

EAST HERTS COUNCIL

NON-KEY DECISION – 13/11

REPORT BY EXECUTIVE MEMBER FOR STRATEGIC PLANNING
AND TRANSPORT

CONSULTATION ON CROSSRAIL 2 PROPOSALS, MAY 2013

WARD(S) AFFECTED: ALL

Purpose/Summary of Report

- To consider the consultation on the proposed Crossrail 2 project and to agree the response to be made to Transport for London and Network Rail.

RECOMMENDATION FOR DECISION: that	
(A)	Transport for London and Network Rail be informed that, in respect of the consultation on the proposed Crossrail 2 project, East Herts Council submits the response to question 5, as detailed at paragraph 2.48 of this report, as its formal response to the consultation.

1.0 Background

1.1 A consultation has been prepared by Transport for London (TfL) and Network Rail (NR) on proposals for the implementation of Crossrail 2. The project would create a new high-frequency, high-capacity rail line running between south west and north east London. The current public consultation, which runs until 2nd August 2013, seeks views on whether the principle of the initiative should be supported and, further, to gauge support for each of two differing options for the scheme's delivery should it proceed.

1.2 While mainly affecting access within the capital, the consultation is of particular local interest to East Herts as the 'Regional Option' for Crossrail 2 would involve extending the scheme on the West Anglia Main Line beyond the greater London area as far as Hertford East Station.

1.3 Consultation material is available for viewing at:
<http://www.tfl.gov.uk/corporate/projectsandschemes/27405.aspx>.

2.0 Report

2.1 In May 2013 TfL and NR issued a joint consultation on proposals to construct Crossrail 2. The consultation commenced on 14th May and closes on 2nd August 2013.

Background

2.2 The concept of cross-London tunnelled rail services originated in the 1944 Greater London Plan¹; however, an east-west scheme, which eventually became known as 'Crossrail', did not gain Royal Assent until 2008. This scheme, to run from Maidenhead in the west through central London and then split into two lines to Shenfield and Abbey Wood in the east, is currently under construction and it is anticipated that the service will commence operation in 2018.

2.3 Crossrail 2 is a proposed second cross-London service which would be envisaged to provide a south-west to north route. Initial proposals were for a line to run on the Chelsea-Hackney line and land on a route between Wimbledon and Epping has been safeguarded since 1991. However, in 2009 the Department for Transport (DfT) asked the Mayor of London to review the safeguarded route and examine the potential to identify new options. After exploration of various permutations for a new Crossrail 2 route, two alternatives have emerged for consideration to be taken further and these options form the proposals contained in the current consultation.

2.4 In order to fully consider the options and to come to any decision on which, if any, of the routes should be preferred, it is first important to understand the basis on which the decision to progress a Crossrail 2 initiative has been formed and the subsequent option development.

London's Growth and Impact on the Rail Network

2.5 The Consultation notes that London's population continues to rise. Forecasts used in work undertaken to date on Crossrail 2 in respect of London's predicted future population and employment levels, suggest that a 16% increase on additional trips per day would occur between 2011 and 2031. The release of 2011 census

¹ The Greater London Plan, Ministry of Works (1944)

figures now indicate that these assumptions were underestimated and that a 9% to 12% increase on top of those figures should be applied to reflect this.

