

Appendix 2: Proposed response to TfL

TfL Consultation questionnaire:

Tell us about your current experiences of crossing the river

Q1 How often do you need to cross the river in East and South East London by road?

- i. Residents of the Royal Borough have a need to cross the river frequently and regularly to access employment opportunities in the wider sub-region.
- ii. Similarly businesses in the Royal Borough and the wider sub-region need to move goods across the river, frequently and regularly, as part of essential business activity that supports the wider economy and provides employment opportunities and growth.

Q2 If you do cross the river, what is your main purpose for doing so?

- i. Residents of the Royal Borough primarily need to cross the river for employment that in turn supports business activity. Businesses in the Royal Borough and the wider sub-region need to cross the river to move goods which in turn supports the growth and prosperity of the wider economy.
- ii. As a local authority, the Royal Borough needs to have the opportunity to work with riparian Borough and public sector partners within those Boroughs to develop and commission and/or provide shared services. This would necessitate the movement of goods across the river.

Tell us your views on the proposals

Q3 To what extent would you support or oppose the option of a new road tunnel between Silvertown and the Greenwich Peninsula?

- Strongly support* *Support* *Neither support nor oppose*
 Oppose *Strongly oppose*

- i. The Royal Borough strongly supports the option of the new Silvertown Tunnel together with a fixed link crossing at Gallions Reach.

- ii. There have been significant improvements in infrastructure and services (Jubilee line extension, DLR extensions, the cable car, river services and Crossrail) to facilitate non-vehicular journeys across the River Thames.
- iii. However an adequate package of new vehicular river crossings is required to support the essential growth and development of east and south east London.
- iv. The current arrangements are a barrier to growth within the Royal Borough and the sub-region which in turn is restricting the employment opportunities of new and existing residents.
- v. The Blackwall Tunnel is operating at, or near to, capacity for long periods of the day, and journey times are unreliable because of the effect of congestion in the peak periods and unplanned closures. There are concerns about air quality on and in the vicinity of the tunnel approaches, particularly in connection with stationary queuing traffic, which TfL should look to address.
- vi. There is a need to recognise that the recent census figures substantiate the growth in population that is taking place in Newham (70,000 in 10 years) and the Royal Borough (40,000 in 10 years). Further substantial future growth is expected and will be focused on Greenwich Peninsula, Charlton Riverside, Woolwich, Thamesmead and the Royal Docks.
- vii. That growth and development is being hindered, and will continue to be hindered, by the lack of an adequate package of river crossings in east and south east London. The Royal Borough therefore supports the construction of a new tunnel at Silvertown and a fixed link crossing at Gallions Reach to facilitate necessary growth and development.
- viii. The Royal Borough believes that every opportunity should be taken to integrate public transport within any new crossings. An analysis of the opportunity to incorporate provision for a DLR extension to the south of the Royal Borough within the Silvertown Tunnel would be welcomed - alongside an analysis of the prospect of creating a circular public transport arrangement that could connect Thamesmead, Beckton, the UEL campus, City Airport, ExCel, the O2, Ravensbourne College and North Greenwich station, Charlton Riverside, Woolwich Central and the new Crossrail stations utilising new crossing at Silvertown and Gallions Reach.

- ix. The Royal Borough notes that a lack of resilience at Blackwall tunnel and suitable alternative cross river routes for vehicles means that in the case of a protracted closure there is quickly gridlock in the local, and then sub regional areas. Without any further investment it is expected that this will lead to an increase in congestion and delays on this already unreliable link. TfL's traffic forecasts (LTS) suggest that levels of congestion will increase most in the east sub-region.
- x. Local businesses in the area rate transport as a significantly greater problem than businesses elsewhere in London. Businesses in every local borough rate transport in and out of London as a significant problem in higher numbers than the London average. The new crossings at Silvertown and Gallions Reach are needed to address this.
- xi. Businesses, residents and private sector partners support the provision of an adequate package of suitable river crossings to support growth and development in east and south east London. Appended to this response are examples of responses from businesses and organisations that have views aligned with those expressed in this response in relation to a new Silvertown crossing.
- xii. The Royal Borough notes that, as part of any approvals process following consideration of responses to this consultation, TfL will undertake detailed economic, environmental and traffic impact assessments.
- xiii. The Council accepts that tolling on users of the new crossings is likely to be necessary to manage demand and to finance construction.
- xiv. It is essential that an effective regime is developed to operate on all vehicular crossings between and including Blackwall and Dartford. The regime must be set at a level that encourages local and sub-regional movement whilst ensuring it does not encourage modal switch from public transport. Tolling must be implemented across the sub-region in a way that ensures longer distance movements that have neither their origin nor destination in the sub-region are discouraged from using crossings other than those on the motorway network.
- xv. It is essential that any tolling regime introduced is designed such that the World Heritage Site at Greenwich is not detrimentally affected by a potential shift of vehicle movements westwards to the nearest "free" crossings at Rotherhithe and Tower Bridge.

