

**Tunnel vision**

The London Assembly Transport Committee's review of the decision to end  
the peak hours tidal flow in the Blackwall tunnel  
July 2007



# The Transport Committee

Roger Evans	- Chair (Conservative)
Geoff Pope	- Deputy Chair (Liberal Democrat)
John Biggs	- Labour
Angie Bray	- Conservative
Elizabeth Howlett	- Conservative
Peter Hulme Cross	- One London
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The Transport Committee's general terms of reference are to examine and report on transport matters of importance to Greater London and on the transport strategies, policies and actions of the Mayor, Transport for London, and the other Functional Bodies where appropriate. In particular, the Transport Committee is also required to examine and report to the Assembly from time to time on the Mayor's Transport Strategy, in particular its implementation and revision.

The Transport Committee invited representatives of Transport for London, the Metropolitan Police Service and two London boroughs to a meeting on 7 June 2007 to discuss the circumstances surrounding the decision to end the Blackwall tunnel contraflow system.

*The Committee would welcome any feedback on this report. Please contact Bonnie Jones on 020 7983 4250 or via e-mail at [bonnie.jones@london.gov.uk](mailto:bonnie.jones@london.gov.uk) if you have any comments. For press queries, please contact Lisa Moore on 020 7983 4228 or via [lisa.moore@london.gov.uk](mailto:lisa.moore@london.gov.uk).*

# Contents

*Page*

Executive Summary .....	1
1. Introduction .....	3
2. What was the effect of the decision? .....	5
3. Who was responsible for the decision? .....	7
4. What led to the decision? .....	8
5. Who was told and when? .....	10
6. Conclusion .....	13

## **Appendices**

Appendix A – List of Evidence .....	14
Appendix B - Orders and translations.....	15
Appendix C - Principles of scrutiny .....	16

## **Executive Summary**

On 17 April 2007, the tidal flow which had operated through the Blackwall Tunnel since 1978 was suspended. This was due to an accident in the Tunnel, and it was subsequently decided that the tidal flow should not be reinstated.

The decision was controversial for two reasons. First, the decision itself and the reasoning behind it. Second, the consultation undertaken with and information provided to affected London Boroughs and the public by Transport for London (TfL) and the Metropolitan Police Service (MPS). It emerged that the decision had been under consideration by TfL and the MPS since October 2005.

The Committee therefore decided to investigate this matter, particularly focusing on how the decision came to be made and the consultation that accompanied it. The investigation did not seek to comment on the merits of the decision itself, and we accept this was a difficult and complex decision to make.

The key issues the Committee sought to address were: what the effect of the cessation of the tidal flow was; where responsibility lay for the operation of the tunnel; what informed the decision to end the tidal flow and what processes led to it; and why the tidal flow ended at such short notice and so little consultation was undertaken.

TfL acknowledged that the initial effect of the decision was an increase in congestion. However, all parties the Committee spoke to accepted that it was soon too soon to make a judgement on the long-term effect. The Committee therefore recommends that TfL report back to us by October 2007 on traffic levels in the area south of the tunnel, and the effect on the Rotherhithe Tunnel and Dartford Crossing.

Which organisation bore the ultimate responsibility for making the decision was not made entirely clear. Essentially TfL is the highways authority and can make the case to the MPS for the operation of the tidal flow. The MPS has the legal authority to decide whether it should operate. Therefore, whilst there is an element of joint decision making, final responsibilities for whether the tidal flow should operate lies with the MPS. The Committee recommends that TfL and the MPS review their shared protocols to ensure there is clarity in their decision-making processes, and report back by October 2007.

The Committee found that there was an unnecessary lack of openness and transparency over the decision to end the tidal flow. It appears that TfL had concerns over the operation of the tidal flow as early as October 2005 and that it became a real possibility from September 2006.

