

# **International Examples**

**Conditions for activities aimed at reducing the use of private cars for commuting**

**Great Britain, the Netherlands, Italy, Denmark, Germany**

**Appendix: California, USA**

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## Preface

The success of mobility management within firms is largely dependent upon the framework provided by national and regional legislation, local politics and political programs on issues relating to traffic, the municipality and the environment.

A glance "across the border" can show that the neighbour - or whether the neighbour - is more successful in reaching his goals. Also in relation to project-funding by the European Commission, a comparison of the national differences is significant. In order to employ the limited means of the Move project economically, a small selection of countries was made. A comprehensive view of basic conditions and examples (good and bad practice) are being investigated at present in a number of other European projects, in each of which several European countries are participating and being budgeted accordingly (e.g. **MOMENTUM, MOSAIK, DANTE**, etc.). The Move project was in regular contact with these projects and the results of their research. This study limits itself primarily to the question of whether and to what extent the service which was developed within the scope of the project, appears to be transferable in conformity with European criteria.

Here, the emphasis has been placed on such aspects as: the fiscal mileage reimbursement for business commuters (is the use of the car being funded?), the requirements for parking space management, the special offer of reduced tickets for the local public transport service (Job Tickets), the question of whether and to what extent employer participation - in the sense of adopting incentives towards choosing an environment-friendly means of transport - is evaluated by the tax authorities as a hidden salary payment (monetary advantage) and should thus be assessed as a taxable service, etc.. A large number of these aspects seem at first sight to concern traffic planning and traffic policy only very indirectly; however, they constitute a decisive framework for the commuter's daily decision for a transport facility.

For the study - in addition to Germany - the four European countries were chosen:

- Great Britain
- the Netherlands
- Italy
- Denmark



Thus a wide geographical scatter is given. In addition, a non-European example (California, USA) is integrated in the study for an exchange of know-how about conditions outside our project limits.

This study is an up date of the know-how gained in Germany during the Move pilotproject, with with emphasis on assessing whether the move concept is transferable. The assessment and form of presentation are geared to the goals relavent to setting up a user oriented guide/manual on the move concept and not to the systematic approach of a scientific investigation reviewing exhaustive information. This restriction was also a result of the limited time and financial budget allocated to the Move project, in which the systems development and pilot implementation for the specific case in question were of primary importance.

The comparative information on the different countries was gained through the use of secondary sources , and by contacting specialists in the various countries. The exchange of know-how was also promoted by international congresses at which the Move project was presented (Nottingham, Bremen, Berlin). Finally, a regularcontacts existed within the workgroup "Commuting" at the Städte Netzwerk Car Free Cities - Netzwerk für neue Mobilitätskultur (network for new mobility culture).

The information on California (USA) is largely based on personal talks with Jim Sims (Los Angeles). Jim Sims, as director of the former Commuter Transportation Services (CTS) and today Director of Information at Southern California Ride-Share, has many years of experience and can assess the significance of the changes in legal conditions which have occured during the last four to five years. The presentation is made in the form of interviews, to accentuate the subjective components of the assessments. Not only a report on the new conditions, but also his evaluations with a view to future developments were important . The conversations held with Jim Sims were prepared systematically. The interview was finally chosen as the form of presentation because it reads more easily than a strictly scientific study. A single interview did not take place in this form.

As background information, an investigation in two parts is available on the position of the Transportation Demand Management (TDM) in the USA, which can be found in the brochure supplements:

- Mobilty management in the company and in administration (Part 1)
- Mobility consultancy for the company - market study (Part 2)



Part 1 describes the structure of CTS Los Angeles as the oldest and largest agency world-wide for mobility management as it stood in 1993. Part 2 provides an assessment on its transferability to European conditions. The interview with Jim Sims represents Part 3, which treats the changes which have been made since 1993. Not only the frame conditions have changed; CTS also no longer exists as an independent agency. Its transition to the status of a department within the Southern California Association of Governments (SCAG) is more than a formal one. It reveals perspectives for development which can be regarded as very informative for the European discussion on the topic of "mobility management in the company".



**Conditions for activities aimed at reducing the use  
of private cars for commuting**

**Great Britain**



# 1 Great Britain

## 1.1 Conditions which affect the means of transport used for commuting

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The British Government's White Paper on Transport has diagnosed „an over reliance on the car“ in Britain. This is, of course, an international problem. However the use of cars for commuting is encouraged in the Great Britain in ways that are unfamiliar in the rest of Europe - most particularly through the prevalence of the company car for employees. In addition, alternative means of transport for many journeys are not widely available, less so now than very few years ago. The opening sentences of the Summary of the White Paper on Transport, (published on 20 July, 1998.) document this situation: „Privatisation and deregulation have dominated transport policy for the last 20 years. The result has been a decline in bus and rail service and a over reliance on the car.“

**The Company Car:** A company car is a benefit which many employers provide their staff as a bonus in addition to their salary. The fact that 65% of new cars sold are sold to companies who provide them to their employees as part of their remuneration documents how wide spread this practice is. Being eligible for a car is a status symbol within the British job hierarchy.

The company car is meant to be used primarily for job related trips and is, of course, routinely used for commuting to work. Such a car may however also be driven by other members of the family or the household and is often a substitute for a family car. Some firms provide free petrol, nominally for business journeys, but often the number of business miles travelled is exaggerated or the commuter journey included.

Policies relating to the company car will be very difficult to change. Even firms which have developed Green Commuter Plans retain this practice. One strategy considered to change this policy could be to eliminate this bonus for new employees. The unions reject this plan with the justification that it is not permissible that employees be handled differently- either no company car or cars for all staff at a certain job status.



**Public Transport:** In the 1980's public transport in Great Britain was deregulated. As a result, particularly in rural areas many less profitable bus lines have disappeared. In other areas service has become irregular and the quality has decreased. Increased numbers of employees have been forced to use car travel as the alternative. The use of public transport has dropped considerably as a result.

## 1.2 Mobility Management

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The limited developments in Mobility Management which exist in the UK can be attributed to the activities of individual local agencies or employers. No national or local legislation exists which either directly or indirectly (through Air Quality control, for example) makes mobility management actions mandatory for the communities or for employers. There has been increasing concern in Britain in this decade related to the negative effects of road traffic on the environment and, more pragmatically, of congestion on the economy and the quality of life. However this concern has not been translated into governmental tools which could effectively address either problem. It is expected that the present government will address itself to these problems.

### 1.2.1 Examples and Programs

**Heathrow's Transport Policy and Public Transport Charter:** This concept has been documented as the one outstanding example of site level mobility management which has been implemented in the UK. (Momentum Report, 1996) The goal of this project has been to encourage both passengers and staff to reduce the use of cars for their trips to the Heathrow area. Public and private sector bodies co-operated in this project. The Heathrow Employee Travel Initiative is a valuable example of good practice.

**The Green Commuter Plan:** The commitment of local authorities to facing environmental issues combined with their wish to influence local conditions (air quality or traffic congestion) has been the moving force in implementing concepts for mobility management.



The City of Nottingham has been a pioneer in this field and her programs are a model for other communities. The City Council employs a full time Mobility Advisor whose task it is to encourage, inform and support the developments within the businesses. Together with the County of Nottinghamshire, Nottingham has produced a Handbook (1995) , a „resource pack“, to encourage local employers to adopt Commuter Plans for their staff. The overall target of this program is to reduce commuter car traffic by 30% in three years. Since 1995 35 employers in Nottingham have been encouraged to develop a Mobility Plan for their workplace. These employers collectively employ over 50,000 staff, more than a third of all employment in the city.

Nottingham follows a policy of partnership with the employers in developing these Plans and the employers are, in turn, following a similar policy with their staff. That means: The development of a mobility plan is a voluntary decision for each employer. The employers themselves are responsible for implementing the Green Commuter Plans. The Plans contain primarily positive measures to motivate their staff to use the „greener“ means of transport rather than more radical measures restricting the use of cars for commuters. The employers are offering their staff at this early stage of the implementation of the Commuter Plans information and support for alternatives to the car and using little (or no) pressure to ban the cars from the company parking lot.

