

South East Dorset Strategic Planning and Transportation Joint Committee

29 November 2010

South East Dorset Transport Study – Draft Strategy

1. Purpose of Report

1.1. To advise the Joint Committee of progress with Phases 2 and 3 of the Transport Study, and outline the methodology and consultation arrangements to be employed in the development of the long term transport strategy for SE Dorset.

2. Recommendation(s)

2.1. That the Joint Committee approve:

- (i) The draft strategy for consultation, as outlined in Sections 6.7 to 6.10 of this report. Further detail will be presented at the meeting.
- (ii) The methodology for consultation during January and February 2011 as outlined in Sections 5.8 to 5.10 of this report, with delegated authority for the Head of Transportation Services at the Borough of Poole (Lead Authority) to approve the detailed arrangements.

2.2. That the Joint Committee note:

- (i) Progress made on Phases 2 and 3 of the Transport Study including the results of the recent strategy options consultation.
- (ii) The revised programme to complete the Study by 31 March 2011 in tandem with the delivery of the Local Transport Plan (LTP3) for Dorset.
- (iii) The revised costs and funding contributions as set out in Section 7.

3. Background

3.1. The SE Dorset Transport Study Partnership is made up of Poole, Bournemouth and Dorset Councils, the Highways Agency, Government Office for the South West (GOSW), the SW Regional Development Agency (SWRDA) and the Department for Transport (DfT). In line with Multi Area Agreement (MAA) responsibilities for transport, the Borough of Poole is lead authority for the Study Partnership. The purpose of the study is to develop the long term transport strategy and includes identifying major transport infrastructure improvements and policies that would be required to facilitate the planned future growth for the SE Dorset area.

4. Phase 2 – South East Dorset Multi- Modal Transport Model

4.1 The development of the transport model covering the South East Dorset area formed the basis of Phase 2 of the Study. In forecasting forward to 2026, a key input is the projections of future population and employment levels, and the locations of growth points.

4.2 As a result of the new Government abolishing the RSS targets, it was necessary to amend the future year forecast model to bring it into line with the 'most likely' future development scenario. This information has been gathered from all 5 Planning Authorities in SE Dorset area, and fed into the new Forecast model to provide a future 'Baseline' against which the impacts of potential scenarios can be compared. This enables the comparison and

appraisal of the relative impacts/ benefits of various 'Do something' scenarios (containing potential transport measures for SE Dorset) being developed in Phase 3 of the Study.

- 4.3 If the development aspirations change in the future, the model can be adapted with these new options to assess their impact on the transport networks. Maintaining the transport model will ensure that the tools are available to update the transport strategy to respond to future changes in development levels.

5. **Phase 3 - Developing a Transport Strategy for SE Dorset**

Strategy Themes Consultation

- 5.1 Over the summer the Study team undertook wide-ranging stakeholder and public consultation on a number of transportation themes. These themes were designed to encompass the full range of available measures, broadly presented as follows:

- Theme A: 'Do Minimum';
- Theme B: Significant public transport and 'greener choices';
- Theme C: More ambitious public transport and 'greener choices' whilst discouraging car-based commuting; and
- Theme D: More roads with some public transport improvements and controls on the demand for travel by car.

- 5.2 The themes were developed based on the problems and issues established in the first round of consultation in summer 2009. Rather than judge the overall merits of each Theme, respondents were encouraged to express their level of support for, or opposition to, specific schemes and policies

- 5.3 The response from the general public was 553 completed questionnaires [288 returned paper versions and 265 online]. Questionnaires were also sent out to Dorset Citizens Panel (3000 members) and Poole Opinion Panel (1600 members) which resulted in a robust overall response of 2042.

- 5.4 A number of organisations responded to the consultation in writing, as did neighbouring Local Authorities. Views were also received from the 'Strategy Advisory Group' of lead Members and Officers, and the 'Wider Reference Group' of transport operators, business representatives, environmental and interest groups. A report detailing the consultation methodology and an analysis of the responses is available on the Study website www.sedorsetmms.com. The Executive summary of this report has previously been circulated to all Members and leading Officers across the Study area, as well as individuals and organisations that have responded to previous consultations.

- 5.5 The main conclusions that may be drawn from the consultation include:
- investment in initiatives to encourage greener travel (such as travel plans, car sharing, etc) plus walking and cycling were widely supported;
 - public transport measures including more frequent and reliable bus services, faster services to rural areas and improved passenger information were all supported;

- junction alterations to reduce congestion were widely supported;
 - the re-allocation of road space to public transport, walking and cycling was broadly supported.
 - Park and Ride received some support although a number of groups expressed some doubts;
 - Dorset Area Rapid Transit System received mixed opinions, generally supported by those living within the conurbation that would be likely to benefit from it, with neutral attitudes from those in outer lying areas;
 - the most popular specific road measures related to improvements to the A31; and
 - Congestion charging, a workplace parking levy and increased parking charges were all unpopular;
- 5.6 As noted in paragraph 4.2 it has been necessary to extend the Transport Study programme to allow for changes to planning system introduced by the new Coalition Government, and to revise the Transport model to reflect the 'most likely' future development.
- 5.7 The revised programme also provides an opportunity to take on board the emerging policy guidance from the new government, and advice on the future availability of funding following the recent Comprehensive Spending Review. The revised timetable is shown in Table 5.1 below.

Table 5.1 Revised Programme for completion of the Study

Activity	Date/ Period
Strategy Appraisal/ Option Testing	July – end October
Draft Strategy	end Nov
Consultation on draft Strategy	Jan – end Feb 2011
Finalise/ Approval of Preferred Strategy	end March 2011

- 5.8 A final round of public and stakeholder consultation is planned throughout January and February 2011 on the draft strategy. As with previous consultations during the Study, the consultation methodology will include a questionnaire available in a newsletter format for the public to complete and return (postage free). Similar information with an online questionnaire will be available at the website. A workshop for the 'Wider Reference Group' of Stakeholders would also take place in this period. Further details of the consultation material and methodology will be presented at the meeting.
- 5.9 The public consultation will be promoted in the Council publications delivered to every household across the Study area in the New Year, as well as online links from each Councils website. It is also intended to contact all those individuals and organisations that have previously expressed an interest in the Transport Study consultations, and relevant Local Strategic Partnership (LSP) contacts. Additionally press releases and the use of social media (e.g. Facebook) will be utilised to generate public interest in the consultation.
- 5.10 The final consultation on the draft strategy, and subsequent refinement of the preferred strategy, is to be undertaken in tandem with the preparation of the third Local Transport Plan (LTP3) for Dorset, due to be submitted to the DfT at end of March 2011.

6. Draft Strategy for Consultation

6.1. In addition to consultation, the development of the preferred strategy has also involved:

- analysis of strategy options for the future year 2026 to assess their performance against a range of factors including value for money, carbon consumption and operational feasibility using output from the transport model;
- investigating potential measures and their deliverability, including
 - consideration of the availability of finance/funding,
 - environmental impact, and engineering feasibility

6.2. The transport model outputs provide a comparison of the relative performance across the SE Dorset transport network of the draft strategy against the 2026 Reference case (or Do Minimum) and the 2008 Base year, effectively an indication of what would happen if nothing was done between now and 2026, and the impact of the draft strategy.

6.3. The 'most likely' development scenario includes in excess of 33,000 new homes in the core area, plus additional employment land at the airport and Ferndown industrial estate area.

6.4. The 2026 Reference case model shows this level of growth has a severe detrimental impact on the future transport network if nothing is done. Total distance travelled is predicted to increase by around 30% in the peak hour periods, with vehicle delays and related congestion set to more than double across the network, with marked increases on key corridors. These effects would spread into off peak periods as drivers seek to avoid the worst impacts. This would have knock on impacts on carbon consumption, reduced journey reliability, and poorer accessibility to employment and key services.

