



## OFFICER REPORT TO LOCAL COMMITTEE (REIGATE AND BANSTEAD)

### REDHILL TOWN CENTRE TRAFFIC MANAGEMENT

18 JUNE 2012

#### KEY ISSUE

The principal objective for the study was to model the potential impact of traffic growth through the development and regeneration opportunities in Redhill town centre.

The forecasts prepared for 2016 took into account the growth resulting from developments and infrastructure changes that have taken place within Redhill town centre since 2007, and those anticipated to occur by 2016. The additional traffic from the proposed developments resulted in a 22% increase in trips to and from Redhill in the AM peak, a 35% increase in the pm peak and a 38% increase in the Saturday peak.

The study concluded with two main options:

- Option 1 (Highway Network) - focusing on improvements to the highway network that bring about journey time benefits for traffic in general, and so ease movements to, through and around the town centre.
- Option 2 (Balanced Network) – measures that spread benefits of network changes identified in Option1 to a wider range of travel modes to provide substantial improvements for walking, cycling and the public realm.

#### SUMMARY

Redhill's town centre faces a number of key challenges. It suffers from a poor quality built and public environment. Although the town's strategic location close to Gatwick the M25 and M23 means that it is host to big businesses such as Lombard and Balfour Beatty, the poor quality public realm and retail/leisure offer means that it remains a focus for lower value operations. Despite this, Redhill is rich in new opportunities for development. On the horizon there is significant investment and job creation from new Sainsbury's

and other potential supermarkets, and residential developments giving Redhill the opportunity to grow.

Without commensurate transport investment, the wider regeneration benefits of investment in Redhill will not be fully realised. It is critical that a range of measures are introduced to complement the developments. Within the Local Sustainable Transport Fund bid (LSTF) these include improving connectivity between the two centres of Redhill and Reigate by bus and cycle, working with large employers to improve employees' travel choice, tackling the severance between Redhill railway station and the town centre and improving access to jobs and services in the town centre for communities in the surrounding area. The impact of this will be to support the economic growth of Redhill town centre, to reduce the congestion levels that blight Redhill and Reigate and to tackle high levels of unemployment and associated social problems in neighbouring areas.

The Redhill town centre traffic management proposals will act as complementary measures to the LSTF work.

## **OFFICER RECOMMENDATIONS**

**The Local Committee (Reigate and Banstead) is asked to agree:**

- (i) That Option 2 (Balanced Network) should form the basis of a future transport plan for Redhill and endorse the principles underlying these proposals and to agree that the County Council and Borough Council partnership proceed with Stage 2 feasibility design of the scheme.

## 1 INTRODUCTION AND BACKGROUND

- 1.1 In November 2011 the Project Centre and SIAS Ltd were appointed by Reigate and Banstead Borough Council (RBBC) to carry out a study that developed a traffic model to aid formulation of a transport plan for Redhill town centre. The study is intended to support the evidence base for the Core Strategy and forthcoming Redhill Town Centre Area Action Plan (AAP), and in the assessment of future planning applications.
- 1.2 The principal objective for the study was to model the potential impact of traffic growth through the development and regeneration opportunities in Redhill town centre. This study addresses these issues and develops them further into a transport strategy, which is achieved through:
  - Developing a do-minimum 2016 traffic forecast model using S-Paramics micro-simulation software that considers the development scenarios outlined in the consultation draft AAP for Redhill town centre
  - Identifying, evaluating and testing a range of alternative traffic management solutions through the traffic model
  - Preparing a concept design and indicative costs for the proposed scheme
  - Gaining support for the short-listed traffic management solutions from key town centre stakeholders, including Surrey County Council and the elected Members in Redhill West and East wards.

