



NORWEGIAN MINISTRY
OF TRANSPORT AND COMMUNICATIONS

National Transport Plan 2010–2019

English version



Photo credits

Page 3 Photo: Svein Erik Dahl, Samfoto

Page 10 Photo: Bjarne Nygård, Samfoto

Page 12 Photo: Statens vegvesen

Page 13 Photo: Trym Ivar Bergsmo, Samfoto

Page 14 Photo: Carl-Viggo Hølmebakk/Statens vegvesen

Page 15 Photo: Rune Fossum

Page 16 Photo: Veolia Miljø AS

Page 18 Photo: ScandinavianStockPhoto

Page 19 Photo: Mimsy Møller, Samfoto



NORWEGIAN MINISTRY
OF TRANSPORT AND COMMUNICATIONS

National Transport Plan 2010–2019

English version



Foreword

In spring 2009, the Government presented the National Transport Plan 2010–2019, the content of which has been generally accepted by the Storting (Norwegian parliament).

The National Transport Plan deals with something so simple and so complex as how we intend to develop the transport infrastructure in Norway over the next ten years. It is about making everyday life easier; about sustainable development; making society more inclusive and universally accessible; and strengthening the competitiveness of Norwegian commerce and industry.

The Government wants to include the entire country in the transport policy. We want to exploit our natural resources. We want to create new jobs. We want to give people the freedom to choose where they want to live. We want to provide the basis for improved welfare. We want strong local communities in rural and urban areas. All this requires the modernisation of roads, rail, civil aviation and the maritime infrastructure along the coast.

Ever since we took office in 2005 we have strengthened investment in the transport sector, because this is vital for improving Norway's long-term productive capacity. The National Transport Plan 2010–2019 signals an increase of 45 per cent of the allocations compared to the previous plan.

The change in pace inherent in our transport policy means that the substantial increase planned by the Government in the next ten years comes on top of an already historically high level of investment. I am proud of what we have achieved and firmly believe that over time we must invest much more in our infrastructure than in the previous decades. This is precisely the intention of the National Transport Plan.

A handwritten signature in black ink that reads "Anu Sique Navarsete".

Minister of Transport and Communications

Norway – facts

Population: 4 799 252 inhabitants as of 1st of January 2009

Inhabitants per sq. km. land area: 16

Population growth rate (2008): 1.3 per cent

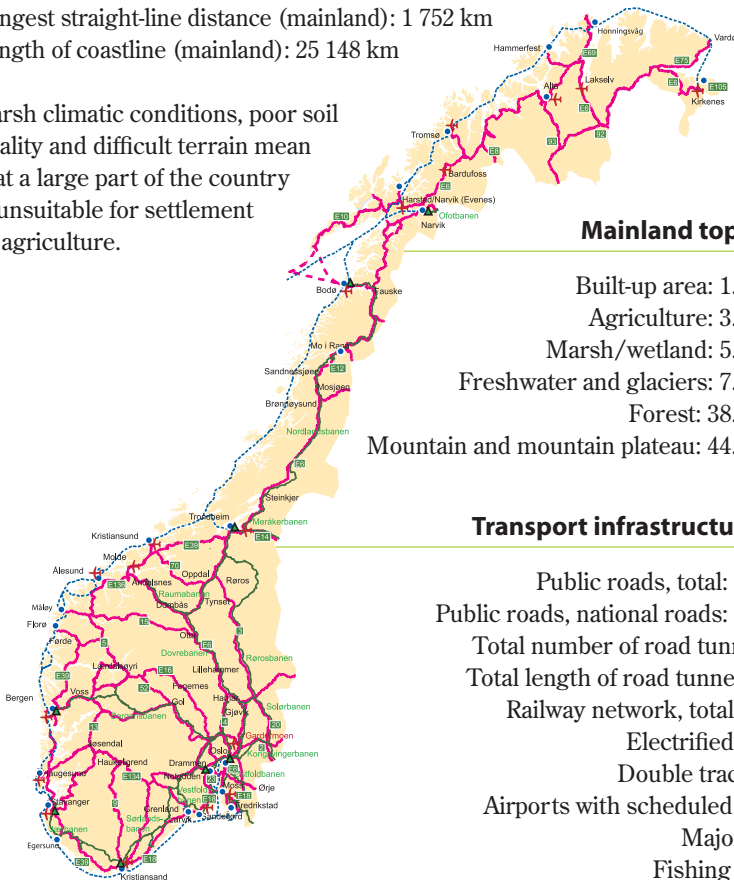
Norway has the lowest population density in Europe after Iceland. However, almost 80 per cent of the population live in urban areas, where the population density is 1 595 per sq. km.

