

GREATER LONDON AUTHORITY

REQUEST FOR MAYORAL DECISION – MD2229

Title: Rotherhithe to Canary Wharf Crossing Proposal: delegation of powers

Executive Summary:

A Mayoral delegation is sought to enable Transport for London (TfL) to progress proposals for a pedestrian and cycle crossing connecting the Rotherhithe Peninsula and Canary Wharf. Subject to agreement through TfL's normal governance and decision making procedures, including preparation of a business case and review by the Programme and Investment Committee, these powers would allow TfL to construct, deliver, maintain and operate this crossing.

The activities are consistent with the London Plan, the draft Mayor's Transport Strategy 2017, 'A City for All Londoners' and 'Healthy Streets for London'.

Decision:

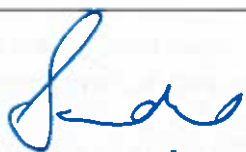
That the Mayor delegates to TfL the exercise of the Mayor's powers under sections 30 and 34 of the Greater London Authority Act 1999 ("the GLA Act") to further the promotion of economic development, wealth creation, social development and the improvement of the environment in Greater London and to do such things calculated to facilitate, or is conducive to, that purpose by undertaking activities in accordance with the Delegation at Appendix 1 of this decision.

Mayor of London

I confirm that I do not have any disclosable pecuniary interests in the proposed decision, and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature:



Date:

30.1.18

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE MAYOR

Decision required – supporting report

1. Introduction and background

- 1.1 A new pedestrian and cycle crossing is proposed to connect the Rotherhithe peninsula and Canary Wharf (“the Crossing”). As set out in the draft Mayor’s Transport Strategy 2017, the Mayor is supportive of the Crossing. TfL will undertake activities to progress and deliver the Crossing.
- 1.2 To date, TfL has been progressing these activities on the crossing as part of the Healthy Streets portfolio. Development funding was approved through the Programmes and Investment Committee of the TfL Board in March 2017 and updates on the project having been provided to the June 2017 and October 2017 meetings of the Committee.
- 1.3 It is now proposed that TfL undertakes all such activities that TfL considers necessary and desirable to progress, construct, deliver and subsequently maintain and operate the Crossing. Such activities to include but not be limited to the following:
- Undertaking the work necessary to progress the Crossing from initiation and feasibility through to selection of a preferred Crossing option to be progressed through the consents process.
 - Promoting the preferred Crossing option through the relevant consents processes, including seeking powers pursuant to an order under the Transport and Works Act 1992 and the subsequent delivery, operation and future maintenance of the Crossing in accordance with such order
 - Carrying out the required engagement and negotiations to secure the necessary agreements in respect of the Crossing development, land, planning, consents, delivery, construction, maintenance and operation.
 - Providing any required technical advice and support.
 - Development and execution of the procurement and delivery methodology for the new Crossing.
- 1.4 TfL has a range of statutory functions and powers, set out within the GLA Act, which relate to the provision of public passenger transport services and facilities and incidental powers relating to this, and in relation to TfL’s status as a highway authority. However, it is considered appropriate for the Mayor to delegate his wider powers under sections 30 and 34 of the GLA Act to TfL in relation to the Crossing to ensure that TfL can deliver the full range of activities and structures that may be required for the delivery and future maintenance and operation of the proposed Crossing and apply for the comprehensive suite of consents.
- 1.5 As part of its business planning processes, TfL will fund the development of the project and submission of an application under the Transport and Works Act 1992. TfL has allocated funds towards these activities through the Healthy Streets portfolio. TfL is developing a funding strategy for the construction, operation and maintenance of the crossing.
- 1.6 This decision by the Mayor provides TfL with the powers to progress its work on the scheme. Any activities undertaken by TfL on the new crossing will be subject to TfL’s normal governance and decision making processes, including as required project approvals by the Programmes and Investment Committee to confirm that the project should proceed.
- 1.7 Further decisions or directions of the Mayor in relation to the Crossing may be required in due course.

2 Objectives and expected outcomes

2.1 The proposal in the Mayor's draft Transport Strategy provides:

"New crossings for pedestrians and cyclists between Rotherhithe and Canary Wharf [and others] can help to support growth in these areas and encourage more travel by active modes."

2.2 The Crossing objectives and supporting rationale are presented in the table below to provide an overview of the Crossing and its purpose.

