

WEST SUSSEX COUNTY COUNCIL CONSULTATION

TO:	Horsham District Council FAO:Jason Hawkes
FROM:	WSCC - Highways Authority
DATE:	18 July 2023
LOCATION:	Horsham Golf Park Denne Park Horsham West Sussex RH13 0AX
SUBJECT:	DC/23/1178 Outline planning application with all matters reserved save for access for the development of a Sports and Leisure Hub including the provision of communal facilities, nursery, Golf College, sports club house (containing Health & Fitness spa, changing facilities and food & beverage) and an educational facility for Warren Clark Golfing Dreams (Use Classes E, F1 & F2); a local centre containing a convenience store and co-working space (Use Classes E & F2); the provision of supporting landscaping, open space and related infrastructure; outdoor sports and leisure provision comprising Driving Range, reprovision of golf (including supporting golf facilities) and hockey (including pitches and training area) (Use Class F2) all supported by the delivery of up to 800 homes (Use Class C3).
DATE OF SITE VISIT:	18th July 2023
RECOMMENDATION:	More Information
S106 CONTRIBUTION TOTAL:	TBC

Summary

1. The following documents have been reviewed in the preparation of these comments,

- Transport Assessment – Horsham Golf and Fitness Village – Icen Projects, dated April 2023
- Framework Travel Plan – Horsham Golf and Fitness Village – Icen Projects, dated April 2023
- Illustrative Masterplan, drawing number 008-01 Revision D
- Parameter Plan – Access and Movement, drawing number 009-04 Revision E

2. The application has been the subject of pre application discussions with WSCC Highways. Through these discussions, the scope of the Transport Assessment (TA) and other supporting information was agreed.
3. Whilst a number of references are made to existing public rights of way, further comments will be provided by the WSCC Rights of Way team. The references made to rights of way below refer more to these as part of the wider access strategy for the development.

Vehicular Access Strategy

4. There are two primary vehicle accesses to the site. The residential dwellings are served by way of an additional arm at the existing Park and Ride (P&R) traffic signals. The non-residential uses are to make use of the existing access currently serving Horsham Golf Course and Horsham Football Club as well as three dwellings.
5. As noted above, vehicular access to the residential dwellings is to be achieved from the B2237 by way of an additional arm at the existing P&R traffic signals. The alterations also include the provision of controlled crossing facilities on the existing southern and northern arms, as well as across the proposed development access arm. The formation of the proposed access will result in the closure of the existing secondary access to Horsham Golf Course. The principle of this has been established through pre application discussions and is considered appropriate.
6. The proposed arrangements have been reviewed by the WSCC Traffic Signals team. The only matter requiring addressing at this stage relates to the proposed crossings on the northern and southern arms. Both crossings are wide and the overall crossing distance should be confirmed. Given the width, it may be necessary to introduce staggered crossings on these arms. This will require remodelling to assess the impact on traffic flows as well as an update to the Stage 1 Road Safety Audit.
7. Further with regards to the crossings over the B2237, whilst these provide a means of access to the P&R site, and more importantly the bus services, there are no footways with the P&R site itself. This point is acknowledged within table 4.2 in the TA. As such, whilst residents will be able to cross the B2237, there is then a potential difficulty in accessing the bus stops within the P&R site. A scheme of footway improvements would be required within the P&R site itself. These improvements will involve land outside of the public highway but that is within the control of WSCC as landowner. Further discussions would be required with the WSCC Property team regarding these potential works.

