

# Northern Line Extension Note to Scrutiny Committee

Briefing note

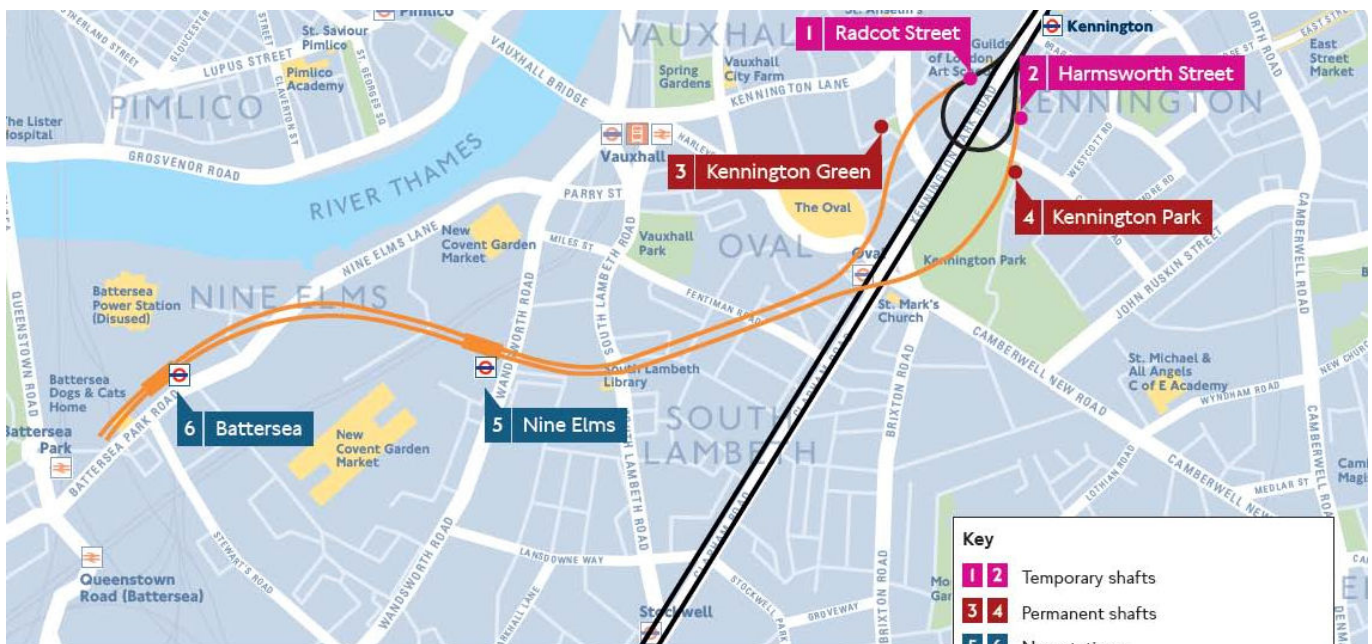
July 2013

[www.southwark.gov.uk](http://www.southwark.gov.uk)

This note summarises the proposals and outlines areas of concern which were included in a formal “Representation” on the scheme.

## Proposals

The new branch would run from Kennington Station to new stations at Nine Elms and Battersea, to support massive development and regeneration in those areas including 16,000 new homes and 20-25,000 new jobs. Services from Battersea would follow the Charing Cross Branch to the north of Kennington, running at up to 30 trains per hour (currently up to 20tph, though the improvement is delivered by separate upgrades, not the Extension project). Bank Branch trains from Morden, serving Elephant & Castle, Borough and London Bridge stations, would see a similar increase from 22tph to 33tph.





