Integrating Queens Road Peckham station into the Community: Report to London Borough of Southwark

Prepared by Jonathan Roberts, JRC Ltd, October 2009

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Executive summary

1. Queens Road Peckham station has been adapted from a traditional staff-intensive design to rely on minimal staffing levels. The changes have re-used existing facilities, without a clearer, more reassuring layout at platform level. There has been explicit investment to brighten up what exists and make the station more vandal resistant, though this is only partially successful. Arrangements at street level are utilitarian and do not provide a welcoming entrance or exit, though they are better than what existed some years previously. (para.46)

2. Elements of the station are not fit for purpose, and need careful rearrangement if this is affordable, to enable the station as a whole to become more useful for its catchment. (para.48)

3. A 2007-08 estimate for usage of Queens Road Peckham station should be at least 750,000 passengers. (para.50)

4. Station redesign should anticipate a capacity requirement of at least 2½ million passengers yearly by 2020. Because the greatest change in usage is foreseen in the next 2-3 years with the arrival of the East London service, the principal changes to station arrangements should be undertaken as an early priority. It would be helpful to avoid impact of station renewal works on passengers if the initial alterations could be achieved ahead of the East London Railway extension opening at the end of 2011 or by May 2012. (para.60)

Local station access improvements

5. One station improvement proposal is to open up a direct western entrance through an archway at the base of the platform stairs, then through land which is currently a builder's yard and would be acquired to secure a new 'public realm' station entrance (see photo 20). The existing eastern access would also be retained. This would reduce walking distances, particularly to the W-NW-N catchments. (para.68)

6. If a planning gain could be secured or designed in, for a direct NW-aligned footpath across the site to Meeting House Lane, then walking distances would be reduced by a further 135m. This would be an additional time saving for the further NW catchment, and also extend the practical catchment by an equivalent distance. (para.72)

7. It might be possible to move the eastbound stop to west of Asylum Road (to enable use of the proposed new western station entrance), and the westbound stop to the east of Lugard Road. There would be a consequential small reduction in walking distance, about 10-20 metres at most, for both stops. (para.77)

8. Opening up of 'public realm' space on the western side of the railway, as part of a western station access, would give the best opportunity for extensive use of cycle stands. Alternatively, one of the opened-up arches could be considered. (para.81)

9. Promoting the station visually is a fundamental requirement, and vital to help underpin the marketing of the ELL services and the more general relevance of the South London railway network. There should be London Overground signs from 2011-12, along with better marketing visibility now. The strongest location for signage is on the railway bridge itself, from both directions of travel along Queens Road. (para.83)

10. This raises the question of whether there should be a new standard of signage, throughout a station catchment, to maximise benefits as part of a station upgrade project. Improved physical accessibility can only be capitalised on fully if the new facilities are perceived from the further reaches of the catchment. The challenge is how to market Queens Road Peckham station from locations such as Pennethorne Road and Caroline Gardens, as well as doing that better within the existing catchment. (para.85)

11. One option is coloured-coded signs in the pavement every 100m or so, and at critical changes of direction – similar to the Queen's Jubilee project signage. Ideally signage would fit one paving slab. (para.86)

Assessment of benefits from improved station access

12. The station approach and its presence in the community is diminished by the poor visual perception and physical access, because of the immediate surroundings and the location of station entrances. This is where Southwark's investment could make the greatest difference, supported by any supplementary LIP funds to improve station access. (para.93)

13. 4 Super Output Areas (SOAs) and 30% of the catchment population (over 3,100 persons) experience the worst 10% deprivation in the whole of England. The rest of the catchment, 10 SOAs and over 7,400 persons, experience the worst 20% deprivation in the whole of England. (para.98)

14. Integrating Queens Road Peckham station better within the West Peckham community is potentially very important as a catalyst for social and economic gains. (para.99)

15. An estimated additional 818 people are located within additional catchments if station accessibility was improved. An additional catchment population of just under 8% suggests that instead of a current usage of 750,000 journeys yearly, there could be an additional 57,000 journeys if the propensity to travel is similar to that of the existing catchment population. (para.101)

16. At TfL's forecast volume of 2 million journeys, there could be an additional 150,000 journeys yearly, worth £150,000 even if the average fare yield was only £1 per journey. (para.102)

17. Overall, there is more railway revenue and wider public benefit to be gained by improving the physical and perceived accessibility of the station. In turn this revenue can be used to help fund works in the station catchment and at the station – a virtuous circle of advantage to all. (para.104)

Preparing for increased usage

18. The estimated usage of 2-2½ million passengers a year in the period 2012-2019 is broadly triple (or more than triple) the estimated throughput in 2007-08. (para.107)

19. This scale of usage will put Queens Road Peckham into a different league of stations, with a better business case for significant station improvements, and for these to be given priority. As strong passenger growth is foreseeable within the next couple of years, with Oyster PAYG and East London Line Extension, it is sensible to get major works done and earning their keep as soon as practicable. This would avoid post-hoc station upgrading (including possible station closure for some works), and maximise passenger benefits and patronage. (para.110)

20. Network Rail has developed improvement plans on the assumption that the station can be included within NSIP (the National Station Improvement Programme). Queens Road Peckham has two variants: ref *5540-01-06* (designer: Howard Fairbairn), which we have called 'Archway 3', and ref *Option 06* (designer: Jacobs), which we have called 'Archway 2'. (para.111)

21. Judgement on 'Archway 3': (para.114).
    - This is a scheme which incurs high costs for internal accommodation changes within viaduct structures, which passengers may not benefit from
    - The benefits of the western entrance are minimised by lack of visibility
    - The station's overall presence with the West Peckham community will have changed little
    - Secure station status might be awarded because of the gating and CCTV, but because of the detailed design downstairs, benefits will be internal to the station and not external to the wider community.

22. Judgement on 'Archway 2': (para.116)
    - Prima facie, this scheme creates more passenger benefit than the Archway 3 scheme
    - However it appears operationally unsatisfactory, for example in relation to passenger flows and the stairway/booking area overlap
    - Costs are notional at this stage, as it isn't clear which of the Archway 3 scheme elements are retained in other parts of the station. Nor it is clear who would be expected to pay for which element
    - If other Archway 3 elements are retained (changes at platform level, staircase rebuilt), then similar *railway* costs may be incurred overall, as the railway elements within the specification are similar at street level, even if they are located differently.

23. Given the low direct benefits for passengers and the external catchment, and that total costs have been estimated as £1.23m for the Archway 3 scheme, there is a poor case for Southwark Council allocating its £400,000 for the schemes as they are currently devised. There is a low likelihood of simple funding for a scheme as set out with Archway 3 or Archway 2. (para.120)

24. The available funds are: (para.121)
    - Southwark allocation, ca. £400,000
    - Network Rail NSIP has had a notional allocation for Queens Road Peckham of £150,000
    - Southern is likely to contribute towards station deep clean and fault remediation
    - Southern would bear the cost of a station gating scheme if there is a business case to include the station within the proposed additional 22 stations to be gated – however the known proposals for gating at Queens Road Peckham incur high costs because of the ticket office relocation within the railway viaduct
    - Estimates of additional revenue obtainable from an enlarged catchment are conservatively £100-150,000 p.a. (see analysis in section B). This could be used to procure additional capital investment, or be used towards a mix of yearly maintenance and provision of passenger facilities, and capital investment
    - TfL LIP funding for station access improvements will depend on the merits of the proposals.

25. A proposed 'public realm' station scheme is set out overleaf. JRC has considered it necessary to review the location of the proposed station elements, to try to develop a more cost-effective scheme that can be operationally practicable as well as further increasing passenger and wider community benefit and attracting a full range of available funding. (para.122)

Queens Road Peckham 'public realm' station elements: (para.123)

26. **Platform level**: Same or stronger emphasis as Archway 3 scheme, in achieving clear sight lines and better passenger waiting facilities – but with NSIP budget limit of **£150,000** if that is the NSIP maximum spend at this station, with any other funding from train operators Southern and London Overground as it is these services which drive the requirement for better passenger handling at platform level.

27. **Staircase rebuild, passive provision for lift, major refurbishment of Archway 3**: do not incur expenditure unless justified – and not to be funded by Southwark Council.

28. **Archway 3** – tidy and make ready for Western entrance – indicative limit **£80,000**, preferably less – could be charged to railway business on Regulated Asset Base (eg, if parties agreeable to cost split on savings from ticket office relocation), or charged to revenue gains from the Western entrance (see section B and below).

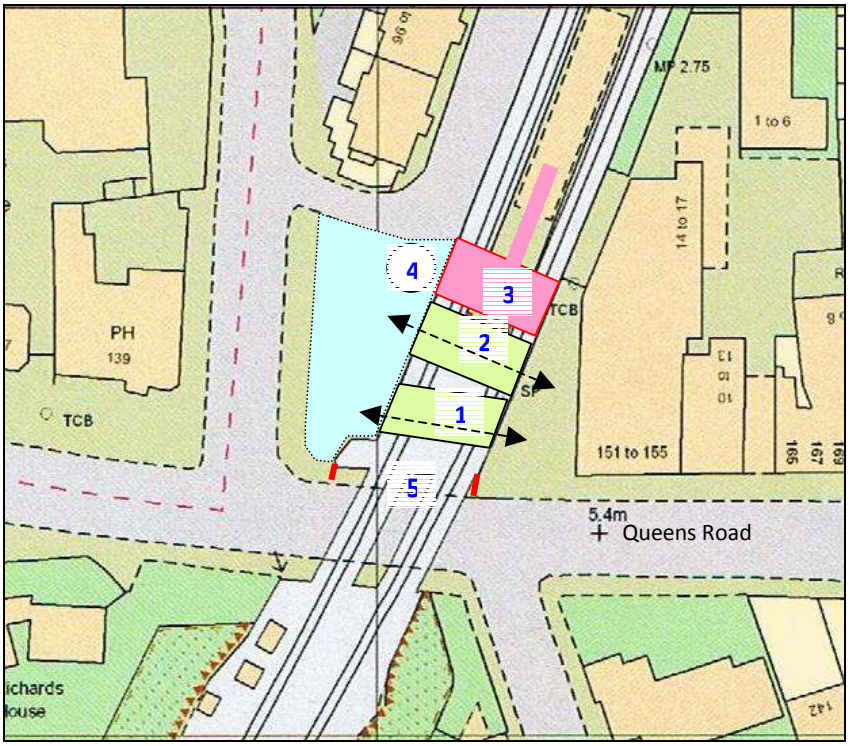
29. **Western station entrance and public area**: a 'must have' for accessibility, visibility and stronger presence in the West Peckham community, and for railway marketing - Southwark Council to allocate its **£400,000 to this and linked elements of the project (see below). Additional forecast revenue from the improved accessibility also to be allocated to this project element.** Outline costs potentially **£194-233,000 for western elements**, this includes *notional* costs for compensation and relocation of builders' merchants.

