

# Crawley Borough Council

## Report to Overview and Scrutiny Commission 19 March 2018

### Report to Cabinet 21 March 2018

#### Three Bridges Station Improvement Scheme

Report of the Head of Economic and Environmental Services – PES/280

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#### **1. Purpose**

- 1.1 Crawley Borough Council and West Sussex County Council are working together with partners to progress proposals for a range of improvements at Three Bridges Station as part of the Crawley Growth Programme.
- 1.2 This report seeks Cabinet approval to commence the utilisation of the £1.5 million previously allocated from the Council's capital programme to the Station improvement scheme, as part of the Crawley Growth programme, so that the next detailed design phase of the scheme can be implemented and achieved.

#### **2. Recommendations**

- 2.1 To the Overview and Scrutiny Commission
- That the Commission consider the report and decide what comments, if any, it wishes to submit to the Cabinet.
- 2.2 To the Cabinet
- The Cabinet is recommended to:
- a) Approve, in principle, the overall design concept for the Three Bridges Station Improvement Scheme, subject to the detailed design stage.
  - b) Approve expenditure of up to £675,000 from the £1.5 million previously allocated from the Crawley Borough Council capital programme for spend on the detailed design stage of the scheme as part of the Crawley Growth Programme.
  - c) Approve the addition of £393,759.00 of Section 106 monies to the existing Crawley Borough Council capital programme allocation to the Three Bridges station improvement scheme as part of the Crawley Growth Programme.

#### **3. Reasons for the Recommendations**

- 3.1 The proposed scheme seeks to improve access to and exit from the station, transforming the public realm and strengthening sustainable transport connections to benefit both local residents and commuters to Manor Royal and all parts of Crawley.
- 3.2 On 29 June 2016, Cabinet approved the allocation of £1.5m to the Three Bridges Station Scheme (Financial Outturn 2015/16 - FIN/385). This forms part of a wider allocation of £5.4m to support the delivery of the Crawley Growth Programme, which was reported to Cabinet on 4 October 2017 [PES/259](#).

Cabinet approval for expenditure of up to £675,000 is now required in order to progress and achieve the detailed designs for the scheme and prepare a planning application submission.

- 3.3 Once the detailed designs are drawn up and prior to submission of a planning application, Crawley Borough Council, West Sussex County Council and partners will go out to public consultation to ensure local support for the scheme proposals and officers will subsequently go back to Cabinet in the autumn to seek approval for the detailed designs. The current concept design is therefore subject to change.
- 3.4 The S106 monies referred to in section 2.2(c) were previously approved by Cabinet for use on this scheme in the report [SHAP/43](#) dated 11 February 2015. Cabinet approval is required in order to add them to the capital programme. Furthermore, developers are often required through Section 106 planning agreements to make financial contributions towards the provision or improvement of infrastructure if a need is generated by the new developments. These monies must be spent as set out in the planning agreements and in accordance with government guidance. These monies are reported quarterly to the Planning Committee and report [PES/279](#) identifies £393,759.00 as specific Section 106 funds to Three Bridges station.

#### **4. Background**

- 4.1 In 2013 a feasibility study was commissioned by Southern Railway Ltd, West Sussex County Council and Crawley Borough Council to identify interchange infrastructure improvements to Three Bridges Station.
- 4.2 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
- 4.3 The feasibility study undertaken by AECOM reported, in 2013, on three options to improve access to Three Bridges Station. AECOM reported the findings of the study in their report titled "Three Bridges Station Forecourt Enhancement Report" dated October 2013.
- 4.4 Waterman Infrastructure & Environment were then commissioned by Crawley Borough Council to do further work on the scheme and this narrowed it down to two options.
- 4.5 The Project steering group then carried out public consultation based on two of the options, which took place during Nov-Dec 2014 and also included information about a proposed traffic light upgrade scheme (now being implemented by West Sussex County Council).
- 4.6 The consultation report issued in Jan 2015 showed that Option 1 was preferred by 62% of respondents and 94% said that the S106 funds should be spent on Station improvements.
- 4.7 On the 11<sup>th</sup> February 2015 Cabinet resolved to allocate £430,000 of S106 monies to the implementation of the scheme as per option 1, however these

funds were not at the time added to the Crawley Borough Council capital programme, since West Sussex County Council was the lead partner.

