

## LONDON BOROUGH OF CROYDON

To: Croydon Council website  
Access Croydon & Town Hall Reception

### STATEMENT OF EXECUTIVE DECISIONS MADE BY THE EXECUTIVE DIRECTOR PLACE ON 10 SEPTEMBER 2018

This statement is produced in accordance with Regulation 13 of the Local Authorities (Executive Arrangements) Meetings and Access to Information) (England) Regulations 2012.

The following apply to the decisions listed below:

**Reasons for these decisions:** are contained in the Part A report attached

**Other options considered and rejected:** are contained in the Part A report attached

**Details of conflicts of Interest declared by the Officer:** none

**Note of dispensation granted by the head of paid service in relation to a declared conflict of interest by that Officer:** none

The Cabinet has delegated to the Executive Director Place, in consultation with the Cabinet Member for Environment, Transport & Regeneration (Job Share), the power to make the executive decisions set out below:

**DECISION REFERENCE NO.:** 0418PL

**Decision Title:** A23/A232 Fiveways – Feasibility Design Approval

Having carefully read and considered the Part A report and the requirements of the Council's public sector equality duty in relation to the issues detailed in the body of the report, the Executive Director Place, in consultation with the Cabinet Member for Environment, Transport & Regeneration (Job Share)

**RESOLVED to**

1. Endorse Transport for London's recommended feasibility design, referred to as 'Option 9', for the A23/A232 Fiveways project, and as shown at Appendix 1 and outlined in Section 3 of this report, subject to the loss of trees and associated changes between the A23 and Fernleigh Close being adequately mitigated as the design is taken through to construction.
2. Request that Transport for London continue to work closely with Croydon Council on construction matters so that as the design process progresses

there is a full and comprehensive understanding of the construction related impacts associated with the scheme.

Notice date: 10 September 2018

## For General Release

<b>REPORT BY:</b>	<b>Heather Cheesbrough – Director of Planning and Strategic Transport</b>
<b>SUBJECT:</b>	<b>A23/A232 Fiveways – Feasibility Design Approval</b>
<b>LEAD OFFICER:</b>	<b>Ian Plowright – Head of Transport</b>
<b>CABINET MEMBER:</b>	<b>Cllr Stuart King, Cabinet Member for Environment, Transport &amp; Regeneration (Job Share)</b>
<b>WARDS:</b>	<b>Waddon</b>

### **CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON:**

The proposed improvement to the A23/A232 intersection at Fiveways supports Corporate Plan (2015 – 2018) Priority 1: 'Growth', in particular supporting growth within the Croydon Opportunity Area, but also more widely in the Borough. In addition, Priority 3: 'Liveability' supports improvements to safety and access for all road users, particularly pedestrians, cyclists and people travelling by public transport.

### **FINANCIAL IMPACT**

Croydon Council has committed £20m of capital funding towards improvements to the A23, via a Transport Infrastructure Agreement with Transport for London, to support growth in Croydon. A further £5m has been identified as part of the Council's Growth Zone programme, via a reallocation of existing funding rather than increased borrowing, specifically to fund cycle infrastructure improvements on the A23 from the junction with Epsom Road, through Fiveways Junction, to the Harris Primary Academy Purley Way. This additional funding will be subject to Cabinet approval and will entail a variation to the Transport Infrastructure Agreement that currently limits Croydon Council's contribution to £20m.

**KEY DECISION REFERENCE NO.:** Not applicable

**The Cabinet has delegated to the Executive Director Place the power to make the decisions set out in the recommendations below in consultation with the Cabinet Member for Environment, Transport & Regeneration (Job Share):**

#### **1. RECOMMENDATIONS**

Having carefully read and considered this report, and the requirements of the Council's public sector equality duty in relation to the issues detailed in the body of the document, the Executive Director Place is recommended to:

1. Endorse Transport for London's recommended feasibility design, referred to as 'Option 9', for the A23/A232 Fiveways project, and as shown at Appendix 1 and outlined in Section 3 of this report, subject to the loss of trees and associated changes between the A23 and Fernleigh Close being adequately mitigated as the design is taken through to construction.

2. Request that Transport for London continue to work closely with Croydon Council on construction matters so that as the design process progresses there is a full and comprehensive understanding of the construction related impacts associated with the scheme.

## **2. EXECUTIVE SUMMARY**

- 2.1 Through the provision of further pedestrian improvements at Fiveways Junction, and additional cycling infrastructure measures, the Fiveways design proposals are aligned to the Mayor's Transport Strategy, together with Croydon Council's Local Plan transport objectives; in particular the ambition to support good growth across London whilst supporting the Healthy Streets approach.
- 2.2 The proposals include retaining and upgrading the bridge over the railway by Waddon Station. A new bridge structure will be abutted to the western edge of the existing bridge to provide additional capacity for general traffic and cycle lanes. The scheme will introduce an additional 180m of bus lane on Stafford Road to improve journey times and reliability for 3,000 passengers travelling westbound each day on the 154 and 157 routes. The scheme will also simplify the Fiveways Junction by creating two crossroad junctions with improved pedestrian and cycle facilities to accommodate new journeys arising from the Central Croydon growth. This supports the Healthy Streets approach by enabling the improvement of sustainable bus journeys through the area and to and from Central Croydon. New crossing facilities at the junction will make it quicker, easier and safer for pedestrians to cross.
- 2.3 The project provides improvements for cyclists, improving the key east – west cycling route into and out of Central Croydon and providing new physically separated north-south cycle facilities on the A23 through the Fiveways area. Pedestrian movements are simplified throughout the area alongside public realm upgrades, making the streets more accessible and people-friendly, supporting Croydon's aspiration to develop Waddon as a local centre. Construction of the scheme is proposed to commence from 2021.
- 2.4 The Fiveways Croydon project is currently at the feasibility design stage. The proposed scheme is expected to cost in the region of £81.5m. Croydon Council, working in partnership with TfL, has committed £20m via a Local Infrastructure Agreement to help realise this strategic growth objective alongside development of a people friendly local centre in Waddon. TfL has also sought a further contribution of £5m from Croydon that has been identified as part of the Croydon Growth Zone programme. This additional funding will be subject to Cabinet approval and a recommendation to this effect will be included within the Growth Zone report to Cabinet in October 2018. It will also require a variation to the Transport Infrastructure Agreement that currently limits Croydon Council's contribution to £20m. Additionally, Croydon Council has recently led a successful bid to secure a £3.25m contribution from Coast 2 Capital (Local Enterprise Partnership) which supports projects promoting growth and development in the South East.

- 2.5 The Fiveways project presently records a Benefit to Cost Ratio (BCR) of 1.2:1. It is expected to deliver journey time improvements for buses along the A23 and A232 through Fiveways. Route 119 which utilises Denning Avenue will see a journey time increase in the AM peak in one direction only. General traffic journey times through the junction on the A23 are predicted to improve by approximately two minutes southbound (AM & PM peak) and one minute northbound (PM peak). Denning Avenue journey times increase by three to five minutes in the AM peak.
- 2.6 The scheme for Fiveways, as presented in this report, was endorsed by TfL's Healthy Streets Portfolio Board on 10<sup>th</sup> May 2018. TfL is seeking Croydon Council's endorsement of the feasibility design prior to publishing its response report to the public consultation undertaken in Summer 2017 and taking the design forward. On the basis that the scheme is endorsed, it will be then be taken through the various design development stages, including a planning application stage that, if required, is expected to take place in late 2018.
- 2.7 This report recommends that Croydon's Executive Director of Place endorses TfL's recommended feasibility design solution, subject to the loss of trees and associated changes between the A23 and Fernleigh Close being adequately mitigated. The report also requests that TfL work closely with Croydon Council during this design process to ensure that there is a full and comprehensive understanding of the construction related impacts of the scheme.

### **3. DEVELOPMENT OF THE FEASIBILITY DESIGN SOLUTION FOR THE INTERSECTION OF A23/A232**

- 3.1 The Council originally entered into a Transport Infrastructure Agreement with TfL to promote inward investment and support growth in the Croydon Opportunity Area, agreeing to provide £20m towards improvements on the A23. A copy of the Cabinet Report and Transport Infrastructure Agreement have been included in Appendices 2 & 3. Croydon officers have been working in partnership with TfL to develop design proposals which seek to improve capacity through the A23/A232 intersection and achieve pedestrian, cycle and public realm improvements to support the aspiration for a Waddon local centre and wider growth in Croydon.
- 3.2 Two main proposals were developed. These were consulted on in early 2015. At its December 2015 meeting, Cabinet agreed Proposal 2 as the preferred option expressing a strong preference for further design work on a Proposal 2 in order to retain the Waddon Hotel (Minute ref:A121/15). The main features of Proposal 2 were:
- To widen the bridge which carries A23 and A232 traffic over the railway by Waddon Station; and
  - To make Epsom Road (A232) two-way.

Cabinet also agreed to delegate to the Executive Director of Place (acting in consultation with the Cabinet Member for Environment, Transport & Regeneration (Job Share)) authority to take such steps as are deemed appropriate and necessary to assist TfL implement Proposal 2 (Minute ref:A121/15). A copy of the Cabinet Report has been included in Appendix 4.

- 3.3 Following the Cabinet decision, TfL continued design development. The design was subsequently amended to retain the Waddon Hotel. In addition, responding to feedback received during the first stage consultation (which suggested more could/should be done to improve Fiveways Junction itself) TfL's designs turned Fiveways into a simplified four arm junction. This achieved further general traffic benefits and improved pedestrian crossing facilities. A new bridge over the railway line on the Purley Way was also proposed, to the west of the existing bridge, rather than the original proposals that were focused on widening the existing bridge. This scheme design is generally referred to as Option 8b. Croydon endorsed Option 8b via a delegated decision in July 2017. A copy of the delegated decision report has been included in Appendix 5.
- 3.4 Option 8b was subject to public consultation between July – September 2017. Full details of the public consultation and consulted scheme design can be found via the following link:  
  
<https://consultations.tfl.gov.uk/roads/fiveways/?cid=fiveways-croydon>
- 3.5 424 direct consultation responses were received. Of all respondents, 63 per cent supported or partially supported the proposals for the scheme at Fiveways. Views amongst local residents differed. Of the 285 residents who reported living in local postcodes, 71 percent supported or partially supported the proposals for the scheme at Fiveways.
- 3.6 A number of prominent issues were raised during the consultation and a number of design changes have been made to address these. In addition, a review of TfL's Asset Deterioration Model for the A23 Bridge by Waddon Station has been completed. The Project Team has been advised that, subject to a package of remedial works being included within the package for delivery, the replacement of the bridge is not necessary for another 50 years. This has presented the project with an opportunity to reassess the bridge design principles to reduce the overall Estimated Final Cost (EFC) of the project and the impact of widening the bridge on third party property.
- 3.7 Widening, rather than constructing a new bridge, has shifted the alignment of the A23 to the east of the position presented during the public consultation in 2017. Whilst the Skoda garage, adjacent to the junction of Purley Way / Croydon Road, will still be required for the bridge widening, the Porcelonosa building will no longer be affected (however, some land from the site will still be required). In addition, the new road will be moved further away from properties on Lynwood Gardens, significantly reducing negative impacts on these properties. However, the alignment changes will result in the relocation of the southern section of the A23 road bridge closer to properties in Fernleigh Close and Wrangthorn Walk and is also expected to result in the

removal of at least 5 substantial trees that currently provide a buffer between the A23 and these properties. The next stage of the design process will seek to mitigate the impact of the changes on these properties as much as possible.

- 3.8 Croydon Council had also raised concerns around the level of cycle provision to be delivered as part of the scheme. As a result, the feasibility of extending the proposed North-South cycle facility to Fiveways Junction (and if possible, to the new Harris Primary Academy further south on Purley Way) has been investigated. Croydon Council has agreed to provide £5m to fund this additional scope, identified via the Growth Zone. This additional funding will be subject to Cabinet approval and will entail a variation to the Transport Infrastructure Agreement that currently limits Croydon Council's contribution to £20m. In addition, some further improvements are proposed at the junction of Stafford Road / Epsom Road / Duppas Hill to ensure that southbound cyclists can cycle between the two different sections of Epsom Road without having to perform a right turn movement at the junction of Epsom Road / Duppas Hill.
- 3.9 As part of the revised scheme, the left turn from Stafford Road into Epsom Road has now been retained to provide drivers / cyclists direct access to the station and the businesses / residential units along this section of Epsom Road.
- 3.10 Following this period of further design work, the revised scheme, referred to as Option 9, has been developed and fully appraised against the earlier proposals and preferred option for consultation. Following careful consideration, TfL's Fiveways Project Board endorsed Option 9 for further progression on 20 April 2018. The EFC for the project has subsequently reduced from £87.9m to £81.3m. This decision was ratified by TfL's Healthy Streets Portfolio Board on 10<sup>th</sup> May 2018.
- 3.11 A full and final set of traffic modelling will now be undertaken to support a wider business case update. A full updated business case and value assessment will be provided at an appropriate stage in the design process.
- 3.12 The A23/A232 Fiveways scheme may require planning permission and potentially need an Environmental Impact Assessment (EIA) and Statement (subject to screening opinion). As part of the determining a planning application (if required) Croydon Council would need to consider the effects and acceptability of the preferred scheme (in the light of all material considerations) in its role as the Local Planning Authority.
- 3.13 Croydon's Principal Network Impact Engineer has raised concerns about the potential impacts during the construction phase on the local highway network and the Croydon Growth Zone. Given the projected time of this project being undertaken, which falls in the peak of the Growth Zone construction activity, any lane closures or full closures, in addition to causing significant queuing in all directions, could also compromise the ability to deliver the Growth Zone since construction traffic would be delayed or prevented from reaching Croydon at a rate or in time to feed the various sites. There are limited

alternative major routes for construction vehicles serving Croydon Town Centre.

- 3.14 At the current design stage for the project TfL has indicated that it is very difficult to predict the impact that construction activities will have on the road network. However, the intention is to minimise congestion problems by undertaking work during off peak hours and at weekends. It is also intended to minimise any road or lane closures needed and maintain two traffic lanes in either direction during construction, which is the same capacity as currently exists.
- 3.15 Due to the construction-related concerns, and the fact that limited detail is available at this stage of the design process, an additional recommendation has been included to ensure that Transport for London continues to work positively with Croydon Council as the scheme progresses to ensure that there is a full and comprehensive understanding of the construction related impacts associated with the scheme.
- 3.16 It should also be noted that the Croydon Local Plan policy DM49 indicates that the Council will consider the production of a masterplan for the area around the Fiveways Junction in Waddon, focused around the proposed new Local Centre:
- “DM49.1 To enable development opportunities including public realm improvements to be undertaken in a cohesive and coordinated manner, a masterplan with elements of design code will be considered for the area within Waddon’s potential new Local Centre”*
- 3.17 In addition to this Local Plan policy, progress on TfL’s and Croydon Council’s plans to improve Fiveways Junction and the surrounding highway network has brought into focus the potential need for a masterplan that would integrate these proposals into a broader placemaking and planning strategy for the area. A Croydon Place Review Panel review of the Fiveways project also recommended that the Council undertake a masterplanning exercise to help integrate emerging highways proposals into a wider joined-up plan for Waddon as a place.

#### **4. CONSULTATION**

- 4.1 The Fiveways project was subject to public consultation between July – September 2017.
- 4.2 The consultation report, setting out the results of the consultation, was released in March 2018. The consultation report, setting out TfL’s response to consultation comments and the proposed scheme changes is planned for September 2018.
- 4.3 Prior to the publication of TfL’s response to consultation comments, those residents on Fernleigh Close and Wrangthorne Walk that will experience the main impacts associated with the realignment of the road bridge will be written to in order to explain the changes and next steps with the project.



- 4.4 Subject to the necessary scheme approvals being in place, TfL proposes submitting an EIA screening opinion request to Croydon Council as Local Planning Authority in Autumn 2018.

## 5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 5.1 The total cost of the scheme is expected to be £81.5m. This is intended to comprise of contributions of £53m from TfL and £3.25m from Coast to Capital. The Croydon contribution originally stood at £20m, comprising of £15m of Growth Zone funding and £5m of Capital funding. As stated, a further £5m has been identified as part of the Croydon Growth Zone programme, via a reallocation of existing funding rather than an increase in borrowing, which will specifically fund the cycle improvements along the A23. This additional funding will be subject to Cabinet approval and will entail a variation to the Transport Infrastructure Agreement that currently limits Croydon Council's contribution to £20m.

### 1 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2018/19 £'000	2019/20 £'000	2020/21 £'000	2021/22 £'000
<b>Revenue Budget available</b>				
Expenditure				
Income				
<b>Effect of decision from report</b>				
Expenditure				
Income				
<b>Remaining budget</b>				
<b>Capital Budget available</b>				
Expenditure	0	0	10	10
<b>Effect of decision from report</b>				
Expenditure				
<b>Remaining budget</b>	25	25	15	5

\*A further £5m is intended to be put towards the scheme by Croydon Council in 2022/23.

## **2 The effect of the decision**

The Council has already committed a contribution of £20m of funding towards the improvements, via the Transport Infrastructure Agreement, currently split between Growth Zone funding (£15m) and Croydon Capital funding (£5m). A further £5m has been identified for the project as part of the Growth Zone, via a reallocation of funding rather than increased borrowing. This additional funding will be subject to Cabinet approval and will entail a variation to the Transport Infrastructure Agreement that currently limits Croydon Council's contribution to £20m.

## **3 Risks**

As part of the planned variation of the Transport Infrastructure Agreement with TfL, the Council will be seeking to ensure that appropriate clauses are in place to ensure it is protected from the main financial risks (namely scheme cost increase).

## **4 Options**

The scheme option presented in the paper has been developed via an extensive exercise following public consultation over the last 6 – 9 months. The main reasons why the scheme has been appraised is to meet key objectives of the recently published Mayor's Transport Strategy, achieve financial savings and respond to the concerns raised by respondents and other key stakeholders during the public consultation. Further justification for this is discussed in Section 3.

This scheme option offers the best mechanism to secure additional investment to relieve traffic stress at the intersection of the A23/A232 and bring about other improvements in the public realm, cycling and walking to support the Council's aspiration for an improved Waddon local centre.

## **5 Future savings/efficiencies**

Journey time improvements are expected for general traffic and buses along the A23, A232 and at Fiveways Junction following the introduction of the scheme. A23 journey times improve by approx. one minute northbound (PM peak) and two minutes southbound (AM & PM peak). Denning Avenue journey times increase by three to five minutes in the AM peak. Although traffic is light, this will impact routes 119 and 663, however, the passenger loadings on these routes at this location are low and the overall impact of the project on buses is positive.

There were 52 collisions at this location in the 36 months to August 2016; the scheme is estimated to save 14 collisions across the same period following implementation.

(Approved by Felicia Wright, Head of Finance – Place on behalf of Director of Finance, Investment & Risk)

## **6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER**

- 6.1 Given that the project will be managed and delivered by TfL, with the Council making a capital contribution, there are no detailed legal considerations arising out of the recommendations in the report.

