

# Statement of Common Ground between Transport for London and ExCeL London Ltd ('ExCeL')

March 2017

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# Silvertown Tunnel

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## Statement of Common Ground between Transport for London and ExCeL London Ltd ('ExCeL')

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*Author:* Transport for London

<b>Revision</b>	<b>Date</b>	<b>Description of new version</b>
V0.1	15 February 2017	First draft SoCG provided to ExCeL for comment
V0.2	16 March 2017	Second draft SoCG provided to ExCeL Contains initial changes in response to ExCeL revisions requested 13/03/2017
V0.3a	20 March 2017	Third draft SoCG provided to ExCeL Contains initial changes in response to ExCeL revisions requested 20/03/2017

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## 1. Introduction

### 1.1 Purpose of the document

- 1.1.1 This Statement of Common Ground (SoCG) is submitted to the Examining Authority in relation to the application by Transport for London (TfL) under section 37 of the Planning Act 2008 (the Act) for an order granting development consent for the construction of the Silvertown Tunnel (“the Scheme”).

### 1.2 Parties to this Statement of Common Ground

- 1.2.1 This Statement of Common Ground (SoCG) has been jointly prepared by the TfL and ExCeL London Limited (‘ExCeL’). It sets out matters which are agreed between both parties, as well as matters which are not agreed and matters which are under discussion.

### 1.3 Structure of the Statement of Common Ground

- 1.3.1 This SoCG comprises six sections:

**Section 1** is an introduction to the SoCG and the Scheme;  
**Section 2** provides an overview of consultation to date between TfL and ExCeL  
**Section 3** provides a summary of the main areas and topics covered by this SoCG;  
**Section 4** provides a list of matters agreed;  
**Section 5** provides a list of matters still under discussion;  
**Section 6** contains the parties’ signatures.

### 1.4 The proposed scheme

- 1.4.1 The Scheme involves the construction of a twin bore road tunnel providing a new connection between the A102 Blackwall Tunnel Approach on Greenwich Peninsula (Royal Borough of Greenwich) and the Tidal Basin roundabout junction on the A1020 Lower Lea Crossing/Silvertown Way (London Borough of Newham). The Silvertown Tunnel will be approximately 1.4km long and will be able to accommodate large vehicles including double-deck buses. It will include a dedicated bus, coach and goods vehicle lane.
- 1.4.2 The Scheme also includes the introduction of free-flow user charging at both the Blackwall Tunnel (northern portal located in London Borough of Tower

Hamlets) and the new Silvertown Tunnel. This is intended to manage traffic demand, as well as support the financing of the construction, maintenance and operation of the Silvertown Tunnel.

- 1.4.3 On the north side, the tunnel approach road connects to the Tidal Basin Roundabout, which will be altered to create a new signal-controlled roundabout linking the Silvertown Way, Dock Road and the Lower Lea Crossing. Dock Road will be realigned to accommodate the new tunnel and approach road. On the south side, the A102 will be widened to create new slip road links to the Silvertown Tunnel. A new flyover will be built to take southbound traffic exiting the Blackwall Tunnel over the northbound approach to the Silvertown Tunnel. The Scheme includes minor changes to Tunnel Avenue including the removal of the bus-only gate allowing access for all vehicles between Blackwall Lane and Ordnance Crescent. The Boord Street footbridge over the A102 will be replaced with a pedestrian and cycle bridge.
- 1.4.4 New portal buildings will be located close to each tunnel portal to house the plant and equipment necessary to operate the tunnel.
- 1.4.5 Main construction works could commence in late 2018 and will last approximately 4 years with the new tunnel opening in 2022/23. A Tunnel Boring Machine (TBM) will be used to bore the main tunnel sections under the river with shorter sections of cut and cover tunnel at either end linking the bored sections of the tunnel to the portals. The proposal is to erect and launch the TBM from specially constructed chambers at Silvertown and Greenwich Peninsula where the bored sections and cut and cover sections of the tunnel connect. The main construction worksite will be located at Silvertown, utilising the existing barge facilities at Thames Wharf along with a new temporary jetty for the removal of spoil and delivery of materials by river. A secondary worksite will be located adjacent to the alignment of the proposed cut and cover tunnel on the Greenwich Peninsula.

