



South East England Regional Transport Board

Study Brief Delivering a Sustainable Transport System: London to Dover/Channel Tunnel November 2009

1. Department for Transport requirement

1.1 The DaSTS process in the South East

- 1.1.1 The [Department for Transport](#) has requested that the eight English regions outside Greater London generate and consider a wide range of transport strategy and investment options reflecting the five Departmental transport goals consulted upon in Stage 1 of the [DaSTS process](#). In response, the [South East England Regional Transport Board](#) submitted a [proposal for a regional work programme](#) to the DfT on 30 June 2009.
- 1.1.2 It is clear that in the current economic climate the need to deliver packages of options that are not only financially affordable, but also offer the best possible value for money and mitigate carbon dioxide emissions is more pertinent than ever.
- 1.1.3 Therefore, the DfT is keen that the Preferred Options for investment packages arrived at demonstrate innovative thinking, are affordable and deliverable, make best use of existing infrastructure, and address identified problems. There is a particular recognition that small schemes can represent high value for money. This means delivery of transport that will not only help support and promote economic and sustainable housing growth in the South East region and nationally, but also one which reconciles such development with the requirement to reduce carbon emissions in line with governmental targets.
- 1.1.4 The approach and reporting of each DaSTS study must be consistent with and meet the requirements of [DfT guidance published in July 2009](#) and any related subsequent guidance. The results obtained from each study need to be able to inform the South East's Regional Transport Board in providing sound and evidence-based advice to the DfT at both interim and final report stages in March 2010 and March 2011 respectively. **The first three stages of each study as set out within DfT guidance must be well advanced by March 2010 to enable review by the South East's Regional Transport Board, and will feed in to the Interim Report submitted to the Department for Transport by the Board no later than April 2010.**

2. Spatial and Economic Context

2.1 Overview

- 2.1.1 The corridor between London and the international gateways of Dover and the Channel Tunnel is of international, national and regional significance.
- 2.1.2 The efficient operation of the key transport routes that form this corridor – the M20, the rail network (a combination of HS1 and the classic rail network), the M2/A2 – is of critical importance in supporting economic growth at the national level and delivery of growth set out in the statutory planning framework (the South East Plan and Regional Economic Strategy).
- 2.1.3 There is a need to respond to the challenges of future growth along and within the corridor by ensuring that the most effective use is made of the existing infrastructure. In identifying potential investment scenarios for the future there is a need to understand the extent to which solutions for dealing with the demand of international/national movements is influenced by the solutions required to support delivery of regional growth, and vice-versa.
- 2.1.4 Any consideration of this kind must also take into account the potential for non-transport solutions to mitigate transport problems. In particular there is a need to assess the potential for sustainable economic growth at regionally significant locations to minimise the additional impact on the transport network (both in terms of the nature of that demand and the overall level of demand).
- 2.1.5 The South East Plan explicitly identifies the A2/A282/M2 corridor (including Thames Crossing options) as one that is likely to come under increasing transport pressure as a result of underlying traffic growth and the development strategy set out in the South East Plan. A similar combination of pressures is likely to occur on the M20 corridor.
- 2.1.6 In that regard it is appropriate to consider both key highway routes (together with the rail network) as forming part of a single system.
- 2.1.7 In the longer term the management and development of that system may be influenced by a decision on the location of additional cross-Thames capacity at, or to the east of the existing Dartford Crossing.
- 2.1.8 In undertaking this commission the consultant shall take into account the outcome of previous work that has examined the case for a lower Thames crossing. They shall also take into the commitment by the Department for Transport to commission further work as part of the national DaSTS programme that will consider this issue further and also look at the challenges facing the SW Quadrant of the M25.

2.2 International and National Movements

- 2.2.1 The Port of Dover and the Channel Tunnel are critical pieces of infrastructure in supporting the national economy. They form the country's natural access point to/from continental Europe. Access to/from

these facilities is therefore of national significance. However access considerations for the international gateways have implications for the regional aspiration to deliver growth in key locations.

- 2.2.2 Movements through both facilities are predicted to continue to grow in scale. Indeed additional capacity within the Port of Dover is being brought forward in response to this increase in demand.
- 2.2.3 Use of the transport networks in the corridor by international and national movements is itself influenced by the capacity and operational issues on other parts of the national network. In particular congestion at the Dartford Crossing and on the South West quadrant of the M25 is an important consideration. As a consequence the future management and capacity of these sections of the national network will have implications for this commission.
- 2.2.4 It is critical that the transport system in the study corridor operates efficiently and has sufficient capacity to deal with future growth. It is also critical to ensure that the system has sufficient resilience to deal with disruptions in cross-Channel movements. Solutions to maintaining network resilience should not be detrimental to the role that the system has in supporting delivery of growth at regional and local level.

