

Cabinet Report

9 December 2015



Title	Crossrail 2: Consultation		
Purpose of the report	To make a decision		
Report Author	John Devonshire		
Cabinet Member	Councillor Vivienne Leighton	Confidential	No
Corporate Priority	This item is not in the current list of Corporate priorities but still requires a Cabinet decision		
Cabinet Values	Community		
Recommendations	Cabinet is asked to agree the response to the consultation for Crossrail 2 proposals		

1. Background

- 1.1 The Crossrail 2 (CR2) project is currently sponsored by Network Rail, Transport for London and the Mayor for London. CR2 aims to improve rail connectivity between southwest/ northeast London and its hinterlands including Surrey and Hertfordshire. The project also aims to reduce overcrowding and release capacity for more frequent services on the South West Main Line into/out of London Waterloo. See plan at **Appendix A**.
- 1.2 The Surrey Rail Strategy which was published in September 2013 and is supported by this Council, sets out three priorities. One was to increase capacity on the South West Main Line and Crossrail 2 was the primary means of achieving that. The other two priorities were improved access to airports and improvements to the North Downs Line.

2. Key Issues

- 2.1 The core of the CR2 proposal is a new rail tunnel running from SW London (Wimbledon area) to N London (Tottenham Hale /New Southgate). There are then various possible feeder service routes on existing lines – including Shepperton and Hampton Court. The objective in south London is to divert some existing Waterloo bound services via Crossrail thereby releasing capacity at Waterloo and its approaches to facilitate growth of longer distance services. The tunnel section of CR2 is envisaged to take up to 30 trains per hour in the peak time. Services would stop at all stations – no ‘fast’ CR2 services are proposed.
- 2.2 The CR2 proposals, as currently presented, include using several branch lines in Surrey including Shepperton for CR2 services. The proposals would see an increase in services from Shepperton during peak times from 4 trains per hour to 6 trains per hour, 4 of which would be used for CR2 and 2 would remain direct to London Waterloo. This is opposed to the 4 trains per hour which operate at peak times direct to London Waterloo at the moment. Current travel time from Shepperton to Waterloo at peak times is either a 56min or 1 hour 4min journey.

- 2.3 Rather than running direct to Waterloo, CR2 services would run through Clapham Junction via the new tunnel and onto Victoria and Euston. Any commuters wishing to travel to Waterloo on CR2 services on the Shepperton branch would have to change at Clapham Junction or at Balham for London Underground Northern Line services. It is of note that even if Crossrail services did not extend to the Shepperton branch line (and neither do they go to Staines) passengers from these lines could still change at Clapham Junction to connect to the Crossrail services.
- 2.4 The proposals also state that Shepperton station may have to be reconfigured to accommodate an additional platform. Rail sidings and stabling facilities will be required above ground on the rail network, but no specific locations have yet been identified. Two locations for the below ground network have been identified at New Southgate and Wimbledon. The consultation document considers that CR2 could support the delivery of 200,000 new homes across London and the wider south east.
- 2.5 There is an expectation that, in order to justify a business case, CR2 it will need to demonstrate appropriate levels of additional development can be delivered along the routes. Development potential in the Sunbury/Shepperton area is very constrained by the Green Belt as well as significant areas at flood risk. Existing passenger numbers on the Surrey section of the Shepperton branch line are modest compared to other stations in North Surrey (*figures in millions of passengers per year – Woking 7.1m, Epsom 3.5m, Staines 2.85m, Hampton Court 2.1m, Dorking 1.1m, Ashford 0.91m, Shepperton 0.42m, Sunbury 0.40m, Upper Halliford 0.13m, Kempton Park 0.054m*). Accordingly the business case in either development of passenger number terms is very weak.
- 2.6 It is understood SCC has done further work on this issue as part of its Surrey Rail Strategy and sees the business case as 'borderline' and suggests alternative destinations in Surrey where use levels would be much higher and greater benefits would be secured eg Dorking and Woking.
- 2.7 Officers consider that it is sensible for CR2 to serve locations with the highest level of likely patronage and development potential recognising that those stations not served directly, eg Surrey sections of the Shepperton and Staines lines, will still be able to interconnect with CR2 at Clapham Junction and still retain their existing Waterloo services. In that way residents still benefit from CR2.
- 2.8 It is considered in transport terms that Crossrail 2 concept can be supported in principle. CR2 would offer benefits to release capacity on the rail network at London Waterloo and bring about greater connectivity to and within London with wider economic benefits. However as the CR2 proposals are at an early stage, there are uncertainties as to the impact on journey times/commuting patterns and locations of associated stabling facilities.
- 2.9 In the absence of such detail, it is requested that CR2 undertake further work is undertaken to understand the impact of the CR2 proposals on journey times/commuting patterns including lines not served by CR2. There is also no indication of what will happen to direct services to Waterloo outside of peak times.
- 2.10 Whilst the CR2 proposals do not identify any specific locations for stabling facilities it should be recognised that their location will need to consider non Green Belt locations in the first instance.
- 2.11 In terms of CR2 supporting housing delivery, it should not be assumed that a CR2 service will bring significant housing delivery to an area. In Spelthorne, this will be a matter for the Local Plan review which will need to balance the demands of development against constraints such as Green Belt and Flood Risk. This has been reiterated in the consultation response.

