

Transport Ten Year Plan 2000

Contents

Foreword by the Deputy Prime Minister	2
Introduction by the Minister for Transport	3
Summary	4
Chapter 1 - vision	7
Chapter 2 - progress.....	9
Chapter 3 - challenge	12
Chapter 4 - integration	16
Chapter 5 - partnerships and resources	22
Chapter 6 - investment.....	26
The Strategic Road Network.....	34
Local Transport.....	40
London.....	48
Chapter 7 - safety	54
Chapter 8 - modern, clean, efficient	58
Chapter 9 - future choices	63
Chapter 10 - monitoring	67
Conclusion - serving people better	68
Annex 1 - investment figures	71
Annex 2 - targets and indicators	75
Annex 3 - investment and charging assumptions	77
Annex 4 - facts and figures	80

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.



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.



Gus Macdonald

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:[1]	
Public investment	£64.7bn
Private investment	£56.3bn
Total	£121.0bn
Public resource/revenue	£58.6bn
Total	£179.7bn

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

Total	£56.3bn	£64.7bn
--------------	----------------	----------------

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
- 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 CO₂ emissions.

London[2]:

- 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
- 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.

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

2 Subject to the Mayor's transport strategy.

Chapter 1 - 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.^[3] 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.

³ A sustainability appraisal is included in the background analysis referred to at para 3.4.

Chapter 2 - 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[4] - 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
- 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.

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'.

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 ...

Transport Ten Year Plan 2000

- 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.

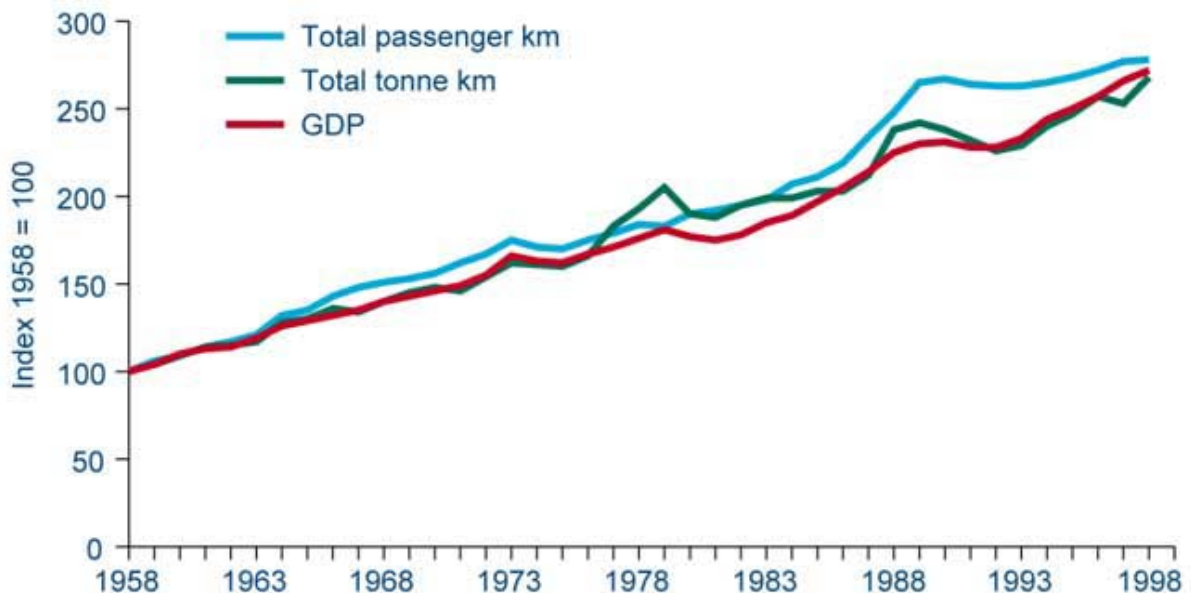
4 'A New Deal for Transport: Better for Everyone' The Government's White Paper on the future of transport (Cm 3950).

Chapter 3 - 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.

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



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 3b Passenger transport by mode

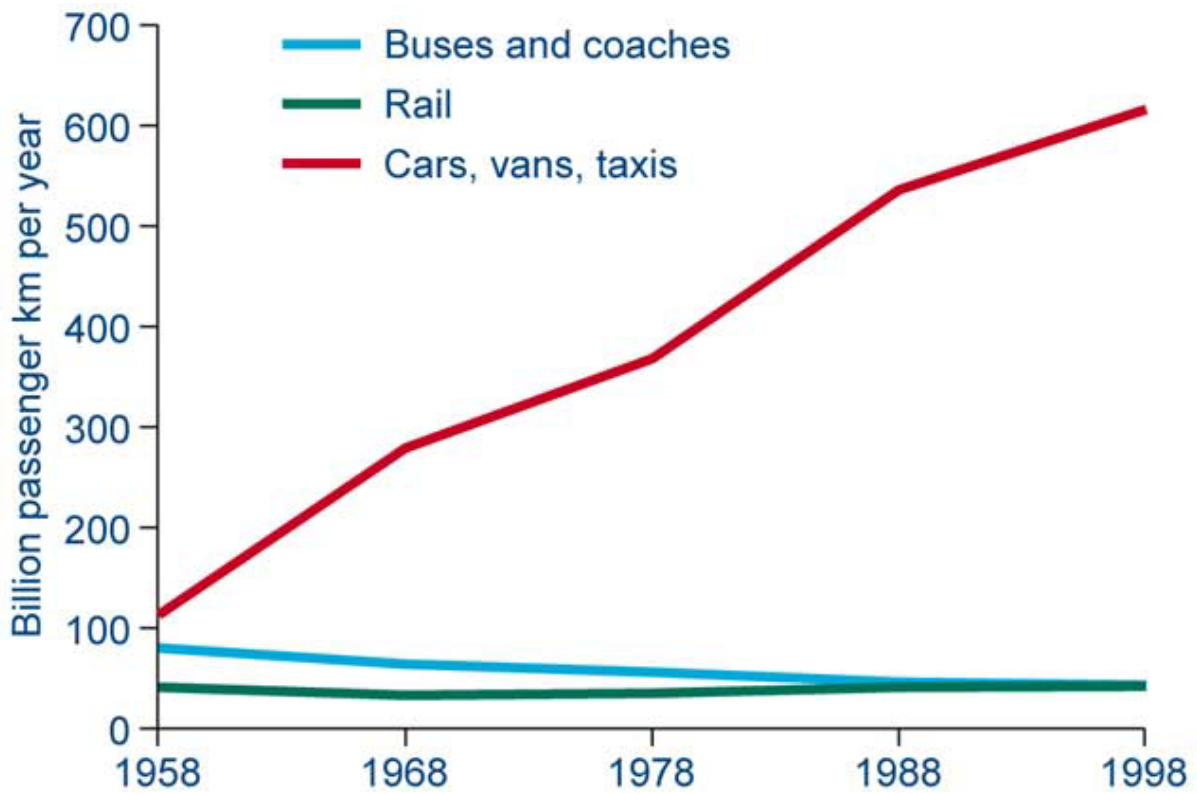
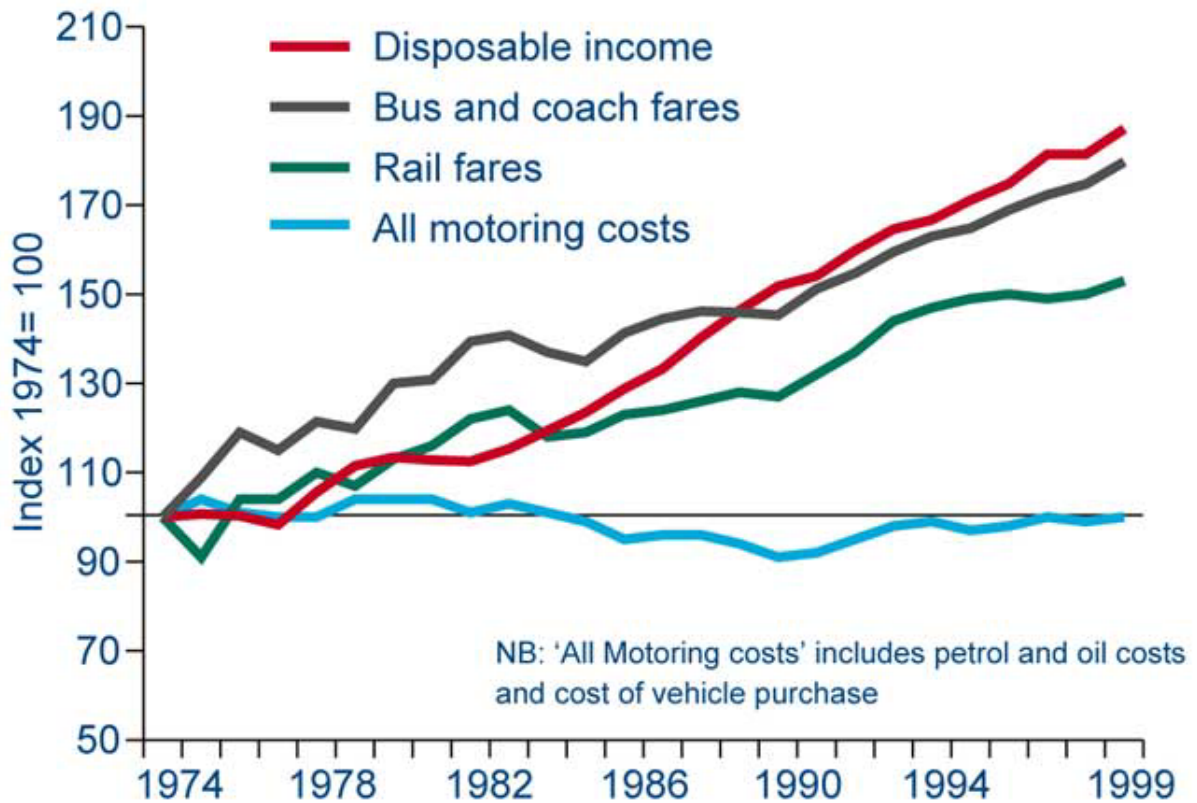


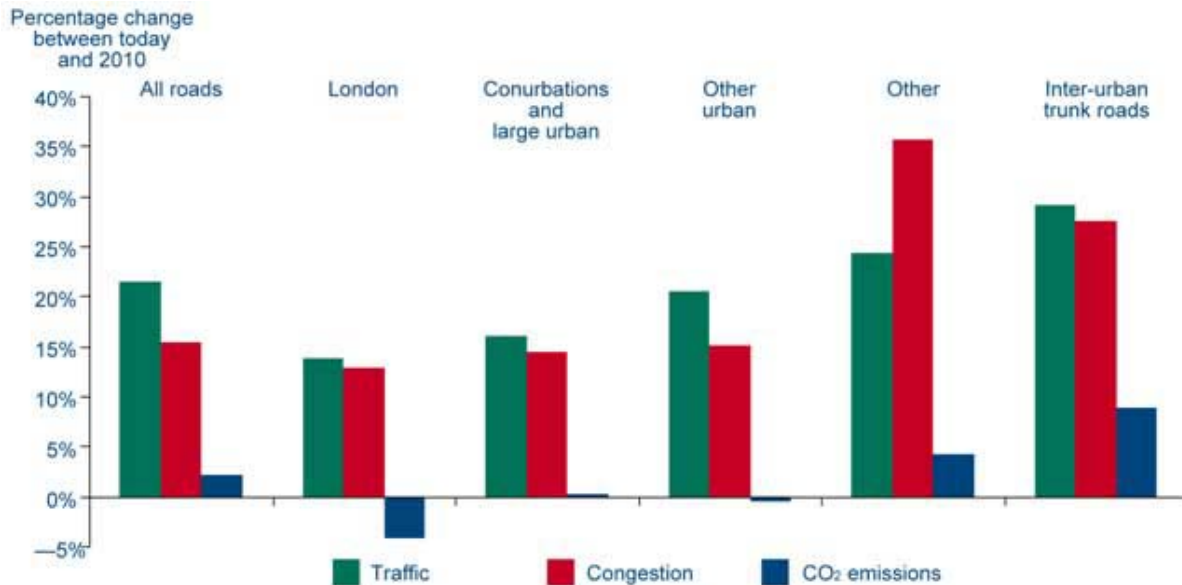
Chart 3c Real changes in the cost of transport and in disposable income



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[5]. The models cannot predict exactly what will happen, but can forecast trends and future challenges.

Chart 3d 2010 road traffic, congestion and CO2 without the Plan (baseline forecasts)



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[6] 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.
- **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 (CO₂) - 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 CO₂ from road traffic.
- **Air pollution and noise:** emissions of the most noxious air pollutants arising from road traffic^[7] 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.

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.

7 i.e. nitrogen oxides and particles.

Chapter 4 - 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.

Map 1 - Multi-modal study areas

Transport Ten Year Plan 2000

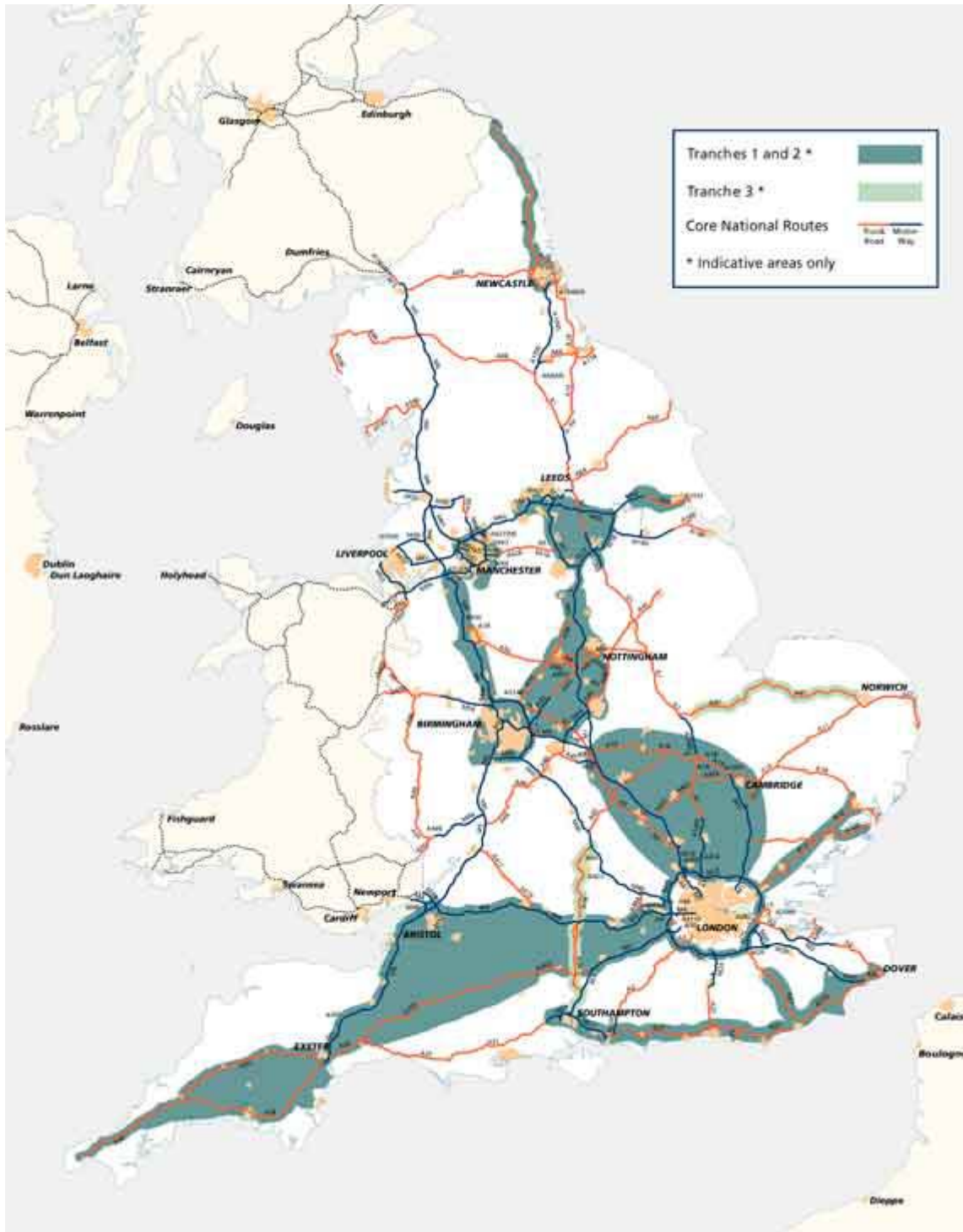


Table 1: Multi-modal studies

	Tranche 1 <i>Already under way</i>	Tranche 2 <i>Starting 2000/01</i>	Tranche 3 <i>(provisional)*</i> <i>Starting 2001/02</i>
Major Corridors	W Midlands to North West (M6)	South Coast (Folkestone to	

	North/South movements in E Midlands (M1) London to South West and South Wales (A3/A303/M3/M4/M5)	Southampton) London to S Midlands A1 North of Newcastle	
Orbital and Areas	London Orbital (M25) S E Manchester S & W Yorkshire motorway box W Midlands area Tyneside area		
Other Priority Corridors	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			

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 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 below) 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. 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).

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.

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.

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.

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 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 - partnerships and resources

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

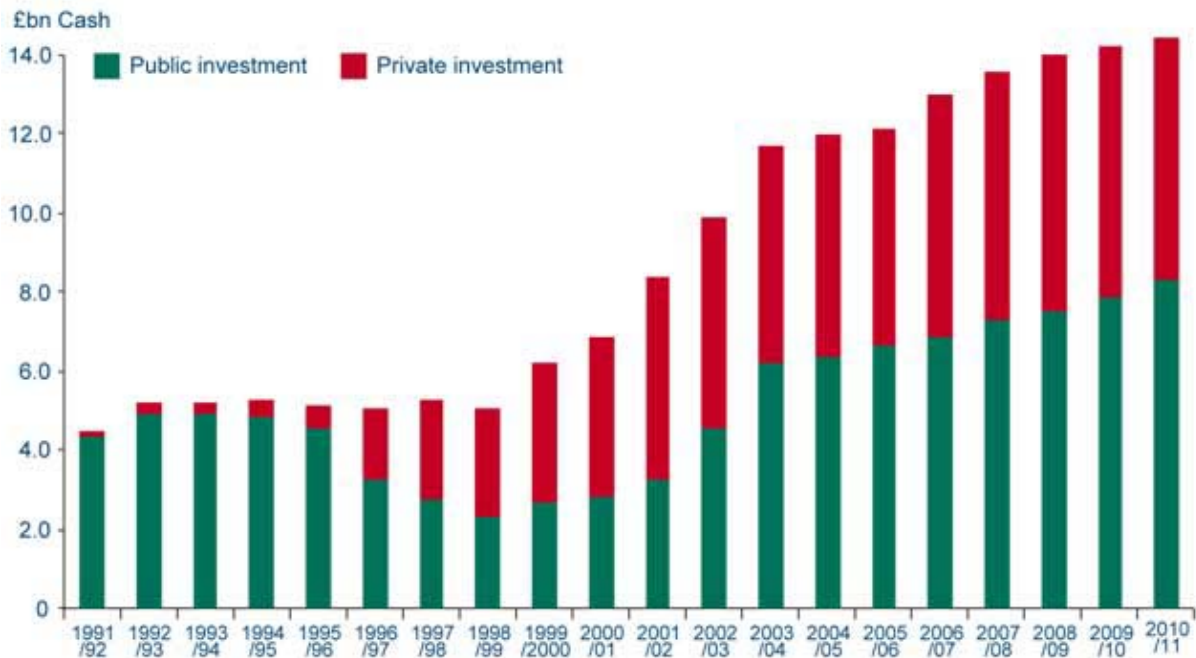
- stronger partnerships with the private sector
- greatly increased resources
- closer relationships with local government
- more integrated and strategic approaches to policy-making
- better services to meet the needs of customers.

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 investment⁸ 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.

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



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.

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.

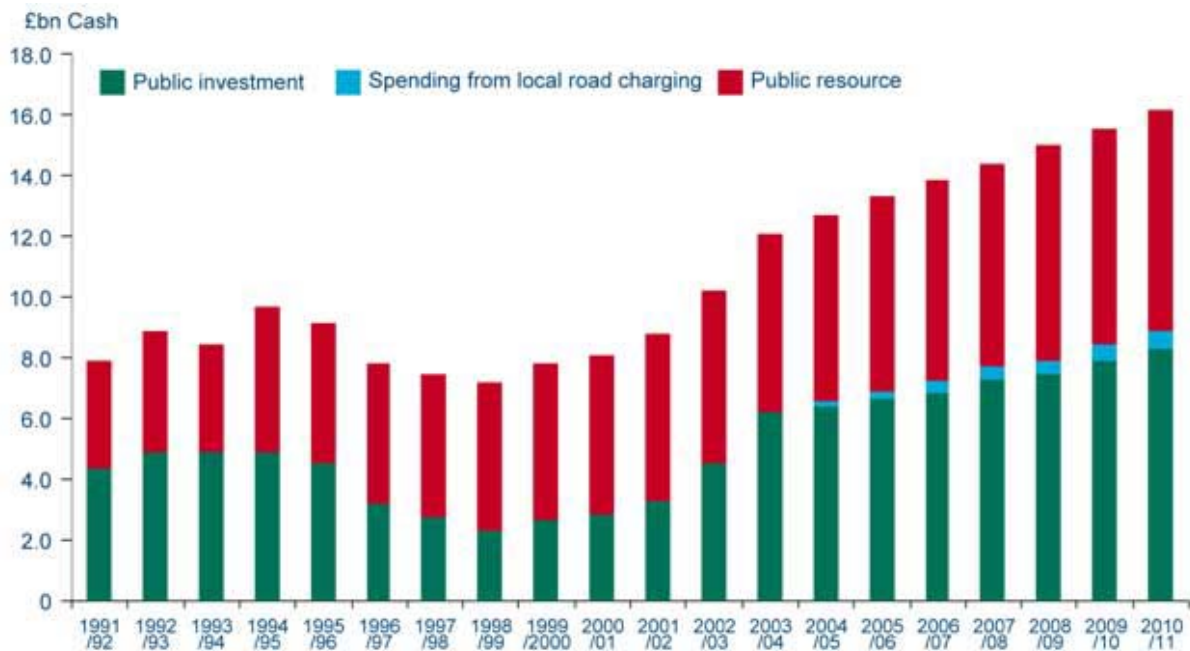
5.6 The Government is committed to providing the sustained investment that will at least deliver the outcomes set out in this Plan. The public spending that we believe is required over the next ten years to deliver these levels of investment is £132 billion^[9]. This represents an unprecedented commitment 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.

