

A259/ A2070 Hastings to Ashford Route Management Strategy Final Report

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Executive Summary

This report is prepared in accordance with the Route Management Strategy (RMS) Guidance Version 2 dated November 2003.

Route Management Strategies provide the Highways Agency with a tool to plan and optimise investment in the trunk road network over the next 10 years. This is achieved through a process that links improvements to problems and policies.

The route considered in this report consists of the A259 and A2070 trunk road connecting Hastings with Ashford via the towns of Rye and Brenzett. This section of trunk road is varied in its nature.

The A259 from Hastings to Brenzett is a single carriageway road, approximately 27km long, passing through Winchelsea, Rye and several smaller villages. The alignment is relatively winding for a trunk road and there are several pinch points along the route. This is a tourist area in the summer and there are many areas of interest, with associated environmental constraints. Traffic levels are generally low, less than 10,000 vehicles per day.

The A2070 is a newer road, approximately 18km long, built to modern standards. At the northern end, around Ashford, it becomes a dual carriageway with the aim of supporting development to the south of Ashford. The route terminates at junction 10 of the M20, which is suffering from congestion problems at the present time. There are plans to build a new junction on the M20 to relieve this congestion. Traffic levels vary from 12,500 vehicles per day near Brenzett to 25,500 vehicles per day on the dual carriageway section to the south of Ashford.

A key output from the study is a series of 'Route Outcomes' defining the areas where change is most needed. The route outcomes emerging from this study are summarised below.

- **Safety improvements** where problems are identified
- **Removal of pinch points** where these generate problems, with particular reference to A259 between Winchelsea and Brenzett
- **Environmental improvements** with a focus on landscaping, ecology, lighting, and noise
- **Better access to traveller facilities** through better signing

- **Better facilities for pedestrians, cyclists and equestrians** where there are shortfalls at specific locations
- **Facilitation of development** to the south of Ashford in around Rye, and at Hastings as part of the regeneration initiative. This is to be achieved through working with developers and other authorities, and the adoption of integrated transport policies
- **Review of Road Signing**, particularly existing direction signs to the north of Brenzett following the de-trunking of the A259 and the trunking of the A2070

There was a public consultation on the draft route management strategy between September and December 2004. This resulted in some additions to the RMS to take account of suggestions for local improvements. There were over 200 responses during the period of consultation, which is considered good considering the rural nature of the study area. The study was generally welcomed, although there was a call for more strategic and substantial infrastructural improvements.

This report also includes a Strategy Impact Statement that indicates how the key route outcomes impact on route problems, route functions, planning policies and government policies for transport.

1 Introduction

1.1 *Route Management Strategy - Overview*

Route Management Strategies (RMS) are described in the Department for Transport's White Paper 'A New Deal for Transport: better for everyone' as:-

"A technique being developed by the Highways Agency to provide a framework for managing individual trunk routes as part of wider transport networks. Route Management Strategies will interlock with local transport strategies (set out in Local Transport Plans) within the context established by Regional Planning Guidance"

This RMS report has been developed in line with the Highways Agency's 'Route Management Strategy Guidance' (November 2003). Generally a RMS comprises the following elements:-

- Policy Objectives
- Route Functions and Performance
- Route Problems and Issues
- Land Use and Development Control Statement
- Route Outcomes

1.2 *The Route*

The route considered in this report consists of the A259 and A2070 trunk roads, connecting Hastings with Ashford via the towns of Rye and Brenzett. A layout of the route is shown on drawing TH/RMSC/E/001.

1.3 *Public Consultation*

A public consultation process was undertaken at the end of 2004. A report on this consultation is published on the Highways Agency website. The executive summary from the report is reproduced in Appendix A.

1.4 *Report Format*

The aim of this report is to devise a strategy that results in route outcomes; these outcomes will enable the improved performance of the route. These Route Outcomes are detailed in Chapter 7 and the impact of the key route outcomes is covered in Chapter 8.

Route Outcomes follow from the study of four main topics.

1. Policy Objectives (Chapter 3)
2. Route Functions and Performance (Chapter 4)
3. Spatial Planning (Chapter 5)
4. Problems and Issues (Chapter 6)

1.5

Reports and Data Used

A list of reports and data used is included in Appendix G

2 Description of the Route

2.1

Overview

The A259 and A2070 are part of the national route along the south coast between the south Hampshire conurbation and the Channel Tunnel. This section of the south coast trunk road forms an important link between Hastings (a designated priority area for economic regeneration) and Ashford (a strategic growth area).

The single carriageway road passes through the historic towns of Winchelsea and Rye, which attract large numbers of tourists, particularly during summer months. Consequently, some congestion occurs on the narrow streets as vehicles pass through these towns. Outside of the towns, the road passes through small villages and tranquil countryside that is protected from development.

Although the A2070 between Brenzett and Ashford has been built to modern standards, the A259 to the west has simply evolved into what it is today. In particular, between Winchelsea and Brenzett the road alignment is determined more by the location of ancient field boundaries, drainage ditches and village streets than by the needs of motor vehicles.

Throughout its length, traffic flows are relatively low as the towns often benefit most from being linked to London than to each other.

The route has been considered in five sections:

- 1 A259 - Hastings to Winchelsea, 10.7km
- 2 A259 - Winchelsea to Guldeford Lane Corner, 9.5km
- 3 A259 - Guldeford Lane Corner to Brenzett, 6.7km
- 4 A2070 - Brenzett to Cloverleaf Junction, 14.4km
- 5 A2070 – Cloverleaf Junction to M20 junction 10, 3.3km.

2.1.1

Section 1 – A259 Hastings to Winchelsea, 10.7km

This section, to the east of Bachelor's Bump, is a single carriageway road passing through undulating countryside of the High Weald, an area of outstanding natural beauty. It has a poor vertical and horizontal alignment, which limits the ability to overtake slower moving vehicles. The road alignment at Winchelsea is particularly poor with a steep hill and hairpin bend where the road skirts the town, which affects traffic flow and forces large vehicles to cross to the wrong side of the road. This

section of the route is subject to a variety of 30 and 40 mph speed limits as it passes through Guestling Green, Icklesham and Winchelsea. Traffic flows throughout the section are low (AADT = about 10,000).

A259 – Bachelors Bump to Guestling Green



A259 – Guestling Green to Icklesham



A259 – Icklesham to Winchelsea



A259 – Winchelsea



2.1.2

Section 2 – A259 Winchelsea to Guldeford Lane Corner 9.5km

This section (between east of Winchelsea and the East Sussex/Kent border) crosses Brede Levels and Walland Marsh, which together form a site of special scientific interest. The road is level, although the horizontal alignment remains poor. Through Rye, where the road is subject to a speed limit of 30 mph, the road follows a tortuous route immediately south of the picturesque town centre and parked vehicles often obstruct the flow of traffic. On the western side of the town, there is a section where a 40 mph speed limit operates. To the east of Rye, the road is very narrow, with lorries travelling in opposite directions having difficulty passing. It also has a particularly poor horizontal alignment and at several locations the road changes direction through 90-degree corners. To the east of East Guldeford, the road also crosses the Ashford to Hastings railway line twice via level crossings within a distance of less than a kilometre. Traffic flows throughout the section are low (AADT = about 10,000, although to the east of Camber Road AADT = 5,500). Tourism is key to the local area and traffic figures are obviously higher during the summer months.

A259 – Winchelsea to Rye





A259 –Rye to Guldeford Lane Corner





2.1.3

Section 3 – A259, Guldeford Lane Corner to Brenzett 6.7km

This section continues across Walland Marsh, with a poor horizontal alignment (albeit the carriageway is slightly wider). An area to the south of the road at Whitehouse Farm is designated as a wetland area. The road through Brookland has been improved, to avoid the village centre and includes the only intermediate roundabout in this section. The traffic flow is low (AADT = 5,500).

A259 - Guldeford Lane Corner to Brenzett





2.1.4

Section 4 – A2070, Brenzett to Cloverleaf Junction 14.4km

This section is a purpose built single carriageway road. To the south of Hamstreet across Romney Marsh the road is flat but the road passes through gently rolling countryside of the Wealden greensand ridge between Ham Street and the A2042 interchange in Willesborough, south of Ashford. The road passes through Hamstreet Wood, a site of special scientific interest (part of which is a National Nature Reserve). The traffic flow is low (AADT = 12,500).

A2070 - Brenzett to Cloverleaf Junction





2.1.5

Section 5 – A2070, Cloverleaf junction to M20, 3.3km

This section (Bad Munstereifel Road) is a dual 2-lane carriageway running in an east-west direction and forms part of a ring road to the south of Ashford, a town where significant development is proposed.

The cloverleaf junction at Willesborough comprises of an at-grade roundabout on the single carriageway section of the A2070 with a two-way link road which rises to meet the southern carriageway of the A2070. Connection to the northern carriageway is also by a two-way link road, passing through an under-bridge beneath the A2070 dual carriageway and then joining the northern carriageway via a 180-degree loop. All A2070 traffic must therefore pass through the roundabout and the system of link roads and slip roads.

It is anticipated that there will be future development adjacent to the dual carriageway with possible demands for increased access. Currently, there is one intermediate roundabout serving an industrial area. At present traffic flows are moderate (AADT = 25,500), although junction 10 of the M20 is at capacity and this causes congestion problems on the A2070 at peak times. The Government has agreed a scheme to improve access to a proposed development area to the south of the A2070 in which an additional junction (10A) is constructed on the M20.

A2070 – Cloverleaf Junction to M20





2.2

Route Characteristics

The key characteristics of sections of the route are summarised in Table 2 below.

