

SILVERTOWN TUNNEL

7.11 Charging Policies and Procedures

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Silvertown Tunnel

Charging ~~Policy~~Policies and Procedures

7.11

Planning Act 2008

Infrastructure Planning

The Infrastructure Planning (Applications: Prescribed Forms and Procedure)
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Silvertown Tunnel

Charging Policy

Document Reference: 7.11

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List of Abbreviations

GLAA	Greater London Authority Act
DCO	Development Consent Order
MTS	Mayor's Transport Strategy
RPI	Retail Price Index
STIG	Silvertown Tunnel Implementation Group
TfL	Transport for London
TLRN	Transport for London Road Network

Glossary of Terms

Assessed Case	Scenario adopted for assessment of likely effects of the proposed scheme, in the context of central forecasts of transport conditions and with user charges set so as to balance the Scheme's traffic, environmental, socio-economic and financial objectives.
Blackwall Tunnel	An existing road tunnel underneath the River Thames in east London, linking the London Borough of Tower Hamlets with the Royal Borough of Greenwich, comprising two bores each with two lanes of traffic.
Induced traffic	A change to the road network that has the potential to generate additional traffic on the improved section if new users respond by, for example, diverting from other routes, changing their origin or destination (trip locations), or switching from other transport modes. This additional traffic is often referred to as induced traffic.
The Scheme	The construction of a new bored tunnel with cut and cover sections at either end under the River Thames (the Silvertown Tunnel) between the Greenwich peninsula and Silvertown, as well as necessary alterations to the connecting road network and the introduction of user charging at both Silvertown and Blackwall tunnels.
Silvertown Tunnel	Proposed new twin-bore road tunnels under the River Thames from the A1020 in Silvertown to the A102 on Greenwich Peninsula, East London.

TfL	<p>A London government body responsible for most aspects of the transport system in Greater London. Its role is to implement transport strategy and to manage transport services across London.</p> <p>These services include: buses, the Underground network, Docklands Light Railway, Overground and Trams. TfL also runs Santander Cycles, London River Services, Victoria Coach Station and the Emirates Air Line.</p> <p>As well as controlling a 580km network of main roads and the city's 6,000 traffic lights, TfL regulates London's private hire vehicles and the Congestion Charge scheme.</p>
User charge	<p>The charge to be paid by users of the Silvertown Tunnel and Blackwall Tunnel that is to be imposed in order to manage traffic demand and help pay for the Scheme.</p>

1. INTRODUCTION

1.1 TfL and the Scheme

- 1.1.1 Transport for London (TfL) is a statutory body created by the Greater London Authority Act 1999 (GLAA). The GLAA imposes on the Mayor of London a general duty to develop and apply policies to promote and encourage safe, integrated, efficient and economic transport facilities and services to, from and within London. TfL is responsible for delivering these services on the Mayor's behalf.
- 1.1.2 TfL is also the statutory highway and traffic authority for the Transport for London Road Network (TLRN), and is responsible for the maintenance, management and operation of traffic signals throughout London. TfL has a network management duty under the Traffic Management Act 2004 which requires it to make sure road networks are managed effectively to minimise congestion and disruption to vehicles and pedestrians.
- 1.1.3 The Silvertown Tunnel Scheme (the Scheme) involves the construction of a twin bore road tunnel providing a new connection between the A102 Blackwall Tunnel Approach on the Greenwich Peninsula (Royal Borough of Greenwich) and the Tidal Basin roundabout junction on the A1020 Lower Lea Crossing/Silvertown Way (London Borough of Newham).
- 1.1.4 The Scheme includes the introduction of free-flow user charging on both the Blackwall Tunnel (northern portal located in London Borough of Tower Hamlets and southern portal in the Royal Borough of Greenwich) and at the new Silvertown Tunnel. This measure plays a fundamental role in managing traffic demand and supporting the costs of the construction and operation of the Silvertown Tunnel.
- 1.1.5 The Scheme is the subject of an application for a Development Consent Order (DCO) under the Planning Act 2008. As well as authorising the construction of the new tunnel, the DCO provides the powers to impose charges on users of the Blackwall and Silvertown Tunnels and to enforce the collection of those charges.

1.2 Purpose of the Charging ~~Policy~~Policies

- 1.2.1 The DCO confers a general power on TfL to impose charges on vehicles using the Silvertown Tunnel and the Blackwall Tunnel. The power allows TfL to:
- set the initial user charges prior to the Scheme opening to traffic;¹
 - keep the charges under review; and
 - ~~vary the charges having regard to the Project Objectives and the traffic and environmental factors set out in this Charging Policy.~~vary the charges.
- 1.2.2 The power encompasses all aspects of the user charges including setting the charge levels and stipulating the hours ~~teduring~~ which the charge shall apply, the vehicles charged, the discounts and exemptions granted and other criteria ~~relating to user charging in the Scheme.~~
- 1.2.3 The DCO requires that the user charging power must be exercised in accordance with this Charging ~~Policy~~Policies and Procedures document, which requires TfL to set and vary the charges ~~having regard to~~in accordance with a consistent set of principles and objectives. In particular, ~~the Charging Policy~~this document sets out how TfL must ~~have regard to the likely impacts of the set and vary the~~ user charges, ~~and to the impacts of any potential changes to the user charges,~~ as a means of achieving the Project Objectives (see section 2.1). Policies with which TfL must comply are boxed out in this document and policies are identified as 'Policy [number]'. The remainder of the text acts as context to these policies.
- 1.2.4 The Charging ~~Policy~~Policies and Procedures document also sets out the formal procedures that apply when setting and varying the user charges. The applicable charges (including the charge levels, the hours charged, the vehicle charges, discounts and exemptions granted and other factors related to user charging) will be set out in writing in the

¹ This is the date when the Silvertown Tunnel opens. From this time user charges would apply at both it and the Blackwall Tunnel.