5.8 Chart 5c shows the total^[10] 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.

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

Transport Ten Year Plan 2000



5.9 Table 2 shows the allocation of public and private investment and resource expenditure over ten years[11] 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 £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.

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

<i>(£billion, outturn prices)</i>	Public investment	Private investment	Total	Public resource spend⁵	Total
Strategic Roads	13.6	2.6	16.2	5.0	21.3
Railways	14.7	34.3	49.1	11.3	60.4
Local Transport ¹	19.3	9.0	28.3	30.6	58.9
London ²	7.5	10.4	17.8	7.4	25.3
Other Transport ³	0.7	n/a	0.7	1.5	2.2
Unallocated	9.0	n/a	9.0	n/a	9.0
Charging income ⁴	n/a	n/a	n/a	2.7	2.7
Total⁶	64.7	56.3	121.0	58.6	179.7

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.

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.

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

9 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.

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

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

Chapter 6 - investment

6.1 This chapter sets out the resources we believe are needed over the next ten years to deliver the outcomes we want to achieve. These resources will be used to deliver specific projects and other improvements in our transport system. However, the Plan is not the appropriate vehicle for decisions on individual projects. These will flow from strategies and programmes developed by and in partnership with many other bodies, including:

- local authorities and Passenger Transport Authorities
- regional planning bodies and Regional Development Agencies
- the Mayor of London
- the Strategic Rail Authority
- Railtrack and the train operating companies
- the Highways Agency.

They will be subject to the normal planning and other decision-making processes.

6.2 This Plan sets out the broad strategies for improving and integrating the various elements of our transport system, the resources to be committed and the improvements that will be delivered.

6.3 We will be looking for ways to speed up the delivery of new transport infrastructure. Major projects often take more than a decade to complete. The Birmingham Northern Relief Road, for example, was first proposed in the early 1980s, and work is only now due to start later this year. We have published for consultation proposals for streamlining the handling of major infrastructure projects in the planning system, and will announce our conclusions shortly. We will consider how to carry through these improvements to the separate procedures applying to projects authorised under the Transport and Works Act (including railways and light rail) and under the Highways Act for roads.

6.4 We believe there is considerable scope for speeding up the procurement of new schemes. Highways Agency trunk roads, for example, currently take an average of ten years from the entry of a typical major scheme into the road programme to the start of construction. This is far too long. We believe that, by a combination of better procurement techniques, carrying out some tasks in parallel rather than sequentially, and by earlier and more effective consultation, it should be possible to reduce this period by at least a third, if not more.

6.5 The Government is committed to public transport that is accessible to disabled people. The rate and level of new investment in this Plan will ensure that improvements in the accessibility of public transport are brought forward more quickly. Building in accessibility for disabled people in all new investment is a condition of public money being spent. Local authorities and transport operators should ensure that the transport needs of disabled people are factored into their plans and that the full benefits of improved public transport are accessible to all.

6.6 We will be developing measures for evaluating accessibility in transport systems, and in streets and public spaces, to check that investment is delivering real improvements in the day-to-day mobility of disabled people. Based on this work, and building on the requirements of the Disability Discrimination Act, we will also be setting targets for improvements in the quality of service delivery to disabled people.

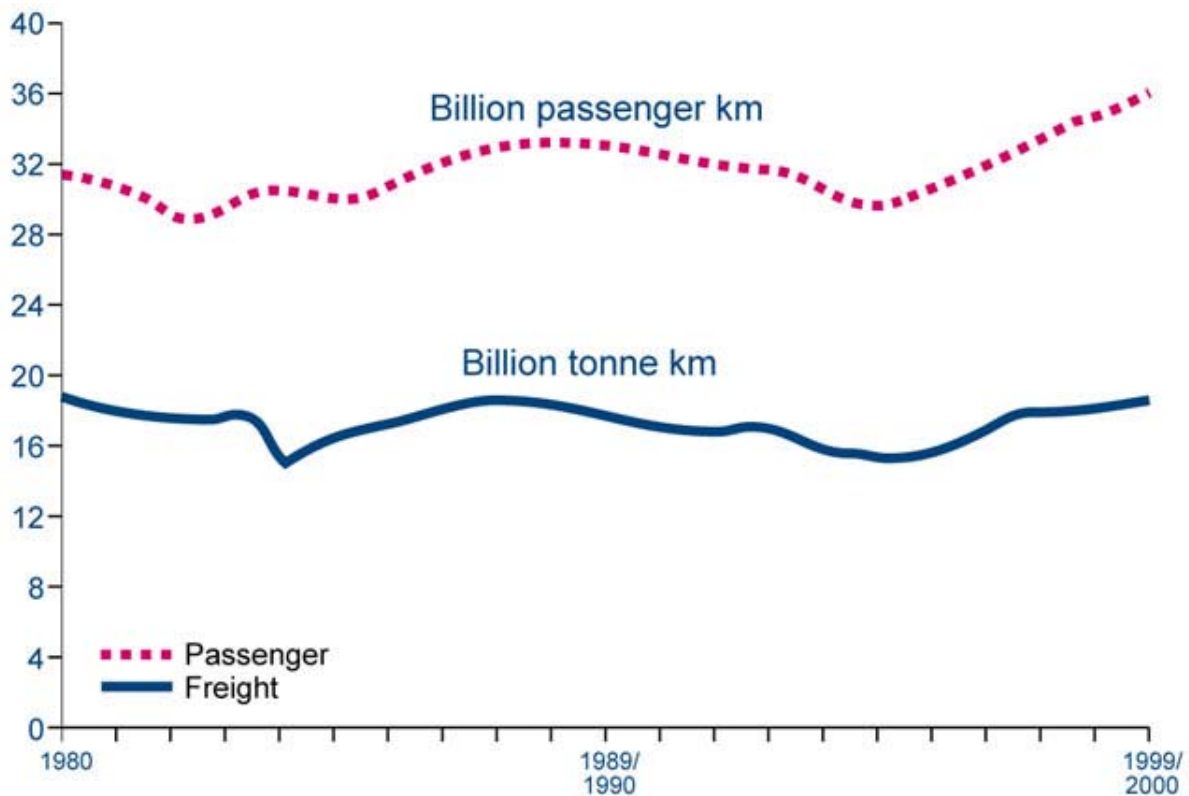
Railways

6.7 We inherited a railway system where years of under-investment had produced an outdated and unreliable network¹². Privatisation in the mid-nineties created a fragmented system where reducing public subsidy, not improving or expanding services, was the priority. It was a system where:

- there was no framework for strategic planning of the industry as a whole
- most franchises were for only seven years, inhibiting long-term planning and investment by operators
- performance standards generally were based on low historic standards and failed to look forward to the rising expectations of passengers
- the industry structure did not anticipate the need for significant investment to cope with sharply increased passenger and freight traffic
- there were no proper incentives for private companies to invest in expansion.

6.8 Recent trends in the use of the rail network have been strongly upwards (see chart 6a). Passenger travel has increased by 17% in the last three years, and is now at a level last seen 50 years ago. Freight traffic too is showing strong growth and has risen by 22% over the last three years. At many points the network is now being operated close to maximum capacity. This not only constrains future growth in rail use, but also undermines the quality of service that the railways can provide. Without major investment in the network to meet growing demand, levels of service will deteriorate and overcrowding on many lines will rise.

Chart 6a Passengers and freight moved on national railways



Strategy and delivery

6.9 Our aims are to increase the use of the railway by passengers and freight, to provide new capacity to meet demand, and to improve the quality of service to customers, while reducing most currently regulated fares in real terms. A large expansion of rail services will make an important contribution to reducing future levels of congestion on the roads.

6.10 This bigger and better railway will be created by a number of different organisations working to shared aims in a true public and private sector partnership:

- **The Strategic Rail Authority (SRA)**, already working in shadow form, will decide what quality and capacity improvements are needed. It will procure them, for example, from train operators when replacing existing passenger franchises or by contracting with Railtrack for new infrastructure. The SRA will monitor delivery of these obligations on behalf of passengers and taxpayers, and be empowered to take swift action if train operators are found wanting. The SRA will work to directions and guidance from Ministers to provide a bigger and better railway.
- **The Rail Regulator** will set the level and structure of the charges that Railtrack can make for access to the network. The Regulator will ensure that the company does not abuse its monopoly position and enforce its network licence conditions. Under the Transport Bill, the Regulator will be subject to general guidance from Ministers and have a duty to facilitate the SRA's strategies. Otherwise the Rail Regulator is independent.
- **Railtrack plc** is the private sector owner of the track and stations and so will have the key role in expanding the network to meet the obligations of its licence. The SRA has, however, reserved its right to secure publicly funded expansion through third parties where this would offer better value for money and would not impair the safety and operational integrity of the network.
- **Passenger and freight operators** will continue to provide train services. In the case of passenger services, these will increasingly be via new, longer franchises which will demand higher standards and more investment, for example in new rolling stock. In the case of freight operators, improvements in operating efficiency and facilities, together with better use of the network, will be the objective.

Refranchising

Replacement of the current short franchises is central to the delivery of a better railway. The replacements are likely to run for between ten and twenty years, with review points every five to seven years, when adjustments to the original deals can be negotiated.

Punctuality, reliability, affordability and comfort are what passengers most want from their trains. In negotiating replacement franchises, the SRA will invite competition and commitments to secure improvements in customer satisfaction. The biggest improvements will be sought from franchises where performance is currently unsatisfactory.

The shadow SRA is currently considering best and final offers for the Chiltern, South Central and East Coast Main Line franchises. It has invited proposals for replacement of the existing South Western and Central franchises, and for a new Trans-Pennine franchise. It hopes to complete the selection of new franchisees before the end of 2001, and has published an indicative map of likely franchises.

6.11 We will seek real reductions in the cost of rail travel by continuing to cap increases in most currently regulated fares at 1% below the rate of inflation (RPI-1).

6.12 Through refranchising we intend to create by 2010 a railway where today's highest standards - for punctuality, reliability, comfort and customer service - have become the norm. Increased investment in higher standards and more capacity will lead to:

- a better quality journey for passengers
- more people choosing to travel by rail
- a virtuous circle of passenger growth, rising revenue, more investment and further network expansion.

We will create new incentives for all parties to deliver quality, performance, investment and growth - including doubling the rates of performance payments and penalties applying to train operating

companies. Longer-term franchises will be offered in return for commitments to service improvements.

6.13 The private sector - usually Railtrack or train operators - will carry out the investment in new infrastructure. The Government will need to provide substantial financial support, reflecting the social, environmental and economic benefits that cannot be paid for through fares and charges. Public sector support for the railway will be injected through a number of channels. Revenue payments to train operators will support passenger services which cannot be fully funded through fares, including most of the cost of infrastructure maintenance and renewal. Revenue support will also continue to be available to help to defray the costs of freight operators' track access charges to Railtrack, and to remunerate private sector investment. Capital payments towards some of the cost of **renewing** the network will be made direct by the SRA to Railtrack. Support for **enhancing** the capacity of the network will be paid by the SRA to supplement Railtrack's resources and lever in private capital from other sources.

6.14 Total Government funding over the period of the Plan will be £29 billion,[13] including:

- £12 billion¹³ of revenue support for passenger and freight train operators
- a new £7 billion Rail Modernisation Fund (see box), which will lever in private capital to secure the biggest rail expansion programme for more than a century
- £4 billion of capital payments for renewal schemes, notably the West Coast Main Line (see box)
- £5 billion for the completion of the Channel Tunnel Rail Link and the new rail hub at St Pancras/Kings Cross.

Rail Modernisation Fund

The Rail Modernisation Fund demonstrates our commitment to the massive investment programme that is necessary to expand the network and increase passenger rail use by 50% and rail freight by 80%. The fund will:

make available £7 billion over the 10 years of the Plan, and lever in a much greater amount of private capital

allow the SRA and the industry together to formulate a long-term investment programme

encompass a range of funding mechanisms, including capital grant and debt finance

use the most effective and innovative means to introduce capital support into the industry, address market failures and maximise the capacity to raise private capital.

The SRA's strategic plan, to be published later this year, will set out the principles of investment support and describe the forms of funding that will be available. The choice will be made case by case. The Government will work closely with the SRA to ensure that the objectives of the strategic plan reflect wider priorities and contain clear procedures that will deliver value for money.

West Coast Main Line

Modernising the West Coast Main Line from London to Glasgow is one of the most complex and important projects on the railway: 2,000 passenger and freight trains use this 1,024km (640-mile) route each day.

Railtrack announced in December 1999 that the costs of the project had increased very substantially from an original estimate of £2.3 billion to some £5.8 billion. Since then, Railtrack's figures have been scrutinised in

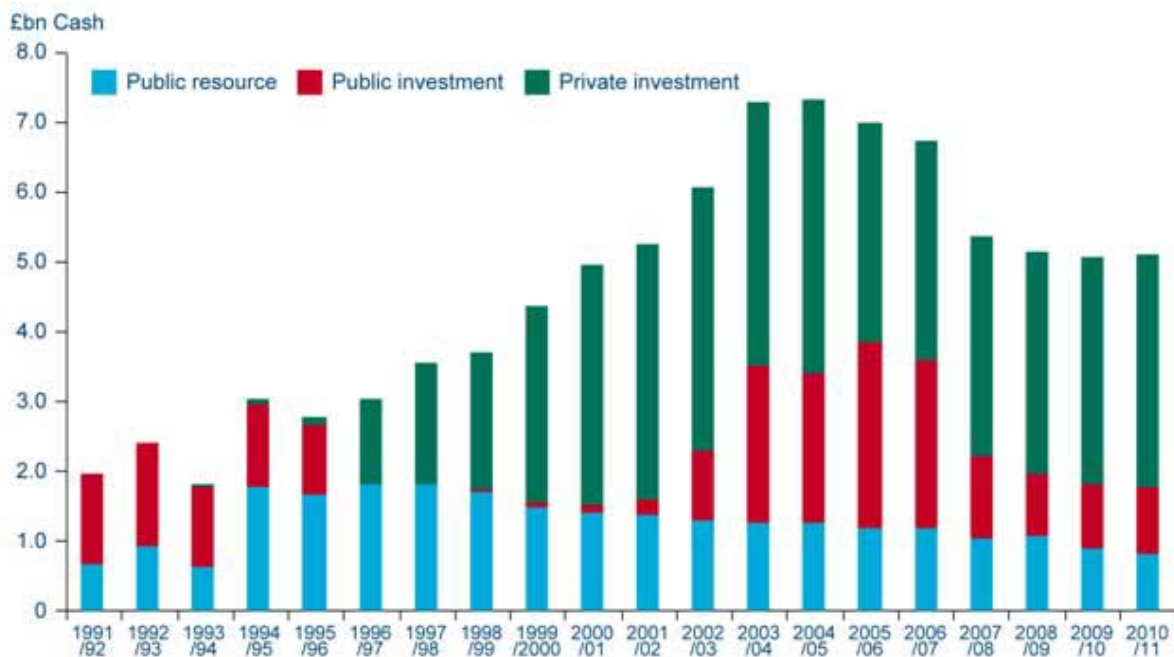
detail by the Rail Regulator. In June 2000, the Regulator issued a consultation document which reviewed the costs of the maintenance and renewals elements of the West Coast scheme, which together represent about two-thirds of the entire project.

It is clear from the Regulator's document that Railtrack has already incurred significant additional renewals costs, which will not be remunerated.

Railtrack will in addition, over the next five years, need to spend further substantial sums, which would normally have been recovered through access charges. In view of the exceptional nature of this modernisation project, the Government has decided that the programme should be supported by direct capital payments rather than through access charges.

6.15 In setting its investment priorities the SRA will work with local and regional planning bodies to take account of their expectations and priorities. New and better rail services can, for instance, have a significant influence on patterns of development, contributing to regeneration and the creation of employment, leisure and tourism opportunities. Improving links with other forms of transport - through bus/rail interchanges, park and ride schemes, new links to airports and better facilities for cyclists and pedestrians - will also take priority. The SRA will be setting out how it will work with others to achieve these goals in its strategic plan, to be published later this year.

Chart 6b Railways - public and private investment and public resource spend (1991/92 to 2010/11) (see Annex 1 for figures)[14], [15]



6.16 Recent growth has taken rail freight's share of domestic freight traffic to 7%. Extra support will be provided to maintain this momentum. Increased investment in track capacity and gauge enhancements will be needed to keep pace with developments in the logistics industry, and demands for more track space from passenger services. Government alone can only achieve so much, however. The industry's performance and efficiency will need to improve significantly. If this can be achieved, we believe it ought to be possible to increase rail freight's share of the market to 10% by 2010, an increase of 80% in the amount of freight carried by rail today.

6.17 The SRA will work with Railtrack to invest in new freight infrastructure, develop freight priority routes, eliminate bottlenecks, enable larger containers to be carried from the deep-sea ports and the

Channel Tunnel, and to encourage market innovation. Support will be made available for new and improved freight terminals. We will increase the funding available for both capital and revenue support for rail freight. A new freight grant scheme will be launched by the SRA to ensure that the available funds are applied efficiently and promptly.

6.18 Rail remains the safest form of surface transport. But following recent tragic accidents there is a major job to be done to develop a more rigorous culture of safety across the industry and restore passenger confidence. Investment in safety will be a priority for the Government and for the industry. The Plan will ensure installation of the Train Protection and Warning System across the network, and full automatic train protection on the high-speed passenger network. And we will bring within the Plan any further measures arising from Lord Cullen's current inquiry into the Ladbroke Grove crash (see Chapter 7).

Investment and outputs

6.19 To deliver this strategy the Plan includes £15 billion of public investment, £7 billion of which will be provided through the Rail Modernisation Fund, and £34 billion of private capital. Together with £11 billion of public resource expenditure[15], this gives a total of £60 billion for rail funding over the next ten years.

6.20 The peak in public investment in 2005/06 reflects particularly the impact of spending on the Channel Tunnel Rail Link and the West Coast Main Line.

6.21 Improvements will be driven by the results of the refranchising process and by decisions on infrastructure enhancement. They will also reflect the multi-modal studies, capacity studies, regional transport strategies and planning decisions, as well as the strategies to be produced by the SRA and Railtrack. But our assessment is that the expected level of investment would be able to deliver the following broad range of projects over the life of this Plan:

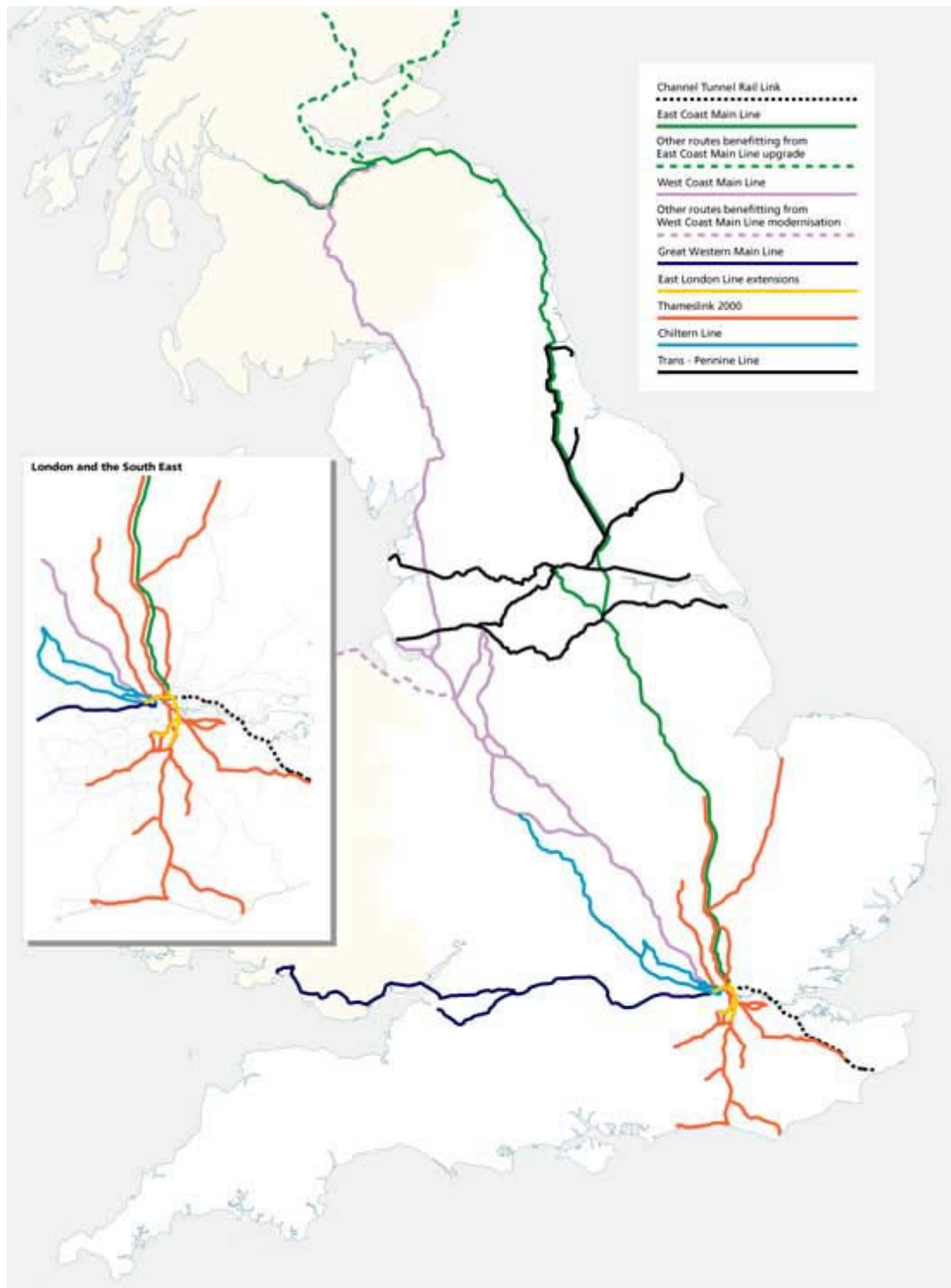
- completion of the Channel Tunnel Rail Link to St Pancras, opening up fast travel through Kent and the Thames Gateway, while reducing the London-Paris journey time to 2 hours 20 minutes
- upgrading of the East Coast Main Line, which will increase the frequencies and speeds of trains between London and Leeds, Newcastle and Edinburgh, reducing the London-Edinburgh journey time to 3 hours 30 minutes
- modernisation of the West Coast Main Line, which will increase the frequencies and speeds of trains between London and Birmingham, Manchester, Liverpool and Glasgow, reducing journey times
- upgrading of the Great Western Main Line, which will reduce London-Bristol and London-South Wales journey times
- completion of Thameslink 2000, enhancement of commuter services into London (see paragraph 6.70), and construction of the East London Line extensions, possibly as part of a suggested new London orbital franchise
- further capacity enhancements, for example on the London-Brighton and Chiltern lines and the trans-Pennine line
- gauge and capacity enhancements on freight routes to major ports, such as Felixstowe, and to the Channel Tunnel
- schemes to tackle strategic bottlenecks on the rail network, including those in the West Midlands and in the Manchester commuter area
- installation of the Train Protection and Warning System across the network and full automatic train protection on the high speed passenger network

Transport Ten Year Plan 2000

- better rolling stock, including removal of all slam-door carriages and introduction of around 6,000 new vehicles, reducing the average age of rolling stock, improving quality, and improving provision for disabled people
- station improvements, including improved information systems and personal security, with greater coverage of CCTV at stations and station car parks and increasing numbers of stations accredited under the Secure Stations Scheme.