30. **Archways 1 / 2**: open up to pedestrian circulation, possibly replacing narrow footpath on North side of Queens Road under railway bridges, to bring community closer to the station entrance. It might be possible to open up only one archway to save funds – this might be best as Archway 1, to maintain as direct a route as possible between the two sides of the railway, although closer proximity to the station entrance would be achieved via Archway 2. The other archway might then be used for commercial retail. Costs should be contained within the available Southwark funding - **£400,000** plus any offsetting income and charges below.

31. **Gated entrances/exits**: an optional cost for Southern dependent on the business case, and implemented by Network Rail. Generally, gating a busy station of over 500,000 passengers annual 2-way throughput will pay for itself through fares capture. For lesser flows, Oyster touch-in and touch-out provides affordable revenue control at National Rail stations. If the station is gated, this will affect the specific location for the suggested ticket/retail office.

32. **Ticket office/retail point**: It is a primary decision and cost for Southern to maintain a ticket office. If there is to be an office, it should be significantly cheaper to build at street level outside the viaduct on the W side of the station, rather than within the viaduct, using more conventional commercial building costings. An objective would be to reduce ticket office capital costs to the railway businesses by at least half, from the £333,000 estimate of the Archway 3 scheme.

33. **Wider community service**: If the office were located at street-level adjoining regular pedestrian traffic within the West Peckham community, there is the scope for it to offer a wider community information and retail service. There might be a basis here for a Southwark Council contribution to the office costs, for example assisting with land costs by gifting/leasing land newly released from the builders' merchants. Agreement would need to be reached with railway businesses on the basis for staffing and services.



(1) ***Proposed 'Public Realm' station scheme at Queens Road Peckham***

Key to map

- Archways for public use (or one for public, one for retail)
- Archway for station access (gated or ungated)
- 4 Possible location outside viaduct for ticket/retail office and info/ community point
- 5 Queens Road N side footpath closed, possible later site for lift
- New public area on W side of viaduct

34. Next steps are for Southwark Council to consider: (para.126)
    - whether it should engage with the railway authorities to secure a more effective range of proposals for Queens Road Peckham station, that achieve a higher level of accessibility and visibility for the station and integrate the station better with the West Peckham area
    - whether an effective a 'public realm' intervention should include a new western access, general public use of some railway arches, and other access initiatives in the station catchment
    - whether there are other specific opportunities to use the western side of the railway viaduct at street level, for railway and community benefit, for example with a ticket/retail and community information point
    - whether these actions are an appropriate use for the £400,000 and any other funding available from Southwark's resources and via Section 106 and other third party contributions.

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Background

35. JRC was commissioned in July 2009 to analyse and report to London Borough of Southwark on funding options and project variation options, for proposals to upgrade Queens Road Peckham station and its access.

36. The station is part of Network Rail's national network, and is operated by GoVia's Southern franchise, with train services between London Bridge and South London destinations. By May 2012, and possibly as early as the end of 2011, Queens Road Peckham will also be served by Transport for London's (TfL's) East London Railway extension, with an orbital train service between East London, Docklands, local Southwark stations and Clapham Junction.

37. This is an important opportunity to upgrade the station to make it more suitable for 21st Century travel, and to be more relevant to the local community's transport needs.

38. The station is not included within Transport for London's expanded group of 'Overground' stations, which is being allocated additional funding for upgrading. So it is dependent on separate funding programmes, from Network Rail, Southern, other national and London-area funding streams, and from 'opportunity' funds such as partnership and Section 106 agreements.

39. Part of the study task is to define whether other sources of funding are available, and to match the funding to the most relevant improvements at the station and its vicinity

Work streams

40. JRC divided the work into four streams:
    - A Local station and area assessment, supplemented by a site visit
    - B Statistical analysis of the station catchment
    - C Review of the project elements which have been proposed by Network Rail, and suggestion for alternative options, including funding sources and opportunities.
    - D Recommendation of next steps for action.

A. Local station and area assessment

Strategic issues

41. There are four strategic issues:
    - What are the station's characteristics, and are these appropriate for the next decades of service?
    - What is the station's effective catchment?
    - Is this catchment capable of improvement?
    - Can both station design and the neighbouring public realm be adjusted to create a stronger perception of a station fit for the community and embedded within the community?

Current station characteristics

42. Photographs of the station are included on the following pages, and are also referred to from other sections of the report. Queens Road Peckham is a classic viaduct-located inner suburb station, nowadays with a central island platform which accommodates 8-car trains. It is branded as a National Rail station, with Southern corporate design signage. Currently it does not offer any type of Transport for London marketing. Network Rail owns the station and maintains it to Southern's specification.

43. Access:
    - It has an undistinguished street-level entrance, which can be off-putting for wary passengers as it is at the far end of a narrowing yard from the main road
    - The pedestrian approach is only on the eastern side of the viaduct, which limits the station's visibility and accessibility
    - Passengers enter the viaduct through an archway, then walk up 3 flights of stairs (16 stairs each) to reach platform level
    - There is no lift
    - There are nearby bus stops on Queens Road, but the bulk of usage is from the local walking catchment
    - There are four cycle stands in the yard approach, not in use on the occasions visited.

44. Ticket facilities, staffing and security:
    - Queens Road Peckham is operated as an open station
    - There are no ticket barriers, and (at the time of writing) no Oyster Pay-As-You-Go capability though there are smartcards for season tickets
    - Oyster PAYG is expected to be in place soon, as part of the 'Oysterisation' of London area National Rail stations – January 2010 is the expected date
    - There are ticket machines downstairs within the station passageway
    - The booking office is at platform-level and has been only staffed part-time - it is inconvenient to go upstairs to find the booking closed and have to return downstairs to acquire a ticket
    - Southern has now committed to provide all-day staffing as part of its new franchise, from Spring 2010
    - There are CCTV cameras covering all main viewing angles within the station premises, but not within the street

- The booking office when open has a direct view only towards the stairs and relies on CCTV for other coverage.

45. Other station facilities and station condition:
    - The platform level corridor from the staircase to the booking office window is roofed and can be used as a standing area
    - There is a new passenger shelter on the northern part of the platform
    - The station has recently been repainted and refurbished internally, including new cladding on passageway and stair walls
    - However there is continuing evidence of graffiti, including on platforms and trackside fencing (which is in a poor state)
    - Staff facilities are in the centre of the platform, north of the booking office
    - The location of the booking office and the staff building prevents a clear, uncluttered layout at platform-level where everything is visible from the top of the staircase
    - There is no exit signage on platforms
    - Circulation space on platforms is narrow alongside the central block.

46. Summary:
    The station has been adapted from a traditional staff-intensive design to rely on minimal staffing levels. The changes have re-used existing facilities, without a clearer, more reassuring layout at platform level. There has been explicit investment to brighten up what exists and make the station more vandal resistant, though this is only partially successful. Arrangements at street level are utilitarian and do not provide a welcoming entrance or exit, though they are better than what existed some years previously.

(2) ***Looking west towards Queens Road Peckham station forecourt entrance from the eastbound bus stop, 6/8/09. The National Rail sign struggles to be effective in competition with street furniture and advertising***

(3) ***Uncongenial exit from the station forecourt to the W-NW-N catchments, 6/8/09***

(4) ***View east at Queens Road Peckham, 6/8/09, under the railway bridge towards the station, with the National Rail sign only just visible from the westbound bus stop. The eastbound bus stop is in the distance***

(5) ***View east at Queens Road Peckham, 6/8/09, showing the station on the viaduct, but where is the entrance? The builders' merchants are prominent***

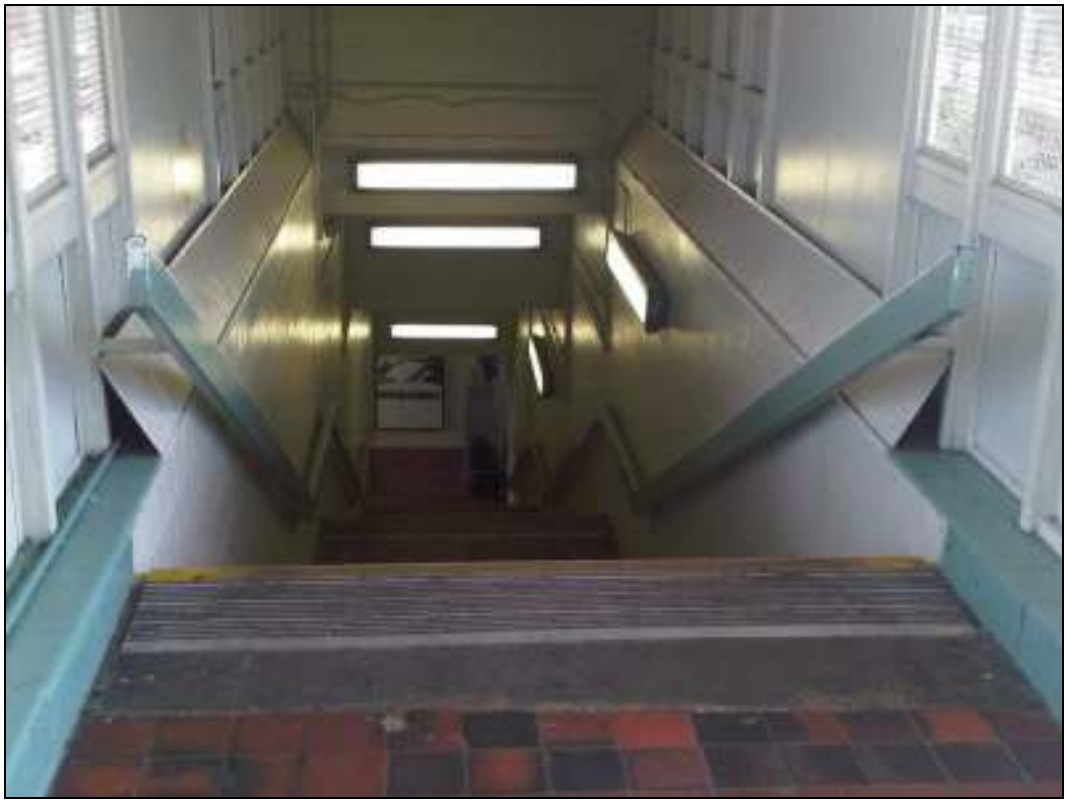
(6) ***Forecourt entrance from Queens Road to the station, 12/11/08*** *(photo: Ewan-M)*

