

Programmes and Investment Committee



Date: 13 October 2017

Item: Rotherhithe to Canary Wharf Crossing

This paper will be considered in public

1 Summary

- 1.1 A new crossing is proposed between Canary Wharf and Rotherhithe, which will provide a safe, attractive and direct route for pedestrians and cyclists between the Isle of Dogs and Canada Water Opportunity Areas, reducing journey times and encouraging healthier travel.
- 1.2 When the Committee considered the project at its meeting on 28 June 2017, it was proposed to return to this meeting with information on the development of a preferred option for the scheme and the next stages of project development, including the proposed procurement arrangements.
- 1.3 A paper is included on Part 2 of the agenda, which includes exempt supplementary information. The information is exempt by virtue of paragraph 3 of Schedule 12A of the Local Government Act 1972 in that it contains information relating to the business affairs of TfL. Any discussion of that exempt information must take place after the press and public have been excluded from this meeting.

2 Recommendation

- 2.1 **The Committee is asked to note the paper and the related paper on Part 2 of the agenda and the work programmed to take place prior to the next update to the Committee, as part of the Healthy Streets Programme submission in April 2018.**

3 Background

- 3.1 There has been a sustained period of investment in public transport capacity across East London over the past 20 years. With the opening of Crossrail in 2018, there will have been an almost tenfold increase in cross-river rail capacity east of Tower Bridge. But there has been no such provision for cyclists and pedestrians, with the exception of the Emirates Airline that connects North Greenwich to the Royal Docks.
- 3.2 As a result, the river in East London remains a significant barrier to movement for those wishing to travel by bike or on foot. London's population is continuing to grow and the east sub-region is expected to see the biggest increase in population, housing and employment. Delivery of measures to overcome this poor connectivity is therefore fundamental to accommodating this growth in a sustainable manner.

- 3.3 The Rotherhithe to Canary Wharf Crossing will provide a much needed new cross-river, walking and cycling connection between the two key Opportunity Areas of the Isle of Dogs and Canada Water, which between them are expected to accommodate over 36,000 new homes and 112,000 new jobs by 2030. The new crossing will provide a safe, attractive and direct route for pedestrians and cyclists, reducing journey times and encouraging healthier travel in line with the vision set out by the Mayor in his draft Transport Strategy.
- 3.4 A new crossing at this location has been promoted by a wide number of stakeholders for over a decade. The crossing also features in 'A City for All Londoners', 'Healthy Streets for London' and in the draft Mayor's Transport Strategy.

4 Options Assessment

- 4.1 Following the Mayor's appointment, TfL took over development of the scheme and commenced work to consider the feasibility and value of different options.
- 4.2 Several options have been assessed to date by considering their likely cost, impacts and the ability to achieve the scheme's strategic objectives. Some were discounted at an early stage, as they were not feasible, leaving a shortlist that included an immersed tunnel, an enhanced ferry and a navigable bridge. The outputs of the longlisting and shortlisting assessment process are being written up and will be made available to stakeholders as part of the planned consultation later this year (see sections 6.2 and 7.1).
- 4.3 Based on the work that has been done to date, TfL has provisionally recommended that a navigable bridge should be investigated in greater detail, with the initial options assessment concluding:
- (a) an enhanced ferry would be the lowest cost option and could be delivered more quickly. It provides a positive Benefit: Cost Ratio (BCR) but, unlike a fixed link crossing, it is unlikely to deliver a step-change in walking and cycling accessibility, or realise significant wider economic benefits;
 - (b) a navigable bridge has a broadly comparable BCR to an enhanced ferry, however, it would realise greater total benefits by providing a permanent link to facilitate a transformational change in accessibility. This aligns more strongly with developing policy and the scheme's strategic objectives and, further, a permanent link has the potential to realise significant wider economic benefits which have not been quantified in the BCR at this stage. A bridge has strong support amongst cycling groups, accessibility groups and other stakeholders, particularly on the south side of the river, but concerns remain over the need to open for shipping and the impact on residents in the immediate vicinity; and
 - (c) a tunnel would offer similar benefits to a bridge and provide a more reliable transport connection, as it would not need to open for shipping. It would have lesser visual impact than a bridge, however, it may be seen as a less attractive environment for users and is forecast to cost significantly more, resulting in a lower BCR.

- 4.4 The Healthy Streets Programme Board considered this initial options assessment at its meeting in August 2017 and endorsed the provisional selection of a navigable bridge and completion of feasibility (known in TfL project management terms as Pathway Stage Two).
- 4.5 Work is now underway to investigate navigable bridge options in further detail and, as more information becomes available, the provisional selection will be refined and tested alongside the other options before a final decision is made on the solution for a new crossing.
- 4.6 Whilst the further investigations continue, it will be important not to dismiss other options until they have been considered as part of a public consultation.

