

# M27/M3 Travel Demand Management Project

## 1. Introduction

The main objective of this project is to deliver a set of tailored Travel Demand Management measures that have the potential to both manage current and forecast travel demands in the area, whilst also adding further value to planned mitigation packages for the M27 J4-11 and M3 J9-14 Smart Motorway Schemes (SMS).

TDM measures to be developed and implemented on the M27 will be focussed on both the construction phase and, post-scheme delivery, with the M3 focusing on the pre-construction and construction phase with both supporting innovative approaches to managing longer term travel demands and providing ongoing benefits to the SRN through long term modal shift.

Measurable benefits will be felt mainly in terms of improved air quality outcomes through reduced vehicle emissions, enhanced customer satisfaction through access to tailored travel information on-demand and access to additional sustainable transport measures e.g. walking and cycling improvements, increased travel choices, journey time savings through managing congestion, and an improved investment case for any highway capacity enhancements.

TDM interventions will be implemented and expected to enhance network performance through decongestion and improved journey time reliability, improve local air quality through reduced NOx emissions, and deliver improved customer satisfaction. By embedding clear and effective approaches to managing travel demands, these interventions will directly support key themes within Highways England's Delivery Plan; notably supporting economic growth, improving the environment, and assisting a more free-flowing network. The potential of TDM has been recognised by Highways England through a set of commitments defined in the Customer Delivery Plan 2018/19 and mandated in the Customer Service Strategic Plan, particularly in the Key Initiative to 'develop an approach and requirements for Travel Demand Management around Roadworks'. The proposed TDM programme would make a major contribution to early delivery of this objective, as well as being essential for the delivery of many of these commitments for the RIS1 programme in Solent.

### 1.1 Scope of this document

The scope of this document is to present detailed proposals to deliver the M27/M3 TDM project.

The background to this project and potential impacts of the roadworks associated with construction of the M27 J5-11 and M3 J9-14 SMS on the Solent sub-region are described in Section 2. The strategic alignment of this project with Highways England's strategic aims are briefly discussed in Section 3. The proposal development has been documented in Section 4. The technical proposal is presented in detail in Section 5, while the commercial proposal is outlined in Section 6. Section 7 includes the description of how project management controls will be implemented.

An outline of potential benefits to be delivered by this project and a strategy to monitor and evaluate such benefits is presented in Appendix 1.

## 2. Background

The Solent sub-region is located on the south coast of England centred on the two cities of Southampton and Portsmouth, with an urban area covering Eastleigh, Fareham, Gosport, Havant and Totton and a population of over 1 million.

During the construction works for the M27 Smart Motorways project there is expected to be a significant level of disruption to traffic. With journey times likely to increase on the M27 traffic may divert to alternative routes such as the parallel A27. This occurs at present when an incident occurs on the M27. Local air quality on these routes would suffer particularly at peak times with traffic diverting and additional congestion on the M27. In addition to air quality the productivity of the Solent region would be impacted. Congestion costs around £100m per year in Southampton alone and this impact would be expected to increase significantly during the scheme construction periods. Additional congestion on the A27 corridor is also likely to negatively impact bus services and other alternative modes of travel along this route.

Impacts of a similar nature may also be expected for the M3 SMP, and most other schemes in the RIS1 programme are likely to have at least local impacts, potentially affecting several localities at the same time.

### 2.1 Potential impact of the M27 J5-11 and M3 J9-14 SMS

The M27 forms the backbone of the Strategic Road Network in the Solent region with daily traffic flows on some sections as high as 138,000 vehicles per day (2017). The similarly heavily used M3 is also a principal route connecting the Solent with key areas for the economy including the Thames Valley, the midlands and the north; and also provides connectivity for journeys passing through the Solent sub-region en-route to the New Forest, Bournemouth, Poole and parts of Dorset.

Other Highways England managed SRN routes in the Solent area all connect to the M27 and/or M3 at various points and provide east-west connections (A27, A31, A36) or north-south connectivity towards Surrey and London A3/ A3(M). Thus the M27 in particular provides a key connection between these various different routes. Finally, there are several spur routes off the M27 (primarily the M271 and M275) which link it with the two city centres and pass very close to the two ports which are critical hubs for the sub-region's economy.

The M27 is probably the most critical SRN link in Solent. The ten most trafficked sections of the Solent to Midlands routes are all on the A27 and M27 close to the Southampton and Portsmouth conurbations. Journey times along sections of the M27 are among the most unreliable with travel time reliability often 65% of the average.

Whilst it was built to function as a strategic road, the pattern of (mostly car-oriented) development that has occurred over the last four decades along the "M27 corridor" in areas such as Hedge End and Whiteley has resulted in this motorway becoming used for many local journeys. Analysis using Solent Transport's strategic transport model has shown that around 30% of all M27 traffic is "junction hopping", travelling just one or two junctions, and 28% of all traffic on the M27 has a total journey length of 5km or less. Less than 10% of all traffic is travelling ten junctions or more.

And whilst the M27 and in particular the M3 do provide connectivity for economically critical long distance freight movement, between Portsmouth and Southampton ports and the rest of the UK, there are also a significant number of more local freight movements within Solent- 54% of all HGV traffic is travelling 20km or less and 93% travelling 50km or less.

It should be noted that due to their short nature, many of these HGV trips would not be able to switch to rail and may be difficult to retime (e.g. for just-in-time deliveries) - but that various forms of intervention may have potential to trigger changes in behaviour change amongst the many individuals making short private car trips via the M27.

Highways England's Route Investment Strategy 1 (RIS1) the M27 Smart Motorway project aims to increase capacity, improve journey times and safety by upgrading the M27 between Junctions 4 and 11.

The M27 supports:

- The Port of Southampton; the 4<sup>th</sup> busiest in the UK and the premier port for cruise passengers with 1.8m per year (2016/17), it is the UK's leading port for exports and for trade with non-EU markets, handling £40bn/ year of exports, of which 90% are to non-EU markets. 13% of the UK's overall trade with the USA, Canada, Australia, New Zealand and the Pacific Rim countries is routed via Southampton port. Southampton is also the UK's busiest port for vehicle exports. The M3/M27 corridor is absolutely critical for efficient, reliable and safe connections from manufacturing areas in the Midlands to Southampton Port.
- Southampton Airport as the main regional airport serving almost 40 national and international destinations and in 2017 was used by 2.06m passengers;
- Portsmouth International Port which sees high volumes of trade through international ferry connections to France and Spain with 1.92m passengers and 3.8m tonnes of freight (the second busiest cross-channel port after Dover);
- HM Naval Base Portsmouth; the home port of the Royal Navy's new aircraft carriers;
- Both Southampton and Portsmouth are major gateways to the Isle of Wight with 8.9m passengers journeys and over 250,000 commercial vehicles crossing the Solent (2016/17);
- Whiteley and Segensworth as major centres of employment focused on M27 Junction 9 with large employers including Zurich Insurance, HSBC and the Office for National Statistics
- Significant retail and employment land uses in Hedge End, focused on M27 Junction 7

