

Ensuring a Sustainable Transport Future:

*A New Approach to
Regional Transportation*



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Foreword

Transportation is at the very heart of many aspects of our lives.



Transportation is at the very heart of many aspects of our lives. It impacts on our quality of life, our economy and the environment. Growing our economy is the first priority of the Northern Ireland Executive. But it is not a question of choosing one over the others. Rather it is ensuring a proper balance between improving our economic performance, supporting thriving urban and rural communities and protecting our environment.

I want a country where business chooses to locate, which visitors want to come back to, and where people enjoy living. I want to see a transportation network fit for the 21st century.

Modern, mobile lifestyles place an increasing demand on our transportation networks, a demand that is currently met by increased car use. We need to recognise that our high level of car dependency is no longer sustainable.

I believe we should have an integrated, modern, reliable and environmentally efficient transportation network that meets the needs of communities and business. The people of Northern Ireland deserve nothing less.

This New Approach to Regional Transportation outlines the High Level Aims and Strategic Objectives for transportation in Northern Ireland, and the processes we will use to make them a reality.

This move from vision to delivery will need continued co-operation between my Department and its key stakeholders in other Departments, local government, business and industry, and the transport operators. We also need to continue to work with the public if we are to succeed. The end result will be a transportation network that is viable and sustainable and that improves the quality of life for all.

I look forward to achieving the aim of making our transport system one in which we can all be proud.

A handwritten signature in black ink that reads "Danny Kennedy". The signature is written in a cursive style with a long horizontal line extending from the end.

Danny Kennedy MLA
Minister for Regional Development



1. Introduction

1.1 Purpose of this document

This document sets out the Department for Regional Development's new approach to regional transportation and particularly future decisions on investment

Unlike the 2002 Strategy, the new approach does not include details of schemes or projects. Rather, the Department has set three High Level Aims for transportation along with twelve supporting Strategic Objectives, covering the economy, society and the environment. It shows how strategic transportation interventions can be assessed against these to allow informed decisions to be made on future transportation investment.

It will be used to guide decisions on strategic transportation interventions beyond 2015. The Department will continue to implement the current transport plans until their planned expiry and a new Delivery Plan is published.

1.2 Political Context

The Regional Development Strategy 2035 is the Executive's overarching spatial planning strategy and includes Strategic Planning Guidance which promotes greater consideration of where people live and work. The Regional Development Strategy 2035 aims to reduce car dependency and the need

to travel by people living or working in town and city centres, focusing development in urban areas so that people live and work near the services and facilities they require. It also supports the development of technologies such as broadband which would allow more people to work from home.

The new approach to regional transportation complements the Regional Development Strategy and aims to achieve the transportation vision:

“to have a modern, sustainable, safe transportation system which benefits society, the economy and the environment and which actively contributes to social inclusion and everyone's quality of life”

The new approach starts with the assumption that the decision to travel has been made. It seeks to provide the infrastructure and services that will ensure that travel and transport are as sustainable as possible.

1.2 Political Context continued...

The High Level Aims for transport are driven by the Executive's Programme for Government priorities of growing a sustainable economy while building communities and protecting the environment. They also link to the eight aims of the new Regional Development Strategy:

- Support strong, sustainable growth for the benefit of all parts of Northern Ireland;
- Strengthen Belfast as the regional economic driver and Londonderry/Derry as the principal city of the North West;
- Support our towns, villages and rural communities to maximise their potential;
- Promote development which improves the health and well-being of communities;
- Improve connectivity to enhance the movement of people, goods, energy and information between places;
- Protect and enhance the environment for its own sake;
- Take actions to reduce our carbon footprint and facilitate adaptation to climate change; and
- Strengthen links between north and south, east and west, with Europe and the rest of the world.

In developing the new approach, we have been aware of the importance of ensuring that transportation integrates with other existing and emerging Executive strategies and policies. We have engaged with other Departments to maximise the alignment between the new approach and their work.

As the Executive's main focus is on developing a sustainable economy, the draft Economic Strategy is particularly relevant, but transportation also has an important role in supporting health, education, employment, leisure activities, social inclusion, rural and urban communities and the environment.

Our aim is to provide a transportation network that supports economic growth while meeting the needs of all in our society and reducing environmental impacts.

To do this, we need to acknowledge the environmental and congestion costs of transport, encourage technological innovation, promote behavioural change, and, through a transparent prioritisation process, enable the right decisions to be made on investment.

1.3 Economic Factors

The freight and logistics industry is highly important to our economic well being both as an employer and in serving producers and consumers, importers and exporters and the service industries alike.

Beyond the direct contribution of the transport sector to the economy, transportation also has a much wider impact on competitiveness with the potential to help economic prosperity through improved connectivity, reduced congestion, improved journey time and reliability, and increased accessibility. Having a region where it is easier for people and goods to move around not only affects existing firms, but also the general quality of life for everyone living or visiting here; improving Northern Ireland's attractiveness both as an investment and tourism location.





1.4 Societal Factors

Our transport network has been developed around the car. People living in socially disadvantaged areas can find it difficult to access education, employment and health services if they do not have access to a car or are unable to drive. This is particularly true if public transport provision does not meet the needs of the community. It may be that the service is not accessible, as may be the case for some older people or people with disabilities or the services themselves may be limited. In rural areas, limited services can have a significant impact on people's lives, limiting their opportunities to meet up with friends and take part in activities.

Good quality, affordable public transport, together with a safe and secure pedestrian and cycling environment can deliver health and social benefits and are important, therefore, to social inclusion.

