

Andrew Adonis
Chairman of the National Infrastructure
Commission

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Your Ref :

Date : 8th January 2016

Dear Andrew,

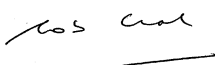
Thank you for providing Enfield Council the opportunity to respond to the National Infrastructure Commission Call for Evidence on large-scale transport infrastructure improvements in London. We welcome this opportunity to respond on Crossrail 2 and the Council's wider aspirations for local growth linked to the project.

The Council strongly supports Crossrail 2 and believes it will provide the catalyst for transformational change in the Upper Lee Valley, unlocking the potential for thousands of new homes and jobs.

The Council has responded to both the Mayor's consultation and the Crossrail 2 Growth Commission call for evidence. It is understood submissions will inform the identification of further feasibility work needed to ensure plans for local development and the route are aligned.

The Council's response to the consultation questions is set out in the attached submission. Should you require any further clarification as to the Council's response, please contact Joanne Woodward, Head of Strategic Planning and Design on the details above.

Yours sincerely,


Rob Leak
CHIEF EXECUTIVE

1. What are the major economic and social challenges facing London and its commuter hinterland over the next two to three decades?

1.1 Population growth across London and the South East is a major challenge for the area. Enfield's population has grown rapidly in the past decade and presently stands at 324,574 people and 129,000 households making it the fourth most populous borough in London. Projections suggest that by 2032 the population could rise to over 400,000 and the number of households to 169,000 (ONS 2012). This means we need approximately 1,900 new homes per year along with new schools, commercial uses and improved infrastructure, including significant transport investment.

1.2 These pressures for housing growth are not restricted to London and the Council has already received a request from one of its adjoining planning authorities concerning the potential for Enfield to accommodate some of its housing growth thereby increasing the pressure to find a sustainable solution to the need for new housing. More requests are expected as neighbouring authorities review their housing needs and available land supply.

1.3 The scale of the challenge means that a range of sources of supply of suitable land will be needed, including the intensification of existing urban areas and the need to consider land not currently identified for housing growth. Significant improvements to the rail infrastructure offered by Crossrail 2 will help unlock this potential.

1.4 The Council is taking a proactive approach to managing change and delivering growth in the borough. Its flagship regeneration project at Meridian Water is a £2 billion scheme set to deliver up to 8,000+ homes, a range of neighbourhood facilities and over 3,000 new jobs. The Meridian Water project alone will generate a £2.5 billion growth in GDP. Rail investment to the value of £70m which is already in place is a vital component of the infrastructure which supports Meridian Water. Indeed, without this investment, the regeneration of this nature and on this scale could not be taken forward. The Council is keen to work with the Crossrail 2 Commission to explore further the potential for growth in the borough arising from Crossrail 2, which will trigger further increases in housing capacity and associated economic benefits utilising the same principles which underpin the Meridian Water masterplan.

1.5 The West Anglia Routes Strategy Strategic Case submission by the London Stansted Cambridge Consortium (LSCC) (June 2015) states that on current trends the population of the LSCC area as a whole is forecast to grow by well over half a million people in the next fifteen years and another 210,000 jobs are expected - all of this before arrival of Crossrail 2. With GVA growth projected to significantly outpace job growth, the area will be contributing greatly to productivity growth. The Upper Lee Valley Opportunity Area is already a major employment zone, and the London Plan (2015) expects it to accommodate an additional 15,000 jobs, with potential for more if infrastructure

is improved further. Its potential for housing is even greater with the new revised London Plan coming forward in 2016, anticipating a minimum of more than 20,000 new homes, and it could be much higher with Crossrail 2.

1.6 Areas like the Upper Lee Valley have the greatest potential to grow Central London's labour supply, further serving dense and productive employment there as well as supporting employment areas such as Stansted outside of London. The potential for growth in the Upper Lee Valley has previously been recognised in the Mayor's Upper Lee Valley Opportunity Area Planning Framework (OAPF) 2013 and London Plan (2015).

