

Adur County Local Committee
March 2019
Shoreham Area Sustainable Transport Package Feasibility Study
Consultation Report by Executive Director Economy, Infrastructure and Environment and Director of Highways and Transport

Summary

The County Council commissioned a feasibility study to identify a package of sustainable transport improvements in the Shoreham and wider Adur Local Plan area. The feasibility study forms part of the County Council's Strategic Transport Investment Programme. This consultation report presents the plans that have been developed and seeks the endorsement of the Committee for the study outputs, and to publish the study feasibility reports inviting local stakeholders to provide feedback and identify their priority schemes.

The feasibility plans include high quality cycling and pedestrian routes on the A259 between Shoreham and Brighton and Hove, and in the Lancing and Sompting area (Busticle Lane/Western Road; Grinstead Lane/South Street; Crabtree Lane/Cokeham Road/West Street, Sompting). Feasibility level designs have also been developed for improvements at the A259/A2025 South Street Lancing junction. The study has also undertaken a preliminary assessment of the potential for new crossing facilities on the A27 at West Sompting and between Lancing and Shoreham. In addition, the study has undertaken an assessment of the potential for bus service enhancements in Adur District. The proposals are intended to complement, but not replace, infrastructure expected to be delivered through the relevant Adur Local Plan development allocations and the related planning applications.

The study has been guided by a Member Steering Group comprised of local Members representing the County Council and Adur District Council.

At this stage, all schemes are at the feasibility stage and no preferred options have been identified by the County Council. For any scheme to be implemented, sufficient funding and delivery arrangements will need to be identified.

Recommendations

- (1) That the committee endorses the contents of the study reports and feasibility designs;
- (2) Request that the Cabinet Member for Highways and Infrastructure:
 - i. publishes the study feasibility reports and invites local stakeholders to provide feedback on their contents and to identify their priority schemes; and
 - ii. Considers this priority list of schemes against agreed County Council priorities and if approved by the County Council, work with all relevant bodies to ensure the scheme objectives are delivered.

- (3) Request the Study scheme reports, once prioritised, be taken into account by the County Council and partners when considering making future investment decisions against agreed County Council priorities, and in particular when seeking external funding and making use of developer contributions (in line with all relevant planning regulations).

Proposal

1. Background and Context

- 1.1 The County Council commissioned transport and engineering consultants WSP to undertake an options appraisal and feasibility study to identify a package of sustainable transport improvements in the Shoreham and wider Adur District area. The feasibility study forms part of the County Council's Strategic Transport Investment Programme which helps to identify transport improvements to support planned development and economic growth.
- 1.2 The study was undertaken in two phases. Phase 1 of the Study included engagement with the Shoreham Area Sustainable Transport Package Feasibility Study Member Steering Group and local stakeholders, and a policy review to identify existing transport issues in Adur District and potential scheme solutions. It also included a prioritisation and high level option assessment of potential schemes, before further engagement with the Member Steering Group and stakeholders regarding the schemes recommended to be taken forward for feasibility design during. During phase 2 of the study, feasibility designs and assessment have been developed for the resulting schemes.
- 1.3 This consultation report presents the outputs of the study feasibility work, which are recommended to be shared with stakeholders for comment and prioritisation.

2. Proposals

- 2.1 Phase 2 of the study focused on 5 key elements as described below.
- 2.2 **A259 Shoreham Adur Ferry Bridge to Brighton and Hove cycle route –** This proposal (Appendix A1-A5) is for a bi-directional stepped "hybrid" cycle facility on the south side of the A259 between Adur Ferry Bridge and Brighton and Hove. This scheme is envisaged to enable the National Cycle Network Route 2 (NCN2) to be rerouted onto the A259 from Adur Ferry Bridge to Brighton and Hove. This consultation report and feasibility design refers to the section in West Sussex, and separate discussions are taking place with Brighton & Hove City Council about completing feasibility design work on the section in Brighton and Hove.
- 2.3 The scheme will provide a significant enhancement to the sustainable transport infrastructure for the A259 corridor between Shoreham and Brighton. The scheme intends to provide an attractive, safe and direct option for cycling along this largely flat corridor, along with improvements for pedestrians and bus waiting facilities.

