

The Road to Growth discussion paper

Maximising the economic contribution of Highways England and the strategic road network

A discussion paper on Highways England's emerging strategic economic growth plan



Who we are

Highways England operates, maintains and improves England's strategic road network – the country's motorways and major A roads (Figure 1). Highways Agency transferred to Highways England — a government-owned company — on 1 April 2015.

The strategic road network (SRN) comprises approximately 4,400 miles of road (1,865 miles

of motorway and 2,571 miles of trunk roads) and supports national and local economic prosperity through connecting businesses and people and enabling employment and productivity growth. While accounting for only 2% of roads in England, the SRN represents the arteries of our road network and our national economy. It carries a third of all road traffic and two thirds of freight traffic. The SRN carries, on average, four times as many vehicles a day per mile of road than locally managed major roads¹. The SRN is therefore one of the biggest and most significant publicly-owned economic assets in the country.



Executive summary

Highways England operates, maintains and improves England's strategic road network (SRN) – the country's motorways and major A roads.

For the first time, Highways England has made a public commitment to publish a strategic economic growth plan for maximising the economic contribution of the SRN.

Drawing on extensive stakeholder engagement, this discussion document presents an outline of our research findings and sets out our proposed approach to supporting growth.

Our vision:

The strategic road network will play a central role in contributing to UK prosperity by enabling businesses to benefit from safe, reliable and efficient movement of people and goods, connectivity to skills, and access routes to national and global markets.

Highlights of our research:

- 91% of businesses in England are located within 15 kilometres of the SRN and 47.5 million people (90%) live within 10 kilometres.
- Sectors heavily dependent on the SRN employ 7.4 million people and contribute £314 billion in Gross Value Added (GVA) to England's economy. These sectors are likely to grow by 35% by 2030 generating an additional £110 billion per annum.

Our emerging approach:

We have identified four strategic economic roles for Highways England and the strategic road network:

1

Enabling international connectivity and trade by providing improved access routes to global markets.

- Supporting business productivity and competitiveness by facilitating safe, reliable and efficient journeys, and by meeting the needs of those sectors most reliant on the SRN.
- Facilitating the sustainable delivery of new homes and employment spaces, while balancing local and national SRN demand and supply.
- Providing nationwide
 employment, skills and business
 development opportunities
 within our supply chain and
 sector.

We already do a lot to support growth in these areas and our strategic plan will build on this. Our emerging approach will be rooted in partnership and we will confirm our priority actions in our full plan next year.

Areas which we are exploring include:

- Strengthening inter-modal connectivity to manage transport demand and supply better.
- Improving movements to and from international gateways.
- Looking at how we can better support the future transport needs of those sectors currently relying most on the strategic road network.
- Increasing joint working and partnership with bodies such as Network Rail, High Speed Two, and local transport authorities.

We would welcome your feedback on the discussion points set out at the end of this document.

The purpose of our strategic economic growth plan

'Supporting the economy' is one of Highways England's five strategic objectives. For the first time, Highways England has made a public commitment to publish a strategic economic growth plan, which we are calling *The Road to Growth*. We already make a significant contribution to the UK's economy, through our investments, our operations, and our role as statutory consultee in the planning system. But we are determined to contribute even more by taking a bolder and more direct role in supporting economic growth and prosperity.

The SRN is part of an integrated transport system, so we will make the most of our economic **enabling role** by working with other transport operators in the planning and delivery of infrastructure projects. For example, in October 2016, Highways England and High Speed Two Ltd signed a Memorandum of Understanding committing both organisations to work together in a supportive and collaborative manner in the design and delivery of a high speed rail network.

Our vision:

The strategic road network will play a central role in contributing to UK prosperity by enabling businesses to benefit from safe, reliable and efficient movement of people and goods, connectivity to skills, and access routes to national and global markets.

Our ambition for the strategic plan

Based on a detailed programme of evidence gathering, research and stakeholder engagement, *The Road to Growth* will:

- Set out new evidence on the relationship between the SRN and the economy.
- Define our role in supporting economic growth more clearly than we have before, and
- Describe how we will build on success to enhance our economic contribution through our day-to-day operations and investment programme. Acting responsibly and working collaboratively, we will actively seek to unlock constraints to economic growth while maintaining a safe and effective road network.

The Road to Growth will be a long-term proposition looking as far as 2050. It will respond to the current and future strategic transport needs of our business customers, as well as considering the interests of our stakeholders.

Our aims

In developing The Road to Growth, we aim to:

- Develop a clear and shared understanding of the SRN's contribution to the economy.
- Support the development of the government's second road investment strategy (RIS2) and future road investment strategies.
- Further strengthen our organisational capability to support economic growth, and
- Provide a platform for more effective collaboration with other transport modes including the sharing of common economic growth objectives.

How we have been developing our plan

Over the past year, we have carried out extensive research exploring the economic role of the SRN and the patterns of business activity and development around it.

We commissioned an extensive programme of analytical research, supplemented by widespread discussions with many stakeholders and business users of the network over the course of the last year — including one-to-one meetings with every Local Enterprise Partnership (LEP) in England, and with sub-national transport bodies, business representatives, local authorities, government departments and national infrastructure providers. The issues and concepts introduced in this paper are drawn from this analytical base and these conversations.

