

**RUSHMOOR BOROUGH
TRANSPORT STATEMENT**

Adopted September 2012

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1. Introduction

1.1 This report sets out the transport objectives and delivery priorities for the Rushmoor Borough Council (RBC) area. The Transport Statement provides:

- a local transport policy framework for the Borough;
- a framework to assist with the prioritisation of transport investment;
- a basis for land use and development planning;
- assistance to the local planning authority with infrastructure planning in support of the Core Strategy, the preparation of a Community Infrastructure Levy (CIL) Charging Schedule and the application of the Transport Contributions Policy in the interim period until the CIL Charging Schedule is adopted.

1.2 The Statement is a Hampshire County Council document and has been developed in consultation with Rushmoor Borough Council. The Statement covers the period up to 2027, which conforms with the timeframes of planned development, as outlined in the Rushmoor Core Strategy. It will be reviewed and updated on a regular basis, particularly as proposals are completed or modified.

1.3 The Transport Statement links to current economic priorities, including those being developed by the M3 Local Enterprise Partnership (LEP). It also builds on existing transport related documents covering the Borough, notably the Local Transport Plan 3 (LTP), the Farnborough and Aldershot Town Access Plans (TAPs) and the existing and emerging Local Plan. The area is subject to significant planned growth, including the Aldershot Urban Extension (AUE) and this will lead to additional travel demands that will need to be managed in a sustainable manner. Both Aldershot and Farnborough have been designated 'Sustainable Travel Towns', within the context of the current Local Sustainable Transport Fund (LSTF) project outlined below.

1.4 Within this context, the transport vision for the Borough Transport Statement is to help deliver 'safe, efficient and reliable ways to get around, helping to promote a prospering and sustainable area'. The priorities and proposals outlined in this Transport Statement look to facilitate the following objectives:

- 1) Promote economic growth by providing a well-maintained, safe and efficient highway network;
- 2) Improve access to jobs, facilities and services by all types of transport;
- 3) Facilitate and enable new development to come forward;
- 4) Reduce carbon emissions and minimise the impacts of transport on the environment.

2. Policy Context

2.1 Nationally, the White Paper published in January 2011 named 'Creating Growth, Cutting Carbon, Making Sustainable Local Transport Happen', sets out the Government's policy towards transport and its links to economic prosperity, climate change and local transport. This Statement aims to reflect and address these national priorities at the local level. The proposals contribute to creating growth through reducing congestion, providing greater accessibility for all and regenerating the area. Carbon emissions will be reduced by encouraging greater use of walking, cycling and public transport.

2.2 Central government has recently published the National Planning Policy Framework, which provides national strategy and guidance for land-use planning policy and practice. It identifies how planning can achieve sustainable development and includes a section on promoting sustainable transport. This supersedes the national guidance and statements used in developing planning policy, and assessing the impact of developments. Manual for Streets 1 and 2 places an emphasis on better design in public spaces, and provides best practice in design of the urban environment.

2.3 At a sub-regional level, the M3 Local Enterprise Partnership (LEP) is driving forward economic growth within North and Central Hampshire and West Surrey. Encompassing a population of 1.6 million, an above average skilled workforce, and the home for a number of international businesses, the M3 LEP is an important economic area for the UK economy. Under its main business led board, the M3 LEP brings together private and the public sectors, and will prioritise key strategic infrastructure investment priorities, including for transport, over the next few years. Rushmoor is at the heart of the LEP area, and is anticipated to benefit from strategic transport improvements planned and delivered through the LEP.

2.4 The key transport policy document produced by Hampshire County Council is the Local Transport Plan 3 (LTP3), www3.hants.gov.uk/transport/local-transport-plan.htm. It is in two parts with Part A containing the Long Term Strategy between 2011 and 2031 and Part B the Implementation Plan for the next three years of 2011-2014. The section most relevant to this Transport Statement is Chapter 5 which identifies the Transport Strategy for North Hampshire. Specific reference is made to Farnborough and Aldershot and it identifies a series of measures for the area which are included in the transport proposals in Section 4.