## 2 OPTIONS

- 2.1. The forecasts prepared for 2016 took into account the growth resulting from developments and infrastructure changes that have taken place within Redhill town centre since 2007, and those anticipated to occur by 2016. The additional traffic from the proposed developments resulted in a 22% increase in trips to and from Redhill in the AM peak, a 35% increase in the PM peak and a 38% increase in the Saturday peak.
- 2.2. The initial 'Do Minimum' forecasts for 2016 demonstrated a significant increase in congestion with conditions being particularly acute during the PM peak, with traffic being brought to a standstill within the town centre. However, following a more detailed examination, it was demonstrated that by minor changes (such as permitting right turning traffic on the southern approach of Lombard Roundabout to use both lanes instead of the right-hand lane only), a significant improvement in junction throughput could be achieved and the standstill problem was overcome. This modification was therefore included in the revised 'Do

Minimum' model in order to prevent excessive congestion at the Lombard Roundabout blocking back through the one-way system.

- 2.3. The revised 'Do Minimum' forecasts showed that traffic congestion did increase during all modelled periods, particularly for traffic approaching from the A23 (North), where journey times to all destinations increased. Averaged across the network, and compared to the 2007 'Base' model, journey times increased by 40% for the AM peak, over 70% for the PM peak and over 150% for the Saturday peak.
- 2.4. A number of schemes have been developed to support the planned regeneration of the town centre and to mitigate the traffic impacts of the future developments. These included both improvements to the operation of the network, a reduction in congestion, and measures to improve conditions for cyclists and pedestrians, particularly with respect to access to the town centre.
- 2.5. The individual schemes were combined to form two main options:
  - Option 1 (Highway Network) – focusing on improvements to the highway network that bring about journey time benefits for traffic in general, and so ease movements to, through and around the town centre
  - Option 2 (Balanced Network) - measures that spread benefits of network changes identified in Option 1 to a wider range of travel modes to provide substantial improvements for walking, cycling and the public realm.
- 2.6. Included in both options was the conversion of the current one-way system on the A25 between Cromwell Road/High Street junction and Lombard Roundabout to two-way working. The Balanced Network option also included measures to reduce the size of the Station roundabout as the key measure to enhance access between the rail station and the High Street. This measure has provided a significant opportunity to upgrade the public realm.
- 2.7. Tests of the individual schemes demonstrated that the most significant benefits were from conversion of the one-way system to two-way. There were substantial reductions in journey time, with a significant reduction in congestion on the A23 approaches from both the northern and southern directions, due to reduced flows through the Lombard, Station and Belfry roundabouts.
- 2.8. The model tests showed that a reduced Station Roundabout, with associated re-positioned pedestrian crossing facilities and a reduction of the westbound carriageway of Station Road to a single lane (forming part of the Balanced Network option), could increase journey times in the weekday peak periods as a result of the reduced capacity. However, the impact is more than offset by the benefits accrued for

general traffic from the two-way working proposal for the A25 on the western side of the town centre.

2.9. Plans indicating both Options are shown in Annex A.

### **Outcomes**

- 2.10. While Option 1 (Highway Network) provides the greatest journey time savings for general traffic, Option 2 (Balanced Network) has clear additional benefits, as it achieves the overall town centre strategic objectives more comprehensively.
- 2.11. Option 1's operational benefits are largely due to the conversion of the one-way system on the A25 (between the Cromwell Road/High Street junction and Lombard Roundabout) to two-way working, and the rationalisation of traffic movements in and around the town centre achieved from this. This measure is also incorporated within Option 2.
- 2.12. Option 2, designed to provide benefits to cyclists and pedestrians, includes a re-modelled Station Roundabout and provides more modest improvements to the highway network. Predicted savings in journey times range between 15% for the AM and PM peak to nearly 50% for the Saturday peak.
- 2.13. The performance of Option 2 demonstrates that the conversion of the current one-way system to two-way opens up the opportunity for the introduction of improvements at the Station Roundabout that benefits pedestrians and cyclists, as well as opportunities to improve the public realm.
- 2.14. The full report on the Redhill Traffic Management proposals is attached as Annex C.
- 2.15. Within Annex C, table 6.2: Evaluation framework for scheme options section 5 Provide and support a choice of transport alternatives includes an analysis of increase in use of non-car modes at each of the locations 'H' being the Highway option 1 and 'B' the Balanced network option 2.
- 2.16. Option 2 provides a much more positive outcome and therefore should be supported.
- 2.17. While both network options benefit traffic and bus services in terms of journey time savings and town centre accessibility, Option 2 (Balance Network) supports better access to the town centre through pedestrian and cycle networks. The various measures identified under option 2 can be designed to provide a safe crossing of the roads by both pedestrian and cyclists. However, this option goes further by actively promoting specific measures that enhance the walking and cycling experience.

