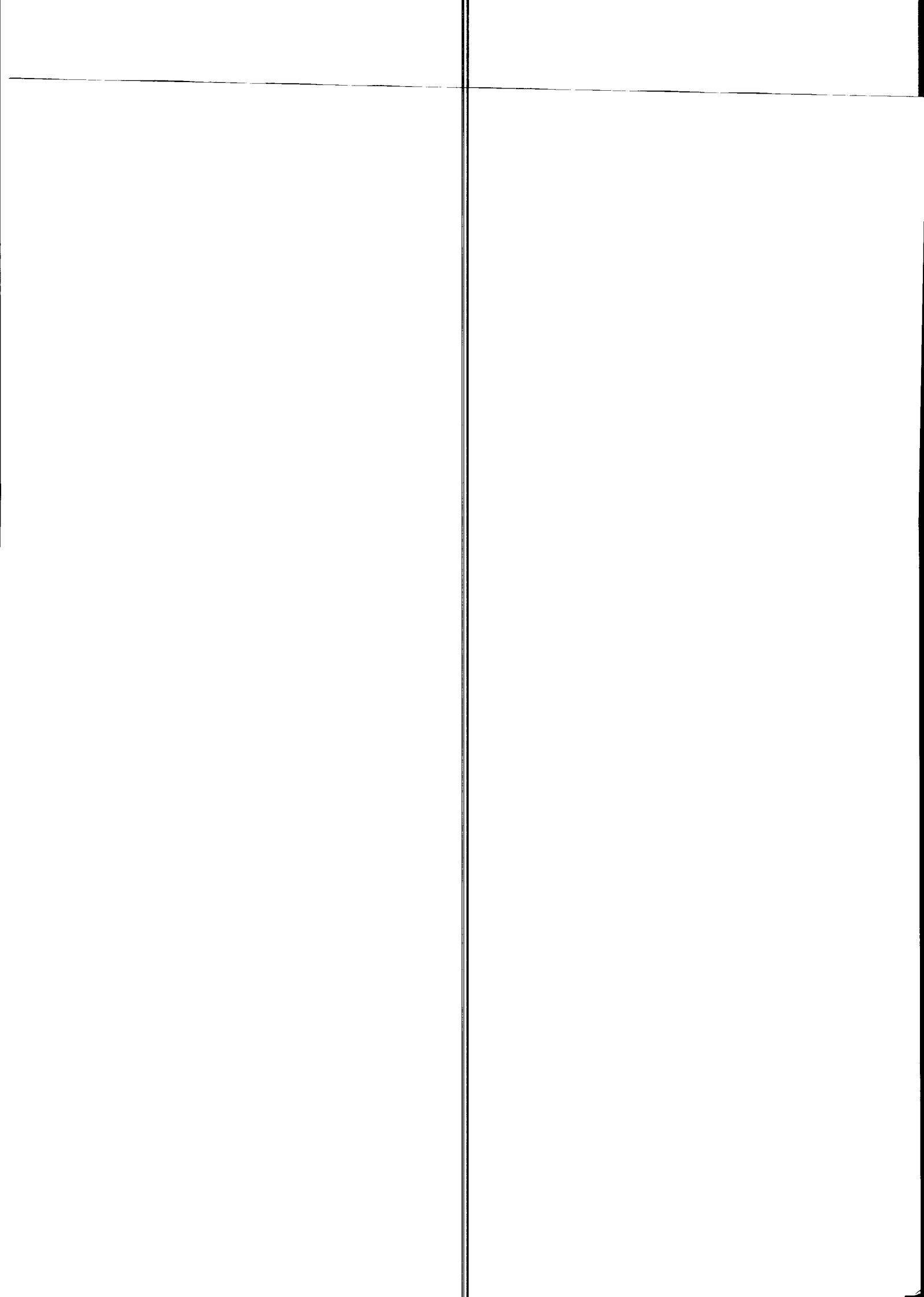


TABLE 7.10 ENVIRONMENTAL IMPACT - ST ANTHONY'S - VARIANT A - RAILWAY ROUTE

	Residential Properties Demolished	Other Properties Demolished	Residential Properties within 50m	Other Properties within 50m	Visual Impact	Heritage and Conservation Impact	Open Space Affected	Severance	Construction Disturbance
South of Tyne	0	2 Social Clubs	45	1 Public House 1 Ind Unit Church Hall Heworth Graveyard Heworth Bus Stn.	Severe at Heworth	Demolition of Heworth Conisutional Club (Grade 2). Within 100m of Heworth Church (Grade 2).	2.0 hectares	Slight	Severe at Heworth and Low Heworth Lane.
North of Tyne Shields Rd - Walker Rd	0	2 Light Ind Units	165	1 Public House St Silas Church Byker Police Stn. 22 Retail Units 12 Ind Units	Slight	Passes adjacent to St Silas Church (Grade 2).			Severe at Shields Rd and Walker Rd & Rodney St.
Walker Rd - Bridgehead	0	3 Ind Units Shephards Scrap Yard	130	1 Office Unit Byker Reclamation Plant 8 Ind Units	Severe at St Peters Basin and along Walker Riverside	0	3.0 hectares	Slight	Severe at St Peters Basin, Rodney St, alongside the Oval and Evistones Gdns.
Bridgehead - White St	0	1 Public House 1 Scrap Yard	83	4 Ind Units 1 Small Office Unit	Slight	0	2.8 hectares	None	Great alongside Bernard St and Merton Rd

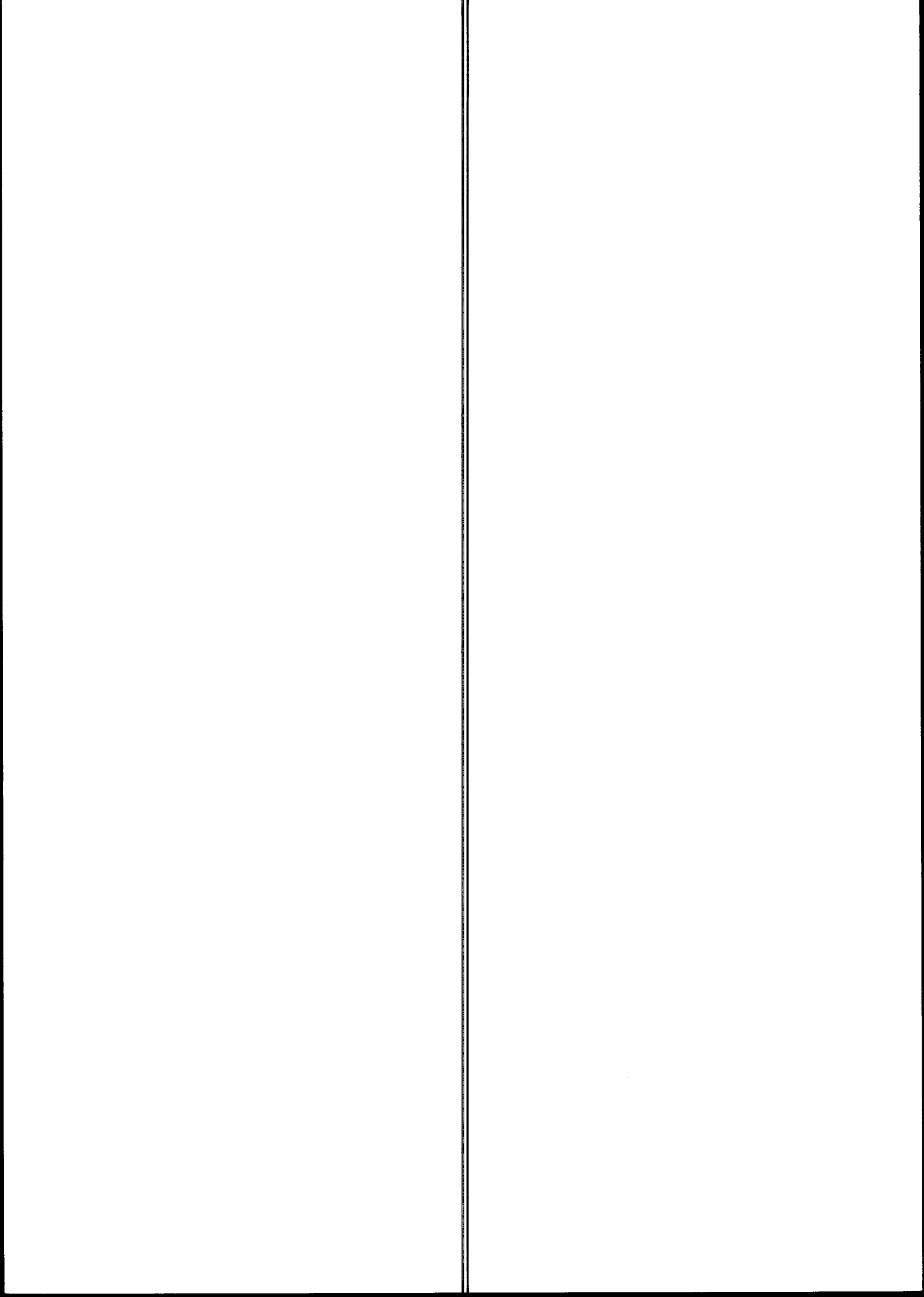
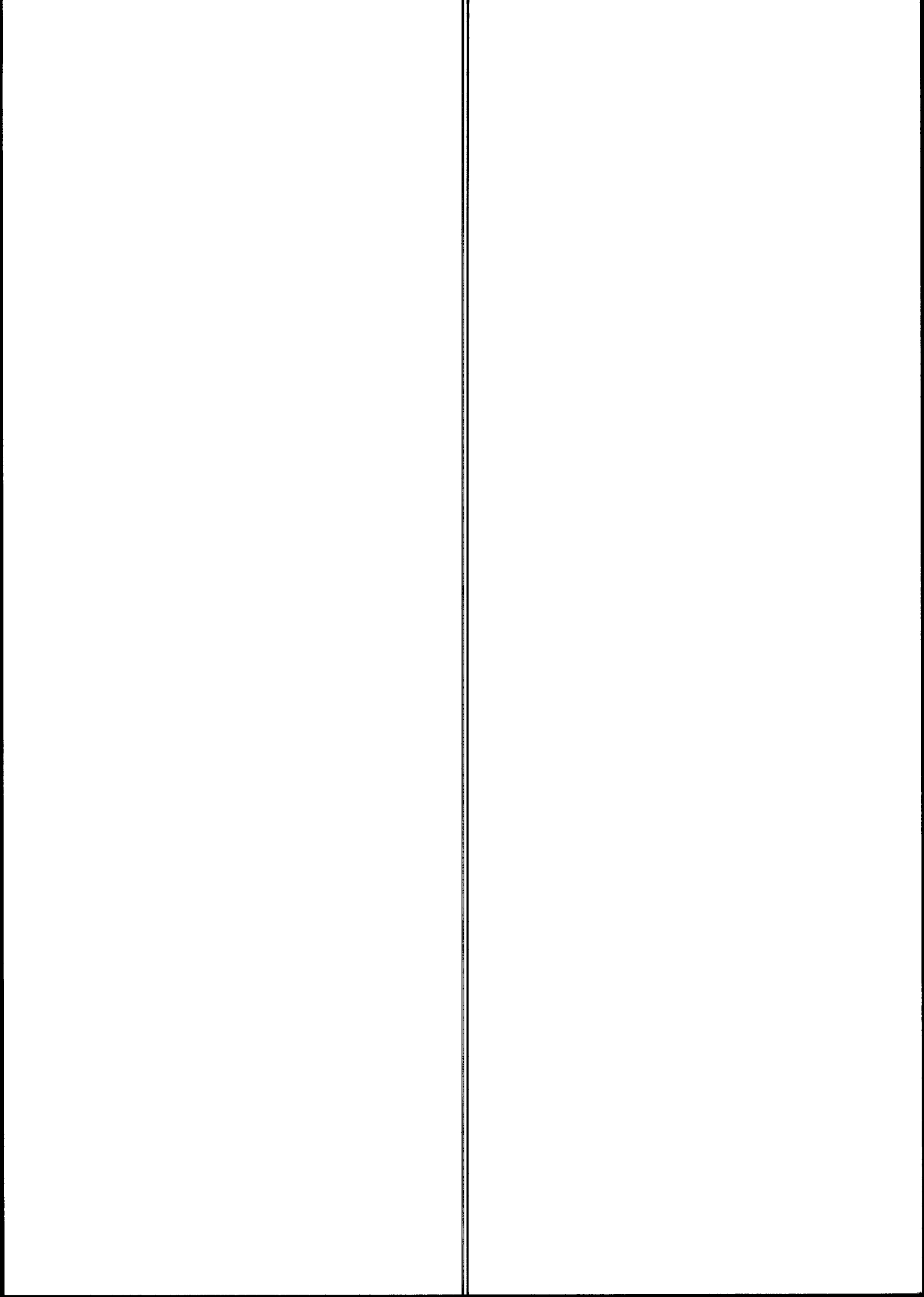


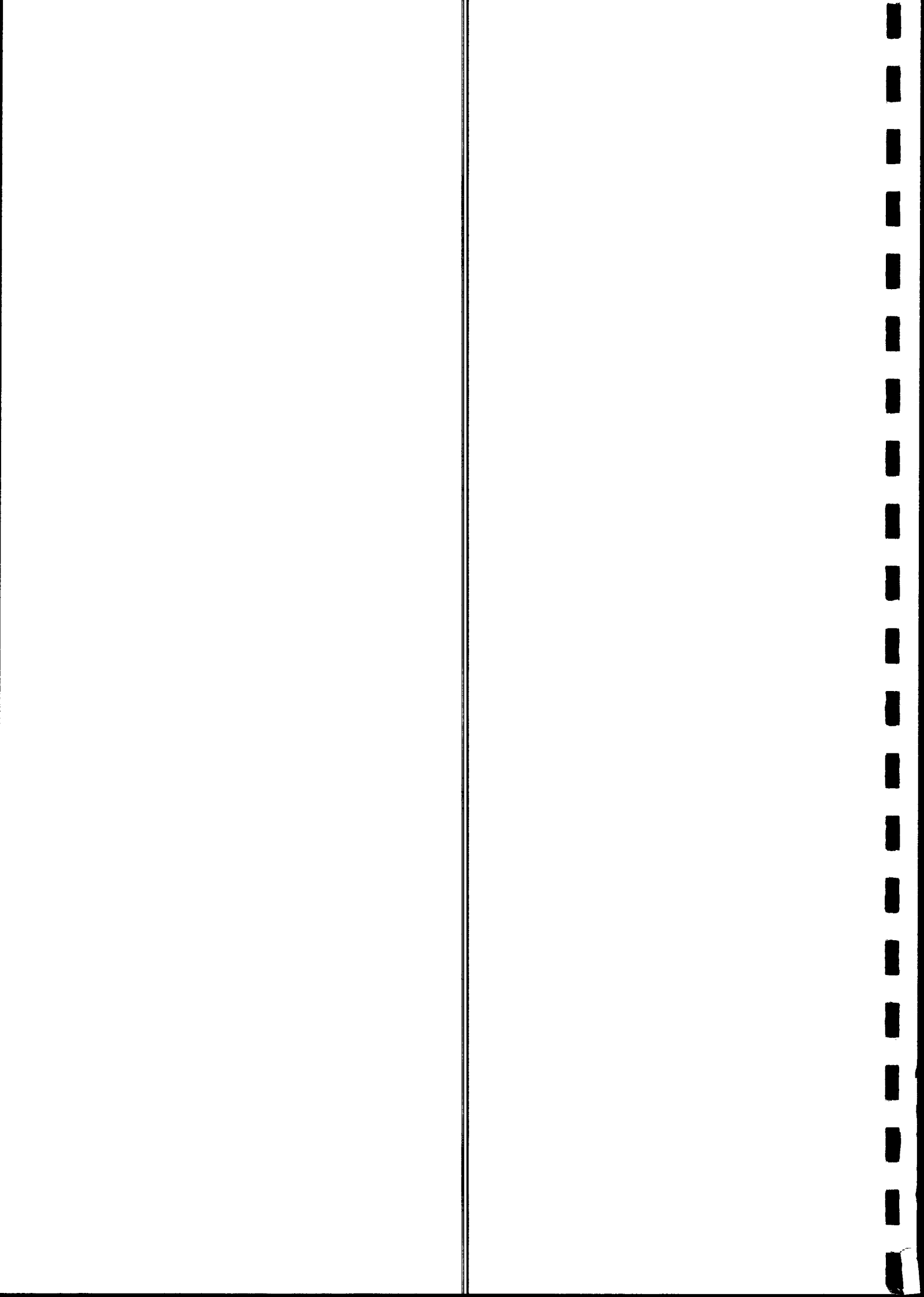
TABLE 7.11 ENVIRONMENTAL IMPACT - ST ANTHONY'S - VARIANT B ALLENDALE RD ROUTE

	Residential Properties Demolished	Other Properties Demolished	Residential Properties within 50m	Other Properties within 50m	Visual Impact	Heritage and Conservation Impact	Open Space Affected	Severance	Construction Disturbance
South of Tyne	0	2 Social Clubs	45	1 Public House 1 Ind Unit Church Hall Heworth Graveyard Heworth Bus Stn.	Severe at Heworth	Demolition of Heworth Conisutional Club (Grade 2).  Within 100m of Heworth Church (Grade 2).	2.0 hectares	Slight	Severe at Heworth and Low Heworth Lane.
Shields Rd - Walker Rd	15	4 Retail Units	67	3 Retail Units	Slight	-	1.3 hectares	Slight along Allendale Rd	Severe along Allendale Rd and Bothal St
Walker Rd - Bridgehead	0	Large proportion of Walker Rd allotments	76	-	Severe at Allendale Rd and along Walker Riverside	-	2.4 hectares	None	Severe at the Oval
Bridgehead - White St	0	1 Public House 1 Scrap Yard	83	4 Ind Units 1 Small Office Unit	Slight	-	2.8 hectares	None	Great alongside Bernard St and Merton Rd



# APPENDIX P

16 TWCC Committee Minute (12 November 1993)



b) Swan Hunter

The Group was advised that there would be further redundancies at Swan Hunter and that the position on bidders had not changed significantly except that a new corporation had shown interest in making a bid. The company concerned operates in the environmental field, particularly with respect to the incineration of waste. It was felt that the company might look towards negotiating arrangements for the disposal of waste for the four local authorities. The Trade Unions had requested the local authorities to meet with the company.

It was commented that it would not be appropriate for the local authorities to enter into such an arrangement for waste disposal.

4. PROGRESS REPORT ON THE CROSS TYNE LINK

The Group considered a joint report of the Chief Executive, South Tyneside and the Executive Director, North Tyneside, on this matter.

The report indicated that North Tyneside, South Tyneside, Newcastle City and Gateshead Councils had formally supported the St. Bede's Crossing and that the Tyne and Wear Development Corporation and the P.T.A. had also indicated their support.

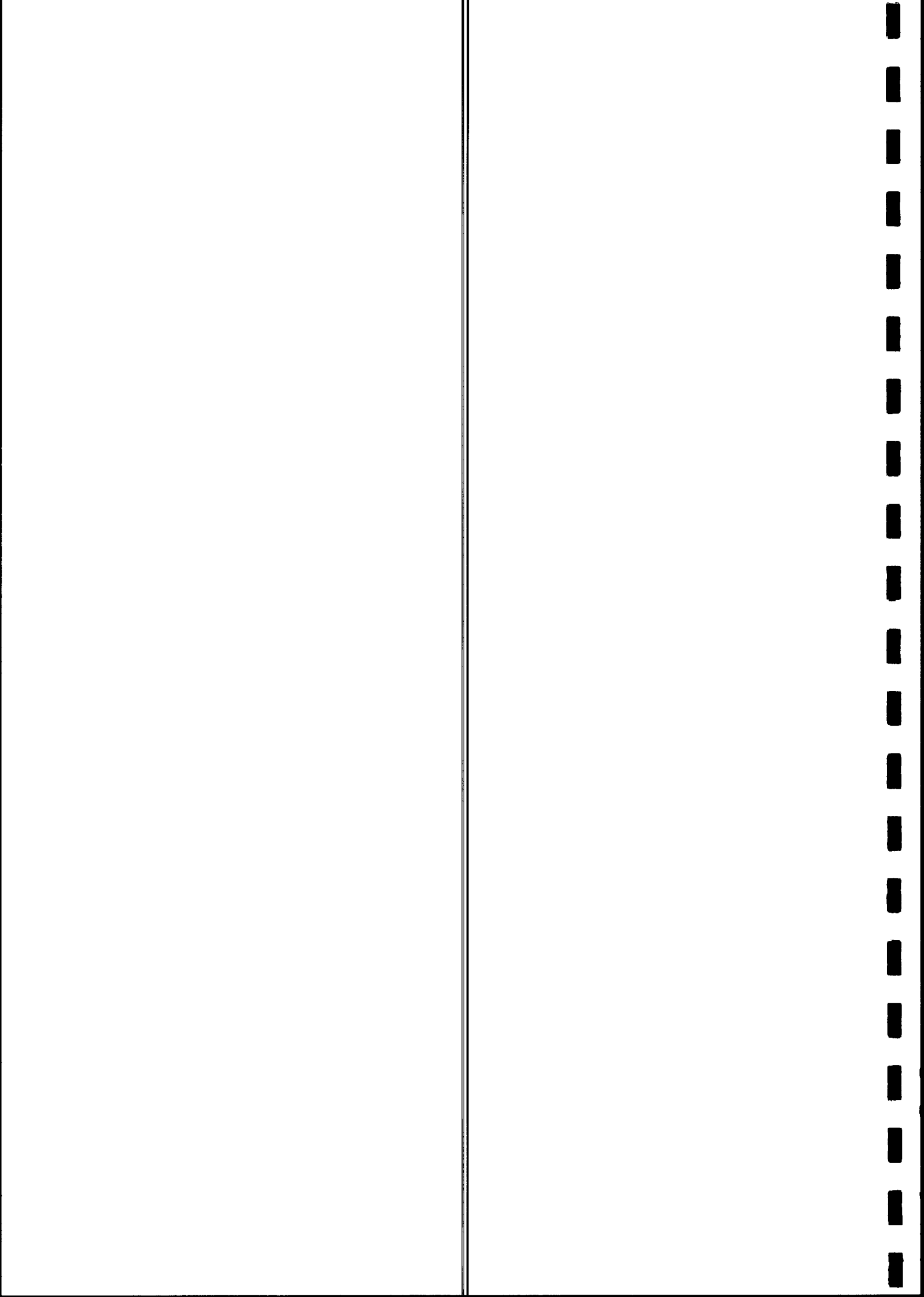
Reference was made to a meeting which had been arranged for 15 November 1993 for the purpose of enabling the Leaders, Deputy Leaders and Chief Executives of the Tyne and Wear authorities and the Chairman and Vice-Chairman of the P.T.A. to discuss the matter in greater detail. It was noted that a number of members would not be available to attend the meeting and that it might be more appropriate to have a report to a meeting of the Leaders and Deputy Leaders early in 1994.

It was agreed that:

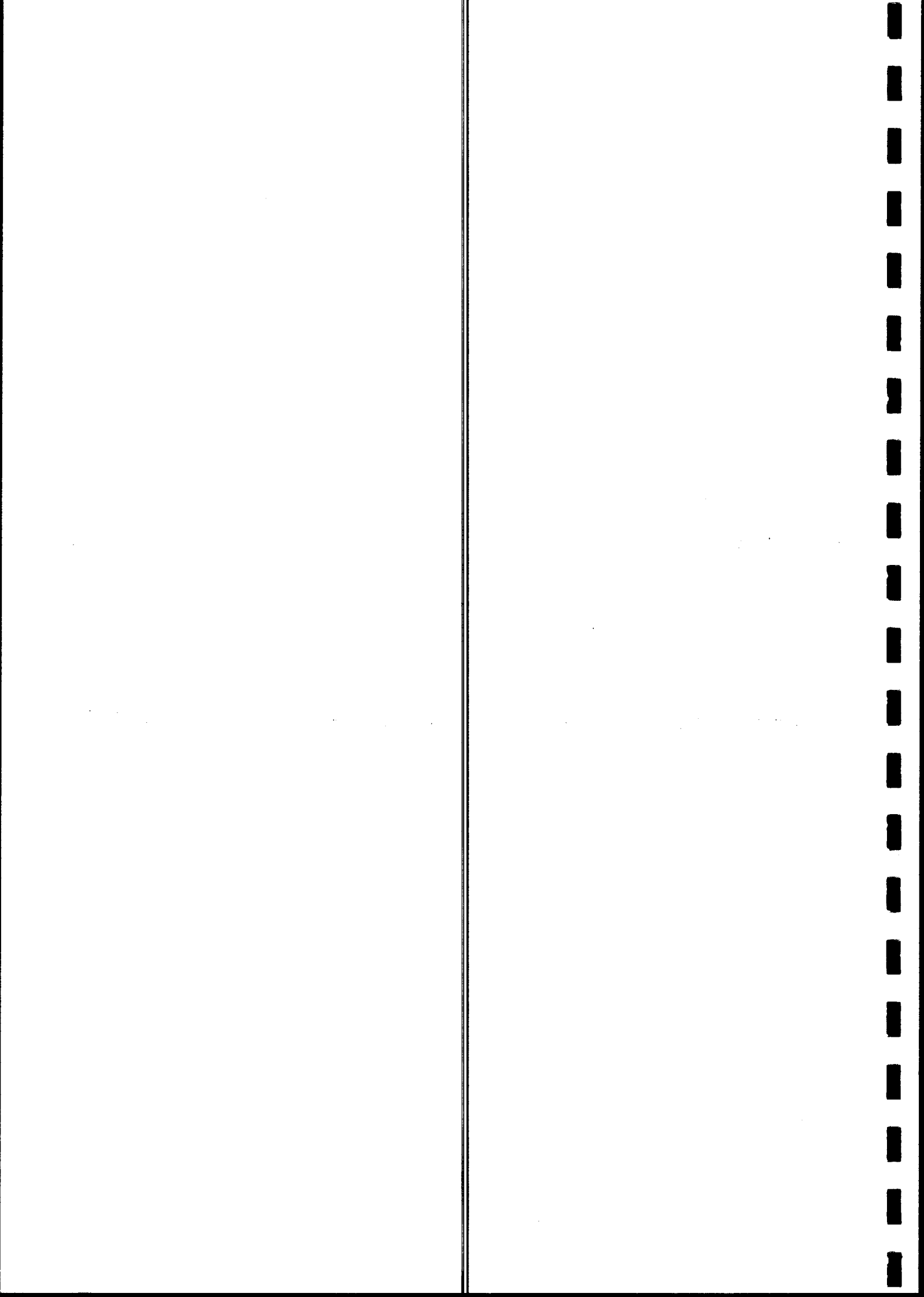
- (i) the meeting which was to have been held on 15 November 1993 be cancelled;
- (ii) a report on the Cross Tyne Link be submitted to the meeting of the Leaders and Deputy Leaders on 10 February 1994; and
- (iii) the Chief Executives pursue the matter with the P.T.A. in advance of this date if necessary.

5. MATTERS ARISING FROM THE MEETING OF THE SHAREHOLDERS OF NEWCASTLE INTERNATIONAL AIRPORT

It was noted that the above meeting on 11 November 1993 had unanimously agreed to reaffirm the dividend policy as agreed on 18 January 1993 and the capital investment programme for 1994/95 (subject to any implications arising from the Queen's Speech and further periodic reviews being presented to a meeting of the Shareholders whenever the position changes significantly).







7

CONFIDENTIAL

SOUTH TYNESIDE METROPOLITAN BOROUGH COUNCIL

COMMITTEE: TYNE & WEAR CO-ORDINATING COMMITTEE DATE: 16 MAY 1996  
LEADERS AND DEPUTY LEADERS MEETING

REPORT OF: DIRECTOR OF CORPORATE SERVICES

TITLE: NEW TYNE CROSSING

1. INTRODUCTION

1.1 Hambros, represented by Sir David Hancock and Darryl Murphy will make a presentation to the meeting on the New Tyne Crossing final report.

1.2 Hambros conclude in the project summary, a copy of which is attached, that the immersed tube option is the most appropriate form of crossing and that -

"\* The New Tyne Crossing Project is considered to represent a viable Private Finance Initiative opportunity.

\* The promotional costs required by the project partners are the main constraint to the project.

\* On the basis of both the success of other privately financed UK estuarial crossings and the economic development in the North East, the New Tyne Crossing is likely to represent an attractive PFI project for the private sector."

2. CURRENT POSITION

2.1 Leaders now face some fundamental decisions about the future of this project involving an asset owned by all five authorities through the PTA, a transport corridor of differing importance to all five, and the prospect of securing promotion costs of up to £10 million.

2.2 The Chief Executives Group feel that initial consideration should be given to an approach to the Government, supported by this favourable PFI study, to trunk the existing tunnel, take on its existing debt and management and itself promote a PFI scheme for the second tunnel.

2.3 In the event that this is unacceptable the project would be taken forward by North and South Tyneside as the two lead Districts; Newcastle would act on behalf of the PTA and therefore the interests of all Tyne and Wear Districts in the existing tunnel. The lead authorities will consider approaches for SRB, Capital Challenge and other external finance sources to further the project.

3. LOBBYING AND PROMOTION

- 3.1 Lobbying should now start with Government departments and the Private Finance Panel to supplement the informal discussions that have already taken place.
- 3.2 The project has generated substantial interest and a growing number of approaches from contractors and developers to the lead authorities. To capitalise on this interest the project summary and an accompanying press release should now be issued.

4. RECOMMENDATIONS

- 4.1 Approaches be made to central Government to take over the project.
- 4.2 Active lobbying and promotion to start.
- 4.3 The project summary and accompanying press release to be issued.

PETER J. HAIGH  
DIRECTOR OF CORPORATE SERVICES

South Tyneside MBC  
c/br195pjh1  
10th May 1996



## NEW TYNE CROSSING

### PFI FEASIBILITY STUDY

#### PROJECT SUMMARY

##### • Background

Hambros Bank, Steer Davies Gleave, Babbie Group, Freshfields and Chesterton were appointed on 25th May 1995 to carry out the Private Finance Initiative Feasibility Study for the Project Partners. The Project Partners are: the Government Office for the North East; North Tyneside Metropolitan Borough Council; South Tyneside Metropolitan Borough Council; Tyne & Wear Development Corporation; and Tyne and Wear Passenger Transport Authority.

This study follows on from the Cross Tyne Studies (Phases 1 and 2) which presented the case for an additional crossing of the River Tyne in the vicinity of the Tyne Tunnel in the area known as St. Bede's. The studies argued the need for this proposed crossing beyond the year 2001 in order to meet the region's long term employment, housing and transportation plans.

The primary aim of this new study has been to establish whether the project could be taken forward under the Government's Private Finance Initiative and, if so, the most appropriate framework for the project. The study also focuses on the practical aspects of taking the project forward, with due regard for the implications of public policy, legal, environmental and operational constraints.

In 1991 the Cross Tyne Phase 1 Study on traffic modelling produced by the MVA Consultancy concluded that without the provision of at least one further river crossing, there would be a shortfall of highway capacity by the late 1990s. The report identified three potential crossing sites: St Lawrence; St Anthony's; and St Bede's.

We have not undertaken any further analysis into the most appropriate location and have assumed that the crossing should be located at St Bede's. This would make most operational sense, especially as we envisage that the existing tunnel and the new crossing will be operated as one business.

The key objectives of the study were to:

- Complete an analysis of the engineering options available;
- Set indicative timescales and a project implementation plan;
- Outline the potential PFI viability of the project;
- Analyse the best means of achieving the project objectives; and



- Identify what future study work would be required.

The study has been approached in three principal phases:

**Phase 1: Understanding the Project.** Establishing an up-to-date and robust cost and revenue profile of the preferred crossing solutions.

**Phase 2: Explaining the Options.** Drawing the combined complementary expertise of the team members together to develop the most appropriate framework package for the project.

**Phase 3: Developing the Implementation Strategy.** The preparation of a Business Plan for the Steering Group.

### • **Making the New Tyne Crossing viable as a PFI Project**

The Government launched the Private Finance Initiative in Autumn 1992 as a stimulus to greater involvement of the private sector in the provision of public services. The long lead times on most major projects mean that there have been only few tangible successes to date which has in turn engendered much cynicism as to the PFI's success. The PFI was given a significant boost in November 1994 when the Chancellor announced that no capital project would be approved by the Treasury unless private finance options had been explored. As many more projects get closer to fruition the PFI has now become more widely accepted, including by opposition parties.

Since its launch various guidelines have been produced by the Treasury as to how PFI projects should be assessed and structured, but as specific projects develop so the goals and guidelines are evolving although this is not always well documented. The Government's current view of what they are trying to achieve through the PFI and how the approach to particular projects should be structured was set out recently as follows:

*The PFI has become one of the Government's main instruments for delivering higher quality and more cost-effective public services. Its aim is to bring the private sector more directly into the provision of public services, with the public sector as an enabler and, where appropriate, guardian of the interests of the users and customers of public services. It is not simply about the financing of capital investment in services, but about exploiting the full range of private sector management, commercial and creative skills.*

The New Tyne Crossing can clearly be structured so as to satisfy these broad criteria and would represent a tangible demonstration of local authorities looking energetically at ways in which they can achieve PFI benefits.

While the PFI in general has been attracting a certain amount of adverse comment, particularly in relation to high bid costs, delays to projects and financial engineering, it is worth noting that the estuarial crossings thus far procured as public/private projects have generally been greeted more favourably, particularly where there is a history of paying tolls.

In any project where the public and private sectors work closely together the fundamental requirements are that:

- the private sector must genuinely assume risk;
- there should be competition; and
- any public sector contribution to the project must represent value for money.

### **Business Case for the New Tyne Crossing**

There is a clear requirement for an additional crossing:

- There is strong evidence that National traffic growth and growth in cross-Tyne traffic demand levels is likely to continue. However there is little scope for growth in traffic on existing river crossings at peak times and no scope for growth at the existing tunnel. Traffic congestion presently exists in all of the areas.
- Local land use and economic development policies reinforce the need for an additional crossing.
- The extension of the Metro system via a new crossing has been discounted due to the expenditure required, but it is recommended that greater use of the crossing by buses should be encouraged.

### **Engineering Options**

A number of engineering options have been considered including:

- high level fixed bridge;
- lifting bridge;
- swing bridge;
- immersed tube tunnel; and
- bored tunnel.

The options were reviewed in the context of project specific technical requirements, engineering practicality, risk, environmental impact and costing.

On the basis of risk transfer, project specific requirements and the environmental impact, the tunnel option appears to be the most appropriate. On the basis of whole life costing and construction risk there appears to be a significant benefit in an immersed tube tunnel option as opposed to a bored tunnel. Therefore, the immersed tube tunnel option has been taken forward as being the most suitable for a PFI solution to the need for a new crossing.

## Promotional Costs

- In addition to the contribution required to the project, the Project Partners will need to finance the promotional costs of the project which are estimated to be in the order of £10 million (in nominal terms). This figure is an upper estimate and it may be possible to reduce these costs.
- The promotional costs are split equally between costs associated with statutory procedures and those associated with the competition.
- There are a number of potential sources of grant funding which may be available to fund a significant part of both the project promotion costs and any public sector contribution required.

## Financing the Project

The financial viability of the project has been analysed on the basis of traffic and revenue forecasts and the capital costs of the immersed tube tunnel. A comprehensive financial model has been developed to investigate the financial details of the project. The key conclusions are:

- Transferring the existing vehicle, cycle and pedestrian tunnels and net debt to the private sector and responsibility for their maintenance over the concession period is considered to be necessary for a viable PFI solution. The base case assumes that it would revert to Project Partners at the end of the concession period.
- Maintaining the existing tolls is likely to result in a significant Public Sector Contribution ("PSC") being required to fund the construction of the new crossing. In order to minimise the PSC, an increase in tolls is required.
- Increasing the tolls immediately would enable the existing debt balance to be reduced before the tunnel is transferred to the private sector. The remaining debt liability could then also be passed on to the private sector.
- An increase in toll charges would decrease the net benefits derived from the new crossing. However, in order to determine an optimal toll strategy it is necessary to carry out further traffic surveys.
- We have assumed a concession period of 30 years. However it is possible to cap the returns available to the concession company should traffic growth be greater than expected. The structure of the cap would form part of the detailed negotiations prior to award of contract.
- Further to the completion of the study, the TWPTA has agreed in principle that an early increase in tolls should be sought. The financial model has been used to assess the impact of the toll increase. At the request of the Project Partners it has been assumed that an increase of 15p for cars occurs in April 1997 followed by a 30% increase at the start of construction and a further 20% increase at the date of opening

of the new crossing in 2004. Under the above assumptions the PSC requirement is reduced to zero.

- On the basis of increasing toll levels by 50% on opening of the tunnel in 2004 the base case scenario is estimated to require a public sector contribution of about £10m (Net Present Value as at April 1995, about £20m in nominal terms). However, the PSC requirement could be reduced to zero if a more aggressive financing package was assumed. This would only be possible if financiers were willing to take greater revenue risk. In order to obtain this type of financing more detailed traffic forecasts would be necessary.
- The PSC requirement is likely to be reduced through the impact of competitive tendering between private sector parties.

