

**Horsham District Council and Crawley Borough Council
Local Development Framework
Examination into the West of Bewbush Joint Area Action Plan (JAAP)**

Statement of Common Ground

Horsham District Council, Crawley Borough Council, West Sussex County Council, Peter Brett Associates (on behalf of Crest Nicholson Developments Ltd) and Crest Nicholson Developments Ltd.

1. Introduction

- 1.1. Horsham District Council, Crawley Borough Council, West Sussex County Council, Peter Brett Associates and Crest Nicholson Developments Ltd have had continued and structured dialogue throughout the formulation of the Joint Area Action Plan (JAAP) since February 2006.

- 1.2. This Statement of Common Ground (SoCG) relates to the transport chapter of the West of Bewbush JAAP from paragraph 4.94 to 4.133 including WB 25 and WB 26, excluding paragraph on 4.117 and WB 24 relating to the Western Relief Road. This is discussed and agreed in a separate SoCG.

- 1.3. This SoCG summarises in:
 - Section 2 - the agreed position on the assessment work to date
 - Section 3 - the proposed and agreed changes to the transport chapter (excluding 4.117 and WB24)

2. Agreed Position on the Assessment Work to Date

- 2.1 The WSCC multi-modal model has been developed to undertake the assessment of development at West and North West Crawley using the SATURN/TRIPS suites of computer software. WSCC had previously developed a transport model for Crawley town centre (CTC). The CTC Transport Model and the North East Sector (NES) Highway Model have been combined and updated to undertake this assessment.

- 2.2 Significant investment has allowed the model to be extensively improved and extended to cover a wider geographical area to enable future scenario testing for

transport and development options at West and North West of Crawley. Traffic surveys were commissioned by Crest Nicholson Developments Ltd (CND) in May 2006 to provide information on car travel demand and patterns to form the basis for extending the model. These surveys included roadside interviews, automatic traffic counts, manual turning counts at junctions, registration plate surveys, queue length observations and journey time measurements. Regular liaison with WSCC since October 2005 has ensured that the model has been updated and validated based on this data and approved by WSCC.

2.3 A Statement of Common Ground between WSCC, HA, English Partnerships and Peter Brett Associates prepared in June 2006 for the Examination of the Core Strategy outlined the methodology for the assessment of development at West of Crawley.

2.4 A number of documents have been prepared under the guidance of WSCC.

These include:

- 3rd Draft Transport Assessment, May 2008;
- Addendum Report to the 3rd Draft Transport Assessment, July 2008;
- Local Model Validation Report, August 2008
- Detailed Junction Assessment Report, August 2008
- Supplementary Report on the Relief Road, October 2008

2.5 West Sussex County Council's current position, which was included in a statement issued at the Pre-hearing Meeting 11th November 2008 is as follows:

"County Council officers have recently completed their detailed checks of the transport assessment, transport modelling output and supporting documentation submitted by the developers. From our assessment of the data, we still believe there are considerable benefits to Crawley and the surrounding rural areas if a relief road is part of the package. All of this analysis and scrutiny has, however, led us to the conclusion that the impact of the development proposed in the JAAP can be adequately mitigated without a relief road by a transport package including:

- *Highway access via A264 only*

- *Fastway Service 10 extended into site*
- *New/extended conventional bus services via Bewbush/Ifield West*
- *Junction improvements, especially at A2220/A23 and M23 J11*

It is noted that additional mitigation could potentially be achieved by the provision of a new railway station, subject to the outcome of further study work.

The above conclusion is confined to the current proposal for 2500 homes, 8000sqm of local employment and provision of community facilities.”

2.6 The broad package of measures supporting West of Bewbush has been agreed (as set out in WSCC statement of 11th November 2008 and summarised above). The details, phasing and level of contribution will be determined and defined in advance of a planning application. It is agreed at this stage that if West of Bewbush were to be delivered without a railway station and without the affects of good travel planning that (Figure 1 showing the location of junctions and roads discussed):

- The proposed site access junctions would operate within capacity.
- Identified improvements at the A2220/A23 junction would reduce congestion compared to a no-development baseline, with or without segregated bus facilities.
- Proposals at M23 Junction 11 would reduce congestion compared to a no-development baseline. It would operate within capacity in AM peak and would reduce congestion to operate on the margin of capacity in PM peak.
- Proposals at A264/A2220 junction are shown to prevent congestion.
- The modelling results show a small impact (up to 1.2% increase) on the Hazelwick junction. Further investigation will be needed to determine whether any mitigation is required (physical or travel planning).
- The increases in traffic flow shown on Tower Road for most options including Relief Road options are likely to be due to inflexibility at the edge of the model network. This is not a direct impact of development. Traffic uses Tower Road to swap between A264 and Forest Road as

the model is unable to consider route choice options further west in Horsham.

