

Statement of Common Ground between Transport for London and the London Borough of Hackney

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Silvertown Tunnel

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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 Examining Authority has requested a SoCG between the two parties on traffic monitoring and mitigation. The aim of this SoCG is therefore to provide a written statement of matters on which the parties agree and matters where agreement has not yet been met in relation to this issue.
- 1.1.3 The statement seeks to ensure that the Examining Authority is aware of the material differences between the two parties at this point in the examination. It also briefly covers the other issues that LB Hackney has raised in their submissions. It does not comment on matters outside of Hackney’s submissions.
- 1.1.4 If TfL proposes changes to the draft DCO through the examination process which affect LB Hackney’s position, this SoCG will be updated and submitted to the Examining Authority accordingly.

1.2 Parties to this Statement of Common Ground

- 1.2.1 This Statement of Common Ground (SoCG) has been jointly prepared by the TfL and the London Borough of Hackney (LB Hackney). It sets out matters which are agreed between both parties and matters which are not agreed.

1.3 Structure of the Statement of Common Ground

- 1.3.1 This SoCG comprises five sections:

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

Section 2 provides an overview of key correspondence and meetings to date between TfL and LB Hackney;

Section 3 provides a list of matters agreed;

Section 4 provides a list of matters not agreed

Section 5 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.
- 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.
- 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 TFL currently propose to commence construction in late 2018 and this will last approximately 4 years with the new tunnel opening in 2022/23.

1.5 Introduction to LB Hackney

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- 1.5.1 The LB Hackney is a north east London Borough. For the purposes of the Silvertown Tunnel Development Consent Order submission the LB Hackney shares a boundary with the London Borough of Newham where part of the scheme is located and therefore they are considered to be a 'neighbouring borough' for the purposes of the application.

2. Overview of key correspondence, meetings and resolutions

2.1 Key correspondence, resolutions and meetings

2.1.1 A summary of the key meetings and correspondence that has taken place between TfL and LB Hackney is outlined in the table below as well as the dates of the two motions opposing the scheme passed in the Council.

Date	Form of correspondence	Key outcomes and points of discussion
01/13	River Crossings Consultation	Consultation response submitted. Discussion of benefits and risks of scheme including Highways Impact; link to possible Gallions Reach crossing; lack of cycling link in proposals and use of tolling as a form of traffic management. Meeting held with TfL to review traffic modelling.
11/14	Silvertown Tunnel Consultation	Consultation Response submitted covering possible highways impact on eastern areas of Hackney; lack of future proofing of the scheme and the concerns about the cumulative impact of a series of highways schemes.
8/01/15	Meeting with LB Hackney and TfL	Initial meeting to discuss the purpose and objectives of the scheme, its benefits and impacts.
19/01/15	Correspondence	Invitation to a 'DCO workshop' to provide an understanding of the DCO process as it relates to Local Authorities.
02/15	Hackney Labour Group motion	Hackney Labour group motion opposes the scheme.
17/06/15	Correspondence	Email enquiring if Hackney would find an update meeting on the scheme useful.
22/07/15	Hackney Council motion	Full Council motion opposes scheme.

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20/07/15	Correspondence from TfL to LB Hackney	Information note to Hackney outlining: <ol style="list-style-type: none"> 1. Hackney Traffic levels 2. London Air Quality 3. Bus service improvements 4. Enhancing the Emirates Air Line. 5. Potential Replacement Woolwich Ferry 6. Hackney Resident Responses to Consultation
25/11/15	Consultation response	LB Hackney response to statutory consultation. Main areas of concern: <ol style="list-style-type: none"> 1. Impact on eastern areas of hackney 2. Lack of future proofing
29/02/16	Correspondence from TfL to LB Hackney	Invitation to a further 'DCO workshop' to provide an update on changes made to the scheme following statutory consultation, key timings of the DCO process, etc.
19/05/16	Correspondence from TfL to LB Hackney	Further invitation to meet to discuss Hackney's participation in the DCO process.
26/07/16	Correspondence from TfL to LB Hackney	Update email explaining the process of SoCG's and offering a discussion on some of Hackney's key issues and to start progressing a SoCG. Attached to the email was a table capturing some of LB Hackneys key issues in their consultation response and the TfL response.
8/08/16	Meeting	Workshop session in which SDG outlined the outcomes of their traffic model audit
31/08/16	Correspondence	TfL email to provide information relating to

