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|------------------------|---|
| <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>   |

### **CORPORATE PRIORITY/POLICY CONTEXT**

The proposals aim to support growth within the Croydon Opportunity Area and more widely within the Borough.

**Croydon Opportunity Area Planning Framework** ‘.....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’

**THE CROYDON PROMISE: GROWTH FOR ALL ‘Tackle congestion on main roads’:** ‘£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.’

### **AMBITIOUS FOR CROYDON & WHY ARE WE DOING THIS:**

‘ ...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. ‘

### **FINANCIAL IMPACT**

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.

**FORWARD PLAN KEY DECISION REFERENCE NO.: 29/15/CAB** 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.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

### **1. RECOMMENDATIONS:**

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<br>£'000 | 2016/17<br>£'000                                 | 2017/18<br>£'000 | 2018/19<br>£'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

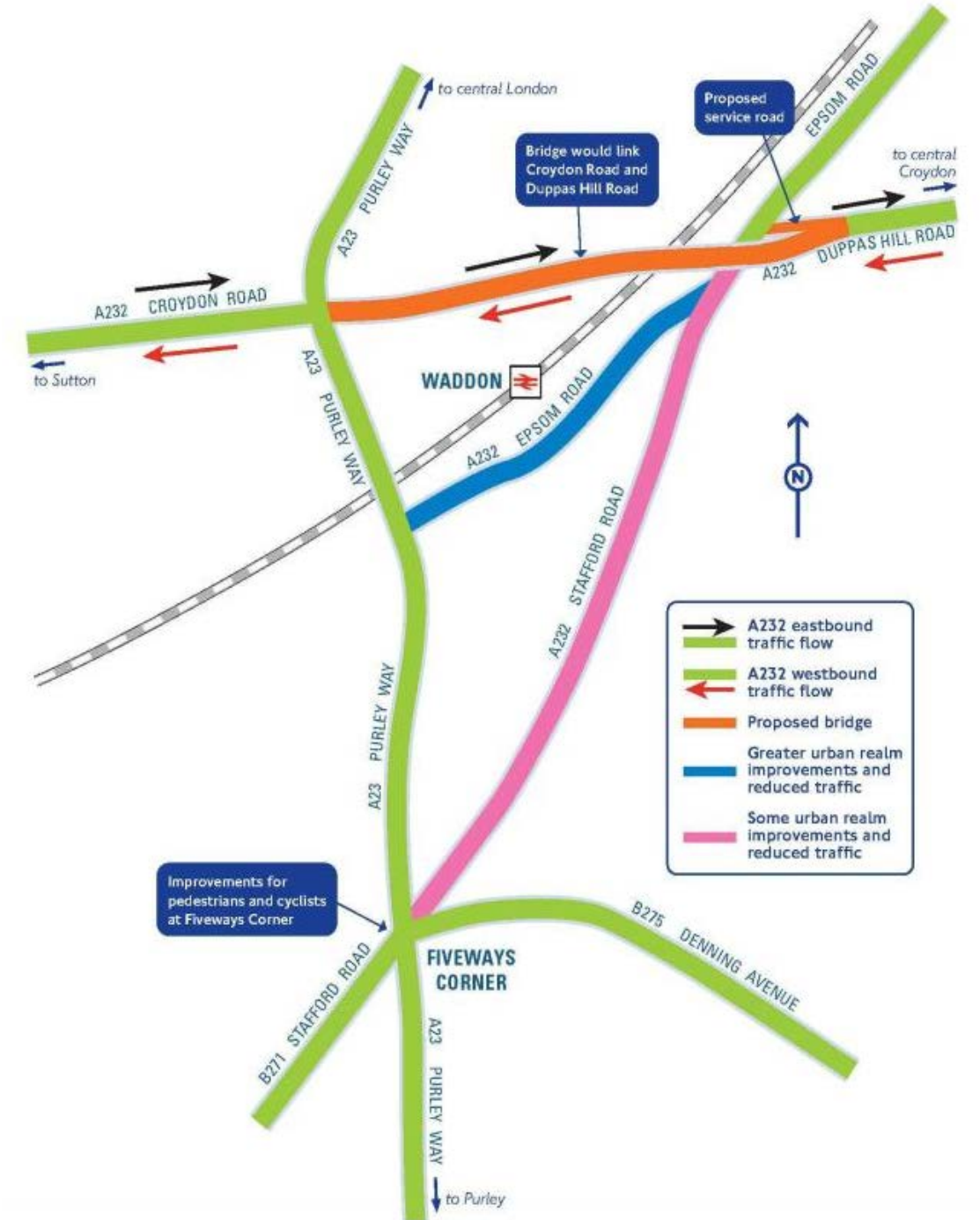
*TfL Document (Draft) Programme: A3 Transforming Streets and Places,  
Project: A23/A232 Fiveways Croydon, Document reference: Fiveways Business Case,  
Business Case Narrative (Exempt from public disclosure)*

