

**BASINGSTOKE & DEANE BOROUGH
TRANSPORT STATEMENT**

Adopted September 2012

Addendum added, December 2013

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Addendum

Since the adoption of the District/ Borough Statements in September 2012, there have been changes in the funding and policy environment. In particular, it has been confirmed that significant funds for infrastructure improvements will become available from 2015/16 via the Growth Fund, based on the priorities set out in the emerging Enterprise M3 LEP Strategic Economic Plan. In response to this, Hampshire has set out the Strategic Transport Infrastructure Plan (STIP) scheme priorities in more detail for the identified growth area of Basingstoke within a draft document known as the STIP. This document was endorsed by the HCC Executive Member in October 2013.

In summary, the STIP includes the following short-medium and longer term priorities for transport infrastructure which are at varying stages of development, from initial assessment to the commencement of detailed design:

Short - medium term delivery plan

- Basingstoke north eastern corridor – A33 capacity improvements at junctions (Crockford Lane roundabout, Thornhill Way crossroads, Binfields roundabout);
- Basingstoke western corridor – A3010/A340/A30 capacity improvements at junctions (Thornycroft roundabout, Winchester Rd roundabout)
- Basingstoke south western corridor – A30 capacity improvement at Brighton Hill roundabout;
- Local Plan mitigation options;

Longer term development programme

- Highways infrastructure in the west of Basingstoke;
- Chineham highway/transport improvements – A33 to Cufaude Lane highway link and rail station;
- M3 motorway improvements between junctions 6 and 7
- Other Local Plan mitigation options;

Minor revisions

- Since the Transport statement adoption in 2012 the Basingstoke and Deane Core Strategy has now been termed the pre-submission Local Plan and its planning period extended to from 2027 to 2029. This was consulted on in summer to Autumn 2013.

1. Introduction

1.1 This report sets out the transport objectives and delivery priorities for the Basingstoke & Deane Borough Council (BDBC) area. The Transport Statement (TS) 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 / Local Plan. To include input to the preparation of the Infrastructure Delivery Plan (IDP), 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 Basingstoke & Deane Borough Council. It will be reviewed and updated on a regular basis, particularly as proposals are completed or modified. The Statement currently covers the period up to 2027, which conforms with the timeframes of planned development, as outlined in the draft Pre Submission Core Strategy Basingstoke & Deane Local Development Framework (Feb, 2012). In April 2012 the Borough Council received a judgement from the High Court, which required the council, within a reasonable timeframe to reconsider the form of the pre submission strategy in relation to the proposed allocated sites and locations for development. In light of this the Borough Council is reviewing the Core Strategy (to be known as the Local Plan in future) and revising the LDF timetable (the Local Development Scheme).

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 Basingstoke Town Access Plan (TAP) and the Local Development Framework (LDF) Documents. The area is subject to significant planned growth, notably in Basingstoke town and the additional travel demands will need to be managed in a sustainable manner. Basingstoke has been designated a 'Sustainable Travel Towns', within the context of the current Local Sustainable Transport Fund (LSTF) project, as detailed later.

1.4 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 mainly 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. Basingstoke & Deane 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 Basingstoke and Deane and it identifies a series of measures for the area which are included in the transport proposals in Section 4 and Table 1.

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

- *Local Development Framework(LDF) Core Strategy Pre-submission Draft (Feb, 2012)*. This outlined development proposals for Basingstoke & Deane until 2027. The residential planned growth was for an additional 9,500 dwellings which was mainly at Basingstoke, although some was also be allocated to the larger settlements of Tadley, Whitchurch, Overton, Bramley, Kingsclere and Oakley. Employment provision is focused on the redevelopment of Basing View as a world class business park. The LDF includes a Community Needs section, with Policy CN8 relating to Accessibility and Transport;
- *Infrastructure Delivery Plan (IDP)*. As part of *Local Development Framework(LDF)* this is one of the LDF supporting documents and sets out the infrastructure requirements over the plan period. It currently includes a lists of schemes in a schedule which specifically identify strategic and local scheme. This schedule shares a number of schemes that are also listed in Table 1 of this Transport Statement;
- *Basingstoke Town Access Plan (Jan, 2012)*. This has examined transport and accessibility issues across Basingstoke and outlines a series of transport proposals in the town over the coming years.