Statement of Charges that will be published by TfL whenever the charges are set or varied. Any Statement of Charges published by TfL ~~should be in~~will follow the form set out in ~~Appendix A~~ to this document or in a form to ~~the like~~similar effect.

1.3 Charging ~~Policy~~Policies in context

1.3.1

~~1.3.11.3.2~~ Figure 1-1 sets out the functional interaction between the Monitoring Strategy (Document Reference: 7.6), the Charging ~~Policy~~Policies and Procedures (Document Reference: 7.11) and the Traffic Impacts Mitigation Strategy (TIMS) (Document Reference: 7.7). These three documents will be certified through the DCO process. The DCO provides that TfL must exercise the user charging power in accordance with the Charging Policies and a Procedures and it also contains a requirement for TfL to implement and comply with the Monitoring Strategy and the TIMS. A failure by TfL to comply with the procedures set out in these documents will/would therefore amount to a breach in/of the terms of the DCO.

~~1.3.21.3.3~~ The main functions of the three documents mentioned above are as follows:

- Charging Policies and Procedures (Document Reference: 7.11) –sets out the principles according to which TfL must set and vary the user charges and the procedures that apply when doing so.
- Monitoring Strategy (Document Reference: 7.6) – sets out the scope of monitoring that TfL proposes to undertake in respect of traffic, air quality (including carbon), noise and socio-economic impacts of the operation of the Scheme
- TIMS (Document Reference: 7.7) – sets out the process for determining and implementing appropriate mitigation for any localised traffic and traffic-related impacts which arise as a result of the Scheme
- ~~Charging Policy (Document Reference: 7.11) –sets out the principles according to which TfL must set and vary the user charges and the procedures that apply when doing so~~

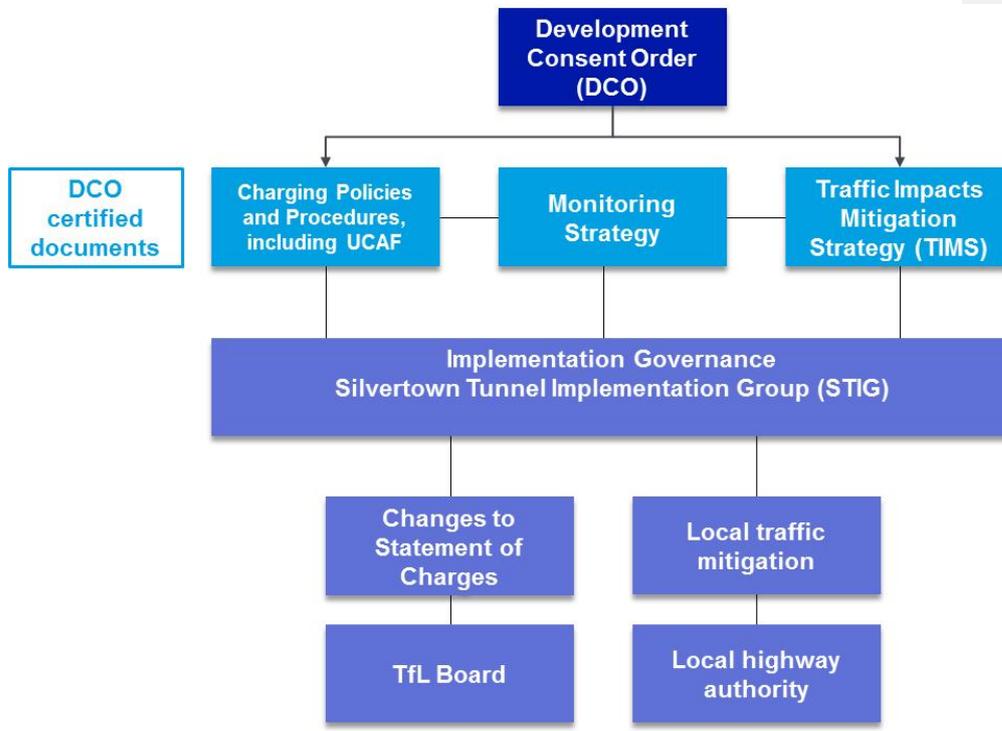
~~1.3.31.3.4~~ A governance process has been established for the implementation of each of these elements. While localised traffic mitigation is to some extent separate from charging, a relationship

exists between them, and monitoring outcomes may be used to feed into considerations around both localised traffic mitigation and user charging. The DCO provides for one group to which these issues are brought for discussion – the Silvertown Tunnel Implementation Group (STIG). The role and responsibilities of STIG in relation to the Charging Policy are described in Chapter 34.

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Figure 1-1: Functional interaction between the Charging Policy~~Policies~~ and Procedures, the Monitoring Strategy and the TMS





2. OBJECTIVES OF USER CHARGING

2.1 Achieving the Project Objectives

2.1.1 Proposal 130 of the Mayor's Transport Strategy [2010](#) (MTS) states that pricing incentives may be considered to manage demand provided they achieve a reasonable balance between objectives, costs and impacts. It also states that the Mayor can use charges to support specific infrastructure projects such as river crossings.

