

Regional Transportation Strategy

for Northern Ireland 2002 - 2012





Regional Transportation Strategy

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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.”

This document is available on the Regional Transportation Strategy (RTS) website at www.drdni.gov.uk/rts

Enquiries about this document and the associated Equality Impact Assessment, Pilot Health Impact Assessment and Consultation Process Report should be directed to the RTS Secretariat at the contact details below or through the website.

Requests for this document to be made available in large print or on tape should be directed to the RTS Secretariat at the contact details below or through the website.

Regional Transportation Strategy Secretariat
Clarence Court
10 - 18 Adelaide Street
BELFAST
BT2 8GB
Telephone: (028) 9054 0616
Fax: (028) 9054 0604
Textphone: (028) 9054 0642
E-mail: rtsd@drdni.gov.uk

Foreword



Peter D Robinson

I am pleased to present Northern Ireland's Regional Transportation Strategy for the 10 year period up to 2012. This document represents the product of nearly two years of work by the Department for Regional Development. It is based upon extensive consultation throughout the community, rigorous analysis and a robust methodology.

In contrast to the preceeding decades of under-investment and an ad hoc approach to transportation planning, it sets out a strategic framework for the future planning, funding and delivery of transportation throughout the region.

Transport is an important issue for all of us, wherever we live and travel in Northern Ireland. The consultation process affirms the need to develop an integrated transport system which meets our economic and social needs, but which does not threaten the health of our environment. I believe that this Strategy is a significant milestone in Northern Ireland's progress towards balanced regional growth and development as set out in Shaping Our Future: Regional Development Strategy for Northern Ireland 2025.

As Northern Ireland continues to grow and develop, this Strategy has the potential to facilitate economic development, promote accessibility, overcome social exclusion and enhance the quality of life of all our citizens. The transportation vision contained in this document will not emerge overnight - it is achievable, but difficult choices about priorities will have to be made. The levels of funding available to implement the Strategy will be dependent upon the normal Budgetary processes and our ability to form new partnerships with the private sector in the development of our regional transportation network.

I wish to express my sincere thanks to all those who have dedicated their talent, energy and ideas in assisting me in the formulation of this Strategy. I am particularly grateful to the Department's Technical Advisor Dr Denvil Coombe and to members of the independent Panel of Experts whose advice was invaluable in helping develop and shape the Strategy: Professor David Begg, Mr Stephen Kingon, Mr David Lock and Professor Austin Smyth. I also very much appreciate the contribution of Mrs Joan Whiteside, Chair of the General Consumer Council for Northern Ireland, who worked alongside the Panel.

Implementing the Strategy will now require ongoing commitment and resolve.

A handwritten signature in black ink, appearing to read 'P. D. Robinson'.

PETER D ROBINSON MP MLA
Minister for Regional Development
July 2002

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Regional Transportation Strategy

for Northern Ireland 2002 - 2012

Executive Summary

Introduction

1. The Regional Transportation Strategy (RTS) for Northern Ireland 2002-2012 identifies strategic transportation investment priorities and considers potential funding sources and affordability of planned initiatives over the next 10 years.
2. The RTS is a “daughter document” of the Regional Development Strategy (RDS)¹ which sets out the spatial development framework for Northern Ireland up to 2025. The purpose of the RTS is to support the RDS and to make a significant contribution over the 10 years towards achieving the longer-term vision for transportation contained within the RDS:

“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”.

Context

3. It is widely acknowledged that Northern Ireland has suffered from decades of underinvestment in its roads and public transport. The United Kingdom generally has fallen behind best European Union practice in transportation investment and, in its turn, Northern Ireland compares unfavourably to levels of transportation investment per capita in England, Scotland and Wales.² However, within the context of the Programme for Government³, there is an explicit recognition of the strategic importance of transport infrastructure and services to the future development and prosperity of the region. There is now an acceptance that investment in roads and transport is a high priority for public expenditure, along with health, education and water and sewerage services.
4. It is important to note, however, that in relation to the level of public expenditure funding for the Strategy, the outcome will be determined through the normal Budgetary process which will take account of the needs of other Departments and decisions on priorities. If that process determines that the full level of funding identified in the Strategy is not available, then not all of the planned initiatives will be delivered within the 10-year period. In addition, commitments to proceed with major capital schemes cannot be given until appropriate economic and other appraisals have been considered and any statutory procedures satisfactorily concluded.

¹ Shaping Our Future: Regional Development Strategy for Northern Ireland 2025, DRD, September 2001

² Public Expenditure Statistical Analysis 2001-2002, HM Treasury, April 2001

³ Programme for Government, Northern Ireland Executive, March 2002

5. It is also important to be aware that, whilst the RTS provides strategic balance in terms of initiatives, costs and targets, the precise allocations will be confirmed in greater detail by the three separate Transport Plans emanating from the RTS. In addition, where the benefits of initiatives are difficult to predict with certainty, the full extent of the investment will be conditional upon successful results from relevant investment in the early years of the Strategy. Appropriate transport studies and monitoring and review arrangements for the RTS will, therefore, be put in place to facilitate this approach.

Developing the Regional Transportation Strategy

6. In addition to the policy context of the Programme for Government and the RDS, the RTS has been prepared against the background of wider transportation policy in the European Union, Great Britain and the Republic of Ireland. The condition and usage of existing transportation networks have been considered, along with the main drivers for change including safety, social exclusion, demographic and economic forecasts and current trends in costs and use of travel modes.
7. A Panel of Experts and a Technical Advisor⁴ provided assurance that the RTS was developed in accordance with best practice. The overall development of the Strategy was based on Guidance on the Methodology for Multi-Modal Studies (GOMMMS)⁵, an objective-led approach to seeking solutions to transport-related problems. The five UK objectives for transport were adopted and were central to the development of the Strategy. They relate to environment, safety, economy, accessibility and integration (between transport modes, with land-use and with other government policies). A broad-based appraisal of potential initiatives was carried out, taking into account the likely impacts on each of these objectives.
8. The Strategy has been developed by considering Northern Ireland as four discrete areas with particular transport needs, problems, priorities and solutions. The areas are the Regional Strategic Transport Network (RSTN) (as defined by the RDS), the Belfast Metropolitan Area (BMA), Other Urban Areas (cities and towns outside the BMA with populations over 5,000) and Rural Areas. This approach ensured that the concept of 'rural proofing' was integral to the appraisal process.

⁴ A group of eminent transportation and other professionals provided guidance and assurance in regular meetings with the RTS Project team

⁵ Guidance on the Methodology for Multi-Modal Studies (GOMMMS), DETR, March 2000

9. The needs of people with mobility impairments, especially people with disabilities and older people, were considered during the development of the Strategy. Distribution and equity issues, affordability, financial sustainability, practicality and public acceptability were addressed in supporting analyses. Two further analyses were undertaken: an Equality Impact Assessment in accordance with Section 75 of the Northern Ireland Act 1998, and a Pilot Health Impact Assessment in support of the Department of Health, Social Services and Public Safety's 'Investing for Health'⁶ initiative.
10. Extensive consultation with key stakeholders and the wider community was a key feature of the approach. Written responses were first invited to a consultation paper issued in January 2001. In spring that year meetings were held with stakeholders and attitudinal research was conducted across Northern Ireland. In addition, a major working conference to consider options for an emerging RTS was held in September 2001. The final element of the consultation process was the publication for comment of a Proposed RTS and associated Draft Equality Impact Assessment in February 2002 – launched by the Minister in a debate in the Assembly. The feedback from all of these consultation processes informed the various stages of appraisal and helped shape the final Strategy.

Content of the Strategy

11. The content of the Strategy is presented in Chapter 5, with initiatives detailed in Tables 5.1 – 5.5 and Figures 5.2 – 5.8.
12. The Strategy will address the effect of years of under-investment in transportation. It will tackle deficiencies in the current transportation systems to make best use of existing assets and will begin to introduce a number of important enhancements to the infrastructure and services. At the same time, programmes will be initiated to promote sustainable transport and to encourage modes of travel other than private car for appropriate journeys.
13. The Strategy provides a range of transportation initiatives across Northern Ireland. Some of the principal initiatives include:
 - upgrade of the existing rail network and services (with the possible exception of the Antrim-Knockmore line which is the subject of a separate review);
 - provision of new, modern trains and increased rail capacity;

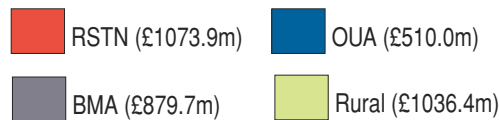
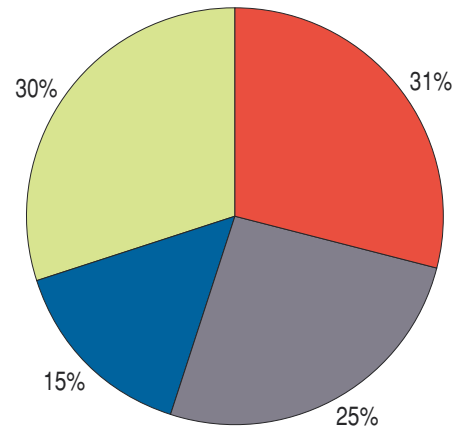
⁶ Investing for Health, DHSSPS, March 2002

- Quality Bus Corridors (QBCs) on all main Belfast commuter routes;
- provision of new, modern accessible buses;
- commencement of a rapid transit system in the BMA;
- local improvements in towns across Northern Ireland to assist pedestrians and cyclists and to provide new bus services throughout the day;
- introduction of innovative demand responsive transport services in rural areas;
- elimination of 75% of the road maintenance backlog – with two-thirds of this expenditure in rural areas;
- local highway infrastructure measures to improve safety, such as accident remedial schemes and traffic calming schemes; and
- Strategic highway improvements to provide, for example, up to 13 bypasses, approximately 85 kilometres of dual carriageway, 36 kilometres of widened single carriageway and 11 major junction improvements.⁷

14. In finalising the RTS it was recognised that demand management measures could be needed in Belfast, both to optimise the contribution of the additional public transport investment and to reduce the possible negative impacts of additional car use. The Strategy notes therefore, that following the planned improvements to public transport, parking charges could be raised and/or parking availability reduced for long-stay commuter parking.
15. Should these measures be successful in producing a sustained and publicly acceptable shift from private car to bus and rail, more comprehensive demand management measures, such as road user charging, are likely to be considered. Any additional revenue raised by such measures would primarily be used to further improve bus and rail provision.
16. In addition, a range of transportation-related initiatives is being undertaken by DRD as part of the Strategy, including a review of the institutional arrangements for the planning, delivery and regulation of public transport in Northern Ireland; the establishment of an external advisory body to assist the Department in the implementation of the RTS and the preparation of an Accessible Transport Strategy for Northern Ireland.

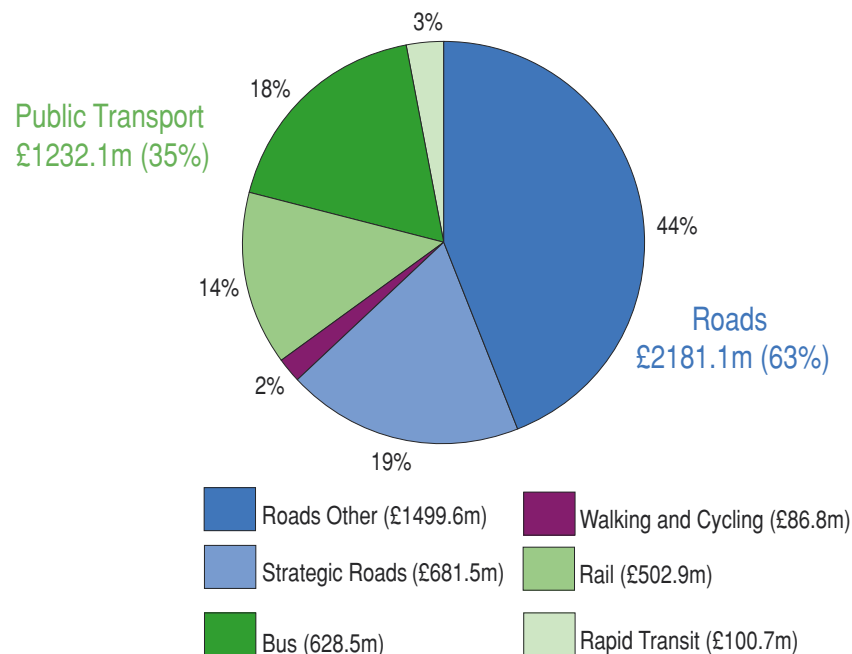
⁷ These improvements are 'illustrative' only and are conditional upon the satisfactory completion of statutory procedures for individual major schemes

17. The Strategy earmarks expenditure across the four areas as illustrated in the diagram below:



Note: Values are quoted in rounded form which may lead to apparent minor inaccuracies in summations

18. Similarly, the Strategy total expenditure by mode is illustrated below.



Funding

19. The RTS is a £3500 million strategy for transportation from 2002 to 2012. It is predicated upon the amount that would be available if existing funding levels for transportation were to continue over this period (£2130 million) supplemented by additional funding of £1370 million. The RTS will make significant progress towards achievement of the long-term transportation vision, but it remains

earthed in the reality of the funding that could reasonably be assumed over the 10 years. As already noted, the level of public expenditure funding for transportation will continue to be determined by the normal Budgetary process.

20. Consultation confirmed an acknowledgement that the deficit in transportation investment could not be addressed through public expenditure alone. A variety of methods have been considered to optimise the involvement of the private sector in terms of its expertise and financial investment. This approach is necessary to make the Strategy more affordable and to help minimise the contribution required within the 10-year period from the public purse in general and from the Reinvestment and Reform Initiative (RRI), in particular.
21. The Strategy assumes that no additional revenue will be generated from demand management measures within the 10-year period. These measures have the potential to raise additional finance, depending on the method adopted and the level of charges applied. The effect of any additional finance raised could be to reduce the requirement for RRI funds.
22. Assumed additional sources of funding and private finance contributions towards the additional funding requirement of £1370 million are summarised as shown below.

Assumed Additional Funding Sources and Private Finance Contributions	Assumed Funds (£m) over period 2002/03 to 2011/2012^a
Public Expenditure Baselines (including Executive Programme Funds and European Funding)	510
Reinvestment and Reform Initiative ^b (excluding Executive Programme Funds)	425
Increased Developers' Contributions	100
Sale of Assets	20
In-year additional Public Expenditure allocations	15
Private Finance (Highways) ^c	150
Private Finance (Public Transport) ^c	150
	£1370 million

Note:

^a All assumed funds (including private finance) are expressed in 2002/03 prices.

^b Value of transportation initiatives funded by RRI

^c The sums are net contributions calculated as the value of the schemes delivered within the RTS period, minus the costs of payments made out of the public purse during the period (rounded to the nearest £10million).

23. Obtaining the additional money required for the Strategy will be challenging and will only be achieved with political support and an innovative and determined approach to attracting private sector acumen and resources.

Targets

24. Targets for 2012 (compared to 2001) have been prepared taking account of forecast external factors over which the Strategy has little or no control and estimated changes due directly to the initiatives included in the Strategy. The Strategy includes the creation of a dedicated Regional Planning and Transportation Division and a technical Data Monitoring and Modelling Unit to monitor the performance of initiatives and to review the continuing appropriateness of targets. The targets are set out in section 8.2.
25. As part of the work on the preparation of Transport Plans (see below) interim targets will be determined, which will allow progress against the 2012 targets to be regularly assessed. The Department will also seek, as part of the work on Transport Plans, to establish additional targets which may include average traffic speeds on Key Transport Corridors and on key routes in the Belfast Metropolitan Area and population coverage of rural bus services.

Implementation

26. Implementation of the Strategy will be through three Transport Plans covering the Regional Strategic Transport Network (RSTN), the Belfast Metropolitan Area (BMA), and the Sub-Region. The Transport Plans will present detailed programmes of major schemes and transport initiatives that will support the objectives of the RTS and contribute to the RTS targets, taking full account of relevant Development Plans. The Transport Plans will comply with the expenditures for the appropriate area and mode combinations given in the RTS, or will present a viable case for any variation. In addition, the strategic land-use planning guidance contained in the RDS, translated into the more detailed Planning Policy Statements, will directly influence the content of the Transport Plans.
27. The RTS recommends a level of investment in the RSTN over the 10 years of the Strategy, giving indicative levels of spend for a range of transportation measures. The RSTN Plan will confirm the individual schemes and projects to be implemented (subject to economic and other assessment, statutory processes and the availability of resources) to support the RTS objectives and targets. It will set out plans for short, medium and longer-term proposals. Transport studies undertaken to support the RSTN Transport Plan will take due account of current and future cross-border inter-urban transport demands and the roles of the gateway cities and towns (Londonderry, Larne, Newry and Enniskillen). These will include the important needs which arise from Londonderry's role as the regional city for the North West, as identified in the RDS.

28. The transportation study for the Belfast Metropolitan Area (BMA) will produce a Belfast Metropolitan Transport Plan (BMTP) setting out transport schemes and proposals up to 2015. These will support development proposals in the Belfast Metropolitan Area Plan (BMAP) and the objectives and targets of the 10-year RTS. Together the BMAP (currently being developed by the Department of the Environment) and BMTP will provide an integrated approach to the future development of the Belfast Metropolitan Area.
29. Implementation of the RTS as it relates to the Rural and Other Urban Areas will be dealt with in one Sub-Regional Transport Plan. This plan will fully recognise the urban needs of Londonderry as the regional city for the North West. It will be supplemented by data from all the available transportation studies carried out in support of Development Plans.

Monitoring and Review

30. While the Department will monitor and review the implementation and progress of the Strategy on a regular basis, it plans to undertake a formal mid-term review linking to the preparation of bids in the Spending Review 2006. The review will take into account:
 - any variation in the RDS;
 - transport budgets secured;
 - rate of implementation of the RTS; and
 - monitoring of the effectiveness of the RTS initiatives.
31. Further consideration will be given to arrangements for the timely development of a second RTS that would potentially cover the 10-year period post 2012. The development of the second RTS will be greatly informed by the lessons learned during the implementation of the RTS for the period 2002-2012.

1.0

Introduction

- 1.1 Purpose of this document
- 1.2 Purpose of the Regional Transportation Strategy
- 1.3 Content



1.1. Purpose of this document

- 1.1.1. The purpose of this document is to set out the Department for Regional Development's (DRD) Regional Transportation Strategy (RTS) for Northern Ireland 2002 – 2012. The Strategy presents a clear framework for action which will facilitate implementation of a range of initiatives aimed at bringing about a stepped change in the quality of infrastructure and services, in line with the longer-term transportation vision for the region:

“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.”¹

1.2. Purpose of the Regional Transportation Strategy

- 1.2.1. The 10-year Regional Transportation Strategy is a vital component of the Regional Development Strategy² (RDS), which was agreed by the Assembly in September 2001. The RDS will shape the social, economic and environmental well-being of Northern Ireland up to the year 2025.
- 1.2.2. It is the purpose of the RTS to support the Regional Development Strategy and to move significantly, over a 10-year period, towards achievement of the longer-term transportation vision.
- 1.2.3. Within the specific commitments of the Programme for Government³ agreed by the Assembly, the RTS establishes strategic transportation investment priorities and considers the potential funding sources and affordability of the planned initiatives. The Strategy considers the funding that would be available if existing levels of investment in transportation were to be continued over the 10-year period (described as the Reference Case), as well as the additional investment (described as Additional Funding) required in order to deliver the initiatives. Together these two elements comprise the overall funding that would be required to deliver the Strategy.
- 1.2.4. It is important to note that, in relation to the level of public expenditure funding for the Strategy, the outcome will be determined through the normal Budgetary process which will take account of the financial needs of other Departments and decisions on priorities. In addition, as far as capital works are concerned, commitments to implement major infrastructure schemes cannot be given until appropriate economic and other relevant assessments have been considered, and statutory procedures (such as Public Inquiries) have been satisfactorily concluded.

¹ Shaping Our Future: Regional Development Strategy for Northern Ireland 2025 (page 157), DRD, September 2001

² Shaping Our Future: Regional Development Strategy for Northern Ireland 2025, DRD, September 2001

³ Programme for Government, Northern Ireland Executive, March 2002

- 1.2.5. It is also recognised that, where the benefits of initiatives are more difficult to predict with certainty – such as the retention of the full rail network, extension of a rapid transit network and provision of new cycling facilities - the full extent of the investment proposed will be conditional upon successful results from relevant investment in the early years of the Strategy. The flexibility of this phased approach will enable monitoring of the performance and impact of initial investments to inform decisions at mid-Strategy review stage.

1.3. Content

- 1.3.1. In addition to the core chapters dealing with the RTS content (Chapter 5), affordability (Chapter 6), outcomes (Chapter 7) and implementation (Chapter 8), this document:
- establishes the need for a RTS describing the policy context and providing background information (Chapter 2);
 - shows how the RTS will contribute towards achievement of the transportation vision (Chapter 3); and
 - outlines the methodology used in development of the Strategy (Chapter 4).
- 1.3.2. An Appraisal Summary Table is included at Annex A, with the purpose of articulating as clearly as possible the benefits and costs (disbenefits) of the initiatives within the Additional Funding, so that their combined overall value for money can be estimated.
- 1.3.3. Related initiatives by DRD, other Government Departments and public sector organisations, which are not part of the Strategy, but which are supportive of it, are listed in Annex C.
- 1.3.4. Associated reports which have informed the development of the RTS are published alongside this document and are available from the RTS Secretariat and on the RTS website at www.drdni.gov.uk/rts
These are:
- Equality Impact Assessment;
 - Health Impact Assessment; and
 - Consultation Process Report.

2.0

The Need for the Regional Transportation Strategy

- 2.1 Introduction
- 2.2 Northern Ireland Policy Context
- 2.3 Wider Transportation Policy
- 2.4 Current Transportation Networks
- 2.5 Drivers for Change
- 2.6 Conclusions - A Bleak Future?



2.1. Introduction

- 2.1.1. The purpose of this Chapter is to confirm the need for the Regional Transportation Strategy. Whilst it is relatively straightforward to identify individual problems with the current transportation networks, it is important to establish the need for this wide-ranging review, the findings of which will mark a 'fresh start' for transport in Northern Ireland.
- 2.1.2 The need for the Regional Transportation Strategy has developed from consideration of a range of issues as outlined in the following sections:
- Section 2.2: Northern Ireland Policy Context, including the Programme for Government and the Regional Development Strategy;
 - Section 2.3: Wider Transportation Policy, including those in the European Union, Great Britain and the Republic of Ireland;
 - Section 2.4: Existing transportation networks, including extent, condition and usage of highway and public transport networks; and
 - Section 2.5: Drivers for change, including safety, demographic and economic forecasts, and current trends in costs and use of travel modes.

The principal points arising from each of these issues are summarised in Section 2.6: Conclusions – A Bleak Future? which includes a description of transport conditions if we continue at current levels of investment.

2.2. Northern Ireland Policy Context

The Programme for Government

- 2.2.1. Transportation was established as an essential element of Government's plans for the future of Northern Ireland in the first Programme for Government⁴ agreed by the Assembly in March 2001. It impacts, to a greater or lesser degree, upon each of the five priority areas first set out in the 2001 Programme and confirmed in the current Programme⁵: Growing as a Community; Working for a Healthier People; Investing in Education and Skills; Securing a Competitive Economy; and Developing North/South, East/West and International Relations.
- 2.2.2. Within the context of the Programme for Government, there is an explicit recognition of the strategic importance of transport infrastructure and services to the future of the region. There is now

⁴ Programme for Government, Northern Ireland Executive, March 2001

⁵ Programme for Government, Northern Ireland Executive, March 2002

an acceptance that investment in roads and transport is a high priority for public expenditure, along with health and education. The Programme for Government captures the essence of the RTS by stating:

“the movement of people and goods is equally important and we recognise the economic consequences of increasing road congestion and long-term under-investment in public transport. We want to develop an effective, safe and reliable road network and a quality public transport system that can benefit society, provide real transportation choice for those living in both rural and urban communities and help us grow our economy in a sustainable way. The 10-year regional transportation strategy will identify a strategic approach to meeting our transport needs and enable us to identify the necessary improvements.”⁶

- 2.2.3. It is clear that strategic development of the transportation system will support all four of the key policy themes that cut across Government's priority areas: Promoting Equality of Opportunity and Good Relations; New Targeting Social Need; Promoting Sustainable Living; and Developing as a Region.
- 2.2.4. Furthermore, in developing the RTS, the Department applied the concept of 'rural proofing', as established in the first Programme for Government, whereby ***“the rural dimension is routinely considered as part of the making and implementation of policy.”⁷*** The methodology that was applied in developing the RTS includes specific consideration of rural areas and clear and direct references to rural issues.
- 2.2.5. The Department for Regional Development is confident that the Strategy will make a significant contribution to the strategic priorities and policy aims of the Programme for Government. The main interrelationships with other Government Departments' policies are listed in Section 7.5 and Annex A. In addition, a Pilot Health Impact Assessment⁸ has been prepared in conjunction with officials from the Department of Health, Social Services and Public Safety in support of the 'Investing for Health' initiative⁹. In order that this Pilot Health Impact Assessment could influence the Strategy – rather than merely comment upon it – the Assessment was carried out on the Proposed RTS, published in February 2002.

⁶ Programme for Government, Northern Ireland Executive, March 2002 (Chapter 5.3)

⁷ Programme for Government, Northern Ireland Executive, March 2001 (Chapter 5.10)

⁸ Pilot Health Impact Assessment of the Proposed Regional Transportation Strategy, DRD, June 2002

⁹ Investing for Health – A Consultation Paper, DHSSPS, November 2000

Regional Development Strategy

- 2.2.6. The Regional Development Strategy (RDS), agreed by the Assembly in September 2001, sets out the dynamic strategic planning framework for the spatial development of Northern Ireland over the next 25 years. The approach of the RDS to transportation is to place the emphasis in the future on enhancing accessibility which enables people to get to goods, services and facilities, whilst

minimising the number and scale of negative impacts. The focus will be on moving people and goods, rather than vehicles; on making the public more aware of the full cost and impact of their transport choices; and on reducing the need to travel.

2.2.7. An integral feature of the RDS is the production of a Regional Transportation Strategy which will work towards achievement of the 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.”*** However, as the RDS acknowledges, ***“the best regional transport systems have been built up over time and are continually improved.”*** The RTS, therefore, will seek to make significant progress in the medium term towards creating a more integrated system. (The transportation vision is discussed at greater length in Chapter 3.)

2.2.8. In preparing the RTS, the Department has focused on the major themes of the RDS relating to transportation, which are:

- developing a Regional Strategic Transport Network, based on Key Transport Corridors (KTCs)¹⁰, to enhance accessibility to regional facilities and services;
- extending travel choice for all sections of the community by enhancing public transport (which includes taxis and community transport as well as conventional bus and rail services);
- integrating land use and transportation planning;
- changing travel culture and contributing to healthier lifestyles; and
- developing a modern, integrated transport system for the Belfast Metropolitan Area¹¹.

2.2.9. The RTS is a “daughter document” of the RDS and in future all transportation proposals which have a regional, or sub-regional significance, will be considered in the context of the RDS and the 10-year RTS. Given the relationship between the two strategies, the planning assumptions inherent in the parent document - for example, population growth and distribution - have been used in the development of the RTS.

2.2.10. To further ensure consistency between the RDS, the RTS and development plans, the Department will publish by the end of 2002 a strategic Planning Policy Statement on Transportation and Land Use to provide strategic policy guidance and advice relating to the integration of transportation and land use. This is in order that the transport network can further its contribution to the achievement of

¹⁰ Key Transport Corridor – acting as the upper tier of regionally important routes (road and rail), the KTCs are those strategic long distance routes which connect a number of towns and provide links to the major regional gateways, including linkages to the transport corridors within the Belfast Metropolitan Area. The KTCs are shown in Figure 5.2

¹¹ Belfast Metropolitan Area – this includes the city of Belfast and the adjoining urban parts of the Council areas of Carrickfergus, Castlereagh, Lisburn, Newtownabbey and North Down

sustainable progress on social, economic and development goals in Northern Ireland. The guidance will place greater emphasis on the integration of planning and transportation policies and practices to help deliver the transportation vision. In the same timescale, it is expected that the Department of the Environment will publish a Planning Policy Statement on Access, Movement and Parking, which will translate the strategic guidance in the RDS into detailed operational policies.

Transport policy

- 2.2.11. The RTS reflects the transportation principles in the 'Northern Ireland Transport Policy Statement: Moving Forward',¹² which set out a strategy for implementing the objectives of the UK White Paper¹³ on the future of transport published in July 1998, in a way which would reflect the particular circumstances of Northern Ireland. It signalled an important step in developing a strategy to enable a move away from a transport system dominated by car use to a more balanced and integrated system, in which public transport and non-motorised transport would be attractive options for many trips.

Railways Task Force

- 2.2.12. The Railways Task Force, which reported in September 2000 on the strategic options for the future of the railway network in Northern Ireland¹⁴, concluded that railways should play an important role in meeting the region's long-term transportation needs and that the extent of that role could best be determined within the context of a RTS. As a result of the Task Force report, the Assembly allocated an additional £103 million for the period 2001-2004 for replacement rolling stock and the maintenance of the most heavily used parts of the network. The RTS considers the merits of investment on the lesser used parts of the network.

The Environment

- 2.2.13. Government recognises the need ***"to consider the environmental impact of all key policies"*** and ***"to do so in an increasingly integrated way that will embed the principles of sustainable development in the rural and urban economy."***¹⁵ The proposals for the RTS have been assessed in accordance with this policy direction.
- 2.2.14. HM Government's strategy "A Better Quality of Life"¹⁶ published in May 1999, sets out four parallel objectives for sustainable development:

- social progress which recognises the needs of everyone;

¹² Moving Forward, DOE (NI), November 1998

¹³ A New Deal for Transport: Better for Everyone, DETR, July 1998

¹⁴ Interim Report of the Railways Task Force on the Future of the Railway Network in Northern Ireland, DRD and Northern Ireland Transport Holding Company, September 2000

¹⁵ Programme for Government, Northern Ireland Executive, March 2002 (Chapter 1.11.(ii))

¹⁶ A Better Quality of Life, DETR, May 1999

- effective protection of the environment;
- prudent use of natural resources; and
- maintenance of high and stable levels of economic growth and employment.

2.2.15. This UK-wide Strategy recognised that the devolved administrations would have a key role to play in establishing their own sustainable development policies which would reflect their institutions, landscape, culture and way of life. A Northern Ireland Sustainable Development Strategy will be published by October 2002 and a policy and legislative framework to deliver Northern Ireland's contribution to the targets in the UK air quality strategy¹⁷ will be in place by end of 2003. The Air Quality Strategy sets out the framework within which air quality considerations will be addressed in the short to medium-term. It sets health-based air quality objectives for eight pollutants and also contains a number of objectives for the protection of vegetation and ecosystems. The provisional objective for ozone remains outside regulation for the purpose of Local Air Quality Management.

2.2.16. In developing the RTS, the Department has worked alongside the Department of the Environment and specifically the Environment and Heritage Service to ensure that the Strategy is supportive of the aims of the emerging environmental strategy and possible legislative requirements.

2.2.17. Under the Kyoto Protocol the United Kingdom is committed to cutting emissions of six greenhouse gases by 12.5% by 2008-2012 based on 1990 levels. In addition, the UK Government has set a domestic goal of a 20% reduction in carbon dioxide emissions by 2010, again on a 1990 baseline. In November 2000 the UK Government published a Climate Change Programme¹⁸ - including a chapter on Northern Ireland - which covers a wide range of fiscal, regulatory and presentational policies. It confirms that the RTS, whilst seeking to meet the economic and social needs of the population, will do so in a manner that reduces the threat to the environment.

¹⁷ The Air Quality Strategy for England, Scotland, Wales and Northern Ireland: Working Together for Clean Air, DETR, January 2000 (Cm 4548, SE 2000/3, NIA 7)

¹⁸ Climate Change: UK Programme, DETR, November 2000

¹⁹ Programme for Government, Northern Ireland Executive, March 2002 (Chapter 5.2)

The Economy

2.2.18. The transportation policy framework is inextricably linked to the economic policy context. The Programme for Government recognises the central role that transport plays in underpinning a successful regional economy:

"the provision of infrastructure and major public services such as public transport, roads, water and sewerage is essential for the social and economic well being of the region."¹⁹

- 2.2.19. The RTS has been developed on the basis that enhancing the regional gateways and creating an upgraded and integrated transport system, built around the Regional Strategic Transport Network²⁰ incorporating the Key Transport Corridors, is essential for the future prosperity of the region.

2.3. Wider Transportation Policy

- 2.3.1. Transportation policy remains a central concern of governments at international, national and regional level. The transportation context established by the RDS reflects common themes in recent national policies. These include: moves towards greater integration between transport and other government policies; greater integration between transport modes; a shift in emphasis away from the car towards more sustainable modes such as walking, cycling and public transport; and public and private sectors working more closely together to boost investment. (The main relevant policy and strategic documents at national level are referenced in the bibliography at Annex E.)
- 2.3.2. The European Commission's White Paper on Transport²¹, sets out the Commission's policy guidelines for transport until 2010 in the context of an enlarged European Union. Many of the central themes are reflected in the RTS, including the integration of transport in sustainable development, improving road safety and putting users at the heart of transport policy.

Transportation in United Kingdom and Great Britain

- 2.3.3. In setting the context, it is informative to refer to a study of benchmarking of transport expenditure within the European Union²². That study showed that over the period 1990-95, the UK investment in transport infrastructure per capita ranked 10th out of the 15 communities surveyed. Clearly, in recent times, the UK in general has fallen behind best European Union practice in transport investment.
- 2.3.4. In Great Britain 'Transport 2010 – The 10-Year Plan'²³ set out HM Government's plan for delivering the scale of resources required to put the policies proposed in the 1998 White Paper into practice in Great Britain. The Plan identified the need for a new approach based on:
- integrated transport: looking at transport as a whole and assessing all the options by matching solutions to specific problems;
 - public private partnerships: government and private sector working more closely together to boost investment; and

²⁰ The Regional Strategic Transport Network (RSTN) is made up of the rail system, five Key Transport Corridors, four link corridors, and the Belfast Metropolitan Area transport corridors, along with the remainder of the trunk road network. The RSTN is shown in Figure 5.2

²¹ European Transport Policy for 2010: Time to Decide, European Commission's White Paper, September 2001

²² European best practice in delivering integrated transport, Commission for Integrated Transport, November 2001

²³ Transport 2010 – The 10-Year Plan, DETR, July 2000

- new projects: modernising the transport network in ways that would make it bigger, better, safer, cleaner and quicker.

2.3.5. The Plan represented a stepped change in the approach to transport and proposed investment of £180 billion in roads and public transport, including a 75% increase in capital investment compared to the previous decade. In the context of the European Union benchmarking described above, the Plan is needed to address the historic imbalance in spending in comparison with best practice countries (such as Germany and France).

2.3.6. Whilst the United Kingdom as a whole does not compare favourably with other European Union countries, Northern Ireland, as a region, compares even less favourably. Figure 2.1 shows that within the United Kingdom, historic (1995/96 – 1999/00) spending per capita on transport in Northern Ireland has been consistently, and by some margin, the lowest compared to England, Scotland and Wales. (In terms of its rural nature, Northern Ireland is considered most comparable with Scotland.) The figure shows that Northern Ireland has spent a sum approximately one half of the Scotland total in 1995/96 and that whilst the Scotland spend decreased to 1999/00, it has remained considerably above the Northern Ireland spend throughout the period.

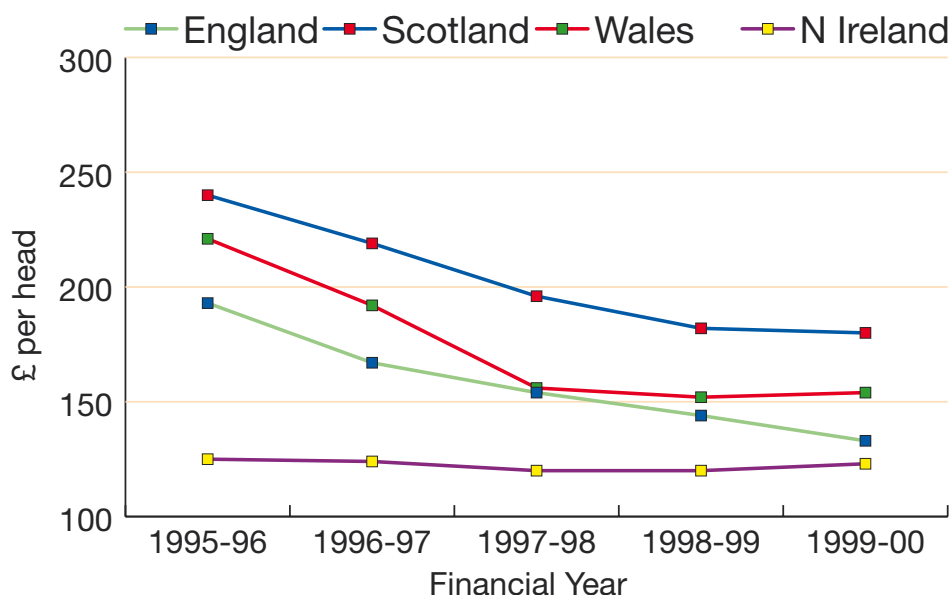


Figure 2.1: Identifiable Total Managed Expenditure, per Head, for Roads and Transport 1995/96 - 1999/00

Source: Public Expenditure Statistical Analysis 2001-02, HM Treasury April 2001

Transportation in the Republic of Ireland

- 2.3.7 The Republic of Ireland's National Development Plan²⁴ for the period 2000-2006 seeks to increase transport spending on roads and public transport and aims to redress the transportation funding deficit on a scale never before possible. This is underlined by a planned investment of more than Euro 6.7 billion on National Roads and over Euro 3.1 billion to improve public transport over the Plan period.

