



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

### REDHILL BALANCED NETWORK

3 DECEMBER 2012

#### KEY ISSUE

The traffic 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.

These additional trips will create further congestion on the already very busy and congested highway network making it even more difficult for the travelling public to get around the Redhill area.

Transport investment must start as soon as possible to avoid the forecast traffic issues, culminating in more congestion, poor air quality, delays to all journeys and barriers to walking and cycling.

#### SUMMARY

Redhill is one of the most economically important towns within Surrey, but the 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) to support a joint bid for the Growing Places Fund by Surrey County Council and Reigate and Banstead Borough Council.
- (ii) that the Local Committee delegates authority to the Chairman, Vice-Chairman and Divisional Member for agreement to proceed towards submitting a bid to the Growing Places Fund, following the public consultation.

## **1 INTRODUCTION AND BACKGROUND**

1.1 On the 18 June 2012, the Local Committee agreed:

- (i) that Option 2 (balanced Network) should form the basis of a future transport plan for Redhill.
- (ii) to endorse the principles underlying these proposals
- (iii) that the County Council and Borough Council partnership proceed with Stage 2 feasibility design of the scheme, (minute 34/12 refers).

1.2 In September 2012, the Project Centre was appointed by Surrey County Council and funded by Reigate and Banstead Borough Council to undertake the Stage 2 feasibility design of the proposed scheme.

1.3 Following the completion of traffic modelling and a Road Safety Audit at Stage 1, implications arising from this Audit have been addressed within the Stage 2 design, which includes a detailed general arrangement of highway layout and public realm options.

## **2 BALANCED NETWORK PROPOSALS**

2.1 As part of the Stage 2 design the junction arrangements have been shown on Annex A and summarised as follows:

### **Junction 1 A23 / A25 Lombard Roundabout**

Proposed improvements to roundabout layout include:

- Northern arm (A23 London Road) – Modification of island shape, road width (minor widening) and conversion to two lane approach;
- Eastern arm (A23 Princess Way) – Minor realignment to footway and island kerbs to suit new layout on A23;
- Southern arm (London Road) – Conversion to two-way working from exit only, easing of entry radius, construction of island and removal of existing kerb build out;
- Western arm (Gloucester Road) – Removal of existing island and replacement with smaller in new location.

### **A23 Princess Way east of Lombard Roundabout**

Proposals for the existing staggered pelican crossing include:

- Conversion of existing staggered crossing to a straight across facility with two lanes in each direction, providing easier access from town centre to Memorial Park.

### **Junction 2 A23 / Sainsbury's Access**

Provision of separate accesses for Sainsbury's shoppers and car park (included in Sainsbury's development):

- Installation of traffic signal-controlled junction (revised design of original proposals);
- Access to/from Ladbrooke Road to remain unchanged;
- All movements permitted at traffic signals;
- Sainsbury's access left in/left out.

### **Junction 3 A23 Station Roundabout**

Proposals to reduce the size of the roundabout and improve pedestrian/cyclist access to and from station. Improvements include:

- Installation of reduced size roundabout (approximately half the size of the current arrangement), providing large gains in areas of public space;
- Relocation of pedestrian/cycle crossing facilities closer to desire lines;
- For Station Road approach, widening of footway along north side and carriageway reduced from three lanes to two, with improved lighting under bridge;
- Marketfield Way approach, removal of staggered crossing to provide straight across crossing;
- Shared use cycle/pedestrian facilities along National Cycle Route (21) from Noke Drive – along northern footway of Station Road – toucan crossing across Station Road – on widened footway at south-east corner of roundabout.

### **Junction 4 A25 Station Road / Noke Drive**

Proposals to improve pedestrian / cycle facilities at the junction include:

- Modification of the layout and signal phasing to give controlled pedestrian facilities on all arms at this junction of Station Road and Noke Drive;
- Widened northern footway along Station Road to provide shared use.

### **Junction 5 Redstone Hill**

Proposed junction improvements to cater for proposed car park development include:

- Installation of small roundabout;
- Cavendish Road closed or one-way towards Redstone Hill (access via Hillfield Road).

### **Junction 6 A23 / A25 Belfry Roundabout**

Proposals for the roundabout include:

- Minor modifications to approach islands;
- Widening of footway around south-east corner to provide shared use to connect in to widened footway on Marketfield Way;
- Marketfield Way reduced in width to 10 metres enabling the eastern footway to be widened to provide shared use – between Liquid and Envy site and Belfry roundabout.

