

Crawley

Local Plan

Crawley Borough Local Plan Examination

Crawley Borough Council Response to Inspectors' Matters, Issues and Questions

Matter 10: Transport and Infrastructure Supplementary Questions

December 2023



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Inspectors' Supplementary Questions

- 10.34 Question SQ10.34: The Tushmore Roundabout improvements and Hazelwick Avenue/Gatwick Road junction improvements are identified separately as critical schemes for 2025/6 to support the overall Local Plan with funding shortfalls identified (£1.379 million for Tushmore). Is there a reasonable prospect that these schemes will come forward and what are the impacts if they were delayed?
- 10.34.1 The Tushmore Roundabout and the Hazelwick junction improvements are existing programme schemes on the highway network which are yet to be implemented but form part of the Reference Case (i.e. baseline) for the Crawley Transport Modelling Study June 2022 (Submission Document Reference: ES/ST/01a).
- 10.34.2 These schemes are identified as short-term priorities in the West Sussex Transport Plan 2022-2036, 2022, page 71 (Post-Submission Document Reference: PS/ES/ST/04) and it is anticipated they will attract funding as part of the Crawley Area Transport Package
- 10.34.3 Crawley Borough Council has liaised further with West Sussex County Council, the Highway Authority, and they have provided commentary in response to this question:
'The Hazelwick junction improvement has two elements. The signalisation of the junction has a £1.1M S106 contribution from the Forge Wood development and will happen regardless of the other elements in the County Council's current feasibility work. The additional elements in the County Council feasibility work include improvements for pedestrians and cyclists and/or bus priority. Without these elements this would limit mode choice. This is subject to internal business case to take design to the next stage, followed by external business case to secure funding from DfT which will require a positive benefit to cost ratio. Time to full completion is expected to be three to five years (2026-28). Delay impacts for signalisation would most closely relate to the Forge wood sites at Policy H2, but the sustainable links do not generally follow Crawley Avenue through this junction, so they relate more to the sustainability of north-south movement between the town centre and Manor Royal as well as the existing residential area at Tinsley Lane.'
- 10.35 Question SQ10.35: London Road A23 / Manor Royal is identified as a critical scheme for 2021/22 onwards to support the overall Local Plan and has a £432,000 shortfall. Is there a reasonable prospect that this scheme will come forward and what are the impacts if it was delayed?
- 10.35.1 This is a pedestrian/cycling path and crossing which has in fact now been implemented as part of the Crawley Growth Programme. The scheme has however been retained within the Crawley Infrastructure Delivery Schedule, October 2023 (Post-Submission Document Reference: CBC/KD/IP/07)) with the £423,000 shortfall in order to obtain approval for release of CIL receipts as 'backfill' funding. This reflects the role of the Infrastructure Delivery Schedule as an element of Crawley Borough Council's CIL governance process.

10.36 Question SQ10.36: Various mitigations to M23 Junctions 10 and 11 are identified as 'critical' with Forge Wood related improvements already funded but with further longer term mitigations to support overall Local Plan growth assigned from 2030 onwards. Are the costs for both junctions agreed with National Highways based on a high-level understanding of what would form effective mitigation? Is it reasonable that the costs (cumulatively £5.076million) would be fully funded from CIL?

[Please note this is supplementary to MIQ10.2]

10.36.1 The M23 Junction 10 and 11 merge/diverge mitigation scheme proposals and costs are the outcome the preparation of the Crawley Transport Modelling Study, June 2022 (Submission Document Reference: ES/ST/01a). The schemes and costs are particularly set out in the Study in paragraphs 8.4.14 and 8.4.15 on pages 97-98; paras. 8.6.28 and 8.6.29 on pages 104-105; and paragraphs 8.8.2 to 8.8.15 on pages 106-109. National Highways have been fully engaged in the process of preparing the Study and have not subsequently queried the inclusion of the indicated costs in the Infrastructure Plan, July 2023 (Submission Document Reference: KD/IP/01) or the Crawley Infrastructure Delivery Schedule, October 2023 (Post-Submission Document Reference: CBC/KD/IP/07).

10.36.2 The precise funding breakdown for the schemes remains to be determined and may, for example, include some element of support in the form of S106 contributions particularly a proportionate contribution from the strategic employment site at Gatwick Green. However, it is the case that there is currently no identified funding other than developer contributions, and in the context of Crawley as a Community Infrastructure Levy Charging Authority which ceased levying tariff-style S106 contributions towards highways mitigation upon the adoption of CIL in 2016. The proposal to use CIL funding also reflects the absence in the borough of developments of sufficient scale to fund and deliver these schemes in full as part of their S106 obligations, and the importance of small-to-medium-size developments within the Local Plan development trajectories.

