

MAYOR & CABINET		
Report Title	Bakerloo Line Extension Consultation	
Key Decision	Yes	Item No.
Ward	All	
Contributors	Executive Director for Resources and Regeneration	
Class	Part 1	Date: 14 January 2015

1. Summary

- 1.1. TfL have recently launched a public consultation on the Bakerloo Line Extension, and LB Lewisham has appointed experts in rail infrastructure and development planning to work on the Council's formal response. The Council will therefore be submitting a robust response to the consultation, drawing together all the benefits and opportunities presented by such a major investment in transport infrastructure, including opportunities for regeneration, housing and place-making.

2. Purpose

- 2.1. This report seeks approval for the Council's formal response to the Bakerloo Line Extension consultation. The response is included at Appendix A of this report.

3. Recommendations

- 3.1. It is recommended that the Mayor approve the formal response to the Bakerloo Line Consultation as included at Appendix A of this report.

4. Policy context

- 4.1. The Bakerloo Line Extension is a key component of the long term transport strategy for Lewisham, and would bring a range of economic, environmental and social improvements to the borough. The benefits of the proposal are formally recognised within the Mayor of London's Transport Strategy, and by Transport for London's East Sub-Region Transport Plan.
- 4.2. Within the London Mayor's Transport Strategy (published May 2010) the Bakerloo Line is acknowledged as having an important role in London's transport geography, serving the strategic northwest-southeast corridor. It states that a Bakerloo southern extension "would allow the line to serve inner and outer southeast London. This would create a new southeast to northwest strategic route through the Capital, serving areas with poor transport accessibility and freeing up National Rail capacity at London Bridge for other service Improvements".
- 4.3. The Lewisham Core Strategy June 2011 (para 7.144) states that: "The Council supports the southern extension to Lewisham of the London Underground Bakerloo Line as outlined in the Mayor's Transport Strategy and Draft

Replacement London Plan, and will work with Transport for London and other transport providers to ensure a suitable route.”

- 4.4. More recently, the London Infrastructure Plan 2050 emphasises the importance of high-capacity, high-frequency radial links, and highlights the Bakerloo Line Extension as a leading option to deliver such enhancements. This would also free up capacity on the rail network, and utilise the spare capacity on the existing section of the Bakerloo Line. This makes the BLE excellent value for money, and one of the most deliverable major rail schemes in London.

5. Background

- 5.1. Since the inclusion of the Bakerloo Line Extension (BLE) within the London Mayor’s Transport Strategy, the Council has been supporting and lobbying for the proposals to extend the Bakerloo Line, so that it may support the regeneration and investment within the borough.
- 5.2. However, despite a strong business case, the proposal remains unfunded, and is competing for investment alongside other major transport infrastructure projects in London.
- 5.3. TfL have recently launched a public consultation on the Bakerloo Line Extension, and LB Lewisham has appointed experts in rail infrastructure and development planning to work on the Council’s formal response. The Council will therefore be submitting a robust response to the consultation, drawing together all the benefits and opportunities presented by such a major investment in transport infrastructure, including opportunities for regeneration, housing and place-making.
- 5.4. London faces an unprecedented challenge in meeting the demands of expected growth in the capital’s population. The population of Lewisham is projected to reach 318,000 by 2021 (a rise of 43,000 since 2011) and reach 352,000 by 2031 (a rise of 34,000 since 2021).
- 5.5. In response, the Council is leading the borough through an intense period of regeneration which is transforming previously deprived areas and re-invigorating local places and town centres. Ambitious plans set out in the Council’s current strategies set out a plan for growth which is expected to deliver 18,165 new homes across the borough, and 25,000 m² of retail and leisure space in Lewisham and Catford town centres.
- 5.6. However, in order for the borough to help meet the London-wide challenge in a sustainable way, major infrastructure investment such as the Bakerloo Line Extension is required to optimise the opportunities for new housing, through intensification and transformation of key sites.

