



SHOREHAM HARBOUR REGENERATION

DRAFT SHOREHAM HARBOUR TRANSPORT STRATEGY

EXECUTIVE SUMMARY

SHOREHAM HARBOUR

JOINT AREA ACTION PLAN

DRAFT FOR CONSULTATION

FEBRUARY 2014

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EXECUTIVE SUMMARY

1. Background

- 1.1 The draft Shoreham Harbour Transport Strategy has been prepared by West Sussex County Council (WSCC) on behalf of the Shoreham Harbour Regeneration Partnership. WSCC is the local highway authority with responsibility for the majority of local roads in Adur District, Brighton & Hove City Council is the local highway authority for local roads within its administrative area. This excludes the A27 trunk road, which is the responsibility of the Highways Agency. Officers from the local highway authorities, the local planning authorities and Shoreham Port Authority have been involved in preparing the draft Transport Strategy.
- 1.2 The draft Transport Strategy has been developed alongside the draft Shoreham Harbour Joint Area Action Plan (JAAP) to enable regeneration through comprehensive redevelopment of sites in Shoreham Harbour. The draft JAAP envisages a wide ranging regeneration scheme focussed on four development areas which will deliver 1,450 new homes, new employment floorspace, a consolidated port, improved flood defences, transport infrastructure, public spaces, and community and leisure facilities. The draft Transport Strategy is underpinned by technical evidence, analysis of the current transport network and engagement with stakeholders.

2. Scope

- 2.1 Shoreham Harbour is located on the south coast of England at the mouth of the River Adur between the towns of Shoreham-by-Sea and Hove. It stretches for five kilometres of waterfront and straddles the administrative boundary between Brighton & Hove and West Sussex. Land uses in the JAAP area include Port related, employment (industrial, commercial and retail), recreation, residential and undeveloped land. The Harbour is bounded to the north by the A259, the West Coastway railway line and the coastal communities of Shoreham-by-Sea, Southwick, Fishersgate, Portslade and Hove. It lies between the South Downs National Park and the English Channel and has several historic and natural designations.



Figure 1: Location of Shoreham Harbour

2.2 The draft Transport Strategy considers the needs of all modes of transport and proposes a package of transport infrastructure improvements and initiatives to complement the delivery of the vision for sustainable mixed use development at Shoreham Harbour alongside a consolidated port. The package of transport improvements and initiatives are seen as vital to delivering the planned regeneration to 2031. Although some improvements are located in the immediate Harbour area, some are further afield reflecting the influence of businesses in Shoreham Harbour on a wide geographical area.

3. Aim and Outcomes

3.1 The aim for the Transport Strategy is to support delivery of the vision for sustainable mixed use development at Shoreham Harbour to 2031 through a programme of transport infrastructure improvements, transport services and behavioural change initiatives; to minimise the impact on the existing network and quality of life for communities, while connecting the Harbour to its surroundings.

3.2 The Strategy seeks to achieve five outcomes, which complement the strategic objectives and area priorities within the JAAP:

OC1 - Reduced levels of congestion, focusing on priority east-west and north-south routes to improve conditions for businesses;

OC2 - Strengthened sustainable transport mode share, particularly for local journeys;

OC3 - Connectivity between Shoreham Harbour and important locations for communities and business in the local area and further afield;

OC4 - A safe and attractive environment, benefiting quality of life;

OC5 - Provide adequate parking provision and controls to manage the transport network efficiently.

A strategy has been developed to deliver these outcomes.