1.5 Environmental Factors

While economic growth is the Executive's top priority, determined efforts to protect or enhance the environment are also required. Ultimately, reducing emissions and realising more sustainable transport arrangements will require significant changes in travel behaviour and difficult decisions as to how we prioritise and maximise the use of finite road space.

1.6 Trends in transport

In reviewing the 2002 Regional Transportation Strategy and developing this new approach, we considered a number of transport trends:

- the number of vehicles licensed has increased and is over 1 million;
- up to 2007, the volume of freight was increasing;
- average traffic speeds were falling to 2007, and bus speeds were falling faster than the speeds for general traffic;
- there has been an increase in the average distance walked by Belfast residents but no real change across the rest of Northern Ireland;
- there has been a much lower increase in cycling than the 2002 Strategy had anticipated; and
- by 2031 the population is forecast to be over 2 million. Currently only 14% of the population are aged 65+, this is forecast to increase to around 22% over the next two decades, with 7% aged 80 and over.

Some of the trends altered as the recession took hold, but we expect that the underlying trends will be re-established as the economy returns to growth.

Detailed data is available in the public consultation document and the Regional Transportation Strategy Supplement: Supporting Data (both available online at www.drdni.gov.uk/rts)



2. Developing a New Approach

2.1 Consultation and Stakeholder involvement

This new approach was developed to build on the Regional Transportation Strategy for Northern Ireland 2002-2012 and to refocus and rebalance the investment in future.

The process started with the publication of a pre-consultation Discussion Document in 2009 which was directed at key stakeholders. A total of 38 responses were received including a number from elected representatives, the business sector and the community and voluntary sector.

An analysis of the comments received in pre-consultation, the current trends in transportation; progress on the 2002 Regional Transportation Strategy, and an examination of international best practice, all contributed to the development of a public consultation document on the proposed new approach. This consultation document, supporting evidence and impact and environmental assessments were published in March 2011.

In the consultation document, we shared our thinking on the new approach to transportation decision making and sought

comments and opinions from others. We met with key stakeholders to discuss transportation from their perspective and included: the Confederation of British Industry; the Northern Ireland Local Government Association; the Integrated Transport Stakeholder Group (a Ministerial advisory group on transport matters which includes representatives of the public, private and voluntary sectors); and the Inclusive Mobility Transport Advisory Committee (a pan-disability and older people's group which advises the Department of accessibility issues for older people and people with a disability). A series of public meetings was also held to discuss the proposals. We received over 350 responses to the consultation.

Copies of all the documents produced, as well as the responses and the Department's analysis are available online at www.drdni.gov.uk/rts

2.2 An inclusive approach

During the public consultation, we asked whether you believed that we should have separate strategies for accessible transport, freight or active travel. The responses received favoured having a single, integrated strategy for transportation.

The High Level Aims and Strategic Objectives which are being set will, therefore, provide the strategic context for transportation decisions made by the Department from 2015.

The new approach revolves around focusing on the movement of people and goods rather than vehicles. This means that the policy prioritisation process, and the Delivery Plan(s) which stem from it, will meet the needs of transport users, providing the best transportation options for individuals and business. In the interim, we are already working with the freight, active travel and disability/older people sectors. This work will identify actions to be taken now, as well as informing the development of Delivery Plans from 2015 onwards.

Freight

Recognising the common challenges for freight in Northern Ireland and the Republic of Ireland, an All Island Freight Forum was established in 2009 by the Department for Regional Development and the Irish Department of Transport. The Forum is working with key stakeholders on a number of areas under the themes of sustainability, competitiveness and connectivity.

Both government and the freight sector recognise the benefits that can be gained by improving how we move goods. These include securing access to key markets, maintaining economic competitiveness, reducing congestion, improving safety, and reducing the impact on the environment.

Active Travel

Active travel has a very important role in meeting the wider objective of more sustainable transport arrangements. For short to medium journeys walking and cycling is likely to be the most sustainable form of transport and should be a viable alternative for many journeys. Active travel can help improve health and well-being, the environment and the economy.

We established an Active Travel Forum in March 2010 with representatives from Government Departments, local Government, the voluntary and community sector, and the private sector. The Forum was tasked with developing a high level framework to promote sustainable and active transport modes such as walking, cycling and public transport. An action plan will be developed to coordinate delivery of Active Travel over a period up to 2015 when the new Delivery Plan will be published. It includes a series of active travel demonstration projects.

Accessible Transport

The availability and accessibility of transport is important to address exclusion, provide access to education, employment and social and recreational opportunities. We published an Accessible Transport Strategy in 2005 which identified 5 specific areas where barriers existed to travel for older people and disabled people. These included: physical, attitudinal or psychological barriers, information provision, type of transport services available and their affordability.

Since 2005 the transportation system in Northern Ireland has been radically transformed with improvements in the accessibility of the network.

We will publish an Action Plan 2012-2015 to further reduce the barriers which remain for people with disabilities and older people. It is being developed through consultation with disabled and older peoples' organisations and transport providers.





2.3 Impact Assessments

We used the policy toolkit provided by the Economic Policy Unit of the Office of the First Minister and Deputy First Minister in developing the new approach. This helped us consider a wide range of possible impacts and in most cases we found that any impact would be slightly positive. Most noticeably it was found that the new approach would have a positive impact on health through improved access to services, reduced air pollution and improved walking and cycling provision which would contribute to more active lifestyles. We did find that full assessments were required for equality and the environment. Copies of all the assessments are available online www.drdni.gov.uk/rts

Equality

Under section 75 of the Northern Ireland Act 1998, the Department is required to have due regard to the need to promote equality of opportunity:

- between persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;
- between men and women generally;
- between persons with a disability and persons without; and
- between persons with dependants and persons without.

