



City of Westminster

Environment and Customer Services Policy and Scrutiny Committee

Date:	29 October 2015
Classification:	For General Release
Title:	Crossrail Line 2
Report of:	Head of Strategic Transport Planning & Public Realm
Cabinet Member Portfolio	Cabinet Member for Built Environment
Wards Involved:	West End, St. James's, Knightsbridge and Belgravia, Warwick, Churchill, Vincent Square
Policy Context:	Crossrail Safeguarding Directions 2008, Core Strategy policies CS4 Victoria Opportunity Area, CS5 Tottenham Court Road Opportunity Area and CS42 Major Transport Infrastructure, Crossrail Tottenham Court Road Eastern Ticket Hall and Victoria Area Planning Briefs.
Financial Summary:	There are no financial implications arising from this report
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1. Executive Summary

- 1.1 This report aims to provide the Committee with an update of the proposed Crossrail Line 2 scheme and set out the implications for the City of Westminster.
- 1.2 The report will be supported by an expert witness from Transport for London who will provide details on the latest proposals for the scheme and the current Crossrail 2 consultation (27 October - 8 January) on best route alignment, and address any concerns or questions.
- 1.3 The views of the Committee may be included in the officers' response to the autumn 2015 Crossrail 2 consultation and feed into any subsequent Council response on the current consultation.

2. Key Matters for the Committee's Consideration

Committee may wish to comment on the following:-

(i) The latest proposals for Crossrail Line 2.

(ii) Any implications in Westminster.

(iii) Provide any other comments for inclusion in the Council's response to the latest Crossrail 2 public consultation exercise.

