

TRANSPORT FOR LONDON

ENVIRONMENT, CORPORATE AND PLANNING PANEL

SUBJECT: UPDATE ON HIGH SPEED 2

DATE: 10 NOVEMBER 2011

1 PURPOSE

- 1.1 The purpose of this paper is to update the Panel on the issues surrounding the new High Speed 2 (HS2) rail line. In particular, this paper focuses on TfL's position regarding the proposed alignment through the Greater London area.
- 1.2 The Panel is asked to note this paper.

2 BACKGROUND & SUMMARY

- 2.1 At the beginning of the year, Phillip Hammond MP, former Secretary of State for Transport, launched the HS2 public consultation. This covered the detailed route alignment from London to Birmingham, and the wider strategy for the line up to Manchester and Leeds.
- 2.2 The proposed strategy is for a Y-shaped network, to be delivered in two phases:
Phase 1 – a line from London to the West Midlands including a link to HS1; and
Phase 2 – onward legs to Manchester and Leeds with connections to points further north via the East and West Coast Main Lines and a spur to Heathrow.
- 2.3 The proposed network would also bring Glasgow and Edinburgh to within 3.5 hours of London. In the longer term, the Government will also explore with the Scottish Government the options for further reducing journey times to Scotland.
- 2.4 The Mayor's response to the public consultation on HS2 is at Appendix 1. The Mayor supports a high speed rail network in principle, but his support on the proposal is conditional on a number of issues being addressed, which are set out below:
 - (a) Euston dispersal – The Mayor is seeking a commitment from the Government that their proposals for HS2 would include a package of measures for addressing the impacts at Euston including delivery of the first phase of Crossrail 2;
 - (b) Old Oak Common – The Mayor is seeking a commitment that complementary rail and other transport enhancements for Old Oak Common are included in the core HS2 scheme to ensure it is accessible to the wider area;
 - (c) HS2-HS1 connection – The Mayor is seeking a commitment to alternative options that do not impact on North London Line services or limit the potential for these services to be enhanced in the future, and

- (d) Environmental effects – The Mayor is seeking changes to the design of the route to ensure these impacts are properly addressed, preferably by tunnelling the whole route through London.

3 SPECIFIC ISSUES

Euston

- 3.1 HS2 will lead to a major increase in demand at Euston station both in the first phase of HS2 (to Birmingham only) and the second phase (to Leeds and Manchester). This HS2 related growth is on top of general background growth forecast to take place on existing routes into Euston.
- 3.2 Significant mitigation is required to accommodate this growth including the following:
 - (a) As part of the HS2 station, a complete rebuilding of the Underground station to provide the necessary concourse and ticket hall capacity;
 - (b) A commitment to Old Oak Common station linked in to Crossrail to disperse some HS2 passengers via Crossrail;
 - (c) Connecting Euston Square station into the main Euston terminus to improve connectivity to the City;
 - (d) Major expansion of bus, taxi and walk/cycle facilities as part of the new station;
 - (e) The potential for extending Crossrail from the west to connect into the existing west Coast main Line to allow some services which currently operate into Euston to transfer onto Crossrail, thus alleviating some of the pressure in the Euston area;
 - (f) Allowance for Crossrail 2 (Chelsea Hackney Line) platforms in the design of Euston station; and
 - (g) The need for additional Underground line capacity in the form of Crossrail 2 to allow for the dispersal of the full HS2 network.
- 3.3 All of these issues need to be addressed with HS2 Ltd if the scheme is taken forward for detailed design.

Old Oak Common

- 3.4 An interchange station at Old Oak Common is essential to disperse passengers from HS2 via Crossrail and to reduce the impact at Euston. There are a number of other issues TfL has raised in relation to Old Oak Common:
 - (a) The interchange should be designed to facilitate ease of interchange between different users moving between different services at Old Oak Common station. Specific attention should be given to the need for airport passengers accessing Heathrow via Old Oak Common;
 - (b) The opportunity should also be taken to integrate the station fully into the local rail network, with new infrastructure as appropriate, to create a strategic transport hub for west London that can support local regeneration and more effectively meet local, regional and national connectivity objectives;

- (c) There is also a need to provide suitable road and other surface connections to the site for vehicles, buses, pedestrians and cyclists; and
- (d) The HS2 proposals have an interaction with Crossrail depot facilities at Old Oak Common – any HS2 proposals should not prejudice the timescale for delivery of Crossrail, nor should they adversely affect the operation of the new railway.

HS2 – HS1 Link

- 3.5 The HS2 proposals include a connection between the existing high speed route to the Continent (HS1) and the new HS2 tracks. The current proposition is to use the existing North London Line alignment for this connection.
- 3.6 While TfL is supportive of the principle of a connection between the two high speed lines, we do not consider the current proposal, as set out in the public consultation, to be fit for purpose.
- 3.7 The North London Line is heavily used by both London Overground and freight services and introducing additional HS2 trains onto these tracks would adversely impact on Overground performance and limit the potential for future growth. TfL's position is that further work is needed to investigate this connection and to develop options that do not impact on Overground services.

