



# The Transport Initiative



PROPOSAL FOR A SUSTAINABLE TRANSPORT SYSTEM  
IN NORWAY



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## Proposal for a Sustainable Transport System in Norway

### The Confederation of Norwegian Enterprise's Proposal for Action Plan- 9 Priority Areas and 30 Measures.

The Confederation of Norwegian Enterprise's (NHO) proposal for Action Plan is based on our transport policy document The Transport Initiative. The objective of the Transport Initiative is two-fold:

1. To increase the knowledge about the correlation between transport and corporate competitiveness.
2. To influence the authorities to adopt framework conditions for the transport policy area which will contribute to growth and value creation for the private sector throughout the country.

The NHO proposes a transport strategy in which:

- The current investment level for the trunk transport network is speeded up from 50 years to 20 years.
- The heaviest investments primarily to be implemented early in this 20-year period.

The main focus of this document is on maintenance and development of the trunk transport network and is therefore first and foremost the NHO's input in relation to the National Transport Plan (NTP) for 2010-2019, a white paper from the Norwegian government.

In a Transport Strategy for Norway, the cities and the rural districts cannot be depicted as being in opposition to one another. The cities function as the hub of corporate transports whereas the districts are needed to preserve the settlement pattern in Norway. The Transport Strategy should therefore have a two-dimensional aim:

1. To reduce bottlenecks and accessibility problems in the cities and to prevent problems linked to centralisation.
2. To provide increased access to the districts and counteract centralisation/relieve the city regions.

#### 1. NEW ORGANISATION TO ENSURE BETTER COORDINATION

For a long time, transport planning in Norway has been characterised by sectoral thinking. Therefore, there is currently a need for increased and better coordination between authorities. The National Transport Plan reveals a willingness to increase coordination between authorities. However it is important that this coordination becomes real and that it is implemented both nationally and regionally. A measure which does not cost much is better organisation of the public government agencies. This will again result in better coordination and comprehensive solutions to be implemented which will yield significant benefits for the transport system users.

We propose the following measures:

1. Improve the coordination between Avinor, the Public Roads Administration, the Norwegian National Rail Administration, the Norwegian Coastal Administration, municipal harbour enterprises and the planning and regulation authorities in relation to the planning and implementation of transport measures.
2. Assign the responsibility for harbour planning to the Ministry of Transport and Communications to ensure better coordination between intermodal logistics intersections, including rational design of terminals, good land-use planning and efficient road and railroad connections.
3. Strengthen the Norwegian National Rail Administration's planning competence through recruitment and the establishment of a separate planning section based on a model used by the Public Roads Administration.
4. Establish a separate unite directly under the Ministry of Transport and Communications whose task will be to coordinate the sector plans and to ensure a coordinated national transport strategy.

#### 2. INCREASED INVESTMENTS IN THE TRUNK TRANSPORT NETWORK

The authorities must facilitate for a transportsystem which will lay down the basis for continued sustainable economic growth in Norway. The reports on the trunk transport networks for roads and railroads indicate an increase in investments compared to earlier planning periods. At the same time it is evident from the reports that the investment lift primarily will be spent on attempts to remedy the investment lag and upgrading the transport network to a minimum standard.

The overall investment requirements for the trunk transport network equal approximately NOK 400 billion. Based on the current investment framework, it will take at least 50 years to implement the measures presented by Avinor, the Public Roads Administration, the Norwegian National Rail Administration, the Norwegian Coastal Administration – something which gives us a clear indication of the need to speed up investments in the transport sector. Speeding up the investment rate for the trunk transport network including investments in railroad measures while ensuring rail and trunk road access to all major ports would contribute to increased predictability for contractors and provide opportunities for increasing the development capacity in Norway.

We propose the following measures:

1. Implement the measures relating to the trunk transport network proposed by the transport authorities within the next 20 years.

### 3. TRUNK ROADS AND SUPPLY ROADS - A KEY PRIORITY AREA

The trunk roads are the aorta of the transport system in Norway, linking together different parts and different regions of this country and providing a gateway to Europe and the outside world. The trunk roads are also very significant for heavy cargo transport and the regions need them to maintain their population and thus supply the private sector with qualified labour.

The Public Road Administration recommends a strategy for the upcoming NTP period which gives priority to upgrading roads of poor quality to a minimum standard. This is in effect a strategy which gives priority to low traffic roads over major trunk road measures with documented socioeconomic benefits and positive regional effects. The private sector holds the opinion that it is necessary to give priority to trunk road measures.

An increased effort in relation to better roads and public transport linking together towns and cities with their adjoining suburbs and surrounding areas are required in order for the regions to maintain their population and thus supply the private sector with qualified labour.

Several aspects influence the transport needs of Norwegian enterprises, such as whether they produce goods or services, whether the transport in question involves transportation to households, businesses or other. Different sectors have different transport needs. A better link between infrastructure planning and regional development planning would in the end improve corporate competitiveness.

