Transport – an engine for growth
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Introduction

1. Transport is an engine for growth and essential for everything we do. When transport slows, everything slows. When it stops, everything stops. High-performing networks are essential for the UK to compete in the global race.

2. As a compact, well-connected island, transport should be one of our advantages. Instead, in recent decades we have been falling behind other countries. Parts of the UK’s transport systems are as good as anywhere on the planet. For example, the Victoria line in London now runs 33 trains per hour at the busiest times, and our road networks are consistently ranked amongst the world's safest. However, many other parts need improvement. The UK is now ranked 16th and 24th in the world on the quality of our on rail and road infrastructure by the World Economic Forum. Historic underinvestment, a rising population and an increasingly globalised society mean we face a big demand for more and better links. It is vital that we maintain our system in good working order and provide increased capacity where necessary.

3. This means thinking of our transport network as a connected whole, not a series of separate systems. Road users travel on both national and local roads, freight containers can use road and rail in a single journey, and our sea and airports rely on good surface access as well as clear runways and shipping lanes.

4. It has always been easier for transport planners to make the case for joined-up planning than to make it happen in practice. This short document is an attempt to help. This is the right time to do this because we now have a clear commitment to rising long-term investment. The announcements made by the Chancellor and Chief Secretary in the recent Spending Round will see transport investment over the next Parliament rise to unprecedented levels, with ambition and long-term commitment linked to real reform and economic need. To make the most of this we need to work closely with our partners to ensure our plans are understood and that the opportunities are fully realised.
5. Over the coming months there will be many decisions to be taken about how to make the most of this investment package. Progress will rely on six principles set out in this document:

- **On time and on budget:** we will keep the promise made in the Spending Round, accelerating investment and improving efficiency.

- **Comprehensive investment:** we will make major and sustained investment in transport and ensure that investment is balanced between different modes of transport and geographic areas.

- **Maximising economic benefits to the UK:** economic benefits explain why we need to invest in transport as well as guiding how we should invest, including giving longer-term certainty to the UK supply chain.

- **Protecting the environment, harnessing technology:** People and business want to stay on the move without causing undue harm to the environment. We will support new technologies that have the potential to revolutionise how we travel, reducing financial and environmental costs while retaining personal mobility.

- **Working with the private sector:** Government will not do this alone. We want to continue to see significant private sector investment in transport and will work to provide the conditions to attract investment in our infrastructure, making the UK a place where international transport companies want to bring their business.

- **Giving our partners more control:** We will give local businesses and authorities and our partners, including the Highways Agency, more freedom to determine how funding should be used.

6. This is the start of an exciting journey. Britain is establishing an excellent track record of delivering on time and on budget. Significant and sustained levels of funding will help suppliers and industry respond further and cut costs. The investments we make will support UK jobs and businesses and yield economic benefits for many years to come.
1. On time and on budget

1.1 Our first principle is to ensure that the commitments we have made in the Spending Round become reality, on time and on budget, achieving best value for the taxpayer.

1.2 We have already shown our ability to provide infrastructure investment alongside efficiency savings during this Parliament. For example, since 2010 the Government has tackled some of the worst hotspots in the roads network, and the Highways Agency is on track to exceed the 20% efficiency savings agreed as part of the 2010 Spending Review. These projects are increasing the capacity on the network, helping to ease congestion and opening up access to housing and business developments.

1.3 We will build on this progress and go much further. We are pioneering new ways to accelerate investment, including:

- reducing the time it takes to plan and complete new roads by up to a half. We are piloting a new model for upgrades to the M1, M3, M6 and the A160/180 at Immingham, as announced in the Autumn Statement;
- focusing our shorter term investment plans on projects that will deliver benefits quickly, such as highway maintenance and extending managed motorways; and
- speeding up public and private sector transport projects by easing the burdens of the planning system. To ensure smaller rail and road schemes are not overburdened by disproportionate processes, we will introduce thresholds to the Planning Act.

