

**SOUTH EAST ENGLAND REGIONAL ASSEMBLY
REGIONAL PLANNING COMMITTEE**

Date: 23 May 2001

Subject: **Regional Transport Strategy - Objectives**

Report of: Head of Regional Transport Planning

Recommendations:

That the objectives set out in Annex 1 are adopted as the draft objectives for the Regional Transport Strategy and are used as the basis for developing the detailed policies and proposals of the revised Regional Transport Strategy.

1 Background

- 1.1 Government guidance on Regional Planning set out in Planning Policy Guidance Note 11 (PPG11) requires that Regional Planning Guidance (RPG) should incorporate a Regional Transport Strategy (RTS).
- 1.2 The most recent version of Regional Planning Guidance for the South East (RPG9) incorporates the current version of the RTS as Chapter 9 of that document. It has been accepted that the current version of the RTS requires development in order for it to satisfy the requirements set out in PPG11.
- 1.3 The Regional Assembly is embarked upon a programme of work to develop the RTS with a view to having a revised draft ready for consultation by the beginning of 2002. A fundamental element of this programme of work is the need to develop a set of objectives for the RTS. The purpose of this report is to seek the endorsement of Members for the draft objectives of the RTS.

2 Requirements of PPG11

- 2.1 PPG11 states that critical to developing the RTS, as an integral element of RPG, will be the objectives set for the spatial strategy for the region. The importance of having regard to the objectives of the region's sustainable development

framework is also highlighted. PPG11 continues by stating that the RTS should not start from an overly narrow approach with objectives being defined in terms, for example, of solving specific road capacity or road safety problems. Instead, the Regional Planning Body is encouraged to identify, in conjunction with stakeholders, broader strategic objectives. Finally, PPG11 stresses the need for the RTS to take an integrated approach with transport policies and proposals structured by objective or problem rather than mode.

3 Developing an Objectives Led Approach

- 3.1 In the context set by PPG11, it is clear that the objectives of the RTS must reflect the wider policy framework at a regional level and add value at the local level.
- 3.2 The current version of the RTS is weak in terms of relating its policies to the delivery of this wider regional policy framework; in other words it is weak in reflecting the fact that travel is principally a derived demand. The objectives of the RTS must therefore provide a framework that encourages the development of detailed policies and proposals that contribute more clearly towards the delivery of the social, economic and environmental dimensions underpinning the delivery of a more sustainable pattern of development.
- 3.3 The objectives of the RTS must also reflect the fact that there will, in some instances, continue to be a need to address specific issues associated with the management of the transport network.
- 3.4 Thus the objectives for the RTS have two origins; the first sub-set comprising objectives that relate to the need to develop the transport network, the second sub-set comprising those that derive from the need to manage the transport network.
- 3.5 Whilst there will be some transport policies and proposals that will be applicable across the whole of the region, there will also be a need for the RTS to reflect the region's diversity. In this latter context the sub-regional areas defined within RPG9 provide a useful starting point, allowing an opportunity for the priority to be given to specific objectives to be varied to reflect local circumstances.
- 3.6 The relationship between the RTS objectives and the detailed policies and proposals set out within the RTS is shown diagrammatically in Annex 1. The detailed policies and proposals will be regionally and, where appropriate, sub-regionally specific.
- 3.7 In developing the RTS objectives the term "transport network" has been taken to embrace all modes of travel – road, rail, bus, cycling, walking and water borne. At the heart of the RTS is the need to deliver a transport system that is integrated and provides the user with the opportunity to make a "seamless" journey involving a number of modes of travel.
- 3.8 Care has been taken in developing the RTS objectives to ensure that they are directional. In this context the indicators already identified as part of the SDF,

together with the work already in hand to review existing transport monitoring regimes, will assist in the development of targets and indicators against which delivery of the RTS will be monitored.

4 Involvement of Stakeholders

- 4.1 The development of the RTS objectives has sought the involvement of a wide range of stakeholders through:
- two seminars with a “panel of experts”
 - discussions held with members of the Transport Advisory Group;
 - comments on a discussion paper circulated amongst stakeholders.
- 4.2 In considering the proposed structure and content of the objectives for the RTS the Transport Advisory Group supported the philosophy underpinning the approach outlined in this paper. A number of points of detailed made by the Group have been incorporated into the drafting of the draft objectives set out herein. Other issues raised by the Group will be taken into account in using the objectives to develop the detailed policies and proposals for the RTS.
- 4.3 The discussion paper circulated amongst stakeholders led to 32 responses. The nature of these responses varied in terms of the level of detail with a number of the responses raising points that once again will be more relevant in developing the detailed policies and proposals for the RTS.
- 4.4 A distillation of the key responses received that relate to the development of the RTS objectives, together with the secretariat’s response, is set out in Annex 2.