4. Developing the Strategy

- 4.1 The Transport Strategy has been developed by analysing the current transport network and has been informed by emerging and established planning and transport policies. Through this analytical process which has been supplemented by knowledge of local issues, a number of existing and future transport challenges have been identified. A wide variety of possible options were identified to address these challenges and deliver the outcomes of the JAAP.
- 4.2 To develop the preferred strategy, the performance of the possible options was appraised against the challenges, outcomes, viability, deliverability and acceptability. Where possible, this appraisal made use of previous technical work and considered a range of previously discounted solutions to ensure that a full range of possible options was considered.
- 4.3 Following this exercise, the most effective and deliverable solutions for a holistic Transport Strategy were determined and tested using suitable transport modelling tools. Through an iterative process of testing and refinement alongside preparation of the JAAP and Local Plans, a preferred strategy has been determined.
- 4.4 The preferred strategy takes account of the constrained geography, and emerging planning policies for Shoreham Harbour and uses best practice from other similar developments elsewhere in the UK. The scale of interventions proposed in this Transport Strategy is considered to be proportionate to the scale of development proposed in the JAAP and Local Plans and seeks to ensure that, following implementation of the Transport Strategy, the cumulative impact of development on the transport network will not be severe.

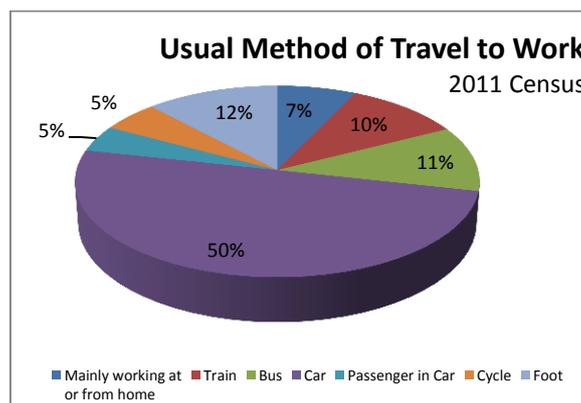
5. Policy Context and Evidence Base

- 5.1 The draft JAAP has been prepared in line with the National Planning Policy Framework (NPPF) and local planning policies set out in the following documents:
 - Revised Draft Adur Local Plan (2013)
 - Brighton & Hove Submission City Plan Part One (2013)
 - East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan (2013)
 - West Sussex Waste Local Plan (as modified) (2013)
 - West Sussex Minerals Local Plan (2003)

- 5.2 Local transport policies are provided by the Brighton & Hove Third Local Transport Plan (B&HLTP) and the West Sussex Transport Plan 2011-26 (WSTP). These long term strategies guide development decisions and local transport investment.
- 5.3 Supporting technical evidence has been obtained from 2011 Census and a range of studies. This includes the Adur Local Plan and Shoreham Harbour Transport Study 2013, which assesses the impact of proposed housing and employment development at Shoreham Harbour on the transport network and proposes a package of mitigation measures. The Shoreham Town Centre Transport Study 2013 investigated the impact of development in the Western Harbour Waterfront (sometimes referred to as Shoreham Harbour Western Arm), which is a key area of change in the JAAP. The study identified measures to improve the way the town centre operates. These studies have informed the draft Transport Strategy.

6. The Existing Transport Network

- 6.1 The population surrounding Shoreham Harbour (from 2011 Census within 1km of JAAP boundary) is 45,100 in 17,823 households.
- 6.2 Wards in both Adur and Brighton & Hove fall within the bottom 20% most deprived areas in England. Unemployment is higher than the regional and national average (approximately 2.6%).
- 6.3 The level of car ownership, where 73% have access to at least one car, is lower than the West Sussex average but higher than in Brighton & Hove. Despite this, the rate of multiple car ownership increased between 2001 and 2011 with households with two or more cars increasing by 12%, which equates to an increase of 2,300 vehicles.



- 6.4 Car travel to work remains the dominant method of travelling to work with 57% of residents choosing to travel by car (as driver or passenger). Sustainable modes of transport are increasing in popularity, as evidenced by shifts in travel behaviour between 2001 and 2011. For example cycle mode share has increased by 1.9% and rail by 3.3%. In 2011 public transport accounted for one fifth of all journeys to work, cycling provided 5% and walking 12%.