2.3 The South East Plan and Regional Economic Strategy

- 2.3.1 The [South East Plan \(May 2009\)](#) sets down planned growth of 140,000 new homes planned by 2026 in Kent, including 56,700 in East Kent including Ashford and 52,140 in the Kent Thames Gateway. In total, the allocations to Kent represent just over a fifth of the total housing allocation for the South East during this period. In addition, there are over 100,000 new jobs projected in Kent by 2016.
- 2.3.2 The Thames Gateway Growth Area is a national designation and is the biggest regeneration site in Europe. It is also a priority in terms of the regional policy framework with both the [Regional Economic Strategy](#) and the South East Plan identifying it as a focus for growth.
- 2.3.3 Ashford is also a nationally designated Growth Area with 22,700 dwellings to be delivered through the South East Plan. Other regionally significant locations are Maidstone (11,800 dwellings), Dover (10,100) – both of which are Government designated New Growth Points - Canterbury (10,200) and the Medway Towns (16,300).
- 2.3.4 The scale of growth set out within the South East Plan and Regional Economic Strategy is such that it will have an impact on the national rail and road networks. Indeed delivery of growth in some of these regionally significant locations cannot be taken forward until existing challenges on the national networks are addressed.

3. Study approach

3.1 Study area

3.1.1 The area for study should broadly cover the area along and between the M20 and M2/A2 highway corridors from their junctions with the M25 to Dover/Channel Tunnel.

3.2 Study objectives

3.2.1 The initial focus for this study is two-fold:

- i) within the context of the current distribution of international/national/regional movements across the study area, to:
 - a. consider the implications for the national road and rail networks arising from the need to deliver planned levels of regional growth; in so doing consider the extent to which solutions associated with the delivery of planned growth might reduce the need for travel on the national networks;
 - b. consider the implications of the need to accommodate international/national movements for delivery of regional growth;
 - c. review the precise locations of growth and consider how variations in either phasing/distribution may reduce the negative impacts of additional transport demand;
- ii) to consider the extent to which future investment scenarios might be sensitive to significant changes in the distribution of international/national/regional movements.

3.2.2 Within the above context, the objectives of this commission are to:

Stage 1

- i) Building on previous studies, and using currently available evidence and modelling capability with new work as required from a range of sources and stakeholders (Annex 3);
- ii) Establish the transport-related challenges for passengers and freight associated with access to Dover and the Channel Tunnel by international/national movements;
- iii) Establish the transport-related challenges associated with the delivery of planned growth at regionally significant locations;
- iv) Identify the existing and predicted deficiencies, as a whole and across all the modes, of the current transport system; in so doing to differentiate between those deficiencies that are specific to a location and those that are common along the corridor;

- v) identify the transport-related barriers inhibiting delivery of planned regional growth;
- vi) Produce, by March 2010, as wide a range of options as possible to inform (in the form of an Interim Report) potential solutions, including packages of investment that will help to facilitate sustainable economic development post 2013/14.
- vii) In line with the DaSTS guidance, the options tested must recognise that long term indicative funding allocations published in guidance on Regional Funding Advice may prove to be unachievable. In reflecting on the implications of delivery of the South East Plan growth targets, comment on the locations of growth and consider how variations in either phasing/distribution may reduce the negative impacts of additional transport demand.
- viii) Through comparison and sifting, identify the most promising packages of interventions to include in advice, within the Interim Report, on packages that should be taken forward to a more detailed analysis (Stage 2) between April 2010 and March 2011.
- ix) To assess the extent to which future investment scenarios would be sensitive to significant changes in the distribution of international/national/regional movements.

NOTE: It is expected that Stage 1 will establish whether Stage 2 should be taken forward as either a single piece of work focused on the corridor as a whole, or as a series of linked, but discrete pieces of work that are location specific.

