



# Whitehill & Bordon Freight Strategy

July 2014



Prepared by Hampshire County Council  
July 2014

## Contents Page

Chapter 1 – Introduction	1
Chapter 2 – Freight: Challenges and Opportunities	3
Chapter 3 – Factors potentially influencing future freight movements in Whitehill & Bordon	9
Chapter 4 – Developing the Freight Strategy	11
Chapter 5 – Proposed advisory HGV route network	14
Chapter 6 – Supporting Toolkit of Freight Measures	18
Chapter 7 – Delivering the Freight Strategy	21
Chapter 8 – Summary and Conclusions	22

## List of Appendices

Appendix A – Summary of stakeholder liaison

Appendix B – Summary traffic data for local road network

Appendix C – Criteria for assessing requests for new HGV restrictions

Appendix D – Future Advisory Freight Routes

Appendix E – Whitehill & Bordon and Surrounding Villages Advisory Freight Route Map (Consultation Draft)

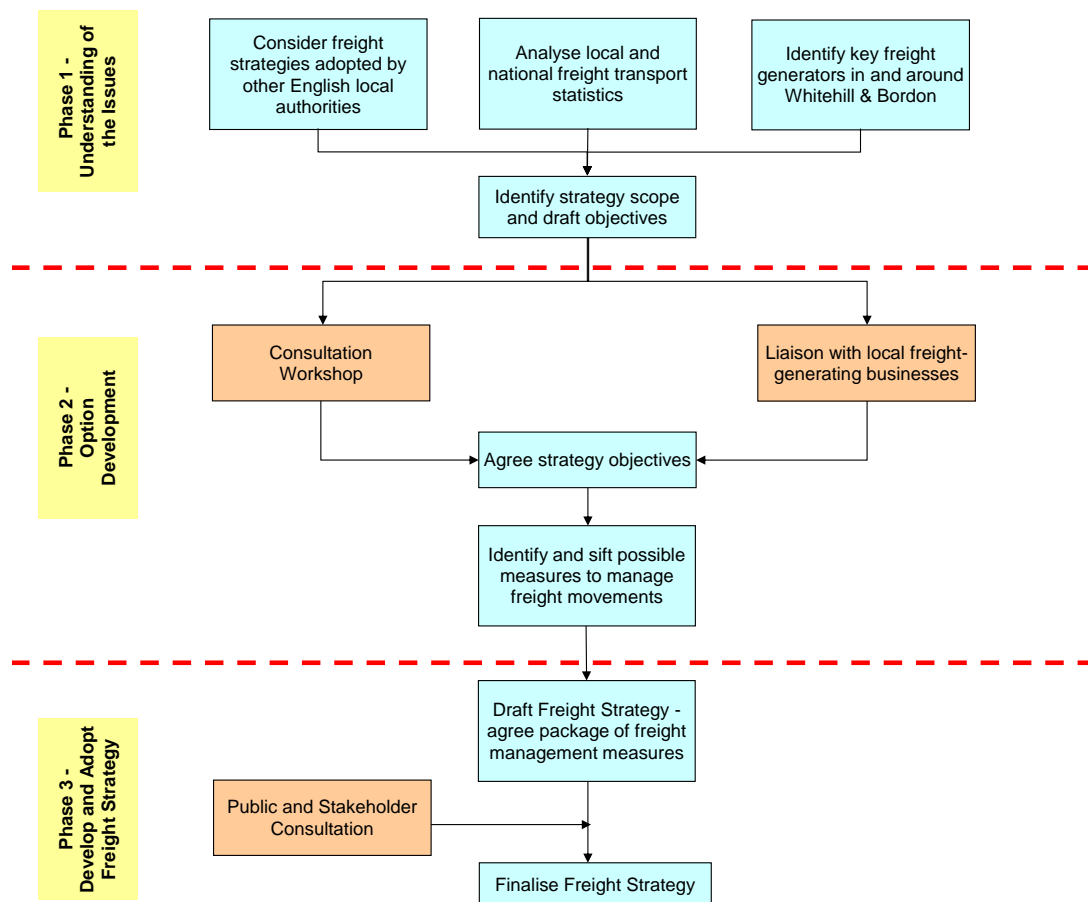
Appendix F – Public Consultation Log

## Chapter 1 – Introduction

The proposed redevelopment and regeneration of Whitehill & Bordon, following the withdrawal of the Army, will provide some 4,000 new homes and 5,500 new jobs, together with a new town centre, retail, leisure and community facilities. As the town becomes an increasingly important economic hub for East Hampshire and beyond, so the dynamics of travel will change. A key element in delivering sustainable<sup>1</sup> economic growth and regeneration in the town over the next 25 years will be the provision of deliverable, attractive and necessary improvements to the transport network, framed by a strategy which seeks to minimise car dependency by maximising opportunities for sustainable travel where possible. The Transport Vision for Whitehill & Bordon is to:

*Achieve sustainable growth in the long term by delivering an integrated low carbon transport system that will be at the forefront of innovative thinking, providing high-quality, affordable and deliverable alternatives to the private car, managing transport demand and maximising the use of existing assets to become an example for modern day sustainable living.*

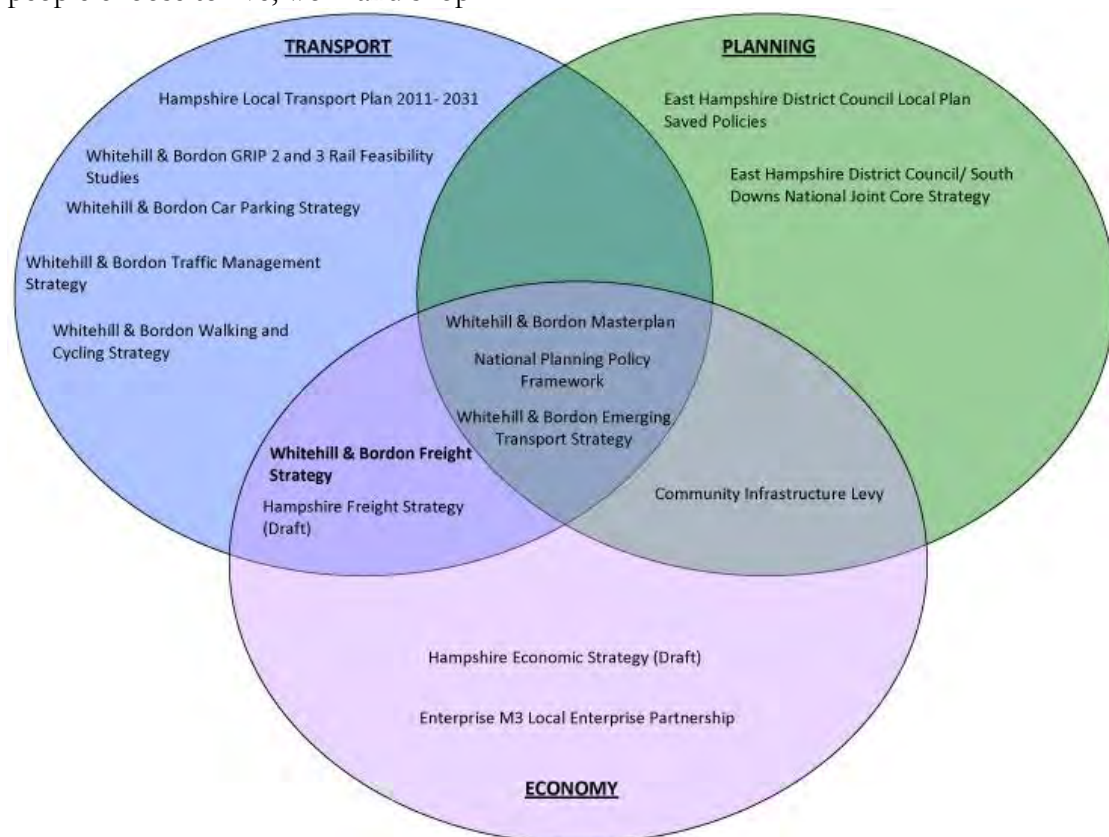
In realising the above Vision it will be important to ensure the efficient but sustainable and socially responsible transport of freight (i.e. goods and services). This document presents a Freight Strategy for Whitehill & Bordon which identifies a toolkit of measures to pro-actively manage the necessary delivery of goods and services required by the town, as well as reducing the negative impacts of larger vehicles making non-local trips through the town. The diagram below shows how the Freight Strategy has been developed.



<sup>1</sup> Wherever used in this document, we define “sustainable” as: meeting the needs of the present without compromising the needs of future generations or harming the planet.

The strategy has been developed in partnership with stakeholders to take account of the views of the local community (including businesses). This involved holding a stakeholder workshop on 26th June 2013 and liaison with a selection of local freight-generating businesses (a summary of the key issues is included as **Appendix A**). Formal public consultation on the draft Freight Strategy took place during November/December 2013. This final strategy takes into account comments received from stakeholders and the public. A consultation log summarising these comments and the County Council's response is included as **Appendix F**.

The diagram below illustrates how the Freight Strategy relates to other policies and strategies. It is a simplification of what is a complex policy framework; however the overarching aim of all the policies and strategies is to drive sustainable economic growth through the high quality regeneration of Whitehill & Bordon to create a place where people choose to live, work and shop.



This Freight Strategy is structured as follows:

- Chapter 2 reviews the current challenges and opportunities for freight in the Whitehill & Bordon area;
- Chapter 3 considers the masterplan and what this might mean for freight distribution in and around Whitehill & Bordon;
- Chapter 4 defines the aims and objectives of the Freight Strategy and how the strategy has been developed;
- Chapter 5 sets out proposals for an advisory HGV route network for the local area;
- Chapter 6 outlines other tools that are available to local authorities and logistics operators to manage freight movements;
- Chapter 7 indicates how the strategy will be delivered; and
- Chapter 8 draws together the key findings of the above Chapters.

## Chapter 2 – Freight: Challenges and Opportunities

### *Definition of “freight”*

In this Strategy, **freight transport** is defined as the physical carriage of goods by any mode from point to point in the course of a commercial transaction. Freight is therefore the inevitable consequence of economic activity. The nature and size of individual freight operations vary enormously, covering a wide-ranging remit including road, rail, water, air transport and pipeline. However, in and around Whitehill & Bordon nearly all freight distribution is undertaken by road, mainly using heavy goods vehicles (HGVs) and light goods vehicles (LGVs), the latter category including vans<sup>2</sup>. The nearest rail freight terminal is the Holybourne Oil Terminal, northeast of Alton (nine miles from Whitehill & Bordon). From this location rail freight is limited to the transport of bulk goods, predominantly oil. No freight is moved by water due to the absence of navigable waterways in the local area.

### *Freight activity in Whitehill & Bordon and the UK*

In and around Whitehill & Bordon, freight is generated by various economic activities, including:

- small business operations;
- agricultural operations;
- the distribution of industrial products / resources (including home shopping, i.e. the delivery of food and domestic goods to households);
- the servicing and maintenance of local businesses (e.g. the transport of office consumables, cash-in-transit, building facilities management and supply to educational establishments);
- the maintenance of local infrastructure (e.g. roads, services and utilities);
- the movement of domestic and commercial waste; and
- the MoD.

Whitehill & Bordon also acts as a through route for some freight vehicles, which use the A325 as a link between the A3 and the A31. The A325 provides a connection from Petersfield and the South Coast to Farnham, with the A331 providing an onward connection to Aldershot and the M3.