Area (mainland): 323 802 sq. km.

Longest straight-line distance (mainland): 1 752 km

Length of coastline (mainland): 25 148 km

Harsh climatic conditions, poor soil quality and difficult terrain mean that a large part of the country is unsuitable for settlement or agriculture.



Mainland topography

Built-up area: 1.4 per cent

Agriculture: 3.2 per cent

Marsh/wetland: 5.8 per cent

Freshwater and glaciers: 7.0 per cent

Forest: 38.2 per cent

Mountain and mountain plateau: 44.4 per cent

Transport infrastructure (2007)

Public roads, total: 92 869 km

Public roads, national roads: 27 328 km

Total number of road tunnels: 1 000

Total length of road tunnels: 800 km

Railway network, total: 4 114 km

Electrified: 2 552 km

Double track: 227 km

Airports with scheduled flights: 52

Major ports: 60

Fishing ports: 750

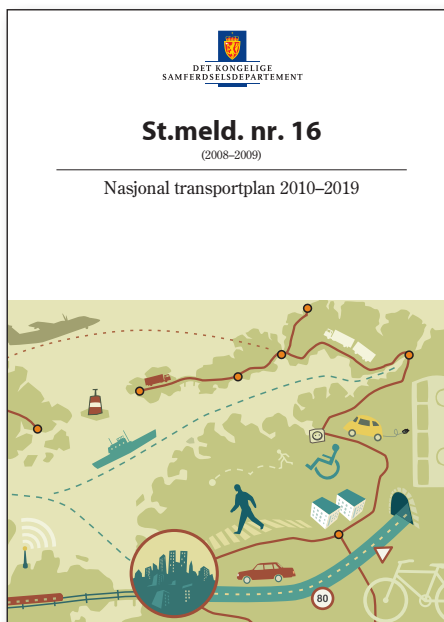
The National Transport Plan

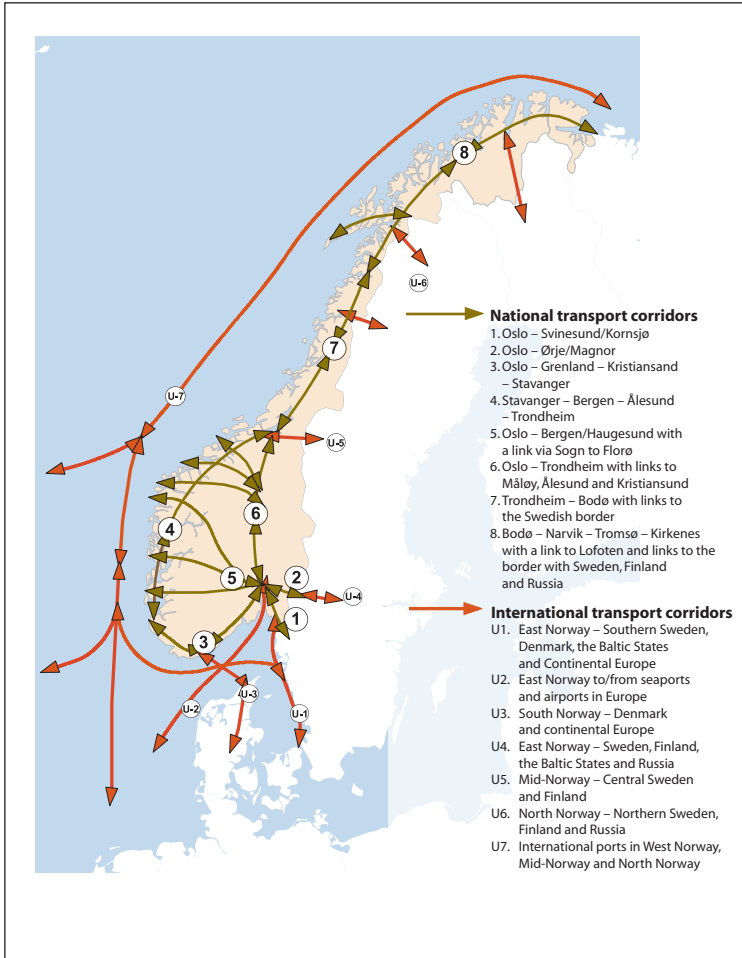
The National Transport Plan is produced every four years and elaborates on how the Government intends to prioritise resources within the transport sector over the next ten years. The National Transport Plan also addresses other important policy issues.

The aim of the National Transport Plan is to provide a super ordinate and technical basis on which to make decisions. The National Transport Plan shall also ensure an effective use of resources and strengthen the interaction between the various modes of transport.

