



## Silvertown Tunnel Development Consent Order

### London Borough of Southwark

# Responses to Examining Authority's Second Written Questions and Requests for Information

---

<b>PINS Reference</b>		
<b>Document Number</b>	LBS 09	
<b>Authors</b>	LB Southwark, Project Centre, Phlorum, GVA	
<b>Revision</b>	<b>Date</b>	<b>Description</b>
0	March 2017	Deadline 4 Version

## 1. INTRODUCTION

1.1 Transport for London ("TfL") submitted the application for the Silvertown Tunnel Development Consent Order ("DCO") in April 2016. The DCO Examination began in October 2016. The London Borough of Southwark ("LB Southwark") is considered a 'neighbouring borough' for the purposes of the Silvertown Tunnel DCO.

1.2 LB Southwark has submitted written submissions throughout the examination process and attended a number of Issue Specific Hearings to make oral representations.

1.3 LB Southwark's concerns remain as per those set out in their written submissions including their Written Representation (document reference: REP1-008) and their Local Impact Report (document reference: REP1-009). LB Southwark also provided written submissions on the Examining Authority's (ExA) first written questions (document reference: REP1-010) and comments on TfL's responses to the ExA's first written questions (document reference: REP2-013).

1.4 LB Southwark has also set out its concerns with the detail of the wording of the draft DCO and made oral representations on this at the Issue Specific Hearing (ISH) on 19 January 2017. The details of Southwark's concerns with the wording of the dDCO are set out in the following submissions; Written Representation (document reference: REP1-008), Comment on the draft DCO Revision 1 (document reference: REP2-013) and Comments on the draft DCO Revision 2 (document reference: REP3-037).

1.5 The ExA published the second written questions and requests for information on 10 February 2017. This document sets out LB Southwark's responses to the relevant questions within the following sections of the questions;

## Silvertown Tunnel Development Consent Order

### London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

- GA. General
- DC. DCO wording
- TT. Traffic and transportation
- AQ. Air quality.

1.6 LB Southwark is submitting this document alongside its Update and comments on the draft Development Consent Order document (LB Southwark document reference: LBS 10).

1.7 It should also be noted that LB Southwark has met with TfL on three occasions since the January 2017 hearings to discuss traffic and transport, air quality, and monitoring and mitigation. TfL subsequently provided the neighbouring boroughs with 'working drafts' of three documents (the draft DCO, the combined Monitoring and Mitigation Strategy, and the revised Bus Strategy) by email on 28 February 2017. LB Southwark has referred to these documents and to discussions from meetings with TfL where appropriate in the responses to the SWQs below. Further detail is also set out in LB Southwark's Update document (LB Southwark document reference: LBS 10). Additionally TfL circulated a revised plan of monitoring locations on Thursday 2 March 2017 (contained at Appendix A of this response), Though this indicates some additional monitoring there are still key routes which appear not to be included in the monitoring. As there was no associated detail in this email LB Southwark will review the version submitted by TfL at Deadline 4.

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

**2. LONDON BOROUGH OF SOUTHWARK'S RESPONSES TO THE SECOND WRITTEN QUESTIONS AND REQUESTS FOR INFORMATION**

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

QUESTION NUMBER	QUESTION TO	QUESTION	LONDON BOROUGH OF SOUTHWARK’S RESPONSE
GA2	General		
GA2.1	Applicant	<p><b>Distribution of Benefits:</b> Given that the further analysis provided in REP3-024 still shows that the imposition of user charges would have a detrimental impact on low income users of private vehicles needing to commute through the tunnels:</p> <ol style="list-style-type: none"> <li>1. Please provide the DCO obligation or other means to give effect to the suggested waiving of the account registration fee for residents within the host boroughs or other defined local area and concessions for local users of the proposed new additional bus services to be provided through the tunnel.</li> <li>2. Please also provide an update on the intended means for cyclists to cross the river economically at this point whether by a bus cycle shuttle and/or concessionary charges on the AirLine (or other means). The outcome of such a consideration would be another measure for inclusion in a DCO obligation.</li> </ol>	<p>This question is of interest to LB Southwark given LB Southwark’s previous representations on cycle provision (LBS01 p.20). LB Southwark awaits TfL’s response to this question and may provide a written response at Deadline 5.</p>
GA2.7	Applicant	<p><b>Package of river crossings:</b> A number of Boroughs and other IPs have commented that the Silvertown Tunnel must be seen as part of a package of new river crossings in East London. To demonstrate this in addition to the references in the initial Update Documents (AS-021), a copy of the latest</p>	<p>This question is of interest to LB Southwark, particularly as Southwark is supportive of the proposed Rotherhithe to Canary Wharf pedestrian and cycle bridge. The proposed bridge will provide a pedestrian and cycle link between the London Boroughs of Southwark and Tower Hamlets.</p>

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

		<p>December 2016 TfL business Plan has been submitted (REP3-026). In this the Silvertown Tunnel is shown with a specific capital provision, but there are only qualified textual references to the proposed Rotherhithe to Canary Wharf pedestrian and cycle bridge and the proposed DLR connection between Gallions Reach and Thamesmead on page 17 with a still lesser degree of commitment indicated for a possible ferry between North Greenwich and Canary wharf. Please indicate the degree of commitment to these other components of a cross river package and the dates by which construction is expected to commence and the links be open for use in comparison with the proposed Silvertown Tunnel.</p>	<p>As the ExA has picked up in this question, there is no actual commitment or funding by TfL for the proposed bridge. As set out in LB Southwark's Responses to TfL's responses to FWQ PN2 (document reference: REP2-013), TfL notes within their response to the FWQ that there is no funding for the bridge. As set out already in LB Southwark's response, there is also no commitment to the proposed bridge within the DCO or elsewhere and thus LB Southwark remains unconvinced that the Silvertown Tunnel will contribute to improving walking and cycling. TfL's reference in the Mayoral Review (document reference: AS-021) seems to refer to the proposed bridge as a way of improving cycling and walking and appears to link it to the Silvertown Tunnel DCO, but without anything within the DCO to require it. In order to claim any benefits to this scheme or mitigation derived from other crossings which are more supportive of sustainable transport modes, these other crossings must be secured or committed in a meaningful way. The lack of budgetary support within TfL's business plan and remaining lack of commitment in the DCO is insufficient. The Silvertown Tunnel therefore needs to be assessed as a solus project or the package of crossings needs to be committed in order to be taken into account as part of the decision-making process for the Tunnel.</p> <p>LB Southwark thus awaits TfL's response to this question and may provide a further written response at Deadline 5.</p>
--	--	---	---

