



Silvertown Tunnel Development Consent Order

London Borough of Lewisham

Post-hearing submissions and further comments

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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 and closes on 11 April 2017.
- 1.2 The London Borough Lewisham (“LB Lewisham”) has been involved throughout the examination, submitting documents at each deadline and attending and making oral submissions at the Issue Specific Hearings (“ISH”).
- 1.3 For ease of reference LB Lewisham’s documents already submitted to the examination (plus the relevant representation) are set out below. These documents should be read alongside this submission.
 - Relevant representation (RR-259).
 - Written representation (REP1-023).
 - Local Impact Report (REP1-024).
 - Response to ExA’s First Written Questions (REP1-025).
 - Response to Rule 17 letter (REP1-026).
 - Comments on Relevant Representations (REP1-027).
 - Post-hearing submissions including written submissions of oral case in relation to the Issue Specific Hearing on Traffic and Transport Modelling (REP2-012).
 - Responses to TfL’s responses to the ExA’s First Written Questions (REP2-012).
 - Wording of the Development Consent Order (REP2-012).
 - Adjacent River Crossings report (REP2-012).
 - Post-hearing submission on traffic modelling, forecasting, user charging and economic issues (REP3-037).
 - Post-hearing submission on air quality, noise and other environmental issues (REP3-037).
 - Post-hearing submission on the Development Consent Order (REP3-037).

- Response to ExA's Second Written Questions (REP4-021).
- Comments on TfL's Responses Applicant's Deadline 4 submissions (REP5-008).

1.4 LB Lewisham has reviewed TfL's Deadline 5 submissions, and attended and made oral representations at the ISH on any other outstanding issues including Environmental Matters (28 March 2017) and the ISH on the dDCO and other matters of legal drafting (29 March 2017). As set out at these ISHs, LB Lewisham has a number of outstanding issues with the proposed scheme, dDCO and certified documents which have still not yet been adequately addressed by the applicant.

1.5 In addition it is worth noting that LB Lewisham and TfL entered into a draft Statement of Common Ground at Deadline 1 (REP1-135). LB Lewisham had understood that this was to be updated with TfL throughout the examination as discussions progressed. LB Lewisham has not been approached by TfL at subsequent meetings or through email correspondence to agree an updated Statement of Common Ground.

1.6 This document summarises LB Lewisham's most up-to-date position on the Silvertown Tunnel application and dDCO, and should be read alongside the documents and comments already submitted to the examination (as listed in paragraph 1.3). LB Lewisham has consistently raised these issues throughout the examination process.

1.7 It is understood from the ISHs and discussions with TfL, that TfL will be updating parts of dDCO and certified documents at Deadline 6 to take into account Interested Parties' comments. At the March ISHs TfL provided assurances to the ExA that it is continuing to discuss issues with the Interested Parties to seek to reach agreement prior to Deadline 6 and the close of the examination on the 11 April 2017. LB Lewisham subsequently met with TfL on 4 April 2017 and a summary of the topics discussed at this meeting is set out within this submission in section 2, with the detail addressed in later sections. Many of LB Lewisham's

concerns have still not been adequately addressed by TfL and from the discussion on 4 April it is understood that TfL's position on some of these points is that it fundamentally disagrees with LB Lewisham and will not be amending its documents. Where this is the case, it is set out in the subsequent sections of this submission.

1.8 For the avoidance of doubt, as set out by LB Lewisham at the 19 January 2017 dDCO hearing and in the post hearing submission (document reference: REP3-037), LB Lewisham has a full Council motion to object to the Silvertown Tunnel proposal. This is attached as Appendix A of this submission. The concerns expressed in the motion have not adequately been addressed by TfL and thus LB Lewisham's objections to the scheme remain.

1.9 LB Lewisham therefore request that the Secretary of State refuse TfL's application for the Silvertown Tunnel DCO due to the concerns and objections consistently set out by the borough throughout the process. In summary these are;

- The scheme is not coming forward as part of a package of crossings.
- The effectiveness of the proposed user charge to manage traffic.
- The traffic and air quality assessments are not robust as they have relied upon uncertain data.
- The air quality assessment is not robust as it has used unreasonably high screening and significance thresholds.
- The scheme would have an unacceptable impact on LB Lewisham's road network and a likely subsequent deterioration of air quality.
- Inadequate monitoring has been proposed and mitigation measures in key locations might be untenable.

1.10 A final response will be submitted by LB Lewisham at Deadline 7.

2. UPDATE ON DISCUSSIONS BETWEEN LB LEWISHAM AND TFL

2.1 LB Lewisham (together with its appointed consultants – Project Centre and GVA) met with the applicant on 4 April 2017 to address outstanding matters where it was felt an agreement could potentially be met. The detail of the points discussed had already been set out by the borough, most recently in the Deadline 4 and 5 submissions, and at the March ISHs.

2.2 The following were discussed;

- TfL's proposed user charge discount for low income residents of the host boroughs only and why LB Lewisham's low income residents are excluded from this discount. This is proposed in policy 6 of the Charging Policies and Procedures certified document.
- TfL's proposed concessionary fund for bus users within the host boroughs and why LB Lewisham is excluded from this proposal. This is proposed in requirement 13(2) of the dDCO and Commitment 1 of the Bus Strategy.
- The Bus Strategy and requirement 13(1) which commits TfL to a minimum of 20 buses per hour during peak periods and why this is not the level as per the Assessed Case (37.5 buses per hour).
- The Bus Strategy and dDCO Article 65 (STIG) and why TfL have removed Article 65(e) which provided for STIG to review TfL's proposals for cross river bus services.
- The Bus Strategy commitment 8 which refers to TfL bringing forward a network of buses to optimise opportunities for residents of the Growth Boroughs, of which LB Lewisham is not.
- Monitoring and Mitigation Strategy. Discussion around LB Lewisham's requests for amendments to this strategy including trigger points, monitoring locations and air quality monitoring.

2.3 Little agreement has been reached on these matters, and the details of any agreement/lack of agreement is set out below under the relevant sections.