Ref	Description ⁽¹⁾	Length (km)	Road standards	Urban/rural ⁽²⁾	Junctions	AADT ⁽³⁾ /HGV	HA agent/Council	Topography	Frontage/nearby property	Non Motorised users
1	A259 Bachelor's Bump to east of Winchelsea	10.7	Single, narrow in places, sharp bends	Rural, with villages	Side road accesses	8,500/5%	Area 4/ East Sussex	Rolling countryside	Many roadside properties with frontage access at villages	Pedestrians at villages
2	A259, Winchelsea to Guldeford Lane Corner	9.5	Single, narrow in places, sharp bends	Rural, passes through Rye	2 mini-roundabouts, many side roads, 2 level crossings	8,000/6%	Area 4/ East Sussex	Flat	Many roadside properties with frontage access at Rye	Pedestrians, many tourists at Rye
3	A259 Guldeford Lane Corner to Brenzett	6.7	Single, some sharp bends	Rural with village	Roundabout and side road accesses	5,500/7%	Area 4/ Kent	Flat	A few properties at village	Pedestrians at villages
4	A2070 Brenzett to Cloverleaf Junction	14.4	Single	Rural	Side road accesses	10,500/3%	Area 4/ Kent	Gently rolling countryside	Few houses	Few pedestrians
5	A2070 Cloverleaf Junction to M20	3.3	Dual 2	Rural	1 intermediate roundabout	25,500/7%	Area 4/ Kent	Flat	Some industrial/commercial	Few pedestrians

Table 2

Notes

- 1 Brief description, for full definition of the extent of each section see text and the sections, problems and actions drawings included with this report
- 2 Urban = speed limit of 40 mph or less
- 3 AADT = annual average daily total flow for the section as a whole

2.3

Constraints

Drawing number TH/RMSC/E/003 shows the locations of the constraints on the route alignment. These include built-up areas and locations where environmental considerations would inhibit widening or realignment.

3 Policy Objectives

3.1 *Introduction*

The policy objectives considered in this chapter are wider planning, economic and transport objectives, which are pertinent to the A259 and A2070. These have been derived from national, regional and local authorities. The administrative boundaries of each of the authorities from which the objectives listed below have been derived are shown on drawing number TH/RMSC/E/002.

3.1.1 *National Policies*

The government objectives for transport are as follows.

- Safety
To improve safety for all travellers
- Economy
To reduce congestion. To contribute to an efficient economy, and to support sustainable economic growth in appropriate locations
- Accessibility
To promote accessibility to everyday facilities for all, especially those without a car
- Integration
To promote the integration of all forms of transport and land use planning, leading to a better, more efficient transport system

The Highways Agency (HA) is responsible for implementing these objectives for the motorway and trunk road network. To achieve this, the HA has prepared a Network Strategy, which consists of a number of closely linked components:

- Focusing on Customers
- Planning in Partnership
The role of the Regional Planning Bodies and how the HA will work with them to inform and influence the new planning process.
- Network Functions and Characteristics
The varied portfolio of routes and the very different challenges faced across the network.
- Network Efficiency
How the HA proposes to target investment to those schemes that address the

most congested part of the route, on its most important routes, using a combination of widening existing routes, improving junctions and building bypasses.

- **Travel Information and Incident Management**
A programme for rolling out technology schemes.
- **Safety**
Development of the existing HA Strategic Safety Plan to target its efforts on vulnerable user groups, and to identify those sections of the core network where accidents are or will be significantly statistically greater than expected.
- **Environment**
The HA Environmental Policy Statement. Additional information is contained within Appendix F.
- **Monitoring and Review**
The HA will keep the strategy up to date, and respond to suggestions from stakeholders.
- **Maintenance**
How the HA proposes to consider whole-life costing and the Targeted Programme of Improvements (TPI) when scheduling of improvements.

A summary of the strategy and the plans that support it are included in Appendix B.

3.1.2

Regional Policies

The South East England Regional Assembly (SEERA) provides planning guidance, including a regional transport strategy. SEERA has a vision for the region that includes

“a high quality transport system to act as a catalyst for continued economic growth and provide for an improved quality of life for all in a sustainable and socially inclusive manner: a regional transport system which, by 2021, matches the standards of the best in North Western Europe”.

SEERA proposes that the region should be developed as a network of regional hubs and spokes. To achieve this, future development should be concentrated in existing urban areas. In addition other locations that have the potential to be developed as transport hubs of regional and sub-regional significance should provide high quality interchange facilities. A network of multi-modal corridors of movement – the spokes - will connect the hubs.

Ashford has been identified as a potential growth area, forming a transport hub at the end of the A259/ A2070 route. Hastings, whilst not considered as a hub but the end

of spokes radiating from Brighton, Tonbridge and Ashford, is part of the priority area for economic regeneration for the Sussex coastal towns (Shoreham Harbour to Hastings).

3.1.3

South Coast Multi Modal Study

The South Coast Multi Modal Study (SoCoMMS) examined a corridor that includes the area covered by this RMS study. It considered a longer, wider time frame than the RMS, and looked at all modes of transport. The aim of the multi-modal study is to develop short, medium and long-term strategies to overcome the many challenges associated with road, public transport and other sustainable modes of travel. The outcome of this study is reported in Appendix C.

The SoCoMMS considered the role played by the A259 east of Hastings. The A259 provides a link between Ashford and Hastings and beyond. Currently traffic levels are low relative to the rest of the corridor (less than 10,000 vehicles per day across the Marshes). Analysis of roadside interview data shows that, at present, much of the traffic has one or both ends of its journey within the local area.

Key issues include:

- The A259 at Winchelsea and Rye is too narrow in places, and the presence of traffic affects these towns.
- The A259 east of Hastings, particularly at Rye and Winchelsea does not have a standard typically associated with a trunk road. While the flows are low there are issues associated with the hill at Winchelsea and the route at Rye.
- Private vehicle travel demand between Hastings and the Kent boundary is very small at present, except perhaps during the peak of the holiday season. For this reason there are no significant capacity problems on the A259 route between Hastings and Brenzett.
- The road's alignment, both horizontally and vertically, combine to provide slow travel times, together with safety and environmental problems between and within the towns of Winchelsea and Rye.

The SoCoMMS identified the need for safety and other local highway improvements on the A259 between Hastings and Ashford. These would be designed to improve road safety in this area and to ensure that the existing highway capacity is delivered. The improvements could include:

- renovation and strengthening of highway shoulders

- traffic control and traffic management improvements in Winchelsea and Rye
- pedestrian and cyclist measures, including refuges, guard rails and cycle lanes
- improved traffic signing, including clear goods vehicle routes
- local junction improvements, to minimise conflicting movements

The view of the transport strategy is that if future development at Ashford creates new travel demand from Hastings, this is best catered for by improved rail services. Long distance traffic from Kent westwards should be routed via the motorway network (M2, M25, M3 etc). Nonetheless, at the local level it is recognised that current traffic activity within both Rye and Winchelsea creates safety, environment and operational nuisance – there may therefore be a need to study this further, from these local perspectives. The impact of development in and around Ashford must also be monitored, particularly as the scale and location of this becomes more apparent. This may also require assumptions about highway capacity in this area to be reviewed.

With regard to safety, the Secretary of State’s response to the SoCoMMS study was confined to a statement asking the Highways Agency to review safety and other local issues between Hastings and Brenzett. A number of remedial measures were recommended including maintenance; traffic management measures in Winchelsea and Rye; pedestrian and cyclist measures; and improved signing.

3.1.4

Local Policies

Local authorities produce development plans (structure plans, local plans and unitary development plans, local transport plans, and mineral and waste plans).

3.2

Summary of the Policies

The table included in Appendix F shows the relevant policies from each of the above categories and have been divided into sections using the Government’s five transport objectives.

- S = Safety policies
- EC = Economic policies
- E = Environmental policies
- A = Accessibility policies
- I = Integration policies

4 Route Functions

4.1

Background

The functions of the route described in this chapter are derived from the policies identified in the previous chapter. They are based on recent studies, including:

- South Coast Multi Modal Study (SoCoMMS)
- Rye Local Area Transport Strategy

The South Coast Multi Modal Study identified that the car is the most dominant method of transport in the area. An analysis of highway demands shows that there is considerable demand for local movements. However at present, the proportion of long distance travel along the south coast is low, as the alternative routes via the M25 and M20 are quicker, if somewhat less direct. However, this may not always be the case in future, as parts of these sections of the M25 and M20 increasingly suffer from regular daily congestion.

4.2

Existing and future functions

Trunk Roads are important national routes for which the Secretary of State for Transport, rather than the local highway authority, is responsible. The Government has identified a 'core' network of nationally important roads, accounting for some 60 per cent of the earlier strategic network. These roads will continue to be managed and improved by the HA. The remainder were considered to serve local and regional needs and would be more appropriately managed by local authorities, and would be 'de-trunked'. It is not expected that HA would revisit the constitution of the core network, including the A259 and the A2070 within the foreseeable future.

The functions of a Trunk Road are:

- to provide an efficient route
- to provide reliable journey times
- to provide safe transportation of people and goods
- to be environmentally acceptable
- to be part of an integrated transport system
- to support sustainable development

4.2.1

The functions of the route are:

- F1 to provide a link between Sussex coastal towns and the Continental terminals of the Channel Tunnel, via Ashford International station and the terminal at Folkestone, and the port at Dover in the east. This route is an alternative to the longer but quicker A23-M23-M25-M20 route.
- F2 to provide a route for abnormal loads (high/wide/heavy vehicles). However, it is recognised that part of the route, the section between Hastings and Brenzett, is at present unsuitable for this.
- F3 to provide a link between the coastal towns and regional centres of population and employment, such as Tunbridge Wells (via A21), and Maidstone (via M20), although it is recognised that much of this traffic currently uses more direct routes.
- F4 to provide a primary link between Hastings and the designated strategic growth development area to the south of Ashford.
- F5 to provide local access to Hastings, Rye and Ashford.
- F6 to provide access between the M20 and the local airport at Lydd (A2070 only).
- F7 to provide for local industry, including agriculture.
- F7 to provide access for tourists.