5 RTS Development Objectives

- 5.1 The wider regional policy framework is defined within three key documents:
- Regional Planning Guidance (RPG9):* In March 2001 the Secretary of State published revised Regional Planning Guidance. Chapter 3 of the RPG9 sets out the key development principles that will govern the continuing development of the South East Region.
- Sustainable Development Framework (SDF):* In February 2001 the South East England Regional Assembly adopted this framework for publication. It has been developed in partnership with the Government Office for the South East (GOSE) and the South East England Development Agency (SEEDA). This framework sets 23 objectives, together with associated indicators, within which regional policy should be developed.
- Regional Economic Strategy (RES):* Published in October 1999 the RES identifies strategic priorities for the development of the transport system in support of sustainable economic development.

- 5.2 In terms of the linkage between this wider regional policy framework and the transport network, the RTS objectives that relate to the development of this network can be summarised as being:
- a) To support the re-use of previously developed land and existing buildings and encourage urban renaissance;
 - b) To encourage a pattern of less dispersed, more vibrant, healthy, inclusive and sustainable communities;
 - c) To foster social inclusion;
 - d) To encourage more sustainable use of the Region's resources;
 - e) To develop the Region's connections as a basis for the enhancement of its Gateway function to Europe and the world;
 - f) To realise economic opportunities, reduce disparities within the region and manage the localised impacts of development in economically buoyant areas;
 - g) To target investment towards supporting higher capacity and less polluting modes of transport;
 - h) To assist in the conservation and enhancement of the region's biodiversity, landscape and built and historic heritage.
- 5.3 In using these development objectives as an input into the preparation of the detailed policies and proposals, the linkages between the RTS and other policy areas will be improved.
- 5.4 More specifically, the development of those policies and proposals will be predicated on the basis that land use and transportation planning are more closely integrated. This will in turn help ensure that the RTS contributes towards the need to encourage a reduction in the growth in overall travel demand, and in particular the demand for travel by private car.

6 RTS Management Objectives

- 6.1 The RTS development objectives reflect the fact that the region's transport network must contribute to the delivery of the wider regional policy framework. In that context travel is clearly a derived demand.
- 6.2 However, there are also some aspects of the RTS wherein the focus needs to be on the delivery of a general improvement in the level of service provided by the region's transport network. This context is provided by a group of objectives that focus on the management of the transport network. These objectives can be summarised as being:
- i) To improve the reliability and efficiency of the existing transport network;
 - j) To manage the transport network such that it facilitates access and fosters social inclusion;

- k) To address safety issues, both real and perceived, across the transport network;
- l) To develop the capability of the transport network to accommodate strategic movements within, and through the Region;
- m) To reduce congestion and the wider environmental, health and community impacts associated with the use of the transport network;
- n) To raise awareness of and increase the opportunities to positively manage travel demand.

7 Next Steps

- 7.1 The proposed RTS objectives set out in this paper will form the basis on which the detailed policies and proposals of the RTS will be developed.
- 7.2 Work is already in hand, or programmed to begin in a number of policy areas that will help develop the detail of the RTS. The Transport Advisory Group is assisting in this work and receives regular progress reports. The work streams set up will help in the development of detailed policies and proposals that relate to:
 - the strategic transport network for the Region;
 - a more sustainable pattern of distribution;
 - the region's ports;
 - the region's airports;
 - expanding the opportunities to positively manage demand for travel; and
 - identifying future investment priorities.
- 7.3 In addition the development of the RTS will take into account the outputs that are starting to emerge from the programme of multi-modal studies underway.
- 7.4 The RTS objectives will need to be kept under review as work on the development of the detailed policies and proposals proceeds. The objectives will also need to be kept under review in order to reflect the outcome of the sustainability appraisal of the RTS.
- 7.5 Members of this Committee are therefore requested to endorse the objectives set out in Annex 1 as the draft objectives for the Regional Transport Strategy, as such providing the basis for developing the detailed policies and proposals of the RTS.

Martin Tugwell
Head of Regional Transport Planning
10 May 2001

Annex 1

Please see document in separate attachment: Agenda Item 4 Annex 1

The Regional Transport Strategy Developing a Objectives Led Approach

Summary of key responses to discussion paper

[Regional Assembly's response set out in italics]

1 General Comments

- 1.1 An order of priority needs to be given to both sets of objectives.

As the detailed policies and proposals for the RTS are developed the weighting and priority given to each objective may vary to reflect local circumstances. The issue of whether or not there should be an explicit order of priority that applies across the entire region is therefore one to keep under review.

- 1.2 The Overarching and Transport specific Objectives do not have a clear/direct link.

The use of the terms "overarching" and "transport specific" [subsequently changed in light of comments made by the Transport Advisory Group to development and management objectives] merely reflects the fact that the RTS objectives can be grouped into two sub-sets for convenience.

- 1.3 Both levels of Objectives should act as a sieve for policies and relate to the NATA appraisal process.

There is no hierarchy in terms of the two sub-sets of objectives. The detailed policies and proposals for the RTS will be developed within the framework set by the objectives and will take into account the NATA appraisal framework.

