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Title: Network Rail: Anglia Route Study – draft for consultation

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Key decision: No

Summary

1. This report is about the options that Network Rail is setting out to meet demand on the West Anglia Main Line through to 2043. The options are set out in the Anglia Route Study – draft for consultation. The report explains the options and suggests headline points that the Council should make in its response.

Recommendations

2. i) That the Uttlesford Planning Policy Working Group endorses the headline points set out in Paragraph 24, which officers will incorporate into the Council's response, and

ii) That the Working Group suggests any other points that it would like to see included in the response.

Financial Implications

3. None

Background Papers

4. None.

Impact

- 5.

Communication/Consultation	The draft Route Study consultation is being carried out by Network Rail. The consultation closes on 3 February 2015. Since January 2014, officers have taken part in a series of regional stakeholder working groups that have been hosted by Network Rail.
Community Safety	None.
Equalities	None.

Health and Safety	None.
Human Rights/Legal Implications	None.
Sustainability	None.
Ward-specific impacts	Districtwide.
Workforce/Workplace	Officer time in attending the working group meetings and preparing this report.

Situation

6. The draft Anglia Route Study forms part of the rail industry's long term planning process. It looks at options for meeting the demand for rail travel in the Anglia region during Control Period 6 ("CP6" 2019–2024) as well as further ahead up to 2043. The main reason for looking forward to 2043 is the relatively long life of rail assets. The draft Study uses data obtained from earlier market studies, which forecast rail demand and develop conditional outputs for the delivery of future rail services. Conditional outputs are aspirations and not recommendations. They are conditional on being deliverable in a manner which represents both value-for-money and which is affordable to funders.
7. The Anglia region consists of the West Anglia Main Line (WAML), Great Eastern Main Line (GEML), Essex Thameside, North London Line and the Gospel Oak – Barking Line. This report concentrates on WAML services to Cambridge and Stansted Airport.

The baseline

8. The draft Study's starting point is what will be delivered on WAML by 2019, i.e. the end of Control Period 5 ("CP5" 2014-2019). CP5 is the last period for which funding has been settled. No funding decisions have yet been made for CP6.
9. By 2019, an additional track will be provided on WAML between Coppermill Junction and Angel Road with a view to achieving four trains per hour (tph) between Stratford and Angel Road, including the two which currently run further north to Bishop's Stortford. The main reason for this investment is to meet the medium-term demand arising from industrial and residential development in the vicinity of Lea Bridge, Tottenham Hale, Northumberland Park and Angel Road. Lea Bridge station (near to Westfield) will also be re-opened.

Future demand for rail services

10. Network Rail forecasts that by 2023, demand for all services on WAML will have increased by 18% (morning peak passenger demand), and by 39% by

2043. In comparison, the increase in demand for GEML inner suburban services is anticipated to be much higher (52% by 2023 and 83% by 2043), but this demand is boosted by Crossrail once it opens in 2019. Demand on GEML outer suburban and Norwich services will also increase significantly (32% by 2023 and 75% by 2043) because of a trend for long distance commuting to grow faster than shorter distance commuting.

11. Network Rail says that uncommitted improvements in capacity, service and quality of rolling stock could drive further demand increases, as could population growth and what happens at Stansted Airport. Regular monitoring and updating of the forecasts will therefore take place. This is a cue for Network Rail to be asked to play a key role in “Duty to Co-operate” discussions that take place over the scale and distribution of future development within the London Stansted Cambridge corridor.

Conditional outputs

12. There are 2 relevant conditional outputs for CP6:

WAC01 – To provide sufficient capacity for passengers travelling into Central London and other employment centres during peak hours, taking into account anticipated growth over the period to the end of CP6, and

WAC03 – To provide journey time improvements for services from both Cambridge and Stansted Airport to London Liverpool Street.

