

Statement of Common Ground between Transport for London and City of London Corporation

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Silvertown Tunnel

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1.1	02-Aug-16	First draft issued to City of London
1.2	24-Aug-16	Second draft issued to City of London
1.3	12-Sep-16	Third draft issued to City of London
1.4	26-Oct-16	Fourth draft issued to City of London
1.5	10-Oct-16	Fifth draft issued to City of London
1.6	14-Oct-16	Sixth draft, issued to City of London for approval.

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1. Introduction

1.1 Purpose of the document

1.1.1 This Statement of Common Ground (SoCG) is submitted to the Examining Authority in relation to the application by Transport for London (TfL) under section 37 of the Planning Act 2008 (the Act) for an order granting development consent for the construction of the Silvertown Tunnel (“the Scheme”).

1.1.2 The aim of this SoCG is to provide a clear record of the issues discussed and the current status of those discussions. The SoCG can be used as evidence of these discussions in representations to the Examining Authority as part of its examination of the DCO application.

1.2 Parties to this Statement of Common Ground

1.2.1 This Statement of Common Ground (SoCG) has been jointly prepared by TfL and the City of London Corporation. It sets out matters which are agreed between both parties, as well as matters which are not agreed and matters which are under discussion.

1.3 Structure of the Statement of Common Ground

1.3.1 This SoCG comprises seven sections:

Section 1 is an introduction to the SoCG and the Scheme;

Section 2 provides an overview of consultation to date between TfL and the City of London Corporation;

Section 3 provides a summary of the main areas and topics covered by this SoCG;

Section 4 provides a list of matters agreed;

Section 5 provides a list of matters still under discussion;

Section 6 provides a list of matters not agreed; and

Section 7 contains the parties’ signatures.

1.4 The proposed scheme

- 1.4.1 The Scheme involves the construction of a twin bore road tunnel providing a new connection between the A102 Blackwall Tunnel Approach on Greenwich Peninsula (Royal Borough of Greenwich) and the Tidal Basin roundabout junction on the A1020 Lower Lea Crossing/Silvertown Way (London Borough of Newham). The Silvertown Tunnel will be approximately 1.4km long and will be able to accommodate large vehicles including double-deck buses. It will include a dedicated bus, coach and goods vehicle lane, which will enable TfL to provide additional cross-river bus routes.
- 1.4.2 The Scheme also includes the introduction of free-flow user charging at both the Blackwall Tunnel (northern portal located in London Borough of Tower Hamlets) and the new Silvertown Tunnel. This measure will play a fundamental role in managing traffic demand and supporting the financing of the construction, maintenance and operation of the Silvertown Tunnel.
- 1.4.3 On the north side, the tunnel approach road connects to the Tidal Basin Roundabout, which will be altered to create a new signal-controlled roundabout linking the Silvertown Way, Dock Road and the Lower Lea Crossing. Dock Road will be realigned to accommodate the new tunnel and approach road. On the south side, the A102 will be widened to create new slip road links to the Silvertown Tunnel. A new flyover will be built to take southbound traffic exiting the Blackwall Tunnel over the northbound approach to the Silvertown Tunnel. The Scheme includes minor changes to Tunnel Avenue including the removal of the bus-only gate allowing access for all vehicles between Blackwall Lane and Ordnance Crescent. The Boord Street footbridge over the A102 will be replaced with a pedestrian and cycle bridge.
- 1.4.4 New portal buildings will be located close to each tunnel portal to house the plant and equipment necessary to operate the tunnel.
- 1.4.5 Main construction works could commence in late 2018 and will last approximately 4 years with the new tunnel opening in 2022/23. A Tunnel Boring Machine (TBM) will be used to bore the main tunnel sections under the river with shorter sections of cut and cover tunnel at either end linking the bored sections of the tunnel to the portals. The proposal is to erect and launch the TBM from specially constructed chambers at Silvertown and Greenwich Peninsula where the bored sections and cut and cover sections of the tunnel connect. The main construction worksite will be located at Silvertown, utilising the existing barge facilities at Thames Wharf along with a new temporary jetty

for the removal of spoil and delivery of materials by river. A secondary worksite will be located adjacent to the alignment of the proposed cut and cover tunnel on the Greenwich Peninsula.

