

<b>Report Title</b>	<b>Council Response to TfL's Consultation on the Bakerloo Line Extension</b>		
<b>Key Decision</b>	<b>No</b>		<b>Item No.</b>
<b>Wards</b>	<b>All</b>		
<b>Contributors</b>	<b>Senior Programme Manager – Bakerloo Line Extension</b>		
<b>Class</b>	<b>Part 1</b>	<b>Date: 11 December 2019</b>	

## 1. Purpose

- 1.1 This report presents the Council's proposed response to current TfL public consultation on the Bakerloo Line Extension (BLE).

## 2. Summary

- 2.1 The Council has been working with TfL to develop further plans for the BLE to Lewisham and on to Hayes, in line with its corporate commitment to secure delivery of the scheme. In October 2019, TfL published several new aspects of the scheme for public consultation, closing on 22<sup>nd</sup> December.
- 2.2 Details of interest to LB Lewisham are: the route alignment between Elephant and Castle and Lewisham; the preferred principal worksite at New Cross Gate; use of the Wearside Road Council Depot during construction and for train stabling and a tunnel portal once operational; and an extension of the proposed scheme beyond Lewisham to Hayes and Beckenham Junction.
- 2.3 Responses to the consultation will inform the definition of TfL's 'Single Preferred Option' for the scheme, anticipated to be released in summer 2020. This will form the basis to proceed with the Transport and Works Act Order process.
- 2.4 The Council's response details our in-principle support for all of TfL's recommendations, subject to consultation on further details as the scheme progresses.
- 2.5 The response furthermore calls for the extension beyond Lewisham to Hayes and Beckenham Junction to be delivered as part of the core scheme. The Council believes there to be significant cost and operational synergies of delivering the Hayes extension together with the core scheme to Lewisham and the proposed upgrade of the exiting line. This would also support plans for new homes, jobs and regeneration in the south of the borough.
- 2.6 The response outlines the early findings of the Local Economic Impact Assessment commissioned by the Council together with LB Southwark. This identified £2.6bn of economic benefits to the Lewisham economy, £1.7bn of which is on the BLE corridor between Ladywell and Lower Sydenham. This includes employment in construction (of the line and associated additional homes), additional consumer spending by new residents, and jobs at new employment sites along the route.

### **3. Recommendations**

- 3.1 The Mayor and Cabinet are recommended to give their approval to the Council's proposed consultation response.

### **4. Policy Context and Background**

- 4.1 Council support for BLE is embedded in the Corporate Strategy, Transport Strategy and Local Implementation Plan (LIP). In regard to the Council's Corporate Strategy 2018-22, the BLE would help deliver all priorities. It will make a particularly strong contribution to: tackling the housing crisis; building an inclusive local economy; and making Lewisham greener.
- 4.2 The Council's support for the extension of the Bakerloo Line to Lewisham is also recognised in its Core Strategy (CS) (at paragraph 7.144) which promotes growth in the borough's Regeneration and Growth Areas. The CS states that the Council will work with TfL and others to ensure the delivery of necessary transport infrastructure to support the planned levels of growth and maximise regeneration opportunities. The Council's continued support for the BLE is also reflected in its Direction of Travel Document: Accommodating the Bakerloo Line Extension (2017) published as part of the collection of evidence in support of the emerging Local Plan.
- 4.3 In addition to the wider support for the BLE, it is intended that the new Local Plan will have a strong focus on housing and employment growth along the proposed BLE route between New Cross and Lower Sydenham.

### **5. Key consultation response points**

- 5.1 The report details the Council's position in relation to the following consultation questions: 1) Overall comments 4) Proposed route between Elephant & Castle and Lewisham 5a) Proposal for a primary tunnelling worksite at New Cross Gate 6) Proposals for use of Wearside Council Services Depot 9) Proposals for an extension beyond Lewisham to Hayes and Beckenham Junction.

#### ***Overall comments***

- 5.2 The Council is strongly supportive of the BLE scheme to Lewisham and Hayes. As identified in the early findings of the Local Economic Impact Assessment, in relation to the BLE, the route would transform connectivity within our borough, enable delivery of an estimated 7,183 additional homes and have an economic impact over 10 years of approximately £2.6 billion.
- 5.3 The Council believes there is a robust case for the extension to Hayes to be delivered as part of the core scheme to achieve cost synergies and enable earlier realisation of these benefits.

#### ***Proposed route between Elephant & Castle and Lewisham***

- 5.4 The Council is fully supportive of the route alignment through the borough, including the principle of the proposed station location at New Cross Gate and Lewisham,

ventilation shaft on Lewisham Way, and tunnel portal at the Wearside Council Depot. Early engagement will be required on the details of above-ground structures to ensure that these are sympathetic to the local urban realm and minimise impacts on residents and businesses.

- 5.5 The BLE's arrival at Lewisham Station will need to be closely coordinated with Network Rail to ensure delivery of a high-quality interchange station and to mitigate space constraints for construction.

***Proposal for a primary tunnelling worksite at New Cross Gate***

- 5.6 On balance, the Council supports the proposal to use the New Cross Gate/Hatcham Works site as the principal project worksite. The Council understands the site to be fundamental to delivering the scheme beyond Lewisham to Hayes.