- 4.8 In May 2015 Southern Railway Limited produced a feasibility report for a new “eastern” entrance gate line onto Platform 5, together with a new vehicle drop off zone associated with this entrance, along Station Hill.
- 4.9 In February 2016, following nine months of negotiation by West Sussex County Council with the Coast to Capital Local Enterprise Partnership in order to obtain funding, the scheme became stalled as the business case could not be supported by Network Rail.
- 4.10 On 29 June 2016, Crawley Borough Council’s Cabinet agreed to reallocate £1.5 million of Crawley Borough Council capital funds to the scheme from the Queens Square Regeneration Programme (Financial Outturn 2015/16 - FIN/385). This was made possible because officers had successfully secured £1.5 million of Local Enterprise Partnership (LEP) funding which, along with a similar level of funding from West Sussex County Council, fully funded the Queens Square scheme.
- 4.11 In September 2016 it was agreed by the Crawley Growth Board that the Council should take the lead on discussions with Network Rail to review the scheme and seek to draw up a revised project brief in line with Network Rail objectives.
- 4.12 In spring 2017, Network Rail agreed for the scheme to be revived and in September 2017 the Council secured the services of an experienced Programme Manager to drive forward the scheme.
- 4.13 In November 2017, a new Design Brief was developed based on option 1 (on the basis of the consultation responses referred to above) and Project Centre were appointed to review option 1 and also take into account the Govia Thameslink Railway (then Southern) feasibility report on a new eastern access to the station. This has resulted in the revised concept design proposal presented in this report.
- 4.14 West Sussex County Council are currently upgrading the seven junctions near the station from the SCOOT traffic light system to the MOVA operation which will see an improvement to the traffic flows at each junction and better vehicle access to the station.

## **5. Three Bridges Station Improvement Scheme – Revised Design Concept Proposal**

- 5.1 The revised objectives of the scheme are as follows;
- Improve the physical environment of the station forecourt area
  - Improve the taxi rank
  - Improve provision for picking up/dropping off of passengers by car / taxi
  - Improve the transport interchange facilities / review bus shelters & cycle links
  - Improve access to the station by sustainable forms of transport
  - Improve significantly pedestrian access by creating a new eastern entrance / exit point to the station at platform 5
  - Improve access to buses from the station and upgrade the quality of the bus shelters
  - Review parking facilities to offset any spaces lost as a result of the proposals.

- 5.2 Following sessions with a range of stakeholder groups additional objectives have been 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.
- 5.3 The dialogue with key stakeholder groups, including Network Rail, Govia Thameslink Railway, West Sussex County Council, the Taxi Association, Town Access Group (TAG) and the Cycle Forum, has proven to be invaluable in helping to inform the revised concept designs, which are presented in Appendix A.
- 5.4 Appendix A comprises an illustrative map with numbers to indicate where the proposed changes to the designs are located, alongside explanatory text to explain the nature of each change and an artist's impression of the redesigned forecourt. The key changes proposed are all subject to further assessment at detailed design stage and are as follows:
- 5.5 **Enhanced Parking Provision / A new vehicle Waiting Zone for the public –** Reconfiguring the car park provides an additional 6 parking spaces and creates space for the construction of 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.
- 5.6 **Enlargement of the Taxi Rank –** The provision at the front of the station for an enlarged taxi rank for up to 22 taxis with a two lane exit, which also takes away the need for a stopping up order to transfer the ownership of a small area of land within the forecourt, from the Council to Network Rail.
- 5.7 **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 two bus Superhubs – (state of the art bus stops equipped with Wi-Fi, phone charging points etc.), an additional bus shelter and the relocation of another bus stop closer to the station. This will significantly increase the ability for people to access and exit the station more safely and by sustainable modes of transport.
- 5.8 **A brand new Eastern Access –** The revised proposal seeks to create an Eastern Access via platform 5 of Three Bridges station for bus passengers, pedestrians and cyclists, whilst also providing sufficient parking spaces for staff working at the Network Rail depot.
- 5.9 **Transforming the Forecourt –** The revised proposal aims to provide 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.
- 5.10 **The option to remove the right hand Turn -** The concept design for the Three Bridges Station improvement also refers to a 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. At detailed design stage a thorough and robust analysis will be undertaken to determine