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

DC	DCO WORDING		
DC2.4	Applicant, host and neighbouring Boroughs	<p>Article 52: If possible bring forward any agreed changes to this article such that there is no doubt that it would require adherence the revised Charging Policies and Procedures Document 7.11 (as further amended). Article 52(1) as currently drafted appears not to refer to this document as the determining policy document and is not explicit about the application of the UCAF procedure.</p> <p>A Revised copy of the Charging Policies and Procedures Document that would be certified under Schedule 14 should be supplied.</p>	<p>This question is of interest to LB Southwark. LB Southwark awaits TfL's response to this question and may provide a written response at Deadline 5.</p>
DC2.5	Applicant	<p>Article 56: Although the Applicant has argued against making specific commitments to other river crossings, and while mitigation might be inferred as being covered under terms like 'operating', please explain why it would not be preferable to make mitigation a specific application for charges and, to the extent that additional cross river bus services are to be imposed as a requirement, why any funding requirements to guarantee such services should also not be explicitly referred to.</p>	<p>This question is of interest to LB Southwark and Southwark has already set out its concerns with Article 56 in its oral representations at the ISH on 19 January 2017 and within its written submissions. This includes LB Southwark's written representation (document reference: REP1-023), Wording of dDCO Revision 1 (document reference: REP2-012) and Wording of dDCO Revision 2 (REP3-037).</p> <p>TfL shared a working draft of its revised Article 56 with the neighbouring boroughs by email on 28 February 2017. LB Southwark's comments on this are set out in its Deadline 4 Update and comments on the dDCO (Southwark reference number: LBS 10).</p> <p>It is understood that TfL is still revising this article, and thus LB Southwark awaits TfL's response to this</p>

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

			question and the proposed updated article, and may provide a further written response at Deadline 5.
DC2.7	Applicant, host and neighbouring Boroughs	<p>Article 65: If possible bring forward agreed changes to this article to address widespread concerns over the composition, operation and powers of the STIG.</p> <p>Does LBN have a view on whether they should represent LCY or whether the airport should have direct representation as is proposed for HE.</p> <p>A copy of the revised combined Monitoring Strategy and Traffic Mitigation strategy should also be forwarded, again preferably in a form agreed with the Boroughs. It should include agreed monitoring thresholds relating to all roads that are of concern and direct monitoring of environmental effects as well as of traffic flows, so that there is local authority support for what will be a certified document under Schedule 14.</p>	<p>LB Southwark has met with TfL three times since the January 2017 hearings to discuss outstanding issues in relation to traffic/transport and air quality. Mitigation, monitoring and STIG were the focus of much of the discussions. LB Southwark’s Update document and comments on the dDCO (LB Southwark document reference r: LBS 10) provides further information on the meetings between LB Southwark and TfL.</p> <p>TfL provided LB Southwark with working drafts of the dDCO (including an amended Article 65), the combined monitoring and mitigation strategy, and the revised bus strategy on 28 February 2017. LB Southwark provided some initial comments to TfL at their deadline on 2 March 2017. It is understood that TfL is still making amendments to these documents, and therefore LB Southwark will also be providing more detailed comments once TfL’s amended documents are submitted for Deadline 4. Appendix B sets the version of STIG upon which LB Southwark’s comments are based.</p> <p>The outstanding concerns in relation to this SWQ are set out below.</p> <p><u>Article 65: STIG</u></p> <p>Please see sections 4 of LB Southwark’s Update document and comments on the dDCO submitted at</p>

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

			<p>Deadline 4 (Southwark reference number: LBS 10).</p> <p><u>Monitoring and Mitigation</u>                  LB Southwark has briefly reviewed the draft Monitoring and Mitigation Strategy circulated by TfL on 28<sup>th</sup> February. Further comments on the air quality aspects of this are presented at Question DC2.9.</p>
DC2.9	<p>Applicant, Host Boroughs (including London Borough (LB) Tower Hamlets), other Boroughs, HSE, Historic England, MMO and EA</p>	<p>Schedule 2 Requirements:  <b>Requirement 1</b> – Are the Boroughs content with the approach of securing the bus services through the tunnel by means of a requirement relating to a separate certified document? Please provide an updated (and preferably agreed version of the Bus strategy Document that would be certified under Schedule 14.</p> <p><b>Requirement 3</b> – The Applicant has to date resisted suggestions for tying the design to the submitted DAS and General Arrangement drawings, yet at least one Borough has suggested that ‘have regard to’ would still be insufficient to ensure that the worked up scheme reflected what has been presented in the application and considered in the ES. Please give further consideration to the wording of Requirement 3(1) in the light of continuing concern both by the ExA and Boroughs.</p> <p><b>Requirement 4</b> – In the light of the discussions during the DCO Hearing held on</p>	<p>TfL provided LB Southwark with working drafts of the dDCO (including an amended Article 65), the combined monitoring and mitigation strategy, and the revised bus strategy on 28 February 2017. LB Southwark provided some initial comments to TfL at their deadline on 2 March 2017. It is understood that TfL is still making amendments to these documents, and therefore LB Southwark will also be providing more detailed comments once TfL’s amended documents are submitted for Deadline 4.</p> <p>The outstanding concerns are set out below.</p> <p><u>Bus services and cycle provision</u>                  Whilst LB Southwark notes that the Deadline 3 TfL dDCO (document reference REP3-003) includes an updated requirement 13 on Cross-river bus services and required TfL to implement and act in accordance with the bus strategy, LB Southwark have seen the draft revised Bus Strategy and provided initial comments as described above. LB Southwark thus looks forward to reviewing the</p>