(7) ***View down the station forecourt towards Queens Road, 6/8/09***

(8) ***View into the station entrance archway, 6/8/09 – the contrast in light levels is off-putting…***

(9) ***…it is better when within the archway – simple layout and ticket facilities, and staircase on the right to the island platform, 6/8/09***

(10) ***View up the staircase to the booking office and island platform, 6/8/09. Litter on staircase***



(11) ***Staircase seen from platform level, 16/9/09***

(12) ***Booking office window (closed and shuttered, unstaffed), seen from the staircase, 16/9/09***

(13) ***Booking office and circulating area at top of staircase, and open grilles in window frames, seen from northbound platform, 16/9/09***

(14) ***Platform level alongside central block, on northbound platform, showing narrow platform width and sight lines obscured including entrance/exit, 16/9/09***

(15) ***Platform level looking south showing poor sight lines, with central part of the platform occupied by staff accommodation and booking office, 16/9/09***

(16) ***Looking northbound towards London Bridge, 6/8/09. Destination indicators, a new passenger waiting shelter – and trackside fencing graffiti-ised and unmaintained***

(17) ***Platform view southbound towards Peckham Rye, also showing the trackside fencing, 6/8/09***

(18) ***Southern end of island platform looking over Queens Road, 6/8/09. Ultimately a passenger lift might be located south of the platform, between the two rail bridges with the hut relocated (see JRC proposals)***

Are the station characteristics right for future decades?

47. No. This is not from a single cause, but from an accumulation of issues:
    - The platform widths alongside the central building block may become unsatisfactory or unsafe for a tripling of station usage, which is foreseeable within a few years (see assessment below)
    - There is already congestion in peak times with passengers exiting at the same time as others seek to board trains, while greater usage may also affect station dwell times and affect service performance
    - The layout at platform level does not provide a simple, all-in-a-glance view which would provide most safety reassurance to wary passengers in an inner urban location, which is in an area with significant levels of deprivation and crime
    - The facilities for station staff are understood to be sub-standard
    - As increased automation of basic ticket issuing takes place – with most Londoners moving towards use of Oyster Travelcards and Oyster Pay-As-You-Card – the requirement diminishes for a booking office focused on simple ticket sales
    - The requirement for any staffed facility at the station moves towards a wider service - passenger information, journey planning, complex ticket sales and with time to provide other information or sales opportunities, not necessarily exclusively about public transport
    - The rationale for investment in new railway services such as the East London Line extensions is for urban rail to deliver greater results for area renewal and economic development, and for improved accessibility for local residents to training, education, jobs and the wider city culture.
    - Yet visibility and accessibility of Queens Road Peckham station is limited, particularly from the western and northern catchments, and with unsatisfactory sight lines which do not provide a perceptually safe approach or exit for the station.

48. **Elements of the station are not fit for purpose, and need careful rearrangement if this is affordable, to enable the station as a whole to become more useful for its catchment.**

Station usage

49. A driving factor will be the foreseen level of station usage – is this one of decline or growth, and if growth, how much and how fast? By when should any works be undertaken?

50. Annual counts published by the Office of Rail Regulation show a strong growth trend in passenger use at Queens Road Peckham. The original data is available on the ORR website.[1] ORR acknowledges that it underestimates the volume of usage at London area stations, because of the difficulty in estimating the use of Travelcards and Oyster season tickets. It has sought to improve accuracy, so that some of the apparent growth is because of better figures. **However it would be safe to judge that the 2007-08 estimate should be at least 750,000 passengers.**

[1] ORR station data: http://www.rail-reg.gov.uk/server/show/nav.1529

Survey year	Total Entries & Exits	Entries Full	Entries Reduced	Entries Season	Entries Total	Exits Full	Exits Reduced	Exits Season	Exits Total
2007-08	**726,862**	87,927	80,339	202,449	**370,716**	73,316	80,380	202,449	**356,146**
2006-07	**691,650**	65,451	63,408	224,343	**353,202**	50,737	63,368	224,343	**338,448**
2005-06	**386,716**	56,068	43,431	100,680	**200,179**	42,359	43,498	100,680	**186,537**
2004-05	**387,713**	55,736	40,728	103,055	**199,519**	44,386	40,753	103,055	**188,194**
2002-03	**496,832**				**257,657**				**239,175**

(19) ***Recent ORR estimates of annual passenger volume at Queens Road Peckham station***

51. The South London Route Utilisation Study (SLRUS) was published by Network Rail in 2008, following consultation in 2007.[2] It supported expansion of rail capacity and station upgrading on routes in South London, and favoured an East London Railway extension between Surrey Quays and Clapham Junction via Queens Road Peckham, with through trains from Dalston, Shoreditch (City fringe) and Docklands interchanges. [3]

52. Funding for the East London Railway extension through Queens Road Peckham to Clapham Junction was agreed between the Department for Transport and TfL on 12 February 2009. Its opening is expected sometime between December 2011 and May 2012.

53. For services through Queens Road Peckham, the SLRUS recommended for peak time service from December 2009:
    - 2 tph (trains per hour) London Bridge-Peckham Rye-Victoria (the South London Line)
    - 6 tph London Bridge-Peckham-Tulse Hill, splitting 2 tph to Crystal Palace and Beckenham Junction, 2 tph to Streatham, Norbury and West Croydon, and 2tph to Streatham, Sutton and the Wimbledon loop.

    During the off-peak, there would be 6 tph: 2 tph SLL and 4 tph via Tulse Hill.

54. For services in December 2011, SLRUS recommended a peak time total of 10 tph, with removal of the London Bridge-Victoria service between London Bridge and Peckham Rye, and the addition by 2012 of the 4 tph East London Railway extension.
    Off-peak frequency from 2012 would correspondingly be 8 tph: 4 Southern and 4 ELR.

55. SLRUS forecast an increase in demand of around 25% to 2019 for South London services, made up of 10% suppressed demand and 15% growth. This points Queens Road Peckham station towards 1 million passengers yearly just on Southern services, and ignores other factors such as introduction of Oyster Pay-as-you-go.

56. With the East London Railway providing an additional new railway service, TfL has forecast that passenger usage of Queens Road Peckham will triple from current levels to 2 million passengers yearly, once services are established. [4] This is despite the loss of the SLL service from 2012.

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[2] Network Rail South London Route Utilisation Strategy (NR SLRUS), 2008: http://www.networkrail.co.uk/browse%20documents/rus%20documents/route%20utilisation%20strategies/south%20london/south%20london%20rus.pdf

[3] NR SLRUS, 2008, p5. "The RUS has identified that growth is forecast to continue. Combined with the current overcrowding and evidence of a high level of suppressed demand at present this makes a compelling argument for provision of additional capacity."

[4] Information received 25 September 2009 from TfL London Rail.

57. Introduction of Oyster Pay-as-you-go ticketing on Southern services in the Greater London area is due in January 2010 [5], ahead of the introduction of East London trains. Experience with London Overground – the TfL controlled franchise which began in 2007 – has shown significant increases in patronage linked to Oyster PAYG, better quality stations and staffing, and a better train service. Fare evasion, which is another cause for under-estimates of patronage, has fallen to under 5% across the Overground system.

58. Looking to 2015 when the Thameslink Project works cease at London Bridge, there will be more capacity for additional services terminating at London Bridge. One option suggested by SLRUS is to increase the Southern services through Queens Road Peckham to 8 tph. [6]

59. TfL's estimate of 2 million passengers does not look as far as 2019. Adding growth to 2019 foreseen in the SLRUS could see usage rising towards 2¼ million passengers yearly. Additional trains after 2015 would be expected to stimulate further demand.

60. **JRC suggests that station redesign should anticipate a capacity requirement of at least 2½ million passengers yearly by 2020. Because the greatest change in usage is foreseen in the next 2-3 years with the arrival of the East London service, the principal changes to station arrangements should be undertaken as an early priority. It would be helpful to avoid impact of station renewal works on passengers if the initial alterations could be achieved ahead of the East London Railway extension opening at the end of 2011 or by May 2012.**

The station catchment – definition of effective area

61. Conventionally, an 800 metre (half a mile) distance from the station entrance is regarded as the local station catchment. Other factors may increase or reduce this catchment, such as (negative) indirect access, poor signage, other nearby stations, and (positive) feeder buses, no other stations, and additional station entrances which extend the catchment and the station's convenience.

62. In the case of Queens Road Peckham, the start of the station environment off Queens Road is not a reasonable basis to use as the nodal point of the catchment, as the real station entrance is set back from the road, in an enclosed forecourt, and there are then three flights of stairs (each 16 steps) to reach the platforms and booking office.

63. The entry to the platform, upstairs, has therefore been adopted as the origin point for an initial 800m assessment using local roads and footpaths. A similar rule has been adopted for nearby stations at Peckham Rye, Nunhead, South Bermondsey, and ELL's proposed Surrey Canal Road station, to offer consistent analysis.

64. The entrance forecourt at Queens Road Peckham is on the NE side of Queens Road, and faces towards the road. It is an unappealing approach for users (see photo 6), though itself a considerable improvement on previous decades. However it is functional and there is a

[5] Information received 1 October 2009 from Train Operating Companies. DfT has now approved the scheme agreement between TfL and ATOC to be implemented with the 2 January 2010 fares revision.
[6] NR SLRUS, 2008, para.9.5.3 – additional services via Tulse Hill are favoured.

pedestrian crossing almost directly opposite the entrance, which gives access to the south side catchments. For catchments to the W and NW, users must exit the station and pass under the railway bridge over Queens Road, before heading in their preferred direction. This adds a distance and time penalty, particularly for NW and N catchments. It is also an uncongenial exit when turning under the railway bridge (see photo 3).

(20) ***Nominal and practical 800m catchment for Queens Road Peckham, allowing for the catchment effect of other stations***

65. Map 20 shows the effective 800m pedestrian catchment of Queens Road Peckham, having allowed for access issues and the footprint of other stations. Queens Road Peckham's catchment is in red – the nominal catchment as a circle and the practical catchment as an irregular shape. The nominal catchments of other stations are also shown – their own practical catchments are not shown, but have been used as a means of deriving effective limits to Queens Road Peckham's catchment, eg between Queens Road Peckham and Nunhead.