(Approved by: Sandra Herbert – Head of Litigation & Corporate Law on behalf of Jacqueline Harris Baker, Director of Law & Monitoring Officer)

## **7. HUMAN RESOURCES IMPACT**

- 7.1 There are no human resources implications arising from this report.

(Approved by Jennifer Sankar, Interim Head of HR Place on behalf of Director of HR Sue Moorman, for, Resources department.)

## **8. EQUALITIES IMPACT**

- 8.1 An Initial Equalities Analysis was undertaken to analyse any potential impact of an earlier design iteration that the A23/A232 Fiveways project would have on protected groups compared to non-protected groups. This concluded that whilst there are differences between people of different groups that share a “protected characteristic” (Disability, Race/ Ethnicity, Gender and Age) and those who do not share a ‘protected characteristic’ in terms of access to the car and travel modes used, the recommending / selecting one design proposal over the other will not affect any protected groups more significantly than non-protected groups.
- 8.2 However, in undertaking the detailed design of the selected option, there will be the opportunity to maximise the accessibility of the public realm and hence help the Council in advancing equality of opportunity between people who belong to certain protected groups (in particular people with certain disabilities) and those who do not. An access audit will be undertaken as part of the detailed design process to help ensure that the opportunity is taken and maximised. The impact of the scheme on gradients in the area, particularly at the junction of Epsom Road with the A23, will need to be carefully assessed. In addition, the proposed section of shared footway / cycleway on Epsom Road will need to be reviewed.
- 8.3 The project can only be delivered through the acquisition of both residential and commercial property. A CPO, if confirmed by the Secretary of State, will ensure all property required can be secured. £1.4m Land Authority was authorised in March 2016 to allow Transport for London to advance purchase residential property where residents were able to demonstrate financial hardship as a result of the scheme.

## **9. ENVIRONMENTAL IMPACT**

- 9.1 An EIA may be required subject to screening opinion, which is expected to be submitted to Croydon Council in Autumn 2018.
- 9.2 TfL is preparing an Environmental Evaluation Report which outlines the anticipated noise, air quality and visual impacts of the proposal.

## **10. CRIME AND DISORDER REDUCTION IMPACT**

- 10.1 TfL's Community Safety and Crime Prevention team looked at both of the initial proposals during feasibility design and provided a series of 'Main observations and recommendations'. These include the recommendation that the project be used to promote natural surveillance and activity in the area. The observations and recommendations also included regular pruning of trees; safe and secure cycle parking; street lighting; CCTV; and seating. TfL will undertake a further assessment for the current proposals.

## **11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION**

- 11.1 The Croydon Opportunity Area Planning Framework identified the A23/A232 intersection as a key movement and congestion hotspot predicted to worsen as a result of Opportunity Area growth and wider growth. The Council and TfL entered into a Transport Infrastructure Agreement to deliver improvements to the A23. That agreement offered the best mechanism to secure additional investment to relieve traffic stress at the intersection of the A23/A232 and bring about other improvements in the public realm, cycling and walking to support the Council's aspiration for an improved Waddon local centre.
- 11.2 In December 2015, following an initial consultation, the preferred option (bridge widening) was endorsed by TfL's Surface Board and Croydon Cabinet, this proposal has now been further developed and following a detailed consultation in summer 2017 it is now proposed to progress a revised proposal to full concept design.
- 11.3 The Fiveways Croydon project is at the feasibility design stage. Croydon Council, working in partnership with TfL, has committed £20m via the Transport Infrastructure Agreement to help realise this strategic growth objective alongside development of a people friendly local centre in Waddon. TfL has also sought a further contribution of £5m from Croydon that has been identified as part of the Croydon Growth Zone programme. This additional funding will be subject to Cabinet approval and will entail a variation to the Transport Infrastructure Agreement that currently limits Croydon Council's contribution to £20m. Additionally, Croydon Council has recently led a bid to secure a £3.25m contribution from Coast 2 Capital (Local Enterprise Partnership) who support projects promoting growth and development in the South East. TfL is expected to contribute in the region of £53m.

- 11.4 The Fiveways project presently records a Benefit to Cost Ratio (BCR) of 1.2:1. It is expected to deliver journey time improvements for buses on the A23 and A232 at Fiveways. Route 119 which utilises Denning Avenue will see a journey time increase in the AM peak in one direction only. General traffic journey times through the junction on the A23 improve by approx. two minutes southbound (AM & PM peak) and one minute northbound (PM peak). Denning Avenue journey times increase by three to five minutes in the AM peak.
- 11.5 There were 52 injury collisions in the total scheme area over the 36 months to August 2016, with the scheme estimated to reduce collisions by 25 per cent.

## **12. OPTIONS CONSIDERED AND REJECTED**

- 12.1 The options are addressed throughout this report.

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**CONTACT OFFICERS:** Ian Plowright / Richard Lancaster  
Strategic Transport  
0208 726 6000 (ext 62927)

**BACKGROUND PAPERS - LOCAL GOVERNMENT ACT 1972:** None

### **APPENDICES:**

Appendix 1: Layout Plan of the Recommended Feasibility Design (Option 9)

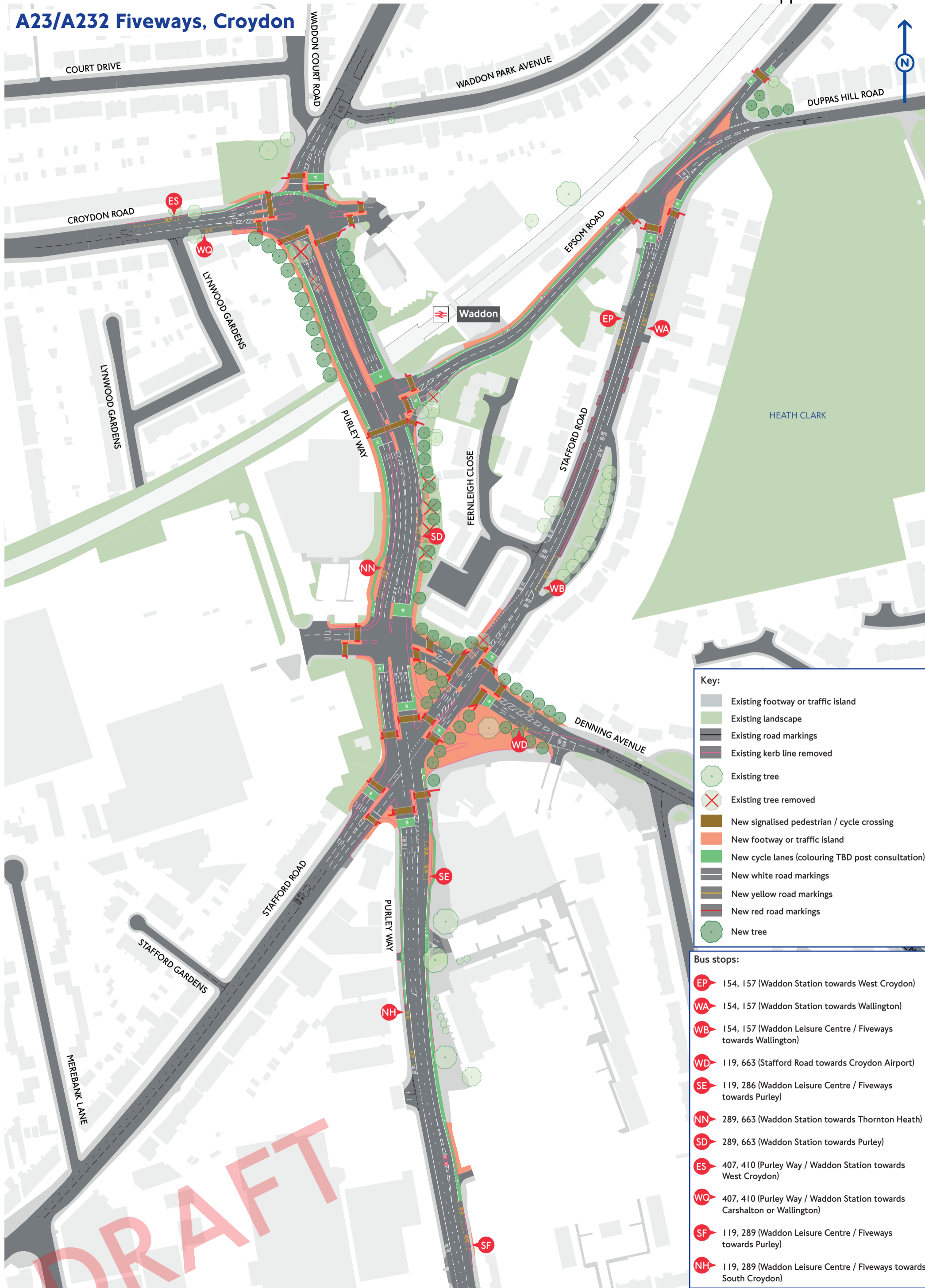
Appendix 2: Cabinet Report 18<sup>th</sup> November 2013 item 9 Infrastructure Investment on the A23 Corridor

Appendix 3: London Borough of Croydon & Transport for London 'Transport Infrastructure Agreement' relating to proposed new infrastructure projects within the London Borough of Croydon, January 2014. **(Exempt)**

Appendix 4: Cabinet Report 14<sup>th</sup> December 2015 item 6 A23/A232 Fiveways Design Proposals

Appendix 5: Delegated Decision Report 4<sup>th</sup> July 2017 A23/A232 Fiveways – Design Proposals (including Bridge Alignment) for Public Consultation

A23/A232 Fiveways, Croydon



**Key:**

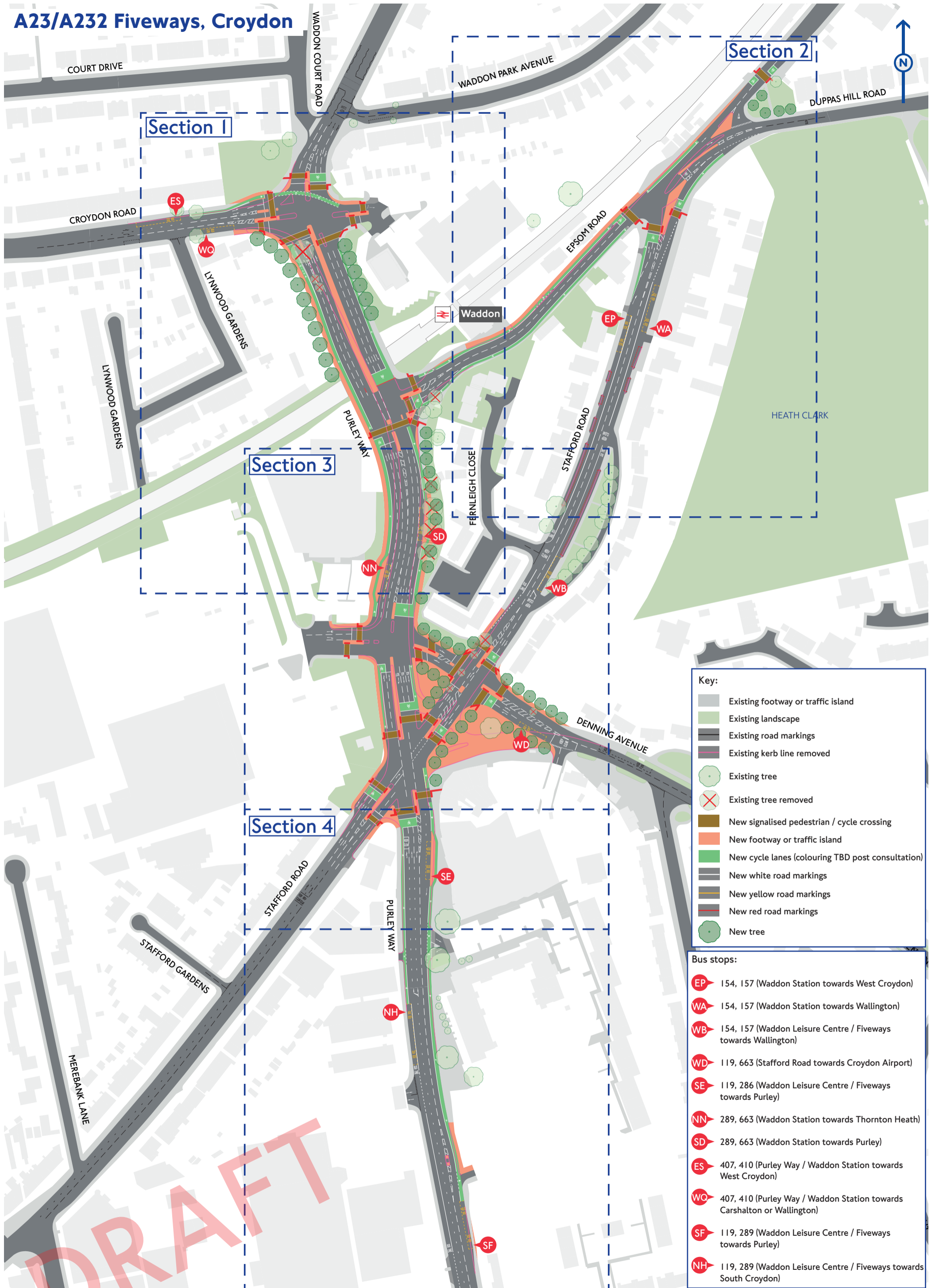
- Existing footway or traffic island
- Existing landscape
- Existing road markings
- Existing kerb line removed
- Existing tree
- Existing tree removed
- New signalled pedestrian / cycle crossing
- New footway or traffic island
- New cycle lanes (colouring TBD post consultation)
- New white road markings
- New yellow road markings
- New red road markings
- New tree

**Bus stops:**

- EP 154, 157 (Waddon Station towards West Croydon)
- WA 154, 157 (Waddon Station towards Wallington)
- WB 154, 157 (Waddon Leisure Centre / Fiveways towards Wallington)
- WD 119, 663 (Stafford Road towards Croydon Airport)
- SE 119, 286 (Waddon Leisure Centre / Fiveways towards Purley)
- NN 289, 663 (Waddon Station towards Thornton Heath)
- SD 289, 663 (Waddon Station towards Purley)
- ES 407, 410 (Purley Way / Waddon Station towards West Croydon)
- WO 407, 410 (Purley Way / Waddon Station towards Carshalton or Wallington)
- SF 119, 289 (Waddon Leisure Centre / Fiveways towards Purley)
- NH 119, 289 (Waddon Leisure Centre / Fiveways towards South Croydon)

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# A23/A232 Fiveways, Croydon



**Key:**

- Existing footway or traffic island
- Existing landscape
- Existing road markings
- Existing kerb line removed
- Existing tree
- Existing tree removed
- New signalled pedestrian / cycle crossing
- New footway or traffic island
- New cycle lanes (colouring TBD post consultation)
- New white road markings
- New yellow road markings
- New red road markings
- New tree

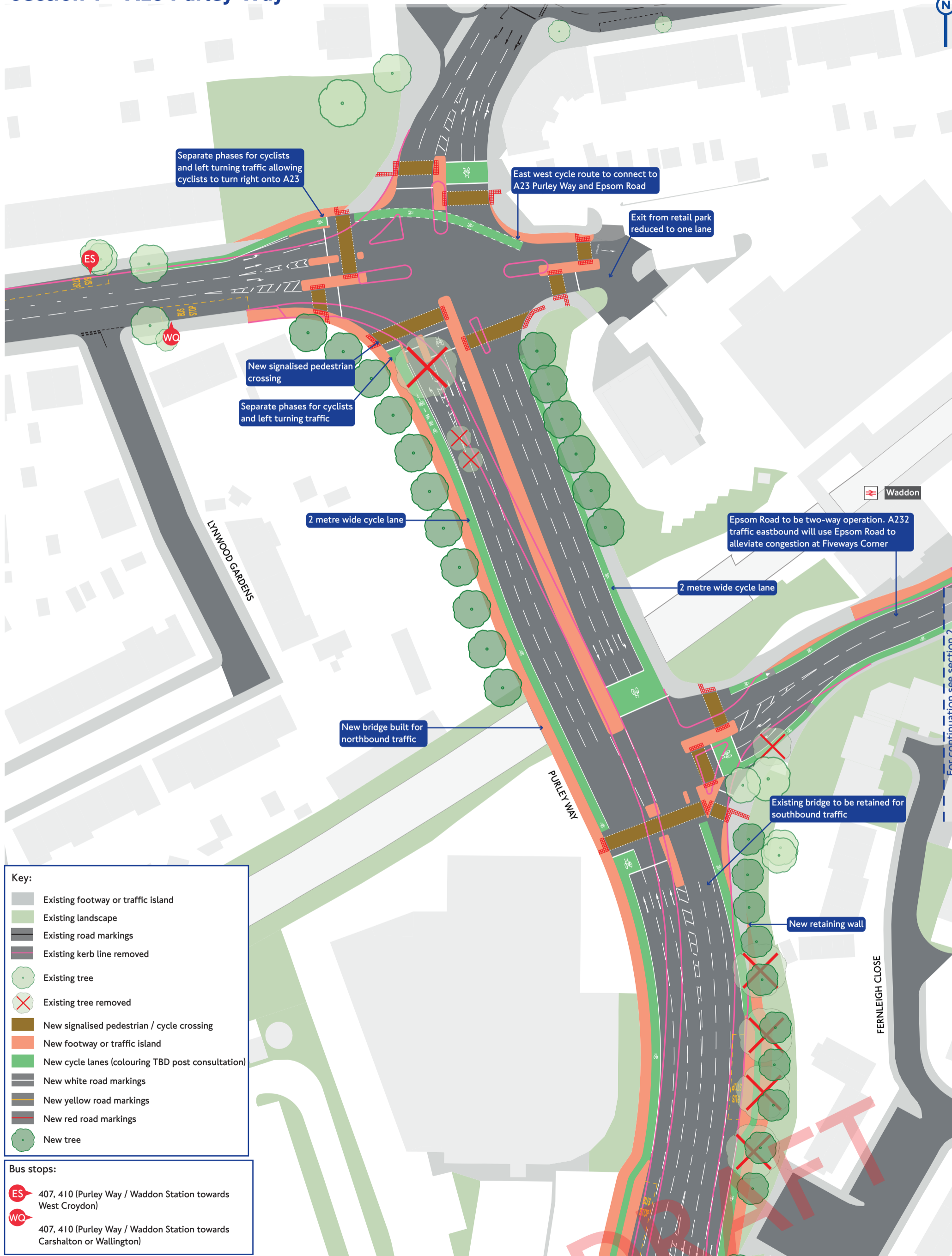
**Bus stops:**

- EP** 154, 157 (Waddon Station towards West Croydon)
- WA** 154, 157 (Waddon Station towards Wallington)
- WB** 154, 157 (Waddon Leisure Centre / Fiveways towards Wallington)
- WD** 119, 663 (Stafford Road towards Croydon Airport)
- SE** 119, 286 (Waddon Leisure Centre / Fiveways towards Purley)
- NN** 289, 663 (Waddon Station towards Thornton Heath)
- SD** 289, 663 (Waddon Station towards Purley)
- ES** 407, 410 (Purley Way / Waddon Station towards West Croydon)
- WQ** 407, 410 (Purley Way / Waddon Station towards Carshalton or Wallington)
- SF** 119, 289 (Waddon Leisure Centre / Fiveways towards Purley)
- NH** 119, 289 (Waddon Leisure Centre / Fiveways towards South Croydon)

