

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member – Environment and Transport
Date:	6 September 2011
Title:	Whitehill Bordon Emerging Transport Strategy and Whitehill Bordon and Lindford Interim Town Access Plan
Reference:	3183
Report From:	Director of Economy, Transport and Environment

Contact name: Tim Wall

Tel: 01962 846877

Email: tim.wall@hants.gov.uk

1. Executive Summary

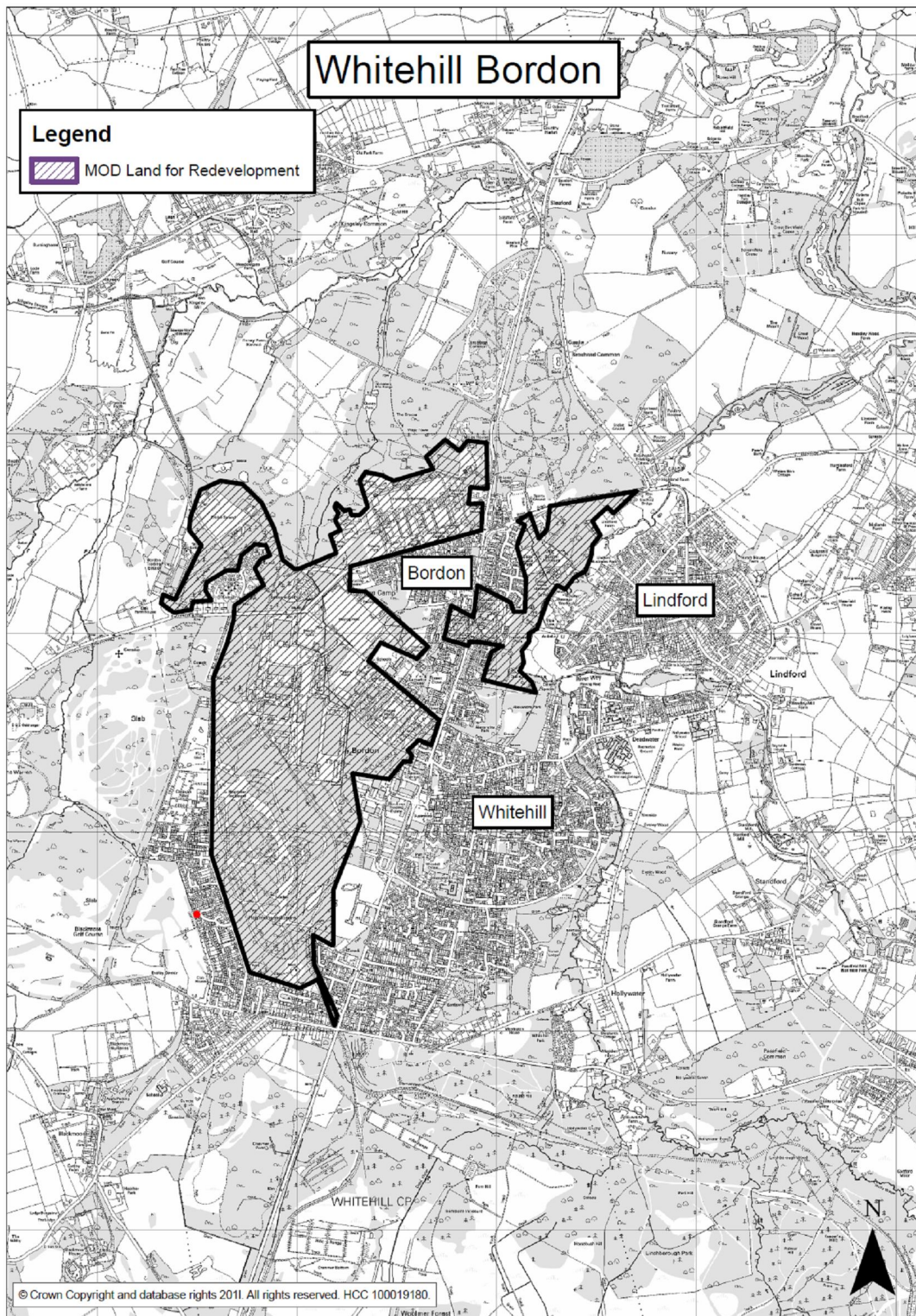
- 1.1. The purpose of this paper is to consider adoption of the September 2011 Whitehill Bordon Interim Transport Strategy, which is a 'live' and evolving document, to guide the long-term transport strategy for the Whitehill Bordon Opportunity Project, and to also consider for adoption the Interim Whitehill Bordon and Lindford Town Access Plan (TAP), to form the short-term local transport policy for the area.
- 1.2. This paper seeks to provide the latest position on the Whitehill Bordon Opportunity Project, including providing an update on recent transport work undertaken since the approval of the March 2010 Interim Transport Strategy, and to provide an overview of the changes that are now proposed to the strategy as a result of this work and developments in national policy and the project itself.
- 1.3. The paper also seeks to set out the work undertaken to develop the short-term local transport strategy for Whitehill, Bordon and Lindford through the Interim TAP, which it is intended will be used in advance of the Ministry of Defence's (MoD) withdrawal from Bordon.
- 1.4. The paper considers the potential costs of the Interim Transport Strategy and describes that the financial viability work undertaken to date demonstrates that the cost of the transport strategy is deliverable by the project. The Interim Transport Strategy and the Interim TAP will be used to ensure that any opportunities for funding that become available in advance of the major re-development of the garrison land can be maximised, particularly funding from development.