This discussion paper

This paper presents an outline of our research findings and sets out our interpretation, and our proposed approach to supporting growth.

We want your feedback on the six discussion points set out at the end of this document. Here you will also find details of how you can do this. The deadline for submitting your responses is Friday 20 January 2017. Your feedback will be taken into consideration before we publish our full plan in 2017.

We already do a lot to support growth



Our 5-year funding allocation for Road Period 1 (RP1) amounts to £11 billion of capital expenditure. This is delivering over 120 schemes to increase capacity, transform connectivity, and improve the condition of the network.



Our daily operations keep the network flowing, avoiding and reducing delays. For example, our traffic officers deal with some 30-40,000 incidents on the network every year.



Through our statutory planning role, we are consulted on some 3,500 planning applications and local plans every year, helping local authorities and developers to make sustainable and practical plans for growth.



Our £100 million Growth and Housing Fund is unlocking stalled developments, by combining with developer funding to provide the capacity to safely accommodate the traffic generated by new development, where this would otherwise make the development financially unviable. To date, we have approved seven grants contributing some £23 million to projects around the country which have the potential to unlock up to 4,000 jobs and 3,700 homes within the current road period and substantially more beyond.

What the evidence says

We commissioned a programme of analytical research exploring different aspects of the relationship between the SRN and the economy, and patterns of business and property growth around the network. Below you will find an overview of each study, outlining its focus, key finds and implications:

1

Economic growth and the strategic road network

This study² is based on academic and consultancy research exploring the relationship between transport investment and economic growth and its impact on productivity, investment, trade and unemployment.

Key findings and implications:

- 91% of businesses in England are located within 15 kilometres of the SRN (Figure 2, page 7) and 47.5 million people (90%) live within 10 kilometres. Furthermore, 94% of the population of England live within an hour of a large airport, and 95% within one hour of a national or regional interchange rail station.
- 24% of businesses³ cite the quality of connections to international gateways as a barrier to exporting.
- The wider costs of congestion across England are projected to continue to rise.
- Current projections suggest the cost of congestion to the freight industry will be £14 billion in 2040. The sector provides 9% of UK Gross Value Added (GVA) directly, and provides essential services to other activities⁴.
- Estimates suggest a 1% increase in freight costs reduces trade by 1.3% to 3.5%. Infrastructure accounts for 40-60% of the variation in these costs⁵.
- By enabling the safe, reliable and efficient movement of people and goods, a wellfunctioning SRN enables economic growth by:

- Increasing opportunities for trade and export orientated growth.
- Improving access to suppliers and customers, thereby enhancing business competitiveness and productivity.
- Contributing to economic agglomeration activity (clustering of businesses).
- Improving labour access (including commuting), and employment opportunities.
- Facilitating investment and stimulating the market through helping to create the right conditions and environment for growth.
- The road network also helps to rebalance the economy by connecting different parts of the country and enabling them to realise their full economic potential.
- Investing in infrastructure can have a catalytic effect, stimulating growth in areas of previously low demand but only if it is done as part of a cohesive approach that addresses all local barriers to growth, such as skills shortages.

2

Commercial development and the strategic road network

Access to transport is a key locational factor that can influence the industrial, office, residential, retail and leisure property markets. This study⁶ looked at the relationship between these factors and the SRN in order to forecast future patterns of growth.

Key findings and implications:

- There is a strong correlation between the SRN and patterns of development across England, with a strong causal link being present in some sectors (such as logistics **Figure 3, page 8**).
- Commercial development remains primarily centred on the M1/M6/M25 motorway corridors.

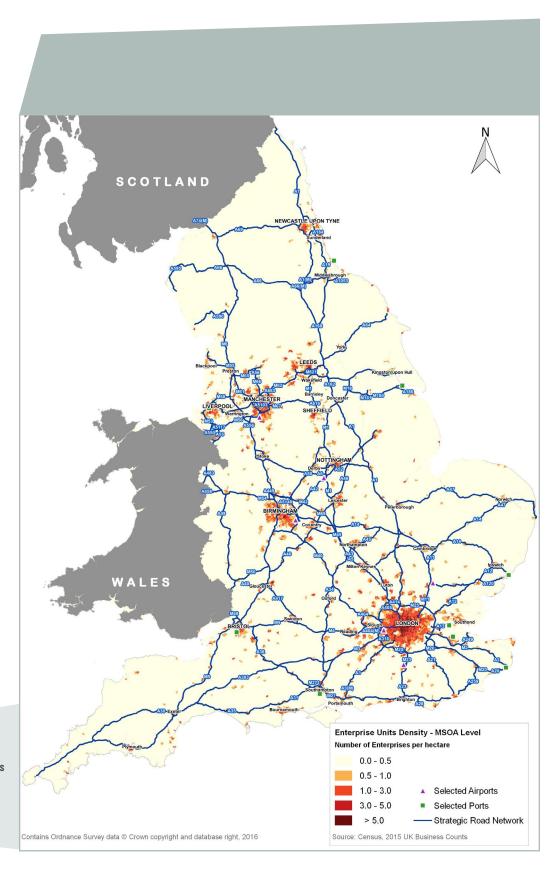
²Atkins. 2016. Economic growth and the strategic road network (draft).

