

Board

Date: 8 November 2016

Item: East London river crossings

This paper will be considered in public

1 Executive Summary

Decision required	The Board is asked to note the outcome of the Mayor's review of river crossings
Sponsoring Director	Contact Officer: Alex Williams, Managing Director Planning Number: 020 3054 7023 Email: AlexWilliams@tfl.gov.uk
Summary	
<ul style="list-style-type: none">• During his election campaign, the Mayor committed to undertake a strategic review of the options for new river crossings east of Tower Bridge.• On 4 October 2016, the Mayor announced a package of new river crossings which reflect his priorities. These are:<ul style="list-style-type: none">○ a series of enhancements to be made to the proposals for the Silvertown Tunnel;○ plans for a new pedestrian and cycle bridge linking Rotherhithe and Canary Wharf to be accelerated;○ a DLR crossing at Gallions Reach, helping support the development of around 17,000 new homes across Newham and the Royal Borough of Greenwich;○ further assessment of a Barking Riverside – Abbey Wood London Overground crossing; and○ further assessment of a North Greenwich-Isle of Dogs ferry.• The case for the potential road crossings at Gallions Reach and Belvedere promoted by the previous Mayor will be considered as part of the emerging Mayor's Transport Strategy.	

2 Recommendation

2.1 The Board is asked to note the outcome of the Mayor's review of river crossings.

3 Background

3.1 TfL's policies in relation to river crossings have been developed over a number of years, and align with the London Plan (2011) and the policies and proposals in the Mayor's Transport Strategy (2010). The Mayor reviewed the programme of river crossings, to reflect his priorities which will be

incorporated in due course in the next London Plan and a new Mayor's Transport Strategy.

3.2 The Mayor's priorities include:

- (a) delivering a good public transport experience and encouraging a reduction in the use of private cars;
- (b) delivering safe and pleasant places, including improving London's air quality; and
- (c) supporting economic growth and an increasing focus on the delivery of new homes in London.

3.3 His review considered a number of crossing proposals along the 23km stretch of the Thames from Tower Bridge to Dartford, for all types of users: pedestrians, cyclists, public transport passengers, drivers, and those seeking to move freight. Many of the crossing options featured in existing strategies or policy documents, with some new ideas or variants on these more established proposals are also being presented in this review.