### Statutory Procedures

The study identified the statutory procedures needed to implement the project:

- In order to transfer the existing tunnel revenue to the private sector the Tyne & Wear Act 1976 must be changed.
- It is recommended that the project should be promoted by a dedicated project team, probably under the day to day control of the PTA on behalf of the Project Partners and the statutory procedures carried out by means of a Hybrid Bill.
- It is considered impractical to allow the private sector to conduct the process of obtaining legislative changes.

### Project Timescale

Once the Project Partners have taken the decision to proceed (which can be conditional on securing the funding for the promotional costs) the timetable would be as follows:

- The overall timescale for the work required to obtain powers through the statutory procedures is likely to be about 2-3 years.
- The competitive process to award the concession contract is likely to take about a year although there could be an overlap with the statutory procedures.
- A realistic date for the commencement of construction of the crossing is 2001. The construction is likely to take 3 years for an immersed tube tunnel.
- It is important to involve all relevant Government Departments at an early stage by means of informal presentations.
- The lobbying process should continue throughout the project promotion and competitive tendering stages.

## Conclusion

- The New Tyne Crossing Project is considered to represent a viable Private Finance Initiative opportunity.
- The promotional costs required by the Project Partners are the main constraint to the Project.
- On the basis of both the success of other privately financed UK estuarial crossings and the economic development in the North East the New Tyne Crossing is likely to represent an attractive PFI project for the private sector.

NORTH TYNESIDE COUNCIL

TYNE AND WEAR CO-ORDINATING COMMITTEE

NOTES OF LEADERS AND DEPUTY LEADERS MEETING

16 MAY 1996

PRESENT:

Gateshead MBC

Councillor G Gill

Mr L N Elton - Chief Executive

Newcastle City Council

Councillor A Flynn

Councillor J O'Shea

Mr G N Cook - Chief Executive

North Tyneside Council

Councillor R Stringfellow (Chair)

Mr J E Foster - Executive Director

South Tyneside Council

Councillor A L Elliott

Councillor S Hepburn

Mr P J Haigh - Director of Corporate Services

Sunderland City Council

Councillor B Sidaway

Councillor C R Anderson

Mr C Sinclair - Chief Executive

In Attendance

Councillor T D Marshall - Chair Tyne and Wear PTA (for item 2)

Councillor R Stringfellow was attending her first meeting as the newly elected Leader of North Tyneside Council and assumed the Chair accordingly.

Members welcomed Councillor Stringfellow to the Group and offered congratulations on her appointment.

1. Apologies for Absence

Apologies for absence were received from Councillors Bolland and Dalziel.

2. New Tyne Crossing

Submitted: Covering report from the Director of Corporate Services, South Tyneside together with a Project Summary of the Consultant's Final Report (a copy of which had been distributed with the agenda papers).

Sir David Hancock and Darryl Murphy representing the Consultants (Hambros) attended the meeting for this item and gave a short presentation on their final report.

A number of points of clarification were raised and discussed. In particular, it was acknowledged that Traffic Studies would need to be looked at in greater detail with regard to future traffic flow. In view of this, whilst a two lane tunnel was favoured at present a four lane tunnel should not be dismissed, pending the outcome of the studies.

The Consultant's representatives then left the meeting and Members considered the covering report of the Director of Corporate Services, South Tyneside.

The position of the PTA and the inclusion of the existing tunnel in the proposed PFI project, was discussed. The PTA had a role as current owner and operator of the Tunnel and guardian of the interests of all five Tyne & Wear Districts.

**Agreed that:-**

- (i) North Tyneside Council and South Tyneside Council would jointly progress the project as the only two Districts involved, subject to the role of the PTA as guardian of the interests of all five T&W Districts;
- (ii) there would be no costs to the other Districts arising from the project; and
- (iii) the existing tunnel be included in the proposed PFI project for a New Tyne Crossing;
- (iv) the recommendations as outlined in paragraph 4 of the covering report and set out below, be approved:-
  - (a) approaches be made to Central Government to take over the project;
  - (b) active lobbying and promotion to start; and
  - (c) the project summary and accompanying press release be issued.

3. **Notes of Meetings**

Submitted: Notes of the following meetings:-

- (a) 7 March 1996
- (b) 7 March 1996 (Special)
- (c) 4 April 1996 (Special)

**Agreed** as a correct record.

4. **Matters Arising**

There were no Matters Arising from the Notes.

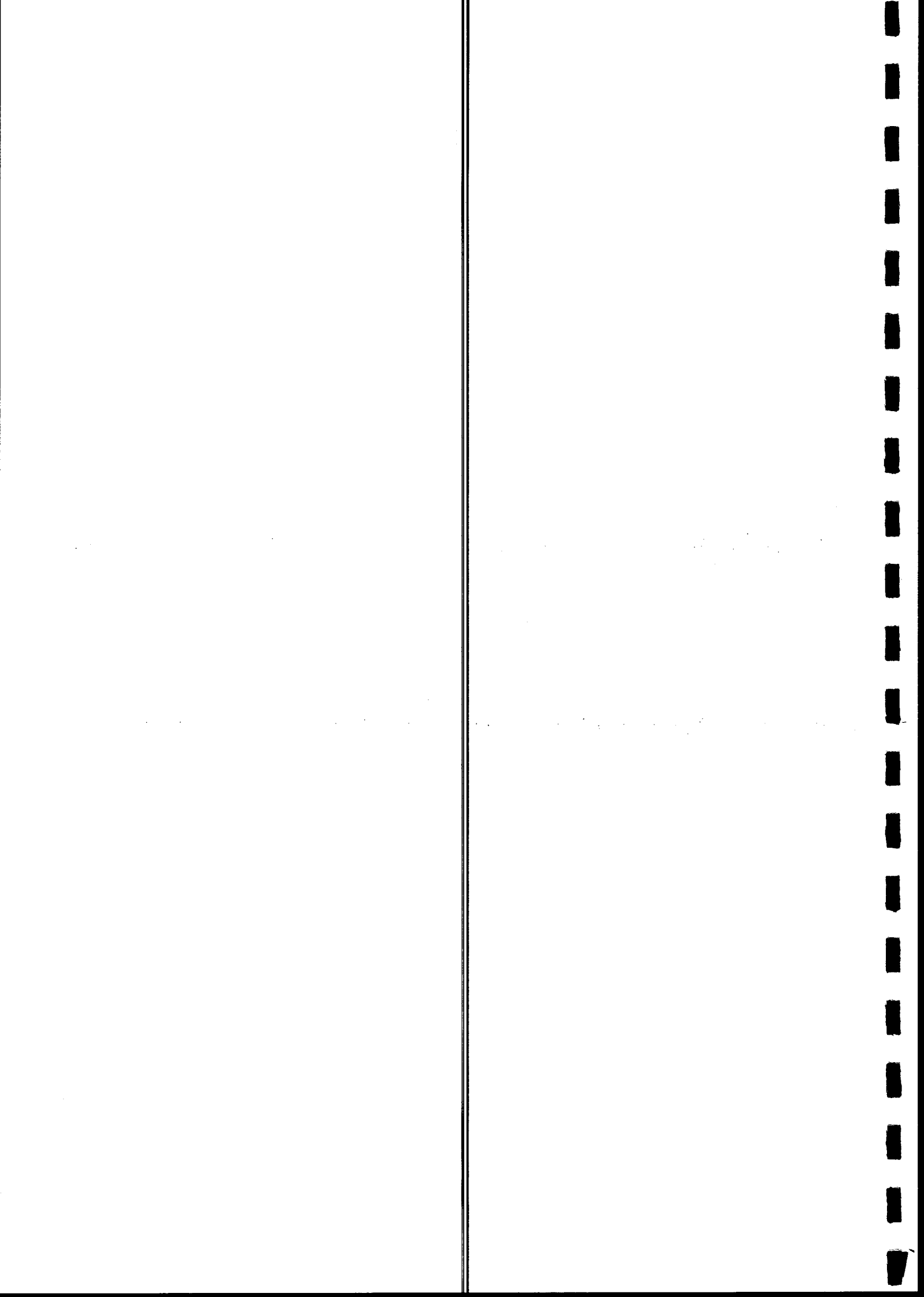
5. **Port of Tyne Privatisation**

Submitted: Report of the Executive Director, North Tyneside providing an update as to the current position.

**Agreed** that the report be noted and a further report submitted to the next meeting.

**APPENDIX R**

18 GONE letter dated 3 September 1996





GOVERNMENT OFFICE  
FOR THE NORTH EAST

Peter Haigh  
South Tyneside Metropolitan Borough Council  
Town Hall and Civic Offices  
Westoe Road  
South Shields  
TYNE AND WEAR NE33 2RL

Wellbar House  
Gallowgate  
Newcastle upon Tyne  
NE1 4TD  
Switchboard: (0191) 201 3300  
Direct Line: (0191) 202  
GTN: 6227  
Facsimile No: (0191) 202 3790

Your Ref:

Our Ref:

Date: 3 September 1996

Dear Peter

NEW TYNE CROSSING

I refer to our telephone conversation earlier today. I promised written confirmation of the outcome of yesterday's meeting with DOT officials in London.

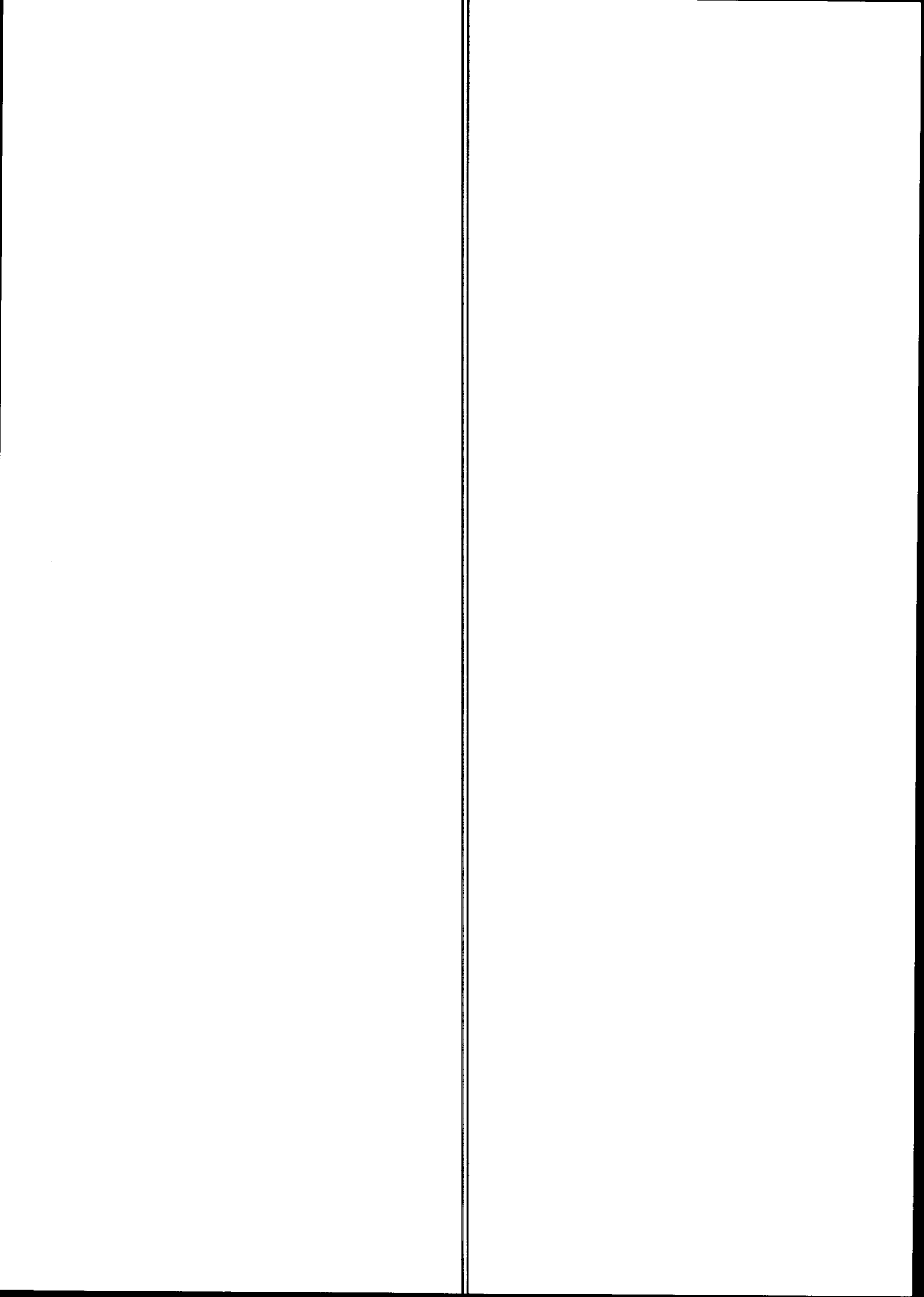
Jim Darlington and I met with representatives from Local Transport Policy (LTP), Highways Policy and Programmes (HPP) and Tolls and Private Finance (TPF). In addition to local transport policy issues, LTP manage the local transport capital expenditure settlement nationally, TSG, S.56 et al. HPP cover national trunk road policy and the roads programme. TPF are very much in the forefront on PFI in providing technical and practical advice.

The Highways Agency (HA) were not represented at the meeting but they did provide their views for consideration on the day.

All parties were appraised of the key issues to be discussed and given copies of the executive summary and the full study report in advance of the meeting.

In broad terms the project was well received. It was agreed that Ministers are very keen to see good PFI schemes implemented. However, and not surprisingly, money up front is the stumbling block. The question was asked as to whether the existing legislation could be amended quickly to allow toll revenue to be used to promote the project. It was agreed to look into this.

Additionally, the general consensus was that the private sector should be brought in sooner rather than later - against Hambros' recommendation. Parallels with Dartford were drawn. Some concern was expressed over the assumption that a central government (DOT) promoted project would be a quicker route to implementation given the need to



justify the scheme in national, strategic terms and to provide a sufficiently robust case for acceptance.

However, it was agreed that a submission should go to Mr Watts by the end of September, probably with a recommendation that Hambros (and others) give a presentation of the study outcome.

In advance of this Jim and I were asked to sound out possible local promoters on their reaction to their taking the project forward on the basis of some £5M being secured from some budget head (hypothetical at this stage) to mount an early competition which would bring in the private sector to assist in the Bill promotion stage. You will wish to consider this. No doubt your response will be subject to the terms attached to any financial contribution and/or the possible implications for other projects should the money be forthcoming through existing programmes, ie TSG, Capital Challenge, etc.

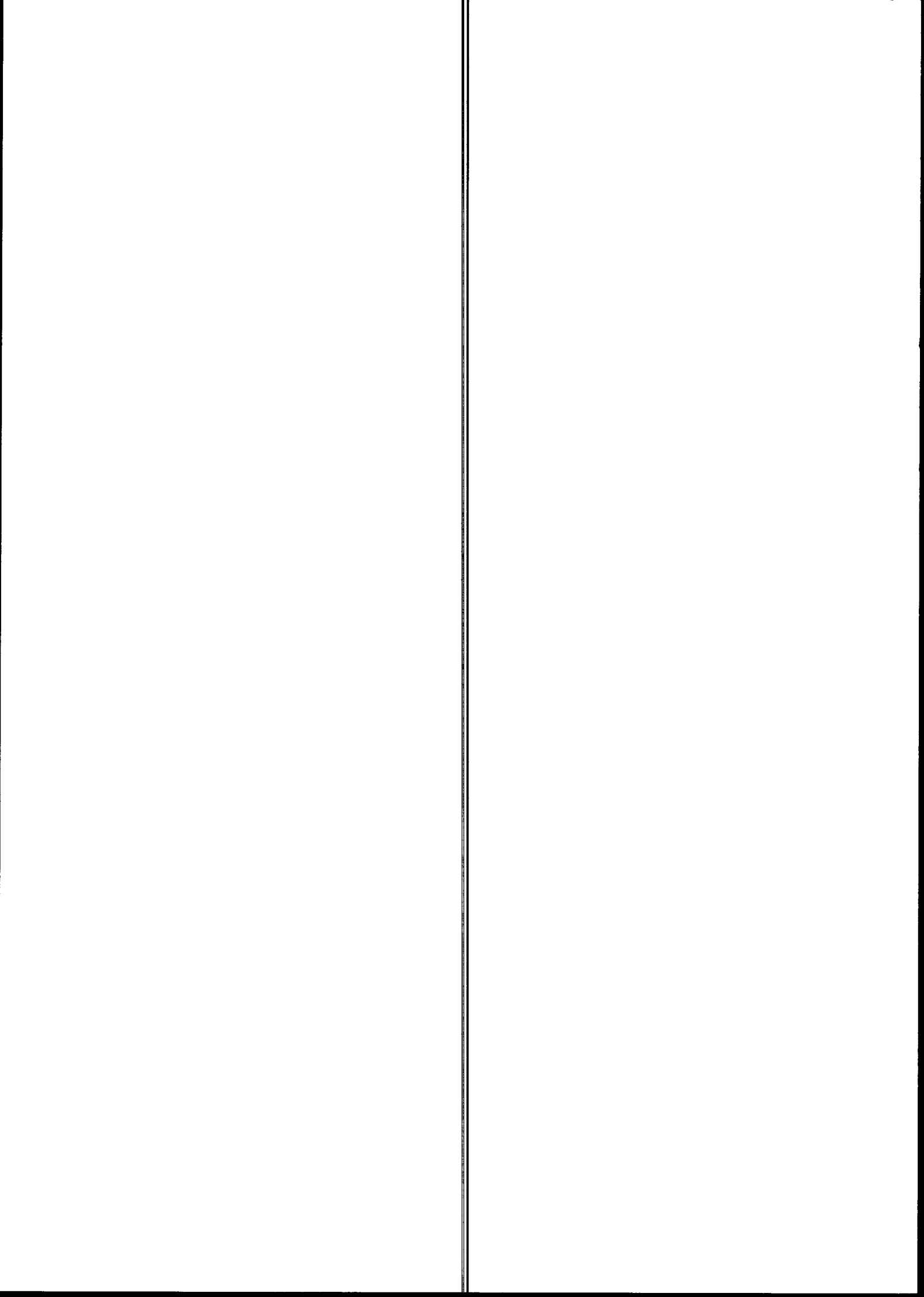
With reference to the meeting you requested, I will ring to confirm a date and time in the next day or so.

Yours sincerely



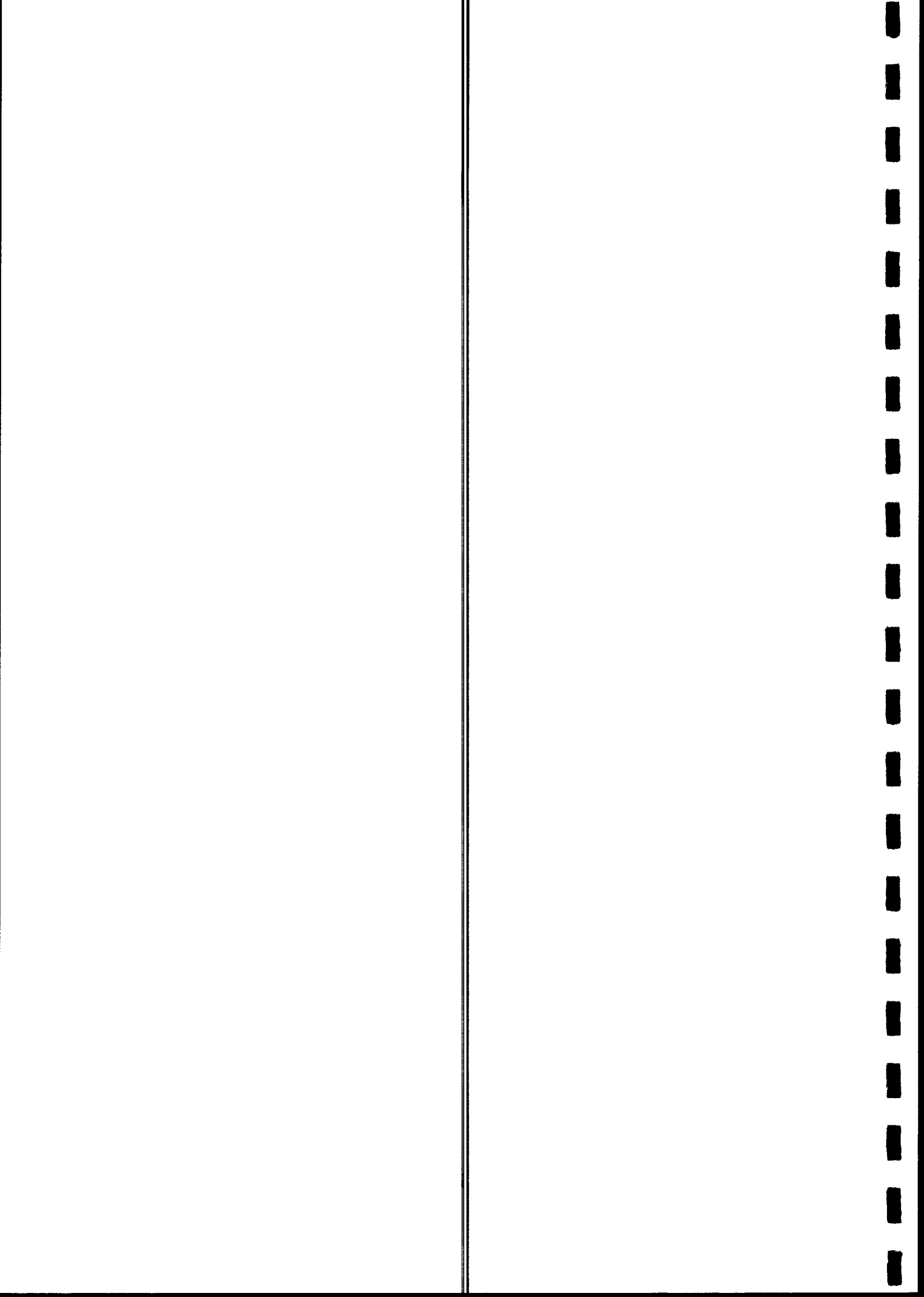
ANDREW JOHNSON

cc Jim Darlington



# APPENDIX S

19 TWCC Report and Minute (3 July 1997)



**SOUTH TYNESIDE METROPOLITAN BOROUGH COUNCIL**

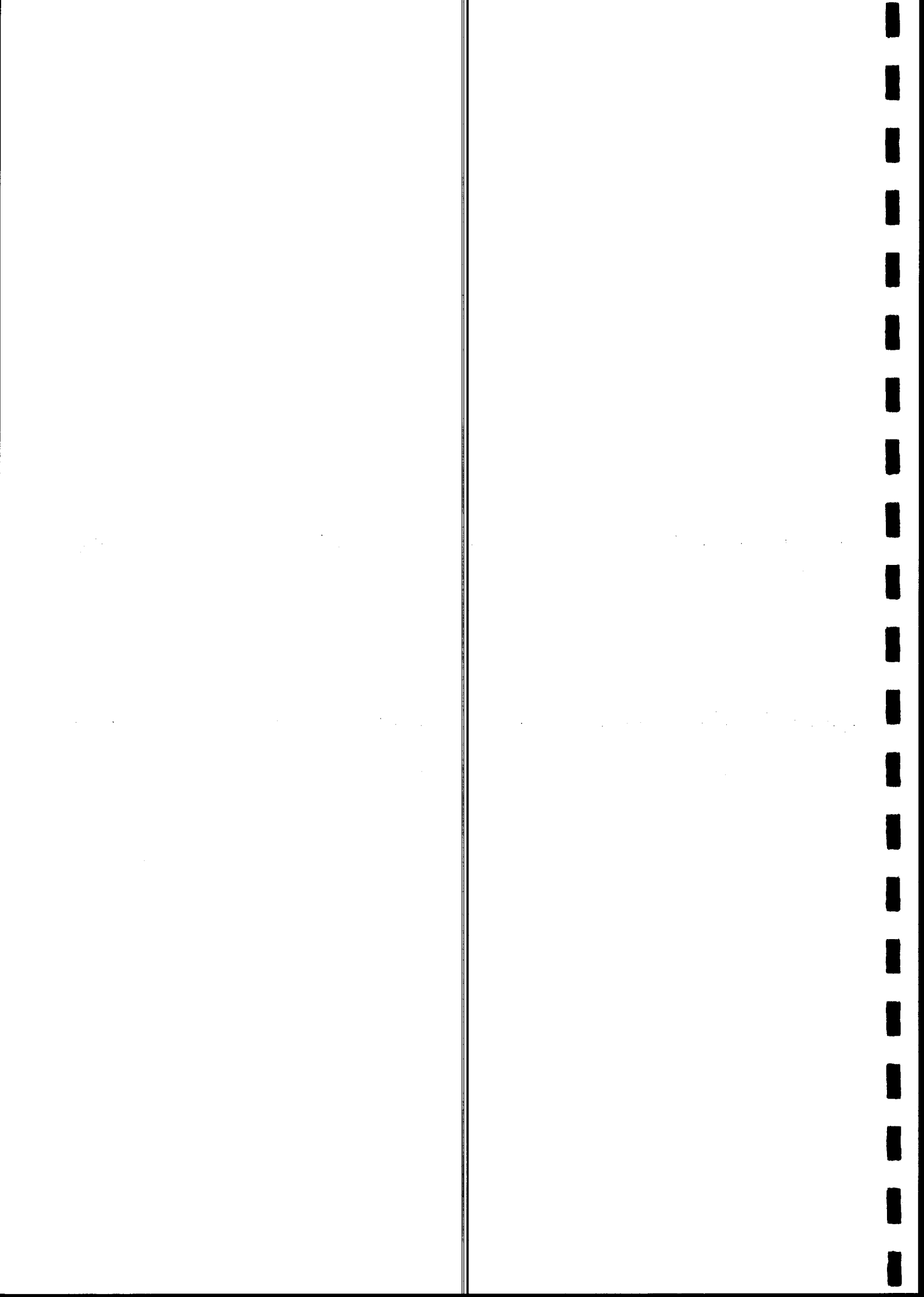
**COMMITTEE** TYNE & WEAR CO-ORDINATING COMMITTEE      **DATE** 9/7/87  
TYNE & WEAR LEADERS AND DEPUTY LEADERS MEETING  
**REPORT OF** DIRECTOR OF CORPORATE SERVICES  
**ITEMS** NEW TYNE CROSSING

**1. INTRODUCTION**

This report provides an update on progress. It recommends subject to any conflicting views that may be expressed at the proposed meeting with the new Minister for Transport that the Tyne & Wear P.A. should be responsible for funding the proposed PEB scheme.

**2. BACKGROUND**

- 2.1 At the Tyne & Wear Leaders Meeting on 6th May 1987 an agreement was reached:
  - (i) North Tyneside Council and South Tyneside Council would jointly propose the project as the only two Boroughs involved, subject to the role of the P.M. in relation to the proposed rail line (RAIL) District;
  - (ii) that the P.M. moves to the other Districts within the authority and
  - (iii) the project should be included in the proposed PEB project for a New Tyne Crossing.
- 2.2 The recommendations as outlined in paragraph 2.1 of the covering report and set out below, be approved:
  - (a) approval be made to central government to take over the project;
  - (b) active lobbying and promotion to start; and
  - (c) the project summary and accompanying press release be issued.
- 2.3 Representatives of North and South Tyneside Councils met John Wain, the former Minister for Roads, who, while expressing support for the project, was not prepared to consider the option of trunking. Discussion with senior civil servants, most recently on 5th May, have not only failed to identify a source of funding for the promotion costs (a minimum of £3m) but have confirmed an aversion to trunking.
- 2.4 The objections to trunking are on precedent grounds. requests have also been received to trunk the Tamar and Mersey toll crossings. Officials also point out that the Government



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# Tyne and Wear Passenger Transport Authority

## TYNE AND WEAR CO-ORDINATING COMMITTEE - MEETING OF LEADERS AND DEPUTY LEADERS

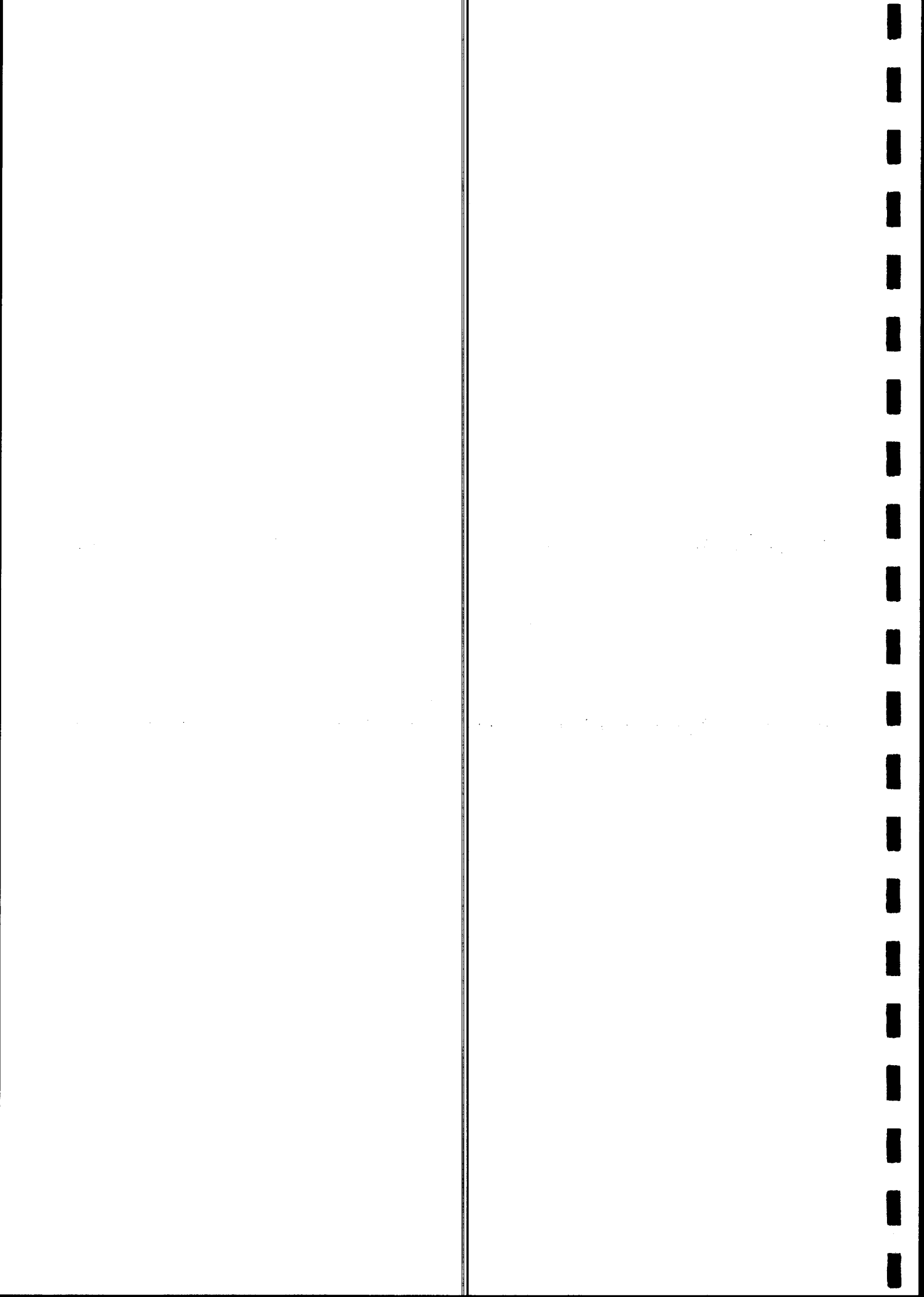
3RD JULY 1997

### NEW TYNE CROSSING - PROPOSED INITIAL BILL

#### REPORT BY CLERK AND TREASURER

1. The Director of Corporate Services, South Tyneside MBC reports elsewhere on this agenda on the desirability of promoting a short initial bill to allow the promotional costs of a second crossing to be included within the overall finances of the Tyne Tunnel.
2. This proposal is fully supported by the Chair of the PTA, the report having been written after full consultation and with the advice of PTA officers.
3. In particular, the PTA accepts that as holding body for the Tunnel, it is obliged to be the promoter of any legislation.
4. The District Chief Executives meeting expressed concern that promotion of such a bill within the workload of PTA officers would distract them from other vital projects and tasks, including the Sunderland Metro Extension and the triennial reassessment of the PTA's financial position and, most particularly, its levy for future years.
5. The major tasks mentioned above are largely the responsibility of staff who are not involved in the Tunnel project. All the workload of PTA officers will be marginal as this brief bill will be promoted by Parliamentary Agents acting under the instructions of the Deputy Clerk.
6. Finally, members may like to note that it is planned to present a first assessment of the PTA's levy and financing options to the Leaders and Deputy Leaders meeting in September 1997.

CT/BM  
23rd June 1997  
ct658



*T. W. Co-ordinating Committee  
members + Deputy members  
3rd July 1997.*

11. CO-ORDINATING COMMITTEE AND SUB-GROUPS - PROGRAMME OF MEETINGS FOR 1997/98 -

Submitted: A report of the Director of Corporate Services of South Tyneside setting out the full proposed programme of meetings for the Committee and its Sub-Groups for the ensuing year.

AGREED - That the programme, as detailed in the report now submitted, be approved.

12. NEW TYNE CROSSING -

Submitted: A report of the Director of Corporate Services of South Tyneside recommending a way forward for funding and promoting this proposed PFI Scheme and a report from the Clerk and Treasurer to the Tyne and Wear Passenger Transport Authority indicating support for the recommendations.

Mr Haigh recalled the previous decisions taken by this Group on the 16th May 1996, and outlined subsequent discussions with Ministers and Advisers. These discussions left two critical issues outstanding, namely that there was no source for promotional costs and the difficulty in North and South Tyneside promoting the project.

The advice tendered had led to a proposal that the PTA should seek an amendment to the statutes governing the existing tunnel to allow surplus toll income to be used to promote a second crossing. This appeared to be the only viable means to raise the promotional funds, which would be drawn from users of the existing tunnel, who were the potential beneficiaries of a second tunnel.

Mr Haigh pointed out, however, that although the initial bill promotion costs might be met directly by the PTA the existing Tyne Tunnel ringfence would continue to apply thereafter and that the promotional costs for the new crossing, estimated at a minimum of £3M, would not fall on the general PTA finances. This would ensure that, just as the rest of the PTA and/or the local authorities could not get any financial benefit out of the tunnel, they would not incur any financial costs.

In response to indications that the initial Bill costs should not be met by the PTA, Mr. Haigh said that North Tyneside and South Tyneside Councils would have to consider meeting these but that thereafter, the full promotion costs anticipated at a minimum of £3M, would be met from the PTA Tyne Tunnel Account which was ring-fenced and which would not therefore impact on the Tyne and Wear Districts.

AGREED - That in the absence of the Government taking responsibility the scheme be advanced on the basis that:-

- (a) the PTA be the promoter of the scheme;
- (b) at no stage will costs fall directly or indirectly upon Gateshead, Newcastle, Sunderland or PTA funds other than those ring fenced in respect of the existing tunnel;

- (c) costs of promoting the amendments to existing Statutes be borne by North and South Tyneside;
- (d) the Bill promotion costs be met from tunnel ring-fenced funds, and
- (e) a further report be submitted as to the detailed implications for tunnel ring-fenced funds.

13. MR. GEOFF COOK -

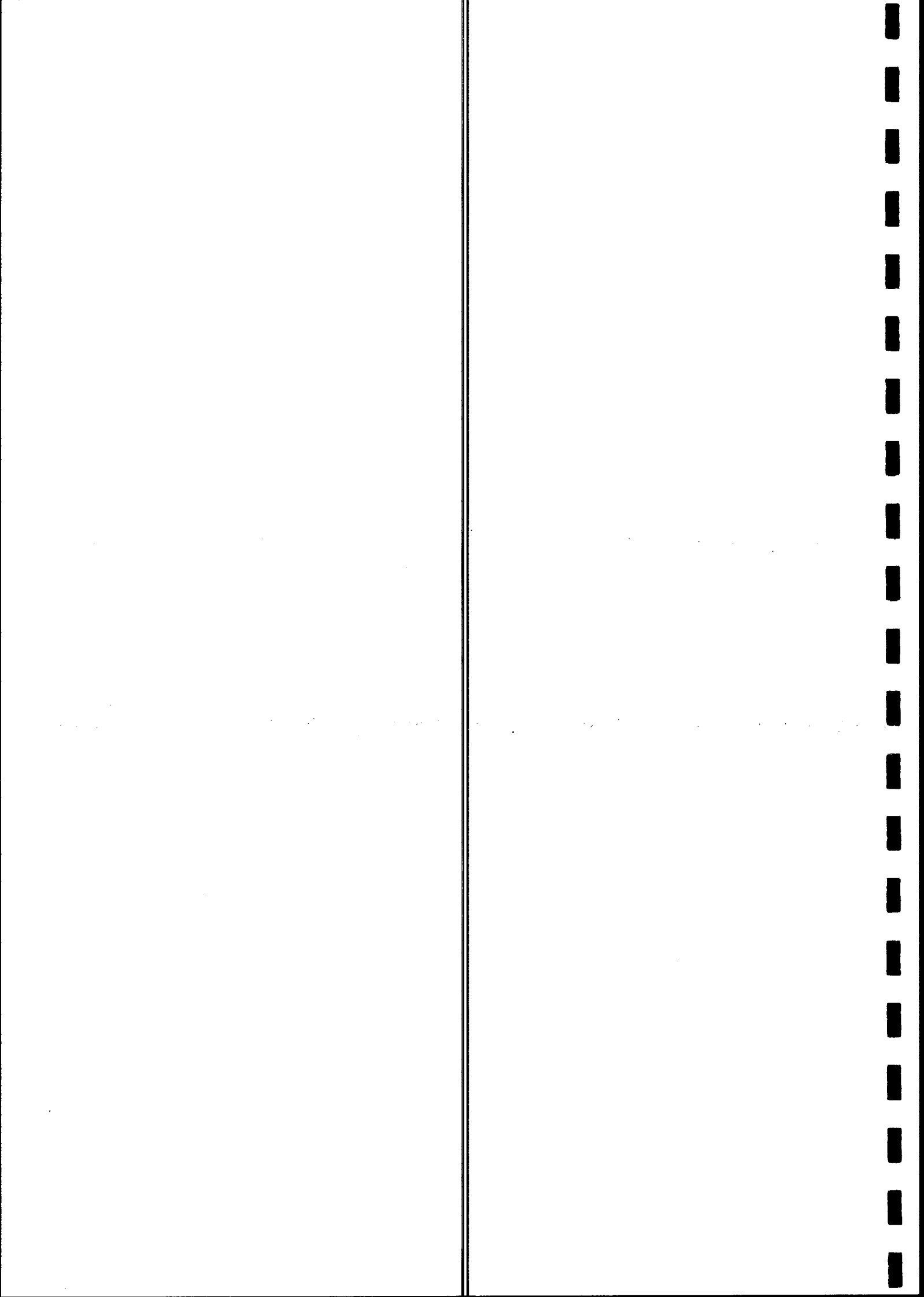
Councillor Flynn referred to the impending retirement of Mr. Cook and paid tribute to his services rendered by him in connection with the Co-ordinating Committee and in his role as Clerk to the Tyne and Wear Passenger Transport Authority. Other Members concurred in those sentiments and wished Mr. Cook well in his retirement.