2.12 A copy of the draft response to the CR2 consultation is attached as **Appendix B** to this report. The CR2 consultation closes on Friday 8 January 2016.

3. Options analysis and proposal

3.1 The options are to:

1) AGREE the response to the Crossrail 2 consultation as set out at Appendix B to this report; or

2) AGREE the response to the Crossrail 2 consultation as set out at Appendix B to this report and any further comments Cabinet may wish to make; or

3) NOT AGREE the response to the Crossrail 2 consultation as set out in Appendix B to this report.

2.2 It is proposed that Option 1 be agreed by Cabinet.

4. Financial implications

4.1 None

5. Other considerations

5.1 None.

6. Timetable for implementation

6.1 The aim is for construction of CR2 to start 2020 and be operational by 2030.

Background papers: Crossrail 2 consultation documents - <http://crossrail2.co.uk/>

Appendices: Plan of route and Draft Response to CR2

The scheme

Crossrail 2 - a joint Transport for London / Network Rail project - is a proposed new cross-London rail line that will provide fast and frequent services between stations in Surrey and Hertfordshire. Crossrail 2 stations will be introduced along a 37km tunnel between Wimbledon in the south and both New Southgate and Tottenham Hale in the north. With other improvements to the South West and West Anglia mainlines, Crossrail 2 will serve over 45 stations, from Chessington, Shepperton and Epsom in the south, to Broxbourne in the north. It will allow many new journeys through London by the connectivity it brings and the capacity it frees up on the existing rail network.

Crossrail 2 will unlock new areas for housing and enable the continued economic growth of the UK's most productive and internationally competitive region, as well as helping to tackle existing and worsening transport problems in London and the Southeast.

84 new 9-car trains each 200m long



HOURLY TRAIN FREQUENCY

- Up to 30 between Dalston and Wimbledon in each direction
- Up to 15 to and from New Southgate
- Up to 15 to and from Tottenham Hale, and up to 12 to and from Broxbourne
- Up to 6 along each of the South West mainline branches.



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Consultation Response to CR2 Proposals

Freepost
CROSSRAIL 2 CONSULTATIONS

Please reply to:

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Our ref:
Date: 9 December 2015

Dear Sir/Madam

Cross Rail 2 Consultation on Proposals

Thank you for consulting Spelthorne Borough Council on the proposals for Cross Rail 2 (CR2) as set out in the leaflets '*Have your say on proposals for Crossrail 2*' and '*Crossrail 2 and the environment*', as well as the other factsheets available on the CR2 website.

