

**Transport for the South East
Shadow Partnership Board**

Agenda

5 March 2018, 13:30 – 16:30

Sofitel, North Terminal, N Terminal Approach, Horley, Gatwick RH6 0NP

Shadow Partnership Board Members

Cllr Keith Glazier, Leader East Sussex County Council	Cllr Paul Carter CBE, Leader, Kent County Council	Cllr Tony Page, Deputy Leader Reading Borough Council (representing Berkshire Local Transport Body)
Cllr Bob Lanzer, Cabinet Member for Highways and Infrastructure, West Sussex County Council	Cllr Gill Mitchell, Deputy Leader, Brighton & Hove City Council	Cllr Ian Ward, Cabinet Member for Infrastructure and Transport, Isle of Wight Council
Cllr Jacqui Rayment, Cabinet Member for Environment and Transport and Deputy Leader Southampton City Council (jointly representing Southampton and Portsmouth)	Cllr Rob Humby, Executive Member for Environment and Transport Hampshire County Council	Cllr David Hodge CBE, Leader, Surrey County Council
Cllr Alan Jarrett, Leader, Medway Council	Geoff French, Interim Chair, TfSE Transport Forum	Dave Lees, Solent LEP
Steve Allen, Coast to Capital LEP	Margaret Paren, Chair, South Downs National Park (representing protected landscapes)	Cllr Garry Wall, Leader, Mid Sussex District Council (Representing district and borough authorities)

Apologies:

Observers:

Ruth Harper, Deputy Director, Regional Strategies: London and South Division, Department for Transport

Steven Bishop, Associate Director, Steer Davies Gleave

Edmund Cassidy, Senior Consultant, Steer Davies Gleave

Phil Carey, Consultant

Item		Who
1	Welcome and Apologies	Cllr Keith Glazier

2	Notes of previous meeting	Cllr Keith Glazier
3	Major Road Network – see Paper 1 (Page 11) <ul style="list-style-type: none"> • Response to Government consultation 	Rupert Clubb
4	Strategic Road Network Initial Report – see Paper 2 (Page 37) <ul style="list-style-type: none"> • Response to Government consultation 	Rupert Clubb
5	Economic Connectivity Review <ul style="list-style-type: none"> • Overview of approach • Initial findings 	Steven Bishop / Edmund Cassidy
6	Proposal to Government – see Paper 3 (Page 61) <ul style="list-style-type: none"> • Process • Timetable 	Philip Baker
7	Communications and Engagement – see Paper 4 (Page 67) <ul style="list-style-type: none"> • Video • Launch event May 2018 • MP engagement 	Warwick Smith
8	Great Western Railway Franchise Consultation – see Paper 5 (Page 77)	Rupert Clubb
9	Date of Next Meeting 16 July 2018 - 13:30 – 16:30	

Officers in Attendance

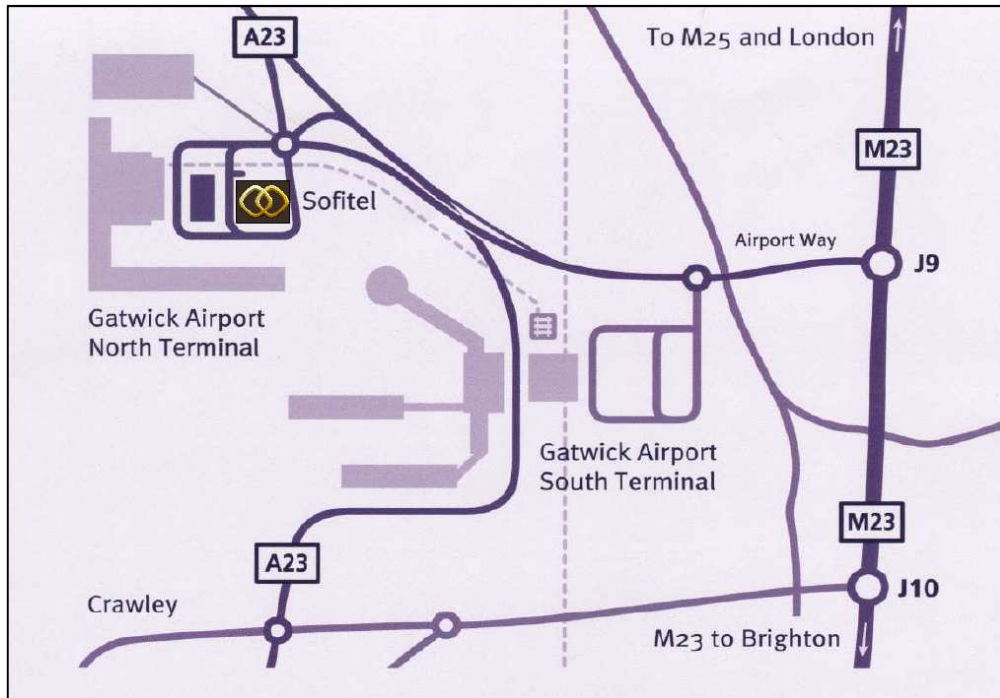
Secretariat

Rupert Clubb	Director of Economy, Transport and Environment	East Sussex County Council
Mark Valleley	Communities, Economy and Transport	East Sussex County Council
Rachel Ford	Economic Growth	Surrey County Council

Additional Attendees

Philip Baker	Assistant Chief Executive	East Sussex County Council
Warwick Smith	Head of Communications and Marketing	East Sussex County Council
Kevin Lloyd	Head of Economic Growth	Surrey County Council
Barbara Cooper	Corporate Director Growth, Environment and Transport	Kent County Council
Ruth Du-Lieu	Assistant Director Frontline Services	Medway Council
Mark Prior	Assistant Director, City Transport	Brighton and Hove City Council
Matt Davey	Director of Highways and Transport	West Sussex County Council
Tristan Samuels	Director of Regeneration	Portsmouth City Council
Wendy Perera	Head of Place	Isle of Wight Council
Keith Willcox	Assistant Director – Transport	Hampshire County Council
Richard Tyndall	Business Consultant	Berkshire Local Transport Body / Berkshire Thames Valley LEP
Jonathan Sharrock	Chief Executive	Coast to Capital LEP
Stuart Baker	Head of Local Growth	Solent LEP

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From East/A264/East Grinstead:

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From the South/Brighton A23:

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Sofitel London Gatwick Airport,

North Terminal, Gatwick Airport, West Sussex,
RH6 0PH

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Shadow Partnership Board 6 December 2017

Notes

Shadow Partnership Board Members

Cllr Gill Mitchell, Deputy Leader, Brighton & Hove City Council	Cllr Matthew Balfour, Cabinet Member for Planning, Highways, Transport and Waste, Kent County Council (Representing Cllr Paul Carter CBE)	Cllr Bob Lanzer, West Sussex County Council
Cllr Keith Glazier, Leader East Sussex County Council	Cllr Adrian Gulvin, Portfolio Holder for Resources, Medway Council (Representing Cllr Alan Jarrett)	Cllr Tony Page, Deputy Leader Reading Borough Council (representing Berkshire Local Transport Body)
Cllr Rob Humby, Executive Member for Environment and Transport Hampshire County Council	Cllr David Hodge CBE, Leader, Surrey County Council	Geoff French CBE, Interim Chair Transport Forum
Cllr Vanessa Churchman, Isle of Wight Council (Representing Cllr Ian Ward)	Margaret Paren, Chair, South Downs National Park (Representing protected landscapes)	Cllr Garry Wall, Leader, Mid Sussex District Council (Representing district and borough authorities)

Apologies:

Cllr Paul Carter CBE, Leader, Kent County Council
 Cllr Ian Ward, Leader, Isle of Wight Council
 Cllr Alan Jarrett, Leader, Medway Council
 Dave Lees, Board Member, Solent LEP
 Steve Allen, Vice-Chair, Coast to Capital LEP
 Cllr Jacqui Rayment, Cabinet Member for Environment and Transport and Deputy Leader Southampton City Council (representing Portsmouth and Southampton City Councils)

Observers:

Andy Rhind, Deputy Director, Regional Strategies: London and South Division, Department for Transport
 Kieran Rix, Divisional Director, Future Road Investment Strategy, Highways England
 Michael Read-Leah, Roads Investment Strategy 2, Department for Transport

Item	Action
1. Welcome and Apologies	
1.1 Cllr Keith Glazier welcomed Shadow Partnership Board members to the meeting and noted the apologies.	

2. Minutes from previous meeting	
<p>2.1 Cllr Glazier provided feedback on the meeting with the Secretary of State, which took place in October 2017. It was a positive meeting and covered a number of issues including funding and obtaining statutory status. The Secretary of State has confirmed that he will recognise TfSE as a Sub-national Transport Body. The need for funding to support TfSE to develop the Transport Strategy was noted but it was confirmed that there is no current provision within the DfT budget.</p> <p>2.2 Andy Rhind supported this, highlighting that the continued progress of TfSE is welcomed. It is important that TfSE continues to speak with 'one voice' and it will play a key role in prioritising interventions.</p> <p>2.3 The notes of the previous meeting were agreed as an accurate representation of the discussion.</p>	
3. Major Road Network	
<p>3.1 Rupert Clubb introduced the paper on the Major Road Network (MRN). It was noted that the consultation document is expected in advance of Christmas 2017 and will cover proposals for the establishment of the MRN.</p> <p>3.2 It is important that TfSE is well placed to respond to the consultation and make the case for investment in the infrastructure in the South East. Phil Carey, co-author of the Rees Jefferys report on Major Roads Network, will be advising TfSE on the development of the draft response.</p> <p>3.3 TfSE will have an important role to play in coordinating a response from authorities across the South East. This does not preclude a response from individual authorities.</p> <p>3.4 Board members highlighted that the creation of the MRN should not be about road widening, which could lead to more bottlenecks. There is a role for TfSE in ensuring that end-to end proposals are considered, with a particular emphasis on corridors. It will also be important to ensure that consideration is given to the benefit of public transport interventions on these corridors.</p> <p>3.5 The Board noted that the design standards on the MRN may be increased and there will be implications for maintenance. The response to the consultation should make the case for this.</p> <p>3.6 It was identified that the MRN must recognise future development plans and ensure that infrastructure supports proposed housing sites. It is also important that any improvements to the MRN consider environmental mitigation.</p> <p>3.7 The consultation document will be circulated to Board members as soon as it is made available from DfT. A draft response will be prepared for consideration at the March meeting.</p> <p>Board members agreed to:</p> <ul style="list-style-type: none"> i) Note the scope of the forthcoming consultation; ii) Note the potential role for Sub National Transport Bodies in the development and stewardship of the network; and iii) Note the work that has been undertaken to date in preparation for the 	<p>Secretariat</p>

consultation.	
4. Roads Investment Strategy 2 (2020 – 2025)	
<p>4.1 Michael Read-Leah, DfT, and Kieran Rix, Highways England, gave a presentation on the Strategic Road Network Initial Report and the planned consultation. A copy of the slides is attached to the notes.</p> <p>4.2 The Roads Investment Strategy 2 (RIS2) covers 2020-2025 and will be the first time that a strategic planned approach has been taken to investing in the SRN. The Initial Report is imminent. It will not include a list of schemes but will set out the analytical approach that will be adopted by Highways England and DfT to inform investment decisions.</p> <p>4.3 Board members highlighted that the timetable for RIS 1 schemes had slipped and questioned whether this would impact on the budget for RIS2. It was confirmed that outstanding RIS1 schemes would be funded from the RIS 2 period, but this is not considered to be an issue due to indefinite cycle of funding. Board members expressed concern that RIS1 had been over ambitious and the start of RIS2 schemes is likely to be delayed.</p> <p>4.4 The Shadow Partnership Board agreed to note the content of the presentation on the Strategic Road Network Initial Report.</p>	
5. Transport Strategy	
<p>5.1 Mark Valleley presented the paper on the Transport Strategy which provided an update on the outcome of the procurement activity to engage the external resources necessary to undertake an Economic Connectivity Review, which is the first stage in the development of the Transport Strategy. The budget for the work was £100,000.</p> <p>5.2 An invitation to tender was issued on 3 November 2017 with a closing date for the return of tender submission of 24 November 2017. A total of three tender submissions were received by the closing date. A price-quality tender assessment exercise was undertaken to select the most economically advantageous tender. Tenders were evaluated on a price-quality ratio of 40:60.</p> <p>5.3 The contract was awarded to Steer Davis Gleave.</p> <p>5.4 The Economic Connectivity Review will take five months to complete. The draft findings will be presented at a stakeholder engagement event on 8 May 2017. This will start a six week long engagement process and the feedback from this engagement process will be incorporated into the final version, which will then be brought to a meeting of the Shadow Partnership Board in July 2018, for members to agree.</p> <p>5.5 Cllr Tony Page queried what Steer Davis Gleave's tender price had been but the figure could not be revealed at the meeting as it was within the 10 days standstill period between the notification of award decision and contract conclusion.</p> <p>Post meeting note: Steer Davis Gleave's tender price was £89,617</p> <p>5.6 Andy Rhind, offered DfT support for the Economic Connectivity Review. He has four</p>	

<p>analysts in his team and would like them to be involved in the work to ensure it developed in a way which was acceptable to Government. Cllr Keith Glazier thanked him for his offer.</p> <p>5.7 The Shadow Partnership Board agreed to note the progress with the development of the Transport Strategy.</p>	
6. Business Plan for Transport for the South East	
<p>6.1 Rupert Clubb presented the draft Business Plan which covers the activities that will be undertaken in the remainder of 2017/18 and the three subsequent financial years. It can be used by TfSE members and stakeholders to promote the work of TfSE and lobby Government for financial support. He emphasized the importance of obtaining additional support from Government to take forward the work programme. Considerable sums had been given to Transport for the North and Midlands Connect to deliver their business plans.</p> <p>6.2 Members of the Shadow Partnership Board expressed their strong concerns about the lack of financial support from the DfT for TfSE.</p> <p>6.3 Andy Rhind commented that an internal bid had been made within DfT for funding to support TfSE and England's Economic Heartlands but he was cautious about the likely level of success.</p> <p>6.4 Cllr Keith Glazier commented that an effective working relationship had been established with the DfT and the outcome of their bid should be awaited before any further action was taken on this issue.</p> <p>The Shadow Partnership Board agreed the three year draft Business Plan.</p>	
7. Communications and Engagement	
<p>7.1 Warwick Smith presented the paper setting out progress on communications and engagement activity. A Parliamentary reception to introduce TfSE was held at the House of Commons on 31 October 2017, hosted by Huw Merriman MP. The response was good, with attendance from 15 MPs or, in a few cases, their Parliamentary aides.</p> <p>7.2 All the MPs were supportive of TfSE and offered practical advice on how to further raise its profile in Parliament, for example by sponsoring a debate on South East transport. The chairman and deputy chairman had outlined what TfSE is seeking from the Government, including DfT funding to help develop a Transport Strategy.</p> <p>7.3 Preparations are underway for a stakeholder event for TfSE to be held on 8 May 2018. This would be a large-scale event for about 250 key stakeholders from across the South East. A preliminary booking has been made at the new Farnborough International Conference and Exhibition Centre.</p> <p>7.4 A short video is now being commissioned to give an accessible introduction to TfSE and explain the difference it can make to the South East. The video will be launched at the stakeholder event and then used widely to promote TfSE.</p> <p>7.5 Members of the Shadow Partnership Board discussed the importance of MP support</p>	

<p>for TfSE and noted the lack of attendance from MPs in Kent, Surrey and West Sussex.</p> <p>The Shadow Partnership Board agreed:</p> <ul style="list-style-type: none"> i) To note the response to TfSE's Parliamentary reception in October; ii) To approve preparations for a large-scale stakeholder event for TfSE in May 2018; and iii) Cllr Vanessa Churchman and Cllr Tony page to join the working group commissioning a promotional video for TfSE. 	
8. Communications and Engagement	
<p>8.1 Philip Baker presented an update on the timetable for the securing statutory status for Transport for the South East. The DfT have produced a draft timeline setting out the timescales for the statutory process which will take up to two and a half years. This will be explored further with the DfT and efforts will be taken to shorten this. It is hoped that the draft Transport for the North Order, outlining the functions, powers and constitutional arrangements they are seeking, can be used as an outline precedent and help reduce the timescales.</p> <p>8.2 Members of the of the Shadow Partnership Board discussed the potential powers and responsibilities that TfSE may wish to adopt, the division of responsibility between the STB and local transport authorities and the potential resourcing implications for TfSE of taking on some of the powers that TfN were seeking. Cllr Tony Page asked for a further paper on the powers and responsibilities that TfSE may be seeking be brought to the next meeting.</p> <p>The Shadow Partnership Board agreed to:</p> <ul style="list-style-type: none"> i) note the timeline for securing statutory status for Transport for the South East (TfSE); and ii) note the summary of functions and powers contained in the draft Transport for The North (TfN) Order. 	
9. A.O.B.	
9.1 None.	