Investment schemes are implemented within defined national and international transport corridors (see figure next page). Eight national corridors have been defined.

Due to Norway's extensive foreign trade (import and export) it is important to have good links between the national corridors to other countries. We have therefore defined seven international transport corridors that reflect the distribution of international transport to and from Norway and connections to the national corridors.





National and international transport corridors

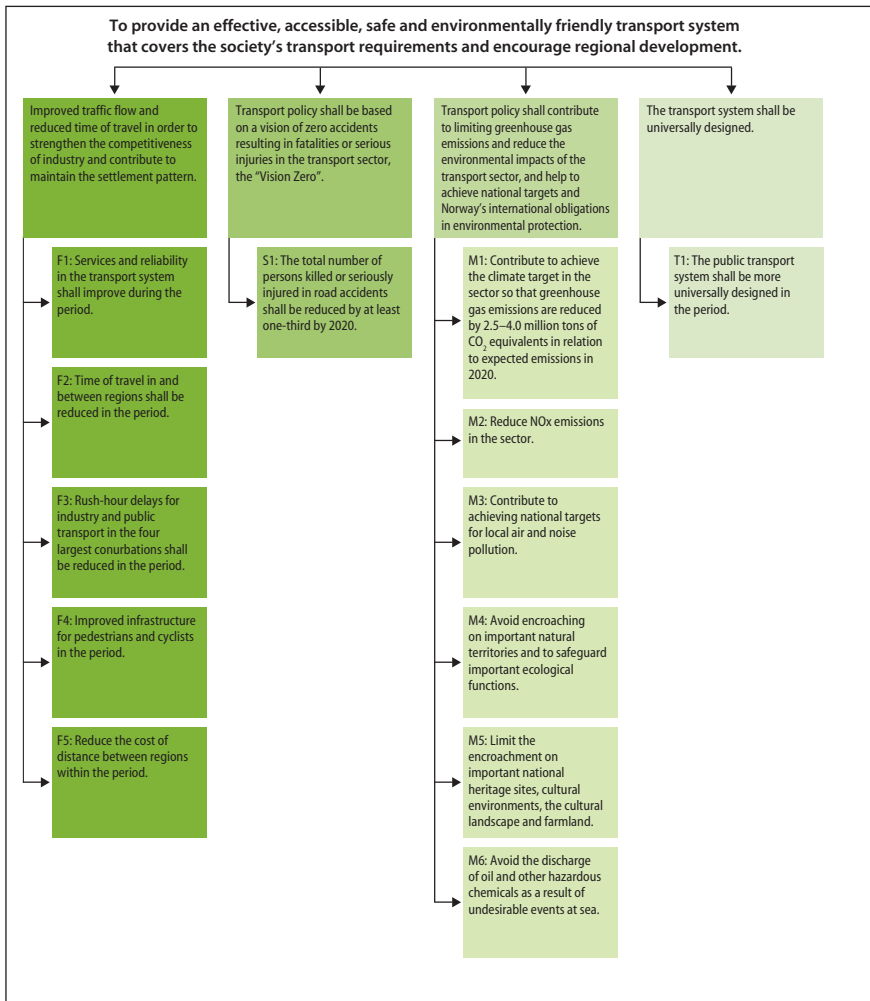
Transport policy objectives

The Government aims to provide an effective, universally accessible, safe and environmentally friendly transport system that covers the Norwegian society's transport requirements and advances regional development.

The transport authorities are not exclusively responsible for policy instruments in the transport sector. Other important policy instruments such as land-use policy

and taxation and traffic control are owned by other authoritative bodies. One of the main tasks of the transport authorities is to get the relevant players to assist with their policy instruments in an effort to achieve the overall goals set for the transport sector.

The Government has adopted the following structure of objectives for the National Transport Plan:



The most important areas for potential improvement

The greatest potential in the Norwegian transport system is found in:

- improving standards in the infrastructure
- reducing the number of fatalities and serious injuries in road accidents
- a public transport system that is suitable for all users
- better accessibility and reliability
- reducing climate and environmental impact
- reducing the risk of ice and rockslides on large parts of the road and rail network
- improving safety and navigability for shipping in Norwegian waters
- improving efficiency in ports

A better infrastructure

The Government has increased the economic framework in the new National Transport Plan considerably, and for the entire ten-year period is set at NOK 322 billion (approx. EUR 40 billion). This includes investments in the infrastructure and allocations for operation and maintenance. This is NOK 100 billion (approx. EUR 12.5 billion) more than the previous plan, representing an increase of 45 per cent.

