

**Board**



**Date:** 15 December 2016

**Item:** Bakerloo Line Extension

---

**This paper will be considered in public**

## **1 Executive Summary**

<b>Decision required</b>	The Board is asked to approve undertaking of the public consultation to progress plans for the extension.
<b>Previous Consideration</b>	Previous updates to the Board on this project have been via the Commissioner's Reports
<b>Sponsoring Director</b>	Contact Officer: Alex Williams, Acting Managing Director - Planning Number: 020 3054 7023 Email: alexwilliams@tfl.gov.uk
<b>Information classification</b>	Public
<b>Summary</b>	
<p>1.1 Following an initial public consultation on a proposed Bakerloo line extension (BLE) in autumn 2014 and a subsequent assessment of possible route options, an extension to Lewisham via the Old Kent Road and New Cross Gate has been identified as the preferred option. A second public consultation is now proposed as the next step towards delivering the BLE. The delivery of this extension was included in the Mayor's manifesto and would support the delivery of significant numbers of new homes and jobs for London.</p> <p>1.2 The consultation exercise would start in early 2017 and run for ten weeks. It would engage with the public and stakeholders on the options for locations of stations and ventilation/intervention shafts including the worksites at each. The consultation will include the relevant local authorities as well as engagement with stakeholders and land owners of sites affected.</p>	

## **2 Recommendation**

**2.1 That the Board approve TfL undertaking a public consultation to progress plans for the Bakerloo Line Extension.**

## **3 Background**

3.1 In autumn 2014, TfL consulted on route and destination options for the extension of the Bakerloo line beyond Elephant and Castle. The consultation demonstrated that overwhelming support exists for the principle of extending the Bakerloo line with 96 per cent of over circa 14,000 responses supporting an extension. In December 2015 the outcome of a comprehensive assessment of the consulted options was published alongside 230 alternative destinations suggested by consultation

respondents.

- 3.2 An extension to Lewisham via Old Kent Road and New Cross Gate was assessed to be the preferred option, as the route would serve the Old Kent Road Opportunity Area and support significant numbers of new homes and jobs for London. This would include new interchanges at New Cross Gate and Lewisham. A route map is attached as Appendix 1.
- 3.3 The extension would support the delivery of up to 25,000 new homes in Southwark and Lewisham by serving Opportunity Areas and regeneration areas along its length. The route to Lewisham can also form part of a wider package of improvements to the transport network to support growth and investment in the Old Kent Road area and across wider south London.
- 3.4 Connections with the Overground, National Rail and DLR at New Cross Gate and Lewisham stations will provide a significant improvement in radial and orbital rail connectivity across the region. The proposed route will have the potential to provide a further extension beyond Lewisham at a later date, should the case exist.
- 3.5 Since selecting the preferred extension option, the London Borough of (LB) Southwark has launched detailed proposals in an Area Action Plan for the Old Kent Road Opportunity Area, detailing how at least 20,000 homes and 5,000 new jobs could be delivered. The Area Action Plan vision is based upon delivery of the BLE and therefore provides important local policy support to our proposal.
- 3.6 The Borough has also consulted on preliminary draft changes to its Community Infrastructure Levy (CIL) charging regime. This includes both increases in CIL across land use types and rezoning of parts of the Borough. For the Old Kent Road Opportunity Area, the Borough is proposing a rezoning which will, for example, increase the CIL payable. The new regime is planned to be adopted in late 2017, subject to its further consultation and examination in public.
- 3.7 A further 5,000 homes could be unlocked in the Old Kent Road to Lewisham part of the route as it runs through the Borough of Lewisham. Work is underway to progress these opportunities, with TfL, GLA, LB Lewisham and LB Southwark working in partnership through the 'Old Kent Road, Lewisham and New Cross Growth Partnership' to ensure the extension benefits can be exploited and that development along its route can contribute towards its cost.
- 3.8 The current proposed completion date for the extension of 2028/29 (a development programme is attached as Appendix 2) matches that of the planned signaling and trains upgrade for the existing Bakerloo line. The existing line upgrade will unlock spare capacity that an extension can utilise, whilst synergies between the two capital projects could deliver efficiencies in areas such as signaling and stock procurement.
- 3.9 The planned extension has a current cost of £3.1bn and a good value for money case with a Benefit Cost Ratio of over 2:1. TfL now plans to develop the proposed route option beginning with this public consultation on details of the proposal.