2.6 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 West Berkshire, Test Valley, East Hants, Hart and Wokingham.

3. Transport Context and Issues in Basingstoke & Deane

3.1 The Borough of Basingstoke & Deane is largely rural in character and the dominant town is Basingstoke with a population of about 101,000 representing 61% of the borough's population. Other significant settlements include Tadley with a population of 16,600, Oakley with 5,300, Whitchurch with 4,800, Overton and Bramley both with 4,400 and Kingsclere with 3,400. Major employment areas are located in and around Basingstoke at the town centre, Basing View and a number of industrial estates and business parks, with other business areas in the larger towns and villages in the borough.

3.2 Basingstoke has seen rapid expansion since the 1970's and is an important centre for employment which is helped by good strategic road and rail links to London, Reading and south Hampshire. Highway congestion occurs, mainly during peak hours, and on key routes, including the A33, A30, A340, A339, the Basingstoke Ringway and access roads to the M3 junctions 6. The Black Dam intersection of the A30 and M3 link road is a noted bottleneck, which also raises road safety concerns with queues extending onto the M3 at peak periods. The congested A33 provides an important link between the economic hubs of Reading and Basingstoke and options to overcome the congestion are being investigated by transport modelling for the Core Strategy. The A339 is mainly a single carriageway and provides the main link between the employment centres of Newbury and Basingstoke. Development proposals in Newbury will place additional pressure on the route which will need to be taken into account. Further development is also planned at Andover and impacts of this on the rural road network will require assessment.

3.3 Rail provides a vital role in providing longer distance commuting and local journeys. Basingstoke acts as a major rail hub, with good services to Southampton, (including the airport), Woking and London. There are also regular trains to Reading which also serve the station at Bramley and in the future potentially a new station at Chineham. The smaller settlements of Whitchurch and Overton have a rail station on the London to Exeter line. There are some overcrowding problems on the busier commuter lines. This was identified in the London and South East Route Utilisation Strategy (Network Rail July, 2011) which stated that 'significant crowding problems are anticipated inwards from Basingstoke / Guildford to London Waterloo. There is scope for improved car and cycle parking provision at most of these stations.

3.4 Bus services play an important role in catering for local journeys in the area. Stagecoach is the main operator and much of Basingstoke is well served under the 'Jazz'

brand name with 10-15 minute headways. With the bus station and improved rail station interchange in the town centre, attractive services connect between the centre and the rest of the town. Buses suffer from road congestion on the network in peak periods as they share the same highway network with other vehicles and there is limited opportunity for bus priority in the town. Routes serving some of the more rural areas with high car ownership have reduced service levels and ridership tends to be modest. Many of these services are subsidised and funding for these is being reduced. In the rural areas it is important that at least a basic level of service is available. These rural services are provided by a combination of demand responsive services under the 'Cango' and 'Call and Go' brands, shared taxis or Community Transport.

3.5 Walking and cycling offer opportunities in the Borough especially in association with the key trip attractors of schools, colleges, town centres and rail stations. The scale, topography and layout of Basingstoke affords considerable potential for cycling in the town. Several missing links in these networks have been identified, and severance caused by strategic transport corridors such as the A33 and the rail lines continue to be an issue such as around Chineham and Basingstoke town centre. Improving transport accessibility by these 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 borough's rural hinterland includes an extensive highway network connecting the different communities where households depend on car access for many trips. Here traffic can conflict with residents and excess speeding and road safety can be a significant problem particularly from inappropriate use of rural roads by goods vehicles. A further issue in these areas is access to the countryside which includes an Area of Outstanding Beauty and needs associated with footpaths, bridleways and byways. The Hampshire Rights of Way Improvement Plan (ROWIP) sets out how improvements for walkers, cyclists, equestrians and people with mobility problems will be carried out.

