

TOPIC PAPER 8: Transport

The way that the whole town develops in the future will be affected by planning decisions. Crawley Borough Council has started work on a new local plan that will help to guide development in Crawley over 15 years from 2014-2029.

This consultation period forms part of the early engagement, and further consultation stages are planned before the document is adopted in 2014. Comments received to earlier consultation periods, including to the Topic Papers in 2009, the Town Centre North Supplementary Planning Document and the Manor Royal Masterplan, will continue to be taken into consideration, alongside the technical evidence base, when formulating the Local Plan Preferred Strategy. The Preferred Strategy will be made available for a further period of consultation later in 2012.

This is your opportunity to shape the way the town develops and the council would appreciate and value any comments you have on this Topic Paper or any of the others that form part of this consultation.

Consultation Questions:

- T1. How should a transport vision for Crawley be reflected in the Core Strategy Review?
- T2. What major transport infrastructure improvements are required to support the development of Crawley up to 2029?
- T3. What other topic areas require references to transport policies?
- T4. Should the council be more actively discouraging less sustainable modes of transport?
- T5. Does the Borough need a Park and Ride scheme or should it explore more sustainable options?
- T6. What further background studies are required?

Summary of Current Context:

Guidance at all levels of government seek to promote more sustainable transport choices; encourage accessibility to everyday destinations by public transport, walking and cycling; and reduce the need to travel. To achieve this it is important to integrate these objectives throughout the planning process to encourage sustainable living patterns.

The Gatwick/Crawley area is a key hub for international and regional transport interchange, and access between London and Brighton. Transport links in the area are excellent, but becoming increasingly congested. The area was identified in the South East Plan as a major transport hub in the region, and targeted for development potential.

Improvements are being made to Gatwick Airport and Three Bridges stations, and WSCC are making a bid to the second round Local Sustainable Transport Fund which, if successful, would benefit Crawley.

Key Issues:

Strategic Transport Policy Support for the Vision of the Core Strategy

The Inspector of the adopted Core Strategy concluded that the document had only partially succeeded in providing a clear and coherent Crawley-specific vision of the way in which the development pattern and transport infrastructure of the growing town will be progressively better integrated in order to assist the national objectives set out in PPG13. He argued that the transport element of the Local Plan will need clearer policy development and expression.

Consequently, Crawley Borough Council has been working with West Sussex County Council (WSCC) to address these criticisms. The resulting study will continue to be developed to inform the policies contained within the Local Plan. The study will consider how:

- Transport Policies need to be effectively integrated with other policies in the Local Plan to encourage sustainable living patterns.
- There is a need to establish what transport infrastructure is required to support the Borough's development up to 2029. Further background information will be prepared in consultation with WSCC and the council will continue to work with other relevant agencies such as Network Rail and the Highways Agency. The transport policies of the Local Plan will also be influenced by the eventual location of the new development allocated in the Local Plan.
- The Local Plan will need to identify how Crawley can contribute to the transport objectives of the Gatwick Diamond and wider south east region as a whole. It should therefore reflect those priorities identified by the Gatwick Diamond Local Strategic Statement, and strategic priorities identified by the Coast to Capital Local Enterprise Partnership.
- Crawley/Gatwick was identified as a regional hub/gateway in the South East Plan, and remains a location with potential for sub-regionally significant growth. A coordinated approach needs to be taken with other agencies to ensure that its infrastructure meets the demands of the sub region. This will be particularly important if Crawley becomes the strategic focus for development in the sub region.
- The extent of growth of Gatwick over the plan period is uncertain, but is assumed at least to include growth to a single runway, 45mppa airport. Development will impact upon the surrounding commuter catchment including Crawley, and the type and quality of employment in Manor Royal.

