



Creating Growth, Cutting Carbon Making Sustainable Local Transport Happen

Presented to Parliament
by the Secretary of State for Transport
by Command of Her Majesty
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Foreword



The launch of this White Paper, and the associated Local Sustainable Transport Fund, represents a significant step forward towards meeting two key government objectives: to help create growth in the economy, and to tackle climate change by cutting our carbon emissions.

Action at local level delivers gains at national level. Getting the economy back on track means making sure people can get to work, to the shops or their local amenities. And tackling climate change means encouraging smarter ways of getting around.

Action at local level has another advantage: it delivers results quickly. While, for instance, investing in low carbon vehicle technology and high speed rail both make good economic and environmental sense, and are rightly being championed by the government, their benefits will accrue over the longer term. So this White Paper is about providing that short term boost to growth, and the early reductions in carbon, that action locally is best placed to deliver.

It is the short-distance local trip where the biggest opportunity exists for people to make sustainable travel choices. Around two out of every three trips we make are less than 5 miles in length, many of which could be easily cycled, walked or undertaken by public transport. And encouraging sustainable travel choices does not just help create economic growth and cut carbon, but also contributes to improvements in road safety and in public health.

We believe it is local authorities that know their communities best, and can make the changes needed to encourage people to travel sustainably.

Our commitment to helping local authorities with this vital agenda is why we have set aside an unprecedented £560 million in our new Local Sustainable Transport Fund, the bidding guidance for which is published simultaneously with this paper.

By providing people with options to choose sustainable modes for everyday local transport choices we can help boost economic growth by facilitating access to local jobs. Sustainable transport can also influence the quality of our lives, the air we breathe, how healthy and fit we are, the money in our pockets and how long we spend in traffic queues – as well as the pleasantness of our environment and public spaces.

Executive summary

Our vision is for a transport system that is an engine for economic growth, but one that is also greener and safer and improves quality of life in our communities.

- 1 This requires our immediate attention. By improving the links that help to move people and goods around, and by targeting investment in new projects that promote green growth, we can help to build the balanced, dynamic low carbon economy that is essential for our future prosperity.
- 2 In both the Budget and the Spending Review, the Chancellor pledged to make the tough choices that will allow us to maintain investment in new and existing infrastructure that will support a growing economy, while eliminating the structural deficit over the lifetime of the Parliament.

But investment on its own is not enough – we also need to help people to make transport choices that are good for society as a whole.

- 3 And we need a coherent plan to reduce the carbon emitted by transport, not least in order to meet our binding national commitments.
- 4 Two-thirds of all journeys are under five miles – many of these trips could be easily cycled, walked or undertaken by public transport. We want to make travelling on foot, by bike or on public transport more attractive. Our work indicates that a substantial proportion of drivers would be willing to drive less, particularly for shorter trips, if practical alternatives were available (British Social Attitudes Survey, 2009). That is what this White Paper is about – offering people choices that will deliver that shift in behaviour, in many more local journeys, particularly drawing on what has been tried and tested.
- 5 We recognise that it is simply not possible for public transport, walking or cycling to represent a viable alternative to the private car for all journeys, particularly in rural areas and for some longer or multi-leg journeys. Therefore the Government is committed to making car travel greener by supporting the development of the early market in electric and other ultra-low emission vehicles. The Government is convinced that progressive electrification of the passenger car fleet will play an important role in decarbonising transport, supported by policies to increase generation capacity and decarbonise the grid.

- 6 These technological changes will come over the longer term. Sustainable travel initiatives are available now, and will continue to have benefits for congestion and health.
- 7 We also need to reduce the carbon impact of longer journeys – and here we see that rail, particularly high speed rail between some of our largest cities, has a critical role to play. By prioritising spending on key rail projects such as high speed rail and Crossrail, we will be providing commuters and intercity travellers with attractive new options instead of the car.
- 8 But the biggest opportunities for encouraging sustainable travel lie in short, local journeys. So we think that both empowering local authorities and others in the community is critical. Alongside stimulating behaviour change, there is another big theme of this White Paper: how localism and the Big Society work for transport and what we have already done to bring this about.

Encouraging sustainable local transport choices depends on local solutions...

- 9 The Government believes that it is at the local level that most can be done to enable people to make more sustainable transport choices and to offer a wider range of genuinely sustainable transport modes – environmentally sustainable as well as fiscally, economically and socially sustainable.
- 10 Across Government we are committed to ending the top-down decision making and the tendency in Whitehall to develop one-size-fits-all solutions which ignore the specific needs and behaviour patterns of local communities.
- 11 Smaller-scale transport schemes, when carefully thought out and properly implemented, can be very high value for money, encouraging growth and reducing local carbon emissions, while also addressing public health and well-being and reducing road accidents. This White Paper contains numerous examples of such schemes, in both urban and rural settings.
- 12 Citizens acting together can also help to facilitate the delivery of local transport solutions that meet the needs of local people, and this in turn can create growth. Partnership working with the Voluntary, Community and Social Enterprises sector and local communities can make an important contribution to local economies and to individuals' quality of life, enabling individuals' access to employment and key services, and adding value to our transport networks. Central government will continue to facilitate delivery of sustainable local transport schemes by removing burdens and encouraging their inclusion in the mainstream transport planning process.
- 13 The Government believes that effective sustainable local transport is delivered through solutions developed for the places they serve, tailored for the specific needs and behaviour patterns of individual communities. We will free local authorities from central government control, letting them decide what is best.

