



# European Commission



## WHITE PAPER

**European transport  
policy for 2010:**

**Time to Decide**

***Brief presentation***

**September 2001**



# ***Structure***

- 1 Transport policy: Issues and challenges**
- 2 White Paper policy guidelines**
- 3 White Paper proposals**



# 1. Issues and challenges





# Issues

## The growing conflict facing transport:



Increasing demand for mobility

Worsening congestion  
Poor quality services  
Damage to the environment  
Safety being challenged  
Isolation of some regions

## Economic importance of the sector:

Total expenditure around €1000 billion in the Union  
Generates over 10% of Union GDP  
Employs over 10 million people





# *Common Transport Policy*

## A mixed performance

**White Paper** on transport, December 1992:

**Objective**

To open up the transport market:  
now generally achieved

**Consequences**

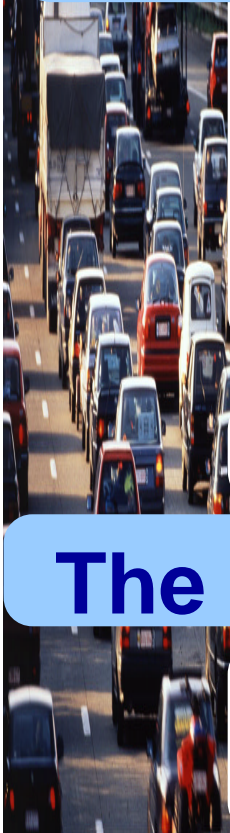
Lower prices, growing demand  
for road transport





# Congestion

## Apoplexy at the centre, paralysis at the extremities



**Congestion affects:**

- urban areas
- the trans-European network, including:

10% of the road network: 7 500 km

20% of the rail network: 16 000 km

30% of flights at major airports are more than 15 minutes late

**Consequences**

- risk of losing competitiveness
- costs (road): 0.5% GDP, 1% by 2010

## The effect of imbalance between modes

**Goods**

- Road 44%
- Sea 41%
- Rail 8%, Inland waterways 4%

**Passengers**

- Road 79%
- Rail 6%
- Air 5%





# Growth in demand

## Why?

### Passengers

Spectacular rise in car use. Car numbers have trebled in the last 30 years and are rising by 3 million a year. Car use in the candidate countries is set to rise sharply in the next few years.

### Goods

Reduced costs, better quality. Shift to a stockless economy.

## Forecasts for 2010

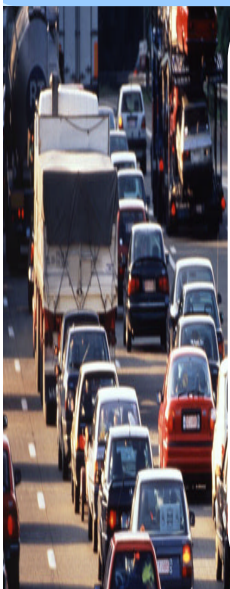
- Economic growth will bring more mobility:  
+38% goods, +24% passengers.
- If nothing is done, heavy goods traffic will increase by 50%.





# *Integrating transport into sustainable development*

## Why?



- **Air quality and climate change**

Transport consumes energy: 28% of emissions of CO<sub>2</sub>, the main greenhouse gas.

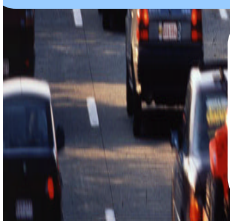
If nothing is done: CO<sub>2</sub> emissions up 50% between 1990 and 2010  
84% of transport emissions generated by road transport.

- **Security of supply**

Transport is 98% dependent on oil, 70% of which is imported.

- **Tackling noise pollution**

## How?



The Gothenburg European Council placed **breaking the link between economic growth and transport growth** at the heart of the sustainable development strategy.





