

## London Borough of Lewisham Response to the Bakerloo Line Extension Consultation

### Executive Summary

Transport for London is consulting on the possible extension to the Bakerloo Line from Elephant & Castle station through Southwark towards Lewisham, Bromley and Hayes.

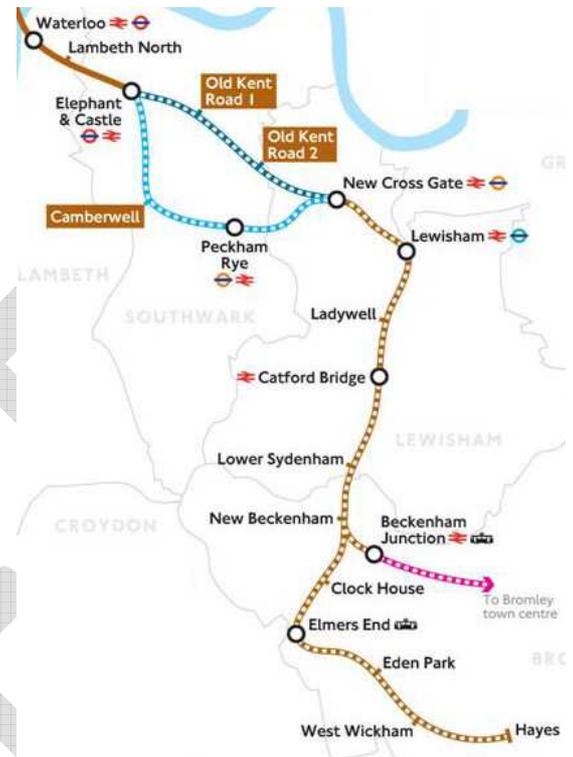
The London Borough of Lewisham is extremely supportive of the proposal to extend the Bakerloo Line to Hayes. Together with our Transport Consultant, Parsons Brinckerhoff, the Council has undertaken a detailed piece of work to consider the benefits and opportunities presented by such a major investment in transport infrastructure, including opportunities for regeneration, housing and place-making. This response will be supported by a full technical report which will be submitted to Transport for London.

The evidence suggests that the extension is already required to address existing pressures on the transport network. The extension would free up capacity on the rail network, and utilise the spare capacity on the existing section of the Bakerloo Line. This makes the BLE both excellent value for money, and one of the most deliverable major rail schemes in London.

Bringing the Tube through the borough matches the aspirations for our major town centres, including Lewisham which is undergoing a visible transformation. The opportunity must therefore be taken to remodel Lewisham Station to ensure that it acts successfully as a strategic transport hub for the southeast, and to integrate the stations in Catford so they can better support the regeneration of the town centre.

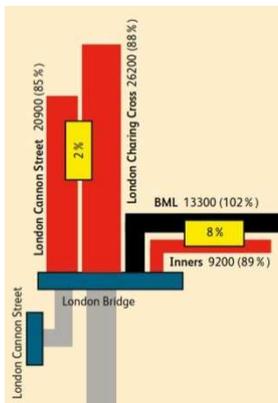
The proposal is absolutely essential to meet the unprecedented challenge of London's population growth. The London Infrastructure Plan 2050 emphasises the importance of high-capacity, high-frequency radial links, and highlights the Bakerloo Line Extension as a leading option to deliver such enhancements. In order for the borough to help meet the London-wide challenge in a sustainable way, major investment in infrastructure is required to optimise the opportunities for new housing, through intensification and transformation of key sites. Initial development studies show that 10,000 new homes may be enabled by the extension.

In order to achieve the level of growth expected throughout the borough, it is therefore essential that the Bakerloo Line is taken to its fullest extent. The London Borough of Lewisham feels that as a minimum the Bakerloo Line must be extended to Hayes, but would welcome the significant opportunities from having improved connectivity to Bromley Town Centre. Given the existing pressures on the public transport network, and the urgency of the challenge of population growth, every opportunity must be taken to deliver the Bakerloo Line Extension as soon as possible and before 2030.



## Existing Transport Pressures

There is a body of evidence which supports the need for investment in London's public transport network. Network Rail's 'London and South East Route Utilisation Strategy' makes it clear that the existing Network Rail network from Lewisham to London Bridge is a very busy network which suffers from daily over-crowding.



The report shows that for the busiest three hour morning period, demand for trains nearly matches capacity, with a demand to capacity ratio of 85% into Cannon Street and 88% into Charing Cross. Overcrowding generally occurs where the demand to capacity ratio rises above 85%.