We propose the following measures:

1. Implement the Public Roads Administration's strategy with regard to prioritisation of important roads for the upcoming NTP period, c.f. figure 1:
  - a) This includes E18, E6, E39 and Rv7/52.
  - b) In addition E136 between Ålesund and Dombås, E134 across Haukeli, Rv3 through Østerdalen (continuing



Figure 1 NHO's recommendations for the trunk road network (motorway).

the effort to broaden its road width) due to the importance this has for the long distance transportation of goods.

2. Improve the link between infrastructure planning and the private sector's transportation needs.
3. Work actively for better roads and better public transport which serves to connect suburbs and the greater areas surrounding towns and cities to the city centres.

### 4. INCREASED INVESTMENTS MUST BE FOLLOWED BY MAINTENANCE BUDGETS

The maintenance requirements for newly constructed roads are lower than for older roads. Investments in new road projects would therefore reduce the maintenance requirements per metre of road. At the same time, there is currently a major maintenance lag in relation to roads. A required raising of the standard for the existing neglected trunk network must therefore not have a negative impact on the

establishment of new road connections in the trunk road network.

We propose the following measures:

1. Give priority to both new investments and maintenance of the trunk road network. Do not view the two as being in opposition to one another.

## 5. INCREASED PRIORITY TO RAILWAY- FREIGHT TRANSPORT ON LONGER STRETCHES AND PASSENGER TRAFFIC IN THE CITIES

In order to achieve a significant transfer of freight traffic from roads to rail, it is absolutely vital to prioritise measures designed to increase the predictability for rail freight transport. Using the railroad to transport goods is first and foremost competitive on longer railroad stretches. This indicates that the authorities should give priority to ensuring increased capacity and delivery speed for the longer railroad stretches with a far clearer prioritisation of goods transport, and especially measures designed to increase punctuality. The Norwegian National Rail Administration's freight transport strategy has received a far too minimal degree of follow-up in the form of concrete measures.

The NHO supports the Norwegian National Rail Administration's recommended strategy on the prioritisation of passenger transport by rail for the areas surrounding the major cities. The measures should be implemented within the next 20 years. Measures such as the gathering of land intensive industry and residential buildings in the areas close to the stations and further insuring ample park -and-ride facilities would strengthen the railroad's market base and competitiveness.

We propose the following measures:

1. Implement the Norwegian National Rail Administration's recommended measures within the next 20 years, c.f. figure 2.
2. Gather land-intensive commercial and residential buildings in the areas close to the stations, while insuring ample park -and-ride facilities.
3. Improve the freight capacity within infrastructure.
4. Give freight transport increased priority and allow some stretches to operate freight transport only.
5. Implement the following concrete infrastructure measures in addition to the measures proposed by the Norwegian National Rail Administration, c.f. figure 2:
  - a. New and extended crossover tracks between Kristiansand and Ganddal (the western part of the Sørland line).
  - b. More crossover tracks on the railroad stretch between Roa-Voss and prioritisation of freight transport on the local stretch between Bergen-Voss (the Bergen Line and the lower part of the Gjøvik Line).
  - c. Give priority to freight transport on the stretch between Lillestrøm-Kløfta, expansion of the crossover track at Frogner, extending Molykkja and Strand lykkja, bottleneck improvements on the stretch between Hamar and Eidsvoll, a crossover track at the Dovre Plateau. (The Main Line and the Dovre Line).

- d. Speed up the remote control project and lay two extra crossover tracks in Dunderlandsdalen and Saltfjellet (the Nordland Line).
  - e. Track extension to Lillestrøm and capacity increase at Årnes (the Kongsvinger Line).
  - f. Ensure high quality and better predictability for the Arctic Rail Express (The ARE Train).
  - g. Reduce the number of bottlenecks in several places along the railroad stretch between Alnabru and Halden (the Østfold Line.)
6. Give increased priority to passenger transport by rail in the areas surrounding major cities.
  7. Give increased priority to and facilitate for the use of buses in areas with a low traffic base.

## 6. DEVELOPMENT OF A COORDINATED TRANSPORT NETWORK WITH INTERMODAL LOGISTICS INTERSECTIONS

Global and local environmental challenges require efficient and comprehensive transport solutions. A lack of coordination of the infrastructure planning relating to roads, rail and ports contributes to poor and costly transport solutions. Both the authorities and the private sector constantly have a desire to transfer freight transport from roads to sea and rail through efforts such as the facilitation of an intermodal transport system. This requires increased coordination and investments in logistics intersections.

A comprehensive implementation of measure will increase the efficiency of the logistics intersections and reduce costs for the private sector. The Stavanger area is a good example where conditions are ideal for an effective coordination of the four transport sectors. E39, Risvika Harbour, Ganddal Goods Terminal and Sola Airport are all situated within a geographical area of a few kilometres. A strategic effort to integrate these could mean a considerable effectivisation of the transport infrastructure for the entire region.

It is vital for the development of national logistics intersections that important ports and harbours are connected to the trunk road and railroad

networks. The transport authorities propose that harbours and ports that are part of the trunk network shall have trunk road access of adequate standard by the end of the current NTP period. However, the proposal does not include development of new or improvement of existing connections between the railroads and the ports/harbours.