## **1.5 Introduction to ExCeL**

- 1.5.1 ExCeL (ExCeL London Ltd in full) operates the ExCeL Exhibition Centre London on Victoria Dock Road. Both the London Plan and Newham's planning policies recognise the success of ExCeL and its potential as a focus for further visitor/business growth. ExCeL welcomes transport improvements which support and improve the resilience of east London's road network, particularly in relation to the Blackwall Tunnel. All parties agree that transport improvements are needed in order to support economic and population

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growth across the Royal Docks and wider east London area, and ExCeL supports the principle of providing additional cross-river links.

## 2. Record of engagement undertaken

### 2.1 Key meetings

2.1.1 A summary of the key meetings and correspondence that has taken place between TfL and ExCeL<sup>1</sup> is outlined in the table below.

<b>Date</b>	<b>Form of engagement</b>	<b>Key outcomes and points of discussion</b>
19-Dec-14	Correspondence	Response from ExCeL to TfL's non statutory consultation on the Silvertown Tunnel scheme, which ran from 15 Oct – 19 Dec 2014
26-Mar-15	Email	TfL published a 'Responses to issues raised' document, and sent this to ExCeL. The document outlined TfL's response to each of the issues raised at non-statutory consultation.
03-Jul-15	Email	Offer of meeting
26 Aug-15	Meeting	Meeting providing update on Scheme design and discussing key areas of interest to ExCeL, in particular traffic impacts.
05-Oct-15	Email	Email advertising statutory consultation process
02-Nov-15	Email	Email reminder re statutory consultation process
29-Nov-15	Email	ExCEL response to statutory consultation. Key points: <ul style="list-style-type: none"> <li>• Impact of tunnel construction on</li> </ul>

<sup>1</sup> 'Excel' includes staff and appointed representatives of ExCeL London Ltd  
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		<p>local road networks;</p> <ul style="list-style-type: none"> <li>• Impact of users charging on local road networks;</li> <li>• Traffic disruption during construction.</li> </ul>
08-Feb-16	Email	Update and provision of TfL board paper /decision to proceed to DCO application submission
12-May-16	Email	Advertising the submission of DCO application to PINS and provision of links to documents.
13-Jul-16	Email	Email advertising the commencement of the Examination registration period and detailing the opportunity to submit a relevant representation.
Aug-2016	Submission to PINS	ExCeL registered with PINS as an Interested Party
15-Nov-16	Submission to PINS	<p>ExCeL Written Rep, posted on PINS website</p> <p>Key points:</p> <ul style="list-style-type: none"> <li>• Concerns over potential impacts on local traffic congestion and potential impacts on ExCeL's operation;</li> <li>• Concerns over lack of any formal agreement between TfL and ExCeL; and,</li> <li>• Submission of Peter Brett's review of TfL's Transport Assessment.</li> </ul>
14-Dec-16	Submission to PINS	TfL response to ExCeL Written Rep, posted on PINS
16-Jan-17	Email	ExCeL request for meeting

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03-Feb-17	Meeting	<p>Update meeting to discuss ExCeL's key outstanding concerns. Key points:</p> <ul style="list-style-type: none"> <li>• Level of engagement</li> <li>• Local traffic impacts:</li> <li>• Practicalities and efficiency of user charge</li> </ul>
15-Feb-17	Email	Provision of first draft SoCG for ExCeL comment
16-Mar-17	Email	Provision of second draft SoCG for ExCeL comment, following comments on first draft from ExCeL
20-Mar-17	Email	<p>Receipt of comments from ExCeL on second draft SoCG.</p> <p>Provision of third draft SoCG for ExCeL comment, following comments on second draft from ExCeL</p>

## 3. Topics contained within this SoCG

### 3.1 Topics included in SoCG

3.1.1 The following key topics discussed with ExCeL have been included in this SoCG.

3.1.2 Matters agreed:

- Need for the scheme
- Traffic Modelling
- Traffic Impacts: Construction
- Traffic Impacts: Operation
- Charging
- Local junctions

3.1.3 Matters still under discussion

ExCeL reserves its position to submit an addendum to this Statement of Common Ground and / or additional comments in response to documentation submitted subsequent to the date of the SoCG.

