

## Chapter 1 : The Rio Process and Its Follow-up

*transport, the environment and economic policy* Kenneth Button, University Professor, Schar School of Policy and Government, George Mason University, US *The impact of transport on the global environment is an issue attracting world-wide attention in the s.*

The Nature of Transport Policy Authors: Theo Notteboom and Dr. Jean-Paul Rodrigue Transport policy tries to make decisions concerning the allocation of transport resources while transport planning is their effective implementation. Mixing them together is misleading. Policy and planning represent separate parts of an overall process of intervention. There are circumstances where policy may be developed without any direct planning implications, and planning is frequently undertaken outside any of direct policy context. However, precise definitions are not easily come by. The following definitions are here used: Transport policy deals with the development of a set of constructs and propositions that are established to achieve particular objectives relating to social, economic and environmental development, and the functioning and performance of the transport system. Transport planning deals with the preparation and implementation of actions designed to address specific problems. The goal of transport policy is to make effective decisions concerning the allocation of transport resources, including the management and regulation of existing transportation activities. Thus, transport policy can be concomitantly a public and private endeavor, but governments are often the most involved in the policy process since they either own or manage many components of the transport system and have levels of jurisdiction on all existing transportation modes. Yet, many transport systems, such as maritime and air transportation, are privately owned. There are however substantial geographical variations in ownership with the United States having an history of private involvement while Europe, China, India and Japan have more relied on public ownership and operations. The common rule is that the public sector usually provides transport infrastructure and the regulatory framework, while the private sector assumes the provision and operations of many modes. With globalization and deregulation, the private sector has much leverage into the policy process through its asset allocation decisions, which reflects in new public transport policy paradigms. Public policy is the means by which governments attempt to reconcile the social, political, economic and environmental goals and aspirations of society with reality. These goals and aspirations change as the society evolves, and thus a feature of policy is its changing form and character. Policy has to be dynamic and evolutionary. A major distinction between the planning and policy is that the latter has a much stronger relation with legislation. Policies are frequently, though not exclusively, incorporated into laws and other legal instruments that serve as a framework for developing planning interventions. Planning does not necessarily involve legislative action, and is more focused on the means of achieving a particular goal, often within the existing regulatory framework. The Relevance of Transport Policy Transport policies arise because of the importance of transport in virtually every aspect of economic, social and political activities of nation states. Transport is taken by governments of all inclination, from those that are interventionist to the most liberal, as a vital factor in economic development. Transport is seen as a key mechanism in promoting, developing and shaping the national economy. Governments and international institutions such as the World Bank also seek to promote transportation infrastructure and services where private capital investment or services may not be forthcoming. Paradoxically, the links between transport and economic development are at times questionable. Transport frequently is an issue in national security. Policies are developed to establish sovereignty or to ensure control over national space and borders. The Interstate Highway Act of , that provided the United States with its network of expressways , was formulated on the grounds of national security. Security was at the heart of the more recent impositions regarding passengers or freight clearance taking place at the port of departure in addition to conventional clearance occurring at the port of entry. Transport raises many questions about public safety and the environment. Issues of public safety have for a long time led to the development of policies requiring driving licenses, limiting the hours of work of drivers, imposing equipment

