

## MUNICIPAL YEAR 2014/2015 REPORT NO. **184**

### MEETING TITLE AND DATE:

Cabinet :11<sup>th</sup> March 2015

### REPORT OF:

Director of Regeneration and Environment

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**Agenda: Part 1**

**Item: 11**

**Subject:** Meridian Water: Improving Station Accessibility

**Wards:** Upper Edmonton & Edmonton Green

**Key Decision No: KD4029**

### **Cabinet Members consulted:**

Cllr Alan Sitkin, Cllr Andrew Stafford

### **1. EXECUTIVE SUMMARY**

- 1.1 New rail infrastructure is crucial to unlocking the potential for over 5,000 new homes and 3,000 jobs at Meridian Water. This report describes the progress the regeneration team has made to realise this ambition.
- 1.2 A step change is required, to achieve the regeneration objectives for Meridian Water, and to benefit the wider Edmonton community. Angel Road Station forms the central public transport hub for Meridian Water. It is a key element of the Masterplan around which proposed new neighbourhoods have been planned and will be built to access via Meridian Boulevard to the East, and directly from the Meridian Angel neighbourhood to the West.
- 1.3 This report also sets out progress to date to deliver three-tracking as part of the wider Stratford, Tottenham, Angel Road (STAR) project. This will result in 4 trains an hour from 2018 and support higher levels of housing density.
- 1.4 It should be noted that a bid was submitted for Growing Places Funding in April 2013 for a package of minor station improvements to the existing station, then estimated at £3.5 million. The project now delivers a comprehensive scheme, including a relocated station, two new entrances, new footbridges, lifts and platforms to accommodate linked three tracking to be delivered as part of STAR.
- 1.5 Members are asked to approve the allocation of funding from the existing Neighbourhood Regeneration Capital Programme to deliver the essential station improvements, and note a Part 2 report setting out the funding implications and details of indicative match funding sources to support achieving the overall funding package.

## **2. RECOMMENDATIONS**

That Cabinet:

- 2.1 Notes the approach to delivery of the Angel Road Station improvements as set out within section 5 as part of the comprehensive Stratford Tottenham Angel Road (STAR) scheme, including relocation of the station south of the North Circular Road.
- 2.2 Delegates authority to the Directors of Regeneration and Environment, and Finance, Resources and Customer Services, to agree the terms of future commercial agreements (Development Services Agreement & Implementation Agreements) required as a Third Party investing in the STAR project.
- 2.3 Notes the financial considerations set out in Table 1 in relation to STAR and Angel Road Station improvements.
- 2.4 Authorises the Directors of Regeneration and Environment, and Finance, Resources and Customer Services, in consultation with the Cabinet Lead Members for Economic Development and Finance to approve financial contributions from Enfield Council for the improvements at Angel Road Station, as detailed in the Part 2 report.
- 2.5 Approves funding from the Neighbourhood Regeneration Capital Programme to deliver the Angel Road Station improvements, and notes a Part 2 report, setting out proposed sources of match funding from the GLA.
- 2.6 Notes the additional work required to achieve a regular 4 trains per hour service to Angel Road Station.

## **3. Background (Policy Context)**

- 3.1 The Upper Lee Valley has the potential to be one of London's top places to live, work and visit, creating a new centre and locus not only for London, but for the London-Stansed- Cambridge growth corridor and the UK as a whole.
- 3.2 The Upper Lee Valley Opportunity Area Planning Framework sets out a vision to create up to 15,700 new homes and 21,900 jobs in the Lee Valley and up to 15,000 jobs in adjoining areas, creating uplift to the UK economy of over £4.51 billion by 2021 and over £10.7 billion by 2031(Oxford Economics 2012).

