



Christchurch and East Dorset Core Strategy Examination

<p>MATTER 6: BOURNEMOUTH AIRPORT (BA1, BA2, BA3)</p>

Statement by Christchurch and East Dorset Councils



Prepared by Christchurch Borough Council and
East Dorset District Council

August 2013

1 Issue 1: Changes to Green Belt Boundaries

Response to Issue

Issue 1: Are the changes to Green Belt boundaries at Bournemouth Airport justified?

1.1 Core Strategy policies BA2 and BA3 propose to remove Bournemouth Airport from the Green Belt in order to facilitate growth of airport facilities which can be achieved within environmental limits.

1.2 Paragraph 83 of the National Planning Policy Framework states that, ***"Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan."*** Therefore, it is consistent with national policy to review the Green Belt through the Core Strategy.

1.3 In his statement of the 6th September 2012 Eric Pickles in support of locally led development stated that, ***"We encourage councils to use the flexibilities set out in the National Planning Policy Framework to tailor the extent of Green Belt land in their areas to reflect local circumstances"***.

1.4 Exceptional circumstances remain for changes to the Green Belt at Bournemouth Airport which are as follows:

1.5 The Green Belt designation at Bournemouth Airport is a constraint to growth and introduces uncertainty, requiring development proposals to be assessed on 'very special circumstances'. This impedes the ability to plan strategically and fulfil the strategy set out for the airport in the Core Strategy. Removal of the land within the existing operational airport boundary will provide the flexibility for improvement in airport operational facilities in accordance with Policy BA2 of the Core Strategy (Document, SD28) which has been informed by the 2007 Airport Master Plan (Document, ED48.2). There are key linkages between the Airport and the Business Park, with many businesses making use of airport facilities (such as aviation related industries). In this respect, the proposed amendment to the Green Belt helps to facilitate economic growth across the whole site.

1.6 The 80ha employment site that adjoins the Airport has already been removed from the Green Belt, and removal of the site as a whole allows for a more consistent approach to be applied to maximise the economic potential of the entire airport site.

1.7 The Future of Air Transport White Paper (2003) as confirmed by the 2006 Progress Report set out a strategic framework for the development of airport capacity in the United Kingdom over the next 30 years, against the background of wider developments in air transport. The White Paper supported additional terminal capacity within the airport boundary at Bournemouth Airport, subject to action to minimise impacts on environmentally sensitive sites and improved surface access.

1.8 In March 2013 the Government published the Aviation Policy Framework which sets out the Government's objectives and principles on aviation to guide plans and decisions at a local and regional level. The Aviation Policy Framework does replace the 2003 Air Transport White Paper as Government's policy on aviation, alongside any decisions Government makes following the recommendations of the independent Airports Commission. However,

unlike the 2003 Air Transport White Paper It does not set out in detail which specific developments would be supported at particular airports across the UK, but is clear that it is a key priority to make better use of existing capacity at all UK airports.

1.9 The Davies Commission is responsible for leading an independent review of all the options that relate to an examination of the scale and timing of any additional capacity required for the UK to retain its aviation hub status. The Airports Commission is due to publish an interim report by the end of 2013 providing recommendations for immediate actions to improve the use of existing runway capacity and to conduct a first sift of longer term options. The Airports Commission is due to publish a final report by the summer of 2015. The Commission's report is anticipated to set out the strategic role of Bournemouth Airport in contributing towards meeting the UK's international connectivity needs that support sustainable economic growth.

1.10 Manchester Airports Group has produced a submission to the Davies Commission in May 2013 which set out the capacity of their airports, including Bournemouth Airport. This includes the contribution that Bournemouth Airport can make in relieving pressure on airports in the South East, including Heathrow. Significant growth can be achieved in the south east by using spare capacity at less congested airports such as at Bournemouth Airport. Bournemouth Airport has existing capacity for 3 mppa and has the capability to grow to 4.5 mppa without the need for major infrastructure investment. Additional capacity may be required at Bournemouth Airport in relation to increases in peak hour passenger throughput in addition to growth in annual passenger throughput.

