



# Transport 2010

## The 10 Year Plan

July 2000

Department of the Environment, Transport and the Regions: London

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# Transport 2010: The 10 Year Plan

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# foreword

BY THE DEPUTY PRIME MINISTER



In our Manifesto, we committed ourselves to safeguarding the environment and to developing an integrated transport policy to tackle the problems of congestion and pollution.

Decades of under-investment and growing demand for transport mean that we need a new approach and a long-term commitment.

Our Integrated Transport White Paper – the first for over 20 years – set out a radical new approach and our programme for reform. It proposed new institutions, including the Strategic Rail Authority and a stronger Rail Regulator, as well as new arrangements, such as Local Transport Plans and Regional Transport Strategies, to achieve this. The Transport Bill now going through Parliament is the most comprehensive for a generation, and long overdue.

Together the White Paper and the Transport Bill are putting in place new policies, new structures, and new powers. Now we have a 10 Year Plan that will deliver the scale of resources required to put integrated transport into practice. It will also deliver radical improvements for passengers, motorists, business – and all of us as citizens concerned about congestion, safety and a better environment.

The Plan will ensure that transport plays its full part in delivering our wider objectives, contributing in particular to the renaissance of our cities and the revitalisation of the

countryside. It is an essential building block for the urban and rural white papers and will support regeneration and economic growth.

*Transport 2010* is a ten-year route map to take us towards the goals we set for ourselves in the Manifesto and the Integrated Transport White Paper. It takes a realistic view of the challenges we face and presents an ambitious vision of what we can achieve by 2010. By taking a long-term view, the Plan will bring greater certainty and coherence in decision-making. It will provide a stable framework against which planning and investment decisions can be made.

Partnership is something to which I attach great importance. The Plan encourages strengthened partnerships, both between central and local government, and between public and private sectors. Partnerships will accelerate integration across different transport networks and speed up the introduction of new technology, particularly for accessible, real-time information about journeys.

I very much welcome this 10 Year Plan. I am grateful to Gus Macdonald for the work that he and the Task Force have put into producing it.

This Plan represents an investment in the future to create prosperity. Together we can now go forward with confidence to transform transport in our country over the coming decade.

A handwritten signature in black ink, reading "John Prescott". The signature is written in a cursive, flowing style.

John Prescott

# introduction

BY THE MINISTER FOR TRANSPORT



Deputy Prime Minister, I am pleased to present the 10 Year Plan for Transport. It is designed to deliver the Government's priorities: reduced congestion, better integration, and a wider choice of

quicker, safer, more reliable travel on road, rail and other public transport.

All modes of transport will benefit from greatly increased public and private funding totalling £180 billion across the decade from 2001/02 to 2010/11.

Spending on railways will total £60 billion. Large-scale investment in the upgrading and expansion of the network will allow 50% more passengers to travel by train more quickly and comfortably, in greater safety, more punctually, between more attractive stations. Investment in infrastructure will encourage, by our estimate, an increase of 80% in goods carried by rail.

Crucially, congestion on our roads will be reduced from present levels by 2010. Spending on roads, local and national, will total £59 billion. 360 miles of the motorway and trunk road network of national strategic routes will be widened to ease traffic bottlenecks. Hundreds of major schemes will improve traffic flow, create safer junctions and by-pass communities blighted by traffic.

Local transport spending will also be increased substantially to a ten-year total of £59 billion. Within this, Local Transport Plan budgets will rise to £1.3 billion next year and to £1.7 billion by 2003/04. The considerable backlog in road maintenance will be eliminated by 2010.

Investment will fund more modern bus, tram and light rail systems supported by park and ride schemes. Rural areas will get increased support for more flexible and innovative services. After half a century of decline, bus travel is still the most frequently used mode of public transport and this investment should see it grow by 10% over the next ten years.

Within the new five-year Local Transport Plans being produced by local authorities there will be increased priority for cycling, walking and, as in all other areas, environmental and safety measures. Our ambitions for London will support the Mayor's emerging transport strategy with public and private spending totalling £25 billion. Major projects for London's rail and Underground networks will be progressed in partnership with the Strategic Rail Authority and the private sector.

Capital investment by the public and private sectors combined will total £121 billion over the next ten years against £54 billion in the last ten years – a rise of almost 75% when adjusted for inflation. This 10 Year Plan offers for the first time the long-term framework required for developing and delivering big projects.

The 10 Year Plan anticipates growing public demand for better quality and more choice in transport. It builds on the considerable achievements of the past three years and commits to new investment on a scale that will achieve real change year by year to 2010 and beyond.

A handwritten signature in black ink that reads "Gus Macdonald". The signature is written in a cursive, slightly slanted style.

Gus Macdonald



*“...investment in the future  
to create prosperity...”*

# summary

## Strategy

Our strategy for transport is to tackle congestion and pollution by improving all types of transport – rail and road, public and private – in ways that increase choice. It is a strategy for investment in the future to create prosperity and a better environment.

This requires a new approach, based on:

- **integrated transport:** looking at transport as a whole, matching solutions to specific problems by assessing all the options.
- **public and private partnership:** government and the private sector working more closely together to boost investment.
- **new projects:** modernising our transport network in ways that make it bigger, better, safer, cleaner and quicker.

## Investment

The level of total private investment and public expenditure that we believe is necessary over the next ten years is £180 billion. We expect this to be made up as follows:

Total spending: <sup>1</sup>	
Public investment	£64.7bn
Private investment	£56.3bn
<b>Total</b>	<b>£121.0bn</b>
Public resource/revenue	£58.6bn
<b>Total</b>	<b>£179.7bn</b>

Within this total we envisage public and private capital investment of £121 billion – an increase of almost 75% in real terms compared with the last ten years. This investment will be

delivered through partnership between the public and private sectors – working supportively, investing together, to modernise our transport system for the benefit of all.

The forecast allocation of capital investment is:

	Private	Public
Rail	£34.3bn	£14.7bn
Strategic roads	£2.6bn	£13.6bn
London	£10.4bn	£7.5bn
Local transport	£9.0bn	£19.3bn
Other		£9.7bn
<b>Total</b>	<b>£56.3bn</b>	<b>£64.7bn</b>

Of the total of £180 billion, the Plan envisages that public expenditure over the next ten years will be £132 billion. Public expenditure over the period of the Spending Review (i.e. 2001/02 to 2003/04) increases by a total of £8 billion compared with 2000/01 plans.

## Modernisation and new projects

The Plan sets out the resources that will be committed to improving transport. It also sets the strategic framework. Individual projects and programmes will flow from decisions taken by a variety of agencies, the private sector, and through Regional Transport Strategies and Local Transport Plans. Investment on this scale means we can deliver the following broad package of improvements by 2010:

### ➤ Rail:

- 50% increase in use, measured by passenger kilometres
- 80% increase in rail freight

<sup>1</sup> To avoid double counting, public resource expenditure in this table excludes direct revenue support for private investment. Figures do not total due to rounding.