10.36.3 National Highways have raised specific concerns in relation to proposals to fund these schemes from CIL, on the basis that proposals to use CIL receipts in this way may be at risk from changes to political priorities. NH also emphasise the need for delivery mechanisms providing assurance of delivery, including legal agreements. Crawley Borough Council (CBC) acknowledge these concerns, and the two parties continue to explore possible mechanisms that will provide the necessary assurance of delivery in the context of existing developer contribution regimes, and the profile of development as projected in Crawley.

10.36.4 In this context, CBC is mindful of potential flexibilities within the CIL regime. The Regulations allow for CIL funds to be spent on infrastructure outside a local authority area, or to be passed to other parties for the purpose of delivering infrastructure. The planning practice guidance on CIL also suggests approaches to the pooling of funds between authorities which might also help with thinking through this type of situation, e.g. the PPG (ref Paragraph: 159 Reference ID: 25-159-20190901) envisages the creation of a separate fund with a distinct governance structure and decision-making process, based on a public memorandum of

understanding. Shared governance arrangements have enabled CIL funds to be used to provide funding for significant highways infrastructure in other cases, including the Lincoln Eastern bypass (albeit that this was a County Council rather than a SRN project). In addition, the proposed ‘monitor and manage’ approach, involving ongoing monitoring of the delivery of transport infrastructure by CBC, West Sussex County Council, and National Highways may provide a framework in which to resolve these issues.

10.37 Question SQ10.37: Amended bus routes are identified as being ‘critical’ from 2024 onwards. Does this rely on new infrastructure (bus gates etc) or negotiation with operators to amend routes/timetabling? Where this may incur cost/initial operating subsidy are there potential funding sources? To what extent (in broad terms) does Gatwick Airport contribute to funding transport in the Borough – either directly or through a Sustainable Transport levy?

10.37.1 This entry in the IDS relates to the required service amendments to the current Number 3 bus route in order to serve the new Forge Wood neighbourhood. West Sussex County Council have provided commentary in response to this question: *‘These changes relate to service amendments connected with serving the committed and part built-out development at Forge Wood. These have been discussed between the developers and Metrobus; initial costs are met by the developers. The amendments are not understood to be dependent on further infrastructure.*

10.37.2 The latest s106 Agreement (May 2022) between Crawley Borough Council (CBC), West Sussex County Council and the airport operator (Submission Document Reference: EGSM/GA/05) Obligation 5.3.2 requires GAL to set aside funds, in the form of levy on the total supply of parking spaces, a small percentage of the fees from the forecourt charges and all of the fines from red route contraventions to be used for initiatives to promote sustainable modes of access to the airport by passengers and staff. This fund amounted to over £1.5million in 2023 and supports sustainable transport improvements serving the airport, including in Crawley. These are discussed with the Surface Transport Forum and regularly include improvements to sustainable transport measures, particularly bus services, in the borough. A significant rail improvement project, partially funded by the Sustainable Transport Fund, is soon to be completed at Gatwick Station, almost doubling the size of the station concourse and improving access to the platforms.

10.38 Question SQ10.38: Are Station Road gyratory improvements justified as ‘desirable’? Does that have any impact for town centre opportunity sites identified in the submitted Plan or is it about unlocking potential future longer-term growth in this location? [noting the distinction that Station Gateway Road is identified as ‘critical’ for bringing forward Overline House and other development in the “station area”]

10.38.1 The proposed updated Crawley Infrastructure Delivery Schedule, October 2023 (Post-Submission Document Reference: CBC/KD/IP/08) seeks to clarify the role of the Station Road Gyratory and the Station Gateway schemes (and an additional ‘Station Gateway full phase’ project) in relation to the Crawley Borough

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Submission Local Plan (Submission Document Reference: CBLP/01). None of the schemes is 'critical' for any identified site or for the Local Plan strategy more generally. The Station Gateway bus station scheme is identified as an 'essential' project (rather than 'critical' as per the previously submitted version of the Schedule (Submission Document Reference: CBC/KD/IP/07)) in terms of its contribution to a greater shift towards sustainable travel modes in accordance with the Local Plan strategy. The scheme is to be published for pre-application public consultation in the New Year. Station Road Gyratory and Station Gateway full phase are meanwhile identified as 'desirable', i.e. *'Infrastructure projects that are not required as part of the Local Plan mitigation strategy (unless substituted in place of relevant 'essential' projects) but which would contribute to additional regeneration/place-making/environmental objectives, and maintain the functionality of existing facilities for the longer-term, in support of the Local Plan vision.'* These schemes are not currently funded but in facilitating east-west movement along Station Way/Haslett Avenue West they could in future benefit sustainable connections to strategic development taking place to the west of Crawley.