- 2.4 The scheme will support work and school commuting, and access to key service centres and railway stations. The scheme will serve existing communities of Shoreham, Southwick and Fishersgate, and also new residents from development sites within the Shoreham Harbour Joint Area Action Plan area. This will support the regeneration of the area, providing economic, air quality, public health and accessibility benefits.
- 2.5 The scheme is anticipated to require some road space reallocation, a small reduction in public car parking capacity, and reduction in vehicle capacity at some junctions in order to facilitate additional highway space and priority for cyclists and pedestrians. The feasibility designs have been developed to be mindful of the expected impacts on vehicle capacity, and traffic modelling of junction impacts is required at the next stage in order to inform detailed designs.
- 2.6 Additional land beyond the highway boundary will be required to facilitate the scheme and dialogue with affected landowners/businesses is continuing. Land is likely to be required from future development sites, in particular in the Shoreham Western Harbour arm area to facilitate the scheme. Some land will also be required from areas currently designated with Village Green status, specifically at The Ham and Kingston Beach. Dialogue is continuing with regard to whether replacement land will need to be registered and the potential alternative locations of such a site or sites.
- 2.7 The proposed cycle facilities are intended to prioritise the movement of cyclists at quieter side access roads, but this will be subject to detailed safety assessment at the next design stage.
- 2.8 The total scheme cost for this single scheme is estimated in the range of £10-£15 million for the section within West Sussex.
- 2.9 **Lancing and Sompting high quality cycle routes** – This proposal (Appendix B-9) is for bi-directional stepped “hybrid” and shared use cycle facilities providing for traffic free cycling facilities where highway space allows across the following corridors:
- (1) Busticle Lane - Western Road corridor (A27 to A259);
 - (2) A2025 Grinstead Lane/South Street Lancing (A27 to A259); and
 - (3) Upper Brighton Road/West Street/Cokeham Road/Crabtree Lane (from Allington Road to Grinstead Lane/Mash Barn Lane junctions)
- 2.10 The scheme will provide a significant enhancement to the sustainable transport infrastructure across Lancing and Sompting. The proposals intend to provide attractive, safe and direct options for cycling along with improvements to pedestrian connectivity. The scheme will support work commuting, provide connections to schools, and support access to key service centres and railway stations. The scheme will serve existing communities of Lancing and Sompting, and also new residents from Adur Local Plan development sites at New Monks Farm and West Sompting. This will support the regeneration of parts of Lancing and Sompting, and provide economic, air quality, public health and accessibility benefits. The scheme is

also intended to complement the sustainable transport measures to be brought forward by the Local Plan development sites.