**1 2** Temporary shafts are required at Radcot Street and Harmsworth Street to stabilise the ground in preparation for the tunnels to be built

**3 4** Permanent shafts at Kennington Green and Kennington Park are needed to allow air in and out of the underground tunnels, help cool

the Tube and enable emergency access to and from the tunnels if necessary

**5 6** New stations at Nine Elms and Battersea, providing step-free access from street to train

Key	
<b>1 2</b>	Temporary shafts
<b>3 4</b>	Permanent shafts
<b>5 6</b>	New stations
	Proposed Northern line extension
	Current Northern line

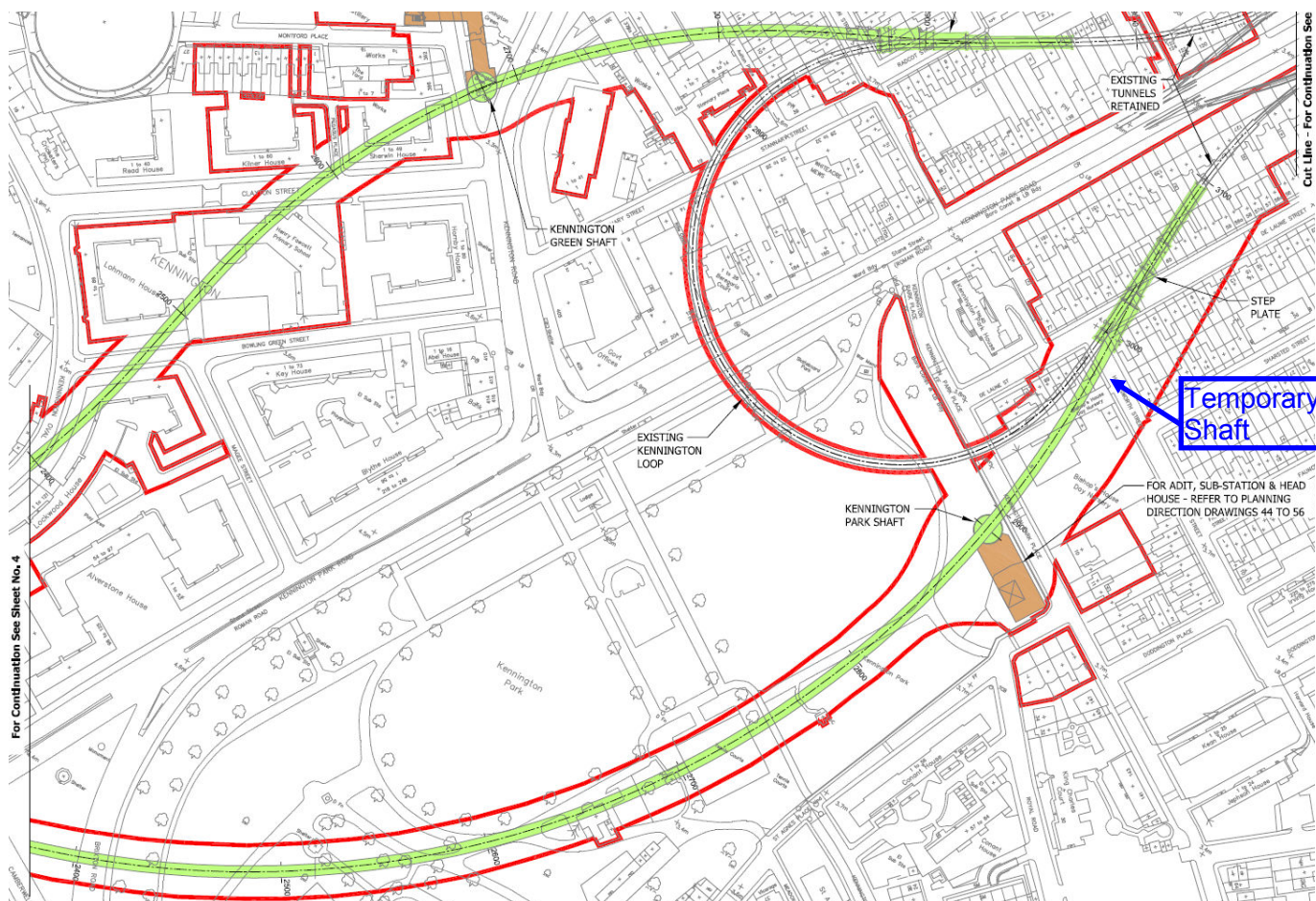
View and download further information about each of the sites and other details about the scheme at [tfl.gov.uk/nle](http://tfl.gov.uk/nle)

The southbound line would branch off the existing Kennington Loop (which allows terminating trains to turn just south of the station) at a “step plate” junction under De Laune Street close to Harmsworth Street (the northbound connection to the loop is at Radcot Street in Lambeth).

