Bakerloo line extension
Elephant & Castle Station Summary Report
October 2019
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I Purpose of Elephant and Castle station proposal summary report

1.1.1 The purpose of this report is to set out how we have arrived at our proposal for a new Elephant & Castle station location for the Bakerloo line, including a combined station entrance and ticket hall for the Northern and Bakerloo lines as part of our plans to extend the Bakerloo line. We have also produced factsheets on the proposal and on the proposed tunnelled route in the area (see further below how you can access these).

1.1.2 We are currently consulting on the proposal for the new location and entrance to the Bakerloo line station which we are proposing to be integrated into the planned new Northern line ticket hall. The new Northern line ticket hall we are designing will therefore deliver a new station entrance and ticket hall capable of serving the Bakerloo line extension.

1.2 To find out more

1.2.1 Visit tfl.gov.uk/bakerloo-extension where you can view and download a range of factsheets, maps, and other information about the scheme.

1.2.2 Alternatively, come along to one of our exhibitions where you will have the opportunity to view our proposals and speak to members of the Bakerloo line extension team. More details about drop-ins are on the website at tfl.gov.uk/bakerloo-extension.

1.2.3 Please contact us to request a copy of our material in hard copy, large print, audio or another language.

1.2.4 The consultation will close on 22 December 2019.

1.2.5 Contact us

- Website: tfl.gov.uk/bakerloo-extension
- Email: ble@tfl.gov.uk
- Telephone: 0343 222 1155
- Post: FREEPOST TFL CONSULTATIONS (BLE)
2 Introduction

2.1.1 A Bakerloo line extension (BLE) to Lewisham via Old Kent Road and New Cross Gate would provide new transport capacity to south east London and improve transport connections. This would help to enable development in south east London, support London’s growth and improve journeys for existing communities. We are also considering a potential extension beyond Lewisham to Hayes and Beckenham Junction. The proposal to Lewisham and potential extension beyond Lewisham are proposals in the Mayor’s Transport Strategy. A map of the proposal is shown in Figure 1.

Figure 1 - Bakerloo line extension proposal to Lewisham

2.1.2 When we consulted on the scheme in 2017, we asked for feedback on the location of a potential new Bakerloo line station at Elephant & Castle. The area that was under consideration for a new station and interchange in the 2017 consultation is shown in Figure 2.
Figure 2 – 2017 Consultation diagram of the area that was under consideration for a new Bakerloo line station at Elephant & Castle.
2.1.3 The consultation feedback\(^1\) we received focused on three key issues:

- Avoiding impacts on residential areas close to the town centre
- Recommending that the Bakerloo line station should be combined with the planned new Northern line station
- No strong views were expressed about whether we should seek to keep the existing Bakerloo line tunnels and alignment

2.1.4 In September 2018, we published a Response to the Issues Raised report for our 2017 consultation. This report highlighted that we would focus on a station upgrade that could be integrated with the planned new Northern line ticket hall. Since this report was published we have been working to develop plans and are now consulting on proposals for a combined Elephant & Castle station ticket hall and a new alignment for the Bakerloo line.

2.1.5 The proposal: It is proposed to combine the entrances to the Bakerloo and Northern lines in a single station entrance and ticket hall. The new entrance is planned as part of the redevelopment of the existing shopping centre\(^2\).

2.1.6 Background information concerning the planned new Northern line ticket hall is provided in the next section followed by the case to upgrade or replace the existing Bakerloo line station as a result of the impacts of the proposed Bakerloo line extension.


\(^2\) The redevelopment proposals were approved by Southwark Council in spring 2019 and are required as part of the Section 106 agreement to provide a new Northern line ticket hall. Details of the planning application for the shopping centre development are available on Southwark Council’s planning register by searching for the case 16/AP/4458.
Figure 3 - Proposed new Bakerloo line station entrance in Elephant & Castle
3 Background to the planned upgrade of the Northern line station

3.1.1 The Elephant & Castle Northern line ticket hall capacity upgrade is required because since 2002 demand at the station has increased considerably. As a result, the Northern line ticket hall suffers from congestion and station control measures are necessary due to the low capacity of the lifts and ticket hall size.

