

2 CHAPTER 2 – VISION AND CONTEXT FOR TRANSPORT

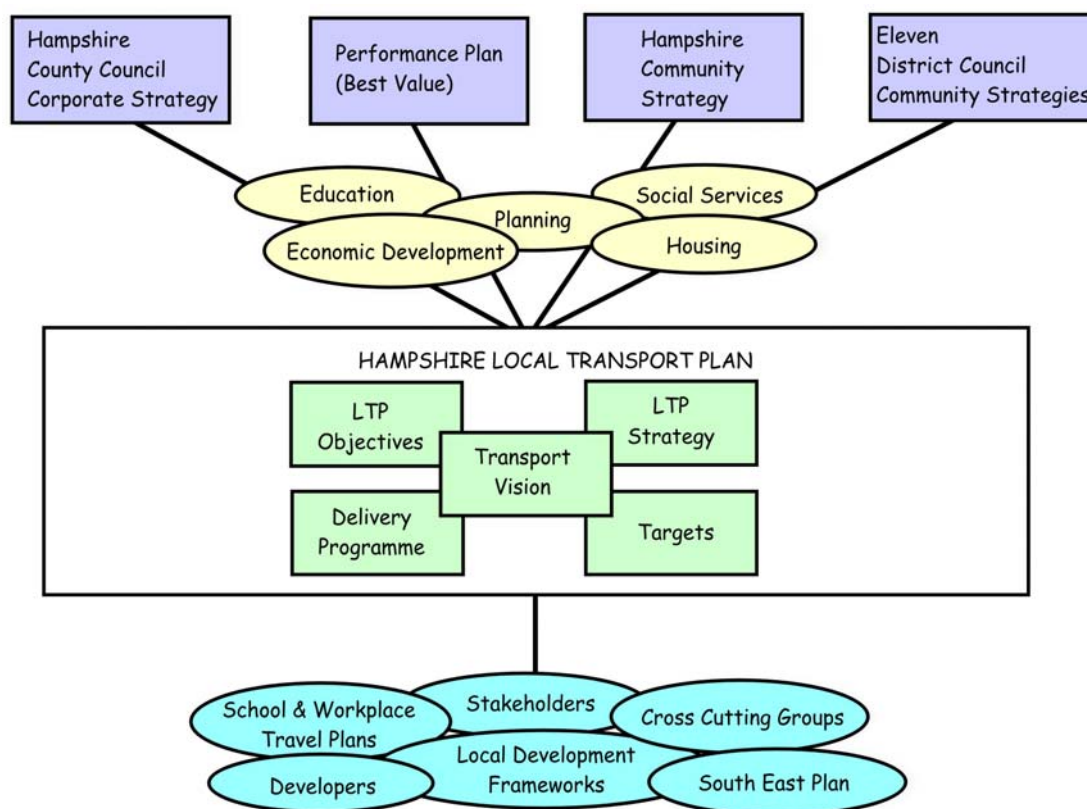
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Summary

- 2.1** This chapter sets the Local Transport Plan (LTP) in its wider context. It explains how the transport strategy is fully integrated within the wider decision-making of Hampshire County Council, its district councils, Local Strategic Partnerships, neighbours and other key stakeholders. It describes the vision and objectives for transport and shows how these have been derived from wider corporate and stakeholder aspirations through a thorough and ongoing process of consultation. This LTP is a corporate document and not a purely transport strategy.
- 2.2** The transport vision is to:
- “Enhance quality of life and economic prosperity by connecting people, communities, employment, goods, services and amenities.”
- 2.3** The overarching transport strategy is based on a concept of **reduce, manage and invest**, which aims to tackle transport problems by the most cost-effective means. Separate strategies have been produced for four geographical areas in Hampshire, recognising their different transport needs and problems.
- 2.4** This chapter sets out how the LTP is fully consistent with emerging regional policies, including the Regional Transport Strategy (RTS), Regional Economic Strategy (RES), Regional Tourism Strategy and Regional Spatial Strategy (known as the South East Plan). The strategy is also closely based on the Government’s four shared priority areas of accessibility, congestion, safety and air quality. The plan reflects the long-term vision of the local authorities serving Hampshire and contains a long-term strategy in chapter 4 consistent with that vision.
- 2.5** The LTP does not simply adopt regional and national policies without question. Instead, these policies have been adapted and extended to meet the needs and circumstances of Hampshire. In all cases, the transport strategy seeks to meet or exceed regional and national requirements.

- 2.6 Transport movements do not respect local authority boundaries. The County Council has therefore placed considerable emphasis on partnerships and cross-boundary working. One example of this is the innovative Solent Transport partnership. This plays a major role supporting the local authority led Partnership for Urban South Hampshire in the planning of the South Hampshire sub-regional area.
- 2.7 The LTP has been produced following considerable consultation including a number of events held since the provisional LTP was published in July 2005. The plan’s vision, objectives, delivery programme and targets are consistent with the wider aims, objectives and outputs of the corporate planning framework. In turn, the plan will influence and be broadly consistent with other, non-transport, decisions of the local authorities. This relationship is illustrated in figure 2.7 and is mentioned throughout the document.

Figure 2.7: Influence



- 2.8 This LTP reflects the transport strategies and policies of the South East Plan. At the time of writing, the draft South East Plan has been submitted to the South East England Regional Assembly and will be adopted at a later date.

- 2.9 One result of the establishment of regional spatial strategies is the prior termination of the Hampshire County Structure Plan ahead of its 2011 end date. The LTP therefore aims to replace some elements of the structure plan that would otherwise be lost. An example of this is the LTP's definition of strategic transport networks. This provides the transport policy and planning context for Hampshire's eleven district councils to take into account when preparing their Local Development Frameworks.

Corporate Strategy and Performance Plan

- 2.10 The transport strategy is an integral part of the County Council's corporate aims. Hampshire County Council has a strong long-term vision. Its overarching goal is to **develop quality of life for everyone**.