Data from 2011 shows that over the morning peak period there are two standing passengers per square metre, and this figure greatly increases at the busiest times. However, an 8% increase in the number of passengers is expected by 2031 which will further increase pressure on the network.

Although there are network improvements planned which will relieve pressure in the short to medium term, such as Thameslink and Crossrail, the need for a step-change in network capacity in the longer term is beyond doubt.



Our residents already experience these capacity problems across the network, and all the way down the Hayes Line. Trains are often:

- too busy to board resulting in longer journey times.
- completely full – meaning they are uncomfortable to ride and are difficult to leave.

Transport for London has previously suggested that an extension to the London Overground into a new Lewisham South station would have many benefits and offers excellent value for money. The London Borough of Lewisham supports the extension to the Bakerloo Line alongside the extension to the London Overground.

As well as addressing these existing transport pressures, and sustaining increased levels of development due to population growth, the Bakerloo Line Extension will also improve connectivity in the south of the borough, where public transport accessibility is very poor, and where social and economic deprivation are at corresponding levels.

The Bakerloo Line Extension is therefore part of a wider transport strategy for south-east London and the Council supports an integrated package of public transport improvements, which includes a London Overground Extension, and a package of bus service enhancements between the two extensions to address poor levels of accessibility in the south of the borough.

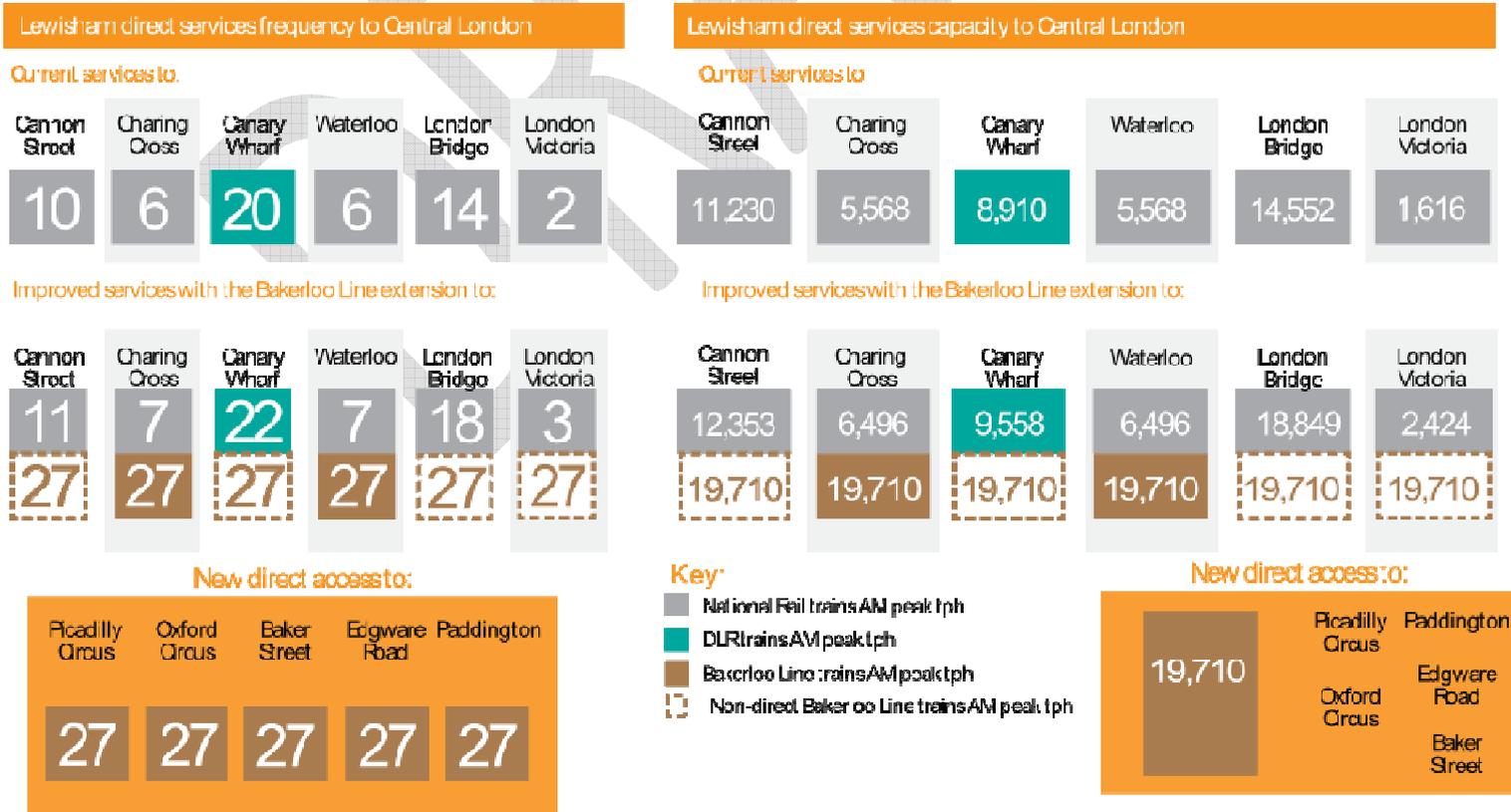
## Significant Transport Improvements

The London Borough of Lewisham is extremely supportive of the Bakerloo Line Extension and the transport improvements it would bring throughout the Borough. These include:

- 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
- 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.

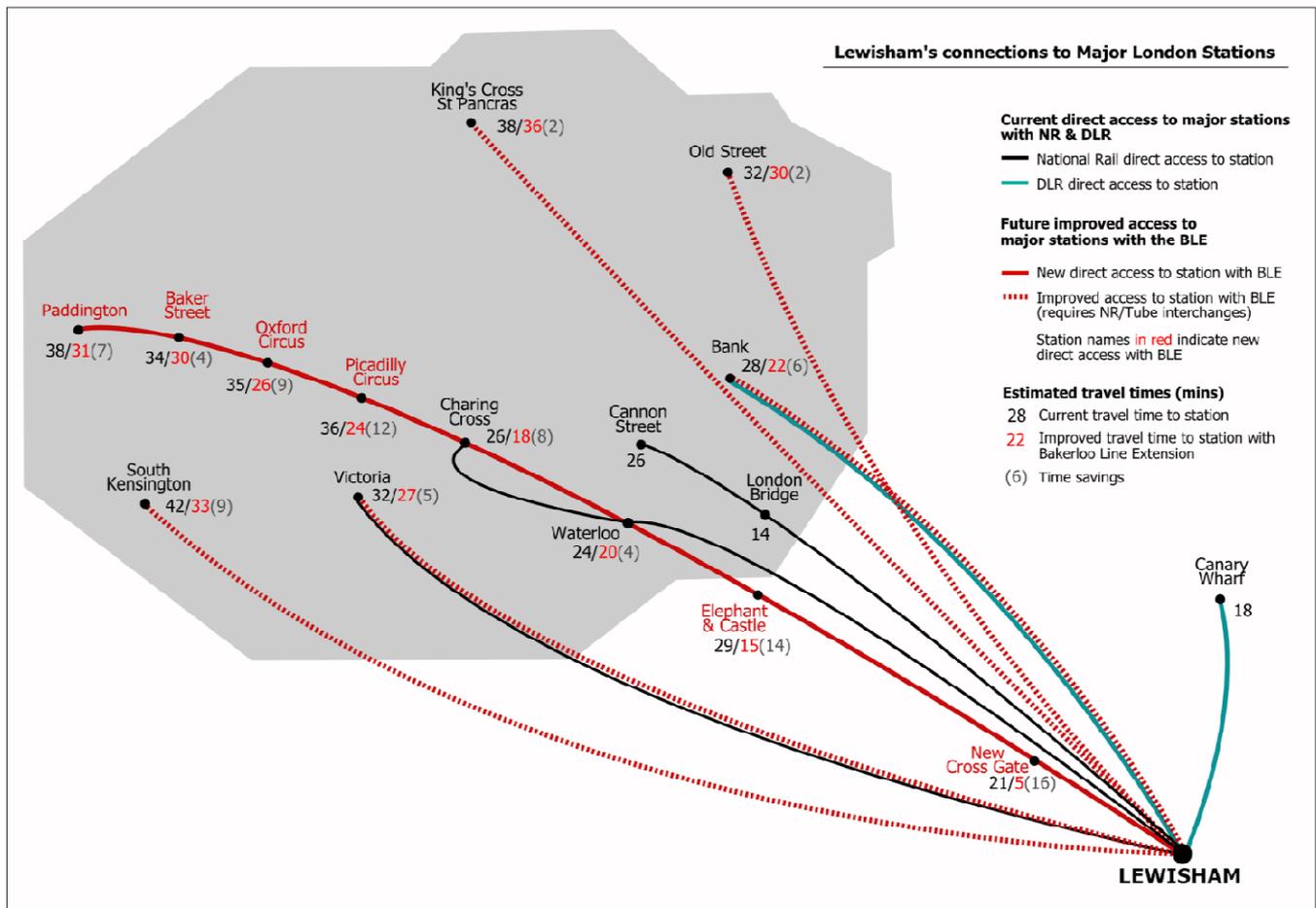
A tunnelled link from Lewisham to Elephant and Castle, along with the conversion of the Hayes Line to tube trains, will provide a step-change in the **frequency and capacity** of trains to London; it will also reduce journey times to many parts of London. For example, there will be an **additional 28 services an hour** between Lewisham and Waterloo, with space for approximately an **additional 20,000 people an hour**.

