

**CRL/1/2**

**Transport and Works Act 1992  
Transport and Works (Inquiries Procedure) Rules 2004**

# **CROXLEY RAIL LINK ORDER**

**Roxanne Glaud  
Programme and Strategy Manager,  
Hertfordshire County Council**

**Proof of Evidence  
SCHEME BACKGROUND**

**11 September 2012**

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# **1 INTRODUCTION**

## **1.1 Personal details**

1.1.1 My name is Roxanne Glaud and I hold the position of Programme and Strategy Manager. I am a member of the Transport Programme and Strategies unit within the Environment Department of Hertfordshire County Council (HCC). I hold an undergraduate degree in Accounting from the University of the West Indies Cave Hill Campus and a Masters in Transport Planning and Management from the University of Westminster. I am a Chartered Member of the Institute of Logistics and Transport.

1.1.2 My background after graduating with a B.Sc in accounting was in the finance sector for five years. I worked with London Underground as a procurement agent for a year in 2001. After completing my Masters in 2003, I worked for two years with Mouchel Consultancy initially starting as an Engineering Assistant and after six months progressing to being an Assistant Engineer.

1.1.3 In 2005, I joined Hertfordshire County Council as a Programme and Strategy Manager looking after Northern Hertfordshire (which includes Stevenage Borough Council and North Hertfordshire District Council administrative areas). In March 2010, I represented HCC at the public inquiry for Royston Railway Crossing Compulsory Purchase Order 2009. My role involves developing transport policy, translating policy into practical strategies and programmes, securing the necessary funding for, and sponsoring the delivery of core programmes in the most efficient way by the various transport providers.

## **1.2 Current Role and Responsibilities**

1.2.1 Currently I am part of the sponsorship team for the Croxley Rail Link Project, a position I have held since January 2012. I am responsible for ensuring the scheme meets its stated objectives and for the interface and the development of the programme with London Underground Limited (LUL), key stakeholders and for reporting to the Department for Transport.

- 1.2.2 Together with my sponsor team I assist with the day-to-day relationship between the programme, the multidiscipline team of specialists, and both internal and external stakeholders from submission of the Transport and Works Act Order (TWAO) to design development and ultimately implementation.

## **2 SCOPE AND STRUCTURE OF EVIDENCE**

### **2.1 Scope of Evidence**

2.1.1 My evidence will cover the policy issues pertinent to Croxley Rail Link (hereafter referred to as the Scheme) and outlines the means by which the Scheme meets these policy objectives. I will provide a background to and justification of the Scheme. I will also cover items 1, 2 (partially) and 11 of the issues raised in the Secretary of State's Statement of Matters.

2.1.2 The transport case and service operation are covered by Steve Hunter and Keith Foley respectively. Details of design and engineering are covered in the evidence of Martin Morris, property and land take for permanent and temporary use are covered by Rob Snell. Environmental aspects are covered by Paul Reid and planning policy matters are covered by Mike Adams.

### **2.2 Structure of Evidence**

2.2.1 My evidence will cover five broad areas: scheme background, the partnership arrangement, funding, existing conditions; policies and objectives; and how the Scheme will contribute to these policies/objectives. First I will provide a brief history of the scheme and outline of the existing conditions in the vicinity of the Scheme. Second I will outline the partnership arrangement and funding. I will then highlight the European, national, regional and local policies that have a bearing on the Council's decision to promote the Scheme. And finally I will consider the Scheme in the context of these policies.

2.2.2 The structure of my evidence is:

Section 3: Scheme Background and Existing Conditions

Section 4: Hertfordshire County Council Approval Process

Section 5: Partnership and Funding

Section 6: European, National and Local Policy Framework

Section 7: Contribution of Croxley Rail Link

Section 8: Objections Raised

### **3 SCHEME BACKGROUND AND EXISTING CONDITIONS**

#### **3.1 Introduction**

3.1.1 The Croxley Rail Link has been under development for many years, and during this period a number of alignments and alternative options have been considered to meet the scheme's objectives. These have included using different modes and variations in the scope and design of the preferred option as set out in Section 10 of the Statement of Case (**APP 1**).

#### **3.2 Scheme background**

3.2.1 Watford Junction station opened in 1837 on the main line to Birmingham. A local route serving Rickmansworth via Watford High Street opened in 1862 and this was later incorporated within the London & North Western Railway (LNWR). A branch line to Croxley Green with an intermediate station on Tolpits Lane named Watford West opened in 1912.

3.2.2 The Metropolitan Railway (MR) proposed to construct a branch from its main line to the west to access the heart of Watford but opposition from local landowners and town council resulted in the terminus station being provided on the south side of Cassiobury Park (see Figure 1 on page 3 of document **CRL/1/3**). The station, Watford Metropolitan station was (and still is) a considerable distance from the town centre when the line opened in 1925.

3.2.3 The close proximity of the MR and Croxley Green branch across the valley of the River Gade led to aspirations for linking the two from the 1930s onwards. The remote location of the MR terminus and low usage of the LNWR branch meant that it made sense to make a connection to address both issues.