In Attendance:

Secretariat

Rupert Clubb	Director of Communities, Economy and Transport	East Sussex County Council
Mark Valleley	Communities, Economy and Transport	East Sussex County Council
Rachel Ford	Economic Growth	Surrey County Council

Additional Attendees

Philip Baker	Assistant Chief Executive	East Sussex County Council
Warwick Smith	Head of Communications	East Sussex County Council
Barbara Cooper	Corporate Director Growth, Environment and Transport	Kent County Council
Kevin Lloyd	Head of Economic Growth	Surrey County Council
Mark Prior	Assistant Director, City Transport	Brighton & Hove City Council
Darryl Hemmings	Planning and Transport Policy	West Sussex County Council

Mike Harris	Manager	Southampton City Council
Keith Willcox	Service Director, Growth	Hampshire County Council
Richard Tyndall	Assistant Director – Transport	Berkshire Local Transport Body
	Business Consultant	/ Berkshire Thames Valley LEP
Stuart Baker	Head of Local Growth	Solent LEP
Simon Bell	Public Transport and Operations	Portsmouth City Council
	Manager	

To: **Shadow Partnership Board - Transport for the South East**

Date: **5 March 2018**

Title of report: **Response to the Department for Transport consultation on the creation of a Major Road Network (MRN)**

Purpose of report: **To agree the response to the consultation**

Recommendations:

The members of the Shadow Partnership Board are recommended to:

- i) agree the TfSE response to the consultation set out in Appendix 1;
 - ii) agree the map showing the indicative MRN in the South East in Annex C to Appendix 1;
 - iii) agree that responsibility for sign off on a joint Sub National Transport Body (STB) response to the consultation be delegated to the Chair of the Shadow Partnership Board.
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1. Introduction

1.1 The purpose of this report is to set out the TfSE response to the Government Consultation on proposals to create a Major Road Network (MRN) in England.

2. Background

2.1 In 2016 the Rees Jeffreys Road Fund published a report 'A Major Road Network for England' (2016), which made the case for more investment in the most economically important 'A' roads managed by local highway authorities. The Government accepted the case made in that report and laid out plans to consult on the creation of a MRN in the Transport Investment Strategy, published in July 2017. The consultation began on 23 December 2017 and runs until 19 March 2018. A formal consultation response is scheduled to be published in summer 2018, at the same time as the finalised MRN network.

2.2 The creation of the MRN intends to provide more long-term certainty of funding, with a portion of the capital funding available through the National Roads Fund being dedicated to the MRN. The National Roads Fund will be funded through Vehicle Excise Duty and is due to be implemented by 2020. However, it is expected that during initial years of the second Roads Period the vast majority of the National Roads Fund will be used to meet Highways England's funding requirements. We are not expecting significant levels of funding for MRN schemes to become available until around 2022, although there is the potential for schemes already under development to gain early entry into the MRN investment programme.

2.3 The consultation does not propose any changes to current local authority responsibilities. Following the creation of the MRN the roads within it will continue to be managed by the local highway authority.

2.4 The proposals set out a role for Sub National Transport Bodies (STB) in developing a Regional Evidence Base which would identify and prioritise potential schemes to tackle issues impacting the network. Further guidance is to be issued on the Regional Evidence Base, although the timescales for this are unclear.

3. Development of the Draft TfSE Response

3.1 Given the Government announced its intention to consult on the introduction of an MRN in July 2017, TfSE commenced its work on the development of an MRN in the South East in advance of the consultation launch. The development of the TfSE consultation response has included the following activities:

- A workshop with members of the TfSE Transport Strategy Group in October 2017 to review the proposals for an MRN set out in the 2016 Rees Jeffreys Road Fund Report as they relate to the South East to identify links for potential addition or removal.
- Atkins consultants commissioned to advise on the quantitative and qualitative criteria for MRN definition that best meet the needs of the South East region. A copy of Atkins report is included as Annex A to the consultation response included in Appendix 1.
- Phil Carey, co-author of the Rees Jeffreys Road Fund Report on the creation of a MRN, commissioned to advise TfSE on its response to the consultation.
- A further workshop with transport planning, highway management and maintenance representatives from TfSE's constituent authorities and LEPs on 2 February 2018. This reviewed the suggested changes to the MRN network in the South East and the draft response to the consultation.
- Discussion of the proposed MRN in the South East at the TfSE Transport Forum meetings in December 2017 and February 2018, as well as monthly TfSE Senior Officer Group meetings.

4. The Draft TfSE Response

4.1 The proposed TfSE response to the consultation is contained in Appendix 1. It includes a draft covering letter from the Chair of the Shadow Partnership Board highlighting the main points contained in the response. These include the following points:

- TfSE welcomes the creation of the Major Road Network (MRN) and the additional investment this will bring to a wide range of the most economically important roads in the South East.
- The proposal to use quantitative two-tier traffic flow criteria is supported as the starting point for identifying the most economically important local authority roads. However, the suggestion that this should be augmented by the automatic inclusion of all recently de-trunked roads is challenged as many of these roads were removed from the SRN because of the development of new higher standard links, such that they now carry insufficient traffic to pass any nationally consistent threshold.
- The use of qualitative criteria to ensure that a coherent network emerges that recognises regional and local characteristics and works most effectively alongside the SRN is supported. The Atkins work has led us to propose an adjusted structure of three qualitative criteria to complete the definition of the

MRN nationally. These are set out in the consultation response (completing economic connections; resilience for the SRN; and relief for the SRN).

- Some additions needed to the indicative MRN in the South East put forward by the Department have been identified, along with a smaller number of deletions. These are shown on the map in Annex C. We seek to add more miles than we remove, but believe this is justified by what should be as far as possible a consistent approach across the English regions.
- A five-year cycle for reviewing the MRN, in a joint exercise with review of the SRN is supported; we are keen that MRN definition takes full account of future growth areas, and recognises the potentially transformational role of major improvement in the region's road network.
- On investment planning, we are content with the general balance of responsibilities for local highway authorities and STBs, with STBs managing the Regional Evidence Bases that will be used to identify suitable investment schemes. We would expect the Department's investigation of the potential requirements for Regional Evidence Bases to lead to appropriate funding support for the STBs work in preparing them.
- The cost implications for local highway authorities of preparatory scheme development work also need to be recognised; the approach to the MRN should be aligned with that for the SRN, where funding is allocated within the RIS for scheme development work and strategic studies, a significant proportion of which is revenue funded.
- The shared responsibility of the Department and STBs' for updating the Programme and Evidence Bases every two years will need to be adapted to ensure the process remains aligned with the five-year cycle for the MRN and SRN as a whole.
- On eligibility and assessment criteria we strongly support the inclusion of Packages of Improvements in the types of scheme that will be eligible for funding; we agree that these could play a crucial part in raising the standard of the MRN and in meeting TfSE strategic objectives for the road network in the region. We note the prominence of bypass schemes in the presentation of the MRN concept so far. These would clearly do much to enhance the performance of MRN roads and significantly reduce their local impacts; however, we think it important that they be developed as far as possible as part of a strategy for that MRN corridor as a whole, so that they can contribute most effectively to unlocking growth potential.
- We challenge the suggestion that some schemes on the SRN of a 'distinct local sub-national nature' could qualify for MRN funding; it will be important to hold to the principle that all work on the SRN itself is to be funded by Highways England through the Road Investment Strategy.
- We note the general presumption against funding public transport improvements, but believe that the exception cited, where such investment forms part of a wider package of interventions, should in practice allow a substantial element of facilitation of bus and coach travel in plans for enhancing the MRN, on both urban and rural stretches.
- Finally, we seek assurance that the revenue spending implications of any capital investments schemes will be addressed, through adjustment to existing funding channels for local highway authorities. We very much welcome the guiding principle for the MRN that its creation should in no way adversely affect

local highways maintenance funding. We, and the local highway authorities themselves, will rely on the Department ensuring adherence to this principle.

5. The Indicative MRN Network in the South East

5.1 The Consultation document includes an indicative map showing what the DfT expects the MRN to look like, which is based on the network included in the Rees Jeffreys Road Fund report with some refinements and additions. Work has been undertaken to review the suggested network, including two workshops with representatives of each of the constituent authorities and the Local Economic Partnerships (LEP), which have resulted in a number of suggested changes to the indicative MRN. This revised map is contained in Annex C to Appendix 1. As set out in the consultation document, there is likely to be further engagement with local and regional bodies on the emerging network before a final agreed network is published.

5.2 As set out in the consultation response, the net impact of these addition and removals would be the creation of an MRN in the South East which is 60% longer than that proposed by DfT, in large part because of the sparse nature of the SRN in our region. We note that the total length of the indicative MRN proposed nationally by DfT is some 5,000 miles, around 19% longer than the 4,200 miles of SRN. Our proposed MRN in the South East amounts to 930 miles, around 235 miles (34%) longer than the 695 miles of SRN in our region. There is a strong case for a disproportionately large MRN in the South East, given the exceptional pressure on the South East's SRN because of its crucial role in accessing international gateways and its relatively limited extent (only 67 miles of SRN per million population, 15% below the English average). Members of the Shadow Partnership Board are recommend to agree that the map contained in Annex C to Appendix 1 showing a number of suggested additions to and removals from the network, is submitted as part of the TfSE response to the consultation.

6. A joint STB response to the consultation

6.1 A separate joint STB response is being prepared for submission in advance of the consultation deadline. Initial discussions have been held with Transport for the North, Midlands Connect and England's Economic Heartlands about the outline content of this response which will cover a number of the high level issues on which all of the STBs can speak with one voice. This will include:

- Welcoming the commitment of Government to the concept of a Major Road Network and the role of STBs in working with Government and Highways England.
- The need to link the definition of the MRN to the overarching Transport Strategies produced by the STBs as these will provide the vision that will shape investment needs for the MRN. These strategies may look to promote investment that changes the nature of the current transport system.
- A Programme Approach – the proposal to introduce greater certainty to investment in the Major Road Network is to be welcomed.
- Scope of Funding – the consultation document identifies a number of interventions that will not be eligible for funding from the National Roads Fund. If the focus is on using the investment available to secure outcomes then the restrictions may be too onerous. Investment in public transport

schemes and/or maintenance may be more efficient in terms of achieving desired outcomes.

- Welcome the role of STBs in developing and maintaining the Regional Evidence Base. However, there is a need to ensure that STB core funding is sufficient/appropriate moving forward and that core funding is put on a sustainable footing to enable STBs to plan and deliver work programmes.

6.2 A verbal update on progress with this response will be given at the meeting but this is so far consistent with our own proposed response. The Shadow Partnership Board is recommended to agree that authority to sign off the joint STB response is delegated to the Chair of the Shadow Partnership Board.

7. Conclusions

7.1 The creation of a MRN is to be welcomed, as it would deliver increased investment in the most economically important 'A' roads managed by local highway authorities. Many of these roads cross local highway authority boundaries and it is proposed that STBs would have a key role to play in managing the Regional Evidence Base that will be used to identify potential investment schemes to improve the performance of the network. Members of the Shadow Partnership Board are recommended to agree the draft response to the consultation set out in Appendix 1. A joint STB response to the consultation is in the process of being prepared and the Shadow Partnership Board is asked to agree that authority to sign-off the joint STB response is delegated to the Chair of the Shadow Partnership Board.

7.2 Work has been undertaken to review the suggested indicative MRN network and a number of suggested changes to the network have been identified. Members of the Shadow Partnership Board are recommended to agree the suggested MRN network shown in Annex C to Appendix 1 be submitted as part of the TfSE response

Rupert Clubb
Director of Communities, Economy and Transport
East Sussex County Council

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Appendix 1

Draft TfSE Response to Consultation on Proposals for the Creation of a Major Road Network

Dear Jesse Norman MP

PROPOSALS FOR THE CREATION OF A MAJOR ROAD NETWORK

I am pleased to respond, as Chair of the Shadow Partnership Board of Transport for the South East, to the Department for Transport's consultation launched on 23 December 2017. The Board appreciates the opportunity to shape this new approach to managing and funding the road network, and to ensure it can meet the priorities for our region.

TfSE welcomes the creation of the Major Road Network (MRN) and the additional investment this will bring to a wide range of the most economically important roads in the South East. Our full response to the consultation exercise is attached at Annex A but I wanted to highlight in this letter our position on a number of key issues. We see as a particular priority the need for full alignment of the investment planning process for the SRN and MRN networks together, if a single coherent system of main roads is to be developed for the benefit of users and the regional economy. Those beneficiaries are rightly central to the objectives set out for the MRN, but we think it important that greater prominence should also be given to environmental and safety imperatives.

On **network definition**, the first of the three main aspects of the consultation, TfSE commissioned Atkins to help build our evidence base and advise on the quantitative and qualitative criteria for defining the MRN in the South East; their report is attached in full at Annex B.

We support the proposal to use quantitative two-tier traffic flow criteria as the starting point for identifying the most economically important local authority roads. However, we challenge the suggestion that this should be augmented by the automatic inclusion of all recently de-trunked roads: many of these roads were removed from the SRN because of the development of new higher standard links, such that they now carry insufficient traffic to pass any nationally consistent threshold.

We agree with the use of qualitative criteria to ensure that a coherent network emerges that recognises regional and local characteristics and works most effectively alongside the SRN. The Atkins work has led us to propose an adjusted structure of three qualitative criteria to complete the definition of the MRN nationally. Our consultation response sets out our approach to the three: Completing Economic Connections; Resilience for the SRN; and Relief for the SRN.

Applying those criteria, we have identified some additions needed to the indicative MRN in the South East put forward by the Department, along with a smaller number of deletions. These are shown on the map in Annex C. We seek to add more miles

than we remove, but believe this is justified by what should be as far as possible a consistent approach across the English regions.

We support a five-year cycle for reviewing the MRN, in a joint exercise with review of the SRN; and are keen that MRN definition takes full account of future growth areas, and recognises the potentially transformational role of major improvement in the region's road network.

On **investment planning**, we are content with the general balance of responsibilities for local highway authorities and STBs, with STBs managing the Regional Evidence Bases that will be used to identify suitable investment schemes. We would expect the Department's investigation of the potential requirements for Regional Evidence Bases to lead to appropriate funding support for the STBs work in preparing them. The cost implications for local highway authorities of preparatory scheme development work also need to be recognised; the approach to the MRN should be aligned with that for the SRN, where funding is allocated within the RIS for scheme development work and strategic studies, a significant proportion of which is revenue funded.

The shared responsibility of the Department and STBs' for updating the Programme and Evidence Bases every two years will need to be adapted to ensure the process remains aligned with the five-year cycle for the MRN and SRN as a whole.

On **eligibility and assessment criteria** we strongly support the inclusion of Packages of Improvements in the types of scheme that will be eligible for funding; we agree that these could play a crucial part in raising the standard of the MRN and in meeting TfSE strategic objectives for the road network in the region. We note the prominence of bypass schemes in the presentation of the MRN concept so far. These would clearly do much to enhance the performance of MRN roads and significantly reduce their local impacts; however, we think it important that they be developed as far as possible as part of a strategy for that MRN corridor as a whole, so that they can contribute most effectively to unlocking growth potential.

We challenge the suggestion that some schemes on the SRN of a 'distinct local sub-national nature' could qualify for MRN funding; it will be important to hold to the principle that all work on the SRN itself is to be funded by Highways England through the RIS.

We note the general presumption against funding public transport improvements, but believe that the exception cited, where such investment forms part of a wider package of interventions, should in practice allow a substantial element of facilitation of bus and coach travel in plans for enhancing the MRN, on both urban and rural stretches.