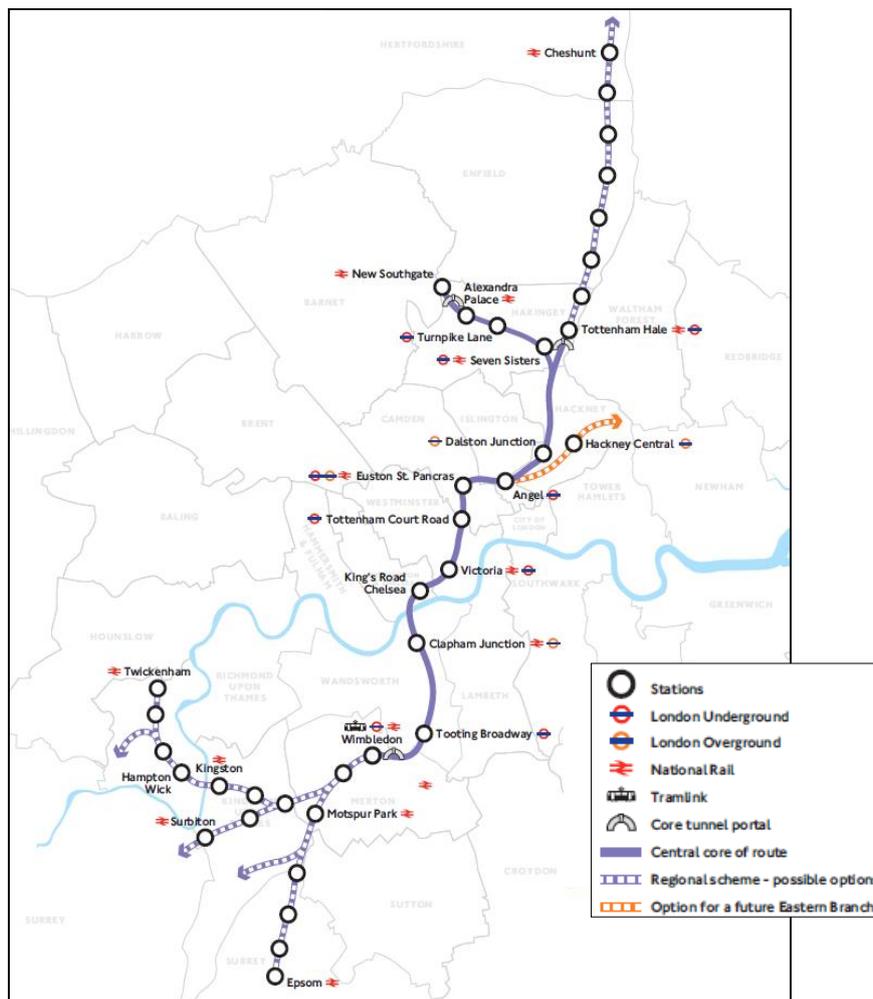
3. Background

- 3.1 Crossrail Line 2 is a proposed new rail link running through central London and into Surrey and Hertfordshire, it will add capacity to London and the south east rail network, relieve congestion on the Victoria, Piccadilly, Northern, Central and District lines and support the dispersal of people from London Euston once High Speed 2 (HS2) opens in 2033. It is also expected to promote growth and regeneration along the route.
- 3.2 In the City of Westminster Crossrail 2 (CRL2) will include a new station at Victoria which will link to the existing mainline station and will link to Crossrail Line 1 at Tottenham Court Road (TCR). The CRL2 scheme is being progressed jointly by Transport for London (TfL) and Network Rail and is currently in the planning and development phases.
- 3.3 The City Council acknowledges the need for CRL2 to help alleviate severe overcrowding on London's rail network and is supportive of the scheme in principle, subject to further assessments. This is in alignment with Westminster's adopted City Plan (2013) which sets out our commitment to supporting and improving transport infrastructure in Westminster including CRL2.
- 3.4 The project was earlier known informally as the Chelsea–Hackney line in reference to a potential route for the line. The plan for a line on this alignment has existed in various forms since 1970 and has been formally safeguarded

since 1991; the safeguarding was most recently updated in March 2015 (and 2008 prior). The London Regional scheme which is being progressed is the City Council's preferred option and was previously agreed at the Council's Environment Policy & Scrutiny Committee meeting on 23rd April 2013. It is anticipated that the Regional option will offer greater benefits to London and the south west whilst also allowing significant congestion relief on main lines into and out of central London and is in line with the Council's formal position (see Figure 1 for safeguarded route alignment).

- 3.5 As mentioned, the latest CRL2 public consultation is currently underway (27 October - 8 January) and is expanded on below.

Figure 1: Crossrail 2 Safeguarded Route & Stations (autumn 2015)



4. Crossrail 2 Safeguarding Directions:

- 4.1 As touched upon above, the CRL2 revised safeguarding directions were issued by the Secretary of State in March 2015, to reflect the preferred London Regional routes option. The revised safeguarded areas include the possible route of the tunnels as well as land at ground level that may be used for the construction of the tunnels, stations and ventilation and emergency access shafts (areas of surface interest). A number of sites in Westminster

are affected by the CRL2 safeguarding (plans showing the CRL2 safeguarded routes in TCR and Victoria are attached within Appendix A).

- 4.2 In January 2015 the City council submitted a formal response to the CRL2 safeguarding directions consultation to the Department for Transport (DfT), the response was agreed by Cabinet Members. Amongst other issues the City Council set out its strong opposition to the use of Soho Square Gardens as an area of surface interest, particularly given the significant impacts of Crossrail Line 1 on the Square. As a result, the draft designation of Soho Square Gardens as an area of surface interest was removed from the CRL2 safeguarding but the highways around the Square have been safeguarded.
- 4.3 In Victoria the recently Grade II Listed Victoria Coach Station's (VCS) Departures Hall site has been included as an area of surface interest – confirming TfL's intention to remove at least this part of the coach station to provide a CRL2 worksite and permanent vent shaft and emergency access. The relocation of VCS is currently being considered and will be subject to a separate consultation process. Some further key issues in TCR and Victoria are set within Appendix B.