3. PACKAGE OF RIVER CROSSINGS

- 3.1 From the beginning of the pre application consultation, LB Lewisham has been adamant that a package of crossings is needed to address the issues and disperse the impact of increased traffic flows across a wider area.
- 3.2 The London Plan and Mayor's Transport Strategy expressly refer to a package of measures and multiple crossings, which the current proposals do not provide and as such are not policy compliant.
- 3.3 Whilst there are aspirations to progress other river crossings in east London, there is no firm commitment to these.
- 3.4 LB Lewisham considers that the Applicant's response to the ExA's Second Written Question GA2.7 and the ExA's First Written Question PN1 does not address its points on the package of river crossings nor does it provide sufficient certainty of, or commitment to, the delivery of a package of crossings.
- 3.5 LB Lewisham's view is that TfL has provided inadequate justification for the priority being afforded to the Silvertown Tunnel as opposed to spreading the benefits of further river crossings more widely as an earlier priority.
- 3.6 As set out in LB's Lewisham's Written Representation (document reference: REP1-023) (paragraphs 4.42 to 4.48 and 4.49 to 4.50) and Local Impact Report (document reference: REP1-024) (paragraphs 5.20 to 5.22, 5.27 to 5.29 and section 9), LB Lewisham's view is that bringing forward the Silvertown Tunnel in isolation is contrary to policy and will have a negative impact on Lewisham and other boroughs.
- 3.7 TfL recognise in their response to the ExA's First Written Question PN1 that the Transport Strategy Proposal 39 envisages a package of crossings being taken forward. However, at present there is a lack of commitment from TfL to deliver a

package of crossings. As stated in Lewisham's Written Representation and Local Impact Report, a package of crossings is required to disperse the impact of increased traffic flows across a wider area.

4. MODELLING

4.1 LB Lewisham has raised concerns over the adequacy and accuracy of the modelling throughout the process. These concerns are set out in detail within LB Lewisham's previous submissions and broadly relate to;

- *The exclusion of LB Lewisham from the detailed modelling discussions held with host boroughs*
- *The refusal of TfL to provide the model to LB Lewisham for scrutiny*
- *Lack of detailed modelling, particularly on sensitive corridors, to inform the development of the strategic model, these are shown on the plan included at Appendix A, namely, A200, A2, A20, B212, A2212, B218, B220, B2210, A21*
- *The sensitivity of key strategic corridors leading to the proposed tunnel and free crossings at Tower Bridge and Rotherhithe Tunnel.*

AIR QUALITY

4.2 LB Lewisham does not agree that the use of the DMRB and IAN screening and significance criteria provides a robust or reasonable air quality assessment. TfL's assessment approach indicates an assumption that their scheme can reasonably be assessed less rigorously than any other traffic-generating development in a busy, central London location. LB Lewisham considers this unreasonable, particularly as it has been used by TfL to state that their scheme will have a negligible impact on the A200 Evelyn Street, where air quality exceeds UK Air Quality Strategy Standards and where ongoing work, funded by TfL, to improve air quality is progressing.

4.3 In any case, LB Lewisham has fundamental concerns about the quality of the dispersion modelling undertaken by TfL, as it relies on traffic data that are not

robust, as mentioned above. This has the potential to undermine the entire air quality assessment.

5. MONITORING AND MITIGATION STRATEGY

5.1 TfL tabled a note for LB Lewisham at the meeting on 4 April 2017 addressing some of the key issues the borough has with the Monitoring and Mitigation Strategy document. This is attached at Appendix B to this submission and referred to as MMS Note below where relevant.

5.2 The MMS Note and follow up email from TfL on 5 April 2017 provided information on the additional monitoring in the borough which is welcomed (the email from TfL is set out in Appendix C to this submission). However, LB Lewisham is of the opinion that all its requested sites should be monitored as the predicted impacts are based on contested modelling outputs. The remaining sites to include are;

B218 Brockley – New Cross Corridor (to Rotherhithe)

B218 Brockley Rise jw A205 South Circular Road

B218 Stondon Park jw Honor Oak Park

B218 Brockley Road jw Adelaide Ave

B218 Malpas Road jw A20

A21 Catford – Lewisham Corridor

A21 Lewisham High Street jw Adelaide Ave

Lewisham Road jw Lewisham Hill

5.3 Para 2.3.3 of the Monitoring and Mitigation Strategy discusses the establishment of a 'long list' of locations for consideration of localised impacts. Whilst not made clear in TfL's Monitoring and Mitigation Strategy document, TfL confirmed at the meeting on 4 April 2017 that only one of the three criteria need to be met.

- 5.4 The first criterion “*all links where one-way traffic flows are forecast to increase by more than 30% and by at least 120 vehicles per hour*” is considered to be excessively high and there is no known reference or basis for these figures. Certainly no justification was provided by the Applicant and the borough’s transport expert knows of no proper basis for the use of these figures. The MMS Note proposes lower thresholds and these are welcomed if they are included in the final certified Monitoring and Mitigation Strategy document.
- 5.5 The second criterion “*all junctions that are forecast to experience an increase in aggregated delay of greater than 10 passenger car unit (PCU) hours*” is somewhat ambiguous as this will be influenced by the traffic levels and delays experienced by each vehicle. The figure may be reached at locations with high flows experiencing short delays per vehicle or at locations with low flows experiencing longer delay per vehicle.
- 5.6 The third criterion “*Areas where local highway authorities have flagged a potential concern that are included in the initial traffic monitoring plan*” is unclear and perhaps indicates an opportunity for roads within Lewisham to be added to the list. The document must be re-worded to be specific and capable of being readily understood. At present, it is unclear whether local authorities have scope to flag additional concerns or whether the criterion is limited only to those routes which have already been assessed and are already included within Appendix A. LB Lewisham has flagged concern over particular routes in their borough and as such consider these should be included within the pre-scheme assessment, regardless of meeting any other criteria.
- 5.7 At the ISH on 28 March, the applicant said that the above thresholds applied to the scheme identified 60 locations and this number was considered reasonable. LB Lewisham does not feel that this is an appropriate method of setting thresholds. Sites should be included based on their sensitivity / scheme effect rather than a cap on the number of sites.
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5.8 LB Lewisham have raised specific issues relating to the Monitoring and Mitigation Strategy throughout the process. These are set out below for clarity where issues / concerns remain following TfL's MMS Note (contained in Appendix B) and these primarily relate to Appendix A of the Monitoring and Mitigation Strategy document

- Road Safety needs to be monitored on all routes not just the tunnels. LB Lewisham considers that the scheme could alter traffic composition and that road safety could be affected by more than purely vehicle numbers. This is especially important on the A200 corridor where the Cycle Super Highway 4 is proposed to run.
- Journey time reliability on local roads. LB Lewisham considers this must be monitored; the fact local roads may be outside LCAP areas is unreasonable justification for not monitoring.
- Impacts for peak and interpeak hours need to be assessed. LB Lewisham understand from the MMS Note that data will be available for each hour. This is welcomed and LB Lewisham expects to see this in the final version of the document together with a commitment to set trigger points relating to peak hours.
- There is no commitment to monitor queue lengths, LB Lewisham require this.

5.9 The trigger points have been based on professional opinion but have not been related to any appropriate guidance. The Examining Authority must scrutinise these.