3.2.4 As outlined in the Statement of Case (**APP 1**), the scheme has been promoted by a number of organisations over the years namely: Network Rail (NR) which was formerly known as Railtrack, London Underground Limited (LUL) and Hertfordshire County Council (HCC). The benefit of the long project history (that has seen the leadership change between stakeholders) is that each promoter has undertaken its own cost and risk assessment and reviewed the existing assessments, from their individual perspective. This has helped to ensure that engineering and operational

assessments are robust, giving a high level of understanding of costs and impacts. The proposed scheme has therefore been subject to challenge from all key stakeholders and the detailed development studies undertaken focused on achieving a robust scheme to bid for funding.

- 3.2.5 In 2010, a spending review was undertaken by the newly elected government and HCC was invited to submit a Best and Final Funding Bid (BAFB)<sup>1</sup> to the DfT which was made in September 2011. In December 2011 the Scheme received programme entry approval.

### **3.3 Regional Overview**

- 3.3.1 South West Hertfordshire comprises the large urbanised area that includes Watford, Bushey and Rickmansworth, with a total population of 153,227 according to the 2001 Census. The conurbation is a mix of high density residential areas and industrial sites. Early indications from the 2011 census indicate that the population in Watford has grown by 13.3% in the last ten years.<sup>2</sup>

- 3.3.2 Over the past 30 years Watford has seen a gradual replacement of former engineering and printing industries with commercial and retail developments. As a regional shopping centre, Watford competes against Brent Cross and Milton Keynes, amongst others.

- 3.3.3 A number of sites that attract or generate significant volumes of traffic lie in the immediate vicinity of the former Croxley Green Branch corridor. A plan of these is included in Appendix 3 of the Statement of Case (**APP 1**) and in Figure 4 (page 6 of document **CRL/1/3**). The sites include:

#### **3.3.3.1 Watford General Hospital**

- 3.3.3.1.1 The Watford Health Campus is a project to regenerate a 26.4 hectare site in west Watford that will deliver improved healthcare, new residential and employment space, a more sustainable community, better transport links and enhanced leisure opportunities. It gained outline planning permission in July 2010. Watford

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<sup>1</sup> Best and Final Funding Bid (BAFB) – This is the Department for Transport (DfT) requirement for schemes within the development pool to submit their best bid for funding of their transport project which considers the scope of the scheme, its cost, lower-cost alternatives and their ability to contribute more locally.

<sup>2</sup> Snapshot from Office for National Statistics (ONS) first wave of results from the 2011 Census.

Borough Council (WBC) and West Hertfordshire Hospitals NHS Trust (WHHT) employed a development director at Christmas 2010. The development director instigated a process of value engineering the transport aspects of the proposals with a view to creating an attractive package to offer to the market so that the major stakeholders could have the input of a private sector development partner. WBC published an OJEU notice in July 2011 to invite the private sector to bid for involvement in the scheme.

3.3.3.1.2 The tender process is currently underway and it is currently envisaged that this will be complete in the summer and the private sector partner (PSP) appointed in November or December 2012. The successful partner will work with the stakeholders to finalise the master plan and phasing and then to deliver the scheme. A joint venture will be established with WBC (in the form of a Local Asset Backed Vehicle (LABV)). The PSP/ LABV will enter contracts with the Council and WHHT to deliver their requirements from the Campus. Assessment of prospective partners means there are now two bidding partners remaining in the process.

3.3.3.1.3 The announcement in December 2011 of DfT support of the Croxley Rail Link has given the Health Campus additional support since it will make access to the site by train more attractive to residents, staff and visitors.

### **3.3.3.2 Watford Junction**

3.3.3.2.1 Land in the vicinity of Watford Junction railway station is currently used for employment, station car parking and significant amount of retail floor space (11,000) in the form of bulky goods retail warehouse units as well as for the storage and distribution of aggregates. The area also contains some vacant, underutilised and derelict land.

3.3.3.2.2 The proposal in this area is for a major mixed use regeneration scheme that will improve the station transport facilities and surrounding environment resulting in an enhanced multi-modal transport interchange for West Coast Mainline rail services, London Overground, London Underground (Croxley Rail Link), Abbey Line (branch line to St Albans), coaches and local bus services, taxis, cycling and pedestrians. The associated mixed-use development will deliver new residential, employment, retail and commercial leisure space with associated new physical, social and green infrastructure.

- 3.3.3.2.3 In order to create and deliver a sustainable transport hub to meet the travelling needs of the borough, WBC will support a major mixed use regeneration scheme providing new residential (1,500 units), social, commercial and retail, café and leisure facilities providing in the order of 1,350 to 2,350 new jobs, enhanced rail infrastructure and other supporting facilities. Network Rail is the freeholder and it is anticipated that WBC will continue to engage them throughout the process.
- 3.3.3.2.4 The scheme will have two key activity nodes; one focussed on the enhanced station provision and the other extending and reinforcing the role of the existing North Watford district centre. The two nodes will be linked by a key pedestrian route allowing for the additional commercial, retail, café/restaurant and leisure opportunities. The scheme will provide new station facilities and improve the existing station facilities, provide new transport infrastructure resulting in an enhanced multi-modal transport interchange.

