



Reinstatement of Camberwell National Rail station

Strategic Outline Business Case



Date: September 2018

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Executive Summary

This document is the Strategic Outline Business Case for a reinstated Camberwell National Rail station served by Thameslink trains

1. This document forms the Strategic Outline Business Case (SOBC) for the proposal to reinstate a National Rail station to be served by Thameslink services on the site of the original Camberwell National Rail station. Any station would be wholly on Network Rail infrastructure and would be served by National Rail services only. The purpose of this Strategic Outline Business Case is to provide evidence-based information in relation to this investment proposal. A brief overview of the tested concept, and an assessment of its viability, is set out below.

We have approached the preparation of this document using the DfT's 'Five-Case' Business Case methodology

2. More detail about the methodology of the business case is set out in Section 0.
3. Guidance for the preparation of Business Cases for Transport Schemes has been published by the Department of Transport¹. This is based on HM Treasury's advice on evidence-based decision making as set out in the "Green Book"² and uses the best practice 'five case model' approach. This approach assesses whether schemes:
 - i. are supported by a robust case for change that fits with wider public policy objectives – the '**strategic case**' set out across sections 2, 3, 4, 5, 6 and 0;
 - ii. demonstrate value for money – the '**economic case**' set out in section 8;
 - iii. are financially affordable – the '**financial case**' set out in section 9;
 - iv. are commercially viable – the '**commercial case**' set out in section 10;
 - v. are achievable – the '**management case**' set out in section 11; and
 - vi. A **conclusion and recommendations for further action** are set out at section 12.

The decision making process takes place over three phases: Strategic Outline Business Case, Outline Business Case and Full Business Case

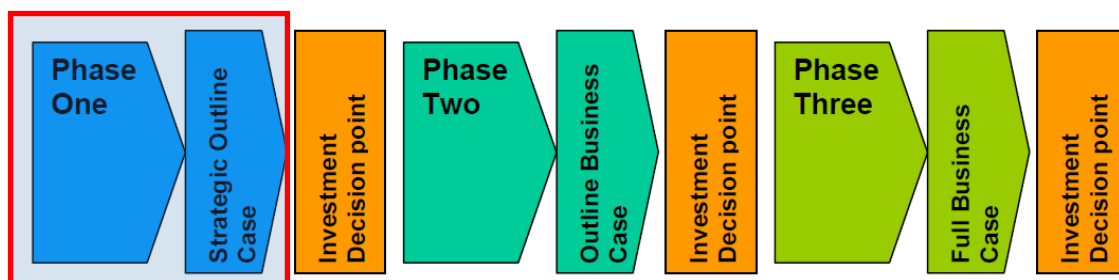
4. The decision making process, of which this Strategic Outline Business Case forms part, usually takes place in three phases. Each phase includes the preparation of a business case followed by an investment decision point. Each business case builds upon that previously prepared. Evidence is reviewed to ensure that it remains up to date, accurate and relevant. The current Strategic Outline Business Case is in 'Phase One' of this iterative process, with two further future stages of development to follow, as shown in Figure 1.

¹ See https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/85930/dft-transport-business-case.pdf

² See https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/220541/green_book_complete.pdf



Figure 1: The three stages of business case decision making



5. The current ‘**Phase One**’ focuses on articulating the need for the intervention and summarising the range of options developed and considered, and:
 - i. is used to set out the strategic fit of the project with achieving relevant national and London Mayoral and TfL policy objectives;
 - ii. confirms the strategic fit and the case for change;
 - iii. scopes out the initial investment/intervention proposal; and
 - iv. provides details of the project’s overall balance of benefits and costs against objectives.
6. ‘**Phase Two**’, which if the project were to proceed would follow, would reconfirm the conclusions from Phase One and concentrate on a more detailed assessment of the options to find the best solution, culminating in the preparation of an Outline Business Case, which would build on this Strategic Outline Business Case.
7. The final phase in the process, ‘**Phase Three**’, would result in the production of the Full Business Case – this would accompany the application for planning consent.

The preparation of this Strategic Outline Business Case follows the legislative framework and requirements on TfL to deliver the Mayor’s Transport Strategy

8. The legislative framework for the Mayors Transport Strategy (MTS) is laid down by the Greater London Authority (GLA) Act 1999 as amended by the GLA Act 2007. The GLA Act 1999 sets out the general transport duties of the Mayor and the GLA.

The role of the “Strategic Case” is to set out the need for investment for a transport intervention in the Camberwell area to improve connectivity to central London and surrounding areas while supporting growth in jobs and housing

9. A brief outline of the strategic case structure is set out at section 2. It forms the first of the five cases forming the Transport Business Case. The Strategic Case has been prepared by Transport for London, with input from Network Rail and the London Borough of Southwark.

10. The strategic case:
- i. describes the key challenges and pressures facing London including the need to protect and enhance the economic efficiency of London, including in south London and Camberwell;
 - ii. identifies the specific problems and issues that this rail station reinstatement project will need to address;
 - iii. based on the problems and issues, defines scheme objectives and measures of success for an intervention in Camberwell;
 - iv. based on the option assessment, shows how an intervention at Camberwell would help towards solving some of these local challenges as well as those facing London as a whole, such as enabling housing growth; and
 - v. demonstrates how the proposed intervention will achieve a strong fit with policy at all spatial scales.

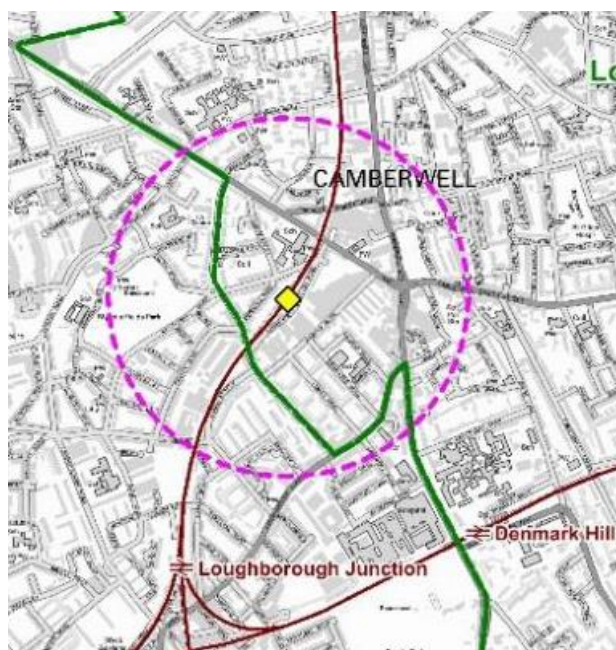
The proposal considered by this Strategic Outline Business Case is the re-instatement of a National Rail station at Camberwell

Restoration of a rail connection to and from Camberwell has been considered since the 1920s

11. The need for a significant transport intervention at Camberwell was identified during TfL's Bakerloo line Extension route consultation (BLE) in 2014, although proposals for a station (whether underground or surface) have existed since the 1920s.
12. When the Old Kent Road route option was selected for progression as the preferred option for a Bakerloo line Extension in December 2015, TfL identified that the currently disused Camberwell National Rail station could be considered for reinstatement for Thameslink rail services. The National Rail station proposal set out in this document is shown on Figure 2.



Figure 2: Location of Camberwell National Rail station proposal



Section A of the Strategic Case shows that London is a growing world city - which needs its transport system to function efficiently now and in the future

London is a thriving globally competitive economic centre that makes a significant and growing contribution to the UK Economy in employment, GVA and tax revenues

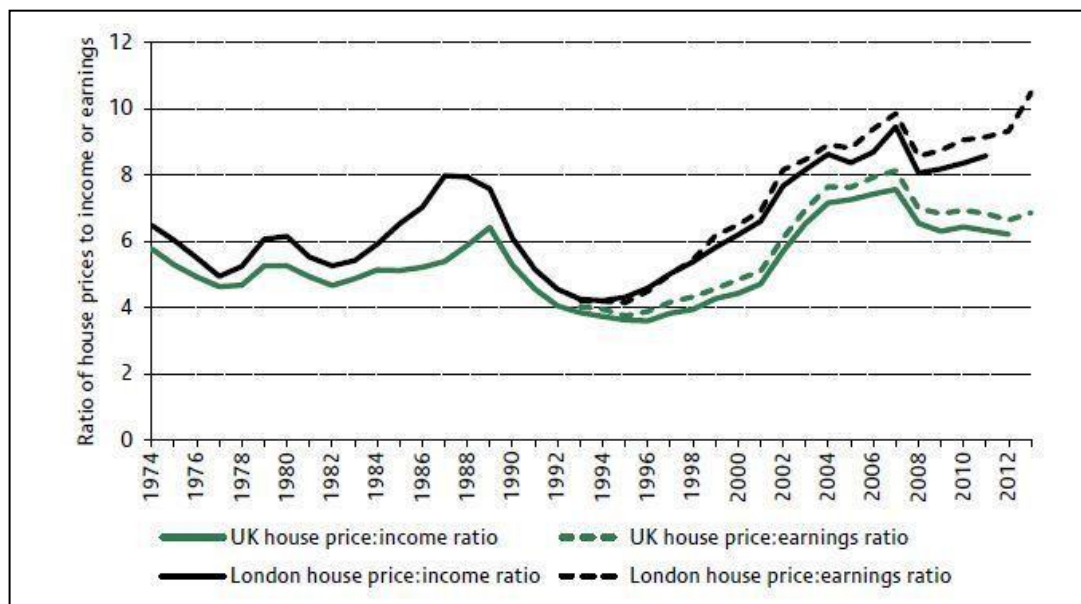
13. London is the UK's core engine of economic growth, contributing 22 per cent of total UK Gross Value Added (GVA) and generating £56,687 GVA per worker compared to the UK average of £41,088. Evidence suggests that within large cities, greater employment density drives higher productivity through skills specialisation and clustering. These agglomeration effects help London to drive UK's international competitiveness through increasing employment densities in the Central Activities Zone (CAZ).
14. The strength of London's economy makes it a vital contributor to the UK's finances. In 2013/14, an estimated £127 billion of tax revenue was estimated to have been generated through economic activity in London, comprising an estimated 21% of total UK tax revenue. Investing to support the growth of London is essential to build strong public finances. Since 1994, on average, 29,700 new jobs a year have been created within London. The city's economic growth is forecast to be 3 per cent each year to 2020.

15. This is faster than the projected overall UK growth rate, partly driven by forecast increases in population and the size of the workforce. The latest GLA employment forecasts suggest that on average, 41,000 new jobs a year in London will be created to 2036.

London is delivering only 25,000 new homes a year, when it needs to deliver at least double this volume, resulting in worsening housing affordability

16. Housing delivery is falling well short of demand. This is leading to rapid house price and rent inflation, which is reducing the affordability of housing and squeezing disposable income or leading to longer, less sustainable commuting patterns.
17. Demand for new housing is outstripping supply by a factor of three to one. Over the decade when London’s population grew by more than a million, its housing stock grew by less than 300,000. At least a 47 per cent increase from current levels of delivery is now required to meet London’s housing targets for 2015-2025.
18. As a result, house prices have spiralled - the average house in inner London now costs over 13 times the average wage. Properties in some prime central London areas cost more than 30 times the average wage. This has priced many people on modest incomes out of large parts of the city.
19. Figure 3 shows the ratio of house prices to both income and earnings for the UK and for inner London. Housing in London is significantly less affordable than in the rest of the UK.

Figure 3: House price to income and earnings ratios for the UK and London³



³ Source: Nationwide, Labour Force Survey, Family Expenditure Survey and Family Resources Survey



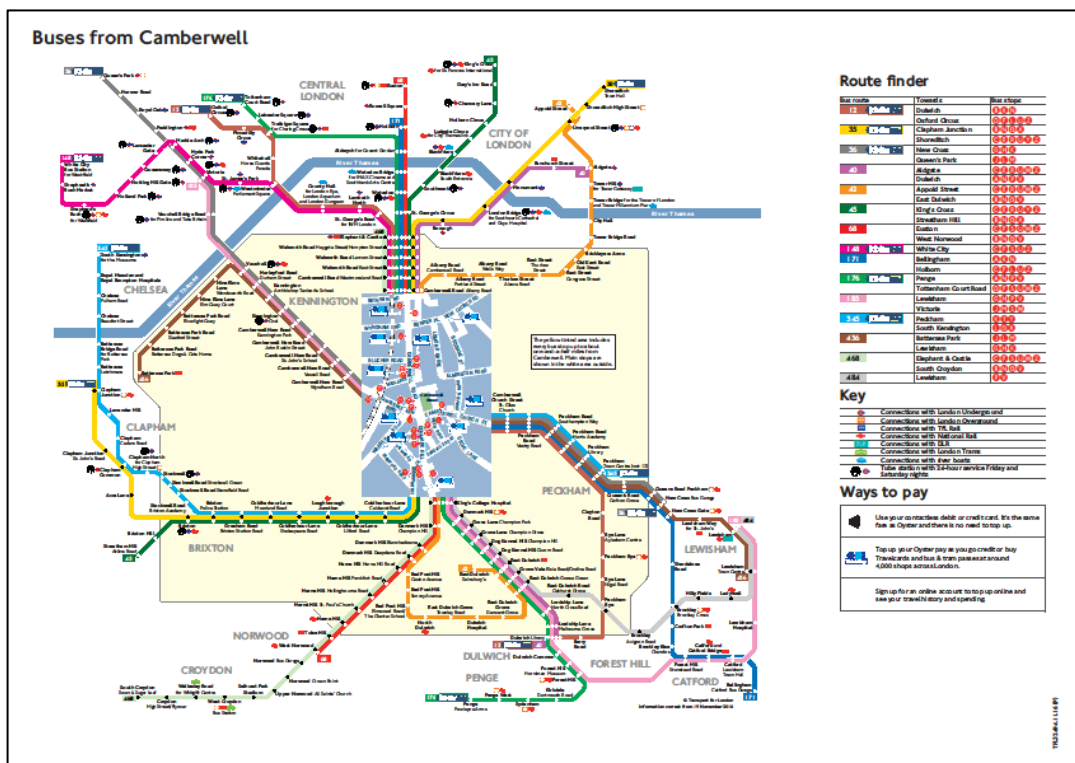
20. Providing sufficient housing to meet demand is essential to London’s ability to attract and retain talented workers and in turn maintain the city’s competitiveness. Providing sufficient – and sufficiently affordable – housing is also important if the city’s communities are to remain cohesive and vibrant and avoid the problems associated with social polarisation.

Section B of the Strategic Case focuses on the need for better connectivity to and from Camberwell especially in the context of the deteriorating bus service quality

The key public transport linkages from Camberwell – hence the baseline situation – are currently five bus corridors to and from Camberwell Green with no light or heavy rail connections available in the immediate vicinity

21. As shown in Figure 4, five high frequency bus corridors radiate from Camberwell Green to and from other parts of south London and to central London:

Figure 4: Main bus corridors to and from Camberwell



- i. Nine daytime bus routes to the north towards Elephant & Castle via Walworth Road – routes 12 towards Oxford Circus (24 hour service), 35 towards Shoreditch Town Hall (24 hour service), 40 towards Aldgate, 42 towards Appold Street (the City), 45 towards King’s Cross, 68 towards Euston, 148 towards White City station (for Westfield) (24 hour service) 171 towards Holborn, 176 towards Tottenham Court Road (24 hour service) and 468 towards Elephant & Castle.



In addition a further five night bus routes run north from Camberwell Green – routes N35 to Tottenham Court Road, N68 to Tottenham Court Road, N89 towards Trafalgar Square, N136 to Oxford Circus and N171 towards Tottenham Court Road,

- ii. Five daytime bus routes to the east is the A202 towards Peckham and New Cross – routes 12 towards Dulwich Library (24 hour service), 36 to New Cross bus garage (24 hour service), 171 towards Bellingham, Catford bus garage, 345 towards Peckham Town Centre (24 hour service) and 436 towards Lewisham Town Centre.

In addition a further three night bus routes run east from Camberwell Green – routes N89 to Erith Town Centre, N136 to Chislehurst War Memorial, and N171 to Hither Green Station,

- iii. Six daytime bus routes to the south via King's College hospital where routes split south east (four routes) or south (two routes) respectively:
 - a. to the south east via Denmark Hill station run routes 40 towards Dulwich Library, 176 towards Penge, Pawleyne Arms (24 hour service), 185 towards Lewisham station, and 484 towards Lewisham station
 - b. to the south via Herne Hill run routes 42 towards East Dulwich Library, 68 towards West Norwood and 468 towards South Croydon, Swan and Sugar Loaf.

In addition one further night bus route runs to the south – route N68 to Old Coulsdon, Tudor Rose.

- iv. Three daytime bus routes to the west towards Herne Hill and Brixton via Coldharbour Lane – routes 35 to Clapham Junction (24 hour service), 45 to Streatham Park, Atkins Road and 345 to South Kensington station (24 hour service).

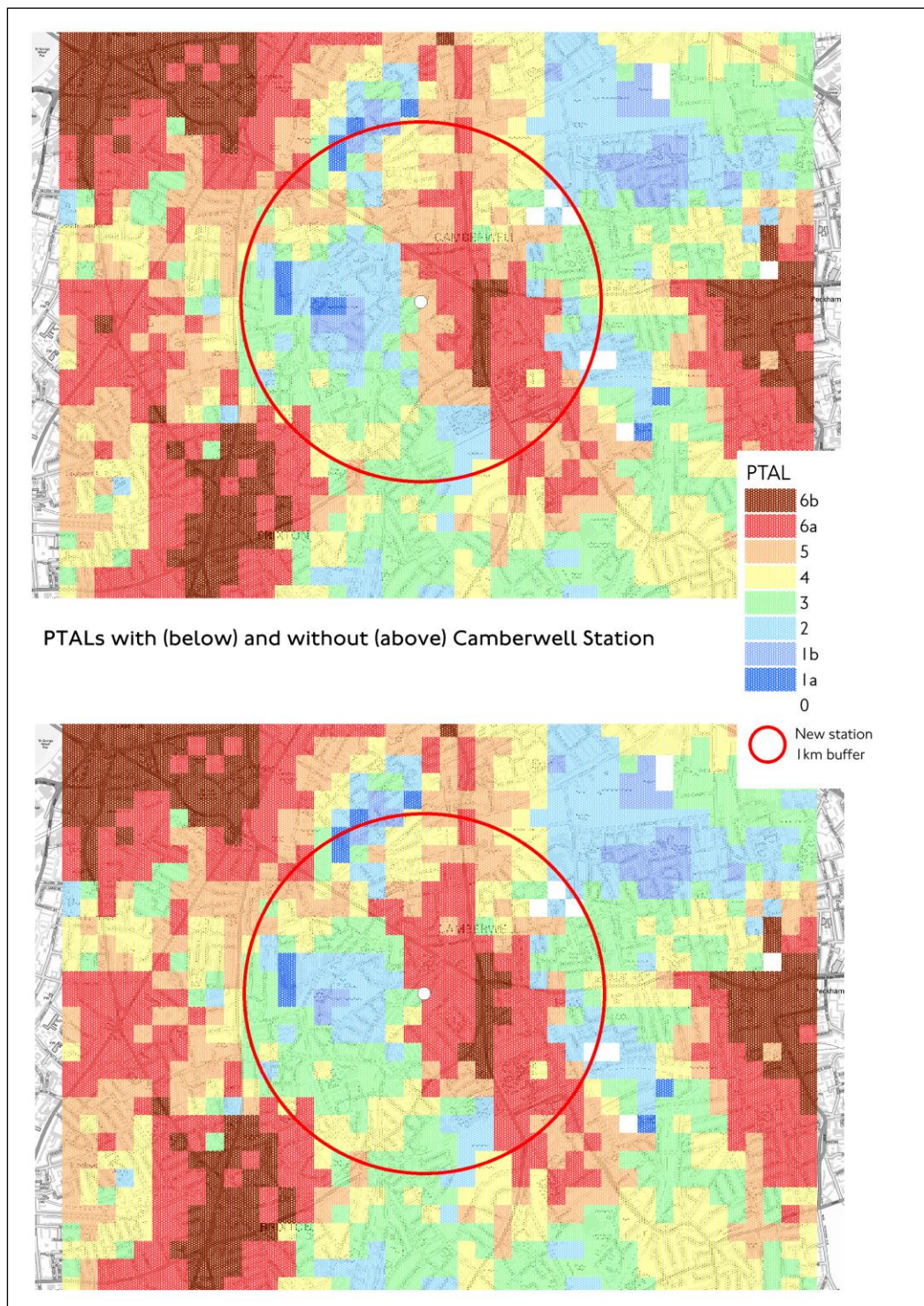
In addition one night bus route runs west from Camberwell Green – routes N35 to Clapham Junction.

- v. Three daytime bus routes run to the north west towards Oval, Vauxhall and Victoria via A202 Camberwell New Road – routes 36 to Queens Park (24 hour service), 185 to Victoria and 436 to Battersea park station.

In addition one night bus route runs north west from Camberwell Green – route N136 towards Oxford Circus.

- 22. Figure 5 shows how, for example, public transport accessibility levels in the Camberwell area might have changed by 2031 if a rail station were to be constructed.

Figure 5: PTALs with and without Camberwell National Rail station, 2031



TfL has worked with its partners to define objectives for an intervention at Camberwell that best show which form of intervention best meets the needs of the area and which is supported by wider policy frameworks

23. TfL, Network Rail and LB Southwark have defined five objectives that any intervention at Camberwell will need to meet. These are set out below at Table 1.

Table 1: Objectives that any transport intervention at Camberwell should meet

<ul style="list-style-type: none">i. To improve connectivity between Camberwell and central London by public transport through improved speed and journey time reliability, and reduced journey times.ii. To enable future growth within Camberwell to be accommodated sustainably, by ensuring that sites identified as being suitable for regeneration are well served by public transport with sufficient capacity to allow dense patterns of new development that maximises contribution to housing need, without hindering the efficient operation of the local transport network.iii. To deliver improvements to the quality of the local environment within Camberwell town centre by reduced noise, severance and air pollution, through improving the attractiveness of public transport and reducing reliance on the private car for travel.iv. To protect and enhance the attractiveness and vitality of Camberwell town centre to ensure it remains and strengthens its position as an attractive location for local businesses.v. Improve the employment and skills prospects and productivity of local residents through enabling them to access a wider range of educational and employment opportunities within a 45 minute to 1 hour travel time than is currently possible.

24. These objectives have been formulated using a ‘SMART’⁴ format to ensure that the outcomes planned are measurable through any ex-post evaluation in due course.

Section C of the Strategic Case sets out the process of long listing and short listing the available transport options and concludes that a National Rail station is the best fit of the eight options to the project objectives and the TfL Strategic Assessment Framework (SAF)

25. The long list of transport options assessed included.

<ul style="list-style-type: none">i. Option 1: Rail - Reinstatement of the former Camberwell National Rail stationii. Option 2: Rail - Develop an Overground station or interchange opportunities at Loughborough Junctioniii. Option 3: Rail - Stop Thameslink trains from Kent at Loughborough Junction

⁴ Specific, Measureable, Aligned, Realistic, Timely



- iv. Option 4: Underground - Bakerloo line extension
- v. Option 5: Tram - Cross River tram including stop(s) at Camberwell
- vi. Option 6: Bus - Enhanced bus services and priority along the north to south, and east to west corridors
- vii. Option 7: Roads and Streets - Enhanced highway capacity for private vehicle movements
- viii. Option 8: Walking and cycling - Enhanced provision for pedestrian and cycle movement on the key routes to and from Camberwell

26. The results of the SAF assessment ranked the eight forms of intervention at Camberwell as shown in Table 2:

Table 2: Results of the SAF Assessment

Option	Rank	Reasons
1: New National Rail station at Camberwell	1	Scored well on many SAF factors, though has some potential expense and deliverability issues compared to lower ranked options.
8: Walking and cycling	2	Scored well on many SAF factors. However while compliant with MTS policy would not provide fast segregated capacity to central London
6: Enhanced bus services	3	Does not address key issues on air quality, congestion and health. More buses on the limited highway network will simply congest the local network and not bring faster journeys or better connectivity to the area.
3: Stop more Thameslink trains from Kent at Loughborough Junction	4	Scored well on many SAF factors but extensive new infrastructure needed which is likely to be expensive and difficult to deliver.
2: Provide London Overground services at Loughborough Junction	5	Scored well on many SAF factors but extensive new infrastructure needed which is likely to be expensive and difficult to deliver. Given west to east nature of Overground services would not directly serve central London.



Option	Rank	Reasons
5: Cross river tram to Camberwell	6	Would provide good public transport links and like other rail based options could help address air quality. However this is an expensive option and would require extensive surface space. Previous iteration of this scheme to Brixton and Peckham was ruled out in 2008 by the previous Mayor based on cost and deliverability concerns.
4: Bakerloo Line extension	7	Scored highly along with option 1 on increasing accessibility. However on its own merits it is expensive and difficult to deliver in relation to the growth that could be unlocked, as found on the prior BLE work. This option is in any case superseded by the Old Kent Road routing for the BLE.
7: Major highway expansion	8	Extensive highway remodelling or construction of major structures is wholly inconsistent with the outcomes of Mayoral policy. Air quality would be adversely affected in this densely populated area and noise levels increased. There would be potential heritage concerns for local properties along with extensive property take.

27. Having determined a short list of three potential interventions that would comply with the MTS and be feasible, the final stage of optioneering was to determine which intervention could best fit the identified project objectives.
28. The three shortlisted options at this stage, which could also be combined to provide a package of improvements, are:
- i. New National Rail station at Camberwell;
 - ii. Walking and cycling improvements; and
 - iii. Enhanced bus services.
29. The results of the shortlisting assessment are summarised in Table 3.