6.5 The 2011 Census provides evidence of current travel patterns and behaviour in Shoreham Harbour as the basis for developing a Transport Strategy to cater for future users of the transport system.

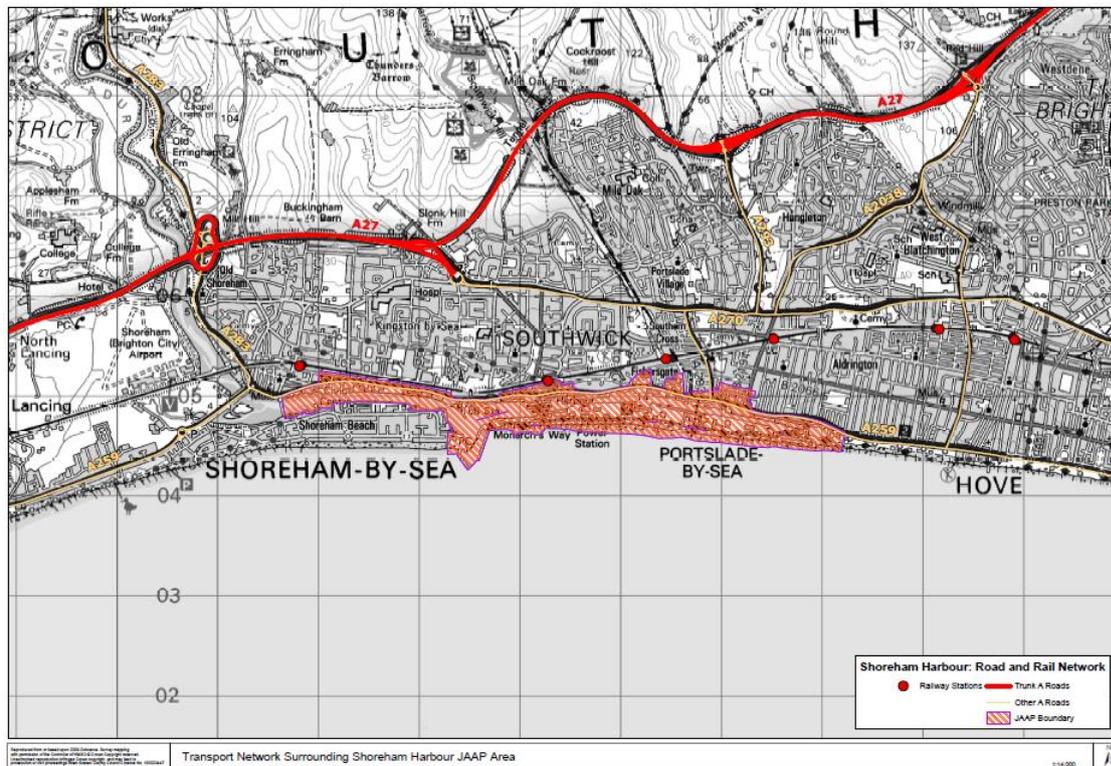


Figure 2: Transport Network serving Shoreham Harbour JAAP Area

6.6 The current transport network serving the JAAP area is predominantly road based, supported by a rail line. Due to the constrained geography, the highway network runs predominately east-west with connecting north-south routes. The main roads are A27 on strategic road network with links to Brighton, Portsmouth and London (via A23). The A259 and A270 are east-west local links carrying secondary and local traffic from Littlehampton, Worthing, Hove and Brighton. North-south links are A283 and A293 connecting the Harbour area with A27. Access to the Port areas from A259 is at Church Road and Wharf Road.