- xvi. Additionally the Royal Borough would also wish to see the introduction of appropriate local traffic mitigation measures to safeguard the World Heritage Site and other residential areas in the proximity of the proposed Silvertown tunnel.
- xvii. The Council will welcome discussions on the possibility of local exemptions from tolling.

Q4. *To what extent would you support or oppose the option of a new ferry at Woolwich to replace the existing service?*

- Strongly support*
 Support
 Neither support nor oppose
 Oppose
 Strongly oppose

- i. The Royal Borough strongly opposes this option.
- ii. Even together with a new tunnel at Silvertown, a new ferry at Woolwich would not provide sufficient capacity to adequately support the necessary growth and regeneration of the sub region.
- iii. The priority should be to provide an adequate and suitable package of crossings that includes two new fixed links at Silvertown and Gallions Reach.
- iv. The Council believes that decisions relating to the Woolwich ferry should be shelved until the new fixed link crossings at Silvertown and Gallions Reach are operational.

Q5. *To what extent would you support or oppose the option of constructing a new ferry at Gallions Reach by 2017?*

- Strongly support*
 Support
 Neither support nor oppose
 Oppose
 Strongly oppose

- i. Royal Greenwich strongly opposes this option.
- ii. There is a need to recognise that the recent census figures substantiate the growth in population that is taking place in Newham (70,000 in 10 years) and the Royal Borough (40,000 in 10 years). Further substantial future growth is expected and will be focused on Greenwich Peninsula, Charlton Riverside, Woolwich, Thamesmead and the Royal Docks.

- iii. That economic growth and development is being hindered, and will continue to be hindered, by the lack of an adequate package of river crossings in east and south east London.
- iv. Even together with a new tunnel at Silvertown, the construction of a new ferry at Gallions Reach will not give the long term solution required for connectivity in east and south east London. It would diminish the economic viability of the sub-region and delay the construction of a fixed crossing at Gallions Reach. In particular, it would not facilitate the development of the Royal Docks that is a Mayoral priority.
- v. The value for money offered by a ferry is far inferior to that of a fixed link. It is unlikely that any tolling regime would independently finance the scheme and hypothecated income for the other crossings would be most likely required to underwrite the project.
- vi. Any ferry would be limited in its hours of operation, susceptible to mechanical failure and subject to cancellation in bad weather and delay to allow the free passage of river traffic. Its' capacity would be limited, especially by comparison with that provided by a fixed link, and once implemented there would be no opportunity to significantly increase capacity to meet any additional future demand.
- vii. The construction of a ferry at Gallions Reach would be a short sighted approach that would fail to meet the needs of the sub-region.
- viii. For the reasons stated above the Royal Borough is opposed to the construction of a new ferry at Gallions Reach and is arguing for the construction of a new bridge at that location.

Q6. To what extent would you support or oppose the option of constructing a new bridge or tunnel at Gallions Reach by around 2031, if a ferry does not adequately address the area's needs?

- Strongly support*
 Support
 Neither support nor oppose
 Oppose
 Strongly oppose

- i. The Royal Borough strongly supports the construction of a fixed link at Gallions Reach at the earliest possible date and strongly opposes the delay caused by a 'staged approach'.

- ii. The Royal Borough is of the view that a new bridge at Gallions Reach, alongside a new tunnel at Silvertown, is essential to support the essential development and growth of east and south-east London.
- iii. A ferry would be unable to support necessary growth and development and lock in the benefits of regeneration that would be offered by constructing a bridge at the earliest opportunity.
- iv. The Royal Borough does not accept that a new fixed crossing at Gallions Reach could not be constructed before 2031.
- v. If TfL is unable to deliver a fixed crossing sooner than 2031 the Mayor should use the powers provided by the GLA Act 1999 (as amended by the GLA Act 2007) to delegate authority to the Royal Borough of Greenwich and Newham Council so as to facilitate that.