Sector allocations have increased as follows (annual average):

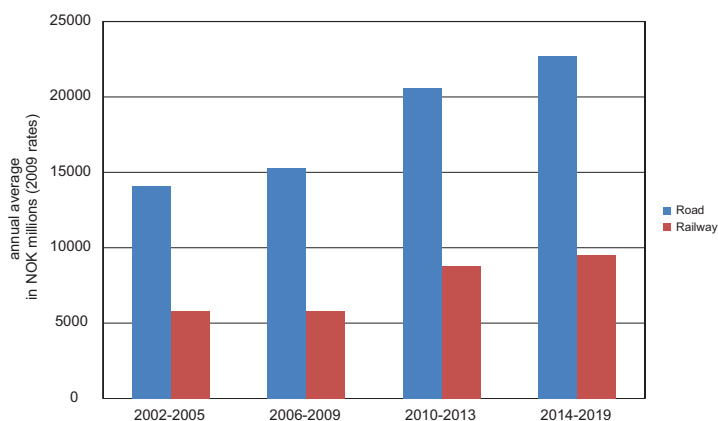
- Roads, 39 per cent (NOK 6.2 billion/EUR 0.78 billion)
- Railways, 58 per cent (NOK 3.4 billion/EUR 0.43 billion)
- Ports/harbours and navigation, 77 per cent (NOK 0.5 billion/EUR 0.06 billion)



These funds will be allocated over the annual budget, and within a feasible economic framework.

The Government will also continue the practice of approving the use of road tolls for developing the infrastructure and operating the public transport system. This will be conditional to local approval for such schemes. Road tolls can generate as much as NOK 60 billion (EUR 7.5 billion) in addition to State expenditure.

The figure below shows the level of planned investments in roads and railways.



Regional reform

With effect from 1st of January 2010 a regional reform will be implemented involving the redistribution of administrative responsibility. For the transport sector, this means inter alia that administrative responsibility for more than half of what are today classified as national highways will be transferred to the county municipal authorities.

Subsequently, the county municipal authorities will be the new major road owner in Norway, with administrative responsibility for a road network consisting of around 44 000 km of national highway. The State road network will amount to roughly 10 000 km. At the same time, the county municipal authorities will also take over administrative responsibility for 77 national ferry connections.

To fulfil this task, the county municipal authorities will be allocated the same amount of funding that the State used for this purpose in 2009, plus an additional NOK 1.5 billion (EUR 0.19 billion).

The most important priorities

- Improving maintenance of the existing infrastructure
- Greater focus on major highway investments
- A new interest benefit scheme for counties (regional level)
- Considerable focus on major railway investments, particularly in the Oslo region
- More passing loops and increased rail terminal capacity, so that the freight train capacity can be doubled
- Road links to key ports and harbours and other important communication points
- Anti-rockslide/landslip measures
- More ferry capacity and improved services
- Safer roads, including central barriers, footpaths and cycle paths, and schemes based of the principle of universal design
- Modernisation of maritime traffic centres
- New vessels for the Norwegian Coastal Administration
- Various improvement schemes for fairways and fishing ports
- Abolishment of coastal fees and annual fee for port security

Effects of prioritisation

What the Government expects from the planned measures:

- Shorter travel times on the national road network
- Better operational stability for goods and passenger trains
- Improved road safety
- Improved safety at sea
- Ports can to a large extent develop as intermodal connection points
- Better conditions for pedestrians and cyclists
- To achieve environmental targets for the transport sector
- A universally designed and more accessible transport system

For a more detailed overview over expected results from the investment program, see page 19.



A safe transport system

The Government has a vision of zero fatalities or serious injuries on the roads, the “Vision Zero”. This is a long-term goal, and in the National Transport Plan the aim will be to reduce by 2020 the number of fatalities or serious injuries by at least a third, compared with 2005–2008. This represents roughly the same reduction in the next ten years as in the previous twenty years.

This will be ensured through an increased investment in targeted measures and close to a 50 per cent increase in the length of four-lane roads.

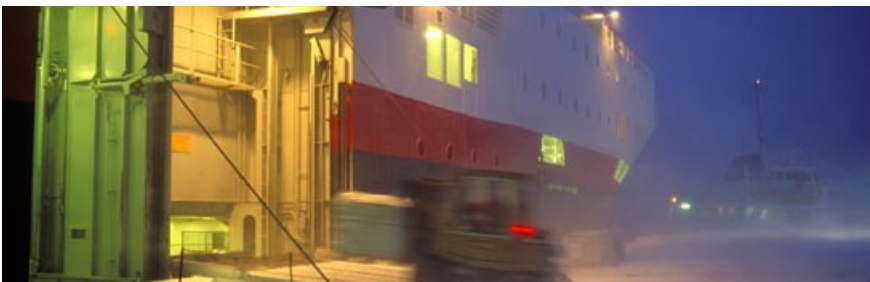
New technology (intelligent transport systems, ITS) in traffic control and the road system will also help reduce the number of road accidents, and the Government aims to utilise this potential.