6.7 The West Coastway rail line runs east-west close to the JAAP area. Direct westbound services are available to Portsmouth, Southampton and the South West. Direct eastbound services are available to Brighton, Gatwick Airport and London. Connecting services can be accessed on the Brighton Main Line to destinations further afield including Bedford, Eastbourne, Guildford and Reading. There are six stations serving the JAAP area at Shoreham-by-Sea, Southwick, Fishersgate, Portslade, Aldrington and Hove. These provide different levels of facilities from unstaffed basic halts (Fishersgate and Aldrington), to larger stations with public transport interchange, ticket offices and operating services to a wider range of destinations (Shoreham-by-Sea and Hove). Train services are mainly operated by Southern, with less frequent services operated by First Great Western.

- 6.8 Alongside the road and rail system is a bus, cycle and walking network providing access through the urban area to local destinations in Shoreham, Portslade, Southwick, Hove and the South Downs. Buses provide services to destinations further afield in Worthing, Portsmouth and Brighton. The cycle network provides 16km of cycle specific facilities, with the core of this network running east-west through Hove, Portslade, Southwick and Shoreham and beyond. North-south corridors run from the coast to inland areas such as Holmbush, Hangleton and the South Downs National Park. For pedestrians there is a denser network of footways in the urban area and footpaths in the rural, providing local connections for residents, businesses and visitors.
- 6.9 The combined transport networks accommodate a range of journey purposes covering commuting, education, business, shopping, health and leisure. The JAAP area not only serves Port activities but also travel from other areas. The performance of the network now and in the future is a consideration for the Strategy, to reduce the risk of more congestion and greater unreliability. This assists in maintaining the economic vitality and viability of the Port, and is essential for regenerating Shoreham Harbour.

7. Challenges for the Network

- 7.1 The existing and future transport challenges identified through analysis of available evidence and knowledge of local issues are:
- a) The Local Transport Plans for West Sussex and Brighton & Hove, recognise congestion as an existing issue facing the area which will be exacerbated as the area grows and develops. The impacts of congestion include unreliable journey times, undependable public transport, community severance, poor air quality and noise conditions.
 - b) The A27 experiences congestion and delays at peak periods along the length of the route, notably at Chichester, Arundel, Worthing and Lancing.
 - c) The A259 peak period journey times and network resilience are key issues. Conditions are not conducive to cycling and walking with narrow footways, limited dedicated cycling facilities and high volumes of traffic. As a gateway to the JAAP area, the A259 will be required to accommodate development-related traffic and provide access to local services. The corridor is expected to see increased journey times caused largely by pinch points at the junctions.
 - d) The Adur Local Plan and Shoreham Harbour Transport Study (2013) provides an assessment of the cumulative impacts of strategic development allocations to a forecast year of 2028 on the transport network. The study identifies that 9 of the 13 key junctions would operate in excess of their capacity (without mitigation), the most severe being A27/A283, A259/A283 and A27/A293.
 - e) Due to the perceived and actual conditions on the main roads, local streets are sometimes used to avoid congested areas. Level crossings can also cause delay and inconvenience as they are on main north-south routes in Shoreham-by-Sea and Portslade. This adds to the level of traffic,

including Heavy Goods Vehicles (HGVs) seeking to avoid these pinch points.