5. Crossrail 2 & High Speed Two Impacts

- 5.1 The Government announced its decision on the HS2 rail link in January 2012, following the extensive public consultation exercise on the draft proposals; the High-Speed Rail Bill was published in November 2013 and is currently going through the Parliamentary process. The City Council welcomes the principle of a high speed rail network as it will bring economic benefits to London, as well as to the country as a whole, and as it will create additional capacity on the existing national rail network. However, the City Council along with other Councils has raised a number of concerns about the impact of the HS2 proposals on transport in central London, in particular the need for improved public transport links to and from the proposed HS2 terminus at Euston.
- 5.2 The provision of CRL2 will considerably assist with the onward movement of HS2 passengers from Euston and into the West End, and provide relief for London Underground Lines. It is currently proposed that the CRL2 station would be located between the current Network Rail stations at Euston/Kings Cross St Pancras and the exact design and location of this station is the subject of current engineering studies by TfL's consultants. The City Council will petition Parliament on these issues and the need for adequate funding to be provided to manage onwards movement from Euston, including CRL2.
- 5.3 On 23 October the Council petitioned Parliament on the potential construction traffic impacts of HS2's most recent proposals and the potential combined impacts of CRL2 and HS2 which would could occur at the same time.

6. Public Consultation

- 6.1 TfL/Network Rail have undertaken a number of CRL2 consultations between 2013-2014, with strong support for the scheme being achieved and the

majority of respondents supporting the London Regional option (in 2014 over 80% respondents supported the Regional option).

- 6.2 The latest CRL2 consultation commenced on 27th October 2015 and will run for around ten weeks until 8th January 2016. Members were informed of the consultation by email on 27th October.
- 6.3 The above consultation will focus on the stations and the best route alignment. As part of this consultation TfL will hold drop in sessions in both TCR and Victoria. At Victoria drop-in sessions will be take place on 19th November in the Victoria DoubleTree Hilton Hotel and on the 25th November at Victoria Station. At TCR drop-in sessions have been organised at St Giles Square for 30th November and 1st December. TfL have also circulated letters and location specific information to properties in close proximity to the CRL2 safeguarding alignment. A copy of the CRL2 consultation leaflets have been attached as Appendix C and D and a link to the consultation and station factsheets is provided in the background papers.
- 6.4 Officers have been working closely with TfL to ensure that local communities and stakeholders have a continuous say in the development of the CRL2 proposals, we have worked with TfL to set up two CRL2 Community Engagement Panels in Victoria and Soho which met recently in September. The Victoria CRL2 meetings will follow on from the London Underground Victoria Station Upgrade Group (chaired by Cllr Harvey). The CRL2 meeting in Soho will be held separately to the Crossrail 1 TCR Community Liaison Panel (chaired by Cllr Glanz) as CRL2 covers a slightly different area. A members briefing session on CRL2 by TfL also took place on 3rd September.

7. Funding

- 7.1 The CRL2 scheme is currently estimated to cost around £25bn. TfL and DfT consultants PricewaterhouseCoopers (PwC) have undertaken a funding and finance feasibility study for CRL2 and a further information is expected as the scheme develops. The funding is likely to have implications for use of the Mayoral Community Infrastructure Levy and will be reported to Members as details emerge.
- 7.2 The Mayor has also recently established a Growth Commission, Chaired by Sir Merrick Cockell, to advice on funding and development issues associated with CRL2.

8. Next Steps

- 8.1 CRL2 is not guaranteed to progress at this stage, the scheme will be developed in more detail over the next couple of years and a single preferred option will be finalised by 2017 - subject to Comprehensive Spending Review funding being obtained. Further work will include route and station design, environmental assessment, and further analysis of the case for CRL2. The funding package and plans for the areas which will benefit from the scheme will also be developed. Further development work will also need to be

completed at Euston station, to ensue integration with emerging plans for HS2.

