

Seminar on Road Pricing  
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# CONGESTION CHARGING IN EDINBURGH – A GESTATION WITH COMPLICATIONS

John Saunders



Kirsty Lewin



SCOTTISH EXECUTIVE

# Outline

- Scotland and Edinburgh
- Aims for transport policy
- Developing the charging scheme package
- The Council's challenges
- National Policy Framework
- Scottish Executive's challenges
- The future in Scotland?

# Scotland

- Population of 5 million
- Urbanised 'central belt'
- Isolated rural communities
- Worrying transport trends

# Edinburgh

## Capital city of Scotland

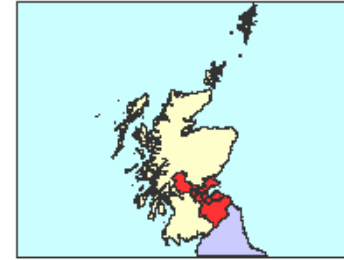
- International financial centre
- Festival City
- “Hogmanay” celebrations
- Top tourist destination
- Growing retail centre



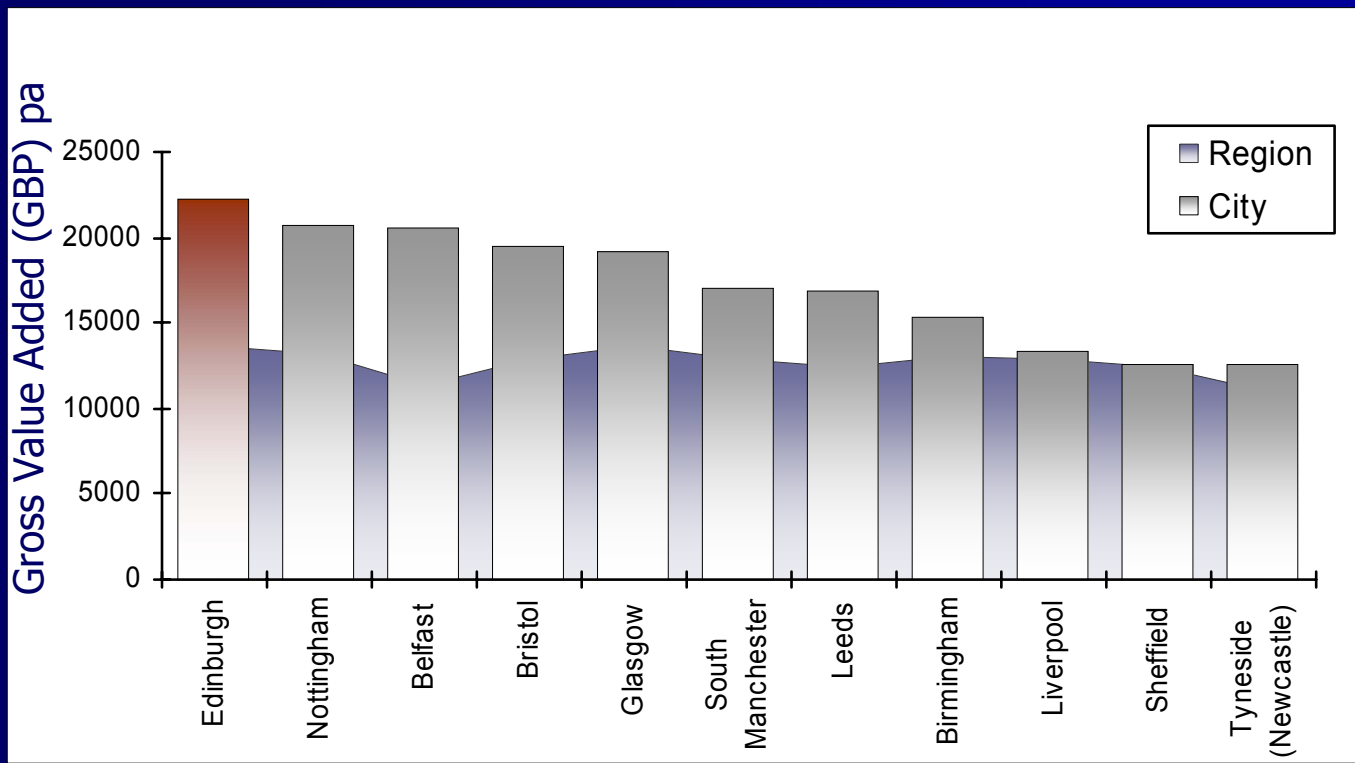
# Context



SESTRAN



# GVA per capita 2001



## UK cities left behind by rivals in Europe

- Report finds core eight fail to attract investors
- Authorities expected to use survey in aid push

