

NOTICE OF MEETING

Meeting	Economy, Transport and Environment Select Committee
Date and Time	Wednesday 1st July, 2020 at 2.30 pm
Place	Virtual Teams Meeting - Microsoft Teams
Enquiries to	members.services@hants.gov.uk

John Coughlan CBE
Chief Executive
The Castle, Winchester SO23 8UJ

FILMING AND BROADCAST NOTIFICATION

This meeting will be webcast on the County Council's website

AGENDA

1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

All Members who believe they have a Disclosable Pecuniary Interest in any matter to be considered at the meeting must declare that interest and, having regard to the circumstances described in Part 3 Paragraph 1.5 of the County Council's Members' Code of Conduct, leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 1.6 of the Code. Furthermore all Members with a Non-Pecuniary interest in a matter being considered at the meeting should consider whether such interest should be declared, and having regard to Part 5, Paragraph 2 of the Code, consider whether it is appropriate to leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with the Code.

3. MINUTES OF PREVIOUS MEETING (Pages 5 - 10)

To confirm the minutes of the previous meeting

4. DEPUTATIONS

To receive any deputations notified under Standing Order 12.

5. CHAIRMAN'S ANNOUNCEMENTS

To receive any announcements the Chairman may wish to make.

6. TRANSPORT FOR SOUTH EAST STRATEGY (Pages 11 - 184)

For the Economy, Transport & Environment Select Committee to pre-scrutinise a report regarding Transport for the South East's Proposal to Government to establish a statutory sub national transport body for the South East, to be known as Transport for the South East (TfSE). This will be considered at Cabinet on 14 July 2020.

7. RECYCLING AND SINGLE MATERIALS RECOVERY FACILITY UPDATE (Pages 185 - 204)

For the Economy, Transport & Environment Select Committee to pre-scrutinise the proposals regarding the work undertaken through the Hampshire Waste Partnership programme in the context of the recently reintroduced Environment Bill and the impact that this will have on waste management in Hampshire. The report updates on the work done to review potential collection systems and consider the implications of these on the waste and recycling infrastructure. The report provides information on the various infrastructure options, the associated financial implications of the options and how they fit the expected legislative changes that are coming forward and will be considered at the Decision Day of Executive Member of Economy, Transport and Environment on 2 July 2020.

8. COVID-19 AND THE HAMPSHIRE ECONOMY

To receive a presentation from the Assistant Director for Economic Development on the impacts of Covid-19 on the Hampshire economy.

9. WORK PROGRAMME (Pages 205 - 208)

To discuss and agree the work programme of topics to be considered by the Select Committee in future.

ABOUT THIS AGENDA:

On request, this agenda can be provided in alternative versions (such as large print, Braille or audio) and in alternative languages.

Agenda Item 3

AT A MEETING of the Economy, Transport and Environment Select Committee
of HAMPSHIRE COUNTY COUNCIL held at The Castle, Winchester on Tuesday
14th January, 2020

Chairman:

* Councillor Russell Oppenheimer

* Councillor Graham Burgess
* Councillor John Bennison
Councillor Roland Dibbs
* Councillor Steve Forster
* Councillor Gary Hughes
* Councillor Rupert Kyrle
* Councillor Derek Mellor
* Councillor Stephen Philpott

Councillor David Simpson
* Councillor Stephen Philpott
Councillor David Simpson
* Councillor Michael Thierry
* Councillor Martin Tod
* Councillor Michael White
* Councillor Bill Withers Lt Col (Retd)

*Present

Also present with the agreement of the Chairman: Councillor Jonathan Glen

105. **APOLOGIES FOR ABSENCE**

Apologies were noted from Councillor Simpson.

Councillor Forster was welcomed to his first meeting of the Select Committee as a new member.

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Apologies were noted from Councillor Simpson.

Councillor Forster was welcomed to his first meeting of the Select Committee as a new member.

106. **DECLARATIONS OF INTEREST**

Members were mindful that where they believed they had a Disclosable Pecuniary Interest in any matter considered at the meeting they must declare that interest at the time of the relevant debate and, having regard to the circumstances described in Part 3, Paragraph 1.5 of the County Council's Members' Code of Conduct, leave the meeting while the matter was discussed, save for exercising any right to speak in accordance with Paragraph 1.6 of the Code. Furthermore Members were mindful that where they believed they had a Non-Pecuniary interest in a matter being considered at the meeting they considered whether such interest should be declared, and having regard to Part 5, Paragraph 2 of the Code, considered whether it was appropriate to leave the meeting whilst the matter was discussed, save for exercising any right to speak in accordance with the Code.

107. MINUTES OF PREVIOUS MEETING

The minutes of the last meeting were reviewed and agreed.

108. DEPUTATIONS

There were no deputations for the meeting, but it was noted that a written representation had been received by Members of the Committee regarding a walking route from Hook to Odiham. This was due to be scrutinised at an upcoming Children and Young People Select Committee and therefore didn't need to be discussed at the Economy, Transport and Environment Select Committee meeting.

109. CHAIRMAN'S ANNOUNCEMENTS

There were no Chairman's announcements.

110. ETE PROPOSED CAPITAL PROGRAMME 2020/21, 2021/22 AND 2022/23

The Select Committee considered a report and presentation from Stuart Jarvis, Director of Economy, Transport and Environment and Sue Lapham, the departmental Finance Business Partner. The presentation covered both the proposed Capital Programme (item 6 in the minute book) and the 2020/21 Revenue Budget report (item 7 in the minute book) which were discussed simultaneously at the meeting.

The Finance Business Partner summarised the general budget overview for the County Council, highlighting the ten years of austerity and the increasing resources being allocated to social care. Despite the reductions there was still an £80million funding gap.

The Director of Economy, Transport and Environment confirmed that waste disposal and recycling continued to be a substantial expenditure following a decline in recycling rates. It remained unclear where national policy was going with regards to waste processing and therefore made it difficult to know where the County could best invest in infrastructure.

Other challenges highlighted for the department included the processing of mixed plastics, income generation, staff retention and relationship's with District Councils.

There were concerns that losing Growth Fund investment could effect the capital programme, but the Transforming Cities fund anticipated in late 2020 would help support the integrated transport programme in walking and cycling, particularly around the Southampton and Portsmouth areas.

During questions of the officers, the following points were confirmed:

- Savings proposals had been agreed by the County Council in November to meet the £80m savings target for 2021 (Transformation to 2021 or Tt2021)

- The County Council was a technical consultee on planning applications and could not object in principle if the evidence to support an application was satisfactory. If there were any concerns regarding areas such as highways, then developers would be requested to submit revised proposals to address these;
- Lots of areas and new ideas were being looked at with regards to commercialisation;
- Walking and cycling investment going forward was £10million, as highlighted in paragraph 25 of the report; and
- Whilst Hampshire still had more cars on the road than other counties, the number had declined and the size and weight of cars had more impact on the road infrastructure than the quantity.

RESOLVED:

The Select Committee supported the recommendation to the Executive Member for Economy, Transport and Environment that the proposed capital programmes for 2020/21, 2021/22 and 2022/23 totalling £161.930million, as set out in the report and its appendices, be put forward for approval to the Leader and Cabinet.

111. 2020/21 REVENUE BUDGET REPORT FOR ECONOMY, TRANSPORT AND ENVIRONMENT

The Select Committee considered a report and presentation from Stuart Jarvis, Director of Economy, Transport and Environment and Sue Lapham, the departmental Finance Business Partner. The presentation covered both the proposed Capital Programme (item 6 in the minute book) and the 2020/21 Revenue Budget report (item 7 in the minute book) which were discussed simultaneously at the meeting and minuted under item 111.

RESOLVED:

The Select Committee considered the revenue budget proposals and supported the recommendations being proposed to the Executive Member for Economy, Transport and Environment.

112. RECYCLED PRODUCTS MARKET

Councillor Tod left the meeting

The Select Committee received a presentation from James Potter, Assistant Director (item 8 in the minute book) on recycled products.

Hampshire had two Materials Recovery Facilities (MRF's) with a capacity of 150,000 tonnes per annum (tpa). The process at the facility was explained to the Committee with cardboard and glass ultimately being exported depending on the demand. A lot of mixed paper and cardboard currently went to India, with Veolia working on acquiring a licence to access more limited markets like China.

During the presentation and questions, Members learned the following:

- At HWRC's; 22 different grades of metal were processed, along with 7,000 tpa of cardboard and 14,000tpa of wood;
- China now requested a <0.5% contamination rate in plastics, along with enforcing heavy restrictions on the moisture content of paper and cardboard;
- It took 10 recycled plastic bottles to make a t-shirt;
- Not all good plastic alternatives were positive or more environmentally friendly. Tetra packs are not easy to recycle and even some bio-plastics contained some contaminants;
- The aim was to recycle 65% of waste by 2035;
- There was a lot of discrepancy across the County with regards to what could be recycled as it varied across the Districts, but plastic bottles were definitely suitable for recycling and could be recycled everywhere.
- 80% of incidents of contamination with recycling was caused by the wrong plastics being included;
- An important focus was reducing waste generally, as well as how best to recycle.

Members acknowledged that whilst communication was important in instructing the public on what could and couldn't be recycled, it was more productive to wait until more of a steer had been given by central government on the direction of national policy.

It was agreed that a site visit to Alton MRF would be beneficial to Members, and this would be arranged for later in the year.

Members thanked the Assistant Director and his team for their work.

113. **AIR QUALITY**

The Select Committee received a presentation from James Moore, Principal Transport Planner (item 9 in the minute book), which updated Members on air quality management.

It was confirmed that the legal limits set were primarily down to Borough and District Councils, but there were still challenges faced by the County Council including a lack of funding from central government and the County being included too late as part of consultations, making it difficult to be proactive rather than reactive.

Following on from the previous update in April 2019, it was confirmed that Fareham and Rushmoor Borough Councils had fully delivered on all measures and the areas were now being monitored.

Only some areas nationally were permitted to introduce a charging zone to combat air quality issues and clean air infrastructure was a substantial investment. Climate change and air quality were different areas with different policies, and it was important to try and have a more joined-up approach to achieve the most effectiveness with what they set out to achieve.

Members thanked the officer for his work and update.

114. **WORK PROGRAMME**

The Select Committee considered the work programme for 2020-2021.

Councillor Simpson requested that an item be added that looked at policy regarding road safety and accident black spots for later in 2020 so the Committee could better understand how it was implemented.

RESOLVED:

The work programme was approved by Members of the Select Committee.

Chairman,

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HAMPSHIRE COUNTY COUNCIL

Report

Committee:	Economy, Transport & Environment Select Committee
Date:	1 July 2020
Title:	Transport for South East Strategy (TfSE)
Report From:	Director of Economy, Transport and Environment

Contact name: Keith Willcox

Tel: 01962 846997

Email: keith.willcox@hants.gov.uk

Purpose of Report

1. The purpose of this report is to enable the Economy, Transport & Environment Select Committee to pre-scrutinise the recommendations set out in the attached report regarding Transport for the South East's Proposal to Government to secure statutory status and its Transport Strategy, which is due to be considered by Cabinet on 14 July.

Recommendation

2. That the Economy, Transport and Environment Select Committee:

Either:

Supports the recommendations being proposed to Cabinet set out on pages 1 and 2 of the attached report.

Or:

Agrees any alternative recommendations to Cabinet, with regards to the proposals set out in the attached report.

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HAMPSHIRE COUNTY COUNCIL

Executive Decision Record

Decision Maker:	Cabinet
Date:	14 July 2020
Title:	Transport for the South East (TfSE) <ul style="list-style-type: none">• Proposal to Government• Transport Strategy
Report From:	Director of Economy, Transport and Environment

Contact name: Keith Willcox

Tel: 01962 846997

Email: keith.willcox@hants.gov.uk

1. The decision:

- 1.1. That Cabinet gives its consent to the establishment of a sub national transport body for the South East, to be known as Transport for the South East (TfSE), and recommends that Full Council endorses this decision;
- 1.2. That Cabinet approves the proposed constitutional arrangements and functions for TfSE, as set out in its Proposal to Government (Appendix 1), and recommends that Full Council endorses this decision;
- 1.3. That Cabinet endorses TfSE's Transport Strategy and recommends that Full Council adopts the Transport Strategy into the County Council's policy framework;
- 1.4. That Cabinet delegates authority to the Executive Member for Economy, Transport and Environment to consider, and where appropriate approve, any subsequent studies, strategies and decisions arising from TfSE's Transport Strategy.

2. Reasons for the decision:

- 2.1. Section 102(F)(3) of the Transport Act 2008, as amended by the Cities and Local Government Act 2016, states that each constituent member of a shadow sub national transport body should approve the submission of any Proposal to the Secretary of State and give their consent to the making of Regulations by the Secretary of State to establish a sub national transport body.
- 2.2. By securing statutory status as a sub national transport body, TfSE will have the powers and responsibilities required to deliver its Transport Strategy. Not only would a statutory sub national transport body for the South East give the region a stronger voice at national level, but would also enable the County Council to influence the prioritisation of national transport investment in a way that has not been possible in the past.
- 2.3. The constitutional arrangements and functions contained in the Proposal to Government are designed to help TfSE demonstrate strong local accountability,

whilst facilitating sustainable economic growth and ensuring a high quality, integrated, transport network through the efficient delivery of its Transport Strategy. As explained in the body of the report, decisions taken by the statutory body (TfSE) would only be taken with the consent of the affected constituent authority(ies). The principle of subsidiarity underpins the TfSE proposed arrangements, respecting the sovereignty of the constituent local transport authorities.

- 2.4. The legislation enables a sub national transport body to devise a transport strategy for its region. The County Council has been proactive in helping to develop TfSE's Transport Strategy which is based on sound evidence and applies a clear methodology. The strategy provides a strong economic, social, and environmental policy framework for future transport planning up to 2050 and, is therefore considered appropriate to adopt into the County Council's own policy framework, alongside the Hampshire Local Transport Plan.

3. Other options considered and rejected:

- 3.1. The option to withhold consent to TfSE seeking statutory status was rejected as it would undermine the partnership and the County Council's opportunity to gain greater influence over future transport decisions.
- 3.2. The option to object to the constitutional arrangements and functions set out in the Proposal to Government was rejected as these have already been subject to extensive consultation and are considered necessary to meet legislative requirements and the objectives of TfSE. Furthermore, the arrangements do not affect the County Council's ability to take local decisions and protect its integrity by ensuring any decisions taken by TfSE, which would affect Hampshire, would first require explicit consent from the County Council.
- 3.3. The option of not recommending to Full Council that TfSE's Transport Strategy be adopted into the County Council's Policy Framework was rejected as it is considered important that the County Council's own policies take account of the TfSE's Transport Strategy which provides a broad policy framework up to 2050 to inform future transport investment decisions within the South East region.

4. Conflicts of interest:

- 4.1. Conflicts of interest declared by the decision-maker:
- 4.2. Conflicts of interest declared by other Executive Members consulted:

5. Dispensation granted by the Conduct Advisory Panel: none.

6. Reason(s) for the matter being dealt with if urgent: not applicable.

7. Statement from the Decision Maker:

Approved by:

Date:

14 July 2020

**Chairman of Cabinet
Councillor Keith Mans**

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	14 July 2020
Title:	Transport for the South East (TfSE) <ul style="list-style-type: none">• Proposal to Government• Transport Strategy
Report From:	Director of Economy, Transport and Environment

Contact name: Keith Willcox

Tel: 01962 846997

Email: keith.willcox@hants.gov.uk

Purpose of this Report

1. The primary purpose of this report is to update Cabinet on Transport for the South East's Proposal to Government to move from shadow form to be established as a statutory sub national transport body for the South East, to be known as Transport for the South East (TfSE). This follows the initial [report](#) considered by Cabinet in December 2016, when Cabinet agreed that TfSE be established as a shadow body.
2. This report also introduces TfSE's Transport Strategy which provides a wide-ranging policy framework for the period up to 2050 to inform future sub regional transport studies and national transport investment decisions.
3. It draws attention to the active role the County Council has taken over the last three years, as a key member of the TfSE's Shadow Partnership Board, to shape the Proposal to Government and the Transport Strategy, and its on-going work with partners to develop further strategies and studies arising from the Transport Strategy.
4. The report highlights the importance of TfSE's Partnership Board securing consent from each of its constituent members, including from Hampshire County Council, for its Proposal to Government, and their endorsement of its Transport Strategy following recent consultation and prior to their submission to the Secretary of State for Transport.

Recommendations

5. That Cabinet gives its consent to the establishment of a sub national transport body for the South East, to be known as Transport for the South East (TfSE), and recommends that Full Council endorses this decision;
6. That Cabinet approves the proposed constitutional arrangements and functions for TfSE, as set out in its Proposal to Government (Appendix 1), and recommends that Full Council endorses this decision;

7. That Cabinet endorses TfSE's Transport Strategy and recommends that Full Council adopts the Transport Strategy into the County Council's policy framework.
8. That Cabinet delegates authority to the Executive Member for Economy, Transport and Environment to consider, and where appropriate approve, any subsequent studies, strategies and decisions arising from TfSE's Transport Strategy.

Executive Summary

9. This report seeks to assure Cabinet of the merits of TfSE's Proposal to Government for it to be established as a statutory corporate body under the Cities and Local Government Devolution Act 2016.
10. The constitutional arrangements and functions set out in the Proposal (see Appendix 1, sections 5.12 – 5.19) are considered necessary by TfSE's Shadow Partnership Board to meet its statutory duties, in particular the effective delivery of its Transport Strategy and to be better placed to support local highway authorities in meeting their own local transport priorities. The draft Proposal was the subject of a 12-week consultation earlier last summer and was then further amended to reflect feedback received.
11. TfSE's Transport Strategy (Appendix 2), provides a wide-ranging policy framework for the period up to 2050, as the basis for TfSE to realise its ambition for the region, namely that:

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

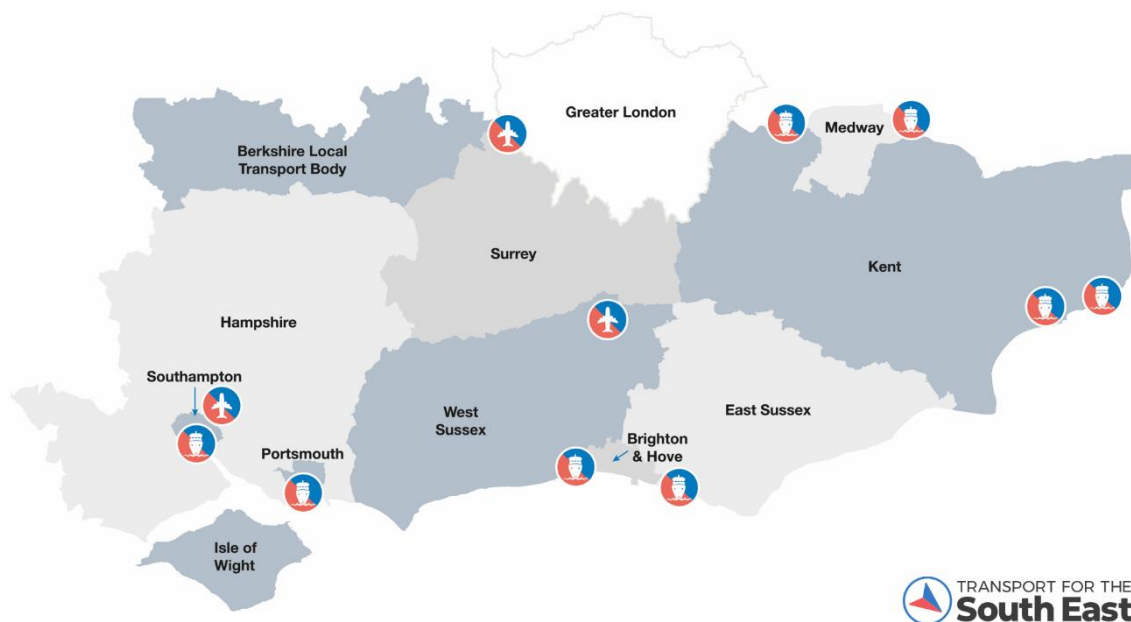
A high-quality, reliable, safe and accessible transport network will offer seamless door-to-door journeys enabling our businesses to compete and trade more effectively in the global marketplace and give our residents and visitors the highest quality of life."
12. The Transport Strategy, which has also been subject to extensive consultation, sets out TfSE's vision, goals and priorities. These will direct further thematic strategies and area-based studies to inform the prioritisation of schemes, national investment decisions, and establish a Strategic Investment Plan for the region. As explained below, the Strategy marks an important shift away from 'planning for vehicles', towards planning for people and places and is explicit in aiming to reduce peoples' dependency on cars. This new regional approach should inform local policies, such as the County Council's own Local Transport Plan (LTP) version 4 which is currently under development, and why it is recommended that TfSE Transport Strategy be adopted into the County Council's policy framework.
13. Turbulence within the legislative programme for central government during the latter half of last year led the Department for Transport (DfT) to advise shadow sub national transport bodies it was unable to consider further proposals for statutory status at that time but that they should continue working in shadow form. This meant that TfSE had to push back its 2019 timeline for submitting its Proposal to Government. However, it used that period to make progress with its Transport Strategy and maintain strong links with the DfT which, following the December 2019 General Election, has indicated it is now able to consider

further proposals. Therefore, subject to securing consent from each of its constituent members, TfSE's Shadow Partnership Board aims to submit its Proposal to Government, together with its Transport Strategy, as soon as possible following its Partnership Board meeting on 16 July 2020.

Contextual information

14. The Cities and Local Government Devolution Act 2016 amended the Local Transport Act 2008 to make provision for the establishment of sub national transport bodies. The purpose was to create statutory bodies capable of advising the Secretary of State and devising transport strategies that would advance economic growth and improve the effectiveness and efficiency of transport functions across sub-national regions. Although only Transport for the North (TfN) has secured statutory status, the case for coherent and cohesive assessments of sub-national transport needs has led to the emergence of Midlands Connect, England's Economic Heartland, and TfSE – each of which have established shadow partnership boards to work with central government and its agencies to develop transport strategies appropriate to their regions. Each aim to secure statutory status as soon as possible to maximise their influence with central government.
15. Following [Cabinet's approval](#) in 2016 for the County Council to join TfSE in shadow form, the partnership has grown in strength. It has a dedicated team and [website](#), and now includes 16 upper-tier authorities as constituent members:
 - Bracknell Forest Borough Council
 - Brighton and Hove City Council
 - East Sussex County Council
 - Hampshire County Council
 - Isle of Wight Council
 - Kent County Council
 - Medway Council
 - Portsmouth City Council
 - Reading Borough Council
 - Slough Borough Council
 - Southampton City Council
 - Surrey County Council
 - West Berkshire Council
 - West Sussex County Council
 - The Royal Borough of Windsor and Maidenhead Council
 - Wokingham Borough Council
16. The TfSE region is home to over 7.5 million people and includes four million workers and 320,000 companies. TfSE's governance structure provides a voice

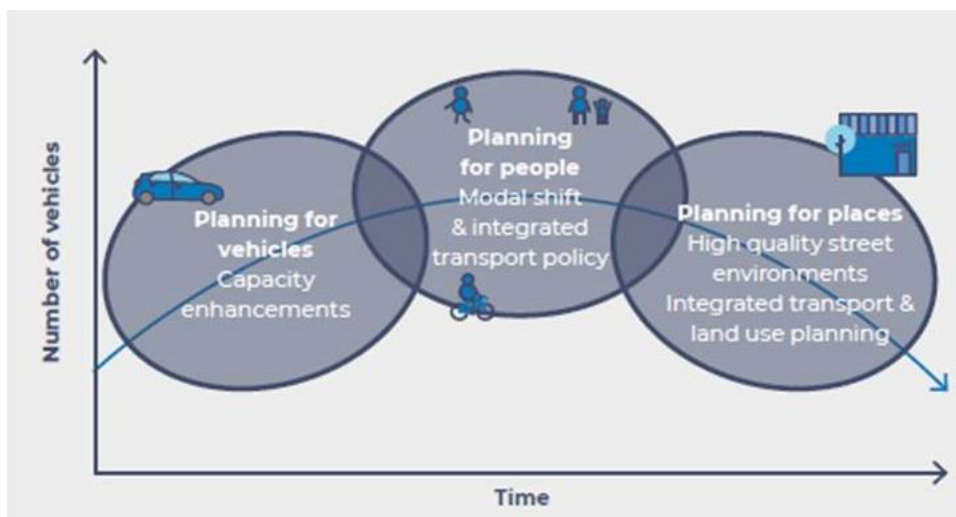
for the South East's five local enterprise partnerships; local district and borough councils; the two national park authorities; as well as transport industry and end-user representatives. The County Council's Executive Member for Economy, Transport and Environment serves on its Shadow Partnership Board, supported by the County Council's Assistant Director for Strategic Transport, who is a member of the TfSE's Senior Officer Group.



17. Over the last three years TfSE has made significant progress in developing positive relations with DfT and working with Highways England to inform the Government's Road Invest Strategy (RIS2) and Major Road Network (MRN) proposals.
18. Following initial funding from DfT in 2017/18, TfSE developed its evidence base to inform its draft Transport Strategy. That was published in May 2019 and was the focus of a launch event, '*Connecting the South East*', held at Farnborough International last October, which was attended by the then Minister for Transport, George Freeman MP. The event was followed by other regional events and a Parliamentary reception that was well attended by Hampshire MPs. The County Council has been actively involved in all stages of developing the draft Transport Strategy.
19. Similarly, the County Council has been actively involved in developing TfSE's Proposal to Government, which sets out its ambition for the region; the strategic and economic case for establishing a sub national transport body in the South East; and its proposed constitutional arrangements and functions. The Proposal was first approved by the Shadow Board for consultation in March 2019. Following [a report](#) to the Executive Member for ETE in July 2019, the County Council provided a written response to the consultation which, together with other feedback, has helped inform updated Proposal. Formal consent is now being sought from each of the constituent members in advance of TfSE's Partnership Board meeting on 16 July 2020.

Transport Strategy

20. The Transport Strategy sets out TfSE's ambition for the South East by 2050, as contained in the summary above. It includes strategic goals and priorities which are designed to mark a shift away from traditional 'planning for vehicles', towards planning for people and places which has been strongly welcomed by stakeholders



21. The strategic goals align with the pillars of sustainability – economic, social, and environmental – to provide a robust policy framework to devise an appropriate Strategic Investment Plan to address challenges associated with the following types of movement:
- i. Radial journeys
 - ii. Orbital and coastal journeys
 - iii. Inter-urban journeys
 - iv. Local journeys
 - v. Journeys to international gateways and freight journeys
 - vi. Journeys in the future

The Strategy's methodology is underpinned by the following principles:

- Supporting economic growth, but not at any cost
 - Achieving environmental sustainability
 - Planning for successful places
 - Putting the user at the heart of the transport system
 - Planning Regionally for the Short, Medium and Long Term
22. The draft Strategy was subject to a 13-week public consultation which closed on 10th January this year. Following a report to the Executive Member of ETE on 14th January, the County Council provided further comments to TfSE which informed final amendments to the Strategy. In responding the County Council strongly endorsed the Strategy's vision and logical methodology, including its strategic priorities which it noted will need to be carefully monitored. It highlighted the fundamental role central government will also need to play in supporting TfSE's objectives to increase rail and bus usage, and the need to maintain strong links with the health sector to ensure a consistent message that encourages people to make transport choices that support health lifestyles. It

suggested that, moving forward, TfSE may wish to classify economic hubs as regionally or locally significant and take account of other investment packages, such as the Transforming Cities Fund, that may be complimentary to proposed interventions. Above all, the County Council stressed that as TfSE's strategy work advances, it should focus on adding maximum value across the region by concentrating efforts on issues that local authorities have to date been unable to resolve individually, such as integrated rail and bus ticketing. The collaborative ethos of TfSE was also reflected in comments from other constituent members who agreed that TfSE should focus on the wider strategic challenges facing the region. It was also agreed that the links between transport and land use planning, together with TfSE's environmental priorities should be strengthened.

23. Emerging from the Strategy, and subject to further funding from the DfT, TfSE will commission five area studies, and two thematic strategies to identify specific schemes and policy initiatives required in different parts of the region. Both the south western radial study which will assess north / south connectivity, including the M3 /A34 corridor, and the 'Freight, Logistics, and International Gateways' thematic strategy will be particularly important to Hampshire given the strategic importance of Southampton Port for UK exports and the movement of incoming goods to support numerous supply chains.
24. Current funding for 2019/20 has enabled TfSE to progress its Outer Orbital Area Study, which assesses connectivity along the south coast between Hampshire to Kent, and its Future Mobility Strategy. With regard to the latter, TfSE is very much looking to learn from Solent's Future Transport Zone activities following its successful bid to become one of DfT's future mobility pilot zones. Subject to further funding the next step will be to develop the Gateways Strategy.
25. The Transport Strategy makes reference to the impact the Covid19 pandemic is already having on demand for travel and touches on the longer-term impacts the current crisis may have on the way people choose to live in the future. It notes that in the short-term the impact may help towards it achieving its strategic priorities but, given the scale of modal shift required, the Strategy is clear that significant interventions will still be required in order for TfSE to realise its ambition for the region. In the meantime, further technical work is being undertaken to identify the potential short-term impacts of the Covid-19 pandemic on travel behaviour, employment patterns and the economy in the South East. Outputs from that work will be fed into the area studies and thematic strategies referenced above.

Proposal to Government

26. In order to achieve statutory status TfSE is required to develop a Proposal to Government that demonstrates a strategic economic case for the creation of a sub-national transport body and how it intends to fulfil the statutory requirements outlined in the enabling legislation. This includes identifying the power and responsibilities it seeks from the Government and setting out its own proposed governance arrangements.
27. In September 2019 TfSE's Shadow Partnership Board approved the Proposal to Government, (Appendix 1) which took account of feedback received following the public consultation which ran between 3rd May – 31st July 2019. That included comments from the Hampshire County Council based on [principles](#)

[agreed](#) by the Executive Member for ETE and set out in an Executive Member report, dated 16th July 2019.

28. The constitutional arrangements, including details of the proposed weighted voting system are set out in Section 4 of the Proposal to Government.
29. It is proposed that each constituent authority will appoint one of their elected members or their elected mayor as a member of TfSE on the Partnership Board. It is intended that the regulations should provide for the appointment of persons who are not elected members of the constituent authorities to be co-opted members of the TfSE Partnership Board. Currently two LEPs, a representative from the Boroughs and Districts, the Chair of the TfSE Transport Forum, and a representative from the protected landscapes in the TfSE area have been co-opted onto the Shadow Partnership Board. A number of voting options were considered to find a preferred option that represents a straightforward mechanism as well as the characteristics of the partnership, and which does not provide any single authority with an effective veto. The starting point for decisions will be consensus, and if that cannot be achieved then decisions will require a simple majority of those constituent bodies who are present and voting. Where consensus cannot be achieved the following matters will require enhanced voting arrangements:
 - The approval and revision of Transport for the South East's ("TfSE") Transport Strategy;
 - The approval of TfSE annual budget;
 - Changes to the TfSE constitution.
30. Decisions on these issues will require both a super-majority, consisting of three quarters of the weighted vote in favour of the decision, and a simple majority of the constituent authorities.
31. The specific functions that TfSE is seeking is set out in Section 5 of the Proposal to Government. These include the following:
 - general sub-national transport body functions relating to the preparation of a Transport Strategy, advising the Secretary of State and co-ordinating transport functions across the TfSE area (with the consent of the constituent authorities);
 - Local Transport functions;
 - being consulted on rail franchising and setting the overall objectives for the rail network in the TfSE areas;
 - jointly setting the Road Investment Strategy RIS for the TfSE area;
 - obtaining certain highways powers which would operate concurrently and with the consent of the current highways authority to enable regionally significant highways schemes to be expedited;
 - securing the provision of bus services, entering into quality bus partnership and bus franchising arrangements with the consent of the constituent authorities;
 - introducing integrated ticketing schemes;
 - establishing Clean air zones with the power to charge high polluting vehicles for using the highway with the consent of the constituent authorities;
 - power to promote or oppose Bills in Parliament;
 - incidental powers to enable TfSE to act as a type of local authority

In its response to the consultation the County Council stressed the importance of TfSE adhering to the principle of subsidiarity wherever possible, with focus being placed on drawing down powers from central government that best lend themselves to sub national governance, for example being directly involved in setting a High Level Output Specification for rail and the Road Investment Strategy. The County Council was also cautious about proposed powers to be held concurrently with local highways authorities. It requested that any such powers only be exercised by TfSE with the express consent of the affected authority(ies) and that any interventions within local highway authority areas, or affecting their borders, should only take place with their explicit consent.