Map 2 shows the passenger lines we expect to be constructed and upgraded during the period of this Plan.

Map 2 - Major rail projects referred to in paragraph 6.21



Outcomes and targets

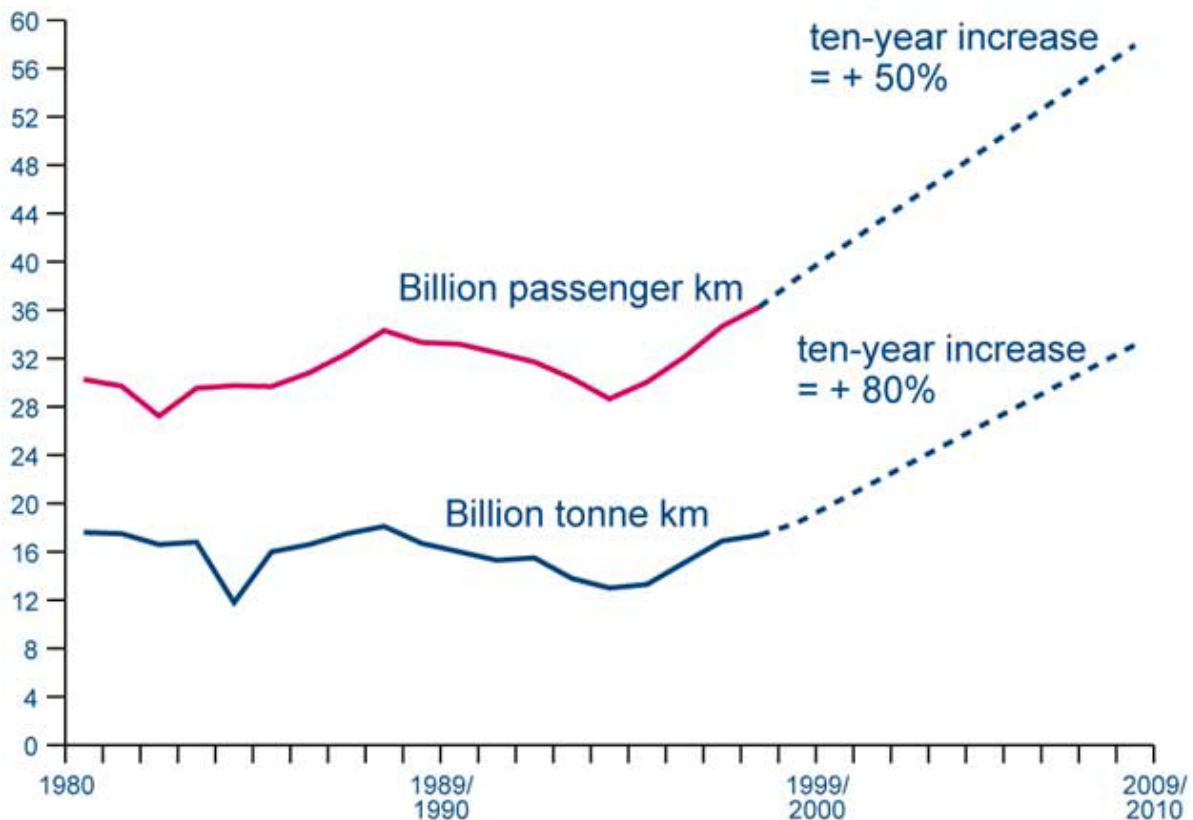
6.22 The outcomes we expect to be achieved over the period of this Plan include:

- a 50% growth in passenger journeys overall[16]
- more frequent services, faster journey times and an 80% increase in patronage on inter-city lines, contributing to the reduction of inter-urban road congestion
- more frequent services on commuter lines

- better cross-country network connections, for example across the Pennines and through or around London
- increased reliability and punctuality, with quantified targets to be set in the light of franchise replacement
- better integrated information for customers
- improved levels of customer satisfaction with the quality of services and of stations
- a significant increase in rail's share of the freight market to around 10% - an additional 15 billion tonne-km of rail freight, equivalent to 1 billion lorry trips in 2009/10
- a more efficient and competitive service from rail freight, benefiting businesses across the UK.

6.23 Safety improvements will reduce the risk and severity of accidents on the railway. The industry is committed to halving the annual number of accidental equivalent fatalities per million train miles before 2010.

Chart 6c Passengers and freight moved on national railways - projected outcomes

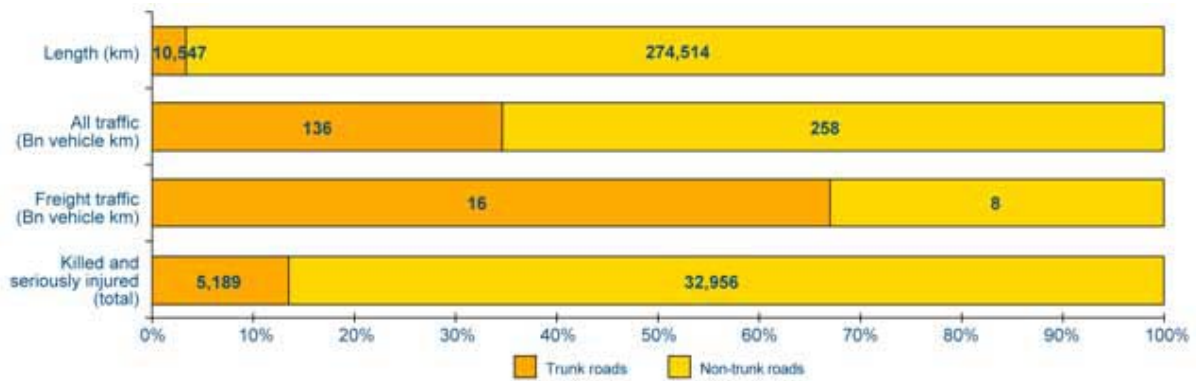


The Strategic Road Network

6.24 The strategic road network^[17] - that is, most motorways and other trunk roads - is the backbone of our transport system, providing fast, comparatively safe, long distance journeys. It comprises less than 4% of the English road network (10,500 km out of a total of 284,000 km), yet currently carries 34% of all traffic and 67% of freight (see Chart 6d). Our strategic road network is the safest in Europe; and the recent backlog of maintenance work has now been eliminated.

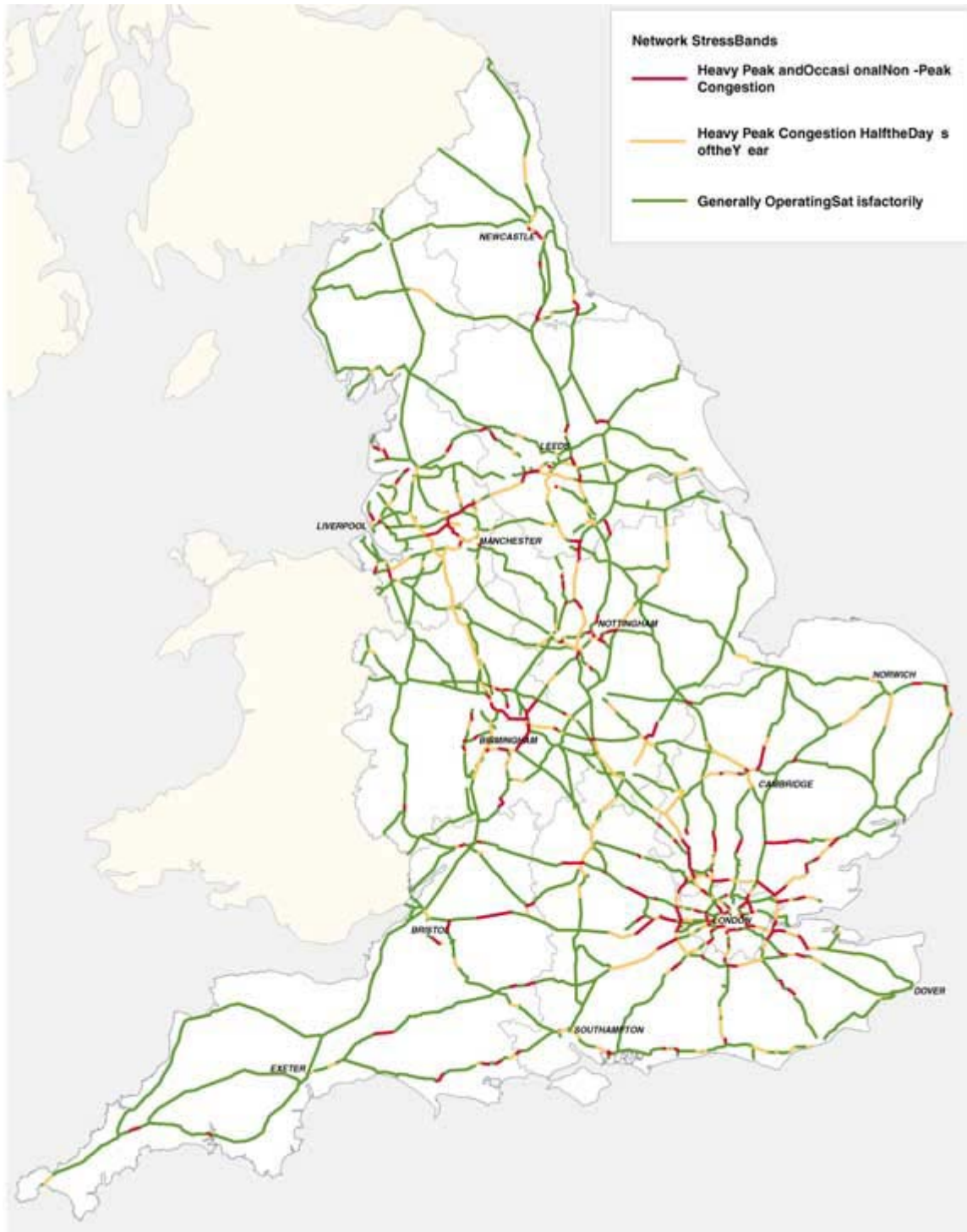
Chart 6d Comparison of trunk and non-trunk roads in England

Transport Ten Year Plan 2000



6.25 Map 3 shows the areas on the network that currently suffer the worst congestion pressures. About 7% of the network (coloured red on the map) currently suffers heavy peak and occasional non-peak congestion, and a further 13% suffers heavy congestion on at least half the days in the year. With further sustained growth in the economy, and without the measures in this Plan, demand for travel on the strategic road network is forecast to grow by 29% over the next ten years. Without new measures congestion will increase. Journeys will become slower and less reliable - for buses, coaches and lorries as well as motorists. Growth of trunk road traffic is also one of the main contributors to the forecast increase in CO₂ emissions from the transport sector.

Map 3 - Congestion levels on the trunk road network (2000)18



Strategy and delivery

6.26 Tackling the problems we face on our trunk roads requires integrated solutions as no single solution would be effective on its own. There are physical and environmental, as well as financial, limits to the amount of extra road space we can build. Whilst providing extra capacity can provide real and immediate benefits, especially for congestion bottlenecks, it may also free-up suppressed demand and even generate new demand. Most people now accept that we cannot rely on road building as a sustainable long-term solution to the problems of traffic growth and congestion. Simply building more and bigger roads is not the answer: we need a more strategic approach.

6.27 In the longer term new land use planning and other policies will increasingly help to limit the growth in demand. In the meantime there is a range of actions we can take to tackle rising congestion. The large-scale expansion in rail passenger and freight traffic will cut road congestion by at least 3%. The additional package of measures we envisage will include:

- better local public transport services to provide more attractive alternatives to car journeys
- smarter road network management (see box)
- promoting efficiency improvements in the road haulage sector
- building bypasses to take traffic away from towns and villages and smooth traffic flows
- localised improvements to optimise the performance of existing roads
- improving larger junctions to reduce accidents and remove bottlenecks
- adding capacity to the most congested corridors, largely by widening existing trunk roads
- where appropriate, giving priority to particular types of vehicles, through measures such as lorry and coach lanes.

Smarter network management - motorways of the future

The next ten years will see increasing use of new technology by the Highways Agency to improve the real-time management of traffic on our strategic road network. New systems will provide more reliable journey times, improve safety and control traffic flows, for example by:

- linking speed limits to traffic levels to improve the evenness of flows
- rationing of access at junctions during busy periods
- using lane control systems to make best use of available road space
- faster response to incidents and quicker clearance of blocked lanes
- giving priority to certain types of traffic on particular stretches at particular times of the day.

These will be significant steps towards the 'smart' roads of the future.

Within the next ten years, our 'electronic motorways' will include extensive new roadside monitoring and communications equipment, linked to variable message signs and ultimately to in-car computers, providing both network controllers and drivers with real-time information about traffic levels, road conditions and incidents.

In the next two years we will introduce a national Traffic Control Centre which will transmit up-to-date advice on which route to use if there are problems on the network.

A Traffic Information Highway will be established - a common pool of data for use by the public and by the increasing number of commercial companies providing services to drivers and transport operators.

6.28 The right mix of these measures will vary from corridor to corridor. That is why we set up the multi-modal and road-based studies to look individually at the most serious problem areas on the network. Detailed action plans will be approved once the reports from these studies have been considered by the regional planning bodies and the Secretary of State. Other problems not covered by the studies will be considered by the regional planning bodies, and by the Highways Agency as it develops its programme of targeted improvements on specific safety, congestion and environmental hot spots.

6.29 In all cases the options will be assessed using the New Approach To Appraisal (NATA) to ensure that decisions are based on a balanced view of the economic, environmental, safety, accessibility and integration implications. As stated in the Integrated Transport White Paper, there will be a strong presumption against schemes that would significantly affect environmentally sensitive sites, or important species, habitats or landscapes. All road schemes will include high standards of environmental mitigation to ensure that, so far as reasonably possible, noise and the impact on biodiversity, the landscape and our heritage are minimised. The Highways Agency's entire network will be managed in line with biodiversity action plans by 2005, and with landscape action plans by 2010.

Public and private partnerships

There is a successful track record of public and private partnerships for trunk roads. We expect that around 25% by value of current and new major schemes will be procured using private finance contracts, including Design, Build, Finance and Operate (DBFO) contracts. The Highways Agency is also developing new procurement approaches for maintenance so as to introduce long-term maintenance contracts on DBFO lines.

6.30 The Highways Agency assesses that its network is close to optimum condition following the provision of almost 20% additional maintenance funding over the three years up to March 2001. It estimates that it needs to carry out maintenance to 7-8% of its network - some 730 to 850 km - each year to keep the network in a safe condition on a basis that minimises costs over time. We will require the Agency to ensure that our trunk roads are maintained to this optimum standard, whilst minimising the disruption from the roadworks related to our proposed investment across the network over the next ten years.

Long-distance coaches

Coaches account for only 0.5% of total passenger kilometres a year against 4.3% for the passenger rail network. However, coach travel enjoys a similar market share to rail for journeys between 75 and 350 miles. It therefore provides an important alternative for inter-urban journeys, and also for commuter trips into major cities. Demand for coach travel (including excursions and tours, which represent 60% of the market) has remained buoyant over the last decade, with operated mileage increasing by 6% between 1997/98 and 1998/99.

The coach industry expects to maintain investment over the next decade at broadly current levels - some £100 million a year. Coach services will benefit from the increased investment in the strategic road network, including measures to tackle bottlenecks and improve network management. Measures to tackle congestion in urban areas will also help to improve the speed and reliability of services.

Coach services will be an integral part of the new national passenger transport information systems giving timetable information over the telephone on all public transport modes (see Chapter 8). We believe that the flexibility and affordability of coach travel is an increasingly important option as we work to expand traveller choice.

Some of the larger multi-modal studies are examining the role of long-distance and regional express coaches, and the scope for reallocating road space to favour public transport. These include significant links to airports, including Gatwick, Heathrow, Luton and Stansted.

Coach services are generally run commercially, without subsidy. They are customised and marketed in a range from basic, cut-price services to luxury executive standards. The Commission for Integrated Transport is considering possible changes to the scope of Bus Fuel Duty Rebate, eligibility for which is presently restricted to local bus services. They are particularly considering whether changes might help to

generate additional patronage or modal shift, and expect to make recommendations later in the year.

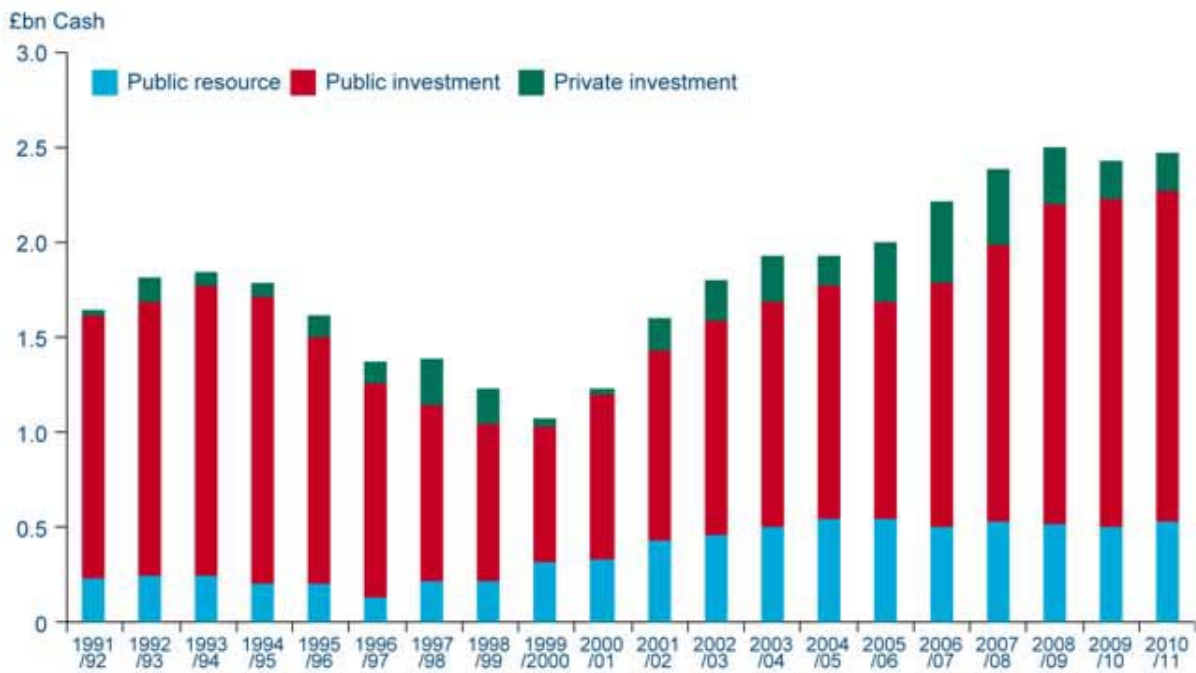
Investment and outputs

6.31 To deliver this strategy the Plan includes £13.5 billion of public investment in the strategic road network plus £2.5 billion of private capital. Together with £5 billion of public resources expenditure[19] this gives a total of £21 billion for strategic roads over ten years.

6.32 The choice of specific schemes will depend on the outcome of the multi-modal studies and decisions taken in the context of Regional Planning Strategies. But this increased level of investment should enable us to deliver the following improvements over the next decade:

- all 40 schemes currently in the Highways Agency's Targeted Programme of Improvements
- 30 trunk road bypasses
- widening some 5% of the strategic road network (360 miles/576km) and associated junction improvements
- 80 major20 schemes tackling bottlenecks at other junctions
- £130 million a year on smaller-scale targeted improvements, including £90 million to relieve congestion and safety hot spots
- widespread introduction of new technology for better network management to reduce delays and improve reliability
- new incident warning systems to prevent multiple collisions and other safety improvements at accident blackspots
- quieter surfaces installed on over 60% of the network including all concrete stretches.