66. The direction of travel that some passengers will take, will itself influence the effective catchment in some circumstances. For example, there will be a practical dividing point between Queens Road Peckham and Nunhead stations, for rail travel towards Peckham Rye (and there are other transport modes as well). However, for travel to Docklands, the efficiency of walking further to Queens Road Peckham rather than incurring time to travel from Nunhead to Peckham Rye to change, may enlarge the catchment for such flows.

67. That phenomenon is noted here. To maintain a simple assessment, it has been logged but not taken into more detailed analysis. This means that the assessment of Queens Road Peckham's practical catchment may understate the actual benefits.

Station catchment – potential adjustments to defined area

(1) Direct western access

68. One station improvement proposal is to open up a direct western entrance through an archway at the base of the platform stairs, then through land which is currently a builder's yard and would be acquired to secure a new 'public realm' station entrance (see photo 21). The existing eastern access would also be retained. This would reduce walking distances, particularly to the W-NW-N catchments.

69. The distance saved is an estimated 70 metres for access via Asylum Road, and 60 metres for access from along Queens Road, which is worth 0.9 to 1.35 minutes time saving to existing users from the W-NW-N, at 2 to 3 mph walking speed. Calculation of the commercial benefits from this improved access is set out is section B of this report.

70. The shorter distance will expand the practical station catchment W-NW-N, if street layouts permit this and if other station catchments do not intervene. Peckham Rye's catchment does intervene to the W, but there are still benefits in the NW and N. The additional catchment is shown in map 22.

(21) ***Queens Road Peckham station on the viaduct, and location of proposed western access (corner of Queens Road / Asylum Road). A 'public realm' forecourt could be designed with attractive frontage and entrance serving the W-NW-N station catchments. Access would be through archway no.2 or 3 (to the left).***

(2) Footway across Queens Road development site

71. A further reason for the catchment limitation to the NW is the grid pattern of streets. There is no direct NW-facing road that would shorten distances and times. However there is a major building site not yet under development, bounded by Carlton Grove and Queens Road (see photo 23).

72. If a planning gain could be secured or designed in, for a direct NW-aligned footpath across the site to Meeting House Lane, then walking distances would be reduced by a further 135m. This would be an additional time saving for the further NW catchment, and also extend the practical catchment by an equivalent distance.

(22) ***Extended practical 800m catchment for Queens Road Peckham station, with access improvements***

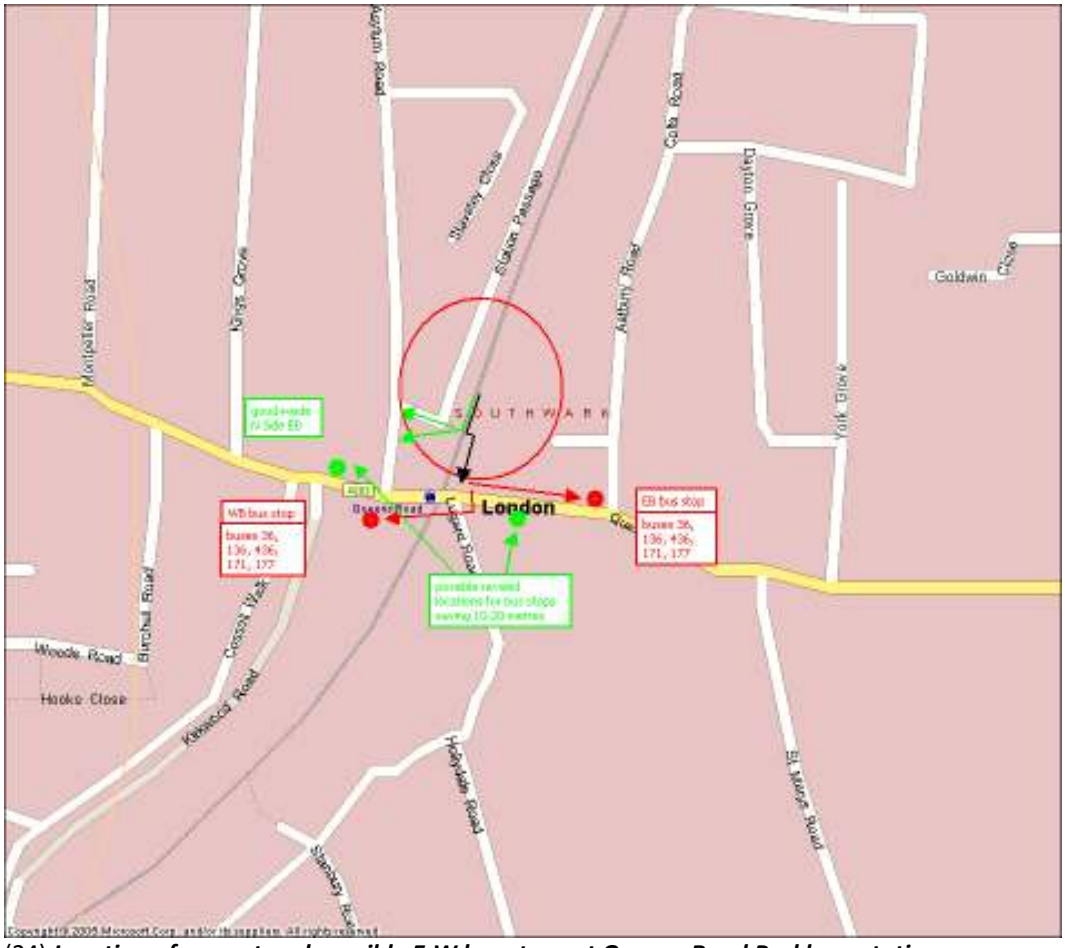
(23) ***View across development site bounded by Carlton Grove and Queens Road, 6/8/09. Could a footpath traverse the site as a station access route?***

Potential for bus-rail interchange

73. There are road junctions with Asylum Road (N side of Queens Road), and Lugard Road (S side), and also a pedestrian crossing which is opposite the existing station entrance. So nearby bus stops are not adjacent to the existing and proposed station entrances. Currently the westbound stop is W of the railway bridge, about 110 metres from the station platform, and the eastbound stop is E of the existing station entrance, about 120 metres from the platform. Stop locations are shown on map 24 and in photos 25,26 and 27.

74. Relevant bus-rail flows may be comparatively small now, as bus routes parallel the Southern service for some local travel. Oyster PAYG and the East London Line extension will increase the potential for bus-rail interchange. The ELL will open up new travel directions such as Clapham Junction, Docklands, the northern City districts and NE London. It will also double service frequency (from 30 to 15 minute intervals) to local stations as far as Wandsworth Road.

75. Potential significant bus-rail interchange flows are from eastern bus catchments (New Cross, Deptford, Greenwich) to ELL western destinations (eg Clapham Junction), and from western bus catchments (Peckham High Street and Camberwell) to Docklands and cross-river destinations on the ELL.



(24) ***Location of current and possible E-W bus stops at Queens Road Peckham station***

76. For each flow, there is one bus stop which is in the 'natural' direction of travel, and one where passengers have to walk in the 'wrong' direction. So there is no advantage on its own in reversing the location of stops. The only benefit would be if the consequent traffic arrangements permitted one or both bus stops to be closer to the station entrance, with the other no further away.

77. It might be possible to move the eastbound stop to west of Asylum Road (to enable use of the proposed new western station entrance), and the westbound stop to the east of Lugard Road. There would be a consequential small reduction in walking distance, about 10-20 metres at most, for both stops.

78. This would save 10-15 seconds per journey, but would be worth more because of walking and waiting time penalties. However the merits of this would depend on several assessments: bus-rail interchange benefits, and impacts for other local bus users and for traffic flows. The option is not considered further here, but may be worth more detailed study by Southwark.

(25) ***View east at Queens Road Peckham, 6/8/09, under the railway bridge towards the station, with the National Rail sign only just visible from the westbound bus stop. The eastbound bus stop is in the distance***

(26) ***Looking under the bridge towards the westbound bus stop, south side of Queens Road, 6/8/09***

(27) ***Looking west towards the station entrance from the eastbound bus stop, 6/8/09***

Cycle stands

79. Cycling to the station is a real possibility, particularly with the local street network. This would extend the effective station catchment, to a mile or more, in specific directions allied to the journey destinations served best by rail.

80. There is CCTV coverage of the station forecourt, shown in photo 6, and four cycle stands. No cycle was parked at them during the period of the site assessment (6/8/09 midday) which, as an inter-peak period, is when cycle parking might be most probable. But it is not a very reassuring environment in the forecourt…

81. Opening up of 'public realm' space on the western side of the railway, as part of a western station access, would give the best opportunity for extensive use of cycle stands. Alternatively, one of the opened-up arches could be considered.