whether removing the right hand turn is viable, taking account of the impact of its removal on local residents. The outcome of this investigation will be presented as part of the detailed designs, which will be the subject of further public consultation, ahead of a report to Cabinet seeking approval for the detailed designs and then, subject to Cabinet approval, the submission of a planning application.

- 5.11 Once the detailed designs are drawn up and prior to submission of a planning application, Crawley Borough Council, West Sussex County Council and partners will go out to public consultation to ensure local support for the scheme proposals and officers will subsequently go back to Cabinet in the autumn to seek approval for the detailed designs. The current concept design is therefore subject to change.

## **6. Information & Analysis Supporting Recommendation**

- 6.1 The Programme Manager has held meetings with a range of stakeholder groups including: Economic Regeneration Working Group (to which all Crawley Borough Council and Crawley West Sussex County Councillors members were invited), the Town Access Group, Hackney Carriage Association, Cycle and Walking Forum, Three Bridges Community Forum, County Local Committee (CLC) and ward councillors. Other forums and stakeholders were offered an information session briefing of the scheme but did not take up the offer.
- 6.2 The feedback received from the key stakeholders has been very positive as regards the overall scheme, and the revised concept designs well received. 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 found on-line on the [www.regeneratingcrawley.org.uk](http://www.regeneratingcrawley.org.uk) web site and also at Appendix B.
- 6.3 From 12<sup>th</sup> February to 5<sup>th</sup> 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 inside Three Bridges station. 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 preparations for the detailed design stage when outstanding queries will be taken into account.
- 6.4 The Council and partners are committed to undertaking a thorough investigation as part of the detailed designs process in order to determine whether or not the removal of the right hand turn is viable and to identify alternative solutions if required.
- 6.5 The Scheme is being project managed by Crawley Borough Council, working in close partnership with Govia Thameslink Railway, Network Rail and West Sussex County Council. These partners have all confirmed their commitment to the scheme by joining the Project Steering Group and agreeing the Terms of Reference for the group.
- 6.6 The next steps for the Scheme, subject to Cabinet approval, will be as follows;
- Further develop the concept to a level of detailed design particularly responding to and mitigating resident concerns raised during the information sessions.
  - Undertake a further period of public consultation on the detailed designs.
  - Submit a report to Cabinet seeking approval for the final version of the detailed designs.

- Subject to Cabinet approval, submit a full planning application
  - Develop construction specification details to enable works tendering of the project.
  - Subject to planning permission a procurement process will be undertaken to let the construction contract and appoint a contractor to undertake the works, which will require Cabinet approval.
  - The intention is for the scheme works to commence on site by January 2020.
- 6.7 Govia Thameslink Railway (GTR), Infrastructure Director, said:  
“Crawley Borough Council's proposed investment in interchange infrastructure improvements at Three Bridges Station is welcomed and will most certainly further improve the ease of use of the station for all the rail passengers. A timely improvement that GTR fully support.”
- 6.8 Network Rail Route Enhancement Manager, said: “We fully support the Crawley Growth Programme plans to improve connectivity for pedestrians, cyclists and motorist at Three Bridges station. Well connected stations are a vital link for local communities and mean better journeys for rail passengers.”
- 6.9 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 supports progressing this work forward to a detailed design stage, which will enable us to consider the communities feedback, undertake traffic modelling and identify a clear and viable scheme that will improve the major transport hub that is Three Bridges Station.

