REGENERIS

Camden Highline Benefits Analysis

A Report by Regeneris Consulting

May 2018

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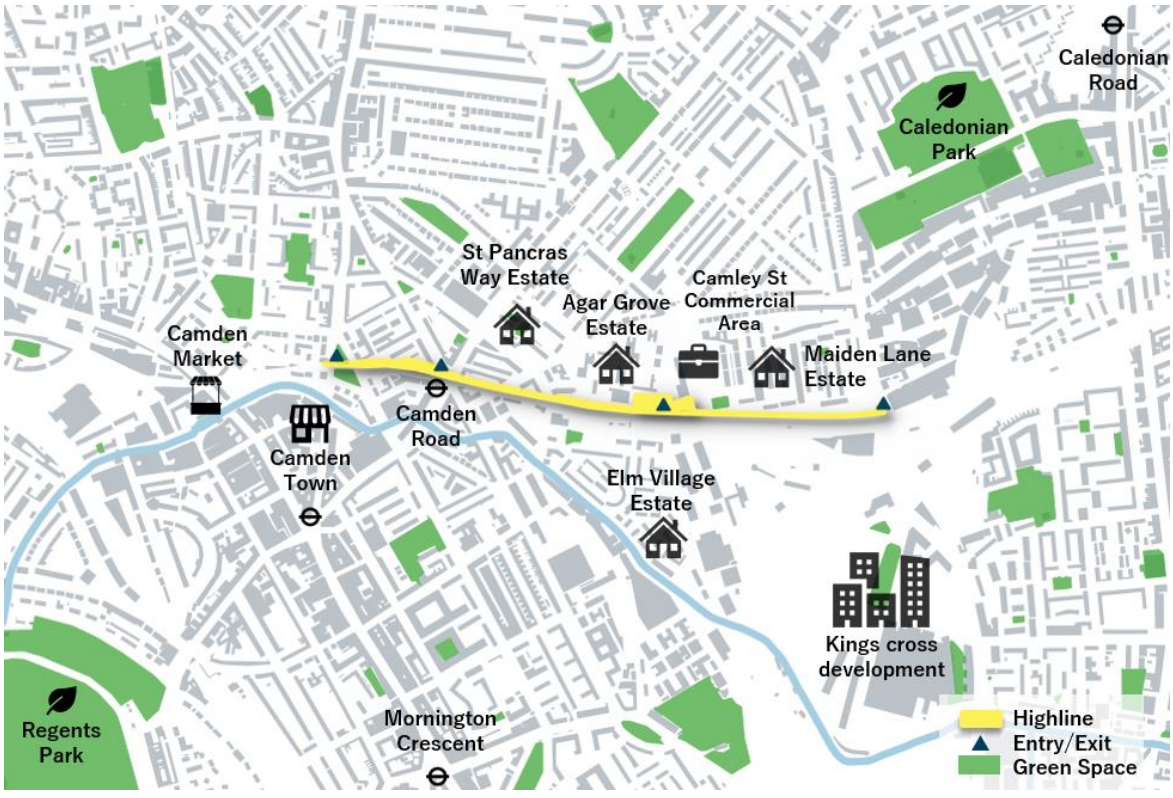
ii. The Camden Highline is an exciting and imaginative scheme to transform a disused section of raised rail line into a sustainable green space and transport link. It offers the potential to create a new green link that would connect Camden Market, via Camden Road Station, across to Camley Street, and on to the northern edge of the King's Cross development area.

iii. The overall length of the Highline is around 1.2km long, offering a 10 or 15-minute walk. A graphic overview of the route is presented below.

Figure 1.1 Overview of High Line Scheme



Source: Regeneris, 2018

v. The Highline scheme offers a range of potential functional roles, incorporating a new access to and from Camden Road Overground Station, an east-west transport link from Camden Town to the northern edge of King's Cross, a green space and community garden asset, alongside the potential for some commercial activities.

vi. A separate study, conducted by Fourth Street, to produce a Draft Business Plan has identified an overall visitor projection for the Highline of around 2.5 million pa.

The Impact Framework

vii. A comprehensive process has been undertaken to establish the range of potential direct, catalytic, and wider strategic benefits that could be engendered by the Highline scheme. This has applied the baseline evidence base gathered from stakeholders and knowledge of the potential functional roles of the Highline to develop an overarching impact framework.

viii. A total of six 'Impact Topics' have been identified covering the direct and catalytic impacts:

- **Construction and operational impacts:** direct employment and business benefits
- **Development and property impacts:** uplift in existing residential and commercial properties and future development values
- **Benefits to Camden's economy:** expenditure impacts from additional visitors
- **Benefits for users:** travel and safety benefits, health and wellbeing impacts
- **Environmental impacts:** ecological, heritage & townscape, and noise & air quality impacts engendered by the scheme
- **Public sector benefits:** changes to business rates and council tax returns and health service expenditure

'Central Case' Benefits

ix. Our Central Case is based on a set of assumptions drawn from the literature regarding the types of impacts and benefits which might be expected to be unlocked by a scheme of the size and nature of the Camden Highline.

x. The findings of the assessment are summarised overleaf and demonstrate that over its lifetime the project has the potential to deliver:

Around £92m GVA benefits, as part of a collective total of up to £225m benefits over 20 years

- Around to £92m worth of aggregable GVA benefits to the local (Camden) economy,
- Total quantified benefits of around £225m (while presented here as a single figure for indicative purposes, some of these benefits are 'non-aggregable', comprising a mix of impacts providing benefits to a range of audiences and beneficiaries).

xi. While providing a central estimate, these figures are considered cautious in that a relatively conservative 'operational' phase of 20 years has been modelled.

CAMDEN HIGHLINE BENEFITS ASSESSMENT – SUMMARY OFIMPACTS

SCALE AND NATURE OF MONETARY IMPACTS AND STRATEGIC MESSAGING

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CONSTRUCTION AND OPERATIONAL IMPACTS

CONSTRUCTION	200 JOBS PER YEAR
OPERATIONS	16 FTE > £10M GVA
ARCHES & CONCESSIONS	100 FTE > £66M GVA

STRATEGIC MESSAGING:
Training and employment for local people

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LAND & PROPERTY IMPACTS

EXISTING PROPERTY	£83M
FUTURE DEVELOPMENT	£9M

STRATEGIC MESSAGING:
Value uplift but need for clear messaging in context of gentrification throughout

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WIDER CAMDEN ECONOMY BENEFITS

VISITOR SPEND 20 FTE > £16M GVA

STRATEGIC MESSAGING:
Local employment, town centre vitality

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USER BENEFITS

TRAVEL TIME IMPACT	£3M - £3.5M
SAFETY & SECURITY	£0.3M
HEALTH & WELLBEING	£2.1M

STRATEGIC MESSAGING:
Supporting healthy streets concept

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ENVIRONMENTAL IMPACTS

ECOLOGICAL	Moderate to Large Positive
HERITAGE / TOWNSCAPE	Slight Positive
NOISE AND AIR QUALITY	Neutral to Slight Positive

STRATEGIC MESSAGING:
Creating green corridors, restoring heritage

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PUBLIC SECTOR BENEFITS

BUSINESS RATES £5M

STRATEGIC MESSAGING:
Public sector resilience and income

Alternative Scenario: 30-year Asset Life

xii. The Central Case assumes an operational lifetime of the Highline of 20 years. This is based on the lower end of the proposed contractual agreement with Network Rail for use of the asset. The upper end of these proposals is 30 years, with the potential for longer should there be deemed no requirement to bring the asset back into the operational railway.

xiii. A sensitivity test has therefore been undertaken with an extended lifetime for the Highline of 30 years. This increases the overall level of GVA benefits to around £120 million, as part of a collective total of around £260 million, representing a 25% increase in benefits.

Wider Strategic Impacts

xiv. The following wider strategic benefits from the Highline have also been identified:

- **Supporting Camden's local growth & regeneration aspirations:** By enhancing the image and overall quality of the area, while also providing a more direct pedestrian link to Camden town for developments in the immediate vicinity of the route, the Highline could play an important role in supporting local growth aspirations and in helping the Borough to meet its strategic growth targets
- **Supporting local and regional travel and movement aspirations:** Whilst not at street level, the Highline embodies nearly all the principles of the Healthy Street Approach and will create a high quality and unique pedestrian walkway linking Camden Town to King's Cross. It provides a community asset that will encourage walk trips and help to deliver the Mayor's aspiration for active travel
- **Supporting the Mayor's aspirations for Good Growth:** The Highline aligns strongly with the Mayor's Good Growth aspirations and narrative. It is a bottom up scheme driven by the local community and rooted in an aspiration to make Camden a better place for the full spectrum of communities who visit, live and work in the area.
- **Strengthening and diversifying London's visitor offer and promoting the city on the global stage:** The Highline has the potential to deliver a significant visitor economy boost: not just for Camden, but also for London as a whole, with business plan forecasts of ~1.3 million tourists, of which ~0.8 million would be international visitors. The attention and exposure, both nationally and globally, would help further strengthen London's standing as one of the world's leading visitor destinations.

Phasing of Delivery

1.2 The project offers the potential to deliver the scheme in phases. The analysis of each phase indicates that they each offers slightly different functional roles:

- Phase 1 (Camden Gardens to Camden Road Station) provides additional access to the station but also delivers a substantial proportion of the garden planting opportunities. The majority of the arches to be used as associated commercial operations are also located below this section
- Phase 2 (Camden Road Gardens to Camley Street) provides the connection to many of the housing estates and the Camley Street Development Area. It also offers substantial opportunities for garden planting.
- Phase 3 (Camley Street to York Way) is much more constrained in terms of width as there are four rail tracks along parts of this section but it provides the important connection through to the King's Cross Development Area

1.3 To realise as much benefit as possible, within the defined period of 20 years, all elements of the scheme should be delivered as quickly as feasible. The delivery of Phase 1 and 2 would appear particularly critical in establishing a substantial garden asset that can be easily promoted as a London visitor attraction.

Conclusions and Moving Forward

xv. The impact assessment demonstrates that, viewed over its lifetime, the Camden Highline has the potential to deliver significant levels of benefit for a range of local beneficiaries.

xvi. That said, it is important that the Highline team continue to be cognisant of a number of potential sensitivities of the scheme: including the overall scale of costs and the implications of a number of the benefits identified (particularly the narrative regarding increasing property values).

xvii. Given these sensitivities, it will be important that a coherent strategy is developed through which the benefits of the Highline for different groups can be articulated and any concerns regarding potential adverse impacts mitigated. Continuing to couch the proposals within social and community benefit arguments should be a fundamental part of this.

1. Introduction

1.1 Regeneris Consulting was appointed by Camden Town Unlimited (CTU) to assess the potential social and economic benefits of the proposed Camden Highline (the 'Highline') scheme.

1.2 The Highline scheme (*described in detail below*) offers a range of potential functional roles incorporating a new access to and from Camden Road Overground Station, an east-west transport link from Camden Town to the northern edge of King's Cross, a green space and community garden asset, alongside the potential for some commercial activities. As such, an assessment of benefits requires a relatively broad horizon and applies both standard impact assessment methodologies, alongside more bespoke approaches based upon emerging best practice.

1.3 To ensure the assessment represents a comprehensive and transparent evaluation of benefits, an ***Impact Framework*** has been produced that clearly sets out the potential types of impacts, the method to appraise each one, and the metrics that can be used to measure the scale of the benefits. This framework has been used to govern the overall assessment.

1.4 The benefits analysis has been undertaken in parallel with a complementary study developing a Draft Business Plan for the Highline[1]. The outputs from the Business Plan have provided an important source of data for the quantification of benefits within this study.

1.5 This report is structured as follows:

- ***Chapter 2:*** An overview of the proposed **Highline** scheme, including its potential function role, its likely boundary of influence and its potential level of usage.
- ***Chapter 3:*** A summary of the **baseline context** in the local area around the Highline, including socio-economic conditions, current land-use, future development potential, connectivity and movement and health and wellbeing
- ***Chapter 4:*** An overview of the **impact framework** and the approaches adopted to measure potential benefits
- ***Chapters 5 to 10:*** Provide a summary of estimated **direct and catalytic benefits** derived through the delivery of the Highline, including:

[1] Camden Highline Draft Business Plan Fourth Street, April 2018

- Direct **construction and operation** of the Highline, including associated commercial operations (Chapter 5);
- Direct benefits to **users** of the Highline (Chapter 6);
- Catalytic impacts upon **land and property** within the impact area around the Highline (Chapter 7);
- Catalytic benefits to **Camden's wider economy** (Chapter 8);
- Impacts upon the **environment** (Chapter 9); and
- Impacts upon **public sector finances** (Chapter 10).

- ***Chapter 11:*** A discussion of **wider strategic benefits** that the scheme could deliver over time
- ***Chapter 12:*** a **summary of the impacts** and a consideration of how the **benefits could be maximised**.

2. The Highline

2.1 This section provides an overview of the proposed Highline scheme, including its proposed current design and construction, potential function role, its likely boundary of influence, and key outputs from associated work, completed by Fourth Street, developing the business plan for the scheme.

Overview

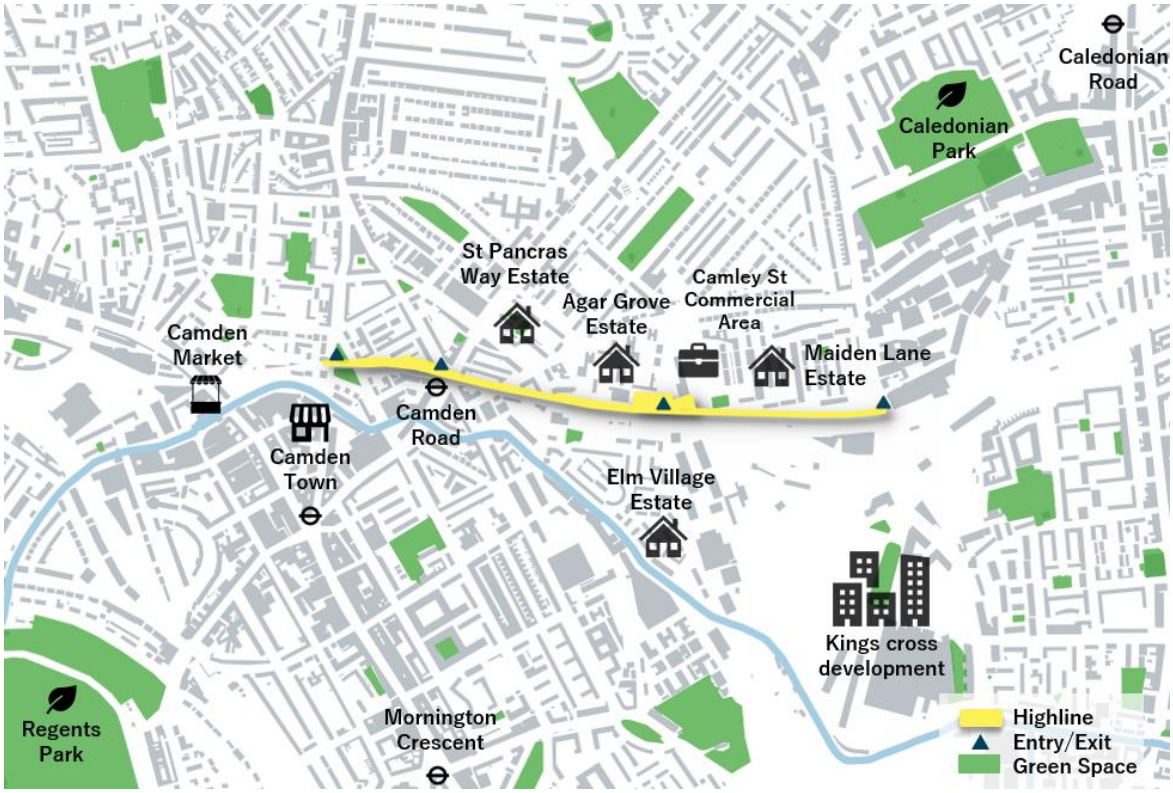
2.2 The Camden Highline is an exciting and imaginative scheme to transform a disused section of raised rail line into a sustainable green space and transport link. The concept involves transforming part of the North London Line that runs between Camden Road West Junction and the site of the old Maiden Lane Station off York Way. Up until the 1980's there were four rail tracks in operation along this section of route, but two tracks were subsequently removed along the majority of its length. This space has, therefore, been identified as offering the potential to create a new green link that could connect Camden Market, via Camden Road Station, across to Camley Street, and on to the northern edge of the King's Cross development area.