Table 3: Performance of the shortlisted options against Camberwell project objectives

Project objective	Fit of Camberwell rail station	Fit of walking and cycling	Fit of enhanced bus services	Comment
<p>To improve connectivity between Camberwell and central London by public transport through improved speed and journey time reliability, and reduced journey times.</p>	<p>VERY HIGH Dedicated track to London Blackfriars and Elephant & Castle with sub 1-minute journey times possible to each.</p>	<p>VERY LOW On its own, this package could not deliver faster journey time to improve connectivity. However could encourage more walking and cycling in the locality.</p>	<p>LOW Bus journey times are increasing and becoming less reliable. Without arbitrary and draconian measures for other road users it is difficult to see how this situation will change.</p>	<p>NATIONAL RAIL STATION PERFORMS BEST AGAINST THIS CRITERIA</p>
<p>To enable future growth within Camberwell to be accommodated sustainably, by ensuring that sites identified as being suitable for regeneration are well served by public transport with sufficient capacity to allow dense patterns of new development that maximises contribution to housing need, without hindering the efficient operation of the local transport network.</p>	<p>HIGH A new rail station would introduce new capacity for faster movement and reduce the need for car parking in new development and improve connectivity for local businesses.</p>	<p>LOW The urban fabric of the area would be improved via streetscape improvements but these on their own would not enable future growth.</p>	<p>LOW While additional bus capacity would increase the ability to accommodate growth in population it is unlikely that this could be achieved without needed to increase bus services to such an extent that it itself would increase congestion.</p>	<p>NATIONAL RAIL STATION PERFORMS BEST AGAINST THIS CRITERIA</p>



Project objective	Fit of Camberwell rail station	Fit of walking and cycling	Fit of enhanced bus services	Comment
To deliver improvements to the quality of the local environment within Camberwell town centre by reduced noise, severance and air pollution, through improving the attractiveness of public transport and reducing reliance on the private car for travel.	MEDIUM The National Rail station would enable improvements in the immediate locale to the station, and enable a re-patterning of bus services so as to reduce congestion levels in the area.	HIGH This package of improvements would clearly deliver benefits for the area around Camberwell Green in particular.	LOW Enhanced bus services – based on current technology – would increase noise and air pollution. This situation may change as and when electrically powered vehicles become available en-masse.	WALKING AND CYCLING IMPROVEMENTS PERFORMS BEST AGAINST THIS CRITERIA
To protect and enhance the attractiveness and vitality of Camberwell town centre to ensure it remains and strengthens its position as an attractive location for local businesses.	HIGH The substantial increase in accessibility to and from Camberwell would increase attractiveness to visitors in addition to locals.	HIGH Whereas the National Rail station might increase incoming trade, improvement to the urban realm would encourage locals to conduct business locally.	MEDIUM While enhanced bus services could encourage more travel to and from Camberwell, increasing congestion and reliability issues could impact.	BOTH NATIONAL RAIL STATION AND WALKING AND CYCLING IMPROVEMENTS PERFORM BEST AGAINST THIS CRITERIA
Improve the employment and skills prospects and productivity of local residents through enabling them to access a wider range of educational and employment opportunities within a 45 minute to 1 hour travel time than is currently possible.	VERY HIGH Dedicated track to London Blackfriars and Elephant & Castle with sub 1-minute journey times possible to each.	VERY LOW On its own this package could not deliver faster journey time to improve connectivity. However could encourage more walking and cycling in the locality.	LOW Bus journey times are increasing and becoming less reliable. Without arbitrary and draconian measures for other road users it is difficult to see how this situation will change.	NATIONAL RAIL STATION PERFORMS BEST AGAINST THIS CRITERIA

30. Based on the results of the shortlisting the conclusion is that a National Rail station would best address the issues identified and has best policy fit against the TfL Strategic Assessment Framework at Camberwell

Section D of the Strategic Case considers the case for the preferred option of a National Rail station and concludes that against the transport modelling tests carried out, scheme outcomes and engineering feasibility that a Camberwell National Rail station is feasible but that the economic case is more challenging

The proposed scheme is located to the west of Camberwell Town Centre

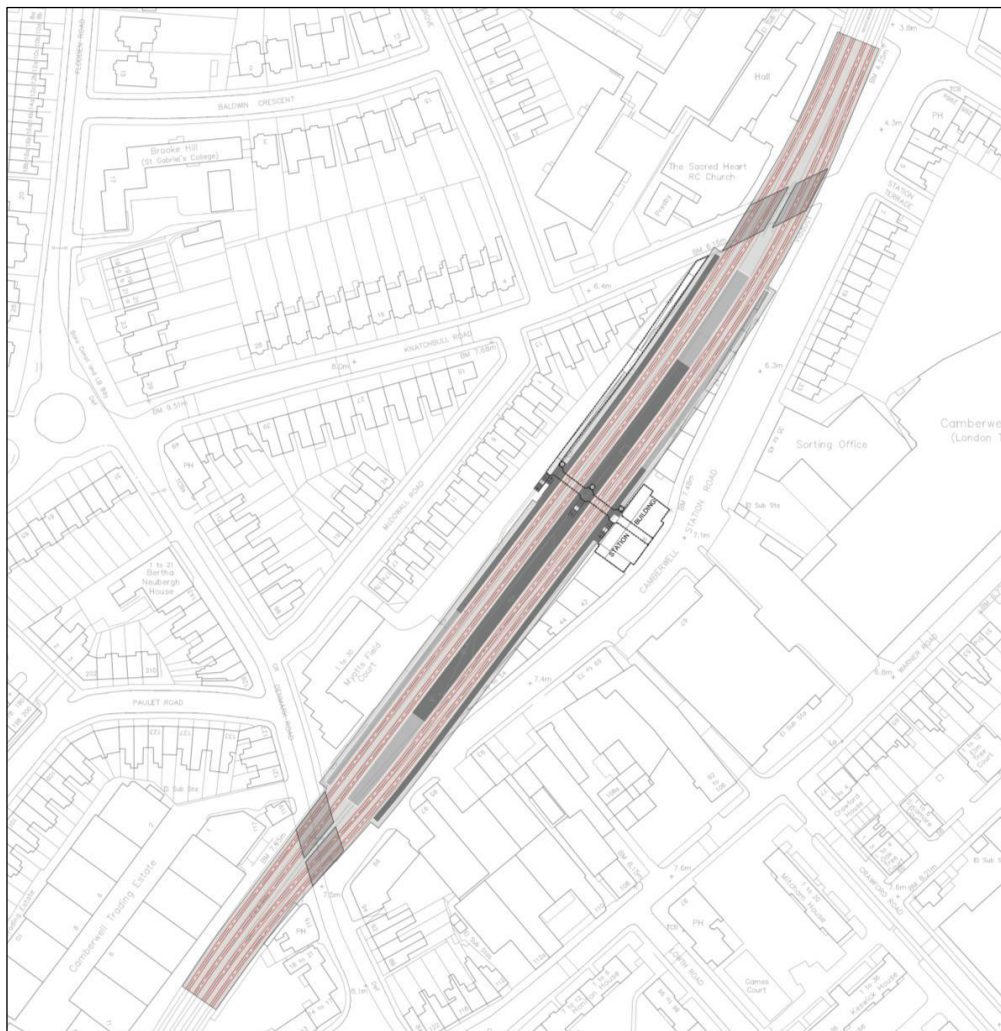
31. The disused and derelict Camberwell National Rail station is located to the west of Camberwell Town Centre, close to the boundary with the London Borough of Lambeth (LB Lambeth). It lies on the current Thameslink route between Elephant & Castle and Loughborough Junction/Denmark Hill.

The proposal would deliver sustainable connectivity from Camberwell to employment and other opportunities in central London while supporting, stimulating or accelerating housing and job growth more locally

32. The scheme would enable Thameslink services to call at Camberwell National Rail station, substantially cutting journey times between Camberwell and central London, delivering significant journey time benefits. The reinstatement of a station at Camberwell could also create, stimulate or accelerate both residential and commercial development within the locality, which is an increasingly rare opportunity for a Zone 2 location in inner London, directly contributing to the accommodation of growth across London.
33. Results from the transport modelling show a reasonable usage of the station for access and egress in the AM peak from the local catchment area, as demonstrated by the PTAL analysis. However there is a net reduction in overall flows on the lines through the station due to route switching from areas outside of London and in outer London Boroughs.
34. **It should be noted that the modelled year for station opening, 2026 remains valid. However an assessment of the feasible opening year showed that a station could be opened in 2024, as outlined in the Management Case.**
35. The impacts of switching, caused by the slowing down for existing users, does not have a material impact on any parallel routes as the absolute numbers are small.
36. There is a time penalty of an extra stop to existing users, which has been estimated as 2 minutes in the transport modelling. This has been included as part of the assessment for the purposes of this business case.
37. Based on the evidence of this analysis there is a case for proceeding with a station at Camberwell in terms of local benefits but when offset against wider disbenefits the case is more challenging.

38. Figure 6 below summarises high level engineering options for a station layout based on a four platform station with four track faces, with variants capable of accommodating eight- and twelve- car trains.

Figure 6: Options for Camberwell National Rail station layout



39. This would represent a complete reinstatement and modification of the track and platform infrastructure at viaduct level, and the re-use of the existing but redundant ticket office at surface level on Camberwell New Road.

Section E of the Strategic Case has shown that it is clear that the relevant policy frameworks clearly support the construction of a Camberwell National Rail station, particularly at local level

40. A comprehensive set of policies are in place supporting development of a Camberwell National Rail station. These policies show a strategic fit to the current and future policy frameworks although the Draft Network Rail Route Study (March 2017) notes that user disbenefits to existing passengers from elsewhere in London and Kent outweigh user benefits from Southwark and Lambeth.

Consultation to date has focused on the route for the Bakerloo line extension but plans for further engagement could focus on the delivery of a National Rail station at Camberwell

As part of the Bakerloo Line extension project, a substantial consultation about the needs of Camberwell has already been carried out but specific consultation about a National Rail station would need to be undertaken in due course if the project progresses

41. While there has not yet been any specific consultation exercise concerning the reinstatement of the currently disused National Rail station, a substantial consultation about the route of the Bakerloo Line Extension was carried out during 2014 which has shown that there is clear public demand for a rail-based link to and from the Camberwell area.
42. However, if this specific project develops, TfL (and/or Network Rail and London borough of Southwark) would seek to consult with the public and stakeholders at the earliest appropriate opportunity.

The Economic Case shows that based on current cost assumptions and analysis of the potential benefits, a new station would be poor Value for Money

43. The economic appraisal brings together the scheme costs, revenue and benefits, and employs standard economic appraisal assumptions to discount these over the appraisal period. The key performance metric for the economic appraisal is the benefit to cost ratio (BCR), which takes all costs into account, irrespective of whether these are borne by the public or private sector.
44. The economic appraisal is presented in 2016 prices and discounted to 2010 present values and prices to take account of inflation.
45. **It should be noted that the modelled year for station opening, 2026 remains valid. However an assessment of the feasible opening year showed that a station could be opened in 2024, as outlined in the Management Case.**
46. The key appraisal assumptions are:
 - i. Opening year of 2026;
 - ii. A 60-year appraisal period from scheme opening;
 - iii. Values of time from TfL's BCDM and DfT's WebTAG guidance;
 - iv. All costs and benefits presented in 2010 Present Value (PV) terms, this is, in 2010 prices and discounted to 2010;
 - v. The proportion of benefits experienced in 2026 is assumed to be 90% of that of 2031 and demand has been interpolated between 2026 and 2031;









- vii. Beyond 2031, demand (and therefore journey time differences) has been assumed to grow at 1% per annum to 2037. Beyond 2037 this is capped, following WebTAG guidance;
 - viii. Discount rates used based on DfT WebTAG/ HMT Green Book guidance;
 - ix. Optimism bias of 66% applied to capital costs, based on guidance; and
 - x. Journey time changes have been monetised using the latest TfL and DfT values of time. These are presented in resource costs, in line with TfL's BCDM guidance.
47. In assessing whether the re-instatement of a rail station at Camberwell would represent value for money, six different options were assessed.
 48. Three different land use planning growth scenarios were assessed which quantified what additional housing would be directly unlocked by the new station under current planning, ambitious planning for sites in Southwark and ambitious planning for Southwark sites and one further site in Lambeth near the station. Alongside the growth scenarios, three different train service frequency and capacity scenarios were looked at,
 49. The Capex cost of re-building an 8-car capable 4 platform station is estimated to be £37m, and £38.5m for an 8-car platform and 12-car platform respectively in 2016 prices including a 20% risk allowance but before Optimism Bias (OB) is applied. Given the early stages of the scheme, a 66% OB has been applied to the VfM appraisal calculations.
 50. Journey time changes from TfL's Railplan model have been used to estimate the benefits of the scheme based upon three service level scenarios for the three hour AM peak period. In terms of impacts on transport users, the overall result of the economic appraisal was a net disbenefit to transport users under all scenarios assessed, generating negative initial Benefit Cost Ratios (BCRs) ranging between -0.34:1 for a high growth low train frequency option and -1.9:1 for a current planning high capacity/ frequency option.
 51. While the magnitude of the disbenefits varies between options, the journey time benefits experienced by users boarding and alighting at Camberwell are not enough to offset the time penalty imposed on those travelling on the services from further afield.
 52. The results of the Wider Economic Impacts (WEI) appraisal, summarised in this document, largely mirror the patterns observed in the BCRs of these options for a reinstated station. As the overall change in generalised cost is negative (journey times are extended), the WEIs are negative too, generating larger negative adjusted BCRs.

53. Work undertaken with LB Southwark on dependent development that would be directly unlocked by the station revealed that the majority of housing growth would come forward in the absence of the reinstated station. The station would only generate a 10% of additional housing growth (between 240 and 460 additional units). The total Gross Development Value (GDV) for the dependent development is £118.15m and the Land Value Uplift would be between £11.8m and £18.7m.

The Financial Case sets out the affordability of the scheme in terms of available funding and financing mechanisms. It has shown that there is a significant funding gap for the scheme

54. TfL reviewed a number of funding sources that could potentially make a significant contribution towards the project cost. A contribution from some sources, e.g. TfL Growth Fund and BCIL, is possible, but not yet committed. Other funding sources that were reviewed are unlikely to make a contribution.
55. Table 4 below summarises the reviewed funding sources and the scale of possible contributions.

Table 4: Summary of funding sources reviewed

		£m (2016 prices), rounded
Project cost		37 (67 with Optimism Bias)
<i>Less</i>		
	TfL Growth Fund	TBC
	BCIL	1 – 3
Subtotal funding		1 – 3
Funding gap		36 – 34
<i>Other possible funding sources</i>		
	MCIL	n/a
	BRS	n/a
	Business rates	n/a
	Developer contributions/LVC	n/a
	Workplace Parking Levy	n/a
	NR contribution	n/a



Most likely to make a contribution



Unlikely to make a contribution

56. Assuming that funding from BCIL is secured, the current funding gap is between £36m and £34m (2016 prices excluding Optimism Bias) with no obvious ways of closing it.



The Commercial Case provides details on the commercial structure, procurement approach, and accounting implications of the project

57. The procurement and construction of major infrastructure projects is also an area TfL and Network Rail have extensive experience in, with construction works having been undertaken across a multitude of projects in constrained and heavily populated areas of London, such as Crossrail, DLR extensions, major station schemes such as King's Cross St Pancras and Green Park. This section sets out how TfL and Network Rail would approach procurement and commercial aspects of this project.
58. TfL has a range of procurement strategy and sourcing options. TfL and Network Rail have substantial experience of delivery of complex railway projects, which would be applied to the procurement, funding and financing of a reinstated Camberwell National Rail station.
59. TfL and Network Rail would achieve efficiencies by using our extensive previous experience gained from similar projects such as delivery of new stations on the London Overground.
60. In addition to internal staff, consultancy support would be required to support future scheme development and consents process.
61. TfL and Network Rail would ensure best practice is adopted in the construction and operations of the project.
62. Methods for the mitigation of construction impacts would be investigated.
63. TfL and Network Rail utilise supply chains from across the UK – work on this scheme would support jobs outside of London.

At this early stage the Management Case shows that some key project assumptions have to be made

At this stage the Management Case has been prepared on the basis of TfL's approach but this may change in due course depending on the project sponsor and delivery agency

64. It is currently assumed that sufficient funding is available to support the planning and development stages of the project up to securing the necessary powers. TfL does not have a budget for the main design and build costs, but as identified in Section 4, there are a number of potential funding sources.
65. It is assumed that the land for the proposed route can be acquired through the Planning and Compulsory Purchase Act (2004).



Project risk would be actively managed according to best practice principles and the stage the project has reached

- 66. If the scheme is further developed, more detailed plans will be developed and will be subject to further assurance and project controls, including a Quantified Risk Assessment to further improve forecast costs and the economic appraisal.
- 67. At this early stage of design, some aspects carry a high risk and hence the optimism bias of 66% for a non-standard civil engineering project has been applied. A quantified risk assessment (QRA) will be undertaken should the scheme be progressed, in order to provide more certainty on costs. Following submission of this business case,
- 68. TfL would liaise with Network Rail to update the forecast costs following the completion of the QRA, and to agree a new working assumption on the level of optimism bias to continue to apply in future scheme appraisal.

An outline Project Plan has been developed by Network Rail and shows that a reinstated National Rail station at Camberwell could be operational by 2024

- 69. Some key future milestones for the project are shown in Table 5 below.

Table 5: Indicative project development milestones

Milestone Description	Date
Further feasibility – scheme development, modelling, construction methodology, finance and funding options	2017-2019
Planning, Design, Approval and Procurement	2029-2021
Construction and Testing	2021-2024 (depending on option)
Operation	2024

This report concludes that a reinstated National Rail station at Camberwell would deliver local benefits but in overall terms would not be a good use of public funds at this time

- 70. Overall the appraisal undertaken suggests that there is poor value for money for reinstatement of the station as disbenefits to through users outweigh benefits to local trips. This is expressed as a negative BCR. The Land Value Uplift is modest at around £12m.



71. Against broader tests of policy fit and compliance with project and TfL objectives this project showed a clear case for change in support of re-opening the station.
72. The strong local and cross-party political support that has been expressed in support of the case for reinstated the station is also a positive factor.

At this time, it is not recommended that further work is done to develop the proposal

73. While the provision of the station would clearly improve connectivity to surrounding areas, and central London, the lack of development opportunities and negative impact on existing rail users currently outweigh the benefits to Camberwell. This would make any decision to proceed with this project on the current basis questionable in terms of the use of increasingly scarce public funds.
74. The capital cost of the scheme is not currently fundable within the current TfL Business Plan or within the five-year Network Rail Strategic plan within the current 'Control Period'. Given the ability to deliver much greater levels of housing and other development at other locations, TfL Growth Fund monies are unlikely to be prioritised for Camberwell in the near future.
75. This report concludes that at this stage no further funds should be committed to the progression of this proposal due to the substantial difference between the costs and benefits of the scheme. This position could be revisited should there be a material change affecting the case for a re-instated station, related to either local development opportunities and wider plans for the Camberwell area, or likely service patterns to serve the station. Any decision to carry out further work will be at the discretion of Network Rail – the infrastructure owner and the London Borough of Southwark, the local authority.



1. The Approach to the Business Case

Section Summary:

This document is the Strategic Outline Business Case for a reinstated Camberwell National Rail station served by Thameslink trains

This approach assesses whether schemes:

- are supported by a robust case for change that fits with wider public policy objectives – the ‘strategic case’ set out at sections 3, 4, 5, 6 and 0;
- demonstrate value for money – the ‘economic case’ set out at section 8;
- are financially affordable – the ‘financial case’ set out at section 9;
- are commercially viable – the ‘commercial case’ set out at section 10; and
- are achievable – the ‘management case’ set out at section 11.

The decision making process takes place over three phases: Strategic Outline Business Case, Outline Business Case and Full Business Case

The Mayor of London, Network Rail, Transport for London and London Borough of Southwark all have important roles in the preparation of this Business Case

The preparation of this Business Case follows the legislative framework and requirements on TfL to deliver the Mayor’s Transport Strategy

Consultation to date has focused on the route for the Bakerloo line extension but plans for further engagement will focus on the delivery of a National Rail station at Camberwell

As part of the Bakerloo Line extension project, a substantial consultation about the needs of Camberwell has already been carried out but specific consultation about a National Rail station would need to be undertaken in due course if the project progresses

This document is the Strategic Outline Business Case for a reinstated Camberwell National Rail station served by Thameslink trains

- 1.1. This document forms the Strategic Outline Business Case (SOBC) for the proposal to reinstate a National Rail station to be served by Thameslink services on the site of the original Camberwell National Rail station. Any station would be wholly on Network Rail infrastructure and would be served by National Rail services only. The purpose of this Strategic Outline Business Case is to provide evidence-based information in relation to this investment proposal. A brief overview of the tested concept, and an assessment of its viability, is set out below.
- 1.2. The purpose of this Strategic Outline Business Case is to provide evidence-based information in relation to this investment proposal. More information on the role of this document is set out in the discussion of business case approach. Guidance for the preparation of Business Cases for Transport

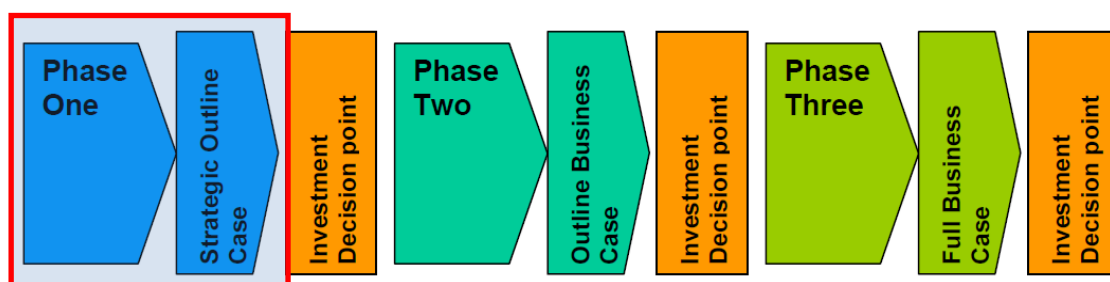
Schemes has been published by the Department of Transport⁵. This is based on HM Treasury’s advice on evidence-based decision making as set out in the Green Book⁶ and uses the best practice five case model approach.

- 1.3. This approach assesses whether schemes:
- i. are supported by a robust case for change that fits with wider public policy objectives – the ‘**strategic case**’ set out at sections 3, 4, 5, 6 and 0;
 - ii. demonstrate value for money – the ‘**economic case**’ set out at section 8;
 - iii. are financially affordable – the ‘**financial case**’ set out at section 9;
 - iv. are commercially viable – the ‘**commercial case**’ set out at section 10; and
 - v. are achievable – the ‘**management case**’ set out at section 11.
- vi. A **conclusion** and **recommendations for further action** are also set out at section 12.
- 1.4. The evidence gathered as part of the business case preparation has been prepared using the tools and guidance provided by the DfT, notably WebTAG⁷. This approach ensures that the evidence that has been produced is robust and consistent for all the options examined in detail. This applies equally to those options proposed for investment and those which, following assessment, are not to be developed further.

The decision making process takes place over three phases: Strategic Outline Business Case, Outline Business Case and Full Business Case

- 1.5. The decision making process, of which this Strategic Outline Business Case forms part, usually takes place in three phases. Each phase includes the preparation of a business case followed by an investment decision point. Each business case builds upon that previously prepared. Evidence is reviewed to ensure that it remains up to date, accurate and relevant. The current Strategic Outline Business Case is in ‘Phase One’ of this iterative process, with two further future stages of development to follow, as shown below in Figure 7.

Figure 7: The three stages of business case decision making



- 1.6. The current ‘**Phase One**’ focuses on articulating the need for the intervention and summarising the range of options developed and considered, and:

⁵ See https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/85930/dft-transport-business-case.pdf

⁶ See https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/220541/green_book_complete.pdf

⁷ See <https://www.gov.uk/transport-analysis-guidance-WebTAG>

- i. is used to set out the strategic fit of the project with achieving relevant national and London Mayoral and TfL policy objectives;
 - ii. confirms the strategic fit and the case for change;
 - iii. scopes out the initial investment/intervention proposal; and
 - iv. provides details of the project's overall balance of benefits and costs against objectives.
- 1.7. **'Phase Two'**, would follow and would reconfirm the conclusions from Phase One and concentrate on a more detailed assessment of the options to find the best solution, culminating in the preparation of an Outline Business Case, which would build on this Strategic Outline Business Case.
- 1.8. The final phase in the process, **'Phase Three'**, would result in the production of the Full Business Case – this will accompany the application for planning consent.

The Mayor of London, Network Rail, Transport for London and London Borough of Southwark all have important roles in the preparation of this Business Case

- 1.9. This investment proposal is made by **Transport for London** acting as the strategic body responsible for planning, organising and controlling, and in some instances operating transport within London for the **Mayor**, who is charged with setting the policy and strategy for transport as set out in the Mayor's Transport Strategy (MTS) (March 2018).
- 1.10. Although TfL has led the preparation of this business case, this has been undertaken on behalf of, and in conjunction with, the **London Borough of Southwark**, which has proposed this scheme to the Mayor.
- 1.11. TfL has also worked in partnership with **Network Rail**, which is the body that would ultimately sponsor and develop station at Camberwell. As the owner and operator of Britain's rail infrastructure, including Camberwell station they would lead the construction of a new station and deliver it through their 'GRIP'⁸ (Governance for Railway Investment Projects) process.

The preparation of this Business Case follows the legislative framework and requirements on TfL to deliver the Mayor's Transport Strategy

- 1.12. The legislative framework for the MTS is laid down by the GLA Act 1999 as amended by the GLA Act 2007. The GLA Act 1999 sets out the general transport duties of the Mayor and the GLA. It specifies that the transport strategy must contain:
- i. **Policies** for 'the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services to, from and within Greater London', and

⁸ Governance for Railway Investment Projects



- ii. **Proposals** for securing the transport facilities and services needed to implement the Mayor's policies over the lifetime of the MTS, with regard to the movement of people and goods. TfL is under a duty to use its powers to facilitate and implement the policies and proposals of the MTS.
- 1.13. TfL's strategy is determined by the Mayor through the MTS. The MTS is the principal policy tool through which the Mayor exercises his responsibilities for the planning, management and development of transport in London, for both the movement of people and goods. It takes into account the policies in the London Plan and the Mayor's Economic Development Strategy (EDS).
- 1.14. The MTS provides the policy context for the more detailed plans of the various transport-related implementation bodies, particularly TfL and the London boroughs.

Consultation to date has focused on the route for the Bakerloo line extension but plans for further engagement could focus on the delivery of a National Rail station at Camberwell

As part of the Bakerloo Line extension project, a substantial consultation about the needs of Camberwell has already been carried out but specific consultation about a National Rail station would need to be undertaken in due course if the project progresses

- 1.15. While there has not yet been any specific consultation exercise concerning the reinstatement of the currently disused National Rail station, a substantial consultation about the route of the Bakerloo Line Extension was carried out during 2014 which has shown that there is clear public demand for a rail-based link to and from the Camberwell area.
- 1.16. However, as this specific project develops, TfL (and/or Network Rail and London borough of Southwark) would seek to consult with the public and stakeholders at the earliest appropriate opportunity.
- 1.17. There is also a need to engage the London Borough of Lambeth in this process, particularly given their aspiration to develop a National Rail station at East Brixton, which is proposed for serving by London Overground services.



