

Controlled Motorway

M25 Junctions 7 to 10

Consultation Paper

November 2009



Summary of the Consultation

Topic of this consultation:	The M25 Junctions 7 to 10 Controlled Motorway Scheme.
Scope of this consultation:	<p>We are keen to have your comments on the proposal to introduce variable mandatory speed limits on the M25 between junctions 7 and 10 (“the Controlled Motorway Scheme”) specifically how it could affect your organisation or those you represent.</p> <p>The Controlled Motorway will include the motorway and the on-slip and off-slip roads between junctions 7 and 10.</p>
Geographical scope:	This consultation covers the Controlled Motorway Scheme which will enable proactive management of the motorway network in Surrey.
Impact Assessment:	The Impact Assessment can be found at Appendix A. When responding to the consultation, please comment on the analysis of costs and benefits, giving supporting evidence wherever possible.

General Information

To:	The consultation is aimed at any affected stakeholder groups and the general public.
Body/bodies responsible for the consultation:	The Highways Agency.
Duration:	The consultation will last for a period of 13 weeks commencing on 30 November 2009 The consultation will close on 5 March 2010 Please ensure responses arrive no later than that date.
Enquiries:	<p>Hugh Maxwell Highways Agency Federated House London Road Dorking RH4 1SZ</p> <p>Email: M25CM@highways.gsi.gov.uk</p>
How to Respond:	<p>Please send your consultation response using the “Consultation Response Form” at Appendix B to:</p> <p>Hugh Maxwell Highways Agency Federated House</p>

	London Road Dorking RH4 1SZ
	Or you can respond to the consultation by email: M25CM@highways.gsi.gov.uk When responding, please state whether you are responding as an individual or representing the views of an organisation. If responding on behalf of a larger organisation please make it clear who the organisation represents, and where applicable, how the views of members were assembled.
Additional ways to become involved:	The Highways Agency website will include a copy of this consultation pack which will be available to the general public. The website address is: http://www.highways.gov.uk/m25controlledmotorway
After the consultation:	All responses received from consultees within the consultation period will be considered and responded to as necessary. Following the consultation, a summary report will be made available on the Highways Agency website. The summary report will provide an analysis of responses received and the Highways Agency's response. Subject to the results of the consultation, we envisage that the controlled motorway scheme will be introduced in Summer 2012.
Compliance with the Code of Practice on Consultation:	This consultation complies with the Government's Code of Practice on Consultation.

Background

Getting to this stage:	The Government has announced a programme of up to £6 billion to improve and make better use of motorways and other key roads. The introduction of variable mandatory speed limits builds upon similar schemes already introduced on the M25 and the M20. The scheme aims to tackle congestion and provide more reliable journey times.
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Executive Summary

This consultation will provide an opportunity for interested parties and individuals to comment on the proposal to introduce variable mandatory speed limits on the M25 between junctions 7 to 10 (“the Controlled Motorway Scheme”). Secondary legislation in the form of regulations made under section 17 of the Road Traffic Regulation Act 1984 will be required to implement the Controlled Motorway Scheme.

The proposed regulations will within the area of the controlled Motorway Scheme, restrict drivers from driving at a speed exceeding that displayed on the speed limit signs or the national speed limit where no other speed limit sign is displayed.

The Controlled Motorway Scheme will enable proactive management of the motorway network in this area of Surrey. The speed limits displayed on the motorway will take account of prevailing traffic conditions with the aim of ensuring the smooth flow of traffic. These mandatory variable speed limits will be clearly displayed above each lane of the main carriageway open for use by traffic

We are keen to have your comments on the proposal to introduce variable mandatory speed limits, specifically how they could affect your organisation or those you represent. Similarly, we welcome your comments on the Impact Assessment which can be found at Appendix A. Consultees are invited to offer views on the treatment of costs and benefits in the accompanying Impact Assessment.

The Introduction of Variable Mandatory Speed Limits

The Highways Agency is committed to building upon the success of the existing controlled motorways scheme which has been operational on the M25 between Junctions 10 and 15 since 1995, and was extended to Junction 16 in 2002. It is expected that the Controlled Motorway Scheme will:

- Reduce congestion;
- Provide more reliable journey times;
- Reduce the frequency of accidents;
- Reduce carbon emissions; and
- Reduce driver stress.

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1. HOW ARE WE CONDUCTING THE CONSULTATION

1.1 WHAT IS THIS CONSULTATION ABOUT?

We are consulting on the proposal to allow the operation of variable mandatory speed limits on the M25 between Junctions 7 and 10 (the Controlled Motorway Scheme).

1.2 WHY DO WE NEED THE CONTROLLED MOTORWAY SCHEME?

The Government has announced a programme of up to £6 billion to improve and make better use of motorways and other key roads. The Highways Agency is developing its role as Network Operator through a series of traffic management, network control and other measures with the aim of:

- Achieving best use of existing road space
- Responding more quickly to incidents and reducing clear-up times, and
- Reducing congestion and increasing the reliability of journey times

The use of variable mandatory speed limits is an essential element in achieving these requirements. It is aimed at tackling congestion through the introduction of technology to make best use of the existing road space whilst maintaining and where possible, improving current safety standards.

1.3 JOINING THE DEBATE

We would like to encourage any representative organisations, businesses or individuals affected by the proposed Controlled Motorway Scheme to make contact with us and communicate their views.

If you are responding on behalf of an organisation, it would be helpful if you could note this in your reply. Please also indicate the nature of the organisation, how many individuals' views are included in the response, and ways in which these views were gathered.

1.4 SENDING YOUR CONSULTATION RESPONSE

All responses should be sent in writing (email or by post) to the address below. Please let us have your comments by the 5 March 2010

Hugh Maxwell
Highways Agency,
GA Federated House,
London Road,
Dorking, RH 4 1SZ

Email: M25CM@highways.gsi.gov.uk

1.5 HOW WE WILL ACT ON YOUR RESPONSES

Following the consultation period, we will publish a 'Response to Consultation Report'. This will be published on the Highways Agency website.

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want any information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this, it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality will be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Highways Agency.

The Highways Agency will process your personal data in accordance with the DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

1.6 FURTHER INFORMATION

To receive further information on the Controlled Motorway Scheme you can contact:

Hugh Maxwell
Highways Agency,
GA Federated House,
London Road,
Dorking, RH 4 1SZ

Telephone: 08457 504030

Email: M25CM@highways.gsi.gov.uk

Alternatively visit the Highways Agency website at:

<http://www.highways.gov.uk/m25controlledmotorway>

1.7 GOVERNMENT'S CODE OF PRACTICE ON CONSULTATION

We are conducting this consultation in accordance with the Government's Code of Practice on consultation. The consultation criteria are listed below.

1. **When to consult** - Formal consultation should take place at a stage when there is scope to influence the policy outcome.
2. **Duration of consultation exercises** - Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.
3. **Clarity of scope and impact** - Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals.
4. **Accessibility of consultation exercises** - Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.
5. **The burden of consultation** - Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees' buy-in to the process is to be obtained.
6. **Responsiveness of consultation exercises** - Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation.
7. **Capacity to consult** - Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.