³British Chambers of Commerce. 2012. Exporting is good for Britain and transport connections support trade.

⁴DfT. 2013. Action for Roads: A network for the 21st century

⁵Behar, A. and A.J. Venables, A.J. 2010. *Transport Costs and International Trade. University of Oxford Department of Economics Discussion Paper Series*.

⁶Atkins and Cushman & Wakefield. 2016. Commercial development and the strategic road network (draft).



■ Fig.2 - Density of businesses across England (2015)

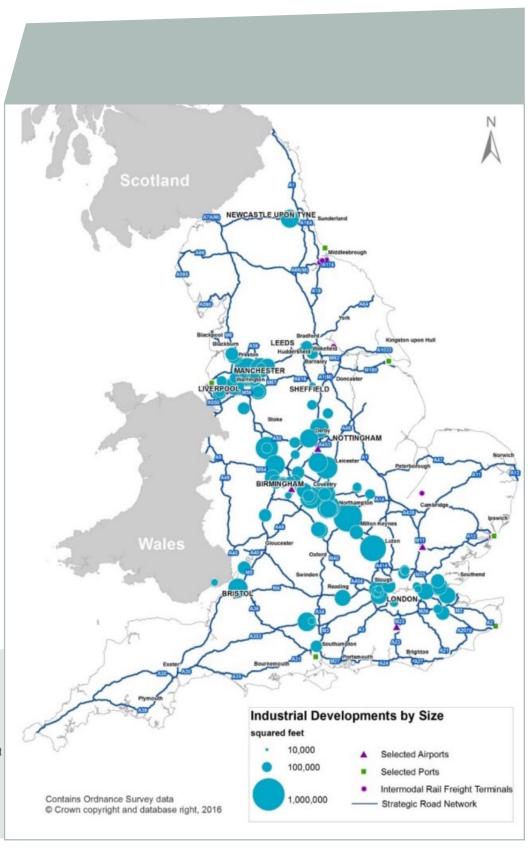


Fig.3 - The relationship between the SRN and property market performance, shown by industrial speculative development between the first quarter of 2014 and the first quarter of 2016.

- There is increasing interest in multi-modal facilities such as Daventry International Rail Freight Terminal (DIRFT).
- There is growing demand for progressively larger distribution centres built to high specifications.
- Consumer demand created by e-commerce is transforming the commercial property market. Main distribution centres are increasingly supported by a network of local distribution units enabling superfast delivery to customers.
- Existing transport provision is acting as a constraint to growth in some areas of the country.
- Transport planning needs to be adaptable to respond to continually evolving travel patterns driven by changes in the economy and society.
- Focusing roads investment on the following would have the greatest beneficial economic impact:
 - Areas with established critical economic mass
 - Improving links between the major growth areas and along key corridors
 - Creating more capacity, and
 - Supporting modal shift

International gateways and the strategic road network

This study⁷ provided a detailed analysis of key UK ports and airports with a specific focus on access, demand analysis, and connectivity issues.

Key findings and implications:

- The UK is an island nation, and is critically dependent on its ports, airports and the Channel Tunnel.
- Patterns of global trade strongly influence the roles of the gateways in the UK.

Ports:

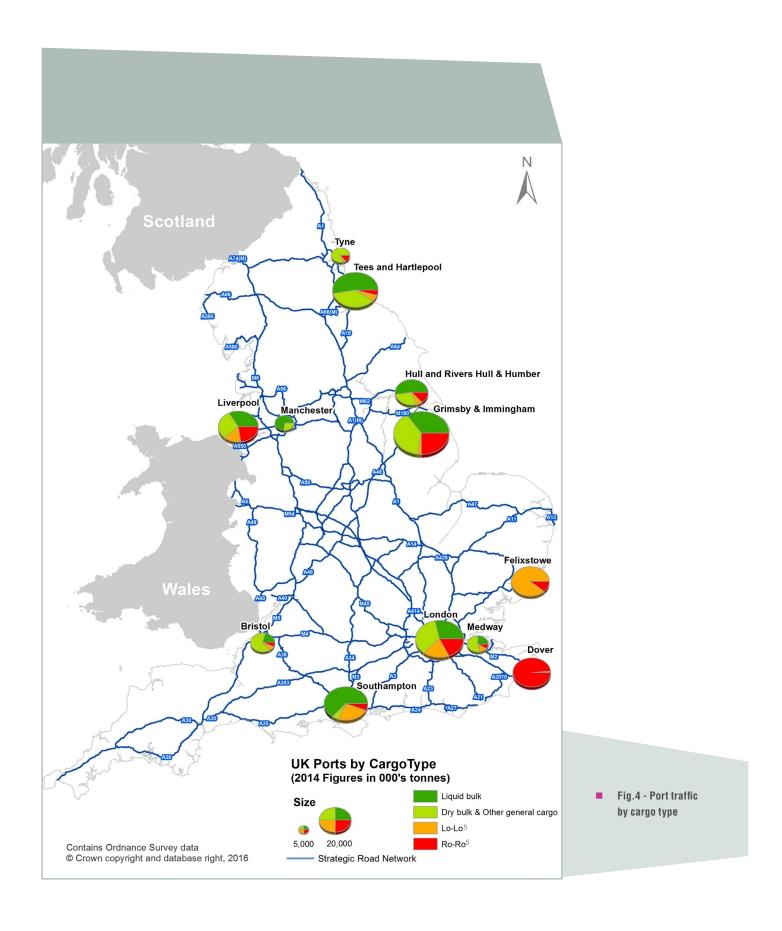
- The busiest ports by freight tonnage (Figure 4, page 10) are Grimsby and Immingham, London, Tees and Hartlepool, Southampton, Liverpool, Felixstowe, Dover, Hull and Rivers Hull and Humber.
- Felixstowe is the busiest port for containers, handling 41% of the UK container traffic, and is the main port for imports into the UK.
- Southampton is the main port for exports from the UK.
- Dover is the busiest port for Ro-Ro⁸ and passenger traffic.
- Significant investment continues to be made in UK ports.

