

Congestion, capacity carbon: priorities for national infrastructure ~ response from Campaign for Better Transport

January 2018

Campaign for Better Transport is a leading charity and environmental campaign group that promotes sustainable transport policies. Our vision is a country where communities have affordable transport that improves quality of life and protects the environment.

We welcome this opportunity to respond to the interim National Infrastructure Assessment, looking at the vision and priorities for helping meet the country's needs up to 2050.

The report identifies seven priority areas:

- Building a digital society
- Connected, liveable city-regions
- Infrastructure to support housing
- Eliminating carbon emissions from energy and waste
- A revolution in road transport
- Reducing the risk of drought and flooding
- Financing and funding infrastructure in efficient ways

We agree that **eliminating carbon emissions** should be a priority: indeed we would argue that it should take the lead among the seven priorities identified.

The need to reduce carbon emissions is both urgent and absolute. The latest UK CCC report identifies transport as the largest emitting sector of the UK economy with 26per cent of UK greenhouse gas (GHG) emissions in 2016, and as one of the sectors that is off track to meet its carbon budget targets.

The 2017 Report to Parliament from the UK Committee on Climate Change noted that carbon dioxide emissions from transport have increased 0.9per cent from 2015 to 2016, the third successive year that emissions have risen. The Committee advises that this trend needs to be reversed, as a matter of urgency, to deliver a reduction in emissions of 44per cent from 2016 to 2030. ¹

With a sustainable transport infrastructure plan in place, increased traffic and increased emissions need not be the inevitable consequence of population growth and increased economic activity. It is imperative that all sectors of UK transport and planning have a clear focus on how to deliver this.

Supporting a major electrification of rail traction and road vehicle fleet is a key priority area. This will complement the Government's industrial strategy that identifies electric vehicles, energy storage and smart grid technology as key sectors. ²

¹ Committee on Climate Change (June 2017) Reducing emissions and preparing for climate change: 2017 Report to Parliament Summary and recommendations

² HM Government (January 2017) Green Paper: Building our industrial strategy

The UK CCC recommends national and local policies to reduce demand, sufficient to deliver car kilometre reductions of around 5per cent below the baseline trajectory. Significant increases in road capacity are incompatible with CO2 reduction targets. TfQL research for CPRE found that the cumulative carbon emissions from 54 road schemes opened between 2002 and 2010 were equivalent to an increase of 3per cent annual emissions from traffic.

The NIA must play a part in this by shifting its focus from increasing road capacity to making more effective use of existing capacity and contributing to reduced traffic demand. The strategy should allow for a 'carbon veto' to be applied to new infrastructure plans that would breach the carbon cap, both surface transport and expanded aviation capacity.

The focus on **connected, liveable city-regions** is also welcome: however, we reject the premise that major new roads are required to support this. Successful cities demonstrate that it is possible to support population growth, increased economic activity and rising household incomes without directly increasing road transport.

Instead of building 20th century solutions based on large-scale fixed infrastructure, there is the opportunity to deliver a transport network fit for the 21st century, designed for low carbon, less polluting modes and better use of new technology for smarter journey planning.

This is best delivered by a joined up approach to transport and planning policies that seeks to reduce the need to travel by locating new homes and employment near transport hubs; promotes modal shift for people and goods by investing in high quality public transport, rail freight and active travel networks; and one that applies data and fairly prices road travel, to encourage more efficient use of the road network. In a society where living costs are rising and car ownership is falling, such a policy would deliver a resilient network, better aligned to the needs of future generations.

We recognise the need to accommodate new homes and provide **infrastructure to support housing**, and strongly advocate that this should be delivered through urbanisation and intensification, with development around existing transport hubs, not a new generation of car dependent suburban sprawl.

The NIA should signal a move away from isolated developments that risk reinforcing car dependency and generating more vehicle trips rather than being part of a truly sustainable approach by making a strategic positive contribution to sustainable growth and to proactively engage in shaping planning policies, including local development plans, to help direct development to appropriate locations.