- 2.11 This goal is supported by six specific aims, which form the County Council's Corporate Strategy:

- 1 Maximising life opportunities
- 2 Stewardship of the environment
- 3 Achieving economic prosperity
- 4 Building strong and safe communities
- 5 Improving services
- 6 Developing councillors and staff

- 2.12 Transport and access have an important role to play in all these specific aims. In particular, the corporate aim of stewardship of the environment includes this policy statement:

“A long-term view will be taken about how best to manage the road network and improve transport options with the aim of improving travel choices for all through the provision of a range of reliable, attractive and accessible alternatives to the car. Key priorities in this area include:

- Improving the condition of roads and pavements.
- Encouraging more people to use better quality bus services.
- Tackling congestion in targeted urban areas.”

More details of the Corporate Strategy are given at:
www.hants.gov.uk/corporatestrategy.

- 2.13 The Corporate Strategy underpins all policy development within the County Council, including this LTP. The County Council requires that all policy documents and decision papers should clearly state how the decision affects the corporate aims.

- 2.14 This LTP helps to **maximise life opportunities** (aim 1) by improving access to services and facilities that promote life opportunities, especially learning and caring services. The programmes of Safer Routes to Schools and school travel planning also have a vital role to play. The County Council is committed to its equalities policy.
- 2.15 The LTP plays a vital role in the **stewardship of the environment** (aim 2) by tackling problems of congestion and promoting the use of more sustainable modes such as car sharing, public transport, walking and cycling. The County Council's programme of maintenance and asset management is critical in ensuring best use of the existing resources and infrastructure.
- 2.16 The LTP helps to **promote economic prosperity** (aim 3) through its strategies on freight, international gateways and regional transport hubs, tackling congestion and workplace travel plans. The longer term transport strategy, being developed as part of the Regional Spatial Strategy, has at its heart the need to create more sustainable communities and access to employment to increase the rate of economic growth.
- 2.17 The LTP aims to **promote strong and safe communities** (aim 4) by its new programme of town centre access plans and a focus on accessibility within cities, towns and villages. This aim is also related to the ongoing programme of casualty reduction and measures to tackle the fear of crime.
- 2.18 The strategy will help to **improve services** (aim 5) through the new focus on accessibility, including the concept of providing services and facilities locally thereby reducing the need to travel. Improvements to public transport services will help to enable more people without access to a car to make full use of a wide range of services and facilities.
- 2.19 The County Council's transport strategy is firmly based on a programme of constant development and learning. This includes the use of new research and learning from best practice elsewhere. This will help to achieve the aim of **developing councillors and staff** (aim 6).
- 2.20 All these activities will together help to achieve the overarching aim of **improving quality of life for everyone**.
- 2.21 The County Council's Performance Plan reports on progress on delivering targets in relation to both national and local priorities. The principles of Best Value continue to be promoted through the annual service planning and improvement process. In the Comprehensive Performance Assessment self-assessment report for 2003, progress was noted on a number of key transport issues:
- Road condition.
 - Road accident reductions.
 - Improving results for quality bus schemes and personalised marketing.

More details of the Performance Plan and its relationship to Best Value are given at: www.hants.gov.uk/corporatestrategy.

- 2.22** The County Council is committed to a policy of integrated decision-making. Transport policies and strategies are directed towards achieving wider policy objectives, including planning, housing, health care, social services, education, environmental health and leisure. At the same time, policy decisions in these wider areas take account of transport problems and opportunities. Two clear examples of this approach are:
- **The full accessibility strategy.** This includes a programme of non-transport interventions that can help to improve accessibility and reduce congestion, such as the location and provision of services. The accessibility strategy has been included as a key cross-cutting priority in the County Council's Local Area Agreement.
 - **The sub-regional strategies for South Hampshire and Western Corridor and Blackwater Valley.** The work to develop these strategies includes detailed analysis of how land use planning and transport interventions can be combined to meet goals of economic prosperity and enhanced quality of life.
- 2.23** The County Council has introduced a number of new initiatives to promote integration of transport issues with other policy areas. This has included the creation of cross-cutting groups of councillors and officers from different departments to focus on specific issues and groups of customers. In some instances, the County Council has worked with external partners to bring a more cross-cutting focus to its work. For example, the LTP consultation with business was largely channelled through liaison with Hampshire Economic Partnership. A significant proportion of the pilot work for accessibility is being taken forward by the Hampshire Strategic Partnership and the relevant Local Strategic Partnerships.
- 2.24** This enables the LTP to be a corporate and a stakeholder owned strategy that is both influenced by, and influences, a wider range of interests within Hampshire.

Hampshire Community Strategy

- 2.25** The transport vision is consistent with the community strategies of the Hampshire Strategic Partnership and the strategies and plans produced by the eleven district level Local Strategic Partnerships. An analysis of the district level community strategies shows that transport and accessibility is mentioned in 129 separate aims and actions. These aims and actions cover a wide range of transport issues, including accessibility, congestion, safety and air quality. The LTP has been written to be consistent with these district level aspirations. Extracts from these documents are available on request. Chapter 11, Indicators Target and Monitoring shows how target contribute to objectives in the Hampshire Community Strategy.

2.26 The Hampshire Strategic Partnership has produced its community strategy: “Shaping Our Future Together – A Community Strategy for Hampshire 2004-2007”. This has collected data from a number of sources, including a 2003 MORI survey that found that 86% of residents were satisfied with Hampshire as a place to live but would like to see:

- Improved facilities for young people.
- More affordable housing for local people.
- Less congested roads.
- A reduction in the level of crime.
- Improved transport and access to services.
- Improved services for older people.

2.27 “Shaping Our Future Together” contains this vision for Hampshire:

“Hampshire will be a prosperous and attractive county for all, where economic, social and environmental needs are met in the most sustainable way and the quality of life and sense of community of present and future generations are improved.”

2.28 The Hampshire Strategic Partnership has identified four main cross-cutting themes that support this vision:

- Strong and safe communities.
- Health and well-being.
- Economic prosperity and lifelong learning.
- Environment, infrastructure and transport.

