



Paying for Roads and Road Use

Phase 2: Attitudinal Research Technical Report



Foreword from the ITC Project Chairman

Roads are our last great free utility, but as the next car you buy these days is twice as fuel efficient as the one you trade in, so the decline in fuel duty becomes ever steeper – a trend identified by the independent Office of Budget Responsibility. Motoring taxes pay for more than our national expenditure on roads. To a significant extent they also pay for schools and hospitals so governments will shortly find themselves facing the unpalatable political reality of either having to reduce public spending significantly or raising additional taxes elsewhere, unless and until they engage seriously with the issue of road user charging. This has traditionally been seen as politically impossible to deliver at a time when no single party is able to carry public opinion and if they dare raise the issue they fear attacks from their political opponents.

As an independent body the ITC believes that it will shortly no longer be possible for this issue simply to be pushed into the long grass. Given the apparent hostility to any suggestion of pricing we have been keen to test this assumption and to uncover the real state of public attitudes towards a wide range of reforms concerning how we pay for our roads and road use. We therefore embarked on a major attitudinal research study kindly supported by the Rees Jeffreys Road Fund. The research has been expertly conducted by Social Research Associates and has questioned and probed the opinions of more than 2250 people across the UK. We have also, in the context of current Government proposals, been probing attitudes towards governance of the strategic road network.

The findings are presented for the first time in this technical report and they are striking. First, it appears that there is rather less support for maintaining the status quo than is commonly believed. Second, no options for reform of paying for road use are wholly rejected. Third, it is clear that citizens are much more willing to consider new forms of paying for road use when properly informed and when the full context is explained. And fourth, concerns about equity and fairness are clearly important issues for the public and need to be adequately addressed if any reform is to be widely welcomed.

At a time when major investment in the UK's road network is planned these findings should make an important contribution to policy formation and need to be taken seriously. We recognize that this is a sensitive political issue, and so the ITC now intends to present the research privately to ministers, policy makers and leaders in the transport sector over the course of summer 2014, before publishing our own analysis of the policy implications arising from this work in due course.

Steve Norris

Chairman of the Paying for Roads & Road Use Working Group
Independent Transport Commission

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Executive Summary

Introduction and Methodology

This research was commissioned by the ITC as part of their project investigating reform of paying for roads and road use in the UK. Having identified some potential choices in the first phase report, this second phase aims to understand what people think the Government should do about congestion and the need for roads investment, and from this to identify whether there are opportunities to present a package of reforms which would achieve public and political support. The study was made possible by a generous grant from the Rees Jeffreys Road Fund.

A three-fold research methodology was used comprising: discussion groups, some of which were formally facilitated and others based on neighbourhood self-managed sessions; an electronic panel survey representative of the UK population structure; and a series of citizens panels. Overall 2,274 people took part from all parts of the UK representing a mix of commuters, rural and urban residents, drivers and non-drivers, high and low mileage drivers, men and women, employment status, retired and different ages.

The discussions were informed by a box containing four sets of cards showing facts about motoring revenue, choices for funding, choices for governance and choices for consumers. At various points in the discussion participants were asked to vote and give priorities both as individuals and as a group to see if consensus could be achieved. Views on the extent to which choices were judged to be politically acceptable were also recorded. A similar process and questions were used for the online panel.

Funding Choices <ul style="list-style-type: none"> • An increase in fuel duty • A new charge for using motorways • No change • Increase on basic income tax rate • A charge per mile up to 10,000 miles and double this charge over this mileage • Charging for using congested motorways at peak times 	<p style="text-align: center;">THE ROAD AHEAD</p> 	Geographical locations for research 
Governance Choices for the Highways Authority <ul style="list-style-type: none"> • No change • The Highways Agency with more autonomy from Government • Sell it outright • Long leases to private companies • Give it to a non-profit making company to run 		<p><u>Key to map</u></p> <p>Green = Electronic survey UK wide</p> <p>Red diamond = discussion groups</p> <p>Blue diamond = citizens panels</p>



Road Funding

People were surprised that more than half of the revenue from motoring went into general expenditure and two thirds thought the Government should spend more of the revenue from motoring on transport with an element of ring fencing. Levels of support varied by age with four fifths of 65+ year olds supporting more spending on transport and less on other services compared to two thirds for younger age groups.

The main conclusion from the road funding exercise is that the majority of motorists are receptive to new forms of funding and that nothing is ruled out either for individuals or on grounds of political support.

The choices which people prefer for funding are those which (at least in terms of perception) are seen to give people some control over choices. Thus peak charges or choices between local roads and motorways are more popular than blanket measures such as area charging or income tax increases.

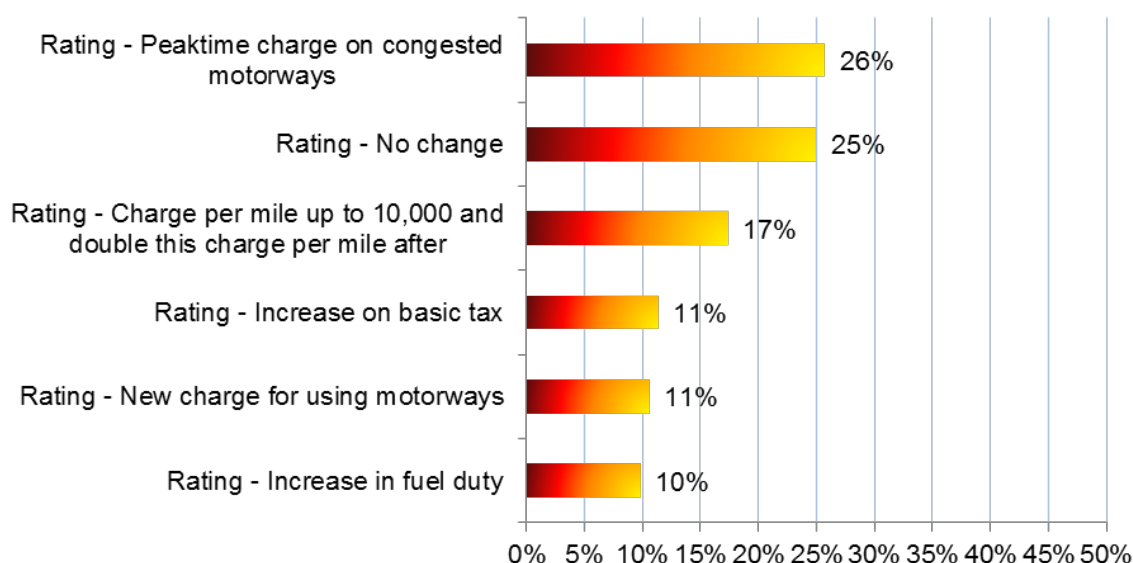
On the other hand, there is concern about privacy in the context of the technology required to operationalise individual choices and little awareness of the extent to which such information is already held in the wider society. One of the factors favouring the Highways Agency remaining as part of Government was trust for privacy protection.

A key theme in influencing priorities is fairness but there is a lack of consensus about the impact of the various choices on different social and economic groups. This concern is mitigated in the context of including concessions or discounts to disadvantaged users. However this is not a straightforward matter: for example some people in lower income groups voted for peak congestion charging on the grounds that it would reduce their chance of delays which in turn would save money on items such as childcare or enable longer working hours for those on shifts and hourly wages.

Demographic and location factors do not correlate with specific option choices for paying for roads. The exception is drivers with higher rates of motorway use who give more support for peak time charging on motorways.

Although it is accepted that transport policy should acknowledge the need to reduce greenhouse gases this is not a key influencer on choice compared to individual economic and social considerations.



Figure 1: Summary of choice preferences

(n = 2274) the increase in fuel duty was asked of the electronic survey and citizens panels only (n = 2156)

Governance

The most popular form of governance for the strategic road network is the Highways Agency either as it is currently organised or with greater autonomy. Long leases to private companies on the rail franchising model are much less supported and full scale privatisation hardly at all. This negative view is influenced by experience to date especially in relation to energy and rail privatisation. In addition there is concern about foreign ownership of the UK's infrastructure especially strategic assets such as roads.

There is also a desire for more direct consumer engagement by motorists with the Highways Agency and other transport stakeholders. In particular there is a willingness to use direct and real time personal travel information to enable two way communications especially if the Highways Agency remains under Government control.

Conclusions

There is significant support for new forms of charging and nothing is ruled out

People are realistic about the need for new sources of funding for roads especially when presented with a few prior facts about the decline in revenue from motoring. A third support the status quo and this contrasts with a third who see strong advantages in new forms of charging. In addition the concept of a 'charge' rather than a 'tax' was popular; the former seen as giving greater individual choice.



The influence of prior information and discussion

A second conclusion is that people are interested in this debate and that receiving background information is a motivator to consider and accept new approaches to funding roads. People also vote differently when they have background information.

In particular, there is a lack of understanding of the potential of real time information and smart technology to help in making choices but when these are outlined there is increased concern about privacy in the context of naivety about the extent to which this is already happening.

An element of altruism

Although people tend to prioritise choices in terms of the best for their individual circumstances considerations of fairness also enter into their preferences which leads to a tendency to dislike choices involving inflexible exclusion by price such as area charging. In comparison they prefer choices which offer more option for individuals such as peak charges at times of maximum congestion or two levels of charge depending on annual mileage. In this context there is interest in mitigation via concessions for disadvantaged groups.

The green agenda – nice to have but not a ‘driver’

The need to reduce carbon emissions was supported in discussions but it was noticeable that this did not have much influence on preferences and priorities.

Next Steps

The ITC will now be discussing these results privately with leading figures in the transport world as well as key decision makers, including ministers, civil servants, and policy advisors. We will be presenting the findings and seeking feedback on the implications of these attitudinal results.

When this process of consultation is complete we intend to release the results publicly together with more detailed policy guidance.



1.0 Introduction and Methodology

1.1 The three recruitment methods

This research was commissioned by the ITC as part of their project investigating reform of paying for roads and road use in the UK. Having identified some potential choices in the first phase report, this second phase aims to understand what people think the Government should do about congestion and the need for roads investment, and from this to identify whether there are opportunities to present a package of reforms which would achieve public and political support¹. The major focus of this phase is to identify whether there are opportunities to present a package which would achieve public and political support. The study was made possible by a generous grant from the Rees Jeffreys Road Fund.

There were three elements of research – face to face in depth discussions (some run as traditional focus groups and others based on self-managed neighbourhood group discussions), a national electronic panel survey and citizens panels. These methods were designed to provide a range of insights rather than direct statistical comparison and the purpose of all three was primarily to understand the influence of background discussion and information (which was not possible with the electronic panel survey) on subsequent choices. Membership of the discussion groups and citizens panels was based on quotas and confined to England and the electronic panel survey was representative of the demographic structure of the UK.

Overall, 2,274 people took part in the exercise. They included a mix of commuters, rural and urban residents, high and low mileage drivers, driving licence holders and non-licence holders, men and women, employment status and ages. A full profile of participants is shown at Appendix A.




1. For further information on the ITC's research work see www.theitc.org.uk. A scoping report authored by Phil Carey was published as *Pipers and Tunes: Putting the Road User in Charge: Phase One Report* ITC, 2012



1.2 Research summary

Discussion Groups	
Neighbourhood groups (self-managed) and focus groups (facilitated) Autumn 2013	13 groups (118 participants)
UK electronic panel survey	
(Commissioned from Panelbase) November 2013	2003 respondents representative of the national population structure of the UK
Citizens Panels	
Early 2014	3 Panels (153 respondents)
Total participants	
2,274	



The map shows the locations of discussion groups (red diamonds) and citizens panels (blue diamonds) across the United Kingdom. The locations are: Newcastle, Leeds, Bolton, Manchester, Shrewsbury, Birmingham, Leicester, Finedon, Cambridge, Norwich, Kings Langley, London North, London South, Woking, Exeter, Brighton, and Seaford.

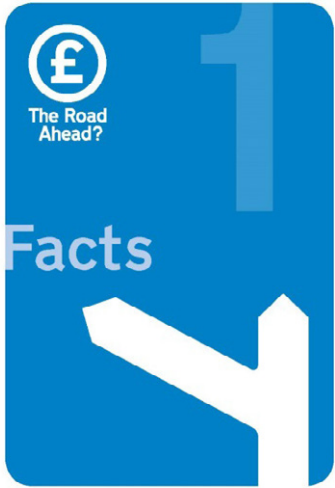
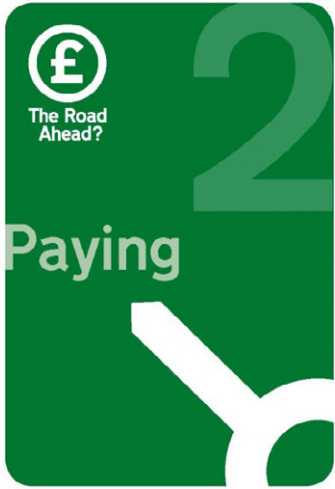
Key to map

- Green = Electronic survey UK wide
- Red diamond = discussion groups
- Blue diamond = citizens panels


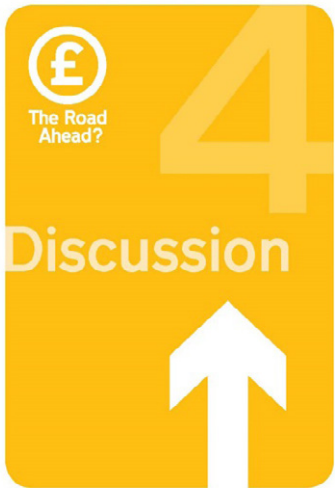


1.3 Materials

The research was based on a 'game box' containing four sets of colour coded cards shown at Appendix B. After discussing each set of cards, participants ranked the choices according to preference both as individuals and if they could reach agreement by group consensus. Views on the extent to which choices were judged to be politically acceptable were also recorded. In the case of the electronic panel, questions based on the same choices were ranked by the respondents, although this time obviously without discussion.

<p>Set 1: FACTS Information cards (7)</p>	<p>These cards were used to explain what motorists pay to government and how it is spent, road tax rates and trends in motoring costs and taxation.</p> <p>A key message was the projected decline in government revenue from motoring.</p> <p>At the end of the discussion participants indicated whether they thought that <i>"Government should spend more of their income on roads"</i>.</p>	
<p>Set 2: PAYING Road funding choices (6 cards)</p>	<p>These cards offered different choices for future road funding. Participants ranked these choices according to preference</p>	



<p>Set 3: GOVERNANCE</p> <p>Choices for managing the motorways (4 cards)</p>	<p>These cards described different choices for running the strategic road system.</p> <p>Participants ranked these choices according to preference</p>	
<p>Set 4: CONSUMER ENGAGEMENT</p> <p>Choices for consumer representation (2 cards)</p>	<p>These cards offered compensation for delays and congestion and an independent motorists' elected body</p>	

1.4 Analysis

Given the different sampling methods, the results are not directly comparable. Also the funding choices differed slightly with an additional option added to the electronic survey and citizens panels – namely an increase in fuel duty which was added due to participants in the discussion groups wishing to support such an option. Another change was removing the earlier option of two levels of road tax with a higher annual charge for using motorways on the grounds that this was a less popular option than the similar idea of paying to use the motorways on the pattern of monthly mobile phone contracts. Finally, full scale privatisation was removed from the electronic survey to allow the option of keeping the Highways Agency as it is – since this related closely to the consultation on the future of the Highways Agency which was issued at the time of the electronic survey (late 2013). These variations are summarised in figure 1 and are made clear in the reporting and the separate tabulation of results from the three different groups shown at Appendix C.

Nevertheless, there were many common and similar choices and, most importantly, the collection of demographic profiles enabled cross tabulation for analysis of the whole sample.



Summary of variations by research group

Funding choices

Discussion groups (focus groups and neighbourhood sessions)	Electronic survey	Citizens Panels
Government should spend more of their total income on roads (and less on other things)	Not asked	Government should spend more of their total income on roads (and less on other things)
3p Increase on basic tax rate	An increase in income tax	An increase in income tax
As is – no change Do nothing to make up the shortfall	As is – no change Do nothing to make up the shortfall	As is – no change Do nothing to make up the shortfall
Keep road tax as it is but extra charge for motorways	An extra charge for using the motorways (paid monthly like a mobile phone bill)	An extra charge for using the motorways (paid monthly like a mobile phone bill)
A new structure for road tax with 2 levels incorporating a higher charge for motorways		
A 2-band charge per mile – one up to 10,000 miles and double per mile over	A 2-band charge per mile – one up to 10,000 miles and double per mile over	A 2-band charge per mile – one up to 10,000 miles and double per mile over
Peak time charge – all roads	Charges for driving on the motorway at peak times	Charges for driving on the motorway at peak times
Not asked	Increase in fuel tax	Increase fuel duty

Governance

Discussion groups (focus groups and neighbourhood sessions)	Electronic survey	Citizens Panels
More autonomy for the HA	More autonomy for the HA	More autonomy for the HA
Sell outright	No change	Sell outright
Long leases to private companies	Long leases to private companies	Long leases to private companies
Non-profit company	Non-profit company	Non-profit company

Consumer choices

Discussion groups (focus groups and neighbourhood sessions)	Electronic survey	Citizens Panels
Motorists get money back for delays/congestion	Not asked	Motorists get money back for delays/congestion
Motorists elect members of independent body to represent their interests	Not asked	Motorists elect members of independent body to represent their interests

Yellow: asked of all
Green: asked of two research groups
Blue: asked of one research group



2.0 Information

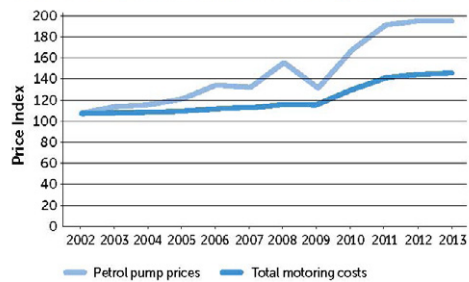
2.1 Reactions to the Facts

The results in this section are based only on the face to face research since background facts were not used for the electronic panel survey². The purpose of the fact cards was to inform the subsequent discussion and choices. Seven different cards were used showing facts about government spending on roads, sources of taxation and changing trends in revenue. The impact of increased fuel efficiency in reducing government revenue was also highlighted.

Facts

4-Motoring costs have risen mainly due to petrol costs rising due to both government tax and petrol company price increases

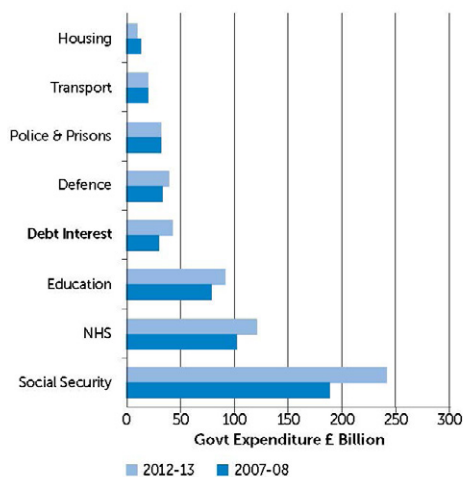
Trend in fuel and total motoring costs



The Road Ahead ?

Facts

7-What Government spends money on



The Road Ahead ?

Facts

5-Motorists pay £38 Billion each year to government

What do motorists pay ?

Fuel Duty	£32 Billion
Road Tax	£6 Billion

For every litre of petrol costing £1.30 the cost is split:

Fuel Duty	58p
Vat	22p
Oil companies	50p

The Road Ahead ?