4.3

Function performance

Table 4.1 relates the route functions with the factors that affect route performance. These are considered under the Government's five policy areas for transport.

The ability for the route to meet its functions is limited by its narrow width and poor route alignment, particularly between Hastings and Brenzett. This has an adverse effect on safety, and accidents that result in road closures have a serious impact on journey times, as there are few diversionary routes. The route also passes through environmentally sensitive areas, which may inhibit widening or realignment.

No.	Existing Route Functions	Factors Affecting Route Performance				
		Safety	Economy	Environment	Accessibility	Integration
F1	Provides a link from Sussex coastal towns and the Continental terminals (Channel Tunnel and Dover)	Poor route alignment, and substandard junctions west of Brenzett contributes to the severity and number of accidents	Slow journey times due to poor alignment and costs of accidents on sub-standard sections of the route. If routine maintenance is carried out on narrow sections of the A259 traffic has to be diverted adding considerably to journey times. Two HGVs are unable to pass on these narrow sections at certain points, and this can cause delays to other users.	Long distance traffic impacts on adjacent towns and villages along A259. The alignment of A259 cannot be improved, including widening of narrow sections, without a negative impact on adjacent SSSI.	No issue identified	No issue identified
F2	Provides a route for abnormal loads	No issue identified	Slow journey times due to poor alignment and costs of accidents on sub-standard sections of the route. If routine maintenance is carried out or an accident occurs on narrow sections of the A259, traffic has to be diverted adding considerably to journey times.	Not a serious issue as long as numbers of abnormal loads remain low	No issue identified	No issue identified
F3	Provides a link between the coastal towns and regional centres of population and employment	Poor route alignment between Hastings and Brenzett contributes to the severity and number of accidents	Slow journey times due to poor alignment and costs of accidents on sub-standard sections of the route. If routine maintenance is carried out on narrow sections of the A259 traffic has to be diverted adding considerably to journey times.	Traffic impacts on adjacent towns and villages along A259. The alignment of A259 cannot be improved, including widening of narrow sections, without a negative impact on adjacent SSSI.	Access to bus stops is limited for some sections of the route and could cause social exclusion of certain groups of society.	Due to its mainly rural nature there is, at present, little opportunity for the provision of interchanges between road and public transport.

No.	Existing Route Functions	Factors Affecting Route Performance				
		Safety	Economy	Environment	Accessibility	Integration
F4	Provides a primary link servicing strategic development growth in south Ashford	Excessive speeds on the A2070 through south Ashford are contributory to the high number of accidents. Particular problem involving motorcycles losing control resulting in fatal injuries at Cloverleaf junction.	Congestion on the A2070 as it approaches J10 of the M20 causes delays and poor journey time reliability as J10 is already at capacity. Cost associated to high number of accidents on this section.	Possible noise /pollution impact on residential areas in south Ashford	Pedestrians and cyclists suffer severance crossing route at certain locations along this section.	As development to the south of Ashford grows it will create a greater need for integrated transport. Particularly the need to provide interchanges between road and public transport walking or cycling.
F5	Provides local access to Hastings, Rye and Ashford	Poor route alignment and substandard junctions contributes to the severity and number of accidents to the west of Brenzett	Slow journey times due to poor alignment and costs of accidents on sub-standard sections of the route. If routine maintenance is carried out on narrow sections of the A259 traffic has to be diverted adding considerably to journey times.	Traffic impacts on adjacent towns and villages along A259. The alignment of A259 cannot be improved, including widening of narrow sections, without a negative impact on adjacent SSSI.	In places along the route there is poor access across the trunk road to bus stops, local facilities etc. with the trunk road causing severance of towns and villages. There is limited provision for cyclists, pedestrians and the mobility impaired along and across the route.	Due to its mainly rural nature there is, at present, little opportunity for the provision of interchanges between road and public transport..
F6	Provides access to the local airport at Lydd	No issue identified	Slow journey times due to poor alignment and costs of accidents on sub-standard sections of the route. If routine maintenance is carried out on narrow sections of the A259 traffic has to be diverted adding considerably to journey times.	Traffic impacts on adjacent towns and villages along A259. The alignment of A259 cannot be improved, including widening of narrow sections, without a negative impact on adjacent SSSI.	No issue identified	No issue identified.

No.	Existing Route Functions	Factors Affecting Route Performance				
		Safety	Economy	Environment	Accessibility	Integration
F7	Provides access for local industry, including agriculture	Substandard junctions on A259 section contribute towards the accidents on this section	Slow journey times due to poor alignment and costs of accidents on sub-standard sections of the route. If routine maintenance is carried out on narrow sections of the A259 traffic has to be diverted adding considerably to journey times.	Traffic impacts on adjacent towns and villages along A259.	Slow travel time on A259 west of Brenzett due to poor route alignment, and lack of public transport	No issues identified.
F8	Provides access for tourists	Poor route alignment west of Brenzett contributes to the severity and number of accidents	Slow journey times due to poor alignment and costs of accidents on sub-standard sections of the route. If routine maintenance is carried out on narrow sections of the A259 traffic has to be diverted adding considerably to journey times.	Tourist traffic impacts on adjacent towns and villages along A259.	Poor accessibility not considered a major issue.	Due to its mainly rural nature there is, at present, little opportunity for the provision of interchanges between road and public transport..

Table 4.1: Performance of Existing Route Functions

5 Spatial Planning Policy

5.1

Introduction

This chapter considers the significance of spatial planning policies as far as new development is concerned in relation to their likely impact on possible route outcomes for the A259/ A2070 between Hastings and Ashford. The impact of both committed and proposed development needs to be assessed as part of the creation of the programme of route improvement measures over the period of the RMS Study. Major developments that could impact upon traffic conditions along the corridor, and potentially influence the scale and timing of highway improvements, are identified.

Section 5.2 outlines the planning context by providing an overview of transport policy in terms of national, regional and local influences.

Section 5.3 reviews policy and development commitments at the regional and local planning authority levels and identifies developments significant in traffic terms that are likely to come on stream in the next ten years as a consequence of the implementation of these policies.

Section 5.4 briefly reports on the relationship between spatial planning and development control as it relates to Highways Agency policy, and introduces the Land Use and Development Control Statement produced in accordance with RMS Guidance.

5.2

The existing planning context

5.2.1

Overview

Transport policy is defined in a series of documents that reflect the structure of central and local government in this country. In this study, reference is made to:

- National policy (in the form of studies carried out for DfT and its Agencies, and for development control)
- Regional policy documents (e.g. RPG9)
- County and Unitary Authority documents (the various Structure Plans and Local Transport Plans), and District documents (Local Plans).

Each of these sources defines policy in its sphere of interest, and identifies, to a varying degree, desirable geographical locations for development. It is the latter element that is important for this RMS study, as the location of committed or planned

major development will influence the highway infrastructure improvements required in the short /medium term.

National Policy stems from several key documents: the Government's White Paper 'A New Deal for Transport: Better for Everyone', and the Roads Review report 'A New Deal for Trunk Roads in England'. Following on from these, 'Transport 2010 The 10 Year Plan', published in July 2000, set out the Government's commitment to a high level of transport investment, including roads, for the next 10 years. The 10 Year Plan contains as a target, the reduction of road congestion on the inter-urban network and in large urban areas of England below current levels by 2010 with investment in infrastructure and capacity. An update of the 10 Year Plan has since been produced by the DfT entitled 'The Future of Transport 2004'.

Regional Policy for this area was initially stated in RPG9 (Final Regional Planning Guidance for the South East, March 2001). This was subsequently updated by the South East England Regional Assembly, in its Regional Transport Strategy, (Chapter 9 of RPG9), July 2004. This document also forms the basis of the transport policies produced by SEERA in the consultation draft of the South East Plan (November 2004). Key regional planning policies are identified in section 1.3.

Development Plans in a variety of forms set out land use policy and its relationship to transport provision. Structure Plans set out strategic policies on development and transport. Local Plans operate under the umbrella of Structure Plans and provide more geographic detail at the District Level, in terms of allocations and transport infrastructure. Unitary Development Plans combine the functions of Structure Plans and Local plans as befits their status.

However, the government has introduced a number of changes to the planning system through the Planning and Compulsory Purchase Act 2004, which aim to shorten the time taken to examine development proposals. The 2004 Act replaces existing RPG with Regional Spatial Strategies (RSS) which will be statutory documents that supersede existing Structure Plans. Local Plans and Unitary Development Plans are being replaced by Local Development Frameworks (LDFs).

The new system requires local authorities to prepare LDFs that will replace Local Plans within three years of September 2004. However, 'old style' development plans may be 'saved' for this three year period until LDFs are available to set planning policy. Consequently, planning policies could well change during this period, and regular reviews of the status of the new planning policy documents will be needed to

establish whether there will be any significant implications for the development of the trunk road network.

In addition, and in accordance with DfT guidance, County Councils are required to produce five-year Local Transport Plans (LTPs) and Annual Reviews that set out specific transport policies and programmes of work for the period. Amongst other things, these documents identify local transport proposals that could impact on the trunk road network. A new round of LTPs (so called LTP2) is currently being prepared by local authorities to cover the five-year period 2006 to 2011.