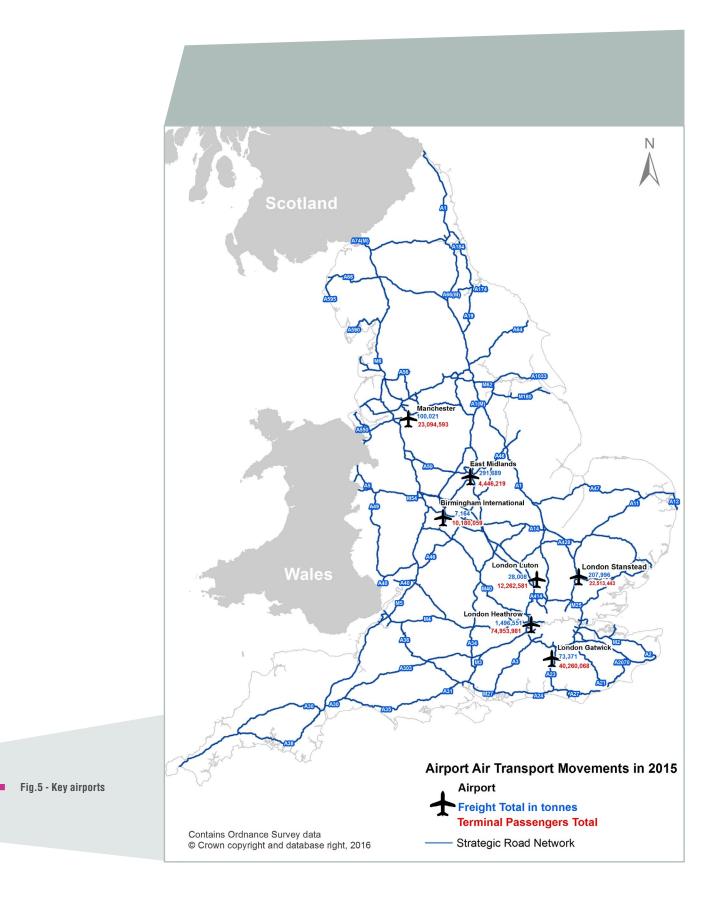
Airports:

- The busiest airports by freight tonnage (Figure 5, page 11) are Heathrow, East Midlands,
 Stansted, Manchester, and Gatwick.
- Heathrow is the UK's busiest airport with over 470,000 air transport movements, handling approximately 75 million passengers and around 1.5 million tonnes of freight per annum.
- Heathrow, East Midlands and Stansted are the main air freight hubs.
- In total the south east airports handle over 150 million passengers per annum, with Manchester handling nearly 25 million passengers per annum and the two Midlands airports approximately 15 million passengers per annum.
- The Channel Tunnel plays an important complementary role to the Port of Dover and other south east ports for international trade.

⁷Atkins. 2016. *International gateways and the strategic road network (draft).*

⁸Roll-on/Roll-off (Ro-Ro) vessels are designed to carry wheeled cargo that is driven on and off the ship – as opposed to Lift-on/Lift-off (Lo-Lo) vessels, which use a crane to load and unload cargo.





While significant improvements are underway around many of these gateways, the study identifies a case for further collaboration with partners to identify related road infrastructure needs.

4

Socio-economic analysis, future forecasts and the strategic road network

This study⁹ provided a baseline assessment of all economic sectors by employment and GVA, identifying the sectors that are most reliant on the SRN and providing local area growth forecasts for these sectors.

Key findings and implications:

- The following sectors are most reliant on the road network:
 - Logistics and freight
 - Manufacturing
 - Wholesale
 - Retail, and
 - Leisure and tourism
- These sectors employ 7.4 million people and contribute £314 billion in GVA to England's economy. They are likely to grow by 35% by 2030 generating an additional £110 billion per annum.
- **Figure 6, page 13** outlines the employment density of these sectors.
- **Figure 7, page 14** indicates sectoral growth forecasts to 2030.