14. ADJOURNMENT OF MEETING -

AGREED - That this meeting be adjourned and reconvened at the earliest possible convenient date. (Date subsequently fixed for 2.30 p.m. 16th July)

# APPENDIX T

20 Note of Meeting with Dr Gavin Strang (21 July 1997)



25 JUL 1997

CX / I. K. 1

**Note of meeting with Dr. Gavin Strang, Minister for Transport 21st July 1997****Tyne Tunnel PFI Scheme****1. Present**

Councillor Rita Stringfellow, Leader North Tyneside Council  
Councillor Paul Waggot, Leader South Tyneside Council  
Councillor Danny Marshall, Chairman Tyne and Wear PTA  
Peter Haigh, Director of Corporate Services and Head of Paid Service, South Tyneside  
John Foster, Executive Director, North Tyneside Council  
Paul Woods, Head of Technical Finance, Tyne and Wear PTA

Dr. Gavin Strang, Minister for Transport  
Jim Darlington, GO NE  
John Daniels, DETR  
Barbara Lister, DETR

**2. The Presentation**

Councillor Rita Stringfellow made the introductory statement; made the case for the Project and briefly mentioned what we would like from the Minister.

Peter Haigh gave more detail of the PFI project and the findings of the feasibility study.

Councillor Danny Marshall, set out the PTA position.

Councillor Paul Waggot summarized what we would like from the Minister -

- the tunnel to be trunked and the PFI project to be delivered by the Government;
- help with the funding of the £3.5m preparation costs (e.g. through waiving of the interest on DoT debt or debt write off or through the use of some of the PFI resources available for local authorities - £50m last year and £200m this year.);
- support for a private bill to enable tolls to be used to fund PFI preparation costs and help in expediting the request for a toll increase.

**3. Government Response**

Jim Darlington supported the scheme as a good project that met a real transport need.

The Minister was very supportive of the project, but regretted that trunking the tunnel was not an option and no funding was available for the preliminary costs. He offered support with the private members bill and provided that there was full support from the local MPs.

John Daniels advised that debt write-off or the waiving of interest could not be an option because of the precedent that it would set for other crossings. He commented that the proposed toll increase was lower than they expected and he considered that the tolls (including HGV tolls) should be higher to fund the preliminary costs.



# Tyne & Wear Passenger Transport Authority

Minutes of the 149th meeting of the PASSENGER TRANSPORT AUTHORITY  
31ST JULY 1997  
(10.30 a.m. – 11.20 a.m.)

2

## PRESENT:

Councillor T.D. Marshall (in the Chair)  
Councillors: Bate, Conaty, Holt, Keating, Lennox, Murray, Nugent, Ord, Spring, Wood and Young.

## IN ATTENDANCE

R.H. Warne, D. Johnson, J.F. Miller, K.R. Mackay, A. Fletcher and S. Wilson.

## Representing Nexus

M.J. Parker, G. Brindle, T. McCrady, B.G. Garner, I. Clayton and M. Fearnley

## 26. APOLOGIES FOR ABSENCE

Apologies for absence were submitted on behalf of Councillors Hanson, Moore and Russell.

## 27. MINUTES

**RESOLVED** – That the Minutes of the previous meeting held on 26th June 1997 be confirmed and signed as a correct record.

## 28. PASSENGER SERVICES COMMITTEE

**RESOLVED** – That the Minutes of the meeting of the Passenger Services Committee held on 8th July 1997 be received.

## 29. TYNE TUNNEL OPERATIONS COMMITTEE

**RESOLVED** – That the Minutes of the meeting of the Tyne Tunnel Operations Committee held on 10th July 1997 be received.

## 30. NEW TYNE CROSSING: PROGRESS

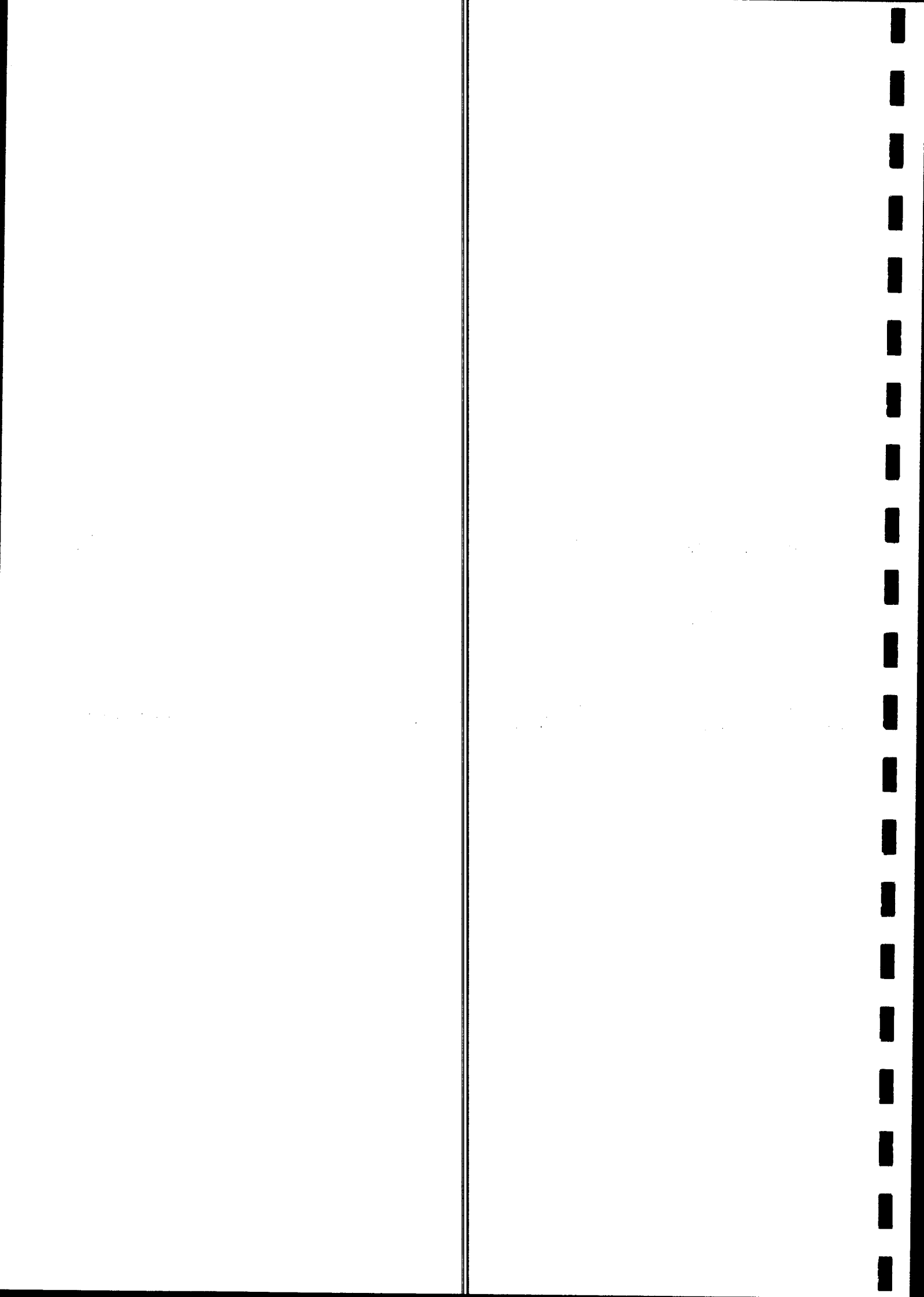
**Submitted:** Report of the Deputy Clerk and Legal Adviser updating the Authority on the latest position with regard to developments in respect of the proposed New Tyne Crossing in the light of recent discussions with Government.

The Chairman advised that the meeting with the Minister of Transport on 21st July 1997 had provided the opportunity for a useful exchange of views on how best to take the project forward. The Government regarded the proposal as a positive candidate for development under the Private Finance Initiative and had indicated its support for the venture. Amongst the possibilities that had been suggested was that of including an on-demand bus lane as part of the new crossing. This would be borne in mind for examination when detailed design options were under consideration. The first step in the process was promote a private Bill in Parliament in order to free up the required income stream and the support of Tyne and Wear MPs was being sought for this. Formal resolutions in respect of the Bill would be brought forward in due course.

**RESOLVED** – That an amendment be sought by the PTA to present legislation to enable surplus toll income to be used to promote the New Tyne Crossing and that the relevant Officers be authorised to proceed accordingly.

**APPENDIX U**

21 TWPTA Report and Minute (23 October 1997)





# Tyne & Wear Passenger Transport Authority

NEW TYNE CROSSING: PROPOSED PROMOTION OF PARLIAMENTARY BILL  
REPORT OF THE DEPUTY CLERK AND LEGAL ADVISER, 23RD OCTOBER 1997

7

## INTRODUCTION

1. The PTA at its meeting on 31st July 1997 resolved that an amendment be sought to the present legislation to enable toll income to be used to promote the New Tyne Crossing and that the relevant Officers be authorised to proceed accordingly.

## INFORMATION

2. Dyson Bell Martin, Parliamentary Agents and Solicitors, were accordingly engaged to provide specialist legal advice in the matter. The proposed Bill as currently drafted by the Parliamentary Agents is attached.
3. Statutory notification of the Authority's intention to consider promoting a Bill in Parliament was accordingly given in the local Press on 19th September 1997.

## RECOMMENDATION

4. The Authority is therefore **RECOMMENDED** to consider the following statutory resolution which must be passed by a majority of the whole number of its membership:

**"RESOLVED – That**

- (a) It is expedient for the Authority to promote a Bill in Parliament for the following or some of the following purposes:
  - (i) to amend the Tyne and Wear Act 1976 to enable toll revenue from the Tyne Tunnel to be applied towards the cost of authorising and securing a further road tunnel crossing of the river Tyne;
  - (ii) to enable the existing Tyne Tunnel undertaking of the Authority and any such new tunnel or the powers obtained for it to be transferred in whole or in part to another body;
  - (iii) to enable a uniform toll regime to be applied to such tunnels;
  - (iv) to make such additional, supplementary and consequential provision as may be necessary or convenient for the above-mentioned purposes or otherwise to facilitate the Authority in securing powers for and the construction and operation of a new road tunnel crossing.
- (b) that the Clerk to the Authority be authorised to take all necessary steps to carry the above resolution into effect and to progress the promotion of the intended Bill including putting forward such amendments to the Bill on behalf of the Authority as he shall consider necessary."

*rhw/sw/ntc/23/10/97*

23

# TYNE TUNNELS

## EXPLANATORY MEMORANDUM

This Bill amends provisions of the Tyne and Wear Act 1976 concerning the Tyne Tunnels, which are owned and operated by the Tyne and Wear Passenger Transport Authority ("the Authority"), and confers further powers to facilitate the provision of an additional tunnel crossing of the river Tyne and its operation in connection with the existing tunnels.

*Clause 1* cites the short title of the Bill.

*Clause 2* contains definitions of terms used in the Bill.

*Clause 3* amends provisions of the Tyne and Wear Act 1976 to enable income from tolls levied in relation to the existing Tyne road tunnel to be applied by the Authority in securing the provision of an additional tunnel crossing of the river Tyne.

*Clause 4* allows any powers in relation to tolls which may be conferred for the new crossing to be imposed also in relation to the existing Tyne road tunnel in place of the statutory toll powers now applicable to it.

*Clause 5* confers powers to enable the Authority with the consent of the Secretary of State to transfer the Tyne Tunnels in whole or in part to any person.

*Clause 6* contains a general power to enable the Authority to facilitate the provision and operation of a new tunnel crossing. It also confers powers enabling the Authority to apply to the Secretary of State under the Transport and Works Act 1972 for orders relating to the construction or operation of a new tunnel crossing under the river Tyne, the ownership or operation of its existing tunnels and the amendment or repeal of local legislation relating to the Tyne Tunnels.

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**BILL**

To amend provisions of the Tyne and Wear Act 1976 concerning the Tyne Tunnels; to confer further powers upon the Tyne and Wear Passenger Transport Authority respecting those tunnels and to facilitate the provision of an additional tunnel crossing of the river Tyne, and for connected purposes.

**WHEREAS —**

(1) The Tyne and Wear Passenger Transport Authority ("the Authority") was established under section 9 of the Transport Act 1968 as the passenger transport authority for the area now comprising the metropolitan districts of Tyne and Wear:

1968 c.73.

(2) By the Tyne Tunnel Order 1986 made pursuant to provisions contained in the Local Government Act 1985, the tunnel undertaking of the County Council of Tyne and Wear was transferred to the Authority on 1st April 1986:

S.I. 1986/298.  
1985 c.51.

(3) That undertaking comprises in particular a tunnel for vehicular traffic under the river Tyne ("the road tunnel") and two tunnels for cyclist and pedestrian traffic which were originally authorised by local Acts enacted in 1946, 1956 and 1960 and which are now governed by provisions contained in Part II of the Tyne and Wear Act 1976 ("the 1976 Act"):

1976 c. XXXVI.

(4) Pursuant to the 1976 Act, the Authority levies tolls for the use of the road tunnel, the income from which is required to be applied in defraying expenses, in making payments to any maintenance or reserve fund provided in respect of the tunnel and in paying interest and in re-paying capital upon moneys borrowed in

Tyne Tunnels

respect of the tunnel undertaking:

(5) The Authority wishes to secure powers for and to facilitate the construction and operation of an additional tunnel crossing of the river Tyne and it is expedient that it should be empowered to do so and in particular that it should be permitted to apply toll income from the road tunnel for that purpose:

(6) In the interests of securing the procurement of such an additional tunnel crossing in an economic and timely manner, and also of securing the most effective management of the Authority's tunnel undertaking thereafter, it is further expedient that provision should be made to enable the Authority to divest itself in whole or in part of its tunnel undertaking and to enable the tunnel undertaking and any such tunnel crossing to be operated together and to be subject to uniform toll arrangements:

(7) It is expedient that the other provisions contained in this Act should be enacted:

(8) The purposes of this Act cannot be effected without the authority of Parliament:

(9) In relation to the promotion of the Bill for this Act the requirements of section 239(4A) of the Local Government Act 1972 (powers of joint and local authorities to apply for further powers, etc.) have been observed:

1972 c.70.

May it therefore please Your Majesty that it may be enacted, and be it enacted, by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:-

1. This Act may be cited as the Tyne Tunnels Act 1998.

Short Title.

2.— In this Act -

Interpretation.

"the 1976 Act" means the Tyne and Wear Act 1976;

1976 c.xxxvi.

"the Authority" means the Tyne and Wear Passenger Transport Authority;

"new tunnel crossing" means an additional tunnel crossing of the river Tyne in the vicinity of the road tunnel and intended to be operated in conjunction with it:

"the road tunnel" means Work No.2 described in Part 1 of

019265 007 - 240997

## Tyne Tunnels

Schedule 1 to the 1976 Act;

"toll power" means any power conferred by or under an enactment relating to the levying, collection and application of tolls in respect of a new tunnel crossing; and

"the tunnel" has the meaning given in section 36 of the 1976 Act.

3.—(1) Part II of the 1976 Act is amended as follows.

Amendment of  
1976 Act.

(2) In section 13 (Revision of tolls), after subsection (4)(a), there shall be inserted -

"(aa) the desirability of funding through the levying of tolls which may be collected under this Part of this Act the provision of an additional tunnel crossing of the river Tyne;"

(3) In section 14 (Application of tolls), in subsection (1)(c), after "subsection" there shall be inserted -

"(i) in providing funds for and in meeting expenses incurred in securing any necessary authority or consent for, and in securing the construction and operation of an additional tunnel crossing of the river Tyne;

(ii)".

4.—(1) If a new tunnel crossing is constructed, on its opening to public traffic any toll power shall, unless the Secretary of State otherwise directs, apply also to the road tunnel.

Substitute toll  
arrangements.

(2) Upon the application to the road tunnel of any toll power pursuant to subsection (1) above -

(a) unless the Secretary of State otherwise directs sections 12 to 19 and 21 to 27 of the 1976 Act and the unrepealed provisions of the earlier Acts set out in Part III of Schedule 1 to that Act (which together make provision in relation to tolls and financing of the tunnel) shall cease to have effect; and

(b) the Authority shall publish in the London Gazette a notice describing the effect of this section.

4

Tyne Tunnels

5.—(1) The Authority may with the consent of the Secretary of State enter into an agreement with any person on such terms and conditions as the Authority thinks fit for the transfer to that person upon a temporary or permanent basis of:

Transfer or delegation of functions, etc.

- (a) any property comprised in the tunnel and vested in the Authority;
- (b) any other property, rights and liabilities vested in the Authority in respect of the tunnel;
- (c) any functions conferred by the 1976 Act and the unrepealed provisions of the earlier Acts set out in Part III of Schedule 1 to that Act in relation to any property, rights and liabilities referred to in paragraphs (a) and (b) above.

(2) The exercise of the powers of any enactment by any person in pursuance of an agreement under subsection (1) above shall be subject to the same restrictions, liabilities and obligations as apply to the exercise of such powers by the Authority.

(3) Subject to the terms of any such agreement which the Authority may enter into under subsection (1) above with any person, that person shall not be regarded as acting as the agent of the Authority.

6.—(1) Without prejudice to any other power available to it the Authority may take all such steps as it may think fit to facilitate the provision and operation of a new tunnel crossing.

Facilitating provision of new tunnel.

(2) Section 3 of the Transport and Works Act 1992 (order-making power in relation to waterways etc.) shall have effect in relation to any application which may be made by the Authority under section 6 of that Act as if, at the end of subsection (1) there were inserted -

1992 c.42.

- “(c) the construction or operation of an additional tunnel crossing under the river Tyne;
- (d) the ownership or operation of tunnels vested in the Tyne and Wear Passenger Transport Authority;
- (e) the amendment or repeal of any statutory provision of local application relating to tunnels vested in that Authority”.

TYNE TUNNELS

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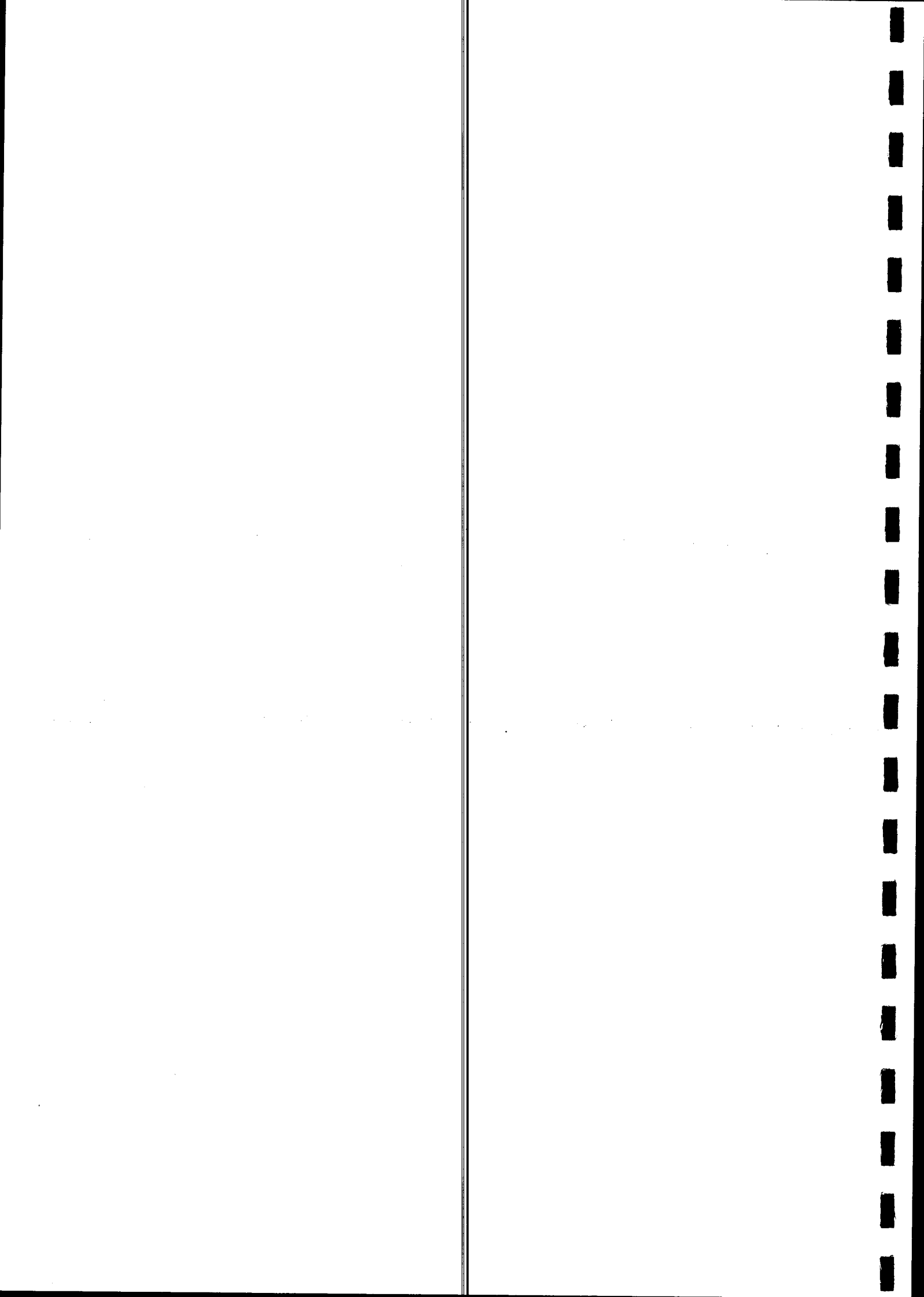
**BILL**

To amend provisions of the Tyne and Wear Act 1976 concerning the Tyne Tunnels; to confer further powers upon the Tyne and Wear Passenger Transport Authority respecting those tunnels and to facilitate the provision of an additional tunnel crossing of the river Tyne; and for connected purposes.

Session 1997-98

G. N. Cook, Esq.,  
Tyne and Wear Passenger Transport  
Authority,  
Civic Centre,  
Newcastle upon Tyne,  
NE99 2BN.  
*Clerk.*

DYSON BELL MARTIN  
1 Dean Farrar Street,  
Westminster,  
London SW1H 0DY.  
*Parliamentary Agents.*





# Tyne & Wear Passenger Transport Authority

Minutes of the 151st meeting of the PASSENGER TRANSPORT AUTHORITY  
23RD OCTOBER 1997  
(10.30 a.m. – 11.40 a.m.)

2

**PRESENT:**

Councillor E.B. Murray (in the Chair)  
Councillors Bate, Conaty, Hanson, Holt, Lennox, Moore, Ord, Spring and Young.

**IN ATTENDANCE**

R.H. Warne, E. Pattinson, S. Daley and S. Wilson.

**Representing Nexus**

M.J. Parker, G. Brindle, T. McCrady, I. Clayton, B.G. Garner and M. Fearnley.

55. **APOLOGIES FOR ABSENCE**

Apologies for absence were submitted on behalf of Councillor Keating, Marshall, Nugent, Russell and Wood.

56. **MINUTES**

**RESOLVED** – That the Minutes of the previous meeting held on 26th September 1997 be confirmed and signed as a correct record.

57. **PASSENGER SERVICES COMMITTEE**

**RESOLVED** – That the Minutes of the meeting of the Passenger Services Committee held on 7th October 1997 be received.

58. **SUSTAINABILITY AND TRAVEL AWARENESS**

Arising from the above Minutes it was noted that attendance at the NEA Seminar on Sustainability and Travel Awareness to be held in Newcastle Civic Centre on 27th October 1997 was limited to three Members from the Authority rather than as previously understood.

**RESOLVED** – That Councillors Bate and Ord be authorised to attend.

59. **TYNE TUNNEL OPERATIONS COMMITTEE**

**RESOLVED** – That the Minutes of the meeting of the Tyne Tunnel Operations Committee held on 9th October 1997 be received.

60. **CONFERENCES AND SEMINARS**

Following consideration of the circulated Report of the Clerk detailing conference and seminar notifications received since the last meeting, it was:

**RESOLVED** – That the following attendances be approved:

- (i) Councillors Hanson and Holt at the City Mobility Seminar to be held in London on 1st December 1997; and
- (ii) Councillors Ord and Wood at the Transport Telematics Conference to be held in London on 26th November 1997.

61. **STANDARDS OF CONDUCT IN PUBLIC LIFE: GOVERNMENT CONSULTATION**

**Submitted:** Report of the Deputy Clerk and Legal Adviser advising of the recommendations of the Nolan Committee and of its proposals for a potential new offence of Misuse of Public Office on which the Government had invited comments by 31st October 1997.

After a brief review of the implications of the recommendations the majority of which it was noted would require legislative change, discussion took place on several of the issues covered. Amongst these was the disparity between levels of interest in certain matters that could lead to some Members being granted dispensations to speak while others could not. While it was agreed that rationalisation was needed, the view was also taken that all pecuniary interests should continue to be disclosed. The need for each Authority to have a Standards Committee was welcomed provided that appropriate mechanisms could be incorporated to ensure that its proceedings were demonstrably transparent.

**RESOLVED** – That the recommendations of the Nolan Committee be generally welcomed and supported and that an appropriate Response reflecting the above comments be submitted via the Local Government Association.

62. **NEW TYNE CROSSING: PROMOTION OF PARLIAMENTARY BILL** *see attached*

**Submitted:** Report of the Deputy Clerk and Legal Adviser proposing consideration of the statutory resolution that needed to be passed by the Authority in order to deposit the required Bill in Parliament.

It was noted that unqualified support had now been received from the majority of Tyne and Wear MPs and that the Deputy Prime Minister and Secretary of State for the Environment, Transport and the Regions had, on a recent visit to the area, also commented favourably on the proposals. Discussions with the relevant Government Departments on the technicalities were currently being undertaken with the view to ensuring that the project fully demonstrated the contribution it could make towards integrated transport in the region and lobbying of appropriate bodies was also being put in hand.

On the question being put, it was unanimously:

**RESOLVED** – That

- (a) it is expedient for the Authority to promote a Bill in Parliament for the following or some of the following purposes:
  - (i) to amend the Tyne and Wear Act 1976 to enable toll revenue from the Tyne Tunnel to be applied towards the cost of authorising and securing a further road tunnel crossing of the river Tyne;
  - (ii) to enable the existing Tyne Tunnel undertaking of the Authority and any such new tunnel or the powers obtained for it to be transferred in whole or in part to another body;
  - (iii) to enable a uniform toll regime to be applied to such tunnels;
  - (iv) to make such additional, supplementary and consequential provision as may be necessary or convenient for the above-mentioned purposes or otherwise to facilitate the Authority in securing powers for and the construction and operation of a new road tunnel crossing.
- (b) that the Clerk to the Authority be authorised to take all necessary steps to carry the above resolution into effect and to progress the promotion of the intended Bill including the sealing of the petition necessary to deposit it in Parliament and the putting forward of such amendments to the Bill on behalf of the Authority as he shall consider necessary;

63. **CAPITAL PROGRAMME 1997/98: QUARTERLY REVIEW**

**RESOLVED** – That, as recommended in the circulated joint Report of the Treasurer and the Director General, the revised Capital Programme for 1997/98 amounting to £6.715m be approved, Members having been updated on progress regarding the improvements to the signing of Metro at Newcastle Central Station.

64. **SAFETY AND SECURITY LANDSCAPING**

**RESOLVED** – That, as recommended in the circulated Report of the Director General and in accordance with the landscaping strategy adopted by Nexus, the Capital Programme be amended to provide for the commitment of up to £215,000 on the above to be met from Loan or Reserves and that the estimated overall cost of the project be phased £145,000 in 1996/97, £70,000 in 1997/98 and £285,000 in 1998/99. Further, that progress thereon be reviewed by the Passenger Services Committee in six months' time.

65. **PROPOSED NEW FERRY LANDING, SOUTH SHIELDS**

**Submitted:** Report of the Director General setting out options for the future treatment of the present ferry landing at South Shields and proposing a new landing at an estimated capital cost of £1.4m.

Concern was expressed at media coverage of the matter from which the impression could be gained that the ferry service might be withdrawn. It was therefore emphasised that the new landing demonstrated a long-term commitment to the service and there was no intention that it should be withdrawn. Having agreed that Nexus should seek Press coverage of this, it was:

**RESOLVED** – That the Capital Programme be amended to include the commitment of £1,400,000 in respect of the above proposals to be met from Loan or Reserves and grant and phased £50,000 in 1997/98, £1,280,000 in 1998/99 and £70,000 in 1999/2000.

66. **CARE SERVICES REVIEW: PROGRESS**

**RESOLVED** – That, as recommended in the circulated Report of the Director General:

- (a) that progress on the Review be noted and that a further Report be submitted in six months' time with regard to vehicle brokerage, the possible implementation of a pilot low floor bus project together with the full results of passenger awareness studies and the launch of the Passengers Charter; and
- (b) while confirming the commitment to the project should a viable scheme be developed, the intention of Nexus in the meantime to recover its conditional revenue contribution of £20,000 to the Newcastle Shopmobility initiative be noted.

67. **DEVELOPING AN INTEGRATED TRANSPORT POLICY: RESPONSE TO CONSULTATION**

**Submitted:** Report of the Director General enclosing a proposed Response by the Authority to the Government's consultation on Developing an Integrated Transport Policy.

It was suggested that, in the light of comments at the Gateshead Transport Advisory Committee on 22nd October 1997, the answer to Question 10 should be strengthened to give more emphasis to the reduction of freight transport by road. While agreeing with this, the Director General suggested that control might be best exercised on a corridor and area basis. Having noted that comments on the document were still being received, it was:

**RESOLVED** – That the Director General, following consultation with the Chairman, be authorised to make appropriate amendments to the Authority's Response.

68. **PROPOSED WORKS TO EXISTING SHARED BRIDGES: GATESHEAD-JARROW RAIL CORRIDOR**

**RESOLVED** – That, as recommended in the circulated Report of the Director General, approval be given to expenditure of up to £378,000 in respect of the above to be financed from Loan or Reserves as provided in the Capital Programme.

69. **TOWARDS 2010: PROGRESS ON IMPLEMENTATION**

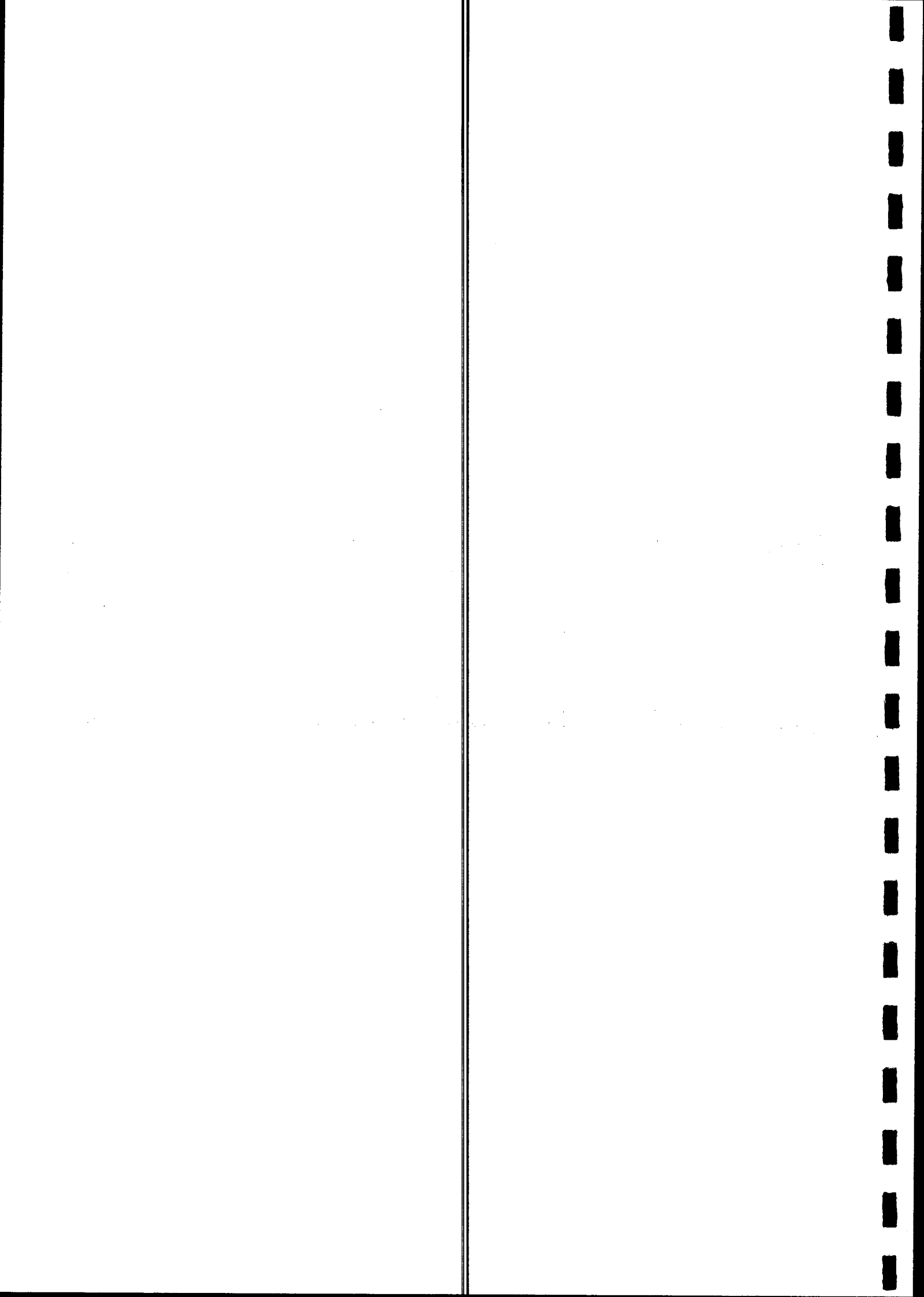
**RESOLVED** – That the circulated Report of the Director General be noted and that further progress be reported on an annual basis, it having also been agreed that the document should be forwarded to the five District Transport Advisory Committees.

70. **SUNDERLAND METRO**

It was reported that the official notification had now been received that the Public Inquiry into the application for a Transport and Works Order for the project was to commence on 27th January 1998 in Sunderland Civic Centre and that this would be preceded by a pre-inquiry on 2nd December 1997.

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# Tyne and Wear Passenger Transport Authority

25<sup>TH</sup> JUNE 1998

FOR DECISION

NEW TYNE CROSSING –  
PROTECTION OF LAND FOR DEVELOPMENT CONTROL PURPOSES

JOINT REPORT BY: ENGINEER TO THE TUNNELS AND DEPUTY CLERK  
AND LEGAL ADVISOR

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0351M

## 1. SYNOPSIS

1.1. The purpose of this report is to identify land which needs to be protected for development control purposes to facilitate the new Tyne crossing.

## 2. RECOMMENDATION

2.1. The Authority is recommended:-

2.1.1. To request North Tyneside and South Tyneside Councils to resolve to approve for development control purposes, the location and extent of land to be protected from development for the construction of the new Tyne Crossing as shown on Plan XA38/1/001

2.1.2. To note the position with regard to potential blight notices and other requests to purchase land.

## 3. CORPORATE IMPLICATIONS

3.1. New Tyne Crossing

## 4. BACKGROUND

4.1. In 1984, Tyne and Wear County Council resolved that a width of land 50m each side of the line of the then proposed duplicate tunnel be protected from development.

4.2. It has become clear that it is necessary to review the protected area in the light of the current proposals.

## 5. "PROTECTION FROM DEVELOPMENT"

5.1. The County Council resolved to protect the area for development control purposes. It was able to so resolve because it was a local planning authority in its own right.