To control settlement of the buildings above, it is necessary to undertake ground stabilisation by means of grout injection (also known as compensation grouting). It is proposed that this would be done by constructing a temporary shaft in Harmsworth Street, which requires the closure of the road and brings a

number of lorries and other construction impacts into this residential area. Lorries would approach on Kennington Park Road from the southwest, turn into Kennington Park Place and De Laune Street, reversing into the site, then leaving the same way. The shaft would also be used to remove the tunnel boring machine.

An alternative “gallery tunnel” option is also available. That would involve carrying out the compensation grouting in the Harmsworth Street area from an additional tunnel dug from the permanent shaft. The tunnel boring machine would be removed from the permanent shaft and the remainder of the tunnel dug by an alternative method. This would remove the adverse impacts in Harmsworth Street, but increase the number of lorries necessary to serve the permanent shaft. Overall the gallery tunnel option seems to offer significant benefits to residents in Southwark, despite its disadvantage.



The permanent shaft would be in Kennington Park (in Lambeth), and is needed for venting, smoke extraction and emergency evacuation. Construction vehicles for the permanent shaft would turn from Kennington Park Road into Kennington Park Place (the boundary with Lambeth), pass the Bishop’s House Early Start Centre, and turn to enter the construction site within the park, returning the same way. During construction almost all the tunnelling spoil would be removed at Battersea and taken by river. Lorries serving the two shaft sites would generally only be removing spoil from the shafts themselves.

Modelling shows that interchange movements at Kennington Station will increase dramatically. Already in the morning peak many passengers arriving on northbound Bank Branch trains from Morden change to Charing Cross Branch trains (with a similar effect on southbound platforms in the evening peak). At present there are three cross-passages between the two northbound platforms, and two cross-passages between the southbound platforms, and TfL propose another two in each case.

The remainder of the station, particularly the lifts and the very small ticket hall, can be quite congested in the peak periods. The station has already been identified as needing congestion relief work but TfL insist that should be a separate project, as yet unfunded and only at the earliest stages of design. The

NLE modelling shows that very few additional passengers are expected to enter or exit the station, the increases being almost exclusively on interchange movements. However, there are concerns over whether the station could handle an emergency evacuation of the vastly increased number of passengers at platform level. A related point is that there is some suggestion that the cross-passages would be constructed at some later date. TfL's modelling shows that there is already interchange congestion that would be relieved by the extra cross-passages, so any delay should be resisted.

## **Residents' Reaction**

Residents in the areas affected by the temporary shaft in Harmsworth Street and the permanent shaft in the park have formed the Kennington & Walworth Neighbourhood Action Group (KWNAG). They feel aggrieved because they get no benefit from the scheme, but suffer:

- years of construction noise (two years for the temporary shaft in Harmsworth Street and four years for the permanent shaft);
- potential settlement of their homes leading to a need to redecorate and re-fit doors and windows;
- increased operational noise/vibration from the operational railway;
- increased congestion at Kennington Station which, they fear, could lead to morning peak closures;
- the temporary relocation of the dog walking area (this is fenced-off, which is uncommon and apparently attracts users from a very wide area);
- the temporary relocation of the "Bee Urban" hives and visitor facility.

In particular the residents have asked whether the connection to the Kennington Loop, and the permanent shaft, can be located further from residents. TfL have explained that a connection further along the loop would require trains in service (i.e. at a reasonable speed, rather than the very slow speed around the loop when trains are empty) to make a very tight turn. This would lead to discomfort to passengers, and higher operational noise and vibration which would lead to on-going maintenance problems. Any relocation of the permanent shaft would remove the option to use the gallery tunnels and therefore make the temporary shaft necessary.

Residents also feel that they have been poorly consulted by TfL, especially in regards to the small area consulted and the lack of options presented. Lambeth officers have raised the issue in communications with their residents, and have commissioned engineering consultants (Ramboll) to advise on technical matters.