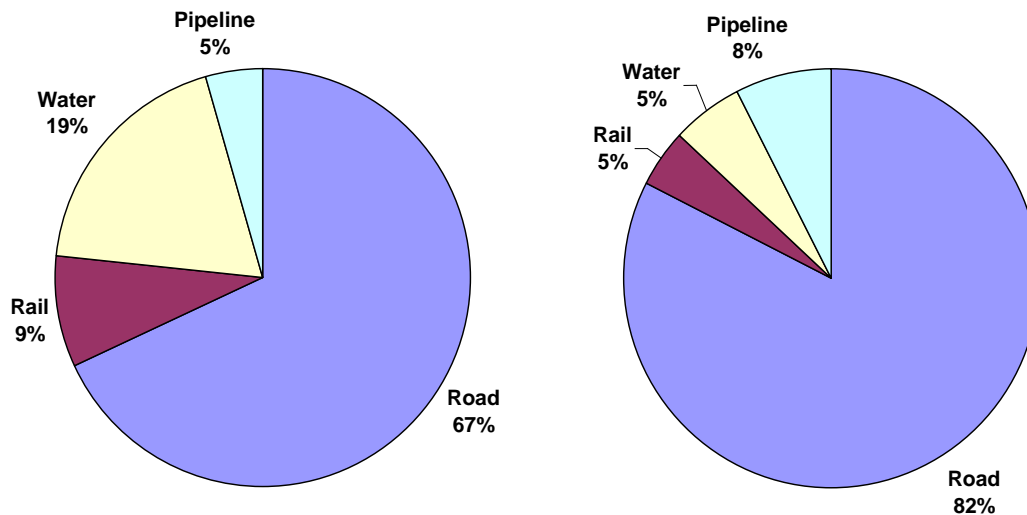
The situation in Whitehill & Bordon, where the vast majority of freight is transported by road, is broadly consistent with the statistics for freight movements in the UK as a whole. The charts below, sourced from Transport Statistics Great Britain 2012, show that two thirds of **goods moved**<sup>3</sup> and 82% of **goods lifted**<sup>4</sup> in 2010 were by road.

---

<sup>2</sup> HGVs are defined as all goods vehicles with a gross weight of 3.5 tonnes and above. LGVs and vans are defined as all goods vehicles with a gross weight below 3.5 tonnes, including car-based and “Transit” type vans.

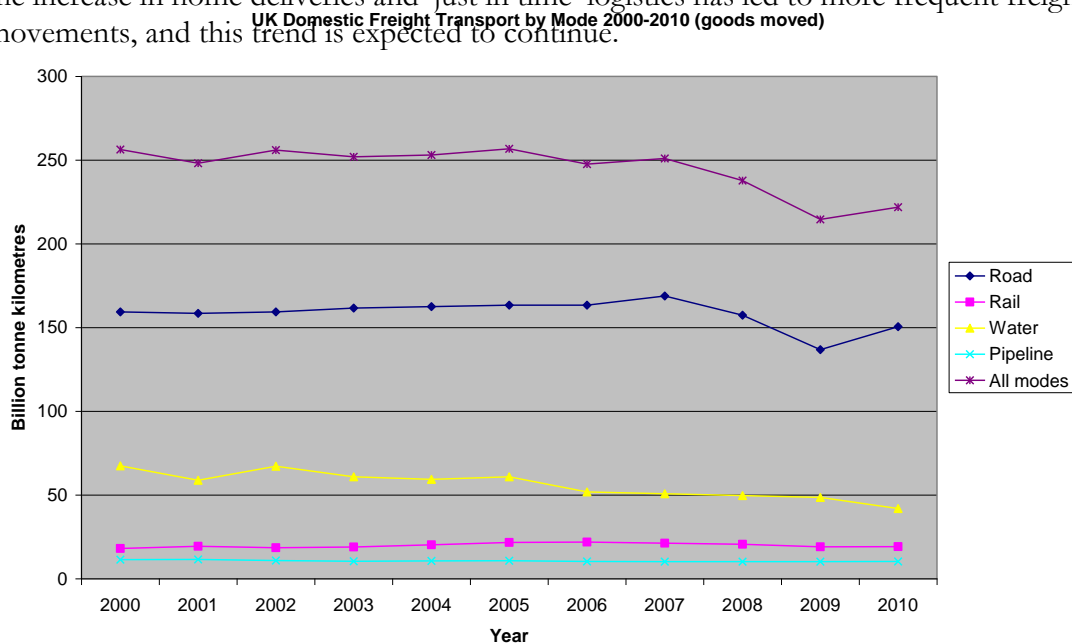
<sup>3</sup> *Goods moved* is defined as the weight of goods carried multiplied by the distance travelled.

<sup>4</sup> *Goods lifted* is defined as the weight of goods carried.



**Goods moved (tonne kilometres), 2010      Goods lifted (tonnes), 2010**

The graph below<sup>5</sup> shows that the level of UK domestic freight has fallen from a high of 257 billion tonne kilometres in 2005 to 222 billion tonne kilometres in 2010, broadly at the same level as in 1990. Much of this fall is due to the economic downturn. However, the increase in home deliveries and ‘just in time’ logistics has led to more frequent freight movements, and this trend is expected to continue.



**UK domestic goods moved by mode, 2000 – 2010**

Goods are being moved further than in the past. In 2008 the average length of haul for UK road freight was 88km, 31% higher than in 1980<sup>6</sup>. This increase is due to changes in distribution patterns and in the type of goods lifted. There has been a fall in the share of **bulk freight**<sup>7</sup>, which typically travels shorter distances than **non-bulk freight**<sup>8</sup>.

<sup>5</sup> From Table TSG B0403, Transport Statistics Great Britain 2012. Road freight data for 2011 were not available at the time of writing.

<sup>6</sup> Transport Trends, 2009.

<sup>7</sup> *Bulk freight* is defined as large volumes of the same or similar cargoes between specialised terminals and usually employing specialised equipment, e.g. raw materials for industrial production such as coal for power generation, or large flows of finished products such as cars.

There is also a trend towards the polarisation of goods vehicle sizes, with the use of larger, articulated, HGVs increasing whilst at the same time the volume of LGV traffic (predominantly vans) is also increasing. In 1990, the proportion of goods lifted using articulated HGVs was 42%, but had increased to 59%<sup>9</sup> by 2010. The volume of LGV traffic (including vans) increased by 21.5% between 2002 and 2012<sup>10</sup>.

The adverse environmental impacts caused by freight vehicle movements represent a key challenge. In 2004, the UK freight transport sector produced 33.7 million tonnes of CO<sub>2</sub>. Road transport accounted for almost 92% of this<sup>11</sup>. However, it should be noted that freight transport represents only 21% of all transport related CO<sub>2</sub> emissions, and 6% of total UK CO<sub>2</sub> emissions. Other environmental impacts include increased noise, air pollution and deteriorating air quality, although the vehicle/engine efficiency of freight vehicles has improved in recent years. This trend is set to continue with all new HGVs from late 2013 being required to have more efficient Euro VI engines.

### *Current freight network in and around Whitehill & Bordon*

#### **Road network and traffic flows**

Whitehill & Bordon is connected to the strategic highway network by single carriageway “A” and “B” roads:

- **A325** – the principal highway link to the town, connecting southwards to the dual carriageway A3 London to Portsmouth trunk road and northwards to the dual carriageway A31 at Wrecclesham, which provides onward connections to the A331 and M3;
- **B3004** – provides a connection between the A325 and Alton to the west towards Basingstoke;
- **B3002** – provides a connection between the A325 and the A3 at Grayshott, via Headley and Headley Down;
- **B3004** – links with the B3002 to provide access to Liphook and the A3; and
- **B3006** – although this does not connect directly with Whitehill & Bordon, it performs an important function linking Selborne with the A31 and A3.

The strategic highway network<sup>12</sup>, providing long distance routes of regional and national importance, carries the greatest traffic volumes, including HGVs. The A325 provides the most direct connection from Whitehill & Bordon to the strategic highway network, and this is reflected in the significant volume of HGVs that it carries. The B3004 (between Alton and Sleaford) and B3006 are regularly used by HGVs with local origins and/or destinations. The flow of HGVs on key road links in the local area is shown in the table overleaf. A number of other unclassified roads also carry significant volumes of HGVs, with **Roman Road** through Shortheath and **Liphook Road** which links the A325 Petersfield Road with the B3004 both carrying more than 100 HGVs per day. Other

---

<sup>8</sup> *Non-bulk freight* is defined as goods carried in smaller units, typically single HGV units or containers. These are typically higher value commodities, e.g. retail goods.

<sup>9</sup> Table RFS0106, Transport Statistics Great Britain 2012.

<sup>10</sup> Table TRA0101, Annual Road Traffic Estimates: Great Britain 2012

<sup>11</sup> McKinnon, A. 2007. CO<sub>2</sub> Emissions from Freight Transport: An Analysis of UK Data.

<sup>12</sup> For the purposes of this Strategy, the strategic highway network is defined as including motorways, trunk roads and other non-trunk roads which form part of the Primary Route Network (PRN), i.e. including the A3 and A31.

unclassified roads have lower volumes of traffic but still form HGV access routes to rural industrial estates and farms.

Location	Year	Annual Average Daily Traffic	HGVs	HGV (%)
A3 (between B3006 and A325)	2012	39283	2573	6.5%
A3 (between Longmoor Road and B2131)	2012	30039	2163	7.2%
A31 Bentley Bypass	2007	20432	2349	11.5%
A325 at Broxhead Common	2009	16996	1258	7.4%
A325 (north of Blackmoor Road)	2009	12890	1154	9.0%
B3004 (adjacent to Worldham Park)	2009	7642	535	7.0%
B3006 (south of Honey Lane, Selborne)	2009	8106	545	6.7%

An indication of the most common origins and destinations of HGV movements in Whitehill & Bordon was gained from roadside interview surveys undertaken in November 2009 at a cordon of sites on roads leading out of the town. HGVs formed a small proportion of the overall roadside interview sample and so the data should be treated with caution. However, this indicated that 75% of HGV drivers interviewed had either a journey origin or destination in Whitehill & Bordon. Of the HGV journeys originating in the town, approximately half also had destinations in Whitehill & Bordon, with most of the remainder destined for Grayshott. Of those journeys with destinations in the town, the most common origins were from Liphook, Liss, Haslemere and Farnham but with a minority from further afield, for example Reading and Portsmouth.

Summary traffic flow data for roads in the area and origin/destination data is included as **Appendix B**.