5

Assessment of growth impacts — specific lessons from case examples

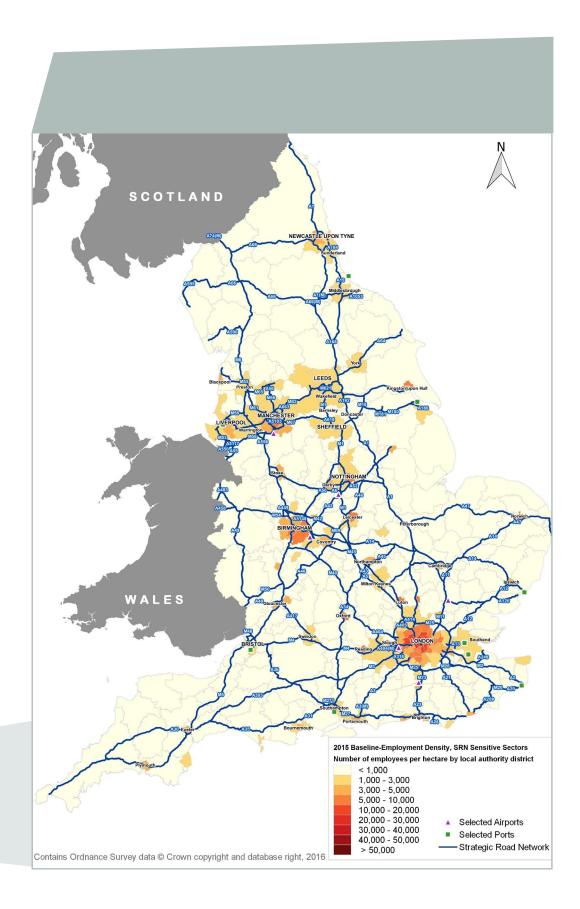
This study revisited several previous SRN schemes to provide an updated evaluation of longer term impacts. In so doing, the study identified several factors and local conditions that tend to affect the scale and extent of the economic impact of SRN schemes.

Key findings and implications:

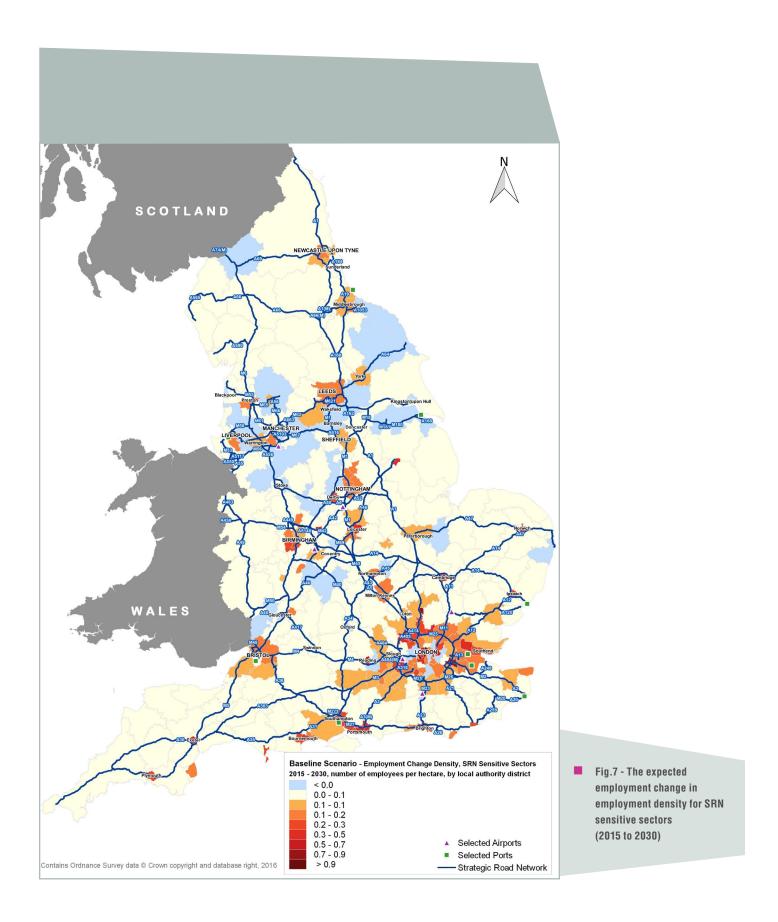
SRN schemes tend to deliver greater economic impact in the following circumstances:

- When transport investment is planned with an understanding of the local economy and its strengths and weaknesses, and the quality of the existing infrastructure in the area.
- When analysis shows a tangible business demand and the potential for faster growth.
- When the SRN scheme is closely aligned to a well-defined local or regional economic growth strategy.
- When the SRN scheme is based on an analysis of the sectoral make-up of the local economy, and an understanding of their SRN use. Some sectors are particularly sensitive to the state of the SRN and to repair work.
- When the SRN scheme is planned as part of a wider integrated package of other transport investments for example ensuring good integration with the existing local road network.
- When SRN scheme planning is informed by a thorough analysis of current road traffic congestion levels and the impact it would have in reducing or increasing that. In the past some SRN schemes were carried out on an insufficient scale to address local congestion, which limited their economic benefits.
- When a strong economic rationale is developed as part of the strategic case for investment.

⁹Atkins and Cambridge Econometrics. 2016. Socio-economic analysis, future forecasts and the strategic road network (draft).



