

# GREATER LONDON AUTHORITY

[REDACTED]  
(By email)

Our Ref: MGLA191219-9212

14 January 2020

Dear [REDACTED]

Thank you for your request for information which the GLA received on 18 December 2019. Your request has been dealt with under the Freedom of Information Act 2000.

You asked for;

1. *Responses to letters or emails from politicians and campaigning organisations regarding the Silvertown Tunnel.*
2. *Minutes of all meetings relating (fully or in part) to the Silvertown Tunnel project*

*For the period 1st May to 1st December 2019.*

Our response to your request is as follows:

Please find attached the information we have identified as within scope of your request. Please note that information not relevant to your request has been redacted from the minutes of the meetings relating (in part) to the Silvertown Tunnel project.

The names of some members of staff and third parties are exempt from disclosure under s.40 (Personal information) of the Freedom of Information Act. This information could potentially identify specific employees and as such constitutes as personal data which is defined by Article 4(1) of the General Data Protection Regulation (GDPR) to mean any information relating to an identified or identifiable living individual. It is considered that disclosure of this information would contravene the first data protection principle under Article 5(1) of GDPR which states that Personal data must be processed lawfully, fairly and in a transparent manner in relation to the data subject

If you have any further questions relating to this matter, please contact me, quoting the reference at the top of this letter.

Yours sincerely

**Information Governance Officer**

If you are unhappy with the way the GLA has handled your request, you may complain using the GLA's FOI complaints and internal review procedure, available at:

<https://www.london.gov.uk/about-us/governance-and-spending/sharing-our-information/freedom-information>

## TfL Commissioner / Deputy Mayor for Transport Liaison Meeting – outcomes

Tuesday 15 October 2019

**TfL Attendees:** Mike Brown, Simon Kilonback, Howard Carter, Tanya Coff, Catherine Taylor, Gareth Powell, Brian Woodhead, Siwan Hayward, David Rowe, Nigel Hardy, Andy Brown

**GLA Attendees:** Heidi Alexander, Tim Steer, [REDACTED]

Item	Action	Owner	Due by
[REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED] [REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED]	[REDACTED]
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Item	Action	Owner	Due by
[REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED]	[REDACTED]	[REDACTED]
[REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED]	[REDACTED] [REDACTED]	[REDACTED]
[REDACTED] [REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
8 - AOB	Noted an update on the Silvertown Tunnel procurement and contract award.	Howard Carter	n/a





From [REDACTED] <[\[REDACTED\]@london.gov.uk](mailto:[REDACTED]@london.gov.uk)> >  
Date: Tuesday, 15 October 2019 at 19:58  
To: Transport Team [REDACTED] <[\[REDACTED\]@london.gov.uk](mailto:[REDACTED]@london.gov.uk)>  
>  
Cc: [REDACTED] <[\[REDACTED\]@london.gov.uk](mailto:[REDACTED]@london.gov.uk)> >  
Subject: Heidi meeting notes 14/10

Actions from yesterday's meeting. Any questions let me know – appreciate this is quite light so if you need more info on any topics ask me or Tim

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Silvertown MD

Action: [REDACTED] to arrange for Heidi to meet CEO of SPV once confirmed

Action: [REDACTED] to confirm Heidi's sign off and send short note to Heidi in response to MD questions (COMPLETE)

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

From: [REDACTED]@london.gov.uk>  
Date: Tuesday, 8 October 2019 at 16:01  
To: Transport Team <[REDACTED]@london.gov.uk>  
Subject: Heidi meeting - follow up actions

Hi all,

To confirm actions from today's meeting with Heidi – if anything isn't clear in your actions please let me know, but hopefully shorthand makes sense against your own items!

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Silvertown [REDACTED]

[REDACTED] to sort letter reply from Mayor – to send before contract (can you check in where this is on WO?) Silvertown leaflet – [REDACTED] to share with Heidi for review

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Transport Manager, Transport, Infrastructure and Connectivity GreaterLondonAuthority City Hall,  
The Queen's Walk, London SE1 2AA

[REDACTED]

[london.gov.uk](https://www.london.gov.uk)

[REDACTED] [@london.gov.uk](mailto:[REDACTED]@london.gov.uk)

\*My pronouns are she/her

**From:** Tim Steer

**Sent:** 30 July 2019 14:52

**To:** [REDACTED]@london.gov.uk>; [REDACTED]@london.gov.uk>

**Cc:** Andy Brown [REDACTED]@tube.tfl.gov.uk) [REDACTED]@tube.tfl.gov.uk>; [REDACTED]

[REDACTED]@tfl.gov.uk) [REDACTED]@tfl.gov.uk>; [REDACTED]  
[REDACTED]@tfl.gov.uk>; [REDACTED]@london.gov.uk>

**Subject:** Agreed note of 9 May Mayor/TfL meeting

Hi all

Please see the above below.

Thanks

Tim

1. Silvertown

- Gareth Powell and David Rowe updated the Mayor about progress on the Silvertown Tunnel project, including next steps in the procurement process
- They talked the Mayor through the timetable for the scheme including nomination of a preferred bidder in May and contract award in August; they explained that the tunnel was likely to open in 2025
- There was particular discussion around wider communication plans and oversight arrangements during the design and construction phase

Attendees

Sadiq Khan

Heidi Alexander

David Bellamy

Nick Bowes

Mike Brown

Gareth Powell

David Rowe

Andy Brown

Tim Steer

**TfL Attendees:** Mike Brown, Alex Williams, James Ingram, Gareth Powell, David Hughes, Shashi Verma, Andy Brown

**GLA Attendees:** Heidi Alexander, Tim Steer, [REDACTED], Shirley Rodrigues, [REDACTED]

[illegible]

Item	Action	Owner	Due by
[REDACTED]	[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]		
	[REDACTED] [REDACTED]	[REDACTED] [REDACTED]	[REDACTED]
[REDACTED] [REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
3 – AOB	[REDACTED] [REDACTED]	[REDACTED]	[REDACTED]
	Noted that Heidi and Tim are exploring an alternative slot to brief the Mayor on the latest work on Silvertown Tunnel, ahead of the Programmes and Investment Committee meeting on 15 May.	n/a	n/a

## TfL Commissioner / Deputy Mayor for Transport Liaison Meeting – outcomes

Tuesday 23 April 2019

**TfL Attendees:** Mike Brown, Shashi Verma, Gareth Powell, Geoff Hobbs, David Rowe, David Hughes, Simon Kilonback, Julian Ware, Andy Brown**GLA Attendees:** Heidi Alexander, Tim Steer

Item	Action	Owner	Due by
[REDACTED] [REDACTED]	[REDACTED] [REDACTED] [REDACTED]	[REDACTED]	[REDACTED]
[REDACTED] [REDACTED]	[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]	[REDACTED]	[REDACTED]
[REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED]	[REDACTED]
[REDACTED] [REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]





Item	Action	Owner	Due by
5 – Mayor’s meeting paper – Silvertown Tunnel	Update the draft slides to provide more information on: <ul style="list-style-type: none"> <li>• Comparison of indicative charging rates with current charging in place for the Dartford Crossing</li> <li>• Composition of the Silvertown Tunnel Implementation Group</li> <li>• The nature of the charging discounts proposed for low-income local residents, and how these proposals (and bus concessions for local residents) came about as a result of the Mayor’s review of the scheme in 2016</li> <li>• The balance of expected income and cost across the life of the contract, and how overall the scheme is therefore considered affordable</li> </ul>	David Rowe	Completed
	Provide a note for the Deputy Mayor including: <ul style="list-style-type: none"> <li>• Examples of other similar schemes around the world where a new route has been tolled but the existing route has not – and the effect that has had both on traffic levels and the financing structure in place</li> <li>• More detail on the alternative private finance delivery models in the marketplace e.g. Contracts for Difference (CfD), UK Guarantee Scheme (UKGS) and Regulated Asset Base (RAB).</li> </ul>	Simon Kilonback	1 May 2019
6 [REDACTED] [REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]



# MAYOR OF LONDON

**Rokhsana Fiaz OBE**

Mayor of Newham  
London Borough of Newham  
Newham Dockside  
1000 Dockside Road  
London E16 2QU

**Our ref:** MGLA020819-9177

**Your ref:** RF/STS/1

**Date:** 20 AUG 2019

*Dear Rokhsana,*

Thank you for writing to me with your views on the Silvertown Tunnel.

I share your dedication to reducing car dominance and air pollution in your borough, as demonstrated in your recently approved Local Implementation Plan. As you will know, my Transport Strategy is focused on making London healthier and safer by getting more people to walk, cycle and use public transport rather than driving. I do not agree that the Silvertown Tunnel undermines these goals.

The current situation at the Blackwall Tunnel cannot continue. The regular congestion and the tailbacks that occur when the tunnel closes mean that the approach roads are some of the most polluted in London. Transport for London (TfL) has considered a number of possible solutions to this issue over many years, which would enable reliable cross-river bus services as well as supporting jobs and growth in east London.

A new tunnel with a user charge to prevent the number of vehicles from increasing is the best solution. By effectively eliminating congestion, it will deliver an overall improvement in air quality, provide an alternative when the Blackwall Tunnel needs to close, and allow TfL to vastly increase the number of buses that can cross the river in east London. The tunnel will have a positive impact on traffic congestion and air quality, and in fact TfL are legally obliged to monitor the impacts and mitigate should they exceed the forecasts.

Only tolling the Blackwall Tunnel would reduce congestion to a degree, but TfL's modelling shows that it would not eliminate the problem. Crucially, it would do nothing to tackle the 1,000 or more closures per year of the Blackwall Tunnel. The lack of a reasonable alternative means that just a three-minute closure of the Blackwall Tunnel can currently cause a three-mile-long tailback.

Only tolling the Blackwall Tunnel also would not allow TfL to deliver improvements to the bus network. By building a bigger and more reliable crossing, we can put a substantial new bus network in place, giving people in east London a viable alternative to crossing the river by car. Currently only route 108 crosses the river east of Tower Bridge, limited to six buses per hour. With the Silvertown Tunnel in place, 37 buses per hour are possible – more than six times as many. These will be the cleanest buses available with the expectation that they will all be zero-emission.

## MAYOR OF LONDON

On your final point, it is incorrect to suggest there are substantial funds I could reallocate from Silvertown to other schemes. The project is funded in such a way that financial risks are shifted onto the consortium appointed to construct the scheme, who is also incentivised to deliver the scheme as efficiently as possible. The upfront construction costs for the Silvertown Tunnel will be paid by the consortium, and TfL will then pay these costs back over a 25-year period after construction. The user charge will mean that drivers themselves fund this new infrastructure, which will support improvements in public transport. These financing arrangements mean the scheme is not competing with other priorities for funding through TfL's Business Plan.

However, I do agree that this is just one part of a package of transport infrastructure needed in east London, and that is why I am expanding the Ultra Low Emission Zone in 2021 to a much wider area, including the Royal Docks. It is why TfL is developing new walking and cycling routes, buying a new fleet of DLR trains, and continuing to develop proposals for a public transport river crossing to Thamesmead. I also continue to make the case to the Government for steady and sustained investment in London's transport, and would welcome a discussion about how we can work together in this regard.

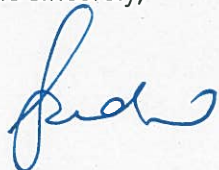
Finally, TfL has offered a generous agreement defining how it will work with you to deliver the scheme. This includes ensuring that construction consortium will deliver a comprehensive employment and skills package to benefit Newham's residents and businesses. The agreement also includes additional funding for Healthy Streets improvements in the Royal Docks.