- 8.2 Dependent on further outcomes, TfL are expected to formally seek powers to construct the scheme in 2017-2020 (possibly a Hybrid Bill as with Crossrail 1 and HS2), with works starting circa 2020 and the railway being operational by 2030.
- 8.3 The City Council has been involved in early discussions with TfL, including at a senior level with Daniel Moylan who is taking the scheme further for the Mayor and Michele Dix (Managing Director of Crossrail 2). Officers will continue to meet with TfL at regular intervals as the scheme develops and work through the issues and implications for Westminster.
- 8.4 Officers have also produced the Crossrail Line 1 Lessons Learnt Document, which has had input from local authorities across the Crossrail 1 route. Officers will apply the lessons learnt from Crossrail 1, such as issues around land take and impacts from construction when developing CRL2.
- 8.5 Officers will respond to the CRL2 autumn consultation which closes on 8th January 2016 in due course through a report to the Cabinet Members for Built Environment, feeding in any comments from the Committee.

9. Financial Implications

- 9.1 There are no financial implications arising from this report at this stage.

10. Legal Implications

- 10.1 There are no legal implications arising from this report at this stage.

11. Health and Wellbeing Implications

- 11.1 There are no health and wellbeing issues arising as a direct result of this report at this stage.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact:

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Background Papers:

Westminster City Plan, November 2013

http://transact.westminster.gov.uk/docstores/publications_store/Westminster's%20City%20Plan%20Adopted%20November%202013%20FINAL%20VERSION.pdf

Crossrail 2 Consultation (autumn 2015)

[Citizen Space - Crossrail 2 - October 2015](#)

Tottenham Court Road factsheet (October 2015)

https://consultations.tfl.gov.uk/crossrail2/october2015/user_uploads/s8.pdf

Victoria factsheet (October 2015)

https://consultations.tfl.gov.uk/crossrail2/october2015/user_uploads/s9.pdf

Crossrail 2 Consultation Reports, 2013-2014

<https://consultations.tfl.gov.uk/crossrail/2>

Crossrail 2 Safeguarding Directions 2015

<http://crossrail2.co.uk/areas-safeguarded/>

High Speed Rail (London - West Midlands) Bill, November 2013

[High Speed Rail \(London - West Midlands\) Bill 2013-14 to 2014-15 — UK Parliament](#)

Crossrail Tottenham Court Road Eastern Ticket Hall Planning Brief, September 2009

http://transact.westminster.gov.uk/docstores/publications_store/Tottenham_Court_Road_East_Adopted_Crossrail_Planning_Brief_September_2009.pdf

Victoria Area Planning Brief, July 2011

http://transact.westminster.gov.uk/docstores/publications_store/Victoria_Area_Planning_Brief_Adopted_July_2011.pdf

Appendices:

Appendix A: Crossrail Line 2 Safeguarding Plans (2015)