8. Although not requiring action at this stage, the Signals team have also advised that additional vegetation clearance will be required to maximise the northbound visibility towards the P&R exit as highlighted on the proposal. Also, the developer will need to ensure the latest RTIG bus priority control is included within the signals design.
9. The amended P&R traffic signals have been the subject of a Stage One Road Safety Audit. These raises three problems, all of which have been addressed by the scheme designer.
10. Access to the various sports and fitness uses is indicated to be via the existing priority junction currently serving the Horsham Golf, Horsham Football Club, and three residential dwellings. This is recognised as an existing junction that has been in use for some time. The TA indicates some potential increased use at peak times although the increases are not considered significant.
11. It would still be beneficial to understand more specific the nature of the proposed non-residential uses, particularly the hockey element and the potential for any significant traffic generating events. From this, it's then whether any specific major events traffic management plans may then need to be secured to cover these.
12. As a final point, it is recognised that vehicle access could also be gained to the site from the A24 southbound and Coltstaple Lane via by-way 1668. As shown on figure 4.3 in the TA, the developer is not intending to improve the surfacing of the by-way along its entire length; the furthest most east (adjacent to the A24) and west ends (Coltstaple Lane) are to remain unimproved. This should the act as a deterrent (or at least will make it very difficult) for vehicular traffic to use this route.
13. In summary, the principle of the introduction of an additional arm to the P&R traffic signals is accepted. Further information and potential amendments would be required to address the points relating to the pedestrian crossings and onwards connections within the P&R site.

Trip Generation and Highway Capacity/Modelling

14. In summary,

- Vehicle trip generation is based on 800 dwellings.
- Although other non-residential uses are proposed, it is accepted that traffic generation from these during the assessed network peak hours would be minimal. These non-residential uses have been excluded from the assessment.

- The per dwelling vehicle trip rate has been derived from a survey of a comparable area (in terms of location to services and dwelling type) within Southwater.
- Vehicle trip rates are provided for the AM and PM network peak hours. These hours are recognised as those most sensitive to change.
- The site is estimated to generate 447 (137 arrivals, 310 departures) two way movements in AM peak hour and 455 (278 arrivals, 177 departures) two way movements in the PM peak.
- Vehicle trips are distributed using the Horsham Strategic Traffic Model. This is the model that has and will continue to be used to test development options for the Horsham DC Local Plan Review.
- The impact of the additional traffic has been assessed for a future year of 2038. This was understood to represent the end of the HDC Local Plan period at the time discussions on the modelling were agreed.
- Two scenarios with and without the proposed development have been run using the HDC Strategic Model.
- The 2038 reference case scenario (i.e. the without development scenario) includes traffic generated by consented developments such as West of Horsham and Land North of Horsham. The with development scenario includes both consented and the proposed development traffic.

15.The matters within the above summary are taken as agreed.

16.In terms of assessing the traffic impact from the development, it would ordinarily be expected for the distributed traffic flows obtained from the traffic model to be inputted into specific junction models (typically using industry accepted junction modelling programmes such as Picady, Arcady, and LinSig). This is the case for the site access junction (where LinSig has been used for the amended Park and Ride traffic signals) but not for any other junctions.

17.As part of the current application, it would be expected for more detailed capacity assessments to be undertaken for those junctions agreed with WSCC Highways using the flows obtained from the HDC Strategic Model. Whilst the outputs within table 5.6 within the TA are acknowledged, these are considered to represent a more high level rather than detailed appraisal of how the junctions are expected to operate in the future year with the development. Specific junction assessments will consider in greater detail how queues and delays on individual arms of those assessed junctions will occur across the peak hour.

18.In support of the junction assessments, network diagrams would also be sought. These would show the routing of development traffic across the local highway network.