There is a considerable improvement even for the direct rail link between Lewisham and London Bridge; with the removal of the Hayes Line from the rail network releasing space for more of these trains.



As well as this, during the very busy periods – or during poor weather – passengers may choose to use the underground instead of the direct train. This improves the overall **resilience and reliability** of the transport network.

The extension of the Bakerloo Line will reduce **the journey times and improve connectivity** to key areas in London for residents along the route. For instance journey times from Lewisham to Paddington will reduce from 38 minutes to 31 minutes, a saving of 7 minutes. There are more direct connections to central London, such as Oxford Circus, Piccadilly and Waterloo.



Although this proposal would deliver a step change in the capacity of the rail network, concerns may remain that, even with the higher frequency of trains provided by the Bakerloo line extension, future demand levels may mean residents would still need to stand at peak times or be crowded off trains altogether. We would ask Transport for London to demonstrate that the extension will bring long-term improvements in crowding levels for Lewisham's residents which will be fit for purpose over the years to come.

In the **south of the borough**, the journey time from Lower Sydenham to Paddington will reduce from 42 minutes to 33 minutes, a saving of 9 minutes; there will be an **additional 21 services an hour from Lower Sydenham to Waterloo**, with space for approximately an **additional 13,500 people an hour**. The Bakerloo Line Extension also has a positive effect on the accessibility score (PTAL) for this area.

## Regeneration of the London Borough of Lewisham

London is undergoing a period of major growth and transformation. The most recent version of the London Plan includes population projections for the period 2011-2036. For Lewisham, it is expected that the current population will grow by some 27.8%, which is the third highest growth rate of all the London boroughs.

The proposed Bakerloo Line Extension through Lewisham could help support and deliver the scale of growth needed across the borough, focussed in and around the town centres and opportunity areas along the route of the proposed corridor. It provides an exciting opportunity to help deliver positive change in the area, bringing improved accessibility, new homes and employment opportunities. The Bakerloo Line extension can be a catalyst to improve the quality of life within the communities and neighbourhoods along the route.

Reduced journey times into Central London and increased frequency and capacity of trains along the proposed Bakerloo Line will enable residents living further away from the current stations to consider travelling to Central London for work. This increases the area that may see regeneration.

These same transport improvements increase the market attractiveness of areas within the Borough including, Lower Sydenham, Catford, Ladywell and Lewisham.

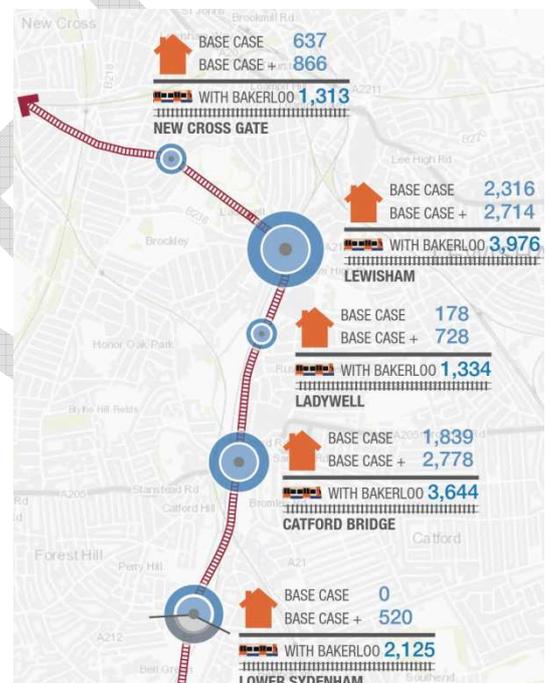
Regeneration throughout the borough increases the number of residential units that are likely to be built. For instance in Lower Sydenham, there is potential for 2125 units with the Bakerloo Line Extension but only 520 if the Bakerloo Line stops at Lewisham. This allows the population to grow at the expected rate across the Borough.

