

Crawley Borough Council

Report to Overview and Scrutiny Commission 9 March 2020

Report to Cabinet 11 March 2020

Three Bridges Station Improvement Scheme – Next Steps Report of the *Head of Economy and Planning – PES/338*

1. Purpose

- 1.1 The purpose of the report is to progress proposals to improve Three Bridges Station, creating a new entrance to the station from Station Hill and a vibrant and attractive station forecourt space with excellent connectivity.
- 1.2 This report seeks Cabinet approval for the current recommended design for the Three Bridges Station Improvement Scheme - Three Bridges Station Improvement Scheme Brochure, with the exception of the highways aspects and, subject to planning permission, delegated authority for officers to undertake a procurement exercise. Once a suitable contractor is selected, Cabinet approval will be sought to appoint them to carry out the construction of the final approved scheme.

2. Recommendations

- 2.1 The Overview and Scrutiny Commission are asked to consider whether the proposals will achieve the objectives set out in the report and decide what comments if any, it wishes to submit to the Cabinet.
- 2.2 The Cabinet, having considered
 - the outcome of three separate public consultation exercises undertaken on the Three Bridges Station improvement scheme,
 - the Petition signed by over a 1000 individuals entitled “No Right Turn - Three Bridges Station Objection’ and presented to and debated by Full Council on 26th February 2020
 - the request contained within the Notice of Motion approved by Full Council at its meeting held on 26 February 2020
 - all other forecast impacts associated with the Three Bridges Station Improvement Scheme proposals, as detailed within report,

is recommended to

- a) Approve the principles and the design for the Three Bridges Station Improvement Scheme as set out within the Three Bridges Station Improvement Scheme Brochure except in relation to the highways aspect of the scheme, in particular the proposed “No Right Hand Turn” out of the station, which is the

responsibility of West Sussex County Council as the Highway Authority to determine.

- b) Pass responsibility for determining a decision on the “No Right Hand Turn” to West Sussex County Council as Highway Authority and in doing so requesting that the Highway Authority take the necessary action to identify a viable alternative option for retaining the right hand turn as requested by the above petition. If no viable option for maintaining the right hand turn out of the station can be identified then West Sussex County Council are asked to confirm this.
- c) Request that West Sussex County Council, as the Highway Authority, makes a **clear public decision** over ‘the right hand turn out of Three Bridges station’, **by 1 July 2020**. Including within that **public decision**:
- whether to continue with the Scheme in its current recommended design **or** to provide an alternative scheme design to retain the right hand turn out of Three Bridges station, based on either a viable modified version of the previously considered Option 3 as detailed in the Traffic Modelling Summary dated January 2020, **or** on similar viable alternatives **and**
 - confirm that if an alternative scheme becomes the preferred option that further public consultation would take place before West Sussex County Council approves the final scheme.
- d) Note that if a clear public decision is not made by **1 July 2020** then Crawley Borough Council, as the lead partner for the Three Bridges Station Improvement Scheme, on behalf of the Crawley Growth Programme, will presume that, the current recommended design option contained within the Three Bridges Station Improvement Scheme Brochure with **no right turn** is the Highway Authority’s approved option and as such will continue with this scheme, which is part of the Crawley Growth Programme as agreed with West Sussex County Council and the Coast to Capital Local Enterprise Partnership.
- e) Confirm it will support the ultimate decision taken by West Sussex County Council over the right hand turn, e.g. continue with the scheme design in its current recommended format or select an alternative scheme design, retaining the right hand turn, which would be developed by West Sussex County Council (Highway Authority), subject to a further public consultation exercise.
- f) Confirm that in accordance with the above being resolved, to:
- i) Approve the addition of £89,000 of Section 106 monies to the Three Bridges Station Improvement scheme, which is part of the Crawley Growth Programme.
 - ii) Delegate authority to the Head of Economy and Planning in consultation with the Cabinet Member for Planning and Economic Development to submit a planning application for the final scheme and undertake, subject to planning permission, a procurement exercise for the scheme, in accordance with the Council’s Procurement Code, to recommend a suitable contractor with the appointment of the contractor requiring Cabinet approval.
 - iii) Delegate the negotiation and approval of the terms of all relevant legal documentation to the Head of Economy and Planning, Head of Legal, Democracy and HR and Head of Corporate Finance, in consultation with

the Cabinet Member for Planning and Economic Development. (*Generic delegation 2 and 3 will be used to enact this recommendation*).

- g) Note that all matters relating to the designs for the Three Bridges Station Improvement Scheme are subject to planning permission being granted.

3. Reasons for the Recommendations

- 3.1 The proposed scheme seeks to support the following aims of the Crawley Growth Programme, of which the Three Bridges Station Improvement Scheme is part
- Improve significantly the quality of sustainable transport infrastructure (bus, cycle routes and pedestrian walkways) and;
 - Achieve major bus, cycle and pedestrian connectivity enhancements at 3 of Crawley's 4 railway stations – Crawley, Gatwick and Three Bridges.
- 3.2 The scheme will deliver this by creating a brand new station entrance off Station Hill and improving pedestrian, bus user and cyclist access into and exiting from the station, transforming the station forecourt public realm and strengthening sustainable transport connections to benefit both local residents and commuters to Manor Royal and all parts of Crawley. It will also provide dedicated and upgraded taxi waiting and public drop off / pick up zones.
- 3.3 The recommendations take into account the full debate by Members on the petition and the debate on the Council motion that took place at Full Council on the 26 February, which are explained in detail in section 5 of this report.
- 3.4 West Sussex County Council is asked to make a public decision as described in 2.2b and c above by 1 July 2020 at the latest to ensure that the Three Bridges Station improvement scheme can then progress in accordance with the Crawley Growth Programme delivery timeline agreed with the Local Enterprise Partnership.