19. With respects to 'consented developments', reference is made within the TA to potential WSCC led improvements to the A24 Hop Oast Roundabout. These improvements have been developed as part of the A24 Worthing to Horsham Corridor Feasibility Study. These works have not been the subject of any detailed design and remain unprogrammed. For the purposes of the TA, these works are not consented.
20. Notwithstanding the unconsented nature of the WSCC led A24 Hop Oast Roundabout works, the applicant has still accounted for these (albeit they will be subject to detailed design and potential change) in the design of the proposed Segregated Left Turn Lane (SLTL) that forms part of this development. The SLTL is intended to provide a similar facility to that already in place on the Worthing Road (west) arm of the roundabout that benefits traffic heading northbound on the A24. The provision of the SLTL would assist traffic exiting the Worthing Road (east) arm onto the A24 southbound.
21. As referenced above, a detailed junction assessment is required for the A24 Hop Oast Roundabout that includes the proposed SLTL. In terms of the design of this feature, a full design audit identifying and demonstrating that all relevant standards are met in the design of this would also be required.
22. A Stage One Road Safety Audit (RSA) has been undertaken for the A24 Hop Oast Roundabout that includes the WSCC proposed works and the developer led SLTL. 2.2.2 of the Stage One RSA acknowledges the fact that the changes to the roundabout (i.e. those works other than the SLTL) do not form part of this planning application.
23. The problems raised in the context of the with WSCC improvements are noted. While responses are offered by WSCC to these, should the WSCC led improvements proceed, this will be subject to a further Stage One RSA based on the final detailed design. Any problems will need to be fully resolved as part of the wider WSCC-led works.
24. The only problem (4.3.1) raised regarding the SLTL scenario relates to the provision of a controlled crossing on the A24 southern roundabout arm. Within the Stage One RSA response, the designer has acknowledged the problem and is proposing the introduction of a signalised crossing if this is not delivered by WSCC or others (planning application DC/22/1916 included the signalisation of the A24 Hop Oast Roundabout but has since been withdrawn). However, this is contradicted within 4.22 of the TA, which refers to the existing uncontrolled crossing being retained.

25. The applicant would need to confirm what is proposed as this will influence WSCC's response to the RSA problem. The provision of a controlled crossing will also require further supporting information to ensure that this is feasible as well as a potential reduction to the existing speed limit on the A24 (standalone crossings cannot be implemented where the speed limit is greater than 50mph). It should be further noted that the WSCC feasibility design as well as that proposed as part of DC/22/1916 intended to include a Pegasus crossing across the southern arm of the A24 Hop Oast Roundabout. As such, a Pegasus crossing would be sought as part of this proposal.

Active Travel (including Bus)

26. Taking access on foot firstly, it's recognised that based on table 2.2 in the TA that the range of services within reasonable walking distance (this is considered by the applicant as 2km, although WSCC would apply a distance of 1 mile or 1.6km as taken from the National Travel Survey as being the distance below which the majority of walking trips occur) is very limited and wouldn't satisfy all day to day needs. It is accepted that some additional services will be provided as part of the development itself but it's apparent that the location of the site would not promote access to services on foot due to the distances involved.

27. For cycling, it's accepted that a greater range of services could be reached. This includes Lintott Square (Southwater) as well as Horsham town centre. In principle and based on distance, cycling could replace some trips that would ordinarily take place by car.

28. It's recognised that distance is only one aspect in considering the potential to encourage walking and cycling trips. Existing walking and cycling infrastructure in the immediate area surrounding the site to possible destinations is also limited. Improvements are though proposed both for routes towards Southwater and Horsham.

29. In terms of routes to Southwater, there are effectively three options; onto Coltstaple Lane using by-way 1668, Kings Lane via a footpath 1668 (only for pedestrians), or exiting onto the B2237 at the western end of by-way 1668. Both the Coltstaple Lane and Kings Lane routes then cross the A24 via an overbridge before allowing residents to continue onwards using either Worthing Road or a more circuitous route within existing residential areas. The third route option requires users to cross the A24 at-grade.

30. The Kings Lane route makes use of footpath 1668, the majority of which fall within the application site and therefore the control of the applicant to improve. There is a short length of footpath 1668 that lies outside of the applicant's control. This route is narrow (albeit this is assisted by planting

immediately adjacent to the footpath) and has poor surveillance (i.e. it's not in any way overlooked). Whilst the surfacing can be improved within the legal limits of the footpath, improvements beyond this would not be possible without the permission of the landowner. Given the Kings Lane route is indicated to be the primary pedestrian route towards Southwater, it would be beneficial to understand what is deliverable and intended for this option.