This agreement is in addition to the benefits of the scheme and substantial mitigation already offered through the Development Consent Order. The scheme will transform existing industrial land at Silvertown, creating a vastly improved street environment for pedestrians and cyclists and paving the way for major development and regeneration. TfL has also committed to a comprehensive scheme of monitoring and further mitigation to ensure the Silvertown Tunnel delivers on its environmental promises.

Therefore, I would encourage you to reach agreement with TfL and work constructively with them to see this vital scheme implemented and ensure Newham's residents benefit. Alex Williams, TfL's Director of City Planning, will be in touch to discuss this with you further.

Thank you again for raising this important matter.

Yours sincerely,



**Sadiq Khan**  
Mayor of London



# MAYOR OF LONDON

C/o [REDACTED]  
Clean Air Campaigner  
Friends of the Earth  
[REDACTED]@foe.co.uk

Our ref: MGLA050919-1689

Date: 19 SEP 2019

Dear [REDACTED] & co signatories,

Thank you for your letter of 3 September about the Silvertown Tunnel and co-signed by Living Streets, Sustrans, Mums for Lungs, Cycling UK, London Cycling Campaign, and Campaign for Better Transport.

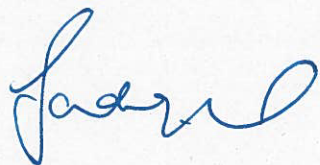
I welcome your backing for our Healthy Streets approach, as well as your support for the work we are doing to clean up London's air and address the climate emergency. I know you feel strongly about the Silvertown Tunnel, and I am aware that my Deputy Mayor for Transport, Heidi Alexander, and my Deputy Mayor for Environment and Energy, Shirley Rodrigues, met with you and other members of the Stop Silvertown Tunnel Coalition in August.

I am also aware that there was significant, detailed correspondence prior to the August meeting between the Stop Silvertown Tunnel Coalition and my team. I attach a copy of Heidi's letters, as I believe they may be of interest to your co-signatories and indeed address many of the points you make in your letter to me.

I have also asked Heidi, along with David Rowe from Transport for London, to meet personally with your co-signatories as I know that whilst this is a subject that she has already discussed with you, she has not yet had the opportunity to do so with all of you. I understand her assistant, [REDACTED] will be in contact to make the arrangements.

Thank you again for your letter.

Yours sincerely,



**Sadiq Khan**  
Mayor of London

Atts.

# MAYOR OF LONDON

██████████ - Stop The Silvertown Tunnel  
Coalition  
By email

Ref: MGLA140519-2589

Date: 30<sup>th</sup> May 2019

Dear ██████████

Thank you for your joint letter of 13 May regarding the Silvertown Tunnel.

The Silvertown Tunnel has a clear case based on reducing congestion and the associated harmful emissions in that part of London, as well as providing a much-needed new connection for residents. The Blackwall Tunnel is the least reliable of London's crossings and was closed over 700 times in 2017/18. The lack of alternative crossings east of Tower Bridge has resulted in almost constant congestion and the approach roads have some of the highest levels of air pollution in London. This situation clearly has to change.

By introducing a user charge for both the Blackwall and Silvertown Tunnels and around 37 buses an hour in each direction, all of which we expect to be zero emission from launch, congestion will effectively be eliminated, and the approach roads will in fact see a small reduction in HGV traffic as more of it goes around London using the M25. The user charges will ensure overall traffic volumes and associated carbon emissions do not increase, and air quality will actually be improved overall. Importantly, no schools will see a deterioration in air quality as a result of the scheme. As both tunnels and the surrounding areas are within the expanded Ultra Low Emission Zone, further air quality improvements will be achieved across all of inner London ahead of the new tunnel opening in 2025.

I note your concerns about climate change and the risk of a breach of the flood barrier defence close to a large residential area. I can assure you the Environment Agency has been closely involved throughout the planning of the Silvertown Tunnel. Where appropriate, improvements are being delivered as part of the scheme in order to prevent possible flooding. This includes measures such as improving flood defences and providing Sustainable Urban Drainage Systems.

As part of the initial assessment of options, Transport for London (TfL) looked at a range of public transport-only crossings, pedestrian and cycle crossings and user charging options including charging of Blackwall Tunnel alone or charging across a greater number of crossings as you suggest. However, none of these options was as effective as the proposed Silvertown scheme in addressing the significant congestion, connectivity and reliability issues at Blackwall, as well as enabling new cross-river bus links. For example, simply charging at Blackwall, or charging at Blackwall, Rotherhithe and Woolwich, would not address the very significant number of incidents and closures that occur at

present, frequently bringing that part of London to a standstill, and would not allow us to introduce double decker buses due to the historic design and height restrictions at the Blackwall Tunnel.

The Charging Policies and Procedures are now enshrined in the Development Consent Order approval for Silvertown Tunnel. This requires that in setting the user charges, TfL must ensure the impacts are no worse than forecast in the Environmental Statement and that it must minimise any adverse environmental impacts, including on health and equality. The Policy and Procedures also detail the method for determining charges and sets out the groups that must be consulted when setting the charges, including the local boroughs listed in your letter.

I understand and appreciate your concerns about whether building a new tunnel is the right way to tackle this issue, but I believe it is the right approach and meets the aims set out in the Mayor's Transport Strategy. It will resolve the current congestion problem, improve overall air quality, support regeneration of connected areas, provide a dramatic increase in cross-river bus services and deliver a range of improvements for people walking and cycling. The contract has been designed to provide the best value for money to TfL and the public purse. By ensuring no money is paid to the contractor until the tunnel is open and meeting performance targets, it places financial risk for construction squarely with the private sector. Importantly, the direct construction and maintenance costs will be covered by the user charge, meaning TfL funds are not being diverted from other infrastructure priorities in London.

I've asked TfL to ensure that it actively engages with you and to keep you updated about the various ways in which the environmental impacts are being mitigated. If you would like a meeting to discuss the project in more detail, please contact David Rowe at [REDACTED]  
[REDACTED]

Yours sincerely,



**Heidi Alexander**  
Deputy Mayor for Transport

# MAYOR OF LONDON

██████████  
By email

Ref:

Date: 18<sup>th</sup> June 2019

Dear ██████████

Thank you for your letter of 2 June 2019 and your follow up emails of 7 June 2019 and 13 June 2019. I also note that Stop the Silvertown Coalition has submitted a petition via Change.org.

The current situation at the Blackwall Tunnel cannot be allowed to continue. It was first opened 120 years ago and was not designed to cope with today's traffic. As a result, it is highly susceptible to incidents which often require it to be closed at very short notice and the lack of viable alternative crossings east of Tower Bridge compounds these problems. On a normal day, queues of up to two miles can occur with stationary vehicles pumping out noxious fumes. This situation needs to be urgently addressed to improve the local environment.

Transport for London (TfL) explored an extensive range of different options to address the situation including walking and cycling options, public transport options, road, bridge and tunnel options and demand management and charging options. These are set out in The Case for the Scheme (<https://bit.ly/2R96dde>) which was submitted as part of the Development Consent Order (DCO) and was considered in detail at a six-month public examination.

The work found that charge-only options would only partly address the congestion problems and would not materially impact on the incidents at the Blackwall Tunnel or provide a viable alternative to improve crossing resilience. In addition, these options would not allow the introduction of new cross river double decker bus services to help transform travel opportunities in this part of London. Benefit to Cost Ratio (BCR) analysis was not undertaken for the charge-only options as this method of appraisal is not appropriate where the income generated could exceed the costs of introducing and operating the measures. This is consistent with Treasury Green Book guidance.

The Case for the Scheme also includes consideration of a single bore option with tidal flow. This option was ruled out due to substantial safety, operational and engineering challenges. While it is not explicitly referenced in the Case for the Scheme, a key reason for ruling out this option was that a single bore would need to be large enough to accommodate an emergency services access route and this is not feasible due to restricted land availability on both sides of the river. TfL's conclusions were endorsed by the DCO Panel and the Secretary of State who in granting consent confirmed "The Secretary of State notes the options appraised and alternatives canvassed... and he agrees with the Panel that there has been sufficient assessment of alternatives".

In your letter you state residents of South East London will be paying for the Silvertown Tunnel. It is correct to say that those travelling by private car, motorbike or goods and service vehicles will be required to pay a user charge. However, those travelling by more sustainable means, such as by commuter coaches or on the new cross river bus services, will not. This ensures those having the greatest impact on congestion and the environment meet the costs of the new crossing, while also providing a positive incentive for users to carefully consider their travel choices, with the charges being set at a level so as not to increase overall traffic levels. TfL's latest business case assessment of the scheme shows the Silvertown Tunnel has a BCR of between 8.7:1 (without reliability benefits) to 11.5:1 (with reliability benefits), demonstrating high value for money.

The Charging Policies and Procedures enshrined in the DCO (<https://bit.ly/2MEzwpf>), provide the flexibility to cope with any future distance-based user charging scheme, while being directly linked to the specific traffic, environmental and other objectives of the Silvertown scheme. Accordingly, the impacts of any distance-based charging would need to be assessed, and if necessary, changes made to the charges at Blackwall and Silvertown to ensure they continue to meet the traffic, environmental and other objectives of the scheme.

TfL has committed through the DCO that from day one of the new crossing opening there will be at least 20 buses per hour in each direction, all of which are expected to be zero-emission from launch. While there is a short lag in patronage building up on new services, TfL's analysis shows that within a short time 37 buses an hour would be provided to meet demand. To encourage early take up of new services, TfL has committed £2m of concessions for local residents.

The reason HGVs are permitted to use the dedicated bus and coach lane within the Silvertown Tunnel is not to encourage greater numbers, but to separate out the largest vehicles using the new crossing from private cars and motorcycles to aid road safety. TfL's analysis shows that the new crossing with user charges does not lead to an overall increase in traffic, with a small reduction in HGVs forecast on the approach roads, as a proportion will divert to use the M25 rather than pay the daily user charge at Blackwall or Silvertown. At the moment, where HGVs have a choice between using the Dartford Crossing and Blackwall, one is free and the other incurs a charge. This will clearly be equalised as a result of the new charges and hence, the comparative attractiveness of Blackwall will be reduced. In addition, all buses, coaches and HGVs using the crossing would be subject to ULEZ, LEZ and Direct Vision Standards to encourage the greenest, safest vehicles.

Initial user charges and any subsequent variations must be approved by the TfL Board. The Board is legally required under the DCO to ensure these are set or varied within the parameters of the Charging Policies and Procedures referred to above. For example, charging proposals must be supported by thorough and transparent analysis and consultation, with approval only being granted if the Board is satisfied that the charges comply with the Charging Policies and Procedures.

Addressing climate change is a clear priority for the Mayor and TfL. We are doing everything in our power to address the climate emergency and achieve our zero carbon goals across a range of policy areas. By radically improving traffic conditions and effectively eliminating congestion, the delivery of the Silvertown Tunnel will see no increase in carbon emissions and an overall improvement in air quality. Further, all new cross river bus services are expected to be zero-emission from launch. Finally, to clarify the point on schools and air quality in my previous letter, TfL's analysis of sites that currently exceed the AQS objectives shows that where there is a perceptible change due to the Silvertown Tunnel, two schools see an improvement in air quality and none sees a deterioration.

I would be happy to meet with you, together with David Rowe from TfL, and my office will be in contact to arrange accordingly.