- Forest Road through Colgate and rural lanes north of A264 in Rusper Parish show only minor changes in flow with most mitigation options. The Relief Road is not required to protect against increases.
- The site access junctions would require upgrading with a Western Relief Road.
- Impacts at Faygate and Tushmore Junctions occur only in the relief road scenario in AM peak only.
- Impacts at more remote locations are caused by re-assignment of traffic flows.
- The travel plan strategy contains a range of suitable measures and is adequate at this stage. Specific targets will need to be identified for a planning application.

2.7 In summary, the parties are in agreement that West of Bewbush can be adequately mitigated without a relief road by a transport package including:

- Highway access via A264 only
- Fastway Service 10 extended into site at 7-8 minute frequency
- New/extended/more frequent conventional bus services via Bewbush/Ifield West
- Junction improvements, especially at A2220/A23, at A264/A2220 and M23 J11

3. Proposed and Agreed Changes to the Transport Chapter

3.1. The parties' agreed position regarding the transport chapter of the West of Bewbush JAAP is included in Appendix A. The parties are agreed that if acceptable to the Inspector the adopted JAAP should be amended in accordance with the changes outlined in this Statement of Common Ground. These proposed changes are briefly explained below.

3.2. Further studies have been carried out since the preparation of the JAAP submission document, which are relevant to WSCC representations and have influenced their decision making. These studies are:

- Summary of Further Technical Evidence Submitted to WSCC/HA Since July 2008
- Local Model Validation Report
- Detailed Junction Assessment Report
- Supplementary Report on the Relief Road

The proposed changes (in Appendix A) refer to these studies.

3.3. The Transport Assessment proposes that Fastway service 10 and 'Gatwick Direct' service 200 is extended into West of Bewbush via a bus gate at Sullivan Drive. A new 'Gatwick Direct' service 201 is also proposed to complement the existing service 200, but to operate between Gatwick, Manor Royal and West of Bewbush via Ifield West rather than Bewbush. Service 23/24 will be diverted through the site via the Sullivan Drive bus gate and a bus lane at the main access. The character of the roads (narrow and bendy routes) in Ifield West do not lend themselves to a Fastway system which requires segregated routes and bus priority to ensure the brand name is not undermined. Metrobus has not been consulted on or agreed to any proposals for Fastway through Ifield West. The proposed text changes (in Appendix A) reflect the proposals in the evidence base, i.e. bus and Fastway access at the Sullivan Drive bus gate and bus access at the Ifield West bus gate and the main access on the A264.

3.4. Opportunity to use the secondary access for limited access for necessary or sustainable modes of transport has been added. This provides the opportunity for the access to be used by school buses, car club vehicles, service vehicles, etc.

3.5. The most up to date modelling work reported in the 3rd Draft Transport Assessment and Addendum Report shows that improvements are not required at the Faygate junction, but are required at the Sullivan Drive/A264/A2220 junction based on the assumption that traffic growth is unconstrained. The proposed changes (in Appendix A) are in line with this evidence base.

- 3.6. It has been agreed that the details of the required improvements are to be determined through the preparation of a Transport Assessment for the neighbourhood. The Transport Assessment will need to be agreed as part of the planning application process. The County Council as Highway Authority will assess the traffic impacts of other developments on this corridor and will use their best endeavours to secure financial contributions to improving the highway infrastructure, in proportion to the traffic impacts of those developments. The junction improvements at the A264 with the A2220 and the A2220 with the A23 will be designed and built by the developer, at times to be agreed with the Council Council. The scale and form of those improvements will recognise the traffic impacts that other developments have on this corridor and the proportionate contributions thereby secured by the Highway Authority and from other sources and via different mechanisms such as through Regional Infrastructure Funding or Community Infrastructure Levy. At the very least the improvements delivered by the developer will fully mitigate the traffic impacts of the West of Bewbush development.
- 3.7. It should be noted that discussions and liaison with Network Rail have progressed since the preparation of the JAAP submission. Crest Nicholson has confirmed their commitment to the proposals and a “Basic Services Agreement” (BSA) will be entered into shortly, providing funding for Network Rail to move into the next stages in the design of the station, its associated signalling requirements and the basis of its business case. Changes to the text in the JAAP are not considered necessary.

