



The Town and Country Planning Appeals (Determination by Inspectors) (Inquiries Procedure) (England) Rules 2000/1625

**NOTE ON PEDESTRIAN INTERACTIONS WITH THE PROPOSED NEW STATION
ACCESS**

LONDON BOROUGH OF SOUTHWARK

Date: 10 August 2022

Appeal References: APP/A5840/W/22/3290473 and APP/A5840/W/22/3290483

LPA References: 18/AP/4039 and 21/AP/1361

Appellant: GPE (St Thomas Street) Limited

Site Address: New City Court, 4-26 St Thomas Street, London, SE1 9RS

Note on pedestrian interactions with new station access

1. In his evidence in chief, Simon Allford stated that 70% of users of the new access to the Borough High Street entrance to London Bridge Underground Station would be the general public rather than occupiers of the proposed New City Court development. A supplementary note (INQ-24) was provided on 2 August including a number of extracts from the Space Syntax's Pedestrian Forecast and Landscape Assessments (CDA.23 and CDB.22) to support this statement. Having reviewed this supplementary note alongside the Space Syntax assessments, the transport assessments (CDA.32 and CDB.30) and the environmental statements (CDA.10 and CDB.12), and with the benefit of discussion outside the Inquiry with the Appellant's team to understand the basis of the analysis, the Council's position is set out below.

Approach

2. To understand the numbers used in INQ-24 it is necessary first to understand the baseline conditions, the trip generation of the New City Court development (in the 2018 and 2021 schemes) and the way in which Space Syntax have then modelled the future condition. Each is addressed in turn below.

Baseline condition

3. The following figures are all taken from the Space Syntax report (they appear in both the 2018 and 2021 submission documents) and describe the baseline conditions in terms of existing pedestrian flows around the site and, specifically, to and from the Borough High Street entrance to the Underground station. Figures 2 and 3 were included in Mr Allford's Proof of Evidence (see Figures 143 and 146, page 41). Figure 1 identifies the existing pedestrian flows in the 2016 baseline along the key routes around the site in the AM Peak. Notably this includes 1,908 people interacting with the current Underground station

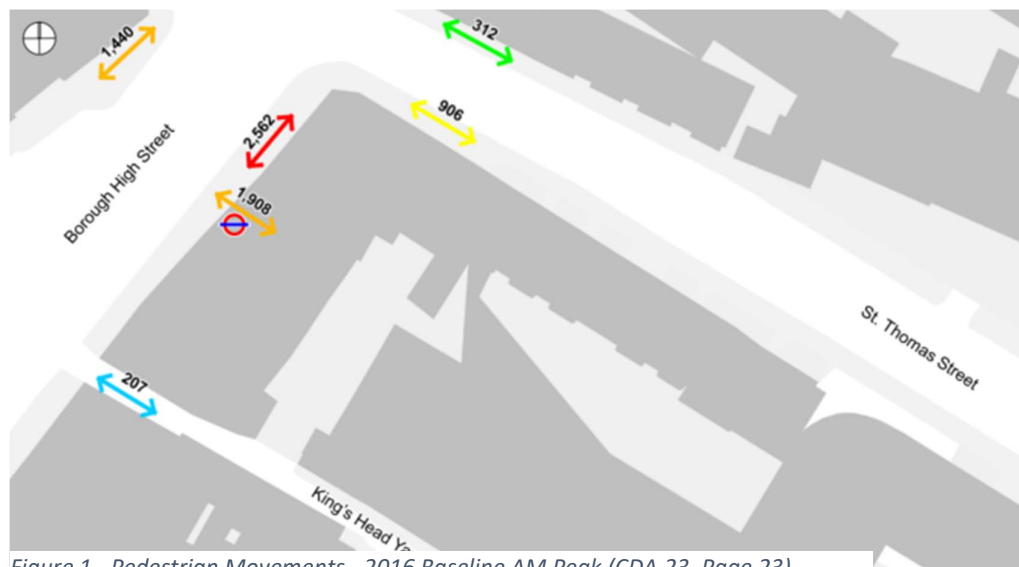


Figure 1 - Pedestrian Movements - 2016 Baseline AM Peak (CDA.23, Page 23)

entrance via Borough High Street. Figure 2 presents these numbers in context, relative to the other entrances/exit points from London Bridge Underground Station.