2.29 The Community Strategy for Hampshire 2004-2007 sets out six key priority areas for development within Hampshire:

1. Tackling deprivation
2. Promote a common understanding of the development needs of Hampshire communities over the next 20 years
3. Improve accessibility
4. Reducing inequalities
5. Protect and enhance the Hampshire environment
6. Supporting the Hampshire environment

Further details are available from the Hampshire Strategic Partnership website. www.hampshirestrategicpartnership.org.uk/downloads/hsp_document.pdf.

2.30 These objectives are clearly translated into the LTP vision, objectives, strategies and measures. In particular, they link to the LTP vision to **enhance quality of life and economic prosperity**.

2.31 The breadth of membership of the partnership is one of its particular strengths, involving representatives from a wide range of organisations from businesses, government, transport operators, service providers and community groups across the county.

2.32 Members of Hampshire Strategic Partnership include:

- Army
- Business Link Wessex
- Churches Together in Hants & IOW
- Community Action Hampshire
- Hampshire Ambulance Services
- Hampshire Association of Parish and Town Councils
- Hampshire Coalition of Disabled People
- Hampshire County Council
- Hampshire Economic Partnership
- Hampshire Fire & Rescue Service
- Hampshire Constabulary
- Hampshire and Isle of Wight Environment Agency
- Hampshire and Isle of Wight Association of Local Authorities
- Hampshire and Isle of Wight Strategic Health Authority
- Hampshire Youth Parliament
- Government Office for the South East
- Learning & Skills Council
- RAF
- Royal Navy
- South East England Development Agency
- Southampton University Hospitals
- Sport England
- Stagecoach Bus Company
- Strategic Rail Authority

Transport vision

2.33 The County Council's transport vision flows directly from the Corporate Strategy. It is influenced by the community strategies and is consistent with the Government's shared priority areas of accessibility, congestion, safety and air quality. Table 2.33 (over page) summarises the transport vision:

Table 2.33: Summary of transport vision

	Transport vision	Shared priority
We want to achieve...	...a transport strategy that enhances quality of life and economic prosperity by connecting people, communities, employment, goods, services and amenities.	Accessibility
We will do this...	...by the effective provision, coordination and management of transport networks for all modes of transport and for all transport users, minimising delays and disruption.	Congestion
We want to minimise...	...the number of casualties and fatalities caused by the operation of the transport networks, with a particular emphasis on the safety of vulnerable groups.	Safety
We want to protect...	...the people, communities and environments that are adversely affected by poor air quality, where transport can be a significant causal factor.	Air quality

- 2.34** At the core of the vision is the theme of improving quality of life by connecting people, communities, employment, goods, services and amenities. This focuses on accessibility – helping people to get where they want to go and to access the services and facilities that they need. It builds on and extends the Government’s definition of accessibility. It also meets the aspirations of Hampshire County Council’s Corporate Strategy, the Hampshire Community Strategy and the community strategies of the district level Local Strategic Partnerships. The vision has been deliberately written to include both transport and non-transport interventions to improve accessibility. That is why it refers to ‘connecting people’ with communities, employment, goods, services and amenities.
- 2.35** The transport vision recognises that transport is not an end in itself, but a means to many ends. The transport strategy is designed to meet wider policy objectives, such as improved health, better access to education, a better environment, improved access to leisure facilities, a stronger economy, protection of the county’s heritage and strong measures to tackle disadvantage.
- 2.36** The LTP therefore presents a balanced transport strategy. This means reconciling sometimes competing pressures by a strategy that:
- Respects and enhances all modes of transport and all sections of society.
 - Provides a wide choice of safer transport modes.
 - Balances the need for people to travel against the importance of protecting the environment.

- Follows a philosophy to **reduce, manage and invest**.
- Makes the best use of the existing transport networks, as well as looking for ways to improve and extend the networks.
- Continues the core business of delivering effective transport services, while allowing room for innovation and risk taking.
- Delivers the measures and interventions that people want and that provide excellent value for money.
- Builds on the success of the first LTP, but updating and changing it where necessary.
- Takes account of central and regional government policies in ways that meet local needs.
- Preserves the character of Hampshire while allowing the county to grow and develop economically.

LTP objectives

- 2.37** To bring these issues together, within the framework of the higher level visions, this LTP has seven objectives:

To increase accessibility to services

- 2.38** Improving access to services is a common priority in all the wider policy documents influencing this LTP. It is also the principal way in which transport can enhance quality of life. The problems and opportunities analysis in chapter 3 paragraphs 3.135 to 3.137 demonstrates that there are some areas of poor accessibility within Hampshire. Accessibility is therefore at the heart of this LTP. The objective is drawn from the aim in the LTP vision to connect people, communities, employment, goods, services and amenities. The strategy to improve accessibility is described in chapter 5 (paragraphs 5.8 to 5.138).

To promote safety

- 2.39** Road safety is a clear theme. It is one of the Government's shared priorities and a priority in the Regional Transport Strategy. Local policy documents also stress the importance of safety, including safe communities. The strategy to improve road safety is discussed in chapters 4 (paragraphs 4.33 to 4.40) and 5 (paragraphs 5.261 to 5.308).

To reduce the impact and effect of congestion

- 2.40** Congestion is identified as a key problem by the consultation on the LTP and is one of the Government's shared priorities. It is also listed as a priority by several Local Strategic Partnerships. Businesses cite congestion as a key constraint on

competition and economic growth. The analysis in the LTP shows that traffic levels are growing across the county. Congestion is becoming an increasing problem at particular hot-spots and junctions. In the short-term, Hampshire County Council's analysis suggests that there is little realistic prospect of reducing levels of traffic. While some modal shift to non-car modes is possible, large scale transfers are currently inhibited by the polycentric nature of the county's journey patterns and a lack of capacity on the public transport network. The LTP contains measures to reduce the need to travel, including strong demand management measures and initiatives to promote smarter working. More far reaching measures, such as road user charging, could cause significant economic damage, especially as the region is currently underperforming economically.

- 2.41 The LTP therefore has an objective to reduce the impact and effect of congestion. Consistent with the requirements of the Traffic Management Act 2004, this will focus on measures to improve **journey time reliability**. This objective also helps to meet the aim in the LTP vision for "the effective provision, coordination and management of transport networks for all modes of transport and for all transport users, minimising delays and disruption."
- 2.42 Measures to tackle congestion are described in chapters 4 (paragraphs 4.54 to 4.59) and 5 (paragraphs 5.139 to 5.260).

