

6 September 2000

The Government's Ten Year Transport Plan

Report of the County Environment Director

Recommendations: It is recommended that:

(a) the Committee welcomes the increase in overall funding available for transport outlined in the Ten-Year Transport Plan;

(b) the County Council's position Statement as set out in Appendix III to this report be agreed for forwarding to the Government Office for the South West.

1. Summary

This report summarises the key features of the Government's Ten-Year Transport Plan and some of the main implications for Devon.

2. Background

On 18 July the Government announced, in its Comprehensive Spending Review, substantial increases in public sector resources over the next three years from April 2001. Transport capital received a 20% increase per annum in funding. Closely linked funding areas such as the economy and rural issues also received significant increases. Other examples with implications for travel needs and accessibility included support for rural post offices.

Further detail on the funding for transport was given in the Government's Ten-Year Transport Plan, published on 20 July, setting out the anticipated levels and sources of funding. This builds upon the White Paper on the Future of Transport published in July 1998 by providing more detail on the measures and their funding.

Across the country as a whole, the total level of private investment and public expenditure in transport over the ten years is envisaged to be £180 billion broken down into:

Public investment	£64.7bn	36%
Private investment	£56.3bn	31%
Total	£121.0bn	67%
Public resource/revenue	£58.6bn	33%

Total

£179.7bn

The total public and private capital investment represents an increase of almost 75% in real terms compared with the last ten years. However public funding is not guaranteed beyond the period of the Comprehensive Spending Review. Similarly, private sector funding (including rail and bus) will be subject to commercial decisions, except where contractually obliged through rail franchises. Public resource (or current) expenditure includes public sector administration costs, maintenance expenditure and revenue support for private investment. A breakdown of the anticipated spending allocations is contained in Appendix I.

The main focus of the plan is on reducing congestion to below current levels (outside London). As part of this the DETR expects the plan to deliver a 51% increase in passenger rail use and an 80% increase in rail freight by the end of the decade. Bus patronage should grow by 10% and carbon dioxide emissions from transport should fall by 3%. A 40% reduction in the number of people killed or seriously injured in road accidents is anticipated.

The plan contains a wide range of measures and investment. Further detail on the plan as whole can be found on the Internet at www.detr.gov.uk/trans2010/index.htm.

3. Implications for Devon

Some of the key points affecting Devon are outlined below. Appendix II includes a table showing an indicative timetable of when the Government anticipates achieving certain measures.

Capital investment delivered through Local Transport Plans in 2001/2002 will rise by 77% compared to this year, including major schemes, principal road maintenance and integrated transport.

Buses and Packaged Investment

Statutory quality bus partnerships being progressed through the Transport Bill will help to deliver new buses and infrastructure, information systems, better interchange and waiting facilities and priority measures. Devon will need to carefully assess the impacts on existing and future quality partnerships. The balance between public and private investment will need to maximise private investment through close co-operation with public transport operators. In particular, Devon will be competing with other parts of the South West and the rest of the country for this investment by bus operator groups, for example for new or improved vehicles.

It is not yet clear whether the new Urban Bus Challenge fund included in the plan could benefit Devon. DETR suggest that it will be targeted at the most deprived and isolated communities. The amount of funding has not been finalised.

There will be additional support for rural bus services through increases in the Rural Bus Subsidy Grant. DETR will be offering longer-term core funding for proven rural transport schemes whilst continuing to foster innovation. This will include significantly increased support for more flexible rural transport. There will be additional funding for other types of service, including those run by the voluntary sector, community projects (e.g. social car and community bus schemes) and flexible, innovative schemes such as taxi-based services. Constraints on the development of flexibly routed services will be relaxed or removed.