1.7 Research by Oxford Economics, *Investment and Regeneration in the Lea Valley Corridor – Assessing the potential economic impacts for London and the UK* (2012) estimated that the Upper Lee Valley had the potential to generate £3.5bn+ of GDP if enhancements to rail infrastructure to provide four tracking and 8tph are provided along the West Anglia Main Line. Transport improvements already underway will help support growth and regeneration in the short term, but in the longer term these benefits would be substantially greater with a Crossrail 2 service of at least 12tph.

1.8 Tackling the borough's unemployment rate (7% compared to 6.6% for London as a whole) is another important objective for regeneration in Enfield. Building new homes in the borough on the scale needed but which are not connected to employment through rail infrastructure would not deliver our objectives for creating employment; stimulating economic growth and providing social equality. Similarly, the new employment opportunities planned as part of the regeneration of the area will not impact on unemployment in existing communities if transport infrastructure does not connect new employment to existing homes and communities in Enfield and beyond.

2. What are the strategic options for future investment in large-scale transport infrastructure improvements in London - on road, rail and underground - including, but not limited to Crossrail 2?

- **How should they be prioritised, taking account of their response to London's strategic transport challenges, including their impact on capacity, reliability, journey times and connectivity to jobs?**
- **What might their potential impact be on employment, productivity and housing supply in London and the southeast?**

2.1 Given the higher frequency of public transport that the combination of rail enhancement projects will deliver, including Crossrail 2, the North East Enfield Corridor will become a prime location as part of wider connectivity networks in and out of London and the wider Upper Lea Valley and London-Stansted-Cambridge Corridor. Crossrail 2 will support significant numbers of jobs and housing along the line and provide general regional connectivity.

2.2 Enfield's plans for a new gateway station at Meridian Water (to replace Angel Road) mean that there will already be a modern, high quality station serving a major development site. In order to accommodate Crossrail 2, stations at Brimsdown, Enfield Lock and Ponders End will also all be upgraded. This will accommodate higher frequencies, with an additional 12 trains an hour being proposed. This increased capacity will unlock the long term potential of the areas served. The New Southgate area would also increase capacity with up to 15 trains per hour, vastly improving capacity and journey times.

2.3 The provision of a station at Alexandra Palace will also open up direct access to Crossrail 2 for the 13 million passengers (based on 2013/14 figures) in Haringey, Enfield and Hertfordshire who use the stations to the north. The interchange at this station will also relieve crowding at Finsbury Park station, which before wider Thameslink upgrades and development in the local area already has 28 million Underground users, 6 million national rail and a conservative estimate of 1 million interchanges per year. The station will also cover a wide area of north London and offer alternative travel opportunities to those using Piccadilly line services in Enfield, again reducing crowding on existing services and opening up development opportunities currently constrained by network capacity.

2.4 Given the higher frequency of public transport accessibility that the combination of rail enhancement projects will deliver, a number of new local town centres could be developed along the North East Enfield Corridor, focused around the new Crossrail 2 stations and serving both existing and new communities. Indicative masterplanning suggests that commercial and residential uses could be accommodated together creating lively and attractive environments.

2.5 These rail infrastructure improvements would have a significant impact on employment and productivity. Enfield is already one of London's most important business destinations, easily accessible to London's strategic road network and positioned within the London Stansted Cambridge Corridor (LSCC). The relative low cost and availability of commercial floor space and land has helped attract an enviable and diverse industrial base to the borough. Representing the second largest industrial location in the capital, the borough is home to almost 10,000 businesses providing nearly 100,000 jobs. Enfield's employment is expected to grow to 121,000 by 2036. The Council has aspirations to meet the needs of the growing population, working towards a target of 40,000 new jobs between 2010 and 2035, equating to approximately 5% of the forecast job growth for London as a whole.

2.6 Existing growth sectors include low carbon clean tech energy from waste, logistics, warehouse and distribution and professional, scientific and technical. The relative low cost and availability of commercial floor space and land has helped attract an enviable and diverse industrial base to the borough. Maximising employment opportunities for local residents and Londoners whilst accommodating housing growth will be a key challenge for the future and a key priority is to retain jobs and businesses in the borough and help them thrive.