31. Beyond Kings Lane, a narrow footway is available alongside Southwater Street leading southwards into Southwater. The footway width is not ideal although it is recognised that there may well be constraints in locations preventing any significant enhancements, albeit this does not seem to be the case between Kings Lane and the A24 overbridge. A scheme of footway width improvements should be secured as part of this development between Kings Lane and the 30/40mph speed limit change south of the A24 overbridge. This should seek to achieve a minimum footway width of 1.5 metres.
32. The Coltstaple Lane access is via by-way 1668. This can be used by cyclists and pedestrians. It is recognised that there are no onward connections for pedestrians (i.e. footways) as such those on foot would have to walk within the carriageway until Kings Lane where the footway then starts. A footway should consequently be provided between by-way 1668 and Kings Lane to accommodate pedestrians.
33. Cyclists exiting the site onto Coltstaple Lane will have use the carriageway. This is not ideal but it is acknowledged that Coltstaple Lane and Southwater Street form part of a signed cycle route between Southwater and Horsham. It's accepted that Coltstaple Lane is relatively lightly trafficked and that cycling on the carriageway would still not be an option for all users. It's also accepted that there is however insufficient space within the highway to achieve any significant interventions to enhance cycling provision. The applicant should investigate whether there are any potential improvement options to improve conditions for cyclists on Coltstaple Lane/Southwater Street.
34. A length of footway is proposed between by-way 1668 and bridleway 1670 (Lovers Lane/Pedlars Way). This footway will provide a connection between the development and the bridleway to which the development is providing a contribution towards future improvements (which are separately referenced below).
35. As mentioned, there is a further route for pedestrians and cyclist to Southwater by crossing the A24 at-grade. Potential improvements to this

crossing are referenced within the TA and within point 24 above. Clarification has been sought on the nature of the crossing improvement.

36. Towards Horsham, there are two route options for those on foot or cycle; along the B2237 Worthing Road corridor or using public rights of way. The most direct route is along the B2237 corridor. This is recognised as being constrained in width, limiting the ability of the applicant to implement any substantial improvements to the existing footway width or provision. A scheme of footway improvements/maintenance should still be pursued by the applicant from the development site to the Tower Hill junction. These improvements should seek to achieve a minimum width of 1.5 metres along with the provision of tactile paving at existing crossings.
37. For cyclists, there are very limited improvement options available along the B2237 with these having been separately assessed as part of the Horsham District Council Local Cycling and Walking Improvement Plan (LCWIP). Given the speed and volume of traffic, and based on LTN 1/20, the most appropriate solution to accommodate cycling would be a segregated off-carriageway route. However, this could not be required from this development given it would involve 3rd party land beyond the existing highway and control of the applicant. Even without improvements, this remains the direct route to Horsham and will continue to be used by some cyclists. This route is far from suitable to accommodate all users.
38. To provide for cyclist demands from the site to Horsham, the applicant is intending to fund a package of surfacing improvements to bridleway 1670. This is an existing route known as Pedlars Way. A scheme of this nature is included within the Horsham LCWIP. These improvements will be limited to be within the legal limits of the existing right of way. The exact specification and nature of the improvements will be agreed with the WSCC Rights of Way team.
39. It's recognised that the bridleway is not immediately adjacent to the site and that this would require users to effectively travel away from Horsham and along Coltstaple Lane before being able to join the route. Nevertheless, the improved bridleway represents the most deliverable route option for cyclists between the site and Horsham. It will also benefit other users that are not residents of this development.
40. Given the bridleway improvements are to be undertaken by WSCC, it would be appropriate for the contribution to be made at an early stage and in a single payment to enable these works to proceed. This would be subject to further discussions.