### Existing weight and width restrictions

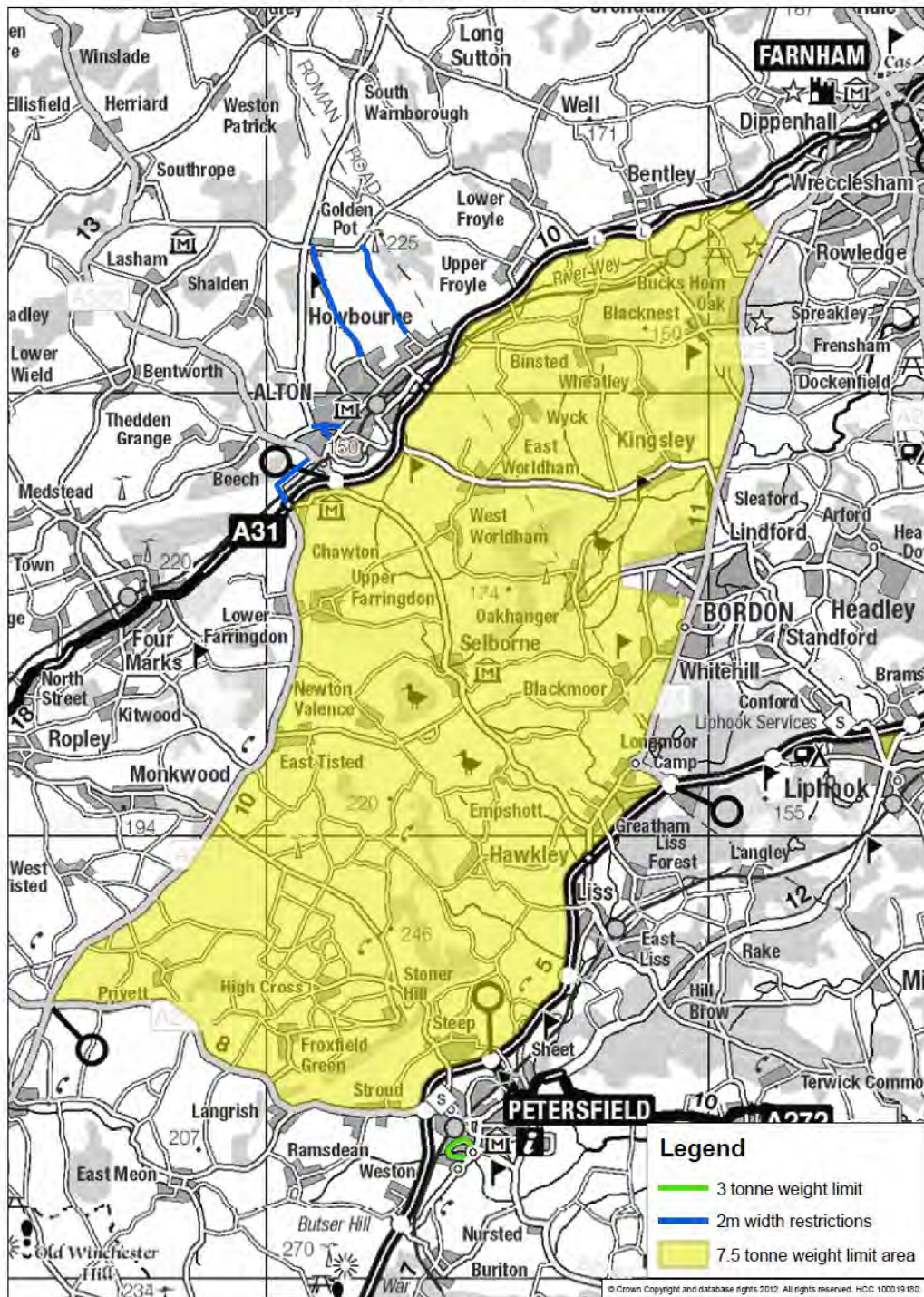
Existing restrictions on the road network surrounding Whitehill & Bordon are illustrated overleaf. To the west of the town, it can be seen that an area bounded by (but not including) the A31 to the north, the A325 to the east, the A3 and A272 to the south and A32 to the west is subject to a blanket 7.5 tonne weight limit. The B3004 is not, however, subject to this restriction. Outside of this area, a 7.5 tonne weight limit applies on residential streets between the B3004 and B2131 in Liphook, and a 3.0 tonne weight limit applies on Burgh Hill Road, which joins the B3004 from Bramshott. There are also 2.0m width restrictions on roads to the north and west of Alton.

### Key local freight generators

Within Whitehill & Bordon itself, the key freight generating areas include Woolmer Trading Estate, Bordon Trading Estate, Highview Business Centre and Viking Park. LGVs and HGVs also deliver to local retail outlets, in particular to the Forest Centre and Tesco.



## Existing Weight and Width Restrictions in Whitehill and Bordon Area



Online deliveries from supermarkets are made to residential areas by LGVs. HGVs are required to service the household waste recycling centre on Station Road. There is also an HGV driver training centre at Louisburg Barracks, with articulated vehicles using a variety of routes around the town.

The MoD also generates a large number of HGV movements. Most activities will be withdrawn in 2015/16, but some local activities will continue in association with the nearby Longmoor ranges, which may necessitate the continued movement of HGVs.

In the surrounding rural area there are a number of small industrial areas (as shown on the map in **Appendix E**), including Broxhead Industrial Estate near Lindford, Southlands Industrial Park south of Oakhanger, the Blackmoor Estate cold storage facility and the Blacknest Industrial Estate. The Grundon sand pit at Frith End and the Tarmac quarry at Kingsley also generate a large number of HGV movements.

### Issues associated with freight movements

The rural nature of the roads serving Whitehill & Bordon means that freight movements have a noticeable impact on the highway network. Freight requires access to all points of the highway network, since households, shops, offices and factories all require goods to be delivered to them. However, in some instances the roads used to access these places are neither designed nor always suitable for freight movements by HGVs.

Identification of the issues associated with freight movements in the Whitehill & Bordon area has been informed by feedback received during a consultation workshop held at the Whitehill & Bordon Eco-station on 26<sup>th</sup> June 2013 together with liaison with a selection of local freight-generating businesses. This has revealed the following key themes:

- **Use of minor roads by HGVs** – freight movements along roads with sensitive receptors<sup>13</sup> such as residential frontages can particularly affect residents' amenity.
- **Signing of HGV access routes** – road signs can confuse HGV drivers accessing sites (such as the Blackmoor Estate cold storage facility) located within an existing weight limit area, which cause HGVs to use less suitable access routes.
- **Congestion** – the A325 currently operates close to capacity within the town during weekday peak periods. Through HGV traffic contributes to this.
- **Servicing of retail/industrial premises** – on-street deliveries and deliveries to the Forest Centre are reported to cause problems.
- **Community severance** – high HGV volumes may cause a severance effect so that people feel uncomfortable crossing or walking alongside roads.
- **HGV parking** – there is no dedicated overnight lorry park in Whitehill & Bordon but on-street parking on local industrial estates is usually available for rest breaks.
- **Low bridges** – the A325 Wrecclesham Road rail bridge (4.2m height limit) has been struck by HGVs on several occasions but preventative measures are now in place. Blacknest Road rail bridge has a 3.5m height limit.



<sup>13</sup> Sensitive receptors include, but are not limited to, residential properties, schools, health care facilities, businesses, rights of way, buildings of cultural significance, sites of archaeological interest and land subject to any regional, national or international designation.

## Chapter 3 – Factors potentially influencing future freight movements in Whitehill & Bordon

### *The Masterplan*

The Whitehill & Bordon Eco-town Masterplan (Revised May 2012) provides a framework for the regeneration and growth of the town over the next two decades. The masterplan will be delivered between 2013 and 2036, increasing Whitehill & Bordon's population from approximately 16,500<sup>14</sup> (February 2012) to almost 24,000. It also proposes around 70,000 sq m of employment floorspace, as well as around 30,000 sq m of retail space. These uses have the potential to create approximately 5,500 jobs overall, and will generate significant volumes of freight during construction and operation.

The **Emerging Transport Strategy** sets out a framework for the future transport system which will provide for the needs of the expanded town. New streets will be designed to interconnect with existing streets and create a permeable network. Some streets will be focused on walking, cycling and public transport but others will function as important routes for traffic and freight. The departure of the MoD is scheduled for the end of 2015, facilitating proposals for the construction of a **Relief Road**. This would be routed to the west of the existing A325, running through the new development areas from Whitehill in the south and re-joining the existing A325 to the north of the Station Road/Liphook Road/A325 junction. It would become the designated route for through HGV movements whilst facilitating access to key employment areas and the wider development. The current A325 would continue to facilitate local HGV journeys, but would primarily function as a local road to access the existing town.

Whitehill & Bordon's growth as projected in the masterplan will involve the provision of various new facilities and infrastructure as well as housing. This will lead to an increased demand for services (and therefore freight) in and around the town. Construction will generate a significant volume of freight movements across most areas of the town, for which traffic management plans will need to be implemented. Furthermore, some permanent changes in the routing of freight movements are likely as the masterplan is delivered.

A new **mixed-use town centre** is identified within the masterplan, incorporating the existing shopping area of Chalet Hill and Tesco but expanding to provide new retail and commercial uses in an area bounded to the north by Budds Lane, to the west by Prince Phillip Barracks and to the east by the A325 High Street. It is anticipated that this area will be provided with designated off-street servicing facilities. The development brief suggests the provision of a new link from the town centre to the Relief Road as well as the downgrading of Budds Lane. The Forest Centre is likely to remain a significant generator of freight movements, as it continues to provide local retail and community facilities for the immediate population.

As the MoD vacates **Louisburg Barracks**, it will become a key employment area with workshops and light industrial units in the short term and proposals for an Eco-business Park in the longer term. The development brief suggests that the main access route for freight vehicles will be from the Relief Road, which will pass through the site. Station Road will primarily form an access road to the residential properties to the south.

---

<sup>14</sup> Including Lindford.

**Viking Park** will become a key freight generator in Whitehill & Bordon as it is built out to accommodate further employment and commercial leisure uses. Other existing industrial estates and business centres, namely the Woolmer Trading Estate, Highview Business Centre, Bordon Trading Estate and Lindford Business Park & Water Meadows Small Industries, will continue to fulfil their current functions.

The specific employment uses brought forward, i.e. the mix of offices, industrial and storage/distribution, will have an influence on the volume of movements and the proportions made by HGV or LGV. This mix will become clearer as the masterplan is further developed.

### *Other factors potentially influencing freight distribution patterns*

In addition to the masterplan, there are external factors which have the potential to influence freight distribution patterns in and around Whitehill & Bordon. These include:

- **The proportion of freight movements accounted for by LGVs** – this has increased significantly in recent years, which is likely to have been as a result of changes in shopping habits towards more internet-based and home delivery retail. These changes are still taking place and so the growth in LGV traffic is likely to continue, with potential negative effects on residents' amenity.
- **Heavier and longer HGVs** – since February 2001 the maximum permitted gross vehicle weight (GVW) for articulated HGVs on UK roads has been 44 tonnes, with a maximum length of 16.5m<sup>15</sup>. The Government has rejected trials of 60 tonne 25.5m length HGVs on economic, environmental and social grounds but is, however, minded to increase the maximum permitted articulated HGV length to 18.75m. It is also conducting trials for articulated HGVs with trailers of 14.6m to 15.65m in length.
- **European legislation** – the Working Time Directive and Drivers Hours Regulations (for example) affect the working practices of freight and logistics operators. This legislation may change, or the UK could possibly opt out entirely if and when its relationship with the European Union is redefined in the future.
- **Fuel prices** – future price increases could affect the type of vehicles used to deliver goods and may bring forward the date at which alternative fuel options (e.g. natural gas, biofuel, electricity, hybrid) become financially and technologically viable.
- **Road user charging for foreign HGVs** – from April 2014 a new charge will be levied on all HGVs weighing 12 tonnes or more to use UK roads. For a 40 tonne 5-axle artic, the most common type of foreign HGV coming to the UK, operators will pay £10 per day or £1,000 per year. UK operators will also pay this charge, but the cost will be offset by reductions in Vehicle Excise Duty.
- **Vehicle telematics** – as well as satellite navigation, this includes the tracking of freight vehicles via GPS transponders. Already used by many larger hauliers, these could be more widely used by smaller hauliers in the future to help ensure that unsuitable roads are avoided whenever possible.