### **Junctions A-E A25 town centre section (currently one-way northbound)**

Conversion of the existing one-way northbound part of the A25 consisting of Cromwell Road – St Matthew's Road – Station Road – Queensway – London Road to two-way working. The proposals include:

- Change of current one-way system between the Cromwell Road / High Street junction and the Lombard Roundabout to two-way;
- A - modification to the layout of the High Street junction with Cromwell Road. Remove existing pelican crossing and provide traffic signals with pedestrian/cyclist facilities (depending on whether Marketfield Road is closed or open);
- B - replacement of current priority arrangement with traffic signals (to cater for proposed / potential development) at the Cromwell Road junction with Huntingdon Road;
- Remove existing Pelican crossing across Cromwell Road and provide integrated Toucan crossings in the signal layout. Provide improved cycle facility at Holland Close. Minor kerb alterations where necessary;
- C- modification of the layout of the Station Road junction with St Matthew's Road. Removal of existing triangular island and pelican

crossing facilities. Provision of traffic signals with integrated pedestrian facilities. Minor kerb alterations where necessary;

- D - changes to access arrangements at Belfry Shopping Centre car park to allow for new road layout (subject to agreement with the Belfry Centre);
- Minor road widening to the three corners located between the Station Road / St. Matthew's Road junction and the Lombard Roundabout;
- E - modification and relocation of pedestrian crossing signals at northern end of the High Street, adjacent to London Road;
- Conversion of existing pelican crossing by Warwick Road to Toucan crossing and modified to take two-way movements.

### **3 WHY THE NEED TO CHANGE THE NETWORK**

3.1 There are some key reasons why the network needs to change and these have been highlighted in the two tables below.

#### **Existing**

- Issue - existing network would experience severe congestion arising from the development and regeneration of the Town Centre. Indeed not all proposals could be accommodated on the existing network.
- Solution - improve existing town centre access issues for all modes of travel, in accordance with the emerging Town Centre planning policies. It will also be important to demonstrate deliverable transport solutions, to the challenges presented for the forthcoming planning policy examinations in Reigate and Banstead.
- Issue - existing networks for walking, cycling and public transport need improving to provide improved access to and from the town centre
- Solution - proposed improvements should be contained within the existing highway limits wherever possible to be deliverable and cost effective.

#### **Proposed**

- Balanced network proposals spread benefits to a wider range of travel modes
- Journey time benefits for general traffic and bus services
- Congestion reduced through the rationalisation of the network and an increase in route choices
- Journey time savings and eased congestion provide improvements for walking, cycling, public transport and the public realm

- Proposals take into account the potential increases in traffic levels resulting from the development and regeneration of the town centre.

#### 4 DISTANCE AND JOURNEY TIMES

4.1 Tables A and B below, (amended to show Do-Minimum and Balanced) taken from the Project Centre February 2012 report page 22, presented to this Local Committee on 18 June 2012, show the effect of the Balanced Network, when compared with the 'Do Minimum' in terms of average journey distance and time.

**Table A: 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
Balanced	0.96	0.97	0.93

**Table B: 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
Balanced	0.85	0.83	0.51

4.2 The Balanced Network 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. In addition, these measures assist in reducing the severance caused by the A23, public realm benefits and providing a fitting welcome to the town centre at its main gateway. The tables above indicate that the journey distance saving is between 3% and 7% and the journey time saving between 17% and 49%.

4.3 The Balanced Network can therefore be seen to meet its stated objective of using the journey time savings and distance benefits

arising from the highway network changes, when comparing with the Do-Minimum as well as to improve Redhill for sustainable modes of travel such as walking cycling and the public realm and act as complementary measures towards the LSTF project.

- 4.4 During the detailed design, some minor amendments have been made to the A25/A23 Station Roundabout proposals to meet regulations and guidelines on deflection. This ‘modified’ Balanced Network option with the two straight across crossings in Princess Way and Marketfield Way may well bring some improved journey time savings over and above what is shown in Table B above.
- 4.5 In addition to the above, the proposed Balanced Network schemes should address a number of the road safety issues that occur on the highway network. These have been highlighted further in Annex A.

### **Public Realm proposals**

- 4.6 The majority of the Public Realm proposals encompass Station roundabout and Station Road Pedestrian Zone. The “Pedestrian zone” is the length of Station Road between Station roundabout and the fully pedestrian part of Redhill town centre.
- 4.7 Currently this area is dominated by vehicular movement. Traffic flows are high but the situation is exuberated by wide carriageway widths and a generally rundown public realm.
- 4.8 Three conceptual options have been put forward: all the options include the engineering revisions to the roundabout but vary in architectural style; how the space is used; and the limit of architectural proposals. Most of the proposals are interchangeable between options and set out below:
- Option 1 - Pedestrianisation
  - Option 2 - Public open space/carriageway delineation
  - Option 3 - Public open space / no carriageway delineation
- 4.9 These three options have been included within the consultation questionnaire.

