

Sustainable Development Select Committee		
Title	Bakerloo line extension update	
Contributor	Head of Planning	Item 7
Class	Part 1 (open)	20 July 2017

1. Purpose

- 1.1 This report is intended to update Members on the progress with the work to extend the Bakerloo Line and the workstreams that are being progressed to support the proposed extension. The Bakerloo line extension is intended to serve existing stations at New Cross Gate and Lewisham as a first phase. The Mayor of London has proposed in his draft Transport Strategy to look at the feasibility of a phase 2 extension beyond Lewisham station to serve Hayes in 2018.

2. Recommendations

- 2.1 The Select Committee is asked to note the content of this information report and direct any questions to officers.

3. Background

- 3.1 Consultation on the extension of the Bakerloo line to Lewisham Station was undertaken by TfL in the early part of 2017. The Council sent a holding response to that consultation which took into account feedback from SDSC. Since that holding response was submitted, Officers have been progressing various workstreams to support the proposed extension.
- 3.2 The Council is in a growth partnership with the GLA, TfL and LB Southwark, dealing with regeneration, transport and planning matters along the Bakerloo Line Extension corridor. Senior Officers from each organisation meet at the quarterly Old Kent Road, New Cross and Lewisham Board and other Officers meet on a regular basis with Officers from the GLA and TfL as part of a working group.

4. Progress update

Lewisham

4.2 Lewisham Interchange Study

- 4.3 Officers are working with the GLA, Network Rail and TfL on a detailed study into Lewisham Station and the implications of introducing an interchange between the BLE, DLR and National Rail services. The principles of the study are to:

- Connect the site to open space
- Integrate with nature
- Engage with the river wherever possible
- Make the interchange visible
- Make sustainable travel connections and promote cycling and walking
- Unlock connections
- Stitch neighbourhoods together
- Create an intuitive passenger experience
- Increase capacity and safety
- Create a holistic interchange

4.4 The study is jointly funded by LBL, Network Rail and TfL and is intended to shape some shorter term capacity enhancements that Network Rail intend to undertake so that they work with the long terms aspirations for Lewisham as an interchange.

4.5 Lewisham Tall Buildings Study

4.6 This study seeks to look at the approach to Tall Buildings within Lewisham Town Centre as an update to the existing tall building study which is an evidence base document that has underpinned current policy. The approach to the study was presented to the Strategic Planning Committee in 2016 and following that feedback officers have been progressing work with a view to having a draft available by the end of summer 2017.

4.7 The objective of the study is to provide a methodology for determining the appropriate scale and location of tall buildings within the town centre. It proposes to set out a robust methodology and rationale for analysing the suitability of individual sites within the town centre for tall buildings. It is intended that this will set the context for the preparation of a tall buildings strategy for the rest of the Borough.

New Cross Gate

4.9 Officers are currently working with the GLA and TfL on two pieces of work to understand the impact of the BLE on New Cross and the wider area and to undertake a detailed study on the creation of a station interchange. As such officers are currently finalising the brief for:

- i. A masterplan for an area of approximately 1km radius around New Cross Gate station
- ii. A detailed Station Interchange Study for New Cross Gate Station and its surrounds

4.10 The project is envisaged as a parallel process, investigating the implication of the proposed BLE at various scales. This is proposed to inform an implementation plan that details individual projects, sites and interventions contained within the study, and identifies potential timeframes, partners and funding opportunities.

4.11 New Cross Gate Masterplan

4.12 The masterplan will cover an area of approximately 1km radius around New Cross Gate station and will look at the opportunities the proposed BLE offers to New Cross as a place whilst looking to protect its existing character. These will include:

- Exploring future development opportunities
- Identifying opportunities for improvements to the A2 Old Kent Road- Deptford corridor, including upgrades to strategic links
- Securing environmental improvements by enhancing the public realm and mitigating the impacts of traffic – this may require the input of specialist transport engineers
- Understanding the local economy with a view to consolidating and improving employment opportunities in future development scenarios- particular focus should be placed on the role of the creative industries in New Cross, and links to Goldsmiths University of London and Deptford
- Improving the retail offer
- Looking into the mix of residential, employment, retail and social infrastructure – quantity, location and typology.
- Facilitating the growth of key assets within the area including Goldsmiths University, Lewisham College and the creative industries. Above all, the urban design framework should explore the benefits that the BLE can provide for existing and future residents.