2. Nevertheless, participants in the electronic survey were 'briefed' by means of an introductory sentence "Over the next ten years the amount of money the Government gets from motoring taxes is likely to fall sharply (due to greener vehicles paying less road tax and using less fuel). This will result in less money to spend on roads, including maintenance."



The Fact cards were well received and generated a good deal of discussion – and many people would like to have gone on talking beyond the half hour allocated for this part of the process. As will be seen later in the report, the knowledge gained also influenced the selection of priorities and wider views. This difference is likely to have had a strong influence on some of the less familiar choices such as paying a second road tax for motorway use.

“This exercise has been a real eye opener. Could we keep the cards to do it again with our theatre group?”

“I’ve learnt a lot today – it’s been interesting and it’s changed my view about the cost of driving.”

There was also a widespread lack of understanding of the potential of Intelligent Transport Systems and other technology to monitor, charge and administer some of the choices. Concerns were expressed about privacy with many participants not realising the extent and use of current electronic data bases.

2.2 Diversion of motoring taxes to general revenue

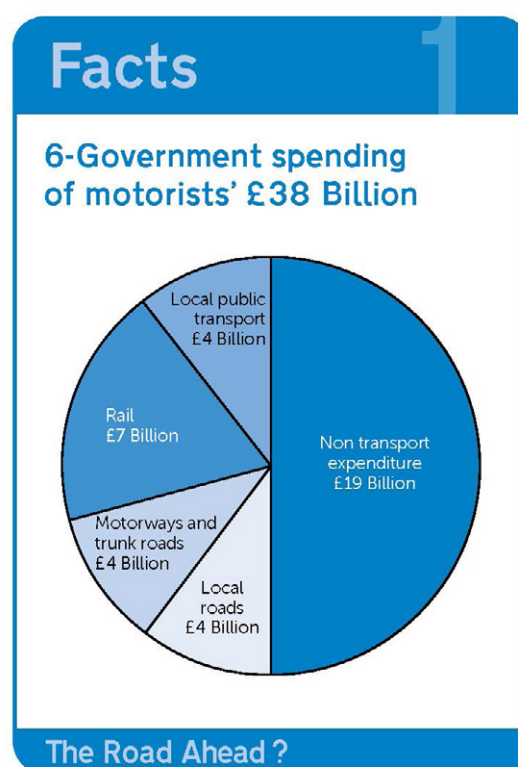
The biggest impact on participants was the card showing the proportion of motorists’ taxes which is not spent on transport.

Motorists were particularly aggrieved about the amount diverted to general expenditure and there were many references to the growing backlog of road maintenance. Even strong supporters of public transport felt more of the total should be spent on roads since bus and coach users needed them not to mention cyclists and pedestrians.

Such views tended to lead to advocacy of a stronger element of ring fencing and support for more (if not all) of the total to be spent on roads or public transport. It also meant that some people were not particularly concerned about the impact of the decline in tax revenue from motorists on Government spending for motorists since they advocated making up the shortfall by spending more from this source on transport.

“There’s been underinvestment in public transport here (Leeds) for years – the time has come to catch up – especially the suburban rail links to the city centre.”

Inevitably some people thought that any consequent reduction in spending on other services would be mitigated by greater efficiencies especially in health and social security. There was also a general tendency to attribute the increase in the social security budget to immigration rather than as a result of an aging population.



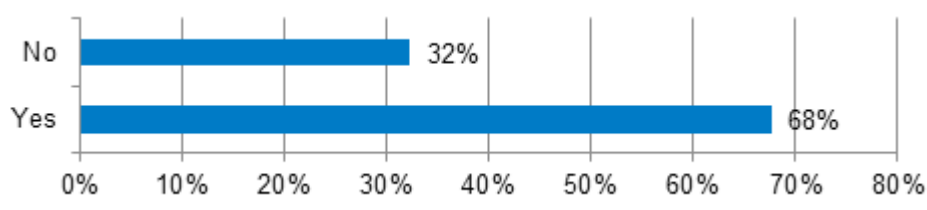
However, most people did accept that the decline in tax revenue from motoring was a serious problem for the public purse albeit with the view that any increase in taxation for motorists should include more spending on roads.

Thus, overall there was support from the majority (two thirds) for more spending on roads, not just for motorists but from the perspective of public transport, walking and cycling as well as motoring. Indeed most people did not 'label' themselves as users of one predominant mode and many also referred to needs of their wider family or themselves at different life stages. An issue of particular interest was road safety and the need to do more to reduce casualties

"Thousands of people are injured or killed on the roads – we should spend more of the money from motorists on doing something about it and that would save money for the NHS anyway."

Do you think the Government should spend more of their total income on roads?

Figure 2: Spend more on roads



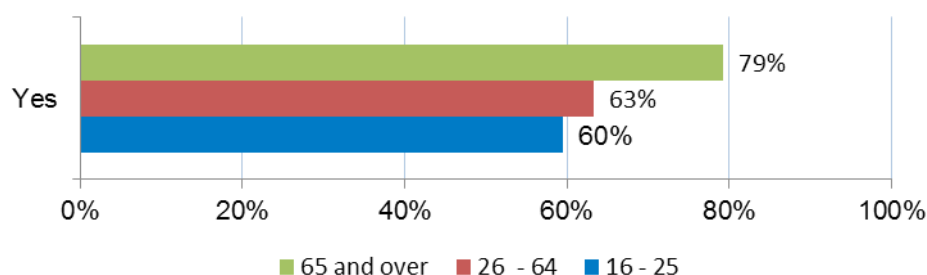
(n = 249) asked of discussion groups and citizens panels

"Yes spend more on roads but include better facilities for cyclists and pedestrians."

"Even though I drive a lot I dislike it when people refer to me as a motorist – I travel in all different ways and the balance changes all the time."

Given such a high level of support for more spending on roads, there were few significant differences by demographic group. The exception was difference by age whereby older people were more likely to advocate spending a higher proportion of the revenue from motoring taxes on roads than younger people.

Figure 3: Spend more on roads by age group



(n = 249) asked of discussion groups and citizens panels



2.3 The Green Agenda

The variable rates for VED depending on CO₂ ratings were welcomed apart from murmurings from anthropogenic climate change doubters. Even those who were paying the highest rating accepted the principle. Some people felt that the ratings should take account of the CO₂ attributed to the manufacturing and disposal of vehicles (i.e. the whole life measure) and not just emissions.

"Taxation should be based on CO₂ for the whole car production process including recycling. That would encourage smaller cars which would be a good thing in itself."

The relative balance in the breakdown of fuel costs between fuel duty, VAT and the oil companies was not questioned. The growing proportion of the cost for petrol going to oil producers was resented but seen as inevitable. Most people were aware of the cancellation of the fuel escalator duty and welcomed it although expected it to return once the recession was over. However, there was also support for the effects fuel duty had on encouraging greener driving and more efficient cars.

"The rising cost of petrol led to us getting a Prius."

"I'm more aware of fuel consumption now – I drive more smoothly."

"In a way it's a good thing – a green tax which does encourage people to burn less carbon."

Facts

1

2-Road tax rates depend on carbon emissions (average £180)

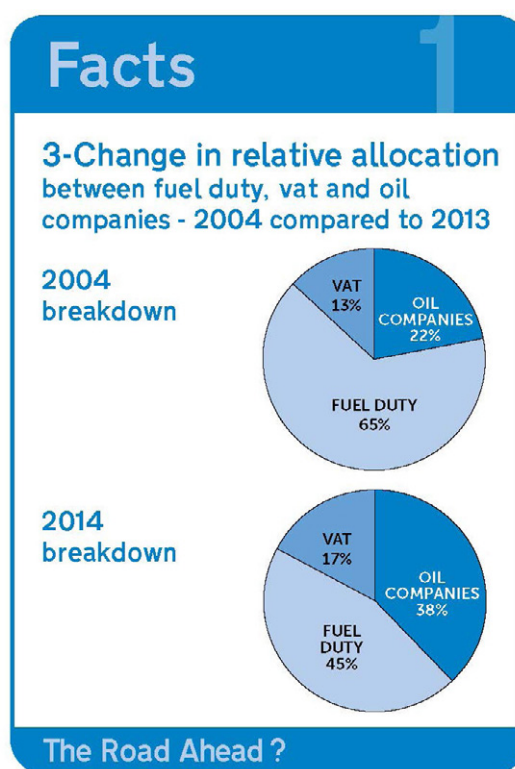
Bands A – C
up to 120 CO₂ g/km £0 - £30

Bands D – H
up to 175 CO₂ g/km £105 - £200

Bands I – K
up to 225 CO₂ g/km £220 - £280

Bands L – M
up to 256 CO₂ g/km £475 - £490

The Road Ahead ?



3.0 Funding Choices

3.1 Discussion of individual choices

For the next part of the exercise, participants were invited to rank a set of choices for road funding after first discussing the individual choices set out on the individual cards³. Further details of views about rankings for the individual choices are reported in section 3.1. Section 3.2 summarises the overall ranking priorities.

Although the cards were numbered for ease of identification, there was no set order with the choices passed around freely in the discussion groups and presented randomly in the electronic panel exercise.

3.1.1 Dual road tax – higher for use of motorways

(asked of discussion groups only)

Paying

2

Option 3
Two Levels of road tax - higher charge if using motorways

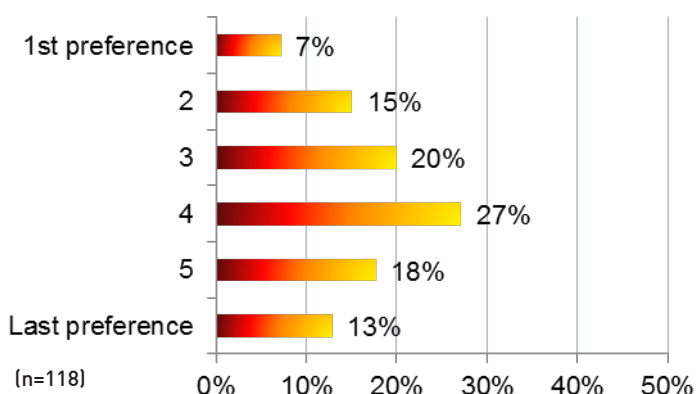
- Annual Road Tax £100 without use of the motorways but extra if you do
- Annual tax of £250 for use on all roads including motorways
- No link between road tax and CO2 emissions

Consequences

- Smoother journeys on motorways but more traffic on some local roads
- Cheaper for people who don't drive on motorways especially those in rural areas and areas of the country without motorways
- Could raise around £2 Billion from motorists paying the premium

The Road Ahead ?

Figure 4: Two levels of charge



- The key obstacle for supporting this option is concern that it would drive traffic onto local roads. Experiences from driving abroad were quoted in support.

"You only have to be in the centre of Dunstable when there's an accident on the M1 to see what would happen if people had to pay extra for going on the motorway."

- In contrast, the lack of encouragement for fuel efficient cars was not influential on the low levels of support for this option.

3. The electronic survey presented the funding choices in random order to avoid the bias



- There is also a view that everyone needs to use motorways at some point in the year and that this option would penalise low mileage drivers who made the occasional long distant trip. This applied equally to rural residents who did not therefore support this option any more than urban residents. The exception was some people in the Norwich/Norfolk area where there are no motorways.

Given the very low levels of support this option was discontinued for the electronic survey and the citizens panels.

3.1.2 Current system with additional charge for use of motorways

(asked of all research groups)

Paying
2

Option 4
A new charge for using motorways

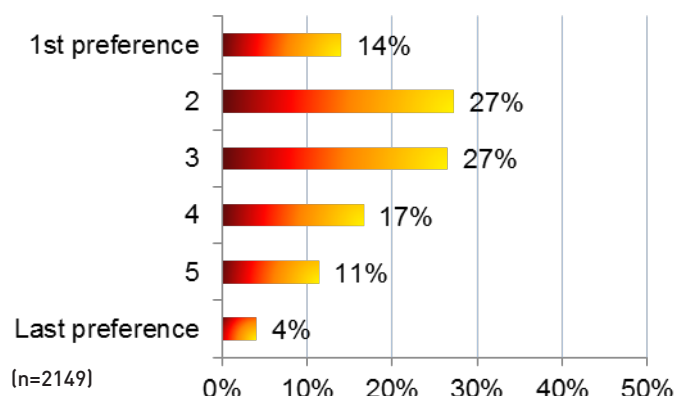
- Contract paid monthly (like mobile phone contracts)
- Fixed penalty if you do use motorways and haven't paid the subscription

Consequences

- Smoother journeys on motorways but more traffic on some local roads.
- Cheaper for people who don't drive on motorways especially those in rural areas and parts of the country without motorways
- Continues to encourage fuel efficient cars

The Road Ahead ?

Figure 5: New charge for using motorways



- As with Option 3 above, this option is considered to be very likely to lead towards diversion of traffic onto local roads and this problem dominated the relatively low levels of support.
- There is also concern that people could inadvertently find themselves on the motorway and then face a big fine or alternatively that some people would deliberately flout the rule and that this would lead to a vast bureaucracy of fines and criminalisation.
- However the option was of considerable interest and led to a lot of discussion. In particular the analogy with phone contracts was understandable to everyone but support was marred by scepticism of how the technology would work to identify motorway users without compromising privacy. In this context it was also significant how few people understood the extent to which this was already a feature of smart phones.

"They do say that in the future we'll pay for everything with mobile phones – you can already do it for Oyster in some areas so it might work for going on the motorways – it'd be good to know more about this option."



3.1.3 Peak time charge

(This option was presented as applying to all roads in the discussion groups but only to motorways for the electronic survey and citizens panels.)

Paying
2

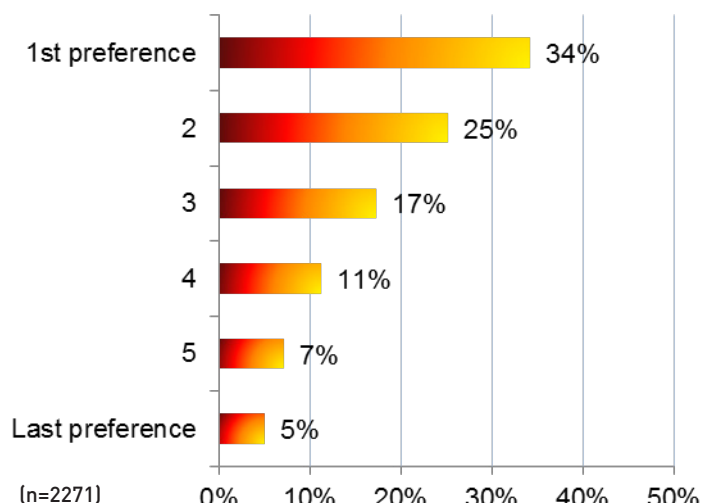
Option 6
Charging for using congested motorways, costs more at peak times

Consequences

- Enabled by technology e.g. mobile phone GPS tracking/number plate recognition or sensors
- Would encourage people to travel at nonpeak times so better use of the roads
- Reduce the level of pollution through lower congestion
- Higher costs for drivers around conurbations at peak times but lower costs for off peak and in rural areas
- Follows the established principle of paying for the service provided as with water, energy and phone services

The Road Ahead ?

Figure 6: Peak motorway charging



Confining the charge to motorways is far more popular than charging for all roads.

This was the first choice of over a third of participants. Many people supported it on grounds of encouraging a wider spread of journey times.

"It would encourage people to avoid busy times and make better use of the roads."

"Not everyone needs to travel at peak times and it would encourage firms to offer more flexitime working."

However, there was also unease that this would result in diversion to local roads and rat running.

There was also concern about fairness on the grounds that many people did not have a choice of when they travelled.

"It's the working people who would bear the charge – they don't have the choice of when to go."

Another concern raised by participants during the discussions (although not formally a part of the surveys) was that it would raise prices above inflation of goods in the shops due to increased costs for freight. This led to a debate which was not pursued about whether peak time charging should apply to freight including from people who were professional drivers and who happened to be participants in the research.

"So much of our delivery work is 'just in time' these days and it's very difficult to avoid peak times. Costs would certainly increase and we'd have to pass them on to our customers."



Another factor was mistrust that the income would actually be spent on roads and the experience of the government 'reneging' on the promise to remove the fee for use of the Dartford Tunnel was raised by some.

3.1.4 Increase on basic income tax

(asked of all research groups)

Paying 2

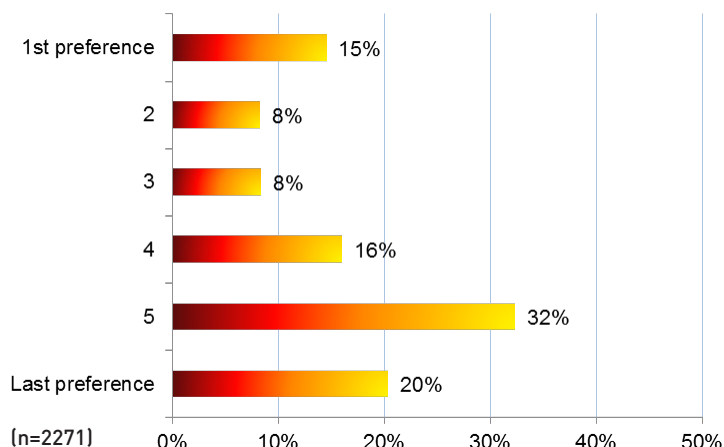
Option 1
Increase on the basic tax rate

Consequences

- Could replace the decline in motoring revenue but not necessarily ring fenced for spending on roads
- Would involve non car users contributing to the road budget
- Would replace the fuel duty likely to be lost by 2030

The Road Ahead ?

Figure 7: Income tax charge



The tendency with this option was to discuss views about the entire structure of the income tax system. Others 'wriggled' by commenting on how the removal of inefficiencies in government services would save this amount of money and make additional charges unnecessary.

However those who did support this option felt that motorists should not subsidise public services as depicted by the earlier fact card and this was a key factor for those rejecting this income tax increase option.

Some people went further and held the view that motoring taxes should be ring-fenced via specific taxation such as with National Insurance or pension contributions.

"Everyone uses the roads so they should pay through general taxation ... there'd still be an element of paying per mile via petrol tax but otherwise the main funds should come from general taxation."

"It would really help if people knew what public services cost – there'd be less waste – for example they should put the cost of medicines on prescriptions – that way people wouldn't waste things and be more aware of costs."



3.1.5 Charge per mile

(asked of all research groups)

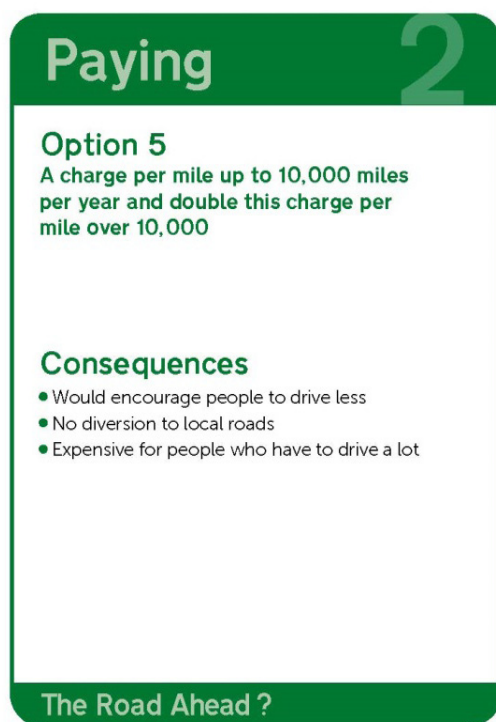
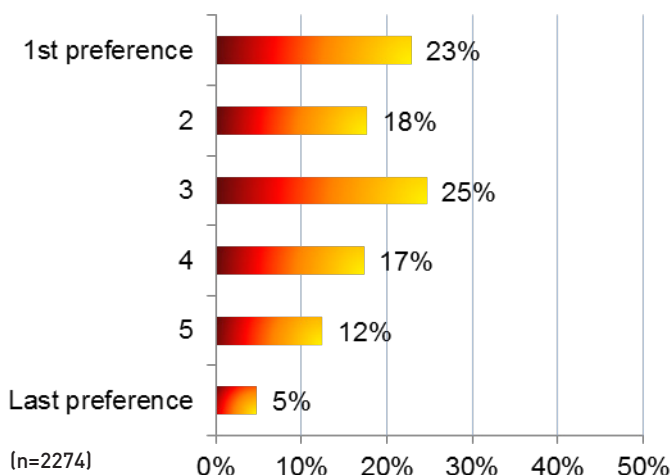


Figure 8: Charge per mile



This option was identified by the public during the pilot study for this project and applies to all driving.