2. Strategic Case: Introduction and structure

The role of this Strategic Case is to set out the need for investment for a transport intervention in the Camberwell area to improve connectivity to central London and surrounding areas while supporting growth in jobs and housing

- 2.1. The Strategic Case has been prepared by Transport for London, working with Network Rail and the London Borough of Southwark. It forms the first of the five cases forming the Transport Business Case, discussed at paragraph 1.3.

Structure of the strategic case

- 2.2. This part of the Strategic Outline Business Case will:

- i. describe the key challenges and pressures facing London including the need to protect and enhance the economic efficiency of London, including in south London and Camberwell;
- ii. identify the specific problems and issues that this rail station reinstatement project will need to address;
- iii. based on the problems and issues, define scheme objectives and measures of success for an intervention in Camberwell;
- iv. based on the option assessment, show how an intervention at Camberwell would help towards solving some of these local challenges as well as those facing London as a whole, such as enabling housing growth; and
- v. demonstrate how the proposed intervention will achieve a strong fit with policy at all spatial scales.

- 2.3. Within this document the Strategic Case is structured into five sections:

- i. Strategic Case Part A: London's growth challenge
- ii. Strategic Case Part B: The need to intervene at Camberwell – rationale and objectives
- iii. Strategic Case Part C: Transport options assessment against project objectives
- iv. Strategic Case Part D: Recommended scheme option: A National Rail station at Camberwell
- v. Strategic Case Part E: Scheme fit against national, London-wide and local policies and strategies

3. Strategic Case Part A: London's growth challenge

Section Summary:

London is a growing world city – which needs its transport system to function efficiently now and in the future

- London is a thriving globally competitive centre that makes a significant and growing contribution to the UK economy in employment, GVA and tax revenues
- Employment levels across London are growing rapidly, helping to encourage population growth in response
- Dense cities accommodate growth most sustainably and efficiently
- London is delivering only 25,000 homes a year, when it needs to deliver at least double this volume, resulting in worsening housing affordability
- London's growth is being constrained by a chronic shortage of housing which is driving up housing costs as a proportion of household income. To achieve housing targets existing brownfield land must be unlocked
- To retain London's competitiveness, further investments in transport links and the public realm are required to facilitate delivery of more successful places and new housing in areas adversely impacted by traffic in the future

London is a growing world city - which needs its transport system to function efficiently now and in the future

London is a thriving globally competitive economic centre that makes a significant and growing contribution to the UK Economy in employment, GVA and tax revenues

- 3.1. London is the UK's core engine of economic growth, contributing 22 per cent of total UK Gross Value Added (GVA) and generating £56,687 GVA per worker compared to the UK average of £41,088. Evidence suggests that within large cities, greater employment density drives higher productivity through skills specialisation and clustering. These agglomeration effects help London to drive UK's international competitiveness through increasing employment densities in the Central Activities Zone (CAZ).
- 3.2. The strength of London's economy makes it a vital contributor to the UK's finances. In 2013/14, an estimated £127 billion of tax revenue was estimated to have been generated through economic activity in London, comprising an estimated 21% of total UK tax revenue. Investing to support the growth of London is essential to build strong public finances.
- 3.3. Since 1994, on average, 29,700 new jobs a year have been created within London. The city's economic growth is forecast to be 3 per cent each year to 2020. This is faster than the projected UK growth rate overall, partly driven by forecast increases in population and the size of the workforce. The latest GLA employment forecasts suggest that on average, 41,000 new jobs a year in London will be created to 2036.

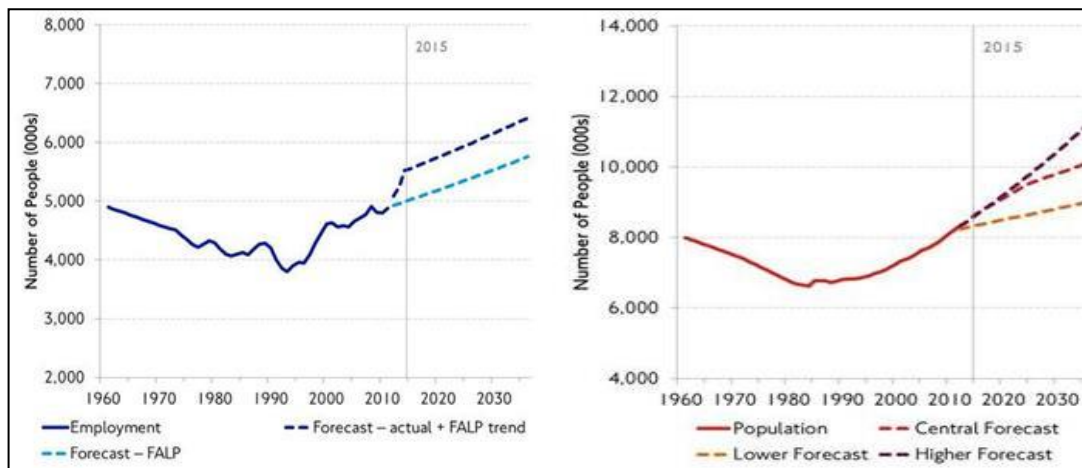
Key Finding:

The London economy makes a vital contribution to the success and competitiveness of the UK, and if London succeeds, the UK as a whole benefits.

Employment levels in London are growing rapidly, helping to encourage population growth in response

3.4. After reversing a steady period of decline, London has been on a growth trajectory since the 1980s. These trends are shown in Figure 8.

Figure 8: Historic trends and projected growth in London’s employment and population to 2036



3.5. Between 1991 and 2011, the number of jobs in London rose by 900,000 and over the same period, the population rose by 1.4m. The number of jobs in London is expected to grow by 1.4m between 2011 and 2036. As the left hand graph in Figure 8 above shows, a total of 650,000 of these jobs have already been created between 2012 and 2014⁹. Rapid employment growth in London has been driven by a range of factors including the UK’s flexible labour markets, high skill levels and openness to Foreign Direct Investment. Employment growth has been felt most acutely within central London, where connectivity is highest.

3.6. The UK Office for National Statistics projections expect a 23 per cent rise in London’s population between 2011 and 2031 which equates to a 1.9m increase, taking the population to 10.1m¹⁰ by 2036, as shown in the right hand graph in Figure 8. The London Infrastructure Plan predicts a 37 per cent increase in population between 2011 and 2050, driving the need for an additional 1.5m additional homes and a 50 per cent increase in public transport capacity over and above what is already planned¹¹.

⁹ This trend is regarded as a short term phenomenon reflecting London’s resilience to economic shocks in recent years and it is expected that job growth will revert to historic trend levels going forward.

¹⁰ FALP (2014) - GLA Population forecasts

¹¹ London Infrastructure Plan 2050

<https://www.london.gov.uk/sites/default/files/LIP%202050%20update%20presentation%20March%202015.pdf>



- 3.7. As Figure 9 shows, London's continued economic growth and competitiveness is increasingly being threatened by a constrained supply of housing, which frustrates population growth and labour supply.

Figure 9: Summary of housing supply and affordability issues facing London



- 3.8. This housing shortage could potentially result in a deteriorating quality of life. The sense of place and quality of life is becoming more important in supporting London's competitiveness as a world city and for London's success. London is competing on quality of its offer, not on cost. These labour supply and housing cost problems affects the decisions of businesses to invest in London and workers to live there.

Key Finding:
 London's population and employment levels are growing rapidly. This is due to the clustering of economic activity, particularly within central London. London's future economic success depends on its ability to continue to accommodate population and employment growth and offer a high quality environment.

Dense cities accommodate growth most sustainably and efficiently

- 3.9. Densification reduces the capital and operating costs of infrastructure as well as increasing agglomeration benefits. Within London, there are opportunities to increase the density of housing development and there are opportunities to create new sites for development but these require co-ordinated investment.
- 3.10. London has grown sustainably through densification and efficient recycling of redundant or under-utilised land. It has successfully recycled redundant industrial land. In the period 2001 to 2010 London lost over 800 hectares of industrial land (10 per cent of its total stock) enabling this land to be recycled into other uses, predominantly residential.

- 3.11. This densification has been made possible by increases to the capacity of the public transport network, to meet increased levels of travel demand from a growing population. Alongside growth in use of rail and bus networks, recent travel trends have seen increased levels of walking and cycling. Nevertheless the road network plays a vital role in the efficient functioning of the city.

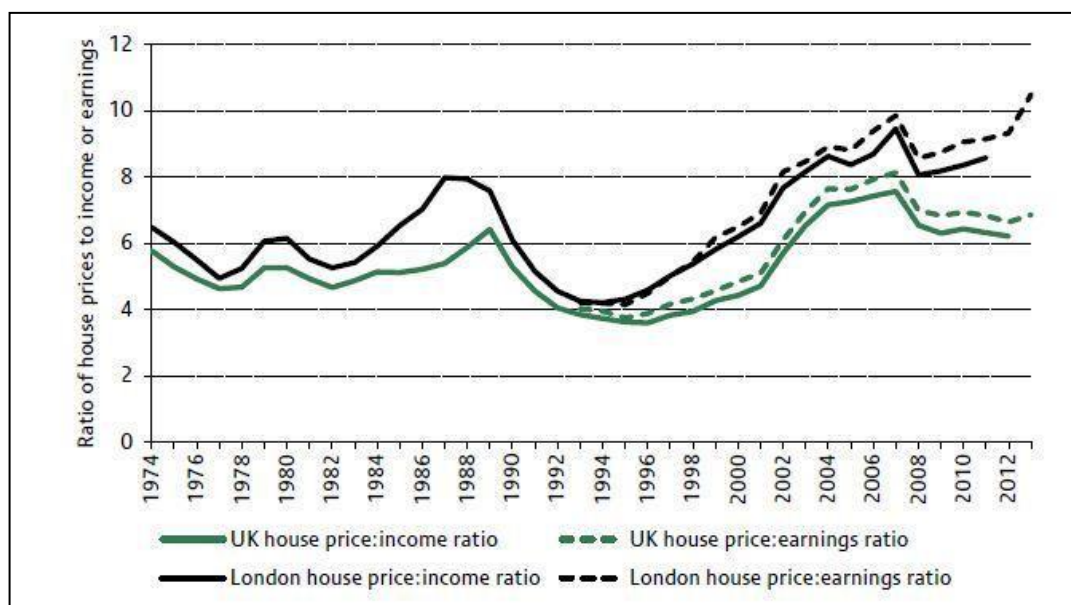
Key Finding:

Further densification will require further investment in transport infrastructure enabling London's increasing population the opportunity to access London's jobs and simultaneously giving London's businesses access to a large pool of well qualified labour. Investment to ensure a well-functioning strategic road network will help support this growth.

London is delivering only 25,000 new homes a year, when it needs to deliver at least double this volume, resulting in worsening housing affordability

- 3.12. Housing delivery is falling well short of demand. This is leading to rapid house price and rent inflation, which is reducing the affordability of housing and squeezing disposable income or leading to longer, less sustainable commuting patterns.
- 3.13. Demand for new housing is outstripping supply by a factor of three to one. Over the decade when London's population grew by more than a million, its housing stock grew by less than 300,000. At least a 47 per cent increase from current levels of delivery is now required to meet London's housing targets for 2015-2025.
- 3.14. As a result, house prices have spiralled - the average house in inner London now costs over 13 times the average wage. Properties in some prime central London areas cost more than 30 times the average wage. This has priced many people on modest incomes out of large parts of the city.
- 3.15. Figure 10 shows the ratio of house prices to both income and earnings for the UK and for inner London. Housing in London is significantly less affordable than in the rest of the UK.

Figure 10: House price to income and earnings ratios for the UK and London¹²



3.16. Providing sufficient housing to meet demand is essential to London’s ability to attract and retain talented workers and in turn maintain the city’s competitiveness. Providing sufficient – and sufficiently affordable – housing is also important if the city’s communities are to remain cohesive and vibrant and avoid the problems associated with social polarisation.

London’s growth is being constrained by a chronic shortage of housing which is driving up housing costs as a proportion of household income. To achieve housing targets existing brownfield land must be unlocked

3.17. London has limited opportunities for accommodating large scale development. A range of suitable areas are identified in the Mayor’s current London Plan (March 2015), including 38 Opportunity Areas, shown in Figure 11. London’s 38 Opportunity Areas represent “London’s major source of brownfield land with significant capacity for new housing, commercial and other development linked to existing or potential improvements to public transport accessibility”¹³.

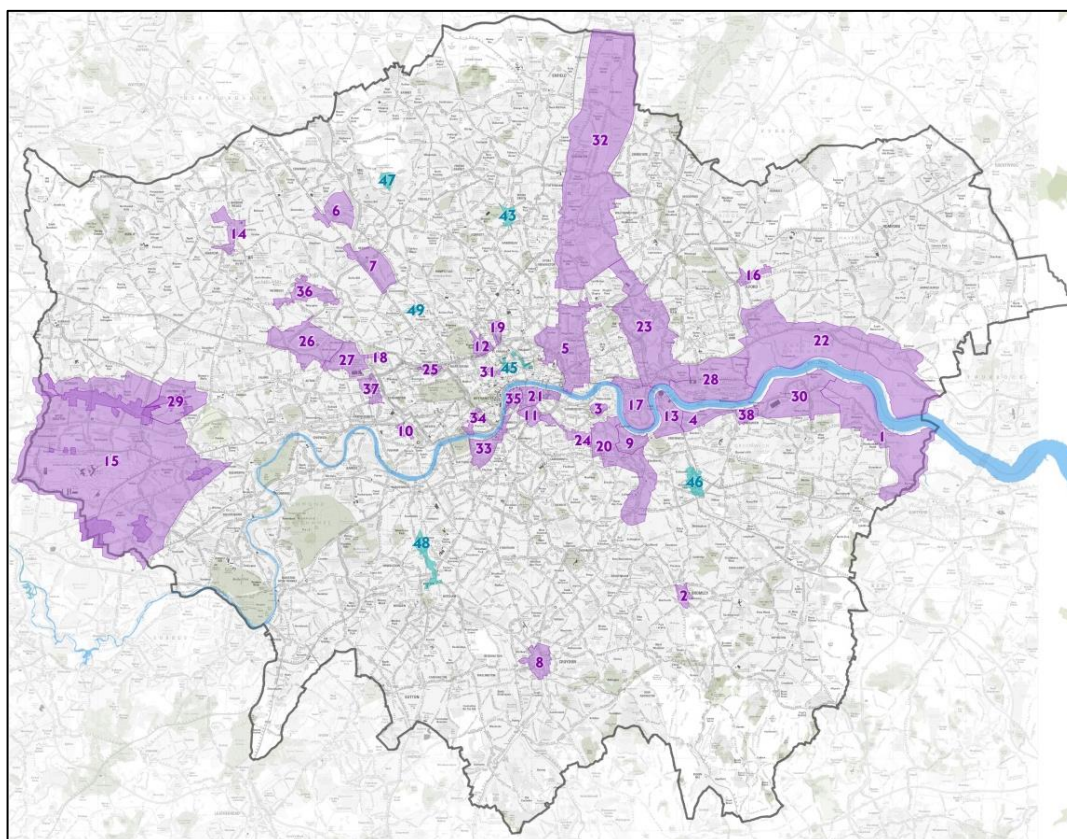
3.18. While no opportunity areas cover the Camberwell area specifically, development is planned or underway in the area but the lack of a rail based connection to the area has long been seen as having stifled opportunities to deliver growth.

¹² Source: Nationwide, Labour Force Survey, Family Expenditure Survey and Family Resources Survey

¹³ London opportunity areas for large-scale development
<https://www.london.gov.uk/priorities/planning/opportunity-areas>



Figure 11: London's Opportunity Areas



- 3.19. If London is to meet its housing needs, it has to utilise its land as effectively as possible and be creative about assembling sites for development and identifying more usable space. Policy 3.3E of the current London Plan states: *“Boroughs should identify and seek to enable additional development capacity to be brought forward to supplement these targets having regard to the other policies of this Plan and in particular the potential to realise brownfield housing capacity through the spatial structure it provides”*.
- 3.20. Infrastructure schemes can play a role in creating the right incentives for developers through boosting the attractiveness of locations through provision of enhanced transport accessibility and public realm improvements.

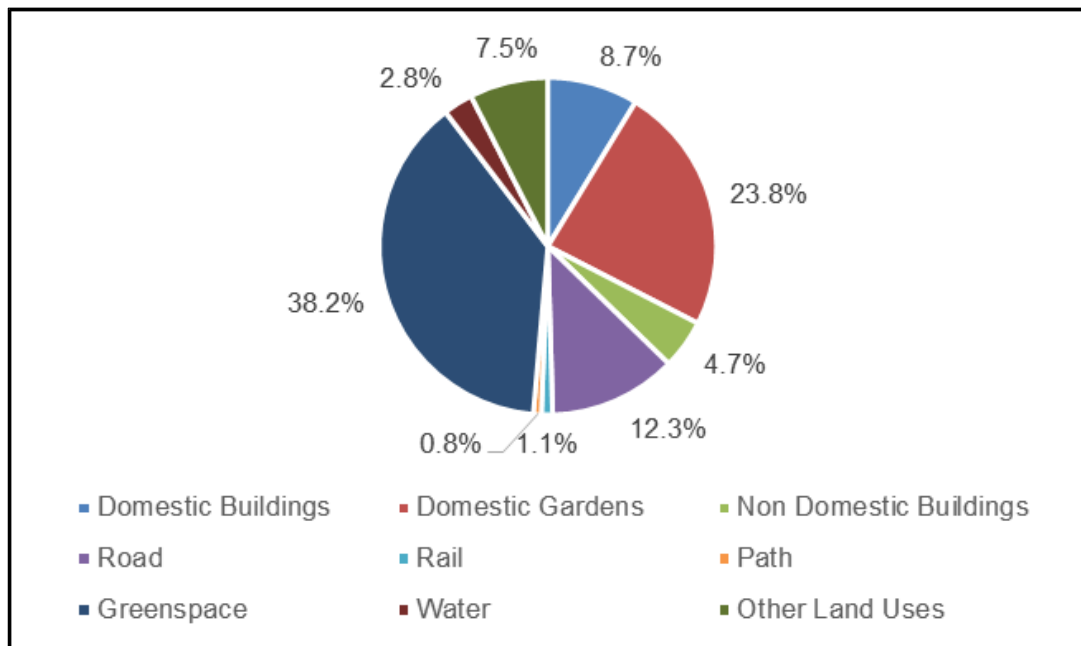
Key Finding:

Alongside growth within OAs, Areas for Intensification and Housing Zones, there is a need to unlock development potential of other areas, in particular town centres such as Leytonstone. Increasing the density of development in these more accessible locations is a sustainable way of accommodating London's growth.

To retain London’s competitiveness, further investments in transport links and the public realm are required to facilitate delivery of more successful places and new housing in areas adversely impacted by traffic

3.21. Figure 12 shows that in 2005, 12.3 per cent of the total area of London was taken up with roads, more than the amount of land occupied by domestic dwellings. Better use of road space is a potential source of development land that is worth exploring further. However, given the challenges of increasing congestion and the economic impacts of this, it needs to be done in such a way that also protects the function of key strategic road corridors.

Figure 12: London Area by Land Use¹⁴



Key Finding:

There is a need for innovative ways of unlocking housing potential within London’s boundaries. A better use of the TLRN, balancing the sense of place and its strategic movement function, could enable higher housing densities.

¹⁴ Source: Land Use Generalised Land Use Database 2005



4. Strategic Case Part B: The need to intervene at Camberwell – rationale and objectives

Section Summary:

Camberwell has a previous history of heavy rail provision and since the closure of the previous station various proposals to restore rail connectivity have been put forward

- A rail station previously existed at Camberwell National Rail station Road and operated until 1916
- Numerous studies and proposals for both surface rail and underground rail connectivity have been put forward and an underground extension was almost constructed after World War Two

The key public transport linkages from Camberwell – hence the baseline situation - are currently five bus corridors to and from Camberwell Green with no light or rail connections available in the immediate vicinity

Despite the high Public Transport Accessibility Levels (PTAL) to and from Camberwell, connectivity is considerably worse than from contiguous areas of south London despite the high levels of bus frequency

Any new transport intervention at Camberwell needs to meet clear objectives that reflect the needs of both London and the area locally

TfL has worked with its partners to define objectives for an intervention at Camberwell that best show which form of intervention best meets the needs of the area and which is supported by wider policy frameworks

Camberwell has a previous history of heavy rail provision and since closure of the previous station various proposals to restore rail connectivity have been put forward

A rail station previously existed at Camberwell National Rail station Road and operated until 1916

- 4.1. Located on station Road, the former Camberwell National Rail station was opened in 1862 and was in operational passenger use until 1916 when it was closed due to restraints imposed by World War I. The station continued to carry goods until 1964 but it never reopened to passenger traffic.

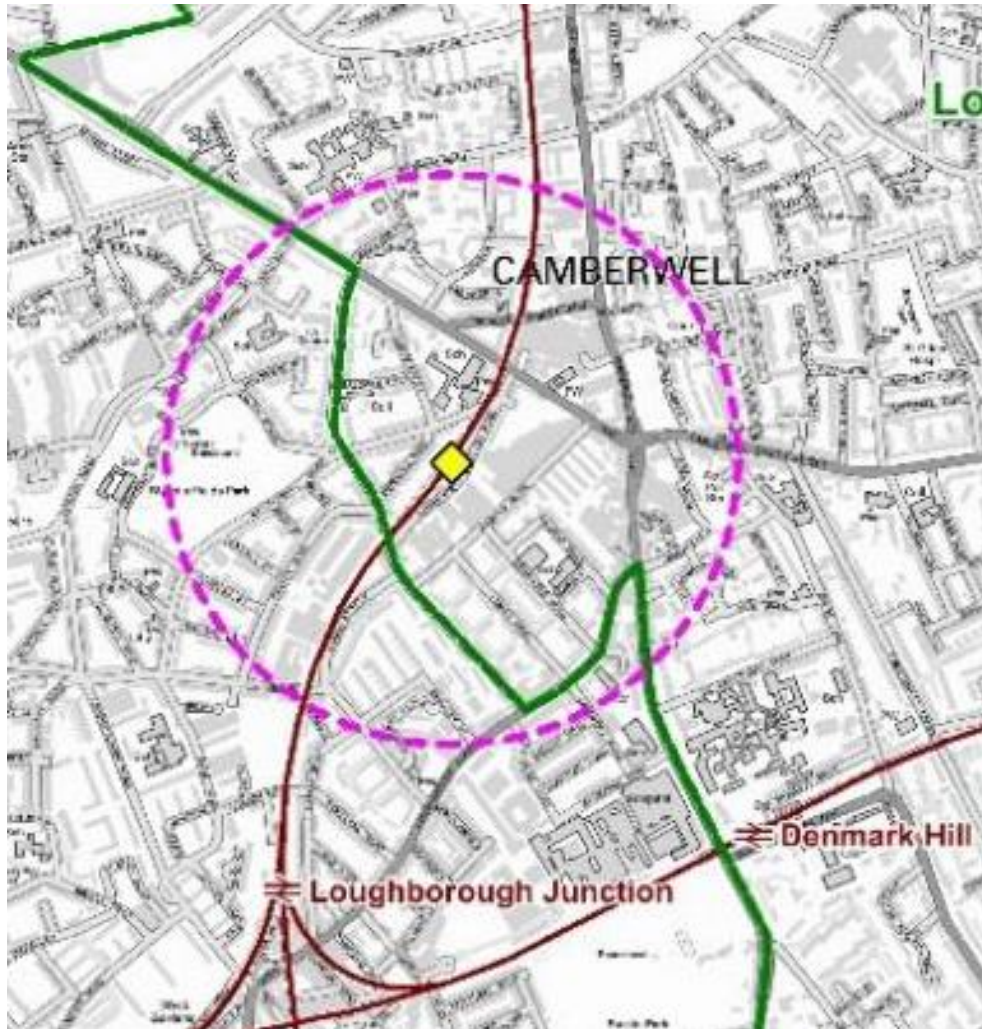
Numerous studies and proposals for both surface rail and underground rail connectivity have been put forward and an underground extension was almost constructed after World War Two

- 4.2. Since its closure, there have been calls for its reopening and numerous studies have been undertaken. The latest of these, the South London Stations Report¹⁵ (July 2014) tested whether it would be feasible to provide a new station in the location of the former Camberwell National Rail station.

¹⁵

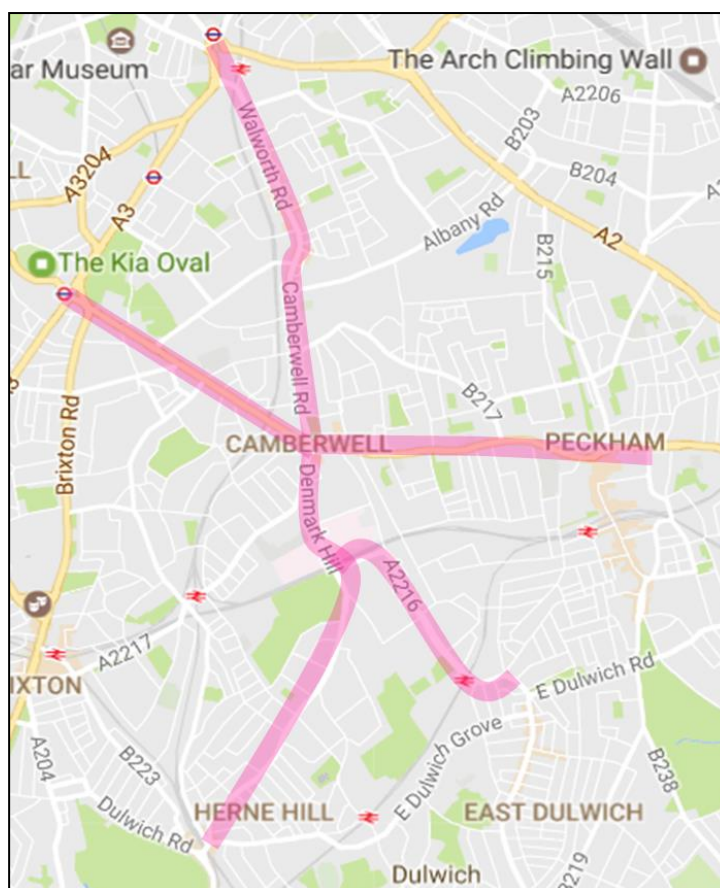
- 4.3. The report concluded that it would be possible to reopen a station in the same location. However, this would require significant works, including but not limited to reconstructing a station, relocation of existing bridges including extension of foundations and abutments and movement of signalling equipment.