The means available to the Commuter Plan Adviser to motivate employers lies in the realm of enlightened self interest and not in regulation. The employers wish to reduce congestion on and around their site and to make more productive use of land currently used for parking. The community for her part takes great effort to co-ordinate planning, transport, environment and business policies to ensure consistent support for Mobility Management.

An interesting foot note to the „soft“ methods (persuasion and co-operation) used in Nottingham has been delivered by a study done at the University of Westminster. When asked what type of measures they would prefer to use in order to reduce traffic congestion and pollution, employers most often mentioned voluntary actions. However when asked what type of measures they thought would be most effective, taxation was more commonly answered.



## 1.2.2 Tools used to affect the choice of commuter transport

### Measures supporting alternative means of transport

- **Cycling:** The introduction of support for commuter cycling is often one of the first measures implemented within the Commuter Plans. The Commuter Plan Adviser in Nottingham regards programs for cyclists as an „easy first step“ for employers to take and also a possibility to produce good results quickly. Is there financial support available for bicycle routes?
- **Job ticket:** in Nottingham it is possible for large employers negotiate bulk discounts for travel cards with local operators.
- **Marketing of Enhanced Bus Services at Heathrow:** The attractiveness and awareness of bus services has been improved. These measures have included investment in new or improved bus service, financial incentives to use buses, and campaigns to promote the enhanced services.

### Measures discouraging private car commuters, particularly single-user cars:

- **Charging for parking:** Several firms in Nottingham have instituted parking fees as a part of their Commuter Plans.
- **Carpooling:** The Heathrow Airport Limited launched an Employee Carpooling Scheme to its 3500 staff in 1995. It now covers all employees at the airport, a total of 53,000 people. The scheme offers a computer registration service which matches staff according to their home postcode and individual preferences.

Three private employers in Nottingham and the Nottinghamshire County Council each provide support for internal car pool programs. In all four of these programs the pool of potential carpoolers are exclusively made up of members of the same firm. It is thought that there might be some resistance to sharing a car with someone who does not work in the same firm.



- **Guaranteed Ride Home:** Boots, the largest private employer in Nottingham, offers carpoolers a guaranteed taxi ride in case of emergencies or due to the need to work overtime. Boots did not limit the number of times a year an employee can take advantage of this. There has been no abuse. A budget of 3000L a year was set aside and only 300L was needed in the first year.
- **Parking Cash Out:** The BAA Heathrow recently launched an offer whereby any of their 3000 staff who surrendered their car park pass voluntarily were offered 200 Pounds tax free.
- **Information systems, Programs:** Several Counties have initiated **Travelwise** Awareness campaigns to encourage commuters to consider using alternative means of transport.

### 1.3 Legislation which supports or impedes the use of alternative means of transport for the commuter

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- **Parking regulations:** The local governments have the authority to regulate the construction of parking on private property. Until recently the local government determined a minimum amount of parking spaces which had to be provided by new construction of business properties. This regulation has been changed specify the maximum amount of parking allowed. In Nottingham this has been used to limit the number of parking spaces which can be constructed on commercial properties.

### 1.4 Tax structures which support or discourage the use of a private car for commuting

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- **Tax allowances for business travel:** The Great Britain does not have a tax allowance for commuter journeys or business trip expenditures. Many employers pay an car or motorcycle allowance per kilometre for business journeys. The Inland Revenue taxes these allowances at a marginal rate.



- **Job ticket as income in kind:** Employees receiving a pass to use public transport must tax this amount as part of their personal income.
- **Parking on the work site:** Free workplace parking is at present still the only employee benefit that can be provided free of tax.
- **Company cars:** Company cars are those cars made available for private use by an employee (and/or any member of their family or household) including those cars provided by an employer by a leasing arrangement. It is assumed by the tax authorities that 35% of the car price is for personal benefit and is income in kind. The system of taxation on these vehicles is very complex and tends to benefit intensive of the car. The University of Westminster has made a study which shows that the structure of the tax laws encourage the holders of such vehicles to use their cars intensively.
- **Work Place Parking:** According to new options made public in the White Paper on Transportation published in July 1998 local authorities can place a tax on workplace parking. This tax would be paid by the employer. This should have the effect of making employers rethink their practice of making parking generously available to all employees and encourage the support of alternative means of commuting. The income raised in this manner can be retained by the local authorities and must be used to fund other transport improvements.

### 1.5 National guidelines directed at communities or regions which directly or indirectly require measures effecting commuter traffic

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The recently published **White Paper on Transport** (July 21, 1998) is a clear expression of the intention of the present Government to focus on environmental issues and of its willingness to take action in this area. Councils are now allowed to charge drivers for entering city centres; employers can be taxed on the parking spaces they provide for their workers and tolls can be collected for the use of motorways and other major roads.



The impact of this policy paper is at present being controversially discussed by the experts and as well as by the general public. The above mentioned measures are all possibilities which are now available to the local authorities. One serious consideration is that regions with low economic growth levels but high levels of pollution, for example, may be hesitant to take advantage of these possibilities for fear of further endangering their competitive advantages.

According to the **Air Quality Act**, Dec. 1997 all communities must measure air quality. Those with high levels of pollution are designated as Air Quality Districts. By the year 2000 the local authorities must develop measures to reduce the level of emissions in these districts. By 2005 the emission levels must be reduced.

According to the **Traffic Reduction Act** of 1996 local authorities which apply for governmental financing must accompany their bid with a Transport Reduction Plan.

Recommendations contained in the UK **Royal Commission Report on Environmental Pollution** have set CO<sub>2</sub>-emission targets.

## 1.6 Sources and partners for the interviews

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### Sources:

Green Commuter Plans. A Resource Pack. Nottingham City Council and the Nottinghamshire County Council. 1995

Impacts of Commuter Plans on Employers, Nottingham City Council.

Momentum, Issue 2, April 1997. (Information to Heathrow)

Momentum-Mosaic, First Deliverable . Nov. 1996



Summary of the Government's White Paper, The Department of Environment and Transport and the Regions, Internet ,1998

**Interviews with:**

Ruth Bradshaw, Transport Studies Group, University of Westminster

Myles Mackie, City Development Directorate, City of Coventry

Mark Major, Commuter Plan Adviser, Nottingham City Council



**Conditions for activities aimed at reducing the use  
of private cars for commuting**

**The Netherlands**



## 2 The Netherlands

### 2.1 Conditions which affect the means of transport used for commuting

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#### Clearly defined national goals to reduce road traffic

In the Netherlands the national government is highly committed to the goal of reducing the level of road traffic. In the last ten years there has been a steady development of policies to achieve this goal and a search for the appropriate tools and the appropriate level of governmental administration for its implementation.

The first programs 10 years ago were implemented by the National Ministry of Transport, Public Works and Water Management. Today increased co-operation with the local and regional governments is sought.

The initial impetus for mobility management was the need to reduce road congestion for the sake of the health of the national economy. Not only the actual level of congestion but also its impact on the national image was important. The central location which the Netherlands has within Europe has, is a location advantage of central relevance for the harbours as well as for the major industries.

As a result of this emphasis the first partners which the Ministry of Transport sought in these efforts were employers organisations, the national trade unions and the industries themselves. The earliest mobility management programs were for key economic centres, for example, the Rotterdam regional authority and Amsterdam Schiphol Airport.

The decentralised measures employed today are innovative in their development of regional Mobility Management Centres and also in their co-operation with the local providers of public transport and local Chamber of Commerce.



## **Measures taken by a strong national government to encourage a change in mobility practice**

The fact that the national government was the driving force in these efforts is reflected in many of the early measures taken to support these goals. Tax laws were reviewed and adjusted so that car use was not favoured over other means of transport. Extensive investments in public transport and in cycling routes were made nationally. Real alternatives to the use of the private car were made available for employees. Policies to influence the amount of traffic generated on the work sites were developed here earlier than in other Western European nations and have been followed with greater consequence.

This strongly centralised approach has resulted in innovative developments and policies but has not had the wide reaching impact which was hoped for. In the last 5 years the regional departments of the Ministry of Transport, together with provinces have become more active. Plans for further decentralisation belong to the next phase: policies are being now directed at the local governments and Chambers of Commerce because they are seen as having better contacts with local employers.