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

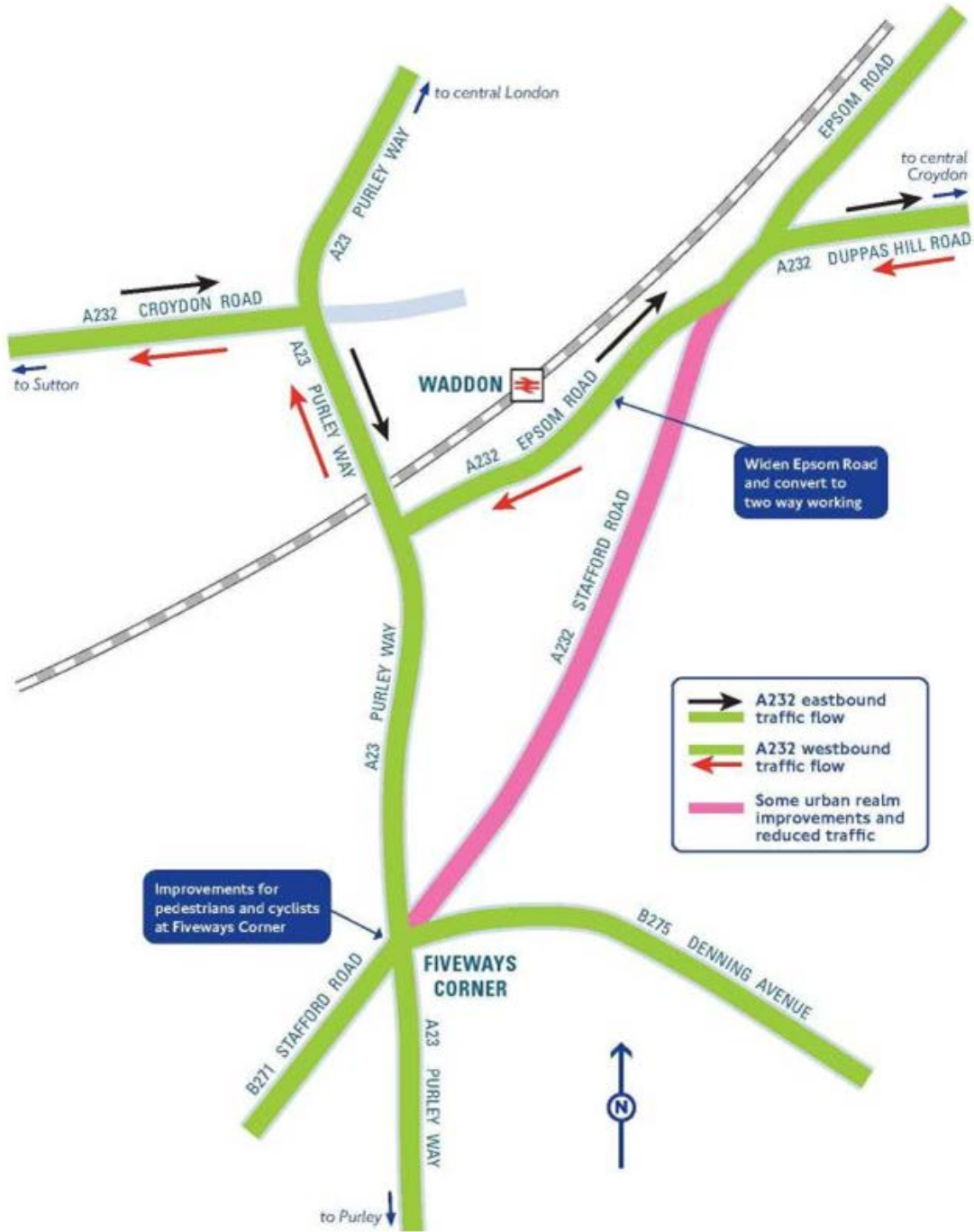
London Borough of Croydon and Transport for London transport infrastructure agreement relating to proposed new infrastructure projects within the London Borough of Croydon.