## **4 Consultation Proposal**

- 4.1 The key purpose for this consultation is to engage with the public and stakeholders on the options for locations of stations and ventilation/intervention shafts including the worksites at each. For some sites, at this stage of planning, this will mean presenting more than one option if there is no clear single preferred option. The consultation will provide the opportunity for responses on each of the following parts of the route:
- (a) Elephant and Castle station – an upgraded ticket hall and platform concourse is required to accommodate extension demand;
  - (b) Old Kent Road 1 station – a new Tube station in the northern area of the Old Kent Road to serve the growth cluster in this part of the Opportunity Area;
  - (c) Old Kent Road 2 station – a new Tube station in the southern area of the Old Kent Road to serve the second growth cluster in the Opportunity Area;
  - (d) New Cross Gate station – a new Tube station providing interchange to the London Overground and National Rail services at the existing station;
  - (e) Lewisham station – a new Tube station providing interchange to the National Rail and DLR services at the existing station;
  - (f) Ventilation and intervention shafts – three shafts are proposed, one between Elephant and Castle and Old Kent Road 1 stations, one between New Cross Gate and Lewisham stations, and one at the line end overrun tunnels beyond Lewisham station;
- 4.2 A 'Background to Consultation' report will set out the basis as to how the location options for stations, shafts and tunnels were assessed and the alternatives which were considered. Options for the tunneled route will be developed following selection of preferred station and shaft sites and will be included in a future consultation.
- 4.3 This consultation will also provide the relevant local authorities with the information they require to work towards ensuring local plan amendments can reflect site specific requirements for the BLE. Doing so will help to provide an extent of safeguarding of the extension's delivery through the planning process to which third party development proposals are subject.
- 4.4 It is proposed that the public consultation be launched in January 2017 and runs for 10 weeks. The key activity prior to the launch is engagement with stakeholders and land owners of sites that might be affected. This would take place in January 2017.

## **5 Legal Implications**

- 5.1 The consultation is non-statutory. An order under the Transport and Works Act 1992 (TWAO) will be required to provide the necessary powers to build the BLE. This will require consultation on the initial details of the route to be carried out prior to submission of the application of any order. It is intended that an application for an order be submitted in 2020 following Board and Mayoral approval. The feedback to the consultation will help TfL to best plan the extension proposals to comply with planning policies and reduce consents risks as far as possible.

5.2 Best practice will be applied from other recent public consultations, such as those undertaken for Crossrail 2 and the London Overground Barking Riverside Extension.

## **6 Financial Implications**

6.1 Funds are included in the Business Plan for the planning and design work to achieve a TWAO submission for the BLE by 2020. The planned consultation costs are included in current TfL Planning budgets. The TWAO submission must be accompanied by a credible funding statement for the construction and operation of the extension, and this is a real challenge for the project.

6.2 There are a number of opportunities available using current mechanisms and approaches that can be developed to provide funding support:

- (a) to get a contribution from the market part of the 25,000 new homes through agreements with boroughs and borough CILs (est. £100m);
- (b) to use the operating surplus from fare box receipts (est. £200m)
- (c) to develop above and around new stations as land owner (from £90m to £600m, with £300m as the mid estimate)

6.3 In addition there are a number of other funding sources that are being explored to help fund this project. This includes:

- (a) to try to retain business rates growth, through the current retention scheme and by lobbying Government for something closer to an Enterprise Zone (£200m).
- (b) to lobby Government to retain part of the stamp duty paid on those homes (from £200m, but more if applied more widely).

6.4 This provisional work indicates circa £1bn could be raised from all of the sources listed above, covering roughly a third of the scheme costs. This is a positive start and we will further develop the approach to maximising funding from all available sources and investigating further potential land value capture options. As is common for infrastructure projects of this size and scale the funding for construction of the BLE will outlined in future revision of the TfL Business Plan.