- 2.6 Overcrowding on the Underground is currently evident. Measures to upgrade both Underground and rail networks, including Crossrail, are already committed to be constructed by 2021, which should bring relief in some areas. However, the forecast growth in demand detailed above will result in further overcrowding, particularly on the Victoria, Northern and Piccadilly lines, which will lead to this becoming a significant problem again by 2031, especially when it is borne in mind that future predicted levels of overcrowding are likely to have been underestimated.
- 2.7 The completion of the first phase of the new high speed line (HS2) between London and the West Midlands, estimated to be by 2026, will further compound this problem. At Euston station in particular, where the underground station would already be at capacity, the situation would be exacerbated by the second phase of HS2, due for completion by 2033. Passengers arriving at the station by overground rail could then face significant delays in accessing Underground services.
- 2.8 It is therefore proposed by TfL and NR that Crossrail 2 should be constructed to address the congestion issue and allow for London's development and economy to be supported. This ties in with the Mayor's Transport Strategy² (MTS), which supports the concept.
- 2.9 The following objectives have their derivation in the MTS and link into the six themes of the London Plan³:
- supporting economic development and population growth;
 - enhancing the quality of life for all Londoners;
 - improving the safety and security of all Londoners;
 - improving transport opportunities for all Londoners;
 - reducing transport's contribution to climate change, and improving its resilience; and
 - supporting delivery of the London 2012 Olympic Games and Paralympic Games and its legacy.
- 2.10 From the above, the following objectives have been specifically identified for Crossrail 2:

² Greater London Authority (2010) Mayor's Transport Strategy

³ Greater London Authority (2011) The London Plan

- **Alleviate crowding:** Crossrail 2 should alleviate crowding on the London transport network, especially on the London Underground Victoria, Piccadilly and Northern lines, and national rail, thereby improving transport capacity and supporting London's growth and economic prosperity.
- **Improve termini dispersal:** Crossrail 2 should assist in the effective dispersal of passengers arriving at the main national rail termini in central London.
- **Improve connectivity:** Crossrail 2 is needed to improve connectivity in particular parts of London where access to the Underground and rail network is limited.
- **Support economic growth and regeneration:** Crossrail 2 must support local Opportunity Areas and Intensification Areas, as well as helping to improve access to employment for communities in London which suffer high levels of deprivation.
- **Ensure value for money:** any investment in a new line across London must demonstrate that it represents maximum value for money and that it also supports London's economy through wider impacts.
- **Improve transport quality:** Crossrail 2 would be expected to improve transport quality, through providing new direct less crowded journeys, with consequential reductions in overall journey times (especially where changes of trains or modes are no longer required).
- **Reduce CO2 emissions:** Crossrail 2 would need to reduce CO2 emissions through encouraging mode shift to more sustainable modes for some journeys.

The Options

2.11 In undertaking the review of the safeguarded route and examining the potential to identify new options (as requested by the DfT in 2009) and addressing the above issues, TfL and NR have concluded that the currently safeguarded route would not in its entirety offer the most appropriate way to meet the Crossrail 2 stated objectives. Therefore, these route proposals will no longer be progressed in their previously published form.

2.12 Two alternative route options have emerged from the examination

of the potential to identify new routes recommended in 2009 and these now form the basis of the current public consultation.

The Metro Option

- 2.13 This option would offer a high frequency service that would operate between Wimbledon and Alexandra Palace via an underground railway that would link into the existing underground network. The new line would attract passengers from other routes, meaning fewer crowded trains and platforms on the Northern, Piccadilly and Victoria lines. An indicative map of this option is included at **Essential Reference Paper 'B'**.
- 2.14 Benefits have also been identified for key National Rail stations, with Clapham Junction, Euston and Seven Sisters being served directly by the service. Waterloo, Finsbury Park, London Bridge and King's Cross St Pancras, although not directly served, would be anticipated to be less crowded as passengers may choose to make different journeys that would avoid these stations altogether.
- 2.15 A new station would be proposed in the Euston area, potentially to be named Euston St Pancras. This would allow the extra passengers arriving at Euston on HS2 to change easily between services at Euston, King's Cross St Pancras and Crossrail 2. It would also offer an alternative to Tube lines for travel between the West End and outer London.
- 2.16 The cost of this option is estimated to be in the region of around £9.4 billion (£15.7 billion with optimism bias⁴).

