

Committee: Stansted Airport Advisory Panel

Agenda Item

Date: 18th July 2013

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Title: Crossrail 2, Consultation by Transport for London and Network Rail

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Key decision: No

Summary

1. This report is about the current on-line consultation by Transport for London (TfL) and Network Rail on options for Crossrail 2 (CR2) and its implications for Stansted Airport.

Recommendations

2. That the Panel recommends to the Cabinet that:
 - i) the Council strongly supports the principle of CR2, and
 - ii) the Council strongly supports the regional option, subject to CR2 having benefits for all rail users, not just airport passengers, and subject to four-tracking of the West Anglia Mainline (WAML) being a pre-requisite for any Lea Valley branch of CR2.

Financial Implications

3. There are no financial implications associated with the report's recommendation.

Background Papers

4. None

Impact

- 5.

Communication/Consultation	TfL and Network Rail launched this on-line public consultation on 14 th May this year. The consultation closes on 3 rd August. The Cabinet will need to ratify the Council's response at its meeting on 1 st August.
Community Safety	None.

Equalities	None.
Health and Safety	None.
Human Rights/Legal Implications	None.
Sustainability	CR2 will improve public transport links to, from and within the London area.
Ward-specific impacts	As CR2 has the potential to improve access by public transport to, from and within the London area, the impact could be quite wide.
Workforce/Workplace	Officer and Member time in considering and preparing the response.

Situation

The CR2 Options

6. TfL was asked by the Department for Transport to evaluate options for a new South-West to North London rail route. There is an existing safeguarded route (known as the Chelsea to Hackney Line), but this is no longer thought to be the most beneficial option.
7. The web-based consultation does not contain a lot of detail, but there is an accompanying paper entitled "Crossrail 2: Summary of Option Development" which does provide some additional information. A copy of the paper is attached to this report.
8. There are a number of key aims and objectives which have been set for CR2:
 - i) reducing overcrowding on the Underground (Victoria, Piccadilly and Northern Lines),
 - ii) improving passenger dispersal from rail termini (especially Euston),
 - iii) improving connectivity,
 - iv) supporting growth and regeneration,
 - v) value for money,
 - vi) improving transport quality, and
 - vii) reducing CO² emissions

The existing safeguarded route fails i) and ii), so it has not been subject to further detailed assessment.

9. The consultation is about 2 options:

The “metro” option would be a high frequency underground service running from Alexandra Palace to Wimbledon and serving a number of intermediate stations including Seven Sisters, Euston St Pancras, Victoria and Clapham Junction (see Page 8 of the paper).

The “regional” option would be a medium frequency heavy rail service (similar to Crossrail 1) using existing rail lines in the south-west and travelling north via Central London to Alexandra Palace, but with a further Lea Valley branch via a tunnel from Angel surfacing south of Tottenham Hale at Coppermill Junction where it would join the WAML at a grade separated junction. It is presumed that the WAML would have been partially four-tracked before CR2 is operational. On leaving the tunnel portals the CR2 lines would join the slow lines so that stations on the Hertford East line can be served (see Pages 9 and 10 of the paper).

10. Making an allowance for costs to increase, it is estimated that the metro option would cost £15.5bn and the regional option £19.7bn. The regional option would have the higher benefit to cost ratio, and would have a peak passenger capacity (per direction) of up to 45,000 compared to 38,000 for the metro option. It is expected that funding for CR2 would be a combination of:

- i) Central Government grant,
- ii) Mayoral contribution through CIL, the Business Rate Supplement, S106 contributions and TfL funding,
- iii) borrowing against future CR2 fare revenue, and
- iv) a Network Rail contribution

In the recent Spending Review, the Chancellor has committed £2m towards CR2 feasibility studies. Construction of CR2 could commence in the early 2020s, with services beginning in the early 2030s.

The Consultation

11. Three questions are asked, but there is space for further comments to be added.

- Do you support the principle of CR2?
- Do you support the idea of a metro option?
- Do you support the idea of a regional option?