2.4. Current Transportation Networks

- 2.4.1. The current transportation networks in Northern Ireland represent substantial assets to individuals, businesses and community interests. However, these networks, and the services operated upon them, need continuous management and financial support to ensure that they continue to serve our needs efficiently and that their condition is not allowed to deteriorate.
- 2.4.2. The paragraphs below highlight, where applicable, the extent, condition and usage of the assets relating to the following in turn:
- road network;
 - rail services;
 - bus services;
 - taxis;
 - walking; and
 - cycling.

Road Network

- 2.4.3. Northern Ireland has a very extensive road network of almost 25,000 kilometres. The dispersed nature of the population has resulted in the region having about 2.5 times the kilometres of road per capita when compared to the average for rest of the United Kingdom.
- 2.4.4. In 2002 the large road maintenance backlog was of the order of £140 million, with many roads needing treatment for structural as well as safety reasons. Table 2.1 highlights the inadequacy of current road resurfacing treatments.

²⁴ Ireland National Development Plan 2000-2006, Dublin Stationery Office, November 1999

Road Network	Treatment	Interval (years)	
		Good Practice ²⁵	Actual 00/01
Motorways	Resurface	1 in 20	1 in 26
Classified roads		1 in 20 – 25	1 in 42
Unclassified roads		1 in 25 – 30	1 in 118

Table 2.1: Structural Maintenance Practice in Northern Ireland

Source: The DRD Roads Service to Everywhere – A Policy Evaluation of Structural Maintenance of Roads and Footways, DOE (NI), December 1998

- 2.4.5. Road network problems include a number of 'bottlenecks', where localised restrictions cause undue congestion and thereby delay for freight, public transport and cars. In many cases these are in need of urgent attention. In addition, some urban areas suffer from acute congestion and consequently poor environmental conditions. Roads outside cities and towns also need urgent work carried out, with approximately 70% of the maintenance backlog related to roads in rural areas.
- 2.4.6. From an economic viewpoint, the current deficiencies in transportation infrastructure must be overcome to reduce congestion and delays and to allow more efficient supply chain management to contribute to the improvement of business competitiveness.
- 2.4.7. Figure 2.2 indicates the increase in travel by cars and vans on the road network over the period 1993-98.

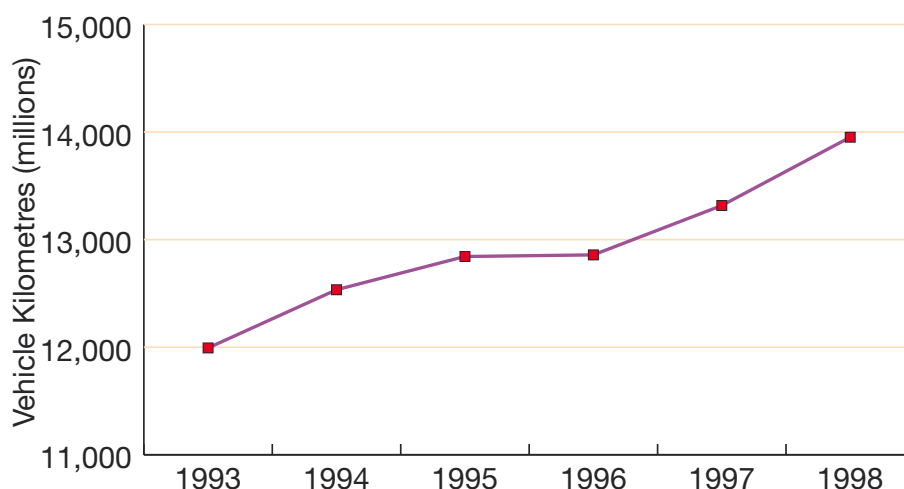


Figure 2.2: Vehicle Kilometres of Travel (VKT) for Class 1 Vehicles (Car, Taxis and Vans) 1993-1998 (latest available figures)

Source: Vehicle Kilometres of Travel Survey of Northern Ireland Reports, DRD Roads Service

²⁵ Good practice defined in The road to Everywhere – A Policy Evaluation of Structural Maintenance of Roads and Footways, DOE (NI), December 1998

- 2.4.8. Figure 2.3 shows the steady growth in freight travel on the roads in Northern Ireland. It is expected that this growth in freight travel will continue, even if the total freight tonnage were not to increase. This would be in line with Great Britain where recent surveys²⁶ have shown a stabilisation in freight tonnage whilst 'tonne - kilometres moved' has continued to grow. This growth is the result of current practice for longer average freight journey lengths.

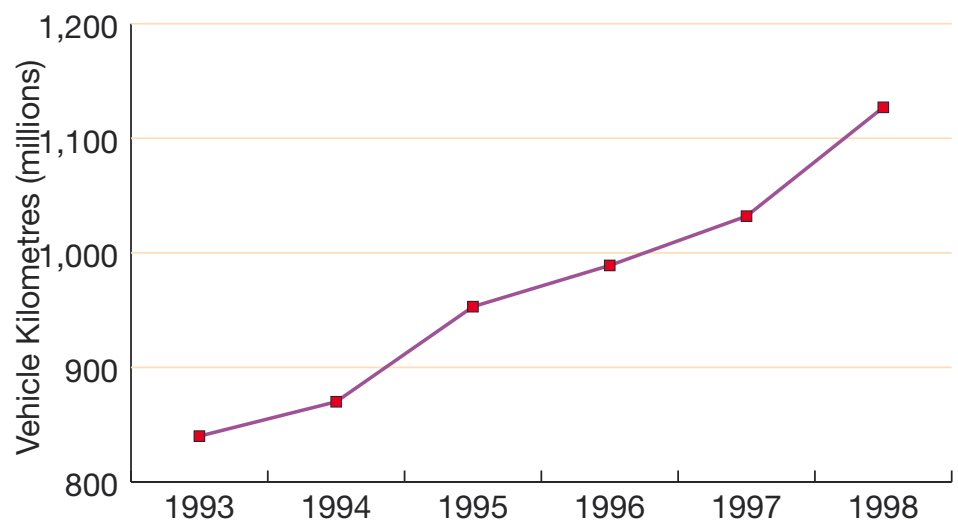


Figure 2.3: Vehicle Kilometres of Travel (VKT) for Heavy Goods Vehicles 1993-1998 (latest available figures)

Source: Vehicle Kilometres of Travel Survey of Northern Ireland Reports, DRD Roads Service

Rail Services

- 2.4.9. Northern Ireland Railways (NIR) is the sole provider of rail passenger services in Northern Ireland. Whereas in the Victorian era Northern Ireland had a rail network of over 1,500 kilometres, the region has now just 360 route kilometres of track.
- 2.4.10. The A D Little Review²⁷ of March 2000 highlighted the poor condition of both track and rolling stock and drew attention to the need for huge investment (approximately £183 million over 10 years) for safety reasons if the existing services were to continue to operate. The outcome of the work of the Railways Task Force (see Section 2.2.12) has helped, as the Assembly subsequently allocated £103 million towards replacement rolling stock and the maintenance of the most heavily used parts of the network. As a direct result of the Assembly's decision, the order for 23 new train sets was placed in February 2002 with the first of these expected to be operational in 2004.

²⁶ Continuous Surveys of Road Goods Transport – DTLR

²⁷ Strategic Safety Review of Northern Ireland Railways, A D Little, March 2000

2.4.11. Despite some notable improvements in recent years, there remains inadequate integration with other modes of travel, for example, inadequate car and cycle parking at stations. As Figure 2.4 illustrates, rail patronage has fallen by 9% from 1995/96 to 2000/01. Clearly, this downward trend has to be reversed if rail is to play its full role in the delivery of integrated public transport services.

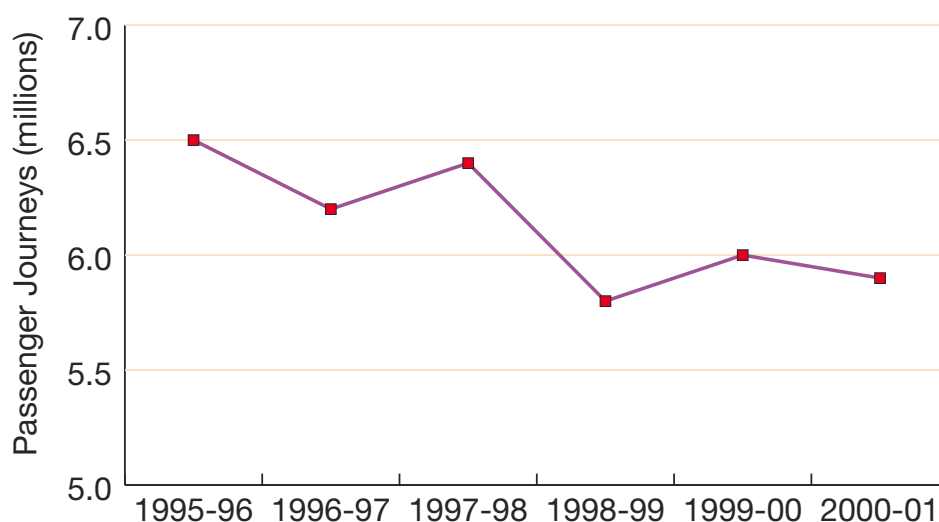


Figure 2.4: Northern Ireland Railways Passenger Journeys

Source: Northern Ireland Transport Statistics 2000-2001 and earlier Northern Ireland Transport

Statistics editions, Central Statistics and Research Branch, DRD

Bus Services

2.4.12. Almost all of Northern Ireland's bus services are operated by Translink, through its Ulsterbus and Citybus services. The networks have evolved to meet demands, while retaining socially necessary services where possible. However, there are often only limited services available - particularly in the evenings, outside Belfast and in rural areas. There is a lack of orbital services in Belfast; many of the vehicles cannot be easily used by people with mobility or other impairments; and the bus fleet is old and getting older. At present about 18% of Translink's fleet exceeds the Department's current target replacement age of 18 years. This compares unfavourably with Great Britain, where the industry is moving towards a target bus replacement age of 16 years and an average age of 8 years.

2.4.13 Figure 2.5 shows trends in bus patronage over recent years. Clearly, if such trends continue Translink will be unable to maintain the current level of services without significant increases in fare income and/or additional public expenditure.

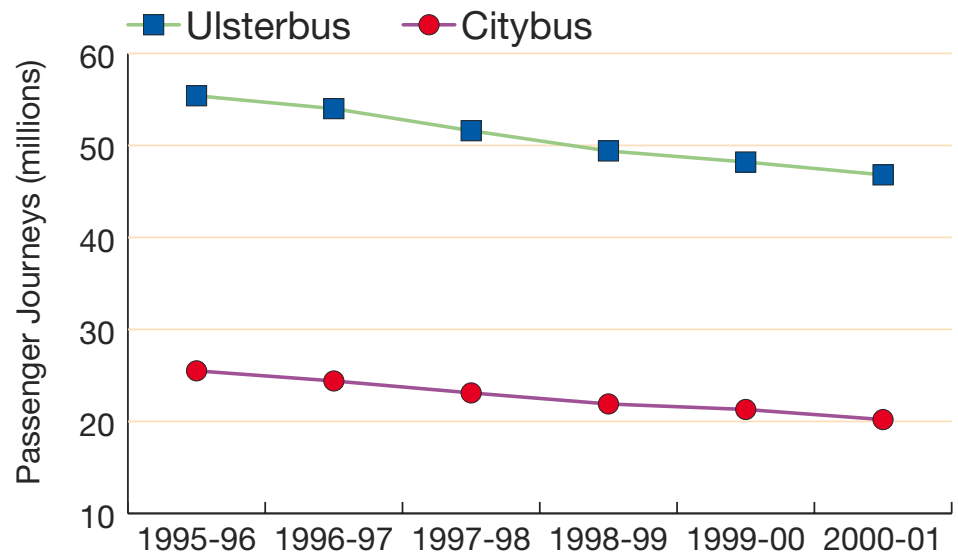


Figure 2.5: Bus Passenger Journeys

Source: Northern Ireland Transport Statistics 2000-2001 and earlier Northern Ireland Transport Statistics editions, Central Statistics and Research Branch, DRD

Taxis

2.4.14. There are approximately 7,000 licensed taxis in Northern Ireland: 2,500 licensed for public hire (250 of these in Belfast) and the remainder for private hire. There are, in addition, taxis licensed to provide stage carriage bus services on certain routes in Belfast²⁸. The Department of the Environment is responsible for the licensing and regulation of taxis throughout Northern Ireland and, additionally, for regulation of fares in the Belfast Public Hire sector.

2.4.15. Taxis provide an important service, often offering the only means of public transport in certain areas and at certain times of the day. However, due to lack of resources to address the issues, the situation that prevailed when the Sterling report²⁹ was carried out almost 10 years ago largely continues today – a fragmented industry with hugely differing standards of service provision. Undoubtedly, the biggest single problem is the number of unlicensed taxi services, offering transport in vehicles that have not passed the required Public Service Vehicle test and using drivers who have not undergone the necessary taxi driver checks³⁰. Additionally, it is the view of the licensed taxi operators that Government does not fully recognise the contribution that the industry can make to the achievement of transportation objectives.

2.4.16. Figure 2.6 suggests that there may be increasing market demand for taxis in Northern Ireland.

²⁸ For published guides on taxi regulations please refer to bibliography

²⁹ Report of a Review of the Northern Ireland Taxi Service, DOE (NI), May 1992

³⁰ See note 28

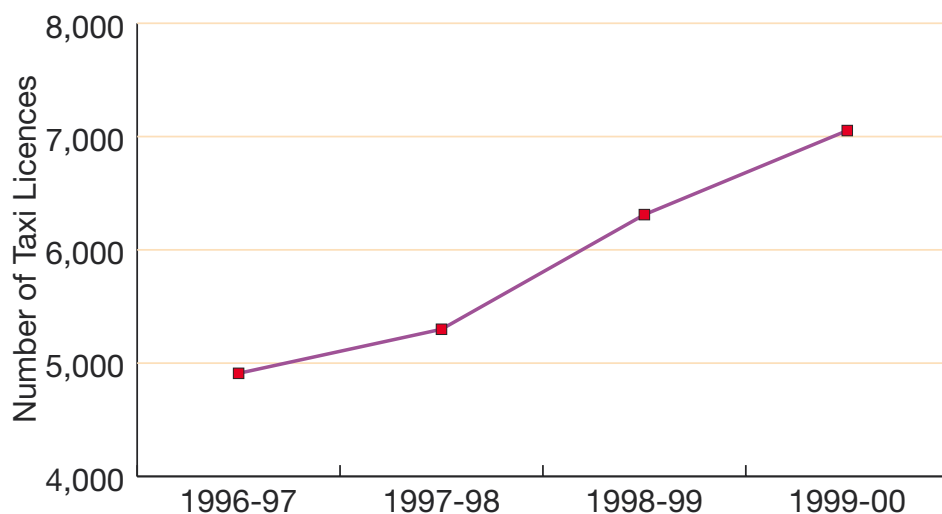


Figure 2.6: Number of Taxi Licences Issued 1996/97- 1999/00

Source: Road Transport Licensing Division, Driver & Vehicle Licensing Northern Ireland

Walking

2.4.17. Walking constitutes the first and last stage of almost all journeys and is an important travel alternative in its own right to bus or car in urban areas. Virtually all road links in urban areas incorporate parallel footways. However, there is very limited information currently available on walking. The Labour Force Survey³¹ provides information on the method of travel to work in Northern Ireland and identifies the percentage of people who walk to work. Figure 2.7 illustrates that there has been a steady fall in recent years in the percentage of people that choose to walk to work.

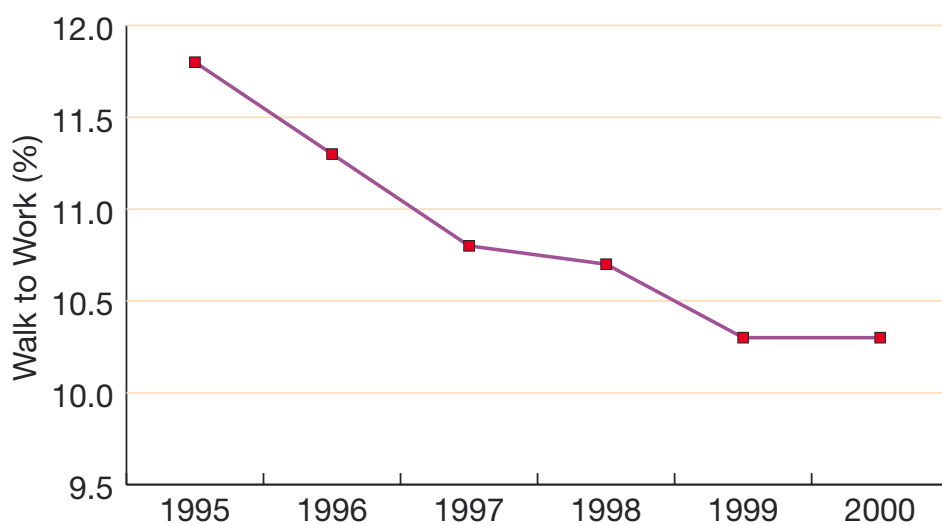


Figure 2.7: Percentage of Labour Force that Walk to Work, Northern Ireland: 1995-2000

Source: Northern Ireland Transport Statistics 2000-2001 and earlier Northern Ireland Transport Statistics editions, Central Statistics and Research Branch, DRD

³¹ Northern Ireland Labour Force Survey, DETI, September-November 2000

- 2.4.18. A Walking Forum was established in April 2000 and is assisting the Department in the promotion of walking and in the development of an action plan for walking for Northern Ireland. It is expected that a working draft of this action plan will be prepared by summer 2002.

Cycling

- 2.4.19. With the development of the Northern Ireland Cycling Strategy and the staged implementation of the National Cycle Network, significant progress is being made towards improving facilities for cyclists in Northern Ireland. The National Cycle Network throughout the region has a total proposed length of over 1,400 kilometres of which 848 kilometres have been constructed to date.
- 2.4.20. Information on cycling trends is very limited and percentages are not separately quoted in the Labour Force Survey, as the sample size for cycling is too small to be reliable.
- 2.4.21. In June 1999, Roads Service established a Cycle Usage Survey aimed at providing a representative sample of cycle usage across Northern Ireland and allowing progress towards the targets in the Northern Ireland Cycling Strategy to be monitored. These targets are to double the number of cycling trips (on 2000 figures) by the end of 2005 and to quadruple the number of cycling trips (on 2000 figures) by the end of 2015.

2.5. Drivers for Change

- 2.5.1. This section focuses on the main external factors that influence the need for change in transportation investment in Northern Ireland. These factors include:

- a growing awareness of the links between access to transport and social need;
- Northern Ireland's poor road safety record;
- demographic forces which work against the design of efficient public transport services;
- economic forces which work towards greater car ownership and car use;
- trends in availability and costs of transport; and
- trends in the use of different modes of transport.

Social Need

- 2.5.2. Transport is essential to provide access to employment and training opportunities, to services such as health and social services, to shops and education. There is evidence, both in Northern Ireland³² and Great Britain³³, to demonstrate a connection between lack of

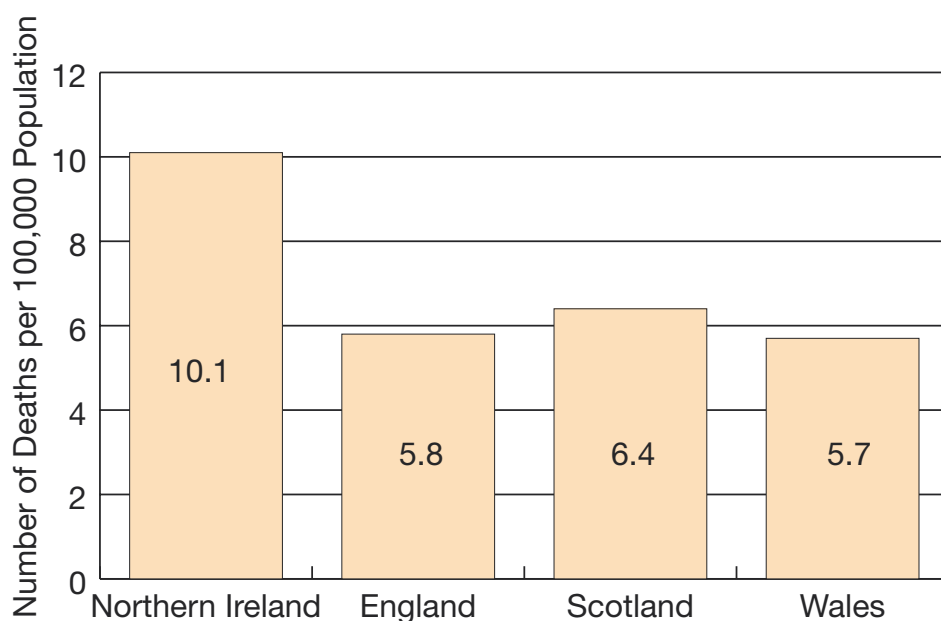
³² The Transport Trap, General Consumer Council for Northern Ireland, May 2001

³³ Social Exclusion and the Provision and Availability of Public Transport, DETR, July 2000

access to transport and social exclusion and need. This connection appears to be particularly discernible among unemployed people, families with young children, young people, older people, people with disabilities and those on low incomes generally. In rural areas, especially, where distances to services are greater and the population is more dispersed, problems caused by 'transport poverty' may be more profound. It is recognised, therefore, that by targeting efforts and resources, the RTS can have a real impact on some of the factors that cause social need and social exclusion and on the problems experienced by deprived and socially disadvantaged people in Northern Ireland.

Road Safety

- 2.5.3. Each year, on average, almost 12,000 road traffic casualties occur in Northern Ireland. Of these, on average, 150 people are killed and 1,500 are seriously injured. Quite apart from the enormous pain and suffering this represents, the total human and economic cost of one year's road casualties is estimated at around £450 million³⁴.
- 2.5.4. Northern Ireland has the worst road safety record of any region in the United Kingdom and has the highest ratio of deaths at 10.1 per 100,000 population, with England having 5.8 per 100,000 population by comparison (see Figure 2.8).



³⁴ Consultation Document on a Northern Ireland Road Safety Strategy 2001-2010, DOE, May 2001

Figure 2.8: Road Traffic Injury Accident Deaths per 100,000 Population – Year 2000

Source: Northern Ireland Transport Statistics 2000-2001, Central Statistics and Research Branch, DRD

- 2.5.5. The Department of the Environment is currently finalising the Northern Ireland Road Safety Strategy to 2012, taking account of responses to the Consultation Document issued in May 2001. This will identify, at a strategic level, the contributions to be made by the various road safety bodies and all road users to improve road safety and thus reduce road traffic collisions and casualties. The Strategy is expected to be published by summer 2002.

Demographic Forces

- 2.5.6. Demand for transport increases with the increasing size of the population, the number of households and the spread of development.
- 2.5.7. The population of Northern Ireland has been growing since the late 1970s and by 1999 was estimated at almost 1.7 million. In the past there had been a decentralising of population, with Belfast and Castlereagh Council areas, in particular, having a reduced number of residents. However, during the 1990s all Council areas within the Belfast Metropolitan Area (BMA) and the main regional towns saw growth rates comparable with the Northern Ireland average, thus signalling a stabilisation of the distribution of population across the region.
- 2.5.8. Northern Ireland is much less urbanised than many other European regions. Population densities of less than 75 people per square kilometre are commonplace to the west and north of the region (see Figure 2.9). The low population densities beyond the BMA limit the efficiency of conventional public transport operations.
- 2.5.9. In combination with the growth in population, the number of people in the average household has been decreasing (from 2.90 in 1971 to 2.45 in 1991) and this trend is expected to continue, adding to the need for additional housing. Indeed, the RDS indicates that up to 250,000 additional dwellings may be needed by 2025.

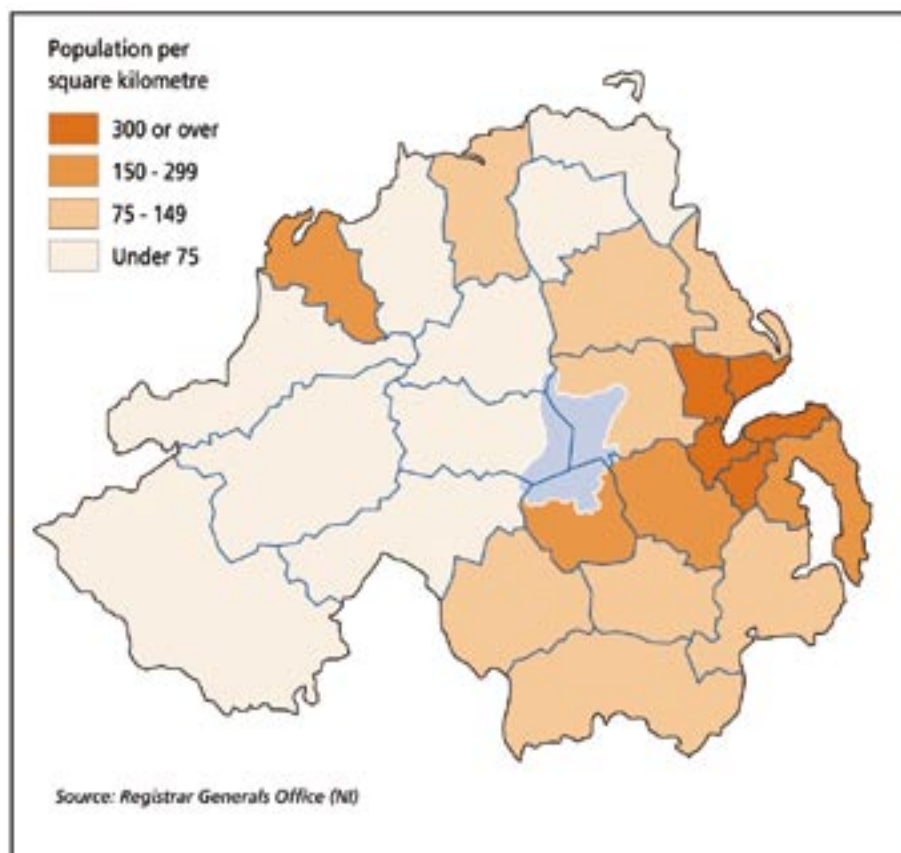


Figure 2.9: Northern Ireland Population Density 1998

Source: Shaping Our Future: Regional Development Strategy for Northern Ireland 2025, DRD, September 2001

Economic Forces

- 2.5.10. Demand for transport increases with growth in economic activity as, in general, there is a need for additional movement of goods and people travelling to and from places of work. In addition, increases in household incomes contribute to increasing car ownership, which in turn results in a greater level of travel, due to the greater convenience of car use over public transport.
- 2.5.11. In the future other factors, such as advances in information technology which would allow more people to work and shop from home, or to work from 'outstations' closer to their homes than their usual employment location may affect the conventionally accepted relationships (paragraph 2.5.10). However, the potential impact of such factors is difficult to predict because of lack of historic information and has not been included in analyses.
- 2.5.12. Northern Ireland has achieved annual growth in Gross Domestic Product (GDP) per capita throughout the 1990s and, in general, has outpaced that in Great Britain - see Table 2.2 (However, the average GDP per capita in Northern Ireland remains significantly lower than that in Great Britain.) This growth has been paralleled

by decreasing rates of unemployment and the gap between Northern Ireland and the United Kingdom average unemployment rates has closed considerably.

Year	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
NI	-0.2	3.0	2.5	4.2	6.1	4.9	1.0	4.0	0.9	0.9
UK	1.0	-1.0	0.3	2.2	4.4	2.6	2.2	3.7	3.5	1.7

Table 2.2: GDP % Change in Real Terms - NI/UK Comparison 1990-1999

Source: T&EA Labour Market Bulletin 15

Note: Data for 1998 and 1999 are provisional.

2.5.13. The increase in GDP has contributed to increases in personal wealth, which along with other factors has led to an increase in car ownership. In terms of car ownership rates by population aged 16 years and over, there has been steady growth since the mid 1990s in line with Great Britain. However, in absolute terms, Northern Ireland lags considerably behind Great Britain and this suggests that car ownership in Northern Ireland still has considerable potential to increase further (see Figure 2.10).

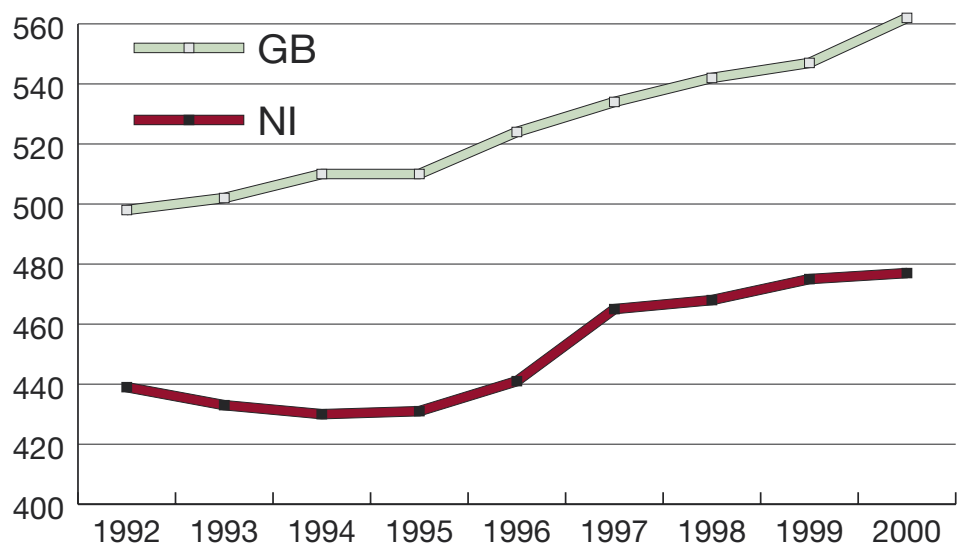


Figure 2.10: Car Ownership Levels in NI and GB (per 1000 population greater than 16 years of age)

Source: Northern Ireland Transport Statistics 2000/01 (Table 1.16) and earlier Northern Ireland Transport Statistics publications

2.5.14. In the future, GDP per capita is forecast to continue to increase at approximately 2% per annum in Northern Ireland. This, along with other factors, could increase the number of vehicles in the region by over 80% between 1996 and 2025.

2.5.15. Recent data on car ownership levels show increases in the number of households with two or more cars. However, there currently remains a substantial proportion of households without a car (30%). The people living in these households, along with others without access to a car, will continue to be largely dependent on public transport.

Trends in Availability and Costs of Transport

2.5.16. Choice of transport mode is mainly dependent on the availability and relative cost and convenience of each mode.

2.5.17. Throughout the late 1990s the level and hence availability of bus services has been slowly declining. In general, frequencies on some routes operated by Ulsterbus and Citybus decreased, leading to a year on year reduction in route kilometres whilst fares increased slightly above the level of inflation to allow Translink to operate commercially (see Figure 2.11). The age of the Ulsterbus fleet increased, whilst Citybus has made limited progress in lowering the average age of its buses.

2.5.18. The average age of Northern Ireland Railways (NIR) rolling stock continued to increase and the services operated declined slightly over recent years, with the exception of significant improvement on the cross-border Enterprise service. However, most of the rolling stock is now at, or approaching, the end of its economic life and service availability is being reduced because of mechanical problems. Twenty-three new train sets were ordered in February 2002 and the first of these is expected to come into operation in 2004.

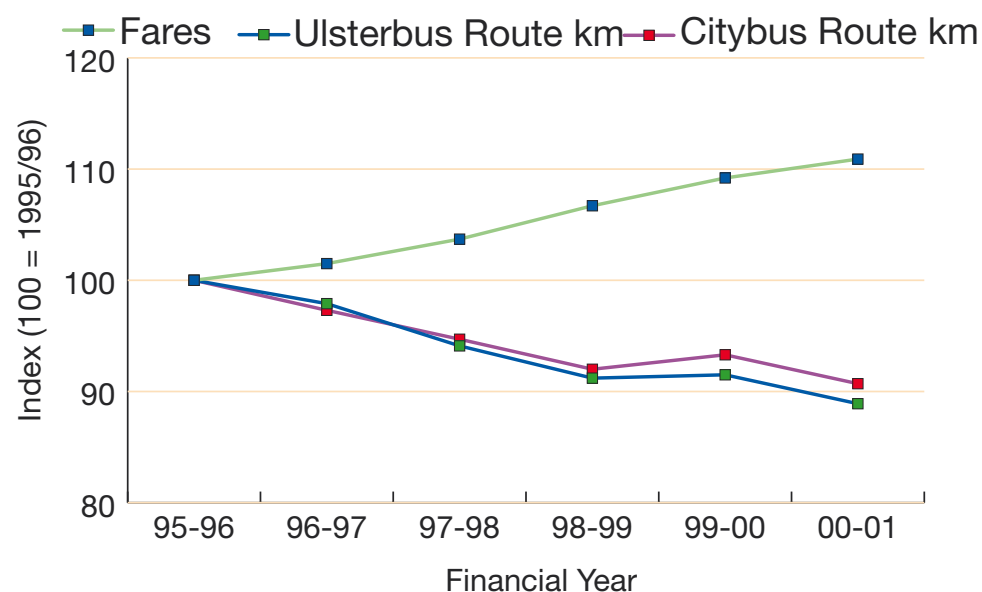


Figure 2.11: Bus: Level of Service Indices

Source: Northern Ireland Transport Statistics 2000/01 [deflated by Retail Price Index]

- 2.5.19. The number of cars licensed has grown at an average annual rate of approximately 4% in recent years. In general, the cost of bus travel (fares) has risen faster than the cost of motoring. Most recently, however, increases in fuel costs have been balanced in part by decreases in car purchase prices and overall costs of motoring and public transport have grown at similar rates.
- 2.5.20. In the future, fuel costs may stabilise. If that happens it is likely that, without specific interventions, the growth in the cost of public transport will again outstrip growth in the cost of motoring, thereby reducing the relative attractiveness of public transport.

Trends in Use of Different Modes of Transport

Passenger Transport

- 2.5.21. As a starting point for analyses it is useful to obtain an overall measure of the current use of motorised passenger transport modes in Northern Ireland. An appropriate measure is annual "person kilometres" commonly calculated by multiplying the number of journeys made per person for each mode of transport by the average length of each journey. Figure 2.12 presents indicative estimates of person kilometres for cars (including taxis and vans), rail and bus. The estimates show, within these main passenger carrying modes, the current relatively small role of public transport. Excluding taxis this is less than 5%, of which rail accounts for approximately 1%. This emphasises the very important role that the car plays in moving people within and through Northern Ireland. The person kilometres travelled by road, ie, by bus and car, representing nearly 99% of the total of this grouping, also highlights the primary importance of the road network to the functioning of Northern Ireland.

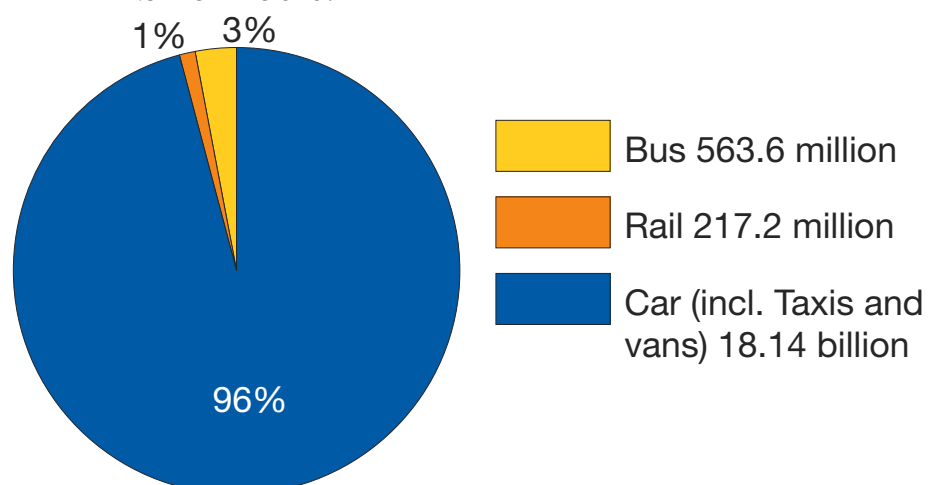


Figure 2.12: Comparison of Amount of Motorised Travel:1998 (Passenger kms by Mode)

Source: Rail: Northern Ireland Transport Statistics 2000-01; Bus: Translink (Indicative Figures); Car and Van: Vehicle Kilometres of Travel Report 1998 (Roads Service)

2.5.22. Many of our current transport problems occur in the weekday morning and evening peak periods when people travel to and from work. Levels of public transport use are also greatest then and have the greatest potential to effect a switch from private car. The latest available estimates of method of travel to work are shown in Figure 2.13. This shows that by far the highest percentage of the workforce (81%) travels by car, van or minibus. Bus and coach amount to only 5% with the balance of 14% made up principally by walk (10%).