6. Options and Phasing

- 6.1. Three route options are currently being considered:

Route 1 - Elephant and Castle to Beckenham Junction and Hayes
via Old Kent Road

Route 2 – Elephant and Castle to Beckenham Junction and Hayes
via Camberwell and Peckham

Route 3 – As Option 1 with link to Bromley

- 6.2. Given funding constraints, TfL are also considering potential phasing options for delivering the works, and are exploring the possibility of terminating the extension at Lewisham.

7. Business Case

- 7.1. Despite the current funding gap for major transport projects in London (the scheme is currently unfunded), the project is not prohibitively expensive by rail standards. Transport for London estimate the cost at £2.3 to £2.8 billion. The project is anticipated to stimulate benefits of up to three times the cost, with a predicted Benefit to Cost Ratio (BCR) in the region of 3.

- 7.2. The transport business case - the scheme will:

- Create a new strategic route through the Capital (southeast to northwest);
- Introduce high frequency and high capacity tube services;
- Free-up congested rail paths into London Bridge;
- Enhance national rail routes to the South East (reduced journey times)
- Relieve the bottleneck at Lewisham Station;
- Utilise spare capacity on the Bakerloo Line;
- Provide relief to the Jubilee Line;
- Create opportunities to improve accessibility in the south of the borough;
- Provide economic benefits by adding value and promoting growth.

8. Timescales and Member involvement

- 8.1. The TfL consultation closed to the public on 7 December 2014. However, the Council and TfL have agreed an extension to the consultation to allow for a detailed response to be developed and submitted by 16 January 2015.
- 8.2. The response has been informed by a meeting of the Sustainable Development Select Committee on 9 December and was also presented to the Overview and Scrutiny Committee on 16 December, before being submitted for approval by Mayor & Cabinet. The response will be supported by a full technical report.
- 8.3. Current work by TfL indicates an earliest possible opening by 2030. While the delivery of the Bakerloo Line Extension would be relatively straightforward when compared to other major rail infrastructure projects, there are detailed processes that must be followed in relation to design, consultation and establishing the necessary permissions.
- 8.4. However, given the criticality of the proposal to sustaining future growth in south east London, every effort will be made to bring forward the delivery of the project to the earliest possible date.

9. Activity to date

- 9.1. There have been a number of historic proposals to extend the Bakerloo Line, but the current proposals have been developing since 2007/08.

- 9.2. Throughout this period, LB Lewisham have actively supporting the development of the proposals, in conjunction with GLA, TfL, LB Southwark, and to a lesser extent, LB Bromley.
- 9.3. This activity has stepped up significantly since October 2012, when the Mayor wrote a joint letter with LB Southwark to the Mayor of London in support of the proposals.

2007/08 – MottMacdonald Engineering Feasibility work identified options 1&2

May 2010 – BLE and DLR extension to Bromley included in MTS (Mayor's Transport Strategy)

Aug 2010 – South East London Rail Access Study (SELRAS)

Jul 2011 – Network Rail published its RUS for London and the South East

Mar 2012 – Presentation by JRC to Sustainable Development Select Committee

2012 – Mayor's manifesto commits to examine Tramlink, DLR & Bakerloo

Oct 2012 – Lewisham and Southwark wrote to Mayor in support of BLE

Aug 2013 – Business case for BLE updated using costs derived from NLE

Autumn 2013 – DLR options considered with alternative LO extension

Nov 2013 – Atkins Planning Assessment completed

Nov 2013 – Lewisham wrote to Isabelle Dedring in support of BLE and LOE package

Jan 2014 – Old Kent Rd and Bromley Centre included as an OA in FALP

Mar 2014 – TfL paper to Mayor on rail extensions in south London

Sep 2014 – TfL launch BLE public consultation (runs to 7 Dec 2014)

10. Integrated package of transport proposals

- 10.1. The Bakerloo Line Extension is part of a wider transport strategy for south-east London. The Council supports an integrated package of public transport improvements, which include:
- Bakerloo Line Extension (~2030)
 - London Overground Extension (~2020)
 - A package of bus service enhancements between the two lines to address poor levels of accessibility in the south of the borough (~2020)
- 10.2. Such a package is required in order to address three key issues:
- To accommodate levels of development already committed
 - To sustain increased levels of development due to population growth
 - To improve connectivity in the south of the borough, where public transport accessibility is very poor, and where the correlation with social and economic deprivation is clear.