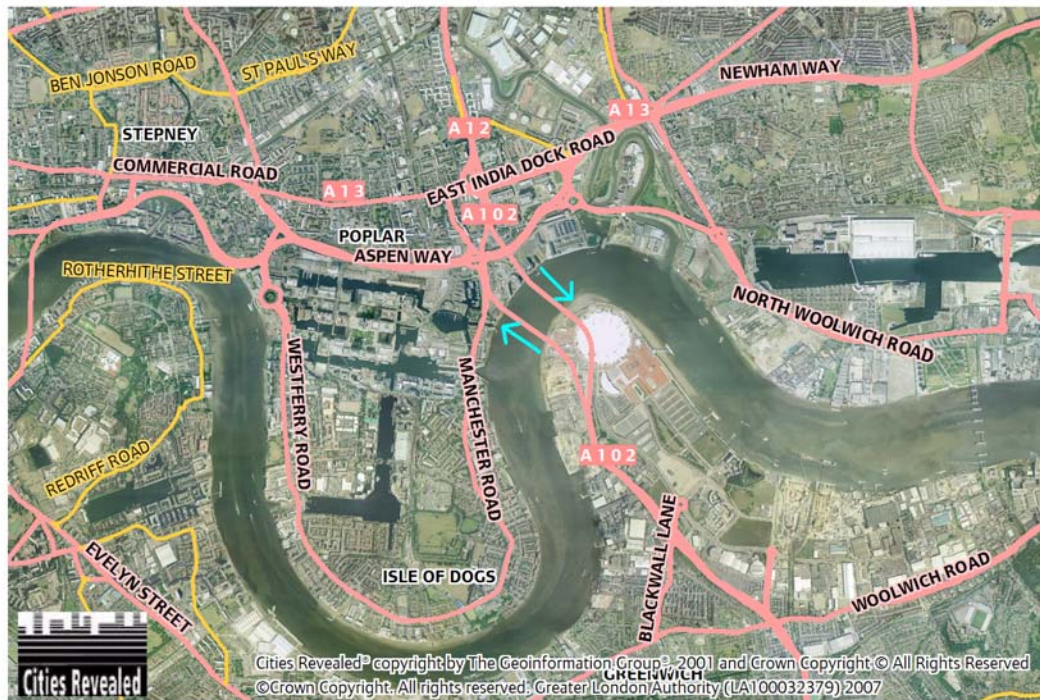
However, TfL neglected to consult properly with the affected boroughs until a few days before the tidal flow was suspended, and failed to inform Bexley of the decision at all. Additionally, there was no advanced warning to motorists. The Committee recommends that TfL should publish how it plans to improve the way it communicates with boroughs by October 2007. It also recommends that TfL report back on how it plans to address its lack of openness during the decision making process on the future of the tidal flow.

The Committee recognises that the decision to end the tidal flow was a difficult one that involved balancing potential risks to motorists with minimising congestion.

However, these factors serve to highlight the importance of informing those affected by the decisions at the earliest possible stage. This did not happen in this instance and the Committee did not receive an entirely adequate explanation of why. We look forward to hearing from TfL and the MPS on how they plan to address the issues we have raised.

# 1. Introduction

- 1.1 The Blackwall tunnel consists of a pair of two-lane tunnels that run under the River Thames in east London joining Greenwich and Tower Hamlets. The map below shows the location of the tunnels and the direction of the traffic in each tunnel during normal operation.



- 1.2 Tidal flow is the term used to describe traffic operating in opposite directions in the same tunnel during certain hours. A tidal flow system has operated in the morning rush hour in the two lanes of the southbound tunnel since about 1978. This provided three lanes of northbound traffic during peak hours: two in the northbound tunnel and one in the southbound tunnel. On Wednesday 18 April 2007, Transport for London (TfL) and the Metropolitan Police Service (MPS) announced that the tidal flow system was to end.<sup>1</sup> The press release said that the decision would take effect from Friday 20 April. In fact, the tidal flow was suspended following an accident on 17 April and it has not operated since.
- 1.3 Two elements of the cessation of the tidal flow proved controversial: the decision itself and the evidence used to support it; and the extent to which TfL and the MPS consulted and informed those affected, such as the relevant London boroughs and motorists who use the tunnel. An on-line petition organised by those opposed to the closure had been signed by nearly 2,000

