



Plans to extend the Northern line to Nine Elms and Battersea

Our response to common questions raised at the consultation events for the Northern line extension

21 December 2012

The consultation on the proposed extension of the Northern line to Nine Elms and Battersea closes on 30 December.

Over 1600 people have had their say by completing the on-line questionnaire at www.tfl.gov.uk/nleconsultation. In addition, over 700 people visited us at the Northern line extension (NLE) events held at venues along the proposed route.

Set out below is a snapshot of some of the key issues raised at the events and our response to them. Detailed analysis of all feedback and comments received during the consultation will be undertaken after it closes on 30 December (extended from 16 December 2012) and a report will be published in early 2013 at www.tfl.gov.uk/nle.

1. Operational noise and vibration and compliance with World Health Organisation (WHO) guidelines

We understand the concerns of some residents about the potential impact noise and vibration could have once the extension is operational. We take these concerns seriously and we are committed to ensuring that the proposed extension will meet levels defined in TfL's London Underground Noise and Vibration Guidance. This is at least equivalent to, and in some cases more stringent than, those of most other new underground railways in Europe, USA and Australia.

There is no international standard to assess disturbance caused by noise and vibration for underground railways. However the World Health Organisation (WHO), states that levels should not exceed 45dB_Lmax,FAST in bedrooms to avoid sleep disturbance. In 2009 WHO published Night Noise Guidelines which lowers this value to 42dB_Lmax, FAST.

TfL's London Underground Noise and Vibration Guidance is committed to a noise and vibration measure for new tracks of a maximum of 40dB_Lmax, Fast. However, we will use reasonable endeavours to meet a more stringent measure of 35dB_Lmax, Fast.

TfL has commissioned Rupert Taylor, a world leader in the field of vibro-acoustics of railway structures and tunnels, with extensive experience in the measurement of railway vibration and noise including on the London Underground, to conduct a benchmarking paper to review TfL's guidelines against those of other underground railways across the world. Once completed, this will be available at www.tfl.gov.uk.

The environmental impact assessment currently underway will assess the future operational noise and vibration impacts of the extension. Where operational noise and vibration levels are forecast to exceed those set out in our guidelines, mitigation measures will be put in place. These measures will be detailed in the TWAO application.

2 The location of the proposed permanent shaft at Kennington Park

Feedback from the summer of 2011 public consultation told us that local people would prefer the proposed head house building for the shaft at Kennington Park to be located within a very small section of the park at the Old Lodge. This location has been endorsed by Lambeth Council and Friends of Kennington Park. Its location is determined by its proximity to Kennington station and the new tunnels and the ability to meet operational safety requirements. However we have received a number of requests from residents and other groups asking us to look at an alternative 'yard' site in the park. This site has been considered previously and initial assessments indicated that for safety and operational reasons it would not be a suitable alternative due to its distance from Kennington station and the point at which the old tunnels meet the new ones (step plate junctions).

However, in response to feedback, we are conducting further assessments of the yard and the outcome of this work will be completed early in the new year.

3 Concern about the loss of the dog area at the construction site proposed at Kennington Park

A replacement area for dog walking will be provided during the construction phase. We will work closely with Friends of Kennington Park and Lambeth to plan out the temporary relocation of the dog area. The Friends of Kennington Park and Lambeth already have some ideas and are positive about identifying a location.

4 Engaging the community in the design of the proposed shaft building at Kennington Park.

We have engaged with local resident groups, Kennington Park Neighbourhood Action Group (KPNAG) and Friends of Kennington Park, as well as heritage and conservation experts from Lambeth and TfL to understand issues that are important when considering the design of the proposed shaft building (head house) at Kennington Park. The consultation currently underway proposes some indicative ideas for the design. We will be holding an event in early January with representatives from local community and resident groups and Southwark and Lambeth councils to provide feedback from the consultation and discuss design and opportunities for future community uses of the building further before detailed plans for the proposed head house are drawn up for submission as part of our TWAO application.

5 Impact of the NLE on capacity at Kennington Station

We have looked carefully at the capacity of Kennington station in the light of the NLE and the planned upgrade which will improve capacity on the entire Northern line.

Initial modelling figures have told us that an increase in passenger numbers at Kennington as a result of the NLE will not require capacity upgrade works at the station. However, further work is being undertaken to verify this and to understand the full impact of the NLE on the station. This is expected to be completed in the first quarter of 2013. If capacity upgrade works are required this will most likely be through widening or increasing the number of passages between the two northbound platforms.

TfL is also reviewing the longer term capacity needs at Kennington station as a result of general growth across the network and other improvements taking place on the Northern line. This is focused mainly on the ticket hall and the capacity of the lifts. If any additional capacity upgrades are required over and above those that may be necessary for the NLE, these will be brought forward separately.

6 Further details about the Environmental Impact Assessment (EIA) and Environmental Statement (ES).

A full EIA will be completed and submitted as part of our TWA application. This will consider all of the environmental impacts of the proposed extension and identify suitable mitigation. Throughout the planning of the project, the plans have been subject to a continuous process of environmental review to ensure the environmental impacts are minimised and mitigation measures incorporated. All of the environmental issues will be set out in the ES resulting from the EIA, which will provide a full report of the EIA process. The ES will form part of our TWA application.