- improvements in service quality: more punctual and reliable trains, less overcrowding
- installation of new train safety systems
- modern trains and more attractive, secure stations
- modernisation and increased capacity on the West Coast and East Coast Main Lines
- the high speed Channel Tunnel Rail Link, also serving Kent and the Thames Gateway
- improved commuter services in London and other cities
- upgrading of freight routes to major ports
- better integration with cars, buses, taxis, bicycles and better links to airports.

➤ **Roads:**

- congestion reduced below current levels, particularly in large urban areas
- bottlenecks eased by targeted widening of 360 miles of the strategic road network
- 80 major trunk road schemes to improve safety and traffic flow at junctions
- 100 new bypasses on trunk and local roads to reduce congestion and pollution in communities
- 130 other major local road improvement schemes
- completion of the 40 road schemes in the Highways Agency Targeted Programme of Improvements

- 60% of the trunk road network given lower-noise surfaces
- elimination of the maintenance backlog for local roads, bridges and lighting as part of a £30 billion programme
- HGV lanes on congested strategic routes to provide priority for lorries and safer lanes for cars
- smarter management of the trunk road network, giving drivers better information on traffic conditions
- 40% reduction in the number of people killed or seriously injured in road accidents
- accelerated take-up of cleaner vehicles to reduce air pollution and CO<sub>2</sub> emissions.

➤ **London<sup>2</sup>:**

- improved quality of service on the Underground, with more capacity and fewer delays, through the Public-Private Partnership
- higher standards of bus service ('quality plus') on all major bus routes
- improved bus frequencies and enhanced off-peak and night bus services
- extension to City Airport of Docklands Light Railway
- new tram/guided bus systems
- new East Thames river crossings for road and rail
- a new east-west rail link, such as CrossRail

<sup>2</sup> Subject to the Mayor's transport strategy.

- Thameslink 2000, East London Line extensions, upgrading of major stations and commuter rail services.
  
- **Locally across England:**
- up to 25 new rapid transit lines in major cities and conurbations, more than doubling light rail use
- 10% increase in bus passenger journeys
- extensive bus priority schemes, including guided bus systems and other infrastructure improvements, also benefiting coaches
- new Urban Bus Challenge Fund to improve links to deprived urban areas
- more cities and towns with park and ride schemes
- extension of Rural Bus Subsidy Grant to cover more journeys serving market towns
- extension of fuel duty rebate to more community transport services, and more support for flexible transport in rural communities
- half fare or better on the buses for elderly and disabled people
- modern and integrated transport information, booking and ticketing services
- safer cycling and walking routes, more 20mph areas and Home Zones for safer roads, particularly around schools.

# Chapter 1



*“our aim is ambitious...  
to transform our transport  
infrastructure over the next  
ten years.”*

# vision

**1.1** Our vision for transport in this country is for a modern, safe, high quality network that better meets people's needs and offers more choice to individuals, families, communities and businesses.

**1.2** Good transport is essential to an enhanced quality of life, to a strong economy and to a better environment. Improving public transport is also vital in reducing social exclusion, particularly for people who have less access to a car including women, the old, the young and disabled people. It will help create a fairer society.

**1.3** Delivering better transport means tackling problems caused by decades of under-investment. This will take time. It requires a long-term approach and secure funding to promote long-term solutions.

**1.4** Our vision is that by 2010 we will have a transport system that provides:

- modern, high quality public transport, both locally and nationally. People will have more choice about how they travel, and more will use public transport
- more light rail systems and attractive bus services that are fully accessible and integrated with other types of transport
- high quality park and ride schemes so that people do not have to drive into congested town centres
- easier access to jobs and services through improved transport links to regeneration areas and better land use planning

- a modern train fleet, with reliable and more frequent services, and faster trains cutting inter-city journey times
- a well-maintained road network with real-time driver information for strategic routes and reduced congestion
- fully integrated public transport information, booking and ticketing systems, with a single ticket or card covering the whole journey
- safer and more secure transport accessible to all
- a transport system that makes less impact on the environment.

We set out what this will mean in more detail for people and for business in the Conclusion.

**1.5** We have made a good start towards these goals. This Plan for transport for the next decade sets out the measures that will take us the rest of the way – through new partnerships between the public and private sectors and new investment in modernisation.

**1.6** This Plan is part of our programme to invest more of the country's wealth in improving its infrastructure. Our aim is to create a modern, dynamic society that meets the needs of every area. The Government has set a target for public sector capital spending to rise from 0.6% of GDP to 1.8% by 2003/04. Our transport system is one of the top priorities for this extra investment.

**1.7** Transforming our transport networks and tackling the legacy of under-investment is vital for this country's economic prosperity. It requires a ten-year approach. Major transport projects take time to develop and implement. With some problems, notably congestion, current trends will take time to reverse. And major investment in infrastructure will inevitably cause disruption while work is being done to achieve our targets for 2010.

**1.8** A number of the problems we face are deep-rooted and cannot be solved within a decade. Some are problems of growth in an expanding economy with rising incomes. In the longer term our new planning policies aim to produce more sustainable and less dispersed patterns of development, and should help reduce the need to travel. Social and technological changes will also alter patterns of behaviour in unforeseen ways. But in the meantime this Plan sets out a realistic strategy based on much higher levels of investment over the next decade.

**1.9** As well as delivering our transport objectives, this Plan will help promote more sustainable development.<sup>3</sup> It supports and contributes to many of the Government's long-term objectives. In particular, it will:

- sharpen the competitiveness of British industry
- boost the economic development of all regions
- promote the renaissance of towns and cities
- enhance access and opportunity in rural areas

- reduce social exclusion
- lessen the impact of transport on the environment at both local and global levels.

**1.10** Our aim is ambitious: it is to benchmark our performance against the best in Europe and, through greatly increased investment, to transform our transport infrastructure over the next ten years.

<sup>3</sup> A sustainability appraisal is included in the background analysis referred to at para 3.4 below.



## Chapter 2



*“since 1997 we have constructed a comprehensive policy framework, bringing in a radical new approach...”*

## progress

**2.1** The Government, working with the private sector, local authorities and other partners, is driving change in transport. We have made a good start.