If you have reason to believe this consultation document does not comply with this Code of Practice, please write to our consultation coordinator at the address below, setting out the areas where you believe this consultation does not meet the criteria:

Monica Brown
Highways Agency,
Zone 2/09K,
Temple Quay,
Bristol, BS1 6HA

Or alternatively monica.brown@highways.gsi.gov.uk

Further information about the Code of Practice can be located on the Department for Business Information and Skills website:

<http://www.berr.gov.uk/whatwedo/bre/consultation-guidance/page44420.html>

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2. GENERAL INFORMATION ON THE CONTROLLED MOTORWAY SCHEME

2.1 PROPOSED EXTENT OF THE CONTROLLED MOTORWAY SCHEME

A map showing the Controlled Motorway Scheme is shown in Figure 2A, including the proposed extent of the scheme. The precise configuration of the extent of the roads that are included within the scheme may be subject to variation. The Controlled Motorway Scheme will include the motorway and the on-slip and the off-slip roads between junctions 7 and 10.

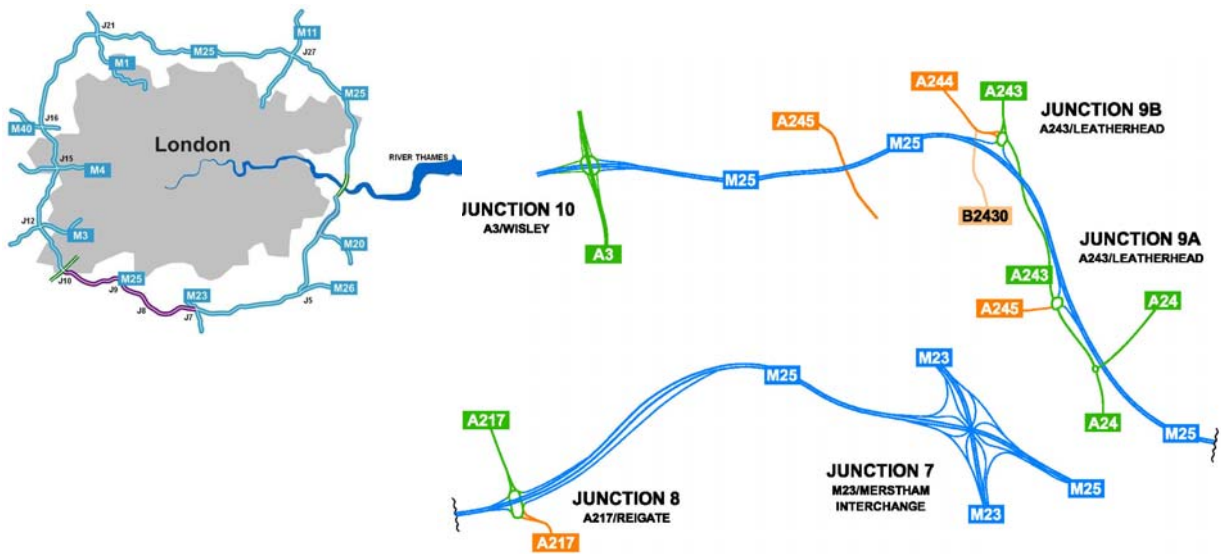


Figure 2A: Controlled Motorway Scheme Map

2.2 KEY FEATURES

The Controlled Motorway Scheme will include the following key features:

- Gantries at regular spacing with lane specific Advanced Motorway Indicator signals;
- Variable Message Signs to provide the latest driver travel information and provide advance warning of incidents;
- Digital speed enforcement equipment to facilitate enforcement and manage compliance. The Highways Agency Digital Enforcement Camera System 2 (HADECS 2) will be used to enforce variable mandatory speed limits automatically;
- A system where in-road vehicle detector loops will detect queuing traffic and set warning signals, plus a network of CCTV cameras to monitor traffic conditions;
- Partnership with the Police;

- Provision of Highways Agency Traffic Officers to ensure effective incident management; and,
- Incident response teams to remove obstructions, assist with traffic management and repair roadside infrastructure.

2.3 ENFORCEMENT

Obtaining an acceptable level of compliance with the speed limits displayed on overhead gantries is key to the successful and safe operation of the Controlled Motorway Scheme. Enforcement of variable mandatory speed limits is planned to be carried out using a combination of gantry-mounted speed enforcement cameras and traditional enforcement by the Police.

HADECS 2 will be used to automatically enforce variable mandatory speed limits.

Relevant Questions:

Will the new variable mandatory speed limits be enforced, and how will this take place?

Yes, speed limits will be actively enforced to ensure compliance. The Highways Agency Digital Enforcement Camera System 2 will provide automated detection. In addition, Police officers will have powers to enforce variable mandatory speed limits.

3. VARIABLE MANDATORY SPEED LIMITS

3.1 INTRODUCTION

The Controlled Motorway Scheme will be implemented on the M25 between Junctions 7 and 10.

In order to inform motorists that they are entering the Controlled Motorway Scheme area, fixed signage on main carriageways and slip roads will indicate entry and exit locations.

During normal motorway operation, signals on gantries will be blank and the motorway will operate as a standard motorway.

When variable mandatory speed limit are in operation, the variable mandatory speed limit signals will be displayed on gantries on the M25 between Junctions 7 and 10. The signals are capable of automatically displaying one of three mandatory settings, 40 mph, 50 mph or 60 mph. The speed selected will take account of prevailing traffic conditions and is automatically calculated from sensors buried in the road surface. It is also possible to manually set mandatory speed limit signals to show a speed below 40 mph.

To confirm that the speed limit is mandatory and enforceable, the speed shown will have a red circle around it signifying that the speed is to be obeyed as is the case with all other mandatory speed limit signs.

Some gantries will be fitted with HADECS 2 capable of providing evidence to secure prosecutions for speeding under the Road Traffic Act 1988.

The operational regimes to be implemented within the Controlled Motorway Scheme include:

- Normal operation;
- Variable mandatory speed limits to manage congestion; and
- Incident management.

3.2 NORMAL OPERATION

During normal motorway operation, signals on gantries will be blank and the motorway will operate as a standard motorway, as shown in Figure 3A below. This follows the same operating approach as the existing controlled motorway scheme operating on the M25 between junctions 10 and 16. When any other operational regime is introduced signals will be displayed over the carriageway lanes.

