

DECISION-MAKER:	CABINET		
SUBJECT:	M27/M3 TRAVEL DEMAND MANAGEMENT PROJECT		
DATE OF DECISION:	17 SEPTEMBER 2019		
REPORT OF:	CABINET MEMBER FOR PLACE AND TRANSPORT		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY	
Not applicable	
BRIEF SUMMARY	
<p>To consider the report of the Cabinet Member for Place and Transport seeking approval for the receipt of £1.34M revenue and £0.36M capital funding awarded to Southampton City Council on behalf of Solent Transport from Highways England for delivery in the 2019/20 and 2020/21 financial years with potential for some roll forward, should there be the case for some interventions to continue. No match funding contributions are required from the Council's budgets. The programme will deliver a set of tailored Travel Demand Management (TDM) measures that have the potential to both manage current and forecast travel demands in the area during the construction of the M27 J4-11 and M3 J9-14 Smart Motorway Schemes (SMS).</p>	
RECOMMENDATIONS:	
	(i) To administer and monitor the use of the Highways England grant funding to support the Council's commitment to reduce emissions and improve air quality within the Southampton area;
	(ii) To accept funding totalling £1.70M awarded by Highways England for 2019/20 and 2020/21;
	(iii) To approve expenditure of the Highways England grant funding for the delivery of Travel Demand Management measures.
	(iv) To add £0.36M to the Place & Transport capital programme to be funded by grant.
	(iiv) Delegate authority to the Director of Growth to enter into a Funding Agreement with Highways England to deliver the TDM measures set out in the report.
REASONS FOR REPORT RECOMMENDATIONS	
1.	Southampton City Council has been successful in securing funding to contribute towards mitigating the impacts of the smart motorways construction works whilst encouraging and enabling sustainable travel in Southampton and surrounding areas. The £1.70M funding from Highways England will resource

	a programme of workplace travel planning, strategic communications and temporary additional transport options for local businesses that will support modal shift away from single occupancy private car use to cycling, walking and public transport. This will contribute towards reducing congestion and harmful emissions and has scope to deliver benefits across the Solent region.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
2.	Not to approve the receipt of grant funding from Highways England. This would result in not being able to carry out the proposed mitigation work as outlined in the associated proposal to Highways England. Failure to accept the funding to carry out the work will also reduce the opportunity to work with Highways England on sustainable travel initiatives in the future.
DETAIL (Including consultation carried out)	
3.	Context Highways England's Smart Motorways programme along the M27 corridor between Junctions 4-11 has commenced with work on the motorway due until 2020/21. A further Smart Motorways programme is due along the M3 Junctions 9-14, with work commencing in 2019/20 for a 2 year period.
4.	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 and traffic diverting to alternative routes such as the parallel A27. This occurs at present when an incident occurs on the M27. The diversion of traffic and increases in congestion will have a knock on effect on air quality and productivity. 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.
5.	Impacts of a similar nature may also be expected for the M3 Smart Motorways Programme, and most other schemes in the Highways England Road Investment Strategy 1 programme are likely to have at least local impacts, potentially affecting several localities at the same time.
6.	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 region en-route to the New Forest, Bournemouth, Poole and parts of Dorset.
7.	Other Highways England managed Strategic Road Network 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. There are also 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 Solent region's economy.

8.	<p>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. This represents a high proportion of localised commuter journeys that could be made via alternative modes.</p>
9.	<p>The disruption to commuter trips along the M27, and in time along the M3, will also cause those making localised journeys to consider alternatives in order to avoid delays and disruption and be more amenable to change. This presents an opportunity to change the travel habits of those making localised journeys to work both during and beyond the Smart Motorways programme by presenting them with the right messaging and information, alternative travel options and removing the barriers to accessing alternative options. The measures outlined in the Travel Demand Management package which has secured funding from Highways England are designed to enable this 'behaviour change'.</p>
10.	<p>The proposal</p> <p>The M27/M3 Travel Demand Management project will work to mitigate and manage the air quality and congestion impact of these major works on the strategic road network (SRN) and on the adjoining local authority road network (LRN) by implementing three packages of actions to encourage commuters primarily to re-mode or re-time 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.</p>
11.	<p>There are three key elements in the M27/M3 project:</p> <ol style="list-style-type: none"> 1) Workplace and school/college engagement. The largest employers and schools/colleges on M3 and M27 will be supported with a range of interventions and incentives to help remove the barriers to travelling sustainably and help businesses to manage disruption during the roadworks. This support should supplement and strengthen activities currently being delivered in schools and workplaces via the Access Fund project. Engagement will use the Council's 'My Journey' brand for continuity; 2) Strategic communications: There are two elements, the first is around the works themselves, working closely with Highways England and the local highway authorities, to promote alternative methods of travel such as public transport or active modes. Secondly, communications support and campaigns will be used to complement engagement with the workplaces, schools and colleges, encouraging people to re-mode or reduce their need to travel. The My Journey brand will be used for both these elements; 3) A number of supporting projects (a mix of both revenue and capital spend) to enable the local transport network to serve new needs and operate reliably despite additional traffic and demand. This package