Q7 To what extent would you support or oppose the option of constructing a new bridge or tunnel at Gallions Reach, which could not be delivered before 2021, instead of a ferry?

- Strongly support*
 Support
 Neither support nor oppose
 Oppose
 Strongly oppose

- i. The Royal Borough strongly supports the construction of a new bridge at Gallions Reach.
- ii. In order to unlock the growth and regeneration required in the sub-region a (local) fixed link at Gallions, alongside a new tunnel at Silvertown, is the only sensible option. This is the long-term solution required to provide a resilient road network for east and south east London.
- iii. There is a need to recognise that the recent census figures substantiate the growth in population that is taking place in Newham (70,000 in 10 years) and the Royal Borough (40,000 in 10 years). Further substantial future growth is expected and will be focused on Greenwich Peninsula, Charlton Riverside, Woolwich, Thamesmead and the Royal Docks.
- iv. That economic growth and development is being hindered, and will continue to be hindered, by the lack of an adequate package of river crossings in east and south east London.

- v. The fragility of the existing crossing infrastructure and its vulnerability to disruption and closure, mean that the eastern half of London is regularly subject to significant traffic delays, high levels of congestion and poor air quality. This risk will increase and problems are likely to grow both in severity and impact without appropriate infrastructure investment.
- vi. An analysis of the opportunity to incorporate provision for public transport in the new crossing would be appropriate. An analysis of the opportunity to incorporate provision for a DLR extension - alongside an analysis of the prospect of creating a circular public transport arrangement that could connect Thamesmead, Beckton, the UEL campus, City Airport, ExCel, the O2, Ravensbourne College and North Greenwich station, Charlton Riverside, Woolwich Central and the new Crossrail stations utilising new crossing at Silvertown and Gallions Reach would be welcome.
- vii. The Royal Borough is concerned that a new fixed crossing at Gallions Reach should be constructed at the earliest possible opportunity.
- viii. The Royal Borough does not accept that a new fixed crossing at Gallions Reach could not be constructed before 2021.
- ix. If TfL is unable to deliver a fixed crossing sooner than 2021 the Mayor should use the powers provided by the GLA Act 1999 (as amended by the GLA Act 2007) to delegate authority to the Royal Borough of Greenwich and Newham Council so as to facilitate that.

Q8 These crossings could bring significant benefits for the East and South East of London but are currently unfunded. In order to pay for the proposed river crossings and manage traffic, we are proposing a toll for the new crossings and also the Blackwall Tunnel. To what extent would you support or oppose this?

- Strongly support*
 Support
 Neither support nor oppose
 Oppose
 Strongly oppose

- i. The Royal Borough accepts that tolling is required to manage demand on any new river crossings.
- ii. The Royal Borough also accepts that the income generated by tolling is likely to be necessary to finance a package of suitable and adequate crossings.

- iii. It is essential that an effective tolling regime is developed to operate across all vehicular crossings between and including the Blackwall and Dartford crossings.
- iv. Tolls must be set at a level that encourages local and sub-regional movement (and essential development and growth) whilst ensuring it does not encourage modal switch from public transport. Tolling must be implemented across the sub-region in a way that ensures longer distance movements that have neither their origin nor destination in the sub-region are discouraged from using crossings other than those on the motorway network.
- v. The Council would welcome discussions on localised exemptions to tolling.
- vi. The Royal Borough would also wish to see the introduction of local mitigation so as to safeguard the World Heritage Site and residential areas by effectively managing the potential shift of vehicle movement west to the nearest 'free' crossings at Rotherhithe and Tower Bridge

Q9. Please use this space to give us any further comments on the options we have described. Please relate your comments to specific aspects of the proposals

- i. A package of crossings, including a fixed link at Gallions Reach, is the only solution to manage the growth and development of the Thames Gateway and the drive towards achieving convergence.
- ii. There is a need to understand that the traditional radial movement of people and goods is changing in east and south east London and that there is an existing and increasing need, if growth and development is not to be compromised, for direct north-south links across the River Thames.
- iii. Improvements in public transport infrastructure and services and for cyclists and pedestrians have been made but the lack of an adequate package of vehicular crossings in hampering business and trade across the river.
- iv. There is a need to recognise that the recent census figures substantiate the growth in population that is taking place in Newham (70,000 in 10 years) and the Royal Borough (40,000 in 10 years). Further substantial future growth is expected and will be focused on Kidbrooke, Greenwich

Peninsula, Charlton Riverside, Woolwich, Thamesmead and the Royal Docks.