Signage and perceived accessibility

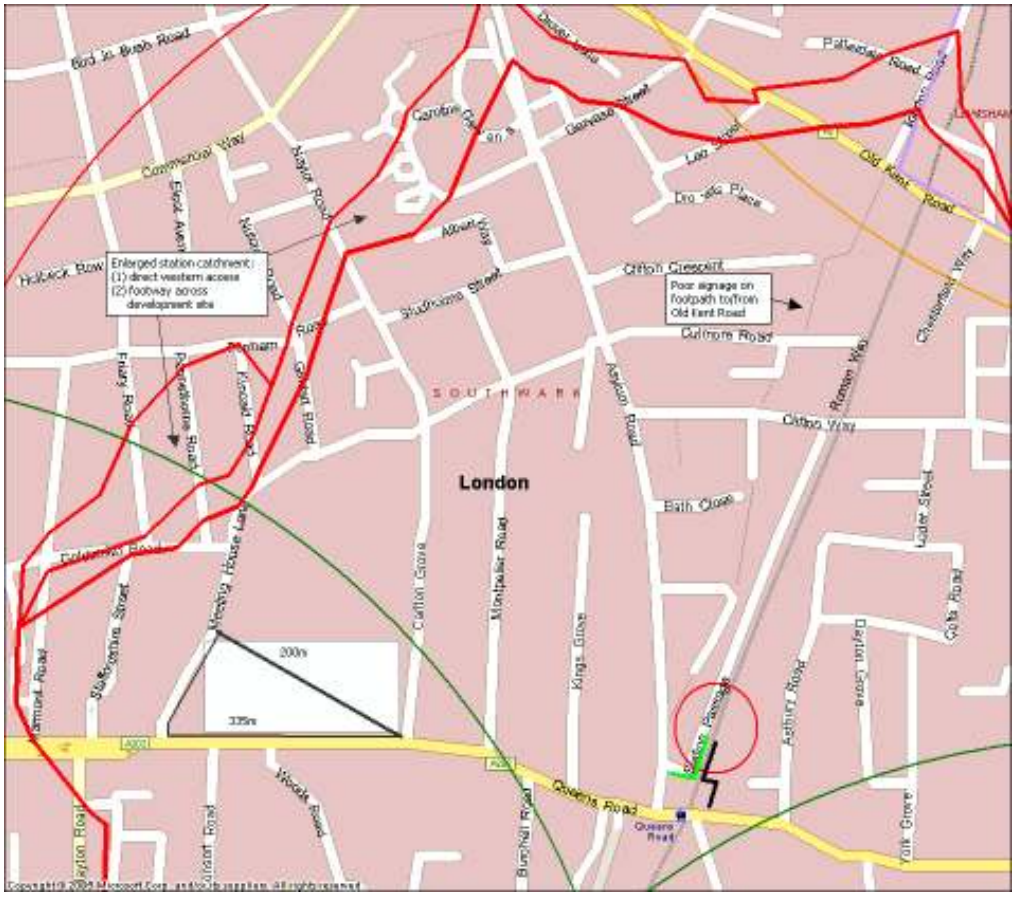
82. Queens Road Peckham station is poorly signposted in its immediate vicinity, as shown in various photographs. The railway bridge over Queens Road also obscures the station forecourt from western catchments. Signage is also limited from the eastern side, while the station nameboard is only marginally useful even within the forecourt (see photo 6).

83. Promoting the station visually is a fundamental requirement, and vital to help underpin the marketing of the ELL services and the more general relevance of the South London railway network. There should be London Overground signs from 2011-12, along with better marketing visibility now. The strongest location for signage is on the railway bridge itself, from both directions of travel along Queens Road.

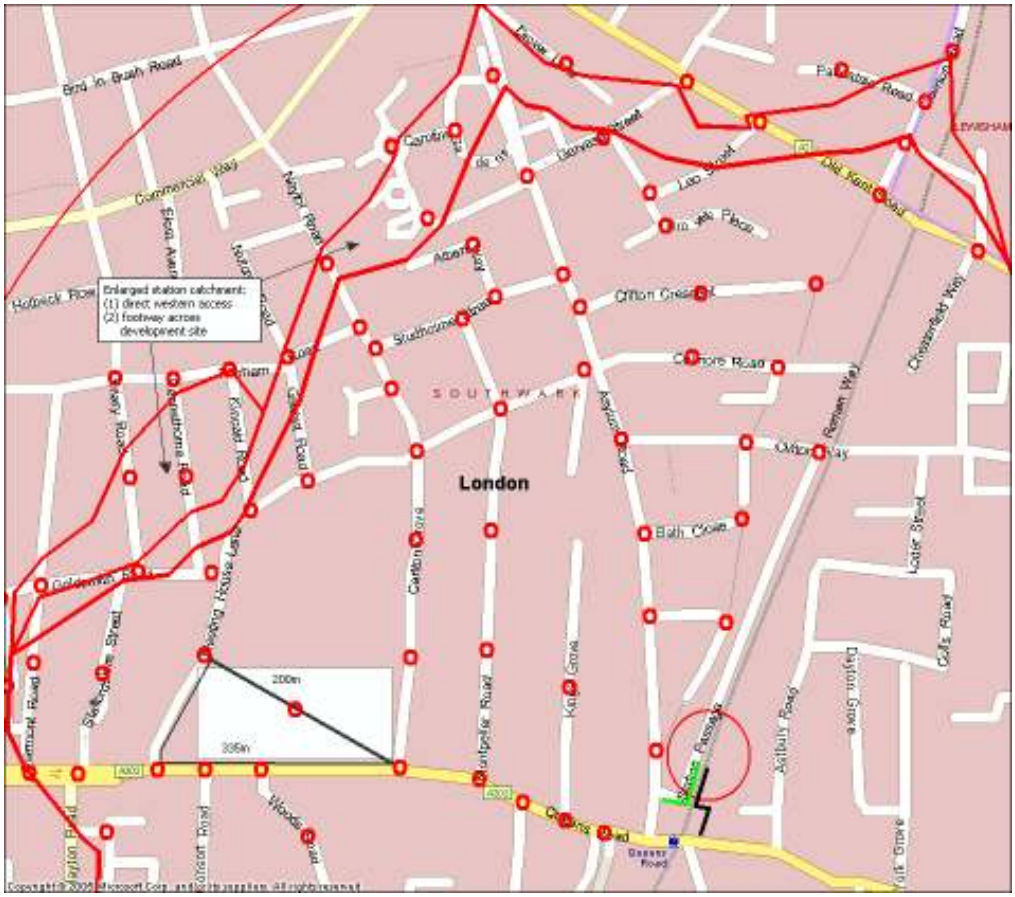
84. Further from the station, local street layouts are supplemented by only a few useful footpaths (particularly, adjacent to the railway in the direction of Old Kent Road, on the NW side). However, signage to the station is rare at best, while in the reverse direction it is a considerable navigational exercise to find Old Kent Road from the station via the Asylum Road turning and the nominally most direct route (the footpath via Laburnum Close and the link between Clifton Way and Blanch Close) shown on map 28.

85. This raises the question of whether there should be a new standard of signage, throughout a station catchment, to maximise benefits as part of a station upgrade project. Improved physical accessibility can only be capitalised on fully if the new facilities are perceived from the further reaches of the catchment. The challenge is how to market Queens Road Peckham station from locations such as Pennethorne Road and Caroline Gardens, as well as doing that better within the existing catchment.

86. Many directional signs on lamp-posts might be neither aesthetic nor practical for maintenance. **One option is coloured-coded signs in the pavement every 100m or so, and at critical changes of direction – similar to the Queen's Jubilee project signage. Ideally signage would fit one paving slab.** This could eventually be a project at all station catchments. Dots on map 29 show possible locations for pavement signage to Queens Road Peckham from the W-NW-N catchment, if this station could be a trial project for other locations in Southwark – and eventually London-wide. More than one slab sign per location might be required, for example on both pavements. Would this be a possible initiative for Southwark Council to consider taking forwards?



(28) ***Map showing an example of poor footpath signage (to/from Old Kent Road)***



(29) ***Possible paving slab signage to Queens Road Peckham station, from the W-NW-N catchment***

B. Statistical analysis of Queens Road Peckham station and its catchment

87. The measurable benefits of improving Queens Road Peckham station can be defined in several ways:
    - **Qualitative station assessment** such as KPIs of the perceived station 'offer' and its facilities
    - The **catchment population** and the degree of deprivation it experiences
    - **Changes to the catchment**'s extent
    - **C**orresponding **changes to the catchment population**
    - Foreseeable **changes to passenger revenues** resulting from an improved catchment and station perceptions.

Station assessment

88. Passenger Focus undertook extensive **qualitative analysis** of the Southern stations in a review undertaken for the Department for Transport as part of the refranchising of the Southern (South Central) system in 2008-09. A substantial improvement to station standards was urged. [7]

89. Transport for London was involved in the new Southern franchise specification and has helped to secure agreement for staffing throughout the traffic day from spring 2010, and higher levels of station maintenance and cleanliness. A station deep clean and fault rectification programme should be complete by 2011. [8] The Oyster Pay-as-you-go (PAYG) scheme should be in operation from January 2010.

90. Southern has made a franchise commitment to instal new ticket gates at 22 stations. It will now assess the business case for which stations should be equipped. [9]

91. Overall, the station will see further operational expenditure which will achieve a higher level of quality and improve passengers' experiences. This is a charge on the various railway budgets, not on Southwark Council.

92. Similarly, any station alterations required at platform level to accommodate additional passenger numbers safely with a constrained platform width should be a charge to the railway budgets.

93. The issue remains, that the station approach and its presence in the community is diminished by the poor visual perception and physical access, because of the immediate surroundings and the location of station entrances. This is where Southwark's investment could make the greatest difference, supported by any supplementary LIP funds to improve station access.