**2.2** Since 1997, we have constructed a comprehensive policy framework, bringing in a radical new approach to transport. We have:

- integrated the former departments of **Environment and Transport**, bringing together environment, planning and transport in the DETR
  - published the **Integrated Transport White Paper**<sup>4</sup> – the first for 20 years – setting out new strategic policies
  - refocused **trunk road investment**, giving priority to maintenance, making better use of existing roads and reducing environmental impact
  - replaced the large but unfunded trunk roads programme we inherited with a **Targeted Programme of Improvements** that we are committed to delivering on a clear timetable, together with a programme of ‘multi-modal studies’ to develop sustainable solutions for the most congested parts of the network
  - set up a **Strategic Rail Authority (SRA)** to invest in the railway network, bringing the planning of passenger and freight services together, and made the Office of the Rail Regulator more effective
  - introduced a **Transport Bill** to establish the SRA, improve bus services, allow local councils to introduce charging to reduce traffic congestion, and guarantee free bus passes for all pensioners and disabled people entitling them to half fares
- introduced regulations under the **Disability Discrimination Act** to ensure that all new rail vehicles are accessible
  - published a **road safety strategy** to reduce deaths and injuries on the roads, reviewed speed management, and issued guidance on safer travel to schools
  - set up the **Commission for Integrated Transport (CfIT)**, the **Motorists’ Forum** and the **Road Haulage Forum**, demonstrating our commitment to working through partnership and to continuing debate stimulated by CfIT’s independent advice
  - initiated **Regional Transport Strategies**, linked into the improved system of regional planning
  - given **the passenger** a more effective voice, through membership of the Strategic Rail Authority, stronger Rail Passengers’ Committees, new statutory arrangements for the London Transport Users’ Committee, and new provisions in the Transport Bill on consultation
  - introduced and funded **Local Transport Plans**, with all local authorities producing integrated strategies and five-year investment plans
  - created a new approach to **transport in London**, leaving the London Mayor with a legacy of new projects including the new Jubilee Line extension, the Docklands Light Railway extension to Lewisham and Croydon Tramlink

<sup>4</sup> ‘A New Deal for Transport: Better for Everyone’ The Government’s White Paper on the future of transport (Cm 3950).



**Integrated Transport White Paper – subsidiary documents**

- ◆ ‘A New Deal for Trunk Roads in England’
- ◆ ‘A New Deal for Railways’
- ◆ ‘From Workhorse To Thoroughbred – a Better Role For Bus Travel’
- ◆ ‘Breaking the Logjam’ – consultation paper on implementation of congestion charging and workplace parking schemes
- ◆ ‘British Shipping – Charting a new course’
- ◆ ‘Sustainable Distribution: a strategy’ – freight policy
- ◆ ‘Tomorrow’s Roads: Safer for Everyone’ – road safety strategy and targets
- ◆ ‘New Directions in Speed Management’
- ◆ ‘Waterways for Tomorrow’ – inland waterways policy
- ◆ ‘Guidance on Full Local Transport Plans’
- ◆ ‘Encouraging Walking: Advice to Local Authorities’.

- established the radical new principle of **hypothecation**, ring-fencing revenues from fuel duty increases and local congestion charging or workplace parking schemes solely for investment in transport
- set out a long-term and integrated strategy for British **shipping** and brought forward legislation to introduce a tonnage-based system of corporation tax for ship operators. A key feature of the tonnage tax is the associated minimum training obligation that is designed to regenerate our maritime skills base by requiring companies to train sufficient seafarers to meet their future manpower needs
- set out a new policy vision for **inland waterways**, promoting public and private partnerships to revitalise our waterways and deliver social, economic and environmental benefits.

**2.3** As well as putting the right policy framework in place, we have made real progress in practice in the past three years:

➤ **On the railways...**

- a 17% increase in rail passenger journeys
- 1,300 more trains run daily to meet demand
- private sector rail investment more than doubled
- the Channel Tunnel Rail Link rescued, £3.3 billion of private investment brought in and construction of Phase 1 from the Channel Tunnel to North West Kent well advanced
- nearly 2,000 stations improved and 17 new stations built
- 50 new rail freight terminals
- 22% increase in freight moved by rail
- old slam-door carriages being replaced and a requirement that all new rolling stock is accessible to disabled people

### ➤ On buses ...

- bus quality partnerships between operators and local authorities in over 120 towns and cities, generating increases in bus usage of 10–20%
- bus industry investment up by over 30%, now running at £380 million a year, with over 21,000 new buses running, including many with low-floor access
- nearly 2,000 new or enhanced rural bus services in England

### ➤ On the roads ...

- 20 major trunk road schemes completed
- maintenance backlog on trunk roads eliminated
- investment in local road maintenance increased by nearly 20%
- continued reduction in road casualties, with our network now the safest in Europe
- a network of mobility centres to help disabled and older motorists

### ➤ In London and our other major cities ...

- nearly £2 billion to modernise London Transport services, including completion of the Jubilee Line extension
- use of London's buses up by 5%
- all London's licensed taxis now wheelchair accessible
- new and extended light rail schemes opened in Birmingham, Manchester and Croydon.

**2.4** Decades of under-investment and a lack of strategic planning mean there is much still to do. The scale of the challenge we face in modernising and reforming transport should not be underestimated. It requires the long-term approach advanced in this Plan.

**2.5** We are preparing a strategy for the future of the ports industry. We also intend to produce an air transport white paper to provide a long-term framework for the future of aviation and airports in the UK. In preparation for this we have set up a number of regional air service studies and plan to publish a wide-ranging consultation paper. One issue that will be examined is the potential for encouraging substitution between rail and air travel for short-haul journeys. Our long-term policies on air and water transport are being developed within the strategic framework set out in the Integrated Transport White Paper.

**2.6** This Plan focuses on surface transport, and improvements in surface access to ports and airports. It is an investment plan for delivering our White Paper commitment to an integrated transport system. Where indicated in the text, the Plan applies to Great Britain as a whole; in all other cases it applies to England only.

## Chapter 3



*“the challenge is to ensure that this increased mobility does not undermine our quality of life, so that travel and its benefits can be enjoyed by all...”*

# challenge

**3.1** The Integrated Transport White Paper and subsidiary documents have created a policy framework within which we can make rapid progress. However, there remain real challenges.

**3.2** The problems we face are in part connected with success. Increased economic activity and growing incomes generate higher demand for personal travel and the transport of goods and services. Between 1968 and 1998, passenger travel and freight moved almost doubled, a rise closely linked to economic growth (see chart 3a). People are choosing to spend more of their increased disposable income in ways that generate transport demand. Households spend 70% more in real terms on transport than they did 30 years ago, even though transport costs have risen more slowly than disposable income. Although new technology and the better-planned location of homes and businesses can reduce the need to travel, it is prudent to plan on the basis that economic growth will continue to generate

more demand for travel in the foreseeable future. The challenge is to ensure that this increased mobility does not undermine our quality of life, so that travel and its benefits can be enjoyed by all.

**3.3** People's choice of transport is influenced by convenience and cost. Cars are often the most attractive, and sometimes the only choice. The vast majority of personal travel (93%) and freight movement (65% of the total, and 90% excluding water and pipeline) is now made by road. The pattern of land use has reflected – and for many years encouraged – growing reliance on the car. Average journey lengths are increasing, even though nearly half of all journeys are still under two miles. As the car has become the dominant mode of travel (see chart 3b), public transport has declined. Ever-cheaper cars have helped keep the real cost of motoring virtually unchanged since the 1970s. Meanwhile disposable income and the cost of using public transport have risen significantly (see chart 3c).