The potential increase in residential units around Lower Sydenham, Catford and Ladywell supports the option to extend the Bakerloo Line along the Hayes Line.

The Bakerloo Line Extension will lead to an uplift in land values and, in turn, more diverse development opportunities.

There are no doubt similar growth opportunities in the London Borough of Bromley, should the Bakerloo Line be extended through to Bromley Town Centre. Lewisham would welcome the opportunity to take advantage of closer links with Bromley.

The development work undertaken to date demonstrates that the Bakerloo Line Extension would enable approximately **10,000 new homes** to be built. Around half of these would be generated by developments around stations enabled by improved connectivity and, subject to further feasibility work, a similar number would be enabled by uplift in land values and improved viabilities. A significant proportion of these new developments are situated to the south of Lewisham Town Centre.



## Station improvements

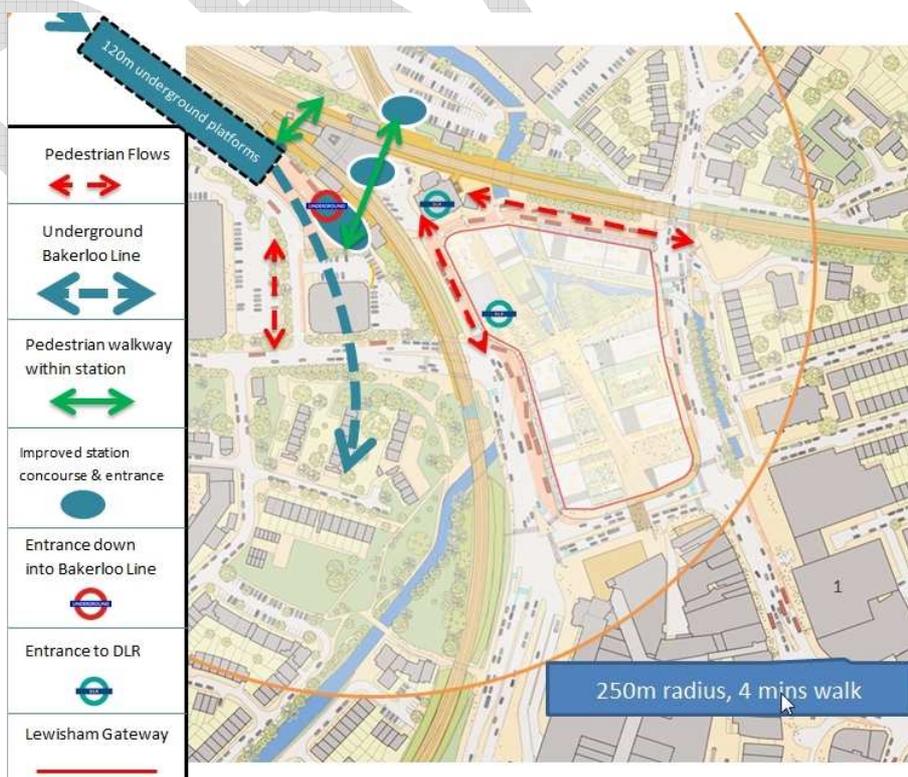
### Lewisham

Extending the Bakerloo Line will turn Lewisham Station into a major Strategic-hub, allowing interchange between National Rail, Docklands Light Railway and the London Underground. This will serve as a major interchange for the whole of the South East.

The Bakerloo Line Extension is a unique opportunity to comprehensively remodel the station, so that it functions effectively for its users, and provides a positive contribution to the public realm. The station currently suffers from poor interconnectivity as well as poor pedestrian access and facilities. The proposals will see a huge increase in customers and the following improvements at the station are imperative:

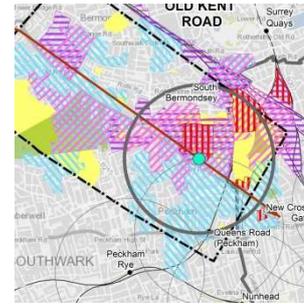
- Step free access.
- Open, usable, clear and logical concourse.
- Produce a seamless and accessible urban realm and integrate passengers to other transport modes including Network Rail, DLR, cycling, walking, buses and taxis.
- Provide a memorable 'gateway' to Lewisham.
- Provide entrances that are welcoming and attractive
- Provide safe and convenient entrances where key pedestrian routes meet the station, such as access from Blackheath to the north (near platform 4), and from the new developments on Loampit Vale to the west, as well as from the town centre.