Most people thought it was a good idea in principle but there was also a view that it would be hard to implement fairly. For example, it was surmised that some households would buy multiple cars and others would tamper with milometers.

"If they could find a way of stopping people fiddling it would be a good idea but you only have to look at the way lorry drivers can fix the tachometers to see the impracticality."

As with other choices, lack of awareness of the potential of technological development to support this option restricted understanding.

The positive points were that it would encourage people to reduce car use especially for shorter journeys and to switch to rail.

Rural residents did not seem too concerned about the impact on themselves because most thought they would not reach the 10,000 mile per year limit.



3.1.6 No change

(asked of electronic survey only)

Paying 2

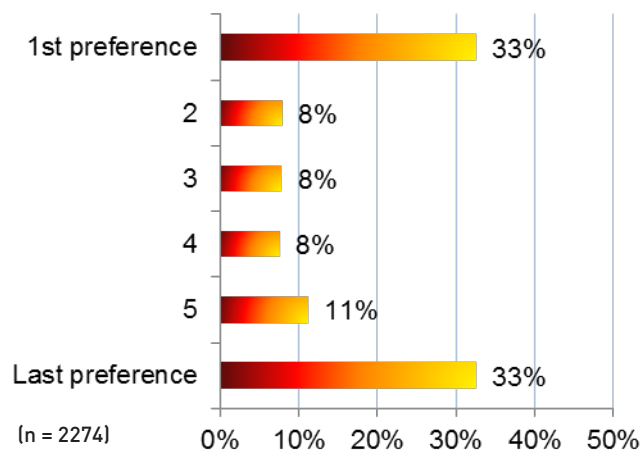
Option 2
No change - carry on with the present scheme
Graduated road tax according to CO2 emissions

Consequences

- Would encourage fuel efficient cars
- No more money for the backlog of maintenance and new investment
- A declining amount of money to contribute to other government expenditure (hospitals and schools etc.)

The Road Ahead ?

Figure 9: No change



People were strongly divided about this option with a third supporting it as a first choice and a third giving it as their last choice.

Support for the no change option was frequently qualified by reference to the need to use more of the funds from motorists for transport maintenance and investment. This was thus a way of 'ducking' the issue of declining funds from motorists leading to lack of investment in roads.

"OK revenue from motoring is going down but it can easily be clawed back from the amount taken by government."

"Why should motorists pay – alcohol and cigarettes are alright to tax because it leads to social problems and ill health but the need to travel is fundamental to the health of the economy."



3.1.7 Increase in fuel duty

(asked of electronic survey and citizens panels)

Paying 2

Option 3
Increase fuel duty

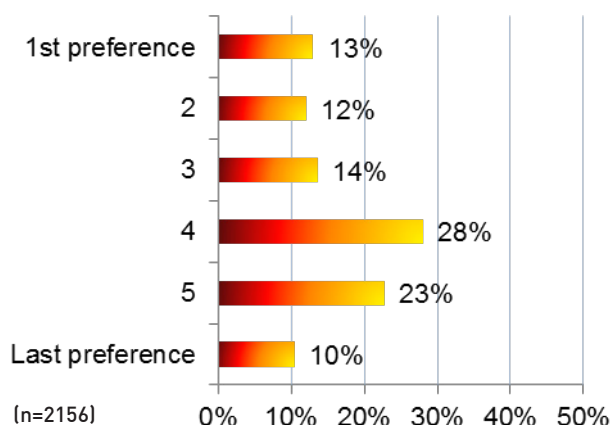
- No change but increase in fuel duty

Consequences

- Would increase transport costs especially for high mileage drivers
- Likely to reduce total mileage
- Would encourage electric and fuel efficient cars – hence lower CO2 emissions
- No link between road tax and CO2 emissions

The Road Ahead ?

Figure 10: Increase in fuel duty



This choice was not very popular and was much influenced by its impact on the cost of living. In this context the fact that the tax was universal and hard to avoid was seen as detrimental by some but an advantage by others.

"It's the ideal tax – cheap to collect and hard to avoid whilst bearing a direct link to pollution. It can easily be linked to the cost of living too."

"It's too crude – the other choices give motorists more control."

There was also concern that such a move would lead to general price rises.

"It'd put prices up immediately – the freight industry would take the opportunity to raise transport costs by more than the rise in the cost of the tax."

3.1.8 Other suggestions

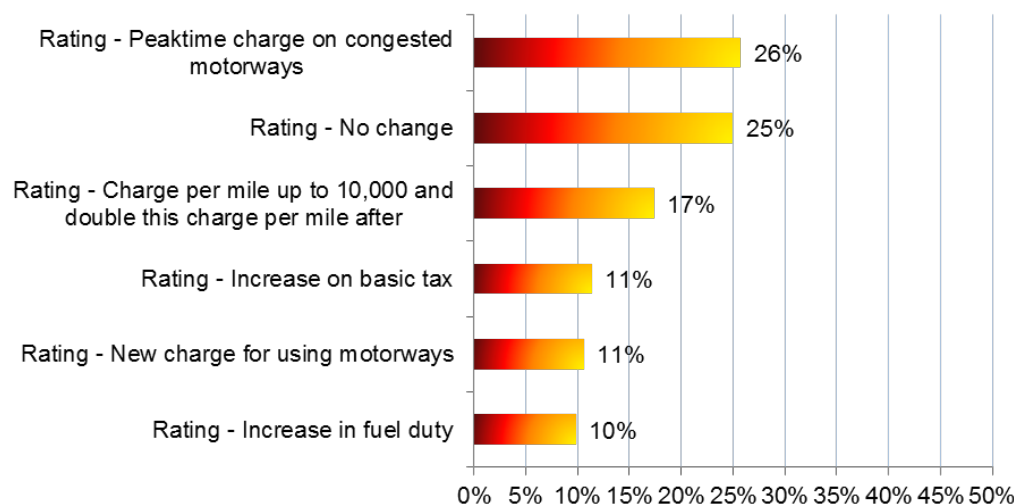
Other choices raised in discussions were a purchase tax on new cars – £100 was suggested in addition to VAT, and secondly the retention of the graduated road tax but with increases for all levels. The idea that cyclists should pay road tax was also advocated by a vociferous minority.



3.2 Summary of first choices

The two most popular choices were a peak time charge on congested motorways and not changing the current system: these were each rated as a top priority by a quarter of respondents.

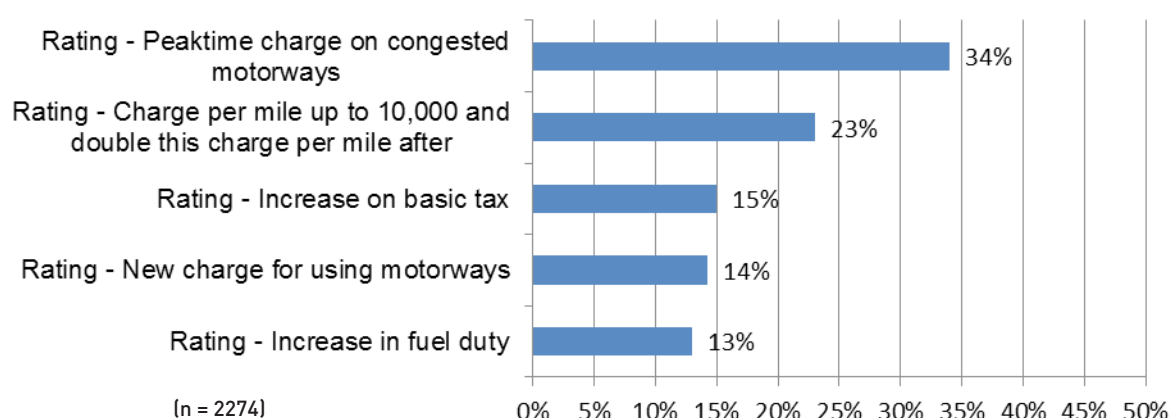
Figure 11: First choices



(n = 2274) the increase in fuel duty was asked of the electronic survey and citizens panels only (2156) NB Due to the allocation of more than one first preference by some respondents the chart totals have been weighted to represent 100%

In order to understand more about preferences, the second choices of those choosing '*do nothing/ no change*' as a first choice were reallocated to the overall counts. The ensuing allocations shown on the table below indicate similar orders of preferences suggesting that the second priorities of the '*no changers*' were similar to the first choices of the other respondents.

Figure 12: First choices with 'do nothing' reallocated to second choice



When the second choice of those voting for no change is redistributed a peak time charge for driving on motorways at peak times becomes the most popular choice of a third and other choices remain largely unchanged. Nevertheless all other choices were supported – in particular the dual mileage structure by nearly a quarter.



3.3 Further details of rankings

Details of all rankings show that although congestion charging on motorways is supported as a first choice by a third, there is no one clear majority preference and that all choices have their advocates.

Figure 13: Summary of option preferences

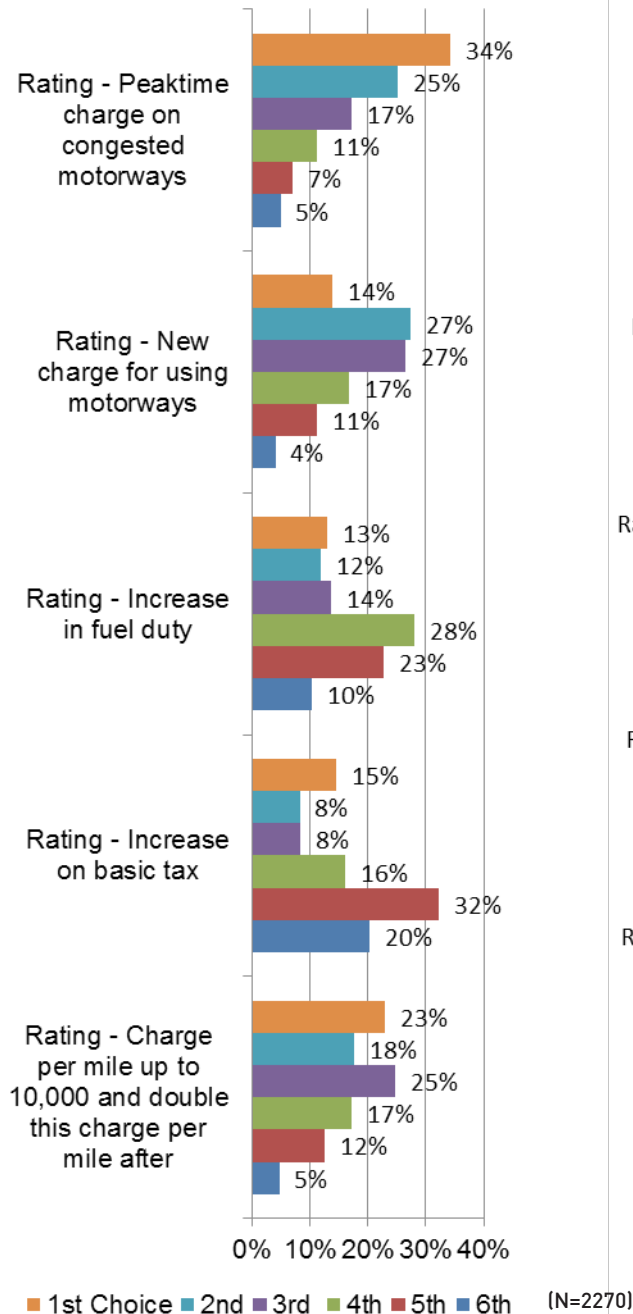
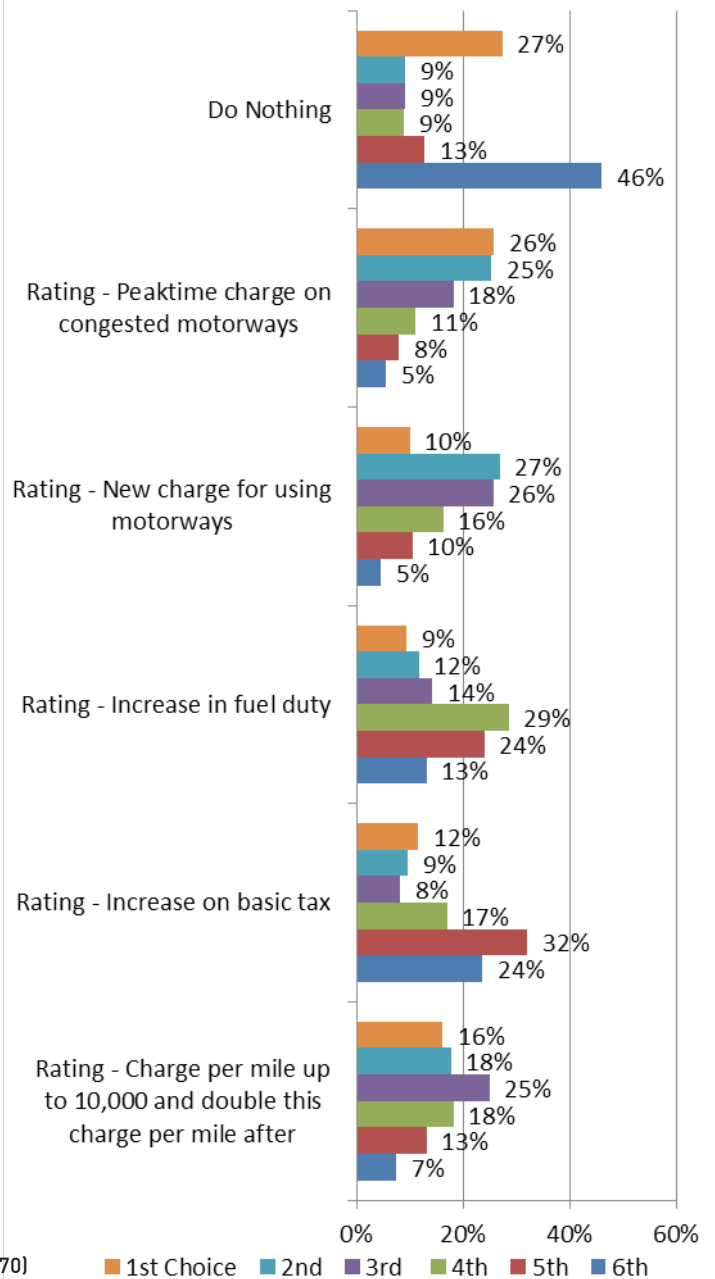


Figure 14: Summary of preferences with 'no change'



3.4 Demographic differences

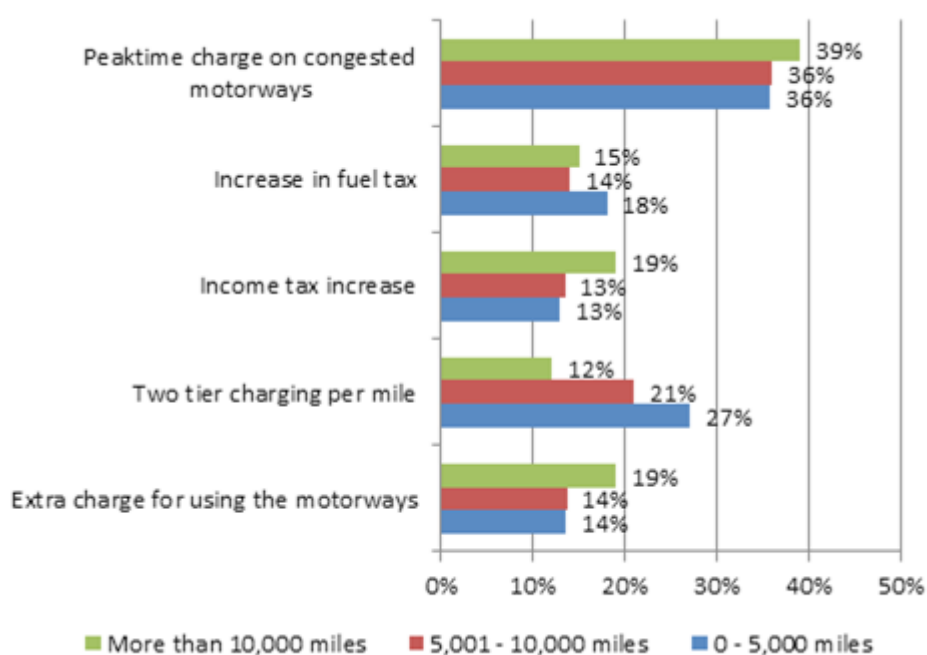
The results when broken down into the three recruitment groups (see Appendix C) shows that the three different groups varied in their preferences but this is to be expected given both the different circumstances in which the research took place and the demographic profile of the participants. Clearly the electronic survey is most representative of the UK population whilst the discussion groups and citizens panels are based on location and quotas are to some extent self-selected.

This therefore makes the analysis by demographic factors more important, especially from the perspective of potential political support.

3.4.1 Differences by subgroup

The data shows very few differences by subgroup including age, sex, licence holding, household car ownership, and average annual mileage. The one factor which did show some difference was between light users and heavy users of the motorways although curiously those using the motorways most favoured some form of congestion charging on the grounds that the ensuing reduction in congestion would compensate for the charges.

Figure 15: First choice preferences by amount of driving on motorways



(n = 2065)

"It'd be worth it to get the hoi polloi off the motorways. I get stuck behind caravans and old ladies who don't need to be there at busy times."



3.5 Fairness issues

There is a strong sense that the roads are a key national asset and that use should not depend on ability to pay. The broader discussions during the research show that people appear to have a hierarchy of views about different infrastructure assets according to the acceptability of charging, starting with telecoms (OK to charge) moving through energy and water, and ending with education and health. Access to transport is somewhere in the middle but divided within itself.

Acceptability of charging for transport – the hierarchy

High	<ul style="list-style-type: none"> Air travel – Fine to charge – travel by air not essential for leisure and business travellers can afford to pay Parking and motoring fines – OK to charge but should be ring fenced for spending on transport
Medium	<ul style="list-style-type: none"> Buses – OK to charge but support for concessions albeit with some element of charging even for concessions (50p per trip suggested) Rail fares – OK to charge but need to make it easier to access advanced fares. There is poor understanding of the economics of commuter provision.
Low	<ul style="list-style-type: none"> Peak congestion charging – more contentious and some people have no choice but to travel at certain times especially lower paid and shift workers. This view is in contrast to acceptance of the feasibility of flexibility in buying advanced rail fares.