# Appendix 1: The Main Design Proposals

## Proposal 1



# Proposal 2

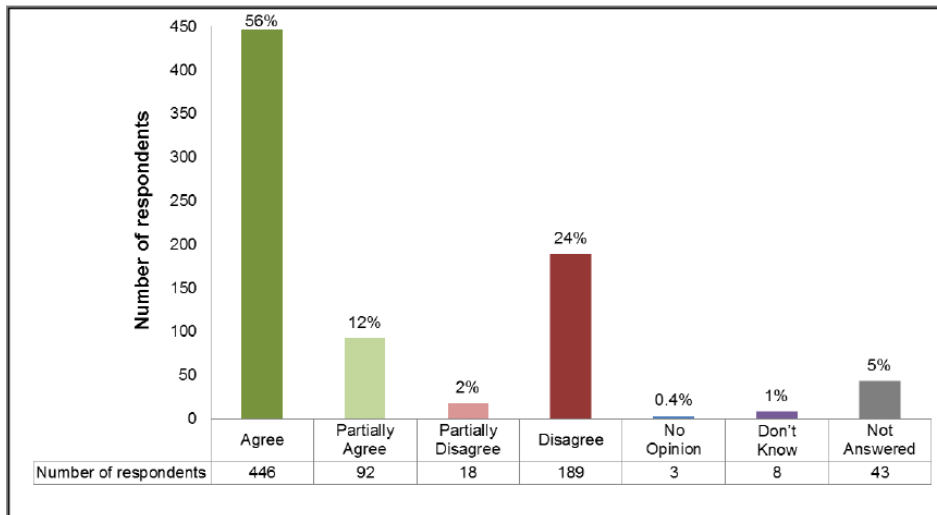




## Appendix 2. Some Key Findings from the March 2015 Consultation

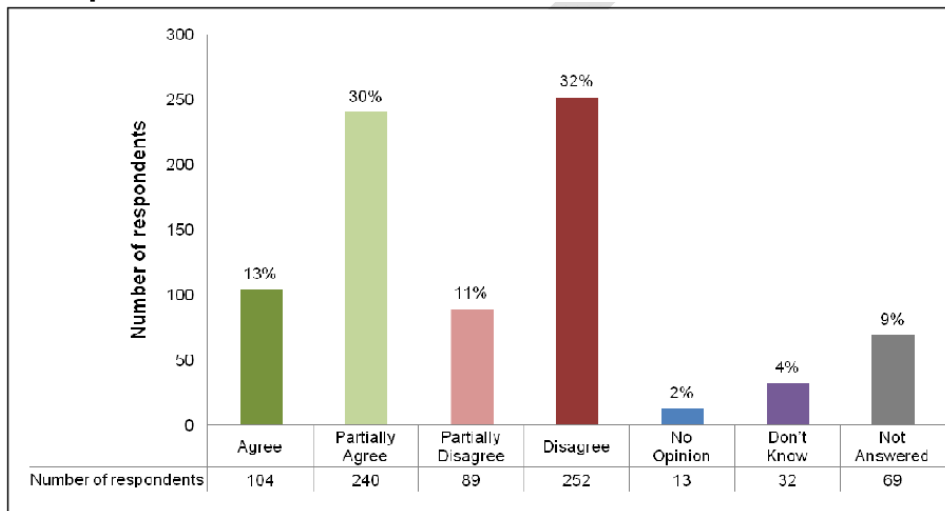
799 responses were received by TfL. 756 respondents answered the question asking if they agreed with Proposal 1. Of the 799 total consultation respondents, 67% agreed or partially agreed with Proposal 1 and 26% disagreed or partially disagreed.

