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*CIHT is a charity, learned society and membership body with over 14,000 members spread across 12 UK regions and four international groups. We represent and qualify professionals who plan, design, build, manage and operate transport and infrastructure networks. Our vision is for world-class transportation infrastructure and services. Our values are to be Professional, Inclusive, Collaborative and Progressive.*

## A new future for transport

### Introduction

Our highways and transportation infrastructure networks play a key role in everybody's lives in the country. The past six months have highlighted their importance as they have provided the means for most sectors to respond to the challenges posed by the Covid pandemic.

The key challenges outlined in the spending review can be solved by ensuring that there is an increased focus on the importance of these transportation and infrastructure networks. The spending review provides an opportunity to create a new 'Future for Transport' that will deliver lasting change.

CIHT urges the government to continue its recognition of the importance of investing in highways and transportation infrastructure, and the services it delivers, in the Comprehensive Spending Review. Transportation is critical to economic performance and productivity and addresses several of the government's key policy areas.

In this response CIHT highlights the key areas that we believe the government needs to address to achieve the outcomes needed across a range of policy areas, presenting evidence from our recent work.

#### **1) Refocussing transport to become the enabler to achieve net zero**

CIHT calls for the government to develop guidance for how planning and transport should be integrated to achieve sustainable outcomes. If changes are not made to this area the cost from poor health, climate change and congestion will continue to rise.

- Sustainable development, planning and transport need to work together to deliver sustainable growth and reduce carbon
- Active travel and public transport – investment in our infrastructure is needed to enable lasting change. As the government states in its walking and cycling vision Gear Change, physical inactivity costs the NHS up to £1bn per annum, with further indirect costs calculated at £8.2bn<sup>1</sup>. Meeting the targets to double cycling and increase walking would lead to savings of £567 million annually from air quality alone, prevent 8,300 premature deaths each year and provide opportunities to improve green spaces and biodiversity.

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<sup>1</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/904146/gear-change-a-bold-vision-for-cycling-and-walking.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/904146/gear-change-a-bold-vision-for-cycling-and-walking.pdf)

- Decarbonisation and innovation – a clear strategy and investment across the transportation and automotive sectors is needed to accelerate the associated carbon reduction
- Demand management – now is a once in a generation opportunity to actively shape how people use transport through the use decide-and-provide principles and road pricing
- Creating resilient networks - the significant economic advantage in investing in resilience proof transport networks to minimise any disruptions due to weather circumstances or other issues, must be taken advantage of

## **2. Levelling up: Transport as an enabler for change**

CIHT calls for the government to refocus the local highway network, making changes to transport appraisal and creating healthier places

- Changing transport appraisal – will enable schemes that deliver on a broad range of government policies to be prioritised
- Refocus the Local Highway network – to support the transition to net zero by ensuring that existing infrastructure is adapted to support a wider move to active travel and support sustainable development and maintained in an appropriate condition
- Healthier places – making highways and transport the solution to health problems, not the cause

## **3. A National Transport Strategy**

The creation of a vision and strategy would give a clear focus for everyone involved in (and dependent upon) transport as to how to plan and invest for the future. Without one there is a real risk of business not investing or investment being wasted in the development of approaches that are not required.

- Linking integrated planning and transport and other policy areas - delivering a range of outcomes that work for people
- Increasing devolved powers to a regional and local level to enable it to happen - giving transport authorities the funding and ability to deliver
- Certainty of funding – looking across policy areas to justify investing in transport

## **4. Improving skills and capability**

CIHT calls for the government to work with the highways and transportation sector to produce a clear plan for developing the workforce to deliver a National Transport Strategy and increase opportunities for expansion into the global transport infrastructure market.

- Improved capability across the sector – giving certainty for organisations to invest in the development of their workforce, increase capacity and deliver change at pace
- Different skills to deliver a changing agenda – creating an environment that supports a wider and more inclusive workforce and encourages diversity of thought to provide innovative transport solutions
- Highways Sector Council – supporting a single voice for the sector to monitor skills needs and advise on priorities.