One reason for not supporting peak congestion charging on motorways was the view that many people driving at peak times had no choice and were often relatively low paid. In comparison a one-off charge regardless of mileage was seen by some as fairer and on par with mobile phone charging structures, especially the monthly option. However, this view was not specific to any one demographic or driving profile group and there were also suggestions for discounts for some groups with disabled drivers or cars with two or more passengers the categories mentioned most often.

"In the States they have high occupancy lanes which are exempt from charges."

"In London they give concessions to residents so there could be the same for essential users."



3.6 Group Choices and Political Acceptability

Following the allocation of individual funding priorities, discussion groups and the citizens panels (but not the electronic panel) were also encouraged to discuss their views with each other and to try to reach a consensus. This also resulted in exchanges of knowledge and consequently an increase in cumulative understanding. Of the 28 groups (13 discussion groups and five groups in each of the three citizens panels) taking part in the research five failed to reach consensus amongst themselves on ranking funding choices and three could not agree on rankings for political acceptability.

For those who did reach agreement as a group, there was inevitably a tendency to rank choices in the context of their local geographic area with, for example, those in areas without motorways (such as Norfolk) more likely to opt for motorway charges.

A second group task was to judge which choices would be politically acceptable and this produced different choices. Only one group failed to reach consensus with the '*extra charge for using the motorways*' judged to be politically acceptable by the most groups.

Funding Choices	Number of groups agreeing for this option as their group choice	Number of groups judging this option to be the most politically acceptable
Two levels with higher charge for motorways	5	8
Peak time charge	6	7
Increase on basic tax	3	2
2 tier with higher charge per mile over 10,000 per annum	3	4
Increase in fuel duty (citizens panel groups only)	1	0
No change	5	6
Failure to agree	5	1
Total	28	28

The background to the increased support for the extra charge for motorways option seemed to be the awareness of the analogy between the proposed option and mobile phone contracts, particularly the pay as you go and *sim*-only methods of payment. The view was that this road funding option would enable people to budget and be in control of their travel choices.

"People are used to that system of charging – sometimes when I don't have any minutes left on my phone I just live with it until I can load up again. I'd do the same for driving on the motorway."

"I prefer the idea of deciding whether to pay for the year or by month – you could make the decision according to circumstances – I drive on the M5 every day so I'd go for the annual fee but my daughter only goes on it sometimes so she could pay per trip."



The second most supported choice for political support was peak charging on the motorways and here there was felt to be potential for support from both motorway users and nonusers: the former on grounds of reduced congestion and the latter on grounds of self-interest.

"I'm on the M25 every day to get to work – I think people like me who've no choice would be OK about paying and in fact some employers would contribute but it'd also encourage employers to let people work flexitime which would make better use of the motorways anyway."

"I don't know the figures but a lot of people don't go on the motorways so raising more money from motorway charges would suit most voters."

3.7 Conclusion

The main conclusion from the road funding exercise is that the majority of motorists are receptive to new forms of funding and that nothing is ruled out either for individuals or on grounds of political support.

A second conclusion is that people are interested in this debate and that receiving background information is a motivator to greater consideration and acceptance of new approaches to funding roads.

A key theme in influencing priorities is fairness but there is a lack of consensus about the impact of the various choices on different social and economic groups. This concern is mitigated in the context of concessions or discounts to disadvantaged users.

The choices which people prefer for funding are those which (at least in terms of perception) are seen to give people some control over choices. Thus peak charges or choices between local roads and motorways are more popular than blanket charges such as area charging or income tax increases.

On the other hand, there is concern about privacy in the context of the technology required to operationalise individual choices and little awareness of the extent to which such information is already held in the wider society.

Although it is accepted that transport policy should acknowledge the need to reduce greenhouse gases this is not a key influencer of choice compared to individual economic and social considerations.



4.0 Governance Choices

The focus of this section of the research was to understand attitudes towards the management and ownership of the motorway and trunk road network and how these attitudes might influence views about funding.

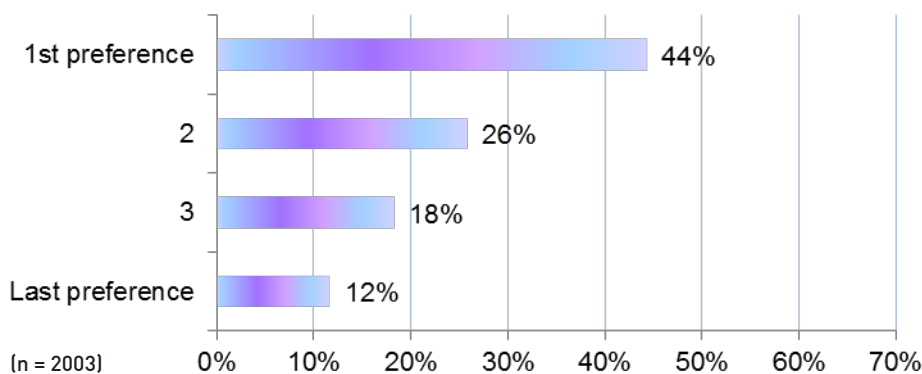
The status quo option was inserted into the electronic panel survey following feedback from the discussion groups that people were generally satisfied with the current status of the Highways Agency. To balance this, and to control the survey length, the '*sell outright*' option was removed from the electronic survey.

4.1 Views on individual governance choices

4.1.1 No change

(Electronic survey only)

Figure 16: Keep as is driving on motorways



The clear preference of nearly half of the electronic panel was to keep the Highways Agency as it is (i.e. a Government owned agency as of June 2014). Subsequently the Government have announced legislation to change the status of the Highways Agency to a 'GOCO'.



4.1.2 More autonomy for the Highways Agency

This option was supported by 50% of the discussion group members and citizens panel participants, and 23% of the electronic panel survey participants. The discussion groups took place before the current Government's consultation on the subject of the Highways Agency's future, and the electronic panel survey took place after the consultation had been issued.

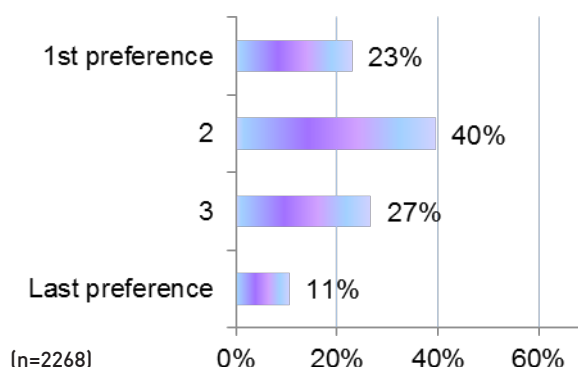
Governance 3

1. The Highways Agency has more autonomy from Government (e.g. as RBS)

- Cost covered by VED and Fuel duty
- No government day to day control so business plan would include investment in infrastructure.
- Government would continue to decide how much tax is spent on roads versus schools and hospitals, etc. and will not borrow to pay for roads

The Road Ahead ?

Figure 17: More autonomy for HA driving on motorways



The Highways Agency was generally seen to be doing a good job within the constraints of their powers and there was strong support for giving them more autonomy, including the ability to make long term investment decisions and negotiate deals with investors. A key benefit of more autonomy was seen as allowing longer term planning. But at the same time it was felt to be essential for Government to use more from motorists' taxes to fund investment. Some people suggested that the Highways Agency should also have powers to issue Motorist Bonds. Associated with support for the Highways Agency is a desire for more interaction between the Highways Agency and motorists especially in terms of better two-way dialogue.

"Consumer surveys are simplistic and give all the power to the HA. There should be more consumer representation and influence on policy."

"I've been driving on motorways for 30 years and could give them some good thoughts about things that would improve the system. Other drivers would too."



4.1.3 Sell the motorways

(Groups and Citizens Panels only)

This option was supported by only 8% of participants in the discussion groups and citizens panels amongst whom there were some very vocal advocates who felt it would lead to increased investment and efficiency.

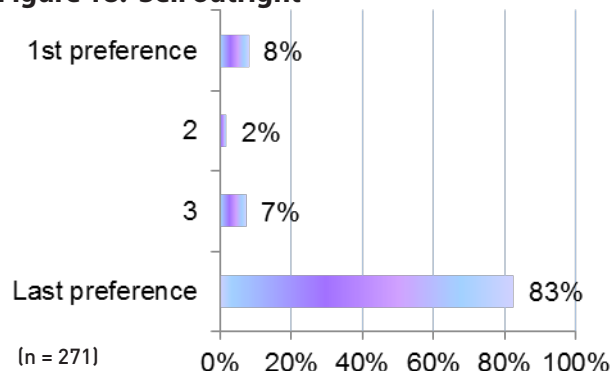
Governance

2.
Sell it outright (as with water)

- As a monopoly (or a series of regional monopolies) the government would appoint a regulator to set charges and standards
- The company would attempt to charge motorists what the market will accept
- Prospect of greater investment funded through borrowing including internationally
- Some of profits allocated to share holders
- The funds from the sale would reduce the national debt

The Road Ahead ?

Figure 18: Sell outright



There was much debate about how many companies would be involved and whether they would be route or area based or indeed one large company running the whole network.

There was also interest in buying shares with some people rather cynically thinking it would be an opportunity to make an instant profit.

"I'd be up for the shares Driving isn't going to go away."

In contrast, the majority opposed to this option thought that it was wrong to privatise such a key national strategic asset and that it would result in exclusion by price. This judgement was also held in the context of the inability of Government to control significant rises in energy prices and lack of awareness of the control by Government of some rail fares.

"Trying to regulate charges and standards is a joke. Look at the experience of trying to deal with the energy companies – the minute they (the Government) raised a price pause possibility they put the prices up."



4.1.4 Non-profit making company

This choice developed from ITC's Phase One report which discussed the concept of a Roads Trust modelled on precedents in the USA and Australia⁴. The analogy of the Co-op was used on the card but many people referred to the John Lewis Partnership as an alternative model.

This option was supported as a first choice by 30% of participants. In addition, there was much discussion with cross overs with the 'more autonomy for the Highways Agency' option based on a desire for more feedback and consultation with customers.

"To be honest, I get messages from Boots and Tesco all the time but never anything from the Highways Agency. I don't think they have very good communication systems."

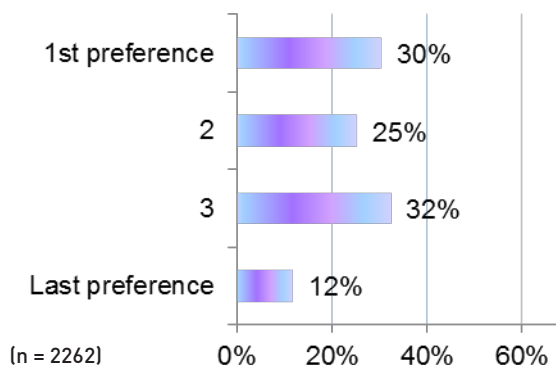
Governance 3

4.
Give it over to a non-profit making company to run with representation by motorists (as with the co-op)

- Board of Directors elected by the public
- Light touch from government but as with selling privately a need for a regulator to monitor charges and standards
- Profits would be spent on improving motorway network
- No shareholders but run on behalf of users

The Road Ahead ?

Figure 19: Give to non profit company motorways



The problems faced by the Co-op Bank which were current throughout the research period did not appear to produce a negative view of this option but rather there is cynicism about the practicality of persuading the public to participate in such a body even at the level of informed elections. There is also concern about the cost of paying the Board of Directors with many references to high salaries and payoffs at the BBC.

"Yet another quango – we elect MPs and Councillors to make decisions – they should do their job."

"It'd be the usual great and good running it on huge salaries – no thanks."

"It'd end up like the AA or the RAC just a commercial organisation making profits for the managers."

4. Ibid ITC (2012) page 12



4.1.5 Long leases to private companies

7% gave this as a first preference and it was the least popular after privatisation.

In discussing this option, people were influenced by the experience of rail including the recent problem with procurement. It is apparent that a relatively few negative experiences as rail users have a strong influence on subsequent opinions about rail, especially when people have been charged a lot extra for having the wrong fare. There was frequently a strong sense of injustice about this especially when due to misunderstanding of the system and staff attitudes.

There is also a widely held view that, as with the privatisation option, the private lease holding companies would run the road system to maximise profit rather than in the interests of users.

"I read that even when trains are late the rail companies make a profit by getting compensation from the tax payers. That's asking to be ripped off."

Governance

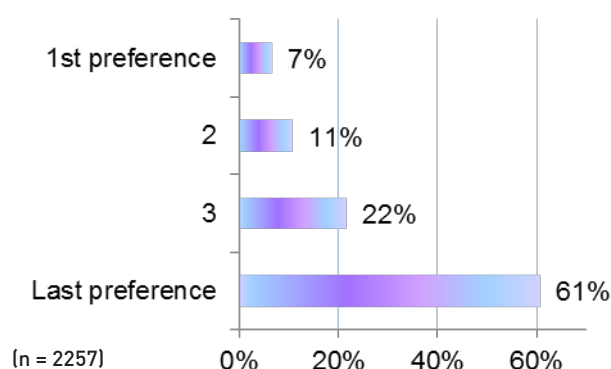
3

3.
Retain ownership of the motorways but give out long leases to private companies to run different sections (as with rail franchises)

- Different sections of motorways would be run by private companies
- No government day to day control
- Appoint a regulator to intervene if charges exceed lease agreements
- Lease payments each year would reduce the national debt

The Road Ahead ?

Figure 20: Long leases to private companies



Transferring these views to the motorway system resulted in concerns about cutting costs, quality control and monitoring.

There is also a lack of knowledge about the role of government, the ORR, Network Rail and Passenger Focus, resulting in poor understanding of the controls and regulation which might exist under a similar system of leasing to run roads.



4.2 Overall Governance choices

It is clear that if the 44% of the electronic panel who wanted no change to the existing role of the Highways Agency is added to their choice of more autonomy for the Highways Agency, there is overwhelming support for the Highways Agency remaining within government control albeit with more autonomy. Similarly, half the discussion groups and citizens panel members gave more autonomy for the Highways Agency as their first priority with many commenting it was satisfactory as it was in any case. This represents a high level of current satisfaction with the Highways Agency, with some support for the Government's recent policy announcement to change the status of the Highways Agency to a 'GoCo'.

Figure 21: First priorities of electronic panel

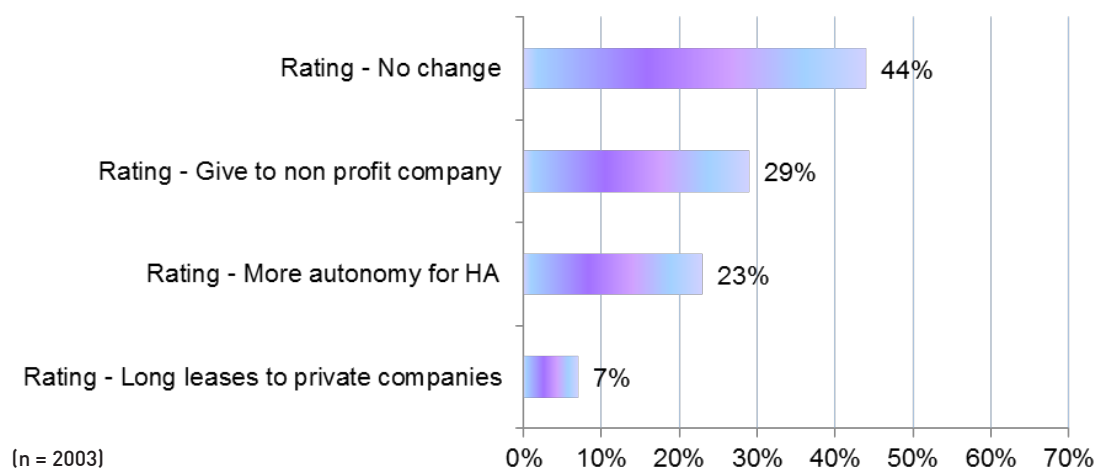
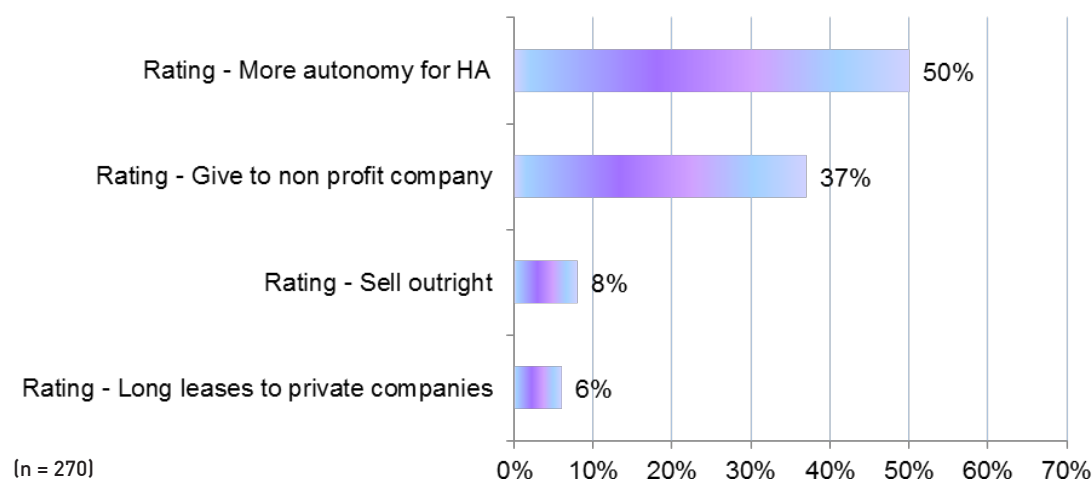


Figure 22: First choices of neighbourhood groups and citizens panels



"The trunk roads are run well – they've made the best of the network and got quicker at dealing with accidents. We just need more roads."

"Why fix it if it's not broken?"



The general conclusion is that there is concern about the effects of privatisation, accompanied by a lack of memory or knowledge of pre-privatisation standards, which many assume to be very high. This is particularly true in relation to bus and rail so there is a tendency to hold a favourable and frequently a 'rosy' view of what things were like when owned and run publicly.

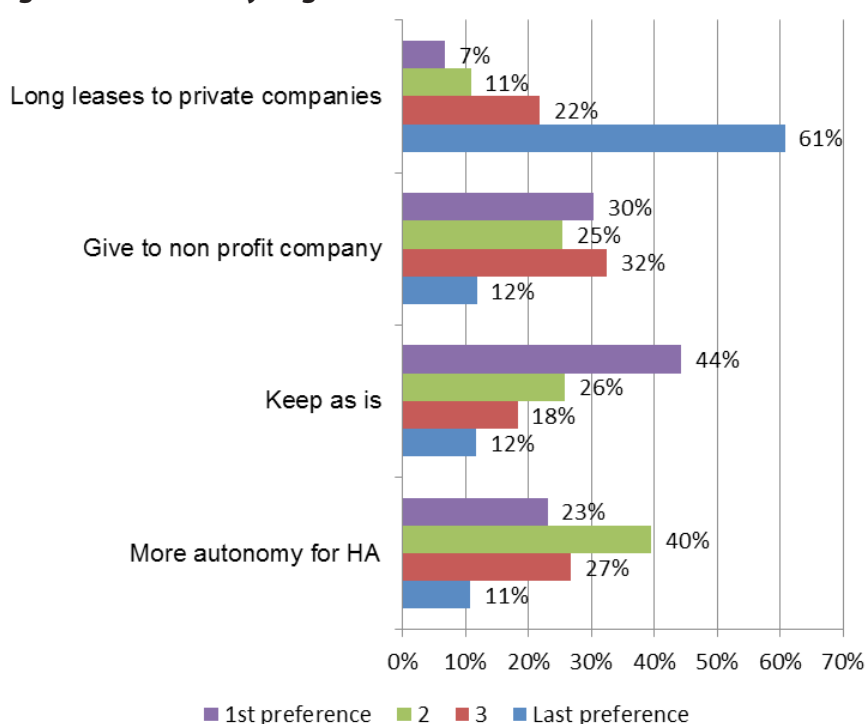
"Bus and train fares used to be affordable for everyone."