Such locations would not build new homes close to motorways, or high-speed dual carriageway roads but focus instead on sites within walking distance of major public transport links, and adjacent to or within urban centres. This would follow the best practice set out in the Masterplanning Checklist for Sustainable Transport in New Developments.³ However, a recent fieldwork project looking at the experience of new urban extensions shows that many are being designed and developed without adequate provision for bus connections, safe walking or cycling routes.⁴

We note the call for a **revolution in road transport** seizing the opportunities of electric and autonomous vehicles. However we caution against over reliance on electric vehicles to halt future carbon emissions from transport. As most traffic emissions from transport are from urban areas, the focus should be influencing the way we use transport in our towns and cities by providing good alternatives to the car in order to reduce the volume of traffic on our roads, thereby reducing overall emissions: we need fewer cars as well as newer cars.⁵

Technological advances in autonomous vehicles can bring safety and efficiency benefits. We welcome plans for the "digital railway", for example enabling trains to start from depots automatically and travel to their starting station to collect their drivers. We see great potential in better communication between road and rail vehicles and the infrastructure at line- or road-side. However, it is vital that these are applied to support sustainable transport choices for the future, not simply enabling increased traffic movements.

³ Campaign for Better Transport (2008) Masterplanning Checklist for Sustainable Transport in New Developments

⁴ Foundation for Integrated Transport (2017) Transport for New Homes

⁵ Campaign for Better Transport (2017) Environmental quality, climate change and transport innovation

We also agree that there is a need for robust and efficient ways of **financing and funding infrastructure**. True devolution to combined authorities and sub national transport bodies will enable well-integrated local transport interventions, delivering low carbon, high quality, end to end journeys. Local authorities should be able to access a fair share of Vehicle Excise Duty and other centrally levied taxes, and retain locally raised revenue streams from Clean Air Zones, Workplace Parking Levies, tourism taxes and other such mechanisms. A system of bonds for locally funded infrastructure, as is the norm in other European countries, would be an efficient alternative to the costly PPP schemes that have dogged UK infrastructure projects.

We look forward to a robust and sustainable plan for national infrastructure that meets the carbon challenge, moves away from car and HGV dependency, delivering truly smart growth fit for the future.

Our response to the consultation questions follows (we have answered those questions that relate to transport):

Q1 How does the UK maximise the opportunities for its infrastructure, and mitigate the risks, from Brexit?

We agree with the NIC that resilience in the face of an uncertain economic future is vital, and would point to the positive contribution made by local transport - local roads, buses, intra-urban public transport, walking & cycling - to supporting the local economy and productivity.⁶

As part of Green Alliance, we have contributed to the development of the Greener UK Brexit risk tracker identifying which environmental policy areas are more secure, and which are most at risk as a result of Brexit.⁷ With continuing concerns about the implications of Brexit for air quality, control of hazardous chemicals and management of waste, it is more important than ever that the NIA contributes to setting and delivering high environmental standards.

Q2 How might an expert national infrastructure design panel best add value and support good design in UK infrastructure? What other measures could support these aims?

We support the aim of an expert panel to champion good design across the transport network. It should have a remit and resourcing to set design objectives for selected schemes and review scheme delivery against these.

In particular we are keen to see that the design of schemes integrates into the existing landscape rather than being imposed upon it, and that the needs of transport users and communities living alongside the network are properly met.

We have been part of the Highways England Design Panel and have contributed to developing the recently-published design principles "The road to good design" (2018). Our experience from the HE Design Panel is that developing design principles is valuable and necessary but not sufficient.

To be truly effective, a design panel should be engaging with selected schemes through their whole project cycle, from the concept and option identification stage, through to a post opening evaluation against the design objectives.

Such work requires proper resourcing to enable expert working groups to be set up to review individual schemes and to pursue best design practice. Success will be judged by how far good design is incorporated into 'business as usual'.

⁶ DfT: Impact of the Local Sustainable Transport Fund, summary report 2017

⁷ Green Alliance <http://greeneruk.org/RiskTracker>

We are preparing a report commissioned by the Rees Jeffreys Road Fund on roads and the environment which brings together practical examples of good practice from the UK and around the world (for publication in early 2018).

We welcome and support the NIC's commitment to high quality design across all transport infrastructure.

Q3 How can the set of proposed metrics for infrastructure performance (set out in Annex A) be improved?

We welcome the approach of having metrics based on impact and outcomes rather than measuring activity. We recommend the metrics developed for the Road Investment Strategy in partnership with other NGOs which provide an exemplary set of outcome-based performance indicators, welcomed by Highways England in the SRN Initial Report.⁸

We welcome a metric for journey time reliability rather than an over emphasis on time savings. Measuring service quality as well as quantity is also fundamental to any infrastructure strategy.