### **3.3.3.3 Watford town centre - Harlequin shopping centre and Charter Place**

- 3.3.3.3.1 The south eastern part of Watford Town Centre is dominated by the Harlequin Centre whilst the northern part is dominated by night clubs, pubs, cafés and restaurants, with a strong commercial leisure focus. WBC corporate policies have recognised this split in town centre activity and seek a more “family friendly” approach to development in the town centre, in order to address this imbalance and ensure the town has a broad appeal. This would ideally involve some diversification of retail and leisure activities at both ends of the High Street, and encourage greater footfall in the town centre as a whole.
- 3.3.3.3.2 To achieve this corporate objective WBC is working with Capital Shopping Centres to re-develop Charter Place, an outdated shopping precinct at the northern end of the Harlequin Centre, to attract new and exciting retailers to Watford town centre. The redevelopment will also function as a catalyst for refurbishment works to the Harlequin Centre.
- 3.3.3.3.3 WBC is also working on a public realm improvement scheme for the northern end of the town centre. The focus is on improving the quality and identity of the public realm in this area and ensuring that opportunities are provided for an increased range of retail and leisure activities for people of all age groups, interests and backgrounds.

3.3.3.3.4 The combined redevelopment and refurbishment projects will enhance Watford town centre and attract residents and visitors alike to experience the retail, events and leisure offer.

#### **3.3.3.4 Watford Business Park also known as the West Gateway**

3.3.3.4.1 The Western Gateway centres on Watford Business Park (WBP), which is one of the main business parks in the borough, and the former Royal Mail sorting office site at Ascot Road.

3.3.3.4.2 This area is referred to as the Western Gateway due to it being a major entry point into Watford on the Rickmansworth Road and also due to the proposed station at Ascot Road.

3.3.3.4.3 WBP appears run down when compared to its immediate neighbour Croxley Business Park in Three Rivers District. There is therefore a need to improve and upgrade this area to facilitate economic development and environmental improvements.

3.3.3.4.4 WBC's objective for this area is to deliver a redevelopment that improves and upgrades this area from an economic development and environmental perspective, and to capitalise on the potential of the new CRL station at Ascot Road.

3.3.3.4.5 The Western Gateway is an area where there is potential for major regeneration, physical and transport improvements through the redevelopment of key sites in the area and opportunities for restructuring.

3.3.3.4.6 The suitable land uses in this area will largely remain in the 'B' Class employment category, with in the order of 700 to 2,000 additional jobs to be delivered by reoccupying/redeveloping vacant sites and premises in the business park.

3.3.3.4.7 There will be opportunities for higher density mixed use development in the more sustainable locations close to the new CRL station at Ascot Road and the existing road interchange. This would include:

- a) a new primary school;

- b) employment;
- e) 300 homes;
- d) A1 retail supermarket (net convenience sales area not exceeding 2,500 sqm) and associated small scale retail units providing in the order of 150 jobs; and community facilities.

3.3.3.4.8 The sizeable residential population within the Watford area has been reinforced in recent years by new housing developments. The area has exhibited housing growth which has increased commuter journeys made to Central London and as local trips, increasing congestion within the locality.

### **3.3.3.5 Three Rivers District Council (TRDC) Baldwin's Lane proposed Secondary School location**

3.3.3.5.1 Currently HCC predicts a deficit of 6-7fe<sup>3</sup> in secondary school places in the Watford/Rickmansworth area in 2017/18. As part of the Local Development Framework (LDF) process, HCC has been seeking to promote the reservation of two 8fe secondary school sites in the Three Rivers District. One of these sites is the land north east of Baldwins Lane, Croxley Green (which is also referred to as "Site D"). A 6-8fe secondary school is being considered at Site D. Site D is presently being considered by Three Rivers District Council for its Sites Allocations Development Planning Document which is further outlined in the planning evidence of Mr Adams.

### **3.3.4 Conclusion**

3.3.4.1 This pattern of development highlight the importance of Watford as a regional shopping centre, provider of services and regional transport interchange and it also recognises how the location of the proposed Ascot Road station will help address the transport accessibility requirements for the proposed secondary school at Baldwins Lane. These developments will serve to increase travel demand to and within the town.

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<sup>3</sup> fe = Form Entry = 210 pupils (7 years x 30); hence 6fe = 1260 or 7fe=1470