5.2.2

The relationship between planning and transport

In providing for development it is important to draw attention to difficulties that can occur in transport provision where policies from various government departments are not always co-incident. A particular issue is that surrounding the requirement, as identified by the ODPM, to provide 3 million new houses in England over the period 2002 to 2021. This requirement is taken on board by the Government Regional Offices in production of revised Regional Planning Guidance and new Regional Spatial Strategies, and may involve other bodies such as the Regional Development Agencies. These strategies set targets for the required level of housing build for Counties and Unitary authorities that then need to be accommodated in Structure Plans or Unitary Development Plans. At this stage, firm spatial allocations are not normally made, this being the role of Local Plans produced by Districts. Local Plans may identify specific sites for development based on the development strategies contained in Structure Plans.

It is at this level that conflicts between land-use and transport policies can occur. To meet their housing allocations it may be necessary to identify areas for major development on green-field sites (e.g. as in the Kent Structure Plan). This is particularly true if sites previously used for primary, manufacturing or service industries ('brown-field') are not available. Frequently, these demands are highest where economic growth is strong and demand for affordable housing is greatest (i.e. in south-east England). However, the planning system, through the Examination in Public of statutory development plans does provide an opportunity for the Highways Agency to express a view on issues such as land-use allocations and build rates and their impact on transport provision.

Thus, in the latter years of the 10-year timescale of the RMS, and certainly beyond 2014, the demand for new development in the Ashford area will put considerable pressure on key accesses onto A2070 Bad Munstereifel Way towards M20 J10. This is recognised by the HA in the development of a longer term strategy for highways that

includes schemes to relieve M20 J10 and the encouragement of sustainable modes of transport.

Whilst national, regional and local government policies and targets on transport all stress, to a considerable degree, the need to implement sustainable policies to reduce reliance on the private car, it is in areas where major development is planned to occur that new or improved highway capacity is almost always likely to be needed. The Highways Agency recognises these issues and aims to accommodate them through policies contained in the Land Use Planning and Development Control Statement, reproduced as Appendix E of this RMS.

5.3

5.3.1

Future planning aspirations

Regional Planning Guidance and Spatial Strategies

Regional policy for this area is defined in Regional Planning Guidance for the South East (RPG9), and the subsequent regional transport strategy. One of the key features is that policy should be developed to minimise the distance people need to travel. It is already established that in general the proportion of long distance through traffic on this route originating west of Hastings is very small, and therefore any proposals should recognise this. However, this may not always be the case in future, as parts of the M20, M26 and M25 increasingly suffer from regular daily congestion.

A regional economic strategy for the south-east is set out by the South East England Development Agency (SEEDA), in its Draft Corporate Plan 2002-04. One of the features of this plan is the identification of five Area Investment Frameworks (AIFs) in the south east, two of which lie close to the study area (Hastings and the East Sussex coastal area, and Northeast Kent). Work is funded through the Single Regeneration Budget programme. Transport has a key part to play in the implementation of economic strategies. A Consultation Document has now been released (January 2006) towards the development of a new Regional Economic Strategy for South East England 2006 -2016.

The South East England Regional Assembly (SEERA) subsequently reviewed the transport elements of RPG9 in the light of latest developments in government policy. The Regional Transport Strategy, 'From Crisis to Cutting Edge' (January 2003) identified regional priorities for transport investment and management across all modes, including the development of the concept of 'hubs' and 'spokes' as one of the essential building blocks of the regional network. The Regional Transport Strategy (RTS) was adopted by the Secretary of State in July 2004 as Chapter 9 of RPG9, and is now a statutory planning document.

Ashford is identified as a major hub in the study area, whilst the A259 / A2070 between Hastings and Ashford is identified as a spoke. The M20 acts as the main spoke linking the Channel Tunnel with London and the rest of the national highway network.

Following a report into Ashford's Future (Halcrow, December 2002), SEERA produced in July 2003 Proposed Alterations to RPG, South East – Ashford Growth Area. It is proposed that the Ashford Growth Areas should seek to deliver 13,100 dwellings over the period 2001 – 2016, through urban intensification and the development of new sustainable urban extensions integrated with the provision of new and enhanced bus based public transport. Key elements of local transport infrastructure include M20 J10 upgrade; Park and Ride; and a south Ashford orbital road linking the A2070 to the A28. These proposals are now approved by the Secretary of State.

Most recently, SEERA has released its consultation draft of its Regional Spatial Strategy under the 2004 Act as the South East Plan (November 2004). The final draft is expected to be published in March 2006. Key policies from the RTS relating to transport hubs and spokes have been retained, and a new policy on mobility management (T10a) to promote opportunities presented by communications technology to reduce the need to travel. The spatial strategy for the Ashford Growth Area mentioned above is also taken as a given for the East Kent and Ashford Sub-Region.

5.3.2

Other Regional Aspirations

The ODPM has also recently issued 'Sustainable communities in the South East'. This document makes it clear that there is a desire to accelerate development of new communities in the Ashford growth area with the completion of the high-speed rail link to London in 2007. The study indicates substantial scope for further growth in the Ashford area through diversifying its employment base, redeveloping its town centre and increasing the annual rate of new housing to provide at least 31,000 new homes and 28,000 new jobs by 2031. This document also emphasises that of the key network improvements to achieve effective local delivery arrangements is the provision of a new junction on M20.

Mention should be made of the South Coast Multi-Modal Study (SoCoMMS) whose Draft Final Report was issued in September 2002. This RMS study falls within the area of influence of SoCoMMS, which has reported on a geographically wider corridor that includes the area covered by this study. It considers a longer, 30 year time-frame rather than the 10 year time-span associated with RMS studies; looks at all modes of

transport; and develops medium and long term strategies to overcome the many challenges associated with road, public transport and other sustainable modes of travel. The difference in emphasis between SoCoMMS and this study is that this RMS is roads-based and is looking over a shorter timescale. RMS is considering only low-cost (under £5 million) short-term highway solutions and so developments are significant only in terms of their readiness, size, proximity and impact on the route.

As far as SoCoMMS is concerned, the Secretary of State's response was confined to a statement asking the Highways Agency to review safety and other local issues between Hastings and Brenzett. A number of remedial measures were recommended including maintenance; traffic management measures in Winchelsea and Rye; pedestrian and cyclist measures; and improved signing. The one area perhaps more directly related to development is the need for some local junction improvements (e.g. Rye Harbour), where contributions may be sought from associated development.

Because of the long timescale over which regional policies are implemented, many regional initiatives have yet to work their way through the statutory planning process. Consequently major regional policy initiatives are unlikely to manifest themselves on the ground in the near future. Nevertheless, where areas of key development are identified, the granting of planning permission will depend heavily upon provision of the requisite sustainable transport infrastructure.

5.3.3

Local Planning Policies and Proposals

Many existing Structure Plans and Local Plans have gone through the time-consuming process of deposit, review and public inquiry before reaching the stage of formal adoption, although their time-span has been affected by the changes contained in the Planning and Compulsory Purchase Act, 2004. Under the new Act, existing development plans that have reached the stage of adoption may be 'saved' for a period up to September 2007 in the absence of an adopted LDF prepared in accordance with the new Act. However, LDFs will still contain within their 'folders' two elements that are most important in developing route objectives, viz. site-specific policies and a proposals map.

A review of existing County and District policy documents has been undertaken, and a summary of developments that are significant in terms of their size or proximity to the route is provided, working west to east along the route.

The **East Sussex and Brighton & Hove Structure Plan** contains transport policies (T20) that looked forward to the provision of the Bexhill and Western Hastings and Eastern Hastings Bypasses. However, since then, The A21 Access to Hastings Study

and SoCoMMS have reported, and consequently these bypass proposals have been deleted. In response, a task force of local and regional bodies has commissioned a Master Plan for Bexhill and Hastings which is consulting on alternative approaches to policy in this area.

East of Hastings, the route passes through protected landscape areas of the High Weald AONB (Structure Plan policies S4, EN2, EN3, TR43) and Areas of International Importance for Nature Conservation (Structure Plan policies S1, EN17), effectively prohibiting any large scale development. Even so, policy TR23 urges the government "...to implement, at the earliest opportunity, appropriate solutions to transport problems along ... the A259 corridor east of Hastings...".

The **Rother District Local Plan** applies to the whole of the route in East Sussex east of Hastings. Key policies relate to housing in Bexhill, where most of the district allocation is to be provided. These developments are closely linked to the **Master plan for Hastings and Bexhill**, which, with the rejection of the Hastings Bypass is seen as the focus for developing an alternative approach to traffic problems on A259 in the two towns, through the creation of 'country avenues' to assist local access to development. A number of developments are also proposed in the **Hastings Local Plan**, some of which may impact to a small extent on A259 east of the town.

Reuse of brown-field sites at Rye Harbour and in the town will impact on the A259 and improvements to junctions will need to be considered even where nothing is currently programmed (see Rother Local Plan policies RY4 to RY8). East Sussex CC has produced a 'Rye Local Area Transport Strategy' that sets out a programme of works in the area. It is expected that developers would provide contributions towards junction improvements.

From Guldeford Lane Corner eastward, strategic policy is set by **Kent and Medway Structure Plan**. Major development is identified at Ashford in the immediate vicinity of A2070, which provides a direct link onto M20 at J10. The impact of Ashford developments will be felt mainly around Ashford and the M20. Access to the south from Shepway District is facilitated by the existence of a good quality link at least as far as Brenzett, and provides sufficient capacity over the period of the RMS.

Ashford Local Plan identifies a number of major residential and industrial development sites (S13 to S17 inclusive on the proposals map) in a southern arc around Ashford, and serviced by A2070. Additional junctions will be required to complete these developments, and longer-term measures, requiring a new junction on M20, will be needed to reduce congestion at the existing J10.

5.4

Development control strategy

5.4.1

Land Use Planning & Development Control

Highways Agency policy on land use planning and development control is set out in the Land Use and Development Control Statement (LU&DCS), produced in accordance with RMS Guidance, and set out as an appendix to this report.