- 2.18. For example the redesign of the road layout outside the station with an emphasis on pedestrian facilities in particular is intended to act as a gateway to support the regeneration of the town in a holistic manner. A summary of these measures are indicated below;

#### Walking

- Upgraded/additional facilities at junctions and a new crossing on A23 Marketfield Way.
- Relocation of facilities closer to desire lines.
- Increase in large areas of public space adjacent to Station Roundabout.
- Footway widening on Station Road with improved lighting.
- Upgraded access footpath between A23 Marketfield Way and rail station car park area.
- Better access to bus station, railway station and car park.
- Network of footways and footpaths enhanced for walk quality, safety, security and way finding, using a combination of quiet and busy roads.

#### Cycling

- Expansion of National and Redhill cycle network routes.
- Toucan facilities on A23 Marketfield Way and at junction of A23 Cromwell Road / Huntingdon Road.
- Proposed hared cycle / footway on Princess Way.
- Possible shared use footway on Station Road.
- Proposed on-street cycle parking to Station Road (West of Station Roundabout).

- 2.19. Both Option and Option 2 provide benefits for the bus network through journey time savings, and also provide a platform for alternative routes around the town centre to provide better accessibility. Specific improvements and benefits for bus services include;
- Two-way working on A25 to allow more convenient route options and stop locations.
  - Better access to/from bus station for pedestrians and improved links to rail station and central shopping area (High Street).
- 2.20. Tables 5.3 and 5.4 below, taken from the full report page 22, show the effect of Option 1 (Highway Network) and Option 2 (Balanced Network), when compared with the 'Do Minimum' in terms of average journey distance and time.

Table 5.3: Full option model journey distance indices

Model	AM peak (07:30-09:30)	PM peak (16:15-18:15)	Saturday (10:30-12:30)
Do-Minimum	1.00	1.00	1.00
Option 1 (Highway)	0.95	0.95	0.93
Option 2 (Balanced)	0.96	0.97	0.93

Table 5.4: Full option model journey time indices

Model	AM peak (07:30-09:30)	PM peak (16:15-18:15)	Saturday (10:30-12:30)
Do-Minimum	1.00	1.00	1.00
Option 1 (Highway)	0.64	0.70	0.48
Option 2 (Balanced)	0.85	0.83	0.51

- 2.21. Option 1 combines the advantages accrued through components H3 (Sainsbury access) and H4 (A25 two-way working), which result in substantial improvements to average journey time and distance travelled. This indicates a journey distance saving of between 5% and 7% and a journey time saving of between 30% and 52%
- 2.22. Option 2 effectively uses some of the gains from the two-way working in component B4 (A25 Two-way working) to accommodate the impact of the reduced size roundabout and two lane eastern approach from Station Roundabout / Noke Drive, yet still maintains the improvements to average journey time and distance travelled when compared to the 'Do Minimum' situation. The tables above indicate that the journey distance saving is between 3% and 7% and the journey time saving between 17% and 49%.
- 2.23. Option 2 can therefore be seen to meet its stated objective of using the journey time savings and distance benefits arising from the highway network changes to improve Redhill for walking cycling and the public realm and act as complementary measures towards the LSTF project.