A better transport system nationwide

The Government want to include the entire country in the transport policy and endeavour to maintain the settlement patterns. The aim is to establish well-functioning and robust labour market regions. The Government will emphasize a stronger policy differentiation between urban areas and less densified areas. In the cities and commuter belts, the main investment will be in good public transport solutions and reliable train services in order to reduce travel times. In other areas, the focus will be on increasing investment in roads.

The Government will improve communications for commerce and industry by developing the infrastructure and ensuring better stability in the transport system.

This shall be achieved by giving more attention to operations and maintenance as well as new development projects.





National Tourist Routes

To strengthen regional industry and commerce and rural settlements, many of the more scenic routes will be developed as National Tourist Routes. This will be marketed as a general tourist product from 2012, in line with the Government's tourism strategy, "Verdifulle opplevingar" [Memorable Experiences].

This means that motoring tourists and travellers by coach will be able to experience the magnificent Norwegian landscape and commanding views from architecturally designed roadside picnic spots and lookout points.

Strategy for freight transport

Long distances to the markets mean that Norwegian companies have higher transport and logistic costs than companies in other countries with which they can naturally be compared. In some cases, transport costs are almost double the European average.

Although it is impossible to eliminate the distance factor that disadvantages companies in Norway, the Government will make conditions favourable in order to even out the cost differentials and thus support sustainable industry throughout the country.

The total cost for goods transport in Norway (excluding the transport of crude oil and gas) is on average 6.9 per cent of the turnover of the suppliers, including building and construction.

Almost 55 per cent of transport costs involve road transport, including national ferry services. Three quarters of these costs are related to transport inside Norway. Sea transport constitutes roughly a third of total transport costs; almost 93 per cent of these costs involve freight charges to and from Norway. Freight by rail constitutes around 10 per cent of total transport costs.

The Government aims to strengthen the competitiveness of commerce and industry through a long-term policy of improving accessibility, reducing costs per kilometre and rational competition between the various transport modes.

Since the demand for transport will probably increase in the years ahead, the strategy in this area will be focused on the following main elements:

- Making each transport mode more efficient
- Better exploitation of advantages in the various modes of transport
- Working for a modal shift from road to rail and sea transport
- Arrange for intermodal and combined modes of transport.

The substantial increase in funds for the development, operation and maintenance of roads, rail, maritime and other infrastructure is the most important element in the Government's strategy for the transportation of goods. Other elements include:

- Tolls, taxes and other means of financing
- Updating regulations
- New forms of cooperation and organisation
- ITS and new transport technology
- Expertise and knowledge through R&D programmes and projects





Pilot project for road trains

In June 2008, the Government implemented a pilot project for the use of road trains (up to 25.25 m in length) on Norwegian roads. Vehicles of this dimension can make road transport more efficient and more environmentally friendly. The use of longer heavy goods vehicles in Sweden and Finland has shown that the transport industry can get by with considerably fewer vehicles. The Government will evaluate the results of the pilot project before deciding on permanently changing the regulations relating to the weight and dimension of heavy goods vehicles. The development in Europe will also be monitored closely with a view to harmonisation, primarily for transport between the Nordic countries.

A sustainable transport system

In 2007, the transport sector was responsible for approximately 25 per cent of Norway's total greenhouse gas emissions. The last decades have shown a substantial increase in emissions from the sector, and the Government's goal is that existing and new measures in the transport sector will result in a reduction in emissions between 2.5 and 4.0 million tons CO₂ equivalents in relation to expected emissions in 2020.

The Government places great emphasis on limiting the negative impacts of transport on the environment. The Government's transport policy shall contribute to reduce the damage to the environment caused by the transport sector, and contribute to achieve national targets and Norway's international obligations in this area.

The Government will achieve this by:

- ensuring that a CO₂ tax on fuel as a minimum corresponds with the price of international emission quotas
- encouraging the use of sea transport when this is an environmentally friendly alternative
- investing in the railways and by this give an incentive to reduce the use of private vehicles and move more freight from the roads to the rail.
- doubling the allocation of funds in the first four-year period to the reward scheme for improving public transport and reducing the use of private vehicles. These funds are reserved for urban areas that sign agreements with the State for implementing schemes aimed at reducing the use of private vehicles on the roads. The increase comes in addition to a doubling of the arrangement in 2009.
- contributing to a more environmentally friendly urban development with attention to the land use planning in connection with the reward scheme and the city package processes
- increasing investment in research and development;
- stimulating the entering of low and zero emissions vehicles; and
- working for an effective international regulation of greenhouse gas emissions from civil aviation and shipping.