2.7 Although UK and London industrial heritage is in decline as a result of changes to the UK's economic environment, there are a number of viable businesses being priced out of the more expensive areas of London. This creates an opportunity for the borough to promote its capacity to accommodate these businesses with their increased employment offer as part of a wider transformational change agenda.

2.8 Current assessments prepared by the Council's Meridian Water specialist advisors highlight Enfield's ability to provide better equipped and comparably cheaper B1 employment space within easy reach of Central London making it an attractive choice for expanding incubator, accelerator and co-working (IAC) companies. This is in contrast to inner London where there is an increasing lack of flexible and affordable workspace for expanding creative and knowledge-intensive companies.

2.9 Meridian Water is ideally located within the London-Stansted-Cambridge Corridor and can therefore capitalise on sectors associated with this region including life sciences and ICT. The Council has a clear and credible approach to identifying new employment uses which can meet the project aspirations of achieving 3,000 jobs in higher paid sectors. This will see a shift away from the traditional lower density industrial sectors located in the Upper Lee Valley. Meridian Water will bring in employment uses which are capable of paying a salary range from the London Living Wage to a minimum of £70,000.

2.10 The successful realisation of a shift towards higher quality business and residential uses in Meridian Water helps support the case for stopping rail

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services within the area by Crossrail 2. Such services would also form a strong catalyst for the realisation of higher value sectors employing an increasingly higher skilled workforce and benefitting from connections to Central London and the London-Stansted-Cambridge corridor and wider south east region.

3. What opportunities are there to increase the benefits and reduce the costs of the proposed Crossrail 2 scheme?

3.1 The Council is already working closely with Transport for London to consider the positive impacts Crossrail 2 might have on promoting housing, improving access to jobs and delivering sustainable places and meaningful regeneration. Utilising the 'Crossrail 2 Strategic Business Case' submission as a basis for future work, the Council suggests that alternative growth scenarios could be modelled to determine the optimum level of benefits from growth that Crossrail 2 could bring. This would benefit from further collaborative working in partnership with the GLA.

3.2 Imaginative use of land in Enfield across the South East, will unlock the potential of areas by maximising housing and employment growth and creating sustainable communities which support both economic and social objectives. However, the realisation of this potential is dependent on rail infrastructure. Crossrail 2 in Enfield could:

- Support the delivery of a significant number of new homes to meet a strong and increasing housing demand;
- Enable the transformation of predominantly low density employment areas into higher density mixed use communities;
- Provide a huge uplift in public transport accessibility, improve access to employment by reducing journey times to key destinations in the Central Area Zone and the LSCC and
- Enable four-tracking of the West Anglia Mainline to increase capacity.

Phased delivery

3.3 The benefits of phased delivery of Crossrail 2 can be realised by Government confirming funding for delivering solutions to level crossings and 4 tracking of the Lea Valley mainline at the earliest opportunity. This phased approach has a number of advantages:

- It demonstrates ongoing commitment, helping to build confidence amongst investors and the public;
- The funding profile is smoothed and therefore more manageable;
- Infrastructure provision is more closely matched with demand with less need for revenue support or excessive crowding; and
- Local skilled workers have ongoing opportunities for employment which avoids de-skilling and labour shortages.

Land use

3.4 There is a need to understand the constraints, opportunities and likely impacts associated with any redistribution of industrial floorspace through the

consolidation, intensification and densification of existing industrial estates in North East Enfield. It is also important to further test the cohabitation opportunities of commercial uses through exploring typologies for new industrial and mixed use employment space. Where market conditions are considered to be appropriate, the constraints, opportunities and likely impacts of alternative locations within the borough for some of the existing industrial floorspace could be also tested.

3.5 This work should include industrial sectoral analysis to review the potential for new sectors such as bio-tech, to form part of future demand for space around key stations in the North East Enfield Corridor. This will need to draw upon analysis sectors such as the life sciences sector for the London Stansted Cambridge Consortium; the Upper Lea Valley low carbon economy; property requirements and locations for the London knowledge economy; and employment land market.