- 1.5. The adoption of the Interim Transport Strategy and the Interim TAP will also help to ensure that the County Council's policies, particularly those in the Local Transport Plan, are implemented in the town, and will provide an evidence base that will support Hampshire County Council in carrying out its Highways Development Planning functions, reducing the likelihood of adverse appeal decisions.
- 1.6. The Interim TAP will guide transport implementation up until the MoD vacates the Bordon Garrison, after which the Interim Transport Strategy provides the local transport policy. The Interim Transport Strategy will remain a live document until a planning application is made for major re-development of the MoD land, and will be updated in the future to take account of ongoing and planned transport study work.
- 1.7. The report proposes the adoption of the Interim TAP to provide policy context for the short term and the Emerging Transport Strategy to guide the longer term development of the Whitehill Bordon opportunity. It is important to note that the TAP also includes the village of Lindford within its plan area, principally to ensure that opportunities for developer funding are not lost.

2. Contextual information

Whitehill Bordon Opportunity

- 2.1 The redevelopment of Whitehill Bordon was designated in the South East Plan, and East Hampshire District Council is currently preparing its Local Development Framework Core Strategy which will seek to allocate Whitehill Bordon as a Strategic Allocation for the delivery of 4,000 new homes (potentially rising to 5,300 depending on other land in the town becoming available). Whitehill Bordon was included on the former Government's 'Eco-towns' programme in 2009.
- 2.2 A Draft Framework Masterplan for Whitehill Bordon was approved by the District Council as a 'material consideration' for planning decisions in late 2010. The Draft Framework Masterplan sets out a development framework for the provision of around 4,000 new dwellings on land likely to be vacated by the MoD.
- 2.3 In July 2011 the Government announced that the MoD will be vacating Bordon Garrison from 2014-15 and that the land currently occupied by the MoD for army technical training would become available for redevelopment. The land is shown in the following location plan:



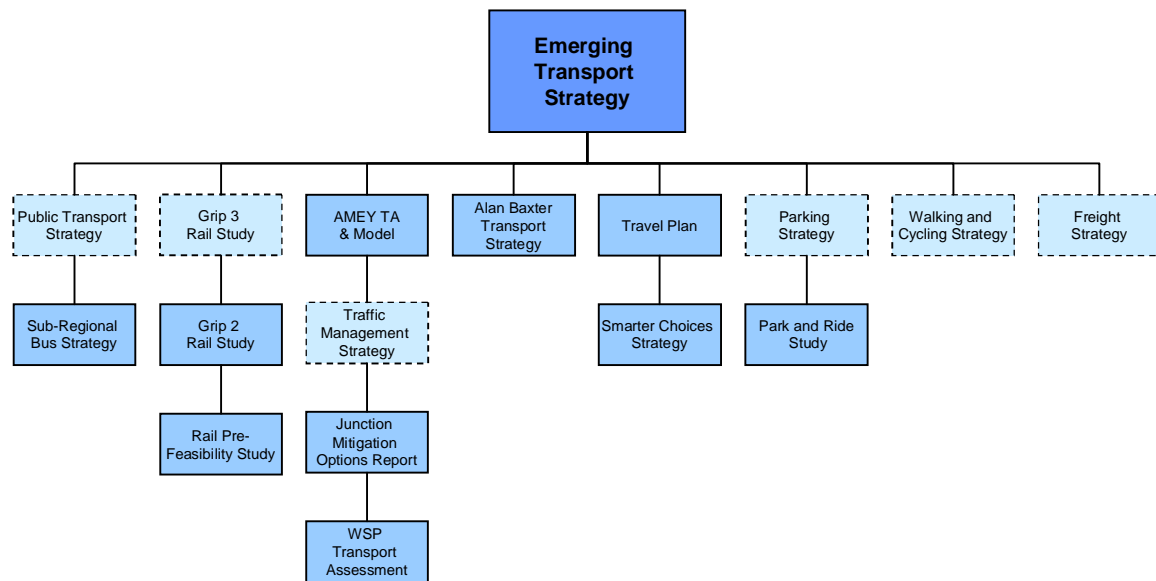
Map 1. Location Plan and MoD land holdings (released for redevelopment)