The Regional Option

- 2.17 The Regional Option would be intended to benefit people as far as Hertfordshire and Surrey and enable more trains to run on busy National Rail routes. It could offer a combined Underground and overground railway, operating fast and frequent services running from Alexandra Palace and stations in Hertfordshire (extending as far as Hertford East) to various locations in southwest London and Surrey.
- 2.18 It should be noted that, in the north, the route would primarily serve Alexandra Palace via the Underground, with the potential to provide a further branch travelling via the West Anglia Main Line (WAML). This would enable travel to the West End and other areas of London without the need to change at Finsbury Park, Tottenham Hale, Seven Sisters or Liverpool Street. Therefore, it

⁴ Reflecting likelihood that costs will increase during project development

would present a greater choice of London destinations to passengers from Hertfordshire who would currently use the WAML and be limited to the destinations served by that route's part of the rail network. An indicative map showing this option is included at **Essential Reference Paper 'C'**.

- 2.19 While specifics of the scheme involving matters such as timetabling have not yet been determined, it is likely that if Crossrail 2 were to extend as far as Hertford, the service would probably offer up to four trains per hour from Hertford East through the Crossrail 2 core, in addition to further trains turning around at a location further up the line, potentially, Cheshunt. Given that patronage patterns have built up over many years, TfL considers it unlikely that such a service would replace all the existing Hertford East to Liverpool Street services and a direct link would probably be retained into the City.
- 2.20 The cost of this option is estimated to be in the region of around £12.0 billion (£19.7 billion with optimism bias).

Main Option Differences:

- 2.21 At first glance the Regional Option may appear to be an extended version of the Metro Option, being that it runs over a similar route. However, it is important to note that it differs not only in extent of route coverage, but also in provision type and form.
- 2.22 Metro Option trains and platforms would be expected to be similar to the DLR and therefore shorter, and tunnel dimensions smaller than those for the Regional Option. However, trains may operate at a higher frequency meaning that journey times could therefore be quicker, although fewer destinations would be directly served.
- 2.23 However, as an Underground service, any subsequent extension to the Metro Option would require its own right of way, rather than joining the NR network, and thus would not have the same flexibility of integration with overground operations. Put simply, the Metro Option would be more limiting in terms of future expansion potential, whereas the Regional Option could offer greater scope for any future extensions via the existing network.
- 2.24 The Metro Option would be significantly cheaper to provide, but the Regional Option would potentially offer greater benefits to passengers in terms of capacity and geographical coverage. Illustrations of Predicted Future Crowding Levels estimated as a result of implementing each of the Crossrail 2 Options on crowded

trains in the London morning rush hour taken from the consultation material are included at **Essential Reference Paper 'D'**.

- 2.25 While more costly to provide, the Regional route would further offer greater benefit in terms of locational choice. It would also provide overcrowding relief to a larger number of passengers over a wider geographic area.
- 2.26 Both route option scenarios would involve the opportunity to gain access to the Crossrail 1 scheme (currently under construction) at Tottenham Court Road station.

Other Considerations

- 2.27 It is important to note that the aims of the Crossrail 2 scheme are not solely based on improving congestion issues and allowing for greater connectivity. *Inter alia*, economic growth and regeneration are also key drivers of the initiative. In this respect it should be noted that 'growth and regeneration' matters would not necessarily be restricted to areas covered by the London boroughs. The Final Report of London First's Crossrail 2 Task Force 'Crossrail 2, Supporting London's Growth' states that "Crossrail 2 could also provide new connectivity to support economic development in the Upper Lee Valley, potentially stimulating greater regeneration than enhancing existing rail links in the area could otherwise support"
- 2.28 The AECOM report for TfL 'Crossrail 2: Summary of Option Development', in identifying that the Regional route could serve "destinations such as Angel Road, Cheshunt, Broxbourne and Hertford East" also states that "serving this branch would boost the case for regeneration in the Upper Lea Valley and raise the levels of potential development"
- 2.29 The same report also notes that this route "would improve links to Stansted by providing additional capacity at Tottenham Hale, but it could also be reconfigured to serve Stansted airport if additional aviation capacity were provided there". Given that the current Stansted Express service operates a fast, direct service serving only Tottenham Hale between the airport and London Liverpool Street, it is likely that Crossrail 2 would not be conducive to replacing this service as it would be designed as an inner-suburban route stopping at multiple locations. However, it could potentially offer a supplementary local service serving intermediate stations into central London if additional capacity were to be provided in due course.