In addition, without prejudice to its obligations above, the Department is also required to have regard to the desirability of promoting good relations between persons of different religious beliefs, political opinion or racial group.

We sought to meet these requirements as the new approach was developed. Consequently, when a full Equality Impact Assessment was undertaken it showed positive impacts for all groups with no negative impacts identified.

Environment

The European Directive 2001/42/EC requires a 'Strategic Environmental Assessment' (SEA) of certain plans and programmes. The Habitats Directive and Birds Directive form the cornerstone of Europe's nature conservation policy. The directives protect over 1000 animals and plant species and over 200 so called "habitat types" (special types of forests, meadows, wetlands, etc.), which are of European importance. One of the main initiatives of the Habitats Directive is the creation of a network of protected Natura 2000 wildlife sites.

We carried out a Strategic Environmental Assessment and a Habitats Regulations Assessment. With both of these assessments, we considered the possible impacts as we developed the new approach and took steps to reduce or remove any negative impacts as they were identified.

The Strategic Environmental Assessment concluded that overall the new approach would have a positive environmental impact and recommended that a target be set for modal shift. The Habitats Regulation Assessment concluded that the new approach would not have any likely significant effects on protected Natura 2000 sites.

Rural Proofing

We considered the needs of rural communities. In recognising that their transport needs differ from those in urban areas, we believed a specific Strategic Objective "Improve access in rural areas" was not only desirable but necessary.

While other Strategic Objectives will also benefit rural communities, the inclusion of a specifically rural Strategic Objective will ensure that the needs of rural dwellers are considered when the new approach is being implemented.

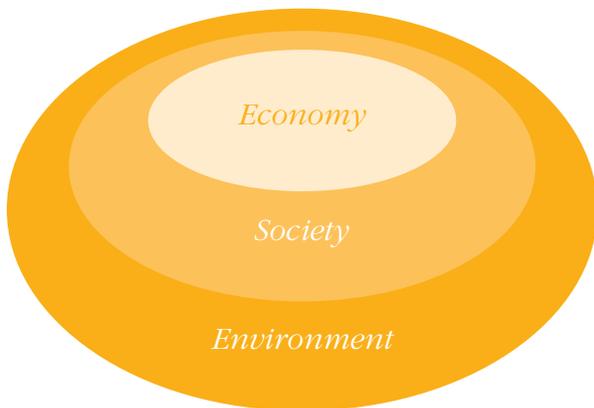


3. Where do we want to get to?

3.1 High Level Transport Aims and Strategic Objectives

The new approach for transportation has at its core, the drive for sustainability in the travel choices we make.

Sustainability is centred on the economy, but set within the context of both societal and environmental constraints. It is about meeting the needs of the present without compromising the ability of future generations to meet their own needs.



Our society and economy depend on the environment which encompasses them and are therefore bound to its limits and capabilities. Reflecting the three aspects of sustainability, three High Level Aims were developed.

A. Support the Growth of the Economy

The rebuilding and rebalancing of the economy is the Executive's principal goal. Our transportation networks must be designed to support this.

B. Enhance the quality of life for all

It is important that we help achieve the Executive's goal for our society, to deliver a modern high quality and efficient public services and promote tolerance, inclusion, health and wellbeing.

C. Reduce the Environmental Impact of Transport

While supporting economic growth, this should not be at the expense of the environment.

Against each High Level Aim a number of Strategic Objectives were developed to address the challenges identified during the review.

A. Support the Growth of the Economy

- 1: Improve connectivity within the region*
- 2: Use road space and railways more efficiently*
- 3: Better maintain transport infrastructure*
- 4: Improve access in our towns and cities*
- 5: Improve access in rural areas*
- 6: Improve connections to key tourism sites*

B. Enhance the quality of life for all

- 7: Improve Safety*
- 8: Enhance Social Inclusion*
- 9: Develop transport programmes focussed on the user*

C. Reduce the Environmental Impact of Transport

- 10: Reduce Greenhouse gas emissions from transport*
- 11: Protect biodiversity*
- 12: Reduce water, noise and air pollution*

The table on page 20 illustrates how the Strategic Objectives for transport can be read across to the Executive Priorities which they support.



Relationship Between Executive Priorities and Regional Transportation Strategy Objectives

<i>Executive Priorities</i>	<i>Regional Development Strategy</i>
	Aims
Growing a Sustainable Economy and Investing in the future	Support strong, sustainable growth for the benefit of all parts of Northern Ireland
Creating Opportunities, Tackling Disadvantage and Improving Health and Well-Being	Strengthen Belfast as the regional economic driver and Londonderry/Derry as the capital of the North West
	Improve connectivity to enhance the movement of people, goods, energy and information between places
	Strengthen links between north and south, east and west, with Europe and the rest of the world
Delivering High Quality and Efficient Public Services	Support our towns, villages and rural communities to maximise their potential
Building a Strong and Shared Community	Promote development which improves the health and well-being of communities
Protecting Our People, the Environment and Creating Safer Communities	Protect and enhance the environment for its own sake
	Take actions to reduce our carbon footprint and facilitate adaption to climate change

New Approach to Regional Transportation

Vision	High Level Aim	Strategic Objectives
<p><i>“to have a modern, sustainable, safe transportation system which benefits society, the economy and the environment and which actively contributes to social inclusion and everyone’s quality of life.”</i></p>	Support the Growth of the Economy	Improve connectivity within the region
		Use road space and railways more efficiently
		Better maintain transport infrastructure
		Improve access in our towns and cities
		Improve access in rural areas
		Improve connections to key tourism sites
	Enhance the quality of life for all	Improve safety
		Enhance social inclusion
		Develop transport programmes focussed on the user
	Reduce the Environmental Impact of Transport	Reduce Greenhouse gas emissions from transport
		Protect biodiversity
		Reduce water, noise and air pollution



3.2 Strategic Objectives

Strategic Objective 1: **Improve connectivity within the region**

Connections to the Republic of Ireland, the rest of the United Kingdom and beyond are important for business and tourism. To remain competitive and to ensure that the economy grows we need reliable and efficient connections within the region. Business need to be able to receive goods reliably, with better connections to the air and sea ports, the Gateways to the region, in order to move goods produced. We will continue to work closely with our neighbours to ensure that our infrastructures create an effective all-island network.