2.5 There are a number of local planning documents developed by RBC which have had a significant input to this Transport Statement and these are listed below:

- *Rushmoor Plan Core Strategy (October 2011)*. This outlines development proposals for Rushmoor until 2027. The main planned growth includes about 4,250 dwellings at AUE and 1100 elsewhere in Aldershot and Farnborough. Employment has mostly already planning permission with 22,600 sqm in Aldershot and 141,400 sqm at Farnborough, mostly at IQ Farnborough. The Core Strategy includes a transport section setting out the main transport issues and policies. An infrastructure plan which included required investment in transport, was also produced, informed by a Transport Assessment, which highlighted the location of forecast congestion over the plan period;
- *Farnborough Town Centre Supplementary Planning Document (SPD) (July 2007)*. This shows the need to enhance the centre with high quality streets and spaces, and improved transport access.
- *Aldershot Town Centre Supplementary Planning Document (SPD) (Jan 2009)*. This sets out the vision for the environmental and physical improvement of Aldershot town centre for the next 10-15 years, providing a framework with policies to promote and manage the future of Aldershot town centre, including linking transport improvements and development proposals;
- *Aldershot Urban Extension Supplementary Planning Document (March 2009)*. This SPD sets out the policies and layout of the urban extension to guide development at the urban extension;
- The Council is currently preparing a Delivery Development (DPD) which will allocate sites and give more detail to the strategic policy in the Rushmoor Core Strategy (this will include policies relating to the Farnborough airport).

2.6 There have also been a series of specific transport studies and policy documents produced by the County Council in recent years which have input to this Transport Statement and these include:

- *Aldershot Town Access Plan*: adopted in April 2012. This focuses on the town centre and includes a number of specific transport proposals for the town. Adoption is scheduled for April 2012;
- *Farnborough Town Access Plan (Nov 2011)*: This outlines a wide range of transport access improvements for the Farnborough area, including North Camp and Cove;
- *East of Aldershot Study (Oct 2011)*: This study examined alternative options to improve transport access in the North and East area of Aldershot. Specifically it

reviewed potential junction improvements on the A325/ A3011 and A331, HGV routing issues, and potential improvements to certain sustainable transport links;

- *The Joint M3 LDF Study, (ongoing)*: This considers the cumulative impacts of developments from neighbouring authorities along the M3, including Rushmoor, Hart, Surrey Heath and Bracknell Forest. It monitors that the cost of mitigation of traffic arising from new development on the M3 motorway in order that it is shared proportionally across the developments irrespective of administrative boundaries.

2.7 It is acknowledged that both the Transport Statement Table 1 and the LDF Infrastructure Development Plan will require revision and update to reflect the outcomes of work to be undertaken on the Core Strategy / Local Plan. This Statement will also need to reflect the findings in the Core Strategy / Local Plans for neighbouring councils including Guildford Borough, Hart District and Surrey Heath Borough.

3. Transport Context and Issues in Rushmoor

3.1 The Borough of Rushmoor is largely built up and dominated by the two main towns of Aldershot and Farnborough with a combined population of about 96,000. Other significant settlements include North Camp, Cove and the main business employment area clustered around Farnborough Airport. Rushmoor's location within the Blackwater Valley and proximity to strategic transport links results in significant in and out commuting patterns. Overall, land uses across the Blackwater Valley are dispersed and often not well connected with each other, resulting in complex travel patterns. Congestion occurs, mainly during peak hours, and on key routes, including the A331 Blackwater Valley Road (BVR), A323, A325, A327, A3011 and access roads to the M3 junctions 4 and 4a.

3.2 Aldershot has a strong military presence with a number of the roads used by the public, but owned by the Ministry of Defence (MOD). The Aldershot Garrison is being redeveloped and is the hub of a new Super Garrison. In the southern section of the current military area, a major development is planned approaching 4,250 dwellings identified in the Aldershot Urban Extension. Planning for improved transport access to this development in the context of the continuing military presence will be an important consideration in this area of the Borough. Some impacts are also anticipated from neighbouring authorities, such as from the developments at Deepcut and Queen Elizabeth Barracks (QEB).

3.3 Farnborough has a significant aviation influence with the airport being one of the main business airports in the south east, and has permission to increase flights from 28,000 to 50,000 per year by 2019. More recently Farnborough has attracted large technology based firms, which provide high skill employment opportunities. These are mainly located around the perimeter of the Airport, with high quality business premises providing offices to international firms such as BAE systems, IBM and Fluor. One key challenge this presents is planning for continued high quality transport access for these businesses from surrounding strategic transport links.

3.4 Public transport accessibility varies throughout the Borough. It has a high quality and frequent bus service on stagecoach's branded 'Goldline' Route 1. Rushmoor also has good access to rail links, with south-west mainline services accessible at Farnborough Main, and services to Reading and Gatwick accessible at Farnborough North and North Camp stations. Improvements to interchange between bus and rail have also recently been carried out at Farnborough Main station. There are also plans to improve access at Aldershot station.

