

THE EXECUTIVE

9 NOVEMBER 2004

REPORT FROM THE DIRECTOR OF REGENERATION AND ENVIRONMENT

CROSSRAIL – RESPONSE TO CONSULTATIONS ON THE MAIN SCHEME AND DRAFT SAFEGUARDING DIRECTION	FOR DECISION
<p><i>This report refers to the Crossrail scheme and its implications on the Borough and refers to the consultation on the proposed new safeguarding Direction.</i></p> <p>Summary</p> <p>This report describes the current position with respect to the Crossrail scheme and the implications for the Borough. The scheme is likely to bring major regeneration and transport benefits to the area both directly and indirectly although, there are localised concerns arising from depot/sidings proposals in the Chadwell Heath area. The scheme is currently out to consultation and a response is invited by 27 October 2004, but it is understood that a late submission would be accepted.</p> <p>Concurrent with the main consultation on the scheme, the Council is also being consulted with respect to proposals for safeguarding land necessary for its construction and operation. The deadline for response to this is 25 November 2004. This report also considers this issue.</p> <p>Wards Affected – All</p> <p>Recommendations</p> <p>With respect to the main consultation on the Crossrail project, the Executive is recommended to agree:</p> <ol style="list-style-type: none">1. To support the Crossrail scheme in view of its likely overall benefits to the Borough, particularly with regard to regeneration and transport;2. That Officers continue to work with Crossrail on mitigating localised impacts and that further reports on this issue are brought back to the Executive in due course;3. That the Council's preference for an alignment via Barking is reiterated. This is considered in section four of the report;4. That to maximise the potential benefits of Crossrail a full review of complementary/feeder public transport networks be undertaken by and with the relevant agencies such as Transport for London; and5. To refer this report and agreed recommendations to Cross London Rail Links Ltd in response to consultation on the Crossrail scheme;	

With respect to consultation on the proposed new safeguarding Direction the Executive is recommended to agree:

1. No objection be raised other than that Purchase Notices should not be served on the local planning authority (London Borough Barking and Dagenham) but on the scheme promoter Cross London Rail Links Limited; and
2. This report and agreed recommendation be referred to the Department for Transport with respect to the draft safeguarding Direction.

Reasons

Support for Crossrail and the implementation of the scheme will contribute to delivery of the Council's Community Plan priorities, particularly Regenerating the Local Economy and making Barking and Dagenham Cleaner, Greener and Safer.

It is neither reasonable nor appropriate that purchase notices be served on authorities other than the scheme promoter.

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Background

Consultation on the Crossrail Scheme Itself

1. Introduction

- 1.1 Crossrail is a rail proposal that will directly link east and west London via a new tunnel under central London.
- 1.2 To the west it will extend to Maidenhead and Heathrow via Paddington. To the east it is proposed to go to Shenfield (Essex) via Liverpool Street and Stratford and to Ebbsfleet (Kent) via Liverpool Street and Canary Wharf, with a new tunnel south-eastwards under the river Thames beyond the Royal Docks.
- 1.3 A brand new 'metro' style fleet of trains would operate the service with the potential of up to 24 trains per hour at peak times running in each direction through the central area between Paddington and Whitechapel.

- 1.4 The scheme is currently out to consultation and a response is required by 27 October 2004 although, it is understood a later submission would be accepted.
- 1.5 The scheme would cost in the order of £10bn and the Government is seeking a significant contribution from the private sector – particularly those who would be direct beneficiaries were the project to be built. The scale of the cost and uncertainty over the funding package may have implications for scheme progress, for example, whether or not certain sections of the scheme would be built in phases.
- 1.6 Despite the uncertainty that exists, in July 2004 the Secretary of State for Transport agreed that powers to construct Crossrail would be sought 'at the earliest opportunity'. Powers would be granted by virtue of an Act of Parliament and a Bill may be deposited to start this process in March 2005.