standards, establishing speed limits, mandating highway codes, seat belts and other accident controls. More recently, environmental standards and control measures are being instituted, in response to the growing awareness of the environmental impacts of transport. Examples include banning leaded gasoline and mandating catalytic converters in automobiles. Unrestrained competition commonly leads to market dominance by a company thereby achieving monopoly power. Such dominance brings into question many issues affecting the public interest such as access smaller actors prevented to access infrastructure, availability smaller markers being less service or services being discontinued and price the monopolist being in a position to charge high prices. Other reasons for policy intervention include the desire to limit foreign ownership of such a vital industry for concerns that the system would be sidetracked to service more foreign than national interests. Other countries have similar restrictions. In recent years, four trends had significant consequences over the context in which transport policy takes place: Globalization increased interactions at the international level, both for freight and passengers. This led to the emergence of large actors managing a portfolio of modes and infrastructures across international jurisdictions and therefore dealing with a variety of transport policies and regulations. Deregulation and privatization have been ongoing in many transport markets. This has enabled the transfer of ownership and operation of many transport modes to the private sector and favored the entry of new actors. This was particularly the case of the airline industry. A broader focus of policies, particularly in light of intermodalism and multimodalism as well as logistics. This has enabled a better coordination of investments improving the efficiency of interconnected transportation networks and the related supply chains. A move towards social and political issues behind transport projects as opposed to technical and engineering issues. Policy is becoming more responsive towards public concerns over issues such as environmental externalities and social equity. However, this has also been linked with additional costs, delays and controversy of many large transportation projects. Policy Instruments Governments have a large number of instruments at their disposal to carry out transport policy. Some are direct, such as public ownership, but the majority are indirect such as safety standards. The most common are: An extremely important instrument is public ownership. The direct control by the state of transportation infrastructure, modes or terminals is widespread. Most common is the provision by public agencies of transport infrastructure such as roads, ports, airports and canals. Public ownership also extends to include the operation of transport modes. In many countries airlines, railways, ferries and urban transit are owned and operated by public agencies. Subsidies represent an important instrument used to pursue policy goals. Many transport modes and services are capital intensive, and thus policies seeking to promote services or infrastructure that the private sector are unwilling or unable to provide may be made commercially viable with the aid of subsidies. Private railroad companies in the Nineteenth Century received large land grants and cash payments from governments anxious to promote rail services. Indirect subsidies were offered to the air carriers of many countries in the early years of commercial aviation through the awarding of mail contracts. Dredging of ship channels and the provision of other marine services such as pilotage and navigation aids are subsidies to facilitate shipping. Both public ownership and subsidies represent instruments that require the financial involvement of governments. Revenue generation is becoming an increasingly important instrument in transport policy. Regulatory control represents a means of influencing the shape of transportation that is very widely employed. By setting up public agencies to oversee particular sections of the transport industry, governments can influence the entire character and performance of the industry. The agencies may exert control on entry and exit, controlling which firms can offer transportation services, at what prices, to which markets. Environmental regulation are also important factors shaping the provision, construction, maintenance and operation of transportation infrastructures. Thus, while the actual services may be offered by private firms, the regulator in fact plays a determining role. Regulatory agencies in the US such as the Civil Aeronautics Board played a critical role in shaping the US airline industry for decades. Many governments are major promoters of research and development in transportation. The outcomes of this research are extremely important to the industry. It is a vital source for innovation and the development of new technologies such as intelligent vehicles and

intelligent highway systems. In addition, educational institutions that are commonly funded by public resources provide operators, managers and analysts for the private transport sector. Labor regulations pertaining to conditions of employment, training, and certification may not be directed purposefully at influencing transport, but as a policy they may exert a significant effect over the industry since it has an impact on its operating costs. Safety and operating standards, such as speed limits, may have a similar effect. The restrictions on limiting the number of hours a truck driver may work may be instituted for safety reasons and for enhancing the working conditions of drivers, but they shape the economics of truck transport. In the same fashion speed limits help fix the distance of daily trips that one driver may undertake, thereby shaping the rate structure of the trucking industry. A common issue concerning policy instruments is that they may have unintended consequences, particularly if they are indirect. For instance, taxation and subsidies could influence one mode to the advantage of others, even if they are more efficient. Trends in Policy Development

Public policies reflect the interests of decision makers and their approaches to solving transport problems. These interests and approaches are both place specific they apply to a particular area of jurisdiction and time specific they are established to reflect the conditions of transport and the intended solutions at a point in time. Policies change and evolve as conditions change and as new problems are recognized; they are dynamic. The dynamic nature of policy is reflected in the way the policy instruments have been employed over the years. In the 19th Century, when many of the modern transport systems were being developed, the prevailing political economy was one of laissez-faire, in which it was believed that the private sector should be the provider of transport services and infrastructure. Historical examples of private transport provision include: The first British modern roads in the 18th century were the outcome of private trusts aiming a deriving income from tolls on roads they built and maintained. It was likely the first massive private involvement in transport infrastructure provision. Many of the earliest canals were built with private capital. In most North American cities public transit was operated by private firms. The earliest examples were horsecars that followed rail lines laid out on city streets. With electrification at the end of the 19th century, the horsecars were converted to streetcars and the network was greatly expanded. In the 20th century busses were introduced by private companies operating on very extensive route systems. Most maritime shipping companies were private family owned enterprises, some of which became large companies, such as the Cunard Line in the UK, MSC in Switzerland, or Maersk in Denmark. The main government involvement concerns military navies and ferries. Railways were developed by private companies during the 19th century. In North America this has continued to the present day. In Europe, deregulation mainly resulted in the emergence of private carriers, but the infrastructure remained publicly owned.