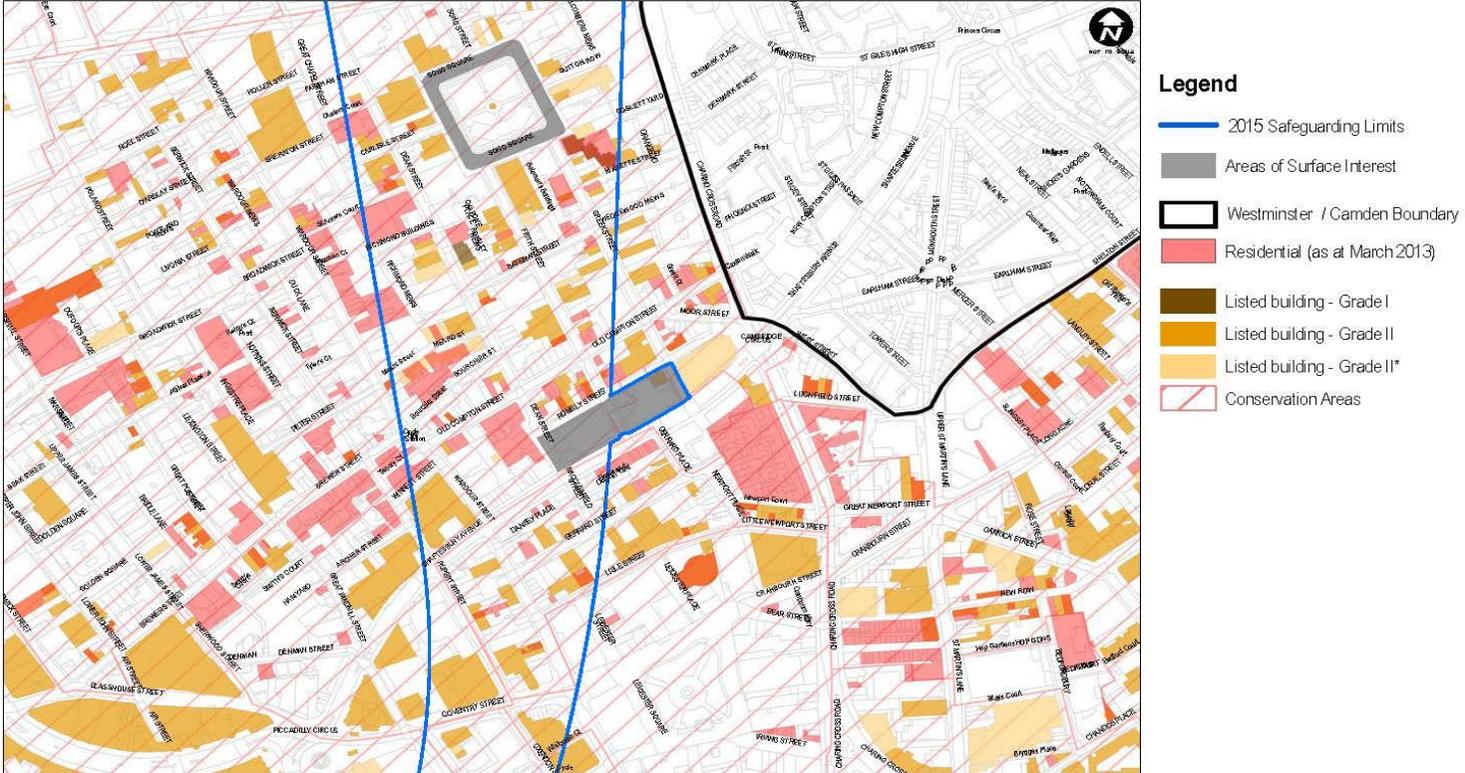
Appendix B: Crossrail Line 2 Site Specific Issues in Westminster

Appendix C: Angel, Euston St. Pancras and Tottenham Court Road consultation leaflet (attached separately)

Appendix D: Victoria, King's Road Chelsea and Clapham Junction consultation leaflet (attached separately)