2.1.2 ~~TfL~~[The Scheme](#) has ~~used this policy~~[been developed](#) in ~~order to develop~~[line with Proposal 130](#). ~~User charges are an essential component of the Scheme, which requires user charging in order to achieve and are required to deliver~~ the Project Objectives², which are as follows:

- PO1: to improve the resilience of the river crossings in the highway network in east and southeast London to cope with planned and unplanned events and incidents;
- PO2: to improve the road network performance of the Blackwall Tunnel and its approach roads;
- PO3: to support economic and population growth, in particular in east and southeast London by providing improved cross-river transport links;
- PO4: to integrate with local and strategic land use policies;
- PO5: to minimise any adverse impacts of any proposals on communities, health, safety and the environment;
- PO6: to ensure where possible that any proposals are acceptable in principle to key stakeholders, including affected boroughs; and
- PO7: to achieve value for money and, through road user charging, to manage congestion.

² [Silvertown Tunnel, the Case for the Scheme, TfL, 2016](#)

Policy 1: TfL must impose user charges at the Silvertown and Blackwall Tunnels to the extent that TfL considers it is necessary or expedient to achieve the Project Objectives.

Policy 2: In setting and varying the user charges (including the charge levels, the hours charged, the vehicles charges, discounts and exemptions granted and other factors related to user charging), TfL must ensure that they are fair, justified and will not undermine the Project Objectives.

Policy 3: TfL will use its power to set and vary the charges as a means to help fulfil its wider road network management duty under the Traffic Management Act 2004³. Overall, in setting and varying the user charges, TfL will seek to manage traffic demand at the Blackwall and Silvertown Tunnels and make efficient use of the road network including other river crossings and avoid or reduce congestion.

Policy 4: The initial user charges and variations to the charges must also comply with applicable legislation and policies (such as the MTS) and with TfL's network management duty.

2.2 How user charging helps to achieve the Project Objectives

2.1.32.2.1 The primary function of the user charges is to enable the management of traffic demand for the river crossing. By managing this traffic demand, the other effects of the Scheme can be effectively managed and the Project Objectives met.

~~2.1.41.1.1 As demonstrated by the Assessed Case, the imposition of the charge as a component part of the Scheme in operation will effectively eliminate the current severe congestion and delay at the crossing, significantly improving its resilience to traffic incidents that cause delays and enabling the optimisation of the performance of the local road network. In this way, the user charges ensure that the benefits of the additional river crossing capacity generated by the Scheme (as described in the Project Objectives) are 'locked in' for the long term.~~

³ TfL's network management duty under the Traffic Management Act 2004 requires it to make sure road networks are managed effectively to minimise congestion and disruption to vehicles and pedestrians

~~2.1.52.2.2~~ A secondary reason for the user charge is to provide a means of helping to pay for the design and construction and operation of the Scheme (as set out in PO7). Charging will generate a relatively stable long-term source of revenue that will support both the servicing and repayment of construction finance and ongoing operation and maintenance costs.

~~2.21.1~~ How user charging helps to achieve the Project Objectives

~~2.2.12.2.3~~ Without a user charge, the benefits of additional capacity put in place by the new tunnel would be short-lived, ~~owing to an effect known as 'induced traffic' in which the increased convenience enhanced attractiveness of driving (owing to reduced journey times, for example) attracts the route via the tunnels could attract~~ additional traffic to the point where queues initially relieved ~~could~~ return to their former levels.

~~2.2.22.2.4~~ This would lead to there still being significant ~~delay~~delays at the crossing and ~~to~~ continued adverse impacts on the wider road network in terms of congestion, journey time and journey time reliability. This in turn would undermine the resilience benefits brought about by having an additional tunnel. The imposition of a user charge for both tunnels is, accordingly, directly related to the achievement of PO1 and PO2 and PO7; and instrumental in the achievement of objectives PO3 to PO6.

~~2.2.32.2.5~~ The threat of ~~induced~~additional traffic can be managed effectively through the imposition of the user charge, which will act to suppress demand and is thereby a powerful and flexible tool to ensure the benefits of the additional crossing capacity delivered by the Scheme are secured. In this way, the user charges act as an 'embedded mitigation' of adverse traffic and associated environmental impacts that the Scheme might otherwise give rise to- ~~(PO5)~~.

~~2.2.42.2.6~~ Setting a charge means that drivers (and potential drivers) must decide if they are willing to pay to make this journey and if not, respond by switching to another mode, changing the time or route of their journey or ~~by~~ not making the journey at all.

~~2.2.52.2.7~~ If no charge were applied, the Scheme would give rise to secondary adverse impacts in terms of the economy, environment and public transport (PO3). Businesses would continue to experience journey time delay and unreliability with regard to their use of the crossing. The opportunity to run more and better public transport would be lost if demand is not managed at the Silvertown and Blackwall

Tunnels, as certainty about journey times is paramount if bus and coach services are to operate effectively and attract customers.

2.2.8 As demonstrated by the Assessed Case (which is described in section 3.1 below), the imposition of the charge as a component part of the Scheme in operation will effectively eliminate the current severe congestion and delay at the crossing, without significantly changing the scale of cross-river vehicle movements. This will significantly improve the crossing's resilience to traffic incidents that cause delays and enable the optimisation of the performance of the local road network. In this way, the user charges ensure that the benefits of the additional river crossing capacity generated by the Scheme (as described in the Project Objectives) are 'locked in' for the long-term.

2.2.62.2.9 The user charges are the principal means by which mitigation of the adverse environmental impacts of the Scheme can be delivered (PO5). If not properly managed, traffic can have adverse air quality, noise and other environmental impacts. By controlling traffic demand via the user charges, these can be mitigated. The user charges not only control the level of demand but can help to incentivise the use of less-polluting vehicles, for example.

2.2.72.2.10 The charge is also necessary in that it generates revenue to help to meet the costs of construction and operation of the Silvertown Tunnel (PO7). Suitable alternative means of paying for the Scheme are not available and, crucially, would not incorporate the demand management effect of the user ~~charge~~charges.