### **Regulation vs. Co-operation**

In the last ten years the Dutch government has followed a concept of co-operation and not of regulation in regard to the employers. Experience has shown that the most effective mobility plans have been those which the firms develop themselves. However experience has also shown that only a small percentage of the employers take advantage of governmental assistance to develop mobility plans. And even fewer implement them.

The National Ministries depend on the regional and local government to implement their policies. The willingness to do this is also varied. Each community argues that it does not want to be the first to implement new regulations for fear of damaging its standing with employers. Regions with large amounts of industry and which face the many problems this causes are most willing to pressure the local employers. In these regions the employers are also more likely to take active steps themselves.



As a result there is a large body of policy and little regulation. Some policies are so formulated that if the desired goals are not reached through voluntary action then the policies will become law. In the past the Government has taken no actions to implement these threats but the frustration is increasing. One expert described these measures as “Sticks waiting to be swung”. (See below: National Policies to reduce the level of car traffic).

## 2.2 Mobility Management/ Vervoermanagement

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Today a number of areas have Mobility Managers. They are employed by regional and local governments, they develop and maintain contacts with the companies and encourage them to develop Mobility Management activities. Some areas have Mobility Management Centres. These institutions provide assistance but no subsidies are available to assist the companies to implement these measures.

Various services are offered to employees, either by the Mobility Management centres or by the companies themselves to encourage the use of bicycles and of public transport or to support the development of carpools.

By 1997 over 35% of the companies with more than 500 employees had a Mobility Plan. It is estimated that as a result a total reduction of 15% of driven kilometres has been achieved.

### 2.2.1 Examples and Programs

The Momentum Report describes the example of the Mobility Management measures at the Rijnstate Hospital in Arnhem. This example is particularly interesting due to the wide range of measures used. This plan was developed jointly with the hospital, the regional mobility management centre and also the regional public transport and taxi firm (GVM).



This project has been very successful. The share of public transport used by the staff has risen from 8% to 40%. More than 160 of the 2350 staff members come to work in car pools. There are 60 reserved parking spaces for them. Between 10% and 12% of former car users have switched to bike. The use of the guaranteed-ride-home system provided by the mobility management system is seldom necessary. The additional taxi service, however, has been used regularly.

## 2.2.2 Measures used in the Rijnstate Hospital Mobility Plan to affect the choice of commuter transport

### Measures supporting alternative means of transport

- **Public transport season tickets at reduced rates:** Tickets for the local public transport are provided to the employer at a reduced bulk rate. The staff pays a greatly reduced rate. Monthly tickets for the train are also available to staff at rates which are subsidised by the employer. Staff who take advantage of these reduced rate tickets receive no further business travel support from the hospital.
- **Transport desk:** A hospital employee offers information and assistance on travel related issues three days a week. Employees who need information, wish to car pool or to obtain monthly tickets for ÖPV can get assistance at the mobility desk.
- **Bicycle purchase** is available at reduced rates.

### Methods used to actively discourage private car commuters, particularly single-user cars:

- **Changes in the system of reimbursing travel costs:** Only those members of the staff who are advised to use their personal car, possibly in connection with a car pool, are reimbursed for their commuting costs.



- **Parking Charges:** Those with the allowance to use their own car for commuting (see above) pay ECU 12 per car (or per carpool team ) per month. For other staff members the parking rate is 24 ECU. Parking rates do not apply to for female personnel who work night shifts.
- Services supporting car pooling: Including information on Carpooling, matching service, preferential parking , guaranteed ride home.
- **Additional Taxi Service:** Taxi service is available to all staff for those times of day when public transport is not available. This can be arranged at the mobility desk.

### **Additional methods used to support car pooling in other mobility management projects**

- Car pooling is considered in the Netherlands to be the best way to limit single car use. The Ministry of Transport has been supporting pilot projects related to car pooling since 1992. Several innovative projects have been implemented to make car pooling more attractive.
- **The construction of car pool parking near ramps and exits at motorways:** It was observed that car pool members often meet at highway junctions, drive further in one car and leave other cars parked by the roadside. In order to provide more convenient meeting places over 200 car pool parking lots ranging in size from 10 to over 50 parking spaces have been constructed throughout the Netherlands. They are equipped with phone booths and information boards. Because of the obvious potential of theft on these isolated locations, the lots are regularly patrolled by the police.
- **Matching schemes for people interested in car pooling:** The development of numerous computer programs for this purpose has been subsidised by the Ministry of Transport.

Matching schemes are administered both by the Mobility Management Centers and by the individual firms. There are today approximately 25 Mobility Management Centers who offer this service, either for a region or for a metropolitan area.

- **Guaranteed Ride Home** is a very common component to the car pooling programs at the individual firms. Which trips a ride will be provided for, varies with the individual programs.



Experience shows that if a ride is only guaranteed in the case of emergencies then it will be seldom used. If in addition a ride can be provided in the case the car pooler has to work late then it is more likely that this can become very expensive for the employer supporting the program.

- **Autodate** is a new service directed at the needs of the employees who make occasional trips with a car during the business day. The goal is to encourage these members to leave their cars at home and to use a car from the Autodate fleet - either private cars of other employees, leased cars or rental cars - instead. In some model projects autodate programs have been linked to car-pool programs which include a guaranteed ride home.
- Last but not least: **Radio commercials** advertise for carpooling.

### 2.3 Legislation which supports or impedes the use of private cars for commuting

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- Environment Department of the City of Amsterdam. Using the legislative framework of the Law on Environmental Conservation employers in Amsterdam must as of 1998 submit a detailed plan showing the measures they are employing to reduce the use of parking spaces and also the traffic they generate at their site
- Many larger cities have very strict parking ordinances which limit the available parking for commuters as well as other travellers.
- Stricter to effect the availability of on site parking are being discussed.
- Environmental License required by the Ministry of the Environment and Planning. Polluting industries and employers generating large amounts of (commuter and delivery) traffic must apply for an environmental license. The firm has to show that they are taking measures to reduce the level of emissions which can be attributed to their work site. This can be done by, among other measures, reducing parking spaces or giving support to employees to buy tickets for public transport.



## 2.4 Tax structures which support the use of alternative means of transport

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- Since 1995 there are fiscal incentives for bicycle use.

Employers can subtract the cost of bicycles bought for employees from their business profits.

Employees do not have to pay income tax for these bicycles. Waterproof clothing and other cycling gear can be written off the personal income tax.

Cyclists can also exempt the costs for tram, bus and train used during bad weather from their income tax.

- For one-way journeys of 30 km or more the tax-free sum deductible for travel expenses does not increase with increased distance, unless the trip is made by public transport.

## 2.5 Additional national measures intended to effect commuter traffic

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- In the Netherlands there is considerable policy and very little regulation which is effective in this area.
- **ABC Guidelines to Site Planning:** The National Ministry of Environment and Planning has developed guidelines for the approval of on site parking at urban locations and new developments. All sites can be evaluated according to their accessibility for public transport. On A sites, which have excellent access, only 1 parking site per 10 employees can be built; on B Sites, 1 parking space for 5 employees; on C Sites, those located in industrial parks with no public transport or those located directly on major highways, parking is not to be regulated. The provinces are responsible for implementation. The willingness to be strict about implementation varies. In general it is difficult for the local authorities to impose this when large employers are unwilling to comply.



- **Mobility Plans for firms with more than 50 employees:** The government warned that if through voluntary actions commuter car journeys were not reduced then this requirement would be mandatory after 1995. There has been not yet been any action taken.
- **National Public awareness campaigns:** In 1995 and 1996 there have been two major public information campaigns. The first was aimed at increasing the public awareness about reducing non-essential car use. The second campaign pointed out that people who car pool save both money and protect the environment.

## 2.6 Sources and partners for the interviews

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Overview of recent Mobility Management site strategies, activities and results in the Netherlands , Jaap-Jan Wonderergem. 1998.

Report Momentum Mosaic First Deliverable State of the Art. 1996

### Telephone Conversations with:

Marian Bakker, Verkehrsministerium, Den Haag.

Willem Buijs, NEA Transport Research and Training, Rijswijk



**Conditions for activities aimed at reducing the use  
of private cars for commuting**

**Italy**



## 3 Italy

### 3.1 Conditions which affect the means of transport used for commuting

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Owning a car is a matter of pride to most Italians. Many middle sized and large firms are located on the edge of the communities or in suburban areas. The development of public transport has in general been neglected for many years. Therefore many employees drive to work with their own cars or motorcycles. A concern about environmental problems is in general not as great in Italy as it is in some other European nations.

