

## **A21 TONBRIDGE TO PEMBURY DUALLING**

### **Outline Statement of Case**

### **In Respect of Draft Orders Under Provisions of the Highways Act 1980**

**January 2013**

## CONTENTS

1	Introduction	1
2	Trunk Roads and Government Policies	4
3	Existing Conditions	9
4	Scheme History	12
5	Description of the Published Scheme	15
6	The Draft Orders	18
7	Environmental Assessment of Scheme Proposals	22
8	Traffic and Economic Assessment of Scheme Proposals	23
9	Supporters, Objections and Representations	26
10	Conclusions	29
Appendix A	Extent of the Traffic Model	

## Acronyms

A2H	Access to Hastings Multi Modal Study
AADT	Annual Average Daily Traffic (24 hour, two-way flow in vehicles)
AONB	Area of Outstanding Natural Beauty
AST	Appraisal Summary Table
BCR	Benefit Cost Ratio
D2AP	Dual 2 lane All Purpose Carriageway
DBFO	Design, Build, Finance and Operate
ECI	Early Contractor Involvement
ES	Environmental Statement
HA	Highways Agency
HGV	Heavy Goods Vehicle
NMU	Non-Motorised User (Pedestrian, Cyclists and Equestrians)
PIA	Personal Injury Accident
PMA	Private Means of Access
PPG	Planning Policy Guidance Note
PPS	Planning Policy Statement
RFA	Regional Funding Allocation
RTB	Regional Transport Board
TAG	Transport Analysis Guidance
TPI	Targeted Programme of Improvements

---

## 1 INTRODUCTION

- 1.1 This Outline Statement of Case replaces the version that was published in May 2010 prior to postponement on 10 June 2010 of the proposed Public Local Inquiry (the PI) pending the outcome of the Government's October 2010 Spending Review (SR)
- 1.2 In December 2009 the Secretary of State for Transport ("the Secretary of State") published proposals for the A21 between Tonbridge and Pembury ("the A21 Tonbridge to Pembury Dualling") in Kent. He received objections, representations and letters of support with respect to the proposals and consequently determined it would be necessary to hold a Public Local Inquiry. The PI was due to take place in July 2010 but was cancelled pending the results of the Government's October 2010 Spending Review.
- 1.3 On 14 December 2012 the Secretary of State published a notice of his intention to resume the statutory process and to hold a PI. Statutory objectors and other interested parties had previously been informed of this intention by letter or email dated 3 December 2012.
- 1.4 The proposals published in December 2009 included an Environmental Statement. In February 2013 the Secretary of State will publish an updated Revised Environmental Statement (see Section 7) which will be open for comment and objection for 6 weeks.
- 1.5 Draft Orders under the Highways Act 1980 published in December 2009 (see Section 6) will be made available for further comment and objection at the same time and for the same period as the Revised Environmental Statement.

### **Purpose of the Inquiry**

- 1.6 The PI will be concurrent Public Local Inquiries ("the Inquiries") for the scheme proposals contained in the draft Orders and Compulsory Purchase Order under provisions of the Highways Act 1980 described in Section 6 below and the applications for the demolition of listed buildings under provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 which are described in the separate statement mentioned in paragraph 1.10 below.
- 1.7 The Inquiries will be held by an independent Inspector to be appointed by the Secretary of State on the nomination of the Planning Inspectorate and will be held under the Inquiry Rules mentioned in paragraphs 1.9 and 1.10 below. The date and place for the Inquiries will be announced later.

- 1.8 The Inspector will hear evidence relating to the draft Orders and the listed buildings applications from the Highways Agency (on behalf of the Secretary of State); from supporters and objectors and any counter objections to alternative proposals received. and will report the proceedings, including findings and recommendations, to the Secretary of State for Transport and the Secretary of State for Communities and Local Government. The Secretaries of State jointly will consider all supporters and objections to the draft Orders and listed buildings applications and counter objections to alternative proposals together with the Inspector's Report of the Inquiries before deciding whether or not the draft Orders should be made and, if made, with or without modifications, and if consent should be given for the demolition of listed buildings.

### **Statutory Background**

- 1.9 This document is published pursuant to Rule 5(4) of the Highways (Inquiries Procedure) Rules 1994 ("the 1994 Rules") and Rule 5(2) of the Compulsory Purchase (Inquiries Procedure) Rules 2007 ("the 2007 Rules"). It outlines the principle submissions the Secretary of State proposes to put forward at the Inquiries in respect of the A21 Tonbridge to Pembury Dualling ("the scheme") and is known as the Outline Statement of Case ("the statement").
- 1.10 A separate statement will be published under Rule 5(2) of the Town and Country Planning (Inquiries Procedure) (England) Rules 2000 ("the 2000 Rules") outlining the principle submissions the Secretary of State proposes to put forward at the Inquiries in respect of the applications for demolition of listed buildings.
- 1.11 Full Statements of Case, pursuant to Rule 6(1) of the 1994 Rules, Rule 7(1) of the 2007 Rules and Rule 6(3) of the 2000 Rules will be issued later. These will contain full particulars of the case which the Secretary of State proposes to put forward at the Inquiries and a list of documents that may be referred to in evidence at the Inquiries.

### **Documents to be used in Evidence**

- 1.12 The documents which the Secretary of State will use in supporting evidence during the Inquiries will be listed in the full Statements of Case. They will be placed on deposit at a location to be advised when the Rule 6 / 7 Statements are published and will subsequently be available at the Inquiries.

### **The Proposals**

- 1.13 This statement explains the need for the scheme and includes a brief history of the scheme, a description of the existing road and the new road and the treatment of side roads included in the draft Orders and how the scheme complies with national, regional and local policies and plans.
- 1.14 This statement also includes a brief summary of objections, representations and letters of support made to the Secretary of State with respect to the scheme.