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In general, transport projects that improve overall accessibility i. It is important to consider the full range of economic impacts, both positive and negative, that a transport project may cause. This may increase "economies of scale" in production processes, which means higher productivity through lower costs per unit of output. Mobility management strategies, such as more efficient road pricing, can improve travel time reliability, which reduces logistics and scheduling costs beyond just the travel time savings. New transportation links between cities and ports, and new types of inter-modal facilities and services at those locations, make it possible for new patterns of international trade to develop. Relationship to Other Benefits and Costs In all of the above examples, the benefits flow to parties that depend on transportation facilities and services for their activities. In some cases, the ultimate beneficiary is the business operation that can achieve operating cost savings or greater productivity output per unit of cost. In the case of cargo deliveries, the beneficiaries may be senders and receivers rather than the transportation company that actually does the traveling. It is also possible to account for many business operations and scheduling benefits, as well as logistics benefits and production economies of scale, as additions to the valuation of travel time benefits for truck trips. Alternatively, they can be addressed separately as additional economic benefits. Finally, it is important to note that there are many broader forms of economic impacts on communities, regions and states "â€" in which transportation facilities lead to business expansion, additional job creation and additional tax revenues. Those economic impacts reflect a combination of the productivity benefits discussed here and broader business attraction impacts that also affect local economies. This is discussed further in the separate section on economic impact analysis. The Final Report, is available at [www.oecd.org/transport/economic-impacts](http://www.oecd.org/transport/economic-impacts). David Forkenbrock, Sondip K. Mathur and Lisa A. Forkenbrock and Glen E. Piyapong Jiwattanakulpaisarn, Robert B. Graham and John W. Transport, Bureau of Transport Economics [www.bte.gov.au](http://www.bte.gov.au).

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Economic issues – improving the job situation, strengthening the economy and reducing the budget deficit – are viewed as less important policy priorities than they were just a few years ago. Other issues, which had been less prominent public priorities in the past, have grown in importance. A new national survey by Pew Research Center of 1, adults, conducted Jan. These shifts come as attitudes about the economy and jobs availability have become more positive. Republicans and Democrats agree on the importance of some priorities. About half of both Republicans and Democrats say each should be top policy priorities. However, there continue to wide gaps about the importance of other policy objectives – especially dealing with climate change and protecting the environment. There are sizable partisan differences on several other issues as well. Democrats are about 20 points more likely than Republicans to rate dealing with the poor and needy, dealing with race relations and improving the education system as top priorities. There is no overlap in the highest rated priorities for each party: For Republicans, the leading goals are defending against terrorism, strengthening the economy and strengthening the U. That remains the case today. More Democrats say climate change and environment are top priorities The shares of Democrats saying that dealing with global climate change and protecting the environment have increased substantially in recent years. By contrast, attitudes among Republicans have largely held steady. The share of Democrats saying this is higher than at any point in the last decade and has increased nine points in the past year alone and 19 points since January The goal of addressing drug addiction has increased in importance among members of both parties. While the goal of dealing with drug addiction has grown in importance for members of both parties, there has been a sharp increase in the percentage of Republicans rating improving roads and public transportation as a top priority. Opinions have changed less among Democrats, who had previously been more likely than Republicans to view this as a top priority. Age and policy priorities The policy priorities of young people and older Americans differ in several key respects. Older adults are significantly more likely to prioritize strengthening the military, making the Social Security system financially sound and dealing with drug addiction issues. Education and policy priorities Those with the lowest levels of education are more likely than those with higher levels to say a wide range of issues should be top priorities for the president and Congress. A similar pattern is seen when it comes to improving the job situation: Those with no college experience are more likely than those with a college degree or higher to say several other issues should be top priorities, including strengthening the military, dealing with drug addiction and strengthening the economy. Reducing the influence of lobbyists and special interest groups in Washington is the only issue that those with a college degree or higher prioritize more than those with no college experience: As noted, economic issues have declined somewhat in importance as the economy has improved. And the public has placed increasing importance on environmental issues. On several other issues – including reducing crime, securing the finances of Social Security and Medicare and dealing with the problems of the poor and needy – there has been relatively little change over time. On the other hand, dealing with global trade issues has been among the lowest-ranked priorities over the past two decades.

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