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# A23/A232 Fiveways, Croydon

## Section 1 - A23 Purley Way



**Key:**

- Existing footway or traffic island
- Existing landscape
- Existing road markings
- Existing kerb line removed
- Existing tree
- Existing tree removed
- New signalised pedestrian / cycle crossing
- New footway or traffic island
- New cycle lanes (colouring TBD post consultation)
- New white road markings
- New yellow road markings
- New red road markings
- New tree

**Bus stops:**

- 407, 410 (Purley Way / Waddon Station towards West Croydon)
- 407, 410 (Purley Way / Waddon Station towards Carshalton or Wallington)

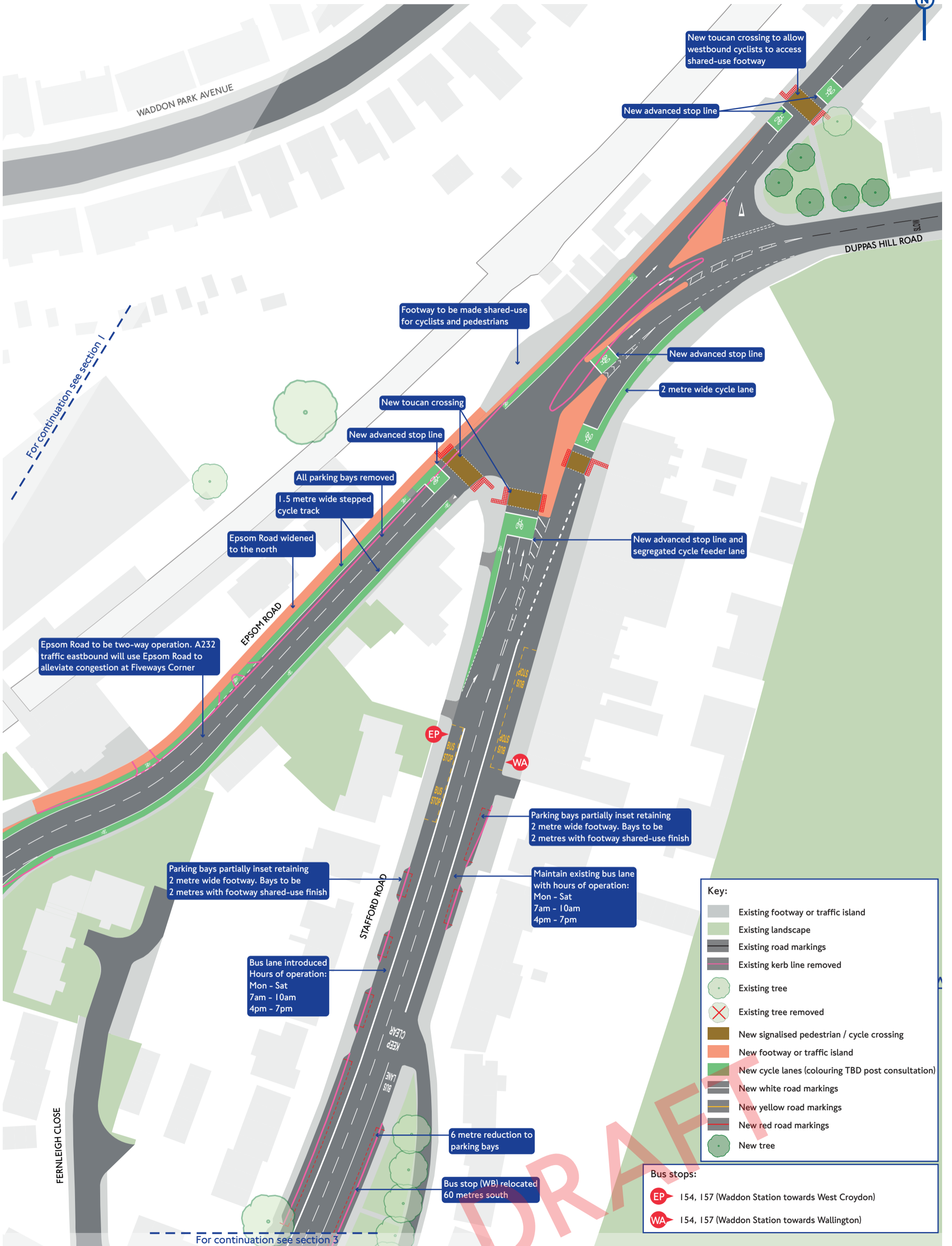
For continuation see section 3

For continuation see section 2



# A23/A232 Fiveways, Croydon

## Section 2 - Epsom Road and Stafford Road

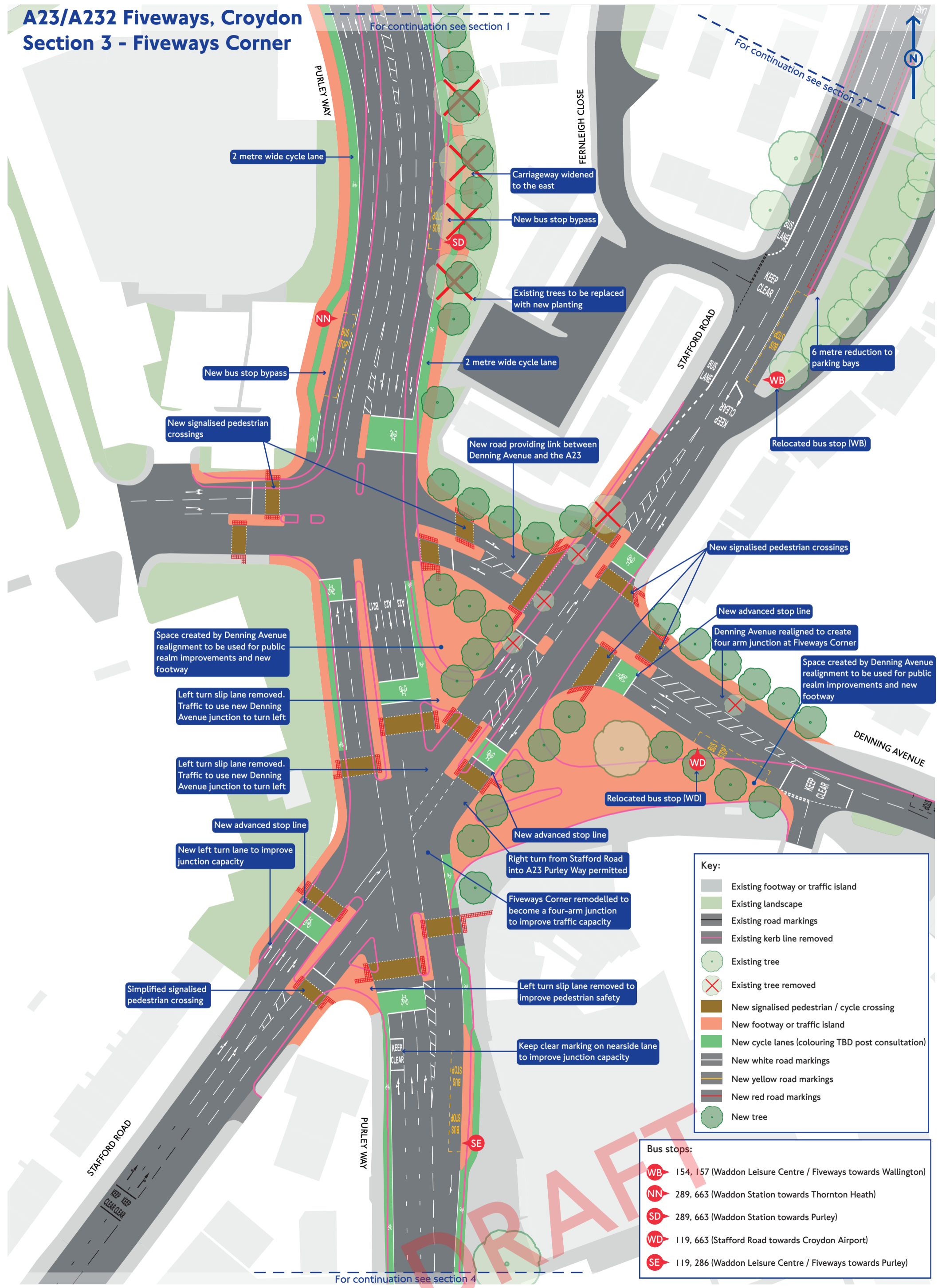


# A23/A232 Fiveways, Croydon

## Section 3 - Fiveways Corner

For continuation see section 1

For continuation see section 2



For continuation see section 4

**Key:**

- Existing footway or traffic island
- Existing landscape
- Existing road markings
- Existing kerb line removed
- Existing tree
- Existing tree removed
- New signalled pedestrian / cycle crossing
- New footway or traffic island
- New cycle lanes (colouring TBD post consultation)
- New white road markings
- New yellow road markings
- New red road markings
- New tree

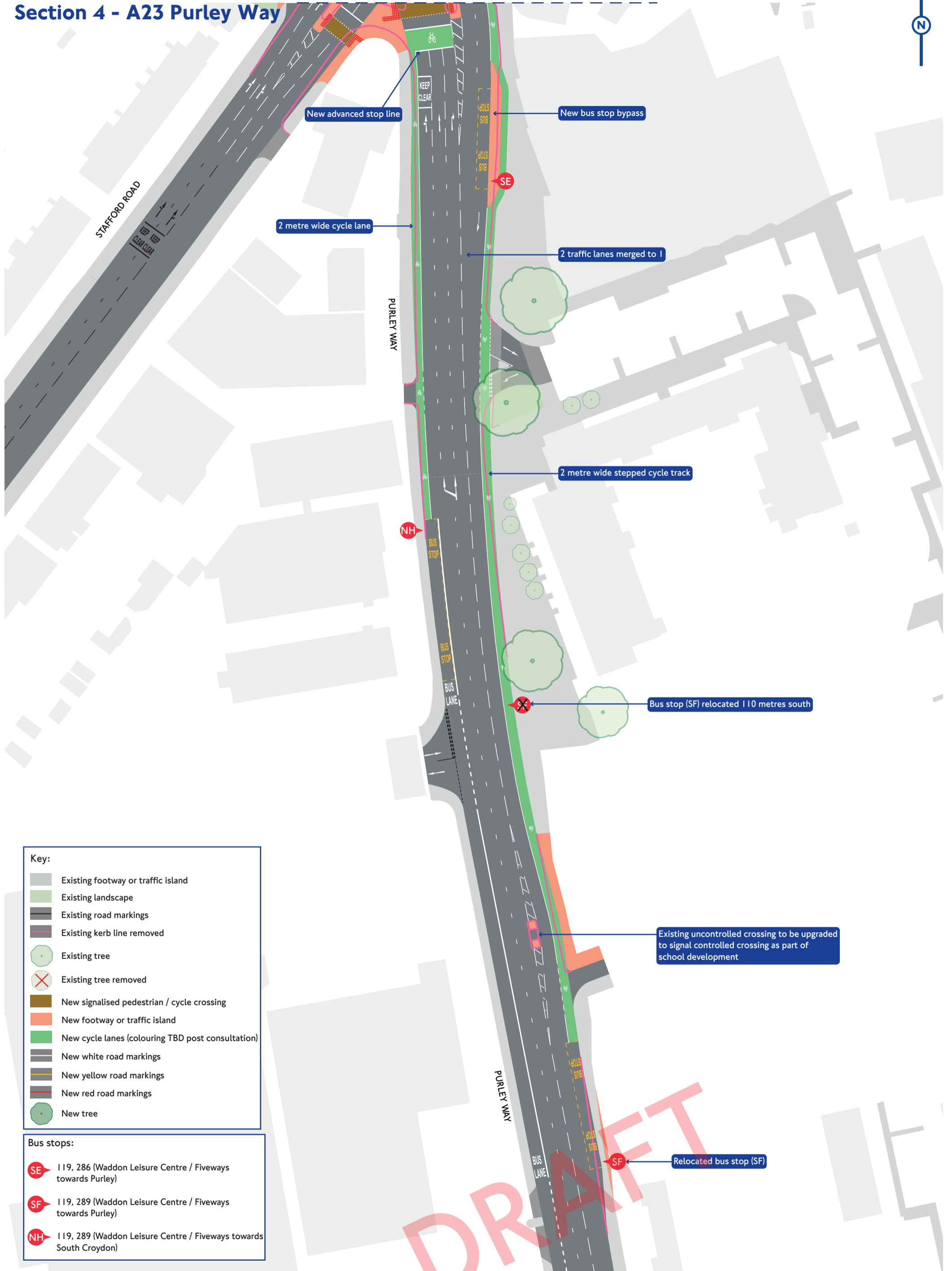
**Bus stops:**

- 154, 157 (Waddon Leisure Centre / Fiveways towards Wallington)
- 289, 663 (Waddon Station towards Thornton Heath)
- 289, 663 (Waddon Station towards Purley)
- 119, 663 (Stafford Road towards Croydon Airport)
- 119, 286 (Waddon Leisure Centre / Fiveways towards Purley)

# A23/A232 Fiveways, Croydon

## Section 4 - A23 Purley Way

For continuation see section 3



**Key:**

- Existing footway or traffic island
- Existing landscape
- Existing road markings
- Existing kerb line removed
- Existing tree
- Existing tree removed
- New signalled pedestrian / cycle crossing
- New footway or traffic island
- New cycle lanes (colouring TBD post consultation)
- New white road markings
- New yellow road markings
- New red road markings
- New tree

**Bus stops:**

- I 19, 286 (Waddon Leisure Centre / Fiveways towards Purley)
- I 19, 289 (Waddon Leisure Centre / Fiveways towards Purley)
- I 19, 289 (Waddon Leisure Centre / Fiveways towards South Croydon)

## For General Release

<b>REPORT TO:</b>	<b>CABINET NOVEMBER 18<sup>TH</sup> 2013</b>
<b>AGENDA ITEM:</b>	<b>9</b>
<b>SUBJECT:</b>	Infrastructure Investment on the A23 corridor Transport for London Local Infrastructure Agreement
<b>LEAD OFFICER:</b>	Paul Spooner – Interim Executive Director of Development And Environment
<b>CABINET MEMBER:</b>	Councillor Jason Perry Cabinet Member - Planning, Regeneration and Transport  Councillor Dudley Mead, Cabinet Member, Deputy Leader (Statutory) (Capital Budget and Asset Management) and Cabinet Member for Housing  Councillor Phil Thomas, Cabinet Member - Highways and Environmental Services)
<b>WARDS:</b>	<b>West Thornton, Broad Green, Waddon.</b>
<b>CORPORATE PRIORITY/POLICY CONTEXT:</b>	
Improvements to the A23 corridor will remove a constraint to the delivery of the Opportunity Area Planning Framework, thus promoting investment in significant regeneration and development projects in the Central Croydon area and beyond.	
<b>FINANCIAL IMPACT</b>	
The Council's £20 million funding contribution towards the improvements to the A23 corridor will be part of the future Capital Programme and the funding will initially be identified from Council borrowing with future opportunities for this to be covered from relevant Section 106 contributions.	
The Council funds are a contribution towards a TfL led scheme, to which TfL have £25 million of funding committed, therefore the total value of the works is estimated to be £45m.	
<b>KEY DECISION REFERENCE NO.: 1267</b>	
This is a Key Decision as defined in the Council's Constitution. The decision may be implemented from 1300 hours on the 5th working day after it is made, unless the decision is referred to the Scrutiny & Overview Committee by the requisite number of Councillors.	
<b>1. RECOMMENDATIONS</b>	
The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:	
1.1	To welcome Transport for London's commitment to invest £25 million in Croydon and lead feasibility work into assessing improvements along the A23 corridor, as set out in this report.
1.2	Agree that the Council enters into a Local Infrastructure Agreement in respect the above; and makes a contribution of £20 million, to be drawn down from the 2013/14 to the 2017/18 capital programme.

- |     |  |
|-----|--|
| 1.3 | Agree that the Executive Director of Development and Environment, in consultation with the Council Solicitor, be given delegated authority to negotiate the detailed terms and complete the agreement. |
| 1.4 | Agree that a further report be brought to Cabinet in 12 months when the feasibility work and options appraisal has been completed.   |

## **2. EXECUTIVE SUMMARY**

- 2.1 The Leader recently attended a strategic meeting with the Deputy Mayor for London, with responsibility for Transport, where Transport for London (TfL) set out their transport priorities for Croydon. Responding to the strategic importance of the A23 corridor the Deputy Mayor raised the GLA's desire to work with the Council to address congestion and traffic capacity along this strategic route, thus enabling an increase in capacity and reductions in congestion and promoting inward investment and development in Croydon's metropolitan centre.
- 2.2 In particular, Transport for London (TfL) is proposing to prepare a detailed corridor study, leading to the development of an options report, outlining possible strategic highway improvements on the A23 corridor. TfL aim to complete this feasibility work within 12 months. The study will be used to inform future funding decisions for highway improvements including allocation of the TfL Growth Fund and, if approved, Council funds. A minimum funding package of £25 million from the TfL Growth Fund is being allocated to this project and this report seeks approval to the Council committing up to £20million to aid delivery of this TfL led scheme.
- 2.3 Croydon has enormous potential for growth and development particularly in its Opportunity Area, and, in order to see the London Mayor's and the Council's plans for thousands of new homes, jobs and business opportunities realised, it is paramount that the Council supports TfL's investment.
- 2.4 The Council has ambitions to achieve higher levels of economic growth and position Croydon as one of the capital's major centres for inward investment. Working with major companies and Develop Croydon it is clear that investment in the strategic road infrastructure that serves the Croydon Opportunity area (COA) will enhance our offer to investors and developers and improve the perception of Croydon to businesses and residents alike.
- 2.5 The Connected Croydon programme is already transforming the town centre, and this new funding will ensure that the Council has the right infrastructure in place to attract investment and support growth in the Croydon Opportunity Area.
- 2.6 This report seeks approval to respond to TfL, who will provide funding to undertake feasibility work and subsequently enable delivery of interventions with a value of up to £45 million in partnership with the Council. This work would be underpinned via a Local Infrastructure Agreement between TfL and the Council.