Yours sincerely,

A handwritten signature in dark ink, appearing to read "Heidi Alexander", with a stylized, flowing script.

**Heidi Alexander**  
Deputy Mayor for Transport

# MAYOR OF LONDON

 Our ref: MGLA071019-4151

Date: 21 NOV 2019

Thank you for writing to me on behalf of Stop the Silvertown Coalition about the Silvertown Tunnel. I know my Deputy Mayor for Transport, Heidi Alexander, has written to you on my behalf on a number of occasions and has also met with you to discuss your concerns. I would like to take this opportunity to reiterate my views on the scheme, and also to respond to some key matters you raise in your most recent letters of 4 October and 7 November.

I am committed to reducing car dominance, improving air quality and addressing climate change. The current situation at the Blackwall Tunnel cannot continue, as it fundamentally undermines these goals. The regular congestion and tailbacks that occur when the tunnel closes means the approach roads are some of the most polluted in London. The problem is only exacerbated during the regular incidents that occur at the Blackwall Tunnel and this means Transport for London (TfL) is not able to run a reliable cross-river bus service, which would encourage people to travel by more sustainable means. Building the Silvertown Tunnel with an associated user charge, and introducing a new user charge at Blackwall, is the best solution to these problems.

I reject the assertion that the information presented by TfL through the public consultation and to the Planning Inspectorate was incorrect and misleading or known to be false. TfL has undertaken a comprehensive assessment of options to address these problems and I understand my Deputy Mayor for Transport and TfL have explained this process to you. Options assessment was a key consideration in the Development Consent Order (DCO) process, and is thoroughly explained in TfL's submissions to the Planning Inspectorate, and was recognised in the Secretary of State's decision letter which states:

*"The Secretary of State notes that while concerns were raised from some interested parties... there was no challenge to the fact that there are existing problems in relation to the Blackwall Tunnel and its approaches that demonstrate that there is a need to be addressed. The Secretary of State agrees with the Panel at PR 4.5.23 that there are no reasons to disagree with the objectives set by the Applicant for identifying a solution."*

*The Secretary of State notes the options appraised and alternatives canvassed (PR 4.6.12-35) and he agrees with the Panel that there has been sufficient assessment of alternatives."*

Revenue from user charging will initially be used to pay off the cost of building the Silvertown Tunnel but you are wrong to suggest 'the success of the scheme depends on TfL maintaining existing levels of heavy motor traffic across the river, in order to pay off the construction loan'. The

## MAYOR OF LONDON

Charging Policy makes explicitly clear that TfL's ability to repay is a secondary consideration to traffic, environmental and economic factors. That being said, TfL quickly anticipates a surplus from the user charging revenue after a relatively short period which, in addition to paying the costs of building the tunnel, would be reinvested in the transport network.

In your letter of 4 October, you ask detailed questions about the potential to introduce a user charge at the Blackwall Tunnel. This option, including not constructing a tunnel at Silvertown, has been explored in detail. In a scenario where the same user charges were introduced at Blackwall as are assumed for the Silvertown Tunnel 'assessed case', there would be increased demand at adjacent, less suitable crossings such as the Woolwich Ferry and Rotherhithe Tunnel, and increased congestion and air quality issues across the network. Further increasing the charge to reduce congestion at the Blackwall corridor to a level similar to that expected for the Silvertown Tunnel scheme, coupled with the fact that no new crossing would be provided, would mean a significant proportion of traffic would re-route from Blackwall. This would bring even higher levels of congestion and worsened air quality to other river crossings, as well as elsewhere on the network.

Furthermore, a Blackwall-only charge option would not address the inherent constraints associated with the design of the current crossing. This design means that the tunnel experiences a disproportionately higher number of incidents and closures compared to other major UK highway tunnels. It would not allow TfL to run double deck buses that will help make a step change in public transport provision.

In response to your assertion that traffic would be displaced onto other roads such as the A102, TfL's modelling has detailed that overall there is a significant reduction in travel time (i.e. congestion), particularly in the peaks, as a result of the scheme.

As Heidi outlined in her letter to you of 20 September, London's 1.5C trajectory takes the Silvertown Tunnel into consideration as it is based on modelling of London's entire transport system. London's carbon reduction pathway is in line with the Committee on Climate Change's pathway and Intergovernmental Panel on Climate Change's trajectories that are consistent with a limited probability of overshooting 1.5C warming. The independent assessment of our climate action plan is available on our website, along with the letter from C40 confirming that London has developed a Paris Agreement compatible climate action plan. These documents can be accessed on the following webpage, under the heading "Related documents", and listed as Appendix 6 (Final Climate Action Plan Assessment) and Appendix 7 (C40 Climate Action Plan Letter):  
<https://www.london.gov.uk/what-we-do/environment/london-environment-strategy>.

Transport emissions in the 1.5C pathway fall firstly from modal shift, as it assumes 80 per cent of trips are made on foot, by cycle or using public transport by 2041. The modelling by Element Energy then assessed how the remaining road transport could be moved to either electric or hydrogen energy supply. London's zero carbon pathway only assumes hydrogen is used for certain transport applications, such as Heavy Goods Vehicles, that it may not be possible to electrify. The pathway is not based on the scenario that is heavily reliant on hydrogen given our shared concern over the future widespread availability of low carbon hydrogen.

Instead, London's zero carbon pathway relies heavily on electric vehicles. They will result in significant carbon savings, not only due to their increased efficiency (compared to petrol and diesel vehicles) but as they run on increasingly low carbon electricity. Even with current electricity grid intensity and considering the embodied carbon associated with their production, electric vehicles already save significant amounts of carbon over their lifetime. This benefit will grow in future as the grid decarbonises further.



## MAYOR OF LONDON

While the Silvertown Tunnel proposals have been fully considered in our current plans, I can also assure you that the scheme has the flexibility to co-exist with any subsequent policy developments. How exactly the Silvertown Tunnel and its user charge may be affected clearly depends on the specific objectives and impacts of any new policy or development, but the Charging Policies and Procedures provide flexibility to cope with this. In setting and varying the user charge, TfL is required to re-assess impacts taking any contextual developments into account, and make changes to satisfy the environmental, economic and other objectives set out within the DCO. Again, it is important to note that TfL's ability to repay construction costs is a secondary consideration in the Charging Policy.

Heidi and TfL have repeatedly explained how the setting and varying of the user charge is a decision for the TfL board following substantial analysis and consultation by TfL. It must all be in compliance with the Charging Policy, which will ensure the commitments in terms of traffic, environmental and economic impacts are met. Amending the Charging Policy is a decision for the Mayor but it is certainly not a political decision. Any Mayor would need to have regard for relevant policy at the time, as well as the DCO assessments, and would need to consult on any proposals having regard for the views of Londoners. Any breach of a DCO is in fact a criminal offence.

In concluding your letter, you say that you believe public policy should be made on the basis of the best possible analysis of value for money, air quality and carbon emissions. I can assure you that this has been the case for the Silvertown scheme, and I would not be endorsing it otherwise.

Thank you again for writing to me.

Yours sincerely,



**Sadiq Khan**  
Mayor of London

# MAYOR OF LONDON

**Cllr Daniel Blaney**

Chair, Strategic Development Committee  
Newham Council  
[daniel.blaney@newham.gov.uk](mailto:daniel.blaney@newham.gov.uk)

**Our ref:** MGLA220819-0737

**Date:** 03 OCT 2019

*Dear Daniel,*

Thank you for your email of 22 August outlining your views and those of your colleagues on the Silvertown Tunnel. I am sorry for the delay in responding.

The situation at the Blackwall Tunnel cannot continue. It was first opened 120 years ago and was not designed to cope with today's traffic. It was closed over 700 times in 2017/18 alone. These regular closures, along with the lack of viable alternative crossings east of Tower Bridge, mean daily queues of stationary traffic pumping out toxic fumes and carbon emissions. Building a tunnel at Silvertown is the best way to address this problem.

As you say, when I became Mayor, I inherited a design for the tunnel that had very limited environmental considerations. We assessed this scheme and made significant changes, resulting in a scheme which protects the environment, has a greater focus on walking, cycling and public transport and will better address the problem at Blackwall. The Development Consent Order (DCO) commits Transport for London (TfL) to providing enhanced river crossing facilities for cyclists and pedestrians between the Greenwich Peninsula and Canary Wharf and Silvertown. TfL will determine exact details of how best to achieve this in collaboration with local authorities, including Newham. This work will be finalised nearer the time of the tunnel opening to ensure the design responds to the most up-to-date needs of those cycling, for example by accommodating the latest types of cargo bike.

I understand your concerns about induced traffic; however, I can assure you that TfL's modelling, on which the scheme is based, has been subject to significant scrutiny to ensure it is robust and reliable. It was set out in the publicly-available planning documents on the Planning Inspectorate's website and was subject to a six-month public examination and four public consultations. It is important to note also that the DCO enshrines clear commitments to ongoing traffic and environmental monitoring once the scheme is operational. This means that any unforeseen outcomes will be addressed, for example by adjusting the user charge, to ensure environmental outcomes are realised as predicted.

I can assure you that the scheme has been subject to a rigorous and transparent process to demonstrate its merits against all the other viable alternatives, and the full range of options considered by TfL are set out on the Planning Inspectorate's website at: <https://infrastructure.planninginspectorate.gov.uk/projects/london/silvertown-tunnel/>. This includes the option of just tolling the Blackwall Tunnel. While this option would reduce congestion to a degree, TfL's modelling shows that it would not eliminate the problem. Crucially, it would do nothing to tackle the hundreds of closures per year of the Blackwall Tunnel.

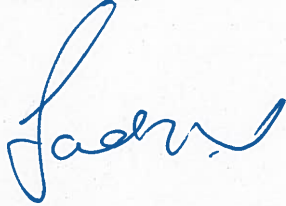
## MAYOR OF LONDON

Tolling the Blackwall Tunnel alone would also not allow TfL to deliver much-needed improvements to the bus network. By building a bigger and more reliable crossing, we can put a substantial new bus network in place, giving people in east London a viable alternative to crossing the river by car. Currently only route 108 crosses the river east of Tower Bridge, limited to six buses per hour. With the Silvertown Tunnel in place, TfL is planning to run 37 buses per hour – more than six times as many. These will be the cleanest buses available with the expectation that they will all be zero-emission. This step change in cross-river bus services will encourage Londoners to make more sustainable travel choices and contribute towards the ambitious target set out in the Mayor's Transport Strategy of 80 per cent of all trips in London being made by walking, cycling or public transport by 2041.

I hope this response reassures you that every effort has been made to ensure the Silvertown tunnel maximises environmental benefits and protects the health and wellbeing of Londoners.

Thank you again for raising this important matter and please feel free to share my response with the cosignatories of your email.

Yours sincerely,



**Sadiq Khan**  
Mayor of London



# MAYOR OF LONDON

[REDACTED]  
[REDACTED] ofearth@gmail.com

**Our ref:** MGLA240719-8457

**Date:** 16 SEP 2019



Thank you for your email of 23 July about the Silvertown Tunnel, raising some very important issues.

Like you, I'm extremely worried about London's poor air quality and I agree we need to do everything we can to improve it. That's one of the reasons why we're building the Silvertown Tunnel. At the moment, the only other way to cross the river in this part of London is through the Blackwall Tunnel.