2.30 Other implications of the Regional Option would be that it would lead to the need for four-tracking of the WAML route. NR currently plan three-tracking between Lee Bridge and Tottenham Hale, as part of works currently scheduled to be undertaken during Control Period 5 (2014-2019), which would aid capacity issues in some respect. However, the potential to implement current long-term four-track aspirations to the Coppermill junction (between Hackney and Tottenham Hale) and the Broxbourne area would significantly improve the situation and allow for far greater service enhancement.

2.31 Not highlighted in any of the consultation material is a potential issue to be addressed if the scheme were to extend as far as Hertford East. If this were the case then there would be a need to make infrastructure improvements in the Ware area to support the enhanced service provision as the line is currently only single track on the section between the viaduct (Viaduct Road) and beyond the footbridge (Broadmeads). Should it be considered necessary that twin-tracking take place to allow for the running of a four trains per hour service, this would involve significant engineering works which may entail additional land take in the area. This would involve detrimentally affecting at least one Listed Building, potentially necessitating demolition. Work would also be required to the level crossing and possibly to the footbridge across the line. However, more problematic would be the provision of an additional platform given the close proximity of the line to the New River and the inability to achieve a two-platform layout at time of original construction.

2.32 While the consultation material itself does not specifically make reference to local effects of the proposals in terms of ability of the areas along the proposed route to accommodate either the physical infrastructure needed to provide the scheme or associated housing or employment growth anticipated to result from its delivery, work has been commissioned by TfL to assess such potential. This report⁵ was released after commencement of the consultation. It states that the purpose of the study:

is to assess the potential planning and land use impacts and in particular, whether there is any potential for development uplift in terms of numbers of homes or jobs that could locate along the route as a result of the new rail investment. The study therefore assesses – from a development point of view –

⁵ Crossrail 2 Development Study, Final Report May 2013, prepared by Eleanor Young, Independent Consultant (supported by Stefan Trinder, TfL Modelling), on behalf of Transport for London.

which option if any is the preferred option for Crossrail 2. It does not examine the transportation merits of either route, the economic benefits, engineering feasibility or cost.

These aspects are covered by other on-going work commissioned by TfL.

2.33 In respect of East Herts' settlements that would be affected by the proposed Regional Option, the Executive Summary of the report reaches the following conclusions:

“Some areas will see a limited development impact due to other planning constraints including Green Belt, flood plains and SSSI status:

...o Areas to the north of London within Hertfordshire county council, although there is scope for change in the longer term, particularly in the southern parts of Hertfordshire, if existing low density industrial uses were to relocate and allow scope for well designed high density housing. There does remain a question about the potential for development north of Broxbourne.”

“Option B offers a significant enhancement to the accessibility of the Lee Valley Regional Park, a regionally important park, to which all Londoners contribute through their council tax precept. Currently this park is difficult to access.”

“- There are a number of key strategic planning issues still to be resolved before the Crossrail 2 scheme goes ahead:

...o Deciding where the depot should be located and in particular whether Broxbourne has a feasible site for the main depot”...

“...o Considering how all stations along the proposed routes for Option B could be reconfigured to accommodate the longer trains

o Considering whether there are any level crossings that would need to be redesigned to implement the scheme...”