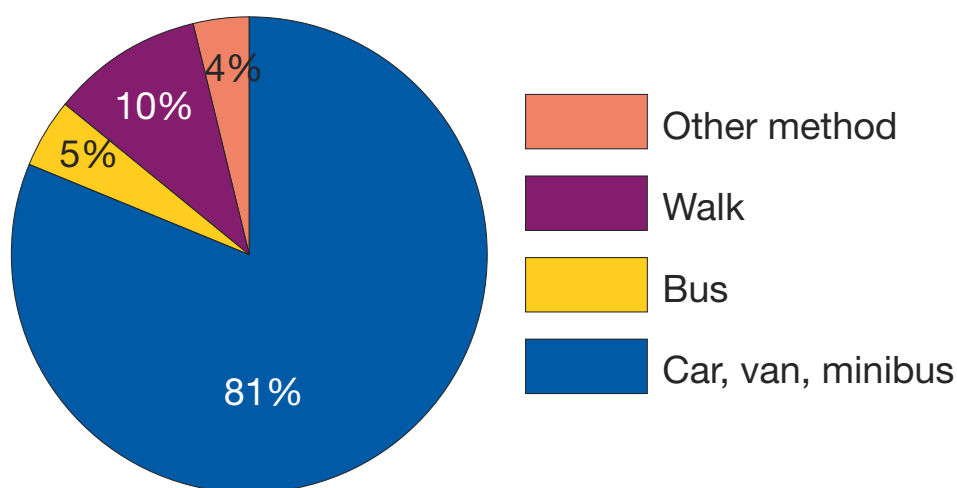


Figure 2.13: Method of Travel to Work, Northern Ireland: 2000

Source: Northern Ireland Transport Statistics 2000-01 and earlier Northern Ireland Transport Statistics editions, Central Statistics and Research Branch, DRD

2.5.23 The mode of travel to work has been charted annually (although it has not been possible to accurately estimate use of the lesser used modes) and shows a steady decline in public transport and walking and an increase in car use (see Figure 2.14).

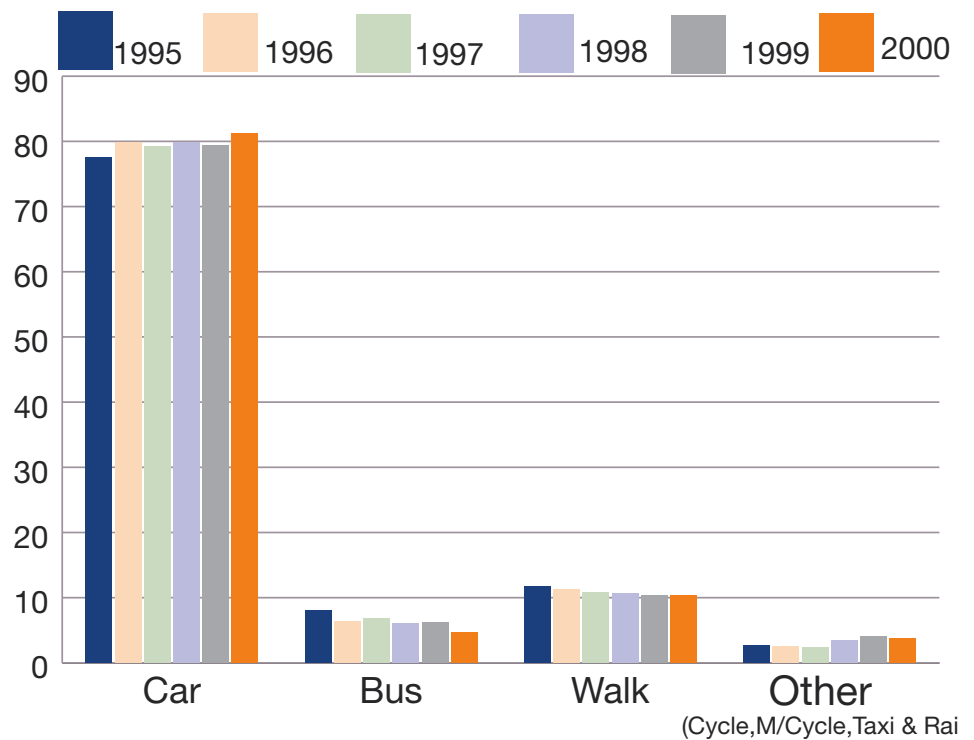


Figure 2.14: Trends in the Mode of Travel to Work 1995-2000

Source: Northern Ireland Transport Statistics 2000/01

2.5.24. Similar trends are shown in annual totals of use (ie, all times of the day and all journey purposes) with car use increasing at an average of 3% in recent years and Ulsterbus and Citybus patronage declining steadily. Rail patronage has varied in recent years, with decreases in NIR domestic services (operated by older trains and disrupted by maintenance closures) and increases on cross-border services (operated by modern trains), see Table 2.3.

Mode	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01
NIR	6.4	6.2	6.4	5.8	5.9	5.9
Ulsterbus	55.4	53.9	51.6	49.4	48.2	46.8
Citybus	25.4	24.3	23.1	21.9	21.3	20.3

Table 2.3: Public Transport Passenger Journeys (millions) 1995-2000

Source: Northern Ireland Transport Statistics 2000/01

2.5.25. Without specific intervention, growth in car ownership will lead to further increases in car modal share and declining patronage on public transport. This in turn would lead to progressive reductions in public transport services (especially bus), as little-used routes are withdrawn to enable Translink to operate without incurring commercial losses. This 'vicious circle' of bus service reductions and increasing fares would impact particularly heavily on those who do not have access to a car.

The School Run

2.5.26. The Department is aware that the issue of the 'school run' concerns many people, especially those living in urban areas. While no figures are currently available for Northern Ireland, the most recent update of the National Travel Survey for Great Britain³⁵ serves to illustrate the issue. It estimated that in urban areas around 16% of cars on the road in the morning peak period were taking children to school. Furthermore, in the last 10 years (in Great Britain) the proportion of journeys to school by car almost doubled and now constitutes 30%.

Northern Ireland Travel Survey

2.5.27. There are only limited statistics available from the Northern Ireland Travel Survey³⁶ to illustrate the number of journeys undertaken by mode. At present, information is available for 1999 and 2000 and the only mode figures which can be quoted with confidence are those for walking and journeys by car. More information about how people undertake journeys in Northern Ireland will become available in summer 2002, when information will have been collected over a 3-year period.

	1999	2000
Number of Walk journeys per person per year	192 (19.5%)	188 (19%)
Total Car Journeys (ie, includes journeys driver or passenger not specified)	675 (68.5%)	687 (69.5%)
Other	119 (12%)	113 (11.5%)
Number of Journeys per person per year	986 (100%)	988 (100%)

Table 2.4: Number of Journeys Per Person Per Year

Source: Northern Ireland Travel Survey 1999/2000

1991 Census Journey to Work Survey

2.5.28. The use of aggregate figures for the whole of Northern Ireland masks considerable variations due to availability of frequent public transport (such as in Belfast) and to car ownership. The 1991 Census provided a comprehensive picture of modal shares for the journey to work (see Figure 2.15). Whilst it is noted that the absolute levels indicated by the census may now be out of date, it remains a useful source to explore these relative variations.

2.5.29. The census showed that for car owners, use of other modes was very low. In addition, it showed that the use of public transport

³⁵ Transport Statistics Bulletin - National Travel Survey: 1998/2000 Update, DTLR

³⁶ Northern Ireland Travel Survey, March-December 1999 Results and January-December 2000, Northern Ireland Statistics & Research Agency, May 2001

modes was highest in Belfast and that people without cars, not surprisingly, made a considerable proportion of journeys on foot.

2.5.30. It is clear therefore that public transport can fulfil at least two important roles:

- to provide basic mobility for people who do not own cars enabling them to take up jobs (or reach services) beyond walking distances from their homes; and
- to provide an alternative to the use of car (reducing congestion and providing economic and environmental benefits).

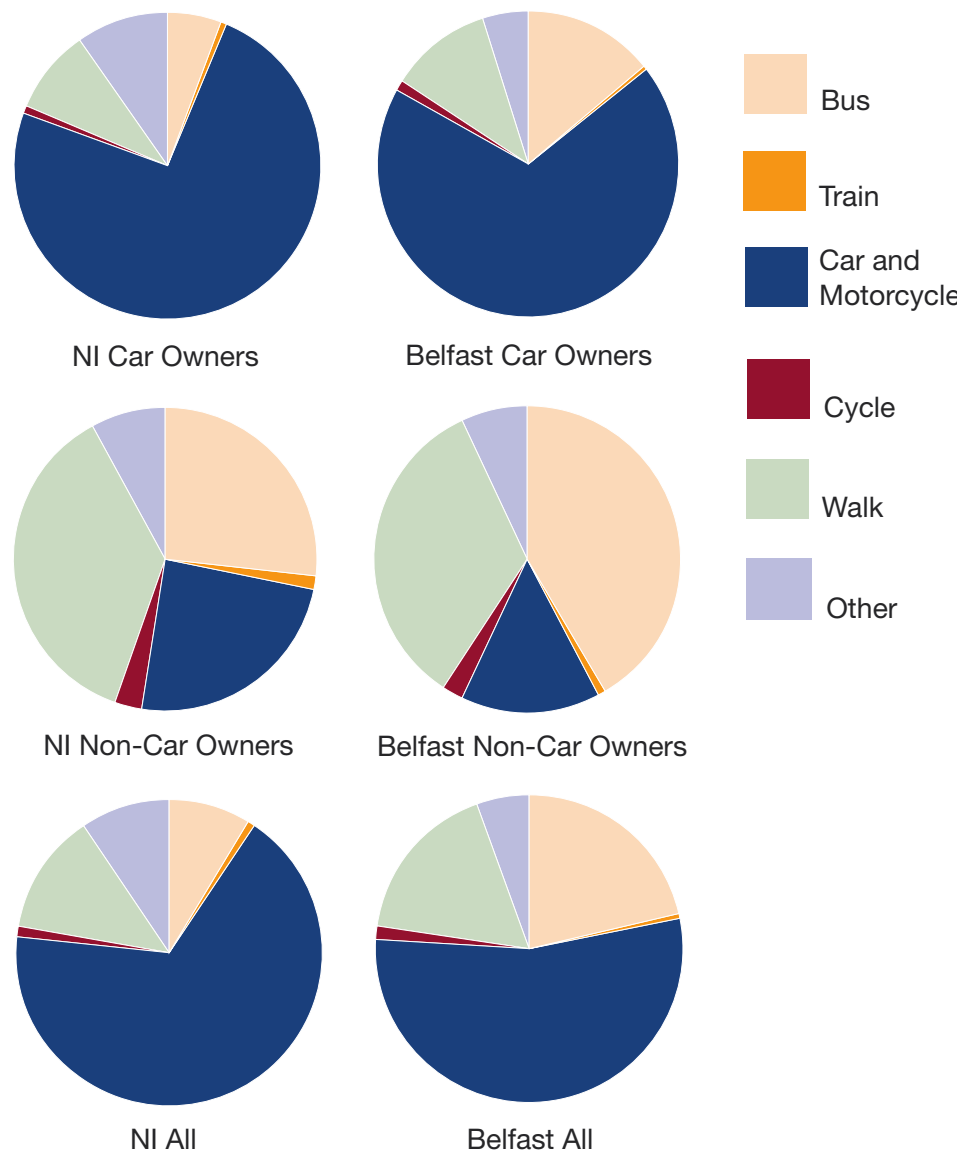


Figure 2.15: Mode of Travel to Work for Car Owners and Non-Car Owners

Source: The Northern Ireland Census 1991 – Workplace and Transport to Work Report

Freight Transport

- 2.5.31 With increasing economic activity and changes in commercial practices, there has been growth in freight movements, particularly road haulage. In 1999, over 45 million tonnes of freight was transported by road within Northern Ireland, an increase of 10% from 1998. The small number of commodities carried by rail in Northern Ireland is focused on freight movements between Adelaide Freight Terminal in Belfast and the Republic of Ireland. In recent years there has been a marked decline in rail freight, especially from the Republic of Ireland to Northern Ireland. Total annual tonnage has dropped from 583,000 in 1992 to 131,000 in 2000. During 2000, 74,000 tonnes of rail freight were carried from the Republic of Ireland to Northern Ireland, representing an 18% decrease on the previous year's tonnage of 90,000. The tonnage of rail freight carried from Northern Ireland to the Republic of Ireland during 2000 was 57,000 tonnes, representing a 31% decrease on the 83,000 tonnes carried during 1999³⁷.
- 2.5.32 Concerns have been expressed by industry representatives that the level of rail freight will decline still further, as Iarnród Éireann (for whom NIR acts as agent) has signalled its intention to critically examine the contribution which rail freight makes to its overall financial standing. The Department of Public Enterprise in the Republic of Ireland has appointed consultants to advise on the future development of both passenger and rail freight services in the Republic of Ireland and this "Strategic Rail Study" will address the rail freight issue.

2.6. Conclusions - A Bleak Future?

- 2.6.1. Preceding sections in this Chapter have outlined the range of separate issues which point towards the need for a fundamental review of transport investment in Northern Ireland. The issues include:
- the priorities of the Programme for Government, the new spatial framework provided by the Regional Development Strategy and the need for more sustainable development;
 - comparable reviews undertaken in Great Britain and Republic of Ireland and the historic underspending throughout the UK in comparison to best European practice;
 - the poor condition of our road network on which traffic continues to grow whilst public transport services, infrastructure and passenger levels have entered a 'vicious circle' of decline;
 - external forces which, if not managed, will likely further perpetuate increases in car travel and decline in public

³⁷ Northern Ireland Transport Statistics 2000-01, Central Statistics and Research Branch, DRD, 2001





transport services and use, hence worsening our already poor road safety record and the problem of transport poverty and social exclusion.

- 2.6.2. If transportation funding continues at the levels reflected in the 2000 Spending Review, (allowing for the 'one-off' Chancellor's Initiative³⁸ and Railways Task Force Consolidation Option allocation – see Section 2.2.12), the future for transportation and consequently for the economic, environmental and social well-being of Northern Ireland is bleak. The transportation system that would result would clearly not support the aspirations and objectives of the Programme for Government and would seriously undermine the objectives of the Regional Development Strategy agreed by the Assembly.
- 2.6.3. If investment in the region's transportation infrastructure and services is not increased, a scenario including the following specific outcomes is likely to occur over the next 10 years:
 - (i) although new rolling stock and improvements to railway lines in the Greater Belfast Area would benefit rail users, it is believed that because of safety concerns, lack of funding would result in the discontinuation of rail services between Antrim and Knockmore, Whitehead and Larne and Ballymena and Londonderry, including services between Coleraine and Portrush;
 - (ii) Ulsterbus service levels would reduce by at least 10% due to unreliable and uneconomic old vehicles being taken out of service. The average age of the remainder of the fleet would increase to over 16 years compared to the target average age in Great Britain of 8 years;
 - (iii) Citybus patronage would continue to reduce as services become more unreliable due to the ageing bus fleet becoming uneconomic to maintain and unreliable to operate. The average fleet age would increase to over 15 years;
 - (iv) increasing public transport operating costs and falling revenue would accelerate the withdrawal of services as Translink would face an increasingly difficult financial environment;
 - (v) there would be increased social exclusion as a result of the reduced level and quality of public transport services, especially in rural areas and particularly for people without cars, women, older people and people with disabilities;
 - (vi) road journey times would become slower and more unreliable affecting the movement of both people and goods, particularly within the Belfast Metropolitan Area where localised congestion would increase and peak periods would last longer;

³⁸ In May 1998 the Chancellor of the Exchequer announced a £315 million economic strategy aimed at promoting enterprise and encouraging investment throughout Northern Ireland. Within this the Chancellor allocated £87million for a major programme of works to upgrade the strategic roads network

- (vii) the condition of the road network would continue to deteriorate leading to more piecemeal road works, greater traffic disruption, poorer quality and less safe roads and longer journey times;
- (viii) there would be limited investment in much needed safety initiatives and measures which would undermine the campaign to reduce the number of fatalities and road casualties;
- (ix) expected benefits from modest extensions and improvements to cycling and walking facilities would be offset by worsening road conditions and increasing traffic levels;
- (x) increasing traffic and congestion would make urban areas less attractive and the aim of contributing to the reinvigoration of cities and towns throughout our region would be much more difficult to achieve;
- (xi) the environment and quality of life in many residential and urban areas would deteriorate because of more non-residential parking, 'rat running' and increased traffic levels; and
- (xii) the perception of Northern Ireland as an attractive place to invest in or visit, or as a modern region within Europe, would deteriorate as neighbouring countries within the British Isles and the rest of Europe invest at much higher levels in their transportation infrastructure and services and in their cities.

2.6.4 It is obvious that the above scenario would be "unacceptable" and that it would be illogical for the Assembly, having adopted the RDS, to then allow the above transportation scenario to come about. There is therefore a clear need for the intervention of the RTS to review and re-shape priorities with a stepped increase in transportation investment.

3.0

Regional Transportation Strategy Contribution to the Transportation Vision

- 3.1 Introduction
- 3.2 Transportation Vision
- 3.3 Characteristics of the Vision
- 3.4 Towards the Vision



3.1. Introduction

- 3.1.1 This Chapter presents the transportation vision (Section 3.2), the characteristics of a transportation system that would support the vision (Section 3.3), an overview of the extent to which the Regional Transportation Strategy (RTS) could improve the transportation system over the next 10 years and the role for future strategies (Section 3.4).

3.2. Transportation Vision

- 3.2.1. As outlined in Chapter 2, the Regional Development Strategy (RDS) agreed by the Assembly in September 2001 sets out a dynamic strategic planning framework for the spatial development of Northern Ireland over the subsequent 25 years.
- 3.2.2. The RDS was developed following a period of over 3 years of extensive community consultation and it engaged the imagination and vision of people in considering how the region should develop. A strong consensus was evident from even the earliest RDS consultation that a modern, integrated and sustainable transportation system, with an emphasis on the combined delivery of economic, social and environmental benefits for everyone in Northern Ireland, had to be a central feature of the region's strategic planning processes.
- 3.2.3. Further detailed consultation on the nature of the future transportation system was undertaken in spring 2000 with the Regional Development Committee of the Assembly, local authorities and representatives of key stakeholder groups. As a result of this detailed public consultation, the RDS transportation vision was drafted and presented to consultees who confirmed that it captured their aspirations for the future:

“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.”

3.3. Characteristics of the Vision

- 3.3.1. By definition, visions describe aspirations at the highest level and do not necessarily provide an indication of the tangible interventions that would be made in order to secure their realisation. The RTS team was aware that the transportation vision does not give a detailed breakdown of the future transportation system. Characteristics were therefore developed to describe a system that could represent this vision and support the 25-year regional objectives outlined in the RDS. The characteristics were





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then presented to stakeholders in January 2001 in 'Developing a Regional Transportation Strategy - A Consultation Paper'³⁹. Consultees were asked to give their opinion on these characteristics and to suggest amendments and/or additions to them as they believed to be appropriate.

3.3.2. Although there was a very high level of agreement with the proposed characteristics, improvements were identified by consultees and were incorporated into the list. The revised list of characteristics was included in the RTS Conference documentation in September 2001⁴⁰. Informed by the consultation feedback, it is envisaged that a future modern, efficient and effective transportation system could have the following principal characteristics:

- (i) exploiting the latest technology, innovative practices and communication techniques to ensure that best use is made of the transportation network and services;
- (ii) roads (including footways and cycle paths) being the predominant feature of the transportation infrastructure;
- (iii) a high quality strategic transport network constructed, operated and maintained to ensure rapid and predictable journey times for public transport (including taxis and community transport as well as conventional bus and rail), goods vehicles and cars;
- (iv) integrated with land use planning and contributing to a healthy and environmentally aware society choosing to walk, cycle and use public transport for many journeys;
- (v) best practice maintenance strategies applied to all infrastructure (road and rail), with no maintenance backlog;
- (vi) modern and innovative public transport services planned, managed, operated and regulated to meet the needs of travellers' regular journeys, thereby providing a realistic alternative to the use of the car and making a major contribution to the mass movement of people, especially commuters;
- (vii) an extensive, customer-orientated public transport system fully integrated with all modes of travel through high quality interchanges;
- (viii) efficient and affordable forms of public transport operated to regulated service standards providing all passengers, including people with disabilities, with access to services and facilities;
- (ix) rural areas served by different types of accessible public

³⁹ Developing a Regional Transportation Strategy – A Consultation Paper, DRD, January 2001

⁴⁰ Developing a Regional Transportation Strategy – Report of Consultation Conference held on 28 September, Community Technical Aid, October 2001

- transport drawn from a varied range, including flexible and community based services, responsive to local needs;
- (x) all infrastructure and services used responsibly and managed, operated and maintained to the highest contemporary European standards of safety;
- (xi) a safe environment for pedestrians in general and older people and children in particular, with vehicle access and speeds limited in residential areas;
- (xii) contributing to the creation of attractive central areas in cities and towns for living, working and leisure, with management of traffic levels, congestion and vehicle pollution and priority for pedestrians, cyclists and public transport; and
- (xiii) safe and extensive walking and cycling networks, used regularly for travel to work, shops, education centres and leisure.

This transportation system would be underpinned by adequate funding for transport as a whole, through a combination of an appropriate level of public expenditure supplemented by the private sector, public transport revenues and new charges (see Section 6.3).

3.4. Towards the Vision

- 3.4.1. It must be stressed that the 10-year RTS presented in Chapter 5 will not achieve the RDS transportation vision, nor will it secure the full extent of the characteristics of the vision that are set out above. Primarily this is because to do so within the timeframe of the RTS would require an **additional** investment in the 10-year period of more than £200 million (at 2002 prices) per year over and above the Reference Case or 'existing funding level continued' scenario. While it would be tempting to construct a RTS based on this optimal level of funding, a strategy pitched at this investment level would not be "earthed in reality" given the pressures on public expenditure. (More detailed consideration of the 10-year funding assumptions is given in Chapter 6).
- 3.4.2. It has already been noted that in relation to the level of public expenditure funding for the Strategy, the outcome will be determined through the normal Budgetary process, which will take account of the financial needs of other Departments and decisions on priorities. If that process determines that the full level of resource identified in the Strategy is not available, then not all initiatives will be delivered within the 10-year period. It is likely that the priorities for investment within a constrained Strategy would be, for example,

- highway structural maintenance;
- highway strategic improvements addressing existing bottlenecks;
- safety-related initiatives;
- replacement of bus fleet;
- rail as per RTF consolidation;
- local traffic calming and walk/cycle improvements; and
- improvements in public transport in rural areas, including innovative services.

- 3.4.3. The funding requirements of the range of transportation initiatives will be revisited in successive reviews of the Strategy and any resultant changes could also lead to an alteration in the overall content and/or amendment to the timeframe for delivery of the RTS.
- 3.4.4. Consultation confirmed the Department's view that it is essential for policies and resources to be largely directed towards improving the poor state of the existing highway network and public transport asset base. The RTS therefore aims to reduce significantly the infrastructure deficit that has arisen as a result of years of underinvestment and to halt the decline that has afflicted the transportation system. To achieve this will inevitably consume a considerable proportion of available resources and limit the amount of funding available for enhancements to the system. However, the assumed level of additional investment will, nonetheless, allow much-needed improvements to be introduced, including some innovative measures such as a rapid transit network in Belfast and flexible, demand responsive transport services in rural areas.
- 3.4.5. It should be remembered that the Regional Development Strategy is set in a 25-year timeframe and the scale of additional resources assumed in the Regional Transportation Strategy would, if continued, enable the transportation vision to be achieved within the 25-year period. An estimate of what the RTS could achieve is presented in Chapter 7 of this document, based on implementation of the schemes and initiatives described in Chapter 5. These include the contribution of strategic longer-term developments across other Departments to the achievement of transportation objectives. As a consequence of the RTS initiatives, subsequent transportation strategies, given funding of a similar magnitude, would be able to focus on making greater improvements, given that the backlogs in asset maintenance would have been largely eliminated.

- 3.4.6. Subsequent transportation strategies in years 11-25 of the RDS timeframe could see a continuation and wider application of many of the initiatives introduced in the RTS. The extent of their future implementation would be informed both by monitoring the performance and impacts of initiatives and by people's responses to the schemes within the RTS 10-year period.
- 3.4.7. Examples of some of the more visionary measures might include the upgrading of initial rapid transit schemes to light rail, the expansion of rapid transit in the Belfast Metropolitan Area and the evolution of local demand responsive services in discrete rural areas into a regional scheme, with a central call centre and computerised scheduling.
- 3.4.8. There could be greater priority for buses on Quality Bus Corridors in the Belfast Metropolitan Area and enhancements and additions to the rail network and services. This would encourage people travelling by car to switch to bus and rail in response to both these improved services and reduced commuter parking in Belfast. Greater use of information technology systems could warn drivers approaching Belfast central area of car park capacities and direct them to designated Park & Ride sites which would have quality public transport links offering a superior way to complete the journey.
- 3.4.9. In towns across the region, urban bus service frequencies could be improved and some bus priority measures introduced in tandem with reduced commuter parking provision and environmental improvement schemes in town centres.
- 3.4.10. The strategic road network would be constructed and maintained to high standards, providing a better and more uniform level of service across the region. It would be operated with real-time driver information, and would provide for rapid, predictable and efficient movement of freight, public transport, taxis and private vehicles. Additionally there could be extensive walking and cycling networks that would be well-used, safe and enjoyable, and which would contribute to a healthy lifestyle and give access to services and transport interchanges.
- 3.4.11. These and other measures in years 11-25 could play their part in ensuring that the transportation vision for 2025 really does become a reality. The radical improvement in transportation investment inherent in this 10-year RTS should therefore be viewed as a significant move towards achieving the longer-term vision.

4.0

Developing the Regional Transportation Strategy

- 4.1 Introduction
- 4.2 Outline of the Methodology and Role of Consultation
- 4.3 Consultation on the Proposed RTS



4.1. Introduction

- 4.1.1. This Chapter outlines the methodology used to develop the Regional Transportation Strategy (RTS) and considers the role that consultation played in its development (see section 4.2). In Section 4.3 the consultation undertaken on the Proposed RTS and the changes incorporated into the content of the Strategy are described.

4.2. Outline of Methodology and Role of Consultation

- 4.2.1. The overall development of the RTS was based on the Guidance on the Methodology for Multi-Modal Studies (GOMMMS)⁴¹, an objective-led approach to seeking solutions to transport-related problems. The methodology used is shown in Figure 4.1.
- 4.2.2. The GOMMMS approach was supplemented and complemented by the two further analyses:
- an Equality Impact Assessment⁴² in accordance with Section 75 of the Northern Ireland Act 1998; and
 - a Pilot Health Impact Assessment in support of the development of the Department of Health, Social Services and Public Safety's 'Investing for Health' initiative.
- 4.2.3. The Panel of Experts and the Technical Advisor⁴³ provided assurance that the RTS was developed in accordance with best practice. They affirmed the overall approach, including the methodology employed, to be appropriate.

⁴¹ Guidance on the Methodology for Multi-Modal Studies (GOMMMS), DETR, March 2000

⁴² Equality Impact Assessment of the Regional Transportation Strategy for Northern Ireland 2002-2012, DRD, July 2002

⁴³ A group of eminent transportation and other professionals provided guidance and assurance in regular meetings with the RTS Project team

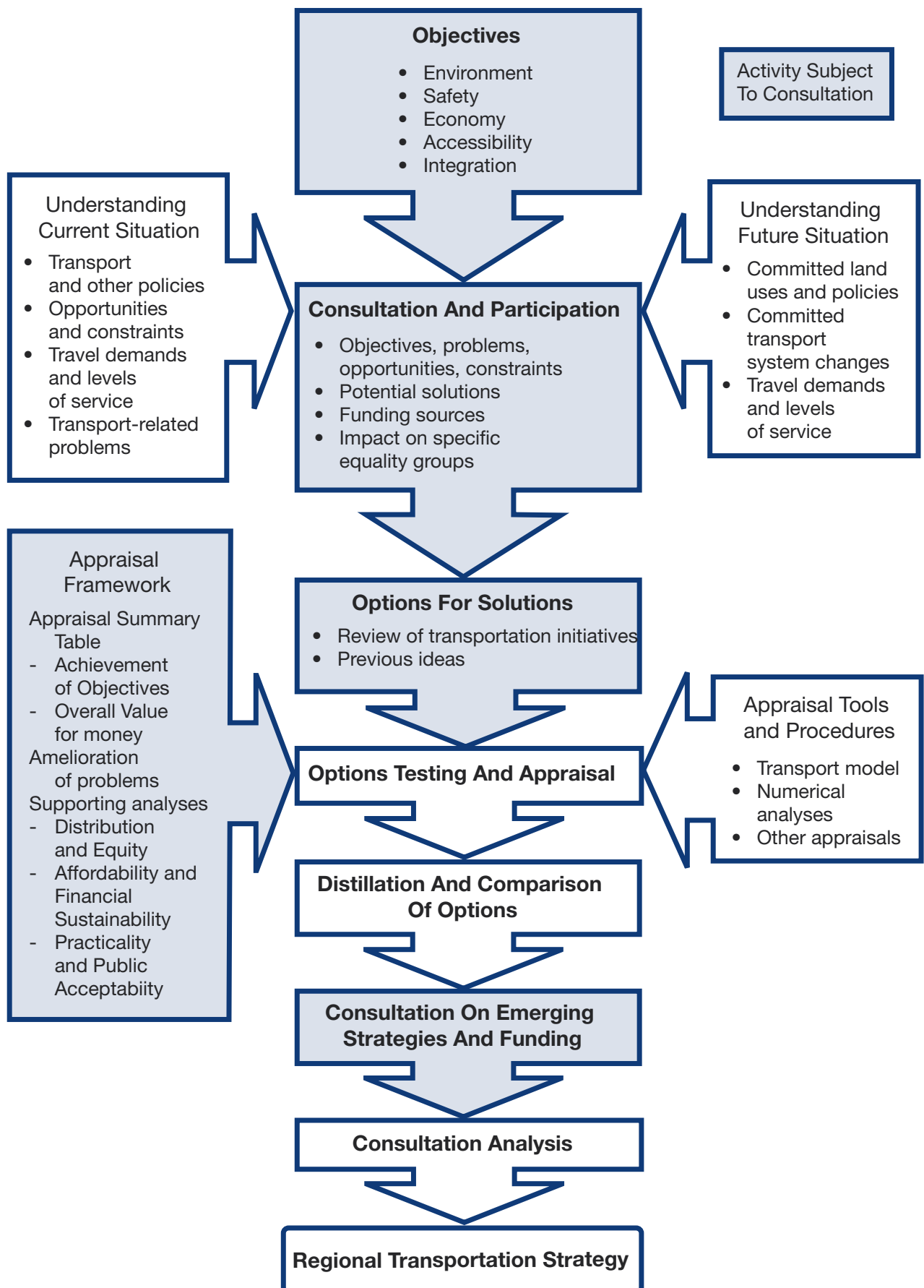


Figure 4.1 Regional Transportation Strategy Methodology

Objectives

4.2.4. HM Government's over-arching objectives are:

- to promote a strong economy and increase prosperity;
- to provide better protection for the environment; and
- to develop a more inclusive society.

4.2.5 Within this framework the Government set five objectives specifically for transport which are at the heart of the GOMMMS methodology and were fundamental to the development of the RTS:

- environmental impact – to protect the built and natural environment;
- safety – to improve safety;
- economy – to support sustainable economic activity and get good value for money;
- accessibility – to improve access to facilities for those without a car and to reduce severance; and
- integration – to ensure that all decisions are taken in the context of the Government's integrated transport policy.

Consultation and Participation

4.2.6. From extensive consultation on transportation issues facing the region, conducted both specifically for the development of the RTS and as part of the earlier Railways Task Force and Regional Development Strategy (RDS) work, and with input from key stakeholders, an understanding was formed of the:

- **current situation** – the perceived problems with and constraints of the transportation system, together with information on travel demands; and
- **future situation** – taking into account the socio-economic factors inherent in the RDS and the resultant projected travel demands; understanding the potential opportunities and solutions to the perceived problems and constraints; recognition of funding sources; and the potential for impact on specific groups of people.

Possible Initiatives

- 4.2.7. By comparing the perceived problems to potential solutions, using professional transportation knowledge and judgement informed by consultation feedback, a comprehensive list of potential transportation initiatives was drawn up, consistent with the widely endorsed transportation vision in the RDS, as agreed by the Northern Ireland Assembly.

Appraisal of Initiatives and Development of Initial Strategies

- 4.2.8. Initially each of the transportation initiatives was tested separately against the appraisal framework. The appraisal framework takes the form of an Appraisal Summary Table (AST – see Annex A for description and example) whereby the impacts of the proposals are assessed against the five transport objectives, which are in turn broken down into 21 sub-objectives. The GOMMMS methodology also specifies three important Supporting Analyses to supplement the AST. These require assessments to be made of the distribution and equity impacts; the affordability and the financial sustainability of the strategy; and practicality and public acceptability issues. These were covered in detail in the Proposed RTS Consultation Paper and are summarised in Annex B. In respect of the Strategy presented in this document:
- distribution and equity impacts are considered in the Equality Impact Assessment;
 - affordability and financial sustainability issues are considered in Chapter 6 – Funding and Affordability of the Strategy; and
 - the practicality and public acceptability Supporting Analyses are referred to in paragraph 4.2.10.
- 4.2.9. Having tested each of the initiatives separately and recorded each using an AST, the next step was to identify the best performing initiatives. This used the assessments under each of the five main objectives, weighted by factors developed from the consultation exercises, and took account of the cost to give an estimate of overall value for money.
- 4.2.10. This estimate of value for money for each initiative combined with professional judgements (eg, on practicality, inconsistency or lack of synergy between initiatives) was instrumental in enabling initial strategies at alternative levels of funding to be prepared. Throughout subsequent stages of the development process, refinement of the Strategy was guided by additional information from the Supporting Analyses. Public acceptability including

political acceptability, as indicated by the consultation processes was particularly important.

4.3. Consultation on the Proposed RTS

Consultation Topics

4.3.1. The Proposed RTS⁴⁴ was developed taking account of consultation feedback from the RTS Conference held on 28 September 2001. The Proposed RTS Consultation Paper was issued for consultation on 4 February 2002 by way of a debate in the Assembly. Comments were invited on the following topics:

- the appropriateness of the funding split between the 'areas' and the modes;
- the proposals for other transportation-related initiatives by the Department for Regional Development;
- the sources of funding;
- targets;
- the proposal to implement the RTS using three transport plans; and
- the relative priority to be accorded to each 'area' and mode.

Consultation Analysis

4.3.2. The analysis of the consultation feedback on the Proposed RTS is reported in detail in the associated Consultation Process Report⁴⁵. In summary:

- the proposed split by 'area' and mode was generally accepted;
- many consultees argued that the Strategy should adopt a funding level significantly above the proposed total level of funding of £3049 million;
- there were strong demands for an increase in:
 - strategic highway improvements to support the economic well-being of the region;
 - enhancements to the public transport proposals in the Belfast area to initiate a shift away from the use of private vehicles; and
- there was also a call for demand management measures to be applied in Belfast if these would provide a net benefit to the whole community.

⁴⁴ Proposed Regional Transportation Strategy for Northern Ireland - A Consultation Paper, DRD, February 2002

⁴⁵ Regional Transportation Strategy Consultation Process Report, DRD, July 2002

Changes to Strategy Content

4.3.3. The Supporting Analyses of practicality and public acceptability were determined by feedback and subsequent discussions with the principal transport organisations ie, Roads Service and Translink, and by feedback from key stakeholders, lobby groups and members of the public. Practicality and public acceptability were the primary reasons for supplementing the Proposed RTS with the following additional initiatives:

- an additional £76 million to provide £100 million for rapid transit in Belfast;
- an additional £86 million to accommodate increases in the estimates for rail infrastructure costs;⁴⁶
- an additional £66 million for increased public transport capacity;
- an additional £18 million in total towards the concessionary fares scheme and the Transport Programme for People with Disabilities; and
- an additional £163 million to provide increased strategic highway improvements.

4.3.4. In finalising the content of the RTS, it was also recognised that demand management measures could be needed in Belfast in order to:

- optimise the contribution of the additional public transport investment; and
- reduce the possible negative impacts of additional private car use.

These demand management measures may take the form of increased charges or reduced availability of spaces for long-stay (commuter) parking. In the event that these measures are successful in producing a sustained and publicly acceptable shift from private car to bus and rail, more comprehensive demand management measures, such as road user charging, are likely to be considered. Any additional revenue raised by such measures would be used to improve bus and rail provision further.

4.3.5. In addition, the RTS includes the commitment to establish a Regional Planning and Transportation Division and a technical Data Monitoring and Modelling Unit. The work of this unit will include identifying changes in traffic flows and public transport passenger levels following the implementation of initiatives. Assessments and forecasts made by the Unit will be key in influencing decisions on how the additional sums of money are allocated to individual initiatives.

⁴⁶ Over the period between the preparation of the Proposed RTS and RTS, significant upward market adjustments have affected cost estimates for track relay work and railway safety improvements.

5.0

Content of the Regional Transportation Strategy

- 5.1 Introduction
- 5.2 Transportation Initiatives
- 5.3 Transportation-Related Initiatives



5.1 Introduction

- 5.1.1. This Chapter gives details of the range of initiatives associated with the Strategy, presented by 'Reference Case' or existing funding levels continued over the 10-year period, and by 'Additional Funding' ie, the additional amount required to adequately resource the Strategy. This approach was used in presenting the Proposed RTS (February 2002) and gives a total funding requirement for the Strategy of £3500 million.
- 5.1.2. As already noted, the funding for the Strategy required from public expenditure will be determined in the normal Budgetary process, which will take account of the full range of public expenditure needs and priorities in Northern Ireland. The decisions on funding levels as a result of this process will clearly influence the extent and speed of implementation of the initiatives detailed in this chapter. Moreover, major investments will be subject to prior economic and other appropriate appraisals.
- 5.1.3. It must also be recognised that the delivery of the Strategy will be dependent on the availability of the necessary additional professional, technical and operational human resources. (See Annex B, paragraph B4.2.6)

Presentation of the Regional Transportation Strategy

- 5.1.4. Whilst the RTS focuses on strategic transportation development within the region, the importance of external transportation links is also acknowledged. Figure 5.1 (sourced from the Regional Development Strategy (RDS) – published September 2001) illustrates how the main land-based transport corridors in Northern Ireland provide:
 - cross-border access to the transport network in the Republic of Ireland;
 - access to gateways (air and sea ports) that in turn connect with transport networks in the rest of the British Isles and Northern Europe.
- 5.1.5. It should be noted that air services and sea services are the responsibility of Department for Transport (formerly the Department for Transport, Local Government and the Regions) and are not covered by the RTS. In addition, whilst services in Figure 5.1 were current at the time of publication of the RDS, there may have been changes since then. This is especially relevant to air services.
- 5.1.6. In the preparation of the RTS, the Department recognised the importance of the routes within the region that form part of the Trans European Network and their particular significance for the



efficient movement of goods and contribution to the efficiency of supply chain management.