<sup>1</sup> TfL press release, *Blackwall Tunnel morning rush hour priority scheme to end - measure taken on safety grounds*, 18 April 2007

people by the end of June.<sup>2</sup> Evidence from our witnesses and a statement by the Minister of State for Transport confirm that the cessation of the tidal flow contributed to significant congestion in the area to the south of the tunnel at least in the short term. The three boroughs most affected by the decision told the Committee that they were either not informed of the plan to end the contraflow system or were told “a few days before the final day of operation”.<sup>3</sup>

- 1.4 This report does not seek to comment on the merits of the decision to end the contraflow. TfL provided a large amount of material which it had commissioned from consultants since May 2004 on the safety of its tunnels and the contraflow system. This material highlighted the increased risks of an accident in ‘head on’ traffic conditions and the consequences of such an accident in the confines of a road tunnel. Previous traffic accidents in tunnels in mainland Europe had led to fires and substantial loss of life.<sup>4</sup> These incidents also led to the long-term closure of tunnels which, in turn, had a severe impact on the regional economy.
- 1.5 The MPS also made its case for the decision in oral evidence to the Committee arguing that it had to balance such risks against the desire to maintain the optimum flow of traffic during peak hours. Although we comment on the way some of this information was presented to the Committee, we accept that the decision was a difficult one and involved a judgement about the degree of acceptable risk. It is unlikely that a consensus will be reached where such judgements are required. We also accept the assertions from TfL and the MPS that the decision was made purely on the grounds of safety. Furthermore, we received no convincing evidence to support speculation that the cessation of the tidal flow was part of a deliberate plan to increase congestion and justify the extension of some form of road pricing. TfL emphatically rejected such speculation in its evidence to the Committee.
- 1.6 Nevertheless, given the extent of public interest in the decision and the complex chain of events which led to the cessation of the tidal flow on the day in question, we believe the Committee has a useful role to play. Through a meeting with the key decision makers and those affected, and subsequent correspondence, we have gathered a wealth of evidence on how the decision was made; by whom; who was informed and when; and where responsibility lies for how this process was conducted. It is in the public interest to bring this information together and set it out clearly for the first time. In doing so, and where appropriate, we make recommendations to the key agencies involved with a view to increasing the transparency of such decisions in the future and improving the flow of information between the relevant parties.
- 1.7 We accept this was a difficult and complicated decision both to make and to implement. However, we do have some concerns over the actions of both TfL and the MPS in reaching and acting on the decision. In particular, in this report the Committee seeks to raise, and answer where possible, the following questions:
  - What was the effect of the cessation of the tidal flow?

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<sup>2</sup> <http://www.blackwalltunnel.co.uk/petition.php>

<sup>3</sup> Written evidence from the London Borough of Newham

<sup>4</sup> E.g. in 1999 a major fire in the Mont Blanc tunnel caused the deaths of 39 people and led to the closure of the tunnel for three years.



- Where does responsibility lie for the operation of the tunnel and the traffic through it?
- What informed the decision to end the tidal flow and what were the processes involving TfL and the MPS which led to it?
- Why was the tidal flow ended at such short notice and why were those affected not aware of the plans to end it when it had been under consideration since October 2005?