Chart 6e Strategic roads - public and private investment and public resource spend (1991/92 to 2010/11) (see Annex 1 for figures)[20]

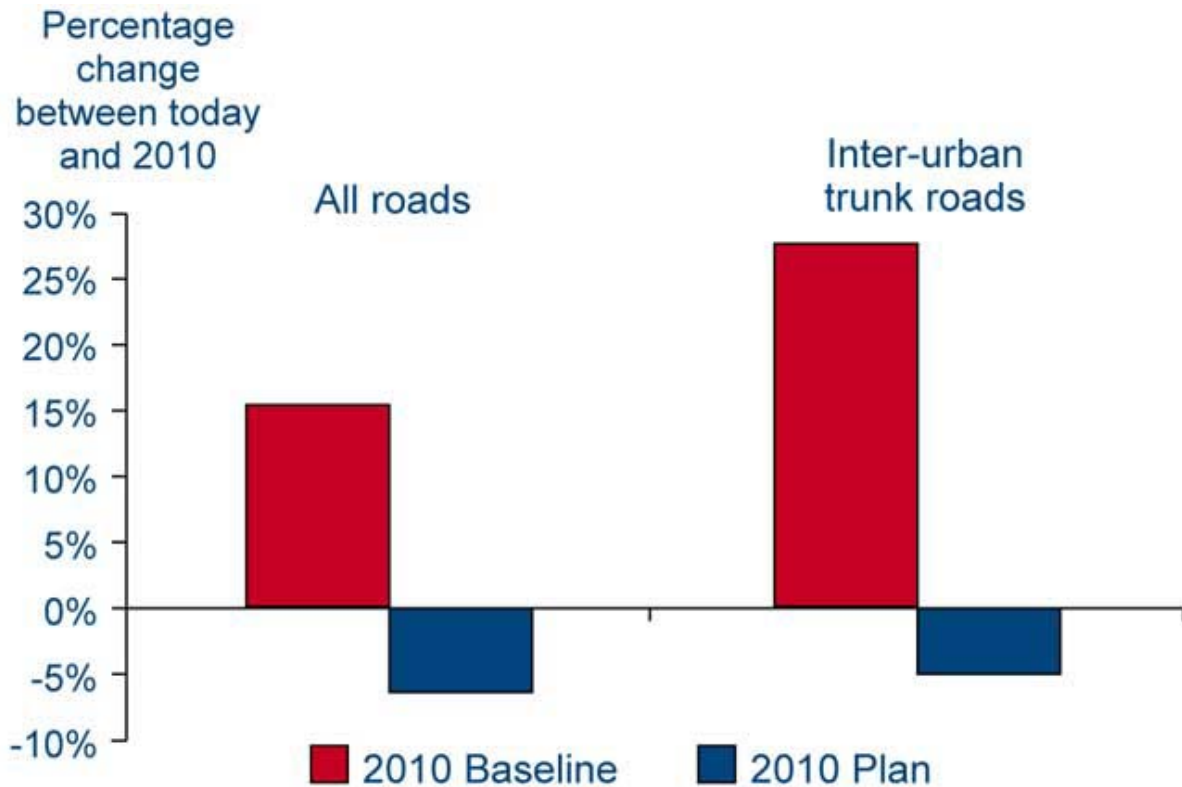


Outcomes and targets

6.33 The outcomes we expect to be achieved over the period of this Plan include:

reduction in congestion on inter-urban trunk roads to 5% below current levels (compared with present forecast growth of 28%) by 2010 - see Chart 6f

Chart 6f Impact of the Plan on congestion



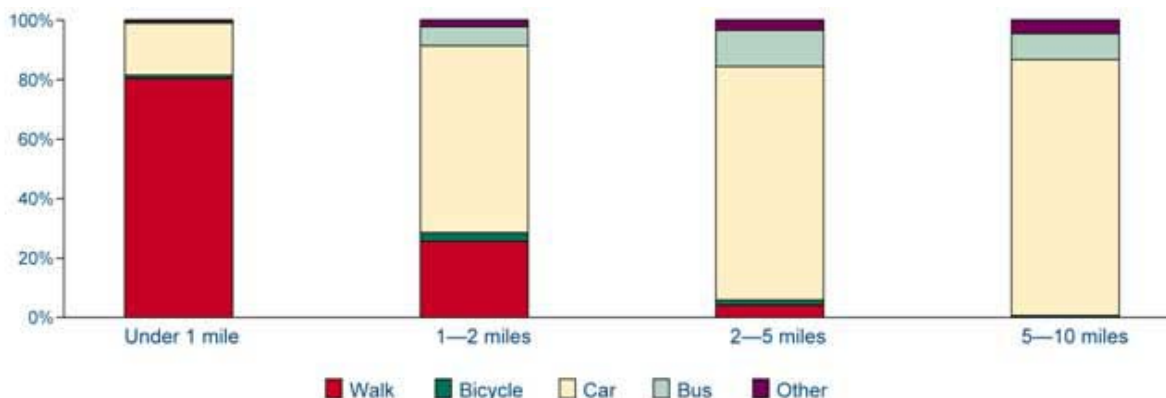
road condition maintained to a high standard, so that the proportion requiring maintenance in any future year is held at an optimum level (between 7% and 8%)

- a 33% reduction in the number of people killed or seriously injured on the strategic road network and a 10% reduction in the slight casualty rate[21] by 2010
- greater confidence for road users in planning their journeys as a result of instant access to information about conditions on the network
- reductions in traffic noise benefiting 3 million people living within 600m of trunk roads
- a more effective roads programme, with better evaluation of needs, and options, quicker delivery, and lower impacts on the environment.

Local Transport

6.34 Research carried out for the [Commission for Integrated Transport \(CfIT\)](#)[22] confirms that at the local level it is transport issues that concern most people. 45% of all journeys are under two miles; and 35% of journeys under two miles are now made by car, compared with 26% just 15 years ago. Chart 6g shows the modes used for local journeys.

Chart 6g Local journeys by mode of transport (1996/1998)



6.35 In urban areas the biggest concerns are traffic congestion and the cost, convenience and reliability of public transport. Air pollution, safety and traffic nuisance also worry many. Traffic jams and polluted streets make towns and cities less attractive places in which to live and do business. The report of the Urban Task Force, 'Towards an Urban Renaissance,'[23] recognised the importance of good public transport and better transport connections to help create neighbourhoods that function effectively. The Government's response to the report will be published alongside our Urban White Paper later this year. This Plan will deliver the new transport investment needed to help achieve these urban goals.

6.36 People in rural areas, particularly those without use of a car, are more worried about the lack of reliable, accessible public and community transport, and the difficulties this can create in access to work, health care, shops, schools and other services. The Rural White Paper, also to be published later this year, will address concerns about equitable access to services, including transport, and the need to develop sustainable rural communities with increased opportunity for all.

6.37 Better integration between land use and transport planning at national, regional and local levels will help to promote patterns of development that can be served more effectively by public transport. New planning policies will seek to increase the transport choices available for local journeys. We are updating national planning guidance[24] to ensure that new development provides safer and easier access to jobs, shopping, leisure and services. This means locating major travel-generating development in places such as town centres, and making more efficient use of land on prime sites, to help encourage use of public transport. It means encouraging shops and services at the neighbourhood level so people can walk or cycle for their day-to-day needs. It also means requiring developers to produce transport assessments illustrating their proposals for access by public transport, cycling and walking.

6.38 Although it will take time to influence broader patterns of development, planning policies will have significant effects during the period of this Plan on the location of activities such as retail, leisure and office development, reducing the need to travel. They will give people who do not have a car easier access to the things they need - and provide car owners with a greater range of choices. These policies will also increase the cost-effectiveness of future investment in the public transport network.

Strategy and delivery

6.39 Local problems need local solutions. Our strategy in this Plan is to make a substantial increase in funding, both capital and revenue, available to local authorities, Passenger Transport Authorities and other transport providers to develop the packages of measures that best answer people's needs and reflect local conditions.

6.40 Outside London, local solutions will be identified in Local Transport Plans (see box). Guidance on the production of these plans was issued earlier this year[25]. Success or failure to deliver them, and to meet the objectives set out in the Guidance and in this Plan, will be reflected in future funding

decisions. We have invited local authorities that consider they have ideas from which others could learn, to bid to become centres of excellence to spread best practice in integrated transport solutions.

Local Transport Plans

Integrated Local Transport Plans (which will become statutory under the terms of the Transport Bill) have now replaced the scheme-by-scheme approach under which resources were allocated for new local transport projects. They will offer a major improvement over the previous arrangements by:

- covering five-year periods, offering greater certainty of future funding for local authorities
- providing a strategic transport planning framework, linked to local development plans and regeneration proposals
- covering both capital and revenue spending
- giving local authorities more say in the allocation of capital resources
- taking a partnership approach, involving local communities, local business and transport providers
- placing greater emphasis on targets, performance indicators and monitoring
- emphasising integrated solutions, looking across all types of transport.

6.41 There are important synergies between Local Transport Plans and the air quality action plans that many authorities are required to draw up. In many cases the measures that authorities will be taking to improve air quality are transport-related, and funding is therefore available through the Local Transport Plan system.

6.42 The condition of our **roads** is a matter of concern not just for motorists, but also for cyclists, pedestrians and bus passengers. Due to past underinvestment, local roads are now in their worst condition for thirty years, with a backlog of maintenance estimated at several billion pounds and their condition is still declining. This means that substantial sums are being wasted as roads are allowed to deteriorate to the point where more extensive, costly and disruptive repairs are required.

6.43 Whilst some increases have already been made in central government funding, more needs to be done. We will increase funding progressively with the objective of enabling local authorities to eliminate the local road maintenance backlog by the end of the Plan period. A total of £30 billion will be provided over the Plan period. This will allow local authorities to undertake an extensive programme of works on roads, bridges and lighting to deliver substantial improvements in the condition of local roads and to maintain them on a basis which minimises costs over time and the disruption caused.

Light rail

Light rail, trams and other rapid transit systems can play a significant part in improving the attractiveness and quality of public transport in major conurbations. They can move large flows of passengers quickly and reliably. They compete with the car in terms of journey times and convenience. And they help to reduce congestion and pollution.

There is growing evidence that light rail can be successful in attracting people out of their cars. On Manchester Metrolink, for example, around 20% of passengers previously used a car for the same journey.

There are currently only four such systems in operation outside London - in Manchester, Newcastle, Sheffield and the West Midlands - far fewer than in countries such as Germany and France. We will fund a substantial increase in the role of light rail in our larger cities and conurbations over the next ten years.

backing schemes that offer good value for money as part of integrated transport strategies.

This will require a public and private partnership, using the resources made available through this Plan, together with local and private sector contributions. Because of the high cost and the benefits light rail schemes bring locally, we shall expect local contributions towards the cost of these projects, including developer and operator payments and the proceeds of local congestion charging schemes.

Park and ride

Park and ride schemes are increasingly used as a way of relieving traffic pressures while maintaining accessibility to town and city centres. Around 70 schemes are already in operation. They can offer an effective way of reducing congestion and pollution in busy urban centres, especially when combined with bus priority measures on the routes to the centre and parking controls. They need to be well designed and located, safe and secure, and with good connecting services so that drivers choose to leave their cars behind for the last and most congested part of their journey.

Park and ride can be linked to light or heavy rail services, though most urban schemes are currently bus-based. Recent examples include Swindon, where the first of several planned sites opened 18 months ago and is already attracting 115,000 passengers a year. At the same time Chester opened its fourth site, of 1,200 spaces, as part of its strategy for keeping commuter and visitor traffic out of the historic core. Here the bus service uses low floor gas-powered buses to maximise accessibility and minimise pollution. York's innovative park and ride system now carries over a million passengers a year, and there are plans to increase this by a further half a million passengers, linked to new bus priority measures.

Park and ride therefore provides a flexible tool for local authorities, and we see considerable scope for new schemes in a wide range of towns and cities, including where light rail or guided bus systems are being introduced.

In addition to urban park and ride, longer-distance schemes such as 'parkways' linked to rail services are needed. Again, the same principles of good location and design, and good integration within an overall planning and transport strategy, must apply.

6.44 We expect local authorities to develop and implement strategies to eliminate the backlog by 2010, taking full advantage of efficiency gains from up-to-date maintenance planning and procurement techniques. Performance in achieving this will be monitored through best value indicators and the annual reports which authorities are required to make on the delivery of their Local Transport Plans. Future funding for LTPs will depend in part on the progress made.

6.45 For travel in towns and cities, our underlying objective is to create more attractive public transport alternatives. We want each town and city to have a high quality public transport system that is safe, integrated, efficient and affordable, that helps to reduce social exclusion and supports our wider vision of an urban renaissance.

6.46 For most towns and cities a co-ordinated package of new measures will be needed. In many cases packages of quite small schemes and projects can secure large benefits for local people. Bus priority schemes, traffic management measures such as Home Zones and traffic calming, parking strategies, and new walking and cycling routes can individually or collectively improve transport choices and make a significant difference to the quality of the local environment.

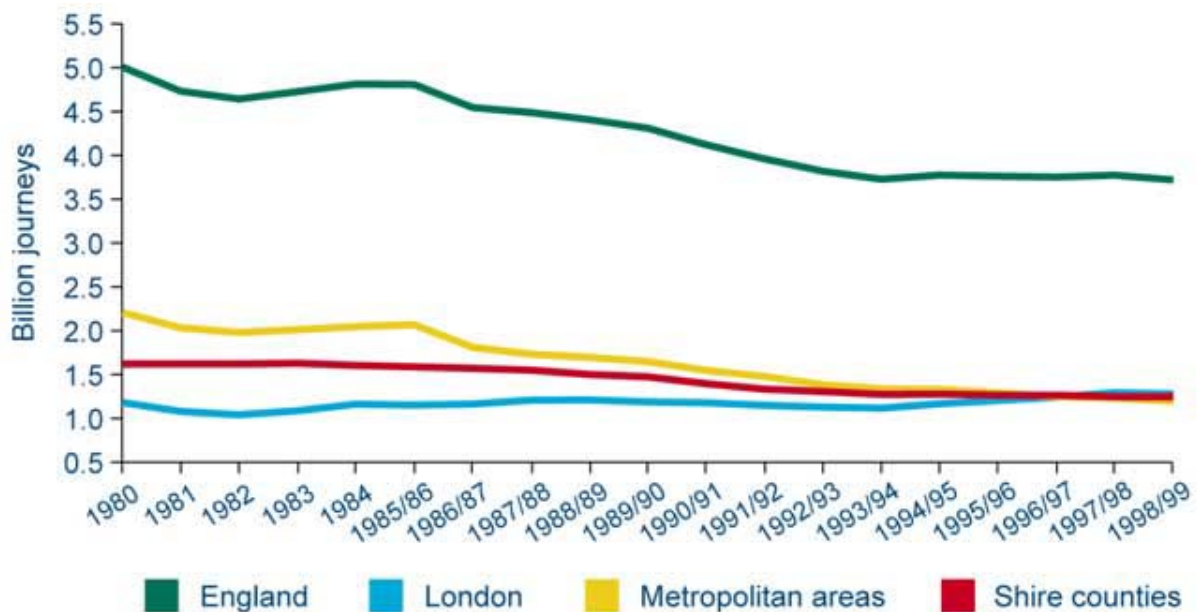
6.47 In other cases - especially our larger towns and cities - we will provide the resources to achieve a step change through large and innovative projects, such as major bus infrastructure schemes (including guided bus routes), light rail systems, and park and ride schemes.

6.48 The Transport Bill when enacted will give local authorities powers to set up congestion charging schemes and/or workplace parking levies in their areas in order to tackle congestion and other problems. Such schemes must be preceded by transport improvements and command local support

before approval will be given by the Secretary of State. Revenues from these schemes must be used solely for transport purposes for at least ten years. We have established the Charging Development Partnership, bringing together central government and interested local authorities, to help tackle the many practical issues that need to be addressed in developing these innovative schemes. To assess the overall impacts of this Plan we have assumed that eight of our largest towns and cities will introduce congestion charging schemes and a further twelve will bring in workplace parking schemes over the next decade.

6.49 Buses are, and will remain, the main public transport option for most local journeys. Bus patronage has been in decline for the past half-century, though it has recently begun to stabilise (see Chart 6h). The decline has been most marked in metropolitan areas outside London, where bus patronage has fallen by 42% since 1985/86. Almost a quarter of bus users are dissatisfied with services, and a similar proportion rate their reliability as 'poor' or 'very poor'. Congestion is a major factor in making bus services slower and less reliable than they should be.

Chart 6h Bus passenger journeys in England



6.50 Our aim is to drive up service standards so that buses provide a high quality service for those who already use them, and an attractive alternative for people who currently drive for short journeys. Part of the solution lies in bus Quality Partnerships, which will be placed on a statutory basis through the Transport Bill. These aim to build on the success of existing voluntary partnerships, in which local authorities and bus operators work together to improve bus services and related facilities. These have seen substantial investment by bus operators in recent years, resulting in fleets of new buses, improved services and passenger growth of typically 10-20% on partnership routes.

'Fasttrack'

A local partnership between the public and private sector, the Kent Thames-side Association is developing 'Fasttrack' - a part-segregated, bus-based system to link existing centres with a series of brownfield development sites in the Thames Gateway, providing new jobs and housing. By integrating land use planning and transport in this way, the aim is to create a high quality, well-designed transport system to support tomorrow's new urban centres.

6.51 Statutory Quality Partnership schemes will give greater confidence for both parties to invest, and will enable quality standards to be set and enforced. They will deliver more new buses and new

infrastructure, including improved interchange and waiting facilities, better passenger information services and bus priority measures. Reallocating road space to buses, allowing them to avoid the worst congestion spots, can greatly improve journey times and reliability. Guided buses - of the kind already operating in Ipswich and Leeds - involve dedicated 'track' on sections of the route and offer many of the advantages of light rail at lower capital costs.

6.52 Older people and disabled people tend to be particularly reliant on bus services. That is why we are requiring, as a statutory minimum for local authority concessionary bus fare schemes, that all pensioners and disabled people will be entitled to a free bus pass, giving at least half-fare reductions.

6.53 As a further measure to tackle social exclusion and help build sustainable communities we will introduce a new Urban Bus Challenge Fund to improve links to deprived urban areas. This will be based on the scheme already introduced for rural areas (which has supported over 100 schemes in the first two years alone).

6.54 We wish to see a significant expansion of walking and cycling schemes, including safer routes to school and stations (see box).

Cycling and walking

Poor facilities and an unsafe environment continue to inhibit growth in walking and cycling. Cycling accounted for less than 2% of all trips in 1998. This compares unfavourably with other European countries (including those with similar climates, such as Germany, Denmark and the Netherlands). In 1995 the EU average stood at 186km cycled per person, compared with 76km per annum in the UK. Indicative of the decline in walking is the increase in car use for journeys to school, which has nearly doubled in the last ten years from 16% to 29%, and which in turn makes for an even more hostile pedestrian environment.

The substantial increase in local transport funding over the period of this Plan will enable local authorities to bring forward a significant expansion of schemes to make walking and cycling easier and safer. These should include strategies aimed at specific journeys and destinations, such as creating safe routes to schools and stations. Although we do not in this Plan seek to ring-fence national provision for these purposes, we do expect to see evidence in Local Transport Plans that local authorities have developed and will implement strategies to secure substantial increases in cycling and walking.

Our target is to treble the number of cycling trips from their 2000 level by 2010. This is an ambitious, but achievable objective. Growth is expected to be triggered both by improved local provision for cycling, and from the impetus created by the National Cycle Network currently being set up, co-ordinated by Sustrans.

The increased provision for Local Transport Plans will also allow all local authorities to do more to improve safety, particularly for children. We have set a target of reducing by 50% the number of children killed or seriously injured in road accidents by 2010 compared with the average for 1994-98.

So we will be looking to authorities to create more traffic-calmed 20mph zones, particularly around schools and in residential areas, where most child accidents occur. We are also evaluating a number of 'Home Zones' - residential areas treated with traffic-calming and other measures, which aim to improve residents' quality of life and improve safety.

6.55 Powered two-wheelers can also offer a flexible and affordable alternative to the car for some local journeys and therefore have a part to play in an integrated transport policy. They can, for example, make more efficient use of road space in congested town centres and provide a cheaper alternative for people on low incomes living in rural areas.

6.56 For rural areas our aim is to improve access to jobs and services for those without use of a car through increased support for bus services and other forms of transport. We want to offer longer-term core funding for proven schemes, while continuing to foster innovation. In most cases, the key to delivering better transport will be support for local solutions to local needs. We shall, for example,

significantly increase support for more flexible transport in rural communities. To help co-ordinate provision and establish what needs to be done, we aim to have a Rural Transport Partnership in every rural county in England by next year.