4. Background

- 4.1 Extensive preparation work has been carried out over a number of years to draw up suitable scheme design proposals and these proposals have been subject to three separate public consultation periods, with significant community participation, as explained in this report along with positive and pro-active action taken by the Council, with West Sussex County Council and partners, in response to each consultation.
- 4.2 Crawley Borough Council, supported by partners West Sussex County Council, Network Rail and Govia Thameslink Railway (Southern), have carried out three significant and well publicised public consultation exercises since November 2014 on the Three Bridges Station improvement scheme.
- 4.3 The three consultation exercises have provided almost eleven weeks of public consultation on the scheme with a total of 779 responses received from residents and stakeholders.
- 4.4 A further 3 weeks of public consultation would also take place, should a planning application for the scheme be submitted. This would bring the total amount of public consultation on the scheme to almost 14 weeks.

- 4.5 The following provides a more detailed response on the scheme's extensive consultation history and on how the current preferred design option came into being.
- 4.6 There are a number of Appendices to this report and these are set out below:
- **Appendix A** – Station Forecourt – Have your say,
 - **Appendix B** - Three Bridges Revised Proposal
 - **Appendix C** - Principal Petitioner's Speech
 - **Appendix D** - Summary of the Debate on the Petition
 - **Appendix E** – Notice of the Motion - summary of the Full Council debate
 - **Appendix F** – Traffic Modelling Executive Summary Report
 - **Appendix G** – A Snap shot of the third consultation results
 - **Appendix H** – Equality Impact Assessment
- 4.7 In 2013 a feasibility study, was commissioned by Southern Railway Ltd, West Sussex County Council (WSCC) and Crawley Borough Council (CBC) to identify transport interchange infrastructure and public realm improvements to Three Bridges Station.
- 4.8 The agreed objectives of the scheme at the time were as follows;
- Improve access to the station by sustainable forms of transport
 - Improve the transport interchange facilities
 - Improve provision for the picking up / dropping off of passengers by car
 - Improve provision for the taxi rank
 - Improve the physical environment of the station forecourt area
 - Maintain safe access to the passenger car park and other uses
- 4.9 The feasibility study undertaken by AECOM reported, in 2013, on three proposals to improve access to Three Bridges Station. AECOM reported the findings of the study in their report entitled "Three Bridges Station Forecourt Enhancement Report" dated October 2013. Waterman Infrastructure & Environment were then commissioned by Crawley Borough Council to undertake further work on the scheme and this narrowed it down to two options, which are described in detail at 4.11.1 below.
- 4.10 The planning permissions for the development of the train maintenance depot (CR/2011/0093/FUL) and Regional Operations Centre (CR/2011/0075/FUL) at Three Bridges Station included a Section 106 legal agreement for the developers, Network Rail, to make a contribution towards transport or interchange improvements at the station. The contribution cannot be used for any other purpose and under the terms of the agreement if it is not used within an agreed time limit, which is currently 31st March 2021, the funds will have to be repaid to Network Rail.

4.11 **First Public Consultation**

- 4.11.1 The first public consultation on this scheme was undertaken based on two options;
- a) Option 1 – brought forward proposed changes that would impact how people use buses and taxis, and how people walk around the station area, This included the following changes for taxis, cars, pedestrians and cyclists;
- The current taxi drop-off area would become a dedicated 20-minute drop-off/pick-up point for cars;
 - Taxis would have a new dedicated pick-up/drop-off point to the side of the station; increasing the number of licensed taxis from 8 to 18 spaces approx.;
 - A new pedestrian route would allow safer access to the bus stop (adjacent to the station) and the pick-up/drop-off point;
 - A pedestrian area in front of the station would improve access;

- The pedestrian crossing outside the station would be realigned to reduce the number of roads that need to be crossed;
- The footway on the station side of the road (underneath the railway bridge) would be widened and become a shared footpath and cycle lane. The cycle lane would link to new and existing cycle routes; and
- The bus stop would be removed under option one;
- The right hand turn out of the station would be removed to provide the necessary developable space to accommodate the above improvements.

b) Option 2 – brought forward proposed changes that would impact how people use cars, taxis in and around the station.

This retained the right hand turn and included the following changes for taxis and cars, however there were no improvements proposed for pedestrians and cyclists due to insufficient developable space;

- The current taxi drop-off area would become a dedicated pick-up/drop-off point for cars.
- Taxis would have a new dedicated pick-up/drop-off point to the side of the station; increasing the number of taxis from 8 to 18 spaces approximately.
- The bus stop would remain in the same place under this option.

