
Contents

Author's preface	xix
Biographies of the authors and editor	xxxiii
1 Introduction to road pricing	1
<i>John Walker and Andrew Pickford</i>	
1.1 Introduction to the book	1
1.2 Terminology	1
1.3 Context: congestion, pollution, taxation	2
1.4 What are not the solutions to congestion and pollution	3
1.4.1 Improvements in public transport	5
1.4.2 Car-sharing	5
1.4.3 Park-and-ride schemes	5
1.4.4 Autonomous vehicles	6
1.4.5 Workplace Parking Levy	6
1.4.6 Smarter travel	6
1.5 Equity	6
1.6 Public acceptability of road pricing	7
1.7 Low emission zones	8
1.8 Taxes or charges?	8
1.9 An outline of the book	9
References	14
2 The Smeed Report at 50: will road pricing always be 10 years away?	17
<i>Stephen Glaister</i>	
2.1 Introduction	17
2.1.1 The economists versus the rest	17
2.1.2 Unintended consequences of under-pricing	19
2.2 What's new?	20
2.2.1 Forecasts of road congestion	20
2.2.2 The shortage of capital and the national debt	20
2.2.3 Decarbonising and tax yields	21
2.2.4 Air quality	22
2.2.5 Cost of technology	22

2.3	Misunderstandings	22
2.3.1	Privatisation	22
2.3.2	Fuel duty is a better mechanism?	23
2.3.3	Road tolls ‘do not work’ in England	23
2.3.4	Road charging is only about congestion or only about raising money	24
2.4	Reactions to past UK proposals	24
2.4.1	The Smeed report	24
2.4.2	The London congestion charge	25
2.4.3	The 2004 road pricing feasibility study	26
2.4.4	The 2006 Eddington Transport review	27
2.4.5	The 2010 coalition government roads policy review	28
2.5	Charges to replace existing taxes	28
2.6	Fairness	29
2.6.1	Equity and revenue-neutral, fully efficient pricing	29
2.6.2	Road pricing and household income	30
2.7	Governance is the key	31
2.7.1	A ring fenced fund	31
2.8	Conclusions	32
2.8.1	One problem or five?	32
2.8.2	Lessons from experience	33
2.8.3	What next in England?	34
	References	35

3 Types of road pricing, and measuring scheme cost and performance 37

John Walker and Andrew Pickford

3.1	Introduction	37
3.2	Policy context	37
3.2.1	Policy options	38
3.2.2	Major scheme design issues	40
3.2.3	Major scheme design issues: other charging options	46
3.2.4	Practical considerations in defining charging schemes	47
3.2.5	Security, privacy and fraud	54
3.2.6	Enforcement	54
3.3	Functional requirements	59
3.3.1	Principal functions	59
3.3.2	Security	63
3.3.3	Enforceability and enforcement	64
3.3.4	Privacy	67
3.3.5	Environmental issues	68
3.3.6	Back-office processing – the central system	69
3.4	Technology options	74
3.4.1	Option 1: DSRC	75
3.4.2	Option 2: GNSS/CN	77

3.4.3	Video-ANPR	80
3.4.4	Impact of charging policy on OBU requirements	81
3.5	Measuring scheme cost and performance	82
3.5.1	Measures of cost	83
3.5.2	Interoperability	84
3.5.3	Performance management regimes	85
3.6	Summary and conclusions	85
	References	86
4	We can't get there from here: ecofiscal policies to address traffic congestion in Canadian cities	89
	<i>Nancy Olewiler</i>	
4.1	Introduction: congestion costs—an economic and social loss	89
4.2	The economic rationale for congestion pricing	90
4.3	Pricing congestion: a basket of ecofiscal policies	91
4.4	Designing congestion-pricing policy: evaluation of trade-offs	96
4.5	Principles for implementation	99
4.6	Options for congestion pricing in Canada's four largest cities	101
4.6.1	Metro Vancouver	102
4.6.2	Calgary	105
4.6.3	Greater Toronto Area	107
4.6.4	Greater Montreal	110
4.6.5	Congestion pricing could benefit other Canadian cities	113
4.7	Summary	114
4.8	Recommendations	115
	References	118
5	The public acceptability of road pricing—a US case study	125
	<i>Lee Munnich, Frank Douma, and Joe Loveland</i>	
5.1	Public acceptance and road pricing	126
5.1.1	Singapore	126
5.1.2	London and Stockholm lead the way	126
5.1.3	Setbacks with Manchester and Edinburgh referenda	127
5.1.4	The US experience with HOT/managed lanes	129
5.2	The Minnesota experience	130
5.3	The challenges	130
5.4	The turning point	132
5.5	The results	133
5.6	Lessons learned	134
5.6.1	Seeing is believing	134
5.6.2	Task force is an in-depth education tool	137
5.6.3	Public outreach improves project design	137
5.6.4	Grasstops support is first priority	138
5.6.5	Top-level champions are keys	138