### **List of appendices to this report:**

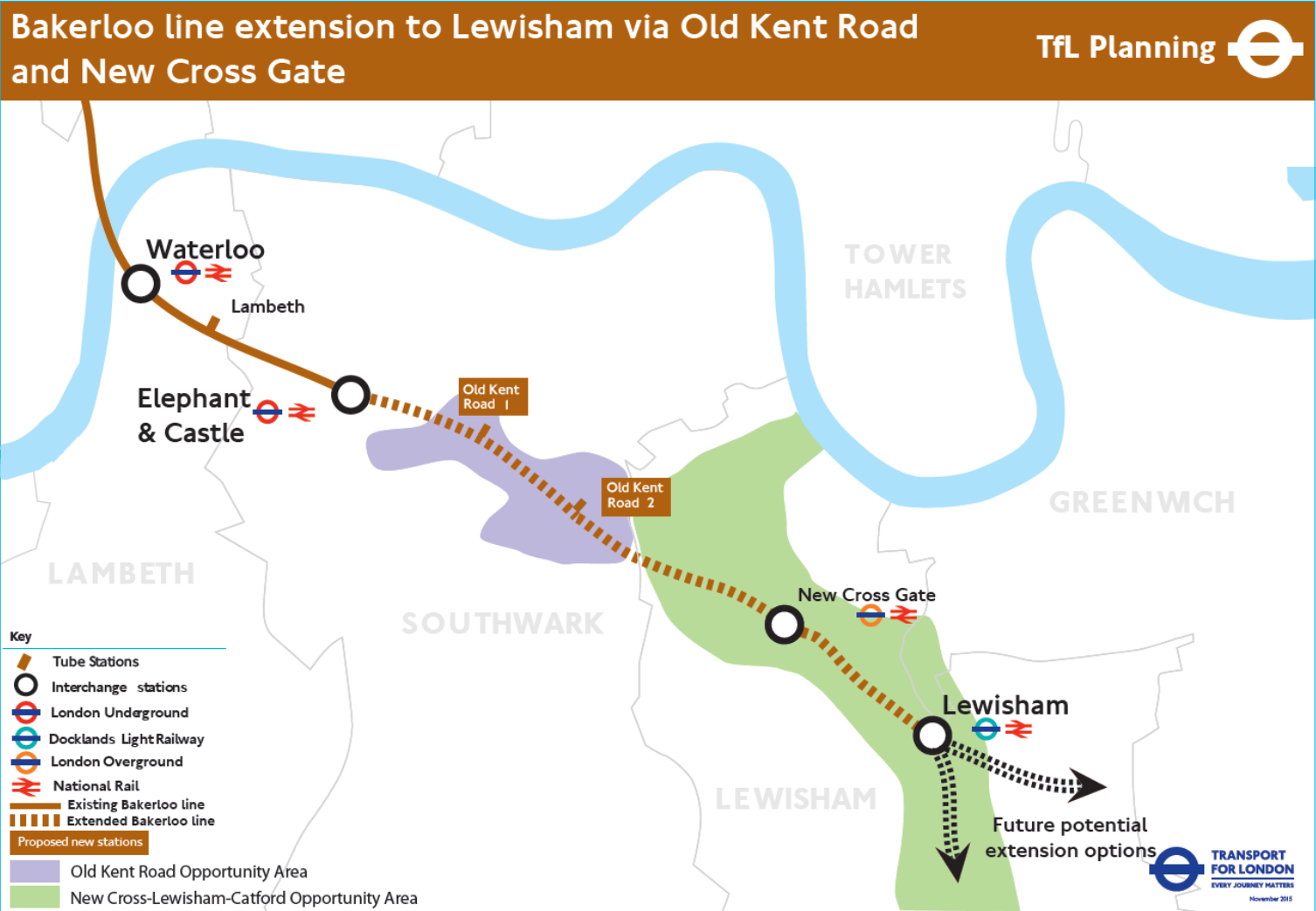
Appendix 1: Route map

Appendix 2: Scheme development programme

### **List of Background Papers:**

None

Appendix 1 – Route Map of Bakerloo line extension



## Appendix 2 – Scheme development programme

<b>Stage</b>	<b>Indicative Dates</b>
<b>Consultation on options along the proposed route</b>	Early 2017
<b>Finalise scheme proposals, further consultations</b>	2017 to 2019
<b>TWAO Submission</b>	2019/20
<b>Detailed design and procurement</b>	2020/21
<b>Construction start</b>	2021/22
<b>Completion</b>	2028/29