## 2. What was the effect of the decision?

- 2.1 TfL acknowledged at the meeting on 7 June that the immediate effect of the cessation of the tidal flow was “bad” exacerbated by road works in the area. The representative of Bexley Council said that “initially the traffic was horrendous”. He acknowledged that the traffic had settled down “a bit” but argued that additional vehicles were using Bexley as a cut through to go to the Dartford Crossing.
- 2.2 Local newspapers “reported three and four mile tailbacks on the A2/A102 heading north with delays of at least 60 minutes to reach the tunnel entrance”. A commuter from Gravesend wrote to one newspaper to say her coach journey had increased by 20 minutes for a 20 mile journey.<sup>5</sup> The decision prompted at least three on-line petitions complaining about increased congestion including two on the Number 10 website.<sup>6</sup> One states that “this decision was made without sufficient notice for drivers and no consultation with users and local residents.”
- 2.3 In a debate on the issue in the House of Commons the Parliamentary Under-Secretary of State for Transport said:
- “Northbound congestion has increased, as anticipated, and there is indeed a clear impact on the A2, the A102 and other northbound approach roads. Clearly, that is frustrating to drivers and residents in the area, and I appreciate that it is far from ideal. Any change to traffic flows takes time to bed down as traffic diverts and dissipates across a broad area. TFL is monitoring traffic levels and will take remedial action where necessary.”
- 2.4 Those who gave evidence to the Committee accepted that it was too soon to make a judgement on the long-term effect of the cessation of the tidal flow. One effect has been to make it easier for those travelling south during peak hours as there is now an extra lane available. The London Borough of Greenwich told us that it expected “it to take a month or two for a new traffic equilibrium to be reached”.

<sup>5</sup> <http://www.eastlondonadvertiser.co.uk/>

<sup>6</sup> <http://petitions.pm.gov.uk/Btunnel/> and <http://petitions.pm.gov.uk/tidalflo/>

**Recommendation 1: TfL should report to the Committee by October 2007 on the traffic levels in the area to the south of the tunnel and an analysis of the effect on the Rotherhithe tunnel and Dartford Crossing.**

### 3. Who was responsible for the decision?

- 3.1 Before considering the build up to the decision to end the tidal flow it is important to understand the roles and responsibilities of TfL and the MPS in relation to the tunnel. These do not appear to be straightforward in practice.
- 3.2 The Committee tried to clarify this issue during the meeting on 7 June and in subsequent correspondence. In his evidence to the Committee the MPS Commander, said that ultimately the final decision on the operation of the tidal flow was one for the MPS:

“We [the MPS] have independence of decision-making. So both of our lawyers [TfL’s and the MPS’s] have previously agreed and acknowledged that when it comes to operational decision-making the police are independent ... We can decide when we want to implement and when we do not want to implement.”<sup>7</sup>

- 3.3 We sought information from the MPS and TfL after the meeting on the powers of each party in relation to the tidal flow. The MPS did not address this issue in its response. TfL set out the position in its letter of 28 June. This confirmed that TfL could seek the support of the MPS to operate the tidal flow but could not operate it without such support:

“The Tidal Flow system was operated in partnership, in that TfL is responsible for the relevant infrastructure (i.e. the Blackwall tunnel including all of the safety equipment, traffic signs, barriers etc), and the MPS is responsible for directing traffic, and therefore operating the system itself. TfL has no powers to direct traffic, and therefore requires the agreement of the MPS to operate the Tidal Flow system ... TfL cannot operate Tidal Flow without the Police.”

- 3.4 In summary, it is the Committee’s understanding that, in its capacity as the relevant highways authority, TfL can make the case to the MPS for a tidal flow to operate in the Blackwall tunnel. The MPS has the legal authority to decide whether it should operate and can, if necessary, decide independently that it should not. **Therefore, while there is an element of joint decision-making, final responsibility for whether the tidal flow should operate lies with the MPS.**
- 3.5 Despite the MPS having ultimate responsibility for whether the tidal flow operated in the tunnel, it was clear to the Committee from answers provided by the Mayor, and the written briefing provided by TfL in advance of the Committee’s meeting on 7 June, that, in practice, there was some form of joint decision to end the tidal flow.

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<sup>7</sup> p 6

- 3.6 For example, in a written answer to the Deputy Chairman of the Committee on 23 May, the Mayor said that following consideration of consultants' reports into its operation "TfL therefore took the decision to withdraw tidal flow arrangements".<sup>8</sup> Subsequently in the same answer he states that "the MPS took the view that there was no alternative but to curtail tidal flow operations without delay". TfL's written briefing for the Committee was less clear about who made the ultimate decision simply stating "once the decision to cease the tidal flow had been made, the police took the view that there was no alternative but to implement that decision without delay".
- 3.7 What role TfL and the MPS played in the final decision became clearer when the Committee examined the background and build up to it.