6.5. The following draft strategy has been put together to address current problems on the transport network, while seeking to meet the future challenges created by the planned growth in housing and employment by 2026 across the SE Dorset area.

6.6. Further details on the performance of the draft strategy compared to both the existing situation, and future Reference case 'baseline' are included in Appendix A and will be presented at the meeting.

6.7. The draft strategy is broken down into short, medium and long term measures. Further details on the development methodology of the draft strategy and its' various components are also included in Appendix A, and are illustrated in the draft consultation material that will be presented at the meeting.

6.8. Short Term strategy (2011 – 2013/14)

As a result of the relative scarcity of funding in the immediate short term, initial efforts would concentrate on low cost/ high return schemes in the first three years, which will be identified in more detail in the LTP3 Implementation Plan. The development of medium term measures would also be required in this period.

Table 6.1 - Short Term Measures	Benefit Cost Ratio
Extensive Smarter/ Greener choices including expanded travel plans, personalised travel planning/ improved passenger information	Med
Low cost improvements to public transport (especially within Bus Showcase Corridors)	Med
ITS improvements – extended UTC, joint control centre, VMS signs.	Med
Minor Junction improvements	High
Cycling & walking schemes – contributing to strategic network	Med
Maintenance – A338 Major maintenance	N/A
Highways improvement – Canford Bottom	High
<i>Development of Travel Smartcard (Oyster) type scheme</i>	Low
<i>Development/ progress of Phase 1 major scheme bids for Bus Showcase Corridor and Airport Access.</i>	Med

6.9. Medium Term strategy (2014 – 2019/20)

Assuming transport funding returns to pre-recession levels, the medium term would see the implementation of a number of strategic improvements to public transport and highway networks as below. The development of longer term schemes would also be required in this period.

Table 6.2 - Medium Term Measures	Benefit Cost Ratio
Build on smarter choices success of early years	Med
Bus showcase corridors – Phase 1 Major Scheme Bid, N Bournemouth & A35 Christchurch to Poole	Med
Park and Ride – Phase 1 Major Scheme Bid Mannings Heath, New Road and Riverside park and ride sites (inc in MSB package)	Low
Express bus services to outlying settlements	Low
Airport Access (road) improvements – Blackwater to Chapel Gate. On line widening, short bypass at Hurn, major junction improvements, Dual carriageway std with High Occupancy Vehicle (HOV 2+) lane	Med
Poole Regeneration gyratory system/ links - Marston Link and Bay Hog etc (major scheme bid)	Med
A31 Ringwood - Westbound widening	High
Improvement of key junctions – e.g. Cemetery jct, Bear Cross, Ensbury Park Gyratory, Shah of Persia	Med

Swanage Rail – running through services Swanage to Wareham	Low
Increased rail frequency between Brockenhurst and Wareham – improved integration with bus services;	Med
Cycling & walking schemes – completion of strategic network	Med
Single integrated transport authority - Joint Passenger transport and integrated transport delivery.	Low
Travel Smartcard implementation	Low
Significant increase in town centre parking charges/ reduction in capacity in proportion to Park and Ride increase	Low
<i>Development of Phase 2 Major Scheme bids – further Bus Showcase/ P+R and future highway schemes.</i>	
<ul style="list-style-type: none"> • Further Bus Showcase 	Med
<ul style="list-style-type: none"> • A31 Trunk Road dualling 	High
<ul style="list-style-type: none"> • North-South road link (single carriageway) – Magna Road to Canford Bottom 	Med
<ul style="list-style-type: none"> • East-West road link – Chapel Gate to Magna Road 	Med
<ul style="list-style-type: none"> • A338 3 lane widening Blackwater to Cooper Dean 	Med

6.10. Long Term strategy (2020 – 2026 and beyond)

To meet the projected growth in traffic as a result of population growth and increased economic activity, over the longer term significant additional infrastructure will be required. This comprises completion of the bus showcase corridor system with complementary Park and Ride sites, increased rail frequency alongside development of a light rapid transit system, and a number of road building schemes.

Table 6.3 - Long Term Measures	Benefit Cost Ratio
Build on success of short and medium term measures, including continued support of Smarter Choices	Med
Bus showcase corridors – Phase 2 Major Scheme Bid: <ul style="list-style-type: none"> • Castle Lane corridor. • Wallisdown Road corridor. • North-West Bournemouth to Poole corridor. • Longer Term Proposals: to Wimborne, Ferndown and Bournemouth International Airport. • Longer Term Proposals Supporting Potential Park & Ride. 	Med
Park and Ride - Phase 2: Creekmoor and Bournemouth airport interchange.	Med
Park and Rail at Wareham, Holton Heath and Hinton Admiral.	Low
A31 Trunk Road dualling – Ameysford to Merley, including grade separated junctions	Med
North-South road link (single carriageway) – Magna Road to Canford Bottom	Med

East-West road link – Chapel Gate to Magna Road	Med
A338 3 lane widening Blackwater to Cooper Dean	Med
<i>Development</i> of Dorset Area Rapid Transit System - operation of train/ tram vehicles operating across the conurbation, utilising the existing heavy rail network, with on street running section connecting with Bournemouth Town centre	Med

- 6.11. The various measures identified above comprise the ‘draft recommended’ transport policies and infrastructure priorities up to 2026 that will be required to facilitate the projected population growth and economic development in the conurbation, whilst meeting the demands of tackling climate change and maintaining the quality of life.
- 6.12. From the scale of the measures outlined in the draft strategy above, it is clear that significant investment in staff and scheme development resources, including smarter choices, will be required by the Local Authorities and Highways Agency to progress the measures, if the predicted benefits of the strategy are to be achieved. Further consideration of how the Authorities can best work together to deliver the strategy will be required.
- 6.13. In order to identify the phasing of implementation, further detailed work will continue in parallel with the consultation to refine the final preferred strategy and consider the different levels of future funding. This will involve planning for reductions in Central Government transport funding, as well as consideration of income generated by the SE Dorset developer contributions scheme and other possible sources of future funding.
- 6.14. Following the final consultation it is envisaged that the subsequent final recommendations on the preferred strategy and implementation plan will be reported to the Joint Committee in March 2011. As such, it will form the strategic framework for **LTP3**, and feed into Local Development Frameworks (LDF) across SE Dorset. The Transport Study work would also provide the basis of any future major scheme bid for funding from central Government, and will strengthen the SE Dorset Developer Transport contributions scheme.
- 6.15. A variant of the core strategy has been developed which highlights the impact of widespread demand management measures (workplace parking levy and congestion charging) in order to demonstrate the additional impact that these measures might have and thereby inform the debate on the core strategy. Whilst these measures are not currently included in the draft strategy for the SE Dorset area, there is a possibility they may come forward nationally over the longer term. The results will be presented for discussion at the meeting.
- 6.16. The performance of the draft strategy up to 2026 has been appraised against the existing objectives using current forecasts and the backdrop of transport trends in line with DfT guidance. It may need to be refined if the overarching objectives are revised, or if there is a dramatic change in travel behaviour as result of (say) a significant rise in fuel costs due to ‘peak oil’. Therefore it is essential to maintain an up to date transport model to help review the strategy throughout the Local Transport Plan period and to support future bids for funding towards the interventions identified.

7. Summary of Finance and Funding Position

7.1. The following tables illustrate the confirmed funding to date and estimated Study costs. Unspent contributions from the Local Authority partners in each financial year can roll forward to future years.