2. Anticipated Benefits of Crossrail

2.1 The expected benefits from Crossrail can be summarised as follows:

- increased rail capacity; better use of existing rail corridors; less crowding
- faster journeys
- new direct journey opportunities
- social inclusion
- support for regeneration and development areas
- jobs creation – in the construction and operation of Crossrail
- improved integration of transport networks
- improved international connections
- shift from road to rail use with consequent environmental and other benefits
- new modern facilities/infrastructure
- enhanced property values

2.2 Crossrail has an estimated benefit to cost ratio of 2:1.

3. Implications for the Borough

3.1 Key details of the scheme in the Great Eastern corridor can be summarised as follows:

- by sharing and making better use of existing tracks and stations, Crossrail trains would provide a service at Stratford, Forest Gate, Manor Park, Ilford, Seven Kings, Goodmayes, Chadwell Heath, Romford, Gidea Park, Harold Wood, Brentwood and Shenfield
- a tunnel entrance/exit for the tunnels under central London would be required at Pudding Mill Lane which would require repositioning of the Docklands Light Railway (DLR) station there
- trains would be stabled using sidings at Gidea Park and Shenfield

- an old freight loop between Chadwell Heath and Goodmayes would be reinstated, within the existing railway boundary
- major station improvements and improved access for mobility impaired persons are proposed at Ilford and Romford
- platform extensions are proposed at Stratford, Forest Gate, Manor Park, Ilford, Seven Kings, Goodmayes, Chadwell Heath, Romford, Gidea Park, Harold Wood and Brentwood
- platform extension would not be possible at Maryland Station and Crossrail services would not call there
- minor station improvements are being considered at Forest Gate, Manor Park, Seven Kings, Goodmayes, Chadwell Heath, Gidea Park, Harold Wood, Brentwood and Shenfield
- a new control centre and depot at Romford railway goods yard and nearby gasworks are proposed with access for the trains through a new rail underpass

3.2 From this it is clear that the Borough may benefit not only by virtue of the Crossrail service itself, but also associated improvement works to stations in the area. At the moment however precise details are not known.

4. Alignment of Crossrail

- 4.1 Members may recall that in response to earlier rounds of consultation on Crossrail an alignment via Barking Town Centre was urged to be adopted.
- 4.2 However, such an alignment is not reflected in the current scheme and is not likely to be pursued when powers are sought to construct the project. There is also no evident support for this alignment from other parties such as the Government or Thames Gateway London Partnership/other Boroughs.
- 4.3 Accordingly whilst it may be prudent to reiterate support for this alignment for all the reasons put during previous consultations, the chances of it materialising are likely to be small. If Members wish to pursue this, then any Bill that does not show this alignment would have to be 'petitioned' to press the issue – at considerable cost and use of resources and with little prospect of success. In the light of all these considerations Members are recommended to reserve the Council's position on this aspect of the project.
- 4.4 However, a complementary approach to the issue of fully capturing the benefits of Crossrail does present itself to such an extent that the question of the precise alignment of Crossrail could become less of a concern.

- 4.5 Crossrail will be a major scheme at the top of a hierarchy of transport infrastructure and services and it will be highly attractive in its own right. To fully exploit it, feeder transport networks should be developed so that the catchment of Crossrail is spread as wide as possible. In this respect the precise alignment of the scheme becomes less of an issue.
- 4.6 Accordingly, Members are recommended to urge relevant transport agencies like Cross London Rail Links (CLRL) and Transport for London (TfL) to review feeder transport services to Crossrail so that the catchment and benefits of Crossrail are maximised. This review could include projects such as East London Transit (ELT) (expansion and tram upgrade); the role of c2c and other heavy rail networks such as Barking/Gospel Oak, for example, the interchange at Forest Gate/Wanstead Park; light rail and bus services.