AIR QUALITY

5.10 The revised M&MS (document reference REP4-0460) rejects absolute air quality trigger metrics and places reliance on the opinions of an expert appointed by TfL, in consultation with STIG members. LB Lewisham is extremely concerned that any appointment should be rigorously transparent and completely impartial. Despite asking for such, the Council has not been provided with any such assurance by TfL.

- 5.11 In any case, LB Lewisham is concerned that reliance on a single expert's opinion is not prescriptive enough. It leaves too much uncertainty with regards to what might be considered an impact that could be significantly different to that assessed in the ES and for which mitigation might need to be applied. There is also no indication of how the expert's opinion could be scrutinised and, if need be, challenged by STIG members.
- 5.12 TfL also states in the M&MS that mitigation measures will only be proposed if there is shown by the expert to be a "*material worsening in air quality as a result of the scheme*". Any proposed mitigation would then need to be approved by the Mayor. LB Lewisham is concerned that TfL has not defined what a material worsening of air quality means and how this would be determined from the results of the assessed case.
- 5.13 The monitoring locations so far proposed by TfL do not cover all of those road corridors where LB Lewisham has repeatedly requested air quality monitoring – i.e. along Evelyn Street, the B218, the A21 and the A2212. Considering the relative cheap cost of the necessary air quality monitoring at these locations, LB Lewisham believes that their request for monitoring is a reasonable one.

6. BUS STRATEGY

- 6.1 The comments made at Deadline 5 still stand as TfL have not provided adequate responses to LB Lewisham's concerns, broadly these relate to;
- Exclusion of Lewisham residents from the user charge concession.
 - Securing level of bus services as per the Assessed Case.
 - Bus services must extend to Lewisham and not be concentrated on Growth Boroughs. STIG or eastern boroughs is a more appropriate description. This was acknowledged by TfL at the meeting on 4 April 2017, where TfL officers stated that the Commitment 8 of the Bus Strategy (which refers to Growth Boroughs) was not meant to exclude LB Lewisham and they would look at revised the wording. LB Lewisham will review the revised document and provide further comment at Deadline 7.

6.2 The detail of the above concerns is set out within Section 8 within the section on the borough's detailed concerns with the dDCO wording..

7. CHARGING POLICIES AND PROCEDURES

7.1 TfL updated its proposed Charging Policies and Procedures certified document (document reference: REP4-039) at Deadline 4. It includes a new policy as set out below.

- *Policy 6: a 50% concession on the user charges will be available for eligible residents of host boroughs on a low income who register for an online account with TfL.*

7.2 LB Lewisham set out that it has serious concerns with this policy in its Deadline 5 submissions (document reference: REP5-008) and made oral representations on this point at the ISH on 29 March 2017, requesting that LB Lewisham be included alongside the host boroughs.

7.3 As set out at the ISH, Lewisham has from the start of the process raised concerns on how a resident discount would be calculated and applied. Within section 2 of Lewisham's Relevant Representation (document reference: RR-259), LB Lewisham set out that;

"LBL understand that TfL are not currently proposing a local discount for user chargers. If, in the future, TfL decide to apply a local discount, LBL would like to be part of discussions to ensure that the methodology for areas to qualify for a discount is fair and not simply based on borough boundaries".

7.4 This is also set out in paragraph 4.13 of LB Lewisham's Written Representation (document reference: REP1-023).

7.5 This is therefore not a new point that LB Lewisham has now raised and the borough is very concerned that TfL has not involved Lewisham in discussions

on the local discount despite the borough having asked for involvement at the start. It was only at Deadline 4 that it became apparent that TfL would be introducing a discount, on review of the updated Charing Policies and Procedures document. This is despite Lewisham having met with TfL on a number of occasions throughout the examination process to discuss the proposal and Lewisham's concerns.

- 7.6 From the meeting on 4 April 2017, it is understood that TfL will not be including LB Lewisham within this proposal. TfL have provided some further information in an attempt to justify their rationale, however, this is not agreed nor considered fair and reasonable by the borough. The supplied note is attached at Appendix D for information. It is understood that TfL will also be submitting this note to the examination at Deadline 6.
- 7.7 TfL's main reason for excluding LB Lewisham relates to the expected low number of trips with origins in LB Lewisham compared to host boroughs and the latter's reliance on the Silvertown / Blackwall crossing. Whilst this is acknowledged to some extent, the analysis does not consider the deprived wards in detail and as such may not tell the whole story. Taking that point, if the number of eligible residents from LB Lewisham is so low then why not include them as the traffic impact of these will be minimal?
- 7.8 TfL state that a borough based discount is easier to administer and easier for residents to understand. This is not accepted by LB Lewisham as a valid reason to exclude eligible residents of LB Lewisham as there are many modern techniques for achieving this.
- 7.9 The evidence provided to the Inspectorate 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. Now that TfL have accepted this argument and are now agreeing to apply discounts, it is essential that

discounts to be applied on a fair basis, using a fair and robust methodology and inclusive of LB Lewisham residents.

7.10 LB Lewisham request that a new requirement is inserted into the DCO itself into Schedule 2: requirements. It should be included as a requirement rather than purely within the certified document (as currently proposed for the existing wording only including the host boroughs) as this an important part of the DCO in terms of the implementation of the user charge. Proposed wording for a new requirement for consideration by the applicant, the ExA and the Secretary of State, is suggested by LB Lewisham below;

- [TfL must provide a 50% concession on the user charges for eligible residents of host boroughs and neighbouring boroughs on low income who register for an online account with TfL in accordance with the Charging Policies and Procedures](#)

Or

- [TfL must provide a 50% concession on the user charges, in accordance with the Charging Policies and Procedures, for eligible residents on low income who register for an online account with TfL](#)

7.11 Currently, residents in LB Lewisham will not be eligible for the concessions, even though many of Lewisham's affected residents live much closer, are more deprived, and will be more affected than parts of the host boroughs. Of course LB Lewisham object to this clear unfairness in the strongest possible terms

8. DRAFT DEVELOPMENT CONSENT ORDER

8.1 LB Lewisham has set out their concerns on the wording of the dDCO throughout the examination process. In particular these are detailed in;

- Post-hearing submissions on the DCO (document reference: REP3-037).
- Responses to SWQ (document reference: REP4-021).
- Deadline 5 response (document reference: REP5-008).

- 8.2 LB Lewisham has reviewed TfL's Deadline 4 dDCO (Version 4) (document reference REP4-025), the ExA's draft preferred DCO (document reference PD-013) and TfL's interim DCO, published 24 March 2017. LB Lewisham still has concerns with the wording of the DCO and a summary of the outstanding issues following review of these versions of the DCO are set out below.