This tunnel was first opened 120 years ago and was not designed to deal with today's traffic. In 2017/18 alone it was closed over 700 times. When it closes, long queues of traffic form very quickly and pump out the toxic fumes. This means the areas at both ends of the tunnel have some of the worst air quality in London. Building the new tunnel at Silvertown is the best way to solve this problem. The user charge at both the Silvertown and Blackwall Tunnels will make sure that overall traffic volumes and associated carbon emissions do not increase, congestion will be effectively eliminated and overall air quality will be improved.

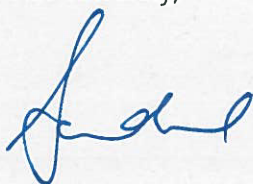
Meanwhile, I'm doing everything in my power to address the climate emergency that we're facing. My Transport and Environment strategies set out a range of ambitious plans and targets to make sure we achieve our zero-carbon goals as soon as we can. A key part of this is encouraging people to use their cars less and making it easier and more attractive for everyone to walk, cycle and use public transport.

At the moment, the problems at the Blackwall Tunnel mean Transport for London (TfL) can't run a reliable bus service in this part of London – buses are often delayed, and the tunnel is not big enough for double decker buses to use. The Silvertown Tunnel will solve this problem and allow TfL to run 37 zero emission buses every hour in each direction.

I hope this letter reassures you that I'm working very hard to improve our air and fight climate change for the good of our city and our future generations.

Thank you again for writing to me.

Yours sincerely,



**Sadiq Khan**  
Mayor of London

**Ref:** MGLA261119-7790

**Date:**

Dear [REDACTED]

Thank you for writing to the Mayor on 25 November about the Silvertown Tunnel and transport provision in South East London. I have been asked to respond on his behalf.

The current issues of congestion, poor reliability and lack of resilience at the Blackwall Tunnel have negative impacts on our environment, the economy and the health and wellbeing of communities on both sides of the river. The daily queues of stationary traffic pumping out toxic fumes and carbon dioxide mean that air quality near the Blackwall Tunnel is some of the worst in London. Frequent closures of the tunnel – over 700 in 2017/18 alone – also mean Transport for London (TfL) is unable to run reliable bus services in this part of the city.

TfL undertook a detailed appraisal of different options to address these issues. The appraisal demonstrated that the Silvertown Tunnel scheme is the best solution. The user charge at both Silvertown and Blackwall is an integral part of the scheme and will prevent the number of vehicles from increasing, meaning carbon emissions are not forecast to increase. By effectively eliminating congestion, the scheme will lead to an overall improvement in air quality. Further, the tunnel will be within the expanded Ultra Low Emission Zone (ULEZ), which will come into force in 2021 and will further reduce emissions from vehicles using the tunnel.

The new tunnel will allow TfL to run up to 37 buses per hour in each direction, compared to six currently, all of which are expected to be zero emission from launch. This will transform the scale of public transport provision in the local area and directly contribute towards the target in the Mayor's Transport Strategy for 80 per cent of all trips to be made by public transport, walking or cycling by 2041. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars and supporting wider regeneration across the Greenwich Peninsula and Royal Docks.

Following a public planning process, including four public consultations, the scheme was granted a Development Consent Order (DCO) by the Department of Transport in May 2018. The DCO commits TfL to ongoing traffic and environmental monitoring once the scheme is operational. If necessary, TfL will be required to address any unforeseen outcomes, for example by adjusting the user charge, to ensure environmental outcomes are realised as forecast.



As you know, in November 2019 TfL awarded the contract for the construction and maintenance of the tunnel to the Riverlinx consortium. Construction is likely to start in mid-2020, and TfL will only start making payments to Riverlinx once the tunnel is open and available for use, expected to be in early 2025. By bringing in private finance rather than up-front TfL investment, the procurement model will allow the Silvertown Tunnel to be delivered without impacting TfL's wider investment programme, including walking and cycling infrastructure.

Now that the contract has been awarded, TfL and Riverlinx will work closely with host boroughs and local communities to continue to develop support packages which will include urban realm improvements to encourage walking and cycling, and local employment and education opportunities.

You can read more about the project here - <https://tfl.gov.uk/travel-information/improvements-and-projects/silvertown-tunnel>

However, the Silvertown Tunnel is just one of the improvements required to address the transport and infrastructure needs of South East London. Other enhancements and investments that TfL is working on include the new Elizabeth Line, a potential extension of the Docklands Light Railway (DLR) to Thamesmead, a new bus rapid transit at Thamesmead, a new fleet of high capacity DLR trains, proposed devolution and metroisation of rail services, the expansion of the ULEZ, a new Greenwich to Woolwich cycleway and new bus services including the 301 and 335 routes.

Thank you again for writing to the Mayor. I hope you find this information useful.

Yours sincerely,



Principal Policy Officer - Transport

# MAYOR OF LONDON

**Caroline Pidgeon MBE AM**

City Hall  
The Queen's Walk  
London SE1 2AA

**Our ref:** MGLA220519-3249

**Date:** 10 JUL 2019



Thank you for your letter of 22 May about the Silvertown Tunnel. I am sorry for the delay in responding.

When I took office in 2016, I undertook a review of all of Transport for London's (TfL) planned river crossings and asked TfL to focus on options that are in line with the vision in my Transport Strategy for a fairer, greener, healthier and more prosperous city.

The Silvertown Tunnel is a project that delivers on this vision. It will effectively eliminate congestion and reduce the associated environmental impacts caused by miles of standing traffic around the Blackwall Tunnel area. It will also provide several new cross-river bus routes in east London.

The Blackwall Tunnel is old infrastructure and the least reliable of London's crossings, and was closed over 700 times in 2017/18. The lack of alternative crossings east of Tower Bridge has resulted in almost constant congestion and the approach roads have some of the highest levels of air pollution in London. This situation clearly has to change.

By introducing a user charge for both the Blackwall and Silvertown Tunnels and around 37 buses an hour in each direction, all of which we expect to be zero emission from launch, congestion will effectively be eliminated. The user charges will ensure overall traffic volumes and associated carbon emissions do not increase, and it is expected that there will be an overall improvement in air quality. Both tunnels and the surrounding area will also fall within the expanded Ultra Low Emission Zone, which will further improve London's air quality ahead of the new tunnel opening in 2025.

The Development Consent Order obliges TfL to monitor the impacts of the crossing on air quality, CO2 emissions and congestion. This will be reported on a quarterly basis and, where unexpected increases do occur, mitigations will be put in place and agreed by an implementation group that includes the local authorities.

In your letter you raise the question of prioritisation of transport projects. The reason why Silvertown has been categorised as 'desirable' is because its delivery is contingent upon it being funded through a Design, Build, Finance and Maintain (DBFM) contract, rather than it being funded through TfL's Business Plan. This does not take away from the fact that the project is

## MAYOR OF LONDON

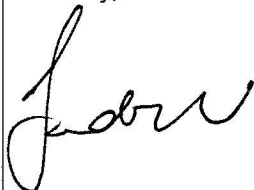
absolutely central to TfL's strategic approach for London and the DBFM contract has been designed to provide the best value for money to TfL and the public purse. By ensuring no money is paid to the contractor until the tunnel is open and meeting performance targets, the financial risk for construction will sit with the private sector rather than TfL. Furthermore, the direct construction and maintenance costs will be covered by the user charge thereby ensuring funding is not being diverted from other infrastructure priorities in London.

In respect of the timing of the Programmes and Investment Committee paper, it was not possible to publish the Silvertown paper alongside the other papers on Tuesday 7 May, as certain of the information was not available at that time. However, the Silvertown paper was published on Friday 10 May, five days before the meeting.

I have asked TfL to keep you updated about the various ways in which the impacts of the scheme are being mitigated. If you would like a meeting to discuss the project in more detail, please contact David Rowe by email at [REDACTED]@tfl.gov.uk or on [REDACTED]

Thank you again for writing to me.

Yours sincerely,



**Sadiq Khan**  
Mayor of London

# MAYOR OF LONDON

By email: [REDACTED]

Ref:

Date: 2<sup>nd</sup> August 2019

Dear [REDACTED]

Thank you for your email of 15 July 2019, raising your concerns about the Silvertown Tunnel project.

The Mayor and I support the project, and do so for very good reason. The Blackwall Tunnel was first opened 120 years ago and is simply not designed to cope with today's traffic. It was closed over 700 times in 2017/18. These closures, coupled with the lack of alternative viable crossings east of Tower Bridge, means long queues of stationary vehicles pumping out noxious fumes is a daily occurrence. This situation clearly can't continue.

Your suggestion that the tunnel itself actually makes things worse and only the user charge solves the congestion and pollution issues is fundamentally wrong. The tunnel itself addresses the problems with congestion and poor reliability at Blackwall, adds much needed resilience to the network and allows for new cross-river bus services to be run. The user charge allows Transport for London (TfL) to ensure this is achieved without increasing the overall levels of traffic. In tandem they provide the best solution.

As part of the statutory planning process, TfL explored an extensive range of different options and this included an option to charge just at Blackwall. These options are set out in The Case for the Scheme (<https://infrastructure.planninginspectorate.gov.uk/projects/london/silvertown-tunnel/>) which was submitted as part of the Development Consent Order (DCO) and subject to a six-month public examination. This concluded that charging at Blackwall only does not effectively address the congestion or significant issue of poor reliability, so TfL would be unable to reliably run more single decker buses at Blackwall. It's also worth noting that TfL examined an option of charging at Blackwall together with a 'public transport max' package that assumed currently unfunded public transport schemes were realised. Even with that significant additional public transport investment, this option was still not as effective as the Silvertown scheme at addressing the issues of congestion, reliability, lack of alternative viable crossings and provision of new cross-river bus services.

By bringing in private finance, TfL is ensuring that the scheme is not competing for funding with other transport priorities or redirecting any of the significant investment TfL is making across London to encourage walking and cycling. It is correct that the revenue from the user charge will be used to pay for the scheme. However, the primary objective of the user charge is to ensure traffic across both tunnels is effectively managed to achieve the environmental and socio-economic benefits TfL has identified.

Finally, I can assure you that the Silvertown project has been subject to the same degree of internal scrutiny, governance, assurance and assessment as any other project of this magnitude. In addition, it has been put under the microscope in public through the publication of all of TfL's evidence for the scheme on the Planning Inspectorate website, the six month public examination and the four public consultations that have taken place.

I understand and appreciate your concerns about whether building a new tunnel is the best solution to this problem. However, I believe it is the right approach, meets the aims set out in the Mayor's Transport Strategy and has been subject to a rigorous and transparent process to demonstrate its merits against all the other viable alternatives.

I understand you are joining a meeting that I am due to have with the Stop Silvertown Campaign group later today and so we can of course discuss these matters further then.

Thank you again for writing to me.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'Heidi Alexander', with a stylized, flowing script.

**Heidi Alexander**  
Deputy Mayor for Transport

# MAYOR OF LONDON

Matthew Pennycook MP  
House of Commons  
London SW1A 0AA

Our ref: MGLA200819-0543

Date: 27<sup>th</sup> August 2019

Dear Matthew,

Thank you for your letters of 15 August, to the Mayor and I, about the Silvertown Tunnel.

In your letter you say that the lack of resilience at the Blackwall Tunnel needs to be addressed urgently, and that any solution should do no harm, particularly in terms of its impact on overall air quality. I am in full agreement with you on both points and firmly believe the Silvertown Tunnel is the right solution.

I can assure you I would not be endorsing this scheme if I believed it would make congestion and air quality worse. The case is predicated on the fact that it will radically improve traffic conditions, meaning fewer idling cars standing in traffic jams and an overall improvement in air quality. These are not blind hopes. They are conclusions supported by extensive traffic and air quality modelling undertaken by Transport for London (TfL) during the formal planning process. This process involved all of TfL's evidence base being published on the Planning Inspectorate website (<https://bit.ly/2R96dde>), a six-month-long public examination, and four public consultations.