4.11.2 Both options can be seen in **Appendix A – Proposed Three Bridges Station Forecourt Works – Have your Say**. The Consultation took place from 10th November to 5th December 2014. It also included information about a proposed traffic light upgrade scheme, (The Traffic Light Upgrade Scheme was completed by West Sussex County Council in 2017). The outcome of the consultation showed that Option 1, which included the no right hand turn out of the station (**Appendix A – pages 6 - 8**) was preferred by 62% of the 269 respondents and 94% said that the S106 funds should be spent on Station improvements. In addition the following concerns were raised;

- Loss of right hand turn** – many different possibilities were considered at this time to retain the right hand turn and keep all the other benefits of the scheme. However it was determined that there is not the physical space available within the forecourt area or due to the proximity of other signalised junctions to retain all the traffic movements and maintain the traffic flow on Haslett Avenue East. Alternative restrictions on traffic entering or leaving the forecourt area were considered, but affected a greater number of vehicles or had an adverse impact on the traffic flow. Whilst appreciating that the no right hand turn restriction would affect a number of people, a far greater number of station users either access the station by non-vehicular means or from the other direction left out of the station. Video surveys undertaken at the time identified that on average only 2% of the total traffic movements turned right out of the station.
- Facilities for Hackney Carriages** – The then proposed location of the taxi rank for pick up and drop off, immediately adjacent to the side entrance to Three Bridges station, was challenged by the Hackney Carriage association. (This led to the taxi rank / waiting area being relocated in the revised design proposals).
- Need for additional parking** – A number of respondents highlighted the need for an increased amount of car parking to be provided at the station and cited the length of the waiting list for car park season tickets and the difficulty in finding a space.
- Removal of a traffic lane due to the widening of the footway** - The impact on traffic flow from the loss of a vehicle lane underneath the bridge as a

consequence of widening the footpath in option 1 to provide a shared cycle/ pedestrian path was highlighted in a number of responses. Initial traffic flow modelling was produced in the summer of 2013 and included models for the local area to the station and the redevelopment options being considered. These Linsig models were reviewed by West Sussex County Council traffic signals team in June 2013 and they concluded that Option 1 showed a slight improvement on existing traffic conditions and was the better solution of the proposals.

- 4.11.3 Following the outcome of the first public consultation a report was considered by the Cabinet on 11 February 2015 ([SHAP/43](#)) with a recommendation to Full Council for approval, to allocate £430,000 of S106 monies to the implementation of the scheme. As part of their response to the proposals and seeking to mitigate the effects of removing the right hand turn out of the front of the station, Councillors requested that consideration be given to a new Station entrance on Station Hill to the east of Three Bridges station.
- 4.11.4 In direct response to this request, GTR Southern produced in May 2015 a feasibility report for the proposed new “eastern access” station entrance gate line onto Platform 5, together with a proposed new vehicle drop off zone associated with this entrance, along Station Hill. Options considered for this included removing the right hand turn out of the Station forecourt at the front since its removal would be mitigated by the new station entrance.
- 4.11.5 In February 2016, following nine months of negotiation by WSCC as Highway Authority with the Local Enterprise Partnership in order to obtain funding, the scheme became stalled as the business case was not supported by Network Rail.
- 4.11.6 On 29 June 2016, Cabinet recommended to Full Council the approval for the allocation of £1.5m from the Council’s capital programme to the Three Bridges Station Scheme (Financial Outturn 2015/16 - [FIN/385](#)) in order to progress the scheme and with CBC restarting discussions with Network Rail.
- 4.11.7 In September 2016 it was agreed by the Crawley Growth Board that Crawley Borough Council should take the lead on this project and draw up a revised project brief in line with Network Rail objectives. The following additional aims were also added;
- Provide an attractive, safe and accessible sustainable transport gateway and node into Crawley, as per the Crawley Growth Programme.
 - Deliver improved safe, direct and inter-connected pedestrian and cyclist access to and from the station by sustainable forms of transport (walking, cycling and public transport, electric cars), particularly in relation to Manor Royal Business District and Crawley Town Centre.

4.12 **Second Public Consultation**

- 4.12.1 In spring 2017, Network Rail agreed for the scheme to be revived. A revised design, which, following on from the 2014-15 consultation exercise, included proposals to remove the right hand turn out of Williams Way and to create a new station entrance off Station Hill, was developed in autumn 2017 and consulted on publically for a period of 4 weeks in early 2018 -12th February to 5th March 2018. From 12th February to 5th March 2018, six information sessions were delivered to the general public; one in County Mall, one at Crawley Library and four sessions at various times at Three Bridges station. At that time 5,000 brochures were produced of which 4,800 were distributed at various information sessions which were well attended. CBC received 244 written comments from 183 people. The majority of people that attended sessions thought the scheme had been improved and supported the

scheme. Of the 244 written comments received. 135 commented on the no right hand turn, 15 about reducing from 3 lanes to 2 under the bridge and about 27 commented on the WSCC Junction Improvement Scheme.