5.1.7. The RTS contains three principal components:

- transportation initiatives composed of infrastructure or service interventions, typically led by the Department for Regional Development (Roads Service or Transport Policy and Support Division) or by Northern Ireland Transport Holding Company / Translink – these are presented in Section 5.2;
- organisational, policy or legislative changes relating to transportation which will be undertaken by the Department for Regional Development and which form an integral part of the Strategy – these are presented in Section 5.3; and
- transportation-related initiatives currently under way or planned by the Department for Regional Development and by other Government Departments or public sector bodies that will contribute to the achievement of the transportation objectives – these are presented in Annex C.

5.1.8. The transportation initiatives described in Section 5.2 were confirmed using the rigorous value for money GOMMMS analyses described earlier. These analyses were unique to the RTS project process. In contrast, the other transportation-related initiatives described in Section 5.3 and Annex C were identified by 'conventional' continuous improvement processes within the Departments, and the wider public sector. Those initiatives were included in the Strategy, however, only after their ability to contribute to the RTS objectives was confirmed.

5.2. Transportation Initiatives

5.2.1. The transportation initiatives comprising the RTS are presented in a range of graphs, tables and maps. They have been ordered to present summary information first, followed by more detailed tables by 'area' and finally maps showing location-specific initiatives. **It must be noted that the maps include schemes that are 'illustrative examples' only – their inclusion does not represent a commitment.** Such commitments can only be given following the preparation of the more detailed Transport Plans (see paragraph 8.3.2) and in line with normal procedures. Indeed, in the case of most major capital works, a commitment to implement a major infrastructure scheme cannot be given until appropriate economic and other relevant assessments have been considered, statutory procedures (eg, Public Inquiries) have been undertaken satisfactorily and the necessary finance has been made available.

5.2.2. Within the RTS, a preliminary view, based on professional

judgement, has been taken on how the additional £63 million for additional public transport capacity over and above that included in the Proposed RTS might be attributed.

This could include, for example:

- £20 million to a second phase of Quality Bus Corridors, providing a frequency increase;
- £12 million to a second phase of Bus-based Park & Ride, providing provision at a greater number of routes;
- £10 million to Goldline frequency increases; and
- £24.4 million to increase rail capacity.

These separate sums will be confirmed by the more detailed Transport Plans (see paragraph 8.3.2) and by the work of the Data Monitoring and Modelling Unit.

5.2.3. The transportation initiatives are presented as follows:

- Figure 5.2: A schematic map-based presentation, with costs, showing the scale of transportation initiatives which the Department estimates could be delivered for each area and mode. The funding is expressed over the 10-year period 2002-2012 for the Reference Case ('existing funding level continued') £2130 million and the Strategy £3500 million. The map is not intended to be used for detailed analysis. It is included so that people can have a better appreciation of the scale and possible distribution of transportation initiatives in the Strategy.
- Table 5.1: This table provides a breakdown of expenditure for the Strategy showing the different types of initiatives.
- Figures 5.3 and 5.4: Pie charts illustrating the funding by 'area' and mode respectively.
- Tables 5.2 – 5.5: These tables present the detailed content of the Strategy that could be delivered in each of the four 'areas'. Each table is associated with a map of Northern Ireland which helps reconfirm the 'area' under consideration. These tables provide a description and costing of the initiatives assumed for the Reference Case, the Additional Funding and hence, the overall Strategy. The descriptions indicate the extent or scale of application of the initiatives.

5.2.4. Throughout this section the forms of presentation have been designed to allow people with an interest in a specific geographical area or in a specific mode of travel to identify the range and cost of the relevant initiatives.

5.2.5. It should be noted that the following 'guidelines' apply:

- (i) The 'areas' are defined by three geographic Areas and one overlying Network, namely:
- Belfast Metropolitan Area (BMA), containing the continuous area comprising Belfast City Council and the built-up areas within the Council areas of Carrickfergus, Castlereagh, Lisburn, Newtownabbey and North Down;
 - Other Urban Areas (collectively those towns described as main or local hubs in the RDS and other towns outside the BMA with a population greater than 5,000)⁴⁷;
 - Rural Area – the remainder of Northern Ireland;
 - Regional Strategic Transport Network (RSTN) comprising the complete rail network and all motorway and trunk road links (including the Key Transport Corridors and Link Corridors).

As there is the potential for 'double-counting', the following rules have been applied in allocating networks either to the RSTN or to each of the three geographic areas:

- the complete rail network is allocated to the RSTN;
 - the complete Motorway network and Westlink are allocated to the RSTN;
 - those trunk road links which are contained within either the Other Urban Areas or the Rural Areas are allocated to the RSTN;
 - otherwise road links are allocated to the geographic area in which they lie.
- (ii) modes of travel include Walking/Cycling, Bus, Rail and Highways. Highways serve freight, cars, buses, taxis, powered two-wheelers and most travel undertaken by walking and cycling; and
- (iii) the costs of a number of initiatives, eg, bus replacement and roads structural maintenance, that are not area-specific have been apportioned across the four distinct 'areas' of the Strategy using professional judgement.

- 5.2.6. It must be stressed that the individual transportation schemes included in the Strategy are illustrative only and are included to assist the understanding of those reading the Strategy about the likely scale and type of improvements that might be implemented under the assumed budgetary assumptions. Indeed, in the case of most major capital works, a commitment to implement a major infrastructure scheme cannot be given until appropriate economic and other relevant assessments have been considered; statutory procedures (eg, Public Inquiries) have been undertaken

⁴⁷ Other Urban Areas include: Antrim, Armagh, Ballycastle, Ballyclare, Ballymena, Ballymoney, Ballynahinch, Banbridge, Coleraine, Comber, Cookstown, Craigavon, Downpatrick, Dungannon, Enniskillen, Kilkeel, Larne, Limavady, Londonderry, Lurgan, Magherafelt, Newcastle, Newry, Newtownards, Omagh, Portadown, Portrush, Portstewart, Strabane and Warrenpoint

satisfactorily; and the necessary finance has been made available from the public and/or private sectors.

5.2.7. Three maps have, therefore, been included to give readers an illustration of the type of major infrastructure schemes that might be carried out under the funding assumption in the RTS:

- Figure 5.5 – Strategic Highway Improvements – Illustrative Only;
- Figure 5.6 – Rail Network;
- Figure 5.7 – Additions and Improvements to Ulsterbus Services.

5.2.8. With regard to funding for the strategic road network, it is envisaged that, subject to full assessment and statutory procedures, it would focus on inter-urban routes with the development of high-quality dual carriageways and the removal of structural deficiencies (bottlenecks) where lack of capacity causes undue congestion. It is anticipated that this would be consistent with the Republic of Ireland's National Development Plan which includes for such improvements to the N1, N2 and N3 which connect Dublin with the Border (and subsequently Belfast, Omagh and Enniskillen) and to the National Routes that connect Sligo and Donegal to the Border (and subsequently Enniskillen, Strabane and Londonderry).

5.2.9. Figure 5.8 is included to provide an indication of one possible configuration for a future integrated public transport network for Belfast, incorporating a Rapid Transit system. Funding in excess of that required in the RTS would be needed to allow the full system to be constructed and operated. However, RTS funding would be sufficient to complete one or more legs, depending on the specification. Decisions on the route and specification of the Rapid Transit system and its integration with existing bus and rail networks will be taken by the Belfast Metropolitan Transport Plan in combination with a Rapid Transit Project Team, which will be established.

5.3. Transportation-Related Initiatives

5.3.1. The Department for Regional Development is undertaking the following transportation-related initiatives as part of the RTS.

- (i) The Department is currently considering the future institutional arrangements for the planning, delivery and regulation of public transport in Northern Ireland. A consultation paper will be issued in September 2002 titled "A New Start for Public Transport in Northern Ireland". The paper will seek views on a

range of proposals. A key feature of the proposals will be the establishment of an independent public transport regulatory body.

- (ii) Prepare an Accessible Transport Strategy for Northern Ireland. This would take into account the review of the Transport Programme for People with Disabilities, due summer 2002. The objectives for such a strategy will be determined by the Department at the earliest opportunity in consultation with relevant groups and individuals, but might include a review of the activities of the relevant statutory, private and community sector organisations and examine the scope for a more co-ordinated approach to the planning and provision of transport services for people with disabilities and older people, in order to ensure the most effective results within available resources.
- (iii) In Northern Ireland people with disabilities account for over 17%⁴⁸ of the population, a higher level than elsewhere in the United Kingdom. The Department believes that it is important to recognise the transport needs of these members of the community at a strategic level and to identify policies that would specifically benefit them and promote their social inclusion. Building in accessibility for people with disabilities will therefore be a condition of public money being spent on all new public transport investment. The transport needs of people with disabilities are already being factored into the development of the Belfast Metropolitan Transport Plan and will be factored into the preparation of subsequent transport plans.
- (iv) The Department for Regional Development will keep under review the current arrangements for practical ongoing co-operation on cross-border regional planning and transportation issues between Northern Ireland and the Republic of Ireland. These arrangements have been to the mutual benefit of both jurisdictions. The finalisation of the National Spatial Development Strategy in the Republic of Ireland will complement the implementation of the Regional Development Strategy in Northern Ireland. Likewise the National Development Plan and the Strategic Review of Railways in the Republic of Ireland will inform the implementation of the RTS in Northern Ireland.
- (v) The Department will liaise on an ongoing basis with counterparts in Whitehall, the Scottish Parliament and the Welsh Assembly on the strategic transportation issues of

⁴⁸ Surveys of Disability, Report 1: The Prevalence of Disability Among Adults in Northern Ireland, Policy Planning and Research Unit, Statistics and Social Division, Department of Finance and Personnel, January 1992

relevance to all parts of the United Kingdom. Likewise, the Department will have regard to the European Commission's White Paper on Transport⁴⁹ in the implementation of the RTS.

- (vi) Continued investigation of the potential for increased private sector involvement in the provision of transportation infrastructure and services including:
 - further consideration of the scope for the use of Public Private Partnerships in public transport and for development of large scale 'Design, Build, Finance and Operate' contracts for highway infrastructure;
 - reassessment of the contribution to be made by developers in mitigating the impact of their new developments on transportation infrastructure and services;
 - consideration of the potential benefits/disbenefits of road user charging; and
 - further investigation of other possible funding methodologies (including the use of bonds).
- (vii) Improve and enhance the Department's own transportation-related organisational structure. This includes the creation of a dedicated Regional Planning and Transportation Division to ensure an integrated approach to land use and transportation planning. This Division will undertake research, initiate policy developments, monitor and review the implementation of the RDS and RTS. A technical Data Monitoring and Modelling Unit will be established to further the knowledge base in transportation issues, and the opportunities will be taken to increase access to transportation planning and other relevant skills (internal and external) to deliver the outputs of the RTS. This will involve participation in the Transport Planning Skills Initiative launched in April 2002 to address the UK-wide shortage of professional transport planners. Other organisational changes may be necessary to better reflect Divisions'/Agencies' responsibilities for the implementation of the RTS.
- (viii) The Department will also establish an external advisory body comprising of representatives from the private and voluntary/ community sectors to assist the Department in the effective implementation of the RTS.
- (ix) Following improvements to public transport, demand management measures may be applied. These are likely to be based upon increased charges or reduced availability of spaces for long stay (commuter) parking. The measures

⁴⁹ European Transport Policy for 2010: Time to Decide, European Commission's White Paper, September 2001

applied will be guided by the work of the Data Monitoring and Modelling Unit. (see vii)

- (x) Introduce a Railway Safety Bill by summer 2002 under which subordinate legislation can be made for railway safety in Northern Ireland. The powers will also enable less rigorous regulatory regimes to be applied to smaller heritage operators, where lower levels of risk make this appropriate.
- (xi) Review the relevant provisions of the Transport Act (NI) 1967 in order to support delivery of the Strategy in conjunction, as appropriate, with the Department of the Environment (DOE), which has responsibility for Road Service Licensing under the Act. Such a review will include consideration of the funding and regulatory mechanisms necessary to extend the operation of flexible (including demand responsive) public transport services.
- (xii) Review and initiate changes to roads legislation to streamline the statutory process for preparing major roadworks schemes.
- (xiii) Complete and implement the findings of the Speed Management Review.
- (xiv) Undertake a feasibility study of the decriminalisation of parking offences.
- (xv) Review the Concessionary Fares Scheme by October 2002 to consider possible extension to other categories following the introduction of the free travel initiative on 1 October 2001.
- (xvi) Review the opportunities to use the SMART (Self Monitoring Analysis and Reporting Technology) card technology, being introduced with the new public transport integrated ticketing system, for payment of fares to simplify fare scale variations related to journey and passenger category. The integrated ticketing scheme will be fully operational by summer 2002 and SMART cards will be introduced on a rollout basis over the following 12–18 months.
- (xvii) Develop research projects in partnership with universities and industry to ensure access to add to the sound base of knowledge and statistics from which performance of transportation initiatives can be monitored and future trends predicted.
- (xviii) Encourage the establishment of Quality Partnerships⁵⁰, where appropriate, to harness the resources of all to deliver the elements of the strategy.

5.3.2. In addition, the Department for Regional Development will continue its existing transportation-related initiatives and implement the

⁵⁰ See Glossary of Terms (Annex F)

related initiatives listed in Annex C in support of the objectives of the Regional Transportation Strategy.

- 5.3.3. Current and planned transportation-related initiatives by other Government Departments and public sector bodies, also listed in Annex C, will provide further support for the objectives of the RTS.

Figure 5.2 Summary Funding by Area and Mode

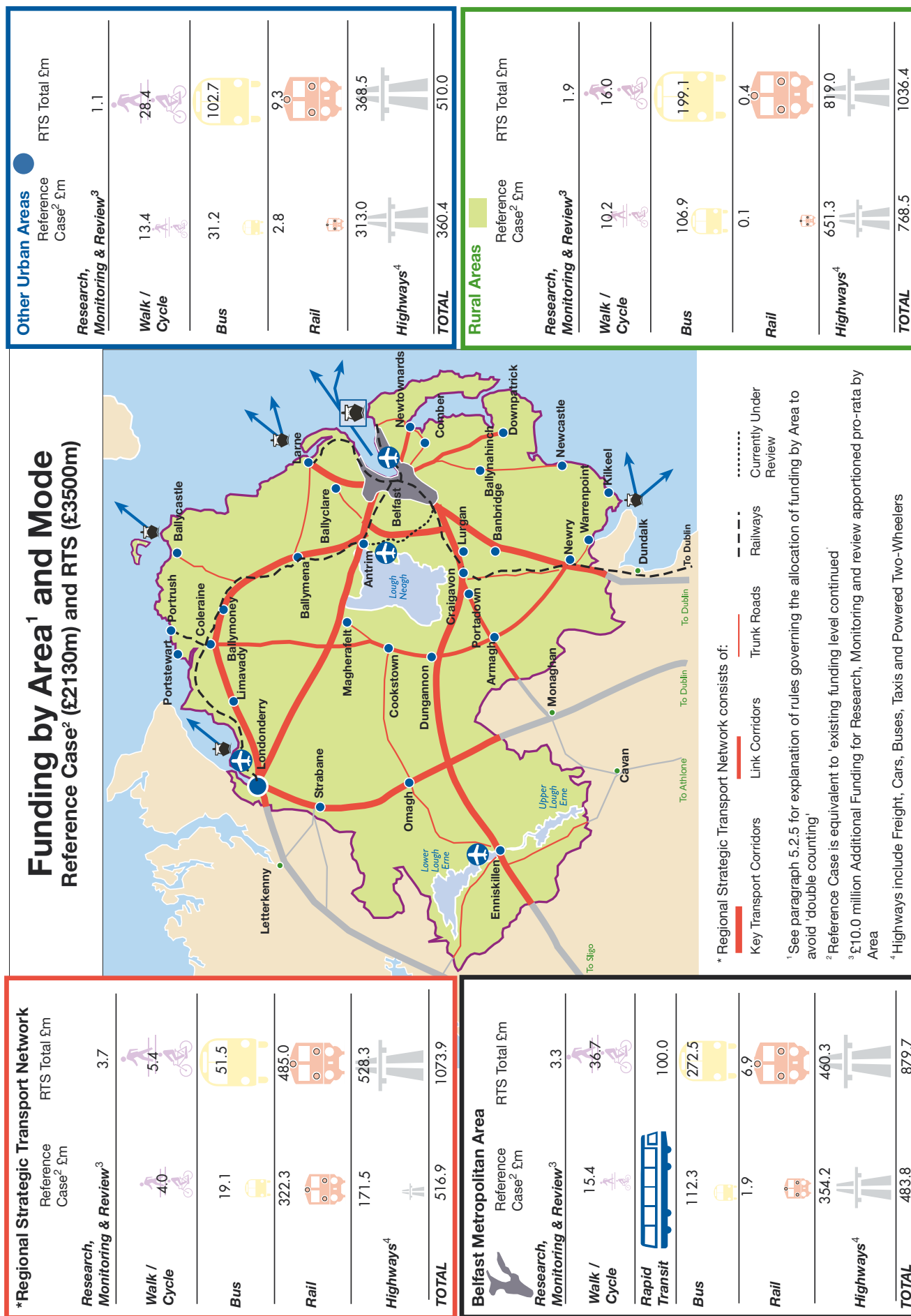


Table 5.1 : Cost of Initiatives by Mode

Northern Ireland-wide totals:
 Reference Case¹ £2130 million
Additional Funding **£1370 million**
 RTS Funding £3500 million

	Reference Case ¹ (£m)	Additional Funding (£m)	RTS Funding (£m)
ALL MODES			
Research, monitoring and review		10.0	10.0
Sub-Totals		10.0	10.0
WALK / CYCLE²			
Traffic calming	18.0	23.7	41.7
Making it easier to walk	13.0	14.0	27.0
Making it easier to cycle	6.3	5.6	11.9
Improved accessibility	5.7		5.7
Promoting sustainable modes	<0.1	0.2	0.2
Sub - Totals	43.0	43.5	86.5
RAIL			
Public Service Obligation	140.0		140.0
Concessionary fares	17.0	1.5	18.5
Infrastructure maintenance	27.7		27.7
Rolling stock maintenance	38.6		38.6
Other NITHC costs	4.0		4.0
Railways Task Force Consolidation	83.0	46.0	129.0
Halt in/near Templepatrick	0.6		0.6
Replacement of Castle Class rolling stock	11.4		11.4
Retain existing rail network; provide new train		85.8	85.8
Enhance rail capacity ³		24.4	24.4
Additional Enterprise services		5.0	5.0
Access improvements at/to rail stations	4.7	4.7	9.4
Promoting sustainable modes	0.1	0.8	0.9
Refurbishment of rail stations		6.3	6.3
Sub - Total	327.1	174.5	501.6

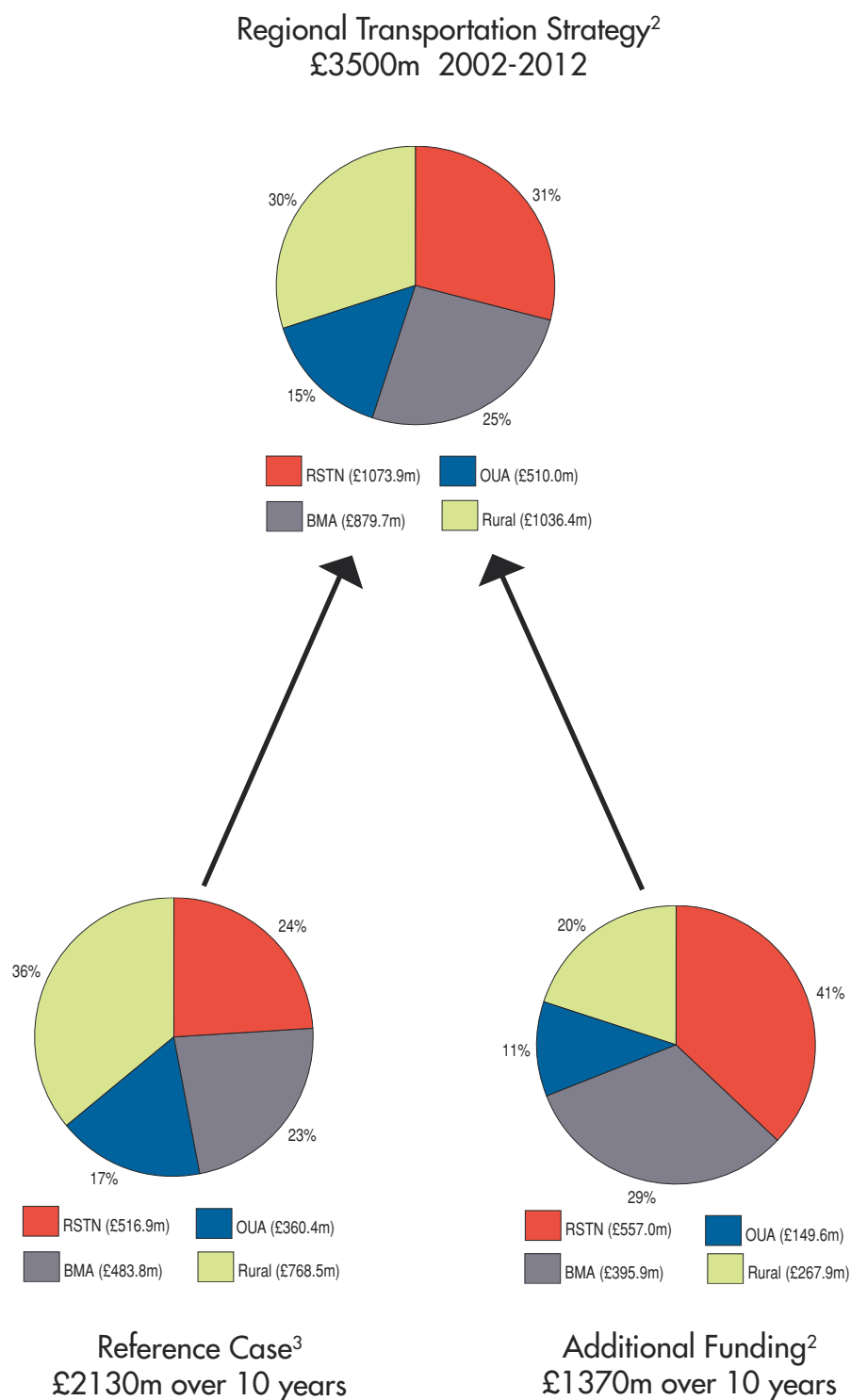
- 1 Reference Case is equivalent to 'existing funding level continued'
- 2 Network management costs for initiatives provided by Additional Funding are subsumed into the costs of those initiatives.
- 3 Preliminary allocations to be confirmed by Transport Plans and the work of the Transport Research, Data Monitoring and Modelling Unit.

Note: All funding values are quoted in rounded form which may lead to apparent minor inaccuracies in summations.

	Reference Case ¹ (£m)	Additional Funding (£m)	RTS Funding (£m)
HIGHWAYS (Freight, Cars, Buses, Taxis and Powered Two- Wheelers)²			
Roads maintenance (structural)	530.4	250.0	780.4
Accident remedial schemes	23.1	11.7	34.8
Conventional traffic management	32.0	26.5	58.5
Routine maintenance	321.0		321.0
Park & Share	4.0		4.0
Car parking maintenance	40.0		40.0
Bridge strengthening	50.0		50.0
Network management costs	380.7	Note ²	380.7
Street lighting capital programme	32.1		32.1
Improved travel information	16.5		16.5
Strategic highway improvements	51.5	11.6	11.6
Car parking capital programme	7.5	375.5	427.0
Enhanced facilities for taxis	0.5		7.5
Promoting sustainable modes	0.7	3.8	4.5
Priority lanes		2.0	2.0
Car Parking		5.0	5.0
Sub - Total	1490.0	686.1	2176.1
BUS			
Enhanced facilities for buses	5.3		5.3
Fuel Duty Rebate	70.0		70.0
Concessionary fares	133.0	12.5	145.5
Other NITHC costs	16.0		16.0
Bus replacement programme	17.0	128.5	145.5
Public transport information	1.0	10.0	10.0
Quality Bus Corridors (QBCs) 1st phase		42.3	43.3
QBCs 2nd phase - Frequency increases ³		20.0	20.0
Bus based Park & Ride 1st phase	1.0	21.7	22.7
Bus based Park & Ride 2nd phase ³		12.0	12.0
Transport Programme for People with Disabilities	8.0	4.0	12.0
Promoting sustainable modes	0.2	1.1	1.3
Refurbishment of Ulsterbus stations		9.1	9.1
Bus stop and access facilities on QBCs		13.5	13.5
Bus priority		1.6	1.6
Goldline frequency increases ³		10.0	10.0
Access improvements at Ulsterbus stations		3.4	3.4
Additional bus services within towns		30.4	30.4
Rural Transport Fund	18.0		18.0
Demand responsive transport services		31.5	31.5
New 'small' vehicle fixed route public transport services		4.7	4.7
Sub - Totals	269.5	356.3	625.8
RAPID TRANSIT			
Commencement of Rapid Transit Network		100.0	100.0
Sub - Totals		100.0	100.0

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Figure 5.3 Relative Funding by 'Area'¹



Note: Values are quoted in rounded form which may lead to apparent minor inaccuracies in summations

¹ See paragraph 5.2.5 for explanation of rules governing the allocation of funding by 'area' to avoid 'double counting'

² Includes £10.0 million Additional Funding for Research, Monitoring and Review apportioned pro-rata by 'area'

³ Reference Case is equivalent to 'existing funding level continued'

Figure 5.4 Relative Funding by Mode



Note: Values are quoted in rounded form which may lead to apparent minor inaccuracies in summations

1 Includes £10.0 million Additional Funding for Research, Monitoring and Review apportioned pro-rata by Mode

2 Strategic Roads expenditure above includes expenditure on Strategic Highway Improvements and those proportions of structural maintenance, accident remedial works, conventional traffic management, improved travel information and promoting sustainable modes expenditure that apply to strategic roads. Strategic Roads include the Roads on the Regional Strategic Transport Network and major arterial routes and orbital routes within the Belfast Metropolitan Area.

3 Reference Case is equivalent to 'existing funding level continued'

Table 5.2 : Costed Initiatives by Mode -
Regional Strategic Transport Network (RSTN¹⁾)

RSTN totals:	Reference Case ²	£516.9 million
	Additional Funding	£557.0 million
	RTS Funding	£1073.9 million



1 See paragraph 5.2.5 for explanation of rules governing the allocation of funding by area to avoid 'double counting'
2 Reference Case is equivalent to 'existing funding level continued'
3 AWS/TPWS - Automatic Warning System, Train Protection Warning System as discussed in the AD Little report "Strategic Safety Review Northern Ireland Railways - March 2000"
* Funding from the government for the Railways Task Force Consolidation (RTFC) is £103 million, split over 3 financial years. Note: As the RTS now runs from 2002/03, the £20million included for the RTFC in 2001/02 has been omitted

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Reference Case ² (£m)		Additional Funding (£m)		RTS Funding (£m)	
ALL MODES					
Research, monitoring and review		3.7		3.7	
Sub-Totals		3.7		3.7	
WALK / CYCLE					
Traffic calming		1.4		4.3	
Measures to improve the safety of pedestrians by reducing the speed of traffic and to improve the environmental quality and local amenity value of residential roads. Targeted mainly at points of entry (100 Gateways) to built-up areas.		At approximately 90 locations.			
Making it easier to walk				0.5	
Measures to improve the pedestrian environment including safety improvements, new footways, crossing facilities and measures to cater for people with disabilities. 11kms of new footways with improved crossing facilities.					
Making it easier to cycle				0.6	
Approximately 6 kms of cycle network, including giving priority to cyclists at some locations, improvements to other cycle facilities and contributing to completion of the National Cycle Network.		1.4		5.4	
Sub - Totals		4.0		0.3	
BUS					
Enhanced facilities for buses				13.4	
To facilitate and encourage travel by bus by improving priority for buses and the safety and convenience for passengers through provision of measures such as laybys, shelters and bus boarding facilities at around 60 locations.					
Fuel Duty Rebate				4.5	
Subsidy for the operation of stage carriage bus services through the partial repayment of duty paid on fuel. Available to operators who comply with the requirements of the scheme.		0.4			
Concessionary fares				1.3	
Travel concessions for people aged 65 and over, children up to 16, war disabled pensioners and registered blind people. Available to Northern Ireland Railways and holders of road service licence who operate stage carriage bus services.					
Other NITHC costs				18.0	
Other costs including superannuation costs for which the Department is responsible.		Reducing the average age of the fleet to 8 years, with high standards of comfort and accessibility, including for people with disabilities, across the fleet, making travel by bus an acceptable option for many non-essential car journeys.			
Bus replacement programme				10.0	
		Provide hourly Goldline services on those KTCs, which do not have rail services			
Goldline frequency increases				4.0	
		Improved public transport route and timetable information. Facilitates better connections for and between public transport services. Automatic bus vehicle location system with real time information on board allowing dynamic operational management of many services.			
Public transport information					
Sub - Totals		32.4		51.5	

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RTS Funding

RTS Funding

RTS Funding

*** The Reference Case originally covered the 10-year period from 2001/02 and was assumed to provide £53.5 million spread over years 1 and 2, for major strategic highway improvements contractually committed by March 2002. As the RTS has been re-based to run from 2002/03, the 2001/02 funding is not included and it has now been assumed that the funding that will be available to complete those schemes in 2002/03 is £20.9 million

^a Chancellor's Initiative - In May 1998 the Chancellor of the Exchequer announced a £315 million economic strategy aimed at promoting enterprise and encouraging investment throughout Northern Ireland. Within this the Chancellor allocated £87 million for a major programme of works to upgrade the strategic roads network

^b Estimated cost of one train is £3.0 million (2001 prices), £11.4 million for Reference Case 'Replacement of Castle Class rolling stock' and £9.6 million included in Additional Funding of £85.8 million for 'Retain existing rail network and provide new trains' provides seven new trains (including one additional) in the RTS.

Table 5.3 : Costed Initiatives by Mode - Belfast Metropolitan Area (BMA¹)

BMA totals:	Reference Case ²	£483.8 million
	Additional Funding	£395.9 million
	<u>RTS Funding</u>	<u>£879.7 million</u>



	Reference Case ² (£m)	Additional Funding (£m)	RTS Funding (£m)
ALL MODES			
Research, monitoring and review		3.3	3.3
Sub-Totals		3.3	3.3

¹ See paragraph 5.2.5 for explanation of rules governing the allocation of funding by Area to avoid 'double counting'.

2 Reference Case is equivalent to 'existing funding level continued'

reference case - 12m/1	
WALK / CYCLE	7.5
Traffic calming	
Measures to improve the safety of pedestrians by reducing the speed of traffic and to improve the environmental quality and local amenity value of residential streets by reducing the amount of through traffic. Measures will be targeted at residential areas (over 500 locations) and at points of entry (15 Gateways) to small settlements within the BMA.	
The results of pilot Sater Routes to Schools projects will be a consideration when designing / developing traffic calming schemes in the vicinity of schools as will the results of pilot Home Zones when in the vicinity of residential areas.	
The benefits of 10 Pilot Traffic Calming Partner/ships established to improve consultation with community representatives will be considered.	
Making it easier to walk	3.3
Measures to improve the pedestrian environment including safety improvements, new footways, crossing facilities and measures to cater for people with disabilities.	
Will contribute to future Sater Routes to Schools initiatives.	
27 kms of new or widened footway with 50 new crossings and safety orientated facilities for pedestrians	
Making it easier to cycle	1.4
Approximately 60 kms of cycle network, including giving priority to cyclists at some locations, improvements to other cycle facilities and contributing to completion of the National Cycle Network. Will link with some major attractors and contribute to future Sater Routes to Schools initiatives.	
Improved accessibility	3.2
Dropped kerbs and other measures to assist people with disabilities at more than 2500 crossing points.	
Promoting sustainable modes	<0.1
See BMA / Rail Promoting sustainable modes for definition.	
Sub - Totals	15.4
RAIL	
Access improvements at/to rail stations	1.9
Access improvements at 4 main stations eg, enhancing pedestrian, cycle and some car parking facilities, including for people with disabilities. Measures increase attractiveness of rail travel and increase rail catchment area. (Funded from Railways Capital Grant).	
Promoting sustainable modes	<0.1
Targeting specific audiences with information and advice in order to create understanding, raise appreciation and promote the means of bringing about a society more focused on the benefits of using alternatives to the private car. Specific audiences would include commuters travelling to and from work by car, parents who take their children to and from school by car and decision makers in industry, commerce, Government and other public sector organisations focused on car and other vehicle usage. The adoption of flexible work patterns, company travel plans and other supportive measures would be encouraged.	
Adopting principles of best practice which aim to increase public acceptance of the need to reduce the impacts of car use, highlighting the problems of unrestrained car travel, promoting the benefits of switching to walking, cycling and public transport for non-essential car travel.	
Refurbishment of rail stations	
Sub - Total	1.9

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RTS Funding (£m)

Additional Funding (£m)	RTS Funding (£m)
13.4	20.9
At approximately 850 locations, including residential areas and at points of entry to the BMA.	
4.0	7.3
20 kms of quality walking routes with appropriate surface treatments dropped kerbs, drainage, lighting and street furniture, offering safer and more-direct linkages to facilities.	
3.8	5.2
20 kms of new/widened footways. 45 signalised crossings and extensive safety orientated facilities for pedestrians.	
80 kms of cycle network.	3.2
0.1	0.1
21.3	36.7
1.7	3.6
Access improvements at 4 main stations	0.3
3.0	3.0
Improvements at all 9 main stations will benefit travellers.	6.9
5.0	

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RTS Funding (£m)	Additional Funding (£m)	Reference Case' (£m)
		BUS
		Enhanced facilities for buses To facilitate and encourage travel by bus by improving priority for buses and the safety and convenience for passengers through provision of measures such as bus lanes (around 11 kms), laybys, shelters and bus boarding facilities (around 200 locations).
4.4		4.4
		Fuel Duty Rebate See RSTN / Bus -Fuel Duty Rebate for definition.
24.5		24.5
		Concessionary fares See RSTN / Bus -Concessionary fares for definition.
72.8	6.2	66.6
	To provide for extension of concessionary fares scheme.	
5.9		5.9
		Other NITHC costs See RSTN / Bus -Other NITHC costs for definition.
42.1	36.0	6.1
	Reducing the average age of the fleet to 8 years . Makes travel by bus an acceptable option for many non-essential car journeys.	New buses with high standards of comfort and accessibility, including for people with disabilities. Around 100 buses purchased over the ten years for use by Citybus and Ulsterbus. Not enough to stop the rising average age of the Ulsterbus / Citybus fleet.
6.0		Public transport information
	Improved public transport route and timetable information. Facilitates better connections for and between public transport services. Automatic bus vehicle location system with real time information on board allowing dynamic operational management of services.	
43.3	42.3	Quality Bus Corridors (QBCs) 1st phase Investment provides for highway infrastructure, signing and improvements to bus stops on 1 principal radial route into Belfast City Centre, but does not provide for new buses or increase in service frequency
20.0	20.0	QBCs 2nd phase - Frequency increases
	Further frequency increases to achieve a total of 56% increase in service frequency compared to current levels.	
19.2	18.2	Bus based Park & Ride 1st phase 1 basic Park & Ride site (with approximately 500 spaces) without provision for new buses.
12.0	12.0	Enhanced Bus based Park & Ride 2nd phase
4.7	2.0	Transport Programme for People with Disabilities Funding to make transport more accessible for people with disabilities unable to use conventional public transport services.
0.4	0.3	Promoting sustainable modes See BMA / Rail -Promoting sustainable modes for definition.
2.1	2.1	Refurbishment of Ulsterbus stations
13.5	13.5	Bus stop and access facilities on QBCs
1.6	1.6	Bus priority
272.5	160.2	Sub - Totals
100.0	100.0	RAPID TRANSIT Commencement of Rapid Transit Network
100.0	100.0	Sub - Totals

High profile, innovative initiative eg. linking Belfast city centre, Dundonald (partially along the Corbier line rail bed) and the west of the city. High standards of comfort and accessibility, including for people with disabilities. Makes travel by public transport an attractive option for non-essential car use.

