

**HAMPSHIRE COUNTY COUNCIL****Decision Report**

<b>Decision Maker:</b>	Executive Member for Environment and Transport
<b>Date:</b>	2 April 2013
<b>Title:</b>	Whitehill & Bordon Transport Strategies
<b>Reference:</b>	4788
<b>Report From:</b>	Director of Economy, Transport and Environment

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## **1. Executive Summary**

1.1. The purpose of this paper is to outline the content of four transport strategies that have been developed to guide the future regeneration of Whitehill & Bordon. These four transport strategies have been carried out under the framework set by the Emerging Transport Strategy (adopted September 2011) and consist of:

- Whitehill & Bordon Walking and Cycling Strategy;
- Whitehill & Bordon Parking Strategy;
- Whitehill & Bordon Traffic Management Strategy; and
- Whitehill & Bordon Public Transport Strategy.

1.2. This paper outlines the process taken to develop these transport strategies, including the consultation undertaken throughout their production. The paper also outlines the key findings of each strategy and provides information on how these documents will be used in the future to guide the regeneration of Whitehill & Bordon.

## **2. Background information**

2.1. The MoD has announced its intention to vacate the Bordon Garrison in 2015. This provides an opportunity for large-scale regeneration and re-development of the MoD estate in Bordon.

2.2. A Masterplan for Whitehill & Bordon has been developed and was adopted by East Hampshire District Council in May 2012. The Masterplan identifies the potential for re-development of the land for the delivery of up to 4,000 dwellings, community facilities, 122,000sqm commercial space and 30,000sqm retail space within a new town centre.

- 2.3. Re-development at Whitehill & Bordon is identified in the South East Plan. The land at Whitehill & Bordon is also proposed as a 'Strategic Allocation' within the Joint East Hampshire District and South Downs National Park Core Strategy. The Core Strategy Examination has currently been suspended, with an expected resumption in October 2013. The adoption of the Core Strategy will provide the planning policy certainty required for the delivery of the Whitehill & Bordon project.
- 2.4 In order to guide the sustainable regeneration of Whitehill & Bordon, the County Council developed and adopted an Emerging Transport Strategy in March 2011. This Strategy brings together a number of associated studies, transport evidence and travel behavioural strategies into one cohesive statement of transport policy and strategy.
- 2.5 The Emerging Transport Strategy identified the need for further work to be carried out, including the work that is the subject of this paper.

### **3. Whitehill & Bordon Walking and Cycling Strategy**

- 3.1. WSP Development and Transportation were commissioned under the IESE Framework to prepare a Walking and Cycling Strategy for Whitehill & Bordon. A copy of the finalised strategy is provided at Appendix 1.
- 3.2. The Walking and Cycling Strategy has been produced to identify how walking and cycling links within Whitehill & Bordon can be delivered in line with the aspirations of the Masterplan. Creating consistent, coherent and attractive walking and cycling links within the existing and future town will be critical to achieving a quality sustainable regeneration of Whitehill & Bordon, and to providing residents and employees with a range of realistic travel choices in the future.

#### *Strategy Development*

- 3.3. The Walking and Cycling Strategy has been developed using the following approach:
  - examination of the national, regional and local policy context for walking and cycling;
  - analysis, background review and route audits of the existing provision of walking and cycling infrastructure;
  - ACCESSION modelling;
  - analysis of Personal Injury Accident Analysis;
  - public and stakeholder consultation; and
  - determination of recommendations for improving walking and cycling infrastructure in Whitehill & Bordon.

*Key Issues Identified*

3.4 The following key issues for walking and cycling in Whitehill & Bordon were identified:

- lack of local trip generators that positively attract residents to Whitehill & Bordon and the corresponding level of trips that are made to other town centres;
- low level of leisure based walking and cycling activity that occurs within/around Whitehill & Bordon;
- the inconsistent provision for both walking and cycling along the proposed Green Grid/Green Loop routes;
- A325 severance which prevents trips by walking and cycling across the community;
- personal Injury Accidents involving children;
- permeability and legibility of existing walking and cycling routes;
- crossing points that impact on the ability of a wider range of users to access walking and cycling networks;
- high traffic flows that deter other uses of the local road network and routes; and
- topography which creates difficulties for those who are less mobile.