Residents have asked if the Council will support them in making Representations and in appearing at a Public Inquiry. Officers have explained that, while an Inquiry Inspector would expect Councils and other major organisations to put together a "professional" case and be legally represented at an Inquiry, there would be no such expectation for resident objectors.

## **The Council's Representation**

The following is the text of the Council's representation to the Secretary of State for Transport, signed by Councillor Hargrove and submitted on 18 June.

This representation is made on behalf of the London Borough of Southwark ("the Council"). It follows an informal discussion by the Council's Political Cabinet on Wednesday 5 June 2013, and a resolution seeking its confirmation will be tabled at the next available meeting of the full Council as required by Section 239 of the Local Government Act 1972. I will arrange for officers to inform you of the outcome of that resolution.

The London Borough of Southwark is broadly supportive of the proposals. They will improve transport services for large numbers of existing and future residents, workers and visitors to the Vauxhall, Nine Elms and Battersea Opportunity Area, in the neighbouring Boroughs of Lambeth and Wandsworth, and support the planned regeneration there.

However, the Council has a number of concerns which are detailed below. We anticipate that these can be resolved before the expected Inquiry into the draft Order, but if they have not been resolved to the Council's satisfaction we would wish for this letter to be considered an objection to the grant of the order and for these issues to be heard by your appointed Inspector.

### **1. Impact of the construction of the temporary shaft in Harmsworth Street**

The Council believes that this aspect of the proposal will give rise to significant harm, that cannot be adequately mitigated, in relation to:

- noise and other environmental effects of construction activity, including from vehicle movements related to construction; and
- increased road safety risk arising from vehicle movements related to construction.

The applicant has included in the application an option for an alternative method of undertaking the required compensation grouting (the "gallery tunnels" approach). This alternative method, while adding marginally to the impact of the construction of the proposed permanent shaft in Kennington Park, will totally remove the above impacts from the proposed temporary shaft. The Council has seen no technical reason not to use the "gallery tunnels" method and would wish to secure a direction from you that this method should be used.

### **2. Impact of the construction of the permanent shaft in Kennington Park**

While the Council accepts the need for this aspect of the proposal, it has concerns over the impact of construction on the amenity (specifically the environmental impacts including road safety) of residents, workers and visitors to the area. There is particular impact on the Bishop's House nursery school and Early Start Centre for which particular mitigation will be necessary which is outside the scope of the published "Construction Noise and Vibration Mitigation Scheme". The Council is also concerned about the impact on shift workers, home workers and those confined to their homes because of illness, and are not persuaded that the discretionary nature of mitigation in those cases provides sufficient confidence that adequate mitigation will be provided.

The Council is also concerned that the permanent shaft construction site is entirely within the London Borough of Lambeth but it will be almost entirely residents of the London Borough of Southwark that are affected. The Council would wish to see a direction that any prior consent notice issued by Lambeth officers under Section 61 of the Control of Pollution Act 1974 should follow consultation with the Council's Environmental Protection Officers.

### **3. Ground-borne noise from the tunnel construction**

The Council disagrees that the noise from tunnel construction should be exempt from the controls within Section 61 of the Control of Pollution Act 1974 as proposed in the Code of Construction Practice. Working underground would seem to fall within the definition of Section 60(1)(b) of the 1974 act, which includes "...breaking up, opening or boring under any road or adjacent land in connection with the construction, inspection, maintenance or removal of works...". Such tunnelling works have the potential to generate significant harm to residents.

### **4. Ground-borne noise from the operational railway**

The works have been designed to emit a level of vibration which is above World Health Organisation (WHO) guidance for emissions from railways operating at night. While the Council accepts that operations will not continue through the entire night-time period specified by WHO, exceedance of those levels for any of the night-time period will cause harm, while technology to reduce emissions is relatively inexpensive and easy to install, as we understand has been demonstrated on the Jubilee Line Extension. The Council would wish to see a direction from you in this respect.

### **5. Congestion at Kennington Station**

The station is already congested during peak periods and a combination of background growth and additional demand will increase that congestion considerably. The application includes proposals for additional cross-passages at platform level, although there is some question over when the works will be carried out. The Council would wish to see a direction that they should be carried out before the extension is brought into operation. Further, all the modelling to-date has concentrated on the morning peak, and no

evidence has been presented to show that the addition of two cross-passages is sufficient mitigation of congestion at the southbound platforms in the evening peak period. The Council would wish to see evidence of the adequacy of the proposed intervention at the southbound platforms.

