

TfL River Crossings Package

Report to the Mayor on 2012 informal consultation

TfL Planning
July 2012

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Executive summary

Earlier this year, TfL ran an informal four week consultation on proposals to enhance highway river crossings in east and southeast London. The proposals were for a new highway tunnel at Silvertown Tunnel to ease congestion and provide additional resilience at Blackwall, and a new vehicle ferry at Gallions Reach, to improve connectivity and potentially replace the Woolwich Ferry which is nearing the end of its operational life.

Information about the proposals was made available online, along with a consultation questionnaire which included both closed and open questions. Both members of the public and stakeholders were invited to give their views, either by filling out the online questionnaire or by post or email.

Response totals

Almost 3,900 responses were received from across London and beyond, although the response rate was higher in areas more likely to be affected by the proposals and issues covered by the consultation. The majority of respondents gave their views by using the online questionnaire, and most described themselves as individuals rather than businesses or other organisations.

Response analysis – closed questions

An analysis of responses to the closed questions in the online questionnaire suggests a very strong level of agreement that it is important to improve highway river crossings in east and southeast London, with over 90% of respondents agreeing or strongly agreeing that it is difficult to cross the river, and that there is a need for more crossings.

Most online respondents (90%) report crossing the river either sometimes or often, and nearly 90% of respondents experience problems either sometimes or often.

Most online respondents (over 85%) consider that the package put forward would make some difference or a big difference in addressing the problems identified.

Support for the Silvertown Tunnel was strong, with over 80% of online respondents supporting or strongly supporting the scheme. 12% opposed the scheme.

There was also support for the Gallions Ferry, with over 60% of online respondents supporting or strongly supporting the scheme, but a sizable proportion (14%) neither supported nor opposed it, and 20% opposed it.

Response analysis – text comments

Respondents' text comments highlighted a broad range of views on the proposals put forward, including:

- concerns over highway impacts of the Silvertown Tunnel
- suggestions for other crossing locations
- a preference for either a bridge or a tunnel at Gallions Reach rather than a ferry
- the need for improvements to public transport
- negative comments about ferries in general

- concerns over the possible removal of the Woolwich Ferry
- general support for the proposed package

Response analysis – stakeholder views

A more detailed analysis of the views of some key stakeholders indicates a variety of views:

- There is strong support for a new tunnel at Silvertown from many boroughs and key business stakeholders, notwithstanding a degree of concern, even from some supporters, over its likely traffic impacts – and indeed some outright opposition from others (mostly on traffic, sustainability and/or environmental grounds).
- There is support for a new ferry at Gallions Reach, although it is not as strong as for Silvertown. Whilst a number of boroughs and key stakeholders supported the proposed ferry, many saw this as an interim measure with a preference for fixed link.
- Some stakeholders explicitly opposed the ferry (in most cases either because they felt that a fixed link should be constructed instead or because they felt that it would have unacceptable traffic or environmental impacts or could be viewed as a precursor to a fixed link crossing).
- Many stakeholders suggested more information was needed to enable them to give informed views on the proposals.
- A number of stakeholders suggested that the use of tolling to manage demand for the crossings and provide a source of funding should be considered and addressed in future consultations.

1. Introduction

1.1. Between 6 February 2012 and 5 March 2012 TfL held an informal consultation with stakeholders and members of the public on proposals for a package of new highway river crossings in east and southeast London.

1.2. The schemes included in this package for consultation were:

- The Gallions Reach Ferry: A new vehicle ferry at Gallions Reach which could replace the Woolwich Ferry
- Silvertown Tunnel: A new road tunnel at Silvertown

1.3. Information about the proposals was made available online, and consultees were invited to respond by filling out an online questionnaire or by submitting their views by email or post.

Report structure

1.4. The first part of this report describes the consultation process, explaining the ways in which the consultation was promoted, the status of the consultation, and the options available to respondents to make their views known.

1.5. The second part of the report looks at the responses themselves, describing the overall volumes of responses and the channels by which they responded as well as the views they expressed.

1.6. Also included in this report are a copy of the information provided to consultees via the consultation website, and a reproduction of the questions included in the consultation questionnaire.

2. The consultation process

- 2.1. This section provides an overview of the consultation process, including a description of the activity undertaken to promote it and ensure the public and stakeholders could provide their views on the proposals.

Consultation status

- 2.2. This informal consultation was intended to elicit views from the public, businesses, and stakeholder organisations on the broad principles of the Mayor's River Crossings package, to help guide the further development of options for addressing the challenges set out in the Mayor's Transport Strategy. The consultation was intended to precede further, statutory consultation.

Consultation dates

- 2.3. The consultation started on 6 February 2012 and ended on 5 March 2012.

Advertising the consultation

- 2.4. The consultation was promoted using advertisements in London-wide press titles, including the London Evening Standard, the Metro, and City AM. A press advertisement was also included on the TfL Travel page of the Metro.
- 2.5. In addition, advertisements were placed in the following selected local press titles: the Docklands & East London Advertiser (Tower Hamlets), the Newham & Stratford Recorder Series, the Lewisham & Greenwich Mercury, The Wharf, the Bexley News Shopper Series, the Barking & Dagenham Post, and the Hackney Gazette.

Press and PR

- 2.6. TfL also promoted the consultation through the provision of information to news and trade media and the use of social media. A press release announcing the start of the consultation was issued on 6 February 2012 to east London local press titles, local broadcast media and transport trade press and publishers. The start of public consultation was announced to over 20,000 followers of the "@TfL Official" Twitter account.

Stakeholder communications

- 2.7. Stakeholder communications aimed to promote engagement with the consultation by key groups and organisations and increase understanding of the package of measures proposed. It explained that this was an initial consultation and would be followed by subsequent consultations if the proposals were to be developed further.
- 2.8. A pre-launch email was sent to key stakeholders, including to borough councils, pan-London and east and southeast London politicians, business groups, motoring groups, freight groups, transport groups, and environmental groups setting out the details of the consultation, timescales and how they could respond. Requests for meetings and further briefings were considered on a case by case basis.

Targeted communications

- 2.9. TfL sent an email to sections of its customer database (using only the sub-set who had given permission for their details to be used in this way). In total, some 408,300 emails were sent.

Use of TfL homepage and other parts of www.tfl.gov.uk

- 2.10. TfL made use of its website to promote the consultation, placing banner advertisements on various pages – including on the homepage at the start and end of the consultation.

The consultation website

- 2.11. TfL made information about the proposals available through an online consultation site. This provided the background to the proposals, summarising recent and planned improvements to public transport in the area, and explaining the limitations of the existing highway river crossing infrastructure. There were 27,299 unique visitors to the site during the consultation.
- 2.12. The consultation site also carried descriptions of the schemes being proposed, outlining the key characteristics, purpose, and possible implementation dates of the Silvertown Tunnel and Gallions Ferry.
- 2.13. The information provided on these schemes was relatively brief, in keeping with the informal nature of the consultation and the relatively early stage of development work on the proposals. The material stated that, as the River Crossings package is progressed, more detailed work would be undertaken on its impacts, and more detailed information would be provided to support the future consultations that would be required in order to gain powers to implement them.
- 2.14. Finally, the site summarised the next steps, including subsequent consultations, and asked respondents to submit their views on the issues using the online questionnaire, or by email or post. A copy of the information provided is available at Annex 1. TfL offered to provide the consultation information in alternative formats and languages on request.

The consultation questionnaire

- 2.15. The consultation questionnaire incorporated a mixture of closed and open questions relating to people's experience of highway river crossings in east and southeast London, and inviting views on the merits of the proposed Silvertown Tunnel and Gallions Ferry, as well as asking respondents to give details of any alternatives that would in their view more successfully address the needs of the area.
- 2.16. The questionnaire also invited respondents to provide some information about themselves to facilitate subsequent analysis and enable TfL to assess the effectiveness of its marketing campaign, and to state whether they were responding as an individual or on behalf of an organisation or business. A copy of the full questionnaire is available at Annex 2.

Postal and email responses

- 2.17. As an alternative to using the online consultation questionnaire, respondents were invited to submit their views on the received via email or letter.

3. Summary of responses

- 3.1. This section provides an overview of the total number of consultation responses received and which response mechanism they used, as well as showing how response rates varied from different postal areas, and shows the proportions of respondents describing themselves as individuals or businesses or other organisations.

Response totals and channels used

- 3.2. In all, TfL received just under 3,900 responses to the consultation. The overwhelming majority of these made use of the online consultation questionnaire. Just under 250 responses (around 6%) arrived by email, and a handful arrived by post (under 1% of all responses).
- 3.3. The table below shows what proportion of responses were received across the three possible response channels.

Channel	Proportion
Online	94%
Email	6%
Post	<1%
Total	100%

Respondent types

- 3.4. The online questionnaire invited respondents to tell TfL whether they were responding to the consultation as an individual, or as a representative of a business, community, or voluntary organisation. The majority of respondents stated that they were responding as individuals. The table below, based on responses to the online questionnaire, shows the number and proportion of responses in each category.

Respondent type	Proportion
As an individual	89%
As a representative of a business	8%
As a representative of a community	2%
As a representative of a voluntary organisation	<1%
Not answered	1%
Total	100%

Base: 3641 online responses

Where did responses come from?

- 3.5. Respondents using the online questionnaire were invited to supply part of their home and/or work postcodes, to facilitate a geographical analysis of results. The map below gives an indication of how respondents were spread across London and its immediate surroundings. It is clear that the rate of response was higher in areas more directly affected by the proposals and the issues covered by the consultation, although responses were received from a wide geographical area (including a few responses from relatively remote parts of the UK).