- 5.2. The purpose of such a resolution is to indicate that no new development within the protected area should be allowed if it is likely to prejudice the scheme. Details of the resolution will be shown on results of local searches so that purchasers of property can be made aware of the possible effect of the scheme on the property.
- 5.3. This authority is not a local planning authority and so it will be necessary to request the riparian authorities to pass the necessary new resolution.

## 6. THE PROTECTED AREA

- 6.1. Plans TYNETUNN150/5003 and TYNETUNN/0047 displayed, show the protected area approved by the County Council in 1984.
- 6.2. Plan XA38/1/001 displayed shows the proposed new protected area. The significant changes are:
- 6.2.1 The requirement to create an area in which to float in the sections of the immersed tube mean that large areas of land on the North Shore are affected. The land area required is a combination of excavated area and material storage area (pending back filling to the excavated area). The requirement will be short-term pending construction of the new crossing and could be released at a later date subject to rights.
- 6.2.2 A similar situation occurs on the South Shore except that, owing to the presence of the gasometer to the east and the pedestrian tunnel to the west, the material storage area will be further inland and to the west of the existing tunnel.
- 6.2.3 The properties on the corner of Chaytor Street and Commercial Road will now be affected.
- 6.2.4 The ventilation building to the existing Tyne Tunnel will now be unaffected.
- 6.2.5 The requirement to remodel the proposed southern interchange in the following area:
- Between the A19 and Jarrow Cemetery
  - Between the A19 and the Metro line
  - Between the Metro line and the A185, Straker Street
  - Between the A185, Straker Street and the existing tunnel portal.
- 6.2.6 It should be noted that there will be a requirement to use a substantially sized piece of land adjacent to the river bank for the purposes of casting the immersed tube sections. It is too early to predict where they may be constructed and so has not been taken into account at this juncture.

## BLIGHT

- 7.1. The effect of the resolution will be that the protected land will fall within one of the statutory definitions of blighted land. This will mean that the owner of the land will have the right to serve a blight notice if certain conditions are satisfied, relating to:-
  - 7.1.1. The nature of their interest in the land; and
  - 7.1.2. Their being able to show that they have not been able to sell the land at all or only sell it at a reduced value because of the blight
- 7.2. If a valid blight notice is served, the owner can force the appropriate authority to acquire the land based on compulsory purchase compensation.
- 7.3. The body on whom the notice is served has a right to serve a counter notice for various reasons, including:-
  - 7.3.1. The land does not fall within the category of blighted land;
  - 7.3.2. It is not satisfied that the land cannot be sold; or
  - 7.3.3. It does not propose to acquire the land – this implies that the land is not needed for the scheme and provides reassurance to potential purchasers.
- 7.4. Following the abolition of the County Council, it became unclear whether any authority could be served with a blight notice. The riparian authorities did not have any statutory functions relating to the tunnel and the statutory functions of this authority were confined to the existing tunnels and not any new tunnel.
- 7.5. The enactment of the Tyne Tunnels Act 1998 has clarified the position. The functions of this authority now expressly include the power to “take such steps as it may think fit to facilitate the provision and operation of a new tunnel crossing”. It makes it clear that the Authority is the appropriate body on whom blight notices may be served.

## 8. PROPERTY AFFECTED BY THE CONSTRUCTION

- 8.1. The statutory definition of blighted land is much more restricted than the common understanding – it is confined to land which a public authority considers it will wish to acquire to carry out public works. It does not extend to land which may be affected by the construction of the works or the use of the works themselves, e.g. noise.
- 8.2. The Authority does have a discretionary power to acquire by agreement land which will be seriously affected by the carrying out of works or the use of the works.
- 8.3. It may be that the Authority will be requested to exercise this power.

## 9. PROCESS FOR DEALING WITH REQUESTS

- 9.1 Any service of blight notices or requests to exercise discretionary powers will initi
- 9.2 Details will then be reported to the Authority.

10. LIKELY IMPACT

10.1 Although a number of properties are included in the protected area, because of the nature of a tunnel scheme, it does not follow that all the properties will be adversely affected by the scheme.

10.2 Officers will carry out a further study to identify the extent to which it may be ne

**Background Papers – held by the Deputy Clerk and Legal Advisor on file XPA00002**

1. Report to Tyne and Wear County Highways Committee – 3<sup>rd</sup> January 1984.



# Tyne and Wear Passenger Transport Authority

Minutes of the 159th meeting of the PASSENGER TRANSPORT AUTHORITY  
25TH JUNE 1998  
(10.30 a.m. – 10.58 a.m.)

2

**PRESENT:**

Councillor T.D. Marshall in the Chair  
Councillors Bate, Bohill, Hanson, Ord, Spring, Wood and Young.

**IN ATTENDANCE**

K.R. Mackay, P. Fenwick and S. Wilson.

**Representing Nexus**

M.J. Parker, G. Brindle, T. McCrady, B.G. Garner and M. Fearnley.

24. **APOLOGIES**

Apologies for absence were submitted on behalf of Councillors Flynn, Green, Hodgson, Holt, Keating, McElroy and Murray.

25. **MINUTES**

**RESOLVED** – That the Minutes of the previous meeting held on 28th May 1998, amended by the substitution of Councillor Wood for Councillor Green under Min.No.12, be confirmed and signed as a correct record.

26. **PUBLIC TRANSPORT INFORMATION UNIT**

The Chairman having reported receipt of correspondence requesting reconsideration of the decisions to withdraw from membership of the Unit and not to appoint a representative to attend its meetings, it was:

**RESOLVED** – That the Authority's previous decisions in the matter be confirmed.

27. **PASSENGER SERVICES COMMITTEE**

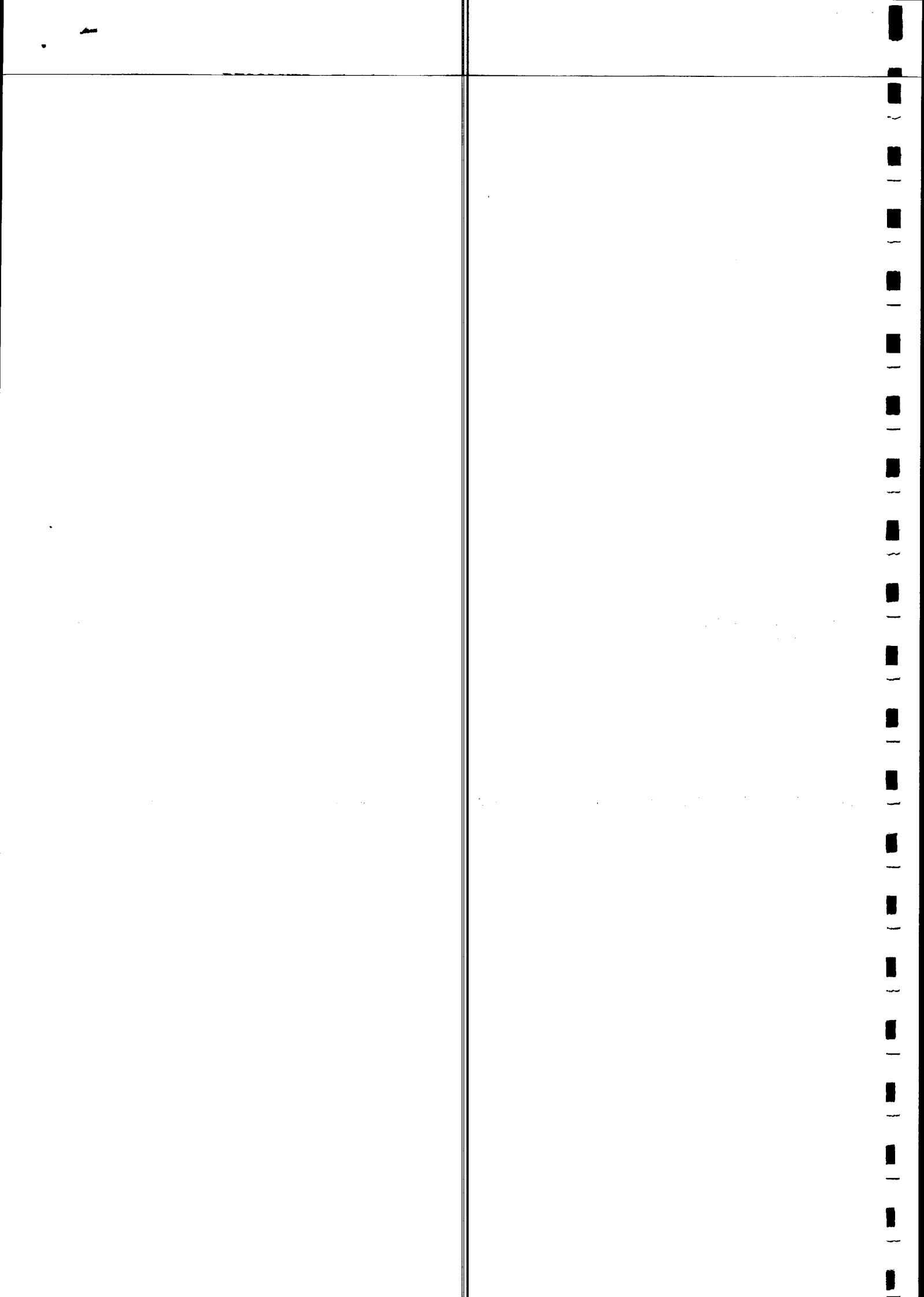
**RESOLVED** – That the Minutes of the meeting of the Passenger Services Committee held on 9th June 1998 be received and, arising therefrom, that approval be given to the release of £110,000 from the Capital Programme in respect of the continuation of trackside maintenance works and that such expenditure be financed through Loan or from Reserves as appropriate.

28. **LOCAL GOVERNMENT PENSION SCHEME REGULATIONS 1997:  
DISCRETIONARY AREAS FOR EMPLOYERS**

Councillors Spring and Young having declared an interest in the matter and taken no part in discussion or voting thereon, it was:

**RESOLVED** – That the approaches to the four key discretionary areas as proposed in the circulated Report of the Treasurer be approved and that the Pensions Committee be informed accordingly.

29. **ANNUAL REPORT AND ACCOUNTS 1997/98**





# Tyne and Wear Passenger Transport Authority

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**RESOLVED** – That the Authority's previous decisions in the matter be confirmed.

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Councillors Spring and Young having declared an interest in the matter and taken no part in discussion or voting thereon, it was:

**RESOLVED** – That the approaches to the four key discretionary areas as proposed in the circulated Report of the Treasurer be approved and that the Pensions Committee be informed accordingly.

29. **ANNUAL REPORT AND ACCOUNTS 1997/98**

**RESOLVED** – That the approach to the preparation and publication of the above document as proposed in the circulated Report of the Clerk, Treasurer and Director General be agreed and that a meeting of the Authority's Delegated Committee be held on 23rd July 1998 to approve the relevant documentation.

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30. **BUS SHELTER DEMONSTRATION PROJECT**

**RESOLVED** – That approval be given to the partnership proposals for the pilot area in Hedworth, South Tyneside as outlined in the circulated Report of the Director General, it having been noted that the potential for contributions from commercial operators would be discussed by Nexus and the relevant companies in due course in the light of the standards adopted for infrastructure provision and maintenance

31. **ANNUAL METRO INSPECTION**

**RESOLVED** – That, as recommended in the circulated Report of the Director General, the Annual Metro Inspection be held on Wednesday, 5th August 1998, it having been agreed that Pelaw should be included in the itinerary in order to provide the opportunity to view the potential for Park and Ride development in connection with the Sunderland Metro.

32. **SUNDERLAND METRO: PROGRESS**

**Submitted:** Report of the Project Director and Director General reviewing progress on the project and seeking the release of appropriate funding from the Capital Programme in order to support the forthcoming procurement and contract processes.

Introducing the Report, the Director General acknowledged the positive progress being made on several of the key elements of the project. However, discussions were still taking place on the contractual arrangements required to be put in place with Railtrack and other parties. While these were proceeding with full co-operation on all sides and were at an advanced stage, it had not been possible to drive matters forward to the position where Nexus could place the appropriate advertisement in the Official Journal of the European Communities in order to commence the procurement process as envisaged in the Report. Negotiations were therefore being continued with the view to resolving outstanding issues at the earliest opportunity.

The Director of Finance advised that the total funding requirement for the project was currently estimated at approximately £97.5m at outturn prices for 2002. This included basic construction costs and contingencies together with land acquisition and commercial risk factors. PTA development costs through to project implementation were estimated at £4.2m. He emphasised that this estimate was a worst case scenario as required by DETR and the Treasury. The Director General said that the final cost could well be lower depending on the private sector's assessment of the risk involved.

The Project Director noted that a number of principles had now been established to effectively control the development of the project by the successful bidder in order to ensure the successful delivery overall of a high class development. Detailed requirements covering such areas as construction working practice, noise and vibration, hours of work and landscaping would now be worked up in consultation with the relevant local authorities. These conditions would be developed in conjunction with those matters such as design and external appearance of buildings, means of access and landscaping reserved for normal planning procedures.

Train protection was a complex issue but a favourable response had been received in discussions with Railtrack. The Health and Safety Executive was currently consulting on

25th June 1998

proposals to introduce Regulations requiring the fitting of train protection systems across the national rail network by 2004. It was important that the introduction of the requirements for both rolling stock and infrastructure were fully harmonised with the Sunderland Metro timetable and the level of co-operation being enjoyed so far was extremely encouraging.

**RESOLVED** – That progress on the project as detailed in the circulated Report of the Project Director and Director General be noted and that approval be given to the release of those funds from the Capital Programme for 1998/99 and 1999/2000 identified in Section 9.2 as being necessary to establish the Design Build Finance and Maintain contract.

-9-

33. **PACKAGE BID AND CAPITAL PROGRAMME SUBMISSIONS 1999/2000**

**RESOLVED** – That, as recommended in the circulated Report of the Director General, the Package and Capital Programme Bids for 1999/2000 together with the tabled amendments be approved for submission to the Department for the Environment, Transport and the Regions.

34. **NEW TYNE CROSSING: PROTECTION OF LAND FOR DEVELOPMENT CONTROL PURPOSES**

**Submitted:** Report of the Engineer and the Deputy Clerk and Legal Adviser advising of the potential extent of land likely to be needed for the crossing and therefore requiring protection from development.

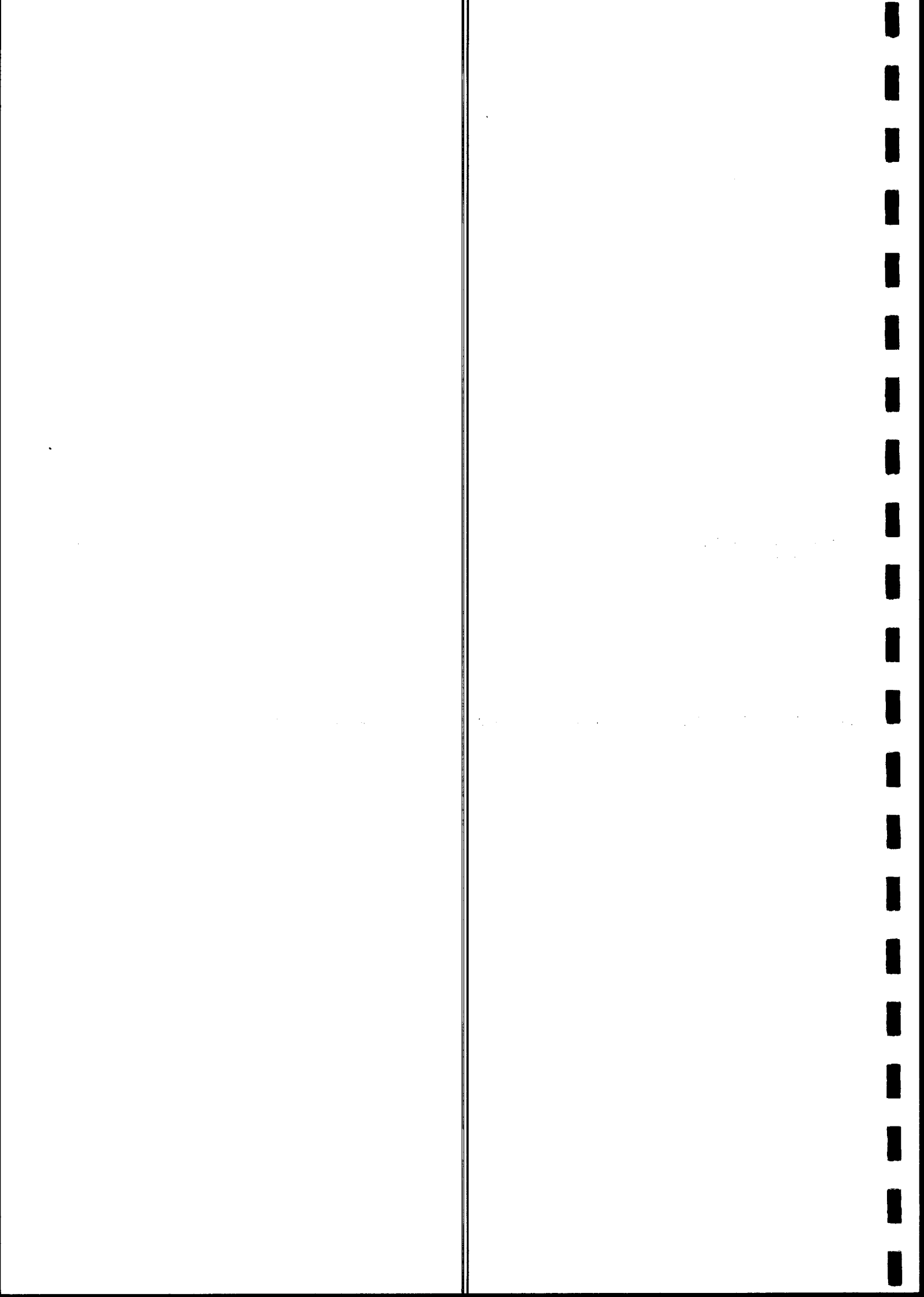
Following an explanation of the need to allow for various elements of the project in terms of construction requirements, working areas and materials storage areas, it was emphasised that the area proposed on the displayed Plans was very much indicative at this stage of the process and would need to be refined in due course in the light of detailed discussions between the Authority and the riparian District Councils.

In order to allay the concerns of local residents in the area it was agreed that public meetings/exhibitions should be staged on both sides of the river at the earliest opportunity utilising where appropriate the assistance of Nexus having regard to the extensive and successful public consultation exercise recently undertaken by them in respect of the Sunderland Metro.

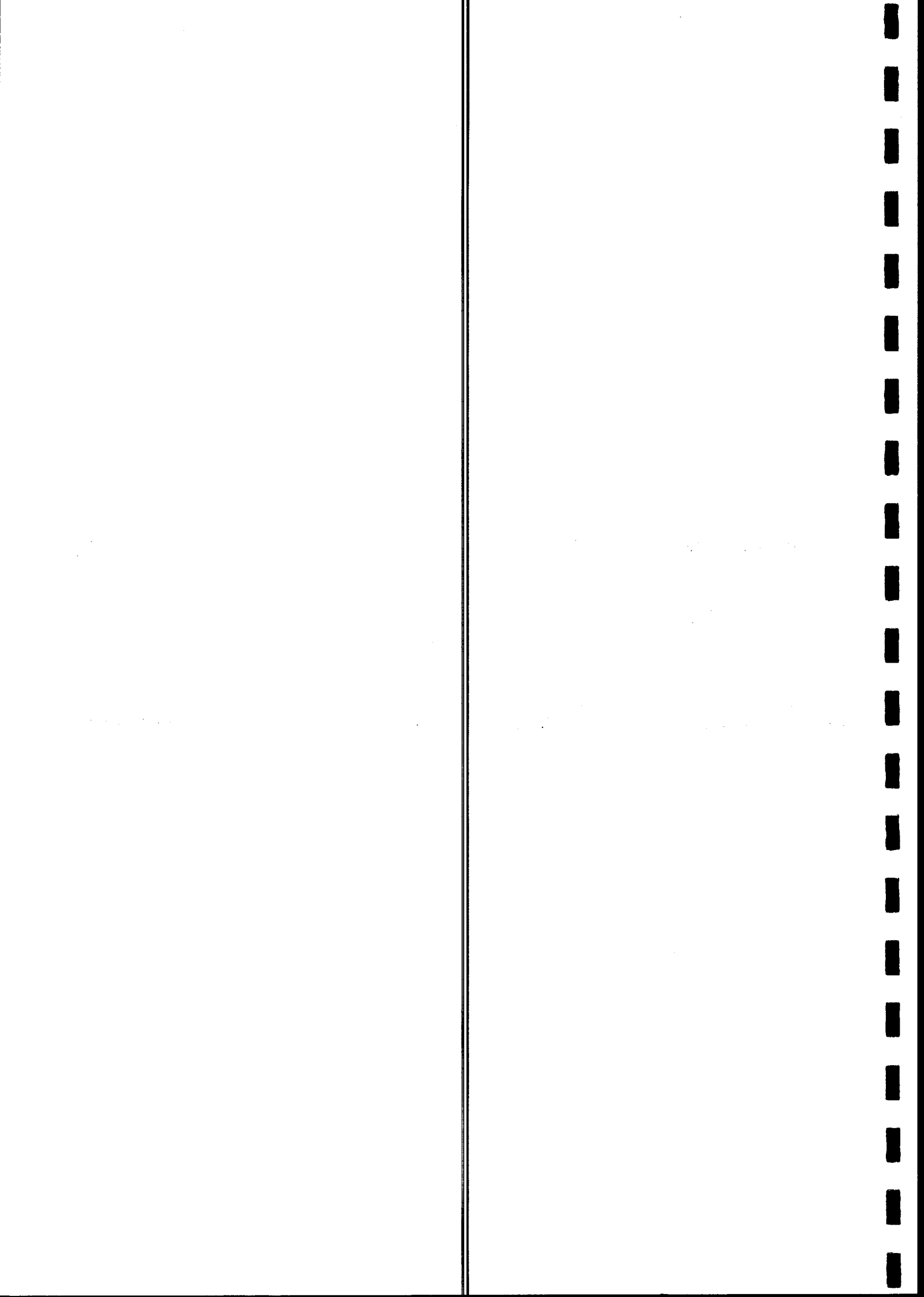
**RESOLVED** – That, having noted the position with regard to potential blight notices and other requests to purchase land as set out in the circulated Report of the Engineer and the Deputy Clerk and Legal Adviser, North Tyneside and South Tyneside Councils be requested to resolve to approve for development control purposes the location and extent of land to be protected from development for the construction of the New Tyne Crossing as shown on Plan XA38/1/001 submitted to the meeting.

35. **RURAL TRANSPORT INITIATIVE**

Reference was made to the announcement of additional Government funding in respect of the above as considered by the Passenger Services Committee on 9th June 1998 and it was agreed that the assessment of transport needs in rural areas in the light of detailed criteria issued by DETR be regarded as the first step in a comprehensive review of all secured services in Tyne and Wear.









# Tyne and Wear Passenger Transport Authority

22 JULY 1999

17

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## TYNE TUNNELS DRAFT POLICY STATEMENT

FOR DECISION

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### REPORT OF THE ENGINEER

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#### 1.0 Synopsis

- 1.1 This report seeks approval to the Tyne Tunnels Draft Policy Statement and for its incorporation into the PTA's Local Performance Plan.

#### 2.0 Recommendations

- 2.1 The PTA is recommended to:-
- (a) Approve the Tyne Tunnels Draft Policy Statement appended to this report.
  - (b) Agree to the inclusion of the appended Draft Policy Statement into the PTA's Local Performance Plan.

#### 3.0 Details

- 3.1 As part of the new regime for delivery of public services it is necessary for the PTA to prepare and implement a Local Performance Plan. The Tyne Tunnel operation, being managed by the Authority, will have to be incorporated into the Plan.
- 3.2 A Draft Policy Statement has been prepared which is appended to the report for consideration and approval. If approved, the Statement will form the performance framework for the Tyne Tunnel and as such could be incorporated into the Authority's Local Performance Plan, which is to be presented to Members in September 1999.

#### 4.0 Background Papers

- 4.1 Access to Information File XA40/6/PAF/308 held by the Engineer to the Tyne Tunnels.

## TYNE TUNNELS DRAFT POLICY STATEMENT

The Authority requires Tyne Tunnel staff to:-

1. Operate the Tunnels in a safe, secure manner to meet the customer demands cost effectively.
2. Improve the quality of the facilities and service provided to customers including those with mobility and other handicaps.
3. Manage toll collection in a manner that will minimise delays at the toll booths, including the promotion of electronic permit accounts and schemes to offer added value/benefit to permit users where possible.
4. Maintain the tunnels in a sound condition.
5. Regularly consult with customers.
6. Promote good relations with the adjacent communities through thoughtful maintenance of the tunnel assets and through educational and business partnerships wherever possible.
7. Liaise with the Highway Authorities in the Region to ensure that any maintenance work in the tunnel which could restrict usage is fully co-ordinated within the wider highway network maintenance activity.
8. Promote the development of the second Tyne Crossing by 2005.
9. Undertake an annual review of tunnel use, income and toll levels.
10. Receive reports from the Engineer to the Tunnel on vehicular flows and delays.



# Tyne and Wear Passenger Transport Authority

22 JULY 1999

16

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## NEW TYNE CROSSING : APPOINTMENT OF ADVISOR

FOR INFORMATION

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### REPORT OF THE ENGINEER

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#### 1.0 Synopsis

- 1.1 This report informs the PTA of a report which it is hoped to be present on the day of the meeting detailing the terms and conditions for the engagement of a Professional Advisor for the New Tyne Crossing project.

#### 2.0 Recommendations

- 2.1 The PTA is recommended to:
- (a) Note the process by which the Advisor will be selected as detailed in the report.
  - (b) Note that it is intended to present a report which will seek the approval to engage a Professional Advisor for the project but that, should it not be possible to agree the terms in time to present a report on the day of the meeting that the PTA agree to arrange a special meeting to consider the report in August.

#### 3.0 Introduction

- 3.1 Since the Tyne Tunnels Act, 1998, was granted Royal Assent on 9 April 1998, officers of the PTA have been working on the promotion of the New Tyne Crossing project. One major element of this is the engagement of Professional Advisors who will bring the necessary resources to the disposal of the PTA to enable the project to proceed to implementation.
- 3.2 The intentions of the PTA in this respect were advertised in the European Journal, New Civil Engineer and The Journal on 9 April 1998. These advertisements also asked for expressions of interest from suitably qualified and experienced consultants. In response to these activities the PTA obtained submissions from 15 consortia which were evaluated against a number of core quality criteria – financial soundness, technical and professional ability, health and safety, environmental policies and equality in employment. This process resulted in 6 consortia being accepted onto the tender list. This

number was later reduced to 5, however, as a result of a merger between two of the lead consultancies

- 3.3 The tender documentation was prepared and dispatched to the 5 tenderers on the 12 February 1999 and were returned on the 12 April 1999 in accordance with the instructions to tenderers.

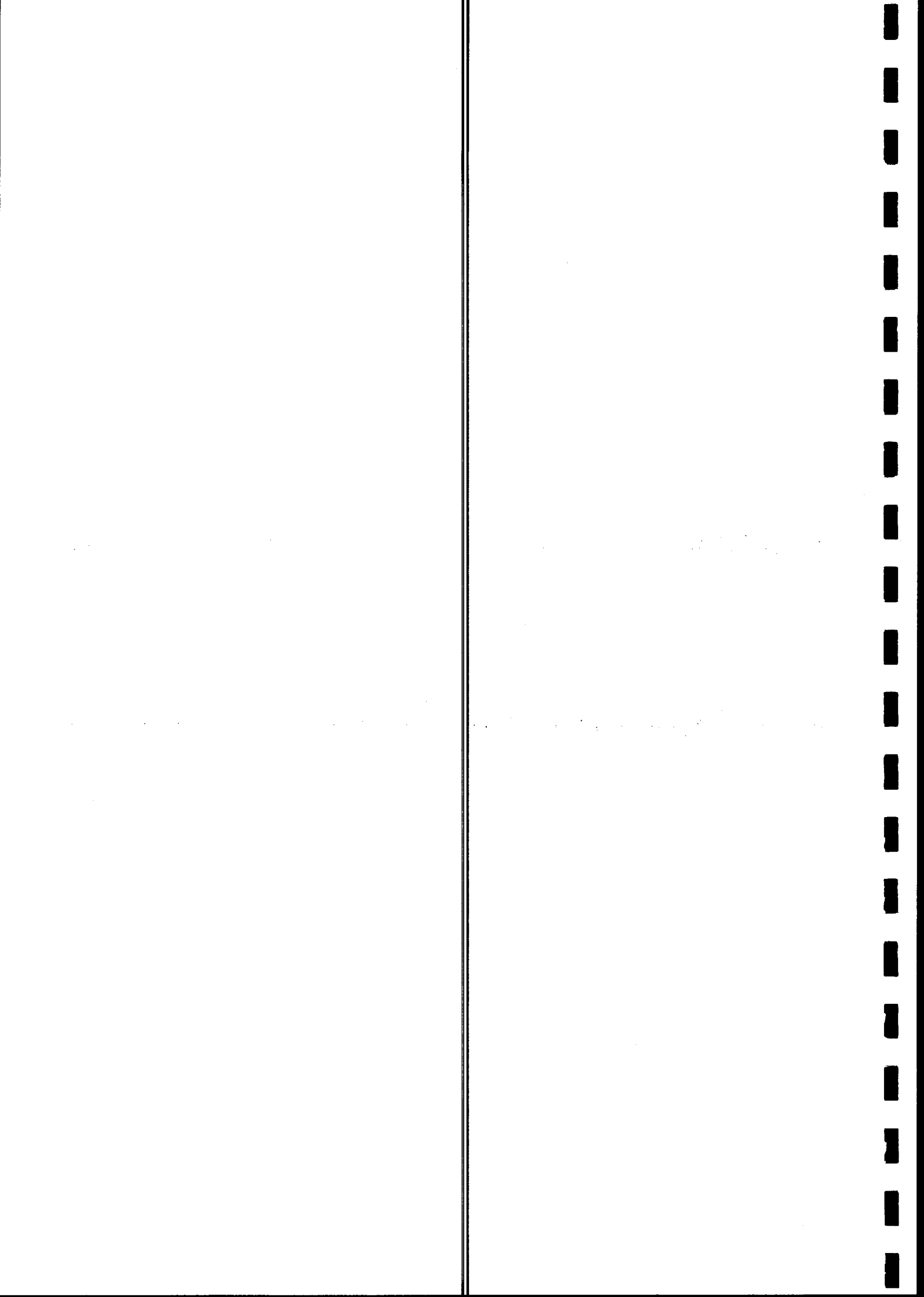
#### **4.0 Tender Evaluation**

- 4.1 The tender documents were evaluated on the basis of the core quality criteria and was undertaken by officers of the PTA in consultation with officers from the project partners (North and South Tyneside MBC's). On 17 May 1999 all the 5 tenderers attended interviews with PTA officers and the appropriate Chief Officers from the project partners. At this interview the tenderers were asked to present themselves and their approach to the commission and the project, and also to answer a series of questions about their tenders and their presentations.
- 4.2 The presentation and their tenders were then given a final evaluation rating and as a result the two best were invited to a second interview. The 3 unsuccessful tenderers were informed accordingly.
- 4.3 The second interview was held on 7 June 1999 and was attended by Cllr. D. Marshall, Cllr. M. Green and Cllr. Boyack as well as those officers who attended the interviews on 17 May 1999. The tenderers were asked to give a 15 minute presentation and then to answer three prepared questions on tolling strategy, environment and PR and to answer questions as they arose to the elected Members and the officers. Following these interviews, the Members selected a "Preferred Advisor" and resolved that officers should attempt to agree terms and conditions for their appointment. It was also resolved that, should it not be possible to arrive at a satisfactory agreement, the second tenderer would then be approached.
- 4.4 The detailed negotiations are still being conducted with the Preferred Advisor but it is hoped that they will be concluded in time to allow a report to be prepared and presented to the PTA on 22 July 1999. Should this prove not to be possible, the PTA is asked to resolve to hold a special meeting in August 1999 in order to consider the negotiated terms of engagement and, if acceptable, approve the engagement of the Professional Advisor.

#### **5.0 Background Papers**

- 5.1 Access to Information File XA40/6/PAF/308 held by the Engineer to the Tyne Tunnels.







# Tyne and Wear Passenger Transport Authority

NEW TYNE CROSSING - UPDATE

11

REPORT OF THE ENGINEER TO THE TYNE TUNNELS

**1. Synopsis:**

- 1.1 This report outlines recent developments and progress on the New Tyne Crossing Project for Members information.

**2. Recommendations**

- 2.1 The PTA is recommended to note the current position regarding the development of the New Tyne Crossing project.

**3. Background**

- 3.1 The Advisor, Arup, was appointed on the 8 November 1999. Since then they have validated the scheme, carried out a number of preliminary surveys, been involved in a number of public consultation meetings and undertaken additional work in connection with the impact of VAT and public funding scenarios.

**4. Work Undertaken To-Date**

- 4.1 Stage 1 of the agreed programme of works involved Arup assessing the work of the Babbie/Hambro study to ascertain whether the base conclusion regarding the viability of the project in the private marketplace was still viable, i.e. assessed against current financial conditions. Arups concluded that this was indeed the case.
- 4.2 Arups considered in more detail than the feasibility stage, a wide range of options available for the configuration of the new tunnel. This work concluded that only a 2-lane or a 4-lane new tunnel would give a realistically workable solution. Following consultations with the Port of Tyne Authority in particular, the horizontal and vertical alignments became clearer and costings prepared. Preliminary financial models were developed to give an indication of the resultant toll charges (which included VAT at that time in anticipation of the European Court's Ruling and on the basis of the Advocate General's advice). The conclusion reached was that the 4-lane option would require an unacceptably high toll and would, even then, need a public sector contribution to make it financable. Further the justification for any public sector contribution would be very difficult and defence at a public inquiry would be difficult to sustain.
- 4.3 The two-lane option would – on the above assumptions – not require a public sector contribution to make it wholly financable by the public sector but would have resulted in a higher toll charge than originally considered. The ruling of the European Court of Justice on VAT on tolls and highways infrastructure had a significant impact on the financial models – this is outlined in more detail at para 4. The net effect is to allow the possibility of achieving a wholly privately financed project with a toll charge which is more in line with earlier reports.

- 4.4 The ruling on the VAT issue by the European Court of Justice ran contrary to advice from the DETR and principal Government Advisors. Financial models up until the ruling had been based on the Advocate General's advice and included VAT. The ruling gave the possibility of restructuring the nature of a concession agreement which would leave the collection/ownership of the tolls raised at the Tunnels with the PTA. This is being explored in detail by Arup but this arrangement appears to be viable and VAT would not have to be levied.
- 4.5 The more detailed work on the postings of the two-lane option in the light of the PTA requirements and the crossing survey results (Ground Investigation in particular) revealed that the cost of scheme has risen significantly against that allowed in the feasibility study. In order to address issues which were being raised by a number of interested parties and could be material at public inquiry. Arup have been instructed to assess the alternative method of tunnel construction which was considered unaffordable at the feasibility stage because of the significant cost differential and the resulting socio-economic impacts. This detailed work will be needed for any public inquiry given this interest, it is on-going and is additional work.

## 5. Property Issues

- 5.1 Concern about the potential impact on property values in the vicinity of the tunnel in Jarrow, but not directly affected by it, have been discussed with the local residents association. It was decided that the most satisfactory way of ascertaining the property market history and current conditions would be commission a report by an independent surveyor. The instructions for the commission were developed and agreed with the residents association and, following a tender procedure, Andrew Craig was appointed. His report has been prepared and copies have been supplied to the local Residents Association in Jarrow who are currently considering its content.
- 5.2 Work on the construction of the new school buildings at Ellison Street started last autumn and is progressing satisfactorily. It is expected that the staff and pupils will be transferred to the new school at the end of the 2001/02 academic year. The site of St Peters school would then be handed over to the PTA as soon as the buildings are vacated.