Upper Lee Valley Branch – Eastern Enfield

3.6 At present on the West Anglia Main Line, local stopping services and faster services from Cambridge and Stansted Airport all compete for space on the same line. This limits the number of trains that can call at local stations and extends journey times to and from the area. Liverpool Street and Stratford stations also currently face severe capacity constraints. It is forecast that by 2043 demand for rail travel on this line will have increased by 39% - currently there is no spare capacity for additional services.

3.7 Crossrail 2 provides a solution; it would free up capacity on the West Anglia Main Line helping to reduce journey times for longer distance services and would enable more local services to central London. Transport improvements already underway will help offset the pressure in the short term. But Crossrail 2 is needed to cope with longer term growth.

3.8 Enfield's plans for a new gateway station at Meridian Water (to replace Angel Road) mean that there will already be a modern, high quality station with step free access serving a major development site. Alongside this it is positive that in order to accommodate Crossrail 2, the stations at Brimsdown, Enfield Lock and Ponders End will be upgraded to higher standards, including making them step free. Further discussions will be necessary to agree the details of the upgrades, as well as the possible re-configuration/relocation of some stations to improve passenger access.

3.9 The Council strongly supports increased frequencies at all of these stations, with the additional minimum 12 trains per hour service proposed in the consultation, being a level which will unlock the long term potential of the areas served. It would create capacity for two additional local stopping trains per hour to Stratford and much improved connections to Stansted Airport and Cambridge. Conservative estimates are for Crossrail 2 to unlock 70,000 homes

and 27,000 jobs along the Upper Lee Valley, including at our key regeneration site of Meridian Water together with the wider and longer term opportunities for additional growth in the North East Enfield Corridor.

3.10 It is recognised that level crossings will have to close at Enfield Lock and Brimsdown and alternative solutions assessed to mitigate impacts on east-west transport connectivity, road safety and rail network reliability. The Council, along with stakeholders from along the West Anglia rail route, strongly supports this happening before 2024. However this is on the proviso that mitigation is put in place which improves transport network connectivity, with a particular focus on accommodating bus services and people who choose to walk and cycle, while causing the least disruption to residents in the area around them.

New Southgate Proposals

3.11 The Council welcomes the benefits which Crossrail 2 could deliver in the New Southgate area. The New Southgate proposals will provide up to 15 trains per hour via Seven Sisters; vastly improving capacity and journey opportunities. However this is a drop from 20 trains per hour and the Council would welcome discussion on the rationale behind this. Previously it was the case that 20 trains per hour was the minimum required to make the New Southgate branch viable. Given recent experience, the Council would like to see an early commitment from Network Rail and Transport for London to minimum levels of service, so that these can be factored into our discussions with development partners.

3.12 New Southgate station provides local employment opportunities at the adjacent Crossrail 2 train stabling and maintenance facility, while reduced journey times - only 21 minutes to Victoria - bring 410,000 more jobs within a 45 minute journey. These opportunities will be accessed via step-free stations which have capacity for 2,000 more passengers per day in the morning peak hour.

3.13 Overall the New Southgate branch provides direct access to Crossrail 2 for a large area of north London and unlocks potential for significant regeneration and redevelopment.

Alexandra Palace

3.14 The provision of a station at Alexandra Palace will open up direct access to Crossrail 2 for the 13 million passengers (based on 2013/14 figures) in Haringey, Enfield and Hertfordshire who use stations to the north. By providing an interchange further to the north for suburban rail passengers, there will also be crowding reduction benefits on both the Piccadilly and Victoria Underground lines; one of the core objectives for Crossrail 2.

3.15 Alexandra Palace interchange will also relieve crowding at Finsbury Park station, which before wider Thameslink upgrades and development in the local

area already has 28 million Underground users, 6 million National Rail and a conservative estimate of 1 million interchanges per year.