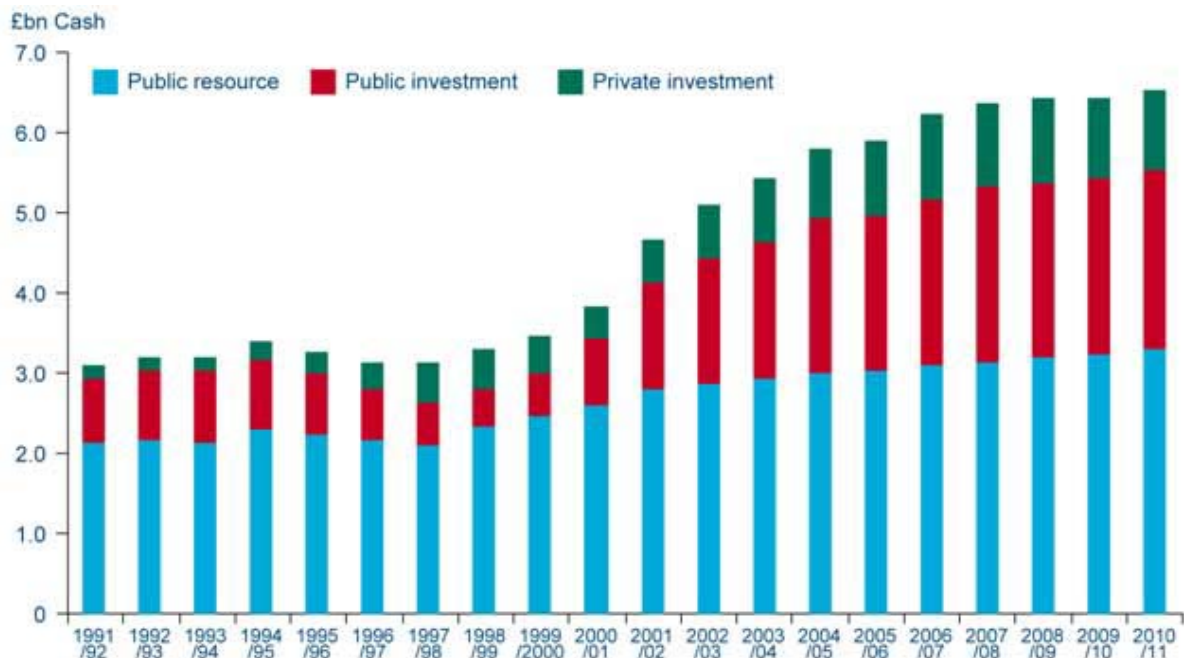
6.57 Support for scheduled rural bus services will be increased and will be extended to cover more journeys serving market towns. There will be additional funding for other types of service, including those run by the voluntary sector, community projects (such as the setting up and operation of social car and community minibus schemes) and flexible, innovative schemes (which could include taxi-based services). Constraints on the development of flexibly routed services, will be relaxed or removed. For commercial services we will relax the requirement to specify routes and timetables. For community-based services we will be reviewing the requirement to give notice before starting or withdrawing a service. Guided by the emerging proposals from CfIT, we will work up proposals for extending fuel duty rebate to a wider range of community transport services. We will ask the Motorists' Forum, set up under the auspices of CfIT, to advise on how to promote car-sharing and car clubs in rural areas.

6.58 Many rural communities are increasingly concerned about the safety and environmental implications of growing traffic levels. Where a good case can be made we will meet these concerns by building bypasses to take through-traffic out of some of the worst affected communities. All schemes will be assessed using our New Approach To Appraisal.

Investment and outputs

6.59 To deliver our objectives for local transport the Plan includes £19 billion of public investment and £9 billion private investment. Together with public resources expenditure[26] of £31 billion this gives a total of £59 billion over ten years.

Chart 6i Local transport - public and private investment and public resource spend (1991/92 to 2010/11) (see Annex 1 for figures)[26]



6.60 Funding for Local Transport Plans this year is £755 million (covering major schemes, road maintenance and integrated transport), an increase of 21% over 1999/2000. The additional funding delivered through this Plan will mean that capital investment delivered through LTPs will rise by a further 77% to £1.3 billion in 2001/02. The new funding in this Plan will add further sums for capital investment in the new statutory local plans.

6.61 The choice of measures will be determined through Local Transport Plans and other decision-making processes. Our assessment is that this heightened level of investment would be able to deliver - in addition to the smaller schemes that will form the bulk of activity for local authorities - the following broad range of improvements over the life of this Plan:

- up to 25 new light rail lines in major cities and conurbations around the country. These will include the six new lines to be added to the Manchester Metrolink (three), the DLR extension to London City Airport, Newcastle to Sunderland, and Nottingham. Proposals for new lines in Leeds, the West Midlands, Bristol/South Gloucestershire, Portsmouth and South Hampshire are all currently under consideration
- extensive bus priority schemes supporting bus Quality Partnerships, including bus infrastructure projects such as guided bus routes, in many of our cities and larger towns
- up to 100 new park and ride schemes
- 200 major local road improvements, including over 70 bypasses
- a new Urban Bus Challenge Fund to improve public transport links to isolated urban estates
- a major expansion of local traffic management schemes, safer routes for cycling and walking, and environmental improvements in towns and cities across the country
- additional support for rural bus services through extension of Rural Bus Subsidy Grant to cover more journeys serving market towns
- increased support for Rural Transport Partnerships and for community-based projects in rural areas, delivering up to 500 new schemes over the next three years. Fuel duty rebate to be extended to community transport services
- a £30 billion programme to eliminate the backlog in local road and bridge maintenance, complete the bridge strengthening programme, and replace life-expired lighting.

Outcomes and targets

6.62 The outcomes we expect to be achieved over the period of this Plan include:

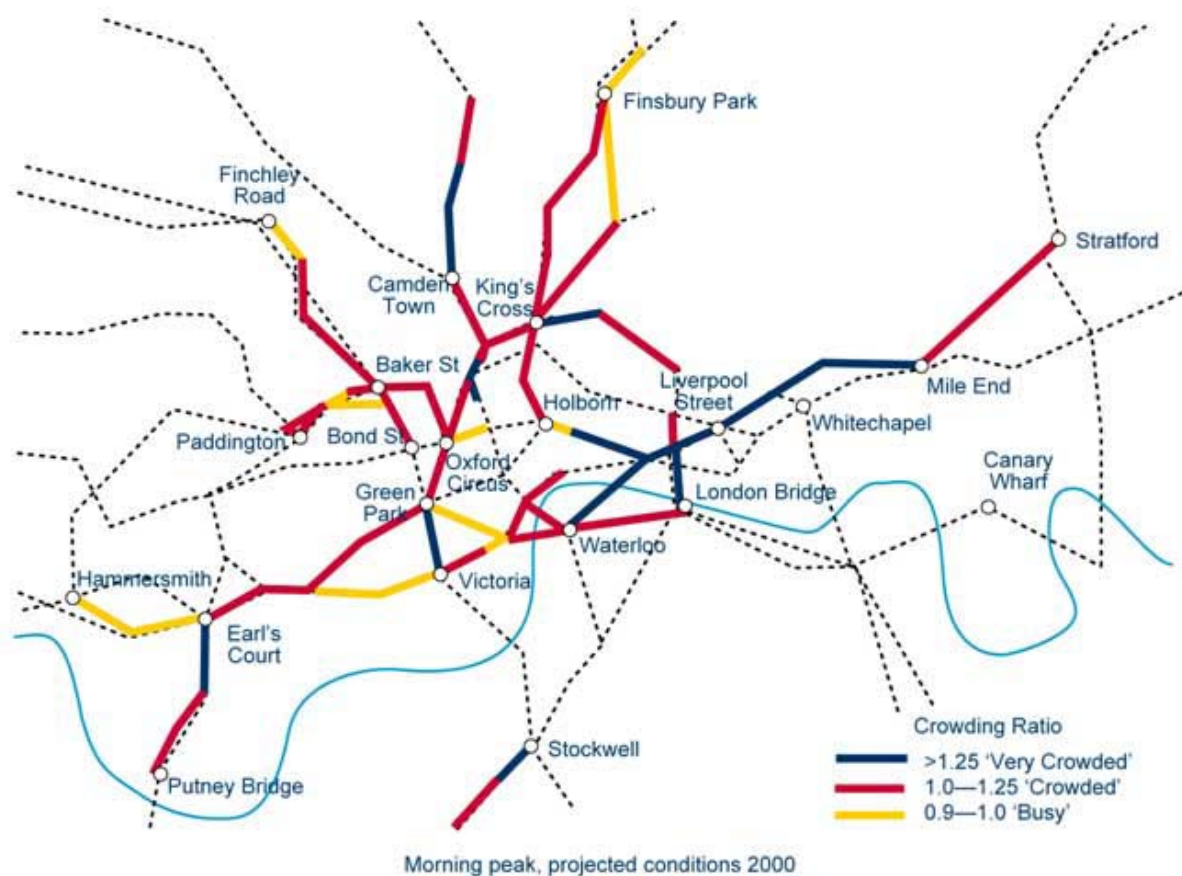
- a 10% increase in bus passenger journeys by 2010
- more reliable bus services, supported by a new customer satisfaction survey
- better quality, less polluting, more accessible buses, with the average age of the bus fleet reduced to eight years by 2001 and speeding up introduction of low-emission vehicles
- light rail passenger journeys at least doubled by 2010
- congestion in larger urban areas reduced from a forecast growth of 15% by 2010 to an 8% reduction. In other urban areas congestion growth reduced from 15% to 7%
- halting the deterioration in local road condition by 2004 and eliminating the backlog by the end of the Plan period
- better integration and co-ordination between transport modes through local transport plans and improved interchanges
- for disabled people improvements in the accessibility of public transport and the pedestrian environment
- integrated information, ticketing and booking, including smartcard ticketing
- improvements in air quality, noise pollution and the local environment, and reductions in CO₂ emissions

- improvements in local road safety, contributing to the achievement of national targets
- better access to jobs and services, including for deprived and rural areas
- growth of innovative and flexible transport services, including voluntary and community transport, with up to 500 new schemes over three years
- improved access, with a one-third increase in the proportion of rural households living within around ten minutes walk of an hourly (or better) bus service
- free bus passes entitling all pensioners and disabled people to at least half-fare discounts.

London

6.63 The scale of London and the complexity of its transport system, coupled with the high level of demand, mean that transport problems in London are of a different magnitude from those in any other metropolitan area in the country. Public transport plays a much more important role than elsewhere: people working in London account for 65% of all public transport passenger miles on journeys to work in England. Demand for rail and Underground travel in London is at record levels, causing serious overcrowding (see chart 6j), and is expected to increase further. Each weekday there are over 3 million journeys on the London Underground - more than on the entire rail network in the UK. At the same time London experiences the most intense and most widespread traffic congestion in the country. Although London has areas with high average incomes, it also contains some of the most deprived areas in the country. Road accidents in many parts of London are significantly higher than the national average, and air quality is lower.

Chart 6j Overcrowding on the London Underground today



6.64 Addressing the capital's transport problems is the priority concern for those who live, work and do business in London. Given London's role as the nation's administrative capital, a major centre in the global economy, and as a national and international transport hub, it is important for the UK economy as a whole that these problems are addressed quickly and effectively.

Strategy and delivery

6.65 The new arrangements we have put in place for the capital require the Mayor to develop and implement a transport strategy for London, in consultation with the Greater London Assembly, the 33 London boroughs, business and other stakeholders. He is expected to finalise his first strategy during 2001. Through Transport for London the Mayor now has direct responsibility for buses, taxis, management of the strategic road network, Docklands Light Railway, Croydon Tramlink, river services and will assume responsibility for the London Underground - once the Public-Private Partnership (PPP) is in place (see box). In addition the Mayor will provide funding for the boroughs' local implementation plans.

London Underground Public-Private Partnership

Under the London Underground PPP, the private sector will be responsible for delivering a programme of around £8 billion worth of renewals and £5 billion of maintenance over 15 years.

Operation of the Underground - including the drivers and station staff - will remain in the public sector, with the focus on improving the quality of service to passengers. So too will the safety function.

The PPP contracts, which are likely to run for 30 years, are currently being negotiated. They will target the improvements that passengers want - quicker, more reliable services, and a safe, high quality travelling environment. The PPP does not cover major new projects to extend the Underground. The contractors will eliminate the backlog of maintenance and renewal work that has built up, removing the need for speed restrictions, reducing breakdowns, replacing old escalators, and providing cleaner, less congested trains and stations.

For reasons of commercial confidentiality relating to PPP negotiations, our spending figures do not include projections of London Underground's future cash flow, including provision for ongoing grant. However, these projections will be taken into account when setting the Government's Reserve.

Once the PPP is in place, responsibility for the Underground will pass from the Government to the Mayor of London. The PPP will give London an Underground that is publicly owned, publicly run and properly financed.

6.66 The Mayor's new powers and resources give him an opportunity to make a real difference to transport in the capital. The Government will work in close co-operation with the Mayor. Taking account of his transport strategy, we will provide an annual transport grant. We will set the level of grant for the year ahead after consultation with the Mayor, and at the same time give an indication of the level of funding for future years. This should allow the Mayor, the boroughs and transport providers to plan ahead with a degree of certainty.

6.67 The Greater London Authority Act 1999 provides powers to introduce congestion charging. The net revenues must be used for transport measures which support integrated transport objectives and the Mayor's transport strategy. The Mayor has indicated that he proposes, following consultation, to use these powers to introduce congestion charging in central London. The revenues could potentially be used to support investment in infrastructure projects or measures to increase the attractiveness and uptake of existing services or a mixture of the two.

6.68 The Government and the Mayor share a broad approach to improving transport in London, which includes the following main elements:

- delivering increased public transport capacity and efficiency to cater for London's growing economy and to reduce overcrowding
- tackling road congestion with improved public transport and congestion charging in central London to encourage motorists to transfer to other modes of transport
- improving access to jobs, regeneration areas and key local facilities to promote social inclusion
- reducing road accidents and improving the environment through town centre and local area improvements; and
- providing a better door-to-door journey for all - including cyclists and pedestrians - for example through measures to improve safety, personal security, accessibility, integration and information.

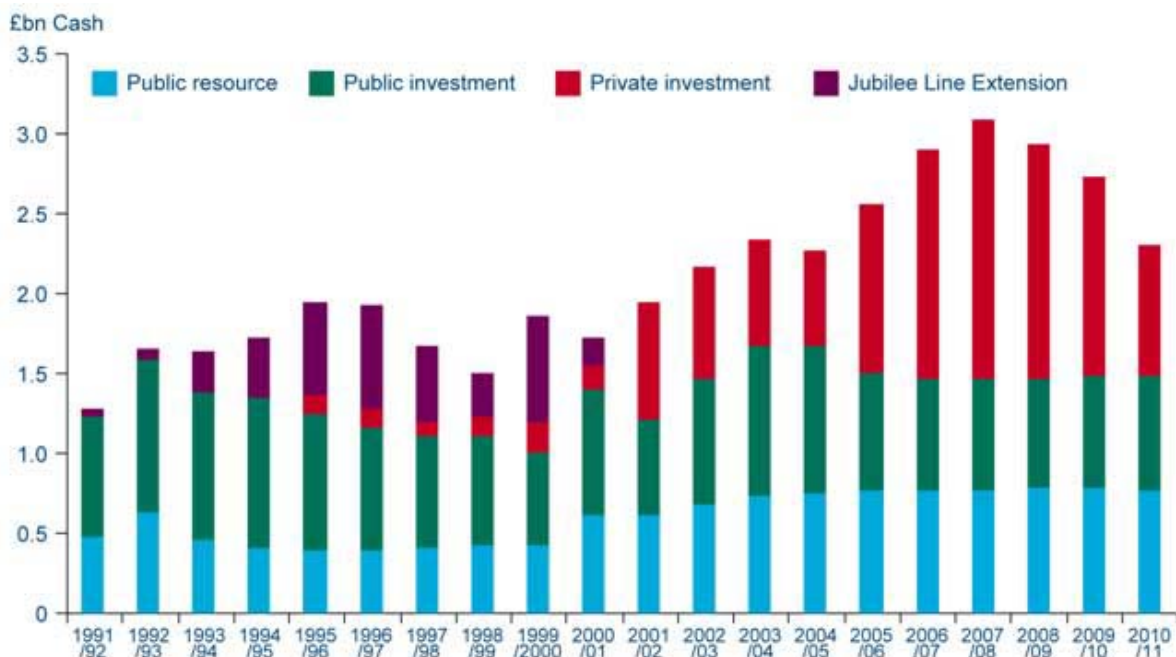
6.69 We have assumed this broad approach in making financial provision for London in this 10 Year Plan. However, it is for the Mayor, after consultation on his transport strategy, to determine his priorities within the resources available to him.

6.70 The provision and funding of national rail services in London remains a matter for the Strategic Rail Authority. The SRA will work closely with the Mayor to develop solutions to overcrowding on commuter services into central London, and to improve access to other key business centres in the London area. An early priority will be the East London Line extensions project, where co-operation between the SRA and the Mayor could join together the rail networks of north and south London, providing significant regeneration as well as transport benefits.

Investment and outputs

6.71 The Plan includes £8 billion of public investment and £10 billion of private investment for transport in London. Together with public resource expenditure[27] of £7 billion this gives a total of £25 billion over ten years.

Chart 6k London - public and private investment and public resource spend (1991/92 to 2010/11) (see Annex 1 for figures)[28], [29]



6.72 Except in the case of national rail services, and working within the PPP framework for the Underground, the specific outputs will be decided by the Mayor and through the London boroughs'

transport plans. However, assuming the broad approach set out above, the following could be delivered with this level of investment:

- 'Quality Plus' standards on all major bus corridors (i.e. the highest standards of bus quality, accessibility for passengers, enforcement, bus stop information and increased bus priority)
- improved bus frequencies and enhanced off-peak and night bus services
- the infrastructure for effective congestion charging in central London
- street management and local transport initiatives, including the 'World Squares' scheme; completion of the London Cycle Network; safety schemes; and improvements to major roads
- town centre improvements to re-route traffic, improve the pedestrian environment and improve public transport facilities
- better maintenance of roads and bridges
- the Docklands Light Railway (DLR) City Airport extension and at least two other tram/guided bus schemes
- possible new East Thames crossings for road and rail and other schemes to improve access to regeneration areas, encouraging investment and jobs
- extension of smartcard ticketing to the DLR and Croydon Tramlink, on top of existing plans for Underground and bus
- elimination of the backlog of maintenance and renewal work on the Underground through a Public-Private Partnership, improving the quality of the service and travelling environment, and increasing reliability and capacity on the existing network
- completion of Thameslink 2000, with additional capacity at London Bridge, and construction of East London Line extensions²⁹
- a new east-west rail link, such as CrossRail, delivering up to a 15% increase in total national rail and Underground seats into central London during the morning peak
- rail franchise replacements leading to upgrade of London Victoria services, Chiltern Line capacity increase and enhancement of the commuter routes out of Waterloo.

In addition, the Plan provision would allow for preparatory work on longer-term projects, such as a possible new Wimbledon-Hackney rail link. Other proposals for improving surface access to London's airports are described in Chapter 4.

Outcomes and targets

6.73 Demand on London Underground services is forecast to grow by 10%-20% by 2010. For London commuter rail services, the figure is about 15%. On present baseline assumptions, road congestion is forecast to grow by 13%. Against this background, the level of investment set out above (together with rail investment benefiting London) could be expected to deliver over the life of this Plan:

- a 50% increase in the number of bus passengers entering central London and across the whole network
- a 10% reduction in average bus journey times, with larger reductions in key corridors, plus significant improvements in reliability, with long unscheduled waits largely eliminated
- a possible 10%-15% reduction in road traffic in central London as a result of congestion charging
- less disruption to traffic through better co-ordinated and better quality road and bridge maintenance

- a 15% reduction in traffic congestion across London
- new routes and faster journeys by light rail, tram or guided bus
- a reduction in Underground overcrowding, improved reliability and improvements in customer satisfaction
- access to jobs and other facilities through new cross-London and orbital rail routes
- a reduction in overcrowding on London commuter rail services to meet the sSRA's current standards
- improved interchanges, better and more widely available travel information, and easier-to-use ticketing
- improved access to London's airports
- regeneration, jobs and investment as a result of better access to priority development areas
- safety and environmental improvements in local areas, safer routes to schools and better conditions for cyclists
- a reduction in the impact of road traffic on London's environment.

12 References and figures in this Plan relating to railways apply to Great Britain.

13 Includes direct support for private investment. The £29 billion total also includes around £1 billion of other expenditure on, for example, residuary liabilities of the British Railways Board and contributions to railway industry pensions.

14 Figures before 1994/95 reflect pre-privatisation structure.

15 Excludes direct revenue support for private investment and assumes no contribution from the unallocated investment.

16 Measured in passenger kilometres.

17 The strategic road network means the trunk roads currently operated by the Highways Agency. It comprises nearly all motorways and the more important A roads. It is proposed to transfer to local authorities (de-trunk) some 30% of existing trunk roads considered to be of regional rather than national importance. Funding for major improvements schemes on these roads is included in local transport funding. Other resources relating to these roads have for present purposes been included with funding for the strategic road network, but will be transferred to local highway authorities when de-trunking occurs.

18 Includes trunk roads transferred to the Greater London Authority in July 2000.

19 Excludes direct public revenue support for private investment and assumes no contribution from the unallocated investment.

20 'Major' here means schemes costing above £5 million.

21 Compared with the annual average for 1994-98.

22 [CfIT Report on Public Attitudes to Transport](#), July 2000.

23 Towards an Urban Renaissance, DETR, June 1999.

24 Planning Policy Guidance Note 13 (Transport), DETR.

25 Guidance on Full Local Transport Plans, DETR, March 2000.

Transport Ten Year Plan 2000

26 Excludes direct public revenue support for private investment and assumes no contribution from the unallocated investment.

27 Excludes direct revenue support for private investment and assumes no contribution from the unallocated investment.

28 Public investment between 2001/02 and 2004/05 includes one-off preparatory costs for an east-west rail link (£154 million) and set-up costs for congestion charging. Revenue generated from congestion charging is not included. The peak in private investment in 2006/07 to 2008/09 reflects the assumed profile of spend on the east-west rail link.

29 Provision for these is included in the national rail totals.

Chapter 7 - safety

"We will act in partnership... to build a stronger safety culture."