6 Ground settlement

We understand that some owners and occupiers of properties along the route have concerns about the potential impact of tunnelling works on the structure of their property.

Initial studies of the route suggest that the predicted settlement caused by the tunnelling will at most only cause slight damage to a small number of properties. This means that if this predicted damage does occur, such as cracks that could be easily filled or doors and windows that may stick slightly, it will be easily repairable. TfL's London Underground Guidelines on Ground Movements and Deep Tunnelling Excavations sets out the process for predicting ground movements, mitigation and how property surveys are conducted. Any property which is predicted to experience 10mm or more of settlement will be subject to a defects survey before tunnelling works are started. In addition we will establish a system to monitor ground movements well before tunnelling starts to establish seasonal variations. This monitoring will continue for a period after construction has been completed until any

potential settlement has ceased. Settlement studies are being finalised and will be available at www.tfl.gov.uk/nle once completed.

7 Compensation and Hardship

Some owners of properties along the proposed route asked for more information about compensation available should there be damage to their property during the tunnelling works. Owners of land directly affected by construction or operation of the NLE may be entitled to claim compensation. Entitlement to compensation is governed by legislation and case law known as the Compensation Code. In some cases, landowners whose property is directly blighted by the prospect of the NLE may be entitled to have their property acquired from them early. Further information both on the code and on blight is available at www.communities.gov.uk.

TfL has developed a Hardship Policy where owners of eligible properties who have a compelling reason to sell their property and are unable to do so due to the NLE, could have their property purchased by TfL. This policy is available at www.tfl.gov.uk/nle.

8 Alternative route suggestions

Some visitors to the events suggested other potential options for the route. The proposed route was consulted upon as part of the summer 2010 and 2011 consultation, where it emerged as the most popular option. More about the development of transport proposals and NLE route options can be found in the 2009 Vauxhall Nine Elms Opportunity Area (VNEB) Transport Study. The report on the 2011 consultation can be found at www.tfl.gov.uk/nle. Our responses to some of the most commonly suggested routes are set out below:

8.1 An interchange at Vauxhall

This route option was consulted on in 2010 and 2011 and was the second-most popular choice. However, there would not be a new station at Nine Elms (as in the current proposal) and this would therefore reduce the benefits of providing better transport access to new areas in the centre of the Opportunity Area. In addition, Vauxhall station is already operating close to capacity. An interchange with the Northern line at Vauxhall would exacerbate this issue, whereas a new station at Nine Elms would provide relief. TfL recently announced a £43m investment in Vauxhall Tube station to increase capacity and provide step free access.

8.2 Extend the NLE to Battersea Park and Queenstown Road stations

Battersea Park and Queenstown Road are too small to accommodate significant increases in passenger numbers, and the trains serving them are already crowded and there is no capacity on the existing railway lines to accommodate more trains. The NLE is being built primarily to meet the increased demand created by the development planned for the wider Opportunity Area including the power station site. The new tube station at Battersea is proposed at Battersea Park Road, for easy access to the new developments as well as a

convenient interchange with existing and new bus routes and within easy walking access of Battersea Park and Queenstown Road stations.

8.3 Extend the Waterloo & City line to Battersea

This was considered at a high level as part of the VNEB Opportunity Area Transport Study. However it was ruled out on both capacity and engineering grounds. The line is already at capacity at peak times meaning there would be no spare capacity for new users. In addition, the current alignment points east from Waterloo and would therefore require a significant detour to reach the VNEB area after leaving Waterloo.

8.4 Use National Rail infrastructure into either Waterloo (the old Eurostar tracks) or Victoria

These proposals were discussed with Network Rail as part of the VNEB Transport Study. However there is no capacity either on the routes through the area or at Waterloo or Victoria. It is also clear that no national rail based option could provide the connectivity or accessibility benefits of the NLE which will provide a direct service into central London and the rest of the Tube network and two new stations in the Opportunity Area.

8.5 Extend the Victoria line from Vauxhall

Extending the Victoria line from Vauxhall would result in a significantly reduced service on the existing Victoria line south of Vauxhall as it would split the line and reduce the number of trains serving the existing branch. This is a heavily used section of the Underground and fewer trains would add significantly to crowding levels. As such, this is not a recommended solution for the needs of the area.

8.6 Extend the Northern line beyond Battersea to Clapham Junction

The current proposal is to extend the Northern line to Battersea but designed in a way that would allow a possible future extension. There is currently no proposal to extend beyond Battersea and any proposal to do so would be subject to a separate assessment.

8.7 A tram

A tram was considered as part of the VNEB Opportunity Area Transport Study and was discounted as an option for several reasons. As a tram would not link into an existing transport network and would provide fewer connectivity benefits to passengers unless a major interchange was built, for example, at Waterloo. In addition, a tram would provide far less capacity than the NLE and the new infrastructure required to run the trams would take space from the road network causing significant congestion and inconvenience to road users.