RTS Funding (£m)	Additional Funding (£m)	Reference Case' (£m)
		HIGHWAYS (Freight, Cars, Buses, Taxis and Powered Two- Wheelers)
124.8	40.0	84.8
	500 kms of resurfacing and other structural maintenance works.	1060 kms of resurfacing and other structural maintenance works including surface dressing, patching and drainage to ensure roads of adequate condition for cars, public transport users, freight movement, taxis, powered two-wheel vehicles, cyclists and pedestrians. Measures also contribute to road safety.
3.8	1.4	2.4
	At approximately 40 sites.	Measures to reduce the likelihood of recurrence of road traffic accidents at approximately 60 sites with accident clusters.
25.7	12.6	13.1
	At approximately 100 locations.	Traffic signing and minor carriageway modifications, implementation of parking and waiting restrictions and banning of specific traffic movements to improve efficiency and safety of the network at over 90 locations.
100.9		Routine maintenance See RSTN / Highways- Routine maintenance for definition
0.5		Park & Share Schemes to provide motorists with opportunities to park their cars and share other transport to their destination. 3 schemes.
18.5		Car parking maintenance See RSTN / Highways- Car parking maintenance for definition
115.1		Network management costs See RSTN Highways- Network management costs for definition.
9.4		Network development schemes See RSTN / Highways -Car parking maintenance for definition.
5.0		Street lighting capital programme See RSTN / Highways -Street lighting capital programme for definitor
5.8	5.8	Improved travel information
	Better travel information for all road users, resulting in improved management and use of the road network.	
42.0	42.0	Strategic highway improvements
	Selected to improve access and to address structural deficiencies (bottlenecks and other pressure points) where lack of capacity causes undue congestion and thereby delay for freight, public transport and cars. Measures include highway improvements, provision of street lighting and facilities for public transport, freight vehicles, cyclists and pedestrians.	
4.0		Car parking capital programme Improving layouts and equipment
0.3		Enhanced facilities for taxis Provision of 20 new ranks in locations which enable taxis to provide effective public transport service.
1.4	1.2	Promoting sustainable modes See BMA / Rail -Promoting sustainable modes for definition
2.0	2.0	Priority lanes
1.1	1.1	Car Parking
	Plotting a traffic lane on a major cross-Belfast route for the sole use of selected vehicles, excluding low-occupancy private cars.	
	Design, implementation and enforcement to regulate public car parking availability and usage. (Following improvements to public transport, parking charges could be raised and/or parking availability reduced). Revision of parking policy to complement the implementation of other initiatives which encourage the use of sustainable modes, whilst taking account of provision for essential car journeys.	
460.3	106.1	Sub - Total

Reference Case' (£m)	RTS Funding (£m)
HIGHWAYS (Freight, Cars, Buses, Taxis and Powered Two- Wheelers)	
Roads maintenance (structural) 1060 kms of resurfacing and other structural maintenance works including surface dressing, patching and drainage to ensure roads of adequate condition for cars, public transport users, freight movement, taxis, powered two-wheel vehicles, cyclists and pedestrians. Measures also contribute to road safety.	84.8
Accident remedial schemes Measures to reduce the likelihood of recurrence of road traffic accidents at approximately 60 sites with accident clusters.	2.4
Conventional traffic management Traffic signing and minor carriageway modifications, implementation of parking and waiting restrictions and banning of specific traffic movements to improve efficiency and safety of the network at over 90 locations.	13.1
Routine maintenance See RSTN / Highways- Routine maintenance for definition	100.9
Park & Share Schemes to provide motorists with opportunities to park their cars and share other transport to their destination. 3 schemes.	0.5
Car parking maintenance See RSTN / Highways- Car parking maintenance for definition	18.5
Network management costs See RSTN Highways- Network management costs for definition.	115.1
Network development schemes See RSTN / Highways -Car parking maintenance for definition.	9.4
Street lighting capital programme See RSTN / Highways -Street lighting capital programme for definitor	5.0
Improved travel information	
Strategic highway improvements	
Car parking capital programme Improving layouts and equipment	4.0
Enhanced facilities for taxis Provision of 20 new ranks in locations which enable taxis to provide effective public transport service.	0.3
Promoting sustainable modes See BMA / Rail -Promoting sustainable modes for definition	0.2
Priority lanes	
Car Parking	
Sub - Total	354.2

Table 5.4: Costed Initiatives by Mode - Other Urban Areas (OUA¹)

OUA totals:	Reference Case ²	£360.4 million
	Additional Funding	£149.6 million
	<u>RTS Funding</u>	<u>£510.0 million</u>



¹¹ See paragraph 5.2.5 for explanation of rules governing the allocation of funding by Area to avoid 'double counting', and paragraph 5.2.6 for explanation of rules governing the allocation of funding by Area to avoid 'double counting'.

2 Reference Case is equivalent to 'existing funding level continued'

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Reference Case' (£m)		Additional Funding (£m)		RTS Funding (£m)	
ALL MODES					
Research, monitoring and review		1.1		1.1	
Sub-Totals		1.1		1.1	
WALK / CYCLE					
Traffic calming	4.5	6.9	At approximately 440 locations, including residential areas and at points of entry to built up areas.		11.4
6.5		7.3	15 kms of quality walking routes with appropriate surface treatments dropped kerbs, drainage, lighting and street furniture, offering safer and more-direct linkages to facilities. 50 kms of new/widened footways. 420 signalised crossings and extensive safety orientated facilities for pedestrians.		13.8
Making it easier to walk					
0.5		0.8	20 kms of cycle network.		1.3
Making it easier to cycle					
1.9					1.9
Improved accessibility					
<0.1		<0.1			0.0
Promoting sustainable modes					
13.4		15.0			28.4
Sub - Totals					
RAIL					
Access improvements at/to rail stations		3.0	Access improvements at 7 main stations		5.8
0.2		0.2			0.2
Promoting sustainable modes					
3.3		3.3	Improvements for travellers using all 13 main stations.		3.3
Refurbishment of rail stations					
6.5		6.5			9.3
Sub - Total					

Reference Case² (£m)		Additional Funding (£m)		RTS Funding (£m)	
HIGHWAYS (Freight, Cars, Buses, Taxis and Powered Two- Wheelers)					
Roads maintenance (structural)		78.0	36.8	114.8	
975 kms of resurfacing and other structural maintenance works including surface dressing, patching and drainage to ensure roads of adequate condition for cars, public transport users, freight movement, taxis, powered two-wheel vehicles, cyclists and pedestrians. Measures also contribute to road safety.			460 kms of resurfacing and other structural maintenance works.		
Accident remedial schemes		10.4	5.8	16.2	
Measures to reduce the likelihood of recurrence of road traffic accidents at approximately 270 sites with accident clusters.			At approximately 150 sites.		
Conventional traffic management		6.5	6.3	12.8	
Traffic signing and minor carriageway modifications, implementation of parking and waiting restrictions and banning of specific traffic movements to improve efficiency and safety of the network at over 80 locations.			At approximately 50 locations.		
Routine maintenance		85.0		85.0	
See RSTN / Highways - Routine maintenance for definition					
Park & Share		1.5		1.5	
Schemes to provide motorists with opportunities to park their cars and share other transport to their destination. 8 schemes.					
Car parking maintenance		19.6		19.6	
See RSTN / Highways - Car parking maintenance for definition					
Network management costs		93.7		93.7	
See RSTN / Highways - Network management costs for definition.					
Network development schemes		9.1		9.1	
See RSTN / Highways - Network development schemes for definition.					
Street lighting capital programme		5.3		5.3	
See RSTN / Highways - Street lighting capital programme for definition.					
Improved travel information			1.8	1.8	
			Better travel information for all road users, resulting in improved management and use of the road network.		
Car parking capital programme		3.5		3.5	
Improving layouts and equipment					
Enhanced facilities for taxis		0.2		0.2	
Provision of 15 new ranks in locations which enable taxis to provide effective public transport service.					
Promoting sustainable modes		0.2	0.9	1.1	
See BMA / Rail - Promoting sustainable modes for definition					
Car Parking			3.9	3.9	
			Design, implementation and enforcement to regulate public car parking availability and usage. Revision of parking policy to complement the implementation of other initiatives which encourage the use of sustainable modes, whilst taking account of provision for essential car journeys.		
Sub - Total		313.0	55.5	368.5	

Reference Case² (£m)		Additional Funding (£m)		RTS Funding (£m)	
Buses					
Enhanced facilities for buses		0.5			0.5
To facilitate and encourage travel by bus by improving priority for buses and the safety and convenience for passengers through provision of measures such as bus lanes (around 11 kms), laybys, shelters and bus boarding facilities (around 200 locations).					
Fuel Duty Rebate		8.0			8.0
See RSTN / Bus - Fuel Duty Rebate for definition.					
Concessionary fares		15.6	1.5		17.1
See RSTN / Bus - Concessionary fares for definition.			To provide for extension of concessionary fares scheme.		
Other NITHC costs		2.2			2.2
See RSTN / Bus - Other NITHC costs for definition.					
Bus replacement programme		2.7	24.4		27.1
New buses with high standards of comfort and accessibility, including for people with disabilities. Around 45 buses purchased over the ten years for use by Ulsterbus. Not enough to stop the rising average age of the Ulsterbus fleet.			Reducing the average age of the fleet to 8 years across the fleet. Makes travel by bus an acceptable option for many non-essential car journeys.		
Bus based Park & Ride			3.5		3.5
			At 5 secure edge-of-town sites with approximately 100 spaces each, serviced by exclusive direct bus connections with town centres.		
Transport Programme for People with Disabilities		2.2	1.0		3.2
See BMA/Bus - Transport Programme for People with Disabilities for definition.					
Promoting sustainable modes		<0.1	0.3		0.3
See BMA / Rail - Promoting sustainable modes for definition.					
Refurbishment of Ulsterbus stations			7.0		7.0
			Major refurbishment of 9 main stations.		
Access improvements at Ulsterbus stations			3.4		3.4
			Access improvements at 29 bus stations in towns on the regional network eg. enhancing pedestrian, cyclist and some taxi and car parking facilities. Increases bus catchment area.		
Additional bus services within towns			30.4		30.4
			Network of radial cross-town and orbital services operating at frequent intervals, 15 hours per day Mondays to Saturdays and 12 hours on Sundays, facilitating people without access to a car, including older people and people with disabilities, and making travel by bus a realistic option for many non-essential car journeys.		
Sub - Totals		31.2	71.5		102.7

Reference Case² (£m)		Additional Funding (£m)		RTS Funding (£m)
Buses				
Enhanced facilities for buses	0.1			0.1
To facilitate and encourage travel by bus by improving priority for buses and the safety and convenience for passengers through provision of measures such as laybys, shelters and bus boarding facilities (around 50 locations).				
Fuel Duty Rebate	24.1			24.1
See RSTN / Bus -Fuel Duty Rebate for definition.				
Concessionary fares	46.7	4.4		51.1
See RSTN / Bus- Concessionary fares for definition.				
Other NITHC costs	6.6			6.6
See RSTN / Bus- Other NITHC costs for definition.				
Bus replacement programme	8.2	50.1		58.3
New buses with high standards of comfort and accessibility, including for people with disabilities. Around 134 buses purchased over the ten years for use by Ulsterbus. Not enough to stop the rising average age of the Ulsterbus fleet.				
Transport Programme for People with Disabilities	3.1	1.0		4.1
See BMA/Bus - Transport Programme for People with Disabilities for definition.				
Promoting sustainable modes	0.1	0.5		0.6
See BMA / Rail -Promoting sustainable modes for definition.				
Rural Transport Fund	18.0			18.0
Reduce social exclusion by providing or improving transport opportunities for people with reduced mobility through the provision of small vehicle public transport in deep rural areas. Provides access to essential facilities in villages and towns.				
Demand responsive transport services		31.5		31.5
Innovative demand responsive services for residents in many deep rural areas and for mobility impaired residents in rural settlements across Northern Ireland.				
New 'small' vehicle fixed route public transport services		4.7		4.7
New services (at least one per week) linking isolated communities to villages and towns, using a variety of appropriate innovative and standard vehicles.				
Sub - Totals	106.9	92.2		199.1

for Northern Ireland 2002 - 2012

for Northern Ireland 2002 - 2012

Figure 5.5 Strategic Highway Improvements - illustrative only

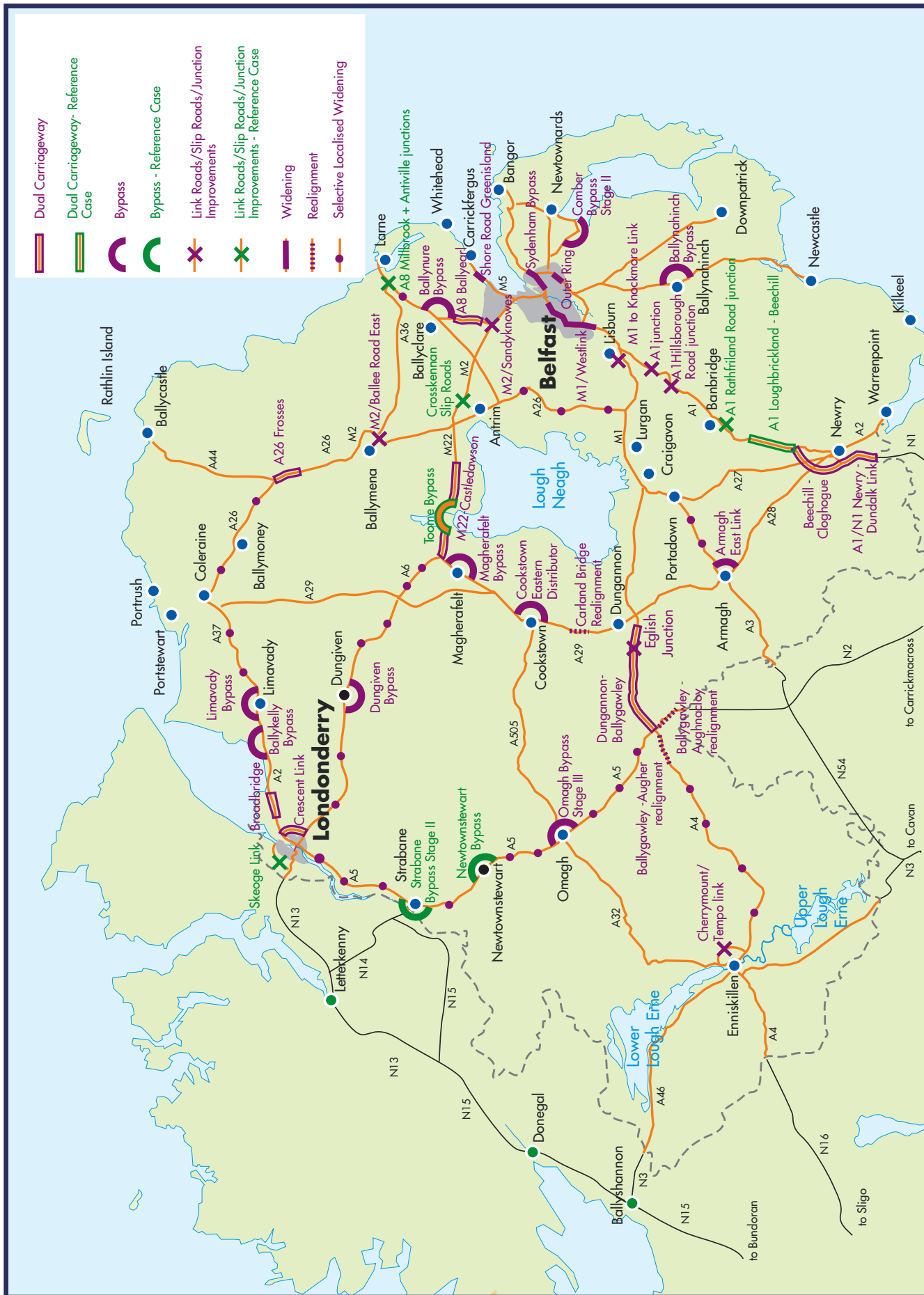


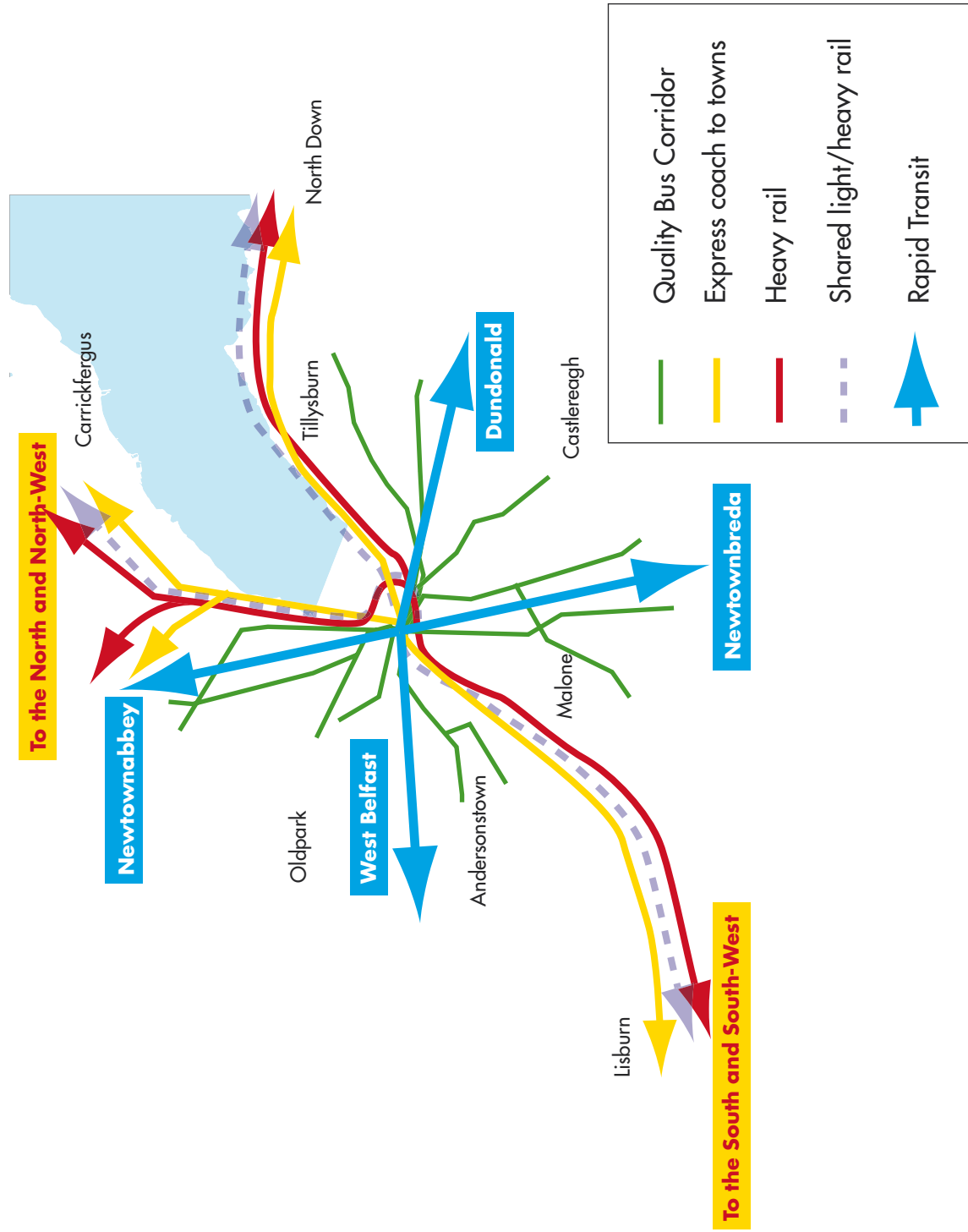
Figure 5.6 Rail Network



Figure 5.7 Additions and Improvements to Ulsterbus Services



Figure 5.8 The 25-year vision- the potential for an integrated public transport network for the Belfast Metropolitan Area



6.0

Funding and Affordability of the Strategy

- 6.1 Introduction
- 6.2 Funding Requirement
- 6.3 Funding Sources
- 6.4 Private Finance
- 6.5 Reinvestment and Reform Initiative
- 6.6 Conclusion



6.1. Introduction

- 6.1.1. The Regional Transportation Strategy (RTS) assumes a total investment of £3500 million, of which £1370 million is additional to current levels of transportation spend continued.
- 6.1.2. However, the outcome for transportation will ultimately be determined in the Budgetary process which will also take account of the financial needs of other Departments.
- 6.1.3. The Proposed RTS (February 2002) required an additional £950 million and suggested a potential private finance contribution of £325 million. There was some concern expressed in the consultation feedback about the practicality of this contribution. In response to that concern and in view of the need for greater funding in the RTS, this Chapter aims to provide more detailed information on potential funding sources and on the issue of affordability.
- 6.1.4. In February 2002, at a seminar on 'Private Finance, Public Services and Partnership Arrangements,' the Minister of Finance and Personnel highlighted the affordability challenge:

"The Executive has to address a legacy of under-funding in the infrastructure of our public services which means that currently many areas - especially health, education and transport - require levels of capital investment far in excess of the resources available to us, if they are to be funded in the traditional manner."

- 6.1.5. In response to this challenge, a variety of methods have been considered to increase the total level of funding available for transportation and attract private sector finance and expertise where appropriate.
- 6.1.6. The following sections in turn explain how the affordability of the Strategy has been demonstrated:
 - Section 6.2 outlines the potential funding sources and the contribution required from the Reinvestment and Reform Initiative and from private finance;
 - Section 6.3 provides further detail on each of the funding sources;
 - Section 6.4 summarises the findings of investigations into the scope for private finance in highways and public transport schemes;
 - Section 6.5 explains the role for the Reinvestment and Reform Initiative; and
 - Section 6.6 offers conclusions.

6.2. Funding Requirement

- 6.2.1. Throughout the RTS development process there has been consistent consultation feedback calling for increased investment in transportation. In the 'Report of Consultation Conference' produced by Community Technical Aid, the independent facilitators of the September 2001 Conference, it states:

"Most people agreed that the balance of outcomes that would result at the significantly enhanced funding level seems appropriate but asked that the strategy go further and look for a more ambitious funding package."

This view was also a recurring theme of the feedback on the February 2002 consultation paper, with many contributors pressing for greater expenditure on both roads and public transport.

- 6.2.2. Initiatives in the Proposed RTS (February 2002), assumed additional funding of £950 million above the 'existing funding level continued', giving a total strategy value of £3049 million. In response to the consultation feedback, and in recognition of the potential new source of funding made possible by the Reinvestment and Reform Initiative (RRI), the value of the Strategy has been raised to £3500 million, of which £1370 million is Additional Funding to current patterns of transportation expenditure.
- 6.2.3. In raising the Additional Funding requirement to £1370 million, revised consideration has been given to the potential for private sector finance and due consideration to the Reinvestment and Reform Initiative. Table 6.1 summarises the additional sources of funding.

Assumed Additional Funding Sources and Private Finance Contributions	Assumed Funds (£m) over period 2002/03 to 2011/2012^a
Public Expenditure Baselines (including Executive Programme Funds and European Funding)	510
Reinvestment and Reform Initiative ^b (excluding Executive Programme Funds)	425
Increased Developers' Contributions	100
Sale of Assets	20
In-year additional Public Expenditure allocations	15
Private Finance (Highways) ^c	150
Private Finance (Public Transport) ^c	150
	£1370 million

Note:

^a All assumed funds (including private finance) are expressed in 2002/03 prices.

^b Value of transportation initiatives funded by RRI.

^c The sums are net contributions calculated as the value of the schemes delivered within the RTS period, minus the costs of payments made out of the public purse during the period (rounded to the nearest £10million).

Table 6.1: Assumed Additional Sources of Funding and Private Finance Contributions

- 6.2.4. The assumed funds in Table 6.1 reflect an approach aimed at optimising the involvement of the private sector, in terms of its expertise and financial investment, to maximise value for money and potential funding source efficiency. This approach is necessary to make the strategy more affordable over the ten-year period and to help minimise the contribution required from the public purse in general and the RRI package, in particular.

6.3. Funding Sources

Executive Programme Funds/ Enhanced Public Expenditure/ European Funding (£510 million)

- 6.3.1. The RTS assumes that transportation will be allocated an average of £51 million additional public expenditure (including European funding) per year over the 10 years to give a total of £510 million. This is expected to come from a combination of Executive Programme Funds and/or enhanced public expenditure baselines and European funding.
- 6.3.2. It has also been assumed that the Executive Programme Funds will continue in existence over the life of the RTS and remain at least at the level indicated for 2003/04. However if the Executive Programme Funds are reduced, public expenditure baselines are expected to be increased accordingly.

Increased Developers' Contributions (£100 million)

- 6.3.3. There has been a consistently high level of support expressed throughout the consultation process for developers to contribute more to the upgrading of transportation infrastructure and services. It is considered that initiatives requiring developers to contribute more fully towards the impact of their development on transportation infrastructure and services could contribute funding or projects to the value of around £100 million. These include possible major new highway schemes in addition to incremental improvements to road capacity and public transport provision.
- 6.3.4. The investigation of the potential role of developers' contributions in addressing Northern Ireland's infrastructure investment requirements will also consider, in conjunction with the Department of the Environment, the need to amend planning legislation or planning guidance. This would enable Development Plans to examine the scope of infrastructure, public transport services and other related transport measures, particularly in or close to identified transport corridors, which developers should be aware of when considering development proposals.

Sale of Assets (£20 million)

- 6.3.5. Over the next decade, it may be possible to raise £20 million from the sale of land that has been purchased by the Department for road schemes that ultimately proves to be surplus to requirements.

In-Year Additional Public Expenditure Allocations (£15 million)

- 6.3.6. Historically some funding re-allocations are made to government departments late in the financial year. It has been assumed that this will continue for the short term (3 years) and produce total “additional” transportation funds of £15 million. It is unclear whether this practice will continue throughout the 10-year period as business planning processes, project management and expenditure control continue to improve across and within government departments.

6.4. Private Finance (£300 million)

- 6.4.1. In March 2001 the Executive announced that it would set up a high level Working Group to review the use of Public Private Partnerships (PPPs) in the delivery of public services to enable a longer term view to be taken by the Executive in accordance with the commitments set out in the Programme for Government to:

“have reviewed the opportunities for the use of private finance in all major service provisions/infrastructure to increase investment and provide innovative and value for money solutions through Public Private Partnerships/Private Finance Initiative.”

- 6.4.2. The PPP Working Group Report⁵¹ (published in May 2002) highlighted that a key source of confusion in the debate on Public Private Partnerships was the failure to distinguish between how public service investment is funded and how public service investment is financed. Public Private Partnerships do not in themselves give rise to new or additional sources of funding (unless they are associated with the introduction of user charging), but they have the potential to deliver value for money and affordability benefits.
- 6.4.3. A well established PPP/PFI approach to highway infrastructure investment is Design, Build, Finance and Operate (DBFO). Here, the private sector contractor is responsible for designing, building, financing, operating and maintaining the infrastructure and recovers its costs from annual payments from the public sector. In the public transport market, PFI style funding is common. A capital project is undertaken and financed by the private sector against an ‘at risk’ revenue stream either directly from the project such as

⁵¹ Review of Opportunities for Public Private Partnerships in Northern Ireland, Northern Ireland Executive, May 2002

passenger fares or through an 'availability' payment from the public sector. Ultimately, however, projects can only proceed if the private sector's innovation, efficiencies and acceptance of risk can ensure value for money.

Highways (PPP/PFI Contribution £150 million)

- 6.4.4. An initial review of the viability of the application of the DBFO approach to packages of strategic highway improvements in the RTS was undertaken during the development of the RTS. This indicated that there is scope to appeal to the private sector on the basis of:

- the reasonable sizes of projects; and
- a familiar contract structure.

Indications suggest that roads projects with a value of £188 million could be commenced or delivered during the 10 years of the RTS, with payments to the private sector, over the same period, of £41 million. In this way the DBFO approach improves the affordability of the Strategy by £147 million (£150 million rounded) over the traditional public finance approach. PPP/PFI payments peak in 2011/12 at £16.6 million and fall to zero by 2038/39, with an average repayment over the period 2012/13 – 2037/38 of £15.6 million for 26 years.

Public Transport (PPP/PFI Contribution £150 million)

- 6.4.5. A similar examination of the scope for private finance in public transport suggested that projects with a total value of £257 million could be delivered during the 10 years of the RTS for payments to the private sector, over the same period, of £107 million. This approach therefore improves the affordability of the Strategy by £150 million. PPP/PFI payments peak in 2012/13 at £28 million and fall to zero by 2029/30, with an average repayment over the period 2012/13 – 2028/29 of £22.4 million for 17 years.

- 6.4.6. Three areas are believed to have greatest potential for private sector funding:

- bus replacement;
- rapid transit; and
- rail rolling stock.

Outline descriptions and financial estimates for each are given below:

Bus replacement programme (PPP/PFI Contribution £90million)

- 6.4.7. Bus replacement will only be attractive to the private sector if the

capital sum is sufficiently large. Replacement of all of the Ulsterbus and Citybus fleets under one contract should be of sufficient scale, but any partial approach could be unattractive. The approach assumes the same number of buses is replaced each year. Buses with a value of £157 million could be delivered during the 10 years of the RTS for payments to the private sector, over the same period, of £67 million. Therefore the affordability of the Strategy within the 10 years is improved by £90 million.

Commencement of rapid transit scheme (PPP/PFI Contribution £60 million)

- 6.4.8. The RTS includes a total cost of £100 million for commencement of a rapid transit network. This is likely to be feasible, with the private sector typically receiving an annual availability payment in return for its investment. Whilst this would be considered relatively small in comparison to schemes in Great Britain, it could have advantages as the private sector companies would not need to form large consortia. The approach assumes that the scheme would be operational towards the end of the RTS period. A system with a value of £100 million would require payments, over the RTS period, of £40 million, thus contributing £60 million to the affordability of the Strategy within 10 years.

Rail rolling stock (Nil PFI Contribution assumed)

- 6.4.9. The RTS has a requirement for 40 new trains. The 17 sets over and above the 23 trains already on order are unlikely to be sufficient to generate private sector interest, thus these 23 trains would have to form part of any finance arrangement. Whilst it might be possible to find a financial institution interested in adding such a sale and leaseback arrangement to its portfolio, for the current purposes it is prudent to assume that this would be unlikely. In consequence, it has been assumed that rail rolling stock provides no PFI contribution.

6.5 Reinvestment and Reform Initiative (£425 million)

- 6.5.1. The Reinvestment and Reform Initiative (RRI) announced on 2 May 2002 provides a new opportunity for a substantial infrastructure investment programme. In the context of funding the RTS, the RRI will give the Northern Ireland Assembly a power to fund additional capital expenditure by borrowing against a prudent assessment of what we can afford to repay.
- 6.5.2. The estimate of £425 million represents a balancing figure to complete the funding of the Strategy, assuming contributions from all other sources as described.

6.6. Conclusion

- 6.6.1. The case for significantly increased transportation investment has been made and is widely accepted. The greatest part of the funding will come from conventional public sector sources. The remainder will be found from relatively new sources.
- 6.6.2. Examinations of the scope for private finance suggest that potentially there is a significant and valid role for the private sector in providing both highway infrastructure and public transport initiatives, and improving the affordability of the Strategy. It is recognised that further work will be required to confirm the precise scale of this involvement. In terms of percentage contribution, estimates of private finance represent 9% of the value of the total strategy (or 22% of the additional £1370 million).
- 6.6.3. The application of PPP/PFI requires the Department to commit to payments beyond the 10-year period of the RTS. Whilst it has been estimated that PPP/PFI would improve the affordability of the RTS by a total of £300 million, in 2002/03 prices, around £31 million per year for 25 years (in 2002/03 prices) would be required beyond 2011/12. Ultimately, however, projects can only proceed if the private sector's innovation, efficiencies and acceptance of risk can ensure value for money.
- 6.6.4. The Reinvestment and Reform Initiative has a vital role to play in providing transportation infrastructure within the RTS period. It is estimated that the Reinvestment and Reform Initiative will contribute 12% of the value of the total strategy (or 31% of the additional £1370 million).
- 6.6.5. It should be noted that demand management measures have the potential to raise additional finance depending upon the method adopted and the level of the charges levied. The effect of any additional finance raised could be to reduce the requirement for Reinvestment and Reform Initiative funds.
- 6.6.6. The Chapter suggests that obtaining the additional money required for the Strategy is challenging and will only be achieved with political support and an innovative and determined approach to attracting private sector acumen and resources.

7.0

Expected Outcomes of the Regional Transportation Strategy

- 7.1 Introduction
- 7.2 Expected Key Outcomes of the Strategy in 2012
- 7.3 Headline Outcomes
- 7.4 Outcomes Related to Specific Groups
- 7.5 Impact on Other Government Policies and Priorities



7.1 Introduction

- 7.1.1. Chapter 5 outlines the transportation initiatives in the Reference Case ('existing funding level continued' £2130 million) and the Additional Funding (+£1370 million) which when combined give the content of the Strategy (£3500 million). This Chapter presents the range of expected outcomes of the Strategy.
- 7.1.2. The outcomes of the Strategy are presented in the following format:
- Section 7.2: Strategy Expected Key Outcomes in 2012 compared to conditions in 2001. This section shows the contribution of the Strategy to the five objectives relating to the environment, safety, economy, accessibility and integration;
 - Section 7.3: Headline Outcomes. This section highlights the expected changes in the levels of service by travel mode.
 - Section 7.4: Outcomes related to specific groups of people.
 - Section 7.5: Impacts on other Government Policies and Priorities. This section illustrates the wide range of positive impacts that the Strategy can realise for other Government policies and priorities.
 - Annex A: Appraisal Summary Table (AST). The AST records the benefits and disbenefits of the initiatives in the Strategy in comparison to the Reference Case.
 - Annex B: Supporting Analyses. There are 3 additional groups of important issues which are relevant to the selection of the elements of the Strategy, but which do not fit easily within the AST. These issues of distribution and equity; affordability and financial sustainability; and practicality and public acceptability are dealt with in the supporting analyses.

7.2. Expected Key Outcomes of the Strategy in 2012

- 7.2.1. Key outcomes of the Strategy have been developed for the UK's transportation objectives. The Strategy outcomes have been estimated at year 2012 and are presented as percentage changes from the situation at year 2001. It was not considered useful to estimate and present quantitative outcomes for the integration objective, but instead that objective is dealt with qualitatively in Section 7.5 and Annex A.
- 7.2.2. The outcomes are:
- Environment – carbon dioxide and nitrogen oxides output from traffic;
 - Safety – number of personal injury accidents;

- Economics – average weekday morning peak period speeds on roads on both the Key Transport Corridors (KTCs) and in the Belfast Metropolitan Area (BMA);
- Accessibility –
 - rail – average weekday morning peak period services (in terms of train kilometres operated) and patronage;
 - Citybus – average weekday morning peak period services (in terms of bus kilometres operated) and patronage;
 - Ulsterbus – annual services (in terms of bus kilometres operated); and
 - rural 'Community' buses – annual services (in terms of vehicle journeys undertaken).

7.2.3. The need for four separate indicators on accessibility has arisen because for the purpose of the assessment of these outcomes there are two different types of public transport services:

- within the BMA, rail and Citybus networks seek to attract additional peak period patronage from the car whilst maintaining or increasing the number of services operated; and
- elsewhere in Northern Ireland, Ulsterbus and rural 'Community' buses principally seek to provide new services to improve public transport accessibility throughout the day. It is considered impractical to forecast future patronage on these services with accuracy and passenger figures will, therefore, have to be closely monitored.

7.2.4. The estimated outcomes at 2012 compared to the current 2001 situation are shown in Figure 7.1. The values in this Figure reflect the combined effect of the following:

- external factors over which the Strategy has little or no control eg, demographic changes and growth in car ownership; and
- changes due directly to initiatives in the Strategy.

Annex D presents the separate effects and how they combine to give the outcomes shown in Figure 7.1.

7.2.5. The following notes provide a brief explanation of the changes in each of the outcomes:

- Environment
 - carbon dioxide – the increase is due to the growth in traffic between 2001 and 2012 outweighing improvements in engine fuel efficiency; and

- nitrogen oxides – the large decrease is due to major improvements in engine technology out-weighing the increase in traffic.
- Safety – the estimated reduction in accidents results from the combination of a large decrease in accidents due to the Strategy and a large increase in accidents due to traffic growth over the 10-year period.
- Economics
 - KTC speeds – the improvements, when considered in the context of large increases in traffic levels, reflect the success of the highway schemes in targeting major bottlenecks on these roads; and
 - BMA speeds – the decrease reflects the dominant effect of increases in traffic levels across a congested urban area.
- Accessibility
 - rail services – the net effect of maintaining the existing services with new more reliable trains and providing an additional Enterprise train would be a small net increase in rail services over the current situation;
 - rail passengers – the combined effect of new trains, refurbished stations and access improvements would result in considerable increases in patronage over the current situation;
 - Citybus services – the effect of applying Quality Bus Corridor (QBC) frequencies on radial corridors to Belfast would increase bus services significantly;
 - Citybus passengers – the effect of QBCs with new and more frequent buses would outweigh downward pressure due to increased car ownership and lead to a significant increase over the current situation;
 - Ulsterbus services – the continuation of existing services with replacement buses and the addition of new town services in the Strategy would produce a significant increase; and
 - rural 'Community' bus services would experience a very large increase due to the increased efficiency of the existing rural transport partnerships and especially the introduction of new public transport services to serve isolated communities and mobility impaired residents in rural areas across Northern Ireland.

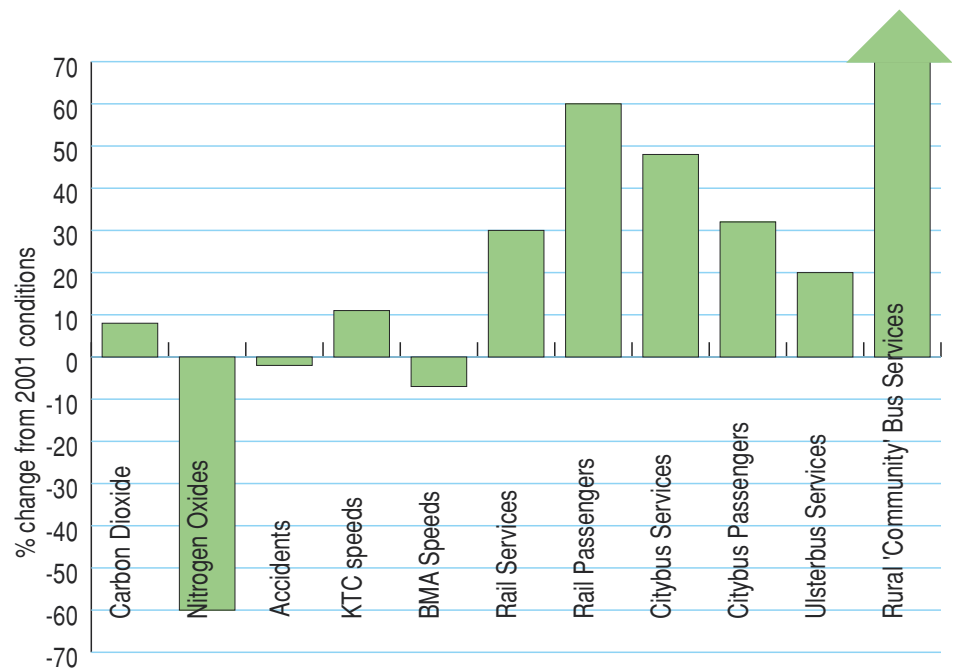


Figure 7.1 Expected Changes from 2001 to 2012

7.3. Headline Outcomes

Strategy (£3500 million)

7.3.1. This section sets out examples of the principal outcomes which will result from the Strategy for each of the main modes of travel. The following modes are considered separately below:

- walking;
- cycling;
- bus;
- rail;
- taxis;
- freight; and
- highway.