■ Fig.6 - The density of employment: SRN sensitive sectors (2015)





Economic value of the strategic road network

This study has looked at user costs to give a proxy estimate for the annual and lifetime economic value of the SRN. The user cost approach looks at costs incurred over a period of time by the users of a fixed asset – in this case the SRN. This is based on the premise that users will only travel if it is economically worth their while (that is, the journey cost will be less than the benefits of making the journey).

The user cost is calculated by measuring:

- The journey time of drivers and passengers, and
- Fuel and non-fuel vehicle operating costs.

of the SRN far outweighs its replacement cost.

Initial estimates suggest that the economic value

- A user cost value is calculated for each section of the SRN (Figure 8, page 16). This could be used as a proxy to compare the relative economic role of different sections of the SRN.
- Using the same methodology it is possible to calculate the time and operational savings that would be delivered by minimising delay across the SRN.
- In Figure 8, page 16, the SRN links highlighted red have the greatest user cost. As you might expect, high levels of congestion or delay increase user costs, and this multiplies where the SRN tends to operate close to capacity.

Key findings and implications:

Next steps on the evidence base

We have presented above the outputs of the various research studies carried out for us by our consultants. Between now and the publication of our full strategic plan, we will consider the evidence base more fully, including in relation to stakeholder feedback

We will consider how the different layers of evidence fit together and with other sources of evidence, and how they add-value to existing practice and activity. We will also consider what further research may be as helpful to explore as part of delivering our plan

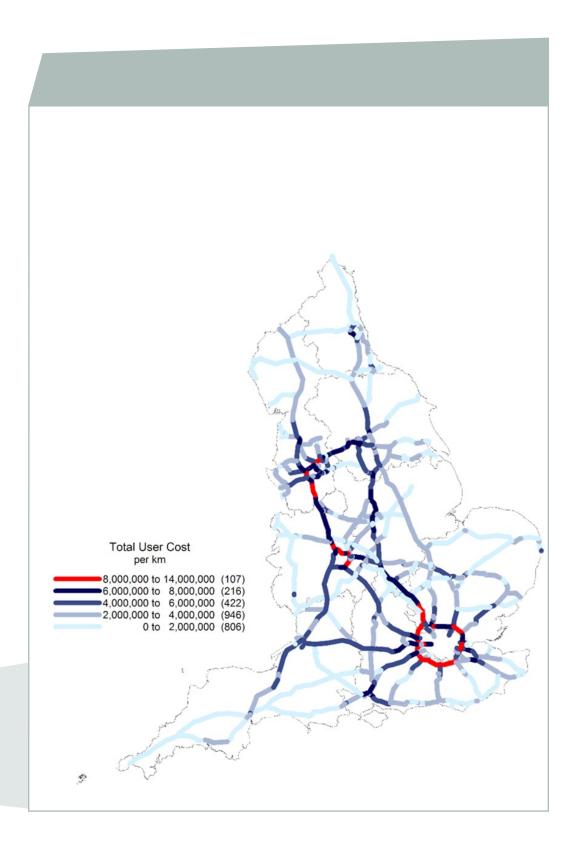


Fig.8 - Approach to showing SRN user-cost (by SRN link).

Our strategic role in supporting economic growth

The evidence indicates that the SRN and Highways England have three strategic roles to play in the economy:



Enabling international connectivity and trade by providing improved access routes to global markets.

Highways England's role:	The SRN's role:
 Investing to address capacity and access constraints around gateways (such as the Road Investment Strategy 1 scheme to improve access to the Port of Liverpool). Through our statutory planning role, facilitating gateway, logistics and multi—modal developments along gateway corridors. Effective handling of disruptive events at key gateways (such as operation stack). 	 Providing reliable and safe journeys to and from major gateways and inter—modal transport hubs. Enhancing the attractiveness of UK investment locations and connectivity to international gateways.

2

Supporting business productivity and competitiveness by facilitating safe, reliable and efficient journeys, and by meeting the needs of those sectors most reliant on the SBN

on the SRN.	
Highways England's role:	The SRN's role:
Increasing journey reliability — reducing delays and the associated costs to business users.	Ensuring that businesses can deliver their goods and services to clients and customers reliably and efficiently.
	(Continued overleaf)

Highways England's role:	The SRN's role:
■ Increasing journey efficiency.	 Ensuring people can get to work safely, reliably and efficiently. Ensuring that businesses can access the skills and business partnerships they need to thrive and grow.

3

Facilitating the sustainable delivery of new homes and employment spaces, while balancing local and national SRN demand and supply.

Highways England's role:	The SRN's role:
 Taking a proactive approach in our spatial planning role, helping to ensure that new developments are well located and planned for, and that the travel demand they create is also managed and planned for. Delivering improvement schemes to enable the SRN to accommodate the traffic created by new developments. 	 Accommodating the traffic impact of meeting the government's housebuilding target. Connecting new and existing homes to jobs.

We are a significant employer, with nearly 4,000 full-time equivalent employees. We are investing £11 billion capital 2015-2020, and in the second quarter of 2016 26% of our spend was with small and

medium enterprises. We recognise that this means we make an important economic contribution within our own sector and to local economies. This leads us to identify a fourth economic role:



Providing nationwide employment, skills and business development opportunities within our supply chain and sector.