Whitehill Bordon Emerging Transport Strategy

- 2.4 In order to ensure that any re-development of the MoD land in Whitehill Bordon is brought forward in a sustainable manner, Hampshire County Council prepared an Interim Transport Strategy to provide strategic direction on transport matters. This Interim Transport Strategy was approved as a basis for consultation in March 2010 by the Executive Member for Environment.
- 2.5 The March 2010 Interim Transport Strategy outlined the principles of the multi-modal transport system which will support the delivery of the Whitehill Bordon Opportunity, developed from a series of supporting strategies, studies and evidence.
- 2.6 The March 2010 Emerging Transport Strategy sought 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.”
- 2.7 The March 2010 Emerging Transport Strategy for Whitehill Bordon was based upon three key principles:
- Reducing the Need to Travel outside the town** – By providing the appropriate jobs and facilities within the town itself, travel to surrounding towns and service centres can be significantly replaced by more local journeys, and trip lengths reduced.
- Enabling Sustainable Transport for all trips** – Transport within the town will be re-prioritised away from the car and high quality public transport systems and walking and cycling routes will be provided to enable easy and safe access to facilities and jobs.
- Managing Car Demand within and outside to the town** – While acknowledging that the car will play an important role in the operation of the future town, pro-active management of car trips within and external to the town can minimise the negative impacts of car travel, and appropriately mitigate adverse implications of car use.
- 2.8 Since the production of the March 2010 Emerging Transport Strategy there has been ongoing dialogue and consultation with stakeholders and local residents through the Infrastructure, Education and Transport Specialist Group as well as through stakeholder and parish events organised by the Whitehill Bordon Opportunity Project.
- 2.9 The ‘principles’ of the Emerging Transport Strategy have received general support, but concerns have been raised about the potential impact of the

development on the transport network should the transport targets not be met, and also regarding the deliverability of the strategy, particularly in terms of bringing in the jobs and services that will be required to make the re-development and re-generation of the town sustainable.

2.10 The Emerging Transport Strategy is a document which brings together a number of associated studies, transport evidence and travel behavioural strategies into one cohesive statement of transport policy and strategy. Its relationship to the Transport Evidence base, the Travel Behavioural Strategies and the Framework Masterplan is shown below:



2.11 A number of the supporting transport studies have now been completed, which have tested some of the assumptions and strategy proposed within the March 2010 Emerging Transport Strategy, and sought to provide a sound, credible and reliable evidence base on which the strategy can be developed. In particular the following studies have been completed:

- Transport Evidence Base
- Junction Mitigation Report (see below)
- Framework Travel Plan
- Rail Feasibility Study

2.12 The junction mitigation report is a particularly key piece of evidence. The report assesses the impact of traffic generated by the development by 2026 on a total of twenty junctions. The study identifies the need to improve thirteen of the junctions, thereby allowing all junctions to operate within capacity even in the 'worst case' traffic generation scenario.

2.13 There have also been a number of significant developments in the project, most significantly with the recent announcement by the MoD to vacate the

Bordon Garrison and the adoption of the Draft Framework Masterplan by East Hampshire District Council.

- 2.14 Due to these changes, and the additional information provided by the transport studies carried out to date, an updated Emerging Transport Strategy has been prepared to provide a current statement of Transport Strategy for Whitehill Bordon, and to support the District Council's Core Strategy allocation of major development and regeneration at Whitehill Bordon.
- 2.15 The September 2011 emerging Transport Strategy retains the three overarching transport principles established in the March 2010 document, but provides greater guidance and clarity on the future transport strategy, drawing from the studies undertaken.
- 2.16 In particular the September 2011 Emerging Transport Strategy provides the following changes and strategy updates:
- (i) provides an update to local and national planning and transport policy;
 - (ii) refreshes the previous targets relating to transport;
 - (iii) provides a series of Whitehill Bordon Transport Policies to align the Strategy to national and local transport and planning policy;
 - (iv) provides greater detail and information on future approaches, in particular relating to:
 - a) the potential for a direct Rail connection to the town
 - b) the smarter choices measures identified within the Framework Travel Plan
 - c) the likely highway measures that will be required to mitigate the impact of the development;
 - (v) updates progress on the delivery of the transport 'Early Win' projects; and
 - (vi) provides greater detail on likely costs and delivery of the Transport Strategy.
- 2.17 The Emerging Transport Strategy is a 'live' and evolving document, and it is intended that the document will be further updated in advance of any planning application for major development to take account of ongoing transport work, and any policy changes that are likely to occur, particularly with the introduction of the National Planning Policy Framework.