Walking

7.3.2. Most journeys involve some walking and it is the most environmentally sustainable, healthy and socially accessible form of transport. The Department is currently preparing an action plan for walking for Northern Ireland which is expected to issue in summer 2002 and which will specifically consider measures and initiatives to promote walking. Infrastructure improvements would provide a safer and more attractive walking environment and would particularly contribute to the 'Safer Routes to Schools'⁵² initiative.

⁵² See Glossary of Terms

7.3.3. Specific measures to improve infrastructure and facilities for walking are listed in Tables 5.2 – 5.5. The principal examples include:

- (i) traffic calming measures to improve the safety of pedestrians by reducing the speed of traffic and reducing the amount of through traffic in residential areas;
- (ii) new footways with improved crossing facilities on the Regional Strategic Transport Network (RSTN);
- (iii) quality walking routes, new or widened footways and new crossings and safety facilities in the Belfast Metropolitan Area (BMA) and Other Urban Areas;
- (iv) new or widened footways linking developments to villages and public transport in rural areas; and
- (v) improved footways and crossing facilities in the vicinity of bus and rail stations.

Cycling

7.3.4. Cycling is an ideal form of transport for many short journeys and has an acknowledged role to play in the overall transportation system. The RTS builds upon the work of the Northern Ireland Cycling Strategy and seeks to promote cycling as an attractive, sustainable mode of travel. The RTS would contribute to the implementation of the second stage of the National Cycle Network in Northern Ireland, which would complete the total proposed length of over 1400 kilometres. Infrastructure improvements would provide a safer and more attractive environment for cyclists and would particularly contribute to the 'Safer Routes to Schools' initiative.

7.3.5. Specific measures to improve infrastructure and facilities for cycling are listed in Tables 5.2 – 5.5. The principal examples include:

- (i) additional cycle network in the BMA and Other Urban Areas, giving priority to cyclists at some locations and improving other cycle facilities;
- (ii) improvements to cycle links and facilities at many rural sites; and
- (iii) improved provision for cyclists at and in the vicinity of bus and rail stations.

Bus

7.3.6. The Strategy includes a number of initiatives which would benefit bus passengers. The principal examples include:

- (i) the commencement of a rapid transit network in the BMA, the





route to be confirmed by the Belfast Metropolitan Transport Plan but the current preferred option is that linking Belfast and Dundonald along the line of the old Comber railway, with extension to provide cross-city services;

- (ii) accessible, comfortable and reliable new buses with enhanced luggage and pram/buggy space, offering improved journey times;
- (iii) introduction of Quality Bus Corridors on the main radial roads in Belfast with more frequent services and new, better-designed and accessible waiting and boarding facilities;
- (iv) additional bus services in towns and rural areas providing further public transport travel opportunities;
- (v) integrated ticketing systems using state of the art technology;
- (vi) improvements to bus stations, with 'real time' travel information, providing a safer and more comfortable waiting environment;
- (vii) Park & Ride facilities to enhance bus options for commuters travelling into urban areas; and
- (viii) in 'deep rural'⁵³ areas new flexible and demand responsive services offering greater independence and new travel opportunities.

Rail

7.3.7. The Strategy includes a number of initiatives which will benefit rail passengers. The principal examples include:

- (i) maintenance and improvement of the existing rail network (with the possible exception of the Antrim-Knockmore line which is currently under review) would improve journey times and significantly enhance this travel option;
- (ii) new, more accessible replacement trains offering comfortable and reliable journeys;
- (iii) additional new rolling stock to provide additional capacity (the equivalent of nine new trains) and/or more frequent services;
- (iv) one additional train on the Belfast-Dublin line allowing the provision of more frequent services;
- (v) integrated ticketing systems using state of the art technology;
- (vi) improvements to rail stations with real time information, providing a safer and more comfortable waiting environment; and
- (vii) increased parking facilities at rail stations making it easier for motorists to link into the public transport system.

⁵³ Sparsely populated rural areas that exclude settlements, villages and towns (ie, excludes population centres with more than 100 people)

Taxis

- 7.3.8. Taxis, both public and private hire, fulfil an important role in the provision of passenger transport in Northern Ireland and are used by all sections of society. The Department recognises the important contribution that taxis make to the transportation system and the potential for additional impact.
- 7.3.9. A number of initiatives are proposed or are being considered as part of the Strategy and in other related areas of activity that will benefit taxi operators and passengers. The principal examples include:
- (i) improved taxi facilities at bus and rail stations;
 - (ii) new taxi ranks in the BMA and in Other Urban Areas in locations that would help taxis provide an effective public service;
 - (iii) admission of public hire taxis to bus lanes whilst operating licensed stage carriage services;
 - (iv) the role of taxis in an integrated transportation system would be considered in the development of transport plans;
 - (v) DOE review of the arrangements for taxi licensing (when resources permit);
 - (vi) DOE examination of the scope for improving the licensing regime for taxis within existing legislation including plating for all licensed taxis;
 - (vii) DOE review of the fare structure of Belfast Public Hire taxis; and
 - (viii) the making of Public Service Vehicles Accessibility Regulations in 2002/03.

Freight

- 7.3.10. A recent study⁵⁴ concluded that the road and rail systems on the island of Ireland are "incapable of supporting the long term development of the Irish Enterprise Sector both North and South without major renewal and upgrading". The main benefits in the Regional Transportation Strategy for freight transport would result from enhancements to the RSTN. The enhancements and benefits include:
- (i) improving the roads infrastructure, providing dual carriageways, flyovers at certain key junctions and building bypasses or enhancing road capacity to remove 'bottlenecks' on the RSTN. This would provide improved journey times and reliability for road haulage within Northern Ireland, including the movement of freight to and from key gateways;

⁵⁴ Supply Chain Logistics and Transportation on the Island of Ireland, An Integrated Study, IBEC-CBI Joint Business Council/Intertrade Ireland, 2001

- (ii) reducing the highways' structural maintenance backlog would lead to more predictable journey times by reducing disruption caused by frequent responsive roadworks;
- (iii) provision of traffic management and control systems, real time traffic information and access to priority lanes would also result in reduced journey times and improved reliability; and
- (iv) the securing of the rail network north of Whitehead and north and north-west of Ballymena would preserve the opportunity for rail to be used for freight movement, particularly to and from the ports at Larne and Londonderry.

Highways

7.3.11. Improvements on the highway network benefit a range of users including freight, powered two-wheelers, buses, taxis and private cars. It is expected that the Strategy would result in the following changes from the current situation:

- (i) bypasses, dual carriageways and other main road improvements would give improved and more predictable travel times for all users;
- (ii) three-quarters of the road maintenance backlog would be eliminated resulting in fewer road works, better quality and safer roads, and improved journey times throughout Northern Ireland;
- (iii) improved management of public car parking and Park & Ride sites would reduce the impact of cars in central urban areas;
- (iv) accident remedial works would be targeted at sites with the worst accident history, significantly contributing to a reduction in the number of road accidents; and
- (v) latest technology would be employed to make journeys safer and quicker and provide timely travel information.

7.4. Outcomes Related to Specific Groups

7.4.1. This Section seeks to summarise what the Strategy would mean for specific groups of people. Through the consultation feedback representatives of these groups sought a clear description of how the Strategy would affect them. The groups are:

- young people;
- older people;
- people with disabilities; and
- people in rural areas.

- 7.4.2. The summary level statements presented have been derived from the detailed presentation of the Strategy content in Chapter 5, the expected key outcomes in Section 7.2 and with reference to the Equality Impact Assessment, which is available separately. It should be remembered that the Strategy is aimed at bringing about benefits across all communities. The following paragraphs are not intended to be comprehensive, but seek to highlight the principal examples of initiatives that would benefit the groups concerned in particular.

Young People

- 7.4.3. Young people and children are among the most vulnerable road users and will particularly benefit from a range of initiatives that will make roads safer by:
- (i) reducing traffic speeds in residential areas and near schools;
 - (ii) improving the infrastructure at 'accident cluster' spots; and
 - (iii) introducing traffic calming measures, pilot Home Zones⁵⁵ and reducing the amount of through traffic in residential areas.
- 7.4.4. Young people will also benefit from measures designed to improve the walking and cycling environment, such as:
- (i) new or widened footways;
 - (ii) more crossing points, pedestrian refuges and other safety features;
 - (iii) improved and additional street lighting;
 - (iv) extensions to the cycle network; and
 - (v) priority for cyclists over other traffic at some locations.
- 7.4.5. Young people will also have the opportunity to gain increasing travel independence through:
- (i) the introduction of new bus services in urban areas outside Belfast; and
 - (ii) improved and safer access for pedestrians and cyclists to bus and train stations.
- 7.4.6. The pilot 'Safer Routes to Schools' initiative will improve the environment for children in and around some schools. Future awareness campaigns, aimed at influencing travel culture and promoting more sustainable modes of travel, are likely to feature elements designed specifically for young people and to involve them through their schools.

⁵⁵ A Home Zone is a street or group of streets designed primarily to meet the interests of pedestrians and cyclists rather than motorists, opening up the street for social use

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Older People

- 7.4.7. Older people are an important and growing section of society in Northern Ireland⁵⁶. The older community encompasses people from all socio-economic groups, across all areas of the region and with different levels of transport provision and access to the transport network. Clearly, the transport needs of people vary markedly and the following paragraphs seek to give examples of how the Strategy will help contribute towards older people maintaining travel independence through safer roads and footways, improved access to public transport and the introduction of new public transport services.
- 7.4.8. As with younger people, older people are likely to benefit from the measures designed to make roads, footpaths and cycle ways safer for all road users (see paragraph 7.4.3).
- 7.4.9. Improvements to public transport that will also be of benefit to the older members of society include the following:
- (i) new, accessible buses and trains and refurbished stations with better access for pedestrians;
 - (ii) the introduction of new bus services in urban areas outside Belfast and more innovative public transport services. For example, bus services in rural areas that would divert off certain sections of their route if requested; and
 - (iii) the use of demand responsive transport in deep rural areas where a single phone call could book a series of door-to-door bus journeys.

People with Disabilities

- 7.4.10. In Northern Ireland people with disabilities account for over 17% of the population⁵⁷, a higher level than elsewhere in the United Kingdom. The Department believes that it is important to recognise the transport needs of these members of the community at a strategic level and to identify policies that would specifically benefit them and promote their social inclusion.
- 7.4.11. There is no universally agreed definition of 'disability' or accepted figure for the number of people with disabilities in Northern Ireland. The 1991 Census provided a figure for Long Term Limiting Illness of 12% of the population. The 1997 Health and Social Wellbeing Survey (carried out for the then Department of Health and Social Services) reported that 13.4% of adults had a disability and 27.1% were limited in some way by a disability or long-standing illness. 23% of respondents to attitudinal research carried out in March/

⁵⁶ People aged 65 and over currently comprise 13% of the overall population of Northern Ireland. This is estimated to rise to almost 15% by 2012. Source: NISRA Mid-Year Estimates 2000

⁵⁷ See note 48

April 2001 to inform the development of the RTS said that they or another member of their household had a disability or long-term illness that affected their daily activities).

- 7.4.12. Building in accessibility for people with disabilities will be a condition of public money being spent on all new public transport investment. The transport needs of people with disabilities are already being factored into the development of the Belfast Metropolitan Transport Plan and will be factored into the preparation of subsequent transport plans (see Chapter 8).
- 7.4.13. The Department is currently reviewing its 'Transport Programme for People with Disabilities', which seeks to make transport more accessible for people with disabilities who cannot use conventional public transport. Building on this review, the Department will prepare an Accessible Transport Strategy for Northern Ireland. This should facilitate the co-ordination of planning and provision of transport services for people with disabilities and older people.
- 7.4.14. The existing concessionary fares scheme will be reviewed by October 2002 to consider extending it to other categories of bus and rail passengers. The Department is, for example, considering the option of extending the scheme to people with disabilities. While decisions on eligibility criteria for the scheme and on the rate of concession will be subject to the outcome of the review, the RTS anticipates a requirement for some £14 million over the 10-year period in order to fund a scheme which could potentially offer half fare concessions to people with disabilities.
- 7.4.15. Examples of some elements of the Strategy that will especially benefit people with disabilities are:
- (i) new or widened footways;
 - (ii) more dropped kerbs, crossing points, pedestrian refuges and other measures to cater for people with mobility impairments;
 - (iii) the bus replacement programme would provide modern, accessible vehicles that fully conform to the requirements of the Public Service Vehicles Regulations to be made in 2002/03, incorporating low floor design, designated seats for older people and people with disabilities, use of contrasting colours for grab handles and steps and large lettering for destination signs;
 - (iv) the rolling stock replacement programme would provide new trains that fully conform to the requirements of the Disability Discrimination Act (1995) (DDA), incorporating automatic doors, toilets, designated seats for older people and people

with disabilities, use of contrasting colours for grab handles, door releases and steps and large lettering for destination signs;

- (v) access improvements at rail and bus stations, including designated car-parking facilities and better customer information;
- (vi) the provision of new and additional accessible bus services in rural areas, especially door-to-door services; and
- (vii) improved access at Citybus stops, including for example, additional 'build-outs' to ensure that passengers gain full advantage from the low floor feature when getting on and off buses.

People in Rural Areas

7.4.16. During consultation, people in rural areas indicated that improved accessibility was a priority objective for them – affording both the opportunity to travel to essential facilities and services and to link into the wider transportation network. The Strategy, therefore, seeks to improve travel opportunities for people living in deep rural areas, villages and small settlements. Improved availability of accessible transport would contribute towards the promotion of social inclusion and target social need in rural areas.

7.4.17. The private car plays an important and dominant role in rural areas and the Strategy acknowledges that this is likely to continue for the foreseeable future. It is also important to recognise that the appropriate mix of different types of public transport service is likely to vary from location to location. Requirements and potential solutions can best be explored during the preparation of the proposed Sub-Regional Transport Plan (see Chapter 8). A blend of conventional bus services, Community Transport services as well as proposed new ways of delivering public transport closer to users is likely to feature in the future. Clearly, the development of the Sub-Regional Transport Plan would be informed by the needs of local communities and by the experiences of the Rural Community Transport Partnerships.

7.4.18. Principal examples of how the RTS will affect people in rural areas include:

- (i) the introduction of more innovative public transport services offering greater independence and new travel opportunities. For example, bus services that would divert off certain sections of their route if requested; bookable door-to-door services in deep rural areas for older people and people with disabilities;

- (ii) maintenance and improvement of the existing rail network (with the possible exception of the Antrim-Knockmore line which is currently under review), rolling stock and stations would significantly improve travel choice;
- (iii) almost 9,000 kilometres of resurfacing and other structural maintenance works on rural roads, which would ensure improved road conditions for all road users and contribute to improved road safety;
- (iv) traffic calming measures in residential areas and points of entry to villages and settlements would improve the local environment and contribute to road safety; and
- (v) two Quiet Lanes pilot projects are under way in England, which seek to make some designated minor rural roads more attractive to people not travelling in cars and to encourage those who are driving to take extra care. The results of the pilots and the planned guidance on Quiet Lanes⁵⁸ designation will be considered to assess the potential application of this measure in Northern Ireland.

7.5 Impact on Other Government Policies and Priorities

- 7.5.1. As stated in paragraph 2.2.1, the Programme for Government⁵⁹ sets out the priority areas of the Northern Ireland Executive as:
 - Growing as a Community;
 - Working for a Healthier People;
 - Investing in Education and Skills;
 - Securing a Competitive Economy; and
 - Developing North/South, East/West and International Relations.
- 7.5.2. The Programme for Government also includes Public Service Agreements (PSAs) for each Government Department. The PSAs are intended to:
 - support the delivery of the Executive's priorities and commitments;
 - set out each Department's overall aim, objectives, associated budget allocations and key targets; and thus
 - seek to link funding to achievement of agreed outputs and outcomes.
- 7.5.3. The production of the 10-year Regional Transportation Strategy is, in itself, a key target within the PSA for the Department for Regional Development (DRD) as a contribution towards the priority area of 'Securing a Competitive Economy'.

⁵⁸ In England and Wales, legal status has been given to the term "Quiet Lane" under the Transport Act 2000. Guidance on designating Quiet Lanes is being developed by the Department for Transport

⁵⁹ Programme for Government, Northern Ireland Executive, March 2002

7.5.4. The Strategy will contribute to the Programme for Government indirectly through its integration with the Regional Development Strategy and will also contribute directly to each of the Executive's five priority areas. For example:

(i) *Growing as a Community*

- the enhancement of public transport and initiatives such as those that make it easier to walk and cycle will improve accessibility and so help target social need and reduce social exclusion;
- extension of the concessionary fares scheme will reduce the financial burden of bus and rail fares for a significant proportion of the community, hence promoting mobility and independence;
- many communities in both urban and rural areas across the region will benefit from new accessible buses, new and improved public transport services and from the enhancements to walking and cycling facilities. In addition, communities within Belfast will benefit from QBCs, commencement of a rapid transit network and bus priority measures. Other urban communities will benefit from new and improved public transport interchanges, improved bus services and better public transport information. Many rural communities will gain from innovative rural bus services such as demand responsive transport services and new small vehicle fixed route public transport services;
- new bypasses, traffic calming measures and improved pedestrian infrastructure will all serve to reduce community severance for many people in urban areas and improve local road safety, especially for children and older people. However these benefits will be partially offset by the introduction of severance for those living adjacent to new bypasses and widened sections of the RSTN;
- the Strategy will realise significant beneficial impacts in terms of mobility and access to shops, recreational opportunities, and other facilities. These impacts will be as a result of public transport services that will offer greater comfort and an increased feeling of safety, will be more accessible to disabled people, give greater penetration in many rural and urban areas and easier interchange between different transport modes;
- the Strategy has also been subjected to an Equality Impact Assessment that has sought to identify any differential impacts on the groupings listed in Section 75 of the Northern Ireland

Act (1998). The Strategy will reduce inequalities in society by improving accessibility for, amongst others, people with disabilities, people without access to a car, older people and people living in rural areas.

Such initiatives will support the policies of the following Government Departments whose PSA targets are related to the 'Growing as a Community' priority: Office of the First Minister and Deputy First Minister (OFMDFM), Department of Culture, Arts and Leisure (DCAL), Department for Social Development (DSD) and, to a lesser extent or more indirectly, Department of Health, Social Services and Public Safety (DHSSPS) and Department of Agriculture and Rural Development (DARD).

(ii) Working for a Healthier People

Section 4.2.8 explains how assessments of each initiative against each sub-objective in the Appraisal Summary Table (see Annex A) were used in determining the content of the Strategy. A separate exercise assessed each initiative against the health-related sub-objectives only, and brought together the initiatives that performed best on that basis. There was very strong alignment between these and the range of initiatives that formed the Strategy, and this gave assurance that the Strategy would offer significant health benefits.

A pilot Health Impact Assessment of the Proposed Strategy was also prepared. It summarised the main health benefits for a range of factors. For example:

- **Air Pollution** – There would be reduced air pollution (including CO₂ levels), with urban areas experiencing better air quality as a result of the provision of bypasses;
- **Road Traffic Injuries** – Accident remedial measures, traffic calming schemes, car users switching to public transport, traffic management schemes, the increased level of road maintenance, 'Safer Routes to Schools' and education and marketing would all lead to a reduction in accident levels;
- **Physical Activity** – Improvements in cycling and walking infrastructure and people switching from car to public transport would result in many people undertaking sufficient exercise for them to obtain significant fitness benefits; and
- **Noise** - The overall effect of the Strategy would be to reduce noise levels by a significant extent along urban frontages that are bypassed.

Such initiatives will support the policies of the following Government Departments whose PSA targets are related to the 'Working for a Healthier People' priority: DHSSPS, Department of the Environment (DOE) and, to a lesser extent or more indirectly, DCAL and OFMDFM.

(iii) Investing in Education and Skills

- Initiatives that enhance public transport and that make it easier to walk and cycle will assist and support socially excluded people to access education and training opportunities and, thereby, to enter or return to the jobs market. These initiatives, along with the proposed highway improvements, will also improve access to a wide range of educational facilities.

Such initiatives will support the policies of the following Government Departments whose PSA targets are related to the 'Investing in Education and Skills' priority: Department of Employment and Learning (DEL), DCAL, Department of Education (DE) and, to a lesser extent or more indirectly, Department of Enterprise, Trade and Investment (DETI), Department of Finance and Personnel (DFP) and OFMDFM.

(iv) Securing a Competitive Economy

- Strategic highway improvements to upgrade routes on the RSTN and increased road structural maintenance will offer significant economic benefits resulting from journey time reductions and large savings in road reconstruction costs;
- the increased standard of the RSTN in terms of improved roads infrastructure, the retention of the existing rail network (with the possible exception of the Antrim-Knockmore line which is currently under review) and the enhancement of and addition to bus services and facilities will also offer benefits in terms of facilitating the movement of people and goods, attracting inward investment and increasing Northern Ireland's attractiveness to visitors, including business travellers and tourists;
- the Strategy will also support the improvement of employment prospects for communities in regeneration areas due to improved and additional transport provision and links; and
- the improvement in maintenance of rural roads and the range of new and innovative rural public transport initiatives will work together to help regenerate the rural economy.

Such initiatives will support the policies of the following Government Departments whose PSA targets are related to the 'Securing a

Competitive Economy' priority: DRD, DETI, DOE, DARD and, to a lesser extent or more indirectly, DCAL, DFP and OFMDFM.

(v) *Developing North/South, East/West and International Relations*

- the Department for Regional Development will keep under review the current arrangements for practical ongoing co-operation on cross-border regional planning and transportation issues between Northern Ireland and the Republic of Ireland. These arrangements have been to the mutual benefit of both jurisdictions. The finalisation of the National Spatial Development Strategy in the Republic of Ireland will complement the implementation of the Regional Development Strategy in Northern Ireland. Likewise the National Development Plan and the Strategic Review of Railways in the Republic of Ireland will inform the implementation of the Regional Transportation Strategy;
- the increased standard of the RSTN, in terms of improved roads infrastructure, the retention of the existing rail network and the enhancement of bus services and facilities, will offer benefits in terms of presenting a positive international image of Northern Ireland and reducing its perceived peripherality at the edge of Europe;
- the major improvements to highway infrastructure on the Eastern Seaboard Corridor between Larne and the border with the Republic of Ireland will be in harmony with the priority given to the route between Dublin and the border in the National Development Plan for the Republic of Ireland. This corridor is of strategic importance within the wider European context as it has been designated as part of a Trans European Network route;
- highway improvements on the KTCs;
- the retention of rail services north and north-west of Ballymena will enhance access to ports and airports throughout the region, connecting to services that provide important East/West links to Great Britain and elsewhere in Europe;
- the strategic highway improvements, including bypasses, along the Western Corridor will help to provide improved cross-border connections between Londonderry and Dublin via Omagh and Monaghan; and
- the only interface between the rail networks in Northern Ireland and the Republic of Ireland is on the Belfast/Dublin line. The focus of rail investment in the Republic of Ireland is on improving services, including renewal of lines and addressing

safety deficiencies. The Strategy is consistent with the approach in the Republic of Ireland since the Strategy is aimed at retaining and improving existing services including those on the Belfast to Dublin line.

Such initiatives will support the policies of the following Government Departments whose PSA targets are related to the 'Developing North/South and East/West and International Relations' priority: OFMDFM, DCAL, DETI and, more indirectly, DFP.

- 7.5.5. The Strategy also strongly supports a range of other Government policies and objectives described within the Public Service Agreements of the other Departments. The Appraisal Summary Table at Annex A records these impacts under the 'Other Government Policies' Integration sub-objective.

8.0

Implementation, Targets, Monitoring and Review

- 8.1 Introduction
- 8.2 Monitoring and Targets
- 8.3 Transport Plans
- 8.4 Delivery Structures and Land-Use and Transport
Planning Interaction
- 8.5 Review Procedures



8.1. Introduction

- 8.1.1. This Chapter presents targets, implementation, monitoring and review mechanisms for the Strategy and is structured as follows:
- Section 8.2: Monitoring and Targets: the approach to monitoring the implementation of the Strategy;
 - Section 8.3: Transport Plans – a description of the role and number of Transport Plans, including interim arrangements;
 - Section 8.4: Delivery Structures and Transport Planning and Land-Use Interaction: likely changes to the regulatory and organisational structures, in addition to an overview of the mechanisms for interaction with land use planning; and
 - Section 8.5: Review Procedures: timing of the reviews that would fit in with the Regional Development Strategy (RDS) review timetable and the Public Expenditure Budgetary and Spending Review Plans.

8.2. Monitoring and Targets

- 8.2.1. In order that the delivery of the Strategy can be managed effectively, it is important to identify clearly in advance the approach to monitoring its implementation and success. The approach is comprised of three strands:

- targets – which are both challenging and realistic;
- other DRD initiatives whose implementation may affect the Strategy; and
- other statistics - used to monitor trends in transport use and efficiency.

Targets

- 8.2.2. Targets are proposed for the modes of transport as outlined below. The targets have been prepared taking full account of both external factors over which the Strategy has little or no control, and estimated changes due directly to the initiatives included in the Strategy. The targets assume full implementation of the initiatives contained in the Strategy. Clearly if the initiatives are not implemented as envisaged there will be variance from the targets. The continuing appropriateness of both initiatives and targets will be reviewed after an assessment of the effectiveness of those initiatives already implemented.
- 8.2.3. It should be noted that Citybus and Ulsterbus are used as generic terms to describe the network of conventional bus services operated in Belfast and elsewhere in the region.

The following targets are set for year **2012**:

Citybus

- (i) **Average vehicle age of no more than 8 years** - in addition, no bus older than 18 years.
- (ii) **100% of buses accessible** – meeting the requirements of the Public Service Vehicles Accessibility Regulations to be made in 2002/03.
- (iii) **Quality Bus Corridors operating on main radial routes in Belfast.**
- (iv) **Patronage increase of 33% over 2001** for the morning and evening peak periods when potential for traffic congestion relief is greatest.
- (v) **Comply with Translink Passenger Charter launched December 2001** – this charter will be reviewed throughout the period to 2012⁶⁰. Continuous monitoring may identify the desirability of capacity increases.

Ulsterbus

- (i) **Average vehicle age of no more than 8 years** – in addition no bus older than 18 years or Goldline coach older than 12 years.
- (ii) **100% of buses (including Goldline coaches) accessible** – meeting the requirements of the Public Service Vehicles Accessibility Regulations to be made in 2002/03.
- (iii) **New route networks in all towns** – service frequencies to be set at appropriate levels to achieve an acceptable balance between patronage and subsidy required. Frequencies will be assessed on a town by town basis.
- (iv) **Comply with Translink Passenger Charter launched December 2001** – this charter will be reviewed throughout the period to 2012⁶⁰. Continuous monitoring may identify the desirability of capacity increases.

Rail

- (i) **Retain services north of Whitehead and north and north-west of Ballymena⁶¹** – subject to successful results from the introduction of new trains and improved infrastructure on the rest of the network early in the period to 2012⁶².
- (ii) **All current trains replaced by new trains** – with the exception of Enterprise services.
- (iii) **Patronage increase of 60% over 2001** - total annual figure with the exception of Enterprise services.
- (iv) **Comply with Translink Passenger Charter launched December 2001** – this charter will be reviewed throughout the period to 2012⁶⁰.

⁶⁰ A specific review of the Charter will be undertaken following the review of governance, regulatory and delivery structures for public transport

⁶¹ The continuation of services on the Antrim-Knockmore line is currently under review

⁶² These improvements resulted from the Railways Task Force work

Continuous monitoring may identify the desirability of capacity increases.

Highways

- (i) **Complete the following major strategic highway improvements on the RSTN** – 13 bypasses, 85 kilometres of dual carriageway, 36 kilometres of widened single carriageway, 11 major junction improvements.
- (ii) **Contribute to and, where possible, demonstrate progress towards the achievement of long-term road casualty reduction targets** to be set in the forthcoming Northern Ireland Road Safety Strategy.

Other

- (i) **Cycling trips to increase in line with the Northern Ireland Cycling Strategy** – double trips by 2005 from 2000 levels and significant progress towards the target of quadrupling trips by 2015 (from 2000 levels).
- (ii) **Walking trips to increase in line with the action plan for walking for Northern Ireland** - expected to be published later this year. Consideration is being given to the setting of targets aimed at increasing the number of short walking journeys - that is to say, those of less than one mile - and the average distance walked annually by each person.
- (iii) **New public transport services to serve isolated communities and mobility impaired residents in rural areas across Northern Ireland** – to incorporate both demand responsive systems and more conventional fixed route services; their extent and mix would depend on the results from services implemented early in the period to 2012.

Additional Actions

8.2.4. More detailed work, to be undertaken as part of the preparation of the Transport Plans (see paragraph 8.3.2 onwards), will facilitate the following additional actions in relation to targets:

- once the implementation timetable for initiatives has been agreed, interim targets or indicators will be determined. These will allow progress against the 2012 targets to be regularly assessed;
- the Department will seek to establish additional targets. These may include:
 - average traffic speeds on Key Transport Corridors;
 - average traffic speeds on key routes in the Belfast Metropolitan Area;

- the establishment of targets for the coverage of bus services. These targets may take the form of the proportion of the population within, say, hourly or better services (see paragraph 8.2.6 (v)), or, alternatively, may build upon the analyses undertaken in developing the demand responsive transport services which populations within small settlements and towns.

Other Department for Regional Development Initiatives

- 8.2.5. The undertaking of the series of related initiatives (ongoing or planned) by the Department listed in Section 5.3 will also be used in assessing the implementation of the Strategy. The contribution of these initiatives to the achievement of the Regional Transportation Strategy (RTS) objectives will be monitored throughout the period of the Strategy.

Other Statistics

- 8.2.6. The following statistics will be recorded to monitor trends in transport use, efficiency and accessibility:
- (i) traffic growth, from the Vehicle Kilometres of Travel Surveys – recent historic growth has averaged over 3% per annum - current forecasts suggest this would fall to under 2% per annum over the period 2002 – 2012.
 - (ii) number of journeys and the mode used, from the Travel Survey of Northern Ireland – these would be used to detect any Northern Ireland wide changes in travel culture.
 - (iii) journey times on roads in the Key Transport Corridors and on selected routes in the Belfast Metropolitan Area – it is intended to conduct surveys on a standardised set of routes on an annual basis (it is expected that in due course, surveys of congestion based on methodology as currently under research by Department for Transport would be reported also).
 - (iv) mode of transport and vehicle occupancy on a cordon around Belfast city centre - it is intended to conduct counts at a standardised set of locations in Belfast on a regular basis.
 - (v) population within walking distance of regular bus services – this will require the completion of a Geographic Information System containing comprehensive details of the latest population statistics and location of bus stops and bus services (Translink has developed such a system in part).

8.3. Transport Plans

8.3.1. Delivery of the RTS will be progressed through three Transport Plans:

- a Regional Strategic Transport Network Plan;
- a Belfast Metropolitan Transport Plan; and
- a Sub-Regional Transport Plan.

This section begins by outlining some of the common features of the three Transport Plans. It then continues to describe each of the Transport Plans in further detail and interim arrangements.

8.3.2. The Transport Plans will present a programme of initiatives that will be implemented in support of the objectives and targets in the RTS, **subject to the availability of resources**. The Transport Plans must contribute appropriately to the RTS targets, and, taken as a whole, meet the RTS targets. Similarly, the plans will conform to the appropriate planned expenditure by mode outlined in Chapter 5, or present an acceptable case for any non-compliance.

8.3.3. The Transport Plans will, therefore, support the spatial development strategy in the Regional Development Strategy (RDS) based on hubs, corridors and gateways and will comprise a full range of transportation initiatives, including public transport improvements, road maintenance, capital works and other relevant policy measures, such as the promotion of sustainable modes.

8.3.4. Transport Plans will include local objectives consistent with the RTS vision and objectives and will identify a separate set of targets, performance indicators and other outputs that can be used to measure progress against local and strategic objectives.

8.3.5. Transportation studies will be undertaken to provide more information to confirm local strategies, initiatives, schemes and proposals that should be included in Transport Plans. The studies will include, for example, a review of major travel demands and public transport routes, and identification of the need to introduce new and innovative services and routes, for example, orbital routes in the larger urban areas.

The Regional Strategic Transport Network (RSTN) Plan

8.3.6. Strategic Planning Guidelines in the RDS define the Regional Strategic Transport Network as having a fundamental role in contributing to the achievement of sustainable progress on social, economic and development goals in Northern Ireland. The guidelines provide a commitment to develop and maintain the RSTN, to enhance accessibility on an integrated basis for all users, (including freight), and to examine access to regional gateways and cross-

border links, with an emphasis on improving connections from the five Key Transport Corridors and four Link Corridors. The RTS has recommended a level of investment on the RSTN which should be made over the 10-year period of the Strategy, giving indicative levels of spend for a range of transportation measures.

- 8.3.7. The RSTN Plan will confirm the individual schemes and projects to be implemented (subject to economic and other assessment, statutory processes and the availability of resources) to support the RTS objectives and targets. It will set out plans for short, medium and longer-term proposals, including an indicative implementation programme taking account of the RTS budget profile. The RSTN Plan will include the relevant schemes from the Roads Service Major Works 10-Year Planning Schedule⁶³ and the Major Works Preparation Pool⁶⁴. It may also define, for example, the minimum level of interurban bus and rail services that are expected to be delivered in order to contribute appropriately towards RTS targets. Transport studies undertaken to support the RSTN Transport Plan will take due account of current and future cross-border inter-urban transport demands and the roles of the gateway cities and towns (Londonderry, Larne, Newry, and Enniskillen). These will include the important needs which arise from Londonderry's role as the regional city for the North West, as identified in the RDS.

⁶³ A list of major road schemes which together with those in the Preparation Pool, could be started within the 10-year period of the RTS. All schemes will have been assessed against the five criteria of environment, safety, economy, accessibility and integration in accordance with the Department's Northern Ireland Policy Statement, "Moving Forward". Schemes will eventually progress into the Preparation Pool

⁶⁴ A list of road schemes that will be taken through the relevant statutory procedures including the acquisition of land. The subsequent progression of these schemes through to construction stage will be dependent on the level of funding available at that time. It would be hoped that the schemes would be constructed, or work started on them, within approximately 5 years from entering the pool

⁶⁵ Development Plans are prepared by the Department of the Environment to cover the development and use of land in Northern Ireland. The Development Plan for each area sets out detailed policies and specific proposals for land allocations needed to support the life of the local community and social and economic progress.

Belfast Metropolitan Transport Plan

- 8.3.8. Work is already well advanced on a transportation study for the Belfast Metropolitan Area (BMA) and this will produce a Belfast Metropolitan Transport Plan (BMTP) setting out transport schemes and proposals up to 2015. These will support development proposals in the Belfast Metropolitan Area Plan (BMAP) and the objectives and targets of the 10-year RTS. Together BMAP and BMTP will provide an integrated approach to the future development of the Belfast Metropolitan Area.

The Sub-Regional Transport Plan

- 8.3.9. Implementation of the RTS as it relates to the Rural and Other Urban Areas will be dealt with in one Sub-Regional Transport Plan. This will deal with the main transportation issues for cities and towns outside the BMA defined as the main and local hubs in the RDS and for the rural areas. This plan will fully recognise the urban needs of Londonderry as the regional city for the North West. This plan will adopt the expenditure sub-totals by mode as given in the RTS or make the case for any variation. It will be supplemented by detail from all available transportation studies, including those carried out in support of Development Plans⁶⁵.

8.3.10. In view of the phased timescale for the production of Development Plans it is necessary to further refine the general approach outlined above for application to the Sub-Regional Transport Plan. In effect a 'twin-track' approach is needed in the short-term:

- an annual Sub-Regional Transport Programme will be prepared, consistent with the current annual Regional Transport Programme. The Sub-Regional Transport Programme will outline initiatives to be undertaken and detail costs for each of the District Council areas. The express aim of the Transport Programme will be to facilitate the commencement of implementation of the RTS;
- at the same time, an extended work plan of more detailed Local Transport Studies, concurrent with the programme of Local Development Plans will commence. These Local Transport Studies will usually consider two forecast years: 2012/13, the RTS horizon; and a later year coinciding with the 15 year Development Plan horizon and will meet the needs of both the RTS and PPS13.

8.3.11. The work undertaken to prepare the Sub-Regional Transport Programme will contrast in terms of detail and approach with the work undertaken as part of the Local Transport Studies (which will inform the Development Plans), for example:

- the Transport Programme will generally make use of existing data only and focus on current problems and opportunities whilst the Local Transport Studies will gather new data, possibly construct computer models and consider forecast conditions, including public transport services and accessibility;
- the Transport Programme will generally focus on the smaller and less contentious 'catch-up' transport initiatives contained in the RTS whilst the Local Transport Studies will include the appraisal and detailed planning of the larger and more contentious transport initiatives.