Therefore, the County Council welcomes the fact the Proposal to Government has since been amended to reflect these points and, to support the principle of consent, the final Proposal to Government states it will adopt the following principles:

- That future operations of TfSE should, where possible, seek to draw down powers from central government, rather than seek concurrent powers with local transport authorities;
- That decisions on the implementation of the powers are made at the most immediate (or local) level, i.e. by constituent authorities in the particular area affected; and
- Consent from the relevant constituent authorities will be obtained in advance of any Partnership Board decision on a particular scheme or project.

Following the amendments made to the Proposal to Government, it is recommended that Cabinet approves the Proposal and gives consent to TfSE being established as a statutory body, in order to maximise its influence over future transport investment and, through TfSE's Transport Strategy, shape intra-regional transport planning over the short, medium and long term.

Finance

32. TfSE has established an annual subscription of £58,000 per county council and £30,000 per unitary.
33. To date DfT has allocated TfSE a total of £1.6m through three separate ring-fenced revenue grants. The initial £100k grant was allocated in 2017/18. That enabled TfSE to develop its evidence base for its Transport Strategy, including its Economic Connectivity Review. A further £1m was allocated by DfT in March 2018 to advance TfSE's Transport Strategy. In June 2019 DfT allocated TfSE a further £500k to support its technical work programme arising from its Transport Strategy. That latest £500k grant is currently being used to undertake the first of its three Area Studies, the Outer Orbital Area Study, and one of the two proposed thematic strategies i.e. the Future Mobility Strategy.
34. TfSE is actively pressing DfT to commit to further funding for 2020/21 to ensure the partnership can further progress its technical work programme.
35. Submitting its Proposal to Government this summer is considered both timely and important in order to feed into the forthcoming Comprehensive Spending Review. Once established as a statutory body, DfT will be expected to allocate

TfSE core revenue funding, on condition its constituent authorities continue to make contributions.

Performance

36. In its response to TfSE's consultation on its Transport Strategy, the County Council emphasised the importance of its performance being carefully monitored. TfSE has since committed to establishing a robust mechanism to monitor and evaluate the progress of its Transport Strategy. The Partnership plans to use a set of key performance indicators to assess the extent to which its strategic priorities, set out in the Strategy, are being achieved.

Consultation and Equalities

37. TfSE's draft Proposal to Government was subject to a public consultation between 3rd May – 31st July 2019. The consultation document was made available on TfSE's website and promoted through its e-newsletter and engaged a wide range of stakeholders including neighbouring transport authorities, such as Dorset and Oxfordshire, as well as other stakeholders, including South Downs and New Forest national park authorities, port and ferry operators and airports. In total, TfSE received 96 responses which were positive, with 92 respondents offering to support the principle of establishing TfSE as a sub-national transport body for the South East. The County Council's own [response](#) was based on the principles set out in the Executive Member report, dated 16th July 2019. Following the consultation responses, the Proposal to Government was updated to make clear that TfSE would only exercise concurrent functions and powers with the explicit consent of the relevant transport authority(ies) and that the principle of subsidiarity be adhered to so as to ensure decisions relating to TfSE's powers are made at the most relevant level and that, where possible, TfSE's future aspirations will focus on drawing down powers from central government.
38. TfSE's draft Transport Strategy was subject to a 13-week public consultation which closed on 10th January this year. The main mechanism for obtaining feedback was via a questionnaire which was made available online and in hard copy. The process was widely publicised through the media and partner communications, with direct links sent to key stakeholders, including to all South East MPs and local authorities within the region. There were over 3,500 responses, including 600 responses to the questionnaire and a further 3,076 emails following a campaign by Friends of the Earth. All comments were considered and TfSE's analysis of the consultation feedback was reported to the Shadow Partnership Board in April 2020. In summary, 84% of respondents to the questionnaire supported TfSE's vision for the region. Seventy-eight per cent supported the shift away from planning for vehicles towards planning for people and places, and 63% were of the view that the Strategy would enable TfSE to achieve its objectives. Following a report to the Executive Member for ETE on 14th January, the County Council provided its own response to the consultation and those comments have helped inform the final amendments to the Strategy.
39. A statutory Integrated Sustainability Appraisal was also undertaken alongside the preparation of the Transport Strategy to promote sustainable development by assessing environmental, social and economic impacts, as well as mitigating

any potential adverse effects that the Transport Strategy might otherwise have. This was subject to public consultation, alongside the Strategy. In summary, responses related to the length of the document, and further actions for the Strategy to reduce carbon emissions and strengthen environmental protection. The comments received have been noted by the Shadow Partnership Board which has agreed to further amendments to draft Appraisal which is expected to be finalised later this month.

Conclusions

40. Establishing TfSE as a sub-national transport body for the South East will provide the current shadow partnership with the necessary influence and powers to ensure the effectively delivery of its Transport Strategy. This, in turn, will support and inform growth plans across the region to help expedite economic recovery and to maximise the region's economic potential. Furthermore, by adhering to the principles of sustainable development, TfSE will not only help the South East secure economic benefits but also social and environmental benefits that align to the Hampshire 2050's vision.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

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

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Cabinet Report 'Proposals for a Sub-National Transport Body (Transport for the South East)'	12 December 2016
Executive Member Report 'TfSE response to formal consultation on the draft Proposal to Government'	16 July 2019
Executive Member Report 'TfSE Strategy Consultation Response'	14 January 2020
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>
Cities and Local Government Devolution Act 2016 (Part 5A)	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

None

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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

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

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

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

2. Equalities Impact Assessment:

- 2.1. Securing statutory status for TfSE would better enable the partnership to deliver its Transport Strategy for the South East and this is considered positive for the whole of Hampshire. The Strategy is accompanied by a statutory Integrated Sustainability Appraisal to promote sustainable development by assessing environmental, social and economic impacts, as well as mitigating any potential adverse effects that the Transport Strategy might otherwise have.
- 2.2. The recommendations contained in this report do not have any adverse impacts on groups with protected characteristics. Specific transport schemes that might arise from TfSE's Transport Strategy, or its subsequent area studies and thematic strategies, would be subject to specific equality impact assessments.

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Proposal to Government for statutory status

September 2020

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1. Executive summary

- 1.1 Transport for the South East is a sub-national transport body (STB) established to speak with one voice on the strategic transport priorities for the South East region.
- 1.2 Our aim is to grow the South East's economy by delivering a safe, sustainable, and integrated transport system that makes the South East area more productive and competitive, improves the quality of life for all residents, and protects and enhances its natural and built environment.
- 1.3 By operating strategically across the South East on transport infrastructure – a role that no other organisation currently undertakes on this scale – we will directly influence how and where money is invested and drive improvements for the travelling public and for businesses in a region which is the UK's major international gateway.
- 1.4 Already we are commanding the attention of government, facilitating greater collaboration between South East local authorities, local enterprise partnerships (LEPs) and government to shape our region's future.
- 1.5 Our proposal has been developed in partnership with Transport for the South East's constituent authorities, partners and stakeholders and represents a broad consensus on the key issues facing the region and the powers required to implement our Transport Strategy.
- 1.6 Our constituent authorities, partners and stakeholders are clear that a statutory sub-national transport body for the South East is vital if we are to successfully:
 - Increase our influence with Government and key stakeholders;
 - Secure investment in pan-regional strategic transport corridors;
 - Deliver sustainable economic growth, while protecting and enhancing the environment, reducing emissions and promoting social inclusion; and
 - Enable genuine long-term planning.
- 1.7 We have taken a proportionate approach and are only seeking those powers that will be effective in helping us achieve our strategic aims and objectives, and which will complement and build on the existing powers of our constituent authorities.
- 1.8 These powers will enable us to deliver significant additional value at regional level through the ability to directly influence and inform national investment programmes, enable more efficient and effective operational delivery and better coordination of pan-regional schemes.

- 1.9 The submission of our proposal to Government and the publication of our Transport Strategy has coincided with the COVID-19 global pandemic. It is recognised that changes to the way we live, work and do business, as a result of coronavirus, are likely to have an impact on travel behaviour and demand for travel.
- 1.10 Further technical work will be undertaken to try to anticipate the potential short-term impacts of the Covid-19 pandemic on travel behaviour, employment patterns and the economy in the South East. The outputs from this work will be fed into five area and thematic studies, which will follow on from our Transport Strategy.

2. Our ambition

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

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

Transport for the South East 2050 vision statement

- 2.1 Transport for the South East (TfSE) was established in shadow form in June 2017. In the short period since, we have emerged as a powerful and effective partnership, bringing together 16 local transport authorities, five local enterprise partnerships and other key stakeholders including protected landscapes, transport operators, district and borough authorities and national agencies to speak with one voice on the region’s strategic transport needs.
- 2.2 Our 2050 vision is underpinned by three strategic goals, which align to the three pillars of sustainable development:
 - improve productivity and attract investment to grow our economy and better compete in the global marketplace;
 - improve health, safety, wellbeing, quality of life, and access to opportunities for everyone; and
 - protect and enhance the South East’s unique natural and historic environment.
- 2.3 Our Transport Strategy, which covers the period to 2050, forms the basis for achieving that vision. It will deliver sustainable economic growth across the South East, whilst taking account of the social and environmental impacts of the proposals outlined in the strategy.
- 2.4 The publication of our Transport Strategy has coincided with the COVID-19 global pandemic. It is recognised that changes to the way we live, work and do business, as a result of coronavirus, are likely to have an impact on travel behaviour and demand for travel.
- 2.5 Further technical work will be undertaken to try to anticipate the potential short-term impacts of the Covid-19 pandemic on travel behaviour, employment patterns and the economy in the South East. The outputs

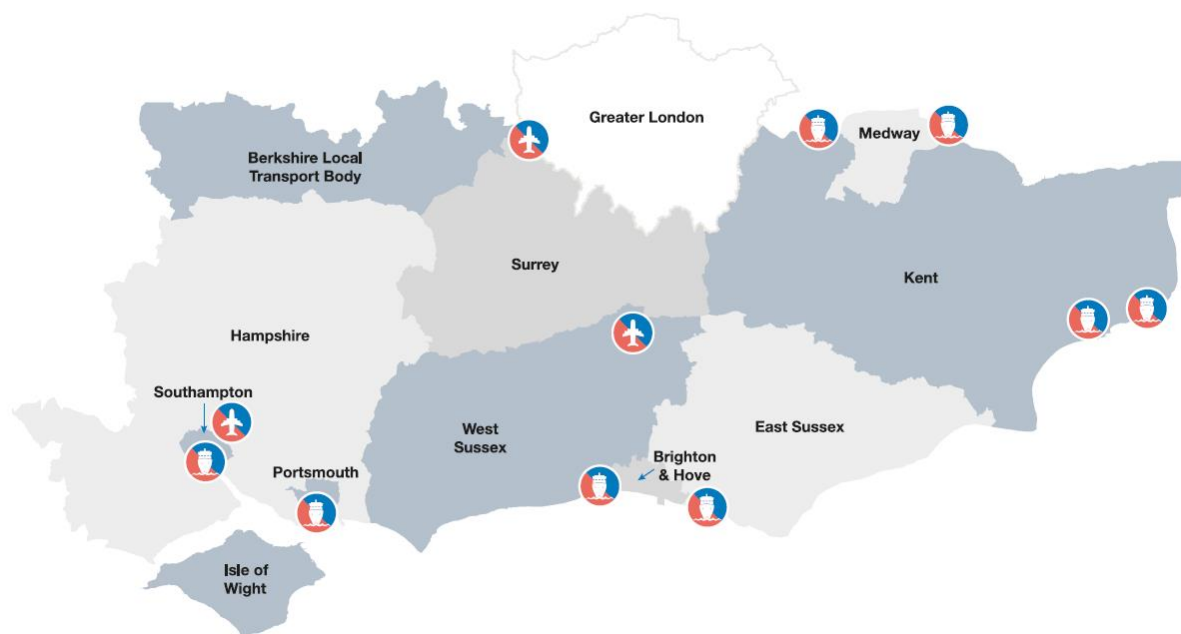
from this work will be fed into five area and thematic studies, which will follow on from our Transport Strategy.

- 2.6 TfSE has already, in shadow form, added considerable value in bringing together partners and stakeholders to work with Government on key strategic issues, securing positive outcomes for the region in the Roads Investment Strategy 2 and Major Road Network, influencing rail franchising discussions and providing collective views on schemes such as southern and western rail access to Heathrow.
- 2.7 The requirements within our proposal seek to provide TfSE with the initial functions and powers to move to the next stage of our development – to begin delivering the Transport Strategy and realising the benefits that a high quality, sustainable and integrated transport system can unlock for people, businesses and the environment.
- 2.8 We are clear that we only seek those powers and functions which are necessary to deliver our Strategy and achieve our vision. Our requirements differ from those of other STBs and reflect the different geographic, economic, political, social and environmental characteristics of our region and the strategic objectives of TfSE and its partners.
- 2.9 We are only seeking powers that are applicable to a sub-national transport body as outlined by the legislation. There are many other bodies that have environmental and economic remits beyond those held by an STB and it will be essential that we work with these partners to deliver sustainable economic growth across the south east.

3. The strategic and economic case

The Transport for the South East area

- 3.1 The South East is already a powerful motor for the UK economy, adding £183 billion to the economy each year¹ – second only to the contribution made by London and more than Scotland, Wales and Northern Ireland combined.
- 3.2 It is home to 7.5m people and 329,000 businesses including some of the world's biggest multinationals as well as a large number of thriving, innovative SMEs. It is a world leader in knowledge intensive, high value industries including advanced engineering, biosciences, financial services and transport and logistics.
- 3.3 The South East area includes both of the nation's busiest airports in Heathrow and Gatwick, a string of major ports including Southampton, Dover and Portsmouth, many of the country's most vital motorways and trunk roads and crucial railway links to London, the rest of Britain and mainland Europe.



- 3.4 The South East's international gateways support the economic wellbeing of the whole of the UK. As we withdraw from the European Union, they will be integral to supporting a thriving, internationally facing economy.
- 3.5 Half of all freight passing through Dover going on to other parts of the country. Southampton sees £71 billion of international trade each year and Portsmouth handles two million passengers a year. More than 120 million air passenger a year use Gatwick, Southampton and Heathrow airports.

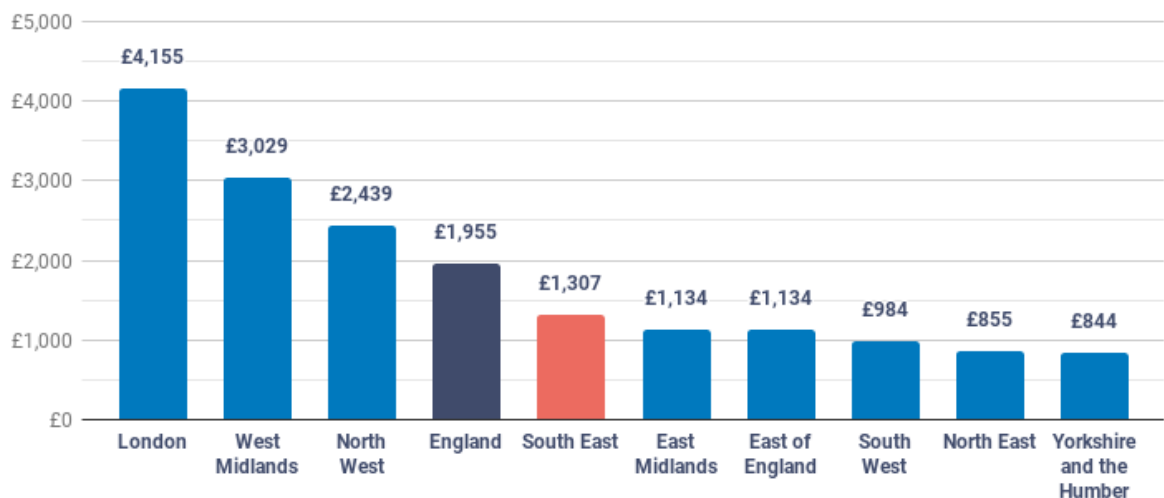
¹ Cambridge Econometrics "Local Economic Forecasting Model" (2017).

- 3.6 Our people and infrastructure are not our only assets. With two national parks, five areas of outstanding natural beauty and much of the region allocated as green belt, the South East draws heavily on its unique and varied natural environment for its success. It offers outstanding beaches, historic towns, dynamic cities and unparalleled links to London, the UK, Europe and the rest of the world. It is, in short, an amazing place to live, work and visit.

The scale of the challenge and why change is needed

- 3.7 But we face a real challenge. Despite these enviable foundations – and in some cases because of them – our infrastructure is operating beyond capacity and unable to sustain ongoing growth.
- 3.8 Despite the economic importance of the region to the UK economy, contributing £183 billion per year, the South East has seen continued underinvestment in transport infrastructure with a per capita spend that is significantly below the England average and a third of that in London.

Fig 1.1 Planned transport infrastructure spending per head



Source: IPPR North analysis of planned central and local public/private transport infrastructure spending per capita 2017/19 onwards (real terms 2016/17 prices)

- 3.9 So while transport links to and from the capital are broadly good, elsewhere connectivity can be poor – even between some of our region’s major towns and cities. Train journey times between Southampton and Brighton (a distance of around 70 miles) are only marginally less than the fastest train journeys between London and Manchester. The corresponding journey on the A27 includes some of the most congested parts of the South East’s road network.

- 3.10 Underinvestment in road and rail infrastructure is making life harder for our residents and businesses. New housing provision is being hampered by the lack of adequate transport infrastructure. In our coastal communities, lack of access to areas of employment and further education and higher education are major contributors to high unemployment and poor productivity.
- 3.11 The social geography of the South East is varied. The South East area is home to some of the most prosperous and productive areas of the country, but also contains significant areas of deprivation. Improving transport connectivity can help reduce the likelihood of deprivation, but this cannot be considered in isolation and needs to work alongside other important factors, such as improving skills levels.
- 3.12 The South East has a varied and highly valued natural environment. Significant parts of the South East area are designated as National Parks, Areas of Outstanding Natural Beauty and Sites of Special Scientific Interest. The environmental assets of the South East help make the South East area an attractive place to live, work and visit, as well as providing an important contribution to the economy. The future development of the South East area and its transport network will need to be managed to minimise any potential adverse impact and enhance these natural assets. The principle of biodiversity net gain will be vital in achieving this.
- 3.13 The South East area faces several significant environmental challenges in the future. There are a significant number of Air Quality Management Areas in place across the South East area. These areas have been established to improve air quality and reduce the harmful impact of Nitrogen Oxides (NOx), Sulphur Oxides (SOx), and particulates on human health and the natural environment. Transport – particularly road transport – is one of the largest contributors to poor air quality in the South East area. Transport therefore has a significant role to play in improving air quality. Noise pollution is also a significant issue, particularly for communities located close to the Strategic Road Network.
- 3.14 The South East also has a significant role to play in tackling climate change. The South East accounts for 12% of the United Kingdom's greenhouse gas emissions. In 2018, transport accounted for a third of the United Kingdom's greenhouse gas emissions.
- 3.15 The Covid-19 global pandemic will change the way we live, work and do business. These changes may not be immediately apparent – and it may be some time before the 'new normal' establishes itself – but TfSE remains committed to achieving our vision of a better, more productive and more sustainable South East.
- 3.16 These are challenges that extend beyond administrative and political boundaries. They require TfSE to have the powers to effectively join up transport policy, regulation and investment and provide clear, strategic

investment priorities which will improve connectivity into and across the region, boost the economy and improve the lives of millions.

The powers to achieve our vision

- 3.17 To enable us to achieve our vision through the efficient and effective delivery of the Transport Strategy, we propose that a range of functions exercisable by a local transport authority, passenger transport executive or mayoral combined authority are included in the regulations to establish TfSE on a statutory footing.
- 3.18 We have only sought those powers which we believe are proportionate and will be effective in helping us achieve our strategic aims and objectives, complementing and building on the existing powers of local authorities. The powers will be sought in a way which means they will operate concurrently with – and only with the consent of – the constituent authorities.
- 3.19 These powers would enable us to deliver significant additional value at regional level in three key areas:
- **Strategic influence:** Speaking with one voice and with the benefit of regional scale and insight to influence the development of national investment programmes; a trusted partner for Government, Network Rail and Highways England.
 - **Coordination:** Developing solutions which offer most benefit delivered on a regional scale; working with partners and the market to shape the development of future transport technology in line with regional aspirations.
 - **Operational:** Accelerating the delivery of schemes and initiatives which cross local authority boundaries, ensuring strategic investment happens efficiently and that the benefits for residents and businesses are realised as soon as possible.

The benefits of establishing TfSE as a statutory body

- 3.20 **One voice for strategic transport in the South East**
TfSE will provide a clear, prioritised view of the region's strategic transport investment needs. We already offer an effective mechanism for Government to engage with local authorities and LEPs in the region; statutory status would take that a step further, enabling us to directly inform and influence critical spending decisions by Government and key stakeholders including Highways England and Network Rail.
- 3.21 **Facilitating sustainable economic growth**
The Transport Strategy will facilitate the delivery of jobs, housing and growth across the South East and further build on our contribution to UK GVA. Implementation of strategic, cross-boundary schemes, particularly investment in our orbital routes, will connect economic centres and

international gateways for the benefit of people and businesses, regionally and nationally. TfSE also offers a route to engage with other sub-national transport bodies and Transport for London on wider cross-regional issues.

However, this cannot be growth at any cost. The implementation of the Transport Strategy must ensure that the region's high quality environmental assets are protected and, where possible, enhanced, as well as improving health, safety, wellbeing, quality of life, and access to opportunities for everyone.

3.22 Delivering benefits for the travelling public

TfSE can support the efficient delivery of pan-regional programmes that will offer considerable benefits to the end user – for example, integrated travel solutions combined with smart ticketing will operate more effectively at a regional scale and can best be facilitated by a regional body than by individual organisations.

3.23 Local democratic accountability

Our Transport Strategy has been subject to public consultation and, provides a clear, prioritised view of investments agreed by all the South East's local transport authorities and with input from passengers, businesses and the general public. Delivery of the strategy will be led by the Partnership Board, comprising elected members and business leaders with a direct line of accountability to the people and organisations they represent.

3.24 Achieving the longer term vision

Securing statutory status offers TfSE the permanence and security to deliver the Transport Strategy to 2050, providing a governance structure that matches the lifecycle of major infrastructure projects. It will provide confidence to funders, enable us to work with the market to ensure the deliverability of priority schemes and support development of the skills needed to design, build, operate and maintain an improved transport network.

4. Constitutional arrangements

Requirements from legislation

Name

- 4.1 The name of the sub-national transport body would be 'Transport for the South East ("TfSE")' and the area would be the effective boundaries of our 'constituent members'.

Members

- 4.2 The membership of the STB is listed below:

Bracknell Forest Borough Council
Brighton and Hove City Council
East Sussex County Council
Hampshire County Council
Isle of Wight Council
Kent County Council
Medway Council
Portsmouth City Council
Reading Borough Council
Royal Borough of Windsor and Maidenhead Council
Slough Borough Council
Southampton City Council
Surrey County Council
West Berkshire Council
West Sussex County Council
Wokingham Borough Council

Partnership Board

- 4.3 The current Shadow Partnership Board is the only place where all 'constituent members' are represented at an elected member level². Therefore this Board will need to have a more formal role, including in ratifying key decisions. This would effectively become the new 'Partnership Board' and meet at least twice per annum. The Partnership Board could agree through Standing Orders if it prefers to meet more regularly.
- 4.4 Each constituent authority will appoint one of their councillors / members or their elected mayor as a member of TfSE on the Partnership Board. Each constituent authority will also appoint another one of their councillors / members or their elected mayor as a substitute member (this includes directly elected mayors as under the Local Government Act 2000). The person appointed would be that authority's elected mayor or leader, provided that, if responsibility for transport has been formally delegated to

² The six constituent members of the Berkshire Local Transport Body (BLTB) will have one representative between them on the Partnership Board.

another member of the authority, that member may be appointed as the member of the Partnership Board, if so desired.

- 4.5 The Partnership Board may delegate the discharge of agreed functions to its officers or a committee of its members in accordance with a scheme of delegation or on an ad hoc basis. Further detail of officer groups and a list of delegations will be developed through a full constitution.

Co-opted members

- 4.6 TfSE proposes that governance arrangements for a statutory STB should maintain the strong input from our business leadership, including LEPs, district and borough authorities and protected landscapes. The regulations should provide for the appointment of persons who are not elected members of the constituent authorities but provide highly relevant expertise to be co-opted members of the Partnership Board.
- 4.7 A number of potential co-opted members are also set out in the draft legal proposal. Co-opted members would not automatically have voting rights but the Partnership Board can resolve to grant voting rights to them on such issues as the Board considers appropriate, for example on matters that directly relate to co-opted members' areas of interest.

Chair and vice-chair

- 4.8 The Partnership Board will agree to a chair and vice-chair of the Partnership Board. The Partnership Board may also appoint a single or multiple vice-chairs from the constituent members. Where the chair or vice-chair is the representative member from a constituent authority they will have a vote.

Proceedings

- 4.9 It is expected that the Partnership Board will continue to work by consensus but to have an agreed approach to voting where consensus cannot be reached and for certain specific decisions.
- 4.10 A number of voting options were considered to find a preferred option that represents a straightforward mechanism, reflects the characteristics of the partnership and does not provide any single authority with an effective veto. We also considered how the voting metrics provide a balance between county and other authorities, urban and rural areas and is resilient to any future changes in local government structures.
- 4.11 The steering group considered these options and preferred the population weighted option based on the population of the constituent authority with the smallest population (the Isle of Wight with 140,000 residents).
- 4.12 This option requires that the starting point for decisions will be consensus; if that cannot be achieved then decisions will require a simple majority of those constituent authorities who are present and

voting. The decisions below will however require both a super-majority, consisting of three quarters of the weighted vote in favour of the decision, and a simple majority of the constituent authorities appointed present and attending at the meeting:

- (i) The approval and revision of TfSE's Transport Strategy;
- (ii) The approval of the TfSE annual budget;
- (iii) Changes to the TfSE constitution.

The population weighted vote would provide a total of 54 weighted votes, with no single veto. A table showing the distribution of votes across the constituent authorities is set out in Appendix 1. This option reflects the particular circumstances of TfSE, being based on the population of the smallest individually represented constituent member who will have one vote, and only a marginally smaller proportionate vote. It is considered that this option is equitable to all constituent authority members, ensures that the aim of decision making consensus remains and that smaller authorities have a meaningful voice, whilst recognising the size of the larger authorities in relation to certain critical issues.

- 4.13 The population basis for the weighted vote will be based on ONS statistics from 2016 and reviewed every ten years.
- 4.14 As outlined in paragraph 4.7, co-opted members would not automatically have voting rights but the Partnership Board can resolve to grant voting rights to them on such issues as the Board considers appropriate, for example on matters that directly relate to co-opted members' areas of interest. The current shadow arrangements to allocate votes to co-opted Board members are working well, recognising the important contribution that these members bring on environmental, economic and social issues. It would be strongly recommended that the Statutory Body would continue with these arrangements.
- 4.15 The Partnership Board is expected to meet twice per year. Where full attendance cannot be achieved, the Partnership Board will be quorate where 50% of constituent members are present.

Scrutiny committee

- 4.16 TfSE will appoint a scrutiny committee to review decisions made or actions taken in connection with the implementation of the proposed powers and responsibilities. The committee could also make reports or recommendations to TfSE with respect to the discharge of its functions or on matters relating to transport to, from or within TfSE's area.
- 4.17 Each constituent authority will be entitled to appoint a member to the committee and a substitute nominee. Such appointees cannot be otherwise members of TfSE including the Partnership Board.

Standing orders

- 4.18 TfSE will need to be able to make, vary and revoke standing orders for the regulation of proceedings and business, including that of the scrutiny committee. This will ensure that the governance structures can remain appropriate to the effective running of the organisation.
- 4.19 In regards to changing boundaries and therefore adding or removing members, TfSE would have to make a new proposal to Government under Section 102Q of the Local Transport Act 2008 and require formal consents from each constituent authority.

Miscellaneous

- 4.20 It may be necessary that certain additional local authority enactments are applied to TfSE as if TfSE were a local authority, including matters relating to staffing arrangements, pensions, ethical standards and provision of services etc. These are set out in the draft legal proposal.
- 4.21 TfSE also proposes to seek the functional power of competence as set out in section 102M of the Local Transport Act 2008.
- 4.22 TfSE will consider options for appointing to the roles of a Head of Paid Service, a Monitoring Officer and a Chief Finance Officer whilst considering possible interim arrangements.

Funding

- 4.23 TfSE has raised local contributions from the constituent authorities and has secured grant funding from the Department for Transport to support the development of the Transport Strategy.
- 4.24 TfSE will work with partners and the Department for Transport to consider a sustainable approach to establishing the formal STB and effectively and expeditiously as possible, bearing in mind the considerable support among regional stakeholders for TfSE's attainment of statutory status.

Governance: Transport Forum and Senior Officer Group

- 4.23 The Partnership Board will appoint a Transport Forum. This will be an advisory body to the Senior Officer Group and Partnership Board, comprising a wider group of representatives from user groups, operators, District and Borough Councils as well as Government and National Agency representatives.
- 4.24 The Transport Forum will meet quarterly and be chaired by an independent person appointed by the Partnership Board. The Transport Forum may also appoint a vice-chair for the Transport Forum, who will chair the Transport Forum when the chair is not present.

- 4.25 The Transport Forum's terms of reference will be agreed by the Partnership Board. It is envisaged that the Transport Forum will provide technical expertise, intelligence and information to the Senior Officer Group and the Partnership Board.
- 4.26 The Partnership Board and Transport Forum will be complemented by a Senior Officer Group representing members at officer level providing expertise and co-ordination to the TfSE programme. The Senior Officer Group will meet monthly.

5. Functions, powers and responsibilities

TfSE's proposal is to become a statutory sub-national transport body as set out in section part 5A of the Local Transport Act 2008.

General functions

- 5.1 Transport for the South East proposes to have the 'general functions' as set out in Section 102H (1) including:
- a. to prepare a Transport Strategy for the area;
 - b. to provide advice to the Secretary of State about the exercise of transport functions in relation to the area (whether exercisable by the Secretary of State or others);
 - c. to co-ordinate the carrying out of transport functions in relation to the area that are exercisable by different constituent authorities, with a view to improving the effectiveness and efficiency in the carrying out of those functions;
 - d. if the STB considers that a transport function in relation to the area would more effectively and efficiently be carried out by the STB, to make proposals to the Secretary of State for the transfer of that function to the STB; and
 - e. to make other proposals to the Secretary of State about the role and functions of the STB. (2016, 102H (1))5.
- 5.2 The general functions are regarded as the core functions of a sub-national transport body and will build on the initial work of TfSE in its shadow form. To make further proposals to the Secretary of State regarding constitution or functions, Transport for the South East will need formal consents from each 'constituent member'.
- 5.3 Transport for the South East recognises that under current proposals the Secretary of State will remain the final decision-maker on national transport strategies, but critically that the Secretary of State must have regard to a statutory sub-national transport body's Transport Strategy. This sets an important expectation of the strong relationship Transport for the South East aims to demonstrate with Government on major programmes like the Major Road Network and Railway Upgrade Plan.

Local transport functions

- 5.4 Initial work has identified a number of additional powers that Transport for the South East may require that will support the delivery of the Transport Strategy. The table below provides an assessment of these functions.