## 4. Matters agreed

Ref	Description of matter	Details of agreement
<b>4.1 Need for the scheme</b>		
4.1.1	Strategic importance of the Blackwall Tunnel	It is agreed that the Blackwall Tunnel is of strategic importance in the road network of east London.
4.1.2	Issues at the Blackwall Tunnel	It is agreed that the Blackwall Tunnel attracts more traffic than it can efficiently accommodate and has an unacceptable level of reliability
4.1.3	Closures at the Blackwall Tunnel	It is agreed that in the event of closures of the Blackwall Tunnel there is significant disruption and delay on the local and regional road networks, often causing gridlock across East London. It is recognised that this causes difficulties for accessing ExCeL using the road network.
4.1.4	Need to improve transport links	It is agreed that transport improvements are needed in order to support economic and population growth across the Royal Docks and the wider east London area.
4.1.5	Benefit of the Silvertown Tunnel Scheme	It is agreed that the addition of the Silvertown Tunnel has the potential to mitigate the issues of congestion and reliability experienced at Blackwall Tunnel which are impacting the surrounding road network.
<b>4.2 Traffic Modelling</b>		
4.2.1	Adequacy of traffic model	It is agreed that TfL's traffic modelling as detailed in the <a href="#">Transport Assessment [APP-086]</a> and supporting documentation submitted to the Planning Inspectorate is adequate and appropriate for this Scheme in so far as it has been tested. It is recognised that TfL is committed to mitigating the traffic impacts of the scheme prior to opening, which is secured by requirement

Ref	Description of matter	Details of agreement
		7 of the DCO.
<b>4.3 Traffic Impacts: Construction</b>		
4.3.1	Forecast impacts on road network near ExCeL estate during construction	<p>It is agreed that Section 6 of the Transport Assessment [APP-086], based on a likely envisaged construction methodology, shows the construction traffic impact on the network around the ExCeL Estate to be minimal.</p> <p>It is acknowledged that vehicular access to the Tidal Basin roundabout will be maintained for the duration of the construction works. Where temporary weekend or overnight closures are required, TfL agrees to notify ExCeL well in advance in line with the London Permitting Scheme (LoPS) (ie a min. four weeks, more likely eight weeks for such a junction under the LoPS regime, and to take into account any reasonable concerns arising from these closures as may be raised by ExCeL.</p> <p>It is recognised that TfL will be required to prepare Construction Traffic Management Plans (CTMP) for each of the main worksites (including Silvertown) before construction commences, and that this will be a requirement within the Development Consent Order (DCO). It is acknowledged that this document will set out the overall approach for managing construction logistics, clarifying the precise details relating to construction traffic routes, temporary and permanent road closures and diversions, anticipated vehicle movements, the approach to liaising with other contractors working on nearby construction projects (etc), and that London Borough of Newham will be responsible for enforcing that TfL meets this DCO requirement,</p>

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		<p>and that ExCeL will have the opportunity to comment on the CTMP when publicly available for comment after it has been submitted to LBN.</p> <p>It is similarly recognised that the DCO will include a requirement for TfL to prepare and submit a Community Engagement Plan (CEP) to LBN, and that this document will include a business engagement strategy to ensure that local businesses are actively involved with TfL in minimising the impact of construction activities on their business. It is agreed that ExCeL will have the opportunity to comment on the CEP.</p> <p>It is also agreed that ExCeL is considered a key stakeholder, and will be invited to participate in TfL's Community Engagement Plan (see para 4.6.1) and also to regular traffic management meetings.</p> <p>It is agreed that the TA forecasts a minimal increase in traffic routed through the Royal Docks as a result of the Scheme's construction traffic.</p> <p>It is agreed that TfL expects the majority (around 80%) of HGVs to access the Silvertown worksite from the west, via the Lower Lea Crossing, with the remaining of HGVs (around 20%) accessing the site from the east via North Woolwich Road.</p> <p>It is accepted that TfL's modelling indicates that the impact of Silvertown worksite construction traffic on the A12, A13, North Woolwich Road, Connaught Bridge Road and A1020 would be negligible throughout the construction period at less than 0.2% of total traffic during the AM peak, inter-peak and PM peak hours. It is similarly accepted that the anticipated impact on</p>