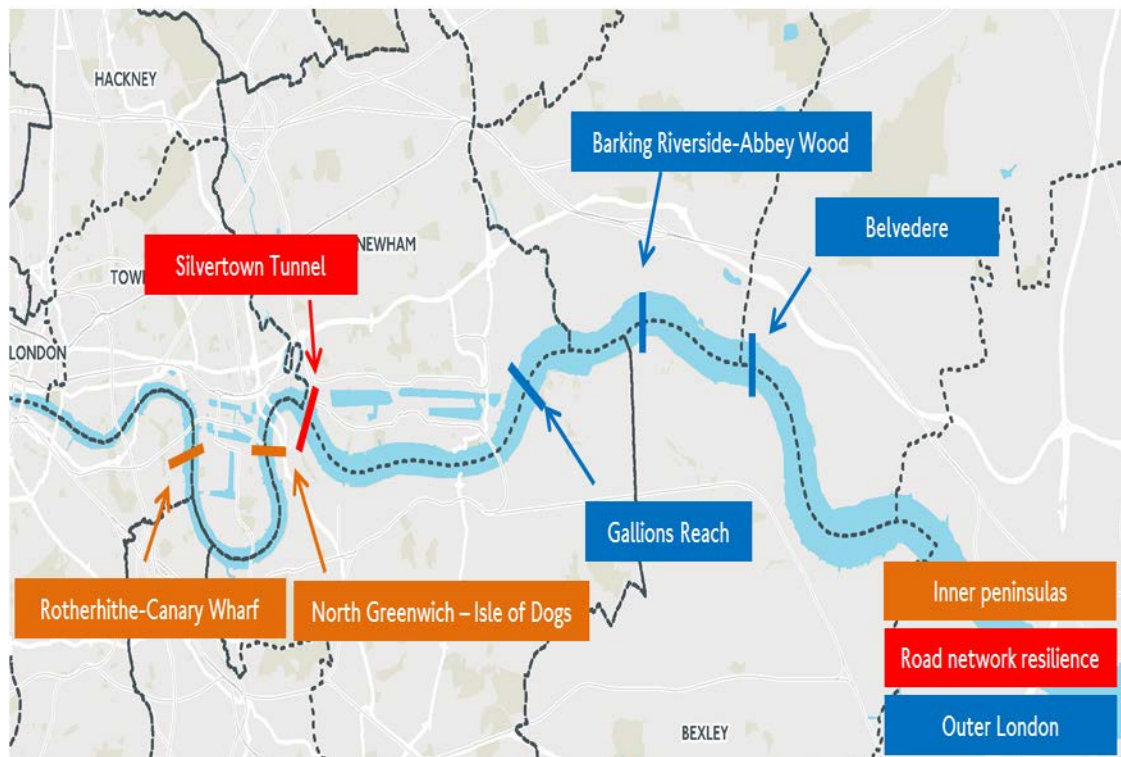
4 Options Considered

4.1 The locations of the crossings in this review are shown in Figure 1.

4.2 These crossings address different issues. The crossings in the inner peninsulas are focused around improving connections to and from the Isle of Dogs, the crossing at Silvertown is needed to address the chronic congestion around the Blackwall Tunnel and the crossings in Outer London are designed to improve transport connectivity to unlock growth.

4.3 A summary table assessment of all of the schemes above is provided in Appendix 1 and the approach for each project is set out in the following section.

Figure 1



5 Outcome of the Mayor's Review

- 5.1 The Mayor announced the outcome of his review on 4 October 2016. The schemes that will be taken forward are discussed below and in the press release at Appendix 2.
- 5.2 **A series of enhancements to be made to the proposals for the Silvertown Tunnel.** These would make the Silvertown Tunnel more public-transport-focussed. Silvertown Tunnel would provide a much needed relief to the current Blackwall tunnel, greatly improving the resilience of the road network. Due to proposed user charging on both the existing Blackwall tunnel and the proposed Silvertown Tunnel, it is broadly neutral in terms of overall traffic volumes, and over the course of a potential private finance arrangement it has a net neutral impact on TfL's budget. The scheme was also the subject of a separate review by the Mayor and is currently going through a Development Consents Order (DCO) application to construct and operate the scheme.
- 5.3 **Plans for a new pedestrian and cycle bridge linking Rotherhithe and Canary Wharf to be accelerated.** It will help address the severance issues in this part of London and will increase walking and cycling journeys. We are currently undertaking a market engagement to assess the level of interest in this project from the private sector and to seek advice on potential designs and delivery timetables.

- 5.4 **A DLR crossing at Gallions Reach, helping support the development of around 17,000 new homes across Newham and the Royal Borough of Greenwich.** A DLR extension from Gallions Reach to Thamesmead would have a positive effect on accessibility to/from Thamesmead, providing much of this large and deprived community with direct access to rail services for the first time. A DLR extension could potentially unlock around 5,000 homes in Beckton Riverside and another 12,000 homes in Thamesmead. Discussions with landowner, Peabody, suggest that the improved accessibility and delivery of this scale of development would release sufficient value to allow a significant contribution towards the scheme's cost.
- 5.5 **Further assessment of a Barking Riverside – Abbey Wood London Overground crossing.** The Public Inquiry into the proposed extension from Barking station to Barking Riverside, enabling the development of 10,800 homes has recently concluded with a decision from the Secretary of State for Transport expected in spring 2017. A further extension across the river to Abbey Wood could open up a wide range of journey opportunities, by linking to both Thamesmead and Barking Riverside to Barking station and the Elizabeth Line terminus at Abbey Wood. However, given that feasibility is at a very early stage, considerable further work is required before a decision can be made on the merits of this proposal.
- 5.6 **Further assessment of a North Greenwich-Isle of Dogs ferry.** This would support development on the Greenwich peninsula and the Isle of Dogs and would be a relatively low cost and deliverable within a short timescale, potentially with third party funding support from local developers. It would cater most directly to new walking and cycling journeys to Canary Wharf arising from the housing development on the Greenwich peninsula and reduce dependence on the jubilee line for short one-stop trips.
- 5.7 **Gallions and Belvedere road crossings.** The case for the potential road crossings at Gallions Reach and Belvedere promoted by the previous Mayor will be considered as part of the emerging Mayor's Transport Strategy. Both these crossings would be high-cost and would increase local traffic volumes and whilst user charging would provide a source of revenue it is estimated that this would not cover a significant proportion of the costs and would require significant subsidy through our budget. Stakeholder views on these crossings are also mixed.