5. Key Issues

- 5.1 From the above it can be concluded that in broad terms the Borough is likely to gain from the Crossrail scheme. It will improve and give new travel opportunities to Borough residents and businesses and stimulate the regeneration of the area through greater accessibility.
- 5.2 Coupled with 'feeder service' improvements like East London Transit (ELT), residents in the Borough would be able to access key interchanges at Ilford and Romford. In this way the Crossrail scheme could be a significant component of an integrated transport system with an overall greater potential to develop yet further, for example, the presence of Crossrail could be an impetus to upgrade and further extend the ELT.
- 5.3 Crossrail would be an exemplar railway with a very positive image.
- 5.4 The scheme is also physically contained largely within the existing rail corridor so there would be little if any impact on property beyond this area
- 5.5 The only localised impacts may arise from the depot proposal at the West Ham training ground site in the vicinity of Chadwell Heath. Concerns may arise from more intensified rail use/movements; access off local roads during construction and in the longer term from staff arrivals/departures and lighting/light pollution. Whilst the site is in the London Borough of Havering, indirect impacts may nevertheless be of concern to Borough residents.
- 5.6 At present it is not possible to be specific on these issues. Many, if not all, may be amenable to full or partial mitigation of impacts, for example, directional lighting; landscaping and noise barriers. Officers are in discussion with CLRL Ltd (Cross London Rail Links Ltd – the promoters of Crossrail) on these issues.
- 5.7 On balance however, it would appear that despite some localised concerns (that may in the event be resolvable) the Crossrail scheme is likely to be of considerable net benefit to the Borough. Accordingly the Executive is recommended to lend its support to the project in response to consultation.

6. Key Conclusions

- 6.1 Crossrail is a key scheme central to London's continued position as a world status city with a world status transport system. It is a major project in the regeneration of Thames Gateway.
- 6.2 The benefits to the Borough are likely to be considerable in respect of regeneration and development objectives; new and expanded transport opportunities; improved transport infrastructure serving Crossrail; and social inclusion goals.
- 6.3 These are unlikely to be outweighed by some localised possible impacts which may yet be amenable to full or partial mitigation. Officers will report further on these issues in due course as details become clearer.
- 6.4 As such support for the scheme is recommended.

Consultation on the Draft Safeguarding Direction.

7. Considerations

- 7.1 A draft safeguarding Direction has been issued for consultation, concurrent with consultation on the scheme itself.
- 7.2 The essential purpose of this is to ensure that development is not permitted over lands necessary for the construction of Crossrail. The basic effect of the Direction would be to require referral of relevant planning applications to Cross London Rail Links Ltd (CLRL) for consultation. Applications which the local planning authority are minded to approve against the advice of CLRL would need subsequent referral to the Department for Transport, who would make a final determination on the application.
- 7.3 For a project of this nature which has Government backing this is quite a standard procedure and no objection is recommended. In any event, the land in this Borough that is likely to be involved is relatively minimal and largely within the limits of existing rail lands.
- 7.4 Because safeguarding in this way may compromise development rights there are also provisions in the draft safeguarding Direction for Blight and Purchase Notices. Blight is stated in the draft Direction to be the responsibility of CLRL? This is reasonable as it is CLRL as the scheme promoter who may otherwise be compromising the development rights of other parties. By the same token it seems illogical for the draft Direction to suggest that Purchase Notices be received by the local planning authority (LBBD). Applying the same logic as for blight this should also fall to CLRL and an objection to this part of the draft Direction is recommended accordingly.
- 7.5 Other matters in the draft Direction include, referring to the proposal in searches and showing the safeguarding for Crossrail in the Unitary Development Plan. Again, these are quite standard procedures to which no objection is recommended to be raised.

8. Financial Implications.

- 8.1 There are no direct financial implications for the Council arising from the Crossrail project itself other than the issue of purchase notices which has been addressed in the body of this report.

9. Consultation.

The following people have seen this report and are happy with it as it stands or have not raised any objections to the proposals.

Lead Members:

Cllr Kallar –Regeneration

Cllr McKenzie – Making Barking and Dagenham Cleaner, Greener and Safer.

Tim Lewis – Group Manager, Planning, DRE

David Waller – Interim Head of Finance, DRE

Robin Hanton – Corporate Lawyer & Deputy Monitoring Officer, CS

David Wilson – Transport Consultant, Planning, DRE

Mike Livesey – Group Manager, Traffic & Highways, DRE

Background Papers.

1. 'Developing Crossrail: Round 2 Consultation Document: August to October 2004' – Cross London Rail Links Ltd.
2. Crossrail Draft Safeguarding Direction - Department for Transport.