	Year 0	Year 1	Year 2	Year 3	Year 4	Total Est. (£000's)
	Actual to date (OUTTURN) £000's			Estimated (£000's)		
	2007/08	2008/09	2009/10	2010/11	2011/12	
<i>Total Costs for Phase 2</i>	120	1037	122			1279
<i>Estimated Total Costs for Phase 3</i>			417	483	66	966
Estimated Total Costs	120	1037	539	485	65	2245

Table 7.2 - Confirmed Funding for the SE Dorset Transport Study

Funding Partners	Year 0	Year 1	Year 2	Year 3	Year 4	Total (£000's)
	Confirmed Funding Contributions (£000's)					
	2007/08	2008/09	2009/10	2010/11	2011/12	
Highways Agency *		370				370
Bournemouth Borough Council		350	50	25		425
Dorset County Council		200	200	25		425
Borough of Poole (inc Growth Point Funding)	100	200		100	25	425
DfT/ Region**		100	275	5		380
SWRDA**			125	100		225
Total Funding for Study	100	1220	650	255	25	2250

* Highways Agency also contributed £30K by funding the Scoping Study (Phase 1) prior to the formal commencement of the Transport Study.

** The figures highlighted in grey box from DfT/ Region and SWRDA represent their confirmed current year contributions. The DfT contribution has been cut by £45K and SWRDA by £25K as a result of recent budget constraints.

7.2. In order to make up the shortfall as a result of reductions in funding from SWRDA and DfT the 3 Local Authorities have agreed to contribute an additional £25,000 each (shown in bold above) to complete the Study.

7.3. Funding has been secured from the Study partnership to ensure completion of the Transport Strategy work in line with latest DfT and Coalition government guidance. The development of the transport model and the resultant transport strategy has been a significant investment by the Study partnership of £2.25 M. This needs to be considered in the context of the long term infrastructure requirements for the area. A long term strategy, based on credible evidence base, provides the best opportunity to deliver the transportation improvements required in the area over the next 2 decades.

JOINT OFFICER GROUP, November 2010

APPENDIX A – Summary of the emerging Transport Strategy developed by the SE Dorset Transport Study

If you have any queries on this report please contact:

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Appendix A

Summary of the
emerging Transport
Strategy developed by
the South East Dorset
Transport Study

Robert Thompson, Atkins

The Transport Strategy Developed by the South East Dorset Transport Study

This document has been prepared as a contribution the LTP3 submission. In addition, it will form a starting point for the executive summary for the main South East Dorset Study Final Report.

Introduction

The transport strategy developed by the South East Dorset Transport study for the period to 2026 combines a wide range of potential measures derived from a variety of sources. In preparing the strategy, the study has followed a step-by-step process to ensure that it reflects the real issues across the South East Dorset area and examines the full range of potential measures before identifying and assessing an effective package of improvements.

Although the study area for the strategy development has concentrated on South East Dorset (see Figure 1), many of the issues and the resulting measures have a wider general applicability and hence are appropriate for the Dorset area as a whole.

Figure 1 – South East Dorset Study Area



Travel Forecasts

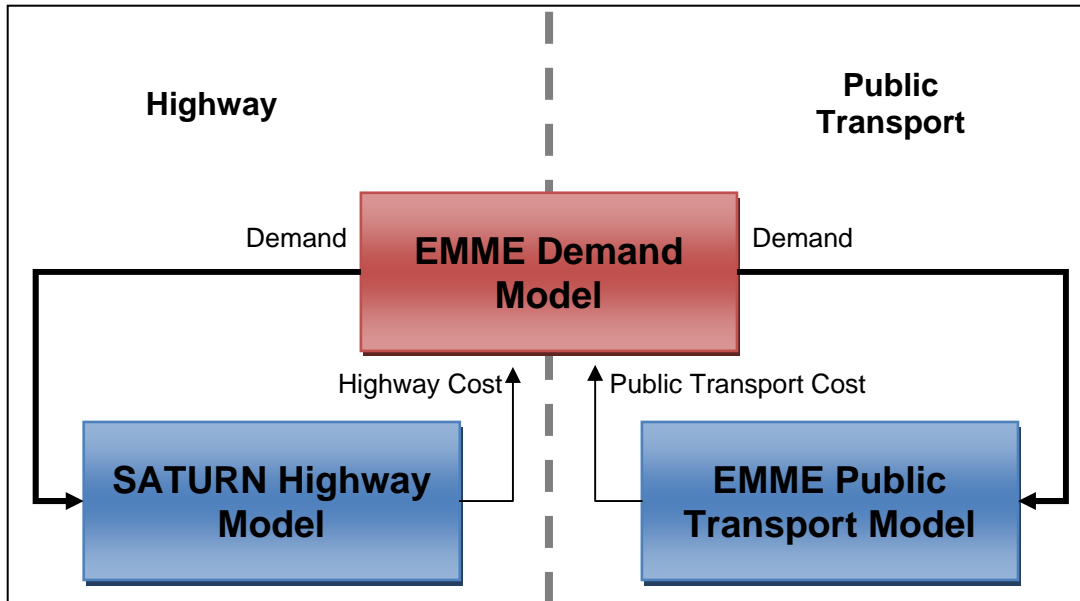
A strong evidence base was assembled during the study, predominantly through the development of a comprehensive strategic transport model, but also by preparing a baseline report which documented the principal characteristics of the transport network and its operation across the study area.

The SEDTS transport model comprises a suite of models which has been developed for the study (Figure 2) with the principal components of:

- a highway model representing vehicle-based travel across the sub-region for a typical 2008 morning peak hour (0800 – 0900), an average inter-peak hour (1000 – 1600) and an evening peak hour (1700 – 1800);
- a public transport model representing bus and rail-based travel across the same area, for the morning and evening peak and inter-peak time periods; and

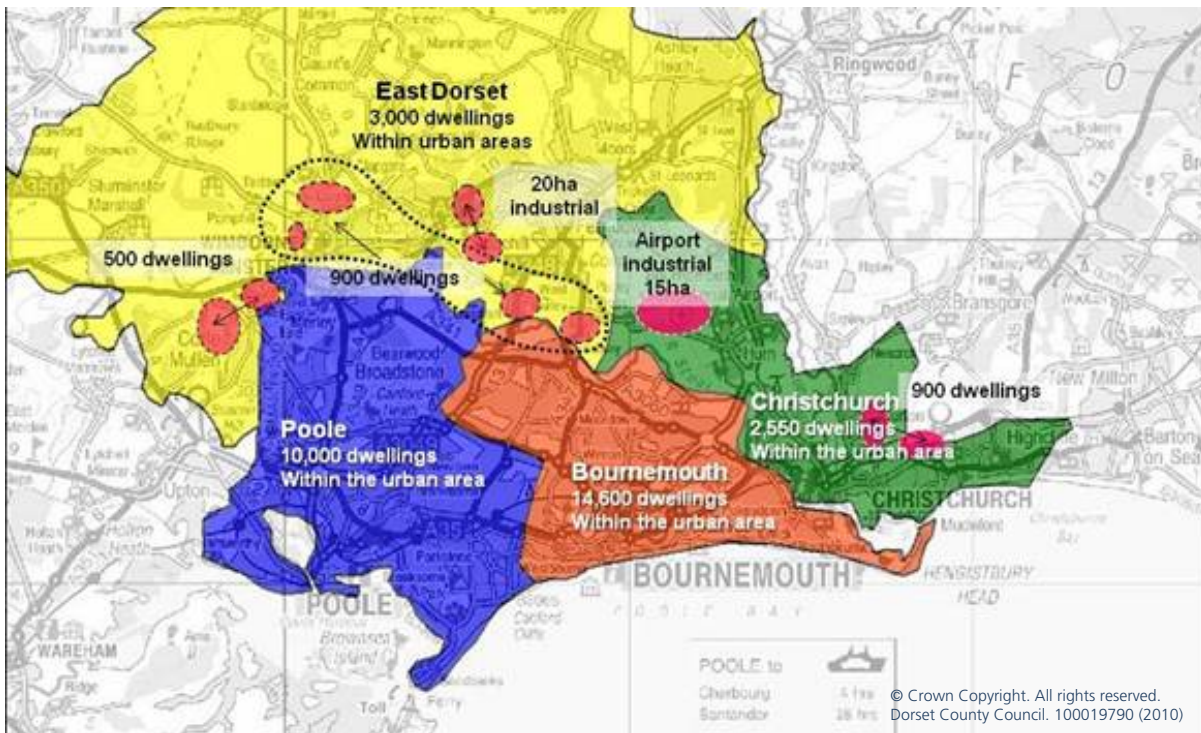
- a five-stage multi-modal incremental demand model that considers the impact of changes in journey times and costs on the frequency of travel, choice of mode, time of travel and choice of destination, across the 24-hour weekday period (0700 – 0700).