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		Leamouth Road and the Lower Lea Crossing is modelled as less than 0.5% of total Reference Case 2021 traffic during the AM peak, inter-peak and PM peak hours. It is noted that the relative increases in HGV traffic are higher, with a maximum 16% increase in HGV traffic on the Lower Lea Crossing during the PM peak, but that TfL considers this to be off a low base figure. It is agreed that the CTMP will be a critical document for managing construction logistics and limiting any impact of construction traffic on the road network.
4.3.2	River commitment	It is agreed that TfL's commitment to an increased level (55%) of material to be transported by river will help reduce HGV traffic from Scheme construction to a minimum practicable level. TfL has is committed to securing this through the CoCP which is a certified document.
4.3.3	Cumulative construction impacts if overlap with Thames Tideway Tunnel	It is agreed that construction is expected to commence after the completion of Thames Tideway Tunnel, and that the CTMP would have to consider the cumulative impact of this, or any other, construction programme that is underway in the area at the time the CTMP is developed with the Local Highway Authority (LB Newham).
<b>4.4 Traffic Impacts: Operation</b>		
4.4.1	Forecast impacts on road network near ExCeL estate during operation	It is agreed that, as per Section 7 of the Transport Assessment [APP-086], TfL has modelled the forecast impacts of the tunnel's operations for 2021, 2031 and 2041 taking into account: trip distribution; route choice; time of travel; mode share; an overall forecast growth in expected trips between now and 2041; an anticipated shift in travel behaviour as a result of

Ref	Description of matter	Details of agreement
		<p>committed public transport enhancements such as Crossrail; and high and low growth scenarios. It is also recognised that forecast modelling has been assessed against the Reference Case (i.e. as if in a no-Silvertown-Tunnel world).</p> <p>It is agreed that TfL’s forecast modelling indicates, inter alia, that:</p> <ul style="list-style-type: none"> <li>- The Scheme is not anticipated to significantly change the proportion of heavy vehicles using the Blackwall / Silvertown Tunnels, as well as for other cross-river routes.</li> <li>- The Silvertown Tunnel is anticipated to be the preferred route for cross-river trips with origins / destinations in the Royal Docks area.</li> <li>- TfL considers it unlikely that the Silvertown Tunnel will be used as a rat-run route to strategic routes such as the A13, because longer distance, strategic trips routed on the A12 / A13 will be quicker via the Blackwall Tunnel.</li> <li>- All users of the Blackwall and Silvertown Tunnels are anticipated to experience shorter cross-river journey times, with time-savings of up to 20 minutes in peak periods (excluding the benefits of improved reliability). This is particularly the case for northbound travel in AM peak.</li> <li>- Traffic flow is expected to increase within the Silvertown area, in the vicinity of the tunnel portal as a result of .the improved access to this area provided by the Scheme.</li> <li>- Reductions in junction delays are most significant on the immediate approaches to</li> </ul>

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		<p>Blackwall Tunnel in the northbound direction in AM peak, and southbound in PM peak.</p> <ul style="list-style-type: none"><li>- Where junction delays are forecast to increase near ExCeL, including the junction of Victoria Dock Road and Freemasons Road and the junction of Victoria Dock Road and the A112, this is minimal (less than 10 PCU hours), within the capacity of the road network and is not expected to materially impact on network performance or junction delay.</li></ul> <p>It is recognised that improvements will be made to the Tidal Basin roundabout, including new signal controls, widening of the A102 to create a slip-road to the Silvertown Tunnel and a overbridge to take southbound traffic exiting Blackwall Tunnel.</p> <p>It is recognised that TfL proposes to assess traffic impacts of the Silvertown Tunnel on the wider network, starting 3 years prior to opening to determine any consequential mitigation measures required for specific junctions, with a commitment to undertake required mitigation measures. It is agreed that this will be a requirement within the DCO.</p> <p>It is similarly recognised that TfL is committed to monitoring the traffic impact of the tunnel for up to 5 years post-opening. It is agreed that this will be a requirement of the DCO. As noted in para 4.6.1, it is agreed that ExCeL is considered to be a key stakeholder and will be invited to participate in TfL's Community Engagement Plan (see para 4.6.1) and also to regular traffic management meetings.</p>
<b>4.5 Charging</b>		