6 Next Steps

- 6.1 The key next steps include:
- (a) early market engagement, as the first stage of the procurement of a design team for the Rotherhithe-Canary Wharf bridge, issued in October 2016;
 - (b) appointment of a design team for the Rotherhithe-Canary Wharf bridge 2017;

- (c) completion of the Silvertown Tunnel DCO hearing by mid-2017 and Secretary of State decision by end of 2017; and
- (d) engagement with key stakeholders on all projects has commenced and will continue on an ongoing basis.

7 Legal Implications

- 7.1 During the early stages of activity, an assessment will be undertaken to determine the best approach to securing the necessary powers and consents for the proposed new schemes outlined above, including consultation requirements.

8 Financial Implications

- 8.1 The estimated cost for constructing the new Silvertown Tunnel is £750m at today's prices. However, we are proposing to deliver the scheme through a Public Private Partnership (PPP). This means the PPP company will be responsible for raising the necessary finance, as well as designing, constructing, running and maintaining the new crossing. The user charging revenue from Blackwall and Silvertown will be used to meet the costs of the availability payments that we will make to the PPP company once the new tunnel is fully operational.
- 8.2 The costs of the Rotherhithe – Canary Wharf Bridge will be better understood following market engagement expected towards the end of the year. Initial estimates expects the capital costs to be in the range £120-140m at today's prices (this figure excludes inflation and optimism bias). Third party funding contributions will be sought in addition to some funding being made available in our forthcoming Business Plan.
- 8.3 Funding for feasibility funding of the DLR, North Greenwich – Isle of Dogs ferry and the Barking Riverside extension across the river will be included within the Business Plan but capital costs will not and will be sought at a later date if progressed.

Appendices








Appendix 1: Summary assessment table

Appendix 2: Text of the Mayor's press release on 4 October 2016

List of Background Papers:

None

Summary assessment table

	Rotherhithe - Canary Wharf bridge 	North Greenwich - Isle of Dogs ferry 	Silvertown Tunnel 	Gallions Reach 	Gallions Reach DLR 	Barking Riverside - Abbey Wood 	Belvedere 
Delivers a good public transport experience	-	-	✓ New cross-river buses	✓ New cross-river buses	✓✓✓ New cross-river rail to Docklands	✓✓ New cross-river rail	✓ New cross-river buses
Delivers safe and pleasant places	✓✓ Encourages walking/cycling	✓	-	✗ Traffic growth	✓✓✓ Encourages walk/cycle to PT	✓✓ Encourages walk/cycle to PT	✗ Traffic growth
Supports the economy, new homes and jobs	-	-	✓ Tackles congestion at Blackwall	✓ 4,500 homes	✓✓✓ 17,000 homes	✓ 6,000 homes	-
Walking / cycling forecast daily demand	5,700	3,000	-	-	-	-	-
Public transport forecast daily demand	-	-	17,500	9,500 (12,500 with enabled development)	11,500 (20,000 with enabled development)	8,000	9,500
Road traffic vehicles forecast daily demand	-	-	19,000	20,500	-	-	26,500
Funding / income potential from third parties or users	Low	High (Developer contributions)	High (user charges incl. Blackwall)	Low-Med (user charges)	Medium (Developer contributions)	Low	Low-Med (user charges)

PRESS RELEASE

Mayor commits to building greener, public transport-focused crossings

04 October 2016

- **New crossings will support growth of business and housing in East and South East London**
- **Package includes improved plans for Silvertown Tunnel with a greener focus and more emphasis on encouraging people to use public transport**
- **Mayor accelerates new pedestrian and cycling bridge linking Rotherhithe to Canary Wharf, and DLR extension to Thamesmead, and assesses Barking Riverside-Abbey Wood London Overground crossing and North Greenwich-Isle of Dogs ferry**

The Mayor of London, Sadiq Khan, has today outlined his commitment to providing greener and more public transport-focused river crossings in the East and South East of London.

The Mayor has set out a package of new river crossings to be built in the next five to 10 years that will vastly improve travel across the capital, while supporting new affordable homes and business opportunities in East London.

These include:

- Plans for a new pedestrian and cycle bridge linking Rotherhithe & Canary Wharf to be accelerated
- A series of enhancements to be made to the proposals for Silvertown Tunnel to make it greener and more public transport-focused, and exploring further benefits for local residents who use the tunnel
- A DLR crossing at Gallions Reach, helping support the development of around 17,000 new homes across Newham and the Royal Borough of Greenwich
- Further assessment work for a Barking Riverside-Abbey Wood London Overground crossing
- Further assessment of a North Greenwich-Isle of Dogs ferry, supporting new development on the Greenwich Peninsula and the Isle of Dogs

Mayor of London, Sadiq Khan, said: "It's no secret that London has long needed more river crossings in the east. With new homes and economic growth across East London, it becomes even more important that we deliver new greener transport links that allow Londoners to cross the river quickly and more easily.

