

Date: 25 February 2016

Item: A23/A232 Fiveways Croydon

This paper will be considered in public

1 Summary

- 1.1 This paper provides the Panel with an update on the progression of the A23/A232 Fiveways Croydon project.
- 1.2 The project has commenced concept design on the preferred option. During the previous feasibility stage, two proposals were consulted on, designed and appraised. Proposal 1 would implement a new bridge and Proposal 2 would replace an existing bridge with a modern wider structure. Both proposals were shown to deliver similar improvements to journey times for, general vehicles and buses, on the A23.
- 1.3 Proposal 2 is the preferred option because it delivers the required transport benefits for TfL, without the environmental impact of the new bridge in Proposal 1, which London Borough of Croydon (LBC) has determined unacceptable. The preferred option has been endorsed by Croydon Council Cabinet.
- 1.4 The concept design will focus on further highway design work, environmental assessment and structural design, and will provide the information required for a public consultation planned for autumn 2016. Following the consultation, formal approvals for the scheme will be obtained ahead of commencing land acquisition.

2 Recommendation

- 2.1 **The Panel is asked to note the progression of the project and the next steps.**

3 Background

- 3.1 Fiveways in Waddon, Croydon is the intersection between the A23 and A232, two key strategic roads in south London, acting as essential north-south and east-west corridors (see Appendix 1).
- 3.2 These corridors currently operate at capacity and experience significant levels of congestion, particularly at Fiveways where traffic from the A23 and A232 shares the same road space between Croydon Road and Epsom Road. Additionally, eastbound A232 traffic currently travels via Fiveways Corner, the junction of the A23 Purley Way, Stafford Road and Denning Avenue.
- 3.3 Significant growth (up to 7,300 new homes and up to 8,000 new jobs) is planned in central Croydon over the next 15-20 years, as part of the Opportunity Area Planning Framework, including the new Westfield Croydon shopping centre.

3.4 TfL and LBC identified Fiveways as an area in need of transformational improvement to reduce congestion, to accommodate this growth, and also to develop Waddon as local centre and improve accessibility for all transport users.

4 Shortlisted Proposals

4.1 TfL investigated a number of possible design approaches to reduce congestion at Fiveways. The design approaches considered included: minimal interventions; road widening; and fully separating roads at junctions. Minimal interventions were considered to have already been exhausted, therefore the two proposals taken forward to feasibility design were:

- (a) Proposal 1: implementation of a new road, pedestrian and cycle bridge over the railway linking the A232 from Croydon Road to Duppas Hill Road. This would keep both east and westbound traffic on the A232 corridor creating a crossroads with the A23 (see map in Appendix 2).
- (b) Proposal 2: replace the bridge over the railway at Waddon station which would widen the critical link of the A23, and widen Epsom Road to accommodate two-way traffic, creating a staggered junction (see map in Appendix 3).

5 Initial Public Consultation

5.1 Between 2 February and 15 March 2015, TfL undertook a public consultation to find out the views of local residents and stakeholders on the current situation in the Fiveways area and on the two proposals. TfL received 799 direct responses which are outlined below.

	Do Nothing	Proposal 1	Proposal 2
All Respondents			
Full or Partially Support	12%	67%	43%
Full Support		56%	13%
Local Respondents			
Full or Partially Support	23%	44%	47%
Full Support		36%	8%

5.2 The early public consultation showed that there was strong support in favour of proposals to improve Fiveways. Furthermore, it has given TfL a good understanding of the needs of the local community and has led to a number of changes to the design. The main change is a new design at Fiveways Corner. The new layout would change the road layout by removing Denning Avenue from Fiveways Corner, reducing the number of arms on the junction from five to four. This would decrease the traffic signal phases required at the junction and reduce both the wait times for traffic on the A23 and Stafford Road and pedestrian wait times (see Appendix 4).

6 Option Appraisal

6.1 A summary of the benefits and compromises of each proposal, which were considered key elements of the option selection process, can be found in the table below, along with a 'do nothing' scenario. This summary shows the complex issues considered when appraising options, by both TfL and Croydon Council during their independent decision making processes.