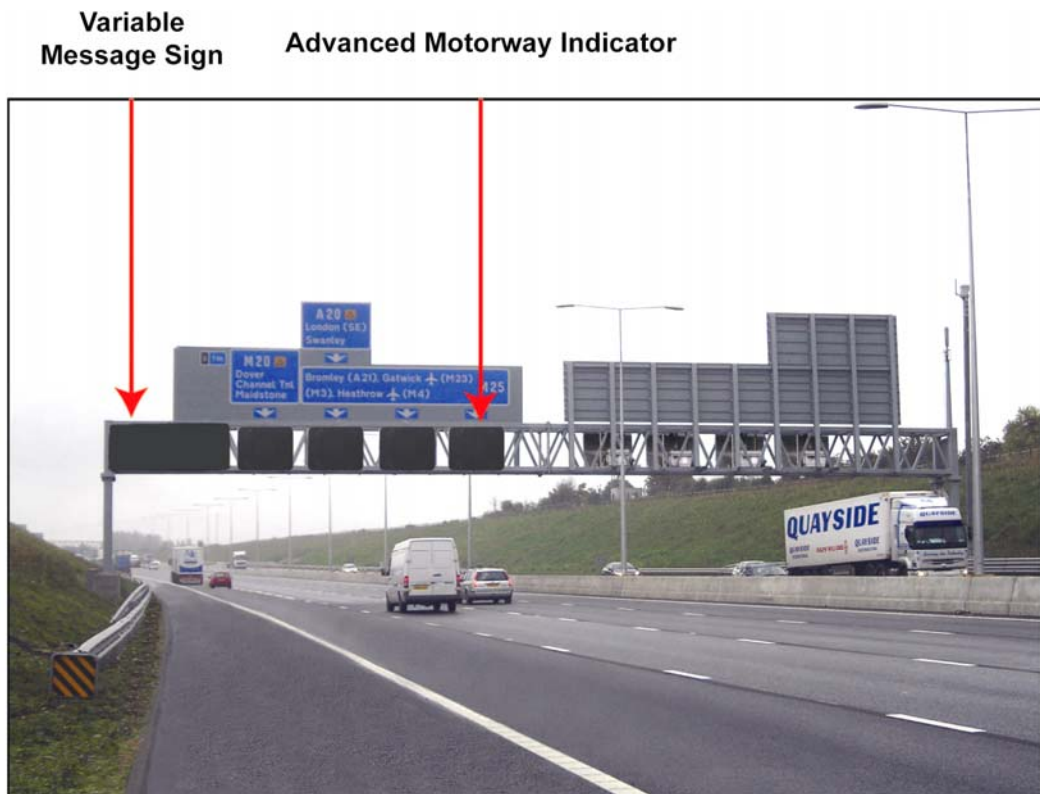


Figure 3A: The scheme during Normal Motorway Operations

Relevant Questions:

When variable mandatory speed limit signs are left blank what speed limits apply?

When signs are left blank the motorway will revert to the National Speed Limit and therefore a maximum speed of 70mph will apply to all lanes.

3.3 VARIABLE MANDATORY SPEED LIMITS

When variable mandatory speed limits are set, clear instructions will be given to drivers via the overhead signs and signals, as illustrated in Figure 3B below.

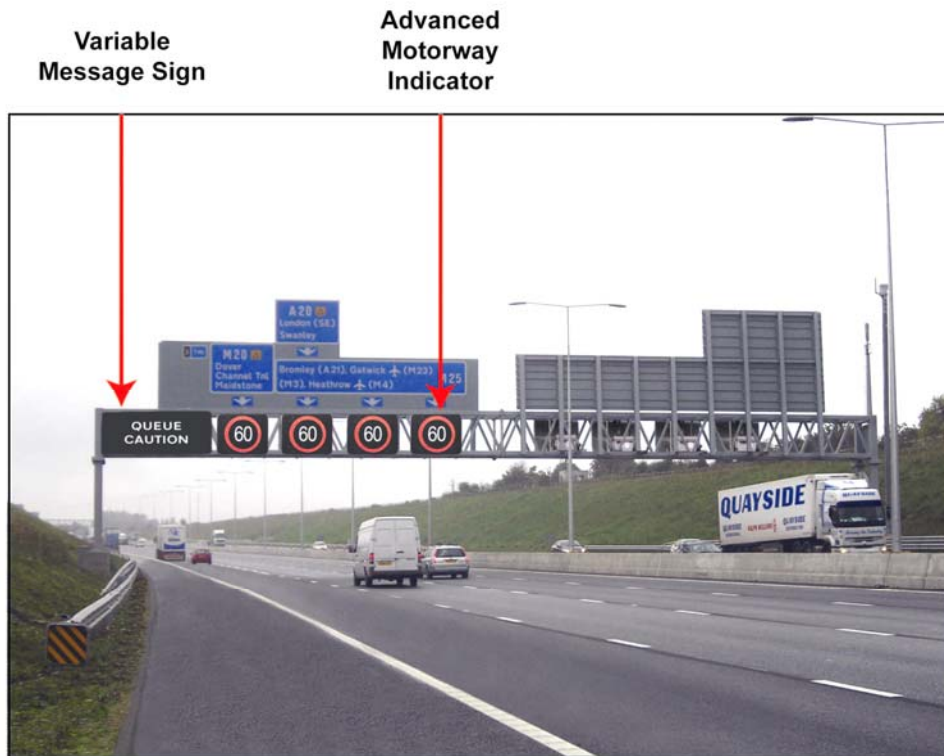


Figure 3B: Variable Mandatory Speed Limits

Variable mandatory speed limits will operate in a similar manner to the M25 junctions 10 to 16 controlled motorway scheme, which has variable mandatory speed limits displayed above all the main carriageway lanes. The variable mandatory speed limit signal will be displayed on gantries on the M25 between Junctions 7 and 10. The speed selected will take account of prevailing traffic conditions and will be automatically calculated from sensors buried in the road surface.

The following points detail the operational regime for variable mandatory speed limits to manage congestion:

- During the display of variable mandatory speed limits, the signals mounted on overhead gantries above all the lanes of the main carriageway will automatically display one of three mandatory settings 40mph, 50mph or 60mph speed limits as appropriate to the road conditions. Lower speed limits such as 20mph or 30mph can be set manually by operators when considered necessary for the safety of the travelling public or those working within the carriageway.
- When queuing traffic is present, the message signs will display a “Queue Ahead” (or similar) message.

Relevant Questions:

What speed limits can be displayed?

When the variable mandatory speed limits are in operation the Advanced Motorway Indicators will normally display speed limits at 60mph, 50mph and 40mph. Blank signals indicate that the National Speed Limit of 70mph applies.

Who controls the signals?

There are two ways in which variable mandatory speed limits can be controlled:

- Direct control by trained Highways Agency Regional Control Centre staff; and
- Automatic speed setting when the in-road vehicle detector loops indicate that the signs of developing congestion are present

3.4 INCIDENT MANAGEMENT

During incident management, the signs and signals can be set in order to ensure the safety of road users, protect the scene of an incident and provide access to enable the emergency services to attend if required. Speed restrictions and lane availability will be indicated through the use of variable mandatory speed limits, lane divert arrow signals with flashing amber lanterns and Red X signals which can be displayed over any of the main carriageway lanes. Figure 3C shows Red X signals and lane divert arrow signals in operation.

