

## **Agenda Item 9**

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

**Date:** 22 November 2010

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**Subject:** Transport for South Hampshire Long Term Strategic Implementation Plan

### **Purpose of the Report**

This report outlines a proposed approach to developing a Transport for South Hampshire (TfSH) transport implementation plan that provides the strategic and long term direction for transport interventions in the South Hampshire area. The TfSH Long Term Strategic Implementation Plan would sit beneath, and accord with, the Local Transport Plan 3 (LTP3) Joint South Hampshire Strategy and help frame future iterations of the individual short term (3-4 year) LTP3 Implementation Plans of the three partner authorities.

### **Recommendations**

**That:**

- 1. Officers develop a Transport for South Hampshire Long Term Strategic Implementation Plan.**
- 2. Officers present a Transport for South Hampshire Long Term Strategic Implementation Plan for approval by the Transport for South Hampshire Joint Committee in 2011-12.**
- 3. The Reduce Strategy is accepted and provides a background document to support the development of a Long Term Strategic Implementation Plan.**
- 4. Towards Delivery is revoked and superseded by a Transport for South Hampshire Long Term Strategic Implementation Plan.**

### **Introduction**

- TfSH has undertaken strategic studies, some of which have resulted in the development of lists of interventions. These studies in a fragmented approach to strategy and intervention development. The emerging LTP3 Joint Transport Strategy for South Hampshire will provide a consistent and comprehensive transport strategy for the TfSH area.

The respective short term Implementation Plans (three years for Portsmouth and four years for Hampshire and Southampton) of the three partner authorities will outline the interventions expected to be delivered in the short term. However, this leaves a void in terms of long term intervention planning.

## **Review of existing Strategy and Implementation documents**

### **Towards Delivery**

2. The current transport strategy and implementation priorities (resulting from the analysis of technical work) for the TfSH area were set out in Towards Delivery, published in April 2008. The document set out issues and priorities for the area within the context of planned growth through the interplay of a three-pronged approach: Reduce-Manage-Invest.
3. Since the publication of Towards Delivery there have been a number of significant changes impacting on the pattern and pace of growth and on transport delivery. For example, the South East Plan has been published and subsequently cancelled, the former Government set out a new transport strategy in *Delivering a Sustainable Transport System*, the coalition Government has taken office, regional governance (and with it the Regional Transport Board) has been abolished, changes to local governance are planned (through Local Enterprise Partnerships) and the funding environment within which decisions about transport expenditure are made has reduced significantly. The banking crisis and recession, which has led to severe constraints on the public purse, have also had an impact of the pace and quantum of new development, which in turn has resulted in reduced developer contributions for transport expenditure coming forward.

### **Reduce and Manage Strategies**

4. Towards Delivery was well received for showing evidence of a coordinated strategic approach to the direction of transport provision in the sub-region. Flowing from the document two workstreams have progressed under the Reduce and Manage banners. A peer review of the Reduce Strategy by the eminent transport academic, Professor Phil Goodwin, was presented to the June 2010 Joint Committee, resulting in a resolution for the strategy to proceed to consultation and subsequent reporting to the Committee at a later date. Indeed, the Reduce Strategy was well received, with the Department for Transport (DfT) requesting its availability as a good practice document. The Manage Strategy has not progressed to such an advanced stage.
5. The boundary between the Reduce and Manage strategies is not well defined and many measures could arguably sit within either. Whilst the Manage Strategy has focussed on the management of the highway network, it does need to encompass a broader management area,

including for example, public transport. This can create confusion between the two strands.