To widen travel choice

- 2.43 Consultation and involvement of stakeholders has demonstrated a clear aspiration to improve all modes of transport. This includes the promotion of alternative forms of transport to the car, measures to improve modal integration whilst recognising the important role of the car. Widening travel choice helps to improve accessibility and tackle congestion by promoting non-car modes. It can also help to improve health by promoting walking and cycling. Most district level community strategies include aims and actions to widen travel choice.
- 2.44 Measures to widen travel choice are described under accessibility and congestion in chapters 4 and 5.

To contribute towards improvements in air quality

- 2.45 Action to improve air quality is one of the four shared priorities. It also helps to meet the Corporate Strategy aim: stewardship of the environment. Measures to improve air quality are described in chapter 5 (paragraphs 5.309 to 5.375). Separate action plans are being devised for each of the Air Quality Management Areas (AQMA) that have been declared for Hampshire: Winchester, Eastleigh town centre, Lyndhurst and Totton. The County Council is also working with the Highways Agency regarding the AQMA on the M3 near Farnborough. Work has just begun on an action plan for the AQMA most recently declared in Fareham.

To support wider quality of life objectives

- 2.46 It is clear that measures to improve quality of life cannot be wholly subsumed within the shared priorities of accessibility, congestion, safety and air quality. The LTP therefore includes a separate objective to support the wider quality of life issues that would not otherwise be prioritised. This helps to meet corporate and

community strategy objectives on economic growth, stewardship of the environment, health, lifelong learning, community safety, quality of public spaces, landscape and biodiversity.

- 2.47 Action on these wider quality of life issues is described in several places within the LTP. Chapter 3 analyses the problems and opportunities. Chapter 5 includes explanation of how they are tackled within tools to improve accessibility and congestion, most notably in the wider definition of accessibility planning and the concept of access planning. In some cases, the wider quality of life issues connected with transport are related to how transport interventions are delivered. This is described in chapter 10.

To encourage value for money and efficient asset management

- 2.48 It is important that the LTP should be a realistic and cost-effective strategy. This meets the requirements of the Government's guidance on LTPs and the principles of Best Value. It also ensures that the LTP can achieve more with limited resources. The LTP therefore has a high level objective to encourage value for money and efficient asset management. The measures to achieve this are described in chapter 10. The objective to achieve value for money has also produced the new strategy of **reduce, manage and invest**, which is described in the next section.

LTP strategy

- 2.49 To deliver the objective of encouraging value for money and efficient asset management, this LTP is strongly focussed on the need for effective delivery, to turn the vision into reality. A vision cannot be realised without an effective strategy and programme of measures.
- 2.50 The County Council's strategy is based on a new approach of **reduce, manage and invest**. This is intended to be a hierarchy of approaches, similar to the concept of reduce, reuse, recycle.
- 2.51 The strategy means that the ideal solution to any given transport problem will be to **reduce** the problem. In terms of congestion, this would include measures to encourage fewer and shorter journeys such as travel planning and land use policies to create sustainable communities. In terms of accessibility, a strategy to **reduce** journeys to services would include measures to make services available directly to customers through telephone, Internet or home deliveries. In road safety terms, a reduction policy would include measures to educate drivers to prevent crashes from happening in the first place.
- 2.52 If a problem cannot be resolved through measures to reduce it, the next stage would be to **manage** – to make the best use of existing resources and capacity. This could mean reducing congestion by providing more information to road users, or relatively small scale improvements to junctions to make traffic flow more freely.

- 2.53** Finally, if a problem cannot be solved through reduce or manage, there would be a case to **invest**. This could entail the creation of additional travel capacity, either through new roads, bus lanes, light/heavy rail lines or additional buses.
- 2.54** The hierarchy has been deliberately chosen to make most efficient use of public resources. Whilst all the options involve expenditure and effort, measures to **reduce** or **manage** will often be at a lower cost than measures to **invest**. They are also likely to be less damaging to the environment or to have a negative impact on quality of life.
- 2.55** The concept needs to be applied sensitively within the framework of the overall vision for transport. Policies to **reduce** a transport problem should not be applied if they would have a disproportionate effect on quality of life or economic prosperity. Similarly, measures to **invest** in new capacity should not be unduly delayed if it is clear that **reduce** and **manage** will not satisfactorily tackle a particular transport problem or need.
- 2.56** This concept builds on and enhances the Regional Transport Strategy's policy of manage and invest. It is also consistent with the Government's transport strategy of:
- Sustained investment
 - Improvements in transport management
 - Planning ahead
- 2.57** The strategy recognises that transport problems can often be tackled by non-transport means. For example, congestion can be reduced by land use policies that reduce the need to travel long distances to find work. Accessibility can be improved by providing services and facilities locally.
- 2.58** Table 2.58 shows how the strategy applies to the Government's four shared priority areas of accessibility, congestion, safety and air quality:

Table 2.58: The LTP approach to shared priorities

Accessibility	
Reduce	<ul style="list-style-type: none"> • More services available to people without the need to travel – by telephone, the Internet (including measures to increase Internet availability), home visits, home deliveries, mobile services. • Services are closer to more people so that journey distances are reduced. (May require investment). • Streamlining services so that personal visits are not needed, eg no need to visit a doctor for a repeat prescription.
Manage	<ul style="list-style-type: none"> • Better information to people about the options for accessing services – eg timetable information, contact telephone numbers. • More effective provision and timetabling of existing transport services to improve accessibility. • Better pedestrian and cycle signs, especially in urban areas.