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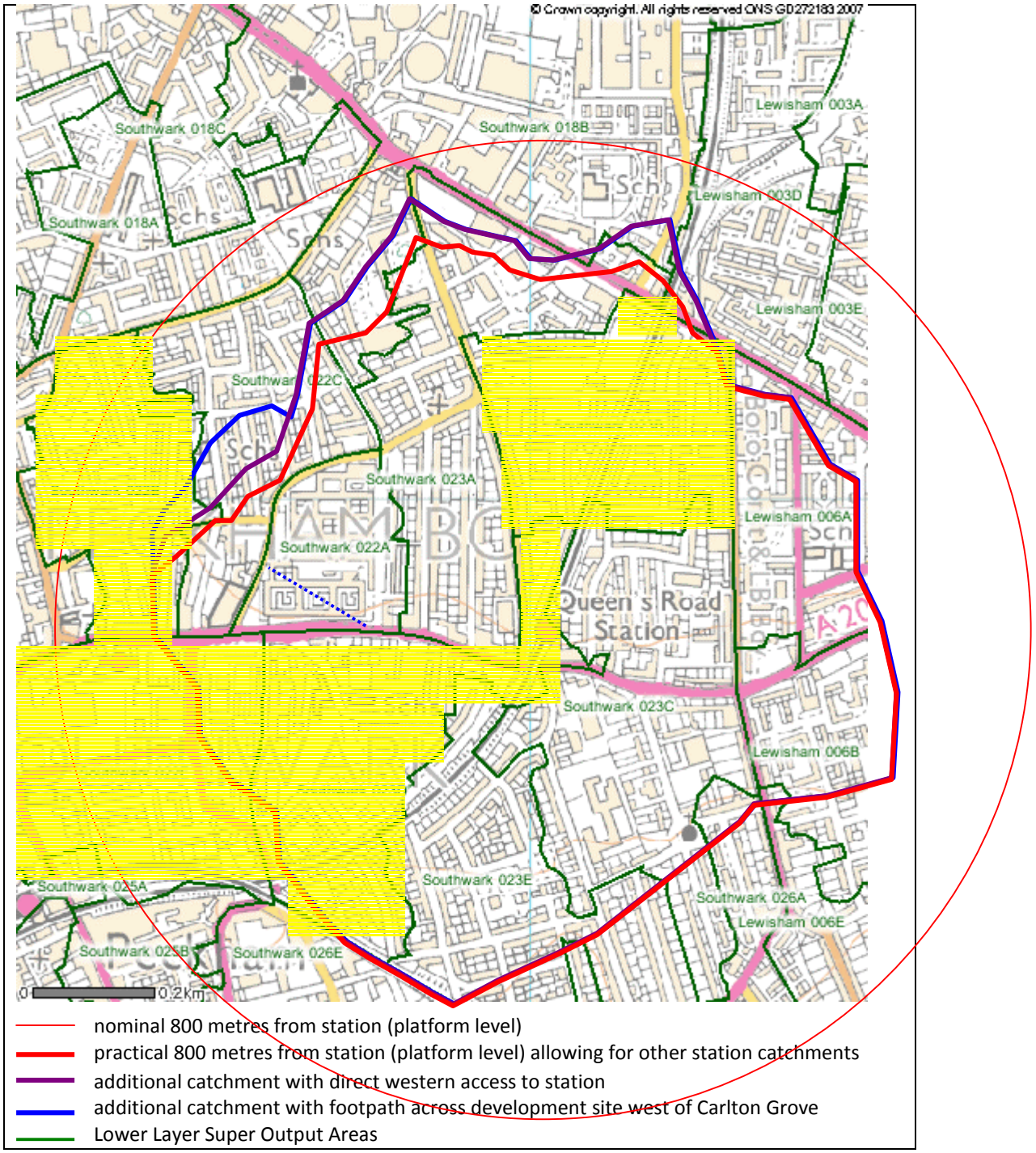
[7] For example: "The specification should invite bidders to propose a target for improvement of the overall station environment satisfaction scores on NPS [National Passenger Survey] within the first two years of the franchise. These should, as a minimum, bring franchise stations up to the national average of 65%." Passenger Focus, April 2008, *A passenger focused franchise? What passengers want from South Central*.

[8] Announcements made during the new Southern franchise acceptance, on 9 June 2009.

[9] Discussion with GoVia Communications Director on 30 September 2009.

Catchment population

94. The extent of the local catchment population is set out in map 30 below, which defines the locality by 'Lower Layer Super Output Areas'. This is a data group defined at smaller than ward level, generally with 1000-2000 people with similar social and economic characteristics. The map also shows the additional areas capable of improved access with a new western entrance/exit to the station, and with a direct footpath across the new development site west of Carlton Grove.



(30) ***All catchments for Queens Road Peckham station have major deprivation: worst 10% category are highlighted in yellow, rest of in worst 20%***

95. The estimated catchment population within the initial practical station catchment is just over 10,600 (10,609) in 2007, based on:
    - 2001 census data for Southwark and Lewisham SOAs
    - adjustment 2001-2007 for changes in 0-15 year and 16+ year populations
    - estimates of percentage of each SOA area within the practical station catchment.

96. The children and young teenage population in this initial catchment is over 2,000 people. The 16+ population is over 8,500 people.

97. The tables below shows how this population is estimated (source: Neighbourhood Statistics):

Queens Road Peckham		Initial station catchment			Children & young teenagers		16+ age population	
Lewisham/ Southwark lower layer SOA ref no.	2007 IMD Rank	Estimated % of SOA in catchment	Total population 2001	Adjusted total population	SOA total Population 0-15 yr 2001	Adjusted 0-15 yr population	SOA total Population 16yr+ 2001	Adjusted 16yr+ population
			20463	**9945**	**4359**	**2104**	**16104**	**7841**
L003D	6216	2%	1494	30	347	7	1147	24
L006A	3359	60%	1392	835	288	173	1104	662
L006B	5715	40%	1437	575	311	124	1126	450
S018B	4948	3%	1524	46	297	9	1227	37
S022A	3708	100%	1398	1398	377	377	1021	1021
S022B	3205	6%	1562	94	415	25	1147	69
S022C	4749	33%	1377	454	276	91	1101	363
S022E	2541	10%	1441	144	333	33	1108	111
S023A	3577	90%	1465	1319	280	252	1185	1067
S023B	2665	100%	1453	1453	291	291	1162	1162
S023C	3829	85%	1497	1272	278	236	1219	1036
S023D	1282	95%	1335	1268	284	270	1051	998
S023E	6286	65%	1504	978	311	202	1193	775
S026A	6336	5%	1584	79	271	14	1313	66

Population adjusted 2001-2007	All ages Southwark	2001 2007	256,700 274,400	0-15	2001 2007	50,700 49,200	16+	2001 2007	206,100 225,200

Queens Road Peckham population stats modified for 2007					
Initial catchment population		**worst 10% deprivation**		**worst 20% deprivation**	
Total pop all ages	**10609**	**Total pop all ages**	**3158**	**Total pop all ages**	**7452**
Total pop 0-15 yr	2042	Total pop 0-15 yr	601	Total pop 0-15 yr	1441
Total pop 16+ yr	8568	Total pop 16+ yr	2557	Total pop 16+ yr	6011

NB: For the three Lewisham SOAs listed above, these areas adjoin Southwark. Population changes for Southwark during 2001-07 are considered more representative of potential changes in neighbouring population than data for all of Lewisham.

(31) ***Initial catchment population for Queens Road Peckham station***

98. 4 Super Output Areas (SOAs) and 30% of the catchment population (over 3,100 persons) experience the worst 10% deprivation in the whole of England. The rest of the catchment, 10 SOAs and over 7,400 persons, experience the worst 20% deprivation in the whole of England. The areas with the worst 10% deprivation are highlighted in yellow in the map.

99. **Integrating Queens Road Peckham station better within the West Peckham community is potentially very important as a catalyst for social and economic gains**, to enable:
    - Accessibility to skills and training institutions
    - Take up of government job assistance programmes
    - Inwards investments to the area
    - Inflow of other social types to increase community diversity and resilience
    - Greater social cohesion around a recognisably important community feature
    - More awareness of Southern and London Overground rail services as important means of travel that serve many destinations and interchanges, radially and orbitally.

Changes to the catchment and its population

100. The table below shows the estimate of the additional catchment population, if initiatives are adopted on a new western entrance to the station and on a new footpath across the development site west of Carlton Grove.

Population stats 2007 Catchment population		additional catchment	**Western entrance**	additional catchment	**W entrance + footpath**
Total population all ages	**10609**		**11090**		**11427**
Total pop 0-15 yr	2042	89	2131	158	2200
Total pop 16+ yr	8568	392	8959	660	9227
Additional population		481		818	
		4.5%		7.7%	

(32) ***Additional catchments for Queens Road Peckham station***

101. An estimated additional 818 people are located within additional catchments if station accessibility was improved. An additional catchment population of just under 8% suggests that instead of a current usage of 750,000 journeys yearly, there could be an additional 57,000 journeys if the propensity to travel is similar to that of the existing catchment population.

102. At TfL's forecast volume of 2 million journeys, there could be an additional 150,000 journeys yearly, worth £150,000 even if the average fare yield was only £1 per journey.

103. A more accessible station and the arrival of the East London Railway may stimulate other development projects in future years, with higher population density which would increase the station catchment population.

104. Overall, there is more railway revenue and wider public benefit to be gained by improving the physical and perceived accessibility of the station. In turn this revenue can be used to help fund works in the station catchment and at the station – a virtuous circle of advantage to all.

C. Network Rail station proposals, alternative options and funding

105. As well as large scale, major station projects, the 2008 South London RUS noted:
    - **"(7.4.2)** A number of other station improvements, such as Access for All schemes, better station facilities, environmental/security improvements and a variety of commercial developments are also planned. These schemes are not generally required to meet a specific RUS capacity gap but are planned as part of ongoing improvements to the passenger journey experience."
    - In Figure 7.6, Queens Road Peckham was identified as a potential scheme under the National Stations Improvement Programme. [10]

106. Network Rail is the station's freehold owner. It maintains the station for the station facilities owner, the Southern franchise which is a subsidiary of GoVia. The station is maintained as a local London area stop with a booking office (staffed part-time) sited at the head of the stairs on the single island platform. Station facilities and arrangements are described in Section A, with photographs.

Preparing the station for increased usage

107. **The estimated usage of 2-2½ million passengers a year in the period 2012-2019 is broadly triple (or more than triple) the estimated throughput in 2007-08.** Currently 56% of station users are season ticket holders. This proportion might reduce with higher patronage, because tube-style marketing (which is adopted by London Overground) encourages more optional, off-peak travel, while trains will also start earlier and finish later with the new TfL-specified service standards.

108. However, peak time flows could still amount to 50% or more of total usage. Typically 40-50% of the morning peak travel, counted over three hours 7am to 10am, will occur within the busiest hour. This implies passengers passing through the station at the rate of 11-14 per minute in the peak hour with a 2 million annual usage, maybe more frequently in the busiest half-hour.

109. To provide a perspective on equivalent stations elsewhere on the National Rail and London Overground networks, 2 million passengers entering and leaving annually is equal to current-day usage at London stations such as Brockley, Grove Park and New Cross and, further afield, Darlington, Plymouth and Stirling.

110. This scale of usage will put Queens Road Peckham into a different league of stations, with a better business case for significant station improvements, and for these to be given priority. As strong passenger growth is foreseeable within the next couple of years, with Oyster PAYG and East London Line Extension, it is sensible to get major works done and earning their keep as soon as practicable. This would avoid post-hoc station upgrading (including possible station closure for some works), and maximise passenger benefits and patronage.

[10] NR SLRUS, 2008, para.7.4

111. **Network Rail has developed improvement plans on the assumption that the station can be included within NSIP (the National Station Improvement Programme).** We have not repeated the estimated costs and specification for those in detail, as Southwark Council has them. **Queens Road Peckham has two variants: ref *5540-01-06* (designer: Howard Fairbairn), which we have called 'Archway 3', and ref *Option 06* (designer: Jacobs), which we have called 'Archway 2'.** Summary details are given below.