2.3 The overall length of the Highline is around 1.2km long, offering a 10 to 15 minute walk. A graphic overview of the route is presented in Figure 2.1.

2.4 The broad concept of the scheme would be for the Highline to be accessible at four locations:

- Camden Gardens (off Kentish Town Road);
- Royal College Street (bringing back into use the disused access north side of Camden Road Station and providing a new gateline of the Highline onto the current eastbound platform);
- Camley Street; and
- York Way (at the site of the former Maiden Lane Station).

Figure 2.1 Overview of Camden Highline Scheme



Source: Regeneris, 2018

2.5 There would be planting throughout the Highline, creating a welcoming and ecologically sustainable environment, at the wider points of the route a variety of gardens would be created to provide stimulus and interest.

2.6 To reflect its role as a transport link, the Highline would remain accessible to all throughout it operating hours (likely to be from 8am to 8pm). So whilst it wouldn't close for specific events, the space would still be utilised for voluntary and charitable activity events to encourage physical and mental wellbeing.

2.7 The Highline is also intended to be free at point of use. Some commercial operations are envisaged, to provide a source of on-going revenue generation, but these will primarily be at ground level around the access points to the Highline, within the railway arches.

2.8 As well as promoting the Highline as a specific green space, garden, and transport link (including to Camden Road Station), the intension would also be to ensure that it is fully integrated within the wider offer of Camden Town, Camley Street and King's Cross. This would be in terms of a strategic visitor attractor to the area but also as part of a wider east-west connection linking into other designated walking links.

2.9 In relation to this, there is the possibility of an extension of the Highline across Kentish Town Road into the Hawley Wharf development, which would provide both enhanced access to Camden Road Station from the site but also connections westbound to Camden Market, albeit these connections could also be provided at ground level.

Design and Construction

Feasibility

2.10 An initial feasibility study has provided sufficient evidence that the scheme is deliverable and preliminary engagement with Network Rail (the owner of the asset) have indicated their willingness to enter into an agreement to lease the available asset.

2.11 The terms of the lease are likely to be for up to a period of 30 years, at which point it may be a requirement to bring the asset back into operational rail use. This requirement is likely to be linked to any future requirement to increase London Overground services, including any potential to re-establish passenger services from Camden Road Station across to the West Coast Mainline and the disused station at Primrose Hill.

2.12 Under any circumstance of reinstating four-tracks between Camley Street and Camden Road Station, there would remain a rail capacity constraint further west at Camden Road West Junction, where, even under its original layout, the capacity reduced to two-tracks on each of the three approaches to the junction. This would appear to reduce the operational benefit of reintroducing four tracks to the east of Camden Road Station, unless accompanied by additional major infrastructure works at Camden Road West Junction.

2.13 Camden Town Unlimited have received verbal confirmation from TfL that they do not have ambitions to reinstate the track to live use as a priority capacity improvement on the North London Line and are awaiting a final report.

Maintaining the Asset

2.14 The preliminary assessment of potential capital costs has produced a cost estimate range comparable to mid-sized Major Scheme in transport terms.

Phasing

2.15 Within the design of the overall scheme, a potential for phasing of construction has been identified, with three different sections of the Highline

- Section 1: Camden Gardens (Kentish Town Road) to Camden Road/Royal College Street (eastern end of Camden Road Station)
- Section 2: Camden Road/Royal College Street to Camley Street
- Section 3: Camley Street to York Way

2.16 Part of this benefits assessment will be to consider the potential impact of the phasing of construction.

Functional Roles

2.17 In reviewing the Highline scheme and through discussions with the scheme promotor and other stakeholders, it has been established that there are a range of potential function roles for the completed scheme. Each is considered below.

Green Space and Garden Asset

2.18 A primary role for the Highline will clearly be the provision of green space and a liner garden. Whilst there are no specific designs, as yet, the aim will be to encapsulate a range of sustainable planting that not only provides visual stimulus but also delivers ecological benefits, including improving air quality.

2.19 The wider sections of the Highline will include individual bespoke gardens, providing pockets of specific interest along the route.

2.20 Whilst the Highline will not be closed off for private functions, it is the intension to use the space to encourage charitable activities, such as volunteering to maintain the gardens, talks, guided walks, etc. to further promote local social cohesion.

East – West Connection

2.21 The Highline will provide a new east-west link between Camden Town and the northern edge of the King's Cross development. The Midland Mainline running into St Pancras currently creates a significant barrier to east-west movement, with only Agar Grove (to the north of the proposed Highline) and the Regent's Canal Towpath and Camley Street down at St Pancras Lock providing crossing points within this area. The Highline will provide much improved connectivity from York Way to Camden and offer an alternative route from King's Cross to Camden than the canal.

2.22 Even from Camley Street to Camden, the Higline will offer a much more direct and safer route, avoiding the requirement to cross a number of busy roads.

Additional access to Camden Road Station

2.23 A key feature of the proposed scheme is the provision of an additional entrance and gateline into Camden Road Station. This will provide direct benefits to the operation of the station and provide an alternative route from the eastbound platform towards Camden Market, via the Hawley Wharf development. Access to the station will also be significantly enhanced from the Camley Street area.

Figure 2.2 New Access Routes to Camden Road Station

Source: Regeneris, 2018

Commercial Activity

2.24 As part of the wider Highline scheme, a range of potentiation commercial opportunities have been identified, including cafés on the Highline and use of railway arches under the scheme, at entry/exit points. These will provide an important function in the on-going sustainability of the scheme.

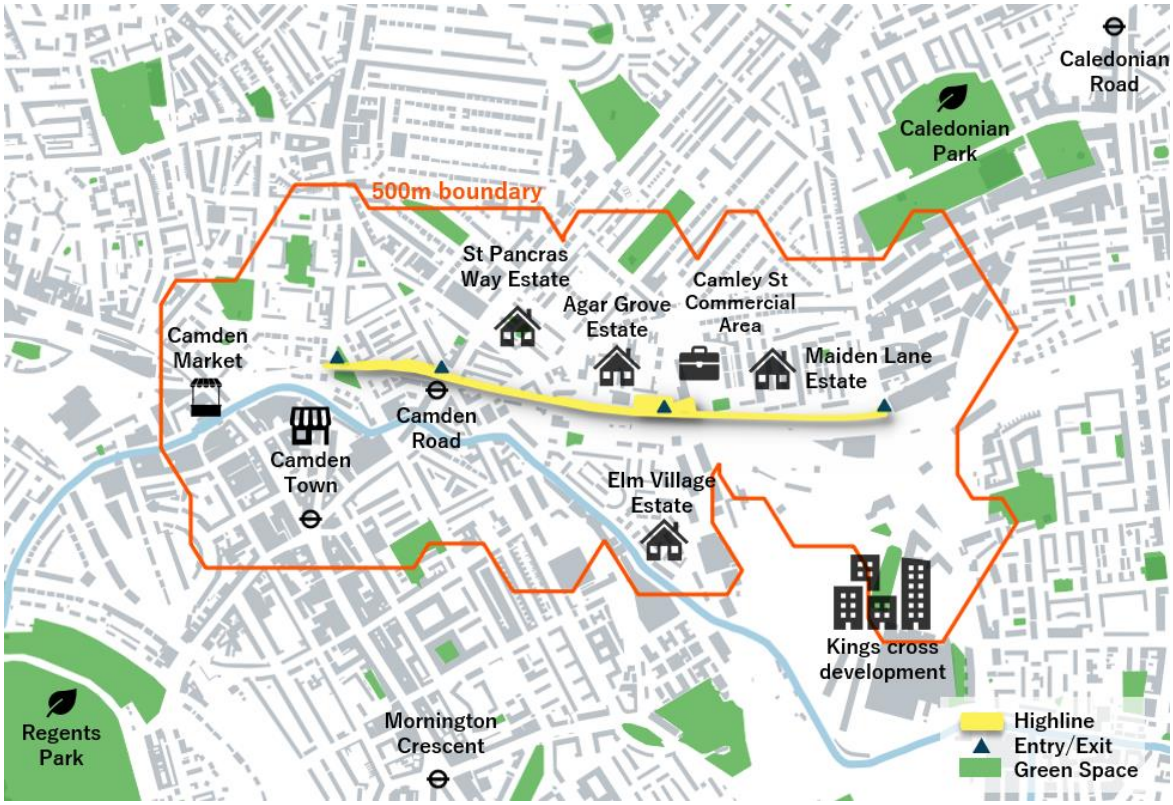
Areas of influence

2.25 In reviewing the Highline scheme, and considering its potential function roles, an important consideration for assessing the potential impacts of the scheme is area of influence. Whilst this may vary for different types of impacts it will broadly reflect the proximity to each of the four proposed access points to the Highline.

2.26 For the purposes of the core analysis, we have considered an impact area within 500m walk distance of an access point to the Highline. This reflects an easy walk distance that would make the Highline an attractive asset to utilise for residents and businesses within the area.

2.27 Figure 2.3 presents this area of influence as an isochrone around the Highline.

Figure 2.3 Immediate Area of Influence



Source: Regeneris, 2018

Forecast Usage

Visitor Projections

2.28 As mentioned within the introduction to this report, an accompanying piece of work has been commissioned by Camden Town Unlimited to produce a Draft Business Plan (DBP) for the Highline[2]. This report examines the potential business models that could be utilised to financially sustain project over time. To do so it considers the potential use of the Highline and the way in which this can be harnessed to secure direct and indirect forms of financing.

2.29 The DBP identified three distinct market elements for the Highline:

- a tourist attraction;
- a resident amenity; and
- a mode of transportation

2.30 Through this it identifies three main user types, with further sub-categorisation:

- Tourists: with sub categories identified as International and Domestic (non-London)
- Residents: with sub-categories identified as Primary (Camden & Islington) and Secondary (rest of London)
- Workers

2.31 Through market analysis and case study comparisons, the DBP has produced a set of visitor projections for the Highline. These are summarised in Table 2.1.

Table 2.1 Visitor Projections by Types (Year 3)

Type	Visitor Projections	% of Total Visits	Return Visit Rate	Visitors	% of Visitors
TOTAL	2,000,000	100%	1.81	1,718,000	100.0%
Tourists	**1,300,000**	**65%**	**1.00**	**1,300,000**	**75.7%**
International	780,000	(60%)	1.00	780,000	
Domestic	520,000	(40%)	1.00	520,000	
Residents	**600,000**	**30%**	**2.00**	**408,000**	**23.7%**
Primary	120,000	(20%)	5.00	24,000	
Secondary	480,000	(80%)	1.25	384,000	
Workplace	**100,000**	**5%**	**10.00**	**10,000**	**0.6%**

[2] Camden Highline Draft Business Plan Fourth Street, April 2018

2.32 The DPB forecasts around 2 million visitor trips pa to the Highline in Year 3 after opening, with around 1.2 million different individual's utilising the asset. Around two-thirds of the visits, and three-quarters of individuals visiting, are predicted to be tourists, with 60% of these international and 40% domestic.

2.33 A further 30% of visitors (and 24% of individual visitors) are predicted to be residents, with the final 5% of visits (representing under 1% of individual visitors) being workers.

2.34 The DPB provides a profile of visitor projections over the first six years of the scheme, taking into account the potential phased delivery of the scheme.

Table 2.2 Visitor Projections Years 1-6

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
TOTAL	1,000,000	1,250,000	2,000,000	2,250,000	2,500,000	2,500,000
International Tourists	390,000	487,500	780,000	900,000	1,000,000	1,000,000
Domestic Tourists	260,000	325,000	520,000	652,500	725,000	725,000
Residents	300,000	375,000	600,000	585,000	650,000	650,000
Workplace	50,000	62,500	100,000	112,500	125,000	125,000

2.35 The DBP projections a total increase in visitor numbers up to 2.5 million by Years 5 and 6, with 1 million international tourists.

Station Usage

2.36 Detailed data on passenger numbers at Camden Road Station has yet to be made available. Overall station entry/exit numbers have been obtained from the Office for Rail and Road website[3]. These indicate that the station is used by around 5.2 million passengers pa. to put this into context, Kentish Town West and Caledonian Road & Barnsbury, the next stations along on the Overground Line, have 2.7m pa and 1.8m pa, respectively, whereas Camden Town Underground Station has around 22 million passengers pa.

2.37 Whilst no further breakdown of these entry/exit data is available, profiles of London rail demand across the week and across the day are available. These have enabled an assessment of likely passenger number during a typical average weekday (~16,750 entry/exits) and the AM peak hour - 8am to 9am (~2,050 entry/exits).

[3] http://orr.gov.uk/statistics/published-stats/station-usage-estimates

3. Local Baseline Conditions

3.1 This section sets out a baseline assessment of the economic, social and environmental context of the area surrounding the Highline.

3.2 This includes a summary of current socio-economic conditions and land-use along with wider transport and movement and health and wellbeing considerations.

Current Land-use

3.3 Land uses along the High Line are diverse and reflect the different character area s the route travels through.

3.4 Camden Town and Camden Market provide a large range and high density of retail, tourism and entertainment uses, indicative of its role as a visitor destination. The two western entry points are located on key arterial routes from Camden Town, reflected by a mix of surrounding retail, food and beverage uses.

3.5 The route between Camden Town and York Way/Kings Cross is largely dominated by residential uses, with several large council housing estates (including Maiden Lane, Agar Grove and St Pancras Way to the north, and Elm Village to the south). Maiden Lane and Agar Grove are the largest in terms of total houses and are in close proximity to entry/exit points. The High Line's link from residential uses to Camden Town is key to the rationale of the project.

3.6 Surrounding the Camley Street entrance/exit are residential uses (as highlighted above) and light industrial uses, including a cluster of car mechanics and wholesale and distribution uses.

3.7 Similar to the western entry points, the most eastern entry point on York Way is on the periphery of the new King's Cross Development, although does not reflect the uses. Surrounding uses include residential (as highlighted above) and light industrial uses (including car mechanics and wholesale suppliers). Heading further south of the entry point is the northern end of the King's Cross Development, which unlike the southern end has a greater proportion of residential uses. The design of the scheme provides key access to the Southern end of the site which has a mix of retail, food & beverage and office uses, in addition public spaces.

3.8 There are a range of small parks around the local area (e.g. Castlehaven, Camden, College, Rochester Terrace, Barker Drive, Camden Square) and whilst each of them provides

recreational space and garden ecology, their more limited size means they don't offer the same functional role as the Highline would in terms of a linear walkway. As such, the Highline would be a unique asset within the local catchment area for health benefits through walking and running.