Stage 2 (to proceed subject to DfT approval)

- x) To appraise in a more detailed manner the Options for transport package investment identified at Interim Report stage.
- xi) Finally, to determine the preferred optimum solution, ensuring strategic fit with the following policy drivers:
 - 1) The Department for Transport's five DaSTS goals
 - 2) The Government's statutory carbon targets
 - 3) The Secretary of State for Local Government and Communities' statutory South East Plan
 - 4) The South East's Regional Economic Strategy
 - 5) Local Transport Plans
 - 6) Local Development Frameworks

3.3 Study approach

- 3.3.1 Taking the objectives of section 3.2 above into account, the consultant will develop an evidence-based delivery strategy. This should utilise existing data and evidence prepared at a local, regional and national level to establish a baseline of current transport challenges facing passengers and freight.
- 3.3.2 Through analysis of transport/spatial objectives set out at a local (LDF, LTP), regional (RES, RSS) and national (DaSTS) level, and available data

and relevant modelling output, the delivery strategy should identify the transport outputs required to move from the baseline situation so as to deliver key sub-regional outcomes. The Consultant will also have regard to the "[Reducing South East England's Ecological Footprint](#)" report. The outputs referred to above should, as far as possible, be expressed in terms of the indicators identified in Annex C of the guidance, with additional indicators as agreed with the technical support group and the Partnership Board.

- 3.3.3 This will require the identification and appraisal of a number of affordable and feasible solutions and will include post 2013/14 packages of recommended interventions that will need further testing using multi-criteria analysis. It is anticipated that a combination of measures is most likely to address the range of DaSTS goals.
- 3.3.4 The consultant will ensure that the linkages between transport and wider land uses are fully and clearly articulated in their report. The consultant should use existing work (Annex 3) to inform the identification of investment packages deemed appropriate for further testing as preferred options. Account must be taken of the existing and emerging evidence base in the study area; to include the LDF Transport evidence as completed and emerging; Regional Health and Sustainability Strategies; DfT Carbon Reduction Strategy and the DaSTS Logistics Perspective.
- 3.3.5 The consultant must ensure that they take into account work being carried out by DfT as part of the national DaSTS programme and to agree with the Project Manager an appropriate liaison process with these studies to ensure consistency on data, modelling and assumptions and that issues of common interest are identified and understood and that approaches for addressing them are consistent. In particular this will include the need to work closely with the consultants undertaking the Department for Transport's national studies on the M25 SW quadrant and the Lower Thames Crossing.

4. Key tasks

- 4.1 Based on the objectives set out at section 3.2, the scope of this commission shall include, but not necessarily be confined to:
 - i. Using existing data and evidence (including the Department for Transport's data sources for passenger and freight movements) to analyse the current transport-related challenges inhibiting delivering of planned regional growth, commenting on network efficiency, environmental impact, accessibility, journey quality and safety; including the opportunities presented by current planned investment. **It is not envisaged that substantial additional modelling work will be required**, although the consultant may be required to provide expertise to improve the interpretation of existing evidence.
 - ii. Analysing the implication of planned regional growth in the form of future transport challenges that need to be addressed in a form consistent with the DaSTS goals; in the process consider how variations in either phasing or distribution of planned growth may reduce the impact of additional travel demand.

- iii. Work with the relevant authorities to identify the transport outputs required to meet the key regional outcomes, and engage with non transport stakeholders to identify their DaSTS transport related challenges. Maximum use should be made of existing evidence or data, although the consultant may be required to provide expertise to improve the interpretation of existing evidence.
- iv. Appraise the most promising packages of interventions using a multi-criteria framework provided by the Regional Transport Board. The framework will ensure a consistent appraisal of the Stage 1 output across all the regional DaSTS studies. It will focus on identifying the fit of each package against regional objectives and the 'five DaSTS goals'.
- v. Develop preferred investment packages that;
 - a. Are consistent with the regional policy framework;
 - b. Deliver the identified key transport outcomes;
 - c. Demonstrate best fit against the five DaSTS goals;
 - d. Are consistent with the approach of the region's transport prioritisation methodology;
 - e. Build on investment decisions already secured or likely to be secured. The consultants should take account of the likely level of funding available for investment and, in so doing, must make reasonable and realistic funding assumptions in the light of the pressure on public sector funding;
 - f. Are based on realistic and reasonable future scenarios;
 - g. Take account of phasing possibilities for different funding scenarios;
 - h. Set out a reasoned justification for any assumptions made in respect of non-public sector funding and identify the scale of risk associated those funds;
 - i. Consider improvements in public transport, road and rail that could be secured through appropriate funding mechanisms including future regulated settlements and/or rail franchises.

5. Funding assumptions for option development

5.1 Sources of funding for consideration

- 5.1.1 Funding for transport investment (other than national and rail-related schemes) is set out within the RFA, covering both major schemes funded from the regional 'pot' and Local Transport Plan 'block' funding. However, all these funding sources should be considered in line with Chapter 2 of the [DfT guidance published in July 2009](#).