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Ref	Description of matter	Details of agreement
4.5.1	Charging Principles	<p>It is agreed that the user charge is potentially an effective tool to manage travel demand at the Blackwall and Silvertown tunnels.</p> <p>It is agreed that the principles of not fixing specific user charges as set out in the <a href="#">Charging Policies and Procedures [REP1-123]</a> provide a key traffic management tool, which can be utilised, in principle, to ensure the best possible outcomes to prevent induced traffic</p>
<b>4.6 Miscellaneous</b>		
4.6.1	Engagement	<p>It is agreed that the terms of this DCO will not limit the level of engagement with TfL in any way.</p> <p>It is agreed that ExCeL is a key stakeholder whom TfL/the Project Co should engage with during construction of the scheme and during the 3 – 5 years monitoring once the tunnel is operational. Engagement will include an invitation to participate in a Community Liaison Group, TfL’s Community Engagement Plan and regular traffic management meetings. This is in addition to standard procedures advertising diversions/road closures etc.</p> <p>It is agreed that once construction is complete and the tunnel is operational, ExCeL will be engaged on any traffic issues pertaining to the tunnel in the same way as it is for the surrounding areas of the network at that time.</p>
<b>4.7 Local junctions</b>		

Ref	Description of matter	Details of agreement
4.7.1	ExCeL wish TfL to do specific junction assessment at locations detailed in their Written Rep	<p>It is agreed that TfL's modelling indicates that these junctions will not be materially impacted by the Scheme.</p> <p>It is understood that TfL does not propose to test the operational scenarios around ExCeL and O2 events for the reasons set out in the response to WR.EX.2 in Chapter 7 of the Comments on Written Representations – 'Other' Report [REP2-048], including the fact that the Scheme is predicted to have a largely positive impact on the performance of the road network in the vicinity of ExCeL, that all events are different and most occur outside the busiest times, and that TfL will continue to work closely with organisers and local authorities to safely and efficiently manage traffic and transport for major events. It is agreed that this is acceptable, subject to the commitments agreed between parties as outlined in 4.1.3 to 4.6.1.</p> <p>It is therefore agreed that this matter is now closed.</p>
4.7.2	Concern that local junctions will be negatively impacted	<p>It is agreed that TfL's modelling indicates that junctions highlighted by ExCeL in written representations will not be materially impacted by the Scheme.</p> <p>It is understood that TfL does not propose to test the operational scenarios around ExCeL and O2 events for the reasons set out in the response to WR.EX.2 in Chapter 7 of the Comments on Written Representations – 'Other' Report [REP2-048], including the fact that the Scheme is predicted to have a largely positive impact on the performance of the road network in the vicinity of ExCeL, that all events are different and most occur outside the busiest times, and that TfL will continue to work closely with organisers and local authorities to safely and</p>

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		<p>efficiently manage traffic and transport for major events. It is agreed that this is acceptable, subject to the commitments agreed between parties as outlined in 4.1.3 to 4.6.1.</p> <p>It is therefore agreed that this matter is now closed.</p>
4.7.3	<p>Traffic resulting from construction vehicles may cause non-Scheme traffic to utilise the Royal Docks –in particular Seagull or Sandstone Road- as a ‘rat-run’</p>	<p>It is agreed that TfL expects construction traffic to utilise the TLRN rather than local roads, and that precise route and volume details will be confirmed in the CTMP. It is agreed that this will be a requirement of the DCO.</p> <p>It is also recognised that monitoring of the road network will commence three years in advance of the tunnel opening, as part of the Refreshed Case, and that this will include monitoring of construction traffic. It is agreed that this will be a requirement of the DCO.</p> <p>On this basis, this matter is now agreed.</p>

## 5. Agreement

Signed	
Name	Caroline Harper
Position	Associate Director
Company	For JLL on behalf of ExCeL London Ltd
Date	20 March 2017
Signed	
Name	David Rowe
Position	Head of Silvertown Tunnel Sponsorship Team
Company	Transport for London
Date	20 March 2017