Federal Ministry of Transport,
Building and Housing

PRESS NOTICE

Berlin, 1 July 2003

Draft Federal Transport Infrastructure Plan

before the cabinet decision

The Federal Transport Infrastructure Plan 2003 will lay the foundation for growth and employment in the period up to 2015 and beyond.

One of the Federal Government's prime objectives is to ensure sustainable mobility.

Since the mid-1970s, investment policy in the federal transport infrastructure sector has been based on intermodal planning. This is documented in the Federal Transport Infrastructure Plan. The lifetime of the Federal Transport Infrastructure Plan 1992 was 22 years; that of the Federal Transport Infrastructure Plan 2003 covers the period from 2001 to 2015.

The **Programme for Mobility in the Future** of 6 March 2002 is an integral component of the Federal Transport Infrastructure Plan 2003. It focuses on the following points:

– removing transport bottlenecks (incl. widening 1,100 km of motorway to six lanes, modernizing the rail network);
– relieving congestion and enhancing the quality of life in towns and villages by constructing 300 bypasses;
– enhancing the competitiveness of the maritime industry by upgrading hinterland connections;
– strengthening the infrastructure in Eastern Germany;
– investment in the existing networks of all modes of transport;
– promoting modern transport technologies (Transrapid, Galileo).

The Federal Transport Infrastructure Plan is based on the following objectives:

– ensure sustainable mobility;
– enhance German competitiveness in the global economy in order to create and secure jobs;
– promote sustainable patterns of development;

– create fair and comparable conditions of competition for all modes of transport;
– improve traffic safety;
– reduce the use of nature, the landscape and non-renewable resources;
– reduce emissions of noise, pollutants and climate change gases (primarily CO_2);
– promote European integration.

Statistical bases

Estimates of future traffic trends are produced on the basis of a structural data forecast. This involves making statements for the Federal Republic of Germany, its regions and its European neighbours for the forecast period, with the main focus on trends in the population, workforce, jobs and gross domestic product. These forecast structural data find their way directly into the intermodal overall freight and passenger traffic forecasts, where they are used as operational parameters for all subsequent transport-related estimates.

Traffic forecast

One of the major bases for determining future transport infrastructure requirements is constituted by the forecasts of freight and passenger traffic trends with 2015 as the forecast horizon. These forecasts are based on the scenarios whose characteristics influence the forecasts and the way in which the forecast traffic volume is split among the individual modes of transport.

Here, great importance attaches to, in particular, the level of user costs in the rail, road, air and waterway transport sectors and the changes that are expected to occur. The main factors influencing these costs are as follows:
– changes in productivity;
– the selling price of fuel for the different modes of transport;
– changes in specific fuel consumption;
– distance-related charges for the use of motorways by heavy goods vehicles.

Enlargement of the EU to the east

The Federal Transport Infrastructure Plan 2003 takes the enlargement of the European Union to the East into account. There is no need for a separate infrastructure programme to manage the likely cross-border traffic with the acceding

countries, primarily Poland and the Czech Republic with growth rates of up to 300 percent, given that today's level is relatively low. Rather, the assumption is that by 2015 there will be a capacity utilization rate of 60 to 70 percent, taking into account the infrastructure projects where construction work has already commenced or where the decision to go ahead has been taken.

Estimating the environmental impacts; CO_2 emissions

Against the background of the rising demand for transport, the regulatory and fiscal measures of the integration scenario plus the investment projects of the FTIP 2003 will result in a significant reduction in CO_2 emissions compared with the *laissez faire* scenario. This means that, if the integration scenario is taken as a basis, CO_2 emissions will, by comparison, rise at a much lower rate than mileages.

Construction of efficient transport infrastructure in the new federal states

The German Unity Transport Projects (VDE) do not mark the end of the efforts to upgrade the infrastructure in Eastern Germany. There is still some catching up to be done, following the years of division. The Federal Transport Infrastructure Plan 2003 stands at the beginning of the second half of the process of development and determines future objectives and tasks.

The development of Eastern Germany will now focus more on the construction of bypasses. The major transport networks cannot be fully effective unless they are accompanied by faster traffic in rural areas. In addition, however, the transport infrastructure will be completed by other large-scale projects, including extension of the A 14 from Magdeburg to Schwerin and construction of the A 72 from Chemnitz to Leipzig. For this reason, the Eastern German share of the non-VDE portion of the Federal Transport Infrastructure Plan 2003 is being increased by 3.3 % compared with 1992. This will send a signal to businesses in Eastern Germany and to investors that they can rely on the Federal Government's activities for the development of Eastern Germany.