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

	<p>the 19 January 2017, please give further consideration to the wording of Requirement 4(3) to ensure that the detailed design of all works that would normally be subject to planning control would be subject to the approval of the relevant planning authority (i.e. excluding only those works that would normally be Permitted Development for a local highway authority).</p> <p><b>Requirement 5</b> – In the light of the discussions during the DCO Hearing held on the 19 January 2017, please review and update the way that Requirement 5(2) is structured. Bearing in mind continuing concern from host boroughs and/or the PLA that more of the subsidiary plans should require their approval including the Construction Environmental Management Plan (CEMP), Construction Site River Strategy, Lighting Management Plan and Site Waste Management Plan, please provide further justification as to why there should be any division between plans requiring approval and those only requiring consultation. It is noted that the pre-ambles to what are currently separate sub-requirements (2) and (3) refer to parts of the authorised development and this would seem to cover the possibility of seeking separate approvals from LBN and RBG. The simplest solution would be to combine sub-requirements (2) and (3) so that all components of the CoCP would require approval of the relevant LPA</p>	<p>submitted strategy document, reserving the opportunity to comment further at Deadline 5.</p> <p>There is general concern that the commitments in the strategy are not effective or binding and there is no commitment to a level of service or benefits that will match those presented elsewhere in other examination materials. The borough has made specific representation on these points and TfL has not adequately addressed these within the latest document and as such it cannot be agreed by the Borough.</p> <p>It is disappointing that the proposed Bus Strategy emphasises the importance of bus services and the great opportunities that this scheme proposes to bus provision, but yet these benefits do not appear to be delivered.</p> <p>Commitment 1 – residential concession. There is no detail as to who will be eligible and for how long this will be available for. There is concern that non host borough residents will not be eligible.</p> <p>Commitment 2 – work with STIG to deliver change in cross river bus services. There is no detail of the routes or level of service, despite this being specifically requested by the boroughs throughout the process. A commitment to the level of bus services as within the Assessed Case is required as a minimum. This is what has been assessed with the ES and against which the benefits of the scheme have been assessed.</p> <p>The proposed updated DCO Article 65 removes</p>
--	---	--

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

	<p>(or other body) after appropriate consultation.</p> <p>Please also provide further justification for the absence of a draft CEMP before the Examination when such documents have been provided to accompany many made DCOs and the CoCP is itself intended to be a certified document. While it may be referred to in the CoCP, why does Requirement 5 not specify that the CoCP must secure no lesser mitigation than assumed in the ES? The issue of ensuring that materially different or worse environmental effects do not arise under the provisions of the CoCP is raised in question CL2.6 under the heading of Construction on land. Amendment to Requirement 5 and to the CoCP may be required.</p> <p>Please provide an updated CoCP, preferably agreed with the relevant Boroughs and the PLA, in the form that would be certified.</p> <p><b>Requirement 6</b> – There has been discussion of whether there should be reference to the General Arrangement drawings in this requirement. Please provide appropriate wording or a justification for making no reference.</p> <p>Please could the host boroughs confirm whether they agree to the words, “in the opinion of the relevant planning authority” in R6(5) in respect of identifying which trees or shrubs have become seriously damaged or diseased? Is this a role that the host LPAs</p>	<p>cross river bus services from one of the matters that STIG may consider. Therefore, it is unclear as to how STIG will actually be involved in the agreement of bus services where there appears to be no provision for their involvement within the DCO.</p> <p>Commitment 6 – services for Growth Boroughs to access employment. The importance of the Growth Boroughs is understood but this excludes LB Southwark which is more directly affected by the proposals than other Growth Boroughs. As previously highlighted, LB Southwark contains very deprived wards, Commitment 6 needs to therefore include these boroughs specifically if it is to meet TfL’s aspiration to “...improve access in areas of deprivation.” The definition should refer to “STIG boroughs” rather than “Growth Boroughs”.</p> <p>LB Southwark looks forward to reviewing the submitted documents relating to bus services and cycle transport, reserving the right to comment further at Deadline 5.</p> <p><u>Monitoring and mitigation</u></p> <p>LB Southwark welcomes a simplified merged document but the draft supplied by TfL was still very lengthy. Southwark have provided initial comments to TfL on the draft document as described above and look forward to reviewing the updated document to be submitted by TfL at Deadline 4.</p> <p>Paragraph 3.11.2 of the draft document sets out how any STIG members can request changes to the</p>
--	--	--

