

**Report to the  
Transport for South Hampshire Joint Committee**

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**Subject:** Progress Update on the Long Term Strategic  
Implementation Plan

**Purpose of the Report**

This report provides an update to the Joint Committee on progress made toward the development of a transport delivery plan for South Hampshire (known as the Long Term Strategic Implementation Plan – or LTSIP). In addition, this report recommends the extension of the Evidence Base Contract for a further 12 months from March 2012 and provides an update on use of the Sub-Regional Transport Model (SRTM).

**Recommendations**

- a) That the Transport for South Hampshire Evidence Base Contract is extended with MVA Consultancy for a further 12 months from March 2012.
- b) Opportunities for joint working with Transportation Research Group at the University of Southampton are taken forward.

**Introduction**

1. The Transport for South Hampshire (TfSH) Evidence Base Contract commenced on 15 March 2010 for an initial two year period, which expires on 14 March 2012. The contract provides for extensions in 12 month periods, up to a maximum contract length of five years. The contract comprises two workstreams; the development and delivery of a SRTM and the development of a transport delivery plan for South Hampshire LTSIP.
2. The SRTM was delivered in May 2011 and outputs showing the current and future transport problems were presented to the July 2011 Joint Committee.

3. The second phase of the work, which is currently being progressed, is to identify a delivery plan that responds to current and forecast transport problems.

### Progress Update on the Development of LTSIP

4. The LTSIP will replace the current TfSH delivery statement – *Towards Delivery* – and is being developed in line with the process recommended in the Department for Transport’s Appraisal Guidance, WebTAG. The key steps in the process comprise:
  - (i) identify current and future problems (barriers), combining findings from previous work with new data obtained from the SRTM to identify barriers to growth;
  - (ii) generation of options to tackle these barriers;
  - (iii) initial sifting to remove infeasible options and those that are likely to be least effective in tackling the barriers; and
  - (iv) through scheme appraisal, review, restructure and further development of the definition of the interventions to create a preferred set of intervention packages that will form the basis of the recommended Delivery Plan for South Hampshire. This is likely to result in a small programme of targeted large schemes, underpinned by packages of small scale schemes in combination with policy interventions.
5. The first three steps are now largely complete and work is progressing with the fourth and most substantial step. It is important to note that we are not starting from a blank slate, but now have the appropriate tool (the SRTM) to evidence transport problems and appraise the appropriateness of solutions.
6. To provide the context for the LTSIP we have identified a set of sub-national outcomes for South Hampshire. These outcomes are the things we want to happen and where transport has a role to play. The outcomes are critical as they provide the context within which the transport barriers can be identified, which in turn generate objectives that direct transport solutions. This process chain is mapped below.



7. The outcomes initially identified in the *Urban South Hampshire 2014-19 Delivery Strategy* have been reviewed and refreshed within the context of current policy, and following an engagement workshop in September 2011. The outcomes are consistent with the *PUSH Cities First*

principle. As a result of this review the sub-national outcomes that the LTSIP and the LSTF proposals aim to realise are identified as:

**Core sub-national outcomes**

- O1** - Strengthened international gateways in South Hampshire, fulfilling their role in supporting the local and national economy.
- O2** - Delivering planned housing and employment growth in existing economic centres first.
- O3** - The transport sector contributing to South Hampshire achieving its commitment to reduce greenhouse gas emissions (especially Carbon).

**Supporting sub-national outcomes**

- O4** - Reduced social disparities, supporting cohesive and inclusive communities and improving the quality of life for South Hampshire residents.
- O5** - Delivering continuous economic growth through the implementation of the strategic and major development areas that will ultimately deliver housing and employment targets.

- 8. The transport barriers to achieving these outcomes that have been identified by modelling the current and future transport problems in South Hampshire, are provided in Appendix A.
- 9. Objectives play a crucial role in the appraisal process. They ultimately make sure that the preferred interventions identified in the appraisal process make a positive contribution to solving the problems and issues identified within the transport system (under a *do-minimum* scenario). The objectives that will guide the appraisal process are provided below.