5 Summary Case for the Scheme

- 5.1 The options assessment work carried out to date demonstrates a strong strategic case for an intervention, supported by established and developing policy. A fixed link crossing, as opposed to options such as an enhanced ferry service, is considered to strengthen the strategic case through enabling long-term behavioural change.
- 5.2 In summary, the project aims to facilitate more and better journeys by walking and cycling for local residents and workers, supporting sustainable growth and reducing reliance on motorised travel in line with the Healthy Streets approach. This would be achieved by generating new journeys, shifting users from alternative modes, and diverting users from alternative routes (e.g. Tower Bridge, Greenwich Foot Tunnel).
- 5.3 The main benefits of the project which have been quantified at this stage relate to journey time and fare savings, crowding reduction on public transport, along with the health benefits of increased physical activity arising from the provision of a safe, attractive and direct route for pedestrians and cyclists. The BCR for the navigable bridge ranges from 0.9-2.0:1, compared with 0.8-1.8:1 for an enhanced ferry and 0.6-1.0:1 for an immersed tunnel. The significant ranges in the BCRs reflect the immaturity of proposals and the wide number of technical solutions available.
- 5.4 There are a number of other benefits and value considerations that have not been quantified at this stage, but have an important bearing on the overall value for money provided by the different options, including:
- (a) road safety benefits;
 - (b) longer term investment, regeneration and wider economic impacts;
 - (c) reduced deprivation through better connectivity;
 - (d) amenity value; and
 - (e) contributing to air quality objectives.

- 5.5 These are particularly relevant for a fixed link crossing (i.e. a navigable bridge or an immersed tunnel), which is likely to facilitate greater long-term benefits than other options, such as a ferry.
- 5.6 The conclusion of the work to date is that whilst the ferry and the navigable bridge have broadly comparable BCRs, the greater total and potential benefits realised from the permanence of a navigable bridge means it is likely to provide better value for money in the long-term. This recommendation will be kept under review as the scheme further develops.

6 Revised Delivery Strategy

- 6.1 The previous assumption for gaining the necessary powers and consents to construct and operate the scheme was to progress a series of separate consents applications. In developing the detailed consents strategy, however, TfL has concluded that applying for an Order under the Transport and Works Act (1992) (TWAO) is the most appropriate approach for this scheme.
- 6.2 TfL has therefore revisited its overall approach to consider the most appropriate means of delivering a successful TWAO and scheme. This has resulted in certain material changes to the delivery strategy since the last update to the Committee which are summarised below:
- (a) **design and engineering:** rather than appointing a design and build contractor at this early stage, TfL will lead the further development of a reference design which will inform the next stages of procurement, as well as the TWAO application. TfL will be supported by design and engineering experts, as well as other specialist advisers in taking forward this work; and
 - (b) **public consultation:** to assist in developing a TWAO application, TfL will undertake two public consultations on the scheme. The first consultation will focus on options and the second will present a single preferred option, along with more detailed impacts and benefits, in advance of submitting a TWAO application.

7 Next steps

- 7.1 Despite the revised strategy, the programme for the project continues to be ambitious and is seeking to realise the benefits of the scheme at the earliest opportunity. Whilst this therefore means there are risks associated with the programme, TfL officers have assessed these and are putting in place appropriate actions to mitigate these as far as practicable. TfL is still in the process of confirming the detailed project plan but indicative upcoming milestones include:

Activity	Date
Public consultation – options	November 2017
Programmes and Investment Committee	April 2018
Public consultation – single option	Mid 2018
Submit TWAO application	Early 2019

- 7.2 The current focus of the project is to develop and refine navigable bridge options in order to better understand the schemes costs and benefits and confirm the preferred option to take forward. As part of the consultation planned for November 2017 TfL will be seeking views from stakeholders on the provisional section of a navigable bridge and sharing the options analysis undertaken.
- 7.3 It is proposed to bring an update on the scheme to the Committee in April 2018, as part of the overall Healthy Streets Programme submission. This will summarise progress on development of navigable bridge options and the results of the initial public consultation, and confirm the programme for 2018/19, including any decisions required from the Committee.

List of appendices to this paper:

Exempt supplemental information is provided in a paper on Part 2 of the agenda.

List of background papers:

Healthy Streets for London
A City for all Londoners
Draft Mayor's Transport Strategy
Programmes and Investment Committee 28 June 2017 – Rotherhithe to Canary Wharf Crossing

Contact Officer: Leon Daniels, Managing Director, Surface Transport
Number: 020 3054 0180
Email: LeonDaniels@tfl.gov.uk

[page left intentionally blank]