---

## 2 TRUNK ROADS AND GOVERNMENT POLICIES

### The Trunk Road Network

- 2.1 The Secretary of State has a statutory obligation to keep under review the national system of routes for through traffic in England and Wales. The Highways Act 1980 defines the procedures to be followed when the Secretary of State proposes to carry out improvements to a road within this trunk road network.
- 2.2 The trunk road network in England comprises 2,700 km (1,670 miles) of motorways and 4,350 km (2,700 miles) of all purpose trunk roads. This is only 3% of all roads in England but carries one third of all road traffic and two thirds of all road freight traffic.

### Transport Policy Statement, Historical and Current

- 2.3 There have been a number of transport policies that have underpinned the background and development of the A21 Tonbridge to Pembury Dualling scheme. Those policies of the previous and current Governments are set out in the following paragraphs.

### HISTORICAL POLICY

- 2.4 The Government's long term strategy for the transport network is set out in the July 2004 White Paper, 'The Future of Transport: a Network for 2030'. The strategy charts a course for improving the transport system by sustained investment, improvements in the management of the transport network and planning ahead to address projected pressures on the transport system over the longer term. The White Paper identifies the following policy measures, which will provide the basis for delivering enhancements to the road network:
- a) New capacity where it is needed, assuming that economic benefits are provided and any environmental and social costs are justified;
  - b) Locking-in the benefits of new capacity through various measures including some tolling and car pool lanes where appropriate;
  - c) Government leading the debate on road pricing and its capacity to lead to better choices for motorists;
  - d) Better management exploiting the potential of new technology to avoid problems and deal with them rapidly if they occur;

- e) Using new technology to keep people informed both before and during their journey.

2.5 The programme of trunk road improvements being taken forward contributes to the first of the policy measures listed above - providing new capacity where it is needed, subject to such schemes being justified, taking account of social and environmental costs as well as their economic costs and benefits. The trunk road programme has been developed within the policy framework set out in the July 1998 White Paper 'A New Deal for Transport: Better for Everyone'. This introduced a new integrated transport policy, which aims to achieve:

- a) Integration within and between different types of transport – so that each contributes its full potential and people can move easily between them;
- b) Integration with the environment – so that transport choices support a better environment;
- c) Integration with land use planning – at national, regional and local level, so that transport and planning work together to support more sustainable travel choices and reduce the need to travel;
- d) Integration with policies for education, health and wealth creation so that transport helps to make a fairer, more inclusive society.

2.6 The White Paper identified the following key functions for trunk roads:

- a) Linking main centres of population;
- b) Access to major ports, airports and rail termini;
- c) Access to peripheral regions;
- d) Providing key cross-border routes to Scotland and Wales;
- e) Classification as part of the Trans-European Road Network.

2.7 On the basis of these criteria the White Paper established a core trunk road network of nationally important routes in England.

2.8 'A New Deal for Trunk Roads in England', a daughter document to the 1998 Transport White Paper, set out Government Policy specifically in relation to trunk roads. This established the Targeted Programme of Improvements (TPI), replacing the National Trunk Road Improvement Programme, as a carefully targeted programme to address the most serious and pressing problems on the strategic road network.

- 2.9 'A New Deal for Trunk Roads in England' included the results of a Strategic Review of all the trunk road schemes, which were then in the National Programme. Each scheme was assessed against the Government's objectives for the environment, safety, economy, accessibility and integration. The Review identified 37 schemes, which were carried forward under the TPI. Some schemes were dropped from the programme altogether and a number of other schemes were remitted for further consideration through a series of Multi-Modal and Road-Based Studies. Such schemes were to be re-considered for entry into the TPI following completion of the studies. The A21 Tonbridge to Pembury Dualling scheme was one of the schemes named in 'A New Deal for Trunk Roads in England' to be the subject of further studies and / or consideration by the regional planning conference.
- 2.10 'Transport 2010 The 10 Year Plan', published in July 2000, set out the resources to be committed up to 2010 to deliver the Government's priority for improved road, rail and other public transport. A Progress Report on the 10 Year Plan was issued in December 2001 and the July 2004 White Paper 'The Future of Transport: a Network for 2030' set out the revised spending figures for the Department for Transport up to 2007/08 and longer term funding guidelines up to 2014/15.
- 2.11 In July 2008, the Department for Transport issued the command paper 'Roads – Delivering Choice and Reliability'. The paper sets out a clear strategy for getting the best out of our roads in the coming years by relieving pressure on the most congested routes so that people have the reliable journeys they want. It recognised the need to continue to invest in Major Projects but also to understand the need to deliver improvements in an affordable way without damaging the environment. This includes a commitment to pursue active traffic management schemes such as driving on the hard shoulder. At the same time, the Department for Transport also issued 'Highways Agency Major Roads Programme: Updated Scheme Cost Estimates'. This detailed the revised estimates for schemes in both the National and Regional Programme consequent upon changes to the cost estimating process introduced by the Highways Agency and outlined in the command paper.

### **CURRENT POLICY**

- 2.12 The A21 Tonbridge to Pembury Dualling was previously a regional scheme that would have required approval and funding from the South East England Regional Assembly (SEERA).

2.13 In 2010 Ministers announced their intention to abolish regional government and so all Highways Agency major projects, formerly regional or national, are now considered together as a single programme.

### **Spending Review 2010**

2.14 The Spending Review is a Treasury led process to allocate resources across all government departments according to the Government's priorities. Spending Reviews set firm and fixed spending budgets over several years for each department. It is then up to departments to decide how best to manage and distribute this spending within their areas of responsibility.