### 3 OPPORTUNITY AREA PLANNING FRAMEWORK

- 3.1 The Opportunity Area Planning Framework (OAPF) was developed by the London Mayor in partnership with Croydon Council in the context of the London Plan, the Mayor's Transport Strategy, the South London Sub-Regional Transport Plan, the South London Sub-Regional Transport Plan – 2012 Update, and Croydon Council's then emerging Core Strategy (now the Croydon Local Plan: Strategic Policies). It has been adopted by the Mayor as supplementary planning guidance to the London Plan and by the Council as a supplementary planning document to the Local Plan. The transport chapter is also informed by a Strategic Transport Study undertaken by Transport for London in collaboration with Croydon Council and the GLA. The Study assessed the impact of building 7,300 new homes and creating 8,000 new jobs along with wider London Plan growth on the transport network. The Strategic Transport Study forms part of the OAPF evidence base.
- 3.2 The Strategic Transport Study concludes that the level of growth can be accommodated, subject to the delivery of the various mitigation measures set out in the OAPF. The OAPF proposes interventions for each transport mode, and these are differentiated between 'short-term' (less than 3 years), 'medium term' (from 3 to 10 years) and 'long-term' (more than 10 years).
- 3.3 The Strategic Transport Study identified a number of areas at the strategic level that require more detailed analysis and scheme development. In particular it concluded that at key junctions on the A23 congestion is forecast to continue to occur in the future. Further localised modelling work and analysis will be required to refine the measures that are proposed. The findings of the transport study relating to the A23 include:-
- High traffic demand on the A23 which is currently close to capacity during some periods of the day.
  - High flows in all time periods which can cause increased journey times for all road users.
  - Increased delay will occur at key junctions as demand increases.
  - Risk of further decline in journey time reliability.
- 3.4 The Strategic Transport Study suggests that even without the growth proposed in the OAPF, demand on the A23 will increase. Increases in demand over time will add to an already pressurised network leading to further increases in journey times. The Study included a corridor analysis of journey times on the A23 in the AM and PM peaks. Overall, this analysis indicates that journey times will increase in both directions on the A23 between now and 2031.
- 3.5 It is now proposed to develop scheme options, undertake feasibility work led by TfL and report back to Cabinet with proposals in twelve months time. This will allow sufficient time for a comprehensive technical appraisal to be completed. This will include aligning proposals with major public sector transport improvements, particularly the re-modelling of East Croydon station, as well as tram, bus and cycling infrastructure and interventions. The investment will need to align with the economic, physical and environmental objectives of the OAPF and other relevant master plans. These include:-

East Croydon masterplan	(adopted 2011)
West Croydon masterplan	(adopted 2011)
Mid Croydon masterplan	adopted 2012)
Fairfield masterplan	(in preparation)
Old Town masterplan	(in preparation)

3.6 The Croydon Economic Development Plan 2013 to 2018 sets out the proposed interventions and commitments which will represent the first phase towards achieving the borough’s 2040 vision. Croydon’s vision was published in 2011 following a three-year programme of engagement with more than 20,000 residents who were asked to ‘imagine Croydon’ in 2040. That vision is:

‘In 2040 we will be London’s most enterprising borough – a city that fosters ideas, innovation and learning and provides skills, opportunity and a sense of belonging for all.’

3.7 The Economic Development Plan identifies the infrastructure improvements and investment, the business growth, the support for people and the metropolitan centre and district centre investments which are designed to move the borough towards that goal.

3.8 Further the plan notes that “This cycle of the borough’s economic development will be extremely tough and Croydon Metropolitan Centre has been prioritised as the focus for much of the activity envisaged because of its potential to be a driver for the borough’s overall economy. However, Croydon’s other town and district centres provide essential roles and there must be a commitment to ensure the buoyancy of these district centres.”

**Local Infrastructure Agreement**

3.9 In order to progress A23 infrastructure improvements, TfL have indicated that the Council will need to enter into a Local Infrastructure Agreement. This will deal with key issues such as: funding levels, timing, area, scope of intervention and that the scheme will be led and delivered by TfL.

**Conclusion**

3.10 The commitment from TfL to undertake feasibility work to identify improvements on the A23 corridor addresses the planning policy objectives of the OAPF. Alongside this a series of transport studies have clearly indicated the need for investment in road infrastructure to facilitate growth in Croydon. If agreed, this action also aligns with the key Council objective of seeking early and critical economic development in order to drive the future of the borough forward in an economically sustainable manner. This provides a strong case for the early investment in critical infrastructure improvements along the A23 corridor. If agreed, TfL will now undertake detailed feasibility work to identify the most effective manner of ameliorating congestion and promoting development.

**4. CONSULTATION**

4.1 The OAPF was the subject of significant consultation as part of its preparation and subsequent adoption. The infrastructure improvements set out in this report are in line with the OAPF. It is proposed that further consultation will occur during the feasibility

stages of the work. The implementation of these designs will be subject to standard, statutory consultation as part of the planning process and environmental assessment where required, the outcome of which will be fed back into the design of the transport infrastructure improvements.

## 5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 Transport for London has offered to fund transport infrastructure improvements in the A23 corridor up to a value of the £45 million. They have identified funds of £25 million towards this. TfL therefore requires gap funding of £20 million to be allocated by the Council and the completion of a Local Infrastructure Agreement to bring this project forward. It is envisaged that the feasibility work will be funded by TfL and there are no immediate revenue implications for the Council. The Council's contribution will need to be identified from the future capital programme and committed from Council borrowing. There is likely to be section 106 funding which could be offset against this. Currently the collected and the committed (but as yet untriggered obligations), from section 106 funding as defined by TfL, amount to £5m. But it is very difficult to quantify future contributions

### 5.2 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast – period extended		
	2013/14 £'000	2014/15 £'000	2015/16 £'000	2017/18 £'000
<b>Revenue Budget available</b>				
Expenditure				
Income				
<b>Effect of decision from report</b>				
Expenditure				
Income				
<b>Remaining budget</b>	_____	_____	_____	_____
<b>Capital Budget available</b>				
Expenditure				
<b>Effect of decision from report</b>				
Expenditure	5,000 *		6,000	9,000
<b>Remaining budget</b>	_____	_____	_____	_____

\*Funds already held by TfL or expected shortly from committed development which is yet to trigger payment

#### The effect of the decision

5.3 The decision will commit the Council to contributing up to £20m of capital funding towards the improvements alongside £25 million from TfL.



The timing and phasing of the payment is subject to negotiation, but TfL advise that Croydon's contribution will need to be released to TfL between 2013 and 2018, to enable the improvements to be implemented completed by 2018/19.

- 5.4 It is expected that up to £5m may be available from S106 funds. This is a combination of monies already paid (including to TfL) and monies already agreed but not yet triggered. This will still leave a contribution of £15m from Council borrowing and therefore the prioritisation of this would provide a revenue cost and mean other infrastructure works would have to be deferred. As more development occurs the S106 contribution should increase and reduce the amount required from Council funds.
- 5.5 This is an indicative cash flow which will be confirmed once there is a more detailed understanding of the phasing of the work. The principle will be that the Council contributes alongside TfL, at agreed milestones, as the work is completed.
- 5.6 The current CIL regulation 123 list doesn't include highways infrastructure and therefore CIL is not an option to fund these costs, although CIL will therefore be available to fund other infrastructure needs of the borough and therefore even if CIL was available the overall impact on the Council's capital funds would be neutral.

### **Risks**

- 5.7 Any associated risks will be addressed in the Local Infrastructure Agreement to ensure the Council's interests are secured. The Council's contribution will be capped at £20m, with the overall scheme cost being £45 million.

### **Options**

- 5.8 There are no alternative options presented in this report, as this funding agreement offers the best mechanism to secure additional investment in transport improvements along the A23 corridor. To decide not to partner with TfL, to implement transport infrastructure improvements brings significant additional risk to the timely delivery of the OAPF.

### **Future savings/efficiencies**

- 5.9 There are no direct savings or efficiencies arising from this report.

(Approved by: Richard Simpson, Director of Finance and Assets.)

## **6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER**

- 6.1 The Council Solicitor comments that detailed advice is being taken on the terms of the agreement to ensure the Council's interests and investment is secured.
- 6.2 The Council Solicitor comments that under Section 8 of the Highways Act 1980 the Council and TfL, as local highway authorities, have power to enter into agreements in relation to the construction, reconstruction or improvement of highways for which either party is the highway authority. Such agreements may make provision for one of the parties to discharge specified highway functions on behalf of the other and may make

provision for the expenses incurred in pursuance of the agreement. Both the Council and TfL have further enabling powers. The terms of the agreement are being negotiated between the parties and advice is being taken from the Council's finance officers on the detail of the funding arrangement to ensure the Council's interests and investment is secured.

- 6.3 In relation to the prospect of future receipts under section 106 of the Town and Country Planning 1990 Act (as amended) receipts contributing to expenditure to be incurred by the Council in respect of this agreement, the Council will need to bear in mind the restriction in regulation 123 of the Community Infrastructure Regulations 2010 which, in effect, limits the pooling of receipts from s106 obligations to 5 such obligations entered into on or after 6 April 2010 for the project or type of infrastructure.

(Approved by: Sean Murphy, Principal Corporate Solicitor (Regeneration) on behalf of the Council Solicitor & Director of Democratic & Legal Services)

## **7. HUMAN RESOURCES IMPACT**

- 7.1 There are no Human Resource considerations arising from this report.

Approved by: Adrian Prescod, on behalf of the Director of Workforce.

## **8. EQUALITIES IMPACT**

- 8.1 The OAPF was subject to an Equalities Impact Assessment. When the designs for the transport improvements to be funded by this report are clarified they will be subject to a further Equalities Impact Assessment prior to their implementation.
- 8.2 The improved road infrastructure will have the potential to enhance the reliability and travel times of buses and the safety of cyclists. These potential impacts will be assessed as part of the design work.

## **9. ENVIRONMENTAL IMPACT**

- 9.1 The increased capacity provided by the infrastructure improvements will alleviate congestion on the A23 and thereby have the potential to generate environmental benefits.
- 9.2 It is considered that the proposed infrastructure improvements will have a positive design and environmental impact. Environmental and design impact will continue to be assessed as the projects are developed in more detail and environmental assessments will be undertaken where required. The proposals will constantly be checked back against the high level principles, objectives and standards that have been established and agreed by stakeholders.

## **10. CRIME AND DISORDER REDUCTION IMPACT**

- 10.1 There are no crime and disorder considerations arising from this report.

## **11. REASONS FOR RECOMMENDATIONS**

- 11.1 The recommendations associated with this report seek to respond to an approach by TfL to advance the delivery of significant transport infrastructure to enable the delivery of the aims and ambitions of the OAPF.

## **12. OPTIONS CONSIDERED AND REJECTED**

- 12.1 The available options are limited in this case. If significant investment is not identified to respond to the offer of investment by TfL to assist in the delivery of the transport infrastructure improvements required by the OAPF, then the delivery of the OAPF aims and objectives will be put at significant risk.

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**CONTACT OFFICER:** Janet Davies, Senior Regeneration Manager x 61539

## **BACKGROUND PAPERS - LOCAL GOVERNMENT ACT 1972**

The OAPF and its associated Strategic Transport Study are available as separate documents through the GLA website at [www.london.gov.uk](http://www.london.gov.uk).

<b>REPORT TO:</b>	<b>CABINET 14 December 2015</b>
<b>AGENDA ITEM:</b>	<b>6</b>
<b>SUBJECT:</b>	<b>A23/A232 Fiveways Design Proposals</b>
<b>LEAD OFFICER:</b>	<b>Jo Negrini, Executive Director - Place</b>
<b>CABINET MEMBER:</b>	<b>Cllr Kathy Bee, Cabinet Member for Transport and Environment</b>
<b>WARDS:</b>	<b>Waddon</b>
<b>CORPORATE PRIORITY/POLICY CONTEXT</b>	
<p>The proposals aim to support growth within the Croydon Opportunity Area and more widely within the Borough.</p> <p><b>Croydon Opportunity Area Planning Framework</b> ‘.....in the future year with preferred development growth (2031), the impacts on the highway are centred in the COA and dissipate as one moves further away, except for on some key corridors such as A23 Purley Way. .... The main congestion hotspots are identified as: Fiveways Junction, A23/Croydon Road Junction and Ampere Way in the AM and PM Peak’</p> <p><b>THE CROYDON PROMISE: GROWTH FOR ALL ‘Tackle congestion on main roads’:</b> ‘£45m is already earmarked for investment in the Fiveways A23 junction with the A232. Option testing is underway with the aim of improvements being delivered before the end of the decade.’</p>	
<b>AMBITIOUS FOR CROYDON &amp; WHY ARE WE DOING THIS:</b>	
<p>‘ ...will look to establish plans to improve roads across Croydon and give disabled people, pedestrians and cyclists greater protection and make their journeys safer. We will focus on improving the local environment and improving the transport infrastructure to make it easier for all residents to move around the borough and be better connected. ‘</p>	
<b>FINANCIAL IMPACT</b>	
<p>The Council has already offered (via a Transport Infrastructure Agreement) to contribute up to £20m of capital funding towards the improvements on the A23. Beyond that there are no direct financial implications.</p>	
<b>FORWARD PLAN KEY DECISION REFERENCE NO.: 29/15/CAB</b> This is a Key Decision as defined in the Council’s Constitution. The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Strategic Overview Committee by the requisite number of Councillors.	
<p>The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below</p>	
<b>1. RECOMMENDATIONS:</b>	

The Cabinet is recommended to:

- 1.1 Agree Proposal 2 as the preferred design proposal for the A23/A232 intersection.
- 1.2 Express its strong preference and support for a Proposal 2 which retains the Waddon Hotel, and encourage TfL to work towards this objective as it prepares its preferred proposal.
- 1.3 Support and encourage TfL to develop proposal 2 to ensure that it fully enhances the quality of 'Place' as well as improving vehicle 'Movement'.
- 1.4 Delegate to the Executive Director of Place, acting in consultation with the Cabinet Member for Transport and Environment, authority to take such steps as are deemed appropriate and necessary to assist TfL implement Proposal 2.

## **2. EXECUTIVE SUMMARY**

- 2.1 Croydon Council previously entered into a Transport Infrastructure Agreement with TfL to support growth in the Croydon Opportunity Area, agreeing to provide £20m towards improvement on the A23. Croydon officers have been working with TfL which has been developing, consulting on and assessing design proposals for the A23 where it meets the A232.
- 2.2 Two main proposals have been developed. This report concludes that Proposal 2 (involving widening both Epsom Road and the A23 as it crosses the railway by Waddon Station) is the stronger of the two in terms of effects on 'place' whilst still predicted to deliver required vehicle 'movement' benefits. The report recommends Proposal 2 to be taken through detailed design to delivery.

## **3. DESIGN OPTIONS FOR THE INTERSECTION OF A23/A232**

### Background and Two Main Proposals

- 3.1 Cabinet agreed (Minute A102/13 18<sup>th</sup> November 2013) that the Council enter into an Infrastructure Agreement with TfL for improvement on the A23 and to make a contribution of £20 million (to be drawn down from the 2013/14 to the 2017/18 capital programme and S106 payments made by Croydon to TfL). That agreement was entered into, TfL agreeing to lead on feasibility, design and delivery and to provide at least £25million. As a result, TfL has developed, consulted on and assessed two alternative design proposals for the A23/A232 intersection (see appendix 1).

**Proposal 1** would provide a new road, cycle and pedestrian bridge from Croydon Road to Duppas Hill Road. The new bridge would:

- Cross the railway at Waddon station to connect the A232 Croydon Road and the A232 Duppas Hill Road
- Remove the need for A232 traffic to use the A23 Purley Way and Fiveways Corner

Proposal 1 would allow drivers travelling along the A232 to avoid Fiveways Corner and Epsom Road by providing a more direct link in both directions between Croydon Road and Duppas Hill Road.

**Proposal 2** would widen the existing bridge carrying the A23 Purley Way over the railway, and widen Epsom Road to accommodate two-way traffic. This would:

- Increase traffic lanes where the road carries both A23 and A232 traffic
- Remove eastbound A232 traffic from Fiveways Corner
- Maintain the same route for A232 drivers travelling westbound, but would provide a shorter route eastbound.

- 3.2 Following selection of the preferred proposal, that proposal be developed further and consulted on. Delivery of either proposal will require acquisition of some land and property, which (if it cannot be acquired by agreement) will require compulsory purchase.

#### Summary Results of Public Consultation

- 3.3 TfL undertook public consultation in February/March 2015. Croydon officers were heavily involved in the design of the consultation material and the response questionnaire ensuring confidence in both the robustness of the consultation and in the results of the process.

799 responses were received by TfL. The full consultation report is available at: <https://consultations.tfl.gov.uk/roads/fiveways-croydon>

- 3.4 Key findings drawn from TfL's consultation report are provided at appendix 2. The majority of respondents agree with Proposal 1 (see Figures 1 and 2 in appendix 2). Amongst residents in post codes (see appendix 2) nearest to the area of the Proposals, there was a slight majority in favour of Proposal 2 (see Figures 3 and 5 in appendix 2). Depending on where respondents live, they may attach differing weight to various issues. The majority of respondents are not from the immediate area of the proposals. The primary interest of those respondents living some distance from Fiveways may be the anticipated improvement in journey time and journey experience through Fiveways. Those living near to Fiveways / to the area of the proposals, may attach different weight to various matters including anticipated effect on the quality of 'place'.

#### TfL Assessment of the Proposals

- 3.5 TfL has undertaken (and is continuing to refine (see section 3.13)) a benefit:cost analysis of the two proposals. The exercise monetises predicted journey time benefits (see appendix 3) for general traffic and for buses (see appendix 4) / bus passengers during the peak periods (see table 1 below) plus road casualty reductions.

**Table 1: Assessed Peak Periods**

<b>Peak</b>	<b>Time Period</b>
Weekday AM Peak	07:30-08:30
Weekday PM Peak	17:15-18:15
Saturday Peak	11:15-12:15

- 3.6 Croydon officers sit on TfL's project board and have followed the detail of (and have confidence in (with the caveats at section 3.13-3.14)) the process to assess the balance of benefits:costs for each of the proposals compared with 'do nothing'. Proposal 1 is predicted to provide greater journey time benefits for general traffic. Proposal 1 performs better during the weekday peaks in terms of general traffic journey time, whilst proposal 2 is better performing during the Saturday peak. Overall Proposal 1 is currently predicted to achieve around £1.5m per annum more in journey time benefits for general traffic than Proposal 2 (see table A in appendix 5).
- 3.7 Six bus routes serve the Fiveways area (routes 119, 154, 157, 289, 407 and 410) plus route X26 (express bus route from Heathrow to Croydon town centre). Modelled bus journey times and the average passenger loadings for each service were used to quantify and then monetise the annual bus passenger benefits. Proposal 1 is currently estimated to achieve 228k more bus benefits per annum than Proposal 2. (see table B in appendix 5)
- 3.8 Road casualty statistics (AccStats) show 44 reported collisions resulting in casualties within the area of the proposals over the three years to July 2015. Three of the collisions resulted in serious injuries whilst the others were slight. There were no fatalities during the three years. Most of the collisions were rear shunts or a result of misinterpreting traffic signals. A safety assessment was undertaken, estimating that Proposal 1 is likely to reduce collisions by 2.75 per year and Proposal 2 is likely to avoid 2.27 collisions per year. The difference is mainly due to the grade separation of the Epsom Road and Stafford Road junction in Proposal 1, reducing vehicle interaction at the junction.
- 3.9 The resulting overall benefit:cost ratio of Proposal 1 is currently estimated at 1.6:1 and for Proposal 2 at 1.2:1.
- 3.10 The benefit:cost analysis did not include pedestrians and cyclists due to the low numbers currently at the A23/A232 intersection. There was also no attempt to monetise potential urban realm, regeneration or other place making benefits or disbenefits. (TfL's urban realm benefit assessment toolkit is based on the number of pedestrians, hence the current low number of pedestrians would not have significantly affected the overall score.) TfL undertook a 'Management of Value' exercise (which included pedestrians, cyclists and public realm) to assess how each proposal performs against TfL's wider 'key drivers' for the project (see table 2.) scrutinised by Croydon officers via the project board.