### 3 CONSULTATIONS

- 3.1. Consultations about these options have been undertaken with a number of stakeholders including Reigate and Banstead Borough Council, County Councillor Lynne Hack and the Redhill Regeneration Forum. The Redhill-Reigate LSTF Task Group endorsed the balanced network proposals at its meeting on 30 March 2012.
- 3.2. Initial design proposals for the approved option would be carried out during the autumn of 2012, which would enable the scheme to be the

subject of a consultation during the late autumn/early winter period and allow the results of the consultation to be reported to this committee at the planned meeting during February/March 2013.

#### **4 FINANCIAL AND VALUE FOR MONEY IMPLICATIONS**

- 4.1. The indicative costs for the options are as follows:
- Option 1 £1,375,000
  - Option 2 £2,285,000
- 4.2. Reigate and Banstead Borough Council has a local contribution of £300,000 available as pump prime funding for the project and this has been included within a bid for the forthcoming Growing Places Fund. Therefore, the Growing Places Fund requirement is £1.985 million.
- 4.3. Table 6.2 in Annex C (page 28) provides an evaluation of the options. Under section 3 'Ensure measures are affordable' the value for money analysis provides guidance that option 2 is the better value for money.
- 4.4. As far as practical costs include feasibility, detailed design, construction and contingencies including an element of statutory undertakers plant and mains.
- 4.5. It is important to stress that these indicative costs remain broad estimates at this stage. The final costs will depend on several factors such as timescale, choice of materials/ equipment, impact on statutory undertakers' plant and mains and scope of works. Therefore a deviation of +/- 50% should **be** allowed
- 4.6. Funding opportunities will be sought through either the Growing Places Fund, which is a loan to forward fund infrastructure early but has to be repaid. The other opportunity is to make a bid to the proposed Transport Bodies that will be in place by the end of the Summer 2012. A joint bid has already been made to the Growing Places Fund administered by the Coast to Capital LEP by the County Council and Reigate and Banstead Borough Council. This bid is still pending.

#### **5 EQUALITIES AND DIVERSITY IMPLICATIONS**

- 5.1 An Equalities and Diversity report will be commissioned as part of the design process.

#### **6 CRIME AND DISORDER IMPLICATIONS**

- 6.1 There are no direct crime and disorder implications arising from this report. However, the planned improvements may well reduce the



potential for serious injury collisions, improve the safety of pedestrians and cyclists, and improve traffic flow.

## **7 CONCLUSION AND RECOMMENDATIONS**

- 7.1. It is recommended that Option 2 (Balanced Network) should form the basis of a future transport plan for Redhill to meet the challenges and opportunities arising from the proposed redevelopment of the town centre.

## **8 REASONS FOR RECOMMENDATIONS**

- 8.1. It is recommended that Option 2 (Balanced Network) should form the basis of a future transport plan for Redhill to meet the challenges and opportunities arising from the proposed redevelopment of the town centre.
- 8.2. The Committee is asked to endorse the principles underlying the Balanced Network proposals and to agree that the County Council and Borough Council partnership now proceed with the Stage 2 feasibility design of the scheme.

## **9 WHAT HAPPENS NEXT**

- 9.1 Following this Local Committee meeting the preferred option 2 the balanced network will have design work carried out to enable consultation to take place and the works to be tendered ready for construction.
- 9.2 Once funding becomes available the scheme will be ready to be constructed at the first opportunity.
- 9.3 A bid has also been made to the Growing Places Fund and the outcome of this bid will be reported to the Local Committee.

<b>LEAD OFFICERS:</b>	Paul Fishwick , LSTF Project Manager and Lyndon Mendes, Transport Policy Team Manager
<b>TELEPHONE NUMBER:</b>	03456 009 009
<b>E-MAIL:</b>	paul.fishwick@surreycc.gov.uk lyndon.mendes@surreycc.gov.uk
<b>CONTACT OFFICERS:</b>	Paul Fishwick Role, LSTF Project Manager and Lyndon Mendes, Transport Policy Team Manager
<b>TELEPHONE NUMBER:</b>	03456 009 009
<b>E-MAIL:</b>	paul.fishwick@surreycc.gov.uk lyndon.mendes@surreycc.gov.uk
<b>BACKGROUND PAPERS:</b>	Local