1.11 Although the South West Regional Spatial Strategy (Document, OD18) has now been revoked, evidence and debate at the EIP provides a sound basis to inform Core Strategy policy. The RSS acknowledged the role of Bournemouth Airport to the sub regional economy, with projected passenger growth and need to improve surface access and terminal facilities which provide exceptional circumstances for amendment to the Green Belt. Policy HMA7 dealing with the Bournemouth and Poole HMA set out a strategy for alterations to the South East Dorset Green Belt which included removal of the Green Belt at Bournemouth Airport, having regard to the development needs of the airport.

1.12 Although the Bournemouth, Dorset and Poole Structure Plan (2001), (OD1) has been revoked it provides a strategic policy basis that has informed the preparation of the Core Strategy. Economy Policy E identified Bournemouth Airport as a major growth point for employment. This site is identified as contributing to the objectives of the plan and the needs of the Dorset population beyond the Structure Plan period. The Structure Plan identifies the airport as offering 'the potential to be developed as a centre of aviation excellence, both as an operational airport and as an attractive environment for high technology firms.....' (4.30) 'The airport offers a unique opportunity for employment generation in South East Dorset and is expected to make a significant contribution to the area's economy during and beyond the plan period of the Structure Plan' (4.31).

1.13 Transport policy T of the Structure Plan states that 'The facilities of Bournemouth International Airport should be Improved'. The Structure Plan identifies the importance of Bournemouth Airport as the only commercial airport in Dorset and that considerable improvement to the airport's facilities can occur without financial damage. It is stated that 'the strategic authorities strongly support the improvement of existing facilities, and particularly the development of a new replacement passenger terminal (8.65)'.

1.14 The Structure Plan sets out clear policy support for further employment development at the airport business park and growth of the operational airport. The Core Strategy proposal to remove the operational airport from the Green Belt is consistent with the Structure Plan's emphasis on facilitating improvement of existing airport facilities.

1.15 A City Deal 'Expression of Interest' (Document, 48.1) was jointly submitted by the local authorities of Bournemouth, Dorset and Poole and the Dorset Local Enterprise Partnership for the Bournemouth and Poole City Region. Bournemouth Airport and Business Park and the Port of Poole are the focus of the Expression of Interest and key drivers for delivering economic growth and new jobs in the sub region. The Bournemouth and Poole City Region / City Deal expression of interest was approved by government on the 19th February. A comprehensive City Deal proposal is currently being prepared for submission to Government by Autumn 2013. The Dorset Local Enterprise Partnership also identifies Bournemouth Airport as an important hub for trade and international business to assist and facilitate local economic growth.

1.16 There is a precedent which has been set on a national basis whereby a number of airports have been taken out of the Green Belt in facilitating growth and the implementation of national policy. Examples include:

- Manchester City Council – Core Strategy – Manchester Airport taken out of the Green Belt to facilitate delivery of the Airport White Paper 2003. The Green Belt designation created uncertainty for investment, requiring many developments to be assessed from 'first principles'. This significantly impeded the ability of Manchester Airport to plan strategically and to fulfil the role set out for the Airport in the Air Transport White Paper.
- North Somerset Replacement Local Plan to 2011 – Land excluded from the Green Belt at Bristol Airport on which planning permission will be required to secure facilities to cater for predicted growth.
- Newcastle UDP – Newcastle Airport was taken out of the Green Belt to facilitate its essential development.
- Hillingdon UDP (1988) – Alterations made to the Green Belt boundaries at Heathrow when the adopted Local Plans of Northwood, Ickenham and Central Hillingdon were rolled together into the UDP. Areas excluded from the Green Belt which have been developed to such an extent that the land no longer performs a Green Belt function or has been committed for such development by way of an existing planning permission.

1.17 Policy BA3 sets out a zoning approach to limit the extent of built development at the operational airport to specific areas, with other areas identified for uses that will preserve a sense of openness from adjoining Green Belt. The amendment to the Green Belt will also maintain a buffer zone between the Moors River and the airport runways and taxiways where development will not take place.

2 Issue 2: Office Development

Response to Issue

Issue 2: Is the location of office development, which is more suited to a town centre, justified in this location?