11. Financial implications

- 11.1. There are no specific financial implications on the Council budget arising from this report however the scheme, should it go ahead, has the potential to deliver significant future economic benefits to the borough.

12. Legal implications

- 12.1. There are no specific legal implications at this time.

13. Crime and disorder implications

- 13.1. There are no significant implications for the prevention of crime & disorder. However, any issues will be considered in detail as part of the project design process.

14. Equalities implications

- 14.1. The Equality Act 2010 became law in October 2010. The Act aims to streamline all previous anti-discrimination laws within a Single Act. The new public sector Equality Duty, which is part of the Equality Act 2010, came into effect on the 5 April 2011.
- 14.2. *Shaping our future*, Lewisham's Sustainable Community Strategy for 2008-2020, sets out a vision for Lewisham;-

“Together we will make Lewisham the best place in London to live work and learn.”

This is underpinned by hard-edged principles for:

- **reducing inequality** – narrowing the gap in outcomes for citizens
 - **delivering together efficiently, effectively and equitably** - ensuring that all citizens have appropriate access to and choice of high quality local services
- 14.3. Lewisham's Comprehensive Equalities Scheme (CES) 2012-16 describes the Council's commitment to equality for citizens, service users and employees. The CES is underpinned by a set of high level strategic objectives which incorporate the requirements of the Equality Act 2010 and the Public Sector Equality Duty.
- 14.4. The Council equality objectives through the CES include:

To improve access to services

Take reasonable steps to ensure that services are inclusive; responsive to risk; physically accessible and provided through the most efficient and effective channels available.

To close the gap in outcomes for citizens

Take reasonable steps to improve life chances for citizens by reducing outcome gaps that may exist within the borough as well as those that may exist between the borough and elsewhere.

14.5. The Bakerloo Line Extension is part of the Council's long term transport strategy, developed alongside the LIP to ensure that any potential adverse impacts were fully considered and, where necessary, appropriate changes made. The overall findings of the assessment were that the proposals within the LIP do not discriminate or have significant adverse impacts on any of the protected characteristics.

14.6. Instead, the focus will;-

- improve access to public transport and employment opportunities for local residents by putting south east London on the Tube network and supporting development and regeneration in the area
- enhance the well-being and journey experience for all citizens by improving capacity and journey times; relieving crowding; reducing traffic congestion and air pollution by offering new public transport options.

15. Environmental implications

15.1. The preparation of the Local Implementation Plan (LIP) has been accompanied by a parallel process of Strategic Environmental Appraisal (SEA). A part of that process involved the development of objectives against which the proposals in the LIP might be assessed.

15.2. With regards to cumulative effects the assessment suggest that with all the policies, schemes and measures implemented through the period of the LIP, there are likely to be significant positive effects on SEA objectives relating to health, air quality, promoting more sustainable modes of transport, promoting safer communities, improving road safety, and improving accessibility in the Borough.

15.3. The proposed schemes will reduce hazards and make the road environment more attractive for pedestrians and cyclists. It is considered that the imposition of restrictions on vehicle movement referred to in the report, will not adversely impact on either the national or the Council's own air quality strategies.

16. Background documents and originator

Short Title Document	Date	File Location	Contact Officer	Exempt
London Infrastructure Plan 2050 – report to OSC	29/09/14	http://councilmeetings.lewisham.gov.uk/documents/s31442/Overview%20and%20Scrutiny%20-%20London%20Infrastructure%20Plan%202050.pdf	S.Moss	
Mayoral response to SDSC on the BLE	12/09/2012	http://councilmeetings.lewisham.gov.uk/documents/s15774/Response%20to%20SDSC%20Bakerloo%20Line.pdf	S.Moss	
BLE – Report to the SDSC	25/04/12	http://councilmeetings.lewisham.gov.uk/documents/s11434/Integrated%20Transport%20-%20Bakerloo%20Extension.pdf	S.Moss	

For further information please contact Simon Moss, Transport Policy and Development Manager, on 020 8314 2269.

Appendix 1 – LBL response to the Bakerloo Line Extension Consultation 2014