## 5. Road Safety

CIHT calls for the government to develop a long-term strategy for significantly reducing the number of people killed and injured on our roads. This will require re-introducing casualty reduction targets to drive policy and behaviour change. As more emphasis is placed on sharing road space there is a need to focus how this can be achieved more safely.

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### 1) Refocussing transport to become the enabler to achieve net zero

**CIHT calls for the government to develop guidance and legislation on how planning and transport should be integrated to achieve sustainable outcomes. If changes are not made to this area the cost from poor health, climate change and congestion will continue to rise.**

CIHT has been at the forefront of producing guidance to deliver better outcomes and is pleased to be working with the Department for Transport to revise Manual for Streets<sup>2</sup>. The document has been recognised by a recent Cabinet office review and highlighted in the government's recent white paper on planning as a key piece of guidance. However more needs to be done to deliver lasting change.

#### **Integrating Transport and Planning**

For the last 20 years, governments have attempted to encourage a more sustainable approach to transport within spatial planning but have made limited progress. The way we currently travel and the continued growth in road traffic are damaging our health, harming our towns, and contributing to climate change and is a direct result of the lack of integration of transport and planning.

Current planning practice is not delivering the outcomes that government is seeking. It is not supporting the ambition to reach net zero carbon emissions by 2050 but has led to new developments that are car-centric and polluting because of their locations and how their planning and delivery is managed. This has been evidenced in a new report that found that two-thirds of all new developments in England are dominated by cars<sup>3</sup>. Current outcomes of the planning system are in direct opposition with the government's ambitions of achieving net zero. This is also not in line with the public's wishes to have more sustainable transport as shown in the government's own National Travel Attitudes Study that showed that 76% agreed that "for the sake of the environment, everyone should reduce how much they use their cars"<sup>4</sup>. Analysis by the government itself also shows that 80% of the 'social costs' or externalities from driving come from congestion, thereby directly affecting the economy<sup>5</sup>.

The planning reforms set out for England in the Planning for the Future white paper could provide an opportunity to deliver sustainable spatial planning, but it lacks two things; emphasis on the link between transport and planning and details on *how* this will be delivered. CIHT's Better Planning, Better Transport, Better Places<sup>6</sup> advice sets out how current planning practice is failing to incorporate transport and makes a series of recommendations that would amend this. The publication was produced in collaboration with

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<sup>2</sup> <https://www.ciht.org.uk/knowledge-resource-centre/resources/revising-manual-for-streets/>

<sup>3</sup> <http://placealliance.org.uk/research/national-housing-audit/>

<sup>4</sup> <https://www.gov.uk/government/statistics/national-travel-attitudes-study-wave-2>

<sup>5</sup> Table A5.4.2 <https://www.gov.uk/government/publications/tag-data-book>

<sup>6</sup> [https://www.ciht.org.uk/media/10218/ciht-better-planning-a4\\_updated\\_linked\\_.pdf](https://www.ciht.org.uk/media/10218/ciht-better-planning-a4_updated_linked_.pdf)

the Royal Town Planning Institute, the Transport Planning Society and a wide range of stakeholders.

CIHT recommends that the government develop guidance for how planning and transport should be integrated to achieve sustainable outcomes.

### **Decarbonisation and innovation**

While the integration of planning and transport is about changing travel behaviour and getting people to use more sustainable travel modes, thereby improving health and air quality, there will still be a need for cars and trucks and therefore we need to make sure that electrification of the vehicle fleet is supported. While the zero-carbon economy develops, electric and other clean-fuel vehicles, that become more autonomous, will need additional infrastructure and will change how road space is used.

### **Health and active travel**

Increasing amounts of evidence shows that air pollution reduces life expectancy, and increases risk of cancer, asthma, heart conditions and dementia. The Royal College of Physicians and the Royal College of Paediatrics and Child Health estimate the cost of air pollution to the UK to be more than £20bn a year<sup>7</sup>. Electrification of the vehicle fleet goes some of the way in improving air quality, but over half of particle pollution comes from tyre and brake wear<sup>8</sup>, and it does not address wider issues of health and productivity.