4 CROSSRAIL 2 INTERFACE

- 4.1 The assessment of HS2 impacts has been undertaken in parallel with work to review the safeguarded route of the Chelsea Hackney Line or Crossrail 2. This new cross-London tube line is safeguarded by the government and identified in the Mayor's Transport Strategy as being necessary by 2031 to help accommodate London's growth. The safeguarded route does not serve Euston and TfL has identified an alternative corridor for Crossrail 2 through central London via Euston. This could be delivered either as a stand-alone London focused metro system or part of a wider regional scheme connected to existing national rail lines to the north and south west of London. These two options are illustrated in Appendix 2.
- 4.2 The work undertaken by TfL on HS2 has identified the need for Crossrail 2 to be in place, serving Euston by the time the full HS2 network is in place. Without it, the existing underground network would be unable to cope with the number of passengers arriving at Euston and passengers would have to wait up to 30 minutes at peak time to access the Underground. However, the need for Crossrail 2 is not driven solely by HS2 but by background growth in London over the next 20 years. During this period, London is forecast to grow by an additional 1.3 million people and an additional 750,000 jobs.
- 4.3 However, if provision for Crossrail 2 is not allowed for in the design of the new Euston station, which is delivered for the first phase of HS2, then the opportunity to integrate it at a later date will be lost. From a strategic planning perspective, it is essential that the HS2 plans make provision for Crossrail 2 infrastructure at Euston.

5 NEXT STEPS

- 5.1 The Government's current timeline for the progression of the scheme is set out below:

late 2011 / early 2012: final route announcement and 'safeguarding';

2012: detailed specification of engineering works;

2013: legislation needed for the scheme will be put to Parliament;

2015: Hybrid Bill passed;

2016: construction work starts;

2026: Phase 1 of the scheme opens; and

2032/33: Phase 2 of the scheme opens

- 5.2 TfL continues to work with the promoters of HS2 to ensure the above concerns are being addressed in the ongoing design process.

6 RECOMMENDATION

- 6.1 The Panel is recommended to note this paper.

7 CONTACTS

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APPENDIX 1 – Mayoral response letter

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29 JUL 2011

High Speed 2 – Consultation response from Boris Johnson, Mayor of London

I have read with interest the recent consultation material on the preferred alignment for High Speed 2. This letter forms my formal response to this material and is appended by a series of further analyses. In short, while I support the Government's aspiration for a high speed rail network for the UK, in my view, the current HS2 proposal is inadequate for a number of reasons.

As a general point, I believe that HS2 Ltd could have engaged the public more comprehensively earlier on, which could have led to the development of more acceptable proposals.

Impact on property / people

The proposed route alignment raises a number of significant environmental concerns, particularly in west London. The current design assumes high speed trains operating at the surface or elevated through parts of Ealing and Hillingdon. Elsewhere along the route, particularly outside of London, considerable effort has gone into mitigating noise and visual effects by redesigning the railway alignment to screen it from surrounding areas or by burying it in tunnel. It is hard to understand why a section of route through Greater London, clearly affecting large numbers of people, has been subject to so little environmental mitigation. I am seeking substantial changes in design of the route to ensure these impacts are properly addressed, preferably by tunnelling the whole route through London.

Euston and onward dispersal

The proposal being consulted on also fails to address the considerable challenge of dispersing high speed rail passengers from the rest of the UK across London. Transport for London (TfL) estimate that, even with Old Oak Common in place, there will be more than twice as many passengers arriving at Euston station in the morning peak period (07:00-10:00), compared to today, as a result of HS2, and this will require additional capacity.

The Secretary of State has already safeguarded the route of a new underground line, known as the Chelsea-Hackney Line, to accommodate London's future growth and the full High Speed 2 network creates levels of passenger demand at Euston that require this to be in place and serving Euston station. Without this, or something of equivalent capacity, Euston will not be able to cope with the pressure put upon it and the benefits of High Speed 2 will be lost, as passengers would be faced with long queues to make onward journeys to their final destinations.

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Old Oak Common

I recognise the invaluable role of an Old Oak Common HS2 station in easing the pressure on Euston through the provision of fast alternative routes to key destinations in central London, via Crossrail. Old Oak Common will be key to providing a convenient connection to Heathrow Airport from HS2 in the initial phase, and it also has the potential to be an important hub for west London.

