

## Community and Economic Development

Date: 7 January 2016  
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Please ask for: Greg Macdonald

National Infrastructure Commission  
1 Horse Guards Road  
London  
SW1A 2HQ

Dear Lord Adonis

### Call for evidence

I am writing to you on behalf of the Broxbourne Borough Council in response to your recent call for evidence published in November 2015.

Firstly, I would like to thank you for the opportunity to engage in this critical conversation regarding the future growth and prosperity of the nation. Broxbourne is an ambitious Borough that has significant plans for improving prosperity for residents and businesses and, to this end, we are very keen to work with the NIC to turn our ambition into reality. Ambition Broxbourne is the Borough's economic development strategy and mantra that drives partnership working to secure inward investment, nurture business growth, generate quality places and ensure that residents and workers have the skills the economy needs to thrive now and in the future.

Broxbourne Borough Council is a member of both the West Anglia Routes Group (WARG) and the London Stansted Cambridge Consortium, which are associations of public and private sector organisations from along the routes running from Liverpool Street and Stratford through north London into Essex, Hertfordshire and Cambridgeshire. These organisations are working together to promote economic growth including securing timely infrastructure investments. The Council is also represented in the West Anglia Taskforce Working Group. The West Anglia Taskforce will compile an evidence base to support rail infrastructure investment along the London Stansted Cambridge corridor and will report its initial findings to the Government in the summer of 2016.

The Council is currently developing its Local Plan which will set out how Broxbourne will grow and develop to become a more desirable and prosperous place to live, work and visit. It will be a development strategy for the next 15 years. The Plan will provide for homes, jobs, shops, transport and infrastructure - all set alongside the long term protection and improvement of our Green Belt, parks, open spaces and built heritage. An extensive evidence base underpins the preparation of the Local Plan. This has resulted in a detailed assessment of the levels of need within the Borough, counterbalanced against the capacity of the Borough to accommodate growth.

The Borough Council strongly supports the current Crossrail 2 proposals as part of Ambition Broxbourne. In particular, we recognise the critical role it will play in driving local and strategic economic growth and prosperity over the coming years, thereby ensuring that the economy remains competitive and able to nurture and sustain healthy and productive communities. This support has also been confirmed by the Ambition Broxbourne Economic Development Board; a cross sector grouping overseeing and driving the economic development plans for the Borough.

Broxbourne Council is a strong supporter of the regional route of Crossrail 2 because it will add capacity across the network, relieve pressure on key lines, and improve connectivity into and through London, whilst also supporting growth in jobs and homes and regeneration along the London Stansted Cambridge corridor. The Council also strongly supports the proposed provision for four tracking of all or part of the line between Tottenham Hale and Broxbourne to accommodate increasing demand for local services which would bring many benefits and opportunities to the Borough's residents and businesses.

In particular the Council has written separately to the Crossrail 2 team requesting an early opportunity to discuss any available designs in more detail with regard to:

- Broxbourne's ambition of having a new railway station in Turnford between Cheshunt and Broxbourne to support the creation of a new Borough Centre at Brookfield;
- Better connectivity between key strategic development sites and the existing and proposed railway infrastructure including, for example, the proposed commercial development at Park Plaza and the Southbury Loop railway line;
- Programme of level crossing closures;
- Details of stable location near Broxbourne;
- Future of brick bridge over the railway near to Broxbourne Railway Station;
- Proposals for upgrading Waltham Cross, Cheshunt and Broxbourne stations;
- The possibility of developing a more permanent arrangement/local project office to facilitate closer joint working; and
- Financial programming of Crossrail 2

In addition, there is a need for significant improvements to the A10 in supporting growth in housing and employment especially with regards to the planned expansion of Brookfield (to create a new Borough Centre) and Park Plaza (a significant employment allocation). The initial phase of transport modelling is now complete and it was found that there are many capacity constraints at the following locations:

- A10 Great Cambridge Road/ Church Lane
- A10 Great Cambridge Road/ College Road
- A10 Great Cambridge Road/ A121 Winston Churchill Way/ B198 Lieutenant Ellis Way
- M25 J25/ A10 Great Cambridge Road
- A10 Great Cambridge Road/ A1055 Bullsmoor Lane

Further transport modelling is underway to provide more detail and help develop proposals to remedy these issues. Investment in the A10 will also support current planned investment in junction 25 of the M25, help address congestion issues in Enfield, support growth further

north along the A10 corridor in East Hertfordshire District and improve connectivity with Cambridge (with regards to growth in the Life Sciences sector) and Stansted Airport. Therefore we consider that it is critical that these issues and associated improvements are recognised and supported through the NIC. The Council would welcome continued engagement with TfL, Network Rail, Highways England, the National Infrastructure Commission and other key stakeholders to ensure that Crossrail 2 and other strategic infrastructure investment can maximise the potential benefits both locally and nationally.