- 5.5 The powers which are additional to the general functions relating to STBs will be requested in a way that means they will operate concurrently and with the consent of the constituent authorities.
- 5.6 To support the principle of consent, TfSE will adopt three further principles:
- That future operations of TfSE should, where possible, seek to draw down powers from central government, rather than seek concurrent powers with the local transport authorities;
 - That decisions on the implementation of the powers are made at the most immediate (or local) level, i.e. by constituent authorities in the particular area affected; and
 - Consent from the relevant constituent authorities will be obtained in advance of any Partnership Board decision on a particular scheme or project.
- 5.7 This approach will help to ensure that TfSE complements and supports the work of the constituent authorities and enables TfSE to promote and expedite the delivery of regionally significant cross-boundary schemes

Table 1: Proposed powers and responsibilities

POWER	RATIONALE
General functions	
<p>Section 102 H of the Local Transport Act 2008</p> <p>Prepare a Transport Strategy, advise the Secretary of State, co-ordinate the carrying out of transport functions, make proposals for the transfer of functions, make other proposals about the role and functions of the STB.</p>	<p>This legislation provides the general powers required for TfSE to operate as a statutory sub-national transport body, meeting the requirements of the enabling legislation to facilitate the development and implementation of a Transport Strategy to deliver regional economic growth.</p> <p>Government at both national and local level recognises that the solutions required to deliver regional economic growth are best identified and planned for on a regional scale by those who best understand the people and businesses who live and work there.</p>
Rail	
<p>Right to be consulted about new rail franchises</p> <p><i>Section 13 of the Railways Act 2005 – Railway Functions of Passenger Transport Executives</i></p>	<p>We are seeking the extension of the right of a Passenger Transport Executive to be consulted before the Secretary of State issues an invitation to tender for a franchise agreement.</p> <p>The right of consultation is significant to TfSE as it confirms our role as a strategic partner, enabling us to influence future rail franchises to ensure the potential need for changes to the scope of current services and potential new markets identified by TfSE are considered.</p> <p>TfSE is uniquely placed to provide a regional perspective and consensus on the priorities for rail in its area. This would benefit central government as a result of the vastly reduced need for consultation with individual authorities.</p> <p>We recognise that changes to the current franchising model are likely following the Williams Review; regardless of these changes, TfSE is clear that it should have a role in shaping future rail service provision.</p>

<p>Set High Level Output Specification (HLOS) for Rail</p> <p><i>Schedule 4A, paragraph 1D, of the Railways Act 1993</i></p>	<p>TfSE requires a strong, formal role in rail investment decision making over and above that which is available to individual constituent authorities. We act as the collective voice of our constituent authorities, providing an evidence-based regional perspective and consensus on the priorities for investment in our rail network.</p> <p>This power would enable TfSE to act jointly with the Secretary of State to set and vary the HLOS in our area, ensuring TfSE's aspirations for transformational investment in rail infrastructure are reflected in the HLOS and enabling an integrated approach across road and rail investment for the first time.</p>
Highways	
<p>Set Road Investment Strategy (RIS) for the Strategic Road Network (SRN)</p> <p><i>Section 3 and Schedule 2 of the Infrastructure Act 2015</i></p>	<p>TfSE requires a strong, formal role in roads investment decision making over and above that which is available to individual constituent authorities. We act as the collective voice of our constituent authorities, providing an evidence-based regional perspective and consensus on the priorities for roads investment.</p> <p>This power would enable TfSE to act jointly with the Secretary of State to set and vary the RIS in our area, ensuring TfSE's aspirations for transformational investment in road infrastructure are reflected in the RIS and enabling an integrated approach across road and rail investment for the first time.</p>
<p>Enter into agreements to undertake certain works on Strategic Road Network, Major Road Network or local roads</p> <p><i>Section 6(5) of the Highways Act 1980, (trunk roads) & Section 8 of the Highways Act 1980 (local roads)</i></p>	<p>We are seeking the power that local highway authorities currently have to enter into an agreement with other highway authorities to construct, reconstruct, alter, improve or maintain roads.</p> <p>These powers, operated concurrently with the local authorities, will enable TfSE to promote and expedite the delivery of regionally significant cross-boundary schemes that otherwise might not be progressed. They would overcome the need for complex 'back-to-back' legal and funding agreements between neighbouring</p>

	authorities and enable us to reduce scheme development time and overall costs.
<p>Acquire land to enable construction, improvement, or mitigate adverse effects of highway construction</p> <p><i>Sections 239,240,246 and 250 of the Highways Act 1980</i></p>	<p>This power, exercisable concurrently and only with the consent of the relevant highway authority, would allow preparations for the construction of a highways scheme to be expedited where highway authorities are not in a position to acquire land.</p> <p>Land acquisition by TfSE could facilitate quicker, more efficient scheme delivery, bringing forward the economic and broader social and environmental benefits. In the event that it is not possible to prevent environmental impact on the site of the scheme or project, consideration will be given to appropriate compensation/mitigation measures.</p>
<p>Construct highways, footpaths, bridleways</p> <p><i>Sections 24,25 & 26 of the Highways Act 1980</i></p>	<p>The concurrent powers required to effectively promote, coordinate and fund road schemes are vital to TfSE. Without them, we would not be able to enter into any contractual arrangement in relation to procuring the construction, improvement or maintenance of a highway or the construction or improvement of a trunk road.</p> <p>Granting of these powers would enable TfSE directly to expedite the delivery of regionally significant road schemes that cross constituent authority boundaries that otherwise might not be progressed.</p>
Make capital grants for public transport facilities	
<p>Make capital grants for the provision of public transport facilities</p> <p><i>Section 56(2) of the Transport Act 1968</i></p>	<p>This concurrent power would enable TfSE to support the funding and delivery of joint projects with constituent local authorities, improving deliverability and efficiency.</p> <p>Constituent authorities would benefit from the granting of this concurrent power as they may, in future, be recipients of funding from TfSE to partly or</p>

	wholly fund a transport enhancement within their local authority area.
Bus service provision	
<p>The power to secure the provision of such public passenger transport services as they consider it appropriate to secure to meet any public transport requirements within their area which would not in their view be met apart from any action taken by them for that purpose.</p> <p><i>Paragraph 4 of Section 63 Transport Act 1985</i></p>	<p>Local transport authorities and integrated transport authorities have the power to secure the provision of such public passenger transport services as it considers appropriate and which would not otherwise be provided.</p> <p>Travel-to-work areas do not respect local authority boundaries. TfSE is seeking to have this power concurrently with the local transport authorities in our area, enabling us to fill in identified gaps in bus service provision within our geography or secure the provision of regionally important bus services covering one or more constituent authority areas which would not otherwise be provided.</p>
<p>Quality Bus Partnerships</p> <p><i>The Bus services Act 2017 Sections 113C – 113O & Sections 138A – 138S</i></p>	<p>TfSE is seeking powers, currently available to local transport authorities and integrated transport authorities, to enter into Advanced Quality Partnerships and Enhanced Partnership Plans and Schemes to improve the quality of bus services and facilities within an identified area. These powers would be concurrent with the local transport authority in the area.</p> <p>This would allow us to expedite the introduction of partnership schemes covering more than one local transport authority area which otherwise might not be introduced.</p>
Smart ticketing	
<p>Introduce integrated ticketing schemes</p> <p><i>Sections 134C- 134G & Sections 135-138 Transport Act 2000</i></p>	<p>We are seeking powers concurrently with local transport authorities to enable TfSE to procure relevant services, goods, equipment and/or infrastructure; enter into contracts to deliver smart ticketing and receive or give payments.</p>

	<p>This would enable us to expedite the introduction of a cost effective smart and integrated ticketing system on a regional scale which would dramatically enhance the journey experience and increase access to transport to support jobs and education.</p>
Air quality	
<p>Establish Clean Air Zones</p> <p><i>Sections 163-177A of the Transport Act 2000 – Road User Charging</i></p>	<p>Local transport authorities and integrated transport authorities have the power under the Transport Act 2000 to implement road charging schemes.</p> <p>TfSE is seeking this general charging power as a mechanism for the introduction of Clean Air Zones, enabling reduced implementation and operating costs across constituent authority boundaries. This will be subject to the consent of the local transport authority.</p> <p>Transport is a major contributor to CO2 emissions and poor air quality; these are increasingly critical issues which our Transport Strategy will seek to address.</p>
Other powers	
<p>Promote or oppose Bills in Parliament</p> <p><i>Section 239 Local Government Act 1972</i></p>	<p>Local authorities have the power to promote or oppose Bills in Parliament; granting the power concurrently to TfSE reflects the devolution agenda of which STBs are a key part.</p> <p>Under the Transport and Works Act 1992, a body that has power to promote or oppose bills also has the power to apply for an order to construct or operate certain types of infrastructure including railways and tramways.</p> <p>Granting of this power would enable TfSE to promote, coordinate and fund regionally significant infrastructure schemes, accelerating delivery of cross-boundary schemes which might otherwise not be progressed.</p>

<p>Incidental amendments</p> <p><i>Local Government Act 1972, Localism Act 2011, Local Government Pension Scheme Regulations 2013</i></p>	<p>A statutory STB requires certain incidental amendments to enable it to operate as a type of local authority, with duties in respect of staffing, pensions, monitoring and the provision of information about TfSE.</p> <p>The incidental amendments sought are listed below in Appendix 2.</p>
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Powers and responsibilities not being sought

- 5.8 Transport for the South East does not propose seeking the following functions/powers:

POWER	RATIONALE
Set priorities for local authorities for roads that are not part of the Major Road Network (MRN)	TfSE will only be responsible for identifying priorities on the MRN
Being responsible for any highway maintenance responsibilities	There is no intention of TfSE becoming involved in routine maintenance of MRN or local roads
Carry passengers by rail	There are no aspirations for TfSE to become a train operating company
Take on any consultation function instead of an existing local authority	Local authorities are best placed to seek the views of their residents and businesses
Give directions to a constituent authority about the exercise of transport functions by the authority in their area (General Power s102P of Part 5A of the Transport Act 2008)	Constituent authorities understand how best to deliver their transport functions to meet the needs of their residents and businesses

- 5.9 The Williams Rail Review, to which TfSE have submitted a response, could recommend significant changes to the structure of the rail industry, including the role of STBs in both operations and infrastructure enhancement. As a result, we will keep the following functions under review pending Williams' recommendations and subsequent White Paper.

POWER	RATIONALE
Act as co-signatories to rail franchises	There are no current aspirations for TfSE to become involved in this area.
Be responsible for rail franchising	

6. Summary of support and engagement

- 6.1 Transport for the South East consulted on the draft proposal between 7 May 2019 and 31 July 2019. The consultation resulted in 96 responses from a wide range of stakeholders, including a number of local interest groups and members of the public.
- 6.2 An overwhelming number of respondents offered support for the creation of a statutory sub-national transport body in the south east. There were many, varied reasons for this support including:
- Opportunity for TfSE to speak with 'one-voice' to identify regional priorities and influence the investment decisions of central government and national agencies;
 - Greater focus on integrated transport solutions, developing multi-modal solutions that improve the end user experience;
 - Offering a greater level of democratic accountability; and
 - The ability to accelerate delivery of long-term, strategic infrastructure schemes.
- 6.3 A number of amendments have been made to the final draft proposal to reflect the comments raised by respondents to the consultation:
- Greater emphasis on environmental protection, climate change and social inclusion (sections 2 and 3);
 - Principle of subsidiarity and consent (para 5.6);
 - Governance (para 4.14); and
 - Bus and rail powers (section 5).
- 6.4 TfSE has secured consent from its constituent authorities and the support of a wide range of partners, including LEPs and district and borough authorities. Further information is included in Appendices 3-5.

Appendix 1: Distribution of votes

TfSE constituent authorities	Population ³	Number of votes ⁴
Brighton and Hove City Council	287,173	2
East Sussex County Council	549,557	4
Hampshire County Council	1,365,103	10
Isle of Wight Council	140,264	1
Kent County Council	1,540,438	11
Medway Council	276,957	2
Portsmouth City Council	213,335	2
Southampton City Council	250,377	2
Surrey County Council	1,180,956	8
West Sussex County Council	846,888	6
<i>Bracknell Forest Council</i>	<i>119,730</i>	
<i>Reading Borough Council</i>	<i>162,701</i>	
<i>Royal Borough of Windsor & Maidenhead</i>	<i>149,689</i>	
<i>Slough Borough Council</i>	<i>147,736</i>	
<i>West Berkshire Council</i>	<i>158,576</i>	
<i>Wokingham Borough Council</i>	<i>163,087</i>	
Berkshire Local Transport Body (total)	901,519	6
Total	7,552,567	54

³ Population as per ONS 2016 estimates

⁴ Number of votes = population/140,000 (the population of constituent authority with the smallest population, this being the Isle of Wight)

Appendix 2: List of incidental powers sought

This appendix sets out the incidental amendments that will be needed to existing legislation. They include areas relating to the operation of TfSE as a type of local authority with duties in respect of staffing, pensions, transparency, monitoring and the provision of information about TfSE.

(1) Section 1 of the Local Authorities (Goods and Services) Act 1970 has effect as if TfSE were a local authority for the purposes of that section.

(2) The following provisions of the Local Government Act 1972 have effect as if TfSE were a local authority for the purposes of those provisions—

- (a) section 101 Arrangements for discharge of functions by local authorities
- (b) section 111 (subsidiary power of local authorities);
- (c) section 113 (secondment of staff)
- (d) section 116 (member of TfSE not to be appointed as officer);
- (e) section 117 (disclosure by officers of interests in contracts);
- (f) section 135 (standing orders for contracts);
- (g) section 142(2) (provision of information);
- (h) section 222 (power to investigate and defend legal proceedings);
- (i) section 239 (power to promote or oppose a local or personal Bill).

(4) Sections 120, 121 and 123 of that Act (acquisition and disposal of land) have effect as if—

- (a) TfSE were a principal council;
- (b) section 120(1)(b) were omitted;
- (c) section 121(2)(a) were omitted.

(5) Section 29 of the Localism Act 2011 (registers of interests) has effect as if—

- (a) TfSE were a relevant authority, and
- (b) references to “the monitoring officer” were references to an officer appointed by TfSE for the purposes of that section.

(6) In the Local Government Pension Scheme Regulations 2013—

- (a) in Schedule 2 (scheme employers), in Part 2 (employers able to designate employees to be in scheme), after paragraph 14 insert—
“15. Transport for the South East.”;
- (b) in Schedule 3 (administering authorities), in the table in Part 2 (appropriate administering authorities for categories of scheme members), at the end insert—

“An employee of Transport for the South East
--

East Sussex County Council”

(7) The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012 have effect as if TfSE is a local authority within the meaning of s 101 Local Government Act 1972.

Appendix 3: Register of Consents to Proposal

TfSE Constituent Authority	LTA Consent Obtained	Letter of Support Confirming Consent Returned
Bracknell Forest Borough Council		
Brighton and Hove City Council	Full Council 23 March 2020	<i>To follow</i>
East Sussex County Council	Cabinet 3 March 2020	<i>To follow</i>
Hampshire County Council		
Isle of Wight Council		
Kent County Council		
Medway Council	Cabinet 7 April 2020	<i>To follow</i>
Portsmouth City Council	Granted under Standing Order 58 of the constitution	23 April 2020
Reading Borough Council	<i>Cabinet 2019 / Delegated authority</i>	
Royal Borough of Windsor and Maidenhead Council		
Slough Borough Council	7 May 2020 – Delegated approval by Executive Member	<i>To follow</i>
Southampton City Council		
Surrey County Council	<i>Date TBC - Delegated approval by Executive Member</i>	<i>To follow</i>
West Berkshire Council		
West Sussex County Council	Letter received from Director of Highways	14 April 2020
Wokingham Borough Council		

Appendix 4: Letters of consent from TfSE constituent authorities

(Letters appended separately)

Appendix 5: Letters of consent from TfSE partners

(Letters appended separately)

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TfSE's Transport Strategy – Final Text

Contents

Foreword

I'm incredibly proud to present our Transport Strategy for the South East, which sets out, for the first time, a shared vision for the South East and how a better integrated and more sustainable transport network can help us achieve it.

At the time of writing, in the midst of an unprecedented public health emergency, the future is uncertain for us all. But one thing we do know is that this crisis will pass and, when it does, thoughts will quickly turn to how best we can support people, businesses and communities in our region to recover and thrive once more. That's why it's so important that organisations like Transport for the South East continue with their work and maintain the focus on long-term positive change, even during these tough times. We know that investment in better transport will be vital for the South East's economic recovery and we know that a prosperous, better connected South East will be vital for the UK's economic recovery. The publication of this strategy marks the next step in the development of Transport for the South East, which has quickly emerged as a powerful and effective partnership for our region. Speaking with one voice on the South East's strategic transport needs, our partnership of civic and business leaders has been able to directly influence how, where and when investment takes place in our roads, railways and other transport infrastructure.

By setting out our thirty-year vision for the region and the strategic goals and priorities which underpin it, this document provides a clear framework for future decision-making which will help us create a more productive, healthier, happier and more sustainable South East. Better for people, better for business and better for the environment.

We already have the second largest regional economy in the UK, second only to London. Our strategy would help the South East's economy more than double over the next thirty years, providing new jobs, new homes and new opportunities – all supported by a modern, integrated transport network. A prosperous, confident South East where people want to live, work, study, visit and do business.

We are clear that it cannot be growth at any cost and that new approaches are needed to achieve our vision. Transport is the single biggest contributor to UK greenhouse gas emissions and the majority of those come from private cars. And transport is the only sector whose contribution continues to grow while others reduce theirs. That needs to change.

The first step on this journey is a simple one; we must make better use of what we already have. Our road and rail networks in the South East may be congested but we know that, in the short-term, targeted investment to relieve pinch-points alongside new technology like digital railway signalling are the best and most effective ways to address short-term capacity and connectivity challenges.

Beyond that, the strategy is clear that catering for forecast road traffic growth in the long term is not sustainable – so we must turn our focus towards large-scale investment in public transport. This shift has become even more important in recent months, with people advised to avoid public transport where possible.

When they return, the service on offer to them and to the new users we need to attract must be the best it can possibly be.

We need to ensure that new and emerging technology is used to its full potential to boost physical and digital connectivity. We need to make the case for policy changes which enable more joined up planning, particularly between transport and housing, to help build more sustainable communities.

And we know we will need to make some tough decisions about how, not if, we manage demand on the busiest parts of our transport networks as we cannot continue to simply build our way to growth.

This is a thirty-year strategy. The changes we want to see will not all happen overnight, and, in some instances, there are policy challenges and other hurdles which stand in our way – not least the unprecedented impact of the Coronavirus pandemic which has touched so many lives and caused far-reaching economic hardship. But I am confident in the ability of our partnership to make the case for doing things differently as we look forward, together, to a brighter future.

I'm also convinced that some of the biggest issues we face in our communities – improving air quality, investing in better public transport, supporting the switch to green vehicles, encouraging active travel and more sustainable employment and housing growth – require a bigger picture view. That's why Transport for the South East is so important, bringing together local authorities, local enterprise partnerships and organisations like Network Rail and Highways England to plan for the future we have chosen.

This strategy was published in draft in October 2019 and since then we have carried out an extensive programme of consultation. More than 3,000 responses were received as part of that process, providing valuable insight into the needs

and priorities of people, businesses and other organisations across the South East and beyond.

Our challenge now is to use this strategy to develop something which has never before existed – an integrated, prioritised, deliverable, strategic transport investment programme for the South East which will enable us to achieve our collective vision.

If we get this right, the prize is huge – for government, for taxpayers, for businesses and for everyone who lives and works in the South East.

Cllr Keith Glazier

Chair, Transport for the South East

Executive Summary

Introduction

This document is the Transport Strategy for the South East. It has been prepared by Transport for the South East, the sub-national transport body for the South East of England (see Figure i), with the support of its 16 constituent local transport Authorities, 5 local enterprise partnerships, 46 district and borough councils and wider key stakeholders.

Transport for the South East's mission is to grow the South East's economy by delivering a safe, sustainable and integrated transport system that makes the South East more productive and competitive, improves the quality of life for all residents, and protects and enhances its natural and built environment. Its

ambition is to transform the quality of transport and door-to-door journeys for the South East's residents, businesses and visitors.

In economic terms, we have identified the potential to grow the number of jobs in the region from 3.3 million today to 4.2 million and increase productivity from £183 billion to between £450 and £500 billion Gross Value Added a year by 2050. This is almost 500,000 more jobs and at least £50 billion more per year than without investing in the opportunities identified within the transport strategy.

The publication of this strategy in summer 2020 has coincided with the Covid-19 global pandemic. We recognise that changes to the way we live, work and do business as a result of coronavirus are likely to have an impact on travel behaviour and demand for travel. In the short term, these changes could go some way to helping to achieve the strategic priorities set out in this transport strategy but, given the level of modal shift required to achieve our vision for 2050, significant challenges are likely to remain that will require strategic intervention.

Further technical work will be undertaken to identify the potential short term impacts of the Covid-19 pandemic on travel behaviour, employment patterns and the economy in the South East. The outputs from this work will be fed into the five area and thematic studies, which will follow on from this transport strategy and feed into the forthcoming Strategic Investment Plan, will need to reflect on and take account of the potential impact of any changes to the economy and wider society. These changes may not be immediately apparent – and it may be some time before the 'new normal' establishes itself – but Transport for the South East remains committed to achieving our vision of a better, more productive and more sustainable South East and this strategy provides the framework to get there.

Overarching approach – planning for people and places

This transport strategy presents a shift away from traditional approaches of transport planning – one based on planning for a future based on recent trends and forecasts – to an approach of actively choosing a preferred future and setting out a plan to get there, together.

The traditional approach, one that is akin to ‘planning for vehicles’ with extensive highway capacity enhancements for cars, is not sustainable in the longer term. Instead, there needs to be a transition from the current focus towards more ‘planning for people’ and more ‘planning for places’ (see Figure ii).

The transport strategy has utilised modelling to understand how and where the transport network will see future strain. However, instead of simply expanding the network where strain will be most acute, the transport strategy sets out how this congestion could be alleviated by investing in attractive public transport alternatives and developing integrated land use planning policies to reduce the need to travel, adopting emerging transport technologies, and implementing more significant demand management policies (e.g. paying for the mobility consumed on a ‘pay as you go’ basis using pricing mechanisms and tariff structures across modes to incentivise those using all vehicle types to travel at less busy times or by more sustainable modes).

Currently, many parts of the South East are in the first stage of the process focussed on ‘planning for vehicles’, however, every place is different and there are exemplars that we can learn from here in the South East as well as, around the UK and internationally that are in the second and third stages. If we are to

achieve our 2050 vision, every effort must be made to ensure the transition towards planning for people and planning for places.

Our vision

Vision statement

Transport for the South East's vision is:

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

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

The vision statement forms the basis of the strategic goals and priorities that underpin it. These goals and priorities help to translate the vision into more targeted and tangible actions.

Strategic goals

The strategic goals, aligned to the pillars of sustainability, are:

- **Economy:** improve productivity and attract investment to grow our economy and better compete in the global marketplace.
- **Society:** improve health, safety, wellbeing, quality of life, and access to opportunities for everyone.

- **Environment:** protect and enhance the South East's unique natural and historic environment.

The interrelationship between these three pillars of sustainability is shown in Figure iii. This transport strategy aims to balance these three pillars to achieve overall sustainability, represented by the point where the three pillars interconnect at the centre of Figure iii.

Strategic priorities

Beneath each of the strategic goals lies a set of fifteen strategic priorities. These priorities narrow the scope of the goals to mechanisms and outcomes that will be most important to effectively deliver its vision. They are designed to be narrow enough to give clear direction but also broad enough to meet multiple goals.

The strategic priorities are as follows:

Economic strategic priorities:

- Better connectivity between our major economic hubs, international gateways (ports, airports and rail terminals) and their markets.
- More reliable journeys for people and goods travelling between the South East's major economic hubs and to and from international gateways.
- A transport network that is more resilient to incidents, extreme weather and the impacts of a changing climate.
- A more integrated approach to land use and transport planning that helps our partners across the South East meet future housing, employment and regeneration needs sustainably.
- A 'smart' transport network that uses digital technology to manage transport demand, encourage shared transport and make more efficient use of our roads and railways.

Social strategic priorities:

- A network that promotes active travel and active lifestyles to improve our health and wellbeing.
- Improved air quality supported by initiatives to reduce congestion and encourage further shifts to public transport.
- An affordable, accessible transport network for all that promotes social inclusion and reduces barriers to employment, learning, social, leisure, physical and cultural activity.
- A seamless, integrated transport network with passengers at its heart, making it simpler and easier to plan and pay for journeys and to use and interchange between different forms of transport.
- A safely planned, delivered and operated transport network with no fatalities or serious injuries among transport users, workforce or the wider public.

Environmental priorities:

- A reduction in carbon emissions to net zero by 2050 at the latest, to minimise the contribution of transport and travel to climate change.
- A reduction in the need to travel, particularly by private car, to reduce the impact of transport on people and the environment.
- A transport network that protects and enhances our natural, built and historic environments.
- Use of the principle of 'biodiversity net gain' (i.e. development that leaves biodiversity in a better state than before) in all transport initiatives.
- Minimisation of transport's consumption of resources and energy.

The lists above show each of the strategic priorities grouped beneath the strategic goals. This is useful for organising the principles and makes it easier to understand

broadly where these priorities are focussed. In reality, many of the strategic priorities support more than one of the goals.

Key principles for achieving our vision

Transport for the South East has developed a framework that applies a set of principles to identify strategic issues and opportunities in the South East, in order to help achieve the vision of the transport strategy.

Supporting economic growth, but not at any cost

Economic growth, if properly managed, can significantly improve quality of life and wellbeing. However, without careful management, unconstrained economic growth can have damaging consequences or side-effects. This transport strategy strongly supports sustainable economic growth which seeks to achieve a balance with social and environmental outcomes.

Achieving environmental sustainability

Transport for the South East strongly believes that the South East must reach a point where future economic growth is decoupled from damaging environmental consequences. Attractive, sustainable alternatives to the car and road freight must be provided, coupled with demand management policies. Land use planning and transport planning (along with planning for digital and power technologies) must also become more closely integrated.

Planning for successful places

This transport strategy envisages a South East where villages, towns and cities thrive as successful places, where people can live and work with the highest quality of life. Transport networks that simply aim to provide the most efficient

means of moving along a corridor have the potential to have a wide range of damaging consequences, particularly socially and environmentally.

The best way to ensure that this occurs is to develop a transport network that considers both 'place' and 'link' functions. Some parts of the transport network are designed to fulfil 'link' roles while other parts contribute more to a sense of 'place' (or both).

Putting the user at the heart of the transport system

This transport strategy envisages a transport network – particularly a local public transport network – that places both passenger and freight users at the heart of it.

This approach seeks to understand why people make journeys and why they choose between different modes, routes, and times to travel. It also seeks to understand the whole-journey experience, from origin to destination rather than just a part of the whole journey.

This principle highlights the need for much better integration between modes. This is not just limited to physical interchanges (which are undoubtedly needed), but also integration in timetables, ticketing and fares, and information sharing.

Planning regionally for the short, medium and long term

This transport strategy seeks to build on the excellent work of Transport for the South East's constituent authorities and other planning authorities in the South East. The transport strategy builds on transport plans set out by local transport authorities, local plans issued by local planning authorities, and the strategic economic plans and local industrial strategies created by local enterprise partnerships.

This transport strategy adopts a larger scale perspective that looks across the South East area focussing on cross-boundary journeys, corridors, major economic hubs, issues and opportunities. As far as possible, it also seeks to align with the ambitions of the Greater London Authority and Transport for London, and other neighbouring sub-national transport bodies.

This transport strategy also adopts a multi-modal approach. It views corridors as being served by different types and levels of infrastructure, from the Strategic Road Network to first and last mile, from intercity rail services through to rural bus operations. This transport strategy does not differentiate its approach to the future development of infrastructure based on how this infrastructure is currently managed. Transport for the South East views the transport system as a holistic system, while acknowledging key interdependencies and interfaces between different owners and actors.

Our strategy

The strategy applies the principles above to six journey types to help identify key challenges and gives an initial indication of the types of measures that will be needed to address them. These challenges, and the responses to them, will be explored further through a programme of subsequent area and thematic studies. The outputs from these studies will be fed into a Strategic Investment Plan setting out our short, medium, and longer-term scheme priorities.

Radial journeys

Challenges

- Slow journey times to North East Kent, Maidstone and stations on the Reading – Waterloo line

- Poor A21/London to Hastings Line rail corridor connectivity
- Crowding on many rail routes, particularly on the Brighton Main Line and South Western Main Line, and particular issues with reliability and resilience on the Brighton Main Line
- Constraints on road corridors passing through urban areas (e.g. A3)

Responses

- Improve connectivity to Maidstone, North Kent, Reading – Waterloo and Hastings corridors
- Provide capacity on corridors such as the Brighton Main Line and South Western Main Line rail corridors
- Improve the resilience of the Strategic Road Network
- Extend radial route public transport (e.g. Crossrail)
- Reduce human exposure to noise and poor air quality on radial corridors

Orbital and coastal journeys

Challenges

- M25 congestion
- Few long-distance orbital rail services
- Multiple issues and challenges on M27/A27/A259/Coastway Line rail corridor
- Connectivity gaps in mid Sussex/Gatwick area
- Constraints on road corridors that pass through urban areas

Responses

- Holistic demand management initiatives that address road congestion while avoiding displacement effects from one part of the network to another
- Electrification and bi-mode rolling stock on orbital rail routes
- Enhancements where orbital rail routes cross radial rail routes

- Reinststate cross country services to the east of Guildford
- Build consensus on a way forward for M27/A27/A259 corridor
- Reduce people's exposure to major orbital roads

Inter-urban journeys

Challenges

- Some routes fall below standard
- Bus services face competition and congestion from car trips and reduced financial support
- Gaps in rail routes on inter-urban corridors
- Road safety hotspots

Responses

- Support schemes proposed and prioritised locally for government's National Roads Fund for the Roads Investment Plan (2020 – 2025), Large Local Major Schemes, and for the Major Road Network
- Increase support for inter-urban bus services
- Deliver better inter-urban rail connectivity

Local journeys

Challenges

- Conflicts between different road user types
- Poor air quality in some urban areas and along some corridors
- Poor integration in some areas
- Pressure on bus services, particularly in rural areas
- Affordability of public transport
- Lack of alternatives to the car in rural areas

Responses

- Invest in infrastructure and subsidies for high quality public transport
- Improve air quality
- Prioritise vulnerable users, especially pedestrians and cyclists, over motorists
- Develop better integrated transport hubs
- Improve the management of the supply and cost of car parking in urban areas
- Advocate for a real-terms reduction in public transport fares

International gateways and freight journeys

Challenges

- The potential impact on surface transport networks from the proposed expansion of Heathrow Airport
- Access to Port of Dover
- Access to Port of Southampton (and proposed expansion)
- Dartford Crossing congestion
- Rail freight mode share is relatively low
- Freight disrupted by congestion on many strategic road corridors
- A shortage of lorry parking and driver welfare facilities
- Difficulties decarbonising heavy goods vehicles
- The UK leaving the European Union (i.e. “Brexit”)

Responses

- Further investment in improved public transport access to Heathrow
- Improved road and rail access to international ports
- Lower Thames Crossing
- Demand management policies to improve the efficiency of the transport network for road freight and to invest in sustainable alternatives

- Rail freight schemes
- New technologies
- Develop a Freight Strategy and Action Plan

Future journeys

Challenges

- Gaps in electric and digital infrastructure
- Risk that some parts of the South East will be 'left behind'
- Risk that new technologies may undermine walking, cycling and public transport
- Risk that new technologies may lead to further fragmentation
- Alternative fuel vehicles will not solve congestion

Responses

- Future proof electric and digital infrastructure (standards, etc)
- Incorporate 'mobility as a service' into public transport networks
- Encourage consistency in roll out of smart ticketing systems
- Develop a Future Mobility Strategy for the South East

Implementation

Priorities for investment

In the course of developing the strategy, a wide range of partners and stakeholders have been asked for their priorities for schemes and interventions across the South East. The priorities for interventions and suggested timescales identified by partners and stakeholders are as follows:

- **Highway schemes:** Changing traffic flow patterns of the road network means there will always be a need for localised improvements to address issues that

will continue to arise. New roads, improvements or extensions of existing ones should be prioritised in the short term but become a lower priority in the longer term. Highways schemes should target port access, major development opportunities, and deprived communities.