---

<sup>15</sup> A maximum length of 18.75m is permitted if the HGV is a **road train**, i.e. a rigid vehicle at the front pulling a trailer behind it.

## Chapter 4 – Developing the Freight Strategy

### Overview

The Freight Strategy seeks to align with local and national policies for freight transport and land use planning, whilst identifying realistic and deliverable measures to manage the necessary delivery of goods and services required for Whitehill & Bordon's regeneration and growth. The overarching aim of the strategy is:

*To minimise the impact of the freight and logistics sector on local communities and the environment whilst maximising its contribution to enhancing the economic competitiveness of the town.*

Strategy development was an objective-led process based on the following which were refined in consultation with local stakeholders:

- Reduce HGV movements on unsuitable roads;
- Minimise the impact of freight movements on local communities, by reducing severance, improving road safety and reducing noise and disturbance;
- Provide good quality information with regards to freight, to include the recipient, haulier and other affected stakeholders;
- Minimise congestion by improving the efficiency of freight distribution;
- Minimise the impact of freight movements on the environment by reducing air quality and noise impacts.

### Option Development and Sifting

A range of options for managing freight movements in Whitehill & Bordon were considered and sifted during strategy development. These are outlined below.

#### **New vehicle weight limits**

Vehicle weight limits are used when goods vehicles are prohibited for environmental reasons, and are achieved using Traffic Regulation Orders (TROs). Unlike structural weight limits, however, there may be exceptions to allow for legitimate access. There will usually be a number of HGVs that continue to use a restricted route and it is very difficult to distinguish between vehicles using a route for local access and vehicles using a route for through journeys. The Police must observe an HGV committing an offence before they are able to take action, but to do so is resource intensive and has to be considered in the context of overall policing priorities. Traffic management measures, such as reduced carriageway widths and other speed reducing measures, may be a more effective tool and these are set out in the Traffic Management Strategy for villages and key local routes surrounding Whitehill & Bordon.

The need for a weight limit between Blackmoor and the A3 was identified at the consultation workshop; however an area-wide 7.5 tonne weight limit (except for access) is already in place. It appears that most HGV movements in Blackmoor are legitimate, notably to the Blackmoor Estate cold storage facility. Rather than removing access exceptions which would adversely affect the businesses based there, it may be more effective to ensure that the most suitable HGV access routes (i.e. those minimising contact with sensitive receptors such as residential frontages) to key freight generators are clearly signed. This information also needs to be clearly communicated to hauliers in

advance of their journeys. The effectiveness of providing better signage and information should be carefully monitored before detailed investigation is made of the scope to amend the HGV restrictions which are already in place.

The above does not preclude local communities from sending requests for further HGV restrictions to Hampshire County Council in the future. However, when assessing these requests the County Council will apply its Access Restriction Policy (**Appendix C**). For this reason it is recommended that data of HGV numbers is collected by a representative of a Parish Council or local community group before the request is made.

### **New highway infrastructure**

As outlined in Chapter 3, construction of a **Relief Road** is proposed to the west of Whitehill & Bordon town centre. This would act as the key distributor of road traffic within Whitehill & Bordon, removing non-local traffic from the town centre to relieve existing junction congestion issues and reducing the negative impacts of traffic in the town centre. However, some stakeholders suggested various other highway infrastructure schemes, including a dual carriageway bypass on various alignments to the west of the A325, a new relief road between the A325 and A31 following the Roman Road, and a western bypass of Wrecclesham.

HGV movements to service retail and industrial premises within the town will need to continue. The traffic impacts reported in the Transport Assessment can be appropriately mitigated through the Emerging Transport Strategy, which sets out the delivery of realistic alternatives to private car use, as well as the Relief Road, other junction improvements and traffic management measures. There will also be more jobs and services in the town which will reduce the need for residents to travel more widely. Major highway improvement schemes outside Whitehill & Bordon are therefore considered unnecessary during the masterplan period.

As such the focus of the Freight Strategy is on identifying the most suitable routes for freight vehicles on the existing highway network as well as on additional road links as proposed within the masterplan, and how these can best be communicated with all relevant stakeholders.

### **Freight Quality Partnership**

Freight Quality Partnerships (FQPs) can act as a useful mechanism for dialogue and engagement between freight and logistics operators, local businesses, local authorities and community representatives. An FQP could provide a useful forum to develop an understanding of freight transport issues and problems and promote constructive solutions to address these, such as vehicle routing, delivery restrictions and sharing best practice on fuel and fleet efficiency. Rather than regular face-to-face meetings from which private companies may gain little benefit and would not justify the time commitment, the FQP could be mainly virtual, making use of web discussion threads or email networks to seek views on specific freight issues.

However, liaison with a selection of local freight-generating businesses did not suggest any particular problems locally which affect their operations. Where HGVs do use narrow roads this was reported to be for access only and loading/unloading off the public highway minimises conflicts with other road users. Some businesses (on the

Woolmer Trading Estate) cited problems with HGV parking within their premises, but had managed this by spreading deliveries over the day and expanding their premises. No issues with overnight/rest break parking were reported. The general view was that an FQP would be of little benefit to their businesses. Without the buy in/ownership of such key stakeholders, it is unlikely that such a forum would serve any useful purpose.

It is nevertheless considered that an FQP has merit, but at a more strategic level (i.e. Hampshire-wide level), perhaps working with the EM3 Local Enterprise Partnership. The scope to reinvigorate the former Hampshire FQP is being investigated within the emerging Hampshire Freight Strategy. Within Whitehill & Bordon and the surrounding area, there may be scope to identify a **Freight Champion**, likely to be the Whitehill & Bordon Travel Plan Co-ordinator. Their responsibilities could include:

- maintaining a database of local freight-generating businesses and disseminating relevant information to them as necessary;
- liaison with highway authorities and satellite navigation system providers to identify potential opportunities for improved signage and information; and
- acting as a point of contact for businesses as and when local freight-related issues arise.

It is estimated that the above would require an input of approximately one day per month.

### *Conclusions*

The Freight Strategy seeks to identify realistic and deliverable measures to manage the necessary delivery of goods and services required for Whitehill & Bordon's regeneration and growth.

It is considered unlikely under the present circumstances that, beyond the delivery of the Relief Road and local junction improvements, funding for the provision of new highway infrastructure will be available during the period covered by the masterplan, i.e. to 2036, nor does the evidence base identify that such further measures are needed. The Relief Road is the strategic level improvement needed to mitigate the impact of traffic in the town. A 7.5 tonne weight limit already covers an extensive area in the vicinity of Whitehill & Bordon. Therefore the strategy focuses on the provision of better signage and information for HGV drivers on the most suitable access routes in the first instance. This effectiveness of better signage and information in reducing the negative effects of HGV movements should be regularly monitored before the scope to introduce additional HGV restrictions in the local area is investigated further. This measure is presented in Chapter 5.

Better signage and information will be complemented by a toolkit of measures to manage freight movements in the Whitehill & Bordon area, namely to manage the impact of deliveries to new developments in the town. This toolkit is outlined in Chapter 6.

## Chapter 5 – Proposed advisory HGV route network

### *Advisory HGV route network*

The County Council's policy towards HGV routeing, as set out in the emerging Hampshire Freight Strategy, is to concentrate the majority of road freight movements on the motorway and trunk road network. Such roads account for just 2% of the network in England, but carry two-thirds of all freight traffic. These roads can cater for through HGV journeys with an origin or destination beyond Hampshire. However, as the A3 and M3 are the closest such routes to Whitehill & Bordon, linked to the town by the A325 and the A325/A31/A331 respectively, longer distance journeys with an origin or destination in the area, as well as short distance local deliveries, must use non-motorway/trunk road routes to complete their journeys.

The designation of an advisory HGV route network for the Whitehill & Bordon area, supported by advisory traffic signs to dissuade the use of other less suitable routes, is therefore considered beneficial. A three-tier hierarchy of freight routes is proposed:

- **Strategic** – roads for long-distance journeys;
- **Local** – roads for local journeys (routes open to HGV traffic but long-distance movements, without an origin or destination in the Whitehill & Bordon area, are not encouraged); and
- **Access** – roads for access only (through traffic not advised or encouraged).

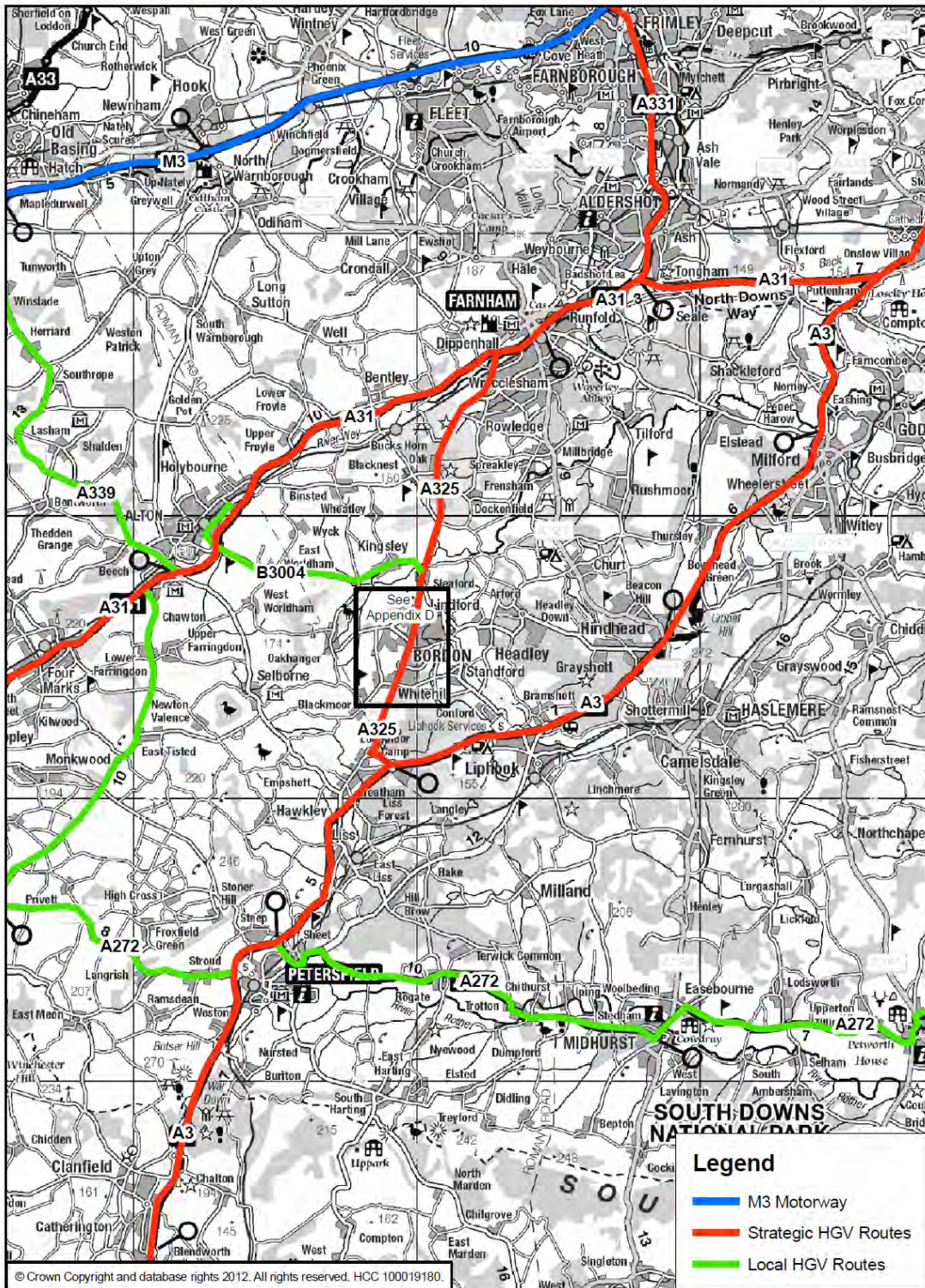
The proposed route hierarchy is illustrated overleaf and described below.

