

TRANSPORT FOR LONDON

Subject: Bridges to Fish Island – TfL Review

Date: November 2017

Manifesto commitments

I will: Work to break down some of the city's physical barriers

I will: Protect the green belt, green spaces and play spaces, prioritising development on brownfield sites, and developing appropriate design principles to build up areas around town centres across the capital.

I will: Establish safe walking routes, to give children cleaner and safer journeys to school, avoiding busy and polluted roads where possible.

I will: Make cycling an easier and safer choice for more Londoners.

Draft Mayor's Transport Strategy

London's streets will be healthy and more Londoners will travel actively

London's streets will be used more efficiently and have less traffic on them

London's streets will be clean and green

More people will travel on an expanded public transport network

Journeys by public transport will be pleasant, fast and reliable

Sustainable travel will be the best option in new developments

Transport investment will unlock the delivery of new homes and jobs

1 Purpose

- 1.1 The purpose of this note is to report on the high level TfL review of two proposed bridges to Fish Island located within the LLDC area, known as Bridge H14 and Bridge H16. Bridge H14 is proposed as providing an all modes highway connection, with Bridge H16 proposed solely as providing pedestrian and cycling connections.
- 1.2 These bridges are intended to provide connectivity to help reduce severance and stitch communities together to maximise access to the facilities and developments in the Queen Elizabeth Olympic Park (QEOP). The proposed location of these bridges can be seen in figure 1 below.



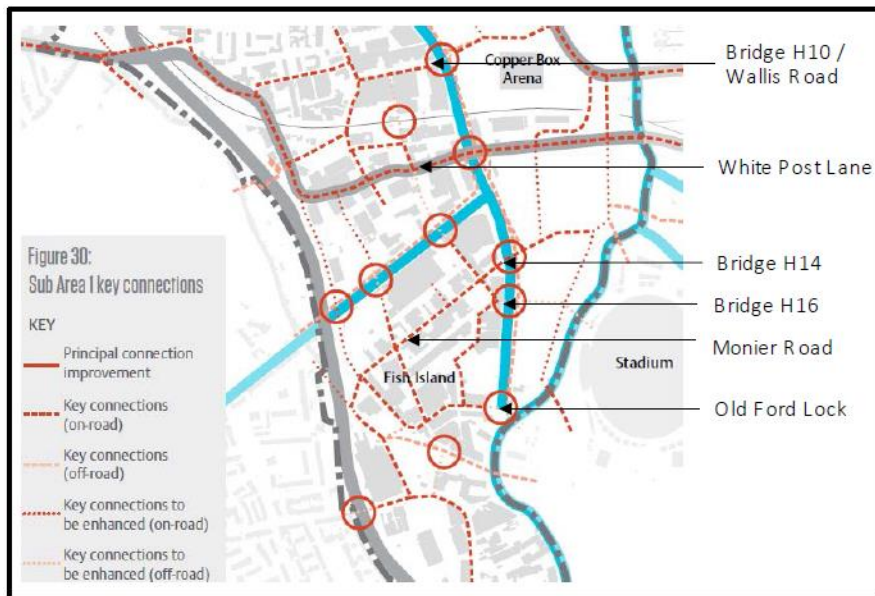


Figure 1: Key connections including Bridges H14 and H16 (Source: LLDC Local Plan)

- 1.3 The proposals were passed at the LLDC's Planning Decisions Committee on 27 March 2017: the Bridge H14 application was passed by eight votes to one and the Bridge H16 application was passed by seven votes to two.
- 1.4 However, there is some community and political opposition to the proposals, including from the Bow East Labour ward councillor, Rachel Blake, the Labour Mayor of Tower Hamlets, John Biggs and the local Labour Member of Parliament (MP) Rushanara Ali. Assembly Members Boff, Gavron, Shah and Russell have sent a letter to Peter Hendy CBE, Chair of LLDC, calling for an immediate halt to the proposals until the LLDC had carried out a proper review and looked at alternative options. Assembly Member Pidgeon has also opposed the proposals. Assembly Member Shah as Chair of the Assembly's Regeneration Committee published a report, Creative Tensions, which recommended exploring the alternatives.
- 1.5 This – and the publication of the Mayor's new draft Transport Strategy - has led to the Mayor asking TfL to work with the LLDC to review the traffic modelling and options for operating the bridge. The scope of this review is to consider the proposed bridges in light of the emerging policy context and whether the approach remains valid or whether alternatives such as a bus, walk and cycle only bridge or a walk and cycle only bridge would still achieve the objectives for Olympic legacy development and also be aligned with other objectives, such as Healthy Streets.