Figure 2 – Transport Model Components



Although the base year for the model is 2008, its main function is to forecast future changes to the transport system in 2026 taking into account the projected increases in population and employment in the area. Figure 3 summarises the locations of the main growth in dwellings and employment.

Figure 3 – Growth in Dwellings and Employment to 2026



Developing the Transport Strategy

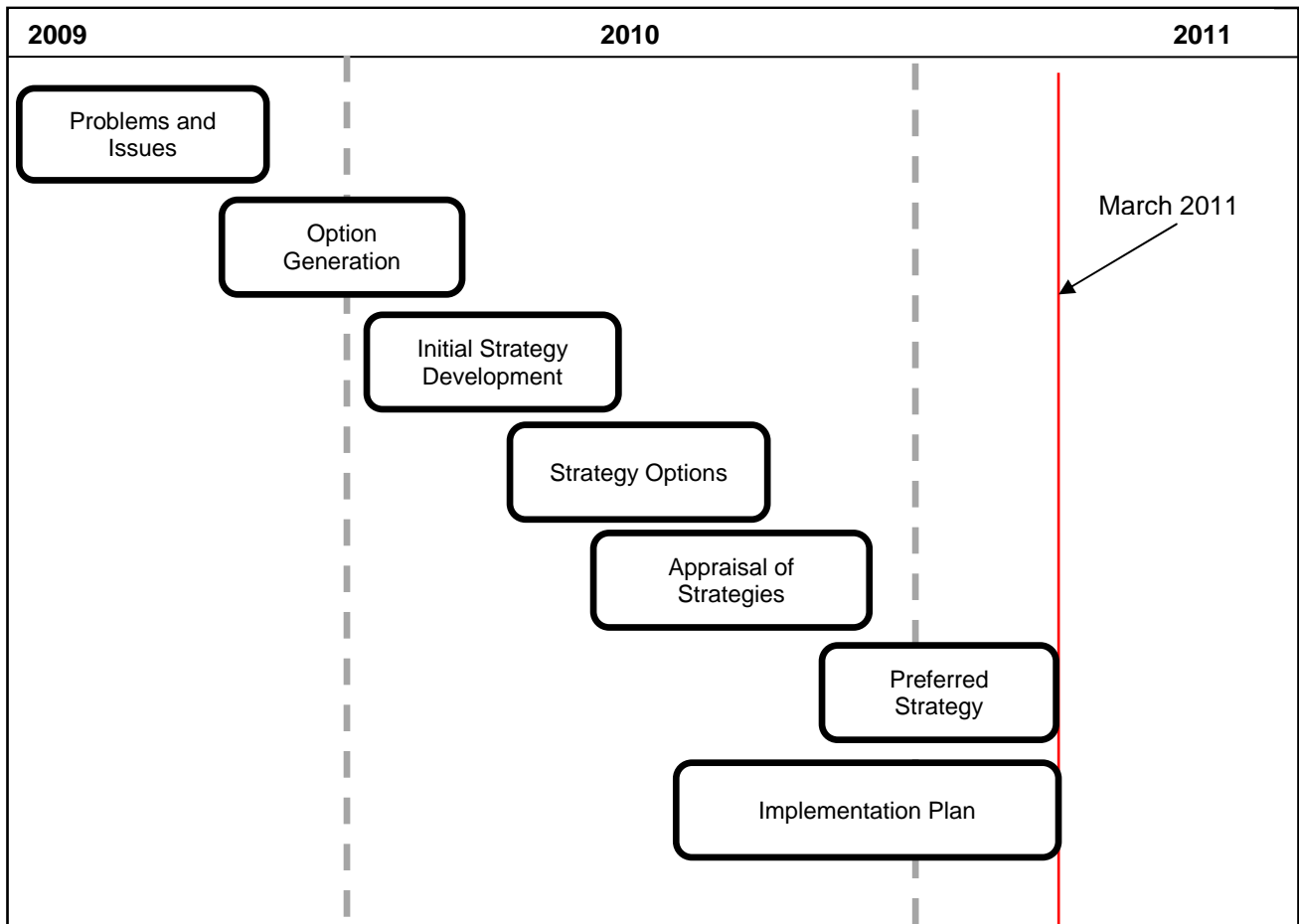
The development of the recommended transport strategy was directed towards achieving the objectives set for the study which may be summarised as:

- supporting national economic competitiveness and growth;

- tackling climate change;
- contributing to better safety, security and health;
- promoting greater equality of opportunity;
- improving the quality of life and promoting a healthy natural environment;
- being affordable; and
- being capable of implementation.

The seven stages within the transport strategy development process are shown in Figure 4, and reflect the need to follow a systematic approach to identify and assess potential strategy components.

Figure 4 – Outline of Transport Strategy Development Process



The seven stages in the study's strategy development process comprised:

- **Stage 1 (Problems and Issues)** – combining a review of current transport policy; a major consultation exercise involving local authority members and officers, the stakeholder group, local transport interest groups and the general public to understand the local perceptions; and the application of the transport model to establish the forecast future travel demand and the scale of future problems and issues.
- **Stage 2 (Option Generation)** – identifying the range of potential solutions to the problems and issues emerging from Stage 1 from a range of sources including earlier studies; the results from the Stage 1 consultation; discussions with transport providers; research by the study team; and outputs from the transport model.
- **Stage 3 (Scenario Testing)** – exploring the impact of potential components of the transport strategy by identifying a series of measures to be assessed using the transport model, with the measures being formed into a series of themes, each representing a different emphasis (committed schemes with a similar level of investment achieved in recent years; significant public transport improvements with extended greener choices; more ambitious public transport measures with greener choices; and extensions to the highway network with demand management).
- **Stage 4 (Strategy Options)** – following the assessment of the themes from Stage 3 using the transport model, further consultation with local authority members and officers, the stakeholder group, local

transport interest groups and the general public in order to establish their reactions to the potential measures.