Finally, we seek assurance that the revenue spending implications of any capital investments schemes will be addressed, through adjustment to existing funding channels for local highway authorities. We very much welcome the guiding principle for the MRN that its creation should in no way adversely affect local highways

maintenance funding. We, and the local highway authorities themselves, will rely on the Department ensuring adherence to this principle.

The creation of the MRN is a welcome recognition of the importance of major local highway authority roads and their key role in providing a seamless service alongside the SRN. We look forward to working closely with the Department as the concept is firmed up and detailed operational arrangements are put in place. We would welcome the opportunity to discuss our response and how the MRN in the South East can best support the needs of the region.

Cllr Keith Glazier

Leader, East Sussex County Council

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Annex A - Response to Consultation Questions

Core Principles

1. Do you agree with the proposed core principles for the MRN outlined in this document?

We fully agree with five of the six proposed *core principles*, although we are concerned about an exclusive focus on enhancement and major renewals, to the detriment of revenue funding for maintenance. From the five *objectives* for the MRN from which these principles are derived, we question the approach taken to Supporting the SRN, but otherwise agree that these will enable the MRN to help deliver the Government's Transport Investment Strategy.

Core principles: We are pleased to see *Increased Certainty of Funding* as the first principle. It will be important to build in safeguards to the bidding process to give some confidence on availability of funding beyond a single five-year period, to maximise the effectiveness of investment planning and efficient use of the supply chain. *A Consistent Network* is also key, but can only refer to consistency of definition, not to consistency of standard or user experience (which we pick up on in our response to Q16). We strongly agree, in respect of *Strengthening Links with the SRN*, that the MRN and SRN investment programmes must be complementary. There must be full alignment of the investment planning process for the two networks if the STBs are to carry out their key function of developing a single coherent system of main roads for the benefit of users and the regional economy.

Improved standards and performance across the MRN depend as much on sufficient revenue funding for traffic management, information provision and day-to-day maintenance as they do on capital enhancements or major renewals. If this cannot be accommodated within the MRN Investment Programme itself, it is essential that existing funding arrangements for local highway authorities are adjusted to channel extra revenue resources to authorities in proportion to the extent of MRN road for which they are responsible, to enable them to meet the higher expectations and maintenance cost that MRN status will generate.

Objectives: *Support the SRN* only needs to be included because Government is progressing the MRN as comprising local roads only, not the broader concept, embracing the SRN too, that was put forward by Rees Jeffreys. This objective might be better formulated as 'provide a single seamless service'. We recognise there is in places a particular need to improve flows between the SRN and MRN, but this should be a priority for Highways England-led investment in the SRN.

We are concerned that the set of five objectives for the MRN gives insufficient prominence to environmental and safety considerations. Safety must be a key element of the 'better journeys' implicit in *Support all Users*; and the environmental imperatives picked up in passing under *Reduce Congestion* may merit being separately highlighted. This broadening of the objectives for the MRN is needed to underpin a more comprehensive set of criteria for investment assessment (see our response to Q14).

Defining the MRN

Transport for the South East commissioned Atkins to advise on the quantitative and qualitative criteria for MRN definition that best meet the needs of the South East region; their report is attached in full at Annex B, and forms the basis for our responses to Q2-6. We set out here TfSE's current agreed view on defining our MRN, but this will need to evolve to take account of the development of the Transport Strategy for the region in due course.

2. To what extent do you agree or disagree with the quantitative criteria outlined and their proposed application?

We agree with the use of the two-tier traffic flow criterion as the starting point for identifying the most economically important local authority roads. We note that Rees Jeffreys investigated as an alternative to traffic flow the use of other metrics that might more accurately reflect the economic importance of the road, such as a possible formula based on the GVA of the hubs at each end and the distance they are apart, although it struggled to find a readily accessible comprehensive dataset on GVA. We therefore agree with the Rees Jeffreys conclusion that AADF itself should be able to act as a simple and effective proxy.

The Consultation Document does not specify what AADF thresholds the Department has used to generate the new indicative MRN; TfSE has come to the view that the specific criteria used by Rees Jeffreys remain appropriate for our needs, but with two modifications:

Fine-tune the threshold test to avoid distortions: using the simple Rees Jeffreys approach means a road with traffic flow only just below 20k AADF, and with HGV and LGV proportions only just below the 5% / 15% thresholds, would not qualify for inclusion; whereas a road only just over 10,000 AADF and just exceeding, say, the 15% threshold would qualify. We propose a scoring system to apply the three tests in a more graduated way, with roads in the 10 to 20k AADF band qualifying for inclusion only if they either fully meet one of the qualifying conditions, or score more than the equivalent of meeting two out of the three¹.

¹ Relevant links with traffic flows of between 10,000 and 20,000 to be identified for inclusion in the MRN using a score calculated as the average of:

- the extent to which AADF exceeds 10k $(AADF - 10,000) / (20,000 - 10,000)$;
- the extent to which the HGV percentage reaches the 5% level $(HGV \text{ percentage} / 5\%)$; and
- the extent to which the LGV percentage reaches the 15% level $(LGV \text{ percentage} / 15\%)$

Links scoring more than 0.67 (i.e. the equivalent of fully meeting two of the three criteria) to be included in the indicative MRN network in addition to those passing on one test alone; this therefore allows those links with moderate scores against each criterion to be included, as well as those with a high score against only one criterion.

Use a five-year average of traffic count data: we see some risk in relying on a single year's traffic count as it could be unrepresentative as a result of temporary peaks or troughs in traffic flow, or equipment faults. Any inconsistencies could be smoothed out by using the average of both the latest data available (2016?) and the four preceding years.

We agree with the Department's proposal not to attempt to factor forecast future traffic growth into the AADF data used to determine inclusion in the MRN. Rees Jeffreys' use of varying growth rates to 2040 from the NRTF by region and road type is not specific enough to add value. Atkins have suggested we might derive a shorter-term forecast derived from the Highways England Regional Traffic Model, for the South East, when available. At this stage, however, we concur with the consultation proposal to use 'current' data only. Nonetheless, the qualitative criteria used take account now of designated growth areas (see response to Q3); this should not be left as a consideration only in future reviews of the network. And is essential that the approach to the MRN in each region recognises that investment in it could be transformational, supporting a step change in planned economic and housing growth.

We disagree with the consultation proposal to include all de-trunked roads; the reference in the paper to 'where appropriate' is unclear, but we feel this could only mean where they meet the other criteria - in which case there is no need to make special reference to detrunked roads. We recognise that, across the country, many former trunk roads continue to play a very important regional role, and so are likely to qualify for inclusion on the basis of traffic flow, for example. But a blanket policy to include all roads detrunked between 2001 and 2009 would undermine a consistent national approach to MRN definition, as the pre-2001 trunk road network was biased towards the Midlands and North (particularly after previous rounds of detrunking of e.g. the A4 and A30 in the 1970s). The South East (and South West) had by 2001 a relatively thin network of trunk roads, and still does. We believe the South East has many roads with a stronger claim for MRN status than some detrunked stretches elsewhere in the country². (Nonetheless, this concern applies to one section of proposed MRN in the South East too: the A259 between Brenzett and Folkestone in Kent which was detrunked when replaced by the A2070 and now carries 9,500 AADF or less.)

It should be noted that some anomalies may arise, not just in the South East, because the starting point for MRN definition is limited to the set of 'A' roads across England. Some 'B' roads perform an important function in connecting economic activity and resilience for the SRN: in the South East, this is the case for 5 miles of the B3270 connecting J10 and J11 of the M4 through business parks on the southern edge of Reading, and a short stretch of the B255 from the A2 Bean Interchange in Kent. We are not however proposing these for the MRN at this stage, as the onus should first be on the relevant local highway authority to reclassify the road as 'A'.

² for example, the formerly trunk A167 in County Durham has 2016 AADF of only 3,269 at Chilton.

3. To what extent do you agree or disagree with the qualitative criteria outlined and their application?

Ensuring a Coherent Network is presented as the first of three qualitative criteria, but we see it as more of a methodological requirement than a substantive addition to the set of roads included in the MRN. Adding and removing individual links as proposed is essential to convert the raw output from applying the quantitative criteria into a meaningful set of through routes. (It only becomes a truly coherent network when presented in combination with the SRN.). We agree with the methodology proposed.

The other two qualitative criteria pick up the key substantive elements that need to be added, but they are umbrella terms covering several distinct considerations.

Atkins have aided our understanding of what the two headings should embrace and how they could be applied consistently at the national level by focusing on five available national datasets, in addition to the set of population centres and gateways or transport hubs identified in the proposal.

- employment density (NOMIS data)
- Enterprise Zones and 'Economic Opportunity Areas' (as used by Highways England³)
- proximity of adjacent economic centres (population hubs)
- Agreed Diversion Routes from the SRN
- SRN performance - average speed by link

This leads us to propose an adjusted structure of three qualitative criteria to complete the definition of the MRN nationally:

1: Completing economic connections: additions to the quantitative-derived MRN to ensure that all qualifying economic centres are connected to the combined SRN / MRN. We are content with the approach taken by Rees Jeffreys, based on centres over 50k population and exceptionally 25k. (That lower limit is invoked for the Isle of Wight, to connect Newport (population 25,500) to the MRN, and hence opening up access to the island as a whole, population 140,000.) We propose that these be complemented by identified growth areas, to ensure that the MRN is fit for the coming decade and can help facilitate growth.

But the MRN definition requires clarity on two aspects:

- the level of activity at international gateways and other road freight hubs that justifies them having SRN / MRN access (with all more important gateways having SRN rather than MRN connection). The methodology should specify minimum tonnage or passenger volumes (recognising wherever possible the extent to which this traffic impacts on the road network as opposed to rail).

³ The 'Economic Opportunity Areas' were developed in conjunction with regional stakeholders as part of Highways England's Strategic Economic Growth Plan and are currently under further review.

- whilst the MRN needs to be designated right up to the entrance to the port or airport, it is less clear how far MRN roads should continue into the centres of towns and cities: should they only form part of the network if they then continue as through routes, or should spurs off the MRN consistently also be included in the MRN? We believe that such spurs are only justified exceptionally if they serve major coastal towns or in situations where it is possible to pinpoint the traffic-generating heart of an urban area. Main urban corridors otherwise only belong in the MRN if they form through routes, and hence are able to support criteria (2) and / or (3) below, not just completing economic connections. We set out, in response to Q13 below, how the stretches of urban MRN require special treatment in recognition of the multiple roles they need to perform and the need to maximise space-efficient modes⁴.

2: Resilience for the SRN: The SRN is the most important transport infrastructure supporting England's economy, but sections consistently provide a poor service through overloading. This particularly applies to the South East, where the length of SRN is unusually small in relation to population and economic activity (see response to Q4), and where the concentration of international gateways serving the whole country places exceptional pressures on the region's SRN. The MRN must be able to work seamlessly in conjunction with the SRN such that the two together most effectively meet the needs of business. This may mean designating as MRN some additional major roads running parallel to the busiest SRN stretches, where those local roads are capable, with some investment in extra capacity, of backing up the SRN road which is approaching the limits of deliverable extra capacity. We suggest however that local roads parallel to the SRN that run through sensitive urban or rural environments should not be included unless the SRN stretch in question is even less suited for expansion, and unless MRN investment can bring environmental benefits.

This resilience criterion should not in our view entail including in the MRN the full set of Agreed Diversion Routes for the SRN: these perform a specific role, in the case of incidents and roadworks only, of carrying traffic from one SRN junction to the next. Improvements needed to these roads should be covered, as currently envisaged in the RIS, from SRN funding and not as part of the new MRN programme.

3: Relief for the SRN: The MRN should also complement the SRN in a broader sense, ensuring it provides additional connectivity further away from the SRN itself that amongst other things takes pressure off the SRN. MRN designation should not just aim to hook all qualifying economic centres up to an SRN core, but should also embrace direct connections between economic centres that might currently be marginal in MRN terms on traffic grounds. Maximum value can be gained from the MRN programme when it opens up more direct options for journeys from A to B which currently have no realistic choice but to take a longer route via overloaded stretches of the SRN, such as the M25. And of course many of the links to be included on the grounds of relief to the SRN will also directly support economic connections (qualitative criterion 1), particularly to growth areas.

⁴ Urban MRN roads should be carrying a higher proportion of bus/coach movement than elsewhere. It could in theory make sense to allow a lower overall AADF threshold for such roads, in conjunction with introducing a minimum proportion for Public Service Vehicle traffic. However, we reject this approach as the focus should be on the potential for modal shift to public transport, rather than having achieved it already.

We have considered whether there is a case for a *fourth qualitative consideration*, in the form of a commitment not to designate as MRN any road that runs through environmentally sensitive areas. Atkins have mapped all parts of the TfSE region that are protected as National Park, AONBs or Ramsar sites, some of which is already crossed by SRN roads (see Fig 6-1, in the Atkins report in Annex B). Where there is a good case for an MRN connection impinging on a protected landscape, extra investment arising could be directed not at increasing capacity but, through a package approach, at improving the standard of local environmental mitigation and preventing rat-running on less suitable local roads that cut further into the protected area. For that reason, we are not seeking to rule out MRN designation in these areas.

4. Have both the quantitative and qualitative criteria proposed in the consultation document identified all sections of road you feel should be included in the MRN?

No. Applying the modified criteria set out above, Transport for the South East has identified some additions needed to the indicative MRN for its region, and some deletions. We seek to add more miles than we remove, but we believe this is justified by what should be as far as possible a consistent approach across the English regions. We note that the total length of the indicative MRN proposed by DfT is some 5,000 miles⁵, around 19% longer than the 4,200 miles of SRN. Our proposed MRN in the South East amounts to 930 miles, around 34% longer than the 695 miles of SRN in our region. We believe there is a strong case for a disproportionately large MRN in the South East: with 67 miles of SRN per million population, 15% below the English average, the SE SRN is unusually sparse; and it is significantly more heavily trafficked (SE motorways carry 10% more traffic per mile than the national average, and dual carriageways here are nearly 40% busier).

We seek a net addition of 350 miles of road to the 580 mile long indicative MRN in the South East. Some minor adjustments arise from application of the modified quantitative criteria we propose, but the list of additions is mainly generated by the richer approach to qualitative criteria. In total, 106 miles of this increase provides direct additional resilience to overstretched parallel SRN roads. Many of these additions, and also of those put forward for reasons of connectivity and relief to the SRN, already meet the quantitative traffic criteria; we are simply seeking restoration to the MRN of links in heavily trafficked suburban areas of Berkshire, Surrey and Kent which Rees Jeffreys had removed (and DfT have provisionally confirmed) when aiming for a more spatially balanced network.

5. Have the quantitative or qualitative criteria proposed in the consultation identified sections of road you feel should not be included in the MRN?

Yes. As noted above, the blanket inclusion of detrunked roads has led to inappropriate inclusions across the country, including, as noted, the easternmost stretch of the A259 in Kent

⁵ We assume that this national length (as noted in the 19 December DfT press notice) is the 'appropriate' size referred to on p22 of the Consultation Document, being small enough for 'an improvement in performance to be achievable across its entirety' (p20).

6. *Do you agree with the proposal for how the MRN should be reviewed in future years?*

Yes. We agree with the recognition that a balance needs to be struck between stability of the MRN - for planning, operation, and public perception - and maintaining relevance to the country's needs. The five-year cycle, reviewing the MRN, in a joint exercise with the SRN, is appropriate; with perhaps the expectation that more fundamental challenge of the extent of both networks is only carried out in preparation for alternate Road Periods, every ten years.

Investment planning

7. *To what extent do you agree or disagree with the roles outlined for local, regional and national bodies?*

8. *What additional responsibilities, if any, should be included? Please state at which level these roles should be allocated.*

We are content with the general balance of responsibilities across the different levels, and welcome the focus on a programme of investment proposals from the STB. Greater clarity will be needed about the Department's role in assessing and prioritising the Regional Evidence Bases, and we seek assurance that this would not simply entail ranking one region's submission over another's. We comment in response to Q11 on the proposed role for Highways England.

We agree that the STBs are best-placed to take on the important strategic role for the MRN as proposed. Each STB should have full responsibility for the development of its Regional Evidence Base, subject only to guidance from the Department, but working closely with local highway authorities and LEPs and taking account of their Strategic Economic Plans. We welcome the recognition in this consultation of the additional work that this will entail for regions; we would expect the Department's investigation of the potential requirements here to lead to appropriate funding support for the STBs for Regional Evidence Base preparation. The cost implications for LHAs of preparatory work also need to be recognised; the approach to the MRN should be aligned with that for the SRN, where funding is allocated within the RIS for scheme development work and strategic studies.

