

Joint response by London Borough of Southwark and Transport for London

Examination of the New Southwark Plan

Inspectors' Matters, Issues and Questions

Matter 9 – Infrastructure (including transport), viability and implementation including monitoring

Issue 1

IP2 – Transport Infrastructure (P51)

Question 9.3

Taking each in turn, what is the evidence and justification for the strategic transport projects? Are the projects committed and where necessary does the NSP need to safeguard land to enable their implementation?

The Bakerloo Line Extension

1. The Bakerloo line extension (BLE) is promoted by Transport for London. It is a core project in the Publication London Plan and Mayor's Transport Strategy (2018) as well as the New Southwark Plan and current draft Old Kent Road Area Action Plan (December 2020). Three public consultations have been carried out by TfL (in 2014, 2017 and 2019 respectively) to inform the development of the BLE, including the preferred route of the scheme along the Old Kent Road and the proposed station sites in the Old Kent Road AAP area. They have also shown significant and continued public and stakeholder support for the scheme, with the 2019 consultation showing 89 per cent of respondents supported the updated proposals. The strategic benefits of the BLE include:
 - Offering a new direct link into and across central London
 - Providing additional capacity on the Bakerloo Line for at least 6,000 extra journeys in both the morning and evening peak periods
 - Relieving capacity on other lines, notably the congested Jubilee Line and the Northern Line and National Rail and London Overground services
 - Relieving congestion on roads along and in the vicinity of the extension route, reducing CO2 emissions and air pollution
 - Reducing journey times between Lewisham, Old Kent Road and central London
 - Providing an Underground train approximately every two to three minutes between Lewisham and central London
 - Supporting new homes and jobs in south east London
2. Southwark and Lewisham Councils have been actively campaigning and promoting the BLE through the 'Back the Bakerloo' campaign given its importance for the delivery of homes and in the boroughs and connectivity the BLE offers. This infrastructure is essential towards meeting London's future housing need, given the planned delivery of new homes in the Old Kent Road Opportunity Area in Southwark and Lewisham, Catford and New Cross Opportunity Areas in Lewisham. Both councils are working with the Greater London Authority and Transport for London to develop these proposals for the BLE and to make the case to government to ensure the project is delivered. The BLE is critical for the long-term planning for delivering homes in the Old Kent Road, including beyond the draft Old Kent Road Action Plan

Area timeframe. The evidence and justification for the Bakerloo Line extension is set out in the following documents:

- EIP72 – NSP Integrated Impact Assessment
 - EIP130 – Old Kent Road AAP Integrated Impact Assessment
 - EIP136 – Bakerloo Line Extension regeneration opportunities document (Southwark and Lewisham)
 - EIP137a – Bakerloo Line Extension Local Economic Impact Assessment (Hatch Regeneris on behalf of Southwark and Lewisham Councils)
 - EIP137b – Executive Summary Bakerloo Line Extension Local Economic Impact Assessment (Hatch Regeneris on behalf of Southwark and Lewisham Councils)
 - EIP168 – Bakerloo line extension (2014) Consultation report, March 2015
 - EIP169 - Bakerloo line extension Option Assessment Report, December 2015
 - EIP170 - Bakerloo line extension Background to 2017 Consultation, February 2017
 - EIP171 – Bakerloo line extension (2017) Consultation report, July 2017
 - EIP172 – Bakerloo line extension Background to consultation summary report, October 2019
 - EIP173 – Bakerloo line extension (2019) Consultation report, November 2020
 - EIP174 - Old Kent Road Opportunity Area Strategic Transport Study, November 2016
3. The Local Economic Impact Assessment for the Bakerloo Line (EIP137a and b) estimates the benefit to the local economies of Southwark and Lewisham as a result of the project and growth along the strategic corridor would be £8.2billion direct over 10 years. Additionally it would unlock 18,000 homes, 12,000 jobs in construction, 9,400 permanent jobs, 137,000sqm of commercial floorspace and £4 billion in land value uplift, supporting the viability to deliver affordable housing and enhanced community infrastructure.
4. Please also refer to the answer on Question 9.4 regarding the commitment and delivery of the Bakerloo Line extension. Both the NSP and Old Kent Road AAP site allocations policies for Old Kent Road specify that the sites required for the BLE need to include the stations, tunnelling and worksite requirements into the site design and phasing. This policy requirement supports the statutory safeguarding of the route that was recently announced by the Secretary of State for Transport, Grant Shapps on the 3rd December 2020.

The Old Kent Road Healthy High Streets Project

5. The evidence base and justification for this project is included as part of the draft Old Kent Road AAP and wider strategy for the A2 Old Kent Road. The AAP Movement Policy (AAP7) commits to improving the quality of Old Kent Road with bus and cycle facilities, tree planting, safe pedestrian crossing points and wider footways. This is to improve the quality of the environment of Old Kent Road for pedestrians, cyclists and bus passengers and to meet the need for active travel and bus capacity especially ahead of BLE.
6. TfL has secured funding to continue feasibility options for this project. The project will be partly funded by a combination of borough CIL payments, part of the £10 million recently awarded to the Old Kent Road area as part of the Government's Future High Street Fund bid (including the pedestrian and cycle crossing on Old Kent Road which would link both sides of the proposed Surrey Canal Linear Park) and Section 278

highways agreements. Other capital funding will need to be secured to ensure its entire delivery.