12. At the recent meeting of the West Anglia Routes Group (WARG) it was indicated by TfL and Network Rail that 10,500 replies had been received in the first five weeks of consultation, with 96% of respondents either strongly supporting or supporting the principle of CR2. Of the two options, support was strongest for the regional one.

Analysis

13. The metro option does not enhance WAML rail services, as it is not a heavy rail solution. At best, improved interchange facilities at Seven Sisters might relieve some overcrowding at Liverpool Street and on the Victoria Line south of Tottenham Hale, which would have some indirect benefits to the passenger travel experience.
14. The regional option has far more flexibility depending upon the extent of any WAML four-tracking. Four-tracking remains an aspiration although it is essential for any future step-changes in rail services along the London–Stansted–Cambridge corridor. WARG continues to lobby very hard for four-tracking, as does its parent London Stansted Cambridge Consortium (LSCC). It is essential that both organisations maintain their consensus and co-ordination over four-tracking to build up a robust business case.
15. At present, a third-track scheme from north of Stratford to Tottenham Hale has been allocated £44m of funding in Network Rail’s Strategic Business Plan, but this is subject to final determination by the Office of Rail Regulation and detailed working-up. An extension of the third track to Angel Road is on course to receive £25m from the Greater London Authority (to serve Meridian Water), but would not proceed separately should the £44m not be finally confirmed. TfL is also providing £3m for interchange improvements at Tottenham Hale. The provision of the third track would allow four trains per hour to run from Angel Road to Stratford, although in some instances this may require changing trains at Tottenham Hale. Any third track works would have “passive” provision for four-tracking in the future, although it is emphasised that the third track scheme is only a local solution for West Anglia Inner services.
16. The third track scheme would require more rolling stock and possibly a new platform at Stratford, land acquisition and HS1 bridge widening works which would be difficult and expensive.
17. At the airport, four Stansted Express trains run every hour to and from Liverpool Street, with an hourly Cross Country Trains service to Birmingham. There is one spare train path through the tunnel, and there is an aspiration for this to be used to increase the Cambridge service to half hourly although there are no firm proposals at the moment. Currently, the rail service to the airport carries just over 4 million passengers per annum (mppa), which is a 24.2% mode share of the airport’s total throughput of about 17.5mppa. It is the Manchester Airports Group’s ambition to grow Stansted to about 32mppa by 2028 with the prospect, therefore, of rail patronage nearly doubling by 2028 with no extra train paths. There are no spare train paths during peak hours into and out of Liverpool Street, so the only ways to increase capacity for all WAML users (including those travelling to / from Cambridge and intermediate

stations) are lengthened trains and platforms or additional tracks. Once additional tracks are provided, the opportunity for CR2 to use some of the newly created train paths to enhance WAML services will be high.

18. At the recent WARG meeting, TfL and Network Rail confirmed that an extension of CR2 to the airport is under review, and that it would be most likely if Stansted were chosen as a new hub airport. In that case, one option would be for CR2 to become the express service to the airport as part of a wider debate about CR2 service patterns and rolling stock specification.

Conclusion

19. This consultation is a very high level one and concerns only the principles of CR2, so a detailed response is not warranted now. Much more detailed feasibility and planning work needs to be carried out before there can be more certainty about the benefits of CR2 for Uttlesford rail users. At this stage, it is recommended that the Panel advise the Cabinet to support the recommendation set out in Paragraph 2.

Risk Analysis

20.

Risk	Likelihood	Impact	Mitigating actions
That Crossrail 2 ends up having little benefit to Uttlesford rail users.	2. There is some risk, but much will depend upon the details of the final option that is chosen. The greatest risk is that four-tracking does not happen, which would rule out a CR2 regional option.	2. The impact of no four-tracking and / or CR2 would be no step-change in rail services in Uttlesford.	The Council continues to work with stakeholders on both the LSCC and WARG to lobby for four-tracking and a regional option for CR2 that benefits all WAML users.

- 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.