## 4. What led to the decision?

- 4.1 The tidal flow operated for the last time on 17 April 2007. The decision to end it was the culmination of a long sequence of discussions, reports and meetings. The timeline below brings together the relevant events which led to the cessation of the tidal flow.

Event	date	source
European Directive 2004/54/EC. This requires that all tunnels longer than 500 metres and belonging to the Trans European Road Network meet minimum safety requirements. It does <u>not</u> directly apply to the Blackwall tunnel.	30 April 2004	<a href="http://www.ec.europa.eu">www.ec.europa.eu</a>
TfL commission Capita Symonds to conduct a Road Tunnel Safety Study	May 2004	Capita Symonds report provided to the Committee
Capita Symonds produce 5 <sup>th</sup> Report as part of the study which makes recommendations about tidal flow	October 2005	Capita Symonds report provided to the Committee
TfL commission Mott McDonald to look at the traffic effects of removing the tidal flow operation.	December 2005	Mott McDonald report provided to the Committee
The Transport Operational Command Unit alerted the relevant MPS Commander about its concerns about the operation of the tidal flow.	"early 2006"	MPS's evidence to the Committee.
MottMcDonald report to TfL	April 2006	Mott McDonald report provided to the Committee
MPS "first formally raises its concerns with TfL".	September 2006	MPS's oral evidence to the Committee (p. 5)

<sup>8</sup> Question number 0999/2007

<b>Event</b>	<b>date</b>	<b>source</b>
TfL receives further advice from Capita Symonds that TfL “should cease the operation of the tidal flow”.	30 November 2006	TfL’s evidence to the Committee (p. 3).
Surface Transport strategy meeting: TfL decision to cease tidal flow from 30 July 2007	28 March 2007	TfL’s evidence to the Committee (p. 3). .
TfL inform MPS of decision. MPS reject the proposed date of 30 July and propose cessation with “almost immediate effect”	29 March 2007	TfL’s evidence to the Committee (p. 3).
TfL and MPS meeting: “MPS communicated to TfL that it was unwilling to operate tidal flow beyond 20 April”.	5 April 2007	letter of 28 June from TfL to Chairman
Accident in southbound tunnel. Tidal flow stopped from this date.	17 April 2007	TfL’s evidence to the Committee (p. 3).

- 4.2 Although the Committee does not seek to comment on the merits of the eventual decision, it does question the consistency of the logic of the MPS’s position throughout this period. The MPS’s Commander of its Central Operations Traffic and Transport told the Committee that he was told by his officers in “early 2006” that they were concerned about safety in the tunnel during the tidal flow. He went on to say that he managed to allay these concerns on the grounds “that both TfL and the Metropolitan Police were in regular dialogue about the future of the tidal flow”. He subsequently formally notified TfL of these concerns in September 2006.
- 4.3 It is not clear to the Committee why the MPS, after seeking to allay the safety concerns of Transport OCU in early 2006, then formally notified TfL of those concerns in September 2006. Having done so, the MPS was apparently prepared to allow the tidal flow to operate for another six months until TfL decided it should cease in March 2007. Yet once TfL had made this decision at the end of March, the MPS was not prepared to allow the tidal flow to continue until 30 July 2007 which would have enabled TfL to carry out its communication plan. As we have established, the MPS could have withdrawn its support for the tidal flow at any time. It chose not to do so for over a year after concerns were raised but then gave practically no notice once it decided to withdraw support.
- 4.4 In his evidence to the Committee, the MPS’s Commander of its Central Operations Traffic and Transport explained this, in part, by stressing the importance of what he described as “commonality of decision making” and “unanimity of decision making”. He argued that once both parties had reached the same conclusion about the safety of the tidal flow, it was commensurate with his legal duty to ensure safety, to stop it in the shortest possible time. The Committee remains unconvinced that the relevance of such a duty should depend on the view of another party when it is clear from the evidence

presented to the Committee that “when it comes to operational decision-making the police are independent”.