	Do Nothing	Proposal 1	Proposal 2
Benefits	<ul style="list-style-type: none"> ✓ Lower short term cost to TfL ✓ No changes to local land uses 	<ul style="list-style-type: none"> ✓ Delivers motor vehicle journey time benefits ✓ Delivers bus journey time benefits ✓ Improvements to pedestrian crossings ✓ Less complex and faster journeys for pedestrians ✓ Both proposals would give better access to Waddon Station ✓ Improved east-west cycle link across A23 ✓ Opportunity to improve urban realm and local centre ✓ Strong consultation support for an improvement at Fiveways 	<ul style="list-style-type: none"> ✓ Has a lower capital cost ✓ Provides better pedestrian and cycle connectivity into existing road network ✓ More in scale with the local area ✓ Upgrades an existing asset that would require replacement
Compromises	<ul style="list-style-type: none"> × Increase in journey times and congestion × Only 12% of consultation respondents supported doing nothing at Fiveways × The urban realm at Waddon would remain poor and hinder the development of a Waddon local centre 	<ul style="list-style-type: none"> × Does not improve cycle links across the existing A23 bridge × Involves construction of a new bridge which will have a visual impact × Takes part of Duppas Hill Park × Less support from immediately adjacent local residents × Introduces a new asset requiring maintenance 	<ul style="list-style-type: none"> × Does not improve cycle facilities on Duppas Hill × Less popular overall during consultation × Traffic impacts during construction will need to be managed

Land Requirements and Green Space

6.2 The benefits to support growth cannot be delivered within the existing highway boundary. Therefore, land acquisition would be required for either proposal. A Compulsory Purchase Order would be required to ensure all necessary land can be secured.

- 6.3 Proposal 1 would also require the acquisition of land within Duppas Hill Park, which is designated Public Open Space, and a significant number of mature trees would need to be removed.

Cost and Risk

- 6.4 The estimated final cost (EFC) of Proposal 2, the chosen preferred option, is £63.3m. The EFC for Proposal 1 was approx. £80m.
- 6.5 LBC has signed a funding agreement committing £20m towards the scheme. The remaining funding comes from TfL's Transforming Streets & Places Portfolio (including £43m of ring-fenced Growth Fund).
- 6.6 Proposal 2 is the higher risk option. This is due to the significant interface required with Network Rail to manage the demolition and construction of a new bridge structure and the requirement to maintain traffic flow on the A23 and A232 during construction. Proposal 1 carries less risk and is relatively more straightforward to deliver than Proposal 2, as the new bridge structure could be fabricated off site and lifted in without significant impact on the A23.
- 6.7 Proposal 2 would upgrade an existing bridge. There is an estimated cost of approx. £1m for maintenance work required to the parapets of the existing bridge structure that is applicable to Proposal 1 and the Do Nothing scenario. Furthermore, a life cycle deterioration model has been undertaken on the existing bridge which indicates that significant intervention will be required between 2023 and 2025.

Summary

- 6.8 The Do Nothing scenario is not considered acceptable to TfL or LBC. Planned growth in Croydon is predicted to increase the volume of traffic, resulting in monetised journey time dis-benefits of £0.83m per annum and a poorer environment for cyclists and pedestrians. Furthermore, 82 per cent of respondents to the public consultation supported a scheme at Fiveways.
- 6.9 Proposal 1 has greater traffic benefits and was more strongly supported during the public consultation. However, it requires land from Duppas Hill Park and the loss of a number of mature trees. Proposal 2 delivers traffic benefits and improvements to the local pedestrian and cycle facilities, but without the environmental impact of Proposal 1.

7 Preferred Option Selection

- 7.1 Both Proposal 1 and Proposal 2 offer advantages and disadvantages which were taken into account during the option selection process. Both proposals have been fully considered by TfL and LBC.
- 7.2 On 14 December 2015, the Croydon Council Cabinet agreed Proposal 2 as its preferred design proposal for the A23/A232 intersection. The report concluded that Proposal 2 is stronger in terms of affects on 'place' whilst still predicted to deliver the required vehicle 'movement' benefits.

- 7.3 Following careful consideration of the consultation results alongside LBC's preference, and further design and feasibility work, TfL selected Proposal 2 as the preferred option and also included a new junction layout at Fiveways Corner that relocates Denning Avenue from Fiveways Corner into Stafford road.
- 7.4 Proposal 2 delivers benefits for all road users, avoids taking public open space, enables the transformation of Fiveways Corner and upgrades an existing asset (the railway bridge) which will require intervention in the future regardless.

8 Next Steps

- 8.1 TfL published the decision on the preferred option on 9 February 2016. TfL also wrote to local land/property owners notifying them that they are, or could be, directly affected.
- 8.2 Over the next six months, the project team will focus on further highway design work, environmental assessment and structural design. This will provide the information required for a public consultation planned for autumn 2016.
- 8.3 Following the autumn 2016 consultation, formal approvals for the scheme will be obtained ahead of commencing any land acquisition in spring 2017. Formal approvals include planning approval from LBC and scheme approval from TfL in accordance with the Traffic Management Act 2004.
- 8.4 Land acquisition is planned to commence in spring 2017 and take approx. 18 months. During this time, the detailed design will be undertaken. Construction is programmed to start on site in early 2019 and be substantially complete in December 2020.