Objective	Rationale
To connect the two Opportunity Areas of Canada Water and the Isle of Dogs	Canada Water and Canary Wharf are each large growth areas with major planned increases in population and employment in the coming years. There is the potential to connect the growth in Canada Water and Canary Wharf by improving the links between them for all modes, in particular allowing pedestrian and cycle journeys between them, to encourage more local trips between these centres at peak times whilst seeking to minimise further crowding pressure to the Jubilee line
To improve connectivity from the Rotherhithe peninsula, particularly the area beyond the walking catchment of Canada Water station	<p>The eastern side of the Rotherhithe peninsula is densely populated but is beyond easy walking distance of a station; walking and cycling accessibility is also low due to its location on a peninsula of the river, and car ownership is higher than the surrounding area</p> <p>Improving the connectivity of the area to the Isle of Dogs will provide benefits for residents of the area, both in terms of enabling walking journeys to Canary Wharf itself for access to employment and other amenities, as well as providing other travel options such as access to the DLR, Elizabeth line and buses in east London, and is therefore expected to help to foster modal shift away from the car towards walking and cycling</p>
To encourage more people to walk and cycle in the area	<p>More active travel is a key strand of the Mayor and boroughs' transport and planning policies, but cross-river connectivity for pedestrians and cyclists is poor in this area, and there is a relatively high level of car ownership in the Rotherhithe peninsula</p> <p>Encouraging more walking and cycling in an area of inner London with relatively high car ownership will improve the health of those switching to active travel, and provide wider benefits to the community for leisure and recreation</p>
To provide additional capacity and routes for cyclists as an alternative option to existing crossings in the area	It is forecast that the Greenwich Foot Tunnel will reach capacity in the peak hour before 2025, and the Rotherhithe Tunnel is an unsuitable route for most cyclists or potential cyclists. The existing ferry service is not designed to cater for high levels of cycling and is charged as a premium service. A key aspect of the Mayor's vision for London is to increase walking and cycling but even maintaining the current modal share of cycling for commuter journeys to Canary Wharf is unlikely to be achieved without new capacity between south London and Canary Wharf
To produce a well designed and convenient link which achieves	Any new infrastructure in this location will be high profile, and visible for many existing and future residents. As such the design quality must be high if the project is to achieve local support and planning permission. The crossing and access routes to it on both sides of the river must also

value for money and is fundable	<p>be convenient to potential users, to ensure that the link is well used to maximise the benefit of this investment</p> <p>However, the most cost-effective means of achieving a high quality design must be sought to give the greatest possibility of raising the necessary funding for the project to go ahead</p>
To provide an alternative link to the Jubilee line between Canada Water and Canary Wharf	<p>This section of the Jubilee line is very crowded at peak times at present and planned new development all along the eastern part of the line suggests that it will remain crowded in future even after planned further improvements to the capacity of the line and after the opening of the Elizabeth Line. A new or improved crossing would provide an alternative means of travelling between Canada Water and Canary Wharf by foot or by cycle, encouraging modal shift and reducing local dependence on the Jubilee line, particularly at peak times</p> <p>It can be particularly difficult to board trains at Canada Water in the event of service disruption in the peaks and as Rotherhithe is a peninsula the alternative options to travel at street level are limited. A new surface link would also increase the resilience of the network in this area ensuring that travellers have an alternative means of reaching Canary Wharf from the Rotherhithe peninsula</p>

- 2.3 Whilst the Crossing will deliver transport benefits, there are also wider benefits relating to regeneration, amenity and growth, as identified in the 'Background to Consultation Report' published on TfL's website¹. The Mayor is supportive of TfL progressing the Crossing due to its strong alignment with the draft Mayor's Transport Strategy, which states "In central and inner London, new crossings for pedestrians and cyclists can help to connect local communities and encourage healthier lifestyles...New crossings for pedestrians and cyclists between Rotherhithe and Canary Wharf [amongst others] can help to support growth in those areas and encourage more travel by active modes."

3 Equality comments

- 3.1 Under s149 of the Equality Act 2010 (the Equality Act), as a public authority the Mayor/GLA must have due regard to the need to eliminate discrimination, harassment and victimisation, and any conduct that is prohibited by or under this Act; and to advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not. Protected characteristics under the Equality Act are age, disability, gender re-assignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage or civil partnership status (the duty in respect of this last characteristic is to eliminate unlawful discrimination only). The Mayor is referred to Appendix B which sets out the public sector equality duty in full.
- 3.2 The Crossing will open up opportunities for trips on foot and by bike, which are currently either reliant on the private car or public transport or subject to longer journey times due to the lack of proximate river crossings. In addition, the new crossing will enable alternative travel options for those living in Rotherhithe, such as access to the DLR, Elizabeth Line and bus services from Canary Wharf.
- 3.3 As part of the development of the Crossing early engagement has taken place with a range of stakeholders, including pedestrian, cycling, accessibility and disability groups and local residents. The Crossing is being developed to ensure it will be fully accessible to pedestrians and cyclists with restricted mobility, such as pedestrians in wheelchairs, those with pushchairs and those who have

¹ https://consultations.tfl.gov.uk/rivercrossings/rotherhithe-canarywharf/user_uploads/r2cw---background-to-consultation-report.pdf

difficulty using steps. Work will continue as the Crossing develops to ensure it meets the needs of all users.

- 3.4 An equality and inclusion assessment for the Crossing will form part of development of the scheme and the application documents for a consent for the Crossing.