However, the proposals for an intermediate station at Old Oak Common, while supported in principle, do not fully address the future transport needs of what could become a major new rail hub. A station in this location connected to HS2, Crossrail, and the Great Western Main Line has to be "plugged in" to London's transport network to ensure the station is accessible to the whole of north west, west and south west London. TfL has undertaken work suggesting that a station incorporating the West and North London lines is possible. I will be seeking a commitment that complementary rail and other transport enhancements for Old Oak Common are included in the core HS2 scheme to ensure it is accessible to the wider area and maximise the connectivity benefits of the new station.

Furthermore, the proposed station at Old Oak Common must not encroach on the Crossrail depot and must not adversely impact upon its operations.

HS2 – HS1 connection

I am also concerned at the specific proposals for connecting HS2 and HS1 to allow the through running of high speed services. Such a connection is welcome in principle, but using the existing North London Line as a connection for high speed trains is not acceptable as it will impact negatively on the operation of the North London Line, which has been subject to major investment and is used daily by thousands of Londoners, as well as freight routes that run through north London. Furthermore, the current proposal will limit the frequency and running speed of high speed trains significantly, impacting on the business case for such a link. I am pushing Government for a dedicated connection that does not affect the North London Line.

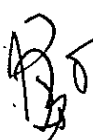
Summary

I am afraid that without the changes above, I cannot support the current proposal. Appended to this letter, you will find a detailed response to the consultation material, taking each of the seven consultation questions in turn.

For HS2 to be successful, it will need to integrate seamlessly into London's transport network in order to achieve the full potential of high speed rail for faster end-to-end journeys. This will best be achieved by working closely with TfL to provide an integrated solution.

I trust these comments are helpful and I will be very happy to discuss them with you in more detail.