People also need to be able to get to and from their places of work, which may well mean travelling between urban areas. The Regional Development Strategy 2035 hierarchical approach recognises that different towns and cities will provide different levels of services. This means that people will travel between urban centres to access the full range of health, education and other services that they may need.

We need to complete the work identified in the current Regional Strategic Transport Network Transport Plan and Strategic Road Improvement Programme while new programmes of work are developed for the main roads and railways. In doing this we will contribute to the Programme for Government and its emphasis on rebalancing the economy towards export led economic growth.

Through the design process, we will also minimise the environmental impact of transport infrastructure and ensure that schemes do not adversely affect international nature conservation sites.

Strategic Objective 2: **Use road space and railways more efficiently**

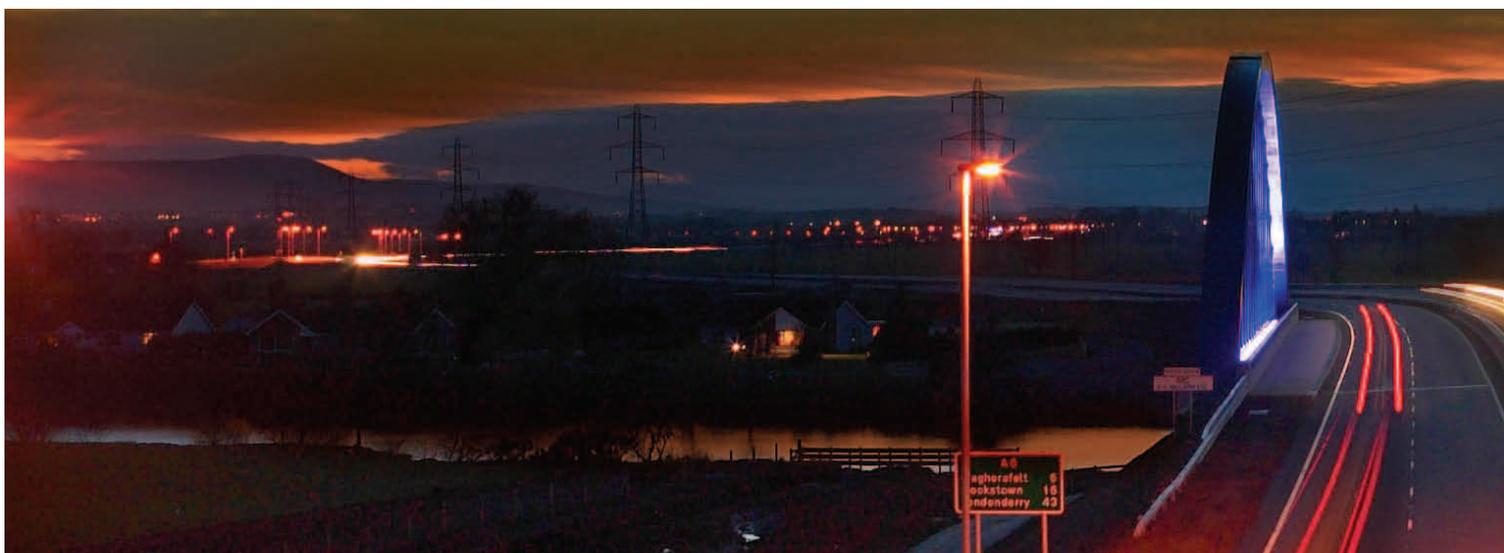
There is finite capacity on the network. On roads, the choice is whether to continually try to meet increasing demand by building new roads or to manage demand for road space and find innovative ways of getting the best use we can from our infrastructure. While new trains have been purchased that will increase the number of passengers, the increase is limited by the capacity of the rail infrastructure.

We will give priority on our networks to the movement of people and goods rather than the movement of vehicles. This is likely to result in an increased priority for buses, improved public transport which will produce a better, balanced network and a more reliable service for all users.

If we succeed in encouraging individuals to use public transport or car share for longer journeys and to walk or cycle for shorter journeys, then we reduce the number of journeys made by car. This will reduce the demand on the network, allowing it to work more efficiently; assist in the better movement of freight; reduce emissions; and improve health by increasing levels of physical activity.

Strategic Objective 3: **Better maintain transport infrastructure**

We want a reliable transportation network that allows people and freight to move safely and to have reliable journey times. To do this, we need to regularly maintain roads and railways. To make public transport, walking and cycling attractive options, we need to make sure that the infrastructure is safe, clean, well maintained and well lit.



Strategic Objective 4: **Improve access in our towns and cities**

Good transport links are important to the economy and to society. We want to ensure that people have the opportunity to access education, training and employment as well as key services such as health, cultural, shopping, sporting and leisure activities. These facilities and services are usually located in, or around, towns and cities. Recognising that not everyone has access to a car, a more inclusive society will require high quality and affordable public transport with appropriate infrastructure or walking and cycling routes which enable people to access these key services.