- 4.12.2 The revised design associated with the second public consultation is summarised below and shown in full at **Appendix B - Three Bridges Revised Proposal**
- a) **Enhanced Parking Provision / A new vehicle Waiting Zone for the public** – Reconfiguring the existing car park to provide an additional 6 parking spaces and space for the construction of a dedicated new pick up and drop off waiting area for the public, which would comprise 17 spaces. This area would also be used for the occasional bus replacement service, a capacity for up to 8 buses.
 - b) **Enlargement of the Taxi Rank** – The provision at the front of the station for an enlarged taxi rank for up to 22 taxis, taking away the need for a stopping up order to transfer the ownership of land within the forecourt, from Crawley Borough Council to Network Rail.
 - c) **Sustainable Transport Hub** – This revised proposal creates 9 additional electrical vehicle charging points in the car park, 40 additional bicycle parking spaces, new pedestrian crossings, significantly improved cycle route access, the creation of a “Bus Superhub” – (an enlarged high quality bus waiting area equipped with a modern shelter, Wi-Fi, phone charging points etc.), much closer to the station, enabling the removal of the inconveniently located “bus stop C”..
 - d) **A brand new Eastern Access** – The revised proposal seeks to create a new “Eastern Access” station entrance via platform 5 of Three Bridges station for bus passengers, pedestrians and cyclists, whilst also providing sufficient parking spaces for staff of the Network Rail depot.
 - e) **Transforming the Forecourt** – The revised proposal aims to provide a new and better quality public space on the forecourt at the front entrance of the station, comprising high quality paving, raised planters, trees and soft landscaping, feature steps and a ramp to enhance disabled access.
 - f) **The option to remove the right hand Turn** - The revised design for the Three Bridges Station improvement scheme also refers to the proposal to remove the right hand turn out of the station in order to increase the amount of space for pedestrians and cyclists to access the station and further enhance traffic flows by increasing “green time” on Haslett Avenue East for town centre bound traffic.
- 4.12.3 These revised proposals were considered by the Cabinet in March 2018 (PES/280). Taking on board the feedback from the second consultation and the prevailing concerns about the impact of removing the right hand turn out of the station, Cabinet responded to those concerns by approving the proposals in principle only, subject to detailed design and to the delivery of comprehensive traffic modelling to determine the viability of removing the right hand turn out of the station. Cabinet also requested that further consultation be undertaken on the detailed designs when ready, to determine overall support for the scheme.
- 4.12.4 Furthermore, Cabinet also approved expenditure of up to £675,000 from the approved £1.5 million to progress the detailed designs for the scheme and prepare a planning application submission.
- 4.13 **Third Public Consultation**
- 4.14 Following completion of the detailed design work and the traffic modelling exercise, Crawley Borough Council, WSCC and partners went out to a third phase of public

consultation on the scheme from 7th October to 3rd of November 2019 with the revised designs, which are described below in detail and can be found here - [Three Bridges Station Improvement Scheme Brochure](#). The consultation responses are summarised at **Appendix G**.

5. The Full Council Meeting - 26 February 2020.

- 5.1 At the Full Council meeting held on the 26 February 2020, the meeting considered two items relating to the proposed Three Bridges Station improvement scheme.
- 5.2 The first item related to a Petition entitled "No Right Turn - Three Bridges Station Objection" and as the Petition contained just over 1000 valid signatures and as such in line the Council's Petition Scheme, it was required to be debated at Full Council.
- 5.3 The Petition "No Right Turn - Three Bridges Station Objection" was as follows:
- 5.3.1 "We the undersigned Petition the council to commence a further consultation on this issue, including viable options for the retention of the right turn out of the station forecourt, and ensuring that the consultation period lasts for a sufficient period of time and is adequately publicised in order to ensure that all key stakeholders are able to participate fully."**
- 5.3.2 *"We wish to register our concerns at the implications of the loss of the right turn out of Three Bridges Station proposed as part of the re-design proposals which have recently been the subject of consultation by Crawley Borough Council, due to the negative effects we believe this will have on local residents. We also wish to express our concern about the short timeframe in which the consultation took place, and the level of publicity afforded to ensuring that all interested parties were able to have their say effectively."*
- 5.4 Following detailed consideration of the Petition, Full Council resolved to note the Petition and ask Cabinet (at its meeting on 11 March 2020) to consider the contents of the Petition.
- 5.5 To enable the Cabinet to consider the Petition in greater context, included as **Appendix C** is a copy of the Principal Petitioner's speech, which they made to the Full Council meeting. In addition, **Appendix E** provides a summary of the main views expressed by Members during the Full Council debate on the Petition.
- 5.6 The second item discussed at the Full Council meeting related to a Notice of Motion entitled 'Three Bridges Station.', which, following a lengthy debate on the item, was agreed by Full Council with the wording set out below::
- 5.6.1 *"This Council recognises the importance of Three Bridges Station to the whole town, and welcomes the completion of the recent consultation on the forecourt development designs.*
- 5.6.2 *Whilst the Council supports the key principles of the scheme, and welcomes the many benefits this will bring for all users of the station complex, it also recognises the significant and widespread concerns expressed by a large number of respondents to the recent consultation exercise and by a much greater number of residents who participated in the recent e-Petition, all of whom have very grave reservations about the loss of the right turn movement out of the station and the negative effects this will have for drivers leaving the station to travel to Pound Hill, Maidenbower, Worth, Forge Wood and villages to the east of the town, and on taxi*

drivers and their passengers, all of whom will suffer increased journey times as a result of not being able to turn right out of the station.

- 5.6.3 *In the light of the significant public concern, the Council resolves to ask the Cabinet to request that West Sussex County Council provide an alternative scheme based on either a modified version of the previously considered Option 3 as detailed in the Traffic Modelling Summary dated January 2020, or on similar alternatives, to retain the right turn out of the station complex, and to carry out a further public consultation exercise on any new scheme the County Council produces on this basis.”*
- 5.6.4 The Cabinet should be aware that Full Council agreed in the third paragraph of the Notice (as shown above) a request of Cabinet to seek further information from West Sussex County Council as the Highways Authority in respect of further options, over the potential to retain a ‘Right Hand Turn’ from the station. To help Cabinet to understand the reasoning behind the Full Council’s decision over the approval of the Notice of Motion - **Appendix E** contains a summary of the main views expressed during the debate on that item.
- 5.7 The Cabinet are reminded, when considering the recommendations in this report, to ensure they take due regard of the Petition ‘No Right Turn - Three Bridges Station Objection’ in accordance with the Full Council resolution. The Cabinet should also consider and take due regard of Full Council’s request as defined in the approved Notice on Motion.