As part of this response, the Council has commissioned some preliminary concept work to consider a potential vision for the station which would enable these essential improvements, and we would welcome an ongoing and collaborative involvement as the design approach for the station evolves.



## Old Kent Road

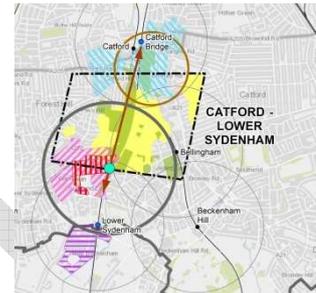
An analysis has been undertaken to consider the ideal location for a new station on Old Kent Road. This has been done by overlaying areas of Indices of Multiple Deprivation, 800m walking catchments, development opportunity areas and site allocations, and demonstrates the need for a new station in Southwark to the south of South Bermondsey, as shown on the diagram. This supports the work undertaken by Transport for London.



## Lower Sydenham

The current station at Lower Sydenham is located within an industrial area. It is not very attractive and is under-used. The process of overlaying information has also suggested that there are two suitable options at Lower Sydenham:

- Regenerate the existing industrial area surrounding the station, creating a new local place with improved pedestrian links to the existing local centre, or
- Relocate the station further north (near Southend Lane) closer to the heart of the existing local centre.



There are significant benefits to the residents of Lower Sydenham if the underground station was constructed closer to existing residential area, but both options require further consideration and the London Borough of Lewisham look forward to engaging with Transport for London on further work to find the best solution.

## Catford

Catford and Catford Bridge stations, although physically separate from each other, offer interchange opportunities between their respective lines. The Bakerloo Line Extension represents an excellent opportunity to create a more unified station. A number of options exist to improve the station and we look forward to further discussions with Transport for London.

## Station Zoning

The Bakerloo Line Extension will improve connectivity along the Hayes Line corridor, improving access and reducing journey times to central London. It therefore system of zone charges has a variety of local impacts Consideration should therefore be given to reviewing the system of zone charges, and the rezoning of stations on the new Bakerloo route, bringing more stations from charging zone 3 to zone 2 and from charging zone 4 to zone 3. The Council would welcome discussions about the potential for such a review, and the local economic benefits and potential traffic impacts to be considered for local residents.

## Delivery and Phasing

It is the Council's firm position that the Bakerloo Line should be extended to Hayes. This offers high value benefits at low cost, by utilising existing infrastructure while freeing up capacity on the surrounding rail network. More crucially, it brings much needed connectivity to the south of the borough and enables transformative development opportunities throughout the whole of the Hayes Line corridor.

The Council recognises that aspects of funding or delivery planning may require a phased construction of the Bakerloo Line, but any phasing should as a minimum reach Lewisham, and powers and processes should be put in place for the whole route, to safeguard the full proposal and to ensure subsequent phases are delivered without delay.

Given the existing pressures on the public transport network, and the urgency of the challenge of population growth, every opportunity must be taken to deliver the Bakerloo Line Extension as soon as possible and before 2030.

## Funding

The Bakerloo Line Extension will be very positive for the London Borough of Lewisham and it is fair that a contribution from the Lewisham CIL is apportioned to this project. However, Lewisham has many other important and necessary infrastructure needs that have to be funded through the CIL so we welcome ongoing discussion with Transport for London about an appropriate and feasible level of contribution from CIL.

Although the mayoral CIL is currently fully committed, Lewisham would like to see a contribution from this in the future, reflecting the mechanism that was put in place to fund Cross-rail.

Future developer contributions (through a S106 agreement) may be possible around key areas of the project (such as Lewisham and Catford stations) and the London Borough of Lewisham will seek to justify these in the future.

## Environmental

As this project progresses, a number of major environmental issues must be addressed, such as Air Quality, Noise and Vibration, Cultural Heritage, Flood Risk and Conservation. In particular, the route will pass through flood plain areas and provisions should be considered to alleviate issues around building on flood plains. We look forward to discussions with Transport for London about these important matters.