The shared Department and STBs' responsibility for updating the Programme and Evidence Bases every two years should be adapted to ensure the process remains aligned with the five-year cycle for the MRN and SRN as a whole; we suggest that the interim review takes place only in years 2 and 4 of each Road Period.

The STBs will want to work in partnership with Government on longer-term planning for the National Road Fund, having a say on the approach to future funding and distribution between the SRN and the MRN. A pipeline of schemes will be most effectively built up if there is visibility of likely funding levels for the MRN running into the next five-year planning period.

We welcome the proposed flexibility for regions to design and manage the process of submitting for consideration by the Department schemes which are supported by the local authority and relevant LEP. There also needs to be ongoing flexibility over the region's programme of schemes so that spend can be managed effectively; this has worked well with the Local Growth Fund.

It will often be more appropriate for the STB, rather than an individual local authority, to take the lead in identifying and prioritising investment proposals, particularly where the road affected crosses an LHA border and so is the responsibility of multiple authorities. Whilst the South East has no Combined Authority areas, the Thames Valley area is characterised by smaller highway authorities and TfSE leadership may be particularly appropriate for schemes there. LHAs nonetheless have a central role in identifying the need for enhancements to the MRN, ensuring local dialogue feeds in expertise about the most effective solutions, for example in the last mile approach to international gateways.

And the STB should not be the owner of the scheme itself once funding has been approved. As noted on p31, a single local highway authority should take overall responsibility for delivery of each scheme, although in many cases this would be a lead authority, working closely with neighbouring authorities also having an ownership interest in the road

Where appropriate, the relevant LEP should be an active partner in development plans for an MRN road, particularly where the primary rationale is completing economic connections. It is important that proposed investments on the MRN align with the delivery of LEP Growth Deals and that the LEPs have a substantial input into the STB's overall prioritisation of projects.

9. Do you agree with our proposals to agree regional groupings to support the investment planning of the MRN in areas where no sub-national transport bodies (STBs) exist?

TfSE's interest in this question is limited to seeking assurance that arrangements for managing the development of the MRN in non-STB areas take full account of the impacts on neighbouring STBs. We look forward to effective cooperation with the regional grouping put in place for the South West in respect of strategic and local issues arising at our boundary with Dorset and with Wiltshire. It is also important that Transport for London plays an active role in the MRN programme, as many MRN corridors in our region continue into the Greater London area.

10. Are there any other factors, or evidence, that should be included within the scope of the Regional Evidence Bases?

We believe strongly that an effective Regional Evidence Base must embrace the role of Highways England's roads within the region: investment proposals for the MRN must be founded on an assessment of the role of the two networks in combination. And the Regional Evidence Base should also take account of major investment plans for the rail network which could affect demand for road-based transport.

Whilst the proposed fast-tracking of a number of schemes for early entry this year into the MRN Investment Programme means such proposals will not be underpinned by the full Regional Evidence Base, we recognise the value in making early progress with the MRN concept. It is likely that our constituent authorities will have proposals that they wish to be fast tracked.

11. Do you agree with the role that has been outlined for Highways England?

We fully support an active role for Highways England in the MRN Programme, in all English regions, whether or not an STB is in place, and so it will need to be sufficiently resourced for this role. As noted earlier, priorities for the MRN must take full account of plans in the RIS for the Highways England network. The consultation on Highways England's SRN Initial Report just concluded asked whether there should be any changes in the roads included in the SRN⁶, and so should soon settle the boundary between SRN and local authority roads for at least the next Roads Period. As a result, the Highways England role in the MRN should be limited to the four support activities proposed in the Consultation Document; any greater intervention in the responsibilities of local highway authorities or STBs would be inappropriate.

Eligibility & Investment Assessment

13. Do you agree with the eligibility criteria outlined?

(We address this question first, ahead of commenting, re Q12, on the cost thresholds that are then appropriate.) This early guidance on the types of scheme the Department feels should be eligible for funding is key to understanding the intended impact of the MRN Programme. We strongly support the inclusion of *Packages of Improvements*, and agree that these could play a crucial part in raising the standard of the MRN and in meeting TfSE strategic objectives for the road network in the region. A focus on a package of minor enhancements along an MRN corridor would be the most effective way of addressing deficiencies in the performance and safety of a road, and its environmental impact, along the lines of the Rees Jeffreys vision of an MRN that is fit for purpose. This could include adding separate cycling provision off-line, which could dramatically improve safety and traffic flow.

We see a potential model for the approach to key MRN corridors in the phased upgrading of All-Purpose Trunk Roads to expressways set out in Highways England's SRN Initial Report, with its aim of consistent treatment for longer stretches of road to improve their overall performance. The roll-out of the expressway concept to the busiest sections of the MRN as well as the SRN should be considered in the longer term.

As the Department sets out, some *Widening and Junction Improvements* will be sufficiently large-scale to qualify as MRN schemes in their own right, or indeed could be

⁶ In its response to that consultation TfSE has proposed for transfer to the SRN a number of roads in Kent which are treated here as remaining under LHA control and hence part of the MRN. Some of these roads perform an important role within the SRN, for longer-distance traffic; if they are to remain as MRN, there may be a case for allocating some RIS2 funding to the relevant LHA so that the road can best perform that support function.

proposed in combination for a short stretch of road, where investment needs to be more concentrated than for the longer corridor that would be the subject of a Package of Improvements. We would however expect improvement to junctions that link the MRN to the SRN to be led by Highways England and funded through the RIS.

Similarly, it is possible that some *Missing Links*, where they lead off the SRN, would better form part of the SRN and so should also be led by Highways England and funded through the RIS. We would expect all other Missing Links to gain MRN status once funded as part of the MRN Programme.

We note that *Major Structural Renewals* should also play a big role in raising the standard of the MRN, and indeed may be essential in ensuring the network is fully accessible to the freight traffic that is a key part of its rationale (see also response to Q16).

We welcome the inclusion of schemes focused on *VMS, Traffic Management and the Use of Smart Technology and Data*, and envisage that these would cover subsets of the Network rather than just individual stretches of road: these should as far as possible be fully integrated with (and use the same technologies as) existing and proposed new Highways England systems.

We note the prominence of *Bypasses* in the presentation of the MRN concept so far. These would clearly do much to enhance the performance of MRN roads and significantly reduce their local impacts – and so would be widely welcomed – but we think it important that they be developed as far as possible as part of a strategy for the MRN corridor as a whole, in which context they will be able to contribute most effectively to unlocking growth potential. Account must be taken of the effect, in terms of increased traffic, of taking forward only the most pressing bypass candidate on a road on communities elsewhere on the road.

We should comment on the proposed exclusions from programme eligibility too. We support the first and fourth exclusions proposed. We challenge however the suggestion in the second exclusion that some schemes on the SRN of a ‘distinct local sub-national nature’ could qualify for MRN funding; it will be important to hold to the principle that all work on the SRN itself is to be funded by Highways England through the RIS.

There is a presumption against covering **public transport improvements**, but the exception cited should in fact allow a substantial element of facilitation of bus and coach travel in plans for enhancing the MRN: this is potentially a significant contributor to reducing congestion, the first of the objectives for the MRN. All MRN roads should support better access to bus and coach services as a means of ensuring the whole network can be used as efficiently as possible.

Public transport, and other alternatives to the private car, should form a central component of a distinct approach to the needs of MRN corridors in urban areas. We endorse the special treatment proposed by the Rees Jeffreys report to what it classed as ‘Tier 3’ roads within the MRN, recognising how these roads serve the needs of ‘place’ as much as ‘movement’, and how management of such roads must be firmly in the context of the wider transportation policies for that urban area. We would expect

bus priority schemes and careful attention to enhancing the local streetscape to be prominent features of corridor improvements on urban MRN roads.

In all cases, we seek assurance that the revenue spending implications of all these capital investments will be addressed, through adjustment to existing funding channels for local highway authorities. We accept that the day-to-day maintenance of the MRN will remain the responsibility of LHAs through existing separate funding channels; we, and the authorities themselves, will rely on the Department ensuring adherence to the guiding principle for the MRN that local highways maintenance funding should not in any way be adversely affected by its creation. This could entail maintenance funding being increased where MRN interventions add to an authority's total road mileage.

12. Do you agree with the cost thresholds outlined?

Yes; we agree that the majority of cost-effective interventions should fall within the £20-50 million range, but we note that Packages of Improvement in particular may present a strong case for funding up to the £100 million limit. There may be need for some flexibility in the lower £20m floor, particularly where schemes are to be taken forward by smaller unitary LHAs, and given the constraints on local contributions.

14. Do you agree with the investment assessment criteria outlined?

15. In addition to the eligibility and investment assessment criteria described what, if any, additional criteria should be included in the proposal? Please be as detailed as possible.

We believe there is scope to adjust these criteria in line with the broadening of the overall objectives for the MRN that we suggest in response to Q1. Under *Support All Road Users*, safety for all users deserves most prominence, followed by a focus on journey quality for users: this should apply across the road network as a whole the assessments of end-to-end journey times, reliability and resilience that are proposed here under the narrower heading of *Support the SRN*. Greater buy-in from all stakeholders to investment in the MRN should be secured if the environmental impacts currently noted under *Reduce Congestion* were highlighted separately. As a new sixth objective, this could be expanded to also assess severance and design aspects of MRN investment proposals.

Other considerations

16. Is there anything further you would like added to the MRN proposals?

(a) The Consultation Document makes only passing references to the goal of **improving the performance of roads in the MRN**, but this must be a pre-condition for the network achieving its objective of supporting the economy. The MRN will be managed and funded alongside the SRN, which is now subject to a detailed performance specification, carefully monitored by the Office of Rail and Road. TfSE believes there should be a commitment, for the longer term, to move towards a comparable regime for the MRN. The success of the MRN programme will not come from a series of isolated enhancements alone, but from a concerted effort over several

investment cycles to improve the user experience of roads included in the network. To prepare for this necessary holistic focus on performance on the entirety of an MRN route, it is crucial that local highway authorities secure balanced funding, capital and revenue, to be able to live up to the raised expectations that MRN status will bring.

(b) There is also the key prior consideration of **standards for the infrastructure of MRN roads**. Even after a prolonged period of substantial investment, the MRN will vary greatly in standard of road; Rees Jeffreys proposed a permanent sub-division of MRN roads according to the context in which they operate, but TfSE sees no pressing need to work up a system of classification within the MRN (other than the need for a distinct approach to urban MRN roads). It will however be important to ensure that all roads in the MRN meet a certain minimum standard of capability, particularly with regard to HGV traffic and structures: investment, possibly smaller scale and outside the scope of the bidding process, will need to be directed to ensure that height and weight limits do not exclude some classes of motorised traffic from using the MRN.

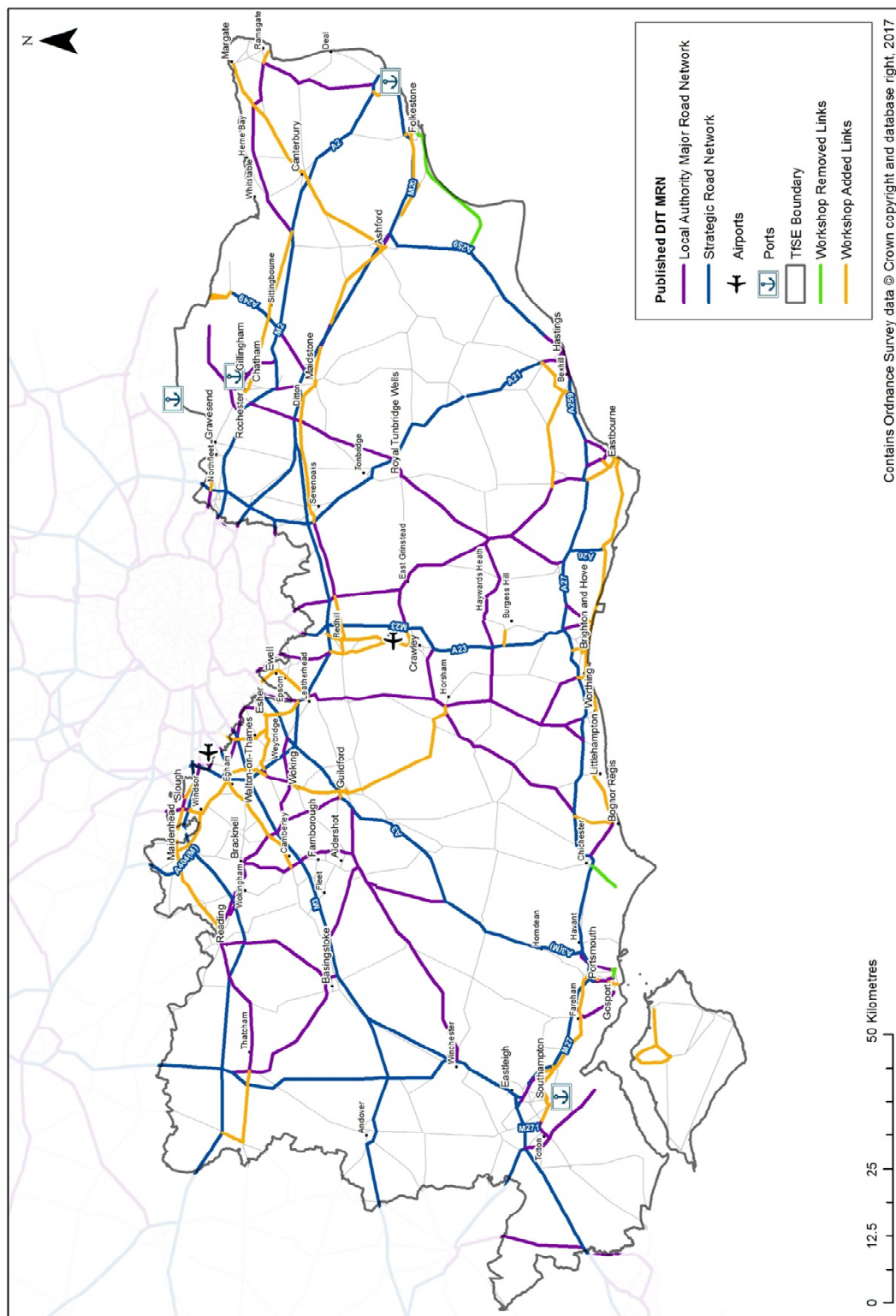
(c) Finally, we would appreciate clarification of the Government's intentions in relation to development consent and **applicability of the National Policy Statement for National Networks**: will the MRN, once designated, be classed alongside the SRN such that larger developments on the MRN automatically come within scope of the planning requirements for nationally significant infrastructure projects?

Annex B – Atkins Technical Report – Major Road Network Review

See separate document.

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Annex C. A map showing suggested changes to the proposed MRN in the South East



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To: **Shadow Partnership Board - Transport for the South East**

Date: **5 March 2018**

Title of report: **Response to consultation on Highways England's Strategic Road Network Initial Report**

Purpose of report: **To agree the response to the consultation**

Recommendations:

The members of the Shadow Partnership Board are recommended to agree the response to the consultation set out in Appendix 1

1. Introduction

1.1 The purpose of this report is to set out the TfSE response to the consultation on Highways' England Initial Report.

2. Background

2.1 The Government will shortly begin the process of identifying its priorities for the Strategic Road Network (SRN) for the second Road Investment Strategy (RIS2) covering the period 2020-2025. As the first step in the process, Highways England has published its Initial Report which outlines their view on the current state of the SRN, its potential future needs and their strategic priorities for the period 2020 and 2025. The document does not set out any specific scheme priorities.

2.2 On 13 December 2017, the Department for Transport (DfT) initiated a consultation on Highways England Initial Report. To inform its response to the Initial Report, the Department for Transport sought comments on:

- the proposals made by Highways England in the SRN Initial Report;
- the DfT's analytical approach for developing RIS2 and whether it is sufficiently robust; and
- whether the full range of views that should be incorporated into the RIS2 programme, including about the shape of the SRN have been heard.