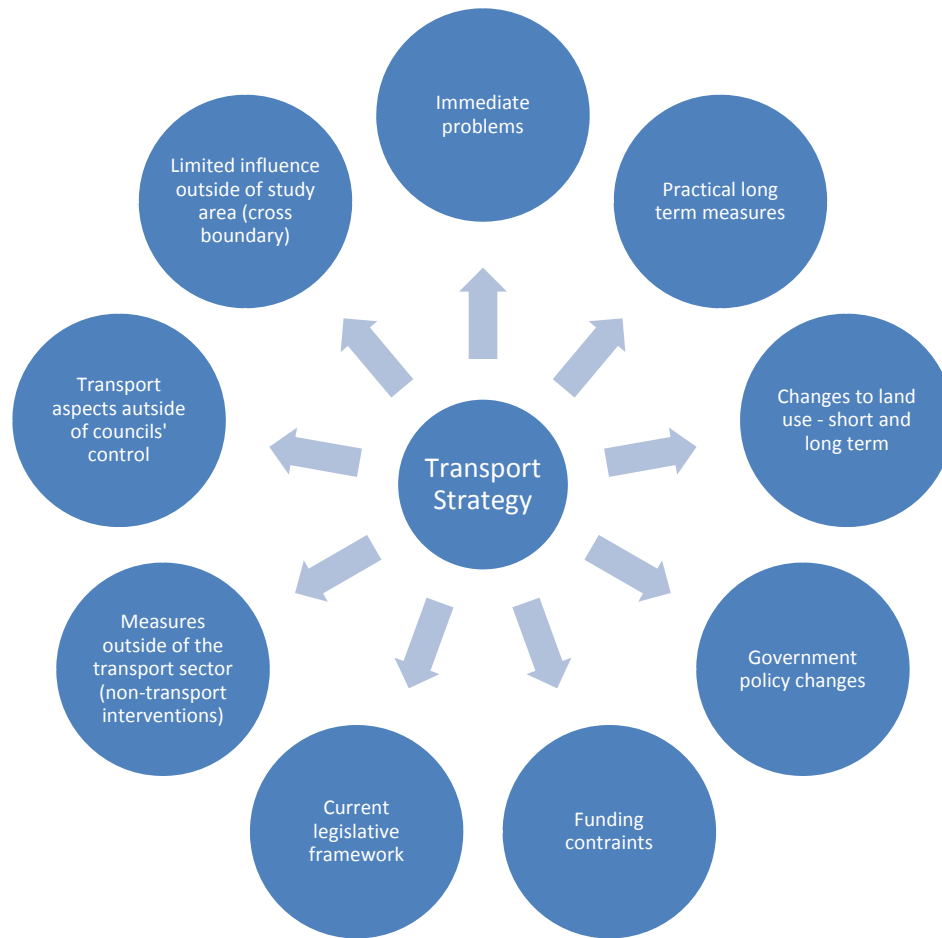
- **Stage 5 (Appraisal of Strategies)** – assembling the preferred strategy components from Stage 4 into four alternative strategies which were assessed using the transport model to identify their performance against the study's objectives, including the application of the Department for Transport's Strategic Appraisal Framework to ensure that all relevant criteria are taken into account.
- **Stage 6 (Preferred Strategy)** – emerging from a combination of the technical work undertaken in Stages 1 to 5, the preferred strategy represents a package of measures which form the basis for a further range of consultation prior to being finalised for formal adoption. While the strategy concentrates on an ultimate time horizon of 2026, in line with LTP3, the measures are disaggregated between short, medium and long term timescales.
- **Stage 7 (Implementation Plan)** – running concurrently with Stage 6, the preparation of the implementation plan and programme, identifying the outline costs for the strategy components, with the potential funding sources, and developing an overall implementation programme for the schemes, with the short term measures feeding directly into the LTP3.

The development of the transport strategy inevitably represents a compromise between a range of competing alternative directions which influence the scale and content of the strategy (Figure 5), including:

- Short and long term measures – although the overall horizon for the strategy development within the study looks forward as far as 2026, **there are problems which exist at the moment and need to be resolved immediately;**
- Containing a vision for the future which at the same time **includes practical measures designed to deal with specific issues;**
- Taking in account the **short and long term changes to land uses**, particularly the planned significant new housing and industrial developments which could not only have a marked impact on the volume of travel demand within the vicinity of the development but also, depending on the scale, further afield;
- Reflecting the **current uncertainties about the economic climate and the associated constraints on central and local government finance** while taking a realistic position about the likely availability of finance from a range of sources in the future;
- With the formation of the coalition government, announcements by Ministers have indicated **changes to government policy, particularly in relation to the availability of funding** for measures, the types of scheme that are likely to receive support, the specific appraisal requirements and the scheme approval process – flexibility is therefore required in the contents of the strategy in order to reflect the changing government priorities;
- As well as existing government policy, the **strategy must be developed within the current legislative framework** and any elements should not require changes to legislation;
- Taking into account that the need to travel is based on a complex range of circumstances and therefore the solutions to problems across the transport system may include **measures outside the transport sector** as well as within it;
- Although the partnership group for the transport study includes the three local authorities within South East Dorset and the Highways Agency, who between them are the relevant transport authorities for the area, there are nevertheless **significant aspects of the transport system in South East Dorset which are outside their direct control**, e.g. elements of the public transport system; and
- The operation of the transport system within South East Dorset is influenced by the highway and public transport networks outside the area – the **connections to the west, north and east have an impact on travel within South East Dorset**, although there are limitations to the influence that the study partners can have on improvements to the network beyond their boundaries.

Many of the features above highlight the need for the strategy to be flexible in being able to respond to possible changes in areas such as the policy framework, funding, and legislation that currently underpin its contents. To maintain the flexibility, there is merit in considering the strategy as a 'live' document which is regularly reviewed and updated to reflect the changing circumstances. In this way, the transport strategy would mirror the LTP3 itself.

Figure 5 – Influences on the Transport Strategy



Contents of the Transport Strategy

The content of the strategy includes measures spread across the range of transport modes, as outlined below, but also reflects the impact that non-transport measures could have on the operation of the transport system in South East Dorset.

Cycling, walking and smarter/greener choices

Particularly in an environment in which resources for investment in transport improvements are limited, a strategy in which the emphasis is on the more effective use of existing resources becomes more prudent. At the same time, where small-scale measures to improve cycling and walking can be brought forward, there is the opportunity to influence modal choice in favour of more sustainable modes. Furthermore, improvements to walking and cycling facilities and the use of smarter choices to make effective use of existing infrastructure were given strong support within the consultation, reinforcing the importance of these measures.

Development of a strategic cycle network is key to providing continuous routes between significant trip generators and destinations (e.g. residential areas with employment areas) and encouraging a mode shift to cycling. A strategic cycle network would provide links to key locations such as railway stations, Bournemouth University, the Port of Poole, Bournemouth Airport, major employment centres and the town centres. This will involve addressing gaps in the existing network and improving the road environment for cyclists. Links would also be provided from the strategic cycle routes to recreational routes, including links to green spaces and corridors. New cycle and pedestrian bridges will help to reduce severance and provide more direct routes. New/improved secure cycle parking will reduce fears of equipment being stolen, which makes some people reluctant to cycle. The feasibility of a cycle hire scheme at key locations, e.g. railway stations, beaches, etc should be explored.

Resources within the local authorities should be allocated to work actively with major employers to develop travel plans which improve the opportunities for cyclists and promote integrated measures. Likewise, further

work should be undertaken with schools, colleges and universities to introduce/update travel plans and deliver cycle improvements.

Smarter choices have been shown to be an effective way of influencing the level of private car use and increasing the take-up of more sustainable modes, without incurring major new infrastructure; nevertheless, introducing smarter choices is not without its costs. However, the costs are more likely to be incurred by the local authorities in the form of revenue funding with the need to increase the volume of internal resources to achieve a more extensive and effective implementation of the different smarter choices initiatives.

The smarter choices framework encompasses a variety of initiatives, often with a different emphasis, although at the same time with the potential for a degree of overlap between them. They could include:

- Origin based travel plans and measures:
 - Residential Travel Plans;
 - Personalised Travel Planning;
 - Car Clubs – for both residents and visitors to the area;
 - Car Sharing.
- Destination based travel plans and measures:
 - Workplace Travel Plans (including employer led car share schemes);
 - Teleworking (as part of Workplace Travel Plans);
 - Teleworking (as part of Workplace Travel Plans);
 - School Travel Plans;
 - Leisure Travel Plans;
 - Rail Station Travel Plans (as part of overall journey planning).
- Information and Marketing:
 - Personalised Travel Planning;
 - Public transport information and marketing;
 - Travel awareness campaigns (including promoting cycling, car sharing, home shopping and other smarter choices).