2.15 The Spending Review 2010 (the SR 2010) covers the four financial years from 2011/12 to 2014/15. The Chancellor of the Exchequer announced the results of the SR 2010 on 20 October 2010.

### **Investment in Highways Transport Schemes**

2.16 As part of the SR 2010 the coalition Government looked to identify those schemes that offered the best investment. All major schemes on the strategic road network were assessed against four broad criteria:

- i) Public value for money;
- ii) Strategic value;
- iii) Deliverability; and
- iv) Non monetised impacts.

2.17 The overall result of the prioritisation exercise was to ensure that the best value schemes were chosen to start in the period up to 2015.

2.18 In October 2010 the Department for Transport published its paper 'Investment in Highways Transport Schemes'. This paper sets out the DfT's policy for developing a programme of schemes.

2.19 As part of the SR 2010 the Highways Agency identified four key areas in which it could reduce spending to support the delivery of more infrastructure over the spending review period. On major projects these savings were expected to come from a range of measures including certainty of forward work programme, value engineering and efficiencies in the use of materials, labour and equipment.

- 
- 2.20 On the basis of these anticipated efficiency savings, in October 2010 the Secretary of State announced that the Highways Agency expected to be able to start construction of 14 schemes in the period up to 2015, subject to the outcome of statutory procedures.
- 2.21 A further 14 schemes, including the A2 Tonbridge to Pembury Dualling, were identified for construction in future spending review periods.
- 2.22 In May 2012 the Roads Minister announced that development work would start on six major road schemes, including the A21 Tonbridge to Pembury Dualling. This would ensure that a 'pipeline' of future Highways Agency major projects would be maintained and that by developing these schemes now, proposals would be in a good position to be considered for delivery in the early years of the next spending review period, post 2015.

### **Department for Transport Business Plan 2011 – 2015**

- 2.23 The DfT published its Business Plan in May 2011. In Section A the plan defines the Government's vision for a future transport system, that is, 'Our vision for a transport system that is an engine for economic growth but one that is also greener and safer and improves quality of life in our communities. By improving the links that help to move goods and people around, and by targeting investment in new projects that promote green growth, we can help to build the balanced, dynamic and low carbon economy that is essential for our future prosperity'.
- 2.24 The Business Plan sets out the Government's priorities in terms of achieving a sustainable transport system and a programme for achieving this.

### **National Infrastructure Plan**

- 2.25 The National Infrastructure Plan, December 2012 update, states the Government will invest £42 million to develop the pipeline of potential Highways Agency road schemes for investment in the next Spending Review period.

### **Conclusion**

- 2.26 The published scheme is consistent with national and other planning policies and has the support of the local authorities.

### 3 EXISTING CONDITIONS

#### The Road in its Regional and Local Context

- 3.1 The A21 is the main route from London and the M25 to Hastings on the south east coast.
- 3.2 The Tonbridge to Pembury section of the A21 serves three purposes. It acts as:
- a) The primary route from the M25 to the East Sussex coast and the Hastings regeneration area;
  - b) A primary route to and from Tonbridge and Tunbridge Wells serving regional and local traffic accessing both towns;
  - c) The local route for residential and commercial traffic accessing residential properties, farmland and woodland bordering the road.
- 3.3 The scheme is entirely in the County of Kent. The northern most 350 metres of the scheme is in the Borough of Tonbridge and Malling; the rest of the scheme is in the Borough of Tunbridge Wells. All but the northern most 600 metres of the scheme is in the High Weald Area of Outstanding Natural Beauty ("AONB"). There are several areas of Ancient Woodland adjacent to this section of the A21.

#### The Existing A21 between Tonbridge and Pembury

- 3.4 The dual carriageway Tonbridge Bypass to the north of the scheme was completed in the early 1970s. The Pembury Bypass to the south was opened in 1988 resulting in a gap of poor standard single carriageway from Tonbridge to Pembury between two sections of dual carriageway.
- 3.5 To the north of the scheme, between the M25 and Tonbridge, the A21 is a dual carriageway road with grade-separated junctions, limited access and no central reserve gaps. The Tonbridge to Pembury section of the A21 is a single carriageway of rural character with a poor standard of horizontal and vertical alignment and many individual accesses to properties, farm fields and woodlands. To the south of the scheme, from the Longfield Road roundabout at Pembury, the A21 continues as a dual carriageway to Kippings Cross.

- 3.6 At the northern end of the scheme the dual carriageway Tonbridge Bypass tapers to a single carriageway over a length of approximately 600 metres. Within this taper length the southbound entry slip road from Vauxhall Lane merges with the A21. This situation of three lanes merging into one results in severe congestion, backing up on both the Tonbridge Bypass and the slip road. The southbound entry slip road itself has a chicane immediately before it joins the A21 which adds to the problems for merging traffic at this location.
- 3.7 At the start of the single carriageway section of the A21 there is a 6% gradient southbound up Castle Hill for approximately 1.3 kms.
- 3.8 Somerhill Park, which is Grade II listed in English Heritage's register of Parks and Gardens, is immediately adjacent on the east side of Castle Hill and the Castle Hill Fort Scheduled Monument is adjacent on the west side.
- 3.9 Approximately half way along the scheme there is a petrol station at Fairthorne on the east side. This causes traffic congestion and delays on the A21, particularly due to right turning traffic. Either side of the petrol station are the minor roads, Dislingbury Road and Pembury Walks. The latter provides access to the Tudeley Woods bird reserve which is managed by the RSPB.
- 3.10 At the southern end of the scheme is the Longfield Road at grade roundabout with a diameter of 72 metres. From the west of the roundabout Longfield Road provides a link from the A21 to the Longfield / North Farm Retail and Industrial estates, Knights Park leisure complex and Tunbridge Wells. From the east of the roundabout Tonbridge Road provides a link from the A21 to Pembury Hospital and Pembury. The roundabout and the A21 on each side are congested at peak times due to traffic going to and from the industrial, retail and leisure sites.
- 3.11 South of the Longfield Road roundabout the A21 continues as the two lane dual carriageway Pembury Bypass.
- 3.12 There are several private accesses to houses, farm fields and woodland along the route of the scheme. Visibility for turning traffic is poor at many of the accesses.