# **2. White Paper policy guidelines**





# Possible strategies for breaking the link

## Solutions

- Order a reduction in mobility
- Impose a redistribution amongst modes

Contrary to the spirit of the market rules

## Possible options

A Focus on road transport through charging, increase in transport prices

No upswing for the other modes without accompanying measures

B Focus on road transport, with efficiency measures in other modes

Not enough. Without investment in infrastructure, road transport will dominate

C Range of measures: charging, revitalising other modes, targeted investment

The approach taken in the White Paper





# Strategy of the White Paper

## The chosen approach

Implementation of **60 measures** combining:

- charging,
- revitalisation of alternative modes to the road,
- targeted investment in the trans-European network

## The expected results

Significant break in the link between economic and transport growth, without restricting mobility, by making more efficient use of means of transport.

- **Freight:** +38% instead of +50% between 1998 and 2010
- **Passengers - car:** +21%, GDP increase + 43%





# *The need for a comprehensive strategy*

Shifting the balance of transport will also involve taking measures at national and regional level in the context of other policies:

- **Economic** policy
- **Urban and land-use planning** policy
- **Social and education** policy: organisation of working patterns and school hours
- **Urban transport** policy
- **Budgetary and fiscal** policy: **more investment**
- **Competition** policy
- **Research** policy: development of new technology