It is important to remember too that TfL's responsibility to deliver on these objectives is locked in through the DCO. For example, the DCO commits TfL to producing annual monitoring reports including air quality data, which must be independently checked by air quality experts. Both the Blackwall and the Silvertown Tunnel will of course also fall within the expanded Ultra Low Emissions Zone that will come into force in October 2021, which will charge all non-compliant vehicles entering the zone 24 hours a day, 7 days a week.

You suggest that the Mayor and I explore alternatives instead. As part of its assessment of options, TfL looked at a range of public transport-only crossings, pedestrian and cycle crossings and user charging options – at Blackwall alone, or across a wider number of existing river crossings. It also examined a 'public transport max' package that included currently unfunded schemes such as the Bakerloo Line extension, DLR and London Overground extensions and Crossrail 2. None of these options was as effective in addressing the significant congestion and reliability issues at Blackwall Tunnel, as well as

providing for reliable new cross-river bus services. All of these options are set out on the Planning Inspectorate's website also, at the above link.

I understand your concern about congestion and air pollution and their impact on your constituents. I hope this response reassures you that every effort has been made to ensure the Silvertown Tunnel maximises environmental benefits and protects the health and wellbeing of Londoners.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Heidi Alexander', with a stylized, flowing script.

**Heidi Alexander**  
Deputy Mayor for Transport

[REDACTED]  
Co-secretaries  
Greenwich and Woolwich CLP

by email  
[REDACTED]

**Our ref:** MGLA010819-8978

**Date:** 12<sup>th</sup> August 2019

Dear [REDACTED]

Thank you for your email of 30 July attaching the motion passed by the Greenwich and Woolwich CLP General Committee on 18 July, which calls on the Mayor to stop the Silvertown tunnel project. As Deputy Mayor for Transport, I am responding on his behalf.

The Mayor and I remain committed to the Silvertown tunnel for good reasons, not least because it will demonstrably benefit communities in East and South East London. As you may be aware, the Blackwall Tunnel is over 100 years old. In 2017/18, it had to be closed over 700 times. These closures and the lack of alternative crossings east of Tower Bridge mean long queues of stationary vehicles pumping out noxious fumes along the Blackwall Tunnel approach roads, often with a broader impact on the road network and the environment in South East London. This situation clearly can't continue and is best solved by building the Silvertown tunnel. Residents in Greenwich and Woolwich are also currently hugely underserved by cross-river public transport options because of the constraints at the Blackwall Tunnel.

The assertion in the Motion that the project will make congestion worse and result in extra pollution is fundamentally incorrect. The tunnel itself addresses the problems of congestion and poor reliability at Blackwall, adds much needed resilience to the network and allows for new cross-river bus services to be run. The user charge allows Transport for London (TfL) to ensure this is achieved without increasing the overall levels of traffic. In tandem they provide the best solution. The evidence backing this up was submitted as part of the Development Consent Order (DCO) and subject to a six-month public examination. It is publicly available to view here -

<https://infrastructure.planninginspectorate.gov.uk/projects/london/silvertown-tunnel/>

The Motion also asserts that the tunnel will result in additional HGV traffic travelling through surrounding neighbourhoods. TfL's analysis shows that the tunnel will actually result in a small reduction in HGVs using the Blackwall/Silvertown corridor as certain trips are expected to re-route to the M25 due to the new user charge. At the moment, where HGVs have a choice between using the Dartford Crossing and Blackwall, one is free and the other incurs a charge. This will clearly be equalised as a result of the new charges and hence, the comparative attractiveness of Blackwall will be reduced. In addition, all buses, coaches and HGVs using the crossing would be subject to ULEZ, LEZ and Direct Vision Standards to encourage the greenest, safest vehicles.

Finally, the Motion asserts that a new Mayor could unilaterally remove the user charge, resulting in more congestion and pollution. This is not the case. The Charging Policies and Procedures



document, enshrined in the DCO, is directly linked to the specific traffic and environmental objectives of the Silvertown scheme. Initial charges must be approved by the TfL Board. Any proposed variation to the charge is legally required to be supported by thorough and transparent analysis and consultation to demonstrate how it is still consistent with the objectives of the scheme and would also be subject to approval by the Board. Non compliance with the terms of the DCO is potentially a criminal offence and as such I find it hard to countenance circumstances under which a future Mayor would wish to place themselves in such a position.

I understand and appreciate your concerns about whether building a new tunnel is the best solution to this problem. However, the Mayor and I firmly believe it is the right approach, meets the aims set out in the Mayor's Transport Strategy and has been subject to a rigorous and transparent process to demonstrate its merits against all the other viable alternatives.

Thank you again for your email.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Heidi Alexander', with a stylized, flowing script.

**Heidi Alexander**  
Deputy Mayor for Transport

# MAYOR OF LONDON

**Ref:** MGLA070819-9567

**Date:** 20 September 2019

Dear [REDACTED]

I am writing further to our meeting last month and your subsequent correspondence dated 7 August and your letter and briefing note to the Mayor dated 15 August.

As the Mayor and I have made very clear previously, we are in full support of the Silvertown Tunnel. Building a new tunnel with an associated user charge, as well as introducing a user charge at the Blackwall Tunnel, will effectively eliminate existing congestion, lead to an overall improvement in air quality and allow TfL to operate frequent and reliable cross-river bus services. The scheme will improve our environment, encourage more sustainable transport choices and support growth in east and south east London.

Again, as I have previously outlined, TfL assessed a wide range of alternative options and its work was subject to public scrutiny through a detailed sixth month public examination and four public consultations. This work clearly demonstrates that the Silvertown Tunnel is the right approach and I fully support them progressing this vital project.

Turning to the points you have raised in your letter, you believe that a new carbon impact assessment of TfL's transport policy should be carried out. London's 1.5C trajectory has been developed using detailed bottom up modelling of the carbon emissions from transport and buildings and other sectors, and takes into account planned developments such as the Silvertown tunnel and London wide policies such as ULEZ. The trajectory has been independently assessed by C40 to be in line with the advice of the Intergovernmental Panel on Climate Change on the level of carbon emission reduction required to put us on track to staying within 1.5C global warming. The new user charging scheme being introduced will ensure that the Silvertown tunnel does not result in increased operational carbon emissions as the total number of vehicles crossing the Thames is not forecast to increase. Silvertown tunnel will not undermine the overall carbon reduction required across the wider transport sector from either direct emissions or when factoring in embodied carbon. I do not therefore agree that it is necessary to reassess London's carbon trajectory and will continue to focus on the near-term action required given the urgency needed to achieve the current targets.

In your letter, you say that the business case and traffic forecasts for the Silvertown Tunnel should be reviewed. To be clear, the business case has been produced in line with Treasury and DfT guidance, as required for any scheme of this size. We discussed when we met the alternative options considered for reducing congestion and tackling the issues of poor reliability, together with improving cross river

public transport links in this part of east London and the fact these options are set out in the accompanying Case for the Scheme that formed part of the suite of documents that TfL submitted for the Development Consent Order (DCO) application. We also discussed at the meeting the option of charging users at Blackwall and that the results show this is not nearly as effective in tackling the issue of congestion, does not address the day-to-day reliability issues that plague Blackwall and does not allow for a significant improvement in cross river bus connectivity. It is also important to understand that you cannot simply increase the user charges to a point that removes congestion at Blackwall, as this will result in an unacceptable displacement of traffic on to other unsuitable river crossings over longer distances, which would have significant negative effects on the economy and environment in east and south east London. In respect of London-wide charges, there are no mayoral proposals for such a scheme at present and therefore it is not a solution that can be considered to address the issues at the Blackwall Tunnel or elsewhere in the Capital at the current time.

You also said in your letter that new air quality assessments should be undertaken to show how air quality would change if the tolls were ever removed. As you are already aware, the introduction of user charging at Blackwall and Silvertown are an integral part of the scheme. There is a very clear process that has been established through the DCO that set out for how the charges must be initially set and how any variations must be considered by the TfL Board and the engagement process that must be followed. It is incorrect to suggest that a future Mayor can simply vary or abolish the user charges – they must have regard to the views of key stakeholders such as the London boroughs who are members of the Silvertown Tunnel Users Group, they must be able to demonstrate that any decision is rational and lawful and in line with wider legislation and policy (e.g. air quality legislation requirements) and must be in line with the evidence submitted as part of the DCO, particularly the Charging Policy and associated environmental assessments. Failure of a future Mayor to do so could be subject to a legal challenge as a breach of the DCO, which could potentially be a criminal offence.

I know you hold very strong views about the scheme, however, I have made my own views and those of TfL very clear now on a number of occasions (my letters dated 30 May 2019, 18 June 2019, our meeting on 02 August 2019 and in our response to the Change.org petition on 13 September 2019). Unless there are substantively new and different points that you wish to raise, I feel additional correspondence on this issue is unlikely to add anything further to the topic.

Thank you again for writing to me.

Yours sincerely,



**Heidi Alexander**  
Deputy Mayor for Transport

██████████  
The Westcombe Society  
by email  
environment@westcombesociety.org

**Our ref:** MGLA160519-2673

**Date:**

Dear ██████████,

Thank you for your letter to the Mayor of 14 May 2019 regarding the Silvertown Tunnel. As London's Deputy Mayor for Transport, I've been asked to respond on his behalf. Please accept my apologies for the delay in responding.

The Blackwall Tunnel was first opened 120 years ago. In 2017/18 it was closed over 700 times as it is simply not designed to cope with today's traffic. These closures, along with the lack of alternative viable crossings east of Tower Bridge, mean that long queues of stationary vehicles pumping out noxious fumes is a daily occurrence. This situation can't continue and needs to be urgently addressed to improve the local environment. You suggest that a decision on the scheme should be postponed until the benefits of the ULEZ and investment in public transport such as the Elizabeth and Bakerloo Lines are fully evaluated. While these projects will deliver step changes in public transport mode share and air quality across London, they will not address the significant reliability and resilience issues at Blackwall.

The procurement model that Transport for London (TfL) has adopted brings in private finance and means that the scheme is not competing for funding with other transport priorities or redirecting any of the significant investment TfL is making across London to encourage walking and cycling. The approach means that the investment for this scheme sits separate from TfL's other budgets and if the project were not to proceed, not a penny of additional money would be available for other schemes. Payments will not be made by TfL until the new tunnel is open and the direct construction and maintenance costs will be covered by the user charging income.

The new crossing, together with a user charge for both the Blackwall and Silvertown tunnels will effectively eliminate congestion. Without a user charge, the scheme would not deliver the critical environmental improvements that are so urgently needed. The user charge would be payable for those travelling by private car, motorbikes or goods and service vehicles, however those travelling by more sustainable means such as coach or the new cross river bus services will not pay the charge. This provides a strong incentive for users to carefully consider their travel choices and encourages greater use of sustainable transport. From day one, 20 buses per hour, all of which are expected to be zero emission, will run in each direction and within a short time 37 buses per hour would be provided to meet demand. To encourage early take up of these services, TfL has committed £2m of concessions for local residents. Should a wider road user charging scheme be introduced in the future, this would be taken into account and the charge at the Blackwall and Silvertown Tunnels reviewed and if necessary adjusted to ensure the scheme continued to meet its environmental and traffic objectives. Any proposed changes would need to be supported by thorough and transparent analysis and consultation and considered by the TfL Board.