- **Railway schemes** are a high priority across all timelines – Brighton Main Line upgrades are prioritised for the short term, while new Crossrail lines are a longer-term goal.
- **Interchanges** are a high priority across all timelines where these facilitate multi modal journeys and create opportunities for accessible development.
- **Urban transit schemes** (e.g. Bus Rapid Transit and Light Rail Transit schemes, where appropriate for the urban areas they serve) are high priority and generally medium to long-term.
- **Public transport access to airports** is a high priority and, in the case of Heathrow Airport, must be delivered alongside any airport expansion.
- **Road and public transport access to ports** is also high priority and improvements are prioritised for delivery in the short-term.
- **Technology and innovation in transport technology** – vehicle, fuel and digital technologies – is supported, however the widespread roll-out of some beneficial technologies may only be realised in the medium to long-term.
- **Planning policy interventions** are relatively high priority and short-term.
- **More significant demand management policy interventions** are a longer-term goal.

Funding and financing

Funding sources and financing arrangements are an important consideration in the development of an implementation plan for schemes and interventions identified in the transport strategy.

A Funding and Financing Report has been developed that explores potential funding mechanisms for schemes and interventions. Multiple sources of funding and financing will be required to deliver the transport strategy.

Public finance is likely to remain the key source of funding for highway and railway infrastructure in the near future. Looking further ahead, in order to manage demand and invest in sustainable transport alternatives, new funding models will need to be pursued. This could include funding models, such as hypothecated transport charging schemes, as a means of both managing demand in a 'pay as you go' model or as part of a 'mobility as a service' package.

Monitoring and evaluation

A mechanism for monitoring delivery of prioritised interventions, as well as evaluating outcomes related to the strategic goals and priorities, will be developed as part of the area studies.

Governance

Transport for the South East has put in place governance arrangements that will enable the development, oversight, and delivery of the transport strategy.

Powers and functions

Transport for the South East proposes to become a statutory sub-national transport body and take on the 'general functions' of a sub-national transport body, as set out in legislation.

There are also a number of additional powers being sought relating to rail planning, highway investment programmes and construction, capital grants for public transport, bus provision, smart and integrated ticketing, and Clean Air Zones.

The powers which are additional to the general functions relating to sub-national transport bodies will be requested in a way that means they will operate concurrently and with the consent of the constituent authorities.

The proposal for general and additional powers were consulted upon between 7 May 2019 and 31 July 2019, concurrently to the development of the draft transport strategy.

Next steps

The route map for the next stages of the development of the transport strategy, including further studies to inform the development of the Strategic Investment Plan, is shown in Figure iv.

Five area studies will be undertaken to identify the measures that will be needed to implement this transport strategy and achieve its vision. These studies will identify the specific schemes and policy initiatives that will be required in different parts of the Transport for the South East area. They will include an assessment of the potential impact of these measures in reducing carbon emissions and the potential short-term impacts of the Covid-19 pandemic on travel behaviour, employment pattern and the economy in the South East. In addition, two thematic studies will be undertaken to identify the specific role of these two areas in achieving the vision: one on freight and international gateways, and a second on future mobility. The outputs from these area and thematic studies will be fed into a Strategic Investment Plan setting out our short, medium, and longer-term scheme priorities.

1 A Transport Strategy for South East England

Introduction

1.1 This document is the Transport Strategy for South East England¹. It has been prepared by Transport for the South East, the sub-national transport body for the South East of England, with the support of its 16 constituent local transport authorities, 5 local enterprise partnerships, 46 district and borough councils and wider key stakeholders.

1.2 The publication of this strategy, in summer 2020, has coincided with the Covid-19 global pandemic. It is recognised that changes to the way we live, work and do business, as a result of coronavirus, are likely to have an impact on travel behaviour and demand for travel. In the short term, these changes could go some way to helping to achieve the strategic priorities set out in this transport strategy but, given the level of modal shift required to achieve our vision for 2050, significant challenges are likely to remain that will require strategic intervention.

1.3 Further technical work will be undertaken to identify the potential short term impacts of the Covid-19 pandemic on travel behaviour, employment patterns and the economy in the South East. The outputs from this work will be fed into the area and thematic studies that will follow on from this transport strategy. It may be some time before the 'new normal' establishes itself – but Transport for the South East remains committed to achieving our vision of a better, more productive and more sustainable South East. This Strategy provides the framework to get there.

1.4 This transport strategy is supported by a significant body of evidence, much of which is published alongside this document. These documents include:

- Draft Transport Strategy for the South East: Consultation Report
- Strategic Policy Context;
- The Relationship between the South East and London;
- Potential Impacts of Brexit;
- Scenario Forecasting Summary Report;
- Scenario Forecasting Technical Report;
- Funding and Financing Options;
- Priorities for Investment Report
- Integrated Sustainability Appraisal;
- Logistics and Gateway Review;
- Smart and Integrated Ticketing Options Study; and
- Future of Mobility Study Report.

1.5 Transport for the South East's mission is to grow the South East's economy by delivering a safe, sustainable, and integrated transport system that makes the South East area more productive and competitive, improves the quality of life for all residents, and protects and enhances its natural and built environment. Its ambition is to transform the quality of transport and door-to-door journeys for the South East's residents, businesses and visitors.

1.6 Transport for the South East aspires to be a positive agent of change. It seeks to amplify and enhance the excellent work of its constituent authorities, local enterprise partnerships, transport operators and stakeholders in its geography. It embraces new ways of doing things and seeks a more integrated approach to policy development. It aims to present a coherent, regional vision

and set of priorities to central government, investors, operators, businesses, residents and other key influencers.

The purpose of this transport strategy

1.7 One of the key roles of a sub-national transport body, as set out in the Local Transport Act 2008 (as amended)², is to outline how it will deliver sustainable economic growth across the area it serves, whilst taking account of the social and environmental impacts of the proposals outlined in the strategy. This transport strategy represents a major step in the process of determining which policies, initiatives and schemes should be priorities for delivering sustainable growth across the South East area.

1.8 This transport strategy outlines a shared vision for the South East. It expands this vision into three strategic goals that represent the three core pillars of sustainable development – economy, environment and society – and it then describes the priorities and initiatives that will help achieve its vision. This will help guide future policy development and investment decisions in the short, medium, and long term. This transport strategy will be followed by five area studies that will identify the interventions needed to deliver the strategy. Further details about the area studies are provided in Chapter 5.

This is our Transport Strategy for the South East – speaking with one voice to improve transport, travel, and mobility for everybody in our region.

How this transport strategy was developed

Working in partnership locally, regionally, and nationally

1.9 Transport for the South East started its mission to create a common vision for the South East in 2017 by establishing robust governance procedures and regular channels of communication with its partners and key stakeholders. A diagram showing the relationship between Transport for the South East and its key partners is shown in Figure 1.1. Key in this regard has been the involvement of the Transport Forum which consists of representatives from businesses, transport operators, borough and district councils, local economic partnerships and user groups. Throughout 2019, Transport for the South East held a number of workshops and meetings with its partners and stakeholders at each step of the transport strategy's development. This engagement has been invaluable in identifying the key issues, challenges and opportunities that have been reflected in the development of the transport strategy.

1.10 The transport strategy has been designed to complement and build on national, regional, and local policies and strategies. A diagram showing the relationship between this document and the other key documents produced by government, national agencies, local transport authorities, local economic partnerships and district and borough authorities is shown in Figure 1.2. At the same time, this transport strategy seeks to influence the direction of these national, regional and local policies and strategies as many of them will be critical in ensuring the vision set out in this strategy will be achieved.

Building on the Economic Connectivity Review

1.11 This transport strategy builds upon the evidence and analysis conducted in the Economic Connectivity Review for the South East. This study provided a

detailed analysis of the underlying socioeconomic conditions in the South East. It identified 22 key corridors where the evidence suggests economic investment in transport infrastructure should be focussed to generate maximum future return. The analysis in the review, and the information which it provided, has been carried forward into this transport strategy.

1.12 The Economic Connectivity Review highlighted the potential of the South East to grow its economy to a value of approximately £500 billion in Gross Value Added terms³ (from a current day value of £183 billion). It should be stressed that this potential represents a theoretical outcome based on unconstrained growth with minimal environmental constraints.

Building on the evidence base for multi-modal corridors

1.13 This transport strategy is built upon a diverse evidence base of economic, social, environmental and transport network data. This data has been collated, interpreted and analysed from a wide range of sources and is presented in the documents listed in paragraph 1.4, which are published alongside the transport strategy.

1.14 The key areas explored in the evidence base are:

- corridors that are of strategic importance in the South East;
- places or major economic hubs where large amounts of future growth will be concentrated;
- places and/or supporting transport networks that are underperforming and constraining economic growth;
- modelling of possible future scenarios and their impacts on transport and travel; and
- the relationship between London and the South East.

1.15 Ultimately, the evidence base provides the analytical foundation of this strategy and ensures that the direction promoted in this document is supported by credible and appropriately referenced evidence.

1.16 Since the Economic Connectivity Review was published, the local economic partnerships have been developing their local industrial strategies which have involved an in-depth examination of the economy of the Transport for the South East area. For the next stage of the transport strategy development, five area studies will be commissioned that will examine the key challenges and opportunities of groups of corridors in the South East area. These studies will identify a prioritised programme of interventions to feed into a Strategic Investment Plan for the South East and will take account of the latest economic analysis set out in the local industrial strategies.

Moving away from ‘predict and provide’

1.17 Traditionally, transport planning has used a ‘predict and provide’ approach to justify the need for future investment. This approach involves using existing trends to forecast future demand and congestion on the transport network to make the case for the investment needed to alleviate that congestion.

1.18 In recent years, however, there has been a significant shift in thinking away from the ‘predict and provide’ approach. There is substantial evidence to suggest that providing additional road capacity and addressing bottlenecks in the highway network has the effect of generating additional demand for the road network, thus eroding or even eliminating any expected reductions in traffic congestion⁴. Furthermore, this approach, if followed in an unconstrained fashion, risks promoting urban sprawl, high dependency on car use, and significant degradation of the natural environment. In the long run, ‘predict and provide’ risks creating a

transport network that is less efficient and damaging for the local communities and environment it passes through.

1.19 This transport strategy involves a shift towards a ‘decide and provide’ approach to transport provision. This means actively choosing a preferred future, with preferred transport outcomes as opposed to responding to existing trends and forecasts.

1.20 The transport strategy has utilised future demand modelling to understand how and where the transport network will see significant future strain. However, instead of simply expanding the network where strain will be most acute, the transport strategy sets out how this congestion could be alleviated through investing in public transport alternatives, developing integrated land use planning policies, adopting emerging transport technologies, and adopting demand management policies. The latter would involve users paying for more of their mobility they consume on a ‘pay as you go’ basis with the potential to better manage demand across the network – using pricing mechanism across all vehicular modes, including by car, van and heavy goods vehicles to incentivise travel at less busy times or by more sustainable modes.

1.21 This proactive approach to transport planning will enable choices to be made about how the transport network will look in the future. For example, it will signal a shift towards making urban areas more ‘people friendly’ by giving the car less precedence and by providing more space for sustainable transport modes. It will also encourage investment in more sustainable modes of transport, including the rail network and potential future greener technologies.

Planning for people and places

1.22 As discussed above, traditional transport planning has tended to focus on ensuring that adequate capacity is provided to accommodate future forecast demand. This approach is akin to ‘planning for vehicles.’ This approach is not sustainable in the longer term. Instead, there should be a shift from the current focus on ‘planning for vehicles’ towards ‘planning for people’ and, ultimately, ‘planning for places.’

1.23 Figure 1.3 shows the evolution of a transport policy process between the three different transport policy perspectives. It is based on an approach which has been developed by Professor Peter Jones of UCL through the CREATE EU Horizon 2020 and Civitas project⁵, to help policy makers cut road congestion in cities by encouraging a switch from cars to sustainable modes of transport. However, it has a wider applicability to help guide transport and land use policy development at a regional scale.

1.24 Currently, much of the South East is in the first stage of the process focussed on ‘planning for vehicles.’ The second stage of this process illustrated in Figure 1.3 – ‘planning for people’ – is focussed on putting at its heart the needs of many different users of the transport system including pedestrians, cyclists, public transport passengers, people with reduced mobility, freight operators and car, van and powered two-wheeler drivers. The approach seeks to achieve modal shift to ensure that forecast future demand can be managed while minimising any adverse impacts on society and the environment by encouraging greater use of more efficient and more sustainable transport modes.

1.25 The third stage – ‘planning for places’ – goes further by encouraging integrated transport and land use planning to deliver spatial planning policies that

both encourage sustainable travel choices but also minimise the need to travel at all (or, at the very least, minimise the need to travel far). Although planning for people and places is already underway in some areas of the South East, there needs to be a shift in emphasis towards these approaches, as soon as possible.

1.26 Planning for vehicles may well continue in the short term and even in the longer term there will be a continued need for some targeted road schemes that will improve highway capacity to address local congestion hot spots and enable bus priority measures to be introduced. Planning for people is a principle that is embedded in many of the Local Transport Plans administered by the local transport authorities. Whilst there are a number of examples where good progress has been made, more will need to be done to ensure that the needs of transport users are put at the heart of the transport system.

1.27 Planning for places requires effective and close integration of transport planning with spatial planning policy across the South East. Whilst this is likely to be challenging, it will be essential to ensure a lower level of additional travel demand is generated by new developments. Planning for places, which requires integration with long term planning policy, may be a longer-term goal but every effort must be made to start the process of moving towards this approach as soon as possible.

1.28 Updates to the current system for appraising transport schemes will be required to ensure it reflects this shift in emphasis, enabling their wider societal and environmental benefits to be included in the decision-making process.

Developing scenarios for different versions of the future in 2050

1.29 The Economic Connectivity Review presented a projection for the economic potential for the South East. However, this was a theoretical ‘maximum’ that

assumes minimal environmental constraints and is likely to result in unacceptable levels of environmental degradation. So, in order to develop a credible and more desirable vision of the future, Transport for the South East explored how different political, economic, social, technological and environmental trends might evolve to create different versions of the future in 2050. This was achieved by exploring how four future scenarios might affect the development of the South East's economy, population and transport outcomes. Further details about the scenario forecasting work undertaken in support of the development of this transport strategy is provided in the "Scenario Forecasting Summary Report" and "Scenario Forecasting Technical Report"⁶. The four scenarios for 2050 were developed by combining 'axes of uncertainty', which describe the plausible outcomes of uncertain trends. These trends included the rate of adoption of emerging technology, changes in attitudes towards the environment, and the development of target business and industrial sectors in the economy. Each scenario was modelled using a land use and transport model. The outcomes of modelling each scenario were compared to a 'central case', which was developed by modelling the impacts of the Department for Transport's National Trip End Model on the South East's economy and transport networks. A description of the four scenarios that were developed and tested is provided in Figure 1.4. The key outputs generated by these scenarios are shown in Table 1.1.

1.30 The outputs of the modelling derived from the four scenarios were presented to a wide range of partners and key stakeholders. These stakeholders were asked to provide their feedback on each of the scenarios and identify elements that they felt were most plausible and desirable. The elements that were deemed by Transport for the South East's partners and stakeholders to be

most desirable for the future were then drawn together to build a vision of a ‘preferred future’ – “A Sustainable Route to Growth”.

1.31 The key features of the Sustainable Route to Growth scenario are:

- The South East is less dependent on London and has developed successful economic hubs within its own geography, which provide high-quality, high-skilled jobs for residents. This in turn creates a future where GVA per capita is significantly higher than it is today.
- The benefits of emerging technology have been harnessed in an equitable way to improve the accessibility of the South East area without undermining the integrity of its transport networks. This also has the effect of boosting economic growth while minimising transport’s impact on the natural and built environment.
- Concern for the environment has led to the widespread adoption of sustainable policies and practices, including integrated land-use and transport planning, as well as targeted demand management measures including users paying for more of their mobility on a ‘pay as you go’ basis, with bus and rail fares having been reduced in real terms in the longer term. This will result in a shift away from the private car towards more sustainable travel modes. There is a reduced need to travel (or, at least, the need to travel far) and this ultimately delivers a cleaner, safer environment for residents.

1.32 As Table 1.1 shows, the Sustainable Route to Growth outputs produce strong, regionally-led economic growth akin to the results yielded by the Route to Growth scenario but deliver this growth in a more environmentally sustainable manner, more aligned to the Sustainable Future scenario. This scenario delivers the second highest growth in GVA of all the scenarios (including the central case). The modelling of this scenario generated some results that run against the vision and objectives for this strategy. For example, some model runs indicated there

could be a relative decline in walking and cycling. Further work will be undertaken as part of the development of the forthcoming area studies to ensure measures are identified that will mitigate these unwanted outcomes.

1.33 This process has allowed Transport for the South East to develop a vision for 2050 that is forward looking, that accommodates and reflects the views of stakeholders, and that delivers a desired future for the South East's businesses, residents and visitors⁷. Further information about the methodology that was used to develop these future scenarios and model their impacts is contained in the "Scenario Forecasting Technical Report".

1.34 Moving forward, the outputs from the modelling work will be used to guide the five area studies. Key modelling outputs on housing population, jobs, GVA, transport CO2 emissions, traffic and passenger flows for future years will be used to identify the interventions needed to ensure the preferred future will be delivered.

Prioritising initiatives

1.35 Transport for the South East worked with a wide group of stakeholders to identify their initial priorities for investment over the short, medium, and long term. The types of schemes that emerged as highest priority, that are best placed to deliver optimal outcomes (economic, social and environmental), and that best align with the Sustainable Route to Growth scenario are presented in this strategy. This work will be taken forward in subsequent area studies, which will identify specific schemes and interventions needed to deliver the transport strategy.

Undertaking an Integrated Sustainability Appraisal

1.36 Alongside the development of the transport strategy, Transport for the South East commissioned Steer and WSP to prepare an Integrated Sustainability Appraisal. This document examined the potential impacts this transport strategy could have on a wide range of sustainable development indicators, including economic, social, and environmental aspects. These include, but are not limited to, health, equality of access to opportunities, and community safety. This document has been published alongside the transport strategy and was subject to public consultation in parallel with the transport strategy.

Holding a public consultation

1.37 A public consultation exercise was undertaken on this transport strategy over a thirteen-week period between October 2019 and January 2020. The purpose of the consultation was to seek the views of a wide range of stakeholders on the transport strategy. The aim was to ensure buy-in to the vision for the future set out in the transport strategy. The transport strategy, Integrated Sustainability Appraisal, and supporting evidence were made available to the public and all statutory consultees along with a consultation questionnaire. The consultation exercise was publicised online, in the press and on social media. The online information for the public consultation was supplemented by a series of engagement events arranged to serve different groups of stakeholders.

1.38 At the end of the consultation period, Transport for the South East produced a consultation report on the transport strategy that summarised an analysis of the responses.⁸

The final transport strategy

1.39 Following consideration of all feedback, Transport for the South East revised the transport strategy and published a final version in summer 2020. The transport strategy will be complemented by five area studies which will identify and prioritise the specific interventions required across the South East. The outputs from these area studies will be fed into a Strategic Investment Plan setting out the short, medium, and longer-term scheme priorities. Transport for the South East will then shift focus towards implementation, which is described in more detail in Chapter 5.

Conclusions

In this chapter we have set out the context to the Transport Strategy for the South East and described how we have worked with partners and stakeholders to develop this transport strategy. In the next chapter, the key characteristics of the South East area are highlighted and some of the challenges it currently faces are described. In addition, the national, regional and local policy frameworks that currently govern and influence transport and planning policy in the South East area are described.

2 Our Area

Introduction

2.1 The South East is a diverse area with different environmental, social and economic challenges and opportunities. These influence the way we travel and

create their own transport challenges, while also influencing the potential for improvements to our connectivity and accessibility.

2.2 This chapter introduces the South East area¹ and summarises its characteristics, challenges and opportunities. It starts by describing the economic, social, and environmental characteristics of the South East area. It then explores the relationship between the South East and the rest of the United Kingdom, including London. It goes on to set out the policy context of this transport strategy and summarises the current transport corridors and patterns of movement in the South East area. This is followed by a description of the challenges facing the transport network, future opportunities, and conclusions to be considered in the strategy.

Introducing the Transport for the South East area

2.3 The area covered by Transport for the South East comprises the counties and unitary authorities that make up the south east corner of Great Britain. The South East area extends from the Thames Valley and the New Forest in the west to the white cliffs of Dover in the east and from the Isle of Wight up to the southern boundary of Greater London. It is home to approximately 7.5 million residents². The most populated boroughs and districts in the South East (as defined by local authority population) are Brighton and Hove (289,000), Medway (276,000), Southampton (254,000) and Portsmouth (215,000). The largest built-up areas in the South East, which cut across borough and district boundaries, are South Hampshire (over one million), Brighton and Hove (475,000) and Reading (318,000)³. A map showing the constituent authorities within the Transport for the South East area is provided in Figure 2.1.

2.4 The Transport for the South East area has several of the United Kingdom's largest international gateways including the Port of Dover, the Port of Southampton, Eurotunnel and Gatwick Airport. Heathrow Airport lies just on the boundary of the Transport for the South East area. A map showing the key population centres, international gateways and transport networks in the Transport for the South East area is provided in Figure 2.2.

2.5 The Transport for the South East area encompasses 16 local transport authorities, as outlined below.

- Six unitary authorities in Berkshire represented through the Berkshire Local Transport Body: Slough Borough Council; Royal Borough of Windsor and Maidenhead Council; Reading Borough Council; Bracknell Forest Borough Council; Wokingham Borough Council; and West Berkshire Council.
- Brighton & Hove City Council;
- East Sussex County Council;
- Hampshire County Council;
- Isle of Wight Council;
- Kent County Council;
- Medway Council;
- Portsmouth City Council;
- Southampton City Council;
- Surrey County Council; and
- West Sussex County Council.

2.6 Several of these authorities are county councils, which operate a two-tiered system of local government. In these areas local spatial planning policies are determined by borough and district councils.

2.7 There are also five local enterprise partnerships in the South East area, which lead economic planning in their respective areas:

- Berkshire Thames Valley;
- Coast to Capital;
- Enterprise M3;
- South East; and
- Solent.

2.8 The Transport for the South East area includes the South Downs and New Forest National Parks, which work to their own spatial planning policies and governance arrangements, as well as several protected landscapes, coastlines and built areas.

2.9 The remainder of this chapter describes the South East area's economic, social and environmental characteristics and challenges. It then sets out the broader policy framework underpinning the transport strategy and describes the key transport corridors and patterns in the South East area. This chapter also describes the South East area's relationship with the rest of the country (and London), and explores key issues and opportunities affecting its transport networks.

Key characteristics of the South East area

Economic characteristics and challenges

2.10 The South East is a powerful motor of the national economy. It adds £183 billion a year to the UK economy⁴. It is home to over 7.5 million people (9% of the UK total)⁵, four million workers (13% of the UK workforce)⁶, and 320,000 companies⁷. It is also home to national and world-leading universities (six in the

UK Top 50 and world's top 350)⁸ and research centres which support a wide range of disciplines and sectors. The key economic characteristics of the Transport for the South East area are shown in Figure 2.1.

2.11 The South East is a relatively prosperous region. It has the second highest GVA per capita of all the UK regions and nations (second only to London)⁹. The average employment rate is also relatively high at 77%, above the UK average of 74%¹⁰. However, there are significant disparities in wealth and deprivation across the South East area. Many coastal communities in particular contain areas with high levels of deprivation. Spending per head on transport infrastructure in the South East is lower than that experienced in other regions.¹¹

2.12 The Economic Connectivity Review, published by Transport for the South East in July 2018, provided an overarching view of the South East area's current economic geography, its economic potential up to 2050, and the role of strategic transport interventions in achieving this potential.

2.13 The review identified the role of strategic transport connectivity in enabling economic growth through:

- improving business to business connectivity;
- improving access to international gateways;
- growing labour market catchments;
- enabling development; and,
- supporting deprived communities.

2.14 The Economic Connectivity Review identified the key priority industrial sectors of the South East, which are shown in Figure 2.3. These are sectors in the South East that:

- have national and international competitive advantage;

- are knowledge-intensive;
- have identified relationships with higher education and research and innovation bodies; and
- are forecast to grow.

2.15 A significant level of housing and employment development is planned for the South East area, but this development is not distributed evenly across the South East area.

2.16 As shown in Figure 2.4, particularly high levels of housing development are planned for North Kent, the Thames Valley, and along the south coast. Employment development, on the other hand, will be more geographically concentrated than future housing development. As Figure 2.5 shows, future job growth will likely occur in the urban areas around Brighton and Hove, Southampton, Portsmouth, Gatwick Airport, and the Thames Valley. This presents a significant transport challenge as many people will be living and working in different places, which means the future transport network may need to provide for longer distance commuter trips within the South East area.

2.17 As part of the development of the five area studies, the economic data used in the Economic Connectivity Review will be reviewed and updated, including consideration of the evidence base that all the local enterprise partnerships have produced to inform their local industrial strategies. This will allow an updated set of economic priorities to be developed for each of the areas under study, demonstrating how this strategy and five area studies can help ensure that the TfSE area will maximise its contribution to UK productivity, and build on its distinctive strengths to economically position the area for the future.

Social characteristics and challenges

2.18 The social geography of the South East is varied. The South East area is home to some of the most prosperous and productive areas of the country, but also contains significant areas of deprivation. The overall distribution of deprivation in the South East relative to other areas of England is shown in Figure 2.6. This appears to show a relationship between poor connectivity and higher levels of deprivation. For example, some of the least deprived areas of the South East are found around Guildford, the Blackwater Valley, Woking and Bracknell. These areas are economically productive and benefit from good connectivity to London, where there is a concentration of highly paid jobs. In contrast, many coastal communities, which are less well connected to London and other key economic hubs, have significantly higher levels of deprivation than the England average.

2.19 While there appears to be a relationship between transport connectivity and prosperity, there are also some anomalies in the South East area. The areas around Medway and the Thames Estuary, for example, are relatively well connected to London yet have relatively high levels of deprivation. This may be due to characteristics of the local economies of these areas, which are still adjusting to structural changes in the national economy since deindustrialisation in the 1980s. It also may be because this high-level connectivity has only recently been unlocked by the launch of domestic high-speed rail services in 2009 and the impact of these services may not yet be showing in deprivation data. Either way, this example shows that, while transport connectivity is important for minimising the likelihood of deprivation, there are clearly other key factors which have a role to play. It should be noted that all the economic hubs in the South East area have

some deprived areas, including those that are perceived to be relatively prosperous.

Environmental characteristics and challenges

2.20 The South East has a varied and highly valued natural environment. Significant parts of the South East area are designated as National Parks, Areas of Outstanding Natural Beauty and Sites of Special Scientific Interest. The South East area also has a long coastline. A map showing the location of key protected landscapes in the South East area is provided in Figure 2.7. The environmental assets of the South East help make the area an attractive place to live, work and visit, and they also make an important contribution to its economy. The future development of the South East area and its transport network will need to be managed to minimise any potential adverse impact and where possible enhance these natural assets.

2.21 The South East area faces several significant environmental challenges in the future. As shown in Figure 2.8, there is a significant number of Air Quality Management Areas in place across the South East area. These areas have been established to improve air quality and reduce the harmful impact of Nitrogen Oxides (NO_x), Sulphur Oxides (SO_x), and particulates on human health and the natural environment. A number of the local authorities in the Transport for the South East area including Brighton and Hove City Council, the Royal Borough of Windsor and Maidenhead, Reading, Chichester District Council and Sevenoaks District Council, have Air Quality Action Plans in place to address the air quality issues in their areas. In addition, the Government has mandated a number of local authorities, including Southampton City Council and Portsmouth City Council, to produce Air Quality Action Plans. Transport – particularly road

transport – is one of the largest contributors to poor air quality in the South East area. Transport therefore has a significant role to play in improving air quality.

2.22 Noise pollution is also a significant issue, particularly for communities located close to the Strategic Road Network. As Figure 2.9 shows, noise pollution is particularly high on the busiest road corridors of the South East area, notably around the M25. This map also shows the Noise Important Areas which are ‘hotspots’ of transport noise from both road and rail identified by the Department for Environment, Food and Rural Affairs.¹²

2.23 The South East also has a significant role to play in tackling climate change. Today, the South East accounts for 12% of the United Kingdom’s greenhouse gas emissions¹³. In 2018, transport accounted for a third of the United Kingdom’s greenhouse gas emissions¹⁴. Most of the South East’s local authorities have declared ‘climate emergencies’ and there is evidence of increasing support from politicians and residents for transport policies and interventions that help mitigate climate change and protect and enhance the natural environment. A number have identified target dates by which they aim to achieve net zero carbon emissions, some with targets dates before 2050. In some instances, these target dates relate just to the buildings and services managed by the authority but in others they also relate to the geographical area under their jurisdiction.

2.24 The differing characteristics of the local authority areas within the Transport for the South East area means that the current levels of carbon emissions, their available carbon budgets and trajectories to net zero carbon emissions will vary. Some authorities have the ability and the ambition to move forward at a faster pace. In view of this, the strategic environmental priority relating to decarbonisation set out in this transport strategy is to reduce carbon emissions to net zero by 2050 at the latest. In March 2020 the government

published 'Decarbonising transport: setting the challenge' ¹⁵ and is due to publish its Transport Decarbonisation Plan before the end of 2020. This strategic priority will be kept under review and will be updated as appropriate. An assessment will take place of the carbon reduction impact of the interventions that are identified as part of the five area studies. This will include:

- establishing a baseline for the existing level of carbon emissions from surface transport to, from and within the Transport for the South East area and area study geographies;
- enabling a trajectory towards a net zero position by 2050 to be identified;
- identifying the contribution of the interventions identified as part of the area studies; and
- assessing the residual requirement to achieve net zero position by 2050.

2.25 In conclusion, the South East's future transport strategy must seek to balance economic and social needs with the environmental constraints and challenges outlined above.

The South East's relationship with the rest of the UK

The gateway to the British Isles

2.26 The South East is crucial to the UK economy and is the nation's major international gateway for people and business. The Transport for the South East area has several of the United Kingdom's largest international gateways including the Port of Dover, the Port of Southampton, Eurotunnel and Gatwick Airport. Heathrow Airport is positioned just on the boundary of the Transport for the South East area. Half of all freight passing through Dover travels on to other parts of the country. Southampton sees £71 billion of international trade each year and is the principal port for the automotive industry, while Portsmouth handles two

million passengers a year. More than 120 million air passengers a year use Gatwick, Southampton and Heathrow airports. The role of these international gateways was examined in more detail in the Freight Logistics and Gateway Review that was undertaken as part of the development of this transport strategy. 16

2.27 It is estimated that approximately 10% of trips in the South East area start or finish outside the South East and London 17. The South East's geographical position as the closest part of the British Isles to continental Europe means it has a unique role as the gateway to the United Kingdom. Significant business, freight and tourist flows pass through the South East area to reach London, the rest of the United Kingdom (and Ireland).

2.28 Much processing of freight in the UK occurs in the "Golden Triangle" – an area in the Midlands where there is a particularly high concentration of national distribution centres (where freight is processed and distributed to regional networks). It is quite common for freight to arrive into the UK in the South East, be transported to the Midlands for processing, and then return to the South East for regional distribution.

2.29 This means that the road and rail routes that connect the South East to the Midlands and North of England are particularly important for freight. The key corridors for each mode are:

- **For road:** The M3/A34/M4 between Southampton and the Midlands/West of England and the M2/ M20/M25 between Dover and the Midlands/East of England.
- **For rail:** The South Western Main Line/Basingstoke – Reading Line between Southampton and the Midlands and High Speed 1/North Kent Line/South Eastern

Main Line between Dover/Folkestone and London. To reach the rest of the country, most rail freight from Kent needs to pass through Greater London where track capacity is scarce due to high passenger train flows.

2.30 The transport network in the South East has significant interfaces with schemes being pursued by neighbouring sub-national transport bodies. This includes the Oxford – Milton Keynes – Cambridge Expressway and East – West Rail projects that are being advanced by England’s Economic Heartland. There is an important freight interface with this sub-national transport body on the A34 corridor, which connects the Port of Southampton with the Midlands and North of England. There are also important interfaces with the Western Gateway emerging sub-national transport body on the A36, A303/West of England Main Line, M4/Great Western Main Line and M25 corridors, as well as with Transport East at the Dartford Crossing.

