TRANSPORT FOR THE
South East

Transport Strategy for the South East

Consultation Draft – Executive Summary
October 2019

Foreword

I'm incredibly proud to present this draft transport strategy for the South East for public consultation. It sets out our partnership's shared vision for the South East and how a better integrated and more sustainable transport network can help us achieve that together.

Cllr Keith Glazier
Chair, Transport for the South East

In little more than two years, Transport for the South East has emerged as a powerful and effective partnership for our region. Speaking with one voice on the South East's strategic transport needs, we have successfully influenced how, where and when government money is spent on our major roads, railways and other transport infrastructure.

The publication of this draft strategy marks the next step in the organisation's development and is the result of a truly collaborative effort from Transport for the South East and its partners. By setting out the strategic goals and priorities underpinning our vision for the region, 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.

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. We need to ensure that new and emerging technology is used to its full potential to boost 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. But I am confident in the ability of our partnership to make the case for doing things differently.

I'm also convinced that the big 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 want.

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. But it must work for everyone. That's why I want as many people as possible to take part in the consultation and have their say on this draft strategy.

Executive Summary

Introduction

This document is the draft of the **Transport Strategy for South East England**. 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 authorities 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. 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.

Figure i The Transport for the South East area

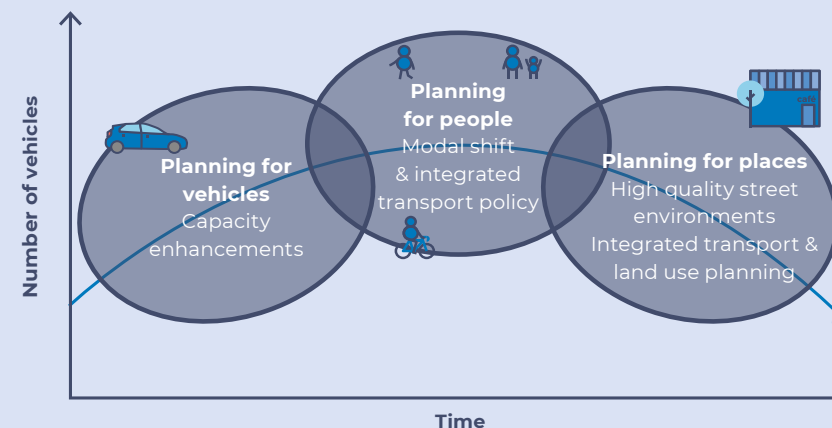## Overarching approach – planning for people and places

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 of how we can 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 mechanism 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 in the South East, and around the UK and internationally that are in the second and third stages, that we can learn from.

Figure ii Evolution of Transport Planning policy

Planning for vehicles
Capacity enhancements

Planning for people
Modal shift & integrated transport policy

Planning for places
High quality street environments Integrated transport & land use planning

Number of vehicles

Time

Our Vision

Vision Statement

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

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.

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

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.

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 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 more resilient transport network to incidents, extreme weather and the impacts of a changing climate.

- More integrated 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 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 journey planning, paying for, using and interchanging between different forms of transport simpler and easier.
- 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 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' 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, unconstrainted 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 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 and rail network – that places the passenger and freight user 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 **opportunities** (or 'responses'). These challenges and responses to challenges will be explored further through a programme of subsequent area and thematic studies.

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 / 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 Brighton Main Line and South Western Main Line rail corridors
- Improve resilience of 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 dual-mode rolling stock on orbital routes
- Enhancements where orbital rail routes cross radial rail routes
- Reinstate 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 / congestion from car trips and reduced financial support
- Gaps in rail routes on inter-urban corridors
- Road safety hot-spots

Responses

- Support scheme 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

Responses

- Invest in infrastructure and subsidy for high quality public transport
- Improve air quality
- Prioritise vulnerable users, especially pedestrians and cyclists, over motorists
- Develop better integrated transport hubs
- Advocate for a real term freeze in public transport fares

Journeys to International Gateways and Freight Journeys

Challenges

- The potential impact on surface transport networks from the planned 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
- 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
- Freight Strategy and Action Plan

Journeys in the future

Challenges

- Gaps in electric and digital infrastructure
- Risk some parts of the South East will be 'left behind'
- Risk new technologies may undermine walking, cycling and public transport
- Risk 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 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 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 airport expansion.
- **Road and public transport access to ports** is also high priority and improvements 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.

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 programme for the next steps for the consultation and the revisions to and adoption of the Transport Strategy, along with further studies to inform the development of the Strategic Investment Plan, before seeking formal statutory powers, is identified in **Figure iii**.

Public Consultation

A public consultation exercise is being undertaken on the draft Transport Strategy in the autumn of 2019. The purpose of the consultation is to seek the views of a wide range of stakeholders on the draft Transport Strategy. The aim is to ensure buy-in to the vision for the future set out in the Transport Strategy.

The consultation exercise is being undertaken over a twelve-week period. The Transport Strategy, an Integrated Sustainability Appraisal, and supporting evidence are being made available to the public and all consultees along with a consultation questionnaire. The consultation exercise will be publicised online, in the press and on social media. The online information for the public consultation is being supplemented by a series of engagement events.