Bicycling is a very popular sport in Italy; as a means of transport for the journey to work it plays a very minor role. This is partially due to the very hilly or mountainous landscape particularly in Northern Italy.

### 3.2 Mobility Management

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The concept of Mobility Management is being widely discussed at present. At present there are still no firms which have developed such plans. The Ministry for the Environment, Transport and Health has recently developed a policy recommendation that Mobility Management in firms should be encouraged. (see below. 3.5.) The models for developments in this area are primarily the experiences which have been made the USA and other European countries. Because Italy is now in the phase of developing concepts and of model projects, there are only few examples which can be shown.



### 3.2.1 Examples

- **Mobility Management in Palermo:** Several measures relevant to mobility management are being planned within the context of the ZEUS project. Car sharing and the use of electric vehicles are both emphasised .
- **The mobility central „Via Libera“** in Bologna, initiated in 1997. Offers a variety of information services, in order to reduce commuter traffic in the Bologna region.
- **Mobility plans are being developed:** In co-operation with the trade unions, the city of Bologna is to developing Mobility plans which can support commuters and to encourage the development of public transport and to develop services for Cyclists.

### 3.2.2 Measures used to affect the choice of commuter transport

- **Public Transport:** In many Italian cities financing will be made available to improve public transport and make it more attractive for commuters.
- **Car sharing:** The Ministry for the Environment is planning to give subsidies to car sharing programs in 5 to 10 cities in order to support this undeveloped means of reducing the use of private cars.
- **Carpooling:** With the support of the LIVE program efforts were made to introduce Car pooling in Manzua near Milan. The participants were to be drawn from the entire city and not just from a single employer. The initiator of this project is the local public transport provider. The experiment has not yet been conducted. There were apparently problems interesting the local employers in the project and attaining the necessary local political support.

### 3.3 Legislation which supports or impedes the use of private cars

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The regions and the provinces in Italy developed traffic policies, which contain two essential tools to reduce car traffic in the major cities in Italy.

1. Every major city must name a Mobility Advisor to develop strategies for the reduction of private car traffic,
2. every large city must develop 2 year plans (PUT) which must contain measures to reduce car traffic, which they can implement within 2 years.

Large cities in Italy have requirements to keep motorised traffic out of the city centres. The historical city centres are as a rule closed to motorised traffic. Measures which can be implemented in case of smog have been in existence for some time - for example for a limited ban of car use determined by the license number (that is, the ban affects one day even numbers, on the following day odd numbers.)

**Parking and regulations to provide parking:** Most employers in Italy are interested in providing a large number of parking spaces, since most of their employees drive to work with their own car. According to our research there are no requirements, as exist in Germany, for employers to provide parking.

### 3.4 Tax structures which support or discourage the use of a private car for commuting

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- **Tax regulations affecting reimbursements for business trips:** The rate of compensation for every kilometre driven varies from firm to firm. The rate is usually very low, for example 300 Lire per kilometre. Only travelling sales men and travelling firm representatives can deduct the cost for their private car from their income tax (petrol and insurance to 100%). Consultants can deduct these costs to 50%.

### 3.5 National guidelines directed at communities or regions which directly or indirectly require measures effecting commuter traffic

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The Ministry for the Environment, Transport and Health has advised that mobility management within the places of employment should be supported. This decree should encourage the development of an ecologically responsible commuter transport. The following are the central measures:

- Employers with more than 300 employees should name a mobility manager, to introduce measures in this area in the firm (Article 3, Paragraph 1).
- The mobility Manager should develop a mobility plan, which is to be presented to the city government by December 31 of each year. The City government has the opportunity to respond within 60 days and to give recommendations. These Plans must be reviewed annually. The planned and the already implemented measures are to be described and the impact evaluated. (Article 3, Paragraph 2)
- In addition the city governments are encouraged to create an administrative structure to support and co-ordinate the work of the mobility managers in the firms. Employers with less than 300 employees may use this communal service and can develop measures to reduce commuter trips.

A Law passed in 1991 requires employers, with a high level of energy consumption, to take measures to reduce this level. Today 100 Energy Managers ( managers concerned with matters which have to do specifically with the use of energy within the firm) are engaged with measure to reduce energy consumption. Commuter traffic falls in their area of concern.

### 3.6 Sources and Interview partners in Italy

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#### Interviews:

Christina Piai, Comune di Bologna

Roberto De Tommasi, Schweiz

Antonio Mazzon, Comune di Palermo

Stefano Nardoza, Germany



**Conditions for activities aimed at reducing the use  
of private cars for commuting**

**Denmark**



## 4 Denmark

### 4.1 Conditions which affect the means of transport used for commuting

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#### Environmental Awareness as the motivating force for changing transport patterns

A concern for environmental issues is widespread in Denmark. Several large communities have committed themselves to programs to reduce traffic and protect the environment. The emphasis of these plans is on the support of public transportation and, to a very strong extent, support for travel by bicycle. There are policies and investment programs at both the national and the local levels to improve the quality of public transportation. The reduction of commuter travel is however seldom the focus of special programs, the policy developed and measures which have been implemented are aimed at reducing the level of motorised traffic in general.

A typical feature of communal activities is the very visible involvement with programs to make bicycle use more attractive and more comfortable.

The City of Copenhagen is very active in the support of cycling. The projects include improved bicycle infrastructure, introduction of the „city bike“ and initiatives which combine bicycles and public transport.

### 4.2 Mobility Management.

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Several communities are taking actions to reduce the use of cars, primarily for shorter journeys with various measures. There are no examples of joint projects with Employers and Local Authorities, or indeed Employers alone to produce comprehensive Commuter Management Plans.



### 4.2.1 Examples and Programs

**The ABS Project in Aalborg:** This project is an example which concerns itself with measures to influence work related journeys. The ABC-project encourages the use of bicycles for the trip to work and for trips (deliveries, visits to other firms, etc.) taken during business hours. The major component of this plan was the development of bicycle corridor throughout the city. Employers at locations adjacent to this bike path were invited to participate in the project. 9 companies participate. 35 company bikes have been contributed to the companies. These bikes are to be used for short distance trips during business hours, instead of taking a car or a taxi.

9 companies participate.

35 company bikes have been contributed to the companies. These bikes are to be used for short distance trips during business hours, instead of taking a car or a taxi.

### 4.2.2 Projects in Denmark used to affect the choice of commuter transport

#### Measures supporting alternatives to the private car:

- **Supporting commuter use of public transport:** The Danish State Railways which manages the underground and other rail lines which serve the city, offered employees of 8 large firms in the Copenhagen Region a free monthly ticket. All employees were asked if they were willing to change the means of transport they normally use for their journey to work. 40-50% responded positively. Those who could adequately be served by public transport were offered a free monthly ticket. To make taking the first step easy, representatives went directly into the firms with information, helped to find the best connections and even took the photos needed for the monthly card. The project was considered to be successful and will be tried again.
- Denmark's first **Car Sharing** program (Odense Bilklub) began early in 1998 and now has 8 cars.



- Some firms offer company bikes but such projects are not widespread.
- 600 City Bikes will soon be available to use free of cost at stands in the Copenhagen city center. A coin deposit frees the bike for use, when the bicycle is replaced in its stand the coin is returned.

#### **Methods used to actively discourage private car commuters, particularly single-user cars:**

- **Parking restrictions:** Examples of individual employers taking measures to reduce commuter car journeys by charging for parking or reducing its availability are unknown.
- **Car pooling:** A spokesman at Denmark's first car sharing project reported that a few very large firms have tried supporting car pooling with very little success. His analysis: „It is very difficult to introduce carpooling in Denmark. The Danes are too individualistic“.

At Lego A/S employees commute from surrounding communities . There is no organised carpooling project but many employees do travel to work by carpool. There are regularly requests in the weekly internal Lego newsletter from individual commuters looking for commuting partners.

#### **4.3 Legislation which supports or impedes the use of alternative means of transport for the commuter**

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The examples which were reported which aim generally at reducing traffic in congested areas, not exclusively work related traffic.