**4.5 The Committee believes it was inconsistent with the MPS’s previous approach that it was not prepared to wait until July 2007 to enable a full engagement with interested parties having allowed the tidal flow to operate for over 12 months after its officers first raised concerns.**

4.6 The consequences of the MPS’s decision to insist that the tidal flow should cease in April rather than July greatly reduced the scope for consultation and information to be disseminated to those affected. Similarly, despite the fact that TfL was “surprised” that the Committee questioned the transparency of the decision making process<sup>9</sup>, TfL itself did not appear to anticipate that its decision would precipitate such early cessation of the tidal flow.

**Recommendation 2: The Committee recommends that TfL and the MPS should review their shared protocols to ensure there is clarity over which decisions are joint and which can be made by one party; when decisions become binding; and what powers each party has in relation to decisions. This protocol should be reported to the Committee by October 2007**

## **5. Who was told and when?**

5.1 As we point out in the previous section, the MPS’s decision to end the tidal flow on April 17 severely curtailed the ability of TfL to inform those affected. This added to the risk of increased congestion. The Mott McDonald report of April 2006 had concluded that that “the net effect of changes in tidal flow implementation strategy is likely to be limited but *will clearly be affected by the scale and type of advance warning provided to motorists.*”<sup>10</sup> [emphasis added]

5.2 We acknowledge the effect of the MPS’s decision on TfL’s planned communication strategy. However, we believe that there are questions to be asked about how TfL shared information with the boroughs throughout this process and the quality of the information provided to the Assembly and the Committee about how and when this was done.

5.3 It appears from the information provided to the Committee that TfL first received advice questioning the safety of the tidal flow in October 2005. The Capita Symonds report recommended to TfL that it should consider “operating uni-directional traffic flow only” in the Blackwall tunnel for safety reasons. This prompted TfL to commission further work from consultants. Subsequently, the MPS formally notified TfL of its concerns about the safety of the tidal flow in September 2006.

**5.4 It therefore appears that TfL was considering ending the tidal flow from October 2005 and that this became a real possibility from September 2006. However, neither development prompted TfL to begin discussions with the boroughs which would be affected. These were**

<sup>9</sup> Letter of 28 June from TfL to the Chairman of the Committee.

<sup>10</sup> Blackwall Tunnel Tidal Flow Options Study: Traffic & Safety review by Mott McDonald April 2006, p 57

**missed opportunities. TfL could and should have been more open about the on-going discussions with the MPS about the tidal flow during this period.**

5.5 The extent of eventual communication with the affected boroughs remains a matter of some dispute. In reply to a question from the Deputy Chairman of the Committee on 23 May, the Mayor said that “TfL had discussions with the London Borough of Greenwich in December 2006 ... in which concerns over tidal flow were raised”.<sup>11</sup> TfL’s Managing Director of Surface Transport repeated this in his evidence to the Committee: “Greenwich was informed that we were considering this in a general liaison meeting that took place on 6 December 2006”.

5.6 At its meeting on 7 June, the Committee heard from the Highways Manager West at the London Borough of Greenwich. She said that Greenwich was not explicitly informed by TfL that it was considering ending the tidal flow:

Consultation has not quite been as represented ... at the regular liaison meetings in December and in March, which are held with middle ranking officers, under AOB (Any Other Business) there was a one line minute of TfL reviewing the tidal flow. That was the extent of the consultation. So it was brought to the meeting but not the stress. I think it is a matter of stress and evidence of the event was not made proportionate to what eventually happened.

5.7 At the meeting on 7 June, a member of the Committee quoted from a letter from the Deputy Leader of Greenwich which confirmed this perspective in stronger terms:

“I absolutely refute that there was any meeting to discuss the cessation of the tidal flow with TfL. The decision was a complete surprise to me and to senior officers in the Transportation & Highways division of Strategic Planning. However, I have asked the Chief Officer to trawl through all the staff contacts with TfL. At a liaison meeting on 6 December TfL referred, under any other business, to a review of the contraflow. However, this was in no way an indication of intent or time-scale.”