Infrastructure users are interested in the services using the infrastructure not just the infrastructure itself - especially public transport services. While the NIA scope is the 'hardware', it is essential that the NIC work with others - especially Transport Focus - to track user satisfaction.

In many cases improving services and making them affordable and accessible is as important as provision of new infrastructure for the economy. For example, as our Buses in Crisis research shows, the loss of bus services and the increased real costs of public transport are leading to social isolation and narrower labour markets by inhibiting access to jobs, training and local facilities and services.⁹

Measuring CO2 emissions is vital; we would like to see clear targets for reducing transport emissions, with a carbon cap for the programme and a potential carbon veto for individual schemes. In addition, the measurement of "environmental externalities" in Annex A needs to expand to include impacts on landscape, heritage and biodiversity.

Q4 Cost-benefit analysis too often focuses on producing too much detail about too few alternatives. What sort of tools would best ensure the full range of options are identified to inform the selection of future projects?

Past scheme appraisal has too often taken a 'predict and provide' approach, which gives too much weight to small time savings by motorists and insufficient weight to wider impacts on the environment, society and the quality of life. Research we conducted for Transport for the North found that there is growing support from NGOs and civil society for taking into account a wider range of factors: for example, valuing and protecting the natural environment as an active economic asset stimulating tourism and food production, as well as well as for its contribution to landscape, heritage and biodiversity.¹⁰ Such an approach would lead making the most of existing infrastructure first, then where new provision is required, ensuring that sustainable low impact options are prioritised.

We are encouraged by the range of factors that are being taken into account in WebTAG revisions and the modelling for RIS2, including demographic change, the reduction in number of trips, and the impact of spatial planning decisions on travel demand, and by the development of multi-modal regional traffic models.

Future projects should be informed by increased use of scenario planning. The declining numbers of car trips, growth in demand for rail, falls in car ownership and falls in take-up of driving licences are confirmed in

⁸ Campaign for Better Transport "Rising to the Challenge" (2017)

⁹ Campaign for Better Transport "Buses in Crisis" (2017)

¹⁰ Key challenges in developing a Strategic Transport Plan for the North A report by Campaign for Better Transport for Transport for the North (2016)

the latest National Travel Survey. Combined with national and local planning policies that seek to locate homes and jobs close to transport hubs, this indicates that investing in additional road capacity is neither a necessary nor a desirable response to a growing population, whereas investment in rail will continue to support sustainable growth.

Understanding the range of potential demands and the impact of different interventions is essential but not sufficient. The National Infrastructure Assessment is an opportunity to replace 'predict and provide' with 'decide and provide', by setting out not only what is possible but also what is desirable, and to prioritise those interventions that support the most desirable outcome.

Some of the most challenging areas for the National Infrastructure Assessment are highly congested corridors between sensitive sites or in dense urban areas. The NIA can contribute positively by taking a more open approach to option appraisal, which keeps new road building as a last resort, while engaging constructively with stakeholders to seek more sustainable alternatives. For example, it should not be acceptable to say that because no bus or rail improvements are planned at present, therefore a new road is the only solution.

The experience of the Local Sustainable Transport Fund (DfT: Impact of the Local Sustainable Transport Fund, summary report 2017) is that by funding good quality local transport, promoting modal shift and actively engaging in travel demand management programmes, it is possible to change travel behaviour so as to cut traffic, tackle congestion, and maximise efficient use of the network. Projects reduced car use and successfully promoted bus use, cycling and walking, and demonstrated excellent value for money. This echoes the findings of research published by Campaign for Better Transport on the effectiveness of the LSTF projects in connecting people to work and boosting the local economy.

We echo the comments from the Local Government Technical Advisors Group (TAG) that as the current methodology for appraising the potential for rail services are largely based upon predict and provide, this risks understating opportunities for locations either not currently served or not well served by rail.

We share the concerns raised by Freight on Rail that the draft NIA undervalues the socio-economic importance of existing rail freight services and its potential to further reduce congestion, road crashes and pollution even though the report states that the UK crucially needs to resolve these problems. Most worryingly, it suggests transferring freight back onto our congested road network, despite the fact that rail freight helps solve the very congestion and pollution problems the report highlights.