Figure 13: Location of the former Camberwell National Rail station and environs



The key public transport linkages from Camberwell – hence the baseline situation – are currently five bus corridors to and from Camberwell Green with no light or rail connections available in the immediate vicinity

Figure 14: Main bus corridors to and from Camberwell



Northern bus corridor: Camberwell Road and Walworth Road

- 4.4. As shown in Figure 14, bus routes in this direction head towards Elephant & Castle via the Walworth Road. Walworth Road has been subject to reallocation of space in favour of pedestrians and cyclists which has improved the physical environment but which has coincided with longer bus journey times towards Elephant & Castle. Connections to the London Underground’s Bakerloo and Northern lines are available at Elephant & Castle station.

Eastern bus corridor: A202 Peckham Road

- 4.5. Bus routes in this direction head towards Peckham and New Cross. A small part of this corridor would have been part of the Cross River tram route if implemented.
- 4.6. Connections to the London Overground South London line are available at Peckham High Street, New Cross Gate and New Cross stations. Southeastern rail services may also be found at New Cross and New Cross Gate.

South and south eastern bus corridor: Denmark Hill

- 4.7. Bus routes in this direction run south towards Denmark Hill station and King’s College Hospital, home to one of London’s major trauma units.
- 4.8. The area’s closest connection to a rail service can be found at Denmark Hill station offering both /Thameslink and London Overground services.

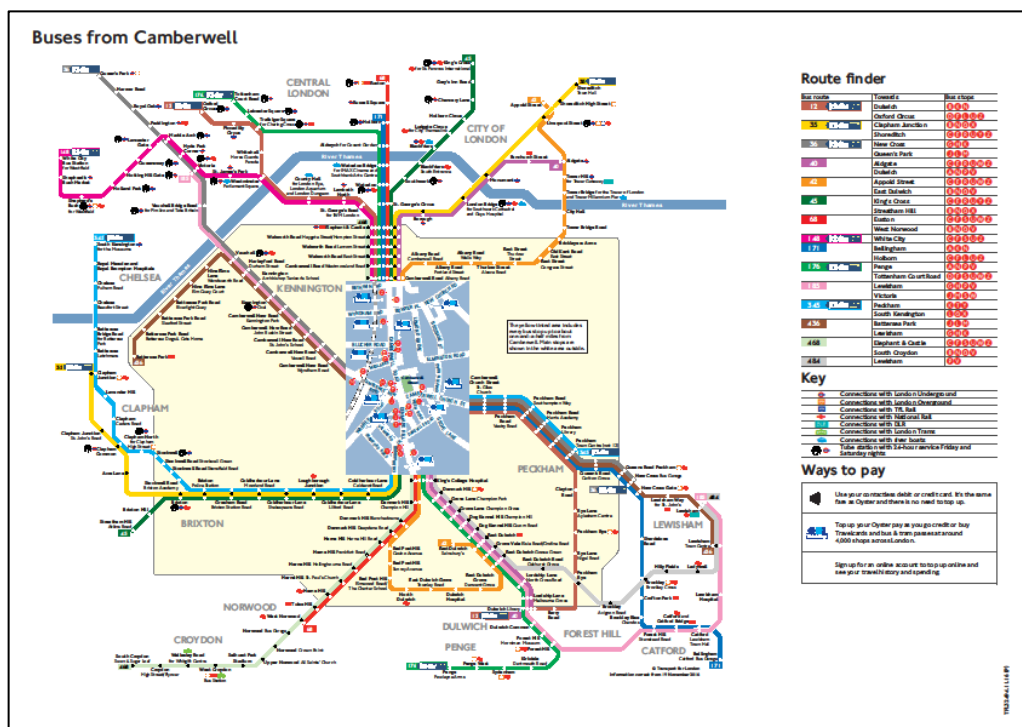
South western bus corridor: Coldharbour Lane

- 4.9. Bus routes in this direction head towards Brixton along the Coldharbour Lane corridor. Connections to the London Underground Victoria line are available at Brixton, while London Overground services can be boarded at Brixton High Street. Thameslink services are available at Loughborough Junction station.

Western bus corridor: A202 Camberwell New Road

- 4.10. Bus routes in this direction head towards Oval where a Northern line station is available, onwards to Vauxhall for interchange with the Victoria line, and over Vauxhall Bridge to Victoria for numerous transport connections across London, and the rest of the UK and internationally via coach.
- 4.11. The current pattern of bus services to and from Camberwell is summarised below in Figure 15.

Figure 15: Bus services to and from Camberwell



- 4.12. Five high frequency bus corridors radiate from Camberwell Green to and from other parts of south London and to central London:



- i. Nine daytime bus routes to the north towards Elephant & Castle via Walworth Road – routes 12 towards Oxford Circus (24 hour service), 35 towards Shoreditch Town Hall (24 hour service), 40 towards Aldgate, 42 towards Appold Street (the City), 45 towards King’s Cross, 68 towards Euston, 148 towards White City station (for Westfield) (24 hour service) 171 towards Holborn, 176 towards Tottenham Court Road (24 hour service) and 468 towards Elephant & Castle.

In addition a further five night bus routes run north from Camberwell Green – routes N35 to Tottenham Court Road, N68 to Tottenham Court Road, N89 towards Trafalgar Square, N136 to Oxford Circus and N171 towards Tottenham Court Road,

- ii. Five daytime bus routes to the east is the A202 towards Peckham and New Cross – routes 12 towards Dulwich Library (24 hour service), 36 to New Cross bus garage (24 hour service), 171 towards Bellingham, Catford bus garage, 345 towards Peckham Town Centre (24 hour service) and 436 towards Lewisham Town Centre.

In addition a further three night bus routes run east from Camberwell Green – routes N89 to Erith Town Centre, N136 to Chislehurst War Memorial, and N171 to Hither Green Station,

- iii. Six daytime bus routes to the south via King’s College hospital where routes split south east (four routes) or south (two routes) respectively:
 - a. to the south east via Denmark Hill station run routes 40 towards Dulwich Library, 176 towards Penge, Pawleyne Arms (24 hour service), 185 towards Lewisham station, and 484 towards Lewisham station
 - b. to the south via Herne Hill run routes 42 towards East Dulwich Library, 68 towards West Norwood and 468 towards South Croydon, Swan and Sugar Loaf.

In addition one further night bus route runs to the south – route N68 to Old Coulsdon, Tudor Rose.

- iv. Three daytime bus routes to the west towards Herne Hill and Brixton via Coldharbour Lane – routes 35 to Clapham Junction (24 hour service), 45 to Streatham Park, Atkins Road and 345 to South Kensington station (24 hour service).

In addition one night bus route runs west from Camberwell Green – routes N35 to Clapham Junction.

- v. Three daytime bus routes run to the north west towards Oval, Vauxhall and Victoria via A202 Camberwell New Road – routes 36 to Queens Park (24 hour service), 185 to Victoria and 436 to Battersea park station.

In addition one night bus route runs north west from Camberwell Green – route N136 towards Oxford Circus.



Despite the high Public transport accessibility levels (PTAL) to and from Camberwell, connectivity is considerably worse than from contiguous areas of south London despite the high levels of bus frequency

- 4.13. While the PTAL level for the very centre of Camberwell is high, this accessibility is driven principally by the high level of bus service on the corridors to and from Camberwell Green.
- 4.14. It may be observed in Figure 16, for example that if a mainline railway station was to be constructed at Camberwell that PTAL level would improve both north east and south west of the location of such a station.

Figure 16: PTALs with and without Camberwell National Rail station, 2031

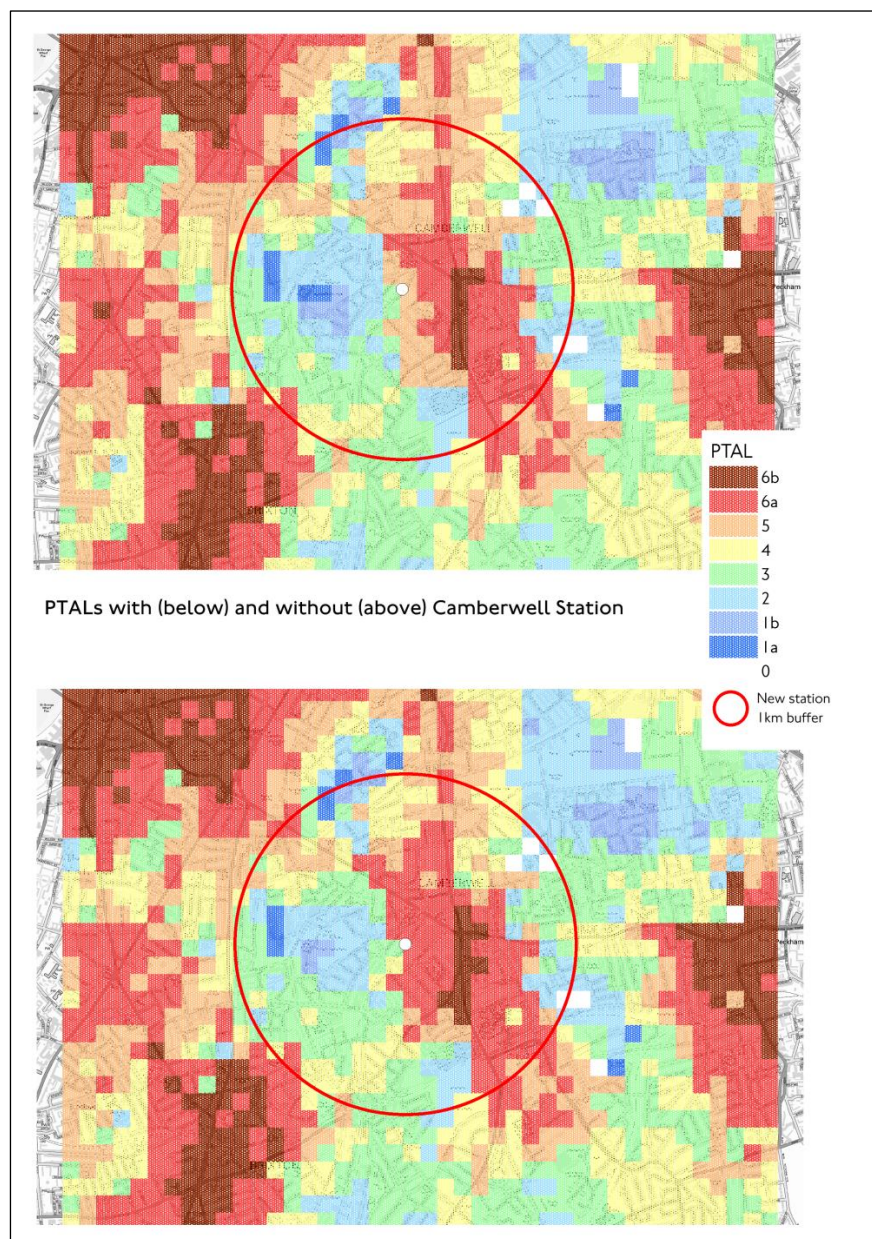
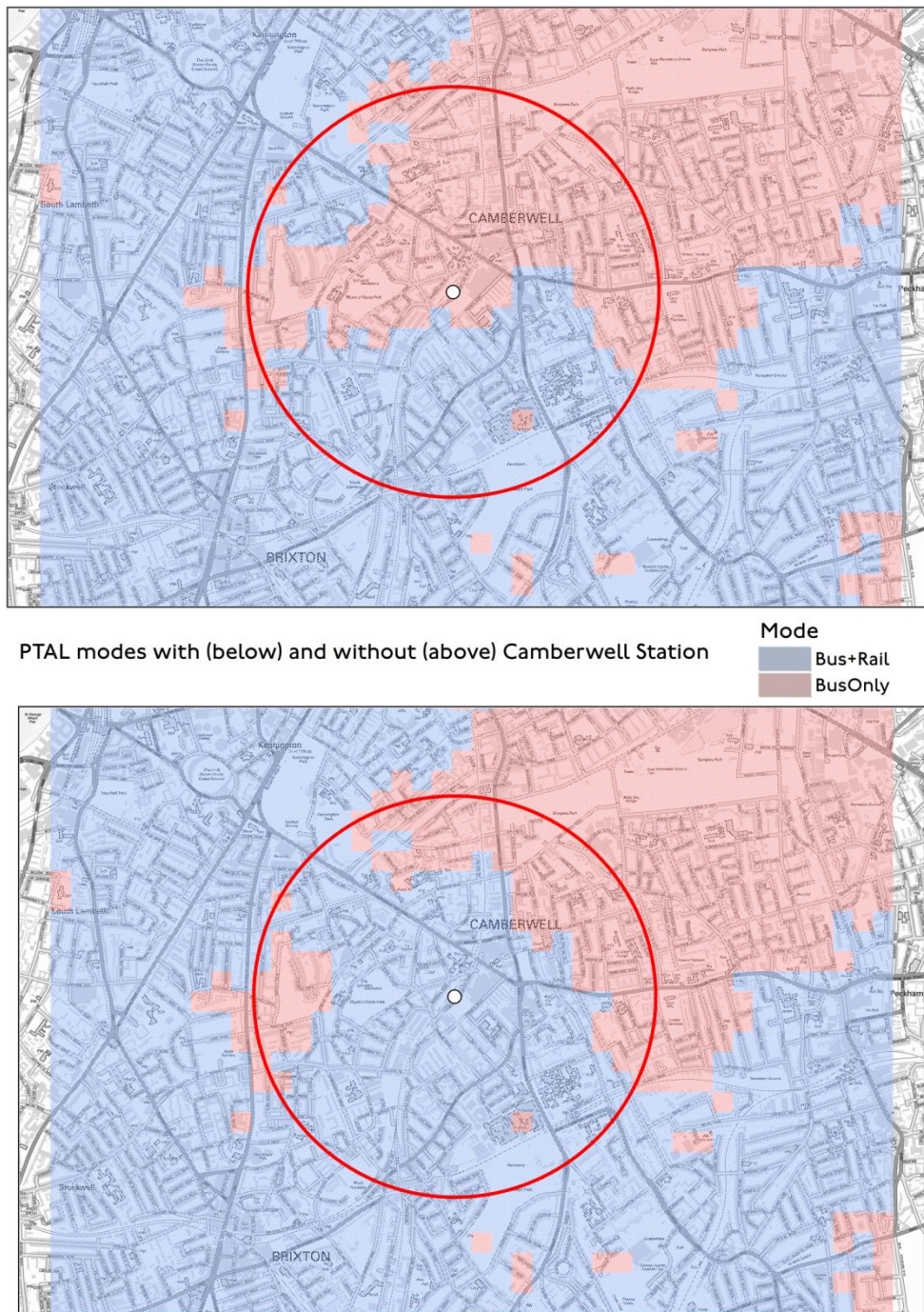


Figure 17: PTAL modes with and without Camberwell National Rail station



4.15. Figure 17 shows how a new rail station would change the areas with relatively better bus services and rail services. It is clear that more of the Camberwell area would benefit from access to a rail service within close proximity were a station to be constructed in the area.

Any new transport intervention at Camberwell needs to meet clear objectives that reflect the needs of both London and the area locally

- 4.16. This Strategic Outline Business Case will assess the compliance of any selected option with national, regional and local policies at section 0, after having determined the recommended option at this stage in section 5.
- 4.17. Nonetheless it is still necessary to define the specific objectives that any intervention at Camberwell needs to address, so that the project partners can be assured that the selected intervention will best meet the needs of Camberwell and London as a wider whole.

TfL has worked with its partners to define objectives for an intervention at Camberwell that best show which form of intervention best meets the needs of the area and which is supported by wider policy frameworks

- 4.18. TfL, Network Rail and LB Southwark have defined five objectives that any intervention at Camberwell will need to meet. These are set out below at Table 6.

Table 6: Objectives that any transport intervention at Camberwell should meet

- | |
|---|
| <ul style="list-style-type: none">i. To improve connectivity between Camberwell and central London by public transport through improved speed and journey time reliability, and reduced journey times.ii. To enable future growth within Camberwell to be accommodated sustainably, by ensuring that sites identified as being suitable for regeneration are well served by public transport with sufficient capacity to allow dense patterns of new development that maximises contribution to housing need, without hindering the efficient operation of the local transport network.iii. To deliver improvements to the quality of the local environment within Camberwell town centre by reduced noise, severance and air pollution, through improving the attractiveness of public transport and reducing reliance on the private car for travel.iv. To protect and enhance the attractiveness and vitality of Camberwell town centre to ensure it remains and strengthens its position as an attractive location for local businesses.v. Improve the employment and skills prospects and productivity of local residents through enabling them to access a wider range of educational and employment opportunities within a 45 minute to 1 hour travel time than is currently possible. |
|---|

- 4.19. These objectives have been formulated using a ‘SMART’¹⁶ format to ensure that the outcomes planned are measurable through any ex-post evaluation in due course.
- 4.20. A ‘Policy Map’ is included in this document at section 0 which makes clear the linkage to, and support from, the current policy frameworks.

¹⁶ Specific, Measureable, Aligned, Realistic, Timely



5. Strategic Case Part C: Transport options assessment against project objectives

Section Summary:

The growth and development needs of Camberwell and Greater London more generally need to be assessed against the available interventions that we could propose to the local transport network

- Having defined the objectives that a transport intervention would need to perform against we need to set out the available transport options

Eight proposals were considered to form a long list of transport options

- i. Option 1: Rail - Reinstatement of the former Camberwell National Rail station
- ii. Option 2: Rail - Develop an Overground station or interchange opportunities at Loughborough Junction
- iii. Option 3: Rail - Stop Thameslink trains from Kent at Loughborough Junction
- iv. Option 4: Underground - Bakerloo line extension
- v. Option 5: Tram - Cross River tram including stop(s) at Camberwell
- vi. Option 6: Bus - Enhanced bus services and priority along the north to south, and east to west corridors
- vii. Option 7: Roads and Streets - Enhanced highway capacity for private vehicle movements
- viii. Option 8: Walking and cycling - Enhanced provision for pedestrian and cycle movement on the key routes to and from Camberwell

TfL has carried out a strategic assessment of the eight options using its established SAF tool to establish a shorter list of options

The three shortlisted projects were subject to a high level assessment of how effectively they performed against the Camberwell objectives set out above

Based on the results of the shortlisting TfL concludes that a National Rail station would best address the issues identified and has best policy fit against the TfL Strategic Assessment Framework at Camberwell

The growth and development needs of Camberwell and Greater London more generally need to be assessed against the available interventions that we could propose to the local transport network

Having defined the objectives that a transport intervention would need to perform against we need to set out the available transport options

- 5.1. Earlier we considered the needs of Greater London in terms of accommodating growth, and more specifically the Camberwell area in delivering housing and jobs to the local area.

- 5.2. This section sets out the transport option alternatives that TfL and its partners have considered, and based on the current available information and evidence selects an option to be taken forward for further consideration in the later sections of this document.

Eight proposals were considered to form a long list of transport options

- 5.3. The long list of transport options assessed included.

- i. Option 1: Rail - Reinstatement of the former Camberwell National Rail station
- ii. Option 2: Rail - Develop an Overground station or interchange opportunities at Loughborough Junction
- iii. Option 3: Rail - Stop Thameslink trains from Kent at Loughborough Junction
- iv. Option 4: Underground - Bakerloo line extension
- v. Option 5: Tram - Cross River tram including stop(s) at Camberwell
- vi. Option 6: Bus - Enhanced bus services and priority along the north to south, and east to west corridors
- vii. Option 7: Roads and Streets - Enhanced highway capacity for private vehicle movements
- viii. Option 8: Walking and cycling - Enhanced provision for pedestrian and cycle movement on the key routes to and from Camberwell

Option 1: Rail - Reinstatement of the former Camberwell National Rail station

- 5.4. As noted in section 4 of this document a main line railway station existed in Camberwell until 1915. The original pedestrian access on Camberwell National Rail station Road remains in place. The location of this station on the Thameslink network is shown at Figure 18.
- 5.5. A high level technical study¹⁷ undertaken for TfL in 2014 indicated that, with the slewing of the existing through tracks that space remains to construct a two island platform, four platform face station on the site of the former station. Any new station would, at least in the first instance, have an exit to the south east onto Camberwell National Rail station Road. Further investigation would be required to confirm if access was viable towards the north-west.
- 5.6. The key advantage of this option is that, along with sympathetic redevelopment of buildings between the station site and Camberwell Green, this station could open up better opportunities for shorter, more reliable

¹⁷ South London Stations Study, SDG for TfL, 2014



journeys than those currently possible on the baseline bus network that currently serves the area.

- 5.7. Work that TfL has commissioned shows that some new development could be either stimulated or accelerated by a new station, and more details are set out in section 6.

Figure 18: Thameslink network: Camberwell National Rail station would lie between Elephant & Castle and Loughborough Junction / Denmark Hill



- 5.8. Key disadvantages may include increased noise from trains slowing down and speeding up as they approach and depart the platforms, though these effects could be mitigated.
- 5.9. A further disadvantage may be increased traffic levels in the immediate vicinity of the station for pick up/set down purposes. Again, measures could be implemented to mitigate these effects.
- 5.10. However, the station would enable some spreading of the load for passengers boarding and alighting at Loughborough junction and Denmark Hill stations.

Option 2: Rail - Develop an Overground station or interchange opportunities at Loughborough Junction

- 5.11. The current station at Loughborough Junction could require substantial remodelling to enable London Overground services to stop there. Building new



platforms on curve towards Denmark Hill, which is also in a gradient and in a constrained location could prove technically very challenging.

- 5.12. Given the need to access jobs in central London, this option would not solve the current employment accessibility issues. Also, London Overground services already stop at Denmark Hill, and the distance between these two stations is very short, further calling into question the viability of this option.

Option 3: Rail - Stop Thameslink trains from Kent at Loughborough Junction

- 5.13. The current station at Loughborough Junction could require substantial remodelling to enable Thameslink services to and from Kent to stop there. Building new platforms on curved line towards Kent, which is also in a gradient and in a constrained location could prove technically very challenging.
- 5.14. The operational implications of stopping additional Thameslink services at Loughborough Junction from the Wimbledon loop would mean additional paths for Thameslink trains to and from Sutton.
- 5.15. However, no additional benefits would arise specifically for the Camberwell area, and the likely effect would be to encourage those living to the south of Camberwell to use Loughborough junction with the possibility of overloading the station. A new Camberwell National Rail station could spread the load.

Option 4: Underground - Bakerloo line extension

- 5.16. The Bakerloo line extension is a live TfL project for which a decision has already been made by the Mayor to extend to Lewisham via the old Kent Road by 2028/29.
- 5.17. An extensive route consultation process undertaken during 2014 considered two route alternatives, including a route via Camberwell and Peckham. It was determined that the old Kent Road route offered greater potential to accommodate and stimulate growth.

Option 5: Tram - Cross River tram including stop(s) at Camberwell

- 5.18. South London's historic tram network was developed from the 1860s onwards, starting with horse-drawn trams. Camberwell was at the heart of this pioneering network.
- 5.19. The first tram line developed in south London in the 1870s ran from Blackheath to Vauxhall via Peckham and Camberwell, with a spur running from Kennington to Brixton, meaning that Camberwell was one of the first areas of south London to benefit from the first generation of trams in London. This line ran on what is today's A202 from Vauxhall to New Cross, and the A2 from

New Cross to Blackheath. During the early 1900s the horse drawn trams were replaced with electric trams, while the trams serving Camberwell were themselves withdrawn in the early 1950s with the closure of the London tram network.

- 5.20. Since closure of the original tram network, the Cross River Tram (CRT) project has been discussed for many decades. The project was developed to create physical and social links between the two sides of the river in central London, breaking down barriers and creating conditions for economic growth.
- 5.21. The project was also developed in response to the need to alleviate congestion on the Victoria and Northern Underground lines, as well as provide a new link from Camden through Central London to Peckham and Brixton. This route was carefully selected to give maximum benefit to most people. The CRT aimed to carry up to 9,000 people per hour, per direction, in peak periods.
- 5.22. The aims of the project were to:
- i. Make journeys more pleasant with large windows to open up views
 - ii. Ease overcrowding on London's public transport
 - iii. Provide an environmentally friendly link to central London as a real alternative to cars
 - iv. Act as a catalyst to investment, as well as linking regeneration projects along its route
 - v. Focus attention on London with an eye-catching asset to tourism and a state of the art transport system
 - vi. Halve journey times into central London for some sections of the route
 - vii. Integrate with the Oyster ticketing system
- 5.23. This project was discontinued in 2008 by the then Mayor as it was deemed unfundable and with potential to cause major disruption to the transport networks in central and south London.
- 5.24. The CRT project at that stage had a budget of around £1.5bn and it is likely that costs of implementation would be higher today, while any tram route to Camberwell would require design from scratch as it was not part of the original proposal.

Option 6: Bus - Enhanced bus services and priority along the north to south, and east to west corridors

- 5.25. Camberwell is very well served by frequent bus services on all five the key corridors that converge at Camberwell Green.
- 5.26. As referred to above, bus services are slowing in terms of journey time and this is expected to continue to 2031 with no interventions to speed up the journey times. However, reallocation of road space to buses risks slowing down and increasing congestion for other traffic, and hence pollution but to do nothing or add further buses has the potential to exacerbate congestion.

Option 7: Roads and Streets - Enhanced highway capacity for private vehicle movements

- 5.27. There are in fact three sub-options for 'enhanced highway capacity' that need to be considered. It may be most instructive to consider the potential effects of such interventions using analogy with previously developed schemes in other locations across London.
- 5.28. The first sub-option is at grade widening of any or all of the five highway axes heading to and from Camberwell Green. Given the extensive land take and cost of assembly of land, and extensive disruption, it is unlikely this option could proceed.
- 5.29. The second sub-option is elevated highways on either the north-south or the east-west highway axes passing through Camberwell Green. A scheme for such a six-lane elevated highway along the east-west axis was previously considered in the 1960s as part of the 'London Ringways' programme; the section passing Camberwell would have been known as the 'South Cross Route' and would have formed the southern section of 'Ringway 1'.
- 5.30. As a contrast, the East Cross Route was built in its entirety; and became the northern and southern accesses to the Blackwall Tunnel, today's A12 south of Old Ford, and the A102 from the O2 to Blackheath.
- 5.31. Part of the West Cross Route was also constructed at Shepherd's Bush as the M41, an at-grade route, and has today been downgraded as the A3220, latterly adjacent to the Westfield London development.
- 5.32. The West Cross Route immediately adjoins to perhaps the most well-known elevated section of highway in London, the A40 Westway. Opened in the early 1970s as the A40(M) Westway, this route epitomises in environmental terms the poor fit of three lane dual carriageway standard elevated highway with long established and dense local communities.
- 5.33. Given that these routes have been downgraded and in some cases subject to redevelopment (e.g. Westfield at Shepherds Bush) it is highly unlikely this second sub-option could be constructed in this dense urban area without immense cost and disruption to the local community.
- 5.34. Thirdly, smaller scale improvements could be considered. TfL is currently developing a safety scheme at Camberwell Green intended for implementation within the lifespan of the current TfL Business Plan. A potential second stage described below could possibly be implemented later.