Invest	<ul style="list-style-type: none"> Improved public transport services – more and better buses, rail and light rail, park and ride facilities. Improved pedestrian and cycling facilities in settlements, especially to tackle problems of severance.
Congestion	
Reduce	<ul style="list-style-type: none"> Reduce the need to travel and encourage fewer and shorter journeys, especially by car. School and workplace travel planning. Smarter working, including more working from home, flexible working hours, video conferencing. Land use policies to create mixed use sustainable communities by co-locating employment, housing, retail and leisure.
Manage	<ul style="list-style-type: none"> Make best use of the existing transport networks. Provide information to the travelling public, both pre-journey and real-time. Effective signing and traffic management. Deal with incident management (roadworks, adverse weather conditions, crashes and special events) through Traffic Management Act 2004 powers. Physical and financial demand management measures, including parking polices. Improve junction layouts to facilitate traffic flow. Effective maintenance of road and public transport networks to secure best value for money from the assets.
Invest	<ul style="list-style-type: none"> New roads and public transport infrastructure. Park and ride facilities. Improve bus journey time reliability by using bus priority measures. Improved rail services and more and better rail stations.
Safety	
Reduce	<ul style="list-style-type: none"> Education measures to prevent crashes from happening in the first place. Better driver training and information.
Manage	<ul style="list-style-type: none"> Enforcement by improved signs and driver information. Measures to control speed.
Invest	<ul style="list-style-type: none"> Engineering interventions, eg remedial measures, revised junctions and anti-skid treatments.

Air quality	
Reduce	<ul style="list-style-type: none"> • Fewer journeys and reduced congestion – see congestion section. • Measures to encourage the use of cleaner fuels and less polluting vehicles, especially heavy goods vehicles (HGVs) in sensitive areas. • Freight Quality Partnerships to rationalise HGV movements.
Manage	<ul style="list-style-type: none"> • Signing and traffic signals to reduce queuing. • Information about air quality. • Traffic management measures – see congestion.
Invest	<ul style="list-style-type: none"> • Revised junctions. • New infrastructure to reduce vehicle movements in Air Quality Management Areas eg public transport, relief measures etc.

- 2.59** A number of alternative approaches to **reduce, manage and invest** were considered during the formulation of the strategy.
- 2.60** It is clear that “reduce” measures, on their own, cannot be fully effective. The Government has accepted that strong demand management measures cannot be introduced without an effective public transport alternative. Evidence from the Solent transport model and the Government’s multi-modal study programme has shown smarter working and behavioural changes initiatives would not, on their own, reduce congestion levels over the long-term. There are also transport problems in Hampshire that cannot be solved without new investment, such as the severance caused by existing transport networks. A strategy based wholly on “reduce” is not therefore realistic.
- 2.61** Equally, it is clear that the strategy could not wholly rely on programmes to “manage” the existing transport networks. This would not be as sustainable as measures to reduce transport problems. Nor would it be as effective in the long-term as the programme of investment measures. A strategy based entirely on “management” measures was considered unfeasible.
- 2.62** Whilst investment is a clear prerequisite for transport improvements, it cannot be the only approach. Initiatives such as appropriate demand management and smarter working offer more sustainable solutions that can reduce the need for investment. It is also clearly good practice to seek to “manage” the existing transport networks. An approach that relied solely on investment was also ruled out.
- 2.63** It is evident that the strategy should include all three elements – **reduce, manage and invest**. The hierarchy of the three elements is also clear. Measures to “reduce” transport problems should be considered first. In general, these measures can be implemented at a lower cost and more sustainably than measures to manage and invest. They could also reduce the need for expenditure in the other elements. Measures to reduce transport problems may not always be successful, but they should be assessed first as they have the potential to offer the most sustainable and cost-effective solutions.

- 2.64 It is also clear that measures to manage the existing network and assets should be considered second. It makes sound financial sense to extract the most benefit from existing assets before seeking new investment.
- 2.65 It should be made very clear that the strategy indicates the order in which the interventions should be **considered**. It does not indicate the order in which the interventions should be **implemented**. There are a number of circumstances where reduce or manage measures would not be as effective as investment. All options needs to be considered early in the planning stage given that investment may have a longer lead in time.
- 2.66 For example, one of the problems identified in this LTP is the poor accessibility caused by physical severance. This is where roads, rail lines, rivers and other obstructions make walking and cycling difficult within a town or village. In most instances, this cannot be sensibly tackled by “reduce” measures, for example by reducing the need to make the journeys. Some assistance could be given by “manage” measures, including better signing of alternative pedestrian routes, but this can be of limited use in cases of acute severance. Investment in new footpaths, cycleways and bridges is often the most sensible answer.
- 2.67 The benefit of the **reduce, manage and invest** approach is that it sequentially tests the different approaches. If it produces a solution based on new investment, the strategy provides confidence that alternative lower cost solutions have been fully evaluated.

Delivery

- 2.68 To complement the strategy of **reduce, manage and invest**, the County Council is introducing new measures to ensure that its programmes are delivered effectively and efficiently. These include:
- A new assessment framework based on (gateways), to help ensure that schemes and interventions are chosen according to their ability to deliver improvements in the priority areas highlighted in the LTP.
 - Revised arrangements for the project management of ongoing schemes, to ensure that they continue to provide good value for money and meet their deadlines.
 - Improved reporting arrangements, to enable people, stakeholders and elected Members to be better informed about the progress being made on individual projects.
- 2.69 Details of this programme are given in chapter 10.

LTP targets

2.70 To help monitor the success of this LTP, a suite of targets and performance indicators have been adopted. These are described more fully in chapter 11. The targets have been designed to be consistent with the full range of local policy aims and objectives and the outputs of the wider local corporate planning framework. This includes ensuring that they are consistent with:

- The corporate plan.
- The community strategy of the Hampshire Strategic Partnership.
- The community strategies of the eleven district level Local Strategic Partnerships.
- The County Council's Best Value Plan.

Congestion targets

2.71 The County Council is committed to tackling the problems of congestion through its overall strategy of **reduce, manage and invest**. This LTP includes a thorough congestion strategy in chapter five (paragraphs 5.139 to 5.260), with associated investment of £19.055 million.

2.72 The Government has clarified that congestion targets are now not needed for inclusion in the full LTP. Nevertheless, a number of existing targets in the LTP can be used to provide a proxy for congestion. These include:

- Bus punctuality/reliability.
- Air quality.
- People's perception of accessibility.