2.3 A draft TfSE officer response was submitted in advance of the 7 February 2018 deadline. This made it clear that the TfSE response would need to be presented to the Shadow Partnership Board on the 5 March 2018 and that the final version of the agreed response would be submitted after that meeting.

2.4 The consultation on the Initial Report represents the final part of the Research Phase for RIS2. All the evidence gathered during the Research Phase and the consultation on the Initial Report will be used to inform decisions on the content of

RIS2. The Government intends to announce the result of this decision making process in 2019.

3. The Draft TfSE Response

3.1 A copy of the draft TfSE response is included in Appendix 1. This includes a draft covering letter from the Chair of the Shadow Partnership Board summarising a number of the key points raised in the consultation response. A copy of the initial list of priority schemes for RIS 2 in the South East, agreed by the Shadow Partnership Board in June 2017 is attached to that letter.

3.2 In outline the letter covering includes the following key points:

- The vital importance of TfSE and the other Sub National Transport Bodies continuing to be engaged during the forthcoming decision making stage of the RIS 2 process.
- An additional aim of supporting housing delivery should be added for the key aims for RIS 2.
- Given the emphasis on the economy, the views of businesses, the road freight sector and Local Enterprise Partnerships in particular need to be given greater consideration to ensure the SRN develops in a way that will better serve their particular needs.
- The need for effective integration between the SRN, the local road network and the emerging Major Road Network, to ensure the country's road network delivers the seamless end to end journeys that users want.
- The need for more effective liaison between Highways England and local highway authorities will be required to ensure the strategies of the different bodies involved in the management of the road network are aligned effectively and operation efficiencies realised.
- The need for careful consideration to the allocation of funds between the operational and enhancement priorities that Highways England have identified.
- The need for Highways England to adopt a more proactive approach to influence what that future looks like to ensure that the potential benefits to their operations that future technological change could bring about can be realised.
- The need for further clarification about the implications of the delay in constructing many of the RIS1 schemes until the early years of the RIS2 programme.

4. Conclusions

4.1 The SRN has a vital role in connecting people, places and businesses in the South East. Highways England's Initial Report sets out its view of the strategic priorities for the next Road Period. The Government will use the responses to the consultation on the Initial Report to help shape its own decisions about the contents of the RIS 2, which will set out its investment priorities. Members of the Shadow Partnership Board are recommended to agree the draft response to the consultation on the Initial Report set out in Appendix 1.

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**Director of Communities, Economy and Transport
East Sussex County Council**

Appendix 1 Draft TfSE Response to Consultation on Strategic Road Network Initial Report

Dear Jesse Norman MP

Shaping the Future of England's Strategic Roads Consultation on Highways England's Initial Report

I am writing to you as Chair of Transport for the South East (TfSE), the Shadow Sub-National Transport Body (STB) for the South East, in response to the Department for Transport's (DfT) consultation on the future of the Strategic Road Network (SRN).

TfSE welcomes the opportunity to respond to the consultation, the focus of which is a set of proposals made in Highways England's Initial Report. The SRN is a vital element of the South East's transport system, connecting key population centres and areas of economic activity with the international gateways in the South East and destinations across the UK. As an emerging STB, TfSE is seeking to build an effective partnership with Highways England. This will be particularly important given the interrelationship between the future SRN investment programme and TfSE's Transport Strategy, as well as the role envisaged for STBs in shaping the investment programme for the proposed Major Road Network.

Highways England has made significant progress in its approach to the development of RIS2. Many of the lessons from RIS1 have been taken into account and it is clear from the Initial Report that a considerable amount of research has been undertaken to inform its priorities for RIS2. The Government is yet to set out its emerging thinking on the balance between the competing priorities within the RIS2 programme and the specific schemes that are to be taken forward. In view of this, we see the need for further engagement with TfSE and the other STBs, once the Government has responded to the consultation on the Initial Report.

TfSE has recently commenced work on the development of its Transport Strategy, with the first stage comprising an Economic Connectivity Review. The draft vision and strategic objectives for the Transport Strategy align closely with the aims of the Government's Transport Investment Strategy and the Industrial Strategy White Paper as well as the key aims for RIS2 set out in the consultation document. The Economic Connectivity Review and the subsequent Transport Strategy will provide an evidence base to help shape the infrastructure investment priorities across the South East. It is vital that there is further opportunity for engagement into the RIS2 process to ensure that the emerging TfSE investment priorities and the Government's RIS2 priorities are as closely aligned as possible.

TfSE has already set out its initial list of priority schemes for the RIS2 period in response to a request from the DfT. These priorities for investment are set out in Annex 1. The sixteen enhancement schemes identified were prioritised from a longer list of candidate schemes following consultation with each of our constituent local transport authorities and the Local Enterprise Partnerships. These schemes are essential for the country as a whole if the nation is to meet the growth agenda set out in the Industrial Strategy to further our growth ambitions for the South East and the

contribution we can make to meet the priorities that the Government has established for RIS2.

Responses to each of the questions contained in the consultation document are set out in Annex 2. There are a number of key points from the responses that I wanted to draw to your particular attention to, which are set out below.

Support for the creation of new housing is one of the four goals for infrastructure investment set out in the Government's Transport Investment Strategy and Industrial Strategy White Paper. However, this goal has not translated into the five key aims for RIS2 set out in the consultation document. Increase in the housing supply will be vital if the increase in economic output which is a key aim of the Government, both for RIS2 and TfSE, is to be delivered. There should be a stronger link between this objective and the RIS2 priorities and the performance measures that are established for Highways England.

Given the emphasis on the economy, the views of Local Enterprise Partnerships, businesses and the road freight sector in particular need to be given greater consideration to ensure the SRN develops in a way that will better serve their particular needs.

Effective integration between the SRN, the local road network and the soon to be formed Major Road Network will be vital to ensure the country's road network delivers the seamless end to end journeys that users want. In the future, solutions to issues identified on the SRN are likely to require improvements on the MRN or local road network, including initiatives to increase the use of sustainable forms of transport. Effective liaison will be required to ensure the strategies of the different bodies involved in the management of the road network are aligned effectively and operation efficiencies realised.

Highways England places a strong emphasis on its operational priorities in the Initial Report arguing for increased funding for these in future years. Highways England will need to meet both its operational and enhancement priorities if the Government is to achieve its aims and careful consideration will need to be given to the allocation of funds to these two competing areas.

It is clear from the Initial Report that Highways England have undertaken a thorough assessment of the what the future may look like and which tries to take account of the social and technological changes that are likely to affect travel in the future. In the face of the uncertainty HE is adopting more of a 'wait-and-see' approach, opting to watch emerging trends and develop responses as needed. However, given the importance of the SRN network to the country's mobility, Highways England should adopt a more proactive approach to influence what that future looks like to ensure that the potential benefits to their operations that future technological change could bring about can be realised. The DfT as Highways England's main shareholder will have a key role in influencing this.

As set out in the Initial Report, many of the schemes included in RIS1 will not be constructed until the early years of RIS2 and will take up a significant proportion of any funding available in the early years of the second Roads Period. Further clarification is

sought on what the implications of this are likely to be for the RIS2 programme. As far as possible the RIS1 schemes which are currently under development will need to be kept under review to ensure they align with the priorities set out for RIS2 including the introduction of expressways, free flow junctions and last mile improvements.

The SRN has a vital role in connecting people, places and businesses in the South East. Given this, TfSE and the other STBs must continue to be engaged in the RIS2 process. We would welcome the opportunity for further discussions about how this could be taken forward.

Yours sincerely,

Councillor Keith Glazier
Chair of TfSE Shadow Partnership Board and Leader of East Sussex County Council

CC:

Members of the TfSE Shadow Partnership Board - Steve Allen, Cllr. Paul Carter CBE, Geoff French CBE, Cllr. Bob Lanzer, Cllr. David Hodge CBE, Cllr. Rob Humby, Cllr. Alan Jarrett, David Lees, Cllr. Gill Mitchell, Cllr. Tony Page, Margaret Paren, Cllr. Jacqui Rayment, Cllr. Ian Ward, Cllr Garry Wall.

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Annex 1 – TfSE's RIS 2 Priorities

22 August 2017

Dear Jesse Norman MP

Road Investment Strategy (RIS 2) 2020-2025 Priority Schemes in the South East of England

I am writing to you as Chair of Transport for the South East (TfSE), the Shadow Sub-National Transport Body (STB) for the South East, setting out our initial list of priority schemes for possible inclusion in the second Road Investment Strategy (RIS 2) covering the period 2020 to 2025.

Although TfSE is in the early stages of its development, we welcome the opportunity your Department provided for us to demonstrate how we work together to represent the wider interest of the South East. The request was also a clear recognition of the significant progress that has been made in establishing an STB in the South East and places us on an equal footing with the other STBs which are in the process of being established elsewhere in the country.

We have considered our priorities as those which benefit the wider South East. We initially considered twelve schemes and, mindful of the impact the Lower Thames Crossing will have on the surrounding network, we have extended this to sixteen. I enclose a table which sets out the list of priority schemes (in no particular priority order).

In addition to the sixteen schemes, two corridors have been identified for strategic studies for RIS 2. The Oxford to Cambridge Expressway is also identified as a nationally significant priority scheme. Although this scheme is outside the TfSE geography, it will provide a continuation of the A34 between the South East and the Midlands.

In submitting this list of schemes we have assumed that all the RIS 1 commitments are delivered. We also recognise that the priorities may change, either as a result of the ongoing RIS 2 consultation work or that of our own developing Transport Strategy.

We look forward to working with you.

Yours sincerely,



Chair of TfSE Shadow Partnership Board and Leader of East Sussex County Council

CC: Members of the TfSE Shadow Partnership Board - Steve Allen, Cllr. Paul Carter CBE, Geoff French CBE, Cllr. Louise Goldsmith, Cllr. David Hodge CBE, Cllr. Rob Humby, Cllr. Alan Jarrett, David Lees, Cllr. Warren Morgan, Cllr. Tony Page, Margaret Paren, Cllr. Jacqui Rayment, Cllr. Ian Ward.

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Priority Schemes in the South East for inclusion in RIS 2

Scheme	
Lower Thames Crossing including Option C Variant (M2 Junction 3 and M20 Junction 6 via A229)	
Lower Thames Crossing - wider network improvements	M2 Junction 7 Brenley Corner
	Dualling of the A2 from Lydden to Dover
A21	Kippings Cross to Lamberhurst – offline dual carriageway
	Flimwell and Hurst Green – Bypasses
A27/M27 South Coast Corridor	A27 Lewes to Polegate
	A27 Between B2123 Falmer Interchange and A293 Junctions
	A27 Worthing & Lancing
	A27 Chichester
	M27 Junction 12 to A27/A3(M) Junction – upgrade to motorway standard and smart motorways
	M27 J3 to M271/A35 Junction
Solent Metro – City to City – part of a phased investment to bring forward the Solent Metro to transform city to city connectivity which is primarily linked by the M27. This will be an off network investment to strengthen the rail based link in the West Phase 1 and 2 to include Eastleigh to Southampton Central and Southampton Central through to Fareham	
M23/A23 Corridor	Crawley to Burgess Hill
	Hooley Interchange
A3 Ripley to Guildford	
M25 South West Quadrant (J10-16) including new or improved link between M3 and M4 and offline improvements to A329/A322 corridor in Bracknell	

Strategic Corridors for investigation in RIS 2

Strategic Corridor
M23 Corridor (M23 and M25 Junction 6 to 8)
Upgrade A34 to motorway standard, including the southern section between Junction 13 of M4 and Junction 9 of the M3 and A34 safety improvements north of the A34/M4 junction at Chieveley

Other nationally significant schemes for inclusion in RIS 2

Other nationally significant scheme
Oxford to Cambridge Expressway

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Annex 2 - Response to consultation questions

Question 1

Do you think Highways England's proposals will deliver what users of the SRN want? If not, what could be done differently?

It is clear from the Initial Report that Highways England have undertaken extensive research to understand their customers' requirements. Section 4.1 of the Initial Report sets out the research that has been undertaken, with a great deal of it having been conducted independently by Transport Focus. It is recognised that the needs of different user groups are varied and nine key user priorities have been identified and used to inform Highways England's views on their investment priorities. These are:

1. Enhanced safety
2. Improving journey times
3. Improved surface quality, signage and lighting
4. Better information
5. Improved roadside facilities
6. Better integration with other roads
7. Meeting the needs of bus and coach operators and their passengers
8. Improved provision for cyclists, pedestrians and equestrians
9. Future-proofing new investment

It is not clear from the Initial Report or from the Transport Focus background report, about the level of priority given to each of these areas either by different user groups (motorists, road hauliers, pedestrians, cyclist or bus users) or users making trips for different purposes (commuting, business, leisure). No information is given in the Initial Report about the user profile of the SRN across the network to enable an assessment to be made of the relative priority that should be afforded to each of the priority areas. This would seem a particularly important step to aid an understanding of how the proposals that have been developed by Highways England, and how the investment strategy that will be produced during the subsequent decision making, will meet the needs of users.

Section 5 of the Initial Report sets out Highways England's proposed investment priorities for RIS2, covering operational, infrastructure and enhancement priorities which are set out in Table 1 below.

Table 1. Highways England's operational, infrastructure and enhancement priorities for the 2020-25 period.

Operational priorities	Infrastructure priorities	Enhancement priorities
Customer service	Road surface	Completing RIS1 schemes
Better information	Structures	Strategic studies and other studies
Better roadworks	Drainage	RIS1 for RIS2 schemes
More reliable journeys	Geotechnical	Smart upgrades to the busiest motorways
Seamless journeys	Vehicle restraint systems	Developing expressways
Managing more smart motorways and expressways	Lighting	New schemes
	Road signs and markings	Tackling local priorities
Preparing for connected and driverless vehicles	Tunnels	Coordination with HS2 and Heathrow Airport expansion
	Soft estate	
Supporting electric vehicles	Traffic signals and roadside technology	A stable pipeline of improvements

Given the comprehensiveness of list of priority areas set out in the Table 1 it has to be the case that it will deliver what users want to some degree. However it is not possible to determine at this stage the extent to which any one of the priorities will be met as neither the relative importance of the priorities nor the weight that is going to be given to the operational, infrastructure and enhancement priorities has been identified at this stage in the process. It will not be until the investment strategy has been produced that this will be possible.

Question 2

Do you think Highways England's proposals will deliver what businesses want? If not, what could be done differently?

The work that Highways England commissioned looking at the views of their users did include some specific work with businesses. However, no analysis is presented in the Initial Report about their specific views and whether the priorities they identified are any different from the list for all users presented on Page 29 of the Initial Report and listed in the response to Question 1 above. In view of this, and for the reason already given in the response to Question 1, it is not possible to assess the extent to which Highways England Proposals will deliver what businesses want. The views of businesses are particularly important given that one of the key aims of the Transport Investment Strategy is to build a stronger economy and support the delivery of the priorities set out in the Industrial Strategy White Paper in relation to employment and productivity.

More specific information on what businesses want from RIS 2 was presented in the CBI/AECOM, report 'Thinking Globally, Delivering Locally: Infrastructure Survey'⁷ which was a surveyed of 728 businesses. In response to a question about what outcomes need to be secured in the longer term greater integration with alternative modes of transport (e.g. rail, ports, airports), investment in new road capacity and improvements to the motorway

⁷ CBI/AECOM, Thinking Globally, Delivering Locally: Infrastructure Survey, November 2016

network all score particularly highly, although investment in maintenance and local road networks were also seen as critical or important by a majority of firms.

Clearly improved connections to ports and airports is something which businesses see as key outcomes of the next RIS 2 period and improved connectivity to international gateway ports and airports in the South East will need to be a key component of this. More prominence should be given to this in planning for the future particularly given the need to strengthen international trade links following Brexit.

As set out in the Highways England's Roads to Growth document the SRN carries two thirds of all freight traffic in England. Given this it is surprising that more attention has not been given in the Initial Report to the specific needs of the road freight sector. A significant amount of the freight that passes through the key ports and airports in the South East is transported on to other parts of the UK. An understanding of the needs of the road freight sector is important to understand how the SRN can be improved to meet their needs in the South East and beyond to help create a more balanced economy.

Question 3

Do you think Highways England's proposals meet the needs of people affected by the presence of the SRN?

If not, what could be done differently?