### **3.4 Current and Future Transport Problems**

- 3.4.1 Watford is skirted by the M25, the A41 and the M1, all of which exhibit problems associated with high and increasing traffic volumes. The existing trunk and local road network features junctions, at, or in some cases above, practical capacity in peak periods; this situation is forecast to worsen without substantial action being taken.
- 3.4.2 Two significant traffic movements are central to congestion problems in this area. These are:
- Movements between central Watford and the Croxley/ Rickmansworth area; and
  - Movements from within the Croxley to Watford Junction corridor to/ from the area south of Watford (including London).
- 3.4.3 For the latter, there is no main route running directly south from west Watford. This requires people to access routes south via central Watford, exacerbating congestion problems.
- 3.4.4 Residential roads are increasingly being used for 'rat-running' as primary routes become more congested. Parking restrictions and traffic management measures have been introduced within the town centre and west Watford as part of the South West Herts Transport Plan and a programme of Smarter Choices (a local authority-led project to encourage sustainable travel) has been introduced to the area. However, the effectiveness of these existing measures and opportunities to extend or intensify them are limited without the introduction of a credible alternative means of access.
- 3.4.5 A notable feature of the local rail network is the lack of a link between the residential communities in the western part of the town and the principal core business, leisure and employment opportunities which are focused towards the central and eastern part of the town. A resultant emphasis on roads and cars to meet these significant demands is a major contributor to traffic congestion within the town. This situation is aggravated by a road network serving the western part of the town which does not provide effective access to the south placing additional traffic on routes around the town centre.
- 3.4.6 LUL operates Metropolitan Line services to Croxley and Watford Met stations. The latter located in a residential area relatively remote from the town centre. These

services provide a direct service from the area to key destinations such as Harrow, Finchley Road and Wembley into central London, with half of the daytime services running through to the City of London, and the major railway termini of King's Cross St Pancras and Liverpool Street. Other services terminate at Baker Street.

3.4.7 The journey time between Watford Met and Baker Street for a service which operates 6-8 trains per hour is typically 44 minutes. Croxley and Watford Met stations are within TfL fare Zone 7. A single journey to Zone 1 (as at April 2012) costs £6.40 as cash fare or £5.30 in the peak / £3.70 offpeak with Oystercard.

3.4.8 The area is served by National Rail services operating from Watford Junction and Watford High Street stations. Key services include:

- Local services to north and central London operated by London Overground (part of TfL's London Rail Concession since November 2007) serving both Watford Junction and Watford High Street;
- Services to Birmingham, Northampton and Central London operated by Go-Via London Midland franchise;
- Services to St Albans Abbey operated by Go-Via London Midland franchise;
- West Coast Main Line intercity (Virgin West Coast franchise) services to/from the north serve Watford Junction; and
- Services to Clapham Junction via Kensington Olympia (change to Southern passenger service requirements as a result of the Brighton Main Line Railway Utilisation Study), operated by the Southern Trains franchise.

3.4.9 Journey times on services provided by London Midland between Watford Junction and London Euston are typically between 18 and 22<sup>4</sup> minutes and services operate at 7 trains per hour in the peak and 5 off peak. Watford Junction Station is outside the TfL zonal area; a single journey to Zone 1 (April 2012) costs £11.80 as a cash fare or £8.20 in the peak / £5.50 off-peak with Oystercard.

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<sup>4</sup> London Midlands timetable 14<sup>th</sup> May to 8<sup>th</sup> December 2012

3.4.10 Between Watford High Street and London Euston the journey time is between 46 and 49 minutes and services operate at 3 trains per hour<sup>5</sup>. Watford High Street Station is within TfL fare Zone 8; a single journey to Zone 1 (April 2012) costs £7.50 as a cash fare or £6.40 in the peak/£3.70 off-peak with an Oyster card.

3.4.11 The existing public transport network is completed by bus services provided predominantly by the operator Arriva. Continuing operational problems faced as a result of increasing road traffic congestion impact on service reliability in peak periods. The opportunities for implementing extensive priority are constrained by the lack of scope to divert road traffic in the event of road space reallocation.

### **3.5 Socio-Economic Issues**

3.5.1 South West Hertfordshire has been underperforming economically – the local economy is some £200 million per annum lower than it was in 2001. It has experienced and continues to experience significant job losses. The Regional Transport Economic Evidence Study (TEES) 2008 [APP 32, pages 31 - 47] showed Watford as having growth potential, but in an area where the cost of congestion and rail crowding is high.

3.5.2 Some areas within Watford are relatively deprived and in need of local investment and regeneration. The Index of Multiple Deprivation (IOMD), an indicator that takes into account access to health, employment and environmental factors, shows that the former Croxley Green branch is bordered to the south by areas amongst the 10-25% most deprived wards in England.

3.5.3 Figure 2 (on page 4 of document **CRL/1/3**) shows the level of income deprivation in the impact area compared to the national average. The map shows that the Croxley Rail Link corridor will better serve the lower income zones in the impact area. By comparison the area surrounding the existing Watford Metropolitan station is amongst the least income deprived areas both relative to Watford and absolutely.

3.5.4 Within the deprived areas of Watford, car ownership is also relatively low, with up to 80% of households lacking access to a car. The existing Metropolitan Line station is located in a residential area classified as being within the 25% least deprived in

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<sup>5</sup> As per online timetables at: <http://www.tfl.gov.uk/assets/downloads/Watford-Junction-Euston-December2011.pdf>

England. Figure 3 (on page 5 of document **CRL/1/3**) shows the distribution of households without a car across the impact area. The proposed rail corridor serves an area of low car ownership, including many where fewer than half of the households have a car. Residents of these areas will be likely to be more dependent on public transport. Conversely Watford Metropolitan station is in an area with higher car ownership. For this reason the project is likely to provide significant benefits to households without cars.