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Health impacts of transport

Obesity, health and physical activity

- 2.17 Lack of physical activity and poor physical fitness can contribute to obesity, cardiovascular disease, strokes, diabetes and some cancers, as well as to poorer mental wellbeing.
- 2.18 Obesity is one of the most significant health challenges facing our society, representing a significant risk factor for a number of chronic diseases including cardiovascular heart disease and Type 2 diabetes. Almost two-thirds of adults are overweight or obese, and work by the Government Office for Science's Foresight programme on present trends has suggested that more than half of adults could be classified as obese by 2050. Similar trends might be seen in children (Butland, 2007).
- 2.19 Cycling and walking offers an easy way for people to incorporate physical activity into their everyday lives. The importance of active travel is also emphasised in the Department of Health's Public Health White Paper (Department of Health, 2010).

Road safety

- 2.20 While Britain's road safety record is very good, we cannot afford to be complacent when there are, on average, more than 5 deaths and 60 serious injuries per day. The value of preventing all the accidents that were reported in 2009 is estimated at £16 billion per annum, and there are close linkages between some of the measures to improve safety and other key goals, such as improving quality of life and reducing congestion (all figures Department for Transport, 2009).
- 2.21 It is critical that efforts to address road safety problems involve work across organisations and disciplines, including educational, engineering and enforcement activity. There is a considerable amount of good practice that has been developed locally and nationally, and the relevance of existing lessons ought to be given close consideration before resources are committed to fresh types of intervention.

Air quality

- 2.22 While local air quality has improved significantly in recent decades, levels of pollution in some areas remain harmful to health, and the rate of reduction in some key air pollutants is now levelling off.
- 2.23 Where air quality is poor it can contribute to heart and lung conditions, as well as reducing life expectancy – Department for Environment, Food and Rural Affairs modelling suggests air pollution from man-made fine particulate matter is estimated to cut life expectancy by 6 months, averaged across the United Kingdom population. Based on 2008 figures, this equates to health costs of as high as £19 billion per year. Children are even more susceptible to environmental hazards than adults. Health impacts are not distributed evenly and are felt disproportionately in urban areas.

- The **Local Sustainable Transport Fund (LSTF)**, which will provide £560 million of revenue and capital funding (£350 million revenue, £210 million capital) to enable local authorities to bid for funding to support the delivery of sustainable measures that support economic growth and reduce carbon emissions, delivering cleaner environments, improved safety and increased levels of physical activity.

Table 6.1: Local transport funding: 2011/12 to 2014/15

Spend Item £m	2011/12	2012/13	2013/14	2014/15
Committed major schemes ¹	418	160	29	10
New major schemes	0	204	306	417
Maintenance	806	779	750	707
Integrated Transport Block	300	320	320	450
Local Sustainable Transport Fund	80	140	160	180
– of which revenue ²	50	100	100	100
– of which capital	30	40	60	80
Total	1,604	1,603	1,565	1,764

1 These figures are based on current estimates of spend on committed schemes. Actual spend will depend on the progress of individual schemes

2 The great majority of transport revenue funding is provided to local authorities via the Department for Communities and Local Government's Formula Grant.

Local Sustainable Transport Fund

3.17 The underlying aim of the Local Sustainable Transport Fund is to help build strong local economies and address at a local level the urgent challenges of climate change, delivering cleaner environments, improved safety and increased levels of physical activity. It will support local authorities in delivering solutions that tackle the problems of congestion, improve the reliability and predictability of journey times and enhance access to employment. These solutions should help bring about changing patterns of travel behaviour with greater use of more sustainable transport modes. The Fund provides the opportunity for authorities to take an integrated approach to meeting local challenges and to delivering additional wider social, environmental, health and safety benefits for people in local communities.

3.18 All local transport authorities in England (outside London) are eligible to apply to the Fund. The Fund is expected to support authorities of different size and geography. Packages could be comprised of a range of combinations of measures of different scales, including measures that promote walking and cycling, encourage modal shift, manage effectively demands on the network, secure better traffic management and improve access and mobility for people in local communities.

- A11.** Other recent quantitative research suggests that the main reason for not travelling by rail for specific journeys such as the journey to work relates to a lack of infrastructure, including a lack of train services between the home location and the workplace; and/or the train station being too far from either the home or workplace (Thornton et al, 2010).

Walking

- A12.** People acknowledge the health and wider benefits of walking – over 90% of adults consider that everyone should be encouraged to walk to help their health, help the environment and to ease congestion. One third of adults indicate that their only form of exercise in a typical month is walking for more than 10 minutes at a time (Lyons et al., 2008).
- A13.** Around four in ten car users say there are many shorter journeys they currently undertake by car that they could walk instead (National Centre for Social Research, 2009).
- A14.** As with other areas of behaviour change, there are a range of different types of barrier, including some that are attitudinal and some that relate to infrastructure. For example, while young people recognise walking as a healthy activity and are positive about it, there are also negative perceptions about it being slow and unsafe. Some people are put off by infrastructure problems such as pavements being in poor repair, traffic noise/fumes and difficult pedestrian access by roads (Lyons et al., 2008).

Cycling

- A15.** Many different reasons motivate people to cycle such as simply to get from A to B, to get some exercise and to enjoy the social aspects of cycling (Christmas et al., 2010).
- A16.** Cycle ownership is fairly high (42%), (Department for Transport, 2009), but only one in ten (14%) of people are regular cyclists⁸ (i.e. cycles at least once a week). Adults who cycle most are likely to be male, in their 30s and non-car owners. Figure A2 shows frequency of cycling by age.
- A17.** Those who usually commute to work by bicycle are most likely to live less than three miles from where they work and be in higher social grades (ABC1s). People cycle to work because they see it as cheap, quick and good for their health (Cavill and Davis, 2009). Forty one per cent of adults agreed that *“Many of the short journeys I now make by car I could just as easily cycle if I had a bike”* (National Centre for Social Research, 2009).

⁸ All respondents (including non-cyclists). Question not asked of under five year olds.