- 2.11 The proposals are anticipated to require some road space reallocation, a reduction in public car parking capacity, and reduction in vehicle capacity at some junctions in order to facilitate additional highway space and priority for cyclists and pedestrians. The feasibility designs have been developed to be mindful of the expected impacts on vehicle capacity, and traffic modelling of the junction impacts is required at the next stage in order to inform detailed designs.
- 2.12 There will be an impact on sections of existing grass verge within the highway boundary on the route sections. Suitable compensation for any impacts on trees will need to be considered at the next stages of design. Some land beyond the highway boundary will be required to facilitate the scheme, for example from recreational parks in particular at Brooklands Park. Early discussions have been taking place with Worthing Borough Council with regard to how plans for the Brooklands Park Masterplan and these cycle scheme proposals could mutually support each other.
- 2.13 The proposed cycle facilities are intended to prioritise the movement of cyclists at quieter side access roads, but this will be subject to detailed safety assessment at the next design stage.
- 2.14 For long sections of the Western Road, Grinstead Lane and Cokeham Road/Crabtree Lane corridors, highway space is relatively wide presenting opportunities for the improved cycling infrastructure. However, the narrower highway width and existing parking in South Street, Lancing, means that the feasibility design proposes on-road cycle facilities with plans to reduce traffic speeds. Proposals include a 20mph speed limit, formalised parking bays and carriageway narrowing and some footway widening to manage traffic speeds, and improve conditions for cyclists and pedestrians.
- 2.15 The total scheme cost has been estimated to cost in the range of £10-£15 million. There is the potential to split the package of routes into individual routes or specific sections for delivery.
- 2.16 **A259/A2025 South St Lancing roundabout junction capacity and walking and cycling improvements** - This feasibility design (Appendix C1-C2) proposes a capacity improvement at this junction which was identified as a mitigation scheme to support Adur Local Plan development growth within the Adur Local Plan Transport Study¹. Proposals to improve facilities for pedestrians and cyclists by junction realignment to facilitate shared footway/cycleways around the junction have also been included.
- 2.17 The scheme is intended to support the redevelopment of the south side of the existing roundabout identified within the Lancing Vision and improve the gateway to Lancing Beach Green from South Street². Land beyond the highway boundary will be required to facilitate the scheme and dialogue with affected landowners/businesses is taking place.

¹ <https://www.adur-worthing.gov.uk/media/media,141693,en.pdf>

² <https://www.adur-worthing.gov.uk/media/media,98418,en.pdf>

- 2.18 The total scheme cost has been estimated to cost in the range of £1-1.5 million.
- 2.19 **Assessment of A27 pedestrian, cyclist and equestrian crossing facilities** – This pre-feasibility assessment (Appendix D) considers pedestrian, cyclist and equestrian crossing improvements across the A27 at West Sompting and between Lancing and the River Adur. The assessment reviews existing crossing facilities and considers proposals for improvement, reviews the local and future need for crossing the A27, and reports on feedback from local stakeholders about existing, potential and proposed crossing facilities.
- 2.20 The review takes into account Adur Local Plan development allocations and the New Monks Farm planning application. However, it is important to note that the development site allocations/applications do not in themselves generate the need for new or further crossings. Although the New Monks Farm application removes the Sussex Pad junction, it will provide alternative facilities under the A27, and at a new junction.
- 2.21 At West Sompting, the report concludes that providing a new crossing could address the issue of severance between areas south of the A27 and the South Downs National Park and might accommodate pedestrians, cyclists and equestrians. Levels of demand for a new crossing facility have not been quantitatively assessed. However, qualitative information suggests that demand does exist and could increase with Local Plan strategic development at West Sompting, and if a more appropriate crossing facility was provided. It is recommended that surveys are carried out to establish the existing level of demand.
- 2.22 Between Lancing and the River Adur, the report concludes that providing a new crossing facility could improve crossing facilities for pedestrians, cyclists and equestrians. However, it is unclear whether additional crossing facilities would be of significant benefit to equestrians in this area. Further surveys are also recommended here in order to establish current levels of demand and inform future decisions about whether additional crossing facilities would offer value for money.
- 2.23 Amongst the technical feasibility issues, any proposals for new crossing facilities will need to consider the need for third party land and potential impacts on the South Downs National Park.
- 2.24 No scheme cost estimates for new crossing facilities in the specific locations have been provided at this stage.
- 2.25 **Adur District bus review** – A review of bus services across Adur District was commissioned as part of the study (Appendix E) to consider existing bus service provision and to make any recommendations on potential service enhancements. This was undertaken in the context of understanding the current conditions affecting the operation of bus services and the emerging West Sussex Bus Strategy. The review focused on bus access to health care and education facilities across the District and explored some potential changes to bus service provision.

2.26 The review identified some service changes that could be discussed further with bus operators, but recognised the current constraints on public sector support available to support bus services. The challenges of finding a business case for service operation changes where these would result in the requirements for additional vehicles, or result in competition between publically supported and commercially operated services, were also identified. There was limited compelling evidence for the service change ideas, in particular because of concerns about their commercial viability and the likely need for additional revenue support. The review pointed towards the importance of strengthening walking and cycling connectivity in particular for young people making short distance journeys to school.