The combined impact of the varied smarter choices elements would be effective in influencing the volume of travel and the mode choice. However, this requires **active** implementation of the measures rather than passive or token reference to them. The experience from the London Borough of Sutton has been that, if sufficient resources are devoted to smarter choices, in terms of staff resources, materials, equipment, publicity, etc then a significant impact may be achieved in changing the behaviour of the travelling public. Furthermore, the resources would be required on a continuing basis in order to ensure that they are updated to react to the changing circumstances, so that as new companies are formed or move into the area, new residential developments are completed, people change jobs or move homes, the appropriate travel plans or smarter choices measures are updated. In recognition of the benefits, the local authorities would therefore need to devote a significant increase in resources to planning, implementing, monitoring and reviewing the smarter choices.

Non-transport policy measures

Increased attention should be paid to the effect of policy measures outside the immediate transport sector which could nevertheless make a significant contribution to the general level of travel across the South East Dorset conurbation and the use of individual modes. This reflects the awareness of the wider impacts of policies on travel behaviour. Central Government is placing increasing emphasis on the wider policy implications of broader measures on transport. The study has therefore reviewed the emerging policy measures and identified those which have the potential to significantly affect travel behaviour in South East Dorset. Attention is concentrated on those measures that are under the direct control or influence of the study's client partnership, particularly the local authorities.

Land use and planning

The location and form of new developments can have a significant influence on travel patterns. In line with current planning policy, new developments should be located where they have (or can potentially provide) access by a range of modes of transport. Furthermore, increasingly the emphasis is that this access should be by sustainable modes and should not encourage increased car use. Hence, developments should be located close to public transport corridors and/or be planned so as to encourage walking and cycling for shorter distance journeys.

Large-scale developments should include a mix of different land uses, including residential areas, employment opportunities and local services to reduce the need to travel or enhance the potential use of sustainable modes. These local services would include schools, health centres, community and leisure facilities as well as local shops, post offices, etc. Clustering the range of services together can generate benefits by reducing the overall need to travel, shortening the length of journeys required to reach the facilities and broadening the range of potential modes. The local centres could also include a range of measures to promote the use of sustainable transport, many of which form part of the smarter choices category, including public transport information, personalised travel planning, electric vehicle charging points and drop off/pick up points for deliveries.

Co-operation between companies could be increased by the sharing of facilities in making available office space, meeting rooms, etc (although for a charge) to other companies or individuals and therefore potentially reduce the amount of travel. The local authorities could be the catalyst for increased activity by creating a database of organisations offering and seeking these facilities. These would be an example of wider benefits to business from the provision of start-up facilities by local authorities in hubs with convenient transport facilities to provide the impetus for entrepreneurial activities.

Digital Connectivity

Digital connectivity includes a collection of technological solutions which provide the opportunity for individuals and organisations to:

- work from a variety of locations outside the normal office base, particularly at home;
- access a range of services from a variety of locations; and
- communicate with clients, business associates and partners without travelling to meet them face to face.

By supporting and encouraging a comprehensive network of 'super-fast' broadband and the establishment of work hubs, the local authorities could encourage increased local working and thereby reduce the need for travel. This opportunity could be further increased through an expansion of community hubs in local buildings such as post offices, pubs and community centres. With tourism playing such an important part of the South East Dorset economy, facilities which increase the access to the Internet for visitors to the area would, by expanding their publicity, extend the availability of sustainable transport services, including public transport, car clubs, cycle hire, etc.

As part of this, the wider availability of internet connections through the provision of Wi-Fi at public transport interchanges (rail stations, bus stations, Park and Ride sites) and on trains could encourage the use of public transport journeys.

Education and skills

The smarter choices heading includes the introduction and active operation of school travel plans. However, the coverage of school travel plans is almost at saturation level already and hence other opportunities would need to be introduced in order to influence the sustainability of travel to schools. These could include:

- staggering school opening and closing hours;
- changing the school selection process (especially for secondary schools) so that students are more likely to attend a school close to home;
- providing guidance to parents and students during the selection process in order to highlight the sustainable travel implications of their choice of school; and
- increasing the use of school buildings within the community to increase the volume of local activities and reduce the amount of travel.

Beyond schools, expanded retraining of the workforce could contribute in some sectors to a narrowing of the gap between the skills of workers resident in South East Dorset and the requirements of employers. In this way, a reduction in the levels of in-commuting to the area to resolve skills shortages could be achieved. By shortening commuting distances in this way, the potential for sustainable travel is enhanced.

Health

The linkage between travel and health is gaining increased prominence and therefore those elements of the overall strategy which encourage greater walking and cycling will create health benefits. However, there are also changes that can be made to the provision of health services which can contribute to the effectiveness of transport measures, including changes to visiting hours at surgeries, clinics and hospitals; increased health education; and greater use of 'tele-care' with the equivalent of video-conferencing being used to avoid patients travelling to hospitals and surgeries.

Public transport

Improvements to public transport provision form a key element within the transport strategy for South East Dorset. They comprise a wide range of improvements across a number of public transport sub-modes and include changes to both infrastructure and operations. The extent of measures within the emerging strategy includes:

- Creation of an **integrated transport authority** to progress, coordinate and administer some of the proposals identified below.
- **Rail:**
 - reconnecting the Swanage rail line to the main line at Wareham incorporating new/reopened stations, Park and Rail, with necessary signalling enhancements as part of the forthcoming Network Rail Poole to Wool scheme;
 - increasing to the frequency of local rail services within the study area – from Wareham to Brockenhurst;
 - improving Park and Rail, e.g. at Wareham, Holton Heath, Hinton Admiral;
 - enhancing access, parking, walking/cycling link at all stations.
- **Rapid transit:**
 - Dorset Area Rapid Transit (DARTS) between Christchurch and Hamworthy/Poole with a new off-line town centre section between Westbourne and Bournemouth Interchange – split into two sections (Christchurch to Branksome and Boscombe to Hamworthy/Poole); further work is required to clarify some operational issues, including the interaction with existing rail operations.
- **Park and Ride** – series of new Park and Ride sites with links to Bournemouth and/or Poole town centres plus, during summer months, to key beaches, with the sites to be implemented in phases:
 - Phase 1: Mannings Heath to Bournemouth and Poole, New Road to Bournemouth and Poole, Riverside Avenue to Bournemouth; and
 - Phase 2: Creekmoor to Poole, Bournemouth Airport to Bournemouth.
- **Bus Showcase Corridors** – a large-scale series of measures designed to improve bus journey times and reliability along key corridors, initially along the A35 between Poole and Christchurch and in North Bournemouth (Wimborne Road, Whitelegg Way, Redhill Avenue, Boundary Road, Talbot Road) and then subsequently alongside Park and Ride and other bus improvements, on other key corridors including Wallisdown Road, Ringwood Road (Poole), New Road, Gravel Hill/Waterloo Road:
 - bus lanes and/or High Occupancy Vehicle (HOV) lanes;
 - bus pre-signals;
 - bus priority at signals through vehicle detection in conjunction with Urban Traffic Control (UTC) systems,
 - relocation/rationalisation of parking where it is causing delays, or removal where no alternative location can be found;
 - improvements to bus stops, including bus boarders, raised/accessible kerbs, and some relocation of stops;

- changes to traffic lanes;
 - restrictions on turning movements;
 - redirection of general traffic onto other routes – e.g. use of Boundary Road for north-south traffic movements rather than Wimborne Road; and
 - increased enforcement, better Real Time Passenger Information, new buses, increased frequency of services, more publicity.
- **Bus services** – a series of improvements to extend the coverage of bus operations within the conurbation:
 - express bus services to Poole and/or Bournemouth from Wimborne, Ringwood, Ferndown, Verwood, and Bournemouth Airport;
 - improved north-south routes;
 - improved links to major industrial areas, e.g. Uddens/Ferndown, Bournemouth Airport;
 - better links to Bournemouth Hospital from Bournemouth town centre and west Bournemouth.
 - **Community transport/demand responsive transport;**
 - **Interchange** – improved interchange, especially between bus and rail, between bus services in town centres and at out-of town facilities e.g. at Bournemouth Airport;
 - **Real time passenger information** – more accurate and more widely available real-time passenger information with display screens containing departures by all public transport modes located in principal buildings including stations, shopping centres, libraries, hospitals and major offices; and
 - **Fares and ticketing** – containing a series of initiatives designed to ease the payments by passengers (especially for multi-operator or multi-mode journeys), and speed up boarding times, moving ultimately towards a Smartcard/Oyster card type of operation, covering all public transport modes.