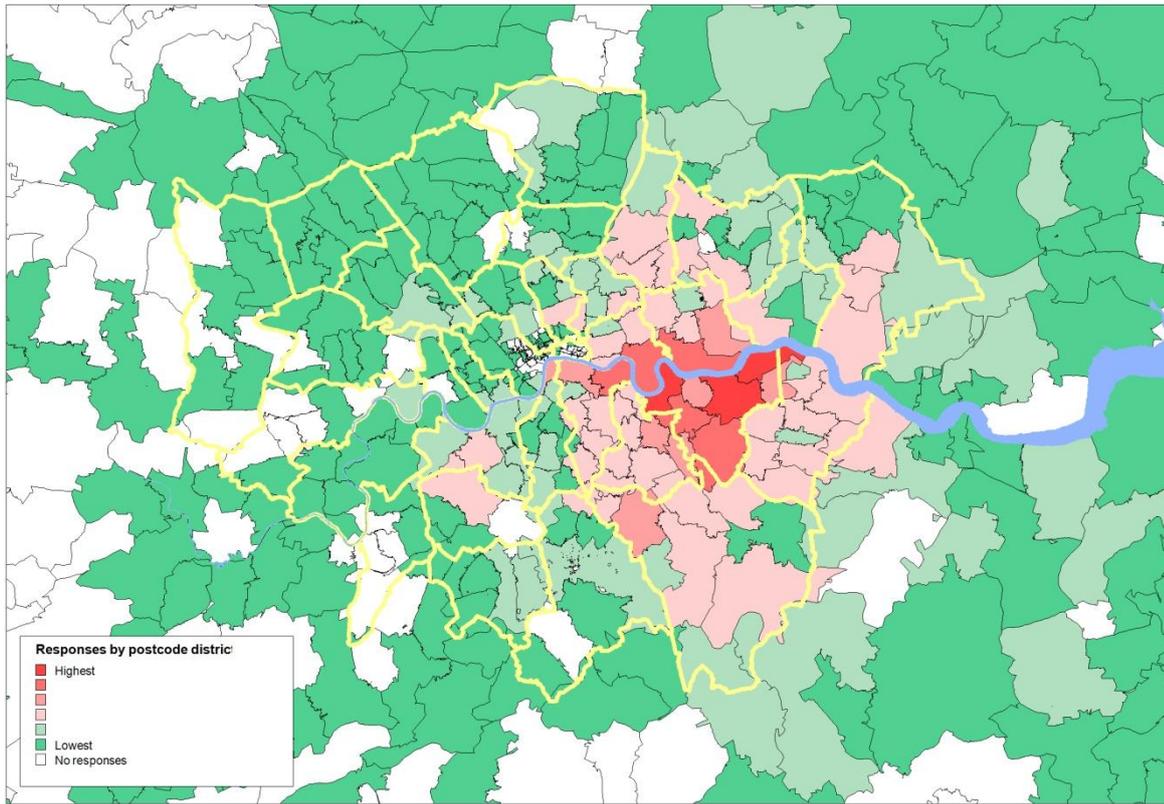


Figure 1 Geographical distribution of respondents

4. Quantitative analysis of responses

- 4.1. This section reviews the responses to the closed questions in the online consultation questionnaire.
- 4.2. As set out at the start of this report, this was an informal, non-statutory consultation which will be followed by more detailed consultation later in 2012. In keeping with the informal nature of the consultation, which served as an introduction to the proposed package, the analysis that follows is relatively high-level and responses are presented in a summary form. Responses to further consultation, which will themselves be informed by more information about the proposals, will be analysed in more detail.

Responses to closed questions in the online questionnaire

- 4.3. The following tables set out the proportions of responses to the seven closed questions which were included in the online consultation questionnaire. Note that TfL did not attempt to prevent the submission of multiple responses by individuals or individual organisations, although there is no evidence of significant numbers of multiple submissions.

Responses to question 1: To what extent do you agree that it can be difficult to cross the river in east/south east London?

- 4.4. Overwhelmingly, respondents using the online questionnaire agreed that it can be difficult to cross the river in east and southeast London, with just 6% of respondents not either agreeing or strongly agreeing.

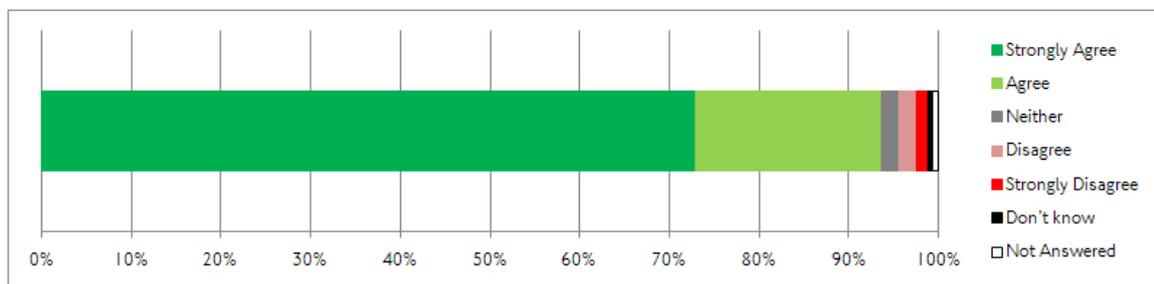


Figure 2 Responses to Q1 from online respondents

Responses to question 2: To what extent do you agree that there is a need for more river crossings in east/south east London?

- 4.5. Respondents using the online questionnaire also agreed strongly that there is a need for more river crossings in east and southeast London. Only 4% disagreed.

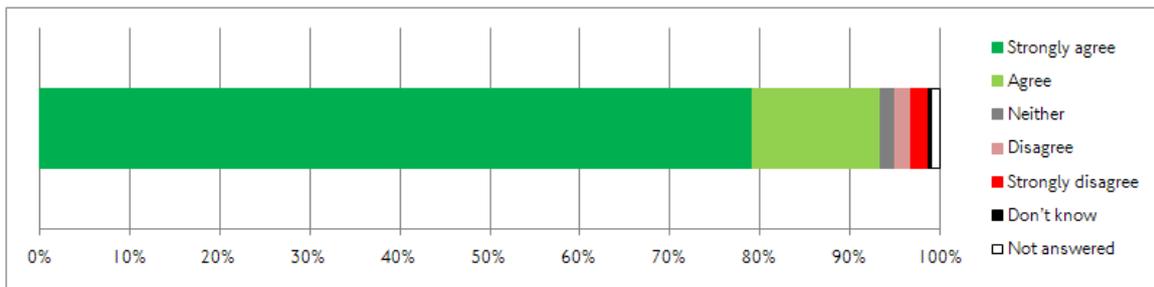


Figure 3 Responses to Q2 from online respondents

Responses to question 3: How often do you need to cross the river in east/south east London?

4.6. 90% of online respondents reported that they need to cross the river in east and southeast London either often or sometimes. 7% said they rarely needed to cross the river.

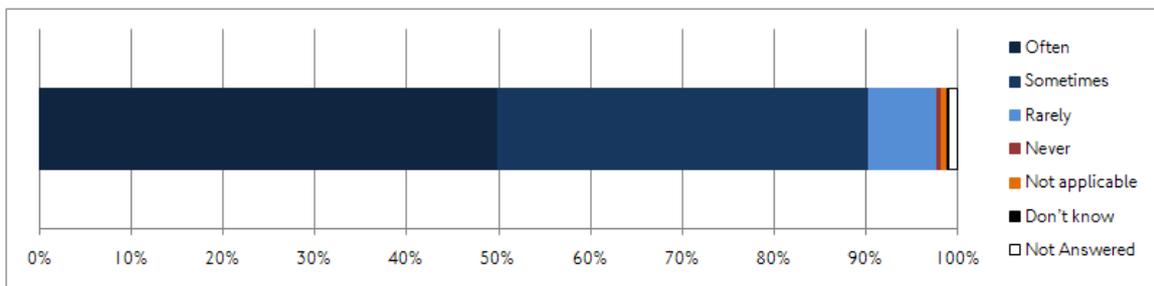


Figure 4 Responses to Q3 from online respondents

Responses to question 4: How often do you experience problems crossing the river in east/south east London?

4.7. More than 50% of online respondents reported experiencing problems in crossing the river in east and south/east London 'often'. Only 8% either rarely or never experience problems.

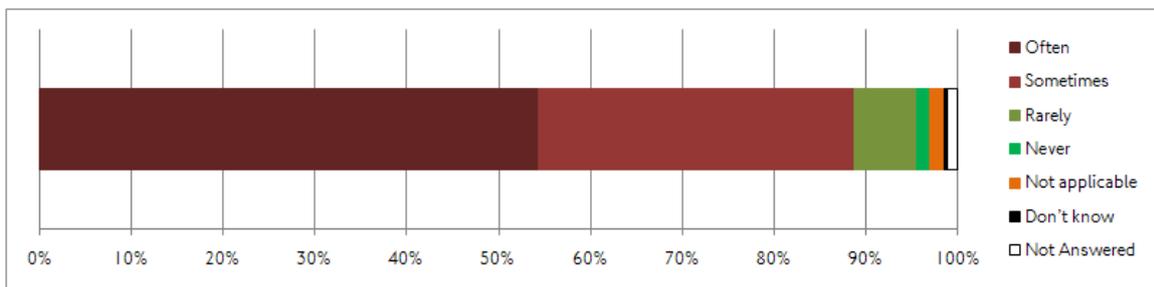


Figure 5 Responses to Q4 from online respondents

Responses to question 5: If you do experience problems, how far do you believe the proposed package will help to address these?