Figure 3.1 Green Spaces Within 500m Boundary of High Line

Source: Regeneris Consulting, 2018

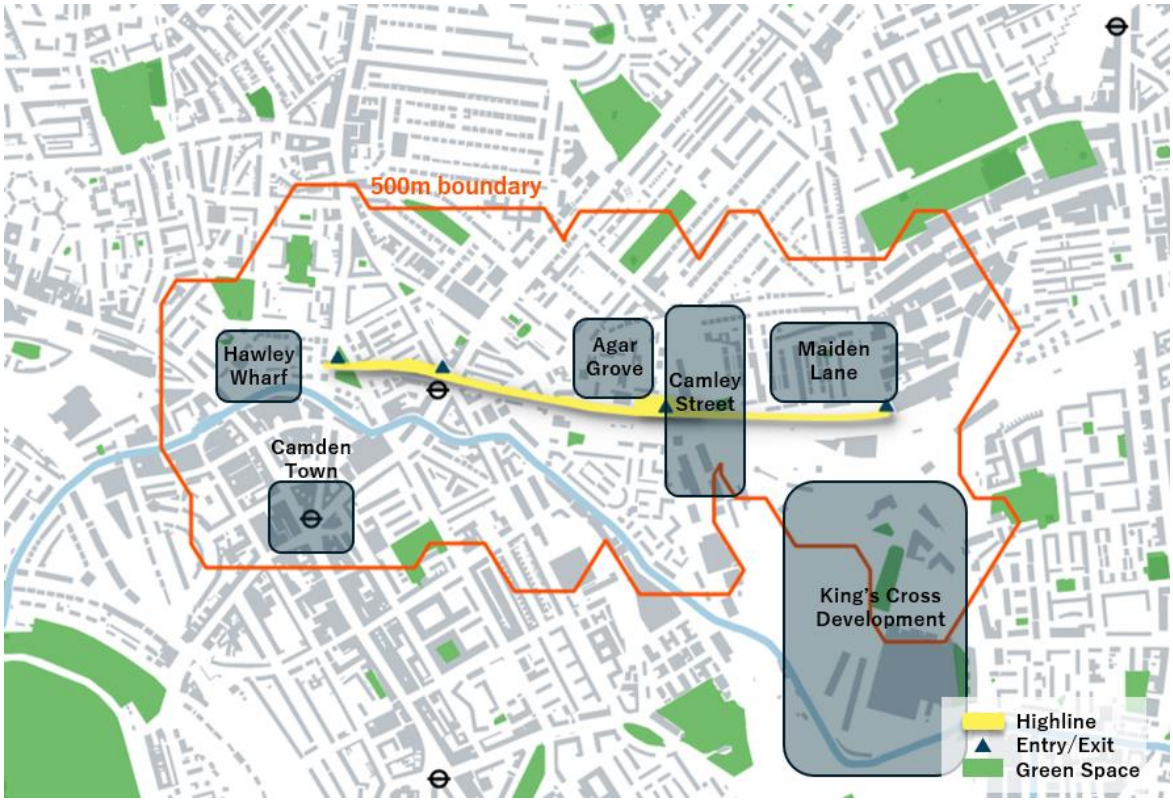
Area Change and Regeneration

3.9 There are several major developments around the Highline, contributing to the significant regeneration momentum in the area:

- **King's Cross Development:** One of the largest and most high-profile regeneration projects in London, transforming 67 acres of former industrial land into a mix of offices, homes, shops, bars/restaurants, leisure facilities and new public space. In 2017 around 65% of the development of the site had been delivered and has become a thriving residential and commercial hub, visited by over 7 million people per year.

- **Hawley Wharf:** The project has converted the former Camden Lock Market site into a 580,000 sqft mixed use scheme, delivering homes, offices, cafes/restaurants, new art-house cinema, food market, new local primary school and public realm. Around £180 Million has been invested and the scheme is due to finish in 2018.
- **Camden Over Station Development:** Currently at the consultation phase, proposals are in place to redevelop Camden Town Tube Station to provide a new station entrance, retail on lower levels and 60-70 homes in new oversight development. The scheme aims to significantly improve capacity and enhance the station's role as a destination and meeting point.
- **Camley Street:** Suitably located alongside the canal and within walking distance of King's Cross and Camden town, the council aspires to develop Camley Street as a place of employment and a more attractive place to live, work and pass through. 103 Camley Street is the first major development on Camley Street for over 30 years, which includes a mix of housing, business space and retail. Schemes at 101 and 102 Camley Street are also under construction, in addition to proposals to deliver a new bridge, connecting Camley Street to Ted Baker's proposed new headquarters ('The Ugly Brown Building') and a potential location for new health and research facilities at St Pancras Hospital.
- **Agar Grove and Maiden Lane Estate Regeneration:** The council is delivering major regeneration schemes at the Agar Grove and Maiden Lane estates through the Community Investment Programme (CIP). Delivery at the Agar Grove estate commenced in 2015 and will create 493 new and replacement homes when complete. Regeneration of Maiden will provide 273 new homes across ten new buildings and includes new workspace along York Way street frontage.

Figure 3.2 Key Development Areas Around the High Line



Source: Regeneris Consulting, 2018

3.10 In order to develop a more granular understanding of future development, sites within 500m of the High Line have been identified through consultation and desk-based research. Sites have been categorised into the following stages of the project life cycle:

- Proposed – either at pre-application stage, undergoing public consultation or awaiting planning application decision. No clear date for completion but does include SHLAA allocations estimating completion of housing between 2018/19 to 2023/24.
- Planning Approved – application approved but construction has not started. No clear date for completion.
- Under Construction – undergoing construction, due to be completed by end of 2019.
- Recently Completed – commercial units completed after April 2017 and housing units delivered after March 2017. These are not captured in current housing and commercial datasets due to time delay, and as a result are included in future development analysis.

3.11 Table 3.1 summaries information on future development sites surrounding the Highline. It's important to note this only provides part of the picture: information on proposed developments is incomplete due to the early stages of some projects, and nine council opportunity sites have not been included as exact details on uses and floorspace have not been decided.

Table 3.1 Summary of Development Sites Within 500m Boundary

	Housing		Commercial (A Class)		Commercial (B Class)	
	No. Sites	Total Units	No. Sites	Floorspace (Sqm)	No. Sites	Floorspace (Sqm)
Proposed	5	334	4	5,858	4	58,438
Planned Approved	1	-	1	775	-	-
Under Construction	1	244	-	-	3	1,258
Recently Completed	1	237	-	-	-	
Total	8	815	5	6,633	7	59,696

Source: Consultation

Socio-Economic Context

The Local Economy

3.12 A review of the socio-economic characteristics of the borough highlights that Camden is well established as a key driver of London's economy and has an important cultural and visitor offer.

3.13 Camden is home to 29,000 business and 360,000 jobs, the second and third highest number of all London Boroughs, and has grown by +34% and +18% in the last five years.

3.14 The borough is recognised as a key location for high value office employment. Around a quarter of all jobs are in 'knowledge-based services', with a strong and growing proportion of Creative, ICT and Digital jobs. Commercial centres in the Central Activities Zone to the South and Camden Town are key to this success, in addition to the evolution and transformation of King's Cross which has significantly uplifted knowledge-based employment and office values since its designation as an opportunity area.

3.15 Despite a decline in recent years, industrial uses form an important part of Camden's economy, with clusters of light industrial activities located toward the South of the borough near King's Cross. Industrial, logistics and related used are important to the functioning of

London's economy, and in response the Draft London Plan has designated Camden to retain industrial floorspace capacity.

3.16 Aside from Camden's role as a commercial hub, the area has retained and strengthened its importance as part of London's cultural and visitor offer. The area has long been renowned for its iconic cultural venues and institutions and attracts visitors from both London and abroad (particularly via its connection to the Eurostar).

3.17 Employment in Camden's visitor economy accounts for more than one in ten jobs in London's visitor economy, demonstrating the size and significance of the sector. Ongoing regeneration in Camden Town and Camden Lock will reinforce the appeal and attractiveness of the area to both Londoner's and visitors.

The Local Population

3.18 While serving an important economic function for London, Camden is home to a significant resident community which has grown by over 10% in recent years. Around 20,000 residents live within 500m of the High Line (8% of Camden's total population) and has grown by 10% in line with the Camden average.

3.19 The resident population is highly skilled and well placed to take advantage of economic opportunities, but thousands also travel into the borough every day to work, and a large proportion of residents are not able to access opportunities.

3.20 Socio-economic challenges remain embedded within certain communities, demonstrated by pockets of severe relative multiple deprivation locally (particularly around Maiden Lane Estate), with specific challenges around low income, unemployment and crime. The Index of Multiple Deprivation below demonstrates that a number of areas surrounding the Highline rank as some of the most deprived areas nationally.

Figure 3.3 Index of Multiple Deprivation (IMD) in Camden

Source: Indices of Deprivation, 2015

Note: IMD ranks each LSOA in England based on a combination of measures, including income, employment, education, health, crime, housing and living environment. Areas ranked as 10% are the most deprived areas in England based on these metrics. IMD measures relative deprivation to other areas as opposed to overall deprivation.

Health and Wellbeing

3.21 According to Census 2011 data, around 6% of residents within 500m of the High Line were classified as economically inactive due to being "long-term sick or disabled". This is higher than the 4% rate for Camden and London and indicates that residents within the corridor have lower than average health statistics.

3.22 Boroughwide data for Camden and Islington indicates that around 46% of Camden Residents, and 53% of Islington Residents, are currently classified as overweight or obese[4]. Whilst these represent lower values in comparison to the UK average of 62%, as is the case for London in general, they still represent significant proportions of the local populous.

[4] Camden and Islington Public Health Report, 2016/17

More generally, London data[5] indicates particular issues with childhood obesity within London and, in particular, Islington, although also relatively high in Camden.

3.23 Data by Lower Super Output Area (LSOA) indicates that between 10% to 13% of residents within the impact area are classified as having 'fair' health, with between 5% and 8% having 'bad or very bad' health, with the balance classified as 'very good or good' health. This suggests that up to 20% of the local populous suffer from specific health issues.

3.24 The Highline will provide both a local public park and gardens for recreation, as well linear walkway to encourage more active lifestyles. In addition, the opportunities to participate in activities and volunteering will offer a range of potential enhancements to wellbeing, discussed further in Section 5.

Connectivity and Movement

Camden Town to Northern Edge of King's Cross

3.25 The area between Camden and Kings Cross is characterised by a relatively large number of significant rail lines, incorporating not only the east-west North London Line (along which the Highline would run) but also the Midland Mainline and HS1 coming into St. Pancras Station. Alongside the rail infrastructure, the Regent's Canal also runs northwest / southeast from Camden to King's Cross.

3.26 This combination of major infrastructure has resulted in relatively disparate east-west connections between Camden Town and York Way. As an example, the quickest route from Lewis Cubitt Park in King's Cross to Camden Market would currently be via Agar Grove. For this type of movement, the delivery of the Highline would result in significantly more direct east-west movements.

3.27 Table 4.2 provides an estimation of the current point-to-point distances between ground level locations that will be served by the Highline.

[5] Statistics on Obesity, Physical Activity and Diet: England 2018

Table 3.2 Distance Matrix – Existing Routes (metres)				
	Camden Gardens	Camden Road Station (EB)	Camley St	York Way
Camden Gardens	-	375	1,075	1,525
Camden Road Station	300	-	700	1175
Camley Street	1,075	700	-	600
York Way	1,525	1,175	600	-

3.28 The Highline will reduce the required distance travelled for the majority of these point-to-point movements, with the exception of trips from Camden Gardens to the entrance to Camden Road Station, where distances will remain broadly similar to the current ground level route. Table 4.2 provides a summary of the reduction in travel distances.

Table 3.3 Distance Matrix – Maximum difference with Highline (metres)				
	Camden Gardens	Camden Road Station	Camley Street	York Way
Camden Gardens	-	0	-300	-275
Camden Road Station	0	-	-175	-175
Camley Street	-300	-175	-	-75
York Way	-275	-175	-75	-

3.29 The overall end-to-end journey distance for the whole route (Camden Gardens to/from York Way) would see a reduction in distance travelled of up to 275 metres.

3.30 To put these distances into a walking context, if a typical walking speed of 5km/hr is applied then this translates into a reduction of travel time (rounded to the nearest half minute) as presented within Table 4.3.

Journey Time Matrix – Maximum difference with Highline (minutes)				
	Camden Gardens	Camden Rd Station	Camley Street	York Way
Camden Gardens	-	0.0	-3.5	-3.5
Camden Road Station	0.0	-	-2.0	-2.0
Camley Street	-3.5	-2.0	-	-1.0
York Way	-3.5	-2.0	-1.0	-

3.31 This demonstrates that the end-to-end journey time for the whole route would be reduced by up to 3.5 minutes.

3.32 As well as offering potential reductions in travel times on east-west movements, journeys along the Highline would also be subject to less conflict with vehicular traffic and, hence, have reduced risk of traffic accidents and reduced health implications from poor air quality.

3.33 The A503 Camden Road is a major strategic connector with an Annual Average Daily Flow[6] (AADF) of traffic of around 30,000 vehicles. Royal College Street has an AADF of just under 18,000 vehicles, the A400 Kentish Town Road has 15,000, and the A5202 St Pancras Way has a one-way flow of 5,000. This demonstrates that there is a significant volume of traffic on the highway network within the vicinity of the Highline.

3.34 Accident data[7] also indicates a range of accidents on these streets over the last 3 years that involved pedestrians, including one fatality at the intersection of Camden Road and Royal College Street.

3.35 Air pollution mapping for London[8] highlights the A503 Camden Road as having high particulate levels associated with the observed road traffic levels. This will impact upon pedestrians using this route, as well as affecting the overall air quality of the local area.

3.36 Use of the Highline will negate the requirement for pedestrians travelling east-west to cross over Camden Road, Royal College Street, and St. Pancras Way. This will benefit journeys to and from Camden Town from places such as the North Edge of Kings Cross, Maiden Lane Estate, as well as wide range of planned development around Camley Street.

Connections to/from Camden Road Station

3.37 Camden Road Station currently has a single access point to the south of the station onto the corner of Camden Road and Bonny Street. Camden Road provides the main access towards Camden High Street and Camden Town Underground Station. Bonny Street provides a westbound connection across to Camden Street, which connects to Camden Gardens. There are no direct connections eastwards from the station, with the local highway network cross-cutting the east-west rail line alignment.

[6] Source: DfT Traffic Counts www.dft.gov.uk/traffic-counts

[7] Source: www.crashmap.co.uk

[8] Source: www.londonair.org.uk

3.38 The Highline, through provision of a new gateline directly onto the eastbound platform as well as re-opening the old station entrance on Royal College Street, will provide enhanced connectivity to and from Camden Road Station. It will provide direct access to Camden Gardens and on, through the new Hawley Wharf development, to Camden Market (either via an additional high-level connection provided by the development or at ground levels).

3.39 Tables 4.4, 4.5, and 4.6 present the current access distances on routes to/from Camden Road Station Eastbound and Westbound Platforms, the impact of the Highline on distances, and the potential change in journey times to access the train services from the station.