### **Other Roads**

- 3.13 Due to congestion on the A21, local traffic between Tonbridge and Tunbridge Wells uses other roads , such as the A26, A227, A228 and A264 (all non trunk roads), which

consequently are also heavily congested. The A26 in particular is very congested with large volumes of queuing traffic in peak periods.

### **Public Rights of Way**

- 3.14 Six Public Rights of Way terminate at or cross the A21 on the Tonbridge to Pembury section.
- 3.15 The heavy traffic along the A21 and the lack of continuous verge means there is no viable route for pedestrians, cyclists and horse riders (Non Motorised Users or “NMUs”) along the Scheme. In addition, the hazardous conditions make it very difficult to cross the existing road creating considerable severance issues.

### **Traffic Volumes**

- 3.16 This section of the A21 carries 35,200 vehicles per day (24 hour Annual Average Daily Traffic (AADT) 2012).

### **Accidents**

- 3.17 Between 2007 and 2011 there were 71 personal injury accidents (“PIAs”) on the A21 between Tonbridge and Pembury, comprising 3 fatal accidents, 6 serious injury accidents and 62 slight injury accidents.

## 4 SCHEME HISTORY

### Background

- 4.1 In 1986 a scheme identification study for the Tonbridge to Pembury section of the A21 was undertaken by the Department of Transport and, subsequently, public consultation was carried out on three alternatives. An off line dual 3 lane carriageway to the west of the existing A21, known as the Blue Route, was announced as the Preferred Route in May 1990 and following a Public Inquiry in 1993, Orders for the Blue Route were made in 1996.
- 4.2 The scheme was included in the proposed Weald and Downland Design, Build, Finance and Operate project ("DBFO") with other highway schemes in Kent and Sussex but this was cancelled following the change of Government in 1997 and the subsequent Roads Review in 1998.

### The Access to Hastings Multi Modal Study

- 4.3 The 1998 Roads Review announced a Multi Modal Study for Access to Hastings ("A2H") to which the A21 Tonbridge to Pembury scheme was remitted. This was because of the Secretary of State's concern that the Blue Route was not a sustainable solution to the congestion and safety problems. In particular there were outstanding questions about whether a dual 3 lane carriageway was appropriate and about the effects of the scheme on the landscape.
- 4.4 The A2H study concluded that an on line dual 2 lane carriageway had the strongest case for addressing safety and congestion concerns in a sustainable manner.

### Development of the Proposed Scheme

- 4.5 In August 2001 the Highways Agency commissioned the consultant engineers Atkins to carry out a feasibility study for an on line dual carriageway.
- 4.6 The key features of an on line dual 2 lane carriageway recommended by the A2H study were:
- a) An 85 kph (50 mph) design speed;
  - b) An at grade roundabout at the northern end of the scheme;

- c) An enlarged at grade roundabout at the Longfield Road junction at the southern end of the scheme;
  - d) Restrictions to turning movements for properties on this section of the A21.
- 4.7 The feasibility study rejected an at grade roundabout at the northern end of the scheme because of safety concerns and the undesirable effect of excessively slowing down HGVs on the southbound approach to the Castle Hill gradient.
- 4.8 An enlarged at grade roundabout at Longfield Road was rejected because it would not have sufficient capacity for the forecast traffic flows.
- 4.9 An 85 kph (50 mph) design speed was rejected in favour of a 120 kph (70 mph) design speed after consultation with Kent Police. They considered it would lead to driver frustration resulting in accidents and would be difficult to enforce for two reasons:
- a) Provision of a new dual carriageway with a lower speed limit than the existing single carriageway would seem incongruous to drivers;
  - b) A section of dual carriageway with a 50 mph speed limit between two sections of dual carriageway with a 70 mph speed limit and no demarcation features at each end, i.e. at grade roundabouts, would also seem incongruous to drivers.
- 4.10 The feasibility study examined a range of horizontal and vertical alignments following the existing A21 as closely as possible. The study considered compliance with design standards and the acceptability of any Departures from standards, the depth of cuttings and height of embankments and the impact of the various alignments on property, the environment and landscape.
- 4.11 The published scheme described in section 5 was considered to be the best option taking account of the factors in paragraph 4.10 above.
- 4.12 Public consultation on the single option of the proposed scheme was carried out in 2002 and the Preferred Route was announced in July 2003.

### **Regional Prioritisation**

- 4.13 Following the 2004 Spending Review the A21 trunk road was categorised as a route of regional, rather than national, importance. Schemes on regional roads were funded by Regional Funding Allocations ("RFA") for transport. Consequently, the funding of the A21 Tonbridge to Pembury Dualling scheme had to be considered by the South East

Regional Assembly's Transport Board ("the RTB") as part of its RFA assessment of priorities for regional transport schemes.

- 4.14 In July 2005, the Government asked the South East Regional Assembly for its advice on transport priorities. The RTB provided advice in January 2006 including a programme of spending on specific transport schemes. The Minister accepted the RTB's recommendation in July 2006, which prioritised the A21 Tonbridge to Pembury Dualling scheme for a start of works in the financial year 2010/11.
- 4.15 In July 2008, the Secretary of State announced the outcome of Range Forecast Estimates for all schemes in the programme undertaken in accordance with the Highways Agency's new estimating procedure. The A21 Tonbridge to Pembury Dualling range estimate was announced as £95m to £145m. (The current range estimate is £94m to £118m, December 2012)
- 4.16 In February 2009, the RTB provided a 'refresh' of its 2006 advice on the programme for spending on transport schemes. In July 2009 the Minister accepted the RTB's advice which confirmed their support for the A21 Tonbridge to Pembury Dualling scheme with a revised start of works in the financial year 2011/12.