5.6.6	Coalition requires constant maintenance	139
5.6.7	Preparation must precede promotion	139
5.6.8	Preliminary technical details must be available	139
5.6.9	No question should go unanswered	140
5.6.10	Flexibility and opportunism is important	140
5.6.11	Customized messaging needed	142
5.6.12	Accentuating the positive pays off	142
5.6.13	Choice sells	143
5.6.14	Nongovernmental facilitator can be useful	143
5.6.15	Show, don't just tell	144
5.7	Conclusion	146
	References	146
6	How road pricing was implemented in Singapore, and planned technology augmentations	149
	<i>Kian Keong Chin</i>	
6.1	The early years of road pricing	149
6.2	Shortcomings of the manual area licensing scheme	150
6.3	The electronic road pricing scheme	151
6.4	Effectiveness of the ERP in managing traffic	152
6.5	Getting acceptance of the ERP system	153
6.6	Enhancement of the ERP system and its operations	154
6.7	Operating challenges with electronic road pricing	158
6.8	The next step – GNSS-based road pricing system	158
6.9	Conclusion	160
	Further reading	160
7	Communication and governance challenges in Greater Manchester's 'congestion charge' referendum	161
	<i>Graeme Sherriff</i>	
7.1	Introduction	161
7.2	Transport as challenge and opportunity	162
7.3	Greater Manchester's Transport Innovation Fund (TIF) bid	164
7.4	The plans as response to the challenge of car-dependent cities	166
7.5	Reactions to the proposals	167
7.6	Communicating complex proposals	174
	7.6.1 Introduction	174
7.7	Political leadership and governance	177
	7.7.1 The referendum	180
7.8	Developments following the referendum	181
7.9	Lessons and implications for road pricing	183
7.10	Conclusion	188
	References	189

8	Case studies of communication and consultation strategies for road pricing schemes	195
	<i>Andrew Pickford and John Walker</i>	
8.1	Introduction	195
8.2	Policy context, themes and consultation variables	196
8.2.1	Policy, legal and regulatory contexts	196
8.3	Stakeholder consultation and communications processes	198
8.3.1	Perceptions and attitudes	198
8.3.2	Types of consultation, levels of engagement and setting expectations	199
8.3.3	The shape of a consultation programme, themes and phasing	199
8.3.4	Communications, media management and measurement of stakeholder attitudes	202
8.4	Case studies	203
8.4.1	London	203
8.4.2	Edinburgh and Manchester	205
8.4.3	New York	206
8.4.4	Singapore	207
8.4.5	Hong Kong SAR	209
8.4.6	The Netherlands	210
8.4.7	Milan	212
8.4.8	Berlin	213
8.4.9	Summary	214
8.5	Recommended approaches	215
8.6	Conclusions	216
	Acknowledgement	217
	References	217
	Further reading	219
9	Road pricing standardisation	221
	<i>Jan Kersten and Jasja Tijink</i>	
9.1	Introduction and scope	221
9.2	History and status of standardisation	222
9.2.1	Why standards in road pricing?	222
9.2.2	Early initiatives in standardisation in road pricing	223
9.2.3	Standardisation organisations currently active in road pricing standards	225
9.3	Paving the path towards interoperability	227
9.3.1	DSRC-based ETC systems	227
9.3.2	Autonomous systems based on CN and GNSS	229
9.4	Existing framework of road pricing standards	230
9.4.1	Overview	230
9.4.2	EFC architecture, role model and interoperable interfaces	231