Table 3.4 Distance Matrix – Existing Routes to Camden Road Station (metres)

	Camden Gardens	CRS Eastbound Platform	CRS Westbound Platform	Camley Street	York Way
Camden Gardens	-	375	350	-	-
CRS Eastbound Platform	375	-	-	775	1250
CRS Westbound Platform	350	-	-	725	1200
Camley Street	-	775	725	-	-
York Way	-	1250	1200	-	-

Table 3.5 Distance Matrix – Maximum Difference with Highline on Routes to CRS (metres)

	Camden Gardens	CRS Eastbound Platform	CRS Westbound Platform	Camley Street	York Way
Camden Gardens	-	-100	25	-	-
CRS Eastbound Platform	-100	-	-	-175	-175
CRS Westbound Platform	25	-	-	-275	-275
Camley Street	-	-175	-275	-	-
York Way	-	-175	-275	-	-

Table 3.6 Distance Matrix – Maximum Difference with Highline on Routes to CRS (mins)

	Camden Gardens	CRS Eastbound Platform	CRS Westbound Platform	Camley Street	York Way
Camden Gardens	-	-1.0	+0.5	-	-
CRS Eastbound Platform	-1.0	-	-	-2.0	-2.0
CRS Westbound Platform	+0.5	-	-	-3.0	-3.0
Camley Street	-	-2.0	-3.0	-	-

York Way	-	-2.0	-3.0	-	-

3.40 As demonstrated within Table 4.5 and 4.6, the route from Camden Gardens to the station will provide more direct access to the station for a range of properties to the north/northwest of Camden Gardens to the eastbound platform but is likely to remain a marginally longer route for trips to/from the westbound platform due to the need to go down, along, and up the station underpass.

3.41 Upon completion of the new entrance to Camden Town Underground Station on Buck Street, the Highline will also provide an alternative connection between the two stations for interchange between the North London Line and the Northern Line.

3.42 Properties located to the north of Camden Road Station off Royal College Street and Camden Road will also have a more direct access to/from the eastbound North London Line platform.

3.43 Station access from the current Agar Grove and Maiden Lane Housing estates, and the proposed development around Camley Street, would also be significantly enhanced through delivery of the Highline. Table 4.5 and 5.6 demonstrates that for journeys between Camley Street and Camden Road Station (Eastbound Platform) there is a reduction of up to 35% (275m) in the required distance travelled.

3.44 As well as benefiting from reduced access/egress times to the station, these rail passengers would also benefit from the reduced accident and pollution risks discussed previously.

Movement through Camden Road Station

3.45 Camden Road Station was originally constructed with two station entrances: the current entrance on the corner of Camden Road and Bonny Street; and a second entrance off Royal College Street. When the station capacity was reduced from four platforms down to the current two platforms, the entrance onto Royal College Street was closed. Parts of the proposals for the Highline are to re-open this entrance to provide direct access to the Highline itself. In doing so, it would also provide an alternative route to access the eastbound platform of the station, via a new gateline from the Highline. This would, effectively, provide additional station entry/exit capacity from the eastbound platform.

3.46 The current station configuration has a single gateline for entry/exit across the main ticket hall. This is a relatively constrained area, with only three standard ticket gates and a fully accessible gate alongside. Access to and from the westbound platform is provided directly

off the ticket hall, via a flight of stairs or lift access. Access to the eastbound platform is via an underpass to a flight of stairs or lift on the northern side of the station footprint.

3.47 The station has around 5.2 million annual entries and exits, which equates to just over 100,000 in a typical week. Based on NTS data for surface rail trips[9] we have estimated that around 83% of these trips will occur during the week and that just over 12% occur within the AM peak hour (8am to 9am). This equates to just over 2,000 entries and exits from the station during a typical morning rush hour. Bases on the current timetable of eight eastbound and eight westbound train services during this period, this suggests that up to 130 passengers are either boarding or alighting each train, on average.

3.48 The data is not currently available to disaggregate these boardings and alightings further, however, we know that Camden is predominantly an attractor of trips within the morning peak period (as a strong employment area) and so a significantly higher proportion of the trips will be alighting at the station, as opposed to boarding. In addition, it is unlikely there is an equal flow of passengers from the east and westbound rail services (or indeed from individual services across the peak hour), increasing the likelihood of peak alighting flows through the station from specific train services.

3.49 Discussions with TfL Overground have indicated that the station has recently had enhancements to the ticket hall area to improve the flow of passengers through the station. This includes the expansion of the number of ticket gates and an additional exit out onto the street. TfL estimate that this will provide sufficient capacity to safely operate the station up until 2031 based upon current projected passenger numbers.

3.50 The new access route into the station provided by the Highline would, none-the-less, help manage passenger flows through the station, reducing delays at the existing gateline within the ticket hall, as well as reducing conflicts of passenger movements along the underpass and stairs to the eastbound platform. Furthermore, the additional entrance provides an alternative means of escape from the station, in the event of an emergency, improving the overall safety and security of the station. In combination, these this could provide significant operational benefits to London Overground at the station, negating future requirements for capacity upgrades.

[9] National Travel Survey

Wider Active Travel Considerations

3.51 Active travel is recognised as an important element of ensuring that individuals lead healthy lifestyles. Walking and cycling, even relatively modest levels (20 minutes a day) have been demonstrated by organisations such as the World Health Organisation, to reduce the on-set of a range of chronic diseases, including heart disease, high blood pressure, diabetes, Alzheimer's and cancer. Furthermore, there is also strong evidence that it also tackles mental health issues including depression and stress, as well as generally enhancing mood and improving self-esteem.

3.52 Active travel amongst children can be particularly important with childhood obesity a major national issue, with 4 out of 10 children overweight or obese in London[10]. Research by Public Health England[11] suggests that that walking is one of the best activities for burning calories (as measured per minute of activity) thus clearly demonstrating the benefits of prompting this as an optimum mode of travel.

3.53 Whilst overall travel distances can often dictate whether walking is a viable means of travel, there is always the option for walking to form at least part of a journey e.g. alongside travel by rail. In addition, if viewed as both a form of exercise and travel, then the time spent walking can offset the need for separate forms of exercise.

3.54 As a linear park, the Highline offers significant potential for encouraging active travel. At around 1.2km long, and incorporating the option of a flights of stairs to access and egress the structure, the full length of the Highline will take an average individual around 14.5 minutes to traverse[12]. Incorporating this into a journey (e.g. from home to work/shops/leisure facility) it would be relatively straightforward to exceed the minimum 20-minute walking target suggested by Public Health England. Even if only part of the Highline was used (e.g. from York Way to Camden Road Station = ~1km or 12 minutes; Camley Street to Camden Gardens = ~750m or 9 minutes) then 20 minutes of walking could still be achieved through a return trip.

3.55 The location of Camden Road Station alongside the Highline provides an ideal opportunity to encourage travel by walking and rail use in combination. There are also considered to be a range of opportunities to encourage leisure trips along the Highline as part of wider walking routes. Part of the Jubilee Greenway Route already runs along the Regent's Canal

[10] Mackett, R. and Paskins, J. 2004. Increasing Children's Volume of Physical Activity Through Walk and Play

[11] 'Active People Survey data in Public Health Outcome Framework'. Public Health England

[12] Based on an average walk speed of 5km/hr

with the Highline potentially forming either an alternative route, or form part of a circular route with the canal and through the new King's Cross development area and Camden Market.

3.56 As well as the benefits to new walkers using the Highline, the route also offers potential health benefits to existing pedestrians currently using the road network to travel. The air quality issues relating to Camden Road have already been reported earlier in this chapter and the Highline will not only provide an environment away from the directly polluted area of the streets (and the containment of particulates caused by surrounding buildings) but the ecology of the Highline itself will also enhance the overall air quality of the area.

3.57 Whilst different in nature, the scheme fits well with the concept of TfL's Healthy Streets programme, which seeks to create welcoming and accessible street environments to encourage active travel. The Highline will embody most of the ten healthy street principles, in terms of:

- **Encouraging active travel:** providing an attractive route to encourage walking
- **Accessible to all:** Being fully accessible to all people
- **Safe road crossings:** Negating the requirement to cross busy roads beneath the Highline
- **Perception of safety:** dedication pedestrian environment
- **Things to see and do:** attractive gardens, sculptures and activities
- **Places to stop and rest**: pocket gardens along the route
- **People feel relaxed:** comfortable and relaxing walking route
- **Not too noisy:** tranquil garden environment away from the highway network
- **Clean air:** away from direct vehicle pollutants
- **Shade and shelter:** mixed planting along the route

4. Highline Impact Framework

Overview

Developing the Framework

4.1 A comprehensive process has been undertaken to establish the range of potential benefits that could be engendered by the Highline scheme. This has involved utilising the baseline evidence base gathered from stakeholders and knowledge of the potential functional roles of the Highline to develop an overarching impact framework.

4.2 The aim of the impact framework is to identify all potential direct, indirect, and wider impacts (positive and negative) that the Highline could have upon social and economic activities across Camden and into the neighbouring borough of Islington.

4.3 The framework establishes the broad 'Impact Areas' in terms of categories, considers the individual 'Activities' associated with the Highline, presents an initial 'Scoping Assessment' to set out the type and magnitude of likely impacts, and then considers the potential 'Importance of the Impacts' in terms of quantified benefits or wider strategic aims.

4.4 The framework has been used to guide the assessment process, with individual assessments of 'Impact Areas' being undertaken.

Central Case Scenario and Assumptions

4.5 In undertaking the individual impact assessments, a range of underlying assumptions have been required that relate to the future year scenarios being assessed and analytical metrics applied.

4.6 In terms of scenarios, the construction phasing of the Highline has been identified within three broad phases. Theoretically any single phase could be constructed in isolation; however, for the purposes of the Central Case assessment of benefits, it has been assumed that all three phases are fully constructed (albeit sequentially).

4.7 The subsequent chapters in the report examine potential impacts on the basis of this Central Case scenario.

4.8 Other core underlying assumptions included within the analysis include:

- A 20-year appraisal period, reflecting the maximum Network Rail lease
- Costs and benefits in 2018 prices
- Future year costs and benefits discounted according to HM Treasury Green Book (3.5% pa)
- 2.5 million visitors pa by Year 5, of which 50% are adults (except for the projected number of workers who are all assumed to be adults)
- 10% of the forecast number of tourists (international and domestic) are assumed to be additional trips to Camden

4.9 These are discussed further within the relevant sections of the report, alongside other specific assumptions made within individual parts of the analysis.

Alternative Scenarios

4.10 The Central Case assumes an operational lifetime of the Highline of 20 years. This is based on the lower end of the proposed contractual agreement with Network Rail for use of the asset. The upper end of these proposals is 30 years, with the potential for longer should there be deemed no requirement to bring the asset back into the operational railway.

4.11 A separate study is being conducted by TfL over the Summer 2018 to consider the long-term rail planning requirements for the disused section of track between Camden Road Station and York Way. Whilst the outcomes of this work cannot be prejudged, it is worth noting that, even if this section of track was brought back into operational use, it would only provide 4-tracking as far as Camden Road Station, as a pinchpoint remains at the junction to the east of the station, where only two tracks cross over Kentish Town Road.

4.12 It is also understood that to bring the disused lines back into operational rail use would require substantial reinforcement works to the bridge structures along the route that have fallen into disrepair over time.

4.13 Given this set of circumstances there would appear to be a not unreasonable chance that the Highline could operate for at least a 30-year period, if not longer, and so an alternative scenario has been tested within the impact framework to examine the benefits over this extended period of time.

Phasing

4.14 As indicated in Section 2.15, the Highline has the potential to be delivered in three phases, starting at Camden Gardens to Camden Road Station, then on to Camley Street, with the final section connecting to York Way. Whilst the phasing of the project would allow individual sections to be completed and opened to the public incrementally, any potential delays between phases could impact upon the overall benefits delivered by the scheme over the potentially finite period of 20 years that the asset is available. These implications are considered within the impact framework as part of the overall assessment of benefits realisation.

Summary of Framework

4.15 A total of six broad 'Impact Topics' have been identified. Figure 4.1 presents these and sets out the associated 'Activities' and 'Scoping Assessments' undertaken.

4.16 Whilst it is clear that some of the 'Activities' and indeed 'Impact Areas' were initially identified as likely to derive much higher benefits that others, none of the 'Activities' were scoped out and have, subsequently, been subjected to more detailed analysis to both verify the initial conclusions and provide a comprehensive and auditable assessment process.

4.17 Sections 5 to 11 present the outcome of the individual assessment of benefits associated with each 'Activity'. These have been broadly considered within three types of benefits:

- **Direct Impacts:** where there is a direct influence of the functional roles of the Highline upon social and economic outcomes;
- **Catalytic Impacts:** where the functional roles of the Highline influences wider social, economic and environmental activity and value; and
- **Wider Impacts:** where the role or perceptions of the Highline have a broader influence on social and economic activities across the borough of Camden or London as a whole.

4.18 The approaches adopted to assess and measure potential benefits are set out within each individual section within the following chapters.

Table 4.1 Highline Impact Framework

Impact Area	Activity	Scoping Assessment
1. Construction and Operational Impacts	Construction employment impacts	Construction employment likely to be supported, but relatively small scale and temporary
	Construction – access to employment and training	May be potential to deliver wider social and economic benefits: e.g. linking to local employment / training schemes
	Operation - direct impact supported by employment	Number of jobs to be confirmed. Likely to be small scale (maintenance, concessions etc), but could deliver strong social outcomes if link to local employment programmes.
	Multiplier impacts (operational supply chains)	Potential for some local procurement benefits, but likely to be small scale.
2. Development and Property Impacts	Increase in value for existing residential	Potentially significant impact, but existing high quality green space locally may impact on potential for uplift? Need for caution re 'gentrifying' effects.
	Increase in values for existing commercial premises	Strong potential for commercial property values in area to increase (e.g. arches). Need for caution re 'gentrifying' effects.
	Increase in future development value	Significant development potential in local area: potential to lead to uplift in values. Particularly for developments to east of route (links to Camden town). Again, need for caution re 'gentrifying' effects.
	Accelerating development	Development momentum already driven by King's Cross regeneration; Highline unlikely to 'accelerate' development.
3. Benefits to Camden's economy	Multiplier impacts (local visitor economy)	Potential to support the vitality of Camden TC, generating increasing spend in the local economy. But will need to take into account the extent to which visits are 'new' or linked to existing visits.
	Inward investment: attracting higher value uses	Camden and King's Cross already have strong offer to attract high value businesses, therefore impact likely to be small. However, arches provide opportunities to attract new businesses. Need for caution re displacement of industrial uses.
4. Economic and social benefits for users	Journey time savings	Value as 'transport' route to be explored. Note existing King's Cross to Camden route via canal, and connections at either end. Initial assessment is that time saving benefits may be limited.
	Safety benefits	To be explored based on extent to which it takes pedestrian journeys off the road. Likely to be limited impact.
	Health benefits (reduction in pedestrian exposure to emissions and increased physical activity)	To be explored: extent to which space creates 'additional' recreation opportunities. May be limited due to existing green space locally (no identified deficit?)
5. Environmental Impacts	Ecology	Positive impact on biodiversity from linear greenspace and new planting
	Townscape and Heritage benefits	Restoration of Grade 1 Listed structures as part of re-opening entrance to Camden Road Station from Royal College Street
	Noise, air quality & carbon impacts	Potential to discourage private car trips resulting in a reduction in emissions
5. Public sector benefits	Increase in business rates (via increases in existing and proposed commercial value)	Dependant on scale of development and investment impact above.
	Increase in council tax revenue (via increase in existing and proposed residential values)	Dependent upon reclassification of properties into higher bands as a result of value uplift
	Health savings	As above, health benefits likely to be small given the other green space nearby and alternative walking route

5. Construction and Operational Benefits

Summary of Benefits

- 200 construction jobs over a three-year construction period
- Construction-related training and apprenticeship opportunities within the local community
- Operational employment associated with the Highline projected at 16 FTEs, generating £10 million GVA over 20 years
- On-going local job and volunteer opportunities
- Benefits through the commercial operations associated with the Highline, including business within arches and concession stands estimated to deliver 100 FTEs, generating £66 million GVA over 20 years
- Operation and lease control of commercial spaces has potential to support local start-ups, SME's and businesses which align with the community ethos of the Highline

5.1 This section sets out the potential benefits associated directly with the construction and operation of the Camden Highline, including the operation of associated commercial concessions required to support the business plan for the Highline.