"But we don't want these to have a damaging impact on our environment, and that's why I've reviewed and improved plans for Silvertown Tunnel and why I'm pushing forward with crossings that encourage public transport, walking and cycling.

"As we continue to unlock the massive economic potential of East London, we must secure the very best transport infrastructure that improves the quality of life for everyone living and working in the area."

With congestion and air quality around the Blackwall Tunnel predicted to get worse in the coming years as London's population grows, the Silvertown Tunnel is vital to provide a more reliable crossing as well as ensure goods and services can continue to be transported around London. The tunnel, which would open in 2023 and be paid for via a user charge, will help significantly reduce traffic queues. It will also support freight and delivery businesses by providing a more reliable route.

The proposed tunnel was consulted on last year and following enhancements requested by the Mayor, a six-month Public Examination will begin next week (11 October).

Enhancements made to the plans inherited from the previous Mayor, including to help mitigate potential air quality impacts, are:

- A clear commitment within TfL's Business Plan to support the new buses through the tunnel which are vital to improving travel and supporting growth, as well as a bus concession for local residents for a period, with the tunnel to be one of London's low emission bus zones when it opens.
- TfL will also look at providing a bespoke cycle-bus which will carry cyclists and their bikes through the tunnel on a turn-up and go basis.
- Reduced road use by construction vehicles with 55 per cent of all material now set to be carried via the river. TfL will also look to review this throughout the project to see whether this could be increased further.
- All vehicles working on the construction of the Silvertown Tunnel will be Euro 6 and comply with the Mayor's new Direct Vision Standard.
- Further pedestrian and cycling improvements to the local areas on both sides of the tunnel entrance.
- Exploring further benefits for local residents who use the tunnel

The Mayor has also asked for the acceleration of the new pedestrian and cycling bridge linking Rotherhithe and Canary Wharf – a key manifesto commitment. The new bridge will make it easier for people south of the river to link to Cycle Superhighway 3 – the East-West Cycle Superhighway – as well as provide people north of the river better access to the Thames Path and planned cycle routes throughout Southwark.

Due to the range of river traffic at this location, the bridge would need to open for shipping, and TfL has carried out analysis on whether a bascule or swing style bridge could be more suitable. A competitive procurement process will be held next year and subject to funding, availability of land and relevant approvals, the new bridge could be open by as soon as 2020.

The Mayor has instructed TfL to take forward a new extension of the Docklands Light Railway (DLR) from Gallions Reach towards Thamesmead. A DLR crossing will help to support new housing developments and air quality by improving conditions for walking and cycling, and encouraging Londoners to take public transport. The new crossings would be the 7th extension in the network's 29 year history and would help support development of around 17,000 new homes across Newham and the Royal Borough of Greenwich in the next 10 years.

TfL will look to source the majority of funding for these crossings through third-party developer contributions and via existing Community Infrastructure Levies. On current estimates, these new crossings, along with the future Elizabeth line, could all be delivered within the next five to ten years, rebalancing the historic lack of river crossings in this part of London.

As well as these new committed crossings, the Mayor has asked TfL to look at developing a new ferry between Canary Wharf and North Greenwich, which will help support new developments on the Greenwich Peninsula and the Isle of Dogs, as well as reduce demand on the Jubilee line at key times. It is also looking at the case for the extension of the London Overground from Barking Riverside across the Thames towards South East London.

Alex Williams, Acting Managing Director of Planning at TfL, said: “London’s population continues to grow and it’s vital that we do everything we can to support this to ensure that everyone can continue to move around freely and easily. The Mayor’s new vision for river crossings in East London is firmly rooted in supporting growth and providing better public transport links for all. We will now work hard to develop the designs for these new crossings, as well as identify potential funding opportunities, to allow them to be constructed more quickly.”

David Leam, Infrastructure Director at London First, said: “Better river crossings will help unlock the economic potential of East and South East London and connect thousands of new homes in Newham, Barking, Greenwich and elsewhere. We're delighted the Mayor has sped up these plans, aiming to deliver new ways of getting across the river within the next five to ten years.”

Notes to editors

- No designs for the new crossings, aside from the Silvertown Tunnel, have been agreed on yet and all proposals will be subject to public and stakeholder consultation, as well as relevant statutory processes.