However, away from the main bus and rail routes, there are lower levels of public transport accessibility, particularly in suburban residential areas in north-west Farnborough and south and east Aldershot.

3.5 Walking and cycling routes in the Borough have improved over the last few years with a number of new crossings and links put in place. Given that the area is largely built up, there is also good potential for further improvements, especially for access to the key trip attractors of schools, colleges, town centres and rail stations. However, several missing links in these networks have been identified, and severance caused by strategic transport corridors such as the M3, the A331 and the South-west rail mainline continues to be an issue at certain locations in the Borough. Improving transport accessibility by all modes of transport would help enable residents and visitors to the Borough to better access services and facilities. It would also help promote lower-carbon transport choices.

3.6 The recent harsh winters have caused considerable disruption during severe weather conditions, and resulted in significant damage to the highway network. This, combined the forecast effect of climate change, has highlighted the importance of maintaining and keeping highways open, facilitating safe movement of people and goods. In this context, it is recognised that highway maintenance will continue to be a high priority for the County Council. Key transport issues and outline proposals are shown on Figure 1.

3.7 In summary, the main transport challenges facing the Borough can be seen as:

- Managing existing and forecast road congestion especially on the main A road routes and accessing the M3 particularly during peak periods, affected by complex travel and commuting patterns;
- Planning for, and mitigation of travel impacts arising from new developments, most notably from the Aldershot Urban Extension;
- Continuing to provide for transport access to the main employment locations;
- Improving transport accessibility, particularly to the town centres, and local services and facilities;
- Helping to facilitate lower-carbon transport choices.

4. Transport Objectives and Delivery Priorities

4.1 In consideration of the policy context and transport issues outlined above, a number of Objectives and Delivery Priorities have been identified for the Borough. To facilitate these an extensive list of proposals is presented in Table 1. Refer also to Figure 1 which shows some of the key transport issues and proposals.

4.2 Objective 1: Promote economic growth by providing a well-maintained, safe and efficient highway network.

Delivery Priorities:

- 1a) Maintain the road network for all users to ensure a resilient, long-term and efficient network;
- 1b) Develop targeted measures to improve capacity at congestion bottlenecks and optimise traffic management, particularly on the A325, A327, A3011 & A331 corridors;
- 1c) In partnership with the Highways Agency, look at capacity improvements for links to M3 junction 4a, notably on the A327, and access to the M3 Junction 4;
- 1d) Reduce road casualties, through a pro-active approach to accident reduction.

4.3 Objective 2: Improve access to jobs, facilities and services by all types of transport.

Delivery Priorities:

- 2a) Ensure that high quality transport access to the main employment areas is maintained and improved;
- 2b) Provide accessibility improvements as outlined in the Town Access Plans for Farnborough and Aldershot;
- 2c) Enhance the existing Route 1 Quality Bus Partnership route, including improving bus stop waiting facilities and provision of better information;
- 2d) In partnership with the bus companies, improve bus services across the Borough;
- 2e) Improve interchange facilities at Aldershot and Farnborough Main Railway Stations, including better car parking, enhanced cycle parking and improved Disabilities Disabled Act compliant access to platforms;

- 2f) Promote work place travel planning, such as flexible working initiatives, to help tackle peak period congestion;
- 2g) Improve and deliver the cycle and pedestrian network across the Borough, including better links to business locations, town centres, schools and rail stations;
- 2h) Provide better information and advice on transport choices.

4.4 **Objective 3: Facilitate and enable new developments to come forward.**

Delivery priorities:

- 3a) Enable improved highway access to the Aldershot Urban Extension strategic development area, including new junction and capacity improvements on the A3011, A331, A325 and A323;
- 3b) Promote improved transport access to the business areas surrounding Farnborough Airport, including improved junctions on the A325 and A327 and better pedestrian and cycle links from surrounding areas;
- 3c) Mitigate the impact of forecast congestion on the highway network through reducing the need to travel and providing good quality walk, cycle and public transport links from new developments.

4.5 **Objective 4: Reduce carbon emissions and minimise the impacts of transport on the environment.**

Delivery priorities:

- 4a) Promote low carbon emitting modes of transport, including supporting the necessary infrastructure for low emission vehicles, and encouraging walking, cycling and public transport;
- 4b) Help reduce the need to travel, such as through supporting the development of high quality telecommunications, Broadband infrastructure and teleconferencing.