"The profits from fares went to running the system not shareholders."

"The staff were under less pressure when it was British Rail and had more time to help."

However, further analysis of second, third and fourth choices of the discussion group and citizens panel results show how divided opinions are about privatisation with some people (19%) giving it as a first choice.

Figure 23: Summary of governance choices



4.3 Conclusion Governance

The Highways Agency is seen to be doing a good job so there is some hesitation about more autonomy but a lot of interest in potential benefits without a clear view of what they would be and how things would change under a more autonomous system.

There is support for more direct communication between motorists and the HA and some links with this desire and some of the funding choices. For example in linking information about avoiding congestion or compensation for hold ups with personalised motorway charging choices.

Most people are against outright privatisation. Negative views relate to poor images of previous privatisation schemes such as for energy, and young people in particular have a very 'rosy' view of what rail travel was like before privatisation. For others there was concern that some motorists would be priced out or that road safety standards would take second place to profit.

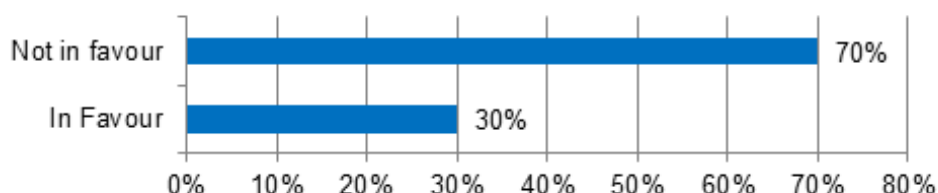


5.0 Consumer Involvement

Views on this subject were only raised during the discussion groups and citizens panels. The general aim was to see whether a 'better deal' for consumer representation would influence governance choices.

5.1 Motorists elect body to further their interests

Figure 24: Motorists elect body to further their interests



(n=271)

Views on this issue were equally divided between people who felt such a body would be “nice to have” and others who thought it would end up as yet another organisation staffed by people who would be unrepresentative of the views held by ordinary motorists and claiming high expenses or salaries.

Most people felt that this should be incorporated into their governance choice, and especially into greater involvement by motorists in a more autonomous Highways Agency. However, overall no one seemed to feel strongly about this issue and some made negative analogies with the experience of appointing police commissioners which attracted low voting turnouts and has led to the payment of high salaries.

There was a lot more interest in direct interaction with the managing organisation with many comments and suggestions for communication via smart phones and customised apps.

“What they should do is contact you directly about disruption – they you’d have a chance to change your plans or at least the time you set out before you get stuck with the problem. The airlines are beginning to do it better – why not the Highways Agency?”

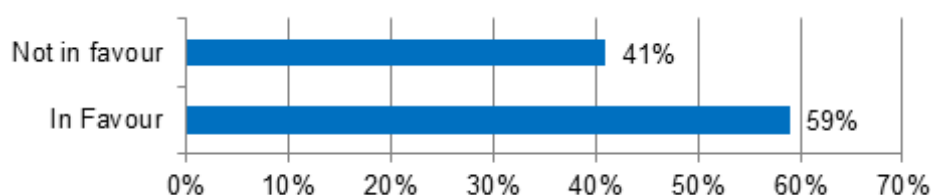
“They should be supervised by government and you should be able to complain to your MP or whoever. They already do publish information about performance so there’s no need to keep consulting motorists.”

“I’m in a twitter group with people who use the M62 – if there’s a hold up or anything really it gets round like wildfire – that’s more effective than any formal organisation. People power is the way forward whoever runs the roads.”



5.2 Motorists get refunds if standards not met

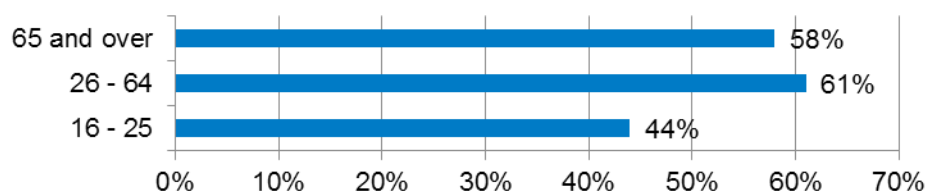
Figure 25: Motorists get refunds if standards not met



(n=271)

This was seen as an intriguing idea which generated a lot of humour. Overall two thirds were not in favour largely on the grounds that it is not feasible especially in terms of accidents which were unavoidable. Others, especially older age groups felt that there could be some standards struck between the Highways Agency and motorists but that this would be best implemented as a reduction in the salaries or bonuses of Highways Agency or local authority transport staff rather than payments to individual motorists.

Figure 26: Motorists get refunds if standards not met by age



(n=270)

"What's the point of paybacks – it only adds to the cost for all motorists. It's like the NHS with all the compensation paid out – it's getting that we can't afford to run the system."

"Not a good idea – they've got better at coping with the weather and you'll never stop fog and snow or whatever. I can imagine it leading to disregard for health and safety."

However, a third were in favour of the idea. For example, there was a view that under a tolling system, motorists should get their money back when delays occurred on the route they had paid to enter. Similarly comments were made about fines for running over schedule on road maintenance contracts.

"I'm not sure how it could work though – maybe they could give free points for refreshments at motorway service stations or even petrol discounts?"



6.0 Conclusion

6.1 Understanding the potential of technology changes the debate

There is a lack of understanding of the potential for real time information and smart technology to enable more choice in paying for road use, but when these choices are outlined there are increased concerns about privacy as well as naivety about the extent to which privacy is already compromised by new technologies.

6.2 The element of altruism

Although there are differences between the priorities chosen by individuals and groups, both have strongly egalitarian views and tend to reject choices which might result in the exclusion of users by price.

6.3 The green agenda

The need to reduce carbon emissions was supported in discussions but it was noticeable that this did not have much of an influence on preferences and priorities.

6.4 Privatisation is an unpopular option for roads

The evidence suggests that the public experience to date, especially in relation to energy and rail, has reduced support for privatisation. In addition, there is concern about foreign ownership of the UK's infrastructure especially strategic assets such as roads. Nevertheless, a fifth do support this option which, when added to support for leases to private companies, brings this proportion up to a third who would support some element of privatisation.

6.5 The impact of information and seeking group consensus

People vote differently when they have better background information. People also vote differently as individuals compared to how they vote when following group discussions tasked to reach consensus. In the group situation there is less support for retaining the status quo, although this is still the most preferred single option.

In particular, the option of a dual system of charging with annual or monthly purchases of trips on motorways was better received following discussion and this was also seen as the second most politically acceptable after 'no change'. One reason for the change was the realisation that it would be easy to pay for access to motorways on a flexible one-off basis. In addition the idea of a 'charge' rather than a tax was popular.



6.6 There is support for charging

Overall, the results show that although 30% – 40% of the public opt for no change, there is majority support of between 59% – 69% for some form of road charging in the light of declining revenue for roads. Furthermore, no particular funding option is completely ruled out and there is evidence of support by some motorists, such as higher motorway mileage users, for paying a congestion charge partly on the grounds that it would free up road space for those paying.

6.7 Next Steps

The ITC will now be discussing these results privately with leading figures in the transport world as well as key decision makers, including ministers, civil servants, and policy advisors. We will be presenting the findings and seeking feedback on the implications of these attitudinal results.

When this process of consultation is complete we intend to release the results publicly together with more detailed policy guidance.



Appendix A: Demographic profiles of all participants

Figure 27: Age group (n=2275)

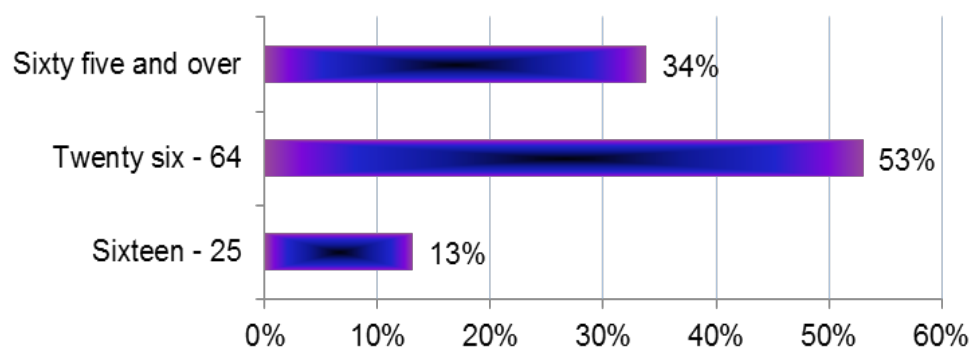


Figure 28: Sex (n=2275)

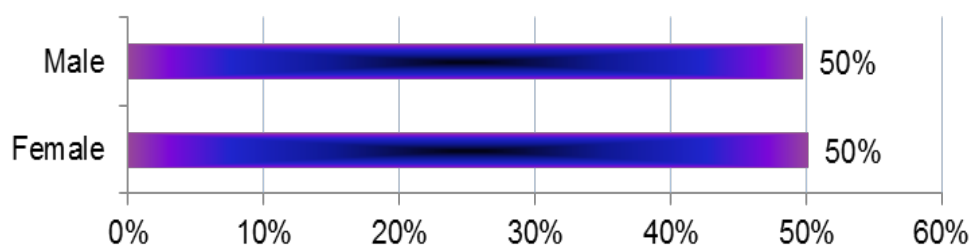


Figure 29: SEG value (n=2268)

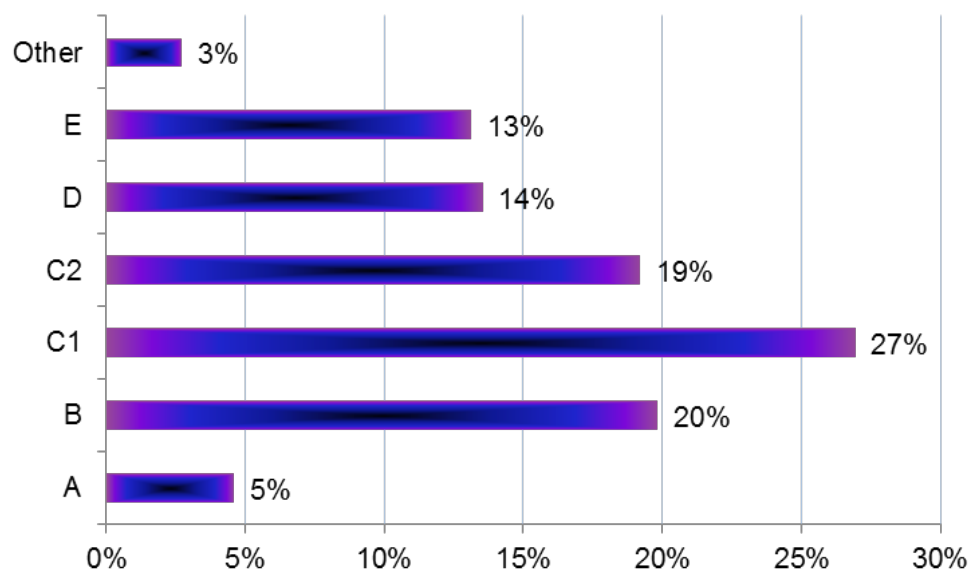


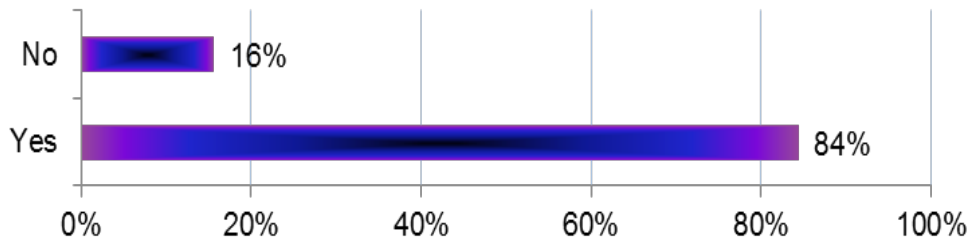
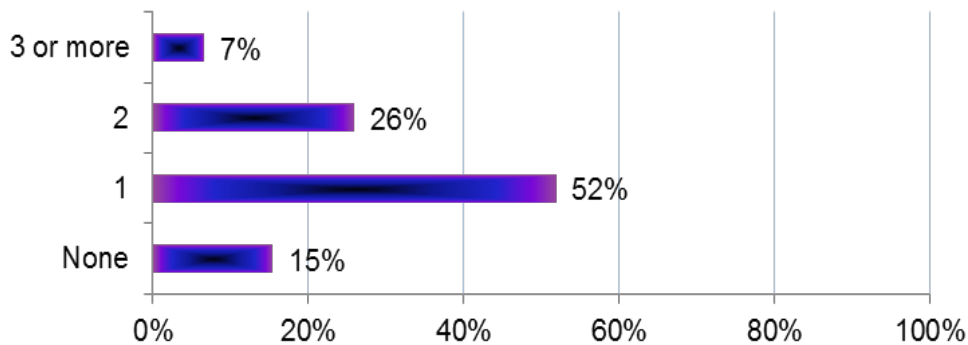
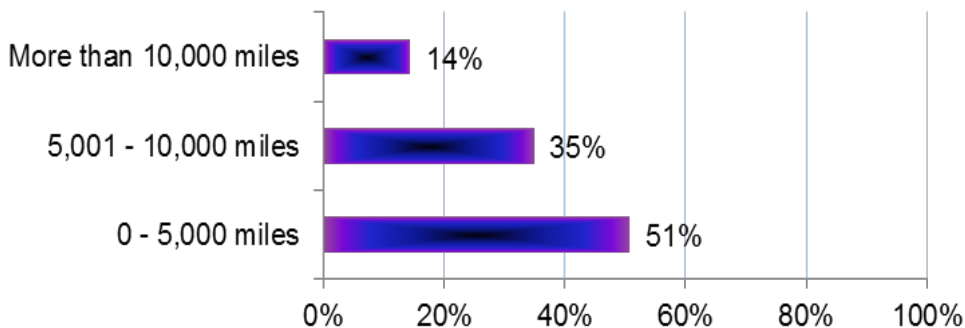
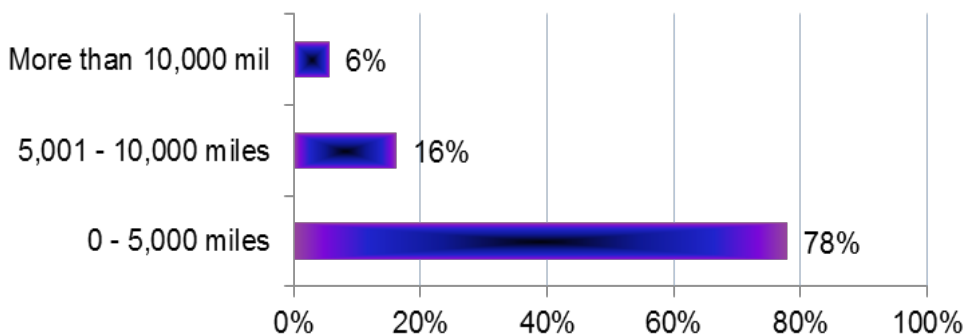
Figure 30: Hold a full driving licence (n=2065)**Figure 31: Number of cars in the household (n=2275)****Figure 32: Average mileage as a driver (n=2065)****Figure 33: Average mileage as a passenger (2274)**

Figure 34: Age group (n=2275)

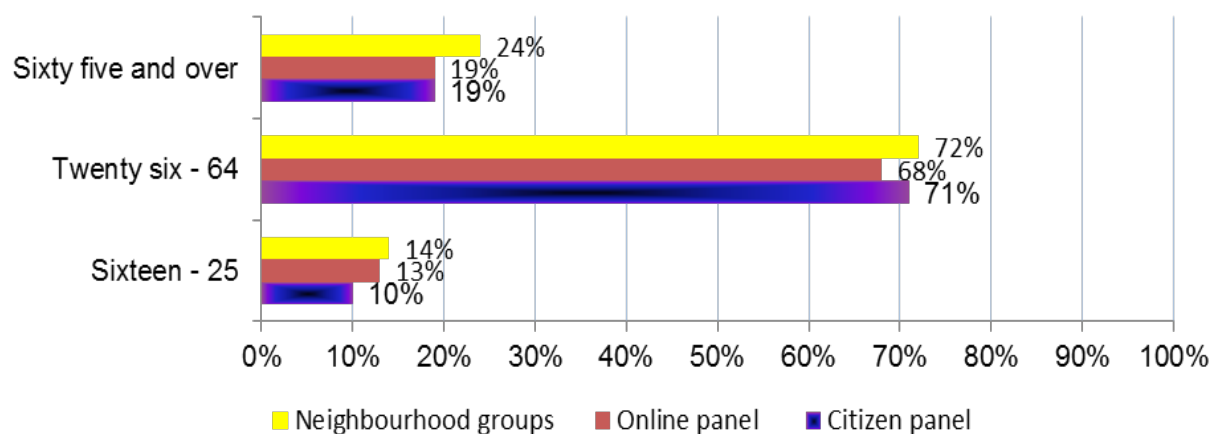


Figure 35: Sex (n=2275)