In the National Transport Plan, the Government introduces important measures for reducing greenhouse gas emissions. Key elements include investment in railway infrastructure, measures to stimulate maritime transport, and schemes for pedestrians, cyclists and public transport. The measures will be particularly effective if local and regional authorities follow up with more effective land use planning and restrictions on private vehicles. More energy efficient vehicles and aircrafts, economic measures that result in quicker introduction of low and zero emission vehicles, and changes in user-behavior, will be essential in reducing greenhouse gas emissions from the transport sector.

Measures presented by the Government in the National Transport Plan and in other contexts may be sufficient for the transport sector to meet the emission reduction targets, given that local and regional authorities introduce effective measures as well. The greatest uncertainty is how quickly new technology will be phased in. Climate gas emissions have the same harmful effect regardless of their source, while other environmental problems caused by transport are far more noticeable in the conurbations than in more sparsely populated areas. Congestion and land shortage are particularly urban issues. Travel time measurements in the four largest cities show that rush-hour delays are worsening and that the rush-hour period is getting longer. Poor traffic flow is costly for industry, motorists and public transport users. In the cities, less use of private vehicles and a more

environmentally friendly variety of transport modes will provide benefits far beyond the achievement of less emission of climate gases. There is a great potential for creating a well-functioning public transport system and schemes for pedestrians and cyclists. This requires a different and more rigorous application of targeted measures in urban areas. The Government aims to stimulate regional and municipal authorities to implement schemes that restrict the use of private vehicles and encourage the use of environmental modes of transport. Before restrictive measures can be applied, it is necessary to establish a good public transport system.



More traffic, higher speeds and the development of new infrastructure will also encroach on agricultural land and vital natural habitats. Our approach to these challenges will be of great significance for future generations. The Government therefore prioritises stronger focus particularly in these areas. Nevertheless, the implementation of such an extensive investment programme, with its benefits of improved road safety and better traffic flow, is not entirely possible without encroaching on natural territories and agricultural land. Therefore every effort will be made to limit and compensate for such encroachment in each individual project.

Public transport strategy

With the exception of the railways, the responsibility for public transport primarily lies with the regional authorities.

The main elements of the Government's public transport strategy are:

- stronger focus on land use planning that reduces the need for private vehicles
- major development of the railway infrastructure around Oslo, Stavanger, Bergen and Trondheim
- increased seating capacity and improved services in local train traffic
- better passenger rights for public transport users
- support local initiatives on congestion charges and parking restrictions
- stepping up of grants for schemes aimed at encouraging people to use public transport facilities
- supporting for and prioritising public transport in cooperation with local authorities
- investing in information technology for better traffic management
- more investment in traffic control centres and cooperation with the police and local authorities for monitoring and directing traffic flows
- increasing the share of public transport servicing the main airports
- extending the pilot project for improving public transport services in regional areas
- encouraging and arranging for a coordination of public transport procurement in the regions
- continuing the work with developing a national travel planner and administration of a universal electronic ticketing system





Strategy for cyclists

The Government aims to increase the share of bicycling in the transport system from 4–5 per cent today to 8 per cent during the period covered by the National Transport Plan.

The Norwegian Public Roads Administration shall therefore endeavour to ensure that 50 per cent of all towns with more than 5,000 inhabitants have a plan for an interconnected network of bicycle paths by 2010. Around 100 towns fall into this category in Norway today.

In addition, the Government will give pedestrians and cyclists high priority, and has already budgeted for the establishment of 500 km of new footpaths and bicycle paths.

Transport for all – universal design

The Government will provide the means for developing a transport system that as far as possible can be used by all, without the need for adjustments or special facilities. Universal design is important for social inclusion and participation, regardless of functional disabilities.

In order to achieve this, all new infrastructure shall be designed according to the principle of universal design. In addition, there is also a substantial requirement for upgrading existing stations and transport modes.

Universal design will be an integral part of all plans for upgrading and developing transport infrastructure built under State supervision. This will be challenging, and a fully universally designed public transport system will be developed gradually.

Transport to and from Norway

On account of a substantial increase in international traffic, a converging Nordic and European market and a demand for more environment friendly transport, prioritising and coordination needs to be at an international level. The Government therefore emphasises the need to actively participate and cooperate in the building of a cross-border infrastructure, at both a European and regional level.

The guidelines for the Trans-European Transport Network (TEN-T programme) are incorporated in the EEA Agreement, but without any financial commitments for Norway.