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

	<p>normally undertake? See also question TE2.3.</p> <p><b>Requirement 7</b> – Please amend wording in the light of the intended merger of the two subsidiary documents.</p> <p>Please provide a copy, preferably on an agreed basis with relevant Boroughs of the composite monitoring and mitigation strategy document. Roads subject to monitoring should include all those sought by host and adjoining Boroughs and/or raised by other IPs.</p> <p><b>Requirement 12</b> – Please consider whether response to Question NV2.2 would require amendment to the wording of this requirement.</p> <p><b>Requirement 13</b> – Are the Boroughs content that securing the new additional bus services through the tunnel is achieved through this requirement and a separate Bus Strategy document? Please provide a copy of the updated Bus Strategy, preferably in a form agreed with relevant Boroughs, This should commit TfL to the provision of the assessed number of through Silvertown tunnel bus routes and services (as a minimum), as well as provision for the through-tunnel shuttle service for cyclists (or other means to facilitate economical cross-river transport for cyclists).</p>	<p>monitoring to enable the impacts of the scheme to be fully captured. Throughout the consultation LB Southwark has identified areas that require monitoring but these have not made it in to the current draft as set out below. This lack of commitment from TfL at this stage gives no confidence for future changes to the monitoring as suggested in the latest draft.</p> <p>As stated in previous representations and at the recent TfL meetings, LB Southwark reasonably requires monitoring (of both traffic flow and air quality) on key corridors in the borough. In summary these are;</p> <ul style="list-style-type: none"> <li>• Tower Bridge and Rotherhithe Tunnel</li> <li>• A 200 Lower Road</li> <li>• Old Kent Road and</li> <li>• New Kent Road</li> </ul> <p>Draft proposals for trigger points have been circulated by TfL for comment but are yet to be agreed by LB Southwark and there is concern that they may become watered down. There is some lack of clarity around the triggers but TfL advised that the Deadline 4 Submission will describe how triggers have been developed. LB Southwark looks forward to reviewing this and commenting further.</p> <p>The draft document states that the triggers will cover the ‘Area of Influence’ (AOI) but does not include a figure to illustrate this area. It was previously highlighted by the borough that the AOI had changed between recent documents so it is unclear what area the current AOI referred to within</p>
--	---	--

	<p>See also SWQ GA2.1.</p> <p><b>Requirement 16</b> – Are the relevant Boroughs content with the revised wording of this requirement bearing in mind the representation of LBTH (REP3-034)?</p> <p><b>Possible Additional Requirements:</b></p> <p>It has been suggested by the Applicant that <b>contaminated land</b> issues would be addressed by the CoCP rather than as often provided for by a separate requirement. Please explain how the CoCP would address this matter or provide an additional requirement.</p> <p>In REP3-017 it is suggested by the Applicant that it would be unlikely that the SoS would accept Grampian-style requirements to address the <b>COMAH concerns of HSE</b>. Please provide evidence for this assertion and also provide the text of a modified Grampian-style requirement to address the separate major hazard concerns over the storage of Hydro-fluoric Acid and other chemicals on the Brenntag site and the SGN gas-holder.</p> <p>Please either confirm that the issue of <b>safeguarding, maintenance and enhancement of the river flood walls</b> has been agreed within finalised Protective Provisions with the Environment Agency or</p>	<p>this draft document actually covers. Concern remains that the monitoring does not extend far enough away from the scheme to consider the key routes within Southwark which LB Southwark considers are likely to be affected by the scheme.</p> <p>LB Southwark have previously raised the need for additional triggers and reiterate here that monitoring needs to consider peak and peak compression effects and that triggers are needed for the following;</p> <ul style="list-style-type: none"> <li>• Journey time reliability on local roads</li> <li>• Road safety on all roads</li> </ul> <p><u>Air quality</u></p> <p>With regard to air quality effects, and following a meeting with TfL on 21<sup>st</sup> February, LB Southwark has briefly reviewed a working draft of the revised Monitoring and Mitigation Strategy, which was made available on 28<sup>th</sup> February. Within this document, LB Southwark notes that air quality monitoring points have now been included within the Borough along and close to the A200, Lower Road. LB Southwark welcomes this. However, it is disappointing that the other key corridors in the borough, listed above, are excluded. Significant concern also remains about how data from this monitoring will be effectively used to mitigate any adverse air quality impacts from tunnel traffic.</p> <p>With regard to the ExA’s question relating to the M4 Requirement, LB Southwark has made comments on this at Question AQ2.2.</p>
--	--	---

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

		<p>provide agreed wording of an appropriate requirement.</p> <p>Bearing in mind the mandatory requirements of the <b>Air Quality</b> Directive, and the issue of uncertainty inherent in forecasting, please consider the desirability of including a requirement that would pick up elements of the M4 Requirement to which the ExA drew attention that would not be covered by Requirement 7 and the related certified Document in order to provide certainty that Directive requirements would not be breached. See also question AQ2.2.</p> <p><b>Archaeology</b> – Are all Boroughs, Historic England and the MMO content that the Written Scheme of Investigation is addressed under the CoCP rather than requiring a separate requirement (and dDML condition). See also question HT2.1</p>	<ul style="list-style-type: none"> <li>With regard to the ExA’s question relating to the M4 Requirement, LB Southwark has made comments on this at Question AQ2.2.</li> </ul> <p>Two air quality monitoring points have now been included in the borough along the A200 close to the Rotherhithe roundabout and Evelyn Street. A further altered plan of monitoring sites was provided by TfL late on 2<sup>nd</sup> March (appended to this response) which indicates some additional monitoring sites. This is a welcome addition. However, it is unclear as to the detail of the proposed additional monitoring and LB Southwark will review the submitted document and comment further. It will be disappointing if the other key road corridors have been excluded (i.e. Old Kent Road &amp; New Kent Road &amp; Tower Bridge). Significant concern also remains as to how these data will be effectively used to mitigate any adverse air quality impacts from tunnel traffic.</p> <p>The draft MMS states that London boroughs’ monitoring data could be used to inform assessment of operational effects of the scheme on local air quality. LB Southwark believes that any monitoring of the scheme should be comprehensively managed and paid for by TfL. LB Southwark feels it unreasonable for TfL to potentially rely on monitoring managed and paid for by London boroughs for their LAQM commitments or other reasons.</p>
TT	TRAFFIC AND TRANSPORTATION		