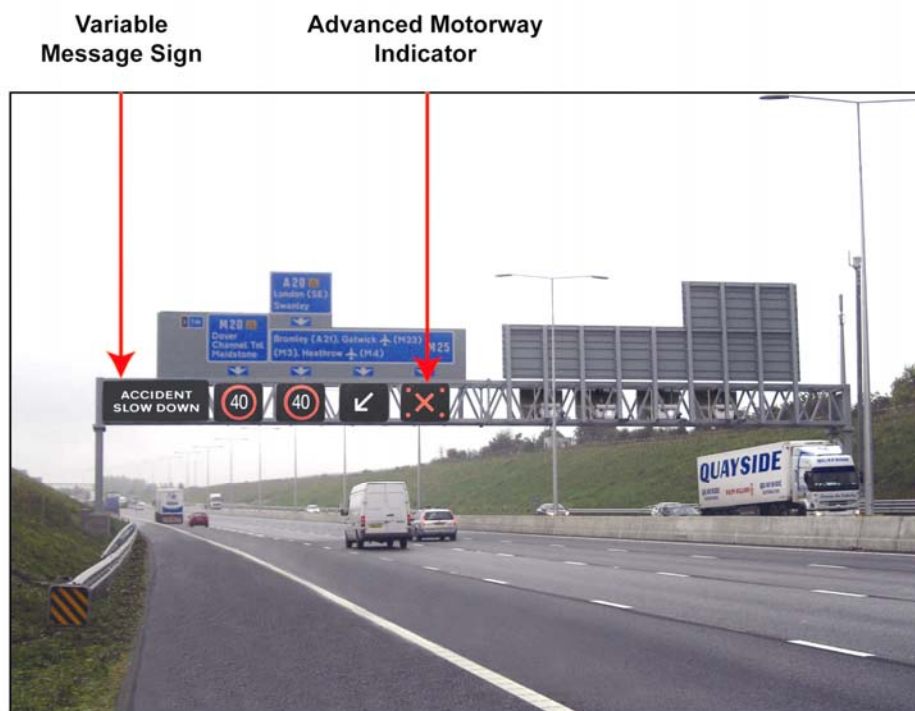


Figure 3C: Management of an incident within variable mandatory speed limit section

Relevant Questions:

Are Incident Management signals mandatory?

Red X signals are mandatory and enforceable. Lane divert arrow signals are not mandatory, although they are normally followed by a Red X signal, and therefore it is advisable to change lanes once it is safe to do so in order to ensure compliance once the Red X signal indicating that traffic should not proceed past it is displayed.

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4. LEGISLATIVE CHANGES

4.1 LEGISLATIVE CHANGES FOR THE IMPLEMENTATION OF THE CONTROLLED MOTORWAY SCHEME

Regulations need to be made under section 17(2) and (3) of the Road Traffic Regulation Act 1984 ('the 1984 Act') for the implementation of the Controlled Motorway Scheme. The proposed regulations will restrict drivers from driving within the area of the Controlled Motorway Scheme at a speed exceeding that displayed on the speed limit signs or the national speed limit where no other speed limit sign is displayed.

The relevant legislative power in the 1984 Act permits the making of regulations that regulate the manner in which and the conditions subject to which motorways may be used by traffic authorised to use such motorways.

Within the Controlled Motorway Scheme, it is an offence to use a motorway in contravention of regulations applying to the scheme made under section 17(2) of the Road Traffic Regulation Act 1984.

Drivers of vehicles that pass a speed limit sign indicating that a speed limit other than the national speed limit applies, should obey that sign until the vehicle passes another sign indicating either that a new speed limit or the national speed limit applies.

However, when there is a change in the speed limit displayed on the speed limit sign and if the vehicle had passed that sign ten seconds earlier, then the speed limit applicable to the driver of the vehicle will be the speed limit displayed on that sign prior to it changing.

Subject to the outcome of the consultation, the proposed regulations when made will apply in relation to the M25 between junctions 7 to 10 and to the on-slip and the off-slip roads between junctions 7 and 10. The roads governed by the regulations will be set out in the regulations.

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APPENDIX A: IMPACT ASSESSMENT

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Summary: Intervention & Options		
Department /Agency: Highways Agency		Title: Impact Assessment M25 Junctions 7 to 10 Controlled Motorway
Stage: Final proposal	Version: DRAFT	Date: 1 September 2009
Related Publications: Consultation documents		

Available to view or download at:

<http://www.highways.gov.uk>

Contact for enquiries: **Hugh Maxwell**

What is the problem under consideration? Why is government intervention necessary?

The M25 between junctions 7 and 10 experiences high traffic volumes and significant congestion resulting in increased business costs and reduced mobility. In order to improve traffic flows the Highways Agency proposes to introduce variable mandatory speed limits on this section of the motorway network. Secondary legislation is required to implement these measures.

What are the policy objectives and the intended effects?

The objectives of the scheme are to reduce congestion; achieve best use of the existing road space; provide quicker, more reliable journey times; reduce the frequency and impact of accidents; and allow faster response times to incidents and reduce clear-up times.

What policy options have been considered? Please justify any preferred option.

Option 1: (Baseline) Do nothing. To do nothing will retain the status quo for existing daily congestion, accident and pollution levels increasing pro-rata year on year.

Option 2: (Preferred) Introduction of variable mandatory speed limits on the M25 between junctions 7 and 10. This policy aims to:

- Reduce congestion
- Provide more reliable journey times
- Reduce the frequency of accidents
- Reduce carbon emissions
- Reduce driver stress

When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects?

A period of monitoring and assessment will begin prior to commissioning and will continue for six months thereafter. The assessment will optimise the system to ensure that full benefits are achieved.

Ministerial Sign-off For final proposal/implementation stage Impact Assessments:

I have read the Impact Assessment and I am satisfied that (a) it represents a fair and reasonable view of the expected costs, benefits and impact of the policy, and (b) the benefits justify the costs.

Signed by the responsible Minister:

.....Date:

Summary: Analysis & Evidence	
Policy Option: 2	Description: To introduce Variable Mandatory Speed Limits on the M25 between Junctions 7 and 10

COSTS	ANNUAL COSTS		Description and scale of key monetised costs by 'main affected groups' Installation costs Journey times Maintenance/Renewal Enforcement	
	One-off	Yrs		
	£ 29,200,000	3		
	Average Annual Cost (excluding one-off)			
	£ 1,350,000		Total Cost (PV)	£ 50,000,000
Other key non-monetised costs by 'main affected groups'				

BENEFITS	ANNUAL BENEFITS		Description and scale of key monetised benefits by 'main affected groups' Reduction in accidents Reduction in carbon emissions Improvement in journey time reliability	
	One-off	Yrs		
	£ 6,440,000	1		
	Average Annual Benefit			
	£ 6,440,000	30	Total Benefit (PV)	£ 106,200,000
Other key non-monetised benefits by 'main affected groups' Increased driver information, reduced driver stress, reduced fuel usage, reduced noise levels. Increased mobility for people and goods, leading to wider economic benefits				

Key Assumptions/Sensitivities/Risks

The effects of a Controlled Motorway scheme on the M25 between J7 and J10 have been assumed to be similar to the M25 J10 to J16, which has had a controlled motorway scheme in operation since 2002.

Price Base Year 2008	Time Period Years 30	Net Benefit Range (NPV) £ 48,800,000 – 83,100,000	NET BENEFIT (NPV Best estimate) £ 56,200,000
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What is the geographic coverage of the policy/option?	M25 J7 to J10			
On what date will the policy be implemented?	2012			
Which organisation(s) will enforce the policy?	Police			
What is the annual cost of enforcement for these organisations?	£ 83,000			
Does enforcement comply with Hampton principles?	Yes			
Will implementation go beyond minimum EU requirements?	N/A			
What is the value of the proposed offsetting measure per year?	£ N/A			
What is the value of changes in greenhouse gas emissions?	£ 3,770,000			
Will the proposal have a significant impact on competition?	No			
Annual cost (£-£) per organisation (excluding one-off)	Micro £0	Small £0	Medium £0	Large £0
Are any of these organisations exempt?	No	No	N/A	N/A

Impact on Admin Burdens Baseline (2005 Prices)

Increase £ N/A Decrease £ N/A **Net** (Increase - £ N/A)

Key: Annual costs and benefits: Constant (Net) Present

Evidence Base (for summary sheets)

Note: This proposal has been assessed against the guidance that DfT uses to assess proposals and is based on the same principles as other Impact Assessments but some presentational aspects may differ.