Strategic Objective 5: **Improve access in rural areas;**

As public transport provision is limited in rural areas, the car is the main mode of travel from rural areas to services and facilities located in or around our towns and cities, and to the countryside itself. The roads linking all rural areas to these services and facilities must be reliable; and our public and community transport must also be timely and reliable. Private taxis, walking and cycling can play an important role for those living where there is no or limited public transport.

Strategic Objective 6: **Improve connections to key tourism sites**

We live in an area with a significant cultural and historical heritage and proper access to key tourism sites is increasingly important for the economy. Unlike other businesses, tourist attractions cannot choose where they are located. We need to ensure that the roads successfully connect visitors to tourist attractions, and that the connecting public transport system is frequent, reliable and represents value for money.

Many of our tourism sites are in environmentally sensitive areas. Access must be carefully planned to ensure it is appropriate to the area and that environmental impacts are minimised.

Strategic Objective 7: **Improve safety**

We want to reduce the number of people killed or seriously injured on our roads, for car users, pedestrians and cyclists. We also want to improve the attractiveness of public transport, walking and cycling by making it safer. Feelings of safety can be improved by well designed, well lit infrastructure which discourages crime and anti-social behaviour.



**Strategic Objective 8:
Enhance social inclusion**

Transport can bring communities together or the infrastructure can keep them apart or cut them off from services. We want to design the transportation networks to bring communities together and ensure equitable access to key services and facilities, particularly by sustainable modes.

**Strategic Objective 9:
Develop transport programmes
focussed on the user**

We do not want to design infrastructure or services that suit policy makers, planners or engineers, rather we want to focus on the user, understand their needs and demonstrate the value and benefits to them that can also benefit the community through the travel choices people and businesses make. We also aim to provide transportation services that meet the needs of people, businesses and the community as a whole.

**Strategic Objective 10:
Reduce Greenhouse gas emissions
from transport**

Currently road traffic is the fastest growing source of greenhouse gas emissions and accounts for 26% of our emissions. To meet the Executive's carbon reduction targets, greenhouse gas emissions from transport will have to be reduced.

**Strategic Objective 11:
Protect biodiversity**

The Assembly has passed "The Wildlife and Natural Environment Bill (Northern Ireland)" which includes a duty to conserve biodiversity. This will require all Government Departments and their agencies to produce measures to halt the loss of biodiversity.

**Strategic Objective 12:
Reduce water, noise and air pollution**

Noise and air pollution from transport can have a significant impact on the quality of life and health of communities, especially in urban areas. Surface water drainage associated with transportation infrastructure has the potential to significantly impact on waterways. Sustainable Drainage Systems provide surface water treatment both during construction and operation. We will seek to reduce water, noise and air pollution wherever possible.



4. How to get there

4.1 A new approach to decision making - a Transportation Policy Prioritisation Framework

In the past, we identified transport problems and then developed infrastructure solutions to solve those problems.

The solutions were subjected to individual transport appraisals to consider aspects such as the costs and benefits of the solution. This approach, however, did not fully prioritise the solution against agreed Strategic Objectives. Such prioritisation is vital to ensure the delivery of Strategic Objectives and the efficient use of limited resources.

The new approach recognises this and is instead objective-led, with a broad view on which programmes contribute to specific policy objectives. The aim is to link strategic transportation interventions to the Executive's objectives for Northern Ireland, based on qualitative and quantitative evidence.

The Policy Prioritisation Framework will be used to identify the priority strategic transportation interventions that most closely align with the strategic direction set by the Executive's Programme for Government and the Regional Development Strategy 2035. We will then seek to implement the best strategic transportation interventions first, bearing in mind affordability and value for money; that is those strategic transportation

interventions that best deliver the agreed Strategic Objectives and which promote equality with political and public acceptability.

Strategic transportation interventions will be assessed for their "policy fit". This will link the Strategic Guidance in the Regional Development Strategy 2035 to the Strategic Objectives. The Policy Prioritisation Framework will be supported with guidance on assessment to ensure a fair and consistent approach. It is not a numerical or mathematical process, rather it relies on the experience and knowledge of the stakeholders and on their joint consent.

An example of how prioritisation was used elsewhere is provided in Annex 1.

Achieving the right balance for transport means making choices about what is most important for the long term future of this Region.

We will work with key stakeholders when developing an agreed Policy Prioritisation Framework and assessment guidance.

4.2 Ensuring Value for Money - Transport Appraisal

Policy prioritisation will not replace detailed project appraisal; it will act as the first step in the process. As we develop strategic transportation interventions over the coming years, we will be able to assess them against our agreed Strategic Objectives and so determine their policy fit. Strategic transportation interventions will also require appraisal using an appropriate transport appraisal methodology to ensure that they offer value for money.

Transport appraisal can consider equality, value for money, deliverability, acceptability and capital cost.

4.3 Transport Delivery Plans

The refocused direction for transportation has at its core the need to support the growth of our economy. At the same time, we are aware that our transportation network must be sustainable, and that economic growth has to be balanced against the needs of society and the protection of the environment.

The current Transport Plans cover the period to 2015.

The new approach will be used to make decisions about what we do after 2015. This will align the transport planning process with future Budgetary and Spending Review cycles.

A significant amount of recent work has been undertaken around the transport needs of communities and business that may preclude the need for new Transport Plans as previously structured. These include Active Travel and Freight Plans, Roads Service and public transport providers' corporate and business plans and local area Masterplans.

There are also the existing Transport Plans and the Accessible Transport Strategy Action Plan which will continue to completion and the local transport studies previously undertaken which may still be relevant.

The Department will prepare a long list of possible strategic transport interventions. This will be a substantial exercise and work has already started looking at the existing plans to see what has yet to be delivered. We will undertake an initial sift, removing strategic transport interventions which would be obviously unaffordable and seek to combine others to develop Strategic Programmes of Interventions where possible.