The Solent region is experiencing significant and ambitious growth:

- PWC's "Good growth for cities" report 2018 identified Southampton as the 3<sup>rd</sup> strongest economic performer between 2016 and 2018 out of 42 UK cities, whilst Portsmouth was places 16<sup>th</sup> (one place behind London)
- The Solent LEP's latest forecasts, which take into account Southampton Port's key role in post-Brexit trade, anticipate that from 2020 onwards, employment growth will accelerate, adding an additional 24,000 jobs in the Solent area- more than three times the amount of jobs created in the previous five-year period
- To support this level of positive economic growth PUSH (2016) has calculated that 104,000 new homes and 1,000,000m<sup>2</sup> of floor space will need to be delivered by 2036 and the 11 Local Planning Authorities in Solent are now planning for and delivering this additional development. This will primarily be focused on the two cities but development will occur in and around Fareham, Eastleigh and Havant.

## 2.2 Alternative modes on transport in the Solent sub-region

Other modes of transport provide alternatives to the M27 and M3 for local and strategic journeys:

- Rail – the network in Solent has around 70 miles of lines and 33 stations and broadly shadows the M27 corridor. The West Coastway Line from Southampton to Havant provides access to Fareham, Cosham and Swanwick (closest station to Whiteley), with a branch into Portsmouth from Cosham. The South West Main Line from Southampton to London passes Southampton Airport, and the Fareham-Eastleigh line serves Botley and Hedge End. Some employers provide their own shuttle buses for employees linking stations to workplaces,

particularly from Swanwick and Southampton Airport Parkway (e.g. HSBC to Whiteley). South Western Railway (the key train operating company in Solent) have franchise commitments for improvements to services in Solent (e.g. an additional hourly Portsmouth-Southampton service) in the coming years.

- Bus – in both cities there is a dense bus network with several key corridors in both cities having high frequency services connecting the city centres with main employment areas such as universities, hospitals, and business hubs. In Fareham & Gosport the award winning Eclipse bus rapid transit service provides a reliable alternative to the A32. There is also strong bus service (First X4/X5 “Solent Ranger”) which operates between Fareham and Southampton, broadly using the parallel A27 corridor. There are also several high frequency, high quality bus services in the Eastleigh and Havant areas- some of which parallel or cross parts of the A27, M27 and M3. However, bus services crossing north of the M27 to Whiteley, Hedge End and in some outlying areas are poor with low frequency or inconvenient or no service. The [Solent Go](#) multi-operator public transport smartcard, managed by Solent Transport, offers a number of all-operator bus and ferry tickets for multi-modal journeys around the Solent area. There are plans to extend Solent Go to rail services during 2019 or 2020.
- Active Travel – both Southampton and Portsmouth have cycle networks of variable quality, and are investing in expanding these networks to encourage more people to cycle for short journeys. Portsmouth in particular is flat and compact, and has good quality routes along much of the east and west sides of the city connecting well to some key employment areas and are developing their Local Cycling and Walking Infrastructure Plan. Meanwhile Southampton are in the process of delivering an ambitious cycle strategy which will deliver “Copenhagen style” cycle facilities on some of the busiest cycle corridors in the coming years.
- Ferry – local ferry services provide links across Portsmouth Harbour to Gosport, across the Hamble to Warsash, and from Hythe to Southampton. Isle of Wight ferry routes are also used on a daily basis by some commuters;
- My Journey – is the award-winning sustainable travel brand in the Solent region. My Journey is curated by Solent Transport, is used as a consistent brand for travel behaviour change related communications, messaging and initiatives by HCC, PCC and SCC, and has established itself as a key mechanism for changing people’s travel behaviours through engagement, journey planning, promotion and marketing work. My Journey enjoys remarkably high brand recognition, with surveys over several years establishing that 57% to 75% of individuals in the Solent area recognise the brand - a considerably higher level of public recognition than the brands used by several nation-wide level active travel campaign/ advocacy groups.



### 2.3 Challenges around air quality

Air quality is a major challenge in the Solent area, with transport a key contributor to breaches of legal NO<sub>x</sub> limits in a variety of locations around the Solent area. Three of the four Solent Transport member authorities are subject to directives from central government to undertake actions to improve air quality:

- Southampton and Fareham Borough were designated by DEFRA in the 2015 and 2017 National Air Quality Action Plans as Local Authorities with persistent exceedance of NO<sub>2</sub>/NO<sub>x</sub> emissions and were required to take local action to achieve statutory NO<sub>2</sub> limit values within the shortest possible time;
- Southampton City Council submitted a business case to DEFRA in January 2019 for funding for measures to be delivered working with partners as part of a bold new Green City Charter which will deliver compliance with the EU limit for nitrogen dioxide by 2020. This supersedes previous proposals for a charging Clean Air Zone in the city;
- In Fareham, a business case was submitted to DEFRA in late 2018 for funding for a variety of measures to bring air quality within legal limits as soon as possible at the northern end of the A32 and part of the A27 in Fareham town centre (part of the route from Gosport to the M27 at junction 11);
- Portsmouth City Council, with five designated Air Quality Management Areas (AQMAS) including on the main corridors into the city from the M27/A27 including A2047, A3 and A2030, received a ministerial directive in October 2018 to assess options to improve air quality in light of continued breaches of legal NO<sub>2</sub> limits. Development of a full business case is now underway to be submitted 31 October 2019;
- In Eastleigh Borough the SRN (M3) has a direct impact on air quality with two AQMAS being declared on or close to the M3, and there are also AQMAS on two routes which are used by traffic accessing the M27 (northern end of Hamble Lane) or on journeys parallel to the M27 (A334 Botley High Street);
- It has been estimated that over 100 deaths in Southampton, 95 in Portsmouth can be attributed to poor air quality.

### 3. Strategic alignment with Highways England priorities

The introduction of TDM interventions by Highways England is an innovative approach, which brings new processes that deliver wider benefits aligning with HE's three imperatives of:

- Improving **customer** satisfaction during roadworks
- Supporting the **delivery** programme of roadworks, and
- Enhancing **safety**.

Whilst TDM is innovative for Highways England, this proposal takes advantage of the extensive experience of implementing travel behaviour change that has been gained by HCC, PCC, SCC and Solent Transport through delivery of large scale travel behaviour change campaigns since 2011 (funded through LSTF and more recently Access Fund funding).

The potential of TDM has been recognised by Highways England through a set of commitments defined in the Customer Delivery Plan 2018/19 and mandated in the Customer Service Strategic Plan, particularly in the Key Initiative to 'develop an approach and requirements for Travel Demand Management around Roadworks'. The proposed TDM programme would make a major contribution to early delivery of this objective, as well as being essential for the delivery of many of these commitments for the RIS1 programme in Solent.