- 3.5.5 A study completed by Gordon Stokes Transport<sup>6</sup> indicates that the level of increase of men gaining access to cars in their late teens and twenties has slowed quite dramatically, but that in older age people with cars are holding on to them. It also shows that for women, there is still some growth in car access for the younger age groups, but is not marked. What is more marked for women is that there is much scope for older women to keep driving. Hence, as access to car declines, younger people will be attracted to use the new rail services provided as there is better access for employment, jobs and education. This will encourage a shift to more sustainable forms of transport.
- 3.5.6 According to the 2001 Census data, 72% of residents within Watford are within social grade C2 (skilled manual workers) or higher, compared to the national average of 67%. The biggest industry employer for residents of Watford is wholesale and retail (19%) followed by real estate (16%) and healthcare (10%).
- 3.5.6 The continued economic success of Hertfordshire and Watford, and by extension the UK as a whole, will depend on a number of key challenges being addressed. The economic costs imposed by transport constraints, in particular lack of access and congestion, have a significant impact on business growth and productivity within Hertfordshire through lost productive time and reducing effective labour market catchments.
- 3.5.7 The TEES showed that the scale of these economic 'costs' of transport constraints are greater in Hertfordshire than any other part of the region, with congestion costs to businesses and residents around the urban areas of Watford, St Albans and Hemel Hempstead amounting to over £80m per year, which will more than double to £170m

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<sup>6</sup> <http://www.gordonstokes.co.uk/transport/peakcar.html> Gordon Stokes is a transport researcher based in Oxford specialising in rural transport and analysis of travel behaviour data. He is also a Visiting Research Associate at Transport Studies Unit in the University of Oxford.

by 2021. An ICM survey of Hertfordshire Businesses published in 2011 [APP 30, page 5] found that traffic congestion on the County's roads had the most significant negative impact on business efficiency with seven in ten (72%) convinced that it has a detrimental impact. There is an urgent economic need to invest in solutions which mitigate the social and economic impacts of congestion.

3.5.9 The economic profile of businesses make addressing these challenges vital to maintaining the competitiveness of indigenous high value businesses in pharmaceuticals, business and financial services. The role of strategic transport linkages to London, the ability to access a large labour market and need to support agglomeration all affect the overall economic competitiveness of the County. Details of the economic impacts of the scheme are covered in the evidence of Steve Hunter.

### 3.6 Objectives of the Scheme

3.6.1 Following a review of the local demographic characteristics, transport provision and future plans, a summary of problems, opportunities and objectives has been compiled in Table 1.

**Table 1: Summary of Transport Problems and Opportunities**

Item	Problems	Opportunities
Public Transport Network	Rail services radial/London based and no orbital services	Disused Croxley Green railway line presents opportunities for orbital and 'dog-legged' movements
	Metropolitan Line services terminate in suburban fringe of Watford	Improved connections to town centre and Watford Junction transport hub – as gateway to the North
	Increasing public transport demand from numerous developments	Provide public transport services to areas which generate the highest demand

<b>Item</b>	<b>Problems</b>	<b>Opportunities</b>
Highway Network	Increasing highway demand creates congestion and contributes to environmental impacts	Improving public transport will reduce car usage and result in reduced congestion and greenhouse gas emissions
	Current accessibility constraints effectively limiting the potential to expand on existing demand management measures.	Delivering a realistic public transport alternative to private car use will give HCC and Watford Borough Council (WBC) the confidence to implement complementary demand management measures
Social Equality	Areas of West Watford poorest and with lowest car ownerships in Hertfordshire but weak transport links	Provide public transport services to assist in the regeneration of pockets of deprivation
	Local amenities poorly connected by public transport	Provide direct public transport services to amenities for more local residents

Item	Problems	Opportunities
Economy	Constraints on highway and public transport affect local retail and business prosperity	Unlock the full economic potential of Watford given its strategic location/good connections with London and the North; increase the labour force catchment given the juxtaposition of the proposed rail link to the business parks and regeneration sites

3.6.2 The problems and opportunities set out in preceding paragraphs have been used to define objectives, to allow the comparison of alternative options for intervention. As part of the recent Best and Final Funding Bid (BAFB) **[APP 33]** application on 9 September 2011 to the DfT; the objectives were condensed into the three primary aims listed below:

- a) To **enhance sustainable links** to, and between, residents and employment, business, education, health and leisure opportunities within Watford and across Hertfordshire, and to key external attractors in London and the national rail network, reinforcing Watford's role as a key transport hub;
- b) To **improve local connectivity** within Watford between current and potential employees, the town centre and the key development areas of Watford Junction, Watford Business Park / Ascot Road and the Health Campus providing a catalyst for both economic and housing development; and
- c) To **provide a sustainable and value-for-money alternative** to car travel, with inherently lower environmental impacts per trip including noise and greenhouse gas emissions.

3.6.3 The Scheme promoted through this TWAO application will deliver on the three primary aims and will help support regeneration efforts in one of the most deprived areas of the town.

### 3.7 **What the Scheme entails**

3.7.1 The proposal involves diverting the Watford branch of the Metropolitan Line to Watford Junction via the currently disused Croxley Green branch line and Watford High Street station. The existing Watford Metropolitan station will be closed to passengers once the new link to Watford Junction is in place.