Article 43: Closing the tunnels

- 8.3 LB Lewisham made oral representation at the ISH on 29 March 2017, reiterating previous oral and written points that TfL should notify the borough in advance of proposed closures of the tunnels due to the impact of closing the tunnels on Lewisham's road network. This should be specified in the DCO.
- 8.4 TfL in previous written responses indicated that they will not be amending this article. At the ISH TfL's position seemed to be that TfL require flexibility and that they would always give appropriate notice to the circumstance.
- 8.5 LB Lewisham reiterates that the DCO should specify that LB Lewisham should be notified for a closure and that the wording as currently drafted is not sufficient.

Article 52: The charging policy

- 8.6 TfL's Deadline 4 dDCO proposes minor wording amendments to this article but these do not address LB Lewisham's concerns. Concerns remain as per their previous written and oral comments in that the user charge should be required in perpetuity. This should be specified within Article 52 itself due to the importance of the user charge in managing demand for the tunnel and subsequent impact on the road network.

- 8.7 LB Lewisham made this point at the 29 March 2017 ISH. It is understood from the ISH, that TfL will not be amending this article as their view is that it is too blunt a provision, it is inappropriate to be within the DCO and that it should be dealt with within the Charging Policies and Procedures certified document.
- 8.8 LB Lewisham dispute this view and request that Article 52 be amended to require the user charge in perpetuity.
- 8.9 It is also important to note that, whilst TfL refer to the Charging Policies and Procedures certified document as being the appropriate document for specifying that the user charge will be in perpetuity, there is no wording within the proposed certified document that states this. However, it is understood from TfL officers that the intention to for the user charge to be required in perpetuity to ensure effective management of traffic flows. If this is the case, it is unclear why this is not specified within either the DCO itself or the certified document.

Article 56: Application by TfL of charges levied

- 8.10 The Applicant's draft DCO (Revision 4) includes a minor update to Article 56 to include *"paying the costs and expenses incurred...in relation to the implementation of necessary mitigation"* within Article 56(a).
- 8.11 Whilst this appears to be a slight improvement on the version of Article 56 included in the draft DCO (Revision 3) (Ref: REP3-003), this does still not address LB Lewisham's concerns as set out in its existing written and oral submissions. In summary, there should be a hierarchy for spending the charges levied and there should be an additional bullet point to make provision for payments to go into a dedicated fund for a package of crossings and sustainable transport measures. This point was made orally at the ISH on 29 March 2017. As set out at the hearing, this point also links to LB Lewisham's point on the requirement for the tunnel to come forward as part of a package of

crossing, with further information set out in section 3 of this submission and within Lewisham's response to SWQ DC2.5 (document reference:REP4-021).

8.12 LB Lewisham maintains their comments on this point.

Article 65: Silvertown Tunnel Implementation Group

8.13 LB Lewisham has commented on various iterations of this article and also had discussions with TfL on STIG.

8.14 The ExA and subsequently TfL has now proposed amended wording to this article to remove the default position of TfL being the chair of STIG, instead allowing for STIG members to determine its own chair. LB Lewisham is supportive of this change.

8.15 LB Lewisham's outstanding objection to article 65 is that TfL propose to remove the requirement for TfL to consult all of STIG members on its proposals for cross river bus services.

8.16 Lewisham set out concerns with this in its Deadline 5 written submissions and in its oral representations on 29 March 2017. In summary, it is of huge concern to LB Lewisham that TfL will only be required to consult boroughs directly affected by proposed routes of its intentions in relation to buses. This questions the purpose of STIG as a consultative forum, if all of its members are not to be consulted on an issue as important as bus provision. As discussed at length through the examination process, the provision of new bus routes is one of the key benefits of the scheme and it is reasonable to request that all STIG members should be consulted on any decision made in relation to bus routes.

8.17 The ExA also asked the applicant about this proposal at the ISH as to why they are not taking a strategic approach to bus provision within the DCO.

- 8.18 It is understood from the oral hearing that TfL are looking to clarify this point within the Bus Strategy. LB Lewisham maintain their request that the wording should be reinserted into Article 65 as due to its importance it needs to be within the DCO itself. The Bus Strategy should be amended to be consistent with the DCO and to ensure all STIG members are consulted on the bus provision and routes. TfL confirmed at the meeting on 4 April 2017 that the revised Bus Strategy will include a requirement to consult STIG boroughs.
- 8.19 Further information on this point is also set out within LB Lewisham's points on the Bus Strategy in section 6 of this submission.

Requirement 7

- 8.20 LB Lewisham notes that under requirement 7, the scheme of post-opening traffic mitigation measures will be submitted to the Secretary of State for Transport (SoS) for approval. LB Lewisham is concerned that the SoS may not want to perform this function and requested clarification at Deadline 5 from TfL that the approval process set out in requirement 7 has been discussed and agreed with the SoS. There is also concern that the SoS may not be entirely familiar with the local concerns of, and impacts on, the neighbouring boroughs and will not be able to identify if any of these concerns have been marginalised by TfL when it prepared the scheme of mitigation. These points have not yet been addressed by TfL and the issues were raised by Lewisham at the ISH on 29 March 2017. It is understood from the ExA that the SoS has been in discussions with PINS as to how this process might work. Lewisham look forward to receiving further information on how the process is expected to work.

Requirement 13: Cross-river Bus Services

- 8.21 Requirement 13 relates to the provision of cross-river bus services. As set out in section 6 of this submission LB Lewisham has serious concerns about the bus strategy.
- 8.22 At the ISHs on both 28 and 29 March, Interested Parties expressed great concern over TfL's proposed approach to buses. There are two issues of concern for the LB Lewisham and these concerns have already been put forward in the Deadline 5 written responses and orally at the March ISHs.
- 8.23 Firstly, requirement 13(1) requires TfL to secure the provision of not less than 20 buses per hour during peak hour. Whilst a commitment is welcomed, it is approximately half of that modelled within the Assessed Case and therefore the benefits and model outputs of a lower commitment are not understood nor the impact assessed. The host boroughs, LB Lewisham and LB Southwark all raised concern with this approach at the 29 March 2017 ISH. The ExA also asked the applicant where the 20 buses per hour comes from when the Assessed Case says 37.5 buses per hour and asks for a detailed analysis of the impact of this. The ExA also asked whether TfL would be making a commitment within the DCO for a year on year increase of the minimum number of buses. LB Lewisham awaits TfL's response on this.
- 8.24 Secondly, requirement 13(2) provided for concessionary bus travel to residents of the host boroughs. As set out at the ISH, Lewisham request inclusions of part of its borough within this concessionary fund.
- 8.25 At the meeting with TfL on 4 April 2017 LB Lewisham requested details of the methodology for this. The explanation given at the meeting did not satisfy LB Lewisham, a follow up email from TfL states "*On the eligibility for the bus discount, the reason why we have limited this to the Host Boroughs is because the objective of the concession is to encourage **cross-river** bus travel on the new services and not travel on bus services which is solely within same side of the river.*
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Although the details of the Scheme are yet to be determined, the current thinking is that there would be some kind of 'Free Travel Zone', similar to that which is currently operating at Heathrow Airport, centred around the tunnel and its environs. Travel would be free within this zone for a limited period. As Lewisham is almost 3km from the Tunnel, it would unlikely be included in this zone."