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



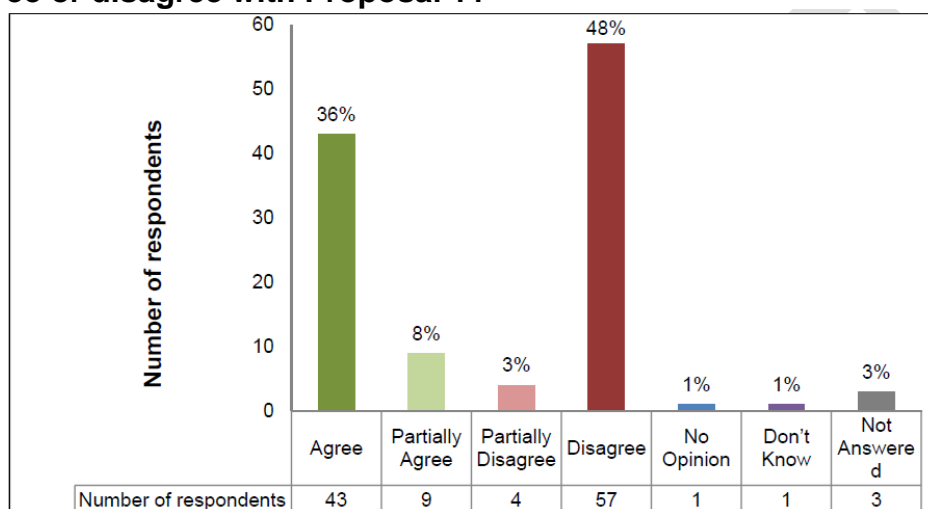
730 respondents answered the question asking if they agreed with proposal 2 with 43% agreeing or partially agreeing with Proposal 2 and 43 per cent disagreeing or partially disagreeing.

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



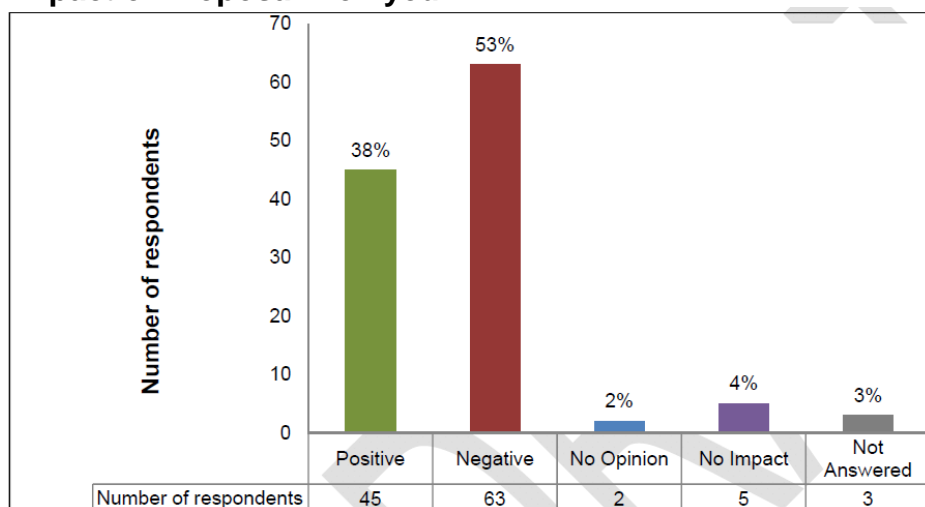
118 of the response were from residents local to the area of the proposals, namely postcodes CRO - 4D, 4R, 4L, 4N, 4P, 4U. Of the 118 'local' residents from these postcodes, 44% agreed or partially agreed with Proposal 1 while 52% disagreed or partially disagreed.