**Table 2. TfL Key Project Drivers with Weighting employed in the Management of Value Exercise**

<b>Project Drivers</b>	<b>Weighting</b>
Reduce road congestion and maximise road capacity	20
Improve quality of bus network	7
Improve facilities for pedestrians	11
Improve facilities for cyclists	10
Urban realm	6
Reduce crime	1
Local centre development	11
Improve access to Waddon Railway Station	3
Accommodating growth	17
Increase highway connectivity	3

3.11 The Management of Value exercise provides a method of comparing the value of the differing proposals by giving each a performance rating between 1 and 10 for each value ‘driver’. The exercise arrived at value indices for Proposal 1 of 645 and for Proposal 2 of 697. Proposal 1 scored better on: ‘reducing road congestion’; ‘improving the quality of the bus network’; and ‘accommodating growth’. This reflects the quantified benefit cost ratio which is mostly based on the journey time improvements predicted to result from the proposals. Proposal 2 scored higher in all other areas: ‘improving facilities for pedestrians’; ‘improving the level of service for cyclists’; ‘urban realm enhancement’; ‘reducing crime’; ‘local centre development’, ‘improving access to public transport’; and ‘increasing highway connectivity’. The Management of Value exercise suggests that the two proposals are similarly matched but with differing strengths.

3.12 TfL is confident that Proposal 2 could be delivered using its highway powers. There is also the likelihood that an Environmental Impact Assessment and Statement will not be required (subject to screening opinion). If this is the case, there would be no need for a planning application/planning permission. However in choosing between the two design proposals it is important to have regard to the same considerations the planning authority would have regard to and attach weight to in forming a view as to the acceptability of either of the proposals.

Caveats Regarding Benefit:Cost Assessment / Economic Appraisal

3.13 The benefit:cost ratios reported above are drawn from TfL’s draft project business case. TfL is continuing to refine its cost estimates for both proposals. Those cost estimates are expected to change slightly. If they do, the benefit:cost ratios will similarly change. In estimating the monetary value of predicted journey time savings, TfL uses values of time set by the DfT applying an uplift to reflect higher earnings in London. The DfT is proposing significant changes to the values attached to journey time savings, currently consulting on those changes:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/470998/Understanding\\_and\\_Valuing\\_Impacts\\_of\\_Transport\\_Investment.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/470998/Understanding_and_Valuing_Impacts_of_Transport_Investment.pdf)

It should be noted that due to the likelihood of additional traffic being attracted from other roads (and potentially other modes) through the Fiveways area in



response to reduced journey times, the predicted journey time benefits for either proposal are unlikely to be fully achieved.

- 3.14 Caution generally needs to be attached when using benefit:cost ratios. As well as caution required around the economic appraisal of time savings, note should also be taken of the predicted casualty reductions underlying the economic appraisal. Casualty reductions predicted for both proposals are relatively low with Proposal 1 predicted to save around 0.5 casualties more than Proposal 2 each year.

#### Relative Importance of 'Place' and 'Movement'

- 3.15 The benefit:cost analysis did not take account of such matters as effects on local assets contributing to sense and quality of 'place', such as green space and the Waddon Hotel. Hence TfL undertaking the broader scope 'Management of Value' exercise. This did include many of the 'place' making elements. Proposal 2 generally scored more strongly on those place making elements, resulting in Proposal 2 having an overall 'Management of Value' score slightly greater than that of Proposal 1.
- 3.16 TfL is likely to bring a different perspective to a highway improvement project compared to a local authority. This is likely to arise from TfL's strategic transport (or 'movement') planning role, compared with a local authority's stronger place making focus through its various roles, remits and duties. These include its role in promoting and enabling place-based regeneration, its local plan making duties and its public health duties. This said, both TfL and London local authorities are guided by the work of the Mayor of London's Roads Task Force ('The Vision and Direction for London's Streets and Roads') (<https://tfl.gov.uk/corporate/publications-and-reports/roads-task-force>) The Roads Task Force emphasises the dual function of London's streets and roads, namely their importance as both 'movement' corridors and as 'places'. Within the highway boundary, TfL's design focus is on 'place' as much as on 'movement'. However, beyond the highway boundary the two proposals would have differing effects on the quality of place. The two proposals differ in terms of their ability to work with the Council's ambitions for better and stronger places expressed through the 'Croydon Promise:Growth for All' and the Local Plan ambition for the Fiveways area to become a local centre.
- 3.17 Waddon as a place is rather defined by the A23/A232 Fiveways junction, the intersection sending a strong message about the nature of the 'place'. Connecting the A232 Croydon Road to the A232 Duppas Hill by a new elevated highway structure, is likely to strengthen that current message / impression including one of an importance attached to vehicle 'movement' over (figuratively and literally) 'place'. Whilst requiring widening of Epsom Road, Proposal 2 provides more of an opportunity to integrate improved vehicle 'movement' infrastructure into the existing 'place' rather than imposing a new elevated structure on that place.

#### Deliverability and Predicted Effects during Construction and Operational Phases

- 3.18 The broader 'Management of Value' exercise did not include matters such as deliverability or impacts during construction and operational phases. Issues of

deliverability, effects on community facilities and impacts arising during construction and operational phases are all interrelated. There are three facets of deliverability, namely economic, technical and political. (In this case, the economic aspects of deliverability are not an issue. Funding to deliver either proposal is secured.)

- 3.19 Proposal 2 is far more technically challenging to deliver. It requires demolishing the existing bridge and constructing a new one over a live railway while keeping the A23/A232 running. This will result in significant construction risk / challenge. It will require detailed working with, and approvals from Network Rail which will also bring challenges. By contrast, constructing Proposal 1 (the new road, cycle and pedestrian bridge from Croydon Road to Duppas Hill Road to carry the A232) is relatively straightforward. At this stage it is expected that most of the works would be undertaken off highway and away from the railway, with the bridge deck being placed into position relatively quickly. As a result, less traffic disruption is predicted and consequently works at Fiveways Corner itself could happen in parallel with the works to construct the bridge. By contrast, building Proposal 2 (the new wider A23 bridge) is predicted to require a minimum of eight months' temporary traffic management on the A23 and A232. The works at Fiveways Corner itself, which will also require traffic management, could not happen in parallel with the bridge widening. Instead they would have to be undertaken afterwards leading to a longer construction period (30 months compared to 24).
- 3.20 As a result of the above, the impacts arising from the construction phase are more intense for Proposal 2 and over a longer period. Those impacts are predicted to be largely in the form of increased congestion resulting in increased journey times for general traffic and buses.
- 3.21 Proposal 1 requires the loss of around 10,400m<sup>2</sup> of green space at Duppas Hill Park (6250m<sup>2</sup>) and the neighbouring open 'Heath Clark' land (4150m<sup>2</sup>), equivalent to approximately one and a half football pitches. Proposal 1 also requires the loss of approximately 30 mature trees from the Park. Thirty or more semi mature trees could be planted to replace those that would need to be removed. Both the Park and the neighbouring open 'Heath Clark' land are currently designated Local Open Land in the Local Plan. Furthermore, the Park is currently designated a locally listed historic park and garden. The northern element of the Park is a site of nature conservation importance. Croydon Council, as part of the making of the emerging Croydon Local Plan, is in the process of designating the Park as Local Green Space, which carries the same level of protection as Metropolitan Open Land. The Heath Clark land would cease to be Local Open Land, but is proposed for a school and limited residential development. (The Local Plan could safeguard land to facilitate Proposal 1 were that necessary. (The revised Croydon Local Plan is anticipated to be adopted in late 2017)). The test to allow the loss of Local Green Space /Metropolitan Open Land is a very stringent one (similar to Green Belt policy). To replace lost Local Green Space would also be very challenging. Proposal 2 does not require the loss of any green space at either Duppas Hill Park or the 'Heath Clark' land.
- 3.22 Past proposals to widen the A232 into Duppas Hill Park resulted in a significant campaign to save the Park. Proposals to acquire some of Duppas Hill Park for

road building may result in opposition that potentially could delay or threaten the delivery of Proposal 1.

- 3.23 Proposal 2 involves widening Epsom Road to either the north or to the south. The latter requiring the loss of at least part of the Waddon Hotel, a cherished local building and facility that contributes positively to the place. The decommissioning of the electricity substation in Epsom Road has increased the likelihood of being able to widen to the north and retain the Hotel. However, this would require some additional residential properties to be acquired. The evolved Proposal 2 now also involves less widening of Epsom Road than envisaged when the Proposals were consulted on (see para 3.29 below). The decision asked of Cabinet is a decision between Proposal 1 and Proposal 2. However, recommendation 1.2 in this report is for Cabinet to express its strong support for a Proposal 2 which retains the Waddon Hotel.
- 3.24 Proposal 1 requires the loss of a number of commercial and residential properties. Proposal 2 requires less commercial property but potentially significantly more residential property than Proposal 1 depending on the finalised highway alignment. (The exact highway layout and road alignments will be confirmed by TfL during the concept design phase. The detailed land requirements will be published in the concept design phase.)
- 3.25 Providing a new road, cycle and pedestrian bridge from Croydon Road to Duppas Hill Road would leave TfL with a new structure with ongoing maintenance liability. The existing A23 bridge over the railway (which would be replaced under Proposal 2) has a remaining 30 year life. However to replace it now would leave TfL with a new modern structure. These factors are perhaps ones predominately for TfL to consider. However the A23 bridge would have to be replaced in around 30 years. Impacts arising from replacing the bridge now, mean that they will not arise in 30 years' time, whereas they would under Proposal 1.

### Conclusions

- 3.26 A summary 'Benefits and Compromises' table produced by TfL is at appendix 6. of this report.
- 3.27 Those responding to the consultation were potentially attaching differing weight to vehicle 'movement' relative to quality of 'place' depending on their distance from Fiveways/Waddon. Proposal 1 is the better performing under the economic appraisal/benefit:cost assessment. However caution should be attached to the economic appraisal including the breadth of factors considered within it. The broader Management of Value exercise which includes many place making elements indicates Proposal 2 better performing in terms of strengthening 'place', and slightly better overall.
- 3.28 Proposal 2 is able to sit more within the existing place/urban fabric, rather than imposing a new elevated highway structure upon it. Thus whilst construction phase impacts are predicted to be higher under Proposal 2 1, ongoing operational phase impacts are predicated to be lower under Proposal 2. The increased potential for Proposal 2 to retain the locally important Waddon Hotel strengthens the 'place' aspects of proposal 2. Proposal 2 is the stronger of the

two in terms of 'place' whilst still delivering necessary vehicle 'movement' benefits.

#### Proposal Development since Consultation

- 3.29 A number of those attending the consultation exhibition suggested that neither of the design Proposals achieved much improvement (particularly for pedestrians and cyclists) at Fiveways Corner itself. Thus TfL has developed its design proposals at Fiveways Corner. These more recently developed proposals for Fiveways Corner could and (if agreed) would be implemented under either Proposal. The new Fiveways Corner proposals have however enabled a revision of main Proposal 2 allowing less widening of Epsom Road than originally envisaged.
- 3.30 The revised designs for Fiveways Corner would work with the aspiration expressed in Croydon Local Plan 1 for the Fiveways area to become a Local Centre. The intention behind the aspiration is to strengthen the sense and quality of place and to reduce the need to travel by providing services closer to where people live.

## **4. CONSULTATION**

- 4.1 Council officers worked closely with those of TfL on the design of both the consultation process and material. The consultation material (including details of the proposals) was made available on the TfL website from 2 February 2015 with a link to it from the Council website. A leaflet was sent to over 14,500 addresses within approximately 400 metres of the scheme. TfL emailed around 200 different stakeholder organisations and 16,000 individual people on the TfL database known to cycle, drive or use public transport in the area (the majority likely to be from beyond Waddon and the Fiveways area). Four public exhibitions were held at which people could discuss the proposals with the project team and view printed material. The exhibitions were at:

Waddon Leisure Centre, Purley Way, Waddon

- Saturday 7 February 09:00-13:00
- Wednesday 11 February 16:00-20:00
- Thursday 12 March 16:00-20:00

Croydon Clocktower, Katharine Street

- Thursday 12 February 10:00-14:00

The proposals were also presented to the Croydon Mobility and Cycle Forums.

- 4.2 The results of the consultation are summarised in section 3 of this report and at appendix 2.

- 4.3 The Waddon ward councillors were engaged with early on in the process of proposal development and more recently as TfL concluded its technical assessment of the proposals and the consultation results report was emerging. The Waddon councillors are strongly of the view that whilst Proposal 1 might give some marginal benefit over Proposal 2 to those travelling through Waddon, it would impact much more heavily on the people of Waddon, requiring the loss of part of Duppas Hill Park (including a number of mature trees) and imposing a new flyover in the centre of the ward particularly affecting residents of Waddon Park Avenue. The possibility of a variation of Proposal 2 which retains the Waddon Hotel has meant the Waddon Councillors look even more favourably on Proposal 2.
- 4.4 Following proposal selection, TfL intends (in conjunction with Croydon Council) to undertake consultation on the detail of the selected proposal during autumn 2016.

## 5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

### 5.1

#### 1 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2015/16 £'000	2016/17 £'000	2017/18 £'000	2018/19 £'000
<b>Revenue Budget available</b>				
Expenditure				
Income				
<b>Effect of decision from report</b>				
Expenditure				
Income				
<b>Remaining budget</b>				
<b>Capital Budget available</b>				
Expenditure				
<b>Effect of decision from report</b>				
Expenditure				
<b>Remaining budget</b>				

#### 2 The effect of the decision

The decision has no financial implications for the Council, the Council having already contracted to contribute up to £20m of capital funding towards the improvements.

### **3 Risks**

The Council is protected from the main financial risk (namely cost increase) by the Transport Infrastructure Agreement which makes TfL responsible for any 'Excess Works Cost'.

### **4 Options**

The report recommends one of two design options. Not to proceed with either is not an option in the light of the growth predicted for the Croydon Opportunity Area and the Transport Infrastructure Agreement entered into with TfL. That agreement offers the best mechanism to secure additional investment to relieve traffic stress at the intersection of the A23/A232 and bring about other improvements in the public realm, cycling and walking at Fiveways Corner.

### **5 Future savings/efficiencies**

(Approved by: Louise Lynch, on behalf of Head of Finance and Deputy S151 Officer, Resources)

## **6. COMMENTS OF THE BOROUGH SOLICITOR AND MONITORING OFFICER**

- 6.1 The Council Solicitor comments that as set out in the detail of this report, the project to deliver either Proposal 1 or Proposal 2 would be managed by Transport for London with the Council making a capital contribution. Should the recommendation in this report be approved, Proposal 2 will be subject to further detailed consultation with the public and a further report on this matter may be brought back to Cabinet regarding the outcome of that consultation and future delivery of the project. Beyond that, given that the project will be managed by TfL, there are no detailed legal considerations arising out of the recommendations in this report.

(Approved by: Sean Murphy, Principal Corporate Sor on behalf of the Council Solicitor & Director of Legal & Democratic Services)

## **7. HUMAN RESOURCES IMPACT**

- 7.1 There are no human resources implications arising from this report.

(Approved by Adrian Prescod, HR Business Partner, for and on behalf of Director of HR, Resources department.)

## **8. EQUALITIES IMPACT**

- 8.1 An Initial Equalities Analysis was undertaken to analyse any potential impact Proposal 2 (as the preferred design proposal for the A23/A232 intersection) would have on protected groups compared to non-protected groups. This concluded that whilst there are differences between people of different groups that share a “protected characteristic” (Disability, Race/ Ethnicity, Gender and Age) and those who do not share a ‘protected characteristic’ in terms of access to the car and travel modes used, the recommending / selecting one design proposal over the other will not affect any protected groups more significantly than non-protected groups.
- 8.2 However in undertaking the detailed design of the selected option, there will be the opportunity to maximise the accessibility of the recreated public realm and hence help the Council in advancing equality of opportunity between people who belong to certain protected groups (in particular people with certain disabilities) and those who do not. An access audit should / will be undertaken as part of the detailed design process to help ensure that the opportunity is taken and maximised.

## **9. ENVIRONMENTAL IMPACT**

- 9.1 Environmental effects are considered throughout section 3. of the report.

## **10. CRIME AND DISORDER REDUCTION IMPACT**

- 10.1 TfL’s Community Safety and Crime Prevention team has looked at both proposals and provided a series of ‘Main observations and recommendations’. These include the recommendation that the project be used to promote natural surveillance and activity in the area. The observations and recommendations also included regular pruning of trees; safe and secure cycle parking; street lighting; CCTV; and seating. They also focus on the proposed new bridge in Proposal 1 highlighting:
- The area beneath must be well lit to increase the opportunities for surveillance at night and to send out positive messages about the management of the area.
  - Sacrificial coatings or treatments should be used within the structure to deter graffiti and flyposting.
  - The supporting columns should be as thin as possible to maintain visibility and clear lines of sight.
  - Unplanned or poorly maintained spaces can create negative spatial implication, similar to the broken window effect. These areas should not be designed or planned in isolation, but should encompass a wider strategy of improving leftover spaces along a designated route

## 11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 11.1 The Croydon Opportunity Area Planning Framework identified the A23/A232 intersection as a key congestion hotspot predicted to worsen as a result of Opportunity Area growth and wider growth. Croydon Council and TfL entered into a Transport Infrastructure Agreement to deliver improvement to the A23. That agreement offers the best mechanism to secure additional investment to relieve traffic stress at the intersection of the A23/A232 and bring about other improvements in the public realm, cycling and walking at Fiveways Corner.
- 11.2 TfL developed and consulted on two proposals for the A23/A232 intersection. Proposal 1 was preferred by the majority of consultation respondents. Respondents living close to the proposals expressed a slight majority preference for Proposal 2. The benefit:cost analysis focussing on motor vehicle/passenger benefits and road casualty reduction, suggests that Proposal 1 is the better of the two. The Management of Value Exercise suggests that the two are equally balanced (Proposal 2 slightly ahead) but with differing strengths.
- 11.3 In making the recommendations, considerable weight has been attached to:
- Proposal 2 being better able to sit within the existing urban form / place rather than imposing a new elevated structure on it;
  - the loss of Local Open Land and mature trees under Proposal 1, and Croydon Council's intention to designate Duppas Hill Park as Metropolitan Open Land; and
  - the recent possibility of a variation on Proposal 2 which retains the Waddon Hotel
- whilst having regard to:
- the greater transport benefits predicted to arise from Proposal 1;
  - the technical challenge of delivering Proposal 2; and
  - the greater construction phase impacts predicted to arise from Proposal 2.