1.5 Introduction to City of London Corporation

- 1.5.1 The City of London Corporation is the local authority for the City of London. It is also the highway and traffic authority, except in relation to GLA roads and is subject to a network management duty under the Traffic Management Act 2004. The City of London Corporation is the lessee of first floor offices in SE7. Furthermore the City of London Corporation owns and manages five of London's cross-Thames bridges (Tower Bridge, London Bridge, Southwark Bridge, Blackfriars Bridge and Millennium Bridge) in its capacity as trustee of the Bridge House Estates.
- 1.5.2 TfL has engaged with the City of London Corporation on the Scheme during the pre-application process, both in terms of informal non-statutory engagement and statutory consultation.

2. Record of engagement undertaken

2.1 Key meetings and correspondence

2.1.1 A summary of the key meetings and correspondence that has taken place between TfL and City of London Corporation is outlined in the table below.

Date	Form of correspondence	Key outcomes and points of discussion
02-Oct-15	Letter	Consultation letter (s42 (1)(abc)) inviting participation in consultation ¹
27-Nov-15	Letter	Consultation response from the City of London Corporation. Key points raised: <ul style="list-style-type: none"> • Acknowledgement of problems at the Blackwall Tunnel • Support the principle of an additional river crossing at Silvertown subject to it not adversely impacting on the City of London Corporation's road network or bridges • Impact of user charges on traffic and air quality in the City of London • Tunnel classification

¹ For the purposes of the statutory consultation, TfL treated the London Borough of Tower Hamlets as a 'host' local authority (i.e. a 'B' authority under s. 43(2) of the Planning Act 2008). The City of London was treated as a 'neighbouring' local authority for the consultation as it shares a boundary with the London Borough of Tower Hamlets and was hence consulted under Section 42. It has since been confirmed that the order limits do not extend to Tower Hamlets which means the City of London is no longer a neighbouring borough to a host borough. The City of London continues to be engaged as a Section 47 stakeholder and this does not impact the engagement or Statement of Common Ground in practice.

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Date	Form of correspondence	Key outcomes and points of discussion
		<ul style="list-style-type: none"> • London Permit Scheme (LOPS) should apply to the project • Potential impact on City of London Corporation property in SE7
22-Mar-16	Meeting	Interested Borough DCO workshop: <ul style="list-style-type: none"> • Project update • Borough involvement in DCO process • Traffic modelling • Traffic impacts • Environmental impacts
24-Jun-16	Meeting	Consultation outcome, forward programme and TfL's response to the points raised by City at consultation: <ul style="list-style-type: none"> • Traffic impacts on Tower Bridge • Process for monitoring & mitigation • Tunnel classification • Impacts on City of London Corporation property in SE7
12-Jul-16	Email	Action update from meeting of 24/06/2016 <ul style="list-style-type: none"> • Explanation of HGV modelling & Tower Bridge weight limit enforcement • Traffic impacts during bridge lift • Impacts on City of London

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Date	Form of correspondence	Key outcomes and points of discussion
		<p>Corporation property in SE7</p> <ul style="list-style-type: none"> • Tunnel classification
25-Jul-16	Email & letter	Commencement of SoCG process
27-Jul-16	Email	Email from City of London Corporation with query regarding notice to close tunnel in non-emergency situation
29-Jul-16	Email	<p>Email setting out initial response as to TfL's decision to operate Silvertown as a Category E tunnel rather than Category A. To be followed up by more detailed response.</p> <p>Request for meeting to discuss SoCG.</p>
02-Aug-16	Email	Shared first draft SoCG
16-Aug-16	Email	<p>Email from City of London Corporation requesting information on traffic impacts on Tower Bridge and providing feedback on 'Impacts on the road network in the City of London' to separate the following points:</p> <ul style="list-style-type: none"> • The overall volume of traffic, particularly during the peak periods. • Overweight lorries that pass over Tower Bridge and the possibility that their numbers may be increased by the tolls. <p><i>TfL response on 16-Aug-16 providing links to relevant sections of the Transport Assessment and confirming separating points above in next draft of SoCG.</i></p>