- 8.26 LB Lewisham does not accept this as a valid reason and remains opposed to the requirement, the borough considers that residents of Lewisham should be eligible for the same concession as host borough residents as they will meet TfL's stated objective.

New requirement on concessions on the user charge

- 8.27 LB Lewisham's suggested new requirement and justification is set out in section 7 of this submission.

Appendix A. Council motion to object to the Silvertown Tunnel proposal

Relevant extract from LB Lewisham's Full Council's motion to object to the Silvertown Tunnel proposal. Agenda Item 15 is the motion.

MINUTES OF THE COUNCIL

Wednesday, 25 November 2015 at 7.30 pm

PRESENT: Councillors Obajimi Adefiranye (Chair), Abdeslam Amrani, Chris Barnham, Paul Bell, Peter Bernards, Chris Best, Kevin Bonavia, Bill Brown, Sir Steve Bullock (Mayor), Suzannah Clarke, John Coughlin, Janet Daby, Brenda Dacres, Amanda De Ryk, Joe Dromey, Damien Egan, Colin Elliott, Alan Hall, Carl Handley, Maja Hilton, Simon Hooks, Ami Ibitson, Mark Ingleby, Stella Jeffrey, Liz Johnston-Franklin, Alicia Kennedy, Roy Kennedy, Helen Klier, Jim Mallory, Paul Maslin, David Michael, Joan Millbank, Jamie Milne, Hilary Moore, Pauline Morrison, John Muldoon, Olurotimi Ogunbadewa, Rachel Onikosi, Jacq Paschoud, John Paschoud, Pat Raven, Joan Reid, Gareth Siddorn, Jonathan Slater, Luke Sorba, Eva Stamirowski, Alan Till, Paul Upex, James-J Walsh and Susan Wise.

Apologies for absence were received from Councillor Andre Bourne, Councillor Liam Curran and Councillor Alan Smith.

1. Declaration of Interests

Councillor Paul Bell declared a pecuniary interest in Item 17 as a Trade Union employee and he withdrew from the meeting during consideration of that item.

Councillor John Muldoon declared personal interests in Item 11 as a Governor of the SLAM Foundation Trust and as Chair of the London Scrutiny Network.

Councillor Alan Hall declared a personal interest in Item 11 as a Governor of the SLAM Foundation Trust.

Councillor Mark Ingleby declared a personal interest in Item 9 as a member of the Musicians Union.

2. Minutes

The Council accepted a clarification from Councillor Roy Kennedy that his declaration at the September meeting was not related specifically to item 14 but had a more general application in relation to his appointment to the Shadow Lords Front Bench

RESOLVED that the minutes of the meeting held on September 23 2015 be confirmed and signed as a correct record subject to an amendment removing the attachment of Councillor Roy Kennedy's declaration of interest to Item 14.

3. Petitions

Councillor Jacq Paschoud presented a petition signed by 16 members of the Lewisham Parent and Carer's Forum calling on the Council to reinstate funding for Contact a Family's school holiday events programme.

Councillor Ami Ibitson presented a petition bearing 170 names calling on the Council and LB Bromley to work together to end irresponsible and unsafe

13. Public Spending in Lewisham

Councillor Alan Hall introduced the report and moved that the recommendations be approved and this was seconded by Councillor Gareth Siddorn. Following contributions from Councillors Coughlin and Dromey it was:

RESOLVED that the report be received.

14. Motion 3 Proposed Councillor Ibitson Seconded Councillor Barnham

The Chair varied the order of business to take Motion 3 as the next item.

The motion was moved by Councillor Ibitson and seconded by Councillor Barnham.

There was then a debate to which the Councillors Coughlin and Bell contributed. The motion was then put to the vote and declared to be unanimously carried.

RESOLVED that the following motion be agreed:

“This Council notes the recent publication of the London Assembly Transport Committee report ‘Devolving rail services to London – Towards a South London metro’ and its recommendation that the Mayor of London and Transport for London begin work on proposals to devolve more London suburban rail services to the management of Transport for London. This would build on the success of the popular and successful London Overground services.

The report makes specific proposals for the future of parts of the current Southeastern rail franchise - which is due for retendering shortly with a new franchise starting from 2018. This could potentially see rail services between London and Sevenoaks, Dartford and Hayes commissioned by Transport for London, rather than the Department for Transport. They would be incorporated into the London Overground network.

This Council fully endorses these proposals and believes this would result in better rail services, facilities and accountability for Lewisham commuters. TfL taking responsibility for the Hayes line could also be a helpful precursor to the proposed Bakerloo line extension for which the Council continues to fully support.

This Council places on record our support for the committee’s proposals and calls upon the Mayor of Lewisham to write to the Mayor of London, TfL Commissioner Mike Brown, Network Rail chair Sir Peter Hendy and the Secretary of State for Transport to express the same.”

15. Motion 1 Proposed Councillor Bonavia Seconded Councillor Onikosi

The motion was moved by Councillor Bonavia and seconded by Councillor

Onikosi

There was then a debate to which the Councillors Coughlin, Wise and Clarke contributed. The motion was then put to the vote and declared to be unanimously carried.

RESOLVED that the following motion be agreed:

“This Council notes that Transport for London (TfL) are consulting on building a four-lane tunnel at Silvertown (the proposed Silvertown Tunnel) next to, and in addition to, the existing Blackwall Tunnel, which Mayor Boris Johnson claims will double road capacity across the Thames at this point and help ease traffic congestion.

This Council supports the principle of increasing transport capacity across the River Thames in order to unlock the economic potential of, and otherwise benefit, the people of south-east London.

This Council recognises there exist serious issues of traffic congestion and poor air quality around the approaches to the Blackwall Tunnel.

This Council is concerned that:

1. The concentration of river crossings resulting from the proposed Silvertown Tunnel risks exacerbating rather than dispersing the current pressures of traffic congestion. In particular, the proposed Silvertown Tunnel relies on the same southern approaches as the Blackwall Tunnel, including the stretches of the A2 and South Circular roads within the London Borough of Lewisham, which already suffer from daily congestion.
2. A resulting increase in traffic congestion is likely to also result in a deterioration of air quality in the London Borough of Lewisham and thereby negatively impact on the health of the Borough’s population.