A full range of solutions should be explored, including non-road based options. This would be better for the environment, and also likely to deliver better value projects which are more acceptable to the communities they serve.

Exploring the full range of options should be accompanied by full and detailed public consultation, involving people and communities in decisions about infrastructure that affect them. The NIC might usefully explore good practice in consultation to help with this.

Q9 What strategic plans for transport, housing and the urban environment are needed? How can they be developed to reflect the specific needs of different city regions?

The NIA is being developed in the context of a growing population and intense demand for new homes. Planning policy has long supported co-locating new homes and jobs with existing developments to maximise the economic and social benefits, while reducing the adverse environmental impact.

The DfT White Paper 'Creating growth, cutting carbon' noted that: "Where places (e.g. shops, work and other services) are located in relation to where people live is a significant factor in determining how much people need or want to travel. It is vital that sustainable transport is a central consideration from the early stages of local planning – for example whenever new houses or retail areas are being developed". However, a recent

fieldwork project looking at the experience of new urban extensions shows that many are being designed and developed without adequate provision for bus connections, safe walking or cycling routes.

The National Planning Policy Framework sets out core principles to support sustainable growth that should underpin decisions on land use. These include supporting the transition to a low carbon future in a changing climate; contributing to conserving and enhancing the natural environment and reducing pollution; actively managing patterns of growth to make the fullest possible use of public transport, walking and cycling; and focusing significant development in locations which are or can be made sustainable. The same principles should be taken forward in the NIA.

Setting out a policy approach to land use planning should be a feature of the NIA, as the location and design of new developments, both residential and commercial, has a direct impact on travel patterns and therefore on the operation of transport infrastructure.

The NIA could and should progress from enabling development to making a more strategic positive contribution to sustainable growth by proactively engaging in shaping planning policies to help direct development to appropriate locations. Such locations would not entail building new homes close to motorways, or high-speed dual carriageway roads but focus instead on sites within walking distance of major public transport links, and adjacent to or within urban centres. This would follow the best practice set out in the Masterplanning Checklist for Sustainable Transport in New Developments.¹¹ There are practical examples of sustainable development included in our report, "Getting There", such as ranking sites for suitability for development by their proximity to local transport.¹²

Where new transport infrastructure is needed to support new homes, this should be multimodal, with an emphasis on low carbon transport, and follow the sustainable transport hierarchy: reduce demand, widen travel choice, maximise efficiency, and make new capacity a last resort. The NIA should have an explicit remit to improve integration with public transport as part of a multi modal approach and contribute positively to delivering the targets set in the Cycling & Walking Investment Strategy.

City regions will have their own agenda and aspirations. These need to be matched by appropriate levels of devolved powers and resources. For example, the current approach of bidding for a limited central Government pot, with policy strings attached, should be replaced by true devolution of funds, with Mayors and Sub national transport bodies free to spend transport funding on integrated, multimodal solutions rather than traditional road building schemes.

We are concerned by the recent references to new orbital roads (in the Strategic Road Network report) and bypasses (in the Major Road Network report): these ignore the urgent priority for most city regions, of improving public transport connectivity to city centres, to maximise access to jobs and services. The Social Mobility Commission recently reported on the problems faced by people in "social mobility coldspots" accessing good jobs, with such areas typically having multiple challenges, including high transport costs, poor connectivity, and low access to digital technology. We look to the NIA to redress that balance.

We regret the pause of electrification of the rail network: electrification should be a central plank of any plans for the rail network. Electrification is essential for reducing surface transport's carbon footprint, as well as improving network reliability and efficiency.

We also regret the lack of a framework for long term investment in local public transport, especially in urban areas. Other countries have such a framework, and have used this to create comprehensive land use planning and transport programmes, with high density development based around public transport, especially light rail. The "Transforming Cities Fund", announced in the Budget following the NIC's

¹¹ Campaign for Better Transport: "Masterplanning Checklist for Sustainable Transport in New Developments" October 2008

¹² Campaign for Better Transport: "Getting there: How sustainable transport can support new development", June 2015

recommendations, is a good start but needs to be a continuing long term funding stream to enable the long term planning that is routine in other countries.