Option 8: Walking and cycling - Enhanced provision for pedestrian and cycle movement on the key routes to and from Camberwell

- 5.35. TfL on behalf of the Mayor, TfL has invested extensively in improved cycling and walking infrastructure across London. This option would benefit residents and businesses locally and would improve the urban environment, but on its own would not address the need for a high capacity solution to move Londoners to and from Camberwell using high capacity means. A Quietway has already been constructed in the Camberwell area and it is planned to extend Cycle Superhighway 5 to Camberwell and onto Peckham from the Oval.

5.36. As set out above, TfL already plan works at Camberwell Green in the next few years (around 2020) firstly to address safety concerns for pedestrians and later to perhaps reallocate road space away from the car towards public transport and/or cyclists. Given the identified objectives above for Camberwell, this scheme could well be complementary to a public transport scheme enabling more reliable and shorter journeys to and from Camberwell.

TfL has carried out a strategic assessment of the eight options using its established SAF tool to establish a shorter list of options

5.37. TfL has developed a Strategic Assessment Framework (SAF) tool to enable a consistent consideration of the relative benefits and costs.

5.38. The results of the SAF assessment ranked the eight identified interventions at Camberwell as follows:

Table 7: Results of the SAF Assessment

Option	Rank	Reasons
1: New National Rail station at Camberwell	1	Scored well on many SAF factors, though has some potential expense and deliverability issues compared to lower ranked options.
8: Walking and cycling	2	Scored well on many SAF factors. However while compliant with MTS policy would not provide fast segregated capacity to central London
6: Enhanced bus services	3	Does not address key issues on air quality, congestion and health. More buses on the limited highway network will simply congest the local network and not bring faster journeys or better connectivity to the area.
3: Stop more Thameslink trains from Kent at Loughborough Junction	4	Scored well on many SAF factors but extensive new infrastructure needed which is likely to be expensive and difficult to deliver.
2: Provide London Overground services at Loughborough Junction	5	Scored well on many SAF factors but extensive new infrastructure needed which is likely to be expensive and difficult to deliver. Given west to east nature of Overground services would not directly serve central London.



Option	Rank	Reasons
5: Cross river tram to Camberwell	6	Would provide good public transport links and like other rail based options could help address air quality. However this is an expensive option and would require extensive surface space. Previous iteration of this scheme to Brixton and Peckham was ruled out in 2008 by the previous Mayor based on cost and deliverability concerns.
4: Bakerloo Line extension	7	Scored highly along with option 1 on increasing accessibility. However on its own merits it is expensive and difficult to deliver in relation to the growth that could be unlocked, as found on the prior BLE work. This option is in any case superseded by the Old Kent Road routing for the BLE.
7: Major highway expansion	8	Extensive highway remodelling or construction of major structures is wholly inconsistent with the outcomes of Mayoral policy. Air quality would be adversely affected in this densely populated area and noise levels increased. There would be potential heritage concerns for local properties along with extensive property take.

- 5.39. The above assessment has employed a great deal of professional judgement given the early stage of the project,
- 5.40. However further iterations of this work are likely to continue to support the conclusions reached above but will need further work to enable completion of an Appraisal Summary Table for the Economic Case.
- 5.41. Based on the results of the above, a shortlist of three potential candidate projects was taken forward:
- i. New rail station at Camberwell
 - ii. Walking and cycling interventions
 - iii. Enhances bus services

The three shortlisted projects were subject to a high level assessment of how effectively they performed against the Camberwell objectives set out above

5.42. Having determined a short list of three potential interventions that would comply with the MTS and be feasible, the final stage of optioneering was to determine which intervention could best fit the identified project objectives.

5.43. The results of this assessment are summarised below:

Table 8: Performance of the shortlisted options against Camberwell project objectives

Project objective	Fit of Camberwell rail station	Fit of walking and cycling	Fit of enhanced bus services	Comment
To improve connectivity between Camberwell and central London by public transport through improved speed and journey time reliability, and reduced journey times.	VERY HIGH Dedicated track to London Blackfriars and Elephant & Castle with sub 1-minute journey times possible to each.	VERY LOW On its own, this package could not deliver faster journey time to improve connectivity. However could encourage more walking and cycling in the locality.	LOW Bus journey times are increasing and becoming less reliable. Without arbitrary and draconian measures for other road users it is difficult to see how this situation will change.	NATIONAL RAIL STATION PERFORMS BEST AGAINST THIS CRITERIA
To enable future growth within Camberwell to be accommodated sustainably, by ensuring that sites identified as being suitable for regeneration are well served by public transport with sufficient capacity to allow dense patterns of new development that maximises contribution to housing need, without hindering the efficient operation of the local transport network.	HIGH A new rail station would introduce new capacity for faster movement and reduce the need for car parking in new development and improve connectivity for local businesses.	LOW The urban fabric of the area would be improved via streetscape improvements but these on their own would not enable future growth.	LOW While additional bus capacity would increase the ability to accommodate growth in population it is unlikely that this could be achieved without needed to increase bus services to such an extent that it itself would increase congestion.	NATIONAL RAIL STATION PERFORMS BEST AGAINST THIS CRITERIA



Project objective	Fit of Camberwell rail station	Fit of walking and cycling	Fit of enhanced bus services	Comment
To deliver improvements to the quality of the local environment within Camberwell town centre by reduced noise, severance and air pollution, through improving the attractiveness of public transport and reducing reliance on the private car for travel.	MEDIUM The National Rail station would enable improvements in the immediate locale to the station, and enable a re-patterning of bus services so as to reduce congestion levels in the area.	HIGH This package of improvements would clearly deliver benefits for the area around Camberwell Green in particular.	LOW Enhanced bus services – based on current technology – would increase noise and air pollution. This situation may change as and when electrically powered vehicles become available en-masse.	WALKING AND CYCLING IMPROVEMENTS PERFORMS BEST AGAINST THIS CRITERIA
To protect and enhance the attractiveness and vitality of Camberwell town centre to ensure it remains and strengthens its position as an attractive location for local businesses.	HIGH The substantial increase in accessibility to and from Camberwell would increase attractiveness to visitors in addition to locals.	HIGH Whereas the National Rail station might increase incoming trade, improvement to the urban realm would encourage locals to conduct business locally.	MEDIUM While enhanced bus services could encourage more travel to and from Camberwell, increasing congestion and reliability issues could impact.	BOTH NATIONAL RAIL STATION AND WALKING AND CYCLING IMPROVEMENTS PERFORM BEST AGAINST THIS CRITERIA
Improve the employment and skills prospects and productivity of local residents through enabling them to access a wider range of educational and employment opportunities within a 45 minute to 1 hour travel time than is currently possible.	VERY HIGH Dedicated track to London Blackfriars and Elephant & Castle with sub 1-minute journey times possible to each.	VERY LOW On its own this package could not deliver faster journey time to improve connectivity. However could encourage more walking and cycling in the locality.	LOW Bus journey times are increasing and becoming less reliable. Without arbitrary and draconian measures for other road users it is difficult to see how this situation will change.	NATIONAL RAIL STATION PERFORMS BEST AGAINST THIS CRITERIA

Based on the results of the shortlisting process concludes that a National Rail station would best address the issues identified at Camberwell and has the best policy fit against the TfL Strategic Assessment Framework

- 5.44. This section has set out the work and logic chain used to reduce down the available transport options for the area from eight to one.
- 5.45. The conclusion of this optioneering is that a National Rail station should be considered for reinstatement in Camberwell.
- 5.46. The long list process showed that a number of options had severe issues of deliverability and affordability including the Loughborough Junction rail options, the reimaged Cross Tram option to serve Camberwell. The Bakerloo line extension option would also fit this category on its own terms given the relatively low growth that could be delivered in Camberwell, but in any case has already been subject to Mayoral decision that it should be routed via the Old Kent Road. All these four options would be policy compliant with the Mayor's objectives but only the CRT and BLE options would actually serve Camberwell itself.
- 5.47. The three remaining projects – National Rail station at Camberwell, walking and cycling improvements and enhanced bus services – were more deliverable and affordable, and all would deliver against the Mayor's policies. However the National Rail station would best deliver against the specific identified needs of the Camberwell area.
- 5.48. Therefore, on the basis of the above analysis the National Rail station is proposed by TfL as the preferred option at this stage.
- 5.49. Section 6 below will consider in more detail the potential merits and challenges of this option, while section 0 will consider the policy fit against national, London wide and local policy frameworks.

6. Strategic Case Part D: Recommended scheme option: A National Rail station at Camberwell

Section Summary:

TfL has concluded from the optioneering process within section 5 that a National Rail station solution would best serve the needs of the Camberwell locality and the demands of growth in Greater London more generally

- TfL has examined in further detail the merits of reinstating a station on the site of the previous station but this work remains high level at this stage

Based on the results of the optioneering exercise, the proposal is to reinstate a National Rail station at the site of the former station and to serve it with Thameslink rail services

Restoration of a rail connection to and from Camberwell has been considered since the 1920s

- The origin of this new proposal lies in the results of the Bakerloo line extension route consultation undertaken during autumn 2014

The proposal would deliver sustainable connectivity from Camberwell to employment and other opportunities in central London while supporting, stimulating or accelerating housing and job growth more locally

TfL, working with Network Rail, has undertaken analysis to identify the viability of re-instating a station at Camberwell

- We have tested the level of demand for a new station at Camberwell the results of which are set out in the Economic Case.
- Our modelling showed that local passengers from Southwark and Lambeth would both benefit from shorter journey times locally but that this benefit is more than outweighed by the significant disbenefits that existing passengers from Bromley and Kent

The station would bring significant local journey time savings to the local Camberwell area, would provide helpful relief to a crowded bus network and is technically feasible. However these benefits would be outweighed by the disbenefits to existing Thameslink commuters and passengers who would see their journey times extended to accommodate the additional station call

TfL has concluded from the optioneering process within section 5 that a National Rail station solution would best serve the needs of the Camberwell locality and the demands of growth in Greater London more generally

- 6.1. TfL has applied its Strategic Assessment Framework to the long list of eight options set out in section 5, and from the three shortlisted options that emerged has concluded that the reinstatement of a National Rail station at Camberwell would be most likely to deliver against the Mayor's policies, and the objectives set out for a Camberwell intervention earlier in this Strategic

Case.

- 6.2. The results of the optioneering exercise showed that of the options considered a new National Rail station at Camberwell would be most likely to deliver benefits against the needs of the area.

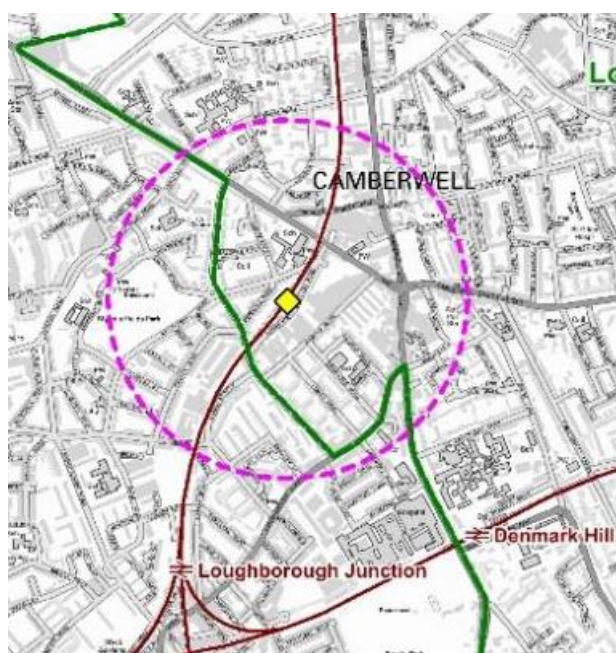
TfL has examined in further detail the merits of reinstating a station on the site of the previous station but this work remains high level at this stage

- 6.3. Following the agreement between TfL and the London Borough of Southwark to investigate the merits of a reinstated, National Rail station served by Thameslink services. TfL, along with Network Rail and LB Southwark has:
- i. Established a project team focused on producing this Strategic Outline Business Case utilising the DfT's WebTAG methodology
 - ii. Reconsidered the existing evidence base concerning the need for, and constructability of, a new National Rail station at Camberwell
 - iii. Commissioned further analysis of potential demand, and potential wider economic impacts that delivery of a station might bring about
 - iv. Assembled the existing evidence base within this document and provided recommendations for future actions.

Based on the results of the optioneering exercise, the preferred option identified by this process is to reinstate a National Rail station at the site of the former station and to serve it with Thameslink rail services

- 6.4. The disused and derelict Camberwell National Rail station is located to the west of Camberwell Town Centre, close to the boundary with the London Borough of Lambeth (LB Lambeth). It lies on the current Thameslink route between Elephant & Castle and Loughborough Junction.
- 6.5. Figure 19 shows the location of the scheme.

Figure 19: Proposed location of a reinstated Camberwell National Rail station



Restoration of a rail connection to and from Camberwell has been considered since the 1920s

The origin of this new proposal lies in the results of the Bakerloo line extension route consultation undertaken during autumn 2014

- 6.6. The concept of re-instating the National Rail station was originally identified during TfL's Bakerloo line Extension (BLE) route consultation in 2014, although proposals for a station (whether underground or surface) have existed since the 1920s.
- 6.7. TfL carried out an initial public consultation in autumn 2014 on route options for extending the Bakerloo line south of Elephant & Castle. More than 15,000 people responded, with 96 per cent in favour of an extension.
- 6.8. In December 2015 TfL published a summary report of how the various options have been assessed against their potential to unlock new homes and improve transport provision in south east London.
- 6.9. The consultation report indicated that a route to Lewisham via Old Kent Road has the strongest case, with the potential to support the building of 25,000 new homes by improving transport accessibility and capacity along the route.
- 6.10. When the Old Kent Road route option was selected for progression as the preferred option for a Bakerloo line Extension in December 2015, TfL subsequently proposed that the currently disused Camberwell National Rail station could be considered for reinstatement to serve Thameslink rail services. This would require re-construction of the station and the re-commissioning of mainline rail services from Camberwell.

The proposal would deliver sustainable connectivity from Camberwell to employment and other opportunities in central London while supporting, stimulating or accelerating housing and job growth more locally

- 6.11. The scheme would enable Thameslink services to call at Camberwell National Rail station, substantially cutting journey times to and from Camberwell to central London, delivering many of the journey time benefits that the BLE might have delivered had it been routed via Camberwell.
- 6.12. The reinstatement of a station at Camberwell could also create, stimulate and accelerate both residential and commercial development within the locality, which is an increasingly rare opportunity for a Zone 2 location, directly contributing to the accommodation of growth across London.

TfL, working with Network Rail, has undertaken analysis to identify the viability of re-instating a station at Camberwell

We have tested the level of demand for a new station at Camberwell the results of which are set out in the Economic Case.

- 6.13. This section summarises the strategic modelling outputs of the future year scenarios as set out within the Economic Case. Three rail service scenarios and three land use scenarios have been considered which are set out in detail in the Economic Case.
- 6.14. The results focus on the AM peak assignments which have been used to inform the conclusions of this business case. The key results include travel time benefits, change in public transport assignment (route and mode choice) and Camberwell National Rail station usage.

Our modelling showed that local passengers from Southwark and Lambeth would both benefit from shorter journey times locally but that this benefit is more than outweighed by the significant disbenefits to existing passengers from Bromley and Kent

- 6.15. The most important conclusions concerning travel time benefits are:
- i. **Strategic modelling showed that Southwark and Lambeth residents and workers nearby the proposed station would both benefit from shorter journey times**
As expected residents and workers from these area benefit in all scenarios as they are the main beneficiaries of improved public transport offering and accessibility to and from the area due to the new station. Further detail of local benefits is show in the Economic Case.

ii. Merton and Sutton residents and workers would see benefits from only some scenarios

Residents and workers in these areas see a small benefit in the 4th scenario, caused by the possibility for trips to use Catford Loop services instead of Wimbledon Loop services at the new station, thus alleviating some crowding on the Wimbledon Loop services that serve these areas. Where Wimbledon Loop services call at Camberwell, there is a disbenefit as existing users' journeys are slowed and more crowded. It should be noted that both the positive and negative impacts in these areas are small in scale.

iii. Lewisham, Bromley, Kent would see disbenefits in all scenarios

Residents and workers in these areas, served by the Catford Loop, suffer a disbenefit in all scenarios due to the slowing down and increased crowding on these services.

- 6.16. The overall impact across the network in all scenarios is one of disbenefit, with the impact on existing users of the Catford Loop outweighing that for new users in Camberwell.

Local benefits would be most concentrated in areas surrounding the new station but Loughborough Junction users would see a high time penalty due to the short journey and disproportionate increase in journey time a Camberwell National Rail station would cause

- 6.17. As set out in the Economic Case, there is a clear pattern of benefit in the local area surrounding the new station.
- 6.18. Users of Loughborough Junction would however have a notable disbenefit as these trips experience a proportionally high time penalty relative to the overall length of the journey.

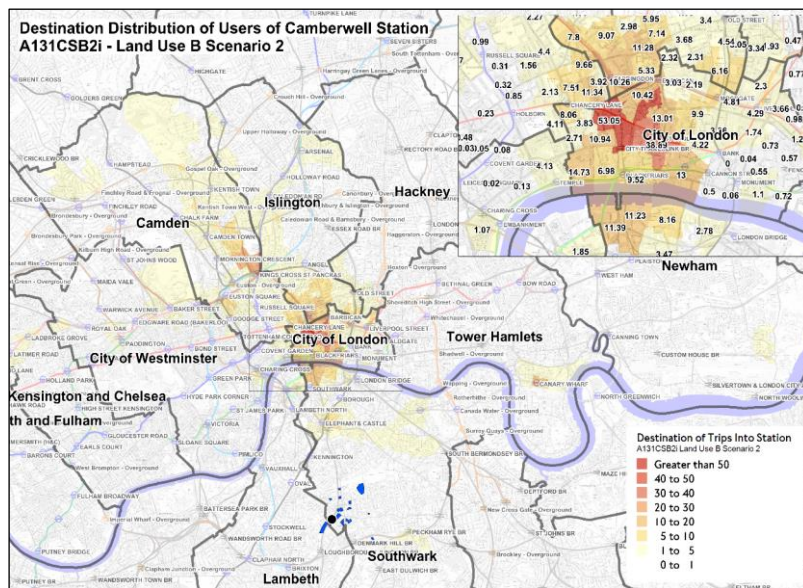
Disbenefits to passengers from Kent and Bromley because of longer journey times are considerable when aggregated together and outweigh the local benefits to new passengers from Camberwell

- 6.19. Disbenefit to origin area in Kent, and to Bromley occurs in all scenarios.

Outward journeys from Camberwell would focus on central London destinations while incoming passengers would have destinations in the vicinity of Camberwell National Rail station

- 6.20. We have undertaken a Select Link Analysis to identify key destinations of Camberwell National Rail station users.
- 6.21. Figure 20 shows the distribution of destinations of users entering Camberwell National Rail station, over the three-hour morning peak period.

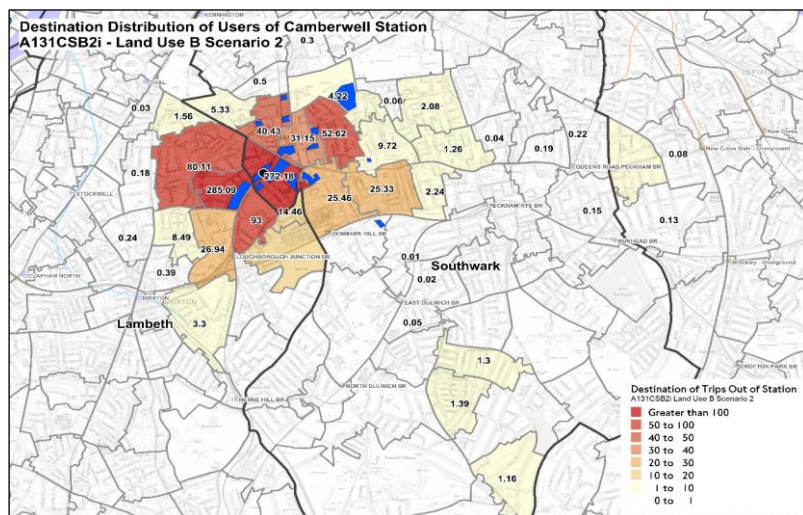
Figure 20: Destinations of users entering Camberwell National Rail station



6.22. The majority of users entering the station have destinations in the City of London, particularly near City Thameslink station. Many users are also travelling to King's Cross St. Pancras International and across to Canary Wharf. A very small number of users are travelling to Peckham Rye and southbound towards Sutton, Merton, Bromley, and Kent.

6.23. Figure 21 shows the destination distribution of users leaving Camberwell National Rail station, over the three-hour morning peak period.

Figure 21: Destinations of users leaving Camberwell National Rail station



6.24. A large proportion of users leaving the station have destinations in the immediate vicinity of the station and the Camberwell Green area, which is likely to include trips to the schools/college in the immediate area. Some trips are being made to the hospital, however the key destinations are located to the west of Denmark Hill, where a number of retail and education sites are

located.

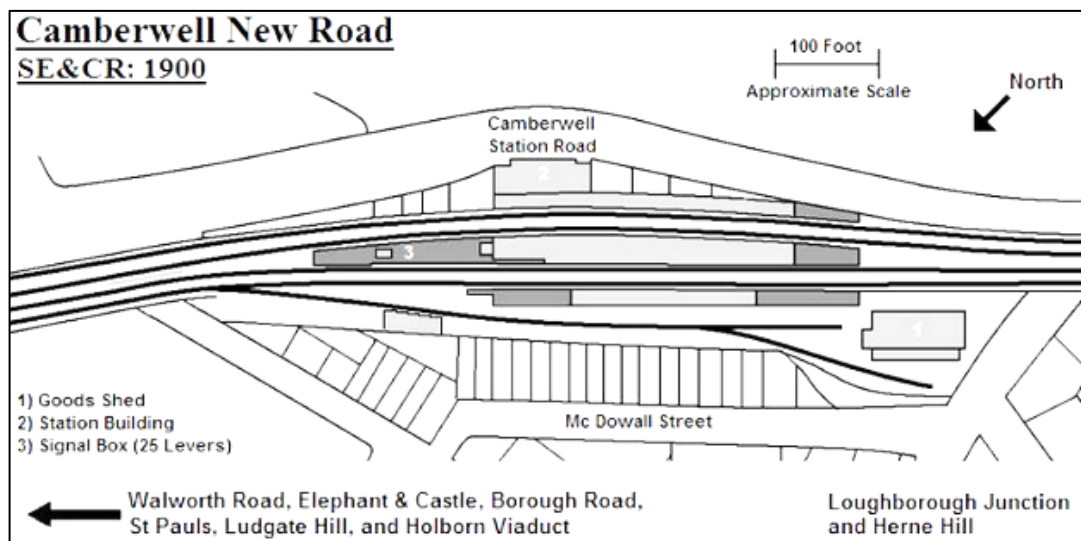
TfL has also assessed the potential for generating Wider Economic Impacts through the reinstatement of a Camberwell National Rail station

- 6.25. Land Value Uplift has been estimated based on a Gross Development Value (GDV) assessment undertaken by property consultants Carter Jonas. The GDV assessment valued the potential development around the station based on sales of similar types of properties in similar areas. It concluded that the change in land use could generate a Land Value Uplift (LVU) of around £12m.
- 6.26. Due to the relatively modest amount of new development directly enabled by the reinstatement of the station at Camberwell, there is a weak regeneration case for the scheme, and the LVU of £12m is modest compared to other growth enabling schemes appraised by TfL.
- 6.27. In terms of value for money, in transport benefit terms, the reinstatement of a station at Camberwell therefore represents poor Value for Money with negative BCRs ranging from -0.34:1 to a high growth low train frequency scenario to -1.9:1 for a low growth high operational capacity and frequency scenario.

TfL has previously studied a potential Camberwell National Rail station at a high level and we have applied the previous assumptions to this business case

- 6.28. The assumptions on the form a future station at Camberwell could take are based on the South London (Camberwell) stations Study (2014) commissioned by TfL to consider feasibility of a new station in the Camberwell area. Were this project to progress further, a more detailed engineering design would be required.

Figure 22: Indicative layout of Camberwell National Rail station in 1900



- 6.29. The original layout of the station shown in Figure 22 would need to be changed to accommodate the longer trains that run in London today. We have considered in our cost assumptions variants of a station capable of serving eight-car or twelve-car trains.
- 6.30. Figure 23 shows the original site of the station and Figure 24 shows the proposed site today.

Figure 23: Camberwell National Rail station layout before its closure in 1916

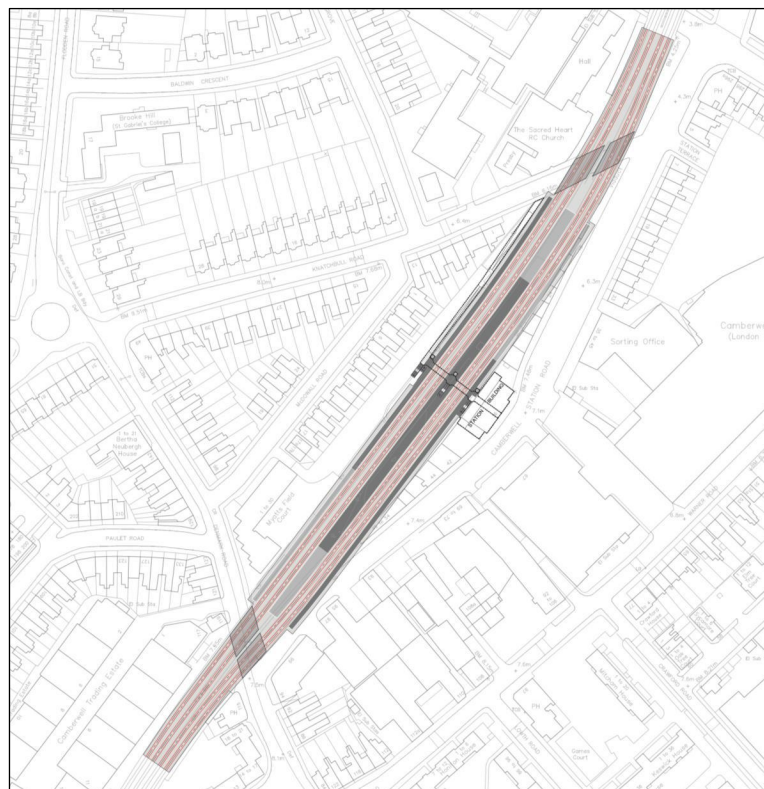


Figure 24: Camberwell National Rail station proposed site – surrounding area



6.31. As the station lies on a viaduct with relatively limited spacing a four face platform with two island platforms is assumed at Camberwell as shown at Figure 25.