- Enable higher levels of economic growth by improving local employment opportunities, deepening the labour market and therefore increasing productivity.
- Enhance business performance particularly at the international gateways, by increasing the efficiency of the transport network and managing congestion.
- Improve sustainable access linking people to jobs and key facilities in our cities and towns.
- Reduce emissions (particularly carbon) from the transport sector by reducing highway vehicle kilometres.
- Reduce unemployment in areas of high deprivation through improved sustainable access to employment centres.

- Improve levels of physical activity, health and wellbeing through increased active travel.

## Recently-Completed Tasks

10. The following areas of work have been completed since the Joint Committee meeting on 21 July 2011:
  - (i) **Stakeholder Workshop:** A workshop was held on the 6 September 2011 to give local stakeholders the opportunity to contribute to the development of the LTSIP. The purpose of the workshop was to:
    - a) present and validate emerging findings on the current and future transport-related problems facing the TfSH area;
    - b) review the sub-national outcomes and consider appropriate objectives; and
    - c) elicit ideas from stakeholders as to how these problems could be addressed.
11. The list of organisations invited to attend the workshop is included as Appendix B. Those who sent a delegate on 6 September 2011 are shown in bold. Some of those who were unable to attend subsequently provided feedback by e-mail.
12. This workshop provided extremely useful feedback on the barriers to growth in South Hampshire, the potential solutions and the sub-national outcomes sought through the LTSIP. Overall, there was broad buy-in to the barriers that have been identified through the SRTM. Several barriers were raised by a number of stakeholders and accord with the evidence from the SRTM:
  - (i) congestion on the road network;
  - (ii) reliance on the car, especially for short trips;
  - (iii) perception of poor quality public transport services;
  - (iv) constrained access to international gateways;
  - (v) lack of integration between transport and land-use planning.
13. The consultation also helped identify additional barriers or issues that are not apparent from the model. These were generally 'softer' issues around attitudes to travel or barriers related to particular locations or businesses (for example a lack of 24 hour public transport services to the port to allow employees to get to work and provide the 24 hour service demanded by the port's clients).
14. The solutions identified were wide-ranging but with some common themes, notably around utilising technology to improve public transport integration and information, improving the perception of

public transport and making a better link between jobs, housing and transport. The Stakeholder Feedback Note has subsequently been sent to those who were invited to the workshop.