#### **Strategic HGV routes**

These routes propose to encourage the majority of transit and long distance traffic to use motorways, trunk roads and the **Primary Route Network (PRN)** for access to the 'Local' and in some instances 'Access' freight routes. The 'Strategic' routes are primarily established for through movements and to be the principal link to the lower levels of the hierarchy. These routes are typically established high use/flow roads on the existing network and link with strategic or similarly named routes within neighbouring authorities' networks. The routes that constitute the proposed strategic freight network within eastern Hampshire are the **M3, A331, A31, A325** (to include the Relief Road when it is opened) and **A3**.

The A325 does not form part of the PRN but provides the most direct connection from Whitehill & Bordon to the strategic highway network as well as forming the most direct route linking Petersfield with Aldershot and Farnham. Downgrading the A325's current function as a through HGV route is unrealistic given that the alternative route is via the A3, B3000 and A31. Although the opening of the Hindhead Tunnel has reduced journey times along the A3 by more than 20 minutes during peak periods, and means that the alternative route now has a comparable journey time to that via the A325, it is a significantly greater distance and one which has its own sensitive receptors, notably on the B3000 Puttenham Heath Road in Surrey. Existing signs on the A3 and A31, which direct road users to use the A325 as an access route to Farnham and Petersfield respectively (as well as Bordon), will therefore remain unchanged.

## Advisory HGV Routes - Whitehill & Bordon Region



### Local HGV routes

The proposed 'Local' freight routes primarily direct vehicles between urban centres and significant traffic generators; wherever possible, these routes avoid unnecessary deviation onto less appropriate routes which have sensitive receptors nearby, such as residential

frontages, schools and hospitals. The intention is that these routes would not be signed as through routes. Through HGV journeys would be signed via strategic routes.

These routes are predominantly placed upon non-primary 'A' roads (excluding the A325) within the Whitehill & Bordon area. The B3004 is, however, also recommended for designation as a 'Local' freight route, as it is considered that no realistic alternative exists for HGVs travelling between Whitehill & Bordon and Alton. Although it is acknowledged that there are a number of sensitive receptors along the B3004 in the villages of Kingsley and East Worldham, there are also a number of sensitive receptors on the alternative route via the A325 and A31, particularly in Wrecclesham to the east of the Hampshire/Surrey boundary. Moreover, assuming that logistics operators did observe this more circuitous alternative, the HGV journey time between Whitehill & Bordon and Alton would be approximately doubled, increasing haulage costs without achieving decisive environmental benefits for the area as a whole.

The routes that constitute the proposed local freight network are the **A32, A339, A272** and **B3004** (between its junctions with the A31 and A325 only).

### **Access HGV routes**

The proposed 'Access' freight routes are the final and usually the most contentious areas of HGV routing. This level of routing delivers essential freight from the local or strategic freight routes to the destination / origin of the required delivery. These routes attempt to have the minimum impact on residents, other road users and the environment whilst maintaining the essential nature of deliveries, economic necessity and vibrancy of the area. These routes are for access only and are not for through HGV traffic.

Any road can conceivably perform an access function if HGV movements can physically be accommodated. Access HGV routes have therefore not been illustrated on the above large-scale diagram. However, a smaller-scale map has been produced to identify likely future HGV access routes within the Whitehill & Bordon urban area as key elements of the masterplan are delivered. Journeys that have a delivery or a starting point within the urban area should attempt to make the minimum use of the access routes to enable deliveries or to reach the local and strategic HGV routes for the continuation of the journey. This map (included as **Appendix D**) assumes that the Relief Road is implemented and adopts the movement frameworks illustrated in the development briefs for the town centre and for Louisburg Barracks.

The map in Appendix D considers the access routes likely to be most appropriate in the medium to long term, within the town itself. However, problems are experienced now by local residents in Whitehill & Bordon and surrounding villages due to inappropriate HGV movements. A draft **Freight Route Map** has therefore been produced based on an understanding of the key freight-generating sites locally which shows the recommended access routes to these sites. The objective of the map would be to clearly indicate the routes which enable HGV drivers to stay on main roads for as long as possible, which has business benefits in terms of reduced braking and gear changing and in turn reduced fuel consumption and vehicle wear and tear.

The draft Freight Route Map is included as **Appendix E** and is a resource which could potentially be made available on the Whitehill & Bordon and Hampshire County Council websites for promotion by the **Freight Champion** (see page 13) to local freight-

generating businesses. These businesses would be encouraged to communicate the recommended access routes on the map to HGV drivers servicing their premises before they begin their journeys. The Freight Champion would also be responsible for keeping the map up to date as the masterplan is delivered, through liaison with the highway and planning authorities and by maintaining a database of local freight-generating businesses.

### Supporting information and signing

High quality information and consistent signing is essential to ensure that the above hierarchy of freight routes is understood and adhered to. The recommended HGV routes to key industrial areas as illustrated in Appendix E will be subject to an **audit of existing signing**, with locations for replacement and additional signs identified. The latter will include new advisory HGV route signing (black panelled signs with white text) as well as signs to denote roads which are unsuitable for HGVs, for example those with restricted width or those with a high number of sensitive receptors along their length.

Installation of these signs will help to establish the third, “Access”, tier of HGV routes outlined above. The County Council will continue to liaise with the Ordnance Survey and satellite navigation providers to ensure they have the most up to date information on which roads are unsuitable for HGVs.



## Chapter 6 – Supporting Toolkit of Freight Measures

### *Overview*

In support of the proposed advisory HGV route network, a recommended toolkit of freight measures has been identified to contribute towards achieving the strategy objectives. The recommended toolkit draws widely on best practice solutions successfully applied elsewhere in the UK. It seeks to manage the necessary delivery of goods and services required for the town's regeneration, so that the economic, social and environmental impacts associated with freight movements are addressed in a balanced manner.

The tools available which are recommended to manage freight movements in the Whitehill & Bordon area are discussed below and comprise the following:

- Designing for freight within new developments;
- Workplace travel plans, to include servicing and deliveries;
- Reducing the impact of home delivery services; and
- Monitoring and enforcement.

### *Designing for freight within new developments*

Detailed consideration of access and servicing requirements (including waste storage for residential developments) will be an essential element in the design of new developments within Whitehill & Bordon. Freight vehicles should be able to enter and exit a development (to leave or rejoin the highway) in forward gear. Turning heads should be provided as necessary to minimise the need for vehicles to reverse within sites, or streets designed in a grid pattern so that vehicles do not need to turn around. The challenge is to ensure that developers address freight issues during both the construction and operation phases of individual developments, through a transport assessment and through the future development form.

It is especially important that sufficient freight facilities are provided in mixed use developments, where the scope for consolidation and out of hours deliveries should also be investigated to minimise the impact of deliveries to acceptable levels for all users. This includes Whitehill & Bordon's new town centre, where well-designed off-street loading and unloading facilities for new build retail, industrial and commercial uses should be provided to help minimise freight trip numbers and avoid knock-on parking problems for cars. This will ensure that conflicts between freight movements, pedestrians, cyclists and bus operations are kept to a minimum. Where off-street servicing is not possible, on-street loading bays should be clearly signed and enforced.



### *Workplace travel plans*

The submission of workplace travel plans, setting out a robust framework for their monitoring and review, should be a condition of planning consent for all new applications within Whitehill & Bordon for significant employment uses. Previously, workplace travel plans have generally focused on staff and visitors and the measures available to encourage more sustainable means of travel by these groups. However, it

would be beneficial to incorporate freight-specific measures into the travel plan process, covering the design and construction phases of developments as well as delivery and servicing arrangements once premises are occupied.

**Construction Logistics Plans (CLPs)** should be applied to the design and construction phases of premises, specifically to improve construction freight efficiency by reducing CO<sub>2</sub> emissions, congestion and collisions. Incorporated within the workplace travel plan, CLPs should provide information on:

- the design features incorporated to minimise the number of delivery trips during the operation phase of the building;
- delivery operations during the construction phase;
- consolidation and other techniques to help minimise trips (particularly during peak periods), lane closures and illegal waiting/loading activities; and
- a plan showing when and where construction deliveries and servicing will take place, minimising the need for lane closures and carriageway restrictions.

**Delivery and Servicing Plans (DSPs)** have similar objectives to CLPs, being used to increase building operational efficiency by reducing delivery and servicing impacts to premises. Also incorporated into the workplace travel plan, DSPs should set out a strategy to reduce the number of freight vehicle trips, particularly in the peak period, and a plan showing when and where deliveries and servicing can take place safely and legally. Both the CLP and DSP should set out how information on delivery times and recommended routes will be disseminated to delivery drivers (whether van or HGV). For the town centre development, an area-wide DSP would be desirable to optimise scheduling across all retailers.

### *Reducing the impact of home delivery services*

Since the year 2000, internet sales have grown many times faster than retail sales through physical stores. Retailers offering home delivery services have found that their internet shopping service results in higher CO<sub>2</sub> emissions and more mileage and inefficiencies, mainly through failed deliveries by courier firms delivering parcels. About 50% of UK households are unoccupied during normal working hours and 20% to 40% of deliveries of items that cannot fit into the letterbox fail first time. In such instances, the courier may reattempt delivery a number of times, or the recipient may be required to make a journey to collect from a local depot, leading to unnecessary vehicle trips.



There is a need to incorporate ways to increase first-time delivery success and reduce vehicle activity. Short delivery slots (typically one hour) are commonly used for supermarket grocery deliveries and these work well in achieving delivery success, but for other home deliveries alternative means need to be adopted. Unattended delivery solutions such as **electronic locker banks** are proving increasingly popular for business to business deliveries and allow customers to collect

parcels without having to wait for them to be delivered to their business address. They are accessed by way of PIN numbers given to the authorised person accessing the locker bank. There is potential to make greater use of these banks in the business to home delivery market, to reduce the inconvenience and cost of missed deliveries. Companies such as Collect+ are targeting this market and already have local collection points at Whitehill Stores and at Martins in Headley. The provision of electronic locker banks in convenient locations will be encouraged as Whitehill & Bordon's growth proceeds.

The impact of home delivery services could also be reduced through the use of **low carbon vehicles**. Consideration will be given to the viability of siting a rapid electric vehicle charging point within the town if evidence suggests that it will be well used. As well as making the use of electric delivery vehicles a practical proposition, such a charging point could be used by local residents' vehicles.