13. There are 3 relevant conditional outputs for 2043:

WAC02 – To provide sufficient capacity for passengers travelling into Central London during peak hours, taking into account anticipated growth over the period to 2043,

WAC04 – Improve cross-London connectivity, connecting South West and North East London, and

WAC05 – To provide sufficient capacity for passengers travelling to Stansted Airport all day, taking into account anticipated growth over the period to 2043.

14. The draft study forecasts a capacity gap of about 1,000 passengers on Stansted Airport and Cambridge services into Liverpool Street between 08:00 – 09:00 at the end of CP6. To meet WAC01, train lengthening of two peak hour services from 8 to 12-cars is said to be the best value for money option, involving procuring two extra 4-car units. The use of higher density rolling stock could also bridge the gap, but this would not meet the needs of airport passengers for luggage space. Platform lengthening at Great Chesterford, Newport and Elsenham stations would be required to accommodate 12-car trains, but the final cost of this has not yet been calculated.

15. Train lengthening would not, of course, provide the journey time improvements required to meet WAC03. The draft study states that up to 3 to 5 minutes of

journey time could be saved on some services dependent upon timetable structure. However, to provide the best journey time benefits for services from the airport and Cambridge without further infrastructure enhancements would be to the detriment of other WAML services. This would therefore only partly meet WAC03. Full compliance with WAC03 would require four-tracking with or without Crossrail 2, as line speed improvements themselves on a two-track railway would not solve the delay problems associated with a mix of fast and slow services on the same track.

16. The draft study forecasts a capacity gap of about 1,500 passengers on Stansted Airport and Cambridge services into Liverpool Street between 08:00 – 09:00 by 2043. To meet WAC02 and WAC05, further peak hour train lengthening would be required to meet the forecast increase in demand.

Beyond 2043?

17. In anticipation of longer term investment, the draft study does propose some enabling works within CP6 which would support demand well above that currently forecast for 2043. These works focus on land acquisition for four-tracking, and level crossing closures between Tottenham Hale and Broxbourne. The draft study says (in Paragraph 6.4.11):

“The Route Study recognises that the demand forecasting methodology used does not fully reflect potential housing growth projections in the Upper Lea Valley and outside London, and the wider impacts on economic growth that improved services to Stansted Airport and Cambridge could have. Prior to publication of the final Route Study, more detailed work with stakeholders will be undertaken to better understand the benefits that early four tracking of the Lea Valley could bring. This work will examine incrementally increasing the train service to both Liverpool Street and Stratford to understand whether early infrastructure work can be undertaken prior to the full four tracking or Crossrail 2 scheme to support improved frequencies and journey time on the route”.

18. Network Rail’s market study forecasts do not see a capacity need for four tracking and / or a second rail tunnel at Stansted until after 2043. However, Network Rail does recognise that higher housing growth along the WAML corridor and growth at Stansted could contribute to a case for earlier delivery.

Four tracking

19. In the absence of Crossrail 2, Network Rail states that four-tracking in the Lea Valley does not of itself provide significant additional capacity. This is because investment would still be required to increase platform / track capacity at either or both of Liverpool Street and Stratford, together with the possible need to extend the four-tracking overground as far south as Bethnal Green (if the majority of additional services were to go to Liverpool Street). However, the feasibility of four-tracking south of Tottenham Hale to Bethnal Green is described as “very challenging” due to the high density population in surrounding areas. The Crossrail 2 four-tracking option (which would free up platform capacity at Liverpool Street and would involve a tunnel south of

Tottenham Hale) could be a solution, as it would open up 10 extra train paths into Central London.

Second rail tunnel at Stansted

20. Network Rail's assumed WAML service specification for the peak hours in 2043 shows 8tph to / from the airport station. The line diagram in the draft study shows these to comprise:

4 x Stansted Express

1 x Cross-boundary (current Cross Country Trains service to Birmingham)

3 x Cambridge.