Q10 What sort of funding arrangements are needed for city transport and how far should they be focused on the areas with the greatest pressures from growth?

We have examined new sources of funding for public transport through our Tracks thought leadership programme, with a research report from Steer Davies Gleave (STG) surveying worldwide and UK funding and financing options, including tax incremental financing (TIF), developer funding, asset exploitation, residential value capture and municipal bonds.¹³

The report identifies potential to extend these approaches to support new UK infrastructure investment, including uplifts in stamp duty and land taxes; extending the areas which can be designated as TIF districts; and considering ring-fencing or levying of additional payroll taxes to capture benefits to employers and employees of a transport improvement.

We particularly commend the Workplace Parking Levy as deployed in Nottingham, which has proven to be effective in generating funds to invest in public transport while incentivising a modal shift and continuing to support economic growth.

Q11 How can the Section 106 and Community Infrastructure Levy regimes be improved to capture land and property value uplift efficiently and help fund infrastructure? Under what conditions are new mechanisms needed?

The STG report referred to above identifies some options, including better exploitation of land above and adjacent to stations; combining property purchases with future transport plans 'Rail plus Property model'; and linking a new levy/tax with specific transport improvements. Local retention of some or all of the uplift in stamp duty and other land taxes is an effective way to capture uplift. We also commend the potential for local authorities to borrow against future CIL receipts and/or to issue municipal bonds. Municipal Bonds can provide instant capital at an interest rate potentially below the PWLB rate and have the advantage of repayment before maturity date, which may be financially prudent if interest rates decline during the bond's term.

Q20 What changes to the design and use of the road would be needed to maximise the opportunities from connected and autonomous vehicles on: I motorways and 'A' roads outside of cities? I roads in the urban environment? How should it be established which changes are socially acceptable and how could they be brought about?

There is much debate about the impact of new technology, from autonomous vehicles to drone deliveries and the potential for new mobility packages rather than traditional car ownership. For example, the development of keyless vehicle entry, via smartphone or Bluetooth, supported by wireless data connections, has potential to transform the car share sector.

Better connectivity and better sharing of information and vehicles, is likely to result in more efficient travel choices, and reduced demand for road capacity. An OECD study looking at the impact of integrated MaaS (Mobility as a Service) in Lisbon, found that the result of a full-scale implementation of shared mobility in this metropolitan area would see total vehicle-kilometres in peak hours reduced by 55per cent (compared to 2011) for the metropolitan area, with a reduction for the city alone of 44per cent. Future infrastructure should not only accommodate but facilitate such developments, with a focus on integrating services and data rather than building more conventional road capacity.

¹³ Steer Davies Gleave "Funding and Financing Public Transport Infrastructure" for Campaign for Better Transport (April 2016)

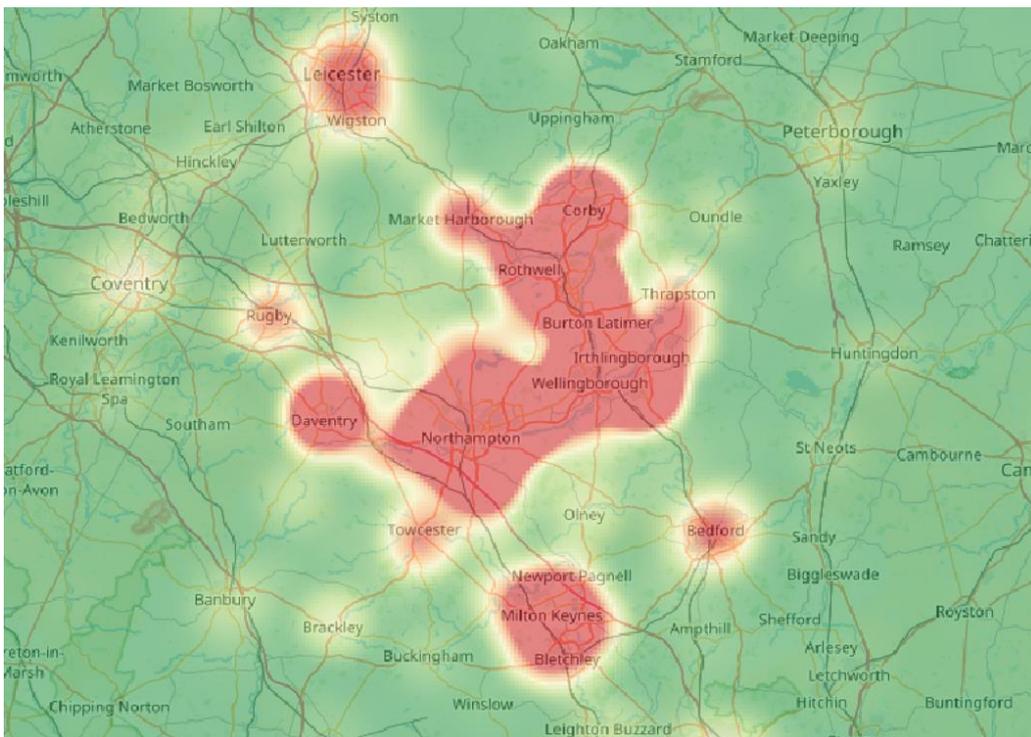
While much of the debate has been around the potential for new types of vehicles and access to vehicles, new technology has much wider applications. There is an opportunity to apply technology to the network, rather than to the vehicles, to develop a transport network fit for the 21st century, designed for low carbon, less polluting modes and making better use of new technology for smarter journey planning.