This Council believes that any additional fixed river crossing should be constructed further to the east of the proposed Silvertown Tunnel as a more appropriate means of improving the existing traffic congestion and poor air quality.

This Council also reaffirms its commitment to encourage TfL to prioritise the significant improvement of public transport connections (including cycling and pedestrian modes) to and from the London Borough of Lewisham.

This Council therefore:

1. Resolves to oppose the proposed Silvertown Tunnel as specified in the current TfL consultation; and
2. Calls on the Mayor of the London Borough of Lewisham to ask the Mayor of London to work on a plan on increasing transport capacity between south-east and east London that seeks to improve air quality, with any proposed river crossing to be designed in a way that should meet such aim.”

Appendix B. TfL's Note to LB Lewisham on the Monitoring and Mitigation Strategy

Provided to LB Lewisham at the meeting on 4 April 2017.

M&MS	General comment / query	Response
Para 2.3.3	Clarification is required on how the thresholds have been set; the 30% and 120 vph threshold seems high	<p>These thresholds are proposed for the purpose of identifying a long-list of potential locations for which mitigation measures may be required pre-opening of the scheme. All locations for which one or more of the thresholds apply will be added to the long-list.</p> <p>The first bullet applies to highway links and was adopted for the proposed Thames Gateway Bridge scheme. 120 vph represents approximately 10% of a link's capacity in an urban environment. In response to concerns that the threshold is too high, we have reviewed these thresholds using the Assessed Case and it is planned to reduce this to 15% and 60 vph.</p> <p>The second bullet applies to junctions and was adopted for the 'example' assessment set out in Appendix C of the Transport Assessment. 10 PCU hours is 600 PCU minutes, and assuming a total junction flow of some 1200 vehicles (far exceeded in most strategic network junctions), this would imply an additional delay of some 30 seconds, which was regarded as a reasonable threshold for the scheme.</p>
App. A / App E.2.1	Impacts need to be assessed for peak and inter peak hours	This is the intention for all traffic monitoring - traffic data for each specified link will be collected over a 24-hour period, with data available for each hour within this period enabling the data to be broken down into peak periods. This will be clarified in the updated M&MS for DL6.
Para 3.7.4	Co-location of traffic and air quality monitoring points	<p>The AQ monitoring points have been informed by the likely impacts of the scheme as reported in the ES and the updated AQ and health assessment. The scheme is unlikely to have a material impact on AQ without also having an impact on traffic beyond what was predicted in the refreshed assessment, and it is not necessary to undertake monitoring on all roads on the network to determine whether the scheme is operating as expected. AQ monitoring will not be capable of picking up very small changes in AQ attributable to traffic, and there are small changes from year to year caused by variations to meteorological conditions. Furthermore, at various locations traffic will be monitored by periodic surveys rather than continuously, and in these instances co-located AQ monitoring would provide very limited insight.</p> <p>At sites which are not expected to experience material changes in traffic conditions it is much more likely that any AQ impacts will be the result of other, unrelated activities. Differentiating the effects on AQ will be a complex process which will require expert input, and for the reasons above it is not proposed to monitor AQ at all sites for which traffic is monitored.</p>
App. E.5	There are concerns about the proposed triggers and values of the included triggers are not justified. Trigger points for the following should be included; <ul style="list-style-type: none"> • Journey time reliability on local roads • Journey time reliability for buses and general traffic should be assessed separately • Road safety on all roads. 	<p>1. Journey time reliability statistics will be obtained from TfL's London Congestion Analysis Project (LCAP) , for which data is derived from a network of ANPR cameras. These cameras are concentrated on the TLRN which means that it is not possible to monitor JTR on local roads.</p> <p>2. Journey time reliability for buses is currently planned to be identified through the excess wait time (EWT) metric, and thus buses will be measured separately to general traffic. TfL is currently investigating the use of bus JTR data as a metric for monitoring buses, and if this becomes the standard metric for bus evaluation this will likely be adopted for the triggers subject to agreement with STIG members.</p> <p>3. Road safety impacts will be monitored through the collation of KSIs along all specified links in the traffic management plan (KSIs being the focus of the Road Safety Action Plan) and this will be reported in the monitoring reports. The road safety triggers will be set for the Blackwall and Silvertown tunnels (i.e. the new highway infrastructure and junction tie ins). It is not considered appropriate to set triggers for other links because the scheme is not expected to have a material impact on road safety elsewhere and significant changes in traffic would be required to have an impact on KSIs.</p>
App. E.5	Justification for the percentage increases / how these have been arrived at to determine an amber or red alert.	The mitigation triggers have been set with regard to the forecast change brought about by the scheme (i.e. the change between the 2021 reference and assessed cases) and in some cases include an allowance for forecasting range / measurement error as explained in Appendix E of the M&MS. The levels for amber and red alerts are subjective, but in both instances have been set to ensure the triggers are tight and will be activated in the event of impacts being notably different from those forecast. Account also needs to be taken of general variability across the network and background growth; several potential options have been identified for doing so and this will be agreed at a later date.

Source	Request	Response
LB Lewisham (email 29 March)	A200 Evelyn Street Corridor 1. A200 jw Oxestalls Road 2. A200 jw Deptford High Street	Given the concerns raised by both LBL and LBS regarding the A200 and it being located on the key route between the Blackwall Tunnel and Rotherhithe Tunnel corridors, both junctions will be included in the traffic monitoring plan.
	B218 Brockley – New Cross Corridor (to Rotherhithe) 3. B218 Brockley Rise jw A205 South Circular Road 4. B218 Stondon Park jw Honor Oak Park 5. B218 Brockley Road jw Adelaide Ave 6. B218 Malpas Road jw A2	Impact of the Scheme on the B218 is expected to be less than 1%, thus no monitoring is proposed. The A2 which is located at the northernmost extent of the B218 is proposed to be monitored.
	A21 Catford – Lewisham Corridor 7. A21 Rushey Green jw A205 South Circular Road 8. A21 Lewisham High Street jw Adelaide Ave 9. Lewisham Road jw Lewisham Hill	Impact of the Scheme on the A21 is expected to be less than 1%, thus no monitoring is proposed, with the exception of the A21/A205 (no. 7) which has now been included. The A2 which is located at the northernmost extent of the A21 (/A2211) is proposed to be monitored.
	A2212/B212 Burnt Ash – Blackheath Corridor 10. A2212 Burnt Ash Hill jw A205 South Circular Road 11. A2212 Burnt Ash Road jw A20 Lee High Road 12. B212 Lee Road jw B220 Lee Terrace	Modelling suggests that the A2212/B212 corridor may experience an impact in traffic flow of 1%, and due to its proximity to the Scheme and A102 corridor, junctions 10 and 11 will be included in the traffic monitoring plan.