### **Publication of Draft Orders and the Environmental Statement**

- 4.17 In 2007 tenders documents were issued for the scheme as an Early Contractor Involvement ("ECI") contract combined with the proposed A21 Kippings Cross to Lamberhurst scheme. The tender was cancelled in August 2009 following the Minister's acceptance of the RTB's 'refresh' advice of February 2009 which included revised start of works dates for the two A21 schemes. (The A21 Kippings Cross to Lamberhurst scheme was cancelled in the 2010 SR)
- 4.18 Subsequently the Highways Agency determined that the Tonbridge to Pembury scheme would be progressed as a single Design and Build scheme and Atkins were commissioned to complete the preliminary design and to prepare draft Orders and an Environmental Statement ("ES").
- 4.19 The draft Orders, described in Section 6 below, and the ES were published in December 2009. An updated, revised ES will be published in February 2013. (see Section 7)

## 5 DESCRIPTION OF THE PUBLISHED SCHEME

### General

- 5.1 The scheme is a dual 2 lane all purpose carriageway ("D2AP") designed to 120 kph design standards and would follow the horizontal and vertical alignment of the existing A21 as closely as possible. Due to the irregular existing horizontal and vertical alignment it is not possible to follow the existing road in all locations and there are 28 approved Departures from Standards to minimise the impact on properties, agricultural land, Sommerhill Park, the Scheduled Monument and Ancient Woodland.

### Scheme Objectives

- 5.2 The objectives for the scheme are to:
- a) Relieve congestion;
  - b) Improve safety for all road users;
  - c) Improve journey time reliability;
  - d) Mitigate the impact of the scheme on the AONB;
  - e) Minimise the adverse impact on the RSPB Nature Reserve and the Scheduled Monument;
  - f) Minimise the impact on Ancient Woodland.

### Description of the Scheme

- 5.3 The scheme would start at the Vauxhall Lane junction at the southern end of the A21 Tonbridge Bypass and is 4.4km long.
- 5.4 On Castle Hill both carriageways would be parallel to, but clear and west of, the existing A21, avoiding Sommerhill Park to the east. The chicane on the existing southbound slip road from Vauxhall Lane would be removed and a tapering acceleration lane would be provided for traffic joining the new dual carriageway.
- 5.5 Towards the summit of Castle Hill the scheme would be aligned further east, crossing the existing road just south of Top Lodge. Access to Top Lodge and part of the agricultural Hadlow Estate would be provided directly from the southbound carriageway and would include deceleration and acceleration taper lanes. The Burgess Hill Farm complex to the east of the A21 would be demolished so that the scheme

would not have a direct impact on the Scheduled Monument to the west. The Grade II listed buildings of the Burgess Hill Farm complex are the subject of the applications for demolition of listed buildings.

- 5.6 From the top of Castle Hill a right hand curve would bring the alignment back to run parallel with the existing A21 whilst avoiding the promontory of Tudeley Woods opposite Castle Hill Farmhouse. Burgess Hill Cottage on the east side of the road would be demolished.
- 5.7 Another right hand curve would bring the mainline back across the existing A21 adjacent to Dislingbury Road, avoiding Fairthorne petrol station and listed buildings to the east. North Lodge residential property on the west side of the existing A21 would be demolished.
- 5.8 A compact grade separated junction at Fairthorne would provide access to properties on both sides of the A21, including the petrol station, and to Dislingbury Road and Pembury Walks. Access to the John Malcolm Guthrie's Settled Estate woodland and a telecommunications mast would also be off this junction via a section of the existing A21.
- 5.9 Continuing southwards the scheme would pass to the west of Yew Tree Farm on the approach to the Longfield Road junction. Middle Lodge on the west side of the A21 would be demolished.
- 5.10 The scheme would cross Longfield Road on an embankment slightly to the west of the existing roundabout, before a right hand curve would tie into the Pembury Bypass approximately 600m south of the existing junction.
- 5.11 A full grade separated junction would be provided at Longfield Road in the form of a dumbbell roundabout layout. This would provide a principal link to Tunbridge Wells, the Longfield Road retail and industrial estates, and Pembury Hospital.

### **Non Motorised Users**

- 5.12 A new route for NMUs would be provided adjacent to the proposed mainline and would in part utilise private means of accesses ("PMAs") and local roads already required for the Scheme. This would link the existing footpath and bridleway network providing both a commuter and recreational route.

---

### **Private Means of Access**

- 5.13 All existing PMAs to properties, farmland and woodland that would be stopped up in the scheme would be re-provided under the provisions of the A21 TRUNK ROAD (TONBRIDGE TO PEMBURY DUALLING SIDE ROADS) ORDER 20.., except where an alternative access is already available.

### **Structures**

- 5.14 The following structures would be provided:
- a) An underpass at Fairthorne Junction;
  - b) An underpass at Longfield Road;
  - c) A footbridge at Blackhurst Lane to replace the existing at-grade footpath crossing the A21 900m south of Longfield Road;
  - d) A retaining wall adjacent to the promontory at Tudeley Woods;
  - e) A new culvert on Somerhill Stream under a new private means of access / NMU route on the west side of the Vauxhall Lane junction.