### ***Monitoring and enforcement***

The regeneration of Whitehill & Bordon will incorporate a **traffic monitoring programme** (as outlined in the Framework Travel Plan) to identify impacts caused by traffic generated during the development build out. The monitoring data will be disaggregated to identify the volume of freight vehicle movements on key roads. This data will be regularly reviewed to identify trends in freight movements in and around the town. Enforcement of LGV and HGV parking on the public highway will continue to be undertaken by Civil Enforcement Officers whilst moving HGV offences (e.g. through movements on roads subject to a 7.5 tonne weight limit) will remain the responsibility of Hampshire Police. The County Council will work with other local authorities to identify appropriate parking restrictions for the town centre which will assist freight vehicles in moving safely and freely. This could feature a **Controlled Parking Zone (CPZ)**, potentially incorporating full or part-time on-street loading bans.

## Chapter 7 – Delivering the Freight Strategy

Delivery of the Freight Strategy measures will be ongoing throughout Whitehill & Bordon's regeneration, to manage the impacts of the significant volumes of freight which will be generated during construction and from new development.

However, at the present time inappropriate HGV movements can cause problems for some local residents in some cases. The intention is therefore to bring forward the adoption of an advisory HGV route network with supporting signing and information to drivers for implementation at an early stage. Within Whitehill & Bordon itself, the advisory HGV routes will change as the development is built out and new road links are added whilst other roads are downgraded.

Partnership working with freight-generating businesses, developers, community representatives and Hampshire Police will be required to ensure that the strategy objectives are met and that measures are efficiently delivered, communicated and understood.

Adoption of an advisory HGV route network will require capital expenditure in relation to the provision of new signing. This will be focused on HGV access routes to key freight generators. There will be ongoing revenue costs to keep signing and electronic information up to date. Designing for freight within new developments and workplace travel plans can be delivered by developers and occupiers as part of the planning process. Measures to reduce the impact of home delivery services can be built into new developments with the co-operation of private companies.

The above measures are therefore considered realistic and deliverable and will be incorporated within the **Whitehill & Bordon Travel Plan**. This will form the delivery mechanism for the Freight Strategy as well as all the other transport strategies which support the Emerging Transport Strategy.

The Travel Plan is a living document which will be regularly reviewed as the development proceeds. With specific regard to the Freight Strategy, data from the traffic monitoring programme will be used to measure progress against the strategy objectives to ensure that the delivery plan is producing the intended outcomes.

## Chapter 8 – Summary and Conclusions

By integrating land use and transport planning from the outset, and by working in partnership with local authorities, key stakeholders and local communities, the regeneration of Whitehill & Bordon offers an opportunity for real improvements to the local transport network. This will improve accessibility to and within the town by all modes and reduce the negative impacts of transport on the environment, the community and the highway network.

This Freight Strategy contributes to the above vision and is a developing document that draws from ongoing work for the masterplan and Emerging Transport Strategy. It identifies a package of realistic and deliverable measures with the aim of making it as easy as possible for freight vehicle drivers to stay on main roads for as long as possible, and to make deliveries with minimal impact on other users. The key element of this package is an **advisory HGV route network** consisting of three tiers:

- **strategic** roads for long distance journeys;
- **local** roads for journeys with an origin or destination in Whitehill & Bordon; and
- **access** roads for access to/from the specific origin or destination only.

The above hierarchy will be communicated by high quality information and consistent signing. The use of four key supporting tools is recommended:

- **Designing for freight in new developments** by minimising the need for freight vehicles to reverse and by providing well-designed loading/unloading facilities to avoid conflicts with other users;
- The submission of **workplace travel plans** for all new applications for employment uses over an agreed threshold, to incorporate **Construction Logistics Plans** and **Delivery and Servicing Plans** to cover the design, construction and operational phases of developments;
- **Reducing the impact of home delivery services** by encouraging measures such as the installation of **electronic locker banks** to reduce the number of failed deliveries and consideration of the viability of a **rapid electric vehicle charging point** in Whitehill & Bordon, suitable for use by commercial and private vehicles alike; and
- **Monitoring and enforcement** – the town’s regeneration will incorporate a **traffic monitoring programme**, data from which will be disaggregated to identify the volume of freight vehicle movements on key roads. This data will be reviewed on a regular basis to monitor progress against the objectives of the Freight Strategy.

By implementing the above package, the necessary delivery of goods and services required for Whitehill & Bordon’s regeneration can be managed, and the positive and negative economic, social and environmental impacts associated with freight movements can be addressed in a balanced manner.

The Freight Strategy will be delivered through the Whitehill & Bordon Travel Plan. Data from the traffic monitoring programme established as part of the Travel Plan will be regularly analysed to review progress against the Freight Strategy objectives.

## Appendix A – Summary of Stakeholder Liaison

### Consultation Workshop

#### Overview

A consultation workshop was held on 26<sup>th</sup> June 2013 at the Eco-station, to gain a better understanding of freight movements in and around Whitehill & Bordon and the problems these may cause, as well as understanding local people's priorities for managing freight movements as the town expands.

In addition to members of the public, the workshop was attended by representatives of the following organisations:

- Bentley Parish Council;
- Binsted Parish Council;
- Blackmoor & Whitehill Women's Institute;
- East Hampshire District Council;
- Garrison Church;
- Hampshire County Council;
- Headley Parish Council;
- Infrastructure, Environment and Transport Specialist Group;
- Whitehill Bordon Town Partnership;
- Woolmer Forest Heritage Society; and
- Worldham Parish Council.

The workshop covered three key topics which were discussed in turn by workshop participants in five breakout groups. These topics were:

- Possible objectives for the Freight Strategy;
- Current and future freight arrangements in Whitehill & Bordon; and
- Priorities to better manage freight movements in and around Whitehill & Bordon.

A summary of the main points raised during each discussion is provided below.

#### Possible objectives for the Freight Strategy

Workshop participants expressed general agreement with the suggested strategy objectives but were concerned that the objectives needed differentiation and would not be achieved without effective enforcement and major capital investment. Participants considered that developer contributions could provide sufficient funding for the latter.

The view was expressed that it should be the responsibility of freight recipients to inform hauliers of local HGV restrictions and that freight routes appropriate to villages should be clearly indicated and enforced. The need for the Freight Strategy to complement the objectives of the masterplan was also stressed.

## **Current and future freight arrangements in Whitehill & Bordon**

As well as identifying the main freight generators in the town, participants commented on the routes used by freight vehicles to access these. The following observations were made:

- it was reported that Firgrove Road and Hogmoor Road can be used as a ‘rat run’ by HGVs, either to avoid congestion on the A325 or to access Bordon Trading Estate;
- freight to the Blackmoor Estate often uses Drift Road (through a residential area) instead of using Blackmoor Road;
- the route from Selborne to Blacknest through Oakhanger and Binsted is not suitable for freight; and
- some freight vehicles use the B3004 and B3006 to access the A31 and A3 but these vehicles should use the A325 instead.

Participants felt that there are currently some difficulties with deliveries in Whitehill & Bordon. Some vehicles accessing the Forest Centre use Chalet Hill, but Forest Road was considered to be a more suitable route. On-street deliveries to the Domino’s pizza takeaway and other businesses on Chalet Hill can cause problems. It was felt that freight vehicles contribute to congestion and poor air quality at the Station Road/A325/B3002 Lindford Road and the A325/Chalet Hill signal junctions.

In considering the possible future challenges posed by the increased demand for services in the town, participants identified the growth in home deliveries from online shopping (“White Van Man”) but noted that existing goods vehicle restrictions relate to HGVs only. The growth in self-employment and home working may increase home deliveries further. Louisburg Barracks, Viking Park and the new town centre were identified as key future freight generators. The expectation was that Budds Lane would become a key freight access route from the Relief Road to the town centre.

## **Priorities to better manage freight movements in and around Whitehill & Bordon**

Each of the five groups were invited to state their top three priorities for better managing freight movements, which all fell into the following categories:

- Appropriately signed and enforced HGV routes;
- Bucks Horn Oak/A325 junction improvements;
- Comprehensive traffic surveys on the A325, B3004 and B3006, to include analysis of freight vehicle origins/destinations, prior to the implementation of the Freight Strategy;
- in addition to the Relief Road already proposed, various highway infrastructure schemes (some dual carriageway) were suggested to bypass Whitehill & Bordon, as well as Wrecclesham; and
- weight limit between Blackmoor and the A3 (a 7.5 tonne limit is, however, already in force).

## Liaison with local freight-generating businesses

### Overview

To complement the consultation workshop, liaison with freight-generating businesses in Whitehill & Bordon was undertaken during July 2013 to gain an understanding of freight transport issues from the user perspective. This took the form of short semi-structured interviews (approximately 10 to 15 minutes in length) using open questions. A sample of businesses were identified from data held by East Hampshire District Council for local industrial estates, supplemented by local road hauliers and retailers identified using publicly available information.

The following local businesses were successfully contacted:

- Blackmoor Estate (plant nursery, orchard, apple packing station);
- The Co-operative Food (food retailer);
- Eau Coolers (suppliers of water coolers/hot water dispensers);
- Foods of Europe (food/non-food exporter);
- Ikon Enterprises (suppliers of dried foods/packaging);
- Indigo Blue European (warehousing and haulage);
- Lidl (food retailer);
- Wilkinson (household goods retailer); and
- Williams of Bordon (haulier).

A flavour of the key issues discussed is provided below:

- Complaints are occasionally received from residents regarding the use of Drift Road by HGVs bound for the Blackmoor Estate, but no others were reported. One respondent (representing a food retailer) observed that complaints had ceased since their daily 0730 HGV delivery was rescheduled to arrive at 1930.
- No particular problems with freight movements were reported. The low rail bridge at Wrecclesham does affect the routing of larger HGVs, with the most common access route to Whitehill & Bordon being from the south via the A3. Drivers usually arrive on time and hauliers stressed that they use narrow roads solely for access and not as through routes or as loading/unloading sites. No HGV parking problems were reported other than within businesses' own sites.
- Some support was expressed for the publication of a HGV route map for the Whitehill & Bordon area, although in most cases not for respondents' own businesses as they are serviced by regular drivers. It was generally agreed that a map would be useful for drivers not familiar with the area, particularly those who speak little English.
- No proposals (such as weight limits) were identified by businesses which could damage their viability. One respondent (representing a food retailer) noted that if new weight restrictions were introduced, they would simply use smaller vehicles.
- Freight Quality Partnerships were not seen as useful as there are no particular problems locally which affect their operations. The hauliers contacted were not members of either the Freight Transport Association or Road Haulage Association.

## Appendix B – Summary traffic data for nearby road network

**Table A.1: Annual Average Daily Traffic (AADT) flows on Highways Agency road network (2012)**

<b>Location</b>	<b>AADT (all vehicles)</b>	<b>HGVs<sup>16</sup></b>	<b>HGV%</b>
A3 Petersfield Bypass, north of A272	44888	2805	6.3%
A3 between B3006 and Farnham Road roundabouts (Liss)	42429	2652	6.3%
A3 between B3006 and A325 roundabouts	39283	2573	6.5%
A3 between Longmoor Road and B2131 junctions	30039	2163	7.2%
A3 south of A31 junction	53256	2770	5.2%
A31 west of A3 junction	28892	1531	5.3%

---

<sup>16</sup> HGVs defined as vehicles with a length of 6.6m or greater.