# **3. White Paper proposals**

**Shift the balance between modes of transport**

**Eliminate bottlenecks**

**Place users at the heart of transport policy**

**Manage the globalisation of transport**





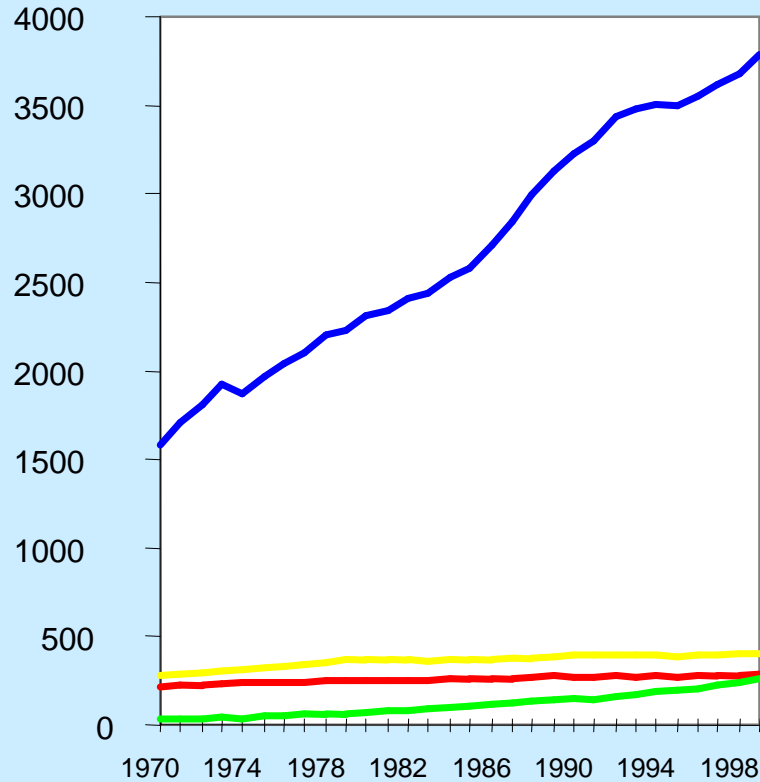
# *Shifting the balance between modes*





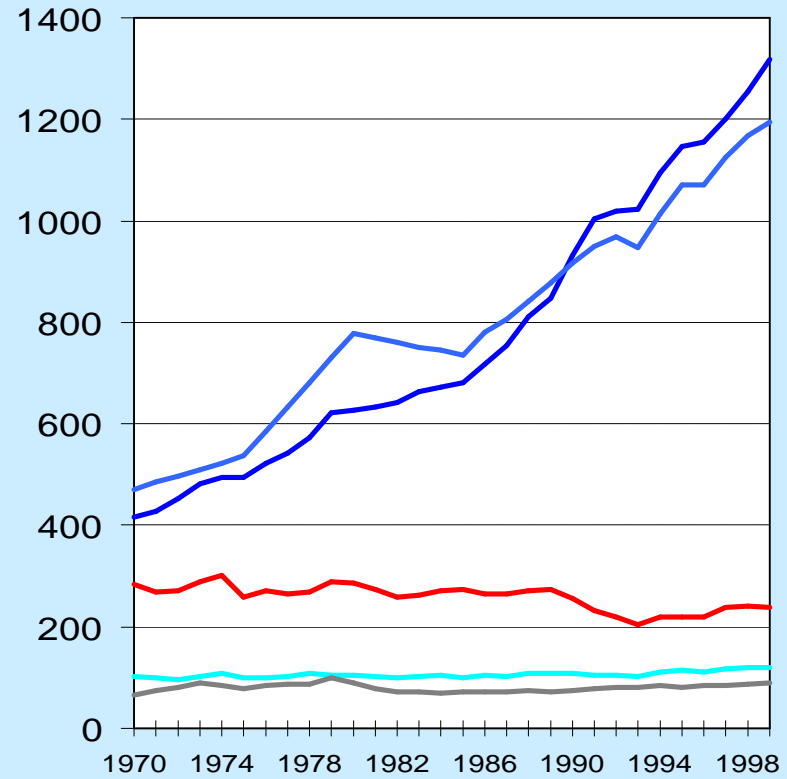
# The figures

## Passengers (p) in billion pkm



■ Cars and lorries      ■ Bus  
■ Air                      ■ Rail

## Goods in billion tonnes/km



■ Inland waterways      ■ Short-sea shipping  
■ Oil pipelines





# Roads

## The explosion in road traffic

The roads carry 44% of freight and 79% of passenger transport. Each day 10 hectares are covered over by road infrastructure. The car fleet is expanding by 3 million vehicles a year in the Union.

## Consequences

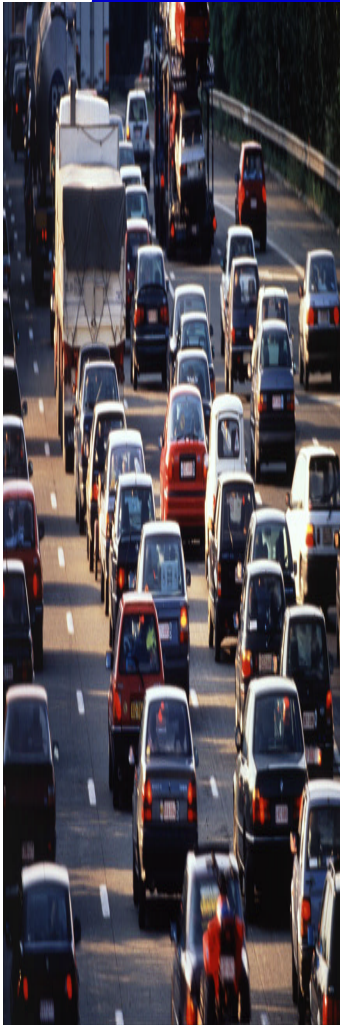
- **Saturation** of industrialised urban regions (Ruhr, Randstad, northern Italy, southern England). One tenth of the trans-European network is congested.
- **Pollution:** road transport accounts for 84% of all CO<sub>2</sub> emissions from transport.
- **Unsafe roads**







# Improving quality in the road sector



## A restructuring to be organised

Fierce competition makes the sector vulnerable.

Transport contracts need to provide for a revision of tariffs in the event of a sharp rise in fuel prices.

## Regulations to be introduced

The competitiveness of the roads is explained in part by the lack of minimum social regulation in Europe.

The Commission's proposals on working time, weekend driving, the "driver's certificate" and training need to be adopted.

## Tightening up controls and penalties

To be effective, legislation needs to be properly applied.

By the end of 2001 the Commission will propose:

- harmonisation of controls and penalties,
- promotion of uniform interpretation,
- encouragement of exchanges of information.





# Rail

## Rail's share is shrinking

Between 1970 and 1998 rail's share fell from 10% to 6% for passengers and from 21% to 8% for freight.

- 18km/h: average speed of the international transport of goods by rail
- track: 600 km closed every year (road: + 1 200 km/year)

## Why?

We need a cultural revolution to make rail competitive again.