- Road Pricing has been repeatedly discussed particularly for Copenhagen, using Oslo as a model. The concept most favoured would be a classic road toll for a major highway passing through Copenhagen.
- A strict system of parking regulations exists in Copenhagen. The city of Copenhagen also discourages car trips into the more central locations by providing little public parking. Most of the parking available is on street parking which is very expensive. There has been discussions



of how parking on private property within Copenhagen can be reduced but no regulatory measures have been developed yet.

#### 4.4 Tax structures which support or discourage the use of a private car for commuting

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- Fiscal incentives for bicycle are now or will soon be introduced. These Tax laws have been developed using Dutch tax laws as a model.
- Employers can subtract the cost of bicycles bought for employees from their business profits.
- Employees do not have to pay income tax for these bicycles.

#### 4.5 National guidelines directed at communities or regions

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There is a national goal to increase the use of bikes for shorter urban trips by the year 2005.



## 4.6 Sources and partners for the interviews

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### Interviews with:

Niels Jensen, City of Copenhagen, Road Division.

Jette Kjaer, City of Copenhagen, Building and Construction Administration

Charlotte Nielsen, Copenhagen Transport

Metta Nielsen Danish State Railways DSB

Morton Rettig, Carsharing Denmark, Odense Bilklub

### Information Department at the Firms:

Lego A/S, Billund

Novo Nordisk, Bagsvaerd



**Conditions for activities aimed at reducing the use  
of private cars for commuting**

**Germany**



## 5 Germany

### 5.1 Conditions which affect the means of transport used for commuting

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When comparing the industrial nations, Germany has an advanced form of legislation in many respects where environmental protection is concerned. The environmental consciousness of the German population is considered as "high". At the same time, when considering its area and population, Germany belongs to the countries with the greatest density of motorised traffic worldwide and a comparatively intact public transport system. Record licensing figures for motor vehicles correspond with an increasing sensibility towards environmental issues, set against the background of a burgeoning automobile industry, considered as the driving force behind industry and exports. The fact that Germany is the only country where there is no speed limit on the motorways is symbolic for the fact that its national environmental politics are mainly defined as "product-oriented". Attempts at influencing consumer patterns are mostly undertaken by exploiting market mechanisms. Fiscal regulations relating to the vehicle and its utilisation (motor vehicle tax and mineral oil tax) come to the fore, supported by licensing restrictions.

Industrial interests and the most influential car drivers' lobby worldwide (the ADAC automobile club with over 5 million members), stand in the way of programmatic orientation in German politics for promoting an "environment-oriented mobility". The "freedom to choose one's means of transport" appears to be the most important requirement in German transport policy, and the "freedom of entrepreneurial trade" the most important requirement in economic policy. Demands for the state to set priorities in favour of alternatives to using the car in commuter traffic and initiatives for influencing business traffic planning are regarded as harmful to the economy. In Germany, concepts that offer unrestricted car mobility, and at the same time make the highest technical demands on vehicle technology, appear to have the best chances of consensus. This marks an important difference to many other - above all non-automobile-producing - states, and thus also to Denmark and the Netherlands.



## 5.2 Mobility Management

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The culmination of all political - as well as all in-company - controversies on the topic of "Mobility Management" is the question of how to organise car parks. German employees are used to being able to park free of charge at their workplace, either on the firm's car park or in the vicinity. New strategies for mobility management are therefore prone to becoming the subject-matter of "disputes about distribution" and become involved in disputes concerning "safeguarding interests", which in the narrower sense, has very little in common with transport and environmental politics and make it appear most odd that management, on the one hand, and the trade unions on the other, belong to the initiators of innovative concepts. The powerful influence of employee representation in Germany marks a further difference to other states; mobility concepts relating to commuter traffic can only be realised with the support of the trade unions. In the struggles amongst the forces in society, which often adopt an ideological character, the question as to how the employee representatives will finally take their stand, is still open. In the present situation, therefore, mobility management must above all "entice" by offering direct advantages and positive incentives; clear, generally felt support which would also imply "strong" legal measures backing it up, exists neither on the part of the industrial concerns, nor on the part of the trade unions.

From the broad spectrum of the so-called "push and pull" measures - their interaction being considered by specialists to be an absolute precondition for effective mobility management - any measures, which in the widest sense would be described as "state manipulation" or "direct influence by the state" (even if it were only to be in the form of a clear programmatic statement) hardly have any chance of being implemented at present.

Nevertheless, the term, "Mobility Management" is spreading like wildfire at levels where expert reports, research papers and non-committal target statements in local and union politics are being made. The term is being tagged with every conceivable positive intention and the hope of a new policy with an all-inclusive (interdisciplinary) stage for action. Whether this hope is justified has yet to be put to the test in practice.



### 5.2.1 Examples and Programs

At present numerous research projects and pilot projects are being carried out in Germany on the topic of mobility management in commuter traffic. These projects mostly take place under "special conditions" (external financing, stimulation from outside, special evaluation and reporting, non-commitment with regard to continued activity once the project has ended, exceptional legal regulations for the duration of the project, etc.). When compiling the following examples, was not intended to describe this kind of projects; instead, a picture is given of the activities which have developed under "normal circumstances".

Many of the examples described are individual cases, very frequently initiated by companies, unions or pressure groups. A programmatic approach can only be partially recognised, e.g. relating to regions or regional public transport associations. Only a few initial stages for action, such as for example, the Job Ticket (see below) are being widely used.

- **General traffic plan (Generalverkehrsplan (GVP)) Baden-Württemberg:** As one of its targets, the General Traffic Plan (GVP) in the "Land" of Baden-Württemberg of 1995, is supporting business mobility management and setting up installations for mobility consultancy. On the basis of the GVP, financial means in the "Land" budget are being made available for participating in respective projects (e.g. in the project "Mobile Schopfheim"). This GVP for a "Land" covering a large area thus constitutes a positive exception on the programmatic level.
- **Project launched by mutual indemnity associations:** Based on the realisation that the costs incurred by traffic accidents to and from the workplace are already higher today than the costs incurred by occupational accidents, the German mutual indemnity associations (in cooperation with the German Traffic Safety Association) have had a study conducted on the possibilities of reducing the use of the car in commuter traffic in different businesses of differing branches. The organisation responsible for the employees' work safety provides stimulation in this study for implementing innovative mobility concepts.
- **Campaign for "Environment-friendly commuting":** In the southern German town of Freiburg, there is an inter-business cooperation between the employees' councils of different companies. The initiative is being supported by a large trade union and a well-known



environmental association. The work focuses on the exchange of experience, the transfer of know-how and the mutual support in initiating company and inter-company projects.

- **"Best Practice" Brochures:** The Federal Office for the Environment together with the "alternative" Traffic Club VCD has initiated and financed the compilation, production and distribution of brochures containing excellent examples of company mobility management. These brochures appeal for imitation.
- **Market study:** Also initiated and financed by the Federal Office for the Environment and the VCD was the preparation and dissemination of a market study on the need for companies to have mobility management consultancy.
- **Mobility Centres:** A large number of transport systems and transport companies are striving to set up mobility centres, or they have already opened consultancy centres. Since different ideas exist as regards the functions of mobility centres, the "Land" of North Rhine Westphalia has had a paper drawn up showing a specific concept that is placed available to the communities in the form of a publication.
- **Timetable information systems for companies:** The Hamburger Verkehrsverbund (HVV) has encouraged the development of electronic timetable information systems and offers the companies as important customers CD-ROMs or access to Online systems. As a form of marketing strategy, special terminals are being temporarily set up in the companies. Other regional public transport associations are following this example.
- **Company concepts:** There are only a few companies in Germany that are pursuing an overall strategy in the sense of the "Green Commuter Plan". The most important German examples are:
  - Lufthansa-Werft Hamburg (aircraft construction)
  - BASF Ludwigshafen (chemicals)
  - Bausparkasse Schwäbisch Hall (building and loan bank)

In all three examples the components, "Reorganisation of parking space / parking authorisation", "Improvements in the offer of public means of transport" and "Promoting the use of the bicycle" are combined. At BASF, a particular focus is directed on the promotion of car pooling, at Lufthansa, on the development of a carpool system and at the Bausparkasse, on the simplification of the Job Ticket system (i.e. workplace ID card as a transport ticket). The said companies pursue their concepts on their own accord and on their own initiative, i.e. independent of any externally financed projects.