2.1 Core Strategy Policy BA2 sets out the strategy for Aviation Park West and East and identifies the types of premises and uses required to meet the need identified in the evidence base. The Economic Study of Development Land at Bournemouth Airport (Nathaniel Lichfield and Partners, 2008, ED45) has informed the Core Strategy policy which reflects an option of 80% industrial and 20% office.

2.2 NLP draw the following conclusion with regard to future office development at the Airport Business Park in paragraph 8.2 of the study,

2.3 *'there are concerns by some local authorities that major out-of-centre office development could adversely affect town centres in the sub region; however, the sub-region lacks any sizable business park for mainly office uses and most town centres have only limited capacity for new office space'*.

2.4 Therefore, there is a requirement for additional office development at the Airport Business Park and a modest amount has been planned for in the Core Strategy.

2.5 The Core Strategy plans for 30ha of employment land coming forward at Bournemouth Airport Business Park over the plan period to 2028. Outline consent has already been granted for 15ha of this 30ha, and this includes a modest proportion of office at 10% (Application 8/11/0329). A reserved matters application has been submitted for 15,000sqm for B1, B2 and B8 uses which includes 10% office (Application 8/12/0359).

2.6 Employment development which has come forward at the business parks such as Basepoint and Cirrus Court often includes a mix of B1, B2 and B8 and is not appropriate in a town centre location. A number of employment units at the business park require an office component which is ancillary to the main industrial use. An allowance for a proportion of office development in the Core Strategy allows for this.

2.7 The modest proportion of office development set out in BA1 is unlikely to have a significant impact on Bournemouth town centre. A significant proportion of office development at the airport is currently related to advanced engineering and manufacturing which will not affect Bournemouth town centre. Additionally, although demand has been identified for financial and business services and ICT this is not envisaged to be of a scale to have a significant impact on Bournemouth town centre.

2.8 Bournemouth Borough Council and the Borough of Poole have not submitted any evidence concerning the impact of planned office development at the Business Park on Bournemouth and Poole town centres.

2.9 Manchester Airport Group is currently in the process of producing an updated master plan which will cover the operational airport and the business park. Consultation is due to be undertaken in the autumn of 2013. MAG has confirmed that the new master plan will not conflict with Policy BA2 which sets out the strategy for the airport and the business parks and includes a modest proportion of office development.

3 Issue 3: Employment Opportunities opposite Terminal Buildings

Response to Issue

Issue 3: Should the policies take the opportunity to provide for employment development opposite the terminal buildings?

3.1 The NATS site is currently located within the Green Belt and outside of Bournemouth Airport's master planning area. This site is not required to meet the employment land requirements identified in Policy KS5 of the Core Strategy which have been informed by the Bournemouth, Dorset and Poole Workspace Study (2012, ED43). The site is included within Policy BA3 (Zone B) as suitable for uses set out in the Strategy for the Airport in Policy BA2.

3.2 Land outside of the existing airport boundary identified by Malmesbury Estate is not required to meet projected employment land requirements identified in Core Strategy Policy KS5. Manchester Airports Group has also confirmed that this land is not required in relation to airport operational requirements. On this basis, there is no need or exceptional circumstances to consider land outside the Airport's master planning boundary for employment development.

4 Issue 4: Strategic Transport Improvements

Response to Issue

Issue 4: Are the strategic transport improvements required to support the vision and allocation (identified in KS10) funded and deliverable?

4.1 Secured Funding:

4.2 Dorset Local Transport Body (DLTB) funding:

4.3 Dorset's funding allocation for local major transport projects from within the single Local Growth Fund is £12.2M. This funding from government is one element of funds being made available to Local Enterprise Partnership (LEP) areas between 2015/16 and 2020/21 through the Local Growth Fund. LEP areas that make a good case for further investment through their strategic economic plans could receive significant additional funding from the competitive elements of the Local Growth Fund.

