



**An Roinn Iompair
Turasóireachta agus Spóirt**

**Department of Transport,
Tourism and Sport**

**Investing In Our Transport Future: A Strategic Framework for Investment in
Land Transport**

Background Paper Fifteen

Demand Management Discussion Paper

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Discussion note - Demand Side Measures

This Steering Group initially considered the role demand side measures can play in maximising the efficient use of the existing transport network and minimising the requirement for new transport infrastructure investment in May 2013. This was on the basis of a paper prepared by the NTA (SFILT document 22 - attached).

That paper set out the rationale for demand side interventions and considered the demand management toolkit of 13 identified measure types and their application in an Irish context. The information contained in that paper is again summarised in the Appendix to this note, along with detailed questions and issues that could be considered and addressed by the Group.

Key issues of relevance to SFILT

The table in the Appendix sets out the various measures and considers the extent to which a commentary on their potential application in Ireland in the SFILT Report and Principles is needed.

The “fiscal measures” (taxation, road user charging & pricing of alternative modes) have potentially the greatest role to play. The extent to which their application in Ireland should be addressed in the SFILT context of efficient use of the existing transport network and minimising the requirement for new transport infrastructure investment requires consideration by this group.

The group may also consider it useful to adopt, and reflect in the final report, positions on (i) transport provision issues (ii) network priority measures (e.g. dedicated PT lanes) and (iii) parking policy and destination parking charges.

While the text of the report can set out the potential role envisaged by the Framework for key demand side measures is there also a need to frame a central overarching principle in respect of the use of demand side interventions, potentially reflecting the contribution to

the financing of transport infrastructure made by many of these measures in addition to their role in making transport investment more efficient?

In terms of meeting of January 2014 the key issues for consideration, discussion and conclusions are:

Transport taxation policy

- Is there further scope for transport taxation raises or indeed for other revenue raising mechanisms within transport?
- Should transport taxation work towards the users pay principle?

Road user charging

- Does the group consider that road user charging (either demand management or congestion charging) will become necessary within the timeframe of SFILT, and if so when?
- Should it be adopted solely to manage scarce road space, or is revenue raising a justification for user charging (i.e. should road user charging be in addition to current taxation, or aim to be revenue neutral in terms of overall cost of use?)
- Is point tolling and/or multipoint tolling suitable or should true distance and time based charging be the goal?

Capacity considerations/Economic and social costs

- If pricing mechanisms/costs of car use are significantly ramped up, is there sufficient and appropriate capacity in the system to facilitate modal shift, as opposed to reducing demand potentially to the detriment of activity and with social implications?

Appendix: Synopsis and Discussion of previous paper on demand side measures:

The NTA paper (Document 22) summarised initiatives under three headings (i) Demand Management Measures (ii) Transport Control Measure and (iii) Fiscal Measures. Demand Management Measures being non-fiscal initiatives which can reduce current and future transport demand and/or make demand more sustainable; Transport Control Measures being measures to address issues arising from excess demand for road space and Fiscal Measures being broadly described as financial penalties aimed at reducing travel demand and/or discouraging certain types of behaviour. It is noted that transport control and fiscal measures are generally seen as forming part of an iterative process along with demand management and other measures – for example ensuring sufficient public transport services exist to support modal shift as the relative cost of private car use increases.

Demand Management Measures			
Spatial Planning	Transport Provision	Car Parking	Promotion
Integration of planning and transport	Public Transport Services	Private car parking restraint	Workplaces
Consolidation of development	Walking and Cycling	Public car parking	Schools
Mixed use development	Phasing of development	Parking development levy	Communities

Transport Control Measures				
Intelligent Transport Technologies	Capacity Enhancements	Priority	Information Provision	Network Control Centres
Ramp metering	Hard Shoulder Running	Dedicated lanes		
Variable Speed Limits	Reversible Traffic Lanes			
Incident detection				

Fiscal Measures			
Taxation	Destination Parking Charges	Road User Charging	Pricing of Alternative Modes
Fuel		Point Tolls	
VRT		Distance Based Charging	
Environmental Taxes		Cordon Charging	
		Congestion Pricing	

Detailed questions for consideration

Fiscal Measures:

Transport taxation policy

- Is there further scope for transport taxation raises or other revenue raising mechanisms within transport? Should transport taxation work towards the users pay principle?

Road user charging

- Does the group consider that road user charging will become necessary within the timeframe of SFILT, and if so when?
- Should it be adopted solely to manage scarce road space, or is revenue raising a justification for user charging (i.e. should road user charging be in addition to current taxation, or aim to be revenue neutral in terms of overall cost of use?)
- If revenue does accrue through road user charging – should the revenue be directed to particular investment types.
- Is it likely to be restricted to Dublin only, other cities, or potentially all networks?
- Is point tolling and/or multipoint tolling suitable or should true distance based charging be the goal?
- Is non-time based charging appropriate? Whilst charging a peak time to reduce congestion will yield a return on the higher costs for some users in terms of quicker and more reliable journeys – can charging at non-congested off peak times be justified?
- Is there a need for a position on cordon charging and/or congestion charging? Similar questions to above then arise with regard to time based charging

Alternative modes

- Is pricing of non-car based alternatives (or relative pricing) appropriate to ensure modal shift through pricing is maximised?
- Is there sufficient and appropriate capacity in the system to facilitate modal shift should costs of car use rise?

Transport provision issues

In many ways these considerations are what SFILT is addressing. However, specific questions with regard to demand side measures are (i) whether road pricing can be effective in absence of suitable alternatives, and (ii) is the policy and investment framework in place to ensure such alternatives are, or can be made, available?

Network priority measures

Is there a need for position on network priority measures – and their importance with regard to ensuring bus service journey times are improved and that potential new infrastructure such as BRT can be delivered in the future?

For both transport provision issues and network priority measures, consideration of most appropriate modes for specific demand types is necessary. For example, should public transport prioritisation be paramount in urban areas or should we equally be looking to maximise efficiency of the road network for car transport also?

Parking policy and destination parking charges

Is there need for some policy direction on importance of parking policy and parking charges in terms of (i) potential to reduce travel demand and (ii) to ensure a more level playing field between urban centres and suburban centres? Furthermore, is there an argument that such funds could be used to facilitate investment in alternative modes?

Consideration of issues needing direct discussion by SFILT group in context of framework development

Measure	Comment in context of SFILT steering group discussion
Demand Management Measures	
Spatial Planning	Being considered as a standalone issue of central importance to framework
Transport Provision	Decision on relative importance of public transport and walking/cycling modes largely an output of framework itself
Car Parking	Some consideration of role of car parking policy on transport demand necessary
Promotional Measures	Sufficient to recognise potential of these measures which will depend on success of existing funded schemes
Transport Control Measures	
Intelligent Transport Technologies	ITS issues subject of specific consideration
Capacity Enhancements	Likely not major possibilities in Ireland - but in keeping with maximising value of existing resources
Priority	Potential need for strong statement of importance of priority measures to reduce journey times for PT
Information Provision	To be considered as part of ITS issue
Network Control Centres	To be considered as part of ITS issues
Fiscal Measures	
Taxation	Position needed on current levels and potential future policy directions?
Destination Parking Charges	Position needed on parking charges? (i) to reduce demand and (ii) to ensure a more level playing field between urban centres and suburban centres?
Road User Charging	Position needed on role, scope and timetable for user charging (road and congestion)
Pricing of Alternative Modes	Position needed on pricing of non-car modes and resultant capacity issues?