Operators should make best use of technology and data to deliver a more sustainable network. Transport users do not distinguish between different providers, and make end-to-end journeys across a mixture of local and strategic roads, rail and urban transport. Other sectors, from banking to libraries, have developed sophisticated data sharing protocols which facilitate joint working while protecting commercial, client and organisational confidentiality. Sharing expertise and joining up management and data services with transport operators and local highways authorities, would bring benefits for travellers and network managers alike.

Total Transport takes a cross-sector approach to the delivery of passenger transport services across health, school, and local authority transport and buses. By pooling information and resources, it can deliver services that are better coordinated, integrated, and more efficient.

Researchers at the University of Northampton have taken this a stage further by pooling anonymised postcode data and travel survey responses from public sector employees to identify which routes have the greatest volume of single occupancy car commuting.

Their study focused on mapping journeys on the A45 trunk road through Northamptonshire. Having excluded HGVs, LGVs, bus and coaches, the team identified flows of 102,000 cars a day on this road, and have postcode data on origin and destinations of 39 per cent of these journeys of which around 80per cent are single occupancy trips. The heat map below shows the concentration of journey origins and destinations.



Looking at the options for managing that road use better, the research team conclude that there is significant potential for modal shift. Car sharing could remove 14,500 of these vehicles, and there are opportunities to use the data to enhance bus provision on key routes. Around 4 per cent of the overall commuting demographic is making journeys under 2 miles: switching 80 per cent of these to bike would remove another 4300 vehicles. A modest investment in these other travel options could remove around 20per cent of the traffic currently on the trunk road, with benefits not only for congestion but also for the environment, with reduced carbon emissions.

Applying this approach will enable highways authorities to deploy public transport and local sustainable options to meet proven need, with a significant impact in cutting car commuting and managing demand for new road capacity. Demand management can be delivered partly through provision of information and access to alternative travel options and partly through introducing usage-based charges to incentivise efficient use of the network (see Q22).

We share the concerns raised by Freight on Rail about HGV platooning. The NIC should give priority to increasing the use of sustainable freight modes and making more efficient use of existing trucks rather than new technology which, while technically interesting, is likely to have very limited real world benefits in the UK. While platooning could be viable in sparsely populated countries, there are serious safety and practical obstacles in allowing a procession of lorries on our congested motorway network which has frequent exits close together. Other outstanding issues include where these convoys will assemble and how they will work with so-called smart motorways, without hard shoulders for emergencies.

Q21 What Government policies are needed to support the take-up of electric vehicles? What is the role of Government in ensuring a rapid rollout of charging infrastructure? What is the most cost-effective way of ensuring the electricity distribution network can cope?

Electrification is a vital part of a low carbon future, combined with reductions in overall vehicle journey miles. For individuals and in particular businesses and fleet operators to convert to low emission vehicles with confidence, there needs to be certainty of access to reliable and affordable fuelling. The Government should assist local authorities with the provision of rapid recharging infrastructure on key transport corridors.

