

Statement of Common Ground between Transport for London and London Borough of Waltham Forest

November 2016

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London Borough of Waltham Forest

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Silvertown Tunnel

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Author: Transport for London

Revision	Date	Description of new version
1.0	25-Aug-16	First draft issued to LB Waltham Forest
1.1	14-October-16	Second draft issued to LB Waltham Forest following letter from Cllr Loakes
1.2	14-November-16	Third draft, issued following agreement of changes to v1.1 proposed by LB WF

1. Matters agreed

Ref	Description of matter	Details of agreement	Record of agreement
1.1 Current situation at the Blackwall Tunnel			
1.1.1	Strategic importance of the Blackwall Tunnel	It is agreed that the Blackwall Tunnel is of strategic importance in the road network of northeast 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.	Agreed in SoCG 14/11/2016
1.1.2	Highway network	It is agreed that it is essential that a functioning and effective link is provided and maintained at this point in the highway network.	Agreed in SoCG 14/11/2016
1.1.3	Issues at the Blackwall Tunnel	It is agreed that the importance of the Blackwall Tunnel means it attracts far more traffic than it can efficiently accommodate, as evidenced by severe congestion which affects the approaches to the tunnel during peak periods, with queues routinely reaching more than three kilometres.	Agreed in SoCG 14/11/2016
1.2 Traffic impacts			

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Ref	Description of matter	Details of agreement	Record of agreement
1.2.1	<p>Rising traffic levels in Reference Case</p> <p>Within their s42 response (dated 27-Nov-15) LB Waltham Forest expressed concern that it is unrealistic to expect that a 'do nothing' scenario would otherwise result in rising traffic levels to the extent predicted in 'reference case'</p>	<p>It is agreed that as set out in the Transport Assessment (Document Reference 6.5) – there is no significant rise in traffic levels forecast for the future year reference case. This is shown in Figure 5-6 to Figure 5-9. These figures also demonstrate the base year capacity constraints affecting the Blackwall Tunnel. Despite some increases in actual flow on the approach roads in 2021 when compared with the base year, there is no significant forecast increase in actual flow through the northbound bore in the AM peak hour or through the southbound bore in the PM peak hour as these links are currently already at capacity during these time periods. Increases in traffic through the tunnel itself are evident in the IP period and the counter-peak flow direction during the peak hours.</p> <p>The conclusions of the Transport Assessment in this respect are agreed.</p>	<p>Agreed in SoCG 14/11/2016</p>

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Ref	Description of matter	Details of agreement	Record of agreement
1.2.2	<p>Traffic monitoring & mitigation</p> <p>Within their s42 response (dated 27-Nov-15) LB Waltham Forest expressed concern that the Silvertown Tunnel will increase traffic on the approach roads to the tunnel including the A12 and other local borough roads such as High Road Leytonstone, Church Road and Orient Way</p> <p>In his letter (dated 30-Sep-16), Cllr Loakes further highlighted the LB Waltham Forest's concern over traffic impacts on the A12 within the borough</p>	<p>It is agreed that the proposed Monitoring Strategy and Traffic Impact Mitigation Strategy (TIMS), in which TfL commits to undertake monitoring and to subsequently implement mitigation of actual impacts as necessary, will ensure the best possible outcomes in view of the rapid pace of development in this part of London. As such the proposed approach to monitoring and mitigation is both adequate and appropriate for this Scheme.</p>	<p>Agreed in SoCG 14/11/2016</p>
1.3 User charging			
1.3.1	<p>Within their s42 response (dated 27-Nov-15) and in Cllr Loakes' letter (dated 30-Sep-16) LB Waltham Forest expressed concern that managing traffic through a user charge, once the capital cost has been paid off, will be</p>	<p>It is agreed that the user charge on both the Silvertown and the Blackwall tunnels will continue beyond the period of paying for the construction of the Silvertown Tunnel as this is necessary for TfL to manage demand for the tunnels and the consequent environmental</p>	<p>Agreed in SoCG 14/11/2016</p>

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	highly vulnerable to political pressures to reduce charges with a consequent additional increases in traffic on Waltham Forest's roads	effects. It is agreed that the Charging Policy (Document Reference 7.11) requires TfL to set and vary the Statement of Charges guided by a consistent set of principles and objectives. These objectives and the Charging Policy (Document Reference 7.11) act as a control mechanism. LB Waltham Forest will be able to play a role the setting and varying of the user charge through its membership of STIG.	