BACKGROUND

The Highways Agency is proposing to implement regulations to introduce variable mandatory speed limit on the M25 between J7 and J10 (“the Controlled Motorway Scheme”). The Controlled Motorway Scheme together with the ability to enforce the variable mandatory speed limits will aim to deliver a number of positive benefits with regard to safer roads and a reduction in journey times without the need for more road construction. These are:

- Making best use of the existing infrastructure;
- Reduced congestion, increased throughput of traffic and improved journey time reliability;
- Reduced traffic flow breakdown;
- Reduced accidents; and
- Reduced carbon dioxide emissions

Since 1995, a Controlled Motorway Scheme has been operational on the western quadrant of the M25 between Junction 10 (A3) and Junction 15 (M4). In 2002, the scheme was extended to cover Junctions 15 (M4) to 16 (M40).

Controlled Motorways have the following key features:

- Mandatory speed control, using variable speed limits displayed on special Advanced Motorway Indicators (AMI's) equipped with ‘Red Rings’, mounted above each lane on standard gantries.
- Automatic signal setting in response to traffic conditions, driven by the Motorway Incident Detection and Automatic Signalling (MIDAS) system, with additional driver information on Enhanced Message Signs (EMS).
- Provision of speed enforcement using the Highways Agency Digital Enforcement Camera System 2 (HADECS 2) which will be mounted on the gantries.

Scheme Development

The variable mandatory speed limit signals will be displayed on gantries. The signals mounted on overhead gantries will be capable of automatically displaying one of three mandatory settings, 40 mph, 50 mph or 60 mph. All the lanes above the main carriageway will automatically display the mandatory speed limit as appropriate to the road conditions. In addition, 40 mph signals will be set to protect backs of queuing traffic. Lower speed limits such as 20 mph or 30 mph can be manually set by operators when considered necessary for the safety of the travelling public or those working within the carriageway.

A detailed “before and after” study was carried out when the Controlled Motorway Scheme was implemented on the M25 between Junctions 15 and 16. The study team included recognised experts in traffic behaviour, air quality, noise pollution, accident analysis, statistics and economic appraisal. The project team was accountable to a specially created Project Steering Group, comprising suitably qualified representatives from the Department for Transport and the Highways Agency. Methodology and results were reviewed on at least a quarterly basis, with interim meetings focusing on more technical detail as required.

Business Need

In determining the methodology for guiding the business case work, the Project Steering Group recommended that the New Approach to Traffic Appraisal (NATA) be adopted. The business case itself was established using a “before and after” comparison of key variables such as journey time, safety and capacity. The “before” scenario was the conventional gantry-mounted lane-signalling and cantilever mounted carriageway signals, with manually set signals and automatic queue protection using advisory speed limits. The “after” scenario (after implementation, i.e. with the Controlled Motorway Scheme operational) was the Controlled Motorway Scheme with variable mandatory speed limits, speed enforcement and congestion algorithms.

The project team conducted a comprehensive data analysis as part of developing the business case methodology. There were several sources used to collect this data:

- Carriageway loop detectors provided minute-by-minute data on flows, speeds, vehicle type and vehicle spacing;
- Specific journey data from instrumented vehicles provided information about stop-start behaviour and verified journey time measurements;
- Automatic Number Plate Recognition (ANPR) data provided a larger volume of information on actual journey times between Junctions 15 and 16;
- Noise surveys assessed the impact of the scheme on noise levels close to the road;
- Typical driving profiles (from the instrumented vehicles) and a large database for vehicle emission values were used to measure and model exhaust emissions; and
- STATS19 injury accident records provided extensive accident data.

The studies showed that there were impacts from introducing a Controlled Motorway Scheme on the M25. The effects are described in the M25 Controlled Motorways Summary Report (HA159/04). Table 1 summarises the key outcomes.

Table 1 - Impacts of Controlled Motorways on M25

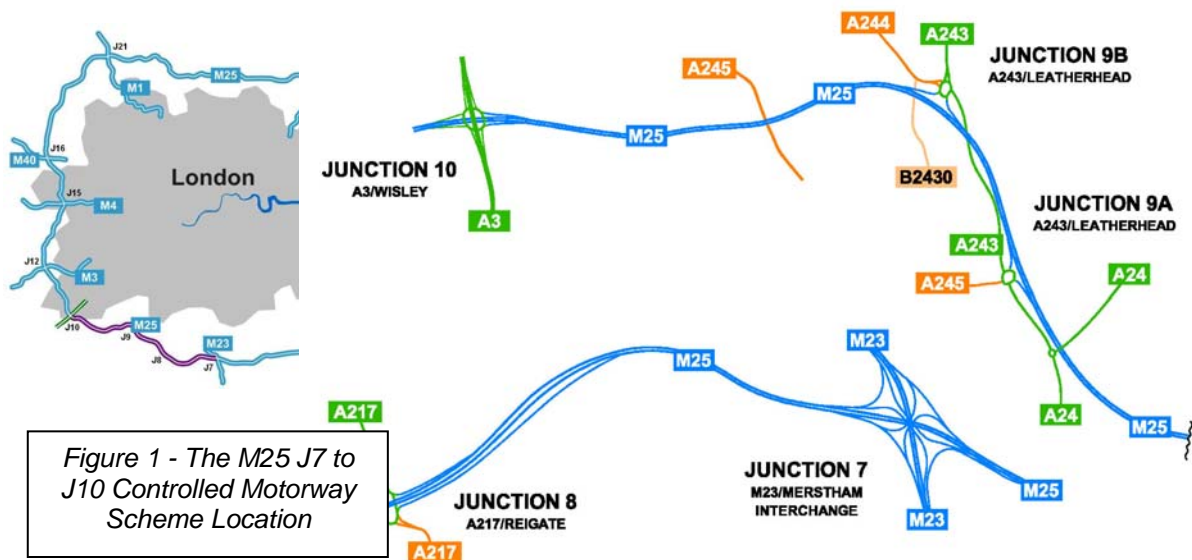
Impact Area	Indicators of Impacts	Overall Improvement (Y/N)
Safety	Safety benefits arose as a result of a culmination of impacts on the driving environment and on driver behaviour. Injury accidents were reduced by 10%, and there was a 20% drop in the ratio of injury to damage only accidents.	Y
Journey times	There was an increase in peak-time journey times on the clockwise carriageway and a decrease on the anticlockwise carriageway. Combining the two carriageways made the peak-time effect of Controlled Motorways neutral. Off-peak, there were small increases in journey times on both carriageways.	N
Journey time reliability	There was a small improvement in overall journey time reliability, indicating a smoother journey.	Y
Emissions	Emissions decreased overall by between 2% and 8%. The smoothing effect of the system reduced fuel consumption, with a commensurate impact on emissions.	Y
Noise	Weekday traffic noise adjacent to the scheme was reduced by 0.7 decibels.	Y
Throughput	There was no increase in the peak 1-hour throughput.	N
Speed limit compliance	There was a reduction of 5% in the proportion of drivers exceeding the 40mph speed limit, which is now displayed as a mandatory limit.	Y
User reaction	The Controlled Motorways scheme was well accepted and there was a perception of key benefits.	Y

Subsequent to these studies, additional work has been carried out to determine the effect of Controlled Motorways on safety, using additional data (up to the end of 2006). This analysis¹ has shown that the best estimate of the effect of Controlled Motorways on injury accidents is a reduction of 15%.