- 4.8. Over 85% of online respondents believe that the package proposed in the consultation would make a big difference or some difference in addressing the problems they experience crossing the river. 10% of respondents felt that the package would make no difference.

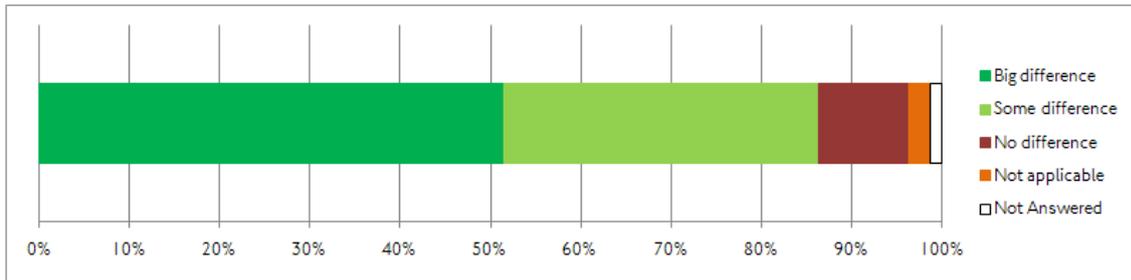


Figure 6 Responses to Q5 from online respondents

Responses to question 7: To what extent do you support the proposal to build a new road tunnel between Silvertown and the Greenwich peninsula?

- 4.9. The majority of online respondents (over 80%) supported the proposed Silvertown Tunnel, with only 12% opposing.

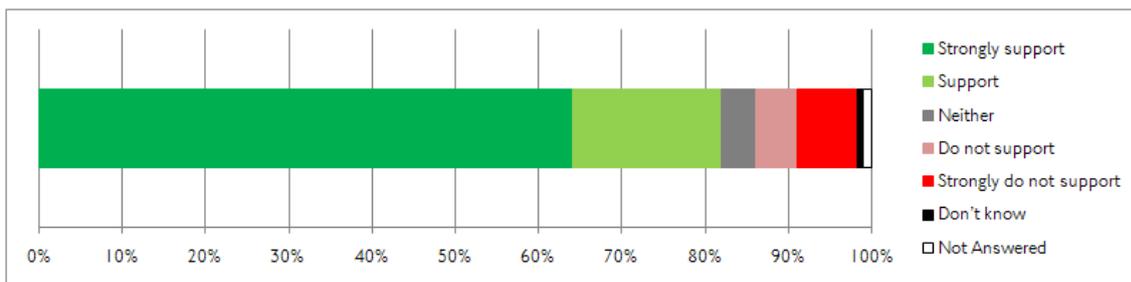


Figure 7 Responses to Q7 from online respondents

Responses to question 8: To what extent do you support the proposal to replace the Woolwich ferry with a new, purpose-built ferry at Gallions Reach?

- 4.10. A majority of online respondents also supported the proposed Gallions Ferry, but a sizable proportion (14%) neither supported nor opposed, and a further 20% opposed or strongly opposed the proposal.

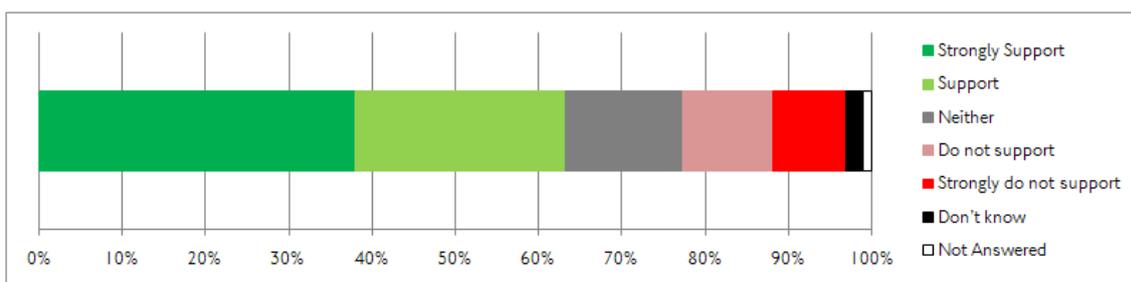


Figure 8 Responses to Q8 from online respondents

Indicative geographical analysis of closed questions

- 4.11. The maps in this section represent the geographical spread of views put forward by a selection of just over 2,500 online respondents who provided postcode data which enabled it to be analysed in this way. Responses to each closed question were coded by answer on a continuum from agreement to disagreement (or support to opposition), with the colours in the maps below reflecting the average answer among all responses in a given postcode district.
- 4.12. The maps below are intended to provide an insight into the way that views of respondents differed (or did not differ) across different parts of London and its surroundings, but should only be considered indicative.
- 4.13. In particular, it is important to note that the approach adopted has the potential to mask any polarisation of responses received from an area (with equal numbers of opposing views tending to 'cancel each other out').
- 4.14. Given the significant variation in response rates over the different postcode areas (as highlighted in Figure 1, above) it is also important to note that where there is a low response rate, the average response shown here may reflect the opinion of only a few respondents (or even a single respondent). Conversely, given the concentration of responses from the areas immediately surrounding the proposed crossings and the wider east and southeast London hinterland, the averages displayed here may be more telling.

Response analysis

- 4.15. In the main, as shown in Figure 9 and Figure 10, the geographical analysis suggests that views on the need to improve river crossings did not differ strongly according to the postcode of the respondent, and tended to reflect the overall balance of opinions as set out above.

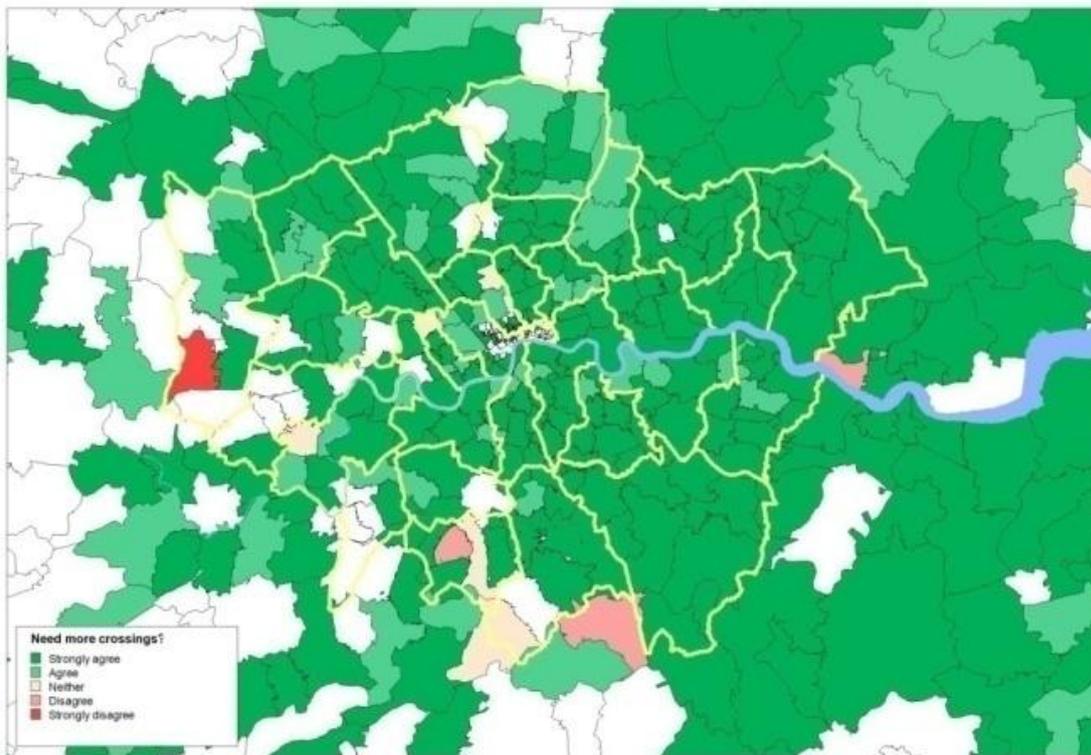


Figure 9 – Is there a need for more crossings?

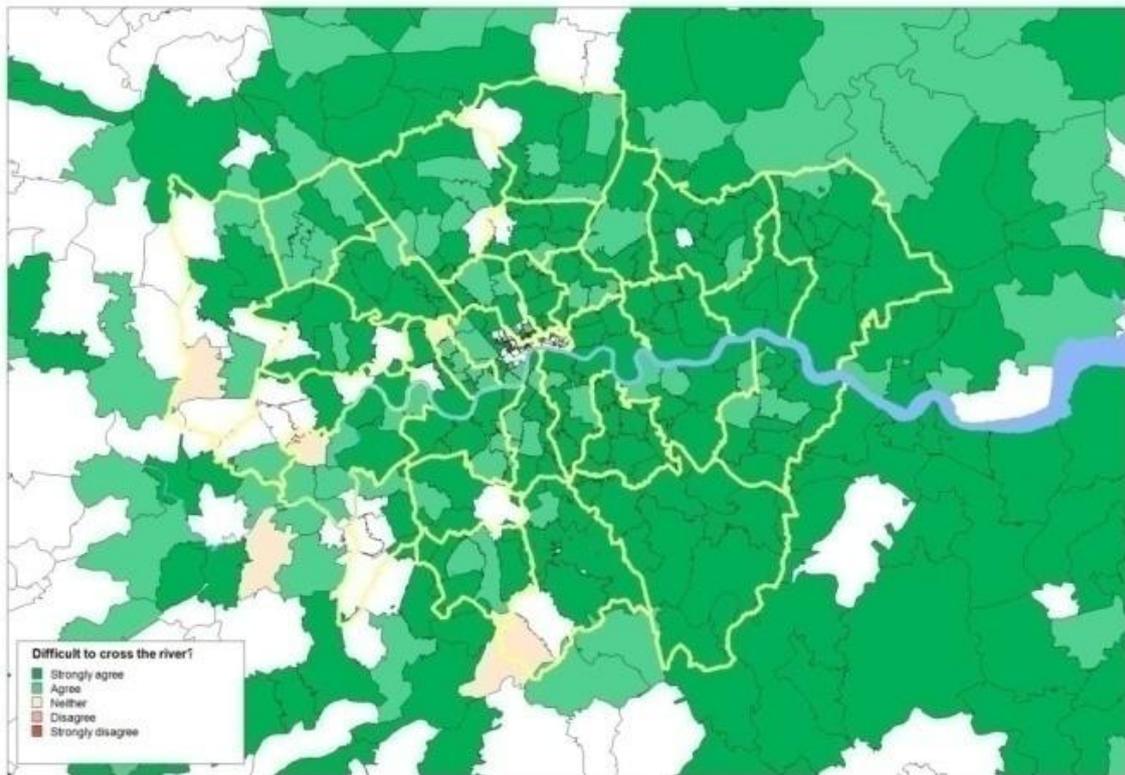


Figure 10 – Is it difficult to cross the river?