21. It is not known what airport throughput Network Rail is assuming for 2043, but it is presumed that it would be no more than the maximum capacity of the single runway, which is about 43-45mppa (million passengers per annum). The single tunnel allows only 6tph in each direction, so 8tph would require the construction of the second tunnel unless the headway between trains could be reduced. One way of reducing headways would be to install the European Rail Traffic Management System (ERTMS), which is an in-cab computer control system which controls the speed and movement of the train whilst taking into account other trains on the railway. Initial rollout of ERTMS is on the Great Western and East Coast Main Lines in CP5. The draft study does not refer to ERTMS in the context of WAML improvements. Whilst ETRTMS could reduce train headways, it would not deal with the existing choke points such as terminus platform capacity.

22. In the past, the construction of the second rail tunnel has always been associated with a second runway, and it was proposed as part of the Stansted Generation 2 project. Tunnelling is extremely expensive, and no circumstances are foreseen in which the second tunnel would be constructed just for another 2tph in the peak period. It is not therefore clear how the extra 2tph would be delivered on the existing network. Network Rail states that 8tph is the maximum that the airport station could accommodate without extra platforms.

23. On 27th November 2014, there was an adjournment debate on WAML in the House of Commons, led by Sir Alan Haselhurst MP with the support of the London Stansted Cambridge Consortium (LSCC). In his response, the Minister of State for Transport, John Hayes MP, made it clear that the draft Study was not set in stone and he encouraged "representations that will contribute to its evolution". He also committed to a full feasibility study of the West Anglia Route and invited representatives to the Department to discuss what that further study might look like. No further information is currently available about this feasibility study.

The Council's response

24. It is recommended that the Council's response should include the following headline points:

- i) Support for peak hour train lengthening, but request clarification in due course over which services would be lengthened.
- ii) Express disappointment that the draft study is not very aspirational. Three out of the five conditional outputs affecting WAML Stansted and Cambridge services are based solely on capacity. In the absence of four tracking, there appears to be little prospect of reductions in journey times or improvements to reliability and punctuality up to 2043.
- iii) Reiterate the Council's support for the regional option for Crossrail 2. This is the best way of meeting WAC04 whilst freeing up track and platform capacity at Stratford and Liverpool Street to enable reliability, punctuality and journey time improvements.
- iv) The final Route Study should clarify how 8tph would be provided to / from the airport in the high likelihood that the second rail tunnel is not constructed. Network Rail should also clarify what passenger throughput is being assumed for 2043.
- v) Welcome the comments of the Transport Minister that the draft study is not set in stone and that a full WAML feasibility study has been committed to. This feasibility study would seem to be the right opportunity to carry out the further work identified in Paragraph 6.4.11 of the draft study. Suggest that it may be necessary to revisit the Route Study following the carrying out of the feasibility study and / or future decisions on levels of growth within the LSCC corridor.
- vi) Invite Network Rail to play a key role in "Duty to Co-operate" discussions that take place over the scale and distribution of future development within the London Stansted Cambridge corridor.

The new rail franchise

25. In December 2014, the DfT's Rail Executive published the East Anglia Rail Franchise Consultation. The existing Greater Anglia franchise is due to expire on 16 October 2016, and the Rail Executive anticipates that this will be replaced by a new East Anglia franchise. The Rail Executive is seeking stakeholders' views on the specification that is being developed for the franchise which will be issued to bidders in summer 2015. The consultation runs until 16 March 2015. Officers will be preparing a draft response in due course. That will be the appropriate response to deal with matters such as service standards, rolling stock quality, customer information, ticketing etc.

Risk Analysis

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Risk	Likelihood	Impact	Mitigating actions
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<p>That WAML rail services up to 2043 do not take into account local demand.</p>	<p>1. The Council has taken part in Network Rail's regional stakeholder group meetings, and has the opportunity to respond to the draft Route Study consultation.</p>	<p>2 Lack of an adequate rail service up to 2043 could encourage more car journeys, placing further strain on the strategic and local road networks.</p>	<p>Respond to the draft Route Study consultation, and continue to take part in rail lobbying activities, especially by the LSCC and the West Anglia Route Group.</p>
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1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.