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Date	Form of correspondence	Key outcomes and points of discussion
23-Aug-16	Email	<p>Query from City of London Corporation where commitment to the London Permit Scheme (LoPS) is secured.</p> <p><i>TfL response on 24-Aug-16 incorporated into next draft of SoCG.</i></p>
25-Aug-16	Meeting	<p>Discussion of draft SoCG (v1.2). Key points raised:</p> <ul style="list-style-type: none"> • Traffic impacts (including HGVs) on Tower Bridge and roads within the City • Role of STIG in setting and varying the user charges • London Permit Scheme (LoPS)
12-Sep-16	Email	Provision of draft SoCG (v1.3) for CoL comment
22-Sep-16	Meeting	Meeting on tunnel categorization
29-Sep-16	Email	CoL comments on draft SoCG (v1.3)
26-Oct-16	Email	Provision of draft SocG (v1.4) for CoL comment
08-Nov-16	Email	CoL thoughts re draft SoCG (v1.4)
10-Nov-16	Email	Provision of draft SocG (v1.5) for CoL comment
14-Nov-16	Email	CoL thoughts re draft SoCG (v1.4) and provision of draft SoCG v1.6 for signature

3. Topics contained within this SoCG

3.1 Topics included in the SoCG

3.1.1 The following topics have been discussed with City of London Corporation:

- In principle support for the Scheme
- Impacts on the road network in the City of London
- Tunnel classification regarding carriage of dangerous goods
- Impacts on City of London Corporation property in SE7

4. Matters agreed

Ref	Description of matter	Details of agreement	Record of agreement
4.1 General support for the scheme			
4.1.1	Strategic importance of the Blackwall Tunnel	It is agreed that the Blackwall Tunnel is of paramount strategic importance in the road network of east and southeast London, linking several major arterial and radial routes and serving as the key conduit across the river to and from some of London's most important centres of economic activity and planned growth.	Meeting on 25-Aug-16
4.1.2	Highway network	It is agreed that it is essential that a functioning and effective link is provided and maintained in the highway network.	Meeting on 25-Aug-16
4.1.3	Issues at the Blackwall Tunnel	It is agreed that in the event of closures of the Blackwall Tunnel, large volumes of traffic already en route to the crossing may be forced to travel to alternative routes across the river at short notice, leading to widespread disruption and delay, including on the national strategic road network.	Meeting on 25-Aug-16
4.2 Impacts on the road network in the City of London			

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Ref	Description of matter	Details of agreement	Record of agreement
4.2.1	<p>Within their s42 response (dated 27-Nov-15) City of London Corporation sought assurance that the Scheme wouldn't have adverse impacts on the City's road network or bridges</p>	<p>In terms of general traffic impacts (see Item 5.1.2 for impacts of HGVs) the Transport Assessment (Document Reference 6.5) demonstrates that no significant impacts are expected at Tower Bridge or the City of London's road network as a result of the Scheme. Across an average weekday, a small reduction for traffic at Tower Bridge is forecast (Figure 7-3). A breakdown of this into the different modelled time periods is shown in Figure 7-13, Figure 7-14 and Figure 7-15.</p> <p>It is agreed that the Scheme is not expected to have a significant adverse impact on the road network in the City of London or on its bridges, save for the matters raised by the City of London Corporation at paras 5.1.2 and 6.1.1 of this SoCG.</p>	<p>Meeting on 25-Aug-16</p> <p>Agreed in entirety in SoCG v1.6</p>