1.4 This is just the start. We want to move away from incremental decision-making and short-term relationships with suppliers that do not offer best value. So we will set challenging efficiency targets for our partners as well as giving them the greater longer-term funding certainty and flexibility they need to make greater savings:

- For the first time, we are making clear, upfront six-year funding provisions for the Highways Agency, Transport for London, HS2, local highways maintenance, local major schemes and integrated transport. This will allow our partners to plan work more efficiently, cutting costs and improving on the historic stop–start approach to investment that can waste resources and cause unnecessary delays.
- We are also taking the necessary steps to ensure that this funding is secure and well used. Action for Roads: a network for the 21st century, our recently published Command Paper, sets out our plans to transform the Highways Agency into a publicly-owned strategic
highways company and to introduce five-yearly Road Investment Strategies, guaranteed with legislation.

- On rail, we aim to make savings of up to £3.5 billion by 2019, ensuring that the efficiency of our railways stands comparison with the best overseas comparators. The Rail Reform Command Paper set out plans for stronger alliances between train operators and Network Rail, as well as other reforms, helping to achieve the best outcomes for passengers and freight in the most cost-effective way possible.

- HS2 will be the biggest infrastructure investment in the UK for a generation. We will learn from the success of the London 2012 Olympics and have set a detailed budget for HS2 from 2015/16 to 2020/21 at £16 billion to ensure that work can progress at pace. We will also establish a robust cost control framework to ensure the project remains affordable for the nation over the coming two decades.
2. Comprehensive investment

2.1 While attention understandably focuses on big new schemes such as HS2, it is important to remember that an efficient transport system depends on effective maintenance, management and capacity improvements, not just expansion. The Spending Round promise is a broad and balanced investment package: balancing maintenance of our existing assets with developing new schemes; balancing investment in HS2 with investment in road and conventional rail, as well as facilitating further private sector investment in our ports and airports; and it is geographically balanced, supporting a wide range of benefits in all parts of the country.

2.2 **Maintaining the performance of our networks** – a transport system that is well maintained and run is essential for people and goods to travel quickly, reliably, safely, securely and more affordably, as well as for transport to minimise its environmental impacts.

2.3 We will repair the national and local road network: making a total commitment of £12 billion over six years, with nearly £6 billion to help local authorities repair the local road network, the highest level of investment for at least a decade, and over £6 billion to enable the Highways Agency to resurface the vast majority of the national network by 2020/21.

2.4 In July 2012 we announced more than £16 billion funding for the railway for the period 2014–19. This will allow Network Rail to make over £9 billion of enhancements to improve rail services, as well as to carry out the necessary maintenance and network operations activity, improving reliability and the environmental performance of the network.

2.5 We will continue to support the work of our agencies, such as the Maritime and Coastguard Agency, Accident Investigation Boards, Highways Agency and Motoring Services Agencies, which play a crucial role in keeping our networks safe, secure and open to the public. We will also continue to invest in vital security work to minimise the threat of terrorism and tackle security risks across transport.

2.6 **Targeting improvements** – now more than ever we need to ensure that every pound invested in our transport networks is spent where it can have most impact: relieving congestion, unlocking growth and enabling housing and other developments. We will:

- invest in a substantial increase in managed motorways for critical parts of the network, the equivalent of at least an additional 221 lane miles by opening the hard shoulder to traffic and using new technology;
• identify and fund solutions to known problems on the network, including feasibility studies to look at problems on the A303 to the South West, the A27 on the south coast, the A1 north of Newcastle, A1 Newcastle–Gateshead Western by-pass, connectivity to Leeds Bradford airport and trans-Pennine routes between Sheffield and Manchester;

• support local bodies to invest in tailored transport solutions – transport will be a major part of the Local Growth Fund, with more than £1 billion of funding each year to 2020/21; and

• set aside funding to develop new schemes – we need to consider carefully where to invest in the future and commit funding to ensure we have the best options available when they are needed. This will ensure we are able to be flexible and to make future investments happen more quickly.

2.7 Protecting key services – in a tough Spending Round, transport will have to achieve savings and greater efficiency, but we will ensure that funding for key services on which people and businesses depend is protected. This includes funding in 2015/16 for buses, which are vital for helping people get work and supporting those with lower incomes. As set out in Section 6 below, we will also give local communities more say over how this funding is used.

2.8 Maintaining regional air links to London helps to support regional economies. We will provide £20 million of funding to improve air links to London where there is a risk that regional connectivity may be lost. Where the case has been made for a Public Service Obligation (PSO) to support the continued operation of a route between two regions considered vital for economic development, the Government will agree, subject to periodic review, the appropriate level of support it will provide alongside regional support.