*Study Recommendations*

3.5 Following conclusion of the background research, the study identifies the following recommendations:

- provision of a network of new links to improve walking and cycling connectivity across Whitehill & Bordon;
- a change in character for the A325 to encourage its use as a main route for walking and cycling;
- provision of new crossing points to provide easier access across main routes;
- recommended speed reduction areas to encourage walking and cycling;
- dedicated route facilities to provide better signage, encourage their greater use and to provide rest points; and
- a consistent approach to walking and cycling networks across existing and proposed areas of the Whitehill & Bordon settlement areas.

3.6 The Walking and Cycling Strategy sets out a programme of improvement measures to existing and future walking and cycling infrastructure in the town, and identifies suggested delivery timescales. Figures 7 - 9 of the Strategy bring together the findings of the work, and identify the future walking and cycling network in the town.

3.7 The draft strategy was subject to public consultation during late 2012, which resulted in a number of detailed comments being made on some of the walking and cycling routes proposed, and identified a number of environmental sensitivities with some of the improvements suggested. The

Strategy has where possible been revised to address the comments raised during the consultation and a consultation log is included within the final Walking and Cycling Strategy to identify the comments made and the actions taken.

- 3.8 It is considered that the final Walking and Cycling Strategy sets out a realistic and deliverable framework for future improvements to walking and cycling in accordance with the adopted Masterplan.

#### **4. Whitehill & Bordon Parking Strategy**

- 4.1. WSP Development and Transportation were commissioned under the IESE Framework to prepare a Parking Strategy for Whitehill & Bordon. A copy of the finalised strategy is provided at Appendix 2.
- 4.2. The Parking Strategy has been produced to consider what level of car parking provision will be required to serve the proposed development outlined in the Masterplan, and to consider how future car parking should be provided in the town. In order for Whitehill & Bordon to be a successful and attractive town in the future, adequate car parking must be provided to serve the town. At the same time, a careful balance needs to be struck between providing car parking to ensure that Whitehill & Bordon is an attractive place to live and work, and in promoting sustainable travel and ensuring efficient use of available land.

#### *Strategy Development*

- 4.3. The following approach was adopted to develop the Parking Strategy:
- examination of the national, regional and local policy context for provision of car parking and consideration of recent changes to parking policy direction;
  - a review of parking measures and the management systems employed elsewhere to provide an indication of what can be achieved (Case Studies);
  - an understanding of the current provision of off street car parking spaces in Whitehill & Bordon and existing residential parking demand;
  - an assessment of daily traffic volumes related to the land uses included in the development proposals;
  - review of future parking demand for the range of land uses contained within the Whitehill & Bordon Eco-town Masterplan with consideration of associated daily parking profiles and Parking Strategy viability advice received from Savills; and
  - refinement of parking demand forecasts following implementation of parking measures and management options based on the current Masterplan and mix of both residential and non-residential land uses.

### *Key Findings*

4.4 The Strategy highlights the following key findings:

- a review of 2001 Census indicated that the average car ownership for flats and houses in Whitehill & Bordon is 0.913 and 1.582 respectively, equating to an overall average ownership of 1.59 cars per household. The recently released 2011 Census data identifies a reduction in car ownership in the town to 1.55 cars per household;
- site visits revealed that the majority of off-street council and privately operated car parks are under-utilised, particularly those at the Forest Centre, as confirmed by occupancy surveys; and
- there are pressures on existing residential parking due to insufficient private off-street provision and stakeholders have expressed the need for better enforcement.

### *Policy Tools*

4.5 Having calculated the level of un-restrained parking required across all land uses proposed within the town, the Parking Strategy considers how the following policy tools could be applied to parking demand management in Whitehill & Bordon:

- Shared-Use parking arrangements;
- Parking Barns;
- Allocated and unallocated parking provision;
- Park and Ride;
- Car clubs;
- Disabled parking;
- Residential parking charges;
- Workplace Parking Levies; and
- Decriminalised Parking Enforcement (DPE)/(CPZ).

### *Recommendations*

4.6 Based upon the research of likely demand for parking in the town, associated with existing and future uses, and following a review of best practice examples and parking management tools, the Parking Strategy provides advice on the future level of car parking that should be provided.