Archway 3 scheme

(defined by the location of passenger access to circulating areas under the viaduct)

112. Elements

Location	Remove/rebuild	Add/replace	£ Costs (+/- charges)	Note
Platform level	Remove booking kiosk and related materials	New seating and shelter, lighting CCTV/PA/HelpPt Platform surface Switchroom	Ca. £130,000 (£184,000 with charges)	Opens up platform area with clearer sight lines and more passenger accommodation
Staircase	Rebuild staircase		Ca. £103,000 (£146,000 with charges)	No stated reason for rebuilding
Archway 3	Major refurbishment	Work associated with ticket office in Archway 2, and ticket gates	Ca. £160,000 (£226,000 with charges)	Archway 3 recently refurbished. Does ticket office work justify changes?
Archway 2	No provision here to relocate builders' merchants	New ticket office and staff facilities	Ca. £235,000 (£333,000 with charges)	An expensive new building within a railway arch
Western entrance (optional)	Partly relocate builders' merchants	Archway 3 - new western entrance excl. gating	£55,000 for merchants, Ca. £44,000 work costs (£140,000 with charges)	Costs of relocating builders' merchants need to be firmed up
Gated entrances		New ticket gates and related costs	£39,000 (£55,000 with charges)	Costs appear incomplete
Passive provision for lift		Install lift power supply and sump, drainage	£95,000	All other lift works excluded, so no immediate gain
Other (public realm)		Two trees and cast iron growth rings	£10,000 (£14,000 with charges)	World class trees for this cost !?
			Total Ca. £871,000 (£1,232,000 with charges)	

41.5% charges assessed by Network Rail = construction x 17.5% project on-costs x 10% client contingency x ca. 9.5% share on risk register

(33) ***Elements of station investment in 'Archway 3' scheme***

113. Critique:
- All railway construction costs appear very high to external audiences – but the costs are shown here as scheduled (with some estimation where costs shared between elements), and increased pro rata for additional charges in the costings schedule
- Scheme retains most of builder's yard but allows western ticket holder only access via Archway 3 from west (with five additional cycle stands) – counting the arches as numbers 1, 2 and 3 moving away from Queens Road (see photo 21)

- New western station entrance has poor visual impact as it is another limited entranceway proposition, with dogleg
- Assumes gated station entrance hence booking office relocated to downstairs within Archway 2
- Unclear why associated costs should be charged to the station upgrading process (NSIP and other stakeholder contributions) as this should be a benefit/cost judgement taken by the station facility operator (Southern). If it isn't worth doing it, then the SFO shouldn't fund it, if it is worth doing then the SFO should pay for it
- New staff area downstairs in Archway 2 along with the booking office which still faces east
- Ticket machines adjoining the gate lines are located in a way which could cause queuing and congestion at the entrances as other passengers try to use the barriers
- Includes stairway replacement – why is this a cost to new works? - should be renewal budget if necessary
- Canopy over part of eastern station forecourt – might it be better to devise structure covering whole forecourt and making it part of general station make-over in public realm areas, rather than retaining 'alleyway' feel (but who pays for that?)
- Costs incurred in moving switch room are tagged onto ticket office removal – moving switch room is an apparent non-benefit for passengers unless improves sight lines on platforms
- Other platform-level changes include new waiting room and revised CCTV/PA locations – agreed that these are beneficial if the main relocations occur
- Optional retail use of Archway 1.

114. Judgement:
    - **This is a scheme which incurs high costs for internal accommodation changes within viaduct structures, which passengers may not benefit from**
    - **The benefits of the western entrance are minimised by lack of visibility**
    - **The station's overall presence with the West Peckham community will have changed little**
    - **Secure station status might be awarded because of the gating and CCTV, but because of the detailed design downstairs, benefits will be internal to the station and not external to the wider community.**

Archway 2 scheme

(defined by the location of passenger access to circulating areas under the viaduct)

115. Elements & Critique: (no costs available from Southwark Council)
    - Station changes upstairs may still take place – it isn't clear
    - Stairway replacement etc may or may not occur – it would need to be justified
    - Booking office moves downstairs into Archway 3, allowing unimpeded access from both western and eastern approaches via Archway 2
    - Two retail units are proposed, in part of Archway 3, and Archway 1
    - The builders yard is completely removed, allowing a major public realm statement on the western side of the arches, integrating the station into the West Peckham community
    - There may yet be more that can usefully be done with the eastern forecourt approach

- Passive provision for a lift is located within Archway 2 – use of this may possibly be supervised from the booking office location (though such supervision isn't needed at DLR stations – CCTV is adequate at those stations)
- The lift would be costly to install because it is within a thicker part of the viaduct arch, so requiring additional viaduct alterations
- It is not clear whether the viaduct structure between Archways 2 and 3 would need to be modified (at cost) to create a larger passenger circulating area
- The location of the booking office in Archway 3 is useful to more passengers than the previous scheme. However with forecast high levels of station patronage, congestion could arise in the circulating area adjoining the booking office and the stairway – this might be considered unsafe as it would impede flow on the stairway
- There does not seem to be space for an adequate gate line, if it was desired to create a fully-gated station and achieve a high level of security.

116. Judgement:
    - **Prima facie, this scheme creates more passenger benefit than the Archway 3 scheme**
    - **However it appears operationally unsatisfactory, for example in relation to passenger flows and the stairway/booking area overlap**
    - **Costs are notional at this stage, as it isn't clear which of the Archway 3 scheme elements are retained in other parts of the station. Nor it is clear who would be expected to pay for which element**
    - **If other Archway 3 elements are retained (changes at platform level, staircase rebuilt), then similar *railway* costs may be incurred overall, as the railway elements within the specification are similar at street level, even if they are located differently**
    - In reaching this view, we have assumed that:
        a. refurbishing and kitting out parts of Archway 3 and Archway 1 for retail purposes are costs to be budgeted against a Network Rail commercial investment budget line rather than the operational railway
        b. there would be additional costs incurred in creating a larger public realm area on the western side of the station viaduct, as part of the relocation of the builders' merchants, and these would need to be charged against Southwark Council and/or Network Rail, depending on ownerships and agreements.

117. Neither Archway scheme appears robust, and this is without considering costs.

Funding availability

118. Reviewing costs, some of the significant shortcomings have been:
    - a high total cost as shown by the Archway 3 scheme, £1.23m including contingency (but possibly still excluding the Treasury 'green book' rules)
    - why is the railway looking only within its own footprint (ie, largely within the viaduct) to define solutions – for example, a ticket office location?
    - it may be cheaper to construct a new building, possibly serving more than one purpose, using land released on the eastern or western sides of the station?
    - whose financial responsibility is it for each station element?
    - why are some elements considered necessary or worth doing?
    - where should any funding element from Southwark Council best be allocated?

119. It is important to ensure that each partner (Network Rail, Southern, Southwark, and possibly Transport for London through station access funding) is clear that each is getting value for money spent appropriately.

120. Given the low direct benefits for passengers and the external catchment, and that total costs have been estimated as £1.23m for the Archway 3 scheme, there is a poor case for Southwark Council allocating its £400,000 for the schemes as they are currently devised. There is a low likelihood of simple funding for a scheme as set out with Archway 3 or Archway 2.

121. The available funds are:

- **Southwark allocation, ca. £400,000**
- **Network Rail NSIP has had a notional allocation for Queens Road Peckham of £150,000**
- **Southern is likely to contribute towards station deep clean and fault remediation**
- **Southern would bear the cost of a station gating scheme if there is a business case to include the station within the proposed additional 22 stations to be gated – however the known proposals for gating at Queens Road Peckham incur high costs because of the ticket office relocation within the railway viaduct**
- **Estimates of additional revenue obtainable from an enlarged catchment are conservatively £100-150,000 p.a. (see analysis in section B). This could be used to procure additional capital investment, or be used towards a mix of yearly maintenance and provision of passenger facilities, and capital investment**
- **TfL LIP funding for station access improvements will depend on the merits of the proposals.**

JRC proposal for 'Public Realm' station scheme

122. Consequently JRC has considered it necessary to review the location of the proposed station elements, to try to develop a more cost-effective scheme that can be operationally practicable as well as further increasing passenger and wider community benefit and attracting a full range of available funding.

123. JRC's changes to the project focus and affordability for Queens Road Peckham station and affordability can be summarised as:

a. **Platform level**: Same or stronger emphasis as Archway 3 scheme, in achieving clear sight lines and better passenger waiting facilities – but with NSIP budget limit of **£150,000** if that is the NSIP maximum spend at this station, with any other funding from train operators Southern and London Overground as it is demand for these services which drives the requirement for better passenger handling at platform level.

b. **Staircase rebuild, passive provision for lift, major refurbishment of Archway 3**: do not incur expenditure unless justified – and not to be funded by Southwark Council.

c. **Archway 3** – tidy and make ready for Western entrance – indicative limit **£80,000**, preferably less – could be charged to railway business on Regulated Asset Base

(eg, if parties agreeable to cost split on savings from ticket office relocation), or charged to revenue gains from the Western entrance (see section B and below).

d. **Western station entrance and public area**: a 'must have' for accessibility, visibility and stronger presence in the West Peckham community, and for railway marketing - Southwark Council to allocate its **£400,000 to this and linked elements of the project (see below). Additional forecast revenue from the improved accessibility also to be allocated to this project element.** Outline costs potentially **£194-233,000 for western elements**, this includes *notional* costs for compensation and relocation of builders' merchants.

e. **Archways 1 / 2**: open up to pedestrian circulation, possibly replacing narrow footpath on North side of Queens Road under railway bridges, to bring community closer to the station entrance. It might be possible to open up only one archway to save funds – this might be best as Archway 1, to maintain as direct a route as possible between the two sides of the railway, although closer proximity to the station entrance would be achieved via Archway 2. The other archway might then be used for commercial retail. Costs should be contained within the available Southwark funding - **£400,000** plus any offsetting income and charges below.