At the end of the consultation period, Transport for the South East will produce a consultation report on the draft Transport Strategy that will summarise an analysis of the responses and how the final version of the Transport Strategy should evolve to reflect feedback provided.
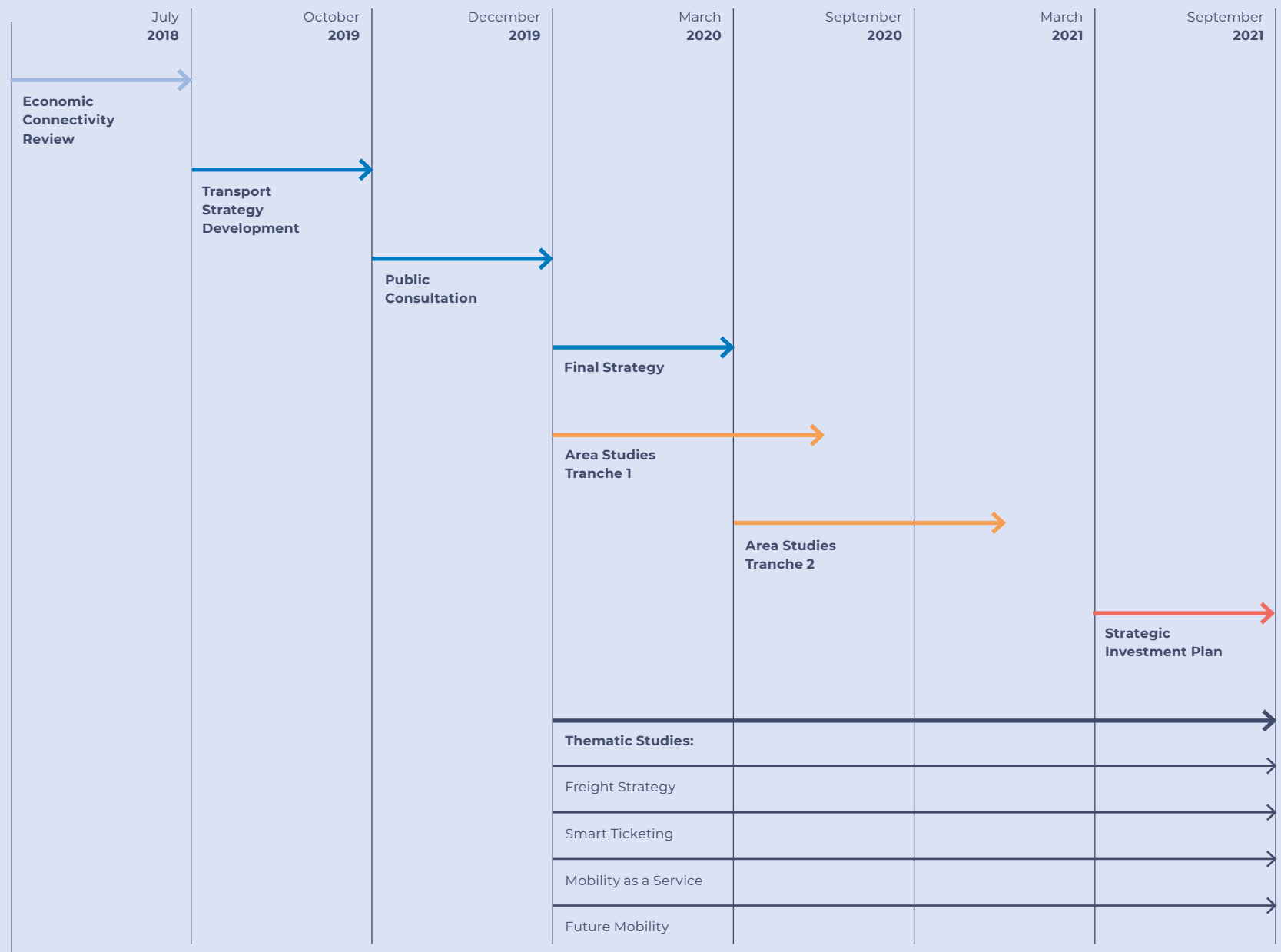
Revision and approval of the Transport Strategy

Following consideration of all feedback, the draft Transport Strategy will be revised, and a final version will be approved by the Shadow Partnership Board and published in spring 2020. This Transport Strategy will be reviewed updated every five years.

Future Programme of Studies

Transport for the South East is planning to commission a set of studies to explore some of the themes outlined in this Transport Strategy, which will include area studies that focus on types of corridors and journeys in the South East and further work on various thematic studies including freight and the future of mobility.

Figure iii Transport for the South East Road Map

	July **2018**	October **2019**	December **2019**	March **2020**	September **2020**	March **2021**	September **2021**
Economic Connectivity Review							
Transport Strategy Development							
Public Consultation							
Final Strategy							
Area Studies Tranche 1							
Area Studies Tranche 2							
Strategic Investment Plan							
Thematic Studies:							
Freight Strategy							
Smart Ticketing							
Mobility as a Service							
Future Mobility							

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