

Programmes and Investment Committee

Date: 13 October 2021

Item: London Underground Major Projects Stations Programme

This paper will be considered in public

1 Summary

| LU Major Stations Programme | | | | |
|------------------------------------|----------------------------|--|--------------------------------|---------------------------------------|
| Existing Financial Authority | Estimated Final Cost (EFC) | Existing Programme and Project Authority | Additional Authority Requested | Total Programme and Project Authority |
| £2,256.4m | £2,4321.8m | £2,272.7m | £54.7m | £2,327.4m |

- 1.1 This paper provides an update on the progress of the London Underground (LU) Major Projects Stations Programme noting adjustments to the Programme and Project Authorities (including reductions) and requests additional Authority to progress the Elephant and Castle station capacity upgrade resulting in a net increase in Programme and Project Authority of £54.7m.
- 1.2 A paper is included in Part 2 of the agenda, which contains exempt supplementary information. The information is exempt by virtue of paragraph 3 of Schedule 12A of the Local Government Act 1972 in that it contains information relating to the business affairs of TfL. Any discussion of that exempt information must take place after the press and public have been excluded from this meeting.

2 Recommendations

- 2.1 **The Chair, following consultation with the Committee, is asked to note the paper and the supplementary paper on Part 2 of the agenda and approve additional Programme and Project Authority of £54.7m.**

3 Background

- 3.1 In the Mayor's Transport Strategy, the Mayor states his intent to improve the transport system to ensure a world-class experience. The LU Major Projects Stations Programme was been established to deliver increased capacity in line with long term growth to ensure that operational resilience is maintained at key interchange stations; safeguard access to and benefits from upgraded lines; and to support local area regeneration, housing and job creation.

3.2 The projects contained within the Programme are at various stages of the delivery lifecycle, with a number that have been successfully completed under budget, including Victoria, Tottenham Court Road, Bank (Bloomberg entrance) and Bond Street. These projects have transformed key, complex major stations, improving safety, ingress and egress times, capacity, operation, ambience and step free access.

4 Strategic Case

- 4.1 Without sufficient capacity, stations can become bottlenecks, reducing the ability of the network to run smoothly, and result in unplanned station closures or extensive operational control measures to ensure the safety of our staff and customers. In turn, this can compromise and delay the benefits of other programmes, such as from line upgrades, new lines and extensions.
- 4.2 In addition to capacity, the LU Major Projects Stations Programme enables improvements to be made to station safety, accessibility, easing interchange, with inclusive designs providing lifts and step-free access (SFA). Where appropriate, the Programme also enables commercial opportunities including over-station developments (OSD), retail and other increased revenue. The nature of these projects often present an opportunity for significant third-party funding, as is the case with Elephant and Castle.
- 4.3 The planning, design and delivery of the individual projects in the LU Major Projects Stations Programme take many years and often spans multiple business plans. These projects can have significant third-party interface implications including complex planning permissions, developer agreements and external funding sources.
- 4.4 Our current strategy reflects the realities of constrained funding and the uncertainty of future demand. Therefore, the programme is currently focused on completing committed schemes and taking forward schemes that can be funded by third parties.
- 4.5 The individual projects in the LU Major Projects Stations Programme contribute to wider TfL objectives listed in the table below. Each project has an approved business case that demonstrates benefits, which contributes to these objectives and quantified value.

| Major Projects Station Objectives |
|---|
| Increase Capacity |
| Reduce Journey Times and congestion |
| Improving the quality of access, interchange and ambience |
| Improving emergency fire and evacuation protection measures |
| Step-Free Access |

- 4.6 Beyond the projects already delivered within the programme, the current programme is comprised of the projects in the table below, most notably Bank and Elephant and Castle. An update on the progress of these projects is described in Section 6. Project progress photos are shown in Appendix 1.

| Major Projects Stations include: |
|---|
| Northern Line Closure Readiness (NLCR) – 2021 |
| Bank Station Capacity Upgrade (BSCU) – to be completed in 2022 |
| Victoria Station Upgrade and Projects - to be completed 2022 |
| Elephant and Castle Station Capacity Upgrade (ECSCU) – to be completed in 2029, subject to future funding |
| High Speed 2 – Euston Station (HS2) |
| Camden Town Station Capacity Upgrade (CTSCU) – subject to future funding |
| Holborn Station Capacity Upgrade (HSCU) – subject to future funding |

5 Progress

- 5.1 This section summarises progress made since the last update to the Committee in October 2020.

Bank Station Capacity Upgrade

- 5.2 The project remains on track to meet the target completion date of October 2022. The construction has reached key milestones including the completion of the new track in the new southbound running tunnel of the Northern line through the station, as well as cabling and power.
- 5.3 The new station interior finishes are progressing well as well as the installation of lifts, escalators and moving walkways (see Appendix 1).
- 5.4 The planned closure of the Northern line (Bank branch) between Moorgate and Kennington is due to commence on 17 January 2022 for a duration of 17 weeks until 15 May 2022. The closure is required to tie in the new southbound running through the upgraded station to the existing Northern line running tunnel, after which trains will start using it with a new wider southbound platform and spacious central concourse.