**2003** Freight services open on the trans-European network

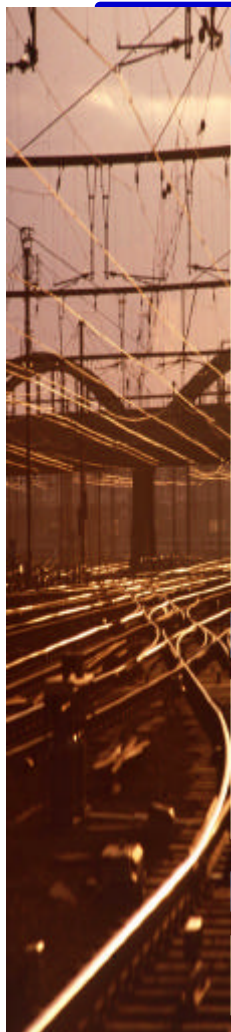
**2008** Freight services open throughout the network

- but**
- best use is not being made of the infrastructure
  - service quality needs to improve





# Revitalising the railways



## Integrating rail transport into the internal market

In 2001, presentation of accompanying measures

- opening up the national freight markets to cabotage
- setting high safety standards
- updating the Interoperability Directives
- Community structure for rail safety and interoperability
- opening-up of international passenger networks
- quality of service (e.g. compensation for delays)
- industrial dialogue on air and noise pollution
- improved general level of qualifications

## Making optimum use of the infrastructure

Bottlenecks where freight and passengers share infrastructure

Creation of a dedicated freight network

## Modernisation of services

Lack of punctuality, reliability, speed

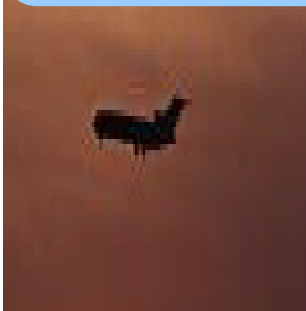
All the measures help





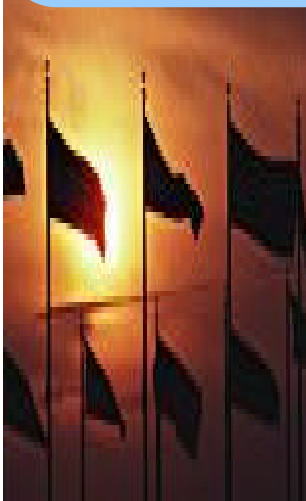
# Air

## Congested skies



- + 7.4% traffic per year since 1980
- air traffic set to double every 10 to 14 years
- + 30% connections between Member States since 1993

## Consequences:



- **Saturation of the skies and of airports**
- **Delays**  
1 flight in 6 is delayed by an average of 22 minutes
- **Pollution**  
air transport produces 13% of all CO<sub>2</sub> emissions attributed to transport. Delays push up fuel consumption by 6%.





# Controlling the growth in air transport

## Tackling saturation of the skies

### Creation of a single sky by 2004

- common rules on use of airspace - regulator
- maintenance of defence capabilities
- social dialogue for concertation between players in the industry
- recourse to the know-how and expertise of Eurocontrol
- surveillance, inspection and penalties system

## Rethinking airport capacity and use

### New capacity and adoption of a regulatory framework

- governing the allocation of slots
- airport charges to deter bunching of flights
- encouraging intermodality with rail

## Striking a balance between air transport and the environment

- noise standard for new aircraft at the IACO
- differential en route air navigation charges according to environmental impact

## Maintaining safety standards

- creation of a European Aviation Safety Authority
- minimum safety conditions, including aircraft from non-member countries





# Water

## The sea: transport's poor relation

- The European fleet has shrunk, flags of convenience
- The Union has 40% fewer sailors than in 1980
- The sea carries 70% of trade with the rest of the world

### Apart from short-sea shipping

- Which carries 41% of intra-Community goods transport
- Growth rate: +27%

## Inland waterways: a natural asset

### 1 barge = 110 lorries

The network is reliable and economic, produces little noise or pollution, takes up little room and has spare capacity.  
In the six countries of the Rhine-Main-Danube network, inland waterways carry 9% of goods traffic.





# Linking up sea, inland waterways and rail

## Developing “motorways of the sea”

An alternative to land

Sea links providing a way around bottlenecks, such as in the Alps or the Pyrenees, need to become trans-European networks and receive support.