7. The commitment to Healthy Streets across London is a key part of London Plan policy and of the Mayor's Transport Strategy. It is included in the TfL Financial Sustainability Plan (published 11 January 2021) (EIP138) at paragraphs 1.5.16 and 1.5.17. The Mayor's *Healthy Streets Approach* will reduce health and economic inequalities and help support an ageing population by providing low-cost, accessible travel options for Londoners and its visitors who are currently reliant on cars – or who cannot get around at all. The Mayor's aim is that, by 2041, all Londoners do at least the 20 minutes of active travel they need to stay healthy each day. Healthy Streets projects are included in Table 8 as long term capital projects in the financial plan.
8. In respect of safeguarding, the design options of the street are still in draft, however key principles are communicated when Southwark and TfL meet landowners to ensure new development fronting the Old Kent Road can accommodate the future Healthy Streets proposals and appropriate funding contributions are secured in planning permissions granted.

Question 9.4

What is the latest situation regarding the timetable and funding for the Bakerloo Line Extension?

1. The Bakerloo line extension remains a priority for Southwark Council, TfL and the Mayor. The timeframe for delivering the Bakerloo line extension (BLE) is under review as a result of the Coronavirus pandemic, however TfL endeavours to deliver the project as soon as possible. TfL continues to develop the BLE in accordance with the TfL Business Plan (Dec 2019) and as set out in the Mayor's Transport Strategy (2018). The TfL Financial Sustainability Plan (published 11 January 2021) (EIP138) Table 8 (page 52) specifies the Bakerloo Line extension as a long term capital project. In line with the preferred policy compliant funding scenario 'Decarbonise by 2030', the Bakerloo Line extension is consistent with this approach as it would be delivered in the later years of the capital plan, in the 2030s (para 2.5.7). Whilst the coronavirus pandemic and resultant loss of fares has impacted TfL's wider finances and introduced uncertainty into the BLE programme, TfL is continuing work on the scheme and the priority is to secure statutory safeguarding of the route and surface sites between Lambeth North and Lewisham.
2. In December 2020, the Secretary of State for Transport, Grant Shapps confirmed that he supported proceeding with the statutory safeguarding of the route of the Bakerloo line extension from Lambeth North to Lewisham. Once safeguarding measures have been made, they would protect the land required for the scheme from being developed in a way that could prejudice the delivery of the extension. Accordingly the safeguarding directions would cover the tunnels from Lambeth North to Lewisham and proposed new stations along the Old Kent Road, at New Cross Gate and Lewisham, as well as key operational infrastructure and construction sites.
3. The project is estimated to cost between £4.7 billion and £7.9 billion (in 2017 prices) to Lewisham and is dependent upon a funding commitment from central Government. Safeguarding would be a clear positive step towards the Government's commitment to the project.

4. The Mayor, TfL, Southwark and Lewisham Council's are committed to exploring additional methods of funding including contributions from Community Infrastructure Levy payments (estimated £350 million), Council Tax (estimated £48 million per annum) and Incremental Business Rates (estimated £68 million per annum).
5. In December 2020, the Secretary of State for Transport agreed to issue Statutory Safeguarding Directions for the BLE by March 2021, and TfL continues to work with the Department for Transport to enable the Secretary of State to make the Directions by this date. TfLs income has been significantly impacted by the Coronavirus pandemic, and as a result are focusing on running a safe and reliable network and meeting maintenance requirements, whilst reviewing the timetable for major enhancement schemes such as the BLE. As set out in the Financial Sustainability Plan, the BLE remains a priority for TfL and the Mayor with an anticipated delivery date in the 2030s. At the current point of design, and subject to confirmation of funding it would take approximately 3 years to submit a Transport and Works Act Order, and then a further 2-3 years to start construction with an estimated 7-8 years of construction prior to opening.

Question 9.5

Does the NSP provide sufficient detail about the proposed Bakerloo Line Extension and the phasing of proposed development in the Old Kent Road Opportunity Area to guide planning applications and the emerging Old Kent Road Area Action Plan?

1. Yes, in the view of TfL and Southwark Council, the NSP provides sufficient detail of the BLE including the identified station sites. Both the NSP and the Old Kent Road AAP are important to secure the delivery of the BLE and managing development that may prejudice its delivery as well as pending its delivery. The triggers for the different phases of development (at the stage of the letting of construction contract) are clearly set out in the NSP Old Kent Road Area Vision and the AAP Policy AAP2. As the status of planning applications change, it is important that TfL and the council keep the phasing situation under constant review. However both plans set the principles and the proposed phasing split between pre and post BLE commitment, to give sufficient detail and certainty to future development. However it is noted that the timelines are subject to review given the delays caused by COVID-19.