Overleaf is the Council's more specific response to your call for evidence under your published questions but specific to us.

In conclusion, we are an ambitious Borough and strongly believe that, like other areas within London's hinterland, we play a critical role in its success and have a vital role to play in London's future to ensure it remains a global core city generating and driving national and international economic prosperity. We would be more than happy to host a meeting of the Commission to spotlight how key investments, such as Crossrail 2, will unlock the potential of Broxbourne for the benefit of London and the nation.

If you require further information, or wish to discuss any of the feedback, then please contact Alf Cuffaro on 01992 785539 / [alf.cuffaro@broxbourne.gov.uk](mailto:alf.cuffaro@broxbourne.gov.uk).

Yours sincerely

[signature redacted]

Greg Macdonald  
**Director of Community and Economic Development**

## **1. What are the major economic and social challenges facing the Borough of Broxbourne over the next two to three decades?**

### **Housing**

The Council has assessed a need for 419 new homes per annum between 2014 and 2031, a total of 7,123 homes. New homes built between 2014 and 2015 would be discounted off this figure but the total need would be around 2,000 new homes in excess of the provision that the Council was planning to provide for prior to the publication of the Government's 2015 household projections. Prior to these projections having been produced, the Council was already faced with making very difficult choices about Green Belt developments. Nevertheless, further review of the Green Belt and of urban capacity has identified sites that could accommodate approximately 6,000 new homes in total. That is the number of new homes that the Council is currently proposing to consult on within the draft Local Plan. This would increase the number of new homes within Broxbourne from 39,800 (2014) to approximately 46,000 in 2031. 6,000 new homes falls short of the identified need and an option could be to meet the full need for in excess of 7,000 new homes. However, at this stage, the Council believes that to meet the need in full would have an unacceptable impact on the aim and purposes of the Green Belt as well as on the ability of Broxbourne's infrastructure to cope. We consider that the redevelopment of stations along the Crossrail 2 route will provide opportunities to innovate and explore new ways of meeting and exceeding this housing requirement.

### **Population**

The current population of the Borough is approximately 96,500. In 2031, the Government predicts that the population will have increased to 109,100. This will be as a result of natural growth in the resident population and a net increase of people moving into the Borough, primarily from London. The Government's population projection is consistent with the number of new homes that the Council is planning for over the Local Plan period.

### **Employment**

It is not proposed that the allocation of land for employment will follow a "needs" based approach. The Council considers that the proposed employment sites should be promoted to maximise the opportunities to meet the employment objective and to diversify the employment base of the Borough. The protection of existing employment areas and the promotion of new ones align closely with Ambition Broxbourne, the Council's economic development strategy, and with the Strategic Economic Plan of the Hertfordshire Local Enterprise Partnership. It is estimated that the new employment opportunities identified to date would result in approximately 7,500 new jobs being created within the Local Plan period. There is a tension between housing and employment growth that we are currently reviewing through the Local Plan with the potential release of strategic sites within the greenbelt.

## **Shopping and Leisure**

The Council has a long standing ambition to reduce the unsustainable leakage of retail expenditure outside the Borough and to provide its residents with better access to high quality shops. The Council's retail needs assessment identifies capacity for between 9,400 m2 net and 13,200 m2 net new convenience goods floorspace to 2030. It also identifies capacity for between 25,000 m2 and 45,000 m2 net new comparison goods floorspace to 2030. The proposal for a new Borough Centre at Brookfield will provide additional space.

## **Schools**

Hertfordshire County Council has identified a need for significantly more primary and secondary school floorspace to be provided by 2031. The potential to expand existing schools has been fully assessed and there still remains a need for one new secondary school and up to eight new primary schools within the Local Plan period.