Whitehill, Bordon and Lindford Interim Town Access Plan

- 2.18 The third Local Transport Plan (2011-31) gives a high level strategic vision for transport in Hampshire and provides the context for the delivery of more detailed transport policies. Town Access Plans, which were originally presented as a policy tool in the second LTP, remain an important mechanism for helping to secure and prioritise transport improvements at the local level. It is also the intention that District Statements are developed, which will cover whole districts, encompassing the TAP and non-TAP areas.

- 2.19 District Statements will be vital in encompassing the TAPs but also addressing the lack of detailed local transport policy outside of the TAP areas. It is proposed that a District Statement will be developed for East Hampshire during 2011/12.
- 2.20 An Interim Whitehill Bordon and Lindford TAP has been developed which provides the short-term local transport strategy for the area, and has been developed to cover the interim period until the MoD withdraw from Bordon Garrison (expected 2014/15). The Interim TAP covers the built up areas of Whitehill, Bordon and Lindford and will guide transport investment in the short-term.
- 2.21 The Interim Whitehill Bordon and Lindford TAP has been developed to identify the current barriers to access for walking and cycling, traffic, and public and community transport, and provides an Action Plan of schemes that can be provided to assist with new development and securing contributions from developers' from future development.
- 2.22 The broad aims of the Interim Whitehill Bordon and Lindford TAP are to:
- (i) Identify the interim transport needs of Whitehill, Bordon and Lindford and prepare sustainable solutions for meeting those needs through the appropriate deployment of resources.
 - (ii) Identify ways in which development can contribute to the delivery of the strategy's proposals.
 - (iii) Prepare a programme of improvements that build upon existing transport provision and enhance accessibility in and around Whitehill, Bordon and Lindford prior to potential major development.
 - (iv) Ensure that development is compatible with future opportunities in Whitehill, Bordon and Lindford and that it provides a foundation for the longer term.
- 2.23 The objectives of the Interim Whitehill Bordon and Lindford TAP are:
- (i) Improving accessibility throughout Whitehill, Bordon and Lindford by all more sustainable modes of transport, notably walking, cycling and public transport.
 - (ii) Enhance Whitehill, Bordon and Lindford as an important centre to live, work and visit by creating good access via sustainable modes to and within it.
 - (iii) Support the local economy by providing improved transport infrastructure.
 - (iv) Integrating transport proposals with land use development.
 - (v) Promote social inclusion and access for all.
 - (vi) Improve personal safety for pedestrians and cyclists.
 - (vii) Encourage healthier and more active lifestyles through better access to leisure facilities.

- 2.24 The identification of schemes, presented in the Action Plan, has been undertaken in conjunction with local Members and stakeholders, including through a Workshop event held in Bordon in March 2011, and has been informed by work previously undertaken to consider accessibility in the area by Hampshire County Council in 2007.
- 2.25 The Action Plan of measures provides a list of schemes which can be delivered in advance of the major development on the Bordon Garrison land.
- 2.26 As noted above, the TAP incorporates the village of Lindford, as well as covering Whitehill and Bordon. This ensures that the interim policy has sufficiently wide coverage and will assist in securing developer contributions, in the event that development comes forward locally in the short term.

3. Finance

Whitehill Bordon Emerging Transport Strategy

- 3.1 The Interim Transport Strategy details the high-level cost estimates of the strategy approaches and interventions identified in the Action Plan.
- 3.2 These costs for the transport package of measures have been used to appraise the viability of the development, which has at this stage demonstrated that the Whitehill Bordon Opportunity would be capable of funding the strategy proposed and remaining viable.
- 3.3 The Interim Transport Strategy indicates that the Whitehill Bordon Opportunity development will be required to fund the implementation of much of the transport strategy, and that significant Hampshire County Council funding cannot be expected.
- 3.4 There may be additional funding opportunities identified with potential future funding provided through Government Sources, European Sources and private funding that should be explored. The work undertaken to date, and the adoption of the Interim Transport Strategy, will help ensure that the Whitehill Bordon Opportunity is well placed to bid for funding that becomes available.