- v. The lack of resilience in current arrangements is a significant issue. Drivers are currently heavily dependent on the congested Blackwall and Rotherhithe tunnels, each of which have restrictions on the size of vehicle that can use them, and the Woolwich Ferry. Beyond London, the Dartford crossing, forming part of the M25 orbital motorway, also regularly operates at, or close to, capacity. There is little resilience in the event of an incident at one of these crossings, and local businesses, particularly in south east London, suffer from this unreliability. There are numerous examples of existing businesses, such as the O2, on the Greenwich Peninsula that have been significantly negatively impacted by the absence of resilience.
- vi. Additionally and routinely vehicles that are restricted from using certain crossings may need to take very lengthy diversionary routes, possibly on inappropriate roads, in order to cross the Thames.
- vii. As part of raising awareness of the TfL Consultation the Royal Borough has conducted a 'Bridge the Gap' Campaign. The importance of the issue locally has resulted in over 1,200 responses by email and post card with pledges to complete the TfL consultation. In addition, many local businesses and private sector organisations have expressed support for a package of crossing improvements.
- viii. A key theme both of the London Plan and of the Mayor's Transport Strategy is that the planning of transport services (and the physical infrastructure they require) will need to be carefully co-ordinated with the growth and development envisaged by the GLA.
- ix. Royal Borough of Greenwich's Draft Core Strategy states in Policy IM3:

The Council will 'advocate and work in partnership with relevant agencies to deliver a new package of Thames river crossings in east London, including the continued safeguarding of the Silvertown Link Tunnel and the Gallions Reach crossing'
- x. The Royal Borough's Local (Transport) Implementation Plan was approved in October 2011. It states that one of the Royal Borough's priorities is to 'continue to promote and support a package of Thames River Crossings (including the development of a fixed crossing at

Gallions Reach) ... to improve access to key employment areas and address severance in the east of the Borough’.

- xi. The Royal Borough of Greenwich UDP was published in 2006. It is supportive of river crossings including ‘*a bridge between Barking and Thamesmead... and a third Blackwall crossing between North Greenwich and Silvertown. Should this crossing proceed the Council will require a tunnel, not a bridge*’ (Paragraph 7.33).
- xii. In the Government's view London's continued growth is seen as critical to the future prosperity of the greater South East and the United Kingdom as a whole. The growth and regeneration of the Thames Gateway, is a primary contributor to this.
- xiii. The London Plan states: ‘*Making sure Londoners can get better access to the jobs in their city will be a key priority at a time when population is likely to grow, but the economy’s growth may be less robust*’ (Para 1.28). River crossing capacity will be crucial to achieving the levels of development envisaged.
- xiv. Some boroughs in the east sub-region, in particular those south of the river and in outer east London (LBs Lewisham, Greenwich, Barking & Dagenham, Havering) are expected to experience significantly greater growth in population than employment over the next twenty years (to 2031).
- xv. The 2011 census shows that the 2011 London population is already around 180,000 people, or 2%, higher than had been forecast by the GLA for this time (RBG and Newham are both 4% higher). TfL's modelling forecast to 2031 is currently based on the lower figures. RBG and LBN showed population increases of 27.6% and 22.1% respectively in the original figures (the revised figures following the 2011 Census show an additional 4% growth for each of these boroughs on the base figure). Conversely RBGs employment growth is only 8.8% (the only lower ones in the sub region being Bexley at 6.8% and Havering at 7.2%). If population growth exceeds the forecast then future congestion is also likely to be worse than the forecast. This will have implications for the river crossing programme in as much as the capacity requirements must be future proofed.
- xvi. In summary, the Royal Borough of Greenwich supports the construction of a new tunnel at Silvertown and a new bridge at Gallions Reach at the earliest opportunity in order to support the essential growth and

development of east and south east London. The council recognises the need for the GLA/TfL to undertake the necessary economic, environmental and traffic studies to assess their impact.

Appendix to response to TfL:

Examples of responses provided separately by partners.