3.7 The recent harsh winters have caused considerable disruption during severe weather conditions, and resulted in significant damage to the highway network. This, combined with the forecast effect of climate change, has highlighted the importance of maintaining and keeping open highways, 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.

3.8 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 junction 6 particularly during peak periods;
- Identify ways to reduce congestion on the A33 corridor such as a new rail station at Chineham;
- Planning for, and mitigation of travel impacts arising from new developments within the borough and neighbouring councils;
- Manage traffic speeds and flows in and around rural communities;
- Continuing to provide for transport access to the main employment locations;
- Improving transport accessibility, particularly to the town centres, local services and facilities and rural areas;
- 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 long-term resilient and efficient network;
- 1b) Develop targeted measures to improve capacity at congestion bottlenecks and optimise traffic management on the A30, A33, A340 & A339 corridors;
- 1c) In partnership with the Highways Agency, look at capacity improvements for links to M3 junction 6, notably the Black Dam intersection;
- 1d) Investigate approaches to reduce congestion on the A33 corridor between Basingstoke and Reading, including major junction improvements and a new rail station at Chineham;
- 1e) Investigate the potential for park & ride sites on the key transport corridors around Basingstoke, to include the A33 Reading Road and A30 Winchester Road;
- 1f) Reduce road casualties, through a pro-active approach to accident reduction;
- 1g) Review and where feasible deliver measures that help meet community aspirations to manage the speed and volume of traffic at a local level.

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 Plan for Basingstoke;

- 2c) Enhance and extend Quality Bus Partnerships to other routes. Measures to include improved bus stop waiting facilities, provision of better information including real time information and investigation of bus priority;
- 2d) In partnership with the bus companies, improve bus services across the Borough and consider new cross town routes in Basingstoke;
- 2e) In partnership with the rail companies, support the development of a new rail station at Chineham and improve interchange facilities at Basingstoke rail station, including pedestrian links and extended car and cycle parking;
- 2f) Promote work place travel planning, such as flexible working initiatives, to help tackle peak period congestion;
- 2g) Develop and support innovative solutions to tackle rural accessibility issues, including development of community transport services and improving broadband services;
- 2h) Improve and deliver the cycle and pedestrian network across the Borough, including better links to business locations, town centres, schools and rail stations;
- 2i) 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 new development areas in the borough, which are mainly located in Basingstoke. To include junction capacity improvements on the Basingstoke Ringway Black Dam intersection and junction improvements on the A33;
- 3b) Promote improved transport access to the Basing View business area, including improved junctions on the A339 and better pedestrian and cycle links from the town centre and rail station;
- 3c) Mitigate the impact of 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) Support the delivery of work place Travel Plans, such as the borough council's travel plan;
- 4c) Facilitate the provision of eco energy charging points and the availability of alternative fuels;
- 4d) 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 Basingstoke & Deane 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, phasing and prioritisation of the proposals will depend on funding available from a range of different sources. These sources are briefly summarised below in five 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 BDBC:

- **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 Basingstoke & Deane;
- **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 Basingstoke;

- **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.

Basingstoke & Deane Borough Council are looking to introduce a CIL Charging Schedule soon after the adoption of the Core Strategy / Local Plan. Once the CIL 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 maybe 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 or strategic improvements 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 BDBC 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 may be available to help implement a number of strategic transport schemes within Basingstoke, such as highway improvements at the Black Dam interchange and the Ringway. 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 able to be identified. However for several of the sources the level of funds available and the criteria for their application has not yet been confirmed.

5.4 Whilst the Transport Statement timeframe is up 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, most 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.