- 3.3 Meridian Water is the largest regeneration priority area identified in the Council's Core Strategy (2010), where a comprehensive approach to development will take place. The Core Strategy sets out policies to enable the development of a new sustainable urban mixed use community in the area, with up to 5,000 new homes, 3,000 jobs, improved public transport and new community infrastructure including new schools, to make Meridian Water a sustainable place to live and work. Policy 37 of the Council's Core Strategy sets out the importance of improving accessibility by creating better public transport connections to Meridian Water and its surroundings.
- 3.4 The Central Leaside Area Action Plan sets out the planning framework to deliver new housing, jobs and community facilities. It identifies sites for development and new infrastructure that will be needed to support future growth, and provides policy context to support rail improvements to Angel Road Station. The Plan has reached the Proposed Submission stage and is expected to be adopted Autumn 2015.
- 3.5 The Meridian Water Masterplan, adopted in July 2013, provides planning and urban design guidance to the Core Strategy policies. It sets out a framework for managing change and development in the area to achieve the scale of growth required. Key to delivering that transformation is the creation of a reliable, resilient and flexible rail service that acts as the backbone to the area around which this development and regeneration can take place.

#### **4. Background**

- 4.1 Angel Road Station is currently located to the North of the A406 and is only accessible from the Western side on Conduit Lane via a number of stairs and a long pathway running adjacent to the existing Metals and Waste facility. There are no lifts or "at level" access to the station and the route is poorly lit.
- 4.2 The station currently serves the eastern side of Edmonton Green, which is the most deprived ward within the Borough, falling within the most deprived 4% of wards in England, and experiencing higher than average levels of benefit dependency, low income and economic inactivity.
- 4.3 The station is currently poorly served by stopping trains, stopping two times an hour at peak hours only, which further limits footfall from the existing 800m catchment area.
- 4.4 The Station is regarded as one of the least accessible stations in Greater London and currently scores a low Passenger Transport Accessibility Level (PTAL) 1. It will be necessary to improve PTAL to at least a level 3 to achieve the levels of development density set out within the masterplan.
- 4.5 A step change is therefore required, to achieve the regeneration objectives for Meridian Water, and to benefit the wider Edmonton community. Angel Road Station forms the central public transport hub for Meridian Water. It is a key element of the Masterplan around which proposed new neighbourhoods have been planned and will be built to access via Meridian Boulevard to the East,

and directly from the Meridian Angel neighbourhood to the West. Its delivery is therefore essential to unlocking large scale housing developments and access to the employment opportunities in the Lee Valley.

- 4.6 The case for investing to improve services at Angel Road station has two core elements:

**4.6.1 Angel Road Station improvements.**

Creation of a fully accessible station will require relocation of the station entrance and platforms, to maximise accessibility to new developments as well as improve overall access to the existing station catchment. This will include bus interchange facilities to increase connectivity with the wider area.

**4.6.2 Three Tracking.**

A “walk-on” local train service frequency of 4 trains per hour is essential to increase PTAL levels, and generate market confidence to deliver higher density development required to deliver up to 5,000 homes alongside inward investment opportunities to create 3,000 jobs. Increased capacity can only be achieved through the provision of a third track running from Stratford to Angel Road Station.

- 4.7 The **Stratford, Tottenham, Angel Road (S.T.A.R)** project was established in partnership with the GLA, Network Rail, Transport for London, Abellio Greater Anglia, and Local Authority representatives. The project acknowledged a need to increase the frequency of services to Stratford, which was demonstrated through the London and South East Rail Utilisation Strategy (2011) in conjunction with a strong economic case for investment through the Oxford Economics Study “Investment and Regeneration in the Lee Valley” (2012). The objective is to create a standard 4 trains per hour service between Stratford and Angel Road stations. Network rail are however exploring options for future 4-tracking to the Upper Lee Valley corridor through Crossrail 2 by 2030 if the regional route is supported.

- 4.8 A partnership steering group was established, to oversee development and delivery of STAR and the Angel Road Station Improvements scheme, advise on managing high level project risks, funding and cost overruns and coordination with other projects in the Upper Lee Valley area the project to ensure interdependencies with S.T.A.R are fully contained.