- f) An advisory lorry route network is in place along A259 and A293 connecting the commercial activity of the Port with the strategic road network. Due to the physical and traffic constraints along these routes, larger vehicles often divert onto inappropriate residential roads.
- g) Parking is regarded as a concern for residents and businesses across the JAAP area. Management of the demand for parking is through the supply of on and off-street spaces and restrictions (pay & display, limited waiting and residents parking schemes). Additional residential and commercial development is likely to generate further demand for parking.
- h) On the railway, capacity is constrained on both West Coastway and Brighton Main Line. Services at peak times can run at 70-90% of line capacity. On the West Coastway line, whilst train service frequency is good, slow journey times, reliability and capacity remain limitations.
- i) There is an extensive, frequent and successful bus service serving local destinations between Brighton and Worthing. Despite this, public perception remains that services are unreliable, infrequent and expensive.
- j) Bus patronage is significantly higher than the South East average, with 11% of journeys to work made by bus. One local operator suggests there has been a 20% increase in patronage on some routes between 2007/8 and 2012/13. However, there remains a high level of car use for local trips and concessionary fares account for 43% of bus trips made between Shoreham and Hove.
- k) Cycling accounts for 5% of all trips to work made in the JAAP area, which is higher than the national average, with average volumes of cycle traffic of between 300 and 1500 cycle movements per day (depending on the counter site).
- l) Despite this level of usage, both the WSTP and B&HLTP highlight that the network of cycle facilities may not be sufficient to encourage significant levels of additional cycling. The network is described as disjointed, indirect, poorly surfaced, has inadequate signing and a lack of safe crossing points. Congestion and traffic related safety concerns are also barriers to taking-up cycling.
- m) Walking contributes 12% of all journeys to work, however many more uncounted trips will involve walking as part of the overall journey. The size and scale of the highway contributes to perceptions of a poor and unattractive environment. In places the facilities are narrow, unlit, poorly surfaced or inaccessible for all, which is not conducive to shorter trips on foot.
- n) The consequences of the use and operation of the transport network are poor air quality, noise impacts and clusters of accidents in places. Air Quality Management Areas (AQMAs) have been declared in Shoreham town centre, A270 Old Shoreham Road and in Brighton. Noise from traffic affects residents particularly along the A259, A270 and A283 corridors.

- o) Clusters of accidents have occurred along the A259 corridor particularly at junctions where there are conflicting movements or in busy town centres.
- 7.2 To achieve the desired outcomes and support delivery of the regeneration, it has been necessary to determine a set of interventions which address these challenges.

8. Preferred Strategy

- 8.1 The preferred solutions presented in this Transport Strategy seek to address the identified issues and achieve the outcomes through a holistic approach. This consists of transport infrastructure improvements (e.g. junction capacity enhancement, strategic and local access improvements, sustainable transport facilities) supported by a travel behaviour change programme (e.g. promotional activities, education and training initiatives). The next step is to develop the strategy further to take account of local feedback received through consultation on the draft JAAP.
- 8.2 The preferred strategy is comprised of the following transport infrastructure improvements and initiatives as summarised in table 1:
- A. Priority corridor improvements (A259, A283, A293) – as the main gateways into the JAAP area and routes that carry the majority of longer distance traffic and HGV's; these priority corridors will be the focus for investment and improvements which balance the competing demands of strategic and local trips with the needs of sustainable modes of transport.
 - B. Supporting link improvements (e.g. B2194, B2167, B2066) – these links provide access to the Harbour, local services, public transport hubs and connect with the priority corridors; investment on supporting links will concentrate on enhancing their role in providing for substantially local trips through sustainable transport infrastructure, safety, access and environmental enhancements.
 - C. Access points to regeneration sites and to the consolidated Port activities (e.g. Church Road).
 - D. Creation of a new waterfront route in Western Harbour Waterfront area to provide an environment which encourages walking and cycling.
 - E. An area wide travel behaviour change programme targeting existing and new residents and businesses to encourage sustainable travel patterns.
 - F. Junction capacity and safety improvements (e.g. A27/A283, A27/Hangleton Link, A259/A283) to allow them to operate efficiently now and in the future.
 - G. Improvements to the reliability of bus services in the Harbour area through physical bus priority measures such as bus lanes (where possible) and use of bus priority measures at traffic signals.
 - H. Supporting bus operator-led improvements to the quality of bus services serving Shoreham Harbour (vehicles, frequency, ticketing, marketing).