3.7.2 The branch line connects with the National Rail DC lines loop south of Watford High Street station; Underground services would share track with Overground services to access Watford Junction station. New stations will be provided at Ascot Road and Vicarage Road (Watford Hospital). Further details on the scheme are set out by Martin Morris in his Design and Engineering proof and the layout of the proposed Link as shown in Figure 4 of document CRL/1/3 on page 6.

#### 4. HERTFORDSHIRE COUNTY COUNCIL APPROVAL PROCESS

4.1 Historically, HCC has supported the implementation of the Scheme. This is within all the County's strategic documents including Hertfordshire Structure Plan, HCC Local Transport Plans<sup>7</sup> and West Watford Urban Transport Plan as one of the strategic rail schemes to alleviate congestion issues and promote economic redevelopment for Watford.

4.2 Approval process for submission of Croxley Rail Link TWAO:

<b>Activity</b>	<b>Approval level</b>
Inclusion into Local Transport Plans as a strategic scheme	Full council endorsement of the Local Transport Plan
Best and Final Funding Bid	Delegated to the Deputy Director Environment and the Section 151 officer
Approval of the TWAO submission	Signed off at full Council under s239 of the local government act to endorse the application. Full Council meeting held on 20 November 2011 (prior to the application) and again in 21 February 2012 (after the application).

**Table 2: HCC internal approval process for submission of a TWAO**

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<sup>7</sup> The Local Transport Plan sets out the transport strategy for Hertfordshire, the goals and challenges to be met, and outlines a programme of transport schemes and initiatives (interventions). The various interventions are to be delivered over the short, medium and longer term but the present uncertainties over funding mean their timing cannot be assured. Targets have also been set so that progress towards meeting the strategy objectives can be measured. The Plan covers all modes of transport - including walking, cycling, public transport, car based travel and freight - and takes account of the effect of transport on wider aspects including the economy, environment, climate change and social inclusion. HCC have produced three of these documents from 2001/02 – 2005/06; 2006/07 – 2010/11 and 2011- 2031).

## **5. PARTNERSHIP AND FUNDING**

### **5.1 Introduction**

5.1.1 The purpose of this application for a Transport and Works Act Order is to provide HCC and LUL with powers to construct, operate and maintain a railway linking the Watford branch of LUL Metropolitan line to Watford Junction national rail station via Watford High Street, with new stations at Ascot Road and Vicarage Road (Watford Hospital serving the proposed Watford Health Campus).

5.1.2 As part of the scheme, the existing Metropolitan line Watford terminus will be replaced with a new terminus being created at Watford Junction.

5.1.3 This Transport and Works Act Order is promoted jointly by HCC and LUL, working in collaboration with Network Rail Infrastructure Limited. The Croxley Rail Link falls within both WBC and TRDC areas. Both councils are providing local input, guidance and support.

### **5.2 The Applicants**

5.2.1 HCC has an established track record as a successful organisation for the development, procurement and delivery of major infrastructure projects. Major projects undertaken by HCC include Watford to M1 Link and Wymondly Bypass (early 90's); Stansted Abbots Bypass and Cheshunt Link Road (mid 90's) and Baldock Bypass (2005-07).

5.2.2 HCC has in place a series of technical and professional support contracts to ensure that the best and most appropriate expertise is focussed on each area. HCC will also use its well established client expertise to procure additional specialist input as required.

5.2.3 The new rail link will operate into Hertfordshire, and as local transport authority, HCC has been the main promoter of the Scheme since 1998 and was able to gain DfT funding.

5.2.4 LUL is a company incorporated under the Companies Act with limited liability, and since 15 July 2003 has been a wholly owned subsidiary of Transport for London

(TfL). TfL is an executive arm of the Greater London Authority reporting to the Mayor. TfL is the integrated body responsible for the capital's transport system and its role is to implement the Mayor's transport strategy for London and manage the transport services for which he is responsible.

5.2.5 LUL is responsible for operating the London Underground train network and is the freehold owner of most London Underground stations.

### **5.3 Funding**

5.3.1 HCC is the accountable body responsible for securing and administering the funding of the project. HCC takes the funding risk, including those of funding cost overruns.

5.3.2 HCC has budgeted a total scheme outturn costs of £118.1m which includes preparation and compensation costs that are not considered by the DfT. The DfT originally acknowledged a scheme outturn cost of £116.8m, however, it subsequently applied a constant risk factor across all of the schemes when it finally gave Programme Entry status to the suite of major projects nationally, which resulted in a cost estimate of £115.9m.

5.3.3 The change in risk allocation did not affect the amount of grant that the DfT is offering, which stands at £76.236m.

5.3.4 HCC is responsible for securing the remaining funding, which it proposes to do through a combination of its own General capital Programme, Third Party contributions and prudential borrowing as approved by DfT. HCC is prudently budgeting for the full £118.1m including preparation and compensation costs.