Highway improvements

Enhancements to the highway network extend across a range of techniques designed to help make better use of the existing infrastructure and local junction improvements through to a widening of existing roads and the construction of new links.

In addition to resolving the main congestion problems, both now and in the future, the schemes include elements designed to integrate with other transport improvements, such as public transport priority improvements in the Bus Showcase Corridors, introduction of High Occupancy Vehicle lanes, etc.

In this way, the emphasis is the movement of people, across a number of modes, rather than purely vehicles. At the same time, some of the measures listed under the public transport heading will have impacts on the highway network, e.g. the introduction of new Park and Ride sites. Also changes to parking charges and availability are included under the heading of demand management.

The range of highway measures extends from short term measures through to more extensive longer term improvements with new construction. The strategy assumes that immediate highway improvements associated with the Twin Sails Bridge would be completed in the short term. Further measures include.

- elements of the integrated transport system (ITS) strategy, including:
 - combined traffic control centre for the three local authorities;
 - extended variable message signing, including information on delays and parking availability;
 - improved driver information;
 - availability of online travel information on local authority websites.
- traffic management:
 - local traffic calming schemes including 20 mph home zones;
 - reduced parking capacity and changes to charging in town centres, particularly in association with introduction of Park and Ride sites;

- revisions to on-street parking, particularly on Bus Showcase Corridors;
- introduction of bus/HOV lanes;
- inclusion of powered two wheeled vehicles in bus lanes.
- coordination of road works using a permit system;
- junction enhancements – variety of detailed junction improvements at key junctions, extending from changes to traffic signal settings, changes to priorities, etc, e.g. at Stony Lane, Fountains, Ensbury Park gyratory, County Gates, etc.
- new highway schemes:
 - Poole Bridge Regeneration Initiative highway improvements;
 - A31 westbound widening at Ringwood;
 - A31 dualling between Ameysford and Merley with initial improvements at Canford Bottom roundabout in the short term;
 - B3073 widening between Parley and Blackwater junction, including alterations to Blackwater junction;
 - East-west link road between Parley and Bearwood; and
 - North-south link road Canford Bottom to Bearwood;
 - A338 widening between Blackwater and Cooper Dean junctions.

The combined introduction of the various highway infrastructure measures provides an increase in the total capacity available across South East Dorset in the horizon year of 2026. However, with the significant increase in demand for travel by 2026, even with the highway improvements, there are nevertheless residual levels of congestion that remain. It is not prudent or viable to endeavour to resolve all future levels of congestion by capacity increases. In addition to improvements to public transport, smarter choices, walking, cycling, etc which are designed to offer alternatives to the private car for many journeys, a range of demand management techniques, described below, have been considered to dampen the demand for private vehicle travel, thereby reducing congestion with associated impacts on carbon consumption.

Demand management

Although the smarter choices measures and public transport improvements outlined above will have an impact on the level of mode split and hence the volume of congestion on the South East Dorset road network, it is expected that additional measures would be required in order to further influence the decisions on the choice of mode. A number of potential demand management measures were identified and have been assessed during the study, including:

- an increase in parking charges, at levels significantly above inflation;
- a reduction in the number of spaces available within town centre car parks, perhaps distinguishing between long and short stay visits or variation at different times of the day;
- the introduction of tolls on new highway links, which would also provide a revenue stream;
- the introduction of workplace parking charges in selected town centre employment areas; and
- the operation of a congestion charging scheme within the built-up area of the conurbation.

There is a range of possible ways to implement or operate these potential measures, for example congestion charging could be implemented as a cordon charge, an area charge (as in London) or a distance based charge. In each case, there would be potential variations in the location of the charging area as well as the level of the charge, the times of the day when it might apply and the types of vehicle that would be included. In view of the strategic nature of the South East Dorset study, the attention has concentrated on the general principles of a possible approach to charging rather than the details of its application. For some forms of congestion charging, e.g. a distance based charge which would require the installation of equipment in each vehicle, such a scheme would only be feasible as part of a national scheme. Other forms of the scheme could probably be implemented locally.

The capacity and charging levels for parking in the town centres are also closely linked with the introduction of Park and Ride sites, with a need to maintain a balance between the charges to ensure the effectiveness of the Park and Ride sites.

Some of the demand management measures form part of the core strategy, e.g. changes to parking charges or the availability of spaces at different times of the day. However, because there is no local political commitment to the introduction of congestion charging or a workplace parking levy in South East Dorset, it is not prudent for it to form a central component of a single preferred transport strategy for the area. Hence, a variant of the main strategy was assessed which included congestion charging. In comparison with the main strategy, the performance of the variant served to highlight the impact of charging on the levels of congestion and delay across the network.

Specific freight measures

Many of the highway and traffic management improvements will benefit the operation freight services as well as general traffic. However, specific further measures to enhance freight operations would be included, particularly as part of the Freight Quality Partnership. Specific aspects which should be progressed include specific lorry routes and other driver facilities, including a new lorry map covering the study area to divert freight traffic onto the most suitable corridors.

Impact of the Strategy

The overall impact of the strategy, measured by key indicators is shown in the following figures:

- the change in the volume of trips and mode split (Figure 6)
- delay on the highway network (Figure 7)

Figure 6 highlights that for the two peak periods, the number of car trips in 2026 with the preferred strategy is similar to the corresponding level for 2008. This contrasts with the increase in car trips in the 2026 Do Minimum. At the same time to mode split for car falls from 91.4% in 2008 to 86.3% in strategy. Looked another way, the proportion of public transport trips in the morning peak rises from 8.6% in 2008 to 13.7% in 2026 with the strategy, an increase of 60%.