The South East’s relationship with London

A key relationship

2.31 London’s contribution to the UK economy is well in excess of the contribution of other regions in the UK. However, it does not function in isolation and its economic success relies on strong transport links with towns, cities and international gateways outside of London, including many locations within the South East. The relationship between London and the South East is reflected strongly in commuting patterns between both regions. Further analysis of this relationship is provided in “The Relationship between the South East and London” Report, which is published alongside this transport strategy. Given the importance of this relationship, arrangements are in place to ensure effective

liaison between Transport for the South East and both the Greater London Authority and Transport for London.

Commuting from the South East to London

2.32 The number of residents commuting into Greater London from the South East is substantial (350k)¹⁸. While this is a sizeable figure, it should be noted that it represents just 13% of commuting trips in the South East¹⁹. Most (83%) trips into central London are by rail²⁰. Trips to outer London, on the other hand, tend to be made by car (80%)²¹. As shown in Figure 2.10, the areas with the highest number of commuter journeys to London are those that are closest to the Greater London boundary.

2.33 As the distance from London increases, the number of residents travelling to Greater London decreases. However, there are areas further from London, such as Winchester, Haywards Heath/Burgess Hill and Royal Tunbridge Wells, where a higher number of people commute to Greater London compared to their surrounding rural areas. These locations are major economic hubs, and typically have good strategic connectivity with fast journey times into London.

Commuting from London to the South East

2.34 Figure 2.11 shows the number of employees commuting from Greater London to the Transport for the South East area. Over two-thirds of these trips are by car (67%). Generally, the areas within the Transport for the South East area with the highest number of employees commuting out from Greater London are located on the boundary with outer London. These include Slough, Elmbridge, Epsom/Ewell, Leatherhead, Redhill/Reigate and Dartford. However, there are clusters further from the boundary with a higher number of employees commuting out from Greater London - notably around Reading, Maidenhead,

Bracknell, Blackwater Valley, Woking, Guildford, Crawley/Gatwick and Sevenoaks. These are locations where there is a concentration of economic activity sectors such as professional services, finance and IT. This may explain why these areas have high commuting levels from London.

Other socio-economic trends

2.35 In addition to commuting, there are strong socio-economic ties between the South East and London that drives significant development in housing and employment on London's periphery.

2.36 London is a strong attractor of talent from across the whole country, meaning most areas in the country experience a net-migration flow towards London. In the South East, however, this trend is more complex. While many people are drawn from the South East to move to the capital, a significant number of people are moving in the opposite direction in search of more affordable housing and a better quality of life. This 'ripple effect' has been attributed to tight planning constraints in building new homes in outer London²².

2.37 This trend is expected to continue for the foreseeable future as employment in London continues to grow faster than housing provision. Some targeted transport improvements – such as a Crossrail extension into Ebbsfleet – could further encourage Londoners to move to the South East and benefit from the high-quality transport links it offers.

Policy context

National policy context

2.38 Policy at a national level is developed by government departments and delivered by those departments, or through government agencies and arms-

length bodies. A more detailed exploration of the policy context for the transport strategy is contained in the “Strategic Policy Context” Report²³, which is published alongside this transport strategy. The key documents and considerations include:

National Transport Policy:

- Transport Investment Strategy (DfT, July 2017);
- The Road Investment Strategy 2 (DfT, March 2020);
- Decarbonising transport: setting the challenge (DfT, March 2020)
- Future of Mobility: Urban Strategy (DfT, March 2019).
- High-Level Output Specification for Control Period 7 (Network Rail, July 2017); and
- Long-Term Planning Process Strategy documents (Network Rail).

National Planning Policy:

- The revised National Planning Policy Framework (MHCLG, February 2019);
- The NPS for National Networks (DfT, December 2014);
- The NPS for Ports (DfT, January 2012); and
- The NPS for Airports (DfT, June 2018).

National Economic Policy:

- The Industrial Strategy White Paper (BEIS, November 2017), including consideration of Industrial Strategy Sector Deals
- Clean Growth Strategy (HM Government, October 2017)

National Environmental Policy:

- The 25-Year Environmental Plan: A Green Future: Our 25 Year Plan to Improve the Environment (DEFRA, January 2018);
- Road to Zero Strategy (DfT, July 2018);

- Air Quality Plan (DEFRA, July 2017);
- Clean Air Strategy (DEFRA, January 2019); and
- The Climate Change Act 2008 (as amended in August 2019), which sets a national target of zero net carbon emissions by 2050.

National Social Policy:

- The Housing White Paper (MHCLG, February 2017), including the Housing Infrastructure Fund;
- The Coastal Communities Fund and Coastal Revival Fund; and
- The Inclusive transport strategy (DfT, July 2018).

Regional policy context

2.39 Responsibility for developing regional economic and transport policy is currently shared between:

- Highways England, which prioritises investment on the Strategic Road Network in the South East;
- Network Rail, which prioritises investment on the railway network in the South East; and
- Five local enterprise partnerships (Enterprise M3, Coast to Capital, Solent, South East, and Thames Valley Berkshire), which set the strategic economic priorities for their areas.

2.40 It is envisaged that this transport strategy will form an important part of the regional policy framework for the South East.

2.41 The key documents published at a regional level include:

Regional Transport Policy:

- Highways England's Route Strategies (Highways England, March 2017);

- Network Rail Passenger Market Studies (Network Rail, various dates);
- Network Rail Freight Market Study (Network Rail, April 2017); and
- Network Rail Local Studies (Network Rail, various dates).

Regional Economic Policy:

- Strategic economic plans (local enterprise partnerships, 2014); and
- Local industrial strategies (local enterprise partnerships, under development).

Local policy context

2.42 Local transport policy is developed and delivered by the 16 local transport authorities in the Transport for the South East area. Some of these authorities are unitary authorities, and, as such, are also local planning authorities. In areas governed by county councils, local plans are developed by 46 borough and district councils²⁴ which are local planning authorities in their areas. The local plans developed by these planning authorities provide much of the development evidence base that has underpinned the development of the transport strategy.

2.43 The key documents published at a local level include:

- Local Transport Plans; and
- Local Plans.

The South East's transport networks

Key transport patterns

2.44 In 2018 it is estimated that there were 20.9 million trips each weekday in the South East. It is estimated that 80% of these trips started and finished within the South East area. The remaining trips start from or finish outside the South East (10% involve London and 10% involve other parts of the country)²⁵.

2.45 The split of trips by mode is estimated as follows:

- 70% of trips are by car (driver and passenger);
- 21% of trips are by foot or cycle;
- 5% of trips are by bus or taxi; and
- 4% of trips are by rail.

2.46 As walking and cycling trips tend to be much shorter than rail trips, the mode share by passenger kilometres is higher for rail and lower for foot and cycle.²⁶

2.47 As Figure 2.12 shows, current transport demand represents significant challenges for the transport network. Significant parts of the highway network experience severe congestion during peak hours, while one in five passengers travelling to London from the South East (and South London) are standing on arrival at termini stations (nearly three in 10 at Waterloo)²⁷.

Future transport patterns

2.48 The Department for Transport's National Trip End Model forecasts that the number of weekday trips taking place in the South East will grow by approximately 15% to 24.0 million trips by 2050²⁸. This is driven by a growing population (which is forecast to reach approximately 8.4 million by the same date) and growing productivity and wealth.

2.49 This growth in the number of trips represents an 'unconstrained' outcome and is neither realistic nor sustainable. As Figure 2.13 shows, this growth would add pressure on some of the busiest corridors in the South East area and exacerbate congestion across the whole of the South East. These outcomes risk limiting the development and economic potential of the South East area. The transport strategy therefore focuses on alternative, more sustainable approaches

to transport planning as a means of accommodating and, in the long-term, managing future demand. This is why a scenario-based approach has been adopted in designing this transport strategy.

Key corridors

2.50 The South East is served by a relatively dense network of highways and railways. It is also home to some of the largest international gateways in the United Kingdom. This transport strategy is designed to focus on multi-modal strategic transport corridors, as shown in Figure 2.2.

2.51 The strategic corridors, which are grouped into five areas, are:

South East Radial Corridors

- M2/A2/Chatham Main Line (Dartford – Dover);
- A299/Chatham Main Line (Faversham – Ramsgate);
- M20/A20/High Speed 1/South Eastern Main Line (Dover – Sidcup);
- A21/Hastings Line (Hastings – Sevenoaks);

South Central Radial Corridors

- A22/A264/Oxted Line (Crawley – Eastbourne);
- M23/A23/Brighton Main Line (Brighton – Coulsdon);
- A24/A264/A29/Arun Valley Line (Crawley – Fontwell);

South West Radial Corridors

- A3/A27/M275/Portsmouth Direct Line (Portsmouth – Surbiton);
- M3/M27/M271/A33/A326/South Western Main Line (Southampton – Sunbury);
- A33/Basingstoke – Reading Line (Basingstoke – Reading);
- A34/South Western Main Line/Basingstoke – Reading Line (Reading – Winchester);

- A36/Wessex Main Line (New Forest);
- A303/West of England Main Line (Andover – Basingstoke);
- M4/Great Western Main Line/Reading – Taunton Line (Newbury – Slough);

Inner Orbital Corridors

- M25 (Dartford – Slough);
- A228/A249/A278/A289/Chatham Main Line/Sheerness Line (Medway Ports);
- A228/A229/Medway Valley Line (Maidstone – Medway);
- Redhill – Tonbridge Line/South Eastern Main Line (Ashford – Redhill)
- A25/North Downs Line (Guildford – Redhill);
- A31/A322/A329/A331/North Downs Line (Reading – Redhill);

Outer Orbital Corridors

- A28/A290/A291 (Canterbury – Whitstable);
 - A27/A259/A2070/East Coastway Line/Marshlink Line (Ashford – Brighton);
- and
- M27/A27/A31/West Coastway Line (Brighton – Ringwood).

2.52 Alongside these corridors there is an important network of local roads (notably the Major Road Network, which is shown alongside the Strategic Road Network in Figure 2.14), that support inter-urban and local journeys. Each corridor and transport mode have diverse challenges and opportunities. This transport strategy does not seek to prescribe a solution to each individual corridor. However, it does examine thematic journey types, which are described in more detail in Chapter 3. These journey types are illustrated in Figure 2.15.

2.53 The remainder of this chapter describes the current configuration of the South East area's transport network and the challenges it faces. This is structured along the lines of transport mode.

Highways

2.54 The South East is served by a mostly radial Strategic Road Network – managed by Highways England – that radiates from the M25 London Orbital motorway towards the coastline and West of England. These radial routes are complemented by two main orbital routes (the M25 and M27/A27). The A27, in particular, is built to a much lower specification than the M25 and most radial routes in the South East.

2.55 The Strategic Road Network is complemented by a Major Road Network, which is managed by the South East area's local transport authorities. This network serves a wide range of journey types from first/last mile to relatively long-distance trips. A map of the Strategic and Major Road Networks is provided in Figure 2.14.

2.56 The South East's radial Strategic Road Network generally provides an adequate level of connectivity (with a possible exception on the A21 corridor) but regularly suffers from congestion. As Figure 2.12 shows, congestion is particularly acute on the M25 and routes close to London. Beyond targeted interventions to address local congestion hot spots, there is limited scope to expand capacity on these corridors, which suggests a future transport strategy will need to consider a broader range of interventions – potentially including demand management policies – to accommodate future growth on these corridors.

2.57 The South East's orbital Strategic Road Network is much sparser than its radial routes, particularly between the M20 and A3 corridors. This places

significant pressure on the parts of the M25 and A27/A259/A2070 corridors that lie to the north and south of Gatwick Airport. The Major Road Network therefore supports a significant portion of inter-urban traffic on the South East area's east-west corridors. There are hotspots of congestion and poor reliability across these orbital corridors.

2.58 The highway network serves a very large portion of local journeys in the South East. These range from urban corridors that connect residents to economic hubs such as Brighton city centre, through to rural roads that connect more remote communities to the wider economy and transport network. Each route faces unique challenges related to capacity, connectivity, reliability and safety. There are opportunities for many of these routes, particularly those serving urban areas, to look again at the balance of road space provided to private cars, public transport, and active transport modes.

2.59 The highway network will be a key enabler for future mobility technologies such as ridesharing, connected and autonomous vehicles, and demand management systems. The transport strategy will need to balance the opportunities these technological advancements present with the social and environmental needs of the South East area, and ensure that the benefits of new technology are shared equitably between prosperous and more deprived parts of the South East, as well as between urban and more rural areas.

Railways

2.60 The South East has one of the densest railway networks in the United Kingdom outside London. In the main it provides good connectivity to central London through relatively fast and regular radial routes, although some corridors (e.g. Hastings Line) do not perform as well as others. As with the highway

network, orbital corridors are less well served by the railway network. The level of connectivity (i.e. frequency and speed of passenger rail services) provided by the South East's rail network varies significantly across the area. Many coastal areas have relatively poor levels of connectivity compared to more inland towns and cities on mainlines. For example, although Hastings and Winchester are around the same distance from London, journeys from Hastings to London (1hr. 45 mins) take 75% longer than Winchester to London (1hr.). Orbital connectivity to Gatwick Airport by rail from the east and the west is poor in comparison to the radial connectivity to the airport from the north and the south. A map of the railway network is shown in Figure 2.16.

2.61 The network was developed relatively early in the technological development of the railways. This means many routes were developed at a time when the economic geography of the South East area was different to how it is configured today. It also means many routes were developed to standards that fall short of modern expectations. Some cross-regional routes were closed when the railway network was rationalised in the 1960s.

2.62 Most of the rail network in the South East is owned, maintained, and developed by Network Rail. A notable exception is High Speed 1, which is owned by HS1 Ltd and maintained by a subsidiary of Network Rail. Until 2020, most franchised passenger rail services are currently delivered by private operators under franchise agreements with the Department for Transport. The Government has announced a review that will consider reform of the current governance of passenger rail services in Great Britain. Crossrail services, which will soon operate under the "Elizabeth Line" brand, are managed as a concession by Transport for London.

2.63 The current passenger rail franchises serving the South East include:

- the **Cross Country franchise** (serving Berkshire, Hampshire, Surrey, and Southampton), which provides long-distance services connecting the South East to the Midlands and North of England;
- the **Crossrail concession** (serving Berkshire), which will provide direct commuter services through central London;
- the **Great Western franchise** (serving Brighton and Hove, Berkshire, Hampshire, Southampton, Portsmouth, Surrey, and West Sussex), which delivers commuter, cross-regional, and high-speed long-distance services to the West of England, South West England and South Wales;
- the **South Eastern franchise** (serving East Sussex, Kent and Medway), which provides commuter services and some cross-regional services;
- the **South Western franchise** (serving Berkshire, Hampshire, the Isle of Wight, Portsmouth, Surrey, and Southampton), which provides commuter services, the Island Line service and some longer distance services to the West of England and South West England; and
- the **Thameslink, Southern and Great Northern franchise** (serving every local transport authority except Berkshire and the Isle of Wight), which delivers commuter services, the Gatwick Express service and cross-London services.

Additionally, international rail services are provided by **Eurostar**, which is an Open Access Operator. There are also a number of heritage rail operations across the region.

2.64 The South East is home to the United Kingdom's first and (currently) only interoperable high-speed railway (as defined under EU regulations) – High Speed 1. This railway provides both domestic and international high-speed services that can theoretically operate at a maximum speed of 300kph (186mph). Domestic high-speed services currently serve a significant number of communities in Kent.

There is potential to expand these services further, potentially into East Sussex, in the longer term.

2.65 Most of the railway network is electrified using third rail traction. This offers many benefits, not least to the environment as electric railways typically generate lower carbon emissions and lower localised air pollution than diesel railways. However, it presents a barrier in other ways. There are gaps in the electrified network that prevent through running of electric train services on a number of routes in the Transport for the South East area including the North Downs Line, Uckfield to Hurst Green, Basingstoke to Reading West and Ore to Ashford. The third rail generally delivers lower acceleration and maximum speeds compared to overhead line equipment (OLE). The third rail also presents a barrier to expansion, as safety regulations potentially limit the extent this technology can be used to 'in-fill' gaps in electrification on the current railway network. The introduction of bi-mode trains represents a way of overcoming this issue for services operating both inside and outside the Transport for the South East area, such as the Brighton to Bristol route. The Great Western Main Line has been recently upgraded to OLE which, along with new rolling stock on this route, has enabled a decrease in emissions and improvements in air quality and noise impacts on this corridor.

2.66 The most pressing challenge for the rail network in future years relates to capacity, especially on radial routes into London. More capacity is needed on most radial railway corridors in the South East area (some more so than others). There are also sections of orbital rail routes where capacity increases are needed such as the North Downs line, the Medway Valley line, Ashford to Hastings line and the two Sussex Coastway corridors. Capacity can be delivered through investing in rolling stock, track, junctions, signalling, and platforms (particularly at

London termini). All of these would require significant investment and long-term planning to deliver.

2.67 The Government has announced a review that will consider reform of the current governance of passenger rail services in Great Britain. Transport for the South East has participated in this review and looks forward to its outcomes, which may include greater involvement in the future planning and development of the rail network in the South East.

International gateways

2.68 The South East is the UK's gateway to mainland Europe. As such, it has some of the largest ports in the country, including:

- **The Port of Southampton**, which is operated by Associated British Ports. It handles the highest tonnage of freight in the South East and is the second busiest container port in the UK. In 2018 around 34.5 million tonnes passed through this port²⁹. Liquid bulk accounted for more than half of freight handled by this port in 2018³⁰. Southampton also served 1.6 million cruise passengers in 2017³¹.
- **Portsmouth International Port**, which is managed by Portsmouth City Council. In 2018 this port handled 3.4 million tonnes of freight³² (three-quarters by Ro-Ro³³) and 1.8 million passengers³⁴. The port also acts as an important military base for the Royal Navy.
- **The Port of Shoreham**, which is managed by the Shoreham Port Authority and, in 2018, handled 2.1 million tonnes of freight (mostly aggregate)³⁵, almost all by dry bulk.
- **The Port of Newhaven**, which is operated by Newhaven Port and Properties Limited. In 2018, this port carried 0.7 million tonnes of freight³⁶ and 0.4 million passengers³⁷.

- **London Thamesport**, which is operated by the Hutchison Ports Group. This port has one of the UK's first automated container terminals. In 2017, this port carried approximately 4 million tonnes of freight³⁸. This port does not serve passengers.
- The **Medway Ports**. These include Sheerness Port, which is located on the eastern side of the **Medway Estuary**, and Chatham Port, which is located on the southern side. These ports are managed by Peel Ports. In 2018, 10.2 million tonnes³⁹ passed through this port, mostly by dry and liquid bulk⁴⁰. This port does not serve passengers.
- The **Port of Dover**, which is managed by the Dover Harbour Board and is the largest roll-on/roll-off (RORO) port in the world. In 2018, 24.9 million tonnes⁴¹ passed through this port, almost all by RORO⁴². 11.8 million passengers used the Port of Dover in 2018⁴³.

2.69 The South East is the home of the country's only rail link to the continent – the Channel Tunnel. This key international gateway can be accessed by road at the **Eurotunnel Folkestone Terminal** and by accessing international passenger rail services at Ashford International, Ebbsfleet International, and St Pancras International railway stations (the latter being in London). This international gateway is technically a land border between the United Kingdom and France. In 2018, the Channel Tunnel carried 21.6 million passengers, 4.4 million vehicles, and 1.3 million freight tonnes (by through train)⁴⁴.

2.70 The South East is home to some of the busiest airports in the country. These include:

- **Southampton Airport**, which carried just under 2 million passengers in 2018 and serves over 40 destinations⁴⁵.

- **Farnborough Airport**, which is one of the largest general aviation airports in the country, with reportedly over 30,000 air traffic movements in 2018⁴⁶.
- **London Heathrow Airport**, which is the second busiest international airport in the world, with over 80 million passengers in 2018⁴⁷. This airport lies on the border of Greater London and the South East. There are plans to expand the airport with the possible development of a third runway to the north west of the current site. This airport will continue to have a significant impact on the economy of the South East.
- **Gatwick Airport**, which is the second busiest airport in the country and the busiest single-runway airport in the world, with over 46 million passengers in 2018⁴⁸. This airport supports a cluster of businesses in the “Gatwick Diamond”. It serves as a particularly important gateway to continental Europe. The airport has recently published a masterplan, which seeks to use its emergency runway to increase the number of flights⁴⁹.
- **Other airports**, including Biggin Hill and Brighton City Airport, which also serve the general aviation market.

2.71 The South East’s highways and railways provide important connectivity to these international gateways, not just for residents and businesses in the South East, but also for London and the rest of the United Kingdom (and, indeed, Ireland). At times, the South East area’s highways network can be adversely affected by border and transport operations on both sides of the English Channel.

2.72 It is therefore critically important that Transport for the South East ensures the South East’s transport network continues to serve these gateways as best as possible and facilitate trade and tourism. This is particularly important as the country moves to new trading relationships with the European Union. An assessment of the potential impacts of the country’s departure from the

European Union on the South East was prepared as part of the development of the transport strategy.⁵⁰ Further technical work will be undertaken to identify the potential short term impacts of the Covid-19 pandemic on travel behaviour, employment patterns and the economy in the South East. The outputs from this work will be fed into the area and thematic studies that will follow on from this transport strategy.

Buses

2.73 Bus services in the South East are provided by private or municipal operators and are funded through fares, and support from local transport authorities and the government. Some areas close to the Greater London border are also served by franchised Transport for London bus services.

2.74 It is widely recognised that good local bus services are an essential part of vibrant, sustainable communities, enabling people to access health, education, leisure services, shops and jobs. They are crucial to many people's general well-being, enabling them to maintain their social networks. A full double decker bus can take up to 75 cars off the road ⁵¹ and therefore buses have a vital part to play in reducing or managing traffic congestion and greenhouse gas emissions, particularly in urban areas.

2.75 Figure 2.17 shows levels of bus use for travel to work purposes and illustrates how these levels vary markedly across the TfSE area. In general, there is a higher mode share by bus for journeys to work in urban areas than rural areas. The highest levels of bus use occur in some urban areas, notably Reading, Crawley and Brighton and Hove, which reported some of the highest number of bus passenger journeys per head in England (outside London) in 2019 ⁵². University towns such as Canterbury and Winchester, as well as areas served by major

transport hubs, such as Gatwick Airport and Bluewater/Ebbsfleet, also appear to have a higher bus mode share than neighbouring areas. The Isle of Wight also appears to have a relatively high level of bus use given its relatively rural context.

2.76 In contrast to many other regions in the UK, most local transport authorities in the Transport for the South East area have seen an increase in bus use in recent years. In the last ten years, the number of passengers using buses in Reading and several other Berkshire authorities has grown by more than 30%. Similarly, strong growth has occurred in Brighton and Hove (20%) and Southampton (15%). 53

2.77 Bus priority measures are important in reducing bus journey times and increasing service reliability. There are different types of bus priority measures including segregation, traffic management, traffic signal control and bus stop improvements. Effective bus priority measures can achieve mode shift from car, and in so doing, reduce delays for both bus users and car drivers, however, competition for limited road space is often a barrier to introducing bus priority. There are a number of busway schemes in the Transport for the South East area providing segregated corridors for buses in Crawley, South East Hampshire, and the Thames Gateway area of Kent. The Crawley Fastway scheme is a combination of segregated guided busways and dedicated bus lanes along three routes linking Horley, Gatwick Airport and Crawley. The scheme allows buses to bypass congestion hotspots, offering faster and more reliable bus journeys. The introduction of these has resulted in average journey time reductions on these routes of 9.5 minutes. Passenger numbers have increased by 160% over 10 years with passenger satisfaction levels of 90%. 54

2.78 The bus industry faces a number of ongoing challenges. Overall, financial support for buses and patronage are in decline. Increasing congestion has the

effect of reducing the attractiveness of bus services, which in turn reduces demand and forces operators to reduce services, which in turn further reduces the attractiveness of the bus. Finally, there are challenges in decarbonising the bus fleet – a challenge that will require new technology and investment to deliver a zero emissions bus fleet.

2.79 Moving forward buses will have a key role to play in delivering a more balanced, more sustainable transport system in the South East. A key challenge will be the potential role of the bus as part of emerging ‘mobility as a service’ initiatives. There are examples of very successful bus services and bus priority in the Transport for the South East area that have delivered significant growth in recent years. This is due to investment in bus priority schemes, passenger information systems, improved payment systems, integrated ticketing arrangements, waiting facilities, on-board wi-fi and cleaner, more comfortable vehicles. This has shown that it is possible, with the right investment and policies, to reverse the historic cycle of decline and boost bus patronage and mode share.

Walking and cycling

2.80 The South East is a popular location for leisure walking and cycling. It is home to several nationally important long-distance footpaths and many National Cycle Network routes, which are shown in Figure 2.18. Its cycle network also includes the London – Paris “Avenue Verte” international cycle route.

2.81 It is estimated that more than a fifth of journeys in the South East area are currently undertaken by walking and cycling. Most urban areas in the South East are well served by footpaths and (increasingly) cycleways that are designed to support these journeys. However, as Figure 2.18 shows, the proportion of people cycling by local authority district varies significantly across the South East area. In

general, cycling rates are higher in Brighton and Hove, West Sussex and Surrey (particularly Elmbridge) and lower in East Sussex, the Isle of Wight, western parts of Kent and Medway. Walking rates are generally more consistent across the South East area.

2.82 There is some evidence to suggest the South East's long-distance cycle network is less accessible than that in neighbouring sub-national transport body areas. Transport for the South East's analysis of the National Cycle Network (NCN) found that 62% of residents in the South East live within approximately a 10 minute cycle ride of the NCN. This compares to 67% for the England's Economic Heartland area and 78% for the Western Gateway area.

2.83 In general, many of the long-distance footpath and cycle routes in the South East appear to be better suited to supporting leisure journeys (e.g. longer coastal routes) rather than connecting large population centres together. There are some notable gaps in the National Cycle Network (e.g. West Kent and Thanet) and the quality of cycle routes varies enormously across the network. While some sections are well surfaced and clearly lit, many other sections are unsuitable for night-time journeys and/or would be hazardous to use in poor weather. Furthermore, some Major Economic Hubs are not served by the National Cycle Network at all (for example, the Blackwater Valley). This suggests there is scope to further expand walking and cycling infrastructure to encourage more sustainable forms of transport, particularly within and between the larger urban areas in the South East. The primary mechanism for delivering walking and cycling infrastructure improvements will continue to be through the Local Transport Plans and the Local Cycling and Walking Infrastructure Plans administered by the sixteen local transport authorities within the Transport for the South East area.

Integration

2.84 The South East's transport network and transport planning framework faces several integration challenges. These challenges are driven by the current lack of integration between road and rail investment programmes, the fragmentation of public transport provision, and limitations that competition law place on the ability for independent operators to collaborate. In some places, particularly historic centres, there are also physical constraints preventing the creation of high-quality integrated public transport hubs. The consequences of these barriers mean:

- There are difficulties in providing multimodal interchanges that support housing and employment development;
- it is difficult for transport operators to provide multi-modal/multi-operator tickets for passengers travelling across operational boundaries and different modes;
- it is difficult for transport operators to co-ordinate timetables and share information to provide a consistent travel experience for passengers; and
- there are several examples where bus hubs are located some distance from rail hubs, which undermines the quality of interchange between different public transport modes.

2.85. The South East's planning framework is also relatively complex and fragmented. Most of the South East area is governed through two-tier structures where transport planning responsibilities are delivered through county councils and most spatial planning responsibilities are exercised by borough and district councils⁵⁵. The five local enterprise partnerships are also responsible for promoting economic development. This fragmented arrangement presents a significant barrier to developing coherent, integrated, long-term plans in the South East. Looking further ahead, there may be opportunities for better

alignment of transport planning with the energy and digital sectors. This transport strategy seeks to set out the benefits of better integrated economic, spatial and transport planning for the South East.

Conclusions

In this chapter we have highlighted the key characteristics of the South East area and described some of the challenges it currently faces. This has provided a compelling case for the need for this transport strategy and long-term Strategic Investment Plan for the area. In the following chapter we set out our vision, goals and priorities for the South East and describe the five key principles we have adopted to develop this transport strategy.

3 Our Vision, Goals and Priorities

Introduction

3.1 This chapter describes the outcomes that Transport for the South East and its partners and stakeholders wish to realise by 2050. It is structured as follows:

- First, it sets a vision statement for the South East in 2050. This vision, which has been developed by Transport for the South East in partnership with constituent authorities and key stakeholders, articulates a ‘preferred future’ for the South East area.
- Second, it outlines three strategic goals for the South East area. These align with the three pillars of sustainable development; economic, social and environmental.
- Third, it describes fifteen strategic priorities that will help the South East area to achieve the strategic goals.

3.2 The relationship between the vision, the strategic goals, and the strategic priorities is shown in Figure 3.1. The next part of this chapter describes each of these in more detail.

Strategic Vision, Goals and Priorities

Vision statement

3.3 The vision statement, which sets out the overall direction of the transport strategy, forms the basis of the goals and priorities that underpin it. These goals and priorities help to translate the vision into more targeted and tangible actions.

3.4 Transport for the South East's 2050 vision for the South East area is:

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

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

Strategic goals

3.5 The vision statement is underpinned by three strategic goals, which align to the three pillars of sustainable development and are shown in Figure 3.2:

- **Economic:** Improve productivity and attract investment to grow our economy and better compete in the global marketplace;

- **Social:** Improve health, safety, wellbeing, quality of life, and access to opportunities for everyone; and
- **Environmental:** Protect and enhance the South East's unique natural and historic environment.

This transport strategy aims to achieve a balance between these three pillars to deliver overall sustainability represented by the point where the three pillars interconnect at the centre of Figure 3.2.

3.6 The three pillars of sustainable development should be viewed in the context of the South East's existing characteristics set out in Chapter 2:

- The area is perhaps best known for its strong economic foundations. This is the most easily quantifiable of these goals to measure. However, future economic growth must not come at the expense of the natural environment.
- Despite this prosperity, the South East area faces many social challenges. It is home to some of the most deprived areas of the country, particularly in coastal regions. Addressing this issue will be challenging, but possible if future development is carefully managed. The South East area also suffers from unsustainably high house prices in many areas, which limits access to high-quality, affordable homes. Ultimately, addressing these challenges will lead to a higher quality of life for all residents of the South East area.
- The South East area has many rich environmental assets. The South East is home to two National Parks, seven Areas of Outstanding Natural Beauty, an environmentally sensitive coastline, and multiple historic monuments and conservation areas. Any intervention in the South East area's transport networks must ensure this environment is protected and, where possible, enhanced.

3.7 In some cases, these goals are mutually supportive. For example, improving the environment through focussing on air quality will also have the social benefit

of improving health outcomes for residents. In other instances, however, these goals are often in conflict. For example, unconstrained economic growth has the potential to harm the environment by allowing growth in emissions and the degradation of environmentally sensitive areas.

Strategic priorities

3.8 Beneath each of the strategic goals lies a set of fifteen strategic priorities. These priorities narrow the scope of the goals to mechanisms and outcomes that will be most important to effectively deliver its vision. They are designed to be narrow enough to give clear direction but also broad enough to meet multiple goals.

3.9 The strategic priorities are as follows:

Economic strategic priorities:

- Better connectivity between our major economic hubs, international gateways (ports, airports and rail terminals) and their markets.
- More reliable journeys for people and goods travelling between the South East's major economic hubs and to and from international gateways.
- A transport network that is more resilient to incidents, extreme weather and the impacts of a changing climate.
- A more integrated approach to land use and transport planning that helps our partners across the South East meet future housing, employment and regeneration needs sustainably.
- A 'smart' transport network that uses digital technology to manage transport demand, encourage shared transport and make more efficient use of our roads and railways.

Social strategic priorities:

- A network that promotes active travel and active lifestyles to improve our health and wellbeing.
- Improved air quality supported by initiatives to manage congestion and encourage further shifts towards less polluting and sustainable modes of transport.
- An affordable, accessible transport network for all that promotes social inclusion and reduces barriers to employment, learning, social, leisure, physical and cultural activity.
- A seamless, integrated transport network with passengers at its heart, making it simpler and easier to plan and pay for journeys and to interchange between different forms of transport.
- A safely planned, delivered and operated transport network with no fatalities or serious injuries among transport users, workforce or the wider public.