Area transport strategies

2.73 The transport needs of different areas can vary considerably. The transport vision and objectives do not assume that one size fits all. The LTP incorporates separate transport visions and strategies for four strategic areas of Hampshire shown in figure 2.73 (Central Hampshire, North Hampshire, Solent and New Forest) recognising their specific needs and problems.

Figure 2.73: Area transport strategies

- 2.74** Each of the strategies has specific aims and objectives that have been derived from local communities, through the Local Strategic Partnerships and active involvement of the community and the relevant district councils. Details of the individual transport strategies are given in chapters 6 to 9.
- 2.75** The Solent Transport Strategy consists of a Hampshire specific strategy (described in chapter 6) within the context of the solent sub-regional strategy developed in partnership with the city councils of Portsmouth and Southampton. This contained as an annex to this LTP. The joint strategy has also been developed in partnership with the Isle of Wight Council. The joint strategy embodies the vision of all the local authorities in Southern Hampshire and has been endorsed by their leaders and Chief Executives, under the auspices of the Partnership for Urban South Hampshire.
- 2.76** Over time, separate access plans will be developed for individual towns and communities within the strategy areas, working closely with the district councils and Local Strategic Partnerships. One of the first of these local access plans to be developed will be Winchester.

Consultation and involvement

- 2.77** This LTP has been developed with the active involvement of a wide range of interested local stakeholders – including transport operators, business partners, local communities, service providers and special interest groups. To achieve the best use of resources and to mitigate consultation overload, this consultation has taken place by making use of existing meetings and contacts wherever possible. For example, officers from the County Council regularly attend meetings of Local Strategic Partnerships to ensure a high level of consistency between community strategies and the LTP.
- 2.78** There has been active involvement of all district councils through the Joint Members' Transport Strategy Panels that advise each of the area transport strategies.
- 2.79** Since submission of the provisional LTP, a number of further consultation events have been held, including:
- Consultation with Solent Local Strategic partnership, held on 18 October 2005.
 - Consultation with North Hampshire Local Strategic Partnership, held on 25 October 2005.
 - Consultation with New Forest Local Strategic Partnership, held on 26 October 2005.
 - Seminar for district council and County Council Members, held on 24 November 2005.
- 2.80** On 22 September 2005, all relevant County Council officers attended a full day seminar to discuss proposals for the area strategies. This enabled joint working between officers from different departments.
- 2.81** At a workshop held on 24 November 2005, Members were updated on progress with producing the full LTP since submission of the provisional to the Department of Transport. At the workshop, Members broke into four groups, one for each of the area strategies. Each group received a presentation by officers followed by a debate and a questions and answers session. The comments and notes from these groups helped to draft the area strategies.
- 2.82** Other consultation and involvement has included making the provisional LTP available on-line at www3.hants.gov.uk/transport/local-transport-plan.htm. In discussion with the Royal Institute for the Blind, appropriate sections of the provisional LTP have been recorded on to an audio tape. A presentation was also given to the Council for the Protection of Rural England.
- 2.83** The LTP has been developed through a series of officer working groups, including officers from district and parish/town councils, neighbouring authorities and other departments within the County Council.

2.84 The impact of this consultation on the LTP has been considerable. The many examples of this include:

- The emphasis on wider accessibility flows directly from residents and councillors saying that transport policies must help them to get to key services.
- The policies on improved information stem from people's concern that public transport timetables and other information can be confusing, particularly for people with visual impairments and learning difficulties.
- Consultation has confirmed and shaped the policies on **reduce, manage and invest**. There has been strong support for the principles of “reducing” transport problems as a primary goal, although recognising that investment would also be needed.
- The strong policies on school travel have been shaped by the consultation process. Councillors, members of the community, teachers and children have all endorsed the process of school travel planning.
- The County Council’s cycling policy has been influenced by consultation with cycling groups, who have pointed out that cycling levels can be affected as much by good maintenance, clear signs and good training as by more expensive cycling infrastructure.
- The LTP has been endorsed by the County Council’s Recreation and Heritage Policy and Resources Committee, for its contribution to the Rights of Way Improvement Plan and accessibility to leisure and recreational facilities.

Cross-boundary and partnership working

2.85 The County Council is committed to effective partnership working. In addition to extensive consultation with local stakeholders, Hampshire County Council has engaged in frequent discussions with regional and national bodies including the Government Office for the South East, South East England Regional Assembly (SEERA), South East England Development Agency, Highways Agency, Strategic Rail Authority, the AA, Freight Transport Association and operators of trains, buses, coaches, ferries, ports and airports.

2.86 Cross-boundary working is essential for an effective LTP. The County Council has sought to tackle cross-boundary issues by frequent contacts with its ten neighbouring authorities in the South East and South West regions. In South Hampshire, effective coordination of transport issues has been assisted by the Solent Transport partnership, established in March 2003.

2.87 This innovative partnership was formed with high level political support by Hampshire, Southampton and Portsmouth councils, together with major stakeholders across South Hampshire. The solent transport partnerships terms of reference are to integrate planning and investment in transport. These partners

include the transport operators, representing rail, air, sea and bus. It also includes agencies of regional and central government, such as the Highways Agency, and representatives of business interests and transport users, both private motoring and freight. This unique partnership has already achieved the coordination of traffic and travel information across the area; the re-opening of Chandler's Ford rail station; and the introduction of a Solent Travelcard, which offers integrated travel on all fifteen bus operators' services. Further plans for cross-boundary and cross-sector improvements are being developed by the partnership.