### **Ancient Woodland**

- 5.15 The scheme would entail the loss of 9Ha of Ancient Woodland for which 18Ha of translocated and replanted woodland would be provided in mitigation. These areas would be managed for 25 years. In addition 27Ha of existing woodland would be managed for 5 years.

---

## 6 THE DRAFT ORDERS

- 6.1 On 11 December 2009 the Secretary of State published:
- a) Draft Orders to improve the A21 between Tonbridge and Pembury and to provide for changes to the existing road network as it is affected by the scheme;
  - b) A draft Compulsory Purchase Order for the lands and rights required to build the scheme;
  - c) Draft Orders to revoke the extant made Orders for the previously proposed off-line scheme (the Blue Route).
- 6.2 These Orders remain in draft until made by the Secretary of State.
- 6.3 A Public Exhibition of the scheme proposals was held at The Angel Centre, Tonbridge on 15 and 16 January 2010. The period for objecting to the draft Orders closed on 5 March 2010. The draft Orders will be open for further comment and objection for a period of 6 weeks commencing in February 2013, coinciding with publication of the updated Revised Environmental Statement.
- 6.4 The draft Orders published by the Secretary of State are summarised below.

### **THE A21 TRUNK ROAD (TONBRIDGE TO PEMBURY DUALLING) ORDER 20..**

- 6.5 The draft Order under sections 10 and 41 of the Highways Act 1980 will provide that roads (the "new main road and slip roads") which the Secretary of State proposes to construct along the following routes:
- a) A route to connect the A21 Tonbridge Bypass south of Tonbridge with the A21 Pembury Road west of Pembury;
  - b) Four routes from the A21 Pembury Road to and from the southbound and northbound carriageways of the trunk road which the Secretary of State proposes to construct at Fairthorne;
  - c) Four routes from the A21 Pembury Road including two roundabouts to and from the southbound and northbound carriageways of the trunk;

shall become trunk roads from the date when the Order comes into force.

---

**THE A21 TRUNK ROAD (TONBRIDGE TO PEMBURY DUALLING)  
(DETRUNKING) ORDER 20..**

- 6.6 The draft Order under sections 10 and 12 of the Highways Act 1980 will provide that the length of the A21 Trunk Road to be superseded by the new main road and slip roads shall cease to be a trunk road, and that the lengths remaining shall be classified as a classified road and shall be transferred to Kent County Council, from the date on which the Secretary of State notifies them that the new main road and slip roads are open for traffic.

**THE A21 TRUNK ROAD (TONBRIDGE TO PEMBURY DUALLING SIDE ROADS)  
ORDER 20..**

- 6.7 The draft Order under sections 12, 14 and 125 of the Highways Act 1980, in relation to the A21 Trunk Road as proposed to be improved by the Secretary of State and the slip roads to be constructed by him at Tonbridge, Fairthorne and Pembury in the County of Kent, will:

(1) authorise him to :

- a) Improve highways;
- b) Stop-up highways;
- c) Construct new highways;
- d) Stop up private means of access to premises;
- e) Provide new means of access to premises.

(2) Provide for the transfer of each new highway to Kent County Council as highway authority from the date on which he notifies them that it has been completed and is open for traffic.

**THE A21 TRUNK ROAD (TONBRIDGE TO PEMBURY DUALLING) COMPULSORY  
PURCHASE ORDER 20..**

- 6.8 The draft Order under sections 239, 240, 246 and 260 of the Highways Act 1980 will authorise the Secretary of State for Transport to purchase compulsorily the land and new rights described in the Schedule to the Order for the purpose of:

- a) The construction of the new main road and slip roads and the improvement of the A21 Trunk Road between Tonbridge and Pembury in pursuance of the A21 Trunk Road (Tonbridge to Pembury Dualling) Order 20..;
- b) The construction and improvement of highways and the provision of new means of access to premises in pursuance of the A21 Trunk Road (Tonbridge to Pembury Dualling Side Roads) Order 20..;
- c) The diversion of watercourses and the execution of other works on watercourses in connection with the construction of the new main road and slip roads, the construction and improvement of other highways and the execution of other works mentioned above;
- d) Use by the Secretary of State for Transport in connection with such construction and improvement of highways and the execution of other works mentioned above;
- e) The mitigation of any adverse effect which the existence or use of the highways proposed to be constructed or improved would have on their surroundings.

**THE A21 TRUNK ROAD (TONBRIDGE BYPASS TO PEMBURY BYPASS DUALLING) ORDER 1996 (REVOCATION) ORDER 20...**

**THE A21 TRUNK ROAD (TONBRIDGE BYPASS TO PEMBURY BYPASS DUALLING SIDE ROADS) ORDER 1996 (REVOCATION) ORDER 20...**

**THE A21 TRUNK ROAD (TONBRIDGE BYPASS TO PEMBURY BYPASS DUALLING SLIP ROADS) ORDER 1996 (REVOCATION) ORDER 20...**

**THE A21 TRUNK ROAD (TONBRIDGE BYPASS TO PEMBURY BYPASS DUALLING) (DETRUNKING) ORDER 1996 (REVOCATION) ORDER 20...**

- 6.9 These four draft Orders under sections 10, 12, 14, 41, 125 and 326 of the Highways Act 1980, in relation to the A21 Trunk Road as proposed to be improved by the Secretary of State and the slip roads to be constructed by him at Tonbridge, Fairthorne and Pembury in the County of Kent, will revoke:
- a) The A21 Trunk Road (Tonbridge Bypass to Pembury Bypass Dualling) Order 1996;
  - b) The A21 Trunk Road (Tonbridge Bypass to Pembury Bypass Dualling Side Roads) Order 1996;

- c) The A21 Trunk Road (Tonbridge Bypass to Pembury Bypass Dualling Slip Roads) Order 1996;
- d) The A21 Trunk Road (Tonbridge Bypass to Pembury Bypass Dualling) (Detrunking) Order 1996.