## **5 FINANCIAL IMPLICATIONS**

- 5.1 The indicative costs for the Balanced Network were estimated in the order of £2.285 million and included costs for feasibility, detailed design, construction and contingencies (such as an element of statutory undertakers’ plant and equipment).
- 5.2 Included in the feasibility (stage 2) design was the provision of more detailed costs. Modifications to the balanced network proposals have



been included in the overall scheme and general arrangement drawings prepared using the topographical survey output.

- 5.3 Table C below indicates the latest cost estimates for each of the junctions around Redhill town centre that form the Balanced Network proposals. The proposed public realm options and estimates are shown separately.

**Table C: Redhill town centre Balanced Network junctions**

Location	Cost
A23/A25 Lombard Roundabout	£187,118
A23/Sainsbury's Access	£127,000
A23/A25 Station Roundabout	£443,019
A25 Station Road/Noke Drive Jct	£37,500
A25 Redstone Hill/Cavendish Rd Jct	£56,850
A23/A25 Belfry Roundabout	£50,500
A25 Town Centre Section	£472,641
<b>TOTAL</b>	<b>£1,374,628</b>

- 5.4 A notional scheme wide costs, made up of signing; road markings; preliminaries of 5%; and site clearance of 2.5%) has been added totalling £180,000. Therefore, the total cost of the balanced network proposals is £1,554,628
- 5.5 In preparing the outline cost estimate for the Balanced Network, the following assumptions have been made;
- No allowance made for statutory undertakers' diversion of plant and equipment (currently being sought);
  - No allowance made for street furniture (eg bollards/bins etc);
  - No allowance made for street lighting alterations;
  - Assumed 20% for restrictive working and 30% for nightwork (eg surfacing);

- Assumed use of existing materials (e.g. precast concrete kerbing etc).
- 5.6 The estimated costs (rounded up) for the three public realm options are as follows:
- Option 1 £1,300,000
  - Option 2 £1,900,000
  - Option 3 £1,900,000
- 5.7 At the time of writing this report, The Project Centre were obtaining updated cost estimates from third parties, including the statutory undertakers' where diversion of plant and equipment may be required. It is anticipated that these costs will be made available at the Local Committee meeting.
- 5.8 Reigate and Banstead Borough Council has a local contribution of £300,000 available as pump prime funding for the project. In addition, the County Council has a sum of £400,000 available through Section 106 development agreements that was intended to be used as 'local contribution' as part of the supporting measures for the LSTF around the railway station area of the town centre.
- 5.9 The Balanced Network proposals and the LSTF project are 'dovetailed' together and it is intended to include the local contribution funding in a bid to the Growing Places Fund early in 2013 with a view to securing a decision to fund the scheme by the Coast to Capital LEP from April 2013 this has been included within a bid for the forthcoming Growing Places Fund.
- 5.10 The bid for a loan from the Growing Places Fund by Reigate and Banstead Borough Council supported by the County Council will be underwritten by both the Borough Council and the County Council. Should the loan be made available the County Council would then tender the scheme ready for delivery later in 2013/14.
- 5.11 Additional funding will also be made available through S106/S278 agreements on potential developments and through existing S106 funding.
- 5.12 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 mails and scope of works.
- 5.13 Funding opportunities will be sought through primarily through the Growing Places Fund, which is a loan to forward fund infrastructure early but has to be repaid. Another opportunity is to make a bid to the Coast to Capital Transport Body.

- 5.14 However, the urgency with this project is to make a bid to the Growing Places Fund, which has recently become available for new bids, and if successful, would allow construction to commence during the late summer of 2013, enabling significant benefits of the regeneration proposals to be realised at the earliest available opportunity.
- 5.15 If the opportunity of the Growing Places Fund is not taken up, a bid could then be made to the Coast to Capital Transport Body by March 2013 subject to the scheme being approved by Cabinet in the report being taken on 27 November 2012. In any event funding would not be available until April 2015, hence the potential for a 2-year delay in commencing work on site.
- 5.16 The Coast to Capital Local Transport Board (C2C LTB) has yet to be formally constituted, however it is expected that this will be in place by the end of December 2012 with an agreed governance structure and terms of reference. It is expected that Surrey could expect circa £3.5 million per annum in funding from the C2C LTB if this was based on a per capita share funding.
- 5.17 Funding for any schemes accepted by the C2C LTB would become available from April 2015.
- 5.18 In the interim period the County Council would ensure that all procurement procedures were in place to deliver the scheme using either source of funding.