## 7. Implications

- 7.1 The report seeks approval for an allocation of up to £675,000 from the £1.5 million previously allocated from the Crawley Borough Council capital programme for spend on the detailed design stage of the scheme. This is an integral part of the Crawley Growth Programme and will enable the delivery of the detailed design work.
- 7.2 Govia Thameslink Railway and Network Rail are not funding the scheme but they have provided corporate commitment and staff support to enable us to proceed with the scheme and are helping us to navigate through their organisations, with some partners aiming to cover their own costs.
- 7.3 The main risks associated with the scheme are as follows;
- a) **Land ownership issues** - The discussions that we will be having 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.
  - b) **Unforeseen additional costs** – incorporating additional elements to the scheme may result in additional costs. There is a risk of unforeseen costs being identified at the detailed design stage, which would either require additional funds or an alteration of the scope of the scheme.
  - c) Ongoing support from Govia Thameslink Railway is dependent on the scheme having a resource “cost neutral” impact on them.

- d) **Eastern Access** -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. The next detailed design stage will ascertain the requirements and full costs for the partial demolition of a section of the retaining wall if required. The wall is a sizeable structure, approximately 5-6m high and a section approximately 50m long would need to be removed to facilitate construction of the Eastern Access vehicle drop off area. A section of the wall may need to be replaced and relocated. In addition there are complex land ownership issues that need to be investigated and these may reveal unforeseen costs.
  
- e) **Construction Logistics** - The station will need to remain operational throughout the construction period and must ensure continuation of all 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 project design stage with the final proposals being developed when the Contractor is appointed (subject to cabinet approval), which is expected in the autumn of 2019.

## 8. Next Steps

8.1 The following provides an indicative outline of the proposed future programme;

Activity	When Apr-Jun- Qtr1 Jul-Sep- Qtr2 Oct-Dec- Qtr3 Jan-Mar- Qtr4	Comment
Develop Detailed design Delivery Plan and overall Programme	Quarter 1 2018/2019	This is in line with the Council's commitment to respond to resident concerns raised at the information sessions, including the – "no right hand turn"; This will include action to identify where possible mitigation / design solutions.  Commence land negotiations.
Information Gathering/Data Collection  Develop and complete comprehensive detailed designs, ready for public consultation.	Quarter 2 / 3 2018/2019	Carry out Traffic Impact Assessment on proposed design – this will include comprehensive traffic modelling, examining in depth the impact of the proposals to remove the right hand turn and to create an Eastern access vehicle drop off point.  Continue Land Negotiations Scope, Commission and Carry Out Site Investigations (e.g. Ground Penetrating Radar, Traffic Studies, Retaining Wall investigations, Pavements testing, environmental etc.)  Develop and refine design details
Public consultation On detailed design proposals	Quarter 3 2018/2019	Undertake further public consultation with local residents and stakeholders to ensure sufficient local support prior to submitting the planning application.
Report to Cabinet seeking approval for final version of detailed designs  Prepare and submit Planning Application  Planning Process	Quarter 3 / 4 2018/2019	Continue Land Negotiations  Submit Planning Application  Planning Process



Complete Planning Process	Quarter 1/2 2019/2020	Secure planning permission
Completed Detailed Design		Finalise Detailed Design
Stakeholder formal Approvals		Obtain formal Network Rail and Train Operating Company approval to proposals
Section 278 Highway Application		Make Section 278 Highway Application to West Sussex County Council  Continue / finalise Land negotiations
Works Procurement	Quarter 2/3 2019/2020	Produce Tender Documents  Carry out Open Tender process  Tender Evaluation and review  Seek Cabinet approval for appointment of Contractor.  Appoint Contractor
Start on site	Quarter 4 2019/2020	Construction Commences

## **9. Background Papers**

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

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