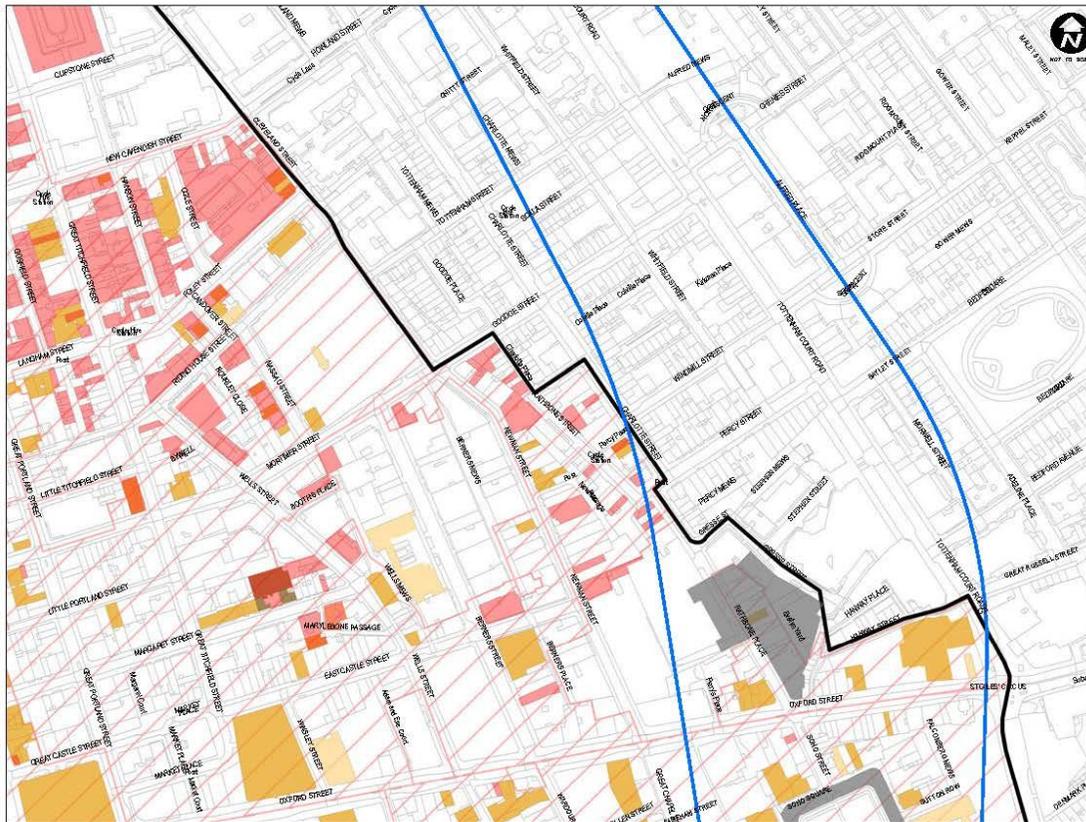
Appendix A: Crossrail Line 2 Safeguarding Plans

Crossrail Line 2 Safeguarding: Tottenham Court Road - South



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Crossrail Line 2 Safeguarding: Tottenham Court Road - North



Legend

- 2015 Safeguarding Limits
- Areas of Surface Interest
- Westminster / Camden Boundary
- Residential (as at March 2013)
- Listed building - Grade I
- Listed building - Grade II
- Listed building - Grade II*
- Conservation Areas

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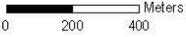
Crossrail Line 2 Safeguarding: Victoria Station



Legend

- 2015 Safeguarding Limits
- Areas of Surface Interest
- City of Westminster Boundary
- Residential (as at March 2013)
- Listed building - Grade I
- Listed building - Grade II
- Listed building - Grade II*
- Conservation Areas

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Appendix B: Crossrail Line 2 Site-Specific Issues in Westminster

1. Tottenham Court Road:

The proposal:

A new Crossrail 2 station at TCR would be underground and could include:

- 2x250 metre long platforms. Station platform tunnels around 20 metres below ground level (from the tunnel crown)
- An enhanced underground station with additional connections to other services
- A new station entrance onto Shaftsbury Avenue
- A new station entrance in the Rathbone Place area

Implications:

This area has already had a direct experience of this scale of intervention through the construction of Crossrail Line 1 around Soho Square since 2009. These works complete in 2018. Planning Briefs were prepared for the two Crossrail Line 1 station sites and officers are considering to follow this approach in relation to CRL2.

A proposed new station entrance on Shaftesbury Avenue is identified in the safeguarding for CRL2. The revised safeguarding directions also identify two 2 storey blocks at 77 to 85 and 86-107 Shaftesbury Avenue as areas of surface interest. These station and worksite options will have significant implications for the Soho Conservation Area and require further assessment. The latter block also houses the Curzon Soho Cinema; however the proposals avoid the loss of any of the areas Georgian and Victorian buildings. Officers will work with TfL to ensure that if approved the loss of the cinema site is replaced in a new facility. It should also be noted that there is a public campaign underway by Save Soho and others to protect the Curzon Cinema from being demolished as part of the CRL2 works.