The High North Strategy and the National Transport Plan

The seas north of the Norwegian and Russian mainland contain considerable fossil fuel and renewable fisheries resources. They have a huge economic potential which, if managed properly, will have great significance.

The High North Strategy is a governmental strategy for sustainable growth and economic development and addresses following issues:

- Petroleum
- Fisheries
- Knowledge
- Infrastructure

To develop the potential and possibilities in this region the transport infrastructure has to be improved. National Transport Plan is following up the High North strategy with three strategic priorities:

- North-South bound network, the back bone connecting the country together
- East-West bound trans border connections, connections with Sweden, Finland and Russia
- A strategic study on future needs for infrastructure

About the investment programme

The National Transport Plan 2010–2019 represents the greatest promotion for building a fully integrated transport infrastructure in modern times.

The total economic frame for State investments in national roads, railways and the maritime infrastructure for 2010–2019 is approximately NOK 128 billion (EUR 16 billion). Including estimated revenues of NOK 60 billion (EUR 7.5 billion) from tolls, the total frame could be in the region of NOK 187 billion (EUR 23.4 billion).

In addition to major investment projects, the Government will also prioritise investments in securing roads and railways against ice and rockslides.

The substantial increase in investment in the railways will primarily be earmarked for improving the infrastructures serving the major cities, as well as InterCity services in East Norway, which represents the biggest single commuter market in Norway.

In terms of road transport, the Government will prioritise investments in the regions. This will happen partly in the form of substantial investments in major projects, but also with considerable focus on safeguarding against rockslides, as well as minor, targeted investment schemes.

Substantial amounts will also be invested in the main corridors to and from East Norway, as well as the maritime infrastructure.

Investment in the road transport sector will result in:

- 350 km of national roads being upgraded
- 230 km of national roads being converted to four-lane roads
- 80 km of national roads being secured against ice and rockslides
- the construction of around 500 km of new footpaths and cycle paths
- 750 km of national roads being fitted with central barriers and other traffic safety improvements
- 1,500–2,000 of a total 6,500 bus stops along the national road network being upgraded to the required standard for universal design
- the commissioning of 80 km of new bus lanes on the national road network

Investment in the railway sector will result in:

- the construction of 45 new passing loops
- the laying of 144 km of new track, of which 116 km will be double track
- significant reductions in travel times for InterCity services

Investment in the maritime sector will result in:

- improved safety and navigability for sea transport through 42 fairway projects
- stronger commercial activity along the coast through improvements to 20 fishing ports

Exchange rate 1 EUR = 8 NOK



Major investments on national roads Northern Norway 2010–2019



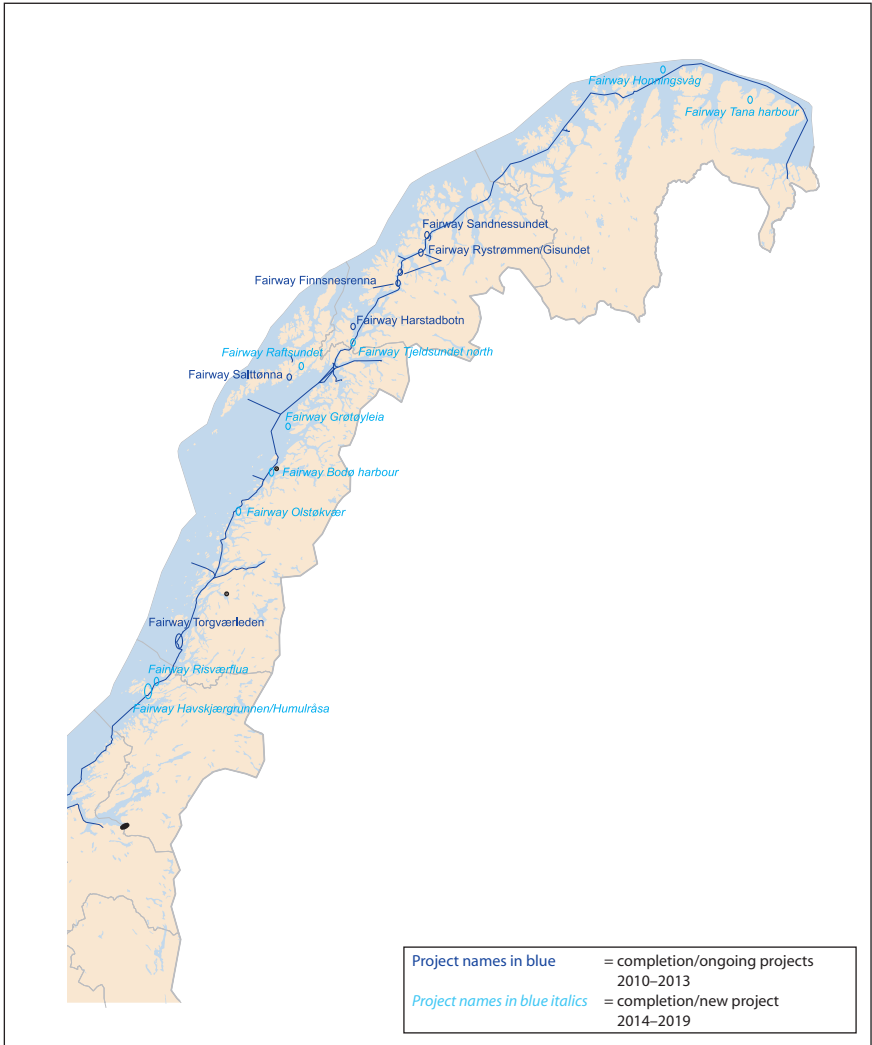
Major investments on national roads Southern Norway 2010–2019