5. Implementation & Funding

5.1 The proposals identified in Section 4 and Table 1 are at various stages of progress, ranging from concept to implementation. Stages of transport scheme development typically include preliminary design, consultation, detailed design, tendering and construction. The delivery of schemes is largely undertaken within the integrated capital programme by Hampshire County Council. Close co-operation, partnership and assistance is a vital component in delivering these transport improvements. There are a wide variety of key stakeholders which include Rushmoor Borough Council, the Highways Agency, the Local Enterprise Partnership (Enterprise M3), businesses, neighbouring councils, transport operators, developers and the local community.

5.2 The delivery and phasing of the proposals will depend on funding available from a range of different sources. These sources are briefly summarised below in four main groups:

i) Funds from Department for Transport: There are currently four funding streams available from the Department for Transport (DfT) that can be expected to help fund transport schemes in Rushmoor:

- **Integrated Transport and Maintenance Capital Grants:** This is block funding from central government for transport. It includes funds for highways maintenance schemes, and funding for smaller-scale transport improvements, including highway improvements, traffic management schemes, and accessibility schemes. HCC decides how to spend these funds, including some in Rushmoor;
- **Major Schemes Funding:** This is capital funding for transport schemes over £5 million in value. Until recently this has been administered as a competitive process from the DfT. However, central government has recently set out consultation on devolving prioritisation and funding for these schemes to a more local level, with a new role proposed for Local Transport Bodies and LEPs in this process;
- **The Local Sustainable Transport Fund (LSTF),** which is in the form of capital and revenue expenditure. Funding of £4.1m has been secured by the County Council for the Hampshire Sustainable Travel Towns initiative, which will be allocated over a four year period of 2011-2015 towards sustainable transport improvements in six Hampshire towns including Farnborough and Aldershot;

- Pinch-point Fund: This is funding that has been identified by central government for highway improvements on the strategic road network. Approximately £220 million has been identified for growth related schemes which cost under £10 million and which help ease local bottlenecks and improve safety and road layout. The fund, administered by the Highway's Agency, is anticipated to fund improvements over the next 3 years.

ii) Funds from local resources: These are funds that have been allocated at a local level from Hampshire County Council to support delivery of the highway maintenance programme. These funds complement the capital grant funds allocated for maintenance from the Department for Transport.

iii) Funds from land-use development: One of the main sources of funding for transport improvements is from developments in the Borough. Currently transport contributions are secured in accordance with the County Council's Transport Contributions Policy, which is adopted within the Borough's 'Planning Contributions: Transport Contributions' Supplementary Planning Document.

Rushmoor Borough Council aim to have an adopted CIL Charging Schedule by November 2013. When the Charging Schedule is adopted then this will replace the Transport Contributions Policy. It is expected that a number of transport infrastructure projects will be taken into account in producing the Charging Schedule and may be funded by CIL receipts. This Transport Statement is intended to provide additional information to assist the Borough Council in preparing the CIL Charging Schedule and to ensure that transport infrastructure is included.

It may be that in some cases, particularly with major developments, some specific transport infrastructure will need to be secured through Section 106 or Section 278 agreements in order that they can be delivered by the developer to meet the needs of the development alone. Alternatively, funding of these schemes may be provided by CIL contributions including the opportunity to pool resources with neighbouring councils where appropriate. Section 278 will not be restricted by the CIL Regulations and so it will be possible to fund transport schemes through both CIL and Section 278.

iv) *LEP Funding*: As Rushmoor is part of the Enterprise M3 LEP area significant opportunities are emerging for funding of transport schemes. The Growing Places Fund has been set up to help unlock and support economic growth and job creation, through funding transport schemes that help open up business and development opportunities. Up to £14 million has indicatively been allocated towards infrastructure improvements in the LEP area. Part of this fund could be used to help implement a number of strategic transport schemes within Rushmoor, such as highway improvements on the A325/ A3011 corridor. However, the Growing Places Fund must be recycled, so a mechanism to pay back any funding from this source in whole or part has to be established.

v) *Other Funding*: There are also other emerging sources of funding, which will involve joint working between authorities and business, and have the potential to assist with delivery of the proposals in the Borough. Of particular potential is the Tax Increment Funding and the New Homes Bonus, which aim to gain benefit from new development coming forward, although the funding received from the latter is not ring fenced. Other funding opportunities for improvements arise via public transport operators, such as from the National Station Improvement Programme (NSIP), or for vehicle improvements from the bus operators or from groups such as Sustrans.

5.3 The proposed schemes listed in Table 1 include an indication of the likely funding source, where this has been identified. However, for several of the sources the level of funding available and the criteria for their use has not yet been confirmed.