In setting and varying the

3. SETTING AND VARYING THE USER CHARGES

3.1 The Assessed Case user charges (including the charge levels, the hours charged, the vehicles charges, discounts and exemptions granted and other factors related to

2.2.83.1.1 Prior to submitting the DCO application, TfL assessed a range of user charging), TfL must ensure that they are fair, justified and will not undermine scenarios in order to identify one which would best meet the Project Objectives. in the conditions forecast to exist when the Scheme opens. This included an assessment of the extent to which different charging scenarios enabled effective demand management (and the associated economic and environmental impacts of this demand) and resulted in sufficient revenue to pay for the Scheme. An assessment of a zero charge was also undertaken. This process is explained in detail in Selecting the Charges for the Assessed Case.

2.3 Factors for consideration in setting and varying the charges

3.1.2 TfL will setIn carrying out this assessment, TfL measured the likely impacts of different user charging scenarios on a range of metrics which are directly related to the Project Objectives. An example of such a metric is the effect on demand at the Blackwall and Silvertown Tunnel, which is important for achieving PO1 and PO2.

3.1.3 A summary of how the various scenarios tested performed against these metrics and Project Objectives is set out in Selecting the Charges for the Assessed Case. The scenario (S153) which was shown to deliver an effective balance of positive results against all these assessed areas was then used to develop the Assessed Case for the DCO application. The Assessed Case user charges are set out at Appendix B.

3.2 Setting the initial user charges

2.3.4 Policy 5: TfL must set initial user charges prior to the Silvertown Tunnel opening to road traffic. TfL will keep the user charges under review.

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3.2.1 TfL has set out its forecast of what these initial user charges will be in the Assessed Case (at Appendix B), and these will be the starting point in the setting of the initial user charges. When it is time to begin the process for setting the initial user charges, TfL will update its modelling using up-to-date inputs and this will help to determine whether any

changes to the Assessed Case user charges are required to more effectively deliver the Project Objectives.

Policy 6: The extent to which the user charges will assist in the continuing achievement of the Project Objectives is a relevant criterion the primary consideration to be had which TfL will have regard to by TfL when setting the initial user charges.

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~~2.3.2 and varying the user charges.~~

~~2.3.3 The following sections set out the factors for consideration in setting and varying the user charges. The procedures for setting the initial charges and for making subsequent variations are set out in the following chapter.~~

~~The initial In setting the initial charge, TfL will have regard to the Environmental Statement (ES) (Document Reference: 6.1). TfL shall set the charge The User Charging Assessment Framework (UCAF) which is reproduced at Appendix C, and is explained in section 3.4 below, provides a means of assessing potential user charges against the Project Objectives. The UCAF formalises the method which was used in developing the Assessed Case user charges, thereby ensuring consistency in the approach to charge-setting. This is explained in more detail below.~~

Policy 7: TfL will set the initial charges at a level and subject to conditions so that the Scheme in operation is not likely to give rise to significant environmentenvironmental effects which are materially worse thattthan those reported in the ES. In this TfL will have regard to:

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3.3 Subsequent variations to the user charges

- ~~• traffic;~~
- ~~• the environment; To remain effective over time, it will be important for TfL to keep the charges under review and~~
- ~~• population, economy and growth.~~

Subsequent make variations to the charges

~~3.3.1 TfL shall have regard where this is necessary in response to changing conditions to ensure the continued achievement of the Project Objectives and the need for their achievement in identifying potential variations to.~~

~~2.3.4.~~

~~2.3.5 In determining whether to adjust or vary user charges, TfL shall have regard to the likely significant effects on:~~

- ~~• traffic;~~
- ~~• the environment; and~~
- ~~• population, economy and growth.~~

~~2.3.6 Variations to the charges must also comply with applicable legislation and policies (such as the MTS) and with TfL's network management duty.~~

~~2.4 How the factors will be considered~~

~~Traffic Policy 8: TfL must keep the user charges under review.~~

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~~3.3.2 TfL will use its power to set and vary consider the extent to which any proposed variations to the user charges will help to deliver the Project Objectives. This will be done using the User Charging Assessment Framework (UCAF) which will be updated as necessary to take account of other traffic, environmental, and socio-economic factors which are relevant at the time of the charge as a means to help proposed variation.~~

~~Policy 9: The extent to which the user charges will assist in the continued achievement of the Project Objectives is the primary consideration which TfL will have regard to when varying the user charges.~~

~~In considering whether any proposed variations to the charges will assist the delivery of the Project Objectives, TfL will consider the likely impacts of the proposed variation on traffic, the environment, population, economy and growth and other factors which are relevant to the Project Objectives. TfL will also consider the extent to which the proposed variations assist TfL to comply with its statutory functions and other relevant policies and legislation.~~

~~3.4 The User Charging Assessment Framework (UCAF)~~

~~3.4.1 The UCAF enables TfL to assess the extent to which proposed user charges are likely to:~~

- ~~• achieve the Project Objectives~~

- enable TfL to fulfil its wider road other duties, as follows:

- Impact on TfL's network management duty under the Traffic Management Act 2004⁴
- Impact on compliance with other relevant legislation.

3.4.2 The UCAF lists each Project Objective and one or more indicative metrics for determining the extent to which this Project Objective is met in the assessment. The metrics presented in the UCAF are considered to be appropriate at the present time, but these could be amended or expanded in the future to take account of changes in policy, environmental factors or other relevant considerations.

3.4.3 The considerations listed in the UCAF will be taken into account when TfL is setting the initial charges or considering making changes to any element of the user charges. Such changes could include a decrease or increase of overall charge levels by vehicle type, changes to peak and off-peak periods, changes to charging hours, changes to discounts and exemptions and other variables.