4.13 The study will be jointly funded by LBL, Network Rail and TfL.

4.14 New Cross Gate Station Interchange Study

4.15 Officers are working with the GLA and TfL on a detailed study into New Cross Gate Station and the implications of introducing an interchange between the BLE, London Overground and National Rail services. This study will be funded by TfL and seeks to:

- Consider how a Bakerloo Line Station at the New Cross Sainsbury's site (TfL's chosen option) and at the Goodwood Road site (one of TfL's dismissed options) can create a high quality public transport interchange, focusing its area of study on LB Lewisham Core Strategy 2011 strategic site allocations SA5 (Goodwood Road site) and SA6 (Sainsbury's Site) and their immediate surrounds
- Identify opportunities to significantly improve the quality of the public realm and the environment of New Cross Road in the short, medium and long term
- Explore the capacity and nature of development on both of these sites, with a view to informing future development briefs.

4.16 These studies are expected to inform whether or not Sainsburys and the other existing commercial operators can remain in operation during the construction of the station and whether or not, Route 1, which is a priority east-west link, can be linked up across the Sainsburys site between Hatcham Park Road to the

west and Goodwood Road in the east which was established in the North Lewisham Links Strategy (December 2012).

4.17 Information still awaited from TfL in regard to New Cross Gate

- 4.18 Some of the details officers originally sought from TfL when the BLE consultation commenced will be resolved within the above studies. However officers are still awaiting information on the following, which is needed to progress these studies:
- Further detail regarding how any construction impacts associated with the BLE will be minimised and mitigated
 - Confirmation that the construction and operation of any proposed BLE Underground station and associated rail lines has adequate consideration for minimising and mitigating any potential nuisance.
 - Further information on the intermediate shafts and head-houses, even at the early stages of design,
 - Clarification on indicative future operational requirements including the requirement for ventilation shafts and whether these are/can be centralised in 1 location or decentralised across many. Information around predicted life spans of the Underground station box and any associated over station development

4.19 A2 Corridor

- 4.20 A third piece of work is being undertaken is on the A2 Corridor. This study is being undertaken by TfL with the involvement of Lewisham officers. The study area stretches from the borough boundary with Southwark to Deptford High Street. It will focus on the roadway in New Cross and New Cross Gate with more detailed studies on those parts of the route with a higher level assessment of the remainder. TfL are currently collating baseline data and expect to have produced this by the beginning of September 2017 with a view to completing the work by the beginning of November 2017.

4.21 Shaft Sites - Wearside Service Centre

- 4.22 TfL have advised officers that the ventilation shaft that is required on this site will measure 5m x 5m and will be two storeys high. However, officers are yet to be advised of any details on the proposed overrun tunnels and portals. There are several issues arising for the Council and officers have requested further detailed information relating to:
- the nature of the overrun tunnels/portals and the dimensions of them;
 - whether there can be development over the tunnels;
 - the impact on the operational depot, including essential waste and transport services;
 - the impact of construction traffic on neighbouring residential areas, including a timetable and duration of the works, and;
 - the impact of permanent structures and access on future development and use of the site

4.23 Shaft sites: Ventilation shaft site at Lewisham Way

4.24 Officers have yet to receive any details from TfL as to the exact location, scale or height of the shaft, which are needed to assess its impact.

4.25 Policy Position

4.26 Direction of Travel document

4.27 The Council's existing planning policy position is contained within the development plan which comprises the Core Strategy, Development Management Local Plan, Lewisham Town centre Local Plan and sits alongside the London Plan. These documents promote growth in the designated Regeneration and Growth corridor which covers New Cross/Deptford, Lewisham Town Centre and Catford. However, the policies, whilst noting the need for additional infrastructure, pre-date the proposed BLE. It is therefore intended to prepare a Direction of Travel document in advance of a new local plan to ensure that there is a clear and consistent application of the existing policy position to support the delivery of the Bakerloo line to Lewisham and beyond. A draft is being prepared and will be shared with Members at the committee.

4.28 This document sets out how the Council's existing planning policy framework supports the delivery of the BLE and how growth and development associated with its arrival will be supported, planned for and sustainably delivered for the benefit of the whole Borough.

4.29 It highlights that the existing Core Strategy provides a positive framework for growth and that the spatial strategy contained within it that identifies the broad growth areas is still fit for purpose and underpins the London Plans growth targets and supports the argument for the delivery of the BLE in these areas.

4.30 It confirms that the Council will work with developers, landowners and other partners to deliver new development in the context of the delivery of the BLE and ensure that these enhanced development opportunities are brought forward in a managed and coordinated way. The document will:

- Confirm the borough's established approach to growth and the aspiration to optimise this growth with supporting necessary required infrastructure
- Confirm the Council's aspiration to capture development opportunities associated with the delivery of the BLE
- Set out the Council's commitment to plan for the arrival of the BLE

4.31 Local Plan timetable

4.32 The arrival of the Bakerloo Line Extension and the associated possibilities for growth will be an important element of the spatial strategy contained within LB Lewisham's new Local Plan.