2 Background

- 2.1 Planning applications for these bridges were approved by the LLDC initially through an outline application for the Legacy Communities Scheme (LCS)¹, in September 2012 (ref 11/90621/OUTODA) with four linked planning applications granting detailed planning permission. The applications are;
- 16/00587/REM: A reserved matters application for an all-modes bridge (H14)
 - 16/00588/REM: A reserved matters application for a new pedestrian and cycle only bridge (H16)
 - 16/00593/AOD: Approval of Details for a new north-south highway link within the Park (the North-South Highway Link Road)
 - 16/00585/NMA: A non-material amendment to the definition of “excepted infrastructure.
- 2.2 The information submitted as part of the planning applications has formed the basis for the review. The reserved matters application for H14 provides the most recent traffic modelling information, alongside the Technical Note “LLDC Queen Elisabeth [sic] Olympic Park - H14 Bridge Review” dated 8 December 2016 prepared by Arup and the “Environmental Information Report”, dated March 2017, prepared by Quod. The latter was prepared in response to a request from Tower Hamlets, with references back to information submitted for the original LCS application.

3 Strategic Context

- 3.1 The London Plan and the Mayor’s Transport Strategy (MTS) form part of the hierarchy of Mayoral and local planning authority plans (See diagrams in Appendix A). The London Plan is the predominant document for material planning considerations.
- 3.2 The Mayor is required to publish a Transport Strategy and to keep that Strategy under review. The MTS must also be consistent with the Mayor’s other strategies, including the London Plan. The current version of the London Plan is from 2016. A draft MTS was published for consultation in June 2017. Relevant policies from these documents have been considered. In addition, the Olympic Legacy Supplementary Planning Guidance was published in July 2012 and the LLDC Local Plan was adopted in July 2015, for the delivery of new infrastructure to support the regeneration of the QEOP and surrounding areas.

¹ The 2012 LCS permission is for the phased delivery of Planning Delivery Zones (PDZs) to 2031 of a mixed-use development with up to 6,780 residential units, and 130,000 sqm non-residential uses for an estimated 4,421 jobs along with three schools, community facilities, open space and additional infrastructure such as bridges and roads.



3.3 Besides the transport policies of the London Plan (2016), Policy 2.13 supports the development and regeneration of Opportunity Areas, and Policy 2.4 “The Games and their Legacy” sets out the planning background for the Olympic Park and its surrounding area, and refers to this area as London’s single most important regeneration project for the next 25 years. It includes that “the Mayor will and boroughs should c) ensure that new development should contribute to the delivery of strategic and local transport infrastructure and local connections (particularly walking and cycling) within, to and from the Legacy Corporation area.”

4 Assessment of Bridge H14

4.1 The case for an all modes bridge was originally considered as part of the planning requirements for the Olympic Games and its legacy and also local planning policies for Fish Island. Since this time, there has been a change of administration and there has been some change with emerging Mayor’s Transport Strategy policies having more focus on active travel modes and public transport. As set out in paragraph 1.4 specific concern has been raised about the operation of Bridge H14 being open for all modes, including car, bus, walk and cycle and the impact it would have on surrounding streets including Monier Road.

4.2 This review considers the information presented through the planning applications in the light of London Plan policy and the draft MTS to determine whether there is any material change in the case for the bridge. This considers a number of key aspects, including Network Performance; development / planning issues; Environmental Impacts; and the latest policy context around Healthy Streets. A comparison of different modes operating on Bridge H14 has been included as part of the review.

Network Impacts and Performance

4.3 The original LCS Transport Assessment (TA) used a baseline (2014) and future year (2031) scenarios to assess the performance of key junctions and links at this part of the site. The future year scenario included the projected growth in the LLDC area. The scenarios also included the proposed mitigation to support the LCS development, including new and replacement bridges that will provide connections between the Queen Elizabeth Olympic Park and the wider area - with the proposed all modes bridge H14 within its assumptions.

4.4 TfL has established traffic modelling guidelines to set out to developers how such modelling exercises should be conducted. These are used to ensure there is a standard approach to assess network performance and can be found at <https://tfl.gov.uk/cdn/static/cms/documents/traffic-modelling-guidelines.pdf>.



- 4.5 Consideration of highway capacity at key junctions is important when designing schemes in order to ensure that the increase in trips from new development does not unduly worsen performance of the existing network. A key performance measure used in assessing this would therefore be the delay and Degree of Saturation (DoS) of the junctions. This is a standard performance measure used in junction assessments with anything above 85% DoS reflecting a point at which a junction has reached its capacity and when delay begins to increase exponentially above this point, with a DoS of 90% representing an upper limit of practical capacity for signalised junctions. Unsignalised junctions typically have a lower practical capacity limit, with DoS in the range 80-85%.
- 4.6 The LCS assessment (Section 6.6.37) indicated that with the design and junction layout as set out in Figure 2, which includes Bridge H14 and three signalised junctions - the network could operate within DoS below 85% in all modelled cases.