5.2 Assumptions for funding envelope

- 5.2.1 Considerable pressures on the regional budget already exist and these pressures will almost certainly become much more acute in the medium term given the current overall pressure on both public sector programmes and the squeeze on the present availability of private sector resources. In line with DfT expectations, the Regional Transport Board intends to use this process to rigorously demonstrate how different levels of illustrative funding could be optimally targeted in support of delivering the regional

policy framework (as set out in South East Plan and Regional Economic Strategy).

- 5.2.2 The Consultant will therefore not only have regard to the indicative level of funding available for the region as outlined in the RFA2 Guidance published on 30 July 2008, but will need to assess promising packages of interventions for their affordability within the context of lower overall levels of funding. Through its membership of the Technical Support Group the Regional Transport Board will advise on the realism of levels of funding assumed by the consultants in undertaking this work.

5.3 Treatment of other funding sources

- 5.3.1 The consultant will seek to maximise realistic opportunities to use public sector investment to supplement and/or lever in funding from the private sector. In so doing the consultant will take into account the impact of the current economic environment on private sector investment.
- 5.3.2 The consultant will also need to ensure that public and private sector sources for public transport finance, and the differing regulatory regimes for bus and coach, and rail are taken into full account when designing funding support for the proposed investment packages.
- 5.3.3 Innovative funding solutions (that are over and above the level of funding available from conventional public sector funding streams) may be proposed when designing funding support for investment packages, but if such an approach is proposed the Local Authorities and other funders must demonstrate that there is a realistic prospect for delivery.
- 5.3.4 As part of the potential funding solutions, virement between wider public funding streams and transport may be proposed but if such an approach is proposed the Local Authorities and other funders must again demonstrate that there is a realistic prospect for delivery.

6. Key deliverables

6.1 Interim Report (Stage 1 to February 2010)

- 6.1.1 The Consultant will submit an Interim Report by **Friday 26 February 2010** that satisfies the objectives of the commission and shows how the key tasks have been undertaken and results determined from the evidence gathered through these tasks.
- 6.1.2 The Interim Report must include:
- i) Identification of the priority challenges in the study area, particularly with regard to the interaction between the national networks and locations of regionally significant growth, including the relative scale and nature of the challenges identified against all DaSTS goals.
 - ii) An overview of the evidence reviewed and a long list of proposals identified as forming the basis for potential package of interventions, and on progress made in sifting and comparing these.

- iii) Explanation and justification for how proposals were chosen and combined into packages, and of the number of potential packages tested.
- iv) The results of the appraisal of each option using the assessment framework provided by the Regional Transport Board.
- v) An assessment of each option's affordability.
- vi) Clear recommendations for those packages of interventions suitable for further study in Stage 2 of the commission (if this proceeds).
- vii) Clear recommendations on the most appropriate way forward for Stage 2 (if this proceeds).
- viii) A response to DfT DaSTS requirements.

6.1.3 The Interim Report and supporting material, and also any intermediate materials, shall be written in plain English and set the basis of its argument in a transparent and robust format, supported by an appropriate level of analysis.

6.1.4 The consultant shall provide 20 hard copies of the Interim Report and any appendices to the report, and one electronic copy (pdf format and Word format) of the report and any supplementary material.

6.1.5 The consultant is also expected to produce the necessary materials for five stakeholder engagement meetings including PowerPoint presentations and summary reports where necessary.

6.2 Final Report (Stage 2 subject to authorisation)

6.2.1 Should this proceed, the Final Report shall set out the methodology used for appraising the options identified for further study, a summary of the engagement undertaken with local and other partners, and a clear recommendation as to the preferred way forward.

7. Key milestones

7.1 Stage 1

7.1.1 The key milestones for this Stage 1 commission up to March 2010 are as follows:

- i) **12 November 2009 or shortly thereafter:** commission commences;
- ii) **December 2009 – February 2010:** A series of monthly progress meetings with the Project Client, and, wider Reference Group as necessary as determined by the DaSTS Programme Manager and Project Client.
- iii) **December 2009 – February 2010:** Monthly progress updates back to the Project Client and DaSTS Programme Management team
- iv) **26 February 2010:** Submission of the Interim Report summarising progress of work so far and key outstanding work to be completed.

v) Presentation to Regional Transport Board in **March 2010**.

7.2 **Stage 2**

7.2.1 **Milestones for the Stage 2 commission shall be agreed subject to this being authorised by the Department for Transport.**