**Chart 3a Overall growth in passenger transport and freight transport compared to GDP**

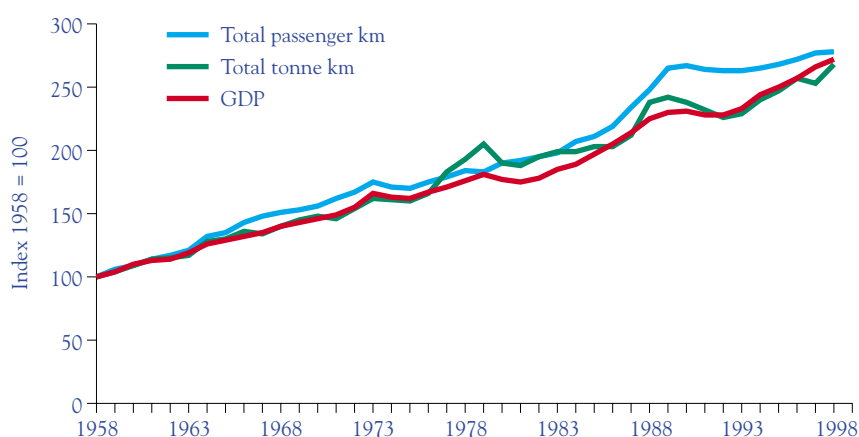


Chart 3b Passenger transport by mode

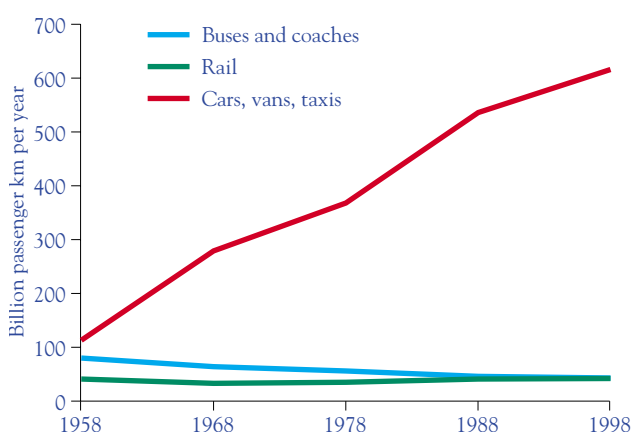
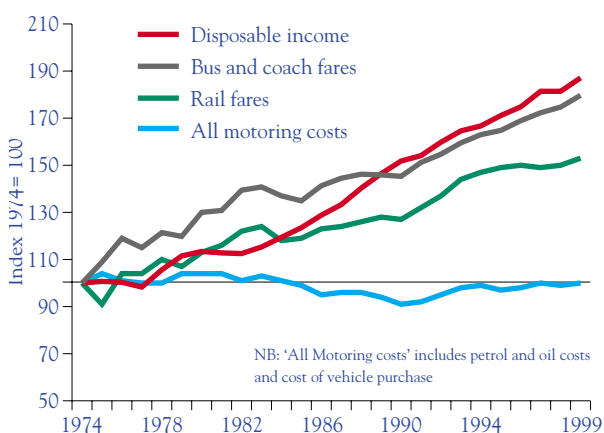


Chart 3c Real changes in the cost of transport and in disposable income



3.4 We have developed models to forecast future trends, and to assess the effects that new policies and investment in transport could have. Like all models, the forecasts depend on the assumptions made. These are summarised in a separate paper on the background analysis.<sup>5</sup> The models cannot predict exactly what will happen, but can forecast trends and future challenges.

5 'Transport 2010: The Background Analysis'.

6 Congestion in this Plan is defined as the average delay experienced for each kilometre travelled compared to driving at speeds typical when traffic is light.

3.5 The key challenges of the next ten years that this Plan must address are:

- **Road traffic growth and congestion:** total traffic, measured in vehicle kilometres, is forecast to grow by 22% between 2000 and 2010 (see chart 3d). Congestion<sup>6</sup> is already high in urban areas and is forecast to grow by 15% across the network as a whole and by 28% on the inter-urban trunk road network (see chart 3d).
- **Overcrowding and congestion in London:** around 75% of those working in central London travel to work by public transport. Large parts of the Underground are already overcrowded in peak times and demand is forecast to continue growing. On London commuter rail services, four out of the ten operators exceed overcrowding standards. Road congestion in London is three and a half times the average in England.
- **Inadequate public transport across England:** in many towns and cities public transport does not offer an attractive choice. Buses are the main form of public transport for most local journeys, but bus patronage has declined by two-thirds since the 1950s. Outside London, only 15% of those working in metropolitan areas, and 7% in other towns, commute by public transport. Deregulation in the mid-1980s did not halt this decline, though there are encouraging signs that it has now ended.

Chart 3d 2010 road traffic, congestion and CO<sub>2</sub> without the Plan (baseline forecasts)

- **Rural transport:** low population densities increase the cost per head of providing public transport, which limits its provision. As a result, those without use of a car may suffer poor access to work and services, and be at risk of social exclusion. Currently, only 36% of households in rural areas are within a ten minute walk of a regular bus service, compared with 94% in urban areas. 86% of rural households have cars compared with 70% in urban areas.
- **Tackling the maintenance backlog:** as a result of past under-investment local roads are in their worst condition for 30 years, with consequences for traffic flow and safety.
- **Rail demand:** on current forecasts rail passenger demand will grow by 34% over the next ten years, but capacity constraints on the network would limit actual growth to 23%. Providing additional capacity and improved services is forecast to increase this to 50%. Passenger satisfaction with rail journeys ranges from 67% to 91%. Only 41% of users feel rail services offer value for money.
- **Freight:** economic growth will generate growth in the distribution of goods and services. The economy depends heavily on efficient distribution, which itself accounts for some 10% of GDP. Without action, rising congestion (to which increasing lorry and van traffic will contribute) and associated increases in distribution costs will reduce

our competitiveness, limiting future economic growth and job creation.

- **Safety:** it will require major investment in new safety systems to rebuild confidence in the safety of our railways. We have set ourselves ambitious targets for reducing casualties on our roads to ensure that our roads remain the safest in Europe. Safety of pedestrians and cyclists, especially children, must take priority.
- **Climate change:** emissions from the transport sector of carbon dioxide (CO<sub>2</sub>) – the most significant of the greenhouse gases causing climate change – currently represent a quarter of the UK's total emissions, and are forecast to increase by 2010 as traffic grows. Chart 3d sets out forecast changes in CO<sub>2</sub> from road traffic.
- **Air pollution and noise:** emissions of the most noxious air pollutants arising from road traffic<sup>7</sup> should be about half present levels by 2010, largely because of improvements in vehicle technology and fuel quality. But on current projections, the trend will reverse beyond 2010 as these improvements are offset by traffic growth. And more needs to be done in many urban areas where air quality objectives will still not be met. Noise level standards for new vehicles have also been tightened, but noise from road transport in particular remains a concern for many people.
- **Social exclusion:** 60% of the poorest 20% of households have no car. Fifty-five per cent of those over 70, a rapidly growing proportion of the population, live in households without a car. Women and those under 20 are also more reliant on public transport. Lack of accessible and affordable public transport contributes to problems of social exclusion. And any rise in the relative cost of public transport therefore has a greater impact on people in disadvantaged groups.