## 4. Proposal development

A business case for a TDM programme consisting of complimentary capital and revenue funding was originally developed in 2017/18 by Solent Transport, HE's SES/ Operational Capability team, and Arup consultancy and was submitted for funding consideration via the **Innovation, Air Quality and Cycling, Safety and Integration Designated Funds**.

Whilst the M27/M3 TDM proposal was well-received, Highways England's Investment Decision Committee (IDC) highlighted that similar proposals were also emerging to support RIS1 schemes on southern parts of the M25, and also were being proposed as part of a range of interventions aimed at reducing congestion on the A27 in West Sussex.

Consequently the IDC took the view that a TDM programme which combined the Solent proposal with these other elements should be developed. Funding was awarded to support development of a new, wider business case in support of this.

It is our understanding that an opportunity for funding from the 2019/20 financial year (final year of RIS1) exists, for delivery of a M27/M3 TDM project over an approximately 18 month period during the 2019/20 financial year and into the 2020/21 financial year, covering the timescales of the M27 SMP and early phases of the M3 SMP. This initial 18 month period could be treated as a pilot which could then be extended using funding from subsequent financial year(s) to deliver TDM supporting the M3 J9-14 SMP and other SRN schemes which follow the M27 SMP.

Solent Transport has worked closely with Highways England to revise and refine the original TDM proposal so it aligns as well as possible with HE's internal priorities, available funding, and funding timescales to maximise the chance of the TDM scheme receiving funding as part of a revised three-element programme also consisting of the Southern M25 and A27 TDM schemes.

This document provides the revised proposal from Solent Transport, which would constitute one element of three for the wider southern RIS1 TDM programme.

In parallel, HE's Cycling, Safety and Integration Designated Fund has initiated separate discussions regarding funding for capital-funded cycle infrastructure elements of the original Solent Transport TDM proposal. Separate discussions are now ongoing regarding potential funding of these interventions (shown in the map overleaf) which, if they are funded by HE's CS&I designated fund, would be highly complementary to the revised TDM proposal presented here. Consequently cycle infrastructure proposals (a major element of capital funding in the original proposal) have been removed from this proposal and are being progressed separately.



It is also important to note that there is an ongoing Strategic Network Management liaison/ workstream already in place for the M27 SMP, involving Highways England and Local Authority Traffic management teams, however this is focused on technical traffic management issues and their communication – actions to promote significant travel behaviour change is not in scope for this work.

## 5. Technical proposal

To mitigate both the air quality and congestion impacts of the construction of the M27 and M3 Smart Motorway Schemes a package of capital and revenue based interventions was proposed by the Solent Transport authorities (Hampshire, Portsmouth and Southampton) to Highways England in 2017/2018, to be delivered as part of a Travel Demand Management (TDM) programme based around a core approach of ‘Reduce, Remode, Retime, Reroute’:

- Reduce – the demand on the SRN,
- Remode – onto alternative modes,
- Retime – changes the time journeys are made,
- Reroute – on to alternative routes or modes.

This approach is based upon that taken by Highways England’s successful M62 SMS TDM pilot which achieved a positive impact and was very well received by road users and the relevant local authorities.

The M27/M3 TDM project would work to mitigate and manage the various types of impact of these major works on the SRN and on the adjoining local authority road network (LRN) by implementing three packages of actions to encourage commuters primarily to remode or retime their journeys to reduce impact on congestion and air quality, provide effective and coordinated communications about the works, and provide some small scale improvements to infrastructure in key locations.

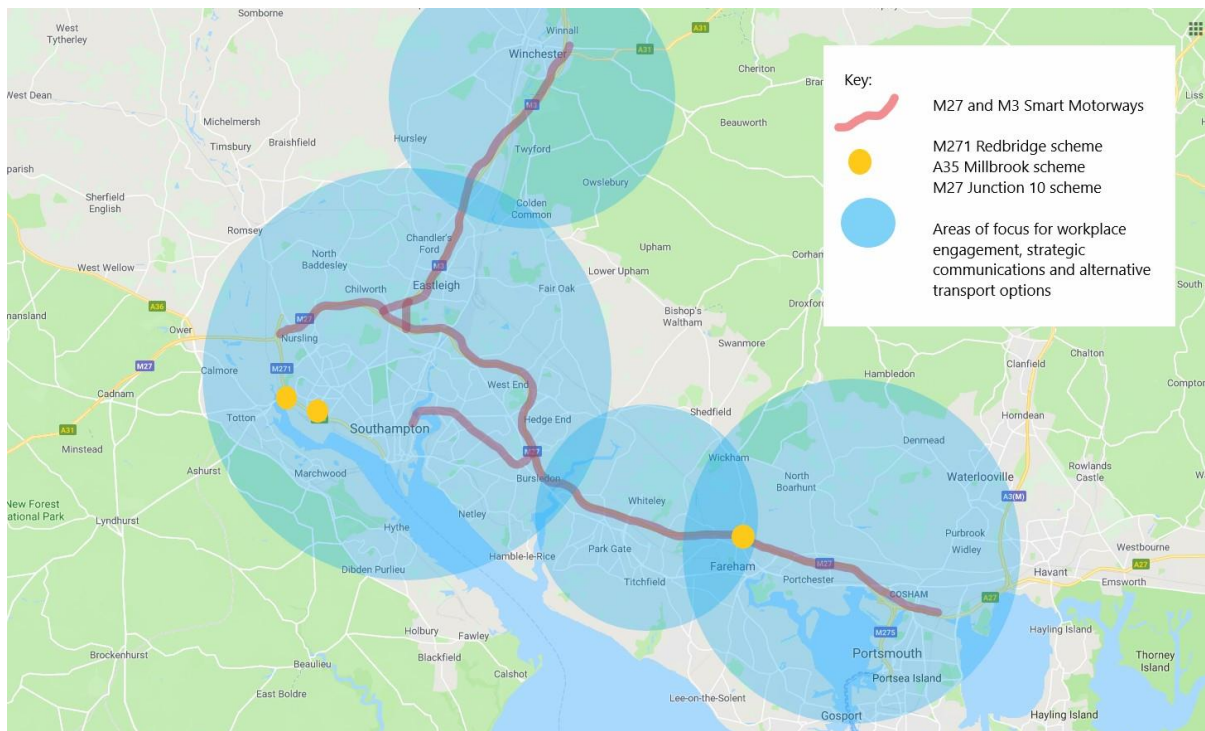
Additionally, the project would be designed and delivered so as to seek to maximise long term benefits, delivering lasting positive behaviour change, and also enabling transfer of learning to support other RIS1/ RIS2 schemes, including through feeding project outcomes into and supporting development of Highways England’s TDM toolkit.