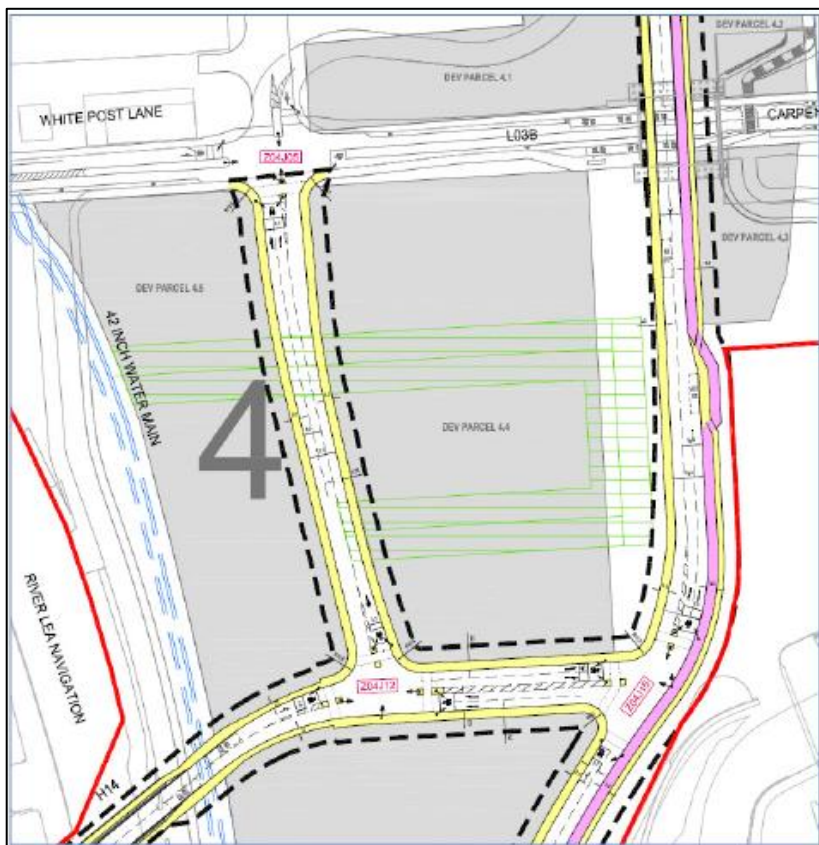


Figure 2: PDZ4 White Post Lane / Carpenters Road – LCS 2031 junction layout (Source, LCS PDZ4 Legacy Street Layout Parameter Plan)

- 4.7 There is evidence of consideration in the design process to minimise the impacts of the highway infrastructure in the changes made during the planning process. In 2014 a variation to the LCS was approved (ref 14/00036/VAR) which made a number of changes to the original LCS permission including accelerating the delivery of development in Planning Delivery Zones 4 (Sweetwater) and 5 (East Wick).



4.8 The original LCS proposals included three signalised junctions. However as set out in the application cover letter for the North-South Highway Link Road “the designs have been refined and improved since the LCS outline planning permission was granted, including a reduction in the width of the carriageway which has reduced overall land take by approximately 1,300m². This reduction is proposed in the interests of wider place-making and is intended to reduce potential severance, and in doing so, enhance the character and safety of the planned East Wick and Sweetwater neighbourhoods.” Figure 3 below shows the proposed new highway network, which removes two signalised junctions, and shows the difference between the proposed primary (purple) and secondary (blue) road network classification.