<sup>7</sup> i.e. nitrogen oxides and particles.





# Chapter 4



*“we are putting our new integrated approach into practice...”*

# integration

**4.1** We are putting our new integrated approach into practice by applying it to a series of transport problems around the country – particular capacity constraints, bottlenecks or areas where transport provision is insufficient. Just as the problems vary, so too will the solutions, which are likely to require investment in different types of transport.

**4.2** These problems are some of the most severe, for example involving widespread congestion in a particular area or on a main artery that requires a strategic, area-wide solution.

**4.3** To find solutions to these problems we have set up what are called ‘multi-modal studies’. These reject the old approach of

focusing on one-dimensional solutions and instead look at the contribution that all modes of transport and traffic management might make – including road, rail, bus and light rail, as well as walking and cycling. They will take a comprehensive look at transport problems, and offer solutions in which all types of transport can play a part.

**4.4** The multi-modal studies now under way or planned (see Map 1) are set out in Table 1.

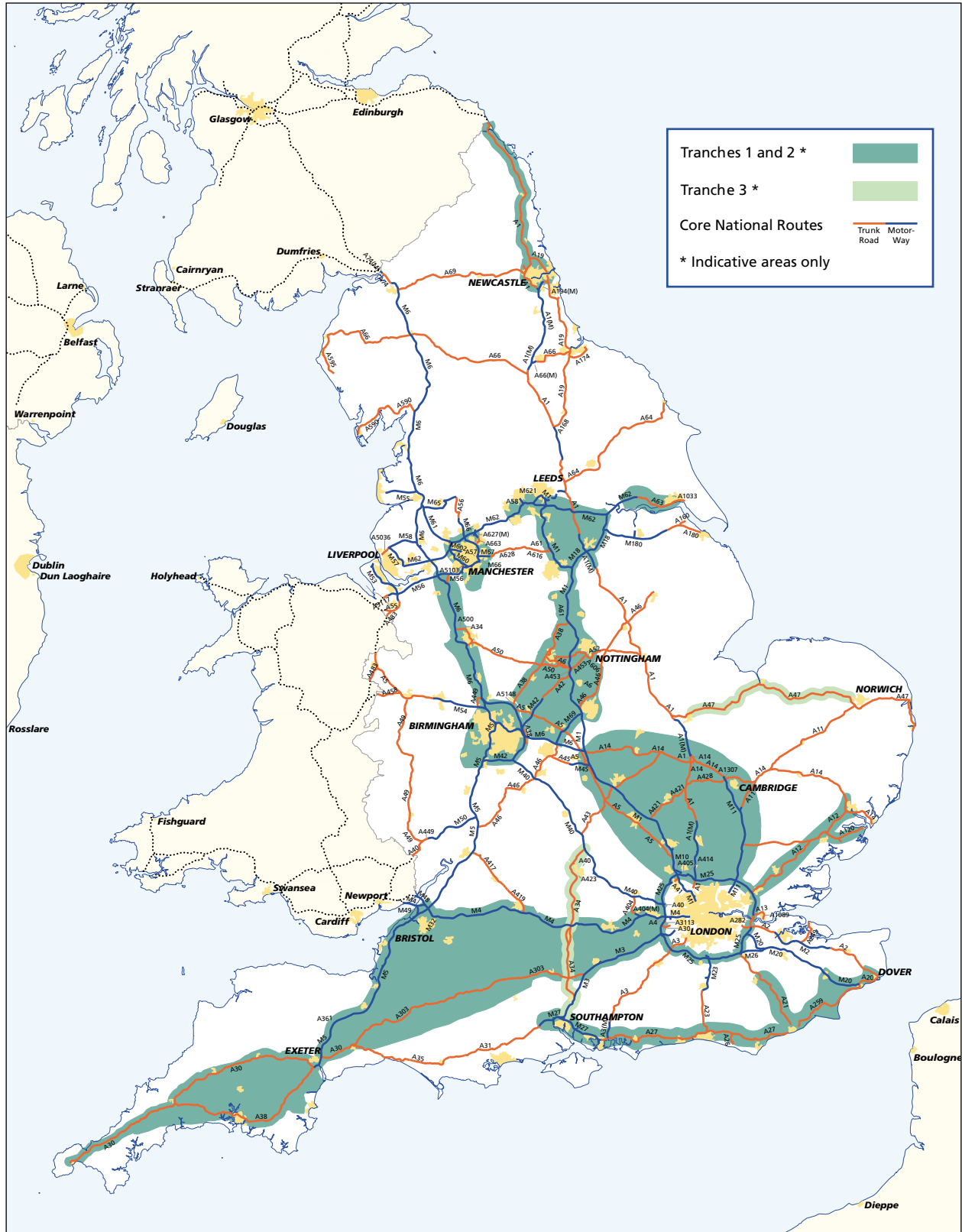
**4.5** We expect all the Tranche 1 studies to report this year or next, and the studies in other tranches to report within two years of starting. All these examples of our integrated transport

**Table 1: Multi-modal studies**

	<b>Tranche 1</b> <i>Already under way</i>	<b>Tranche 2</b> <i>Starting 2000/01</i>	<b>Tranche 3 (provisional)*</b> <i>Starting 2001/02</i>
<b>Major Corridors</b>	W Midlands to North West (M6) North/South movements in E Midlands (M1) London to South West and South Wales (A3/A303/M3/M4/M5)	South Coast (Folkestone to Southampton) London to S Midlands A1 North of Newcastle	
<b>Orbital and Areas</b>	London Orbital (M25) S E Manchester S & W Yorkshire motorway box W Midlands area Tyneside area		
<b>Other Priority Corridors</b>	Access to Hastings Cambridge to Huntingdon A453 M1–Nottingham	Hull corridor London to Ipswich M60 junctions 12 to 18 West to North Manchester London to Reading W Midlands to Nottingham	A47 West of Norwich A34 North from Southampton

\* Tranche 3 could include other schemes

Map 1 – Multi-modal study areas



approach are characterised by five principles. They should:

- address the most severe problems in specific transport corridors or areas
- be driven by regional and integrated transport objectives
- deliver long-term and sustainable solutions

- provide an open process, with the opportunity to build consensus
- consider ways to minimise environmental impacts.