3.4.4 As described in section 4, TfL and STIG will consider the results of the Framework as part of the procedure for setting the initial user charges and varying user charges. The completed UCAF will be published on TfL's website as part of a short report about the decision.

The UCAF, the factors and the Project Objectives

3.4.5 The UCAF provides a means of assessing potential user charges with regard to their impact on the Project Objectives and on the factors listed in section 3.2 and section 3.3 above which are relevant both in setting the initial user charges and in making variations: traffic, environment and population, economy and growth. This section summarises how the UCAF will work in this respect. It is worth noting here that the environmental and socio-economic effects of the Scheme are largely a function of traffic flows and composition and the UCAF accordingly contains several metrics for these.

⁴ TfL's network management duty under the Traffic Management Act 2004 requires it to make sure road networks are managed effectively to minimise congestion and disruption to vehicles and pedestrians

Traffic

~~2.4.13.4.6~~ In the UCAF, a number of traffic metrics are included for the section related to the achievement of PO1 and PO2. It should be noted that these metrics relate to adjacent crossings and local roads as well as the Blackwall and Silvertown Tunnels: it is important that the wider impacts of the Scheme's user charges are considered in decision-making. These metrics relate to the ability of the user charge to manage demand for the crossing.

~~2.4.23.4.7~~ TfL will have regard to the effects on the demand for the Silvertown and Blackwall Tunnels (including changes in traffic flow, congestion and delay) and on the management of traffic and transport on the wider network.

~~2.4.3~~ Overall, in setting and varying the user charges, TfL will seek to manage traffic demand at the Blackwall and Silvertown Tunnels to a level that ensures network capacity is not exceeded, and that displacement to alternative crossing routes is minimised.

~~3.4.8~~ In addition to the traffic metrics described, the UCAF contains a section on the fulfilment of TfL's other duties. This is intended to recognise that the Scheme is part of the wider road network in London for which TfL has a strategic responsibility; the current and likely future context of this network will be important in making decisions related to the user charges.

Environment

~~3.4.9~~ Project Objective 5 concerns the environmental impacts of the Scheme. The UCAF includes several potential metrics for the assessment of how well the user charges help to meet PO5. The general themes for these metrics – air quality, noise, socio-economic and safety – have been selected on the basis of being the ES themes which are most likely to be directly affected by the user charges. As already noted there are a range of potential metrics which could be used here and those given in the UCAF are indicative.

~~2.4.43.4.10~~ TfL will consider the likely effects of the proposed charge on the environment, including health and equalities impacts. TfL will seek

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to ensure that the Scheme in operation does not give rise to unacceptable environmental impacts (e.g. noise or air quality). In determining the acceptability or not of the environmental impact, TfL will have regard to relevant legislation and strategies, including the national and Mayor's air quality strategies.

Population, economy and growth

3.4.11 PO3 concerns the impacts of the scheme on businesses, access to employment and public transport. The connectivity benefits of the Scheme will increase the number of people who can access employment in the east and south east subregion, and by making journey times shorter and more reliable, improve conditions for businesses in the area. The provision of reliable public transport in the form of buses through the Silvertown Tunnel is especially important in improving access to jobs and services, and the Scheme enables a step-change in cross-river bus services.

2.4.53.4.12 TfL will consider the likely effects of the proposed charge in supporting the performance of the local economy, the ability of residents to access employment opportunities and the delivery of new housing. TfL will have regard to planning policy set out in the London Plan and the Local Plans of the Royal Borough of Greenwich, the London Borough of Newham and the London Borough of Tower Hamlets and any policies or proposals set out in the Mayor's Transport Strategy.

2.4.63.4.13 Overall, TfL will seek to facilitate planned economic development in east and south-east London by enhancing cross-river connectivity to enable businesses and residents to undertake essential movements by road more efficiently.

Other considerations (POs 4, 6 and 7)

3.4.1 The secondary reason for the user charge, its ability to generate revenue to pay for the Scheme, is assessed under PO7. TfL is proposing to deliver the Scheme under a Public Private Partnership (PPP), where the ProjectCo will be responsible for the detailed design, construction and operation of the Silvertown Tunnel for a period of 25

years. TfL will use the revenues from the user charges in order to make payments to the ProjectCo over this period. Other sources of funding are not available and therefore it is important that the user charges are set and varied in a way which fulfils this arrangement.

3.4.2 In considering the initial user charges and potential variations, TfL will consider the extent to which these affect the ability to pay for the Scheme.

2.4.13.4.3 As set out in Selecting the Assessed Case User Charges, Project Objectives 4 and 6, which relate to the fit with land-use policies and stakeholder views respectively, are less directly influenced by the user charges than the other Project Objectives. The UCAF includes an appraisal for these objectives and it is expected that a quantitative appraisal, with STIG's input, is undertaken.

~~3.4.~~ PROCEDURE FOR SETTING AND VARYING THE USER CHARGES

~~3.14.1~~ Setting the initial charge

~~3.1.14.1.1~~ TfL must set ~~the~~ initial charges before the Silvertown Tunnel opens to traffic. The process for setting the charges will commence around two years in advance of Scheme opening.

~~3.1.24.1.2~~ TfL will propose the initial user charges for the Scheme, having regard to the factors set out in section ~~2.3.33.2~~ above. The steps are as follows:

- TfL will re-run the strategic traffic model (~~applying monitored~~ using up-to-date data)
- It will then use the outputs of this model run to undertake a re-assessment of the significant likely effects of the proposed initial user charges on air quality, noise, socio-economic effects, in accordance with the approach adopted in the ES (Document Reference: 6.1-)
- TfL will populate the UCAF with its impact assessment

~~3.1.34.1.3~~ TfL will consult with STIG on the proposed charges for the opening year, and present the ~~results of the impact assessment~~ completed UCAF. STIG may make recommendations in response to these-, and its views will also be recorded under PO6 of the UCAF.