6. Three Bridges Station Improvement Scheme – Revised Design Proposal

- 6.1 The aims of the scheme were updated and revised as follows;
- Improve the physical environment of the station forecourt area and taxi rank
 - Improve provision for picking up/dropping off passengers by car and taxi
 - Improve the transport interchange, bus, pedestrian and cycle links
 - Improve access to the station by sustainable forms of transport
 - Improve passenger flow by creating a new station entrance on Station Hill
 - Review parking facilities at the station.
- 6.2 The scheme will benefit all station users. Key features include:
- A brand new station entrance from Station Hill into the station onto platform 5, which will provide access to all public parts of the station, equipped with ticket machines and gates manned by railway staff –. This will benefit in particular residents from Maidenbower and Pound Hill.
 - Additional bike parking for cyclists located at the new station entrance on Station Hill – the additional designs for this area are currently being finalised with GTR and NR
 - Transforming the Forecourt –better quality public space at the front entrance of the station, consisting of quality paving, raised planters, low maintenance trees and soft landscaping, feature steps and a ramp to enhance disabled access. An enlarged dedicated space for public vehicle drop off and waiting at the front of the station.
 - An enlarged dedicated taxi rank and waiting area at the front of the station.
 - New pedestrian crossing points over Williams Way to the Station and between the taxi area and the public drop off area to provide pedestrians with much safer and clearer access to the station.
 - A widened and quality paved area in front of the Station for shared use by both pedestrians and cyclists, offering much safer and much clearer access into the Station, particularly from underneath the railway arch on Haslett Avenue East.

- A greatly improved public space environment in front of the station with better access for disabled station users.
 - An enlarged and quality waiting area for bus users in front of the station, equipped with a modern shelter and Real Time Passenger Information with much easier access to and from the railway station.
- 6.3 The detailed designs are presented in the Three Bridges Station Improvement Scheme Brochure (used for the third consultation period). The main changes in the proposal from the second consultation included the following;
- Reconfiguration of the taxi, public drop off area and the motorcycle parking;
 - Larger bus waiting area
 - Improved pedestrian and cycle access within the station
 - Removal of the drop off area at the Station Hill entrance – retaining wall remains
 - Reconfiguration of the parking for Network rail staff at the Station Hill entrance and the relocation of the cycle parking.
- 6.4 **The proposed vehicle drop off facility on Station Hill** is no longer included in the proposals because:
- I) The civil engineering costs required to build out the lay by for the 5 parking spaces are cost prohibitive.
 - II) The traffic modelling exercise determined that the traffic volumes on Station Hill would be too adversely affected by the lay by.
- 6.5 **The removal of the right hand Turn** – A robust and detailed traffic modelling analysis was undertaken to see if there was a way of keeping the right hand turn and still keep all the features of the scheme and it was found not viable to do so. **Appendix F** contains an Executive Summary of the traffic modelling analysis.
- 6.6 The traffic modelling analysis has concluded overall that the reassignment of 'right turning' traffic out of Williams Way and the proposed layout changes is likely to have only a minor impact on journey times in relation to the vast majority of vehicle movements taking place on Haslett Avenue East outside the station main entrance and wider strategic road network in the vicinity. The vast majority of road users travelling in and out of Crawley using Haslett Avenue East will be relatively unaffected. This is summarised and explained in more detail on page 11 of Three Bridges Station Improvement Scheme Brochure.
- 6.7 The traffic modelling summary report (**Appendix F**) shows the options that were considered – one of which included a retained / signalised right hand turn (Figure 5 Option 3), but as can be seen from Table 1 and 2 under Section 8 the impact on journey times for much larger numbers of vehicles (including buses) on the road network is more significant simply to accommodate the relatively small number of right turning cars in the am and pm peak periods, which is currently between 2 and 4% of drivers.
- 6.8 As part of their endorsement of the results of the traffic modelling exercise, the following statement was obtained from West Sussex County Council Highway authority "The County Council would find it very difficult to approve a scheme that would disadvantage users of the bus network in Crawley at peak times in order to provide for traffic entering the public highway network from the station car park and a private road, Williams Way. This would be in direct conflict with the County Council's approved transport policies and objectives to promote sustainable modes of transport whilst maintaining the passage of traffic on the main highway routes in the town."