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	from TfL to LB Hackney	the traffic and air quality impacts of the scheme
31/08/16	LB Hackney relevant representation to PINS	Key points of representation: <ul style="list-style-type: none"> 1. The impacts on local roads from changing the charge and the process that the charge would change. 2. Uncertain benefits of local public transport users and lack of benefit to cyclists and pedestrians.
16/09/16	Meeting with LB Hackney	Meeting to discuss the point raised in relevant representations. Agreement that TfL will undertake the first draft of an SoCG.
30/09/16	Correspondence	First draft of SoCG submitted to LB Hackney
26/09/16	Meeting with LB Hackney, Bilfinger GVA and TfL	Discussion around comments from LB Hackney on the first draft of the SoCG.

3. Matters agreed

3.1 Introduction

3.1.1 The matters below have been agreed through discussions with both the LB Hackney and TfL.

Ref	Description of matter	Details of agreement	Record of agreement
3.2 River Crossings			
3.2.1	River crossings	LB Hackney is supportive of a package of river crossings in east London.	Meeting with LB Hackney and TfL on 26/10/16.
3.3 User charging			
3.3.1	The principle of user charging	The principle of user charging is agreed and its application needs to continually be applied to manage demand for the tunnel.	Meeting with LB Hackney and TfL on 26/10/16.
3.3.2	Residents discounts	Residents discounts would tend to increase traffic levels and hence AQ impacts	Meeting with LB Hackney and TfL on 26/10/16.
3.3.3	Discounts for low-emission vehicles	The approach of encouraging the uptake and use of cleaner vehicles is acceptable in principle provided that the discount criteria	Meeting with LB Hackney and TfL on 26/10/16.

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		are managed in such a way that numbers of uncharged vehicles are not allowed to grow unchecked and undermine the scheme's demand management effect.	
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4. Matters not agreed

4.1 Introduction

4.1.1 The matters below are a reflection of the current position of LB Hackney and TfL.

Ref	Description of LB Hackney's issue	Transport for London response	LB Hackneys updated response	Current position between both parties on the issue.
4.2 Silvertown Tunnel Implementation Group (STIG)				
4.2.1	Role / weight of LB Hackney in STIG	All members of STIG would have equal voting rights on decisions and recommendations made, and the transparent approach to the making of recommendations to the TfL board based on STIG's views is intended to ensure that	Hackney believes that the DCO should require STIG to be a body independent of TfL and the Mayor of London. TfL propose to be able to bring other parties into STIG which could undermine the influence of affected Boroughs in STIG.	LB Hackney remains unconvinced of the proposed structure of STIG and maintains its position that STIG should be independent of TfL and the Mayor of London and that TfL should not be able to bring in other parties. TfL will continue to

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		appropriate account will be taken of relevant issues.		consider any possible approaches that provide further assurance to STIG members that their views will be appropriately taken into account.
4.3 User charging				
4.3.1	Effectiveness of charging policy as a means of controlling charging into the future is dependent on safeguarding against potential politically-motivated changes	TfL considers that the Charging Policy and provisions for STIG's role in the setting and confirmation of user charges provides strong assurance around the continued application of user charging to ensure the maintenance of scheme objectives. TfL will continue to consider possible suggested approaches to provide	The Draft DCO provides a weak structure for STIG, with TFL and the Mayor able to set user charging in isolation of STIG's approach. The user charging provisions in the DCO require revision if user charging is to provide an effective means to control traffic flows. Hackney considers that there should be a commitment in the terms of	LB Hackney remains of the view that the effectiveness of the charging policy is not adequate. TfL have explained the process for changing specific charges and considers that the process appropriately balances the need for robustness with the need to be able to implement changes expediently.