The M27/M3 TDM package consists of three Core Themes:

1. Workplace Engagement
2. Communications
3. Alternative Transport Initiatives

The three core themes will be developed alongside the separate work stream associated with the Strategic Network Management of the Solent area during the HE RIS1 programme and delivery of other local major highway works and network events. This will be coordinated by the Local Highway Authorities working directly alongside Highways England and the respective Major Project teams responsible for delivery of the RIS 1 projects.

The 3 core TDM themes along with the Strategic Network Management provide a comprehensive and coherent package to directly support the delivery of major RIS 1 SRN improvements in the Solent area, and reduce impacts of these roadworks on SRN users, air quality, communities and the wider economy. These are expanded on below. The TDM programme is proposed to operate for 18 months (approximately October 2019 to March 2021) in line with availability of funding from the 2019/20 financial year. However all the elements proposed are scalable and extendable, and the proposal has been designed with an extension to cover the period through to 2023 in mind.



### 5.1 Workplace and Education Establishment Engagement

Through [the My Journey](#) programme, we will engage with the largest employers and education centres (Colleges, Universities & larger schools) located along the M27 corridor and in city centres which generate a significant number of trips to offer advice on travel options and journey planning,



offer a range of support and incentives to help tackle barriers to non-car travel, and offer a toolkit/menu of options to help businesses cope/manage disruption during the roadworks. These actions will also foster a longer term legacy of behaviour change for travel and air quality.

This work package is closely aligned with the current work programme in the Southampton-Hampshire Access Fund project.

The workplaces engagement would occur over the full 18 month period of likely funding availability, and would continue for the duration of any extension period which was awarded. Because the M27 SMP is already on site between Junctions 5 and 9 (Airport to Hedge End) and between Junctions 9 and 11 (Whiteley to Fareham), there will be reduced scope for behaviour change amongst users on the Whiteley to Fareham section of the M27, because the “event” (commencement of major roadworks) which may act as a trigger or “pressure point” - enabling more effective behaviour change according to behaviour change theory has already occurred. Nevertheless, ongoing disruption linked to the construction works presents the need for ongoing engagement with major employers and trip generators, despite the fact that the “change event” has already occurred here. Engagement within the city boundaries of Southampton and north towards Chandler’s Ford and Eastleigh will be prioritised in order to target areas prior to construction works to ready those impacted and offer them opportunities to change.

In workplaces the project would:

- Establish and develop a Travel Planners Network (TPN) based around **three** broad geographical locations to develop relationships and partnership working on influencing sustainable and clean travel and support members in implementing initiatives in their workplaces:
  - o Southampton Travel to Work Area (Southampton, Chandler’s Ford, Totton & Hedge End);
  - o Portsmouth Travel to Work Area (Whiteley, Segensworth, Portsmouth, Fareham, M27 Junction 9, Gosport, Havant & Waterlooville);
  - o M3 Smart Motorways (Chandler’s Ford, Eastleigh up to Winchester targeting major employers including Aviva, B&Q, IBM Hursley, Eastleigh Borough Council, and Southampton Airport)

The Southampton TPN already has 80 member organisations, including NHS, Universities, ABP, major employers such as Ordnance Survey and West Quay shopping centre, and colleges. The Southampton TPN covers over 30,000 employees, and one member organisation has seen a 10% reduction in single car occupancy journeys to work as a result of projects implemented with support from the Southampton TPN. This programme can be self-sustaining after the project and continue as a way of businesses supporting each other in promoting active and clean travel. The easit NETWORK operates in Portsmouth, and there is ambition to create and combine workplace and clean air network.

- Working with individual employers – more bespoke engagement with willing businesses to assist with understanding their travel patterns, implementing their Travel Action Plans, mitigate the impact of the works, provide memberships to the [Clean Air Network](#), run activities or initiatives such as Active Steps, and develop a Workplace Travel/Air Quality Champions. This would be supported by a capital grant scheme to provide infrastructure on-site (e.g. car/lift sharing spaces, alternative fuel promotion, cycle facilities etc.), and development of IT.

- A package of support Services that is offered to employees to widen their knowledge of other transport options where they can choose from a menu of items –Personal Journey Planning (PJP), information on alternative fuels, public transport ticketing offers, and Incentive Schemes

In education establishments the project would:

- Have a focus on clusters of schools, colleges and universities which are larger trip generators on the SRN. This means that colleges in particular would be a focus, as most FE colleges in the area have large catchments extending along the M27. Examples include Barton Peveril college in Eastleigh which attracts students from as far afield as Fareham and even northern parts of Portsmouth, South Downs and Havant College, which draws students from as far afield as Fareham and Gosport; Portsmouth Grammar School which has pupils living in areas as far away as Hedge End and Fareham, and University Technical College Portsmouth which has a large catchment outside of the city boundary. Some students at Portsmouth University and University of Southampton would also be in scope - whilst many students at these establishments live on campus or nearby, each also has a substantial body of students (particularly on part time, MSc or similar courses) who commute from further afield and are likely to use the M27 as part of their journeys - including from origins within the Solent sub-region.
- Some schools, particularly independent and faith schools tend to draw pupils from wider catchments meaning they are likely to generate some education trips along the SRN; whilst some other non-faith comprehensive schools (e.g. Wildern or Hamble College) are also known to have catchments which generate significant numbers of pupil journeys which cross or interact with the SRN.
- Provide structural support on the School's Travel Plans by offering incentives and information to students, staff and parents.
- Supplement and strengthen activities currently being delivered in schools via the Southampton TTW "Access" fund project e.g. school and college travel planning support, Sustrans Bike-it, and Clean Air Schools Challenge

Resources required – 2xFTE Workplace /Education Travel Plan Officers, budget for incentive & grant Schemes, general resources, and support services (particularly oriented towards cycling promotion)

Extension / resource sharing opportunities

Solent Transport and its Member authorities have identified that capability/ capacity/resource exists internally which would enable Solent Transport/ member authorities to manage and promptly deliver similar workplaces/ education engagement activities as part of the A27 corridor TDM proposal. Costs for this would be in line with the per FTE rates identified in this proposal and we could offer geographically conveniently based staff (Southampton/ [Portsmouth]) already in post to deliver this work on the A27 corridor. This approach could result in synergies and efficiencies across both projects. We would be happy to discuss this possibility and develop in more detail if requested by Highways England.

## 5.2 Strategic Communications

We would develop a Communications package that is two-fold – around the works themselves working closely with HE and the local highway authorities; and focused on promoting alternative methods of travel such as public transport or active modes. This would be aimed at both the general travelling public and specific markets both before and during the works. Effective communications can support Theme 1 and 2 to enable and encourage people to re-mode or reduce their need to travel with benefits for the network and air quality.