Construction Impacts

5.2 The Camden Highline is a labour-intensive infrastructure project requiring workers to deliver. The overall construction costs and build period are used to estimate the construction employment benefits associated with the Highline. The preliminary assessment of potential capital costs has produced an estimate comparable to mid-sized Major Scheme in transport terms.

5.3 The Homes and Community Agency (HCA) provide guidance on the number of workers required over one year to deliver £1m of construction investment. Due to the varied and temporary nature of construction projects these jobs will not necessarily be FTEs. Construction employment also reflects the costs and inputs of the project and is generally not considered to be an indicator of an interventions value for money.

Economic Outcomes

200 construction jobs over a three-year construction period

5.4 Based on the method above the proposed development could support in the region of 200 construction jobs over a three-year construction period.

Social and Community Outcomes

Moving beyond economic outcomes, the construction phase has potential to maximise social benefits to the local area, through using local supply chains, delivering training, apprenticeships and local job opportunities. These should be key considerations in developing the construction and procurement strategy.

According to HACT Social Value Bank, these outputs can generate the following monetary social wellbeing values:

- Moving from unemployment to full-time employment: £14,400 per annum
- Apprenticeship: £2,400 per annum
- Vocational training: £1,100 per annum

The phasing and delivery of the scheme should also aim to minimise disruption caused by construction to residents, workers and visitors, including noise and air pollution.

Highline Operations

5.5 New jobs will be created to operate and maintain the High line. According to Fourth Street 16 FTEs will be created, including a chief executive, operational managers, marketing team and gardeners.

5.6 It is estimated that the operational employment can support £10 million (PV) GVA output over 20 years.

Economic Outcomes

16 FTEs, generating £10 million GVA over 20 years

5.7 Total GVA output based on operational jobs has been calculated using UK averages in the

Annual Business Survey[13]. All impact figures are gross and do not take into account leakage and displacement.

Social and Community Outcomes

Operation of the High Line has the potential to deliver local job and volunteer opportunities.

According to HACT Social Value Bank, these outputs can generate the following monetary social wellbeing values:

- Moving from unemployment to full-time employment: £14,400 per annum
- Regular volunteering: £3,200 per annum

Commercial Operations

5.8 As part of the business model the railway arches underneath the High Line will be acquired by Camden Town Unlimited and rented to generate income. According to site visits and desk-based research there is currently around 1,500sqm vacant floorspace. The High Line aims to have a transformative effect on surrounding spaces, through public realm improvements at access points and increasing in pedestrian activity. As a result the High Line aims to attract new businesses to locate in these spaces, generating employment, salary and GVA benefits.

5.9 Assuming the vacant floorspace is occupied by mix of retail, food and beverage, and office uses, the space has potential to support around 100 Gross FTEs, generating £64 million (PV) GVA output over 20 years.

Economic Outcomes

Around 100 FTEs from Arches and Concessions, generating £66 million GVA over 20 years

5.10 Total GVA output based on operational jobs has been calculated using UK averages in the Annual Business Survey[14]. All impact figures are gross and do not take into account leakage and displacement.

[13] Annual Business Survey, 2016 Salary and GVA per Employee based on Sector

[14] Annual Business Survey, 2016 Salary and GVA per Employee based on Sector

5.11 The business model has also assumed two concessions will be provided on the High Line. Assuming the stands would be used for either food and beverage and/or retail uses, it is estimated these will support 4 Gross FTEs, generating £2 million (PV) GVA output over 20 years.

Social and Community Outcomes

Operation and lease control of commercial spaces has potential to support local start-ups, small to medium size enterprises and businesses which align with the community ethos of the High Line project. The above criteria should be recognised as part of the tenant selection process and curation of the commercial mix.

As part of this consideration should be given to how subsidised space can be provided to support specific businesses, whilst generating income required to deliver a viable business model.

6. Land and Property Impacts

Summary of Benefits

- Rental value uplift to existing private residential properties is conservatively estimated to be equivalent to £33 million (PV) over 20 years.
- Rental value uplift to existing commercial properties is conservatively estimated to be equivalent to £50 million (PV) over 20 years.
- Residential rental uplift for new development is conservatively estimated to be equivalent to £3 million (PV)
- Commercial rental uplift for new development is conservatively estimated to be equivalent to £6 million (PV) over 20 years.

6.1 This section considers the impact of the Highline on nearby residential and commercial values, in terms of both existing properties and committed and planned development.

6.2 There are a range of studies that consider the links between property value and proximity to green space, including:

- CABE Space[15], analysing a range of case studies, found that properties near a park clustered have an uplift in value clustered around 0-4%, whilst properties overlooking have an uplift value clustered around 5-7%. The Highline is likely to be considered as 'near a park' given the limitations on views and access.
- GLA Economics[16] used hedonic modelling to assess how the amount of green space within wards in London affected house prices, considering other influential factors such as transport accessibility and housing density. The study estimates that a regional/metropolitan park within 600m can increase house price value by 1.9 – 2.9%. The study also found that formal green space such as public gardens and parks are expected to have the highest amenity value.

[15] "Does Money Grow on Trees?" CABE Space (2005)

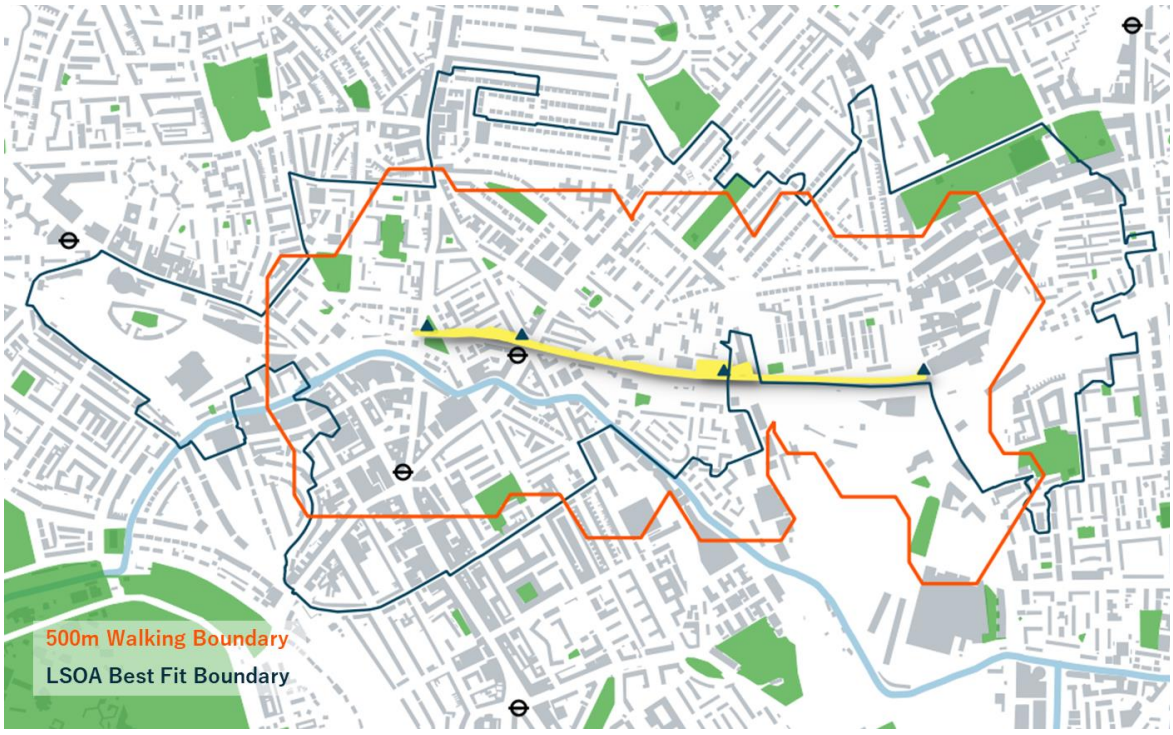
[16] "Valuing housing and green spaces: Understanding local amenities, the built environment and house prices in London." GLA Economics, Duncan Smith (2010)

- RICS[17] considers how different types of green space (city park, local park and open space) enhance different types of properties (detached, flat and non-detached). Uplift from a city park ranged between 3%-20%, a local park 8%-10% and open space 0.5% - 5%. It is difficult to categorise the Highline within these definitions, xx

6.3 Based on research a conservative uplift figure of 2% has been used in conjunction with further sensitivity testing of 1% - 3% uplift. This uplift figure has been applied to existing commercial and residential properties and future development sites within a 500m walking radius of the Highline. Due to data limitations a geography of best fit using small geographical areas known as Lower Super Output Areas (LSOAs) has been used for existing residential analysis.

6.4 For the purposes of this analysis, all values have been counted as rental income in order to multiply value and demonstrate benefits over the assumed 20 year life of the project.

Figure 6.1 Statistical Geographies for Development and Property Analysis



Source: Regeneris, 2018

Note: The LSOA Best Fit Boundary extends west and captures the Camden Market area which has a small number of residential uses. Further, areas where the LSOA Best Fit boundary extends beyond the 500m walking are offset by areas not included, such as the northern part of the King's Cross development.

[17] "Urban Parks, Open Space and Residential Property Value" RICS, Neil Dunse (2007)

Existing Residential Uplift

6.5 Evidence indicates that residents are willing to pay extra to live in properties close to green spaces. The addition of a new high quality green space will increase demand for properties near the Highline, resulting in an uplift in values.

Economic Outcome

Additional property value of £33 million (PV) generated over 20 years.

6.6 Residential properties within a 500m walking boundary of the Highline (using the best fit boundary) were identified using data from the Valuation Office Agency (VOA)[18]. An average mix of tenure based on Census data for each LSOA was then applied to calculate total private and social rented units. The average rental figure by housing type and size[19] was multiplied by the number of private properties to calculate the current annual private rental income generated.

6.7 A 2% uplift from the Highline would generate an uplift in private rental income of **£33 million (PV) over 20 years.**

6.8 To test sensitivity the uplift generated from a 1% to 3% uplift have been calculated, generating between **£17 million (PV) to £50 million (PV) over 20 years.**

Social and Community Outcomes

There are questions to be considered around who benefits from residential value uplift and the impact on the affordability around the Highline.

Whilst all private property value is classified as rental income for analysis purposes, the data indicates that half of all private residential properties are private rented and the remaining half privately owned. Therefore, it can be assumed that half of the attributed value will be realised by Camden homeowners and the other half by landlords.

It terms of affordability, it is important to note the private rented sector comprises around 30% of all properties vs 40% classified as social rented. Therefore, the majority of rent

[18] VOA, Table CTSOP3.1: Number of properties by Council Tax Band, property type and region, county, local authority district and lower and middle super output area; available here: https://www.gov.uk/government/statistics/council-tax-stock-of-properties-2017.

[19] Right Move Property Search by postcode, property type and number of bedrooms; available here: http://www.rightmove.co.uk/property-to-rent.html.

levels are controlled and protected by the council. Nevertheless, the impact of rent rises for private rented properties is a threat to the affordability for current residents.

For illustrative purposes, the potential uplift on social rented properties has been calculated to demonstrate the increased asset value to the public sector. A 2% uplift from the Highline could generate an equivalent rental value of £24 million over 20 years. The council could capture the increase in value through estate regeneration, by delivering additional private units alongside existing social rented units. An increase in asset value also improves the council's ability to borrow money against assets for future investment.

Existing Commercial Uplift

6.9 The High Line will improve the amenity offer for local workers and provide informal spaces for business meetings, networking and collaboration. Similar to residential property, it is assumed that businesses are prepared to pay extra for this type of amenity, given the positive impact it has on business operations. This will increase demand for properties near the Highline and uplift rental values as a result.

6.10 To assess uplift the total commercial floorspace by Use Class surrounding the Highline was identified using VOA data[20] and a 500m walking distance geography. An average rental figure per use class for Camden was identified using CoStar[21] and multiplied by total commercial floorspace to calculate the current annual private rental income generated.

Economic Outcome

Commercial rental uplift of £50 million (PV) over 20 years.

6.11 Based on the current annual private rental income generated, a 2% uplift from the Highline would generate an uplift in private rental income of **£50 million (PV) over 20 years.**

6.12 To test sensitivity the uplift generated from a 1% to 4% uplift have been calculated, generating between **£25 million (PV) to £74 million (PV) over 20 years.**

Social and Community Outcomes

[20] VOA, 2017 non domestic rating list entries; available here: https://voaratinglists.blob.core.windows.net/html/rlidata.htm

[21] Co Star is a paid subscription service providing up to date information on current properties and trends. Available here: http://www.costar.co.uk/

Whilst there is a risk that an increase in local rents may impact on the affordability for local start ups and small to medium sizes enterprises, the High Line can aim to counter this by providing affordable workspace in commercial units underneath the arches.

Future Development Value

6.13 Based on information provided in chapter 3, the uplift on future development sites has been considered, including those proposed, planning approved, under construction and recently completed.

Economic Outcome

Residential rental uplift of £3 million (PV) and commercial rental uplift of £6 million (PV) over 20 years.

6.14 A 2% uplift on residential sites would generate an uplift in private rental income of **£3 million (PV) over 20 years.** In addition, a 2% uplift on commercial sites would generate an uplift in private rental income of **£6 million (PV) over 20 years.**

6.15 To test sensitivity the value generated from a 1% to 4% uplift have been calculated. For future residential uses this would generate between **£1 million (PV) to £4 million (PV) over 20 years,** and for future commercial uses this would generate **£3 million (PV) to £13 million (PV) over 20 years**

6.16 Through rental uplift, the High Line has the potential to improve viability of schemes and accelerate development.

Social and Community Outcomes

For illustrative purposes, the potential uplift on future social rented properties has been calculated to demonstrate the increased asset value to the public sector. A 2% uplift from the Highline could generate an equivalent rental value of £2 million over 20 years. Whilst the council would not look to capture value through increasing rents, the increased asset value improved the council's ability to borrow money against assets for future investment.

7. Wider Camden Economy Impacts

Summary of Benefits

- Additional £60 million (PV) **visitor spend** for Camden businesses, supporting 20 Gross FTEs and £16 million (PV) GVA over 20 years.
- Highline can attract additional **inward investment**, specifically higher value businesses who place importance on workforce amenity, meeting and collaboration space, and the image of the company to clients and investors

7.1 This section looks at the potential benefits to Camden's wider economy, beyond the direct operations of the Highline, resulting from increased visitor spend in the area and any impacts upon levels of inward investment

Visitor Spend

7.2 As highlighted in the draft business plan, the High Line is projected to attract a range of visitors to Camden, including domestic/international tourists, workers and residents. Each visitor is likely to spend money in Camden as part of their visit, and a proportion of these will be visiting Camden because of the High Line. Visitor spend on retail, food and beverage businesses increases turnover and supports employment, salaries and GVA.