Appendix A

West of Bewbush Submission Joint Area Action Plan

Transport (page 45)

Introduction

4.94 This section outlines the level, type and scale of highway infrastructure and sustainable transport measures to be delivered in conjunction with the development of the neighbourhood and sets these requirements in a policy context. The phasing and the delivery mechanisms for ensuring the development of these requirements is set out in the Phasing and Delivery chapter.

4.95 However, prior to outlining the level, type and scale of highway infrastructure and sustainable transport measures that are required to be delivered to facilitate the development of the neighbourhood it is important to outline the local transport policy context. The Councils' Core Strategies (Horsham Core Strategy Policy CP6 / Crawley Core Strategy Policy W1) make it clear that it is for the Joint Area Action Plan process to determine the following:

- The provision of highway infrastructure required to meet the needs of the development.
- The opportunities for maximising sustainable transport measures.
- Whether the development creates a requirement for a Western Relief Road (WRR).

4.96 The West Sussex Structure Plan (Policy NE17) outlines that the neighbourhood should be developed in conjunction with a WRR. However, with the adopted Core Strategies being the most up to date adopted development plan the Joint Area Action Plan is required to be in conformity with the Core Strategies.

4.97 A full transport assessment forms part of the evidence base to this Joint Area Action Plan. A continued dialogue with the Highways Agency and West Sussex County Council (as the highway authority) has informed the Joint Area Action Plan's transport policies. The policy context has also been informed by the Councils' Core Strategies policy context and the Joint Area Action Plan's masterplanning objectives and principles.

4.98 The Councils commissioned URS to advise the Councils on transport and highway matters to inform the Preferred Options Joint Area Action Plan.

4.99 The scope and key requirements of their commission that were addressed in their transport and highway appraisal are summarised below:

- Prepare a transport appraisal to support and inform the Preferred Options Joint Area Action Plan.
- Review the context and baseline conditions with respect to transport.
- Review existing transport assessments produced by potential developers across the Area of Study.
- Assess the robustness of the developers' transport assessments and identify strengths, weaknesses, areas of uncertainty and further work.
- Identify a preferred location in transport terms for the development.

4.100 A number of transport studies and assessments informed URS's transport appraisal work, findings and recommendations. These transport studies and assessments are outlined below:

- Draft Joint Area Action Plan Submission (Transport and Infrastructure), PeterBrett Associates (May 2007)
- Land West of Crawley Transport Strategy, Steer Davies Gleave (May 2007)
- Technical reports and input/output data from the West Sussex County Council (WSCC) multi-modal model (SATURN/TRIPS) (June 2006-to date)
- "Broad Brush" Highways Assessment, Highways Agency (2005 to date)
- Crawley Western Relief Road, Preliminary Study, Halcrow (January 2005)
- Feasibility Study for Development Options at Crawley, WS Atkins (December 2005)

4.101 URS's transport appraisal, which was informed by the studies and assessments outlined above concluded that, in a transport and highway infrastructure context West of Bewbush should be identified as the preferred location for accommodating the neighbourhood.

4.102 It should be acknowledged that this recommendation was caveated by the fact that further transport and highway work was required to inform and support this Submission Joint Area Action Plan. Hence, to address this issue, a *number of studies have been undertaken, including:*

- ~~full~~ *Draft* transport assessment ~~and~~, *May 2008*
- *Addendum Report, July 2008*
- *Local Model Validation Report, August 2008*
- *Detailed Junction Assessment Report, August 2008*
- *Supplementary Report on the Relief Road, October 2008*

4.103 The last three reports have been summarised in a report titled 'Summary of Further Technical Evidence Submitted to WSCC/HA Since July 2008', November 2008.