- 4.16. Figure 11 and Figure 12 suggest a slight but discernible pattern in respondents' reported frequency of travel across the river, and related frequency of experiencing problems in crossing the river depending on where the response is from. Respondents from the east of London appear somewhat more likely to report more frequent crossings of the river and more frequent experiences of problems than those to the west.

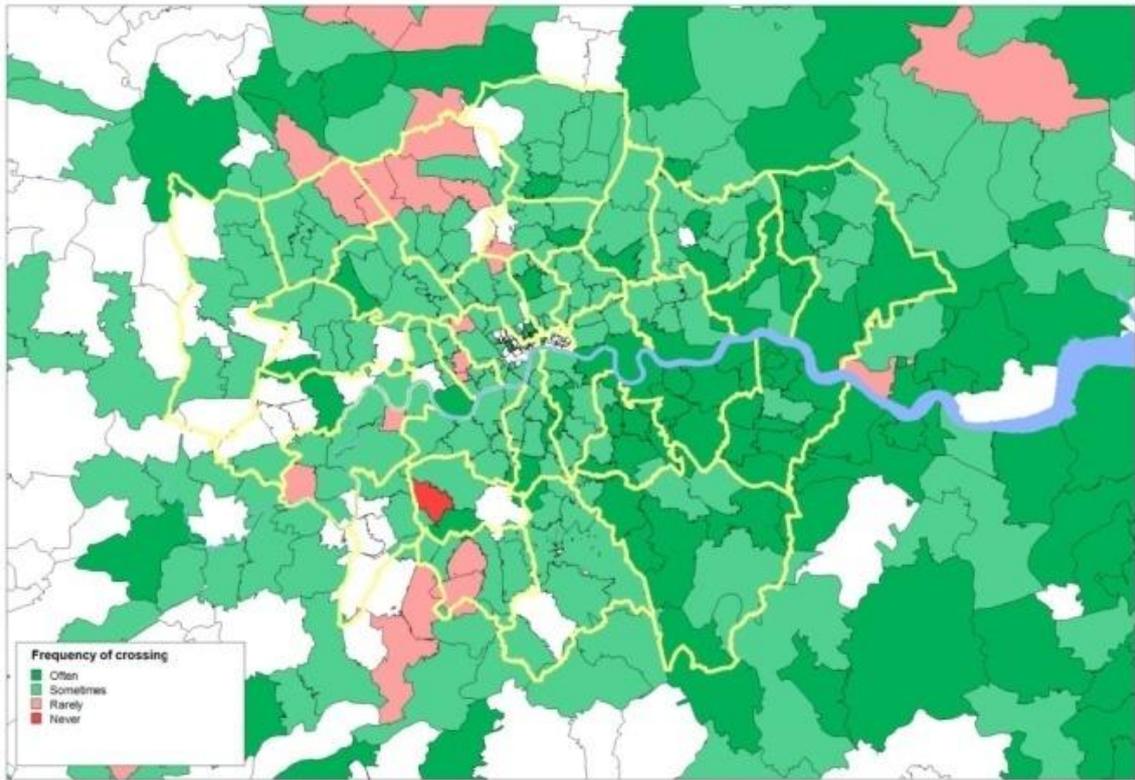


Figure 11 – How often do you cross the river?

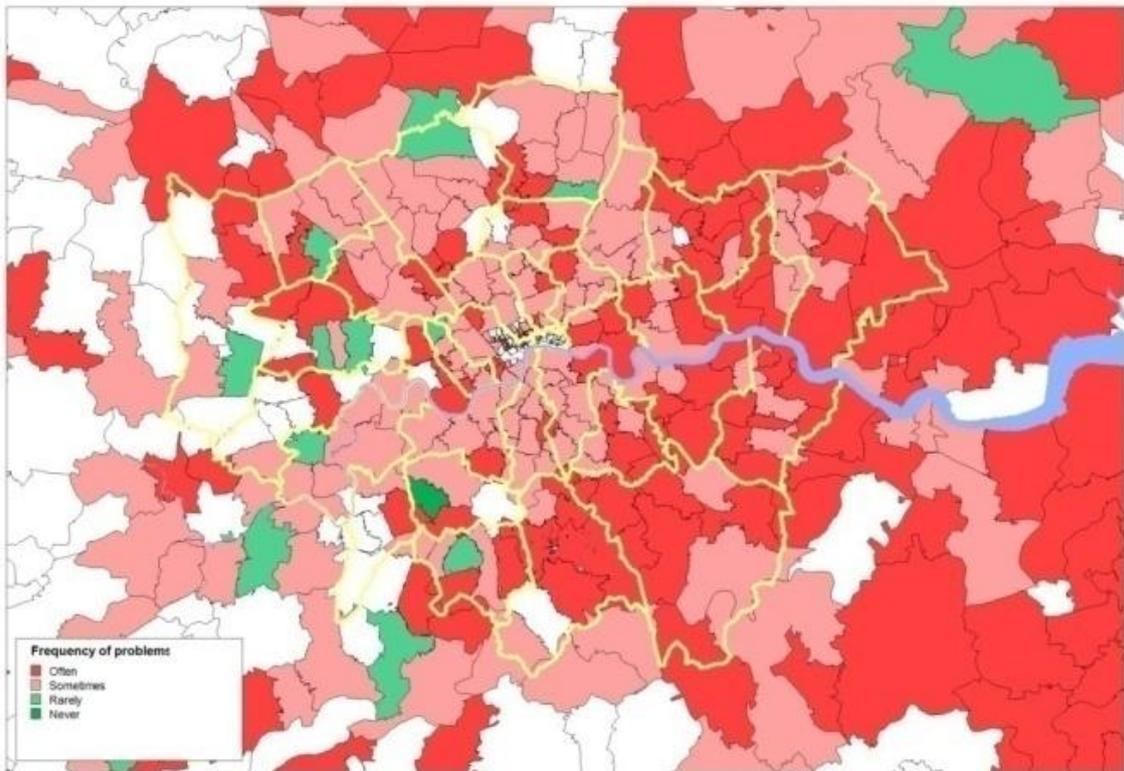


Figure 12 – How often do you experience problems crossing the river?

4.17. Opinions on the proposed Silvertown Tunnel seem to be relatively consistent across the different postcode areas (see Figure 13, below).

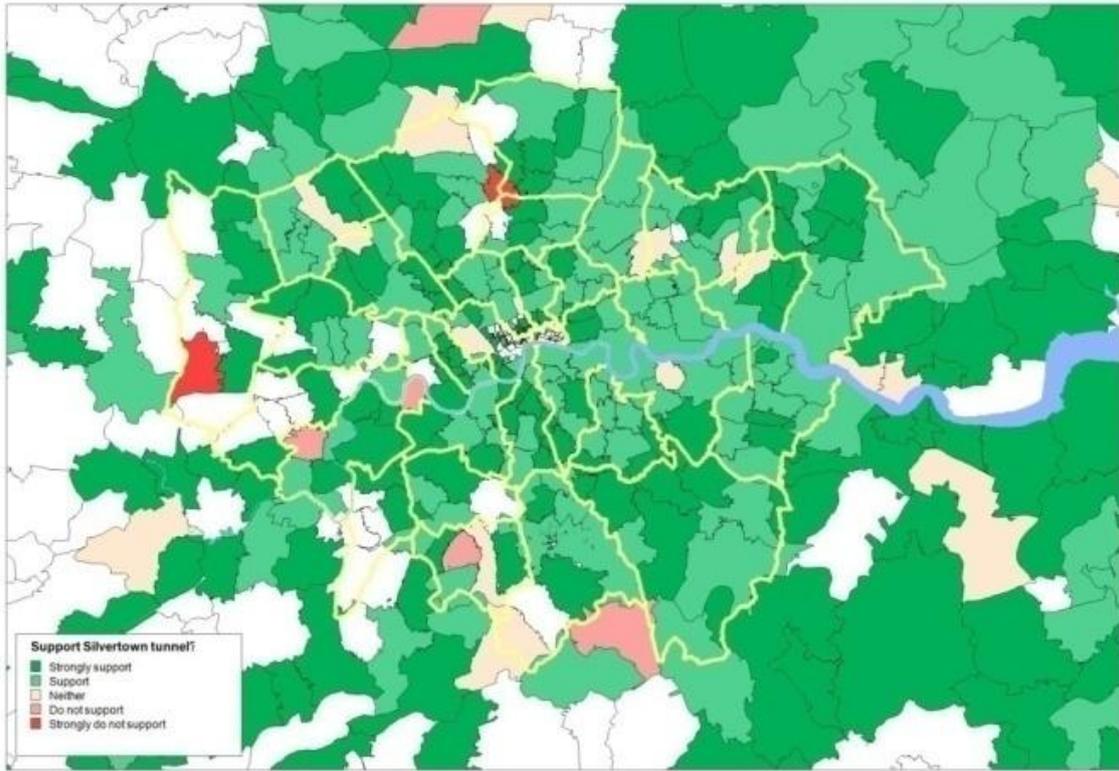


Figure 13 – Support for the Silvertown Tunnel scheme

- 4.18. Again the geographical distribution of views on the Gallions Ferry scheme appears to reflect the overall balance of option as described above, with different views on the proposal in this case more evenly represented among respondents.