41. As a further route option to Horsham, there is also public right of way 1666. This leads directly northwards to Horsham. This is however a footpath only, and therefore usable only by those on foot.
42. In summary, in considering trips on foot, subject to further clarification, there are routes available to reach destinations in Southwater and Horsham. Distance from the site to both Southwater and Horsham will be a limiting factor in terms of how trips are made, particularly for walking. The potential for walking and the nature of improvements should be viewed against this context.
43. For cycling, there is an existing signed route towards Southwater along Coltstaple Lane and Southwater Street, which may benefit from further suitable improvements. To Horsham, the improvements to the existing bridleway would follow the principles within the adopted HDC LCWIP and provide a traffic free alternative to using the B2237.
44. Whilst access to the site by walking or cycling has its limitations, the site benefits from being close to relatively frequent bus services between Southwater and Horsham. The available services provide four buses an hour to Horsham Monday to Saturday. The frequency of the bus service as well as the short journey time is considered to provide a very realistic alternative to using the private car.
45. Reference is made within the TA to potential frequency improvements for the 23 Metrobus service to be provided by this development. These improvements are understood to comprise the increased daytime frequency to provide a half hourly service. This service enhancement should be suitably secured as part of the s106 agreement.
46. In terms of direct access to the existing bus stops, the northbound stop is on the B2237 on the site frontage. The southbound stop is within the Park and Ride site. As mentioned elsewhere, improvements will be required to achieve suitable walking connections within the Park and Ride site.
47. A framework travel plan has also been submitted. This is understood to be applicable primarily to the residential elements. Whilst the framework would be developed into a full travel plan in due course, there are a number of comments regarding the submitted framework.

3.7, table 3.1 – Given the improvements proposed to cycle infrastructure and the service frequency for the 23 bus service, additional targets could be included covering increased mode share by cycling and bus. Increased mode share for bus and cycle are indicated in table 3.2 but these could easily form

additional targets. There is potential scope to increase the proposed bus mode share too; the current proposals aren't that ambitious.

4.4 – The monitoring and review needs to reflect the potential build out period. For a development of this size, it's anticipated that it may take longer than 5 years to complete. Monitoring also won't start until a given number of dwellings are occupied.

4.7 – The applicant can undertake travel surveys but monitoring must be via TRICS Standard Assessment Methodology. The monitoring must reflect the potential build out period.

4.14 – The remedial measures should also include additional monitoring to determine the effectiveness of any additional measures.

5.6 – The measures should also include free or discounted bus travel for a period of time for new residents. Again, the development should be seeking to maximise opportunities to increase bus usage.

5.16 – There should be greater emphasis on investigating the potential for a car club within the site as well as committing to providing financial support to ensure any car club isn't withdrawn prior to the development being fully occupied.

48.The FTP should be updated to include the above points.

49.The applicant should also note that WSCC charge an auditing fee to cover post planning discussions concerning the travel plan. The fee for this development would be £5,000.

Internal Layout (including parking)

50.It's recognised that the development is seeking detailed planning permission only for matters of access. Those plans showing the internal arrangement are taken as indicative. The details on-site matters will be reviewed as part of any subsequent reserved matters applications.

Conclusions

51.Based upon a review of the submitted TA and FTP, further information would be sought, namely,

- Confirmation over the width of the crossing points at the proposed signalised junction, and the introduction of staggered crossings if agreed necessary through discussion with WSCC. The introduction of staggered crossings will require revised modelling and a revised Stage One RSA.
- Plans and details showing the provision of footways and crossing points within the Park and Ride site from the proposed signalised crossing points.
- Confirmation over the nature and potential off-peak traffic generation associated with the non-residential uses to determine if a traffic management plan is needed for any major events.
- The undertaking of suitable and appropriate modelling for off-site junctions (the scope of which is to be agreed with WSCC Highways) using the traffic flows derived from the Horsham Strategic Model.
- The provision of network diagrams showing the distribution of development traffic.
- A full design audit for the proposed segregated left turn lane referencing and demonstrating how all appropriate design standards are being met.
- Confirmation over the nature of the crossing improvement on the A24 Hop Oast Roundabout south arm and the updating of the RSA response as necessary.
- If a controlled crossing is proposed on the A24 Hop Oast Roundabout south arm, a full design demonstrating how all appropriate standards are being met will be necessary.
- Details of the improvements to footpath 1668 where this lies outside of the site boundary. Ideally this would include a cross section showing achievable widths and surfacing.
- Confirmation and details of footway improvements on Coltstaple Lane, which includes the link between the by-way and bridleway, and the by-way and Kings Lane.
- Investigation and provision of suitable improvements to highlight the existing cycle route on Coltstaple Lane/Southwater Street.
- An updated Framework Travel Plan in light of the comments made above.

Ian Gledhill

West Sussex County Council – Planning Services