I note your concerns about the risk of flooding in London. I can assure you the Environment Agency has been closely involved throughout the planning of the Silvertown Tunnel. Where appropriate, improvements are being delivered as part of the scheme to prevent possible flooding. This includes measures such as improving flood defences and providing Sustainable Urban Drainage Systems.

Finally, on your concerns about traffic levels on connecting roads increasing, a fundamental objective of the scheme is to effectively eliminate congestion. As part of the planning process, TfL undertook extensive work to forecast the potential changes in traffic. All the analysis is available on the Planning Inspectorate's website - <https://bit.ly/2d05okD> - and was subject to public scrutiny as part of a six-month public examination. The Development Consent Order also commits TfL to ongoing traffic and environmental monitoring once the scheme is operational and, if necessary, to making changes to address any unforeseen circumstances, for example by adjusting the user charge to ensure the environmental outcomes are as predicted.

I will circulate your original letter, along with this response, to the TfL Board and the Mayor.

If you would like to discuss any aspect of the scheme in more detail, please contact David Rowe at [REDACTED]@tfl.gov.uk or on [REDACTED]

Yours sincerely,

**Heidi Alexander**

Deputy Mayor for Transport

By email

@hotmail.com

**Our ref:** MGLA291019-5864

**Date:** 11<sup>th</sup> November 2019

Dear

Thank you for writing to the Mayor on 28 October about the Silvertown Tunnel. I have been asked to respond on his behalf.

The current issues of congestion, poor reliability and lack of resilience at the Blackwall Tunnel have significant negative impacts on our environment. The daily queues of stationary traffic pumping out toxic fumes and carbon dioxide mean that air quality at the Blackwall Tunnel is some of the worst in London. I'm sure you agree that this situation cannot continue.

Transport for London's (TfL) options appraisal demonstrates that the Silvertown Tunnel scheme is the best solution. The user charge at both Silvertown and Blackwall is an integral part of the scheme and will prevent the number of vehicles from increasing. By effectively eliminating congestion at the Blackwall Tunnel, the scheme will lead to an overall improvement in air quality and carbon emissions are not forecast to increase. These conclusions are supported by extensive modelling undertaken by TfL during the formal planning process. The Development Consent Order (DCO) enshrines clear commitments to ongoing traffic and environmental monitoring once the scheme is operational and TfL is required to address any unforeseen outcomes, for example by adjusting the user charge, to ensure environmental outcomes are realised as forecast. Now the suspension on the award of the contract has been lifted by the courts, it is essential that TfL proceeds with delivery of the scheme.

As you know, the Mayor's Transport Strategy includes a target for 80 per cent of all trips in London to be made by foot, by cycle, or using public transport by 2041. The Silvertown Tunnel will help us achieve this target by allowing a significant increase in cross-river bus services and encouraging Londoners to make more sustainable travel choices. It will enable TfL to run 37 buses per hour in each direction, all of which are expected to be zero emission from launch. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars and supporting wider regeneration across the Greenwich Peninsula and Royal Docks.

You raise concern that the new tunnel will lead to an increase in HGV traffic, bringing with it more congestion and worse air quality. However, TfL's modelling indicates that

the user charge would lead to a small reduction of around five per cent in the number of HGVs using the Silvertown / Blackwall corridor. Currently, HGVs can travel through the Blackwall Tunnel for free to avoid charges at the Dartford Crossing. The introduction of charges at Blackwall and Silvertown will remove any financial incentive to choose this route. The tunnel will also fall within the expanded Ultra Low Emission Zone (ULEZ). Alongside the introduction of the Direct Vision Standard, this means that any HGVs using the tunnels will have to meet the strictest environmental and safety standards in the UK.

You also raise concern about electric vehicles and particle pollution. As mentioned, the focus of the Mayor's Transport Strategy is reducing reliance on and dominance of private vehicles and increasing the use of public transport, walking and cycling. However, electric vehicles can play an important role in our transport network. As you highlight, tyre and brake wear are significant sources of  $\text{PM}_{2.5}$  but we know for example that electric vehicles can have lower brake wear when they use regenerative brakes. The London Environment Strategy supports efforts to address this area through research, funding and the development of new national and international regulation. Meanwhile, research shows that meeting World Health Organization targets for  $\text{PM}_{2.5}$  in London by 2030 will be possible without having to assume new technologies to reduce tyre and brake wear.

Please be assured that we have carefully considered the case for a new tunnel at Silvertown and the concerns of you and others. It has been demonstrated to be the best possible solution to the congestion, poor reliability and lack of resilience at the Blackwall Tunnel, and the resultant impact on our environment.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Heidi Alexander', with a stylized, flowing script.

**Heidi Alexander**  
Deputy Mayor for Transport

Managing Director  
**FILTRONtec** GmbH  
NL Sachsen-Anhalt  
ChemiePark Bitterfeld-Wolfen Areal A  
Andresenstraße 1a  
D-06766 Bitterfeld-Wolfen

**Our ref:** MGLA010419-9238

**Date:**

Dear

Thank you for your e-mail regarding your FILTRONtec system for treating extracted air from road tunnels and your proposal that this could be used at the Silvertown tunnel in London.

The detailed designs for Silvertown tunnel were subject to extensive scrutiny both before and during the planning application process, with a particular focus on the impact of the scheme on local and regional air quality.

Improving London's air quality is a priority for the Mayor and we are taking bold steps to reduce pollution at source, including:

- Introducing the world's first Ultra Low Emission Zone (ULEZ) from the 9<sup>th</sup> April 2019 and extending its boundaries to the North and South Circulars for all vehicles from 2021 and London-wide for lorries, coaches and buses from 2020;
- Transforming London's bus fleet by phasing out of pure diesel buses and a commitment to purchase only hybrid or zero-emission double decker buses from 2018, with the entire fleet becoming 'zero emission' by 2037;
- Making sure we no longer licence new diesel taxis from 2018 and supporting the trade to upgrade to much cleaner 'zero emission capable' vehicles;
- Introducing Five Low Emission Neighbourhoods, spanning eight boroughs and involving a range of local businesses. In addition to continuing the Mayor's Air Quality Fund, these targeted actions will tackle some of the worst pollution hotspots across London, with TfL contributing £14 million.
- A £48 million fund to support scrappage schemes that will help smaller business owners, charities and low income Londoners scrap older, more polluting vehicles and switch to cleaner alternatives.

The ULEZ expansion in 2021 will mean that the Silvertown Tunnel is within the zone from the time that it opens.




The Silvertown tunnel also benefits from project specific mitigation measures including substantially increased cross river public transport and a charging scheme intended to deter any overall increases of traffic numbers resulting from the new road infrastructure.

Detailed air quality analysis of the Silvertown tunnel proposals examined the impact of the project on the whole of the affected road network as well as an assessment of the impact near the tunnel portals using specialist modelling tools. This analysis showed that there was no need for dedicated ventilation to mitigate traffic emissions at the tunnel portals as the impacts locally are small and the overall effect of the project will be to improve air quality across a wide area.

As a result of this finding, the final design for Silvertown tunnel does not include active ventilation or treatment systems for air expelled at the portals. The project now has planning approval and the procurement process is nearing completion with final bids received in February. Major changes to the specification are now unlikely as TfL looks to award the contract this summer and it will subsequently be for the main contractors to implement their solutions with their chosen suppliers. I understand you met with Andrew Lunt and other colleagues at TfL where this was explained. The TfL team were grateful for your time and the information shared will be useful in planning improvements to our existing tunnels, or developing new schemes

Yours sincerely,

  
Air Quality Team  
Greater London Authority

**Ref:** MGLA141119-6962

**Date:**

Dear [REDACTED]

Thank you for writing to the Mayor on 13 November about the Silvertown Tunnel. I am responding on his behalf.

Building the Silvertown Tunnel is vital to address the current situation at the Blackwall Tunnel. It was first opened 120 years ago and was not designed to cope with today's traffic. In 2017/18 alone it was closed over 700 times. These closures along with the lack of viable alternative crossings east of Tower Bridge mean long queues of stationary traffic pumping out toxic fumes and carbon emissions is a daily occurrence. It also means Transport for London (TfL) is limited in its ability to run reliable cross-river bus services.

The case for building a new road tunnel with an associated user charge in this location has been thoroughly examined. The benefits for communities in East and South East London are clear – reduced congestion, fewer idling cars standing in traffic jams and an overall improvement in air quality. Also, as the total number of vehicles crossing the Thames is not forecast to increase, we do not expect to see an increase in CO2 emissions.

The Development Consent Order (DCO) enshrines clear commitments to ongoing traffic and environmental monitoring once the scheme is operational. Any unforeseen outcomes will be addressed, for example by adjusting the user charge, to ensure environmental outcomes are realised as predicted.

The scheme has been subject to a rigorous and transparent process to demonstrate its merits against all the other viable alternatives, including the option of tolling the Blackwall Tunnel only. It has been subject to the same degree of internal scrutiny, governance, assurance and assessment as any other project of this magnitude. It has been put under the microscope in public through the publication of all of TfL's evidence for the scheme on the Planning Inspectorate website, the six-month public examination and the four public consultations that have taken place.

Meanwhile, the Mayor is doing everything in his power to address the climate emergency we are facing. The Mayor's Transport and Environment Strategies set out a range of ambitious plans and targets to help London achieve our zero carbon goals rapidly. Improving public transport, walking

and cycling infrastructure is part of this and is at the heart of the Mayor's Transport Strategy. Building the Silvertown Tunnel will allow for a step change in cross-river bus services and around 37 buses per hour in each direction are expected to use the tunnel, all of which TfL expect to be zero emission from launch. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars and supporting wider regeneration across the Greenwich Peninsula and Royal Docks.

TfL's modelling shows that the user charge would result in a small reduction of about 5 per cent in the number of HGVs using the Silvertown / Blackwall corridor. Currently HGVs can travel through the Blackwall Tunnel for free, avoiding the charge at the Dartford Crossing. The introduction of charges at Blackwall and Silvertown will remove any financial incentive to choose this route. The tunnel will also fall within the expanded Ultra Low Emission Zone (ULEZ). Alongside the introduction of the Direct Vision Standard, this means that any HGVs using the tunnels will have to meet the strictest environmental and safety standards in the UK.

Finally, it is important to note that the procurement model adopted by TfL brings in private finance rather than up-front TfL investment. This means, at a time when TfL receives no ongoing investment for roads from the Government, it can deliver this vital new infrastructure without impacting on the wider TfL investment programme, including significant investment in walking and cycling infrastructure.

I hope this response reassures you that every effort has been made to ensure the Silvertown Tunnel maximises environmental benefits and protects the health and wellbeing of Londoners.

Yours sincerely,



Principal Policy Officer - Transport

██████████  
████████████████████  
**Our ref:** MGLA170919-2536

**Date:**

Dear ██████████

Thank you for writing to the Mayor on 15 September about the Silvertown Tunnel. I have been asked to respond on his behalf.

The situation at the Blackwall tunnel can't continue. It was first opened 120 years ago and was not designed to cope with today's traffic. It was closed over 700 times in 2017/18 alone. These regular closures, along with the lack of viable alternative crossings east of Tower Bridge mean daily queues of stationary traffic pumping out toxic fumes and carbon emissions. Building a tunnel at Silvertown is the best way to address this problem.