The next stage would be to apply the Prioritisation Framework to the list of possible strategic transportation interventions and arrive at an Initial Prioritised List.

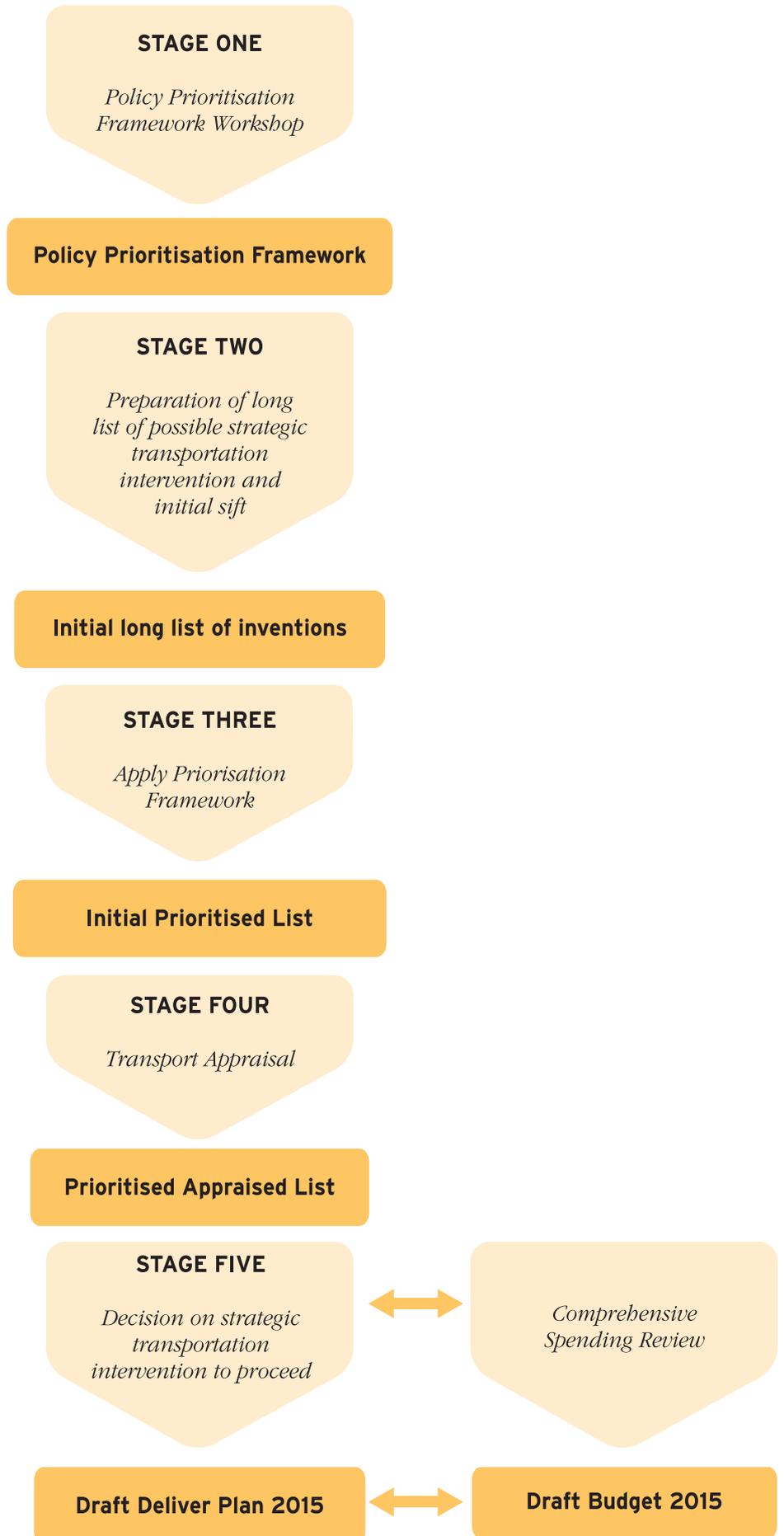
The Initial Prioritised List would be subjected to Transport Appraisal. The transport appraisal will take into account, among other things, value for money, equality, environmental considerations and political/public acceptability. This will result in a Prioritised Appraised List which would include the anticipated cost of each proposed Strategic Transport Intervention.

This approach will allow the Minister, and Executive colleagues, to make informed decisions on the strategic transport interventions to include in a draft Delivery Plan, linked to the draft Budget.

The draft Delivery Plan will be subject to appropriate impact assessments and will be published for public consultation.

The process is illustrated by the diagram on the next page.

The New Approach to Regional Transportation Decision Making Illustrative Flow Chart





5. Funding and Affordability

5.1 Funding the Delivery Plan

The Delivery Plan will set out a programme of costed strategic transport interventions to be taken forward by the Department.

It has to be realistically deliverable and affordable. That means that we have to be certain that we can do what it says we will do, and that we will have the funding to make it a reality.

This section considers some of the funding sources for the Delivery Plans. It is not an exhaustive list and we will continue to seek other sources of funding to increase the total level of funding available for transportation.

5.2 Budget and Investment Strategy

In the previous section, we undertook to align the transport planning process with the Budgetary and Spending Review cycles. The main funding for future Delivery Plans will be

delivered through the Executive's Budget and Investment Strategy. The Executive's budget is mainly provided by a Block grant from Her Majesty's Treasury, which is funded through general taxation. The Executive and Assembly then determine allocations for specific priorities and programmes.