7.3 Projections in the Draft Business Plan estimate 1 million visitors in year 1 increasing to 2.5 million in year 6. New employment in the railway arches and concession stands will increase workforce visitors to Camden by an estimated 13,000 a year, assuming each new employee visits Camden around two to three times a day in the working week. The visitor figure for year 6 has been repeated for the remainder of the assumed 20-year project duration.

7.4 An average spend per visit figure of £29 for international tourists, domestic tourists and residents has been applied, based on average town centre spend in a research study by Transport for London[22]. An average spend per visit figure of £12 per visit has been applied for worker using an average working day spend figures from VISA Europe[23].

[22] TfL Town Centres Report, 2013; Available here: http://content.tfl.gov.uk/town-centres-report-13.pdf

[23] Working Day Spend Report, VISA, 2014; Available here: https://www.visaeurope.com/media/pdf/17590.pdf

7.5 Using the assumptions above, visitors to the High Line and workers in the arches and concessions stands will spend a combined total of **£856 million (PV) in Camden over 20 years**. Assuming 1 in 10 tourists will be visiting Camden as a result of the High Line, and all new workers will also be visiting Camden as a result of their new employment, it is estimated that around **£60 million (PV) of total visitor spend** will be additional for Camden over 20 years.

Economic Outcome

Additional £60 million (PV) visitor spend for Camden businesses, supporting 20 Gross FTEs and £16 million (PV) GVA over 20 years.

7.6 It is assumed visitors will spend money mostly on retail, food and beverage uses. Based on average turnover figures per FTE from the Annual Business Survey[24], increased visitor spend and business turnover can support an additional **20 Gross FTEs per annum.** This employment can generate an additional **£16 million (PV) GVA output for Camden over 20 years**.

7.7 To test sensitivity, the percentage of additional tourists visiting Camden as a result of the High Line has been adjusted to 5% and 15%. Using these assumptions the increased visitor spend and business turnover can support between an average of **10 additional Gross FTEs to 30 additional Gross FTEs per year.**

7.8 Using sensitivity adjustments, visitor spend and business turnover can support between **£8 million (PV) GVA to £25 million (PV) GVA for Camden over 20 years**.

7.9 Total Salary and GVA output based on operational jobs has been calculated using UK averages in the Annual Business Survey. All impact figures are gross and do not take into account leakage and displacement.

Inward investment

7.10 As referenced in the direct commercial impact, the High Line improves the attractiveness of Camden as a place for businesses to invest. In particular, the High Line can attract higher value businesses who place importance on workforce amenity, meeting and collaboration space, and the image of the company to clients and investors. This will be in conjunction with other strong locational factors in Camden, which already has a growing base of high value businesses.

[24] Annual Business Survey, 2016 Salary and GVA per Employee based on Sector

8. Benefits to Users of the Highline

Summary of Benefits

- Between £3.0m and £3.5m **journey time savings** over 20 years based on benefits for between 325 and 575 regular commuters and retail/leisure trip users ('travellers')
- No significant impact upon the volume of private car trips and so a 'neutral' impact upon **vehicle operating costs**
- A 'slight positive' impact upon the **reliability** of walk times for 'travellers' between destinations along the Highline route as a result of less interaction with vehicular traffic
- A positive impact upon the **quality** of walk journeys for 'travellers' using the Highline giving an overall 'moderate positive' rating
- A 'slight positive' impact upon **accident reduction** as a result of 'travellers' having less interaction with vehicular traffic, with an indicative assessment of £0.3m savings over 20 years
- A 'slight positive' impact upon levels of **personal security** resulting from the high footfall and security provision along the Highline
- The potential for 400 new 'regular' walkers on the Highline to generate 'moderate positive' **health benefits** through increased physical activity, with an indicative assessment of £1.6m savings over 20 years
- Further 'slight positive' impacts of reduced levels of **absenteeism** amongst commuters and workers engaging in new 'regular' activity, with an indicative assessment of 0.5 savings over 20 years.
- 'Slight positive' **air quality health benefits** to 'travellers' being removed immediate exposure to vehicle emissions at street level
- 'Moderate positive' **social wellbeing** benefits for local residents, with indicative assessment of significant benefits to ~300 individual equating to between £2.5 million to £5 million

8.1 This section summarises the potential impact of the Highline upon the users of the scheme. In general, the user benefits have been assessed using principles and metrics within DfT's WebTAG or the HACT Social Value Bank. These enable quantified, and monetised, assessment of economic value to individuals and organisations to be forecast but does not provide a direct measure of GVA uplift to the economy.

Travel and Safety Benefits

Travel Impacts

Journey time savings

8.2 The visitor projections produced by Fourth Street within the Draft Business Plan, alongside consultations with Camden Council, have both concluded that the Highline is unlikely to have a significant role as a commuter route. As such, the traditional WebTAG assessments of journey times savings are not as relevant as they would be for a typical piece of transport infrastructure investment.

8.3 Table 2.3 in Section 2 demonstrated that there will be some significant journey time savings for point-to-point journeys along the Highline and for access to and from Camden Road Station. Table 6.1 and 6.2 below translates these point-to-point journey time savings into monetary values through the application of an average value of time for commuters (£11.18 per hour) and leisure trips (£5.10 per hour), respectively.

Table 8.1 Journey Time Saving Matrix – Maximum difference with Highline (commuters, pence per trip)

	Camden Gardens	Camden Road Station (EB)	Camden Road Station (WB)	Camley Street	York Way
Camden Gardens	-	-22	-	-67	-61
Camden Road Station (Eastbound Platform)	-22	-	-	-61	-61
Camden Road Station (Westbound Platform)	-	-	-	-28	-28
Camley Street	-67	-61	-28	-	-17
York Way	-61	-61	-17	-17	-

Table 8.2 Journey Time Saving Matrix – Maximum difference with Highline (leisure users, pence per trip)

	Camden Gardens	Camden Road Station (EB)	Camden Road Station (WB)	Camley Street	York Way
Camden Gardens	-	-10	-	-31	-28
Camden Road Station (Eastbound Platform)	-10	-	-	-28	-28
Camden Road Station (Westbound Platform)	-	-	-	-13	-13
Camley Street	-31	-28	-13	-	-8
York Way	-28	-28	-8	-8	-

8.4 In the absence of specific data on commuter and leisure trips, both along the route of the Highline and to/from the Camden Road Station, a number of assumptions have been applied to derive estimates of potential users of the Highline for travel purposes:

- 1.5% of the residents within LSOA surrounding the eastern and western ends of the Highline would utilise the Highline for commuting purposes =~90 daily return trips
- 1.5% of the residents within new developments surrounding the Highline that would utilise the Highline for commuting purposes =~40 daily return trips
- 25% of the forecast 'primary residents' (from Camden and Islington) utilise the Highline for journey purposes (i.e. as part of a shopping/leisure trip) = ~80 daily return trips.
- 2.5% of Camden Road Station passengers utilise the Highline to access/egress the station = ~425 station entry/exit (one-way) trips (note: some passengers may only use the Highline in one direction given it only directly accesses the eastbound platform)

8.5 On the basis of these assumptions there would be the equivalent of around 425 daily return journeys that could utilise the Highline for travel purposes (e.g. where the time they take to travel is important to them and the Highline would represent a shorter journey time). This would represent around 6.5% of the daily usage of the Highline.

8.6 Applying these demand estimates to the potential journey time savings set out in Tables 6.1 and 6.2 allows an assessment of the potential economic value to the users of the Highline. Overall, a single year estimate of journey time savings has been calculated as around £215,000 pa. The present value of this benefit over the 20-year lifetime of the asset would equate to around £3.2m.

Benefits Outcomes

Between £3.0m and £3.5m in journey time savings

8.7 Given the uncertainties relating to the demand forecasts we have conducted sensitivity tests around the numbers. The low forecast assumes 325 daily return trips (4.5% of daily Highline usage) and the high forecast 575 daily return trips (8.5% of daily Highline usage). This changes the present value of benefits over 20 years to £3.0m and £3.5m, respectively. This is considered to be a pragmatic range of potential travel time benefits for the scheme.

Vehicle Operating Costs

8.8 The impact of the Highline in encouraging trips on foot that would currently be undertaken by private car has been considered. There is limited evidence to suggest that the scheme would engender much in the way of mode shift, mainly due to the fact that there is considered unlikely to be significant volumes of vehicle trips currently be travelling between destination points served by the Highline.

8.9 In the absence of any definitive data upon which to determine where there will be any reduction in private vehicle trips, it is concluded that the impact will be broadly neutral. This in turn means that there will be no impact upon the overall level of vehicle operating costs incurred by private car users.

Benefits Outcome

Neutral

Journey Reliability

8.10 The Highline scheme will offer a more direct and reliable pedestrian route from York Way to Camden Town and the interim locations of Camley Street and Camden Road Station. It will negate the requirement to cross busy parts of the local highway network ensuring a constant and reliable journey time between destinations.

8.11 It has not been feasible to determine the extent to which journey reliability is an issue along current pedestrian routes, albeit it is known that Camden Road, in particular, is a particularly busy route that will restrict pedestrian movements that require to cross the carriageway.

Benefits Outcome

Slight Positive

8.12 There is insufficient data is available to quantify this impact but it is likely the scheme will engender a slight positive benefit.

Journey Quality

8.13 The scheme will provide a significantly higher quality pedestrian route between York Way and Camden Town and the interim locations of Camley Street and Camden Road Station. The pedestrian environment at street level along current routes is often dominated by vehicular traffic (e.g. Camden Road) and the urban realm is often functional without creating any particular 'sense of place'. In contrast, the Highline will be a unique linear park offering a high-quality pedestrian environment that will significantly enhance the quality of journeys along this corridor.

8.14 Whilst the predicted level of travellers who would otherwise use alternative routes is forecast to be relatively small (~425 daily return trips), the quality benefits derived for these individuals will be high.

Benefits Outcome

Moderate Positive

Safety and Security Benefits

Accident reduction at junctions

8.15 An analysis of accident data[25] indicates that there were around 25 accidents involving pedestrians on roads running adjacent to the Highline that could be considered alternative pedestrian routes. This included one fatality at the junction of Camden Road and Royal College Street (outside Camden Road Station) and nine serious accidents.

8.16 Applying standard DfT WebTAG values for fatal, serious and slight accidents, these accidents are reported to have cost the economy £3.8m over the last 5 years.

[25] www.crashmap.com

8.17 The Highline will remove pedestrian movements from street level and avoid conflicts with vehicular traffic. There is no mechanism to directly forecast what proportion of accidents could be prevented as there is insufficient information about the trips involved but clearly the Highline will have a positive impact.

Benefits Outcomes

Slight Positive

PVB = ~£0.3m

8.18 As a way of demonstrating the extent of potential benefits, if the Highline were to reduce the level of pedestrian accidents by 5% then this would generate an equivalent annual benefit of ~£20,000 or £0.3m over the 20 years of the scheme. The impact is, therefore, considered to be a slight positive benefit.

Personal security benefits

8.19 The Highline will be an 'active space', both in terms of events and activities and have a high volume of pedestrian throughput. In comparison to existing alternative routes along the local highway network the Highline will provide a considerably safer and securer environment during its operational hours.

8.20 Whilst there is no mechanism to quantifying the extent of the improvement (as we do not have specific data on personal security issues along alternative routes to the Highline) it is likely that the Highline will offer a slight positive impact over current conditions.

Benefits Outcomes

Slight Positive

Health and Wellbeing Impacts

Active Mode Health Benefits

8.21 The assessment has focused upon the potential benefits that could be derived from Commuters, Residents and Workers undertaking more physical activity by using the Highline.

8.22 The analysis has utilised the same underling forecasts of usage that was used within the assessment of potential journey time benefits:

- Commuters: 1.5% of the residents within LSOA surrounding the eastern and western ends of the Highline would utilise the Highline for regular commuting purposes =~90 individuals
- Commuters: 1.5% of the residents within new developments surrounding the Highline that would utilise the Highline for regular commuting purposes =~40 individuals
- Residents: 10% of the forecast resident trips utilising the Highline are doing so as part of new regular 'active' trip = ~90 individuals
- Workers: 25% of the forecast worker trips utilising the Highline are doing so as part of new regular 'active' trip = ~85 individuals

8.23 This gives a total of around 400 new 'regularly active' users of the Highline.

Benefits Outcomes

Moderate Positive

PVB = ~£1.6m

8.24 Applying these forecasts within the DfT's Active Mode Benefits worksheet enables an economic assessment of the health benefits derived by individuals from having a more active lifestyle. This has been done separately for commuters, residents and workers to permit different assumptions about how regularly the individuals use the Highline, e.g. workers = average of 4.22 days per week, residents and workers = average of 3 times per week.

8.25 The combined outcomes indicate a potential annual benefit of around £90,000. This translates into a Present Value of Benefits over 20 years of around £1.6m. Whilst care must be taken in the use of these absolute numbers due to limitations in the input variables, they demonstrate that the Highline will deliver moderate positive benefits in relation to personal health.

Active Model Reduced Absenteeism

8.26 Increased levels of activity and the associated levels of improved health can also have further economic benefits through the reduction of absenteeism from work. On average, each work is absent from work due to illness for 4.3 days pa. The average daily London salary is estimated by the Office for National Statistics at £138. Research endorsed by DfT WebTAG indicates that conducting 30-minutes daily exercise reduces the likelihood of absents by 25%, thus reducing average days absent by just over a day and savings around £150 per person.

8.27 Applying the previous forecasts of number of commuters and worker encouraged to increase their level of active travel gives a forecast of around 220 additional 'regularly active' individuals in employment resulting from the delivery of the Highline.

Benefits Outcomes

Slight Positive

PVB = ~£0.5m

8.28 Applying the savings through reduced absenteeism gives a forecast annual benefit of around £33,000, which translates to a Present Value over 20 years of around £0.5 million. Again, due to the uncertainties surrounding the forecast numbers of commuters and worker, care must be taken when applying these values but they demonstrate that the Highline will deliver slight positive benefits in relation to personal health.

Air Quality Health Benefits

8.29 Those pedestrians currently utilising alternative routes to the Highline are likely to gain health-related benefits from enhanced air quality by using the Highline instead. They will be subject to less direct exposure to vehicle emissions that are prevalent at street level. This is particularly the case around the Camden Road corridor that suffers from poor air quality.

8.30 As discussed within the Environmental section below, there are no straightforward approaches to quantify these potential benefits due to the difficulties in assessing levels of exposure of pedestrians to vehicle emissions; however, all of the 425 regular 'travellers' (identified in Section 5.16) will benefit to some degree. The analysis has, therefore, concluded that there will at least be a slight positive benefit.

Benefits Outcomes

Slight Positive

Social Wellbeing

8.31 The Highline will provide a focalpoint for the local community, acting as a local place to interact on a day-to-day basis, as well as providing opportunities for volunteering and the provision of events.

8.32 There is considerable research that has examined the economic value that enhanced social cohesion can have upon social wellbeing. HACT have developed a bank of evidence that draws together a range of methodologically consistent and robust research on social values and provides basic assessments of social impact from a range of enhanced social provision. This covers a wide range of social values and includes measures relating wellbeing.

8.33 Two measures with particularly relevance to the Highline scheme relate to living in a 'good neighbourhood' and the 'feeling of belonging to a neighbourhood'. The HACT Social Value Bank estimates that these social benefits are worth £1,048 and £2,252 to Londoners pa.