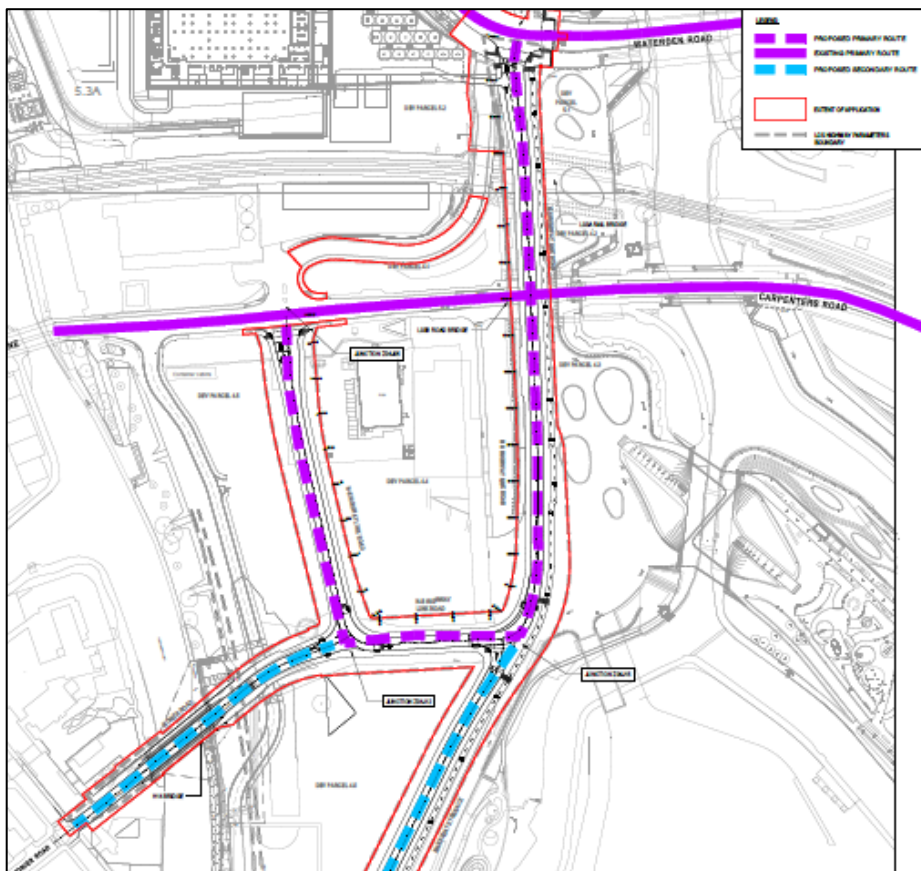


Figure 3: 2016 applications and proposed hierarchy (Source, North South Highway Link Road Application Proposed Hierarchy)



- 4.9 The 2017 application proposals retain a signalised junction at White Post Lane / North - South Highway Link Road, and remove the two signalised junctions to the east of Monier Road at Monier Road / North - South Highway Link Road and North -South Highway Link Road / Marshgate Terrace. The designation of “primary routes” does not change, and the new priority highway alignment is designed to encourage traffic to be directed away from Monier Road. In addition, the new highway design allows sharing between cyclists and traffic, and provides raised tables at the two junctions to the east of Monier Road which help to minimise the dominance of the highway (compared to what has been built out in other Olympic Transformation highways) and enable a low-speed residential environment.
- 4.10 A Technical Note prepared by Arup as part of the Bridge H14 planning application provided some new modelling of a scenario without Bridge H14 for a future year (2021), which also included updating the assumptions and traffic flows based on the accelerated delivery consented scheme. This aimed to provide a better understanding of the consequences of not having an all modes Bridge H14 on the wider local road network.
- 4.11 TfL has further reviewed this work and confirms that the methodology used including the assumptions, models used and the use of sensitivities is valid and reasonable and consistent with TfL’s modelling guidance. The assessment shows that, without Bridge H14, some of the identified junctions would operate above 90% - which would be over the upper level of practical capacity as set out in the formal TfL guidance.
- 4.12 Table 8 in the Arup Technical Note indicates that without Bridge H14 the approaches from North Loop Road to White Post Lane (which would be signalised) would operate at above 90%, and in Table 9 that the approaches from North Loop Road to White Post Lane would operate at above 100%. As set out in the modelling guidelines delays begin to increase substantially at levels above the 85% threshold.
- 4.13 This situation would also apply if Bridge H14 should operate as a bus, walk and cycle only bridge or walk / cycle bridge as well. The changes arising from a slight number of re-assignment of bus trips on the highway network would not have any significant difference on links or junctions compared to the modelling and outcomes set out above.
- 4.14 Although removing general traffic from Monier Road and potentially other streets in Fish Island, the impact of vehicle trips generated by LCS would then be concentrated on White Post Lane and other roads in the vicinity of the site, and junctions in the vicinity would be above the upper level of practical capacity as set out in the formal TfL guidance, with other consequential impacts on the ease of pedestrians and cyclists to cross or use those other roads in the vicinity.



4.15 The Technical Note produced by Arup has also shown that an all modes Bridge H14 would provide resilience to the transport network, spreading vehicle movements rather than concentrating them on White Post Lane.

Development and planning issues

4.16 London Plan Policy 6.12 “Road Network Capacity” sets out that while there are limits to the extent of providing additional road capacity that “Local road improvements may sometimes be required, particularly in areas of substantial regeneration or development activity.”

4.17 A review of the assessment work undertaken as part of the planning applications concludes that the impact of the development on network performance requires an all modes bridge to be in place. As highlighted above, the original LCS TA demonstrated that with an all modes bridge, the network would operate within DoS below 85% in all modelled cases.

4.18 These conclusions led to the inclusion within LCS consent of a Grampian condition LCS.0194 which doesn't allow any more than 400 units in PDZ4 (Sweetwater) to be occupied until H14 multi-modal bridge is completed and open for use at all times by the general public, and also that a new H16 pedestrian / cycle bridge would need to be in place before existing Bridge H14 is closed / demolished. These would ensure that infrastructure is in place as soon as possible to support the development.

4.19 Without delivery of Bridge H14 as an all modes bridge, the development would not be supported by sufficient capacity given the projections of trips arising.

4.20 The background to engagement is set out in the Statement of Participation prepared as part of the reserved matters planning applications for Bridges H14 and H16. This also refers to previous consultation and planning history for the two bridges including the Tower Hamlets Core Strategy and Fish Island Area Action Plan (AAP), which provided planning policy support for the two bridges. There was an extensive programme of community involvement between 2009 and 2011 for the LCS. For the specific engagement for bridges H14 and H16, there was a consultation programme between March and September 2016, with a range of sessions with LLDC stakeholder groups, statutory consultees, landowners, and neighbours alongside public consultation.