## 5.2.2 Measures in Germany used to affect the choice of commuter transport

### Measures supporting alternatives to the private car:

- **Job Ticket/Company card:** In almost all the cities the transport companies offer important customers the Job Ticket. Concerned here are annual tickets at a discount for company employees. The amount of discount depends on the percentage of the purchasers from the total number of employees. The higher the percentage, the greater the discount. The companies pass the discount on to their employees or contribute an additional payment themselves (up to the point of taking over the total cost). The Hamburger Verkehrsverbund HVV issues the Job Ticket on condition that the companies make an additional contribution. All the transport systems set the condition, that at least half the number of employees order the Job Ticket; in addition, a minimum order number (e.g. of at least 100) is often requested. Small companies must, if necessary, join forces to form an "ordering group" in order to fulfil these conditions.
- **Public work-bus services:** Certain companies have opened their work-bus service to the general public (DASA Hamburg, VW Wolfsburg, Miele Bielefeld). By establishing inter-company bus services (focusing on main entrances and working hours at the companies) and public transport, completely different levels of utilisation and calculations result. At DASA in Hamburg, the responsibility for all the work-bus services was even transferred to the local bus operator ("outsourcing"), who now operates the services economically by optimising the routes and timetables. In Wolfsburg anyone can purchase an annual ticket for the work-bus services which provide important services in the town.
- **Cooperation between public transport operators and companies:** Some companies directly influence the transport services offered in the region: bus services driving onto the company premises, setting up train stops near or on the company premises, increasing the offer of services at the respective working hours and shift-changing times, optimising bus services, synchronised timetables, combining works transport and public transport, etc. (examples: BASF Ludwigshafen, Bausparkasse Schwäbisch-Hall, Otto-Versand Hamburg, Clinic in Freiburg, Lufthansa Hamburg, VW Wolfsburg, DASA Hamburg).
- **Cooperation between the public transport operators, the town and companies:** In certain examples it has been possible as a result of the cooperation between the community,



companies and public transport services, to induce companies to choose locations for their new warehouses on existing railway lines. A condition for this was improving the service quality on the railway stretches, or adjustment of the service offer to the needs of the companies (example: Meistermarkenwerke Delmenhorst).

- **Sponsoring means of public transport within the frame of a Public Private Partnership:** The company, Nokia, sponsors the improvement in the train connection and thereby enables an increase in rail passenger traffic in the region. In return, the company is allowed to advertise on the trains, and at the railway station on the company's premises it can add "Nokia" to the station's name.
- **Granting privileges to carpools:** Some companies support carpools by offering them privileges. Siemens (Bruchsal), BASF (Ludwigshafen) and Lufthansa (Hamburg) offer CPs privileged parking. The privileges are in the form of favoured parking spaces (with a considerably shortened walk to the working place), reservation, exemption from costs, etc.
- **Car Sharing:** Certain companies and authorities utilize cooperation with local car sharing operators to reduce their fleet of company cars or to avoid having to purchase new ones (example: the Health Authority in Bremen).
- **Carpool:** The airline, Lufthansa, is developing a carpool at its locations in Frankfurt, Hamburg, Munich and Berlin, which can be used by its employees at very favourable conditions. With 15,000 registered members, the Lufthansa Carpool is the largest organisation of its kind, worldwide. The emphasis lies on the airport in Frankfurt where the company has been able to save 1,000 parking spaces.
- **Company bicycles:** Some large companies have company bicycle systems. On the company premises of BASF Ludwigshafen, Opel Rüsselsheim and Bayer Leverkusen several thousand bicycles are in use in each case, a large percentage with a robust special construction. Bicycle depots, a repair service and registration procedures belong to the overall system, as also a partial infrastructural planning of its own (bicycle tracks, bicycles depots, etc.). At BASF, several thousand private bicycles are additionally registered and are permitted to enter the company premises after registration.
- **Bike + Ride:** The chemical concern, BASF in Ludwigshafen allows the company bicycles to be taken as far away as the railway station in Ludwigshafen and thereby promotes the use of combined "Bike + Ride" transport.



- **Bicycle sluices:** The Lufthansa Flugzeugwerft in Hamburg is developing a new kind of "sluice" for cyclists within the frame of a "New Ideas Competition". These cyclists can thereby also enter the large company premises from the otherwise closed rear side and thus save an enormous amount of time getting to work.
- **Bicycle promotion 1:** Some companies offer their employees help when looking for the best bicycle routes for getting to work. Bicycle depots are being set up by more and more companies. Provision of a repair service, drying rooms or showers is, however, a very rare exception.
- **Bicycle promotion 2:** In the 80's until the mid 90's the Allgemeine Deutsche Fahrradclub ADFC conducted the "Going to work by bike" campaign in different regions with the financial backing of the Federal Office for the Environment. A part of this campaign involved hanging placards over the entire area (large placards on advertising surfaces) and holding informational functions at large companies.

#### Methods used to actively discourage private car commuters, particularly single-user cars:

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- **Differentiated parking authorisation:** Certain businesses categorise parking entitlements for their employees according to the distance between their homes and their workplace, or the quality of the public transport service (whether their workplace is in easy or difficult reach without a car). Employees living within easy reach or having good alternatives to using the car, are either given no parking authorisation at all, only a restricted parking authorisation (e.g. 50 times per year), the worst parking spaces (furthest walking distance away from their workplace), only a general authorisation without a reserved/guaranteed parking place, or must pay for their entitlement to use the car park. As a rule, such regulations, however, are an integral part of more comprehensive mobility concepts, focusing on new ways for promoting alternatives to using the car as a sole-user.
- **Business trip ruling:** Certain businesses and authorities are systematically attempting to influence the business trip sphere. Use of the car is only approved with special justifications. Collaboration with contract-based travel agencies is organised in such a way that the entire travel arrangement is automatically optimised according to environmental aspects. Exemplary is the complex Business-Trip Management System at IBM.



- **Official cars - right of use:** On the municipal level, some authorities limit the right to use a car belonging to the authorities. Their use has to be justified. As an alternative, the authority places bicycles available, or stipulates the use of public transport (Examples: in the town of Bremen and Erlangen and the provincial administrative district of Cologne).

### 5.3 Legislation which supports or impedes the use of alternative means of transport for the commuter

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#### Impeding regulations:

- **Obligation to provide evidence of a parking space:** Employers are forced by regulations in the building laws to provide, or supply evidence of a specific number of parking spaces - dependent upon the size of the business - or otherwise pay a stipulated redemption sum that is utilised by the municipality for building car parks at another place. The regulation as it stands today is undifferentiated and inflexible. All in all it has led to an over-supply of parking space upon which the state no longer has any influence. The number of parking spaces for cars on private business ground exceeds the number of public parking spaces in many town centres.
- **Prohibition for reserving parking space for car-sharing vehicles in public streets:** The German road traffic regulations prohibit any form of reserved parking space along the side of the road (exception: car parks for the handicapped). Therefore it is not possible to integrate car-sharing stations in public street areas. Car-sharing stations can only be set up at car parks away from these roads. This presents a sensitive obstacle to any further expansion of the car-sharing system.

#### Promotional Regulations:

- **Changes in "Land" building codes:** Certain Federal German "Länder" have amended their building codes whereby the requirements for having to provide evidence of a parking space could be relaxed (e.g. Berlin, Hessen). The implementation of planning concepts that can justify curbing the requirement for parking space production is called for.