## **Health**

At this stage, a need for two new/extended health care facilities within the Local Plan period has been identified and it is intended that provision will be made accordingly

## **Green Belt Releases**

Urban and brownfield sites cannot meet all of the development and infrastructure needs and provide for sufficient opportunities for the future development of the borough. The nature and location of town centres and railway stations limit the scope for significant additional development in and around such locations without major redevelopment that is not considered practicable or desirable within the lifetime of this Local Plan. Intensification of existing residential areas would adversely impact on the suburban character of much of the Borough and would not provide the means to ensure the delivery of appropriate infrastructure to support development. The potential to reuse employment land for housing is limited given the Council's aspirations and objectives to promote economic growth and development. Alternative options have been carefully considered and in Broxbourne the Council has concluded that planning for the Borough's development needs can only be achieved through the strategic release of some Green Belt land.

Broxbourne currently has some 3,300 Hectares of Metropolitan Green Belt. The Council has prepared a Strategic Green Belt Review that divides the borough into eleven broad areas and looks at how these areas perform in terms of the aim and purposes of the Green Belt. This assessment has highlighted five broad areas that have very limited scope to accommodate development but also identifies six areas that have warranted further consideration in terms of their ability and capacity to accommodate additional development and associated infrastructure. These areas are: the lands between Hoddesdon and the A10; Brookfield and Cheshunt Park; Goffs Oak and Rosedale; Bury Green; the southern A10 Corridor; and lands between Wormley and the A10.

Examination of these areas has resulted in proposals being made to allocate lands to facilitate a number of strategic and edge of urban developments.

## **Town Centres and the Retail Hierarchy**

The borough's town centres remain the hub of community life and their regeneration and improvement are priorities for the Council.

The Hoddesdon Town Centre Strategy was published in 2010 and has been the framework for the redevelopment of the Town Centre and a range of development, improvement and promotional projects over the last five years. Successive annual actions plans have rolled forward those projects and a full review of the strategy is now proposed. It is anticipated that the following will form the basis of that strategy:

- Further public realm improvements in the High Street and beyond;
- The promotion of small, scale mixed use development sites;
- A gateway development into the town centre at and around Scania House;
- The provision of a mix of day and evening activities;
- Improved access; and
- Protection and enhancement of historic character.

The Waltham Cross Town Centre Strategy was published earlier in 2015. The key projects to be promoted through the Local Plan are:

- Redevelopment of the northern High Street for a mixed use residential and retail development. This would involve the relocation of Homebase and Wickes to Park Plaza North;
- Improved vehicle access through the northern High Street and a range of public realm improvements throughout the High Street and beyond;
- Additional homes in and around the town centre;

## **Retail Opportunities and the Retail Hierarchy**

Opportunities for major new retail and leisure developments to meet the borough's needs within its existing town centres have been examined. However, the only clear opportunity is through the redevelopment of the northern High Street in Waltham Cross. To date, the site has received very limited interest from retailers to the extent that the Town Centre Strategy now proposes a mixed use approach with more limited retail content, an approach that will be reflected in the Local Plan. The only major opportunity for significant new retailing in the borough is at Brookfield. Given the increased retail content and the mix of uses proposed at Brookfield, the Local Plan will include a retail hierarchy that places Brookfield on the same level as Hoddesdon and Waltham Cross town centres. Floorspace levels and content of the centre will, however, be strictly controlled to ensure that it complements the borough's existing centres. Cheshunt Old Pond will remain as a District Centre and a range of neighbourhood and local centres will also be identified within the hierarchy.

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

### **Transport Infrastructure**

The Council is aware that new development will add more pressure to roads and rail services. The only significant new road planned within the Local Plan will be a new link from the existing Brookfield Centre to the Turnford Interchange on the A10. The emphasis will therefore be on managing traffic growth, improving the existing highway network - with a particular focus on the A10 - and on enabling local people to use alternative forms of transport. The Council is particularly supportive of proposals to 4-track the West Anglia mainline and to deliver Crossrail 2 into the Borough to increase rail capacity. As a result the Local Plan is proposing and supporting a range of transport projects as follows:

## **Road**

- Additional junction capacity at the M25 junction 25 through the provision of new on and off slip-roads;
- Improvements to traffic flow through the A10 roundabout linking Lieutenant Ellis Way and Winston Churchill Way;
- The consideration of additional lanes on the A10, as far as possible within the confines of the highway boundary;
- Improvements to traffic flow through the signalized junctions with the A10 at Church Lane and College Road. The future role of these junctions within the wider road network will be examined;
- The northern extension of Brookfield Lane West from the Brookfield Retail Park to the Turnford Interchange on the A10;
- Improvements to the Sun and Hertford Road roundabouts in Hoddesdon;

## **Rail**

- The implementation of Crossrail 2, a new dedicated rail link from Broxbourne to south London. The Council is currently supporting Broxbourne Station as the northern terminus for the majority of Crossrail 2 services;
- The construction of a new station between Cheshunt and Broxbourne at Turnford to support the creation of a new Borough Centre at Brookfield
- Four tracking of the West Anglia mainline to Stanstead Airport;
- Safeguarding of and continued improvements to stations in the borough - including longer platforms, additional parking and improved access;
- Better connectivity between key strategic development sites and the existing and proposed railway infrastructure including, for example, the proposed commercial development at Park Plaza and the Southbury Loop railway line;
- The extension of Oyster card services;
- The replacement of level crossings with appropriate alternatives.