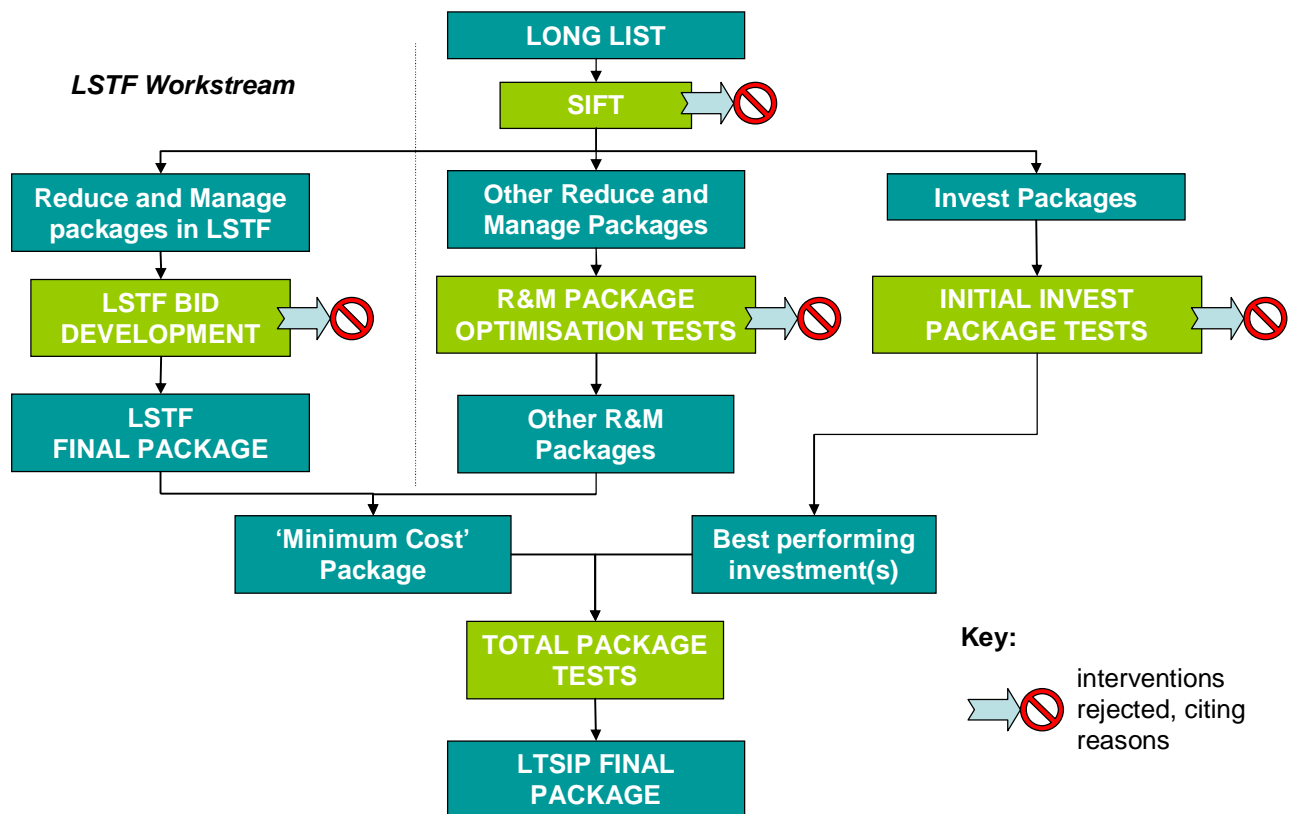
15. **Intervention Generation and Sifting;** We have developed an extensive database of options for intervention that have the potential to address the transport barriers. These range from transport schemes in the traditional sense (e.g. changes to the road network, improved Public Transport interchanges), as well as policy interventions in other (non-transport) areas that could affect how the transport network is used (e.g. planning policy interventions).
16. The list has been developed from a number of sources, including:
  - (i) existing scheme proposals previously developed by TfSH constituent authorities;
  - (ii) schemes proposed in previous studies (e.g. Towards Delivery and Urban South Hampshire 2014-19 Delivery Strategy Interim Report [DaSTS]);
  - (iii) the TfSH 'Reduce' Strategy;
  - (iv) ideas from stakeholders; and
  - (v) new ideas from the TfSH and consultant teams.
17. The list includes the schemes included within the TfSH Local Sustainable Transport Fund (LSTF) bid, recognising that these will be an important element of the overall delivery plan for TfSH. Indeed, it is imperative that the 'Reduce' and 'Manage' measures contained within the LSTF proposals are progressed first to strengthen arguments for infrastructure improvements through alternative funding pots.
18. Developing a 'long list' of interventions in this manner is a requirement of webTAG as a means of showing that all reasonable options to address the problems have been identified. In total, more than 350 interventions have been included in the long list.
19. Clearly, detailed testing of a list of schemes of this size is not a practical proposition, so a sifting process has been undertaken to refine this list into a manageable list of schemes for the option testing phase of the project. Once again, this process is a requirement of webTAG.
20. The sifting process was undertaken based on a scoring system, taking into account the following factors:
  - (i) how relevant the intervention is to the LTSIP objectives;
  - (ii) the deliverability, acceptability and local environmental impact of the intervention;
  - (iii) the likely affordability and value for money of the scheme; and
  - (iv) the likely scale of impact of the scheme

21. The scoring process was undertaken by MVA staff and reviewed through a one-day workshop involving key TfSH staff. As well as reducing the overall number of interventions to be considered, the process has also helped to develop an overall shape for the LTSIP.