3. Resources

3.1 The implementation of schemes identified in the Study would either be by developers or through the County Council's Capital Programme. There are no budgetary or resource implications at this stage, as no decision is being taken to progress any of the schemes identified in the Study. Budgetary provision would need to be made in due course for scheme development work and funding would need to be identified before any of the schemes could be implemented.

3.2 Before any scheme or package can be progressed by the County Council, it will need to be demonstrated that it delivers corporate ambitions and intentions; these include the objectives of the West Sussex Transport Plan and the priorities of the West Sussex Plan, particularly the delivery of wider economic benefits. Furthermore, even if a scheme or package would deliver corporate ambitions and intentions, there will be a need to prioritise the schemes as part of a phased approach to delivery (as this would give the flexibility to respond to funding opportunities as and when they arise).

3.3 Account also needs to be taken of the constraints on the County Council's resources and the competing pressures for funding across the authority. Therefore, even if a scheme/package is prioritised, this does not necessarily mean that it will be taken forward by the County Council. The progression of prioritised schemes/packages will be dependent upon the availability of internal and/or external funding. In addition, it should be noted that, even if external funding is available, this may be contingent on match-funding being provided by the County Council.

3.4 There are several possible sources of funding including:

- **Highways capital funding** – the County Council is allocated block highway funding grants from central Government which are allocated annually through the Annual Delivery Programme.
- **Developer funding** – where improvements would help to mitigate the impact of development in Adur District, funding for mitigation measures may be secured through developer contributions. If a scheme is necessary to make development acceptable in planning terms, this would be through a section 106 agreement.

- **External challenge funding** – as opportunities arise, applications for funding can be submitted; for example to central Government or the Coast to Capital Local Enterprise Partnership (LEP). These are typically related to specific themes, issues or objectives such as the Local Growth Fund, which is linked to economic growth through delivery of housing and jobs. Funding tends to be allocated through a competitive process.

3.5 It should be noted that highways capital funding is unlikely to be a significant funding source for the schemes/packages highlighted in this report.

4. Consultation

4.1 **Members** – Consultation has taken place with Adur County Local Committee Members throughout the development of the Study through the Shoreham Area Sustainable Transport Package Feasibility Study Member Steering Group. A presentation was given in January 2019 on the outputs of the study to members of Adur District Council.

4.2 **External** - Workshops were hosted for key local stakeholders to shape the study in phase 1. This included representatives from Adur District Council, Lancing and Sompting Parish Councils, Brighton and Hove City Council, local bus operators, cycling groups, local amenity and resident societies. Further stakeholder and public consultation will take place at the next preliminary and detailed design stages, should proposals be prioritised and taken forward.

4.3 **Public** – No formal public consultation has taken place on the study elements at this feasibility stage. Formal public consultation would be expected to take place at the preliminary and detailed design stages for any of the infrastructure schemes that are progressed.

4.4 **Internal** – Internal consultation has taken place with subject specific technical experts, including highways project implementation, development management and passenger transport officers.

5. Risk Management Implications

5.1 The main risk associated with this report is that scheme improvement options are released into the public domain, raising expectation that improvements will be implemented before funding has been secured for implementation. To manage this risk, section 3 of the report clarifies that budgetary provision would need to be identified before any of the options could be implemented.

5.2 Some of the schemes are dependent on the acquisition of land which is outside the ownership or control of the County Council as highway authority. Early discussions have been taking place with relevant landowners to notify them of this work and initiate a discussion about potential implications.

5.3 Project risks would be updated in due course if any improvement scheme is progressed. Other risks identified at this feasibility stage include, funding and public acceptability.