Enhancing the competitiveness of the maritime industry

The Federal Government supports the efforts being made by the federal states to enhance the competitiveness of German seaports. For this purpose, a "Joint Platform

on German Seaports Policy" was adopted with the coastal states in 1999. In this context, upgrading the landside and seaward approaches to seaports using federal funding is one of the key areas of German seaports policy. To this end, the Federal Government and coastal states have drawn up a list of "top priorities", transcending state boundaries, as a jointly sponsored investment concept to enhance the competitiveness of German seaports. At the 2nd National Maritime Conference, which was held in Rostock on 6 November 2001, a number of projects were proposed. The Federal Transport Infrastructure Plan contains projects relating to these proposals, with which the links to and from national seaports can be improved.

2006 FIFA World Cup in Germany

The 2006 FIFA World Cup in Germany and the possibility that Leipzig and Rostock will host the 2012 Olympic Games have a significant impact on transport planning. The provision of transport links to and from the venues is absolutely essential if the events are to be a success. The results of the planning discussions held by the federal states and Deutsche Bahn AG by way of preparation for these two major sporting events were reflected in their project notifications for the FTIP 2003. These notifications are included in the draft plan.

Increasing investment for replacement and maintenance of the existing network

The Federal Transport Infrastructure Plan 2003 earmarks 82.8 billion euros to be spent on maintaining the existing networks of the federal railways, federal trunk roads and federal waterways. This will make it possible in the future to significantly increase investment for maintenance from the previous figure of 46 percent (in the FTIP '92) to almost 56 percent of the FTIP's total level of investment. Future investment activities will focus on investment in the existing networks and investment for maintenance.

Evaluation procedure

The macroeconomic evaluation procedure consists of a benefit-cost analysis, the environmental and nature conservation appraisal and the spatial impact assessment.

Benefit-cost analysis

This comprises the following components:

– haulage/transport costs;
– expenditure required to maintain transport infrastructure;
– safety;
– accessibility;
– spatial impacts, if monetizable;
– environmental impacts, if monetizable;
– induced traffic;
– intermodal and intramodal interdependencies.

Environmental and nature conservation appraisal

As far as classification in the “first priority” category is concerned, evaluated projects that exhibit a very high environmental risk and / or significant adverse impacts within the meaning of Section 34 of the Nature Conservation Act have to be regarded as critical. If, for these projects, no proof has yet been furnished regarding a possible solution to the environmental and nature conservation problems, they are marked as “new projects with a special nature conservation planning mandate for the first priority category”.

In the case of the projects marked in this way, the nature conservation problems identified in the environmental risk assessment are to be addressed and tackled at the subsequent stages of the planning process. The Federal Ministry of Transport, Building and Housing will inform the German Bundestag of the result in a timely manner, so that the latter can take the result into account when including the projects in the road construction plan as an annex to the federal budget. Not until the projects of this category are included in the road construction plan as an annex to the federal budget, and through the fiction of law contained in the requirement plan, do they become first priority projects, because an upgrading requirement within the meaning of the Federal Trunk Road Upgrading Act has been established for their route.

Spatial impact assessment (SIA)

For those projects which, on the basis of their BCR value, have been classified in the “first priority” category and have a high, very high or outstanding SIA rating – so-called flagship projects – the federal states are recommended to give priority to realizing them, wherever possible, because of their regional planning significance, in

the future implementation of the requirement plans or the medium-term construction programmes based on the requirement plans. Such projects involve total funding of around 6.5 billion euros.

In addition, a pool with funding totalling just under 1.5 billion euros will be formed for projects to construct new or upgrade existing roads which, because of their evaluations, should, from the regional planning perspective of the Federal Ministry of Transport, Building and Housing, form an additional component of the new first priority projects. These projects meet specific minimum criteria in terms of BCR, SIA rating and project costs. This procedure ensures that regional planning requirements to be met by transport infrastructure investment under consideration in the FTIP 2003 are given an independent and high status. Around 60 percent of the funds in the pool will be spent in the new federal states.

Participation in the preparation of the Federal Transport Infrastructure Plan

The federal states and Deutsche Bahn AG were involved in the preparation of the Federal Transport Infrastructure Plan. Local government associations, central associations of German business, nature conservation associations, transport industry associations, road user associations and the trade unions were included.

Priority categories

The priorities for the inclusion of evaluated projects in a Federal Transport Infrastructure Plan are basically a result of the benefit-cost ratio, network design considerations, the status of planning and the level of investment available over the lifetime of the plan.

In the new FTIP, projects are classified in the “first priority” and “second priority” categories.

