

MAYOR & CABINET

Report Title	Mayoral response to the Overview and Scrutiny Committee on the future of South London's suburban railways		
Key Decision	No		Item No.
Ward	All		
Contributors	Executive Director for Resources and Regeneration		
Class	Part 1	Date: 1 June 2016	

1 Purpose

- 1.1 This report sets out the response to the comments and views of the Overview and Scrutiny Committee, arising from discussions held on the future of south London's suburban railways at the Committee's meeting on 10 March 2016.

2 Recommendations

- 2.1 It is recommended that the Mayor:
- 2.2 Notes the response from the Executive Director for Resources and Regeneration, as set out in section 6 of this report, to the comments and views of the Overview and Scrutiny Committee, arising from the Committee's meeting on 10 March 2016, and;
- 2.3 Agrees that work is undertaken to develop the Council's rail strategy, and;
- 2.4 Agrees that this report be forwarded to the Sustainable Development Select Committee.

3 Policy Context

- 3.1 The Local Implementation Plan (LIP) sets out Lewisham's policy objectives for transport and has been developed within the framework provided by the Mayor's Transport Strategy.
- 3.2 The LIP reflects local policies and priorities and is therefore aligned with the Council's Corporate Priorities and, as a major policy document, the LIP supports all six priorities of the Sustainable Community Strategy.
- 3.3 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 wider transport 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.
- 3.4 In January 2016, TfL and DfT launched a [joint prospectus](#) which outlines "A new approach to rail passenger services in London and the south east", and is seen to pave the way for a wider roll-out of London Overground services.

- 3.5 In March 2016, the National Infrastructure Commission published two reports on the strategic case for additional large scale transport in London and the south east: Transport for a World City and Review of the Case for Large Scale Transport Investment in London.

4 Background

Bakerloo Line Extension

- 4.1 Since the inclusion of the Bakerloo Line Extension within the London Mayor's Transport Strategy, the Council has been tracking the options and potential of the proposals to extend the Bakerloo Line.
- 4.2 During Autumn 2014, TfL held a public consultation on the Bakerloo Line Extension, extending the Bakerloo line from Elephant & Castle station through Southwark towards Lewisham, Bromley and Hayes
- 4.3 LB Lewisham appointed experts in rail infrastructure and development planning to work on the Council's formal response. The response was also informed by the Sustainable Development Select Committee and the Overview and Scrutiny Committee in December 2014, before being approved by Mayor & Cabinet on 14 January 2015.
- 4.4 Since then the Council has been in regular discussions with TfL and the GLA to lobby for the extension throughout the borough, to avoid the route terminating at Old Kent Road, and to promote options for improving Lewisham Station.
- 4.5 In December 2015, TfL announced an extension to Lewisham as a preferred route and committed funds to developing the detailed technical work needed to build a business case for funding.
- 4.6 The Council continues to lobby to continue the route through the borough to Hayes and the new Mayor of London's manifesto includes a pledge to "work to secure the proposed Bakerloo Line Extension to Lewisham and beyond".
- 4.7 Beyond Lewisham the route to Hayes remains strong, however there is further work TfL will do with Network Rail to understand the strategic challenges and options as part of the Kent Route Study. Network Rail has commenced the Kent Route Study and will publish a draft of the study for consultation in summer 2016. The work should confirm if an extension beyond Lewisham remains a strong long-term option to address challenges on the rail network, and the Council is working with TfL to ensure adequate safeguards are in place for a future extension. In the shorter term, there is the emerging option of Overground services which would not preclude a future Bakerloo Line Extension.

London Overground

- 4.8 Following the success of the London Overground services on the East London Line, LB Lewisham has lobbied for further devolution of suburban rail routes into London to improve services and fully integrate journey planning and ticketing systems.
- 4.9 The Council has played a key role in the recent Centre for London campaign "Turning South London Orange" which lobbies for the extension of London Overground services across the wider south and south-eastern rail network.

- 4.10 In January 2016, the Centre for London published the report on Turning South London Orange, which seeks to reform suburban rail to support London's next wave of growth. The report describes the increased demand required of the suburban rail network to become, in the words of Isabel Deding, a "second Underground."
- 4.11 The report suggests that an ambitious package of upgrades could deliver an orange-standard, high-frequency service in south London, including: improved signalling and train management systems; track layout amendments including flying junctions; improved rolling stock; and better platform management.
- 4.12 The report does not fully detail the required projects and risks, but does highlight some specific opportunities for Lewisham, including:
- additional services on the Hayes Line creating a 10 minute Overground service
 - additional services between Lewisham and Victoria
 - a new interchange at Brockley Station between the East London Line and services between Lewisham and Victoria
- 4.13 At the same time, TfL and DfT launched a joint prospectus which responds to such demands from Boroughs. The prospectus outlines "A new approach to rail passenger services in London and the south east", and is seen to pave the way for a wider roll-out of London Overground services.
- 4.14 It is envisaged that new Overground routes will be planned as part of the re-franchising of existing routes and services. The first opportunity is therefore likely to be with the re-franchising of the South-eastern network in 2018.
- Thameslink
- 4.15 In 2012, the Department for Transport undertook to let a combined Thameslink franchise, encompassing services operated through the previous Thameslink, Southern and Great Northern franchises. Lewisham worked with both regional and local partners to respond to the consultation, making the best possible case for improving the services and stations affected by the changes, most notably the Catford Loop Line.
- 4.16 The 7-year Thameslink franchise was awarded to Govia from September 2014 and since then Govia have taken on the services operated by First Capital Connect, the shared services between FCC and South Eastern (including the Catford Loop services) and the services currently operated by Southern (including Gatwick Express branded services).
- 4.17 The Catford Loop line will benefit from the introduction of new 8-car Siemens Class 700 trains between 2016 and 2018. However, the service level on this route remains poor, with two trains per hour in the off peak. This is a particular disappointment as frequency enhancements were arguably the single most significant improvement sought by the Council and local stakeholders.
- 4.18 With the relatively recent franchise agreement in place, it is not expected to be able to secure significant improvements in services until the end of the current franchise, and a consideration of Overground services, in 2021.