Environmental strategic priorities:

- A reduction in carbon emissions to net zero by 2050, at the latest, to minimise the contribution of transport and travel to climate change.
- A reduction in the need to travel, particularly by private car, to reduce the impact of transport on people and the environment.
- A transport network that protects and enhances our natural, built and historic environments.
- Use of the principle of 'biodiversity net gain' (i.e. development that leaves biodiversity in a better state than before) in all transport initiatives.
- Minimisation of transport's consumption of resources and energy.

3.10 Figure 3.1 shows each of the strategic priorities grouped beneath the strategic goals. This is a useful organising principle and makes it easier to understand broadly where these priorities are focussed. That said, the reality is

that many of the strategic priorities address several of the goals. For example, the strategic priority to build “a network that promotes active travel and active lifestyles to improve our health and wellbeing” clearly supports the social goal through improved healthcare outcomes and will also help to achieve the environmental goal by encouraging people to walk and cycle.

Applying the Vision, Goals and Priorities

Achieving key outcomes

3.11 The vision statement, strategic goals and strategic priorities outlined above describe the outcomes that Transport for the South East and its partners and stakeholders wish to realise by 2050. The remaining part of this transport strategy sets out how these outcomes will be delivered.

3.12 As described in Chapter 2 (paragraph 2.50), Transport for the South East has identified six thematic journey types, which are shown in Figure 2.15.

3.13 Transport for the South East has developed a framework that applies a set of principles to identify strategic issues and opportunities for each journey type in the South East.

3.14 The key principles that have applied in this process are as follows:

- Supporting sustainable economic growth, but not at any cost
- Achieving environmental sustainability
- Planning for successful places
- Putting the user at the heart of the transport system
- Planning regionally for the short, medium and long term

3.15 Each principle is described in detail in the next part of this section. The relationship between these principles and the journey types is shown in Figure 3.3.

Supporting sustainable economic growth, but not at any cost

3.16 Economic growth, if properly managed, can significantly improve quality of life and wellbeing. Stronger economic growth means more jobs, wider prosperity, better opportunities and services, and a higher quality of life for residents. It delivers much needed additional housing and employment opportunities and helps improve the productivity and well-being of the South East. Much of this new housing and employment development is directly dependent on the delivery of adequate transport networks and services. This is why an integrated approach to spatial and transport planning is essential to achieve sustainable economic growth.

3.17 However, without careful management, unconstrained economic growth can have damaging consequences or side effects. For example, increases in trade flows can lead to a rise in traffic congestion and associated emissions of greenhouse gasses and a decrease in local air quality, with significant adverse impacts on climate change and human health.

3.18 This transport strategy strongly supports sustainable economic growth which seeks to achieve a balance with social and environmental outcomes. This means economic growth must be viewed as a means to improving the long-term quality of life for residents of the South East, rather than an end in itself. There are areas of the transport strategy that focus explicitly on encouraging economic growth. However, where it does so, it also considers the potential social and

environmental consequences this may bring. Ultimately this reflects the overall vision of this document, and the strategic goals which lie beneath it.

Achieving environmental sustainability

3.19 Transport for the South East strongly believes the South East must reach a point where future economic growth is decoupled from damaging environmental consequences. This will be challenging, but against a background of global climate change and worsening local environmental quality (as evidenced, for instance, by Air Quality Management Areas within the South East), this goal is nonetheless critical.

3.20 There are several clear and practical ramifications of this approach. For example, spatial planning and transport planning must become more closely integrated, ensuring that future development occurs in locations close to jobs and opportunities. This approach will ensure that people are able to travel shorter distances to reach economic opportunities, which helps lower the environmental impacts of doing so. Where people still need to travel longer distances, better provision of sustainable transport options should be provided to reduce dependency on the private car. Better integration of different transport modes (for example, through initiatives such as ‘park and ride’) will help people easily make multimodal journeys and access economic hubs, such as city centres, without needing to rely on the private car.

3.21 A natural capital approach should also be taken to transport planning, maximising opportunities for biodiversity and delivering wider environmental net gains to create a more resilient transport network across the region. For example, incorporating green infrastructure as part of new or enhanced transport networks can contribute to Nature Recovery Networks, natural flood risk management,

infrastructure resilience, carbon reduction, and clean air, as well as other place-making and visitor economy objectives.

All these approaches will help ensure that the transport strategy provides a transport network that is more sustainable but does not limit future economic growth. They will also help to deliver the ambitions of the government's Twenty-Five Year Environment Plan, Clean Growth Strategy and Environment Bill, as well as support work undertaken by Natural England, Network Rail and Highways England on green transport corridors. ¹

Planning for successful places

3.22 This transport strategy envisages a South East where villages, towns and cities thrive as successful places, where people can live and work with the highest quality of life. Transport networks that simply aim to provide the most efficient means of moving along a corridor have the potential to bring a wide range of damaging consequences, particularly socially and environmentally. The transport network therefore has competing, dual priorities. On the one hand it must ensure that people can efficiently and easily move from one place to another. On the other hand, however, it must also ensure that 'places' are protected and ideally enhanced.

3.23 The best way to ensure that this occurs is to develop a transport network that considers both 'place' and 'link' functions. Some parts of the transport network are designed to fulfil 'link' roles while other parts contribute more to a sense of 'place'. A diagram illustrating the difference between these functions is provided in Figure 3.4.

3.24 Areas with high 'place' functions are areas such as town and city centres where 'active' modes, such as walking and cycling, should be prioritised over

motorised forms of transport. This will help to enhance the environmental quality of these places, ultimately ensuring that they can continue to fulfil their role as the focus of their communities.

3.25 By contrast, sections of the transport network with a high 'link' function must allow journeys to move as efficiently as possible along them. Motorways and high-speed rail lines such as HS1 are examples of this function, as these enable high volumes of vehicles to move through corridors as quickly as possible while minimising contact with vulnerable users such as pedestrians and cyclists.

3.26 In an ideal transport network, high speed and low speed components of the network should be clearly segregated from each other. For example, it is more appropriate for long distance rail services to use high speed railways (such as HS1) while stopping services should focus on slower corridors. Similarly, pedestrians and cyclists should be kept far away from the Strategic Road Network and other high-volume roads.

3.27 The most optimal transport network is one where traffic flows are aligned to their link function, and where conflicts between user types are minimised to ensure the efficient and safe operation of the transport network.

3.28 The application of the movement and place framework will require compromise. To ensure the best outcome for both movement and place, the process must be as inclusive and exploratory as possible, including looking at a range of options with experts from different disciplines and key stakeholders as well as those who use the space.

Putting the user at the heart of the transport system

3.29 This transport strategy envisages a transport network – particularly a public transport network – that places the passenger and freight user at the heart of it.

This approach mirrors the philosophy adopted by the Williams Rail Review, which seeks to place the passenger at the heart of the passenger rail industry.

3.30 This approach seeks to understand why people make journeys and why they choose between different modes, routes, and times to travel. It also seeks to understand the whole-journey experience, from origin to destination rather than just a part of the journey.

3.31 This principle highlights the need for much better integration between modes. This is not just limited to physical interchanges (which are undoubtedly needed), but also integration in timetables, ticketing and fares, and information sharing. Similarly, there is more that can be done to better integrate highways traffic management and information systems between the Strategic Road Network and other roads in the South East area.

3.32 The affordability of transport is a key issue. Many people can be left cut-off from opportunities and essential services, including education, work and healthcare because of the costs of car ownership and the cost and availability of public transport alternatives. It is an issue that affects people in both urban and rural areas. Moving forward it is vital to ensure that the current inequalities in mobility and accessibility do not deepen and widen. Action needs to be taken to ensure that new transport technologies and innovations that are emerging are accessible to all, and in particular to the groups that currently find it hard to access the transport system.

3.33 It is recognised that, in a highly fragmented industry, there are significant barriers to promoting integration. However, one of the roles a sub-national transport body can undertake is to support the development of pan-regional smart card systems (as is currently being developed by Transport for the North).

While this specific initiative may not be the right solution for the South East, it demonstrates the role a regional body such as Transport for the South East can play in fostering better integration between transport geographies and modes. 'Mobility as a service' is, however, one such option – a model whereby consumers have a 'bundle' of travel or 'mobility' across multiple modes of transport (much like a mobile phone plan with call minutes, messages, and data) or on a 'pay as you go' basis.

3.34 Mobility as a service could incorporate travel by car, as well as public transport and shared mobility options such as bike hire. This has the ability to ensure we only pay for the travel or mobility we 'consume', while also having the potential to better manage demand across the network.

3.35 Pricing mechanisms could be used to incentivise travel at less busy times or by more sustainable modes, or there is the potential to charge a premium if you travel at busier 'peak' times (e.g. similar to train travel, flights, and Uber), on more congested routes, by yourself or by more heavily polluting means, with options for road freight.

Planning regionally for the short, medium and long term

3.36 This transport strategy seeks to build on the excellent work of Transport for the South East's constituent authorities and other planning authorities in the South East. The transport strategy builds on transport plans set out by local transport authorities, local plans issued by local planning authorities, and the Strategic Economic Plans and Local Industrial Strategies created by local enterprise partnerships.

3.37 This transport strategy adopts a larger scale perspective that looks across the South East area focussing on cross-boundary journeys, corridors, issues and

opportunities. As far as possible, it also seeks to align with the ambitions of the Greater London Authority and Transport for London, and other neighbouring sub-national transport bodies.

3.38 This transport strategy also adopts a multi-modal approach. It views corridors as being served by different types and levels of infrastructure, from the Strategic Road Network to first and last mile, from intercity rail services through to rural bus operations. This transport strategy does not differentiate its approach to the future development of infrastructure based on how this infrastructure is currently managed. Transport for the South East views the transport system as a holistic system, while acknowledging key interdependencies and interfaces between different owners and actors.

Conclusions

In this chapter we have described our vision for the South East as a leading global region for net-zero carbon, sustainable economic growth. This vision is supported by a set of economic, social, and environmental goals and priorities for the South East area, which have also been outlined in this chapter. We have described the five key principles that we have drawn upon to develop our transport strategy, which are:

- Supporting sustainable economic growth, but not at any cost;
- Achieving environmental sustainability;
- Planning for successful places;
- Putting the user at the heart of the transport system; and

- Planning regionally for the short, medium and long term.

In the following section we focus on the six journey types that, together, describe the way people and goods move in the South East. We also highlight the key challenges facing each of these movement types and give an initial indication of the types of measures that will be needed to address them.

4 Our Strategy

Introduction

4.1 This Chapter outlines how Transport for the South East proposes to deliver its vision for the South East in 2050. It will do so by applying the principles introduced in Chapter 3 (paragraph 3.14) to each of the six journey types described in Chapter 2 (paragraph 2.50). This process will help identify key issues and opportunities, which will be explored further in subsequent area studies. A diagram illustrating this approach is shown in Figure 3.3.

4.2 The linkages between the principles and journey types have helped identify several key issues and opportunities. For example, applying the ‘planning for successful places’ principle to orbital and coastal journeys highlights significant issues relating to the mix of traffic passing through urban areas on the M27/A27 corridor. This is currently contributing to poor local air quality and conflicts between users. Similarly, applying the ‘achieving environmental sustainability’ principle to ‘inter-urban’ routes points towards a need for better allocation of space on urban corridors to public transport, cycling and walking. Funding sources and financing arrangements will be an important consideration in the

development of schemes and interventions identified in the subsequent area studies. This issue is explored in more detail in Chapter 5.

4.3 The rest of this chapter summarises the context, challenges and opportunities relevant to each of these six journey types. It also sets out an initial indication of the types of initiatives (schemes and/or policies) that the evidence suggests will help the South East area to address the challenges described below. This transport strategy will be complemented by five area studies which will identify and prioritise the specific interventions required across the South East to deliver the strategy. Further technical work will be undertaken to identify the potential impacts of the Covid-19 pandemic on travel behaviour, employment patterns and the economy in the Transport for the South East area. The findings from this work will be used to inform the area studies. The outputs from the area studies will then be fed into a Strategic Investment Plan setting out our short, medium, and longer-term scheme priorities.

Radial journeys

Context

4.4 Radial journeys are longer distance passenger journeys between the South East and Greater London area and, in the case of Berkshire and Hampshire, between the South East and the South West / South Midlands. These journeys typically use the Strategic Road Network that radiates from the M25 towards the south coast and West of England, and/or main line railways that terminate in central London. A map showing the key radial corridors serving the South East, which also highlights key issues and opportunities affecting these corridors, is provided in Figure 4.1.

4.5 Most radial corridors are served by frequent and, in many cases, fast rail services that terminate in central London. Most radial journeys into central London are undertaken by rail (83%)¹. This is unlikely to change as UK government and GLA policy strongly encourages high public transport mode share for trips to and from central London².

4.6 In contrast, a significant number of trips in outer London are made by car (44%)³. This perhaps reflects the relatively low level of public transport interchanges that support trips between the South East and outer London compared to central London.

4.7 There is a significant imbalance in jobs and homes in London. For every four jobs created in Greater London, just one additional dwelling is delivered⁴. In 2017, more than 1.2 million people entered central London on a typical weekday⁵. This imbalance in housing supply and demand gives rise to high levels of commuting to the capital.

4.8 London is expected to continue to grow and generate employment opportunities for the foreseeable future⁶. While TfSE supports the development of employment at economic hubs within its region, it acknowledges many people who live in the South East will continue to work in London. In general terms, commuting to London is highest in local authority areas that are closest to the Greater London boundary. Some areas with fast rail links, such as Brighton and Hove, also have relatively high levels of commuting to London⁷.

Challenges and opportunities

4.9 In general terms, the radial routes to London from the South East have evolved to accommodate the high demand for employees to service the London economy, and are historic in nature rather than strategically planned. Virtually all

major settlements and economic hubs have good access to a radial road on the Strategic Road Network and/or a radial railway. There is no obvious need to create a new radial corridor on the Strategic Road Network or rail network. However, these radial corridors face several challenges. In particular:

Challenge 1

While Kent has benefitted from significant improvements in rail journey times to London thanks to the introduction of High Speed 1 domestic services in 2009, some areas in **North and East Kent** risk being left behind. For example, the towns of Maidstone and Margate have relatively poor levels of connectivity compared to other parts of the region⁸. This undermines the potential for these corridors to support regeneration and unlock housing development in North and East Kent. There are also capacity constraints on several routes into London (many of which are only dual tracked, meaning longer distance services compete for track space with London/suburban stopping services) and at key termini such as London Charing Cross and London Cannon Street⁹. Similarly, journey times to London on the **Reading – Waterloo** Line are long compared to neighbouring corridors such as the Great Western Main Line.

Challenge 2

Both the road and railway serving the **A21/Hastings Main Line Corridor** deliver poor connectivity to the Hastings area¹⁰. The A21 is the least developed SRN road in the South East area and runs as a single carriageway for most of the route south of Pembury in Kent. Rail journeys from London to Hastings are typically 75% longer than from London to Brighton, even though the distances covered by these services are similar¹¹. This undermines the potential for this corridor to support

regeneration and economic development in ‘left behind towns’ such as those in the Hastings area.

Challenge 3

The **M23/A23/Brighton Main Line Corridor** is heavily utilised, has a significant ‘capacity gap’ and suffers from poor resilience¹². This undermines the potential for this corridor to support the economy and unlock development near key economic hubs. This corridor has several branches at its southern end, which together means it serves a large area of the Sussex coast (from Chichester to Eastbourne). Any disruption at the north end of this corridor has the potential to cause significant delays in the south. Highways England and Network Rail are both investing in schemes to improve resilience on this corridor, including a smart motorway on the M23¹³ and a resilience and renewal programme on the Brighton Main Line¹⁴.

Challenge 4

The **A3/Portsmouth Direct Line Corridor** passes through the Guildford and Portsmouth urban areas. The A3 trunk road contributes to poor air quality and noise in these areas¹⁵. This has the potential to undermine the health and wellbeing of the people served by this corridor. This corridor suffers from significant congestion around Guildford¹⁶.

Challenge 5

The **M3/South Western Main Line Corridor** provides important connectivity for freight traffic using the Port of Southampton, which is set to expand¹⁷. This corridor has high capacity (including an eight-lane smart motorway and a four tracked railway). However, it is also heavily utilised and regularly suffers from congestion¹⁸. The South Western Main Line railway suffers from serious

overcrowding at peak times. This undermines the potential of this corridor to support economic productivity and development, particularly at fast growing towns such as Basingstoke. Capacity constraints on this line also limit the opportunity to provide faster journeys on the Portsmouth Direct Line. This is a challenge because it currently takes longer to travel to London from Portsmouth than it does from Southampton (even though Portsmouth is closer to London). Network Rail is developing proposals to address bottlenecks on this corridor but funding to implement these proposals is not confirmed.

Challenge 6

The **M4/A4/Great Western Main Line Corridor** has benefitted from significant investment in recent years (Crossrail, Great Western Main Line electrification, new rolling stock and enhancements to Reading station)¹⁹. The M4 smart motorway enhancements are currently under construction and scheduled for completion in 2022. However, there are plans to expand Heathrow, which would mean this already very busy corridor is expected to come under increasing pressure. There is a risk it could hold back the economic benefits arising from improved global connectivity delivered by expansion at Heathrow.

The initiatives that are needed to address the radial journey challenges are:

Extend radial routes (e.g. Crossrail from Abbey Wood to Ebbsfleet and/or extend South Eastern franchise passenger services to the Isle of Grain) that serve particularly large new housing developments.

- Addresses: Challenge 1

Invest in rail improvements to speed up journey times to London, particularly by utilising spare capacity on High Speed 1 and investing in parts of the railway that are served by high speed services.

- Addresses: Challenge 2

Improve connectivity by both road and rail to deprived communities – particularly potential ‘left behind towns’ in Swale, Thanet, Hastings, Bognor Regis, Littlehampton, Worthing and Shoreham.

- Addresses: Challenge 1 and Challenge 2

Provide additional capacity and resilience on radial railways, particularly the busiest corridors such as the South Western Main Line, Reading to Waterloo Line and Brighton Main Line.

- Addresses: Challenge 3 and Challenge 5

Improve the resilience of the road network, potentially by adopting holistic demand management policies.

- Addresses: Challenge 3 and Challenge 5

Reduce human exposure to noise and poor air quality from radial roads, particularly where these run through urban areas such as Guildford and Portsmouth (e.g. by reducing speed limits, reallocating road space to cleaner transport modes, moving routes underground and/or away from urban areas, and/or supporting the uptake of cleaner technologies such as electric vehicles).

- Addresses: Challenge 4

Facilitate an increase in radial journeys by public transport, including longer distance coach services, particularly to/from outer London and to/from Heathrow Airport, with improvements to interchange facilities to help facilitate this shift.

- Addresses: Challenge 6

Orbital and coastal journeys

Context

4.10 Orbital and coastal journeys describe longer distance passenger journeys that use corridors that run perpendicular to the radial corridors described previously. The roads and railways serving these flows are sparser and have lower capacity and speeds than most radial corridors²⁰. They provide important links between economic hubs across the South East but have perhaps not received the level of investment that their function warrants in recent years²¹. A map showing the key orbital corridors serving the South East, which also highlights key issues and opportunities affecting these corridors, is provided in Figure 4.2. A further map highlighting some of the rail connectivity issues that are described in more detail below is provided in Figure 4.3.

4.11 The corridors serving these orbital journeys are heavily constrained by protected landscapes, which tend to run along an east – west axis in the South East area between the ridges of the North and South Downs. In contrast to the radial corridors, the road and rail networks are not closely aligned on the orbital corridors.

4.12 Journey times by rail on orbital corridors are typically much slower than on radial routes (largely due to cross-regional services having to serve local, regional and interurban markets simultaneously). Most rail routes on these corridors are split between different train operators and, in some cases, are divided by gaps in electric traction. A single trip from Maidstone to Reading requires changing trains twice, and a trip from Ashford to Southampton requires more changes. Indeed, it is often faster to travel via London rather than use an orbital rail route²².

Challenges and opportunities

4.13 The challenges and opportunities for orbital corridors vary across the South East area and are as follows:

Challenge 1

The M25 corridor is one of the busiest and one of the most congested corridors in Europe²³. There is very little scope for increasing capacity on this road, especially on the south west quadrant (between Junctions 7 and 15) where traffic diverts onto local routes. There are currently limited public transport alternatives on this route, although work needs to be undertaken to identify how these could be improved. There is a risk that lack of capacity on this corridor will hold back economic development and productivity improvement for the whole country, not just the communities and businesses in the South East who depend on it. The Lower Thames Crossing, which will improve access to the North and Midlands via the northern part of the M25, could divert demand away from the south west quadrant.

Challenge 2

There are very few long-distance orbital rail services in South East England. This is partly because of the rail franchise geography, which splits east-west routes between up to three different operators (e.g. Reading to Ashford). It is also partly due to gaps in electrification on these corridors (e.g. Marsh Line between Hastings and Ashford)²⁴ and the poor quality of infrastructure on some routes. Orbital connectivity to Gatwick Airport by rail from the east and the west is poor in comparison to the radial connectivity to the airport from the north and the south. Cross-country connectivity has declined on this corridor (intercity rail services from the Midlands and North of England used to run as far south and east as Gatwick Airport, Brighton, Ramsgate and Portsmouth)²⁵. Furthermore,

there are some parts of the orbital and coastal rail network that suffer from severe crowding in peak hours. The quality of the railway infrastructure on orbital and coastal corridors therefore presents a barrier to economic development on these corridors.

Challenge 3

The M27/A27/A259/East Coastway/West Coastway Corridor has multiple issues and challenges. The M27/A27/A259 serves as a grade separated expressway around Brighton, an urban distributor road in Worthing, a city centre corridor in Hastings, a rural single carriageway in Kent, an outer ring road in Chichester, and an inter-regional motorway in South Hampshire. The railway similarly tries to accommodate slow, stopping rural and suburban services alongside faster, non-stopping longer distance services²⁶. This mixture of traffic types creates multiple conflicts between users and undermines capacity and performance on this corridor. The poor performance of this corridor represents a significant barrier to fostering sustainable growth along the South Coast – particularly growth that encourages more local employment in economic hubs such as Brighton. The proximity of this corridor to protected built and natural landscapes means it also impacts on quality of life and wellbeing.

Challenge 4

While there are several high capacity links between the A3, M3, M4 and M40 in the west of the South East area and the M2 and M20 in the east, **there are several gaps between the M20, M23/A23 and A327**²⁷. This forces traffic to use the A27 and M25 and limits east-west access to Gatwick Airport and the “Gatwick Diamond” economic hub. Furthermore, there are some **bottlenecks on orbital links between the M3 and M4 such as the A404(M).**

Challenge 5

Some high capacity orbital links pass through urban areas such as Bracknell, which impacts negatively on air quality, safety and quality of life.

The initiatives that will help address orbital and coastal journey challenges are:

In the longer term, introduce holistic demand management initiatives that address congestion across the road network while avoiding displacement effects from one part of the network to another (ideally when alternative public transport options are available).

- Addresses: Challenge 1

Deliver the Lower Thames Crossing, which will provide an alternative route around the north of the M25, avoiding the south west quadrant.

- Addresses: Challenge 1

Encourage the wider electrification of the network and/or wider use of bi-mode trains across the south east to enable more direct, longer distance services on orbital corridors such as the North Downs Line.

- Addresses: Challenge 2

Provide capacity enhancements at bottlenecks where orbital railways cross busy radial routes, such as at Redhill.

- Addresses: Challenge 2

Improve long distance rail and coach connectivity and capacity particularly between the Midlands, South West and North of England into the South East area along orbital corridors and support the introduction of more direct east-west services to Gatwick Airport.

- Addresses: Challenge 2

Build a consensus on a way forward for the M27/A27/A259/East Coastway/West Coastway corridor, based on a multi-modal approach that seeks to reduce conflicts between different users on this corridor and improves interchange facilities.

- Addresses: Challenge 3

Improve orbital connectivity between Gatwick Airport and Hampshire and Kent.

- Addresses: Challenge 4

Improve orbital links between the M3 and M4, ideally in a way that avoids directing heavy traffic through urban areas such as Bracknell.

- Addresses: Challenge 4 and Challenge 5 – and potentially Challenge 1 by relieving pressure on the M25 South West quadrant.

Reduce the exposure to the adverse environmental impacts of road traffic on orbital corridors that pass through urban centres such as Gosport, Hastings, Portsmouth and Worthing, which may include reducing speed limits, reallocating road space to cleaner transport modes, and/or supporting the uptake of cleaner technology such as electric vehicles.

- Addresses: Challenge 5

Inter-urban journeys

Context

4.14 Inter-urban journeys primarily describe medium-distance passenger journeys between economic hubs and the Strategic Road Network. These

journeys are predominantly served by the South East area's Major Road Network and any railways that mirror these corridors.

4.15 Inter-urban journeys take several forms:

- There are journeys **between economic hubs** (such as town and city centres) across the country that do not use the Strategic Road Network at all (e.g. A26/A228 (Lewes – Strood));
- There are journeys between the Strategic Road Network and economic hubs (e.g. A264 (Horsham – M23));
- There are journeys that **shadow strategic road corridors** and act as distributor routes for these corridors (e.g. A4 (Slough – Newbury)). The routes that serve these journeys are highly susceptible to 'spill over' from the Strategic Road Network during periods of congestion and/or disruption.

4.16 In contrast to the (radial) Strategic Road Network, the railway network does not align particularly well to many of the corridors that serve inter-urban journeys. For this reason, the primary public transport alternative on the corridors that serve inter-urban routes is the bus. There are also some well-developed longer distance cycleways (some of which replaced abandoned railways).

Challenges and opportunities

4.17 Inter-urban routes, and the Major Road Network in particular, face the following challenges and opportunities:

Challenge 1

Routes that act as secondary routes for radial and orbital roads (e.g. A22, A24 and A30) fall below standard in places. Where possible, these routes should be developed to offer a consistent standard across the corridors they serve. In some cases, this may require investment in improvements to junctions and/or targeted

widening. Several interventions have been identified by local transport authorities that aim to bring these routes up to a more consistent standard.

Challenge 2

Bus services risk deteriorating on inter-urban routes if congestion rises. This in turn risks slowing down bus services and reducing their attractiveness and viability. Interventions may be needed to provide bus priority measures and improved interchange facilities to ensure bus performance does not deteriorate, particularly on corridors within urban areas and/or that serve park and ride facilities on the edges of large urban centres.

Challenge 3

There are many gaps in the railway network serving inter-urban corridors, which represents an issue as rail is better placed to provide public transport services on many inter-urban corridors, although the introduction of new rail lines is expensive. For example, the West Coastway Line runs too far north of the A259 in places for it to provide a realistic public transport alternative on this road.

Challenge 4

There are several road safety ‘hot-spots’ on the Major Road Network, which may require intervention through speed limits, junction improvements and other interventions.

The initiatives that will help address inter-urban journey challenges are:

Support existing Major Road Network and Large Local Major schemes (e.g. A22 junction improvements) that bring secondary routes up to an appropriate standard.

- Addresses: Challenge 1 and Challenge 4

Support initiatives that enhance, or at the very least, maintain the viability of bus services on inter-urban corridors such as bus priority measures and improved interchange facilities between different forms of transport, including integration between public transport and cycling.

- Addresses: Challenge 2

Deliver better inter-urban rail connectivity, such as direct rail services from Brighton/Lewes to Uckfield.

- Addresses: Challenge 3

Local journeys

Context

4.18 Local journeys are short distance journeys to destinations within the same community, village, town or city. They also include the first or last part of longer distance journeys including the first mile/last mile movements that form an important element of other journey types described in this strategy.

4.19 Local journeys can be undertaken by almost any mode of transport, including walking and cycling. In rural areas, where the bus network is much sparser than in urban areas, the choice of mode for these journeys may be more limited.

4.20 This journey type is particularly well suited to the 'planning for successful places' framework outlined in Chapter 3 (paragraph 3.14). This framework emphasises the importance of protecting vulnerable users, particularly in urban areas. This approach guides transport and spatial planners towards creating spaces and corridors that are safe and attractive to pedestrians and cyclists and that prioritise public transport modes over other motorised transport.

4.21 Interventions needed to support local journeys are typically smaller in scale and tend to be sponsored by local authorities (as opposed to national and regional bodies) through their Local Transport Plans. Funding arrangements therefore tend to differ to larger schemes. Funds such as the 'Transforming Cities Fund' and 'Housing Infrastructure Fund' have been established to support initiatives at this scale. Specific mechanisms for developing improvements that will support local journeys have been put in place such as the Local Cycling and Walking Infrastructure Plans developed by local authorities.

Challenges and opportunities

4.22 The challenges relating to local journeys vary between urban and rural contexts. In urban environments they broadly relate to congestion and conflicts between different users and modes. In rural contexts, the key challenge is ensuring adequate levels of accessibility, especially for the most vulnerable of transport users. The key challenges and opportunities for this journey type are as follows:

Challenge 1

There are many conflicts between different modes and user types, particularly vulnerable users and people with reduced mobility in urban areas. There are several examples of urban corridors in the South East where too much priority is given to the car over other transport modes. This is particularly common where the Strategic Road Network passes through urban areas (e.g. at Worthing and Bexhill). There are also examples of corridors that serve both long-distance and short-distance trips, which risks creating conflicts between heavy road traffic and more vulnerable road users such as pedestrians and cyclists.

Challenge 2

There are significant issues with air quality and road safety on many urban corridors that serve local journeys, with emissions from vehicles operating in congested conditions and brake and tyre wear leading to poor air quality. Some of these corridors are designated as Air Quality Management Areas or Clean Air Zones. The poor air quality and road safety concerns have the effect of deterring people from walking and cycling, which in turn can generate higher demand for car transport, which risks undermining air quality and road safety further still. This behaviour also results in increased congestion, which reduces the speed and attractiveness of bus services.

Challenge 3

Integration between transport modes could be better. There are limits to the degree that bus and rail companies can align timetables and ticketing arrangements (due to competition law). There are places where bus hubs are not well connected to rail hubs, particularly in historic towns and cities (e.g. Canterbury). This presents significant barriers to achieving modal shift and for access for people with reduced mobility. There is scope for wider use of park and ride sites on the periphery of large urban centres, and for greater use of water-based transport in the Solent area and along the Thames. Smart ticketing could be rolled out further than it is at present. Looking further ahead, there are opportunities to better integrate 'mobility as a service' modes with traditional transport modes, including bus, rail and even by car (or other private vehicles).

Challenge 4

Bus services have come under significant pressure in recent years, particularly in rural areas. Local transport authority budgets have been squeezed in recent years

and this has limited the level of support these authorities have been able to provide for socially necessary bus services. Any further retrenchment of the bus network risks leaving some of the most vulnerable members of society isolated and unable to access key services.

Challenge 5

Public transport is not always affordable for everybody. While very affordable rail fares are available for those who book in advance, rail fares have increased ahead of inflation in most years since privatisation in 1996, and today are reportedly among the highest in Europe²⁸. Bus fares have also increased significantly ahead of inflation in recent years²⁹. This trend risks putting access to transport beyond the means of some of the most vulnerable people in the South East. In addition, current season ticket options do not support flexible working practices.

Challenge 6

Rural areas have particular transport challenges. They are characterised by low population density, limited public transport service provision and high levels of car dependency. This denies people choice, opportunity and creates isolation by excluding those groups who do not have access to a car. These are most often the young, older people, those with disabilities and those in lower income households.

The initiatives that will help address local journey challenges are:

Develop high-quality public transport services on urban corridors, such as Bus Rapid Transit and Light Rail Transit, as appropriate.

- Addresses: Challenge 1 and Challenge 2

Improve air quality on urban corridors by, for example, reducing speed limits, reallocating road space to cleaner transport modes, and/or supporting the uptake of cleaner technology such as electric vehicles.

- Addresses: Challenge 2

Prioritise the needs of pedestrians and cyclists over the private car, making streets safer for pedestrians, cyclists and public transport users to help encourage greater use of these sustainable forms of transport.

- Addresses: Challenge 1 and Challenge 2

Invest (or encourage others to invest) in integrated passenger information systems to provide passengers with dynamic, multi-modal travel information.