9.4.3	Application interface specification for autonomous systems	235
9.4.4	Interoperability application profile for DSRC-based systems	239
9.4.5	Application interface definition for EFC-DSRC systems	239
9.4.6	Standards for compliance check communication in autonomous EFC systems	240
9.4.7	Standards for secure monitoring in autonomous EFC systems	241
9.4.8	Location augmentation communication in autonomous EFC systems	242
9.4.9	Back-office data exchange between Toll Chargers and Service Providers	243
9.4.10	Interoperable application profile for the back-office data exchange between Toll Chargers and Service Providers	244
9.4.11	EFC security framework	245
9.4.12	Additional EFC standards	245
9.5	Outlook for future work in standards for road pricing	246
	References	246

10 The European Electronic Toll Service – EETS – and the REETS project 251

Mike Hayward and Hubert Resch

10.1	Introduction – the EETS vision for interoperable Electronic Toll Collection (ETC) services	251
10.2	The need – business and political drivers for interoperability of electronic toll collection systems in Europe	252
10.3	Background – the ETC landscape and the beginnings of ETC interoperability in Europe	253
	10.3.1 ETC for motorway tolls in Europe	254
	10.3.2 ETC for national heavy vehicle charging	255
10.4	The route to EETS via REETS – the service provider concept and the emergence of regional interoperability services	256
	10.4.1 The service provider concept	256
	10.4.2 The service provision model in France	257
	10.4.3 The service provision model in Ireland	258
	10.4.4 ETC interoperability and service provision in Spain and Portugal	259
	10.4.5 ETC interoperability and service provision in Italy	260
	10.4.6 Interoperability of ETC services in Scandinavia – EasyGo	260
	10.4.7 Overall European interoperability architecture	260
10.5	EETS is <i>more</i> than interoperability – advantages and disadvantages	261
10.6	Legal background/framework	262
10.7	European co-operation – European Commission projects, standards, activities, committees, etc.	262
10.8	Getting EETS off the ground: the REETS project	264

10.9	REETS project organisation	268
10.9.1	Overall rationale and approach	268
10.9.2	Project scope and objectives	268
10.9.3	Project organisation	269
10.9.4	Analysis phase activities	269
10.9.5	Information platform	270
10.10	Implementation of EETS – compliant services and REETS pilot	270
10.10.1	Conditions for the pilot and roles of the actors	270
10.10.2	Roadmap actions project coordination	271
10.10.3	Coordination with REETS TEN toll chargers	271
10.10.4	Coordination with service providers	272
10.10.5	Transparency of the process between the partners	273
10.10.6	Status at the end of the REETS pilot	273
10.10.7	Continuation under an EETS facilitation platform	275
10.11	EETS facilitation platform	275
10.12	Conclusions	277
10.13	Necessary changes in legislation	278
10.14	Outstanding high-level issues	279
10.14.1	Continuing development of interoperability management	279
10.14.2	Consistency of registration procedures	279
10.14.3	Back office interfaces	279
10.14.4	Notified bodies	279
10.14.5	Toll context data format	280
10.14.6	Cross-border enforcement	280
10.14.7	Conciliation procedures	280
10.15	Other trends – light vehicle charging, smartphone apps, etc.	281
10.15.1	Smartphones	281
10.15.2	RFID and light vehicles	282
10.16	Summary, conclusions and further work	282
	References	283
	Further reading	284
11	Standardisation and implementation of ANPR – a practical guide	285
	<i>Peter Vermaat</i>	
11.1	Introduction to ANPR	285
11.1.1	Short history of ANPR	285
11.1.2	How ANPR works – a short technical description	286
11.1.3	ANPR cameras	288
11.1.4	Effect of plate design on ANPR	293
11.1.5	Expected performance of ANPR systems	295
11.2	The use of ANPR in road pricing	298
11.2.1	Primary charging using ANPR	298
11.3	Implementation of ANPR	306
11.3.1	General points	306
11.3.2	Case study: London congestion charge zone	307