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		<p>further reassurance in this regard.</p>	<p>reference of STIG to capping the future levels of traffic passing through the Silvertown and Blackwall Tunnels to the existing flows using the Blackwall Tunnel and that the air quality issues currently experienced due to this traffic should not worsen.</p> <p>Hackney notes that the timescale and mechanism for altering the user charge will be slow and limited to infrequent interventions. It believes that the mechanism for altering charges needs to be more reactive to be able to respond to observed issues.</p>	<p>In addition the charging Policy requires TfL to publish charges no less than 56 days ahead of them taking effect. In principle it would be possible to introduce under the Charging Policy a system of dynamic charging in which charges were set relative to conditions at any given point in time.</p> <p>TfL's position is that changes to the Charging Policy itself are likely to be rare.</p>
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4.3.2	Use of RPI as the index which user charge is automatically adjusted (compared to CPI or other)	RPI is a standard measure used for example by TfL in fare-setting. While RPI increases will not require consultation, there is nothing to prevent additional increases if the demand management effect of the charge appears to have reduced for any reason, including as a result of inflationary effects.	<p>The use of RPI is not a strong enough method of future proofing user charges.</p> <p>Account also needs to be taken of</p> <ul style="list-style-type: none"> • large population increases in East London • Increases in income • Changes in travel behaviour/willingness to pay/elasticity of demand. 	<p>In discussion between LB Hackney and TfL, TfL explained that RPI only applies for 'automatic' charge increases. The other matters referred to (e.g population increases, income increases, willingness to pay) are all variables that would need to be considered against the charging policy.</p> <p>LB Hackney remains of the view that the use of RPI is not appropriate for the scheme.</p>
4.4 Sustainable transport				
4.4.1	LB Hackney's residents will not benefit from direct	Please refer to current position.		TfL's position, which they have discussed with LB Hackney is that

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	<p>bus services through the tunnel. New bus routes enabled by the tunnel north of the river will reach no further than the Royal Docks.</p>			<p>current proposed bus routes outlined in the DCO application are only indicative, and that LB Hackney will be involved through STIG in the planning of actual services.</p> <p>LB Hackney's position remains that they are concerned that LB Hackney's residents will not benefit from direct bus services through the tunnel. LB Hackney is also concerned that the proposed structure of STIG will not ensure it sufficient influence and voice in terms of influencing bus route planning.</p>
4.4.2	<p>The bus services planned for the</p>	<p>Please refer to current</p>		<p>LB Hackney and TfL have discussed this</p>

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	<p>tunnel are only indicative and there is no reassurance that there will be the budget available to service the promised increase in bus modal share.</p>	<p>position.</p>		<p>point.</p> <p>TfL’s view that they have discussed with LB Hackney is that TfL is making a commitment through the TfL Business Plan to allocate funding to support new bus services through the Silvertown Tunnel. This commitment will be included in the draft Business Plan which is due for publication in late 2016.</p> <p>LB Hackney await the draft business plan to be published and are of the view that as yet there is no financial commitment.</p>
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4.4.3	The tunnel does not provide for walking and cycling and while Hackney welcomes the announcement of new walking and cycling crossings including the Rotherhithe Bridge, it seeks further assurance that this infrastructure will actually get built.	Please refer to current position.		LB Hackney is seeking commitments to the bringing forward of other crossings which will accommodate walking and cycling river crossing. TfL considers that such commitments are outside the scope of the Silvertown Tunnel DCO. Both parties have discussed this issue and remain in disagreement over this matter.
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4.5 Other matters

- 4.5.1 LB Hackney request that TfL contribute towards LB Hackney's costs of preparing and agreeing this SoCG. LB Hackney is aware that TfL is contributing towards the host boroughs' costs through Planning Performance Agreements (PPAs). LB Hackney as one of the neighbouring boroughs in this DCO process is also incurring significant costs. Discussions have taken place with TfL and LB Hackney on this and TfL have confirmed that they

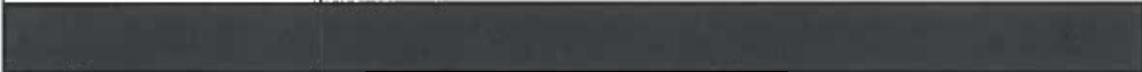
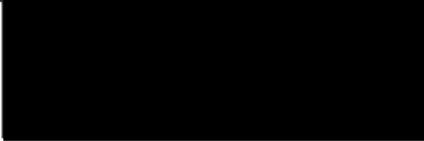
regrettably cannot contribute towards costs. TfL, do however acknowledge the resource implication of the DCO process. This is therefore an outstanding matter, not agreed.

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5. Agreement

Signed	
Name	David Rowe
Position	Silvertown Tunnel Project Sponsor
Company	Transport for London
Date	14/11/16
	
Signed	
Name	Paul Bowker
Position	Group Manager, Networks and Transportation
Company	LB Hackney
Date	14/11/2016