~~3.1.44.1.4~~ TfL will then submit the proposed charges, including setting out the recommendations of STIG, to the TfL Board for approval. When deciding whether or not to approve the proposed charges the TfL Board must:

- have regard to STIG's recommendations; and
- only approve the charges if it is satisfied that the conditions in section ~~2.3.33.2~~ are met.

~~3.21.1~~ Subsequent variations to the user charges

4.1.5 The completed UCAF will be published on TfL's website as a record of the assessment undertaken.

4.2 Subsequent variations to the user charges

~~3.2.14.2.1~~ TfL may vary the user charges when it considers it necessary and appropriate to do so, and must have regard to the Project Objectives and the factors set out in section ~~2.3.53.3~~ above.

~~3.2.2~~ For future variations to the user charges, TfL will use the UCAF to assess ~~and have regard to~~ the likely ~~traffic, environmental and socio-economic~~ impacts of the ~~proposed variation. Variations to the charges must also comply with applicable legislation and policies and with TfL's network management duty.~~

~~3.2.34.2.2~~ variations on the achievement of the Project Objectives and other considerations TfL will present its proposed variations to STIG, which may make recommendations in response.

4.2.3 TfL will then submit the proposed ~~variations~~charges, including setting out the recommendations of STIG, to the TfL Board for approval. When deciding whether or not to approve the variations the TfL Board must:

- have regard to STIG's recommendations; and
- only approve the charges if it is satisfied that the proposed charges comply with Policy 9

4.2.4 Figure ~~34~~-1 below summarises the process for setting and varying the user charges.

~~3.2.44.2.5~~ The completed UCAF will be published on TfL's website as a record of the assessment undertaken.

3.34.3 Publishing the Statement of Charges

~~3.3.14.3.1~~ Where the TfL Board decides to approve the proposed charges (for the initial charge and for subsequent variations), TfL must publish a Statement of Charges describing the charges in the form set out in the Appendix to this document or in a form to the like effect. The Statement will set out the date from which the charges take effect.

~~3.3.24.3.2~~ The DCO requires TfL to publish a Statement of Charges no less than 56 days before it comes into effect. TfL will endeavour to provide more notice than specified by this minimum period, and may publish a Statement of Charges up to six months in advance of the initial charges taking effect, and up to three months prior to the date on which any subsequent variations to the user charges take effect.

~~3.3.34.3.3~~ TfL will publish the Statement of Charges on its website and use other channels as appropriate in order to publicise the user charges.

3.44.4 Occasional variations for inflation

~~3.4.14.4.1~~ Separate to variations occasioned by TfL's continual review, the charge will be varied from time to time to account for inflation⁵. This variation will include changes to associated charges such as penalty charges and registration fees as well as the user charges themselves. This change will not be subject to the assessment and approval processes outlined in sections ~~34~~.1 - ~~34~~.2 above. Each time the charges are varied to take account of inflation TfL will ~~be required to~~ publish a new Statement of Charges setting out these new charges in accordance with section 4.3.

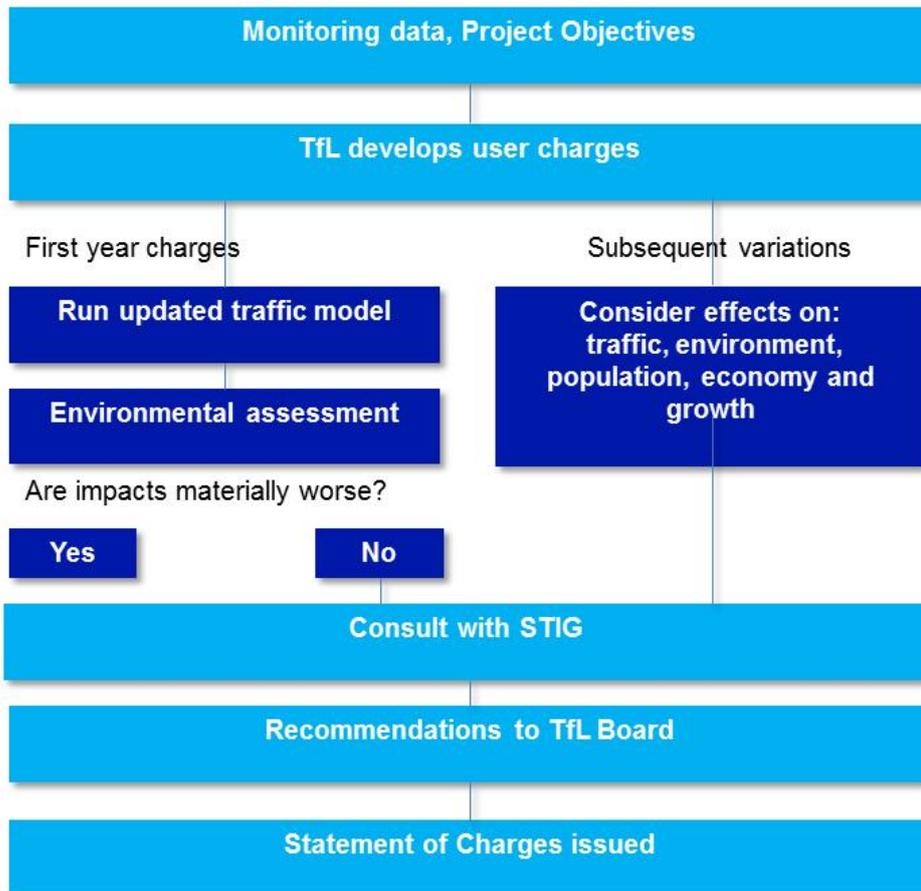
⁵ Using the Retail Price Index (RPI)