The relationship between Regional Planning Guidance, local authority development plans, and the processes culminating in the consideration of planning applications is reviewed. Attention is drawn to the need for local planning authorities to liaise with the Highways Agency in considering the transport implications of development proposals on or adjacent to trunk roads.

5.4.2

Local Development Plans and their impact on A259/A2070

The LU&DCS contains details of the development plans that have been reviewed. A table of key sites has been produced, along with a plan showing the locations of these sites, also included as drawing TH/RMSC/E/002 in this Report. The sites identified all involve proposed development that is of sufficient scale to generate additional traffic on the A259 / A2070 and its junctions.

The LU&DCS also sets out the HA response to planning applications, reviews of development plans and Local Transport Plans in relation to the strategy elements set out in the main text of that document.

6 Route Problems & Performance

6.1 *Problem identification*

Performance indicators provide a valuable means of describing the level of service provided by a route, that is:

- the identification of the location and scale of problems
- the potential to assess the change in performance achieved through actions
- the performance of the route and sections of route compared with national or route specific criteria and with each other
- the comparative performance of the route against other routes.

6.2 *Performance Framework - existing situation*

The calculation of indicators is shown in Appendix D and is based on work carried out under earlier guidelines for RMS studies. While this is no longer a current method of approach, it is considered helpful within the context of the present study. The indicators for safety were calculated using data from 1998-2000. More up-to-date data (2001-2003) has been used to prepare drawing TH/RMSC/E/004. However, the more recent data showed that accidents were generally occurring in the same locations, although numbers were slightly reduced.

Table 6.2 summarises the automatic traffic counter data for 2001. The table reports the annual average daily total flow (AADT), annual average weekday (Mon-Fri) flow (AAWT), proportion of heavy vehicles in AADT, and the seasonality index (average weekday flow in August : average weekday flow in a neutral month).

With regard to the congestion delay indicators the value for section 2 is at the 'bad' end of the scale, indicating significant delays during peak periods. However the congestion stress factor is at the 'good' end of the scale, indicating that traffic flows are generally low.

2001 data used	Route Sections				
	1 - A259 Hastings to Winchelsea	2 - A259 Winchelsea to Guldeford Lane Corner	3 - A259 Guldeford lane Corner to Brenzett	4 - A2070 Brenzett to Cloverleaf Junction	5 - A2070 Cloverleaf Junction to M20
Economy:					
Congestion					
Peak average delay per veh-km (sec)	17	47	5		
Congestion					
Stress factor (%)	32	35	22	46	39
Safety:					
Accident Rate					
pia per 100 million veh-km	32		36	16	45
Severity Ratio					
ksi/total pia (%)	37		43	22	26
Accidents in wet					
% of accidents	24	41	25	41	33
Accidents in dark					
% of accidents	39	22	25	30	23
Environment:					
Noise Exposure					
Noise severity index	9		1		
Biodiversity Action Plan					
% of section complete	50		50		
Landscape Management Plan					
% of section complete	10		10		
Traveller Care					
Quality of user facilities	3		3	3	3
Accessibility:					
Hindrance to Non-motorised Users					
User need and quality of facilities	2		2	3	3
Integration:					
Opportunities for Interchange					
User needs and interchange facilities	1		1	1	1

Key: good bad

Table 6.1: Performance framework – 2001 (existing)

Site No	Road	Location	OSGR		AADT			%H Seasonality Index	Stress Factor
			Easting	Northing	AAWT				
					Eastbound	Westbound	2-way		
0575/6	A259	Bachelor's Bump North of B2093 (Section 1)	584481	112596	4,884	4,701	9,585	5	0.36
					5,012	4,824	9,836	1.15	
0417/8	A259	West of Icklesham (Section 1)	586102	116117	3,945	3,955	7,900	5	0.30
					4,044	4,047	8,091	1.17	
0421/2	A259	West of Rye (Section 2)	591648	119148	4,652	4,519	9,171	5	0.41
					4,757	4,599	9,356	1.23	
0423/4	A259	Rye South Undercliffe (Section 2)	591980	120152	5,010	6,529	11,539	6	0.56
					5,021	6,629	11,650	1.18	
0462/3	A259	Brookland (Section 3)	600023	126517	2,700	2,725	5,425	7	0.22
					2,754	2,773	5,527	1.19	
K0303	A2070	Hamstreet Bypass (Section 4)	600200	134700	5239	5297	10,536	3	0.46
					5344	5454	10,798	1.09	

Table 6.2: The annual average daily total flow (AADT), data for 2001

6.3

Location of Problems

This section provides a checklist of the problems, under each of the governments key objectives, identified along the route. The locations of these problems are shown on drawing TH/RMSC/E/001.

More up-to-date data than used in table 6.1 has been used to determine the location of safety problems. This accident data (2001-2003) is illustrated on drawing TH/RMSC/E/004.

6.3.1

Economy

- A259 between Hastings and Brenzett (restriction on use by abnormally heavy vehicles, greater than 38 tonnes) – Sections 1-3
- A259 between Winchelsea and Guldeford Lane Corner (average delays exceed 25 sec per veh-km) – Section 2
- A259 East Guldeford to Guldeford Lane Corner (difficult for large vehicles to pass and bends) – Section 2
- A259 Rye to Brookland (any roadworks require long diversions to be imposed) – Section 2 & 3
- A2070 / M20 J10 Ashford (queues) – Section 5

6.3.2

Safety

- A259 between Hastings and Brenzett – Sections 1-3
- A259 Ferry Hill, Winchelsea (180 degree bend presents hazard for long vehicles) – Section 1
- A259 Winchelsea to Guldeford Lane Corner – Section 2
- A259 / Harbour Road, Rye – Section 2
- A259 Winchelsea Road – South Undercliff, Rye (180 degree bend, with mini-roundabout, presents hazard for long vehicles) – Section 2
- A259 East Guldeford – Section 2
- A259 / A2070 Brenzett – Section 3
- A2070 between Brenzett and Cloverleaf Junction – Section 4
- A2070 Cloverleaf Junction – Section 5 (high number of motorcycle accidents)
- A2070 between Cloverleaf Junction A2042 and M20 (total number of PIA) – Section 5

6.3.3

Environment

- A259 between Rye and Brenzett (proximity to sensitive areas) – Section 2 & 3
- A259 between Guldeford Lane corner and Brenzett (traveller care) – Section 3

- A2070 - No problems identified

6.3.4

Accessibility

- A259 Winchelsea (lack of footpaths) – Section 1
- A259 Rye (lack of pedestrian crossing where school children cross) – Section 2
- A259 Brookland (lack of pedestrian crossing where school children cross) – Section 3
- A2070 at Walnut Tree, Snave (poor crossing facilities for pedestrians with no advance warning signs) – Section 4
- A2070 south of Golden Wood, Bromley Green (poor crossing facilities for pedestrians with no advance warning signs) – Section 4

6.3.5

Integration

- Future problems will be generated by the proposed development of Ashford South requiring interchange facilities – Section 5

6.4

Specific Safety and Local Schemes

The Secretary of State for Transport in his response to SoCoMMS stated that the RMS should be used to promote safety and local schemes along the route.

To this end, an assessment of possible schemes that would address this statement but which would ordinarily be too large to be considered as part of an RMS was carried out.

The outcome of this assessment is to propose that the A259 be re-aligned between East Guldeford and Guldeford Lane Corner. Sketch 6.4 illustrates the principle of this proposal; note that the actual alignment would require detail development.

The current road is narrow, generally 6.2 to 6.4 m wide, 5.5 m minimum, with no hard shoulder and very little verge. There are ditches alongside, but these are of ecological interest and therefore cannot be touched under normal circumstances. The ground is marshy and the road surface undulates. There is continuing settlement at the edges of the pavement and this continues to reduce the effective carriageway width.

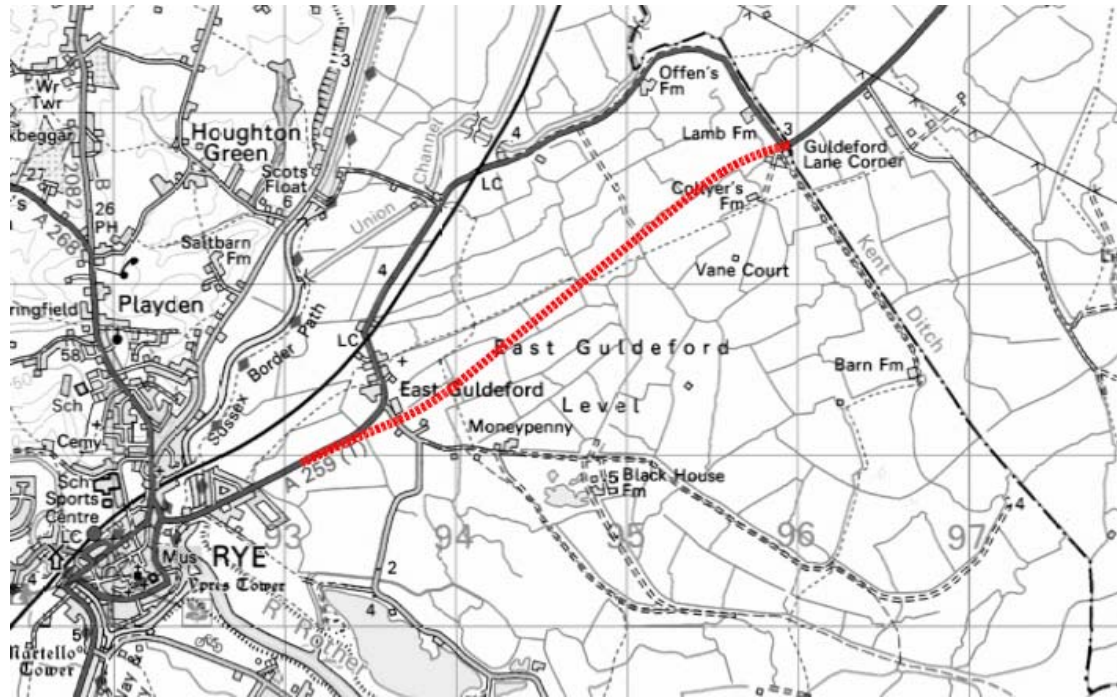


Figure 6.4 showing the proposed re-alignment of the A259 between East Guldeford and Guldeford Lane Corner

The horizontal alignment is tortuous, with two 90 degree bends, and there are two level crossings on the route. The combination of narrowness and poor alignment makes it difficult for two large vehicles to pass, leading to a perception that the road is not safe. This is exacerbated by the presence of the two level crossings.