Figure 25: Options for Camberwell National Rail station layout



The station would bring significant local journey time savings to the local Camberwell area, would provide relief to a crowded bus network and is technically feasible. However these benefits would be outweighed by the disbenefits to existing Thameslink commuters and passengers who would see their journey times extended to accommodate the additional station call

- 6.32. Results from the transport modelling show a reasonable usage of the station for access and egress in the AM peak from the local catchment area, as demonstrated by the PTAL analysis. However there is a net reduction in overall flows on the lines serving the station due to route switching from areas outside of London and in outer Boroughs.
- 6.33. The impacts of switching, caused by the slowing down for existing users, does not have a material impact on any parallel routes as the absolute numbers are small. There is a time penalty of an extra stop to existing users. This has been included as part of the assessment for the purposes of this business case.
- 6.34. Based on the evidence of this analysis there is a case for proceeding with a station at Camberwell in terms of local benefits but when offset against wider disbenefits the case is more challenging.
- 6.35. Sections 7 and 8 will consider strategic policy fit and the economic case respectively.



7. Strategic Case Part E: Scheme fit against national, London-wide and local policies and strategies

Section Summary:

In Section 6 it was determined that based on current available evidence and experience the reinstatement of a National Rail station at Camberwell would best meet the project objectives

- TfL has examined in further detail the merits of reinstating a station on the site of the previous station but this work remains high level at this stage
- A reinstated National Rail station at Camberwell would deliver against national objectives set out within the National Planning Policy Framework (March 2012)
- A reinstated National Rail station at Camberwell would deliver rail industry Network Rail's Kent Route Study (March 2017) set outs that TfL is studying the Camberwell National Rail station concept but notes that implementing the station could extend journey times for existing users for which mitigation would need to be considered
- A reinstated National Rail station at Camberwell would deliver against policy and strategy objectives set out in the London Plan (March 2016)
- A reinstated National Rail station at Camberwell would deliver against policy and strategy objectives set out in the Mayor's Transport Strategy (March 2018)
- A reinstated National Rail station at Camberwell would meet policies set out in the current Southwark Local Plan Core Strategy (April 2011) and forthcoming New Southwark Plan currently under consultation

It is clear that the relevant policy frameworks clearly support the construction of a Camberwell National Rail station, particularly at local level though the challenge laid out in the Network Rail Kent Route Study, of lengthened journey times for existing commuters, remains critical to resolve

In Section 6 it was determined that based on current available evidence and experience the reinstatement of a National Rail station at Camberwell would best meet the project objectives

TfL has examined in further detail the merits of reinstating a station on the site of the previous station but this work remains high level at this stage

- 7.1. In Sections 4 and 5 we considered the needs of Greater London in terms of accommodating growth, and more specifically the Camberwell area in delivering housing and jobs to the local area.
- 7.2. The results of this initial sift showed that a new National Rail station at Camberwell would be most likely to deliver benefits against the needs of the area.

Figure 26: Policy map showing how the Camberwell National Rail station scheme supports, and is supported, by relevant policy and strategy frameworks

	Element	Delivery strategy	
National level	Planning	Current Policy Framework	Future Policy Framework
	Transport	National Planning Policy Framework	
	Funding	Rail investment Strategy Control Period	
Regional level	Planning	The London Plan	
	Transport	Mayor's Transport Strategy	
	Funding	TfL Business Plan or rail industry funding	
Local level	Planning	Southwark Core Strategy	New Southwark Plan
	Transport	Southwark Local implementation Plan	
	Funding	Borough CIL or Business Rates?	

A reinstated National Rail station at Camberwell would deliver against national objectives set out within the National Planning Policy Framework (March 2012, updated July 2018)

- 7.3. This scheme would clearly support the delivery of the following principles within the NPPF and would almost certainly be presumed to be sustainable development:
- i. Building a strong prosperous economy
 - ii. Ensuring the vitality of town centres
 - iii. Promoting sustainable transport
 - iv. Delivering a wide choice of high quality homes
 - v. Promoting healthy communities

A reinstated National Rail station at Camberwell would need to deliver against national objectives set out in the government’s next Rail Investment Strategy for delivery within the control period if rail industry funding were sought

- 7.4. This scheme would require a positive financial case (see section 9) but if National Rail funding were sought this would have to be bid for through the Rail Investment Strategy process for implementation in the appropriate control period.



Network Rail’s Kent Route Study (March 2017) set outs that TfL is studying the Camberwell National Rail station concept but notes that implementing the station could extend journey times for existing users for which mitigation would need to be considered

- 7.5. The Kent Route study makes clear at paragraphs 5.15.11 to 5.15.14 that TfL is preparing this Business Case for Camberwell National Rail station. The key challenge is mitigating the disbenefits to passengers on existing services that would face slightly longer journey times through the station with an additional stop.

A reinstated National Rail station at Camberwell would deliver against policy and strategy objectives set out in the London Plan (March 2016)

- 7.6. A Camberwell National Rail station would deliver against the London Plan (March 2016) policies 6.1 and 6.2 although it is not a specifically named scheme in the London Plan.
- 7.7. The future proposed London Plan policies T1 and T3 would also support the development of a new National Rail station at Camberwell although a Mayoral decision would be needed to include the specific proposal for a station within the Implementation Plan.

A reinstated National Rail station at Camberwell would deliver against policy and strategy objectives set out in the Mayor’s Transport Strategy (March 2018)

- 7.8. The Mayor has recently published the Third MTS in March 2018. Policies 9 and 16 of the new strategy and Proposal 64 all support the development of a new station at Camberwell.

A reinstated National Rail station at Camberwell would meet policies set out in the Southwark Local Plan (April 2011) and forthcoming New Southwark Plan (presently in preparation with strategic policies consulted on in 2015)

- 7.9. The current Southwark Local Plan (April 2011) Strategic Policy 2 makes clear the local authority’s current support for a Camberwell National Rail station.
- 7.10. This is carried forward into the future New Southwark Plan, currently at consultation stage where policy DM47 on Infrastructure makes the local authority’s support explicit.



It is clear that the relevant policy frameworks support the construction of a Camberwell National Rail station, particularly at local level though the challenge laid out in the Network Rail Kent Route Study, of lengthened journey times for existing commuters, remains critical to resolve

- 7.11. The analysis above shows that there us a comprehensive set of policies in place supporting the development of a Camberwell National Rail station.
- 7.12. Consultation to date has not been explicitly on a Camberwell National Rail station located at surface level, however the BLE consultation in 2015 made clear the local interest in a station being provided for Camberwell and a high level of support was shown at that stage.



8. Economic Case

Section Summary:

The economic appraisal brings together the scheme costs, revenue and benefits, and employs standard economic appraisal assumptions to discount these over the appraisal period. The key performance metric for the economic appraisal is the benefit to cost ratio (BCR), which takes all costs into account, irrespective of whether these are borne by the public or private sector.

TfL has assessed a range of different options for improving public transport capacity between Camberwell and central London and for reducing journey times through the provision of a re-instated station at Camberwell.

The results of the economic appraisal of transport user benefits show that none of the options generates a positive BCR. While the magnitude of the disbenefits varies between options, the journey time benefits experienced by users boarding and alighting at Camberwell are not enough to offset the time penalty imposed on large volumes of passengers travelling on services from further afield, particularly on the services from Sevenoaks and Maidstone East in Kent.

Wider economic impacts considered within the assessment include agglomeration, labour supply impacts and imperfect competition. Reflecting the transport user benefits appraisal, none of the options provides positive wider impacts. The initial results from the wider impacts assessment showed very large disbenefits.

LVU has been estimated based on the Gross Development Value (GDV) assessment undertaken by property consultants Carter Jonas. The GDV assessment valued the potential development around the station based on sales of similar types of properties in similar areas. It concluded that the change in land use could generate a Land Value Uplift (LVU) of around £12m.

In terms of value for money, in transport benefit terms, the reinstatement of a station at Camberwell therefore represents poor Value for Money with negative BCRs ranging from -0.34:1 for a high growth low train frequency scenario (C1) to -1.9:1 for a low growth high operational capacity and frequency scenario (A3).

Due to the relatively modest amount of new development directly enabled by the reinstatement of the station at Camberwell, there is a weak regeneration case for the scheme, and the Land Value Uplift of £12m is modest compared to other growth enabling schemes appraised by TfL.

The economic appraisal brings together the scheme costs, revenue and benefits, and employs standard economic appraisal assumptions to discount these over the appraisal period. The key performance metric for the economic appraisal is the benefit to cost ratio (BCR), which takes all costs into account, irrespective of whether these are borne by the public or private sector

- 8.1. The approach to forecasting and economic appraisal has been developed to assess the combined impacts of the delivery of a National Rail station at Camberwell and the housing development it unlocks (dependent development). The assessment of demand and transport benefits has employed TfL's established suite of strategic transport models (LTS and Railplan – each described below). TfL's Demand Model, LTS, has provided assignment matrices for Railplan reflecting changes in demand arising from land use and transport changes. The economic appraisal is informed by the Department for Transport's (DfT) transport appraisal guidance (WebTAG) and TfL's Business Case Development Manual (BCDM).
- 8.2. In line with WebTAG and BCDM guidance, the appraisal period assumed is 60 years from scheme opening. The process of securing powers and construction is assumed to start in 2021 and take approximately 4 years. Allowing for commissioning, the planned opening year is 2025. Construction costs are spread over the construction period. The economic appraisal is presented in 2016 prices and discounted to 2010 present values and prices.

TfL has assessed a range of different options for improving public transport capacity between Camberwell and central London and for reducing journey times

Assessment of 'Long List' of options

- 8.3. As set out at section 5, eight options based on a full range of transport modes were assessed. The long list of options was assessed using the TfL Strategic Assessment Framework tool (SAF) and identified that three options should be taken forward to the short list.

Assessment of 'Short List' of options

- 8.4. The short list of three options – National Rail station, walking and cycling improvement and enhanced bus services – were assessed using an assessment of their relative performance to the identified objectives for an intervention at Camberwell. This assessment clearly showed that only a National Rail station could deliver against all the objectives in a feasible manner. Again this is set out at section 5.
- 8.5. We have at this stage not carried out VfM analysis of the alternatives to the National Rail station option.
- 8.6. We believe that it is clear that the other 'infrastructure heavy' options including the potential changes to Loughborough Junction rail station are



unlikely to be feasible given the scale of works on a tight site lying on a gradient.

- 8.7. In the case of a Cross River tram, previous assessments have shown that benefits would not outweigh the costs.
- 8.8. In the case of the highway expansion options, such options would patently not comply with the planning policies for such a densely populated area of London and land assembly costs would likely be prohibitive.
- 8.9. In the base of the BLE a mayoral decision has already been made to proceed with the old Kent Road route.
- 8.10. In the case of the final two alternatives, walking and cycling and bus service enhancement, it is concluded that one or both of these could be complementary to the National Rail station scheme and should not be seen as standalone alternatives as neither on their own could deliver against the objectives for Camberwell.

The economic appraisal of the value for money of reinstatement of Camberwell National Rail station has employed a number of assumptions to estimate the BCR

- 8.11. The key assumptions are:
 - i. Opening year of 2026;
 - ii. A 60-year appraisal period from scheme opening;
 - iii. Values of time from TfL's BCDM and DfT's WebTAG guidance;
 - iv. All costs and benefits presented in 2010 Present Value (PV) terms, this is, in 2010 prices and discounted to 2010;
 - v. The proportion of benefits experienced in 2026 is assumed to be 90% of that of 2031 and demand has been interpolated between 2026 and 2031;
 - vi. Beyond 2031, demand (and therefore journey time differences) have been assumed to grow at 1% per annum to 2037. Beyond 2037 this is capped, following WebTAG guidance
 - vii. Discount rates shown in Table 9: HMT Green Book Discount Rates, used based on DfT WebTAG/HMT Green Book guidance.
 - viii. Optimism bias of 66% applied to capital costs, based on guidance; and
 - ix. Journey time changes have been monetised using the latest TfL and DfT values of time. These are presented in resource costs, in line with TfL's BCDM guidance.
- 8.12. It should be noted that the modelled year for station opening, 2026 remains valid. However a reassessment of the feasible opening year showed that a station could be opened in 2024, as outlined in the Management Case.



Table 9: HMT Green Book Discount Rates

Years from current year	Discount rate
0-30	3.50%
31-75	3.00%
76-125	2.50%

8.13. The appraisal of the proposed Camberwell National Rail station captures the life-cycle costs (capital, operating, maintenance and renewal costs) over the 60-year appraisal period.

Capital costs

8.14. The costs in this Economic Case are taken from TfL Business Case Model cost estimates in 2016 prices with optimism bias applied to infrastructure costs. The BCM tool also produces outturn costs for business planning purposes.

8.15. The estimated capital cost for the scheme have been calculated based on the South London Rail Stations Study from 2014, updated to 2016 prices using the latest observed construction inflation index. The estimated costs of delivering Camberwell National Rail station (excluding Optimism Bias) are set out in Table 10. This cost includes all construction elements, cost of construction of a four platform station, a booking hall, subway and lifts, scheme development costs and inclusive of a Risk Allowance. The costs of ticket machines, validators and other equipment has not been added at this stage as these are small and not material to the assessment of Value for Money of the reinstatement of a station at Camberwell.

Table 10: Capital Cost Estimates (2016 prices excluding optimism bias)

Item	CAPEX estimate (includes 20% risk allowance)	Price Base	Profile
Station Works [8 car]	£29.22m	2016	2021-2025 evenly spread
Risk [8 car]	£6.12m		2021-2025 weighted average of Station works and Risk spend
Station Works [12 car]	£30.68m		2021-2025 evenly spread
Risk [12 car]	£6.42m		2021-2025 weighted average of Station works and Risk spend
Possession Costs	£1.40m		2021 – 15%, 2022 – 25%, 2023 – 25%, 2024 – 25%, 2025 – 10%
Total Cost [8 car] =			£37m
Total Cost [12 car] =			£38.50m

8.16. The capital cost is estimated at £37m for an 8-car station, and £38.5m for a 12-car station in 2016 prices. This cost has been arrived at following discussions with Network Rail and is based on benchmarking of costs of other recently constructed comparable stations.



8.17. Two versions of the station have been included within the appraisal based on the operational scenario. For scenarios 1 and 2, a station capable of accommodating 8 car trains has been assumed with scenario 3 requiring platforms capable of accommodating 12 car trains. The latter has been costed by applying a 5% uplift to the 8-car station cost estimate.

Optimism bias

8.18. In line with BCDM guidance, the level of optimism bias applied within the appraisal is 66%. This is the upper bound of optimism bias for ‘non-standard’ civil engineering projects. This level of optimism bias is considered to be prudent given the level of scheme development and limited nature of cost risk assessment undertaken to date. Including Optimism Bias, the capital cost of construction is estimated at £61m for an 8-car station, and £64m for a 12-car station in 2016 prices.

Funding breakdown of capital cost

8.19. The BCR of the economic appraisal is presented whereby benefits are compared to the overall costs of the project (irrespective of who pays):

- i. Excluding Optimism Bias, for a 12-car station at least £35.5m of the total funding would need to be found from TfL or GLA sources and/ developer contributions; and
- ii. Up to £3m of the total funding is assumed from LB Southwark Borough CIL contributions.

8.20. The benefits of a National Rail station at Camberwell are assessed in terms of Transport Economic Efficiency benefits, comprising changes in user travel times, fares and journey ambience including effect on passenger crowding. At this stage of the analysis, the assessment of user benefits does not include health benefits from physical activity or reduction in road vehicle accidents.

Operating, maintenance and renewal costs

8.21. Operating costs have been estimated by London Overground at £416,000 per annum in 2016 prices as shown in Table 11.

Table 11: OPEX costs Excluding Optimism Bias

Item	Yearly Cost (2016 prices)
Infrastructure Maintenance & Operation	£200,000
Staffing	£175,000
Ticket Machines	£16,000
Oyster Validators	£10,000
Lifts	£15,000
Yearly Total	£416,000

8.22. Station maintenance and renewal responsibility would be passed onto Network Rail, and these costs will be incurred through the charges payable to Network



Rail, included within the operating costs.

- 8.23. No allowance has been made for renewal costs as these are assumed to be included within the Operating Cost figures presented above.
- 8.24. Retail Price Index (RPI) has been used to index the cost estimates throughout the appraisal period. The GDP deflator has then been applied to convert these into real costs for the appraisal prior to discounting to 2010.

Camberwell National Rail station demand and revenue forecasts

- 8.25. TfL's forecasting framework comprises:
- i. LTS – The London Transportation Studies (LTS) model, a strategic demand model which includes population and employment data (for base and future years) and represents the strategic public transport and highway networks. The LTS model is used to forecast the overall level and pattern of movement. The outputs of LTS are a public transport and highway demand matrix which, in turn, provide the inputs to Railplan (public transport);
 - ii. Railplan – TfL's strategic London-wide public transport network model
- 8.26. Model tests were undertaken in three distinct stages.
- i. Initial forecasts were undertaken which tested the new station in the Railplan Public Transport Assignment model.
 - ii. Revised forecasts were produced which included the specification of land use changes around Camberwell National Rail station with scenarios as agreed with LB Southwark in the LTS demand model and subsequent incorporation of revised demand matrices.
 - iii. A final stage of testing utilised the demand matrices from stage ii but also implemented various Forecasting Enhancements to produce the most accurate forecasts possible.
- 8.27. The LTS and Railplan models have been used to forecast the demand and benefits/impacts (generalised journey time savings).
- i. The forecast year used for the forecasting and appraisal is 2031 reflecting the London Plan and Mayor's Transport Strategy horizon year and the assumed full build out of development sites identified by Southwark in the Camberwell area to accommodate up to 4,627 homes without a station or up to 5,090 homes with a station.
 - ii. In Railplan, a 2 minute time penalty has been assumed for the additional station stop at Camberwell by Thameslink trains, evenly distributed on arrival and departure segments. This reflects standard Network Rail practice.
- 8.28. The appraisal is based on average weekday AM peak period (0700-1000) forecasts of demand, revenue and benefits. This is consistent with DfT guidance.



Transport scenario assumptions applied in Railplan

- 8.29. Table 12 below shows the train service specifications in the AM peak for the three transport scenarios for the reinstatement of a station at Camberwell that have been modelled in Railplan.

Table 12: Railplan Test Specifications

Transport Scenario	Catford Loop <> Thameslink Core	Catford Loop <> Blackfriars	Wimbledon Loop <> Thameslink Core	Total service frequency	Rolling Stock
1	4tph	-	-	4tph	8 car
2	4tph	-	2tph	6tph	8 car
3	4tph	-	2tph	6tph	12 car

- 8.30. It should be noted that Scenario 3 is not intended to represent a change from 8 to 12-car services across the wider network. As such an equivalent do minimum scenario also with 12-car assumptions has been produced to act as the baseline for this test.

LTS growth scenario assumptions

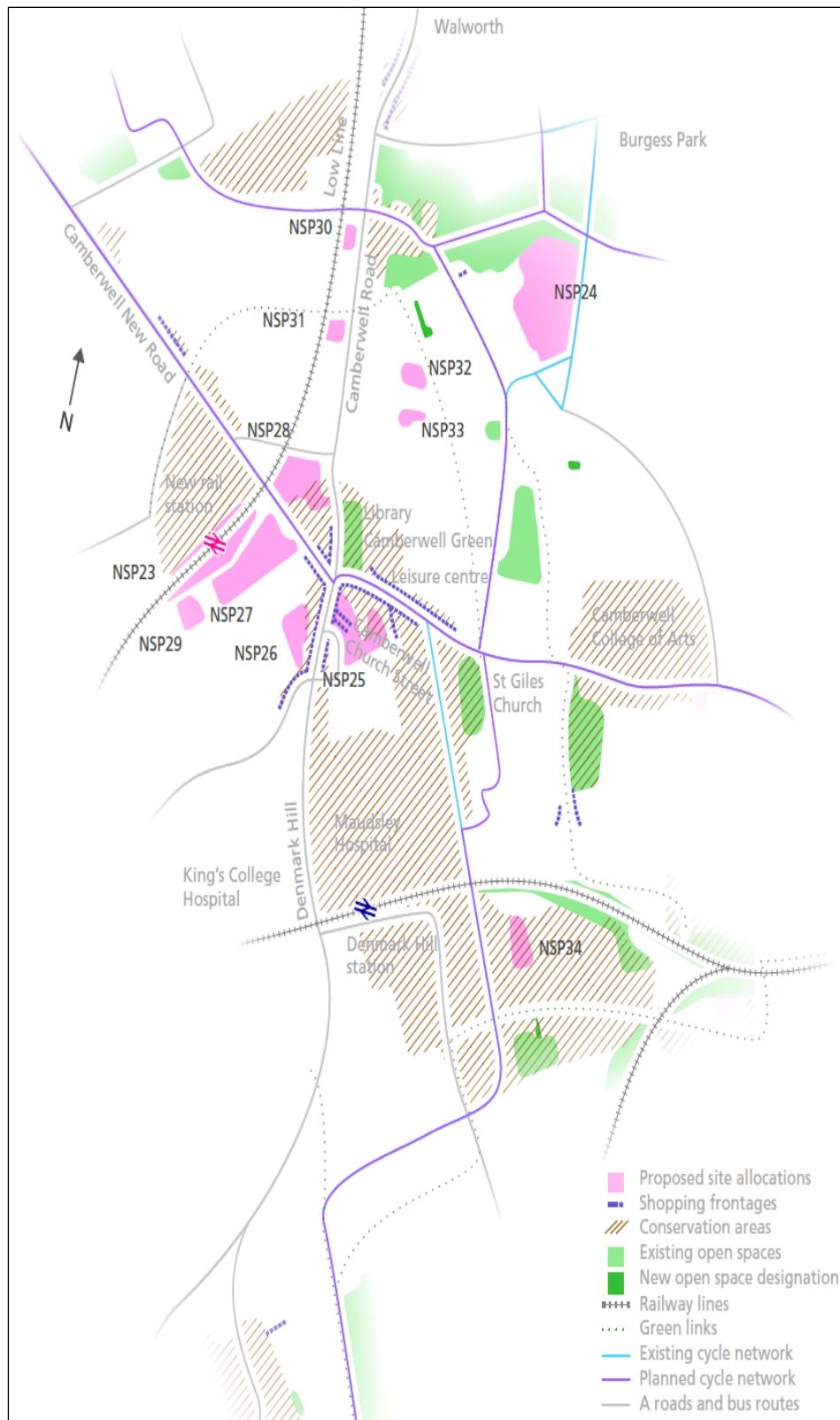
- 8.31. LTS tests allow different specifications of future land use changes. For this appraisal we have specified a net change in households (and therefore population) and jobs on the 2031 Committed Reference Case, with quantum of development and locations supplied by London Borough Southwark. Table 13 shows the input assumptions and resulting change in public transport trips for the AM peak period. The homes delivered are additional units above those already factored into LTS 2031 zones for LB Southwark in the Camberwell area.

Table 13: LTS land use scenarios tested

Scenario	Population	Homes	Jobs	AM Peak Period PT Trips	AM Peak Period PT Trips due to Station
Land Use A (no station)	4,634	2,109	330	1,138	-
Land Use A (with station)	5,097	2,320	330	1,328	190
Land Use B (no station)	6,183	2,833	393	1,606	-
Land Use B (with station)	6,802	3,116	393	1,787	181
Land Use Cmax (no station)	9,431	4,322	0	2,309	-
Land Use Cmax (with station)	10,374	4,754	0	2,509	200

- 8.32. Figure 27 shows the locations of the development sites that LB Southwark have identified in the draft New Southwark Plan in the Camberwell area that a station would have some impact on the scale of development that would be viable.

Figure 27: Development sites assessed with additional development factored into LTS land use scenarios

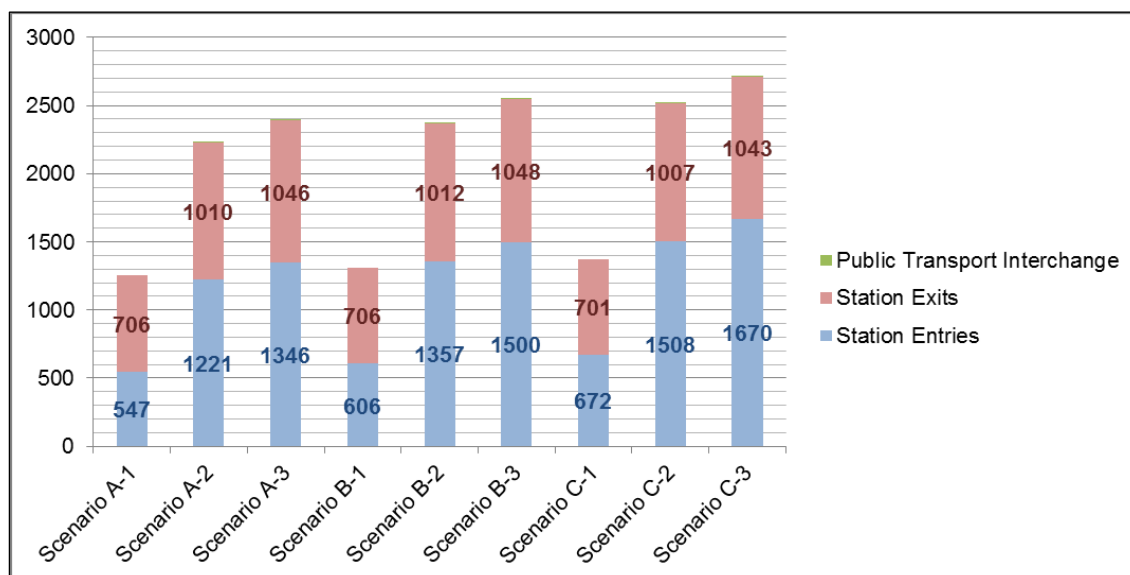


- 8.33. Land Use Scenario A assumes that development sites identified in Camberwell are developed to densities as set out in the draft New Southwark Plan, with decking over of the Go Ahead (New Southwark Plan Policy NSP 27) and Abellio Bus Garage (NSP 28) sites to either 2 storeys without a station and 4 storeys with a station.
- 8.34. Land Use Scenario B assumes the same for the Abellio Bus Garage site as for A, but that the half the footprint of the Royal Mail sorting office site is built on and all of Go Ahead bus garage is relocated with 4 storey development without a station and 8 storey with a station on both sites and other development sites are built out to slightly higher densities.
- 8.35. Scenario C assumes both bus garages are relocated, and 100% of the sorting office site is redeveloped with four storeys without a station and eight storeys with, and that an 8 storey development is built on the KIBA light industrial estate site in Lambeth to the south west of the proposed Camberwell National Rail station. Lambeth have indicated they wish to retain this in industrial use. Scenario C is intended to indicate the maximum development potential that would be theoretically possible to achieve in the Camberwell area, assuming that both bus garages and the Royal Mail sorting office could be relocated, which is by no means certain.