## 12. OPTIONS CONSIDERED AND REJECTED

- 12.1 The options are addressed throughout this report

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**CONTACT OFFICER:**      **Ian Plowright**  
   **Head of Transport,**  
   **0208 726 6000 (ext 62927)**

### **BACKGROUND PAPERS - LOCAL GOVERNMENT ACT 1972:**

Initial Equality Analysis

*TfL Document (Draft) Programme: A3 Transforming Streets and Places,  
Project: A23/A232 Fiveways Croydon, Document reference: Fiveways Business Case,  
Business Case Narrative (Exempt from public disclosure)*

Internal TfL memo from its Crime Reduction & Community Safety Unit commenting on

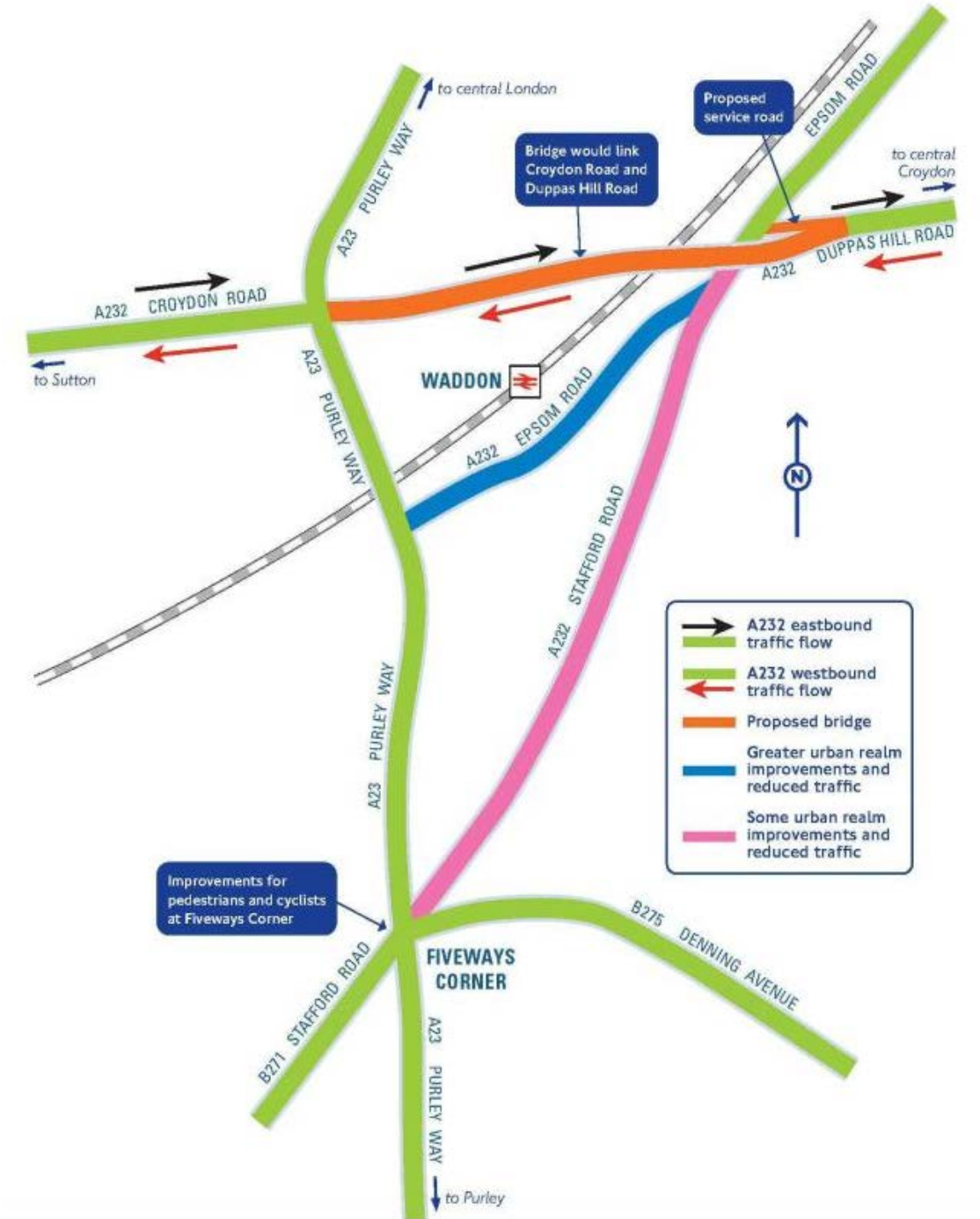


the two proposals for A23/A232 Fiveways (**Exempt from public disclosure**)

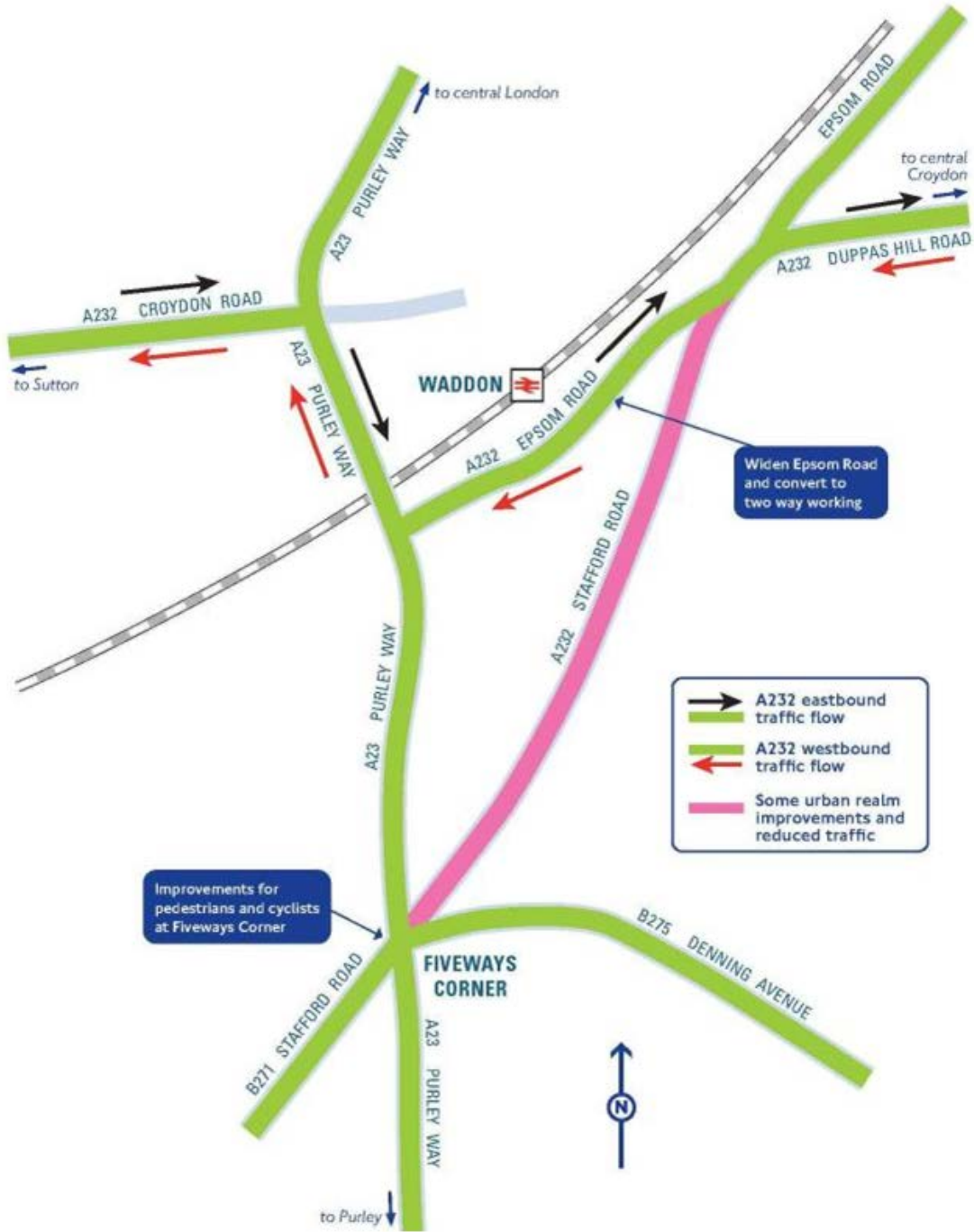
London Borough of Croydon and Transport for London transport infrastructure agreement relating to proposed new infrastructure projects within the London Borough of Croydon.

# Appendix 1: The Main Design Proposals

## Proposal 1



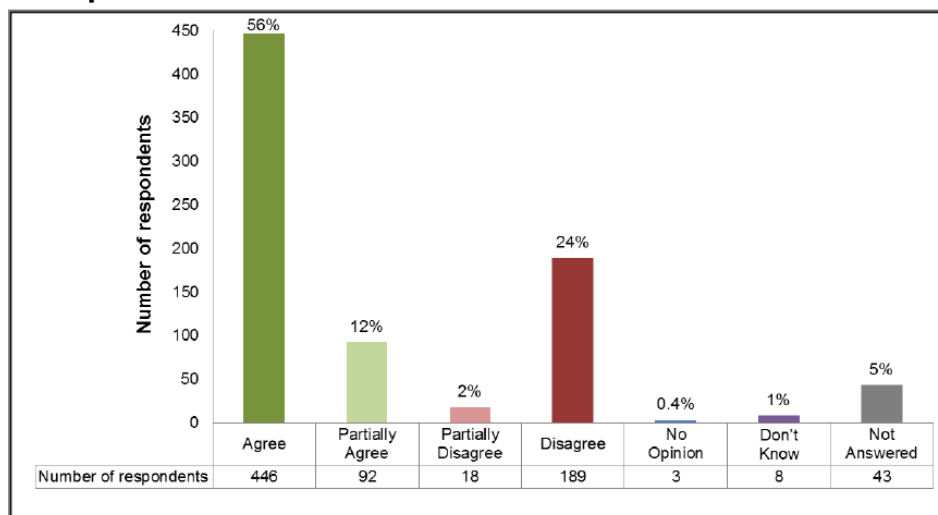
# Proposal 2



## Appendix 2. Some Key Findings from the March 2015 Consultation

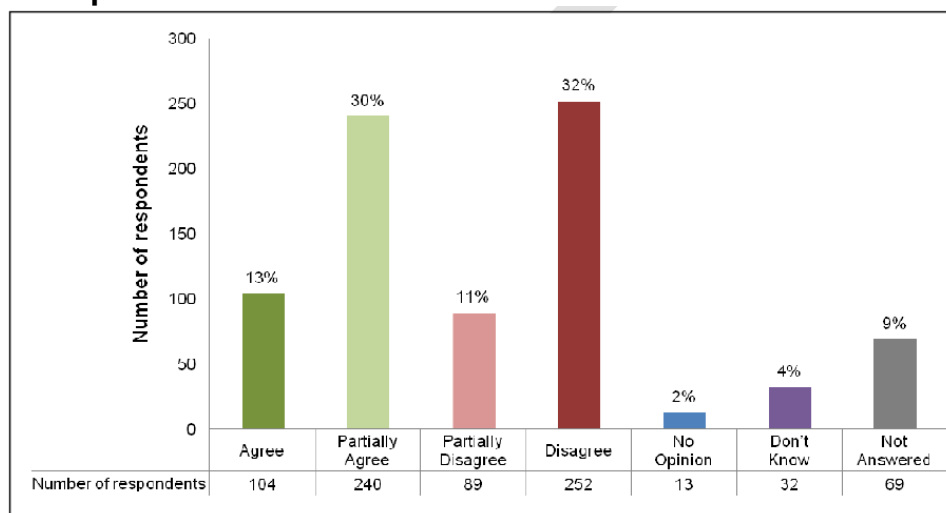
799 responses were received by TfL. 756 respondents answered the question asking if they agreed with Proposal 1. Of the 799 total consultation respondents, 67% agreed or partially agreed with Proposal 1 and 26% disagreed or partially disagreed.

**Figure 1: Responses to Q3 - To what extent do you agree or disagree with Proposal 1?**



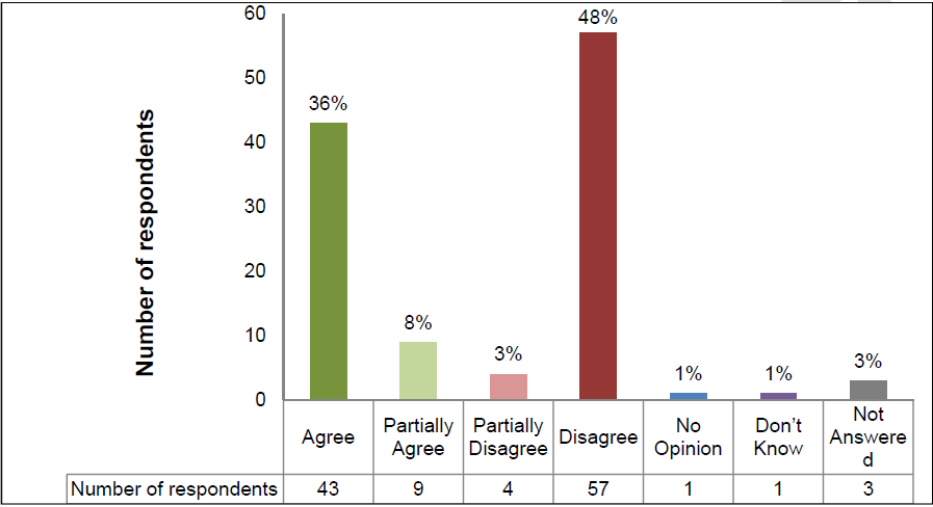
730 respondents answered the question asking if they agreed with proposal 2 with 43% agreeing or partially agreeing with Proposal 2 and 43 per cent disagreeing or partially disagreeing.

**Figure 2: Responses to Q6 - To what extent do you agree or disagree with Proposal 2?**



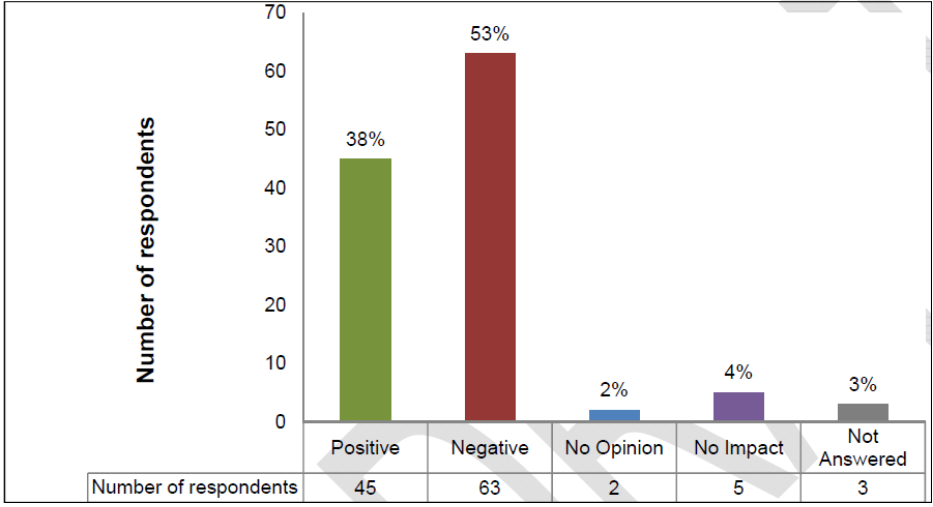
118 of the response were from residents local to the area of the proposals, namely postcodes CRO - 4D, 4R, 4L, 4N, 4P, 4U. Of the 118 'local' residents from these postcodes, 44% agreed or partially agreed with Proposal 1 while 52% disagreed or partially disagreed.

**Figure 3: Responses from 'local postcodes' to Q3. To what extent do you agree or disagree with Proposal 1?**



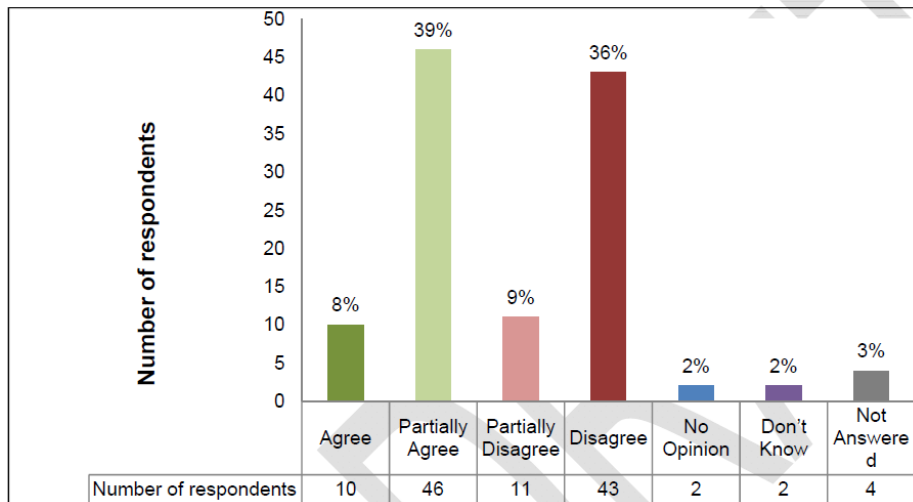
Of these 118 'local' residents, 38% rated Proposal 1 as having a positive impact and 53% Proposal 1 as having a negative impact on them personally

**Figure 4: Responses from 'local postcodes' to Q4. How would you rate the impact of Proposal 1 on you?**



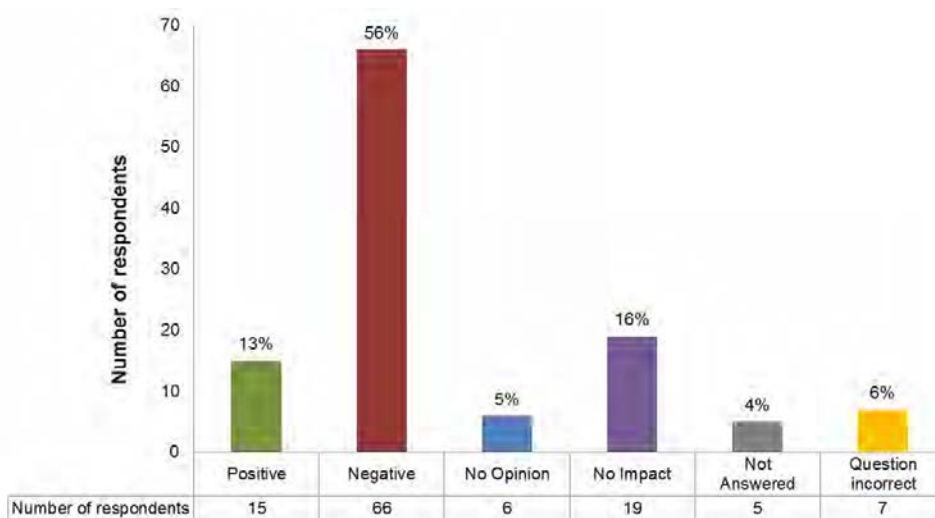
Of the 118 'local' residents, 47% agreed or partially agreed with Proposal 2 while 47% disagreed or partially disagreed.