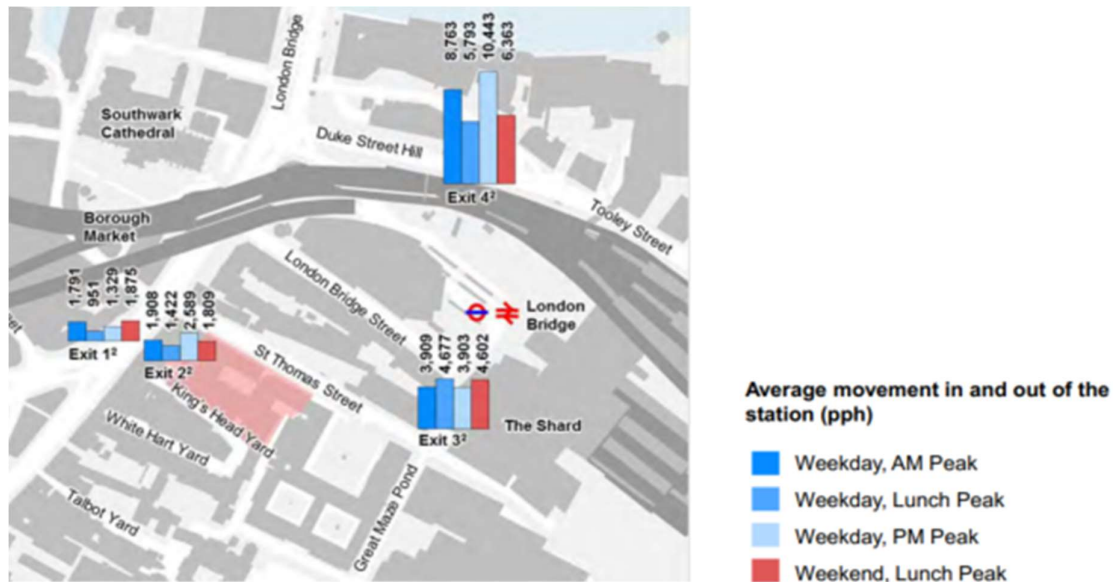


Figure 2 - Exits from London Bridge Underground Station in Peaks (CDA.23, Page 46)

- The surveys conducted by Space Syntax to determine the 2016 baseline allowed them to map the dispersal of those exiting the Underground on Borough High Street. Figure 3 identifies that in the Weekday AM peak, 21% (401) of people exiting from the station make their journey east down St Thomas Street or King's Head Yard. It is reasonable to assume that these people would exit the station via the new access in the future condition. A further 35% (668) people journey south along Borough High Street and, as described below, this particular figure appears to be significant.



Figure 3 - Dispersal of pedestrians from the (eastern) Borough High Street exit (CDA.23, page 46)

Trip generation as a result of New City Court

5. The Transport Assessment (TA) for each scheme provides a detailed breakdown of the expected trip generation for New City Court by mode of transport.
6. For 2018, it is assumed that NCC generates 1,459 movements in the AM Peak (excluding bikes)(Table 12.4) and, of this number, 632 workers are anticipated to arrive by the Underground. For the 2021 Scheme, an overall figure of 1,670 movements in the AM Peak (exc. Bikes) is presented (Table 6.4), with 722 arrivals by the Underground. In both cases, this represents 43% of journeys. These numbers are all agreed between the parties.
7. From here, the TA is not clear which tube exit these individuals would use and this is not explained in INQ-24. Following discussion with the Appellant's team it is understood that an assumption has been made that 80% of workers traveling to NCC via the Underground would use the new station exit directly into the site and 20% would arrive via the main London Bridge station. This is accepted as being reasonable. Applying these proportions, 35% of building users would arrive at the site via the Underground and via the new station access.

Future 2031 scenario with New City Court

8. Having identified the baseline conditions and factored in the trip generation figures presented in the TA for each scheme, Space Syntax then make an allowance for growth in passenger numbers on the London Underground and apply their own statistical analysis and assumptions to the new layout to determine future flows. It is through this process that they state that in the 2018 Scheme, 1,800 people will enter/exit the Underground Station via the new Station Access and public square in the AM Peak and, for the 2021 Scheme, 1,950 people.
9. Working backwards from these overall numbers, accepting that 35% of people arriving at New City Court would exit from the new station access and making some modest adjustments to account for pedestrians simply using the station route as a cut through, the Appellant's team have shown that it is possible to arrive at the figure of around 70% of users being the general public rather than New City Court occupiers identified in INQ-24.
10. However, this does rely on the overall numbers being understood. The Council would make three points in this respect:
 - The Council does not contest the statistical methodology employed by Space Syntax in undertaking their analysis, but has sought to establish

whether the overall flows (and so the 70% figure) can be reasonably understood by reviewing the application materials in isolation.

- In modelling growth in passenger numbers, the Space Syntax report refers to Network Rail's 2011 assumptions as part of the Thameslink programme (and the redevelopment of London Bridge Station) and TfL modelling (RODS 2016 and their Railplan 2031 model). While these models may be the most appropriate sources to project likely growth in passenger numbers, the application material does not make clear the extent of growth they anticipate nor how these assumptions influence the figures presented by Space Syntax.
- It is understood that the 'future' flows underpinning the analysis in INQ-24 assume that people who exit the Underground station and head south down Borough High Street in the existing condition would in future leave via the new exit and, in effect, perform a u-turn westwards down King's Head Yard before continuing their journey south down Borough High Street. This flow – 668 people in the AM peak in the baseline – is a much higher number than those heading east via St Thomas Street or King's Head Yard and is a significant contributing factor in reaching the suggested 70% public use figure.

Conclusions

11. The numbers presented in the application material are underpinned by detailed modelling and statistical analysis, but some of the inputs and assumptions are unclear. The Council does not believe it is possible to review the application material alone and arrive at a conclusion that 70% of users of the proposed new station access would be the general public and 30% occupiers of New City Court. It has been necessary to obtain further explanation from the Appellant's team to understand how this figure has been determined.
12. The Council understands that an important factor in the overall movement pattern that has been assumed is that the people exiting the station and heading south along Borough High Street in the current condition would be expected to instead exit via the new station access, into the new public square, into King's Head Yard and then back on to Borough High Street. In the existing condition, this amounts to 668 people in the AM peak (See Figure 3 above) and this may be higher in 2031 when considering expected growth in tube passenger numbers. It has been stated in discussions with the Appellant's team that this movement is agreed with TfL modellers as the most likely occurrence, rather than people turning within the station and exiting on to Borough High Street directly as they currently do. This number is higher than the number of workers assumed to be directly accessing New City Court in the AM Peak and significantly higher than those who would be assumed to

journey east along St Thomas Street or Kings Head Yard. Putting aside whether or not this is the logical response, the Council would question whether facilitating this movement can really be considered a public benefit.