The case for building a new road tunnel, with an associated user charge, in this location has been thoroughly examined and the benefits for communities in East and South East London are clear – reduced congestion, fewer idling cars standing in traffic jams and an overall improvement in air quality. Also, as the total number of vehicles crossing the Thames is not forecast to increase, we do not expect to see an increase in CO2 emissions.

It's important to note that the Development Consent Order (DCO) enshrines clear commitments to ongoing traffic and environmental monitoring once the scheme is operational. Any unforeseen outcomes will be addressed, for example by adjusting the user charge, to ensure environmental outcomes are realised as predicted and should a wider road user charge be introduced in the future, the DCO provides the necessary flexibility to deal with this by adjusting the charge.

The scheme has been subject to a rigorous and transparent process to demonstrate its merits against all the other viable alternatives. It has been subject to the same degree of internal scrutiny, governance, assurance and assessment as any other project of this magnitude and has been put under the microscope in public through the publication of all of TfL's evidence for the scheme on the Planning Inspectorate website, the six-month public examination and the four public consultations that have taken place. All this material can be viewed here - <https://bit.ly/2d05okD>

Meanwhile, the Mayor is doing everything in his power to address the climate emergency we are facing. The Mayor's Transport and Environment Strategies set out a range of ambitious plans and targets to help London achieve our zero carbon goals rapidly. Improving access to, provision of and quality of public transport, walking and cycling infrastructure is part of this and is at the heart of

the Mayor's Transport Strategy. Building the Silvertown tunnel will allow for a step change in cross-river bus services and around 37 buses per hour in each direction are expected to use the tunnel, all of which TfL expect to be zero emission from launch. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars and supporting wider regeneration across the Greenwich Peninsula and Royal Docks.

Finally, it is important to note that the procurement model adopted by TfL brings in private finance rather than up-front TfL investment. This means, at a time when TfL receives no ongoing investment for roads from the Government, it can deliver this vital new infrastructure without impacting on the wider TfL investment programme, including significant investment in walking and cycling infrastructure.

I hope this response reassures you that every effort has been made to ensure the Silvertown tunnel maximises environmental benefits and protects the health and wellbeing of Londoners. Both Blackwall and the new tunnel will of course fall within the expanded Ultra Low Emission Zone that will come into force in October 2021 and will charge all non-compliant vehicles which enter the zone 24 hours a day, 7 days a week.

Yours sincerely,

A black rectangular box used to redact the signature of the Principal Policy Officer.

Principal Policy Officer, Transport

**Ref:** MGLA181119-7210

**Date:**

Dear [REDACTED]

Thank you for writing to the Mayor on 16 November about the Silvertown Tunnel. I am responding on his behalf.

Building the Silvertown Tunnel is vital to address the current situation at the Blackwall Tunnel. It was first opened 120 years ago and was not designed to cope with today's traffic. In 2017/18 alone it was closed over 700 times. These closures along with the lack of viable alternative crossings east of Tower Bridge mean long queues of stationary traffic pumping out toxic fumes and carbon emissions is a daily occurrence. It also means Transport for London (TfL) is limited in its ability to run reliable cross-river bus services.

The case for building a new road tunnel with an associated user charge in this location has been thoroughly examined. The benefits for communities in East and South East London are clear – reduced congestion, fewer idling cars standing in traffic jams and an overall improvement in air quality. TfL's analysis of sites which exceed the Air Quality Objectives shows that, where there is a perceptible change due to the Silvertown Tunnel, no schools see deterioration and two see an improvement in air quality. Also, as the total number of vehicles crossing the Thames is not forecast to increase, we do not expect to see an increase in CO2 emissions.

The Development Consent Order (DCO) enshrines clear commitments to ongoing traffic and environmental monitoring once the scheme is operational. Any unforeseen outcomes will be addressed, for example by adjusting the user charge, to ensure environmental outcomes are realised as predicted. Should a wider road user charge be introduced in the future, the DCO provides the necessary flexibility to deal with this by adjusting the charge.

The scheme has been subject to a rigorous and transparent process to demonstrate its merits against all the other viable alternatives, including the option of tolling the Blackwall Tunnel only. It has been subject to the same degree of internal scrutiny, governance, assurance and assessment as any other project of this magnitude. It has been put under the microscope in public through the publication of all of TfL's evidence for the scheme on the Planning Inspectorate website, the six-month public examination and the four public consultations that have taken place.

Meanwhile, the Mayor is doing everything in his power to address the climate emergency we are facing. The Mayor's Transport and Environment Strategies set out a range of ambitious plans and targets to help London achieve our zero carbon goals rapidly. Improving public transport, walking and cycling infrastructure is part of this and is at the heart of the Mayor's Transport Strategy. Building the Silvertown Tunnel will allow for a step change in cross-river bus services and around 37 buses per hour in each direction are expected to use the tunnel, all of which TfL expect to be zero emission from launch. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars and supporting wider regeneration across the Greenwich Peninsula and Royal Docks.

TfL's modelling shows that the user charge would result in a small reduction of about 5 per cent in the number of HGVs using the Silvertown / Blackwall corridor. Currently HGVs can travel through the Blackwall Tunnel for free, avoiding the charge at the Dartford Crossing. The introduction of charges at Blackwall and Silvertown will remove any financial incentive to choose this route. The tunnel will also fall within the expanded Ultra Low Emission Zone (ULEZ). Alongside the introduction of the Direct Vision Standard, this means that any HGVs using the tunnels will have to meet the strictest environmental and safety standards in the UK.

Finally, it is important to note that the procurement model adopted by TfL brings in private finance rather than up-front TfL investment. This means, TfL can deliver the Silvertown Tunnel without impacting on the wider TfL investment programme, including walking and cycling infrastructure.

I hope this response reassures you that every effort has been made to ensure the Silvertown Tunnel maximises environmental benefits and protects the health and wellbeing of Londoners.

Yours sincerely,



Principal Policy Officer - Transport

**Ref:** MGLA241019-5564

**Date:**

Dear [REDACTED]

Thank you for writing to the Mayor on 23 October about the Silvertown tunnel. I have been asked to respond on his behalf.

Building the Silvertown tunnel is vital to address the current situation at the Blackwall Tunnel. It was first opened 120 years ago and was not designed to cope with today's traffic. In 2017/18 alone it was closed over 700 times. These closures along with the lack of viable alternative crossings east of Tower Bridge mean long queues of stationary traffic pumping out toxic fumes and carbon emissions is a daily occurrence. It also means Transport for London (TfL) is limited in its ability to run reliable cross-river bus services.

The case for building a new road tunnel with an associated user charge in this location has been thoroughly examined. The benefits for communities in East and South East London are clear – reduced congestion, fewer idling cars standing in traffic jams and an overall improvement in air quality. TfL's analysis of sites which exceed the Air Quality Objectives shows that, where there is a perceptible change due to the Silvertown Tunnel, no schools see deterioration and two see an improvement in air quality. Also, as the total number of vehicles crossing the Thames is not forecast to increase, we do not expect to see an increase in CO2 emissions.

The Development Consent Order (DCO) enshrines clear commitments to ongoing traffic and environmental monitoring once the scheme is operational. Any unforeseen outcomes will be addressed, for example by adjusting the user charge, to ensure environmental outcomes are realised as predicted. Should a wider road user charge be introduced in the future, the DCO provides the necessary flexibility to deal with this by adjusting the charge.

The scheme has been subject to a rigorous and transparent process to demonstrate its merits against all the other viable alternatives, including the option of tolling the Blackwall Tunnel only. It has been subject to the same degree of internal scrutiny, governance, assurance and assessment as any other project of this magnitude. It has been put under the microscope in public through the publication of all of TfL's evidence for the scheme on the Planning Inspectorate website, the six-month public examination and the four public consultations that have taken place.



Meanwhile, the Mayor is doing everything in his power to address the climate emergency we are facing. The Mayor's Transport and Environment Strategies set out a range of ambitious plans and targets to help London achieve our zero carbon goals rapidly. Improving public transport, walking and cycling infrastructure is part of this and is at the heart of the Mayor's Transport Strategy. Building the Silvertown Tunnel will allow for a step change in cross-river bus services and around 37 buses per hour in each direction are expected to use the tunnel, all of which TfL expect to be zero emission from launch. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars and supporting wider regeneration across the Greenwich Peninsula and Royal Docks.

TfL's analysis shows that the tunnel will result in a small reduction in HGVs using the Blackwall/Silvertown corridor as certain trips are expected to re-route to the M25 due to the new user charge. Currently, HGVs which have a choice between Dartford and Blackwall will often use Blackwall because of the absence of a charge. This will change with the introduction of charges at Blackwall and Silvertown. The tunnel will also fall within the expanded Ultra Low Emission Zone (ULEZ). Alongside the introduction of the Direct Vision Standard, this means that any HGVs using the tunnels will have to meet the strictest environmental and safety standards in the UK.

Finally, it is important to note that the procurement model adopted by TfL brings in private finance rather than up-front TfL investment. This means, at a time when TfL receives no ongoing investment for roads from the Government, it can deliver this vital new infrastructure without impacting on the wider TfL investment programme, including significant investment in walking and cycling infrastructure.

I hope this response reassures you that every effort has been made to ensure the Silvertown Tunnel maximises environmental benefits and protects the health and wellbeing of Londoners.

Yours sincerely,



Principal Policy Officer – Transport

██████████  
████████████████████  
**Our ref:** MGLA250919-3202

**Date:**

Dear ██████████

Thank you for writing to the Mayor on 25 September about the Silvertown Tunnel. I have been asked to respond on his behalf.

The situation at the Blackwall tunnel can't continue. It was first opened 120 years ago and was not designed to cope with today's traffic. It was closed over 700 times in 2017/18 alone. These regular closures, along with the lack of viable alternative crossings east of Tower Bridge mean daily queues of stationary traffic pumping out toxic fumes and carbon emissions. Building a tunnel at Silvertown is the best way to address this problem.

The case for building a new road tunnel, with an associated user charge, in this location has been thoroughly examined and the benefits for communities in East and South East London are clear – reduced congestion, fewer idling cars standing in traffic jams and an overall improvement in air quality. Also, as the total number of vehicles crossing the Thames is not forecast to increase, we do not expect to see an increase in CO2 emissions.

Turning to your specific enquiry about approach roads, Transport for London's (TfL) assessment demonstrates that overall traffic levels will not increase and there will be no significant delay impacts at locations along the A102 and A2. However, it's important to note that the Development Consent Order (DCO) enshrines clear commitments to ongoing traffic monitoring once the scheme is operational. Should unforeseen traffic impacts occur, TfL will be required to address them through further mitigation for example adjusting the user charge or making improvements to junctions. The full details of this process and potential mitigation measures are set out in the Monitoring and Mitigation Strategy - <https://bit.ly/2IIHQYE>

I hope you find this information useful.

Yours sincerely,

██████████  
Principal Policy Officer, Transport

**Ref:** MGLA251119-7783

**Date:**

Dear [REDACTED]

Thank you for writing to the Mayor on 25 November about the Silvertown Tunnel. I have been asked to respond on his behalf.

The current issues of congestion, poor reliability and lack of resilience at the Blackwall Tunnel have negative impacts on our environment, the economy and the health and wellbeing of communities on both sides of the river. The daily queues of stationary traffic pumping out toxic fumes and carbon dioxide mean that air quality near the Blackwall Tunnel is some of the worst in London. Frequent closures of the tunnel – over 700 in 2017/18 alone – also mean Transport for London (TfL) is unable to run reliable bus services in this part of the city.