## 6. Communications

- 6.2 Consultations have been continuing with a series of events on North Tyneside immediately before Christmas and the publication of the 3<sup>rd</sup> NTC Newsletter at the same time. These newsletters are distributed to all properties within approximately 200 metres of the proposed tunnel and are also widely distributed to public buildings in North and South Tyneside. They are also available on the web-site. The NTC web site was launched in August 2000 and has had a generally favourable response. It is currently averaging six 'hits' per day. The web-site address is: [www.tynewear-pta.gov.uk/ntc](http://www.tynewear-pta.gov.uk/ntc)

## 7. Related work

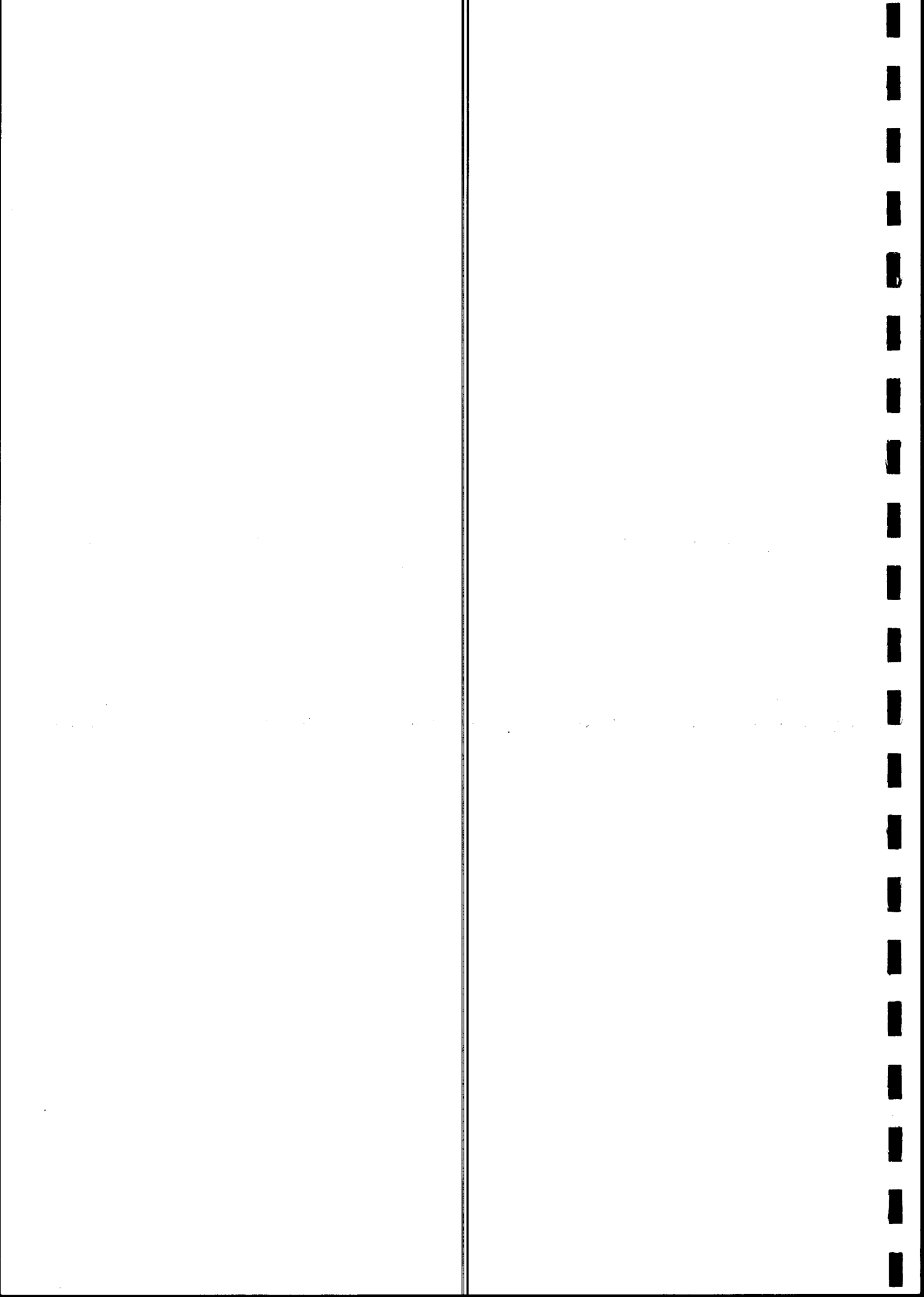
- 7.1 Arup has been commissioned by the Highways Agency – but using the Terms of the PTA's contract (and administered by the Engineer) – to study the A19 junctions between and including Moor Farm and Testos roundabouts. A draft report has recently been issued by Arup and is currently being considered by North Tyneside, South Tyneside, and Highways Agency. It is expected that the final report should be available in April 2001. The report will first consider the impact of the NTC and associated planned development on the A19 corridor on these junctions and then consider the need, the options and the feasibility of improving them.

**8. Programme**

- 1.1 The European Court of Justice's ruling on the VAT and the additional work outlined above have resulted in a slippage of approximately six months in the programme. Once this work has been concluded the programme will be re-evaluated and reported to the PTA.

Contact : Paul Fenwick 2116058

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# Tyne and Wear Passenger Transport Authority

Minutes of the 182nd meeting of the PASSENGER TRANSPORT AUTHORITY  
21ST MARCH 2001  
(10.30 a.m.- 11.35 a.m.)

7

## PRESENT:

Councillor T.D. Marshall in the Chair  
Councillors Boyack, Glindon, J.S. Green, M.A. Green, Hanson, Kirby, Ord, Spring, Thompson,  
D.L. Wood and P. Wood.

## IN ATTENDANCE

J.F. Miller, P. Fenwick, M. Buckingham and S. Wilson.

## Representing Nexus

M.J. Parker, T. McCrady, B.G. Garner and L. Robinson.

### 74. APOLOGIES

Apologies for absence were submitted on behalf of Councillors, Flynn, Holt and Keating.

### 75. MINUTES

**RESOLVED** – That the Minutes of the previous meeting held on 25th January 2001 be confirmed and signed as a correct record, a letter dated 19th March 2001 from the Managing Director of Go-North East expressing concern at the contents of Min.No.61 having been tabled for the attention of Members.

### 76. MEMBERSHIP OF THE PASSENGER TRANSPORT EXECUTIVE

**RESOLVED** – That, as recommended in the circulated Report of the Clerk and the Director General, the appointment of Mr. Tony Sarginson as a non-executive Director of Nexus be extended for a further two years to 21st March 2003.

### 77. DEVOLVED REGIONAL GOVERNMENT: CONSULTATION

**RESOLVED** – That, as recommended in the circulated Report of the Clerk and the Director General, the proposals for a directly-elected regional assembly be supported provided that there would be no reduction in the powers and duties of the PTA, Nexus and the District Councils of Tyne and Wear in supporting and promoting public transport through the LTP process. Further, that the Association of North East Councils be requested to again consider membership by the Passenger Transport Authority.

### 78. RURAL BUS CHALLENGE

**RESOLVED** – That the progress being made in delivering initiatives funded through the Rural Bus Challenge as detailed in the circulated Report of the Director General be noted.

### 79. PROJECT ORPHEUS

Noting the potential of the proposals for improving public transport access to those parts of the area not currently served by the Metro, particularly the more rural areas of Gateshead, North Tyneside and Sunderland, it was:

**RESOLVED** – That, as recommended in the circulated Report of the Director General, Nexus be authorised to progress investigations into the feasibility, funding and approval process for the project for consideration in the Autumn and that discussions on possible route alignments and phasing options be commenced with the five District Councils of Tyne and Wear and, if appropriate, the County Councils of Durham and Northumberland.

80. **FARES REVIEW 2001/2002**

**RESOLVED** – That the proposed changes to fares on the Metro, Ferry and Sunderland-Newcastle Rail service as detailed in the circulated Report of the Director General be approved together with the introduction of the WednesdaySaver and the change in the annual fares review to January, and that bus operators be again requested to consider the re-introduction of bus-to-bus transfares.

81. **CONCESSIONARY TRAVEL CHANGES**

**Submitted:** Report of the Director General providing an overview of the performance of the Concessionary Travel Scheme since its revision in September 2000, a summary of the views of the elderly obtained from focus groups together with the results of market research into child travel patterns, and proposing improvements to be introduced from April 2001.

Following interruptions by members of the Direct Action Network, who were attending the meeting along with pensioners' organisations lobbying for the re-introduction of the 25p single fare, the 45p return fare and the 30p transfare, it was:

**RESOLVED** – That the Report be noted and that approval be given to:

- (i) the introduction of a non-discounted concessionary return fare for the elderly on the Metro: and
- (ii) the issue of identity cards for all children to qualify for concessionary travel from September 2001 at a charge of £2.

82. **CAPITAL PROGRAMME 2000/1-2003/4**

It having been explained that Percent for Art Proposals for Roker Station in connection with the Sunderland Direct project were dependent on external funding being obtained, it was:

**RESOLVED** – That the revised Capital Programme for 2000/2001 and the proposals for 2001/2002 be approved.

83. **TYNE TUNNEL TOLLS INCREASE: UPDATE**

**RESOLVED** – That the circulated Report of the Engineer advising that the Public Inquiry into the Authority's application to increase tolls at the Tunnel was to commence on 3rd April 2001 in Newcastle Civic Centre be noted.

84. **NEW TYNE CROSSING: UPDATE**

**RESOLVED** – That the circulated Report of the Engineer on the current position regarding the project be noted.

85. **TRANSPENNINE RAIL FRANCHISE**

**RESOLVED** – That the tabled Response to the Strategic Rail Authority in connection with the bids for the TransPennine Rail Franchise be approved and that that of Arriva PLC be supported.

86. **EXCLUSION OF PRESS AND PUBLIC**

**RESOLVED** – That the Press and Public be excluded from the meeting during consideration of the remaining business on the agenda in accordance with paragraph 9 of Schedule 12A to the Local Government Act 1972.

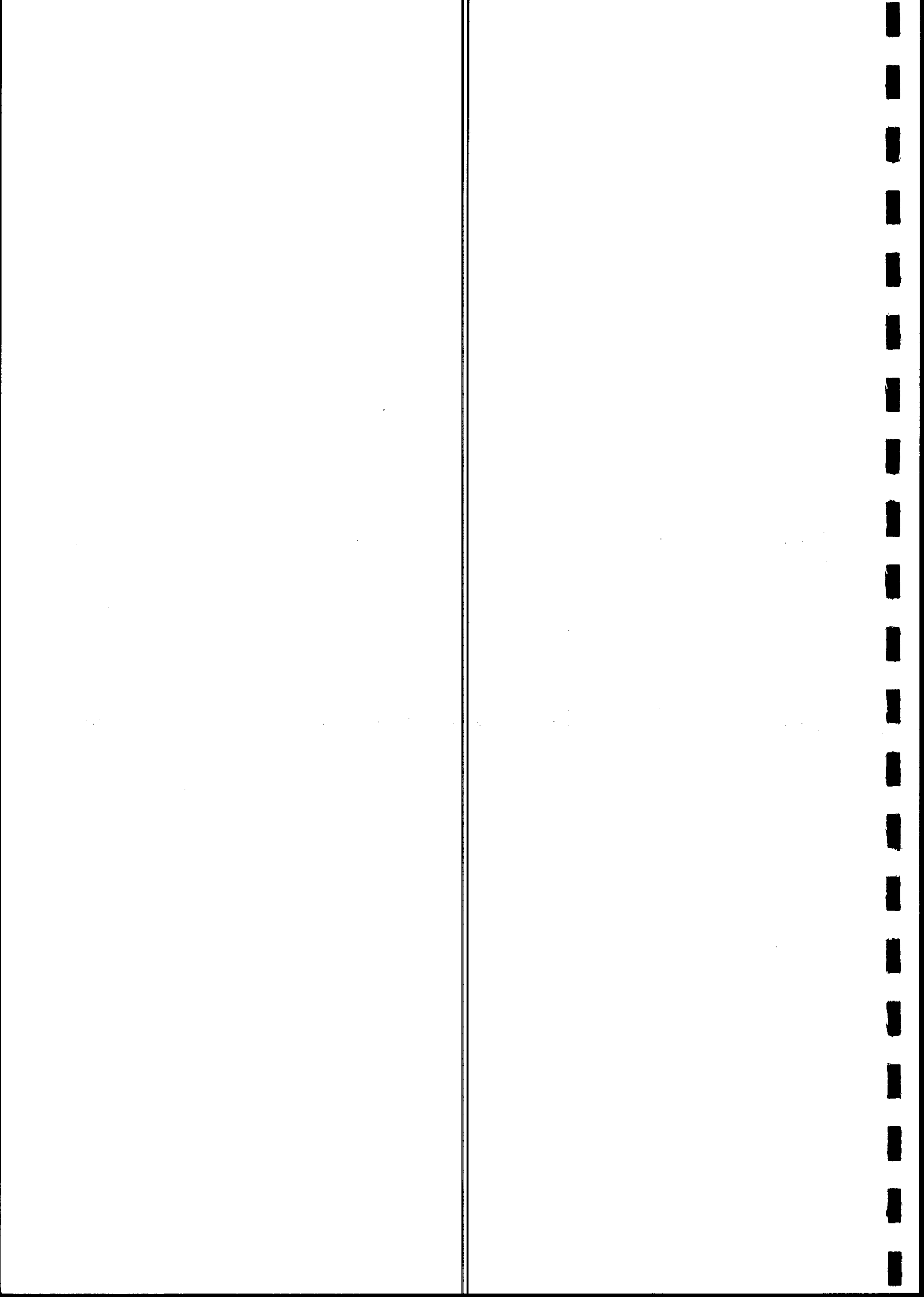
87. **ACQUISITION OF THE GASLIGHT PUBLIC HOUSE, SOUTH SHIELDS**

Having agreed that all necessary steps should be taken to ensure that the premises are maintained in good condition and having noted a non-pecuniary interest in the matter as declared by Councillor Holt who took no part in discussions, it was:

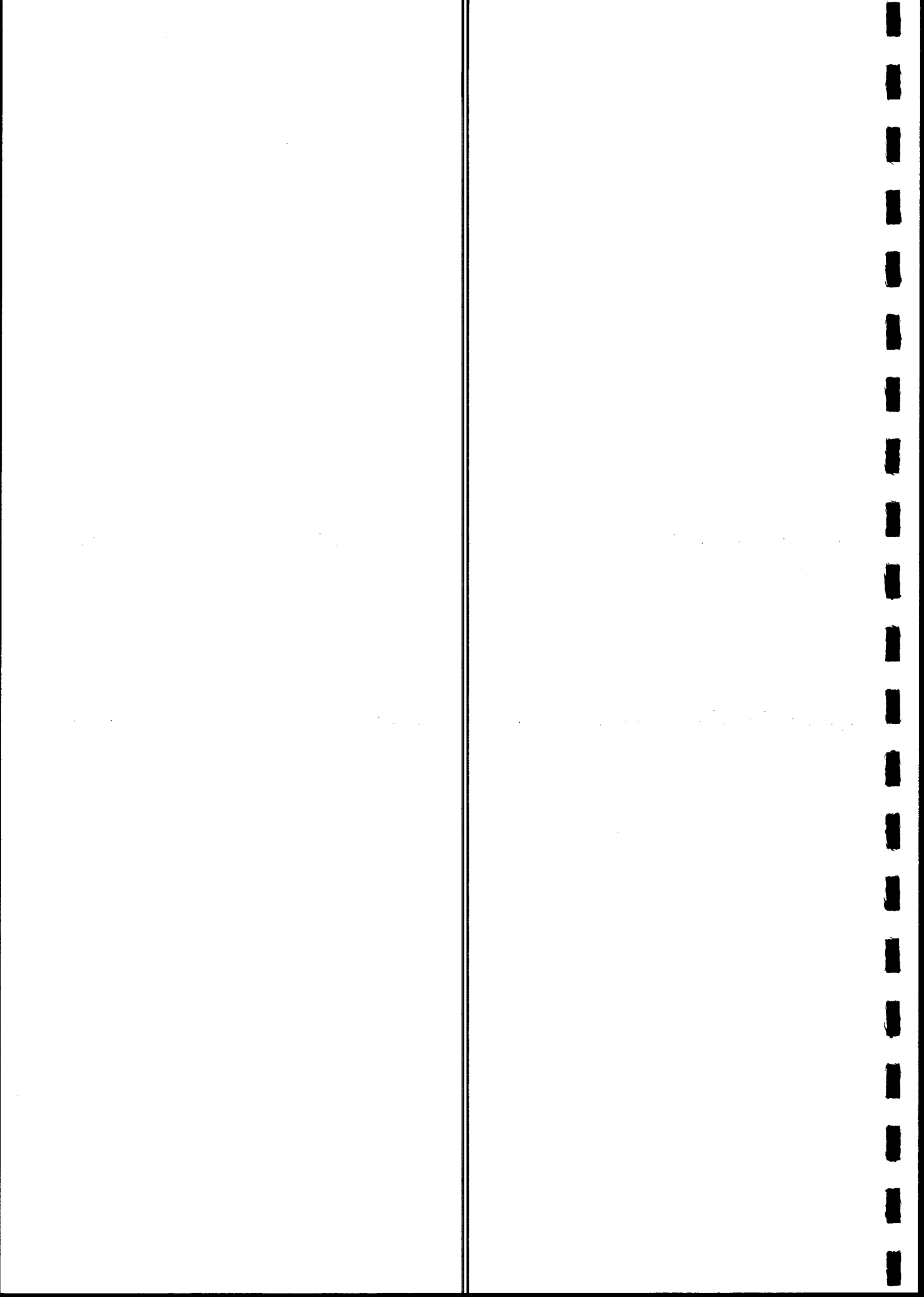
**RESOLVED** – That approval be given to the acquisition of the Gaslight Public House, Commercial Road, Jarrow on the terms and conditions set out in the circulated Report of the Engineer and that the Authority's Adviser for the New Tyne Crossing project be instructed to conclude the transfer of the freehold accordingly.

88. **SRA STRATEGIC AGENDA**

At the conclusion of the meeting Members were given a presentation by Richard Davis of the Strategic Rail Authority on the new Strategic Agenda.









# Tyne and Wear Passenger Transport Authority

NEW TYNE CROSSING: PROJECT REVIEW

REPORT OF THE ENGINEER TO THE TYNE TUNNEL, 31ST MAY 2001

# 16

## 1. SYNOPSIS

- 1.1 This paper is intended for publication and explains the matters before the PTA members relating to recent developments. Officers are seeking approval of the form, configuration and programme for the New Tyne Crossing Project.
- 1.2 A separate confidential report on the Agenda contains further matters which the Authority must take into account before approving this Report. It is suggested that the Authority excludes the press and public to consider the confidential report and then re-convene in public to consider this Report further.

## 2. RECOMMENDATIONS

2.1 It is **RECOMMENDED** that the Authority should:

- (i) Note and bear in mind the content of previous advice received from officers and external advisers;
- (ii) Approve the 2-lane option for the New Tyne Crossing;
- (iii) Confirm that the immersed tube is the most appropriate form of construction for the New Tyne Crossing;
- (iv) Approve a pre-application consultation exercise including, where officers consider it appropriate, any of the following: public exhibitions, focus groups and newsletters, for the immersed tube option (if selected);
- (v) Note that the Report on the A19 junctions is expected to be completed and issued by Arup in July 2001 as detailed in para 6; and
- (vi) Grant delegated authority to the Clerk after consultation with the Chairman to take all urgent decisions necessary for the preparation and compilation of an application for an order under the Transport and Works Act 1992 to authorise the construction and operation of an immersed tube tunnel (if such a scheme is approved by the PTA) and for the promotion of such a scheme including but not limited to:
  - Procuring the services of Counsel and other external consultants
  - Acquiring land, negotiating and contracting for the acquisition of land in connection with the proposed tunnel
  - Entering into contracts and deeds with third parties including objectors and potential objectors to an application for an order pursuant to the Transport and Works Act 1992
  - Giving notice of the Authority's intention to apply for an order under the Transport and Works Act 1992 and to publicise that intention
- (vii) Note that a further report will be submitted to the next meeting dealing with the process for making urgent decisions.

### **3. BACKGROUND**

- 3.1 The PTA has received reports dating from 1990 to 1996, which cumulatively assess the appropriateness and viability of a variety of solutions and locations for a new crossing of the River Tyne. The PTA has previously received the recommendations of its officers based upon these reports which conclude that the location of the existing Tyne Tunnel is the most appropriate location for the new, proposed crossing. Furthermore, officers consider that on the basis of the reports received to date that a tunnel provides the most appropriate engineering solution available for the new Tyne crossing. The report considers the type of tunnelling solution that should be employed, considers the impacts of the two solutions identified by the PTA's adviser, Arup, and seeks resolutions of the PTA to promote one of the two schemes. Although some of the content of the report is predicated upon the selection of one tunnelling solution, members have been requested to bear in mind that either solution may be chosen.
- 3.2 The Adviser, Arup, was appointed on 6th November 1999 to take an Immersed Tube option of crossing the River Tyne through to the award of a concession. Since then they have considered the proposed scheme, carried out a number of preliminary surveys, been involved in a number of public consultation meetings and undertaken additional work in connection with the impact of the VAT ruling by the European Court of Justice in September 2000 and public funding scenarios. Arup has also re-investigated the option of a bored tunnel, with the objective of re-confirming or otherwise, the decision made in 1996 with the Immersed Tube option.
- 3.3 At its meeting on 21st March 2001, the Authority received a Report that provided information about the work carried out up to that date by Arup. The report gave details on the impact of the VAT ruling on the project, conclusions reached in relation to the lane/capacity configurations, the impact on the alignment for the tunnel as a result of consultation with the Port of Tyne Authority and the knock on impact on costings, property issues, other related work, communications and programme.
- 3.4 Following that Report, Arup have concluded their studies into the comparison between the two available forms for the tunnel – immersed tube v bored tunnel – have concluded their traffic forecasting work and have further developed the costing of the scheme to arrive at a range of likely toll charge requirements on the basis of the project being funded entirely by the private sector. Arup have also undertaken a presentation to the Tyne and Wear Joint Lead Members (Transportation) Group, who considered that their request for further clarification on the project had been met in full. Further, a Report on the issues surrounding the form of the tunnel was also considered by the Tyne and Wear Leaders and Deputy Leaders on 10th May 2001.

### **4. CONFIGURATION OF TUNNEL**

- 4.1 Arup considered a range of options available for the configuration of the new tunnel. This work concluded that only a 2-lane or a 4-lane new tunnel would give a workable engineering solution. Costings for the 2-lane and 4-lane options were prepared and preliminary financial models were developed to give an indication of the range of toll charges necessary for the project to be free standing.
- 4.2 The financial calculation was made on the basis of VAT being applied to tolls in accordance with the advice of Advocate General to the European Court of Justice.
- 4.3 The result was that the 4-lane option would need tolls that in relative terms were very high and a public sector contribution if it were to be implemented. However, the justification for any public sector contribution might be very difficult. The 2-lane option could be financially free standing without public sector support, but only at a higher level than predicted in the 1996 New Tyne Crossing Report.

- 4.4 Following the European Court's ruling in September 2000, advice suggested that VAT need not be applied under a certain model for the proposed concession agreement. The impact was to bring the toll range for the 2-lane option more in line with the toll charge indicated in the 1996 Feasibility Report. The effect on the 4-lane option was not sufficient to reduce the toll charge required or to remove completely the need for a public sector contribution.
- 4.5 The conclusion of this work is that the scheme should proceed on the basis of the 2-lane option and approval for this is sort accordingly from the PTA.

## **5. TYPE OF TUNNEL – IMMERSSED TUBE OR BORED**

5.1 In summary the two options may be described as follows: -

- 5.1.1 Bored tunnel – this type is constructed by driving a specialised Tunnel Boring Machine, (TBM), through the ground beneath the river. The passage of the machine is not visible at the surface except at the ends of the bore. The TBM uses a closed face which balances the earth pressures and allows tunnellers to work in normal air pressures. It is also possible to further pressurise the tunnel as a safety measure. Operation may be carried out under pressurised conditions to ensure that tunnel integrity can be maintained if a breach of the tunnel boring machine or the tunnel lining occurred. This method requires the tunnel to be relatively deep and has the effect of extending the length of the tunnel, particularly on the north side because of the topography. This method of construction was employed on the Channel Tunnel, for example.
- 5.1.2 Immersed Tube tunnel – this type is constructed by digging a trench in the bed of the river and then floating pre-assembled tunnel units into place before burying them and covering them with protective rock armour. The tunnel units themselves are constructed in a dry dock area using conventional construction methods. Approach ramps to the section of tunnel beneath the bed of the river are constructed using a 'cut & cover' technique involving excavation of deep trench, removal of spoil to temporary storage, construction of the tunnel structure in the trench, backfill using excavated material and reinstatement of the surface. Immersed Tube construction has been used twice in this country, at Conwy and on the Medway, but has been used extensively elsewhere in the world.

### **Comparison**

- 5.2 The comparison of options for the New Tyne Crossing is presented below in terms of a relative difference in impact. This is done to allow a comparison of the relative effects, benefits and disadvantages of the two proposed tunnelling solutions. Members of the PTA will be mindful that in the view of Officers and Arup no issues in themselves preclude selection of either tunnelling solution. Members of the PTA should balance the benefits and disadvantages of each solution in deciding which tunnelling solution to promote. Comparative layouts of the two options have been prepared by Arup are appended and larger scale drawings will be available at the meeting. This analysis is based on the tunnel providing an additional 2-lane capacity to the Tyne Tunnel.

### **Finance**

- 5.3 The immersed tunnel option is projected to be between 19% - 21% less expensive in construction costs. These figures compare favourably with the differential of 22% previously identified. The Immersed Tube tunnel exhibits superior user benefits by approximately 6% and its Net Present Value (user benefits minus costs at present day prices) is approximately 17% better than that of the bored tunnel option.

- 5.4 It is believed that a contractual structure can be delivered which avoids the imposition of VAT on Toll charges. On the basis of this, sensitivity testing was undertaken, with the result that the required toll for the Bored Tunnel was calculated to be between £1.35 and £2.00 and that for the Immersed Tube was calculated to be between £1.10 and £1.55, all at July 2000 prices.

#### **Programme/Procedure**

- 5.5 Construction periods have been assessed by Arup to be comparable, (about 3 years), but the procedural risk is significantly different between the two options. The immersed tube has already been the subject of informal consultation for a period, (although further consultation will be carried out), and is set to proceed through a Transport and Works Act Order process for which an application may be made at any time. The bored tunnel, however, will require pre-consultation and a Private Bill – either an Enabling Bill (unusual route) or a Full Bill – which must be laid before Parliament before 27th November in any year, otherwise the matter must wait a further year before parliament will consider it. Arup have estimated that a bored tunnel could be open at the end of 2007 and the Immersed tube at the end of 2006.

#### **Traffic**

- 5.6 There is little difference in road traffic between the two options. The bored tunnel will exhibit higher traffic suppression through the increased toll charge but this equates to only a 6% decrease in traffic at 2031. Predicted traffic flows at 2031 for both options are well within tunnel capacity.
- 5.7 River traffic will experience some disruption during construction of the immersed tube option.

#### **Property**

- 5.8 The bored tunnel would be likely to require the demolition of 21 dwellings and is likely to affect a further 25 properties through ground settlement. The immersed tube would require the demolition of around 50 dwellings, the Grange Nursing Home, the Gas Light Public House, St Peter's School, and affect other land for the construction of the cut and cover section, whilst the use of Howdon Basin would be limited on completion of the tunnel. An immersed tube would also temporarily affect the AMEC yard, which houses a number of tenants, probably requiring complete closure for much of the duration of the construction programme.

#### **Environment**

- 5.9 The visual impact of the immersed tube is significantly greater during construction than that of the bored tunnel. However, this is a temporary effect. The extent of visual impact on the North side is greater for the bored tunnel due to the need to remodel the A193/A19 junction (the location of the existing roundabout would be required to house the toll plaza for South bound traffic).
- 5.10 There will be greater community and river impact during construction with the immersed tube because of: the need to float out the tubes and sink them; the greater extent of the 'cut and cover' construction, particularly on the South side; and the temporary severance of footpaths and roads. Arup have stated that their view of the communities in this area is such that the effect of community severance will be relatively limited.
- 5.11 Spoil disposal is wholly to landfill for the bored tunnel but requires both sea and landfill disposal for the immersed tube. The immersed tube requires the disposal of approximately 40% more material than that involved in the bored tunnel option. A separate authorisation for the disposal of spoil at sea would be required for the immersed tube option. This may cause delay.

- 5.12 River ecology will not be affected by the bored tunnel. The Immersed Tube construction process will temporarily create suspended sediments in the river, which may impair the sensory systems and damage gills of fish, such as migrating salmon and sea trout. The impact of this has been modelled and is considered only to reach unacceptable limits in the immediate vicinity of the dredging machine during slack water and for short durations. Modelled levels elsewhere in the river show an increase in effects caused by the immersed tube tunnel is comparable to observed background conditions in the River Tyne. Restrictions in dredging and times of construction, will be necessary to mitigate this impact and in the view of Arup should be effective to a large extent.
- 5.13 Other potential impacts on river ecology e.g. deposition of fine particles, release of pollutants from the river sediments and dissolved oxygen depletion are either not significant or can be managed so as not to be problematical.
- 5.14 There is very little differential in land ecology, ground water and surface water hydrology impacts of the two options.

#### **River and Riverside Developments.**

- 5.15 Laying the immersed tube in a trench in the riverbed imposes a rather greater constraint on dredging than that of the bored tunnel. An alignment prepared by Arup is being developed in consultation with the Port of Tyne Authority. Arup are continuing to develop the alignment in consultation with the PTA to address some particular safety and operational issues. Nevertheless, it should be noted that the depth of the immersed tube would, in theory, constrain the size of vessels able to access upstream facilities whereas, the bored tunnel option would not.

#### **Wider Economic Effects**

- 5.16 Arup has suggested that both options would have wider economic effects in terms of supporting the development of sites in the A19 corridor, primarily to the north, and in providing greater accessibility to the jobs provided. However the immersed tube will result in some displacement of employment from the AMEC yard. The precise scale and duration of this effect and the longer-term implications are currently being analysed.

#### **Safety**

- 5.17 It is possible to link a new bored tunnel to the existing one to create a safer means of escape in the event of a fire and which would conform to current standards. This would improve safety of the existing tunnel at the same time. The immersed tube option would be designed to full current safety standards (i.e. segregated section of tunnel for emergency use) but the existing tunnel could not be equally provided. However, it is considered possible to enhance its safety provision to some extent, should it be desirable.
- 5.18 The safety of the immersed tube under exceptional shipping conditions (e.g. grounding over the tunnel, trailing anchors) is an issue raised by the Port of Tyne Authority, which would not be present with a bored tunnel. This is an issue that has been addressed in other countries where immersed tube tunnels have been constructed under shipping channels and is considered to be capable of being addressed satisfactorily at the new Tyne crossing.

#### **Social Inclusion**

- 5.19 The bored tunnel requires a higher toll, which will directly impact upon daily user costs and so is less likely improve the take up of employment, leisure and social opportunities on the north side than that of the immersed tube.

## Consultation

- 5.20 The PTA and Arup have consulted and continue to consult with a variety of bodies in advancing the proposals for a new crossing of the River Tyne. In particular discussions have taken place with the Port of Tyne Authority, the Environment Agency and representatives of groups concerned with fisheries on the River Tyne. To the extent that it is possible to do so and depending upon the engineering constraints of the tunnelling solution that the PTA adopts, it is hoped to cater for their concerns in mitigating the effects of the scheme.

## Conclusion

- 5.21 The construction cost of the 2-lane bored tunnel is significantly higher than that of the Immersed Tube and this leads to a higher toll. Environmental impacts of the latter during construction are greater, but can be mitigated to a large extent. This suggests that the original decision to pursue the immersed tube was 'sound' and this view was agreed by the PTA's Technical Steering Group on 23rd March 2001 to be the way forward. The Tyne and Wear Leaders and Deputy Leaders also endorsed this view on 10th May 2001.
- 5.22 There has been concern expressed by the Environment Agency and by fisheries groups who wish to be satisfied that the environmental impacts described above have been fully considered and will be mitigated as much as possible. Arup have instigated a fisheries stakeholder forum at which these issues can be discussed and the impacts and mitigation measures available can be debated. Mitigation measures are intended to be deployed wherever feasible and desirable in promoting either tunnelling solution.
- 5.23 The Port of Tyne Authority have also raised safety issues, which officers believe can be addressed, and the issue of restrictions upon future development upstream, which is considered difficult to assess in relation to the immersed tube.
- 5.24 In deciding whether to promote the immersed tube tunnelling solution, the PTA must consider and weigh the variety of impacts identified above.

## 6. THE JARROW INTERCHANGE

- 6.1 Arup have been instructed to consider the options available for the location and configuration of this interchange in response to local concerns raised by the Simonside Community and the local MP. These concerns centred on the potential visual impact and loss of amenity. Arup have developed 2 solutions – one of which locates the junctions close to Jarrow, the other closer to Simonside – which have quite different environmental impacts but which are not significantly different in financial cost. It is proposed to conduct a consultation exercise with the affected communities and other interested parties and to report the outcomes to the Authority in due course for decision. Members are asked to endorse this course of action.

## 7. PROJECT PROGRAMMING

As a result of the events and activities described above, the programme for the project has had to be revisited assuming that the immersed tube tunnelling solution is chosen. Based on the assumption that bidders will be willing to invest in developing their bids before the Secretary of State confirms the order, the expected key dates in the programme have been considered by Arup are likely to be adjusted as follows: -

Pre Application Consultation and Exhibition on  
Immersed Tube Option

June – Sept 2001

Consultation on Jarrow Junction Options

June 2001

Advertise Transport & Works Act Order	October 2001
Submit application for TWA Order	November 2001
Public Inquiry re TWA Order	August 2002
Tenders for Concession Out	September 2002
Tenders for Concession Returned	December 2002
SoS Confirms Order	July 2003, approx.
Negotiations with shortlisted bidders start	March 2003
Preferred bidder selected	August 2003
Final negotiations concluded	Oct/Nov 2003
Concession Contract Awarded	December 2003
Construction commences	May 2004
NTC opens	November 2006

Members are requested to approve the revised expected programme for the project.

## **8. DEVELOPMENT CONTROL ISSUES**

- 8.1 On 28th June 1998, the Authority approved early plans that outlined the areas of land, which was considered at that time to require safeguarding against development. The Planning Authorities of North Tyneside and South Tyneside were duly approached and the appropriate safeguarding was fully in place by mid October 1998. The considerable work undertaken by Arup since their appointment has revealed that the areas defined in 1998 are likely to require adjustment to include areas of land not previously identified should the PTA select an immersed tube tunnelling solution.
- 8.2 In the North Tyneside area, it is now considered that additional land may be required to cater for the handling of excavated material and for the provision of a 'turn back' link road from the toll booth area for south bound traffic and the East Howdon Bypass. The need for this land can only be confirmed once ground investigation work has been concluded (a further report on this Agenda deals specifically with this issue). Members are therefore requested to note that revised plans will be prepared and presented to the PTA in due course for approval.
- 8.3 In the South Tyneside area, there may be a possibility of adjustment to the development control plans dependent upon the decision regarding the Jarrow or Simonside Interchange. This issue will be addressed when the outcome of the consultation process is known and reported to the PTA.

## **9. A19 JUNCTIONS**

- 9.1 Arup has been commissioned by the Highways Agency – but using the Terms of the PTA's contract (and administered by the Engineer) – to study the A19 junctions between and including Seaton Burn and Testos roundabouts. A draft report was issued by Arup in March 2001 and is currently being considered by North Tyneside, South Tyneside, Newcastle City, the PTA and the Highways Agency. It is now expected that the final report should be available in July 2001. The report will first

consider the impact of the NTC and associated planned development on the A19 corridor on these junctions and then consider the need, the options, the costs, and the feasibility of improving them. The report will be progressed by three mechanisms:

- i The Tyne & Wear LTP (and to respective Member/Officer groups).
- ii The Regional Assembly through the Regional Transport Strategy.
- iii The GONE/Highways Agency through the Tyneside multi-model study.

The PTA will be kept up-to-date on developments

### **Background papers held by the Engineer**

Progress Reports, 31st July 1997, 26th September 1997, 20th November 1997, 28th May 1998 and 21st March 2001  
Promotion of Parliamentary Bill, 23rd October 1997, 17th December 1997  
Protection of Land for Development Control Purposes, 25th June 1998  
Appointment of Consultants, 24th September 1998 and 22nd September 1999  
Acquisition of St. Peter's School, Jarrow, 17th December 1998 and 22nd November 1999  
Appointment of Adviser, 22nd July 1999  
Acquisition of Gaslight Public House, 21st March 2001



# Tyne and Wear Passenger Transport Authority

Minutes of the 183rd (17th Annual) meeting of the PASSENGER TRANSPORT AUTHORITY  
31ST MAY 2001  
(10.30 a.m. – 12.05 p.m.)

2

## PRESENT:

Councillor T. D. Marshall (in the Chair)  
Councillors J.S. Green, M.A. Green, Holt, Kirby, Spring, Thompson and P. Wood.

## IN ATTENDANCE

K.G. Lavery, P. Fenwick, B.T. Scott, M. Buckingham. G. Reid, P. Hedley and S. Wilson.

## Representing Nexus

M.J. Parker, T. McCrady, B.G. Garner, R. Smith, A. Bairstow and L. Robinson.

## Representing Arup Transport

R. Thurlow and R. Simpson.

### 1. APPOINTMENT OF CHAIRMAN

**RESOLVED** – That Councillor T.D. Marshall be appointed Chairman of the Authority for the ensuing period to the Annual Meeting in 2002.

### 2. MEMBERSHIP OF THE AUTHORITY

**RESOLVED** – That the Report of the Clerk listing the membership of the Authority for 2001/2002 as notified by its five constituent district councils be noted.

### 3. APOLOGIES

Apologies for absence were submitted on behalf of Councillors Boyack, Flynn, Glindon, Hanson, Keating, Ord and D.L. Wood.