There are currently two main ways in which the gross spending power available to the Executive can be increased above the HM Treasury allocations; the Regional Rate and the borrowing power within the Reinvestment and Reform Initiative. The Reinvestment and Reform Initiative included a new borrowing power, at present limited to £200 million per annum, intended to support infrastructure investment in Northern Ireland.

5.2 Budget and Investment Strategy continued...

	2010-2011 £m	2011-2012 £m	2012-2013 £m	2013-2014 £m	2014-2015 £m
Current	304.6	304.7	300.9	268.8	263.7
Capital Investment	387.8	263.8	283.3	398.9	433.2

The 2011-2014 Budget allocations for the Department are set out in the table below. The table also shows the Department's 2010-2011 outturn figure (how much was actually spent). There are 2 figures for each year, current expenditure, which includes expenditure on wages, salaries and running costs, and capital investment, which includes building new infrastructure and the purchase of items that will last such as buses and trains.

While the Executive has sought to raise additional revenue and deliver efficiency savings, reductions in the Block grant mean that there is less money available to spend than previously. The Department's allocation will depend on decisions by the Executive on how much they can afford to allocate to transportation given the competing pressures from health, education and across all Departments.

5.3 Public-Private Partnerships and Private Finance Initiatives

Public-Private Partnerships (PPP) involves a contract in which a private company provides a public service or project and assumes substantial financial, technical and operational risk in the project. A PPP does not provide additional funding, but may deliver value for money and affordability benefits. The Government does not have to meet the initial high capital investment, but is then contracted to make annual payments over a 25-30 year period which may reduce flexibility in the future.

In one type of PPP, a Private Finance Initiative (PFI), the private company provides capital investment and agrees to provide a service while the Government agrees to provide annual payments to cover the cost of the service, allowing the private company to recoup its initial investment over time. The Design Build Finance and Operate model of PFI has been used in Northern Ireland to fund the development of M1/Westlink and M2 improvements.

We will continue to consider the suitability of the PPP/PFI for future strategic transport interventions.

5.4 European Union

Over the past 15 years, we have received over £100 million of funding from the European Regional Development Fund.

We are now participating in the 2007-13 European Union Funding programme, specifically INTERREG IVA (the Cross Border Territorial Co-operation Programme) and TEN-T (Trans-European Networks funding). We will continue to liaise with the Department of Finance and Personnel, the Department for Transport in Westminster and the Special European Union Programmes Body in the implementation of European Union Funding programmes.



5.5 Developer Contributions

When development takes place there is a need for infrastructure and services to accompany it. Developer contributions are intended to make sure that developers supply additional facilities and services that are required to mitigate the impact of a development. This can include new or upgraded transportation infrastructure, walking and cycling paths, or public transport services depending on the scale and location of the development.

5.6 Charging

Road users here already pay a number of charges to own and use a motor vehicle; vehicle tax, fuel duty and value added tax (VAT) on fuel and vehicles. Revenue raised does not stay in Northern Ireland, but goes back to the Exchequer; nor does the Northern Ireland Executive currently have any powers to alter these taxes.

The Department does raise revenue on charges for using Roads Service car parks or parking on-street in some towns and cities. As well as providing revenue, on-street charging can improve traffic management in certain circumstances. Schemes may be introduced in individual towns or cities where stakeholders agree that this is right for that location. While there are no current plans to do so there are other charging mechanisms which could be considered in the future, either to generate revenue to fund transportation or as demand management measures to influence travel behaviour:

- tolling - where a set fee is charged to pass a toll point;
- road pricing - where a fee is charged by distance travelled that can vary depending on the time of day, type of vehicle and even lane used.



6. Ensuring Success

6.1 Monitoring, Indicators and Targets

In developing this new approach we have outlined the Strategic Objectives which we want to work towards.

In order to measure progress, Strategic Performance Indicators are being developed. When the Strategic Performance Indicators have been finalised, a baseline position and benchmarking report will be produced. We will then publish biennial monitoring reports as the new approach is implemented. Further Strategic Performance Indicators will be developed and included as appropriate.

As well as the Strategic Performance Indicators, the costed Delivery Plans will contain specific targets for achievement, including targets for modal shift. The targets will be for estimated changes assuming full implementation of the strategic transportation interventions in the Delivery Plans. These will be challenging but realistic.

6.2 Review

We will review the new approach to align with the Spending review cycle. Specifically we will consider whether the High Level Aims and Strategic Objectives remain relevant or need to be amended or adjusted as the Executive's priorities might change. The Policy Prioritisation Framework will also be reviewed to make sure it takes account of any change in priorities, improved knowledge and understanding of transport issues, or any other changed circumstances.

If specific revisions to the High Level Aims or Strategic Objectives are required we will undertake further public consultation.

Alongside any review, we will prepare new Delivery Plans linked to Budgetary and Spending Review cycles.



cairnshill
park & ride

Belfast
Limited Stop

2228

OEZ 7228

Annex A

Policy Prioritisation Example

While a Policy Prioritisation Framework will be a new approach to transportation planning here, it has been used successfully in other countries.

Below is an example of a Policy Prioritisation Framework developed in South-East Queensland, Australia.

This example shows how a Strategic Objective is refined first to specific objectives and then to criteria which can be scored. Agreed scoring guidance is used to assess specific interventions to find those which best achieve the strategic objectives.

For example, one Strategic Objective was Tackling Urban Congestion - fix congestion hotspots. This had 3 specific objectives:

- Promote an increased mode shift to public transport, walking and cycling;
- Optimise rail and road alignments for quick and efficient travel; and
- Actively manage travel demand.