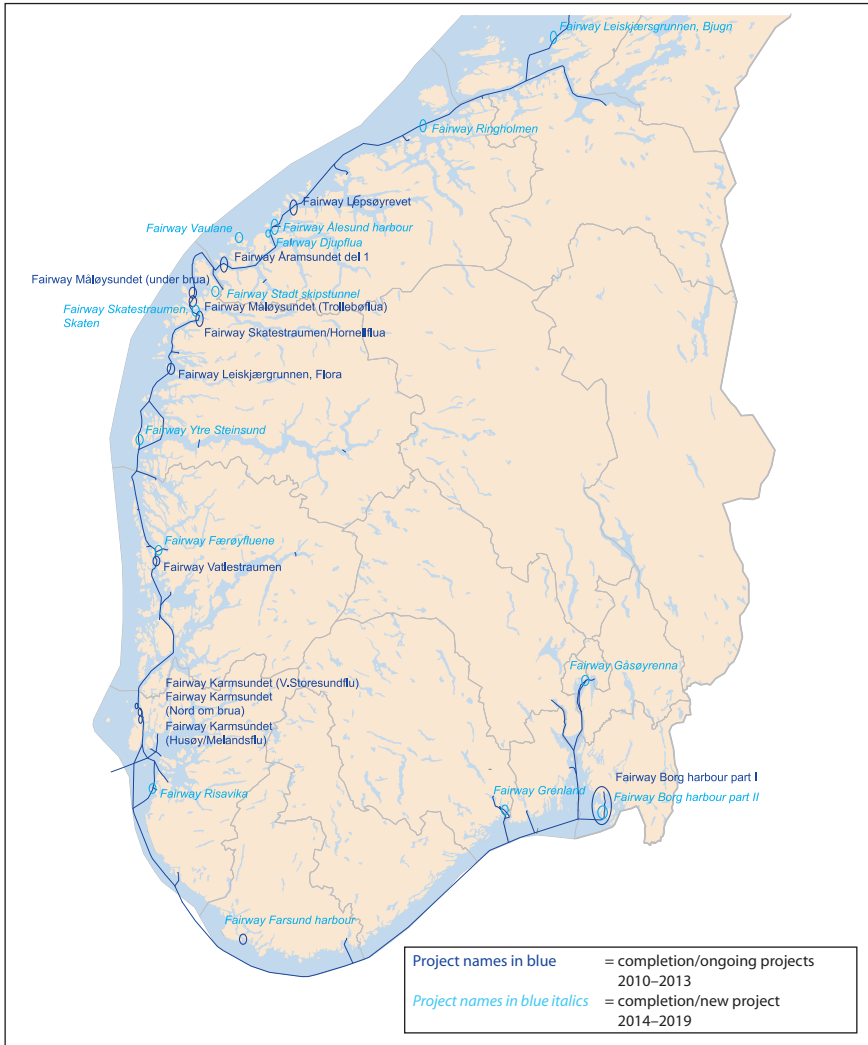
Major railway investments in Northern Norway 2010–2019



Major railway investments in Southern Norway 2010–2019



Major improvements of fairways in Northern Norway 2010–2019



Major improvements of fairways in Southern Norway 2010–2019

For more information on the National Transport Plan, please go to: www.regjeringa.no/nb/dep/sd

Published by:
Norwegian Ministry of Transport and Communications

Public institutions may order additional copies from:
Norwegian Government Administration Services
Distribution Services
E-mail: publikasjonsbestilling@dss.dep.no
Fax: +47 22 24 27 86

Publication number: N-0544 E
Print: 07 Oslo AS – 09/2009 – Impression 400