Essential maintenance and safety work is undertaken, but because there is so little working space, there is a tendency to put off non-essential routine maintenance due to the level of network disruption caused. The road pavement itself is structurally in good condition (2005), and since this is the primary driver for maintenance funding, there is no immediate requirement for major maintenance. However, major maintenance would eventually be required, and it would be costly and disruptive to traffic due to the restrictions of the site.

On-line improvements to widen the carriageway would relieve some of the issues, but construction would also be costly and disruptive to traffic. There would also be significant problems relating to the environmentally important watercourses and protected species.

The proposed scheme would avoid the two level crossings and provide a shorter, safer route with adequate width and virtually straight alignment. Early inquiries indicate that the ecological issues could be dealt with, in consultation with the statutory environmental authorities. Maintenance of the new road should not present any unusual issues.

The proposed new section of road is approximately 3.5km in length.

The estimated cost for the scheme is as follows.

Item	Cost £million
Construction cost 2005 prices	4.0
Land cost	0.5
Optimism bias (45% of construction & land cost)	2.3
Preparation and supervision costs (17% of construction)	0.7
Sub total	7.5
Inflation (6 years at 2.5% pa compound)	1.2
Overall budget total (2011 construction start)	£8.7 million

A preliminary economic analysis is presented below.

The 2011 ADDT traffic flow is 9,500, with 6% being HGV. The capital cost is £8.7 million, including optimism bias. The new road is around 1.1 km shorter than the existing road

At a speed of 40 km per hour on the new road (allowing for roundabouts at either end) and 30 km per hour on the old road, the time saving for the new road would be 4.0 minutes per trip.

The associated savings in time cost would be in the order of £3.2 million in 2012, so first year savings would be in the order of 35% of capital cost. This gives a benefit to cost ratio of 8:1 which demonstrates an economic rating of high - in fact very high.

This preliminary estimate does not include savings in vehicle operating costs, estimated at some £0.8 million in 2012, savings in maintenance costs or reduced disruption to traffic during maintenance. The economic justification for this proposal therefore appears to be very robust.

7 Route Outcomes

7.1

Introduction

The following route outcomes are based on those included in the draft RMS issued during the public consultation. These outcomes have been amended to include additional problems and locations, following comments received during the public consultation.

A total of eleven route outcomes have been identified. They are listed below and then presented in full in the following pages.

Route Outcome	Short description	Long description
RO1	Safety – Accident reduction	To reduce the number of accidents occurring
RO2	Safety – Severity reduction	To reduce the severity of injuries at accidents
RO3	Safety – Accident reduction, vulnerable users	To reduce accidents at locations where significant numbers occur, particularly those involving vulnerable road users (pedestrians, pedal cyclists and motor cyclists) and children
RO4	Route Alignment	To improve the alignment and carriageway width at pinch points
RO5	Environment – visual & noise intrusion	To reduce the visual & noise intrusion caused by the route and the traffic using it
RO6	Environment – traveller care	Provide a high standard of traveller care, by providing adequate access to food, toilets, fuel and rest facilities
RO7	Accessibility – non-motorised users	Improve facilities for cyclists, pedestrians and equestrians
RO8	Economy - development	Facilitate development opportunities adjacent to the trunk road in line with approved developments
RO9	Economy - maintenance	To eliminate the need for diversions and consequent delays associated with road maintenance
RO10	Economy - congestion	Reduce congestion at junction 10 of the M20
RO11	Economy – journey time	Review Road Signing along the route

Route Outcome	To reduce the number of accidents occurring.
- Short Name	Safety - Accident Reduction
RO1	
Related Route Functions	F1, F3, F4, F5, F7, F8
Improvements to Related Route Functions	<ul style="list-style-type: none"> • Improved safety for all road users, vehicular and non-vehicular. • Improved journey time reliability for strategic, regional and local traffic. • Safer and improved accessibility for all road users.
Related Issues	<p>A259 - Substandard junctions and horizontal alignment.</p> <p>A2070 - Dangerous overtaking manoeuvres.</p> <p>A2070 - Speed of traffic.</p>
Locations	<p>A259 Ferry Hill, Winchelsea (180 degree bend presents hazard for long vehicles).</p> <p>A259 Winchelsea to Guldeford Lane Corner</p> <p>A259 / Harbour Road, Rye</p> <p>A259 Winchelsea Road – South Undercliffe, Rye (180 degree bend, with mini-roundabout, presents hazard for long vehicles).</p> <p>A259 East Guldeford</p> <p>A259 / A2070 junction Brenzett</p> <p>A2070 between Brenzett and Cloverleaf Junction</p> <p>A2070 Cloverleaf Junction</p> <p>A2070 between Cloverleaf Junction and M20</p>
Policy Objectives	<p>S1 – To seek to improve safety for all road users</p> <p>S2 – To seek to provide safe conditions for vulnerable road user groups</p> <p>S5 – To seek to reduce accident numbers and severity</p> <p>EC3 – To seek to reduce delays</p>
Target	Undertake studies to identify appropriate measures.
Timescale	Short-term.
Possible Actions	<p>Actions to consider in study may include:</p> <ul style="list-style-type: none"> • A259 - Carriageway alignment improvement works • A2070 - Carriageway markings and improved signing where public footpaths cross the road, electronic message signs.
Other Issues	Carriageway alignment improvement works may be difficult due to environmental constraints along the route. Some measures have already been implemented at Cloverleaf junction to address this safety issue.

Route Outcome	To reduce the severity of injuries at accidents.
- Short Name	Safety – Severity Reduction
RO2	
Related Route Functions	F1, F3, F4, F5, F7. F8
Improvements to Related Route Functions	<ul style="list-style-type: none"> • Improved safety for all road users, vehicular and non-vehicular. • Improved journey time reliability for strategic, regional and local traffic. • Safer and improved accessibility for all road users.
Related Issues	A259 – Poor route alignment contributes to the severity of accidents
Locations	A259 between Hastings and Brenzett A2070 Cloverleaf Junction
Policy Objectives	S1 – To seek to improve safety for all road users S2 – To seek to provide safe conditions for vulnerable road user groups S5 – To seek to reduce accident numbers and severity EC3 – To seek to reduce delays
Target	Undertake studies to identify appropriate measures.
Timescale	Short-term.
Possible Actions	<p>Actions to consider in study may include:</p> <p>A259 - Carriageway alignment improvement works A2070 – Cloverleaf Junction – implement measures to reduce speeds (particularly for motorcyclists)</p>
Other Issues	<p>Carriageway alignment improvement works may be difficult due to environmental constraints along the route.</p> <p>Some measures have already been implemented at Cloverleaf junction to address this safety issue.</p>

Route Outcome	To reduce accidents at locations where significant numbers occur, particularly those involving vulnerable road users (pedestrians, pedal cyclists and motor cyclists) and children.
- Short Name	Safety – Accident reduction, vulnerable users
RO3	
Related Route Functions	F1, F3, F4, F5, F7, F8
Improvements to Related Route Functions	<ul style="list-style-type: none"> • Improved safety for road users, particularly pedestrians. • Improved accessibility for road users, particularly pedestrians.
Related Issues	A2070 - absence of advanced warning signs for pedestrian crossings.
Locations	<p>A2070 at Walnut Tree, Snave (no advance warning signs where pedestrians cross)</p> <p>A2070 south of Golden Wood, Bromley Green (no advance warning signs where pedestrians cross)</p> <p>Rye - South Undercliff, parked vehicles</p>
Policy Objectives	<p>S1 – To seek to improve safety for all road users</p> <p>S2 – To seek to provide safe conditions for vulnerable road user groups</p> <p>S5 – To seek to reduce accident numbers and severity</p> <p>A1 – To seek to improve accessibility</p> <p>A2 – To improve access to pedestrians</p>
Target	Carry out survey to validate areas for improvement
Timescale	Short term.
Possible Actions	Creation of signing strategy
Other Issues	

Route Outcome	To improve the alignment and carriageway width at pinch points.
- Short Name	Route Alignment
RO4	
Related Route Functions	F1, F3, F5, F7
Improvements to Related Route Functions	<ul style="list-style-type: none"> • Improved safety for all road users, vehicular and non-vehicular. • Improved journey time reliability for strategic, regional and local traffic.
Related Issues	<p>A259 - Sharp bends, difficult for large vehicles</p> <p>A259 - Narrow section, difficult for two large vehicles to pass, and difficult to maintain</p> <p>A259 – Two level crossings within close proximity to each other.</p>
Locations	<p>A259 between Hastings and Brenzett (current restriction on use by abnormally heavy vehicles, greater than 38 tonnes)</p> <p>A259 between East Guldeford and Guldeford Lane Corner (difficult for large vehicles to pass and difficult to maintain)</p> <p>Rye - South Undercliff, parked vehicles</p>
Policy Objectives	<p>S1 – To seek to improve safety for all road users</p> <p>S3 – To seek to provide a safe working environment along the route</p> <p>S6 – Making maintenance priority</p> <p>EC3 – To seek to reduce delays</p> <p>EC6 – To seek to improve maintenance</p>
Target	Carry out study into possible improvements to alignment.
Timescale	Medium-term
Possible Actions	<p>Road widening, widening of bends.</p> <p>Possible realignment of section of A259 between East Guldeford and Guldeford Lane Corner. This would remove 90 deg. bends and the two level crossings.</p> <p>Liaise with the statutory environmental bodies.</p> <p>Investigate parking provision at South Undercliff in Rye, to increase the usable carriageway width at this location.</p>
Other Issues	Carriageway widening works may be difficult due to environmental constraints along the route.