5.8 The London boroughs of Newham and Bexley told the Committee that they were not advised of any possibility of the tidal flow being ended until April 2007. TfL argued that this was a consequence of the MPS decision to bring forward the date:

“We anticipated spending three to four months communicating with the boroughs after the decision had been made on 28 March. That was the period that we had put to one side to actually do the communicating ...

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<sup>11</sup> Question 999/2007

As it happened, when we found out that we were going to be doing it on 20 April, the best we could actually do was phone up the traffic managers in the boroughs that were aligned directly to the tunnel. So we phoned up Greenwich, Tower Hamlets, Newham, City of London, also and Lewisham, I believe off the top of my head, and informed them on 12 and 13 April that we could not give them the formal notification, we are very sorry about this, but this is what is happening. This is the time-line of what happened.”

- 5.9 This last minute attempt to inform the boroughs was also flawed. Bexley was not included in the list of boroughs to be contacted. The Managing Director of Surface Transport acknowledged this and apologised on behalf of TfL but argued that “the best we could have done was to give them six days’ extra notice”. The Highways Manager at Greenwich told the Committee that the telephone call from TfL “came through to our general admin section in the transport division”. Senior officers at Greenwich became aware when they observed variable messaging on the A20 on 16 April. TfL accepted Greenwich’s evidence. He also confirmed that the variable messaging on the A20 had been posted in error on 16 April “because that should not have gone up before we had even gone through the Mayor”.
- 5.10 The decision was officially made available to the public on 18 April. In fact, following the accident on 17 April and the MPS’s subsequent decision to end the tidal flow with immediate effect, there was no advanced notice to motorists.
- 5.11 While we accept that events moved quickly from the end of March 2007, the Committee believes that TfL should have been able to inform those affected more efficiently. We would expect TfL to have an up-to-date list of relevant senior highways staff in the boroughs and staff to liaise with the boroughs. Similarly, consideration should have been given to informing politicians in the affected boroughs. The fact that TfL staff prioritised informing and consulting the Mayor<sup>12</sup> suggests the political significance of the decision to end the tidal flow was clear to all involved.

**Recommendation 3: TfL should publish what steps it plans to take to improve the way it communicates with borough highways teams by October 2007.**

- 5.12 The Committee notes two further issues of significance from the evidence it received. First, the Capita Symonds report which first recommended considering ending the tidal flow in the Blackwall tunnel also recommends consideration of “banning bi-directional traffic” in the neighbouring Rotherhithe tunnel. TfL told us that the traffic flows at Rotherhithe were lower and it was less dangerous because there were not variable conditions which led to confusion among motorists. TfL did confirm it was reviewing the arrangements at the Rotherhithe tunnel and pledged to “learn the consequences of our consultation process over the Blackwall tunnel”.

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<sup>12</sup> In its evidence at the meeting on 7 June, TfL officials refer three times to discussions with the Mayor after the decision on 28 March.



- 5.13 Secondly, we note the difficulties faced by the staff from the London Borough of Bexley in obtaining information about traffic in the tunnel. The Cabinet Member for Transport from Bexley told the Committee that he had submitted a freedom of information request asking the police for the number of incidents of overtaking in the tunnel. He was told by the MPS that this information was not available and that he should contact TfL. In response to the same question from Bob Neill, the Mayor said TfL does not hold that information and advised that he should go to the police. We fear this exchange is indicative of the level of communication between the MPS and TfL over this whole affair.
- 5.14 In response to the Committee's further request for information after the meeting on 7 June, the Managing Director of Surface Transport expressed "surprise that the Committee has concerns over the transparency of the decision making process". In fact, the letter provided the first clear explanation to the Committee of the powers and responsibilities of TfL and the MPS in relation to the tunnel. Furthermore, this report sets out for the first time in a public document exactly when and how TfL and the MPS made each of the relevant decisions.