### **Delivering a Sustainable Transport System**

6. In November 2008 the former Government published their transport strategy in the Delivering a Sustainable Transport System (DaSTS) document. At the heart of DaSTS were five national transport goals (Improve economic competitiveness; Carbon reduction; Safety, Security and Health; Equality of Opportunity; and Improved Quality of Life). These goals were to be considered across three scales of analysis (International, National, and Cities and Regional). The Government asked the regions to take forward work at the Cities and Regional scale, and in pursuance of this, TfSH was asked to lead on the development of a study to identify current and future transport problems in the South Hampshire sub-region and set out the most appropriate interventions to mitigate these problems. The study represented a step change, recognising that the root cause of many transport problems resides in wider policy areas and that a cross-policy approach is, therefore, required to tackle these issues as opposed to simply treating their symptoms. The study prioritised action on supporting the international gateways, growth in existing urban areas, and carbon reduction through an incremental approach which first focused on non-transport interventions, followed by demand management, modal shift encouragement, and network enhancements.
7. The broad level interventions identified in the DaSTS study were to be developed within a Stage 2 report. However, following the reduction in central Government funding availability and subsequently the change in Government, a Stage 2 report will not be sought by DfT.
8. Like *Towards Delivery* and the *Reduce Strategy*, the TfSH DaSTS Study was well received, with DfT advising that it was one of the best in the country as it took a fresh approach to the identification of required interventions as opposed to simply regurgitating a historic wish list.

### **The Evidence Base**

9. The TfSH Evidence Base Contract, which started in March 2010, is for the procurement of transport planning services directed towards the development and use of a Sub-Regional Transport Model (SRTM) and the definition and appraisal of a series of transport interventions that would form a coherent implementation strategy for the South Hampshire sub-region.
10. The SRTM is a suite of new interlinked transport and land use models to analyse and predict current and future transport needs. This will result in a shared resource across all authorities that can be used to identify current and future challenges and develop practical solutions

that improve transport for local people, reduce the impact of transport on the environment, and boost the local and wider economies.

11. The SRTM will place TfSH in the enviable position of having a robust tool that provides a consistent and evidenced approach to the identification of transport needs and an objective analysis of the impact of interventions across the sub-region and robust justifications to secure public and private sector funding. The SRTM will provide numerous benefits (as shown in Appendix A) including providing TfSH and its partners with the agility to respond to transport funding opportunities as they arise (for example through the Regional Growth Fund, the Local Sustainable Transport Fund, or funding associated with Local Enterprise Partnerships).

## **Overview**

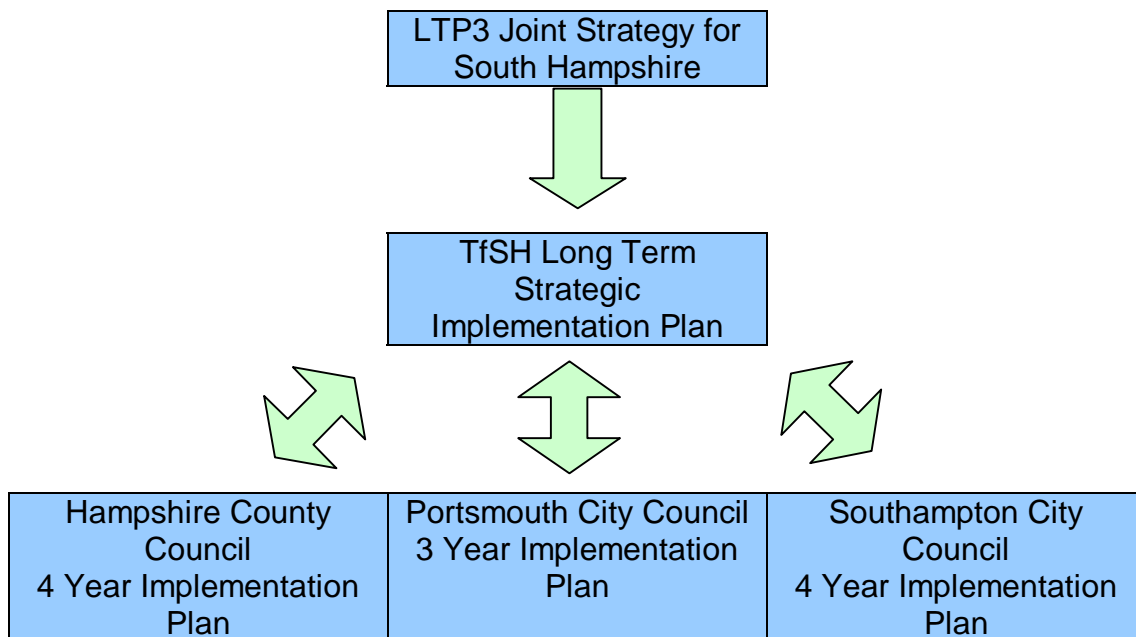
12. The above review of the various workstreams shows that a lot of good work has been progressed, and is being progressed, fused by the common vision to support the local and national economy whilst maintaining a high quality of life for the people of South Hampshire by minimising the adverse effects of transport including congestion, deterioration in air quality and the effects of climate change.
13. However, the variety of workstreams, resulting strategy documents and implementation proposals increase the potential for confusion and for a distortion of the TfSH vision and its objectives (Appendix B).
14. The emerging LTP3 Joint Transport Strategy for South Hampshire (and separate short term implementation plans), provide an opportunity to consolidate this fragmentation into one definitive nested approach to strategy and implementation.