- First priority category
  - ongoing and definitely planned projects
  - new projects
  - new projects with a special nature conservation planning mandate for the first priority category

- Second priority category
  - new projects with planning go-ahead
  - new projects with planning go-ahead and a special nature conservation planning mandate
  - new projects
  - new projects where a high ecological risk has been identified.

Impact of the Federal Transport Infrastructure Plan and the statutory requirement plans

The decision taken by the Federal Cabinet to adopt the Federal Transport Infrastructure Plan documents the Federal Government's transport investment objectives. The subsequent parliamentary decisions on the requirement plans for the federal trunk roads and federal railway infrastructure as annexes to the respective development acts will establish the requirements ("whether", not "how") for the planned projects in a legally binding manner.

All new and upgrading construction projects are subject to a "budgetary proviso".

The Federal Transport Infrastructure Plan, or the statutory requirement plan, cannot anticipate or replace any decisions taken at the subsequent planning stages. It does not lay down a concrete course to be followed, nor does it take decisions on further details regarding the alignment of a project. Implementation of the projects contained in the requirement plans is not legally enforceable.

Upgrading acts

Since 1970, the requirements for upgrading the federal trunk road network have been governed by the Federal Trunk Road Upgrading Act. The so-called requirement plan for the federal trunk roads is annexed to the Act (in it most recent amendment) as a map. This plan is based on the Federal Transport Infrastructure Plan that is current at any given time, and contains all the new and upgrading construction work planned on federal trunk roads over the lifetime of the FTIP.

To ensure that the railways and the roads receive equal treatment, the German Bundestag passed the Federal Railway Infrastructure Upgrading Act in 1993, thereby establishing for the first time a statutory regulation governing the upgrading

requirements for the federal railway infrastructure network. The requirement plan for the federal railway infrastructure is annexed to this act as a list of projects.

Procedural steps of federal transport infrastructure planning

1. Scenarios/forecasts of traffic trends with structural data forecast, definition of scenarios, overall passenger and freight traffic forecasts, calculation of traffic volumes on transport networks (players: federal ministries, consultants)
2. Modernization of the evaluation methodology, especially environmental risk assessment, regional planning evaluation, urban development appraisal (players: federal ministries, consultants)
3. Review of transport networks / project notification, bottlenecks, gaps in networks and optimization of networks lead to proposals for new and upgraded routes (players: federal states, Deutsche Bahn AG, associations)
4. Evaluation of projects and determination of their necessity, evaluation of individual projects and consideration of interdependencies lead to proposals for project classification (players: consultants). Even at this early phase of the evaluation, the federal states and members of the Bundestag have participated in this revision.
5. Classification in priority categories, taking financial planning into account (identification of the funds available for investment leads to the draft FTIP; player: Federal Minister of Finance)
6. Consultation/coordination (at federal government and federal state level) plus presentation to experts and associations lead to a proposal for a new government bill; (players: federal ministries, federal states, associations)
7. Cabinet decision – draft requirement plans annexed to the upgrading acts
8. Legislative procedure: the upgrading acts, together with the relevant requirement plans, are debated in the German Bundestag (the Federal Railway Infrastructure Upgrading Act requires the consent of the Bundesrat!), leading to the passage of the requirement plan acts.

Immediately after the cabinet decision, the legislative procedure for the Railway Infrastructure Upgrading Act and the Trunk Road Upgrading Act will be launched.

Federal Transport Infrastructure Plan 2003 – Key Data

1. Number of projects

Priority category	Total	Rail	Road		Waterway
			Schemes	Individual projects	
First priority (with planning reserve)	c. 930	52	c. 850	1,500	25
Second priority	c. 720	17	c. 700	1,000	—

2. Distribution of funds for investment by transport mode

	Total	Rail	Road	Waterway
Amount [€ bn]	150	77.9[1]	77.5	7.5

3. Distribution of funds for investment to maintenance and upgrading/new construction (excluding planning reserve)

	Maintenance		Upgrading/new construction	
	[€ bn]	% share	€ [bn]	% share
Rail	38.4	60.1	25.5	39.9
Road	37.7	48.6	39.8	51.4
Waterway	6.6	88.0	0.9	12.0
Total	**82.7**	**55.5**	**66.2**	**44.5**

4. Distribution of funds for investment by old and new federal states

Federal states	Total [percentage share]	Federal trunk roads only [first priority, with German Unity Transport projects; percentage share]
Old federal states	65	68
New federal states	35	32

[1] € 63.9 bn FTIP funding
plus around € 14 bn in funds under the Local Authority Transport Infrastructure Financing Act and the Local Public Transport Regionalization Act in accordance with the coalition agreement