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



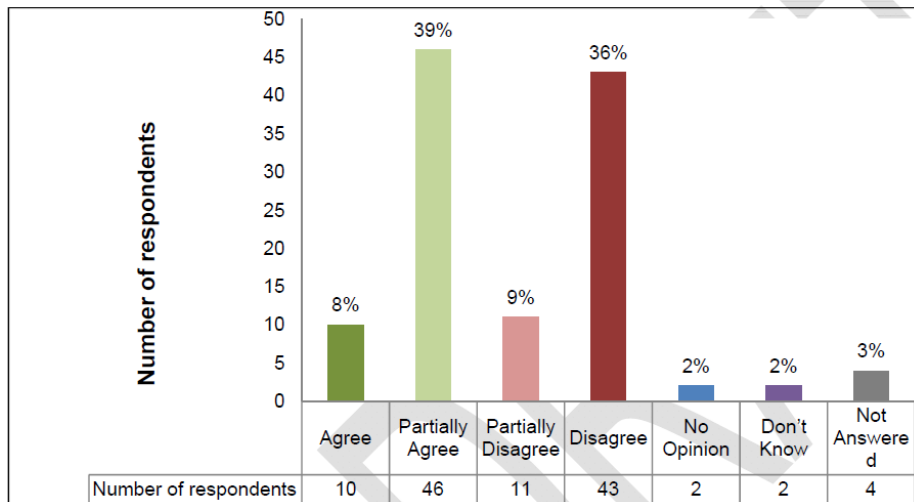
Of these 118 'local' residents, 38% rated Proposal 1 as having a positive impact and 53% Proposal 1 as having a negative impact on them personally

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



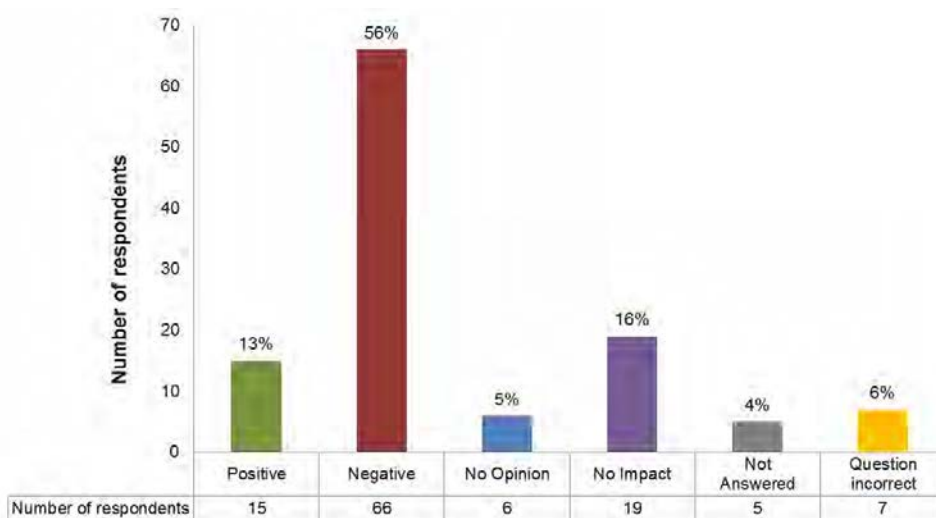
Of the 118 'local' residents, 47% agreed or partially agreed with Proposal 2 while 47% disagreed or partially disagreed.

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

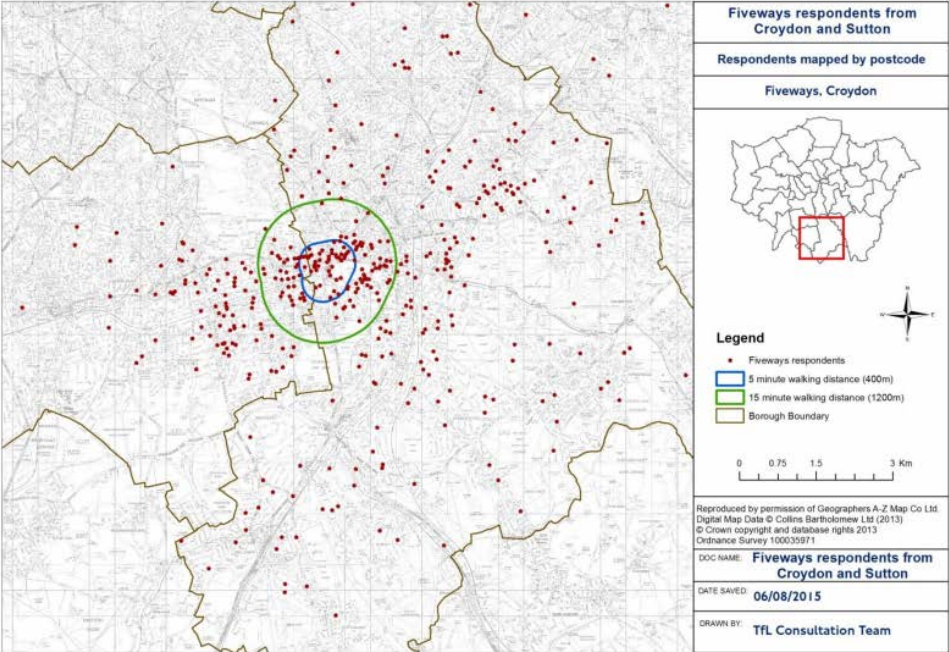


Of these 118 local residents, 13% said Proposal 2 would have a positive impact on them personally and 56% rated Proposal 2 as having a negative impact