The Council notes that, separately from the TWAO application, Transport for London is developing a scheme to reduce congestion in the ticket hall of Kennington Station. The Council encourages TfL to introduce this prior to the opening of the NLE.

## **6. Control of Streetworks**

Article 3 of the TWA Order proposes to disapply Sections 56, 56A, 58, 58A, 73A, 73B, 73C and 78A and Schedule 3A of the New Roads and Street Works Act 1991. These Sections of the Act give the Council, as highway authority, powers to control various aspects of street works including:

- timing of street works;
- powers to direct undertakers not place apparatus in certain street where this could disrupt traffic and there is an alternative location where they could be placed;
- the requirement for road or street works to be carried out within certain time periods after substantial works are completed; and
- powers to require a statutory undertaker to resurface the street where street works have been carried out including timing, quality of the resurfacing including materials, standard of resurfacing, workmanship and cost apportionment.

These provisions will compromise the Council's ability to perform its duty under the Traffic Management Act 2004, work to minimise disruption to residents, and exercise sufficient control over streetworks (particularly repairs, reconstruction and reinstatement) in order to ensure it can reasonably fulfil its duty under the Highways Act 1980 without incurring additional cost. Until sufficient safeguards are provided to the Council's satisfaction, the Council cannot agree to the proposed disapplications contained in the draft TWA Order.

## **7. Employment Strategy**

The Council is disappointed that the TWAO application does not identify the workforce and skills requirements of the project and propose a strategy setting out mechanisms and targets for recruiting and training local people across the workforce. We will expect to see those documents developed in the near future for inclusion in an agreement similar to a Section 106 agreement under the Town and Country Planning Act 1990.

## **8. Design Considerations for the Kennington Park Head House**

This site is fully within Lambeth, but the Park edge forms the boundary with Southwark on Kennington Park Place and St. Agnes Place, both of which are in Kennington Park Road Conservation Area. The listed buildings at numbers 10, 11 and 12 Kennington Park Place and 1-7 (odds) St. Agnes Place are also within the direct setting of this proposal.

The loss of the existing lodge building is not viewed as problematic in itself, as it is of relatively low architectural value, but the Park itself is a Registered Park and Garden so any replacement development should be of the highest design quality (and positioning) to enhance this.

The two buildings as proposed are considered to be of good architectural quality in their own right, but their positioning within the Park raises very different issues. The head house sits fully inside the Park, amongst trees, and will function successfully as a 'pavilion-type' structure within the garden. The community-building, conversely, sits on the boundary of the Park and is considered to be obtrusive to its character and appearance, as well as contributing negatively to the setting of the adjacent conservation area and listed buildings; if the community-building was also to be positioned within the Park, with an effective green/landscaped buffer to the boundary, this issue would be much less problematic. The scale of the building onto the boundary was also considered to be problematic, with a largely blank and inactive two-storey wall facing outwards; options to re-configure this building with a lower-scaled wall on the boundary, and potentially more active use (i.e. having the entrance doorway facing the pavement) should be explored

in order to address the Council's concerns. Any design changes should be made following discussions with the London Borough of Lambeth, local residents and other users of the facilities, and in particular those involved in the "Bee Urban" project.

#### **9. Dog Walking Area and "Bee Urban" Facilities and Nature Garden**

While the temporary relocation of the dog walking area would seem appropriate, some of Southwark's residents are concerned that this temporary relocation should be fenced (as is the existing area) and that, on completion, the dog walking area should be reinstated in its current location. Similarly, there are concerns that facilities for the bee-keeping project and the nature garden that has been created should be appropriately reinstated on the site. The Council would wish to see appropriate assurances given.

### **Next Steps**

A Public Inquiry is expected to be held in November or December 2013. Before that we will expect TfL to negotiate to seek the withdrawal of the representation. It will be necessary to prepare a "Statement of Case" for submission to the Inquiry and covering any remaining issues, likely to be required in September.

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