Which are extant made Orders in respect of the previously proposed Blue Route scheme.

## 7 ENVIRONMENTAL ASSESSMENT OF SCHEME PROPOSALS

### General

- 7.1 Environmental assessment for the scheme has followed the guidance set out in Volume 11, Environmental Assessment, of the Design Manual for Roads and Bridges.
- 7.2 The ES was published on 11 December 2009 and was open for comment until 5 March 2010.
- 7.3 The Secretary of State considers the published ES should be updated before the Public Inquiry for the following reasons:
- Recalibration of the traffic model to take account of any changes in traffic volumes and the change in the proposed opening year of the scheme (now 2017 compared to the previously proposed 2014);
  - A revised cost estimate for the scheme and consequent changes to the economic appraisal;
  - Minor changes to the design of the scheme as a result of a 'value engineering' and cost saving appraisal;
  - Changes to design standards and assessment guidance since 2009;
  - Changes to the programmes for other road schemes and development schemes;
  - To include the results of additional ecological surveys carried out to ascertain if conditions have changed since the published ES was prepared; and
  - Where possible, to address comments on and objections to the proposals published in December 2009.
- 7.4 A revised ES will be published in February 2013 and will be open for comment and objection for 6 weeks.

## **8 TRAFFIC AND ECONOMIC ASSESSMENT OF SCHEME PROPOSALS**

### **The Traffic Model**

- 8.1 The A21 Tonbridge to Pembury traffic model was originally developed from the 2002 base year SATURN model originally developed for the Weald and Downland DBFO project.
- 8.2 The model was updated in 2007/08 and recalibrated and revalidated using new 2007 data from fixed Automatic Traffic Counters and journey time runs. This model was used to provide data for the cancelled 2010 PI.
- 8.3 In 2012 the model was fully updated using new 2012 Roadside Interview, manual and automatic traffic count and journey time data.
- 8.4 The current model has been developed in accordance with the DfT's WebTAG guidance (Web based Transport Analysis Guidance) and the Design Manual for Roads and Bridges, volume 12, Traffic Appraisal of Road Schemes, volume 13, Economic Assessment of Road Schemes and volume 14, Economic Assessment of Road Maintenance.
- 8.5 The geographical extent of the model is shown on the plan in Appendix A of this statement. The study area is sufficiently wide in coverage to allow a detailed analysis of the routeing decisions that are likely to be affected by the scheme.
- 8.6 To enable forecasts of traffic conditions in future years to be made, the model includes three future year scenarios developed using the planning years of the Local Transport Plans of the local authorities and TEMPRO traffic growth forecasts. The three future years are 2017 (opening year), 2026 (intermediate year) and 2032 (design year 15 years after opening). In line with WebTAG guidance the modelled years take account of all transport and development proposals in the area of the model that have been categorised by the relevant local authorities as "near certain" or "more than likely" by the modelled years. A further sensitivity test has been developed to include those developments and transport schemes which were categorised as "reasonably foreseeable".

- 8.7 Within each modelled and forecast year 3 time periods have been modelled, namely:
- a) An average hour AM peak period (07:00 – 09:00);
  - b) An average hour inter peak period (09:00 – 16:00 and 18:00 – 19:00); and
  - c) An average hour PM peak period (16:00 – 18:00).

**Traffic Forecasts**

8.8 In forecasting traffic flows for the opening and design years of the scheme, the traffic model enables the response of drivers to changes in journey times and costs to be taken into account. The key responses are variable demand and rerouting of traffic. This would result in rerouting of longer distance traffic, rerouting of local traffic from the local road network to the A21 and a redistribution effect where, providing the A21 scheme improves conditions for traffic, would lead to a greater demand for travel in the A21 corridor.

8.9 Existing and forecast hourly traffic flows for the Tonbridge to Pembury section of the A21 and roads on the local network are in table 8.1 below. “Do Minimum” is the forecast if the scheme is not built taking account of the highway and development proposals referred to in paragraph 8.6. “Do Something” is the forecast if the scheme is built, also taking account of the highway and development proposals in paragraph 8.6.

Time Period	Link Road	2012	2017		2032	
			Do-Min'	Do-Som'	Do-Min'	Do-Som'
AM Peak	A21 Tonbridge to Pembury (scheme location)	2600	2700	3800	2700	4400
	A26 London Road (north of B2176)	2200	2300	2100	2400	2300
	Longfield Road	1400	1500	1700	1700	1900
Inter Peak	A21 Tonbridge to Pembury (scheme location)	2300	2500	2900	2600	3600
	A26 London Road (north of B2176)	1600	1700	1500	2000	1700
	Longfield Road	1500	1600	1600	1900	1900
PM Peak	A21 Tonbridge to Pembury (scheme location)	2700	2700	4100	2700	4800
	A26 London Road (north of B2176)	2100	2200	2000	2400	2100
	Longfield Road	1600	1700	1800	1800	1900

Table 8.1 Existing and Forecast Traffic Flows

## Journey Time Reliability and Safety

8.10 Existing and Forecast journey times on a sample route along the A21, including the section covered by the scheme, for the modelled year of 2032 are in Table 8.2 below.