**Figure 5: Responses from 'local postcodes' to Q6. To what extent do you agree or disagree with Proposal 2?**

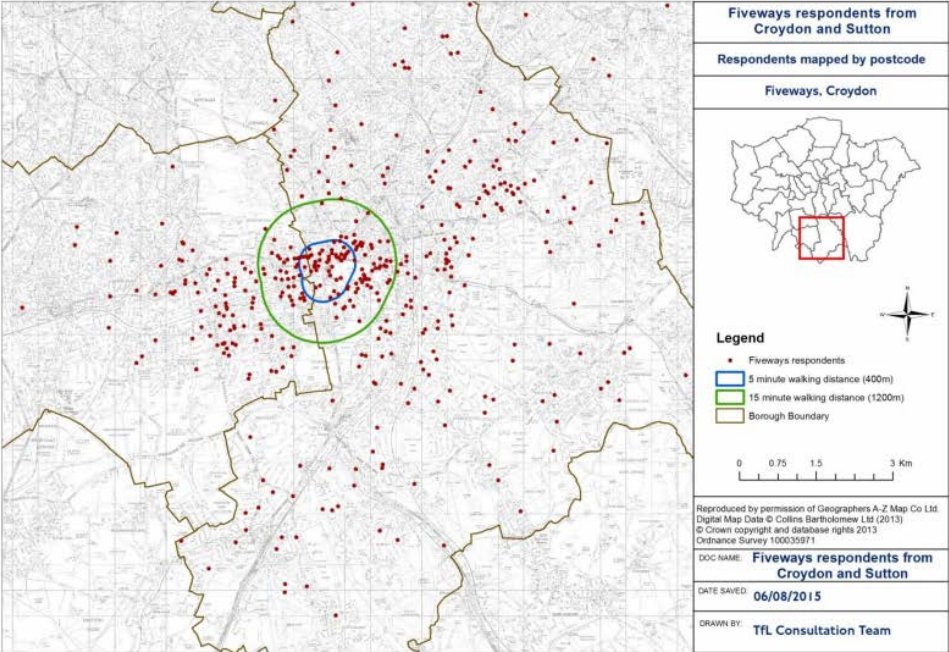


Of these 118 local residents, 13% said Proposal 2 would have a positive impact on them personally and 56% rated Proposal 2 as having a negative impact

**Figure 6: Responses from 'local postcodes' to Q7. How would you rate the impact of Proposal 2 on you?**



**Figure 7. Responses by post code**



This map shows respondents in the London Boroughs of Sutton and Croydon mapped by postcode. 93 per cent of respondents reported having a Croydon or Sutton postcode.

### Appendix 3: Vehicle Journey Times

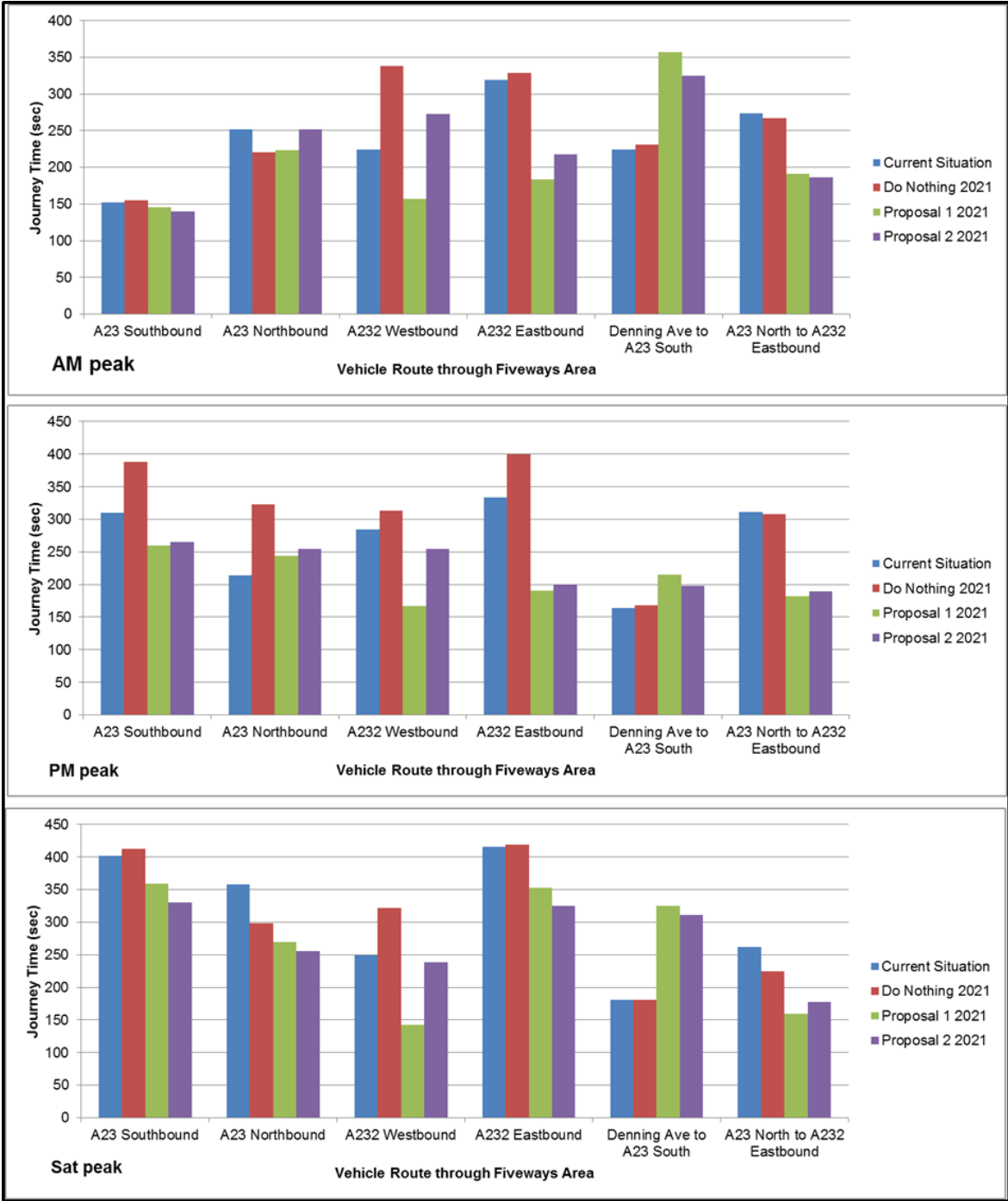
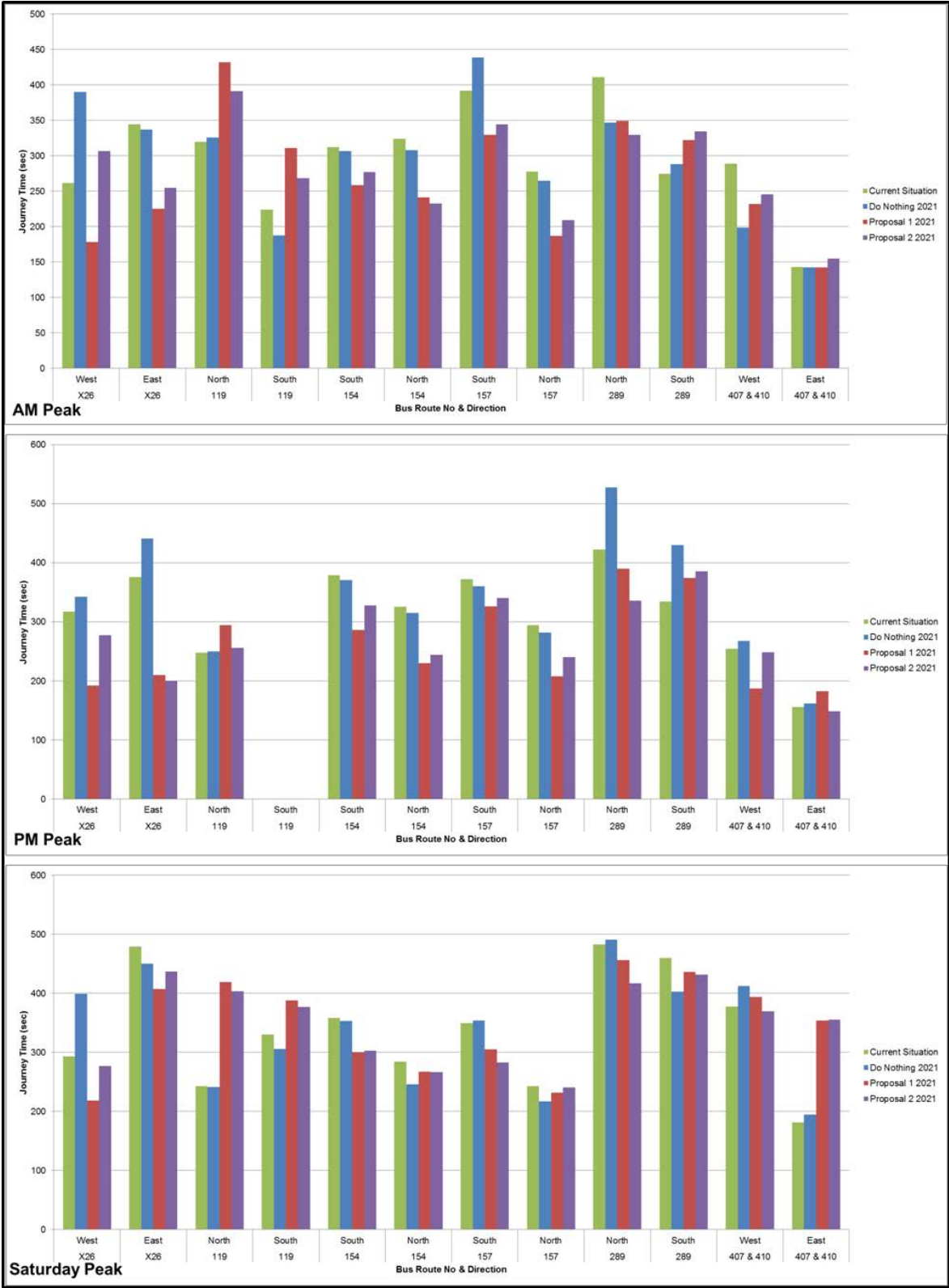




Figure 1: Bus Journey Times



**Table A: Monetised Benefit for General Traffic**

<b>Comparison assessed</b>	<b>Annual Benefit</b>
Base compared to Do Nothing Scenario	- £825,060.02
Proposal 1	£ 3,597,711.00
Proposal 2	£2,152,973.28

**Table B: Monetised Benefit for Bus Passengers**

<b>Comparison assessed</b>	<b>Annual Benefit</b>
Base compared to Do Nothing Scenario	£48,441.44
Proposal 1	£695,214.36
Proposal 2	£467,599.22

**Table C: Monetised Benefit for Casualty Reduction**

<b>Comparison assessed</b>	<b>Annual Benefit</b>
Proposal 1	£285,088.39
Proposal 2	£234,524.90

Appendix 6: Proposals' 'Benefits and Compromises' summary table

	Do Nothing	Proposal 1	Proposal 2
<b>Benefits</b>	<ul style="list-style-type: none"> <li>✓ Lower short term cost to TfL</li> <li>✓ No changes to local land uses</li> </ul>	<ul style="list-style-type: none"> <li>✓ Delivers vehicle journey time benefits</li> <li>✓ Delivers bus journey time benefits</li> <li>✓ Improvements to pedestrian crossings</li> <li>✓ Less complex and faster journeys for pedestrians</li> <li>✓ Both proposals give better access to Waddon Station</li> <li>✓ Improved East-West cycle link across A23</li> <li>✓ Opportunity to improve urban realm and local centre</li> <li>✓ Consultation support for an improvement at Fiveways</li> </ul>	
		<ul style="list-style-type: none"> <li>✓ Delivers greater journey time benefits</li> <li>✓ Delivers a higher BCR</li> <li>✓ Opportunity to change use of Waddon Goods Yard</li> </ul>	<ul style="list-style-type: none"> <li>✓ Has a lower cost</li> <li>✓ Provides better pedestrian and cycle connectivity into existing road network</li> </ul>
<b>Compromises</b>	<ul style="list-style-type: none"> <li>✗ Increase in journey times and congestion</li> <li>✗ Only 12% of consultation respondents supported doing nothing at Fiveways</li> </ul>	<ul style="list-style-type: none"> <li>✗ Does not improve cycle links across the existing A23 bridge</li> <li>✗ Involves construction of a new bridge which will have a visual impact on larger number of dwellings</li> <li>✗ Takes part of Duppas Hill Park</li> <li>✗ Less support from immediately adjacent local residents</li> <li>✗ Introduces a new asset requiring maintenance</li> </ul>	<ul style="list-style-type: none"> <li>✗ Does not improve cycle facilities on Duppas Hill</li> <li>✗ Requires significant residential land</li> <li>✗ Less popular overall during consultation</li> <li>✗ Proposal 2 has a BCR of less than the normal TfL pass rate of 1.5:1</li> <li>✗ Significant construction risks</li> <li>✗ Significant Network Rail interface</li> <li>✗ Greater impacts during construction</li> </ul>

## LONDON BOROUGH OF CROYDON

To: Croydon Council website  
Access Croydon & Town Hall Reception

### **STATEMENT OF EXECUTIVE DECISIONS MADE BY THE EXECUTIVE DIRECTOR PLACE ON 29 JUNE 2017**

This statement is produced in accordance with Regulation 13 of the Local Authorities (Executive Arrangements) Meetings and Access to Information) (England) Regulations 2012.

The following apply to the decisions listed below:

**Reasons for these decisions:** are contained in the **attached** Part A report

**Other options considered and rejected:** are contained in the **attached** Part A report

**Details of conflicts of Interest declared by the Officer:** none

**Note of dispensation granted by the head of paid service in relation to a declared conflict of interest by that Officer:** none

The Leader of the Council has delegated to the Executive Director Place, in consultation with the Cabinet Member for Transport and Environment, the power to make the executive decisions set out below:

#### **Decision title: A23/A232 Fiveways – Design Proposals (Including Bridge Alignment) for Public Consultation**

Having carefully read and considered the Part A report and the requirements of the Council's public sector equality duty in relation to the issues detailed in the body of the report, the Executive Director Place, in consultation with the Cabinet Member for Transport and Environment

#### **RESOLVED to**

1. Endorse TfL's recommended design Option 3 (with particular reference to the revised bridge alignment) for the A23/A232 Fiveways project for consultation, as shown at appendix 2 of the report and outlined in section 3 of the report.
2. Request TfL include within the scheme proposals for further cycling facilities and the flexibility to bring about additional improvement post implementation.

Notice date: 4 July 2017

**For General Release**

<b>REPORT BY:</b>	<b>HEATHER CHEESBROUGH, DIRECTOR OF PLANNING AND STRATEGIC TRANSPORT</b>
<b>SUBJECT:</b>	<b>A23/A232 Fiveways – Design Proposals (Including Bridge Alignment) for Public Consultation</b>
<b>LEAD OFFICER:</b>	<b>Ian Plowright – Head of Transport</b>
<b>CABINET MEMBER:</b>	<b>Cllr Stuart King, Cabinet Member for Transport and Environment</b>
<b>WARDS:</b>	<b>Waddon</b>
<b>CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON:</b>	
<p>The proposed improvement of the A23/A232 intersection at Fiveways is primarily to support Corporate Plan ‘Ambition Priority One: Growth’ in particular supporting growth within the Croydon Opportunity Area/Growth Zone but also more widely within the Borough.</p>	
<b>FINANCIAL IMPACT</b>	
<p>The Council has offered (via a Transport Infrastructure Agreement) to contribute £20m of capital funding towards the improvements on the A23. Beyond that there are no direct financial implications.</p>	
<b>KEY DECISION REFERENCE NO.: Not applicable</b>	

**The Cabinet has delegated to the Executive Director Place the power to make the decisions set out in the recommendations below in consultation with the Cabinet Member for Transport and Environment:**

**1. RECOMMENDATIONS**

1.1 Having carefully read and considered this report and the requirements of the Council’s public sector equality duty in relation to the issues detailed in the body of the report, the Executive Director Place is recommended to:

1.1.1 Endorse TfL’s recommended design Option 3 (with particular reference to the revised bridge alignment) for the A23/A232 Fiveways project for consultation, as shown at appendix 2 and outlined in section 3 of this report.

1.1.2 Request TfL include within the scheme proposals for further cycling facilities and the flexibility to bring about additional improvement post implementation.

## **2. EXECUTIVE SUMMARY**

- 2.1 The report describes the development of the design proposals for the A23/A232 at Fiveways, focusing on the proposed realignment of the bridge carrying the A23/A232 over the railway by Waddon Station. TfL has requested Croydon Council review and endorse the design proposals including preferred bridge alignment prior to public consultation. Therefore this report seeks the endorsement of the Executive Director of Place of TfL's recommended design proposals.

## **3. DEVELOPMENT OF PREFERRED OPTION FOR THE INTERSECTION OF A23/A232**

### Background

- 3.1 The Council entered into a Transport Infrastructure Agreement with TfL to support growth in the Croydon Opportunity Area, agreeing to provide £20m towards improvement on the A23. Croydon officers have been working in partnership with TfL to develop design proposals which seek to improve capacity through the A23/A232 intersection and achieve pedestrian, cycle and public realm improvements to support the Waddon local centre and wider Croydon growth.
- 3.2 Two main proposals were developed. These were consulted on in early 2015. At its December 2015 meeting, Cabinet agreed Proposal 2 as the preferred option expressing a strong preference for further design work on a Proposal 2 that retains the Waddon Hotel (Minute ref:A121/15). The main features of Proposal 2 were to widen:

- the bridge which carries A23 and A232 traffic over the railway by Waddon Station; and
- Epsom Road A232 making it two way.

Cabinet also agreed to delegate to the Executive Director of Place (acting in consultation with the Cabinet Member for Transport and Environment) authority to take such steps as are deemed appropriate and necessary to assist TfL implement Proposal 2 (Minute ref:A121/15).

### More Recent Design Development and Recommended Design

- 3.3 TfL has continued design development since the Cabinet decision. The design proposals now retain the Waddon Hotel. In addition, responding to feedback received during the first stage consultation (which suggested more could/should be done to improve Fiveways Corner itself) TfL's designs now turn Fiveways into a simplified four arm junction. This achieves further general traffic benefits and improved pedestrian crossing facilities.
- 3.4 TfL has undertaken considerable feasibility, design and 'optioneering' to select a preferred solution and alignment for the new / widened bridge carrying the A23/A232 over the railway by Waddon Station. Twelve options were developed as part of a long list appraisal. Three options were shortlisted for further development. The shortlisted options are as follows:
- Option 1(see appendix 1 to this report). – closely matching the 'Proposal 2' alignment reflected in the 2015 consultation

- Option 2 (intermediate between options 1 and 3) – a similar alignment to Option 1, but with the bridge aligned further west to minimise the land take requirements.
- Option 3 (see appendix 2) – relocating the bridge alignment further to the west aiding constructability and minimising construction phase impacts on traffic movement.

Following appraisal of the shortlisted options, TfL's recommendation (with TfL Project Board endorsement) is that Option 3 be taken forward to consultation and beyond. TfL has requested Croydon Council review and endorse the design proposals and in particular the preferred bridge alignment prior to public consultation.