Safety

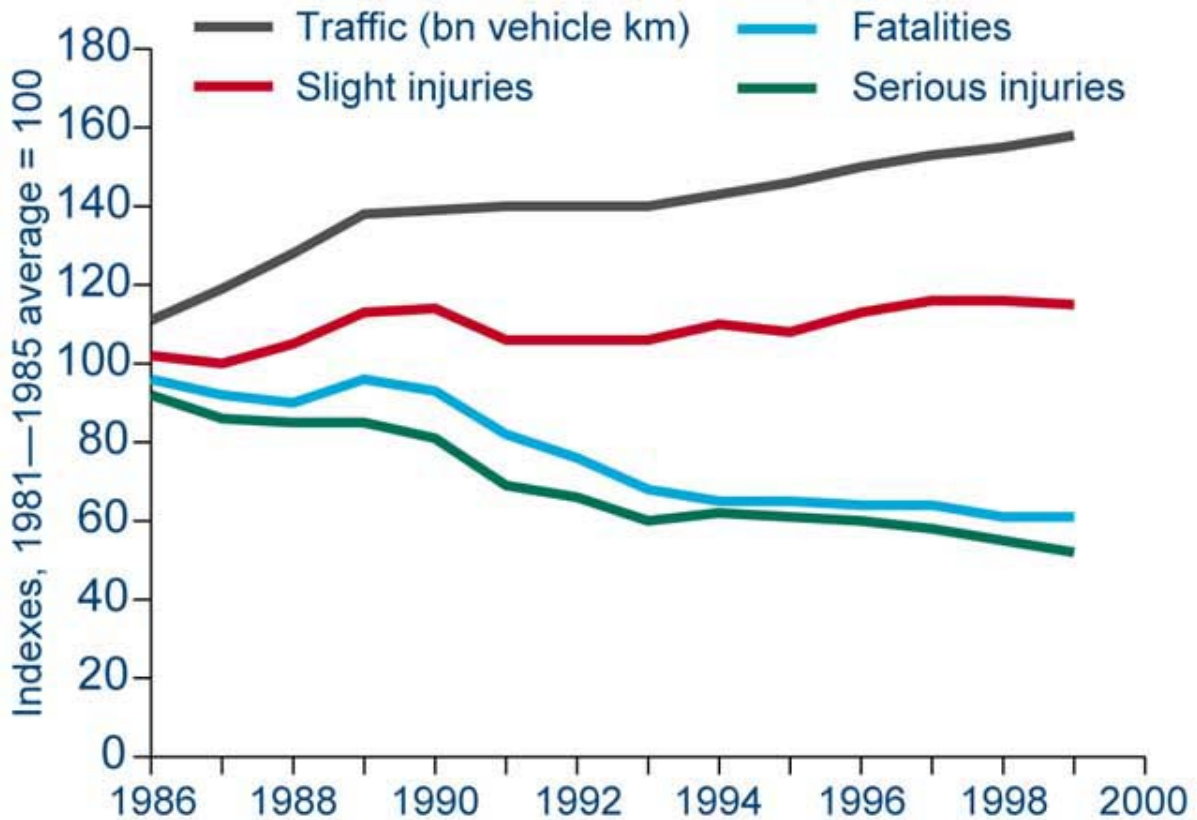
7.1 The Plan provides the resources to deliver our Integrated Transport White Paper commitment to improving safety on all modes of transport. We want people to travel safely and to feel secure whether they are on foot or bicycle, in a car, on a train, or bus, at sea or on a plane.

7.2 Improving safety and security at, and on routes to, car parks, airports, bus and railway stations is an essential part of this approach. Under the Government's £153 million programme to provide CCTV in areas of high crime in England and Wales, there will be a strong emphasis on improving car park security through capital funding for local partnerships. So far, schemes have been funded to a total value of £50 million, which will provide greater security in 659 car parks, including 410 which aim to achieve 'secured' status under the Association of Chief Police Officers scheme.

7.3 Station improvements more generally, including CCTV at car parks, are a key output of this Plan (see Chapter 6). Their delivery will depend on the commitment of transport operators, local authorities and others to ensure that higher priority is given to improving the design and layout of stations, car parks and routes to and from stations to give people a greater sense of personal security.

7.4 Our roads are the safest in Europe. Yet each year around 3,500 people are killed in road accidents in Great Britain and many more are seriously injured, despite our long-term success in reducing these casualties (see chart 7a). Following extensive consultation and review, we have set a new road safety target for Great Britain, to reduce the number of people killed or seriously injured in road accidents by 40%, and children by 50%, over the next decade. It is a long-term aim and it will involve action by everyone to achieve it, including government, local authorities, the police and car makers.

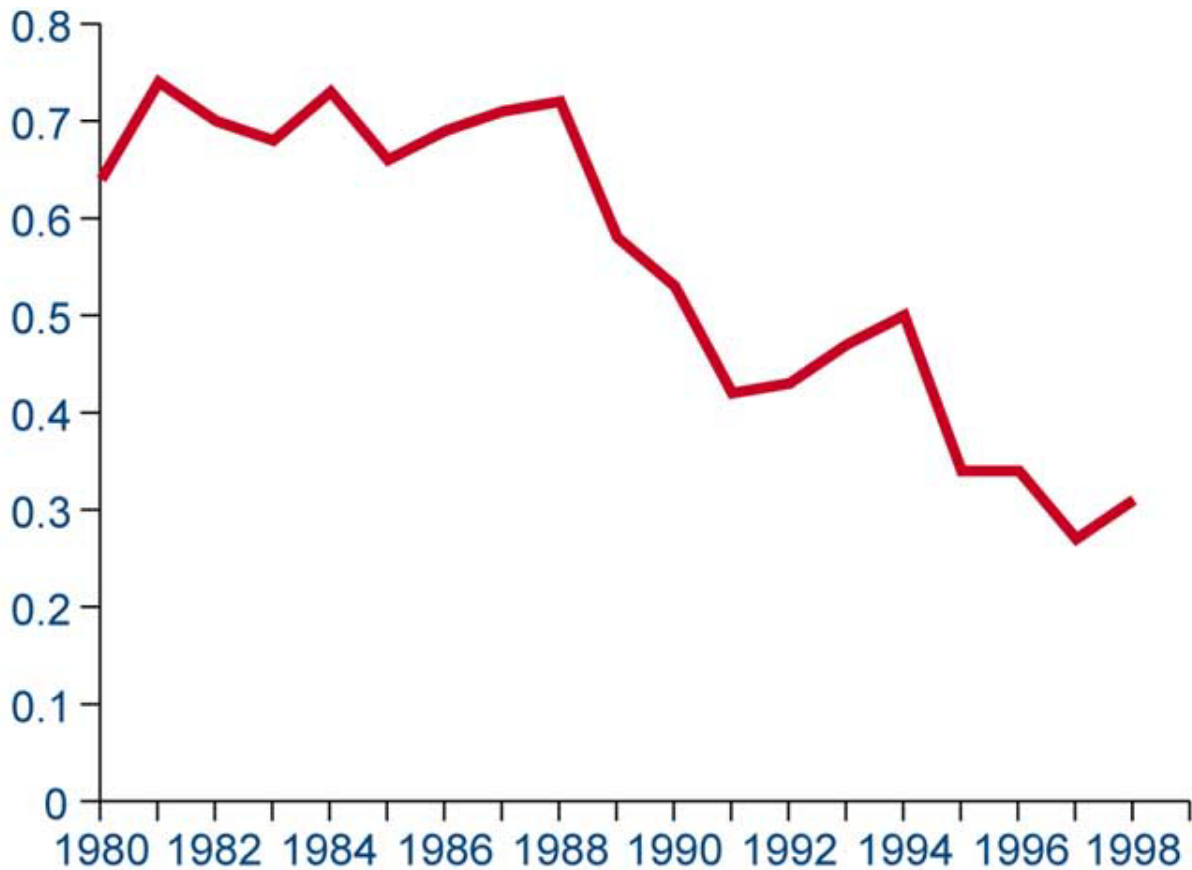
Chart 7a Road accident casualties and traffic, Great Britain (1986-2000)



7.5 Our strategy for achieving this target is set out in 'Tomorrow's Roads - Safer for Everyone'^[30]. The Plan provides the resources to enable central government, the Highways Agency and local authorities, through their Local Transport Plans, to take action on road safety to support this strategy.

7.6 Investment in rail safety will be a priority for the Government and the industry. Rail safety has been improving gradually over the years (see Chart 7b), and it remains the safest form of land transport. But the terrible accidents at Ladbroke Grove (October 1999) and Southall (September 1997) show that we must never become complacent. More must be done to restore the public's confidence in the safety of rail travel.

Chart 7b Significant train accidents per million train miles run, Great Britain (1980-1998)



“Significant” train accidents are collisions and derailments that are the most dangerous to passengers

7.7 At the rail safety summits after the Ladbroke Grove crash the industry committed to a package of safety improvements including speeding up work on installing train protection, improved driver training, further action to reduce incidents of signals passed at danger. The industry also agreed the national implementation of a confidential reporting system so that staff can register safety concerns. The industry has subsequently agreed to work together to halve the key measure of rail accidents before 2010 (see Chapter 6).

7.8 The Plan envisages the industry installing the Train Protection and Warning System across the network by the end of 2003 at the latest and fitting full automatic train protection on higher speed lines as they are upgraded, as recommended in Sir David Davies' report on train protection. The report shows that this strategy, with a balance of systems on different lines, will in four years provide a level of protection from accidents caused by trains passing signals at danger that it would take ten years to achieve by a strategy of full automatic train protection across the network. We will bring within the Plan any further measures arising from Lord Cullen's Inquiry into the Ladbroke Grove crash and the joint inquiry by Lord Cullen and Professor Uff into train protection systems.

7.9 In aviation, our proposal for a public-private partnership for National Air Traffic Services would result in the separation of air safety regulation from the provision of services. The main objective is to develop our air traffic control services with £1.4 billion of new investment to provide the world's best service in terms of safety, efficiency and capacity to meet increasing demand.

7.10 The safety of passengers and crew at sea is also vital, and the creation of the DETR's Maritime and Coastguard Agency in 1998 has enabled us to provide a more integrated approach to marine safety. We are working to reduce the numbers of fishermen and others killed at sea. And we are taking

forward the recommendations of Lord Justice Clarke's report into safety on the Thames,[31] some of which will require new legislation.

7.11 In the Integrated Transport White Paper the Government announced a review "*... to consider whether a more integrated or unified approach to transport safety across modes would be more effective, produce a safer travelling environment and secure best value for money*". This general review was in part a response to the recommendation of the Environment, Transport and the Regions Select Committee that a single, independent transport safety authority should be established.

7.12 The review, which covers all modes of transport and is UK-wide, has examined the Select Committee's recommendation in terms of safety regulation and of accident investigation. Drawing on the results of extensive consultation, and an examination of unified transport safety arrangements overseas, the review group has identified possible options for promoting cross-modal working between transport regulators, and between accident investigators.

7.13 Changes in how transport safety is organised, for example new machinery to promote cross-fertilisation in safety thinking between different modes of transport, would have implications for rail safety regulation. Rail safety management, culture and regulation are amongst the issues being addressed by Lord Cullen's Inquiry into the Ladbroke Grove crash. We believe it would be wrong to make potentially fundamental changes in the organisation of transport safety before Lord Cullen has reported. The work done by the review will therefore be revisited in light of the outcome of the Cullen Inquiry, expected next year.

7.15 Transport safety is a major priority for this Government. In order to maximise the effect of the resources in this Plan, we will act in partnership with the transport industries and those who work in them to build a stronger safety culture.

30 'Tomorrow's Roads - Safer for Everyone', DETR 2000.

31 A report by Lord Justice Clarke 'Thames Safety Inquiry' Cm 4530.

Chapter 8 - modern, clean, efficient

8.1 Improving our transport network represents an investment in this country's future, contributing to our sustainable development goals. Making full use of new technologies and encouraging innovation, we can create a modern, less polluting and more efficient transport system that will better meet the needs of business, motorists and all transport users.

Competitiveness and growth

8.2 The Plan will bring significant benefits to business and the wider economy. Time delays caused by congestion, both on roads and public transport, represent a substantial direct cost to business. The increases in congestion that our models predict would occur on strategic road and rail networks without the measures in this Plan risk jeopardising our future economic prosperity and competitiveness. Transport congestion in London is regarded by business as a serious threat to the capital's global status. The improvements delivered by the Plan will increase productivity and cut business costs by making journeys quicker and more reliable - both for freight and passenger transport.

8.3 Improvements to the transport network will bring other economic benefits. They will open up new and expanded markets for business generally, stimulating competition and potentially contributing to faster economic growth. Better transport infrastructure can also play a major role in supporting regeneration programmes and access to new jobs, at both regional and local levels. The new arrangements we have put in place will help ensure that these linkages are made, in particular through regional strategies and Local Transport Plans.

Sustainable, efficient freight distribution

8.4 The Sustainable Distribution Strategy^[32] published last year set out a long-term strategy for freight in the UK. Its aim is to promote a competitive and efficient distribution industry, which supports future economic growth while minimising its impacts on society and the environment. It seeks particularly to reduce the extent to which growth generates additional lorry movements, by improving efficiency, making the most of rail, shipping and inland waterways, and improving interchange between modes.

8.5 The increased spending in this Plan will contribute to the delivery of these aims. On rail, the Plan aims to secure a significant increase in the volume of freight carried by rail, as outlined in Chapter 6. Further details will be provided in the SRA's strategic plan to be published later this year.

8.6 We are also aiming to improve rail and road links to ports to increase the contribution that water-borne freight can make navigable. In the two years since March 1998 we have seen an increase of more than one-third in the tonnage of the UK's registered trading fleet. As regards our inland waterways most of the freight carried is on the tidal stretches of our major rivers, and it is here that the greatest opportunities for growth exist. But some of the larger navigable rivers and canals could take more traffic than they handle at present, particularly bulk, non-perishable cargoes. We propose to enhance the freight facilities grant scheme and, subject to legislation, to extend its coverage to include short sea shipping.

8.7 However, most freight will continue to travel by road. Investment in measures to reduce congestion and improve the condition of our roads will contribute to the efficiency and reliability of road distribution. Significant improvements in efficiency will also flow from our decision to allow 44 tonne, six-axle lorries for domestic transport from February 2001, enabling hauliers to carry more goods in fewer vehicles. CfIT found that the efficiency gains would save 100 million vehicle kilometres a year, resulting in approximately 1,000 fewer lorries on the roads than would otherwise be the case. Annual savings of CO₂ emissions would be in the region of 80,000 - 100,000 tonnes. This informed CfIT's recommendation that we permit the introduction of 44 tonne lorries meeting Euro II

emission standards,[33] as part of a package including measures to boost enforcement and strengthen rail freight.

8.8 We expect these measures, together with efficiency improvements, promotion of best practice, improved driver training and further advances in vehicle technology, to result in a reduction in the costs of road distribution of goods and services. This will benefit road hauliers, industry and the wider public over the period of this Plan.

Reduced environmental impacts

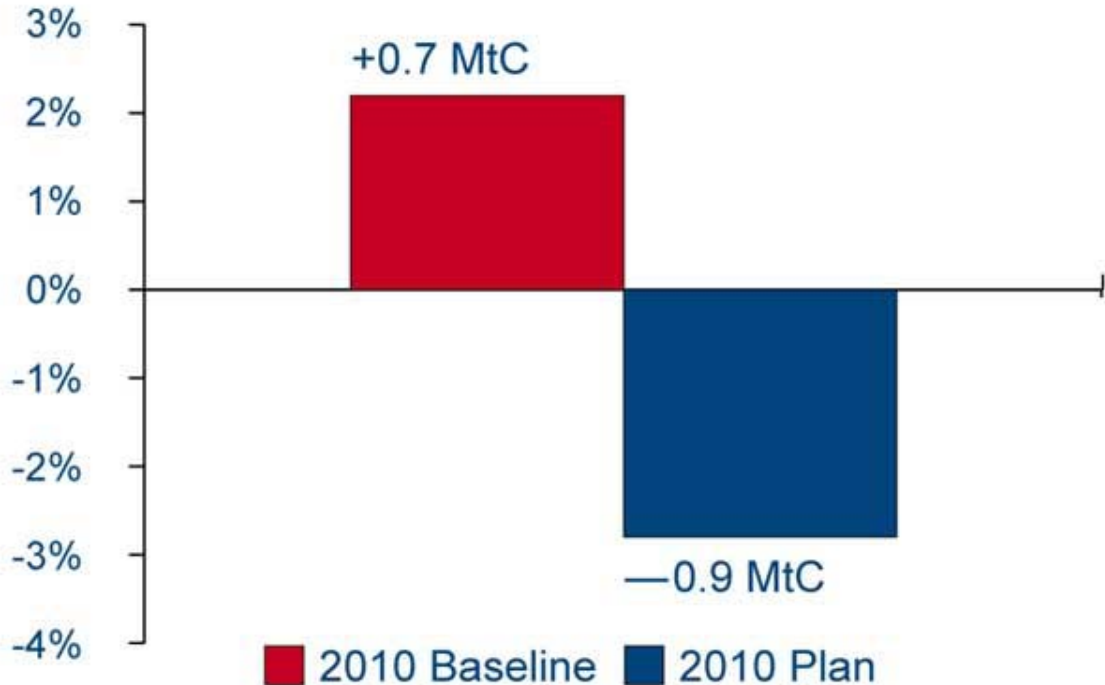
8.9 The Royal Commission on Environmental Pollution has highlighted the importance of reducing the impacts of transport on the environment. Action to achieve this, both locally and as part of wider international efforts, is one of our key objectives in this Plan. Taken together, we expect our measures to:

- contribute to further reductions in air pollution, beyond those achieved and already projected for the next ten years, especially in areas of our major cities where air pollution remains a problem
- contribute to meeting our climate change targets to reduce greenhouse gas emissions. The levels of investment in the Plan will help to develop the transport measures described in the UK's draft Climate Change Programme[34]. Together with the 4.0MtC anticipated from the voluntary agreement with car manufacturers, they are projected to deliver savings in CO₂ emissions in 2010 equivalent to 5.6 million tonnes of carbon (MtC) (see Chart 8a). This compares with the range of 4.0 to 7.3 MtC illustrated in the draft Climate Change Programme. Further savings should be achievable with additional measures under consideration, including further improvements in vehicle efficiency and new technologies, as well as those discussed in the next chapter

Chart 8a Impact of the Plan on road and rail CO2 emissions

- Chart 8a Impact of the Plan on road and rail CO2 emissions

Percentage change between today and 2010



- secure reductions in noise, dislocation and nuisance caused by traffic, through the widespread introduction of low-noise surfaces, the construction of new bypasses, better public transport, reduced congestion and improved traffic management in towns and cities
- minimise the impact of new transport provision, in terms of land-take and other environmental effects, through better use of the existing network, land-use planning, encouraging e-commerce and other measures which will reduce the need to travel; and by ensuring that schemes are developed in accordance with new appraisal procedures and incorporate high standards of environmental mitigation.

Harnessing new technologies

8.10 We need to exploit emerging new technologies to the full if we are to make a significant difference to transport. Our aim is that our innovative transport technologies should match the best in the world. This in turn will enhance the potential for exporting our expertise in overseas markets.

8.11 The likely effects of increasing Internet use on transport and work patterns are still uncertain, but potentially profound, and will need to be monitored closely. However, we believe a wide range of other technological developments can make an important contribution to our transport objectives - reducing emissions, increasing integration between modes, and improving the quality, reliability, speed and safety of journeys. We will work in close partnership with the private sector, local authorities, transport operators and others to bring this about. As a result, we will see better information for travellers; better management of the networks; smarter, safer, cleaner vehicles; and better government services to travellers over the next ten years.

Better information, easier journeys

- Later this year we will be launching **Traveline**, a single telephone service to give people timetable information on all forms of public transport. This will be a step on the way to a more comprehensive transport information service, available on the Internet, provisionally called '**Transport Direct**' (see box).

'Transport Direct'

A major contribution to delivering a higher quality, better-used public transport system will come from innovative developments in the provision of integrated transport information and retailing. Working closely with transport operators, local authorities and technology providers, these will be brought together as 'Transport Direct', a project to provide a comprehensive national service for the travelling public. 'Transport Direct' will help people to plan their journeys, and to compare routes and prices. By 2003 it is expected to include:

real-time (that is, actual rather than recorded or timetabled) train operating information

real-time information on many local bus services

multi-modal travel information on the Internet, covering road journeys as well as all public transport modes at a single point of contact

booking of long-distance multi-modal journeys on the Internet

development of Internet-based maps, which allow travellers to examine public transport options both for visiting a specific venue and for general travel around an area they are considering visiting.

- **Smartcards** have great potential to help improve people's experience of public transport by facilitating through-ticketing and 'seamless journeys'. In some parts of the country projects are already well advanced. We will be organising and funding 'showcase' demonstration examples to promote their wider take-up, to encourage scheme integration and put the UK firmly in the lead in this area.

Better network management

- The application of new technology will enable the Highways Agency, local authorities, and public transport providers to make step-change improvements in the management of their networks. We will be encouraging widespread use of Intelligent Transport Systems. We are introducing a new Traffic Control Centre and roadside infrastructure systems to manage traffic on the trunk road network. Drivers will get up-to-date information on variable message signs on gantries or through in-car units. Controlling traffic flow promises significant improvements in journey time reliability and a reduction in congestion on the strategic road network. There will be more speed-activated signs to warn drivers of hazards and speed limits.

Smarter, safer, cleaner vehicles

- During the next decade we can expect major advances in the use of on-board computers in vehicles, with progressively more information being delivered in-vehicle rather than at the roadside. In-car navigation systems, more automation of vehicle controls and adaptive cruise control will make journeys quicker and easier.
- Journeys will become safer through better vehicle design and sophisticated in-car safety features such as collision warning systems, lateral vehicle control to keep vehicles in lane, and possibly intelligent speed adaptation.

- Emissions of pollutants from vehicles will fall markedly over the next decade as new engine technologies come on stream. Vehicle efficiency will also increase significantly. On-board diagnostic systems will provide drivers with new information on engine performance and emissions. However, we will need to do more to meet our environmental objectives in future. The Plan envisages acceleration of the take-up of new, cleaner technology on road vehicles. We will more than double our annual spending on cleaner vehicle initiatives by 2003/04. We will strengthen projects such as Powershift and the Cleaner Vehicles Programme to encourage fleet managers to operate gas and electric vehicles, and to fit pollution reduction equipment to existing bus, taxi and lorry fleets. We will also increase support to encourage the early introduction of hybrid and fuel cell vehicles. We will be reviewing how best to use economic and other measures to bring these technologies to the mass market.

'ALTER'

The Alternative Traffic Towns project brings together European towns and cities committed to introducing low emission zones and specifying low or zero emission vehicles when renewing their fleets. Thirty-three UK towns and cities are taking part in ALTER, which aims to increase the market for cleaner vehicles.