By Roger Blitz and Jonathan Guthrie

The UK's leading provincial cities trail their Continental European rivals on all the key urban performance indicators and fail to attract international investors, undermining the country's competitiveness, a government-commissioned study has found.

Whereas cities such as Stockholm, Helsinki and Stuttgart have growing populations and are known for high skills and good access, the UK's eight core cities outside London are struggling with large ageing and under-16 populations.

The analysis, comparing eight UK cities with 15 mid-sized continental cities, was produced by the Core Cities group, a partnership of Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield and the regional development agencies.

Michael Parkinson, the report's principal author and professor of urban affairs at Liverpool John Moores University, said European cities fall behind US counterparts and UK cities are among the worst in Europe. British cities were "not yet in the premier league", he said.

The study highlights the task facing Gordon Brown in attempting to raise competitiveness in the UK and reduce the economic disparities between the south-east and the rest of the country. It also comes against a growing debate, centred on the need for council tax reform and the extent to which the government is prepared to devolve power.

The cities will seize on the report to campaign for greater investment outside the south-east, where John Prescott, deputy prime minister, is directing £22bn into new communities and public sector infrastructure.

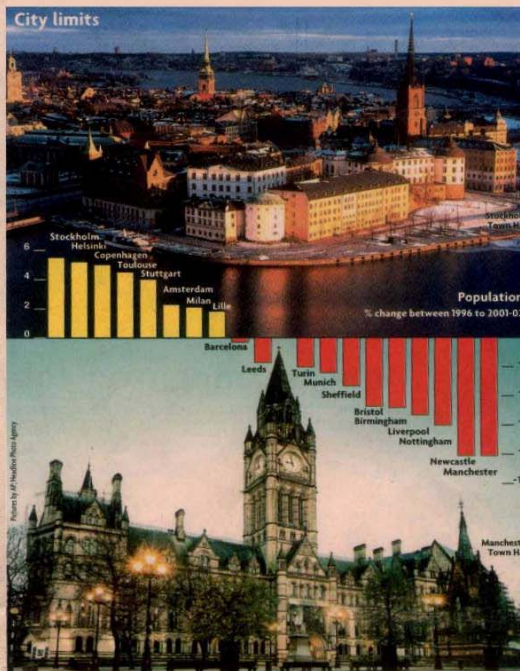
Sir Albert Bore, leader of Birmingham City Council, said: "This research confirms what many of us have been saying for years, that the core cities in the UK and their regions could be a real driving force for the economy of the UK, but the relative competitiveness in mainland Europe is evidently higher."

Despite improvements over the past eight years, many UK provincial cities are behind their competitors in terms of GDP, innovation and education, the report said. They also fall behind in transport links, telecommunications, social cohesion, quality of life and political capacity.

The report's analysis concluded that "UK cities do not punch their economic weight in a European context". However, Prof Parkinson remained confident that the UK's cities could catch up.

The report found UK cities were struggling to hold on to their populations, with Manchester's falling 9.2 per cent in the 10 years to 2001. This compared to strong growth in more economically successful cities such as Stockholm and Helsinki.

The UK cities took up four of the last six places in terms of GDP per head. The best placed was Bristol, in ninth position. Although Manchester did well on air passenger numbers, most of the others performed poorly.



On private sector attitudes, only Manchester was ranked at all in surveys of the best cities in which to locate a business. Although the European cities performing well a decade ago were continuing to thrive, the study said Barcelona had improved its standing through its urban revival, while Helsinki's

innovation programme had helped its standing in the private sector. The study called for greater levels of trust between national and city governments, based on contractual relationships, and a national policy for the regions. Yvette Cooper, minister in the office of the deputy prime minister,

said: "We always recognise that there are things that national government needs to do, and things that local and regional players need to do. We need to explore further freedoms and flexibilities for local government."