**Table A.2: Annual Average Daily Traffic (AADT) flows on Hampshire County Council road network (continued overleaf)**

<b>Location</b>	<b>Year</b>	<b>AADT (all vehicles)</b>	<b>HGVs<sup>17</sup></b>	<b>HGV%</b>
A339 north of Alton (near Wyards Farm)	2012	8993	937	10.4%
B3006 south of Selborne (near Sotherington Lane jct)	2012	7199	1009	14.0%
A31 Bentley Bypass	2007	20432	2349	11.5%
B3004 adjacent to Worldham Park	2009	7642	535	7.0%
Blanket Street (S of East Worldham)	2009	473	34	7.2%
Link between West Worldham and B3006	2009	645	43	6.7%
B3006 between link to West Worldham and A31	2009	6038	690	11.4%
Honey Lane (near Selby Priory)	2009	341	26	7.6%
Sotherington Lane	2009	342	21	6.1%
Road S to B3006 nr Bradshott Hall	2009	81	6	7.4%
Frensham Lane (between Forest Lane and Curtis Lane)	2009	371	28	7.5%
B3002 Mill Lane (between Mill Lane and Church Fields)	2009	7404	448	6.1%
B3004 Standford Lane (N of Tulls Lane junction)	2009	6485	435	6.7%
B3004 (between Standford Hill and Hollywater Road)	2009	5553	447	8.0%
B3004 (N of Burgh Hill Road junction)	2009	8588	522	6.1%
Frensham Lane (between The Hangar and Spats Lane/Picketts Hill)	2009	506	24	4.7%
Spats Lane (between Frensham Lane and Churt Road)	2009	224	14	6.3%
Churt Road (between Bacon Lane and Hammer Lane)	2009	2233	102	4.6%
B3002 Grayshott Road (between Seymour Road and Fir Way)	2009	6434	340	5.3%
B3006 between Mill Lane and Church Lane	2009	7718	524	6.8%
B3006 S of junction with Honey Lane (Selborne)	2009	8106	545	6.7%
Link between Oakhanger and Hartley Mauditt	2009	219	18	8.2%
B3004 E of East Worldham	2009	7237	521	7.2%

<sup>17</sup>For data collected in the years 2007 and 2012, HGVs defined using Hampshire County Council's six bin classification, i.e. the sum of Bin 4 (Rigid, Heavy Van, Minibus) and Bin 5 (Artic). For data collected in the year 2009, HGVs defined as the sum of classifications 4 to 12.

<b>Location</b>	<b>Year</b>	<b>AADT (all vehicles)</b>	<b>HGVs<sup>17</sup></b>	<b>HGV%</b>
Roman Road adjacent to Shortheath Common	2009	2987	181	6.1%
B3004 adjacent to Kingsley Common	2009	5870	515	8.8%
A325 at Broxhead Common	2009	16996	1258	7.4%
B3004 Broxhead Farm Road (adjacent to A325 junction)	2009	3266	269	8.2%
Picketts Hill (adjacent to Headley Park)	2009	648	36	5.6%
A325 N of Blackmoor Road	2009	12890	1154	9.0%
Liphook Road (adjacent to Passfield Common)	2009	2924	190	6.5%

Table A.3: Summary of HGV<sup>18</sup> origins and destinations from local roadside interview surveys, November 2009

HGV Origin	HGV Destination										Total
	Farnham (Rural)	Guildford	Grayshott	Liphook	Petersfield	Liss	Whitehill & Bordon	Farnham (Urban)	Chichester	Waterlooville	
Guildford							2				2
Farnham (Rural)				1	1		1				3
Aldershot			1								1
Farnborough										1	1
Grayshott							1				1
Haslemere							3				3
Petworth							1				1
Liphook				1			4		1		6
Petersfield				1			2	1			4
Liss							3				3
Selborne							1				1
<b>Whitehill &amp; Bordon</b>		1	3	1	1	1	7				14
Farnham (Urban)				1			2				3
Portsmouth							2				2
Waterlooville	1										1
Reading							1				1
Hartley Wintney						1					1
Egham						1					1
<b>Total</b>	<b>1</b>	<b>1</b>	<b>4</b>	<b>5</b>	<b>2</b>	<b>3</b>	<b>30</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>49</b>

<sup>18</sup> HGVs defined as the sum of vehicles classified as OGV1 or OGV2.

## Appendix C – Criteria for assessing requests for new HGV restrictions

The Road Traffic Regulation Act (1984) allows Hampshire County Council, as the local traffic authority, to prohibit or restrict the use of heavy commercial vehicles by use of a Traffic Regulation Order. A restriction may be for a zone area or specific roads as considered appropriate.

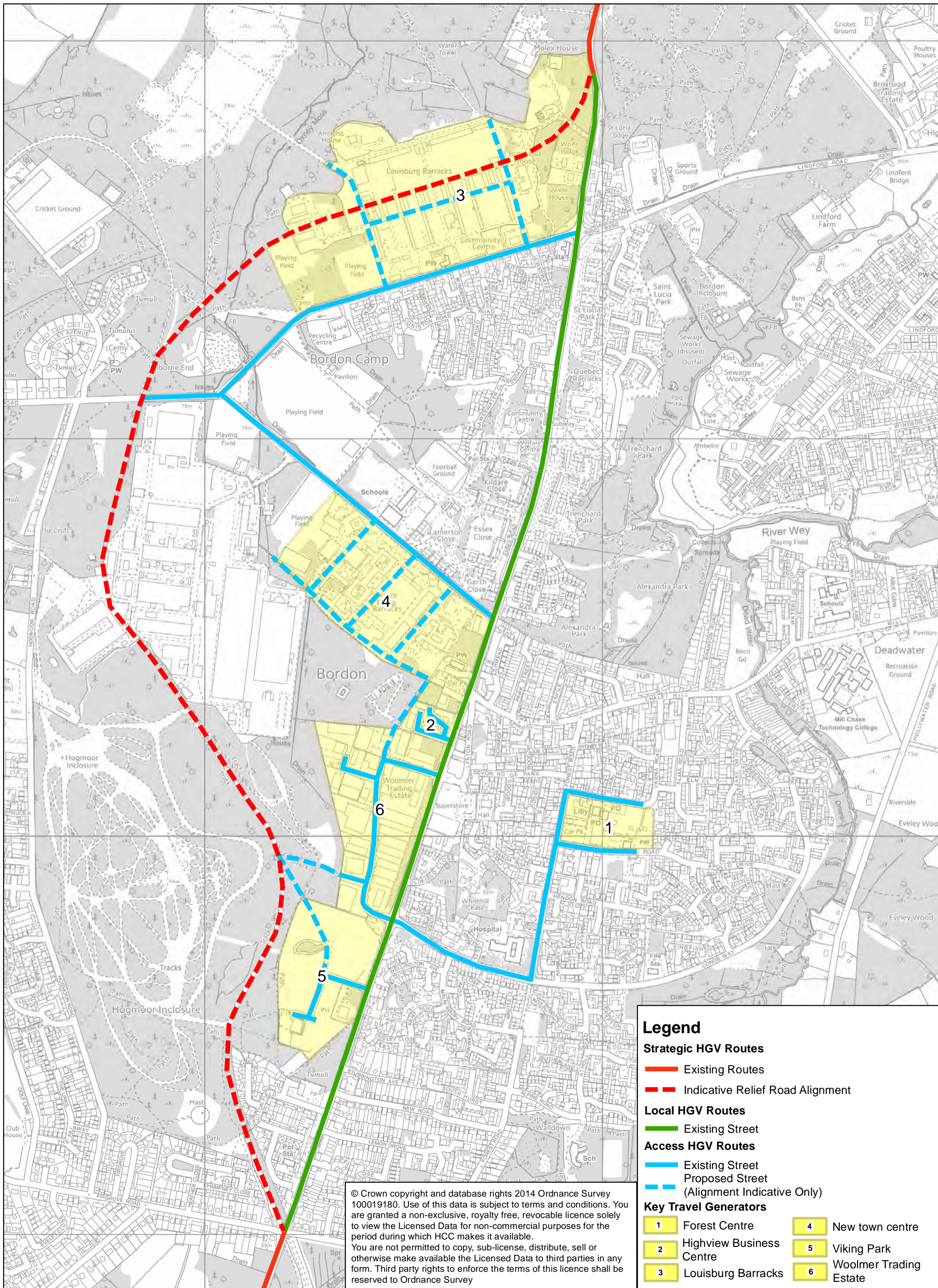
Heavy commercial vehicles are defined as any goods vehicle which has an operating weight exceeding 7.5 tonnes.

In order to give an equitable control on the application of the Roads Traffic Regulation Act, the County Council has adopted the following criteria in determining whether or not to impose a weight restriction on roads not designated as HGV routes:

- A minimum reduction of 30 HGV through movements per day, representing at least 50% of the observed HGV movements, can be achieved;
- A restricted area can be defined which does not transfer the problem to other communities and has sensible and practicable terminal locations;
- An alternative route exists for diverting HGVs that does not pass through environmentally sensitive areas, does not create a major increase in distance for lorry operators, avoids dangerous junctions or other suitable locations and will not result in increased road maintenance costs;
- Structural damage to buildings, walls or vehicles regularly occurs; and
- Other measures to limit HGV movements have been introduced and proved unsuccessful, such as advisory “unsuitable for HGVs” signs.

**Appendix D – Whitehill & Bordon Urban Area Advisory Future Freight Routes**

# Future Advisory HGV Routes



© Crown copyright and database rights 2014 Ordnance Survey 100019180. Use of this data is subject to terms and conditions. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which HCC makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to Ordnance Survey

**Legend**

**Strategic HGV Routes**

- Existing Routes
- Indicative Relief Road Alignment

**Local HGV Routes**

- Existing Street

**Access HGV Routes**

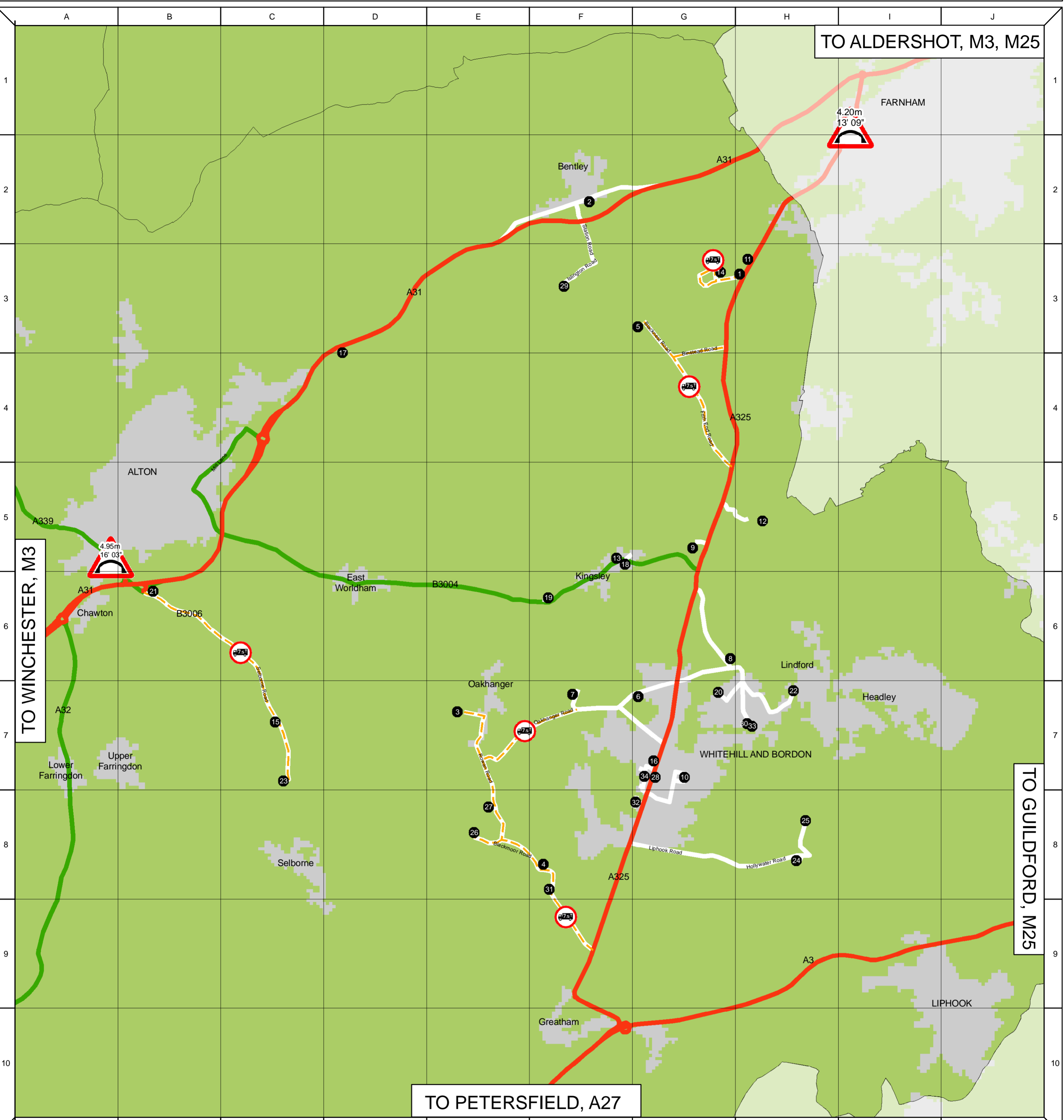
- Existing Street
- Proposed Street (Alignment Indicative Only)