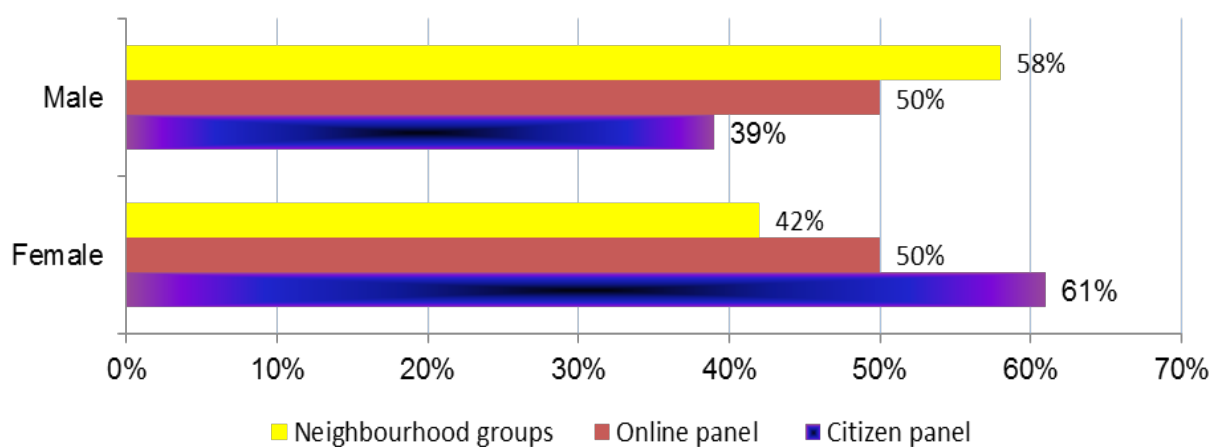
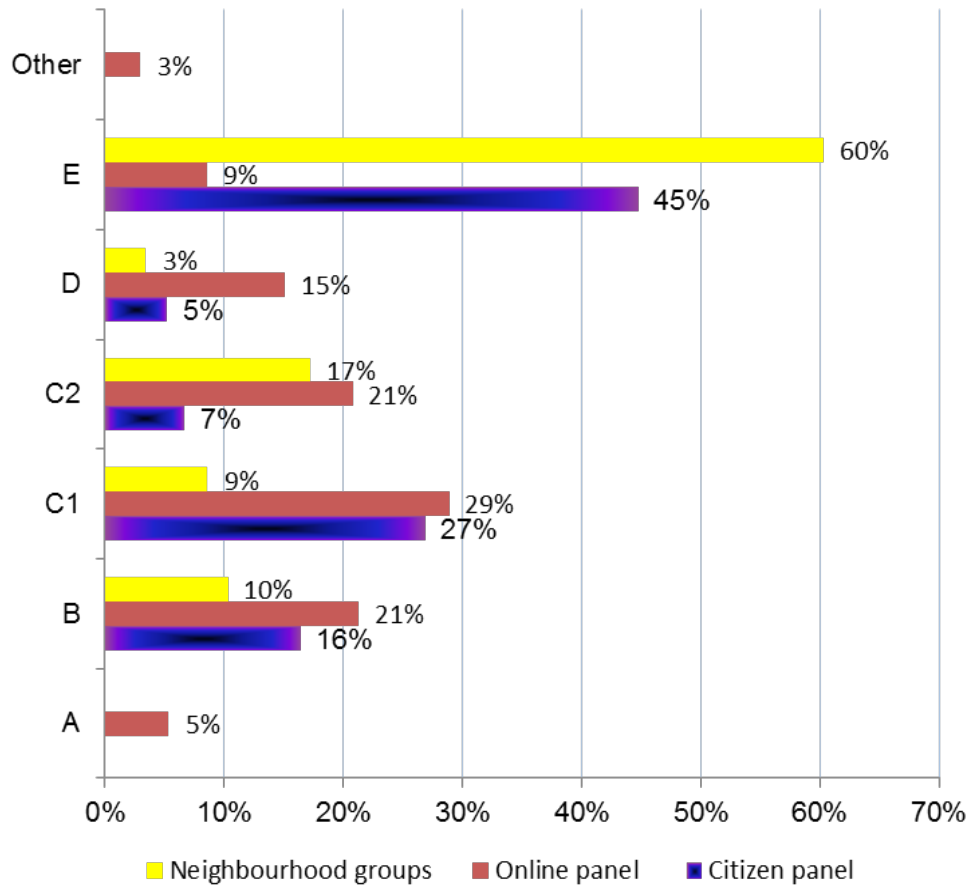


Figure 36: SEG values (n=2268)

Note 'E' includes students, unwaged and unemployed



Figure 37: Preferences by SEG value

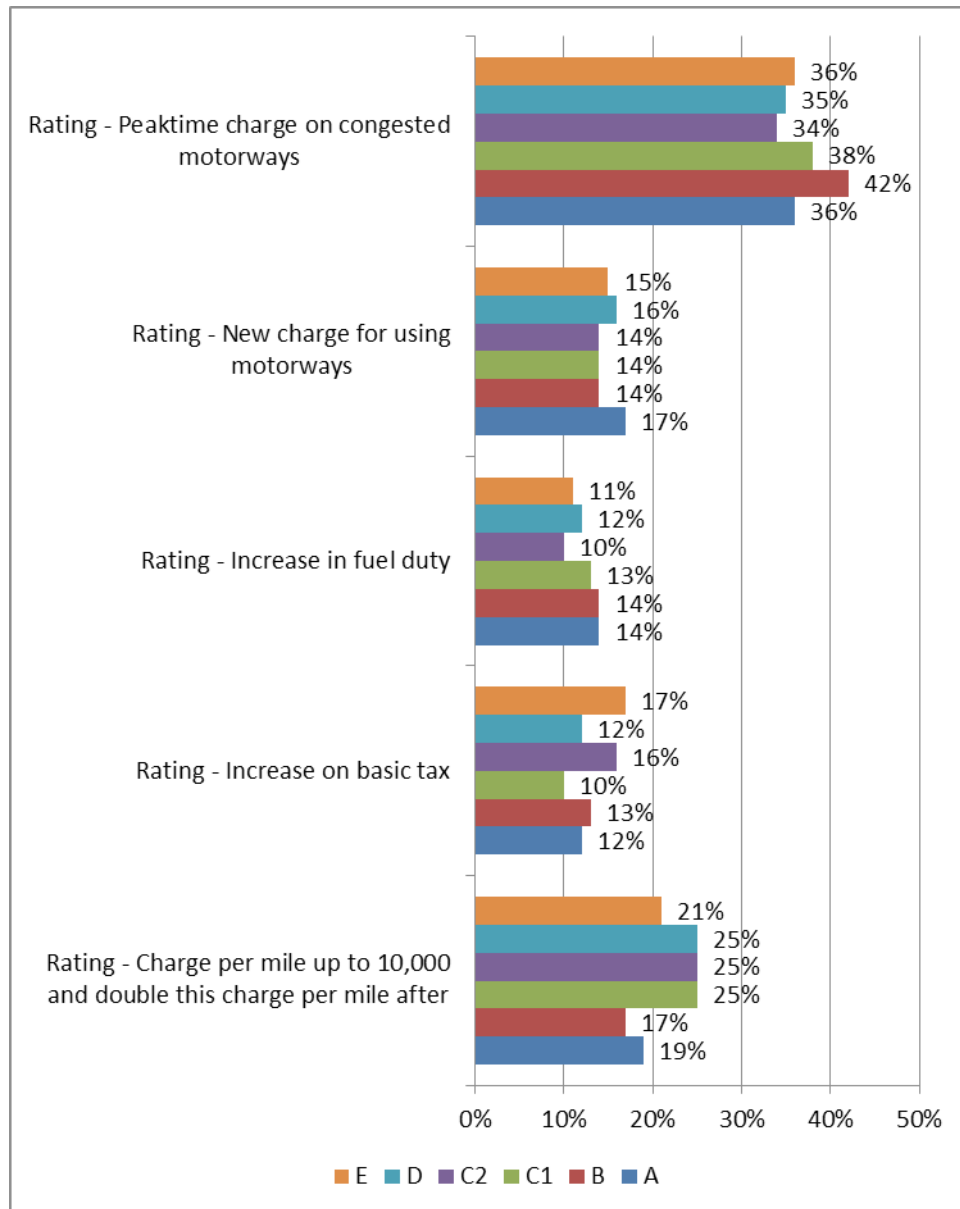


Figure 38: Hold a driving licence (n=2275)

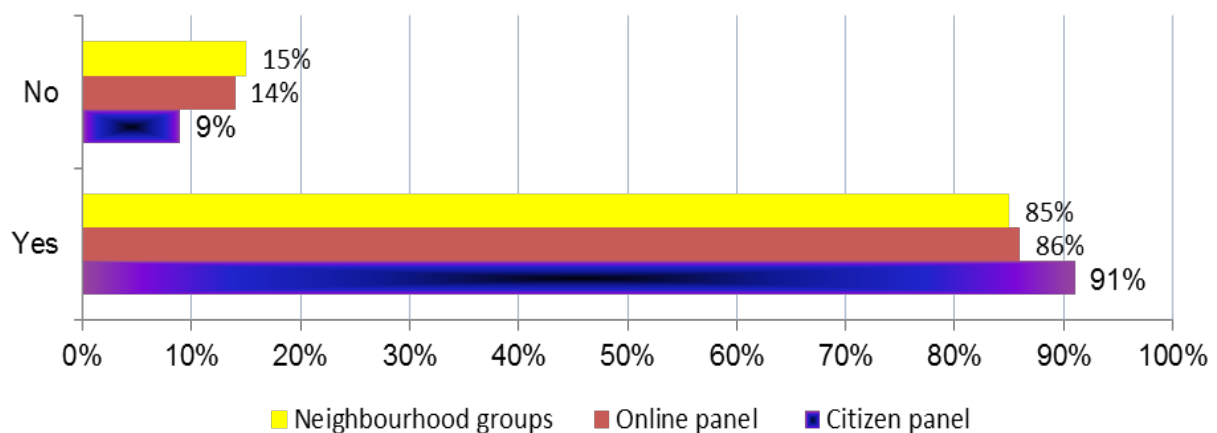


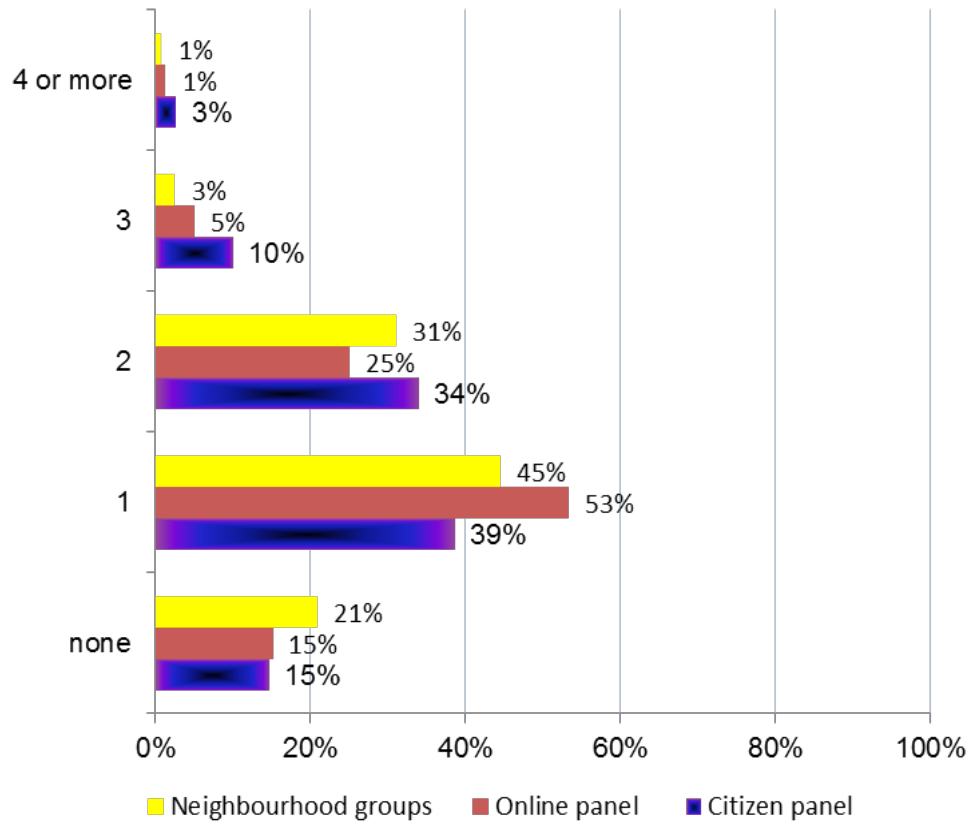
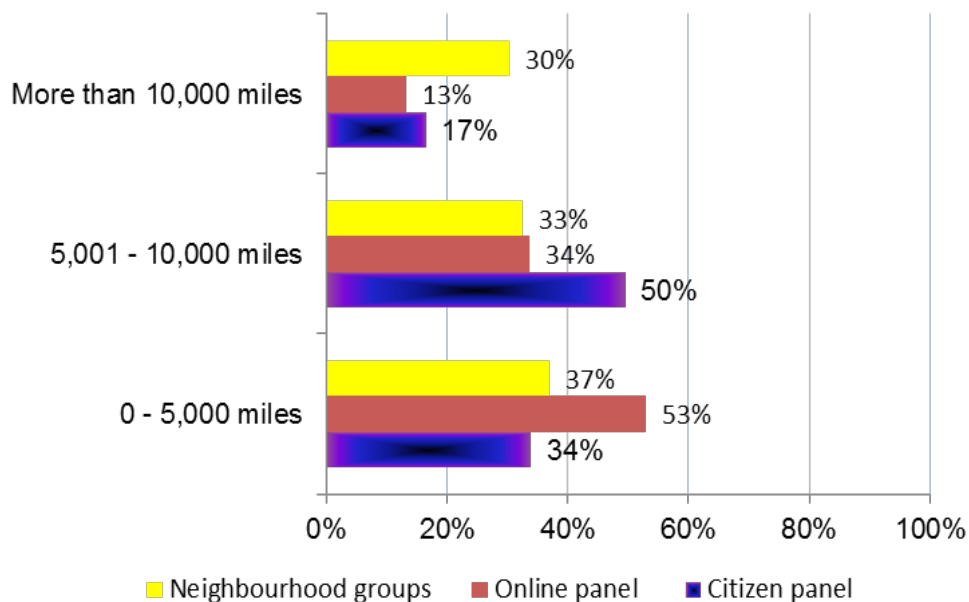
Figure 39: Number of cars in the household (n=2275)**Figure 40: Annual mileage as a driver (n=2065)**

Figure 41: Annual mileage as a passenger (n=2274)

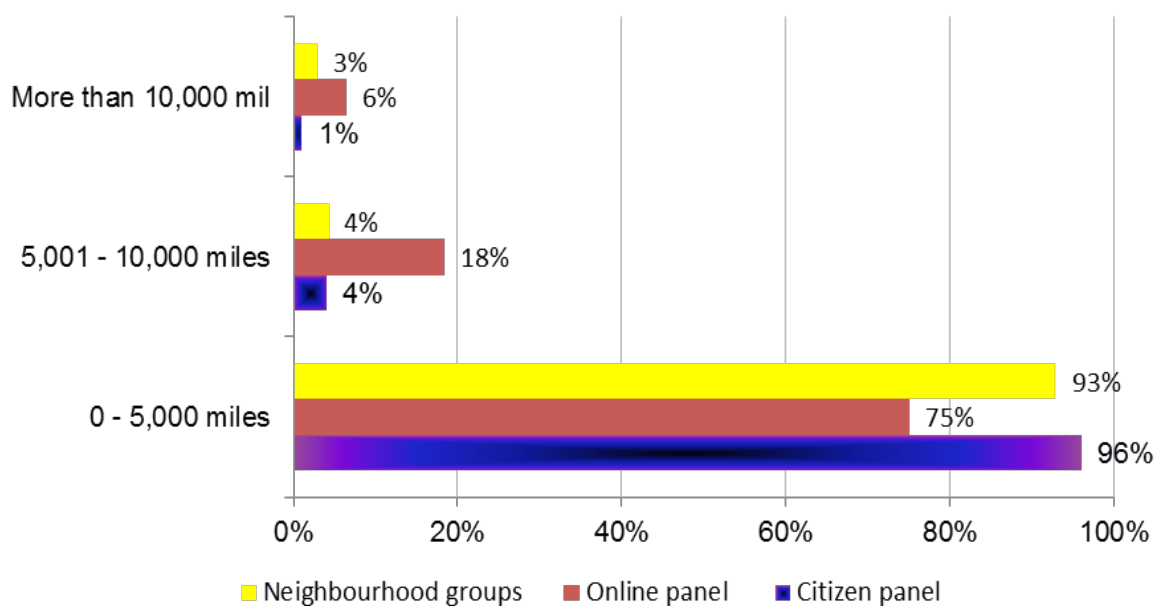
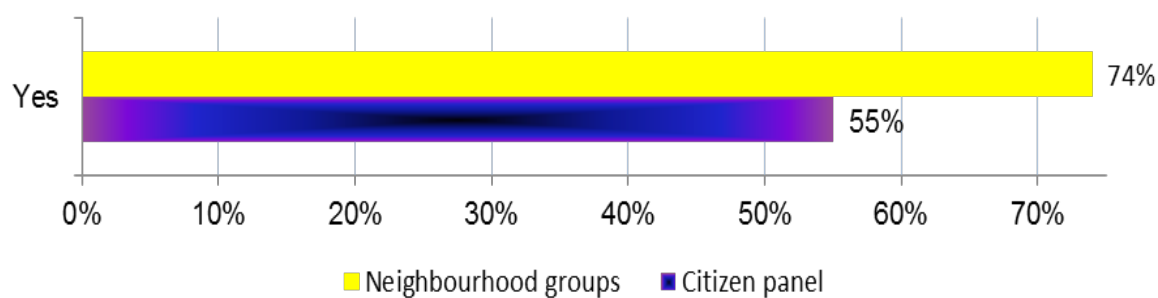


Figure 42: Spend more on roads (n=2275)



Appendix B: Results by research method

Figure 43: First preference choice (n=2275)

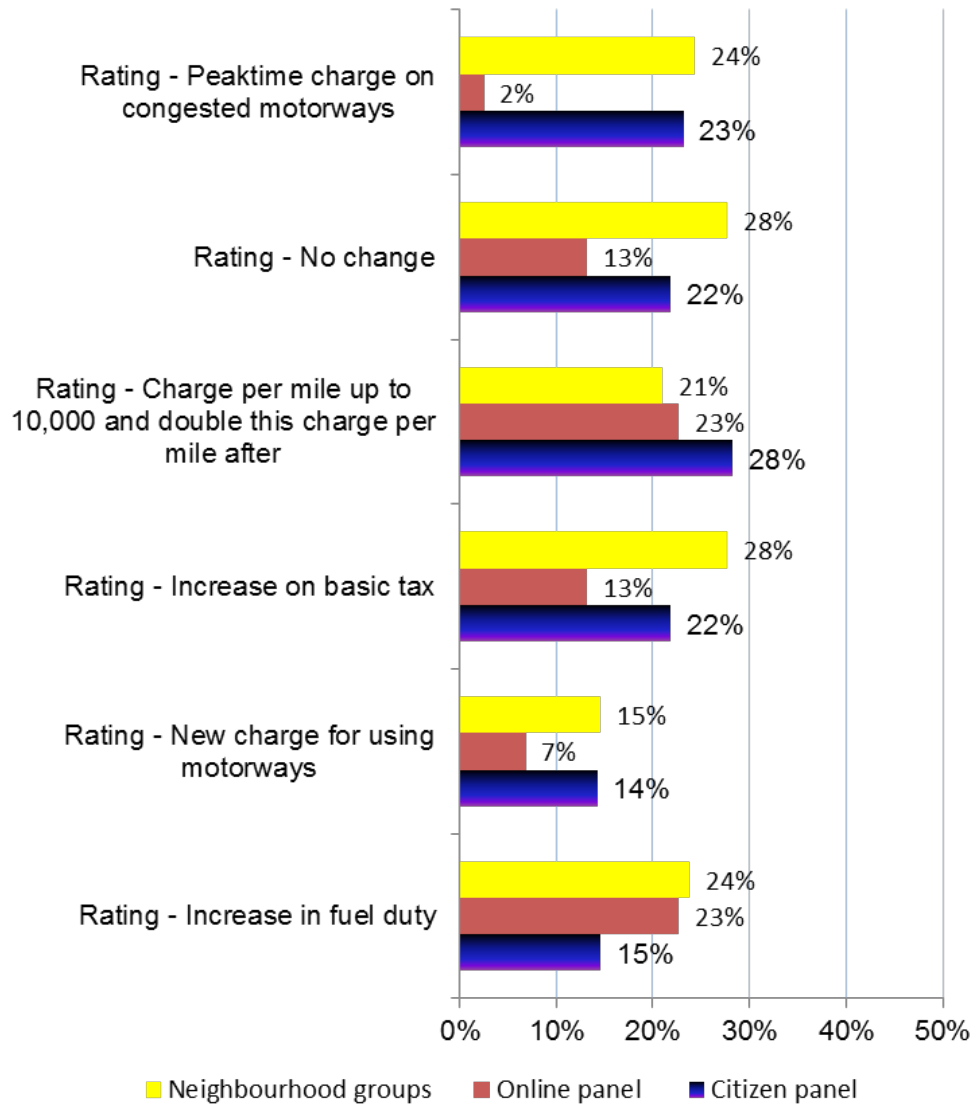


Figure 44: Basic increase in income tax (n=2273)