4.104 These reports forms part of this Joint Area Action Plan's evidence base.

4.103 The Transport assessment has been formulated using West Sussex County Council's Saturn Highway Model and the results of the highway modelling have been validated by West Sussex County Council. The modelling has been undertaken on the basis of the following level of development occurring West of Bewbush:

- 2500 dwellings
- 8000m² of employment floorspace
- A neighbourhood shopping parade of between 3,000m² and 6,000m²
- Nursery school facilities for approximately 360 children

- Primary school facilities for approximately 630 children (one, possibly two, primary schools)
- Doctors surgery/possible health centre
- A community centre of approximately 700m²
- Local library facilities

4.104 The base year of the model is 2005. Two forecast year models have also been created; 2007 and 2022. It was agreed with West Sussex County Council that the 2022 model would be sufficient to assess the proposed development.

Access Infrastructure

4.105 The access infrastructure outlined below seeks to provide a balance between the highway infrastructure that is required to meet the needs of the neighbourhood and the access infrastructure that is required to ensure that all opportunities for sustainable transport measures are delivered.

4.106 Pedestrian and cycle access should be possible at numerous locations across the site, but the following accesses should be delivered in accordance with the Conceptual Masterplan into:

- Ifield West
- Bewbush
- and rural areas to the north, and south across the A264 to the AONB and the country park

4.107 Three access points for public transport buses and fastway should be delivered at:

- Sullivan Drive, Bewbush (bus gate for bus and Fastway)
- Woodcroft Road, Ifield West (bus gate for bus only)
- The primary junction on the A264

4.108 The neighbourhood should be accessed via a single access onto the A264 at the western edge of the neighbourhood. It is envisaged that a single access will limit the flow of car traffic and encourage the use of sustainable transport. Access should be provided in the form of a roundabout, which provides the opportunity to reduce the visual impact of the roundabout to the west. The roundabout will sit just north of the A264 in Poplar Copse adjacent to Hopper's Brook. The provision of a roundabout will provide continuity with the other junctions along the A264 and provide an opportunity to improve the access arrangements into Holmbush Potteries Industrial Estate to the south of the A264. At the planning application stage, and with the agreement of West Sussex County Council, the opportunity may exist to signalise the junction to increase control of traffic flows and overall traffic management in the vicinity, although not an essential infrastructure requirement.

4.109 A secondary left in, left out and right in junction should be provided east of the primary junction that will be signalised and operate as an access during phase 1 for the early phases of development, but on completion of the neighbourhood will operate as an emergency access only or limited access for necessary or sustainable modes of transport.

4.110 Improvements to the A23/A2220 roundabout will be required to increase capacity to accommodate the neighbourhood. It is likely these improvements will be in the form of ~~additional lanes~~ a conversion to a signalised layout

4.111 As a consequence of the development of the neighbourhood junction, improvements will be required at Junction 11 of the M23. The Highways Agency ~~is~~ ~~are~~ currently formulating their preferred approach for the junction improvements, in light of all the development occurring in the sub region. The junction improvements once finalised will be funded by proportional contributions from the developers of the strategic developments in the sub region. In the context of west of Bewbush the developers have agreed the principle of a proportional contribution.

4.112 The development of the highway infrastructure measures outlined above would equate to the junctions operating below, or at capacity by 2022. It should be acknowledged that without these improvements and development West of Bewbush, these junctions will be operating at, or exceeding capacity by 2022.

4.113 In light of all the development occurring in the sub region, the transport assessment indicates that improvements are needed along the A264/A2220 corridor towards the town centre and particularly at the A23/A2220 and at the A264/A2220 junctions to the Faygate Junction to increase capacity. ~~West Sussex County Council are fully aware of the future pressures likely to be placed on this corridor and are examining the opportunities for junction improvements. The developers of West of Bewbush will make proportional contributions for junction improvements, in conjunction with~~ The details of the required improvements are to be determined through the preparation of a Transport Assessment for the neighbourhood, which will need to be agreed as part of the planning application process. The County Council as Highway Authority will assess the traffic impacts of other strategic developments on this corridor and will use their best endeavours to secure financial contributions to improve the highway infrastructure in proportion to the traffic impacts of those developments.. ~~in the sub region that will create pressure on the junction.~~

4.114 In terms of internal access arrangements the neighbourhood should include a network of pedestrian, cycle and bridleways, providing direct links between the residential areas, open spaces and the neighbourhood centre. A network of green linkages should be developed in accordance with the Conceptual Masterplan and Policy WB 15 – Green Linkages.