3.1.2 The requirement for the Northern line station capacity upgrade works is reflected in Southwark Council’s Elephant and Castle Supplementary Planning Document. The town centre is also designated an Opportunity Area in the London Plan which the upgrade Northern line station will help facilitate.

3.1.3 As well as accommodating the demand from the wider network and development in the town centre, the Northern line station upgrade is integral to the redevelopment of the existing Elephant & Castle shopping centre, which is being carried out by a private sector developer. We are working with that developer to upgrade the Northern line ticket hall. The redevelopment plans for the shopping centre site are shown in Figure 4, including the location of the proposed combined station entrance and exit that we are now consulting on as part of the Bakerloo line extension plans.

3.1.4 The Northern line station capacity upgrade scheme will provide step-free access from the street to Northern line platforms, but the interchange with and the Bakerloo line station itself would remain as not step-free free unless it is upgraded.

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Figure 4 - Elephant & Castle shopping centre and London College of Communication sites development plans (shown inside red bounded site)

Current Bakerloo line ticket hall

Approximate location of proposed new combined Northern and Bakerloo lines’ entrance and exit as part of redevelopment shopping centre

Planned redevelopment of London College of Communication
3.1.7 Wider remaining development in the area that will generate new trips at the planned new Northern line station include a planned redevelopment of Skipton House (north of the existing Bakerloo line ticket hall) consisting of refurbished offices and a relocation of the building entrance from London Road to Newington Causeway – see Figure 5.

Figure 5 - Skipton House redevelopment plans
3.1.8 There is also development of the former Heygate Estate, now known as Elephant Park. Elephant Park is currently under construction (see Figure 6), consisting of a new public park and residential buildings.

Figure 6 - Elephant Park development currently under construction
4 The case to upgrade the Bakerloo line station at Elephant & Castle

4.1 The existing station

4.1.1 The existing station interchange is shown in Figure 7. The two station entrances are signed only as ‘Elephant & Castle’ and do not distinguish the lines they primarily serve. As a result, passengers commonly experience a longer than necessary journey as they travel through the station to their required line. The poor wayfinding at the station creates conflicting movements within the station and generates unnecessary pinch-points, as well as generating confusion amongst passengers.

4.1.2 The station does not currently provide step-free access. Whilst lifts are the primary means of access between the Bakerloo line ticket hall and the platforms, they do so between the surface and a mezzanine level only. Stairs are then required for the completion of the journey to platforms on the Bakerloo line. In addition, the interchange between the Bakerloo line and Northern line also does not provide step-free access.

Figure 7 - Current Elephant & Castle station infrastructure
4.2 How the Bakerloo line extension would change passenger usage of Elephant & Castle station

4.2.1 The Bakerloo line extension would change passenger flows at Elephant & Castle station as it would result in increased demand at the station, and changes to the pattern of movements within it. For example:

- Passengers who alight at the Bakerloo line station would no longer be limited to trains arriving from central London but have access to trains north/south on the northern line and further east on the Bakerloo line
- Passengers who board Bakerloo line trains would no longer be limited to destinations towards central London but have access to trains travelling to destinations on the northern line and further east on the Bakerloo line
- Access for passengers to Northern and Bakerloo line services from Old Kent Road to the New Cross corridor would no longer be solely reliant on bus services and interchange to the Tube
- There would be a greater level of interchange between the Northern and Bakerloo lines at the station

4.2.2 These changes to passenger demand and flow through the station have been assessed against the current capacity of the existing station. Our analysis has found that the capacity of the interchange links between the Bakerloo and Northern lines, Bakerloo line platform width, staircases, and lifts to/from the Bakerloo line ticket hall would all need widening or replacing to accommodate future passenger volumes.