3.16 The station at Alexandra Palace will also cover a wide area of north London and offer alternative travel opportunities for those using Piccadilly Line services at Bounds Green and Wood Green, which again reduces crowding on existing services and opens up development opportunities currently constrained by network capacity. The Council's support for the benefits of the Alexandra Palace route alignment and the potential for growth it could have outside of London is shared by local authorities along the route north of London – including Hertfordshire County Council, Stevenage, East Herts, Welwyn and Hatfield Councils. The Council would welcome further discussion led by the Crossrail 2 Commission to debate the route options.

4. What are the options for the funding, financing and delivery of large-scale transport infrastructure improvements in London, including Crossrail 2?

- ***What is an appropriate local and regional contribution - given the potential distribution of benefits to business, residents, transport users and the wider economy - and how could this be achieved?***
- ***What innovative funding mechanisms could be considered to support delivery of key schemes?***

4.1 An independent report for Crossrail 2 produced by PricewaterhouseCooper (PwC) (2014) sets out options into how Crossrail 2 could be funded. It shows that over half of the costs of the scheme could be met by London using existing funding mechanisms. Enfield Council supports this and is prepared to play it's part.

4.2 The Council's vision is for phased investment in the transport network in the Upper Lee Valley, which has the following advantages:

- It demonstrates ongoing commitment, helping to build confidence amongst investors and the public;
- The funding profile is smoothed and therefore more manageable;
- Infrastructure provision is more closely matched with demand with less need for revenue support or excessive crowding; and
- Local skilled workers have ongoing opportunities for employment which avoids de-skilling and labour shortages.

4.3 The development at Meridian Water is expected to lever in significant investment into Enfield and unlock the financial potential of the area. The Council will work closely with its partners to support investment and job creation across a number of sectors in Meridian Water, particularly in the Meridian East area. Beyond the use of its planning powers, the Council is looking at opportunities to encourage investment in these areas, reducing regulatory and financial burdens wherever it can, bidding for joint funding wherever appropriate and leveraging in assistance from partner organisations and groups. In order to drive the local economy forward and create jobs for new and existing communities, Meridian Water presents an opportunity to expand on the existing area's assets. There is a significant opportunity to expand, upgrade, regenerate and/ or intensify existing facilities in the area.

4.4 Meridian Water is one of London's Housing Zones. The Housing Zone funding is already providing major station upgrades, including Funding for the upgrade of Meridian Water Station (formerly Angel Road); new road infrastructure and bridges.

4.5 The Council is driving forward the development of Meridian Water through land purchase and pump priming transport infrastructure, including funding new bus routes. With additional funding streams in order to pump prime infrastructure on a larger scale, and in order to purchase land on the route in advance of development, the local authority would have the ability to capture the land uplift.

4.6 The Council is programming to have its planning framework in place by 2017/18, aligned with the programme for the Mayor's New London Plan and Upper Lee Valley Opportunity Area Planning Framework to capture growth generated through Crossrail 2 in order to exercise its Compulsory Purchase Order (CPO) Powers. Given the optimal timeline to seek parliamentary powers for permission to build and operate Crossrail 2 would be between 2017- 2020, the Council's land assembly strategy would need to commence in 2016 before certainty for Crossrail 2 project delivery is confirmed to assemble land at current use value.

4.7 The Council plans to carry out an early comprehensive assessment of current land values to inform the land assembly strategy, which will then be used to capture increases and recoup some of the uplift. Initial assembly would be through negotiated purchase but given the complex nature of land ownerships in the North East Enfield Corridor, the Council would need to exercise its CPO powers.

4.8 In the process of optimising land use we need to redesign infrastructure to ensure sustainable delivery on the scale required. This is likely to lead to profound changes which will impact on business rates during the period of change as some industrial estates are relocated and others come on stream. We will need a mechanism that can award a 'zonal status' on the areas affected to ensure that the loss of business rates does not impact the process. Transitional support to local authorities would need to be made available to ensure the success of transformation. Consideration also needs to be given to premium revenue streams being identified to offset the CR2 costs.