### Option 3

- 3.5 Under any of the options Network Rail requires the new bridge deck to be higher than the existing. This makes the vertical tie in with Epsom Road difficult to achieve in Options 1 and 2 which are sited closer to Epsom Road. Placing the new bridge to the west of the current alignment alleviates this issue.
- 3.6 Option 3 has been assessed as providing greater general traffic and bus benefits compared to the other two options. The Benefit:Cost ratio is higher for Option 3 than for the other shortlisted options.
- 3.7 Option 3 has considerable construction benefits including:
- 'Off-line' construction allowing much of the work to be completed whilst traffic continues to use the existing structure before 'switch over';
  - Options 1 and 2 would require the new bridge to be constructed and the existing bridge to be demolished incrementally which would see a reduction in the number of lanes from 4 to 2 for large phases of the build. This would increase Health and Safety risks compared to Option 3 due to live traffic continuing to run adjacent to major construction work;
  - Option 3 may also enable the building of the new bridge and works at Fiveways Corner to take place in parallel rather than in series, considerably shortening the overall construction programme.
- 3.8 Delivery of any of the options would require acquisition of some land and property (including commercial), which (if it cannot be acquired by agreement) will require compulsory purchase.
- 3.9 The A23/A232 Fiveways scheme may require planning permission and potentially an Environmental Impact Assessment (EIA) and Statement (subject to screening opinion). If an EIA and planning application are required then Croydon Council will need to consider the effects and acceptability of the preferred scheme (in the light of all material considerations) in its role as the Local Planning Authority.

## 4. CONSULTATION

- 4.1 TfL is planning to consult the general public on the design proposals in July 2017. Consultation material will be jointly badged as that of TfL and Croydon Council. Council officers will join with TfL officers to staff the consultation exhibitions / events.
- 4.2 TfL will be sending consultation letters to directly affected landowners and occupiers advising of the consultation and inviting them to attend meetings to discuss the proposals. Following this TfL will be sending letters to residents and businesses in the wider area with a consultation leaflet. The formal consultation launch will follow these events comprising a press release and an updated TfL website. Specific meetings will be held with owners/occupiers of the most affected properties including at Bradley Court, Lynwood Gardens and Croydon Road as well as with representatives of Skoda and Porcelanosa.
- 4.3 The consultation will provide the general public the opportunity to comment on the detailed proposals before the concept design is finalised and prior to any planning application or land acquisition to support delivery of the scheme.
- 4.4 Council officers are closely engaged with TfL on the development of the consultation strategy and materials. The proposal is for five events to be held at Waddon Leisure Centre on Purley Way at which the public can discuss the proposals with the project team and view larger scale printed materials. The consultation dates have recently been moved back pushing the consultation into September. Croydon officers have advised there needs to be an event(s) held towards the end of the consultation period. The proposals will also be presented to specific interest groups such as the Croydon Cycle Forum, the Public Transport Liaison Panel and the Mobility Forum. The consultation will involve:
- Residents letter (detailed letter to directly affected and those in immediate vicinity)
  - Letters to indirectly affected residents at Croydon Road and Lynwood Gardens
  - Leaflet to approx. 12000 local residents
  - Public exhibitions: 5 public events, 4 meetings with directly affected (Bradley Court, Lynwood Gardens, Skoda and Porcelanosa etc)
  - Local advertising boards (subject to agreement with TfL Marketing)
  - Stakeholder email and meetings
  - Local newspapers (Croydon Advertiser, Croydon Guardian)
  - Website: tfl.gov.uk and consultation website as appropriate
  - Fiveways email address
  - Croydon comms channels (Twitter, email, e-bulletins, website banner, 'Your Croydon' magazine)
  - Community noticeboards
  - CRM email
  - 3D visualisations / CGIs
  - Physical 3D model of bridge option (exhibitions and semi-permanent display)



- 4.5 The proposals were presented to the Place Review Panel on 25 April. Comments arising from the presentation will be considered by TfL as part of the wider consultation response later in 2017.
- 4.6 Following commencement of the public consultation, TfL proposes submitting an EIA screening opinion request to Croydon Council as Local Planning Authority.

## 5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

### 5.1

#### 1 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2017/18 £'000	2018/19 £'000	2019/20 £'000	2020/21 £'000
<b>Revenue Budget available</b>				
Expenditure				
Income				
<b>Effect of decision from report</b>				
Expenditure				
Income				
<b>Remaining budget</b>	_____	_____	_____	_____
<b>Capital Budget available</b>				
Expenditure				
<b>Effect of decision from report</b>				
Expenditure				
<b>Remaining budget</b>	_____	_____	_____	_____

#### 2 The effect of the decision

The decision has no further financial implications for the Council. The Council has already contracted to contribute £20m of capital funding towards the improvements.

#### 3 Risks

The Council is protected from the main financial risk (namely cost increase) by the Transport Infrastructure Agreement which makes TfL responsible for any 'Excess Works Cost'.

#### 4 Options

The report recommends the development of, and public consultation on, a proposed scheme comprising one of three bridge alignment options (Option 3, the preferred option) developed by TfL. Not to proceed with any of the options presented for the bridge alignment would prevent the wider scheme

going ahead. This is not recommended in the light of the growth predicted for the Croydon Opportunity Area and the Transport Infrastructure Agreement entered into with TfL. That agreement offers the best mechanism to secure additional investment to relieve traffic stress at the intersection of the A23/A232 and bring about other improvements in the public realm, cycling and walking to support the Council's aspiration for an improved Waddon local centre.

## **5 Future savings/efficiencies**

(Approved by: Zulfiqar Darr on behalf of Head of Finance and Deputy S151 Officer, Resources)

## **6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER**

- 6.1 The Council Solicitor comments that as set out in the detail of this report, the project to deliver the preferred option would be managed by Transport for London with the Council making a capital contribution. Should the recommendations in this report be approved, TfL and the Council will undertake public consultation on the scheme including the preferred bridge alignment option. Given that the project will be managed by TfL, there are no detailed legal considerations arising out of the recommendations in this report.

(Approved by: Sean Murphy, Principal Corporate Solicitor on behalf of the Council Solicitor & Director of Legal & Democratic Services)

## **7. HUMAN RESOURCES IMPACT**

- 7.1 There are no human resources implications arising from this report.

(Approved Jason Singh, for and on behalf of Director of HR, Resources department.)

## **8. EQUALITIES IMPACT**

- 8.1 An Initial Equalities Analysis was undertaken to analyse any potential impact Proposal 2 as the preferred design proposal for the A23/A232 Fiveways project would have on protected groups compared to non-protected groups. This concluded that whilst there are differences between people of different groups that share a "protected characteristic" (Disability, Race/ Ethnicity, Gender and Age) and those who do not share a 'protected characteristic' in terms of access to the car and travel modes used, the recommending / selecting one design proposal over the other will not affect any protected groups more significantly than non-protected groups.

- 8.2 However in undertaking the detailed design of the selected option, there will be the opportunity to maximise the accessibility of the public realm and hence help the Council in advancing equality of opportunity between people who belong to certain protected groups (in particular people with certain disabilities) and those who do not. An access audit should / will be undertaken as part of the detailed design process to help ensure that the opportunity is taken and maximised.
- 8.3 Option 3 minimises the gradient of Epsom Road at its western end. Epsom Road is the route to Waddon Station. Any further increase in gradient would impact on those people with impaired mobility accessing the station and those using buggies etc.

## **9. ENVIRONMENTAL IMPACT**

- 9.1 An EIA may be required subject to screening opinion. The screening opinion has yet to be sought but it is assumed that an EIA will be undertaken and an Environmental Statement prepared
- 9.2 TfL has prepared an Environmental Evaluation Report which outlines the anticipated noise, air quality and visual impacts of the proposal.

### **Air Quality**

NO<sub>2</sub> concentrations at 31 of 40 modelled sensitive receptors are predicted to reduce. There is predicted to be slight to moderate adverse impact on the remaining 9 receptors. The overall changes to PM<sub>10</sub> concentrations across the scheme extents are predicted to be negligible.

### **Noise**

The net noise effect of the scheme is predicted to be negative. 13 properties (at various locations around the scheme extents) are currently predicted to experience a significant increase in noise levels. TfL predicts that 18 dwellings would statutorily qualify for noise insulation following scheme implementation. However TfL is looking at funding mitigation for certain properties affected to a lesser degree going beyond the legal requirement. TfL's preference however is to stop the noise at source and so as design progresses TfL will be looking to maximise the noise protection that can be provided by baffling etc.

### **Visual**

Some residents of Lynwood Gardens and the very eastern end of Croydon Road will have a close view of the new bridge structure. Residents of Wrangthorn Walk will be in close proximity to the new stretch of Road linking Denning Avenue with the A23. At each location optimum screening should be provided, the optimum decided upon in part through engagement with the affected residents.

## **10. CRIME AND DISORDER REDUCTION IMPACT**

- 10.1 TfL's Community Safety and Crime Prevention team looked at both of the initial proposals during feasibility design and provided a series of 'Main observations and recommendations'. These include the recommendation that the project be used to promote natural surveillance and activity in the area. The observations and recommendations also included regular pruning of trees; safe and secure cycle parking; street lighting; CCTV; and seating. TfL will undertake an assessment for the current proposals including the preferred bridge alignment option.

## **11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION**

- 11.1 The Croydon Opportunity Area Planning Framework identified the A23/A232 intersection as a key congestion hotspot predicted to worsen as a result of Opportunity Area growth and wider growth. The Council and TfL entered into a Transport Infrastructure Agreement to deliver improvement to the A23. That agreement offers the best mechanism to secure additional investment to relieve traffic stress at the intersection of the A23/A232 and bringing about other improvements in the public realm, cycling and walking to support the Council's aspiration for an improved Waddon local centre.
- 11.2 TfL has undertaken detailed and thorough assessment of a series of options for widening / replacing the bridge carrying the A23/A232 over the railway concluding that shortlisted Option 3:
- is the one best able to deliver both the highway and Network Rail requirements for the new bridge.
  - will deliver greater overall transport benefits compared with options 1 and 2; and
  - has considerable construction programme benefits including:
    - much reduced traffic impact and shorter overall delivery programme compared to Options 1 and 2; and
    - health and safety benefits, offline construction reducing risks to both construction workers and road users during construction compared to Options 1 and 2.
- 11.3 From early in the design process TfL has sought to ensure that the design proposals improve conditions for east/west cycle movement towards / away from the Croydon Opportunity Area. More recently, as Croydon Council has begun to develop proposals for a network of cycle Quietways and other routes, the importance of aiding cycling through all parts of the scheme has become clear. Hence, the inclusion of recommendation 1.1.2. to maximise cycle-ability through all parts of the scheme area as far as feasible within the existing design, and to retain the flexibility to provide segregated cycling between Epsom Road and Fiveways Corner at a later date.

## **12. OPTIONS CONSIDERED AND REJECTED**

- 12.1 The options are addressed throughout this report.

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0208 726 6000 (ext 62927)**

**BACKGROUND PAPERS - LOCAL GOVERNMENT ACT 1972**

TfL Document (Draft) Programme: A23 Transforming Streets and Places,  
Project: A23/A232 Fiveways Croydon, Document reference: Fiveways Business Case,  
Business Case Narrative **(Exempt)**

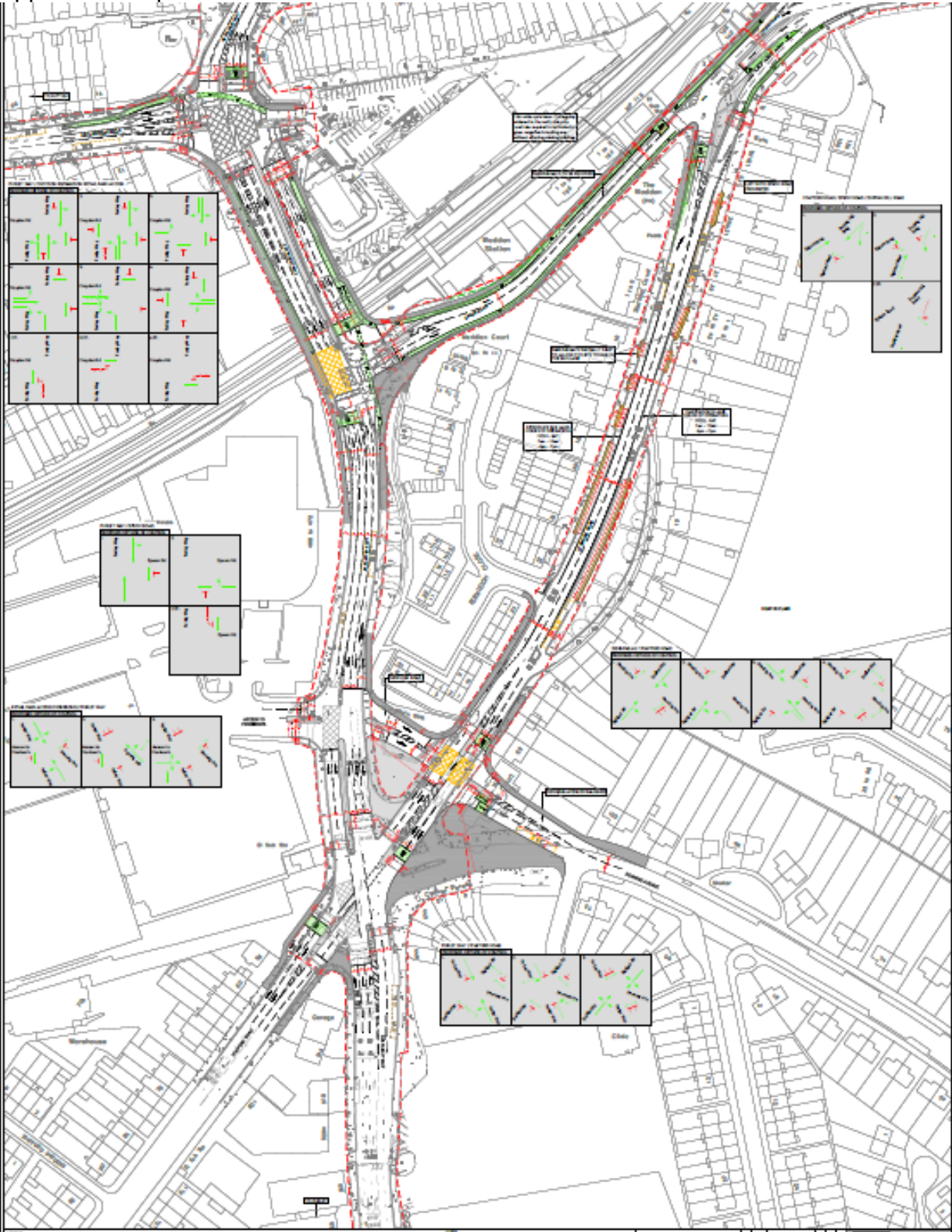
Internal TfL memo from its Crime Reduction & Community Safety Unit commenting on  
the two proposals for A23/A232 Fiveways **(Exempt)**

London Borough of Croydon and Transport for London transport infrastructure  
agreement relating to proposed new infrastructure projects within the London Borough  
of Croydon. **(Exempt)**

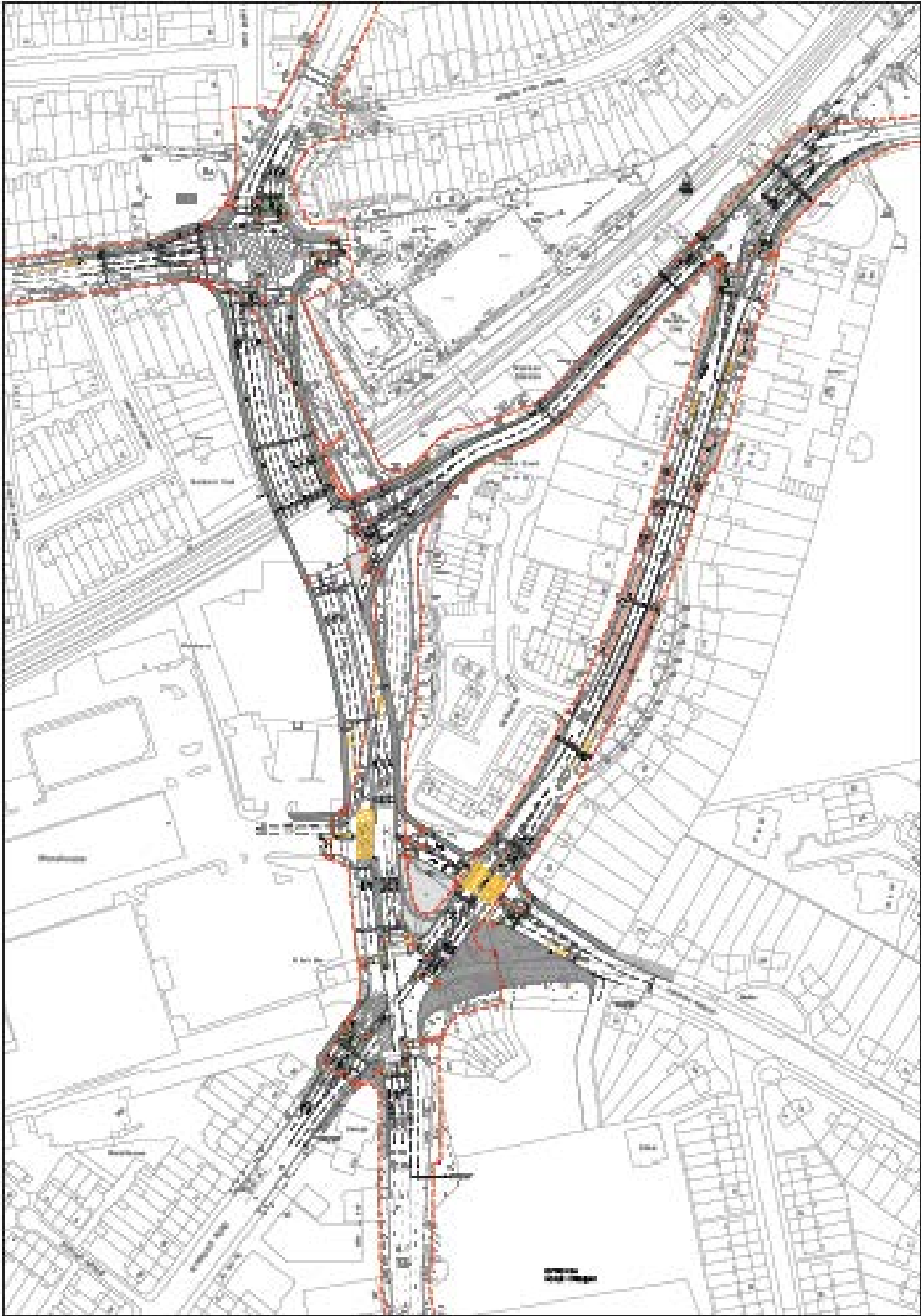
Cabinet Report 14 December 2015 item 6 A23/A232 Fiveways Design Proposals

TfL Environmental Evaluation Report

Appendix 1: Option 1



Appendix 2. Option 3



Appendix 3: Option Summary Report Considered by the TfL Project Board