4.2.3 The constraints in capacity generate the following scope for a new, or upgraded, Bakerloo line station at Elephant & Castle:

- Increased vertical capacity (through lifts or escalators) from the Bakerloo line platforms to the surface
- Increased platform width to accommodate larger passenger flows
- Increased interchange capacity to accommodate the increased two-way flows associated with new trips from the extension
- Provide step-free access from street to train for the Bakerloo line station and for interchange between the Bakerloo and Northern lines

4.2.4 Our proposal for the new combined station entrance and exit is the first part of how this could be achieved. Following this consultation we will need to further develop our proposals for the new combined entrance and exit and also develop proposals for the new Bakerloo line platforms and their interchange to the Northern line. We have undertaken a number of station capacity and improvement projects on the Underground network such as Victoria, Tottenham Court Road, Bond Street and Bank. We will consider the lessons learned from these projects as we develop the proposals for the new Bakerloo line station at Elephant and Castle.
5 How we have developed the station proposal

5.1 Introduction

5.1.1 We consulted on the possibility of a new and/or upgraded Bakerloo line station at Elephant & Castle in 2017. Since 2017, we have developed our proposals taking into account the consultation feedback, outlined in section 2.1.3.

5.1.2 To achieve the upgrade of the Bakerloo line station at Elephant & Castle, the options are limited to either an upgrade of the existing station or the delivery of a new Bakerloo line station (both ticket hall and platforms) on a new running line. The development work therefore looked at:

- Where to deliver a new modern, high capacity Bakerloo line ticket hall, including whether it could be integrated with the planned new Northern line ticket hall and its entrance and exit
- Whether the route of the Bakerloo line tunnels should remain as the existing tunnels or if a new tunnelled route should be built

5.2 Identifying the proposed location for an upgraded Bakerloo line station ticket hall

5.2.1 Opportunities for a new station entrance and ticket hall are limited by the built-up nature of the local area, including several recent or planned developments, listed buildings and structures as well as the lack of unoccupied and available land – see Figure 8.
5.2.2 Constraints in the town centre include several listed buildings and structures, including the Metropolitan Tabernacle, Metro Central Heights and the Faraday Memorial. The Memorial occupies a large footprint on TfL land that sits directly above the Bakerloo and Northern lines. Therefore, whilst the site itself presents an advantageous location for the reasons given above, the heritage value makes it sensitive to construction works at or around it.

5.2.3 As part of our development work we considered a large number of station options which involved upgrading the existing Bakerloo line station and delivering an entirely new station. Furthermore, owing to the already planned Northern line station capacity upgrade, we considered whether a new combined facility could provide the necessary benefits to both future and existing Bakerloo and Northern line passengers.
5.3 Benefits and disadvantages of the proposed combined station entrance and ticket hall

5.3.1 We determined that whilst there are viable options to upgrade the existing Bakerloo line station, there are greater benefits if a new Bakerloo line station is provided with a new integrated entrance and ticket hall.

5.3.2 The benefits of a new combined ticket hall are:

- No additional land would be required to build the station, as it would be integrated with the planned Northern line ticket hall upgrade
- It creates a single integrated ticket hall which would make wayfinding easier and reduce unnecessary movements through the station (e.g. through using the Bakerloo line entrance and platforms to reach the Northern line)
- The operating cost of the whole station would be reduced by locating staffing and ticketing into one single ticket hall

5.3.3 The disadvantages of a new station location and combined ticket hall are:

- A single entrance would reduce the access points to the Tube in the town centre. This may slightly increase the length of the pedestrian journey to and from the station, and require some passengers to use pedestrian crossings to reach the combined ticket hall compared to the current situation
- In the event the shopping centre development is not completed, the delivery of the combined new ticket hall could be delayed until alternative means of delivery are found
- Reducing the entrance and exit to the station to a single facility means that if it becomes unavailable (e.g. due to escalator failures, crowding etc.) then there would not be alternative means for passengers to enter and exit the station. This is a very low risk however, as we would ensure the new ticket hall has sufficient capacity to ensure it can continue to operate in the event of a wide range of disruptions.

5.3.4 We believe the advantages outweigh the disadvantages, and overall a new station and combined ticket hall presents a more suitable solution.
5.4 Benefits and disadvantages of the alternative option upgrading the existing Bakerloo line station

5.4.1 Leaving aside the issue of a combined ticket hall, the advantages and disadvantages of alternative station options vary depending on whether it was an entirely new Bakerloo line station or an upgrade of the existing station.