The NIA should exclusively focus investment in renewably powered charge points that are both rapid and smart. Rapid speed of charging is essential for a positive consumer experience, while the collection and application of usage data will ensure that charge point and electricity system operators are able to optimise performance. There is a need for greater competition and interoperability across the charge point market. Contactless smart card and smart phone technology should enable quick and easy access to all charge points, rather than a burdensome sign-up process for each different operator.

Kerb space is at a premium in many urban centres, making provision of a comprehensive on-street charging network more difficult. A recent report looking at the demand for rapid charging points in London found that over 2,100 rapid-charge points would be needed to serve electrification of 25 per cent of the 108,700 taxis and private hire vehicles operating in the capital. This far exceeds the planned provision of 300 rapid charging points in London by 2020. Similar challenges apply to all cities. Requiring provision of publicly-accessible off-street charging points as part of planning applications could make a valuable contribution.

On the railways, electric traction assists with CO₂ emissions reduction as well as improving air quality, and also reduces maintenance costs and increases capacity. We regret the slowing of the programme of main line rail electrification, and urge continued investment in rail electrification. Supporting research and development of alternative fuels for diesel locomotives would make a positive contribution to the Government's clean growth plans.

Support for setting up LEV fuelling infrastructure and financial support for retrofitting or replacement vehicles will continue to be important. This could include changes to planning and building regulations to require provision of EV charging infrastructure, and priority support for retrofit or upgrade of public service vehicles.

22) How can the Government best replace fuel duty? How can any new system be designed in a way that is fair? The Government should review future tax revenues from road vehicles in the light of future technology trends and consider the case for and ways of implementing general road pricing in the future.

Road user charges are direct charges levied for the use of roads. The UK already has some examples of specific road charging, such as the M6 Toll, the Dartford Crossing and other river crossings and also London's congestion charge. General road pricing could replace fuel duty and VED, and be a more equitable

way to raise funds. Oregon's OReGO12 scheme was introduced in 2015 and has proved that wide scale road user charging is possible. Funds raised from drivers pay for road maintenance and improvements that benefit everyone.

The need to find alternative funding streams for roads as EV usage increases and fuel duty income falls has already led to a range of options for road user pricing being developed, notably in the entries to the 2017 Wolfson Prize. Charging drivers directly for each mile travelled has the potential to reduce unnecessary travel, and promote modal shift to more sustainable methods if the price was set at the correct level. This tax could also be adjusted to promote greener vehicles, such as electric cars or plug in hybrids, which would have further benefits for air quality.

Existing moves towards a distance-based HGV levy are welcome. Where charges are already levied, for example on river crossings, these should be revised to be related to vehicle emissions, rather than based on vehicle size.

Any future charges should have any built-in environmental incentives to use cleaner vehicles, with fees set at a level to encourage a shift to other modes. Whatever the final version, it is important that the smart motorway and expressway programmes in RIS2 are designed to accommodate road user pricing.

Q28 How could a comprehensive analysis of the costs and benefits of private and public financing models for publicly funded infrastructure be undertaken? Where might there be new opportunities for privately financed models to improve delivery?

True devolution to combined authorities and sub national transport bodies will enable well-integrated local transport interventions, delivering low carbon, high quality, end to end journeys. Local authorities should be able to access a fair share of Vehicle Excise Duty and other centrally levied taxes, and retain locally raised revenue streams from Clean Air Zones, Workplace Parking Levies, tourism taxes and other such mechanisms.

As referred to in Q11 above, a system of bonds for locally funded infrastructure, as is the norm in other European countries, would be an efficient alternative to the costly PPP schemes that have dogged UK infrastructure projects.

While public finance for infrastructure tends to be cheaper, there are opportunities for third party delivery, funding and finance of transport infrastructure and transport services. These can be social enterprises (like HCT), local government (e.g. Nexus delivering extensions to the Tyne & Wear Metro and West Midlands Rail's stations alliance) or public and private sector partnerships. These should be explored, while ensuring that third party finance and delivery sits within broad strategy objectives.

January 2018

Bridget Fox
Campaign for Better Transport

Campaign for Better Transport's vision is a country where communities have affordable transport that improves quality of life and protects the environment. Achieving our vision requires substantial changes to UK transport policy which we aim to achieve by providing well-researched, practical solutions that gain support from both decision-makers and the public.

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