¹ Crinson L, Nottley S & Lawton B (2007). Safety Benefits of the M25 Controlled Motorway: 1990 to 2006 Data. UPR/SSI/165/07. TRL, Wokingham
5074281/M25 J7-10 Controlled Motorway Consultation Paper
FINAL V5.4 27Nov09.doc

THE M25 J7 TO J10 CONTROLLED MOTORWAY SCHEME

As part of the work to tackle congestion on the motorway and trunk road network, the Highways Agency is planning to introduce mandatory variable speed limits on the M25 between J7 and J10 (“the Controlled Motorway Scheme”). The scheme will be integrated with the current scheme on the M25 to give a geographical coverage for Controlled Motorways from J7 to J16 in both directions.



THE EFFECT OF INTRODUCING THE CONTROLLED MOTORWAY SCHEME

The benefits of introducing the Controlled Motorway Scheme to the M25 J7-J10 have been modelled against those observed on the M25 between J10 and J16.

The impact of the introduction of the Controlled Motorway Scheme is proportional to the flow levels and to the distance over which the scheme is implemented.

The impacts are expressed as per vehicle or per vehicle km; these have been factored according to the measured flow levels on the M25 and the distance over which the scheme is to be applied.

The economic values in the Summary page have been expressed in 2008 prices. The Appraisal Period has been set at 30 years because this is a technology project, and the entire infrastructure would need to be replaced after 30 years.

The costs and benefits of the scheme over the 30-year Appraisal Period have been calculated in accordance with the Department of Transport’s Cost Benefit Analysis guidance². Changes in the value of time and vehicle occupancies have been obtained from the Values of Time and Operating Costs guidance³.

The anticipated effects of the scheme in future years have been estimated by applying a flow growth to the current measured flow profile. A medium growth rate

² TAG UNIT 3.5.4: http://www.dft.gov.uk/webtag/webdocument/3_Expert/5_Economy_Objective/3.5.4.htm

³ TAG UNIT 3.5.6: http://www.dft.gov.uk/webtag/webdocument/3_Expert/5_Economy_Objective/3.5.6.htm

has been applied to calculate the best estimate for the Net Benefit of the scheme, quoted in the Summary Information . Low and high flow growth rates have been applied to provide estimates of the sensitivity of the impacts; these have been used to calculate the Net Benefit Range (also quoted in the Summary Information).

The traffic growth for the M25 used in the calculations was:

Table 2 - Traffic growth

Years	Flow growth rate (per annum)		
	Low	Medium	High
1-5	1%	2%	3%
6-10	1%	1%	2.5%
11-15	0.5%	1%	2%
15-20	0.5%	0.5%	2%
20-30	0.5%	0.5%	1%

Benefits

The benefits of Controlled Motorways that can be expressed as economic values come from:

- a reduction in accidents;
- a reduction in carbon emissions; and
- an improvement in journey time reliability.

The current accident rate of 12.4 injury accidents/100m vehicle km has been obtained from the HA's Stats19 database. The national average is 9.8 injury accidents/100m vehicle km, so there are more accidents on this section of motorway than on a typical motorway. A 15% reduction in accidents provides an economic benefit of £3,060,000 in the first year; the benefits in future years have been estimated using the flow growth rates in Table 2.

On the M25, carbon dioxide emissions were reduced by 1,184 tonnes in the first year. Factoring this number by the relative flows on the south-west sector of the M25 and the relative lengths of the schemes, provides an estimated reduction in carbon dioxide emissions of 889 tonnes in the first year. This has been converted to a carbon value and then to an economic value, as described in the Department of Transport Greenhouse Gases Sub-Objective guidance⁴ . The economic benefit for the first year is estimated to be £84,000; the benefits in future years have been estimated using the flow growth rates in Table 2 plus the predicted changes in individual vehicle emissions contained in the Department's guidance.

On the M25 (J10 to J16), journey time reliability was measured across a variety of day types. On a typical weekday (Tuesday, Wednesday, Thursday), journey time reliability improved: there was a reduction in standard deviation of 0.005. On other

⁴ TAG UNIT 3.3.5: http://www.dft.gov.uk/webtag/webdocument/3_Expert/5_Economy_Objective/3.3.5.htm
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days (Mondays, Fridays, Saturdays and Sundays), no discernible change was detected. The benefits for the M25 on a typical weekday have been converted to an economic value as described in the Reliability Sub-Objective guidance⁵. The economic benefit for the first year has been estimated by multiplying this by 150 (the number of typical weekdays in a year). The effect on the other 206 days of the year has been assumed to be neutral. The benefit in the first year is estimated to be £307,000. The benefits in future years have been estimated using the flow growth rates in Table 2.

Costs

The economic value of Controlled Motorway Schemes comes from:

- installation costs;
- maintenance costs (including renewal after 15 years);
- enforcement costs; and
- an increase in overall journey times.

The installation cost for the Controlled Motorway Scheme on the M25 J7 to J10 is £27.8M. This covers all of the required infrastructure (gantries, Controlled Motorway Indicators, EMS, enforcement and CCTV cameras, MIDAS), plus management costs.

The maintenance and renewal costs of the system have been based on the generic values developed from the M25. These are typically £17,600 per year (current prices), plus a renewal cost after 15 years of £8,700,000 (current prices).

The Police will enforce the Controlled Motorway Scheme. The Highways Agency will pay an estimated annual administration charge of £83,000 to the police authority. It is expected that the Metropolitan Police will enforce the section of motorway from J7 to J10 as they currently enforce the existing scheme from J10 to J16 and have all the necessary training and facilities. It is anticipated that the administrative cost of enforcement for the section between J7 and J10 will add a marginal cost to the current cost of enforcing the already instrumented section of the motorway. However, for the purposes of preparing this analysis a conservative estimate of the cost has been used pending negotiation with the police authorities.

On the M25, the peak-time effect of the Controlled Motorway Scheme on journey times was neutral (see Table 1). Off-peak, there were small increases in journey times (the signals slow down the traffic, but flow breakdown was unlikely to occur). Overall, this meant that there was a small disbenefit in journey times from the introduction of the Controlled Motorway Scheme.

To estimate the effect on journey times for a generic motorway, Faber Maunsell and TRL developed a complex spreadsheet that models the effect of Controlled Motorway Schemes at various flow levels. Controlled Motorway Schemes show a journey time benefit at certain flow levels, a disbenefit at others, and are neutral at other times.

⁵ TAG UNIT 3.5.7: http://www.dft.gov.uk/webtag/webdocument/3_Expert/5_Economy_Objective/3.5.7.htm
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The flow profile for the M25 has been fed into the journey time spreadsheet, and the yearly traffic growth has been applied. This has provided a yearly total for the impact of the M25 scheme on journey times. The effect in the first year is estimated as a disbenefit of £320,000. The journey time impacts have been added to the costs in the summary information.