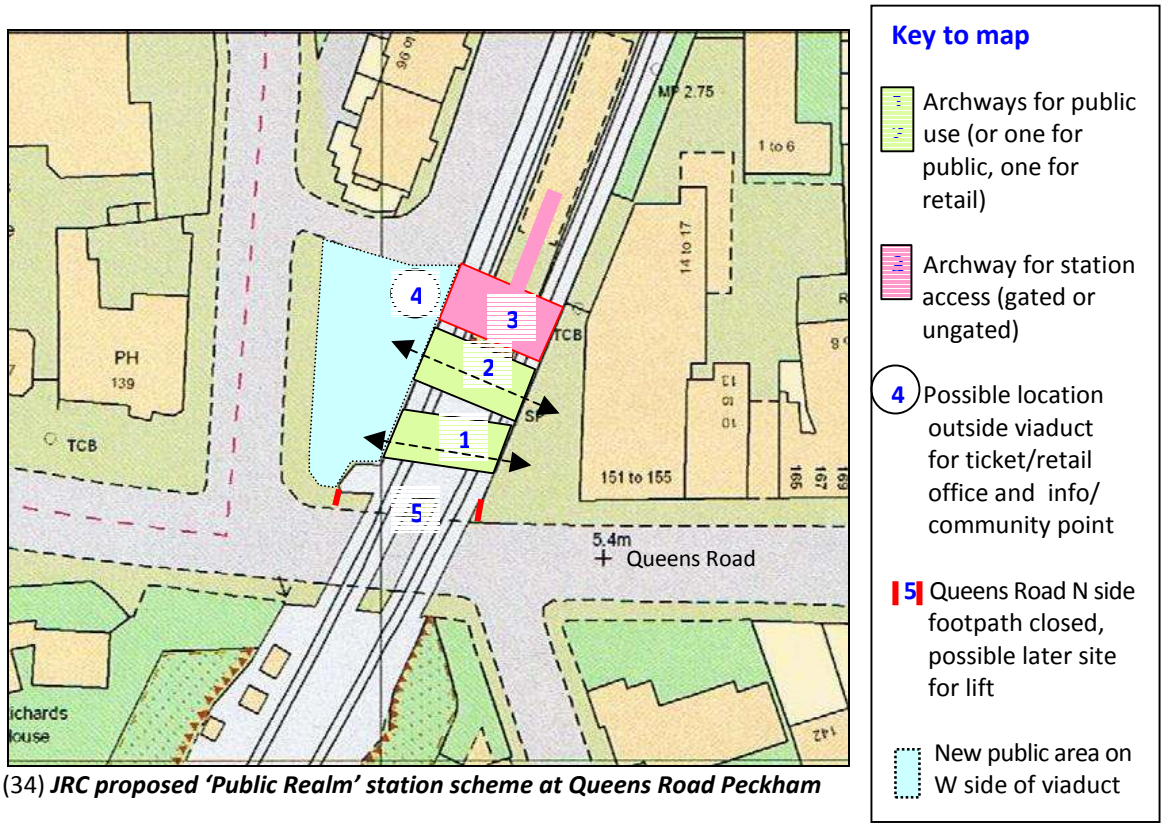
f. **Gated entrances/exits**: an optional cost for Southern dependent on the business case, and implemented by Network Rail. Generally, gating a busy station of over 500,000 passengers annual 2-way throughput will pay for itself through fares capture. For lesser flows, Oyster touch-in and touch-out provides affordable revenue control at National Rail stations. If the station is gated, this will affect the specific location for the suggested ticket/retail office (see below).

g. **Ticket office/retail point**: It is a primary decision and cost for Southern to maintain a ticket office. If there is to be an office, it should be significantly cheaper to build at street level outside the viaduct on the W side of the station, rather than within the viaduct, using more conventional commercial building costings. An objective would be to reduce ticket office capital costs to the railway businesses by at least half, from the £333,000 estimate of the Archway 3 scheme.

h. **Wider community service**: If the office were located at street-level adjoining regular pedestrian traffic within the West Peckham community, there is the scope for it to offer a wider community information and retail service. There might be a basis here for a Southwark Council contribution to the office costs, for example assisting with land costs by gifting/leasing land newly released from the builders' merchants. Agreement would need to be reached with railway businesses on the basis for staffing and services.

124. There can be offsetting income and charges:
- **Southwark Council** may be able to achieve some offsetting costs:
- use of Council arches in Station Passage
- £400,000 fund might be enlargeable with 3rd party contributions, eg from new build S106 agreements at 151-155 Queens Road, and development east of the station bounded by Carlton Grove/Queens Road/Meeting House Lane
- Potential TfL contribution towards station access improvements within LIP
- Potential retail income from wider range of sales at ticket/community office (see ticket office item below)

- **Network Rail** secures trade-off between foregone rental income from Archways 1 / 2 and reduced capital costs of other parts of station project, and negotiated agreements with southern and Southwark Council
- A higher passenger throughput and **Southern/TfL** revenue from Queens Road Peckham because of its more accessible, visible, marketed presence in the West Peckham community (revenue benefits estimated in section B) will help to underpin wider **Mayoral** objectives for regeneration, economic growth and climate change outcomes in London, which may also have a monetary value via the **GLA/TfL**.



(34) ***JRC proposed 'Public Realm' station scheme at Queens Road Peckham***

125. The proposed main elements are set out below in more detail, together with likely financial responsibilities. Notional costs are based on Archway 3 cost estimates for similar features, but require verification:

Location	Remove/rebuild	Add/replace	£ Costs (+/- charges)	Note
Platform level	Assume Archway 3 scheme. Remove booking kiosk and related materials. If needed, greater clearance of clutter for unobstructed sight lines	• New seating and shelter, lighting • CCTV/PA/HelpPt • Platform surface • Switchroom (is the latter needed? - it was £35k in Archway 3 scheme)	Network Rail and Southern Ca. £130,000 (£184,000 with charges) **Aim to work within £150k NSIP funding, more funding if required from TOCs**	Opens up platform area with clearer sight lines and more passenger accommodation. Good use of NSIP funds for benefit of passengers
Staircase	No change unless justified		Any work to be a Network Rail cost	

Location	Remove/rebuild	Add/replace	£ Costs (+/- charges)	Note
Archway 3	Continue current 2008-09 refurbish throughout Archway	Work associated with opening up western entrance (see below), tidy up existing cladding, better lighting to address light/dark contrast at East entrance	Network Rail and Southern Notional costs: Ca. £56,000 (£79,000 with charges) *East roller shutter 6k* *Tidy up allow 20k* *Extra lighting 15k* *Resite ticket m/cs 15k*	No ticket office adjoining within Archway 2, so no major change from now. Changes to lighting, relocate ticket m/cs, retain roller shutter from Archway 3 scheme
Western entrance (to be core part of scheme)	Relocate builders' merchants Remove partition between station hall and builders' merchants	New public realm opportunity opening up West entrance to station (Archway 3) and pedestrian routes via Archways 1 / 2. Public space on W side of viaduct ?Scope for major 'place-making' with external funding for that Network Rail foregoes income Archways 1 / 2, gains other benefits (basis accepted in Archway 3 scheme)	? Ca. £100,000 to relocate merchants (A3 scheme x 2). Notional NR costs to open Archway 3 West side: Ca. £94,000 (£133,000 with charges) *Arch preparation 20k* *Lining up to dado 10k* *Floor finishes 20k* *CCTV/CIS update 15k* *Lighting/other electric 15k* *West roller shutter 6k* *Ticket machine 7.5k* **Aim within available £400,000 Southwark funds + contribution from additional revenues, also using these for Archways 1 / 2 work and W side public space**	Costs of relocating builders' merchants need confirmation Southwark Council to use own charges & cost offset where possible, eg use Council arches along Stn. Passage. Also Southwark/3rd party cost of West public space Discussion about cost allocations Network Rail/Sthn/ Southwark Scope for Retail income in W public space (see ticket office item below)
Archways 1 and 2	Relocate builders' merchants (see above) To save Southwark funds, only one archway might be used for a pedestrian route, with the other refurbished for commercial retail	Refurbish to standard for use by pedestrians (? Also murals with Art Funding) Brings public much closer to Archway 3 station entrance, ties station access into community	Costs of making good, resurfacing, lighting. Southwark Council to supply its cost criteria and agree costs with Network Rail **Aim to work within Southwark funds (see above)**	Archways to become public pedestrian route. Southwark may consider closing existing narrow pavement on N side of Queens Road under rly bridges (see photo 3)
Gated entrances		New ticket gates and related costs. This will help achieve Secure Station status. Archway 2 scheme excluded gating, Archway 3 scheme included gating	An optional matter for Network Rail and Southern to agree scope / costs. Forecast passenger volumes may need extra gating to that shown in Archway 3 scheme	Costs should be a charge on railway businesses, not Southwark Council Ticket office item (below) discusses location of office if gating required

Location	Remove/rebuild	Add/replace	£ Costs (+/- charges)	Note
Passive provision for lift	Close footpath on N side of Queens Road rly bridges. Use footpath as location for lift base, accessible either from footpath entry or from cut through bridge support from Archway 1	Potential location on site of N side Queens Road footpath. Emerge at upper level between NB and SB railway bridges, thence level access to island platform	Full costs not known Platform end cabin (see photo 18) may need relocation Passive works in Archway 3 scheme were Ca. £95,000 (£134,000 with charges)	No expenditure unless lift is fully funded and authorised
Ticket office / retail point	Removed from platform level If station gated (see above), new office location might be close to viaduct with extended gateline	Proposed location on newly cleared West side public area, offside from viaduct avoiding high project costs Network Rail/Sthn/ Southwark might agree office having wider community info and retail scope - facing into West Peckham as well as serving the railway. With community service agreement, Southwark might gift/lease W side land to assist with railway costs	Primary costs are for Network Rail and Southern Typical commercial building and kit-out costs for private sector retail are £500-700/m^2 plus separate start-up costs (eg check land contamination, join to utilities, planning). If 85m^2 (as in A3 scheme) then basic cost Ca. £60,000 (£85,000 with charges), more if specialised railway inventory	DLR does not have ticket offices at most inner suburban stations. However National Rail stations have mandate to sell full range of tickets, while TfL London Rail policy is to have offices staffed all hours of operation. Queens Road Peckham is also forecast to become much busier. Southern is to maintain all-day staffing at Queens Road Peckham station, but the use of that staff – platform and general station patrolling or ticket office services – has not yet been defined.

(35) ***Main project elements and costings for Queens Road Peckham 'Public Realm' station scheme***

D Recommendations for next steps

126. Next steps are for Southwark Council to consider:
    - whether it should engage with the railway authorities to secure a more effective range of proposals for Queens Road Peckham station, that achieve a higher level of accessibility and visibility for the station and integrate the station better with the West Peckham area
    - whether an effective a 'public realm' intervention should include a new western access, general public use of some railway arches, and other access initiatives in the station catchment
    - whether there are other specific opportunities to use the western side of the railway viaduct at street level, for railway and community benefit, for example with a ticket/retail and community information point
    - whether these actions are an appropriate use for the £400,000 and any other funding available from Southwark's resources and via Section 106 and other third party contributions.