- Addresses: Challenge 3 and Challenge 6

Develop integrated transport hubs (bus, rail, park and ride, new mobility and cycle parking), integrated 'smart ticketing', and integrated timetables, where feasible.

- Addresses: Challenge 3

Lobby government to protect and enhance funding for socially necessary bus services in rural areas.

- Addresses: Challenge 4, Challenge 5 and Challenge 6

Lobby government to reduce public transport fares in real terms in the longer term.

- Addresses: Challenge 5 and Challenge 6

Improve the accessibility of transport infrastructure and public transport services in urban and rural areas by investing in accessibility improvements and by ensuring streets and public places are accessible to all.

- Addresses: Challenge 1, Challenge 2 and Challenge 6

Encourage the roll out of integrated ticketing arrangements that enable multi-operator and multimodal journeys and new tickets that provide better value for those working flexible hours.

- Addresses: Challenges 3, Challenge 5 and Challenge 6

Improve the management of the supply and cost of car parking in urban areas to encourage modal shift to more sustainable forms of transport.

- Addresses: Challenge 1 and Challenge 2

Identify the potential for technological developments to transform transport and accessibility in rural areas as part of the development of a Future Mobility Strategy for the South East.

- Addresses Challenge 6

International gateways and freight journeys

Context

4.23 As described in Chapter 2 (paragraphs 2.64 to 2.68), and the “Logistics and Gateway Review” technical report³⁰, the South East is home to many of the most important and busiest international gateways in the UK. These gateways serve both passenger and freight markets. Many of the people who use and who benefit from these gateways live outside the South East and, indeed, outside the UK. These international gateways are therefore critically important for the whole country. Many businesses in the North of England and Midlands depend on these

gateways to access suppliers and customers, while many visitors to London pass through the Channel Tunnel and Gatwick Airport.

4.24 A map showing the key corridors serving international gateways and freight journeys in the South East is provided in Figure 4.4. However, it should be noted that inter-urban and local roads also support the delivery of ‘first mile/last mile’ freight services. These types of freight trips include those driven by strong recent growth in internet shopping, which rely on package deliveries.

4.25 The international gateways in the Transport for the South East area are a focus for employment and commerce. Several large business parks have developed near Heathrow Airport (along the A4/M4 corridor) and Gatwick Airport (in the Gatwick Diamond cluster). The businesses located here see a benefit in being located to high-quality international hubs.

4.26 Most of the busiest international gateways are well connected to the Strategic Road Network and the railway network, although some offer better onward connectivity to the rest of the country than others (e.g. the Port of Southampton is better served by the Strategic Road Network and railway network than Shoreham Port).

4.27 The key corridors that enable road freight to access the South East’s key ports are:

- the A2/M2 corridor from Dover to the East of England, Midlands and North of England via the Dartford Crossing;
- the A20/M20 corridor from Dover and the Channel Tunnel terminal at Cheriton to the East of England and North of England via the Dartford Crossing, or the West of England and Midlands via the M25 and M4/M40; and
- the M3/A34 corridor from Southampton to the Midlands.

4.28 The most important corridors for accessing the South East area's airports are:

- the M4/Great Western Main Line and M25 corridors for Heathrow Airport; and
- the A23/M23/Brighton Main Line corridor for Gatwick Airport.

4.29 The key railway corridor for accessing the Channel Tunnel is served by the country's only high-speed railway – High Speed 1. This corridor could carry more rail freight and is underutilised at present. Currently, most rail freight from Kent is forced to pass through inner London (notably on a busy section of the South London Line between Nunhead and Wandsworth Road, which carries up to two freight trains per hour) to reach the rest of the country. There are also heavy freight flows between Southampton and Reading, with up to 40 freight train paths in each direction, each day³¹. There are a number of constraints on increasing rail freight capacity, including continued growth in the number of local and regional passenger services using off peak capacity, the lack of alternatives to busy orbital routes across and around London, gauging and route clearance constraints and, limited opportunities on the network for freight trains to wait to find compliant train paths.

4.30 The operation of the South East area's international gateways impacts the South East area's surface transport networks and vice versa. For example, delays on the M25 could cause passengers to miss their flights, while delays on cross-channel ferry operations can cause significant tailbacks on the M20/A20 and M2/A2 highways.

4.31 Many of the South East area's international gateways are expected to grow. For example, Heathrow Airport is developing proposals for a third runway to the

north-west of its current site; Gatwick Airport has launched its masterplan and a Development Control Order process to seek permission for expansion; while the Port of Southampton is developing proposals to expand its operations. It will be important to ensure that any future growth at these gateways can be accommodated, by more sustainable modes where possible, and minimising adverse impacts on the communities and environment nearby.

4.32 Any future transport strategy for international gateways and freight must provide enough flexibility to respond to the most plausible future relationship between the United Kingdom and the European Union.

4.33 There are exciting opportunities for improving the efficiency of road freight thanks to emerging technologies such as connected and autonomous vehicles (also known as 'CAVs').

4.34 Technology also offers scope for more efficient logistics models. Better information sharing between steps on the logistics chain has the potential to make freight delivery significantly more efficient. This could help to ensure that there is less congestion on the roads, liberating space for other road users and providing more reliable delivery services. Improvements in service-based freight models have the potential to reduce last mile delivery costs for operators and reduce multi-attempt delivery trips.

4.35 In addition to accessing international gateways, there are important regional freight flows that also depend on the Strategic Road Network.

4.36 Congestion on these roads has a significant impact upon the attractiveness of these international gateways for trade and has an impact upon other road users. Several of the largest international gateways in the South East lie near city centre locations (most notably Southampton and Portsmouth), therefore this

congestion has a significant impact upon the local population. However, heavy goods vehicle movements account for a small percentage of vehicle movements, therefore tackling congestion around international gateways needs to comprise a rounded approach that encompasses all road users.

4.37 The provision of adequate lorry parking and driver welfare facilities are critical to the operation of the freight and logistics sector in the UK. There is currently a shortage of lorry parking both nationally and in the South East. Inappropriate lorry parking causes issues for not only residents with litter, noise, damage to kerbs/verges but also for the drivers, with a lack of adequate facilities causing potential road safety issues, and concerns of personal safety/crime towards drivers and their loads. The lorry parking issue was examined as part of the Freight Logistics and Gateways study that was undertaken as part of the development of the transport strategy [32](#).

4.38 The freight market and international gateways in the South East predominantly serve two distinct markets: containerised freight and roll-on, roll-off shipping. These two markets are served by different components of the transport network. Transport networks need to be adaptable and flexible to the changing make up of freight as these two distinct markets evolve in the future.

Challenges and opportunities

4.39 The key challenges to international gateways and freight relate primarily to accommodating future growth and reducing the impact of freight transport on the environment:

Challenge 1

Heathrow Airport is planning to develop a third runway to the north-west of the current site, which will enable up to three aircraft to take off and/or land

simultaneously. This has the potential to accommodate growth in excess of 35% of air traffic movements in the long term³³. This expansion will enable the doubling of the current cargo volume and 260,000 additional air traffic movements. Additional growth at Heathrow, which currently has a public transport surface access mode share of 40%³⁴, presents significant transport and environmental risks to the South East. Currently there are no rail links from the west or the south to Heathrow Airport. It is critically important that viable public transport alternatives are put in place to enable access to and from Heathrow Airport by other means than the car. These improvements are required regardless of the current expansion plans. If expansion proceeds, these improvements will need to be accompanied by demand management policies (e.g. parking and drop-off charges). **Gatwick and Southampton airports** also have expansion plans. Gatwick has plans for expansion within the existing airport estate by bringing its emergency runway into use. This will bring significant, challenges for both passenger, airport worker and freight flows on corridors serving this airport. Southampton Airport also wants to extend its runway and increase the number of flights. Again, the additional passenger and employee journeys arising from this expansion should principally be mitigated by increasing sustainable transport mode share.

Challenge 2

The roads serving the **Port of Dover and the EuroTunnel terminal** routinely suffer from poor resilience due to port and border operations on both sides of the English Channel, which can cause freight traffic to build up on the M20³⁵. The A2 trunk road east of Canterbury could be further developed to strengthen the resilience of both corridors serving these two important gateways.

Challenge 3

There are opportunities for port expansion at several locations in the South East, including at **Southampton** and (to a lesser extent) at **Dover**. Any expansion will need to be supported by appropriate access to the highway and railway networks.

Challenge 4

The **Dartford Crossing (M25)** currently experiences severe congestion. Highways England is developing the Lower Thames Crossing scheme to relieve congestion on this route. However, this scheme risks diverting traffic from the M20 to the M2/A2 corridor (as the crossing route starts at Strood). This may place additional pressure on the A229 between the M2 and M20.

Challenge 5

Rail freight mode share nationally is relatively low³⁶ and there are constraints limiting the scope of rail freight to expand (for example, on the A34 corridor). In some areas (e.g. Dover) there are constraints in the railway gauge that limit the transport of containers by rail. There are understandable commercial reasons for a preference for road haulage, especially as the nature of logistics is changing (by moving away from bulk deliveries towards smaller 'just-in-time' package deliveries). However, this is holding back the potential for freight to contribute to reducing carbon emissions and improving air quality in the South East.

Challenge 6

Freight is dependent on some of the most congested roads in the South East area. This is particularly the case for the M25 and the A34 corridors.

Challenge 7

There is a **shortage of lorry parking and driver welfare facilities in the South East** inhibiting the efficient operation of the freight sector, causing potential road safety issues, and concerns of personal safety/crime towards drivers and their loads.

Challenge 8

It is much harder to reduce heavy goods vehicle emissions than lighter road vehicles. Battery powered freight vehicles are less developed than smaller electric vehicles. Different traction technologies to the battery may be needed to provide non fossil fuel alternatives for freight vehicles.

Challenge 9

Finally, the **United Kingdom's future relationship with the European Union** also presents potentially significant uncertainty and challenges for the South East area's international gateways. There is a risk of more disruption at the Channel ports in the short term, which could disrupt transport networks across Kent. In the longer run, there could be a shift in freight patterns.

The initiatives that will help address key international gateway and freight journey challenges are:

Improve public transport access to Heathrow Airport through delivering the western rail and southern access schemes, and improvements in public transport access to Gatwick Airport and Southampton Airport.

- Addresses: Challenge 1

Support the use of demand management policies at Heathrow Airport, such as vehicle access charges, to minimise traffic growth arising from expansion at this airport.

- Addresses: Challenge 1

Provide appropriate links and improvements to the highways and railway networks at expanding and/or relocating ports in the South East. This should include improvements to road routes, such as the A34 and A326, and parallel rail routes (serving Southampton) and A2 (serving Dover).

- Addresses: Challenge 2 and Challenge 3

Deliver Lower Thames Crossing and associated improvements on the A229, Junctions 3, 5 and 7 of the M2 and Junction 6 of the M20. Deliver improvements at Junction 9 of the M3.

- Addresses: Challenge 4

Implementing rail freight schemes, such as electrification and gauge enhancements, to increase capacity on strategic routes and encourage modal shift from road to rail.

- Addresses: Challenge 5 and Challenge 6

Improve the efficiency of freight vehicle operations through adoption of new technologies.

- Addresses: Challenge 7

Help international gateways adapt to changes in trade patterns. This may include investing in facilities such as customs checkpoints away from key locations such as Dover.

- Addresses: Challenge 9

Develop a Freight Strategy and Action Plan for the South East to improve the efficiency of freight journeys, and specifically identify potential solutions to the current shortage of lorry parking and driver welfare facilities.

- Addresses: **All Challenges**

Future journeys

Context

4.40 Future journeys encompass any journey type that may be facilitated by an emerging technology. This is an exciting and rapidly developing area of transport that has the potential to deliver significant change to all aspects of mobility. A more detailed exploration of the potential impact of this emerging technology on the South East area is described in the “Future Transport Technology”³⁷ and “Ticketing Options Study”³⁸ technical reports

4.41 This transport strategy sets a vision for the South East in 2050, which is more than thirty years in the future. To understand the degree of change that could be delivered over this period, one only needs to consider what the world looked like thirty years ago in 1990. At this time:

- The Cold War was coming to an end following the fall of the Berlin Wall;
- China had not yet emerged as a superpower; and
- The internet could only be accessed by a tiny portion of the population.

4.42 Transport was also very different thirty years ago. In 1990:

- Railway patronage (by passengers) was approximately half the level it is today;
- The Channel Tunnel was still under construction;

- The low-cost airline industry was yet to emerge; and
- Many of the major roads in the South East had not been built, including parts of the M20 and M25.

4.43 It is therefore difficult to predict which technologies and social trends will influence the future over a thirty-year time horizon. That said, some trends seem more certain than others, and some of these trends will have a greater impact on transport demand than others. In the “Future Transport Technology” Technical Report 39, six themes of trends are identified that have the potential to significantly affect transport demand. These themes are:

- **Demographic trends:** Including a growing, ageing population and urban densification;
- **Social trends:** Including greater acceptance of ‘sharing’, higher expectation of immediacy and customer centricity, and a greater appreciation of experiences over assets;
- **Environmental attitudes:** Greater awareness and concern about climate change, air quality, scarcity of resources, circular economy and interest in greener technologies;
- **Economic changes:** Including the rise of the ‘gig economy’, increased automation, new business models, and on-demand manufacturing; and
- **Political landscape:** Including increased devolution to regions and countries and increasing conflict between globalisation and protectionism.

4.44 The technologies that are arguably most likely to succeed are those that respond best to the challenges and trends outlined above. The “Future transport strategy” categorises these technologies into the four following groups:

- **Connected**, which encompasses the movement of data between people, other people, vehicles, assets and systems;
- **Autonomous**, which includes any technology that replaces ‘mundane’ human tasks with technology;
- **Alternative fuels**, which includes the decarbonisation of energy production, storage and consumption; and
- **Shared**, which describes the sharing of services that traditionally were ‘owned’ by individuals.

4.45 The technologies outlined above are delivered to the public through different business models, which include:

People-based mobility models, such as:

- Ride-sharing, which match private vehicle drivers with potential passengers (sometimes co-workers) making similar regular or one-off trips;
- Ride-sourcing, which match customers with available rides using a smartphone application and enable users to pay on account via pre-approved payment methods, with prices set according to supply and demand; and
- Asset-sharing, which allow customers to access and to share use of different mobility modes without having to own them (e.g. car or bicycle). Assets are generally available at permanent or semi-permanent parking locations and booked, paid for and located via an application.

Service-based mobility models, such as:

- Mobility as a service, which integrates multimodal public and private sector mobility services through digital platforms by incorporating travel information, payments, and reservation systems into a single application;

- Parking platforms, which provide consumers with information and app-based payment functions to reduce the traditional problems associated with finding and paying for parking; and
- Digital as a mode, which uses digital connectivity to reduce/remove the need to travel (e.g. by enabling remote working and remote access to services including health and education).

Freight-based mobility models, such as:

- Digital-based freight models, which offer customers easier access to real-time and price transparent freight services, which helps improve supply chain visibility and asset utilisation; and
- Service-based freight models, which use data and automated technologies to provide customers with a wider selection of flexible last-mile delivery and collection options.

4.46 The impact that these trends have upon transport patterns will be modulated by 'critical uncertainties', which include:

- willingness to share data;
- willingness to adopt new technologies;
- preferences for sharing transport or travelling alone;
- future levels of automation;
- future rates of electrification; and,
- the role of/authority of the private and public sectors.

4.47 These uncertainties are significant and could have a major bearing on future technological development. This makes it difficult to develop a narrow or specific strategy when it comes to future journeys. Therefore, this strategy

identifies broad challenges and opportunities relating to future journeys for further consideration.

Challenges and opportunities

4.48 While Transport for the South East may not be able to control all the levers driving the development of technology in the South East, it can help steer the direction and uptake of these innovations and shape the regulatory framework governing them. It is important to ensure that these new technologies develop in a way that supports this transport strategy (e.g. by contributing to zero-net carbon) rather than undermining any of its objectives (e.g. by encouraging mode-shift from walking/cycling/public transport to shared taxis and potentially contributing to traffic growth). Transport for the South East's overarching objective for future journeys is to ensure they are accessible to all, environmentally acceptable, and do not undermine the efficiency of the transport network.

Some of the key challenges and opportunities for future journeys in the South East include:

Challenge 1

There are gaps in electric and digital infrastructure. The South East's power distribution network needs to have the capacity to accommodate the uptake of electric vehicles. It also needs to provide widespread access to charging points to ensure electric vehicles can be conveniently charged anywhere in the region. While there has been some investment in charging infrastructure in the South East, this has not yet been consistent, meaning there are gaps in accessing them. Similarly, there are gaps in internet connectivity across the region, which could

undermine the development of internet-based services and (in the longer term) connected vehicles.

Challenge 2

There is a risk some parts of the South East may be 'left behind' as some future mobility initiatives may not be accessible to all because of their cost or the technology needed to access them. Many of the service-based mobility models described above have the potential to make the lives of residents around the South East significantly easier, particularly those who have limited mobility, such as ageing members of the population who struggle to access conventional public transport modes. However, these services may not be affordable to all users or economically viable in rural areas, which means that some parts of the South East risk being left behind. There is also a risk that new mobility services may only be accessible through channels that target particular demographics (e.g. younger people with access to smart phones), which may mean other parts of society who cannot easily access these channels will miss out on the benefits these services offer.

Challenge 3

There is a risk that new technology may undermine walking, cycling and public transport modes. There is some evidence from North America that the popularity of service-based mobility models is attracting users away from public transport to private vehicles (albeit taxis rather than privately owned vehicles). If this trend were to emerge in the South East, then this could risk increasing road traffic congestion, thus undermining any economic or environmental benefits that might arise from the uptake of new technologies.

Challenge 4

There is a risk that new technologies may further fragment the delivery of transport services. This has the potential to undermine strategic planning in the South East and make it difficult to find ways of better integrating different transport modes to promote sustainable transport choices. This is particularly pertinent of smart ticketing technologies, which are currently being developed by multiple operators across the South East area.

Challenge 5

There is a risk that the uptake of internet shopping will generate more freight traffic, particularly freight that is not well suited to more sustainable transport modes such as rail.

Challenge 6

Alternative fuel private vehicles won't solve the congestion problem. Although the switch to electric cars may reduce harmful greenhouse gas emissions, it will not reduce traffic levels on the network.

The initiatives that will help address key future journey challenges are:

'Future-proof' the digital and energy infrastructure within the South East by making provision for accelerated future uptake. The South East Energy Strategy that has been produced jointly by the Coast to Capital, Enterprise M3 and South East Local Enterprise Partnerships aims to achieve clean growth from now until 2050 in energy across the power, heat and transport sectors. The Thames Valley Berkshire LEP has produced a similar strategy for their area. 40

- Addresses: Challenge 1

Incorporate ‘mobility as a service’ into the current public transport network (and potentially for private vehicles too), to provide better accessibility for a wider range of the population in both rural and urban areas.

- Addresses: Challenge 2, Challenge 3, Challenge 4 and Challenge 5

Encourage consistency in the ‘smart ticketing’ arrangements across the South East, expanding the use of ‘pay as you go’ and contactless payment.

- Addresses: Challenge 4

Develop a Future Mobility Strategy for the South East to enable Transport for the South East to influence the roll out of future journey initiatives in a way that will meet Transport for the South East’s vision.

- Addresses: All Challenges

Conclusions

In this chapter we have shown how we have applied the principles described in Chapter 3 to the six Journey Types to address the key transport challenges facing the South East area. In the following chapter, we describe how we plan to implement this transport strategy.

5 Implementation

Introduction

5.1 This chapter outlines how the transport strategy will be delivered. It outlines broad priorities for interventions, outlines a high-level schedule for these interventions, describes who will be involved in delivering the transport strategy, how progress will be monitored, governance arrangements, and next steps.

Priorities for interventions

5.2 The previous chapter highlighted examples of schemes, interventions and policies that will support the delivery of this transport strategy. Some of the schemes identified are relatively advanced in their development. Others are at feasibility stage, or earlier, in their development cycle. Five area studies will be undertaken to identify the particular schemes and interventions that will be needed in different parts of the Transport for the South East Area. Further technical work will be undertaken to identify the potential impacts of the Covid-19 pandemic on travel behaviour, employment patterns and the economy in the South East. The outputs from this work will be used to inform the area studies.

5.3 It is acknowledged that the current pipeline of highway and rail schemes being delivered through the Road Investment Strategy and rail investment programmes will address short term capacity and connectivity challenges. However, in the longer term, the focus should shift away from road building ('planning for vehicles') towards investing in public transport services ('planning for people') and, supporting policies such as integrated lands use and transport planning and demand management policies ('planning for places').

5.4 In the course of developing the strategy, a wide range of partners and stakeholders have been asked for their priorities for schemes and interventions across the South East. The interventions have been categorised by importance (high, medium and low) and timeline (short, medium and long term).

5.5 The priorities for interventions and suggested timescales identified by partners and stakeholders are shown in Figure 5.1 and are summarised below:

- **Highway schemes** Changing traffic flow patterns on the road network means there will always be a need for localised improvements to address issues that will continue to arise. New roads, improvements or extension of existing ones should be prioritised in the short term but become a lower priority in the longer term. Highways schemes should target port access, major development opportunities and deprived communities.
- **Railway schemes** are high priority across all timelines – Brighton Main Line upgrades are prioritised for the short term, while improvements to orbital rail links such as the East and West Coastway, Gatwick to Reading, Kent to Gatwick and new Crossrail lines are a longer-term goal.
- **Interchanges** are a high priority across all timelines where these facilitate multi modal journeys and create opportunities for accessible development.
- **Urban transit schemes** (e.g. Bus Rapid Transit and/or Light Rail Transit schemes, where appropriate for the urban areas they serve), are high priority and generally medium to long term.
- **Public transport access to airports** is a high priority and, in the case of Heathrow Airport, must be delivered regardless of whether airport expansion takes place.
- **Road and public transport access to ports** is also high priority and prioritised for delivery in the short term.
- **Technology** and innovation in transport technology – vehicle, fuel and digital technologies – is supported, however the widespread roll-out of some beneficial technologies may only be realised in the medium to long term.
- **Planning policy** interventions are relatively high priority and short term.
- **More significant demand management policy** interventions are a much longer-term goal.

Funding and financing

5.6 Funding sources and financing arrangements are an important consideration in the development of an implementation plan for schemes and interventions identified in the transport strategy. In this context, it should be noted that:

- Funding refers to the capital which pays for the up-front costs of the scheme (i.e. it does not need to be directly repaid); and
- Financing refers to how the capital requirements of the scheme are met from various sources that are repaid over time. Financing is generally required for a project if funding is insufficient to cover the projects total costs during construction.

5.7 A “Funding and Financing Options” technical report has been developed as part of the transport strategy, which explores potential funding mechanisms for schemes and interventions. The approach it sets out has been designed so that it can be tailored to specific infrastructure investment projects.

5.8 Due to the number and scale of schemes and interventions put forward as priorities, it is acknowledged that multiple sources of funding and financing will be required to deliver the transport strategy. A summary of the most common routes to financing infrastructure is provided in Figure 5.2.

5.9 Public finance is likely to remain the key source of funding for highway and railway infrastructure in the near future. Looking further ahead, in order to manage demand and invest in sustainable transport alternatives, new funding models will need to be pursued in future in order to secure finance to implement schemes. This could include funding models, such as hypothecated road user charging schemes, as a means of both managing demand in a ‘pay as you go’

model or as part of a ‘mobility as a service’ package, as well as providing much needed funding for investing in sustainable transport alternatives. Transport for the South East will continue to identify and secure additional sources of funding to help deliver the transport strategy.

Monitoring and evaluation

5.10 A mechanism for monitoring and evaluating the progress of the transport strategy will be established. This will include monitoring the delivery of the priorities summarised in paragraph 5.5. It will also include tracking outcome orientated key performance indicators, which are described below. In addition, any interventions arising from the transport strategy would need to demonstrate compliance with environmental legislation. Development that would be likely to have a significant effect on a European Natura 2000 sites (designated for nature conservation)¹ will be subject to assessment under habitats regulations at project application stage.

5.11 Transport for the South East will use a set of key performance indicators to monitor how well the strategy is progressing. These key performance indicators will consist of a range of measures that will be used to assess the extent to which the strategic priorities, outlined in Chapter 3 (paragraph 3.14), are being achieved. The key performance indicators that are going to be used to monitor the performance are listed in Table 5.1 below.

Transport for the South East's role

Powers and functions

5.12 Transport for the South East proposes to become a statutory sub-national transport body, as described in Part 5A of the Local Transport Act 2008 (as amended). Transport for the South East proposes to have the 'general functions' of a sub-national transport body as set out in Section 102H (1) of this legislation. The general functions are:

- to prepare a transport strategy for the South East;
- to provide advice to the Secretary of State about the exercise of transport functions in relation to the South East (whether exercisable by the Secretary of State or others);
- to co-ordinate the carrying out of transport functions in relation to the South East that are exercisable by different constituent authorities, with a view to improving the effectiveness and efficiency in the carrying out of those functions;
- if the sub-national transport body considers that a transport function in relation to the area would more effectively and efficiently be carried out by the sub-national transport body, to make proposals to the Secretary of State for the transfer of that function to the sub-national transport body; and
- to make other proposals to the Secretary of State about the role and functions of the sub-national transport body.

5.13 Under current legislation relating to sub-national transport bodies sets out that the Secretary of State will remain the final decision-maker on national transport strategies. However, the Secretary of State must have regard to a sub-national transport body's statutory transport strategy. This demonstrates the

need for the strong, ongoing relationship between Transport for the South East and government on developing schemes and interventions.

5.14 The consultation on the draft Proposal to Government ran from 7 May to 31 July 2019. This process was concurrent with the development of the draft transport strategy. The draft proposal identifies powers required in order to successfully deliver the transport strategy. These powers include:

- **General functions:** The powers to prepare a transport strategy, advise the Secretary of State, co-ordinate the carrying out of transport functions, make proposals for the transfer of functions, make other proposals about the role and functions of the sub-national transport body;
- **Railways:** The right to be consulted about new rail franchises and to set High Level Output Specification for the railway network in the South East;
- **Highways:** The powers to set a Road Investment Strategy for the Strategic Road Network in the South East, to enter into agreements to undertake certain works on roads in the South East, to acquire land to enable the delivery of schemes, and to construct highways, footpaths, bridleways;
- **Capital grants for public transport facilities:** The powers to make capital grants for the provision of public transport facilities;
- **Bus service provision:** The power to secure the provision of bus services through Quality Bus Partnerships;
- **Smart ticketing:** The powers to introduce integrated ticketing schemes;
- **Establish Clean Air Zones:** The powers to establish Clean Air Zones;
- **Other powers:** The right to promote or oppose Bills in Parliament; and
- The powers which are additional to the general functions relating to sub-national transport bodies will be requested in a way that means they will operate concurrently and with the consent of the constituent authorities.

5.15 Transport for the South East does not propose seeking the following functions or powers (some of these are subject to any changes recommended in the forthcoming devolution White Paper and governance of the rail network recommended by the Williams Rail Review):

- set priorities for local authorities for roads that are not part of the Major Road Network;
- be responsible for any highway maintenance responsibilities;
- carry passengers by rail;
- take on any consultation function instead of an existing local authority;
- give directions to a constituent authority about the exercise of transport functions by the authority in their area;
- act as co-signatories to rail franchises; or
- be responsible for rail franchising.

5.16 The Williams Rail Review may recommend significant changes to the structure of the rail industry which could affect the role of sub-national transport bodies in the planning and delivery of rail infrastructure and service specifications. Transport for the South East will review the White Paper due for publication in summer 2020 and assess its potential future role in the railway industry in due course.

5.17 Transport for the South East is intending to submit the Proposal to Government in autumn 2020, following approval of the transport strategy by the Shadow Partnership Board.

Governance

5.18 Transport for the South East has put in place governance arrangements that will enable the development, oversight, and delivery of the transport strategy. It is envisaged that this governance framework will be further formalised when Transport for the South East becomes a statutory sub-national transport body. The governance arrangements are summarised as follows:

- Transport for the South East is governed by a **Shadow Partnership Board**. The Shadow Partnership Board is formed of elected members from each constituent member authority, with the six Berkshire unitary authorities being represented by one elected member through the Berkshire Local Transport Body. This body elects a chair and vice chair from the constituent members. It currently meets four times a year. Transport for the South East's regulations provide for the appointment of persons who are not elected members of the constituent authorities but provide highly relevant expertise to be co-opted members of the Partnership Board. Currently a representative from two of the five local enterprise partnerships in the geography, two representatives from the boroughs and districts, a representative from the protected landscapes in the geography, the chair of the Transport Forum and representatives from Network Rail, Highways England and Transport for London have been co-opted onto the board.
- The Partnership Board works by consensus but has an agreed approach to voting where consensus cannot be reached and for certain specific decisions.
- The Partnership Board has appointed a Transport Forum to act as an advisory body to the Senior Officer Group and Partnership Board. This forum comprises a wider group of representatives from user groups, transport operators, borough and district councils and business groups. The Transport

Forum meets quarterly and is chaired by an independent person appointed by the Partnership Board.

- The Partnership Board and Transport Forum are complemented by a Senior Officer Group, which provides expertise and co-ordination to Transport for the South East's activities and the Shadow Partnership Board (including the development of the transport strategy). The Senior Officer Group meets monthly.

Next steps

Future programme of studies

5.19 Further studies will be undertaken to identify the measures that will be needed to implement this transport strategy and achieve its vision. Five area studies will identify the specific schemes and policy initiatives that will be required in different parts of the Transport for the South East area. These studies will include an assessment of the potential impact of these measures in reducing carbon emissions. Figure 5.3 shows the area that will be covered by three radial area studies and Figure 5.4 shows the extent of two orbital area studies. In addition, two thematic studies will be undertaken to identify the specific role of these two areas in achieving the vision: one on freight and international gateways, and a second on future mobility. The outputs from these area and thematic studies will be fed into a Strategic Investment Plan setting out our short, medium, and longer-term scheme priorities.

5.20 A diagram showing a revised route map for our technical programme, including the timing and phasing of the area studies and thematic studies and Strategic Investment Plan outlined above, is provided in Figure 5.5.

Conclusions

In this chapter, we have set out how this transport strategy will be delivered, including: the broad priorities for interventions; possible funding sources and financing arrangements; how it will be monitored; our governance arrangements moving forward; and the next steps.

Overall in this transport strategy, we have set out a clear, ambitious vision for the South East area as a leading global region for net-zero carbon, sustainable economic growth. We are committed to turning this vision into a reality, working with our partners to deliver a better connected, more sustainable South East which will benefit of everybody who lives in, works in, and visits our area.

HAMPSHIRE COUNTY COUNCIL

Report

Committee:	Economy, Transport & Environment Select Committee
Date:	1 July 2020
Title:	Recycling and Single Materials Recovery Facility Update
Report From:	Director of Economy, Transport and Environment

Contact name: Sam Horne

Tel: 01962 832268

Email: sam.horne@hants.gov.uk

Purpose of Report

1. For the Economy, Transport & Environment Select Committee to pre-scrutinise the proposals for the business case for a single co-mingled Materials Recycling Facility (see report attached due to be considered at the decision day of the Executive Member for Economy, Transport and Environment at 2.00pm. on 2 July 2020).

Recommendation

2. That the Economy, Transport and Environment Select Committee:

Either:

Supports the recommendations being proposed to the Executive Member for Economy, Transport and Environment in paragraphs 2 and 3 (pages 1-2) of the attached report.

Or:

Agrees any alternative recommendations to the Executive Member for Economy, Transport and Environment, with regards to the proposals set out in the attached report.

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Economy, Transport and Environment
Date:	2 July 2020
Title:	Recycling and Single Materials Recovery Facility (MRF) Update
Report From:	Director of Economy, Transport and Environment

Contact name: Sam Horne

Tel: 01962 832268

Email: sam.horne@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to provide an update on the business case for a single co-mingled Materials Recycling Facility (sMRF), to outline the current national and local context, and also the work undertaken to date to support identifying the most suitable recycling collection and processing system for Hampshire in line with the requirements of the Environment Bill 2020.