4.115 Three bridges should be provided across the railway line; a central bridge for all modes of transport; an eastern bridge for pedestrians, cyclists, public transport and emergency vehicles; and a western bridge for pedestrians, cyclists and equestrians.

4.116 The proposed bus gates at Sullivan Drive (Bewbush), Woodcroft Road (Ifield West) and the direct access on to A264, via the secondary access, will provide emergency access to the neighbourhood on completion of the development.

Sustainable Transport

4.118 Maximising the opportunities for sustainable transport is a policy requirement of the Councils' Core Strategies and a key objective and principle to delivering a neighbourhood West of Bewbush.

Pedestrian and Cycle

4.119 The neighbourhood should include a network of pedestrian and cycle ways providing direct quality links between the residential areas, open spaces and the neighbourhood centre. A network of green linkages will be developed in accordance with the Conceptual Masterplan and Policy WB 15 – Green Linkages, including a circuit around the neighbourhood and a crossing to provide access to south of the A264.

Bus and Fastway

4.120 The existing local bus routes to the west of Crawley are listed below. Three of the local Metrobus services (routes 1, 10 and 200) currently terminate at Bewbush neighbourhood centre.

- Service 10 is also known as 'Fastway'. It is a high-quality bus service operating 24 hours a day between Bewbush, Crawley Town Centre and Gatwick Airport using a mix of on-street running, dedicated bus lanes, bus-only through routes and guideways.
- Service 200 is branded as 'Gatwick Direct' and is the fastest means of public transport between Bewbush and Gatwick Airport with an approximate journey time of 25 minutes.
- Service 2 provides a link into the Ifield West area from Tilgate, Furnace Green and Crawley Town Centre every 15 minutes during Monday to Saturday daytimes.
- Service 1 operates between Bewbush, the Town Centre and to Broadfield. This is a 15 minute frequency service which operates along a relatively less direct route to the Town Centre and out to Broadfield.
- Services 23/24 operate hourly along the A264 between Crawley and Horsham and every two hours to Worthing.

4.121 To provide the neighbourhood with a high quality bus service linking the neighbourhood to the town centre, the town's main employment areas and Gatwick the following bus service improvements have been identified in the transport assessment to be delivered in conjunction with the development of the neighbourhood. It is anticipated that although bus routes will serve the neighbourhood as a whole, the neighbourhood centre will be the focus for services.

- Fastway service 10 extended into the site with enhancement of frequency to 7-8 minutes (three additional vehicles).
- Extension of service 200 into the site (requires one additional vehicle, with enhance frequency to every 20 minutes)
- Additional service 201 (similar service to 200 but operates via Ifield West rather than Bewbush) frequency every 30 minutes (two vehicles).
- Divert service 23/24 through the site.

4.122 Metrobus, the local bus operator, is supportive of the proposals outlined above to service the site.

Railway Station

4.123 With West of Bewbush including a railway line in the northern third and the policy context to maximise all opportunities for sustainable transport, it is appropriate that opportunities for providing a new station within the neighbourhood have been, and continue to be explored.

4.124 Ifield railway station is located approximately 2.7km to the north east of the site and Faygate railway station approximately 2.6km to the south west of the site.

4.125 Two rail services per hour currently operate between London Victoria and Horsham with five services during both the AM and PM peak at Ifield station (two-way).

4.126 Two services also stop at Faygate Station in each direction, these however only stop at peak times on Mondays to Fridays. There is also an additional train in each direction at lunchtime Monday to Friday.

4.127 Both Faygate and Ifield railway stations have the following constraints:

- Limited operational capacity (currently 4 car configuration operates), the stations can not accommodate longer trains such as those planned for the Thameslink service (12 cars);
- Substandard facilities (in terms of platform widths).

4.128 Preliminary design and evaluation work has been undertaken. This demonstrates that the site could facilitate a new railway station with the opportunity of associated car parking and a multi-modal interchange.

4.129 Discussions with Network Rail have confirmed that they are confident a station is technically feasible at this location, and support its implementation subject to the detailed evaluation process.