**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

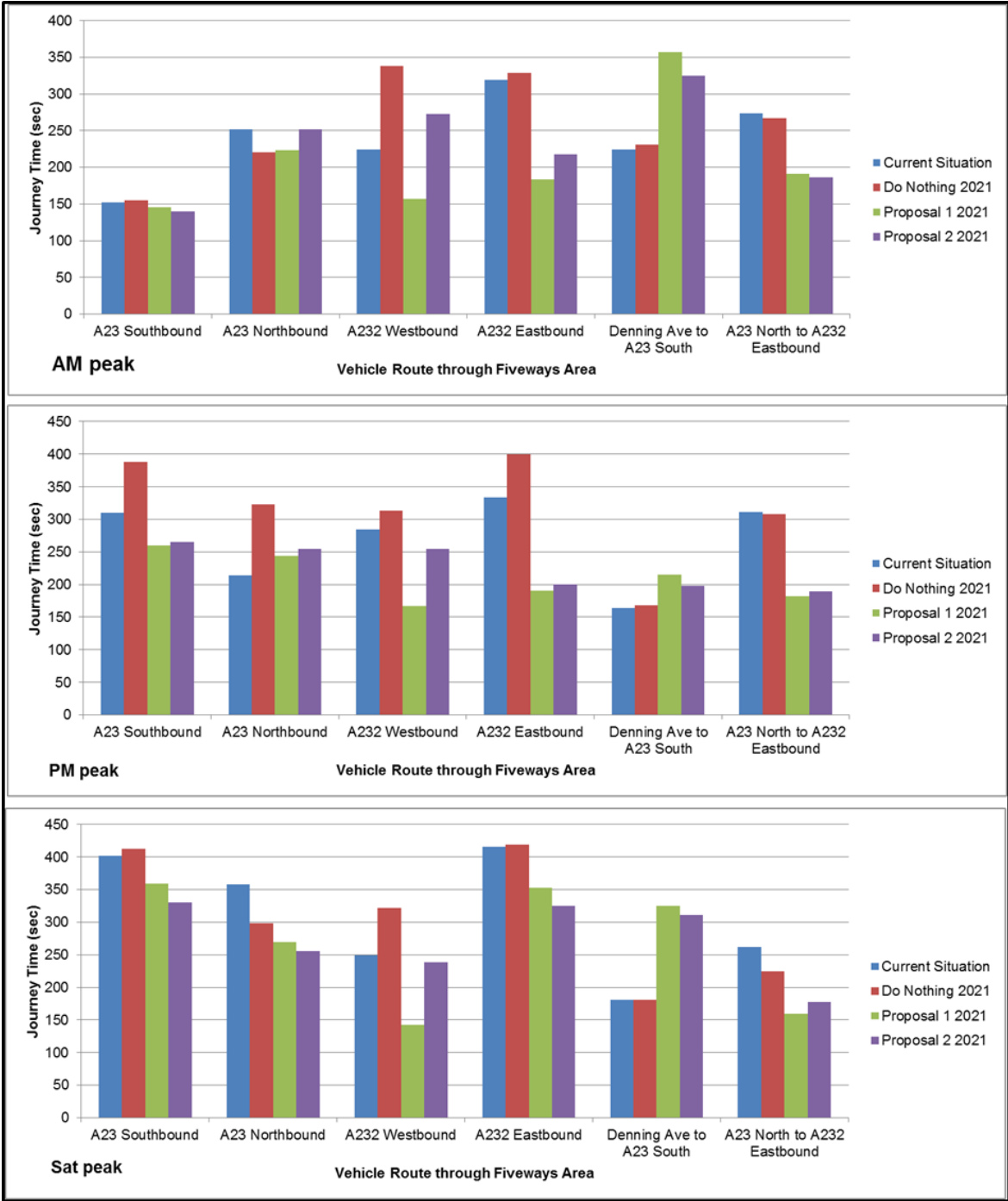