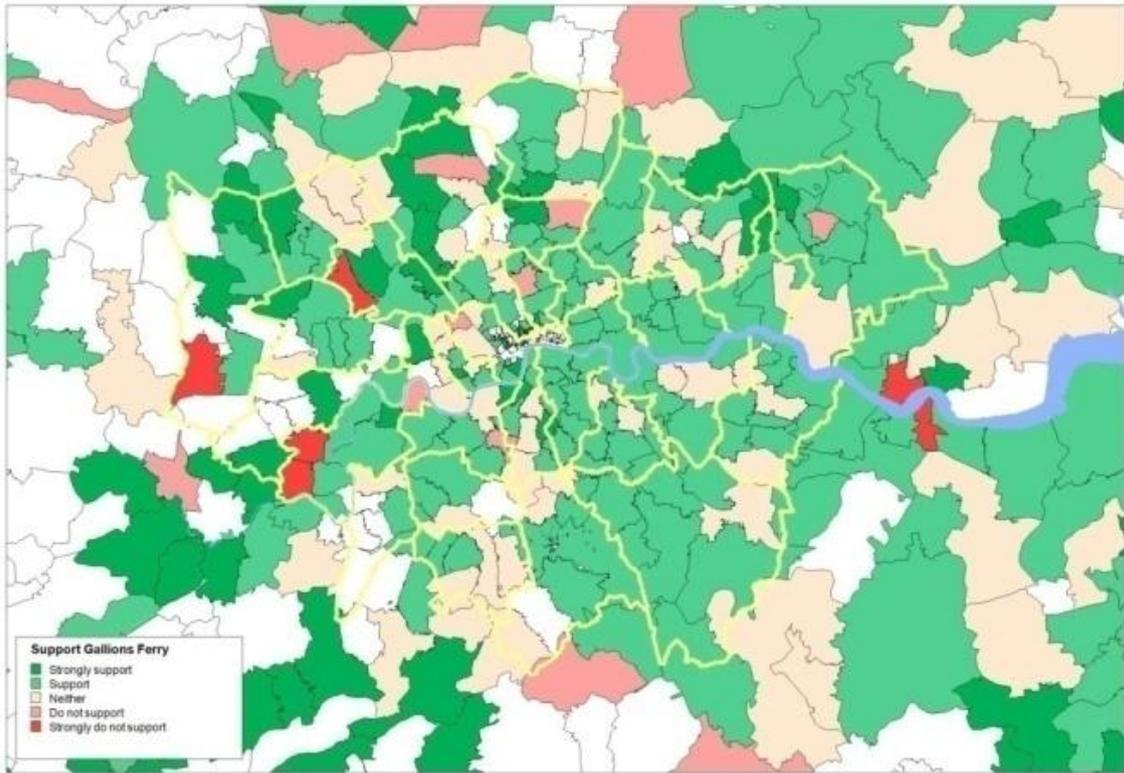


Figure 14 – Support for the Gallions Ferry scheme

5. Textual analysis

- 5.1. The previous section considered responses to the closed questions in the online consultation questionnaire. The questionnaire also included two open-ended questions inviting free-text responses. This section examines responses to these questions, and additionally the comments made by the small proportion of respondents who responded by post or by email. This section also looks more closely at the comments expressed by a selection of key stakeholders.

Responses to question 6: If you do experience problems, how far do you believe the proposed package will help to address these?

- 5.2. The majority of online respondents did not answer this question, with only 21% of responses responding to it. The following table shows the themes raised most frequently by online respondents in response to this question (it includes themes raised by at least one percent of all online respondents, to the nearest percentage point).

Themes raised	Proportion of all online responses
Concern re road network/congestion specific to Blackwall area	3%
Suggested other areas for crossings	2%
Improvements to public transport	2%
Build a bridge at Gallions Reach instead of ferry	2%
Revive the Thames Gateway Bridge	2%
Build more pedestrian and cycle crossings	2%
Build a bridge instead (general comment)	2%
Build more bridge/tunnel crossings generally	2%
Build a tunnel at Gallions Reach instead of ferry	2%
Suggested other location for tunnel	1%
General negative comments about ferries	1%
General concerns about infrastructure and congestion at crossings	1%
Comments about the Dartford crossing	1%
Keep and improve the Woolwich ferry	1%
Build a bridge or tunnel at the Woolwich ferry location	1%
Comments about Mayor	1%
Supports proposed package generally	1%
Disagrees with Gallions Reach ferry	1%
Other comments about Silvertown tunnel	1%
Build the proposed package and more crossings	1%
Agrees with the need for river crossings	1%

Other comments

- 5.3. The online questionnaire also invited respondents to make TfL aware of any other comments they might have on the proposals (around half of those responding using the online questionnaire entered comments into this free-text box). In addition, as noted above, a small proportion of respondents submitted their response by post or by email.

5.4. The following table shows the themes raised most frequently both by online respondents in response to the 'other comments' question and by respondents who supplied their comments by email or post. Again, themes expressed by at least 1% of consultation respondents are reflected.

Themes raised	Proportion of responses
Concern re road network/congestion specific to Blackwall and Silvertown tunnels	13%
Supports proposed package generally	11%
Build a bridge at Gallions Reach instead of ferry	10%
Agrees with the need for river crossings	10%
Build a tunnel at Gallions Reach instead of ferry	10%
Keep and improve the Woolwich ferry	9%
General negative comments about ferries	7%
Improvements to public transport	7%
Disagrees with closure of Woolwich ferry	6%
Revive the Thames Gateway Bridge	6%
Progress the proposals rapidly	6%
General concerns about infrastructure and congestion at crossings	6%
Build more pedestrian and cycle crossings	6%
Disagrees with Gallions Reach ferry	6%
Suggested other location for tunnel	5%
Agrees with Silvertown tunnel	5%
Build more bridge/tunnel crossings generally	5%
Agrees with Gallions Reach ferry	4%
Build a bridge instead (general comment)	4%
Suggested other areas for crossings	3%
Comments about the Dartford crossing	3%
Comments about Mayor	3%
Other comments about Silvertown tunnel	3%
Charge tolls to users/introduce road pricing	3%
Other comments about Gallions Reach ferry	3%
Comments about cable car	3%
Does not support package generally	2%
Opposes tolls	2%
General negative comments	2%
Disagrees with Silvertown tunnel	2%
Concerns about air quality/noise pollution at Silvertown/Blackwall	2%
Concerns about air quality/noise pollution from Gallions Reach ferry traffic	2%
Build a bridge or tunnel at the Woolwich ferry	2%

location	
Include cycle provision in the Silvertown tunnel	2%
Other suggestions and comments about Woolwich ferry	2%
Build the proposed package and more crossings	1%
Consider more environmentally friendly crossings	1%
Comments about Rotherhithe tunnel	1%
Comments about political aspects	1%

6. Additional textual analysis

- 6.1. In order to give a more detailed insight into the range of views put forward on the proposals, the following analysis looks more closely at a subset of responses, exploring comments made by boroughs (including both directly affected boroughs and others in London), and a selection of others including major employers with a particular stake in the area, major developers, and bodies representing the interests of businesses, or environmental, transport or other concerns.
- 6.2. As an essentially qualitative exercise, this analysis looks only at free-text comments. Additionally, as noted above, the analysis is relatively high-level in keeping with the informal nature of the consultation. Responses to further consultation, which will themselves be informed by more information about the proposals, will be analysed in more detail.

Views on the need to improve river crossings

- 6.3. There was overwhelming support among stakeholder organisations for the need to improve river crossings in east and southeast London. The following made comments in support of this view:

- LB Barking & Dagenham
- LB Bexley
- the City of London
- LB Havering
- LB Lambeth
- LB Lewisham
- LB Newham
- LB Redbridge
- RB Greenwich
- LB Southwark
- RB Kingston upon Thames
- John Biggs AM
- Len Duvall AM
- Caroline Pidgeon AM
- AEG (O2 Arena)
- Greenwich Peninsula Regeneration Ltd
- the Institute of Civil Engineers
- London City Airport
- Quintain Estates and Development
- Tilfen Land
- inmidtown (BID)
- the London Chamber of Commerce and Industry
- London First
- the South East London Chamber of Commerce
- National Grid Property Holdings
- the Greenwich Peninsula Action Group
- the Charlton Society
- the London Ambulance Service NHS Trust
- the Olympic Park Legacy Company
- Nick Raynsford MP
- Greenwich Liberal Democrats
- Liberal Democrat candidate for Lewisham and Greenwich
- Bexley College
- Morden College
- the University of East London
- the Chartered Institution of Highways and Transportation
- the East and South East London Transport Partnership
- the Freight Transport Association
- the London Cycling Campaign
- the RAC Foundation
- Sustrans

- 6.4. Key issues highlighted by these stakeholders included: the need to improve accessibility, the limiting effect of the current infrastructure on economic performance and development, the need to connect development sites south of the Thames with sites north of the river, the need to regenerate a historically disadvantaged area of London,

the need for increased road network resilience and capacity, and the need to reduce congestion and air pollution and increase journey time reliability.