Issues to be covered by Local Plan Policies

- There are currently 26 local policies relating to transport, many of which repeat national/regional guidance that will shortly become redundant, or deal with issues beyond the scope of local planning policy. For example, there are policies relating to highway maintenance and heavy goods vehicles. The Local Plan needs to consider what policies are actually needed.
- Many transport initiatives which encourage sustainable forms of transport are not solely planning issues. The Local Plan needs to identify what policies can encourage sustainable modes of transport in Crawley in partnership with other agencies, such as development layout and location.
- Policy T2 in the adopted Core Strategy states that the Borough Council will work with the County Council and a wide range of other partners and stakeholders to establish the role, feasibility, funding and future operation of a Park and Ride

system, including the location of appropriate sites. However, this has been the position for a number of years – there was a similar policy in the Local Plan (2000). The new Local Plan (2014-2029) should decide once and for all whether there is a need for a Park and Ride facility to serve the town. It is worth noting that a Park and Ride Scheme would not necessarily represent a sustainable approach, as it would not significantly reduce car journeys, and there would be a need to identify land for sites.

- New development will need to contribute to any required improvements to transport infrastructure. Until a Community Infrastructure Levy (CIL) (or similar) is implemented, one of the policies in the Local Plan will need to refer to Sustainable Transport s106 Transport Contributions (see also Topic Paper 12 – Community Facilities, Services and Infrastructure).

Options:

Strategic Transport Policy Support for the Vision of the Local Plan

- Develop a coherent strategy for transport. This should include mode and location-specific measures to be developed to promote an integrated transport network.
- Continue to develop the transport evidence base in partnership with WSCC which seeks to establish the current situation with regards to the transport network in the Borough and will identify what improvements will be required over the next 20 years.
- If significant public transport or highway infrastructure improvements are identified in the transport background document, these should be included in a Local Plan policy and form part of the implementation plan, and
- If specific transport improvements are required by new or existing allocations then these should also be covered in Local Plan policies.
- And a framework should be developed to prioritise potential schemes in terms of phasing of delivery.

Issues to be Covered by Local Plan Policies

- Number of Policies
 - Reduce the number of local transport policies and instead rely on just a few overarching policies; or
 - Continue to include detailed local policies (e.g. 'The Borough Council supports further extensions to Fastway').
- Sustainable Transport
 - Follow previous approach of supporting sustainable modes of transport but leave this to be interpreted on a site by site basis; or
 - Actively encourage sustainable modes of transport (e.g. extend bus priority measures/Fastway, introduce pedestrian/cycling priority measures in line with the Manual for Streets, develop successful public transport interchanges); or
 - Actively dissuade unsustainable forms of transport (e.g. congestion charging, increased car parking charges, reducing parking standards). Would need to be carried out in partnership with West Sussex County Council (WSCC) and, depending upon the approach taken, the Highways Agency; or
 - A mixture of the 'carrot' and 'stick' approaches.
 - Consider how to deal with issues that are beyond planning policy.
- Park and Ride
 - Support the introduction of a Park and Ride scheme serving the Borough and

- consider appropriate locations; or
- Continue to explore the need for Park and Ride scheme with a commitment to make a decision before Local Plan is submitted; or
- Drop all references to Park and Ride and instead seek to implement more sustainable solutions.

Indication of Potential Direction:

- The Local Plan needs to have a clear transport vision for the Borough and how this relates to the document's overarching vision.
- The Local Plan needs to identify major transport infrastructure improvements that are needed to achieve this vision (through the transport background document being prepared with WSCC) and support development in the Borough.
- The Local Plan should identify a transport/accessibility strategy for the town centre, incorporating all modes of transport. As part of this, it should be determined whether a park and ride is needed as part of the transport infrastructure for the town.
- Development of whether Park and Ride would be beneficial to support employment areas (e.g. Manor Royal) should also be determined.
- The benefits of extension of Fastway to support the transport, retail and employment hubs in the borough should be considered.
- Many of the saved transport policies do not need to be retained. Policies should concentrate on those issues which are specific to Crawley and within planning control.
- Policies should encourage sustainable modes of transport as well as dissuading unsustainable modes of transport.
- Policies will need to reflect the latest adopted policy approach to developer contributions as the preparation of the Local Plan progresses, i.e. Planning Obligations and s106 Agreements or CIL.