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

<p>TT2.1</p>	<p>The Applicant</p>	<p>Regarding Action Point (AP) 1 from the Issue Specific Hearing held on the 17 January 2017, The Applicant was asked to provide <i>'a comprehensive note giving full borough distributions of car trips that are not suppressed but re-assigned for Deadline 3 (D3). This should include detailed estimates of the projected behaviour impacts'</i></p> <p>In relation to distribution of car trips that are not suppressed but reassigned, the information provided [REP3-025] does not address the issue of potential redistribution of trip origins and destinations. The Applicant notes that the assignment model does not have the capability of providing insights into this very important aspect of the spatial implications of the scheme for and the ability of selected population groups, in particular less well-off people, to avail of new opportunities. The Applicant is asked to revisit this request and exploit the capabilities of the overall model system including the demand model.</p>	<p>This question is of interest to LB Southwark and the borough awaits TfL's response to this question and may provide a written response at Deadline 5.</p>
--------------	----------------------	--	--

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

TT2.2	The Applicant	<p>Regarding AP 2, the Applicant was requested to supply '<i>a comprehensive note showing the journey time and generalised cost impacts for those forecast to switch from car to bus for D3 (to include disaggregated data for population sub groups and also displayed in the form of maps</i>'. The information supplied [REP3-025] does not adequately address the question posed by the ExA; the Applicant is now asked to review the information supplied and fully address the request while acknowledging any limitations in the material supplied.</p>	<p>This question is of interest to LB Southwark. LB Southwark awaits TfL's response to this question and may provide a written response at Deadline 5.</p>
TT2.3	The Applicant	<p>Regarding AP 7, the Applicant was asked to provide '<i>a comprehensive note on the uncertainty and associated level of confidence that can be afforded to the traffic forecasts that feed into the environmental assessments, whether numerically or in qualitative terms for D3</i>'.  The response [REP3-027] is a comprehensive description of the matters of interest. However, the ExA requests that the Applicant quantifies the potential compounding effect of uncertainties in inputs, specification errors and parameter estimates for the scale of uncertainty in the transport model system. The Applicant is also asked to provide estimates of the implications of this effect for uncertainty in</p>	<p>LB Southwark understands that TfL does not intend to provide a robust answer to the ExA's question, nor do they intend to undertake any further assessment to address uncertainty. If so, this is disappointing. LB Southwark requests that TfL undertakes sensitivity testing to determine the effect of compounding uncertainties from traffic model inputs to the production of pollutant dispersion model outputs. The issue of uncertainty and transparency otherwise has the potential to undermine the entire air quality assessment.</p>

Silvertown Tunnel Development Consent Order  
London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

		the inputs feeding into the environmental assessments.	
--	--	--	--

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

TT2.4	The Applicant	<p>Regarding AP 12, the Applicant was requested to supply <i>'a detailed analysis of projected Net Present Value (NPV) without implementation of bus strategy for D3'</i>.</p> <p>Can the Applicant expand on the material supplied [REP3-029], in particular taking account of the likely behavioural implications of such a scenario and the implications of those effects on the ultimate NPV.</p>	This question is of interest to LB Southwark. LB Southwark awaits TfL's response to this question and may provide a written response at Deadline 5.
TT2.5	The Applicant	<p>Re. AP 13, the Applicant was asked to provide <i>'a BCR for the scheme assuming without implementation of bus strategy and scheme funded publicly (not PPP) for D3'</i>.</p> <p>The claim in the Applicant's response [REP3-029] <i>'A BCR calculation is not appropriate for the Scheme as it has a negative cost...'</i> needs further clarification given the question concerns alternative funding mechanisms and scope of measures. The matter of hypothecation of any revenue and economic benefits to users and non-users should be taken into consideration in addressing this request. Can the Applicant revisit its response to this question?</p>	This question is of interest to LB Southwark. LB Southwark awaits TfL's response to this question and may provide a written response at Deadline 5.
TT2.6	The Applicant	Regarding AP 14, the Applicant was asked to provide economic assessments <i>'of any alternatives* that were taken through to</i>	This question is of interest to LB Southwark. LB Southwark awaits TfL's response to this question and may provide a written response at Deadline 5.

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

		<p><i>comparative assessment for D3 to include monetary valuation of costs and benefits (*to include performance of preferred scheme at comparable stage of scheme development)</i></p> <p>The detailed response [REP3-030] is comprehensive in its description of alternatives considered/assessed. In line with the HMT’s Five Case Model Guidelines, can the Applicant provide quantitative estimates of the economic impacts of these alternatives, encompassing both costs and benefits, including any estimates of wider economic benefits?</p>	<p>LB Southwark has reviewed the technical note supplied by TfL “Silvertown Tunnel – Public Transport Benefits in Southwark” dated 27<sup>th</sup> February 2017.</p> <p>The note explains that the benefits are “marginal” and will be brought about mainly by reducing demand on rail services to London Bridge. These benefits will only be realised if the bus services are provided as part of the Scheme and as there is no commitment to the level of bus services, the already ‘marginal’ benefit cannot be guaranteed by the scheme.</p>
TT2.7	The Applicant	<p>Regarding AP 16, the Applicant was requested to supply ‘<i>a comprehensive note explaining the intended local benefits/enhancements to offset the dis-benefits to some low income groups within the host or nearby boroughs for D3. This should include detailed figures by socio-economic group by borough and also displayed in map form</i>’.</p> <p>The material supplied is comprehensive [REP3-024]. The Applicant is however asked to enhance the quantitative information supplied to differentiate between lower income car users and existing public transport users in its description of impacts of the scheme. It is also noted that Figure 3-4 illustrates the trip origins of low income groups.</p>	<p>This question is of interest to LB Southwark. LB Southwark awaits TfL’s response to this question and may provide a written response at Deadline 5.</p>

