

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Economy, Transport and Environment
Date:	14 January 2020
Title:	TfSE Strategy Consultation Response
Report From:	Director of Economy, Transport and Environment

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Purpose of this Report

1. The purpose of this report is to introduce the consultation on the Transport Strategy for the South East as promoted by the shadow sub-national transport body, Transport for the South East (TfSE), and to recommend a number of key principles to guide the Hampshire County Council response.

Recommendations

2. That, based on the principles set out in the report (paragraphs 15-21), the Executive Member for Economy, Transport, and Environment approves the response to the consultation on the draft Transport Strategy for the South East, as attached to this report.

Executive Summary

3. This paper seeks to set out the background to the development of a Transport Strategy for the South East, explain the structure and content of the Strategy and also set out a number of key principles to inform the County Council's response, for which it seeks approval.

Contextual information

Development of the Strategy

4. Successive Governments have been seeking to establish new Sub National Transport Bodies to help guide investment decisions on transport from a regional perspective. Some have been formally established, such as Transport for the North (TfN), with statutory status, whilst others like TfSE are in shadow form and need to make a proposal to Government to be considered a statutory body with all the powers and responsibilities that may entail. A key responsibility of such bodies is to develop a transport strategy. In May 2018, the Secretary of State for Transport allocated a grant of £1million to the shadow sub-national transport body for the region, Transport for the South East (TfSE). The funding was for the development of a regional evidence base and a

transport strategy for the south east covering the area administered by the constituent local transport authorities.

5. The County Council has been supportive of the creation of the shadow body on the basis of a need to have a strong voice for the South East. The South East is often considered in the same context as London, which has the highest spend per head on transport of any region. This is due to London's higher dependency on public transport for moving people around rather than private forms of transport. However, the South East is the most productive region outside London and has the most congested and least resilient transport networks in the UK. Spend per head on transport in 2016/17 was identical to the North West of England according to the "Transport Spending by Regions Paper" reported to the House of Commons in 2018. In order to establish a strong voice for the region, Hampshire County Council has played a proactive role in the development of the sub-national transport body; participated fully in the creation of the shadow body; and is helping to shape its form and function, as well as the development of a robust evidence base and an effective regional transport strategy.
6. On 16 July 2019, the County Council expressed its views on the "proposal to Government" related to the creation of TfSE as a new statutory body. A link to that report can be found at: [16 July 2019 Report – Item 4.](#)
7. TfSE appointed consultants Steer and WSP to help develop its Transport Strategy alongside TfSE's sixteen constituent Local Transport Authorities and the region's five Local Enterprise Partnerships. A number of wider organisations have also participated in the development of the strategy through the TfSE Transport Forum and numerous stakeholder workshops, including the region's forty-six district and borough councils, bus and rail operators, and infrastructure providers such as Highways England, Network Rail, ports and airports.
8. TfSE is currently consulting on its draft strategy with a deadline for responses of 10 January 2020. However, an extension has been granted to the County Council for the purposes of this approval process, and subject to approval of this report's recommendations, the County Council will submit its response after the decision day.

Structure of the Strategy

9. The draft Transport Strategy for the South East is organised around a set of visions, goals, and priorities which in turn inform the way the Strategy proposes to address key challenges posed to the following kinds of movement:
 - Radial journeys;
 - Orbital and coastal Journeys;
 - Inter-urban journeys;
 - Local journeys;
 - Journeys to international gateways and freight journeys; and
 - Journeys in the future.

10. The stated vision of the Strategy is as follows:

By 2050, the South East of England will be a leading global region for net-zero carbon, sustainable economic growth where integrated transport, digital and energy networks have delivered a step-change in connectivity and environmental quality.

A high-quality, reliable, safe and accessible transport network will offer seamless door-to-door journeys enabling our business to compete and trade more effectively in the global marketplace and giving our residents and visitors the highest quality of life.

11. The Strategy's goals therefore revolve around the three considerations of Economy, Society, and Environment. Focusing work on the three areas gives rise to the following key principles:

- supporting economic growth, but not at any cost;
- achieving environmental sustainability;
- planning for successful places;
- putting the user at the heart of the transport system; and
- planning regionally for the short, medium, and long term.

12. Economic growth can significantly improve quality of life and wellbeing, but unconstrained growth can have damaging side effects. A major principle of the strategy is to deliver economic growth in a way that is balanced with social and environmental outcomes. Attractive, sustainable, and viable alternatives to the car and road freight must be provided, which can be delivered through more closely integrated land use and transport planning and demand management policies. The strategy aims to place the user of the transport system at its heart, whether that be as a public transport passenger or freight user, seeking to understand and improve the whole journey from origin to destination. The strategy aims to build on existing work streams, including Strategic Economic Plans, Local Plans, Local Transport Plans and Local Industrial Strategies, and adopt a larger scale perspective focusing on economic hubs, cross-boundary journeys and major transport corridors.

Hampshire and the County Council's Response Key Principles

13. The principles set out below comprise a recommended framework for the County Council's response to the consultation.

14. Principle 1 – The County Council is supportive of the need to have **a strong voice** for the South East. It is supportive of the development of a strong evidence base to underpin a regional transport strategy and the transport strategy being consulted on over December 2019.

15. Principle 2 – The transport strategy follows a **clear methodology** which sets out a vision, strategic goals and priorities, some key principles for achieving that vision, and uses six journey types of movement to illustrate the challenges faced

by the South East and how the strategy may resolve these. The methodology is strong and logical.