Ref	Description of matter	Details of agreement	Record of agreement
4.2.2	<p>Within their s42 response (dated 27-Nov-15) City of London Corporation sought assurance that user charging does not result in the diversion of traffic to alternative routes through the City or across the City's bridges.</p>	<p>It is agreed that the user charge is an effective tool to manage travel demand at the Blackwall and Silvertown tunnels and on diversion routes to alternative crossings in order to prevent adverse levels of induced traffic.</p> <p>It is agreed that the principles of not fixing specific user charges as set out in the Charging Policy (Document Reference 7.11) are in principle likely to ensure the best possible outcomes to prevent traffic diversion to Tower Bridge and other crossings.</p> <p>It is agreed that the role of the Silvertown Tunnel Implementation Group (STIG) is integral to the effective application of the Charging Policy (Document Reference 7.11).</p>	<p>Meeting on 25-Aug-16</p>
<p>4.3 Impacts on City of London Corporation property</p>			

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Ref	Description of matter	Details of agreement	Record of agreement
4.3.1	<p>Within their s42 response (dated 27-Nov-15) City of London Corporation sought assurance that their property at SE7 7SU is not adversely affected by noise, vibration or any other disturbances during the construction of the new river crossing.</p> <p>The property in question is currently leased from CoL by Cory Environmental and utilised as a lighterage facility for the transfer of waste material.</p>	<p>It is agreed that the land location of the property at Cory Environmental Riverside, SE7 7SU is not perceptibly impacted by construction impacts such as noise, vibration or air quality.</p> <p>In terms of TfL's river usage commitments, the river usage approach has been developed in close liaison with the Port of London Authority to ensure that it is viable and does not negatively impact on other river users, such as barge transporters. Further information on this is contained in the Navigational Issues and Preliminary Risk Assessment (Document Reference 6.3.7.1). It is agreed that the river activities from the CoL/Cory Environmental Riverside property will not be adversely affected by the proposals for the use of the river during construction of the Silvertown Tunnel scheme</p>	<p>Last sentence of Paragraph 2 to be reviewed and confirmed by CoL</p>

5. Matters still under discussion

Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussion
5.1 Impacts on the road network in the City of London				
5.1.1	Within their s42 response (dated 27-Nov-15) City of London Corporation sought assurance that the London Permit Scheme (LOPS) applies during construction	<p>TfL’s contractor will be required to follow and comply with the London Permitting Scheme. It is intended that this will be set out as a requirement in the construction contract.</p> <p>LoPS is a permit scheme made pursuant to legislation (Part 3 of the Traffic Management Act 2004 (Sections 32 to 39) and the Traffic Management Permit Scheme (England) Regulations 2007, , as amended by the Traffic Management Permit Scheme (England) (Amendment) Regulations 2015,) and therefore, it has effect unless the DCO dis-applies it. TfL decided prior to submission of the DCO application that</p>	CoL to review current position and comment	<p>Meeting on 25-Aug-16</p> <p>Via draft SoCG v1.3, 1.4 and v1.5</p>

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Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussion
		LoPS should not be dis-applied which means compliance is required.		
5.1.2	At the meeting on 24-Jun-16 and in an emails (dated 16-Aug-16 & 29 –Sep-16) City of London Corporation expressed concern regarding overweight HGVs that pass over Tower Bridge and the possibility that their numbers may be increased by the user charge at the Blackwall and Silvertown tunnels	<p>The strategic transport model does not classify HGVs by weight. Overall, the Assessed Case forecasts show that there is no material change in the number of HGVs crossing at Tower Bridge (+/- ≤10).</p> <p>The weight restriction at Tower Bridge and its enforcement are the subject of a separate discussion between the City of London Corporation and TfL, which are being progressed independently of the Silvertown Tunnel Scheme.</p> <p>As part of the Scheme’s Monitoring Strategy TfL commits to monitoring HGV movements across Tower Bridge, which will enable any change in movements of such vehicles as a result of the Scheme</p>	City to review latest position and comment	<p>24-Jun-16</p> <p>16-Aug-16</p> <p>29-Sep-16</p> <p>26-Oct-16</p> <p>Via draft SoCG v1.3, 1.4 and v1.5</p>

Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussion
		<p>to be identified.</p> <p>Additionally, TfL commits to highlighting the weight restriction at Tower Bridge on any signage on the Transport for London Road Network (TLRN) associated with the Scheme which references that crossing.</p> <p>The development of a Signage Strategy is secured through Requirement 10 of Schedule 2 of the draft DCO. Including the commitment described above in this Strategy will be built into the commercial contract.</p> <p>There is a requirement in the draft DCO that TfL submit their strategy for highways signage to the relevant highway authority for approval prior to the public using the authorised development.</p>		

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Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussion
5.1.3	<p>Tower Bridge is included in the monitoring of adjacent crossings under the Monitoring Strategy'. However, the City Corporation also seek monitoring of the City's other bridges to be included in the Monitoring Strategy and traffic monitoring plans so this aspect is not yet agreed.</p>	<p>Any concern about the inherent difficulty in predicting behavioural responses to user charging through the Assessed Case model is effectively addressed by the proposed Monitoring Strategy (Document Reference 7.6) and Traffic Impact Mitigation Strategy (Document Reference 7.7), in that TfL commits to undertake monitoring and subsequently implement mitigation of actual impacts through adjustments to the user charges and/or other measures as necessary.</p> <p>The Transport Assessment shows no impact at any other crossings in the City of London at this time so it is not proposed that they be monitored beyond 'business as usual' studies, which include a biennial Thames Screenline Data counts scheduled for</p>	<p>Thames Screenline Survey data, showing changes in vehicle movements across the River will be available to TfL to draw upon in advance of Scheme opening and when identifying any Scheme related traffic impacts.</p> <p>City Corporation does not yet consider that this is a strong enough process to ensure that traffic impacts</p>	<p>14-Oct-16 26-Oct-16 08-Nov-16 14-Nov-16</p>

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Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussion
			will be identified at crossings not currently predicted to see any change as this monitoring is not included in the Monitoring Strategy and therefore not enforceable via a DCO requirement.	

6. Matters not agreed

Ref	Description of stakeholder issue	Details of disagreement	Record of disagreement
6.1 Tunnel classification			
6.1.1	The Tunnel should be constructed and operated as a Category A under the Carriage of Dangerous Goods by Road Regulations	<p>The existing Blackwall Tunnel is designated as Category E under the Carriage of Dangerous Goods by Road Regulations. TfL proposes that categorisation of the Silvertown Tunnel would adopt the same designation.</p> <p>TfL's key reasons for this include:</p> <ul style="list-style-type: none"> • Enforcement challenges (Blackwall cannot be re-categorised on safety grounds, and operating two different category tunnels using the same approach is logistically extremely challenging.) • Vehicle flow (Providing access for a new class of user, those able to use Category A tunnels, would encourage vehicles into 	<p>There has been an initial discussion between technical specialists (24-Jun-2016)</p> <p>Subsequently TfL reiterated its position that the Silvertown Tunnel should be Category E (29 Jul-16 and 22-Sep-16 meeting).</p> <p>The City of London Corporation remains concerned about the routing of dangerous</p>

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		<p>the area. This is contrary to the objective of the Scheme.)</p> <ul style="list-style-type: none">• Network management (The Silvertown Tunnel is intended to operate in conjunction with Blackwall, , improving reliability and resilience in particular in the event of any bore closure. TfL we would have no means to safely divert dangerous goods from the area in the event of a closure at Silvertown, putting Blackwall at increased risk.	<p>goods through Central London and over the city bridges.</p>
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7. Agreement

Signed	
Name	
Position	
Company	
Date	
Signed	
Name	
Position	
Company	
Date	