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

		Can the Applicant review this information and data for other scenarios in the light of its response to AP 1 (TT1).	
<b>AQ</b>		<b>AIR QUALITY</b>	
AQ2.1	Applicant and host LPAs	<p>The Panel notes the Applicant’s commitment to merge the Mitigation Strategy and the Traffic Impacts Mitigation Strategy (TIMS) documents for D4. The Panel urges the Applicant to ensure that the triggers for mitigation in the TIMS document must reflect the levels of traffic that have been assessed in the ES chapters for noise and air quality, and clear environmental triggers (for air quality and noise) which indicate the point at which mitigation has to be implemented, must also be included in this document, and agree these with the host LPAs prior to D4.</p> <p>The Applicant’s written summary of Oral Case for the ISH on 17 January 2017, stated that “<i>consideration will be given to setting separate triggers for the Blackwall and Silvertown Tunnel</i>”, however the Panel considers that this is essential, so that effective and timely mitigation can be implemented should the traffic levels using the Silvertown Tunnel vary significantly from those assessed. In addition, the Panel urges the Applicant to review and remove the hurdles that are proposed in TIMS, so that there is certainty that essential mitigation would be implemented if the assessed traffic levels are exceeded. Also see question</p>	<p>TfL provided LB Southwark with working drafts of the dDCO, the combined Monitoring and Mitigation Strategy, and the revised bus strategy on 28 February 2017. LB Southwark provided some initial comments to TfL at their deadline on 2 March 2017. It is understood that TfL is still making amendments to these documents, and therefore LB Southwark will also be providing more detailed comments once TfL’s amended documents are submitted for Deadline 4.</p> <p>LB Southwark’s current comments in relation to this question are set out below.</p> <p>The draft Monitoring and Mitigation Strategy suggests that reliance will be on the outcome of annual reviews of monitoring and, potentially, air dispersion modelling data by an independent expert, rather than on absolute air quality trigger metrics. LB Southwark is concerned that this is not prescriptive enough and leaves too much uncertainty with regards to what might be considered an impact that is significantly different to that assessed in the ES and for which mitigation might need to be applied.</p> <p>It is noted that TfL has recently used the term “Not</p>

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority’s Second Written Questions and Request for Information

		DC2.7.	<i>Materially Worse Than</i> ” to describe actual impacts compared to those predicted in the ES. LB Southwark requests that TfL explain how this differs from “ <i>Not Environmentally Worse Than</i> ” and how materiality is to be assessed in this context.
AQ2.2	Applicant and RBG, LBN, LBTH	<p>The Panel notes the Applicant’s intention to review the terms of reference and chairing of STIG. However, it wishes to make clear that if the Applicant remains the decision maker and STIG’s role is only advisory, the Panel has no comfort that, should the Order be made, essential mitigation would be implemented in the manner assessed in the ES, or in a timely manner. Therefore, in this scenario a Requirement along the lines of R26 of the M4 DCO would be necessary on air quality matters, although the Panel also recognises that the application proposals, as currently drafted would include more monitoring locations than if the R26 M4 wording was to be used here. However, the Panel, in drawing attention to R26 of the M4 DCO, did not imply that any Silvertown Tunnel requirement for air quality would replicate the M4 requirement, merely that something “along the lines of” that requirement should be considered. It is not advocating less monitoring than that proposed in the ES.</p> <p>The Applicant does not appear to have accepted this in the D3 DCO; the Panel now</p>	<p>It is noted that elements of R26 of the M4 DCO have been included in TfL’s draft Monitoring and Mitigation Strategy – e.g. requirement for a minimum of 3-years post-opening monitoring and the appointment of an independent expert to review findings. However, this presupposes that effective mitigation could be delivered by TfL. LB Southwark continues to be sceptical of this and would welcome feasibility studies to determine whether the proposed mitigation measures could effectively be delivered in areas of key air quality concern. It is noted that such feasibility studies are included in Chapter 2 of the draft Monitoring and Mitigation Strategy for pre-opening mitigation measures. LB Southwark request that this same forwarding-thinking approach be applied to assessing the viability of mitigation measures in areas where it could potentially be needed in Southwark (e.g. along the A200). LB Southwark believes that this is a reasonable request, particularly due to data uncertainty issues making the current understanding of air quality impacts unreliable.</p>

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

		<p>urges the Applicant and host authorities to consider drafting such a requirement, otherwise it is likely that the Panel will do so in its draft recommended DCO at D5, unless all matters related to STIG and TIMS are resolved to the satisfaction of the Panel and the host authorities. In any event the Panel reserves its right to propose modifications and additions to the Applicant's dDCO at D5. See also question DC2.9.</p>	
<p>AQ2.4</p>	<p>London Borough of Lewisham (LBL), London Borough of Southwark (LBS)</p>	<p>Please can LBL and LBS provide their views on the additional modelling work recently undertaken by the Applicant, in relation to their concerns about the potential impacts on receptors along local roads in their boroughs that would be subjected to the highest levels of traffic changes arising from the scheme (this information is provided as [REP3-016], item 4.12, and [REP3-032], Appendix 8).</p> <p>Please can the neighbouring authorities also provide the Examination with an update on their views as to whether the proposed development would impact their ability to achieve EU limit values, on the basis of this new information?</p>	<p>Putting to one side the uncertainties with traffic data inputs to the air quality assessment, LB Southwark remains concerned that the DMRB/IAN significance criteria are not robust and that TfL's not using the EPUK/IAQM significance criteria/impact descriptors is unreasonable. TfL's recent modelling of Lower Road/Evelyn Street, submitted at Deadline 3, shows impacts above the annual mean NO<sub>2</sub> Air Quality Standard, which exceed the IAQM/EPUK 'Negligible' criterion/descriptor. LB Southwark has therefore not changed its view that the scheme will affect their LAQM and EU responsibilities.</p>