11.4	Standards relevant to the implementation of ANPR	308
11.4.1	Interface standards	309
11.4.2	Performance and deployment standards	309
11.5	Summary and conclusions	310
	References	310
12	Engineering interoperability in the US: video tolling and multiprotocol tags and readers	311
	<i>James J. (JJ) Eden</i>	
12.1	Introduction	311
12.2	Interoperability when cash was king	312
12.3	Electronic toll collection (ETC)—the early days	316
12.4	The start: formation of E-ZPass	316
12.4.1	The building blocks of interoperability	322
12.5	A small greenfield project that changes everything: North Carolina	324
12.6	Multiprotocol tags and readers	328
12.6.1	A new tag and protocol—ISO-18000-6C	330
12.6.2	National interoperability	331
12.6.3	Governance of interoperability	333
12.7	The future of tolling in North America	334
12.8	Lessons for other countries	335
	References	336
13	London Congestion Charging – a personal account	337
	<i>Nick Patchett and Jeremy Evans</i>	
13.1	Introduction to the project	337
13.1.1	Our roles and the team	337
13.1.2	Making it real	337
13.1.3	Our leadership	338
13.2	Why congestion charging	338
13.2.1	So why did London need congestion charging?	338
13.2.2	What was the history?	339
13.2.3	Where does the scheme operate?	340
13.2.4	What problem were we solving?	340
13.2.5	What was the public’s reaction?	340
13.3	How does it work?	343
13.3.1	Customer channels and payment of a charge	345
13.3.2	Vehicle detection and camera images	347
13.3.3	When things go wrong	348
13.4	Complementary measures	352
13.5	Implementation	355
13.6	Expansion, other schemes and the opportunity for a ‘shared service’	356

13.7	What about national road pricing?	360
13.7.1	What are the arguments?	360
13.7.2	Is it feasible?	361
13.8	Conclusions	361
	References	362
	Further reading	362
14	The Swedish congestion charges – lessons learnt	363
	<i>Ida Kristoffersson and Maria Börjesson</i>	
14.1	Introduction	363
14.2	System designs	364
14.3	Traffic effects	367
14.3.1	Traffic volume across the cordon	367
14.3.2	Traffic volume in the inner city	369
14.3.3	Traffic volume on roads bypassing the inner city	370
14.3.4	Travel times	370
14.3.5	Long-term effects and effects of increased charging levels	372
14.4	Adaptation strategies	373
14.5	Revenues and system costs	375
14.6	Model predictions	376
14.7	Cost–benefit analysis, equity effects and company cars	377
14.8	Public support	378
14.9	Political support	380
14.10	Lessons learnt and recommendations for other cities	382
	References	384
15	Moving from conventional tolling installations to open road tolling	387
	<i>Bjarne Olav Tveit</i>	
15.1	Introduction – new challenges	387
15.2	Unobtrusive toll plazas	388
15.3	Vehicle detection	389
15.4	Vehicle classification	390
15.4.1	Direct measurement classification methods	390
15.4.2	Declared class classification methods	392
15.4.3	Summary	392
15.5	Vehicle/vehicle owner identification	392
15.6	Enforcement	395
15.7	Legal issues	396
15.8	Changes in payment process and payment products	396
15.9	Impact on system design	397
15.9.1	Introduction	397
15.9.2	Asynchronous reception of passage and payment data – individual accounts	399

15.9.3	Data storage capacity	399
15.9.4	Monitoring of system performance	399
15.10	Changes to the operational organisation	400
15.10.1	Customer support	400
15.10.2	Transaction control	400
15.10.3	Money management	400
15.10.4	Summary	401
15.11	Road works/civil works	401
15.12	Conclusion	402
16	GNSS-based tolling: standards and implementations	403
	<i>Norbert Schindler and Erich Erker</i>	
16.1	Overview of major GNSS tolling projects in Europe and worldwide	403
16.1.1	Introduction	403
16.1.2	The Swiss distance-based ‘LSVA’ system	403
16.1.3	German ‘Toll Collect’ system	405
16.1.4	The planned lorry road user charge in the United Kingdom	406
16.1.5	The planned tolling scheme of the Netherlands for all vehicles on all roads	408
16.1.6	Slovakia’s innovative ‘Myto’ system	409
16.1.7	The French <i>écotaxe</i> system	412
16.1.8	Hungary’s ‘HU-GO’ system	414
16.1.9	Russia’s ‘PLATON’ system	416
16.1.10	The Belgium ‘Viapass’ system	417
16.1.11	Common themes in all GNSS-based tolling systems	419
16.1.12	Summary of failed projects	422
16.2	Technical challenges of GNSS in tolling	423
16.2.1	Introduction	423
16.2.2	Challenges of GNSS technology	424
16.2.3	Issues with the communication link	428
16.2.4	Issues with power supply	428
16.2.5	Issues with maps	429
16.2.6	Key performance indicators (KPIs) and service-level agreements (SLAs)	430
16.3	Commercial and political obstacles in implementing tolling systems	431
16.3.1	Long lead times	432
16.3.2	Privacy concerns	432
16.3.3	Increase in transportation costs	432
16.3.4	Fear of failure and over-specification	433
16.3.5	Lack of a sound business case	433