3.54.5 Temporary suspension and changes to user charges

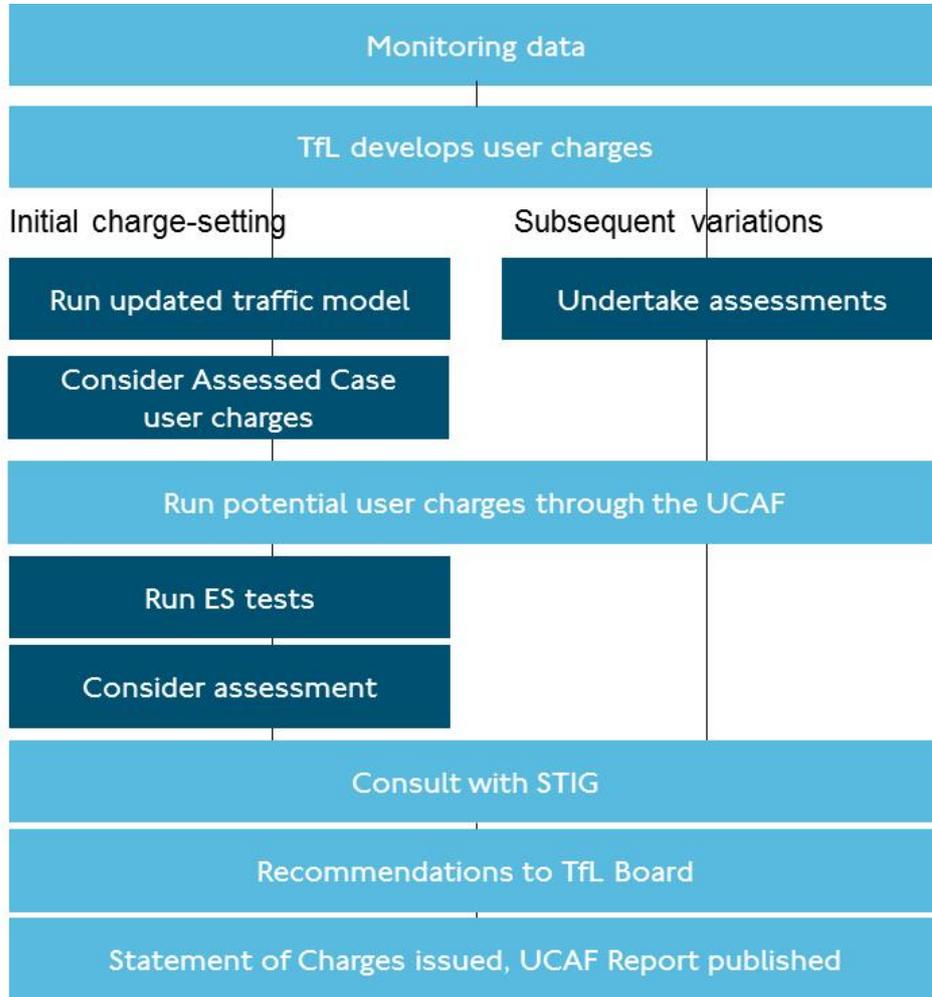
~~3.5.14.5.1~~ TfL may impose a temporary suspension or variation of charges where it considers it necessary to do so. Such a suspension would be advertised in advance on TfL's website.

~~3.5.24.5.2~~ TfL may, without notice, impose a temporary suspension of user charges in response to emergencies or unplanned incidents on the highway network.

Figure 34-1: Process and principles for setting and varying the Statement of Charges



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APPENDIX A. FORM OF STATEMENT OF CHARGES

Interpretation

1. *[insert appropriate definitions]*.

Tunnels subject to charge

2. *[Describe the tunnels in respect of which charges are imposed. This may be in words or by reference to a plan]*.

Classes of vehicles subject to charge

3. (1) Charges are imposed in respect of all motor vehicles except exempt vehicles.

Exemptions

4. Vehicles falling within any of the following classes are exempt vehicles:

[Set out the classes of vehicles which are not subject to charges].

Discounts

5. The following discounts are available:

[Set out the applicable discounts, expressed as a %].

Amount of charge

6. *[Insert details of the charges payable. These may vary according to matters including the day, the time of day, the class of vehicle etc. The basis on which variable charges are applied should be set out below]*.

Payment means or method

7. *[Insert details of the methods available to pay the charges]*.

Documents or equipment

8. *[Insert details of any documents or equipment needed in order to pay the charges]*.