Route Outcome	To reduce the visual & noise intrusion caused by the route and the traffic using it.
- Short Name	Environment – visual & noise intrusion
RO5	
Related Route Functions	F1, F2, F3, F5, F7, F8
Improvements to Related Route Functions	<ul style="list-style-type: none"> • Improvements to local environment by reducing the visual & noise impact of the route and all road users on adjacent towns and villages.
Related Issues	
Locations	<p>A259 through Winchelsea and Rye (historic towns)</p> <p>A259 entire route between Hastings and Brenzett (towns and villages adjacent to the route)</p> <p>A259/A2070 – all areas along the route where noise impacts on adjacent communities.</p>
Policy Objectives	<p>E1 - To seek to protect and enhance the built and natural environment</p> <p>E7 - To seek to improve the landscape</p> <p>E8 – To seek to maintain the historic environment</p> <p>EC2 – Vision</p>
Target	Develop or enhance a landscape action plan
Timescale	Medium-term.
Possible Actions	<p>Possible items for Action Plan may include</p> <p>Improve landscaping where possible to screen the road from adjacent properties.</p> <p>When considering resurfacing programme, areas that are affected by noise disturbance should be reviewed and quieter surfacing laid if possible.</p>
Other Issues	

Route Outcome	Provide a high standard of traveller care, by providing adequate access to food, toilets, fuel and rest facilities.
- Short Name	Environment – traveller care
RO6	
Related Route Functions	F1, F3, F5, F7, F8
Improvements to Related Route Functions	
Related Issues	
Locations	A259 between East Guldeford and Brenzett A2070 between Brenzett and the A2042 interchange
Policy Objectives	S4 – To seek to provide appropriate facilities along the route
Target	Carry out survey of existing facilities and identify where there is a need for improved facilities.
Timescale	Mid-term
Possible Actions	Improved signing to existing local facilities, within existing settlements.
Other Issues	

Route Outcome	Improve facilities for cyclists, pedestrians and equestrians.
- Short Name	Accessibility – non-motorised users
RO7	
Related Route Functions	F4, F5
Improvements to Related Route Functions	Improved accessibility for all non-motorised road users Improved safety for all non-motorised road users
Related Issues	Provision of footways Improvement to cycle routes Improve crossing facilities for pedestrians, cyclists and equestrians.
Locations	A259 Ferry Hill Winchelsea lack of footways and poor crossing facilities A259 Rye (lack of pedestrian crossing where school children cross) A259 East Guldeford lack of pedestrian facilities A259 Brookland (lack of pedestrian crossing where school children cross) A2070 at Walnut Tree, Snave (poor crossing facilities for pedestrians) A2070 south of Golden Wood, Bromley Green (poor crossing facilities)
Policy Objectives	A1 – To seek to improve accessibility A2 – To improve access to pedestrians A3 – To seek to improve accessibility for disabled people A4 – To seek to improve accessibility for cyclists A5 – To seek to improve accessibility for horse riders S1 – To seek to improve safety for all road users S2 – To seek to provide safe conditions for vulnerable road user groups I5 – To integrate regional and local planning policy
Target	Undertake to carry out a survey of areas along the route that would benefit from improved non-motorised user facilities.
Timescale	Medium-term.
Possible Actions	Actions to consider in study may include: A2070 - On line cycle route provision A2070 - Provision of pedestrian/cyclist/equestrian crossings A259 - Provision of pedestrian crossing in Rye (Adjacent school) A259 - Provision of footways
Other Issues	Width of existing highway may prevent the provision of footways along A259

Route Outcome	Facilitate development opportunities adjacent to the trunk road in line with approved developments.
- Short Name	Economy - development
RO8	
Related Route Functions	F4, F7
Improvements to Related Route Functions	Aid strategic development growth
Related Issues	Improve access to Ashford and Hastings (a priority area for economic regeneration) Land Use and Development Control Plan
Locations	A2070 Bad Munstereifel Road, Ashford A2070 – between Hamstreet and Cloverleaf Junction A259 / access to Rye Harbour
Policy Objectives	EC2 – Vision EC4 – To implement strategies EC7 – to seek to contribute to an efficient economy, and support sustainable economic growth in appropriate locations.
Target	To liaise with Local Authorities to ascertain infrastructure improvements required to enable development.
Timescale	Ongoing
Possible Actions	Junction improvements Provision of new junctions
Other Issues	

Route Outcome	To eliminate the need for diversions and consequent delays associated with road maintenance.
- Short Name	Economy - maintenance
RO9	
Related Route Functions	F1, F2, F3, F5, F6, F7, F8
Improvements to Related Route Functions	Improvement to slow journey times
Related Issues	Relieve congestion during essential road maintenance operations Plan all works to achieve optimum whole life costs with minimal disruption to users
Locations	A259 between Rye and Brookland (currently any roadworks require long diversions to be imposed)
Policy Objectives	EC6 – To seek to improve maintenance
Target	Carry out a feasibility study into possible improvements to highway alignment to enable maintenance of the road to be carried out without causing severe delays to motorists.
Timescale	Medium-term
Possible Actions	Possible items for Study may include Widening of existing carriageway where existing alignment is sub-standard in liaison with Statutory Environmental Bodies and Local Authorities. Alternative off-line routes for A259 between Rye and Brookland
Other Issues	

Route Outcome	Reduce congestion at junction 10 of the M20
- Short Name	Economy - congestion
RO10	
Related Route Functions	F1, F2, F3, F4 F5, F6, F7, F8
Improvements to Related Route Functions	Improvement to slow journey times
Related Issues	Improvements to junctions
Locations	A2070 / M20 J10 (queues) – Junction 10 is at capacity
Policy Objectives	EC1 – To seek to reduce congestion EC3 – To seek to reduce delays
Target	Assist with delivery of improvements in liaison with Government bodies.
Timescale	Long-term
Possible Actions	A2070 junction with M20 – interim improvements to existing junction 10. In the long-term actions depend on outcome of proposals to construct junction 10A.
Other Issues	

Route Outcome	Review Road Signing along the route
- Short Name	Economy – journey time
RO11	
Related Route Functions	F1, F2, F3, F4 F5, F6, F7, F8
Improvements to Related Route Functions	Less confusion and better informed road users as well as potential to improve journey times
Related Issues	Sign clutter
Locations	Entire route
Policy Objectives	EC3 – To seek to reduce delays E1 - To seek to protect and enhance the built and natural environment E7 - To seek to improve the landscape
Target	Carry out review of existing signing on entire route.
Timescale	Short-term
Possible Actions	Replace direction signs that indicate Brenzett and not Hastings as main destination. Improve area wide signing to direct users via the A2070 and not the de-trunked section of the A259. Review existing signs along entire route and try to reduce the quantities of sign posts used to minimise ‘sign clutter’
Other Issues	

8 Strategy Impact Statement

8.1 *Introduction*

The Route Management Strategy Study for the A259/A2070 has identified a number of route issues. In order to overcome these route issues a strategy has been devised, culminating in Route Outcomes (ROs), which will enable the performance of the A259/A2070 route to be improved.

The Strategy Impact Statement demonstrates how the implementation of the route outcomes will result in a beneficial impact on the performance of the route.

8.2 *Key Route Outcomes*

Based on an analysis of the route functions, and through consultation, a number of Key Route Outcomes have been identified. These have been determined on the basis of the impact they are expected to have on the route functions, with an emphasis on safety and local schemes, in line with the directive given by the Secretary of State for Transport. The selected Key Route Outcomes are as follows:

- RO 1 & 2 To reduce the risk and severity of accidents.
- RO 3 To reduce accidents at locations where significant numbers occur, particularly those involving vulnerable road users (pedestrians, pedal cyclists and motor cyclists) and children.
- RO 5 To reduce the visual & noise intrusion caused by the route and the traffic using it.
- RO 8 Facilitate development opportunities adjacent to the trunk road in line with approved developments.
- RO 9 To eliminate the need for diversions and consequent delays associated with road maintenance
- RO 10 Reduce congestion at junction 10 of the M20.
- RO 11 Review road signing along the route

8.3 *Additional Route Outcomes*

The additional Route Outcomes, which are considered to have a lower priority are as follows:

- RO 4 To improve the alignment and carriageway width at pinch points.

RO 6 Provide a high standard of traveller care, by providing adequate access to food, toilets, fuel and rest facilities.

RO 7 Improve facilities for cyclists, pedestrians and equestrians.

8.4 Key Route Outcome Analysis

The Key RO's are expected to have a positive impact on the route as a whole. The following tables illustrate the impact of the Key Route Outcomes on various factors considered in the preparation of the RMS:

- Key Outcomes in relation to Route Issues (Table 1)
- Key Outcomes in relation to Route Functions (Table 2)
- Key Outcomes in relation to Spatial Planning (Table 3)
- Key Outcomes in relation to Policy Objectives (Table 4)

8.5 Land Use and Development Control Statement

An assessment of the likely impact of future development within the study corridor has been set out in the Land Use and Development Control Statement. (Appendix E). Adjacent to the route, there are a number of development sites that have been identified which will have a major impact on the route.