- 6.5. Meanwhile, Darren Johnson AM and Jenny Jones AM both indicated disagreement with the view that there is a need for more river crossings. These stakeholders drew attention to general reductions in the level of traffic seen across London, suggesting continuation of this trend could render a new highway river crossing infrastructure redundant.

Support for the package put forward

- 6.6. The following stakeholders made comments stating their support for the proposed package of river crossings:

- LB Bexley
- AEG (O2 Arena)
- Greenwich Peninsula Regeneration Ltd
- Quintain Estates and Development
- inmidtown (BID)
- the Greenwich Peninsula Action Group
- the London Ambulance Service NHS Trust
- the London Fire Brigade
- Jim Fitzpatrick MP
- Bexley College
- the Freight Transport Association
- the Licensed Taxi Drivers' Association

- 6.7. The main points made by these stakeholders included: the package will help to address the issues highlighted above regarding the need for improved river crossings, the package will help support the growth of the local and London economy, the package will help reduce congestion and pollution, and the package will improve the ability of emergency services to respond to emergency calls.

Opposition to the package put forward

- 6.8. The following stakeholders made comments along the lines that they opposed the package as put forward:

- LB Barking & Dagenham
- LB Lewisham
- LB Newham
- the London Forum of Amenity and Civic Societies
- Friends of the Earth
- Greenwich Action to Stop Pollution
- Sustrans

- 6.9. Some who made comments opposing the package suggested that rather than accepting the package as it stood, it would be preferable in place of the Gallions Ferry to implement a fixed link (at Gallions Reach) or to revive the TGB scheme. Others who made comments opposing the package drew attention to what they perceived as its unsustainability, or its traffic or environmental impacts.

Support for the Silvertown Tunnel

- 6.10. The following stakeholders made comments of support for the proposed the Silvertown Tunnel:

- LB Bexley
- LB Newham
- RB Greenwich
- RB Kingston upon Thames
- John Biggs AM
- Len Duvall AM
- Greenwich Peninsula Regeneration Ltd
- London City Airport
- Tilfen Land
- the London Chamber of Commerce and Industry
- London First
- National Grid Property Holdings (Savills (L&P) Ltd. on behalf of)
- the Greenwich Peninsula Action Group
- David Evennett MP
- Bexley College
- the Freight Transport Association
- the RAC Foundation

- 6.11. Those making positive comments about the Silvertown Tunnel tended to highlight its potential to improve accessibility, address congestion and air quality problems associated with the Blackwall Tunnel, improve resilience, separate local and longer-distance traffic, and accommodate taller vehicles than the Blackwall Tunnel is able to.
- 6.12. It is worth noting that many of the same stakeholders who offered support for the proposed Silvertown Tunnel also drew attention to its potential traffic impacts (see 6.17 below).
- 6.13. It should also be noted that while making positive comments regarding the Silvertown Tunnel, many stakeholders also made statements suggesting that their support for the proposal was conditional or partial. For example, LB Newham's response indicated that its support for a Silvertown Tunnel was conditional upon suitable traffic management and mitigation well as a commitment to a fixed link at Gallions Reach, while RB Greenwich suggested that the Silvertown Tunnel should be developed in tandem with a fixed link at Gallions Reach in order to avoid excessive traffic impacts at either location. Along similar lines, John Biggs's response described the Silvertown Tunnel as an unsustainable solution in the absence of a fixed crossing at Gallions Reach.
- 6.14. In addition, London City Airport indicated that its support for the Silvertown Tunnel was conditional upon the use of tolling to manage demand and effective integration into the wider road network. Meanwhile, the RAC foundation recognised benefits from the Silvertown Tunnel scheme, and explicitly offered support for its continued development, but nevertheless suggested that the better solution would be to focus the increase in capacity further downstream along the River Thames, in the region of the site of the Gallions Ferry.

Opposition to the Silvertown Tunnel

- 6.15. The following made comments opposing the proposed Silvertown Tunnel:
- LB Islington
 - LB Tower Hamlets
 - Darren Johnson AM
 - Jenny Jones AM
 - the Gallions Point Residents Association
 - the London Forum of Amenity and Civic Societies
 - the Charlton Society
 - the Westcombe Society
 - Greenwich Action to Stop Pollution
 - Greenwich Liberal Democrats

- the University of East London
- CTC
- the London Cycling Campaign
- Sustrans

6.16. Most of those opposing the Silvertown Tunnel raised concerns over the traffic impacts of the proposal (see below). Some indicated concern over air quality and/or noise impacts.

Comments on the traffic impacts of the Silvertown Tunnel

6.17. While many stakeholders supported the Silvertown Tunnel proposal as a means of addressing traffic issues at Blackwall Tunnel, many stakeholders also made comments about the potential traffic impacts of the Silvertown Tunnel:

- LB Barking & Dagenham
- LB Islington
- LB Lewisham
- LB Newham
- RB Greenwich
- LB Tower Hamlets
- Darren Johnson AM
- Jenny Jones AM
- John Biggs AM
- Greenwich Peninsula Regeneration Ltd
- London City Airport
- the London Chamber of Commerce and Industry
- the South East London Chamber of Commerce
- the London Forum of Amenity and Civic Societies
- the Charlton Society
- the Westcombe Society
- Friends of the Earth
- Greenwich Action to Stop Pollution
- Newham Friends of the Earth
- the Olympic Park Legacy Company
- Greenwich Liberal Democrats
- Morden College
- the University of East London
- the Campaign for Better Transport
- the Chartered Institution of Highways and Transportation
- the Freight Transport Association
- the London Cycling Campaign
- London TravelWatch
- the RAC Foundation
- Sustrans

6.18. Those who commented on the traffic impacts of the Silvertown Tunnel often drew attention to the scheme's potential to lead to increased traffic, noise and/or air pollution levels, the need to mitigate potential adverse traffic impacts, the need for care in integrating the Silvertown Tunnel into the surrounding road network, the risk that additional traffic could overload shared approach roads on the south side, and/or the need to upgrade the Canning Town junction and the link between Tunnel Avenue and the A102. Some suggested that implementing a fixed link at Gallions Reach would alleviate concerns over traffic impacts from Silvertown Tunnel. Others suggested that tolling would be necessary to mitigate potential traffic impacts.

Support for the Gallions Ferry

6.19. The following stakeholders made comments in support of the proposed Gallions Ferry:

- LB Bexley
- RB Kingston upon Thames
- John Biggs AM
- Len Duvall AM
- Cllr Patricia Holland (Newham)
- AEG (O2 Arena)
- London City Airport
- Tilfen Land

- the London Chamber of Commerce and Industry
- London First
- the South East London Chamber of Commerce
- the Westcombe Society
- Bexley College NB Merged post response into online
- the Chartered Institution of Highways and Transportation
- CTC
- the RAC Foundation

6.20. Stakeholders making positive comments drew attention to the potential of the new ferry to alleviate traffic impacts associated with the current operations at Woolwich, the new ferry's ability to carry more traffic than the Woolwich Ferry, improved connectivity between the A2 and the M11, and the greater degree of reliability that a new ferry would be able to provide.

Opposition to the Gallions Ferry

6.21. Comments in opposition to the proposed Gallions Ferry tended to fall into two distinct categories. On the one hand, LB Newham; RB Greenwich; Gallions Point Residents Association; and the Freight Transport Association considered that a fixed link crossing should be implemented instead of the Gallions Ferry.

6.22. On the other hand, Friends of the Earth; Cllr John Davey of Bexley; Greenwich Action to Stop Pollution; Newham Friends of the Earth; Campaign for Better Transport; and Sustrans opposed the Gallions Ferry citing potential traffic, environmental and noise impacts, and in some cases raising concerns that it was a precursor to a fixed link which they viewed as more problematic still. National Grid Property Holdings Ltd opposed the scheme on the basis that it would hinder development at the location, and questioned the scheme's desirability.

6.23. Other points raised in relation to the proposal included concerns over the potential replacement of a service which is currently free of charge to users with a charged alternative.

Suggestions for a possible fixed link at Gallions Reach

6.24. The following stakeholders made comments suggesting that a tunnel or bridge should be implemented at Gallions Reach:

- RB Greenwich
- LB Newham
- LB Barking & Dagenham
- John Biggs AM
- Len Duvall AM
- Cllr Patricia Holland (Newham)
- Cllr Peter Brooks (Greenwich)
- London City Airport
- Tilfen Land
- the London Chamber of Commerce and Industry
- London First
- the Gallions Point Residents Association
- Nick Raynsford MP
- the University of East London
- the Association of British Drivers
- the East and South East London Transport Partnership
- the Freight Transport Association
- the RAC Foundation

6.25. Many of those making comments in support of a fixed link at Gallions Reach saw it as an alternative or evolution of the Gallions Ferry, while some saw it as an alternative or complement to the Silvertown Tunnel.