16.4	Trade-offs in the definition of tolling systems	433
16.4.1	Number of vehicles vs. size of the road network	433
16.4.2	Flexibility vs. complexity	434
16.4.3	Cost of implementation vs. cost of operation	434
16.4.4	Thin vs. fat client	435
16.5	Trends in GNSS-based tolling systems	435
16.5.1	Integration into cooperative intelligent transportation systems (C-ITS)	435
16.5.2	Multi-constellation GNSS	436
16.5.3	Fusion of GNSS signals with inertial sensors and vehicle data (CAN bus)	436
16.5.4	Separation of Toll Service Providers and Toll Chargers	437
16.5.5	Interoperability and EETS	437
16.5.6	Use of smartphones in electronic tolling	437
16.6	Using GNSS-based tolling systems for other purposes	439
16.6.1	Missing trader fraud	439
16.6.2	A Multipurpose GNSS-based OBU – with data privacy	440
16.7	Lessons learned from existing GNSS-based tolling systems	441
	References	443
17	HU-GO: the Hungarian distance-based electronic toll system	445
	<i>Zoltán Varga</i>	
17.1	The Hungarian tolling and RUC (road user charging) environment	445
17.1.1	History of tolling and RUC in Hungary	445
17.1.2	The need for implementation	446
17.1.3	Hungary—the home of innovations	447
17.2	The innovative approach	447
17.2.1	Prevailing circumstances of implementation	447
17.2.2	The unified open operational platform	450
17.2.3	The toll declaration methodology	453
17.3	Modules of the HU-GO system	455
17.3.1	The central system	455
17.3.2	The sales module	456
17.3.3	The enforcement module [1]	457
17.4	Implementation and operational challenges	459
17.4.1	The time frame	459
17.4.2	Internal and international communication	460
17.4.3	Major stakeholders—the involved organizations	460
17.4.4	EETS compatibility	461
17.5	New opportunities for utilization of the toll system	461
17.5.1	The National Mobile Payment services [2]	461
17.5.2	The National Electronic Ticketing Platform (NETP) [3]	463

17.5.3	The Electronic Public Road Trade Control System (EPRTCS) [4]	463
17.5.4	Weigh in Motion	464
17.6	Facts and figures	464
17.7	Summary and conclusions	464
	References	465

18 West Coast distance charge programs: an open market as the gateway to implementation in the United States **467**

James M. Whitty

18.1	Introduction	467
18.2	Context for distance charge activities in the United States	468
18.3	Legislative direction of distance charge policy development and technical research and development	471
18.3.1	Oregon	472
18.3.2	California	473
18.3.3	Washington State	474
18.4	Pacific Coast distance charge programs	475
18.4.1	Oregon's road usage charge program	475
18.4.2	California's road charge pilot program	477
18.4.3	Washington State's road usage charge pilot program	478
18.5	Commonalities and differences among the Oregon, California and Washington distance charge programs	478
18.5.1	An open market	479
18.5.2	Distance traveled reporting methods	480
18.6	Other Western States' distance charge pilots and authorities	483
18.6.1	Colorado road usage charge pilot program	483
18.6.2	Hawaii road usage charge pilot program	484
18.6.3	Utah	484
18.7	Key issues for distance charge programs in the United States	485
18.7.1	Issues essentially resolved or substantially calmed	485
18.7.2	Issue requiring continual management	488
18.7.3	Issues for later resolution	488
18.7.4	Issues determined by legislatures	489
18.8	Impact of the US Federal STSFA grant program on distance charging	491
18.9	Awards for predevelopment of new pilots	492
18.9.1	Minnesota	492
18.9.2	Missouri	493
18.9.3	Western Road Usage charge consortium (RUC West)	493
18.9.4	I-95 Corridor Coalition	493
18.10	Planning for mandatory road usage charging in the United States	494
18.11	Strategic engagement and political acceptance	495
18.12	Conclusion	497
	References	497