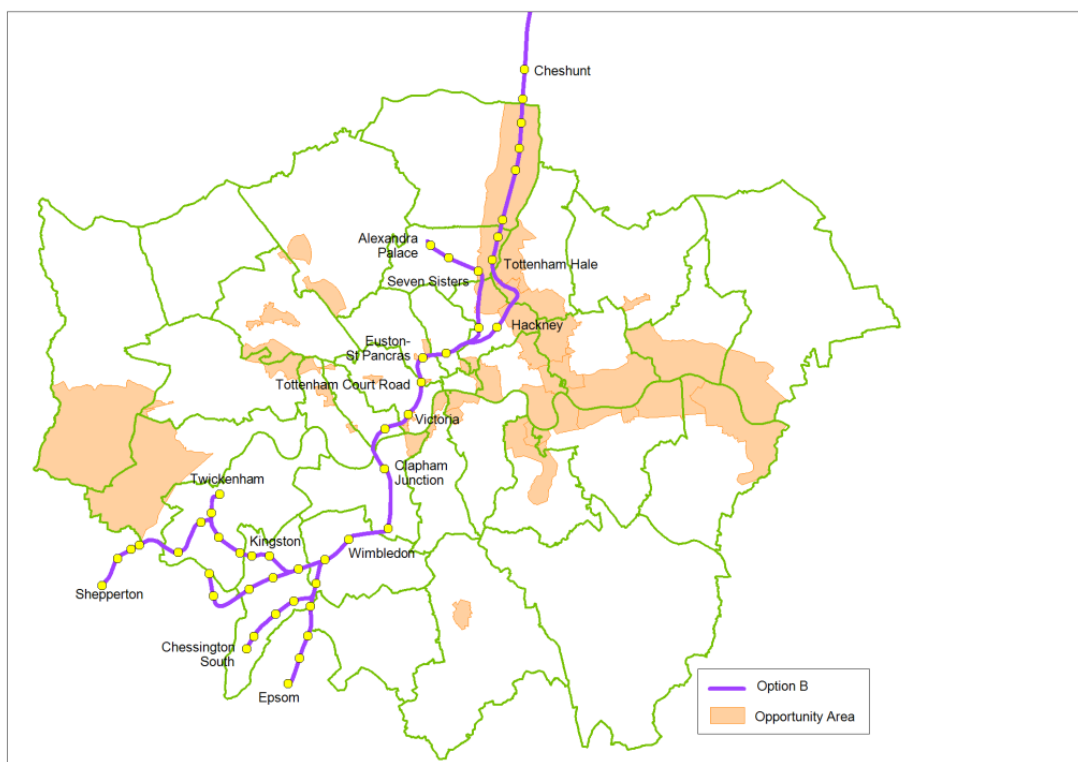
“...key stakeholders, particularly local authorities need to develop a greater understanding, based on information provided by TfL, of the proposed new service patterns,

journey times, implications for existing services and layouts of stations, vents and worksites”.

2.34 The Main text of the Development Study goes into far greater detail in discussing likely development potential and, as discussed earlier in this report, links itself to the growth aspirations of the Mayor.

2.35 Of particular interest is an extract included in the Study from the London Plan which illustrates growth Opportunity Areas. As can be seen from the map below, one of these corridors immediately abuts Hertfordshire with the implication being that this could be continued northwards with Crossrail 2 supporting this.

Map 6 – Opportunity areas identified in the London Plan



2.36 Moreover, two further maps have been produced (included at **Essential Reference Paper ‘E’**) which illustrate the likely outcome in relation to potential jobs and population growth that would result from the implementation of the Regional Option.

2.37 Appendix 3 – Analysis of areas of impact, which is attached to the Study includes an assessment of all stations and their environs which would be affected by Crossrail 2 proposals. The sections specifically relating to areas in East Herts have been extracted and are included at **Essential Reference Paper ‘F’**.

Consultation Format

2.38 The consultation is framed by a series of questions to which TfL and NR welcome responses. The majority of the questions on the consultation website refer to respondent contact and demographic information and are therefore not of relevance in consideration of the main issues. Therefore, only those questions considered to be of particular pertinence to the Crossrail 2 proposals warrant discussion in this report. These questions are follows:

Q.2 Do you support the principle of Crossrail 2?

- Strongly support
- Support
- Neither support nor oppose
- Oppose
- Strongly oppose

Q.3 Do you support the idea of the Metro option?