TfL undertook a detailed appraisal of different options to address these issues. The appraisal demonstrated that the Silvertown Tunnel scheme is the best solution. The user charge at both Silvertown and Blackwall is an integral part of the scheme and will prevent the number of vehicles from increasing, meaning carbon emissions are not forecast to increase. In your letter you raise concern with the potential impact of toll booths. The technology used to implement the user charge at both tunnels is still to be decided, but I can confirm it will be a free flow system and there will be no toll booths. By effectively eliminating congestion, the scheme will lead to an overall improvement in air quality. Further, the tunnel will be within the expanded Ultra Low Emission Zone, which will come into force in 2021 and will further reduce emissions from vehicles using the tunnel.

The new tunnel will allow TfL to run up to 37 buses per hour in each direction, compared to six currently, all of which are expected to be zero emission from launch. This will transform the scale of public transport provision in the local area and directly contribute towards the target in the Mayor's Transport Strategy for 80 per cent of all trips to be made by public transport, walking or cycling by 2041. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars and supporting wider regeneration across the Greenwich Peninsula and Royal Docks.

Following a public planning process, including four public consultations, the scheme was granted a Development Consent Order (DCO) by the Department of Transport in May 2018. The DCO commits TfL to ongoing traffic and environmental monitoring once the scheme is operational. If necessary,

TfL will be required to address any unforeseen outcomes, for example by adjusting the user charge, to ensure environmental outcomes are realised as forecast.

As you know, in November 2019 TfL awarded the contract for the construction and maintenance of the tunnel to the Riverlinx consortium. Construction is likely to start in mid-2020, and TfL will only start making payments to Riverlinx once the tunnel is open and available for use, expected to be in early 2025. By bringing in private finance rather than up-front TfL investment, the procurement model will allow the Silvertown Tunnel to be delivered without impacting TfL's wider investment programme, including walking and cycling infrastructure.

Now that the contract has been awarded, TfL and Riverlinx will work closely with host boroughs and local communities to continue to develop support packages which will include urban realm improvements to encourage walking and cycling, and local employment and education opportunities.

You can read more about the project here - <https://tfl.gov.uk/travel-information/improvements-and-projects/silvertown-tunnel>

Yours sincerely,

  
Principal Policy Officer - Transport

**Ref:** MGLA271119-7881

**Date:**

Dear [REDACTED]

Thank you for writing to the Mayor on 27 November about the Silvertown Tunnel. I have been asked to respond on his behalf.

The current issues of congestion, poor reliability and lack of resilience at the Blackwall Tunnel have negative impacts on our environment, the economy and the health and wellbeing of communities on both sides of the river. The daily queues of stationary traffic pumping out toxic fumes and carbon dioxide mean that air quality near the Blackwall Tunnel is some of the worst in London. Frequent closures of the tunnel – over 700 in 2017/18 alone – also mean Transport for London (TfL) is unable to run reliable bus services in this part of the city.

TfL undertook a detailed appraisal of different options to address these issues. The appraisal demonstrated that the Silvertown Tunnel scheme is the best solution. The user charge at both Silvertown and Blackwall is an integral part of the scheme and will prevent the number of vehicles from increasing, meaning carbon emissions are not forecast to increase. By effectively eliminating congestion, the scheme will lead to an overall improvement in air quality. Further, the tunnel will be within the expanded Ultra Low Emission Zone, which will come into force in 2021 and will further reduce emissions from vehicles using the tunnel.

The new tunnel will allow TfL to run up to 37 buses per hour in each direction, compared to six currently, all of which are expected to be zero emission from launch. This will transform the scale of public transport provision in the local area and directly contribute towards the target in the Mayor's Transport Strategy for 80 per cent of all trips to be made by public transport, walking or cycling by 2041. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars and supporting wider regeneration across the Greenwich Peninsula and Royal Docks.

Following a public planning process, including four public consultations, the scheme was granted a Development Consent Order (DCO) by the Department of Transport in May 2018. The DCO commits TfL to ongoing traffic and environmental monitoring once the scheme is operational. If necessary, TfL will be required to address any unforeseen outcomes, for example by adjusting the user charge, to ensure environmental outcomes are realised as forecast.

As you know, in November 2019 TfL awarded the contract for the construction and maintenance of the tunnel to the Riverlinx consortium. Construction is likely to start in mid-2020, and TfL will only start making payments to Riverlinx once the tunnel is open and available for use, expected to be in early 2025. By bringing in private finance rather than up-front TfL investment, the procurement model will allow the Silvertown Tunnel to be delivered without impacting TfL's wider investment programme, including walking and cycling infrastructure.

Now that the contract has been awarded, TfL and Riverlinx will work closely with host boroughs and local communities to continue to develop support packages which will include urban realm improvements to encourage walking and cycling, and local employment and education opportunities.

You can read more about the project here - <https://tfl.gov.uk/travel-information/improvements-and-projects/silvertown-tunnel>

Yours sincerely,

A black rectangular box used to redact the signature of the Principal Policy Officer.

Principal Policy Officer - Transport

## **Change.org petition - Stop the Silvertown Tunnel**

**543 supporters**

MGLA280519-3421

Dear Petitioner,

Thank you for the petition submitted on the Change.org website about the Silvertown Tunnel.

The current situation at the Blackwall Tunnel cannot be allowed to continue. It was first opened 120 years ago and was not designed to cope with today's traffic. As a result, it is highly susceptible to incidents which often require it to be closed at very short notice and the lack of viable alternative crossings east of Tower Bridge compounds these problems. On a normal day, queues of up to two miles can occur with stationary vehicles pumping out noxious fumes. This situation needs to be urgently addressed to improve the local environment.

Transport for London (TfL) explored an extensive range of different options to address the situation including walking and cycling options, public transport options, road, bridge and tunnel options and demand management and charging options. These are set out in The Case for the Scheme (<https://bit.ly/2R96dde>) which was submitted as part of the Development Consent Order (DCO) and was considered in detail at a six-month public examination. The option TfL is proceeding with will effectively eliminate congestion and deliver an overall improvement in air quality.

With regard to HGVs, TfL's analysis shows that the new crossing with user charges leads to a small reduction in HGVs forecast on the approach roads, as a proportion will divert to use the M25 rather than pay the daily user charge at Blackwall or Silvertown. At the moment, where HGVs have a choice between using the Dartford Crossing and Blackwall, one is free and the other incurs a charge. This will clearly be equalised as a result of the new charges and hence, the comparative attractiveness of Blackwall will be reduced. In addition, all buses, coaches and HGVs using the crossing would be subject to ULEZ, LEZ and Direct Vision Standards to encourage the greenest, safest vehicle.

With regard to schools, TfL's analysis of sites that currently exceed the Air Quality Strategy objectives shows that where there is a perceptible change due to the Silvertown Tunnel, two schools see an improvement in air quality and none sees a deterioration.

I note your concerns about the risk of flooding in London. I can assure you the Environment Agency has been closely involved throughout the planning of the Silvertown Tunnel. Where appropriate, improvements are being delivered as part of the scheme to prevent possible flooding. This includes measures such as improving flood defences and providing Sustainable Urban Drainage Systems.

The procurement model that TfL has adopted brings in private finance and means that the scheme is not competing for funding with other transport priorities or redirecting any of the significant investment TfL is making across London to encourage walking and cycling. Payments will not be made by TfL until the new tunnel is open and the direct construction and maintenance costs will be covered by the user charging income.

Finally, it is important to note that the Mayor's Transport Strategy includes an ambitious target for 80 per cent of all trips in London to be made by foot, by cycle, or using public transport for 2041. The Silvertown Tunnel will help us achieve this target by allowing a step-change in cross-river bus services and encouraging Londoners to make more sustainable travel choices.

Yours sincerely,

**Public Liaison Unit**  
Greater London Authority



## **Change.org petition text:**

**Title of petition:** STOP THE SILVERTOWN TUNNEL

**Link to petition:** [https://www.change.org/p/sadiq-khan-stop-the-silvertown-tunnel?utm\\_source=target&utm\\_medium=email&utm\\_campaign=added\\_as\\_petition\\_target](https://www.change.org/p/sadiq-khan-stop-the-silvertown-tunnel?utm_source=target&utm_medium=email&utm_campaign=added_as_petition_target)

**Petition to:** Mayor and Greenwich council

**Text:**

Greenwich residents have been unhappy with the planned Silvertown Tunnel under the Thames for years, and with the new awareness of the Climate Emergency this unhappiness and indeed anger about the lack of response to our concerns is spreading quickly.

We call upon the Mayor, Sadiq Khan, to delay and re-evaluate this scheme in light of the current climate emergency, and for Greenwich Council to support our request.

Our arguments are these:

When a new road is built, new traffic will divert onto it. Many people may make new trips they would otherwise not make, and will travel longer distances just because of the presence of the new road. This well-known and long-established effect is known as 'induced traffic'.

The new Tunnel has a dedicated HGV lane which fits larger vehicles, drawing them through Greenwich along major roads next to over 40 schools and nurseries where 16,000 children play inside and out. Our roads are already illegally polluted and we need to prevent motor traffic not encourage it. Asthma and other major health problems are known to be caused by pollution, and have the effect of shortening lives.

Flooding in Greenwich is a concern with climate change. Building a tunnel on a floodplain where there is only one flood defence and now a huge amount of residential properties seems misguided. One storm

surge combined with high tides, large amounts of rainfall leading to a high water table is all that is needed to cause a massive flood and even a possible breach of the flood barrier defence.

We feel that building the new Silvertown Tunnel is a very expensive mistake. Motor traffic is detrimental to the health of the population born and unborn, and in order to ensure public health and climate stability we need to sharply reduce car use across London - so building a tunnel that could never be fully used, because it's a potential pollution bomb, is a massive waste of public money. We are in a climate emergency and suggest that instead of spending £1bn of Londoners' money on a new road tunnel at Silvertown, we should invest this money into the much neglected public transportation system in South East London.

Ref: MGLA301019-5983

Dear [REDACTED]

Thank you for your further email of 30 October.

Transport for London's (TfL) modelling undertaken as part of the formal planning process concluded that the scheme will not lead to an increase in traffic. This was due to the embedded mitigation of the user charge and the new bus network. The modelling does not show significant delay impacts at key roads in south London such as the A102 and the A2. The Development Consent Order requires TfL to undertake monitoring and mitigation of the scheme's impacts. Should an unanticipated increase in traffic and congestion occur, TfL would be expected to address it with further mitigation through, for example, raising the charge or making improvements to junctions. The full details of this process and potential mitigation measures are set out in the Monitoring and Mitigation Strategy - <https://bit.ly/2qBrZgk>

More broadly, the Mayor's Transport Strategy includes a target for 80 percent of all trips in London to be made by walking, cycling, or using public transport by 2041. It includes strong actions to reduce reliance on private vehicles and encourage Londoners to make more sustainable travel choices. The Silvertown Tunnel will directly contribute to this target by allowing a significant increase in cross-river bus services. It will enable TfL to run 37 buses per hour in each direction (up from the 6 buses per hour which currently use the Blackwall Tunnel), all of which are expected to be zero emission from launch. New routes will link places like Stratford and Canary Wharf to Eltham, Grove Park and Charlton for the first time, unlocking new journey options for people currently dependent upon cars.

As I am sure you appreciate, the Mayor and the Deputy Mayor for Transport receive a great deal of correspondence and it is not possible for them to personally review every case. However, I can assure you that they are kept well informed of the volume and tone of correspondence on a variety of issues, including Silvertown, and the range of different views expressed.

Yours sincerely,

[REDACTED]  
Principal Policy Officer