Highways England's role:

- Being a responsible employer and client.
- Meeting the government target of 25% small and medium sized enterprise (SME) direct and indirect spend.
- Working with our supply chain to develop sector skills and capability.
- Supporting innovation within our sector, and other related sectors (such as automotive).

Identifying priority areas for investment

Economic opportunity areas (EOAs)

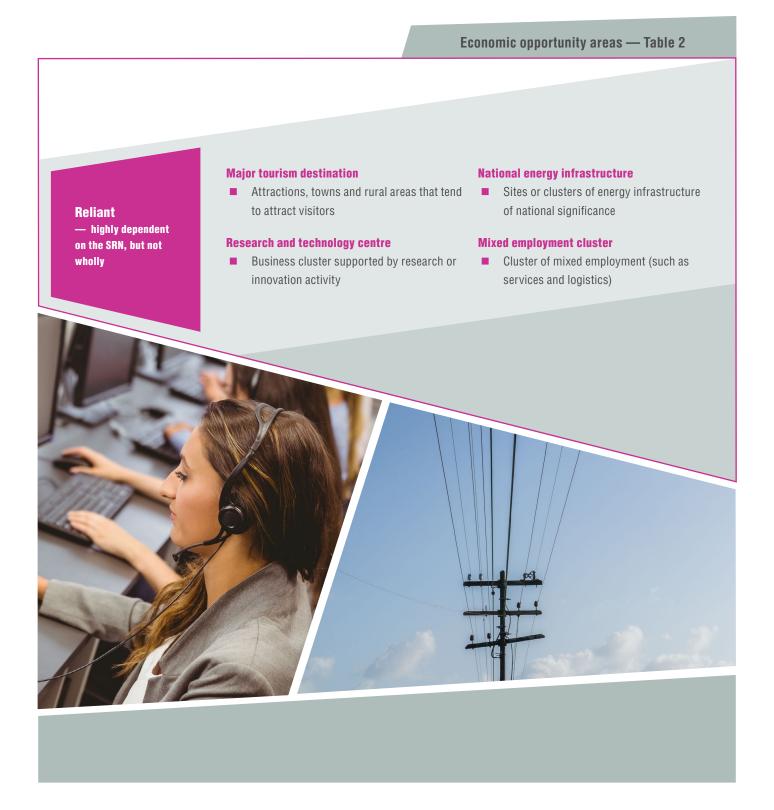
We have worked with all 39 Local Enterprise Partnerships (LEPs) in England to identify the priority areas of existing and future economic activity that depend to some extent on the SRN. This work has identified over 400 economic hotspots – or economic opportunity areas (EOAs) – around the Strategic road network.

We have cross-referenced these locations with our economic research base and

stakeholder evidence from LEP discussions and the route strategies consultation. We have then grouped them according to their geographical characteristics and primary economic function

The ten EOA categories we have identified are described in **Tables 1 to 3** with a brief explanation of how we might apply the categorisation to different locations. We have used our economic research base to understand the extent to which different EOAs rely on the SRN and why.

Economic opportunity areas — Table 1 **International gateway (freight / passenger) Logistics cluster** Port or airport (freight and/or Clusters of logistics and distribution **Fundamentally** passenger use) activities as defined by B8-use dependent — the economic (warehousing) **Industrial cluster** performance of the Cluster of manufacturing or other **Intermodal transport hub** location depends entirely on the SRN road-reliant industrial activity Strategic hub for intermodal connectivity



${\bf Economic\ opportunity\ areas--Table\ 3}$ **Housing and mixed use Urban centre** Cluster of developments consisting of Major urban centre for employment Interdependent either solely housing sites or mixed and housing — some dependency on housing and employment sites the SRN, although other modes of transport play a significant role

Assessing economic priorities

As a national body, our funding and staff resource capacity come under pressure from a wide variety of needs. For all our investments, we use rigorous analysis to assess the likely impact against our five strategic objectives, with the safety of road users remaining of paramount importance.

To help us assess the relative priority of different economic needs, we propose assessing existing and future economic opportunity areas based on two principles:



The **economic significance** of individual parts of the SRN, testing the principles developed through the *Economic value of the strategic road network* part of the evidence base. (Page 15).



Economic importance and scale



Reliance on the SRN for its economic success, and



Status, by which we mean whether the asset is in operation or, if not, its status in the planning system

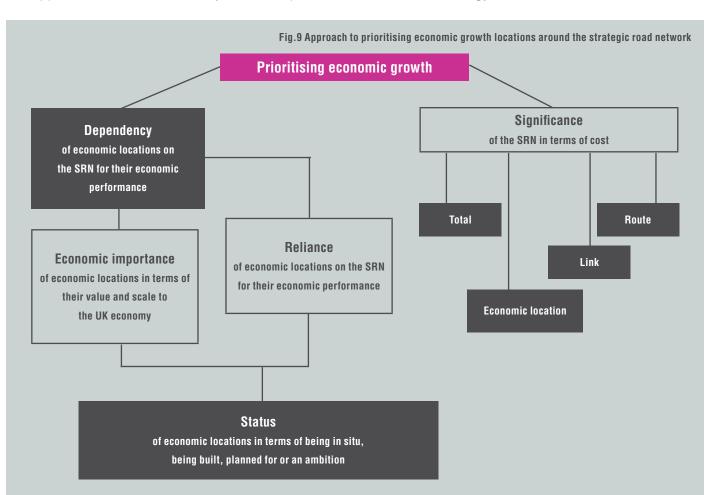


The **dependency** of an economic asset or location on the SRN for its economic performance. This takes account of the:

Applying this approach to a list of EOAs compiled, we can identify locations across the country that we should view as an economic priority for our focus, whether this is in terms of potential investment or our engagement in the planning or design of proposed developments.