The roads around Soho Square have been safeguarded, although the draft designation for the Square/Gardens as an area of surface interest has been removed. This is welcomed but further attention needs to be paid to access issues across the affected areas.

Rathbone Place has been identified as and an area of surface interest and would be used as the main site for construction of the station tunnels and the new CRL2 station entrance, ticket hall and northern station shaft. Further assessment on impacts and opportunities will need to be undertaken. However, the provision of a further station entrance is seen as a positive proposal.

Throughout the safeguarded route there are a number of residential and commercial properties surrounding the proposed worksites, these properties and their uses need to be assessed in terms of noise, dust and vibrations from the proposed CRL2 works and any impacts avoided and mitigated, applying lessons learnt from Crossrail 1.

2. Victoria

The proposal:

A new Crossrail 2 station at Victoria would be underground and could include:

- 2x250 metre long platforms. Station platform tunnels around 20 metres below ground level (from the tunnel crown)
- A new station entrance onto Ebury Street
- A possible new station entrance into Victoria Network Rail station
- An increase in capacity within the existing District and Circle line ticket hall
- An entrance into an expanded District and Circle line ticket hall
- To the south of the station, a shaft to provide ventilation and emergency access to the tunnels
- A facility for reversing Crossrail 2 trains at Victoria

Implications:

As with Soho this area has already experienced significant impacts arising from the Victoria Station Upgrade Project and other commercial development in the area. The adopted Victoria Area Planning Brief (July 2011) sets the planning context for the area and it may be desirable to update that in relation to the emerging proposals for CRL2.

Victoria Station

The Victoria mainline station has been included as an area of surface interest within the CRL2 safeguarding directions, as its owners Network Rail are joint promoters of CRL2 this should ensure proper consideration of issues between the railways. Network Rail are also developing a Masterplan for Victoria Station to help improve pedestrian flows through it and we are mindful that CRL2 should not deliver passengers into the station where they might cause unnecessary congestion in contrast to Network Rail's aims and cause congestion to the narrow and already heavily used footways around the station box.

Terminus Place at the front of the station is also included in the safeguarding although TfL are aware of the recent listing of the Arcade. The City Council welcomes and encourages the possibility of a comprehensive integration of CRL2 into the existing transport interchange at Victoria.

Whilst we understand that the majority of identified worksites in Victoria are in single ownership, ownership of Terminus Place is more complicated and split between Network Rail, Westminster City Council and TfL as highway authorities. TfL are developing a 'Vision' for this area in relation to the bus station and the 'Red Route' of the inner Ring Road, which are their responsibilities, to remove buses away from the front of Victoria Station and improve conditions for pedestrians. Integration of CRL2 in this location must also consider these changes and needs to form part of future TfL / City Council discussions on this vision.

Victoria Coach Station

The recently Grade II Listed Victoria Coach Station's Departures Hall site is included within the CRL2 safeguarding as an area of surface interest – confirming TfL's intention to remove this part of the coach station to provide a CRL2 worksite and permanent vent shaft and emergency access. As such, TfL will need to find new locations for the Coach Station before CRL2 can occupy the site. Discussions are already underway between the City Council and TfL over the future of VCS and the significant impacts of the CRL2 proposals at its current site. The listed coach station building is however expected to remain.

The potential impacts of CRL2 works on the adjacent residential block Semley House is another potential concern and will need to be further reviewed to assess the impacts on the structure and on the amenity of residents, if it is continued to be proposed that the building remains whilst the major excavation and construction works take place immediately behind it. Semley House is currently not included in the safeguarded areas of surface interest.