## **The proposed approach**

15. The LTP3 joint strategy will provide a 20 year transport strategy for the South Hampshire sub-region. Sitting beneath this will be three short term Implementation Plans (one for each of the partner authorities). By their very nature, these implementation plans will focus on short-term measures and are currently being written within the context of a significantly constrained funding position. Whilst this is a wholly sensible approach (especially in consideration of the short-medium term funding position) it results in a void in terms of a longer term implementation plan. It is considered that a longer term implementation plan is necessary to support the evidence for the ten Core Strategies of the TfSH area and to frame the short term LTP3 implementation plans and their future reviews.
16. The longer term strategic Implementation Plan is best set at the sub-regional level to provide a coordinated and consistent approach, and so should be developed by TfSH. The emerging Sub-Regional

Transport Model (SRTM) in conjunction with other models and studies (such as the Portsmouth Western Corridor Study) will be important in providing robust and objective evidence of current and future transport problems (resulting from planned growth) and provide the toolkit for assessing the impact of interventions, both in isolation and in accumulation. The nesting of the short term and longer term implementation plans, underneath the LTP3 strategy, is set out in Figure 1.

**Figure 1 – Nesting of Transport Strategy and Implementation Plans**



17. Work stream two of the TfSH Evidence Base Contract (outlined in paragraphs 9-11, above) provides for intervention development and appraisal, leading to a strategic delivery plan for the TfSH area. By using the robust and objective modelling tools available (signed up to by DfT, Highways Agency and Network Rail) the TfSH Long Term Strategic Implementation Plan would be robust and made up of interventions and strategy approaches that would withstand rigorous appraisal scrutiny, thus providing a successful platform from which to plan for growth and bid for funding.
18. Following the publication of the White Paper on Local Growth in October, there is a clear imperative to involve the private sector in order to take advantage of new funding, such as the Regional Growth Fund. TfSH, with its business links, is well placed to engage with the private sector (transport operators as well the wider business community) and it will be important for these links to feed into the development of the Long Term Strategic Implementation Plan.
19. There are a number of benefits to this suggested approach, and these are summarised in bullet point form below. The TfSH Long Term Strategic Implementation Plan would:

- (i) sit under and be consistent with the LTP3 Joint Transport Strategy for South Hampshire;
- (ii) frame and be consistent with the short-term Implementation Plans of the three authorities;
- (iii) operate in a symbiotic relationship with the short-term Implementation Plans of the three authorities;
- (iv) not compromise the decision making process of the partner authorities for LTP3 Strategy and Implementation Plan adoption;
- (v) make best use of existing workstreams;
- (vi) combine existing work into a single coherent nested approach;
- (vii) provide a robust and objective Longer Term Strategic Implementation Plan, that otherwise would not be available;
- (viii) respond to a bottom-up approach that reflects local land use planning and growth aspirations;
- (ix) respond to the longer term nature of land use planning;
- (x) provide the agility for TfSH to have interventions lined up to bid for funding that becomes available;
- (xi) provide a bidding tool to central government;
- (xii) provide a tool to lobby the strategic transport infrastructure providers;
- (xiii) assist public transport network planning;
- (xiv) provide a higher degree of certainty for developers;
- (xv) provide a higher degree of certainty to encourage inward investment;
- (xvi) outline the interventions required to unlock development potential;
- (xvii) outline the interventions required to enable development;
- (xviii) outline the interventions required to mitigate the negative impact of planned development
- (xix) support business confidence;
- (xx) identify funding sources. The Implementation Plan will need to take an innovative approach to identifying funding sources to secure transport interventions;
- (xxi) show commitment from the sub-region to growth – provide confidence to local and national partners (public and private);
- (xxii) enable the outcome of successful piloted interventions to be assessed on a sub-regional scale, prior to wider application;
- (xxiii) support the developing Local Enterprise Partnership proposals.

20. As a result of this nested approach all aspects of delivery (whether they be Reduce, Manage, or traditional infrastructure responses) would be picked up within the Implementation Plans, negating the need for separate Reduce and Manage Strategies. It is important to note that the work carried out on the Reduce and Manage strategies would be used to inform the Longer Term Strategic Implementation Plan (as well as the short term plans), as would the broad level interventions set out in the DaSTS study. In consideration of this, it is proposed that the Reduce Strategy is accepted and so does not return to Joint Committee, as instructed by the June 2010 Committee. Furthermore, it

is proposed that Towards Delivery is revoked and superseded by the TfSH Long Term Strategic Implementation Plan. These decisions are considered necessary to ensure that a clear, nested approach is not distorted by past strategies and plans.

### **Timescale**

21. Whilst a lot of background work that will inform the Long Term Strategic Implementation Plan has been progressed (for example, through the DaSTS Study and the Reduce Strategy) the plan will be developed once the LTP3 Joint Strategy for South Hampshire has been adopted. The Plan will also use the SRTM (and other modelling tools), which will be available for use from March 2011.

### **Alternative approach considered and rejected**

22. One alternative, do nothing, approach has been considered and rejected. This approach would result in the LTP3 Joint Strategy for South Hampshire being underpinned by three short term Implementation Plans. Whilst these short term implementation plans may include some interventions of a longer term nature, it is considered that such an approach would leave a void in intervention planning in the sub-region, show a lack of foresight and aspiration and result in a piecemeal approach to delivery. Whilst there is limited funding available in the short term, in the longer term, the situation will change.