Many local authorities are currently cutting back on air quality monitoring and management services in response to budget constraints and competing calls on public finances. Local authorities will find it difficult to justify diverting capital and revenue funds from other statutory schemes and services to implement the required air quality management interventions without additional funding.

### **Demand management**

Government should identify and develop alternative and additional sources of revenue to finance the future funding of local highways, including moves to where utilities pay the real cost of reinstatement.

CIHT recommends that the government investigate the opportunities to introduce road pricing to address congestion, reduce carbon and provide a potential funding source.

Another part of actively managing demand is to use decide-and-provide techniques, rather than the traditional predict-and-provide. Traditional forecasting techniques in transport have used trends to predict the future and this has informed decision-making and investment. However, the future of transport is linked to the decisions we take today and so the approach of predicting and providing can be a self-reinforcing cycle. If we consider car-based transport, increased road capacity leads to increased car traffic. There is a need to break this cycle to enable more active and healthy travel. This will require a change to the prevalent models and mindsets used to justify decision-making and we need to recognise that our choices will influence how people travel in the future, and that the future is uncertain and trends will change.

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<sup>7</sup> <https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>

<sup>8</sup> [https://uk-air.defra.gov.uk/assets/documents/reports/cat09/1907101151\\_20190709\\_Non\\_Exhaust\\_Emissions\\_typeset\\_Final.pdf](https://uk-air.defra.gov.uk/assets/documents/reports/cat09/1907101151_20190709_Non_Exhaust_Emissions_typeset_Final.pdf)

What we need to do is move towards a system where we test the effectiveness of our plans and developments in achieving clear and agreed objectives, rather than a complex process with poorly justified money values and forecasts and based on predictions which claim to know what the situation will be in 60 years. The increasing uncertainty needs to be recognised. The best way to know what the future will be like is to work actively towards creating it. There are various names for such a process: “Vision and Validate” or “Decide and Provide” are two recent examples. The DfT experimented with such methods in the 1990s but stayed with “Predict and Provide” even though there are fundamental flaws in this approach.

### **Resilient infrastructure**

CIHT calls for transport resilience assessments to be made a statutory requirement for all transport asset owners to identify vulnerable areas. The issues arising from climate change for the highways and transportation sector are significant. CIHT has launched its Climate Change Pledge<sup>9</sup> to focus our work in this area.

CIHT responded to the Transport Resilience Review (2014)<sup>10</sup> with a view that transport resilience assessments (by all transport asset owners: highways, rail, aviation) should be made a statutory requirement to identify the UK’s vulnerable areas<sup>11</sup>.

CIHT also proposed that the UK Government should establish a central (capital) fund that authorities could bid for, based on the outcomes of their resilience assessments.

Clearly when networks are disrupted there is a significant economic cost; and that there is a benefit in spending money: analysis found the benefit-cost-ratio for winter maintenance was between 5 and 10<sup>12</sup>. CIHT believes that there is a significant economic advantage in investing in resilience proof transport networks to minimise any disruptions – due to weather circumstances or other issues.

CIHT believe that the UK Government should implement appropriate financial mechanisms to support further progress towards achieving a sustainable low carbon economy.

## **2) Levelling up: Transport as an enabler for change**

### **Changing transport appraisal**

The challenges in using the current system for transport appraisal are well documented. Overall, it is failing to ensure that funding is allocated to the schemes which would achieve the Government’s and our key objectives in particular addressing climate change, decarbonising transport, levelling up the economy, and improving health.

In brief, the current appraisal system is based on translating a scheme’s impacts into monetary values. This has meant that a scheme improving public realm and prioritising

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<sup>9</sup> <https://www.ciht.org.uk/knowledge-resource-centre/resources/climate-change-pledge/>

<sup>10</sup> Department for Transport (2014), Transport Resilience Review: a review of the resilience of the transport network to extreme weather events’, <https://www.gov.uk/government/publications/transport-resilience-review-recommendations>

<sup>11</sup> CIHT response to Transport Resilience Review: <http://www.ciht.org.uk/en/document-summary/index.cfm/docid/FE7FEF4E-E237-45F7-8C526F39F890E407>

<sup>12</sup> Winter Resilience Review (2010), <http://webarchive.nationalarchives.gov.uk/20111014014059/http://transportwinterresilience.independent.gov.uk/>

walking, cycling or public transport may be rejected because it delays drivers, even if those same drivers would support it.