Northern Line Closure Readiness

- 5.5 To support the major closure of the Northern line in 2022 as part of the BSCU project, several pan TfL initiatives are required to successfully re-route, re-time and re-mode customers to minimise the customer disruption, through an extensive Travel Demand Management campaign as undertaken ahead of the London 2012 Olympics and Paralympics. To support this, a separate programme management function has been setup within the Major Stations Programme to deliver a comprehensive plan for our customers to continue to make journeys with the least amount of inconvenience as possible. After our

initial communications in July 2020 about the closure, further details and specific advice for our customers will be communicated later this year in the run up to the line closing from 17 January 2022.

Elephant and Castle Station Capacity Upgrade

- 5.6 Elephant and Castle station is a Zone 1/2 boundary station and comprises of services to the Northern line and the Bakerloo line. Each line has a separate ticket hall at street level and interchange within the station.
- 5.7 Elephant and Castle has been identified as one of 32 Opportunity Areas in the Mayor's Transport Strategy, with thousands of new homes either implemented or planned for the area. The Elephant and Castle Station Capacity Upgrade (ECSCU) project has been designed to support this wider development.
- 5.8 ECSCU is a congestion relief and Step-Free Access (SFA) scheme currently at Concept Design stage. It will deliver a new entrance with both escalators and lifts to reach new passenger connections to the Northern line.
- 5.9 In July 2019, safeguarding for a future integrated station at Elephant and Castle was progressed enabling the Bakerloo Line Upgrade & Extension (BLUE) project to connect to the new ticket hall in the future. The ECSCU design has been updated to enable this.
- 5.10 The scheme includes a new station box to be built by a third-party developer (Delancey) in fulfilment of its planning obligations. TfL will have responsibility for the construction of new underground tunnel connections using third party funding and for fit out of the new station entrance, which will be subject to future funding as explained below.
- 5.11 TfL's financial position has changed as a result of the coronavirus pandemic and TfL cannot currently commit to provide its intended share of funding for the completion of the proposed ECSCU scheme. This means that the full scheme is currently undeliverable as originally envisaged.
- 5.12 Rather than impede the implementation of the development which will provide significant regeneration benefits to London, it has been agreed with London Borough of Southwark and the GLA to use only existing third party funding to deliver a core scope of works which includes the new station box, enabling works and connecting tunnels.
- 5.13 This proposal defers the station-fit out and station opening until TfL can commit its share of the funding in the future, but crucially enables the development, with new homes, education, office and leisure to proceed.
- 5.14 Agreeing this approach has enabled negotiations to progress on a Development Agreement (DA) and associated documentation with Delancey. Through the provisions in the DA, Delancey will deliver the new station box for TfL for a fixed price. TfL will then deliver the connecting tunnels and passageways from the station box to the Northern line.

- 5.15 The DA underpins the coordination required to facilitate the parties' respective works.
- 5.16 TfL and the developer are in the process of finalising the terms of the DA and associated documentation; the project is subject to authority to enable TfL to enter into a Development Agreement for this scheme, as detailed in Part 2 and the separate item on the agenda relating to Elephant and Castle.

Holborn and Camden Station Capacity Upgrades

- 5.17 Both schemes are currently on hold as TfL are reliant on steady and sustained investment from the Government to support major capital investments. In the longer term TfL will be making the case to Government for confirmed capital support to enable critical infrastructure projects, including Holborn and Camden Town Station Capacity Upgrades.
- 5.18 TfL has safeguarded the Camden scheme by purchasing land. TfL will continue to explore alternative methods to deliver the project benefits, by engaging with potential development partners to support plans for improving Camden Town station.

6 Assurance

- 6.1 A TfL Project Assurance (PA) and Independent Investment Programme Advisory Group (IIPAG) Assurance Review of the Programme was held in August 2021. Three recommendations were made and are being addressed as detailed in the management response. In addition, project-level Assurance Reviews were carried out on a number of projects within the Programme as set out in the Programme's Integrated Assurance Plan.
- 6.2 The Integrated Assurance Plan for the Programme has been agreed with TfL Project Assurance and this plan details the project-level reviews that will take place over the course of the next year.

List of appendices to this paper:

- Appendix 1: Project Progress Photos (BSCU)
- Appendix 2: Project Design Images (ECSCU)
- Appendix 3: Stations Projects Delivered into Customer Service

A paper containing exempt supplemental information is included on Part 2 of the agenda.

List of background papers:

- Independent Investment Advisory Group (IIPAG) Report
- TfL Project Assurance Report
- Management response to IIPAG and TfL Project Assurance reports

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