Camberwell National Rail station usage forecasts

- 8.36. The station matrix data showing the forecast number of passengers boarding and alighting at the reinstated Camberwell National Rail station in the AM peak in 2031 for each operational and land-use scenario is set out in Figure 28.

Figure 28: Modelled station usage Forecasts (Passengers in Modelled Period)



- 8.37. Key observations include:



- i. The change from 4tph to 6tph brings about the largest change in station use, with approximately a 125% increase in station entries
 - ii. The change to 12-car services brings in a much smaller increase in entries, of 10%
 - iii. Land use B with station option generates 1,787 additional public transport trips. In transport scenario 1, just 606 of these are using Camberwell National Rail station. In contrast, the increase to 6tph and 12-car rolling stock, encourages 84% (1,500) of these additional trips to be made using Camberwell National Rail station
 - iv. There are also a notable number of station exits in all scenarios, strongly indicating the station has a significant role in accessing attraction areas in Camberwell.
- 8.38. Select link analysis has been undertaken in Railplan to assess destinations that passengers entering Camberwell National Rail station to board Thameslink rail services would be travelling to. The majority of users entering the station have destinations in the City of London, particularly near City Thameslink station. Many users are also travelling to King's Cross St. Pancras International and across to Canary Wharf.

Fares revenue changes

- 8.39. The model has not explicitly considered revenue impacts. Additional revenue is generally considered within the present value of costs (PVC) and used to partly offset construction and maintenance costs. Given the location of the potential station in inner London, it is likely that most users of Camberwell National Rail station would be abstracted from other public transport modes, notably bus. While rail fares tend to be higher than bus fares in London, the likelihood of those living in inner London holding some sort of Travelcard is high.

The economic impacts of the Camberwell National Rail station reinstatement scheme have been assessed and this appraisal has been informed by DfT WebTAG guidance and TfL's BCDM

- 8.40. Two key objectives for the delivery of a reinstated station at Camberwell are to improve connectivity by public transport from the local area through reduced journey times compared to by bus, and to provide additional network capacity needed to support the delivery of between 2,414 (Land Use Scenario A) and 5,090 new homes (Land Use Scenario C) in the Camberwell area. Of these new homes, based on a methodology of uplifting housing by 10% in a with station scenario agreed with LB Southwark this means that for Scenario A, 241 dwellings are directly dependent on the delivery of the station, rising to 314 dwellings for Scenario B and 463 dwellings for Scenario C.
- 8.41. This means that, when forecasting the impact and benefits of the new station, the analysis takes account of the differential level of development in the Camberwell area that can be delivered with the scheme compared to without a station.

Journey time changes resulting from a reinstated station

- 8.42. Journey time changes from TfL's Railplan model as a result of the reinstated station at Camberwell have been used to estimate the benefits of the scheme. Model outputs have been aggregated at Borough level shown in Table 14. These show differences in journey times between the 'Do Minimum' (no station, committed TfL Business Plan investment) and the 'Do Something' (delivery of Camberwell National Rail station) assignments for a single modelled year of 2031.

Table 14: Summary of changes in travel times in 2031 in the AM peak for each land-use and operational scenario for Boroughs served by Thameslink services and for Kent compared to the Do Minimum (no station) alternative

Land Use Scenario	A			B			Cmax		
	Sc. 1	Sc. 2	Sc. 3	Sc. 1	Sc. 2	Sc. 3	Sc. 1	Sc. 2	Sc. 3
Transport Scenario	<i>4tph 8-car</i>	<i>6tph 8-car</i>	<i>6tph 12-car</i>	<i>4tph 8-car</i>	<i>6tph 8-car</i>	<i>6tph 12-car</i>	<i>4tph 8-car</i>	<i>6tph 8-car</i>	<i>6tph 12-car</i>
Origin Borough									
Lambeth	-2,655	-369	-1,355	-2,891	-86	-3,031	-2,137	-51	-1,830
Southwark	-178	-3,525	-3,839	-324	-4,473	-5,130	-517	-5,397	-6,698
Lewisham	1,561	1,603	3,055	1,596	1,582	2,911	1,731	1,824	3,166
Merton	-132	1,361	1,510	-337	1,065	1,270	-292	1,205	1,394
Sutton	-464	216	323	47	703	841	-130	542	643
Bromley	2,448	3,194	10,832	2,237	3,097	10,362	2,511	3,499	10,839
Kent County	4,304	4,834	9,966	4,504	5,023	10,018	4,460	5,146	10,018
Total	5,908	8,941	21,757	6,480	8,960	19,269	3,985	5,853	16,733

- 8.43. The overall impact across the rail network in all scenarios is one of disbenefit, with the impact on existing users of Sevenoaks Thameslink corridor (and future users once some services are extended to Maidstone East) outweighing that for new users and existing users local to Camberwell.
- 8.44. These local positive and wider adverse spatial journey time impacts are shown in Figure 29 and Figure 30, with green representing areas that would see journey time improvements and red showing areas that would experience longer journey times.

Figure 29: Example map for Scenario B to show changes in journey times in 2031 in the AM peak across South London arising from reinstated station at Camberwell

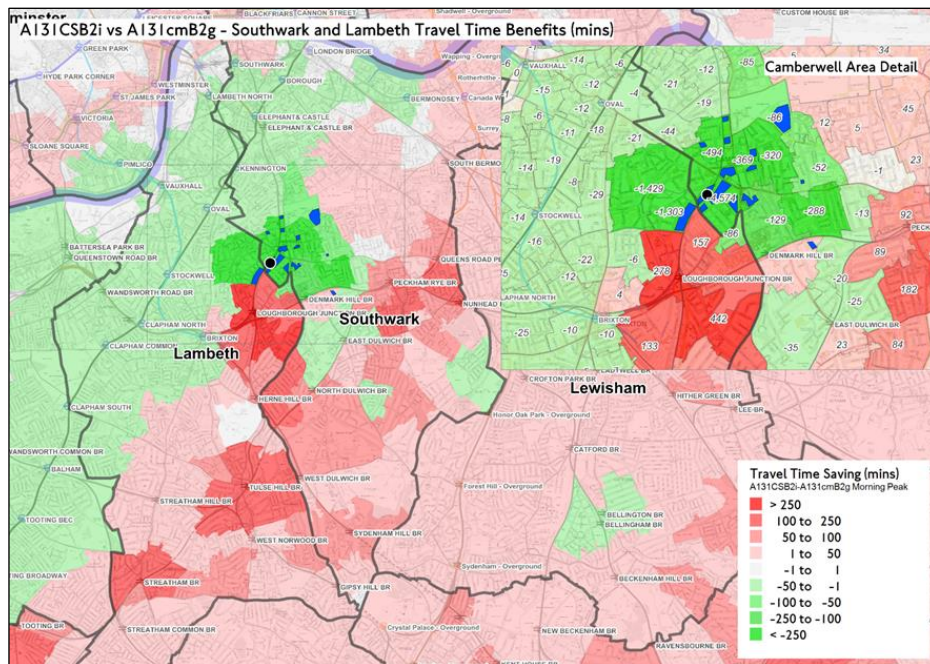
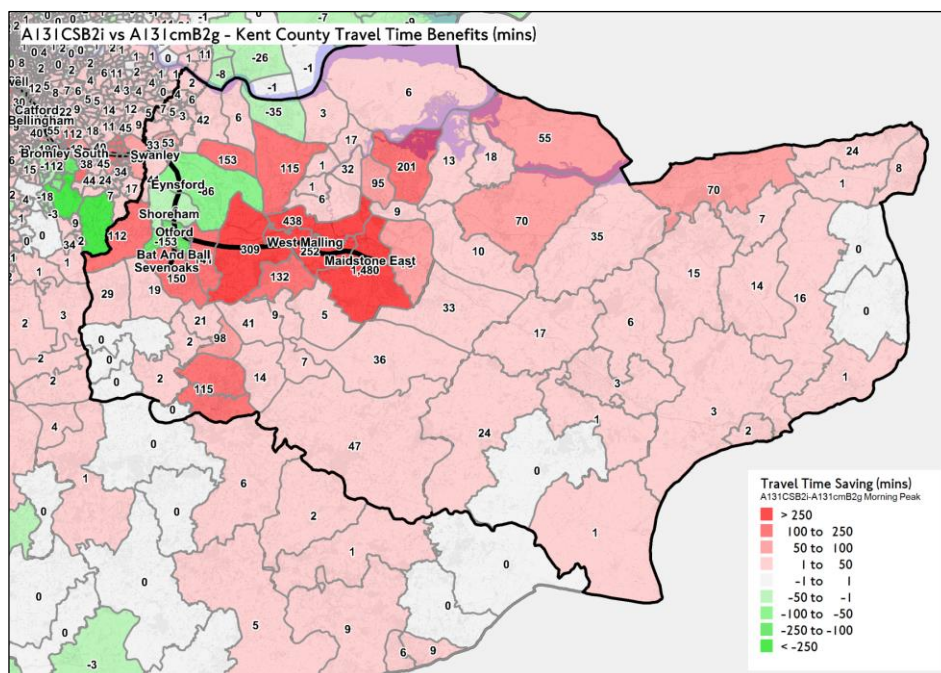


Figure 30: Example map for Scenario B to show changes in journey times in 2031 in the AM peak across South east London and Kent



8.45. The two-minute time penalty associated with the additional stop being made at Camberwell National Rail station results in a decrease of approximately 500 rail users in the Bromley area, to switch to alternative routes to London Bridge and London Victoria using Southeastern services. A further 250 users (approximately) change at Peckham Rye and change to use northbound Overground and bus services.



- 8.46. There is a slight reduction in rail volumes on the Wimbledon Loop, due to the two-minute stopping penalty at Camberwell. In comparison with the Catford line these numbers are very small, as proportionately the time penalty is less in terms of overall journey time on this line and there are also fewer alternative routes into London. This reduction is not seen in scenario 1 (4tph 8-car stock), as no Wimbledon Loop services stop at Camberwell.
- 8.47. In terms of impacts on bus passenger numbers, reinstatement of Camberwell National Rail station alleviates the bus routes towards Elephant & Castle and London Victoria via Oval and Vauxhall. The corridors between Brixton and Oval also have slightly reduced bus usage.
- 8.48. There is a slight increase in bus users from Peckham, northbound to Elephant & Castle. This will be due to the two-minute penalty for rail users of the Catford lines, however this switch in modes is very minimal. There is also a slight increase in bus usage around Denmark Hill for Camberwell National Rail station access.

Approach to assessment of transport user benefits

- 8.49. Railplan model outputs cover the 3h morning peak period (0700-1000). These have been annualised using BCDM London Underground annualisation factor of 1.076. Similarly, BCDM all day purpose splits of 6% business, 56% commuting and 38% leisure have been used.
- 8.50. Marginal external costs (MEC) have been derived from changes in car-km observed in each of the LTS runs associated with the different land use scenarios. MECs considered within the assessment include:
- i. Road decongestion;
 - ii. Infrastructure;
 - iii. Changes to quantum of accidents;
 - iv. Air quality;
 - v. Noise;
 - vi. Greenhouse gas emissions (GHG); and
 - vii. Changes to indirect taxation.
- 8.51. The MEC rates used are based on DfT WebTAG guidance.

The economic appraisal of the nine scenarios demonstrates a negative economic case, with transport costs outweighing benefits over the appraisal period

Results of assessment of transport user benefits

- 8.52. As outlined in previous sections, for each operational (1, 2 & 3) and land-use (A, B and C) scenario cost and benefits have been profiled over the 60-year appraisal period, grown and indexed with RPI and presented in 2010 PV. A summary of the increase or reduction in journey times and the Present Value of Costs and the Present Value of Benefits for TfL and DfT Values of Time (VoTs) and initial BCRs in TfL and DfT VoTs are presented in Table 15.



8.53. The journey time change outputs have been split between journey time changes accrued by existing users and new users, with new users experiencing half the benefit (Rule of Half).

Table 15: Summary of assessment of transport user impacts

Scenario	JT Change Existing Users (3h AM Peak hours)	JT Change New Users ¹⁸ (3h AM Peak hours)	PVC	PVB (TfL)	Initial BCR (TfL)	PVB (DfT)	Initial BCR (DfT)
A1	103	-9	£45.44m	-£26.68m	-0.59	-£23.55m	-0.52
A2	162	-13	£45.44m	-£42.59m	-0.94	-£37.61m	-0.83
A3	371	-15	£47.26m	-£101.84m	-2.16	-£89.92m	-1.90
B1	108	-10	£45.44m	-£29.95m	-0.61	-£24.67m	-0.54
B2	159	-15	£45.44m	-£41.26m	-0.91	-£36.43m	-0.80
B3	329	-17	£47.26m	-£89.17m	-1.89	-£78.73m	-1.67
C1	72	-11	£45.44m	-£17.49m	-0.38	-£15.44m	-0.34
C2	114	-17	£45.44m	-£27.87m	-0.61	-£24.61m	-0.54
C3	294	-20	£47.26m	-£78.40m	-1.66	-£69.22m	-1.46

8.54. These results suggest that:

- i. The present value of costs (PVC) is of a similar order for all options, at between £45.4 and £47.3m PV.
- ii. The present value of benefits (PVB) is negative for all options for both TfL and DfT Values of Time, indicating that disbenefits to existing passengers of longer journey times resulting from an additional call at Camberwell significantly outweighs the journey time saving benefits to new users of Camberwell National Rail station.
- iii. Using TfL Values of Time, the scale of PVB disbenefits range from -£17.5m (Option C1) to -£102m PV (Option A3).
- iv. Using DfT Values of the scale of PVB disbenefits range from -£15.5m (Option C1) to -£90m (Option A3).
- v. Accordingly, none of the options appraised produce a positive initial BCR. While new Camberwell National Rail station users experience a journey time benefit, this is not enough to offset the time penalty all other Thameslink passengers experience.

8.55. Option performance increases from Land Use Scenario A to Land Use Scenario C. Land Use Scenario C considers potential development around the station to be about double the development of Land Use Scenario A which leads to an increase in the number of boarders at the stations and therefore those experiencing a net journey time benefit.

¹⁸ Rule of Half included within the numbers presented



- 8.56. Within the operational scenarios, scenario 1 performs best in all three land use scenarios. Operational scenarios 2 and 3 consider 6tph, and therefore impose a time penalty on a larger number of Thameslink users.
- 8.57. Operational scenario 3 (12-car trains along at 6tph frequency) performs significantly worse than operational scenario 2. The introduction of longer trains in the DM and DS increases capacity significantly, which is likely to have been taken up by passengers from outer London / Kent, so that there is more demand in the Do Minimum. As a result, this leads to a greater number of passengers being delayed by the additional stop at Camberwell, with the increase in demand at Camberwell being unable to compensate for this.

Assessment of Wider Economic Impacts

- 8.58. Agglomeration calculations attempt to quantify productivity changes that result from increased clustering of business activity, and better matching between business needs and skills availability. Agglomeration benefits are reported at Local Authority level and are calculated using WebTAG Guidance.
- 8.59. Imperfect competition benefits quantify the increase/decrease in output by firms resulting from changes in transport costs. They represent the welfare gain achieved as consumers' willingness to pay for the increased output will exceed that of producing it.
- 8.60. Labour supply impacts consider commuting costs as factor for an individual to join/leave the workforce. If commuting costs reduce this may incentivise an individual to join the workforce and labour supply impacts quantify the taxation impact of individuals joining/leaving the workforce.
- 8.61. A bespoke spreadsheet model for assessment of WEIs has been used. This follows WebTAG guidance and is described in greater detail in the following section
- 8.62. The data requirements for each of the WEIs considered is summarised in Table 16 below.

Table 16: Data requirements by WEI

WEI	Data requirement	Source
Agglomeration	Changes in generalised costs and demand by origin-destination pair	Railplan
	Local GDP per worker by Local Authority District (LAD)	DfT Wider Impacts Dataset
	Sectoral Employment Forecasts by LAD (Construction, Manufacturing, Consumer services and Producer services)	
	Agglomeration parameters by industrial sector	
Imperfect Competition	Changes in generalised costs and demand by origin-destination pair	Railplan
Labour Supply Impacts	Average workplace earnings, average National GDP per worker and index of productivity per worker by LAD	DfT Wider Impacts



WEI	Data requirement	Source
	Labour supply impacts parameters	Dataset

8.63. Changes in generalised costs and demand by origin destination pair have been supplemented with the DfT Wider Impacts dataset. To be consistent with the BCR calculations, WEI calculations exclude any impacts from outside the GLA and Kent.

Wider Economic Impacts results

8.64. The single year estimate for each scenario has been profiled over a 60-year appraisal period, discounted to 2010 at a rate of 3.5% per annum for 30 years from appraisal year and 3.0% for the remainder of the appraisal period. To be consistent with the BCR calculation, the level of WEI benefit assumed in the opening year (2026) has been assumed to be 90% of the modelled year estimate.

8.65. Results of the WEI of reinstating Camberwell National Rail station are shown in Table 17 and largely mirror the patterns observed in the initial BCRs – with WEIs all negative. This is expected as both sets of calculations use the same Railplan outputs as part of their inputs.

Table 17: Summary of assessment of Wider Economic Impacts over 60 year appraisal period

Test ID	60 Year Total	PVB (TfL VoT)	WEI / PVB
A1	-£58.77m	-£26.68m	220%
A2	-£62.79m	-£42.59m	147%
A3	-£95.44m	-£101.84m	94%
B1	-£56.47m	-£29.95m	189%
B2	-£56.53m	-£41.26m	137%
B3	-£83.22m	-£89.17m	93%
C1	-£48.51m	-£17.49m	277%
C2	-£44.75m	-£27.87m	161%
C3	-£69.24m	-£78.40m	88%

8.66. As the overall change in generalised cost is negative (journey times are extended), the WEIs are negative too. The magnitude of the WEIs in proportion to the PVB range between 90%-283%. This represents a large proportion and can largely be attributed to the strategic nature of the model, and the small-scale intervention which is being tested in the context of the model.

8.67. The WEI results can be broken down by Local Authority, to show which areas along the Thameslink corridor are the biggest beneficiaries and losers from the

delivery of a reinstated station. Shows the results for option C1.

- 8.68. A large WEI benefit is experienced in Lambeth as result of increased connectivity for residents. Unusually, the benefit experienced by Southwark is modest. However, both Kent and Bromley experience an even greater scale of disbenefit as a result of the time penalty imposed on through passengers, which serves to act against agglomeration and a move to more productive jobs. The remainder of the boroughs experience very small changes, largely as a result of model noise.
- 8.69. This 'noise' can have a significant impact on results, particularly on WEIs, as very small changes in generalised cost get multiplied by very large numbers, namely the GDP of the areas being considered. The station is located in inner London, therefore train services stopping at Camberwell are travelling through an area of high employment density with relatively high GDP. Within those affected by the time penalty imposed by Camberwell National Rail station, there are a large proportion of commuters. This amplifies the agglomeration disbenefits, as the agglomeration calculations only consider business users and commuters. In addition, the time penalty imposed by the additional stop encourages minor shifts in journeys which added together can have a significant impact.
- 8.70. A sensitivity test has been undertaken that shows by screening out model 'noise', whereby changes in generalised cost between the DM and DS smaller than 0.1% have been screened out, the negative WEIs would be reduced by an average of 42%.

Assessment of Land Value Uplift

- 8.71. Real estate advisors Carter Jonas, working with LB Southwark and TfL were commissioned to provide indicative Gross Development Value (GDV) assessment of sites around the site of the proposed Camberwell National Rail station.
- 8.72. Carter Jonas undertook a simple GDV assessment of the developments to provide an understanding of the potential land value uplift associated with the dependent development. The GDV assessment set out in is based on comparable transactions for new build developments nearby with the following assumptions:
- i. A total of 410 units considered;
 - ii. 40% affordable units higher than the policy compliant 35%). These are assumed to be cost neutral and therefore do not contribute towards the GDV;
 - iii. Dwellings based on 8 storeys;
 - iv. Building rate of 135 dwellings/ha with a sensitivity of 215 dwellings/ha;
 - v. Development mix assumed to be 40% 1 beds, 44% 2 beds and 16% 3 beds; and
 - vi. Sales value as per Bellway Elmington Green 2015



Table 18: GDV Assessment result

	Go Ahead Garage and RMSO	Abellio Bus Garage	Total
Gross Developable Area (ha)	1.77	1.27	3.04
Dwellings total [no. excl. affordable]	239 [143]	171 [108]	410
1 bed flats [value, £ '000s]	57 [380]	41 [380]	
2 bed flats [value, £ '000s]	63 [500]	45 [500]	
3 bed flats [value, £ '000s]	23 [690]	16 [690]	
Total GDV ('000s)	69,000	49,150	118,150

Note: Lambeth KIBA not assessed, on basis that Lambeth are keen on retaining local employment sites, and that site location is as close to Loughborough Junction station as proposed Camberwell site.

- 8.73. Under a higher build-rate scenario the (215 dwellings) the total dwelling number would be 653 and the GDV £188m.
- 8.74. Based on the assumptions above the total GDV for the dependent development is £118.15m. This represents to gross value of the development. To estimate the LVU, it is necessary to make assumptions on:
- i. The potential return that the developer will be seeking. Typically, developers will seek a return of 15-20%. Assuming a 20% return the LVU could be valued up to £23.6m;
 - ii. The number of dwellings that can be considered dependent. It is unlikely that the full development could be considered dependent and, in line with the LB Southwark / TfL assessment presented in Table 4.4 an assumption that around 50% of the development was dependent is a more reasonable working assumption. This would provide a LVU estimate associated with dependent development of £11.8m.
- 8.75. LVU represents the difference in value of land between old and new uses and it is important to note that in line with guidance LVU is not an additional benefit that can be considered within the BCR. It can be reported within the strategic case and used as an argument to support the scheme but cannot be included within the economic case.

Conclusions

- 8.76. The results of the economic appraisal of transport user benefits show that none of the options generates a positive initial BCR. While the magnitude of the disbenefits varies between options, the journey time benefits experienced by users boarding and alighting at Camberwell are not enough to offset the time penalty imposed on large volumes of passengers travelling on Thameslink services from further afield, particularly on the services from Sevenoaks and Maidstone East in Kent.

- 8.77. Wider economic impacts considered within the assessment include agglomeration, labour supply impacts and imperfect competition. Reflecting the transport user benefits appraisal, none of the options provides positive wider impacts. The initial results from the wider impacts assessment showed very large disbenefits. A sensitivity test removing some of the model noise showed that these significantly decrease if very small changes in generalised cost are screened out
- 8.78. LVU has been estimated based on the GDV assessment undertaken by property consultants Carter Jonas. The GDV assessment valued the potential development around the station based on sales of similar types of properties in similar areas. It concluded that the change in land use could generate a LVU of around £12m.
- 8.79. In terms of value for money, in transport benefit terms, the reinstatement of a station at Camberwell therefore represents poor Value for Money with negative BCRs ranging from -0.34:1 to a high growth low train frequency scenario (C1) to -1.9:1 for a low growth high operational capacity and frequency scenario (A3).
- 8.80. Due to the relatively modest amount of new development directly enabled by the reinstatement of the station at Camberwell, the regeneration case for the scheme continues to require further work, in particular on growth potential, and the Land Value Uplift of £12m is modest compared to other growth enabling schemes appraised by TfL.



9. Financial Case

Section Summary:

The estimated capital cost of the scheme, excluding OB, is £37m for a station accommodating 8-car trains, in 2016 prices.

Assuming that funding from BCIL is secured, the current funding gap is between £36m and £33m (2016 prices) with no obvious ways of closing it.

Project costs

- 9.1. The estimated capital cost of the scheme, excluding OB, is £37m for a station accommodating 8-car trains in 2016 prices. In line with the BCDM guidance, the level of OB applied within the appraisal is 66%. The capital cost including OB is therefore £80m in 2016 prices.
- 9.2. An important factor in determining whether the delivery of the scheme is feasible is the position of Network Rail, Department for Transport (DfT) and Thameslink (the franchisee) towards the scheme. The ability and desire of Thameslink to stop the trains at Camberwell National Rail station on the proposed service patterns needs to be assessed. This may require a contractual variation, which may have an associated cost. Outputs from Railplan modelling on the number of entries into and exits from the station, and the associated revenue generated, will be important to determine the feasibility of the scheme and the project cost.

Funding

- 9.3. The following funding sources have been considered for this scheme:
 - i. **Public sector funding via TfL and/or GLA** – grant, Mayoral Community Infrastructure Levy (MCIL) and Business Rates Supplement (BRS)
 - ii. **Funding from taxes on new development** – Borough Community Infrastructure Levy (BCIL), business rates, direct developer contributions and land value uplift assessment
 - iii. **Other funding** – a contribution from Network Rail

TfL/GLA Funding

TfL Growth Fund

- 9.4. The Mayor and his team signalled a clear intent to continue the use of the Growth Fund to support transport projects that unlock housing development. The TfL Business Plan includes an extra £200m for the Growth Fund up to 2021/22. TfL is currently working to develop a longlist of potential schemes for the additional funding. This will be considered by the GLA Growth Board and the TfL Board later this year and funding allocations will be made.
- 9.5. There are four criteria that a project applying for the Growth Fund funding should meet:

- i. Directly unlocks homes and jobs
- ii. Able to unlock a wider funding package and leverage contributions from third parties, boroughs and other sources
- iii. Is delivered within reasonable timescales
- iv. Aligns with other Mayoral priorities, TfL programmes and/or GLA regeneration investment

GLA funding

- 9.6. The Mayor has the power of charging MCIL on new development across London and using proceeds to fund strategic transport infrastructure. MCIL came into force in April 2012 for the purposes of securing a contribution towards the Crossrail project. The Mayor intends to extend the use of his CIL beyond the requirements of the original Crossrail project in order to secure funding for the Crossrail 2 project, if it goes ahead. If however, Crossrail 2 does not proceed, the Mayor will apply the MCIL proceeds to fund other strategic transport projects for which there is a significant funding gap. Given that the Camberwell National Rail station project does not fall into the definition of a strategic transport project, it is unlikely that MCIL could be used in its funding.
- 9.7. The Mayor has the power to levy a 2 pence business rates supplement (BRS) on London businesses that have rateable value of greater than £55,000. Similar to MCIL, the BRS proceeds are directed towards funding the Crossrail project, contributing £4.1bn to the funding package. BRS is also earmarked as a funding stream for the Crossrail 2 project, once the Crossrail debt that BRS supports is repaid. It is difficult therefore to envisage BRS being used in funding projects other than the strategic, cross-London schemes, such as Crossrail and Crossrail 2.