## Offering innovative services

This calls for an efficient port service: in February 2001 the Commission proposed rules on access to the market in port services.

We still need to

**Sea:**

- simplify the rules on how ports operate
- bring all the players together in a one-stop-shop

**Inland waterways:**

- establish links to rivers and install transshipment equipment
- standardise the technical specifications
- harmonise pilots' certificates and rest periods
- create navigational aid systems





# Intermodality



## The new Marco Polo programme

- special emphasis on short-sea shipping
- start-up aid for new logistical services
- improvement of the intermodal chain
- innovation in cooperation and dissemination of good practice

Will replace  
PACT end 2001  
**€30 million**  
**per year**

+ revision of the 1997 guidelines on State aid to maritime transport

## Creating favourable technical conditions

### Encouraging the emergence of freight integrators

Integrated transport of loads >5 tonnes  
Proposal in 2003 to define responsibilities all along the transport chain, with corresponding documents.

### Standardising containers and swap bodies

Shipping containers are narrow, swap bodies are fragile. Proposal to harmonise loading units in 2003.







# *Eliminating bottlenecks*





# *Unblocking the major routes*



## **Towards multimodal corridors giving priority to freight**

### **Investment in:**

- Corridors reserved for freight, either via new capacity or through exclusive use of existing lines.
- Rail access to ports
- Freight terminals

## **A high-speed passenger network**

### **Investment in:**

- Further creation of new track and upgrading of existing track.
- Building of railway stations at airports.
- Integrated services: baggage and ticketing

## **Improving traffic conditions**

### **Measures for:**

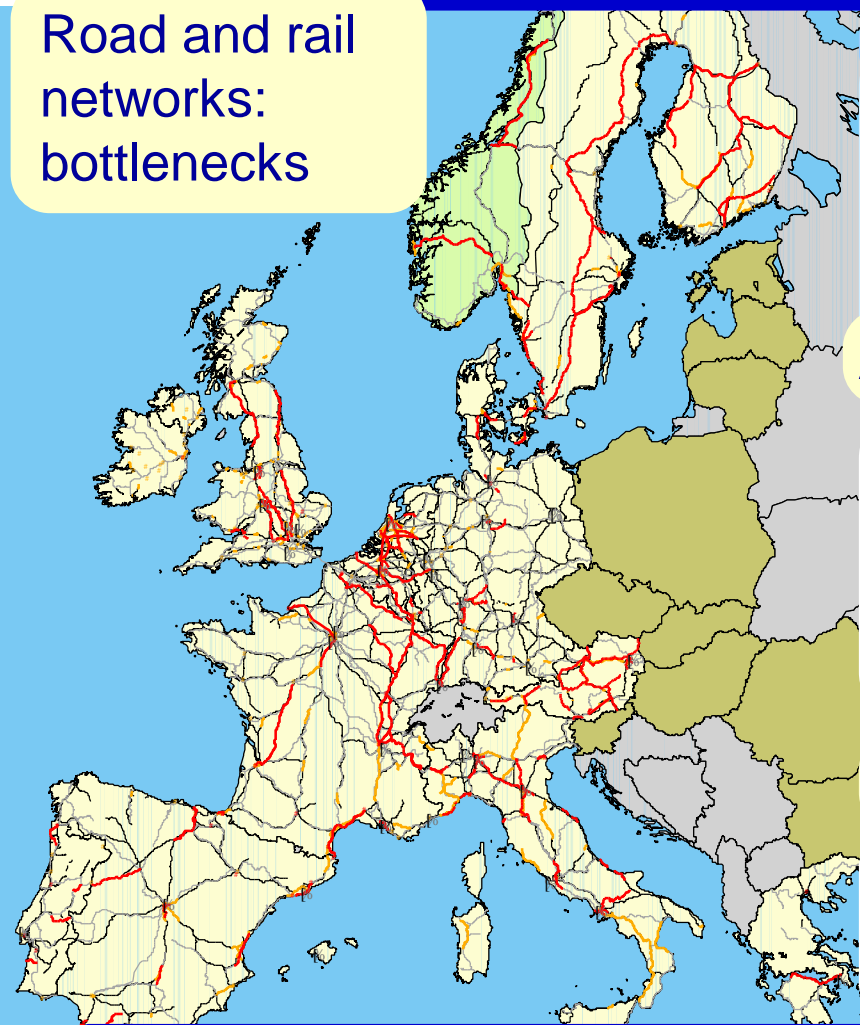
Traffic management, coordinated at European level. By 2006 all the main trans-European links should have traffic management plans.