	will look to develop targeted interventions to improve the existing bus network, implementation of an incentive/ discount scheme for rail tickets, signalling improvements along the A27 in Hampshire and tactical bus priority.
12.	The project will be delivered to maximise long term benefits, lasting positive behaviour change, and enable the transfer of learning to support other Highways England schemes, including through feeding project outcomes into and supporting development of Highways England's TDM toolkit.
13.	Southampton City Council will act as the lead authority on behalf of Solent Transport in delivering the TDM programme. SCC has been selected as the lead authority due to the synergies with the Department for Transport Access Fund programme, "Southampton: Driving our Cycling Ambition into Local Towns, Schools, Colleges and Workplaces" which is currently being delivered across some of the Southampton Travel to Work area. The Highways England TDM programme will enable strands of this current programme to continue beyond its current timeframe (March 2020).
14.	The TDM programme is proposed to operate for 18 months (approximately October 2019 to March 2021) and will be governed by the Centre for Sustainable Travel Choices Board, a partnership between key strategic partners (SCC, HCC, Solent Transport, Sustrans, Cycling UK, British Cycling, Eastleigh Borough Council and University of Southampton) which was set up to oversee and deliver sustainable transport programmes. Membership will be expanded to include Highways England and PCC. The TDM project will be also report to the quarterly Solent Transport Joint Committee.

RESOURCE IMPLICATIONS

Capital/Revenue

15.	Highways England have awarded grant funding of £1.34M revenue and £0.36M capital for the delivery of Travel Demand Management measures associated with network improvement works in the local area. The table below breaks down the measures to be funded by the grant into three packages of work.										
	<table border="1"> <tr> <td>Package 1: Workplace Engagement</td> <td>£0.41</td> </tr> <tr> <td>Package 2: Strategic Communications</td> <td>0.35</td> </tr> <tr> <td>Package 3 Alternative Transport Incentives</td> <td>0.85</td> </tr> <tr> <td>Project Management</td> <td>0.09</td> </tr> <tr> <td>Total</td> <td>1.70</td> </tr> </table>	Package 1: Workplace Engagement	£0.41	Package 2: Strategic Communications	0.35	Package 3 Alternative Transport Incentives	0.85	Project Management	0.09	Total	1.70
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16.	No Council funds are required as match funding for the grant. In the revenue budget the £1.34M of revenue expenditure associated with the measures will be off-set by the corresponding grant income from Highways England.										
17.	For the capital budget £0.36M will be added to the Place and Transport capital programme to be funded by the corresponding grant income from Highways England.										

Property/Other

18.	None
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
19.	S.1 Localism Act 2011 permits a Council to undertake the measures set out in this report. The Council's strategic transport functions are delivered in accordance with the Transport Act 2000 and the Highways Act 1980.
<u>Other Legal Implications:</u>	
20.	The delivery of the Council's strategic transport functions and environmental improvement powers is derived from a wide range of legislation. Projects that capture personal data will be subject to the Data Protection Act 2018 and delivery will be required to have regard to the public sector equality duty in the Equality Act 2010 and Uk procurement legislation.
RISK MANAGEMENT IMPLICATIONS	
21.	In order to manage risks and ensure that delivery concerns are brought to the Authority's attention, responsibilities for risk management are clearly defined in the TDM proposal to Highways England. A risk management procedure is in place with accountability to the Centre for Sustainable Travel Choices Board, Solent Transport Joint Committee and Highways England as the funding body.
22.	In order to mitigate against unlawful State Aid arising there are a number of measures that can be relied upon, including use of competition to award funding and use of De Minimis provisions where appropriate. The introduction of an element of competition for suppliers for the delivery of engagement work and campaigns (where required) with a bidding process for funds will be undertaken, in a way that ensures all undertakings have equal access to funding (regardless of whether they are local, national or international undertakings). Competition and bidding arrangements will be fair, transparent and genuine.
POLICY FRAMEWORK IMPLICATIONS	
23.	SCC is a Local Transport Authority as prescribed in the Transport Act 2000. The Southampton City Strategy 2015-25 sets out a vision for the whole of the city as 'a city of opportunity where everyone thrives' and is taken forward through the Council Strategy 2016-20 which sets out four outcomes that make up that vision – strong and sustainable growth, people get a good start in life, live safe, happy and independent lives and Southampton is an attractive modern city where people are proud to live and work.
24.	Below the Council Strategy the Southampton Local Transport Plan (LTP3), Clean Air Strategy 2016-2025, Air Quality Action Plan (2009) and Cycling Southampton 2017-2027 translate the vision and outcomes into the way SCC will put this into action. The proposals in this report are not contrary to the requirements of this Policy Framework.

KEY DECISION?	Yes –
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WARDS/COMMUNITIES AFFECTED:	All
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Highways England TDM Proposal
Documents In Members' Rooms	
1.	ESIA
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes
Data Protection Impact Assessment	
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.	No
Other Background Documents	
Other Background documents available for inspection at: Strategic Transport, Transport Policy Team, Civic Centre First Floor.	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	
2.	