Funding from dependent development

- 9.8. LB Southwark identified a number of sites that the borough considers as being suitable for development, and which can be defined as dependent on the Camberwell National Rail station project. The borough developed a number of possible development scenarios to illustrate the extent of the additional new development.
- 9.9. Scenario A assumes the New Southwark Plan development capacities are delivered. Scenario B pushes these slightly higher and includes the two bus garage sites – Abellio and Go Ahead Garages. It is assumed that development would occur on top of the bus garages. Scenario C assumes that the two garages are relocated and more development can occur on their sites. Summary of dependent residential development under the three scenarios are presented in Table 19 below.



Table 19: Dependent residential units

	Scenario A	Scenario B	Scenario C
Residential units	240	310	460

- 9.10. The two bus garages represent an opportunity, subject to ensuring that either redevelopment above the garages is possible, whilst the operational activities at ground level continue or that the garages can be relocated and their former sites released for a full redevelopment.

Borough CIL

- 9.11. LB Southwark is in the process of updating its BCIL charging schedule. The changes will lead to modest increases in rates across different land uses.
- 9.12. The borough identified the above dependent development as being potentially suitable for seeking BCIL contributions towards a reinstated Camberwell National Rail station. The two bus garage sites appear to be located on either side of the road that separates BCIL charging zones 2 and 3. The Go Ahead bus garage appears to be located within the borough's charging zone 2, with the proposed residential BCIL rate of £218/sq.m, and the Abellio bus garage appears to be located within the charging zone 3, with the proposed residential BCIL rate of £54/sq.m.
- 9.13. On the assumption that 50% of the additional development could occur within the charging zone 2 and 50% within the charging zone 3, and that 50% of development will be affordable, the potential BCIL that could be raised from the dependent development is between £1.4m and £2.8m (2016 prices). Table 20 summarises the potential BCIL liabilities.

Table 20: Potential BCIL liability on dependent development

(£m, rounded)	Scenario A	Scenario B	Scenario C
BCIL from charging zone 2	1.2	1.5	2.2
BCIL from charging zone 3	0.3	0.4	0.5
BCIL Total	1.4*	1.9	2.8*

* rounding

Business rates

- 9.14. There is a limited commercial development potential on the back of the station re-opening. There are some small-scale opportunities in the railway arches next to the station. These are currently occupied by 10-12 motor vehicle repair units. If the station is re-opened, the arches could become suitable for retail/food/drink uses, with higher rateable values and higher business rates liability. However, the sums generated are unlikely to be material for the purposes of the scheme funding.
- 9.15. The Government is in the process of devolving business rates to local authorities as a replacement for grant funding. The 33 London boroughs, along with the GLA, are currently in the process of determining how the new arrangements will operate in the capital. The Government is keen to incentivise



business growth, and as part of the rates devolution there is likely to be a way for local authorities to retain a proportion of business rates proceeds resulting from commercial growth. How this will work in practice is yet unknown and it is not possible to estimate whether borough-wide business rates will play a role in funding this scheme.

Developer contributions and land value uplift

- 9.16. The Economic Case discussed the work done by CBRE/Carter Jonas to estimate the gross development value and the land value uplift resulting from the station opening on the two bus garage sites. The advisors estimated that the value uplift on the two sites associated with the station opening is in the region of £10m under development scenarios A and B, if the bus garages are retained at the ground level, and in the region of £15m under scenario C, if the bus garages are relocated.
- 9.17. At present there are no mechanisms open to TfL to extract this value uplift, but it is important to recognise the fact that value uplift is likely to occur and without appropriate mechanisms, it would flow to the landowners and possibly the developers. There is a question of whether the developers/landowners could be asked to contribute towards the station construction through a voluntary contribution, however the amount is unlikely to be significant.

Workplace Parking Levy

- 9.18. TfL is looking at workplace parking levy as a potential funding option for a number of schemes across London. The GLA/Mayor are generally supportive of this work, as long as it is progressed in cooperation with the relevant local authorities, who would be responsible for implementation. There is significant lead-in time to implement WPL and it may not be the right funding option for the Camberwell station. Should there be an appetite to explore WPL as a funding option further, this could be reviewed as part of the next stage of funding package development.

Other funding (Network Rail)









- 9.19. Camberwell National Rail station is owned by Network Rail (NR) and, if reopened, would become NR's maintenance responsibility. At present, this project is regarded by NR to be a third party-promoted scheme, which means no NR funding has been allocated to the project.


Funding summary

- 9.20. TfL reviewed a number of funding sources that could potentially make a contribution towards the project cost. A contribution from some sources, e.g. TfL Growth Fund and BCIL, is possible, but not yet committed. Other funding sources that were reviewed are unlikely to make a significant contribution.
- 9.21. Table 21 below summarises the reviewed funding sources and the scale of possible contributions.



Table 21: Summary of funding sources reviewed

		£m (2016 prices), rounded
	Project cost	37 (67 with Optimism Bias)
	<i>less</i>	
	TfL Growth Fund	TBC
	BCIL	1 – 3
	Subtotal funding	1 – 3
	Funding gap	36 – 34
	<i>Other possible funding sources</i>	
	MCIL	n/a
	BRS	n/a
	Business rates	n/a
	Developer contributions/LVC	n/a
	Workplace Parking Levy	n/a
	NR contribution	n/a

 Most likely to make a contribution

 Unlikely to make a contribution

- 9.22. Assuming that funding from BCIL is secured, the current funding gap is between £34m and £36m (2016 prices) with no obvious ways of closing it.

10. Commercial Case

Section Summary:

The Commercial Case provides details on the commercial structure, procurement approach, and accounting implications of the project

- This section sets out how TfL and Network Rail would approach procurement and commercial aspects of this project
- TfL has a range of procurement strategy and sourcing options
- TfL and Network Rail have substantial experience of delivery of complex railway projects, which could be applied to the procurement, funding and financing of a reinstated Camberwell National Rail station
- TfL and Network Rail would achieve efficiencies by using our extensive previous experience gained from similar projects such as delivery of new stations on the London Overground
- In addition to internal staff, consultancy support would be required to support future scheme development and consents process

TfL and Network Rail would ensure best practice is adopted in the construction and operations of the project

- Methods for the mitigation of construction impacts will be investigated
- TfL and Network Rail utilise supply chains from across the UK – work on this scheme would support jobs outside of London

The Commercial Case provides details on the commercial structure, procurement approach, and accounting implications of the project

This section sets out how TfL and Network Rail would approach procurement and commercial aspects of this project

- 10.1. The procurement and construction of major infrastructure projects is an area TfL and Network Rail have extensive experience in, with construction works having been undertaken across a multitude of projects in constrained and heavily populated areas of London, such as Crossrail, DLR extensions, major station schemes such as King's Cross St Pancras and Green Park. This section sets out how TfL and Network Rail would approach procurement and commercial aspects of this project.

TfL has a range of procurement strategy and sourcing options

- 10.2. The scheme is being promoted by the London Borough of Southwark with the assistance of TfL and close input from Network Rail. The project would continue be developed through close working with these partners, and we would also seek to more closely engage the London Borough of Lambeth in due course.
- 10.3. It is expected that the construction stage of the project would be led by Network Rail, as the owner and provider of Britain's National Rail



infrastructure. At this time the potential location of worksites has not been determined and hence the need for Compulsory Purchase powers beyond the boundary of railway land is unknown, although any future Transport and Works Act Order process would in any case address this issue.

TfL and Network Rail have substantial experience of delivery of complex railway projects, which would be applied to the procurement, funding and financing of a reinstated Camberwell National Rail station

- 10.4. TfL and Network Rail are experienced organisations, with successful track records of procuring and managing railway enhancement works (such as the construction and/or improvement of new sections, including stations, of the London Overground, and Crossrail 1).
- 10.5. If the scheme progresses and further details concerning the design of the deck are determined, a procurement strategy would be developed which can incorporate the necessary design aspects, the operation and management approach, and the funding and financing approach to the scheme given the potential sources of funding as covered in the Financial Case. The risks associated with each element will be a consideration in the approach taken to procuring both construction and maintenance work on the deck.
- 10.6. Dependent on the form of contract, an assessment of the likely accounting treatment of any commercial structure under ESA95/10 would need to be undertaken to determine whether the project is likely to be treated as “off budget” and therefore whether liabilities would score towards TfL’s borrowing.
- 10.7. All potential suppliers would be required to consider the Mayor of London’s Responsible Procurement Policy in their bid as part of any Invitation to Tender (ITT) for the design and build contract.

TfL and Network Rail would achieve efficiencies by using our extensive previous experience gained from similar projects such as delivery of new stations on the London Overground

- 10.8. TfL with Network Rail has constructed new and elevated London Overground stations at locations such as Imperial Wharf and Haggerston. Both organisations would also seek to incorporate best practice from their approaches to railway works and procurement given the larger volume of railway capital infrastructure works the agency undertakes across the country by Network Rail.

In addition to internal staff, consultancy support will be required to support future scheme development and consents process

- 10.9. It is anticipated that consultancy support would be required in the following areas. Some support has already been given under iv) and v) at this stage of the project’s development:
 - i. Legal
 - ii. Environmental Impact Assessment



- iii. Engineering
- iv. Transport Planning
- v. Planning and Socio Economics
- vi. Architecture and Urban Design
- vii. Cost Estimating
- viii. Property Surveyors/Land referencing

TfL and Network Rail would ensure best practice is adopted in the construction and operations of the project

Methods for the mitigation of construction impacts will be investigated

- 10.10. An EU-compliant procurement route following the Competitive Dialogue procedure, under the Public Contracts Regulations 2006, can be adopted to enable TfL to obtain certainty that the Contractor is capable of developing a compliant design.
- 10.11. Throughout a procurement process for construction, and operations/ maintenance, TfL and/or Network Rail would undertake bi-lateral discussions with selected Contractors to seek views on the proposed procurement route, contract form and risk allocation.
- 10.12. In addition, legal resource would be procured to provide commercial advice and contract drafting support, whilst Insurance advice would enable determination of the most cost-effective means of insuring risk during construction and operations.
- 10.13. As a public body, TfL has to meet the requirements of the Mayor of London's Responsible Procurement Policy consisting of the following themes:
 - i. Environmental Sustainability
 - ii. Supplier Diversity
 - iii. Community Benefits
 - iv. Skills and Employment
 - v. Sustainable Freight
 - vi. Fair Employment
 - vii. Ethical Sourcing
- 10.14. In compliance with the Mayor's responsible procurement policy, all potential suppliers will be asked to consider these elements in their bid as part of the Invitation to Tender (ITT) for any future project support or the design and build contract. Each appointed consultant or contractor will be subject to a supplier performance plan.
- 10.15. It is understood that Network Rail operates similar requirements.



TfL and Network Rail utilise supply chains from across the UK – work on this scheme would support jobs outside of London

- 10.16. Although TfL undertakes procurement for projects implemented in the capital, the wider benefits to the UK are extensive, with over 60,000 jobs estimated to be supported by services TfL procures from outside of London. The construction of the Leytonstone deck would add to the pipeline of capital investment that supports jobs across the UK.
- 10.17. The procurement strategy for this stage of the project would be refined and improved as the scheme is further developed.



11. Management Case

Section summary:

The purpose of the Management Case is to assess whether a proposal is deliverable

TfL would make full use of best practice within the company and from industry

At this early stage some key project assumptions have to be made

- At this stage the Management Case has been prepared on the basis of TfL's approach but this may change in due course if there is a change of project sponsor and delivery agency

Project risk would be actively managed according to best practice principles and the stage the project is at

- In general, TfL considers the scheme relatively standard in terms of project risk given the company's extensive experience

TfL would ensure that strong project governance principles are followed and a clear organisational structure and roles are developed

- A strong internal governance framework would be followed

TfL and/or Network Rail would prepare an Assurance and approvals plan

- A comprehensive and robust project management framework would be applied, helping to ensure scope, cost and benefits are controlled

A Stakeholder Management Plan would be prepared for the project - but prior consultation on the Bakerloo Line Extension has shown strong interest in a reinstated Camberwell National Rail station from the local community

The Project reporting regime would follow best practice principles

- TfL and/or Network Rail would develop programme controls supported by robust reporting processes

The purpose of the Management Case is to assess whether a proposal is deliverable

- 11.1. The Management Case reviews evidence from similar projects, sets out the project planning, governance structure, risk management, communications and stakeholder management, benefits realisation and assurance
- 11.2. TfL has extensive experience in developing, promoting and implementing significant infrastructure projects and securing necessary consents required.
- 11.3. This includes the development of new stations and upgrade of existing station on the London Overground and the modernisation and upgrade of stations on the Crossrail on the surface sections of the proposed Elizabeth Line.



At this early stage some key project assumptions have to be made

At this stage the Management Case has been prepared on the basis of TfL's approach but this may change in due course if there is a change of project sponsor and delivery agency

- 11.4. It is assumed that sufficient funding is available to support the planning and development stages of the project up to securing the necessary planning powers. TfL does not have a budget for the main design and build costs, but as identified in Section 4, there are a number of potential funding sources.
- 11.5. It is assumed that the land for the proposed route could be acquired through the Planning and Compulsory Purchase Act (2004).

Project risk would be actively managed according to best practice principles and the stage the project is at

- 11.6. If the scheme is further developed, more detailed plans would be developed and would be subject to further assurance and project controls, including a Quantified Risk Assessment to further improve forecast costs and the economic appraisal.
- 11.7. At this early stage of design, some aspects carry a high risk and hence the optimism bias of 66% for a non-standard civil engineering project has been applied. A quantified risk assessment (QRA) will be undertaken should the scheme be progressed, in order to provide more certainty on costs. Following submission of this business case, TfL will liaise with the Treasury / DfT to update the forecast costs following the completion of the QRA, and to agree a new working assumption on the level of optimism bias to continue to apply in future scheme appraisal.

In general, TfL considers the scheme relatively standard in terms of project risk given the company's extensive experience

- 11.8. This experience includes planning, procuring and constructing large-scale infrastructure project (including alongside Network Rail) such as Crossrail 1, Crossrail 2, the Northern line extension and London Overground extensions. The design and construction of these schemes has provided a wealth of contemporary and relevant comparators against which to benchmark, helping to guide proposed construction approaches for this scheme.

TfL would ensure that strong project governance principles are followed and a clear organisational structure and roles are developed

A strong internal governance framework will be followed

- 11.9. The Camberwell National Rail Station reinstatement project is currently overseen by a multi-body Steering Group, which is made up of representatives from across TfL and colleagues from Network Rail and the London Borough of Southwark.
- 11.10. Once the scheme is finalised and becomes committed, responsibility for its

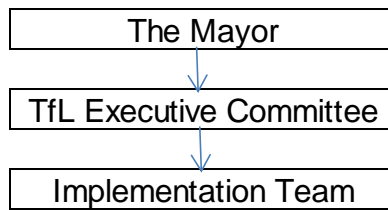


delivery should be taken over by Network Rail, as the delivery agency for and owner of Britain’s National Rail infrastructure.

- 11.11. As part of future scheme development, an Independent Peer Review Group (IPRG) may be established to provide independent expert scrutiny of the Leytonstone project. An IPRG would remain in place to undertake reviews on technical and engineering matters at key stages during the design, procurement and delivery of the project.

Figure 31: Internal governance structure

Based on TfL led project process



- 11.12. Some key future milestones for the project are shown in Table 22 below.

Table 22: Key project development milestones

Milestone Description	Date
Further feasibility – scheme development, modelling, construction methodology, finance and funding options	2017-2019
Planning, Design, Approval and Procurement	2029-2021
Construction and Testing	2021-2024 (depending on option)
Operation	2024

TfL and/or Network Rail would prepare an Assurance and approvals plan

A comprehensive and robust project management framework would be applied, helping to ensure scope, cost and benefits are controlled

- 11.13. The assurance and approvals process would follow TfL’s established project assurance procedures which include assurance at three levels: internal, Programme Management Office (PMO) and external.
- 11.14. TfL uses a number of mechanisms to improve the management of its major projects in order to help ensure the objectives and benefits of a scheme at inception are realised following implementation. TfL’s project management framework, known as ‘Pathway’, provides consistency in approach and the



tools required for planning and delivery teams, whilst retaining flexibility in its application to manage and control a project. Embedded into Pathway is a delivery assurance process using stage gates, upon which TfL utilises industry-leading external expertise to review and challenge all aspects of the project.

- 11.15. The number and timing of the stage gates are established by the delivery organisation, based on guidance in Pathway, and informed by a characterisation tool that considers such things as scale, complexity, novelty, project team experience and the strategic importance of the project. A number of Products are required to be completed to provide evidence at the stage gate that the project is fit to proceed to the next stage.
- 11.16. Products are outputs that are signed off by authorised individuals, and include such documents as project execution plans, risk management plans, project estimates and design compliance certificates
- 11.17. Underlying these stage gates are a number of assurance activities conducted by both TfL and the suppliers and include activities such as design reviews, safety assessments, risk reviews, commercial assessments, estimate validation, material testing, site inspections and product testing.
- 11.18. Rigorous assurance processes will provide close scrutiny and challenge of risk management and decision-making throughout the project
- 11.19. The PMO is part of TfL but is not accountable for delivery. These reviews are typically Integrated Assurance Reviews (IAR), staffed by a combination of PMO staff, consultant external experts (EE) or peer groups from outside the delivery organisation.
- 11.20. The EEs are selected on the basis of their relevant experience and suitability to the project under review. Each review is covered by a Terms of Reference that sets the scope and the brief to the EE, who is procured from a TfL consultancy framework. The Terms of Reference is based on the Pathway IAR Lines of Enquiry, aimed at generating a comprehensive review. Each Line of Enquiry includes up to 20 detailed challenges, devised to match the maturity of the project at its particular point in its lifecycle.
- 11.21. The Lines of Enquiry were developed as part of the Corporate Gateway Approval Process (CGAP) in 2008, following a comprehensive benchmarking process that assessed the assurance regimes in other organisations and the Office of Government Commerce who produced gateway processes and guidance (now part of the Cabinet Office). Some additions have been made since 2008, including more explicit challenges covering cost benchmarking following consultation with IIPAG.
- 11.22. The IAR report is considered by appropriate bodies prior to seeking authorisation. For projects over £50m the Finance and Policy Committee and Board are informed of the assurance reviews carried out. IARs are conducted at key stages of the project:
 - i. initiation;
 - ii. option selection;



- iii. pre-tender;
 - iv. contract award;
 - v. project close out;
 - vi. benefits delivery; and
 - vii. annual review (where no other IAR would happen within 12 months).
- 11.23. TfL also receives project review and assurance from the Independent Investment Programme Advisory Group (IIPAG), which report to the Mayor of London concerning TfL's Investment Programme. This includes all maintenance, renewal, upgrades and major projects (excluding Crossrail).
- 11.24. The involvement of the IIPAG is determined on both a risk based approach and a project value threshold. The IIPAG reviews are normally commissioned on projects with a value of £50m or more. The IAR process is as detailed above and the IIPAG then attends the Gate Review Meeting once the EE Interim Report has been produced. The IIPAG then produces its own reports, which are submitted at the relevant approval meetings alongside the PMO Report, based on its review of the IAR material and discussions at the final Gate Review Meeting.
- 11.25. TfL has the option of establishing an Independent Peer Review Group (IPRG). This approach has been followed for other major TfL projects, so given the scale of the Leytonstone decking project, this could warrant a similar approach. If appropriate, an IPRG can be set up for the scheme if further development of the project is approved. Initially it could oversee the refinement of delivery sub-options and review engineering feasibility studies and scheme appraisal undertaken.

A Stakeholder Management Plan would be prepared for the project - but prior consultation on the Bakerloo Line Extension has shown strong interest in a reinstated Camberwell National Rail station from the local community

- 11.26. The project team would be responsible for keeping internal and external stakeholders appropriately engaged and informed. In accordance, formal, minuted meetings with set agendas and actions would be arranged with all stakeholders.
- 11.27. This Stakeholder Management Plan would provide a brief on the objectives of the stakeholder engagement, target audience and methodology. This plan is under ongoing review and will be updated and expanded as necessary.
- 11.28. Stakeholder engagement has already been undertaken and there is strong support for the scheme from the local stakeholders.
- 11.29. The external stakeholders identified are summarised below:
- i. Boroughs
 - ii. Political Stakeholders
 - iii. Statutory Stakeholders



iv. Local Communities

The Project reporting regime would follow best practice principles

TfL and/or Network Rail would develop programme controls supported by robust reporting processes

- 11.30. These would align with the Project governance framework, integrating key stakeholder requirements, facilitating continuous monitoring, and incorporating accurate performance measurement. The purpose is to provide accurate project information in a timely way to ensure well informed decisions are made and appropriate action is taken.
- 11.31. The project management model would be designed to deliver a robust reporting regime, including:
 - i. Governance meetings which form part of the reporting process as the forum where performance issues are raised, possible mitigation is discussed and key decisions required are made; and
 - ii. Project reporting requirements would be fully defined, together with content requirements, target audience and timing.



12. Conclusions and Recommendations

Section summary:

This report concludes that a reinstated National Rail station at Camberwell would deliver local benefits but in overall terms would not be a good use of public funds at this time

At this time, it is not recommended that further work is done to develop the proposal

- While the provision of the station would clearly improve connectivity to surrounding areas, and central London, the lack of development opportunities and negative impact on existing rail users currently outweigh the benefits to Camberwell. This would make any decision to proceed with this project on the current basis questionable in terms of the use of increasingly scarce public funds.
- The capital cost of the scheme is not currently fundable within the current TfL Business Plan or within the five-year Network Rail Strategic plan within the current 'Control Period'. Given the ability to deliver much greater levels of housing and other development at other locations, TfL Growth Fund monies are unlikely to be prioritised for Camberwell in the near future.
- This report concludes that at this stage no further funds should be committed to the progression of this proposal due to the substantial difference between the costs and benefits of the scheme. This position could be revisited should there be a material change affecting the case for a re-instated station, related to either local development opportunities and wider plans for the Camberwell area, or likely service patterns to serve the station. Any decision to carry out further work will be at the discretion of Network Rail – the infrastructure owner and the London Borough of Southwark, the local authority.

This report concludes that a reinstated National Rail station at Camberwell would deliver local benefits but in overall terms would not be a good use of public funds at this time

- 12.1. This Strategic Outline Business Case for the proposed intervention at Camberwell demonstrates that across the Five Case Model:
- i. There is a clear robust case for change based on the impact of a re-instated National Rail station on the generation of local transport benefits, particularly in better connecting the area to central London and the influence of a station in addressing the urgent housing need both locally and in the pan-London context. This 'Strategic Case' has been shown to perform against national, London-wide and local policy objectives, with particular reference to the National Planning Policy Framework, National Policy Statement for National Networks, the London Plan, the Mayor's Transport Strategy (both the outgoing and future documents) and the Southwark Local Plan. However the housing and employment that could be achieved in the area, and Wider Economic Impact is less compelling than for schemes in other parts of London which could deliver greater amounts of housing and employment in addressing the current housing shortage.



- ii. The results of the economic appraisal show that the station does not generate a positive BCR. While the magnitude of the disbenefits varies between options, the journey time benefits experienced by users boarding and alighting at Camberwell are not enough to offset the time penalty imposed on those travelling on the services from further afield. If looked at only in terms of the transport benefits and traditional BCR measure, the '**Economic Case**' suggests the scheme is **poor** value for money in classic business case terms.
 - iii. The Wider Economic Impacts and Land Value Uplift analysis did not show that this gap could be filled.
 - iv. The scheme is not currently affordable within the current TfL Business plan with a total estimated cost of **£37.5m for a station accommodating an 8-car train (£67m with Optimism Bias) for Option 1** including risk and Optimism Bias for a four platform face station served by Thameslink services. The '**Financial Case**' analysis sets out the project team will need to explore all the funding mechanisms available to deliver the scheme and the proposed financing arrangements, including the TfL Growth Fund and the potential 'pipeline Fund' for scheme development.
 - v. The scheme is commercially viable – the '**Commercial Case**' demonstrates that although project development is at an early stage, the report sets out the procurement, commercial structure, and proposed allocation of risk and funding are all aspects of the project where risks are controllable, both under the TfL and Network Rail models.
 - vi. The reinstatement of a National Rail station at Camberwell is deliverable by 2014. The '**Management Case**' sets out a clear governance, process and programme for the further development of the scheme by TfL and/or Network Rail, which are both authorities with successful experience and record in major project delivery on similar projects such as London Overground stations.
- 12.2. So overall there is a poor value for money case for the reinstatement of the station as disbenefits to through users outweigh benefits to local trips – and expressed as a negative BCR. The Land Value Uplift is modest at around £12m.
- 12.3. Against broader tests of policy fit and compliance with project and TfL objectives this project showed a clear case for change in support of re-opening the station.
- 12.4. The strong local and cross-party political support that has been expressed in support of the case for re-opening the station is also a positive factor.

At this time, it is not recommended that further work is done to develop the proposal

- 12.5. While the provision of the station would clearly improve connectivity to surrounding areas, and central London, the lack of development opportunities and negative impact on existing rail users currently outweigh the benefits to Camberwell.
- 12.6. This would make any decision to proceed with this project on the current basis questionable in terms of the use of increasingly scarce public funds.



- 12.7. The capital cost of the scheme is not currently fundable within the current TfL Business Plan or within the five-year Network Rail Strategic plan within the current 'Control Period'. Given the ability to deliver much greater levels of housing and other development at other locations, TfL Growth Fund monies are unlikely to be prioritised for Camberwell in the near future.
- 12.8. This report concludes that at this stage no further funds should be committed to the progression of this proposal due to the substantial difference between the costs and benefits of the scheme. This position could be revisited should there be a material change affecting the case for a re-instated station, related to either local development opportunities and wider plans for the Camberwell area, or likely service patterns to serve the station. Any decision to carry out further work will be at the discretion of Network Rail – the infrastructure owner and the London Borough of Southwark, the local authority.