- 2.88** The three transport authorities (Hampshire, Southampton and Portsmouth) have been working together with the Isle of Wight Council on a range of opportunities to plan transport across the sub-region in a more coordinated manner. This includes the closer relationship between the respective LTPs, with SEERA on preparing transport options to inform the development agenda of the South East Plan; and with central Government on accessibility planning and the establishment of targets. The transport stakeholders are assisting the authorities with a joint long-term strategy to meet both South East Plan and LTP objectives.
- 2.89** Hampshire County Council and Portsmouth City Council were the joint sponsors of the Fareham-Gosport-Portsmouth light rail scheme as well as jointly developing the A3 bus corridor. Southampton City Council and the County Council are developing bus routes in from the Southampton hinterland. Hampshire County Council is working in partnership with West Sussex and the authorities towards Lewes on the potential for improved public transport links along the Sussex coast.
- 2.90** The County Council is closely involved in assessing possible development options in the north of the county. This is a part of the Western Corridor and Blackwater Valley sub-regional area of the South East Plan. There is ongoing liaison with the Blackwater Valley authorities in Surrey and Berkshire. This builds on existing relationships and partnerships, as well as specific meetings to discuss matters of joint interest. These range from the potential for linking real-time passenger information systems to route specific issues on A327 Farnborough-Reading and A325 between Wrecclesham and Farnham. Cross-boundary working continues with West Berkshire on a number of LTP issues, including the A34 Southampton-Oxford corridor and the operation of the County Council's Cango demand responsive bus services. Cango takes passengers from the north of the county into their local centre at Newbury.
- 2.91** Meetings have been held with Wiltshire County Council on the A36 Southampton-Bristol corridor, roads in the Salisbury area and routes for freight traffic. Contact is maintained with Dorset on the Southampton-Exeter corridor, access from Poole and the New Forest National Park. Officers from the County Council meet regularly with colleagues from the other South East authorities on a variety of issues, including accessibility, the LTP and targets.

- 2.92 The County Council involved the eleven district councils, the city councils of Southampton and Portsmouth, together with neighbouring authorities in producing the Hampshire Parking Strategy and Standards in the summer of 2002. This strategy will be reviewed over the life of the LTP with a similar level of partnership working.

Consistency with Government policies, objectives and regional policy documents

- 2.93 The LTP vision and strategy takes full account of emerging policies from central and regional government, and adapts them to meet local needs and circumstances.

National policies

- 2.94 The LTP is consistent with national level policies – in particular, as they relate to strategic transport networks and their users, the environment, sustainable communities and economic development.
- 2.95 Account has been taken of the multi-modal studies for the South Coast, Thames Valley, routes to the South West and ORBIT. The White Papers on Aviation and the Future of Transport are amongst the many documents that have contributed to the formulation of this LTP.
- 2.96 Discussions have taken place between the County Council and Highways Agency over the interaction between the national and local road networks. The national objective of freer flowing roads would be aided by the policy of **reduce, manage and invest**, together with the implementation of the Network Management duty.
- 2.97 Similarly on the rail network, the County Council has contributed to the Strategic Rail Authority's Regional Planning Assessment for lines within Hampshire, identifying areas of growing, or predicted pressure. One particular area is the case for improvements to infrastructure north of the port of Southampton to allow for more sustainable freight movements with nationwide benefits.
- 2.98 The LTP makes a very strong contribution to the development of national transport policies:
- The policy of **reduce, manage and invest** provides a cohesive framework for the transport strategy, that is relevant to all of shared priorities. This has been further developed into an analytical tool. This approach is commended to the Government.
 - Hampshire County Council is renowned for its safety policies and record. In 2004, it was one of only five authorities across Europe to be awarded the European Road Safety Award.

- The County Council's approach to accessibility has been praised by the Government as innovative and unique, in the context of the pilot Local Area Agreement.
- The Solent Transport partnership is an innovative approach to cross-boundary working. Its bus Travelcard was one of the first to be launched outside a Passenger Transport Executive area.
- The LTP has strong policies on air quality, congestion and smarter choices.

Regional strategies

- 2.99** The LTP is consistent with, and will influence, the development of strategies produced at the regional level.

Regional Spatial Strategy – the South East Plan

- 2.100** The County Council has taken a leading role amongst the consortium of local authorities in South Hampshire in gathering evidence and testing options for the draft South East Plan, and in a similar supporting role in the Blackwater Valley and Western Corridor sub-region. There is a need to provide an optimum level of employment and residential development to promote regeneration, with such growth supported by considerable transport interventions. This issue is addressed more fully in chapter 4 – the long-term strategy.
- 2.101** A strategic transport model for the Solent area has been developed on behalf of the urban South Hampshire authorities. A similar model is being developed for Basingstoke. These will assist with the establishment of local development strategies and influence the transport implications of future economic and housing decisions for the South East Plan.

Regional Transport Strategy

- 2.102** The Regional Transport Strategy (RTS) published by the Secretary of State in July 2004, forms the basis of the draft transport policies for the South East Plan. The County Council provided evidence to the RTS during its formative process and is represented on the SEERA's Plenary, Regional Planning Committee, Regional Transport Coordination Group and Transport Advisory Group.
- 2.103** South East England is the largest English region with a population of over eight million. It has the fastest growing regional economy in the United Kingdom and has the largest regional Gross Domestic Product outside London. Despite this impressive economic performance there remain pockets of severe deprivation throughout the region, often relatively poorly connected. Conversely, in the most economically buoyant parts of the region severe congestion, particularly on the road and rail networks, gives rise to unreliable and protracted journeys that reduce business performance and productivity for the region as a whole.

2.104 The pressures associated with the South East's gateway role and proximity to London are having an adverse impact on the region's built and natural environment that cannot be ignored. Decisions relating to the spatial distribution of land uses, and the mix of land uses and design will have implications for the nature of future demand for travel and the way in which the transport system will need to be developed. In this context the RTS sets out to deliver:

“Our vision is a high quality transport system to act as a catalyst for continued economic growth and provide for an improved quality of life for all in a sustainable and socially inclusive manner: A regional transport system which progressively reaches the standards of the best in North West Europe.”

2.105 This LTP embodies this vision by its overall aim to enhance quality of life and economic growth. The LTP has been developed to be consistent with each of the policies in the RTS as shown in the checklist in table 2.105. The LTP will form a key policy statement document, providing an important link between the RTS and local policy documents. This role of the LTP will be essential once structure plans are superseded by the Regional Spatial Strategy and the RTS.