### 4. APPOINTMENT OF VICE-CHAIRMEN AND DEPUTY VICE-CHAIRMEN

**RESOLVED** – That:

- (i) the following Members be appointed Vice-Chairmen and Deputy Vice-Chairmen of the Authority and Spokespersons for the matters respectively indicated with Councillor Holt being designated the relevant postholder for the purposes of any statutory provision relating to that office:

Vice-Chairman	Spokesperson for	Deputy Vice-Chairman
Councillor Holt	Bus and Rail Services	Councillor J.S. Green
Councillor Spring	the Metro	Councillor Kirby
Councillor D.L. Wood	Information Provision, New Technology and Smartcards	Councillor Thompson
Councillor M.A. Green	the Tyne Tunnel, New Tyne Crossing and the Ferry	Councillor Hanson

5. **APPOINTMENT OF COMMITTEES AND REPRESENTATIVES**

**RESOLVED** – That, in accordance with the Local Government (Committees and Political Groups) Regulations 1990, the following appointments be made for the ensuing Municipal Year:

(a) **Delegated Committee**

Councillors Boyack, M.A. Green, Holt (Vice-Chairman), Marshall (Chairman), Ord and Spring or their nominees

(b) **Personnel Panel**

Councillors Hanson (Vice-Chairman), M.A. Green (Chairman) and Ord or their nominees

(c) **Ad hoc Working Groups**

(i) **IT Working Group**

Councillors Marshall, Ord and D.L. Wood (Chairman) or their nominees

(ii) **Tyne Tunnel Working Group**

Councillors M.A. Green (Chairman), Hanson, Holt, Marshall, Ord and Spring or their nominees

(d) **Outside Bodies**

(i) **District Transport Spokesmen**

Councillors Spring (Gateshead), Holt (Sunderland), Marshall (Newcastle upon Tyne), Boyack (South Tyneside) and M.A. Green (North Tyneside)

(ii) **Local Government Association**

Councillors Holt, Marshall, Ord and Spring.

(iii) **LGA PTAs Special Interest Group**

Councillors Holt and Marshall

(iv) **DETR Regional Partnership**

Councillors Holt, Marshall and Spring

(v) **Joint Lead Members' (Transportation) Group**

Councillors J.S. Green, M.A. Green and Holt

(vi) **Rail Passengers' Committee and North East Sub-Committee (Observership)**

Councillors M.A. Green and Holt

(vii) **North Tyneside Health Partnership Board**

Councillor Glendon

(substitutes may be nominated for (i)-(ii) and (iv)-(viii) above)

6. **CALENDAR OF MEETINGS 2001/2002**

**RESOLVED** – That the following calendar of meetings be adopted for 2001/2002:

**Policy Seminars:**

Thursdays at 9.30 a.m. in  
Nexus House

**PTA meetings:**

Thursdays at 10.30 a.m. in Newcastle Civic Centre

28th June 2001

25th October 2001

28th February 2002

25th April 2002

14th June 2001

26th July 2001

27th September 2001

22nd November 2001

24th January 2002

28th March 2002

23rd May 2001 (AGM)

7. **MINUTES**

**RESOLVED** – That the Minutes of the previous meeting held on 21st March 2001 be confirmed and signed as a correct record.

8. **DEVOLVED REGIONAL GOVERNMENT**

Arising from the previous Minutes it was noted that no response had yet been received from the Association of North East Councils regarding membership by the Authority. The Chairman said he would pursue this.

9. **BUS-TO-BUS TRANSFARES**

In connection with Min.No.80 it was agreed that the Clerk should formally request the bus operators to reconsider the matter along with discounted fares on evening services.

10. **TYNE TUNNEL TOLLS INCREASE**

It was reported that the Public Inquiry into the tolls increase application had been held on 3rd April 2001 and only one objector had requested to be heard. The Inspector's Report was now with the Secretary of State and a decision was awaited. It was estimated that the direct cost of holding the Inquiry had been in the region of £35,000. The loss of income to the Authority due to the delay in implementing the increase – making due allowance for the time to process previous applications not involving an Inquiry – currently amounted to around one million pounds.

11. **AS TO TYNE TUNNEL MANAGER**

The opportunity was taken to formally introduce Peter Hedley who had been appointed Acting Tunnel Manager following the retirement of Brian Middleton.

12. **GASLIGHT PUBLIC HOUSE, SOUTH SHIELDS**

With regard to Min.No.87 it was confirmed that the premises were to be actively marketed and that steps were to be taken to protect the building against potential vandalism should it remain unoccupied for any length of time. Also, the non-pecuniary interest declared by Councillor Holt through him supposing himself to be known to the vendor did not require to be sustained as this had now proved not to be the case.

13. **CORPORATE GOVERNANCE**

**RESOLVED** – That the proposals set out in the circulated Report of the Clerk be approved including the appointment of a Standards and Audit Committee comprising an independent Chairman together with Councillors Ord, Spring and Thompson.

14. **GLOBAL FORUM 2001 CONFERENCE, NEWCASTLE, 18TH-19TH OCTOBER 2001**

**RESOLVED** – That one Member from each District together with a Member of the Opposition be authorised to attend.

15. **BEST VALUE: UPDATE**

**RESOLVED** – That, as recommended in the circulated Report of the Clerk:

- (i) the findings and recommendations of the audit of the Best Value Performance Plan 2001-2002 be presented to the Policy Seminar on 28th June 2001;
- (ii) approval in principle be given to the publication of the Best Value Performance Plan 2002-2003 jointly with each of the Tyne and Wear District Councils and the Police and Fire Authorities;
- (iii) progress on Year One and Year Two Best Value Reviews be noted; and
- (iv) the Delegated Committee be authorised to consider the recommendations of the audit and to deal with any matters arising.

16. **LAUNCH OF WEDNESDAYSAVER METRO TICKET**

**RESOLVED** – That the circulated Report of the Director General together with the accompanying presentation by the Head of Marketing on the publicity arrangements be noted.

17. **SMARTCARDS: UPDATE**

**RESOLVED** – That the circulated Report of the Director General be noted and that regular progress statements be brought forward for consideration.

18. **EXPERIMENTAL INTRODUCTION OF CONDUCTORS ON METRO TRAINS**

**RESOLVED** – That the circulated Report of the Director General be noted and that the results of the initiative be reviewed in due course.

19. **ANNUAL INSPECTION 2001**

Following consideration of a circulated Report of the Director General, it was:

**RESOLVED** – That the Annual Inspection be held on Thursday, 23rd August 2001.

20. **TRANSPODS**

Arising from the previous item it was noted that Transpods were currently being operationally validated at selected locations across Tyne and Wear prior to a formal launch of the concept later in the year. As well as bus stops, other possible sites at locations such as hospitals, job centres, shopping and leisure centres were also being investigated.

21. **MOVING ON CONFERENCE, BRISTOL, 25TH-26TH OCTOBER 2001**

**RESOLVED** – That three Members be authorised to attend.

22. **EXCLUSION OF PRESS AND PUBLIC**

**RESOLVED** – That, in accordance with Section 100 (A)(4) of the Local Government Act 1972, the Press and Public be excluded from the meeting during consideration of the following item of business on the grounds that it contains exempt information falling within paragraphs 9, 12 and/or 13 of Schedule 12A to that Act.

23. **NEW TYNE CROSSING: PROJECT REVIEW-LEGAL ADVICE**

Following detailed consideration of the circulated Report of the Engineer, it was:

**RESOLVED** – That the legal advice given in respect of the engineering, financial, economic, social and environmental factors requiring to be taken into account when determining how to take the project forward be accepted and that the tabled papers be forwarded to the Tyne and Wear Leaders for information.

**24. NEW TYNE CROSSING: PROJECT REVIEW**

Having noted and borne in mind the advice given by Officers and External Advisers during consideration of the previous item, it was:

**RESOLVED** – That, as recommended in the circulated Report of the Engineer:

- (i) the 2-lane option for the New Tyne Crossing be approved;
- (ii) an immersed tube be confirmed as the most appropriate form of construction for the crossing;
- (iii) approval be given to a pre-application consultation exercise including, where Officers consider it appropriate, public exhibitions, focus groups and newsletters;
- (iv) the expectation that the Report on the A19 junctions as detailed in para 6 will be completed and issued in July 2001 be noted;
- (v) delegated authority be granted to the Clerk, following consultation with the Chairman, to take all urgent decisions necessary for the preparation and compilation of an application for an Order under the Transport and Works Act 1992 to authorise the construction and operation of an immersed tube tunnel and for the promotion of such a scheme, including but not limited to:
  - procuring the services of Counsel
  - acquiring land, negotiation and contracting for the acquisition of land in connection with the tunnel
  - entering into contracts and deeds with third parties including objectors and potential objectors to an application for an Order pursuant to the Transport and Works Act 1992
  - giving notice of the Authority's intention to apply for an Order under the Transport and Works Act 1992 and to publicise that intention
- (vi) the intention to report to a future meeting regarding the process for dealing with urgent decisions be noted.

**25. NEW TYNE CROSSING GROUND INVESTIGATION WORKS – NEGOTIATED CONTRACT**

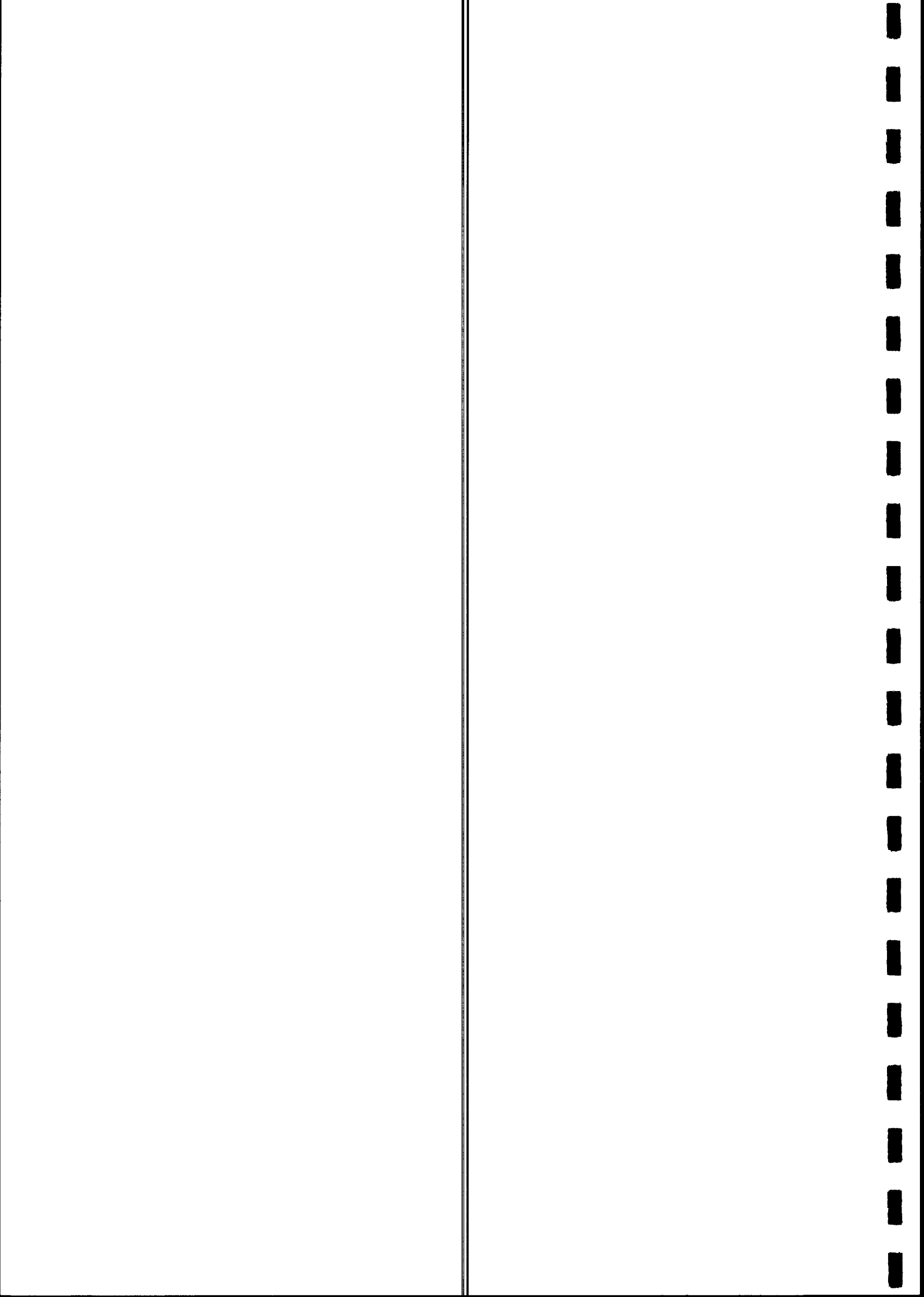
Following consideration of a Report of the Engineer, tabled as a matter of urgency with the consent of the Chairman in view of the revised programme for the project, it was:

**RESOLVED** – That the terms negotiated with Allied Exploration and Geotechnics Limited in the sum of £49,947.70 as detailed in paragraph 7 be approved and that the Engineer be authorised to award the contract.

**26. TRANSPENNINE RAIL FRANCHISE**

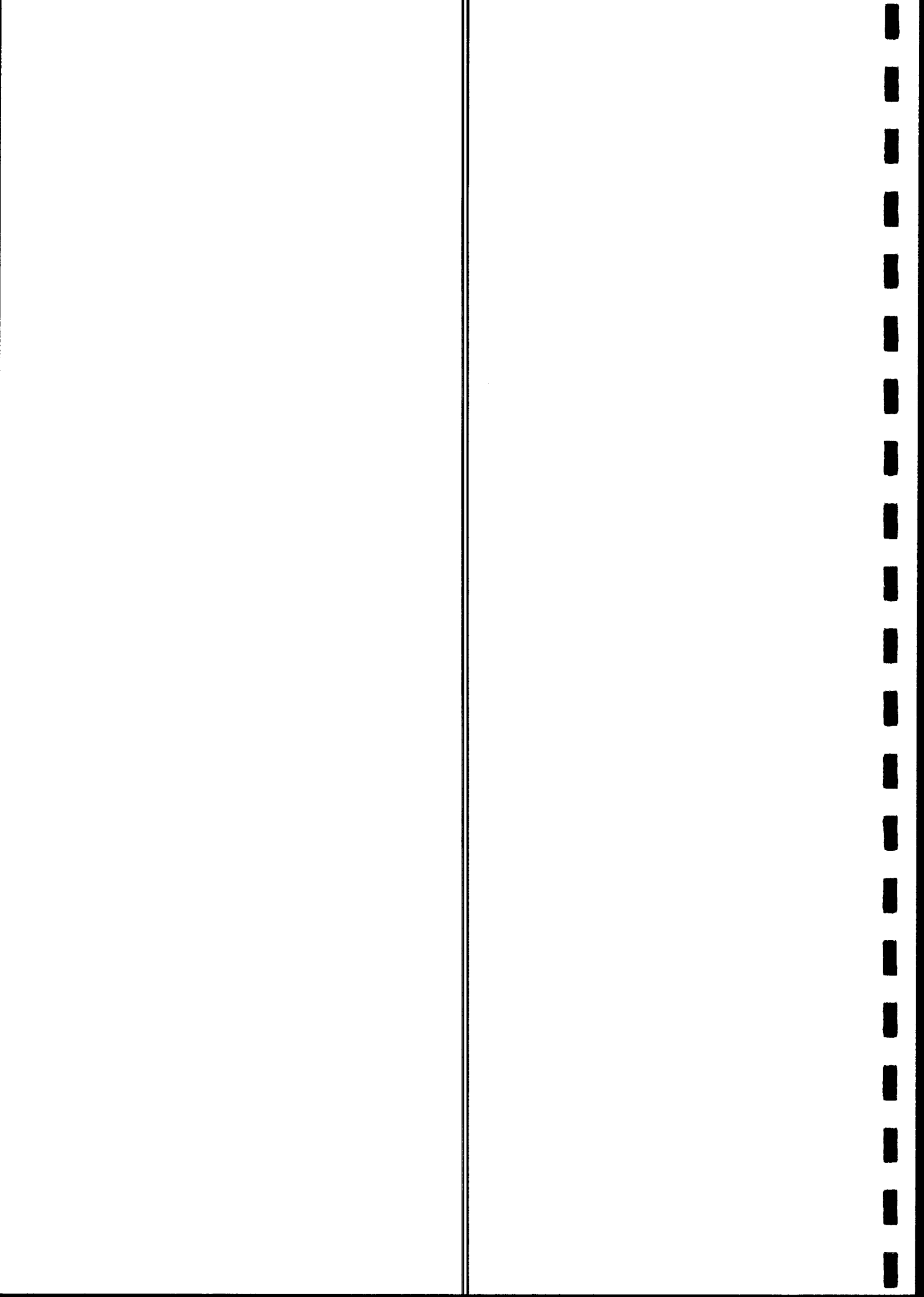
On the Motion of Councillor Holt, duly seconded by Councillor Spring, it was:

**RESOLVED** – That the Passenger Transport Authority expresses considerable concern at media speculation that the TransPennine Express franchise has been won by Connex as their proposals do not include providing direct links from Sunderland to Manchester and Liverpool and other key cities. The PTA further criticises the Strategic Rail Authority for not insisting that Sunderland is part of the core TransPennine network.



**APPENDIX Z**

26 STMBC Committee Report and Minute (7 November 2001)



Policy Committee

7 November 2001

## New Tyne Crossing – Junction Options

Report of the Director of Development Services

### Summary

1. This report outlines the two junction options that have been considered (Jarrow and Simonside) for connecting the local road network into the existing and proposed new tunnel. At its meeting on 17 October 2001 the PTA resolved to approve the Jarrow option subject to the views of this Council (a copy of the PTA report is appended).
  
2. On the basis of the environmental, economic and technical appraisal carried out by the project advisors it is recommended that the Jarrow junction option recommended to the PTA is supported.

ward reference
Bede Primrose
Best value performance plan
*
Budget implications
No
Agenda 21 implications
No
Equal opportunities implications
*
Staffing implications
*
Cabinet member responsible
Transport & Planning

## Background

3. Arup consulting engineers, acting as advisors to the project, have developed junction options for connecting the local road network into the existing and proposed new tunnel within both North and South Tyneside. Those within South Tyneside are shown on the attached plans and are referred to as the Jarrow and the Simonside options.
4. On the north bank of the river the connections are relatively straightforward and can be achieved within highways land. North Tyneside Council would be satisfied with the principles of either option on the southern side.
5. In May 2001 the two options were reported to the PTA and were subsequently presented at a public exhibition held in Jarrow community centre in July. The public were requested to give their views on the issues that should be given the greatest importance in deciding between the options:
  - Traffic noise and air quality are the most important factors to be considered
  - Ecology and direct access are of equal importance after noise and air quality
  - Construction noise and dust were ranked most important by a significant proportion of people
  - Cost is the least important factor
6. Workshops involving road users, community groups, environmental groups, residents and industrial and commercial representatives were held at the same time as the exhibition.

## Comparison of Impacts

7. Arups have carried out a thorough technical, economic and environmental assessment of both options in order to make a comparison and form the basis of a decision on which option to adopt. A detailed report has been produced but a summary is provided in the following table and text.

Environmental Parameter	SUMMARY OF ENVIRONMENTAL IMPACT	
	Simonside	Jarrow
Noise	Positive benefit in vicinity of Salcombe Avenue. Adverse, but not significant, impacts on Newlyn Drive and Bilton Hill Road.	Adverse, but not significant, effects at Epinay Walk

<p>Air Quality</p>	<p><i>Construction</i> Dust impact at Salcombe Avenue</p> <p><i>Operation</i> Within Air Quality objectives. Pollutant concentrations slightly lower at the South Portal than Jarrow junction, but slightly higher in Simonside area.</p>	<p><i>Construction</i> Dust impact at Epinay Walk, but less properties affected than on Salcombe Avenue.</p> <p><i>Operation</i> Within Air Quality objectives. Pollutant concentrations slightly higher at the South Portal than with the Simonside junction, but slightly lower in Simonside area</p>
<p>Greenhouse Gases</p>	<p>Higher levels than Jarrow junction.</p>	<p>Levels lower than Simonside junction. Annual emissions of carbon dioxide reduced by 400 tonnes.</p>
<p>Landscape and Townscape</p>	<p>Embankment within 10 m of nearest dwelling.</p> <p>Loss of substantial amount of woodland.</p> <p>Link road would alter the character of the River Don corridor.</p> <p>Overlooks Cemetery, adversely affected.</p>	<p>Retaining wall 12 m from nearest dwelling.</p> <p>Removal of existing woodland planting</p> <p>River Don corridor not affected.</p>
<p>Biodiversity</p>	<p>New Link Road from A19 to A185 affects Straker Street Pond (potential SSCI)</p> <p>Water vole habitat at Straker Street affected.</p>	<p>No designated sites affected.</p> <p>No ponds or water voles affected.</p>
<p>Severance</p>	<p>Loss of open space between A19 and Jarrow Cemetery.</p> <p>Footpaths severed during construction and operation.</p>	<p>Loss of open space to east of Epinay Walk – play space for children. Footpaths in the area of the portal affected during construction. No footpaths severed during operation.</p>

Heritage	No significant difference.	No significant difference.
Water	No significant difference.	No significant difference.

### Traffic, Construction and Cost Considerations

8. Either junction would accommodate the predicted traffic flows, but the Simonside junction would generate approximately 7,000 additional vehicle kilometres per day compared with the Jarrow junction.
9. Estimated costs are £8m and £12.5m for Jarrow and Simonside options respectively
10. The construction period for the Jarrow option would be shorter than for the Simonside option as the former would involve fewer structures and less carriageway area.

### Recommendation

11. On the basis of the environmental, economic and technical appraisal carried out by the project advisors it is recommended that the Jarrow junction option is selected. This option also best addresses the key concerns raised during the public exhibition.

arrangements in place in respect of all shopping centres in the Borough.

### 3. General Fund Outturn 2000/2001

Submitted: Report of the Director of Finance.

This report advised the Committee of the Council's net expenditure on General Fund Services for the year ended 31<sup>st</sup> March, 2001.

Actual spending is £1.27M less than the revised estimate, which is £0.51M lower than the original budget approved earlier last year.

Resolved: That the variations between the revised estimate and outturn for the General Fund for the 2000/2001 financial year be noted.

### 4. New Tyne Crossing – Junction Options

Submitted: Report of the Director of Development Services.

The Tyne and Wear Passenger Transport Authority has considered two possible junction options for the local road network connecting into the existing and proposed new Tyne Tunnel. The Authority has approved the Jarrow option, subject to the views of this Council.

On the basis of the environmental, economic and technical appraisal carried out by the project advisors, the Director of Development Services has recommended that the Jarrow junction recommended by the Tyne and Wear Passenger Transport Authority be supported, in preference to the Simonside option.

A petition has been received from residents affected by the Jarrow option, objecting to the proposals on the following grounds: -

- Increase in air pollution
- Increase in noise level
- Devaluation of house prices
- Destruction of green belt, trees and shrubs
- Increase in traffic levels
- Reduction in quality of life
- Removal of grassed area for children playing and public recreation

The Director of Development Services advised that the above issues have been considered as part of the overall appraisal process which has resulted in the Jarrow option recommendation.

The Chairman pointed out that the TWPTA has publicly committed itself to fully consulting and working closely with the local community on any

issues arising from its decision to opt for the Jarrow option. The Council will also play its part in striving to protect the best interests of the whole community in Jarrow.

Resolved: (a) That, on the basis of the environmental, economic and technical appraisal carried out by the project advisors, the Jarrow junction option be supported as the option which best addresses the key concerns raised during the public exhibition for the proposed project (b) that notwithstanding this decision, the impact of the proposal on residents in the Epinay Walk area be acknowledged and that, as a minimum, the TWPTA be urged to provide secure fencing and the planting of semi-mature trees at an early stage and (c) that the provision of play area facilities be also pursued with the TWPTA to help compensate for the loss of open space adjacent to the houses in the area.

#### **5. Social Services Business**

Resolved: That the Committee now assume the role of the Council's Social Services Committee for the purpose of dealing with items 6 and 7 on the agenda for the meeting.

#### **6. The Children's Fund**

Submitted: Joint report of the Director of Education and the Director of Social Services.

South Tyneside has been chosen as one of the areas of England to be part of the second wave of funding for the Children's Fund. The Fund, aimed primarily at children between the ages of 5 – 13 years, is an important element of the Government's strategy to reduce child poverty and social exclusion. The aim is to create a web of services and support by providing additional resources over and above those provided through existing mainstream statutory programmes.

Resolved: (a) That the Director of Education, in consultation with the Lead Member for Lifelong Learning, be authorised to approve and submit an application to the Children's Fund, on behalf of the Council, and (b) that the Council undertake the role of accountable body in respect of any successful Fund application.

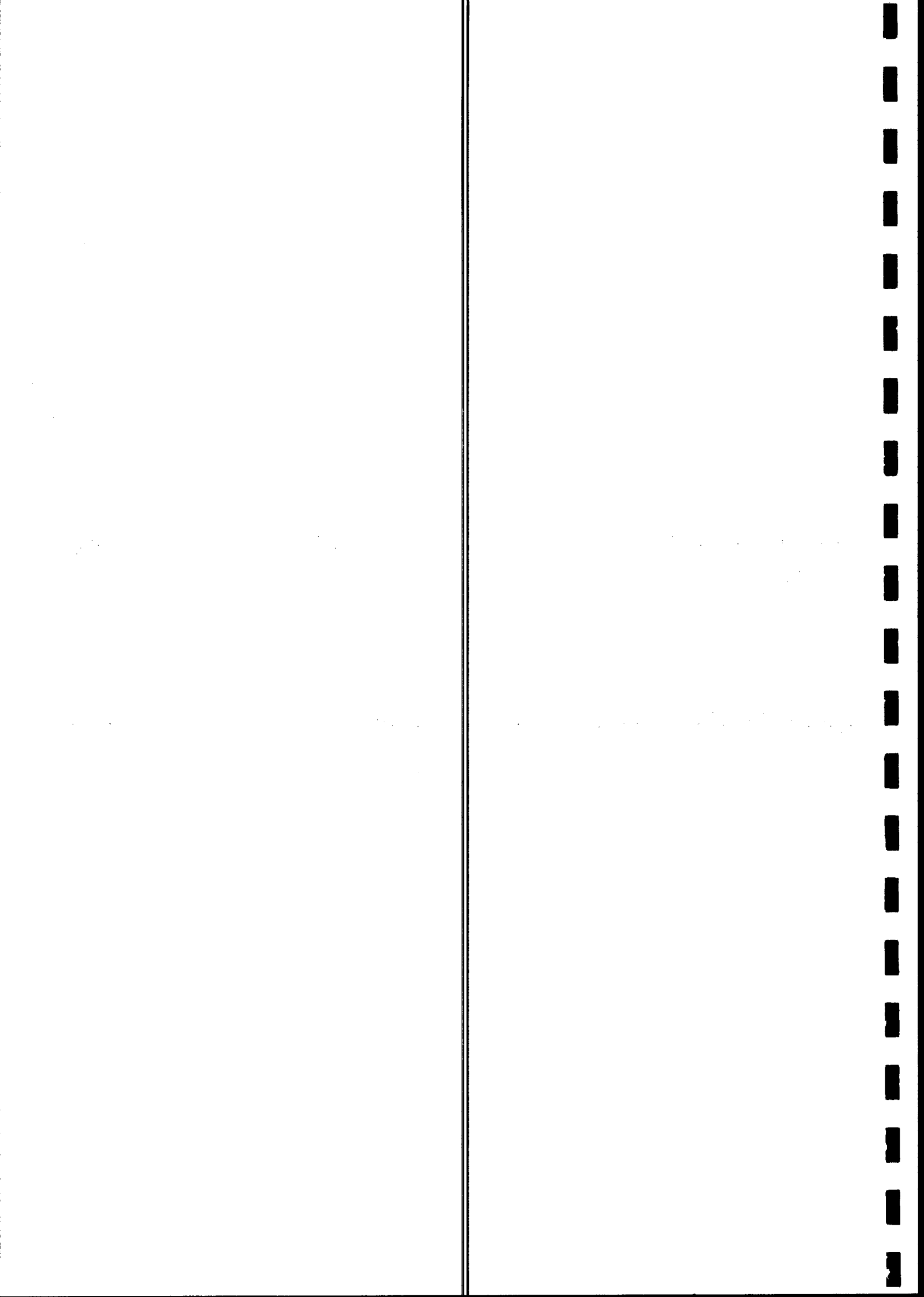
#### **7. 2000/2001 Performance Indicator Results for Social Services**

Submitted: Report of the Director of Social Services.

The Department of Health has now reported on the performance of authorities in terms of Performance Indicators for 2000/2001.

# APPENDIX AA

27 TWPTA Committee Minute (17 October 2001)





# Tyne and Wear Passenger Transport Authority

Report to Passenger Transport Authority (Special)  
17 October 2001

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NEW TYNE CROSSING  
SELECTION OF JUNCTION OPTION – TUNNEL/A19/A185

FOR DECISION

REPORT BY THE ENGINEER TO THE TYNE TUNNELS

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1. **Synopsis:**

This report details the comparative information about the two junction options – “Jarrow” and “Simonside” which were reported to the Authority on 31 May 2001. The report outlines the consultation process undertaken since the May meeting and seeks approval for one of the options as that to be included in the Transport & Works Act Order for the project.

2. **Recommendations**

The Authority is recommended to:

1. Select the Jarrow junction option to be included in the scheme details for the Transport & Works Act Order – subject to the view taken by South Tyneside MBC on 24 October 2001 (see para 4.2.1)
2. Subject to South Tyneside MBC decision on 24 October 2001, authorise the Engineer to make the necessary changes to the Development Control plans and to seek the necessary formal resolution from South Tyneside MBC.

3. **Background**

- 3.1 In June 1998, the Authority approved plans for the New Tyne Crossing (NTC) which indicated areas of land which required safeguarding for development control (DC) purposes. These plans were submitted to the relevant riparian authorities who formally approved them in September/October 1998. These plans recognised the need to create a suitable connection of the A19/Tyne Tunnel with the local road network. In the Jarrow area, the only plans available at that time were those prepared as part of the Hambro/Babtie study so the DC plans were drawn accordingly.
- 3.2 Following the procurement of Arup as Advisor to the PTA on the NTC project, instructions were given to consider the options for making the connection of the Tunnels to the local roads. On the north bank of the river, in the North Tyneside area, the connections are relatively straightforward and can be

achieved with 'highways' land (i.e. A19, Tyne Tunnel and local Highway Authority land). On the south side, in the Jarrow area, the land available is constrained by the presence of a mineral railway line, the Metro, the River Don, local housing, Straker Street pond area (SSSI) and the Jarrow Cemetery.

3.3 Arup considered a number of solutions for the junction arrangement at the South end of the NTC but concluded that only two options were viable. These became known as the "Simonside" option, which was based on the Hambro/Babtie drawing and on which current DC is based, and the 'Jarrow' junction. Drawings of these options were presented to the PTA on 31 May 2001 where it was resolved that a consultation exercise would be undertaken and the findings reported back to the Authority for a decision on which junction option should be taken forward as part of the scheme defined in the Transport & Works Act Order documentation.

3.4 This report presents the findings of the consultation, the salient operational, economic and environmental information and the content of a petition on the subject presented to the Authority via the MP for Jarrow.

#### 4 The Two Options Compared

4.1 Arup have produced a full report on the junctions which will be available at the meeting and will also be available as a Background Paper held by the Engineer to the Tyne Tunnels. The information set out below is a summary of that report. Drawings showing the two options are attached to the report.

#### 4.2 Consultation

4.2.1 The local Highway Authorities were consulted separately and their observations were as follows:-

The Highways Agency noted that the Simonside junction will impact on the Trunk Road and would raise questions about where their responsibility should begin/end and also raised its close proximity to the Lindisfarne junction as not being ideal. The Jarrow junction would not have these impacts and the current demarcation between the Tunnel and the Trunk Road would require only minor adjustment. North Tyneside were content as to principles of either junction and, in noting that the selection is essentially not one for them, would support the PTA and South Tyneside MBC in whichever they felt to be the most appropriate. South Tyneside MBC have noted the content of the Arup report and are to consider the two options formally on 24 October 2001. The recommendation for the choice of option is therefore subject to the view of South Tyneside MBC.

4.2.2 Feedback from consultation with the general public arising from the public exhibitions held in July may be summarised as follows:-

- Noise/air quality was considered the most important factor in choosing.
- Cost was considered the least important single factor

- There were a number of 'other' issues identified but none ranked even as highly as 'low cost'.
- Ecology and direct access were assessed as nearly equal after noise/air quality.
- Construction noise/dust was ranked as the most important by the second largest number of people but the entire range of rankings for this category positioned it behind land severance, direct access, ecology and noise/air quality.

4.2.3 Feedback from the Workshops (which were held at the time of the public exhibitions) may be summarised as follows:-

- Road Users:- Should base decision on cost, environmental impact, numbers of people directly affected, operational efficiency and safety.
- Community Groups, voluntary organisation and Local Services:- Noted possibility of significant deterioration of environmental conditions for Simonside residents and possible impact on wildlife with respect to 'Simonside' junction. Noted Epinay Walk as being significantly affected by 'Jarrow' junction.

4.2.4 A petition was received by the PTA in respect of the 'Simonside' option via the MP for Jarrow. Details of this petition are to be found at Appendix A.

4.3 Environmental considerations:- The following table has been reproduced from the report prepared by Arup.

COMPARISON OF ENVIRONMENTAL IMPACT		
Environmental Parameter	Junction	
	Simonside	Jarrow
Noise	Positive benefit in vicinity of Salcombe Avenue. Adverse, but not significant, impacts on Newlyn Drive and Bilton Hill Road.	Adverse, but not significant, effects at Epinay Walk
Air Quality	<p><i>Construction</i></p> <p>Dust impact at Salcombe Avenue</p> <p><i>Operation</i></p> <p>Within Air Quality objectives. Pollutant concentrations slightly lower at the South Portal than Jarrow junction, but slightly higher in Simonside area.</p>	<p><i>Construction</i></p> <p>Dust impact at Epinay Walk, but less properties affected than on Salcombe Avenue.</p> <p><i>Operation</i></p> <p>Within Air Quality objectives. Pollutant concentrations slightly higher at the South Portal than with the Simonside junction, but slightly lower in Simonside area</p>

COMPARISON OF ENVIRONMENTAL IMPACT		
Environmental Parameter	Junction	
	Simonside	Jarrow
Greenhouse Gases	Higher levels than Jarrow junction.	Levels lower than Simonside junction. Annual emissions of carbon dioxide reduced by 400 tonnes.
Landscape and Townscape	Embankment within 10 m of nearest dwelling.  Loss of substantial amount of woodland.  Link road would alter the character of the River Don corridor. Overlooks Cemetery, adversely affected.	Retaining wall 12 m from nearest dwelling.  Removal of existing woodland planting  River Don corridor not affected.
Biodiversity	New Link Road from A19 to A185 affects Straker Street Pond (potential SNCI). Water vole habitat at Straker Street affected.	No designated sites affected.  No ponds or water voles affected.
Severance	Loss of open space between A19 and Jarrow Cemetery.  Footpaths severed during construction and operation.	Loss of open space to east of Epinay Walk – play space for children.  Footpaths in the area of the portal affected during construction. No footpaths severed during operation.
Heritage	No significant difference.	No significant difference.
Water Environment	No significant difference.	No significant difference.

#### 4.4 Operational Efficiency

4.4.1 Both junctions will cater for the predicted traffic flows with equivalent traffic handling capacities.

4.4.2 The layout of the Jarrow junction produces a net saving of approximately 7,000 vehicle kilometers travelled per day using the modelled traffic flows in the year 2021. This translates into user benefits (reduced fuel costs), accident savings (fewer km travelled) and reduced emissions.

#### 4.5 Cost

Simonside junction is estimated to cost £12.5m which is some £4.5m more expensive than the estimated £8.0m for the Jarrow junction option (i.e. Simonside option approximately 55% more expensive).

## 4.6 Construction

The Simonside junction requires the construction of an underbridge to the Metro line and an overbridge to carry vehicles over the A19. The Jarrow junction will require the construction of an overbridge over the Tunnel carriageways and retaining walls in the vicinity of Epinay Walk. There is less carriageway to construct for the Jarrow junction. All these factors are reflected in the savings in cost (see para 4.5). Construction periods will be less for the Jarrow junction but this will not be a critical element in the delivery of the project as a whole in terms of construction programming but could be a factor of importance to the communities in their close proximity.