The need to manage the impact of the SRN on surrounding communities is recognised at a number of points in the document. In particular, the noise, visual and air quality impacts have been actively considered in the Initial Report. However no mention is made of the severance impacts of the SRN which is an important consideration for those affected by the presence of the SRN.

The system of designated (ring fenced) funds outlined in section 5.4 of the Initial Report provides the mechanism for Highways England to meet the needs of those affected. The funds cover:

- Growth and housing
- Environment
- Cycling, safety and integration
- Innovation
- Air quality

Given the Government and TfSE's aim of supporting economic and housing growth the continuation of the growth and housing fund is particularly welcomed. Much of the SRN in the South East passes through environmentally designated landscape and the funds designated for environment will be particularly important to ensure that further work can be undertaken to mitigate the adverse impacts of the SRN.

The availability of designated funds to improve conditions for those using sustainable travel modes to help people make sustainable travel choices is strongly supported.

There is recognition that Highways England can improve the administration and delivery of these funds in the future including delivering through others. Liaison and consultation with those that are impacted by the presence of the SRN and who would be affected by enhancements schemes funded through designated funds is key to this. The introduction of measures off the SRN on the local road network will need to be considered and

engagement and liaison with local highway authorities will be key to ensuring these are planned and delivered effectively. The development of expressways which would see non-motorised users displaced from the SRN will need to involve careful liaison with the communities affected where additional measures have to be provided on the local network to accommodate these user groups.

A stronger emphasis to commitment to community involvement in addition to the references to stakeholders as representatives of wider groupings is needed to ensure that any proposals meet the needs of those affected by the presence of the SRN.

Question 4

Do you agree with Highways England's proposals for:

Four categories of road and the development of Expressways (Initial Report sections 4.4.3 and 5.3.6)	<p>The categorisation of roads identified by Highways England into four categories is supported, as it puts into practice the concept of a road hierarchy with different functionally being attached to different categories of road. The motorways at the top of the hierarchy are engineered for longer distance higher speed movement with all-purpose trunk roads having a more local access function with a lower volumes and a lower speed environment.</p> <p>The principle of upgrading some A-roads to expressways is welcomed as it will involve a whole route approach and move away from piecemeal improvements that fail to deliver significant and meaningful journey time benefits for longer distance users, which the SRN is aiming to cater for.</p> <p>The staged approach to the development of expressways set out in section 5.3.6 is supported as it will allow many of the benefits to be delivered sooner. Careful thought will need to be given as to how the roll out of the expressway concept across the country is prioritised. Whilst it is accepted that the indicative map on Page 56 of the Initial Report showing the network classification over the medium term does not constitute a plan, the general approach to the potential roll out of expressways on the A roads which form part of the SRN in the South East is supported. This would possibly see expressways introduced on the A34, A3, A23 and parts of the A27, A21, A2, A20 and A249 with ongoing investigations about the possible introduction of expressways on other parts of the SRN network. Consideration should also be given to introducing the Lower Thames Crossing Schemes as an expressway. The roll out of any future expressway programme would need to be the subject of further discussion as the expressway concept is refined and a firmer programme is developed. The transport strategy that is currently being prepared by TfSE will provide a key input into these discussions as it will identify priority corridors for further investment.</p> <p>Not all of the A roads will be upgraded to expressways and continued consideration will need to be given to those sections of road which will remain all-purpose trunk road category at the bottom of the hierarchy to ensure that they are brought up to a higher standard along their entire length. For example the A259 from Brenzett in Kent heading to Hastings in East Sussex is of markedly lower quality and consideration should be given to upgrading the route.</p>
Operational priorities (Initial Report section 5.1)	<p>As identified in the Initial Report, it is Highways England's operational activities that keep the SRN running. A number of operational priorities for investment in RIS 2 have been identified by Highways England, which are listed in Table 1 above. Highways England is lobbying the Government for increased funding for its operational activities given increasing levels of demand and additional expense associated with some operational activities, such as smart motorways.</p>

	<p>There are a number of aspects of the operational investment priorities which are particularly welcomed:</p> <ul style="list-style-type: none"> ○ the updating of the investment decision methodology to expand on traditional economic analysis to properly capture scheme benefits which matter most to customers; ○ the commitment to a proactive dissemination of real time information through various channels to improve information flow to customers and the commitment to providing integrated travel information with public transport services allowing them to make more informed choices and enable the roll out of the mobility as a service concept. Better coordination and improved interfaces with local highways authority communication systems is required to improve information provision on and off the SRN network; ○ the commitments to improve SRN diversion routes through upgrades to their condition and signage; ○ the commitment to improve the coordination of traffic management activities with local highway authorities to improve traffic flow between the two networks; ○ supporting the roll out of connected and driverless and electric vehicles which provide the opportunity to enable more efficient use of the network and reduce harmful emissions.
<p>Infrastructure priorities (Initial Report section 5.2)</p>	<p>The Initial Report lists out a comprehensive list of asset types and is seeking to adopt a planned approach to maintenance based on extending the life of assets or replacing those in need to maintain the performance of the network. The alternative reactive approach involving potentially expensive works to keep traffic moving is not being recommended by Highways England. The Initial Report makes the point that the funding for a planned approach has not always been available for a planned approach to be implemented and clearly Highways England is seeking the funding to move forward with a proactive planned approach. The Initial Report states in section 5.2 that Highways England have developed a number of investment options for a number of different asset types to inform the government's decision moving forward. However, the option appraisals are not set out in the report so it is not possible to assess the trade-off that is being put forward across the different asset types.</p> <p>Obviously with limited funds available difficult decisions will have to be made about the amount of funding that is to be spent either on operational improvements to maintain the network and enhancement schemes to improve network performance. The situation on the local road network is equally challenging with a significant maintenance backlog. Better coordination between Highways England and local highways on maintenance planning is required to reduce disruption and improve outcomes. The sense from the Initial Report is that Highways England considers that operational priorities should be given more weight than enhancements. However, the enhancements will be necessary</p>

	to meet the requirements of the Department for Transport and other stakeholders, such as the Sub National Bodies, whose priorities are more focussed on improving economic connectivity which enhancement schemes will deliver.	
Enhancement priorities (Initial Report section 5.3)	Completing RIS1 schemes	<p>The list of priority schemes for potential inclusion in RIS 2 submitted by TfSE to the DfT in 2017 was based on the assumption that all of the schemes included in RIS 1 would be completed. The Initial Report restates Highways England's commitment to achieving this although a small number of schemes are in the process of being re-evaluated. As set out in the Initial Report many of the schemes included in RIS 1 will not be constructed until the early years of RIS 2. Section 5.3.1 includes the following statement:</p> <p><i>"Based on our forecasts completing these [RIS 1] schemes will take up a significant proportion of any funding available in the early years of RP2"</i>⁸</p> <p>This will obviously have an impact on the level of funding available for 'new starts' in RIS 2. The full implications of the statement above will only become clear once the Government produces its RIS 2 document.</p>
	Strategic studies and other studies	<p>The Strategic Studies have provided a suitable vehicle for identifying long term solutions to significant and complex challenges on the SRN including the M25 South West Quadrant. TfSE supports Highways England's advice that these studies should continue to inform a long term programme of delivery over successive roads periods and we are anxious to see the outcomes of the next stage of the work on the M25 South West Quadrant Study.</p>
	RIS1 for RIS2 schemes	<p>Section 5.3.4 of the Initial Report Sets out a list of 15 schemes for which design solutions have been identified so that they could be ready to enter the planning process and construction in RIS 2 if an appropriate solution can be identified which offers good value for money. The schemes inside and adjacent to the TfSE area that fall into this category are the Lower Thames Crossing and A3 at Guildford.</p> <p>Work will only continue on the design of these schemes if they continue to demonstrate value for money, deliverability and affordability. TfSE supports this approach as it means that the merits of these schemes can be set against those which have been identified for potential inclusion in RIS 2 as 'new starts'.</p>

⁸ Highways England Strategic Road Network Initial Report. P 72

	Smart upgrades to the busiest motorways	We agree that smart motorways have a role to play in adding capacity and supporting economic connectivity. In many locations they represent the last chance to squeeze additional capacity out of the existing carriageways. However, it is also important to keep looking to the future to ensure that the need for additional schemes either on or off the network are identified through strategic studies particularly where it is clear that additional capacity is required. The M25 South West Quadrant Strategic Study provides an example of this with the recognition that interventions off the SRN will be required involving improvements to encourage greater use of sustainable forms of transport. There are other emerging technologies such as connected and autonomous vehicles that could improve the capacity of the network. Highways England's Smart Motorway Approach will need to develop to embrace these emerging technologies.
	<i>Developing expressways</i>	As set out in answer to question 4, TfSE supports the continued roll out of expressways and the staged approach to their development set out in section 5.3.6 of the Initial Report.
	<i>New schemes</i>	TfSE fully supports the development of improvement schemes on the network and has already submitted a list of priority schemes for potential inclusion in RIS 2. These schemes will be critical to ensure that connectivity to the international gateways in the South East can be improved and enhance the delivery of new homes and jobs in the South East to increase its contribution to the Exchequer.
	<i>Tackling local priorities</i>	TfSE supports the continued use of the designated (ring fenced) funds to support the delivery of local priorities on growth and housing, environment, cycling, safety and integration, innovation and air quality.
	<i>Coordination with HS2 and Heathrow Airport expansion</i>	Highways England must continue to work to ensure that the impact of the possible expansion of Heathrow and HS2 on the SRN is minimised if and when both of these take place and that any increase in future demand arising from these proposals is taken into account.

	<i>A stable pipeline of improvements</i>	It is vital the Highways England develops a stable programme of work to ensure it is able to maximise the efficiency and effectiveness of its overall business. It is clear that a number of lessons have been learned from RIS 1 that will to be put into practice in RIS 2 to ensure a stable programme is in place.
A local priorities fund (Initial Report section 5.3.8)	A set out above, TfSE supports the continued use of the designated funds to support the delivery of local priorities on growth and housing, environment, cycling, safety and integration, innovation and air quality.	
Future studies (Initial Report section 5.3.11)	The programme of future studies to support the development of a wider range of solutions across the network including free flow junctions, last mile improvements, and multimodal integration hubs is supported as these will help identify location specific improvements that will improve the economic connectivity of the SRN network. For those RIS 1 schemes which are still in development consideration need to be given where possible to potential enhancements to reflect the emerging thinking from these future studies such as the introduction of free flow junctions and last mile improvements.	
Designated funds (Initial Report section 5.4)	A set out in answer to a previous question, TfSE supports the continued use of the designated funds to support the delivery of local priorities on growth and housing, environment, cycling, safety and integration, innovation and air quality. The proposal for roadside facilities being included in a designated fund is welcomed and would help the private sector and Local Authorities provide good facilities for drivers and thereby remove the many problems associated with inappropriate overnight lorry parking – including noise, anti-social behaviour, littering, road safety problems, damage to verges and kerbs.	
Performance measures and targets (Initial Report section 6.3)	<p>The development of the Performance Framework that Highways England operates in line with the recommendations from the recent review by the Office of Road and Rail (ORR) is supported leading to a two part assessment with the first part dealing with performance measures that will be of interest to users and stakeholders and the second part which deals with the performance of HE as an organisation.</p> <p>Given that supporting economic and housing growth are two of the four goals of the Government's Transport Investment strategy and the key role of the SRN in delivering these, consideration needs to be given to including performance measures on these two aspects.</p>	

Question 5

**Are there any other proposals in the Initial Report that you do not agree with?
If so, which ones and what could be done differently?**

There are no other proposals in the Initial report that TfSE disagrees with.

Question 6

Do you agree with Highways England's assessment of the future needs of the SRN (Initial Report section 4.4)?

It is clear from the Initial Report that Highways England have undertaken a thorough assessment of the future may look like and which tries to take account of the social and technological changes that are likely to affect travel in the future. These findings are presented in a supplementary report 'Connecting the Country - Planning for the longer Term'. This work has included the use of scenario planning to look at different future worlds and examine the impact these different futures would have on the SRN.

In the Initial Report no specific mention is made in the section on future trends (section 4.4.1.) about housing and employment growth given that report recognise that this is something that government has said it is alert to and something to which the SRN will have to respond.

In the face of the uncertainty about the future the approach that HE is adopting (like many other organisations) is more of a 'wait-and-see' approach, opting to watch emerging trends and develop responses as needed. However, given the importance of the SRN network to the country's mobility, HE should adopt a more proactive approach to influence what that future looks like and realise the benefits to their operations that future technological change could bring about. The DfT as the HE's main shareholder will have a key role in bringing this about.

Question 7

How far does the Initial Report meet the Government's aims for RIS2 (economy, network capability, safety, integration and environment – described in paragraph 2.3)?

Which aims could Highways England do more to meet and how?

There is no specific reference to the need to support the creation of housing in the Government's RIS 2 priorities despite this being one of the four stated goals of the Transport Investment Strategy and is a key element of the Industrial Strategy White Paper. The provision of additional housing is necessary to facilitate additional economic growth in the South East, which is essential if the Government is to meet its national growth aspirations. The identification of strategic transport interventions that could facilitate housing growth is a key priority for TfSE. The current system of designated (ring fenced) funds which HE recommends should be continued in RIS 2 includes a growth and housing category. The Department for Transport has allocated £900 million of funds to Highways England over the 6 year spending period covering 2015 to 2021. Of this £100 million is allocated to Growth and housing. Careful consideration needs to be given as to whether the amount of funding allocated to this area should be substantially increased in RIS 2.

The Initial Report outlines how the Government's aims for RIS2 will be met in the period 2020-2025. However, more could be done to demonstrate how the operational, infrastructure and enhancement priorities (summarised in Table 1 above) are linked to the Government priorities for RIS 2.

As network operator Highways England places great emphasis on the need for it to meet its operational and infrastructure priorities in the future and sees the need for increasing emphasis on these two priorities particularly as additional cost pressures emerge. Arguably, it is the enhancement priorities set out in Table 1 above which will contribute more towards the Government's stated aims. The Department for Transport will need to ensure that it achieves an effective balance between these three priority areas when establishing the allocation of funding as during the decision making phase of the RIS 2 process.

Question 8

Do you think there should be any change in the roads included in the SRN (described in paragraph 1.3)?

If so, which roads would you propose are added to or removed from the SRN, and why?

Kent County Council is asking for the A249 Detling Hill (M2 Junction 5 to M20 Junction 7), A229 Blue Bell Hill (M2 Junction 3 to M20 Junction 6), and A299 (M2 Junction 7 to Port of Ramsgate) to be added to the SRN as key strategic links between the two motorway corridors in Kent, connecting major population centres and links to the port

Question 9

Is there anything else we need to consider when making decisions about investment in the SRN?

If so, what other factors do you want considered? Please provide links to any published information that you consider relevant.

Highways England has commissioned a number of surveys of its users to better understand their needs and the results of these are set out in the Initial Report. Given the importance of the need to ensure that forthcoming investment programme delivers increased economic output and improved productivity of the SRN to the economy and greater engagement with business representatives and freight operators to understand the problems they have with SRN network, what their priorities for improvement would be and the relative importance they attach to each of these.

Careful consideration needs to be given to the potential implications of Brexit both in terms of the need for enhanced connectivity to the international gateway ports and airports to facilitate increased trade. Account possible changes to the customs arrangements following Brexit and knock on impacts for roll on roll off ports such as Dover where congestion problems have been encountered before leading to the initiation of Operation Stack on the M20 which is extremely disruptive and expensive. A permanent solution to this problem which will remain an issue regardless of Brexit must be identified.

Question 10

**Does the analytical approach taken have the right balance between ambition, robustness, and proportionality?
If not, what do you suggest we do differently?**

The analytical approach takes the right balance between ambition, robustness and proportionality. However, the approach must ensure that it takes into account future housing growth and traffic demand, and that modelling takes into account additional traffic flow from other SRN schemes.

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To: **Shadow Partnership Board - Transport for the South East**

Date: **5 March 2018**

Title of report: **Developing a Proposal to Government to make the strategic case for a sub-national transport body for the South East**

Purpose of report: **To update members on the process for securing statutory status**

Recommendations:

The members of the Shadow Partnership Board are recommended to:

- i) note the process for developing a draft Proposal to Government to make the strategic case for a sub-national transport body (STB) for the South East;
 - ii) agree that initial work should begin on the preparation of the Proposal; and
 - iii) note the requirement for further work on the resources required to develop the Proposal.
-

1. Introduction

1.1 The purpose of this report is to provide an update on the process for securing statutory status for Transport for the South East (TfSE) and set out the approach to developing a draft Proposal for submission to Government.