- 6.9 The overall outcome of the most recent public consultation last autumn is set out in more detail below and is summarised in the pie chart presented at **Appendix G** – A Snap Shot of the Consultation Results. The following should be noted;
- 6.9.1 As mentioned above this third public consultation period took place between 7th October and 3rd November 2019, a total of 28 days.
- 6.9.2 2000 brochures were printed and handed out at County Mall, the Library and Three Bridges Station and at various stakeholder meetings. An electronic version of the scheme brochure was made available on line via Crawley’s regeneration web site.
- 6.9.3 The majority of the sessions were well attended with people providing feedback either at the time or via a dedicated email address. Feedback continues to be collated and analysed to inform the prospective planning application submission
- 6.9.4 During this latest consultation period, Crawley Borough Council received 513 comments from 327 people, which were submitted in various forms such as via a number of public events and via a dedicated email address. During the consultation period from 7th October 2019 to the 3rd November 2019, five information sessions were delivered to the general public; one in County Mall, one at Crawley Library and three sessions at various times at Three Bridges station. In addition there was an unmanned display in the Town hall from Monday 21st October until Sunday 3rd November 2019.
- 6.9.5 46% of respondents declared in favour of the plans. 18% of respondents expressed concerns around the impact of the removal of the right hand turn out of Williams Way, and 7% queried the reduction of 3 lanes to two under the bridge whilst 5% of respondents expressed disappointment at there being no vehicle drop off proposed at the Station Hill entrance to the station. As a result of the queries raised, answers were provided on line to a range of queries on a [Frequently Asked Questions page](#) – [this is regularly updated and can be found here](#)
- 6.10 A number of people had concerns about the traffic modelling information provided particularly in relation to the validity of the peak times.
- 6.10.1 The peak times are determined by the traffic volumes on the main arterial roads outside the Station, such as Haslett Avenue East (see the Traffic Modelling Executive Summary – **Appendix F**), not arbitrarily by Council officers. Whilst some commuters may arrive at the station before 7am and after 6pm, the traffic volumes on the strategic network or the main roads at those times are shown by the traffic counts to be significantly less. Therefore it follows on that the journey times for vehicles needing to use alternative routes to turn right out of the station at those times are likely to be lower due to the lower volume of traffic on the road network.
- 6.10.2 It has been determined that the peak times on the main arterial roads are the most appropriate times to focus on, since these are the times with the greatest traffic volumes on the main arterial roads such as Haslett Avenue East, which would logically give rise to the “worst case scenarios” in terms of additional journey times for vehicles needing to use alternative routes to turn right out of the station.
- 6.11 **Overview of Traffic Survey Findings**
Peak Time Traffic Volume on the road network compared to Traffic Volume out of the Station:
- 6.11.1 The traffic survey in the Traffic Modelling Report (**Appendix F**) notes that the peak time for volume of traffic exiting out of Three Bridges station at the Williams Way –

Haslett Avenue East junction differs from the peak time for the volume of traffic on the surrounding road network.

6.11.2 During the Williams Way AM peak hour (07:00 to 08:00) the traffic survey found that there were 234 vehicles exiting Williams Way, which is actually 56 more vehicles compared to the morning peak time on the surrounding road network (08:00 to 09:00).

6.11.3 However between 07:00 and 08:00 the overall traffic volume on the road network through the above junction was found to be significantly less, a reduction of 675 vehicles, compared to the network peak hours of 08:00 to 09:00 (2,750 vehicles).

6.11.4 During the Williams Way evening peak hour (18:00 to 19:00) the traffic survey found that there were 452 vehicles exiting Williams Way, which is 178 more vehicles compared to the evening peak time on the surrounding road network (16:30 to 17:30).

6.11.5 However between 18:00 and 19:00 the overall traffic volume on the road network through the above junction was found to be significantly less, a reduction of 391 vehicles, compared to the network peak hours of 16:30 to 17:30 (3,000 vehicles).

6.11.6 Therefore, it was considered that the traffic assessment should be carried out during the main network peaks, when traffic volumes in the study area were greatest, so capturing the “worst case scenario” journey time impact for the Options.

6.12 **Traffic Survey Data Collection Time considered Reliable and endorsed by WSCC Highways**

6.12.1 Some people questioned the timing of the traffic count survey data collection. Officers can confirm that the traffic count surveys were undertaken during term time, the data used related to the period 10th to 14th of July 2018.

6.12.2 In addition officers used the information from the Automatic Traffic Counters (ATC) data located at 9 sites within Crawley, collected by West Sussex County Council, to confirm that the data collected in July 2018 showed typical traffic flow volumes when compared with volumes all year round..

6.12.3 This review of traffic flow volumes over the year highlighted that traffic flows were relatively consistent throughout the year with the exception of January and August where traffic flows are significantly reduced during the traditional holiday periods.

6.12.4 In conclusion the traffic survey data collected during the week of 8th July to 15th July 2018 represented typical peak flows and the use of this data is appropriate for the traffic modelling exercise. The use of this week for the data collection was validated by West Sussex County Council, the Highways Authority.

6.13 **Additional Modelling Assessment Work on Changes to Journey Times**

6.13.1 Following the selection of the proposed option to remove the right hand turn additional high-level studies were carried out to look at the changes in overall journey times of additional routes and combined routes through the study area, particularly for the small number of reassigned ‘right turning’ vehicles. The findings are presented on pages 21 to 24 of **Appendix F** to this report.

6.13.2 It is proposed to sign two alternative routes for vehicles exiting the Station wishing to travel eastbound. These will be via the Paymaster General’s Roundabout to the west and the Bycroft Way roundabout to the north. However, it is acknowledged

that drivers will choose to take a variety of different diversion routes in addition to those signed posted, based on individual destinations and traffic conditions.

- 6.13.3 The journey time impacts via these routes have been estimated based on surveyed average speeds on the links and modelled journey times where applicable within the study area
- 6.13.4 The largest impacts to journey times will be amongst vehicles wishing to leave the station and travel eastbound (currently right-turn onto Haslett Avenue East), with additional journey times of typically 2-3 minutes, up to a maximum of 6 minutes (occurring on one diversion route) depending on time of day and alternative route taken.
- 6.13.5 The largest increases to journey times for vehicles travelling through the study area are amongst vehicles travelling from Worth Road during the AM peak with an increase of up to 45 seconds.
- 6.13.6 The largest decrease to journey times for vehicles travelling through the study area are amongst vehicles travelling from Billington Drive northbound during the AM peak with a decrease of up to 21 seconds.