5.4.2 Disadvantages of upgrading the existing Bakerloo line station are:

- The existing station was built in the 1880s making it approximately 140 years old. The station is not designed to accommodate modern 21st century standards and whilst safe to operate, upgrading such old infrastructure would cost more and take longer than building a new modern station.
- The existing ticket hall building has heritage and character, which could be lost if the station were upgraded or rebuilt or new proposals lacked sensitivity through their design.
- It is likely parts, or all of the station may need to be closed for long periods of time which would have an impact on passengers.
- Upgrading the existing Bakerloo line station would continue to duplicate access to the station, with limited opportunities to improve wayfinding and step-free access.
- Operating two ticket halls would limit the opportunity to reduce the costs of operating the station.

5.4.3 The advantages of upgrading the existing Bakerloo line station could be:

- The option would likely retain the existing location of the entrance and exit for the Bakerloo line, which the current passengers have grown familiar with using.
5.5 Benefits and disadvantages of the alternative option of a new Bakerloo line station

5.5.1 We have considered whether an entirely new, standalone Bakerloo line station, additional to the planned new Northern line ticket hall. A new standalone station option for the Bakerloo line would be on an alternative site from the existing Bakerloo line station building.

5.5.2 The advantages of a new standalone Bakerloo line station that we identified were:

- Continuing to provide more than one entrance to Elephant & Castle station would increase the number of locations from the local area that passengers could travel to for accessing the Tube. This could reduce the number of passengers that have to cross the road to reach the proposed new combined station.

5.5.3 For a new standalone Bakerloo line station the disadvantages we identified were:

- There are no unoccupied sites in the vicinity of the existing Tube station that are large enough to enable us to undertake the complex and large-scale works required to build a new Bakerloo line station.

- Those sites that are large enough for a new station entrance and ticket hall are occupied by existing residences and/or listed buildings or large scale commercial buildings. Acquiring any of these sites would significantly disrupt the local area and its residents.

- The location of the alternative sites identified were located further away from the Northern line interchange and the proposed new alignment, which could mean longer pedestrian routes to reach the platforms, making passenger journeys longer and potentially requiring more infrastructure which could cost more.

- Constructing a new Bakerloo line station on an alternative site would continue to duplicate access to the station.
5.7 Identifying the proposed option for the route of the Bakerloo line tunnels that a new Bakerloo line station would serve

5.7.1 The large number of existing or planned developments in the local area limit the number route options for the new Bakerloo line tunnels and station platforms.

5.7.2 Following our 2017 consultation we received feedback about the route options for the Bakerloo line from Elephant & Castle to the Old Kent Road. The 2017 consultation proposed a route via either an intermediate shaft and head-house at the Bricklayers Arms junction on the A2 or at Faraday Gardens in the Walworth area. This is relevant to the Elephant & Castle station options as the location of the station which would provide an intervention and ventilation point, would impact whether an intermediate shaft is needed on the route to the proposed station at Old Kent Road 1.

5.7.3 We developed the assessment of site options for the station location as we developed the preferred tunnel route alignment. This is because the location of the new station and its platforms would impact the tunnel route alignment. The preferred tunnel route alignment we are consulting on is shown in Figure 8.

Figure 9 - Proposed new tunnel route alignment between Elephant & Castle and Lambeth North
5.7.4 Through this work, we identified that the delivery of a new tunnel route through Elephant & Castle could provide the following advantages:

- To improve passenger journey times on the existing Bakerloo line and extension
- To deliver a new combined station at Elephant & Castle which would accommodate an increase in passenger demand once the line is extended
- To enable the existing Bakerloo line station at Elephant & Castle to remain open as long as possible whilst we build the new extension
- To shorten the alignment and remove the need for an additional shaft between Elephant & Castle and Old Kent Road I station

5.7.5 The disadvantages of the new tunnel route are:

- It could increase the duration of the time taken to construct the extension, although we consider this could be mitigated by the strategy we take to construct the tunnels.
- Leaves a section of potentially redundant tunnel on the Bakerloo line, although we have not yet ascertained whether there may be a use for it to support operation of the Bakerloo line, or an alternative use.