- I. An expanded, high quality, safe and attractive cycle network to cover journeys of about 5km and enable it to encourage more cycle trips and removing barriers to cycling.
- J. A network of coordinated, safe and legible pedestrian facilities to connect development sites with surrounding communities and services.
- K. Having better access routes to rail stations, and interchange between modes (e.g. Shoreham-by-Sea, Hove), to serve wider catchment areas and act as gateways to Shoreham Harbour.
- L. Transport improvements to the public realm and street scape both within the development and in the adjoining area.
- M. Adequate and suitable car parking provision and controls, alongside adequate and secure cycle parking.
- N. Promotion and adherence to advisory lorry routes to minimise impact on residents and traffic from either the Port area or serving local businesses.
- O. Measures to reduce accidents and improve safety at identified hotspots or clusters.
- P. Programme of maintaining and managing the local transport network to maintain capacity and reliability.

9. Delivery and Monitoring

- 9.1 In order to achieve the vision and objectives of the JAAP, a programme has been developed to deliver the Transport Strategy. Some elements may need to be delivered earlier than others or in conjunction with others to achieve the desired benefits and outcomes. Given the complex nature of the JAAP area, delivery will need to be in partnership with other stakeholders such as local authorities, Shoreham Port and the Highways Agency.
- 9.2 The JAAP acknowledges that the development envisaged will generate the need for additional and improved infrastructure. The individual measures outlined in the Strategy propose a programme of transport interventions required to support the proposals. Delivery will be required in a phased approach as funding opportunities become available, or need dictates. They can be delivered by a variety of different partners – including bus operators, train operators, the highway authorities, developers or business / local community. For effective delivery these would need to be in a coordinated manner to maximise the benefits.
- 9.3 Developer contributions will be obtained either through obligations linked to individual sites or through a centralised pot. Strategic requirements could also be delivered through funding allocations from centralised resources either from the Local Enterprise Partnership (LEP), central Government level or other sources.
- 9.4 Monitoring of the development and implementation of the Strategy will be carried out at regular intervals in line with the framework in the JAAP. This will be an evolving document and linked to the objectives and outcomes of the

Strategy. Progress and contribution towards meeting the targets in the Local Transport Plans by respective transport authorities will also be reported.

Table 1. Summary of Preferred Shoreham Harbour Transport Strategy

Scheme	Description	Achievement of outcomes				
		OC1	OC2	OC3	OC4	OC5
Priority Corridors (A259, A283, A293)	As the main arterial gateways into the JAAP area, they are the routes that convey the majority of traffic, provide access to the Port, are core public transport routes and provide connections with the wider area. They will be a focus for investment and improvement by taking an approach which balances the competing demands of strategic and local trips with the needs of sustainable modes of transport to support growth and regeneration. Improvements will concentrate on journey time reliability, reducing severance, accessibility to the main areas of change with public transport and environmental enhancements.	☑	☑	☑	☑	☑
Supporting Links (B2194, B2167, B2066)	Perform a role in assisting people to access the Harbour, local services, public transport hubs and to connect with the priority corridors. They will have a focus for investment and improvement which enhances their role in providing for substantially local trips through sustainable transport infrastructure, safety, access and environmental enhancements.	☑	☑	☑	☑	
Access to regeneration sites and Port activities	New access points or alterations to existing accesses to Character Areas and Shoreham Port, including realignment of Basin Road North to provide an internal access road to minimise unnecessary external HGV movements. Reduce the number of unnecessary or inappropriate accesses to maintain traffic flows or create new entrances into development areas.	☑	☑	☑	☑	
New waterfront route in the Western Harbour Waterfront area	New waterfront shared use low trafficked environment to encourage activity and support public access to the water. Layout will discourage through/inappropriate traffic in an environment that allows walking and cycling in an attractive setting.		☑	☑	☑	
Junction capacity and safety improvements	Physical (widening, enlarging or new traffic signals, safety measures) or technological (upgrade traffic signals, bus priority) at identified junctions predicted to operate at, or in	☑	☑	☑	☑	