Rural bus and community transport services are a particularly important element of the transport strategy for Devon. It is not yet clear how this additional funding will be allocated, particularly for community transport. It is however likely to be closely linked with Local Transport Plans. Nationally, the government expects to achieve a 10% increase in bus passenger journeys by 2010 and a reduction in the average age of the bus fleet to eight years by 2001. Also by 2010 it aims to achieve a one-third increase in the proportion of rural households within a ten-minute walk of an hourly (or better) bus service. This has implications for monitoring Devon's Local Transport Plan.

There is a strong emphasis on new park and ride schemes, with up to 100 being introduced across the country by 2010. Both Exeter and Barnstaple could benefit from this. The plan re-emphasises the importance of good design and appropriate location for sites. The increased funding for Local Transport Plans will also support continued investment in packages of integrated measures including walking and cycling facilities, traffic calming, traffic management, Safe Routes to School and parking controls. As part of this the plan sets a target to treble the number of cycling trips from the 2000 level by 2010. It also aims to achieve a 40% reduction in the number of people killed or seriously injured in road accidents by 2010, rising to 50% in respect of children.

New Roads and Road Maintenance

Over half the local transport allocation will be used to eliminate the backlog in local road and bridge maintenance, complete the bridge strengthening programme and replace life-expired street lighting. This has been highlighted as a particular concern during the consultation on Devon's Local Transport Plan. At this stage it appears that the road maintenance element applies to principal roads only, *not* other local roads which will continued to be funded through the SSA. This is disappointing given the importance of the non-principal roads (including footway maintenance) in Devon for pedestrians and cyclists. The SSA is only expected to increase by approximately the inflation rate for the next three years. However, after this period the local government funding structure will change significantly. The national targets for [principal] local roads are to halt the deterioration in condition by 2004 and eliminate the maintenance backlog by 2010.

The plan suggests that 200 major local road improvements including 70 bypasses could be funded over the ten-year period. This could affect the

potential bypass schemes in Devon including the Barnstaple Western Bypass and Kingskerswell and Crediton bypasses. This figure only applies to major schemes over £5m. Other road improvements below this figure would need to be funded through the Local Transport Plan settlement. All major schemes will still need to meet the Government's objectives through the New Approach To Appraisal (NATA).

The strategic road network (including trunk roads and motorways) benefits from a number of improvements. Over the country as a whole there will be around 80 major schemes costing £5m or more to tackle bottlenecks at junctions and £130m per year for smaller-scale targeted improvements, £90m of which will go towards road safety and congestion hot spots. Major schemes on trunk roads affecting access to and from Devon are the subject of the Multi-Modal Study for the South West. The overall aim of this study is to make recommendations for a long-term strategy to address passenger and freight transport needs within the M4/M5/A303/A30/A38 key transport corridors incorporating the parallel rail routes.

No specific schemes have yet been identified, except where, as in the case of the A303 Stonehenge project, they are in the Highway Agency's Targeted Programme of Improvements. As with major local road schemes, these would all have to be assessed through NATA. The Government is also aiming to cut the average time taken from conception to completion of a major strategic scheme by 30-50%. Quieter surfaces will be implemented over 60% of the network (principally concrete surfaces) including the A30 between Exeter and Honiton.

Rail

For rail, the overall ten-year planned investment totals £60bn with the majority, around £34bn, expected to be brought in by the private sector, principally Railtrack and the train operating companies. The plan includes £15bn of public investment, of which £7bn will be for a new Rail Modernisation Fund. This is intended to lever in private capital. The Strategic Rail Authority's Strategic Plan, due in the autumn, will set out the principles of investment support, with the choice of funding mechanism for each project to be made case by case. The SRA's investment priorities will be steered by discussions with local and regional planning bodies, with a particular focus on improving interchange between rail and other modes. The level of investment from train operating companies will be set through contractual obligations in the refranchising process.