Recommendations

2. That the Executive Member for Economy, Transport and Environment approves that, in the current circumstances, and based on the modelling to date, work on the single co-mingled Materials Recovery Facility proposal is paused whilst business cases for the alternative options of a Twin Stream and Kerbside sort systems are developed and that the Council looks to explore the potential for delivering Food Waste reception and processing infrastructure in conjunction with these other recycling infrastructure business cases.
3. That the Executive Member for Economy, Transport and Environment notes and approves further work and discussion with Project Integra Partners regarding future waste services arrangements in terms of collection and processing of recyclable materials in line with the principles set out in this report, including:
 - no further work to be undertaken regarding a single co-mingled MRF;
 - recycling services to be compatible with the requirements of the Environment Bill 2020;
 - that any solution does not transfer financial risk to the County Council;
 - that there is no impact on the County Council's ability to deliver its required Transformation Savings proposals; and

- that there will need to be robust governance arrangements in place between the authorities that enables effective decision making.

Executive Summary

4. This paper briefly sets out the current and historic context in which Hampshire authorities are operating and the policy proposals from Government in order to increase recycling performance and ensure a more consistent type of Waste service for householders across the country. The paper considers the business case development that has been undertaken with regards to a single co-mingled Materials Recovery Facility (sMRF) and sets out the outcome of this in a separate appendix.

Contextual Information

Historic Context

5. Hampshire County Council, as a Waste Disposal Authority (WDA), has a statutory duty for the disposal of municipal waste arisings in Hampshire. In order to fulfil this function, it has, in conjunction with its waste disposal partners, the unitary authorities of Portsmouth City Council and Southampton City Council, entered into a waste disposal service contract, now extended to 2030, and a contract for the management of 26 Household Waste Recycling Centres (HWRCs), also to 2030, both of which have been awarded to Veolia UK.
6. Prior to the commencement of the contract, all 14 waste authorities of Hampshire (Disposal and Collection), along with Veolia, became members of the Project Integra (PI) partnership established in the mid-1990s to deliver an integrated waste management service in the county. The partnership agreement is in the form of a non-legally binding Memorandum of Understanding, entered into by all partners and setting out the principles of the partnership and the roles and responsibilities of the partner members.
7. The Waste Disposal Service Contract (WDSC) with Veolia is a Design, Build, and Maintain as well as Service contract, which requires the provision of the necessary infrastructure at the outset. The joint working arrangements put in place through the Project Integra partnership enabled the County Council to include recycling infrastructure within the remit of the WDSC, even though recycling activities are, in the main, the responsibility of Waste Collection Authorities (WCAs).
8. As a result of this approach, investment was made into a suite of infrastructure, which consists of:
 - 3 Energy Recovery Facilities (ERFs)
 - 2 Material Recovery Facilities (MRFs)
 - 2 Composting Facilities
 - 10 Transfer Stations

- 26 Household Waste Recycling Centres (HWRCs) (including the unitary authorities).
9. Household waste related services in Hampshire cost approximately £106million per year, with these costs split approximately one third spent on waste collection and two thirds spent on waste disposal. This includes repaying the capital investment made by Veolia in delivering the aforementioned infrastructure.

Performance

10. The recycling performance of Hampshire authorities is not ranked highly in comparison with other authorities nationally. Table 1 shows the most recent (2018/19) recycling performance for all Hampshire district authorities, and their position on the National Waste Collection Authority league table as well as that of the County Council and the two city councils.
11. This is in part due to the restricted processing ability of the existing MRF infrastructure, which is currently unable to sort the full range of plastic packaging products.
12. Other reasons for the fall in performance include the restricted nature of the Project Integra partnership, which in recent years has tended towards a less ambitious work programme in order to secure consensus, and the removal of the communications budget following austerity driven reductions among the district partners.

Table 1: National Indicator NI 192: Recycling, Composting and Reuse (%) Performance 2018/19

Position out of 222 WCAs	Authority	NI192 Percentage HH waste sent for Reuse, Recycling or Composting
126	Hart District Council	41.78%
127	Eastleigh Borough Council	41.68%
N/A	Hampshire County Council	41.32%
164	Winchester City Council	36.13%
167	Test Valley Borough Council	36.00%
175	East Hampshire District Council	34.34%
178	Fareham Borough Council	33.70%
184	New Forest District Council	32.90%
197	Havant Borough Council	30.69%
N/A	Southampton City Council	29.26%
206	Rushmoor Borough Council	28.99%
207	Basingstoke and Deane Borough Council	28.34%
N/A	Portsmouth City Council	25.50%
216	Gosport Borough Council	23.77%

13. It is recognised that change to existing services is inevitable given the direction of travel being proposed by Government set out below, and the

Hampshire Waste Partnership work set out later in this paper has been initiated in recognition of this. This work is intended to find agreement on future collection arrangements in order to determine the future processing infrastructure requirements.

National Context

14. In December 2018, the Government published its Resources and Waste Strategy¹, which is the mechanism by which it will deliver on the ambition of the 25 Year Environment Plan to leave the environment in a better condition for future generations.
15. In February 2019, the Government issued four consultations on key elements of the Strategy;
 - consistency of recycling collections;
 - Deposit Return Scheme (DRS) for drinks containers;
 - Extended Producer Responsibility (EPR) for packaging; and
 - plastics packaging tax.
16. The County Council responded positively to these consultations, supporting the key themes of each, whilst making specific comment on the impact that some of the proposals could have on local authorities: in particular, the cost and timeframes associated with implementing such significant change when local authorities are coming from such different starting points, both in terms of performance and operation.
17. In January 2020 the Environment Bill was re-introduced to parliament, having previously fallen at second reading due to the 2019 General Election. The Bill sets out the legislative framework that will enable Government to establish post-Brexit governance arrangements for environmental matters and implement its Resources and Waste Strategy. This provides a clear direction of travel for the government, and a clearer indication of the key implications for the waste and resource management sector going forward, as follows:
 - introduction of consistency for collections of waste from households e.g. material streams including a wider range of plastic packaging and weekly separate food waste collections as well as some specific requirements to separate some materials from others to maintain quality;
 - powers to introduce a deposit return scheme for drinks containers, indicated by Government although the scope and scale of the scheme is yet to be determined;
 - powers to make producers 100% responsible for the packaging waste that they produce to reflect the costs incurred in managing the material they create; and

¹ [Resources and Waste Strategy - December 2018](#)

- charges for other single use plastics, akin to the plastic bag charge to encourage the use of alternative products/design to either remove the need for the item or to ensure it is easily recyclable.
18. Progress of the Environment Bill through Parliament has stalled as a consequence of the Coronavirus crisis with the Bill still with the Public Bill Committee for scrutiny.
 19. Likewise, whilst DEFRA has already commenced with a round of Stakeholder engagement to help flesh out the details for the Government's proposals on issues such as Collection Consistency, this work too has been interrupted by the Coronavirus outbreak. It is understood that DEFRA is currently trying to re-initiate this engagement, but it is now likely that next round of consultations on these proposals will not occur until 2021.

Single Co-mingled Materials Recycling Facility Business Case

20. In recognition of the desire among National and Local Politicians as well as residents to improve Hampshire's recycling performance, the County Council has been working with Veolia, its waste disposal contractor, on options to upgrade and redevelop the existing MRFs at Portsmouth and Alton to be able to accept and sort additional waste streams.
21. The physical constraints of the Portsmouth site mean that it would not be possible to provide the capability at this site, and the MRF at Alton is not big enough to be able to take all of the recyclables from across the County, particularly when additional housing and increasing recycling targets are taken into account.
22. In order to try to maintain the existing co-mingled collection service operated by waste collection partners, the County Council undertook a review of options for a co-mingled single MRF to replace the existing facilities.
23. Initial modelling included the addition of plastic packaging such as pots, tubs and trays (PTTs) and glass, which lead to a requirement for a 175,000 tonne per year facility. Due to the inclusion of glass within this option, the business case modelling led to significant additional costs for the County Council as a consequence of having to pay a gate fee for this material, which currently only incurs a nominal handling fee as the material is delivered separately from other materials for storage and onwards transfer to market.
24. The markets for recyclable materials have long held a dislike for the co-collection of glass and fibre materials (paper & card). This is due to the contaminating effect that glass has on the fibre remanufacturing process, especially paper.
25. The recently re-published Environment Bill requires the separate collection of material streams in order to preserve the quality of the fibre products, unless it is not technically or economically practicable to do so, or where there is no significant environmental benefit from doing so.
26. The inclusion of glass as part of co-mingled kerbside recyclable collections, whilst economically advantageous to the WCAs, due to the need not to provide separate collections for the material, would significantly increase the

County Council's costs as glass would now incur a gate fee for processing through the MRF, which would be at least 10 times greater than the current bulking costs. It would also not be environmentally beneficial in terms of material quality, and its marketability as MRF glass is of poorer quality, which makes it less suitable for re-melt into new bottles and attracts a lower value from markets.

27. In the report presented to the Executive Member for Environment and Transport in April 2019², the County Council set out the rationale for the exclusion of glass from the material input specification, and subsequently commissioned Veolia to undertake a feasibility study into the development of a new single co-mingled MRF that would be capable of processing all of the materials currently included in the current specification, with the addition of PTTs and cartons.
28. The County Council has invested in a site at Chickenhall Lane in Eastleigh, which has planning permission for waste activity (Thermal Treatment [Gasification] and Anaerobic Digestion) in order to be able to provide new recycling processing infrastructure in light of the long-term unsuitability of the existing facilities.
29. At the County Council's request, Veolia submitted a detailed design proposal for the development of a single 125,000 tonne per annum MRF to process fully comingled dry mixed recyclables (excluding glass) at the Chickenhall Lane site in Eastleigh.
30. The capital costs of the development are set out in table 2 below;

Table 2

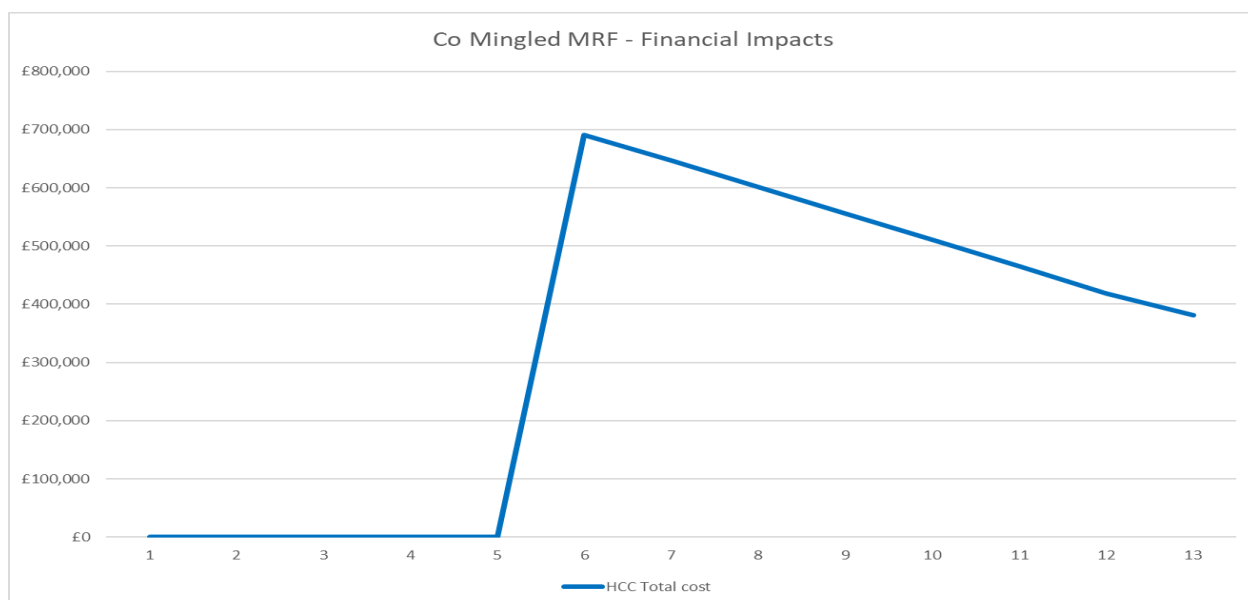
Item	Capex – 125ktpa Comingled MRF
Process	£ 16,733,073
Buildings	£ 11,068,487
Others	£ 6,348,302
Total	£ 34,149,861

31. The County Council would borrow the required capital from the Public Works Loan Board (PWLB) at the interest rate at that time. It is expected that the MRF building and associated infrastructure would be depreciated over a 30-year period. However, the processing infrastructure inside the MRF would be depreciated over a 10-year period, the operational life of the equipment. This is due to the wear and tear on the machinery; the need to upgrade component parts to improve quality and performance of the sorting, and to respond to market and legislative changes.

² <http://democracy.hants.gov.uk/documents/s32722/Report.pdf>

32. Cost modelling has been undertaken to capture the financial implications on the proposal including those resulting from projected changes in material flows that would result, and associated factors such as:
- The cost of capital borrowing. (For the purpose of the modelling this has been assumed to be a rate of 2.5%)
 - Fixed fee discount in recognition of operational efficiencies of moving from a two site to a one site operation.
 - The wider benefits from an expanded range of kerbside recyclables being collected and diverted from the ERFs
 - an increase in the amount of MRF income from the sale of recyclables,
 - an increase in ERF income due to the capacity freed up as a result of the diversion that can be utilised for third party material by Veolia to generate an income.
33. This modelling indicates that the single co-mingled MRF option would result in an overall increase in cost to the County Council mainly as a result of the repayments of the capital borrowing (See Graph 1). In the first year a cost increase of £691,203 against the current operational baseline cost is forecast. This increased cost tapers off over the period of borrowing as the capital is paid off.

Graph 1



34. The full impact of this proposal over the remaining term of the contract, to December 2030, is a total cost increase of £4.615 million to Hampshire County Council. This should be considered in the context of the savings

targeted from this project, as part of the Transformation to 2019 programme, of £3.019 million per annum.

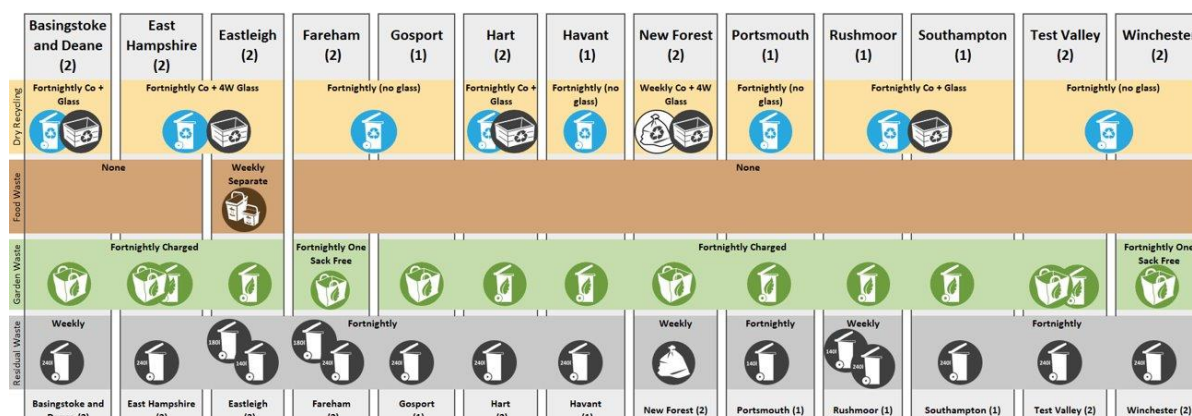
35. It should also be noted that it is not expected that a fully comingled system will comply with the anticipated legislation and would therefore impact negatively on any EPR payments that local authorities might receive.
36. On the basis of this information, it is considered that, in the current circumstances, the single co-mingled MRF proposal does not provide a value for money solution for the County Council in terms of the sufficiency of the savings opportunity, and therefore no further work will be undertaken on this option whilst similar business cases for the alternative options of Twin Stream or Kerbside Sort collections (see below) have been developed.
 - twin stream co-mingled – residents are provided with two recycling containers and are asked to place different materials in each container, typically paper/card (fibre) in one and plastics, glass and cans (containers) in the other. These materials are kept separate either through collection at different times or by using one vehicle which has two chambers; and
 - kerbside sort – involves the sorting of materials at kerbside into different compartments of a specialist collection vehicle.
37. This, therefore, means that the delivery of the Transformation to 2019 savings associated with this proposal will be delayed and will now be delivered alongside the Transformation to 2021 proposals that relate to the cessation of discretionary payments to our District Partners.
38. As a consequence of the County Council considering the potential relocation of its recyclables processing capacity from Alton to Eastleigh. Veolia, which owns the freehold for the Alton Facility, submitted a planning application to re-purpose the site as an Energy Recovery Facility on 25th May 2020.

Hampshire Waste Partnership

39. Alongside the business case modelling for a co-mingled sMRF, work on the Hampshire Waste Partnership programme has been continuing. This is driven through the Hampshire and Isle of Wight Local Authority (HLOWLA) Chief Executives group and undertaken by the Directors Working Group (DWG), with representatives from each of the Waste Collection authorities, Unitary authorities, and the County Council invited to participate.
40. This work is looking at how partners can adapt to the requirements of the Government policy, with the starting point being the way in which waste is collected. This should set the foundation for the rest of the system. However, in Hampshire the recycling system has been determined by the input specification for the MRFs, which have accepted mixed recyclables (paper material, plastic bottles, and metal cans) collected in a co-mingled manner. This specification was originally agreed in the mid-1990s and has not changed significantly since then due to the limitation of the MRFs' design as well as the lack of viable markets for additional materials. As long as the material is presented in accordance with the specification, the style of

collection has been left to individual authorities to decide. This has resulted in as many different ways of delivering these collections as there are Hampshire Authorities, as shown in (Fig 1).

Figure 1: Existing Collection systems in Hampshire³

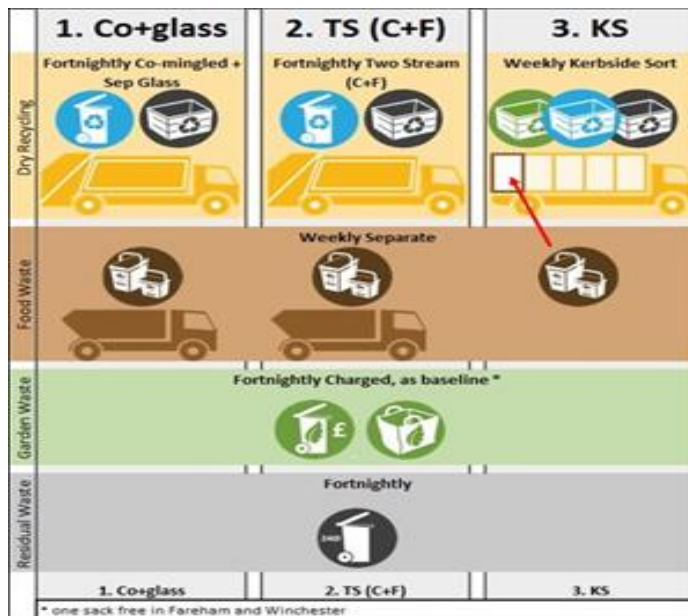


41. The Government's Resources and Waste Strategy seeks the delivery of a much more consistent style of collection in order to reduce public confusion about what can and cannot be recycled. The Environment Bill set out the legislative basis for consistency in household waste collections by prescribing the principles of these collections.
42. The Directors' Working Group, supported and funded by the Waste and Resources Action Programme (WRAP), commissioned Eunomia Research and Consulting Ltd to undertake a review of the three different waste collection systems recognised by the Government (Fig 2) namely:
 - co-mingled – where all Recyclable materials are collected together;
 - twin stream - where fibre products and containers are collected separately; and
 - kerbside sort - where all materials are sorted into different streams at the kerbside.

in order to establish what the impact of each of them would be on Hampshire in terms of whole system cost and performance.

³ This diagram was accurate as of September 2019.

Figure 2: Core Collection Options










43. The review considered these three recycling collection systems and assumed the following systems were also in place:

- weekly separate food waste collections;
- chargeable fortnightly green garden waste; and
- fortnightly residual waste, using a 240 litre container.

44. In addition, these three core systems were each modelled against three further sensitivities (Fig 3), namely:

- free fortnightly green garden waste;
- fortnightly 180 litre residual waste container; and
- three weekly residual waste collections.

Figure 3: Collection Sensitivities Modelled

	a. Free GW	b. 180 Res	c. 3W Res
Dry Recycling	Each Sensitivity Modelled for Options 1 - 3		
Food Waste	Weekly Separate 		
Garden Waste	Fortnightly Free  	Fortnightly Charged, as baseline  	
Residual Waste	Fortnightly 		Three Weekly 
	a. Free GW	b. 180 Res	c. 3W Res

45. The results of this work, set out in graph 2 below, show that, broadly, the performance for each of the 3 collection methods is similar, in that each of the options (options 1, 2, 3 on Graph 2) shown in figure 2 result in an approximate 15% increase in recycling performance. The majority of this is as a consequence of the assumed introduction of food waste collections, with some minor improvement in the capture rate of dry recyclables.
46. The results show that the biggest impact on recycling performance is not derived from the recycling system used, but from the residual waste collection service. It is not until this is targeted either through a small container (options 1b, 2b, 3b in Graph 2) or reducing the frequency of residual waste collections to 3 weekly (option 1c, 2c, 3c in graph 2) that the recycling performance increases significantly, with 3 weekly collections leading to approximately a 25% performance increase because many residents would be compelled to be more diligent in their recycling, both of food waste and dry recyclables, in order to have the capacity for 3 weeks' worth of non-recyclable items in the residual waste container.

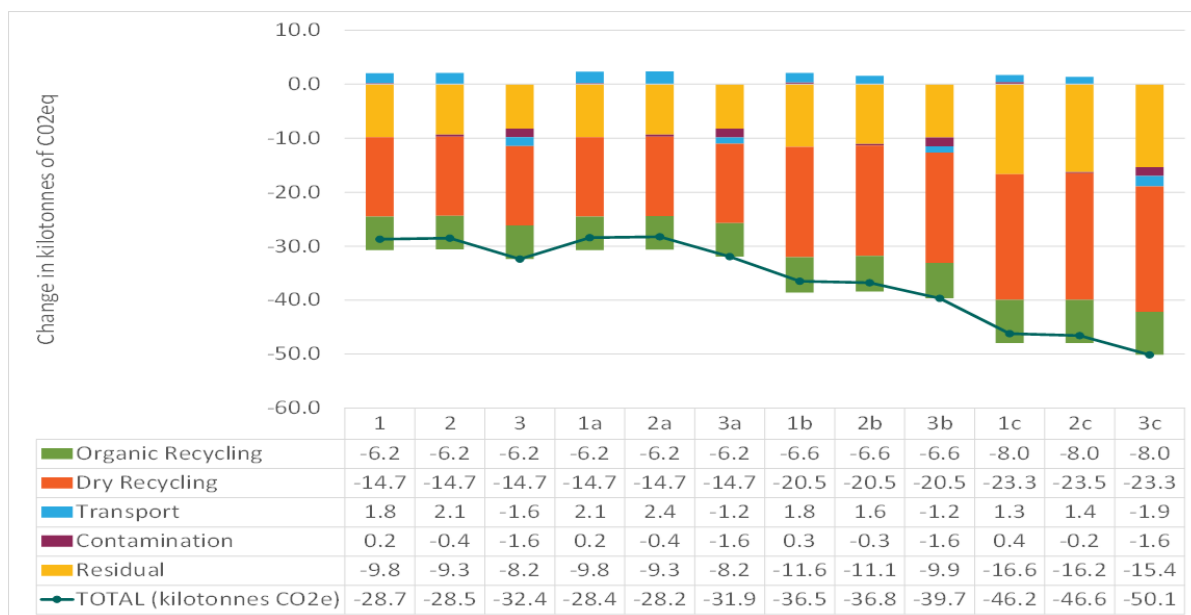
Graph 2: Net Cost and Performance of each Collection Option



47. Whilst the results also show that the full kerbside sort option is both the cheapest and gives marginally the greatest performance improvement, this modelling does not include any changes to the existing wider waste transfer station (WTS) network that might be required in order to accommodate pre-segregated materials. Initial work with Veolia on this issue has identified significant costs at some WTSs, even up to a need to replace at least one facility in its entirety.
48. Since this work started, the County Council, along with most other Hampshire authorities, has declared a Climate Emergency. Waste management is a key service provided by these authorities, and as a predominantly logistical exercise contributes significantly to each authority's carbon emissions. In order to fully understand the implications of the waste collection options considered above, Eunomia were also commissioned to assess each collection option for the carbon impact it would have compared to the current system.
49. The results (Graph 3) show that all of the options lead to a reduced carbon impact compared with the baseline scenario primarily due to the introduction of separate food waste collections and the impact that this has on residual waste. Again the results show that the broad collection options shown in Fig 2 do not lead to huge variations in CO₂, though the Kerbside sort option does show marginally better performance due to the reduced number of vehicle movements required to undertake the collections, if dry recyclable and food waste collections are carried out using a single vehicle.

50. Again, the main driver to reducing CO₂ emissions from this service is primarily due to the reduction of residual waste capacity leading to the diversion of materials to the various recycling waste streams, with a reduction on residual waste collection frequency to 3 weekly showing the greatest impact.

Graph 3: Carbon Impact (Kilotonnes CO₂e per annum) of Collection Options



Next Steps

51. The window for new infrastructure delivery, timed to meet the known Government ambition to introduce its Environment Bill measures by 2023, is shrinking. Therefore, the County Council is proposing to progress the business case development for infrastructure related to both a Twin Stream Collection System and Kerbside Sort system in order to determine, in comparison to the work already done for a single co-mingled MRF, which, if any, provides a business case for investment to deliver the savings requirements associated with the Transformation to 2019 and 2021 programmes.
52. It is intended to carry out this work over the course of the next few months, despite the current Covid-19 crisis, in order to be in a position to present the findings to partners as soon as feasibly possible.
53. WCAs will then be asked to sign up to this proposal and undertake to adapt their collections in order to be able to present material into the infrastructure, including the Delivery Point network, in accordance with a revised and expanded material specification within an agreed timeframe.
54. It is recognised that, ultimately, it may not be possible to achieve a consensus amongst all partners. Hampshire County Council would therefore have to consider moving forward with those Authorities which are willing to adapt to

this preferred option, whilst working to review options with those who are unwilling to commit to adopting the preferred option.

55. The County Council will be looking to make a decision regarding its preferred option later in 2020 in order that it may progress with obtaining any necessary planning permissions and order infrastructure to be able to deliver it in time for the introduction of the Government proposals which despite the Covid-19 crisis is still anticipated to be in 2023.

Food Waste

56. With the re-publication of the Environment Bill on 30 January 2020, the requirement for mandatory weekly food waste collections takes a step forward.
57. This will require each waste collection authority to make the necessary arrangements for the collection and processing of this material. The County Council would be obliged to pay a recycling credit equivalent to the saved disposal costs unless it wishes to make provision in the same way that it has for other recyclable materials in order to deliver cost benefits from the economies that can be achieved from the delivery of processing solutions on a county-wide scale.
58. At present only Eastleigh and Portsmouth offer food waste collections, and the County Council, in conjunction with its contractor, Veolia, has provided a food waste reception point at the Otterbourne and Portsmouth Transfer Stations as well as making arrangements for the processing of the resultant material.
59. The County Council has made an initial assessment of the suitability of the existing Transfer Station/Delivery Point network to be able to receive and store food waste prior to onwards transfer for processing. This assessment has identified that it will not be feasible for all Delivery Points to be able to provide dedicated food waste receptacles without upgrading work at a number of sites, and that for some it may not be possible at all.
60. The County Council has also requested that Veolia conducts an assessment of the availability of processing capacity within or near to Hampshire. This has identified a limited processing capacity in the local geographic area.
61. The County Council owned site at Chickenhall Lane, Eastleigh, currently benefits from planning permission for an Anaerobic Digestion facility, and it is recommended that the Council looks to explore the potential for delivering this in conjunction with the other recycling infrastructure business case developments proposed above.
62. It should be emphasised that the requirements to make arrangements for food waste collection fall to the Districts and Boroughs of Hampshire and not the County Council. Whilst there are obvious benefits from the County Council playing a facilitating role, or in providing infrastructure to support this new service where it is economic to do so in order to generate cost benefits from economies of scale, this should not lead to an additional cost burden on the County Council.

63. The Government has suggested that this and other new services will be supported by “additional resources” to meet the net new burden on local authorities, as re-iterated by the Recycling Minister, Rebecca Dow, in January⁴. However, it would be prudent for the County Council to set out the basis on which it is prepared to intervene in the provision of this new requirement, i.e. that the County Council would not be in a position to support any intervention which resulted in a net cost increase.
64. It is therefore recommended that approval is given for discussions with partners regarding food waste service options, which do not expose Hampshire County Council to costs over and above those it already meets for residual waste disposal.

Consultation and Equalities

65. The impact on service users as a result of this decision is neutral as the proposed decision is subject to the outcomes of the Environment Bill and to further government consultation. A change to the service residents will receive would be subject to a further decision and assessment once the legislation has been passed.

Conclusions

66. Given the recommendation not to pursue a co-mingled sMRF option in response to the need to increase recycling performance, further work will be necessary in order to establish whether or not there is a business case for the County Council to make infrastructure provision for either of the two remaining collection options (Twin Stream or Kerbside Sort), both in terms of delivery points and processing capacity.

⁴ <https://www.letsrecycle.com/news/latest-news/pow-reiterates-council-funding-pledge/>

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	no
People in Hampshire live safe, healthy and independent lives:	no
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	no

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> Recycling Infrastructure	<u>Date</u> April 2019
Direct links to specific legislation or Government Directives	
<u>Title</u> The Environment Bill - https://services.parliament.uk/bills/2019-20/environment.html	<u>Date</u> 2019-20

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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

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

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

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

2. Equalities Impact Assessment:

The impact on service users as a result of this decision is neutral as the proposed decision is subject to the outcomes of the Environment Bill and subject to further government consultation. A change to the service residents will receive would be subject to a further decision and assessment once the legislation has been passed.

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HAMPSHIRE COUNTY COUNCIL

Report

Committee:	Economy, Transport and Environment Select Committee
Date:	1 July 2020
Title:	Work Programme
Report From:	Director of Transformation & Governance – Corporate Services

Contact name: Katy Sherwood, Democratic Services Officer

Tel: 01962 847347

Email: katy.sherwood@hants.gov.uk

1. Summary

- 1.1. The purpose of this item is to provide the work programme of future topics to be considered by this Select Committee.

2. Recommendation

That the Economy, Transport and Environment Select Committee approve the attached work programme.

CORPORATE OR LEGAL INFORMATION:**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	no
People in Hampshire enjoy being part of strong, inclusive communities:	no

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DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equality Duty

- 1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
 - Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

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

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

1.2. Equalities Impact Assessment:

- 1.3. This is a forward plan of topics under consideration by the Select Committee, therefore this section is not applicable to this report. The Committee will request appropriate impact assessments to be undertaken should this be relevant for any topic that the Committee is reviewing.

2. Impact on Crime and Disorder:

- 2.1. This is a forward plan of topics under consideration by the Select Committee, therefore this section is not applicable to this report. The Committee will request appropriate impact assessments to be undertaken should this be relevant for any topic that the Committee is reviewing.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?
- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

This is a forward plan of topics under consideration by the Select Committee, therefore this section is not applicable to this report. The Committee will consider climate change when approaching topics that impact upon our carbon footprint / energy consumption.

WORK PROGRAMME – ECONOMY, TRANSPORT AND ENVIRONMENT SELECT COMMITTEE

Red = changes since last meeting

Topic	Issue	Reason for inclusion	Status and Outcomes	8 October 2020	14 January 2021	April 2021	July 2021
Information Item	Road Safety Policy	Requested by Councillor Simpson	To look at Road Safety policy and how it is analysed and implemented.	✓			
Information Item	Flood Defence and Mitigation Strategy		Environment Agency to be invited to attend		✓		
For future review	Climate Change Action Plan	Request of the Chairman following discussion at Cabinet	To include tree stock update and energy generation		✓		
For future review	Street Light Safety	Requested by Cllr Tod	Following concerns over safety in areas where street lights have been turned off, the Select Committee have agreed to review the crime statistics for areas of perceived risk to see whether there are any patterns or increase.	✓			

Suggestions to be added when timely:

- Update on Cycling and Walking Strategies
- Highways England Update
- Verge Management
- Fly-tipping update