9 Request for an independent strategic transport needs analysis that covers all modes of transport

A range of transport options to support the adopted development scenario in the Vauxhall, Nine Elms and Battersea area was considered as part of the VNEB Opportunity Area Transport Study. We are satisfied that the proposed extension is the only solution that can realistically provide the required transport capacity and connectivity to achieve the Mayor's vision for development of the area of around 16,000 new homes and 20,000 – 25,000 jobs. This vision is detailed in the VNEB OAPF, the Mayor's planning policy for the area.

Although the proposed NLE is the principal new mode of transport for the area, it is accompanied by many other transport and urban realm improvements that together form a comprehensive transport strategy for the area. These include enhanced bus services, improvement to National Rail stations, a pedestrian and cycle bridge across the river, passenger piers at Vauxhall and Battersea Power Station, pedestrian and cycle walkways, and new Barclays Cycle hire docking stations.

Our TWAO application will be supported by a detailed transport assessment which will consider both the construction and the long term effects of the proposed extension on the local highway network and existing public transport facilities. However, we have no plans to conduct a further transport needs analysis for the area in advance of our TWAO application.

10 Information about how the scheme will be financed

The Government confirmed in the Chancellor's 2012 Autumn Statement that up to £1bn of borrowing from the Public Works Loan Board would be available to the Greater London Authority (GLA) to finance the construction of the Northern Line Extension. This borrowing will be repaid by two funding streams:

- Incremental business rates, retained by the Greater London Authority for a period of 25 years in a new Enterprise Zone (EZ) in the London Boroughs of Wandsworth and Lambeth; and
- Contributions received by the boroughs from local developers under the Section 106 and Community Infrastructure Levy regimes.

The GLA and TfL will now finalise arrangements for the financing of the extension with the developer of the Battersea Power Station site, government and the local authorities. As part of the TWAO application a funding statement will be submitted outlining how the scheme is proposed to be funded.

11 Concerns about noise and disruption during construction

We understand residents' concerns about potential disruption during construction and we will seek to keep this to a minimum. TfL adopts a best practice approach to managing its construction impacts based on our significant experience of delivering major transport projects across London. We are drawing up a code of construction practice which will be agreed with the local authorities of Wandsworth, Lambeth and Southwark. It will include provisions on construction, noise and vibration, dust, dirt on highways and working hours and noise limits. There may be circumstances where noise impacts arise during construction which need to be alleviated further. For those who may be affected by this, TfL will work with local authorities to agree suitable mitigation measures. Once agreed, the code will be published at www.tfl.gov.uk/nle and submitted as part of our TWAO application, probably as an annex to the Environmental Statement.

TfL's London Underground Noise and Vibration policy covers aspects such as potential mitigation measures (such as secondary glazing) or in certain circumstances an offer of re-housing on a temporary basis where noise thresholds are likely to be reached for extended periods. The policy can be downloaded from www.tfl.gov.uk/nle.

Routes for construction traffic and the effects of the works on local traffic conditions are being assessed and the need for temporary traffic regulation orders is being considered with the aim of minimising the disruption caused to local communities.

12 Information about the TWAO process

An application for a Transport and Works Act Order (TWAO) will be submitted to the Secretary of State for Transport seeking powers and planning permission to construct and operate the proposed Northern line extension. If granted the powers also allow for the compulsory purchase of property (including subsoil) identified. The submission will include an application for deemed planning permission for the works. Subsidiary applications (e.g. conservation area consent and listed building consent) will be made as necessary.

Prior to making the TWAO application, TfL will gain approval from the TfL Board and the Mayor of London to proceed.

The application will include the following documents:

- a draft Order and an explanatory memorandum
- a concise statement of the aims of the proposals
- a consultation report
- plans and sections of the proposed route
- an environmental statement
- a book of reference, containing names of owners and occupiers of land (including subsoil) affected by the proposals

- the estimated costs of the proposed works and a statement outlining how the scheme will be funded
- the application for deemed planning permission including the elements of the proposed development and proposed planning conditions
- a list of all consents, permissions or licences required.

Once the application has been submitted TfL will:

- publish a notice in the London Gazette and local newspapers
- display site notices at intervals along the proposed route of the scheme
- serve notice on the parties listed in the Book of Reference
- serve notice of the application on particular parties listed in the TWAO application rules.

Within a period of 42 days from the date of application objections or other representations must be sent to the Secretary of State for Transport. Details of how to do this will be included in the notices and on the www.tfl.gov.uk/nle website.

Depending on the nature and number of comments received the Secretary of State will decide if a public inquiry is required. If an inquiry is necessary the appointed inspector will hear both sides of the case and make a recommendation to the Secretary of State to either grant (with or without changes) or reject the application.

It is anticipated the whole process will take about 18 months from the date of the application to the date of the Secretary of State's decision and it needs to be completed before the project can move forward into the construction phase. More information about the TWAO process can be found at www.dft.gov.uk/publications/twa-orders-guide

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