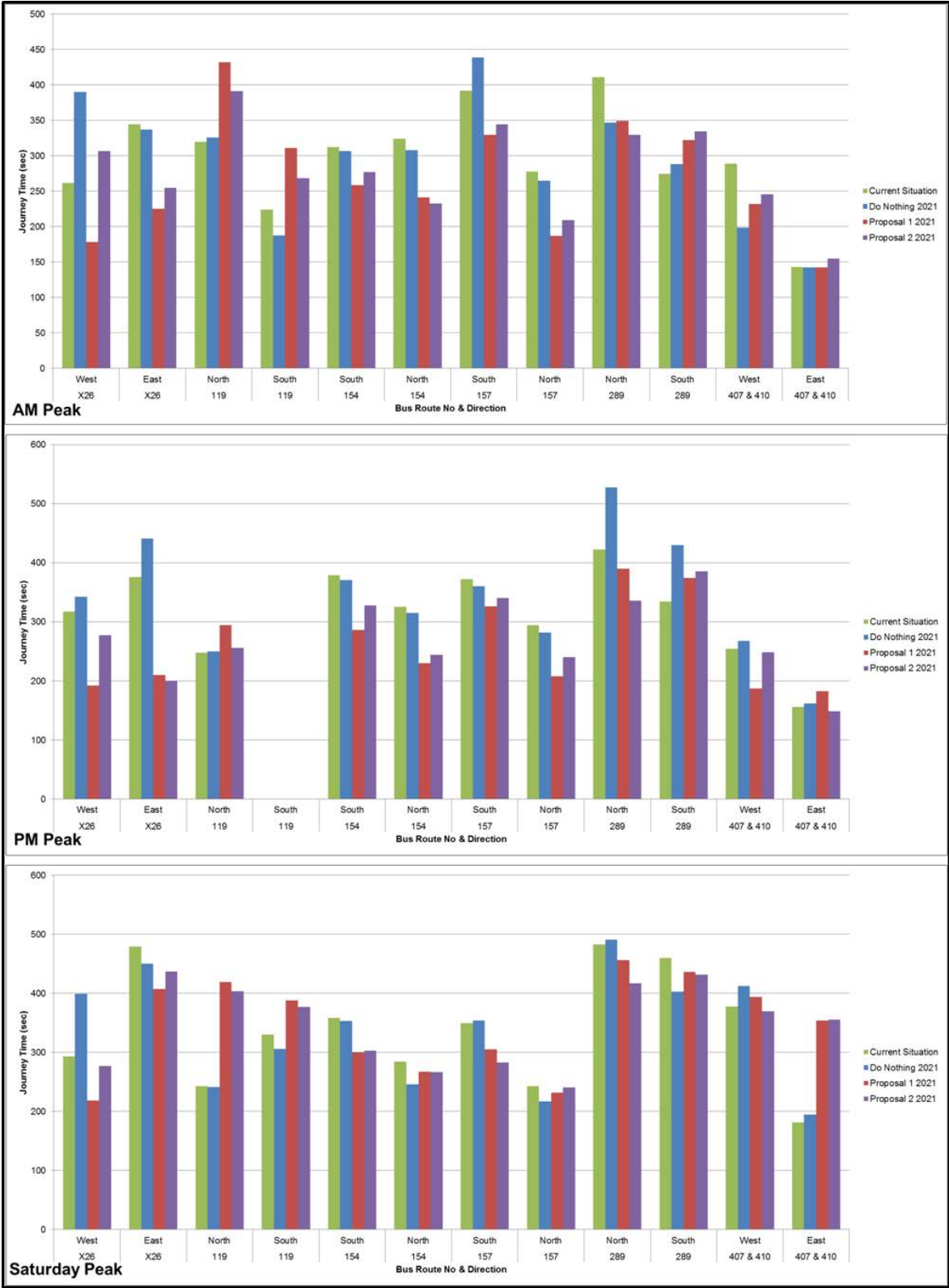


Figure 1: Bus Journey Times



**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> |