4.4 An initial long list of schemes was derived from reviewing the South East Dorset Transport Strategy, transport studies in rural Dorset, the Joint Dorset Local Transport Plan 3 (ED 49,50). The DLTB Assurance Framework complies with DfT's requirements by scoring schemes against their compliance to Dorset's planning and economic policies (including the City Deal), transport policy identified within the Local Transport Plan 3, affordability and deliverability.

- **Affordability** - schemes which can be funded within the likely allocation for the next 4 year Comprehensive Spending Review (CSR) period (2015 to 2019).
- **Deliverability** – schemes must be sufficiently well defined to have the realistic potential to progress through design, consultation and statutory processes to be substantially complete within the next CSR period (2015 to 2019). The schemes in the short list have already been subject to a significant amount of testing, and preliminary design work to ensure they are deliverable and have therefore scored well.

4.5 Further weight is assigned to the amount of job creation and new homes unlocked by the delivery of the schemes. Officers of the three Local Transport Authorities (LTAs) of Bournemouth, Poole and Dorset have now prioritised the major transport scheme list on this basis. The following list is the outcome of the prioritisation process, in priority order which has now been approved by the LTB including councillors. The first and third priority schemes cover those schemes identified in policy KS10. The figures identified are the DLTB contribution that would be required for each scheme.

1. DCC A338 Spur Road Maintenance £15M
2. BoP Poole Bridge Approach Spans £3.78M
3. DCC Bournemouth Airport Access £6.4M
4. BBC North Bournemouth Quality Bus Corridor £4.8M
5. BoP Townside Access to the Port of Poole £8.5-15M
6. BBC Wallisdown to Bournemouth Quality Bus Corridor £2.25M

4.6 Alternative funding sources outlined below will be explored to bridge the funding gap of £3M for the top priority scheme. Progress with the City Deal may assist the delivery of the second and third priority schemes (subject to negotiation) by bringing forward funding.

4.7 Dorset County Council corporate funding

4.8 £2.5M has been allocated towards B3073 improvements.

4.9 Existing developer contributions

4.10 The Airport has agreed to pay £900,000 in stages to mitigate the impact of the new terminal building built to accommodate an increase in passenger numbers, £100,000 has already been contributed. The funding will be put towards the improvement of the B3073.

4.11 An agreement to pay £1.1M for the development of 42,000sqm of employment land at Aviation Business Park has been secured. The payment will be made in phases of £275,000 when certain development triggers are reached. Again the money will be put towards the improvement of the B3073 between Parley Cross and the A338.

4.12 Please see the Summary of Transport contributions relating to BIA table.

4.13 Identified funding

4.14 City Deal funding

4.15 City Deal provides a good opportunity to provide all the B3073 and A338 improvements identified in KS10 and bring forward development over a much shorter timescale than currently set out in the Core Strategy. A successful City Deal bid provides urban areas with a condensed 10 year allocation of major scheme funding within the next 5 years. Christchurch & East Dorset Councils, Borough of Poole, Bournemouth Borough Council and Dorset County Council have worked together to draw up a City Deal bid for Bournemouth to bring forward economic growth through the provision of employment at Bournemouth Airport & Business Park and at the Port of Poole. The case has been made that delivery of the employment land requires funding for transport infrastructure to come forward along the A338 and B3073 and around Poole Bridge. The bid has been accepted and the government will now work closely with the authorities to develop the proposals in more detail and to negotiate a final deal. The government aims to complete deals with the selected twenty cities over the next year so currently the financial settlement is unknown.

4.16 Please see the attached City Deal funding table (Appendix 2) which identifies the various A338 and B3073 schemes costs and the funding sources allocated to each scheme.

4.17 Government Maintenance Funding

4.18 The government has recently announced that as a high number of maintenance schemes have been submitted for funding across the country, a new maintenance funding pot is likely to be created. As our top priority, the A338 maintenance scheme funding could be bid for through this process. DLTB funding could then be directed towards our second and third priority schemes.

4.19 Site specific agreements to contribute toward transport improvements

4.20 Developers of employment land at the airport and business park will deliver those transport improvements required for the development to go ahead under Section 38 and Section 278 agreements. They will pay Section 106 towards other improvements such as B3073 and A338 junctions which the development will impact upon. The phasing of development will determine the delivery of infrastructure or the payment of contributions towards its delivery. The Local Planning Authority will work closely with the Highway Authority and developer to create a delivery and payment programme.

