



London Borough of Hammersmith & Fulham

**TRANSPORT, ENVIRONMENT AND RESIDENTS
SERVICES SELECT COMMITTEE
24.03.14**

OLD OAK COMMON HIGH SPEED RAIL AND CROSSRAIL

Report of the Divisional Director

Open Report

Classification: For Scrutiny Review & Comment
(delete as appropriate)

Key Decision: No

Wards Affected: All

Accountable Executive Director: Nigel Pallace - Executive Director for Transport and Technical Services- London Borough of Hammersmith and Fulham & The Royal Borough of Kensington and Chelsea

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1. EXECUTIVE SUMMARY

On 25th November 2013, HS2 Ltd submitted a Hybrid Bill to parliament for Phase 1 of the HS2 Project, running from London Euston to Birmingham. The Bill, once enacted would establish the equivalent of outline planning consent for the proposals that it contains.

In LBHF, the submitted Bill includes proposals for a rail station in the north of the borough. Known as 'Old Oak Common', the station would provide connections from the proposed HS2 Line to London Crossrail and the Great Western Main Line and would be connected to HS1 via a rail link through North London.

The Council supports the principle of a HS2/Crossrail station being located in the north of the borough. However, we have concerns about HS2 Ltd's proposals contained within the Bill and consider that without changes to the Bill, these concerns would impact on the potential for significant regeneration in the Old Oak area and in the borough as a whole. The Council has the opportunity to overcome these concerns by seeking amendments to the Bill through petitioning at the Bill's 2nd Reading in the House of Commons and House of Lords.

2. REPORT

2.1. The Bill which the Department for Transport submitted in November is referred to as 'hybrid' because it contains both public and private considerations. Once enacted, it would establish outline planning consent for the proposals that it contains. In LBHF, the Bill is of high relevance as it proposes the creation of a HS2/ Crossrail/Great Western Main Line station at Old Oak Common, on a site currently occupied by the First Great Western and Heathrow Express train depots.. The Bill also includes information on Compulsory Purchase Orders (CPO) necessary to deliver the proposals, highways improvements and proposed environmental mitigation.

2.2 The Council considers that the HS2 proposals could be a catalyst for regeneration in the north of the borough. In June 2013, the council, in partnership with the Greater London Authority (GLA), Transport for London (TfL) and the London Boroughs of Ealing and Brent consulted on a 'Vision for Old Oak', which demonstrated that with the right infrastructure and design of the HS2/Crossrail station at Old Oak, regeneration could deliver up to 19,000 homes and up to 90,000 jobs within the Old Oak area. Of this, 14,000 homes and 87,000 jobs were anticipated to be provided within the boundary of Hammersmith and Fulham.

2.3 Although going some way towards helping to deliver regeneration at Old Oak, the Council is concerned that HS2 Ltd's current proposals for Old Oak Common fall short of meeting the Council's ambitions for transformative regeneration in the area. In order to realise the full opportunity for

regeneration at Old Oak. On 29 January, the Council agreed to petition on the following five points:

- i). London Overground connections
- ii). Strategic road connections
- iii). Heathrow Express Depot relocation
- iv). Early delivery of Crossrail Station.
- v) Wormwood Scrubs wetlands.

Delegated powers were given to officers to add other appropriate points to the petition, and these are described in para 2.28 below.

Any petition would need to be lodged at the 2nd reading of the Bill at the House of Commons, which is anticipated to occur in the summer of 2014

2.4i). London Overground Connections

2.5 The London Overground network runs in close proximity to the planned HS2/Crossrail Old Oak Common station. The North London Line runs to the west, connecting Richmond to Willesden Junction and on to Stratford. The West London Line runs to the east and connects Clapham Junction to Willesden Junction.

2.6 HS2 Ltd's proposals for the planned Old Oak Common station do not currently include connections to the London Overground network.

2.7 LBHF, along with the London Boroughs of Ealing and Brent, Transport for London (TfL) and the Greater London Authority (GLA) commissioned a Gross Value Added (GVA) study looking at various transport scenarios at Old Oak Common. This study shows that connecting the Overground Network at Old Oak Common would allow for an additional 865,000sqm of development in the Old Oak area, which would provide an additional 6,500 homes, 22,000 jobs and generate an additional £10billion GVA to the UK economy, an additional £32m business rates per annum and an additional £5m of council tax per annum.