4.7 Advice received from Savills as part of the Strategy identified that to provide a lower standard of car parking would detrimentally impact on the future expected property values that could be achieved in the town. For that reason, the Parking Strategy does not seek to restrict parking provision. The standards set out provide parking for up to 1.59 spaces per dwelling, which is consistent with the identified car ownership levels in Whitehill & Bordon. The success of the identified car parking strategies will be closely monitored through the occupation of the development.

4.8 The draft strategy was subject to public consultation during late 2012, which resulted in a number of comments being made on the approach set out in the

Parking Strategy. The Strategy has, where possible, been revised to address the comments raised during the consultation and a consultation log is included within the final Parking Strategy to identify the comments made and the actions taken.

- 4.9 It is considered that the final Parking Strategy sets out a realistic and deliverable framework for future parking provision, which balances the need to ensure sufficient car parking is provided and that development is viable, with the need to ensure effective use of available land and promotion of sustainable transport.

## **5. Whitehill & Bordon Traffic Management Strategy**

- 5.1. WSP Development and Transportation were commissioned under the IESE Framework to prepare a Traffic Management Strategy for Whitehill & Bordon. A copy of the finalised strategy is provided at Appendix 3.
- 5.2. The Traffic Management Strategy has been produced to consider what options are available to ensure that the traffic impact of the proposed re-development within local villages can be appropriately mitigated.

### *Strategy Development*

- 5.3 The Traffic Management Strategy was developed following the methodology outlined below:
- **Stage One** – Gather information on the character and context of routes and villages, (speed, volume, accident records);
  - **Stage Two** – Consultation meetings with local town and parish councils;
  - **Stage Three** – Identify potential traffic management measures and assess the benefits of installing such measures in each location;
  - **Stage Four** – Propose a Traffic Management Strategy incorporating measures that will help resolve existing and future transport and traffic issues;
  - **Stage Five** – Conduct a further local consultation on each proposed Traffic Management Strategy with town and parish councils;
  - **Stage 6** – Public Consultation on draft strategy.

### *Toolkit of Measures*

- 5.4 Once the key issues in each location had been identified, a toolkit of possible improvement options was identified and considered in the context of each village/town location and against the identified issues that had been raised by the key stakeholders. These measures comprised:
- speed limits;
  - vertical measures;
  - horizontal measures;
  - gateways and entry treatments;
  - Road Markings and traffic signs;

- junction changes;
- vehicle activated signage; and
- street lighting.

#### *Recommendations*

- 5.5 The Traffic Management Strategy identifies a package of options for each village/town location studied, which would help to mitigate the impact of the proposed development. The packages of options are outlined in the strategy, and plans detailing the measures included in its Appendices.
- 5.6 In addition to the local specific measures identified, the Strategy identified the following requirements to address area wide traffic management issues:
- Traffic Signage Strategy;
  - Freight Routing Strategy; and
  - Speed Limit Strategy.
- 5.7 The draft strategy was subject to public consultation during late 2012, which resulted in a number of comments being made on the traffic management options identified for each village/town location. The Strategy has where possible been revised to address the comments raised during the consultation and a consultation log is included within the final Traffic Management Strategy to identify the comments made and the actions taken.
- 5.8 It is considered that the final Traffic Management Strategy sets out a viable package of options that could be brought forward to mitigate the impact of development in local roads and village locations. The level of intervention identified corresponds with the likely impact of the regeneration of Whitehill & Bordon and is considered proportionate to the impact.

## **6. Whitehill & Bordon Public Transport Strategy**

- 6.1. A Public Transport Strategy has been produced to set out how the future public transport system in Whitehill & Bordon will be delivered, and to identify the measures needed to ensure that there is a 'step-change' in public transport provision in the town.
- 6.2. Hampshire County Council has developed a Public Transport Strategy which is provided at Appendix 4.

#### *Current Challenges*

- 6.3 The existing level of public transport provision in the town is inadequate to support the sustainable regeneration of Whitehill & Bordon. At present the town is served by only the Service 13 and Service 18, with no evening and Sunday services, and bus boardings in the town are limited. Only 4% of existing trips in the town are made by public transport.
- 6.4 Previous work carried out by the County Council identified that the main barriers to public transport use in the town are:

- low bus frequencies make rail connections difficult;
- need to change between buses to complete many journeys; and
- facilities could be improved (i.e. at bus stops and the pedestrian linkages to them).