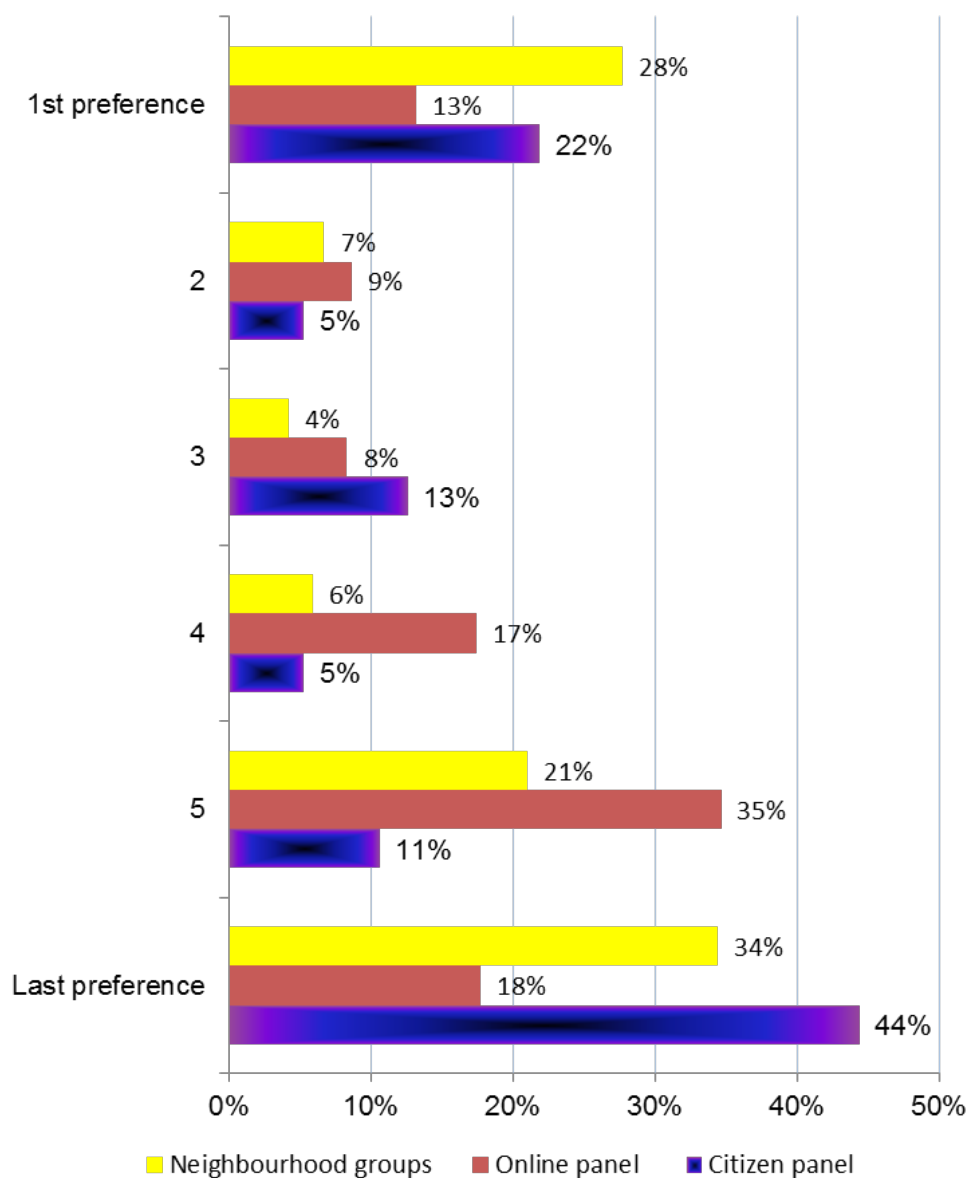


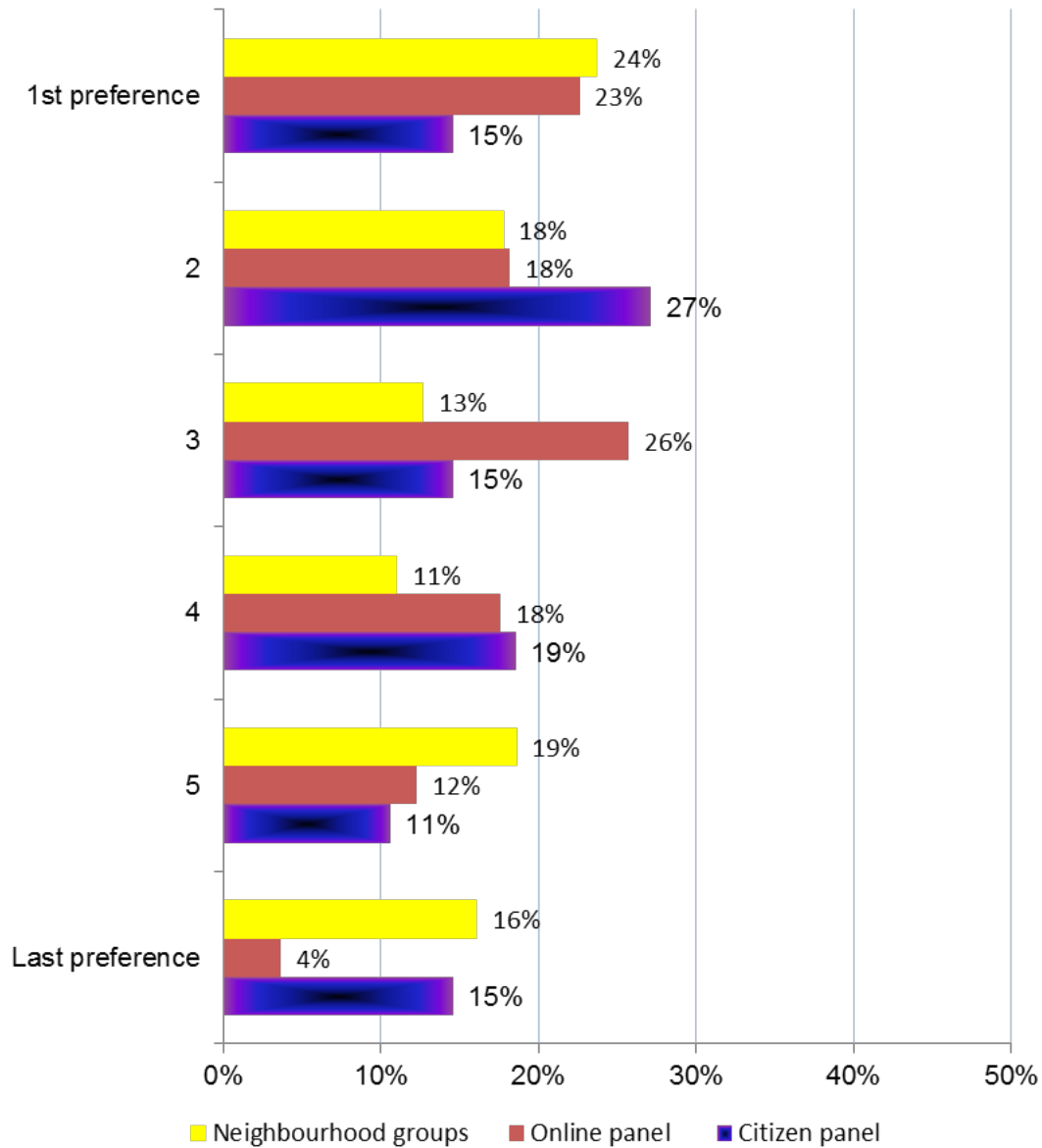
Figure 45: Increase in Fuel Duty (n=2272)

Figure 46: New charge for using motorways (n=2149)

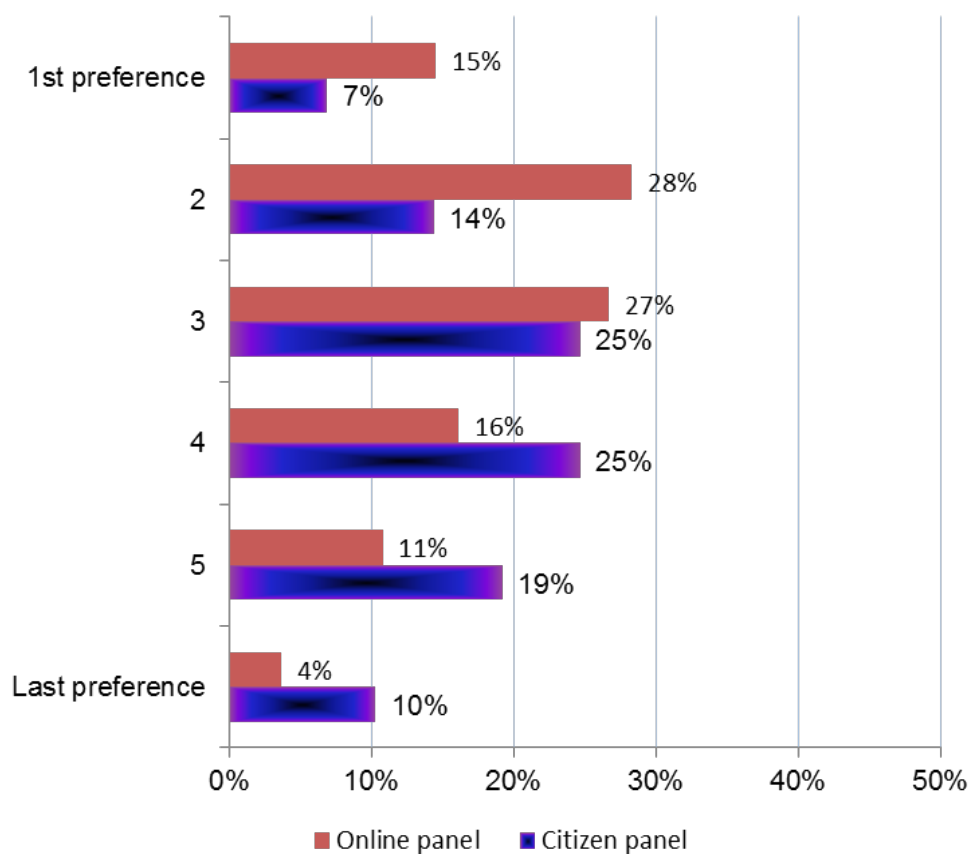


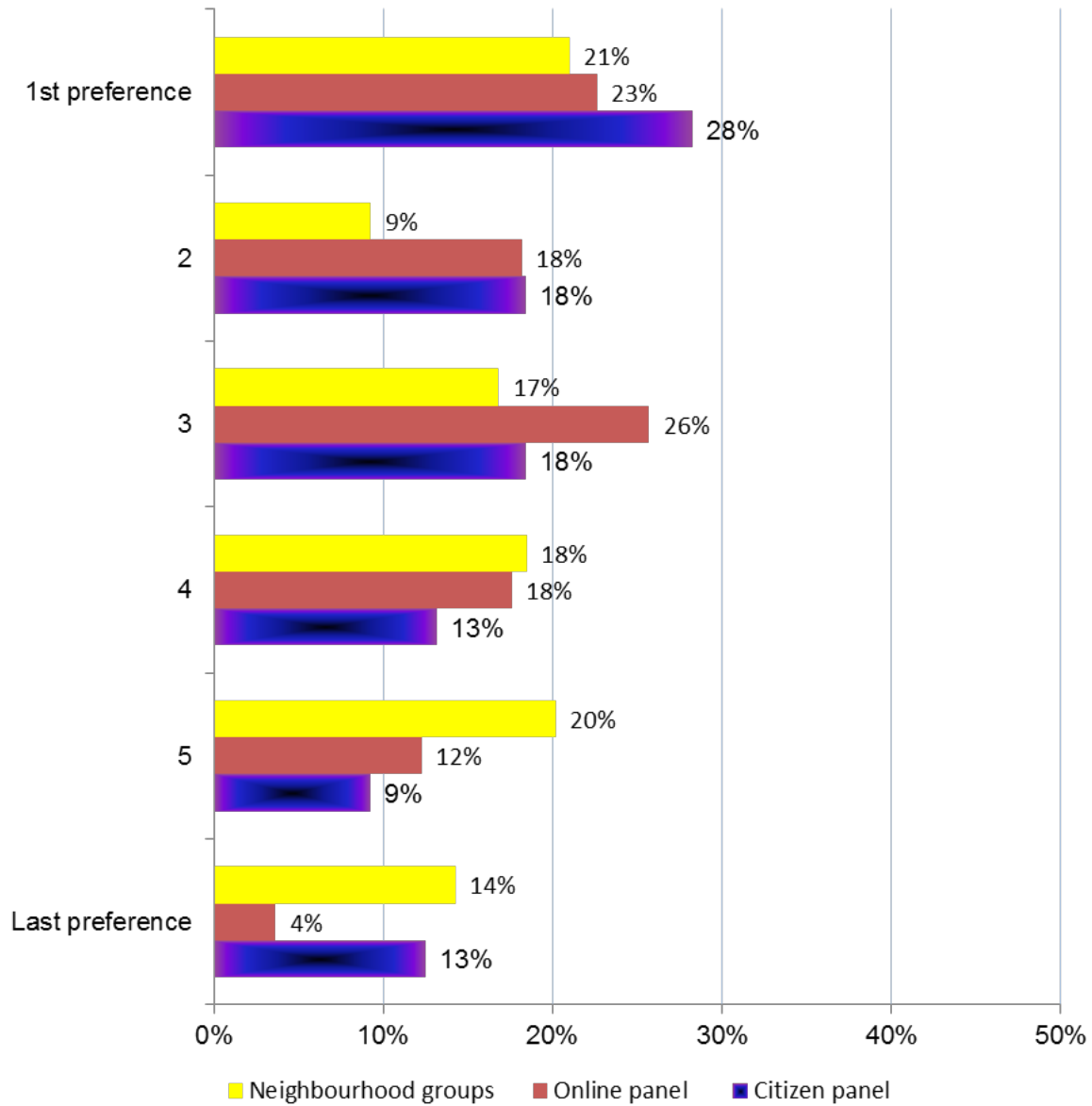
Figure 47: Charge per mile up to 10,000 and double this charge per mile after (n=2274)

Figure 48: Peaktime charge on congested motorways (Online and Citizens Panels) on all roads (discussion groups)