2.8 Connecting the London Overground network to Old Oak would also have substantial economic benefits in other parts of the borough. The West London Line has stations at Shepherd's Bush, West Brompton and Imperial Wharf, which correspond to the White City, Earl's Court and South Fulham Riverside regeneration areas respectively. A direct London Overground connection at Old Oak Common would put these locations in contact with a much broader jobs market, allowing for greater employment accessibility for residents and greater employee accessibility for businesses.

2.9 TfL are currently examining three options to connect the London Overground network to the planned Old Oak Common HS2 station. Their preferred option involves some encroachment onto the north west corner of Wormwood Scrubs open space. However, TfL are also examining two alternative options that would not result in any encroachment onto Wormwood Scrubs. The Council are keen to work with TfL to further explore these

alternative options. TfL still plan to petition for their preferred option and the Council may need to undertake additional work to support the case for an alternative.

2.10 ii) Strategic Road Connections

2.11 The HS2 Bill includes a Transport Assessment which sets out what road improvements HS2 Ltd plan to make in order to facilitate vehicular access to the planned Old Oak Common Station.

2.12 Officers have been informed of HS2's Ltd's proposed road improvements and have grave concerns that these proposals:

a) will be insufficient to cater for the demand resulting from the HS2 station; and

b) are so insubstantial that HS2 Ltd's station would use up any free capacity in the surrounding road network and would therefore preclude any development/ regeneration being brought forward in the area.

2.13 HS2 Ltd's planned road improvements are focussed to the west of the station, with the station itself only accessible to vehicles from Old Oak Common Lane - which is currently heavily congested at peak times. Officers are concerned on the over reliance of this connection and believe that an alternative access should be provided into the station from the east. This could be achieved through the provision of a vehicular bridge over the Grand Union Canal. In addition to relieving pressure on the surrounding network, this bridge would provide a direct connection to the 35 hectares of land to the north of the Grand Union Canal, which would dramatically improve the viability of development in this location and help to act as a catalyst for the regeneration of this area.

2.14 TfL and the GLA also plan to petition for this bridge and have appointed consultants to undertake a cost estimate.

2.15 iii) Heathrow Express Depot Relocation

2.16 The site of the planned Old Oak Common HS2/Crossrail station is currently occupied by two railway depots – First Great Western and Heathrow Express, which would need to be relocated before any construction works could commence.

2.17 The First Great Western depot is planned to be relocated to North Pole West depot, which is to be used as an Intercity Express Programme Depot in the longer term but could be used in the intervening period to stable First Great Western trains, which are gradually in the process of being phased out.

2.18 DfT/ Network Rail plan to relocate the Heathrow Express depot to North Pole East depot. The depot straddles the borough's of Hammersmith

and Fulham and Kensington and Chelsea and is currently vacant, having been used previously as a depot for Eurostar trains. The depot covers 5.85 hectares in Hammersmith and Fulham and is bounded to the south by the Mitre Bridge Industrial Estate, which covers 1.74 hectares.

2.19 LBHF and RBKC have been actively encouraging the redevelopment of the depot and adjacent land holdings for mixed use, residential led development. In LBHF, it is unlikely that the Mitre Bridge Industrial estate would come forward for development without the adjacent North Pole East depot. A high level development capacity study estimates that the site could provide over 1,500 homes, which could generate between £600m and £1.1 billion of gross development value, generating approximately £5.7m Mayoral CIL receipts, £11m LBHF CIL receipts and £13m New Home Bonus, in addition to Council tax receipts in excess of £1.5m per annum.

2.20 The relocation of the Heathrow Express depot to the North Pole East depot would prevent this development and value from being generated. As a consequence, the Council plan to petition against the relocation of the Heathrow Express depot to this location.