Lagging behind rivals, Page 3



# Quality of Life





# Aims for transport policy

- Scottish Executive
  - Promote economic growth, social inclusion, health and protection of environment
  - Stabilise traffic volumes at 2001 levels by 2021
- City of Edinburgh
  - Support Council economic, and 'quality of life' goals
  - Reduce congestion
  - Increase proportion of travel by public transport, walking and cycling

# Edinburgh's Transport Initiative

- Vision for a 'world-class' transport system
- Four strands:
  - Major investment especially in public transport
  - Optimising use of road space
  - Land use planning and environmental measures
  - Demand management
- Congestion charging considered to:
  - Manage demand
  - Generate funds for investment

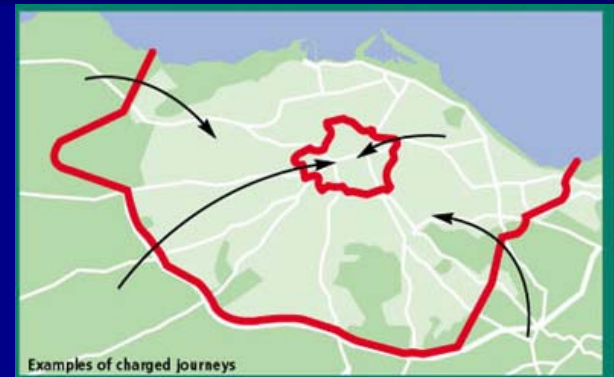
# Congestion charging

- 3 year study concluding with:
  - 2 cordon charging scheme
  - Package of measures in place before charging starts
  - 20 year investment programme funded from charges
- Tested at public inquiry
- Referendum February 2005

# The charging scheme

## “Entry permit” system

- Outer cordon:
  - Morning peak only (7am to 10am)
- Inner cordon:
  - Working day (7am to 6.30 pm)
- Maximum £2 per day (€3/\$4)
- Week-ends no charge
- Various exemptions



# Scheme impacts

- 20% reduction in traffic delays in city centre
- 5% more journeys to city centre by all modes
- Small reduction in delays between cordons
- 10% increase in public transport use
- Marginal impact on the local economy
- Some land use redistribution effects
- Further indirect benefits resulting from investment package

