

Silvertown Tunnel: Deadline 3 Representation

London City Airport

January 2017

N03/110116D

1. London City Airport (LCA) is an international point to point airport located in the Royal Docks area of the London Borough of Newham. It is a major transport facility in close proximity to the proposed Silvertown Tunnel.
2. In July 2016, LCA was granted planning permission by the Secretary of State for the City Airport Development Programme 1 (CADP1, application reference 13/01228FUL). CADP1 provides for a significant expansion of the existing terminal, seven additional aircraft stands, parallel taxiway and other associated infrastructure to accommodate passenger growth to 6.5 million by 2025. The project will create an additional 1,600 permanent jobs at the airport by 2025 and a further 500 construction jobs. It is intended to commence construction of CADP1 by summer 2017.
3. Beyond CADP the Airport's published Master Plan (2006) forecasts growth at the airport to 8 million passengers by 2030.
4. Surface access is critical to the proper functioning of the Airport, with some 70% of passengers travelling to and from the airport by public transport, through the Docklands Light Railway, bus services and black taxi services. The efficient operation of the highway network in the vicinity of the Airport is vital to LCA's customers and staff. A congested network can affect the ability of passengers to make designated flight times which, in turn, could compromise the performance and attractiveness of the Airport. Furthermore traffic delays to staff accessing the Airport will also compromise operational efficiency.
5. LCA has previously made representations on the Silvertown Tunnel draft Development Consent Order (dDCO) through the following means:
 - Written representation (30th August 2016);
 - Oral representation at the Issue Specific Hearing on the dDCO (19th January 2017).
6. LCA representatives also attended the Issue Specific Hearing on Traffic/Transport Modelling, Forecasting, User Charging and Economic Issues on 17th January 2017.
7. LCA recognises that additional capacity is required for river crossings in East London. Therefore, LCA supports the principle of the Silvertown Tunnel.
8. Notwithstanding this, and following review of relevant dDCO documents and attendance at the Issue Specific Hearings, LCA objects on three grounds:
 - a. the composition of the Silvertown Tunnel Implementation Group (STIG);

- b. the powers of the Silvertown Tunnel Implementation Group (STIG);
- c. insufficient assurance of improvements to public transport services as a result of the Silvertown Tunnel.

A. Composition of the Silvertown Tunnel Implementation Group (STIG)

- 9. LCA is a major transport facility, licensed aerodrome operator and statutory undertaker in close proximity to the proposed Silvertown Tunnel;
- 10. LCA has a direct and legitimate interest in all of the items listed in Article 65(5), especially:
 - a. Monitoring Strategy;
 - b. Traffic Impacts Mitigation Strategy; and
 - e. cross-river bus services.
- 11. As such, LCA should be a member of the STIG.

B. The Powers of the Silvertown Tunnel Implementation Group (STIG)

- 12. LCA considers that the requirements relating to the monitoring strategy and the Traffic Impacts Mitigation Strategy (TIMS) do not ensure that any necessary traffic mitigation works will be delivered.
- 13. The inclusion of mitigation triggers in the TIMS is welcome, but the process for examining if mitigation is required, what that mitigation should be, and when it will be undertaken, is entirely in the control of the promoter without any independent oversight.
- 14. The role of the STIG in implementing the TIMS is important but it is only a consultative body with no right of approval. TfL only have to have regard to any recommendation made by the STIG (Article 65(6)).
- 15. As the requirements of TIMS are presently drafted, ultimately it is TfL itself who determines:
 - i. Whether triggers for mitigation have been reached;
 - ii. Whether permanent or temporary mitigation is required;
 - iii. Whether the requirement for mitigation is solely or largely attributable to the Scheme and therefore whether TfL will carry out any mitigation at all;
 - iv. The type of mitigation that should be required;
 - v. When mitigation will be undertaken (and when it will be funded).
- 16. There is a limited role for Local Authorities where mitigation measures are on local roads only. In these circumstances, implementation of mitigation measures has to be approved by the Local Authority but the Local Authority can only choose whether to approve the measure TfL are putting forward or refuse them and carry out its own mitigation at its own cost.

17. This is an unusual situation where mitigation is not yet identified or built into the scheme. With this in mind, LCA considers that a much more rigorous requirement is needed to ensure that all reasonable and necessary mitigation is brought forward and delivered with independent oversight from the relevant local planning authorities (whilst still being informed by input from the STIG).
18. It is considered that TfL should be required to obtain the approval of the LPA to the output of the monitoring strategy and the TIMS (including any proposed mitigation and a programme of work) at three key stages of the project:
 - before scheme commencement,
 - before scheme opening and
 - Three years after opening.
19. TfL should then be required to undertake any approved mitigation in accordance with the approved programme.
20. LCA do not accept that these matters should be left to TfL alone even though it has a statutory role as highway authority. That role and its duties involve many conflicting considerations (e.g. available funding and prioritizing measures across the entire TfL road network) which risk the timely delivery of necessary mitigation works.
21. LCA recommend that the Norfolk County Council (Norwich Northern Distributor Road) DCO is considered, where the relevant planning authorities were given a right of approval over monitoring and mitigation measures being brought forward by Norfolk County Council as highway authority.

C. Insufficient assurance of improvements to public transport services as a result of the Silvertown Tunnel

22. LCA welcomes the assurances given by TfL at the recent Issue Specific Hearings (17th January 2017 and 19th January 2017) in relation to cross river bus services. However, LCA has a keen interest in seeing improved public transport provision across the river for its staff and passengers, and would prefer to see either provision in the dDCO or in an agreement with the local authorities (e.g. under Section 156 Greater London Authority Act or conceivably Section 106 Town and Country Planning Act 1990) which puts into place an enforceable framework for the promotion and delivery of bus services.