Appendix C. Email confirmation from TfL on LB Lewisham’s traffic monitoring locations

Squires, Alison (GVA)

From: Parr Billy <BillyParr@tfl.gov.uk>
Sent: 05 April 2017 12:54
To: Squires, Alison (GVA); Tedder Martin; King Tom
Cc: Ben Meekings
Subject: RE: LB Lewisham

Hi Alison

Regarding the monitoring locations, in addition to those listed yesterday (A200 j/w Oxestalls Rd, A200 j/w Deptford High St, A2212 Burnt Ash Hill j/w A205 South Circular and A2212 Burnt Ash Road j/w A20 Lee High Rd) we have now included B212 Lee Road j/w B220 Lee Terrace in the MMS on the basis of Simon's request.

I am also happy to clarify that A21 Rushey Green j/w A205 South Circular is also included – this was previously included under a different description and we've amended accordingly.

We have not included the other locations on the basis that, based on the assessment completed to date, the impact of the scheme on these locations is negligible.

Thanks

Billy

From: Squires, Alison (GVA) [<mailto:Alison.Squires@gva.co.uk>]
Sent: 05 April 2017 09:42
To: Tedder Martin; King Tom; Parr Billy
Cc: Ben Meekings
Subject: LB Lewisham

Hi all

Thank you for meeting yesterday.

We are finalising Lewisham's submissions for today's deadline and are just awaiting the notes promised at the meeting yesterday.

Could you please see across the electronic version of the 'Low income discount eligibility note', and the note that you were pulling together on the bus discount. Is there any update on the confirmation of monitoring locations?

I look forward to hearing from you.

Kind regards

Alison

Alison Squires MRICS MRTPI
Senior Surveyor

GVA

Appendix D. TfL Note on Low income discount eligibility

Low income discount eligibility

Why is a discount appropriate for Host Boroughs?

- Residents of the Host Boroughs have fewer opportunities to use alternative crossings, so they rely on the Blackwall Tunnel and Silvertown tunnels to a much greater extent than residents from other Boroughs
- This is evidenced in Figure 7-9 of the Transport Assessment which shows that trips through the Blackwall and Silvertown Tunnels in the AM peak from Greenwich are far greater in number than from all other areas and constitute about half of all crossing demand.
- Under the Assessed Case (without low income discount) there are some small reassignment effects as low income highway users seek to avoid the charge and re-route to the Rotherhithe Tunnel instead. These effects are more costly for Host borough residents – they have to travel further to use an alternative crossing. Applying a low income discount for residents of the Host Boroughs reduces the potential for reassignment and the associated negative impacts of additional traffic, including those on Lewisham highways

Why doesn't Lewisham qualify for a low income discount on this basis?

- Residents of Lewisham can more easily access alternative crossing options (particularly Rotherhithe Tunnel) compared to the Host boroughs, therefore they have much less reliance on the Blackwall and Silvertown crossings.
- Figure 7-9 of the Transport Assessment shows that the number of trips that use the Blackwall/Silvertown Tunnels in the AM peak and start from LB Lewisham is five times fewer than those from RB Greenwich
- Figure 7-10 of the Transport Assessment shows that the number of trips with a destination in LB Lewisham in the PM peak is over 10 times fewer than those to RB Greenwich

Figure 7-9: Origins and destinations of northbound trips through the Blackwall and Silvertown tunnels in the AM peak hour⁶¹

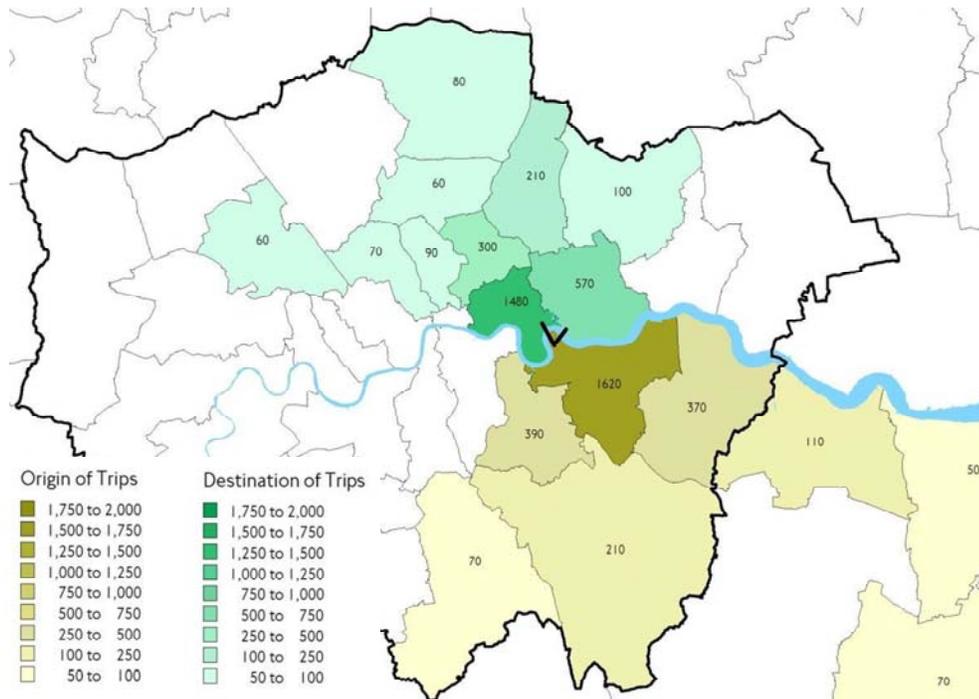
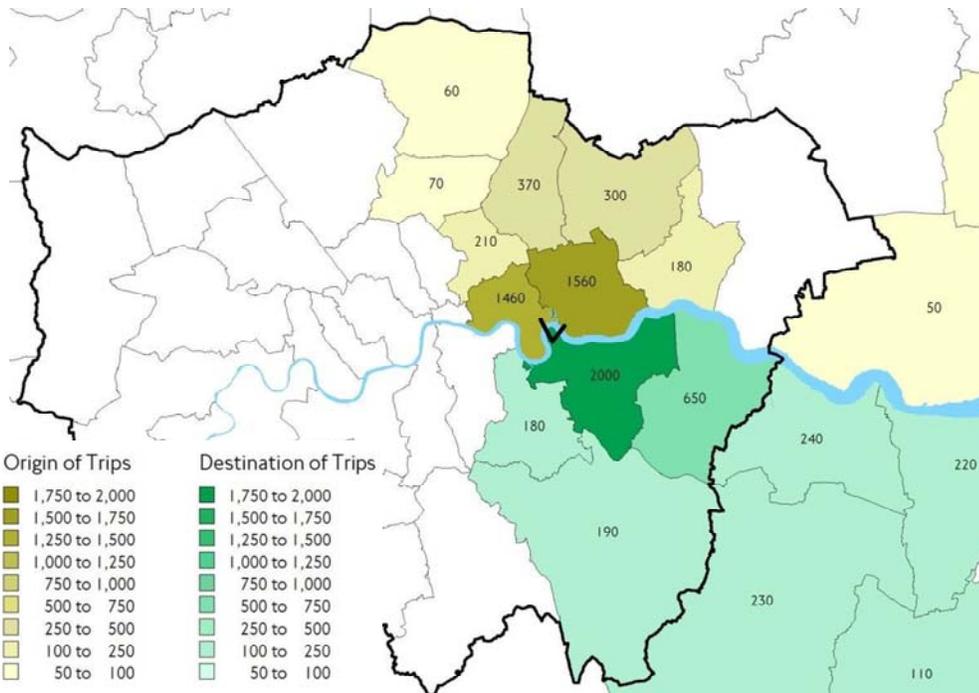