- 6.26. Supporters argued that a fixed link would have a greater impact on regeneration than a ferry, and would also more effectively facilitate improved cross-river travel (including public transport services), provide a more reliable service, and mitigate the traffic increases at Blackwall associated with the Silvertown Tunnel.
- 6.27. Some suggested it would close the ‘gap’ between Tower Bridge and Dartford, obviate the need for northbound traffic to drive to North Greenwich, and could allow heavy traffic to be re-routed away from the Royal Docks.
- 6.28. Some saw a fixed link at Gallions Reach as a longer-term solution, while others considered it should be progressed instead of the ferry. Some suggested it could obviate the need for a Silvertown Tunnel.

Comments on the possible closure of the Woolwich Ferry

- 6.29. The following stakeholders made comments opposing the possible closure of the Woolwich Ferry:
- RB Greenwich
 - John Biggs AM
 - Len Duvall AM
 - the South East London Chamber of Commerce
 - the Charlton Society
 - David Evennett MP
 - the London Cycling Campaign
 - London TravelWatch
 - the RAC Foundation
- 6.30. Those making comments opposed to the closure of the Woolwich Ferry tended to highlight its importance as a local link for pedestrians, cyclists, cars and vehicles which are not permitted to use the Blackwall Tunnel. Many saw it as a useful complement to additional capacity at Silvertown Tunnel and/or Gallions Reach.

Comments about the information provided for the consultation

- 6.31. Many stakeholders felt that the level of detail provided for this consultation was insufficient for them to give a fully-informed response. The following stakeholders explicitly made this point or called for more information to be made available:
- LB Barking & Dagenham
 - the City of London
 - LB Havering
 - LB Islington
 - LB Newham
 - RB Greenwich
 - LB Tower Hamlets
 - Darren Johnson AM
 - Jenny Jones AM
 - John Biggs AM
 - Len Duvall AM
 - London Assembly Liberal Democrat group, Caroline Pidgeon
 - AEG
 - the Institute of Civil Engineers
 - Quintain Estates and Development
 - London First
 - the South East London Chamber of Commerce
 - National Grid Property Holdings (Savills (L&P) Ltd. on behalf of)
 - English Heritage
 - Friends of the Earth
 - Greenwich Action to Stop Pollution
 - Newham Friends of the Earth
 - Morden College
 - University of East London
 - Campaign for Better Transport
 - CTC
 - RAC Foundation
 - Sustrans

- 6.32. A key issue here was information on how these proposals would be funded: the London Boroughs of Barking & Dagenham, Havering, Newham, the Royal Borough of Greenwich, Darren Johnson AM, Caroline Pidgeon AM, AEG and London First all called for more information on this point. Some respondents stated that the potential use of tolling should be made explicit. These included LB Newham, RB Greenwich, Caroline Pidgeon AM, Darren Johnson AM, Jenny Jones AM, John Biggs AM, London First, South East London Chamber of Commerce, and the RAC Foundation. While these respondents all commented that they would like more information about any intention to toll, their further remarks about whether or not tolling should apply, varied widely.
- 6.33. Several stakeholders said that they would like more information on the traffic modelling which underpins the proposals, or indicated that this should be undertaken in detail soon (City of London, the London Boroughs of Havering, Islington and Newham). The Campaign for Better Transport specifically asked for information about the capacity of the proposals to relieve congestion. Sustrans was concerned that the proposed package did not include public transport options.
- 6.34. Friends of the Earth (and its Newham group), Greenwich Action to Stop Pollution and CTC all said that the consultation period was too short.
- 6.35. Many stakeholders, while noting that their current response was limited by the information available in this consultation, stated that they would be pleased to provide a more detailed response once more detail was available. For example, English Heritage stated that it would need further information on various aspects related to heritage, townscape and other matters but that it would continue to work with TfL on this.

Comments made about tolling

- 6.36. The following stakeholders stated that more should be said with regard to tolling as a means to fund the proposals:
- RB Greenwich
 - LB Barking & Dagenham
 - John Biggs AM
 - Len Duvall AM
 - London Assembly Liberal Democrat group, Caroline Pidgeon
 - AEG
 - London City Airport
 - London First
 - the London Forum of Amenity and Civic Societies
 - the Charlton Society
 - the Westcombe Society
 - Friends of the Earth
 - the Institute of Sustainability
 - London TravelWatch
 - RAC Foundation
- 6.37. Many of these were supportive of tolling in one form or another. AEG supported peak-hour tolling (while raising concerns over the impact off-peak tolls on their customers) and the Institute of Sustainability said that it could be used to incentivise lower-emission vehicles. London TravelWatch saw tolling as a potential means of managing private vehicle demand and ensuring a good service for public transport users. The London Forum of Amenity and Civic Societies supported it as a means to control air pollution emissions from traffic. John Biggs AM supported tolling for HGVs but not local traffic and Len Duvall AM said it should be used to encourage local traffic to use the Silvertown Tunnel and concentrate local traffic at the Blackwall Tunnel.

6.38. Several stakeholders made reference to the potential for additional crossings to release suppressed demand and so generate more traffic. London City Airport supported tolling both Silvertown and Blackwall Tunnels in order to slow traffic growth and ease congestion. The RAC Foundation was in favour of tolling all the components of the proposed package in order to 'lock in' the benefits of the additional capacity created. London First commented that while it supported tolling, this must be in the context of an overall road charging policy for London.

7. Summaries of borough responses

- 7.1. This chapter contains a summary of responses received from boroughs. Note that some boroughs' responses were submitted as officer responses. Where this is the case these are indicated below.

Royal Borough of Greenwich

- 7.2. The Royal Borough of Greenwich agrees there is a need for more river crossings, and strongly supports the Silvertown Tunnel. However, it is concerned at the time taken to develop a river crossings strategy post-TGB. The Royal Borough does not support the replacement of the Woolwich Ferry with the Gallions Ferry and is also unhappy that there is no reference to a fixed link at Gallions Reach in the future, seeing the commencement of planning of such a scheme as being key both to the development of the borough and the Thames Gateway in line with the London Plan and to the achievement of 'convergence'. The Royal Borough considers the consultation provided insufficient information, and fails to address key issues such as timeframes, cost estimates, and funding sources – urging that the consultation should open debate on tolling and charging to provide funding and manage traffic. It supports a package of fixed crossings at Silvertown and Gallions Reach, which it considers should be developed in tandem to avoid excess traffic at either location.

London Borough of Newham

- 7.3. The London Borough of Newham supports additional crossings but is concerned that the existing proposal does not deliver these in a configuration which best supports economic growth in east London. In particular, it states that the package is unacceptable without a fixed link at Gallions Reach, noting that as well as providing the impetus for growth, a fixed link would entail the provision of bus services. The borough suggests that the Mayor should consider delegating his powers to progress a fixed link scheme to a local authority or consortium of stakeholders. Newham's support for Silvertown Tunnel is conditional on traffic management and a commitment to a fixed link at Gallions Reach. Its previous support for a Gallions Ferry scheme was based on the assumption that it would be a quick, cheap, interim measure. It calls for further information with regard to funding sources and costs of the proposals, timescales, modelling of the impacts on the road network and how this could be mitigated. It does not support a ferry access link via Armada Way.

London Borough of Bexley

- 7.4. The London Borough of Bexley welcomes the proposals and is supportive of the Silvertown Tunnel and the replacement of the Woolwich Ferry with a new, higher-capacity ferry. It is keen that a variety of funding sources are considered but their potential effect on local development and CIL-raising should be borne in mind.

London Borough of Tower Hamlets (officer response)

- 7.5. The London Borough of Tower Hamlets states that it is not convinced of the need for a new Thames crossing at Silvertown and that this proposal will increase traffic congestion and air pollutant emissions and adversely affect bus services locally. Further consideration of the new tunnel should include a multi-modal double-deck option which

provides a DLR link between Silvertown and southeast London as well as possible walking and cycling routes. It calls for more information on traffic modelling, costs and delivery timescales associated with the proposals.

London Borough of Barking & Dagenham

- 7.6. The London Borough of Barking & Dagenham is supportive in principle of new river crossings, as this would enhance the development potential of the area by helping to relieve traffic congestion and improve connectivity. However it does not favour the current proposals and maintains that a Thames Gateway Bridge would be preferable to the Silvertown Tunnel, but would prioritise improvements to Renwick Road junction and a DLR extension in the borough. It argues that the Silvertown tunnel option would have an adverse traffic impact on local roads, especially the junction of Silvertown Way and the A13, and that the Gallions Reach ferry is an inferior solution that could prejudice the implementation of a more permanent/fixed link. It calls for more detailed information about the likely impact of new crossings on the local highway network and how new crossings would be integrated with enhanced public transport provision. In addition, it states there is a need for more information on the delivery timescales and proposed funding for the proposals; in particular on the potential tolling of new or existing crossings, since this will affect traffic flows and congestion locally.

London Borough of Redbridge (officer response)

- 7.7. The London Borough of Redbridge supports the package in principle but states that further information about highway modelling is required to inform its full response; it also calls for consideration of provision for pedestrians, cyclists and public transport users.

London Borough of Brent

- 7.8. The London Borough of Brent supports the Silvertown Tunnel and the replacement of the Woolwich Ferry with the Gallions Ferry. It states that any new road tunnel proposal should include public transport measures.

London Borough of Havering (officer response)

- 7.9. The London Borough of Havering is in principle supportive of new river crossings and is keen that they reduce congestion on local roads including the A13. However it notes that there is little detail on the feasibility, impacts and funding of the proposals at this stage and cautions that these proposals must not supersede other strategically important infrastructure required to support the regeneration of London Riverside; further phases of East London Transit, a new station at Beam Park and potential further extension of DLR remain priorities for the borough.