Yours sincerely



Boris Johnson
Mayor of London

APPENDIX 2 – Crossrail 2 alignment options

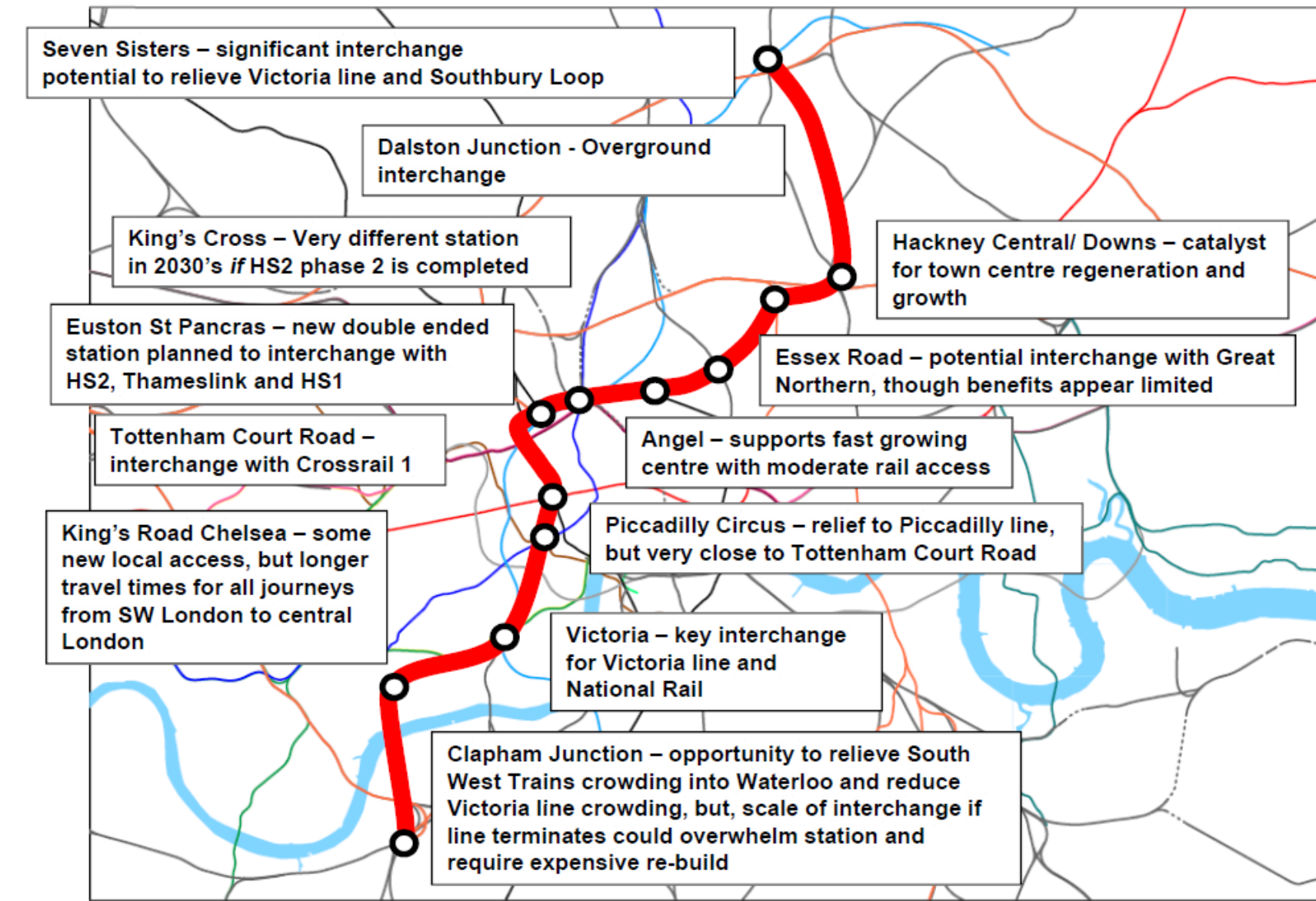


Figure B1: Crossrail 2 route Option A – automatic metro

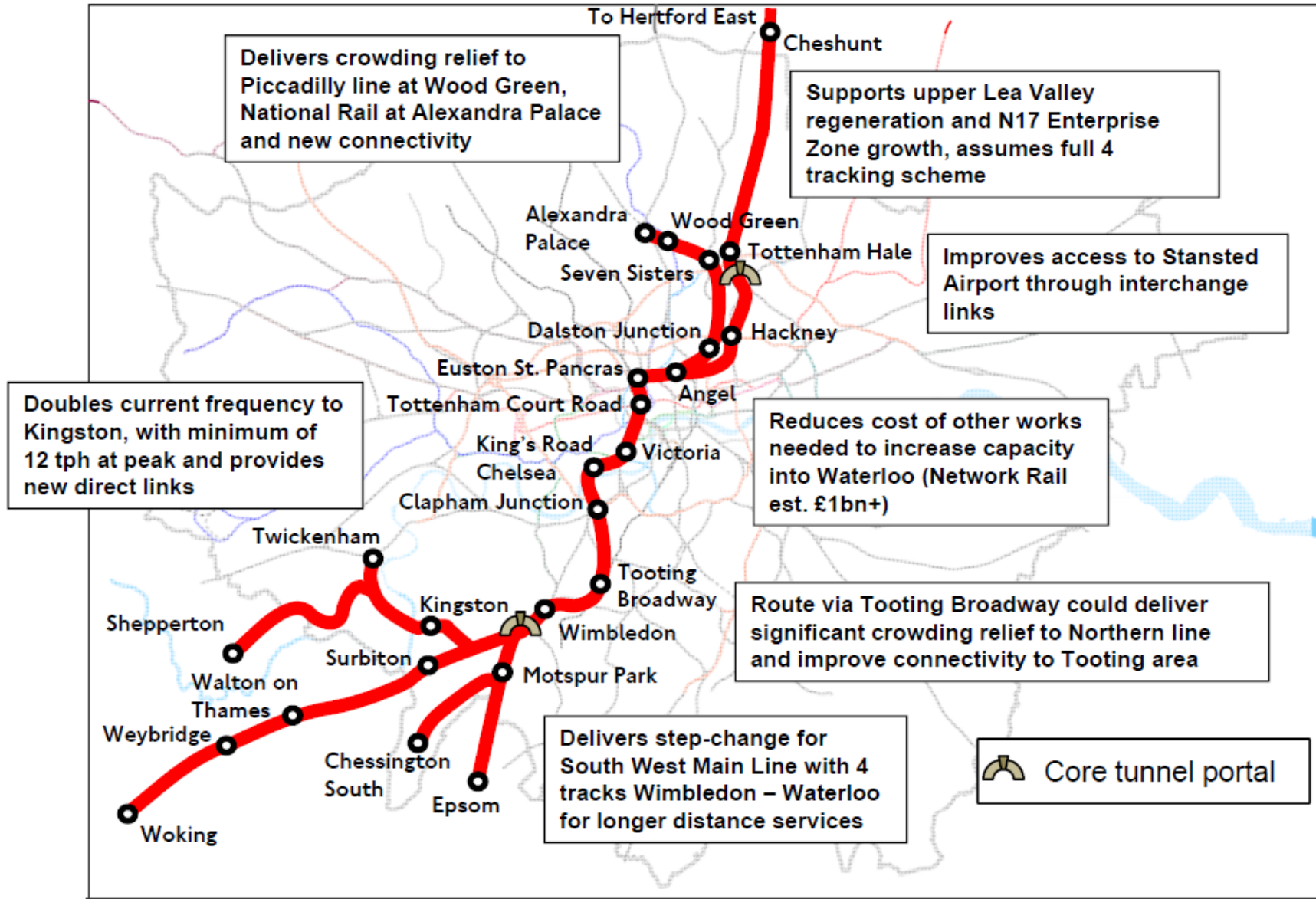


Figure B2: Crossrail 2 route Option B – regional scheme