4.6 Two studies – one of a transport corridor, the other of an area – can act as examples:

#### West Midlands to North West multi-modal study

The aim of this corridor study is to ensure that the M6 retains its vital strategic role supporting the national economy. The study is looking in particular at the role that rail and public transport could play in easing the problems on the M6, and at the impact of the Birmingham Northern Relief Road when constructed. The study is being carried out in parallel with the West Coast Main Line capacity study.

The problems on the M6 are severe – and on current trends set to get worse:

- ◆ traffic on the M6 is around 100,000 vehicles a day. This is set to increase to 150,000 in some places by 2015 if present trends continue. Any small incident already causes heavy congestion and long delays
- ◆ 20–30% of traffic is heavy goods vehicles
- ◆ congestion means poor reliability and increased costs, particularly to businesses
- ◆ congestion also causes traffic to divert on to other, often unsuitable, roads
- ◆ on the railways, the West Coast Main Line upgrade will increase passenger capacity by

up to 50% – but problems remain, particularly in the Manchester and Birmingham areas, where there is a serious conflict between long-distance passenger, freight and local commuter traffic.

The study is considering a wide range of options to address these problems:

- ◆ motorway widening
- ◆ demand management measures, including in the longer term strategic tolling and junction closures
- ◆ urban trip restraint e.g. workplace parking or local congestion charging
- ◆ role of new technologies e.g. enhanced telematics
- ◆ further rail upgrades
- ◆ rail freight enhancements on the West Coast Main Line
- ◆ park and ride schemes
- ◆ high occupancy vehicle and freight dedicated lanes.

The study will be working with those who rely on and are affected by the M6 to develop a package of practical measures which can be quickly implemented.

### South-East Manchester multi-modal study

This area study is looking at current and future transport problems in south-east Manchester, including the impact of the expansion of Manchester Airport and taking account of the completion of the M60 Manchester motorway box.

The study has identified a number of deep-rooted problems, including:

- ◆ congestion on key radial and orbital routes
- ◆ poor quality public transport in certain areas
- ◆ pockets of deprivation and social exclusion
- ◆ if current trends continue, unsustainable economic, employment and development patterns.

The study will identify measures that can be introduced quickly by local authorities and operators via Local Transport Plans, as well as measures that will be introduced in the long term.

Among the options being considered are:

- ◆ further extensions to the rapid transit Metrolink system
- ◆ improvements to the frequency, quality and reliability of bus and rail services
- ◆ improved interchanges between different types of transport for both passengers and freight
- ◆ measures to reduce traffic impact on local communities
- ◆ measures to encourage walking, cycling and safer and less polluted communities
- ◆ local bypasses.

The study team is now considering how different measures can be brought together to provide a sustainable solution to the transport problems of the area.

**4.7** The 10 Year Plan provides the resources to implement decisions arising from the multi-modal studies. Decisions will be taken through the new arrangements for developing Regional Transport Strategies (see box opposite) as part of Regional Planning Guidance, and subsequently through the statutory planning process. Where appropriate – for example on schemes of more than regional importance – we will ensure that these decisions are properly co-ordinated in the context of national priorities.

**4.8** Our approach also means we want to see better integration between different types of transport. Major ports and airports are important transport hubs within their regions. With passenger and freight traffic rising rapidly, they need to be better integrated into the wider transport network to maintain and improve access.

**4.9** Strategic gateway ports are vital to our international trade, and some of them are expanding fast, especially to accommodate rapid growth in container and trailer traffic.

### Regional Transport Strategies

Transport planning will be integrated at regional level by Regional Transport Strategies (RTS), as an integral part of Regional Planning Guidance (RPG). These strategies will ensure that major transport investment is properly co-ordinated across transport modes and reflects wider land-use planning considerations, including major new housing development. They will also provide the regional context for Local Transport Plans.

RTS should provide:

- ◆ regional priorities for transport investment and management, across all modes, consistent with other regional objectives
- ◆ strategic guidance on the role and future development of railways, airports, ports and inland waterways in the region, for both passenger and freight, consistent with national policy

- ◆ guidance on measures to increase transport choice, including the better integration of rail and bus services
- ◆ public transport accessibility criteria for major developments
- ◆ regional strategic guidance and co-ordination where necessary on other matters such as car parking standards and road-user charging.

Regional Development Agencies (RDAs) have a keen interest in transport issues in the region and are providing an important input into developing regional transport strategies. In revising RPG the regional planning bodies are considering the transport implications of RDAs' proposals. Similarly, the emerging Regional Transport Strategies will help the RDAs to implement their own strategies.

This will place increasing pressure on upgrading some points of the trunk road network, but the principal need is for new and improved rail access. The investment in this Plan will address this need (see Chapter 6).

**4.10** Passenger numbers through UK airports are projected to increase by 50% by 2010, and freight traffic by almost 100%. The Integrated Transport White Paper set out the Government's desire to see an increase in the proportion of journeys to airports undertaken by public transport. These trends underline

the importance of that aim if we are to avoid substantial increases in congestion and pollution as a result. In addition, the largest airports have the potential to become important surface transport hubs in their own right, not just as destination points, but as interchanges between car, bus, coach and rail.

**4.11** Most airports are now required to produce surface access strategies to feed into local transport plans and many have already established targets and strategies for increasing public transport access. Manchester Airport has

### New links to airports

Several major new projects for improving access to airports are planned or likely to come forward over the next ten years. In particular:

- ◆ a new transport interchange at Manchester Airport. This will include a new bus and coach station and an expanded railway station. An extension of the Manchester Metrolink to serve the airport has recently been agreed. In addition, a heavy rail link to the west has been proposed
- ◆ the DLR extension to London City Airport (see Chapter 6)
- ◆ there are plans for a multi-modal transport interchange at Birmingham International Station to replace the old MAGLEV link to the airport
- ◆ enhanced services, new links and interchange facilities on the rail network to improve rail access to London's airports
- ◆ BAA and Railtrack have developed a business plan for upgrading the line between Liverpool Street and Stansted Airport, to enable more frequent dedicated Skytrain services
- ◆ studies are in hand on new rail links to Heathrow, such as a second Heathrow Express service to St Pancras, and the Airtrack scheme linking Heathrow to Staines and beyond
- ◆ the FASTWAY project, a proposal by BAA and West Sussex County Council for a new bus priority network, including sections of guided bus, serving Gatwick Airport.

a target to increase the use of public transport for journeys to and from the airport from 10% in 1992 to 25% in 2005. At Heathrow the target is for 40% of passengers to use public transport by the end of this year, with a longer-term aim of 50%.

**4.12** Airports themselves will contribute financially, and many are planning substantial programmes of investment in new transport infrastructure. The sSRA is also currently developing a strategy to look at possible new rail links to airports.

**4.13** Another example of our more cohesive approach is the priority attached to developing an integrated transport information, booking and ticketing system, to offer users smoother journeys, especially when moving from one type of transport to another. Chapter 8 sets out how this will be achieved.