Interim Arrangements

8.3.12. A Regional Transport Programme 2001-2002⁶⁶ was produced in June 2001 which described the Department's agreed transport initiatives to be implemented across Northern Ireland for the 2001-2002 financial year. It also highlighted the wide range of transportation measures which have been introduced across the region between April 1997 and March 2001. In the interim period until the Transport Plans are finalised, the Department will continue to produce annual Regional Transport Programmes outlining the

⁶⁶ Regional Transport Programme 2001-2002, DRD, June 2001

transport initiatives to be undertaken during the following year and taking account of the additional budgets available under the RTS. The next programme will cover the period 2002-2003.

- 8.3.13. For the BMA and the RSTN, it is expected that Transport Plans can be prepared before the end of 2003. However, the phased preparation of Development Plans may delay the finalisation of a fully detailed Sub-Regional Transport Plan. Therefore, a Sub-Regional Transport Programme detailing spend for the forthcoming year and outlining totals for the remainder of the Strategy period will be required for intervening years. As the programme of Development Plans proceeds, increasing detail can be applied to the contents of the Sub-Regional Transport Programme and a Sub-Regional Transport Plan produced.

8.4. Delivery Structures and Land-Use and Transport Planning Interaction

- 8.4.1 The Department has already made some changes to its organisational structure to improve the coherence of the planning and delivery of transportation. Further organisational changes are likely to result following a review of the governance, regulation and delivery of public transport services.
- 8.4.2 In addition, it must be appreciated that additional staff resources (internal or external) will be required to formulate and implement the Transport Plans and Programmes. Organisational structures will have to be amended to facilitate effective implementation of the Strategy. The planned involvement of the private sector through Public Private Partnerships or Private Finance Initiative schemes will also require particular organisational changes and new working practices.

Land-Use Transportation Planning Interaction

- 8.4.3 The principal interactions between land-use planning and transport planning are summarised in Figure 8.1. In general terms, the Figure shows how region-wide strategy guidance is 'pushed down' through local plans to individual development whilst at every level there is two-way interactions between the land-use planning and transportation planning processes.

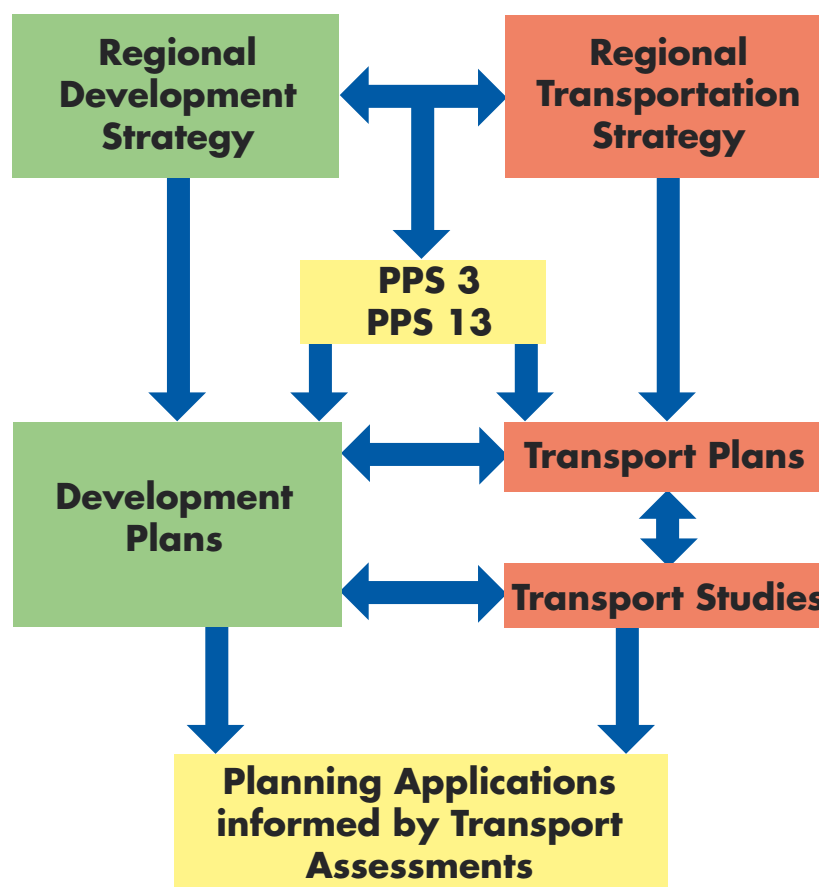


Figure 8.1 Principal Land-Use/ Transportation Planning Interactions

8.4.4 Figure 8.1 also shows specifically:

- the linkages between the RDS and the RTS – the ‘top level’ strategy documents;
- the ‘bridging’ nature of Planning Policy Statements (PPS) 13 Transportation and Land-Use, and 3 Access Movement and Parking which translate the Strategic Planning Guidelines contained in the RDS into detailed policy guidance and operational policies;
- the ‘pushing down’ of strategy from the RDS to the spatial detail within Development Plans and from the RTS to specific locations within Transport Plans;
- the two-way interactions between Transport Studies and Transport Plans and Development Plans. The scope of the Studies is set by the requirements of the Plans, whilst the content of the Plans is informed by findings of the Studies.
- the role of Development Plans and Transport Studies in forming Planning Applications and the scope of the Transport Assessments required to support them.

8.5. Review Procedures

- 8.5.1. In Section 8.2, arrangements for the monitoring of targets have been set out. If the Strategy is to remain appropriate over time it will be necessary to review how targets are being met. As the success of the RDS, and hence the RTS, will be determined by the extent to which its policies and actions are implemented, any review of the RTS will also have to be cognisant of how implementation of the RDS is progressing.

Regional Development Strategy

- 8.5.2. Agreement has now been reached with all Northern Ireland Departments and the Assembly Regional Development Committee on the approach to be taken and the indicators to be used to monitor the implementation of the RDS. This process will ensure that the RDS objectives can be met and the need for any necessary correcting action flagged up at an early stage. An inter-departmental steering group that will produce an annual report on progress will co-ordinate this process. The first report is to be prepared before 31 December 2002.

Government Spending Plans

- 8.5.3. Government spending plans are reviewed on an annual basis through the Northern Ireland Budget which is linked to delivery of the Programme for Government, and every two years through the Spending Review which determines the Northern Ireland block budget. The 2002 Spending Review is currently under way. The RTS will inform the Spending Review in 2002 and the annual Northern Ireland Budget for 2003/04. The outcome Budgets may result in annual adjustments to Transport Plans (Section 8.3) as the resources available from the public purse are clarified and confirmed.
- 8.5.4. The other potential funding sources for the Strategy will also have to be monitored and taken into consideration during any adjustments or reviews of the Strategy.
- 8.5.5. While the Department will monitor and review the implementation and progress of the Strategy on a regular basis, it plans to undertake a formal mid-term review linking to the preparation of bids in the Spending Review 2006. The review will take into account:
- any variation in the RDS (compared with the published document);
 - transport budgets secured (compared with the funding requirements identified in the RTS);

- rate of implementation of the RTS (in terms of initiatives delivered on the ground); and
- monitoring the effectiveness of the RTS initiatives (toward the targets and outcomes identified).

8.5.6. Further consideration will be given to arrangements for the timely development of a second RTS that would potentially cover the 10-year period post 2012. The development of the second RTS would be greatly informed by the lessons learned during the implementation of the RTS for the period 2002-2012.

Annexes

- A Appraisal Summary Table
- B Supporting Analyses
- C Other Transportation-Related Initiatives
- D Expected Outcomes at 2012
- E Bibliography
- F Glossary of Terms



Annex A

A1.0 Appraisal Summary Table

- A1.1. The Appraisal Summary Table (AST) reports the degree to which the Strategy contributes towards the five national objectives for transport (environmental impact, safety, economy, accessibility and integration, broken down into sub-objectives – see Section 4.2) compared to the Reference Case - 'existing funding level continued'. The purpose of preparing the AST is to articulate as clearly as possible all the benefits and costs (disbenefits) of the initiatives within the additional funding, so that their overall value for money can be estimated.
- A1.2. The AST Explanatory Sheet (see Table A1) gives examples of typical consequences of the initiatives which have been regarded as not having a significant impact at the strategic level. The AST Explanatory Sheet also includes the basis for determining the significant impacts that are recorded on the AST for the Strategy.
- A1.3. The impacts are recorded in the AST in a systematic manner, without any weights being applied to them under individual sub-objectives. Some of the impacts are assessed qualitatively while others are quantified, some in monetary terms. It is for the decision-maker to apply judgement to the impacts, and in the process implicitly weight the impacts, in order to come to a view about the overall value for money of the proposals. Thus, the overall value for money is estimated by taking account of both qualitative and quantitative impacts under all sub-objectives.
- A1.4. The impacts of the Strategy are compared to the projected outcome of the Reference Case, (see Table A2). It is important to note that the entries in the assessment column in the AST represent the judgement of the transportation professionals preparing the Regional Transportation Strategy.
- A1.5. It is recognised that in some instances the benefits and disbenefits reflect the impacts of a number of specific representative initiatives that would have to be subject to statutory procedures (eg, major highway schemes) or to further evaluation following pilots or partial implementation through transport plans (eg, innovative public transport). The impacts must, therefore, be considered as illustrative of the benefits and disbenefits arising from such initiatives.

Table A1: Appraisal Summary Table - Explanatory Sheet

Objective	Sub-Objective	Nature of Assessment
Environment	Noise	Estimated local traffic levels.
	Local Air Quality	Estimated local traffic levels.
	Greenhouse Gases	Estimated network-wide traffic levels.
	Landscape	Physical specification of initiatives - proximity to designated areas.
	Townscape	Physical specification of initiatives - proximity to urban areas.
	Heritage of Historic Resources	Physical specification of initiatives - proximity to designated areas.
	Biodiversity	Physical specification of initiatives - proximity to designated areas.
	Water Environment	Physical specification of initiatives - proximity to designated water features including coastline.
	Physical Fitness	Estimated network-wide switch from car to public transport.
	Journey Ambience	Physical specification of initiatives - measures which specifically change quality of in-vehicle journey. Estimated network-wide use of modes (which vary by journey ambience).
Safety	Accidents	Estimated network-wide traffic levels and use of road types (which vary by accident rate and severity). Physical specification of initiatives - specific accident reduction measures.
	Security	Estimated network-wide use of rail, bus and car modes (which vary by security level).
Economy	Transport Economic Efficiency (TEE)	Estimated network-wide - User benefits (principally time and operating costs), Provider and Government Impacts (principally revenue and taxation). Physical specification of initiatives - Provider capital and operating costs.
	Reliability	Physical specification of initiatives - measures which specifically change variability of journey time.
	Wider Economic Impacts	Physical specification of initiatives - proximity to designated regeneration areas.
Accessibility	Option Values	Physical specification of initiatives - provision or removal of public transport choice.
	Severance	Physical specification of initiatives - eg provision of pedestrian crossing facilities or provision of new road. Estimated local traffic levels.
	Access to the Transport System	Physical specification of initiatives - provision or removal of public transport services for people without cars or people with specific mobility requirements.
Integration	Transport Interchange	Physical specification of initiatives - measures which specifically change quality of journey interchange.
	Land-Use Policy	Physical specification of initiatives - consistency with Regional Development Strategy Strategic Planning Guidelines.
	Other Government Policies	Physical specification of initiatives - consistency with other Government policies beyond transport as represented by Programme for Government Public Service Agreement objectives.

Notes on Impacts recorded in Appraisal Summary Table

(Only impacts assessed as significant are recorded in the Appraisal Summary Table)

Any change in traffic levels will affect noise levels, but may not be perceptible. Changes in local traffic levels between -20% and +25% are assessed as 'neutral'.
Any change in traffic levels will affect air quality, but may not be perceptible. Changes in local traffic levels between -10% and +10% are assessed as 'neutral'.
Any change in traffic levels will affect Greenhouse Gases emissions. Changes in network wide traffic levels between -1% and +1% are assessed as 'neutral'.
New infrastructure in rural areas will make roads more dominant and will cause loss of local landscape features. Additional street lighting will be visually intrusive. Impacts can be ameliorated by appropriate design.
New infrastructure may alter the character of entries to towns, of town centres or of residential areas. Impacts can be ameliorated by appropriate design.
New infrastructure could cause loss of archaeological remains. Impacts can be ameliorated by a programme of archaeological work.
New infrastructure will cause loss of existing roadside habitat which will largely be replaced over time.
New infrastructure may alter existing drainage patterns. Increased traffic flows will give increased risk of spillage.
Persons switching from car to public transport will improve physical fitness through increased walking.
Any improvement in infrastructure and vehicles will improve journey ambience. Overall, journey ambience is best by rail, followed by car and worst by bus. These relative levels increase with journey length.
Any switch to public transport will result in a decrease in traffic accidents (due to reduction in vehicular travel).
Any switch to public transport will result in a decrease in security. Overall, security is best by car, followed by bus and worst by rail.
Initiatives which increase highway capacity or increase speeds will result in user benefits through reduced journey lengths or journey times; initiatives which reduce highway capacity will have opposite adverse impacts. Public Transport measures will result in benefits to users and may produce highway benefits from modal switching causing traffic congestion relief. However, public transport measures which reduce highway capacity may result in substantial highway user disbenefits.
Only changes in the variability of journey time are assessed. Changes in average journey time are assessed in TEE, which takes account of usage.
Only changes in economic impact additional to those calculated in TEE are relevant here. Additional impacts must accrue to designated regeneration areas, otherwise assessed as 'neutral'.
New public transport services may provide option value for occasional use.
Changes in local traffic levels between -30% or +30% assessed as 'neutral'.
Rural public transport measures, which generate new travel, are assessed under this sub-objective. However, incremental changes in public transport levels of service are generally assessed quantitatively in TEE, which takes account of usage.
Interchange improvements relate to infrastructure improvements. Changes in interchange times between modes assessed in TEE, which takes account of usage.
The level of impact will reflect the scale of the solution under assessment and the number of Strategic Planning Guidelines with which it aligns.
The level of impact will reflect the scale of the solution under assessment and the number of Programme for Government Public Service Agreement objectives with which it aligns.

OBJECTIVE	SUB-OBJECTIVE	QUALITATIVE IMPACTS
Environment	Noise	<ul style="list-style-type: none"> i. Bypasses of urban areas would result in significantly decreased traffic noise levels for properties adjacent to routes relieved, and significantly increased traffic noise levels for dispersed properties adjacent to bypasses. Widening/grade separation through urban areas would result in localised increased traffic noise levels. ii. "Reintroduction" of rail noise along Larne/Whitehead corridor and Ballymena/Coleraine/Portrush/Londonderry corridor.
	Local Air Quality	Bypasses of urban areas would result in significantly improved air quality for properties adjacent to routes relieved, and significantly worsened air quality for dispersed properties adjacent to bypasses. Widening/grade separation through urban areas would result in significantly changed air quality level adjacent to schemes and on routes relieved.
	Greenhouse Gases	Greenhouse gases are, in general, proportional to private vehicle kilometres travelled.
	Landscape	<ul style="list-style-type: none"> i. New dual carriageway through an Area of Outstanding Natural Beauty. ii. Road widening to dual carriageway and single 2 lanes + 1 lane carriageway through Areas of Outstanding Natural Beauty and through Areas of Scenic Quality, but widening to single 2 lanes + 1 lane carriageway would be contained within the existing land take.
	Townscape	<ul style="list-style-type: none"> i. Well designed pedestrian infrastructure, urban cycle network, Controlled Parking Zones and Special Parking Areas would improve townscape character and would be particularly applicable in designated areas. ii. Road widening and grade separation would impact on townscape character, though there would be no impact on a designated area.
	Heritage of Historic Resources	<ul style="list-style-type: none"> i. Would utilise structures and stations that contribute to heritage value. Securing the long-term preservation of stations, particularly those listed under Planning (NI) Order 1991, is of particular importance. ii. Highway improvements would cause the loss of railway infrastructure, known industrial heritage sites and sites of archaeological interest.
	Biodiversity	No significant impact.
	Water Environment	No significant impact.
	Physical Fitness	<ul style="list-style-type: none"> i. Persons switching from car to public transport would achieve the recommended minimum distance/time to obtain significant fitness benefits. ii. Highway infrastructure improvements would lead to a reduction in public transport patronage and thereby a reduction in the number of persons achieving significant benefits from walking. iii. Additional pedestrian infrastructure and cycle network, and improved environment, would lead to increases in the numbers of people walking and cycling, and therefore in their level of physical fitness.
	Journey Ambience	<ul style="list-style-type: none"> i. Modern bus/coach designs with good heating, ventilation, seating, luggage space and ride qualities would improve traveller care. ii. Expansion of town bus services would provide improved traveller care for a large number of users. iii. Bus passengers in Belfast Metropolitan Area would benefit from new and better designed waiting and boarding facilities at bus stops. iv. Users of the rapid transit and Quality Bus Corridors would benefit from new buses giving a less stressful, smoother journey. v. The introduction of demand responsive transport in rural areas would provide a door-to-door service which would reduce stress and uncertainty for a large number of users in sparsely populated areas. vi. Improved journey ambience for users of rail service, compared to bus substitution service, between Whitehead and Larne and between Ballymena and Coleraine/Portrush/Londonderry. vii. Rail passengers on Enterprise services would benefit from relief of overcrowding or switch from bus or car. viii. Better travel information, including real time public transport information, would reduce stress for travellers. ix. Walking and cycling infrastructure additions and improvements would produce quality environments which enhance journey ambience. x. Extensive structural maintenance on all roads would provide more comfortable bus and car journeys. xi. Dual carriageway, road widening, grade separation and bypasses would reduce frustration and improve traveller care. xii. Effective management of public car parking would reduce frustration and fear of accidents for all road users including pedestrians and hence improve journey ambience.

QUANTITATIVE MEASURE		ASSESSMENT
i.	Approximately 25kms net. of urban frontage would experience significantly decreased traffic noise levels.	Slight beneficial impact
	Approximately 5kms net. of urban frontage would experience better air quality.	Moderate beneficial impact
	Model results	+1% annual CO ₂
i.	4.5kms of new dual carriageway through Area of Outstanding Natural Beauty.	Moderate adverse impact
ii.	7kms of widening to dual carriageway through Area of Outstanding Natural Beauty and 18kms through Area of Scenic Quality.	
		Slight beneficial impact
i.	Would utilise 2 listed structures of heritage value: Castlerock and Downhill tunnels. Would utilise 7 stations/halts of heritage value (2 listed): Magheramourne, Glynn, Larne Town, Ballymoney, Coleraine (listed), Bellarena and Londonderry (listed).	Neutral
ii.	One railway bridge would be lost.	
		Neutral
		Neutral
i.	In the weekday AM peak period approximately 2000 additional persons would travel by public transport.	Slight beneficial impact
i.	Approximately 70 million bus journeys per annum.	Large beneficial impact
ii.	Estimated 10 million bus journeys per annum.	
iii.	Approximately 20 million Citybus passenger trips per annum.	
v.	Would provide approximately 220,000 new return passenger trips per annum.	
vi.	Approximately 1 million rail journeys per annum.	
vii.	Approximately 1 million rail passengers per annum.	
x.	Better quality surface on 16% of total road network.	
xi.	Approximately 33 million weekday travellers per annum	

OBJECTIVE	SUB-OBJECTIVE	QUALITATIVE IMPACTS
Safety	Accidents	<ul style="list-style-type: none"> i. Car users switching to public transport as a result of access, infrastructure and service improvements plus introduction of rapid transit and Quality Bus Corridors would result in a decrease in road accidents. Upgrading roads would reduce accident rates but additional travel would generate additional road accidents. ii. Traffic calming schemes would produce significant accident savings. iii. Accident remedial measures would produce significant accident savings. iv. Improved skid resistance and drainage as a result of structural maintenance would reduce the number of accidents. v. Additional pedestrian and cycling facilities, particularly crossing points, would reduce accidents involving these vulnerable groups. vi. Additional merging movements associated with priority lane would lead to an increase in minor accidents.
	Security	<ul style="list-style-type: none"> i. Demand responsive transport schemes in rural areas would provide a door-to-door service which would address issues of personal safety and vulnerability for users. ii. Well designed and used walking and cycling routes incorporating lighting would improve feeling of security for users. iii. Public transport station improvements would result in a more secure environment whilst provision of new illuminated waiting and boarding areas at Citybus stops would increase feeling of security.
Economy	Transport Economic Efficiency	<p>Principal <u>User</u> benefits are would be journey time savings resulting from increased highway structural maintenance, bypasses and traffic management.</p> <p><u>Public</u> sector costs would be those borne by Roads Service and would comprise primarily of capital costs. The non-modelled value reflects the large savings forecast in reconstruction costs arising from investment in highway structural maintenance.</p> <p><u>Other Government</u> costs reflect investment and subsidy payments to public transport operators.</p>
	Reliability	<ul style="list-style-type: none"> i. Traffic management and traffic information and control would provide significantly improved journey time reliability. ii. Bypasses, grade separation and the removal of bottlenecks would permit more reliable journey times for public transport, private vehicles and freight movement. iii. Dualling and widening of sections of Regional Strategic Transport Network would provide safe overtaking opportunities, which would assist in providing more reliable journey times. iv. Freight, bus and other permitted vehicles in priority lane would benefit from increased reliability. Single occupancy vehicles would experience reduced reliability. v. Extensive structural maintenance would reduce disruption caused by more frequent responsive maintenance. vi. Provision of Bus Split Cycle Optimisation of Timings and automatic vehicle detection would enhance reliability of public transport. vii. Off-road guideways would reduce journey time variability for rapid transit users. viii. Bus priority measures would improve journey time reliability for Quality Bus Corridor passengers. Improvement would be offset by worsened reliability for other road users. ix. New replacement buses and trains would decrease possibility of mechanical breakdowns affecting journey times by public transport. <p>Implementation of Controlled Parking Zones or Special Parking Areas would improve reliability of journey times to town centres by reducing variability of car parking search time and walking time.</p>
	Wider Economic Impacts	<ul style="list-style-type: none"> i. Pedestrian and cycling infrastructure would contribute to the development and reinvigoration of Belfast and Londonderry designated regeneration areas. ii. Improved transport infrastructure and public transport services would contribute to the development and reinvigoration of designated regeneration areas. iii. Displacement of Belfast central parking to Park & Ride sites would provide opportunities for alternative uses for central sites and would promote regeneration within Belfast designated area. <p>Improved trade/business would be generated by increased turnover in short stay parking spaces and would contribute to regeneration in Belfast and Londonderry.</p>

QUANTITATIVE MEASURE		ASSESSMENT				
i.	Present Value Benefit is model output.	<div> <div>Present Value Benefit (£million)</div> <div> <div>i.</div> <div>940</div> </div> </div>				
ii.	Traffic calming would be undertaken at 73 sites per annum	<div> <div>ii.</div> <div>290</div> </div>				
iii.	Accident remedial works would be undertaken at 49 sites per annum.	<div> <div>iii.</div> <div>375</div> </div>				
iv.	Assumes saving of approximately 20% of wet skidding accidents.	<div> <div>iv.</div> <div>180</div> </div>				
v.	Assumes saving of 5% in pedestrian and cycling casualties.	<div> <div>v.</div> <div>50</div> </div>				
		<div> <div>TOTAL £1835million</div> </div>				
i.	Would provide approximately 220,000 new return passenger trips per annum.	<div> <div>Moderate beneficial impact</div> </div>				
iii.	Improvements at 10 bus stations and at 1,200 Citybus stops					
		Net Present Value	£million	Modelled	Non-modelled	Total
		User:		1550	1070	2620
		Private:		0	0	0
		Public:		-310	390	80
		Other Government:		-430	-120	-550
v.	16% of total road network would be affected.	<div> <div>Moderate beneficial impact</div> </div>				
		<div> <div>Slight beneficial impact</div> </div>				

OBJECTIVE	SUB-OBJECTIVE	QUALITATIVE IMPACTS
Accessibility	Option values	<ul style="list-style-type: none"> i. Replacement buses would reintroduce 'lost' services whilst expansion of town services would provide a large number of residents with the option of a service to town centres during working and leisure hours. ii. Small vehicle public transport and demand responsive transport services would provide rural car dependant population with the option of using these services for exceptional trips. iii. Residents of Ballycarry, Magheramourne, Glynn, Larne, Cullybackey, Ballymoney, Coleraine, Portrush, Castlerock, Bellarena and Londonderry would have the option of a rail service.
	Severance	<ul style="list-style-type: none"> i. Provision of bypasses would cause some severance along new alignments but would reduce severance for residents by removing through traffic from urban areas. ii. The introduction of traffic calming and pedestrian footways and crossings in both urban and rural areas would reduce severance for large numbers of people. iii. Increased road width would increase severance for residents on Regional Strategic Transport Network.
	Access to the Transport System	<ul style="list-style-type: none"> i. The bus replacement programme would provide modern vehicles conforming to the latest standards for accessibility which would improve access to the transport system for many potential users including those with disabilities. All new buses/coaches would satisfy the requirements of the Disability Discrimination Act. ii. Expansion of urban town bus services using low floor buses would improve access to the transport system for many potential users including those with disabilities. iii. The introduction of small vehicle public transport services in deep rural areas together with demand responsive transport operating a door-to-door service in rural areas would have a highly significant impact on access to the transport system for many potential users including those with disabilities. iv. New rail interchange at Ballymena, and major refurbishment of bus stations at Antrim, Downpatrick, Lisburn, Ballynahinch, Strabane, Portadown, Kilkeel, Portaferry, Donaghadee and Banbridge would improve facilities for disabled people. v. Improvements to routes, stations, stops and public transport information would remove some of the barriers for people wishing to use public transport. vi. Improvements to all Citybus stops, including seating and raised boarding areas, would remove barrier for mobility impaired persons. vii. Provision of Park & Ride sites in Belfast and other urban areas would facilitate access to the transport system for car users in areas without a bus service. viii. Low floor rapid transit vehicles and Quality Bus Corridor buses would improve access for mobility impaired persons and those with dependants. ix. Rail services would be accessible to persons using wheelchairs in Ballycarry, Magheramourne, Glynn, Larne, Cullybackey, Ballymoney, Coleraine, Portrush, Castlerock, Bellarena and Londonderry. x. The introduction of pedestrian and cycling facilities would enlarge the public transport catchment area, including for persons with disabilities.

QUANTITATIVE MEASURE		ASSESSMENT
i.	Potential population of 368,000 would benefit from expansion of town services.	Large beneficial impact
ii.	Small vehicle services potentially of value to 32,000 people. Demand responsive transport potentially of value to 188,000 persons.	
iii.	Approximately 135,000 residents would be given option of rail service.	
i.	Severance would be reduced potentially for people living in towns with a total population of approximately 120,000.	Slight beneficial impact
iii.	Increased severance potentially for approximately 3,000 people.	
i.	Older people, mobility impaired people and people with children in buggies could benefit. Potentially 16 million trips per annum.	Large beneficial impact
ii.	Approximately 100,000 persons without cars within walk-in catchment of urban bus services.	
iii.	Target population of 124,000 mobility impaired persons and 96,000 non-mobility impaired persons in settlements and deep rural areas.	
iv.	Improvements to 29 bus stations and 22 rail stations.	
vi.	Improvements at 1200 stops.	
vii.	Provision of 14 Park and Ride sites (9 in Belfast and 5 in Other Urban Areas). Number of users limited by approximately 4000 (Belfast) and 500 (Other Urban Areas) car spaces proposed.	
viii.	Estimate of 2,200 local residents use wheelchairs.	

Regional Transportation Strategy

for Northern Ireland 2002 - 2012

OBJECTIVE	SUB-OBJECTIVE	QUALITATIVE IMPACTS
Integration	Transport Interchange	<ul style="list-style-type: none"> i. New rail interchange at Ballymena and station improvements across the rail network would enhance the waiting environment and passenger facilities. Improved parking at stations would enhance passenger interchange between car and rail. ii. Rail stations at Ballycarry, Magheramourne, Glynn, Larne, Cullybackey, Ballymoney, Coleraine, Portrush, Bellarena and Londonderry would provide improved interchange over substitute bus option. iii. Major refurbishment of bus stations would improve the waiting environment and the interchange and passenger facilities. iv. Greatly improved access to public transport timetable and route information with real time information at stations and stops would facilitate improved transport interchange. v. Quality waiting facilities would improve interchange for rapid transit users. vi. Park & Ride would explicitly facilitate transport interchange from car to bus. Interchange from walking and cycling to bus would also be facilitated. vii. Improved waiting environment at stops, with better information along rapid transit route and Quality Bus Corridors. viii. Improved facilities at Citybus stops would further enhance interchange opportunities.
	Land Use Policy	<p>The Regional Development Strategy concept of:</p> <ul style="list-style-type: none"> a. urban hubs promoting sustained urban renaissance would be supported by: <ul style="list-style-type: none"> i. public transport infrastructure and service additions and improvements, notably introduction of Quality Bus Corridors, rapid transit and Park & Ride; ii. reduction in the impact of traffic through provision of bypasses and management of highway infrastructure, including car parks; iii. making it easier to walk and cycle in urban areas. b. Key Transport Corridors within the Regional Strategic Transport Network would be supported by: <ul style="list-style-type: none"> i. the provision of bypasses and highway improvements on Key Transport Corridors, and ii. the provision of rail between Whitehead/Larne and Ballymena/Coleraine/Portrush/Londonderry, together with the provision of new rolling stock and public transport interchange and service improvements. c. enhancing regional gateways would be supported by: <ul style="list-style-type: none"> i. improvements to Key Transport Corridors serving East/West and North/South gateways, and the operation of rail services to/from Larne and Londonderry. d. promoting balanced and integrated growth across the network of cities, main and small towns and their rural hinterlands to enhance the equality of opportunity would be further supported by the substantial provision of and improvements to rural bus services, significantly improved highway maintenance and making it easier to walk and cycle in rural areas.
	Other Government Policies	<ul style="list-style-type: none"> i. Department of Agriculture & Rural Development Programme for Government Public Service Agreement objective to stimulate the economic and social revitalisation of disadvantaged rural areas would be supported by small vehicle and demand responsive public transport services, together with rail provision between Larne/Whitehead and Ballymena/Coleraine/Portrush/Londonderry. ii. The Department of Culture, Arts & Leisure objective to foster a creative, informed and active lifestyle and project a positive image of Northern Ireland would be supported by high levels of road structural maintenance, bus fleet replacement and replacement of rail rolling stock, making it easier to walk and cycle, public transport infrastructure and service improvements, the operation of rail services between Larne/Whitehead and Ballymena/Coleraine/Portrush/Londonderry and small vehicle and demand responsive public transport services in rural areas. iii. The Department of Enterprise, Trade & Investment objective to encourage growth of the economy would be supported by high levels of road structural maintenance, road infrastructure improvements and grade separation/bypasses on Key Transport Corridors and other parts of the Regional Strategic Transport Network. iv. The Department of the Environment objectives for the environment would be supported as indicated by impacts against the Environment sub-objectives. The objectives for land use planning and road safety would be supported by traffic calming, other traffic management schemes and accident remedial works, making it easier to walk and cycle, innovative public transport and bypasses relieving urban areas of through traffic. Against the Landscape sub-objective, road widening would have an adverse impact on the environment. v. The Department of Finance & Personnel objective of enhancing the business performance of Northern Ireland's Government Departments and the wider public sector would receive some support by the schemes which make travel easier: high levels of road structural maintenance, public transport infrastructure and service improvements and grade separation/bypasses on Key Transport Corridors and other parts of the Regional Strategic Transport Network. vi. The Department of Health, Social Services & Public Safety objectives to develop policies that will lead to good health and well-being, and to ensure the delivery of high quality health and social care, would gain support from public transport timetable information, making it easier to walk and cycle, traffic calming and accident remedial and other works which would reduce accidents, improved urban bus services (including Quality Bus Corridors and rapid transit) and road infrastructure improvements (including widening, grade separation and bypasses on Key Transport Corridors and other parts of the Regional Strategic Transport Network) which would facilitate access to health and social care and improved emergency services response times. vii. The Department for Employment & Learning objectives promoting improved living standards and accessible employment opportunities would be supported by public transport timetable information, bus replacement, Citybus and town bus services, grade separation and bypasses on Key Transport Corridors and other parts of the regional Strategic Transport Network, the operation of rail services between Larne/Whitehead and Ballymena/Coleraine/Portrush/Londonderry and small vehicle and demand responsive public transport services in rural areas. viii. The Department for Social Development and Office of the First Minister and Deputy First Minister objective related to tackling disadvantage would be supported by making it easier to walk and cycle, Bus Split Cycle Optimisation of Timings, new and improved public transport interchanges, small vehicle and demand responsive public transport services and improved town bus services (including Citybus stop facilities, rapid transit and Quality Bus Corridors).

QUANTITATIVE MEASURE		ASSESSMENT
i.	Improvements at 22 rail stations, improved parking at 6 bus stations and 7 rail stations.	Moderate beneficial impact
ii.	10 interchanges with rail would be “reintroduced”.	
iii.	Major refurbishment at 10 bus stations.	
viii.	1,200 bus stops approximately.	Moderate beneficial impact
		Moderate beneficial impact

Annex B

B1.0 Supporting Analyses

B1.1. Introduction to Supporting Analyses

B1.1.1. The Guidance on the Methodology for Multi-Modal Studies (GOMMMS) methodology specifies three important Supporting Analyses to supplement the AST. These require assessments to be made of the distribution and equity impacts; affordability and the financial sustainability of the Strategy; and practicality and public acceptability issues.

B2.0 Distribution & Equity

B2.1. Introduction

B2.1.1. The Department for Regional Development is committed to the promotion of equality of opportunity, to tackling factors leading to social need and social exclusion and to promoting good relations between the communities in Northern Ireland. This Distribution and Equity supporting analysis considers the distribution of the overall impacts of the Regional Transportation Strategy (RTS), thereby enabling a judgement to be made about the fairness of the impacts on those affected. This supporting analysis has been prepared in accordance with the principles underpinning Section 75 of the Northern Ireland Act 1998¹ and the Department's commitments under the New Targeting Social Need policy outlined in the Programme for Government² (see also 'Making it Work'³).

B2.1.2. During the development of the RTS, transport initiatives and policy instruments were screened to identify if they would have differential impacts on any of the 9 equality categories as defined in Section 75. An Equality Impact Assessment was subsequently carried out in accordance with the guidance issued by the Equality Commission for Northern Ireland⁴. A draft Equality Impact Assessment was published in February 2002 to inform the debate as part of the overall public consultation on the development of the RTS. The Equality Impact Assessment of the Regional Transportation Strategy was published in July 2002 and the full document is available on the RTS website or on request from the RTS Secretariat.

B2.1.3 Consideration was given throughout the formulation of the RTS as to how its potential elements would help tackle poverty, social disadvantage and social exclusion. This indicated whether there would be positive New Targeting Social Need impacts arising from the Strategy. The results of this work are detailed below.

¹ Northern Ireland Act (1998), HMSO

² Programme for Government, Northern Ireland Executive, March 2002

³ Making it Work. The New Targeting Social Need Action Plans Report, OFMDFM, March 2001

⁴ Section 75 of the Northern Ireland Act 1998: Practical Guidance on Equality Impact Assessment, Equality Commission for Northern Ireland, March 2001

B2.2. New Targeting Social Need

B2.2.1. The Department believes that initiatives resulting in new or improved public transport services will, in general, support the objectives of New Targeting Social Need by providing transport for those in social need. These schemes will provide access to employment, training and other services for many of the least affluent people, thereby facilitating their inclusion in society. The table below shows the breakdown of current public transport passengers by socio-economic group.

Socio-Economic Group ⁵	NI-Wide ⁶	NIR ⁷	Citybus ⁷	Ulsterbus ⁷
AB	54%	14%	9%	9%
C1		40%	35%	33%
C2	46%	18%	19%	24%
DE		28%	37%	35%

Table B2.1: Public Transport Passengers by Socio-Economic Group

Note: values are quoted in rounded form which may lead to apparent minor inaccuracies in summations

B2.2.2. The socio-economic profile of public transport users clearly demonstrates that investment in these services targets resources at those in greatest social need. The lowest rate of public transport use is in the most affluent (AB) group while the poorest socio-economic (DE) group is over-represented in the user profile of all 3 public transport services. The DE group also forms the largest single user group of Citybus and Ulsterbus services with around a third of passengers coming from this group. When taken together with the C2 group, this accounts for over half of the passengers on these services. Therefore, the investments made in bus-related schemes are particularly supportive of the objectives of New Targeting Social Need.

B2.2.3. In urban areas outside Belfast new bus services will be introduced. The roll-out of these services, through transport plans, could be informed by the Noble Index⁸ and might, for example, be prioritised using measures of the percentage of the population without access to a private car and relative income levels.

B2.2.4. Initiatives that impact primarily on rural communities will support the objectives of New Targeting Social Need and promote social inclusion. The socio-economic breakdown of rural communities indicates that, especially in the west and south of the region, it includes a higher proportion of people in social need. Rural areas, in general, also include a higher proportion of younger people.

B2.2.5. The problem of poverty in rural areas is compounded by longer

⁵ The AB Socio-Economic Group contains the most affluent people in society and the DE Group includes the poorest

⁶ Northern Ireland Labour Force Survey Quarterly Supplement, DETI, Winter 2000/01

⁷ Customer Satisfaction Survey, PricewaterhouseCoopers carried out on behalf of Translink, 1999/2000

⁸ Noble Index of Multiple Deprivation, DFP, 2001

average travel distances and lack of public transport services resulting in an increase in the need for a car. (There are approximately 460 vehicles per 1,000 people in rural areas as opposed to 370 in urban areas⁹.) In other words, those least able to afford a vehicle might be most likely to need one. Rural transport initiatives might help to improve access to employment, training and other services. Improvements to transportation infrastructure might also support agencies in their efforts to encourage employers to locate in areas that might otherwise be less attractive.