4.33 Lewisham's new Local Plan currently proposes to build on the existing growth strategy contained within the Core Strategy 2011, which identifies a growth

corridor extending from New Cross and Deptford to Catford, as well as planning for the BLE and the possibilities for growth and development in both Phase 1 and 2. Lewisham's new Local Plan will be required to continue to positively deliver a greater number of homes and jobs than the current Core Strategy. A report to SDSC in 29 November 2016 set out the reasons why Lewisham's development plan documents need to be updated and replaced.

- 4.34 The preparation of the Local Plan has slipped against the Council's published timetable. This is, in part, due to the unknown aspects of the significant changes at the national and regional level, the publication of the Housing White Paper and, in part due to progressing other policy work, in particular preparation of the Gypsy and Traveller Site(s) Local Plan. As such, the new Local Plan is currently at the initial stages of development, with Regulation 18 consultation currently scheduled for summer 2018, with a view to adoption in 2020 at the earliest.
- 4.35 Officers will be working to understand the implications of the BLE in partnership with existing local communities, Members, delivery partners and statutory consultees including the Greater London Authority (GLA), LB Greenwich, LB Southwark, and local amenity societies.

4.36 Mayoral CIL

- 4.37 Created by the GLA, this is a charge targeted at developers to help contribute towards strategically important transport infrastructure. In the Mayoral CIL 2 (MCIL2) consultation, the Supporting Document refers to MCIL2 being for Crossrail 2 and other strategic transport projects. MCIL2 is scheduled to be adopted in April 2019. Officers consider the BLE to be a strategic transport project as it will create a cross-London rail link from south-east to north-west. The BLE Phase 1 is also highlighted as critical within the London Infrastructure Plan 2050, and contained within the London Plan, and officers therefore consider it should be considered for funding from the Mayoral CIL. As such officers are preparing a case to the GLA for it to be considered as a strategic transport project.

4.38 Local CIL

- 4.39 Officers are currently in the process of refreshing our Local CIL Charging Schedule to reflect changes in property values and build costs, and will be looking to capture some of the uplift in land value that arise from the BLE, and to help fund essential infrastructure. As part of this officers are drafting amendments to the Regulation 123 list to reflect the works proposed as part of the BLE, and in the interim, have commenced updating the Planning Obligations SPD to help capture infrastructure contributions while the final Local CIL is being adopted.

4.40 Mayor's Draft Transport Strategy

- 4.41 This was published on June 21 Mayor of London and it sets out the Mayor's policies and proposals to reshape transport in London over the next 25 years. It

is a statutory document and it builds on the Mayor's vision for a better London that was outlined in 'A City for All Londoners' and takes forward the approach set out in 'Healthy Streets for London'.

- 4.42 The Accessibility Implementation Plan within the document schedules the Bakerloo Line Extension in the 'Tube improvement programme' which will introduce new trains and reduced overcrowding as well as an extension to the line itself.
- 4.43 Proposal 67 of the document states 'that the Mayor, through TfL and working with Network Rail and the boroughs, will deliver a programme of station capacity improvements to complement line capacity enhancements and to improve the overall public transport journey experience in London.' It notes the extensions of the Bakerloo line to Lewisham and beyond, which will provide extra capacity for 65,000 journeys in the morning and evening peak, as one of those improvements which will unlock developments.

4.44 Other matters

- 4.45 Officers continue to pressure the GLA to commit to the Bakerloo line beyond Lewisham and TfL to explore options for re-zoning Lewisham stations for the benefit of residents.

5. Financial Implications

- 5.1 There are no direct financial implications arising from this report.

6. Legal implications

- 6.1 As this is an information item there are no direct legal implications arising from this report.

7. Crime and disorder implications

- 7.1 There are no crime and disorder implications arising from this report.

8. Equalities implications

- 8.1 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:

- tackle victimisation, harassment and discrimination
- to improve access to services
- to close the gap in outcomes for citizens
- to increase understanding and mutual respect between communities
- to increase participation and engagement

9. Environmental Implications

9.1 There are no direct environmental implications arising from this report.

10. Conclusion

10.1 The Committee is asked to note the content of this report setting out an update on work being undertaken by officers since the submission of the holding response to the BLE consultation in April 2017.

If you have any questions about this report please contact Julia Robins, Majors and Strategic Projects Manager (ext 47116).