City of London

- 7.10. The City of London is supportive of further investigation of potential new crossings and notes that as the owner and manager of Tower Bridge it is aware of the problems caused by the limited number of crossings available. It states that further detail about the proposals, including modelling of the impact of proposed new crossings on the highway network, a cost-benefit analysis and consideration of other options is required in order

for it to formulate full response and that it looks forward to working with TfL on this matter.

London Borough of Lambeth

- 7.11. Lambeth Council supports the view that the improvement of river crossings is essential element for regeneration and considers that improving access will lead to economic benefits. It states that growth in jobs and population in the VNEB area will increase demand for cross-river travel which must be catered for to ensure maximum economic benefits and the viability of future schemes. The council also supports a proposal for a dedicated pedestrian and cycle crossing between Vauxhall/Nine Elms and Pimlico, to supplement the Vauxhall Bridge which is better set up for highway traffic but carries more pedestrians and cyclists at peak times, and to provide a more pleasant, safer and more efficient means of crossing the river.

London Borough of Islington (officer response)

- 7.12. The London Borough of Islington is not supportive of the proposals and in particular states that other options must be considered before the construction of a new road tunnel as is proposed at Silvertown. It is concerned that this proposal will not benefit public transport users, cyclists and pedestrians and calls for a re-consideration of other means to address congestion and capacity issues in east and southeast London.

London Borough of Lewisham

- 7.13. The London Borough of Lewisham agrees that there is a need to provide further crossings but is concerned that the Silvertown Tunnel is too close to the Blackwall Tunnel and may serve to increase congestion while not providing additional connectivity to the wider area. It asks to see the modelling behind the proposals and advocates a crossing further east. It would be concerned if the new ferry were to replace the free service at Woolwich with a charged service.

London Borough of Southwark

- 7.14. The London Borough of Southwark is interested to know more about the potential impact of the proposals on the Rotherhithe Tunnel and its local road network and hopes that additional crossings can alleviate associated traffic congestion problems here. It also calls for a consideration of more walking and cycling options for crossing the river, for example a bridge connecting the Isle of Dogs and the Rotherhithe peninsula.

Royal Borough of Kingston upon Thames

- 7.15. The Royal Borough of Kingston upon Thames supports the Silvertown Tunnel and Gallions Ferry, which it considers will improve connectivity and enhance transport infrastructure, with the potential for positive benefits for the outer London economy. It wishes to see further schemes benefiting outer London. The borough asks the Mayor to investigate improvements to transport services between Kingston (which is a significant trip attractor with a vibrant town centre and an expanding university and college), and surrounding boroughs (in particular Sutton and Croydon), areas in Surrey, and central London (Waterloo Station).

Annex 1: Consultation information

River Crossings

Overview

We would like your views on a package of proposed new Thames crossings in east and southeast London, which includes:

- **Gallions Reach Ferry.** A new vehicle ferry at Gallions Reach which could replace the Woolwich Ferry;
- **Silvertown Tunnel.** A new road tunnel at Silvertown

Improving cross-river connections

East and southeast London will be the focus for half of all the Capital's population and employment growth over the next twenty years. Ensuring that vehicles can easily cross the Thames will be important in achieving this growth. The existing vehicle crossings – the Blackwall Tunnel, Rotherhithe Tunnel and the Woolwich Ferry – are already under strain. We need to put in place more ways to cross the river so that both people and goods traffic can move efficiently now and in the future.

Public transport improvements

Much has already been done to improve public transport in this area with more on the way. The London Overground, DLR extensions and upgraded Jubilee line have all made it easier to get across the river by public transport. By 2018, Crossrail will provide another connection and the Emirates Air Line cable car crossing for pedestrians and cyclists is due to open in summer 2012. But we also need to provide crossings for the commercial traffic – lorries, vans and cars – that are important for businesses, goods delivery and servicing. In recent years, investment in the road network has not kept up with increasing demand. The chart overleaf is an overview of public transport and highway crossings in this part of London without the proposed new ferry and tunnel.

Existing crossings under strain

At the moment, the number of routes available to vehicles is limited. There is a width restriction at the Rotherhithe Tunnel and a height restriction at the Blackwall Tunnel. These can lead to tunnel closures and delays for all vehicles. The Woolwich Ferry is ageing and may not be in the best location for current and future needs. Since the number of crossings here is so limited, any incidents or closures mean that people need to make long diversions in order to find an alternative. This lack of resilience and choice leads to further delay and congestion for drivers – at the Blackwall Tunnel this is on average 20 minutes per vehicle in the morning peak. For businesses, it is an additional cost and can discourage investment. Without action now, these problems will only get worse. The Mayor's Transport Strategy sets out a commitment to take forward a package of new river crossings for east and southeast London:

The proposed package of improvements

- **Emirates Air Line.** A new cable car connection between the Royal Docks and North

Greenwich. It is a fully accessible link for pedestrians and cyclists currently being constructed and due to be open by summer 2012;

- **Gallions Reach Ferry.** A new vehicle ferry at Gallions Reach between Beckton and Thamesmead. This would improve connectivity and could replace the Woolwich Ferry;
- **Silvertown Tunnel.** A new road tunnel between Silvertown and north Greenwich. This would relieve congestion at the Blackwall Tunnel by providing an alternative route between the Royal Docks, Isle of Dogs, Lower Lea Valley and Greenwich Peninsula. Subject to securing the appropriate planning permissions and funding for these proposals, the ferry could be in place in 2017, and the road tunnel in 2021.

Map showing the proposals

Silvertown Tunnel

A new road tunnel here would add more capacity to the road network and offer an alternative to the Blackwall Tunnel. It would also be designed to accommodate tall vehicles, which the Blackwall Tunnel cannot. This would reduce the peak period delays at the existing tunnel and reduce congestion. It would help to realise the potential of the surrounding development areas like the Royal Docks and Greenwich Peninsula (some 13,000 new jobs and 24,500 new homes). We would carefully manage the traffic and air quality impacts of any crossing locally. The earliest a new road tunnel at Silvertown could be opened is 2021, provided that the necessary consents and funding are available.

Gallions Reach ferry

The ferry and piers at Woolwich will be fifty years old next year. While recent investment means it can continue in the short-term, in the longer term we need new boats and piers. At the same time we can consider where best to locate a new ferry crossing. Options need to take account of where the growth and demand will happen, help relieve existing congestion and be well-integrated with the road network.

A new vehicle ferry crossing at Gallions Reach would improve connectivity for vehicles wishing to cross the Thames between Thamesmead and Beckton and provide an alternative route into the Royal Docks from the south east. It would be purpose-built to modern standards and be able to carry more vehicles per boat than the existing Woolwich ferry. Its location would provide a more direct route for most traffic, with better queuing facilities and would also help to relieve congestion in Woolwich town centre. It could be delivered by 2017 subject to securing the appropriate consents and funding.

Paying for the proposals

In the Chancellor's Autumn Statement of 2011, the Government indicated its support for new transport infrastructure in London.

The proposed crossings are major schemes and although they would bring significant benefits, they are costly to build and funding beyond our existing business plan would be required. A range of funding options is being considered.

Have your say

We would like your views on the proposed package of river crossings and how these might be delivered. This initial consultation is the start of a process which would include further public consultation with local meetings and events later in 2012. Further information will be provided on impacts of the schemes, potential funding streams and the engineering and design aspects as the proposals are developed.

At this stage we welcome your initial views on the proposed package and the importance of this issue.

To have your say, please answer our online questionnaire, send comments by email to rivercrossings@tfl.gov.uk, or write to us using our pre-paid postal address: River Crossings Consultation, RSAK-YAYS-ACKX, Transport for London, Consultation Delivery, 11th floor Palestra, 197 Blackfriars Road, London, SE1 8NJ.

Please let us have your views by midnight on 5 March 2012.

We will update you on the results of this consultation later in the year.

Annex 2: The consultation questionnaire

Thematic questions

1. To what extent do you agree that it can be difficult to cross the river in east/south London?
(Strongly Agree/Agree/Neither/Disagree/Strongly Disagree/don't know)
2. To what extent do you agree that there is a need for more river crossings in east/south east London ?
(Strongly Agree/Agree/Neither/Disagree/Strongly Disagree/don't know)
3. How often do you need to cross the river in the east/south east?
(Often/sometimes/rarely/never/ not applicable/ don't know)
4. How often do you experience problems crossing the river in the east/south east?
(Often/sometimes/rarely/never/ not applicable/don't know)
5. If you do experience problems, how far do you believe the proposed package will help to address these?
(it will make a big difference/it will make some difference/it won't make a difference/not applicable)
6. If you do not think it will make a difference, what else could be done to improve river crossings?
(text box)
7. To what extent do you support the proposal to build a new road tunnel between Silvertown and the Greenwich peninsula?
(Strongly Support/Support/Neither/Do not support/Strongly do not support/don't know)
8. To what extent do you support the proposal to replace the Woolwich ferry with a new, purpose-built ferry at Gallions Reach?
(Strongly Support/Support/Neither/Do not support/Strongly do not support/don't know)
9. Do you have any other comments?
(Text box)

Demographic questions

1. In what capacity are you responding to this consultation?
(as an individual/as a representative of a business / as a representative of a community./voluntary organisation)
2. What is the first part of your home postcode (4 boxes). Work postcode (4 boxes)
3. Are you? (Male/female)

4. What is your age group ? (under 16/ 16-24/ 25-44 / 45-64/ 65-74/ 75+)
5. Do you have mental or physical disability that limits your daily activities or the work you can do, including any issues due to your age (Y/N)
6. What is your ethnic background (text box) OR (Asian/Asian British; White; Chinese; Mixed ethnic background; Black/Black British; Other ethnic group)