4.21 The Statement of Participation concluded that “Engagement with key stakeholders and specialist consultation has improved the quality of designs for H14 and H16. A constructive dialogue has been established which will be continued throughout the planning and construction of the bridges. The consultation was undertaken in accordance with the LLDC’s established consultation code of practice. The applicant and design team have aimed to be as transparent as possible throughout the consultation process thus far, providing the most up to date information available at the time of the various meetings and events.”



- 4.22 The planning applications were approved at LLDC Planning Decisions Committee on 28 March 2017 and decision notices issued. As set out in Mayor’s Question 2017/3963 the Mayor has looked at the processes and the decisions of the Planning Decisions Committee and is satisfied that procedurally the correct planning process has been followed from consultation to clear decision-making where the reserved matters applications for both bridges were overwhelmingly approved by Planning Decisions Committee members. Further to oral question 2017/3583 the Mayor has restated the satisfaction with the consultation and decision-making.
- 4.23 The LCS consent planning condition LCS0.210 requires Travel Plan monitoring and conditions LCS0.234 and LCS0.235 require a traffic generation report. Travel Plan monitoring is required within one year after first occupation, including trip generation rates and assessing the effectiveness of site-wide and zonal travel plan measures and the need for any revised or enhanced measures. New Zonal Masterplans (ZMPs) must include a traffic generation report, based on surveys from any occupied parts of the LCS development (so the ZMP for Sweetwater (PDZ 4) will be informed by surveys from the occupation of Chobham Manor (PDZ 6), which would compare the predicted vehicular traffic generation from the LCS Transport Assessment with the generated traffic surveys. This report shall be taken into account when proposing the car parking provision and public transport, walking and cycling measures for the relevant Planning Delivery Zone (PDZ).

Environmental impacts

- 4.24 The Environmental Impact Report (EIR) that was produced for the H14 and H16 reserved matters applications included an assessment of air quality, and noise and vibration.
- 4.25 This concluded at section 2.3.16 that “there will be no significant increase to the total number of vehicle movements assessed in the LCS [Environmental Statement (ES)] and ES Addendum and no overall changes to the construction activities anticipated, as a result of the reserved matters for bridges H14 and H16. The air quality effects of the Development presented in the ES (as amended) are considered to remain valid.”
- 4.26 EIR section 2.3.17 sets out that “The traffic related emissions associated with vehicle movements on Bridges H14 and H16 would occur regardless of whether or not the bridges come forward, as they are trips generated from the proposed uses of the approved LCS Outline Permission. The contribution of the development traffic emissions to local air quality therefore would not change due to the presence or absence of the proposed bridges.”



- 4.27 Noise impacts were considered acknowledging the close proximity to the residential-led Crown Wharf development (ref: PA/05/02130/A1) adjacent to the north of bridge H14 (2.3.19), and EIR section 2.3.19 sets out that “vehicles using this bridge would be limited to a maximum speed of 20mph which will also reduce traffic noise generated. The use of asphalt surfacing as well as careful consideration to the location of utility access lids outside of the typical line of traffic will ensure noise generated at the road surface would be minimised. Based on these considerations, the acoustic modelling carried out by Buro Happold demonstrates that noise levels are considered acceptable, being typical of such an urban context and comparable to the lower range of similar residential properties located adjacent to existing small / minor roads in London.”
- 4.28 In addition, the EIR Noise Note concludes at Noise Note section 5 that although not required to do so, Buro Happold investigated this further by undertaking some acoustic modelling for the western side of Bridge H14, and that “this modelling shows that noise levels of between 53 and 63 LAeq dB(A) are expected on the southern façade, with noise levels decreasing on the eastern and western facades. These ranges are considered acceptable noise levels, being typical of such an urban context. Advice from Buro Happold’s noise specialist indicates that the noise levels predicted at Crown Wharf are on the lower range of similar residential properties that are located adjacent to existing small / minor roads in London.”

Public Transport Accessibility

- 4.29 The draft MTS highlights the important role of buses in delivering Healthy Streets. A key aspect considered in the provision of an all modes bridge was the connectivity this provides for bus services.
- 4.30 Throughout the planning processes TfL consistently highlighted the relatively low levels of public transport accessibility at Hackney Wick and Fish Island, which will need to be improved to maximise access to the facilities and employment opportunities.
- 4.31 One of TfL’s aims is to ensure passengers do not have to walk for more than 5 minutes (400 metres) to get to a bus stop. Currently, many parts of Fish Island are at the upper limit of the 400 metre range to a bus stop. The new bridge provides the future flexibility to operate bus services through Fish Island to improve this situation for the elderly and those with mobility impairments. The LCS S106 also includes provision for a new bus service to use the QEOP loop road to serve the new development in PDZs 2 and 4 at the south and west of the park. Any amendments to the bus network would be subject to a separate consultation process.
- 4.32 A bus, walk, cycle bridge would also provide this connectivity but a walk and cycle only bridge would not. Without a bridge which buses could use, parts of Fish Island would be above an acceptable walking distance to bus stops, which would create a “network hole” where new developments could not be closely served by bus.