# The trans-European networks

Road and rail networks: bottlenecks



## Delays in the TEN programme

Only 20% of the infrastructure planned under the TEN programme has yet been built.

### Why?

- inadequate funding
- lack of cross-border priority

## A partial revision in 2001

- concentration on the planned infrastructure
- new projects to relieve blockages, corridors giving priority to freight, HST-air integration
- increase from 10 to 20% of financing for rail bottlenecks at natural barriers and at borders with the candidate countries.

## A major overhaul in 2004

Integration of the candidate countries' stretches of pan-European corridor, motorways of the sea, airports and links with outlying regions.





# Major infrastructure projects

## Indicative list of new priority projects

1 Completing the Alpine routes

2 Easier passage through Pyrenees

3 Other new priority projects

4 Improving safety in tunnels

On grounds of safety and capacity

The Barcelona-Perpignan rail link must be completed and thought given to a new central rail crossing.

- HST/combined transport Stuttgart-Munich-Salzburg/Linz-Vienna
- Fehmarn Belt linking Denmark and Germany
- Straubing-Vilshofen: improved navigability
- the Galileo radionavigation project
- interoperability of the Iberian HST network
- addition of the Verona-Naples and Bologna-Milan rail links, extension of the HST South to Nîmes.

The Commission will propose harmonising safety standards for tunnels in the rail and road networks





# The headache of funding



**Limited public budgets**

**National**  
focused on national projects

**Community**  
more selective and conditional

**Reassuring private investors**

**By:**

- introducing greater flexibility into public contracts
- clarifying the rules on concessions
- encouraging the creation of single bodies responsible for obtaining and utilising funding.

**An innovative approach: pooling of funds**

**Principle**

Part of the revenue from charging for existing infrastructure is used to finance missing links in the corridor concerned (e.g. another mode)

- **Means adapting Directive 99/62** to allow tolls to cover costs other than those of constructing, operating and developing the road network concerned

**Potentially applicable to the Lyon-Turin combined transport/HST line**





# *Placing users at the heart of transport policy*





# Unsafe roads



**Death on a daily basis: 41 000 fatalities a year**

**Total cost of accidents  
2% of GNP**

**Expenditure on prevention and compensation  
< 5% of that cost**

**Goal: halve the number of deaths**

## Harmonisation of penalties

- harmonise penalties, signals/signs, drink-driving
- sign-posting of black spots
- Road Safety Observatory
- expert committee on accident investigations
- Directive on seatbelts in coaches

## Promotion of new technology

- black boxes for cars, speed limitation devices
- safer vehicles
- voluntary agreement on design of car fronts
- vehicle-speed management

If there is little improvement within 3 to 4 years, the Commission might put forward regulatory proposals as from **2005**.





# Towards gradual charging for the use of infrastructure



## A price structure that reflects costs ....

Ideal      cost of using infrastructure = maintenance and operating costs + external costs: accidents, pollution, noise, congestion

### But at present ...

Costs/charges for heavy goods vehicle travelling 100 km on a toll motorway with little traffic

Total costs  
€-36

Current average charges  
€12-24

A Community framework is needed

The Commission plans to propose in 2002:

- **A framework directive on the principles of charging** for the use of infrastructure and on a pricing structure, along with a common methodology for charging to incorporate external costs, and conditions to ensure fair competition between modes.
- **a directive on the interoperability** of tolls on the trans-European road network







# The need to harmonise fuel taxes



## The current system is outmoded and absurd

A Directive sets the minimum rates of taxation for each fuel according to its use:

- thresholds exceeded, taxes vary greatly between Member States
- excise duties on diesel are on average lower than those imposed on unleaded petrol, even though diesel is more polluting