The level of rail investment both within and on networks serving Devon is still therefore relatively unclear, particularly for branch lines such as the Tarka Line, but will become more so as the franchises are awarded. The upgrading of the Great Western Main Line is included although it is not clear how this will affect the direct Berks and Hants route to Devon and Cornwall. Devon mainline services will benefit from investment elsewhere such as the bottleneck in Birmingham. The South West press statement on the Ten Year Plan also highlights improvements to services on the Waterloo-Exeter route.

The Government expects an overall increase in rail patronage of 51% over the ten-year period including an 80% increase on inter-city lines.

The plan will ensure network wide installation of the Train Protection and Warning System by the end of 2003, with full automatic train protection on the high-speed network such as the Great Western Main Line. There will be a new SRA freight grant scheme alongside work with Railtrack to invest in new freight infrastructure and relieve bottlenecks. Subject to the performance of the rail freight industry, the plan suggests that rail freight's share of the market could be 11% by 2010, an increase of 80% from current levels.

Neighbouring Authorities

The higher levels of investment highlighted in the plan will increase the importance of close working with adjacent authorities such as Torbay and Plymouth. Areas such as these generate significant levels of travel in Devon, including journeys by local residents to these employment and service centres. Cross border issues may include the use of the Urban Bus Challenge funding, the Kingskerswell Bypass, investment in rail routes and park and ride sites. Plymouth may be one of the potential new light rail schemes. Many of the issues such as rail will be addressed through Regional Planning Guidance.

4. Implications for the Devon Local Transport Plan

Members will have received copies of "Devon on the Move", the Devon Local Transport Plan 2001-2006 which was submitted to Government by the end of July and approved by this Committee at its meeting on 27 June [reports ED/00/186/HQ and ED/00/197/HQ refer].

Members may have noted that page 70 of the Plan refers to a Position Statement on "*Transport 2010*" and this Committee's agreement to that Statement, which is attached to this report as Appendix III is sought. Subject to Members' views the Position Statement will be submitted to the Government Office for the South West with a request that it be considered alongside the Devon Local Transport Plan.

5. Delivery of Government's Ten-Year Plan

Full details can be found in Appendix II

Year	Key Milestones in Government's Ten Year Plan	Specific Implications for Devon
2000	Strategic Roads: Work under way, to continue over the plan, to lay lower noise surfaces on 60% of trunk road network	A30 Honiton - Exeter
	Local Transport: Resources allocated to five year Local Transport Plans, including list of approved major schemes (£5m+) and block allocation for smaller scale schemes	Decision on Barnstaple Western Bypass
	Other: National public transport telephone enquiry service Traveline launched	

2001	Strategic Roads: reports from first tranche of multi modal studies due	London to South West and South Wales Multi Modal Study
	Local Transport: new Urban Bus Challenge Fund introduced; average age of bus fleet down to 8 years; free bus pass entitles all pensioners and disabled people to half fare or better on local buses; Rural Transport Partnership in each county	
2002	Rail: by December, half of rail fleet either new or refurbished under train operators' investment plans; most shorter franchises replaced including new agreements on service standards and delivery	
2003	Rail: latest date for installation of Train Protection and Warning System across network	
	Strategic Roads: completion of two-year programme of 100 small scale safety and congestion schemes on trunk roads; variable message signs at all strategic decision points and interchanges	
	Local Roads: roads approved in December 2000 start to come on stream	Barnstaple Western Bypass (subject to progress)
	Other: 'Transport Direct' on-line provision of integrated transport information	
2004	Strategic Roads: major junction improvements proposed from multi modal studies start to come on stream	London to South West and South Wales Multi Modal Study
	Local Roads: deterioration of local [principal] road condition arrested	
2005	Strategic Roads: all 40 schemes in Targeted Programme of Improvements either under way or completed, subject to statutory procedures	Schemes on A303 in South West
	Local Roads: new major local improvement schemes start to come on stream	
2006	Rail: extra capacity on Great Western main line	
	Local Transport: new tranche of LTP funding following submission of Local Transport Plans for 2006-2011	Decisions on Kingskerswell and Crediton Bypasses
	Other: all new vehicles to be 50% cleaner than typical 2000 vehicles due to tighter EU emission standards	
2007	Strategic Roads: road widening schemes resulting from multi modal studies begin to come on stream; new bypasses funded by the plan start to come on stream	London to South West and South Wales Multi Modal Study
2008	Strategic Roads: target date for completion of original Targeted Programme of Improvements	Schemes on A303 in South West
2010	Rail: 50% increase in passenger kilometres achieved; 80% increase in rail freight	
	Roads: reduction in congestion on inter-urban trunk roads to 5% below current levels, compared with current forecast growth of 28%; elimination of backlog in local [principal] road maintenance; 40% reduction in number of people killed or seriously injured in road accidents.	
	Local Transport: 10% increase in bus passenger journeys; treble number of cycling trips	