2. Developing a proposal

2.1 Following the December 2017 meeting of the Shadow Partnership Board, discussions have been underway with the DfT to agree the next stages for securing statutory status. During those discussions the DfT have set out their expectations in relation to what they will require before the laying of the necessary Statutory Instrument.

2.2 The DfT have informed us that TfSE will be required to develop a Proposal to Government which will need to demonstrate the strategic case for the creation of a sub-national transport body, having regard to the statutory requirements for such a body. Such a Proposal will be required to be supported by strong evidence, including a quantitative assessment of the value added to the economy by TfSE and qualitative feedback from businesses, residents and communities. As part of this we will need to identify the types of powers and responsibilities that TfSE will be seeking, as well as identifying the proposed governance structures and strategic aims.

2.3 The DfT require that these proposals be subject to a full three month consultation and will require consent from each of the constituent authorities.

2.4 A final draft Proposal will be submitted to Government and will be subject to a period of negotiation and assessment. The final Proposal will be signed by the Government and constituent authorities.

2.5 DfT will commence work on the draft Order following agreement of the Proposal.

2.6 The Transport Strategy will provide the basis for the proposal, including the evidence base although it will need to be supplemented by other research and evidence. The proposal will need to identify what is needed to give effect to the Transport Strategy and the role that TfSE will play in the delivery of it. This will need to be reflected in the Statutory Instrument, which will subsequently be prepared by Government.

3. Timescales

3.1 As reported at the last meeting of the Shadow Partnership Board in December 2017, DfT has identified that it is unlikely that TfSE will be able to secure statutory status before 2020/2021. This is due to lack of parliamentary time and pressures on the legal teams with the DfT. The same feedback has been given to Midlands Connect and England's Economic Heartland.

3.2 Feedback from discussions with Transport for the North and Midlands Connect suggests that a period of at least 12 months is required to develop and consult on the draft Proposal for submission to Government. This includes a three month public consultation and the securing of consent from the constituent authorities.

3.3 We are continuing discussions with TfN and Midlands Connect and hope to be able ensure consistency in relation to the format of our proposals which should then help streamline and expedite the process. We are working to a similar timescale to England's Economic Heartlands for the development of the Proposal and are exploring with them options for joint working. DfT have confirmed that they will provide advice on the preparation of the draft Proposal, which should help to reduce the time required for the negotiation with Government once the draft Proposal has been prepared. A copy of the indicative timescale for developing a Proposal and Statutory Instrument that has been developed by the DfT is attached as Appendix 1.

3.4 Although parliamentary time and availability of legal resource from Government will be restricted, it is important that TfSE maintains momentum and continues to progress with the development of the Proposal. This will ensure that we are well prepared should any parliamentary time become available. Working with the two other shadow STBs, we will continue to press Government for early consideration by Parliament.

3.5 It is recommended that TfSE should commence work immediately on preparing the Proposal, with a view to submitting it to Government in March 2019. This would enable a period of consultation in Autumn 2018.

4. Resource implications

4.1 The development of the Proposal will require additional resource. Further discussions are needed to scope what this is likely to involve, but it will need to cover engagement with constituent authorities, leading the consultation, drafting the Proposal and agreeing the powers and responsibilities for TfSE.

4.2 A significant part of the evidence base to support the strategic case will be available from the Economic Connectivity Review, which is currently underway. Other sources of information include Government publications, such as the Industrial Strategy and Transport Investment Strategy, existing studies, such as the four LEP study into strategic infrastructure, and independent think tank reports. Additional evidence may be required around the role of the South East as an international gateway and it may be necessary to bring forward a proposed study on this issue.

4.3 TfN and Midlands Connect have used external legal advice to inform the development of their proposals. We are planning further discussions with both STBs to understand what this entails and whether it is necessary for TfSE. It is possible that we may be able to identify costs efficiencies through joint working with England's Economic Heartland.

4.4 Beyond the legal advice to be considered with England's Economic Heartlands, it is unlikely that any specialist consultancy support will be required to draft the proposal. The resource requirement will be primarily for dedicated staff time to undertake the development of the draft proposal, including comprehensive research into the evidence base, coordinating the consultation exercise and liaising with the DfT and key stakeholders.

4.5 The proposed timescale for developing the Proposal will be dependent upon the availability of resource, particularly funding from the DfT. It may be possible to use funding from the contributions raised from constituent authorities, but this will impact upon the timescales for the development of the Transport Strategy. It is proposed that further work is undertaken on scoping the full resource requirements and a full report provided to the July 2018 meeting of the Shadow Partnership Board. Initial work on the draft Proposal, including meetings with other STBs, will take place within existing resources.

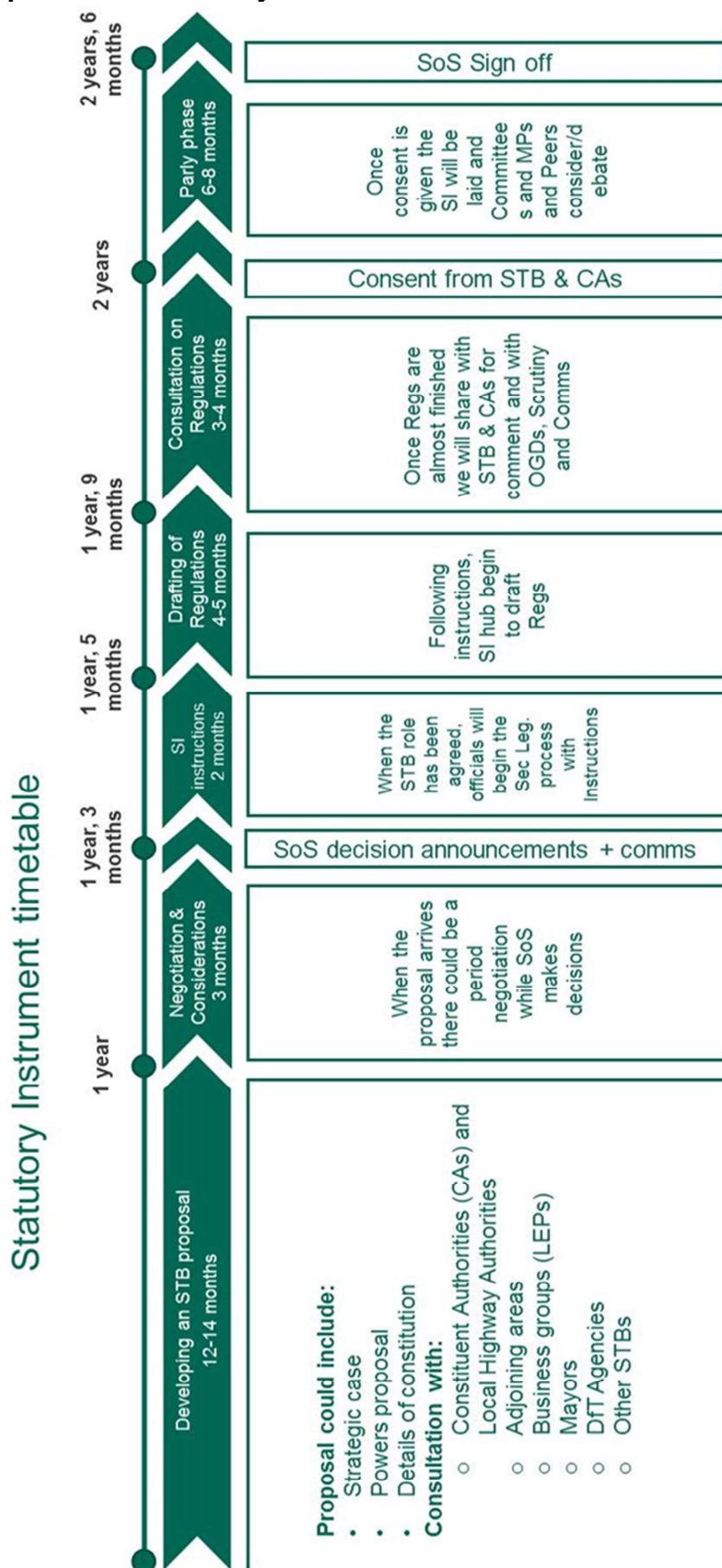
5. Conclusion

5.1 Despite confirmation from the DfT that TfSE will be recognised as an STB, there is a risk that a different Secretary of State might not conform to this approach and it is important that we continue to work towards statutory status at the earliest opportunity. The first stage in this process is to develop a Proposal to Government setting out the purpose of the Body and making the strategic case for its creation.

5.2 Members of the Shadow Partnership Board are asked to agree the recommendations to start initial work on the Proposal and to receive a further report at the July 2018 meeting on the resource implications of this.

Philip Baker
Assistant Chief Executive
East Sussex County Council

Appendix 1 – Statutory Instrument Timetable



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To: **Transport for the South East - Shadow Partnership Board**

Date: **5 March 2018**

Title of report: **Communications and Engagement**

Purpose of report: **To agree the next phase of communications and engagement work for TfSE**

Recommendations:

The members of the Shadow Partnership Board are asked to:

- i) Note arrangements for TfSE's business and industry event in May 2018;
 - ii) Note the appointment of a film-maker to produce a short video to introduce TfSE;
 - iii) Agree the next phase of engagement with MPs.
-

1. Introduction

1.1 TfSE will be raising its profile in 2018, with a series of activities and events aimed at business, government and industry. These include an important day-long conference in May 2018 and further proposed Parliamentary activity.

2. Engagement and communication activity

2.1 TfSE is hosting a day-long event, '*Connecting the South East*', at Farnborough International on Tuesday 8 May 2018 in partnership with sector experts Essential Infrastructure Events. We expect attendance from about 250 important figures from transport, government and business in the South East. The purpose of the event is to brief and enthuse attendees about the ambitions of TfSE and the work already underway. Invitees include Roads Minister Jo Johnson (at the DfT's request) and other key figures in the sector. Four commercial partners are sponsoring the event and will be represented there. The draft programme and speaker list for the event appears below as **Appendix 1**. The event will see the launch of the Economic Connectivity Review commissioned by TfSE and the start of six week long engagement process on its findings. Also at the event will be the launch of TfSE's new promotional video.

2.2 The video to introduce TfSE and explain its mission is being produced by the company Blueprint Films, who were appointed after a competitive tendering exercise. The completed film will be around 2 minutes long but will also be split into smaller clips for use on social media as well as the website and for use at events.

2.3 It is proposed to begin a new phase of Parliamentary activity before the May 2018 event. This will include supporting Transport questions and a Westminster Hall debate instigated by some of our local MPs. A draft plan of Parliamentary engagement is included below as **Appendix 2**.

2.4 Other continuing communications and engagement work includes an update and improvement to the TfSE website which [has now] been completed.

Warwick Smith
Head of Communications and Marketing
East Sussex County Council

Appendix 1 – Draft Programme for ‘Connecting the South East’ - 8 May 2018



Connecting the South East, Farnborough, 8 May Speakers in bold are confirmed...

10.00-11.00 Session 1

10.00–10.20

Welcome and scene setting

CLlr Keith Glazier, Chair, TfSE, leader East Sussex CC

Ministerial /SoS address

Jo Johnson, Jesse Norman tbc

[Keith Glazier introduces TfSE video]

10.20–11.00

What is a STB and what can they do

Martin Tugwell, representing the England STB group

Why TfSE is a good idea

Rupert Clubb

How transport supports SE businesses and inward investment

Dr Mike Short, Chair Enterprise M3 LEP and chief scientific advisor, Department for International Trade

3 x 8mins plus 15 mins panel discussion

11.00–11.30 Tea and networking

Session 2 11.30–12.30

Headline findings from TfSE's Economic Connectivity Review

Steven Bishop, Head of UK Planning, Steer Davis Gleave (to present Economic Connectivity Review, possibly as a double header with Edmund Cassidy, consultant SDG)
+ plus additional speaker from TfSE, Mark?? (20 mins total)

How infrastructure can deliver transformational economic growth

DfT Speaker – New Director of Regions, Cities and Devolution Directorate (name to be announced soon) or NIC speaker?

Creating places where people want to live, work and play

LEP representative covering business and employment issues (8 mins)

Alan Law, Chief Officer for Strategy & Reform, Natural England

Elliot Shaw, Executive Director for Strategy and Planning

Ray Morgan, Chief Executive, Woking Borough Council

Panel discussion/Q&A (20 mins)
Invite questions during session using Slido

12.30–13.45 Lunch and networking

13.45–14.50 Session 3

13.45–14.00

- Slido poll/survey and word cloud generator designed to provide feedback on the Economic Connectivity Review

14.00–14.50

- What SE businesses and users need from transport

Anthony Smith, Chief Executive Transport Focus

Dave Lees, managing director, Southampton Airport

The Logistics Company (Amazon or DHL...)

Well-known southern/southern based international business (Ricardo, no David Shemmens)

Rail commuter group spokesperson (Association of British Commuters, Brighton Line Commuters)

Four speakers – 8 mins each, followed by 20 mins panel

14.50–15.10 Tea and networking

15.10–16.30 Session 4 – What does the future hold?

15.10–16.00

Perspectives on the future - disruptors and how we can design, build, use and maintain transport infrastructure to be smarter, better value, sustainable and delivers greater social value

Victoria Brambini, Chief Executive, Scape (via BB)

Ed Parson, Geospatial Technologist, Google (via Elgin on joining up data across asset owners)

Keith Waller, Senior Advisor, Infrastructure Projects Authority (and Costain)

CH2M

16.00–16.25

- The way forward for STBs – speaking with one voice where there is a common interest

Martin Tugwell (EEH), **Barry White** (TfN) and **Rupert Clubb** in conversation

16.25–16.30

- Launch consultation on Economic Connectivity Review, closing comments

Appendix 2 - Draft programme for Parliamentary and Ministerial engagement

Transport for the South East

Draft programme for Parliamentary and Ministerial engagement

Overview

South East MPs and Ministers have already shown support for the aims of TfSE and willingness to work with us. To make this happen, an outline plan to turn support and good wishes into practical action and a higher profile for TfSE is suggested here. The plan runs until Spring 2020, when it is hoped TfSE could become a statutory body.

Approach

We can think of the potential value of TfSE to MPs and other political stakeholders as working on at least three different levels:

National – importance to the UK economy, to the nation’s international connectivity and as an enabler of national programmes such as the DfT’s transport investment strategy, the Industrial Strategy set by BEIS, the work of the National Infrastructure Commission and the Government’s targets for housing growth.

Strategic regional – specifying the actions and areas of transport investment needed to sustain growth in the regional economy, to smooth journeys for businesses and residents, to underpin infrastructure for housing and employment while protecting the region’s natural assets and to be innovative in using new technology to enhance life.

Constituency level – Provides evidence and impetus for strategic improvements which benefit multiple constituencies, provides a powerful expert voice for common interests, helps give residents more options on how they live, work and travel, can champion and ‘multiply’ local innovation.