Against each of these Specific Objectives scoring criteria were agreed. This is illustrated below:-

Strategic	Specific	Scoring Criteria
Tackling Urban Congestion - fix congestion hotspots	Promote an increased mode shift to public transport, walking and cycling	Provide or stimulate the demand for high quality, sustainable frequent public transport infrastructure and services to key centres, and ensure services run on time
	Optimise rail and road alignments for quick and efficient travel	Provide or stimulate the demand for well designed pedestrian and cycling routes and end-of-trip facilities for pedestrians and cyclists at key locations
		Promote marketing programs to influence travel behaviour and increase awareness and understanding in the community of public and active transport options
	Actively manage travel demand	Maximise the person-carrying capacity of congested roadways through road space reallocation

Scoring Guidance was then developed and agreed for each of the scoring criteria. **This is shown in the following table:**

Scoring guidance for Specific Objective: Tackling Urban Congestion

	Specific Transport Or Connectivity Contributions/ Impacts	✓ ✓ ✓	✓ ✓
PROS07	Maximise the person-carrying capacity of congested roadways through road space reallocation	Significant quantity of road space reallocated to public transport (eg full introduction of dedicated public transport lanes) and person carrying capacity is greatly improved	Road space reallocated to high occupancy vehicles (eg HOV priority lanes), person carrying capacity is improved
PROS10	Promote marketing programs to influence travel behaviour	Major support to modal shift initiatives that rely upon information and marketing to influence travel behaviour	Moderate support to modal shift initiatives that rely upon information and marketing to influence travel behaviour
NAT09	Provide or stimulate the demand for well designed pedestrian and cycling routes and end-of-trip facilities for pedestrians and cyclists at key locations	Major new high quality cycle or walking networks with best practice end of trip facilities	Marked improvement to existing cycle or walking networks with good end of trip facilities
SUS01	Provide or stimulate the demand for high quality, sustainable frequent public transport infrastructure and services to key centres, and ensure services run on time	Major new high quality bus service, cycle or walking network. New priority measures for public transport to improve on time running of services. New station or rail service	Marked improvement to existing bus service, cycle or walking network. Improved rail services

√	o	x	xx	xxx
Road space reallocation partially to high occupancy vehicles, person carrying capacity is improved slightly	No change	Lack of or poor road space reallocation causing person carrying capacity to be slightly reduced	Person carrying capacity is moderately reduced	Person carrying capacity is severely limited
Some support for modal shift initiatives that rely upon information and marketing to influence travel behaviour	No Change	Slight decrease in information and marketing that influences travel behaviour	Moderate decrease in information and marketing that influences travel behaviour	Major decrease in information and marketing that influences travel behaviour
Minor improvements to cycle or walking networks with some end of trip facilities. Or scheme that stimulates the demand for well designed pedestrian and cycling routes	No effect on walking or cycling networks or end of trip facilities	Minor reduction to walking or cycle capacity	Moderate reduction to walking or cycle capacity	Major reduction to walking or cycle capacity
Minor improvements to bus service, cycle or walking network. Or scheme that stimulates the demand for high quality, sustainable frequent public transport infrastructure and services	No effect on public transport, walking or cycling	Minor reduction to bus service, walking or cycle capacity	Moderate reduction to bus service, walking or cycle capacity. Minor reduction to rail services	Major reduction to bus service, walking or cycle capacity. Loss of rail service, station closure

Each possible intervention was then assessed against this Scoring Guidance to assess relative impact so as to determine which were most likely to achieve the Strategic Objectives. Some of the interventions considered in South East Queensland included an Inner City Rail scheme, a Northern Veloway for cyclists, a North-South

Motorway and a Coast Connect bus service. The table below shows how each of these interventions scored against the criteria.

From the table, we can see that for these 4 interventions Coast Connect scores best against the 4 sample criteria, while the North-South Motorway scores worst.

<i>Intervention</i>						
		SCORING	Inner City Rail		Northern Veloway	
		SPECIFIC TRANSPORT OR CONNECTIVITY		Comment	Score	Comment
SCORING CRITERIA	PROS07	Maximise the person-carrying capacity of congested roadways through road space reallocation	0		0	
	PROS10	Promote marketing programs to influence travel behaviour	0	No information on marketing	0	No information on marketing
	NAT09	Provide or stimulate the demand for well designed pedestrian and cycling routes and end-of-trip facilities for pedestrians and cyclists at key locations	✓		✓✓✓	This is a major new bikeway
	SUS01	Provide or stimulate the demand for high quality, sustainable frequent public transport infrastructure and services to key centres, and ensure services run on time		✓✓✓		✓✓

<i>Intervention</i>			
North-South Motorway		Coast Connect	
Score	Comment	Score	Comment
XX	This is a new road scheme. Carrying capacity reduced by road widening	✓ ✓	Road space reallocation is quite significant, with the addition of bus lanes as well as lanes that are designed for cars with high occupancy
	No information on marketing	✓	Marketing and information provision of proposed service
0		✓ ✓ ✓	New high quality cycle and walk networks will be incorporated into the scheme
✓	Will improve journey times for public transport if surface road space is allocated to public transport		✓ ✓ ✓

By using a similar process, as we develop strategic programmes over the coming years we will be able to assess their impact against our agreed Strategic Objectives and so determine their policy fit.

We will also need to assess their value for money using appropriate transport assessment tools. This is done within a secondary framework which can include things like equality, value for money, deliverability, acceptability and capital cost. Future budgets are likely to be constrained and while some strategic programmes may offer good value for money and contribute to the Strategic Objectives, they may simply be

unaffordable. The Policy Prioritisation Framework will allow us to make more informed choices based not just on Value for Money, but on a wider strategic fit as well. It is an inclusive, transparent process that seeks to build consent rather than consensus. In other words, an agreed prioritisation that stakeholders agree is the best way to achieve the Strategic Objectives.

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