### **Current Tasks**

22. We are currently engaged in the Option Testing phase of the study, through which we are developing the overall delivery plan for South Hampshire.
23. The first round of the LTSIP testing programme involves a series of themed packages around different types of interventions. The packages are consistent with the 'Reduce, Manage, Invest' principle adopted in 'Towards Delivery' that prioritises interventions that make best use of the existing transport network before more costly proposals for new infrastructure and facilities.
24. The packages being tested through the LTSIP programme are as follows:
  - (i) Reduce:
    - a) Planning Policy (Planning policy focussing on delivering new development in existing urban areas first – *Cities First*); and
    - b) Technology and Homeworking (a combination of technological measures such as high speed broadband and changes in employment practice that facilitate flexible working).
  - (ii) Manage:
    - a) Demand Management (e.g. Changes to Parking Policy);
    - b) Public Transport Service Improvements (including enhancements to bus and rail services, where these do not require spending on new infrastructure); and
    - c) Freight Management (further interventions to spread HGV arrivals across the day and minimise interaction with peak traffic)
  - (iii) Invest:
    - a) Urban Realm (investment in public space to encourage business to locate in more sustainable locations and improve access by walking and cycling);
    - b) Bus Rapid Transit (BRT) and High Quality Bus (linking together the BRT concept being developed in South East Hampshire with proposals for high quality bus services in the Southampton area to create an area-wide network);

- c) Rail Infrastructure (scheme involving new infrastructure to facilitate improved services, such as the Eastleigh Chord, Botley 4-tracking and improvements to the Havant – Woking Main Line);
  - d) Highway Capacity (a wide range of schemes include extensive roll-out of managed Motorways across the TfSH area, improvements to key junctions, new link road and bypass proposals and changes to local roads); and
  - e) Park and Ride (covering a series of sites serving Southampton and Portsmouth, primarily bus-served, but including rail-based variants).
25. In parallel, three further packages were developed through the LSTF workstream:
- (i) Smartcards;
  - (ii) Behaviour Changes measures; and
  - (iii) Corridor-based Public Transport improvements.
26. Initially, these packages are being separately tested using the SRTM, focussing on establishing the best elements of the Reduce and Manage packages, including the LSTF packages. By selecting the best elements of these packages, we will develop what we term a 'Minimum Cost' package, representing the best improvement we can achieve in the transport network without substantial intervention. Inevitably, there will still be problems unresolved, so once this has been established, we will bring in elements from the 'Invest' packages that address these unresolved issues to develop the Final LTSIP Package.
27. The following diagram summarises the development process:



28. The performance of the packages developed are being assessed in three key areas:
- (i) 'standard' Department for Transport Cost-Benefit analysis;
  - (ii) local economic impacts (forecast changes in jobs and population in the TfSH area, uptake of development sites); and
  - (iii) environmental and health impacts (carbon and other emissions, obesity rates).
29. The process will enable TfSH to identify a set of interventions that will form the basis of a credible delivery plan that supports the sustainable growth of the South Hampshire economy. By following the webTAG process, the analysis undertaken will demonstrate why intervention is needed and provide robust evidence of the value for money of interventions to DfT and other potential sources of funding.

### Timeline to Completion

30. Option testing to date has concentrated on the LSTF testing process to ensure that the bid deadline is met. The LTSIP will be presented to the next Joint Committee in May 2012.

### TfSH Evidence Base Contract Extension

31. The initial two year term of the TfSH Evidence Base Contract expires on 15 March 2012. The contract is signed between Hampshire County

Council (as the lead authority for TfSH on this workstream) and MVA Consultancy Ltd.