6. Other Options Considered

- 6.1 Alternative approaches to the design of each proposal were considered, including for example; the provision of traditional shared use cycling and pedestrian facilities, and on-road cycle lanes. However these alternative approaches were not favoured by Members or stakeholders, so were not considered in further detail. Therefore, the design of each proposal represents the optimal solution for the current feasibility level of design and technical work. Alternative approaches could be reconsidered at later design stages if new information suggests that this would be desirable.
- 6.2 Another option considered is to not publish details of the schemes identified as part of the feasibility study as this could raise stakeholder expectations that schemes will be delivered. However, this would restrict the County Council's ability to engage developers and other local stakeholders in the development of the schemes to address deliverability issues and build local support.

7. Equality Duty

- 7.1 An Equalities Impact Assessment is not required as this is a consultation report and no decision is being taken to implement schemes at this stage. Stakeholder workshops during phase 1 of the study have informed the feasibility reports. Public consultation will be required as part of the next stages of the design process prior to implementation of any scheme. An Equalities Impact Assessment would usually be prepared at a later stage once public and stakeholder consultation has been undertaken.

8. Social Value

- 8.1 The proposals identified through the study are intended to promote sustainability in a number of ways. The proposals are intended to support strategic development and economic growth, provide social benefits through providing accessibility and active travel related health benefits, and provide environmental benefits through addressing traffic related emissions by providing sustainable travel alternatives.

9. Crime and Disorder Act Implications

- 9.1 The County Council does not consider there to be any foreseeable Crime and Disorder Act implications associated with this proposal.

10. Human Rights

- 10.1 No immediate implications. The rights of those living near to any improvement scheme and users of the transport network affected would need to be considered in due course, if any scheme is progressed.

Signatories

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Appendices

- A1 Shoreham Area Sustainable Transport Package – Feasibility Report A259 Shoreham to Brighton and Hove border NCN2 High Quality Cycle Route
- A2 Scheme drawing 01 (5552-GA-200) – A259 Adur Ferry Bridge to Western Harbour Arm
- A3 Scheme drawing 02 (5552-GA-201) – A259 Western Harbour Arm to Grange Road
- A4 Scheme drawing 03 (5552-GA-202) – A259 Grange Road to West Road
- A5 Scheme drawing 04 (5552-GA-203) – A259 West Road to Brighton and Hove Border
- B1 Lancing and Sompting High Quality Cycle Route – Shoreham Area Sustainable Transport Package Feasibility Study
- B2 Scheme drawing 05 (5552-GA-300) – Upper Brighton Road to West Street (White Styles Terrace), Sompting
- B3 Scheme drawing 06 (5552-GA-301) – Busticle Lane (A27) to Western Road North (Northgate Close), and West Street (White Styles Terrace) to Cokeham Road (Abbey Road), Sompting
- B4 Scheme drawing 07 (5552-GA-302) – Cokeham Road (Boundstone Lane), Sompting to Crabtree Lane (West Lane), Lancing
- B5 Scheme drawing 08 (5552-GA-303) – A2025 Grinstead Lane (A27) to A2025 Grinstead Lane (Grinstead Avenue)
- B6 Scheme drawing 09 (5552-GA-304) – Western Road (Hamble Road) to Western Road (Ennerdale Drive)
- B7 Scheme drawing 10 (5552-GA-305) – Western Road (Railway Bridge) to Western Road (A259)
- B8 Scheme drawing 11 (5552-GA-306) – A2025 Grinstead Lane (Grinstead Avenue) to A2025 Grinstead Lane (South Street)
- B9 Scheme drawing 12 (5552-GA-307) – A2025 South Street (Grinstead Lane) to A2025 South Street (A259)
- C1 Shoreham Area Sustainable Transport Package – A259/A2025 South Street Junction, Feasibility Study
- C2 Scheme drawing 13 (5552-GA-101) – A259 Brighton Road/A2025 South Street Junction
- D Shoreham Area Sustainable Transport Package - A27 NMU Crossings – Pre-Feasibility Study
- E Adur District Bus Review