6. Conclusions

The publication of a ten-year plan backed with substantial sources of funding is a welcome step in supporting the more stable and effective planning of transport in Devon. Further progress in many areas such as rail is however subject to further detail and clarification of criteria and decisions. The County Council will need to carefully consider the opportunities for combining different sources of private and public funding by working closely with all partners from an early stage. This will need to be in the context of the Devon Local Transport Plan and Devon Structure Plan.

7. Sustainability Considerations

The Ten-Year Transport Plan provides more suitable time and funding frameworks within which to plan transport investment in conjunction with land use. More sustained investment in alternatives to the car will help to reduce the environmental impacts of increasing levels of travel.

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Electoral Divisions: All

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Appendix I

To ED/00/246/HQ

Appendix II

To ED/00/246/HQ

Appendix III

To ED/00/246/HQ

Devon on the Move

Devon Local Transport Plan 2001 - 2006

Devon County Council Position Statement

The Devon Local Transport Plan and the Government's Ten Year Plan For Transport

1. Introduction

This Position Statement has been prepared in the context of the Devon Local Transport Plan 2001 - 2006 to set out Devon County Council's strategic approach to the Government's new financial policy for local transport.

The County Council notes that the Government's Plan includes a total of £19billion of public investment in local transport over the ten years to 2010. The Council welcomes the further sums that are being made available for capital expenditure through local transport plans and is keen to build on the success of its provisional one year Plan. This Position Statement describes how this would be achieved through the acceleration of key elements of the Devon Local Transport Plan Implementation Programme.

2. Regional Programme

The five year Regional Programme bid of £4.42million is for measures relating to regional walking and cycling networks and regional public transport information. The development of the National Cycle Network is a key element of this Programme and an additional £1.5million over the Plan period for this element of the Regional Programme would enable its development to be brought forward.

3. Countywide Programme

The Countywide Programme consists of three strands:

Highway network management

Highway maintenance and bridge strengthening

Road safety, including local safety schemes

The Government's settlement of £5.877million for 2000/01 for **highway maintenance and bridge strengthening** was a welcome increase from 1999/2000 but is still significantly less than the appropriate level needed to maintain roads in the longer term. This strand of the Countywide Programme would therefore be the focus for additional funding.

The total highway maintenance bid for 2001 to 2006 is £39.425m. This includes a reserve list of 45 schemes that have now been incorporated into the five year programme following the publication of the Government's Ten Year Plan.

Consequently, 82 schemes have been promoted to the reserve list should additional funding become available during the period of the Plan. Completion of these schemes will enable a return to a regime of preventative

maintenance on the majority of Devon's Principal routes and significantly reduce the outstanding maintenance backlog on this part of the network. However, it will be necessary to add to or amend priorities within the programme, particularly in the latter years, to sustain a preventative maintenance regime.

The Bridge Assessment and Strengthening bid for 2001 to 2006 is £5.9m. This allows for the completion of the strengthening works to Shaldon Bridge (2002/2003) and for the completion of the assessment programme for all bridges in the County (2003/2004).