Alignment with MTS and Healthy streets

4.33 The Mayor recently published a new draft Transport Strategy in June 2017. The Vision includes changing the transport mix and supporting a shift away from the car, “making alternative transport options accessible and appealing to all Londoners is the key to reducing car dependency... improving street environments to make walking and cycling the most attractive options for short journeys and providing more, and better, services to make public transport the most attractive option for longer ones.” (p 18).

4.34 The draft MTS has the following three priorities:

- (a) A good public transport experience
- (b) Healthy Streets and Healthy People
- (c) Supporting new homes and jobs

4.35 The draft MTS introduces the Healthy Streets approach, for attractive, well-designed streets to support walking, cycling and public transport. It also (Page 24) introduces “Good growth” and that “a key aspect of this will be new connections... because people want to live and work in places that are well connected. Improving existing public transport services helps communities to develop and grow.” The strategy “will seek to ensure that regeneration and new development schemes incorporate the Mayor’s principles of good growth.”

4.36 Draft MTS Proposal 78 includes that, “The Mayor...expects planning frameworks in these areas to set mode share targets that are significantly more ambitious than elsewhere in London and will require boroughs and other stakeholders to demonstrate how development plans will contribute to mode shift away from car use towards walking, cycling and public transport.” It also highlights that “new development should be designed so that walking and cycling are the most appealing choices for getting about locally” and “to encourage more people to travel by bus, journey times must be improved and bus services must be properly prioritised on London’s streets”.

4.37 The following table provides a high level assessment of the three Bridge H14 operation scenarios against the ten Healthy Streets indicators. This assesses the impact on the wider local area, not just within Fish Island (FI).

Indicator	All modes	Bus walk cycle	Walk cycle only
Pedestrians from all walks of life	Design of bridge separates pedestrians from traffic	Benefits for FI, but impacts on other roads and junctions	Benefits for FI, but impacts on other roads and junctions
Easy to cross	Have to navigate general traffic on bridge approach	Lower levels of motorised traffic on bridge approach	Benefits for FI, but traffic focused on other roads
Shade and shelter	Neutral	Neutral	Neutral



Places to stop and rest	Neutral	Neutral	Neutral
Not too noisy	EIR demonstrates noise levels are acceptable	Lower levels of noise on the bridge itself and some roads but may be noisier on other roads	Lower levels of noise on the bridge itself and some roads but may be noisier on other roads
People choose to walk, cycle and use public transport.	Allows for bus access but may be less supportive an environment for pedestrians and cyclists	Allows for bus access, with an element of bus priority	Positive for walk and cycle. But no increased access to buses into FI



People feel safe	Neutral – potential access to bus network	Neutral – potential access to bus network	Neutral – less traffic in FI, but impact of traffic focussed on other roads, longer walks to bus stops
Things to see and do	Neutral	Neutral	Neutral
People feel relaxed	Neutral	Neutral	May be a more relaxing environment for pedestrians and cyclists in some areas
Clean air	Neutral (EIR)	Neutral (EIR)	Neutral (EIR)
	The contribution of development traffic emissions to local air quality may be unlikely to change due to the presence or absence of the proposed bridges.		

4.38 We have also assessed the options against the transport principles of “good growth”:

Transport principles of good growth	All modes	Bus walk cycle	Walk and cycle only
Good access to public transport	Improved flexibility for access to bus network		Less access to bus network
High-density, mixed-use developments	As proposed in LCS and Hackney Wick & Fish Island consented and emerging developments	May not support development given the network impacts without the all modes bridge	May not enable the development given the network impacts without the all modes bridge
People choose to walk and cycle	Provides walk and cycle options and connections to existing pedestrian and cycle networks	Absence of general traffic likely to create a more attractive environment and encourage sustainable choices. But needs to be balanced with increased general traffic on other roads in vicinity	
Car-free and car-lite places	Very limited car parking in Hackney Wick & Fish Island new developments, and car parking and traffic reduction targets in LCS		
Inclusive, accessible design	Accessible, permeable and step free design of new bridges		
Carbon-free travel	No significant difference in practice between options: some absence of general traffic but increased traffic on other roads, although the options without general traffic could be perceived to be more supportive of carbon-free travel		



Efficient freight	Construction and Logistics plans and Delivery and Servicing plans required for new developments, identifying routes to use primary network (eg White Post Lane, rather than H14 and Monier Road) and avoiding sensitive receptors, to be agreed with Local Planning Authority and Highway Authority
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5 Assessment of Bridge H16