- Insight work with businesses, residents and other users of the highway network to help ascertain what the biggest challenges for these users will be during the roadworks, and identify the most effective forms of support and information required;

Undertake a construction work comms campaign, backing up and building upon existing communications via the Strategic Network Management workstream, but complementing basic information on road closures, diversions etc with additional efforts to promote alternatives: instead of messaging of “*M27 closed between Whiteley and Fareham every evening this week, plan your journey*”, messaging would become “*M27 closed between Whiteley and Fareham every evening this week - but with up to four trains per hour in the evening on the parallel railway and discounts available for onward bus travel for Solent Go day ticket users- have you thought about diverting onto the train instead?*”

- General promotion of the sustainable and clean alternatives – what they are – EV, bus, rail, active travel, ferry, how to use them, Wi-Fi/productivity
- Programme communications support- development of bespoke, distinctive, attractive, effective marketing and communications materials, imagery and messaging utilising the “[My Journey](#)” brand which enjoys high levels of local recognition to support the M27 TDM project and early phases of the M3 Smart Motorways programme and associated TDM

Resources required – 1x FTE Communications Officer, 0.4x FTE Solent Transport Communications Manager, My Journey Roadshow & Insight, 2-3 Annual Campaigns, General comms liaison with HE, wider areas comms (e.g. cruise, summer)

### Extension / resource sharing opportunities

As per above for the workplace engagement and related elements, Solent Transport believes there is potential for sharing of strategic communications resources between the Solent/ M27 TDM project, and the A27 TDM project focused on neighbouring West Sussex.

As per the case for workplace engagement, we already have suitable resource in place which could quickly be pivoted to implement strategic communications actions for the A27 TDM project. Shared delivery of strategic comms across both projects may also enable efficiencies and synergies. Costs for this would be in line with the per FTE rates identified in this proposal and Solent Transport would welcome discussion with Highways England on this possibility.

Whilst comms resource could be shared with the A27 TDM project, Solent Transport’s expectation is that outputs (messaging, style, visual identity, links to further information etc) delivered by a shared communications workstream would be consistent with the local communication campaign standards for the area targeted - i.e. utilising “My Journey” branding for the Solent project, and utilising (we anticipate) “[Travelwise](#)” branding for West Sussex.

There are also opportunities to extend the range of strategic communications activities should further funding become available beyond circa October 2020:

- Pre commencement campaign (akin to London 2012) for schemes such as M3 SMP, and more locally focused schemes, which provides a picture of what is going on, when and why but also informs users that travel conditions will change and that users should plan ahead, and provides early support on the possibilities of using alternative travel modes

### 5.3 Alternative Transport Initiatives

A package of revenue and small capital projects to enable the local transport network to serve new needs/ market opportunities created by the roadworks, can continue to operate reliably despite additional traffic on local networks, and can accommodate additional demand.

- Bus – targeted interventions to enhance the existing bus network and implement innovative new services with low-emission vehicles:
  - o Opening the HSBC shuttle service to Whiteley from Southampton city centre and Airport Parkway to a wider range of users, and potentially extending this service eastwards to Fareham and Portsmouth- supporting both access to Whiteley, and also delivering against a strategic aspiration for Southampton Airport (improved access from the east by non-car modes). As these services already operate under contract to the employers who commission them, these measures will be deliverable at relatively low cost and are a pragmatic way of widening use of existing resources.
  - o Similar enhancements to the SSE shuttle service in Havant and potentially employer shuttles in Eastleigh/ Chandler’s Ford areas
- Multi-modal travel: Implementation of an incentive/ discount scheme for rail tickets purchased using the [Solent Go public transport smartcard](#). Solent Go is operated and managed by Solent Transport, and South Western Railway has a franchise commitment to provide rail ticketing options on Solent Go. Work is underway to develop a Solent Go rail product for launch in late 2019/ early 2020. TDM funding would be used to increase the level of support available for an introductory discount scheme supporting the launch of Solent Go rail products. This would help to support modal shift to rail routes paralleling the M27 and take advantage of improved integration that would be offered by Solent Go rail products.
- ITS improvements along the A27 in Hampshire as it runs parallel with the A27 through installation of Bluetooth data collection, signal optimisation and EVMS
- Tactical Bus priority- traffic management actions and installation of bus priority equipment at certain signalised junctions where possible

## 6. Financial proposal

	Item of expenditure	Budget in UK Sterling
<b>Package 1: Workplace Engagement</b>	Workplace Travel Plan Officer (2xFTE)	£250,000
	Incentive & Grant Schemes	£120,000
	General Resources	£10,000
	Cycle Support Services (Get Cycle Savvy Pit Stop)	£30,000
	Package Total	<b>£410,000</b>
<b>Package 2: Strategic Communications</b>	Construction Work Campaign	£100,000
	Programme Communications	£50,000
	Walking and Cycling digital incentive platform/s	£70,000 £0
	Communications Officer (1.4xFTE)	£132,000
	Package Total	<b>£352,000</b>
<b>Package 3: Alternative Transport Incentives</b>	On-demand buses for businesses	£200,000
	Tactical bus priority	£250,000
	Rail Discounts	£100,000
	C-ITS Infrastructure	£300,000
	Package Total	<b>£850,000</b>
	Project Management (1xFTE)	£88,000
	Package Total	<b>£88,000</b>
	Total cost	<b>£1,700,000</b>

*Table 1 – Proposal Costs Detail*

Some elements of these costs could be scaled up or down if required. As identified on previous pages, there may also be potential for Solent Transport to share resources with or deliver parts of a proposed A27 (Sussex) TDM project, which is also being delivered.

## 7. Project management

### 7.1 Project Delivery

This project would be delivered by Solent Transport, a partnership body formed in 2007 comprising Hampshire County Council, Southampton City Council (SCC), Portsmouth City Council (PCC) and Isle of Wight Council (IOW). The Lead Authority/ budget holder for this project would be SCC, with support from the other participating authorities along the M27 corridor – PCC and HCC.

SCC have been identified as the lead authority because of the synergies between this proposal and the “Southampton: Driving our Cycling Ambition into Local Towns, Schools, Colleges and Workplaces” “Access” fund project which they are currently delivering across some of the Southampton Travel to Work area.

This project is currently delivering a variety of communications, behaviour change and active travel promotional activities in the Southampton Travel to Work area through until March 2020. More information on this project can be viewed [here](#). Experience built up from successful delivery of this project, and the “Better Connected South Hampshire LSTF project before it (2012-15) would be applied to the TDM proposal.

This TDM project would utilise the existing successful delivery and governance mechanisms in place for delivery of the SCC Access Fund project and would be treated as a “bolt-on” extension to this project (with appropriate adaptations). The governance arrangements / resource plans for the Access Fund project were specifically designed so they could be flexibly scaled up should enhancement opportunities –such as this-arise.