Breakdown of Net Benefit of the Scheme

The following table details the costs and benefits that contribute to the net benefit in the summary information. All costs and benefits are over a 30-year period and are expressed as Present Value (PV) prices ie the value today of amounts of money in the future).

Type	Cost
Installation	£27,800,000
Maintenance	£300,000
Renewal	£4,900,000
Enforcement	£1,400,000
Journey time	£15,600,000
Total	£50,000,000

Type	Benefit
Accidents	£89,300,000
Journey time reliability	£14,800,000
Carbon	£2,100,000
Total	£106,200,000
Net Benefit	£56,200,000

Enforcement and Sanctions

The legislation does not introduce any new offences or sanctions. Variable speed limits will be enforced using HADECS 2.

Implementation and Delivery Plan

The current scheme has completed its preliminary design and is in the detailed design stage. Which will be concluded in the third quarter of FY 2009/10. Construction will be in the next two financial years and is expected to be completed by March 2012.

Post Implementation Review

A period of traffic behaviour and assessment will take place before the Controlled Motorway Scheme is made active. This period of time will be used to review traffic flows and conditions thus enabling the computer algorithms which control the system to be 'fine tuned' if required.

Consultation

A consultation will take place with affected stakeholder groups and interested parties. Following completion of the consultation, stakeholder feedback will be assessed and

the results of the consultation published. The scheme will include regular project stakeholder liaison between the following principal organisations:

- The Highways Agency;
- Atkins (Scheme Designer) supported by TRL (Transport Research Laboratory);
- The SE TechMAC (Amey);
- The MA (Mouchel) and the TMC for Area 5 (Carillion);
- M25 DBFO contractor;
- Surrey Police; and
- Surrey County Council.

Additional publicity material will be sent to:

- Freight and other road user organisations;
- Surrey Fire and Rescue Service;
- The designers and operators of the Cobham Service Area (currently under design);
- Local road user groups; and
- Other key stakeholders.

SUMMARY AND RECOMMENDATIONS

The Highways Agency recommends Option 2, outlined at the beginning of this document. The Controlled Motorway Scheme has the potential to produce considerable benefits by aiming to reduce congestion, improve journey time reliability and reduce accidents, driver stress and pollution levels.

Business case benefits have already been assessed on a similar scheme operating on the M25 between junctions 10 and 15 since 1995, and this was extended to junction 16 in 2002. The following benefits have been demonstrated as part of this scheme:

- A reduction in emissions;
- A reduction in noise levels;
- A reduction in vehicle operating costs;
- Improved driver behaviour; and
- A reduction in driver stress

SPECIFIC IMPACT TESTS

Competition Assessment

The Office of Fair Trading (OFT) guidelines have been followed in order to assess the impact of the proposed scheme upon market competition.

It has been concluded that there will not be any adverse effects upon competition in the marketplace. The introduction of the Controlled Motorway Scheme will reduce

travel times and improve journey reliability which will contribute positively to competition in the marketplace. There will be agglomeration and competition benefits resulting from employment density change, due to improved journey times and productivity working.

Small Firms Impact Test

The Department for Business Enterprise and Regulatory Reform guidelines have been followed in order to assess the impact of the proposed scheme upon small firms. The proposed scheme will not have an adverse effect upon small firms. The proposals do not impose any new or increased burden. Small businesses have not been consulted separately.

Legal Aid

The Department for Constitutional Affairs guidelines have been followed in order to assess the impact of the proposed scheme upon Legal Aid.

There are no new criminal sanctions or civil penalties that will be introduced as part of the Controlled Motorway Scheme. Therefore, a full Legal Aid impact test is not required.

Sustainable Development

The Government's Sustainable Development Strategy guidelines have been followed in order to assess the impact of the proposed scheme upon sustainable development.

The proposed scheme will not have an adverse effect upon sustainable development.

Carbon Assessment

The Government's carbon assessment guidelines have been followed in order to assess the impact of the proposed scheme upon carbon emissions.

The Controlled Motorway Scheme will provide a reduction in the emission of harmful gases and noise pollutants. The proposed scheme will not have an adverse effect upon carbon emissions.

Other Environmental

Full environmental assessments have been carried out in accordance with the Highways Agency national and local environmental strategies and policies including:

- Towards a Balance with Nature: The Highways Agency Environmental Strategic Plan; and,
- Living with Roads: An Environmental Strategy for England's Main Roads.

Health Impact Assessment

The Department of Health guidelines have been followed in order to assess the impact of the proposed scheme upon public health.

A full health impact assessment will not be necessary as the proposed scheme will not have an adverse impact upon public health.

Race Equality

The Commission for Race Equality guidelines have been followed in order to assess the impact of the proposed scheme upon race equality.

The proposed scheme aims to establish a sustainable balance between wider economic growth, social inclusion and environmental objectives. It is therefore not expected that the proposed scheme will impact upon race equality.

Disability Equality

The Disability Rights Commission guidelines have been followed in order to assess the impact of the proposed scheme upon the disabled.

A full disability impact assessment will not be necessary as the proposed scheme will not have an adverse impact upon the disabled.

Gender Equality

The Government Office guidelines have been followed in order to assess the impact of the proposed scheme upon gender equality.

A full gender assessment will not be necessary as the proposed scheme does not discriminate between genders.

Human Rights

The Ministry of Justice guidelines have been followed in order to assess the impact of the proposed scheme upon human rights.

The proposed scheme will not have an adverse effect upon human rights.

Rural Proofing

The Commission for Rural Communities guidelines have been followed in order to assess the impact of the proposed scheme upon rural circumstances and needs.

The proposed scheme will not have an adverse effect upon rural circumstances and needs.

Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.

Type of testing undertaken	<i>Results in Evidence Base?</i>	<i>Results annexed?</i>
Competition Assessment	Yes	No
Small Firms Impact Test	Yes	No
Legal Aid	Yes	No
Sustainable Development	Yes	No
Carbon Assessment	Yes	No
Other Environment	Yes	No
Health Impact Assessment	Yes	No
Race Equality	Yes	No
Disability Equality	Yes	No
Gender Equality	Yes	No
Human Rights	Yes	No
Rural Proofing	Yes	No

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APPENDIX B: CONSULTATION RESPONSE FORM

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CONSULTATION RESPONSE FORM

CONTROLLED MOTORWAYS - M25 Junctions 7 to 10

Please complete this pro-forma and send to the address below:

Hugh Maxwell,
Highways Agency,
Federated House,
London Road,
Dorking,
RH4 1SZ

Or alternatively, you can respond to the consultation by email:

M25CM@highways.gsi.gov.uk

PART 1 - Information about you

Completion of this section is optional but helps with our analysis of results. A note at the end of this form explains that we may be obliged to release this information if asked to do so.