- B2.2.6 There is evidence to suggest that the proportion of road traffic accidents is higher among people living in deprived areas. Although there are no figures for Northern Ireland, surveys in England have shown that child pedestrians from poor households are 5 times as likely to be killed on the roads as those from the highest socio-economic group¹⁰. A study of Edinburgh and Lothian region showed that children from the poorest districts were almost eight times as likely to be knocked down as those from the most affluent areas¹⁰. Initiatives that result in a reduction in accidents in residential areas might, therefore, have greater beneficial impact on people who live in the poorest areas, especially younger people.

B2.3. Promoting Social Inclusion

- B2.3.1. Resources are not being specifically targeted at groups such as Travellers and other people from minority backgrounds, homeless people and young people with limited skills. The Department believes, however, that these groups will benefit from the improvements to public transport services, infrastructure and communications methods that will result from the RTS. These initiatives will facilitate access to employment, training and other services, thereby encouraging the inclusion in society of the least affluent people. Older people on low incomes, who travel without charge on public transport will benefit from improvements made to these services.
- B2.3.2. Social inclusion for people with disabilities is being promoted through improvements targeted specifically to enhance accessibility to vehicles, infrastructure and services, through the Transport Programme for People with Disabilities and will be considered in detail through an Accessible Transport Strategy. In addition, there is an increased awareness of the importance of considering the needs of people with disabilities when planning transportation initiatives and this should result in a more inclusive transport system.

⁹ DVLNI Database of Registered Vehicles

¹⁰ "Poorest kids five times as likely to die on roads", The Institute for Public

B3.0 Affordability and Financial Sustainability

B3.1. Introduction

- B3.1.1. Consideration has to be given to the funding required to deliver the Regional Transportation Strategy and the extent to which the initiatives are sustainable in the longer term.
- B3.1.2. Although the prime criterion against which each initiative has been assessed is value for money, the overall affordability of the Strategy and the potential to continue with initiatives beyond the 10-year period must also be considered.
- B3.1.3. Affordability is a measure of the likelihood that public funds of the scale required by the Strategy will be made available. Financial Sustainability is a measure of the extent to which the individual initiatives within the Strategy are self- supporting from revenues.
- B3.1.4. These issues are dealt with in depth in Chapter 6 of this document.
- B3.1.5. It is evident that the Regional Transportation Strategy cannot be self-supporting and that significant public and private sector funds will be required.
- B3.1.6. Affordability will need to be considered in the context of other competing priorities for public funds, and in light of the consequences of not increasing investment in transportation in the short term.

B4.0 Practicality and Public Acceptability

B4.1. Introduction

- B4.1.1. Two important and interlinked considerations in formulating the Regional Transportation Strategy (RTS) have been that:
- a. it must be practical, ie, the elements of the Strategy must be capable of being implemented within the designated timescale; and
 - b. it must have a high degree of acceptability among both the general public and key stakeholder groups, including those who will be involved in the implementation of the Strategy.
- B4.1.2. In assessing practicality, it has been necessary to consider the following issues that could hinder or block implementation of the Strategy:
- technical issues;
 - legal issues;
 - availability of funding and human resources;

- phasing of the different elements of the Strategy, including phasing of the required funding;
- the way in which different elements of the Strategy complement or conflict with each other, including synergy with recent initiatives;
- need for enforcement; and
- the need for assessment of performance through piloting.

B4.1.3. In assessing public acceptability, it has been necessary to consider the following issues that could impact on the implementation of the Strategy:

- acceptance of the Strategy by the general public and key stakeholder groups, including other Government Departments;
- political opinion;
- impact on specific sections of the community; and
- commitment of all bodies responsible for delivering the Strategy (eg, Roads Service, Translink) or whose activities will be embraced by it.

B4.2. Practicality

B4.2.1. The following sections present the most salient points of the Practicality issues.

Technical Issues

B4.2.2. Implementation of certain elements of the Strategy would involve the use of new and developing technology and could, therefore, present technical issues that would need to be resolved to allow full implementation of the Strategy. Examples include:

- (i) using Information Technology to detect buses and give them priority at traffic signals;
- (ii) using Information Technology in the operation of the Traffic Information and Control Centre;
- (iii) using SMART Cards (Self Monitoring Analysis and Reporting Technology) to implement targeted fare levels for public transport;
- (iv) using an Automatic Vehicle Location system to provide real time information to passengers on buses and at stops and waiting areas;
- (v) providing public transport route and timetable information using new methods, eg, Internet; and
- (vi) using the Internet in booking demand responsive transport services and in education and marketing initiatives.

B4.2.3. The adoption of best practice within the industry should allow these technical issues to be resolved. It is believed that no initiatives in the Strategy should present insurmountable difficulties in this regard.

Legal Issues

B4.2.4. The implementation of the following elements of the Strategy will be subject to legislative constraints and regulation. While the requirements do not rule out the initiatives, they could, in practice, delay implementation on the ground:

- (i) any significant change to the governance, regulation and delivery of public transport services would require a review of and changes to the Transport Act (NI) 1967;
- (ii) new replacement buses would have to satisfy accessibility regulations under the Disability Discrimination Act 1995;
- (iii) any bus service to be provided to the general public by community transport operators would require a review of existing policy in relation to licensing of categories of service under the Transport Act (NI) 1967;
- (iv) flexible bus routes would require a review of existing policy in relation to licensing of categories of service under the Transport Act (NI) 1967;
- (v) new primary legislation would be required to enable designation of 'Home Zones' that would be developed in conjunction with traffic calming measures. (In practice, measures could be put in place to create 'Home Zones' under current regulations, without statutory designation.);
- (vi) new arrangements for management of public car parking involving decriminalisation of parking would require new primary legislation;
- (vii) changes to a special road (eg, Westlink – widening or implementation of a pilot priority lane) would require a Designation Order under the Roads (NI) Order 1993. Further roll-out of priority lanes to other roads would require amendments to the Road Traffic Regulations (NI) Order 1997;
- (viii) all major roads infrastructure developments would require Environmental Impact Assessments under the Roads (NI) Order 1993;
- (ix) all major roads infrastructure developments would also be highly likely to require vesting orders under the Local Government Act (NI) 1972 and the Roads (NI) Order 1993;
- (x) changes to a Trunk Road would require a Direction Order under the Roads (NI) Order 1993;

- (xi) development of transportation facilities requiring significant land-take such as Park & Ride and Park & Share would require Planning Approval or amendments to Development Plans; and
- (xii) although there are currently no specific plans for demand management or revenue raising mechanisms, their introduction would require new legislation.

Availability of Funding and Phasing of Strategy and Funding

- B4.2.5. The financial implications of delivering the Strategy are examined in the separate Affordability and Financial Sustainability Supporting Analysis (see Annex B3 and Section 6.0 in the main document).

Availability of Human Resources

- B4.2.6. The RTS includes funding for new dedicated professional unit to undertake research, monitoring and review in support of the delivery of the strategy as a whole. There is also a need for professional resources in undertaking the specific transport studies required in preparing transport plans. This is at a time when a number of transportation strategies and plans are being taken forward across the British Isles and beyond, and when the industry is struggling to recruit staff to provide the necessary pool of skills. In response to this problem, the Department is taking an active role in the TPSI¹¹ which seeks to promote the number and quality of transport planning graduates and raise the profile of the profession in general. The successful outworking of the RTS will be reliant on these necessary resources being in position.
- B4.2.7. The RTS also contains funding for additional public transport. This will be dependent on the recruitment of additional operating staff – recent experience has shown that such resources are not readily available.

Complementarity and Conflicts

- B4.2.8. Section 4.2 of this document summarises the methodology used in developing the Strategy. Individual transportation initiatives were appraised and ranked in terms of their value for money. Initiatives were selected and after further examination, modifications were made redressing duplication, inconsistency, or lack of synergy after taking account of the Supporting Analyses and the Equality Impact Assessment. Complementarity with recent initiatives outlined in the Regional Transport Programme 2001-2002¹² was also considered.

¹¹ The TPSI is led by the Transport Planning Society (TPS). The TPS was formed in 1999 with the aim of developing a challenging professional environment for all engaged in transport planning. As such it has engaged the direct support of the four Institutions with a direct interest (namely ICE, IHT, ILT and RTPI). In particular TPS has focussed on events to involve younger transport planners.

¹² Regional Transport Programme 2001-2002, DRD, June 2001

Need for Enforcement

B4.2.9. The success of certain elements of the Strategy would be dependent on their effective enforcement. Examples include:

- (i) bus lanes along Quality Bus Corridors;
- (ii) pilot priority lane for use by goods vehicles, buses/coaches, taxis and private vehicles with 2 or more occupants;
- (iii) speed enforcement (for example in Home Zones);
- (iv) waiting restrictions and management of on-street car parking; and
- (v) the use of SMART Cards to apply fare levels on public transport.

B4.2.10. In view of the successful operation of similar initiatives elsewhere in the United Kingdom, it is considered reasonable that they could be effectively enforced in Northern Ireland. However, it is noted that their success would require close co-operation with Roads Service, Translink and the Police Service of Northern Ireland.

Assessment of Performance through Piloting

B4.2.11. The Strategy contains a number of initiatives to be assessed through strategically important pilot projects, including:

- Rapid Transit in the Belfast Metropolitan Area;
- Priority Lane in the Belfast Metropolitan Area;
- Demand Responsive Transport in Rural Areas; and
- Urban bus route networks in towns outside Belfast.

B4.2.12. The results of the pilot schemes would dictate the extent of any future roll-out of these initiatives.

B4.3. Public Acceptability

B4.3.1. The development of the Strategy was supported and informed throughout by a comprehensive consultation process. This included the publication of a Consultation Paper in January 2001¹³ and subsequent feedback, meetings with key stakeholder representative groups, the establishment of a website, attitudinal research, a working conference and the subsequent publication of an independent report on the conference. Each of these elements of consultation is described on the RTS website: www.drdni.gov.uk/rts. The consultation process interim report¹⁴, produced in September 2001, provided a summary of the main stages of the consultation process up to that time.

¹³ Developing a Regional Transportation Strategy – A Consultation Paper, DRD, January 2001

¹⁴ Developing a Regional Transportation Strategy – Consultation Process Interim Report, DRD, September 2001

Acceptance of the Strategy

- B4.3.2. Emerging strategies (prepared at two enhanced funding levels) were presented at the RTS working conference on 28th September 2001. The conference was attended by over 200 delegates representing a wide range of stakeholders. An independent report of the conference¹⁵, produced by Community Technical Aid in October 2001, presented the views and comments expressed by the delegates regarding the emerging strategies.
- B4.3.3. The main outcome of the conference was a broad consensus in support of the majority of initiatives outlined in the emerging strategies with a caveat that only the higher funding level would be acceptable. For this reason, the subsequent Proposed Strategy¹⁶ was based on the emerging strategy at the higher funding level.
- B4.3.4. The Proposed RTS was issued for consultation in February 2002. A consultation process report¹⁷ has been produced which addresses the Public Acceptability issues in detail.
- B4.3.5. In summary Public Acceptability was the primary reason for supplementing the Proposed RTS with the following additional initiatives:
- an additional £76 million to provide £100 million for rapid transit in Belfast;
 - an additional £86 million to accommodate increases in the estimates for rail infrastructure costs¹⁸;
 - an additional £66 million for increased public transport capacity;
 - an additional £18 million in total towards the concessionary fares scheme and the Transport Programme for People with Disabilities; and
 - an additional £163 million to provide increased strategic highway improvements.
- B4.3.6. It was also recognised that demand management measures would be needed in Belfast in order to:
- maximise the contribution of the additional public transport investment; and
 - reduce the possible negative impacts of additional private car use.
- B4.3.7. The Strategy's integration with the Regional Development Strategy would enable it to contribute to the objectives of the Programme for Government. It would also contribute directly to each of the five priority areas as outlined in Chapter 2 of this document¹⁹. It would also strongly support a range of other Government policies

¹⁵ Developing a Regional Transportation Strategy – Report of Consultation Conference held on 28 September, Community Technical Aid, October 2001

¹⁶ Proposed Regional Transportation Strategy for Northern Ireland – A Consultation Paper, February 2002

¹⁷ Regional Transportation Strategy for Northern Ireland 2002-2012 – Consultation Process Report, July 2002

¹⁸ Over the period between the preparation of the Proposed RTS and RTS, significant upward market adjustments have affected cost estimates for track relay work and railway safety improvements.

¹⁹ The five priority areas are Growing as a Community, Working for a Healthier People, Investing in Education and Skills, Securing a Competitive Economy and Developing North/South, East/West and International Relations

as recorded under the 'Other Government Policies' sub-objective within the Appraisal Summary Table at Annex A.

Political Opinion

- B4.3.8. The area of transportation is developing an increasingly higher political profile with growing recognition of the strategic importance of our transport infrastructure and services to the future economic and social well-being of the region. There is now an acceptance that investment in roads and public transport is a top priority in the budget, along with health, education and water and sewerage services.
- B4.3.9. In 2000 the Assembly made substantial allocation of additional funds to rail (as an outcome of the work of the Railways Task Force) and to road (for the upgrade of the Eastern Seaboard Corridor) in 2001.
- B4.3.10. There has been considerable political engagement in the RTS consultation process with representatives from local authorities and many political parties submitting responses to the consultation paper, attending consultation meetings, maintaining ongoing contact with the RTS Development Team and attending the RTS conference. The Assembly's Regional Development Committee was also closely involved throughout the development of the Strategy. It was kept informed through meetings, presentations and reports and has regularly contributed views and suggestions to the RTS Development Team. The Minister for Regional Development played an instrumental role in the development of the Strategy and highlighted to both the Assembly and the general public the urgent requirement for a significant increase in funding for transportation.
- B4.3.11. The consultation process demonstrated that there is strong political support for and some opposition to various elements of the Strategy. Examples include:
- (i) the improvements to public transport in Belfast (eg, Quality Bus Corridors, enhanced Citybus Centrelink service and rapid transit) would be likely to receive broad political support. Belfast City Council, surrounding local authorities and political parties called for the upgrading of bus services generally while Newtownabbey Borough Council supported Quality Bus Corridors in particular. Belfast City Council and Castlereagh Borough Council strongly supported the need for a rapid transit scheme to demonstrate a strong forward thinking vision within the RTS;
 - (ii) the inclusion of bus based Park & Ride services would be

- likely to receive political support. Park & Ride around Belfast was supported by Belfast City Council, surrounding local authorities, political parties and a number of MLAs;
- (iii) the retention and improvement of the existing rail network was widely supported by local authorities, political parties and a number of MLAs. Mothballing of services north and north-west of Ballymena would lead to strong opposition from the Northern Corridor Group²⁰ and Derry City Council. Mothballing of services north of Whitehead would lead to strong opposition from Larne, Carrickfergus and Newtownabbey Borough Councils. The mothballing of rail services between Antrim and Knockmore would be likely to lead to strong opposition from some MLAs, political parties and several local authorities, notably Lisburn and Antrim;
 - (iv) in June 2000, the Assembly unanimously supported a motion that noted with concern the poor state of the public transport system in Northern Ireland and the urgent need for the problem to be addressed;
 - (v) local authorities with market towns have voiced opposition to the proposals for management of public car parking, arguing that the creation of Controlled Parking Zones and Special Parking Areas would make public car parking less attractive in town centres and encourage shoppers to travel to out-of-town centres; and
 - (vi) strategic highway improvements on the Key Transport Corridors (KTCs) would be likely to receive strong support from local authorities, political parties and MLAs. There could be concern, however, where there was perceived to be an inadequate number of schemes in a particular area or on an individual KTC.

Impact on Specific Sections of the Community

- B4.3.12. An Equality Impact Assessment of the Strategy has been prepared. It has sought to identify any differential impacts within the Equality groupings listed under Section 75 of the Northern Ireland Act 1998. The full Equality Impact Assessment is available on the RTS website or on request from the RTS Secretariat.
- B4.3.13. The Distribution and Equity Supporting Analysis not only considers Equality issues but also looks at how the Strategy targets particular sections of the community under the New Targeting Social Need and Promoting Social Inclusion initiatives.

²⁰ The Northern Corridor Group consists of the following six Councils: Antrim Borough Council, Ballymena Borough Council, Ballymoney Borough Council, Moyle District Council, Coleraine Borough Council and Limavady Borough Council

Commitment of those responsible for delivering the Strategy

- B4.3.14. Translink and Roads Service will be the two bodies responsible for the practical delivery of most of the initiatives within the Strategy. Both organisations were closely involved in all stages of strategy development with representatives attending the Project Board, being members of the Extended Project Team and participating in various Working Groups.
- B4.3.15. The Project Board, Extended Project Team and Working Groups also contained representatives from other Divisions within the Department for Regional Development (DRD) and from other Government Departments who will either be involved in the implementation of the Strategy or whose activities will be influenced by it.
- B4.3.16. There was a widespread view that there should be more compliance and co-operation between Government Departments in delivering the Strategy with a need for a multi-departmental implementation committee to ensure regional and multi-departmental delivery. There was an Inter-Departmental Working Group and an RTS Implementation Working Group. The latter contained representatives from DRD, Department of the Environment, Driver and Vehicle Licensing Northern Ireland, Driver and Vehicle Testing Agency and Translink.
- B4.3.17. The Implementation Working Group considered delivery aspects of the Strategy, the production of Transport Plans and other related areas including the taxi industry, transport licensing, legislation and school transport.

Annex C

C1.0 Other Transportation-Related Initiatives

C1.1. *Related Initiatives (on-going or planned) by Department for Regional Development*

- (i) Monitoring and Evaluation of the Regional Development Strategy (RDS): Agreement has now been reached with all Northern Ireland Departments and the Assembly Regional Development Committee on the approach to be taken and the indicators to be used to monitor the implementation of the RDS. This process will ensure that the RDS objectives can be met and the need for any necessary correcting action flagged up at an early stage. An inter-departmental steering group that will produce an annual report on progress will co-ordinate this process. The first report is to be prepared before 31 December 2002. Details of Regional Transportation Strategy (RTS) targets and arrangements for monitoring and review are set out in Chapter 7 of that document.
- (ii) Publish strategic Planning Policy Statements on 'Transportation and Land Use' and 'Housing in Settlements' by July 2002 and on 'Retailing and Town Centres' and 'The Countryside' by September 2003.
- (iii) Review the Transport Programme for People with Disabilities by summer 2002.
- (iv) Continue to liaise with Department of the Environment (DOE) and local authorities during the review and assessment of local air quality and where the need to establish Air Quality Management Areas is identified, confirm specific measures in transport plans.
- (v) Review tourist signing policy in Northern Ireland in conjunction with Northern Ireland Tourist Board. The aim is to deliver visitor focussed, high quality tourist signing across the region. The review will seek to meet the needs of tourists without having a detrimental effect on road safety or the rural environment.

C1.2. *Related Initiatives (on-going or planned) by Other Government Departments and Public Sector Organisations*

Department of Agriculture & Rural Development (DARD)

- (i) The Rural Development Council will liaise with the Rural Transport Fund and local partnerships to ensure a co-ordinated and complementary approach to transport issues, particularly rural isolation. This will be undertaken through the Access to Services priority of the 'Local Regeneration Programme' in respect of the

promotion of mobile solutions, innovative use of Information Communications and Technology in service delivery and/or joint provision of rural services.

Department of Education (DE)

- (ii) Education and Library Boards will be considering how staggering of school opening and closing times can best be taken forward to make better use of Board vehicles and public transport. This would apply mainly to public transport routes in urban areas.
- (iii) DE and the Education and Library Boards will contribute to the School Travel Advisory Group and the Safer Routes to Schools Initiative being taken forward by DRD.

Department for Employment & Learning (DEL)

- (iv) A Taskforce on Employability and Long-term Unemployment has been established under the Programme for Government to progress action on employability and reduce long-term unemployment. The Taskforce has representation from across Northern Ireland Government Departments, the Northern Ireland Office and the Equality Commission. Its Terms of Reference include engaging with others to seek their views on how obstacles to employment (including lack of access to transport) might be overcome; analysing the factors which make individuals and groups employable and the obstacles faced by those who are economically inactive; and reporting on how current actions might be improved. The Taskforce is committed to preparing an Action Plan which will integrate actions across Government Departments and Agencies.

Department of Enterprise, Trade & Investment (DETI)

- (v) DETI will contribute to the accessibility objective of the Regional Transportation Strategy by working with DOE Planning Service, DRD and others to identify sites on Key Transport Corridors and close to public transport nodes suitable for strategic employment locations and new business park developments.
- (vi) DETI will contribute to the environmental objective of the RTS where appropriate and practicable. In consultation with DOE Planning Service and DRD Roads Service, consideration will be given to the incorporation of green transport measures into outline planning applications and associated transport strategies for new business park developments.

Department of Finance & Personnel (DFP)

- (vii) The Government has commissioned a strategic review of NICS office accommodation which will include an examination of the scope for decentralisation of Civil Service jobs taking account of a range of factors and relevant policies, including the number of jobs already in an area in relation to the local workforce, equality of opportunity, New Targeting Social Need, the Regional Development Strategy, business efficiency, service delivery and cost. The consultants undertaking the review are due to produce a final report by end June 2002.

Department of Finance & Personnel (DFP) and Office of the First Minister and Deputy First Minister

- (viii) A Working Group under the joint chairmanship of DFP and the Economic Policy Unit was established to oversee the review of the use of Public Private Partnerships in helping to address the infrastructure investment deficit in public services. In accordance with the commitment in the Programme for Government the Working Group report was submitted to Ministers by March 2002 and is now subject to consultation until September 2002.

Department of Health, Social Services & Public Safety (DHSSPS)

- (ix) A transport strategy is currently being developed in support of a proposed Environmental Policy to minimise the environmental impact of transport within, to and from Trusts, Boards and Agencies. The strategy will encourage the use of public transport, the sharing of vehicles, environmentally friendly transport alternatives and the reduction of unnecessary journeys. The potential environmental implications of any changes to levels of vehicle emissions and traffic congestion, together with the opportunities to use public transport as a commuting option, will be taken into account in considering the locations of new buildings and lease properties.

Department of the Environment (DOE)

- (x) A Consultation Document containing proposals for a Local Air Quality Management Bill for Northern Ireland was issued in October 2001. Consideration has been given to the responses to the Consultation Document and to the content of the proposed Bill. The new legislation is expected to be in place before the end of the summer 2003.

- (xi) Local authorities are currently reviewing/assessing local air quality as the basis for identifying problems from all sources, including transport, in a process being managed by DOE.
- (xii) DOE is to examine the feasibility of a 'netting-off' project whereby a portion of the revenue from fixed penalties for speed-related road traffic offences would be used to permit greater use of enforcement technology eg, speed and red light cameras.
- (xiii) Having completed a public consultation, the DOE will prepare, by March 2003, detailed legislative proposals for mutual recognition of driving disqualifications between Great Britain and Northern Ireland (subject to progress on parallel legislation in Great Britain).
- (xiv) DOE will agree and publish, by summer 2002, a Northern Ireland Road Safety Strategy to 2012, taking account of responses to the Consultation Document issued in May 2001.
- (xv) The DOE Planning Service aims by the end of 2005 to have full coverage of contemporary Development Plans that meet the needs of individual or groups of local Council areas in Northern Ireland. In accordance with the Programme for Government these plans will help give effect to the Regional Development Strategy, Planning Policy Statements and the Regional Transportation Strategy by promoting sustainable development, integrating land use and transportation, supporting economic development, achieving social progress and targeting social need.
- (xvi) To complement and integrate the strategic planning guidance provided by the Regional Development Strategy, the locational policies contained in Development Plans and the transportation initiatives proposed in the Regional Transportation Strategy, DOE Planning Service has initiated a review of Planning Policy Statement (PPS3). This PPS, now to be entitled "Access, Movement and Parking", will set out the Department's planning policy for vehicular and pedestrian access, protection of transport routes, transport assessments, and parking provision including parking standards. The review will be subject to consultation with the public, elected representatives and key interests groups. The Environment Assembly Committee published a report in September 2001 following its public enquiry into school transport. The Committee has made a large number of recommendations affecting the responsibilities of the Department of the Environment, Department of Education and the Education and Library Boards, Department for Regional Development and Department of Employment and Learning. The Departments concerned are currently considering these. Many of the recommendations would have major cost implications for public

transport services. A significant amount of work will be required to assess the likely road safety benefits before decisions could be taken.

- (xvii) DOE intends to introduce Public Service Vehicles Accessibility Regulations in 2002/03 to set technical standards for wheelchair access and other features to help disabled people when they use buses and coaches.
- (xviii) DOE intends to carry out a review of the arrangements for taxi licensing in Northern Ireland, when resources permit. Any review could include consideration of re-introducing a taxi driving test.
- (xix) DOE intends to carry out an examination of what steps can be taken within the existing legislation to improve the licensing regime for taxis. It is planned to consider the introduction of a system of plating for all licensed taxis and to carry out a review of the fare structure of Belfast Public Hire taxis.

Department for Social Development (DSD)

- (xx) DSD has prepared a draft strategy paper which proposes a series of measures for reinvigorating town centres in Northern Ireland. A key objective of the draft strategy is to make town and city centres places of economic and social activity that will contribute to the renewal of disadvantaged neighbourhoods.

Police Service of Northern Ireland (PSNI)

- (xxi) PSNI will maintain an education and enforcement campaign, including the use of technology such as speed detection devices (eg, speed cameras, in-car camera systems), roadside preliminary and station-based evidential breath testing equipment, and roadside computer tachograph analysers to detect and record traffic offences, to enhance road safety and make the roads of Northern Ireland safer.
- (xxii) PSNI will also continue to review developments in new traffic enforcement technology in Great Britain and internationally with a view to introducing approved systems where appropriate.

Annex D

D1.0 Expected Outcomes at 2012

D1.1 The Strategy expected changes from 2001 to 2012 are presented in Figure 7.1 and explained in the accompanying text in Chapter 7. The changes in Figure 7.1 can be broken down as illustrated in Figure D1 as follows:

- Reference Case 2012 versus 2001 – the effects of external factors including demographic changes and growth in car ownership to 2012; and
- Strategy 2012 versus Reference Case 2012 – the effects of the additional initiatives contained in the Strategy at forecast year 2012 compared with the Reference Case at forecast year 2012 (as the 2012 external factors are included in both forecasts, their effects effectively 'cancel out').

These changes combine to give Strategy 2012 versus 2001 – as presented in Figure 7.1.

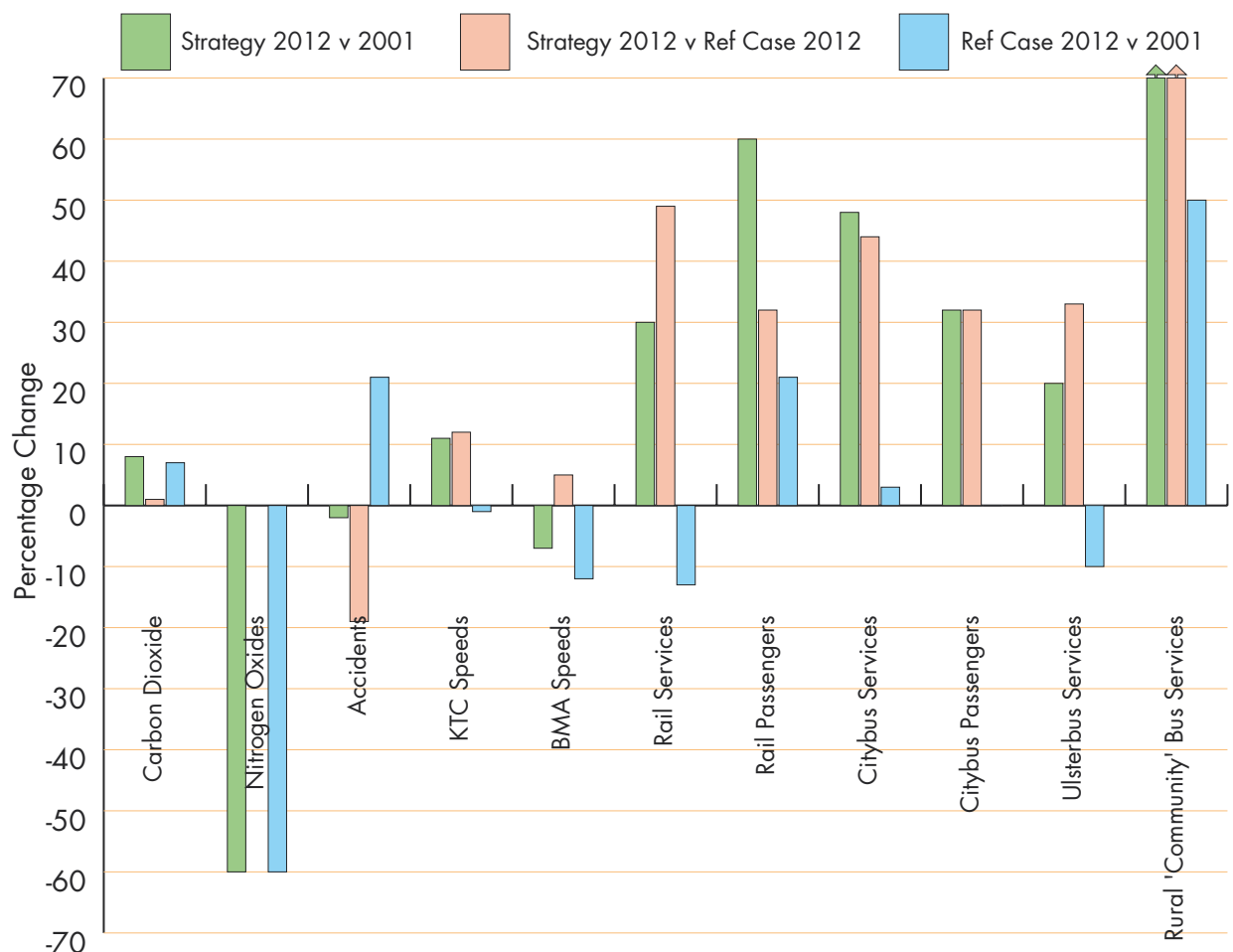


Figure D.1 Expected Outcomes at 2012

Annex E

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Documents relevant to Taxi Driver Licensing:

Motor Vehicle (Taxi Drivers' Licenses) Regulations (NI) 1991

Road Traffic (NI) Order 1981 (Article 79A)

Documents relevant to Licensing of PSVs (Taxis):

County Borough of Belfast By-laws 1951

Public Service Vehicle Regulations (NI) 1985

Public Service Vehicle Regulations (Conditions of Fitness, Equipment and Use) Regulations (NI) 1995

Road Traffic (NI) Order 1981 (Articles 60 and 61)

Documents relevant to Bus Licensing:

A Guide to Licensing for Passenger Service Operators, RTLD, 2001

Transport Act (NI) 1967 (Part II)

Annex F

Glossary Of Terms

AST	Appraisal Summary Table
AWS	Automatic Warning System
BMA	Belfast Metropolitan Area, this includes the city of Belfast and the adjoining urban parts of the Council areas of Carrickfergus, Castlereagh, Lisburn, Newtownabbey and North Down.
Chancellor's Initiative	In May 1998 the Chancellor of the Exchequer announced a £315 million economic strategy aimed at promoting enterprise and encouraging investment throughout Northern Ireland. Within this the Chancellor allocated £87 million for a major programme of works to upgrade the strategic roads network
CO ₂	Carbon Dioxide
DARD	Department of Agricultural & Rural Development
DBFO	Design, Build, Finance and Operate
DCAL	Department of Culture, Arts & Leisure
DDA	Disability Discrimination Act (1995)
DE	Department of Education
Demand Responsive Transport (DRT)	A transport system which provides services, according to pre-booked demands only. A dial-a-ride scheme providing door-to-door transport following a telephone booking is a common example. This contrasts with a fixed system on which services run at predefined times and to a predefined route (ie, as specified in a timetable)
DEL	Department for Employment and Learning (formerly Department of Higher & Further Education, Training & Employment (DHFETE))
DETI	Department of Enterprise, Trade & Investment
DETR (now DfT)	Department for the Environment, Transport and the Regions (now Department for Transport)
Development Plans	Development Plans are prepared by the Department of the Environment to cover the development and use of land in Northern Ireland. The Development Plan for each area sets out detailed policies and specific proposals for land allocations needed to support the life of the local community and social and economic progress.
DfT	Department for Transport
DFP	Department of Finance and Personnel
DHSSPS	Department of Health, Social Services & Public Safety
DOE	Department of the Environment
DRD	Department for Regional Development
DSD	Department for Social Development
DTLR (now DfT)	Department for Transport, Local Government and the Regions (now Department for Transport)
EU	European Union
GDP	Gross Domestic Product
GOMMMS	Guidance On the Methodology for Multi-Modal Studies
HM	Her Majesty

Home Zone	A Home Zone is a street or group of streets designed primarily to meet the interests of pedestrians and cyclists rather than motorists, opening up the street for social use.
ICE	The Institution of Civil Engineers
IHT	The Institution of Highways & Transportation
ILT	The Institute of Logistics & Transport
KTC	Key Transport Corridor – acting as the upper tier of regionally important routes (road and rail), the KTCs are those strategic long distance routes which connect a number of towns and provide links to the major regional gateways, including linkages to the transport corridors within the Belfast Metropolitan Area.
Kyoto Protocol	The Kyoto Protocol to the United Nations Framework Convention on Climate Change was adopted by the Third Conference of the Parties to that convention in December 1997. This protocol set a precedent in that it contains legally binding reduction targets for all major greenhouse gases and represents a major step in international efforts to avert the threat of climate change.
MLA	Member of the Legislative Assembly
National Cycle Network	Network comprising traffic free, traffic calmed or lightly traffic routes for cyclists and pedestrians. NCN currently provides 6000 miles of cycling and walking throughout the UK, by 2005 this will be extended to 10,000 miles
NIR	Northern Ireland Railways
NISRA	Northern Ireland Statistics & Research Agency
NITHC	Northern Ireland Transport Holding Company
OFMDFM	Office of the First Minister and Deputy First Minister
OUA	Other Urban Areas - Those towns described as main or local hubs in the RDS and other towns outside the BMA with a population greater than 5000. Includes: Antrim, Armagh, Ballycastle, Ballyclare, Ballymena, Ballymoney, Ballynahinch, Banbridge, Coleraine, Comber, Cookstown, Craigavon, Downpatrick, Dungannon, Enniskillen, Kilkeel, Larne, Limavady, Londonderry, Lurgan, Magherafelt, Newcastle, Newry, Newtownards, Omagh, Portadown, Portrush, Portstewart, Strabane and Warrenpoint.
PFI	Private Finance Initiative
PPP	Public Private Partnership
PPS 3	Planning Policy Statement on Access Movement and Parking
PPS 13	Planning Policy Statement on Transportation and Land Use
Programme for Government	A programme incorporating the Executive's agreed budget linked to policies and programmes which, under the Agreement, is subject to approval by the Assembly, after scrutiny in Assembly Committees, on a cross-community basis.
PSA	Public Service Agreement
QBC	Quality Bus Corridor – A bus route with high quality infrastructure, (stops with information, shelters with seats) and vehicles (new low floor bus designs) and appropriate priority over general traffic.
Quality Partnership	An arrangement set up to ensure that best value can be achieved in delivery of a project or initiative by harnessing the resources of main stakeholders, for example, the Pilot Traffic Calming Partnerships established by Roads Service to improve consultation with community representatives

Quiet Lanes	Quiet Lanes are networks of specially designated rural roads where the use of motor vehicles is discouraged or limited for the benefit of pedestrians, cyclists and horse-riders.
Rapid Transit Scheme	A general term for a new type of quality public transport service offering improved speed, comfort and access features over conventional public transport services. In order to achieve the speed improvement, the service will operate (for at least part) on an exclusive route, unaffected by highway congestion. Examples include Guided Bus and Light Rail.
RDS	Regional Development Strategy
Reference Case	Reference Case is equivalent to 'existing funding level continued'
RRI	Reinvestment and Reform Initiative-this initiative was announced by the Prime Minister and the Chancellor on 1st May 2002 and provides Northern Ireland with an opportunity to reduce the major deficits in its investment in strategic infrastructure and to modernise key services.
RSTN	Regional Strategic Transport Network - is made up of the rail system, five Key Transport Corridors, four link corridors, and the Belfast Metropolitan Area transport corridors, along with the remainder of the trunk road network.
RTF	Railways Task Force - Established in April 2000 under the joint chairmanship of the Department and NITHC to identify the range of options for the future of the railway network in Northern Ireland following a major review of railway safety. The RTF Interim Report was published in September 2000.
RTFC	Funding from the government for the Railways Task Force Consolidation is £103 million, split over 3 financial years.
RTPI	The Royal Town Planning Institute
RTS	Regional Transportation Strategy
Rural Transport Fund	Package of additional funding to increase accessibility and mobility by public transport in the countryside.
Safer Routes to Schools Initiative	Policies which will help reduce the need for children to be driven to school by providing and promoting the use of safer routes for walking and cycling to schools.
SMART card	Self Monitoring Analysis and Reporting Technology
Supply chain management	Current industry practice for the co-ordinated control of the movement of goods and associated information at all stages of the business process – from sourcing raw materials through manufacture to delivery of the goods to the consumer
TPSI	The Transport Planning Skills Initiative has been established to tackle the current shortfall in transport planning professionals in the UK. The TPSI is led by the Transport Planning Society (TPS) and has engaged the direct support of the four Institutions with a direct interest (namely ICE, IHT, ILT and RTPI).
TPWS	Train Protection Warning System
Trans European Network (TENS)	Purpose of TENS lies in the general objective of economic and social cohesion, and one of the main aims is to link island, landlocked and peripheral regions with the central regions of the European Community.
Translink	Translink is the name used to describe the integral organisation comprising the three operating companies Northern Ireland Railways, Ulsterbus and Citybus.