## 7.2 Governance

Governance arrangements will be focused on the Centre for Sustainable Travel Choices (CSTC) – a partnership between SCC, Sustrans and the University of Southampton to oversee and deliver sustainable transport programmes. This body was set up in 2012 to deliver the LSTF programme and has since been extended, and expanded to include Hampshire County Council to deliver the Access fund project. We propose that its membership would be further expanded to include Highways England and PCC for the M27 TDM project. Parallel to this, progress on the TDM project will be reported to the quarterly Solent Transport Joint Committee thus delivery would be directly reported to elected Members (Executive Members for Transport) for all three authorities affected by the M27 Smart Motorway scheme.

A Memorandum of Understanding for the proposed TDM project would set out, and secure partners commitments, to agreed roles and responsibilities, the requirement to meet quarterly at a Project Board, and ensure that the governance is correct for this proposal. This would be based on the existing MoU between partners.

The Project Board is proposed to consist of the following members:

- Solent Transport Joint Committee Chair - Cllr Jacqui Rayment (SCC Cabinet Member for Environment & Transport)
- HCC Cabinet Member for Environment & Transport, Cllr Rob Humby
- PCC Cabinet Member of Transport, Cllr (Cllr Lynne Stagg)
- Highways England route sponsor for M27 (John Henderson) or other appropriate HE representative (e.g... member of the M27 SMART project board)
- Senior Responsible Owner (potentially one SRO for all three of HCC,SCC, PCC, possibly provided by Solent Transport staff; or potentially three SROs- one for each authority)
- Senior Local Business Representative- Solent business Park (Whiteley) Management
- Head of Civil, Maritime and Environmental Engineering and Science, University of Southampton
- Director South, Sustrans
- Solent SRN RIS1 TDM project manager

The Senior Responsible Owners (SRO) would be Denise Edghill, Service Director Growth- SCC; Pam Turton , Assistant Director for Transport- PCC, and Frank Baxter, Strategic Transport Manager-HCC; or potentially the Solent Transport Manager Post and/or some combination of these SCC/PCC/HCC officers.

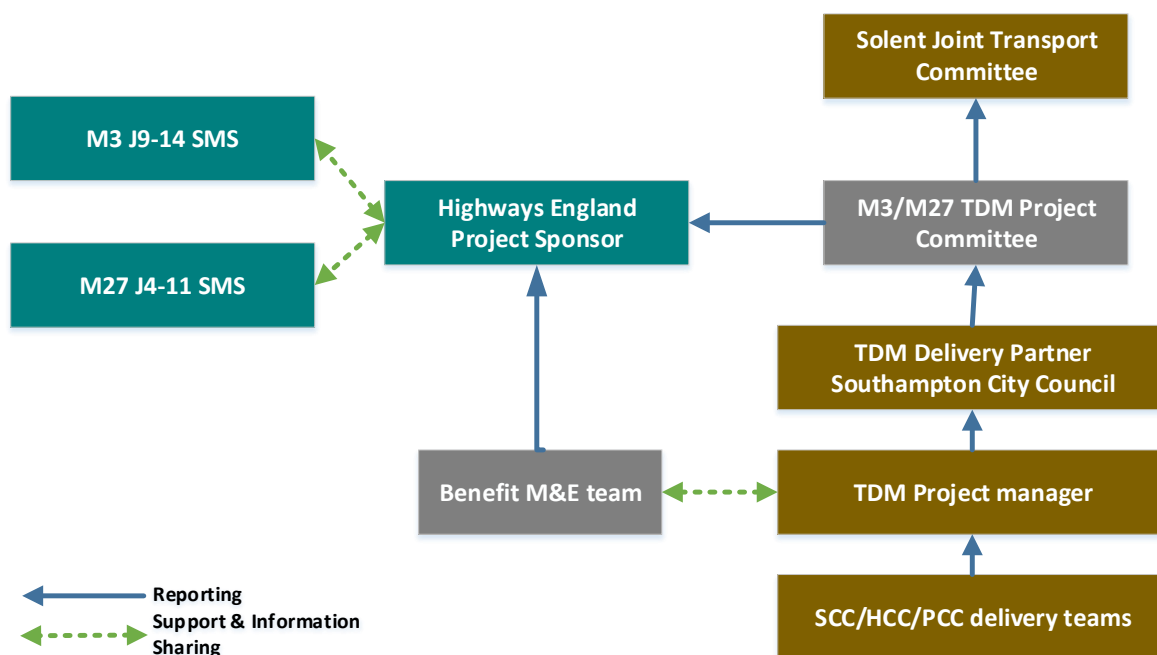
A dedicated Project Manager would be recruited specifically to deliver the TDM project, reporting to Neil Tuck, SCC's Sustainable City Team Leader (who also has overall responsibility for the Access Fund programme).

The Project Manager would take direct responsibility for the delivery of the programme according to the budget, as authorised by the Project Board, and within the timescales and parameters as agreed with Highways England in the event of the proposal being funded. The Project Manager and Sustainable City Team Leader would also report to the Solent Transport Senior Management Board to ensure strategic objectives and synergies across the partnership are being met.

If the political composition changes at any of the Member authorities, there would be no reduction in the support and commitment to the programme- there is strong commitment across all partners for delivery of both Solent Transport and sub-projects delivered by it.

A diagrammatic representation of the governance and delivery structure is shown below.

### M27/M3 TDM Project Governance Structure



### 7.3 Delivery Plan

Assuming the funding agreement is concluded and the proposal formally received by SCC by the end of October 2019, key milestones for delivery would be as follows:

#### Package 1 Workplace Engagement:

- Recruitment/reallocation of Workplace Travel Engagement officers: By October 2019 (using resources currently in place at SCC initially, with support from Sustrans with recruitment of dedicated resource for the Portsmouth Travel to Work Area for a concentrated 6 month period through to March 2020)

- Commencement of grant/ incentive schemes by January 2020 (to allow time for negotiation and set-up)

Package 2: Strategic communications

- Recruitment of Communications officer: By start October 2019 (using resources currently in place at SCC)
- Main construction works comms campaign: From November/December 2019 (to allow time for set-up of campaign)
- Walking & cycling digital incentives schemes: From August 2019 (to allow time for set-up of campaign and launch in key “back to school/ work” period in early September 2019)

Package 3 Alternative transport improvements:

- Opening of shuttle buses to public use: From September 2019 (to allow time for negotiation/ set-up and to enable launch in key “back to school/ work” period in early September 2019)
- Delivery of C-ITS, Tactical Bus Priority, Station Access schemes: Autumn/Winter 2019 (exact timescales TBC)

An outline project plan is provided overleaf.



		Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21
<b>Funding/PM/external milestones</b>																						
	Funding allocation agreed			#																		
	Project initiation processes at Solent Transport	#																				
	Recruit/appoint project manager						#															
	M27 Roadworks End																					
	M3 Roadworks begin																					
<b>Scheme/Element</b>	<b>Commentary</b>																					
<b>Package 1- Workplace Engagement</b>																						
Workplace Travel Plan Officers x2fte	Initial capacity implement workplace engagement provided by existing WPTP officer capacity at SCC				#																	
Incentive & Grant Schemes	Set-up of schemes including discounted bus tickets and other financial incentives for those who change their travel habits									#												
General Resources	Resources including branded equipment, comms materials, training, etc to support initiatives in workplaces							#														
Cycle Support Services	Services including Dr Bike for workplaces, cycle to work challenge etc					#																
<b>Package 2- Strategic communications</b>																						
Construction Works Communications	Integrated, multi channel (incl vms) campaign to promote alternatives throughout works						#															
Programme Communications	Part of the proposed integrated, coordinated comms strategy						#															
Walking & cycling digital incentive programme (s)	Incentive campaign for cycling promotion									#												
Communications Officer (1.4xFTE)	Resource to deliver comms campaigns					#																
<b>Package 3: Alternative Transport Improvements</b>																						
Shuttle Buses	Public access to existitng Whiteley/ Havant shuttle services;									#												
C-ITS Infrastructure	ITS improvements along the A27 - VMS, data collection, signal optimisation									#												
Tactical Bus Priority	Signal bus priority / TROs/ other measures to accelerate buses at key pinch points									#												
<b>Monitoring: to be specified/ led by HE/ Consultants</b>																						
	Programme of monitoring activities ongoing																					
	Publication of annual project report by Solent Transport						#										#					
	Study																					
	Design / consultation / procurement/recruitment																					
	Delivery / Promotion																					
	Monitoring & Evaluation																					

Whilst we are confident that Solent Transport and its member Authorities could mobilise quickly for most elements of Packages 1 and 2 (due to pre-existing delivery arrangements for many items), milestones for delivery of measures in Package 3 (Alternative Transport Improvements) would take longer to achieve as these capital schemes would need more time to prepare and mobilise.

Solent Transport and its Member authorities will continue to have the resources in place through collaboration with partners, such as Sustrans and University of Southampton, to deliver the proposals upon announcement of successful award of funding to time, budget and high quality.

All the Solent Transport authorities have an excellent track record in delivering various forms of sustainable travel, behaviour change and capital projects in their respective areas and have worked together on a number of previous projects through Solent Transport including the large LSTF Better Connected South Hampshire programme and now the Access Fund project.

- Portsmouth City Council has successfully delivered projects of these types using LSTF and STTY funding.
- HCC has successfully delivered a number of cycling and walking projects through a variety of schemes in the North Hampshire LSTF, Two Parks LSTF and Rural Transition Year programmes. These have all been delivered to their funding profiles and with high quality outputs and outcomes.
- Southampton City Council, as referred to elsewhere, is currently delivering an “Access” fund behaviour change project within and beyond its city boundaries, and successfully delivered many elements of the South Hampshire LSTF project

All three authorities have defined project management systems that follow the principles of PRINCE2 and use a staged gateway system.

Additionally, experience of delivery of these types of projects in the past means we are able to predict- and avoid- potential issues previously experienced. Our [LSTF “lessons learnt”](#) report demonstrates this, and these lessons learnt (e.g. time to initiate/ mobilise a project) has been incorporated into the project plan.

For capital /network management elements (eg Tactical bus priority, C-ITS infrastructure) each authority has appointed long term delivery partners for capital scheme delivery and network management:

- SCC’s Highways Partnership with Balfour Beatty Living Places (BBLP)
- PCC’s PFI highways maintenance contract with Ensign and transport framework consultant Atkins
- HCC’s Transport planning framework with Atkins & Hampshire Highways delivery partnership with Skanska.

Where specialist support is required this is already in place or will be obtained via open tenders following the SCC’s standard procurement process.

There will be ongoing liaison with Highways England and the Solent LEP on their larger scale infrastructure projects in the area.

## 7.4 Risk Management

Responsibilities for risk management are clearly defined within the CSTC Programme Manager job description. The Risk Management Strategy is summarised in the diagram below and is based on that in place for the current Sustainable Travel City programme

Refine programme objectives and delivery plan	<ul style="list-style-type: none"> <li>• Responsibility of Programme Manager</li> </ul>
Risk identification and assessment	<ul style="list-style-type: none"> <li>• Responsibility of Programme Manager (support from team)</li> <li>• Report initially to SRO</li> </ul>
Present risk register and mitigation measures	<ul style="list-style-type: none"> <li>• Present to Centre for Sustainable Travel Choices Board</li> </ul>
Update risk register (after each board)	<ul style="list-style-type: none"> <li>• Programme manager revisits risk register and amends</li> </ul>
Risk monitoring and mitigation (minor)	<ul style="list-style-type: none"> <li>• Bi-weekly monitoring with Programme Management team meetings</li> </ul>
Risk monitoring and mitigation (major)	<ul style="list-style-type: none"> <li>• Bi-weekly monitoring with Programme Management team meetings</li> <li>• Regular monitoring within monthly Integrated Transport Board</li> </ul>
Report to Board	<ul style="list-style-type: none"> <li>• Report on status of risks every quarter to the Centre for Sustainable Travel Choices Project Board</li> </ul>

It is our perception is that a key external risk, not easily in control of the project, is changes or delays to the M27 Smart Motorway capital works programme. This could then cause knock-on impacts to the TDM project delivery and timescales.

Having Highways England representation in the governance structure and strong engagement with Highways England in the planning of the project is seen as key to addressing this risk, by ensuring that the TDM project manager is aware of potential implications for delivery of this scheme as soon as Highways England are aware of potential changes to the M27 project.

Also, whilst not explicitly a risk, the limited 18 month scope ((as we understand it) of the funding opportunity that may be available limits the potential for longer term sustained behaviour change interventions which may in turn constrain achievement of maximum value from the project - hence Solent Transport would be keen to secure funding from Highways England to extend the project to 2023.

## 7.5 Stakeholder Management

The success of the programme depends on the engagement and support of wide array of stakeholders acting either as promoters, advocates or delivery agents to various projects and initiatives.

Solent Transport and its partners enjoy strong engagement at a strategic and management level with all key stakeholders across the Solent area through our involvement in (and in some cases leadership of) various structures of engagement. This would be used to give the TDM project a high profile and visibility amongst senior representatives of key stakeholders in the area, and would aim to improve the perception of the M27 scheme by demonstrating that Highways England & the Solent Transport authorities, working together, are taking pro-active measures to reduce the impacts of the roadworks both on businesses, residents, and the environment. Ongoing engagement mechanisms which allow us to reach senior staff at key partners include:

- Solent Transport Strategy working group (with attendance from Solent LEP, bus & rail operators, Sustrans, DfT and Highways England)
- Hampshire Chamber of Commerce Planning & Transport Committee/ Hampshire Chamber of Commerce

- Business South
- South Hampshire Bus Operators Association meetings
- Southampton Travel Plan Network
- Portsmouth Travel to Work Area Travel Plan Network
- Southampton and Portsmouth cycle forums

Each of the above groups has extensive contact lists and social media presences. These organisations will also be consulted early on in the project to ensure that engagement activities with their members are well-considered and effective.