- 5.1 The case for Bridge H16 alone is not made dependent on traffic modelling and assessment, but is included as part of the package of measures to improve connectivity and accessibility across the Lea Navigation, in line with London Plan policy as set out above, and draft MTS proposals to increase walking and cycling. It is required under the LCS consent to ensure that there is a continuous level of pedestrian / cycle connectivity during proposed construction of an all modes bridge H14.
- 5.2 The Olympic Legacy Supplementary Planning Guidance identified “improving local connectivity by creating a network of safe and direct walking and cycling routes across the OLSPG area. This will help improve safety, reduce reliance on cars and link existing and new neighbourhoods with each other, the area’s main public transport nodes and town centres, and with the Queen Elizabeth Olympic Park.”
- 5.3 It is estimated that the provision of Bridge H16 adds to the connectivity of the Fish Island area, and provides a journey time saving between the proposed Bridge H16 landing points of 500 metres via Bridge H14, or of 450 metres via the Old Ford lock bridge (which has accessibility issues being narrow, cobbled in places and with ramped access).
- 5.4 The Bridge H16 would provide a new link to the towpath on the eastern side of the Lea Navigation and a direct link to the Loop Road and adjacent to the Bobby Moore Academy primary school.

6 Summary and next steps

- 6.1 On balance we consider that a clear case remains for delivery now of Bridge H14 as an all modes bridge, in line with the planning requirements.
- 6.2 This assessment is in line with London Plan 2016 policy 2.4 (The 2012 Games and their Legacy), 2.13 (Opportunity Areas), and 6.12 (Road Network Capacity), which is the primary material consideration for assessing applications.



6.3 We also consider that it is aligned with many, albeit not all, respects of the emerging Mayor's Transport Strategy policies. Alongside this the case for Bridge H16 is also supported as part of the wider connectivity package for the area to enable the regeneration being proposed by LLDC and other landowners.

6.4 This reflects a number of key aspects:

- It is considered that the original conclusions and decisions of the LLDC planning committee still pertain. We accept that delivery of Bridge H14 as an all modes bridge is needed now to support the development and regeneration of the area in line with long-standing policy commitments and conditions for planning consents;
- The junction capacity issues identified previously still pertain and without the all modes bridge there would be likely to be unacceptable impacts on other junctions / roads e.g. White Post Lane. Without it the development will not be supported by sufficient capacity given the projections of trips arising;
- In highway performance terms the all modes bridge also helps provide resilience in the vicinity and in the wider area and there would be important disbenefits in this regard of Bridge H14 being a bus, walk and cycle bridge or a walk and cycle bridge only;
- The all modes bridge (and the bus / cycle / walk bridge) also helps enhance public transport connectivity;
- There are not considered to be any significant impacts with an all modes bridge in relation to the environment;
- The assessment against the draft MTS Healthy Streets indicators and good growth principles concludes that while the provision of a walk and cycle only bridge at the H14 location would bring some benefits to Fish Island, this needs to be balanced against the impact of additional traffic on other roads and the consequential impact on the other factors above.

6.5 So on balance, we accept the need for delivery now of the two bridges as proposed. However we would make a number of recommendations in light of the increased focus on active travel modes and the Healthy Streets agenda set out in the MTS:

- This review has highlighted that through the process there has been a consideration of how pedestrian and cycle benefits can be maximised and impacts of the traffic using the bridge can be minimised. This must be a continued and enhanced focus in delivery phases and beyond. There should also be a focus on ensuring the effective delivery of LCS site-wide and zonal Travel Plans for achieving modal shift and adopting sustainable travel modes.



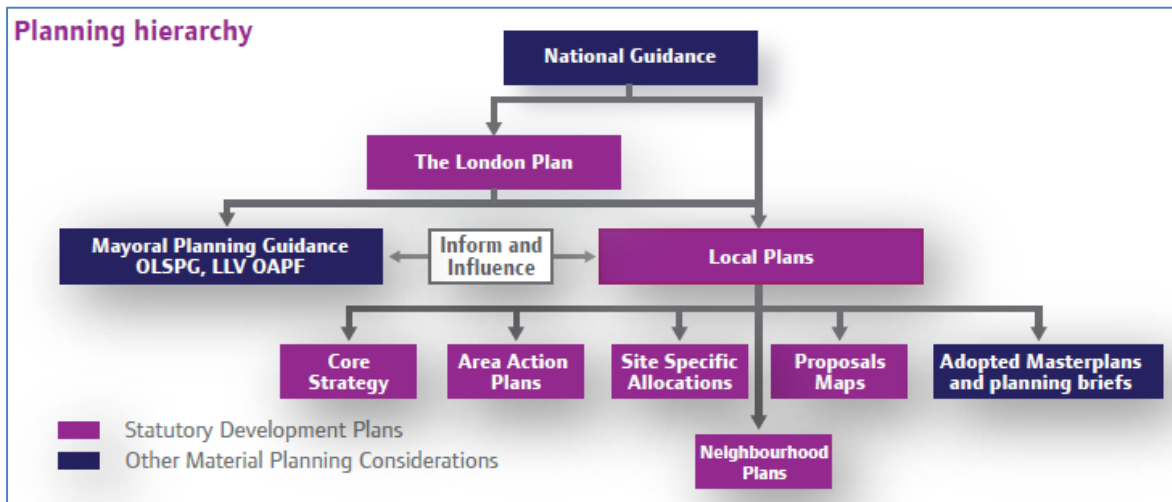
- Further consideration could be given in the short term, to aspects such as directing construction and freight vehicles to use the primary network along White Post Lane, and using ambitious Construction Logistics Plans and Delivery and Servicing Plans, alongside measures in the Travel Plans. The design of the new bridges, highways and 20mph zone seeks to reduce traffic impacts and maximise pedestrian and cycle benefits.
- Our review has taken the assumptions made previously within the planning assessments. However, we would recommend that there is a commitment to a review mechanism, to monitor whether the effects and impacts are as predicted. With the occupation of the Sweetwater neighbourhood, there should be monitoring including the vehicular trips generated (as already required to comply with LCS conditions for traffic generation and Travel Plan monitoring) against predicted traffic levels, and of the local highway network performance, with a view to identify future opportunities for changing the operation of the bridge, subject to planning consent. The scope of this should be agreed with stakeholders.
- In the future, the local highway authority, Tower Hamlets, may adopt the bridge subject to highway and planning processes.
- Any subsequent review should also take into account bus operations and bus planning undertaken by TfL (there is no current date for any TfL-led public consultation of the expansion of the bus network to support development).