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

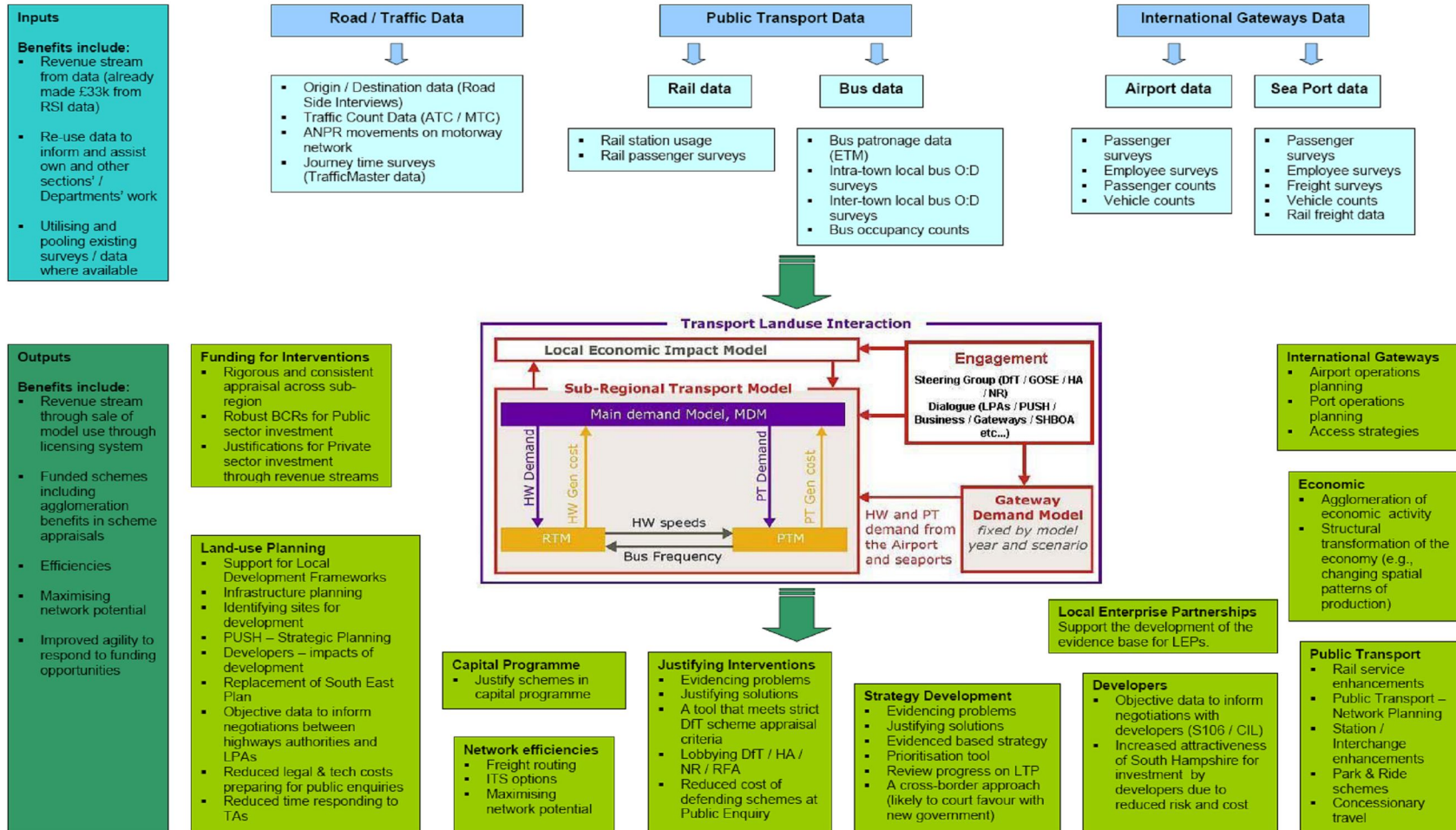
LOCATION

None

# Appendix A – Benefits of the modelling capability



## Transport for South Hampshire (TfSH) Evidence Base Business Case



## **Appendix B – TfSH Vision and Objectives**

### **TfSH Vision:**

The TfSH vision is to address the transport challenges in meeting the planned economic growth whilst maintaining the high quality of life for all in a way that is sustainable in the long term – improved economic prosperity without harm to the environment.

### **TfSH Objectives:**

TfSH's key objectives include:

- The development and delivery of sub-regional transport policies, interventions and systems
- Support for the economic competitiveness of the South Hampshire sub-region
- Meeting the sub-region's future transport needs in the most sustainable way
- Supporting a good quality of life both now and in the future
- Pursuing and securing funding for scheme delivery
- Providing strategic transport advice to PUSH.

TfSH (2008) *Towards Delivery*. [online] Available from: <http://www3.hants.gov.uk/tfsh-towards-delivery-april-2008.pdf> [Accessed: 22-10-10}