- 4.9 Delivery of the STAR scheme, together with Angel Road Station improvements is due to complete by the end of Spring 2018, and the timing is linked to housing delivery in Meridian Water.

**5. Angel Road Station Improvements**

- 5.1 Angel Road Station will become the railhead for the new Meridian Water development, but its current location, poor access and service levels are far

below the required target of a convenient turn-up-and-go offer. It will be necessary to provide an Overground-style service with easy access to new developments if Angel Road Station is to fully serve the new community in Meridian Water, and continue to benefit existing residents and businesses within the station catchment area.

5.2 Consultants Atkins were appointed in December 2013 to deliver a feasibility study and development brief for Angel Road Station. An options selection process considered four possible station location options, and assessed each location against an agreed set of criteria. The preferred option selected was to move the station entrance south of the North Circular Road, creating an “at grade” entrance onto Meridian Way, opposite the pedestrian access to the Tesco superstore and with bus interchange facilities.

5.3 The key elements of the preferred scheme include:

- New entrances onto Meridian Way and Meridian Angel neighbourhood.
- New platforms
- Step free access
- Bridge linking each platform with lifts
- New platform furniture (seating/shelters)
- Ticketing and Oyster card reading machines
- Train Operating Company (TOC) staff facilities
- Passenger information points
- Station renaming to Meridian Water Station

5.4 To further support the final selection, an independent business case was commissioned from JRC Consulting, to assess the transport benefit case for improving access to Angel Road Station. This report concluded that the preferred location identified by Atkins produced the best business case (BCR rating 2.2 to 1), balancing accessibility to the existing station catchment, with provision of a central location for the majority of the Meridian Water delivery zone, and without excessive overlap with alternative station catchments.

5.5 Scenarios to deliver the new station were initially developed on the basis that a phased approach would be required, to include short-term access arrangements via an extended southbound platform, bridge structure crossing the platforms and temporary footway from the new entrance. It was anticipated that this work would inform future phases of the Network Rail project development process, and reduce the risk of abortive works in relation to the delivery of track and platform changes required to deliver STAR. The preference throughout has been to link the delivery of the station to the construction of S.T.A.R (detailed in section 6). Delivery through Network Rail will allow for savings in terms of railway possessions, management and project oversight.

5.6 Following conclusion of the GRIP 2 stage for S.T.A.R, it was agreed to progress more detailed scheme development ahead of the usual Network Rail project development process (see 6.3) and a strong team was appointed,

including engineering and construction advice through Volker Fitzpatrick in conjunction with Atkins consulting. This had the advantage of combining up front feasibility work completed by Enfield for the preferred station location with the more detailed development of GRIP 3 feasibility, which could be undertaken as part of the comprehensive project delivery with no abortive early phase works.

- 5.7 Two cost scenarios were modelled for Angel Road Station as part of the wider STAR project delivery. The first option was for a “base scheme” to demonstrate the improvements required to deliver three tracking with only essential improvements to the station, and an alternative option for running three tracking to the preferred station location.
- 5.8 This approach to developing the project has enabled a greater degree of certainty on the cost profile for Angel Road Station at this stage in the process than would be usual in a Network Rail scheme of this nature. It has also enabled costs to be separated out between upgrade works that would be required to deliver 3 tracking, and are therefore attributable to the STAR project, and the “extra-over” cost for relocation of the station in line with Enfield’s regeneration ambitions.
- 5.9 Following completion of the GRIP 3 Feasibility report, costs for Angel Road Station currently amount to £17.5 million, to deliver the preferred option. A detailed exercise was undertaken to identify the costs that could be attributed to STAR, which produced a £6 million saving, and bringing Enfield’s direct contribution to £11.7 million. A part 2 report sets out the detail of indicative match funding contributions to support resourcing this element of the project.
- 5.10 As part of ongoing dialogue with Network Rail, it has been agreed that the station design will be future-proofed to allow for wider station improvements or potential for future development to come forward that could wrap around the station.
- 5.11 The station improvement project will also deliver station re-naming to “Meridian Water Station”. This process requires extensive changes to all schedules and timetables across the network, and can be achieved most cost effectively as part of the service timetabling process which will begin in December 2016. This will ensure that delivery of a re-branded station will coincide with completion of the new station improvement works.