The approach outlined above is only the first step in

influencing future investment. It will guide decisions about where further modelling and detailed assessment may be warranted. Final investment decisions, including the appropriate source of funding, will be determined through the existing processes and channels, including the road investment strategy.



Our emerging approach

As set out above, we already do a lot to support economic growth, and *The Road to Growth* will build on this. Our evidence base, and particularly the feedback we receive from stakeholders, suggests

Enabling international connectivity and trade by providing improved access routes to global markets.

Supporting business productivity and competitiveness by facilitating safe, reliable and efficient journeys, and by meeting the needs of those sectors most reliant on the SRN.

Facilitating the sustainable delivery of new homes and employment spaces, while balancing local and national SRN demand and supply.

Providing nationwide employment, skills and business development opportunities within our supply chain and sector.

Next steps

Much of this would need to be carried out in collaboration with others, and over the next few months, we will seek to develop this thinking jointly with our partners. Our regional teams will also continue to work with their partners to support local planning for economic growth.

Drawing on stakeholder feedback, we are also reviewing many aspects of our operations to identify how we can increase the economic impact of the way we work as an organisation.

We will confirm our approach to delivering our strategic economic growth plan, as developed and agreed with key delivery partners over the next few months, in the full *The Road to Growth* publication next year.

Once confirmed, our four economic roles will provide the basis for measuring the impact of our strategic economic growth plan. Our approach to assessing corporate economic impact will be set out

there is scope for enhanced activity that strengthens the economic foundations provided by the SRN and the wider transport network. *The Road to Growth* will set out how we will work with partners to increase our economic contribution through activity focused on each of the four economic roles identified:

The areas we are exploring include:

- Strengthening inter-modal transport connectivity to manage transport demand and supply better;
- Improving movements to and from international gateways;
- Looking at how we can better support the future transport needs of those sectors currently relying most on the SRN;
- Increasing joint working and partnership working with bodies such as Network Rail, High Speed Two, and local transport authorities.

in more detail in the full plan, which will in turn inform the development of a broader range of economic performance indicators for the next RIS period.

The locational data gathered through our engagement with local partners has been fed into the route strategies evidence base, and will be sifted using the prioritisation approach outlined in this document. The route strategies and our strategic economic growth plan are two key stages of research leading up to the Department for Transport's Road Investment Strategy for Road Period 2, known as RIS2, covering the period 2020-2025.

Decision-makers will use the locational evidence supplied through the development of the *The Road to Growth* and route strategies to identify where problems and opportunities are most significant, and where the need for action is greatest.

In total, there will be 18 route strategies, covering the entire strategic road network between them. Each strategy will cover a key strategic route, providing

a description of the key centres of population and industry, and international gateways served by the route. It will talk about the type and condition of roads and describe its current and likely future performance and constraints.

We will consider options for maintaining, operating or enhancing roads, including on local roads where these may bring about benefits on the strategic road network. Where appropriate, this could include influencing driver behaviour, or recommend looking further at other modes of travel. Our intention is to publish the route strategies in spring 2017.

The Road to Growth, including its economic evidence base, will also be part of the evidence base that Highways England uses to inform its initial report to government to support the second road investment strategy.

It will also support the development of our long-term vision and future plan for the SRN (Highways England's 2050 vision).



Your feedback

This discussion paper presents our initial findings and our interpretation of our strategic economic vision and role, together with our emerging approach to supporting economic growth and prosperity.

We welcome your feedback on the discussion points on the next page prior to publishing our full strategic plan in 2017.

A copy of this paper and the feedback form can be found on our citizen space website go to:

https://highwaysengland.citizenspace.com

— then scroll down to click on strategic economic growth plan

Please submit your responses, via the above website, by **Friday 20 January 2017.**

If you have any questions about this consultation, please email: growthandplanning@ highwaysengland.co.uk

Discussion points:

1	Do you agree with the areas of research we have focused on to better understand the relationship between the strategic road network and economic growth on page 6 — 16?
2	Do you agree with the vision we have articulated on page 4?
3	Do you agree with the strategic economic roles for Highways England that we have articulated on page 17 — 18?
4	Do you agree with our categorisation and definition of economic opportunity areas, on page 19 — 22?
5	Do you agree the two-perspective approach to prioritising economic growth locations around the strategic road network, as set out on page 23?
6	Do you agree with our emerging approach on page 24?
7	Do you have any further suggestions as to how we can work differently to better enable economic growth, (a link to a feedback form can be found), on page 25?

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