# Chapter 5



*“better services to meet the needs of customers...”*

# partnerships and resources

**5.1** Delivering the improvements we want to see in our transport system requires a new approach:

- stronger partnerships with the private sector
- greatly increased resources
- closer relationships with local government
- more integrated and strategic approaches to policy-making
- better services to meet the needs of customers.

**5.2** Public and private partnerships, in different forms, will provide the funding for delivering much of this modernisation programme, harnessing private sector finance and disciplines to public objectives. This partnership is central to the new approach of the 10 Year Plan. Making the measures in this Plan a reality will depend on the willingness of transport operators and business more generally to invest, alongside central and local government, in better public transport and in more efficient use of our transport and distribution systems.

**5.3** The Plan sets out a programme that we believe will require £121 billion of public and private capital investment<sup>8</sup> over the next ten years. This is an increase of almost 75% in real terms compared with the last ten years.

**5.4** Chart 5a shows the forecast mix of public and private investment. A proportion of private investment is assumed to be wholly funded

from fare revenues without direct subsidy. The remainder is, at least partly, paid for through direct public subsidy. Further details of the assumptions made are included in Annex 3.

**5.5** Chart 5b shows how this total capital investment is allocated across different types of transport, though clearly the phasing and allocation may change as details of projects are developed. An element of public spending, mostly in the second half of the decade, is unallocated. This will be available to fund new projects that emerge during the next ten years and it will attract additional private sector investment.

**5.6** The Government is committed to providing the sustained investment that will at least deliver the outcomes set out in this Plan. The public spending that we believe is required over the next ten years to deliver these levels of investment is £132 billion.<sup>9</sup> This represents an unprecedented commitment to improving the transport system.

**5.7** The public spending plans for transport for the next three years are set out in the Spending Review White Paper and in Annex 1. Spending beyond 2003/04 is assumed to grow in real terms by 2.25% per year. When the transport-related element of Revenue Support Grant (RSG) to local authorities is included, spending rises to £12 billion by 2003/04, an increase of almost 50% compared with 2000/01.

<sup>8</sup> Capital investment is defined as investment in new or replacement transport infrastructure, rolling stock and other public transport vehicles.

<sup>9</sup> The total includes capital investment, public resource spending, revenue support for private investment, transport-related RSG, unallocated public provision and spending funded from local congestion charging and workplace parking levies.

Chart 5a Public and private investment (1991/92 to 2010/11)

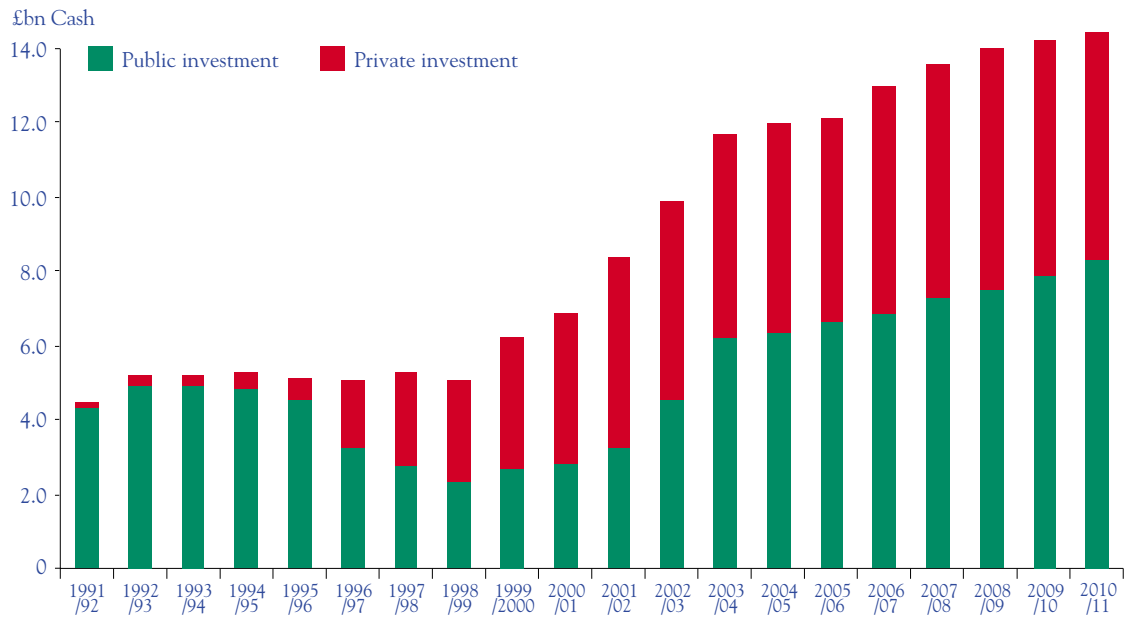
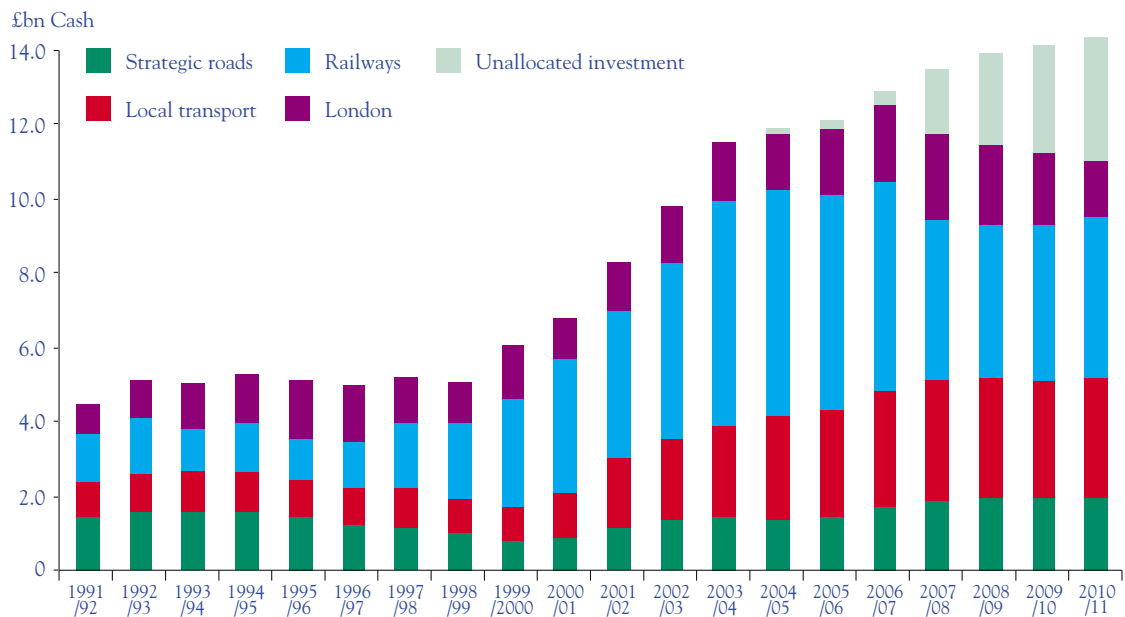
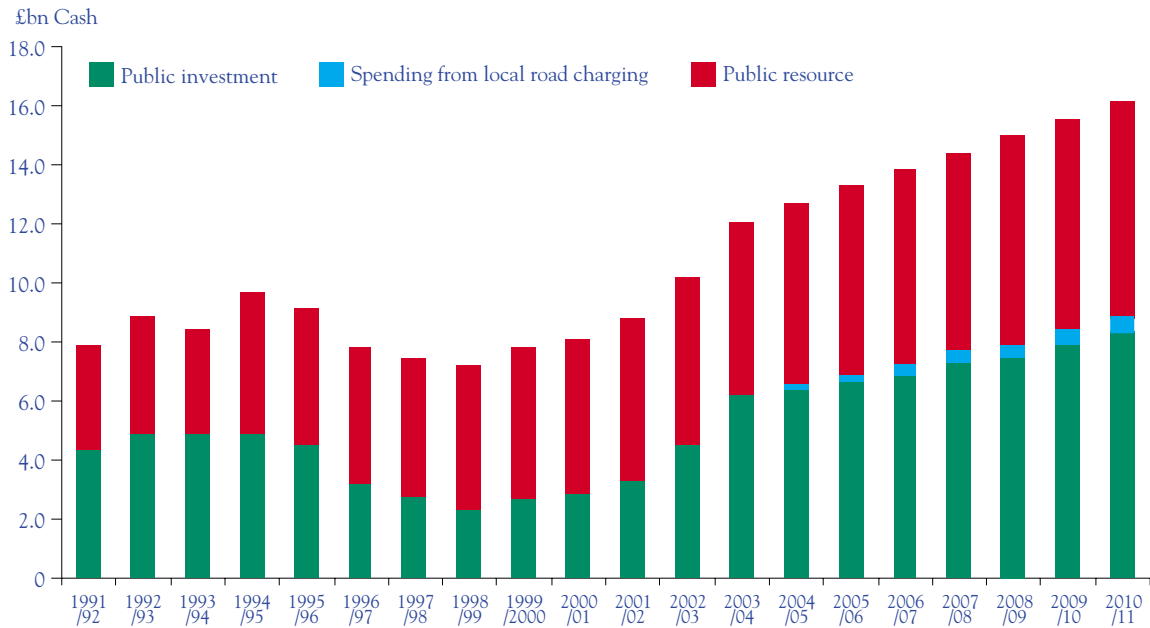