5.3.5 The planned construction would commence in 2014 and it is anticipated that the Scheme would open in 2016.

## 5.4 Procurement strategy

- 5.4.1 The Procurement Strategy was reviewed by the scheme partners as part of the BAFB submission to establish the most cost effective solution for procuring the works. The scheme will be procured through a hybrid approach whereby:
- HCC will procure the civil engineering elements of the scheme (including permanent way and power) by tendering an Early Contractor Involvement, Design & Build Contract; and
  - LUL will fit out the specialist railway related elements of the scheme (communications and signalling), procuring them through a combination of its framework contractors, suppliers and existing PFI arrangements. LUL will also purchase the additional rolling stock through its existing supplier.
- 5.4.2 This preferred strategy best uses the capacities and capabilities of the stakeholders, optimises the use of the procurement of models available to them and optimises the control of risks.
- 5.4.3 There will be one contract for which the conditions relating to stage 1 will be based on the NEC<sup>8</sup> Professional Services Contract and for stage 2 on the NEC Target Cost Option C

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<sup>8</sup> NEC is a family of contracts that facilitates the implementation of sound project management principles and practices as well as defining legal relationships.

It is suitable for procuring a diverse range of works, services and supply, spanning major framework projects through to minor works and purchasing of supplies and goods. The Implementation of NEC3 contracts has resulted in major benefits for projects both nationally and internationally in terms of time, cost savings and improved quality.

## **6. EUROPEAN, NATIONAL AND LOCAL TRANSPORT POLICY FRAMEWORK**

### **6.1 Introduction**

6.1.1 Within this section I will provide a brief synopsis of the policy framework which supports HCC's decision to promote the Scheme. A more detailed review of these relevant policies are provided within the Statement of Case (**APP 1**). I cover the transport policies within my proof and Mr Adams covers planning policy within his proof.

### **6.2 European Policy Framework**

#### **6.2.1 *White Paper 2011: Roadmap to a Single European Transport Area - Towards a competitive and resource efficient transport system March 2011 (APP 11)***

6.2.1.1 As set out in the European White Paper, the key goals aim to shift travel options from road to rail or water and to reduce emissions of all forms of travel, discouraging conventionally-fuelled cars in cities. Further details are with the Statement of case (**APP 1**)

### **6.3. NATIONAL POLICY FRAMEWORK**

#### **6.3.1 *Department for Transport (DfT): Business Plan 2011-2015 May 2011 [APP 14]***

6.3.1.1 The DfT business plan demonstrates the link between transport, economic growth and quality of life. The vision of the business plan is also to increase awareness and enable social mobility.

#### **6.3.2 *Department for Transport (DfT): Creating Growth, Cutting Carbon Making Sustainable Local Transport Happen January 2011 [APP 13]***

6.3.2.1 The DfT White Paper also demonstrates the link between transport, economic growth and quality of life. One of the structural priorities of the White Paper is to encourage sustainable travel by making public transport (including rail) more attractive.

## **6.4. LOCAL POLICY FRAMEWORK**

### **6.4.1 HCC Local Transport Plan (LTP) 2011 – 2031 [APP 18 and 19]**

6.4.1.1 The Local Transport Plan (LTP3) produced by HCC sets the framework for achieving a better transport system for all, over a plan period of 20 years (2011-2031). LTP3 focuses on delivering the goals of supporting economic growth, achieving behavioural change, enhancing the quality of life, safety and security and addressing transport's effect on climate change.

### **6.4.2 Sustainable Community Strategy: Hertfordshire 2021 [APP 20]**

6.4.2.1 The Sustainable Community Strategy sets out the key transport and access objectives for 2008 – 2021, which include providing alternatives to the private car, improving access to basic facilities like education and employment and improving journey times.

### **6.4.3 HCC Corporate Plan 2009-2012 [APP 21]**

6.4.3.1 The County's corporate plan key objectives are also referred to within the LTP challenges and targets. These objectives reflect the continuing commitment to delivering priority services to the people of Hertfordshire by ensuring there is transport provision to open access to all facilities to all residents.

### **6.4.4 The Hertfordshire Economic Development Strategy 2009-2021 [APP 22]**

6.4.4.1 This strategy highlights the County's position on the link between transport infrastructure and economic growth.

### **6.4.5 HCC Rail Strategy 2011 [APP 23]**

6.4.5.1 HCC Rail Strategy sets out the County's aspiration for rail services in the county and the working relationship with key partners to achieve this.

#### **6.4.6 A Local Enterprise Partnership for Hertfordshire 2010 [APP 24]**

6.4.6.1 One of the LEP's goals is to take forward the Hertfordshire Strategic Employment Sites Study [APP 25], which has identified opportunities for delivery in the medium term (2016 - 2021) and the Scheme is within the list of projects for delivery in the medium term.

#### **6.4.7 South West Hertfordshire Transport Plan: Review and Action Plan 2008 (APP 26).**

6.4.7.1 The South West Hertfordshire Transport Plan review was undertaken in 2008 to refresh the original Transport Strategy for South West Hertfordshire which was published in 1997. The Review considers changes in policy as well as the influence of new developments and changing traffic and travel patterns. It presents an action plan for measures to be advanced in the period 2008-2013.