- 1.4 No specific reference is made to health or healthier communities in either the Overarching or Transport Specific Objectives.

A specific reference to health has been added to the proposed objectives.

- 1.5 The objectives are fairly general. Consequently, what will this mean on the ground?

The objectives will provide the framework within which the detailed policies and proposals for the RTS will be developed. The policies and proposals will be specific and provide the framework within which local authorities; transport providers and other stakeholders can develop their own investment programmes in accordance with the requirements of PPG11.

- 1.6 The document was too generalised and mainly reiterated existing government statements and objectives.

The RTS objectives have been developed within the context set by the three key regional documents – the RPG, SDF and RES. The objectives identify a framework within which the detailed policies and proposals for the RTS can be developed. The guidance within PPG11 emphasises the importance of avoiding an overly narrow approach in terms of identifying objectives. The discussions with the panel of experts and the Transport Advisory Group accepted that the level of detail adopted is appropriate.

- 1.7 The document and objectives provide a useful framework for the more detailed work to be done on the Regional Transport Strategy.

Noted

- 1.8 Rural communities and issues are not explicit in the objectives.

The proposed RTS objectives apply across the entire region. Patterns of movement are complicated and do not always lend themselves easily to simple disaggregation. As the detailed policies and proposals for the RTS are developed the weighting and priority given to each objective may vary to reflect local circumstances. Where there are specific issues within rural communities that the RTS can assist in addressing it is anticipated that this will be reflected in the detailed policies and proposals of the RTS.

- 1.9 Are the Objectives proposed truly measurable?

The proposed RTS objectives have been developed within the framework set by the SDF for which indicators are already identified. Together with the work already in hand to review existing transport monitoring regimes as part of the development of targets and indicators for the RTS, it is considered that the objectives will be measurable.

- 1.10 Greater emphasis should be made to the latest government documents.

The proposed RTS objectives reflect all current national and regional policy documents.

2 **RTS Development Objectives**

(Note: referred to as Overarching Objectives in the discussion paper circulated to stakeholders)

- 2.1 An additional objective should be included on working with adjoining regions on transport issues.

The need to work with adjoining regions is explicit within the guidance set out in PPG11 and does not need to be identified as a separate objective.

- 2.2 Objective 3 covers social inclusion and use of resources. These issues should be divided into two separate points.

The proposed RTS objectives have been amended to reflect this comment.

- 2.3 Objective 4 should acknowledge we are part of Europe and not separate from it.

Although the validity of the comment is accepted, the current RTS does not consider linkages with Europe in sufficient detail and it is therefore appropriate in this revision of the RTS to draw attention to this issue within the proposed objectives.

- 2.4 No reference to cycling and walking as less polluting modes of transport is referred to in Objective 6.

It is implicit that because cycling and walking are less polluting modes of transport that they are covered by this objective. The contribution that these two modes of travel can make towards the delivery of the RTS objectives will be identified within the detailed policies and proposals for the RTS.

3 RTS Management Objectives

(Note: referred to as Transport Specific Objectives in the discussion paper circulated to stakeholders)

- 3.1 Transport Specific Objectives are not specific enough. Need to make further reference to modal shift from private to public transport, significant public funding will be required, and major expansion of the road network is unlikely.

The development of the detailed policies and proposals for the RTS will need to consider how the RTS objectives will be delivered across the region and within sub-regional areas. It will be in this context that the need to encourage a shift in travel mode will be relevant. It is too early at this stage in the development of the RTS to comment on the relative balance of the policies and proposals for individual modes of travel.

- 3.2 No reference made to mode choice/shift.

The need to consider modal choice is unlikely to be an objective in its own right but a consequence of the need to deliver a more sustainable pattern of movement. Such an outcome is implicit throughout the proposed RTS objectives.

- 3.3 No specific reference is made to reducing the demand for travel, particularly by the private car.

Travel is a derived demand. The need to reduce the demand for travel is therefore unlikely to be an objective in its own right but rather a consequence of the need to deliver a more sustainable pattern of development. By improving the integration of transportation planning with other planning and policy areas it will be possible to ensure that the RTS contributes towards the need to encourage a reduction in the growth in overall travel.

- 3.4 No reference to traffic reduction or demand management.

By improving the integration of transportation planning with other planning and policy areas it will be possible to ensure that the RTS contributes towards the need to encourage a reduction in the growth in overall travel. The guidance set out in PPG11 highlights the need for the RTS to provide specific advice on issues such as demand management. The development of the detailed policies and proposals will therefore need to consider the role that demand management measures will play as part of a comprehensive RTS.

- 3.5 Transport integration should be referred to.

Transport integration is unlikely to be an objective in its own right but rather a consequence of the need to deliver a more sustainable pattern of movement. The integration of individual modes of travel into a transport system that provides the opportunity to make a "seamless" journey is implicit within the proposed objectives and will be developed more explicitly within the detailed policies and proposals for the RTS.