### *Strategy Development*

6.5 The Public Transport Strategy considered what options are available for improvement in public transport in the town, and considered:

- Heavy rail;
- Light rail;
- Ultra light rail;
- Bus rapid transit; and
- conventional bus.

### *Heavy Rail Option*

6.6 The previously completed GRIP 2 study found that the only option that offered sufficient Value for Money to continue to study was the heavy rail 'through-route' option from Whitehill & Bordon to Bentley. On this basis, the GRIP 3 Study considered only this option.

6.7 The GRIP 3 Study, an Appendix to the Public Transport Strategy, concluded that:

- creating new train paths to accommodate the London Waterloo service would require re-cast of the entire SWT timetable, which would be very unlikely for a minor infrastructure item (in Network Rail terms);
- two options could be delivered without a significant timetable re-cast:
  - Alternating services to Alton and Whitehill & Bordon, i.e. hourly service to both towns. Delivers BCR of 1.20:1, i.e. '**Low**' value for money.
  - Amending the Ascot to Guildford service, i.e. half-hourly service Whitehill & Bordon to Ascot. BCR of 0.56:1, i.e. '**Poor**' value for money;
- funding is very difficult to secure given low BCRs and there is a likely requirement for ongoing revenue support; and
- under present circumstances it is unlikely that the reintroduction of heavy rail services from Whitehill & Bordon will be possible during the period covered by the Masterplan (this view is endorsed by Network Rail and SWT).

### *Light Rail Options*

6.8 Options to deliver light rail services to and within the town were considered. GRIP 2, and the further work carried out as part of GRIP 3, found that light rail options would offer '**Poor**' Value for Money, with a BCR of 0.2:1. This is primarily because of the lower travel demand than heavy rail, but with

retained significant capital costs. The lower demand is due to slower journey times and the need to interchange at Bentley.

#### *Ultra-light Rail Options*

6.9 Options to deliver Ultra-Light Rail (ULR) options to Whitehill & Bordon have also been considered. These systems are slower than heavy and light rail, but have lower capital costs. For similar reasons as light rail (slower journey times and the need for interchange), demand is far less than heavy rail, and the calculated Value for Money for ULR systems is 0.75:1, representing 'Poor' Value for Money.

#### *Bus Rapid Transit Options*

6.10 Bus Rapid Transit Options were considered to serve the town. The best performing route option was that to Bentley, offering a BCR of 0.23:1, representing 'Poor' Value for money. This is due to reduced patronage against rail due to slower journey times and the need to interchange. BRT systems still carry significant capital costs, and the ultimate journey times to Farnham and beyond may be inferior to conventional bus.

#### *Conventional Bus Options*

6.11 As set out above, all other options to conventional bus do not offer adequate Value for Money. The Public Transport Strategy therefore proposes major improvements in bus frequencies and route coverage, with services designed to deliver rail/bus interchange as seamlessly as possible. These services are split into three levels:

- Town Services;
- Local Services; and
- Sub-regional services.

6.12 The Strategy proposes high quality bus services that will be complemented by local infrastructure improvements, information/marketing and other transport strategies.

6.13 The Strategy identifies that the improvements will be delivered in phases as the town expands, and identifies a possible delivery timescale. It will be necessary to ensure early improvements to affect and influence the travel behaviour of new residents.

6.14 The Strategy also identifies that there will be a series of supporting measures in addition to the improved and additional bus routes:

- Town centre Transport Hub/improved bus stops;
- Inner Relief Road;
- potential bus gates on residential streets;
- junction capacity improvements;
- potential Selective Vehicle Detection (SVD) at signalised junctions;

- Information/Marketing/Branding; and
  - other transport strategies (car parking, walking and cycling, freight, Travel Plan).
- 6.15 The draft strategy was subject to public consultation during late 2012, which resulted in a number of comments being made on the level and nature of public transport provision proposed. The Strategy has, where possible, been revised to address the comments raised during the consultation and a consultation log is included within the final Strategy to identify the comments made and the actions taken.
- 6.16 It is considered that the final Public Transport Strategy sets out a realistic and deliverable package of public transport improvements that would, if delivered, provide a step-change in travel provision for residents and employees of Whitehill & Bordon.