Silvertown Tunnel Development Consent Order

London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information

**Appendix A: Copy of TfL's email dated 2 March 2017 containing revised monitoring plan**

## Squires, Alison (GVA)

---

**From:** Alder Chris <ChrisAlder@tfl.gov.uk>  
**Sent:** 02 March 2017 18:11  
**To:** Squires, Alison (GVA)  
**Subject:** Most up to date monitoring locations

**Categories:** Silvertown tunnel

Hi Alison,

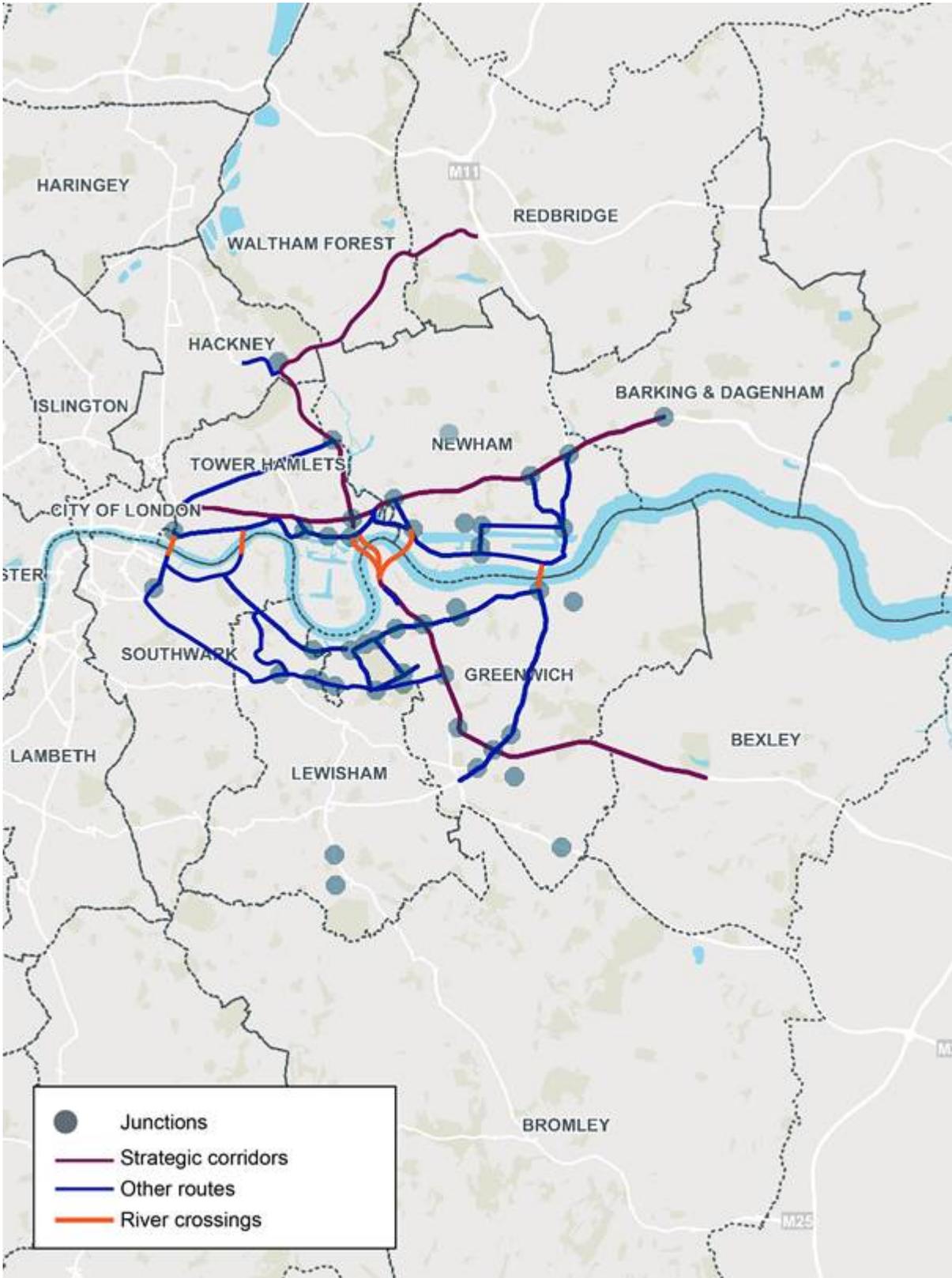
Thanks in advance for providing Southwark's comments this evening. Hopefully you will have sign-off for Hackney and Lewisham's tomorrow also

Following our conversation a moment ago I sought out the most up to date monitoring locations, as I know these have been reviewed again today.

Below is the current version of the traffic map below, which you will note show additional monitoring locations in Southwark, Lewisham and Hackney to that in the version circulated on Tuesday. The initial traffic monitoring plan table will also be updated to reflect these locations.

In addition we are also now proposing to undertake annual traffic counts at the four locations requested in Hackney (Cassland Road, Wick Road, Victoria Park Road and Kenworthy Road) as part of the monitoring programme

Hopefully this information is both welcome and helpful, and can be considered/'understood' as you finalise your D4 responses for submission to PINS.



Kind regards

Chris

**Chris Alder**  
 Consultation & Engagement Specialist | Silvertown Tunnel

Silvertown Tunnel Development Consent Order  
London Borough of Southwark: Responses to Examining Authority's Second Written Questions and Request for Information  
**Appendix B: Copy of Article 65, as provided by TfL 28 February 2017**

(4) TfL must, following certification of the plans and documents in accordance with paragraph (1), make those plans and documents available in electronic form for inspection by members of the public.