## 6 CONSULTATIONS

- 6.1 Until early November 2012, the public have not been consulted on the Stage 2 proposals for the Balanced Network, and therefore the opportunity had arisen to carry out an 8-week consultation that commenced on 9 November 2012 together with a staffed exhibition, held at the Belfry shopping centre (9 and 10 November).
- 6.2 These events will be complemented by a web based survey questionnaire and direct mail consultation of those relevant parties listed on the Borough Council's policy consultation database, with information made available in relevant help shops libraries in the borough and information provided on the web making use of printed and social media channels
- 6.3 The two day staffed exhibition on the 9 and 10 November, attracted approximately 150 and 200 visitors. This was followed by an un-staffed exhibition held at the Harlequin Theatre for a 2 week period.
- 6.4 The consultation will finish on 4 January 2013 and a copy of the Feedback Form is attached as **Annex A**. The web based survey is of a similar format.

- 6.5 The bus operators in the area have been consulted on the proposals, but at the time of writing this report their response is awaited.
- 6.6 On completion of the consultation, the results would be reported to the Chairman, Vice-Chairman and Divisional Member, and subject to their agreement, a joint bid would be made to the Growing Places Fund.

## **7 EQUALITIES AND DIVERSITY IMPLICATIONS**

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

## **8 CRIME AND DISORDER IMPLICATIONS**

- 8.1 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.

## **9 CONCLUSIONS AND RECOMMENDATIONS**

- 9.1 The Local Committee has been made aware that Redhill's town centre faces a number of key challenges and that it suffers from a poor quality built and public environment. However, the town's strategic location close to Gatwick the M25 and M23 means that it is host to big businesses, but the poor quality public realm and retail/leisure offer means that it remains a focus for lower value operations.
- 9.2 Despite these issues, Redhill is rich in new opportunities for development. On the horizon there is significant investment and job creation from a new Sainsbury's and other potential supermarkets, and residential developments giving Redhill the opportunity to grow.
- 9.3 The Balanced Network now forms the basis of a future transport plan for Redhill to meet the challenges and opportunities arising from the proposed redevelopment of the town centre.
- 9.4 The Stage 2 design that has been completed to date, has enabled the proposals to be the subject of a public consultation and following this, and subject to agreement from this Local Committee, a bid can then be made at the first opportunity in January 2013 to the Growing Places Fund, via Reigate and Banstead Borough Council with the County Council supporting the bid, that could enable works to start on site during the late summer of 2013.

- 9.5 With the above in mind, the Local Committee is asked to agree to a joint bid by Surrey County Council and Reigate and Banstead Borough Council based on the Balanced Network to the Growing Places Fund and that the results of the public consultation are presented to the Chairman, Vice-Chairman and Divisional Member for agreement to proceed towards submitting a bid to the Growing Places Fund.

## **10 REASONS FOR RECOMMENDATIONS**

- 10.1 It is recommended that the County Council support a bid to be made by Reigate and Banstead Borough Council to the Growing Places Fund, to enable works to commence on the Balanced Network during the late summer of 2013, with the potential of the project being completed by July 2014.
- 10.2 This would provide a transport network that would be fit for purpose to enable the economic regeneration of the town centre to take place without the forecast congestion predicted for 2016.
- 10.3 If this opportunity is not taken, a bid could be made to the C2C LTB, but the commencement and therefore completion of the project, could be delayed by up to 2 years, and therefore significant congestion over and above what exists now would be evident whilst the regeneration of the town centre is on-going, possibly deterring additional investment.

## **11 WHAT HAPPENS NEXT**

- 11.1 Further design will be completed by the Project Centre to ensure that the most accurate estimated costs are included within the bid documentation.
- 11.2 The 8-week consultation will end on 4 January 2013, and the results will be analysed and presented to the Chairman, Vice-Chairman and Divisional Member for Redhill, for agreement to proceed with supporting the bid to the Growing Places Fund (subject to agreement by this Local Committee).
- 11.3 A joint bid will be made by Surrey County Council and Reigate and Banstead Borough Council to the Growing Places Fund in mid to late January 2013 (subject to agreement by this Local Committee).

**LEAD OFFICERS:** Paul Fishwick, LSTF Project Manager and  
Lyndon Mendes, Transport Policy Team Manager

**TELEPHONE NUMBER:** 03456 009 009

**E-MAIL:** paul.fishwick@surreycc.gov.uk  
lyndon.mendes@surreycc.gov.uk

**CONTACT OFFICERS:** Paul Fishwick, LSTF Project Manager and  
Lyndon Mendes, Transport Policy Team Manager

**TELEPHONE NUMBER:** 03456 009 009

**E-MAIL:** Paul.fishwick@surreycc.gov.uk  
lyndon.mendes@surreycc.gov.uk

**BACKGROUND PAPERS:** Local Committee (Reigate and Banstead) report – 18 June  
2012