List of appendices to this report:

Appendix 1: Fiveways Location Map
Appendix 2: Proposal 1 Map
Appendix 3: Proposal 2 Map
Appendix 4: Preferred Option Map

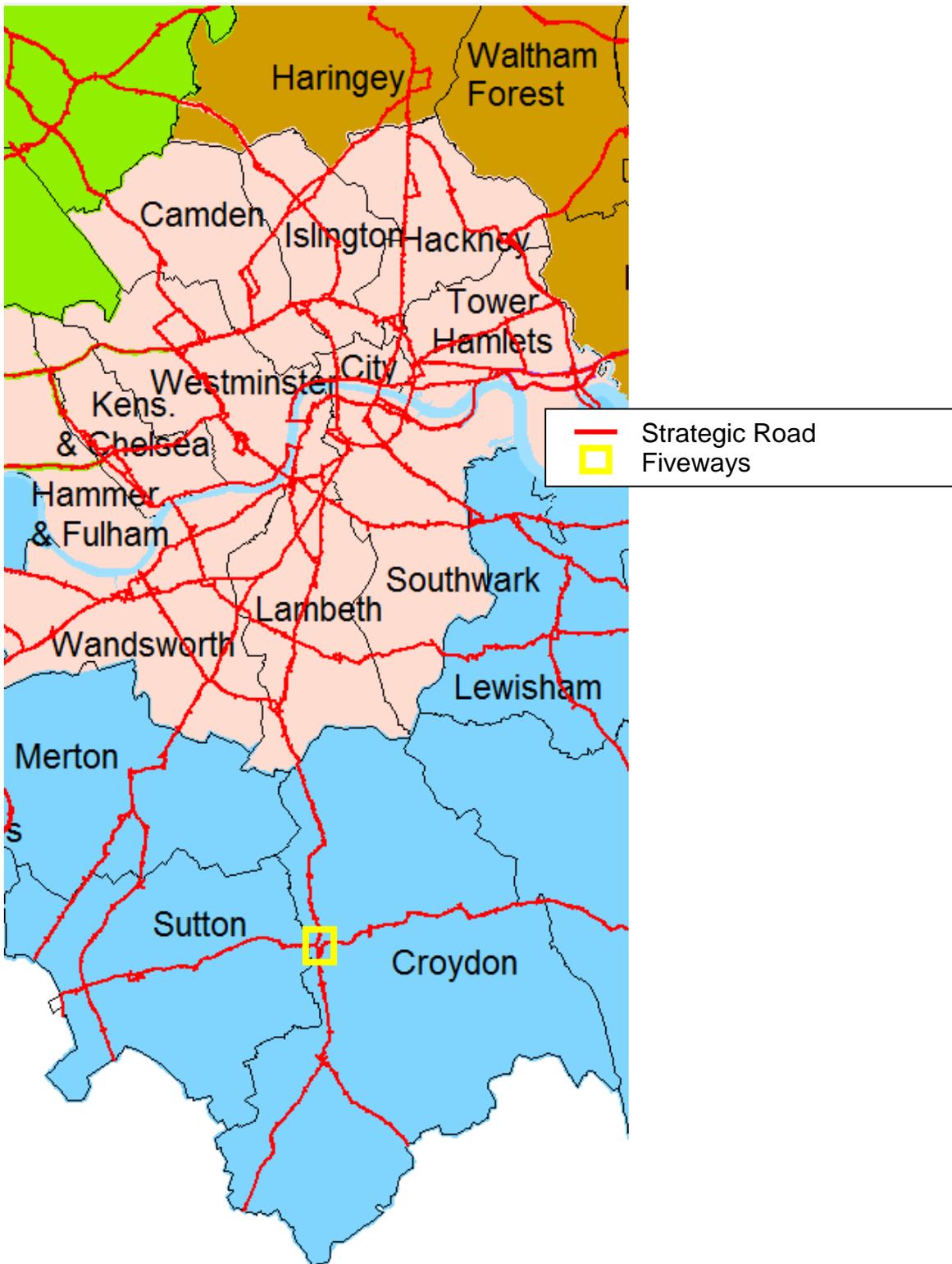
List of Background Papers:

None

Contact Officer: Alan Bristow, Director of Road Space Management, Surface Transport
Number: 020 3054 2593
Email: alan.bristow@tfl.gov.uk

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Appendix 1 – Fiveways Location Map



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Appendix 2 – Proposal 1 Map



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Appendix 3 – Proposal 2 Map



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Appendix 4 – Preferred Option Map