## **Bus**

- The protection of viable bus services throughout the borough;
- Expansion of Waltham Cross bus station in its current location;
- Creation of a new bus station at Brookfield;
- New bus service between High Leigh, Hoddesdon and Broxbourne Station;
- Reinstated bus service to Park Plaza, Waltham Cross.

## Walking and Cycling

- Pedestrian and cycle connection from Park Plaza to Waltham Cross town centre;
- Improvements to the New River path including cycle use;
- Promotion of additional off road footpath and cycle links through the borough and connect to and through new developments;
- Greater access to the countryside for pedestrians, cyclists and horse riders
- Promotion of a walking and cycling strategy

The Council will also support transport projects outside the borough where they will ease congestion and provide additional services to residents and businesses within the borough.

## Transport related priorities and potential impact

An efficient transport network for all modes of travel will be critical to unlock the full potential of Crossrail 2. In Broxbourne the main priorities are the delivery of Crossrail 2 and improving the capacity along the A10 and its junctions south of the Turnford interchange. Consideration will need to be given to connecting Crossrail 2 to the A10 and the M25 and associated key development sites and existing and proposed communities. In Waltham Cross this presents a particular challenge/ opportunity given that access from the station to the M25 is very problematic and convoluted even though it sits right next to the motorway; a more direct link solution could also address current congestion issues in Enfield.

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

Opportunities for increased benefits:

- Extend the northern terminus beyond Broxbourne Station
- Construct a new station between Cheshunt and Broxbourne at Turnford to support the creation of a new Borough Centre at Brookfield. Hertfordshire County Council and Broxbourne Borough Council are working together on a business case for the new station.
- Early delivery of four tracking of the West Anglia mainline north of Tottenham Hale to bring forward by a decade much needed new homes and employment opportunities for the region.
- Better connectivity between key strategic development sites and the existing and proposed railway infrastructure including, for example, the proposed commercial development at Park Plaza and the Southbury Loop railway line;
- Improve access to and reduce congestion around stations and improve links to A10 and M25

Opportunities for reducing costs:

- Comprehensive and regular consultations with all stakeholders, especially the key planning authorities and landowners , at each stage of the project
- Programme of level crossing closures to allow for the four-tracking of the West Anglia Main Line
- Reliable and up to date land surveys



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

Possible funding opportunities:

- Recouping some of the uplift on land values from landowners via a Community Infrastructure Level approach
- Private sector contributions (via a form of Business Improvement District type model) as businesses will benefit from having such a major route on their doorstep
- Scope to align the work programme with the investment to make better use of resource and to drive more effective skills development

This needs to be underwritten nationally to create certainty which in itself will facilitate the investment via the mechanism mentioned above

#### **5. How have major metropolitan areas in other countries responded to similar challenges and priorities? Are there any lessons to be learned and applied in London?**

Please refer to background paper below under 4)

#### **Useful links to background papers:**

- 1) More information regarding Ambition Broxbourne can be accessed at [www.ambitionbroxbourne.co.uk](http://www.ambitionbroxbourne.co.uk)
- 2) Broxbourne Local Plan - Please visit <http://www.broxbourne.gov.uk/resident-planning-and-building-planning-policy/development-plan> for more information
- 3) Last year the LSCC published

[The Strategic Case for Investment in the West Anglia rail route](#), which sets out:

- a) The huge economic importance of the London-Stansted-Cambridge Corridor;
- b) The large levels of economic and population growth already happening in the corridor;
- c) The role that investment in the West Anglia Line will have in enhancing the labour mobility and economic effectiveness

- 4) Lessons from major rail infrastructure projects

[www.nao.org.uk/wp-content/uploads/2014/10/Lessons-from-major-rail-infrastructure-programmes.pdf](http://www.nao.org.uk/wp-content/uploads/2014/10/Lessons-from-major-rail-infrastructure-programmes.pdf)