32. The contract is for an initial two year term with the option for the County Council to extend the duration of the agreement in 12 month periods up to a maximum of five years, assuming satisfactory performance. During the period of any extension, the contract states that the consultant shall continue to provide the services in accordance with the contract.
33. Considerations:
  - (i) MVA has performed to a good standard;
  - (ii) the original rates have been retained, despite an option for the consultant to increase;
  - (iii) there is no cost in extending the contract with MVA;
  - (iv) a change of Consultancy would incur a migration cost and set up cost;
  - (v) a change of consultancy would incur a time lag in competence as a result of any migration;
  - (vi) a retendering process would incur a financial and resource cost;
  - (vii) the SRTM uses the following modelling packages:
    - a) Saturn;
    - b) Cube Voyager;
    - c) MVA in house modelling software; and
    - d) Delta.
  - (viii) we do not have the resource within the authorities to provide the level of competence or capacity to provide an acceptable level of service, or that has access to and the ability to use all of the above modelling packages;
  - (ix) MVA is supporting the LSTF Business Case, and although submitted in December 2011, it is likely that DfT will require clarification on modelling assumptions post submission;
  - (x) DfT advice is to retain MVA for continuity;
  - (xi) MVA has proven their ability to work with other consultants progressing work for each of the three authorities and third parties; and
  - (xii) work may be in progress in March (internal and/ or external) that may be delayed through migration to an alternative consultant.

### **Recommended Way forward**

34. In consideration of the above, it is suggested that Hampshire County Council extends the Evidence Base Contract with MVA for 12 months with a retention of their existing rate structure. However, in order to provide an alternative modelling capacity that TfSH could draw on, it is suggested that, as a condition of the contract extension, MVA provide access to the modelling suite to the Transportation Research Group (TRG) at the University of Southampton. TRG students (PhD and MSc)

and staff would then have the opportunity to run scenarios and test solutions through the SRTM that TfSH may not have the resource to pursue. There is also the option of TfSH identifying scenarios that it would like to test that may form the basis of work by the University. The outputs of the TRG work would be freely available to TfSH.

- 35. TRG are interested in working with TfSH on modelling and the local authority/academia partnership is something that is well received by DfT. Such a partnership will enable TfSH to draw on resource in an efficient way.
- 36. TRG is well respected in the transport field and is expected to work with DfT on monitoring of the LSTF programme. Linking the SRTM with TRG is likely to result in enhancements to the modelling capability and evidence base of TfSH as well as increase its profile (through conferences, academic publications and the like).

**‘Application’ Use of the SRTM**

- 37. The model is available for commissioning by TfSH authorities and third parties including districts and developers. Use of the SRTM to date (in addition to its use for the LTSIP and LSTF) is set out in table 1.

Commissioning Organisation	Project
Portsmouth City Council	Dunsbury Hill Farm Transport Assessment
Eastleigh Borough Council	Strategic Site Scenario Testing
Hampshire County Council	Data input to Waterside Rail Study
Southampton City Council	Data input to Major Development Quarter work
Fareham Borough Council	Scenario testing of North Fareham SDA
Hampshire County Council	Wider BRT data input and route network modelling
PFA Consulting	Transport Assessment for Prysmian Cables Site, Eastleigh

- 38. In addition to the PFA Consulting usage above, a number of other private sector developer requests are beginning to emerge. These are important as they are charged at a 2x rate, with 50% of the fee being retained by TfSH and ringfenced for updating the SRTM at a future date (likely 2015). A recent request for use of the model to assess the impact of traffic management options for works on the M27 has been received from the Highways Agency.

## **Conclusion**

39. This report has provided an update on progress toward the development of the LTSIP. The decision of the Joint Committee to develop a transport Evidence Base for South Hampshire has proven to be a good investment decision, as the SRTM has been used widely and has provided an efficient and essential tool for bid submission. This report recommends that the TfSH Evidence Base Contract is extended for a further 12 months with MVA Consultancy, and that Transportation Research Group at the University of Southampton is provided with access to the SRTM as a teaching and research tool.

Section 100 D - Local Government Act 1972 - background papers

**The following documents disclose facts or matters on which this report, or an important part of it, is based and has been relied upon to a material extent in the preparation of this report.**

NB the list excludes:

1. Published works.
2. Documents which disclose exempt or confidential information as defined in the Act.

TITLE

LOCATION

None