2.9 Transforming our networks and investing for the longer term – It is right that we take action now to meet the needs of the nation both today and in the future. We will continue to look ahead and address the big investment challenges by building consensus around the right decision in the national interest.

2.10 Britain’s future economic geography will be transformed by HS2. Two-thirds of the population of northern England will be brought within two hours of the capital, and journey times between cities in the Midlands and the North will also be slashed. Connecting the historic powerhouse cities of the Midlands and the North will enable them to develop into a vibrant and competitive unit to counterbalance the South East. To deliver this investment, Government will set a funding envelope of £42.6 billion (in 2011 prices) for construction costs and £7.5 billion for rolling stock, together with a strong cost control framework.

2.11 The benefits of high speed rail will be enhanced and supported by a fully integrated package of investment on conventional rail and a major uplift in funding for major highways.
2.12  For example, we will continue to provide major funding to support the modernisation of our railways, including boosting rail links between Newcastle, Liverpool, Manchester, Leeds and Sheffield – the ‘Northern Hub’ – and extending electrification, including by 2020 a high-capacity ‘electric spine’ running from Yorkshire and the East and West Midlands to Southampton, cutting costs and reducing emissions.

2.13  Action for Roads: a network for the 21st century sets out our plans for the biggest ever upgrade of our motorways and major A roads, a package every bit the equal of our major investment in rail and HS2. We will invest £15.1 billion in our strategic roads by 2021 to counter the effects of past underinvestment. This will include tripling funding for major highways schemes as part of a balanced programme of investment across maintenance, minor schemes, pinchpoints and major schemes, including substantial investment in managed motorway schemes. This will mark the start of a generation-defining programme of works on the strategic roads network, worth between £30 billion to £50 billion over a 10–15 year period, upgrading the nation’s roads to an entirely new standard.

2.14  In London, we will complete work on Crossrail by 2018, bringing 1.5 million more people within a 45-minute commute of London and facilitating up to 30,000 new jobs in central London by 2026. We will also fund a funding and financing feasibility study for Crossrail 2 to determine whether at least half the project costs could be met from private sources to make the scheme affordable for the taxpayer.

2.15  We will maintain excellent international connectivity for people and goods by sea and air. As set out at Section 5 below, we will play our part to support significant private sector investment in our ports and airports, including enabling good surface access by rail and road. We will also support the work of the independent Airports Commission, led by Sir Howard Davies, to safeguard the future international aviation capacity and connectivity that are vital to UK businesses as well as the population as a whole. The Commission will produce its interim report by the end of 2013 and final report in 2015.
3. Maximising economic benefits for the UK

3.1 The economic benefits of good transport are well understood. In challenging times, transport investment is even more important to secure sustainable growth and international competitiveness by:

- enabling UK businesses to reduce their costs by moving their people and goods more quickly, easily and reliably. This in turn helps businesses to grow and be more competitive;
- getting people to work quickly and creating more job opportunities as well as a more flexible labour market;
- supporting exports by improving national and international links;
- attracting inward investment, by making the UK a great place to live and do business; and
- supporting the transport sector and related industries that make a significant contribution to employment and growth in their own right. There are 1.4 million people employed in the transport sector. Crossrail alone will create 14,000 jobs at peak of construction.

3.2 Supporting businesses – When completed, our transport investments will support a rebalanced economy to ensure sustainable prosperity for all. This means working with local businesses and authorities to unlock growth in all parts of the country through a balanced package of transport investment.

3.3 Supporting jobs and supply chain – We also want to ensure that, wherever possible, the investments we make support jobs, strengthen the supply chain and help position the UK as a global leader for transport and innovation.

3.4 We will continue to work with industry to promote a skilled workforce, including through the Highways Agency’s Roads Academy, Network Rail apprenticeships and maritime training.

3.5 Investment in infrastructure is also an investment in the UK economy. For example, road maintenance and renewal spend is spread right across the country; this spend is substantially on goods and services of UK origin. Investment spreads throughout the supply chain to workers, specialists trade contractors, engineering consultants, plant hire companies, plant manufacturers and various vehicle body converters, as well as to quarrying and contracting companies, who provide bulk minerals and surfacing materials from UK quarries.
3.6 By giving greater long-term funding certainty we are giving the UK supply chain greater opportunity to improve skills and invest. A stop–start approach to infrastructure does not give the construction industry the assurance it needs to make longer-term investments in skills and resources. Our long-term commitment will help UK industry to operate more efficiently and to become more internationally competitive.