## **6. Improved Service Frequency through three tracking (S.T.A.R)**

- 6.1 S.T.A.R will provide an additional third track running from Stratford to Angel Road Station, through the Upper Lee Valley area, and is a committed scheme under Network Rails Control Period 5 (CP5). Funding was initially agreed through Network Rail (£47 million) to provide the track from Stratford to Tottenham Hale, with an additional capped £25 million funded by the London LEP to extend the third track north of Tottenham Hale to Angel Road.

- 6.2 Initial pre-feasibility work undertaken as part of Network Rail's GRIP 2 process indicated an increase in cost to c£86 million and it was agreed to progress more detailed cost estimating through the GRIP 3 Options Selection stage to determine whether the funding gap could be reduced through value engineering and consider options for de-scoping elements in the event that further funding were not possible.
- 6.3 To benefit from Network Rail project management efficiencies, and to avoid duplication of costs such as track possession and other overheads, it is preferable for the Angel Road Station improvements to be delivered as part of the comprehensive STAR project. This will also enable the project to benefit from fee fund flexibilities which Network Rail can apply to schemes valued in excess of £50 million.
- 6.4 For the purposes of Network Rail estimating for STAR, a base scenario was modelled, leaving Angel Road station in its current position, with only essential modifications in line with accessibility requirements provided in order to deliver the third track. An alternative option was modelled (see 5.xx) taking forward Enfield's work setting out the preferred option for the station. It was agreed that STAR would fund the notional cost of running a third track to the existing station. The additional cost of providing a relocated station would therefore discount these baseline costs which are attributed to STAR (see section 7).
- 6.5 The report concluded in January 2015 and has enabled costs to be defined in more detail and accuracy, ahead of normal timescales for engineering estimates. As a result the level of risk has significantly reduced as a result of experience and constructability brought in by Volker Fitzpatrick to within 14% compared to an original risk profile of 30%.
- 6.6 Full scheme costs for STAR (including the base scenario for Angel Road Station) were produced in December 2014 and have been further refined following close examination of the costs and assumptions by stakeholders. The full scheme costs are now estimated at £121.684 million, of which £49.2 million relates to the extended section from Tottenham Hale to Angel Road Station. There are four main causes for the increase in cost:
- Better understanding of the technical complexities of the project, which are significantly greater than originally assumed by Network Rail.
  - Inflation in costs because of construction index price increases.
  - Change in specification for project elements, for example including lifts for mobility impaired access, and new HSE requirements.
  - Extensive passive provision and some active provision for future four-tracking / Crossrail 2, instead of a simple three-track scheme, at locations north of Coppermill Junction, and also at Stratford where additional bay platforms are proposed to allow higher frequency services after the initial STAR 4 trains per hour frequency.
- 6.7 Network Rail have made provision for future four tracking for the section north of Tottenham Hale within their estimated figure of £49.2 million to allow for

elements of active/passive provision where required. For the purposes of STAR, these additional costs of £5.17 million have been separately identified and are currently subject to discussion between Network Rail and the GLA.

- 6.8 Service improvements will initially achieve a 2 trains per hour increase on the existing service, however the Council has commissioned a piece of work which considers how a case can be made for a regular 4 trains per hour throughout the day. It is anticipated that this work, which includes detailed modelling of timetable scenarios will inform the next timetable review scheduled for December 2016.