DLR

- 4.19 During 2013 the Council worked with TfL to consider the feasibility of extending the DLR to Bromley. The study concluded that the justification of a DLR proposal faces some significant difficulties. The assessment of the business case demonstrates that the benefits are unlikely to exceed the costs of the scheme, while the value associated with the DLR proposal is unlikely to enable the magnitude of development needed to help fund the proposals. Therefore there are no current proposals to extend the DLR in Lewisham.

5 Overview and Scrutiny Committee Recommendations

- 5.1 The Committee believes that further engagement with the public and key stakeholders will be necessary to develop future proposals and plans for improving the rail network in order to best serve the interests of south east London in the face of the huge and growing demands on the current south east London rail infrastructure.
- 5.2 The Committee recommends that Mayor and Cabinet engage with officers to advance a proactive corporate approach to the future of south London's rail services and that this should give particular consideration to the issues identified in *Turning South London Orange* and other key strategic documents such as those reported by National Infrastructure Commission.
- 5.3 The Committee recommends that the Council should develop plans to address those key points raised with the Committee by the Centre for London, which include:
- a clear statement of the needs and priorities of the Lewisham area
 - the feasibility of items identified in the *Turning South London Orange* report and in TfLs proposals
 - consultation by the rail industry with stakeholders and identification of all relevant projects
 - the optimal time window for project delivery needs to be identified and progressed
 - consideration of the options for establishing a joint programme to implant the Lewisham area as a strategic planning priority for future south central and south eastern rail investment projects
- 5.4 The Committee also recommends that the Council takes a proactive position on the future of rail services on the Thamelink route (through Catford and Bellingham) and ensures that the running of at least four trains an hour forms part of the negotiations (with TfL or others) for the future franchise of the line beyond 2020.

6 Response to the Overview and Scrutiny Committee

- 6.1 The recommendations of the Overview and Scrutiny Committee are welcomed, and they build on the existing approach to the Councils rail strategy which continues to both influence, and evolve in response to, the many emerging policy developments in 2016 such as :
- Turning South London Orange, including a presentation from Centre for London on their ideas for expansion of the Overground;
 - TfL and DfT's joint prospectus on "A new approach to rail passenger services in London and the south east";

- The National Infrastructure Commissions reports on “Transport for a World City” and “Review of the Case for Large Scale Transport Investment in London”, and;
- The new Mayor of London’s Manifesto.

6.2 The OSC recommendations support the need for a formal piece of work to develop the Council’s rail strategy in response to these developments. A rail study would be beneficial to test the feasibility of recent Overground proposals in greater detail, to understand the rail capacity implications for the next wave of growth in the borough, and to develop further the Council’s rail strategy and infrastructure priorities.

7 Financial Implications

7.1 There are no immediate financial implications arising from this report, although there will be a cost to carrying out the necessary study. Funding for this study is estimated to be in the region of £50k, but the actual cost will be confirmed once the scoping exercise has been concluded. It is anticipated that these costs will be funded from the LIP.

8 Legal Implications

8.1 The Constitution provides that the Executive respond to reports and or recommendations by the Overview and Scrutiny Committee.

9 Crime and Disorder Implications

9.1 There are no direct crime and disorder implications arising from this response.

10 Equalities Implications

10.1 The Council’s Comprehensive Equality Scheme for 2012-16 will provide an overarching framework and focus for the Council’s work on equalities and help ensure compliance with the Equality Act 2010.

10.2 An Equalities Analysis Assessment has been 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.

10.3 There are no direct equalities implications arising from this response, however, an assessment of differential impact on equalities would be required at such time as detailed proposals are considered.

11 Environmental Implications

11.1 There are no direct environmental implications arising from this response.

12 Background Papers and originator

12.1 “A new approach to rail passenger services in London and the south east”, TfL and DfT joint prospectus, January 2016:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/493754/dft-tfl-rail-prospectus.pdf

- 12.2 The future of South London's Suburban Railways, report and presentation on Turning South London Orange considered at the meeting of the Overview and Scrutiny Committee on 10 March 2016:
<http://tinyurl.com/zzj2kjd>
- 12.3 M&C Report, Matter Raised by Overview & Scrutiny Committee – South London Suburban Railways
<http://councilmeetings.lewisham.gov.uk/documents/s42108/04%20OSC%20referral%20100316.pdf>
- 12.4 National Infrastructure Commission report published March 2016, Transport for a World City (<http://tinyurl.com/je87su3>):
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/506633/Transport_for_a_world_city_-_100316.pdf
- 12.5 National Infrastructure Commission report published March 2016, Review of the Case for Large Scale Transport Investment in London (<http://tinyurl.com/je87su3>):
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/506632/Review_of_the_case_for_large_scale_transport_infrastructure_in_London_-_100316.pdf
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