2. Matters still under discussion

Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussions
2.1 Traffic impacts				
2.1.1	<p>Within their s42 response (dated 27-Nov-15) LB Waltham Forest expressed concern that traffic modelling is misleading as it is based upon a comparison with a “reference case” for 2021 which passively accepts rising traffic on London’s roads as inevitable because of rising population and economic growth</p>	<p>Within the Transport Assessment (Document Reference 6.5) the impacts of the scheme (the Assessed Case) are compared against a future year (Reference Case) rather than the current year (base case) because demand for the transport network is expected to change from current conditions (irrespective of whether the Scheme is implemented or not) given the forecast increases in population and employment in the period to the point the Scheme is expected to open and beyond.</p> <p>More information on the population and employment projections adopted in the</p>	<p>LB Waltham Forest to review TfL’s response and inform TfL of any areas which are agreed or disagreed, and any additional information which would aid in making this decision</p>	<p>Meeting of 17/08/2016</p>

Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussions
		<p>Reference Case can be found in Chapter 5 of the Transport Assessment (Document Reference 6.5).</p> <p>In addition to population and employment growth, the future year Reference Case also includes all committed transport schemes expected to be in place – the most notable example is Crossrail (due to open fully in 2019).</p> <p>This approach described above is the standard approach undertaken for all major transport schemes in the UK and is in accordance with industry good practice and DfT Web Transport Advisory Guidance (WebTAG).</p> <p>Any traffic growth seen in the Reference Case is therefore, in part, an output of the background growth in population</p>		

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		<p>and employment. In addition to the Reference Case, TfL has also considered the effects of the Scheme against the backdrop of both a higher and a lower level of projected population and employment growth over time. In each case, TfL does not expect the Scheme to lead to a significant increase in traffic. This is because the proposed user charge would act as an effective tool for managing demand, and could be adjusted if necessary if the Scheme was having adverse impacts on parts of the road network.</p>		
2.1.2	<p>In his letter (dated 30-Sep-16), Cllr Loakes highlighted the LB Waltham Forest's concern over induced traffic & that the ability of tolling to reduce</p>	<p>To illustrate the effectiveness of varying the charge as a demand management tool, TfL has modelled the Scheme against a backdrop of alternative scenarios. The most notable example is our "high demand" scenario reported in Traffic Forecasting – Sensitivity</p>		<p>Meeting of 08/11/2016</p>

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	traffic demand had been significantly overestimated by TfL	Testing report (Document Reference 7.9) which assumes that London’s population and employment will grow at a rate in excess of the Further Alterations to London Plan (FALP). This scenario also assumes that an individual’s willingness to pay the charge (represented by the assumed “value of time”) is greater than that assumed in TfL’s Assessed Case. Analysis has show that even in this scenario; demand can still be managed by raising the charge by up to 50% in the peak and 20% in the off peak.		
2.2 Public transport, pedestrian and cyclist provision				
2.2.1	Within their s42 response (dated 27-Nov-15) LB Waltham Forest expressed concern over a lack of	It is understood by LB Waltham Forest that the Silvertown Tunnel Scheme has been developed in order to meet a series of specific objectives as set out in the Case for the Scheme. It is	LB Waltham Forest to review TfL’s response LBWF welcomes the proposal to increase	Meeting of 08/11/2016

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Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussions
	<p>benefit to local public transport users</p> <p>In his letter (dated 30-Sep-16), Cllr Loakes highlighted the LB Waltham Forest's preference for an alternative crossing providing additional capacity for public transport, cyclists and pedestrians</p>	<p>understood that these particular objectives may not be met by a public transport and/or pedestrian and cycling crossing. The degree of pedestrian/cyclist provision which LB Waltham Forest would like to see as part of the crossing is yet to be agreed with LB Waltham Forest.</p> <p>Local public transport users will benefit from the significantly enhanced bus services that TfL will be able to provide through Silvertown by introducing a crossing that can accommodate double-deck buses and by improving the local road network performance which delivers fast and more reliable bus journey times.</p> <p>TfL is making a clear commitment through the TfL Business Plan to support new bus services through the</p>	<p>the number of buses using the crossing but is disappointed that the indicative information produced to date does not suggest the provision of any new services in the borough. LBWF is keen to participate in the development of the bus strategy to ensure that north/south routes in the borough are improved</p>	

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Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussions
		<p>Silvertown Tunnel. This commitment will be included in the draft Business Plan which is due for publication in late 2016. The Mayor has also announced a bus concession for local residents for a period and that the new tunnel will be one of London's low emission bus zones when it opens.</p> <p>TfL is preparing a detailed bus strategy which will set out these commitments. This strategy will be shared with relevant stakeholders through the examination process.</p>		
2.2.2	<p>Within their s42 response (dated 27-Nov-15) LB Waltham Forest expressed concern over a lack of benefit to cyclists and</p>	<p>Integrating provision for pedestrians and cyclists into the Silvertown Tunnel Scheme would cost in the region of £70m for one bore. Additionally, the length of the Tunnel means that a poor and potentially intimidating ambience is inevitable, and there is concern over</p>	<p>LB Waltham Forest to review TfL's response</p> <p>The London Borough of Waltham Forest supports the provision of a cycle shuttle at the</p>	<p>Meeting of 08/11/2016</p>