Table 2.105: RTS and LTP policy checklist

RTS Policy	Hampshire LTP policy response
Policy T1: Manage and invest	The LTP's principles of reduce, manage and invest incorporates and extends this policy. The emerging long-term strategies for the Solent and North Hampshire areas support the international gateways and inter-regional movement corridors and develop the network of hubs and spokes.
Policy T2: Key management issues	The LTP implements this policy in full, by including a Transport Asset Management Plan to make the best use of existing resources, a thorough road safety strategy, an innovative approach to accessibility that exceeds national guidance, a full Strategic Environmental Assessment and measures to reduce the environmental impact of movement on the natural and built environment. The County Council's policy ensures that the location, design and construction of all new transport projects should enhance the environment and communities affected.
Policy T3: The rural dimension	The LTP contains separate strategies that recognise the special nature of the extensive rural areas of Hampshire, including provision for walking and cycling and measures to tackle rural isolation.
Policy T4: Regional hubs	The hubs at Basingstoke, Southampton and Portsmouth are featured as important nodes for transport interchange and development, supplemented by a hierarchy of lower order hubs for local access and interchange. More information is provided in chapters 4 and 5.

RTS Policy	Hampshire LTP policy response
Policy T5: Regional spokes	A series of connecting transport services are being developed as part of the longer term strategy to link the regional and local hubs. Special emphasis is being given to public transport links. This is described more fully in chapter 4 the long-term strategy.
Policy T6: Airports	The LTP recognises the vital role that Southampton Airport plays as an international gateway of regional significance. Transport links to the airport are featured in the long-term strategy for the Solent area (chapter 4) and the Solent strategies (chapter 6 and the Solent annex).
Policy T7: Ports	The importance of the international ports at Southampton and Portsmouth is complemented by the LTP's strategies to reduce congestion and improve transport links to the two cities. More details are given in chapter 4 and the Solent annex.
Policy T8: Short sea shipping	This is mainly for implementation by port authorities. Short sea shipping services will be supported, where they can provide alternatives to land access. The policy of "feeder" is supported in chapter 5, paragraphs 5.255 to 5.258.
Policy T9: Public transport	The LTP contains a wide range of public transport schemes from rapid transit to the rural demand responsive service networks. A full programme of Quality Bus Partnerships is being developed. Coach services are being investigated as part of the Western Corridor and Blackwater Valley sub-regional study area. See chapter 5 (paragraphs 5.224 to 5.246) and the strategy annexes on bus, rail, ferry, community transport and public transport information.
Policy T10: Mobility management	The policy approach of reduce, manage and invest incorporates and extends the concept of mobility management. All the measures described in policy T10 are included in the concept of access planning (see chapter 5 paragraphs 5.8 to 5.138).
Policy T11: Charging	The use of powers to introduce charging initiatives is being assessed as part of the study into congestion and travel in South Hampshire, along with all other parts of the congestion toolkit.
Policy T12: Parking	The Hampshire Parking Strategy and Standards is based on restraint through maximum levels. These comply with PPG 3 and PPG13 and contain policies and proposals for the management of the total parking stock.
Policy T13: Travel plans and advice	Working with the eleven district councils, travel plan guidance for developers is being developed. This will put in place a faster and more efficient system of dealing with travel plans submitted through the planning process. The provision of travel advice,

RTS Policy	Hampshire LTP policy response
	including the concept of travel advice centres, is being developed as part of the strategic approach to accessibility.
Policy T14: Rail freight	The LTP supports the upgrading of the rail route between Southampton and the West Midlands as a means of preventing the switch of containers to road vehicles through the county. Further rail freight improvements are under consideration as part of the development of the longer term strategy.
Policy T15: Freight and site safeguarding	Freight Quality Partnerships have been signed with the intention of benefiting the supply chain, while maximising the transport network benefits. The EU supported MIRACLES project in Winchester has pioneered remote delivery points and further initiatives will be planned with logistics companies.
Policy T16: Inter-modal interchanges	The local authorities will work together with SEERA on the concept of inter-modal interchanges if the location of one of the three is to be in Hampshire.
Policy T17: Priorities for investment	The longer term strategies (chapter 4) and five year programme (chapter 10) explain the investment priorities that are being developed to implement the Regional Transport Strategy and South East Plan.
Policy T18: Delivery partnerships	Solent Transport is an excellent example of the delivery partnerships recommended by this policy. The RTS specifically quotes the partnership as a pioneering example. The Solent Transport Strategy (annexed to this LTP) explains how the sponsoring authorities are developing the partnership further.

Regional Economic Strategy

- 2.106** The Regional Economic Strategy (RES) for South East England 2002 to 2012 was published by the South East of England Development Agency in 2002. It sets out how the economic performance of the South East can be improved. Government guidance states that the South East Plan should assist in the implementation of the RES and that the RES must sit within the spatial planning framework provided by the South East Plan.
- 2.107** The RES sets a ten year framework for economic development and aims that “by 2012 the South East will be recognised by all as one of the world’s 15 top performing regional economies, as measured against a broad range of economic, social and environmental indicators”.
- 2.108** It states clearly that the principles of sustainable development require that economic growth must be of a particular type, pattern and spread. It must be growth of a form that assists the region to achieve the objectives of sustainable development. South Hampshire is identified as an “area of economic opportunity” in the plan.

2.109 Policy RE1: Sustainable economic development – Local Development

Documents will allocate employment land to provide a range of sites and premises to meet the needs of new businesses, growing businesses and inward investors based on the following criteria:

- Locations that minimise commuting and where use of public transport can be maximised.
- Locations that intensify the use of existing sites.
- Focus on urban areas.
- Prioritisation of previously developed land.
- Promotion of mixed use development.
- Locations that promote more sustainable communities.
- Locations that promote a closer relationship between jobs and existing and proposed labour supply.
- Locations that minimise loss or damage to the environment.

2.110 The principles of the RES have been fully incorporated into the LTP, especially in the longer term strategies being developed to form part of the South East Plan. For example, the decision to focus development in South Hampshire around the two cities was motivated by the need to minimise commuting and promote public transport. This gives the LTP a clear urban focus that promotes the mixed use development and the creation of more sustainable communities. The views of businesses have been, and will continue to be, crucial in determining the final shape of the LTP and its longer term strategies.

2.111 The County Council is playing a full part in the current revision to the RES.