# The short term – by 2006

## ► £140 million from public funds

### Bus improvements



### Rail

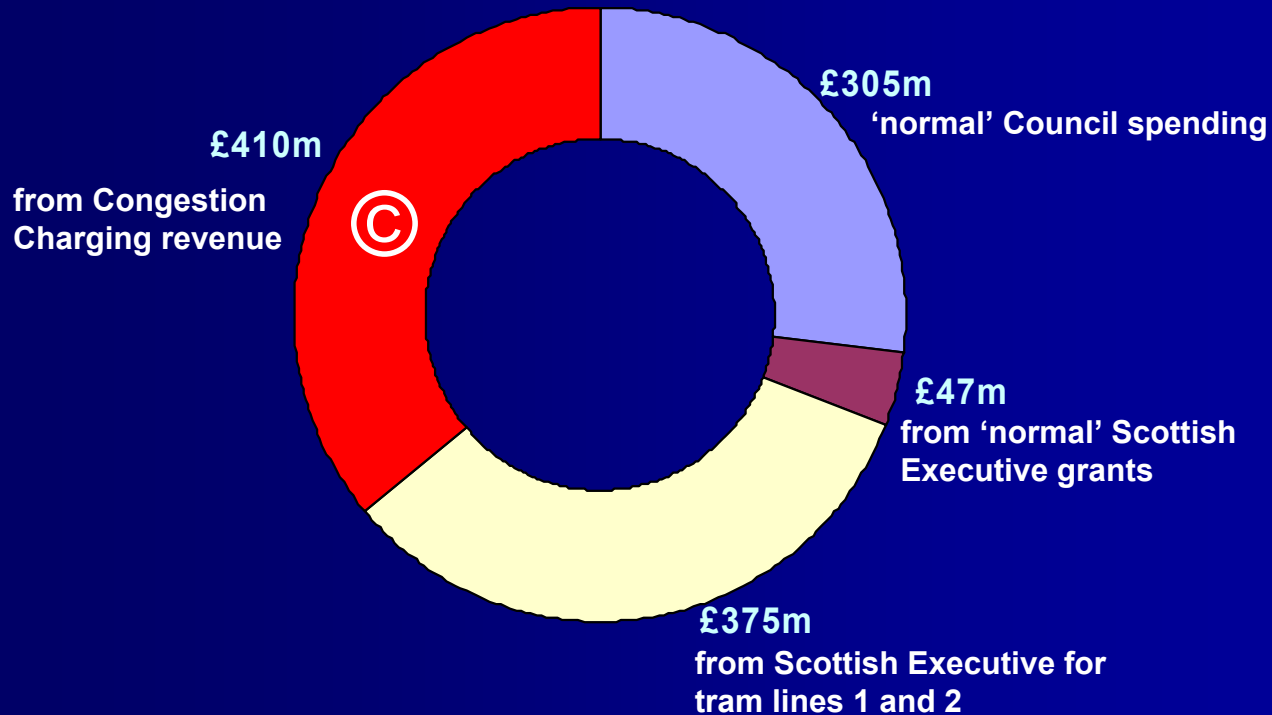


- 6 Park & Ride sites
- Interchange facilities
- City centre environmental improvements
- Cycleways
- 20mph (30km/h) zones





# Anticipated local Investment 2006-2026 Edinburgh only



# The Council's challenges

- Scheme design and impact appraisal
- Organisational and financial issues
- Procedural/legislative matters
- Public and stakeholder acceptance

# Technical challenge

- Generally the least problematic
- Forecasting/modelling tools an issue
  - Especially economic impacts
- Technology risks

## Response:

- Innovative modelling approach
  - But issues of interpretation
- Avoid innovative technology options
  - But limits scheme design possibilities

# Organisational challenge

- Scale of initiative
  - Step change from historic local authority activities
- Limited resources
  - And lack of flexibility
- Public mistrust of Council

## Response:

- Establishment of **tie** as 'arms length' company
- Shared development costs with Scottish Executive

# Procedural challenge

- Legislation evolving in parallel to scheme development
- Lack of clarity about decision-making requirements
- Leading to budget and programme risks

## Response:

- Close liaison with Scottish Executive

# Public acceptance

- Requirement for 'clear public support' Most difficult
- High levels of support for initial concept – eroded during detailed development
- Perception of 'fairness' the key

## Response:

- Extensive consultation including referendum
- Responsiveness to consultation feedback



# Referendum result

- 61% turnout
- 25.6% yes
- 74.4% no

Edinburgh's congestion charging scheme is therefore not being taken further

# Council conclusions

- Many challenges overcome
- 'Clear public support' a major hurdle
- Mistrust of Council motives/capability
- Would a more limited scheme have succeeded?

And now...

- Focus on other ways to reduce congestion
- National road user charging?

# National Policy Framework

- UK context
- Transport (Scotland) Act 2001
- Scottish Executive Guidance 2001
- 'clear public support'
- Match funding principle
- (Significant funding contribution to transport package)

# The Executive's challenges

- Procedural challenges:
  - Developing policy in parallel with scheme design
  - Match funding development costs
- Response
  - Formal consultation processes
  - Testing regulations on 'real' scheme
  - Financial monitoring arrangements

# The Executive's challenges

- Effective partnership
  - Sensitive to Council's aspirations
  - Delivering quality service to client
- But
  - Need to maintain independence
  - Policy broad enough for all schemes

# Executive conclusions

- Applying the policy for the first time
- Working closely with a promoter:
  - Formal monitoring systems
  - Mutual understandings
  - New levels of trust
  - More open ways of working
- What now for local schemes?



# The future in Scotland?

- A national road user charge?
  - Support in principle by Scottish Ministers
  - Restructuring motoring taxation
  - Reflecting true costs of motoring
- But:
  - Taxation reserved to UK
  - Difficult issues re revenues, charges...
  - Public acceptability?



[www.transport-edinburgh.org.uk](http://www.transport-edinburgh.org.uk)



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