Name	
Address	
Postcode	
Email	
Company Name or Organisation (if applicable)	
Please tick one box from the list below that best describes you/ your company or organisation.	
<input type="checkbox"/>	Small to Medium Enterprise (up to 50 employees)
<input type="checkbox"/>	Large Company
<input type="checkbox"/>	Representative Organisation
<input type="checkbox"/>	Trade Union
<input type="checkbox"/>	Interest Group
<input type="checkbox"/>	Local Government
<input type="checkbox"/>	Central Government
<input type="checkbox"/>	Police
<input type="checkbox"/>	Member of the public
<input type="checkbox"/>	Other (please describe):

If you are responding on behalf of an organisation or interest group, how many members do you have and how did you obtain the views of your members:

If you would like your response or personal details to be treated **confidentially** please explain why:

PART 2 - Your comments

1. Do you consider that the proposal to introduce variable mandatory speed limits on the M25 between Junctions 7 to 10 will lead to an improvement in travelling conditions on this section of motorway?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
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Please add any comments:

2. Are there any aspects of the proposal to introduce the Controlled Motorway Scheme on the M25 between Junctions 7 to 10 which give you concerns?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
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If yes, please give your comments:

3. Are there any additional comments you would like to make about the proposal to introduce the Controlled Motorway Scheme on the M25 between Junctions 7 to 10 which give you concerns?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If yes, please give your comments:		

Note on disclosure of information

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want any information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this, it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Highways Agency.

The Highways Agency will process your personal data in accordance with the DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

APPENDIX C: LIST OF CONSULTEES

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The following bodies are consulted on this proposal:

Company Name	Recipient	Address
ACPO	Chairman (Traffic Committee)	7th Floor, 25 Victoria Street, London, SW1H 0EX
AIRSO	The Secretary	68 The Boulevard, Worthing, BN13 1LA
Amey Ltd, SE TechMAC	Peter Williamson, Contract Director	Unit 5, Orchard Business Centre, Bonehurst Road, Salfords, Surrey, RH1 5EL
Arriva Southern Counties	Operations Director	FREEPOST ANG 7624, Luton, Bedfordshire, LU4 8BR
Association of Vehicle Recovery Operators	Chief Officer	9 Railway Terrace, Rugby, CV21 3EN
Automobile Association	Operations Director	Norfolk House, Priestley Road, Basingstoke, Hampshire, RG24 9NY
British Motorcyclists Federation	The Chair	Jack Wiley House, 25 Warren Parkway, Enderby, Leicester, LE19 4SA
British Roads Federation	The Secretary	Pillar House, 194-202 Old Kent Road, London, SE1 5TG
Campaign for the Protection of Rural England	Chief Executive	CPRE National Office, 128 Southwark Street, London, SE1 0SW
Confederation of Passenger Transport UK	Operations Director	Imperial House, 15/19 Kingsway, London, WC2B 6UN
Elmbridge Borough Council	Chief Executive	Civic Centre, High Street, Esher, Surrey, KT10 9SD
Epsom and Ewell Borough Council	Chief Executive	Town Hall, The Parade, Epsom, Surrey, KT18 5BY
FirstGroup Plc	Operations Director	50 Eastbourne Terrace, Paddington, London, W2 6LG
Freight Transport Association	The Manager	Springwood House, Low Lane, Horsforth, Leeds, LS18 5NU
Green Flag	Operations Director	Green Flag House, Cote Lane, Dawson's Corner, Pudsey, Leeds, LS28 5GF
Guildford Borough Council	Chief Executive	Millmead House, Millmead, Guildford, Surrey, GU2 4BB
Institute of Vehicle Recovery Operators	Chief Executive	Top Floor, Bignell House, Horton Road, West Drayton, Middlesex, UB7 8EJ
London Borough of Merton	Chief Officer	Civic Centre, London Road, Morden, SM4 5DX
London Borough of Richmond upon Thames	Chief Officer	Civic Centre, 44 York Street, Twickenham, TW1 3BZ
London Borough of Sutton	Chief Officer	Civic Offices, St. Nicholas Way, Sutton, SM1 1EA
London Fire and Emergency Planning Authority	The Chief Fire Officer	169 Union Street, London, SE1 0LL
London Safety Camera Partnership	Chief Executive	Windsor House, 42-50 Victoria Street, London, SW1H 0TL
Metrobus Ltd	Operations Director	Crawley Head Office, Wheatstone Close, Crawley, West Sussex, RH10 9UA
Metropolitan Police Service	The Commissioner	New Scotland Yard, Broadway, London, SW1H 0BG
Mole Valley District Council	Chief Executive	Pippbrook, Dorking, Surrey, RH4 1SJ
National Express Ltd	Operations Director	Ensign Court, 4 Vicarage Road, Edgbaston, Birmingham, B15 3ES
National Traffic Control Centre	Mr Chris Cox,	3 Ridgeway, Quinton Business Park, Quinton Expressway,

Company Name	Recipient	Address
	Contracts Manager	Birmingham, B32 1AF
National Trust South East Regional Office	Area Manager	Polesden Lacey, Dorking, Surrey, RH5 6BD
Parliamentary Advisory Council for Transport Safety	The Chair	3rd Floor, Clutha House, 10 Storey's Gate, London, SW1P 3AY
RAC Foundation for Motoring	Chief Officer	89-91 Pall Mall, London, SW1Y 5HS
RAC Motoring Services	The Chief Executive	RAC House, Brockhurst Crescent, Walsall, WS5 4QZ
Reigate & Banstead Borough Council	Reigate Town Hall	Castlefield Road, Reigate Surrey, RH2 0SH
Road Haulage Association	The Chair	Roadway House, 35 Monument Hill, Weybridge, Surrey, KT13 8RN
Road Rescue Recovery Association	Chief Officer	Hubberts Bridge Road, Kirton Holme, Boston, PE20 1TW
Runnymede Borough Council	Chief Officer	Runnymede Civic Centre, Station Road, Addlestone, Surrey, KT15 2AH
South East Coast Ambulance Service	Chief Officer	Surrey Office, The Horseshoe, Banstead, Surrey, SM7 2AS
Spelthorne Borough Council	Chief Officer	Council Offices, Knowle Green, Staines, TW18 1XB
Stagecoach South	Operations Director	The Bus Station, Southgate, Chichester, PO19 8DG
Surrey Chambers of Commerce	Chief Executive	Head Office, 5th Floor Hollywood House, Church Street East, Woking, GU21 6HJ
Surrey County Council	Chief Officer	County Hall, Penrhyn Road, Kingston upon Thames, Surrey, KT1 2DN
Surrey Fire and Rescue Service	Chief Fire Officer	Fire Brigade Headquarters, Croydon Road, Reigate, Surrey, RH2 0EJ
Surrey Heath Borough Council	Chief Officer	Surrey Heath House, Knoll Road, Camberley, Surrey, GU15 3HD
Surrey Police Headquarters	Chief Officer	Mount Browne, Sandy Lane, Guildford, Surrey, GU3 1HG
Surrey Safety Camera Partnership	Chief Executive	PO Box 930, Guildford, Surrey, GU4 8WU
Tandridge District Council	Chief Executive	Station Road East, Oxted, Surrey, RH8 0BT
The London Ambulance Service	Chief Officer	220 Waterloo Road, London, SE1 8SD
The London Borough of Croydon	Chief Officer	The Town Hall, Katharine Street, Croydon, Surrey, CR9 3JS
The Royal Borough of Kingston upon Thames	Chief Officer	Guildhall, High Street, Kingston upon Thames, KT1 1EU
Transport for London (TfL)	Chief Officer	London Traffic Control Centre (LTCC), Windsor House, 42-50 Victoria Street, London, SW1H 0TL
VOSA	Chief Officer	Berkeley House, Croydon Street, Bristol, BS5 0DA