4.130 Negotiations with Network Rail Property are currently ongoing with the developer. ~~but~~ The developer has formally written to Network Rail confirming their involvement in the scheme and their commitment to the proposals for a new station.

4.131 It is appropriate that the provision of a new station, as part of the neighbourhood, continues to be pursued because of the obvious sustainable transport advantages and more broadly in terms of service and station facility enhancement. Consequently, the land required to deliver a railway station and associated uses is safeguarded pending a definitive decision by Network Rail regarding the provision of a railway station.

4.132 If in the fullness of time a station can not be delivered, it does not undermine the integrity of the Conceptual Masterplan and the neighbourhood principle that is trying to be achieved West of Bewbush. The role of the safeguarded land if a station was not to be provided will be the subject of detailed discussions with the Councils to ensure any proposals conform with the neighbourhood principle and do not undermine the integrity of the Conceptual Masterplan.

Policy WB 25

Railway Station

Land required to deliver a railway station and associated uses, including railway station parking within the neighbourhood is safeguarded in accordance with the Conceptual Masterplan pending a definitive decision by Network Rail regarding the provision of a railway station.

Travel Plan Strategy

4.133 As part of the package of sustainable transport measures the development of the neighbourhood should be accompanied by a Travel Plan Strategy. The Travel Plan Strategy should require measures to encourage new residents to minimise the number of car trips made and should be a key component in the overall transport strategy for the development. The main objectives are to firstly reduce the need to travel (especially by car), and secondly to achieve high levels of sustainable transport access and use for any trips made.

Policy WB 26

Transport

The following sustainable transport measures should be delivered in conjunction with the development of the neighbourhood and the appropriate core phase ~~as set out in the Phasing and Delivery chapter:~~

- Pedestrian and cycle access into:
 - Ifield West
 - Bewbush
 - rural areas to the north and south across the A264 to the AONB
- Three crossings of the railway, with two capable of accommodating vehicular traffic
- Bus and Fastway access at:
 - Sullivan Drive, Bewbush (bus gate)
- Bus access at:
 - Woodcroft Road, Ifield West (bus gate)
 - The primary A264 junction
- ~~A proportional contribution to the improvement of the route through Ifield West to the Town Centre to enable it to meet Fastway standards~~
- Measures to secure and maintain suitable bus and Fastway services to the neighbourhood during construction and for the first 3 years after completion of the neighbourhood
- Provision of a primary highway access onto the A264 to be provided in the form of a roundabout, potentially improving the access arrangements into Holmbush Potteries Industrial Estate
- Provision of a secondary left in, left out and right in access onto the A264 for emergency vehicle access only or limited access for necessary or sustainable modes of transport.
- Delivery of ~~junction~~ improvements at A23/A2220 to mitigate the impacts of West of Bewbush or additionally utilising proportional contributions towards improvements which take account of the traffic impacts of other developments allowed for within the Transport Assessment of the neighbourhood to be prepared and agreed as part of the planning application process.
- A proportional contribution to junction improvements at Junction 11 of the M23
- Delivery of ~~A proportional contribution to~~ junction improvements at A264/A2220, the Faygate Junction to mitigate the impacts of West of Bewbush or additionally utilising proportional contributions towards improvements which take account of the traffic impacts of other developments allowed for within the Transport Assessment of the neighbourhood to be prepared and agreed as part of the planning application process.
- A Travel Plan Strategy
- All transport improvements are subject to the preparation of a Transport Assessment for the

neighbourhood, which will need to be agreed as part of the planning application process. This may determine other improvements are necessary or demonstrate identified improvements are not required.

Related Sections

Paragraph 5.11 3rd Bullet:

- Bus/~~Fastway~~ access at Woodcroft Road, Ifield West

Table 3 on Page 67:

Table 3 Delivery of the elements of Phase Two

Task / Infrastructure	Delivery Agency	Funding Arrangements	Consultation Bodies
Highway and Transport Infrastructure			
Road infrastructure to neighbourhood centre	Developer	Developer	West Sussex County Council (as highway authority), Horsham District Council and Crawley Borough Council
Woodcroft Road, IfieldWest bus/ Fastway access	Developer	Developer	West Sussex County Council (as highway authority), bus operator, Horsham District Council and Crawley Borough Council

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