## 7. Funding

- 7.1 The following table sets out a summary of the costs to deliver STAR and the Angel Road Station Improvements:

<b>TOTAL investment for STAR (Stratford to Angel Road Station)</b>	<b>Base Option (1) extension from Tottenham Hale to Angel Road Station Funded through STAR</b>	<b>Preferred Option (2) standalone costs for Angel Road Station</b>	<b>Costs for Angel Road Station attributable to STAR (contained within Base Option 1)</b>	<b>Balance for LB Enfield to deliver preferred option</b>
£121.7m	£49.2m	£18.6m	-£6.9m	£11.7m

Table 1: STAR cost breakdown

- 7.2 A Part 2 report provides detail on indicative match funding sources to support achieving the overall funding package. A budget sourced from the Neighbourhood Regeneration Capital Programme will be required to fund part of the capital works, and professional fees required to deliver the project, details of which are also set out within the Part 2 report.

## 8. Next Steps

- 8.1 The scheme will be presented to both the London Enterprise Panel (LEP) and the GLA's Investment & Performance Board (IPB) during March 2015 to secure additional investment on the basis of a viable business case, and setting out the funding contributions from all parties.
- 8.2 Network Rail will take the scheme to their Investment Panel on 13th March 2015 to gain authority to enter into the next stage of project development.



8.3 The current timetable anticipates a start on site for December 2016 with completion in May 2018. Enfield are currently in discussion with Network Rail in relation to the delivery timetable, to achieve a completion date of December 2017, following the outcome of soft market testing with developers which indicates a requirement for rail and station improvements to be completed three months ahead of new homes being ready for occupation.

8.4 Table 2 below summarises the proposed implementation programme for Angel Road Station.

<b>Table 2 – (draft) Implementation Programme</b>	
<b>Timeframe</b>	<b>Action</b>
December 2014 – March 2015	<ul style="list-style-type: none"> <li>• Finalisation of GRIP3 stage by Network Rail</li> <li>• GLA and London LEP approvals</li> <li>• Network Rail Investment Panel decision</li> </ul>
April 2015 – December 2016	<ul style="list-style-type: none"> <li>• Office of the Rail Regulator approval (STAR)</li> <li>• Department of Transport approval (STAR)</li> <li>• GLA Loan Agreement (LB Enfield/GLA)</li> <li>• NR Development Agreement (LB Enfield/Network Rail)</li> <li>• Start on site for Angel Road Station</li> </ul>
December 2016 – May 2018	<ul style="list-style-type: none"> <li>• STAR/Angel Road Station construction</li> <li>• Angel Road Station operational</li> <li>• Station renamed to Meridian Water Station</li> <li>• 2 Additional/ 4 trains per hour service at the peak to Angel Road via STAR</li> </ul>

**6. ALTERNATIVE OPTIONS CONSIDERED**

6.1 **Do nothing.** This would fail to achieve the objectives set out for delivery of Meridian Water, and lose the significant economic, social and environmental benefits set out with the Meridian Water Masterplan.

6.2 **Let Enfield Council procure and deliver the improvements to Angel Road Station.** The cost of undertaking the Angel Road Station improvements separately from STAR (third tracking) would be much more expensive, both in terms of capital cost and the associated rail possession/ supervision costs, as it would be processed by Network Rail as a stand-alone project. There would be no efficiencies and economies of scale in adopting this approach. An initial estimate is that £3 million of additional costs would be incurred through this approach. Such an approach would cause unnecessary delay through prolonged negotiations with Network Rail and thorough additional design and development work, which would, in turn, undermine the delivery of new homes at Meridian Water.

6.3 **Leave the station in its current location under STAR.** This would fail to realise the benefits for Meridian Water, given the restrictions on access to the station from north of the North Circular Road. Reduced accessibility to the station would have a negative impact on developer confidence and restrict Enfield’s ambition to significantly accelerate delivery of housing.