Over the period of the present programme the emphasis on bridges will move away from assessment, strengthening and rebuilding of bridges to the rehabilitation of bridges and strengthening and replacement of retaining walls. At present retaining walls are rebuilt when they fail. With additional funding, a proactive approach could be made with works being planned so that less disruption is caused to the road user.

4. Zones Programme

The Zones Programme focuses on longer journeys made between Devon's Regional and Sub-Regional Centres and market towns. The Programme identifies five Zones:

Dartmoor and Tamar Valley Zone

Exeter Zone

Newton Abbot Zone

Northern Devon Zone

South West Devon Zone

The **Exeter Zone**, with the City of Exeter at its centre, would be the focus for additional investment.

The County Council notes that the Government's objective for travel in towns and cities is to create more attractive public transport alternatives and agrees that co-ordinated programmes of schemes and projects can secure significant benefits for local people.

The Devon Local Transport Plan includes a £16.00million five year Programme for the Exeter Zone that will make a step change in the quality of integrated and sustainable local transport networks for the City of Exeter and its Region. The Programme's Strategy takes a ten year view, based on the Devon Structure Plan: First Review. An additional £5million of capital funding for local transport would enable the acceleration of the delivery of the key priorities listed on page 89 of the Devon Local Transport Plan.

5. Local Areas Programme

The Local Areas Programme focuses on shorter journeys and travel patterns in and around Devon's market and coastal towns together with their rural hinterlands. Its emphasis is on an integrated approach to addressing rural social exclusion and increasing accessibility. The total five year bid for Local Areas of £8.00million is for a realistic and achievable Programme for 2001 - 2006 which focuses on objectives for:

- Walking and cycling
- Public and community transport
- Mobility for people with disabilities
- Enhanced accessibility to address rural social exclusion

The objectives have been identified after consultation with District/County Council Partnership Committees and the Exeter Joint Highways Committee. The Programme of capital investment is being pursued in close collaboration with other funding programmes.

The size and scale of Local Areas lends itself to the development of Community Planning and Community Alliances and the promotion and improvement of economic, social and environmental well-being. Additional funding of £3million would enable the Local Transport Plan to play its full part in improving the quality of life of people in Devon.

6. Major Schemes Programme

The Devon Local Transport Plan major scheme for 2001 - 2006 is the Barnstaple Western Bypass and the Plan bid of £30.42million is to fully fund its implementation.

7. Integrated Rural Transport

The Devon Local Transport Plan will improve access to jobs and services for those without use of a car through increased support for walking, cycling and rail/bus services. The County Council, through its submission for Centre of Excellence Status for Integrated Rural Transport, will continue to foster innovation by building on its acknowledged expertise and partnerships. Additional funding would enable comprehensive implementation of the priority measures identified on pages 73 and 74 of the Devon Local Transport Plan.

8. Summary Table

Devon Local Transport Plan Implementation Programme	Devon Local Transport Plan bid for 2001 - 2006	Suggestions for focus of further funding in response to the Government's Ten Year Plan for Transport
Regional	£4.42million	Additional £1.5million to bring forward

Programme		the development of the National Cycle Network as a key element of the Regional Programme
Countywide Programme	<p>£8.05million for highway network management</p> <p>£39.425million for highway maintenance and £5.90million for bridge assessment and strengthening</p> <p>£4.505million for road safety</p>	The highway maintenance bid includes a reserve list of 45 schemes which were incorporated into the Countywide Programme following publication of the Government's Ten Year Plan.
Zones Programme	£32.00million of which £16million is for the Exeter Zone	Additional £5million of capital funding to enable acceleration of the delivery of the key priorities for the City of Exeter and its Region
Local Areas Programme	£8.00million	Additional £3million to enable the Devon Local Transport Plan to play its full part in improving the quality of life
Major Scheme Programme	£30.42million	The bid for 2001 - 2006 is to fully fund the implementation of the Barnstaple Western Bypass