- Strongly support
- Support
- Neither support nor oppose
- Oppose
- Strongly oppose

Q.4 Do you support the idea of the Regional option?

- Strongly support
- Support
- Neither support nor oppose
- Oppose
- Strongly oppose

Q.5 If you have any further comments at this stage, please let us know here.

2.39 Due to the form of the questions, which are considered to be of a leading nature and which do not offer flexibility in response (e.g. no 'partly support' option), the opportunity to express preference for one Option over the other, or any field to add clarifying comments

or caveats to the specific questions, it is not considered appropriate that the Council should make any response to questions 2 to 4, but should to limit its response solely to question 5.

Responding to the Consultation

- 2.40 The key issues to be considered in responding to the consultation for this Council concern the effects that the proposals would have on the district; namely, the potential to increase service provision for residents weighed against the implications of potential increased development and environmental implications.
- 2.41 Given the growth agenda highlighted in several of the documents related to the consultation it is also possible that, should Crossrail 2 extend as far as Hertford East, the district would come under pressure to accept housing and/or employment development emanating from a London based source beyond that generated by the district's needs. In this respect, the London First document⁶ states, in connection with providing vital new connectivity for Islington, Hackney, Tottenham and the Lee Valley in north-east London, that Crossrail 2 "would help drive regeneration in these areas in the same way that the extension of the Tube into London's north-west suburbs drove London's expansion in the 1930s and the extension of the Jubilee line eastwards spurred regeneration of the Docklands and east London through the 1990s and onwards". A potential consequence of Crossrail 2's provision could therefore revolve around population and how it could act as generator of growth beyond the district's locally arising need.
- 2.42 Indeed, information received from TfL indicates that the decision to run the Regional Option alignment to Hertford East "was based on the fact that Crossrail 2 is designed as an inner-suburban metro service, hence matching the existing inner-suburban network, as well as maximising the local connectivity benefits in Hertfordshire, **and supporting growth and regeneration in the area, as appears possible at locations such as Hertford, Ware, Hoddesdon and Broxbourne**" (emphasis added).
- 2.43 However, while the more recently published Crossrail 2 Development Study tempers the development potential of the areas around East Herts district's stations, it is likely that the huge monetary investment required to support Crossrail 2's extension as far as Hertford East would be unlikely to be forthcoming without the ability for returns to be demonstrated in terms of growth. Given the

⁶ http://londonfirst.co.uk/wp-content/uploads/2013/02/LF_CROSSRAIL2_REPORT_AW_Single_Pages.pdf

constrained nature of Hertford and Ware in respect of accommodating additional potential employment or housing provision beyond that which is likely to be developed prior to the completion of Crossrail 2, coupled with existing environmental and heritage designations and road congestion in the area, it is possible that a cost/benefit analysis would not prove favourable for the delivery of this section of Crossrail 2. But, if it were to proceed, then the environmental cost to the area could be significant.

- 2.44 For information, after the start of the consultation on Crossrail 2 the Government announced on 26th June that, in addition to the long-term revenue settlement, other matters agreed included the devolution of West Anglia suburban rail services to the Mayor and Transport for London and an initial commitment from the Government to Crossrail 2 of £2m for feasibility studies. However, in terms of the West Anglia devolution, it has since been clarified that TfL's responsibility for the West Anglia line, which would be expected to commence some time towards the end of 2015, would only extend as far as Cheshunt (from Liverpool Street via the Southbury Loop and Seven Sisters). Thus, the Hertford East route to Liverpool Street via Tottenham Hale would be unaffected by the change and responsibility would continue to lie within the franchise currently operated by Greater Anglia.
- 2.45 Clearly, the Crossrail 2 concept would offer many advantages in terms of relief of overcrowding for passengers wishing to travel to or from and/or cross the parts of London which the scheme would be intended to serve and accessibility to wider locations than currently served by the West Anglia mainline. For East Herts residents using the Greater Anglia service the Regional Option could open up opportunities to better connect with the parts of central London that are currently accessed more easily by means of the First Capital Connect service to Moorgate/Kings Cross via the Hertford Loop. However, while the increased service provision may be attractive for users, this benefit would only be likely to be achieved at the price of accepting outward housing and employment growth from London.
- 2.46 However, if Crossrail 2 were only to extend as far as Cheshunt or Broxbourne then passengers using the Hertford East line (or indeed those utilising the line from Bishop's Stortford) would still be able to access the service, but would need to change trains (probably at Cheshunt) to do so, although this would obviously not provide the same frequency of service that the Regional Option could offer. An important corollary of this potential pruning of the