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Ref	Description of stakeholder issue	Transport for London response	Current position	Record of discussions
	<p>pedestrians</p> <p>In his letter (dated 30-Sep-16), Cllr Loakes further expressed concern over a lack of benefit to cyclists and pedestrians and highlighted the LB Waltham Forest's preference for an alternative crossing providing additional capacity for public transport, cyclists and pedestrians</p>	<p>safety and security implications. In this context, other crossings and enhancements for pedestrians and cyclists are considered better value for money.</p> <p>It is agreed that the approach to river crossings announced by the Mayor of London will include the further assessment of a North Greenwich – Isle of Dogs ferry, supporting new development on the Greenwich Peninsula and the Isle of Dogs as well as reducing demand on the Jubilee Line at key times. The Mayor has also asked TfL to look at providing a bespoke cycle-bus which will carry cyclists and their bikes through the Silvertown Tunnel on a turn up and go basis. TfL will provide an update on the cycle shuttle at deadline 1.</p>	<p>new tunnel</p>	

3. Matters not agreed

Ref	Description of stakeholder issue	Details of disagreement	Record of disagreement
3.1 Traffic Impacts			
3.1.1	<p>Traffic modelling & forecasting</p> <p>Within their s42 response (dated 27-Nov-15) LB Waltham Forest expressed concern that the Silvertown Tunnel will increase traffic on the approach roads to the tunnel including the A12 and other local borough roads such as High Road Leytonstone, Church Road and Orient Way</p> <p>In his letter (dated 30-Sep-16), Cllr Loakes further highlighted the LB Waltham Forest's concern over traffic impacts on the A12 within the borough</p>	<p>The Transport Assessment (Document Reference 6.5) – Figure 7-2 indicates that the impact of the Scheme is negligible with regard to daily cross-river demand. Total cross-river person trips by private vehicle reduces by 1,800 in the Assessed Case across the 24-hour weekday period (-0.22%), while public transport demand increases by 2,500 (0.13%), leading to an overall uplift of 600 trips (0.02%).</p> <p>The TA indicates that the Scheme is not expected to result in any additional cross-river demand despite the extra capacity provided, because the user charge will act as a demand management tool which can be adjusted if necessary. For the same reason it is also expected that the Scheme will not result in any</p>	<p>Agreed in SoCG 14/11/2016</p>

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		<p>additional traffic across the surrounding road network, including within the London Borough of Waltham forest where no material change in demand is expected anywhere, including along the A12.</p> <p>The Silvertown Tunnel will provide a large increase in traffic capacity at the Blackwall crossing. The London Borough of Waltham Forest considers that the ability of the proposed user charge to act as a demand management tool has been substantially overestimated. A large number of suppressed car trips may return to the Blackwall crossing when the capacity increase is provided. The ability of tolling to limit traffic flow is not currently known and the Council is not convinced that the indicative charge of £3 for cars in the peak direction is high enough to prevent more traffic using the crossing and hence leading to additional traffic and</p>	

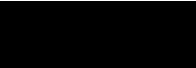
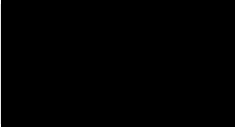
Ref	Description of stakeholder issue	Details of disagreement	Record of disagreement
		congestion on the surrounding road network	
3.2 Air Quality			
3.2.1	<p>Air quality impacts</p> <p>Within their s42 response (dated 27-Nov-15) LB Waltham Forest expressed concern that the Scheme will cause air quality problems on the approach roads to the tunnel including the A12 and other local borough roads such as High Road Leytonstone, Church Road and Orient Way</p> <p>In his letter (dated 30-Sep-16), Cllr Loakes further highlighted the LB Waltham Forest's concern over air impacts on the A12 within the borough and an overall worsening of air quality as a result of the Scheme</p>	<p>The Transport Assessment indicates that with regards to roads specifically within LB Waltham Forest, no roads receive a change in traffic flow greater than the thresholds outlined in the Design Manual for Roads and Bridges (DMRB) methodology to be required for inclusion within the air quality assessment as outlined within paragraph 6.3.42 of the Environmental Statement (Document Reference 6.1) and thus that the Scheme will not result in a significant effect on air quality are set out in Chapter 6 Air Quality of the Environmental Statement (Document Reference 6.1).</p> <p>As set out in 3.1.1 above, the London Borough of Waltham Forest anticipates that the additional capacity generated by the new</p>	<p>Agreed in SoCG 14/11/2016</p>

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		<p>tunnel will result in more traffic using the crossing and hence additional traffic and congestion on approach roads, including the A12 and A406 in Waltham Forest. This will lead to an increase in traffic congestion and hence a worsening of air quality</p>	

4. Agreement

Signed	
Name	Neil Bullen
Position	Sustainable Transport Manager
Company	LB Waltham Forest
Date	14/11/2016
Signed	
Name	David Rowe
Position	Silvertown Tunnel Lead Sponsor
Company	Transport for London (TfL)
Date	14/11/2016