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1 For the Council to bring forward development in Meridian Water it is imperative that key enabling transport infrastructure is in place, and delivered in a timely way. An improved, relocated and readily accessible station at Angel Road will increase access to local employment opportunities in the Lee Valley, increase developer confidence, and help to enable substantial housing development. It will also provide the necessary station infrastructure to secure an eventual four trains per hour peak service as a part of the wider STAR scheme within the Upper Lee Valley.

## **8. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

### **8.1 Financial Implications**

- 8.1.1 Financial implications are set out in the Part 2 report.

### **8.2 Legal Implications**

- 8.2.1 By virtue of s111 of the Local Government Act 1972 authorises the Council has power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions, even there is no specific statutory power for that action.
- 8.2.2 The Council must be satisfied that the proposed expenditure and funding strategy for the project are allocated and provided for in the budget, and comply with the Financial Regulations of the Council's Constitution.

### **8.3 Property Implications**

- 8.3.1 A major improvement in transport infrastructure and accessibility is a pre-requisite for promoting and delivering substantial housing development at Meridian Water.
- 8.3.2 Although these are very significant levels of expenditure, without improved accessibility and a step-change in public transport services, there will be a continued perception (from developers and others) that the area lacks the necessary infrastructure for the planned development. Other Council owned sites, principally the nearby industrial estates, are also likely to benefit in the future as a result of this investment in improved accessibility and much greater frequency of train services. This will be of benefit to businesses and their employees."

## **9. KEY RISKS**

- 9.1 Costs exceed budget estimate. Risk mitigated through detailed design phase currently ongoing by Network Rail (GRIP3) and its external consultants, Volker Fitzpatrick and Atkins, with a designed and costed option for the STAR scheme, including the preferred Enfield Council option, concluding in early January 2015. The intention is to effectively “cap” Enfield’s contribution to ensure potential future cost overruns are not directly attributed to the Council.
- 9.2 Project timescales to complete Angel Road Station cannot be delivered by December 2017. A completion date of December 2017 is required to enable new homes to be complete by March 2018. If the rail infrastructure is not available until May 2018, completion of residential units will be subsequently delayed until August 2018. Risk to be mitigated through the detailed GRIP3 process and through the relevant clauses within the Development Agreement between Network Rail and Enfield Council.
- 9.3 Delays in completing the level crossing closure works in Haringey. This forms part of the critical path for full scheme delivery. Risk to be mitigated through the detailed GRIP 3 process and through relevant clauses within the STAR development agreement.

## **10. IMPACT ON COUNCIL PRIORITIES**

### **10.1 Fairness for All**

The improvements to Angel Road Station promotes fairness for all through the creation of a new station entrance and accessible platforms, with an optimum four trains per hour peak service, providing access to future residential, commercial and community developments and uses.

### **10.2 Growth and Sustainability**

Meridian Water is Enfield’s largest regeneration opportunity area, delivering up to 5,000 new homes and 3,000 jobs. Angel Road Station is a major public transport infrastructure project that will help to unlock the growth potential of Meridian Water.

### **10.3 Strong Communities**

The provision of an improved and accessible Angel Road Station will enable existing and new communities to access the opportunities within the Upper Lee Valley and beyond. Angel Road Station is more than a platform and entrance; it will provide a greater connectivity into Stratford, Greater London and beyond.

## **11. EQUALITY IMPACT IMPLICATIONS**

- 11.1 An equalities impact assessment is in preparation. This will set out the benefits of the improvements to Angel Road Station an accessible station, meeting the needs of people of all ages. This includes step free access and lifts to each platform creating a fully accessible location to meet the needs of people with mobility issues and sensory impairment[s].

## **12. PERFORMANCE MANAGEMENT IMPLICATIONS**

- 12.1 This proposal meets Enfield Business Plan 2.10 “Improved quality of life for residents through regeneration of priority areas”

## **13. PUBLIC HEALTH IMPLICATIONS**

- 13.1 Angel Road Station improvements will promote healthy lifestyles through promoting the use of public transport for a range of journeys and reducing reliance on private motor vehicles.

### **Background Papers**

None