- **Exceptions to the obligation to present evidence of a parking space:** In individual cases, some businesses have been able to negotiate a period for deferring their redemption sums; a condition for this was that they implement promotional measures for the public transport. One insurance company did not create any new parking space when expanding its building, but instead, committed itself on a permanent basis to providing a certain number of employees with a free annual ticket for the transport system. Under this condition the company was granted a deferral of its redemption payment that would otherwise have been due (example: Signal Insurance Dortmund).
- **Regulations for limiting parking space:** The local authorities have the possibility of curbing the creation of parking space by implementing local regulations. Criteria are thereby set up, such as for example, the quality of the public transport service. In the catchment area of highly efficient public transport services, the creation of parking space can be restricted or even prohibited. Only very few municipalities have made use of this possibility which could be enforced without necessitating legal regulations.
- **Possible purpose-related allocation of parking-fee income towards promoting alternative forms of transport:** Due to an amendment in the road traffic law it has recently become possible to allocate the income gained from parking fees in the public sector towards promoting alternatives for a special purpose (e.g. public transport, car-sharing, carpooling projects, using a bicycle, etc.).
- **Law on the "Land" travelling costs (Landesreisekostengesetz):** On the "Federal Länder" level the public authorities can determine for their officials, whether and to what extent the use of their own car is reimbursed for official journeys by car and longer official trips. By reducing the reimbursement, the "Länder" can exert a curbing influence on the use of the car.
- **Residential parking:** Towns and municipalities can implement residential parking zones. In these zones only the owners of residential parking permits are allowed to park (even if they do not have their own personally reserved parking space and parking guarantee). By implementing these zones, business parking-space concepts can be supported, e.g. for preventing parking practice being shifted to areas around business establishments. However, this new possibility is being discussed critically in Germany and at the moment it is subject-matter of many a legal dispute.
- **Law on financing municipal traffic (Gemeindeverkehrsfinanzierungsgesetz (GVFG)):** This law, which has been in existence for many years, serves towards improving traffic situations in



the municipalities. Up until the beginning of the 90's the financial means were centrally governed. The priority that was set for promoting road infrastructure - and was one-sided until then - is to be regarded as one of the causes for the increase in motorisation and for the deterioration in the competitive situation of the public transport in Germany. Now that the law has been amended, the Federal "Länder" can decide on how to allocate the resources. Thus on the "Federal Länder" level, a change in setting priorities for financing traffic infrastructures has become and is becoming possible.

#### 5.4 Tax structures which support or discourage the use of a private car for commuting

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- **Fixed kilometre (mileage) allowance 1:** The use of one's own private car for commuting - as opposed to using all the other alternatives - is encouraged to an extreme degree by the German Income Tax Law.
- **Fixed kilometre (mileage) allowance 2:** Participation in car pooling is not encouraged by the existing fixed kilometre allowance. On the contrary!
- **Monetary advantage 1 (perks):** The tax offices responsible for business establishments tend to assess any service rendered made by the employer as a "monetary advantage", which leads to taxation and thus to more expensive services and bureaucratic inflexibility. In the case of the "Job Tickets" (see above) introduced in the first half of the 90's, an exception to the rule was made. However, its continuation does not appear to be permanently guaranteed.
- **Monetary advantage 2:** On the other hand, the possibility of providing parking space free of charge for the employees at their workplaces is in no way assessed as a service offered by the employer and thus as a "monetary advantage". Thus there is a distinct inequality of treating the traffic systems in favour of using the car.

## 5.5 National guidelines directed at communities or regions

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On the national level in Germany only non-committal statements are made as regards putting a stronger emphasis on environmental protection in transport, space-allocation and town planning policy. Local means of public transport and bicycles are to be encouraged; however, no real priority is set in favour of alternatives to using the car.

Self-commitment as was announced by the Federal German Government towards reducing the CO<sub>2</sub> emission remains without any effect in the transport sector, in comparison with most of the other industrial sectors. A reaction to this - e.g. on the level of national initiatives, recommendations and laws - fails to occur.



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**An Interview with Jim Sims,**

**Former Director of the Commuter Transportation Services**

**Now Director of Information Services at**

**Southern California Ride Share,**

**Los Angeles, California**

**USA**

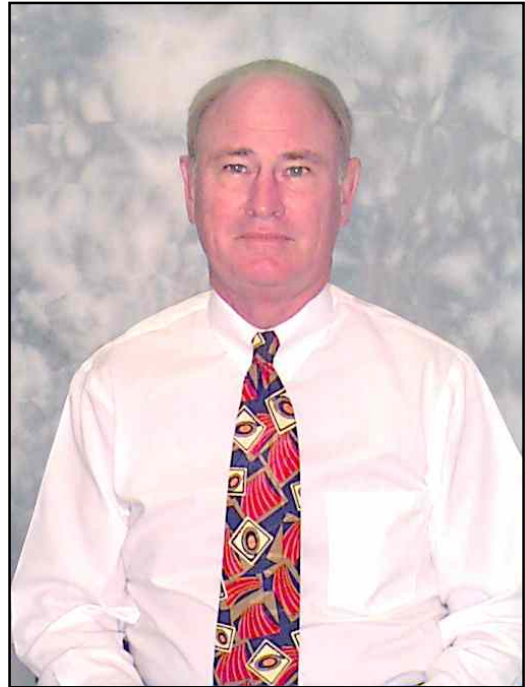
**Interviewed by**

**Diana Lemmen, M.S. City and Regional Planning**



## 6 Appendix California, USA: Interview with Jim Sims, Los Angeles

**Jim Sims,**  
Director of Information Services at  
**Southern California Ride Share,**  
former Director of the Commuter  
Transportation Services



Commuter Transportation Services, founded in 1974, was the largest and oldest American organisation concerned with influencing commuter behavior. CTS's emphasis lay in the establishment and support of ride sharing opportunities for commuters.

In 1989 due to legislation to reduce the level of commuter traffic and to support carpooling, employers in California were made responsible to reduce the amount of car traffic caused by their staff. In 1993 Jim Sims presented the work of his organisation at a conference in Bremen. At that time CTS was the regional head quarters for the development, the implementation and the evaluation of the success for strategies for transport demand management.

Since this time a new organisational form and also changes in the regulatory basis for a co-operation with employers have altered the conditions under which CTS works. Commuter Transportation Services (CTS ) was formally a non profit organisation which was 100% publicly funded. CTS is now known as Southern California Ride Share and is a department of the Southern California Association of Governments (SCAG). Jim Sims described the impact of these changes in an interview in July 1998.

## **Changes in the activities of Commuter Transportation Services after the integration into Southern California Association of Governments?**

There are both advantages and disadvantages in this development. A non-profit organisation is more flexible than a governmental agency. CTS was able to respond more quickly to new issues and opportunities. Government moves more slowly and our opportunities for innovation have certainly been decreased.

On the other hand, our public funding seemed artificial and was not understood by many. In our present organisational form we have more legitimacy. Other agencies, which previously were sceptical about dealing with us are more co-operative now. The advantage of improved co-operation with other agencies is evident in implementation. The funding is more secure. Like any other agency California Ride Share has to fight every year to secure the size budget we need for our work, but our existence is secure. We have had to live with budget reductions in the last years but I think that we have reached a turning point and can expect greater financial support.

There is definitely a commitment on the part of the Southern California Association of Governments to remain active in this area. Primarily because they have no choice. The problems which Southern California has with air pollution and with traffic congestion are so obvious that the local governments have to take the responsibility to face these problems seriously.

Carpooling remains, despite the changes in the legislation, a central issue. For most employees there is no other alternative to using a car to get to work. If the local authorities want to reduce car miles driven or the number of cars on the highways in Southern California then car pooling still is our only possibility to do so.

During the period of critical discussions over Rule IV (Clean Air Legislation) and the regulatory measures associated with it, car pooling as a solution to our transport problems developed a bad image in public opinion. There was also a strong political back lash against car pooling. At that time the political opinion was not favourable for car pooling and local and state politicians supported the development of a massive rail system. These developments have however come to a halt. For one thing, they are too expensive. The dispersed employment locations and the low density housing structures in the region are also hard to serve.

As a result car pooling is back in the public discussion as a inexpensive and practicable means to effect the number of commuter journeys. Despite the bad image which carpooling has at present, it



is still widely used. It is the favoured alternative to driving your own car to for job commutes. In this region four times as many people commute in a carpool than use public transport.

### **What is the status of the programs which were developed to require trip reduction programs?**

The legal structure for enforcing these goals has changed.

**National Legislation.** The Employee Trip Reduction Mandate of the Clean Air Act was repealed as of 12/ 23/95. This means that trip reduction programs are optional at the discretion of the individual states. However if a state wishes to remove the ETR provision it must designate alternative methods to achieve emission reductions.