From the consultation documents and factsheets the following points are noted: -

- A number of branch lines in Surrey including Shepperton, which currently operate from London Waterloo are proposed for CR2 services;
- The number of services on the Shepperton branch line (between Shepperton and Fullwell) would increase from 4 trains per hour at peak times to 6, with 4 proposed for CR2 and 2 to remain for Waterloo;
- CR2 services from Surrey would run to Clapham Junction and onto London Victoria rather than London Waterloo, with an opportunity to change to London Underground Northern Line services at Balham;
- Shepperton station may need to be reconfigured to accommodate an additional platform for CR2;
- CR2 should ease overcrowding on South West Main Line (SWML) services and release capacity on Network Rail lines into London Waterloo;
- Additional stabling will be required for CR2 above ground – but no sites are identified;
- CR2 could also support the regeneration of around 200,000 new homes.

Spelthorne Borough Council supports the principle of CR2 given its likely economic benefits overall through greater connectivity on the rail network across inner London and its likely impact to alleviate overcrowding and congestion on train services in peak hours and release capacity at London Waterloo for more frequent SWML services. However, the CR2 proposals are at an early stage and the information accompanying the consultation is quite generalised and high level. As such, the full impact of CR2 remains uncertain at this time and Spelthorne Borough Council will need to consider CR2 proposals as further details emerge.

However, even at this early stage a number of points are raised: -

The Council recognises that all the stations on the Surrey section of the Shepperton branch line have relatively low passenger numbers and development potential in their vicinity is highly constrained by Green Belt and areas at flood risk as well as other issues. The business case for this part of the Shepperton line therefore appears very weak compared to other potential destinations with higher passenger numbers and development potential.

Whilst the number of peak hour services will rise on the Shepperton branch line from 4 to 6 trains per hour, only 2 of these services will continue to run directly to London Waterloo with the other 4 services for CR2 running through to London Victoria via Clapham Junction. Commuters for Waterloo on these services would either have to change at Clapham Junction or change to London Underground Northern Line services at Balham. We would also wish to understand how both the Shepperton and Staines lines would be affected if neither had a direct CR2 route

There is no indication in the consultation documents or fact sheets on the CR2 website in terms of the time it would take commuters from Spelthorne to reach London Waterloo from CR2 services or via existing services once CR2 is operating and whether this would increase or reduce commute times to London Waterloo. If commute times to London Waterloo from were to increase, this may lead to commuters trying to access the remaining direct services to Waterloo, which with fewer trains per hour at peak times could exacerbate overcrowding rather than alleviating it.

The eventual commuting pattern is however, likely to depend on the end destination of commuters in terms of whether the majority need to travel on to Waterloo or can reach their final destination just as easily from London Victoria (or other stations on the proposed CR2 routes). As such, it will be important to understand the end destination of commuters on the Shepperton and Staines lines to determine the effect of CR2 on commuting patterns and journey times. Spelthorne Borough Council would urge that further work is undertaken in this respect, if not done so already.

In terms of stabling facilities, whilst it is noted that this will be required at above ground locations, the vast majority of the rail network which passes through Spelthorne on the Shepperton branch is located within the Green Belt. As such, any locations for stabling, whether in Spelthorne or elsewhere, will need to consider alternative non Green Belt locations. This could be considered through the Environmental Impact Assessment (EIA).

Finally, it is noted that the consultation states that CR2 could support the delivery of 200,000 new homes across London and the wider south east. However, it should not be considered the case that because any line will see CR2 services, it means that significant levels of development will be feasible. In Spelthorne, the quantum of development which may come forward over time will need to be considered in the next iteration of the Spelthorne Local Plan. It will be for the local plan process to determine the level of development which could be supported having regard to the constraints it faces including other infrastructure capacity issues.

Yours sincerely

John Brooks
Head of Planning and Housing Strategy