Scheme	Description	Achievement of outcomes				
		OC1	OC2	OC3	OC4	OC5
	excess, of their theoretical capacity now and in the future. Including A27/A283, A27/A293, A259/A283, A259/A293 and A259/Boundary Road. Other junctions may require smaller-scale improvements through the development planning process to improve safety for all users.					
High Quality Bus Network	Maintaining and improving a reliable and frequent (at least every 10 minutes) network of quality bus services on Shoreham to Portslade/Hove corridor and wider catchment area. Infrastructure including bus priority measures, technology and high quality waiting infrastructure with frequent, reliable and accessible vehicles and tailored and real time information for passengers. Improved on-street parking regulation to enable buses to operate efficiently and attractively. Marketing and promotion of these services to new and existing residents and businesses.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Expanded and improved cycle network	High quality, continuous cycle routes along a series of radial routes supported by feeder network, junction and barriers, covering journeys of about 5km (average 15 minutes cycle) encompassing vast majority of Shoreham, Portslade and Hove. Routes to be upgraded and promoted include the NCN2 and the proposed Riverside Walk, new crossing points, local connections into the existing network and local destinations. Removing physical and perceived barriers to cycling.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
New and improved pedestrian facilities	Network of coordinated, safe and legible walking routes to cover journeys of up to 2km (average 20 minute walking) to Shoreham and Portslade town centres and through the local area. Development to be pedestrian friendly include an attractive Riverside Walk, redefining streets making them 'people first' to restrict access for vehicles (e.g. New Road, Boundary Road, Kingston Lane), crossing points, maps and signs, and local connections into the existing network and surrounding destinations.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Rail Station Interchange and access	Improving interchange with the rail network with improved access routes to the stations from the Harbour and surrounding community. To serve a wider catchment	<input checked="" type="checkbox"/>				

Scheme	Description	Achievement of outcomes				
		OC1	OC2	OC3	OC4	OC5
	area and longer distance journeys centred on the gateway stations (Shoreham-by-Sea, Portslade and Hove) including cycle parking / hub, bus integration, information, drop off and taxi ranks, walking and cycling routes, parking and forecourt and public realm improvements.					
Public realm and street scape	Transport improvements to enhance the public realm, create a sense of place for Shoreham Harbour in line with the Shoreham Harbour Streetscape Design Guide, to integrate the developments with the surrounding areas. Schemes in town and local centres as part of strategy to revitalise and promote local economic spend – including East Street-Brunswick Road in Shoreham and Station Road-Boundary Road in Portslade.		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Parking controls and cycle parking	Providing adequate and suitable parking provision and controls for on and off development locations with spaces proportionate to dwelling mix and demographics, charging and management regime, supporting alternatives to car ownership and traffic management. Cycle parking within and outside development areas, a cycle hub (within sites and at stations) to provide secure parking, showers and changing facilities.		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Freight Management	Promotion and adherence to advisory lorry routes to minimise impact on residents and traffic from either the Port area or serving local businesses.	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	
Accident reduction and safety measures	Measures at identified accident clusters or hotspots, either stand alone or complementing other schemes; 20 mph speed limit, signs and wayfinding and safe crossing points.		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	
Area wide behaviour change programme	A supporting programme of behaviour change and smarter choice initiatives to support and guide the infrastructure package across the JAAP area. Designed to target change in travel habits at transition points in people's lives (moving house or job) through information, incentives and challenging barriers to sustainable travel (habit,		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	

Scheme	Description	Achievement of outcomes				
		OC1	OC2	OC3	OC4	OC5
	social norms, impressions and reality). Provide attractive alternatives to travelling by car or stimulate more efficient use of the car. Working with new and existing businesses and residents to develop and implement initiatives such as travel plans, car sharing, cycle challenges and shared car ownership.					
Maintenance	Programme of maintaining and managing the local transport network to retain sufficient network capacity and reliability for all users, safety ensuring barriers to walking and cycling are not reinstated and improving the public realm.	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	

Shoreham Harbour Regeneration

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