current proposal, would be the need to guarantee the protection of existing branch line services to Hertford East and ensure no diminution of frequency.

2.47 For information, it is understood that the Hertfordshire Local Enterprise Partnership (LEP) has welcomed the consultation and Andrew Percival, Partnership board member and Infrastructure Chairman, is quoted as saying⁷:

“Enhancing our unique connectivity is critical to maintaining Hertfordshire as a prime location for business” and “The LEP welcomes any project that strengthens the ties between Hertfordshire and London”.

2.48 Given the issues raised above, it is recommended that the following should form the basis of the Council’s response to the Crossrail 2 consultation:

- a. East Herts Council partly supports the principle of a Crossrail 2 initiative insofar as it would offer increased connectivity for passengers and reduce overcrowding on both Underground and overground services, particularly at peak times.
- b. East Herts Council does not support the Crossrail 2 Metro Option as its benefits to passengers in terms of capacity and geographical coverage would be limited and opportunities for expansion or linking into the overground system would be compromised by reduced tunnel size and restrictions in type of rolling stock proposed.
- c. East Herts Council offers limited support for the Crossrail 2 Regional Option. While the additional benefits that the scheme could bring to the West Anglia Mainline (with associated economic growth potential and improved connectivity between Hertfordshire, London and the wider area), are recognised East Herts Council considers that, due to its limited infrastructure and the environmental, economic and social impacts that such proposals could have on towns and villages in East Herts, the scheme should not extend as far as Hertford East but should terminate at either Cheshunt or Broxbourne.
- d. Irrespective of which, if any, Crossrail 2 Option may subsequently be pursued, it should be ensured that the current

⁷ Herts & Lea Valley Star, June 26, 2013

frequency of service provision on the branch line to Hertford East should at the very least be maintained and preferably be increased.

Next Steps

2.49 Following the consideration of responses to the current consultation it is anticipated that if the Crossrail 2 project is taken forward, for either the Metro or Regional Option, consultation on route safeguarding would take place late 2013/early 2014. Construction would then be likely to commence in the 2020's to allow opening in the early 2030's.

3.0 Implications/Consultations

3.1 Information on any corporate issues and consultation associated with this report can be found within **Essential Reference Paper 'A'**.

Background Papers

Consultation on the proposals for Crossrail 2 can be found via the TfL website:

<http://www.tfl.gov.uk/corporate/projectsandschemes/27405.aspx>.

Crossrail 2: Summary of Option Development, AECOM for TfL, May 2013

<http://www.tfl.gov.uk/assets/downloads/corporate/24698-crossrail2-summary-of-option-development.pdf>

Crossrail 2: Supporting London's Growth, Final report of London's First's working group, February 2013

http://londonfirst.co.uk/wp-content/uploads/2013/02/LF_CROSSRAIL2_REPORT_AW_Single_Pages.pdf

Crossrail 2 Development Study, Final Report, prepared by Eleanor Young, Independent Consultant (supported by Stefan Trinder, TfL Modelling), on behalf of Transport for London, May 2013.

A pdf of the full document can be made available to Members on request.

Mayor's Transport Strategy, Greater London Authority, May 2010

<http://www.london.gov.uk/priorities/transport/publications/mayors-transport-strategy>

The London Plan - Spatial Development Strategy for Greater London,
Greater London Authority, July 2011

<http://www.london.gov.uk/priorities/planning/publications/the-london-plan>

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