3.7 **Expanding the technology sector** – As set out in Section 4 below, we want to position the UK at the vanguard of transport technology and innovation. This will support safer, cleaner and more efficient transport, and the investments we make in this area also support jobs. For example, the consistent package of support we have provided has been pivotal in starting to develop the UK market for ultra low emission vehicles. This is already attracting inward investment and safeguarding jobs, for example incentivising Nissan to invest £420 million in manufacturing its Leaf vehicle and associated batteries in Sunderland, protecting 2,250 jobs.

3.8 Similarly, our recently agreed ten-year contract for UK search and rescue helicopter services with UK-based Bristow Helicopters Ltd will mean a better deal for the taxpayer. It will also support 230 jobs and £2 billion of potential commercial revenue over ten years through manufacturing the new AgustaWestland AW189 helicopter in Yeovil for export.

3.9 To ensure we stay ahead of the game we are supporting the research and development work of the Technology Strategy Board (TSB) to promote and stimulate new technologies, for example through the Low Carbon Vehicles Innovation Platform, which seeks to maximise opportunities for UK firms from the low-carbon vehicle market. We are working with TSB as it develops the Transport Systems Catapult Centre, which will enable UK business to benefit from the rapidly growing market for innovative transport systems and services.
4. Protecting the environment, harnessing innovation

4.1 People and businesses want to stay on the move without causing undue harm to our natural environment and public spaces, whether through poor air quality, noise, infrastructure that blights the landscape or carbon and other harmful emissions.

4.2 New technologies have the potential to revolutionise how we travel, reducing both the financial and environmental costs. We want to position the UK at the forefront of this change and will make this a guiding principle of our investments.

4.3 We will provide over £500 million of additional capital investment to 2020 to establish the UK as a dominant market in ultra low emission vehicles. This means the UK will have one of the longest-term and most comprehensive packages of support for this sector anywhere in the world. This is transforming the UK auto sector for the long term, bringing inward investment and new low carbon jobs and growth while still enabling personal mobility with lower running costs and significant air quality benefits in our towns and cities.

4.4 We will position the UK to capture a share of the emerging global advanced biofuels industry, contributing to our 2020 renewables target and energy from waste objectives and securing significant economic benefits. We will invest £25 million in an advanced biofuels demonstrator project in the UK.

4.5 On rail we are supporting electrification to drive down costs, meet passengers’ needs and benefit the environment. By the end of this decade, three-quarters of all passenger journeys in England and Wales will be made on electric trains.

4.6 We are helping bus operators and local authorities to invest in low carbon buses – we are providing £57 million in this Parliament through the Green Bus Fund. We are also piloting new technologies to reduce HGV carbon emissions.
4.7 As set out in *Action for Roads*, any improvement to our road network must be made in a way that supports the nation’s overall quality of life. We are determined to deliver a greener, better road network – and our new programme of investment is a great opportunity to improve the environmental performance of our existing roads. Our vision for roads must:

- tackle existing environmental problems where possible, and minimise any negative effects of new improvements;
- build on partnerships with organisations like Natural England, to find the best solutions to environmental challenges;
- continue to work in a planning framework which protects the wider environment; and
- be matched with an aggressive policy of decarbonisation, to address the carbon consequences of motoring and move us to a lower-impact future.

4.8 Cheaply built roads make compromises on environmental protection, but the scale of investment we intend to make means that we can afford to provide proper environmental safeguards and to correct many of the existing problems on the network. Improvements in materials and design, together with new methods to mitigate and minimise the environmental impacts of roads, mean that there no longer has to be a choice between a well-functioning road network and a well-protected environment. Instead, this can be a chance to work with others to bypass divided communities, route roads away from sensitive environmental sites and provide better support for walkers and cyclists.

4.9 We are also backing the Highways Agency to make use of a wide range of new technologies and ways of working: from laser scanners that reduce delays from accidents, to interconnected managed motorway schemes using technology that actively manages traffic and eases congestion. These innovations will also reduce vehicle emissions.