5.7.6 We would no longer need an intermediate ventilation shaft at Bricklayers Arms. Removing this shaft would avoid the need for an additional construction site, which reduces impact on local residents from the works.

5.7.7 The option to use the existing platforms on the existing line is not being pursued because we have identified the following disadvantages:

- The current Bakerloo line tunnels are aligned southwards towards Walworth, a sub-optimal direction for delivering a direct route eastward to the Old Kent Road. Therefore, to construct new tunnels towards the east, we would need to incorporate a tight curve which lowers train speeds and increases passenger journey times
- The available space to connect the new tunnels to the existing tunnels to the south of Elephant and Castle Bakerloo line station is highly constrained due to existing and planned tall buildings with deep piles and the Northern line platforms and interchange passageways which lie in close proximity to Bakerloo line tunnels. These constraints mean the works to connect the existing and new tunnels could be more expensive and take longer
- The existing Bakerloo line route from Lambeth North to Elephant and Castle has a series of tight curves which means that trains have to run at a low speed. Therefore the journey time would be longer than on the new route we have proposed for the Bakerloo line to Lambeth North

5.7.8 The advantages we identified of using the existing platforms on the existing Bakerloo line were:

- We may not need to build entirely new tunnels if we tried to upgrade the existing Bakerloo line platforms on the existing Bakerloo line tunnel route.
We know however that past projects, such as Bank station upgrade where similar works took place, still required construction of one new running tunnel in order to achieve the capacity upgrade required to meet future passenger demand in the platform and interchange areas of the station.

- The current Bakerloo line platforms are located close to the existing Northern line platforms enabling a short and therefore quick interchange. Therefore upgrading the existing platforms would mean a short a quick interchange with the Northern line could be maintained. However, note we expect to be able to achieve this same outcome with the proposed new tunnel route alignment and the platforms that would lie on that.
6 Conclusion

6.1.1 We have concluded that the best solution for the Bakerloo line at Elephant & Castle is a new Bakerloo line station with a single combined ticket hall to serve both the Northern and Bakerloo lines. This proposal would be located on a new tunnelled alignment between Lambeth North and Old Kent Road.

6.1.2 By combining the entrance, exit and ticket hall for the Northern and Bakerloo lines, we would create a single focal point for accessing the Underground that fits with the existing and planned changes to the wider town centre. The new entrance would:

- Shorten the interchange from the Thameslink station to the Bakerloo line
- Improve the accessibility of the Underground by providing passengers with one entrance to access the Bakerloo and Northern lines
- Simplify and improve passenger flows in the station

6.1.3 We are currently consulting on the location of the station entrance and exit for the planned new Bakerloo line station and the location of the new platforms as part of the proposed new tunnel route alignment. How passengers would interchange between the Northern and Bakerloo lines and how the new interchange route and station platforms could be built would be subject to further design development and consultations if necessary.

6.1.4 There will be further opportunities to provide feedback on the Bakerloo line extension as the scheme develops.

6.1.5 You can have your say on our proposals for the extension by visiting tfl.gov.uk/bakerloo-extension to provide a response to the consultation questions that are available on the online feedback form. The consultation will close on 22nd December 2019.
7 What we will do following this consultation

7.1.1 A Bakerloo line extension to Lewisham via Old Kent Road and New Cross Gate would provide new transport capacity to south east London and improve transport connections. This would help to enable development in south east London, support London’s growth and improve journeys for existing communities. We are also considering a potential extension beyond Lewisham.

7.1.2 Since 2017 we have developed our proposals for the extension and are consulting on our progress and new aspects of the design. We will use the public consultation responses to help us to further develop our proposals for the extension. We will analyse the feedback we receive and publish the results once the consultation has closed. We plan to analyse and respond to the key issues raised during 2020, subject to the volume of responses and the nature of any issues that are raised.

7.1.3 There will be further opportunities to provide feedback on the Bakerloo line extension as the scheme develops.

7.1.4 You can have your say on our current proposals for the extension by visiting tfl.gov.uk/bakerloo-extension to leave a comment or provide a response to the consultation questions. The consultation will close on 22nd December 2019.