Evidence Base:

National

- The Coalition Government announced commitments to address congestion and support sustainable local transport (May 2010). These goals were expanded upon in the White Paper 'Creating Growth, Cutting Carbon' (2011). Budget cuts have eliminated many streams of funding for transport schemes and infrastructure. There are no infrastructure improvements planned on the trunk road network around Crawley up to 2015. In the future the borough will have to identify funding for transport schemes through s106/CIL, EU funding, one-off grants or other solutions such as Tax Increment Financing.
- Planning Policy Guidance 13 (PPG13) (2001) is still current, and sets out the objectives to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight.
- Towards a Sustainable Transport System: Supporting Economic Growth in a Low Carbon World (2007) confirms the government's commitment to a transport policy which delivers economic growth and lower carbon emissions.
- Manual for Streets (2007) provides guidance for practitioners involved in the

planning, design, provision and approval of new residential streets, and modifications to existing ones. It aims to increase the quality of life through good design which creates more people-orientated streets.

- The Department for Transport's Draft Guidance to Regions on Delivering a Sustainable Transport System (DaSTS) (2008), starts to outline the context within which regional priorities for investment post 2014 should be developed.

Regional

- The Gatwick Diamond Local Strategic Statement recognises the important strategic role of Gatwick and Crawley at the centre of the sub-region. The Statement describes the short and long term aims of the sub-region, including some that relate to transportation and communication:
 - A sustainable transport system which gives good access to Gatwick Airport, the main centres of employment and the larger town centres.
 - Access to superfast broadband throughout the Diamond
 - An overarching determination that development is sustainable and that the carbon footprint of the Diamond is reduced.
- Transport issues were looked at in detail in 2010 by the DaSTS study (Developing a Sustainable Transport Strategy) undertaken under the guidance of the Gatwick Diamond Initiative for the Regional Transport Board and the Department for Transport. The study highlighted three areas on which transport policy should be focused:
 - Transport management and policy designed particularly to improve the quality of public transport
 - Investment in sustainable transport at the regional hubs, Crawley/Gatwick and Reigate/Redhill
 - Measures to improve strategic links providing connectivity beyond the study area.
- Chapter 8 of the South East Plan relates to transport and includes 14 separate policies. It replaces the previous Regional Transport Strategy. It identifies the key challenges faced by the region's transport system as being:
 - i) to provide consistently good access between the United Kingdom and the world through gateway ports and airports
 - ii) to maintain high quality radial connectivity to London, and develop orbital routes around London
 - iii) to deliver transport measures which address severe deprivation
 - iv) to address unpredictable journeys in buoyant areas
 - v) to reduce the impact of the transport system on the environment.The need to rebalance the transport system in favour of sustainable modes is recognised through this Plan, whilst accepting that it is unrealistic to achieve an absolute reduction in traffic within the life of the Plan.
The South East Plan also identifies Crawley/Gatwick as a transport hub/interchange/gateway.
- SEERA's Mapping the Region's Transport Challenges (2009) seeks to define the strategic challenges for the South East arising from the regional policy framework in the context of DaSTS.
- West Sussex Transport Plan (2006 – 2016) is the overarching transport plan for the County and has the key aims of delivering safer, less congested/polluted roads and improving accessibility.
- The Crawley Area Transport Plan (2004) identifies five key issues for the town: road safety and speeding; public transport; cycle and pedestrian network; congestion and parking. A number of actions have been provided under each issue and the annual reviews have included an update on the progress of each action although a new version of the Area Transport Plan is urgently required.
- West Sussex County Council's transport contributions policy and methodology is

contained within the Revised County Parking and Standards and Transport Contributions Methodology Supplementary Planning Guidance (SPG), which was adopted in November 2004.

Local

- The adopted Core Strategy aims to achieve better and more sustainable integration between the local transport infrastructure and the developing need of the growing town, its communities and its expanding economy. The Transport Chapter includes 4 policies:
 - T1: New development and requirements for sustainable transport
 - T2: Park and ride
 - T3: Parking
 - T4: Improving rail stations
- In addition, 22 of the Transport Policies in the Crawley Borough Local Plan (2000) have been 'saved'. These include policies on Parking Standard, Park & Ride Schemes, Traffic Calming, Walking and Cycling.
- West Sussex County Council's draft Crawley Transport Strategy Baseline Information Report:
 - This seeks to establish the current situation with regards to the transport network in the Borough and identify what improvements will be required over the next 20 years.
 - An initial report has identified all planned and proposed improvements to the Borough's transport network (a summary version is available as a background document).
 - The document will be further refined – taking into account demographic data, consultation responses etc. before the next stage in the preparation of the Local Plan.