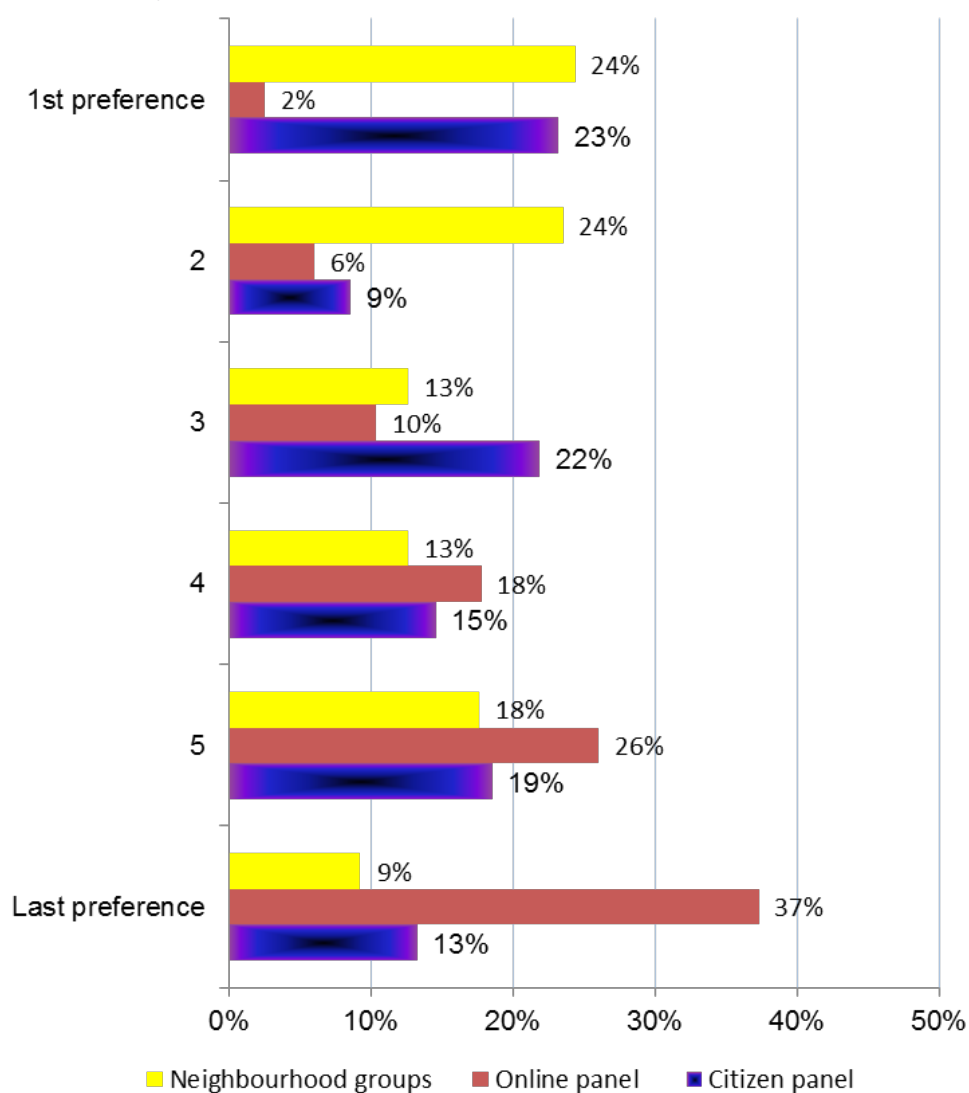


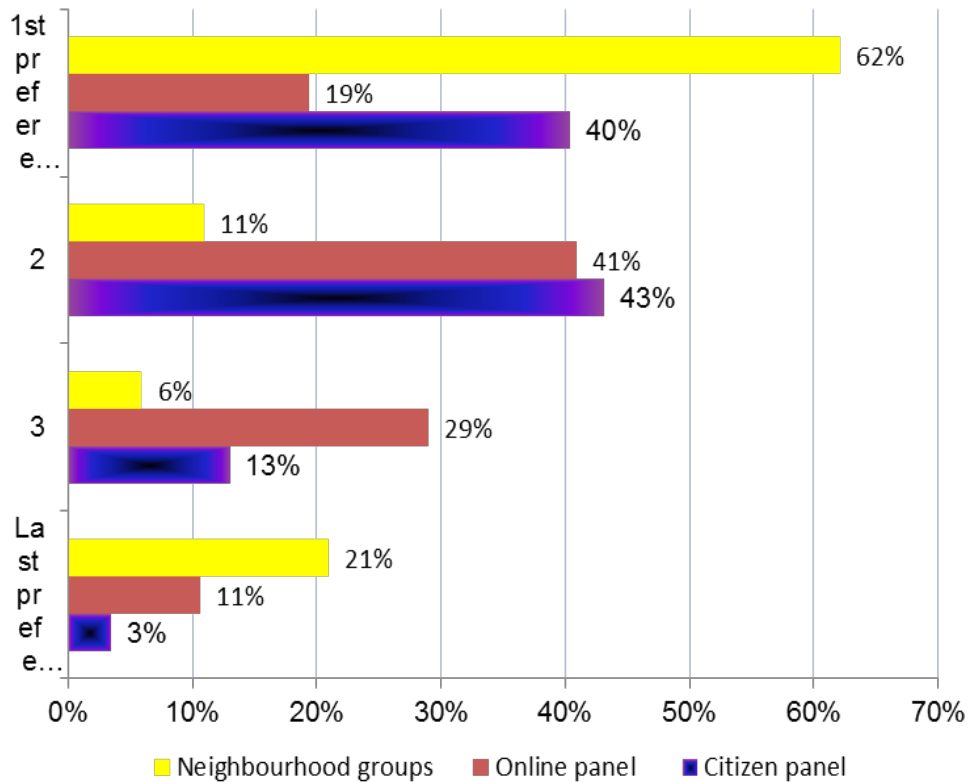
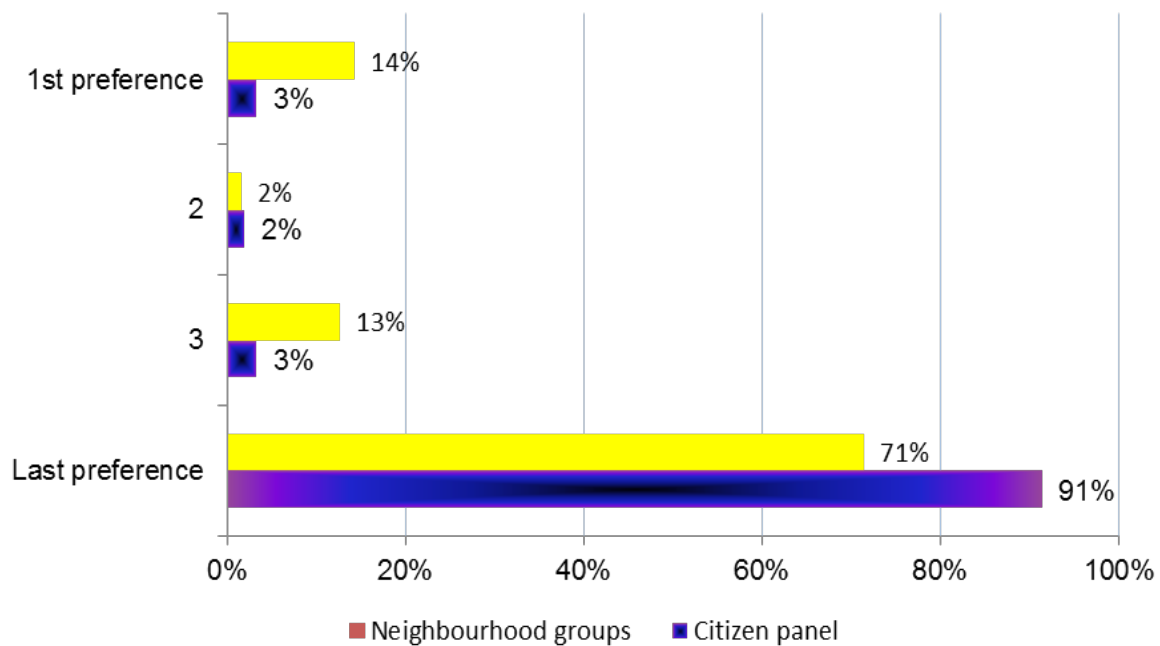
Figure 49: Rating – More autonomy for HA (n=2259)**Figure 50: Rating – Sell outright (n=338) (discussion groups and citizens panels only)**

Figure 51: Rating – Keep the Highways Agency as is (n=2003)

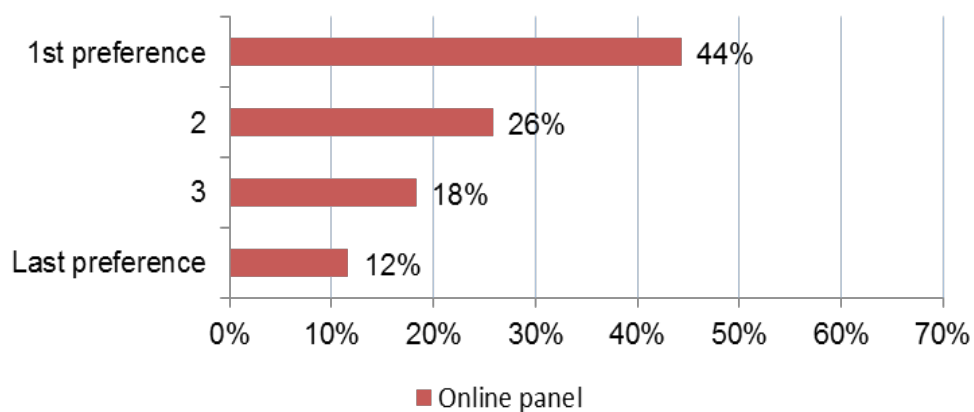


Figure 52: Rating – Long leases to private companies (n=2257)

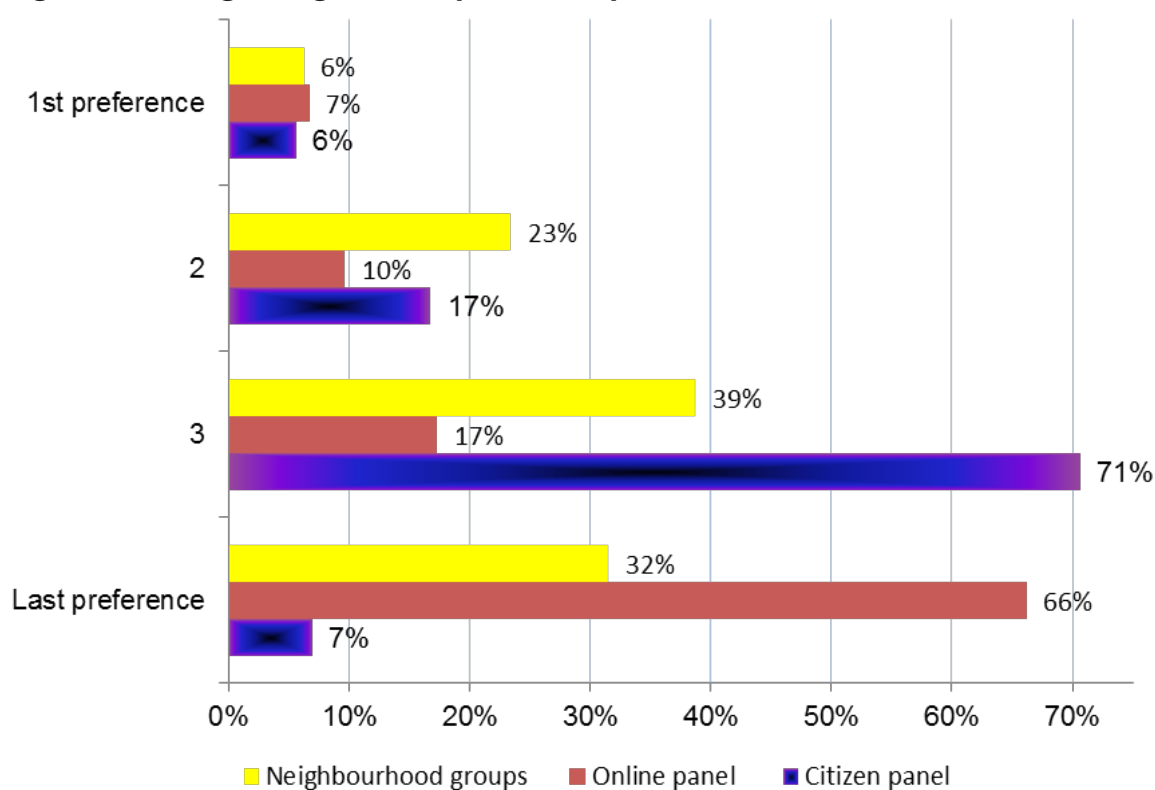


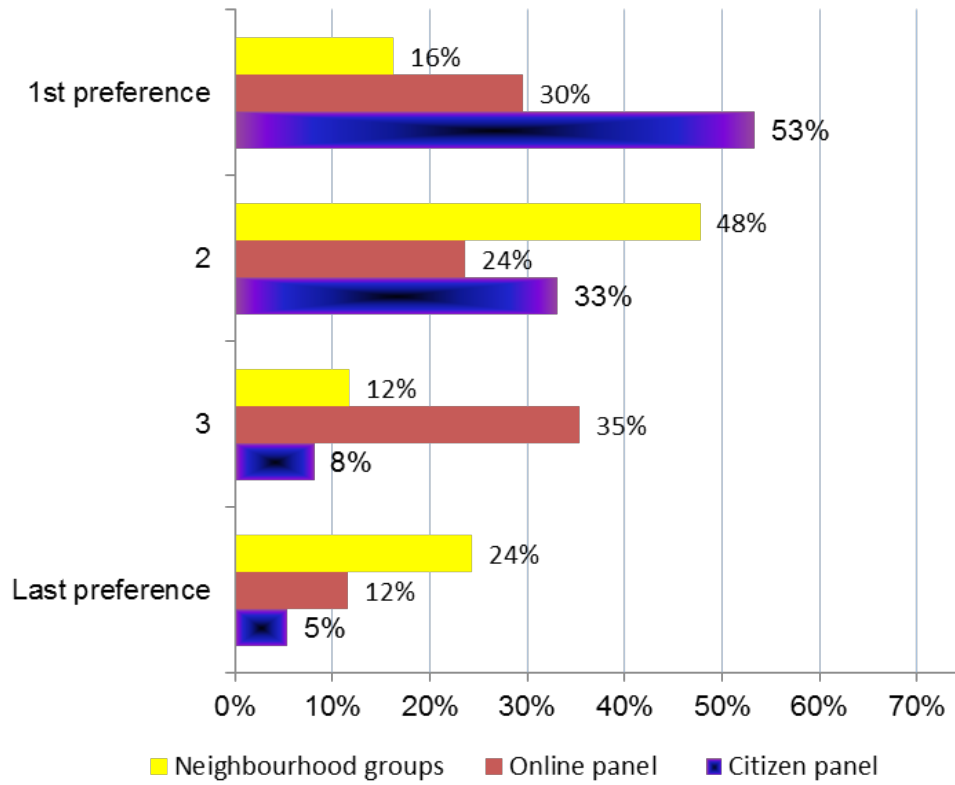
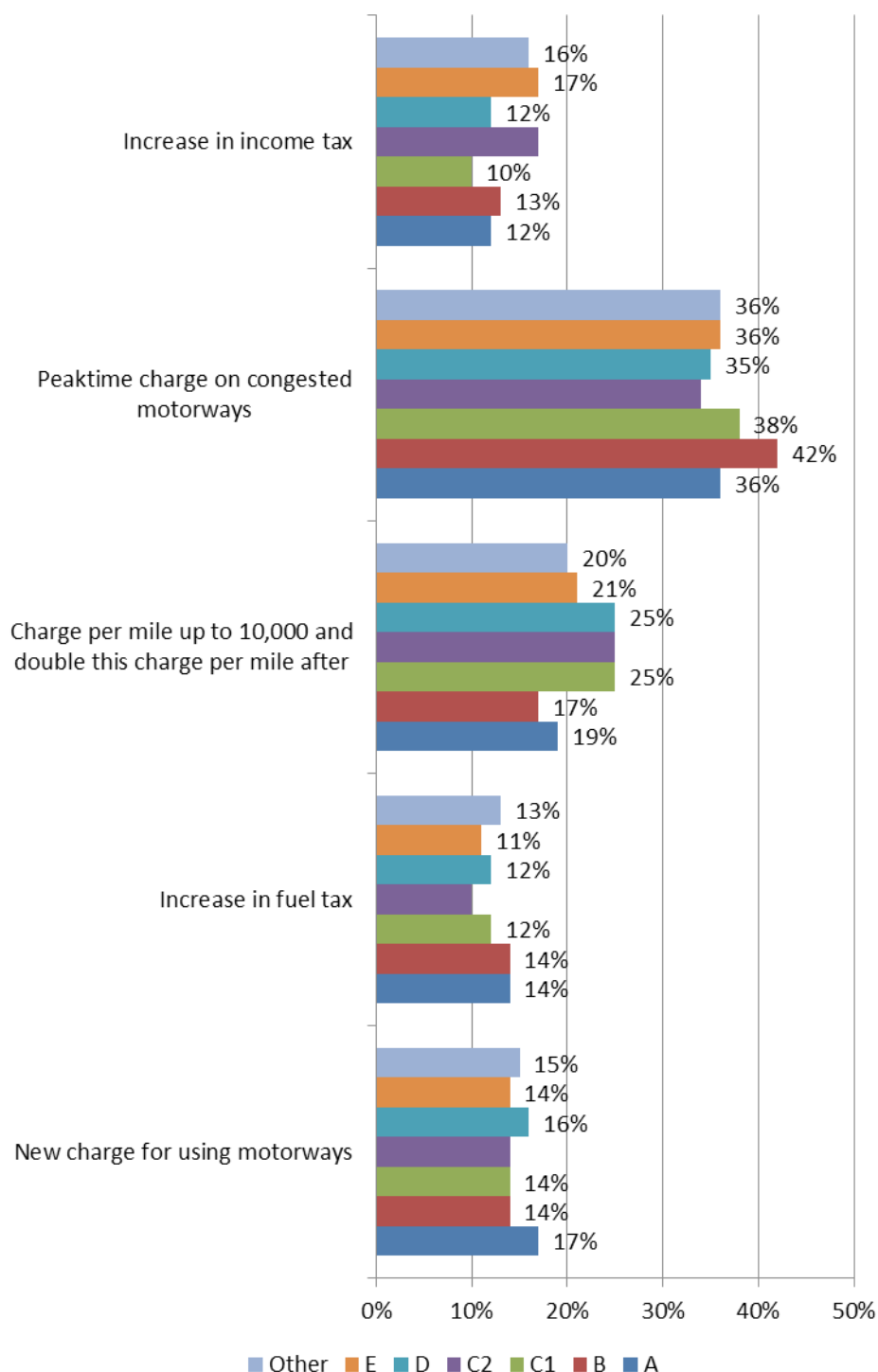
Figure 53: Rating – Give to non profit company (n=2262)


Figure 54: Additional example of cross tabulation analysis showed few differences by demographic factor – in this case socio economic group but similar results from other variables including age, sex, household structure, licence holding, household car ownership, annual mileage and location.



Appendix C: Consultation material

C1: Discussion groups/ Citizens Panel questionnaire schedule

Instructions



<p>The exercise for both focus groups and self managed neighbour groups</p>	<ul style="list-style-type: none"> ● Introduction either by facilitator or neighbour captain ● Participants fill in side one of individual questionnaire demographic profile details age, sex, occupation, car ownership and average monthly mileage, postcode, household structure
--	---

CARD SET 1: Facts (7 cards) (25 minutes)
Exercise 1

- Each member of the group is given one card to read and summarise its contents to the other members of the group .
- Comments recorded by the facilitator or neighbourhood 'captain'. Participants can also write their own comments on post-its or their individual questionnaire forms. Use the facilitators mastersheet to record the group 'vote' to the questions below
- *Do you think the Government should spend more of their total income on roads (and less on other things)? What other things?*

CARD SET 2: Paying (6 cards) (25 minutes)
Exercise 2

- Each member of the group is given one card to read and summarise its contents to the other members of the group. Discussion of each payment option.
- Individuals choose order of option preference 1st choice to 6th (least preferred choice).
- Group discuss results including which option would be most politically acceptable.

CARD SET 3: Governance (4 cards) (20 minutes)
Exercise 3

- Group discuss pros and cons of each and record preference in order. In addition ask which option would be most politically acceptable.


CARD SET 4: Discussion (2 cards) (10 minutes)
Exercise 4

- Very brief discussion of two ideas re customer service.

FINAL TASK
 Complete individual questionnaires

Thanks and offer to send results when research completed.





Age Group

18 - 25
26 - 40
41 - 55
55 +

Sex

Female
Male

Occupation

Household structure (Number of people including yourself)

Over 17yrs
Under 17yrs

Do you have a driving licence?

Yes
No

Number of cars in the household

Average annual mileage (1000's)

a, As driver

b, as passenger

What proportion of your total driving would you guess was on motorways? (%)

Your postcode

Do you think the government should spend more of their total income on roads?

Yes
No

Order of option preference

3p on basic tax rate

As is - No change

As is but extra charge for M-ways

2 levels - higher charge for M-way

Charge per mile

Peak time charge

Comment

Governance

More autonomy for HA

Sell outright

Long leases to private companies

Give to Non - Profit company

Comment

Discussion

Motorists would get money back if standards fall such as delays and congestion.

In favour
Not in favour

Comment

Motorists elect members of an independent body to represent their interests.

In favour
Not in favour

Comment



C2: Online questionnaire schedule

“Over the next ten years the amount of money the Government gets from motoring taxes is likely to fall sharply (due to greener vehicles paying less road tax and using less fuel). This will result in less money to spend on roads, including maintenance.”

Funding choices presented in random order – rank 1 (high) – 6 (low)

- 1 'An extra charge for using the motorways (paid monthly like a mobile phone bill)'
- 2 'An increase on fuel tax'
- 3 'A charge of per mile up to 10,000 a year and double this charge for more than 10,000 miles a year'
- 4 'Charges for driving on the motorways at peak times'
- 5 'An increase on income tax'
- 6 'Do nothing to make up shortfall'

What is your order of preference for the type of organisation to run the motorways?

- 1 'Give long leases to private companies to run sections of motorways (like franchises for the railways)'
- 2 'Give the task to a non-profit making company to run (like the Co-op)'
- 3 'Give the Highways Agency more autonomy from Government'
- 4 'No change the Highways Agency as an Agency of Dept of Transport'

What is your average annual mileage? (a) 'As a driver' (B) 2 'As a passenger'

- 1 '0 – 5,000 miles'
- 2 '5,001 – 10,000 miles'
- 3 'More than 10,000 miles'

What proportion of your motoring do you do on motorways? (a) 'As a driver' (b) 'As a passenger'

- 1 'None'
- 2 'Less than 25%'
- 3 '25% – 50%'
- 4 'More than 50%'
- 5 'Don't know'

Sex

- 1 'Male'
- 2 'Female'



Age group

- 1 'Under 16'
- 2 '16–24'
- 3 '25–34'
- 4 '35–44'
- 5 '45–54'
- 6 '55–64'
- 7 '65 and over'

Socio-economic grade

- 1 'A'
- 2 'B'
- 3 'C1'
- 4 'C2'
- 5 'D'
- 6 'E'
- 7 'Other'

Which region do you currently live in?

- 1 'Anglia'
- 2 'East Midlands'
- 3 'London'
- 4 'Northern Ireland'
- 5 'Northeast'
- 6 'Northwest'
- 7 'Scotland'
- 8 'Southeast'
- 9 'Southwest'
- 10 'Wales'
- 11 'West Midlands'
- 12 'Yorkshire / Humberside'



How many of each of the following vehicles do you have in your household?

(a) 'Cars'; (b) 'Motorcycles & scooters'; (c) 'Vans/LGVs'; (d) 'Other motorised vehicles for road use'

- 1 'None'
- 2 '1'
- 3 '2'
- 4 '3'
- 5 '4 or more'

Please confirm which of the following applies to you:

- 1 'I currently hold a full UK driving license'
- 2 'I currently hold a UK provisional driving license'
- 3 'I don't hold any type of UK driving license'
- 4 'I have a foreign issued licence that allows me to drive in the UK indefinitely'
- 5 'I have a foreign issued licence that allows me to drive in the UK for a fixed period'



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