Better government services

- We will ensure that the transport services provided by government agencies^[35] make full use of new technology in the delivery of better services to the consumer. Within the first three years of this plan we expect to deliver a range of improvements, including a computerised MOT system and electronic vehicle relicensing.

32 'Sustainable Distribution: A Strategy', DETR March 1999.

33 To support the use of inter-modal transport, the 44 tonne lorries used only in road/rail combined transport will not have to meet the requirement for Euro II engines until the end of 2003.

34 Climate change: Draft UK Programme, DETR, 2000.

35 These are the Driving Standards Agency, the Driver and Vehicle Licensing Agency, the Vehicle Certification Agency, the Vehicle Inspectorate, the Highways Agency, and the Traffic Area Network.

Chapter 9 - future choices

9.1 While we can make significant advances quickly, the scale of the challenge of improving our country's transport system means that the focus of policy and change must rightly be on the long term.

9.2 Over the next decade, a number of developments - economic, social, environmental and technological, as well as those in transport itself - will bring change in ways that could well affect the assumptions and analysis which lie behind the Plan. Inevitably such developments cannot be foreseen and incorporated now into the measures we are setting out here. That is why the Plan will need to be reviewed and adjusted over time to make sure what we are putting into place is in line with our overall aim of improving transport for everyone.

9.3 For example, the rate of economic growth is a key influence in changing demand for transport. The Government has put in place policies for sustainable growth and economic stability - policies which are reflected in a stronger economy with more jobs, controlled inflation and better living standards. The assumptions on which this Plan is based are in line with the Government's own economic forecasts. If these change, so too will our forecasts of what this Plan will deliver.

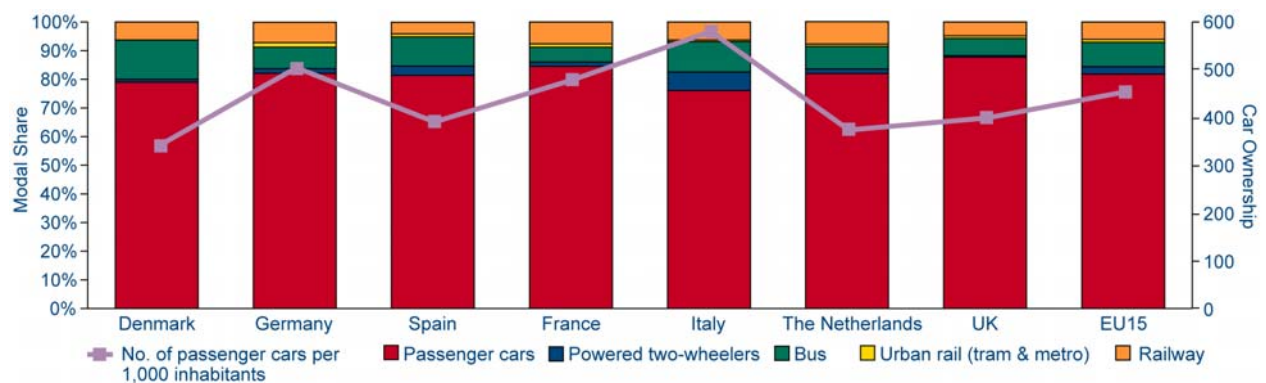
9.4 Similarly, changes in people's social patterns and behaviour are reflected in their use of transport. Predictions of the effects of greater use of the Internet, of e-commerce, and of teleworking vary considerably. More widespread use of such technologies could for example lead to more home-based or local employment with a consequent impact on transport patterns. Changes in where employers locate their business, or where people choose to live, could also influence future transport patterns in ways that are difficult to predict.

9.5 Future decisions by major players will also be important. The Transport Bill and the Greater London Authority Act provide powers for local authorities and the London Mayor to introduce congestion charging or workplace parking levies. We have assumed that the earliest schemes are likely to be introduced following improvements in public transport at some time between 2003 and 2005. However, what happens in practice may well be different in scale and timing.

9.6 A critical factor influencing transport patterns over the next decade is that, other things being equal, the cost of using a car is forecast to fall in real terms as fuel efficiency improves over the next ten years. If this happens, the gap between the cost of motoring and public transport fares will continue to widen, even if most currently regulated rail fares are brought down in real terms as the Plan envisages.

9.7 As motoring continues to become cheaper and real incomes increase, more people will be able to own cars in the future. This will benefit people who could not previously afford a car. Car ownership levels in the UK may rise towards those in Germany, France and Italy. However, we tend to use our cars for more journeys than in other European countries (see Chart 9a). Ideally, rising car ownership should be offset by more people choosing to travel on public transport, attracted by the improvements delivered by this Plan.

Chart 9a Modal share for land passenger transport and car ownership levels



9.8 Greater use of cars will inevitably put further pressures on our road network and there is a limit to how much extra capacity we can build. The difficult challenge is how best to influence demand for road space in a way that is efficient and fair. One suggested method is to influence the price people pay to use roads. This can be done by changing the level of fuel duty, though that affects people using uncongested roads in the countryside as much as those driving in cities. A more direct method is to charge for the use of roads when they are most congested. This encourages people where possible to change their journeys to less busy times of the day, to use other routes or to switch to other forms of transport. The effects of these methods differ. Increases in fuel duty reduce the general level of traffic growth and CO₂ emissions. Congestion charges are inevitably targeted on tackling congestion when and where it occurs, and so have less overall impact on CO₂ emissions.

9.9 Such choices do not have to be made now. Fuel efficiency may not improve as rapidly as we expect. Oil prices have been volatile recently, as in the past. Decisions need to be informed by the outcome of other work, including the multi-modal studies, because charging on motorways and trunk roads could cause diversion of traffic to other roads. We want to see the results of the studies before we consider how best to take this forward.

9.10 We must acknowledge, too, the range of uncertainty in the modelling assumptions we have used to forecast future levels of traffic, congestion and pollution. While our calculations are based on reliable modelling assumptions, these can be very sensitive to changing circumstances. We will need to be responsive, flexible and pragmatic in pursuing our objectives should key factors change.

9.11 Finally, many of the assumptions built into the Plan rest on inputs which have yet to be delivered, including the multi-modal studies of problem areas and corridors around the country. The conclusions from these studies over the next few years could have considerable impact on the proposals in this Plan. The need for review, monitoring and further policy choices over the next decade is clear.

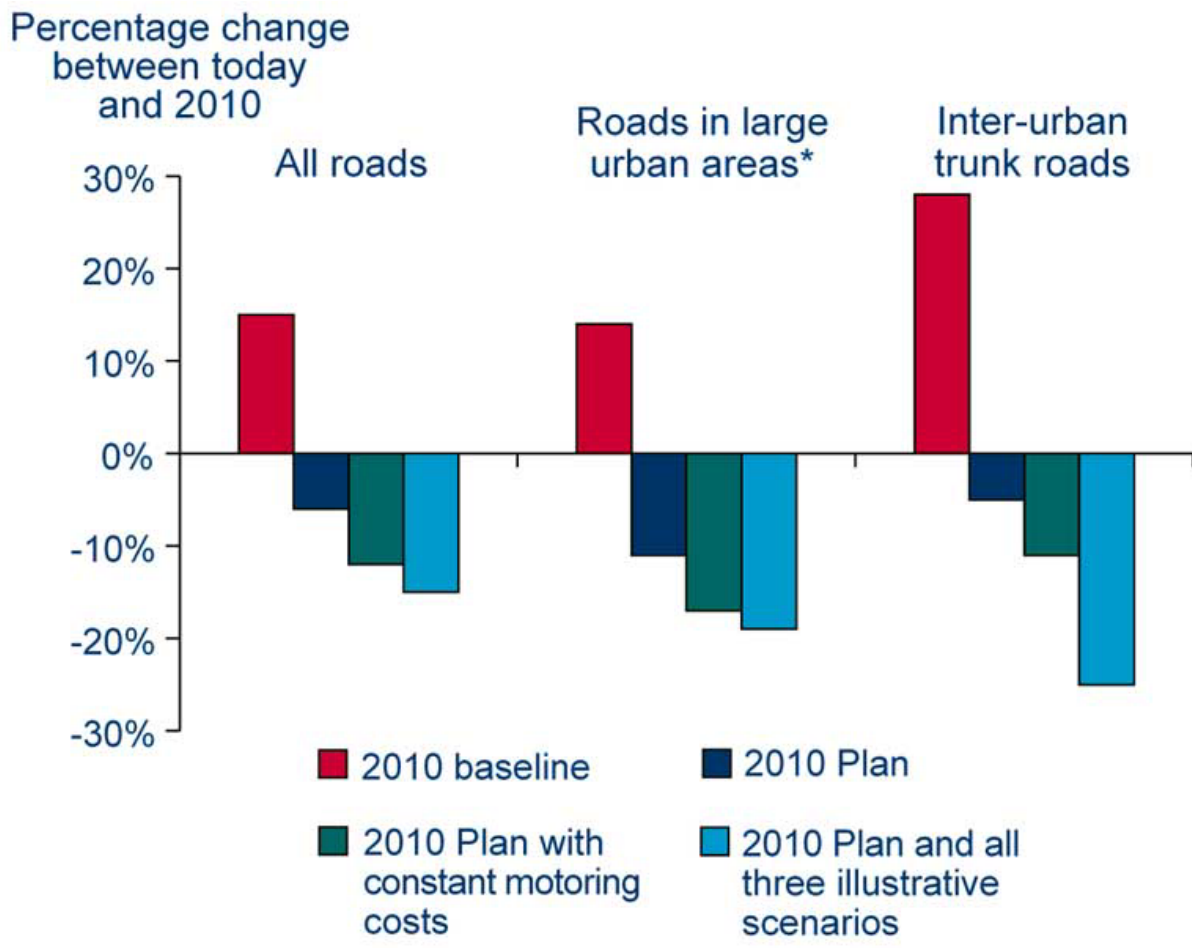
9.12 As a way of illustrating the potential impact of some future changes and policy choices, we have modelled hypothetical scenarios in which:

- motoring costs remain constant in real terms, and there is additional investment in transport
- more local authorities introduce workplace parking charges and reinvest the proceeds in transport improvements
- limited inter-urban road pricing is introduced to tackle congestion on the trunk road network at the most congested times and places.

These scenarios do not represent Government policy or local authorities' views, and no income from any of these scenarios is assumed in the Plan.

9.13 The impact of these illustrative scenarios on levels of congestion and on CO₂ emissions is shown in charts 9b and 9c.

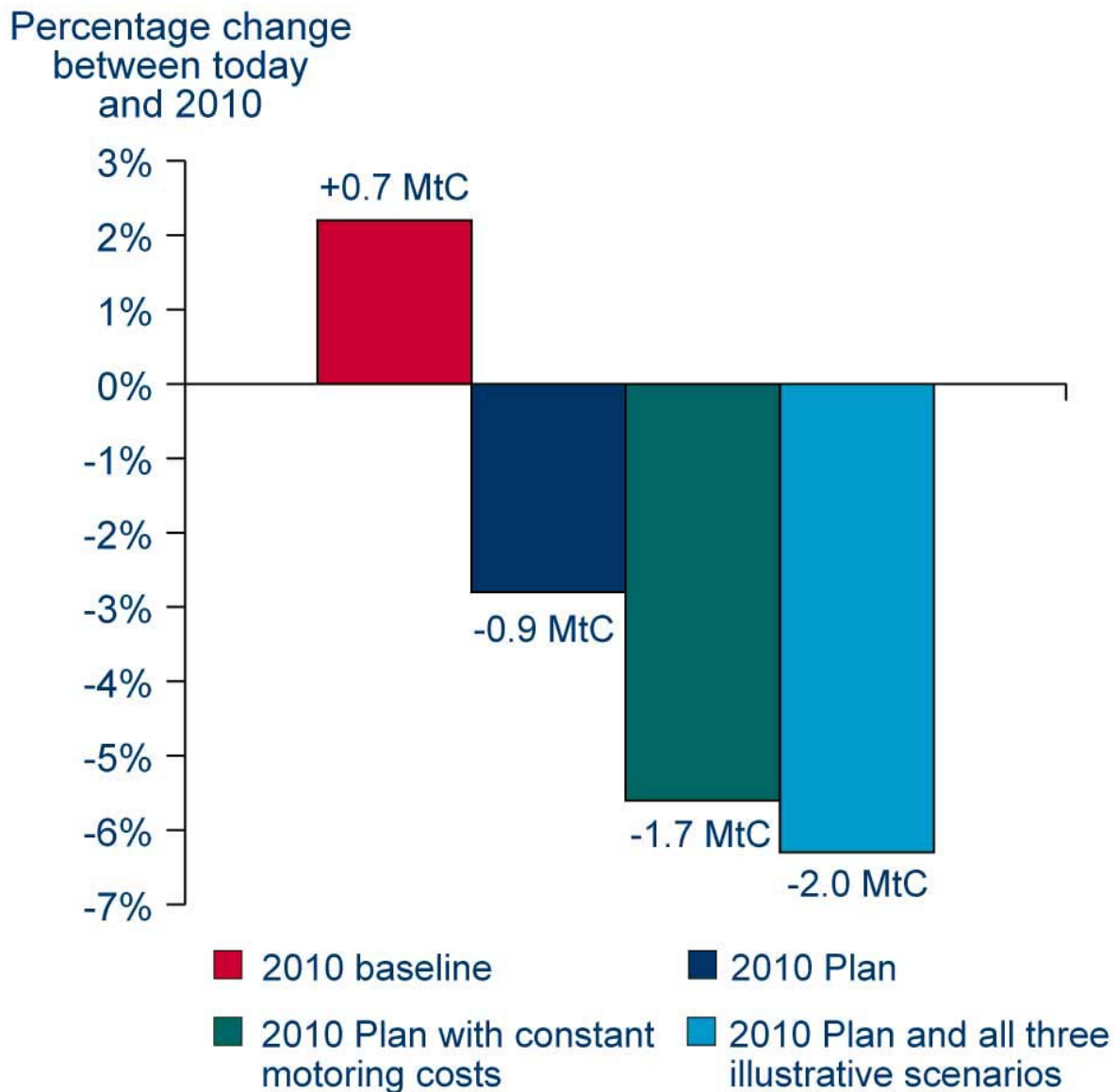
Chart 9b Impact of the Plan and illustrative scenarios on congestion



Roads in large urban areas: includes London

*Includes London

Chart 9c Impact of the Plan and illustrative scenarios on road and rail CO2 emissions



This illustrates the potential for an additional 1.1 MtC saving, compared with the Plan saving of 5.6 MtC by 2010.

9.14 Local authorities will develop policy on the role of congestion charging or workplace parking schemes in the context of their local transport plans and regional transport strategies. The appropriate level of fuel duties will be determined on a Budget by Budget basis taking account of the Government's economic, social and environmental objectives. Any real increases in fuel duty will be hypothecated and targeted to improve transport.

9.15 We do not intend to take a decision on the role of charging in reducing congestion on the inter-urban road network until a number of conditions have been met. First, we shall need to take account of the conclusions of the multi-modal studies. We will also want to be satisfied that charging would not create problems of excessive diversion onto unsuitable roads, and that appropriate standards can be achieved for electronic systems. Primary legislation would be required and it would then take a number of years before full electronic charging schemes could be implemented because of the need to equip a large part of the vehicle fleet with the technology. If we decide that there is a case for introducing charging on congested parts of the inter-urban network, the proceeds would be used to benefit transport.

Chapter 10 - monitoring

Monitoring and review

10.1 The Plan sets out a better future for transport over the next ten years. It provides resources for improvements which will be delivered through the actions and decisions of many different agencies, public and private. But it will need to be followed through.

10.2 We will monitor closely the performance of the agencies involved in delivering the objectives and outcomes set out here and take regular stock of progress (see box). Targets and indicators, against which progress will be measured, are summarised in Annex 2. It is likely that in some cases these will be supplemented by more specific targets set at regional or local level, or for particular agencies.

Monitoring performance

Key mechanisms for monitoring progress in the delivery of new investment will include:

- performance indicators and targets in the Highways Agency's and other government transport agencies' business plans and annual reports
- the SRA's rail strategy and its monitoring of the performance of train operating companies, the regular publication of surveys of passenger satisfaction and performance on punctuality and reliability
- the Rail Regulator's performance targets for Railtrack
- local authorities' performance through their annual reports (starting in 2001) on progress with local transport plans and the outcomes of Best Value reviews.

10.3 We will also ensure that the Plan continues to provide the most cost-effective and efficient means of delivering our transport strategy, and that it takes account of new pressures and developments. We will therefore review the Plan periodically. It is likely that the first reappraisal will take place at the time of the next Government spending review. The Environment, Transport and Regional Affairs Committee will wish to consider the Plan, as part of its scrutiny of the DETR's expenditure, administration and policy. To provide additional independent scrutiny, we are asking the Commission for Integrated Transport to report regularly on progress against the objectives and outcomes that the Plan sets out, and to identify what, if any, further policy measures would help to secure them.

Research and evaluation

10.4 We will strengthen the strategic direction of the Government's transport-related research so that our policies are informed by the best evidence available, drawing on experience in this country and abroad. We will promote new technology and best practice. We will carry out evaluation - of our policies, programmes and projects - to support the review process. New work will include improving the assessment of impacts, and further development of our modelling capability, including the National Road Traffic Forecasting model, to provide a fully multi-modal approach.

10.5 CfIT have carried out a [survey](#)^[36] of public opinion on the transport system and plan to repeat this regularly as one way of measuring the overall impact of the Plan. They will also be carrying out further work on European benchmarking and best practice, as part of a wider programme of studies relating to the delivery of a modern, integrated transport system for this country.

36 CfIT Report on Public Attitudes to Transport, July 2000.

Conclusion - serving people better

The Plan will modernise and reform transport in this country. Over the next ten years, our proposals will provide:

- an integrated response to the problems of congestion and pollution that detract from our quality of life and our future economic well-being
- a significant increase in public and private investment through a further development of public and private partnerships
- the targeting of increased resources across rail, road and public transport to deliver real improvements which make transport more effective and attractive for everyone.

Traffic congestion - which people see as the biggest single problem - will be reduced by improving public transport, at both local and national levels, and then by making better use and enhancing the road network.

We will harness new technologies - for example to improve the management of our transport systems and to provide new ways of giving people the information they need to plan, book and make a journey.

In summary, our proposals provide for a level of investment that in broad terms will deliver by 2010:

For everyone ...

- more investment in the transport priorities of each region, to support their long-term planning and economic development strategies
- higher quality and safer public transport services, better integration between them, and more emphasis on customer satisfaction
- a modern and integrated transport information and ticketing system, available on the Internet and covering multi-modal journeys
- a reduction in the impact of transport on the environment, at both local and global levels
- a 40% reduction in the number of people killed or seriously injured in road accidents
- public transport services that are more accessible and easier to use for disabled and older people
- half fare or better on the buses for elderly and disabled people
- direct electronic access to government services, including vehicle licensing

For people in towns and cities ...

- a large fall in traffic congestion in our largest cities, and reductions in the projected growth in smaller urban areas
- up to 25 new light rail lines in major cities and conurbations
- major bus infrastructure (including guided bus) schemes in many of our cities and larger towns
- up to 100 new park and ride schemes
- a new Urban Bus Challenge fund to improve links to isolated urban estates
- much higher quality bus services, and a 10% growth in use
- improved local traffic management, better maintained and safer roads

- around 100 major local road schemes, including some 20 local bypasses
- safer environments for walking and cycling, leading to substantial increases in both activities
- improved air quality in the worst affected places

For people in rural areas ...

- around 100 major local road schemes, including some 50 bypasses, bringing safety and environmental improvements
- improved access to public transport, with a one-third increase in the proportion of rural households living within a ten minute walk of an hourly bus service
- more flexible transport services, including voluntary and community transport and taxi buses, tailored to local needs, including the needs of disabled people
- better maintained and much safer roads

For people and goods travelling long distances ...

- congestion on the inter-urban road network reduced to below current levels by 2010 despite traffic growth
- a major improvement in rail services, raising standards of service and punctuality and reliability across the network, and increasing passenger rail use by 50%
- completion of the Channel Tunnel Rail Link and major enhancements to the East and West Coast Main Lines, bringing quicker journey times
- completion of other new rail schemes, including Thameslink 2000
- gauge and capacity enhancements on freight routes to major ports, such as Felixstowe
- 80% growth in rail freight volumes
- complete installation of the Train Protection and Warning System across the network and full automatic train protection on higher speed passenger lines
- modern trains and station improvements
- completion of all 40 trunk road schemes in the Targeted Programme of Improvements
- widening and junction improvement schemes to tackle congestion bottlenecks and improve safety on the trunk road network
- better traffic management and real-time information for motorists
- around 30 trunk road bypasses
- trunk road network maintained in optimum condition

For people travelling in London ...

- improved quality of service on the Underground with less overcrowding
- improved commuter rail services, less overcrowding and reduced delays
- completion of Thameslink 2000 and East London Line extensions.

together with a substantial package of investment to underpin the Mayor's transport strategy that could, for example, deliver:

Transport Ten Year Plan 2000

- 'Quality Plus' services on all major bus corridors, improved bus frequencies and enhanced off-peak services
- extension of smartcard ticketing to the Docklands Light Railway and Croydon Tramlink, on top of existing plans for Underground and bus
- a major new East-West rail link, such as CrossRail, adding 15% to rail and tube capacity in central London
- new East Thames crossings for road and rail and other schemes to improve access to Thames Gateway and other regeneration areas
- extension of the Docklands Light Railway to London City Airport and at least two other tram/guided bus schemes
- the infrastructure for a congestion charging scheme in Central London
- street management and local transport initiatives, including 'World Squares', completion of the London Cycle Network, safety schemes and other improvements to the road network
- widespread town centre and local area improvements.