19 Four years of Milan's road charge: effectiveness, acceptability and impacts	501
<i>Paolo Beria, Luca Tosi, and Davide Nuccio</i>	
19.1 Introduction	501
19.2 Milan's road pricing	501
19.3 Four years of Area C: consolidated effects	505
19.3.1 Traffic reduction	506
19.3.2 Vehicle mix	508
19.3.3 Hourly trends	510
19.3.4 Emissions	511
19.3.5 Revenues and reinvestment	511
19.3.6 Housing market	512
19.4 Technological and organisational architecture	513
19.4.1 The technological infrastructure	513
19.4.2 The informative architecture	513
19.4.3 Payment systems	514
19.5 Acceptability	514
19.5.1 The acceptability of pricing policies in the literature	515
19.5.2 The results of the 2011 referendum	515
19.5.3 Monetary impact on user groups	517
19.6 Conclusions and lessons learned	518
19.6.1 Summary of results	518
19.6.2 What can be taken from Milan's experience?	518
19.6.3 What cannot be taken from Milan experience?	519
References	520
20 Optimising use – using incentives to address traffic congestion	523
<i>Rob Mouris, Jorrit Nijhuis, and Colin Black</i>	
20.1 Introduction	523
20.2 Development of peak-hour avoidance initiatives	524
20.3 Launch of the initiative	526
20.3.1 Programme paying differently for mobility	526
20.3.2 Improving the value of existing road infra (Programme Spoedaanpak & Beter Benutten)	527
20.4 A guide to implementing 'Spitsmijden'	530
20.4.1 Recruiting participants	530
20.4.2 Types of rewards	531
20.4.3 Available technology	531
20.4.4 Fraud prevention	533
20.5 The results	533
20.5.1 Effects in rush-hour avoidances	533
20.5.2 Effects: behavioural change of participants	535
20.5.3 Effects: congestion reduction on the road network	536
20.5.4 Effects: long-term contribution of rush-hour avoidance projects to congestion reduction	538
20.5.5 Costs–benefits	540

20.6	Public and political acceptance of rush-hour avoidance	542
20.6.1	Financial rewarding	542
20.6.2	Privacy	542
20.6.3	Potential fraud	543
20.7	Conclusions	543
	References	544
21	Summary and future prospects for road pricing: open research areas, future work and conclusions	547
	<i>John Walker and Andrew Pickford</i>	
21.1	Introduction	547
21.2	Lessons learned from previous chapters	548
21.2.1	Why road pricing and congestion charging?	548
21.2.2	Public support	549
21.2.3	Consultation	551
21.2.4	Privacy	553
21.2.5	Equity	554
21.2.6	Political support	554
21.2.7	Referendum – or not?	556
21.2.8	Get your legislation in first	556
21.2.9	Design	556
21.2.10	Exemptions	560
21.2.11	Lessons learned: operating costs	560
21.2.12	Short-term and long-term effects	561
21.2.13	Complementary measures	561
21.2.14	Lessons learned: implementation and expansion	562
21.2.15	Post-event benefits	563
21.3	The future	563
21.3.1	Spitsmijden	564
21.3.2	Smartphones	565
21.4	Conclusions and recommendations	565
21.4.1	Conclusions	565
21.4.2	Recommendations	565
	References	566
22	Afterword	569
	<i>John Walker and Andrew Pickford</i>	
	References	570
Appendix A	Glossary of acronyms and technical terms	571
Appendix B	References and further reading	587
	Behavioural economics and psychology	588
Index		589