Deciding what we want to achieve, and working out how to get there, is what will produce the right mix of transport policies, programmes and accessible development in the right place. Of course, it should be robustly and carefully designed and appraised, but against our shared objectives, not to comply with a flawed and outdated economic theory.

We therefore call on the relevant Government departments to work with us on developing and issuing new transport related appraisal guidance reflecting the above reforms and advising that the sole use of the benefit-cost-ratio based on driver time savings as a decision-making tool is not the over riding principle of improvements to highways infrastructure.

### **Refocus the local highway network**

CIHT Improving Local Highways<sup>13</sup> report calls for the government to commit to deliver a four-point strategy that will create a vision, funding and focus to the local highway network over the next ten years.

- a) Create a new focus
  - Showing how the road network will support the delivery of a carbon neutral system, create sustainable, resilient, and accessible places, make transport healthier, and grow the economy;
  - Better expressing how local highways meet economic and social requirements of local areas: roads for places; roads for distribution; roads for access (both rural and suburban); and roads for sustainable and active transport;
  - Defining what people can expect from the local highway network; underpinned by an outcome-based service specification and guidance for local authorities and other practitioners;
  - Reviewing regulations and legislation.
  
- b) The Government should commit to establishing a TOTEX 10-year Local Highways Fund. This fund should be additional to the current annual capital and revenue funding that local authorities receive for highway maintenance.

A 10-year additional funding settlement (i.e. over and above current funding levels) of £15bn TOTEX to address the maintenance backlog; of which:

- i. An initial £7.5bn should be allocated for the first five years, distributed to local authorities on a yearly increasing basis as a new national asset condition dataset is introduced;
- ii. A further £7.5bn should be allocated for the second five-year period, with distribution taking account of local authority performance, asset condition and road function.

The 10-year local highways fund would lead to improved efficiencies and effectiveness in the management and maintenance of the local highway network, including incentivisation to deliver wider outcomes for people and society. This would allow maintenance to facilitate active travel, supporting the decarbonisation agenda whilst improving peoples' health.

- c) Creating evidence in order to allocate a Local Highways Fund in the first five years
  - An up to date database of national condition information needs to be created for all key highway assets;
  - Techniques for collecting data need to be updated using the latest technology;

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<sup>13</sup><https://www.ciht.org.uk/knowledge-resource-centre/resources/improving-local-highways/>

- A standard measure to calculate funding required needs to be developed based on common standards of serviceability from a customer perspective.

#### Monitoring

Introduce an improved system of monitoring that gives clarity on how the local highway network is performing; including comparisons of efficiency, effectiveness and innovation in delivery

- d) Establishment of new sources of funding to support the Local Highways Fund
  - i. Improve the efficiency of how funding is allocated to local highway authorities by reducing the number of funding streams and bidding processes;
  - ii. Government to identify and develop alternative and additional sources of revenue to finance the future funding of local highways; including exploring moves to where utilities pay the real cost of reinstatement. CIHT see opportunities with pay as you go funding to address both congestion and decarbonisation.

### 3) A National Transport Strategy

Currently there is a lack of coordination of transport strategies at a spatial level across the UK. A National Transport Strategy should set a clear framework of requirements over a minimum 10-year period for all elements of our transportation networks. It should include the strategic and local highway networks, rail, aviation and ports and set out how those networks integrate with one another.

It should include a pipeline of infrastructure investment that would encourage business to invest in the resources needed to deliver in a wide range of government policy areas – equality, health, sustainability and developing a prosperous economy.

The benefits of a more coordinated strategy that covers all modes of transport are already being realised in Scotland and Wales, giving businesses the increased certainty, they need.