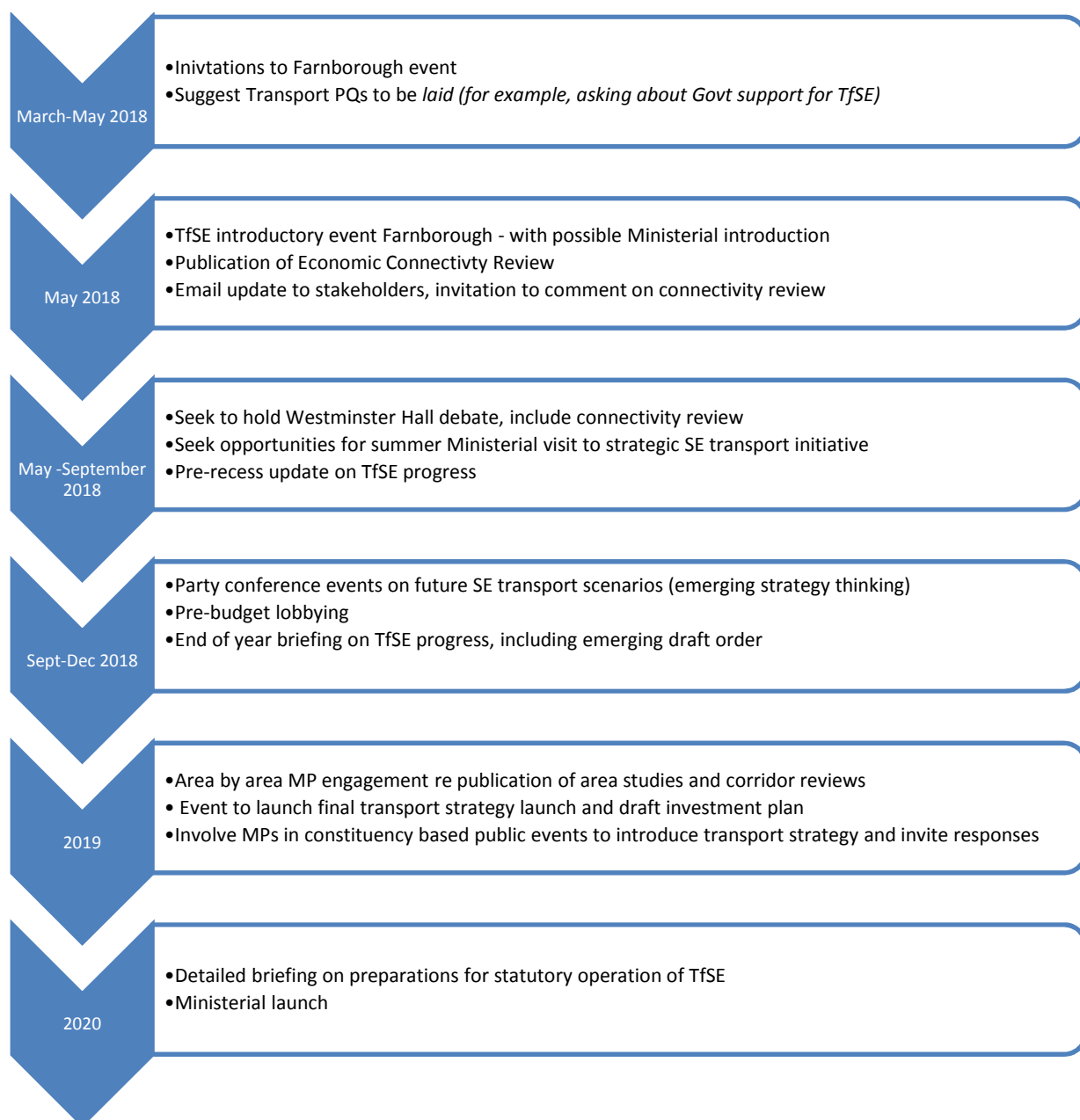
Speaking to political stakeholders needs to balance all three of these tiers: TfSE will never take a purely local focus but it has to describe the benefits it will bring in terms that are meaningful for the constituent of a local MP as well as for the chief executive of a listed company or for a member of the Cabinet.

This approach also addresses the test set by the Secretary of State for Transport – that Sub National Transport Bodies must make a demonstrable practical difference to people’s lives to convince him of the case for each one. While TfSE builds its account of how it will do this (primarily through its transport strategy), engagement with the general public is a lower priority at this time. By contrast, effective engagement now with MPs and other political influencers can help secure resources, influence and ultimately legislative support.

Engagement with Ministers, MPs, Lords, special advisors and parliamentary advisers will naturally build on existing relationships with TfSE partners. Likely tactics and channels include co-operating with MPs on laying Transport Questions in Parliament, arranging Westminster Hall debates, invitations to TfSE events, brief and punchy news update emails and topical briefings,

submissions from TfSE on Select Committee or other Parliamentary consultations and suggesting Ministerial visits.

Outline of possible engagement activity and timeline



MPs by area

<i>MP</i>	<i>Constituency</i>	<i>Has engaged with TfSE (e.g. attended Parliamentary event)</i>	<i>Particular transport role or interest</i>	<i>Government position</i>	<i>Other notes</i>
Berkshire					
Afriyie, Adam (Con)	Windsor				
Richard Benyon (Con)	Newbury				
Tan Dhesi (Lab)	Slough	yes			
Philip Lee (Con)	Bracknell				
Theresa May (Con)	Maidenhead			PM	
John Redwood (Con)	Wokingham	yes	Lists transport as interest		
Matt Rodda (Lab)	Reading East	yes			
Alok Sharma (Con)	Reading West			Minister DWP	
Brighton and Hove					
Peter Kyle (Lab)	Hove				
Caroline Lucas (Green)	Brighton Pavilion				
Lloyd Russell-Moyle (Lab)	Brighton Kemptown	yes			
East Sussex					
Maria Caulfield (Con)	Lewes				
Nus Ghani (Con)	Wealden		Minister - DfT	PuS - Transport	
Stephen Lloyd (Lib Dem)	Eastbourne	yes			
Huw Merriman (Con)	Bexhill and Battle	yes	Select ctte member		
Amber Rudd (Con)	Hastings	yes		Home Secretary	
Hampshire					
Steve Brine (Con)	Winchester	yes		PuS - Health	
Mims Davies (Con)	Eastleigh			Junior Whip (Treasury)	Constituency includes Southampton

<i>MP</i>	<i>Constituency</i>	<i>Has engaged with TfSE (e.g. attended Parliamentary event)</i>	<i>Particular transport role or interest</i>	<i>Government position</i>	<i>Other notes</i>
					Airport
Caroline Dinéage (Con)	Gosport			Minister - Health	
Leo Docherty (Con)	Aldershot				
Suella Fernandes (Con)	Fareham			PuS - DexEU	
Damian Hinds (Con)	East Hampshire	yes		SoS - Education	
George Hollingbery (Con)	Meon Valley				
Ramil Jayawardena (Con)	North East Hampshire	yes			
Julian Lewis (Con)	New Forest East				
Alan Mak (Con)	Havant				
Kit Malthouse (Con)	North West Hampshire	yes		PuS - DWP	
Maria Miller (Con)	Basingstoke				
Caroline Nokes (Con)	Romsey and Southampton North	yes		Minister – Home Office	
Desmond Swayne (Con)	New Forest West				
Isle of Wight					
Bob Seely (Con)	Isle of Wight	yes			
Kent					
Greg Clark (Con)	Tunbridge Wells	yes		SoS BEIS	
Damian Collins (Con)	Folkestone and Hythe				
Rosie Duffield (Lab)	Canterbury				
Charlie Elphicke (Con)	Dover		Lists transport as an interest		Dover docks in constituency
Michael Fallon (Con)	Sevenoaks				

<i>MP</i>	<i>Constituency</i>	<i>Has engaged with TfSE (e.g. attended Parliamentary event)</i>	<i>Particular transport role or interest</i>	<i>Government position</i>	<i>Other notes</i>
Sir Roger Gale (Con)	North Thanet				
Helen Grant (Con)	Maidstone and the Weald				
Damian Green (Con)	Ashford				
Gordon Henderson (Con)	Sittingbourne and Sheppey				
Adam Holloway (Con)	Gravesham				
Gareth Johnson (Con)	Dartford				
Craig MacKinlay (Con)	South Thanet				
Tom Tugendhat (Con)	Tonbridge and Malling				
Helen Whateley (Con)	Faversham and Mid-Kent				
Medway					
Rehman Chishti (Con)	Rainham and Gillingham				
Tracey Crouch (Con)	Chatham and Aylesford			PuS - DCMS	
Kelly Tollhurst (Con)	Rochester and Strood			Junior Whip (Treasury)	
Portsmouth					
Stephen Morgan (Lab)	Portsmouth South				
Penny Mordaunt (Con)	Portsmouth North			SoS DFID	
Southampton					
Royston Smith (Con)	Southampton Itchen				
Alan Whitehead (Lab)	Southampton Test		Lists transport as interest		
Surrey					
Sir Paul Beresford (Con)	Mole Valley				

<i>MP</i>	<i>Constituency</i>	<i>Has engaged with TfSE (e.g. attended Parliamentary event)</i>	<i>Particular transport role or interest</i>	<i>Government position</i>	<i>Other notes</i>
Crispin Blunt (Con)	Reigate				
Michael Gove (Con)	Surrey Heath			SoS - Defra	
Chris Grayling (Con)	Epsom and Ewell	yes	Secretary of State	SoS – Dept for Transport	
Sam Gyimah (Con)	East Surrey			Minister - Education	
Philip Hammond (Con)	Runnymede and Weybridge		Lists transport as an interest	Chancellor	Former Transport secretary
Jeremy Hunt (Con)	South West Surrey			SoS Health	
Kwasi Kwarteng (Con)	Spelthorne		Lists transport as interest		
Jonathan Lord (Con)	Woking				
Anne Milton (Con)	Guildford			Minister - Education	
Dominic Raab (Con)	Esher and Walton			Minister - HCLG	
West Sussex					
Sir Peter Bottomley (Con)	Worthing West				
Nick Gibb (Con)	Bognor Regis and Littlehampton			Minister - Education	
Nick Herbert (Con)	Arundel and South Downs				
Gillian Keegan (Con)	Chichester				
Tim Loughton (Con)	East Worthing and Shoreham				
Jeremy Quin (Con)	Horsham				
Henry Smith (Con)	Crawley	yes			Constituency includes Gatwick airport
Nicholas Soames (Con)	Mid Sussex		Lists aviation as interest		

To: **Shadow Partnership Board - Transport for the South East**

Date: **5 March 2018**

Title of report: **Response to the Government Consultation on the Great Western Railway Franchise**

Purpose of report: **To agree the response to the Government consultation**

Recommendations:

The members of the Shadow Partnership Board are recommended to agree the response to the consultation set out in Appendix 1.

1. Introduction

1.1 The purpose of this report is to present and endorse the draft Transport for the South East (TfSE) response to the Government's consultation on the Great Western Railway Franchise.

2. Great Western Railway Franchise Consultation

2.1 The Great Western Railway franchise is one of the largest rail franchises in the UK. It covers services across a wider area of the Thames Valley, the Cotswolds, South Wales, Bristol and the South West. Many of the key routes run through the south east, acting as an important connection for areas within the TfSE region and to other areas of the country.

2.2 The current Great Western Railway franchise is undergoing a programme of improvements, including electrification of some routes, newer trains, increased capacity and more frequent journeys. The current franchise is due to end in March 2019.

2.3 In November 2017, the Department for Transport launched a consultation on the future of the franchise. The consultation paper set out the Government's intention to extend the existing franchise for a further 12 months to enable the completion of the current and planned improvements to the network. The consultation paper seeks views on:

- A proposed further extension of the franchise to March 2022;
- The future structure of the franchise – consideration is given to whether the franchise should remain at its current scale or be split into two (or more) franchises, with a stronger focus on meeting the needs of a particular market or geographical area;
- Proposals for the franchise operator and Network Rail to work more closely on key issues;

- Passenger priorities – ensuring that any new franchise reflects the needs of passengers including infrastructure enhancement schemes and train service improvements.

2.4 The consultation period ended on 21 February 2018 and the Government publish its response to the consultation later in 2018.

3. TfSE Response to the Consultation

3.1 The TfSE draft response to the consultation is set out in Appendix 1. It highlights the important role that Sub national Transport Bodies (STB) can play in shaping future franchise specifications and requests further discussions with the Department for Transport to ensure that the TfSE priorities are reflected in any further franchise arrangements.

3.2 As the TfSE Transport Strategy is in development, the TfSE response does not include details on any specific schemes. As work progresses on the Transport Strategy, it will be possible to share details with the Department for Transport. However, given that the Board has already taken a view on the importance of Western and Southern Rail Access to Heathrow in the response to the Mayor's Transport Strategy in September 2017, reference to the strategic importance of the schemes and their links to the Great Western Railway franchise are highlighted.

3.3 Enterprise M3 and Thames Valley Berkshire Local Enterprise Partnerships (LEPs) have submitted detailed responses to the consultation. The TfSE response is aligned to the key issues identified by the LEPs.

3.4 The draft TfSE response was submitted by officers to meet the 21 February consultation deadline. The response will be finalised following endorsement by the Shadow Partnership Board.

6. Conclusion

6.1 The Great Western Railway franchise forms an important connection within the TfSE area and to other parts of the country. TfSE can play a significant role in shaping the future specification for the franchise and would welcome further discussions with the Department for Transport.

6.2 Members of the Shadow Partnership Board are recommended to agree the draft response attached as Appendix 1.

Rupert Clubb
Director of Communities, Economy and Transport
East Sussex County Council

Appendix 1: Draft TfSE Response to the Great Western Railway Franchise Consultation

21 February 2018

Great Western Franchise Consultation
Department for Transport
Zone 4/19
Great Minster House
33 Horseferry Road
London SW1P 4DR

Dear Sirs

Response from Transport for the South East to Great Western Railway Franchise Consultation

Transport for the South East welcomes the opportunity to respond to the consultation on the Great Western Railway Franchise.

Transport for the South East (TfSE) is an emerging sub-national transport body, which represents a number south east local authorities. These are Brighton and Hove, East Sussex, Hampshire, Kent, Medway, Surrey, West Sussex, the Isle of Wight, Portsmouth and Southampton, and the six Berkshire unitary authorities. It also has representation from five Local Enterprise Partnerships.

The TfSE area includes two major airports, a string of ports including Dover, Portsmouth and Southampton, many of the country's vital motorways and trunk roads and crucial railway links to London, the rest of Britain and to mainland Europe.

We know good transport links are vital for continuing economic growth and the quality of people's lives. This is especially true in the South East of England which is a powerful motor for national prosperity, adding more than £200 billion to the UK economy – more, for example, than Scotland and Wales combined.

TfSE fully supports the Government's vision for rail ambition and welcomes the recognition that rail can play a central part in enabling economic growth. There are clear benefits from investing in a growing rail network and this needs to be sustained to ensure the network can respond to forecast growth and additional capacity requirements. It is important that the franchise itself is structured in such a way that it enables the operator to respond positively to growth opportunities as they occur and not be unnecessarily constrained by an inflexible franchise.

We note the proposal to **extend the current franchise contract to 2022**. Sub-national transport bodies should have an opportunity to engage in the development of the franchise arrangements, ensuring that they reflect the economic priorities for the area. Work is underway to develop a Transport Strategy for the TfSE region which will identify the strategic transport interventions that are required on the key corridors, including those that relate to the Great Western Railway routes. These

interventions will support economic growth. We would welcome the opportunity for further discussion and engagement with the Department for Transport to ensure the emerging priorities from our Transport Strategy are reflected in the specification for the future franchise arrangements.

The consultation document sets out a number of **objectives and priorities** for the Great Western Franchise. These are broadly supported, but we feel that greater emphasis should be placed on access to Heathrow, specifically Western Rail access and Southern Rail Access, both of which have a clear strategic case for investment regardless of expansion at the airport.

Improved rail connections to Heathrow would also help to reduce traffic on the M3 and M25. There are close links to Highways England's ongoing M25 South West Quadrant study and delivery of the rail schemes would help to facilitate greater levels of economic growth.

We support the overall objective of providing safe, reliable and punctual services. Our day-to-day experience of the railway is that the franchise holder alone cannot be held responsible for some of the operating problems. Therefore we also support the commitment to closer working with Network Rail, and bringing track and train operations closer together.

Transport for the South East is currently developing its Transport Strategy which will identify and prioritise a number of **schemes for investment**. We would welcome further discussions with the Department for Transport to ensure that the emerging priorities from our Transport Strategy are reflected in the specification for the future franchise arrangements.

In the future TfSE expects orbital connectivity around London to play a significant role in meeting national economic growth aspirations. The North Downs Line links together a number of economically successful towns and TfSE would therefore look to see a substantial upgrade along the corridor and for the franchisee to be expected to contribute proactively to this.

Thames Valley Berkshire and Enterprise M3 Local Enterprise Partnerships have both submitted detailed responses to this consultation which align with the key issues that have been raised here.

This draft response is an officer response to the consultation. The TfSE Shadow Partnership Board meets on 5 March 2018 to consider the draft response and a further iteration of the response may follow.

We look forward to working with the Department on the development of the specification for the future franchise arrangements.

Yours sincerely

Rupert Clubb
Director of Communities, Economy and Transport
On behalf of Transport for the South East