- 5.7 It is acknowledged that this will impact upon those employed on the site and on local shopping patterns during the construction period. However, this has to be balanced against:

- The benefits that the site brings in terms of reduced duration of construction and tunnel length and cost.
- The strategic benefit of the site in terms of facilitating a future extension of the line beyond Lewisham to Hayes.
- The environmental and amenity impacts of alternative sites identified by TfL at Catford and Hither Green.

- 5.8 The Council has, on the basis of the information provided, significant reservations about alternative sites at St Dunstan's Fields in Catford and Hither Green Rail Triangle in terms of their impact on the environment and the amenity of local residents. By increasing the tunnel length and construction duration, these options would increase the cost of delivering the core BLE to Lewisham. Both options would also negatively impact on the feasibility of delivering the line to Ladywell, Catford and Lower Sydenham station, putting delivery of approximately 4,500 new homes at risk.

***Proposals for use of Wearside Council Services Depot***

- 5.9 The Council accepts the use of its Wearside Services Depot during construction, alongside the principle of being used for train stabling and a tunnel portal once the line is operational.

- 5.10 The Council would expect this stabling to be sited below ground. It would also request that TfL works with officers to explore the future uses that can be accommodated on the site above ground to ensure the continued delivery of the Council's statutory and other services based at the site.

***Proposals for an extension beyond Lewisham to Hayes and Beckenham Junction.***

- 5.11 The Council supports the extension of the line beyond Lewisham to Beckenham Junction and Hayes, which would see an uplift of up to 400% in the number of trains

through Ladywell, Catford Bridge and Lower Sydenham stations. The Council urges TfL to ensure that the Hayes extension is incorporated into the core scheme for the project, to support regeneration along the corridor and the delivery of new homes.

- 5.12 We would urge TfL to engage early with the Council to plan the process of converting the line to ensure that the upgraded stations at Ladywell, Catford Bridge and Lower Sydenham continue to serve key existing user groups and support future plans for regeneration and growth.

## **6. Draft Timescale**

6.1 The Council's response is due for submission by 22<sup>nd</sup> December 2019.

6.2 Key upcoming milestones for the BLE programme include:

- Summer 2020 – Confirmation of TfL's Single Preferred Option
- Late 2020 – Submission of Transport and Works Act Order
- 2023 – Construction commences
- 2029-2030 – Line opens

## **7. Financial Implications**

7.1 This report recommends that Mayor and Cabinet give their approval to the Council's proposed response to TfL's consultation on the Bakerloo Line extension. As such, there are no direct financial implications arising from this recommendation. There would, however, be financial implications arising from the delivery of the Bakerloo Line extension itself.

7.2 In particular, if the Council is unable to continue running services from Wearside depot, either temporarily or permanently, this could have a significant financial impact upon the Council. It will be important for the Council to ensure that appropriate arrangements are put in place to be able to continue to deliver the statutory and other services currently being delivered from Wearside depot, and that they are affordable and represent value for money.

## **8. Legal implications**

8.1 There are no direct legal implications arising from the recommendations of this report

## **9. Crime and Disorder Implications**

9.1 There are no direct crime and disorder implications arising from the recommendations of this report.

## **10. Equalities Implications**

10.1 The Council's Comprehensive Equality Scheme for 2016-20 provides an

overarching framework and focus for the Council's work on equalities and helps ensure compliance with the Equality Act 2010.

- 10.2 The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 10.3 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
  - Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - Foster good relations between people who share a protected characteristic and those who do not.
- 10.4 It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed at 10.4 above.
- 10.5 The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. The Mayor must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.
- 10.6 The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at:  
<https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-codespractice>  
<https://www.equalityhumanrights.com/en/advice-and-guidance/equality-acttechnical-guidance>
- 10.7 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

1. The essential guide to the public sector equality duty
2. Meeting the equality duty in policy and decision-making
3. Engagement and the equality duty: A guide for public authorities
4. Objectives and the equality duty. A guide for public authorities
5. Equality Information and the Equality Duty: A Guide for Public Authorities

10.8 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <https://www.equalityhumanrights.com/en/advice-and-guidance/public-sectorequality-duty-guidance#>

10.9 The BLE proposals would support the Council's equality objectives through the provision of two new stations with step free access in the borough and the upgrade of three further stations to be fully step-free.

10.10 The extension of the line beyond Lewisham to Catford and Lower Sydenham will provide increased access to opportunities to residents in areas of high deprivation, supporting efforts to narrow the gap in outcomes.

## 11. Environmental Implications

11.1 There are no direct environmental implications arising from the recommendations of this report.

### Background documents and originator

Short Title Document	Web Link	Date	File Location	File Reference	Contact Officer	Exempt
Council Response		2019	Laurence House	Regeneration	Stuart Clapham	No

If you have any queries on this report, please contact Stuart Clapham, Senior Programme Manager – Bakerloo Line Extension, Area B, 5<sup>th</sup> Floor, Laurence House, Catford SE6 4RU. Telephone 0208 314 3319