As part of an integrated transport strategy CIHT highlight the need to improve the links between planning and transport – too often we build first and then think about transport infrastructure afterwards. Our Better Planning, Better Transport, Better Places advice highlights how this could be done.

The creation of a vision and strategy would give a clear focus for everyone involved in (and dependent upon) transport as to how to plan and invest for the future. Without one there is a real risk of business not investing or investment being wasted in the development of approaches that are not required or that lead to outcomes that work against other policy areas.

### 4) Skills and capability

**CIHT calls for government to work with CIHT and the highways and transportation sector to produce a clear strategy for developing the workforce to deliver the governments transport strategy. This would enable the UK to be a world leader and have the opportunity to export those skills and capability internationally.**

To achieve the above outcomes - which would deliver value not only in terms of environment and climate but also health, society and the economy - will require sufficient capability at for highway and planning authorities. Both in terms of the professionals having the right knowledge and guidance but also enough capacity to apply the guidance as intended.

Currently, highway authorities and planning authorities are stretched financially, and this tends to lead to sub par developments which locks in unsustainable modes of transport.

It is challenging to promote behaviour change without providing professionals with the right capabilities to change key elements of the current processes and in the absence of an agreed shared vision.

CIHT calls for the government to work with CIHT and the highways and transportation sector to produce a clear strategy for developing the workforce to deliver the governments transport strategy. This would also enable the UK to export those skills and capability internationally.

Skills development is a key area of concern for the growth and progression of the highways and transportation industry. Industry trends show that with fewer graduates entering and an ageing current workforce, action must be taken to secure the pipeline of skilled engineers and transportation professionals for the future

The creation of a Highways Sector Council gives the opportunity for government to work with the sector through one body on this key area.

## 5) Road safety

**CIHT calls for the government to develop a long-term strategy for significantly reducing the number of people killed and injured on our roads. This will require re-introducing casualty reduction targets to drive policy and behaviour change.**

The numbers of people killed on our highways remain at around 1800 and has not reduced significantly since 2010.

The rural road network accounts for the largest amount of road fatalities and yet unlike the Strategic Road Network does not receive dedicated funding and is not formally monitored. The government has set specific targets for Highways England (HE) for a reduction of road casualties and empowered them to achieve this through dedicated funding.

HE is monitored by the Office of Rail and Road (ORR) who annually publishes how HE is doing when compared to its targets. Both the ORR and HE have spoken of how long-term funding has improved their ability to improve road safety<sup>14,15</sup>. CIHT believes a similar approach should be made possible for the local highway network.

Ongoing maintenance is an important part of road safety and the lack of resources at the local authority level for the proper management of infrastructure leads to a reduction in surface quality and may present an increased accident risk. For example, 27 per cent of the local highways network needs further investigation for skid resistance and it is estimated it would take up to 10 years to alleviate the total maintenance backlog.

The Department for Transport calculated the cost of reported and unreported road accidents to be around £38bn<sup>16</sup>. The benefit-cost-ratio for investing in road safety measures is strong

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<sup>14</sup> <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/transport-committee/road-safety/written/100187.html>

<sup>15</sup> <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/transport-committee/road-safety/written/100186.html>

<sup>16</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/834585/reported-road-casualties-annual-report-2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/834585/reported-road-casualties-annual-report-2018.pdf)



as shown by the analysis of the Safer Roads Fund scheme proposals which showed an average benefit-cost-ratio of 4.4<sup>17</sup>.

Further, investing in the local highway network, particularly the safety of it, is also a key factor in increasing active travel, as safety fears are the primary reason why people do not walk or cycle<sup>18</sup>. In CIHT's response to the consultation on cycling and walking safety we highlighted that the UK is still building environments which are hostile to cycling and walking. Fixing this will lower the amount of motor vehicle journeys taken, lower exposure to risk and improve safety outcomes.

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<sup>17</sup> <https://www.racfoundation.org/collaborations/high-risk-roads>

<sup>18</sup> <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/transport-committee/road-safety/written/100076.html>