2.21 HS2 Ltd have confirmed that there are a number of alternative sites being investigated that the Heathrow Express depot could be relocated to. Officers at LBHF and RBKC plan to build a convincing case regarding the value of releasing the North Pole East depot for redevelopment. This will involve the procurement of a land valuation study for the site. The costs of this study would be divided between LBHF and RBKC, who also plan to petition on this issue.

2.22 iv) Early Delivery of Crossrail Station

2.23 The planned Old Oak Common station includes connections to Crossrail and the Great Western Main Line. Under current proposals, the Old Oak Common station would be built as two separate construction projects:

- i) Construction of the HS2 station
- ii) Construction of the Crossrail and Great Western Main Line station.

It is envisaged that both elements of the station would open at the same time, which is programmed to be in 2026.

2.24 LBHF wishes to see regeneration at Old Oak in advance of the planned Old Oak Common station and is keen to investigate whether the construction of the Crossrail/Great Western Main Line element of the station could be brought forward in advance of the HS2 station. The early delivery of a Crossrail station would help to kick start regeneration in the Old Oak area, delivering earlier financial benefits such as additional council tax, business rates and New Homes Bonus. It would also help to avoid any risk of delay in the HS2 project holding up the opening of the Old Oak Common station for Crossrail and Great Western Main Line passengers.

- 2.25. TfL are procuring a Regeneration Study for Old Oak Common, which is looking at a number of options for the delivery of transport improvements at Old Oak. LBHF officers are seeking an addendum to this study which would look in greater detail at the ability to deliver Crossrail (and London Overground) connections in advance of HS2.

2.26 v) Wormwood Scrubs Wetlands

2.27 As a result of lost habitat land and biodiversity along the planned HS2 construction corridor, HS2 Ltd proposes to create an area of wetland habitat on Wormwood Scrubs. LBHF are concerned that this would take one of the most well used parts of the Scrubs out of use which is currently used for extensive sports, recreation and leisure activities. The Wormwood Scrubs Act 1879 protects the Scrubs for 'the perpetual use for exercise and recreation of the inhabitants of the metropolis'. It is not an appropriate location to offset lost nature habitat and biodiversity. An alternative location should be identified.

2.28 vi) Other Items

Other items on which we are considering petitioning, in association with TfL, RBKC and other boroughs are:

Pedestrian / Cycle Link to North Acton Station from Old Oak Common

- § A dedicated link for pedestrians and cyclists would allow direct access between the Central line (North Acton station) and the Old Oak Common station.
- § The link would be around 900m in length. Without the link, pedestrians / cycles would be subjected to 1700m journey between the two stations.

Support for provision for Crossrail spur to West Coast Main Line (WCML)

- § This would deliver improved connections between the WCML and west, east and central London.
- § There are economic benefits as it would extend to areas close to stations at Wembley, Harrow and Watford, improving accessibility to a wider labour market.
- § It would also reduce the number of trains arriving/departing from Euston station and hence reduce passenger congestion at Euston and free up platform capacity.

Removal of excavated material

- § HS2 Ltd propose to remove excavated material from the works sites by road for approximately 18 months prior to the implementation of the Willesden Euro terminal railhead and connecting conveyor system.
- § LBHF are concerned regarding the impact on the road network and request that further options are considered for removal of excavated material by canal and rail.

Temporary closure of Old Oak Common Lane

- § The temporary closure of Old Oak Common Lane for 12 months will severely disrupt traffic which will have a 2.5 -2.9 km diversion, buses with a 3.3km diversion and pedestrians with a 3.5km diversion. This is unacceptable and HS2 should develop an alternative plan which gives effective temporary access arrangements

3 TIMESCALE

The Council agreed the main petitioning points above on 29 January, and delegated powers to officers to add other points

Submission of petitions will be between April and June 2014 and are likely to be considered by the Parliamentary Select committee between November 2014 and January 2015., following the Second Reading of the Bill in Parliament. In the meantime, officer meetings are taking place with HS2, as the aim is to resolve issues reach agreement with petitioners before this stage is reached

4 RECOMMENDATIONS

To review and comment on the contents of this report and make appropriate recommendations to the Cabinet Member for Transport and Technical Services and the Director for Transport and Highways