5.4 Whilst the Transport Statement timeframe is to 2027, it is not expected that all of the schemes listed in Table 1 will be deliverable within this time period. Future funding is uncertain, particularly in the current economic climate and the global sum likely to be available for transport in the next 15-20 years is unknown. The identification of schemes for progression will take place in conjunction with key partners and will be informed by a range of factors currently unconfirmed, including economic pressures, finalised development allocations and availability of funding. Therefore, many of the schemes listed represent longer term policy aspirations of HCC. Delivery will be subject to future prioritisation and the development of robust business cases to justify delivery.

Figure 1: Key Transport Issues & Proposals Diagram

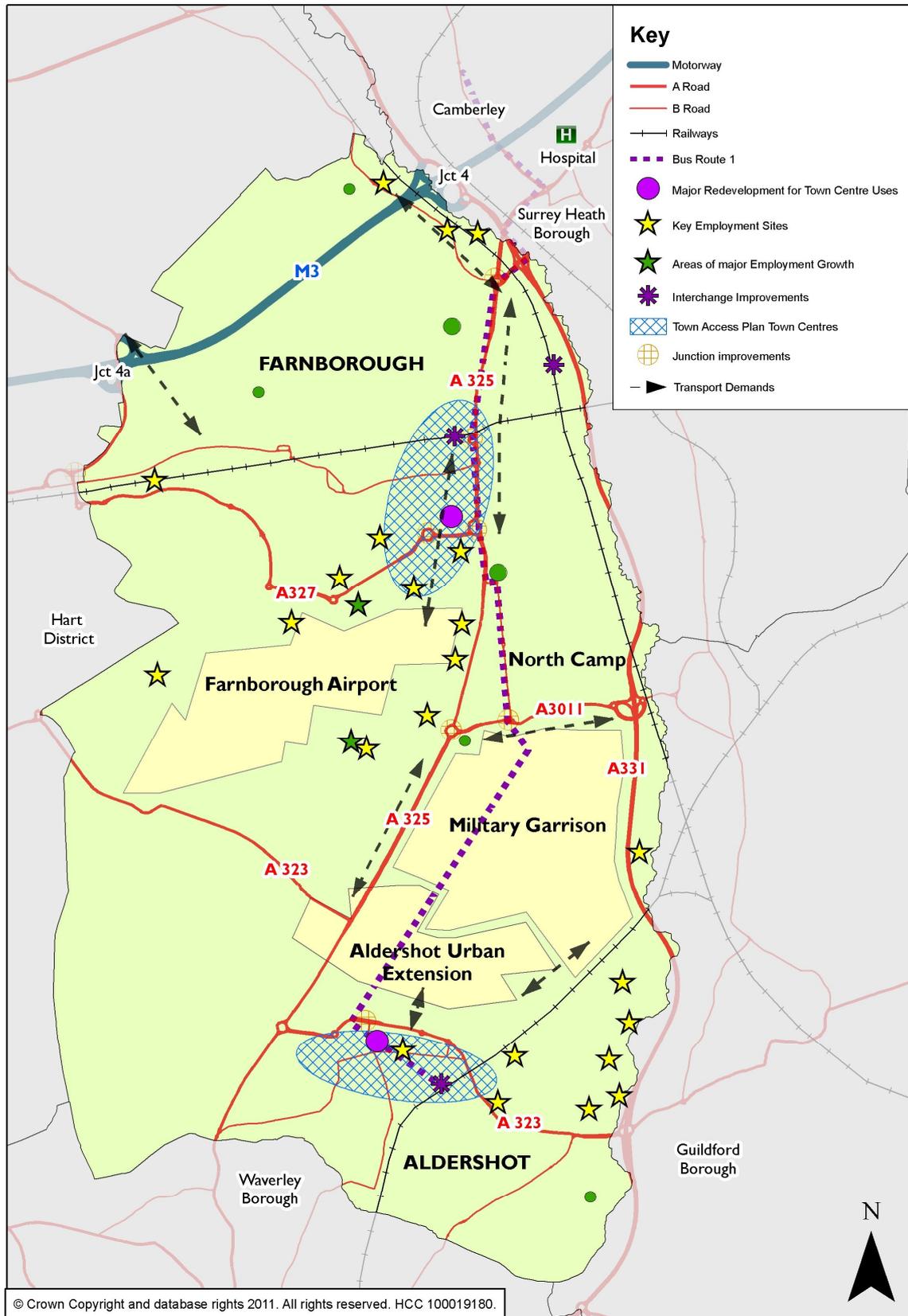


Table 1

Schedule of Transport Improvements

(See separate sheets)

Note that the schemes are not listed in order of priority