7. Information & Analysis Supporting Recommendations

- 7.1 Officers from West Sussex County Council - the Highways Authority – have endorsed the traffic modelling work and its outcomes and fully support the proposed option, which involves removal of the right hand turn out of the station.
- 7.2 Crawley Borough Council representatives have held a range of meetings with stakeholder groups including: the Economic Regeneration Working Group (to which all Crawley Borough Council and Crawley West Sussex County Councillors were invited), the Town Access Group, Hackney Carriage Association, Cycle and Walking Forum, Three Bridges Community Forum, and ward councillors.
- 7.3 The feedback received from the key stakeholders has been generally positive regarding the overall scheme. Queries raised by residents and stakeholders about specific aspects of the overall scheme have been added to and then answered on a dedicated Frequently Asked Questions page, which can be accessed on line using this link [Frequently Asked Questions](#).
- 7.4 Two member seminars were held - one on the 1st October 2019 with Councillors from the three most affected wards - Three Bridges, Pound Hill and Maidenbower, with the Economic Regeneration Working Group on 2nd October 2019 extended to all members and County Councillors.
- 7.5 The TAG (Town Access Group) group have confirmed that they are satisfied that the issues they had raised have been addressed in this revised version of the scheme designs.
- 7.6 Metrobus have supplied information showing that the four bus stops at Three Bridges Station served a total of 613,694 passenger movements from January 2019 to November 2019, which on average is approximately 1800 passengers a day. This is broken down by bus stop below:

Atco Code	Bus Stop Name	Passengers
4400CY0203	Three Bridges Station stop A	237,566

4400CY0205	Three Bridges Station stop B	222,152
4400CY0513	Three Bridges Station stop C	63,970
4400CY0512	Three Bridges Station stop D	90,006

- 7.7 In addition Govia Thameslink Railway have stated that approximately 3.1M people use the station a year which is approximately 8,000 a day. Passenger volumes are expected to rise significantly as Crawley's population continues to grow. Crawley's emerging Local Plan 2020-35 concludes that the Borough requires an additional 11,000 homes to satisfy population growth projections.
- 7.8 Crawley also has the highest net in commute of any local authority area outside central London – 43,000 commuters come into Crawley every day, 80% of whom come in by car. Enhancing the capacity and improving the quality of railway station infrastructure and its accessibility by all other modes of transport locally is therefore of critical importance.

8. Next Steps for the Three Bridges Station Improvement Scheme

- 8.1 The project partners (West Sussex County Council, Network Rail, GTR Southern) have all confirmed their commitment to the scheme and they continue to participate in the Project Steering Group and they have endorsed the resulting design proposals.
- 8.2 Network Rail Route Enhancement Manager, said: "We fully support the Crawley Growth Programme plans to improve connectivity for pedestrians, cyclists and motorists at Three Bridges station. Well connected stations are a vital link for local communities and mean better journeys for rail passengers."
- 8.3 The Growth Programme Delivery Manager, states, "West Sussex County Council is pleased to support the development of the Three Bridges station project, a critical project within the Crawley Growth Programme. West Sussex County Council has supported the development of this project, including endorsing the traffic modelling exercise and its analysis and has also been involved in the public consultation sessions."
- 8.4 Head of Projects from GTR, states, "GTR is supportive of the proposed scheme at Three Bridges Station to improve the current station forecourt, provide a taxi / short stay / drop off forecourt and introduce a new entrance to the Eastern side of the station. This is on the following understanding:
- 8.5 Once the detailed design has been completed and approved by Network Rail (as Landlord) for the Station, a Station Change procedure will be issued as per Railway process for acceptance by the Train Operating Company (Currently GTR). This process will clarify any changes to the Train Operating Company lease, changes to assets and any commercial impacts brought about through the change. Car parking capacity remains the same as current and is a compliant design to car parking standards for space size and roadway widths. We look forward to continued engagement with yourselves and Network Rail on this scheme through to completion on site."

- 8.6 The proposed next steps for the Scheme are as follows;
- 8.6.1 Promote / highlight the on-line “Frequently Asked Questions” document in order to highlight the results of the Traffic Modelling, the reasons why retaining the right hand turn is not viable and the amount of public consultation already undertaken.
- 8.6.2 Subject to Cabinet approval and then to a public decision to be taken by West Sussex County Council on the scheme (see section 2.2b and 2.2c), the proposed time table for the implementation of the Scheme is as follows:
- 8.6.3 Submission of a full planning application in 2020 - Should Cabinet decide to approve the submission of a planning application for the scheme, then, once submitted, the scheme would be subject to a further 21 days of statutory public consultation, in accordance with the Local Planning Authority process.
- 8.6.4 Undertake a procurement exercise to appoint a contractor to undertake the construction works in order for them to commence in 2021 subject to the grant of planning permission. The procurement will be for the whole project which will be limited to the funds mentioned in paragraph 10.3 below.
- 8.6.5 Commence the first phase of the scheme works in 2021 (new station entrance, benefiting Maidenbower and Pound Hill residents).

9. The Allocation of Section 106 Monies

- 9.1 The following additional Section 106 contributions have been collected specifically for Three Bridges Railway Station improvements from the Forge Wood development.

Planning Ref	Address	Clause	Value
CR/2015/0552/NCC	Forge Wood, North East Sector	60 cycle stands adjacent to Three Bridges Railway Station, a bus shelter on the north side of Haslett Avenue opposite Three Bridges Railway Station, Improved Pedestrian Crossings on Haslett Avenue East adj. To Three Bridges.	£89,000.00

- 9.2 Ward Councillors have been informed through the standard delegated process. The corresponding clause in the Table above clearly states what the funds should be spent on.