4 Other considerations

Key risks and issues

- 4.1 TfL will be responsible for progressing the crossing, including financing, contracting and procurement of required suppliers. This will be managed as any significant project at TfL, for example following TfL Commercial Strategy and Pathway project management processes.
- 4.2 Given the project is at an early stage of development, there are various risks that could materialise as the project is further developed. These could relate to engineering and design feasibility, consents, funding and other matters. TfL will ensure that sound project development and management techniques are applied and a risk management strategy is implemented to identify and mitigate the risks. It is worth noting that, should the project not proceed, the value from TfL's initial development costs will not be realised.
- 4.3 Assurance and audit of the project will be carried out in accordance with TfL procedures including review by internal and external experts, and the Independent Investment Programme Advisory Group (IIPAG) at appropriate stages.
- 4.4 Regular updates will be provided and decisions referred to appropriate TfL governance levels including the Project Board, the Healthy Streets Portfolio Board and Programmes and Investment Committee of the TfL Board.

Links to Mayoral strategies and priorities

- 4.5 Explicit reference is made to the new Rotherhithe to Canary Wharf crossing in 'A City for All Londoners', 'Healthy Streets for London' and the draft 'Mayor's Transport Strategy'.
- 4.6 The Crossing will also contribute towards the Mayoral objectives and policies set out in the London Plan. Policy 2.13 concerns the Opportunity areas (including Canada Water and Isle of Dogs) and the need for inclusive access, including by walking and cycling, and for public investment and intervention to achieve growth potential. The Crossing will also support achievement of the London Plan policy 6.1 concerning integration of transport and development, policy 6.9 concerning promoting cycling and policy 6.10 concerning promoting walking. In addition table 6.1 of the London Plan is entitled 'Indicative list of Transport Schemes' and lists 'New walk/cycle Thames crossings' with the following description 'Including schemes in central London ... and walk/cycle links to access Isle of Dogs from east and west'.

Impact assessment and consultation

- 4.7 As indicated in paragraph 3.3, a series of engagement sessions have been held by TfL with different groups and stakeholders to develop the proposals to date. In addition, an initial public consultation on a proposed Crossing commenced in November 2017 and closed in early January 2018, with a further public consultation planned on a single preferred option in summer 2018.
- 4.8 TfL has been consulted on the substance and effect of this delegation.

5 Financial comments

- 5.1 There are no direct financial consequences for the Greater London Authority arising from this proposal.
- 5.2 TfL has allocated initial funding for the development of the Crossing in its existing budget. Ensuring value for money will be a key consideration in the ongoing development of the Crossing which will be assessed in developing the business case.
- 5.3 As part of its business planning processes, TfL will fund the development of the project and submission of an application under the Transport and Works Act 1992. TfL has allocated funds towards these activities. TfL is developing a funding strategy for the construction, operation and maintenance of the crossing.

6 Legal comments

- 6.1 The proposed Crossing falls within the Mayor's power in section 30 of the GLA Act to do anything which he considers will further the promotion of economic development, wealth creation, social development and the improvement of the environment in Greater London. Section 34 of the GLA Act allows the Mayor to do anything which is calculated to facilitate or is conducive or incidental to the exercise of any of his functions including those in section 30 (and includes activities to develop the Crossing).
- 6.2 In formulating the proposals in respect of which this decision is sought officers have complied with the GLA's related statutory duties in sections 30 to 33 of the GLA Act to:
 - (a) pay due regard to the principle that there should be equality of opportunity for all people;
 - (b) consider how the proposals will affect the health of persons in Greater London, health inequalities between persons living in Greater London, the achievement of sustainable development in the United Kingdom and climate change and its consequences. Further, the Mayor must exercise the power in such a way as to promote improvement in these areas; and
 - (c) consult with bodies or persons the Authority considers appropriate.
- 6.3 Under the GLA's duty in section 32 to consult in the context of this delegation, it considered that it was appropriate to consult TfL only.
- 6.4 The GLA is not incurring expenditure in doing anything which may be done by TfL as a result of this decision and is therefore in compliance with section 31(1) of the GLA Act.
- 6.5 Section 38 of the GLA Act provides that the Mayor may delegate the exercise of his section 30 and 34 powers to TfL.
- 6.6 The delegation must be in writing and is attached at Appendix A.

Appendices and supporting papers:

Appendix A: Mayoral Delegation to TfL
Appendix B: Public sector equality duty

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOI Act) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will either be published within one working day after approval or on the defer date.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

If YES, for what reason:

Until what date: (a date is required if deferring)

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form – NO

ORIGINATING OFFICER DECLARATION:

Drafting officer to
confirm the
following (✓)

Drafting officer:

Claire Hamilton has drafted this report in accordance with GLA procedures and confirms the following:

✓

Sponsoring Director:

Debbie Jackson (on behalf of Fiona Fletcher-Smith) has reviewed the request and is satisfied it is correct and consistent with the Mayor's plans and priorities.

✓

Mayoral Adviser:

Valerie Shawcross has been consulted about the proposal and agrees the recommendations.

✓

Advice:

The Finance and Legal teams have commented on this proposal.

✓

Corporate Investment Board

This decision was agreed by the Corporate Investment Board on 29 January 2018.

EXECUTIVE DIRECTOR, RESOURCES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature

M. D. Ollé

Date

25.1.18

CHIEF OF STAFF:

I am satisfied that this is an appropriate request to be submitted to the Mayor

Signature

D. Bellamy

Date

25/1/2018.

