

LONDON BOROUGH OF CROYDON

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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

REPORT BY:	HEATHER CHEESBROUGH, DIRECTOR OF PLANNING AND STRATEGIC TRANSPORT
SUBJECT:	A23/A232 Fiveways – Design Proposals (Including Bridge Alignment) for Public Consultation
LEAD OFFICER:	Ian Plowright – Head of Transport
CABINET MEMBER:	Cllr Stuart King, Cabinet Member for Transport and Environment
WARDS:	Waddon
CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON: 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.	
FINANCIAL IMPACT 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.	
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 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
Revenue Budget available				
Expenditure				
Income				
Effect of decision from report				
Expenditure				
Income				
Remaining budget	_____	_____	_____	_____
Capital Budget available				
Expenditure				
Effect of decision from report				
Expenditure				
Remaining budget	_____	_____	_____	_____

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

NO₂ 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 PM₁₀ 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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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)**

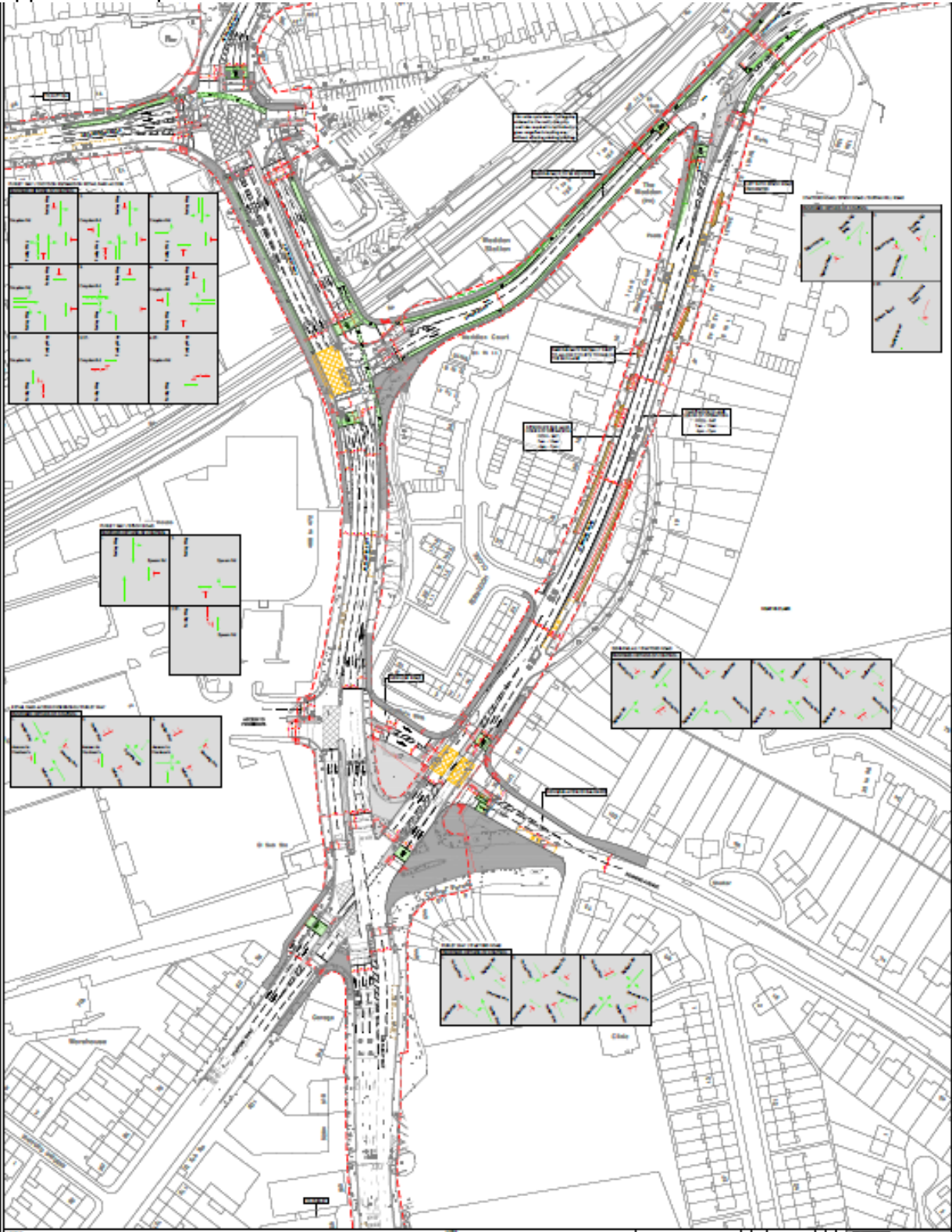
Internal TfL memo from its Crime Reduction & Community Safety Unit commenting on
the two proposals for A23/A232 Fiveways **(Exempt)**

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