Penalty charge for non-payment of charge

9. *[State where penalty charges are imposed for non-payment of charges and the amount of charges including reduction for prompt payment].*

Immobilisation of vehicles

10. *[State the circumstances in which a vehicle may be immobilised on account of non-payment of penalty charges and amount of penalty charge for release from immobilisation devices].*

Removal of vehicles

11. *[State the circumstances in which a vehicle may be removed on account of non-payment of penalty charges and amount of penalty charges for removal, storage and disposal of vehicle].*

Payment of charges and penalty charges

12. *[Set out the ways in which and the times at which charges and penalty charges may be paid, including payment through accounts, by credit card and refunds].*

Commencement and duration

13. *[State when the charges set out in this Statement of Charges come into effect and their duration].*

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APPENDIX B: ASSESSED CASE USER CHARGES

Charge per trip in 2015 prices (during charging hours: 6am to 10pm)

<u>User type</u>	<u>Account-holder</u>		<u>Non account-holder</u>
<u>Charge rates</u>	<u>Off-peak charge</u>	<u>Peak charge</u>	<u>Headline charge</u>
<u>Time</u>	<u>Weekdays outside peak period and at all times on weekends</u>	<u>Weekday peak periods between 6-10am going northbound and 4-7pm southbound</u>	<u>At all times</u>
<u>Motorcycle, moped, motor tricycle</u>	<u>£1.00</u>	<u>£2.00</u>	<u>£3.00</u>
<u>Car and small van</u>	<u>£1.00</u>	<u>£3.00</u>	<u>£4.00</u>
<u>Large van</u>	<u>£1.65</u>	<u>£5.00</u>	<u>£6.00</u>
<u>HGVs</u>	<u>£4.00</u>	<u>£7.50</u>	<u>£8.50</u>
<u>Bus, coach, minibus</u>	<u>Zero charge (100% discount)</u>		

<u>Discounts and Exemptions (assumed in the Assessed Case)</u>
<u>100% Discount</u>
<u>Recovery and accredited breakdown vehicles</u>
<u>Buses, coaches and minibuses</u>
<u>Blue Badge holders</u>
<u>Low emission vehicles</u>
<u>Selected Partner vehicles</u>
<u>Taxi and Private Hire Vehicles</u>
<u>NHS Patient Reimbursement</u>
<u>Exemptions</u>
<u>Emergency services vehicles</u>
<u>NHS vehicles exempt from vehicle tax</u>
<u>Vehicles in the disabled tax class</u>
<u>Military vehicles</u>

APPENDIX C. USER CHARGING ASSESSMENT FRAMEWORK

Silvertown Tunnel User Charging Assessment Framework (UCAF)	
Scope of the assessment To be completed when applying the framework e.g. An assessment against the Project Objectives of the impact of increasing the off-peak charges by 50%	
All metrics used in this table are indicative	
Project Objective 1: To improve the resilience of the five crossings in the highway network in east and southeast London to cope with planned and unplanned events and incidents AND	Project Objective 1: To improve the resilience of the five crossings in the highway network in east and southeast London to cope with planned and unplanned events and incidents
Project Objective 2: To improve the road network performance of the Blackwall Tunnel and its approach roads	Project Objective 2: To improve the road network performance of the Blackwall Tunnel and its approach roads
Impact on traffic flow and composition at the Blackwall & Silvertown Tunnels	
Impact on delay at the Blackwall & Silvertown Tunnels	
Impact on journey time and journey time reliability on strategic routes	
Impact on traffic flow at nearby crossings incl. Tower Bridge, Rotherhithe Tunnel, Woolwich Ferry, Dartford Crossing	
Impact on traffic composition at nearby crossings incl. Tower Bridge, Rotherhithe Tunnel, Woolwich Ferry, Dartford Crossing	
Impact on traffic on diversion routes and local roads	
Overall Impact against Project Objective(s)	States summary outcome
Impact on user benefits	
Impact on business	
Impact on the ability of residents to access employment opportunities	
Impact on public transport	
Overall Impact against Project Objective(s)	States summary outcome
Project Objective 4: To integrate with local and strategic land use policies	States summary outcome
Summary of assessment in relation to integration with relevant policies	
Overall Impact against Project Objective(s)	States summary outcome
Project Objective 5: To minimise any adverse impacts of any proposals on communities, health, safety and the environment	States summary outcome
Impact on emission levels (air quality) on the Blackwall & Silvertown Tunnel approaches	
Impact on emission levels (air quality) on the approaches to nearby crossings incl. Tower Bridge, Rotherhithe Tunnel & Woolwich Ferry	
Impact on noise levels on the approaches to nearby crossings incl. Tower Bridge, Rotherhithe Tunnel & Woolwich Ferry	
Impact on noise levels on the approaches to nearby crossings incl. Tower Bridge, Rotherhithe Tunnel & Woolwich Ferry	
Impact on emission (air quality) levels on diversion routes and local roads	
Impact on noise levels on diversion routes and local roads	
Impact on different socio-economic groups	
Impact on safety	
Overall Impact against Project Objective(s)	States summary outcome
Project Objective 6: To ensure where possible that any proposals are acceptable in principle to key stakeholders, including affected boroughs	States summary outcome
Summary of STG's and relevant stakeholders' views	
Overall Impact against Project Objective(s)	States summary outcome
Project Objective 7: To achieve value for money and, through road user charging, to manage congestion	States summary outcome
Impact on the ability to fund the Scheme and other transport improvements without significantly impacting on other funds	
Overall Impact against Project Objective(s)	States summary outcome
Other TIL duties	States summary outcome
Impact on TIL's network management duty under the Traffic Management Act 2004	
Overall Impact against other TIL duties	States summary outcome
Summary assessment	States summary outcome
<i>Insert a summary of the above assessment, weighing up the outcomes against each project objective and taking into account TIL's other duties to arrive at an overall outcome and recommendation.</i>	

BIBLIOGRAPHY

- i. Greater London Authority (2010); Mayor's Transport Strategy (MTS); London
- ii. Greater London Authority (2011); The London Plan; Spatial Development Strategy for Greater London; London
- iii. Greater London Authority (2015); Further Alterations to the London Plan; London
- iv. London Borough of Newham; Core Strategy; London
- v. London Borough of Tower Hamlets (2010); Core Strategy 2010; London
- vi. Royal Borough of Greenwich (2014); Royal Greenwich Local Plan; London