The EU Project Motorway of the Sea has an objective to strengthen sea transport and to transfer freight transport from roads to sea and intermodal transport. As part of this project, the EU grants 30 pct in financial support to the development of ports/harbours and supply roads/railroad lines for the development of functional logistics intersections. One of the prerequisites for this project is that it is possible to demonstrate that freight transport is being transferred from road to rail.

A corresponding support to Norwegian infrastructure and logistics intersections as provided by the EU to its Member States through the Motorways of the Sea Programme is important to prevent distortion of competition.

We propose the following measures:

1. Give priority to the following logistics intersections:

- a. Oslo/Alnabru goods terminal,
- b. Drammen,
- c. Gardermoen,
- d. Kristiansand,
- e. Stavanger,
- f. Bergen,
- g. Trondheim/Trøndelag Goods Terminal,
- h. Åndalsnes,
- i. Bodø,
- j. Narvik.

2. Ensure good trunk road and railroad access for logistics intersections.

3. Establish corresponding support schemes in Norway as that established by the EU as part of its Motorways of the Sea Programme.

4. Include a separate entry in the State Budget relating to the allocations for logistics intersections. Under this item, funding for investments in road and railroad connections as well as harbour and goods terminal facilities may be coordinated and allocated.

## 7. FURTHER DEVELOPMENT OF THE REGIONAL AIRPORT STRUCTURE AND TRANSIT SERVICES

Aviation constitutes a key means in order to reduce the dilemma related to great distances in Norway. Norway currently has a well developed aviation system with a nationwide flight and airport network. Oslo Airport (OSL) Gardemoen is of great significance for the entire country. The capacity at our main airport provides guidelines for the overall offer of scheduled flights in Norway.

We propose the following measures:

1. Secure land areas for development of a third runway at Gardemoen, so that OSL is prepared to handle future growth and ensure a robust offer of scheduled flights.



Figure 2 Development of the Railroad Network - NHO's supplementary proposal.

2. Develop better transit services for the airports in Stavanger, Bergen and Trondheim.

3. Preserve the regional airport structure, but keep an open mind in relation to a consolidation of airports into a system of fewer airports if road and rail networks provide better accessibility for regions.

## 8. STRENGTHEN THE ROBUSTNESS OF CITIES - COMPREHENSIVE AND COORDINATED PUBLIC TRANSPORT SERVICES

The NHO would underline the need for coordinated planning of the transport systems in the major cities in which the role of public transport is being viewed interconnectively in relation to both the environment and accessibility.

Prioritising public transport and development of rail networks in the cities would yield several benefits for the private sector resulting in an extension of both the labour market regions and the residential regions and improved access to competence. Furthermore, the region's accessibility with regard to goods transport will be improved. Development of the railroad network would also ensure increased capacity for freight transport by rail. This would also ensure increased flexibility, providing more alternatives to transport by car or truck.

We propose the following measures:

1. Establish a committed cooperation relating to the development of transport system in and around major cities.
2. Use the experience gained from the transport plan developed for the urban area of Northern Jæren and Oslo Package 3 as a basis for similar cooperation projects in other major cities.
3. Go for environmentally-friendly buses which will yield short term benefits in the form of increased public transport services.

## 9 NEW FINANCING SOLUTIONS DESIGNED TO SPEED UP AND ENSURE A RATIONAL IMPLEMENTATION OF INVESTMENT PLANS

Speeding up the investment plans to 20 years combined with a doubling of the annual framework plan for the transport sector would constitute sound petroleum revenue spending. The development of large inland facilities within the petroleum sector implies that the Norwegian economy has a higher tolerance limit than many thought. Since many major construction projects currently are being phased out at the same time as Norway experiences major participation from foreign actors, available capacity is expected within the construction industry. There should therefore be room for increased allocations to profitable transport projects.

Economic models often regard the building industry and the construction industry as one and the same market when in reality there are major differences between the two. Differentiating between the two sectors would provide a better decision-making basis in relation to investments in transport measures.

Experience from other countries relating to the use of alternative financing solutions for the implementation of major infrastructure measures indicate great budgetary savings, more rapid implementation and a commitment with regard to maintenance. The EU Member States are encouraged to establish different forms of project financing to ensure the quickest possible completion of the trans-European transport corridors which is being regarded as vital in order to ensure Europe's competitiveness. Norway should participate actively in this effort.

Road pricing constitutes an important environmental measure and a good basis for financing of transport measures. A prerequisite for road pricing in connection with intercity



Figur 3 Intermodal logistics intersections which should be given priority.

car travel is the development of good alternatives, such as public transport solutions and well developed walking and cycling paths.

We propose the following measures:

1. Employ road pricing as a traffic regulating means while ensuring the development of adequate public transportation services at the same time.
2. Facilitate for more committed and predictable financing solutions which ensures an escalation and implementation of long-term infrastructure measures, such as for instance private-public cooperation.
3. Participate actively in the effort relating to the development of the trans-European transport corridors.
4. Differentiate between the building industry and the construction industry in public statistics and economic models.