## 5 Summary

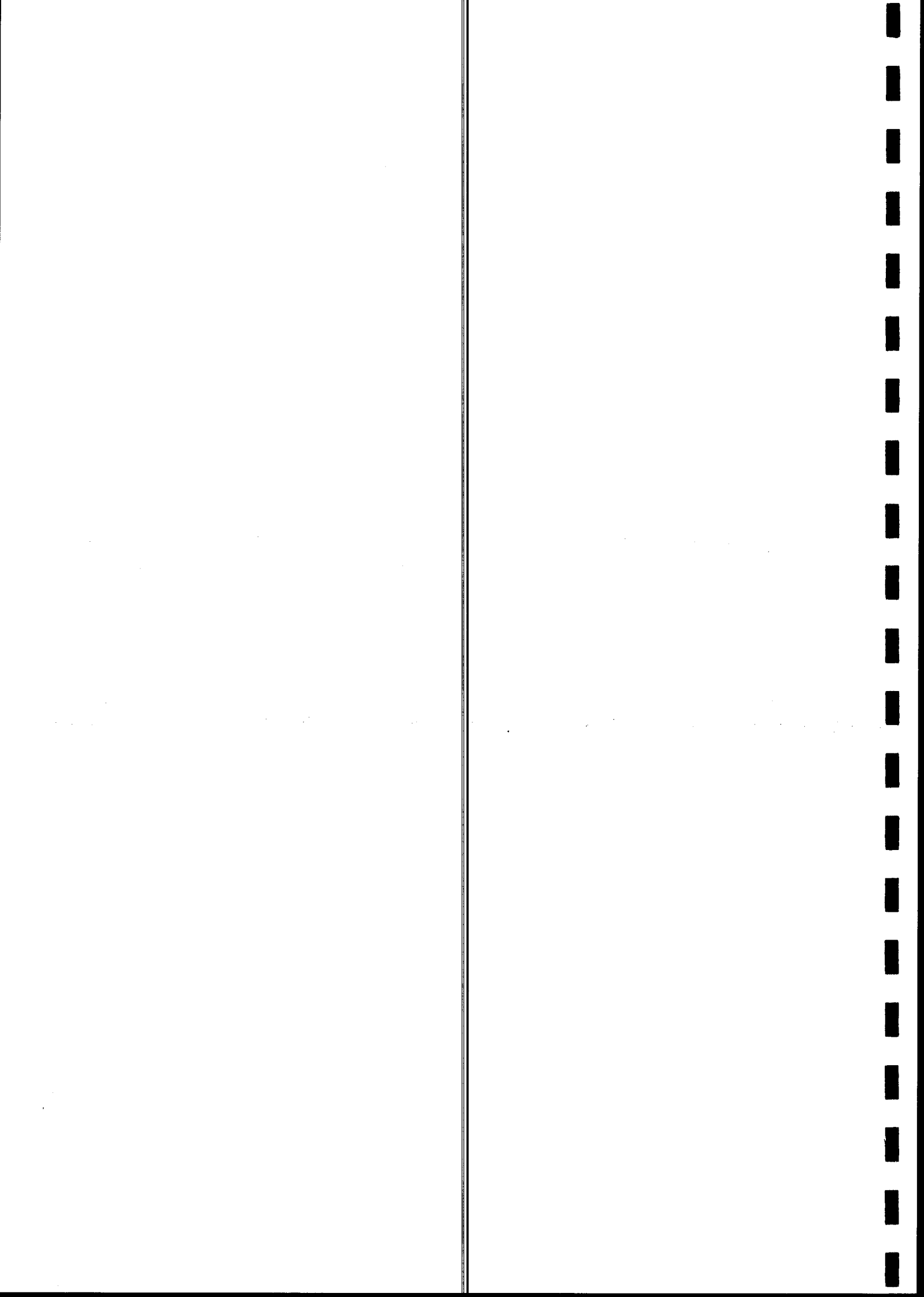
- 5.1 The environmental, operational efficiency, cost and construction implications for the two options suggest that the Jarrow junction would be the most appropriate for the project as a whole.
- 5.2 Consultations undertaken have revealed those points which people consider are the most important in reaching a decision and these are addressed in para 4 above.
- 5.3 Discussions with the relevant Highway Authorities indicate that each junction option would be appropriate in terms of capacity but that, for the Highways Agency, the Jarrow junction would represent minimal impact on the trunk road.
- 5.4 South Tyneside MBC are yet to consider their formal position in relation to the two junctions, but are expected to do so on 24 October 2001.
- 5.5 The conclusion reached is that the PTA should select the Jarrow option subject to South Tyneside MBC view on the two options.

### Background Papers held by the Engineer

Progress Reports, 31 July 1997, 26 September 1997, 20 November 1997,  
28 May 1998 and 21 March 2001  
Promotion of Parliamentary Bill, 23 October 1997, 17 December 1997  
Protection of Land for Development Control Purposes, 25 June 1998  
Appointment of Consultants, 24 September 1998 and 22 September 1999  
Acquisition of St. Peter's School, Jarrow, 17 December 1998 and 22 November 1999  
Appointment of Adviser, 22 July 1999  
Acquisition of Gaslight Public House, 21 March 2001  
Acquisition of Grange Nursing Home, 27 September 2001  
Project Review, 31 May 2001

Report entitled "New Tyne Crossing Options for Southern Junction" produced by Arup(Advisor to the PTA) October 2001

Contact Officer: Paul Fenwick, Direct Line: (0191) 2116058



## APPENDIX A

### Petition from Simonside Residents received via Stephen Hepburn MP in letter dated 16 August 2001

A Petition expressing opposition to the 'Simonside Junction' option was organised by local residents. The opposition cites the following grounds:

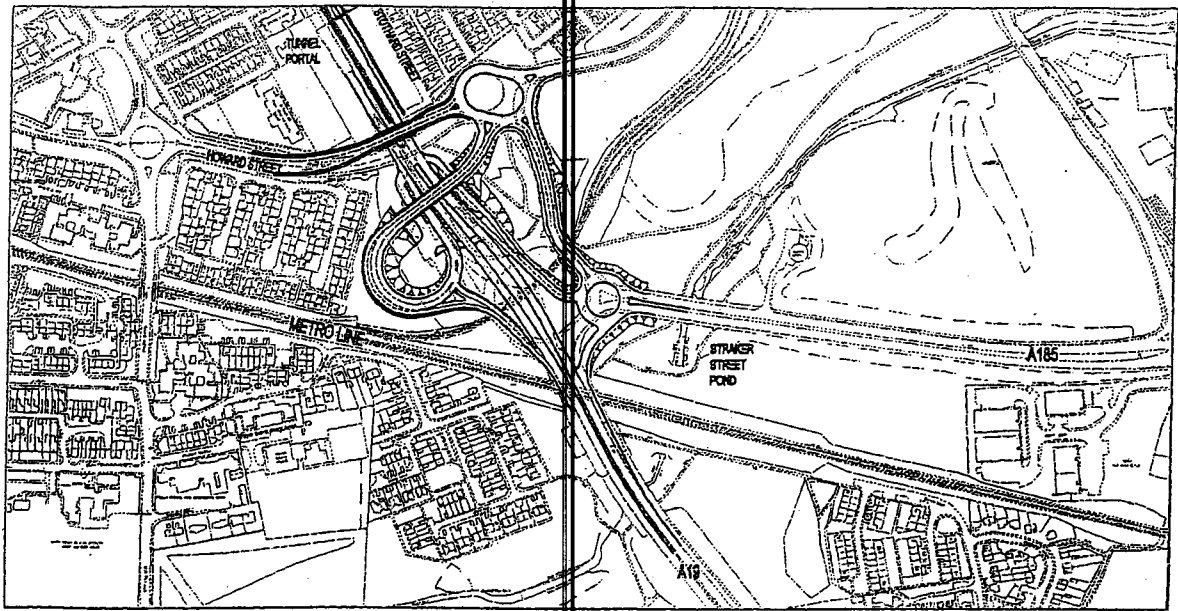
- A Destruction of green belt
- B Destruction of trees and shrub land
- C Increased noise level
- D Increased pollution
- E Loss of light
- F Loss of common pathways
- G Depreciation of house prices.

The Petition was signed by **93** people from a number of streets in the Simonside area of Jarrow. The breakdown of these signatories is as follows:-

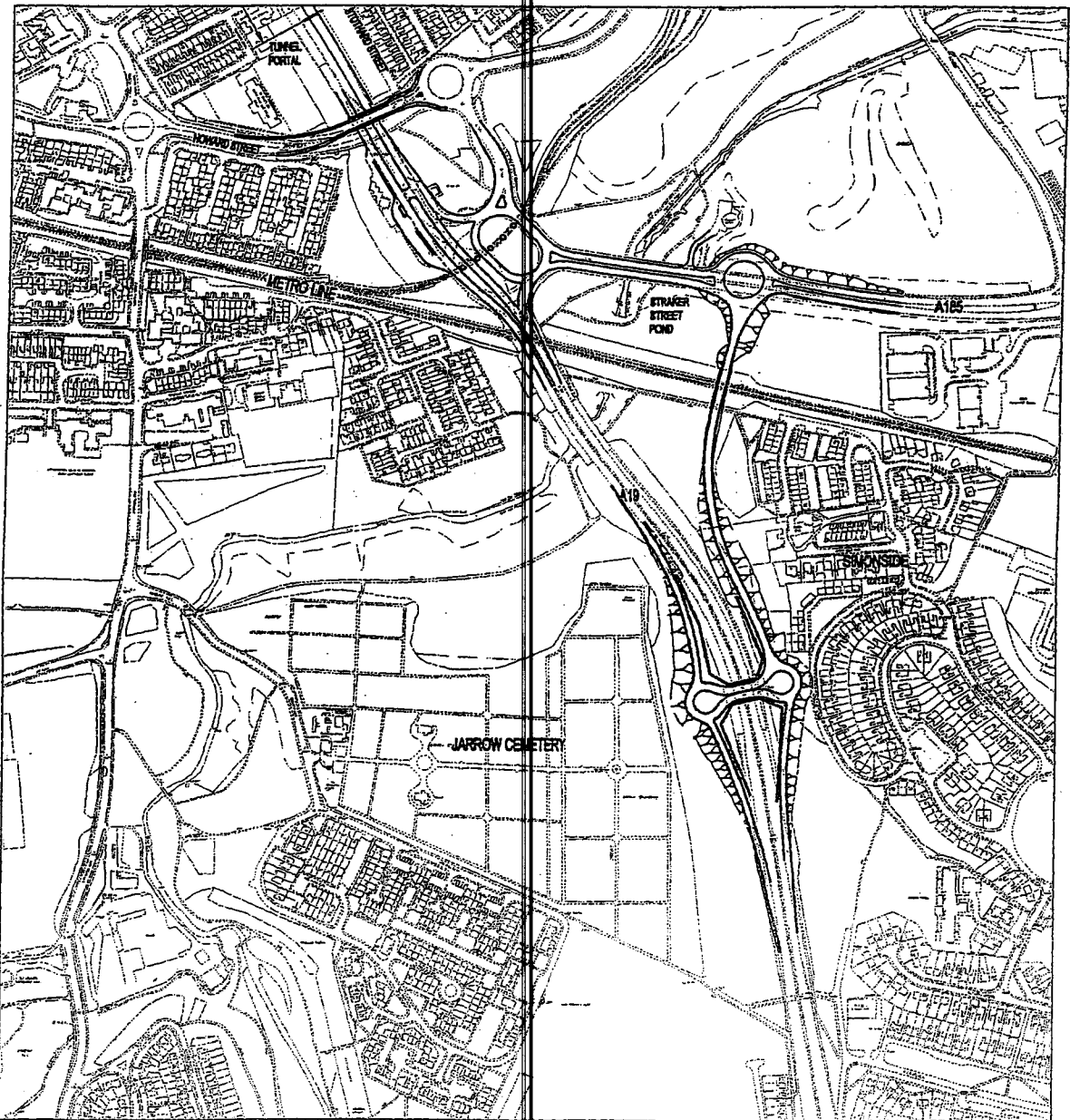
Salcombe Avenue	32
Brixham Crescent	51
Falmouth Drive	2
Newlyn Drive	1
Bilton Hall Road	5
Etal Crescent	1
Stanhope Road	1

There were also **7** other signatories

Other areas of Jarrow	2
Sunderland	1
No address given	3
Illegible address	1



JARROW JUNCTION



SIMONSID JUNCTION

Tynes and Wear  
Passenger Transport Authority

**NEW TYNE CROSSING**

**ARUP** Civil, Structural & Process  
100 Broad Street, Newcastle, NE1 4PL  
 Tel: 0191 261 2000 Fax: 0191 261 2001

**FOSTER WHEELER** CONSULTANTS

**KPMG** Lamb & Edge

Study for  
**SOUTH APPROACH  
JUNCTION OPTIONS**

Drawn by  
**FOR INFORMATION**

Date: 12/05/01

Scale: As shown

Project No: 57621

Drawn by: DA-CSA

8



# **Tyne and Wear Passenger Transport Authority**

## **Minutes of the 187<sup>th</sup> Meeting of the Passenger Transport Authority**

**17 October 2001**  
(2.00 – 2.20 pm)

### **Present:**

Councillor: TD Marshall (In the Chair)

Councillors: Grimdon, MA Green, Hanson, Kirby, Ord, Spring and Thompson

### **In Attendance:**

P Hedley, P Fenwick, A Taeger

### **Representing Nexus:**

R. Stevens

### **Also Present:**

R Thirlow - Ove Arup  
R Simpson - Ove Arup  
Five Residents

## **72. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors JS Green, Holt, D Wood, P Wood and Bayack.

## **73. NEW TYNE CROSSING – SECTION OF JUNCTION OPTION – TUNNEL A19/185**

Submitted: Report of the Engineer to the Tyne Tunnels, outlining the consultation process undertaken and the comparative information about the two junction options for the new Tyne Crossing.

Mr Fenwick introduced the report. He outlined the comparative advantages and disadvantages of the "Jarrow" and "Simonside" options, and recommended that the "Jarrow" option was preferable on balance, subject to the views of South Tyneside MBC who would be considering the planning application after 24 October 2001.

During the discussion the following points were made:-

- ◆ There would be temporary traffic management measures put in place during the construction period;

- ◆ Officers were requested to see what steps could be taken to enhance the remaining open space near Epinay Walk;
- ◆ Consultation with local residents would continue throughout the construction process;
- ◆ Residents would have the opportunity to object to the planning application when it was considered by South Tyneside MBC.

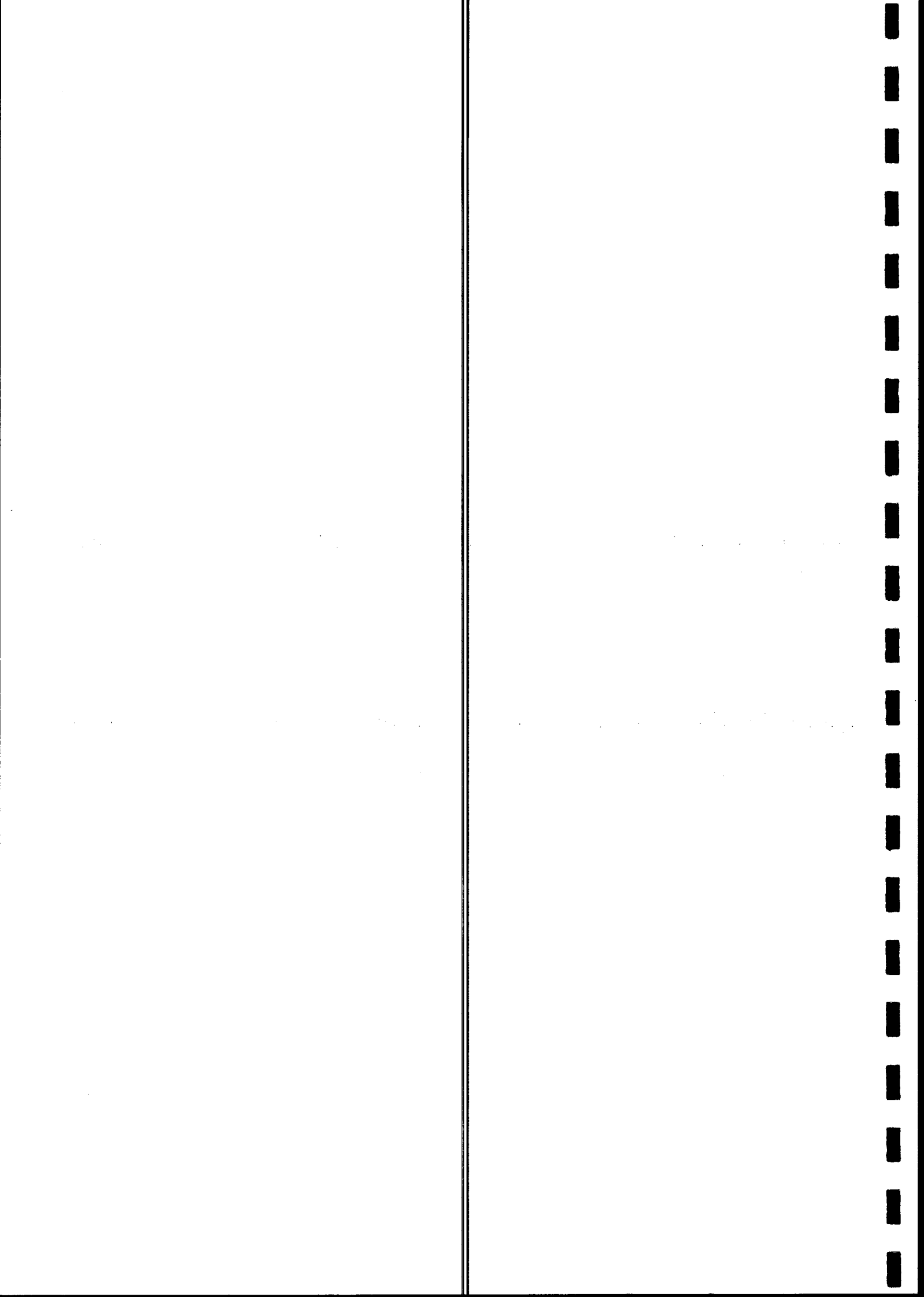
**RESOLVED** – That subject to the views of South Tyneside MBC:-

- (i) the Jarrow junction option can be selected for inclusion in the scheme details for the Transport and Works Act Order;
- (ii) the Engineer be authorised to make the necessary changes to the Development Control Plans and seek the necessary formal resolution from South Tyneside MBC.

Min: 004565

# APPENDIX BB

28 TWPTA Report and Minute (28 February 2002)





# Tyne and Wear Passenger Transport Authority

28 February 2002

(SPECIAL)

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## NEW TYNE CROSSING : ORDER UNDER THE TRANSPORT & WORKS ACT 1992 ("TWA") FOR DECISION

### Report of the Engineer to the Tyne Tunnels

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#### 1. SYNOPSIS

- 1.1 The purpose of this report is to request that the Authority formally resolves, pursuant to Section 239 Local Government Act 1972 (the "LGA 1972") as applied by Section 20 of the TWA to apply for an order to authorise the construction of the New Tyne Crossing. Such a resolution is required of the Authority before it makes the application, because it is a Joint Authority, by virtue of Section 239 (4A) of the LGA 1972. The resolution must be passed by a majority of the whole number of the members of the Authority whether present and voting at the meeting or not.
- 1.2 This report briefly sets out the history of the project to date and explains some of the principal issues that the Authority needs to consider in deciding to apply for an order under the TWA. The report sets out the implications of making such an application and the timescale/event that would duly flow from it. A separate and confidential report has been prepared which must be considered by the Authority in advance and directly preceding this report. Officers consider that the information contained in the two reports provides sufficient for the Authority to make a decision.
- 1.3 The Adviser to the Authority on the New Tyne Crossing project, Arup, will give a presentation of their work to date to the meeting.

#### 2. RECOMMENDATIONS

- 2.1 It is recommended that the Authority:-
  - i Notes and bears in mind the content of the previous advice received from officers and external advisors together with the contents of this report.
  - ii Notes that in selecting a given engineering solution for the New Tyne Crossing, it must have regard to alternative engineering solutions. In particular, both the immersed tube tunnelling solution and a bored tunnelling solution are available.

The salient features and effects of proceeding with either alternatives set out in this report and the accompanying confidential report should be noted.

- iii Resolves to authorise the Engineer to the Tyne Tunnels to submit an application to the Secretary of State for Transport, Local Government and the Regions for the making of an order under the TWA 1992. The powers applied for would be broadly in the form of those set out in the notice convening this meeting, a copy of which is to be found at Appendix A.
- iv Resolves to authorise the Engineer to the Tyne Tunnels to instruct the Arup Consortium to take all necessary steps to secure the grant of the order, subject to the matters contained in paragraph 2.1(vi) of the report to the Authority dated 31<sup>st</sup> May 2001 and those contained in the report to the Authority dated 26<sup>th</sup> July 2001.
- v Subject to paragraph iii (above) resolves in particular to authorise the Engineer to the Tyne Tunnels to instruct Messrs Herbert Smith and/or Messrs Dickinson Dees, a member of the Arup Consortium, to give all or any notices and take all or any necessary, convenient and/or expedient steps to promote the application referred to in paragraph (ii) above, as solicitor to or agent of the Authority.
- vi Notes that after the TWA Application has been made the decision must be confirmed at a further meeting of the Authority of which special notice will be given and authorises the Acting Clerk to publish such notice.

### 3. **BACKGROUND**

- 3.1 The issue of the need to provide additional capacity for cross-river traffic was the subject of the Cross-Tyne Study Report – Phase 1, which was published in 1990. This report concluded that by the end of the decade there would be a shortfall in Cross-Tyne Highway capacity and that without this new capacity, riverside development proposals might not be fully realised. A number of possible sites for the new crossing were suggested.
- 3.2 The Cross-Tyne Study - Phase 2 was commissioned in 1992 to consider the most appropriate location for a crossing. The study also considered the impact of traffic restraining measures and public transport improvements [as an alternative to a new crossing of the River Tyne]. It was concluded that these latter measures would only reduce traffic by 4%; that traffic growth would absorb this benefit within 7 years; and that the congestion at the Tyne Tunnel would not ultimately be alleviated. The report made no particular recommendation as to the most appropriate location for the new crossing and concluded that because each of the sites considered had benefits and 'problems' the decision as to the location would be a political one.

- 3.3 A decision to prefer the St Bede's location (on the A19 at or near to the existing Tyne Tunnel) was taken in 1993 by the Tyne & Wear Co-ordinating Committee of the leaders and deputy leaders of the constituent authorities of the Authority. This was subsequently approved by all the individual Tyne & Wear councils. In January 1996 the Committee concluded that a tunnel solution would be preferable to a bridge for various technical, cost and environmental reasons. The form of tunnel was also considered in terms of cost/risk/environmental impact/toll level/social inclusion issues, when considered as a whole, and it was felt that these favoured an immersed tube engineering solution. The Committee also considered that private finance afforded the most practical way of funding the scheme.
- 3.4 The Tyne & Wear Co-ordinating Committee then agreed that the Tyne & Wear Passenger Transport Authority should be permitted to use tolls, and any increased tolls, recovered at the Tyne Tunnel to promote a New Tyne Crossing. The Tyne Tunnels Act 1998 was duly obtained. On 8 November 1999, after making the necessary capital programme provision, an Advisor, the Arup Consortium was appointed by the Authority. Arup's work was considered by the Authority on the 31 May 2001. It was agreed then that the New Tyne Crossing should be a 2-lane tunnel using the immersed tube construction technique.
- 3.5 Since the Authority considered the scheme in May 2001, further consultation has taken place with affected landowners, occupiers and other bodies including the Environment Agency. Further consideration of the immersed tube alternative has taken place. This report considers the information available and places it before the Authority to inform their decision about whether to apply for an order to authorise the immersed tube tunnel. In deciding to pursue the immersed tube scheme the Authority would be preferring it ahead of a bored tunnel alternative.
- 3.6 Since May 2001 the Authority has also considered a report on 17 October 2001 and selected a junction arrangement at Jarrow in South Tyneside in preference to an option to construct a junction at Simonside, further south on the A19. This decision followed a public consultation exercise and this option was also accepted by South Tyneside MBC, the local planning and highway authority, in November 2001.

#### **4. THE NEED FOR A TRANSPORT & WORKS ACT ORDER**

- 4.1 The TWA requires, inter alia, that where works will interfere with the navigation of a tidal river then an order under that Act must be secured to authorise the interference with navigation. To carry out works without such an order would be to cause a public nuisance, akin to blocking a highway. It was necessary, for example, for Gateshead Council to secure such an Order for the installation of the Millennium Bridge.

As the technique employed in the immersed tube construction requires the tunnel units to be placed in a trench formed in the bed of the River Tyne, it will entail interference with navigation, fulfilling this criterion. Therefore an order is necessary to allow the project to proceed. The order will also deal with other aspects of the scheme, a broad outline of which is set out in the notice convening this meeting of the authority, a copy of which is annexed to this report.

- 4.2 Applications for orders under the TWA are made to the Secretary of State for Transport, Local Government and the Regions. Many other bodies are formally notified of the application, depending upon its effects.
- 4.3 An application for an order under the TWA must be accompanied by application documents, which are sufficient to define the scheme and its impact, to demonstrate how it could be delivered and how it would be funded. The content of the application documents must be subject to public scrutiny and the Secretary of State must have due regard to any representations made by the community at large. To satisfy this requirement it is necessary for any application to be made available for public inspection and a period of 42 days is allocated in which written representations may be made to the Secretary of State. The nature and content of the representations will be taken into account by the Secretary of State in deciding whether or not a local Public Inquiry is to be held. If a public inquiry were to be held, this would probably take place near to the Tyne Tunnel.
- 4.4 It is imperative, therefore, that the Authority has in mind and gives weight to the results of proceeding with an application for the Immersed Tube tunnelling solution. It will need to weigh in the balance the range of potential benefits and any negative impacts that will be considered in the application made to the Secretary of State, including the availability of a bored tunnel solution and its relative impacts.

## **5. TYPE OF TUNNEL – IMMERSSED TUBE OR BORED**

- 5.1 The general arrangements for the Immersed Tube tunnel construction that might be deployed at St Bede's are attached to this report at Appendix B(Drawing Nos. OA-CSK-35, 36, 37 & 38). Larger scale prints of these drawings will be available at the meeting. For the purposes of comparison a description of a bored tunnel engineering solution and drawings are also provided.
- 5.2 In summary the two tunnel options may be described as follows:
  - 5.2.1 Immersed tube tunnel – this type is constructed by digging a trench in the bed of the river. Pre-assembled, tunnel units are then floated into place before being submerged and buried, then covered with protective rock armour.

The tunnel units themselves are constructed in a dry dock area using conventional construction methods (either within the working areas or off site). Approach roads to the section of tunnel that crosses the river are constructed using a 'cut & cover' technique. This involves excavation of a deep trench, removal of spoil to temporary storage areas, construction of the tunnel structure in the trench, then backfilling the trench using excavated material and reinstatement of the surface. Any additional spoil material would be disposed of to landfill and/or to sea. Immersed tube construction has been used twice in this country, at Conwy and on the Medway, but has been used extensively elsewhere in the world.

Bored tunnel – this type is constructed by driving a specialised Tunnel Boring Machine, (TBM), through the ground beneath the river. The passage of the machine is not visible at the surface except at the ends of the bore. The TBM uses a closed face which balances the earth pressures and allows tunnellers to work in normal air pressures. It is also possible to further pressurise the tunnel as a safety measure. Operation may be carried out under pressurised conditions to ensure that tunnel integrity can be maintained if a breach of the tunnel boring machine or the tunnel lining occurred. This method requires the tunnel to be relatively deep and has the effect of extending the length of the tunnel, particularly on the north side because of the topography. This method of construction was employed on the Channel Tunnel, for example.

### **Comparison**

- 5.3 The comparison of the Immersed Tube solution for the New Tyne Crossing with the Bored Tunnel alternative is presented below. Such a comparison allows the relative difference in impact and other aspects to be seen. Both solutions have a variety of effects, benefits and disadvantages. Members of the PTA should be mindful that in the view of Officers no issues in themselves preclude selection of either tunnelling solution. Members of the PTA should balance on the one hand cost and deliverability and on the other hand the consequences of the different construction methods in deciding whether to proceed with the immersed tube in preference to a bored tunnel.

### **Finance**

- 5.4 Including an allowance for accommodation/compensation for adjacent landowners/businesses, and mitigation measures, the bored tunnel option is projected to be approximately 17% more expensive in construction costs than a bored tunnel at this location. The Immersed Tube tunnel also exhibits superior user benefits by approximately 16% and its Net Present Value (user benefits minus costs at present day prices) is 119% better than that of the bored tunnel option. The Net Present Value is a measure of the value for money of the scheme.

This indicates a saving to motorists directly related to time savings and reduced maintenance costs.

- 5.5 It is important in choosing to promote a scheme that the Authority considers the nature of the proposal and how it will be delivered. The funding of the proposal will be by a private sector concessionaire, who will raise funds on the money markets. The concessionaire will be incentivised in his agreement with the Authority to deliver the scheme as economically as possible. On balance, Officers have been advised that the immersed tube is more likely to be delivered on time and to budget than a bored tunnel scheme. Risks associated with the bored scheme would be likely to be reflected in costs (and resultant toll levels).
- 5.6 It has now been confirmed that a contractual structure to the New Tyne Crossing concession can be delivered which complies with the European Court Ruling on VAT for Highway Infrastructure and would not require the imposition of VAT on Toll charges. On the basis of this, sensitivity testing was undertaken, with the result that the required toll to cover the costs of construction and provide an adequate return on investment for the Bored Tunnel was calculated to be between £1.35 and £2.00 and that for the Immersed Tube was calculated to be between £1.10 and £1.55, all at 1999 prices. In all likelihood the difference between the tolls charged on a bored tunnel would be at least 30 pence higher whatever the economic conditions prevailing.

#### **Programme/Procedure**

- 5.7 The construction period for an Immersed Tube has been assessed by Arup to be about 3 years, whilst construction of a bored tunnel would take a similar time. However, the timing risk is different between the two options. If chosen now, a bored tunnel, would require pre-consultation and a Private Bill. Such a Bill must be laid before Parliament before 27 November in any year, otherwise the matter must wait a further year before Parliament will begin to consider it. Should it be decided not to make an application for an immersed tube tunnel, a Bill would ideally have to be submitted by that date this year. Given the amount of work to be undertaken, it is not certain that this date could be met thereby introducing a possible delay of another year. Arup have estimated that an immersed tube could be open early in 2007 and a bored tunnel could be open at the end of 2008 if the November deadline was missed this year.

#### **Traffic**

- 5.8 An immersed tube tunnel will fulfil the Authority's aims in relation to traffic for a New Tyne Crossing, as will a bored tunnel. The bored tunnel will exhibit higher traffic suppression through the increased toll charge. This equates to a 6% decrease in traffic crossing the Tyne at St Bede's at 2031. Predicted traffic flows at 2031 for both options are well within tunnel capacity (congestion reference flow).

Public Transport vehicles will benefit from the additional capacity a new tunnel will bring. By removing the congestion, the new tunnel will allow bus operators to timetable their services reliably. This will apply equally to both tunnel solutions. However, the alignment of a bored tunnel on the North side of the river would be more disadvantageous to south bound services using the tunnel. With an immersed tube there would be an opportunity to create a bus only link to the local road network. With a bored tunnel it would be necessary for such services to divert northwards to the reconfigured A19/A183 junction (see Appendix B Drg. No. OA - CSK - 36). This would represent an increase to the length of the bus route and will increase their operating costs and journey times accordingly.

- 5.9 River traffic will experience some very limited disruption during construction of the immersed tube option but the effect of this can be managed adequately. At present it is envisaged that this would entail a restriction of the navigable width for a period of time and also a closure of the river for four, non-consecutive days whilst tunnel sections were immersed. The Port of Tyne Authority have been consulted on this matter and have expressed satisfaction with proposals to address this aspect. A bored tunnel would not disrupt river traffic except if there were some major collapse.

### **Property**

- 5.10 An immersed tube would require the demolition of 21 dwellings, the Grange Nursing Home, the listed Gas Light Public House, St Peter's School, a number of commercial properties either side of the river and affect other land for the construction of the cut and cover section. The Gaslight Public House and the Grange Nursing Home have now been acquired by the Authority. The pupils of St Peter's School are in the course of relocation. However, the demolition of these buildings would be required for an immersed tube scheme, which would not be the case for a bored tunnel. A bored tunnel is also likely to require the demolition of 15 dwellings and is likely to affect a further 25 properties through minor ground settlement. No other properties would be likely to be acquired or physically affected for a bored tunnel.

The particular effects of an immersed tube tunnelling solution compared with the bored tunnel approach would be:-

#### In North Tyneside:-

Howdon Yard and basin, which is currently owned and occupied by Amec and a number of sub-tenants under a lease from the Port of Tyne Authority, would not be affected by the bored tunnel option. Conversely, properties in Brinkburn Street may be affected by minor differential settlement in constructing a bored tunnel, which would not suffer this effect from constructing the 'cut and cover' approaches to an immersed tube.

### In South Tyneside:-

Six dwellings on Commercial Road would be required for the immersed tube, which would not be taken for a bored tunnel. Properties to south of High Street are required for both alternatives. The Grange Nursing Home, the Gaslight Public House, the adjacent temporary car sales showroom and St Peter's School would not be required for the bored tunnel. Construction of an immersed tube would require at least a temporary relocation of vessels moored by the Jarrow Motor Boat Club and the playing fields used by Dunn Street School. However, substitute playing fields will be provided for Dunn Street pupils, using fields currently part of St Peter's School.

### **Environment**

- 5.11 In South Tyneside visual impact of the immersed tube would be greater during construction than that of the bored tunnel. However, this is a temporary effect and, unlike a bored tunnel alternative, provides an opportunity for regeneration after completion of the New Tyne Crossing. The extent of visual impact on the North side is less severe for an immersed tube than it would be for a bored tunnel due to the need to remodel the A193/A19 junction (the location of the existing roundabout would be required to house the toll plaza for South bound traffic).
- 5.12 An immersed tube is likely to result in greater community impacts during construction because of: the greater extent of the 'cut and cover' construction, particularly on the South side; and the temporary severance of footpaths and roads that would result. Arup have stated that their view of the layout and character of this area is such that the effect of community severance will be relatively limited, notwithstanding these effects.
- 5.13 The immersed tube requires the disposal of approximately 40% more material than would be required for the bored tunnel option. A separate authorisation for the disposal of spoil at sea would be required for the immersed tube option. This may result in delays to delivery of an immersed tube.
- 5.14 Dredging of a trench in the river for the placing of the immersed tube elements will temporarily create suspended sediments in the river, which may impair the sensory systems and damage gills of fish, such as migrating salmon and sea trout. The impact of this has been modelled and is considered only to reach unacceptable limits in the immediate vicinity of the dredging machine during slack water and for short durations. Modelled levels of suspended sediments elsewhere in the river show that the increase in effects caused by the immersed tube tunnel is comparable to observed existing background conditions in the River Tyne. Restrictions in dredging and times of construction, will be applied to mitigate such potential impacts and in the view of Arup should be effective to a large extent. A bored tunnel solution would have no effect upon river ecology.

- 5.15 Other potential impacts of an immersed tube on river ecology such as deposition of fine particles, release of existing pollutants from river sediments, dissolved oxygen depletion and endocrine disruption have been modelled and the results supplied to the Environment Agency for comment. Whilst it is not possible to model with absolute accuracy and predict with certainty every possibility, the conclusions drawn are that those impacts are either limited or negligible or can be adequately mitigated.
- 5.16 There is very little difference in land ecology, ground water or surface water hydrology impacts of the two options.

### **River and Riverside Developments.**

- 5.17 Laying the immersed tube in a trench in the riverbed imposes a greater constraint on future dredging of the River Tyne than a bored tunnel would do. The vertical and horizontal alignment of an immersed tube has been the subject of consultation with the Port of Tyne Authority to address their safety and operational concerns. Nevertheless, it should be noted that the depth of the immersed tube would, in theory, constrain the size of vessels able to access upstream facilities whereas, the bored tunnel option would not. However, the River Tyne has never to date been dredged to an extent close to the depth that would be the dredging floor with the immersed tube in place. The largest vessel of which Arup is aware that might conceivably use the Tyne, does not require any greater dredged depth.

### **Wider Economic Effects**

- 5.18 It is considered that both options would have wider sub-regional economic effects in terms of supporting the development of sites in the A19 corridor, the majority of which are primarily to the north, and in providing greater accessibility to the jobs provided. However the immersed tube may result in some displacement of employment from the AMEC yard during construction. It is proposed that mitigation measures and accommodation works will be carried out to limit any effect upon this site.

### **Safety**

- 5.19 For both options, the existing tunnel would be improved as far as is economically justified in the light of the risks. This will mean that new, longitudinal ventilation will be installed and vertical escapes from it to the surface will be provided.

A new immersed tube tunnel would have a segregated emergency passage, for pedestrians and emergency services. There would be no direct connections between this tunnel and the existing tunnel. Instead, it would be part of the proposals to introduce two vertical escape shafts to the existing tunnel – one on each bank of the River

Tyne. A new bored tunnel would have cross connections to the existing tunnel at 250 metre centres. Arup have studied the relative risks of the arrangements for both tunnel types and have concluded that the immersed tube configuration would be a safer scheme.

- 5.20 The safety of an immersed tube under exceptional shipping conditions (e.g. grounding over the tunnel, trailing anchors) is an issue raised by the Port of Tyne Authority. This is an issue that has been considered in other countries where immersed tube tunnels have been constructed under shipping channels and is considered to be capable of being addressed satisfactorily at the New Tyne Crossing. A risk assessment study has been commissioned from EQE, an internationally respected firm of risk consultants, after consultation with the Port of Tyne Authority, who have reported that the marine risks to the individual are 'negligible' and the societal risks are "broadly acceptable." Officers have considered these conclusions and are satisfied that safety risk in respect of such hazards is within acceptable bounds for an immersed tube. This issue would not be present with a bored tunnel.
- 5.21 Tunnel Design and Safety Consultation Group has been formed which has met on several occasions. The Group is composed of relevant interested parties, including local authorities and emergency services. The Group has accepted that the current design of the Immersed tube option is acceptable and provides adequately for their foreseen requirements at this stage. Further discussions will be held if the Authority decides to promote the immersed tube scheme.
- 5.22 The Highways Agency has agreed to act as the Technical Authority for the Tunnel, following a request, from the PTA. To date they have been satisfied that the design is adequate at this stage.