8.34 The current resident population within the impact area is around 18,500. Based upon a conservative penetration rate of 5% (source: Fourth Street average for Camden and Islington Boroughs as a whole), around 925 of these residents would utilise the Highline and potentially benefit from increased social value. Given the level of support demonstrated for the project through the initial crowdfunding, it is not unreasonable to assume that at least a third of this number (~300) have a strong attachment to the scheme and will gain significant social value from its delivery and their use of it henceforth.

8.35 A significant proportion of the Highline route runs alongside the housing estates of St Pancras Way, Agar Grove, and Maiden Lane and the Elm Village Estate is also within the immediate impact area of the scheme. It is not unreasonable to expect the Highline will have a positive impact upon these local neighbourhoods and create a greater sense of belonging. This would particularly be the case where volunteering could be encouraged from within these communities and participation in events.

Social Benefits

Moderate Positive

A range of estimated PVB from £2.5m up to £5m

8.36 Whilst it is challenging to be specific about the potential economic value that this could derive, it can be seen that if all of the 925 local residents using the Highline gained a 'feeling of belonging to a neighbourhood' then this would derive annual benefits of over £2m pa. A more robust approach would be to apply the lower number of individual of 300, and apply the economic principle of a 'rule of a half', which suggests that individual residents will gain different levels of benefit

between 1% and 100% and so, on average as a group, they will gain half the overall benefits. This would generate an annual value of around £345,000.

8.37 As a contrast, if you applied the HACT value related to generating a 'good neighbourhood' instead (to the ~300 residents and applying the 'rule-of-a-half') then this would derive annual benefits of ~£160,000. This creates a central range of present values of benefits over 20 years of between £2.5 million to £5 million, but with the potential for considerably higher.

8.38 Whilst there are limitations to this analytical process, the outcomes demonstrate that the Highline is likely to delivery moderate to high benefits in terms of social value.

9. Environmental Impacts

Summary of Benefits

- 'Moderate to large positive' impacts upon **ecology** resulting from the delivery of a linear greenspace, helping connect to other green spaces, and providing new planting
- 'Slight positive' impact upon **heritage** through work to re-open the historic entrance into Camden Road Station from Royal College Street
- 'Sight positive' impact upon **townscape** through enhancement to bridge structures and use of arches
- Limited impact upon levels of **noise**, **air quality,** or **carbon** emissions associated with vehicle trips as the scheme in not anticipated to notably affect the overall number of these trips. The impact of the new planting will deliver 'slight positive' impacts for air quality and carbon emissions.

9.1 This section summarises the potential impact of the Highline scheme upon a range of environmental indicators. The assessments are all qualitative in nature in absence of underlying baseline data, detailed scheme designs, and modelling tools. In general, these benefits are assessed using the principles and metrics within DfT's WebTAG.

Ecological

9.2 Th Highline will deliver around 0.5 acres of greenspace and gardens and will be planted in a manner to encourage ecological diversity and interest. The linear geography will provide an important corridor for wildlife supporting and encouraging biodiversity across the area by connecting together a series of areas of greenspace.

9.3 Whilst further detail of the potential planting strategy, and a study of wider ecology, is required before benefits could be accurately assessed, it is clear that the scheme will deliver moderate to large positive biodiversity benefits

Benefit Outcomes

Moderate to Large Positive

Heritage / Townscape

Heritage

9.4 Whilst not a heritage structure in itself, the Highline scheme will enhance the visual appearance of an important piece of railway architecture and bring it back into a form of public use. Access to the Highline will also enable the public to view both the historic railway infrastructure.

Economic Outcomes

Slight Positive

9.5 The scheme also delivers structural improvements as part of the re-opening of the old Camden Road Station entrance on College Street. This element is considered to have heritage value and will restore the original use of this structure, re-create part of the original layout of the station and restoring the frontage onto College Street

Townscape

9.6 Whilst the Highline scheme will only directly interact with the townscape at ground level at the entry/exit points, there are a range of elements of the scheme that will deliver enhancements to the appearance of a number of the bridge structures, as well as enhance a number of the railway arches. This should provide positive benefits overall.

Benefit Outcomes

Slight Positive

9.7 The economic value of these improvement are likely to be captured within the residential and commercial property value increases, discussed in Section 6.

Noise and Air quality

Noise

9.8 As discussed under the assessment of user benefits - vehicle operating costs, the scheme is not anticipated to have any notable impact upon reducing vehicle trips. As such, the levels of noise associated with traffic will remain broadly constant. Those existing pedestrian users of the highway infrastructure who switch to the Highline will benefit from a change in environment and reduced traffic noise; however, this will partially be replaced by noise

impacts from the rail services running alongside the Highline. WebTAG guidance does not provide parameters to assess this net impact.

9.9 The noise levels associated with pedestrian activity on the Highline could impact upon properties in close proximity; however, again, the analytical techniques to assess this impact are not available.

Benefit Outcomes

Neutral

9.10 Without clear evidence of significant changes to levels of noise, the analysis has concluded that the impacts will be broadly neutral.

Local Air Quality / Carbon Capture

9.11 As noted above, the scheme is not anticipated to significantly reduce vehicle trips and so local air quality and carbon emissions associated with traffic will remain broadly constant. Those existing pedestrian users of the highway infrastructure who switch to the Highline will benefit from a change in environment and reduced exposure to traffic pollutants. These benefits have been assessed within the user benefits section above.

9.12 The planting itself on the Highline will provide carbon capture benefits that will help improve overall air quality; however, insufficient detail is available to assess the scale of this impact. This has conservatively been considered to have a slight positive impact, although this could be more substantial.

Benefit Impacts

Slight Positive

10. Public Sector Financial Benefits

Summary of Benefits

- The commercial operations within the railway arches will support £4m (PV) in **business rate income** for Camden Council over the 20 years.
- The Highline itself could generate around £1m (PV) in business rate income for Camden Council over 20 years, although this could be within the Councils gift to negate this payment
- Whilst some uplift in residential property values are forecast as a result of the Highline, this is likely to have limited impact upon **council tax returns** due to the restricted (20-year) lifetime of the asset.
- 'Slight positive' benefits in terms of **reduced health expenditure** associated with those individuals conducting greater levels of physical activity and engaging in social activities as a result of the Highline

10.1 This section considers the potential financial benefits accusing to the public sector as a result of the direct and catalytic impacts of the Highline

Business Rates

10.2 The High Line and additional commercial space can provide income for the council through business rates generation. Based on the average business rateable values for Camden from VOA[26], it is estimated the additional commercial space from the railway arches can support £4 million (PV) in business rates income for Camden over 20 years.

10.3 Based on a flat cost of £100,000 business rates for operation of the Highline (as

Financial Benefits

Railway Arches and Highline generate £5 million (PV) on business rates over 20 years

[26] VOA, 2017 non domestic rating list entries; available here: https://voaratinglists.blob.core.windows.net/html/rlidata.htm

identified in the Draft Business Plan), this will generate around £1 million (PV) in business rates income for Camden over 20 years.

Council Tax Returns

10.4 The estimated increase in residential property values identified in Section 6.5, measured through increased rental value, could theoretically result in higher council tax returns. In practice this would only occur if properties moved up sufficient in value to warrant re-banding into a higher category.

10.5 The levels of uplift (2% increase in rental value) are not sufficiently large to result in many properties changing tax bands. Set alongside the fact that re-banding is only a periodic occurrence (often only occurring at the point of sale of a property), and the assumed 20-year lifetime of the Highline asset, the likelihood is that there would be very limited impact during this period.

Financial Benefits

Broadly neutral over the 20-year lifetime of the Highline

Health Expenditure

10.6 Section 8 identifies a range of potential personal health and wellbeing benefits associated with 'regular' walkers on the Highline. This increase in physical activity and social wellbeing is likely to result in less requirement to utilise NHS health facilities. Whilst it is not feasible to quantify these impacts, not least due to the potential for double counting with the assessment of personal health benefits, the delivery of the scheme is likely to produce 'slight positive' benefits in terms of reduce expenditure on health treatments.

Financial Benefits

Slight positive

11. Wider Strategic Impacts

11.1 Alongside the specific direct and catalytic impacts identified, the Highline also has the potential to deliver a number of wider strategic impacts, aligning closely with (and in some case helping to realise) local and regional policy and growth aspirations.

Supporting Camden's local growth & regeneration aspirations

11.2 The areas surrounding the Highline have been identified as significant growth nodes within Camden. As highlighted in Chapter 3, there is already significant regeneration momentum in the area: the King's Cross development neighbours the site, while a number of major schemes are already in delivery at other locations along the route (not least within Camden Town itself with the large-scale Hawley Wharf scheme and the proposed Camden Station scheme.

11.3 Looking ahead, a significant amount of housing and commercial delivery is either in the pipeline or being planned, with a particular growth opportunity in the Camley Street and St Pancras Way area.

Added Value of the Highline: As highlighted throughout the preceding chapters, by enhancing the image and overall quality of the area, while also providing a more direct pedestrian link to Camden town for developments in the immediate vicinity of the route, the Highline could play an important role in supporting these growth aspirations and in helping the Borough to meet its strategic growth targets: . Ultimately, the Highline could help to unlock new housing and commercial growth opportunities and also deliver benefits in terms of density and the speed of delivery.

Supporting local and regional travel and movement aspirations

11.4 The recently published Mayors Transport Strategy (MTS) has a clear focus upon transport facilitating a better quality of life, where transport provision helps London to grow in a way that is good for everyone. A significant part of this relates to how London's street and public spaces create attractive places for people to live and work. Linked to this is a clear desire to reduce the number of trips undertaken by private car, to reduce both the dominance of vehicles within the streetscape and also the associated pollutants.

11.5 The Health Streets Approach is a central pillar of the MTS that provides ten measures of how to create balanced streets that encourage walking, cycling and public transport usage, as well as create places where people wish to spend time. This links with the aim to encourage higher levels of active travel as part of the clear need to promote healthy living and tackle a range of health issues affecting the capital. By 2041 the Mayor's aim is to get all Londoners to do at least 20 minutes of active travel every day to help them stay healthy.

Added Value of the Highline: Whilst not at street level, the Highline embodies nearly all the principles of the Healthy Street Approach and will create a high quality and unique pedestrian walkway linking Camden Town to King's Cross. It provides a community asset that will encourage walk trips and help to deliver the Mayor's aspiration for active travel. With appropriate connections at Camden Town and York Way, the scheme will also form part of a wider east-west connection across Camden and Islington, linking communities to the important centres, such Camden Market and Cold Drop Yard in King's Cross.

Supporting the Mayor's aspirations for Good Growth

11.6 Since entering office in 2016, the new Mayor of London has embedded the principle of 'Good Growth' across his work: "growth that is socially and economically inclusive and environmentally sustainable".

11.7 The draft London Plan and Economic Development Strategy commits to the concept of Good Growth as a fundamental building block around which all policies and strategies are shaped. Via its policies, the Draft London Plan aims to "plan for growth on the basis of its potential to improve the health and quality of life of all Londoners, to reduce inequalities and to make the city a better place to live, work and visit". Six specific Good Growth policies are identified: building strong and inclusive communities; making the best use of land; creating a healthy city; delivering the homes Londoners need; growing a good economy; and increasing efficiency and resilience

11.8 These Good Growth policies are intended to cut across all Mayoral and GLA policy areas and are supported by the tone and direction of the Mayor's suite of supporting strategies. The Draft London Plan issues a call to arms to decision markers, businesses, communities and investors across London to "consider how their actions are helping to deliver these objectives as they work to develop and improve London".

Added Value of the Highline: The Highline aligns strongly with the Mayor's Good Growth aspirations and narrative. It is a bottom up scheme which has been driven by the local community and which is rooted in an aspiration to make Camden a better place for the full spectrum of communities who visit, live and work in the area.

At the overarching level, it will deliver directly against a number of the Mayor's Good Growth aspirations, including making better use of land, helping to support healthier communities and supporting local economic growth aspirations. Depending on the delivery approach, the Highline also has the potential to deliver significant local social and community benefits via construction and day to day operation (e.g. creation of apprenticeships and other local employment and volunteering opportunities). More generally, the Highline has potential to demonstrate considerable best practice in how a local community can take ownership of a bold idea and mobilise to deliver a large scale and complex physical transformation.

Strengthening and diversifying London's visitor offer and promoting the city on the global stage.

11.9 London is the second most visited city in the world. The Mayor has set out strong aspirations to not only strengthen and enhance London's global standing and profile as a visitor destination, but also to spread economic and regeneration benefits by promoting tourism across the whole of the city. The draft new London Plan supports "the enhancement and extension of London's attractions particularly to town centres and well-connected parts of outer London, complemented by supporting infrastructure including visitor accommodation, high-quality public realm, public toilets and measures to promote access by walking, cycling and public transport".

Added Value of the Highline: As demonstrated by other similar examples around the world, the Highline has the potential to deliver a significant visitor economy boost: not just for Camden, but also for London as a whole. The business plan forecasts around 1.3 million tourists visiting the Highline by Year 3, of which around 0.8 million would be international visitors.

Building on examples from elsewhere, a project such as the Highline has the potential to generate significant attention and exposure both nationally and globally and in doing so, help to further strengthen London's standing and profile as one of the world's leading (and most dynamic) visitor destinations.

Within London, the Highline also has the potential to diversify and broaden the overall visitor offer beyond the central London core.

The Camden, King's Cross and Euston area offers significant potential as a new visitor 'quarter' for London in this regard, reflecting the existing visitor appeal of Camden Town, the emerging appeal of King's Cross (set to be strengthened in late 2018 by the arrival of a new retail cluster at Coal Drops Yard), and the likely future appeal of the Euston area (linked to HS2 and related regeneration).

The Highline will provide a significant boost to this, helping to link these separate nodes of activity (for example linking the high end retail of Coal Drops Yard with the established and unique retail offer of Camden town), improving the overall quality of the environment and image of the area, and delivering significant critical mass as a visitor attractor in itself.

12. Bringing the Impacts Together

12.1 The assessment has sought to map the full range of impacts which could be realised by the delivery of the Highline. This chapter provides a summary of the findings of the impact assessment, and an overview of next steps for the Highline.

Central Case

12.2 Our central case is based on a set of assumptions drawn from the literature regarding the types of impacts and benefits which might be expected to be unlocked by a scheme of the size and nature of the Camden Highline.

12.3 The findings of the assessment are summarised in the table overleaf and demonstrate that over its lifetime the project has the potential to deliver:

- Around to £92m worth of aggregable GVA benefits to the local (Camden) economy,
- Total quantified benefits of around £220m (while presented here as a single figure for indicative purposes, some of these benefits are 'non-aggregable', comprising a mix of impacts providing benefits to a range of audiences and beneficiaries).

12.4 While providing a central estimate, these figures are considered cautious in that a relatively conservative 'operational' phase of 20 years has been modelled.

12.5 Aside from these quantified impacts, the scheme has the potential to delivery significant strategic benefits, including helping to support local and regional growth aspirations, delivering local connectivity and greenspace benefits, and providing a boost to the offer of London's overall visitor economy.