10. Financial Implications

- 10.1 The report seeks Cabinet approval for a total allocation of £89,000 of S106 funding to be added to the existing Three Bridges Station Improvement scheme budget, as part of the Crawley Growth Programme. These S106 funds will be used for the specific purpose described in the table above.
- 10.2 The latest approved scheme budget, as set out in the report to Cabinet in June 2019 PES/316 and approved by Council in July 2019, is £1,937,192.71. Spend to date is approximately £454,000. This report requests to increase the budget by £89,000, which means the total available budget for the scheme increases to £2,026,192.71.

10.3

	Current	Revised
CBC Capital	1,262,242.00	1,262,242.00
S106 in budget	430,950.71	519,950.71
WSCC Received	41,000.00	41,000.00
WSCC/ LEP	203,000.00	203,000.00
Total	£ 1,937,192.71	£2,026,192.71

- 10.4 In addition the budget will be increased by CIL (Community Infrastructure Levy) when adequate sums are received. Approval will be sought from Cabinet and Full Council to increase the budget by the CIL amount once received. Works therefore will be phased based on the available budget for the scheme at the time.
- 10.5 This budget will be used and is being used for all aspects of the scheme delivery – the programme of works, alongside project implementation and design costs.
- 10.6 The design contractors have ensured through a process of value engineering that the projected total costs of the scheme remain within the above budget.
- 10.7 Ongoing support from Govia Thameslink Railway is dependent on the scheme having a resource “cost neutral” impact on them.

11. Legal Implications

11.1 Consultation

11.1.1 The Council takes its duty to consult with residents and stakeholders on proposals very seriously. The general requirements of consultation are set out in the case of R v Brent LBC ex parte Gunning (1985) 84 LGR 168. Those requirements are set out below:-

- (i) Consultation must be at a time when proposals are at a formative stage.
- (ii) That the proposer must give sufficient reasons for any proposal to permit intelligent consideration and response.
- (iii) Adequate time must be given for consideration and response.
- (iv) The decision maker should give conscientious consideration to the responses when reaching a decision on the proposal.

11.1.2 The three public consultations undertaken by the Council and their findings on the Three Bridges Station Improvement Scheme are detailed in summary in this Report at Sections 4.11 – 4.12, and at Section 6.

11.1.3 The Consultation Process as a whole including the Third Consultation carried out from the 7 October to 3 November 2019, complies with legal requirements. All Consultations have been undertaken at a formative stage and officers have responded to concerns raised during the various stages of the Consultations. All of the Consultations including the most recent (Third Consultation) have given sufficient, available and accessible information to allow for “intelligent consideration”

and an informed response. The Consultees have had adequate time for consideration and for the submission of responses.

11.1.4 To complete this process, the Cabinet must conscientiously take into the account the views expressed by those who have taken part in the Consultation when making their decision.

12. Equality Implications

12.1 The Council must have regard to section 149 of the Equality Act 2010. The public sector equality duty requires public authorities to have due regard to the need to:

- a) eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited under that Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it; and,
- c) foster good relations between those who share a protected characteristic and those who do not share it, which involves having due regard, in particular, to the need to:-
 - (i) Tackle prejudice; and,
 - (ii) Promote understanding.

12.2 An Equalities Impact Assessment (EIA) has been carried out and does not identify any action that needs to be taken as a result of the Scheme. Any changes to service delivery that result from implementing the Scheme may themselves need to be assessed separately for their impact on people with protected characteristics, and at this stage a separate EIA may be required.

12.3 The EIA is attached at ***Appendix H***.

13. Risks of the Preferred Scheme

13.1 The other main outstanding risks associated with the scheme are as follows;

- a. **Land ownership issues** - The discussions that will need to take place in the near future will be around whether the whole of the enlarged taxi rank area and the public vehicle waiting area should become adopted public highway or whether parts of it should solely remain within the ownership of Network Rail and leased to Govia Thameslink Railway. The preferred option is for all of the proposed enlarged taxi rank area and public vehicle waiting area to become adopted public highway. This is subject to negotiation between the relevant parties.
- b. **Station Hill Entrance** - Land and Infrastructure Challenges –There will need to be an agreement put in place with the landowners of the Eastern Access zone to enable the scheme works to take place - this will therefore be subject to successful negotiations. Current discussions have proved positive and it is expected that agreements can be put in place, however there would be a requirement for the project to bear any legal costs of land owners.

- c. **Construction Logistics** - The station will need to remain operational throughout the construction period and must ensure continuation of public access around the station. As a result, this will impact on the programme for the construction as the sequencing of the work will need to be carefully planned and approved by all parties. This is proposed to take place as early as possible in the preparation of the programme of works with the final proposals being developed when the Contractor is appointed.
- d.

14. Background Papers

- Report to Cabinet 11 February 2015, Three Bridges Station Forecourt Project (SHAP/43)
- Report to Cabinet 29 June 2016, Financial Outturn 2015-16 (FIN385)
- Report to Cabinet 4 Oct 2017, Proposed Crawley Growth Programme 2017-21 (PES/259)
- Report to Planning Committee, Section 106 Monies – Q2&3 2017/18 (PES/279)
- Report to Cabinet on Three Bridges Station Improvement Scheme – 21/03/18 (PES/280)

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