Each Transport Authority has strong communication channels reaching many of its own residents. For example, Southampton City Council currently has 11,000 residents signed up for the “Stay Connected” e-bulletin. These communications channels would be used during the implementation of various elements of the strategic communications workstream.

Schools, colleges and the universities are also key stakeholders. The two Southampton-area universities are already members of the Southampton Travel to Work area Travel Plan Network, and support will be given to their communications team to widen the message to their students and staff. University of Portsmouth will also be supported through the Portsmouth Travel to Work Area Travel Plan Network, and all three would be engaged in Summer 2019 to inform incoming students in Autumn 2019. Stakeholder engagement with area colleges and schools will be initiated through existing relationships with the local authorities, and cluster groups will be an additional way to check stakeholder involvement and support during the programme.

Sustrans would lead on the individual engagement of key stakeholders from the business, education and community sector, with the communications aspect of the programme ensuring that alternative contact details for the programme are provided to allow for any concerns to be raised.

Stakeholder management would be undertaken in accordance with RACI principles. Stakeholders are identified according to their role in project delivery and the extent to which they are directly involved into one of four categories (see Table 2 below).

- 1) Responsible – The Stakeholder is directly involved in delivery of the project
- 2) Accountable – The Stakeholder is accountable for delivery and spend
- 3) Consultee – The Stakeholder has a direct interest in the project and needs to be formally consulted as part of the project delivery
- 4) Informed – The Stakeholder has no direct interest in the project but is informed of progress as part of a regular dialogue on delivery of the overall programme.

Scheme/Element	Stakeholders																											
	SCC / PCC / HCC Transport Policy	Solent Transport team	Highways England	Solent area businesses and employees	SCC / PCC / HCC Economic Developm	Solent LEP	Sustrans	Hampshire Chamber of Commerce	South Hants Bus Operators Assoc.	Fareham Borough Council	Test Valley Borough Council	New Forest District Council	Eastleigh Borough Council	Gosport Borough Council	HCC / SCC / PCC Public Health	Area residents	Uni of Sot'on / Solent / Uni of P'mth	FE Colleges and Sixth-Forms	Area schools	Key employers & business parks	South Western Railway	Great Western Railway	Southern Rail	Port of Southampton	HMNB Portsmouth	Local Cycling Groups	Voluntary Partners	Emp. Support Providers
<b>Package 1- Workplace and Education Engagement</b>																												
Workplace Travel Plan Officers x2fte	A	R	C	C	I	I	A	C	I	C	C	C	C	C	C	I	R	C	C	C	I	I	R	R	I	I	I	
Incentive & Grant Schemes	A	C	C	C	I	I	R	C	C	C	C	C	C	C	C	I	C	C	C	C	C	C	C	I	I	I	I	I
General Resources	A	I	C	C	I	I	R	I	I	C	C	C	C	C	C	I	C	C	C	C	I	I	I	I	I	I	I	I
Cycle Support Services	A	I	I	C			R	I	I	C	C	C	C	C	C	I	C	C	C	C				I	I	I	I	I
<b>Package 2- Strategic communications</b>																												
Construction Works Communications	A	C	R	I	C	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	C	C	C	I	I	I	I	I
Programme Communications	A	I	C	I	C	I	C	I	R	R	R	R	R	R	R	C	C	C	C	I	C	C	R	R				I
Walking & cycling digital incentive platforms	A	I	C	C	C	I	R	C	I	C	C	C	C	C	C	C	C	C	C	C	I	I	I	I	I	I	I	I
Communications Officer (1.4xFTE)	A	C	I	I	I	I	I	I	I	C	C	C	C	C	C	I	I	I	I	I	I	I	I	I	I	I	I	I
<b>Package 3: Alternative Transport Improvements</b>																												
Widening reach of shuttle buses	A	R	C	C	I	I		C	R	I	I	I	I	I		I	C	C	I	R	C	C	I					I
C-ITS Infrastructure	A	R	I	I				I	C	I	I	I	I	I			I											
Tactical Bus Priority	A	R	I	I				I	R	C	C	C	C	C		I	C	I										

An annual project report will be produced each summer and uploaded to relevant websites and circulated to all stakeholders. A public facing summary document would be prepared and made available to residents and Members.

## 7.6 Delivery track record

PCC, SCC and HCC have shown throughout their respective LSTF programmes between 2011 and 2017 that they are able to consistently deliver complex projects, including capital and active travel schemes, on time and to budget to the satisfaction of external funders. Examples include:

- £4.5m Better Bus Area Fund – working with SHBOA on delivering improvements to the image and quality of the bus in South Hampshire;
- £31m Better Connected South Hampshire (My Journey) programme including introduction of multi modal Solent Go smartcard;
- Southampton : £3.2m Access Fund programme (2016), £8m Platform to Prosperity (2013), £7m Station Quarter North (2015), £0.1m C-ITS Bluetooth (2017), working with Highways England on M271 Redbridge Roundabout and M27 Southampton Junctions projects;
- Portsmouth : £700k Sustainable Travel Transition Year project, £7m Hard Interchange project;
- Hampshire: £0.6m Rural Area Sustainable Travel Transition Year, £25m Fareham-Gosport Eclipse Bus Rapid Transit

Solent Transport has a proven coordination role across many of these schemes as well as being able to demonstrate delivery of major projects itself (e.g. Better Bus Area Fund project, and implementation of pan-Solent resources with distinctive brands i.e. My Journey and Solent Go).

This is further evidenced through the acknowledgement at the National Transport Awards with multiple awards won by Solent Transport member authorities in the last five years.

This M27/M3 TDM programme builds up the successful delivery of these programmes across the sub-region, and will seek to continue many of the relationships and established initiatives. This will ensure that the team is able to continue the work and focus on improving air quality and the local economy through cost-effective evidence based initiatives.

Solent Transport is supported by all three authorities with resources on call from each of them, as well as some of its own dedicated resources.

The legal agreement between HCC, SCC, Sustrans and the University of Southampton for the Centre for Sustainable Travel Choices is in place and would be considered for extension to ensure that PCC and Highways England are included should funding be secured.

For projects that are not able to be delivered in-house or through this partnership, they will either be delivered via the SCC Highways Partnership with BBLP, HCC and PCC's Framework with Atkins, PCC's highways maintenance contract with Ensign, or by HCC's highways partnership with Skanska. Additional external delivery partners if required can also be procured via each authority's standard procurement procedure.

## Appendix 1 – Benefits monitoring and evaluation strategy outline