Table 12.1 Summary of All Impacts

Theme	Impact	Description of Impacts	Beneficiary	Assessment of Impacts – Central Case
1. Construction and Operation of Highline	**Construction Employment**	Temporary employment supported by the construction of the Highline scheme	Local economy	Estimated 200 jobs supported (on-site and off) for three years
	Operational Employment	Jobs supported by the day to day operation of the Highline	Local economy	Estimated GVA benefit of £10m over 20 years; 16 FTE jobs
	Commercial use of Arches	Additional jobs supported within arches / commercial space (c. 1,500sqm) brought back into use	Local economy	Estimated GVA benefit of £64m over 20 years; 100 FTE jobs
	Concession Stands	Jobs supported on concession stands on Highline itself	Local economy	Estimated GVA benefit of £2m over 20 years; 4 FTE jobs
2. Land and Property Impacts	**Residential Values – Private**	Uplift in value of existing and pipeline residential properties in local catchment	Residential Property / Land Owners	Central estimate – additional property value of £36m over 20 years (2% uplift) *Estimated range – £18m -£54m over 20 years (1-3% uplift)*
	Residential Values – Social	Uplift in the underlying asset value of social rented residential properties in local catchment	Social Housing Owners	Central estimate – additional property value of £26m over 20 years*(2% uplift) *Estimated range – £13m-£39m over 20 years (1-3% uplift)*
	Commercial Values	Uplift in value of existing and pipeline commercial space in local catchment	Commercial Property / Land Owner	Central estimate – additional property value of £56m over 20 years (2% uplift) *Estimated range – £28m-88m over 20 years (1-3% uplift)*
3. Wider Camden Economy Impacts	**Catalytic Visitor Expenditure**	Additional visitors spending in local area supporting wider economic vitality	Local economy	Central estimate - GVA benefit of £16m over 20 years; 20 FTE jobs
	Inward Investment	Image leading to wider uplift in attractiveness of Camden and surrounds as a business location.	Local economy	Slight positive
4a. User Benefits: Travel & Safety	**Travel time & safety benefits**	Speed, travel & personal safety benefits for those using Highline as a travel route	'Travellers'	Estimated benefit of £3.5m over 20 years *Estimated range – £3.3m-3.8m over 20 years*
	Vehicle Operating Costs	No significant mode shift expected	-	Neutral
	Travel Reliability	A more direct & reliable route without need to cross roads	'Travellers'	Slight Positive
	Travel Quality	Providing a higher quality pedestrian route	'Travellers'	Moderate Positive
4b. User Benefits: Health & Wellbeing	**Active Mode Health Benefits**	Health benefits related to being more active	Active 'Travellers'	Moderate benefit – £2.1m over 20 years
	Social Wellbeing	Value from sense of community and belonging	'Community'	Moderate positive - £2.5m to £5m over 20 years
	Air Quality Health Benefits	Better air quality for those using Highline	'Travellers'	Slight Positive
5. Environmental Impacts	**Ecology**	Enhanced green corridor supporting greater biodiversity	Society	Moderate / Large Positive
	Heritage and Townscape	Enhancing the appearance of the structure and related built environment	Society	Slight Positive
	Noise	Reduction in exposure to noise at street level	-	Neutral
	Air Quality / Carbon	General improvement in air quality	Society	Slight Positive
6. Financial Benefits	**Business Rates**	Business rates generated by additional commercial activity	Camden Council	Financial benefits of c. £5m per 20 years
	Council Tax	Potential for additional council tax generation	Camden Council	Neutral
	Health Expenditure	Reduction in healthcare costs due to increased exercise among users	Local NHS Trust	Slight Positive

Key:	Core GVA Impacts Quantified	Impact Quantified for Illustrative Purposes, but Non-Aggregable	Unquantified Impact

*Note: while the Highline could deliver an uplift in the asset value of social rented properties over the 20 year period, this value would not be unlocked unless the properties were sold, and it is assumed that additional value would be 'lost' if the Highline reverted to use as rail infrastructure at the end of the 20 year period.

Alternative Scenario Testing

Given the uncertainty regarding the anticipated lifetime of the Highline asset, we have run an additional sensitivity test to understand the impact upon the overall economic performance.

If the Highline is operational for a longer time period (30 years) this would generate:

- £120m GVA aggregable GVA benefits to the local (Camden) economy
- Total quantified benefits of over £260m (while presented here as a single figure for indicative purposed, some of these benefits are 'non-aggregable', comprising a mix of impacts providing benefits to a range of audiences and beneficiaries).

Phasing of Delivery

12.6 The potential phasing of the Highline delivery creates both opportunities and risks. In delivery terms, the phasing of construction work permits capital expenditure, and associated raising of funds, to be profiled across a longer period of time and for individual sections of the asset to be completed and come into operational use before proceeding with latter phases.

12.7 The major risk in relation to the Highline, is the currently assumed limited lifetime of the overall asset of 20 years. This, in effect, creates a finite period of time with which to generate benefits from the Highline from the point on initial construction. There are likely to be significant variations in overall benefits realisation between a construction approach that builds all three phases within a 3-year period and one where the phases are elongated over 5 or 6 years.

12.8 The Draft Business Plan[27] for the Highline does not consider explicitly consider visitor projections for each individual phase of the Highline in isolation, although it assumes that Phase 1 will be completed in Year 1, followed by Phase 2 by Year 3, and Phase 3 by Year 5. Overall visitor projections increase accordingly from 1 million in Year 1 to 2 million in Year 3 and 2.5 million in Year 5, although this incorporates an element of 'ramping-up' of demand over time and not simply the opening of each new phase.

[27] Camden Highline Draft Business Plan Fourth Street, April 2018

Phase 1 Camden Gardens to Camden Road Station

12.9 In practical terms, Phase 1 of the project offers the most functional roles as it would create not only a substantial garden area (encompassing the two disused tracks and the disused platform area at Camden Road Station) but also additional access routes to and from Camden Road Station, including a new gateline onto the eastbound platform. It is, therefore, considered likely to have significant attraction to the local community around Camden. The limited length of the Phase 1 section (~250m) means it is unlikely to create such an impact in terms of an iconic visitor attraction. Whilst the projected visitor numbers still forecast 650,000 international and non-London visitors in Year 1, it may be the case that a much lower proportion of these visitors will be additional visitors to Camden, rather they are more likely to be existing visitors to the area who choose to go a see the Highline.

12.10 As such, the proportional impacts of Phase 1 in terms of additional visitor retail spend in the Camden economy is likely to be notable smaller than for the whole scheme. Similarly, a range of the user benefits (such as commuter travel time savings, accidents reduction, health benefits) are also likely to be disproportionally smaller for Phase 1 compared to the whole scheme, reflecting the fact that it would not perform the same role as a transport connection or linear park.

12.11 By contrast, the benefits associated with the construction, operation, land and property value, whilst obviously lower, are more likely to reduce in direct proportion to the scale of the Highline asset.

12.12 It is noted that much of the proposed commercial operations within the arches that will be linked to the project, are located under Phase 1 elements of the scheme, either in Camden Gardens or under Camden Road Station. If all of these were delivered alongside Phase 1, then the scale of the associated employment and GVA impacts would be disproportionally larger than for scheme as a whole and may engender at least 75% or more of these benefits.

Phase 2 Camden Road Station to Camley Street

12.13 Phase 2 of the scheme provides an important connection to a number of existing housing estates (St. Pancras Way, Agar Grove), as well as the Camley Street development area, linking these areas directly to Camden Road Station, as well as Camden Town and Camden Market.

12.14 An important distinction to make is that if this section went as far as connecting across the Midland Mainline rail tracks then it would provide an important east-west connection through to Maiden Lane Estate, with a pedestrian route through the estate to York Way.

This would open up a number of the connections that would otherwise only be available with the delivery of Phase 3.

12.15 At between 500 and 600 metres long (depending upon the connection to Maiden Lane Estate) Phase 2 would create an overall Highline distance with Phase 1 of at least 750m and provide a number of pocket park locations along the route where widths are permissible.

12.16 Phases 1 and 2 in combination would appear to create a substantial asset that would not only be a significant in Camden terms but also in London terms. This is likely to engender significant additional international and non-London visitors to Camden, reflecting in the overall increase in projected tourist numbers to 1.3 million. Without Phase 3, however, the link to the King's Cross Development Area is not provided, which is likely to represent a key attraction in promoting the full Highline. Despite this, and unlike for Phase 1 only, all of the different types of benefits associated with Phases 1 and 2 in combination are considered more likely to be in directly proportional, in terms of scale of the asset, to the benefits derived from the whole scheme.

Phase 3 Camley Street to York Way

12.17 The final phase of the scheme, whilst relatively long in distance (~450m to 500m), is also the narrowest as the rail line expands to 4-tracks along this section. It, therefore, contains limited opportunities to provide any substantive garden-related amenities. As such, it could be argued that it will offer less direct value to the local community.

12.18 Phase 3 clearly provides the link through to York Way that connects the scheme to the King's Cross Development Area and, as such, will deliver important, additional, tourist trips into Camden, with the associated retail spend.

12.19 A further observation, that links to the point raised earlier about whether Phase 2 connects to across t the Maiden Lane Estate, is that half-way along Section 3 there is an access ramp that leads from Broadfield Lane (in the Maiden Lane Estate) towards the Highline route and could provide an alternative access to the Highline. Broadfield Lane provides a gentle gradient down to York Way and so could be another option to link the Highline to York Way and the King's Cross Development Area.

Summary of Phasing Impacts

12.20 The analysis indicates that each phase of the project offers slightly different functional roles:

- Phase 1 provides access to Camden Road Station but also delivers a substantial proportion of the garden planting opportunities. The majority of the arches to be used as associated commercial operations are also located below this section
- Phase 2 provides the connection to many of the housing estates and the Camley Street Development Area. It also offers substantial opportunities for garden planting.
- Phase 3 is much more constrained in terms of width but provides the connection through to the King's Cross Development Area

12.21 To realise as much benefit as possible, within the defined period of 20 years, all elements of the scheme should be delivered as quickly as feasible. The delivery of Phase 1 and 2 would appear particularly critical in establishing a substantial garden asset that can be easily promoted as a London visitor attraction. Phase 3 provides the important link through to King's Cross but there may be alternative route options via the Maiden Lane Estate that either help the phasing of the study or provide a means to reduce some of the costs.

Conclusions and Moving Forward

12.22 The impact assessment demonstrates that, viewed over its lifetime, the Camden Highline has the potential to deliver significant levels of benefit for a range of local beneficiaries.

12.23 That said, in articulating the benefits it is important that the Highline team continue to be cognisant of the overall scale of costs and the implications of delivery for a number of groups:

- The projected delivery costs of the Highline are extremely large when viewed in the context of wider public funding constraints. While the cost range of the project would be viewed as a mid-sized Major Scheme in transport terms, it is an extremely large project when considered in local placemaking and environmental improvement terms. By way of context, the heavily oversubscribed GLA Good Growth Fund provided around £50m for projects across London, with an average project size of £1-2 million
- Caution is also needed in terms of the implications of the benefits assessed, particularly in the context of the 'bottom-up' community narrative of the Highline:
  - Uplift in private residential property value is likely to cause concerns regarding 'gentrification'; uplift in the value of social housing assets is likely to be even more sensitive given the wider debates in London about estate renewal and regeneration

- There is also likely to be concern regarding the evolution of the local economy, in particularly the potential displacement of longstanding commercial occupiers (particularly industrial activities).

12.24 Given these sensitivities, it will be important that a coherent strategy is developed through which the benefits of the Highline for different groups can be articulated and any concerns regarding potential adverse impacts mitigated. Continuing to couch the proposals within social and community benefit arguments should be a fundamental part of this.

12.25 There are a number of ways in which the Highline can demonstrate its continuing commitment to 'local' and social community impact, including:

- Exploring the potential to link in with local employment and training initiatives to support local people into work at the Highline (either during construction or operation)
- Exploring the potential for the Highline to provide volunteering opportunities for local residents, providing training (informal or formal), experience, and opportunities to build new communities and networks
- Exploring how the Highline could provide support for enterprise: providing space for local start-ups and capitalising on local creativity and energy by acting as a test bed for new ideas and innovations
- Ensuring that the celebration of local arts, culture and diversity is at the heart of the day to day operation of the Highline including temporary and permanent installations.

Appendix A - Technical Methodology

12.26 A range of methods were used to calculate impact, using standard best practice methodology and ONS data where available.

Construction and Operation of Highline

12.27 **Construction Employment:** The Homes and Community Agency (HCA) Labour Coefficients (person years of employment per £1m spend) were applied to estimated construction costs to calculate the number of construction jobs per year. Due to the varied and temporary nature of construction projects these jobs have not been classified as FTEs.

12.28 **Operational Employment and GVA:** Operational employment was based on estimates in the Draft Business Case. GVA was based on operational employment and has been calculated using UK GVA per employee averages in the ONS Annual Business Survey. All impact figures are gross and do not take into account leakage and displacement.

12.29 **Commercial Operations Employment and GVA:** Based on the vacant floorspace in railway arches and assuming a mix of retail, food and beverage, and office uses. HCA Employment Density Guide (3rd Edition 2015) was used to estimate the ratio of floorspace (sqm) to employment (FTE) for each use. GVA was generated based on employment estimates and calculated using UK GVA per employee averages in the ONS Annual Business Survey. All impact figures are gross and do not take into account leakage and displacement.

Land and Property Impacts

12.30 **Existing Residential:** Residential properties within a 500m walking boundary of the Highline (using LSOA best fit boundary) were identified using data from the VOA Non Domestic Rating List Entries 2017. An average mix of tenure based on Census data for each LSOA was then applied to calculate breakdown of private and social rented units. The average rental figure by housing type and size using Right Move was multiplied by the number of properties to calculate the current annual private and equivalent social rental income generated. A 2% uplift figure based on research was used, with further sensitivity testing of 1% - 3%. All figures generated over 20 and 30 year life span have been discounted using a standard 3.5% rate, with an estimated project start date of 2022.

12.31 **Existing Commercial:** Commercial floorspace by Use Class surrounding the Highline was identified using VOA Non Domestic Rating List Entries 2017 and a 500m walking distance geography. An average rental figure per use class for Camden was identified using CoStar

and multiplied by total commercial floorspace to calculate the current annual private rental income generated. A 2% uplift figure based on research was used, with further sensitivity testing of 1% - 3%. All figures generated over 20 and 30 year life span have been discounted using a standard 3.5% rate, with an estimated project start date of 2022.

12.32 **Future Residential and Commercial:** Future residential units and commercial floorspace was identified through consultation and desk-based research. The same methodology used to calculate existing residential and commercial uplift was used to calculate future development values. A 2% uplift figure based on research was used, with further sensitivity testing of 1% - 3%. All figures generated over 20 and 30 year life span have been discounted using a standard 3.5% rate, with an estimated project start date of 2022.

Wider Camden Economy Impacts

12.33 **Additional Visitor Spend:** Visitor projections for years 1-6 in the Draft Business Plan were used, and the visitor figure for year 6 has been repeated for the remainder of the assumed 20 and 30 year project duration. An average spend per visit figure of £29 for international tourists, domestic tourists and residents has been applied, based on the TfL Town Centres Report (2013). An average spend per visit figure of £12 per visit has been applied for workers using average working day spend figures from the VISA Working Day Spend Report (2014). An additionality rate of 10% has been used for tourists with further sensitivity testing of between 5% – 15%.

12.34 **Employment and GVA Supported by Visitor Spend:** Total employment generated was calculated using the ratio of turnover (visitor spend) to employment by sector from the ONS Annual Business Survey. GVA generated was based on employment estimates and calculated using UK GVA per employee averages in the ONS Annual Business Survey. All impact figures are gross and do not take into account leakage and displacement.

Financial Benefits

12.35 **Business Rates Generation:** To generate business rates income from commercial operations in the Railway Arches, the total vacant floorspace was multiplied by the average business rateable values by Use Class for Camden - identified from VOA Non Domestic Rating List Entries 2017. The business rates generation for the operation of the Highline was based on a flat cost of £100,000 business rates for operation of the Highline as identified in the Draft Business Plan.

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