Time Period	Route	Journey Times		
		Do-Min'	Do-Som'	% Diff
AM Peak	A21 Northbound: Kippings Cross rbt to A21/A225 Rivenhill	18:57	11:58	-37%
	A21 Southbound: A21/A225 Rivenhill to Kippings Cross	14:28	11:26	-21%
Inter Peak	A21 Northbound: Kippings Cross rbt to A21/A225 Rivenhill	14:27	11:16	-22%
	A21 Southbound: A21/A225 Rivenhill to Kippings Cross	15:19	11:27	-25%
PM Peak	A21 Northbound: Kippings Cross rbt to A21/A225 Rivenhill	16:35	11:20	-32%
	A21 Southbound: A21/A225 Rivenhill to Kippings Cross	19:40	12:15	-38%

Table 8.2 Existing and Forecast Journey Times (minutes:seconds)

## Accidents

8.11 Between 2007 and 2011 there were 71 personal injury accidents on the A21 between Tonbridge and Pembury. The average accident rate during this five year period was 0.361 accidents per million vehicle kilometres. This compares to a national average rate in 2009, the midpoint between 2007 and 2011, for this type of carriageway of 0.298 per million vehicle kilometres. The introduction of the scheme is expected to reduce the average accident rate to 0.136 per million vehicle kilometres.

## Economic Performance of Scheme

8.12 Details of the economic performance of the scheme will be included in the Full Statement of Case to be issued before the PI.

## **9 SUPPORTERS, OBJECTIONS AND REPRESENTATIONS**

- 9.1 At the end of the objection period in March 2010 40 letters or e-mails of support, 148 objections and 11 representations were received. 4 objections were subsequently withdrawn.
- 9.2 In October 2012 the Highways Agency wrote to or emailed all persons and organisations who responded to the draft Orders and ES to inform them that work on the scheme had resumed. 'Failed delivery' messages were received from the email addresses given by 2 supporters and 14 objectors. 2 organisations that wrote letters in support of the scheme no longer exist (see 9.4 below)
- 9.3 All correspondence received in response to the draft Orders and ES published in December 2009 and in response to the revised ES to be published in February 2013 will be passed to the Inspector appointed to hold the Public Inquiries. A summary of supporters, objections and representations received in response to the draft Orders and ES published in December 2009 is given below. The objections will be more fully documented in an appendix to the full Statement of Case, including any responses to the revised ES.

### **Supporters**

- 9.4 Letters or e-mails of support were received from:
- a) A joint letter from the 2 Members of Parliament within whose constituencies the scheme lies and 3 other MPs with constituencies on the A21.
  - b) Kent County Council, Tunbridge Wells Borough Council, Tonbridge & Malling Borough Council, East Sussex County Council, Hastings Borough Council, Rother District Council, SEEDA (no longer exists), South East England Partnership Board (no longer exists), Hastings Chamber of Commerce, Maidstone & Tunbridge Wells NHS Trust (Pembury Hospital).
  - c) 28 members of the public.

### **Objections**

---

9.5 Statutory Environmental Bodies:

- a) Natural England objected on the grounds of insufficient connectivity for protected species and insufficient long term management plans for mitigation proposals.
- b) English Heritage objected on the grounds that insufficient information was provided with the listed buildings applications and recommended the applications should be referred to the Secretary of State for Communities and Local Government.

9.6 Utility Companies: EDF (electricity) objected on the grounds of lack of information about proposals to divert or protect their existing plant.

9.7 Other Organisations: The Woodland Trust and 119 individuals objected to the loss of Ancient Woodland.

9.8 Landowners and Occupiers directly affected by the scheme: 14 landowners and occupiers directly affected by the scheme objected on the following grounds: (not all landowners / occupiers objected on all of the grounds)

- a) Extent of land take;
- b) Extent and location of proposed mitigation measures;
- c) Adverse effect on farming and woodland management operations;
- d) 3 objections to the demolition of (non listed) residential properties;
- e) Access arrangements;
- f) Noise and lighting;
- g) 3 objections to the effect of the scheme on existing flooding;
- h) The adverse impact of the proposed Blackhurst Lane footbridge on their property.

9.9 Other Objections: Other objections were received on the following grounds:

- a) The Government's policy for road building is not sustainable;
- b) The demolition of residential properties (listed and non listed buildings);

- c) The adverse effect of the scheme on the operation of the Fairthorne petrol station (from the operator and 1 other);
- d) The scheme does not address existing traffic congestion on Longfield Road;
- e) The safety for users of the proposed NMU route.

### **Representations**

9.10 Representations requested further information or commented on aspects of the scheme while not objecting.

### **Alternative Proposals**

9.11 Three alternative proposals were received by the end of the objection period in March 2010. The alternatives were discussed with the individuals who suggested them and full details were published in May 2010 to allow the public to comment on them. Letters or emails in support of, or objecting to, the alternatives were received, as below:

- a) The previously proposed scheme (the Blue Route) instead of the published scheme.  
5 supporters, 40 objections;
- b) A different private means of access to Top Lodge.  
1 supporter, 30 objections;
- c) A single carriageway road from the Vauxhall Lane junction, running north east to south west roughly parallel to the railway line, to the Longfield Road industrial area at Dowding Way, in addition to the published scheme.  
2 supporters, 49 objections.

9.12 The notice of intention to hold a PI published in December 2012 (see paragraph 1.3) invited submission of further alternative proposals to be received by 8 February 2013. To date no further alternative proposals have been received. Details of any further alternative proposals will be included in the Full Statement of Case to be published before the PI.

## **10 CONCLUSIONS**

- 10.1 The published proposals have been subjected to a detailed appraisal on engineering, economic, environmental and amenity considerations and they satisfy the Secretary of State's objectives.
- 10.2 The scheme would improve the capacity of the A21 between Tonbridge and Pembury and would improve the safety of the road by improving the geometry and by removing direct accesses onto the A21. Journey times would be reduced and be more reliable.
- 10.3 The scheme is the optimum solution to the problems currently experienced on the A21 between Tonbridge and Pembury.
- 10.4 The scheme is in the public interest and justifies the compulsory acquisition of land and the interference with the human rights of those affected.

## Appendix A Extent of the Traffic Model