## **7. Finance**

- 7.1. The full cost of the development of the four strategies has been met by the Department for Communities and Local Government (DCLG) grant to the Whitehill & Bordon project.
- 7.2. The four strategies have identified a series of infrastructure and service improvements required to support the sustainable regeneration of Whitehill & Bordon, and help to refine the infrastructure costs identified in the Emerging Transport Strategy (September 2011).
- 7.3. These revised infrastructure costs will feed into ongoing project viability and funding work, and will better position the County Council and the wider project team to maximise bidding opportunities for funding as they become available.

## **8. Performance**

- 8.1. The adoption of the four transport strategies under the Emerging Transport Strategy (September 2011) provide essential detail to the delivery of the transport strategy for the Whitehill & Bordon project. These strategies position the project well to maximise future funding opportunities and to define clearly what infrastructure is expected of future developers for the land.

## **9. Future direction**

- 9.1. Further work is continuing on other aspects of the transport strategy for the project, namely the development of the Inner Relief Road and the A325 Urban Design and Traffic Management Strategy. A Freight Strategy will also be developed during 2013.
- 9.2. A number of the consultation comments raised in response to the Traffic Management Strategy related to wider issues outside the scope of the study.

These were principally related to the treatment of the wider A325 corridor, and the need for improvements on the A325 to the north of the town, including a by-pass at Wrecclesham. The County Council is continuing to work with Surrey on these matters, and Surrey County Council have themselves been engaged in this work. It is anticipated that the Emerging Transport Strategy will be updated later in 2013 so that a single, comprehensive transport strategy document exists to provide direction and clarity to the landowners in developing future planning applications for the land. It is expected that this will be put forward for approval in Autumn 2013.

## **10. Recommendation**

- 10.1 That the Whitehill & Bordon Walking and Cycling Strategy, Parking Strategy, Traffic Management Strategy and Public Transport Strategy be approved and adopted by Hampshire County Council under the Emerging Transport Strategy for Whitehill & Bordon (September 2011).

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

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Whitehill Bordon Interim Transport Strategy and growth funding transport allocation	1382	9 March 2010
Whitehill Bordon Emerging Transport Strategy	3183	6 September 2011
Public Transport Strategy for Whitehill & Bordon	4217	11 September 2012
<b>Direct links to specific legislation or Government Directives</b>		
<u>Title</u>		<u>Date</u>
None		None

**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>
Whitehill & Bordon Walking and Cycling Strategy	Hantsfile
Whitehill & Bordon Car Parking Strategy	Hantsfile
Whitehill & Bordon Traffic Management Strategy	Hantsfile
Whitehill & Bordon Public Transport Strategy	Hantsfile

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

- 1.1 The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives. The website contains a summary [assessment of the impacts](#) on Developing Hampshire's Highway Network and Systems, Delivering Infrastructure Hampshire Needs and Reducing Barriers to Sustainable Economic Growth Across Hampshire.
- 1.2 It is considered that the issues covered by this report will not have impacts requiring further specific actions by the Council above those already established in its existing policies and working procedures.

### **2. Impact on Crime and Disorder:**

- 2.1 It is not considered that the issues covered by this report will have a significant impact on crime and disorder in Hampshire.

### **3. Climate Change:**

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

The strategies the subject of this report propose the delivery of transport infrastructure and service improvements alongside growth. The Public Transport Strategy and Walking and Cycling Strategy identify sustainable transport improvements that when implemented will serve to encourage sustainable travel, reducing car-borne trips, and reducing the carbon footprint and resource consumption. The Parking strategy strikes a balance between needing to provide for car ownership and in promoting parking measures that encourage sustainable travel.

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

The strategies the subject of this report form part of the long-term transport strategy for the regeneration and development of Whitehill & Bordon and set out a comprehensive approach to delivering transport choices to future workers and residents in the town. These measures, when implemented, will seek to instil and promote sustainable travel behaviour within the town, reducing carbon consumption and travel emissions, and responding to climate change.