### **Social Inclusion**

- 5.23 An immersed tube tunnel is more likely to be delivered with a lower toll than a bored tunnel, which would impact upon daily user costs. Therefore an immersed tube is more likely to encourage travel through the tunnel crossing and thereby improve the take up of employment, leisure and social opportunities on both sides of the river than a bored tunnel would. This would assist the further development of the A19 corridor as a major employment area to the east of the conurbation to balance the A1 corridor in the west. This would benefit South Tyneside in particular, which has some of the highest levels of unemployment and social deprivation in the country.

### **Consultation**

- 5.24 Consultations with public bodies, local authorities and other likely Statutory Consultees have taken place whilst selecting the location for the New Tyne Crossing, the choice of tunnelling solution and junction options at St Bede's. This process has been led by the Authority and supported by their appointed advisors. Consultation is continuing at present and would continue throughout a TWA Application.

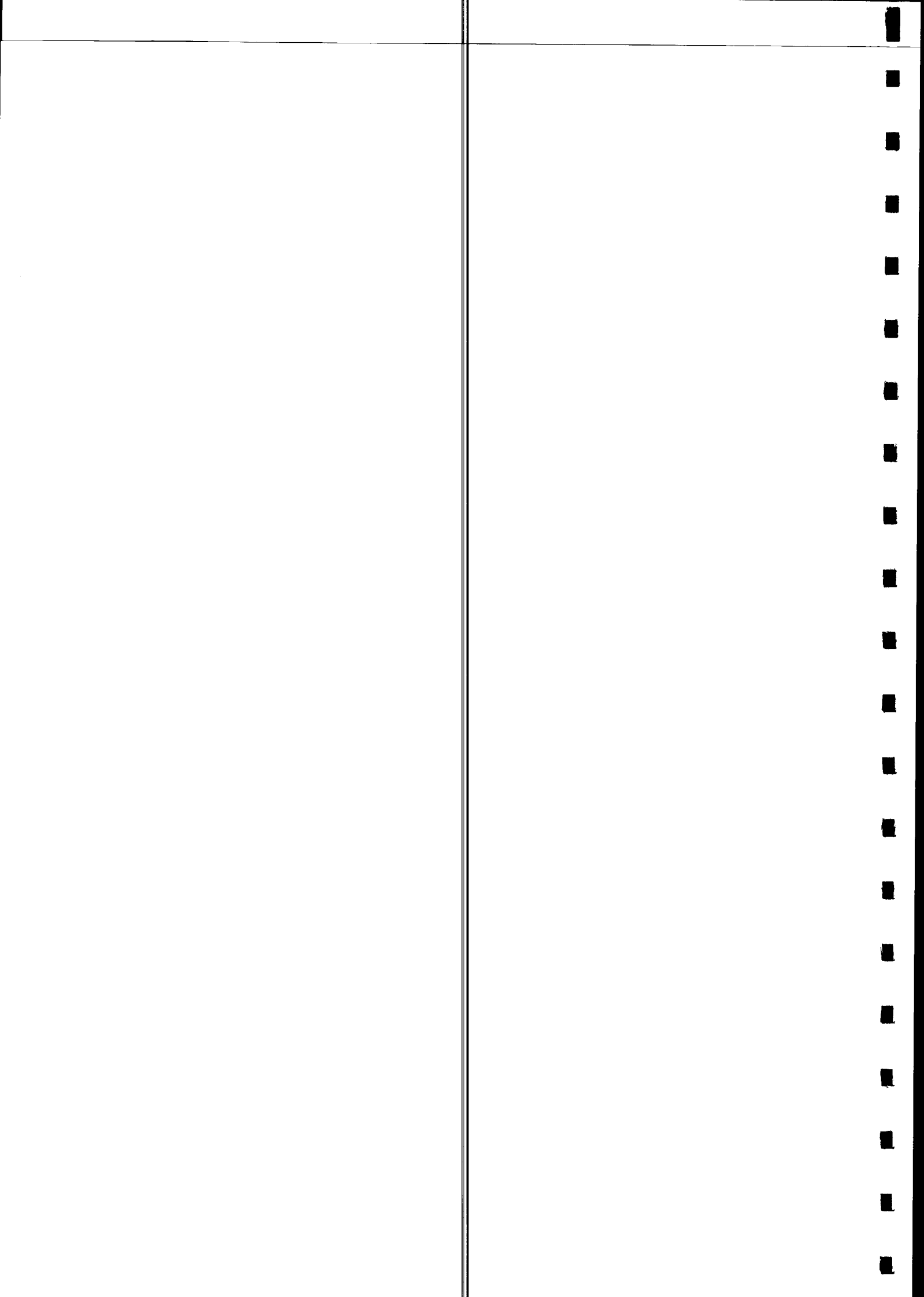
Consultation has involved meeting with affected owners/occupiers, local resident and organisations, and the likely statutory consultees. Over the last two years the Authority have undertaken over 50 meetings with various local interest and resident groups.

Since the Arup Appointment in 1999 five newsletters have been produced, entitled 'The New Tyne Crossing – Update'. These are aimed at keeping all those who may be affected by the construction of the New Tyne Crossing informed of key developments, such as the choice of the Jarrow or Simonside junction, and events such as public exhibitions. The newsletters are delivered by hand to all local households both north and south of the river, and multiple copies are available at all libraries and other public buildings within the area. In total approximately 450 people have attended exhibitions, including some who may be directly affected by the proposals, people from the local community, other interested parties and likely statutory consultees. The results of consultation at exhibitions, workshops and in focus groups were used to review and modify the preliminary design of the immersed tube scheme and develop mitigation proposals.

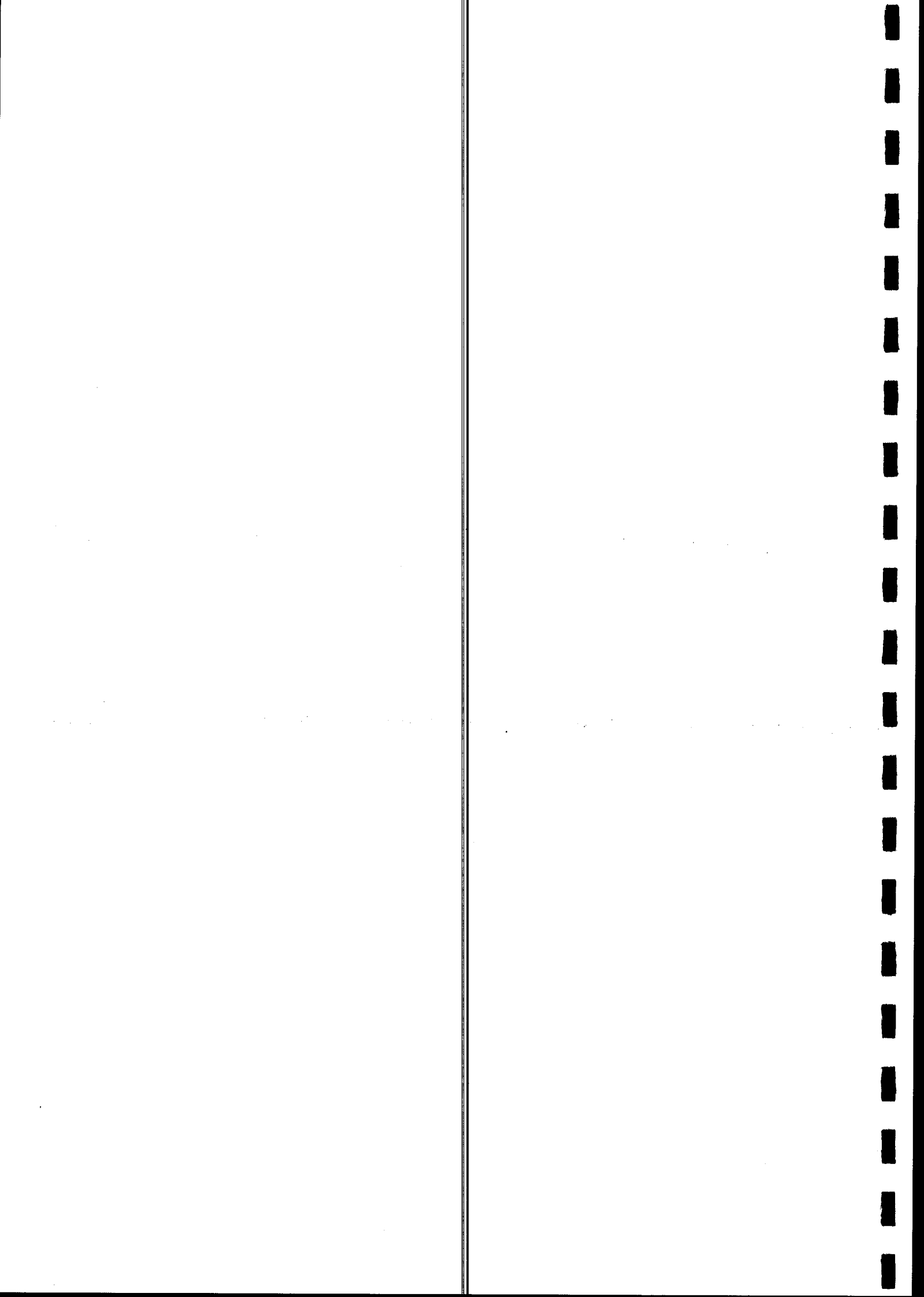
In particular discussions have taken place with the Port of Tyne Authority, the Environment Agency, AMEC, Rohm & Haas, local authorities and representatives of groups concerned with fisheries on the River Tyne. To the extent that it is possible to do so and depending upon the engineering constraints of the tunnelling solution that the Authority adopts, it is considered that their concerns can be met through mitigation measures.

## **6 Conclusion**

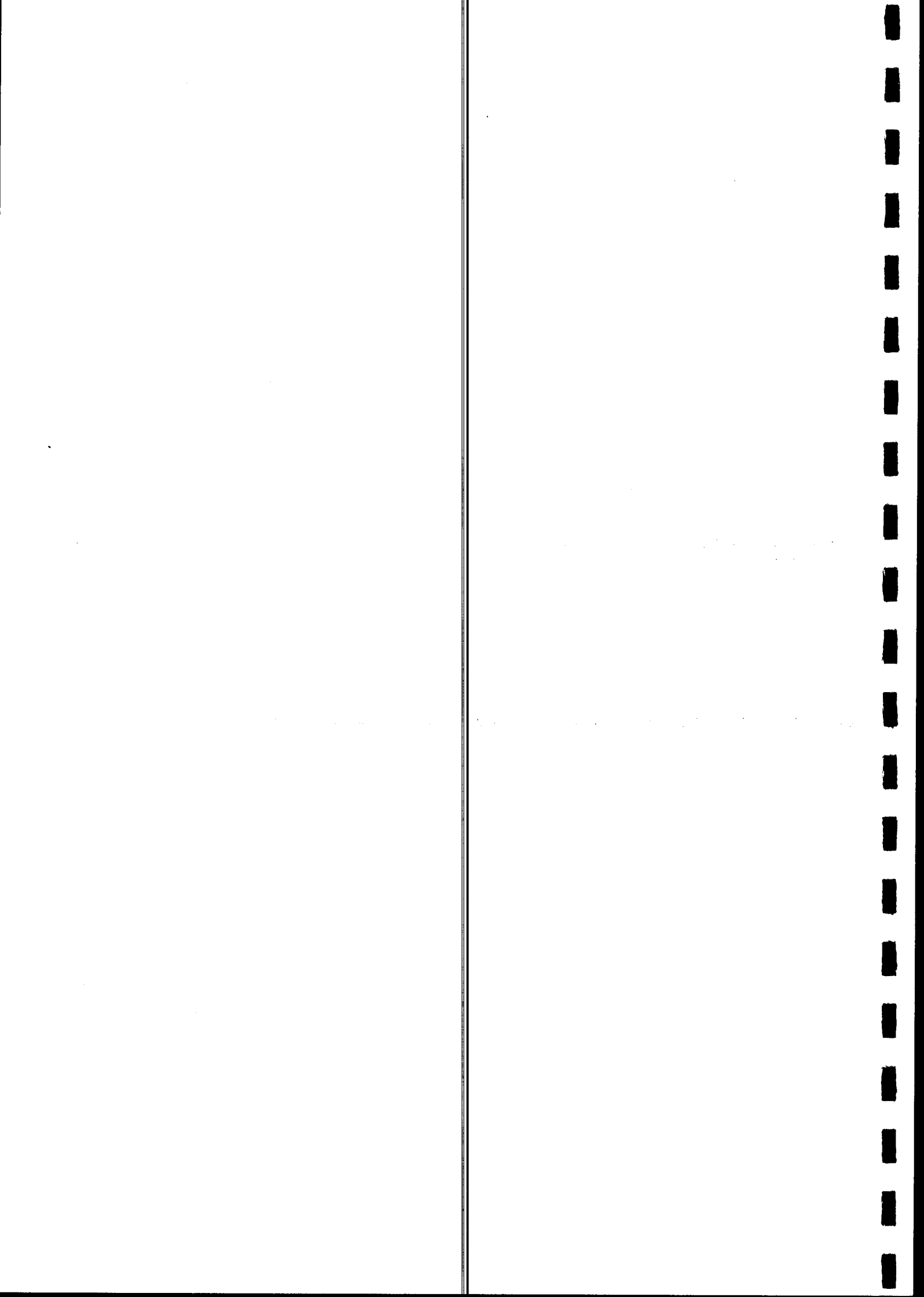
- 6.1 The need for additional cross-Tyne capacity for traffic has been studied over the last 12 years and this requirement is demonstrable in the view of officers. During this period this view has been endorsed by widespread political support.
- 6.2 Alternative locations for a new crossing of the River Tyne have been considered and alternative engineering solutions for the project have also been the subject of study. A tunnel is the preferred option.
- 6.3 In considering whether to promote the immersed tube option, the Authority should bear in mind and weigh by comparison the advantages and disadvantages of such an option (as discussed and referred to in this report) as against those of a bored tunnel. Both the bored tunnel and immersed tube alternatives will have environmental impacts, which are discussed in this report. The construction impacts of an immersed tube (although localised) would be greater. However, the effect of mitigation measures would be such that the difference during the construction period between an immersed tube and a bored tunnel would be minor. There are also some localised differences in the permanent impacts by virtue of which the immersed tube option would have greater impacts than a bored tunnel although there would not be a significant difference.



## APPENDIX A



**APPENDIX B**





# **Tyne and Wear Passenger Transport Authority**

## **Minutes of 191<sup>st</sup> Meeting of the Passenger Transport Authority**

28 February 2002

### **116 NEW TYNE CROSSING: ORDER UNDER THE TRANSPORT AND WORKS ACT 1992 ("TWA")**

Submitted: Report of the Engineer to the Tunnels (copies attached to Official Minutes).

J Miller introduced the report which requested the Authority to formally resolve, pursuant to Section 239 Local Government Act 1972, as applied by Section 20 of the TWA, to apply for an Order to authorise the construction of the New Tyne Crossing.

R Thurlow (Regional Director, Arup) then gave a detailed presentation covering the comparison of the Immersed Tube solution for the New Tyne Crossing with the Bored Tunnel alternative.

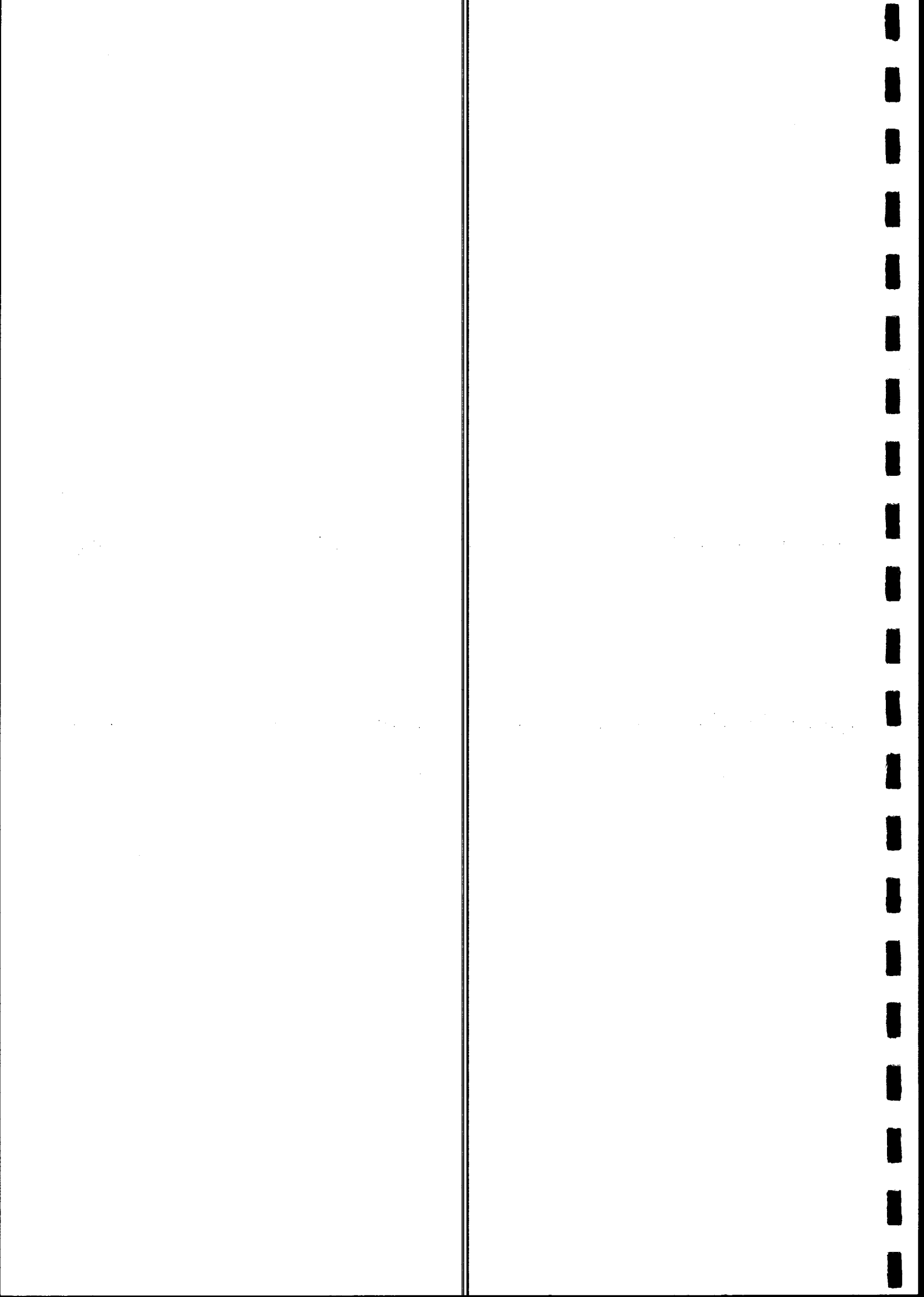
Following the presentation a member commented on the problems associated with the current tunnel, which was the only part of the A19 which was not dualled and had proved to be a bottle neck, causing unnecessary air pollution for those living nearby. The current arrangements hampered any potential expansion in terms of job opportunities and made it difficult for people from South Tyneside to access areas such as the Silverlink Trading Estate via the A19 corridor. She saw the new tunnel as essential in terms of alleviating current traffic congestion. She referred to the PTA's aim to encourage greater use of public transport including buses, metro and cycles. At the moment the current arrangements were a deterrent to public transport with only two buses per hour using the tunnel. She expressed the view that all the evidence pointed to the Immersed Tube being the safest and most financially viable option. She asked that when the report was finalised more emphasis should be put on the sections relating to social inclusion and public transport. She hoped that local people and organisations would write in support of the new tunnel and that there would be further widespread public consultation. She recommended the Immersed Tube option.

A member pointed out that a new tunnel was important not only for residents from North and South Tyneside, but for the whole region. It would provide an additional link for people from Sunderland to travel to employment in the North Tyneside area and should be seen as a regional opportunity.

A member commented on the importance of the tunnel as an investment for the future of people from South Tyneside, particularly in terms of employment opportunities.

A member referred to the importance of people being aware of the environmental

# APPENDIX CC



**OBU13**  
**Charles Hall, North Tyneside Cycling Club, 64 Wembley Avenue, Whitley Bay, Tyne & Wear NE25 8TA**

<p><b>Issue:</b></p>	<p><b>Description :</b></p> <p>The proposed tunnel would be in the wrong place, a link from Walker to Hebburn to replace the discontinued ferry should be provided.</p>	<p><b>Response:</b></p> <p>As set out at Section 4 of my evidence the historic studies (paragraph 5.17) into the feasibility of a New Tyne Crossing concluded that more than one crossing could be built and justified as each crossing would address different local objectives. One of the options that was assessed as part of the Phase 2 study was a link at Walker, however this option was discounted in favour of a crossing at St Bede's. Paragraph 4.19 of my evidence identifies that environmental impact and ability of the alternative crossings to address strategic accessibility problems were key factors in the decision making process.</p> <p>Furthermore, in the period since the TWPTA determined to progress with the St Bede's option in 1993 (paragraph 5.20), the Walker area has benefited from development of the Walker Riverside Industrial Estate alongside the River Tyne and new housing development at Annville Crescent. Therefore a new crossing in this location would be likely to have a greater effect when compared to the option assessed in the Phase 2 study.</p> <p>The TWPTA believes that the New Tyne Crossing as proposed offers the greatest benefits to the local area and this issue is examined in further detail by Mr Simpson in his proof of evidence.</p>
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**OBU14**  
**Mr S Yuen, 5 West Meadows Drive, Cleadon, Sunderland, SR6 7TZ**

<p><b>Issue:</b></p>	<p><b>Description :</b></p> <p>The costs will be borne by local tax payers, but only the operator and builder will gain.</p>	<p><b>Response:</b></p> <p>The scheme will be financed under a PFI/PPP arrangement, whereby a concessionaire bears the costs associated with the design, construction, financing and maintenance of the New Tyne Crossing and in return receives all (or almost all) of the revenue from tolls charge to users of the vehicular tunnels. The costs of the project will be borne by the private sector, rather than the public purse and this is the reason the TWPTA commissioned an investigation of the feasibility of a Private Finance Initiative to implement the New Tyne Crossing, as detailed at paragraphs 5.22 – 5.24 of my evidence. The Concessionaire will operate the Tunnels as a business and the level of return on its investment will be commensurate with the risks it bears in undertaking a complex project of this nature. It is important to reflect that without this private finance, the New Tyne Crossing could not be procured. It is not true to say that only the concessionaire will gain; the project will also yield</p>
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		considerable benefits to those who wish to cross the river and would be delayed in the growing congestion.
<p>People cannot afford the current high tolls. There is no toll on the other Tyne crossings. The monies should be better spent.</p>		<p>Tolls exist at the current Tyne Tunnel as the TWPTA is still paying off the construction, maintenance and other costs accrued its completion in 1967. Tolls will continue to be charged at the tunnels to pay for maintenance, staff, debt and to subsidise the costs of the pedestrian and cycle tunnels which are used on average by 500 people each day. People do afford the tolls of the current tunnel which operates well beyond its design capacity. The recent Best Value process identified delays and congestion as the greatest problems at the tunnel.</p> <p>The choice of an immersed tube tunnel is largely based on the TWPTA's aims to keep toll increase as low as possible as detailed at paragraph 5.31 of my evidence.</p> <p>As the scheme will be constructed and operated by a concessionaire that will generate additional revenue from tolls, the new finance that will be made available to deliver the new Tyne Crossing would not otherwise be available to spend on other transport initiatives in Tyne and Wear. The New Tyne Crossing is unusual in that it can be run as a business and is therefore, attractive to private investors who would not otherwise invest in the area.</p>

**OBJ18**  
**Miss A M Allan, 12 Tennyson Terrace, North Shields, Tyne and Wear, NE29 6LW**

<b>Issue:</b>	<b>Description :</b>	<b>Response:</b>
	<p>Costs should be used to investigate alternative means of crossing the river.</p>	<p>Section 5 of my proof of evidence sets out the work undertaken by the TWPTA since 1986 to assess the feasibility of a New Tyne Crossing. This section of my evidence summarises all of the studies that have been undertaken and the conclusions that these reached. Included within these studies were a series of alternative crossing locations as well as public transport/traffic restraint options. Phase 1 reviewed the need for additional cross Tyne capacity and Phase 2 assessed four alternative crossing locations and varying crossing modes at each location.</p> <p>The conclusion of the Phase 1 and 2 reports was that a new crossing at St Bede's was the best solution and this was endorsed by the Tyne and Wear Co-ordinating Committee (TWCC) on 20 May 1993 (paragraph 5.20). On the basis of the TWCC resolution the TWPTA has further developed the St Bede's option and in 1997 an Act was passed by Parliament to enable the promotion of a New</p>

		<p>Tyne Crossing to be funded by income from tolls at the existing tunnel.</p> <p>Further studies identified that a crossing at St Bede's could be privately financed (paragraph 5.23) and that an immersed tube tunnel would be the optimal solution in engineering, environmental and cost terms, as set out at paragraph 5.31 of my evidence and in additional detail in the Environmental Statement Non Technical Summary and Section 3 of the Environmental Statement.</p> <p>Therefore, the TWPTA has investigated alternative options for crossing the river, both in terms of location and type of crossing. The conclusion of which has been that an immersed tube tunnel at St Bede's is the preferred option.</p> <p>Mr Simpson's evidence has reassessed the crossing options considered and has concluded that St Bede's is the most appropriate location for a new crossing.</p> <p>Additionally, the scheme will be developed and operated by a concessionaire who will provide the finance required to build the tunnel. As the scheme will be privately financed the money that will be invested is not money that would otherwise be available for transport investment in the local area.</p>
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**OBJ24**  
**Stephen Hamilton, 18 Salmon Street, South Shields, Tyne & Wear, NE33 2HF**

<b>Issue:</b>	<b>Description :</b>	<b>Response:</b>
	<p>The new tunnel will be a waste of public resources.</p>	<p>Detailed studies have been undertaken which identified that a crossing at St Bede's could be privately financed (paragraph 5.23) and that an immersed tube tunnel would be the optimal solution in engineering, environmental and cost terms, as set out at paragraph 5.31 of my evidence and in additional detail in the Environmental Statement Non Technical Summary and Section 3 of the Environmental Statement.</p> <p>The scheme will be developed and operated by a concessionaire who will provide the finance required to build the tunnel. As the scheme will be privately financed the money that will be invested is not public money or money that would otherwise be available for transport investment in the local area.</p> <p>As detailed at paragraph 5.23 of my evidence the proposal will be taken forward as a PFI/PPP which will transfer most of the costs and risks of delivering the project from the public to the private purse (paragraph 5.24). Given the proposal will be privately financed and that the promotional costs of the</p>

scheme are being met by toll revenues the project is not using, never mind wasting public resources

**OBJ25  
Andrew Murray, 12 Burnside Road, Cullercoast, North Shields, NE30 3LE**

Issue:	Description :	Response:
	<p>An additional crossing is no doubt necessary but the objector would prefer to see a bridge.</p>	<p>Section 5 of my proof of evidence sets out the work undertaken by the TWPTA since 1986 to assess the feasibility of a New Tyne Crossing. This section of my evidence summarises all of the studies that have been undertaken and the conclusions that the studies reached. Phase 1 reviewed the need for additional cross Tyne capacity and Phase 2 assessed four alternative crossing locations and varying crossing types at each location.</p> <p>The conclusion of the Phase 1 and 2 reports was that a new crossing at St Bede's was the best solution and this was endorsed by the Tyne and Wear Co-ordinating Committee (TWCC) on 20 May 1993 (paragraph 5.20). On the basis of the TWCC resolution the TWPTA has further developed the <del>St Bede's option and identified that an immersed tube tunnel would be the optimal solution in</del> engineering, environmental and cost term, as set out at paragraph 5.31 of my evidence and in additional detail in the Environmental Statement Non Technical Summary and Section 3 of the Environmental Statement.</p> <p>In particular the study identified that a bridge would introduce exceptional engineering/operation problems due to the need for it to be an opening bridge to cater for river traffic. No opening bridges of the required span exist anywhere in the world today. Furthermore, the delays to trunk road traffic during bridge openings would be significant.</p> <p>Additionally, as set out at paragraph 5.20 of my evidence both North and South Tyneside Metropolitan Borough Councils identified that they would not support a bridge crossing at St Bede's but favoured a second tunnel largely for environmental reasons. The considerations of the local authorities have been important in developing the New Tyne Crossing and given the lack of support for a bridge in this location together with the engineering constraints which are dealt with in further detail by Richard Thurlow, the TWPTA has developed a tunnel option.</p> <p>Mr Thurlow's evidence addresses the engineering solutions that have been considered for a new crossing at St Bede's. he concludes that an immersed tube tunnel presents the most appropriate form of crossing in engineering, environmental and cost terms as detailed at paragraph 5.31 of my evidence and in the Environmental Statement Non Technical Summary and Section 3 of the</p>

	Environmental Statement.
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**OBJ206**  
**B Paget, 18 West Avenue, South Shields, Tyne & Wear, NE34 8DQ**

<b>Issue:</b>	<b>Description :</b>	<b>Response:</b>
	The money should be better spent on public transport	<p>As detailed at paragraphs 2.15 – 2.17 of my proof of evidence, the TWPTA is promoting and where appropriate funding improvements to Tyne and Wear's transport infrastructure and services. This has included £143.5m of investment over the last five years. The schemes that the TWPTA is currently promoting include Project Orpheus, the Stephenson Corridor Jobs Link, Centrelink, Metro track dualling, Four Lane Ends interchange and Central Station interchange. These schemes will require investment in the order of £1281m, as set out at paragraph 2.17 of my evidence.</p> <p>The New Tyne Crossing will be operated by a concessionaire who will provide the finance required to build the tunnel. As detailed at paragraph 5.23 of my evidence further studies identified that a crossing at St Bede's could be privately financed and that an immersed tube tunnel would be the optimal solution in engineering, environmental and cost terms, as set out at paragraph 5.31 of my evidence and in additional detail in the Environmental Statement Non Technical Summary and Section 3 of the Environmental Statement.</p>

**OBJ358**  
**John d'Egville Turvey, 13 Beckenham Avenue, East Boldon, Tyne & Wear, NE36 0EH**

<b>Issue:</b>	<b>Description :</b>	<b>Response:</b>
	Transport expenditure should be directed to public transport, walking and cycling	<p>As detailed at paragraphs 2.15 – 2.17 of my proof of evidence, the TWPTA is promoting and where appropriate funding improvements to Tyne and Wear's transport infrastructure and services. This has included £143.5m of investment over the last five years. The schemes that the TWPTA is currently promoting include Project Orpheus, the Stephenson Corridor Jobs Link, Centrelink, Metro track dualling, Four Lane Ends interchange and Central Station interchange. These schemes will require investment in the order of £1281m, as set out at paragraph 2.17 of my evidence.</p> <p>The New Tyne Crossing will be operated by a concessionaire who will provide the finance required to build the tunnel. As detailed at paragraph 5.23 of my evidence further studies identified that a</p>

<p>crossing at St Bede's could be privately financed and that an immersed tube tunnel would be the optimal solution in engineering, environmental and cost terms, as set out at paragraph 5.31 of my evidence and in additional detail in the Environmental Statement Non Technical Summary and Section 3 of the Environmental Statement.</p>	
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**OBJ382**  
**Tyne Crossings Alliance, Cornerstone House, 81 North Drive, Hebburn, Tyne & Wear NE31 1EW**

<b>Issue:</b>	<b>Description :</b>	<b>Response:</b>
	<p>A case for the project has not been made.</p>	<p>The evidence presented to this Inquiry in support of the TWPTA's proposal for a New Tyne Crossing, together with established TWPTA policy, set out at paragraphs 2.22 – 2.27 of my evidence clearly establishes the case for the scheme. Furthermore, the evidence demonstrates that the proposal meets the identified objectives of the TWPTA in relation to the Tyne Tunnels, which are:</p> <ul style="list-style-type: none"> <li>• to solve the problems of congestion in the tunnel at the entrances and its approaches;</li> <li>• <del>to improve safety and lower the risk to the travelling public in the tunnels;</del></li> <li>• to improve public transport access through the tunnel and in the vicinity;</li> <li>• to promote wider economic benefits in the region.</li> </ul>
	<p>Implication that previous tunnel not yet paid for and a question as to how the current proposals will be funded.</p>	<p>It is expected that the debt service obligations relating to the existing tunnel will be approximately £6.7m at the commencement of the concession. The repayment obligations maybe transferred to the concessionaire or retained by the TWPTA.</p> <p>Suggested sources of funding for the new tunnel are set out in the Funding Statement. A mix of funding sources will be determined by the bidders (and their funders) based on their respective perceptions of the project risks.</p> <p>Based on similar projects it is expected that the funding will include, but may not be limited to, a mixture of shareholder equity, quasi-equity (loan stock) provided by shareholders or third parties, and senior debt obtained in the form of either bank debt or bond finance.</p>
	<p>Is it PFI, PPP or neither?</p>	<p>The Private Finance Initiative (PFI) was launched by the government in 1992 to help introduce private sector efficiencies into the provision of public sector services. PFI procurements invariably</p>

involve contracts negotiated between a public body, such as a Local Authority, and a private sector supplier, and usually require the supplier to design, build, finance and operate the asset that is used to deliver a service.

With the election of the current government in 1997 came the commitment to the Public-Private Partnerships (PPPs) programme, under which there have been a number of shifts in direction regarding delivery of public services, including a desire to drive forward deals in a different shape and form than was hitherto the case. For example, as well as encompassing ongoing PFI activity, the term Public Private Partnership is often used to mean a joint venture between a public body and a private company organised through a partnership contract, or more typically through the joint ownership of a special purpose vehicle established under company law. Public Private Partnership is also used to describe less legally formalised arrangements where, for example, Local Authorities and the private sector work in collaboration, such as on a project to regenerate a neighbourhood or perhaps to launch a bid for public funds, or even for a national or international event such as a sporting event.

The New Tyne Crossing project could, therefore, legitimately be described as either a PPP or a PFI. In general parlance, however, road and crossing projects tend to be referred to as PPPs. This is because PFI is perceived as a UK policy and commentators thus tend to apply the term to those sectors, which are still, predominantly, seen as UK focused in their activity (eg, health and education), even if this is not strictly accurate. In contrast, the term PPP has international credence and is used to refer to the global market for such projects and, since the market for road and crossing projects is recognised as a global one, the term PPP tends to be applied.

**OBJ 429  
CPRE North East Regional Group, 57 Olympia Gardens, Morpeth, Northumberland, NE61 1JQ**

<b>Issue:</b>	<b>Description :</b> What is the purpose of the tunnel – to resolve local congestion or to open up the A19 corridor?	<b>Response:</b>  I set out at paragraph 1.8 of my evidence the TWPTA's objectives in promoting a New Tyne Crossing. These are to solve the problems of congestion in the tunnel at its entrances and approaches; improve safety and lower the risk to the travelling public in the tunnel; improve public transport access through the tunnel and in the vicinity; and to promote wider economic benefits in the region.  The Phase 1 study reviewed at Section 5 of my evidence identifies that the requirement for additional cross Tyne capacity has been clearly defined and that the New Tyne Crossing has been promoted to meet this demand. Therefore, the tunnel will meet both the needs of current users and would create additional capacity that could be used to meet the needs of users accessing employment sites along the A19 corridor. It is intended that the tunnel will resolve local congestion and increase accessibility, by increasing capacity to the A19 corridor.
		Mt Tunnell provides detailed evidence on the wider economic effects of the New Tyne Crossing in his proof of evidence.

**OBJ606  
Gareth Ayres, 1 Marden Crescent, Whitley Bay, Newcastle upon Tyne, NE26 2EE**

<b>Issue:</b>	<b>Description :</b> The money should be spent on developing quality viable and ecologically sound transport systems.	<b>Response:</b>  Section 5 of my proof of evidence sets out the work undertaken by the TWPTA since 1986 to assess the feasibility of a New Tyne Crossing. This section of my evidence summarises all of the studies that have been undertaken and the conclusions that these reached. Included within these studies were public transport options. Phase 1 reviewed the need for additional cross Tyne capacity and Phase 2 assessed four alternative crossing locations and varying crossing modes at each location.  The conclusion of the Phase 1 and 2 reports was that a new crossing at St Bede's was the best solution and this was endorsed by the Tyne and Wear Co-ordinating Committee (TWCC) on 20 May 1993 (paragraph 5.20). On the basis of the TWCC resolution the TWPTA has further developed the
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St Bede's option and in 1997 an Act was passed by parliament to enable the promotion of a New Tyne Crossing to be funded by income from tolls at the existing tunnel.

Further studies identified that a crossing at St Bede's could be privately financed (paragraph 5.23) and that an immersed tube tunnel would be the optimal solution in engineering, environmental and cost term, as set out at paragraph 5.31 of my evidence.

Therefore, the TWPTA has investigated alternative options for crossing the river, both in terms of location and type of crossing. The conclusion of which has been that an immersed tube tunnel at St Bede's is the preferred option, as detailed by the evidence of Mr Simpson.

Additionally, the scheme will be developed and operated by a concessionaire who will provide the finance required to build the tunnel. As the scheme will be privately financed the money that will be invested is not money that would otherwise be available for transport investment in the local area. Therefore, it is not feasible to say that the money should be directed to reviewing alternative options.