**Key Travel Generators**

1	Forest Centre	4	New town centre
2	Highview Business Centre	5	Viking Park
3	Louisburg Barracks	6	Woolmer Trading Estate

**Appendix E – Whitehill & Bordon and Surrounding Villages Advisory  
Freight Route Map (Consultation Draft)**

# Whitehill & Bordon and Surrounding Villages Advisory Freight Route Map



Site Ref	Site Name	Grid Ref	Site Ref	Site Name	Grid Ref
1	Alice Holt Research Station	H3	18	Kingsley Business Park	F5
2	Bentley Industrial Centre	F2	19	Kingsley Quarry	F6
3	Binswood View Business Centre	E7	20	Lindford Business Centre	G7
4	Blackmoor Esate	F8	21	Lumbry Park	B6
5	Blacknest Industrial Estate	G3	22	Midlands Farm, Headley	H7
6	Bordon Household Waste Recycling	G7	23	Norton Farm Business Park	C7
7	Bordon Trading Estate	F7	24	Passfield Business Centre	H8
8	Broxhead Trading Estate	G6	25	Passfield Mill Business Park	H8
9	Country Market	G5	26	Selborne Brickworks	E8
10	Forest Centre	G7	27	Southlands industrial Park	E8
11	Forest Lodge Garden Centre	H3	28	Tesco Superstore	G7
12	Firth End Sand Quarry	H5	29	The Depot, Isington Road	F3
13	Ganders Business Park	F5	30	The Jade Group	H7
14	Greenshields JCB	G3	31	The Wagon Park	F8
15	Hartley Business Park	C7	32	Viking Park	G8
16	Highview Business Centre	G7	33	Watermeadow Small industries	H7
17	Holyborune Oil Terminal	D3	34	Woolmer Trading Estate	G7

### Key to Symbols and Advisory Freight Routes

- Weight Limit
- Low Bridge (maximum headroom)
- Industrial Areas
- Roads for long distance journeys
- Roads for local journeys
- Roads for access only
- Roads for access only (weight limit)

Hampshire County Council and East Hampshire District Council have produced this map in order to assist lorry drivers in the Whitehill & Bordon area. Whilst every care has been taken to ensure all information is correct, Hampshire County Council and East Hampshire District Council can accept no liability for the inaccuracy of information. The County Council would be grateful to be informed of any inaccuracies which do occur so that these can be rectified in future editions. © Crown Copyright and database rights 2012. All rights reserved. HCC 100019180

## Appendix F – Public Consultation Log

Ref.	Organisation	Comments	HCC Response
1	Grayshott Parish Council	<p>Consultation survey questions are not relevant to the Parish Council.</p> <p>Concerned to read on page 5 of the document that the “B3002 – provides a connection between the A325 and the A3 at Grayshott, via Headley and Headley Down”.</p> <p>If this is a 'Freight Strategy', why does the B3002 needs to be mentioned? Councillors would appreciate it if this reference could be removed.</p>	<p>Page 5 of the Draft Freight Strategy is a descriptive section of the report which identifies the existing local highway network. It identifies that the B3002 provides a connection between the A325 and the A3, which it currently does. However, that is not to suggest that it is a route that is promoted by the Strategy.</p> <p>The Strategy identifies on Page 15 an Advisory HGV Route Network, which are the routes at both Strategic and Local level that it is proposed should carry HGV traffic. The B3002 towards and through Grayshott is <b>not</b> identified as an advisory HGV route, and so there is no intention to promote its increased use by HGV traffic. Page 5 of the Freight Strategy has been amended to make this clear.</p> <p>The Traffic Management Strategy proposes measures to reduce traffic speeds and improve pedestrian facilities along the B3002, which would reduce its attractiveness as a through route for HGVs.</p>
2	Selborne Parish Council	<p>The Freight Strategy fails to acknowledge the difficulties of local villages in dealing with the daily movement of HGV's using B roads as part of a strategic north-south route to/from the south coast ports. The Strategy fails to recognise the importance of early signposting to take such vehicles away from this immediate area. Too many B class roads are being used as a rat run to save diesel and for which there seems to be limited (at best) action by the police.</p> <p>Disagree with proposed advisory HGV route network. All HGV's using the roads as part of a strategic road network need to be signposted away from the area onto the A32 and A272 to/from the A3 and A31.</p> <p>Advisory freight map for HGV drivers could be useful, but only if supported by greatly improved local signposting on the A3, A31 and A325 and support within Sat Nav systems and improved Geo Fencing on HGV tracking systems. The B3006 shouldn't be included within the advisory HGV route network, but the A32 and A272 should be added.</p> <p>Agree with proposed supporting measures, but the strategy should also include:</p> <ul style="list-style-type: none"> <li>• the need for improved interaction with freight companies including improved Geofencing;</li> <li>• higher fines for HGV drivers found to be contravening existing weight limits; and</li> <li>• greater protection for the network of local sunken lanes to ensure availability for recreational use.</li> </ul> <p>The strategy is too heavily dependent upon the development of the Whitehill/Bordon relief road. What is plan B should the road not be built? The Parish Council has grave concerns regarding the ongoing impact of HGV's on local roads should this not be the case.</p>	<p>The B3006 is not signed as a through north-south route from either the A3 or A31, although it is acknowledged that some HGV drivers with local route knowledge may use it for this purpose. However, it is very difficult to distinguish between through HGVs and HGVs using the B3006 for access. The Police must observe an offence taking place in order to take action, but to do so can be resource intensive. Fines for this and other moving traffic offences are set by the Police, not by the County Council.</p> <p>The Traffic Management Strategy proposes the provision of enhanced gateways to Selborne, and a 40mph speed limit between the village and the A3. These measures would reduce traffic speeds and may be more effective than Police enforcement in reducing the attractiveness of the B3006 as a through route for HGVs.</p> <p>The proposed advisory HGV route network does identify the A32 and A272 as “Local” routes for HGVs. The B3006 is not included within this network, but a single section is identified on the draft advisory freight route map for HGV drivers (Appendix E) purely because it provides the shortest access from the strategic road network (i.e. the A31) to Hartley and Norton Farm Business Parks.</p> <p>The County Council will work in partnership with other highway authorities and satellite navigation system providers to identify opportunities for better signposting and geofencing of areas with vehicle weight limits. The potential role of the Freight Champion in this work has now been made clear in the Strategy (page 13).</p> <p>The Emerging Transport Strategy identifies the Relief Road as an integral part of the Whitehill &amp; Bordon development. Policy CSWB11 in the East Hampshire District Local Plan: Core Core Strategy (adopted May 2014) indicates that construction of the Relief Road will be delivered as part of the development proposals.</p>
3	Binsted Parish Council	<p>The Freight Strategy does not consider the challenge of an infrastructure in the surrounding villages which is even now insufficiently robust to support the current volume and size of freight vehicles.</p> <p>Advisory freight route map for HGV drivers could be useful, but please note the existing 7.5 tonne weight limit in force on local roads in Binsted.</p>	<p>The Relief Road and local junction improvements will be delivered as Whitehill &amp; Bordon's regeneration and growth proceeds. In tandem with traffic management improvements in local villages, it is anticipated that this will reduce the impact of freight vehicle movements.</p> <p>Page 7 of the strategy identifies an area-wide 7.5 tonne weight limit, covering Binsted.</p>

Ref.	Organisation	Comments	HCC Response
		<p>Agree with proposed supporting measures, but any new distance/height signage needs to be in both in imperial and metric units to assist continental drivers, of which there is a growing number.</p> <p>The strategy does not address the problems HGVs have in negotiating difficult corners, e.g. at the Frith End and Bucks Horn Oak junctions on the A325. It does not include a clear timetable for implementation or an evaluation plan to measure its impacts.</p>	<p>Comments re. signage are noted. Additional signs will focus on denoting advisory HGV routes and those routes unsuitable for HGVs. However, when existing traffic signs are scheduled for renewal, the use of dual imperial/metric signs will be encouraged.</p> <p>The strategy has sought to identify the most appropriate HGV routes through the area as well as the most suitable access routes to freight-generating sites. It does not encourage the use of Frith End and Bucks Horn Oak junctions – these are access only routes to Blacknest Industrial Estate.</p> <p>The Whitehill &amp; Bordon Travel Plan will form the delivery mechanism for the Freight Strategy. This will provide further details with regard to the implementation of strategy measures and how their impacts will be monitored.</p>
4	Local resident (Oakhanger)	<p>Strategy seems to be based on data mostly over five years old. Would have been better to have up to date information, including the route of the Relief Road and newer link roads to shopping/residential areas.</p> <p>Proposed advisory HGV route network simply categorises existing route patterns. It pins all hope on the Relief Road, but it will not prevent northbound traffic from rat-running through Oakhanger to the B3004 for Alton/Basingstoke. There is no enforcement of the 7.5 tonne weight restriction.</p> <p>Implying on the proposed advisory freight route map for HGV drivers that the road to Oakhanger meets a dead end at Binswood View Business Centre is naïve. Most drivers will know that by driving through the village and across Shortheath Common they can meet the B3004.</p>	<p>The majority of data cited in the strategy is derived from traffic surveys undertaken in November 2009. Data collected within five years of the present year is generally considered robust for traffic modelling purposes, and therefore it is very unlikely that the flow of HGVs on key road links in the local area, or their predominant origin/destination, has changed to an extent which would affect the recommended strategy measures.</p> <p>Enforcement of the 7.5 tonne weight restriction is a matter for the Police and they must observe an offence taking place in order to take action, but to do so can be resource intensive.</p> <p>The proposed advisory freight route map identifies the most appropriate access route to Binswood View Business Centre. The map would be aimed at new HGV drivers who would not have detailed local knowledge of alternative routes.</p>