4.21 Future funding from other development across Christchurch

4.22 Direct impacts will be mitigated through site specific agreements and wider cumulative impacts for example along the B3073 and A338 corridors, will be mitigated in the short term through the South East Dorset Transport Contributions Scheme (SPD, ED51) and once adopted, through the payment of CIL. Developers of employment land at the airport will not pay CIL, however other CIL paying development across Christchurch will pay towards B3073 and A338 improvements. The councils have a draft CIL regulation 123 list which contains the B3073 and A338 improvement schemes. This list will contain schemes or scheme elements not being paid for through site specific agreements to avoid double counting.

4.23 In conclusion the combination of secured funding and other identified sources of funding provide confidence that transport improvements identified in Policy KS10 can be delivered over the plan period. These improvements are required in relation to further development at the airport and in relation to development in the plan area and wider sub region.

5 Issue 5: Provision of Transport Hub

Response to Issue

Issue 5: Is the land allocated within the Core Strategy at Bournemouth Airport sufficient to facilitate the provision of the “transport hub” as set out in the Local Transport Plan?

5.1 Yes, the current proposals to develop the airport as a transport hub / interchange as envisaged on pages 71, 74 and 78 of the LTP can be achieved within the existing land owned and operated by the Airport. Dorset County Council envisage that this is likely to comprise two or three high quality bus shelters and improved information for passengers within terminals concerning bus departure times to a wide range of destinations. This would also include provision of Real Time Passenger Information within the terminals and at bus shelters. It also will allow for improved cycle and pedestrian facilities to access the business parks.

5.2 The Highway Authority, bus operators and the airport will need to work together to improve bus passenger waiting facilities, increase the range of destinations and frequency of bus services serving the site. The existing text in Policies BA1, BA2 and paragraph 7.17 of the Core Strategy are sufficient to confirm the Council’s support for these types of improvements in accordance with the LTP.

Appendix 1 to Issue 4

Summary of transport contributions relating to BIA

Application	Amount	Trigger	Works	Paid/ Implemented
8/11/0329 (Outline for NW sector)	£275,000 1 st payment	Completion of 50,049 m2	Improvement's to the safety, capacity and operation of B3073 Parley Lane between Parley Cross Roads and Backwater junction with the A338	No
	£275,000 2nd payment	Completion of 60549m2	As above	No
	£275,000 3rd payment	Completion of 71049m2	As above	No
	£275,000 4th payment	Completion of 81459m2	As above	No
	£20,000	Commencement of development	Improvement to Chapel Lane cycle facilities	No
8/10/0536 (Compass Base)	£40,000* Derived from S106 on extant application 8/02/0584	Occupation of building	Highway improvements in the vicinity of and serving BIA	No
8/10/0289 (City Link)	£140,135.90* Derived from S106 on extant application 8/02/0584	Occupation of building	Highway improvements in the vicinity of and serving BIA	Yes
8/07/0569 (Cirrus Court)	£123,770	14 days of commencement	Physical improvements to the B3073 Parley Lane between Parley Cross and Blackwater junction with the A338	Yes
8/07/0065 (Terminal Building)	£100,000 1 st payment	7 days from commencement of development	Highway works – defined as physical improvements to the B3073 Parley lane between Parley Cross and Blackwater junction with the A338.	Yes

Application	Amount	Trigger	Works	Paid/ Implemented
	£800,000 2 nd payment	12 months from commencement* Phased payments agreed with MAG/ DCC and CBC – Sept 2013; £400,000 and April 2014; £400,000	As above	No
	£750,000* Resultant cost -physical works were the requirement	Prior to commencement* Later installation date agreed – now installed	Signalisation of junction with Airport/ Parley Lane	Yes
8/03/0203 (Base Point)	£86,400	Occupation of building	Highway improvements in the vicinity of and serving BIA	Yes
8/01/0510 (Ocean Yachts)	£32,870	Occupation of building	Highway improvements in the vicinity of and serving BIA	Yes