Figure 6 – Mode Split and Total Trips

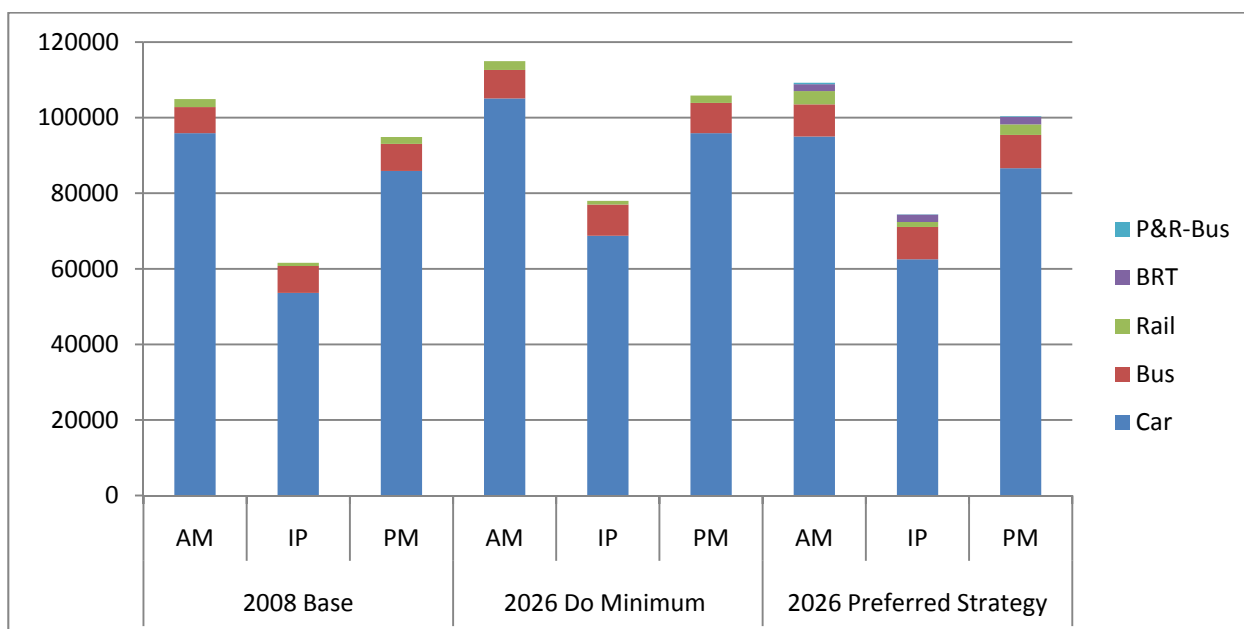
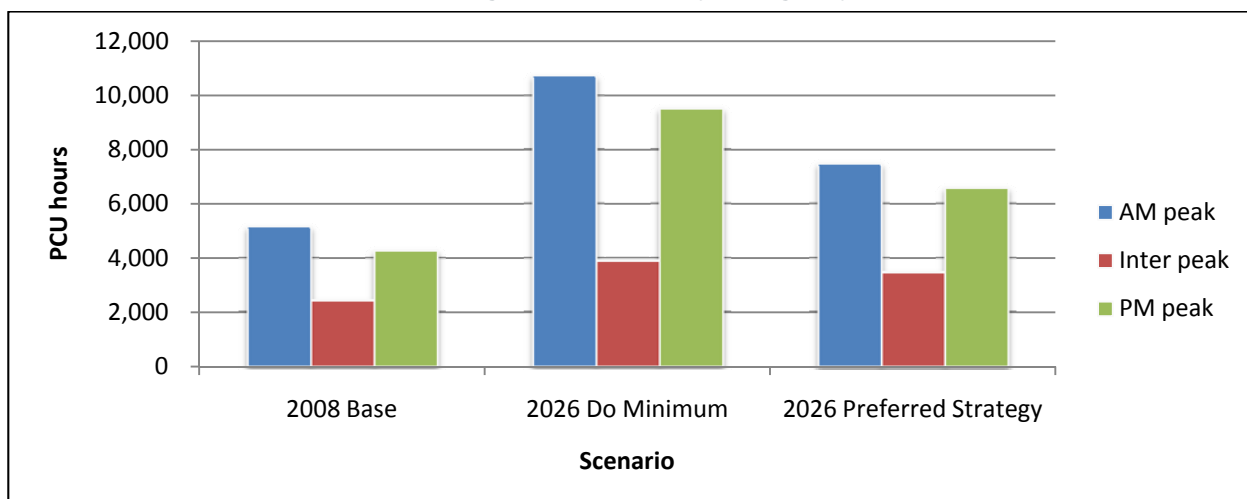


Figure 7 presents the variation in the total delay across the highway network. This highlights the significant rise in delays between 2008 and the 2026 Do Minimum, with increases of 109% in the morning peak, 61% in the inter-peak and 123% in the evening peak. The strategy produces a marked reduction in the growth in the two peak periods such that the growth from 2008 is 45% in the morning and 54% in the evening – less

than half the increase in the Do Minimum. With less demand in the inter-peak, the reduction in the rise is less noticeable, from 61% to 42%.

Figure 7 – Total Delay on Highway Network



Funding

The content of the transport strategy developed through the study is crucially linked with the available funding for the emerging policy measures. With the change in government in May 2010, the general contraction of budgets due to the Comprehensive Spending Review and the subsequent announcement of specific funding initiatives by the Department for Transport, the Department for Communities and Local Government and other relevant government departments, it has been necessary to maintain flexibility in the consideration of funding for the measures within the emerging strategy. Local authorities will receive notification of their individual Integrated Transport Block and Highways Capital Maintenance allocations in December 2010. Nevertheless, although they may change as announcements are made by central government, the main potential sources of funding are:

- funding provided by central government, sourced from taxes paid by individuals and businesses, business rates, and central government borrowing;
 - revenue funding (e.g. Formula Grant, Area Based Grants);
 - capital funding (e.g. Integrated Transport Block, major schemes);
 - Private Finance Initiative grant support (e.g. street lighting, highways maintenance).
- local authority internal resources:
 - council tax – the level set for residents is influenced by the amount of other funding available from central government;
 - use of the council's financial reserves;
 - borrowing within the Prudential Capital Finance System.
- additional support from regional/national/EU Sources (e.g. grants for demonstration projects);
- developer contributions (e.g. South East Dorset Transport Contributions Scheme, Section 106/38/278 agreements);
- local revenue raising mechanisms (e.g. car parking charges);
- schemes delivered by third parties (e.g. the Highways Agency, Network Rail); and
- merging funding streams (e.g. Total Place and Total Capital).

New forms of funding are emerging, for example the Local Sustainable Transport Fund for packages of measures to encourage sustainable travel, e.g. bus priority, traffic management, walking and cycling schemes, and integration between travel modes. This would replace a number of smaller transport grants. It is also expected that new major scheme guidance will be published for consultation early in 2011, which would eventually allow new schemes to be included in the major scheme process.

The coalition government is also creating a Regional Growth Fund to encourage private sector enterprise, including social enterprise, in order to create opportunities for people and places to adjust to reductions in public spending. The fund will have discrete capital and revenue budgets and is now open for bids. The DfT is contributing approximately one-third of the available finance in the fund.

A proposed implementation plan is being produced, identifying funding sources and timescales for the proposed programme; consistent with the estimated likely available budget. This may require prioritisation of the proposed initiatives, according to the funding streams available, with some initiatives being delayed to later in the programme or even post 2026.

The Next Steps

The transport strategy has been developed with close collaboration with the local authority team preparing the Local Transport Plan for Dorset with the strategy forming the long term goal for LTP. Once the strategy has been adopted by the local authorities, the LTP process becomes the implementation process for the strategy. This will include seeking contributions from the DfT for funding the major packages. A key feature is that the appraisal of the strategy provides a strong evidence base, including the output from the transport model, for use in supporting applications for funding.

The transport strategy has been developed by the study within a range of constraints, conditions and assumptions. It should be considered as a live document subject to challenge and review as circumstances change, for example:

- variations to the scale and pace of housing, industrial, office and leisure developments;
- where progress is made on other initiatives in the area, e.g. Bournemouth town centre vision;
- alterations to government policy, including the emphasis on particular types of measures;
- changes in wider local authority policies, e.g. education or health;
- the availability of funding, in general and for specific types of scheme, from central government, private developers and other sources; and
- significant changes in the underlying assumption for variables such as fuel prices, economic growth, etc.

The tools are in place to take these potential variations into account in revising the content of the strategy and reviewing the assessment of the strategy's performance. At regular stages, the strategy should be reviewed and refreshed to establish whether it continues to satisfy the assumptions and conditions which underpin its development.