8.6 Route Management Plan

Following completion of the RMS, a Route Management Plan will be developed by the HA providing the implementation plan for actions which will achieve the Route Outcomes set out in the Route Management Strategy.

The Highways Agency area team will follow the procedures set out in the Programme Objectives Guide (POG) in order to identify and develop appropriate actions to deliver the Route Specific Objectives from the Route Management Strategy.

Programme Development is a continuing process and the Programme Objectives Guide is used to identify the types of Maintenance and Making Better Use (MBU) projects that should be added to the existing programme.

The POG provides direction to Operations Directorate (OD), Managing Agents (MAs) and Managing Agent Contractors (MACs) staff on the type of Maintenance and Making Better Use (MBU) projects that should be identified to extend forward programmes and to deliver the outcomes set down in the 10 Year Plan and other Ministerial commitments.

8.7 Review

A general review of the RMS is anticipated to take place every five years to check on progress and ensure that the route Outcomes are still appropriate. A general review will also revise any changes to the Routes Functions, the Policy Objectives and update the Route Problems and Issues.

A major review of the RMS should be undertaken if a significant change has taken place which affects the route. These may include significant development proposals or changes to Government, HA, Regional and Local strategies and policies.

Key Route Issues	Key route Outcomes						
	RO 1 & 2	RO 3	RO5	RO 8	RO 9	RO 10	RO 11
	To reduce the risk and severity of accidents	To reduce accidents involving vulnerable users	To reduce visual & noise intrusion	To facilitate appropriate development opportunities	To mitigate delays associated with road maintenance	To reduce congestion at junction 10 of the M20	To review road signing along the route
Number of accidents, whole route	Positive impact	Positive impact					
Severity of accidents, whole route	Positive impact	Positive impact					
Accidents involving pedestrians, pedal cyclists, motor cyclists, equestrians and children, A2070	Positive impact	Positive impact					
Sharp bends in the road, A259					Positive impact		
Narrow sections of road, A259					Positive impact		
Effect the route has visually on towns and villages, A259			Positive impact				Positive impact
Inadequate access to food, toilets, fuel and rest facilities, between East Guldeford and Cloverleaf Junction							
Inadequate facilities for cyclists, pedestrians and equestrians, whole route							
Effect of new developments on existing route, Ashford Hastings & Rye Harbour				Positive impact	Positive impact	Positive impact	Positive impact
Need for diversions when road maintenance is being carried out, between Rye and Brookland					Positive impact		

Key Route Issues	Key route Outcomes						
	RO 1 & 2	RO 3	RO5	RO 8	RO 9	RO 10	RO 11
	To reduce the risk and severity of accidents	To reduce accidents involving vulnerable users	To reduce visual & noise intrusion	To facilitate appropriate development opportunities	To mitigate delays associated with road maintenance	To reduce congestion at junction 10 of the M20	To review road signing along the route
Road congestion, A2070 junction with M20 (J10)						Positive impact	Positive impact

Table 1 – Key Route Outcomes in relation to Route Issues

Route functions	Key route Outcomes						
	RO 1 & 2	RO 3	RO5	RO 8	RO 9	RO 10	RO 11
	To reduce the risk and severity of accidents	To reduce accidents involving vulnerable users	To reduce visual & noise intrusion	To facilitate appropriate development opportunities	To mitigate delays associated with road maintenance	To reduce congestion at junction 10 of the M20	To review road signing along the route
F1 – Provides a link from Sussex coastal towns and the Continental terminals (Channel Tunnel and Dover)	Positive impact				Positive impact	Positive impact	Positive impact
F2 - Provides a route for abnormal loads					Positive impact	Positive impact	Positive impact
F3 - Provides a link between the coastal towns and regional centres of population and employment	Positive impact				Positive impact	Positive impact	Positive impact
F4 - Provides a primary link servicing strategic development growth in south Ashford	Positive impact			Positive impact		Positive impact	Positive impact
F5 - Provides local access to Hastings, Rye and Ashford	Positive impact			Positive impact	Positive impact	Positive impact	Positive impact
F6 - Provides access to the local airport at Lydd	Positive impact				Positive impact	Positive impact	Positive impact
F7 - Provides access for local industry, including agriculture	Positive impact			Positive impact	Positive impact	Positive impact	Positive impact
F8 - Provides access for tourists	Positive impact				Positive impact	Positive impact	Positive impact

Table 2 – Key Route Outcomes in relation to Route Functions

Spatial Planning	Key Route Outcomes						
	RO 1 & 2	RO 3	RO5	RO 8	RO 9	RO 10	RO 11
	To reduce the risk and severity of accidents	To reduce accidents involving vulnerable users	To reduce visual & noise intrusion	To facilitate appropriate development opportunities	To mitigate delays associated with road maintenance	To reduce congestion at junction 10 of the M20	To review road signing along the route
Safety and efficiency of the network will be maintained and where possible improved	Positive impact	Positive impact			Positive impact	Positive impact	Positive impact
Congestion will be reduced	Positive impact				Positive impact	Positive impact	
Appropriate development will be facilitated as far as practicable				Positive impact		Positive impact	
Developer contributions will be obtained where appropriate to assist with the provisions of alternative modes to private transport				Positive impact			
Access to alternative modes to the private car will be encouraged and facilitated				Positive impact			
Transport assessments will be required where appropriate	Positive impact	Positive impact		Positive impact			

Table 3 – Key Route Outcomes in relation to Spatial Planning

Policy Objectives	Key route Outcomes						
	RO 1 & 2	RO 3	RO5	RO 8	RO 9	RO 10	RO 11
	To reduce the risk and severity of accidents	To reduce accidents involving vulnerable users	To reduce visual & noise intrusion	To facilitate appropriate development opportunities	To mitigate delays associated with road maintenance	To reduce congestion at junction 10 of the M20	To review road signing along the route
S1 – To improve safety for all road users	Positive impact	Positive impact					
S2 – To seek to provide safe conditions for vulnerable road user groups	Positive impact	Positive impact					
S3 – To seek to provide a safe working environment along the route	Positive impact	Positive impact			Positive impact		
S4 – To seek to provide appropriate facilities along the route				Positive impact			
S5 – To seek to reduce accident numbers and severity	Positive impact	Positive impact					
S6 – Making Maintenance Priority: <i>Maintaining safety</i>	Positive impact	Positive impact			Positive impact		
S7 – To seek to improve the monitoring of safety	Positive impact	Positive impact					
E1 – To seek to protect and enhance the built and natural environment			Positive impact				Positive impact
E2 – To seek to conserve and enhance biodiversity on the route							
E3 – To seek to reduce the effects of air pollution on the route						Positive impact	
E4 – To seek to reduce the effects of noise pollution			Positive impact				

Policy Objectives	Key route Outcomes						
	RO 1 & 2	RO 3	RO5	RO 8	RO 9	RO 10	RO 11
	To reduce the risk and severity of accidents	To reduce accidents involving vulnerable users	To reduce visual & noise intrusion	To facilitate appropriate development opportunities	To mitigate delays associated with road maintenance	To reduce congestion at junction 10 of the M20	To review road signing along the route
E5 – To seek to manage drainage on our networks							
E6 – To seek to improve the monitoring of the environment			Positive impact				
E7 – To seek to improve the landscape			Positive impact				
E8 – To seek to maintain the historic environment			Positive impact				
A1 – To seek to improve accessibility				Positive impact	Positive impact	Positive impact	Positive impact
A2 – To improve access to pedestrians	Positive impact	Positive impact					
A3 – To seek to improve accessibility for disabled people		Positive impact					
A4 – To seek to improve accessibility for cyclists		Positive impact					
A5 – To seek to improve accessibility for horse riders		Positive impact					
A6 – To seek to improve partnership				Positive impact			
A7 – To seek to improve the monitoring of accessibility							

Policy Objectives	Key route Outcomes						
	RO 1 & 2	RO 3	RO5	RO 8	RO 9	RO 10	RO 11
	To reduce the risk and severity of accidents	To reduce accidents involving vulnerable users	To reduce visual & noise intrusion	To facilitate appropriate development opportunities	To mitigate delays associated with road maintenance	To reduce congestion at junction 10 of the M20	To review road signing along the route
I1 – To seek to promote the integration of all forms of transport and land use planning, leading to a better, more efficient transport system				Positive impact			
I2 – To foster relationships with Government departments				Positive impact			
I3 – To seek to improve the management of roads					Positive impact		
I4 – To seek to improve partnerships				Positive impact			
I5 – To integrate regional and local planning policy				Positive impact			
EC1 – To seek to reduce congestion	Positive impact				Positive impact	Positive impact	
EC2 – Vision							
EC3 – To seek to reduce delays	Positive impact				Positive impact	Positive impact	
EC4 – To implement strategies.	Positive impact	Positive impact	Positive impact	Positive impact	Positive impact	Positive impact	Positive impact
EC5 – To seek to improve investments.	Positive impact	Positive impact	Positive impact	Positive impact	Positive impact	Positive impact	Positive impact
EC6 – To seek to improve maintenance					Positive impact		

Policy Objectives	Key route Outcomes						
	RO 1 & 2	RO 3	RO5	RO 8	RO 9	RO 10	RO 11
	To reduce the risk and severity of accidents	To reduce accidents involving vulnerable users	To reduce visual & noise intrusion	To facilitate appropriate development opportunities	To mitigate delays associated with road maintenance	To reduce congestion at junction 10 of the M20	To review road signing along the route
EC7 – To seek to contribute to an efficient economy, and to support sustainable economic growth in appropriate locations				Positive impact	Positive impact	Positive impact	Positive impact

Table 4 – Key Route Outcomes in relation to Policy Objectives