## Measures to be taken

### right away

- tax exemption for hydrogen and biofuels

### short term

- harmonised taxation of fuel used for commercial purposes

### medium term

- similar taxation for all consumers



# Transport with a human face



## Intermodality for people

3 initiatives encouraged with due regard to subsidiarity

- Developing integrated ticketing
- Integrated baggage management between modes
- Continuity of journeys (car parks, connections, needs of those with disabilities)

## The rights and obligations of users

Reinforcing rights

- reinforcing the rights of air passengers who experience delays or are refused boarding
- measures eventually extended to the other modes

Spell out obligations

- new version of the air transport Charter, to include passenger obligations
- eventual extension to all modes

A high-quality public service

- invitations to tender, Community legal framework
- exceptions/exclusivity where necessary
- compensation for performing public service tasks

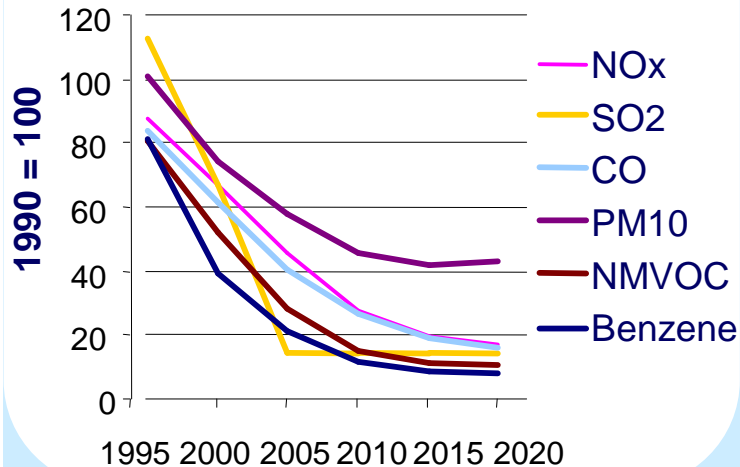




# Rationalising urban transport

## Diversified energy for transport

Expected reduction in road pollution



### Target for 2020 20% share for substitute fuels

A new framework for substitute fuels

- Proposal for a directive setting a minimum % for consumption of biofuels, 2% then 6% in 2010
- Tax reductions for biofuels

Stimulate demand by experimentation

Clean car technology needs to be supported, including through the 6th framework programme of research.

## Promoting good practice

Promoting clean urban transport:

Support for pioneering cities, greater use of clean vehicles and public transport, dissemination of best practice.





# *Managing the globalisation of transport*





# Enlargement changes the name of the game



## Financing the infrastructure challenge

Major bottlenecks at borders. €90 billion needs to be invested by 2015. Methods of financing need to be found.

The Union's new financial perspective will need to examine the issue

## Seizing the opportunity of a well developed rail network

Rail carries 40% of freight in the candidate countries. Despite a downward trend, rail's share to be maintained at 35% by 2010

- reform of the rail sector
- an end to unfair competition from the roads

## A new dimension for shipping safety

Tighter controls

- reflagging of ships to the Union thanks to the tonnage-based taxation system, proposal in 2002
- create a European traffic management system





# *The enlarged Europe must be more assertive on the world stage*

## **A single voice in international bodies**

The Union needs to become a member of:

- the International Civil Aviation Organisation
- the International Maritime Organisation
- the Central Commission for Navigation on the Rhine and the Danube Commission

## **Urgent need for an external dimension to air transport**

Ensuring the competitiveness of European airlines:

- end the “Open skies” agreements
- a transatlantic area in which airlines of any “nationality” can operate freely

## **Galileo: the key need for a satellite radionavigation system**

Developing new services

Operational phase from 2008:

- speed measurements
- tracking of rail freight
- positioning of dangerous vessels





## *Conclusion: time to decide*

**We will not be able to adapt transport policy to the requirements of sustainable development unless:**

- there is **political determination** to adopt the **60 measures** put forward in the White Paper.
- a new approach to urban transport **rationalises** the use of private cars
- the rising cost of mobility for users is offset by **improvements in service quality**
- a way is found to **finance** infrastructure to eliminate bottlenecks
- transport policy is **backed up** by economic policy, land-use policy, budgetary policy, fiscal policy and social policy