6.6 We recognise the concerns about the proposed bridges and the aspirations for them to support walking and cycling. We do not believe however that it is possible at this stage to deliver Bridge H14 as a bus, walk, cycle only bridge given the planning requirements and network issues. We believe that the all modes bridge has been – and should continue to be - designed and delivered in such a way as to minimise any adverse impacts it may have and enable future flexibility should it prove possible in the future to operate it in a different way.

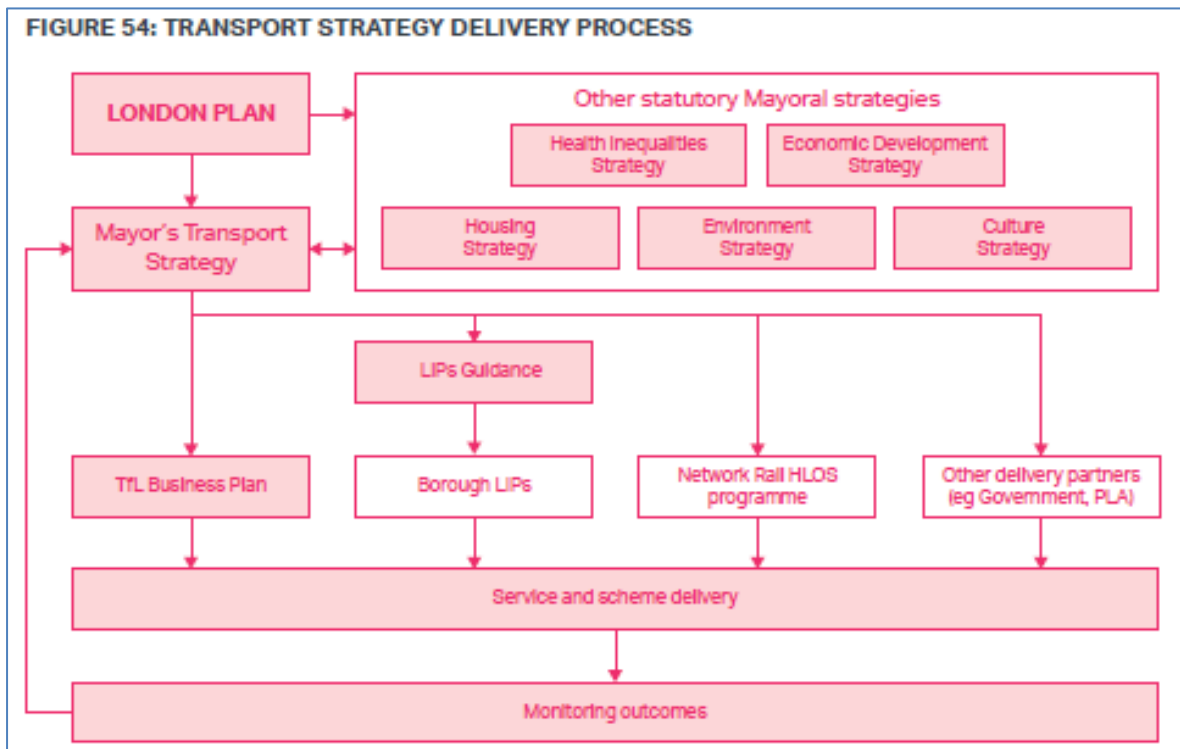


Appendices

Appendix A: Hierarchy of London Plan and Mayor’s Transport Strategy



Planning hierarchy – Source: OLSPG (2012)



Transport Strategy hierarchy – Source: draft MTS (2017)