16. Principle 3 – The transport strategy forms a good and **wide ranging policy framework** (environmental, society, and economy) behind which regional investment decisions and priorities can be assessed and compared. The next steps in the development of the strategy will involve the development of the regional evidence base through several area studies and four thematic studies. These will lead to the development of a strategic investment plan. Whilst it is not available at this time, it is the robustness of that evidence base and how it informs the strategic investment plan that will actually determine the quality of future decision making.
17. Principle 4 – This relates to the practicality of **prioritising future interventions**. It is likely that future funding will be restricted and that prioritisation through the strategic investment plan will become difficult due to the wide ranging focus of the strategy. Whilst the County Council would not disagree with the need to start with a wide angle view, it will very soon become necessary to focus in on a very few initiatives. The strategy does not seek to do this at this time but could do so by weighting or putting a value on the 15 strategic priorities. The County Council suggests that some additional consideration is given to how this might be done and the development of a regional prioritisation tool.
18. Principle 5 – Focusing on **what role TfSE needs to play**. In taking a wide view the strategy ventures into areas of activity where local transport governance is best placed to deliver. Examples include active transport, which is best delivered through local walking and cycling plans, and bus subsidy, which is currently funded by local highway authorities. The strategy going forward should focus TfSE efforts on adding the most value to the region, for example by dealing with the bigger issues that the local authorities on their own have been unable to resolve individually. An example is lobbying for better integrated rail and bus ticketing practice as opposed to, for example, setting up regional ticketing schemes for buses that are best delivered in local travel to work areas. The strategy and future prioritisation process may be enhanced from a short additional section, which sets out a clear set of core operational principles related to when TfSE has a role and when it does not.
19. Principle 6 – How **major economic/population hubs** are represented in the strategy and the economic evidence base needs to be reconsidered. It is good that the importance of the Ports of Southampton and Portsmouth, Heathrow and Gatwick feature prominently and that they are considered important Gateways. However, there are many areas considered to be “major economic hubs” and there is little to distinguish between those which are of higher scale and size of activity. It is in the larger hub locations (which may also serve as gateways) where investment is likely to be most sustainable, have highest value, and be needed the most. Furthermore, the application of the concept of “journey types” identified in the strategy could focus attention on “spokes” or “corridors” of investment. Whilst these will inevitably lead to economic hubs, it is important to note that the case for investing in packages of complementary interventions at hub locations is already a key feature of the current funding environment. For example, packages of investment are being developed around the Transforming Cities Funds currently in development. A possible way forward would be to

classify hubs as regionally or locally significant and to include the concept of hubs as a new journey type or combine with the “gateways” movement type.

20. Principle 7 –The economic evidence base defines an area’s importance in regard to the proportion of jobs held in a specific priority sector. A better way to do this would be to represent the actual rather than proportionate figures within the analysis and future area studies. This would avoid smaller economies with relatively higher proportions but actually very low numbers being overrepresented in the analysis and in future prioritisation.
21. Principle 8 – In light of the strong signals the new Government has made of its intention to prioritise investment in central and northern England, TfSE should support the national agenda by prioritising transport interventions that improve connectivity with the wider country, particularly in terms of improving access from the north to export gateways in the south. As part of this, it will be vital to prioritise road and rail links between Southampton and the midlands and the north, such as the A34 corridor or the railway line between Basingstoke and Reading.

Performance

22. A mechanism for monitoring and evaluating the progress of the Transport Strategy will be established. This will include monitoring the delivery of the Strategy priorities. It will also include tracking outcome orientated key performance indicators, which are contained in the draft strategy.

Consultation and Equalities

23. A public consultation exercise is being undertaken on the draft Transport Strategy in the autumn of 2019. The purpose of the consultation is to seek the views of a wide range of stakeholders on the draft Transport Strategy. The aim is to ensure buy in to the vision of the future set out in the Transport Strategy. The consultation exercise is being undertaken over a twelve week period ending on 10th January 2020. The County Council has sought and has been granted a short extension to tie in with the Executive Member Decision process which will enable the County Council’s response to obtain Executive Member approval. The Transport Strategy, Integrated Sustainability Appraisal, and supporting evidence are being made available to the public and all consultees along with a consultation questionnaire. The consultation exercise is being publicised online, in the press, and on social media. The online information for the Public Consultation is being supplemented by a series of engagement events.
24. The recommendations in this report relate to a consultation response and will not have a direct impact on any groups with protected characteristics. Any arising schemes affecting Hampshire residents will be assessed for impacts on groups with protected characteristics as proposals develop.

Governance

25. Transport for the South East has put in place governance arrangements that will enable the development, oversight, and delivery of the Transport Strategy. It is envisaged that this governance framework will be further formalised as and

when Transport for the South East becomes a statutory sub-national transport body.

Next Steps

26. At the end of the consultation period, Transport for the South East will produce a consultation report on the draft Transport Strategy that will summarise an analysis of the responses and how the final version of the Transport Strategy should evolve to reflect feedback provided.
27. Following consideration of all feedback, the draft Transport Strategy will be revised and a final version will be presented to the Shadow Partnership Board. The Strategy will have to go through an individual approval process for each constituent authority, and in the case of Hampshire County Council this will entail presentation to the full council for formal approval.
28. Transport for the South East is planning to commission a set of studies to explore some of the themes outlined in this Transport Strategy, which will include area studies that focus on types of corridors and journeys in the South East and further work on various thematic studies. These studies are likely to include (but not be limited to) the following:
 - area focussed studies, which will focus on groups of corridors;
 - Freight Strategy and Action Plan;
 - Future Mobility Strategy;
 - Mobility as a Service; and
 - Smart and Integrated Ticketing.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	Yes
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> Transport for the South East – HCC Response to Formal Consultation on the Draft Proposal to Government	<u>Date</u> 16 July 2019
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

The recommendations in this report relate to a consultation response and will not have a direct impact on any groups with protected characteristics. Any arising schemes affecting Hampshire residents will be assessed for impacts on groups with protected characteristics as proposals develop.