4.10 Meeting our environmental challenges also means making public transport an easier option for everyone, including people with disabilities, and investing to support walking and cycling. We are investing in 96 local sustainable transport projects across the country to generate economic growth whilst also cutting carbon emissions. These projects, part of the £600 million Local Sustainable Transport Fund, are enabling millions of people to choose public transport, walking, cycling, car-sharing and flexi-working more easily. The Fund will continue in 2015/16 as part of the Local Growth Fund. We are also currently investing over £100 million in small-scale cycling schemes that are designed to improve safety, connectivity and integration with other modes of transport.

4.11 *Transport for Everyone – an action plan to improve accessibility for all* published in December 2012 outlines our priorities for working together with operators, local councils and voluntary sector organisations to improve people’s everyday experience of public transport, particularly those with disabilities.
4.12 *Door to Door: A strategy for improving sustainable transport integration*, published in March 2013, focuses on the links between sustainable transport modes such as public transport, cycling and walking, and sets out the actions we are taking to enable more journeys to be made in this way.

4.13 The UK has one of the best information infrastructures in world transport. We will continue to develop and exploit this to provide better travel information and open data as the foundation for the developing market place for transport apps and other services, including Transport Direct. The release of timetables, information on fares and increasingly real-time travel information is vital to inform the way we plan and make our journeys. Giving people and businesses access to real-time data on the go is already allowing people to plan and re-plan their journeys quickly and easily and making it easier to use public transport, walk or cycle.

4.14 We are expanding smart ticketing. Moving from paper ticketing to smart ticketing makes it quicker, easier and more convenient to pay for travel. Smart ticketing can also support a wider choice of tickets and be a step towards improving multi-modal ticketing, helping people to hop from train to tram to bus. We are investing £45 million in this Parliament to accelerate smart ticketing across the rail network in the South East.

4.15 We are helping to keep freight moving with less environmental impact. We are investing in strategic rail links to move container freight on rail, easing congestion on the roads and the environmental impact from HGVs.
5. Working with the private sector

5.1 Securing the transport system we need is not only a task for Government. In making a major public investment in transport infrastructure we will continue to create and enable private sector investment opportunities, ensuring best value for the taxpayer and contributing to a rebalanced economy.

5.2 Much of the UK transport system benefits from private sector involvement. For example, most of our important ports are in the private sector with investments in new capacity, worth some £2.6 billion, completed or under way at Liverpool, Felixstowe, London Gateway and Southampton. Other consented developments are also in the pipeline.

5.3 Our airports also enjoy significant levels of private sector investment. Gatwick Airport is investing around £1 billion during 2008–14 in new facilities, equipment and systems and will create some 14,000 jobs by 2021. Heathrow Airport is investing over £5 billion during 2008–14, which includes around £1 billion for the construction of a new Terminal 2 to accommodate an estimated 20 million passengers every year, creating 35,000 jobs.

5.4 Similarly, privatisation in the early 1990s has been a turning point for the rail network. In the two decades since privatisation, passenger numbers have doubled and freight traffic has risen by 60%. Despite this growth in demand, train performance has risen by over 10 percentage points in the last decade.

5.5 We will continue to do our part to support this enterprise. We are delivering a substantial investment programme to improve the road and rail links to our airports. For example, rail journeys to Heathrow from the Midlands, the North and Wales will be as much as 50% quicker, involve fewer changes and avoid central London; Birmingham airport will benefit from high speed rail links; Manchester airport will benefit from the Northern Hub, HS2, rail electrification and managed motorway schemes, and we will connect the M56 and A6 through the Manchester Airport Link Road.

5.6 By working in tandem with private sector partners we are securing mutually supportive and integrated upgrades to our transport networks. For example we are increasing road capacity near the London Gateway. The Port of Felixstowe’s new North Rail Terminal, co-financed by the European Union Trans-European Transport Network, complements Network Rail’s own investment in the Strategic Freight Network. We will invest in further schemes at Ely, Leicester and Peterborough to create extra rail capacity on the strategic route between Felixstowe and
Nuneaton. These developments will promote the use of rail for container freight, easing congestion on roads and the environmental impact from HGVs.

5.7 We will cut or improve many transport regulations identified as part of the Red Tape Challenge, making the transport sector more attractive to investors. We are working closely with the European Commission to help it apply Smart Regulation principles to all of its regulation of transport, as well as working internally to identify and influence EU proposals with disproportionate burdens on business at a very early stage.