Our proposals offer a positive vision for transport in the future. Our 10 Year Plan will drive change in modern transport and offer increased choice. We are driving through a programme of reform and modernisation to establish a transport system fit for the 21st century. A transport system which will meet people's needs, and match the aspirations of individuals, families, communities and businesses. A Plan - Transport 2010 - to benefit all of Britain.

Annex 1 - investment figures

Table A1: Spending review 2000 plans: 2001/02 - 2003/04

<i>(£ millions, outturn prices)</i> [1]	2000/01	Spending review plans			3 Year totals
		2001/02	2002/03	2003/04	
Total [2]	4895	6056	7508	9329	22893
<i>of which:</i>					
Capital	2332	3258	4520	6181	13959
Resource	2563	2798	2987	3148	8933
<i>of which:</i>					
Strategic Roads	1510	1632	1803	1925	5359
Local	1174	1788	2086	2319	6193
Railways[3]	1471	1607	2322	3570	7499
London[4]	564	826	1071	1284	3181
Other Transport[5]	177	204	225	232	661

Table A2: 10 Year Plan - Total public and private investment and public expenditure by transport mode: 2001/02 - 2010/11

<i>(£ billion, rounded, outturn prices)</i> [1]	Public investment	Private investment	Total	Public resource spend[6]	Total
Roads (Strategic, Local and London)	26.7	5.0	31.7	27.4	59.1
Railways[3]	14.7	34.3	49.1	11.3	60.4
Local Transport excl roads	8.4	6.6	15.0	10.8	25.8
London excl roads[4]	5.3	10.4	15.7	4.9	20.5
Other Transport[5]	0.7	n/a	0.7	1.5	2.2
Unallocated	9.0	n/a	9.0	n/a	9.0
Charging income[7]	n/a	n/a	n/a	2.7	2.7
Total	64.7	56.3	121.0	58.6	179.7

Table A3: Historic and planned future public expenditure and private investment

<i>(£bn, rounded, outturn prices)[1]</i>	1991 / 1992	1992 / 1993	1993 / 1994	1994 / 1995	1995 / 1996	1996 / 1997	1997 / 1998	1998 / 1999	1999 / 2000	2000 / 2001	2001 / 2002	2002 / 2003	2003 / 2004	2004 / 2005	2005 / 2006	2006 / 2007	2007 / 2008	2008 / 2009
Public Investment Expenditure[8]	4.3	4.9	4.9	4.8	4.6	3.2	2.8	2.3	2.7	2.8	3.3	4.5	6.2	6.4	6.6	6.8	7.3	7.5
<i>of which: Strategic roads</i>	1.4	1.4	1.5	1.5	1.3	1.1	0.9	0.8	0.7	0.9	1.0	1.1	1.2	1.2	1.1	1.3	1.5	1.7
Rail	1.3	1.5	1.2	1.2	1.0	0.0	0.0	0.0	0.1	0.1	0.3	1.0	2.3	2.1	2.7	2.4	1.2	0.9
Local transport	0.8	0.9	0.9	0.8	0.8	0.6	0.6	0.4	0.5	0.8	1.3	1.5	1.7	1.9	1.9	2.1	2.2	2.2
London	0.8	1.0	1.2	1.3	1.4	1.4	1.2	1.0	1.2	1.0	0.6	0.8	0.9	0.9	0.7	0.7	0.7	0.7
Other transport areas	0.0	0.1	0.1	0.0	0.0	0.0	0.1	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Unallocated	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.3	1.7	1.9
Public Resource Expenditure[9]	3.6	4.0	3.5	4.8	4.6	4.6	4.7	4.9	5.2	5.3	5.5	5.7	5.9	6.1	6.3	6.6	6.7	7.0
<i>of which: Strategic roads</i>	0.2	0.2	0.2	0.2	0.2	0.2	0.3	0.3	0.5	0.5	0.6	0.7	0.7	0.8	0.9	0.9	1.0	1.0
Rail	0.7	0.9	0.6	1.8	1.7	1.8	1.8	1.7	1.5	1.4	1.4	1.3	1.3	1.4	1.4	1.5	1.5	1.6
Local transport	2.1	2.2	2.1	2.3	2.2	2.2	2.1	2.3	2.5	2.6	2.8	2.9	3.0	3.0	3.1	3.2	3.3	3.4
London	0.5	0.6	0.5	0.4	0.4	0.4	0.4	0.4	0.4	0.6	0.6	0.7	0.7	0.8	0.8	0.8	0.8	0.8
Other transport areas	0.1	0.0	0.0	0.1	0.1	0.1	0.1	0.1	0.3	0.1	0.1	0.2	0.1	0.1	0.2	0.2	0.2	0.2
TOTAL PUBLIC EXPENDITURE[10]	7.9	8.9	8.4	9.7	9.1	7.8	7.4	7.2	7.8	8.1	8.8	10.2	12.1	12.5	13.0	13.4	14.0	14.5
<i>of which: Strategic roads[11]</i>	1.6	1.7	1.8	1.7	1.5	1.3	1.2	1.2	1.2	1.4	1.6	1.8	1.9	2.0	2.0	2.2	2.4	2.7
Rail[12]	2.0	2.4	1.8	2.9	2.7	1.8	1.8	1.7	1.6	1.5	1.6	2.3	3.6	3.5	4.0	3.9	2.7	2.5
Local transport[13]	2.9	3.0	3.0	3.2	3.0	2.8	2.6	2.8	3.0	3.4	4.1	4.4	4.7	4.9	5.0	5.3	5.5	5.6
London[14]	1.3	1.7	1.6	1.7	1.8	1.8	1.6	1.4	1.7	1.6	1.2	1.5	1.7	1.7	1.5	1.5	1.5	1.5
Other transport areas[15]	0.1	0.1	0.2	0.1	0.1	0.1	0.1	0.1	0.3	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2
Unallocated	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.3	1.7	1.9
PRIVATE INVESTMENT	0.2	0.3	0.3	0.4	0.6	1.8	2.5	2.8	3.5	4.0	5.1	5.3	5.5	5.6	5.5	6.1	6.2	6.0

Transport Ten Year Plan 2000

<i>of which:</i> Strategic roads	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.2	0.0	0.0	0.2	0.2	0.2	0.2	0.3	0.4	0.4	0.3
Rail	0.0	0.0	0.0	0.1	0.1	1.2	1.7	2.0	2.8	3.5	3.7	3.7	3.8	4.0	3.2	3.1	3.1	3.2	
Local transport	0.2	0.2	0.2	0.2	0.3	0.4	0.5	0.5	0.4	0.4	0.6	0.7	0.8	0.9	1.0	1.0	1.1	1.0	
London[15]	0.0	0.0	0.0	0.0	0.1	0.1	0.1	0.1	0.2	0.1	0.7	0.7	0.7	0.6	1.0	1.4	1.6	1.5	
Public expenditure supporting private investment	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.2	0.2	0.2	0.2	0.3	0.4	0.6	0.9	1.1	1.3	
Public spending from local[15] charging revenue	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2	0.3	0.4	0.4	0.5	

1 Figures may not total due to rounding.

2 Excludes the current level of local transport Revenue Support Grant (RSG) (£2.7bn), but includes £13m/£80m/£133m additional spend over the spending review period on concessionary fares, locally subsidised bus services and local road maintenance, which will be provided as RSG. Includes £0m/£49m/£71m spending funded from the assumed continuation of the Dartford Toll scheme.

3 Includes the proceeds of BR asset sales £25m/£10m/£5m.

4 For reasons of commercial confidentiality relating to the PPP negotiations, these spending figures do not include projections of London Underground's future cash flow, including provision for ongoing grant. However, these will be taken into account in setting the Government's Reserve.

5 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.

6 To avoid double counting, resource spend excludes direct revenue support for private investment.

7 Public expenditure funded from changing income is assumed to be resource expenditure. The Mayor and local authorities may choose to spend all or some as capital.

8 Investment includes new capital investment and renewals.

9 Resource (or current) expenditure includes public sector administration costs, maintenance expenditure and revenue support for private investment, but excludes capital charges.

10 Total public expenditure excludes £2.7 billion of spending funded from net charging income, which is shown separately above. Public expenditure includes spending funded from the assumed continuation of the Dartford Toll scheme.

11 The mix of resource and capital public expenditure on strategic roads for the period 1991/92 to 2000/01 has been partially adjusted to reflect the introduction of Resource Accounting and Budgeting.

12 Railways public investment in past years comprises direct capital investment by public corporations, and companies (i.e. BR together with Railtrack, Union Railways and European Passenger Services before they were privatised). Public resource expenditure figures for years preceding the completion of rail privatisation are not directly comparable with those for 1997/98 onwards. Until 1993/94, figures reflect the pre-privatisation structure of the the industry. Figures for 1994/95 to 1996/97 are estimates of the underlying public resource expenditure in those years excluding privatisation effects such as proceeds.

13 Includes transport-related RSG as resource expenditure. In practice some of this expenditure may be capital expenditure. Excludes transport investment funded from other local revenue sources.

Transport Ten Year Plan 2000

14 London figures include local transport capital and RSG expenditure in London Boroughs and estimates of expenditure on Highways Agency roads transferred to the GLA. London includes total capital investment by London Transport. Figures in 1999/00 and 2000/01 include spending necessary to complete the Jubilee Line extension.

15 The public resource figures include a one-off payment in respect of the National Bus Company claims settlement in 1999/00.

16 The Plan total of £179.7bn includes Total Public Expenditure, Private Investment and spending funded from local charging, but excludes direct revenue support from private investment.

Annex 2 - targets and indicators

The Department's objective is to promote modern and integrated transport for the public and industry and to reduce the impact of transport on the environment.

The Plan will deliver or contribute to the achievement of the following targets in the DETR's Public Service Agreement:[1]

- to reduce **road congestion** on the inter-urban network[2] and in large urban areas in England below current levels by 2010 by promoting integrated transport solutions and investing in public transport and the road network
- to increase **rail** use in Great Britain (measured in passenger kilometres) from 2000 levels by 50% by 2010, with investment in infrastructure and capacity, while at the same time securing improvements in punctuality and reliability[3]
- to increase **bus** use in England (measured by the number of passenger journeys) from 2000 levels by 10% by 2010, while at the same time securing improvements in punctuality and reliability
- to double **light rail** use in England (measured by the number of passenger journeys) by 2010 from 2000 levels
- to cut journey times on **London Underground** services by increasing capacity and reducing delays. Specific targets will be agreed with the Mayor after the Public Private Partnership has been established
- to improve **air quality** by meeting our National Air Quality Strategy targets for carbon monoxide, lead, nitrogen dioxide, particles, sulphur dioxide, benzene and 1-3 butadiene
- to reduce **greenhouse gas** emissions by 12.5% from 1990 levels, and move towards a 20% reduction in carbon dioxide emissions by 2010
- to reduce the number of people killed or seriously injured in Great Britain in **road accidents** by 40% by 2010 and the number of children killed or seriously injured by 50%, compared with the average for 1994-98.

Summary of other 10 Year Plan targets and indicators:

Rail

- a significant increase in **rail freight's** share of the freight market by 2010. We believe it ought to be possible to increase market share to 10% by 2010 from 7% now - an 80% increase in rail freight - provided the rail freight companies can deliver improvements in performance and efficiency.

We will monitor rail passenger satisfaction.

Local transport

- by 2010, to triple the number of **cycling** trips compared with a 2000 base[4]
- to achieve a one-third increase in the proportion of households in **rural areas** within about 10 minutes[5] walk of an hourly or better bus service by 2010

Industry targets announced at the Bus Summit (November 1999) and which will be reviewed in 2001:

- Bus reliability: by June 2001, no more than 0.5% of services cancelled for reasons within operator's control
- Bus fleet: bring down average age of buses to eight years by June 2001.

We expect local authorities to set targets for bus punctuality in their local transport plans during the period covered by their first full LTPs. We will monitor bus passenger satisfaction.

London

- Rail overcrowding: reduce overcrowding to meet the sSRA standards by 2010^[6].

Passenger satisfaction with London Underground services will be monitored.

Roads

- maintain our strategic road network in optimum condition
- provide sufficient resources to local authorities to halt the deterioration in the condition of local roads by 2004 and to eliminate the backlog by the end of the Plan period.

For local roads, we will work with local authorities on the development of benchmark profiles for reducing congestion on different types of local roads, and publish a report on the feasibility of such benchmarks by autumn 2001. The benchmark profiles would relate to different areas and reflect different local needs.

Other

We will monitor changes in:

- Modal share for passenger journeys covering car, public transport modes, cycling and walking
- Freight intensity: change in overall freight traffic and lorry traffic relative to GDP.

The Plan has been appraised against sustainable development objectives and a summary of this is set out in the background analysis. Our research programme will make proper provision for policy and programme evaluation. Investment in schemes will be assessed on a case by case basis using the New Approach to Appraisal (NATA), which summarises transport problems and solutions against environmental impact, safety, economy, accessibility and integration.

1 Departmental Public Service Agreements link the allocation of public expenditure to published targets with the aim of delivering modern, responsive public services.

2 This is the inter-urban trunk road network operated by the Highways Agency.

3 In replacing existing franchises, the shadow Strategic Rail Authority (sSRA) is seeking commitments from bidders for substantial improvements in punctuality and reliability. Targets will be set in the light of the sSRA's negotiations with bidders.

4 This is a rebasing of the National Cycling Strategy target of quadrupling cycling trips by 2012 on a 1996 base, a target which will also be retained.

5 This represents an increase from 36% to 48% of rural households within 13 minutes walk of an hourly or better bus service.

6 Rush hour overcrowding is measured annually on the ten London commuter TOCs. All passengers are expected to have seats for journeys of over 20 minutes. For shorter journeys, a train would usually count as being overcrowded when more than 30% of passengers are standing.

Annex 3 - investment and charging assumptions

1. This Annex explains the assumptions that have been used to estimate the level and phasing of private investment over the Plan period. It also covers the assumptions that have been made about revenue from congestion charging in London and in other areas.

Private investment

2. Delivering the levels of investment necessary to modernise transport in this country requires a partnership between public and private sectors. The Plan estimates that total private sector transport investment over the ten-year period will reach £56 billion. The assumptions that we have made are set out here by spending mode. But in general:

- where investment decisions are taken wholly by the private sector with little or no direct subsidy from Government, the estimates are those of an industry body or reflect actual orders placed
- where investment decisions are taken jointly by the private and public sector with direct subsidy from the Government, the estimates reflect assumptions about the levels and mix of public and private investment.

3. In each case the mix and profile of public and private investment will be subject to change as specific projects emerge from the railways refranchising process and the SRA's Strategy, Local Transport Plans, the Mayor's Transport Strategy and multi-modal studies. All public investment will be assessed fully using our New Approach To Appraisal.

Railways

4. Total railways investment over the next ten years is expected to be around £49 billion, of which £34 billion is expected to be private investment. Our analysis assumes that around 60% of new investment required to deliver increased passenger capacity will be funded from fare revenue as passenger numbers rise (assuming that regulated fares continue to fall by 1% per annum in real terms). The public support for the remaining proportion will be provided as a mix of revenue support payments and capital support from the Rail Modernisation Fund.

5. The breakdown of the total investment is broadly:

- £38 billion of enhancement and renewals investment for passenger services. This estimate reflects an assessment by the Department and the sSRA of the enhancement projects proposed in Railtrack's 2000 Network Management Statement. It includes enhancement investment planned for the West Coast Mainline, CTRL, Thameslink 2000 and the East London Line extensions, and estimates of the further enhancement investment likely to emerge from the refranchising process
- £7 billion investment in new and replacement rolling stock. This forecast takes into account expected growth in the railways over the ten years, known orders placed by train operating companies, and also assumes that replacement of existing rolling stock continues in the second half of the Plan
- £4 billion investment in rail freight, including investment in gauge enhancements, new terminals, new rolling stock and capacity sufficient to meet a projected 80% increase in rail freight volumes by 2010.

Local transport

6. The Plan includes £9 billion of private investment in local public transport and roads. Our assumptions in putting together these estimates are as follows:

- £5 billion of private investment in buses and coaches. These estimates have been taken from information provided by the Confederation of Passenger Transport (CPT). They reflect increases in patronage expected as a result of the bus infrastructure investment expected in Local Transport Plans
- Around £1.3 billion, about 50% of the assumed total investment in light rail projects, is expected to be provided from local authorities, developer contributions and from the concession value of schemes. Some of the local authority contribution is expected to fall outside of the Plan period. Actual spend will depend on the particular schemes that come forward in Local Transport Plans. Depending on the procurement method, central government support will be provided either as capital grants or loans to local authorities or in the form of revenue support for private investment.

7. The Plan also provides for increases in local transport investment through Private Finance Initiative (PFI) schemes. The annual value of transport PFI investment is assumed to rise to £200 million by 2003/04 and to £500 million by the end of the period. No assumptions are made about the types of project that will be carried out under PFI schemes. However, these could include investment in bus infrastructure, light rail, road schemes, road maintenance, and street lighting. The assumptions have been informed by discussions with Public Private Partnerships Programme Limited ('the 4Ps').

London Underground PPP

8 The PPP for the Underground is expected to deliver a total of around £8 billion of new investment (and £5 billion of maintenance spending) by the private sector infrastructure companies by 2015. This is an estimate of the investment necessary to deliver the required improvements in capacity and performance, and has been provided by London Underground and their financial advisers (PriceWaterhouseCoopers). A firmer estimate of the level and phasing of investment will be available once the infrastructure service contracts have been awarded. For reasons of commercial confidentiality relating to the PPP negotiations, our spending figures do not include projections of London Underground's future cash flow, including provision for ongoing grant. However, these will be taken into account in setting the Government's Reserve.

London (excluding the Underground PPP)

9. Decisions about the projects and the procurement methodology for investment in London transport infrastructure are for the Mayor. However, there is a broad level of agreement as to the priorities for investment. The Plan assumes private investment in London⁷ as follows:

- an east-west rail link is assumed to be financed by the private sector. In advance of a detailed economic appraisal of the options it is difficult to provide an accurate estimate of the cost of this project. We have included almost £3.5 billion as a broad indication of the cost of the infrastructure and new rolling stock. Public support is assumed to be provided in the form of revenue support following completion of the investment, but will depend on the precise project and on negotiations with the rail industry. London public expenditure includes a total of £154 million for preparation costs in 2001/02 to 2003/04. Depending on how the project is taken forward, this spending may be reallocated to the SRA
- light rail projects are assumed to be public private partnerships. Based on the Croydon Tramlink, the private sector is assumed to contribute around a third or more of the cost of such projects. Decisions about the mix and form of public funding (from London boroughs and the Mayor) will vary according to the project
- extensions to the Prestige smartcard ticketing project are assumed to be a PFI scheme.

Multi-modal studies and roads

10. The Plan provides the resources to fund the outcome of the multi-modal and roads-based studies. The outcome is likely to be a mixture of improvements to road, rail and other public transport

infrastructure or services. On roads, the level of resources identified in the Plan would be sufficient to fund a targeted programme of road widening of around 5% (360 miles) of the trunk road network. The Plan assumes that around 25% of new investment by value will be funded by the private sector using Design, Build, Finance and Operate contracts. Combined with private finance projects already in the pipeline this gives total private investment of £2.6 billion. Other types of transport solutions could be expected to involve a similar proportion of private finance.

Local and London charging

11. The Plan assumes that London and a number of local authorities introduce local congestion charging or workplace parking levy schemes from 2004/05 onwards. The net revenues are separately identified in Annex 1 and include:

- £1.5 billion in London. Actual numbers and timing will depend on decisions taken by the Mayor as part of his transport strategy. He is currently aiming to introduce congestion charging before the date assumed in the Plan
- £1.2 billion income to local authorities in the rest of England. This assumes that 8 of our largest towns and cities introduce congestion charging schemes and a further 12 bring in workplace parking levies. This is assumed to be spent on a mix of local public transport and road investment. It excludes charging revenue assumed to cover local authority contributions to light rail projects of around £200 million.

7 London bus and coach investment is included within the CPT estimates for local transport. These figures also exclude rail investment in London other than the proposed east-west rail link.

Annex 4 - facts and figures

Local roads

Total length of network (km)	274,500
Traffic: cars (billion vehicle km)	216
Traffic: lorries (billion vehicle km)	8
Safety: total killed and seriously injured	32,956
Safety: children killed and seriously injured	4,854

Motorways and trunk roads

Total length of network (km)	10,500
Traffic: cars (billion vehicle km)	105
Traffic: lorries (billion vehicle km)	16
Safety: total killed and seriously injured	5,189
Safety: children killed and seriously injured	306

Rail network*

Total route length of network (km)	16,600
Total passenger rolling stock (units)	10,400
Number of passenger trains run daily	18,600
Patronage: passengers (billion passenger km)	38.3
Freight moved (billion tonne km)	18.4
Reliability (% of trains run against timetable)	98.8
Punctuality (% of trains arriving on time)	91.9
Satisfaction (% of passengers fairly or very satisfied)	76

London Underground

Total length of network (km) 408	408
Capacity (million passenger km) 7,171	7,171
Patronage (million passenger journeys) 927	927
Reliability (% of scheduled km run) 94.3	94.3
Satisfaction (% satisfied with train service)	75

Light rail

Number of cities with systems	5
Number of lines	8
Kilometres of track	194

Transport Ten Year Plan 2000

Patronage (million passenger journeys)	90
Buses and coaches	
Number of vehicles in fleet	67,600
Local bus patronage (million passenger journeys)	3,720
Local bus services (million km run per day)	5.94
Non-local bus services including coaches (million km run per day)*	4.54
Modal share (% of journeys)	
Walk	27
Cycle	2
Car	61
Local bus	6
Rail including London Underground	2
Other (includes taxi, motorcycle, coach and air)	2
Modal share for freight (% of total tonne km)*	
Road	65
Rail	7
Water	23
Pipeline	5
Environment	
Air quality (average number of days per site of moderate or higher air pollution in urban areas)	30
Carbon dioxide emissions from surface transport (million tonnes of carbon)	37

Notes: all figures are for England unless otherwise stated; * denotes figure for Great Britain and UK.

All figures are based on the latest available data.