Interim Whitehill Bordon and Lindford TAP

- 3.5 The Action Plan schedules contained within the TAP will be used to primarily direct developer funding, secured through the development control planning process, to the most appropriate improvement scheme for the town and development.
- 3.6 The TAP refers to the adopted Hampshire County Council Transport Contributions Policy which sets out the financial requirements arising from new development.

- 3.7 The TAP has the potential to act as a bidding document for funds available through third parties such as cycle organisations for example.

4. Performance

- 4.1 The adoption of both the Emerging Transport Strategy and the Interim Whitehill, Bordon and Lindford TAP will enable Hampshire County Council to negotiate with developers to secure transportation contributions from development based upon sound and supported evidence, and will ensure that opportunities for funding to support the strategy and principles can be maximised.
- 4.2 The adoption of both the Emerging Transport Strategy and the Interim TAP will reduce the risk of Hampshire County Council receiving adverse appeal decisions due to the lack of adequate evidence of infrastructure need or delivery.
- 4.3 The measures identified in both the Emerging Transport Strategy and the Interim TAP were informed by Stakeholder Workshops, a site audit and consultation, and support the principles and policies of Hampshire County Council's third Local Transport Plan as well as other local and national transport and planning policy.

5. Member Consultation

- 5.1 There has been ongoing dialogue with local County Members as part of the engagement processes for the Whitehill Bordon Opportunity Project and through Town Access Plan workshops.
- 5.2 The local Members for Whitehill Bordon and Lindford and for surrounding divisions have been consulted on the draft documents. Their views will be reported to the Decision Day.

6. Future direction

Whitehill Bordon Emerging Transport Strategy

- 6.1 Hampshire County Council is in the process of commissioning three further studies using DCLG funding:
- (i) Whitehill Bordon Walking and Cycling Strategy
 - (ii) Whitehill Bordon Car Parking Strategy
 - (iii) Whitehill Bordon Traffic Management Strategy
- 6.2 In addition to these studies, further work in the next year is expected to develop the Public Transport Strategy and the Freight Strategy for the town.

- 6.3 On completion of this work, and in advance of any major planning application for re-development of Whitehill Bordon, the Emerging Transport Strategy will be further updated. This is expected to be in late 2012.

Interim Whitehill Bordon and Lindford TAP

- 6.4 The Interim Whitehill, Bordon and Lindford TAP will remain as a statement of local transport policy until the MoD withdraws from the Bordon Garrison (expected in 2014/15).
- 6.5 Monitoring of the schemes implemented through the TAP will be undertaken to ensure the schemes meet the needs of the town and the development. This might be in the form of surveys (speed, flow, pedestrians/cyclists) or through community feedback primarily sought from various local groups or forums.
- 6.6 The TAP will be submitted to the East Hampshire District Highways Meetings for information.

7 Recommendations

- 7.1 That the September 2011 Emerging Transport Strategy be adopted by Hampshire County Council as a statement of current transport policy to guide and support the development and regeneration of Whitehill Bordon.
- 7.2 That East Hampshire District Council be advised of the Emerging Transport Strategy for incorporation as part of the evidence base to support its Core Strategy allocation of major development at Whitehill Bordon.
- 7.3 That the Whitehill Bordon Interim Town Access Plan be adopted by Hampshire County Council as a statement for local transport policy in Whitehill, Bordon and Lindford for the period prior to finalisation of the future transport arrangements in support of the Whitehill Bordon Opportunity.
- 7.4 That the Director of Economy, Transport and Environment be given delegated authority to periodically update the specific projects in the Whitehill Bordon and Lindford Town Access Plan, in consultation with the Executive Member for Environment and Transport.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	Yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	Yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	Yes
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Whitehill Bordon Interim Transport Strategy and growth funding transport allocation	<u>Reference</u> 1382	<u>Date</u> 9 March 2010
Direct links to specific legislation or Government Directives		
<u>Title</u> None		<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
September 2011 Whitehill Bordon Interim Transport Strategy	Electronic
Interim Whitehill, Bordon and Lindford Town Access Plan	Electronic

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

1.1 Not applicable

2. Impact on Crime and Disorder:

2.1 Not applicable

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

The September 2011 Interim Transport Strategy and the Interim Whitehill, Bordon and Lindford Town Access Plan set out a sustainable strategy to reduce the impact of development in the short and long term, to reduce carbon emissions and to promote sustainable travel where possible.

The implementation of the strategies will reduce carbon emissions and energy consumption, and deliver sustainable growth.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The September 2011 Emerging Transport Strategy will develop to become the long term strategy for the development of significant growth in East Hampshire. The strategy focuses on tackling climate change through the promotion of sustainable travel, the reduction in pollution associated with travel and reducing car dependency.