5.8 We have committed to kick-start privately funded transport infrastructure projects that are facing adverse credit conditions in the difficult economic climate, by providing financial support under the UK Guarantees scheme. The Northern Line Extension will be one of the first beneficiaries, receiving a £1 billion guarantee.

5.9 We will also continue to look to maximise private sector investment in transport through asset sales where appropriate or other means and will work to attract more international transport businesses to the UK and to use UK services.
6. Giving our partners more control

6.1 The Government has made a major funding commitment to transport over the next Parliament, but it should not be for Whitehall to determine every detail of how this money will be used.

6.2 Much of transport decision-making in Scotland, Wales and Northern Ireland is already devolved. We will give local bodies and delivery partners in England more freedom to identify priority schemes that will support local growth and more control to manage resources in a way that is more efficient and maximises value for money. We will also increase funding for local transport during the next Parliament.

6.3 We will ensure transport plays a lead role in the Local Growth Fund. The fund will support investment in economic priorities and stimulate growth across local areas, with funding allocated to LEPs on the basis of competitive ‘Growth Deals’ negotiations with central Government. We will provide more than £1.1 billion through the fund in 2015/16 and long-term transport funding of £1 billion per year from 2016/17 to 2020/21, ensuring local bodies have access to flexible resources. We will also provide more than £1.5 billion over six years directly to local authorities for integrated transport schemes and £6 billion for local highway maintenance.

6.4 We will protect funding for buses in 2015/16 and give local authorities more say over how this funding is used. From January 2014, rather than paying all Bus Service Operator Grant (BSOG) directly to bus companies, we will pass to local councils outside London the subsidy that relates to services they pay for to allow decisions to be taken locally on how it should be spent.

6.5 In addition, we will support more local transport authorities outside London to set up Better Bus Areas to encourage councils and bus companies to work together to improve services and boost passenger numbers. In these areas BSOG for all services will be paid direct to the local authorities, rather than operators, together with a 20% top-up payment.

6.6 In a second phase of reform in 2014 we will review the remaining BSOG paid in respect of commercial services outside London, including the various extra incentive payments that are currently made.
6.7 We will continue to support devolved decision making in London. We have made a six-year funding settlement for London, providing over £5.8 billion in capital grant and a further £3.8 billion of borrowing power between 2015/16 and 2020/21, which will enable Transport for London to continue investing in critical transport infrastructure, including Crossrail and the Tube Upgrade Programme. It will also enable Transport for London to deliver high-value milestones such as completion of station upgrades at Tottenham Court Road, Bond Street and Victoria and the roll-out of new air conditioned trains on the District Line. Together, our funding support for Crossrail, the Tube upgrade and improvements to London’s road network will support the Mayor’s Transport Strategy by increasing London’s transport capacity.

6.8 As set out in Action for Roads: a network for the 21st century we have announced the most radical change to the management of our highways in nearly a century, providing the Highways Agency with far greater independence, greater certainty of funding and the vision it needs to be the world’s leading highways operator. More certainty, clearer instruction and less political interference will mean greater efficiency and a better service to motorists.
7. Next steps

7.1 We are committed to repairing the country’s infrastructure deficit. To compete in the global race we must have transport networks that are an engine for growth and make Britain a great place to live.

7.2 During this Parliament we have taken the first step, advancing key infrastructure investments on time and on budget. By making a significant and sustained funding commitment to transport in this Spending Round we are accelerating this process.

7.3 To give just a few examples, by 2015 we will:

- transform investment in our national roads by introducing funding certainty through legislation;
- target investment through pinch point funds with more than 120 projects for major roads all to be completed by March 2015 and £190 million for local authorities to fund up to 72 ‘shovel ready’ projects;
- have completed or begun construction on 53 local major schemes including the Midland Metro Birmingham Extension and the A43 Corby link road;
- have completed or begun construction on managed motorway schemes that will add 200 miles of additional lanes to the national road network; and
- have completed 163 rail station upgrades.

7.4 This document is not a comprehensive survey but gives a flavour of how we will drive investment forward further in the coming years and some of the benefits this will bring.

7.5 It will take a concerted effort from the whole transport sector, local authorities and businesses, as well as the construction industries and supply chain, to realise this opportunity and make this vision a reality.