**Recommendation 4: The Committee is concerned that there was an unnecessary lack of openness and transparency while policy on the future of the tidal flow was being considered. We would welcome TfL's comments on how it proposes to address this for the future in its report to the Committee in October 2007.**

## **6. Conclusion**

- 6.1 We recognise that TfL and the MPS were required to make a very difficult decision which involved balancing the potential risks to motorists with the pressure to minimise congestion. The consequences of such decisions can be significant as the immediate effect on traffic in the area of the tunnel demonstrated. This makes it particularly important that all the affected parties are informed at the earliest possible stage of changes being considered to enable contingency planning to take place.
- 6.2 This did not happen on this occasion and the Committee did not receive an entirely adequate explanation of why not. We welcome TfL's commitment to learn from the experience and have made recommendations in this report which are intended to help this process. We therefore ask TfL and the MPS to report back to the Committee by the end of October 2007 addressing the concerns we raise and responding to the recommendations we have made.

## **Appendix A – List of evidence**

The Committee would like to thank all the organisations who took the time to contact the Committee and submit evidence to the scrutiny.

If you wish to obtain any of the evidence listed below, you can e-mail [bonnie.jones@london.gov.uk](mailto:bonnie.jones@london.gov.uk) or download transcripts or submissions from <http://www.london.gov.uk/assembly/reports/transport.jsp>.

### **Oral Evidence**

#### **London Assembly Transport Committee, 7 June 2007**

- David Brown (Managing Director, Surface Transport, TfL)
- Commander Shabir Hussain (Central Operations Traffic and Transport, MPS)
- Jane Mandlik (Highways Manager West, London Borough of Greenwich)
- Councillor Peter Craske (Cabinet Member for Transport, London Borough of Bexley)

#### **Written evidence**

The Committee also received the following documents in response to its investigation:

- Briefing: MPS decision to suspend tidal flow at Blackwall, TfL/MPS, undated.
- Letter from the Managing Director Surface Transport, TfL, to the Chairman of the Transport Committee, 28 June 2007
- Letter from Commander Shabir Hussain, Central Operations, MPS, 19 June 2007

#### **Background papers**

- European Directive (2004/54/EC) "Safety Standards for road tunnels on the Trans-European Road Network" June 2004.
- Capita Symonds reports 'Road Tunnel Safety' July 2005 (five volumes) – commissioned by TfL
- Mott MacDonald report, April 2006 – commissioned by TfL

## Appendix B – Orders and Translations

### How To Order

For further information on this report or to order a copy, please contact Bonnie Jones at [bonnie.jones@london.gov.uk](mailto:bonnie.jones@london.gov.uk) or on 020 7983 4250.

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Haddii adiga, ama qof aad taqaanid, uu doonaayo inuu ku helo koobi ah warbixinta oo kooban iyo talooyinka far waaweyn ama farta qofka indhaha la' loogu talagalay, ama luuqadooda, oo bilaash u ah, fadlan nagala soo xiriir telefoonkan 020 7983 4100 ama email-ka cinwaanku yahay [assembly.translations@london.gov.uk](mailto:assembly.translations@london.gov.uk)

## **Appendix C: Principles of scrutiny**

The powers of the London Assembly include power to investigate and report on decisions and actions of the Mayor, or on matters relating to the principal purposes of the Greater London Authority, and on any other matters which the Assembly considers to be of importance to Londoners. In the conduct of scrutiny and investigation the Assembly abides by a number of principles.

Scrutinies:

- aim to recommend action to achieve improvements;
- are conducted with objectivity and independence;
- examine all aspects of the Mayor's strategies;
- consult widely, having regard to issues of timeliness and cost;
- are conducted in a constructive and positive manner; and
- are conducted with an awareness of the need to spend taxpayers money wisely and well.

More information about scrutiny work of the London Assembly, including published reports, details of committee meetings and contact information, can be found on the London Assembly web page at [www.london.gov.uk/assembly](http://www.london.gov.uk/assembly).



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