## **7. CONTRIBUTION OF CROXLEY RAIL LINK**

- 7.1 The Scheme accords with European, National, and local planning policies that seek to encourage accessible public transport provision and more sustainable forms of development.
- 7.2 The European White Paper 2011 has as one of its goal to encourage a 50% shift of medium distance intercity trains for passenger and rail to move from road to rail. The Scheme will provide a sustainable option for travel connectivity to London and along the West Coast Main line to Rugby, Birmingham and Manchester to name a few, facilitating medium distance links.
- 7.3 The Scheme will also be an impetus for new companies choosing Watford as an employment site due to the proximity of the new railway stations at the points of the proposed new developments which links into the EU's goals for 2050 of encouraging a shift of medium distance intercity passengers from road to rail.
- 7.4 The Scheme enables future development to come forward by making the locations more attractive through the availability of new transport links. It improves accessibility for one of the most deprived areas of Watford and it enables a sustainable link to employment, leisure and health facilities and links into the DfT's vision and priorities for transport.
- 7.5 Implementation of the Scheme will help deliver the County's aims and visions and presents the opportunity to encourage more sustainable journeys within the County. The Scheme is identified within LTP3 as one of the major projects and is within the twenty year delivery programme for scheme completion by 2015/16.
- 7.6 The Scheme fits in with the HCC Corporate Plan 2009 – 2012 as it will enable sustainable links to proposed developments planned within Watford as outlined below in WBC Core Strategy Submission and as per the Three Rivers District Council Core Strategy adopted 17 October 2011. The scheme will also promote economic growth for the area and assist in reducing carbon emissions by encouraging modal shift.

- 7.7 The Scheme helps deliver the County's economic development strategy by providing quality locations and infrastructure that link into proposed new developments in Watford.
- 7.8 The Scheme forms part of the County key infrastructure priorities and aspirations and forms part of the delivery plan of major projects for rail infrastructure within Hertfordshire.
- 7.9 As set out in the South West Hertfordshire Transport Plan, the Scheme is identified as one of the three major transport projects for delivery as 'Major Projects' and as set out in the report (4.4.1), if the Scheme comes to "*fruition it will have significant effects on travel opportunities and patterns in the SW Herts area.*"
- 7.10 The Scheme delivers on HCC's vision to enable economic growth by providing access to an efficient sustainable mode of travel and improving the quality of life of its residents.

## **8 OBJECTIONS RAISED**

- 8.1 Detailed responses were provided to all objectors. However a number of objectors have raised concerns amongst other things about road safety and walking to school.
- 8.2 London TravelWatch has also raised concerns on these issues and recommended the following: a subsidised bus service for three years; walking, cycling, lighting and pedestrian improvements be made a condition of the TWA approval. What follows are my brief responses to the objections related to the road safety, walking, cycling and bus services.
- 8.3 HCC has commissioned a study, taking place over 2012/13, to consider the Croxley Rail Link's wider public realm. In this study a number of highway improvements are currently being investigated that will provide enhanced transport links to/from the two new stations along with any safety implications that need to be addressed to enable safe access from the new proposed stations. Lighting for each of the proposed improvements will also be considered and if required would be upgraded as part of any improvements being implemented. Relevant signing will also be considered.
- 8.4 The study is considering a number of alternative routes from Ascot Road station to Watford Grammar School for Boys and the Cassiobury Estate and Park. Additionally, access from Watford Hospital Station to busier locations namely the Watford Health Campus and Watford Football Club will also be considered.
- 8.5 The recommended option and the other options considered will be discussed with the relevant stakeholders including Watford Grammar School for Boys in Autumn 2012 and with Watford Borough Council. A preferred solution will then be developed before wider public consultation is carried out following the outcome of the public inquiry.
- 8.6 Local bus routes are periodically reviewed by HCC Public Transport Unit to ensure they are serving the travel needs of the local community. Bus services are commercial so the County will be limited in defining the services, but they do make suggestions to the operators

8.7 With Croxley Rail Link implementation, there will be a need to reassess the bus routes. A Quality Network Partnership<sup>9</sup> (QNP) is expected to come on-stream in time for the opening of the Croxley Rail Link. HCC recommends that this is the best route to consider the needs of the services that will be required at that time and working with relevant partners. As bus services cost from about £100,000per annum<sup>10</sup>, this will be an additional costs to the project which has not been included previously as part of the business and economic case. In addition, HCC cannot anticipate in advance the demands for such a service, HCC would recommend that this is considered as part of the QNP.

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<sup>9</sup> Transport Act 2008 offers new opportunities for local authorities to work with transport operators through the creation of 'Quality Network Partnerships'

<sup>10</sup> This assumes a service which operates 8am-6pm, 6 days per week, 2 staff, one vehicle is approx £100,000 per annum

## **9 WITNESS DECLARATION**

9.1 I hereby declare as follows:

- This proof of evidence includes all facts which I regard as being relevant to the opinions that I have expressed and that the inquiry's attention has been drawn to any matter which would affect the validity of that opinion;
- I believe the facts that I have stated in this proof of evidence are true and that the opinions expressed are correct: and
- I understand my duty to the inquiry to help it with matters within my expertise and I have complied with that duty.