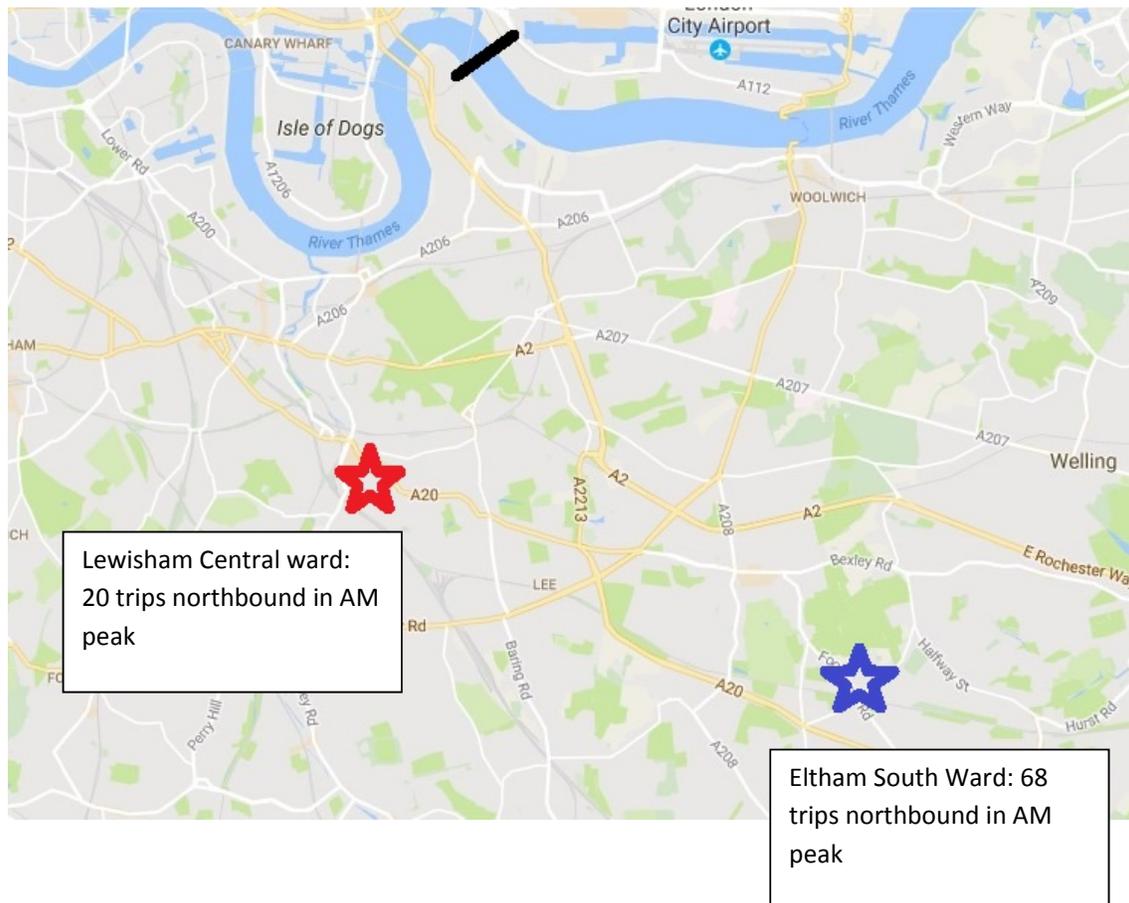
Figure 7-10: Origins and destinations of southbound trips through the Blackwall and Silvertown tunnels in the PM peak hour



⁶¹ Boroughs with less than 50 trip origins or destinations in the time period not shown.

Why isn't eligibility based on distance from the crossings appropriate?

- There is not a linear relationship between distance from, and demand for, the Blackwall and Silvertown tunnels.
- This is because the option to use alternative crossings is also a major contributing factor
- In general, demand for the Blackwall and Silvertown crossings is greater from the south east of the crossing, compared to that a same distance from the south west, because those from the south east have fewer alternative crossing options
- For example, in Lewisham Central ward, which is 4km from the crossings, just 20 people in the AM peak use the Blackwall or Silvertown crossings, where as in Eltham South ward, which is 6km from the crossings, 68 people use the crossings in the same period.
- If we were to apply a distance based catchment, there would be questions over what distance from the Scheme is appropriate.
- It is easier to administer a Borough based discount, and it is easier for residents to understand



There are a very small number of low income highway users in RB Lewisham

- Although there are areas of deprivation in the north of the Borough, car ownership here is also very low.
- The model outputs demonstrate that the number of low income highway users in the morning peak and interpeak would be in the low tens.

What are the highway impacts of offering a discount to LB Lewisham?

- The traffic impact of adding LB Lewisham to the low income discount zone would be relatively minor
- However, we have to consider on what basis LB Lewisham should be included in the discount zone. If it is based on demand for the crossings, this would mean we would also have to include other boroughs such as Bexley, Bromley, Barking & Dagenham etc
- The traffic impacts of adding all of these Boroughs would be more significant
- Whereas a discount for Host borough residents reduces reassignment, if we introduce discounts for Boroughs further away, it could encourage reassignment to the Blackwall and Silvertown crossings

There is a clear rationale for including the Host Boroughs as part of the low income discount zone – they generate by far the most demand for the Blackwall and Silvertown Crossings as they have fewer alternative crossing options

The policy doesn't preclude TfL from considering Lewisham as part of a low income discount in future