Jim Sims has the impression that many states are just ignoring this regulation or are covering it through symbolic measures. There are a few exceptions to this. On the West Coast, most strongly in California but to a lesser extent in the neighbouring states, legislation to require a reduction of emissions are still being enforced. Texas is also rigorous in this area. Some metropolitan Areas, for example the New York and the Washington D.C. regions, are still doing a lot to encourage carpooling and to encourage the use of public transport.

**State and Local Legislation and regulations.** In California Rule 2202 has been partially repealed. The threshold for a mandatory commitment to implementing measures to reduce commuter trips - which defacto meant for many regions a commitment to support ridesharing - have been raised from 100 to 250 employees in 1996. There is some discussion that the threshold will be raised to 500 employees.

Jim Sims thinks that it is more likely that the regulation will be phased out gradually. He foresees that the requirements for the employers themselves to be active to motivate their staff to carpool will be repealed. This may be replaced by a requirement that employers co-operate with the Southern California Ride Share Service primarily by providing access to their employees. The new emphasis for the Ride Share Service will be on marketing and information campaigns rather than on regulation.

At present the employers in Southern California who are effected by Rule 2202 can choose from a variety of options to produce emissions reductions. A so called buy-out option is favoured by about



10% of the firms. Instead of supporting implementing trip reduction strategies a firm can opt to pay \$60. per employee per year to finance emission reduction projects.

Vehicle Trip Emission Credit can also be obtained by implementing strategies in the following areas:

- peak commute trip reduction
- other work related trip reductions
- alternative fuel vehicles
- reduction of vehicle miles travelled
- parking cash out
- employee commute reduction programs.

At the regional and community level there is still legislation in California in effect which supports car sharing programs. Some counties require firms to produce Congestion Management Programs (CPM) and to update them annually. Some communities in California have Trip Reduction Ordinances. The city of Santa Monica, for example, requires employers of 50 or more employees to submit an emission reduction plan to the city.

However in the last years no additional communities have passed such ordinances.

Jim Sims evaluates the situation: due to the recession which California experienced in the last few years, new construction and development within the communities has stagnated. As a result the communities no longer perceived growth as an issue.

### **Reaching the Commuters.**

#### **What is Southern California Ride Serve's relationship to the employers and to the commuters today?**

The changes in the regulatory environment have had a great impact on us. Regulation XV and Rule 2202 made a co-operation with us in the years between 1989 and 1996 mandatory for firms in



our region. The present regulation only requires employers with more than 250 employees to produce trip reduction plans.

The citizens, not only of Southern California, resented the mandatory action forced upon them by the Trip Reduction Mandate of the Clean Air Act. Many people are concerned with the effects of air pollution for one reason or another but they were hostile to being regulated. They didn't like being preached at. Carpooling has developed a bad name due to its association with the regulatory measures. So for us the deregulation has in some ways not been as negative as the regulation itself was.

Southern California Ride Share has had to react to this situation. As a result we have to rely more on marketing to convince our customers of the value of our services. We are re-evaluating our service and our marketing. One of our decisions has been to decentralise our outreach, to be present at locations where our customers can more easily come in contact with us. We are also employing new technology and access possibilities. We provide a lot of information via Internet and are planning to be even more active in this area. Our concern is to reach interested employees directly through the electronic media, to be able to be reached through every desk PC.

### **How have the changes in the regulatory environment effected the Ridesharing programs?**

In fact the service which we can now offer has improved. Our data base is smaller but has a higher quality; the number of firms who are our clients has increased in the last 5 years. This may appear surprising: at one time we had a million customers (individuals listed in our data bank). Many of these, however, were not really interested in car sharing and were only listed because their employer pressured them due to the firm's requirement to produce a transport plan. We now have 300,000 interested people registered in our databank.

Many of the activities of the Southern California Ride Share are directed increasingly to potential individual customers and less to the employers, who were in the past of necessity our partners. However a constructive relationship to the employers is still very important to us for the success of the ridesharing programs. We realise that we need the co-operation of the employers to get to their employees. The place of work is our access point to the commuters themselves. In the past the incentive programs to inform commuters of the advantages of carsharing and of the services which we can offer had mixed success. Often the firms were not really supporting them but were just



fulfilling their requirements. One of our goals today when we speak of a decentralisation of our activities is to develop and maintain good working relationships with management.

**Formerly large firms were required to name an Employer Transportation Co-ordinator (ETC). Does this requirement still exist?**

The task still exists but is seldom the sole responsibility of a single employee. This function is now integrated into the activities of the Human Resources or Personnel Departments. The involvement with such issues is now one of 5 or maybe 10 areas for which an employee is responsible. Therefore the transport and mobility topics can no longer as strongly followed as they once were.

One positive tendency which we see is that these tasks have become internalised by the firms. They belong to the normal concerns which an employer is involved with, whereas they were formally solely of interest to the employees themselves. However in comparison to the phase when larger firms were required to designate an ETC these issues can no longer be followed with such emphasis. The time and energy invested in this area is now subject to subjective interests and concerns of the firms or of the human resource officers themselves.

**How do you stand to the issue: regulation vs. co-operation?**

It appeared a few years ago to be easier to regulate that to co-operate. The solution through legislation seemed to be a quick answer to a serious problem. Our experience is that there is a need to work with the employers to convince them to co-operate with us. This will take more time, investment and new ways of thinking. But I'm convinced that it is the productive way to work.

**Car pooling had received bad press and a negative image as a result of the controversial discussions about regulatory measures. What was so critically seen: the governmental regulations, or car pooling and car pooling related measure themselves?**

The problem was the regulatory atmosphere surrounding the car sharing programs. Nevertheless despite the negative image, carpooling remains one of the major alternatives to riding alone in their private car which are available to American commuters. The conditions have improved for carpools too. Measures which were implemented to make carpooling more attractive are still in effect. For



example, the fast lanes for cars with several passengers have become a standard feature on highways in metropolitan areas. Many metropolitan regions have programs to support car pooling and provide matching services. Transport Authorities make this information and information about public transport widely available through Internet.

The emphasis of our work at Southern California Ride Share is going to be on marketing and outreach in the next few years. This approach which relays heavily on an aggressive marketing strategy may be more effective than regulation.



## Appendix to California:

### Parking Cash Out:

**This regulation, which has been shown to be very effective in discouraging single car commutes, has been followed with interest in Europe. We have therefore summarised the most recent relevant California and National Legislation.**

#### California Parking Cash Out Program.

Since Jan.1, 1993 employers in the State of California who

1. are located in an area with high levels of air pollution (most of Southern California),
2. have at least 50 employees
3. at present offer their employees free parking

have to conform to the State Parking Cash-Out Program.

Parking Cash Out means that these employers **must** offer their staff the opportunity to accept a cash benefit instead of free parking. This does not apply to employers who own their own parking or how have signed a lease for parking spaces. The intent of the legislation is to reduce the number of parking spaces employers maintain for the employee and instead provide employees with cash. That way, employers and employees can make more informed decisions based on the true costs of commuting.

The cash amount must be equal to the costs which the employer would otherwise have to spend to provide parking. The employer may however provide commute benefits instead - that is support for public transport or for vanpools. As part of this program an employer may require those who choose the cash or commuter benefits to sign an agreement not to use on street parking in the area of the work site.

This measure has been shown to be very effective in reducing the use of single driver car trips to the work site. (See graph below)



### U.S. Tax Codes relevant to Parking Cash Out

- Employers may claim a business deduction for offering a cash-out program.
- Up until 1998 employees who offered this option could offer the actual costs for a parking space as a non-taxable benefit or a \$65/month non-taxable commute benefit for public transit or for vanpool programs. (U.S. Tax Code) The level of \$65 allowed as a tax free benefit became the standard unit. Some employers offered their staff a choice of benefits: \$65 parking benefit, \$65 transit pass or \$65 vanpool benefit. Cash benefits were not allowed.
- Under a new Federal law (effective Jan. 1, 1998) the tax laws effecting this offer have been changed. Employers who provide parking benefits may offer their employees the option of receiving the cash value of the parking space as taxable salary. That means that transit and vanpool benefits are now taxable; cash is considered taxable salary. Only the parking benefit remains non-taxable.

The Association for Commuter Transportation is at present working to developing political support to bring about changes in this legislation. Their goal is that the tax regulations support the „Commuter Choice“ opportunity which the Parking Cash Out Programs are meant to offer.