Chart 5b Public and private investment by mode (1991/92 to 2010/11)



Charts 5a and 5b assume that £9 billion of unallocated public spending attracts a further £2 billion of private investment. This additional private investment is not included in the ten-year totals.

**Chart 5c Total public expenditure including revenue support for private finance (1991/92 to 2010/11)**



**5.8** Chart 5c shows the total<sup>10</sup> public spending on transport we believe will be required over the next decade to deliver the outcomes in this Plan. It breaks this down into capital and resource spending. It separately identifies £3 billion of additional net revenue assumed to be generated from local authority congestion charging and workplace parking levies and used for transport purposes. This is included in the second half of the plan period, following substantial investment in new public transport. A proportion of the revenue is assumed to be used to contribute to major bus and light rail investment schemes.

**5.9** Table 2 overleaf shows the allocation of public and private investment and resource expenditure over ten years.<sup>11</sup> Taking these together, the measures we are proposing deliver £180 billion of transport expenditure over the decade. Annex 1 provides more detailed information on the spending numbers. Annex table 1 (A1) shows public expenditure on transport (excluding the current level of transport-related RSG) over the next three years. Annex table 2 (A2) shows the allocation of total public and private investment and resource expenditure by mode and for London. It shows that £107 billion (59%) of the total will go to public transport (including rail) and

<sup>10</sup> Public resource (or current) expenditure includes public sector administration costs, maintenance expenditure and revenue support for private investment.

<sup>11</sup> To avoid double counting, resource expenditure excludes direct revenue support for private investment.

**Table 2: Total transport investment and expenditure (2001/02 – 2010/11)**

<i>(£billion, outturn prices)</i>	Public investment	Private investment	Total	Public resource spend <sup>5</sup>	Total
Strategic Roads	13.6	2.6	<b>16.2</b>	5.0	<b>21.3</b>
Railways	14.7	34.3	<b>49.1</b>	11.3	<b>60.4</b>
Local Transport <sup>1</sup>	19.3	9.0	<b>28.3</b>	30.6	<b>58.9</b>
London <sup>2</sup>	7.5	10.4	<b>17.8</b>	7.4	<b>25.3</b>
Other Transport <sup>3</sup>	0.7	n/a	<b>0.7</b>	1.5	<b>2.2</b>
Unallocated	9.0	n/a	<b>9.0</b>	n/a	<b>9.0</b>
Charging income <sup>4</sup>	n/a	n/a	<b>n/a</b>	2.7	<b>2.7</b>
<b>Total<sup>6</sup></b>	<b>64.7</b>	<b>56.3</b>	<b>121.0</b>	<b>58.6</b>	<b>179.7</b>

1. Includes expenditure on local roads.
2. For reasons of commercial confidentiality relating to the PPP negotiations, these spending figures do not include projections of London Underground's future cashflow, including provision for ongoing grant. However, these will be taken into account in setting the Government's Reserve.
3. Includes ports, shipping, road safety, support for cleaner vehicles, aviation, strategic transport and transport security. We have not included estimates of private investment in these areas.
4. Public expenditure funded from charging income is assumed to be resource expenditure. The Mayor or local authorities may choose to spend some or all of it as capital.
5. To avoid double counting, resource spend excludes direct revenue support for private investment.
6. Figures may not total due to rounding.

£59 billion (33%) will go to roads. Annex table 3 gives the profiles across the full period. These allocations may change as projects are developed and as the proposals are reviewed.

**5.10** This pattern of spending reflects our integrated approach and our commitment to public transport. The mix and level of investment is based on our analysis of what is needed to provide a step change in public transport in our towns and cities, in the countryside and in London. It reflects what is required to provide for significant growth in rail use, both by passengers and freight, and to support improvements in the quality of passenger rail services. It provides resources for better maintenance and management of the road network. It will enable us to implement

quickly the outcomes of the multi-modal studies that are looking for integrated solutions to the problems of our major transport routes. If the studies recommend a pattern of spending that is different from our assumptions, we will shift resources accordingly.

**5.11** In return for this increased level of public expenditure on transport, the Government expects to see a much greater emphasis on meeting customers' needs and higher standards of service from all agencies and operators involved in transport provision. A series of targets are set out throughout the Plan for the outcomes we expect to be delivered by these new levels of investment. These targets, together with indicators for monitoring progress, are summarised in Annex 2.