### Silvertown Tunnel Implementation Group

65.—(1) TfL must establish, ~~chair~~ and fund the reasonable ~~running~~ secretarial and administrative costs of a consultative body to be known as the Silvertown Tunnel Implementation Group (in this Order referred to as “STIG”).

(2) STIG will comprise one representative of each of the following bodies—

- (a) TfL ~~(as chair of STIG)~~;
- (b) the GLA;
- (c) the Council of the London Borough of Barking and Dagenham;
- (d) the Council of the London Borough of Bexley;
- (e) the Council of the London Borough of Bromley;
- (f) the City of London Corporation;
- (g) the Council of the Royal Borough of Greenwich;
- (h) the Council of the London Borough of Hackney;
- (i) the Council of the London Borough of Lewisham;
- (j) the Council of the London Borough of Newham;
- (k) the Council of the London Borough of Redbridge;
- (l) the Council of the London Borough of Southwark;
- (m) the Council of the London Borough of Tower Hamlets;
- (n) the Council of the London Borough of Waltham Forest;
- (o) Highways England, or any other person which in place of Highways England—
  - (i) is for the time being the traffic authority for the Dartford river crossings between Dartford, Kent and Thurrock, Essex; or
  - (ii) is for the time being the traffic authority for the proposed new river crossing known as the Lower Thames Crossing east of Gravesend, Kent and Tilbury, Essex, if the crossing is granted development consent under the 2008 Act; and
- (p) any other person or body TfL considers appropriate.

(3) Each body mentioned in paragraph (2)(b) to (2)(p) above must notify TfL of the identity of its nominated representative.

(4) If ~~the chair or~~ any person nominated under paragraph (3) cannot attend a STIG meeting, the nominating body may nominate a person (on an occasional or standing basis, as it determines) to act as the nominating body’s substitute representative at the meeting.

(5) TfL must consult the other members of STIG ~~may consider on~~ the following matters relating to implementation of the authorised development—

- (a) implementation of the [the extent, nature and duration of monitoring strategy to be implemented in accordance with its provisions; the monitoring and mitigation strategy;]
- (b) implementation of the traffic impacts mitigation strategy [the monitoring reports produced in accordance with its provisions; the monitoring and mitigation strategy;]
- ~~(c) the level of charges from time to time required to be paid for use of the tunnels under article 53 and any exemptions and discounts;~~
- (c) (d) any proposed revisions to the charging policy under article 52; and
- ~~(e) for a period ending three years after the Silvertown Tunnel has been opened to traffic, reviewing TfL’s proposals for cross river bus services through the Silvertown Tunnel and how those proposals have been implemented;~~

(d) the level of charges required to be paid for use of the tunnels under article 53 and any exemptions and discounts.

~~and may make recommendations to TfL accordingly.~~

(6) In taking any decision in respect of any of the matters set out in paragraph (5), TfL must have regard to any recommendations or representations made by STIGa member of STIG in response to the consultation carried out under that paragraph.

(7) Unless otherwise agreed by STIG, TfL must convene and chair a meeting of STIG at least twice a year on a date to be determined by TfL, including on each occasion that TfL publishes a monitoring report in accordance with the monitoring and mitigation strategy.

~~(8) The first meeting of STIG must be held not less than three years before the date on which the Silvertown Tunnel is expected to be open for public use. Meetings of STIG must be held at least once a year on a date to be determined by TfL, until such time as the monitoring strategy and the traffic impacts mitigation strategy have been implemented in accordance with their provisions; except in the first year after the Silvertown Tunnel has been opened for public use when STIG must meet twice in that year with a gap (so far as practicable) of approximately six months between the first and second meeting. Once the monitoring strategy and (6) the traffic impacts mitigation strategy have been implemented in accordance with their provisions, STIG will meet as determined by TfL, but not more frequently than once a year.~~  
open for public use.

~~(7) In order for a meeting of STIG to be quorate there must be present—~~

~~(a) a representative from at least two of the Councils of the Royal Borough of Greenwich and the London Boroughs of Newham and Tower Hamlets;~~

~~(b) a representative from TfL; and~~

~~(c) two representatives from the other bodies listed in paragraph (2)(a) to (p) above.~~

(9) Except as otherwise provided for in this article, STIG may determine its own procedures ~~provided that—~~

~~(a) all questions or other matters coming before or to be decided by STIG are decided by a simple majority of those present and voting at the meeting;~~

~~(b) a person appointed as a substitute under paragraph (4) above may cast a vote;~~

~~(c) in the case of an equality of votes cast the chair will have a second or casting vote; and~~

~~(d) a vote must be taken if requested by any one representative present.~~

~~(9) STIG may establish committees, sub-committees and working groups for any purpose it considers appropriate and appoint their membership, which may include persons other than those representatives appointed in accordance with paragraph (3). STIG may delegate any of its functions under paragraph (5) to any such committee, sub-committee or working group.~~

~~(10) The operation of STIG must be reviewed annually by a committee of STIG consisting of one representative from each of the Councils of the Royal Borough of Greenwich and the London Boroughs of Newham and Tower Hamlets, and representatives of TfL.~~

~~(11) Failure by any body mentioned in paragraph (2)(a) to (p) above to appoint a representative to STIG, or any defect in any such representative's appointment, will not invalidate STIG's acts or proceedings.~~

(10) (12) Part VA of the Local Government Act 1972 (Access to meetings and documents of certain authorities, committees and sub-committees) and the Public Bodies (Admission to Meetings) Act 1960 do not apply to STIG or to its meetings or proceedings.

(11) TfL must publish on its website agendas, reports, minutes and other relevant documents relating to the operation of STIG as soon as reasonably practicable after they become available.

### Service of notices

66.—(1) A notice or other document required or authorised to be served for the purposes of this Order may be served—

(a) by post;